







redlands housing strategy 2011-2031

This report has been prepared by the Redlands Housing Strategy 2011 -2031 Project Consortium comprised of:

SGS Economics & Planning

John Gaskell planning consultants

JJ CONSULTING Good Thinking

Redland CITY COUNCIL









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EXECUTIVE SUMMARY

The population of Redland City is expected to grow by about 50,000 people between 2006 and 2031. To accommodate these people, approximately 21,000 extra dwellings will need to be provided. This housing will need to be:

- *well located*, close to transport, employment and facilities so that residents have good access to the things they need to live a good life
- *diverse,* to meet the changing needs of the population of the Redland which over the next 20 years will age, live in smaller households and have a higher proportion of people with disabilities
- *affordable,* so that average first home owners can find housing that suits their budget, and low income renters are able to find somewhere to live without the chronic risk of homelessness
- *sustainable,* environmentally, socially and economically, so that people can live in safe, well designed neighbourhoods which have the lowest possible ecological impact.

This strategy outlines how Redland City Council will work towards achieving these goals. It builds on earlier work including the South East Queensland Regional Plan 2009-2031 and the Redland City Draft Local Growth Management Strategy. It also brings together work conducted on behalf of Redland City Council over the past 12 months, including

- a detailed housing needs assessment
- a review of the existing Redlands Planning Scheme
- a review of other Council programs and activities which have an impact on housing
- a consultation process which culminated in a cross-sector workshop held in May 2011.

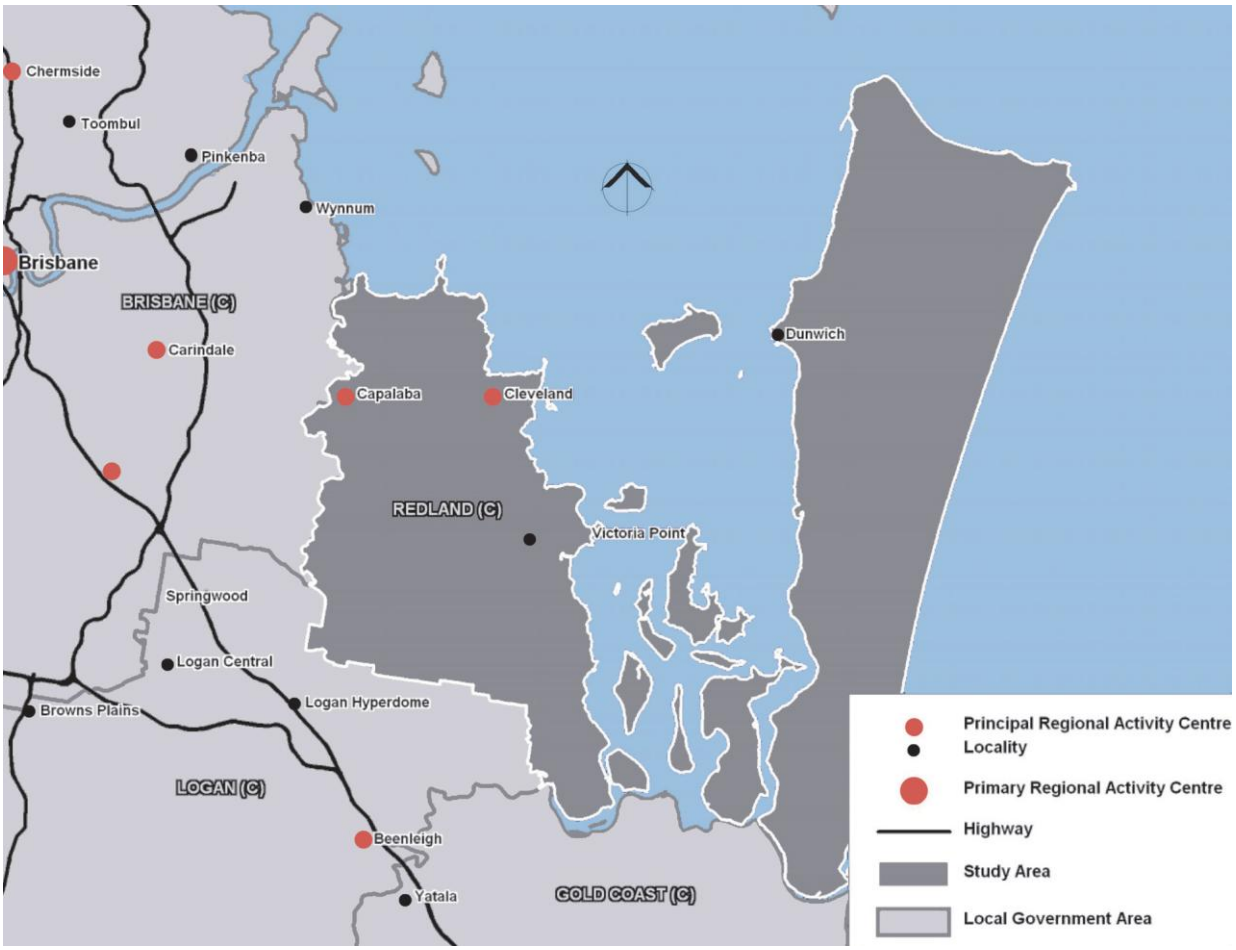
The result is a detailed action plan which will guide Council over the next 10-20 years as it responds to these housing challenges. This action plan is summarized in Figure 8 in Section 3.1 of the strategy document.

1.0 INTRODUCTION TO THE PROJECT

1.1 Purpose

Redland City is a rapidly growing urban area in South East Queensland with a population of approximate 140,000 persons, situated on Moreton Bay and bounded by Brisbane City to the North and East, Logan City to the South East and Gold Coast City to the South. The location and extent of Redland City are shown in Figure 1 below.

Figure 1 – Redland City



Redland City faces a number of challenges in relation to housing its current and future population. These include:

- ensuring enough housing is developed to meet the need created by population growth
- ensuring that this housing is well located
- ensuring that the diversity of this housing matches the diversity of household types in the Redland, especially in accommodating older residents, first home buyers and family households.
- ensuring that this housing is affordable, especially to people on low to moderate incomes
- ensuring that housing and neighbourhoods are ecologically sustainable.

Responsibility for housing policy and for the delivery of housing on the ground does not rest with Council alone. Commonwealth and State governments carry the major responsibility for policies that influence housing delivery, and most of the actual housing is delivered by private developers or by State or community social housing providers.

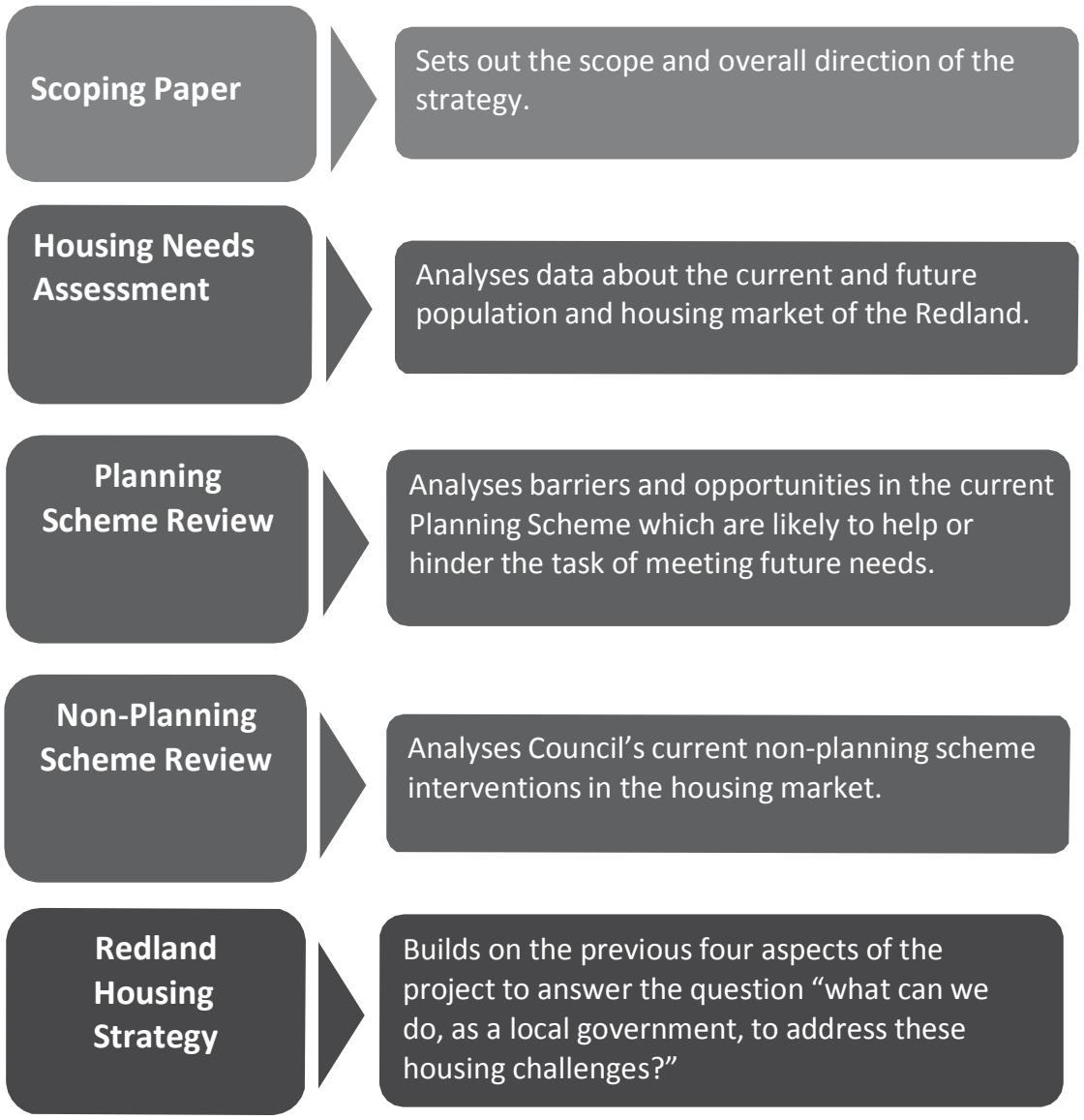
However, Council has a number of responsibilities which have an important influence on the supply of housing. It has responsibility for developing the planning scheme which largely determines the amount and what type of housing can be produced, in what locations, and under what conditions. It also regulates certain types of housing, provides important support services which impact on people's ability to live in the community, and provides a local coordination role which facilitates the delivery of affordable and special needs housing.

This document aims to provide a framework for these areas of Council responsibility, and to outline a coordinated set of strategies and actions to guide Council's housing responsibilities over the next 10-20 years.

1.2 Project Scope and Outputs

In order to prepare itself to address its housing challenges, Council has been working with a team of consultants to develop the Redland Housing Strategy and Action Plan. This project has five key components which are summarized in Figure 2 below.

Figure 2: Redland Housing Project Components



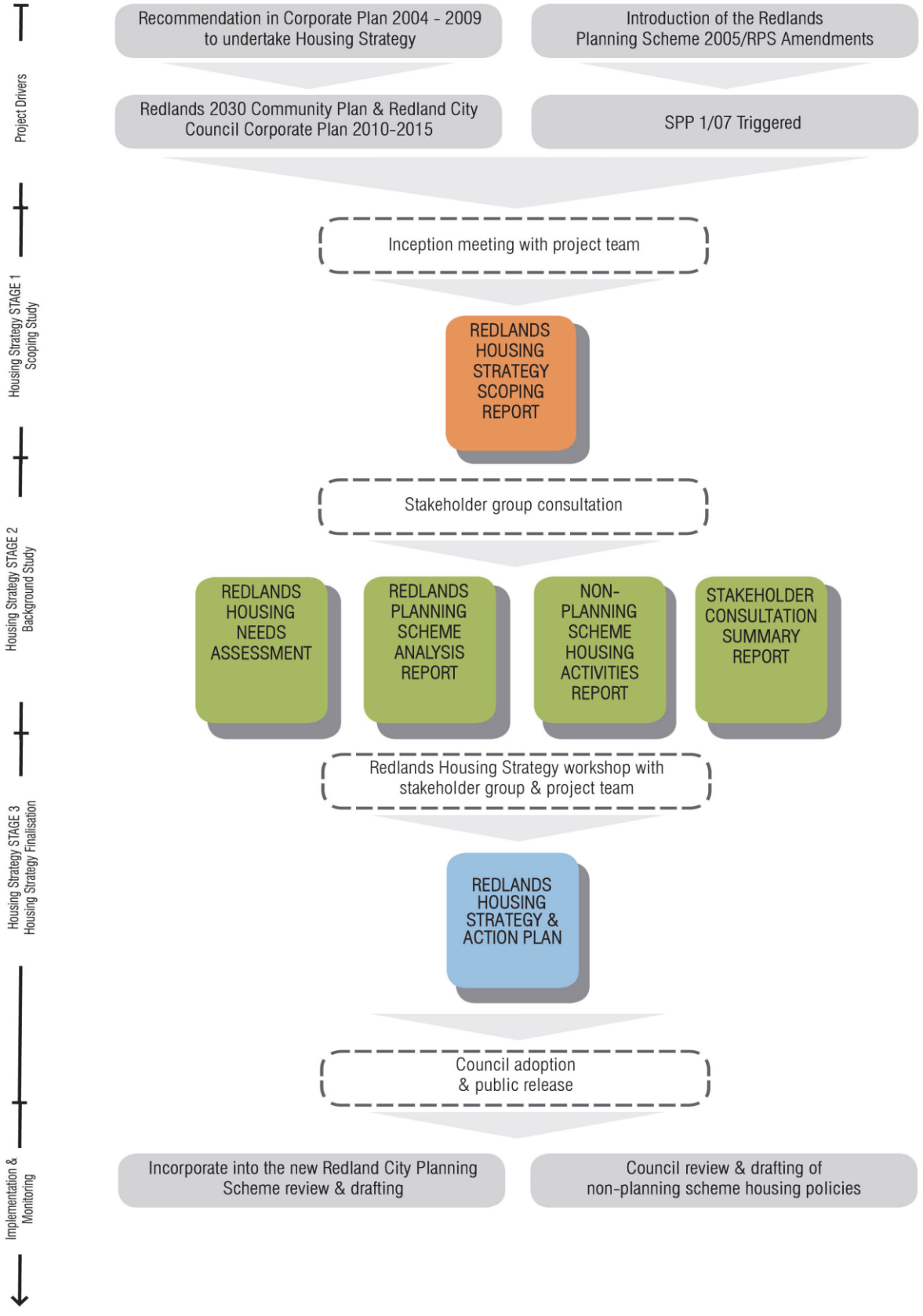
Each of the four previous detailed reports is attached to this Strategy for further information. The current document – the *Redland Housing Strategy and Action Plan* – draws on the pieces of work done to date to provide a set of actions which aim to address the issues identified in each piece of work.

This report will cover the following.

- The context in which the strategy is taking place, including the Commonwealth and State policy context, the overall population and housing challenges facing Australia and in particular South-East Queensland, and the current social and policy environment in Redland City.
- A detailed action plan which outlines the outcomes, objectives and actions which Council will implement over the next 10-20 years.
- Details of how the Strategy will be implemented, monitored and evaluated.

1.3 Planning Process

A snapshot of the planning process- including leading up to the project and implementation - is summarised below.



2.0 POLICY CONTEXT

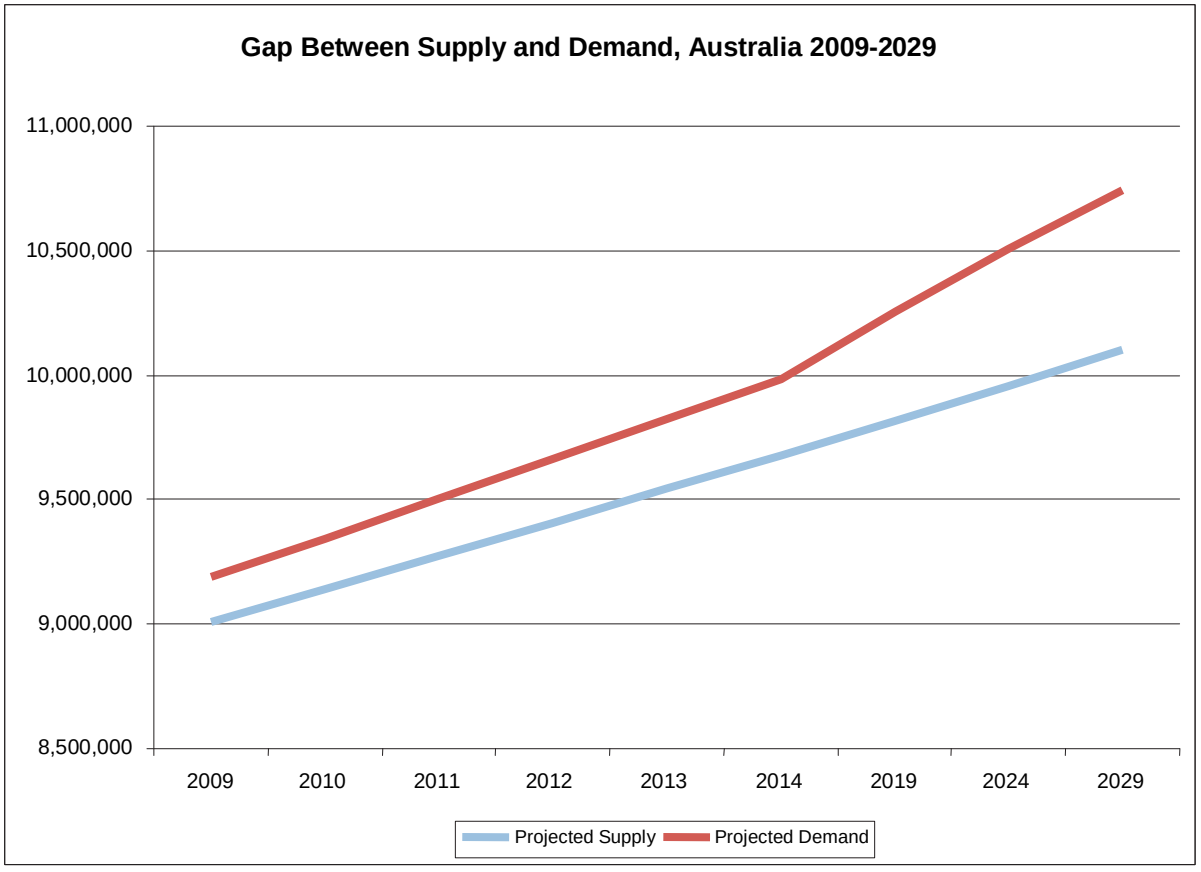
2.1 National Housing Challenges

Many of the housing issues faced by the Redland are not unique to our community. Australia is currently facing a number of key housing challenges that affect all parts of the nation to a greater or lesser extent. These include the following.

Quantity of Housing

The National Housing Supply Council estimates that in June 2009 there was a shortfall of 178,400 dwellings across Australia. Their projections (illustrated in Figure 3 below) suggest that this shortfall will grow to 308,000 by 2014 and to 640,000 by 2029 based on current trends.[1] This presents a challenge to all levels of government and to the development industry to improve policies, systems and processes for the production of housing.

Figure 3: National Housing Projections[2]



[1] National Housing Supply Council, *2nd State of Supply Report 2010,* p xiv

[2] Source: Adapted from National Housing Supply Council State of Supply Report 2010

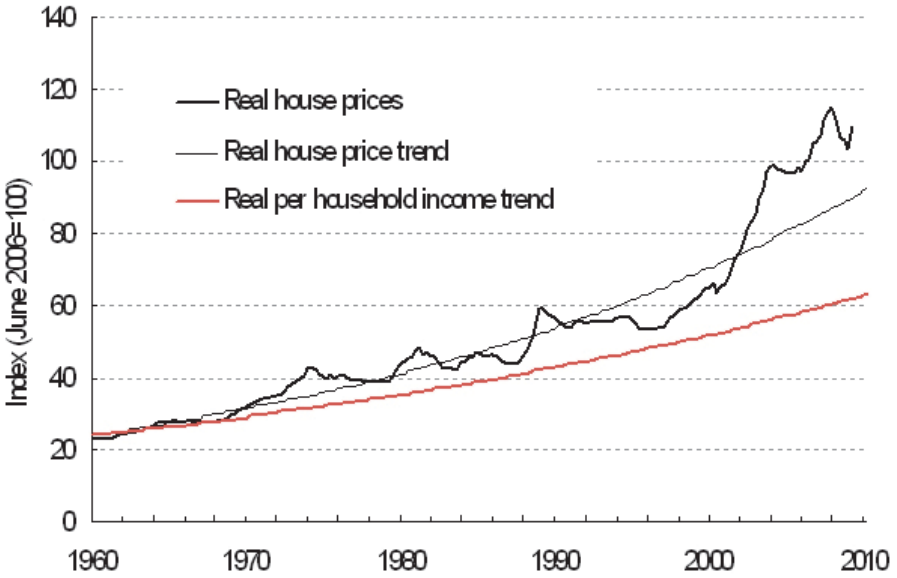
Affordability of Housing

Over the past 20 years both housing purchase prices and rents have consistently grown faster than median incomes, as illustrated in Figure 4. This has created an increasing "affordability gap" for households on low to moderate incomes. The causes of this affordability gap are complex, varied and often hotly debated. Some of the commonly cited causes include:

- supply and demand (accessibility to credit, interest rates, population growth, changing demographics, government incentives such as the First Home Owners Grant, a culture of large home ownership on the "quarter acre block")
- high infrastructure charges and costs
- other government charges such as stamp duty
- taxation arrangements (income tax, company tax, capital gains tax, GST, land taxes)
- increasingly higher construction costs
- increased social security dependency
- planning and government processes which can increase a development's holding costs
- land banking, which can be used to influence supply and demand, and therefore price
- reduced government investment in public housing.

The reason for the affordability gap is more than likely a culmination of all these factors.

Figure 4: House Prices and Incomes, 1960-2010[3]



[3] Taken from Dr Judith Yates, *Housing Affordability – Who Is the Most Affected?*, adapted from *Australia's Housing Affordability Crisis*, in The Australian Economic Review, vol. 41, no. 2, pp. 200–14, 2008. Figures from Productivity Commission (2004) to 2003, updated by ABS Cat no. 6416.0 to 2009

Quality and Sustainability of Housing and Neighbourhoods

Rapid population growth in Australia's key urban areas, including South-East Queensland, has led to a range of challenges related to urban growth. These include:

- developing sustainable and livable urban neighbourhoods
- preservation of cultural heritage
- affordable living
- developing transport systems that effectively link residential areas with centres and other major destinations and
- managing the ecological footprint of our cities.

The importance of improving the environmental performance of buildings is today commonly recognised and accepted by the community, development industry and all levels of government. It's not surprising why. According to the Green Building Council of Australia, "Buildings consume 30% of the world's resources including 12% of its water, and up to 40% of its energy. Buildings also produce 40% of waste going into landfill and 40% of emissions."[4] It is essential, therefore, that we continue to evolve and improve the way we house our community, to ensure resources are used more efficiently and the ecological footprint is minimised.

Housing Stress and Homelessness

The overall challenges of housing supply impact particularly on lower income households. Nationally 50% of home purchasers in the lower 40% of the income range were in housing stress (paying more than 30% of their income in housing costs) while 20% of lower income private renters paid over 50% of their income in rent[5]. At the most critical end, the 2006 census counted over 100,000 people homeless on census night[6].

[4] Green Building Council of Australia, *Handbook for the Green Star Rating System*, 2010
[5] Ibid, p 94
[6] Chris Chamberlain and David MacKenzie, *Counting the Homeless Australia 2006*, Australian Bureau of Statistics, 2008, p viii

2.2 National Policy Context

All three levels of government are responsible for policies which respond to these challenges. Table 1 below summarises the responsibilities of the three levels of government.

Table 1 – Government Housing Responsibilities

	Commonwealth	Queensland Government	Redland City Council
Tax and finance	Major taxation responsibility including income tax and GST.	Responsible for some taxes including land tax and stamp duty	Property rates
Housing assistance	Direct delivery of Commonwealth Rent Assistance and First Home Owners Grant. Funding of social housing. Specific housing programs including National rental Affordability Scheme. Oversight of National Affordable Housing Agreement	Responsible for funding and direct delivery of social housing, and home lending schemes aimed at low to moderate income households.	Minimal role in supporting local community providers and networks. Some Queensland local governments directly provide housing or provide financial support to non profit housing companies.
Planning and land development	Minimal role. Housing Affordability Fund encourages planning initiatives aimed at improving affordability.	Sustainable Planning Act 2009 and related policies, including State Planning Policy 1/07 - Housing and Residential Development. South East Queensland regional Plan 2009-2031 sets the framework for planning in SEQ. Urban Land Development Authority responsible for planning selected Urban Development	Development and implementation of the Redlands Planning Scheme and related planning policies and local area plans. Development assessment and control. Setting and administering infrastructure charges (within constraints of State legislation).

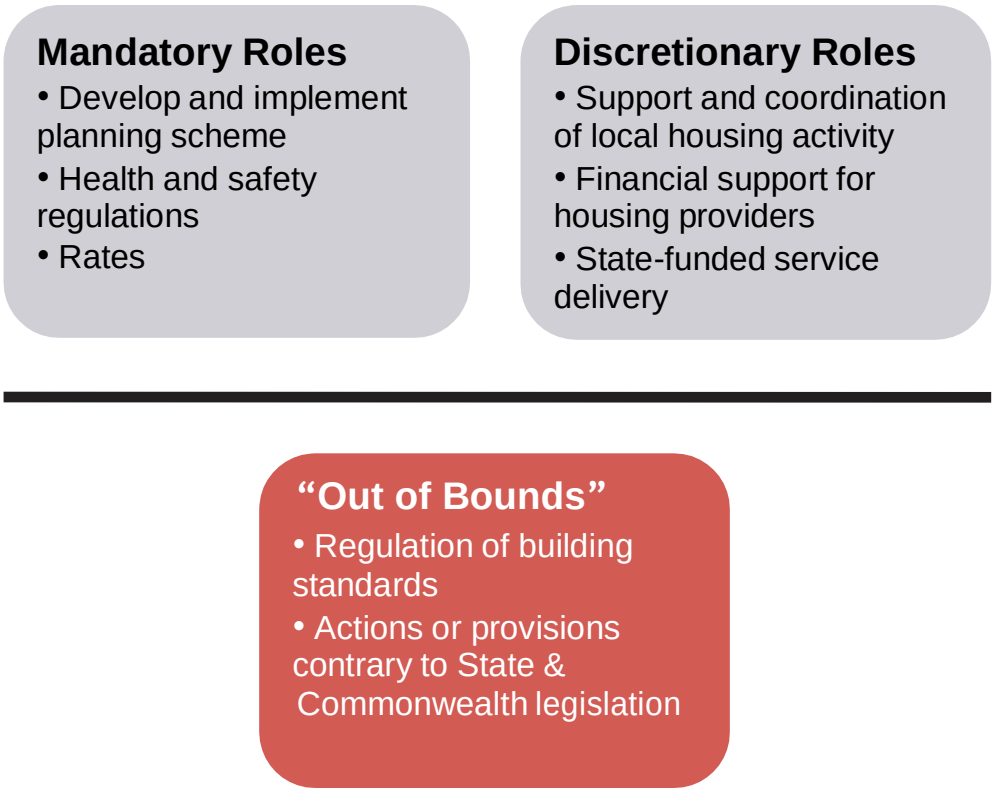
	Commonwealth	Queensland Government	Redland City Council
		Areas.	
Regulation	Regulate the financial system (eg interest rates) via the Reserve Bank, and responsible for company legislation.	Responsible for a range of housing-related legislation for the purpose of building standards, tenancy law, regulation of the Real Estate industry and regulation of associations.	Local laws governing health and safety standards in rental accommodation with shared facilities, caravan parks and camping grounds, and temporary dwellings.
Human service delivery	Jointly fund a range of programs for homelessness, disability, health and aged care.	Fund and administer the majority of human services programs, as well as directly providing some services to the community.	Delivery of Home Assist Secure program with State funding, and delivery of some key older persons and disability services. Coordination, advocacy and community development role.

Source: Adapted from *Australian Housing – A Fair Share? National Shelter Policy Platform 2007*

Redland City Council's role in housing is strongly influenced by State legislation. This legislation makes some activities mandatory on Council, and prevents it from getting involved in others. In between these two categories, there are a range of roles which Council may choose to undertake at its own discretion, depending on resource availability and the needs of the local community.

These three categories are represented in Figure 5.

Figure 5 – Mandatory, discretionary and "out of bounds" roles



Within these various roles there is significant scope for collaboration. Council can carry out many of its discretionary roles by using State or Commonwealth funding such as by applying for Commonwealth funds from the Housing Affordability Fund to support local planning actions that improve affordability, or supporting local organizations to apply for National Rental Affordability Scheme grants. It also has some ability to influence Commonwealth and State policy in these areas which are "out of bounds" for direct Council activity; for example, by advocating changes to the *Building Act 1975*, the *Building Code of Australia*, the *Queensland Development Code* or *Sustainable Planning Act 2009*.

It is essential to put Council's role and potential influences with housing in context. Council is one of several key stakeholders in housing, having an active interest in effective policy outcomes. Community expectations of what Council can achieve in relation to housing must therefore be realistic. With a clear understanding of Council's role and housing objectives, stronger synergies and partnerships with the community and key stakeholders are possible. With strong and congruent partnerships, Council can make significant contributions to achieving successful housing outcomes.

2.3 Council Strategic Context

In 2009-10 Council carried out a wide-ranging consultation process which culminated in the adoption of the Redlands 2030 Community Plan. This is a widely supported vision for the city which guides Council's more detailed Corporate Plan. The key statements in the Community Plan and the Corporate Plan which pertain to housing are summarised in Figure 6.

Figure 6 – Community and Corporate Plan



The Community Plan has two Vision Outcomes and goals which provide the basis for this strategy. The Vision Outcome "Wise Planning and Design" states:

> *We will carefully manage population pressures and use land sustainably while advocating and taking steps to determine the limits of growth and carrying capacity on a local and national basis, recognising environmental sensitivities and the distinctive character, heritage and atmosphere of local communities. A well-planned network of urban, rural and bushland areas and responsive infrastructure and transport systems will support strong, healthy communities.*

This flows through into Wise Planning and Design Goal 7 – Housing options to meet different needs.

> *A mix of housing suitable for all household groupings makes efficient use of land within the urban footprint and encourages a range of affordable housing options which include the retention of existing low density residential options and protection from intensification or encroachment of other uses.*

This in turn flows through to a strategy in the 2010-15 Corporate Plan.

> *Wise Planning and Design –*
> *5.9 Promote housing diversity, choice and affordability to address the city's current and future needs, incorporating medium density housing within and around the city's centres and transport nodes*

There is also a Community Plan Vision Outcome for "Strong and Connected Communities".

> *Our health, wellbeing and strong community spirit will be supported by a full range of services, programs, organisations and facilities, and our values of caring and respect will extend to people of all ages, cultures, abilities and needs.*

The detailed goals supporting this Vision Outcome include Goal 9 – Access to affordable housing.

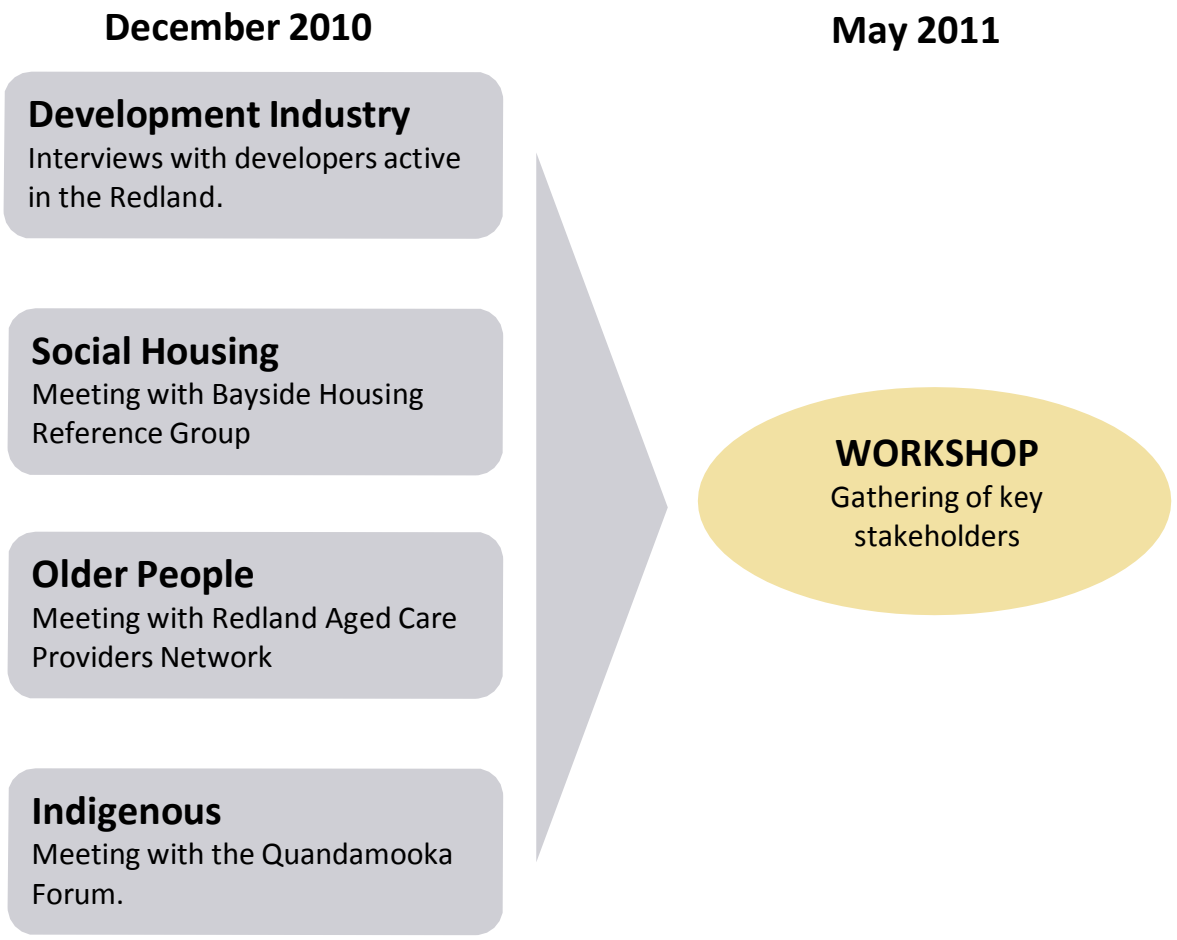
> *Developers, housing organisations, special initiatives and a range of proactive land and social policies ensure an adequate supply of affordable housing for low and moderate income earners and those at risk of homelessness.*

The current Housing Strategy and Action Plan is designed to guide Council in achieving these ambitious goals.

2.4 Stakeholder Engagement

To complement the broad community consultation which informed the Community Plan we have undertaken consultation with stakeholders who have a direct role with housing in the Redland and have an intimate understanding of the housing issues relevant to their respective disciplines. The consultation process is summarized in Figure 7 below.

Figure 7 – Consultation Summary



Some of the themes raised in the first round of consultation are as follows.

The difficulty of achieving higher densities in Redlands

Developers consulted in this process expressed the view that in the Redlands it is difficult to deliver financially viable medium density housing projects outside key central locations such as Cleveland and Capalaba. According to some of the developers consulted, this is largely due to local market conditions and a lack of demand, and not so much a matter of planning regulations. Members of the Bayside Housing Network reflected on the type of community opposition medium density housing developments have attracted recently.

The challenge of land supply

Some of the developers consulted, and the participants in the Quandamooka Forum, commented on the challenge of land supply requirements over the next 20 years. The Forum commented particularly on the situation on North Stradbroke Island where there is very little developable land, but there is a likelihood of an influx of people following successful Native Title negotiations. Developers commented on a lack of serviced land in general.

A perception of inflexibility and lack of timeliness in Council's development assessment process

Most of the developers consulted and the participants in the Aged Care Providers Network expressed a strong view that Council takes too long to process development applications and is not sufficiently flexible in the application of planning policy.

Balance between environmental and housing needs

There was a strong perception amongst developers, aged care providers and to some extent also social housing providers that at present environmental preservation is over-emphasised at the expense of housing development.

Aged Care Facilities

Aged Care providers expressed a strong view that the planning scheme does not sufficiently support the existing requirements of the aged care industry. In their view, retirement village projects are processed as simply "standard" housing developments, resulting in inappropriate assessment of project components such as car parking and infrastructure requirements.

Island Issues

The Quandamooka Forum focused on the specific situation on the Islands (especially North Stradbroke). They commented on a likely increase in demand for housing as a result of Native Title decisions, and on the difficulty of achieving this within current planning and infrastructure arrangements.

Housing Affordability

Social housing providers noted that there has recently been a rapid expansion of social housing in the Redlands and when this all comes into operation it should result in easing some of the pressure on the social housing system. However, long-term plans are unclear. Developers mainly commented on the difficulty of achieving affordability given land and development costs and spoke of the need for incentives to improve affordability.

Link between housing and economic development

A number of comments linked housing and economic development in various ways, including:

- the aged care and retirement living industries' role as major employers in the Redlands
- housing development as an employment and economic development opportunity for Aboriginal and Torres Strait islander people
- the need to ensure that local employment opportunities grow along with housing.

The Housing Strategy Workshop, held on 30 May 2011, built on these insights. This workshop involved a gathering of representatives from a number of sectors including

- the development industry
- non-profit housing and homelessness organisations
- aged care providers
- the Quandamooka traditional owners
- the Queensland Department of Communities
- Council staff from a number of different work units.

Participants intensively work-shopped each of the five outcomes described in Figure 8 below.

For Outcomes 1 and 2 participants were asked to respond spatially, working in groups to determine where the extra 21,000 dwellings would be best located. This resulted in a number of alternative solutions to this question, and a shared appreciation of the challenges of the task. For the other three outcomes, participants were asked to brainstorm actions which would help achieve the goal. As the workshop proceeded, the lists of suggestions were posted on the walls of the meeting room and participants were invited to vote on the ones they supported the most strongly.

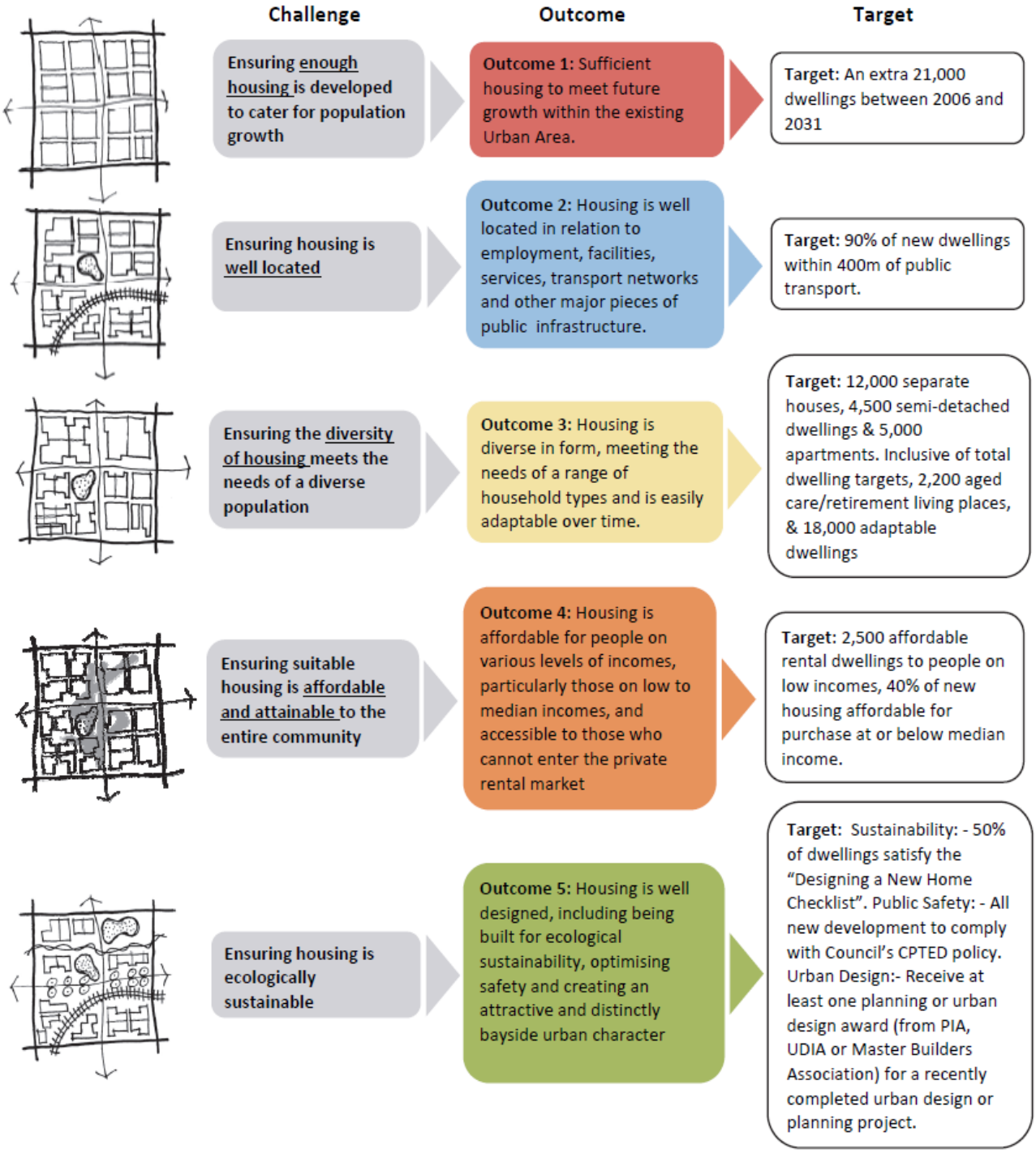
Many of the actions and approaches suggested - especially those strongly supported by the group - are incorporated into the detailed action plan which forms Part 3 of this document.

3.0 THE STRATEGY

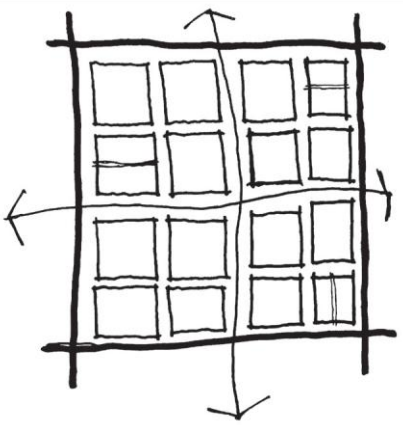
3.1 Strategy Overview

This detailed Housing Strategy and Action Plan is designed to respond to the key housing challenges outlined in the Introduction to this document. Figure 8 below provides a summary of the key elements to the strategy.

Figure 8 – Key Strategy Elements



3.2 Sufficient Housing



Outcome 1 -

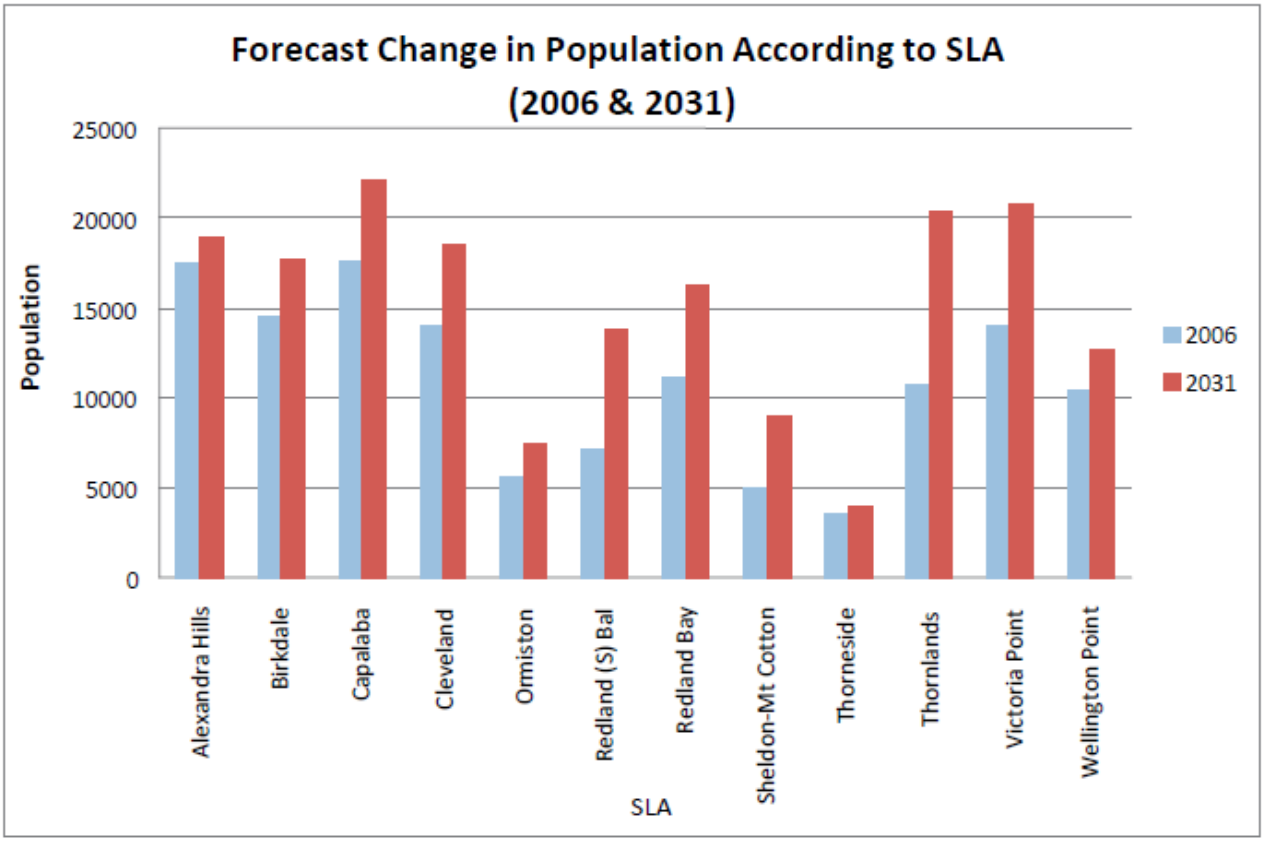
Sufficient housing to meet future growth within the existing Urban Area.

Background

Redland City will experience a population increase of 38%, from 131,210 in 2006 to over 181,000[1] by 2031. The number of households will increase from 47,053 in 2006 to over 67,000, with the State's South East Queensland Regional Plan requiring an additional 21,000 extra dwellings to be constructed in the city between 2006 and 2031.

This growth is expected to take place across the city, but as Figure 9 below shows, the highest growth is expected to occur in Thornlands, Victoria Point and Redland Shire Balance (which includes the various Moreton Bay Islands).

Figure 9 – Projected Population by Suburb



[1] Based on an extrapolation of the Redlands Local Growth Management Strategy (LGMS) 2026 planning estimate.

Both Council's draft Local Growth Management Strategy (LGMS) and the State Governments South-East Queensland Regional Plan 2009-2031 provide strategies for achieving levels of growth broadly comparable with these projections.

The draft LGMS identified a dwelling estimate of 19,565 new dwellings by 2026 comprising:

- 11,785 infill dwellings
- 7,780 greenfield dwellings
- 2,390 dwellings on the Southern Moreton Bay Islands and North Stradbroke Island.

The SEQ Regional Plan 2009 – 2031 identifies an additional 21,000 dwellings in infill and greenfield locations in Redland City. The infill dwelling target of 15,000 dwellings is proposed to be met by existing land use allocations including:

- mixed use and medium to high density development in Cleveland and Capalaba Principal Regional Activity Centres
- medium density housing forms in areas within close proximity to public transport and centres
- opportunity for dual occupancies and small lots within urban residential areas.

Greenfield dwelling targets are to be met in the following areas:

- Kinross Road Structure Plan – planned to accommodate an estimated population of approximately 3,450 persons
- South East Thornlands Structure Plan - planned to accommodate an estimated population of approximately 3,280 persons
- Double Jump Road, Victoria Point Local Development Area expected to accommodate additional residential uses (estimated population increase subject to more detailed planning investigations).

Our consultation identified a number of perceived barriers to achieving these goals including:

- the economic (market demand and costs of higher density housing) difficulty of achieving higher housing densities in the Redland
- community resistance to new housing forms
- delays and inflexibilities in the development assessment system making it difficult to achieve efficient development outcomes
- the need to ensure that infrastructure development keeps pace with population growth and residential development
- a perceived tension between residential development and preservation of the environment.

OUTCOME 1 -

Sufficient housing to meet the expected future growth of the Redland City population.

Measure: Number of new dwellings developed in Redlands each year.

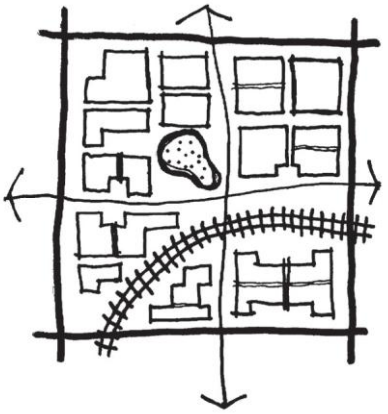
Target: An extra 21,000 dwellings from 2006 to 2031 (average of 850 per year from 2011 onwards).

Objective 1.1: Ensure sufficient land supply to enable the achievement of the housing targets within the identified physical constraints in the Redlands.

Action	Responsibility	Timing Short – 0-5 yr Medium – 5-10 Long – 10+
Planning Actions		
1) Re-examine and revise or confirm the following dwelling targets: - 11,785 infill dwellings - 7,780 greenfield dwellings - 2,390 dwellings on the Southern Moreton Bay Islands and North Stradbroke Island.	Land Use Planning	Short
2) Re-examine and revise or confirm the specific dwelling targets for the major greenfield sites including: - Kinross Road (3,450 persons) - South East Thornlands (3,280 persons) - Double Jump Road-Bunker Road, Victoria Point Local Development Area	Land Use Planning	Short

3) Work with the Quandamooka Traditional owners to conduct a North Stradbroke Island Residential Study as recommended in the Quandamooka Plan, in order to identify future land supply and development possibilities in this location (subject to the outcome of the Indigenous Land Use Agreement).	Land Use Planning	Medium
4) Revise growth targets when 2011 census data becomes available.	Land Use Planning	Short

3.3 Well Located Housing



Outcome 2 -

Housing that is well located in relation to employment, facilities, services and transport networks.

Background

Housing provides the best quality of life and the best chance of affordable living if it is located in easy reach of the services, facilities and economic opportunities people need to live a full life.

The State Government's State Planning Policy 1/07 – Housing and Residential Development promotes the concept of "well serviced locations". This concept includes Level 1 (Local), Level 2 (Neighbourhood) and Level 3 (District) locations. Level 3 locations would be expected to have the highest concentration of development.

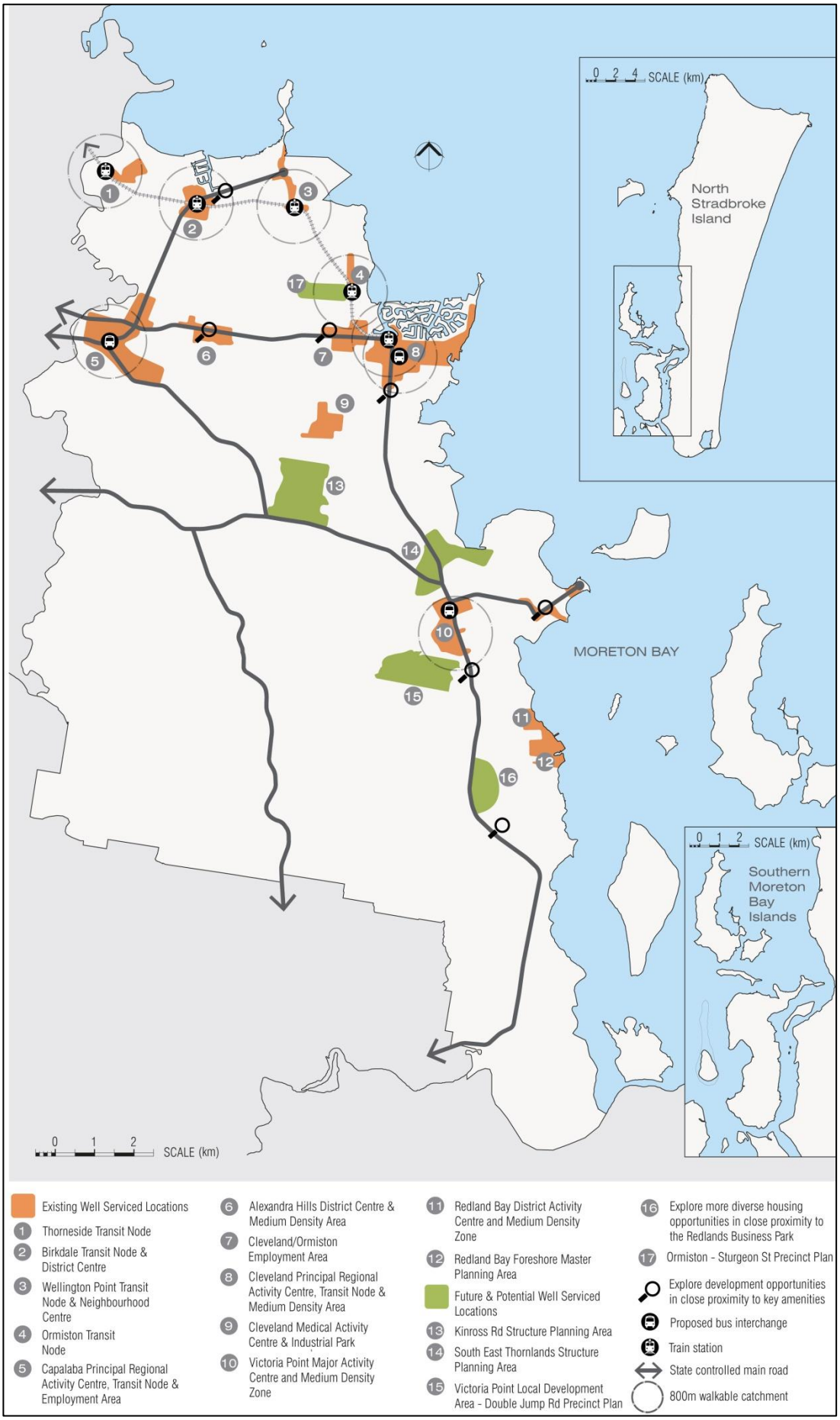
The Planning Scheme Review identified a number of these locations, in which it would be desirable to locate the majority of new housing. These locations are summarised in the following summary table and shown in the map in Figure 10.

Location	Possible housing options to meet housing needs
Cleveland and Capalaba Principal Regional Activity Centres	Higher density residential development (four storeys and above) in close proximity to employment, services and public transport. Predominant housing forms may include apartment buildings (over three storeys) and multiple dwellings (up to three storeys) as well as aged care units and care facilities.
Victoria Point Major Centre and Birkdale and Alexandra Hills District Centres	Housing diversity and increased residential density including multiple dwellings (up to three storeys), duplex housing, and small lot houses.
Redland Bay and other public transport nodes including Thorneside, Wellington Point and Ormiston	Housing diversity and increased residential density including multiple dwellings (up to three storeys), duplex housing, and small lot houses. Opportunity to review housing forms and intensity via local area planning.

Location	Possible housing options to meet housing needs
Employment Nodes including: The Capalaba Employment Area The Capalaba Industrial Enterprise Park Redland Bay Employment Area Cleveland Employment Area Cleveland / South Ormiston Industrial Area Medical Activity Centre and industrial park Victoria Point Employment Area.	Some housing options exist in conjunction with the adjacent major centres. More opportunities for housing choice and increased housing density are identified for future planning reviews. Opportunities to increase housing choice and affordability, and the diversity of land uses in walking distance to the Medical Activity Centre and Industrial Park, should also be considered to attract key workers such as nurses and doctors, which are in low supply in the Redlands. The quality and types of public spaces in this precinct should also be considered. Opportunities for more affordable and diverse housing choices in close proximity to the Redlands Business Park should also be explored. The Redlands Business Park is identified under the SEQ Regional Plan for its regional significance as an employment area. It is currently underutilised, so there is opportunity to provide increased housing options and amenities in walking distance of the Redlands Business Park, to attract workers. Residents working in manufacturing, construction, warehousing and wholesale trade represent a large majority of the Redlands population. Despite this, there is currently a shortage of workers in all these industries in the Redlands because of more attractive opportunities in Logan and Brisbane. With more affordable housing options in Redland Bay, there would be more incentive to live in close proximity to employment areas.
Explore development opportunities, using LUPTAI and GIS constraints mapping, along key arterial connections in close proximity to amenities as identified in Figure 10.	Long term opportunities for housing options at discrete locations suitable for increased density, mixed use residential development or greater housing choice, particularly around future transit stops.

Location	Possible housing options to meet housing needs
Greenfield development areas including South East Thornlands and Kinross Road.	These are major Greenfield growth areas and provide low rise (1 – 3 storeys) multiple dwellings and aged care opportunities, as well as a full range of duplex, small lot housing and detached housing opportunities. Opportunities for smaller lot sizes may be identified through local area planning.

Figure 10- Well Serviced Locations Map



During the Housing Strategy and Action Plan workshop, which was the final stage of consultation for this project, participants were asked to focus on how to achieve growth within these well-serviced locations. Many of the participants found this a challenging task, but not unachievable provided good planning decisions are made and market conditions are right.

OUTCOME 2 -

Housing that is well located in relation to employment, facilities, services and transport networks.

Measure: Proportion of new dwellings located within acceptable distance of transport and/or key facilities.

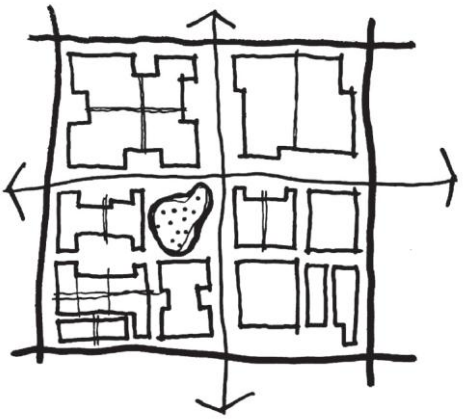
Target: 90% of new dwellings within 400m of regular or accessible public transport.

Objective 2.1 –
Ensure that greenfield development is designed and located appropriately with regard to key infrastructure and transport.

Action	Responsibility	Timing Short – 0-5 yr Medium – 5-10 Long – 10+
Planning Actions		
5) Coordinate the planning of urban development at South East Thornlands and Kinross Road with planning for the provision of key infrastructure to maximise quality of life in these locations.	Land Use Planning	Medium
6) Support ongoing residential development in Principal Regional Activity Centres	Land Use Planning	Short
7) Reinforce current strategy of infill development in existing residential areas well serviced by public transport and in close proximity to employment areas.	Land Use Planning	Short
Other Actions		
8) Coordinate planning of Greenfield areas with Queensland Transport to promote timely provision of increased public transport to areas as they develop.	Land Use Planning	Medium

9) Undertake modeling using the Land Use and Public Transport Accessibility Index (LUPTAI) to assist Council with future planning of identified well serviced locations. This will ensure urban densities appropriately reflect the capacity of the transport network (existing and future), especially the public transport system, to promote a more efficient, clean and cost effective system of transport in the Redlands (SPP 1.07, p51).	Land Use Planning Infrastructure Planning	Short/Medium
10) Collaborate with the Department of Transport and Main Roads to discuss how LUPTAI may be utilized.	Land Use Planning Infrastructure Planning	Short
Objective 2.2 – Allow for intensification of development in well serviced locations.		
Planning Actions		
11) Allow for increased residential density in key locations with access to services and public transport including: - Principal Regional Activity Centres - Major Centres - District Centres - Transport Hubs - Major Employment and Industrial Areas	Land Use Planning	Short
12) Strengthen provisions for mixed use development in commercial areas close to transport and infrastructure through revision of non-residential codes.	Land Use Planning	Short
Other Actions		
13) Address public perceptions of medium density housing including through marketing and communication.	Land Use Planning	Medium

3.4 Diverse Housing



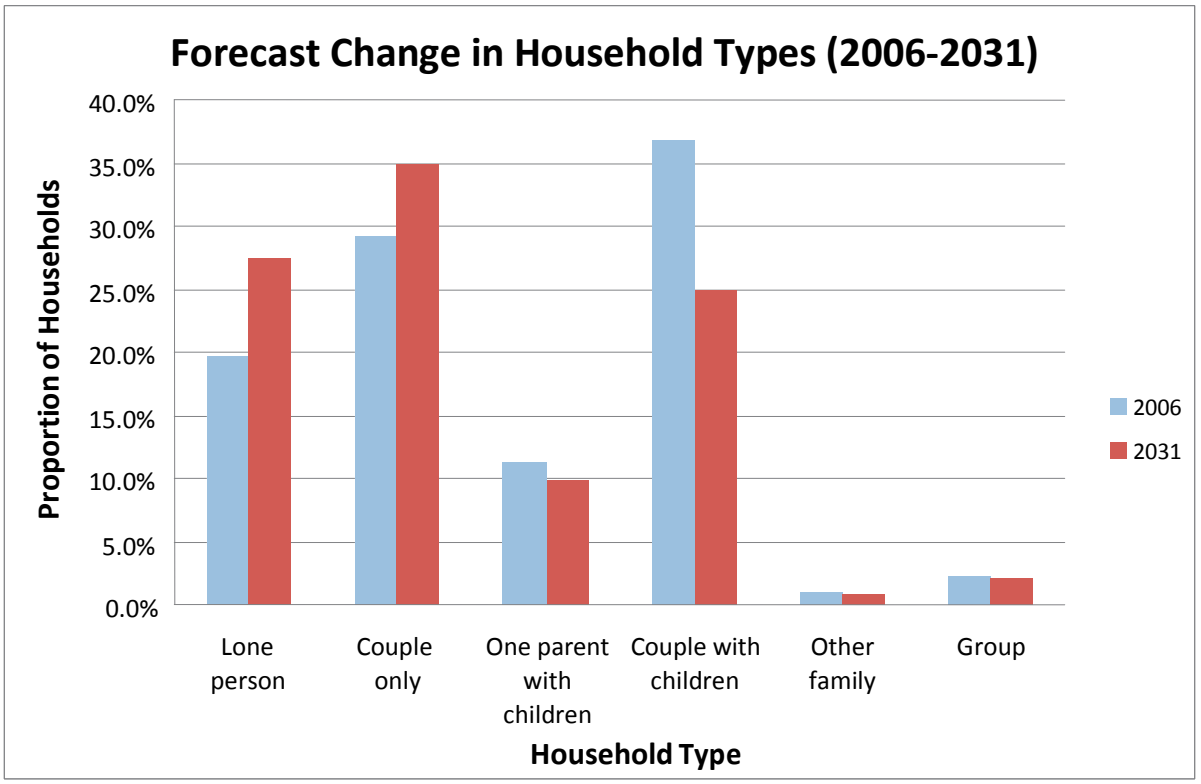
Outcome 3 -

Housing that is diverse in form, meeting the needs of households of different sizes, different ages, different levels of ability and different cultural backgrounds, and is adaptable over time.

Background

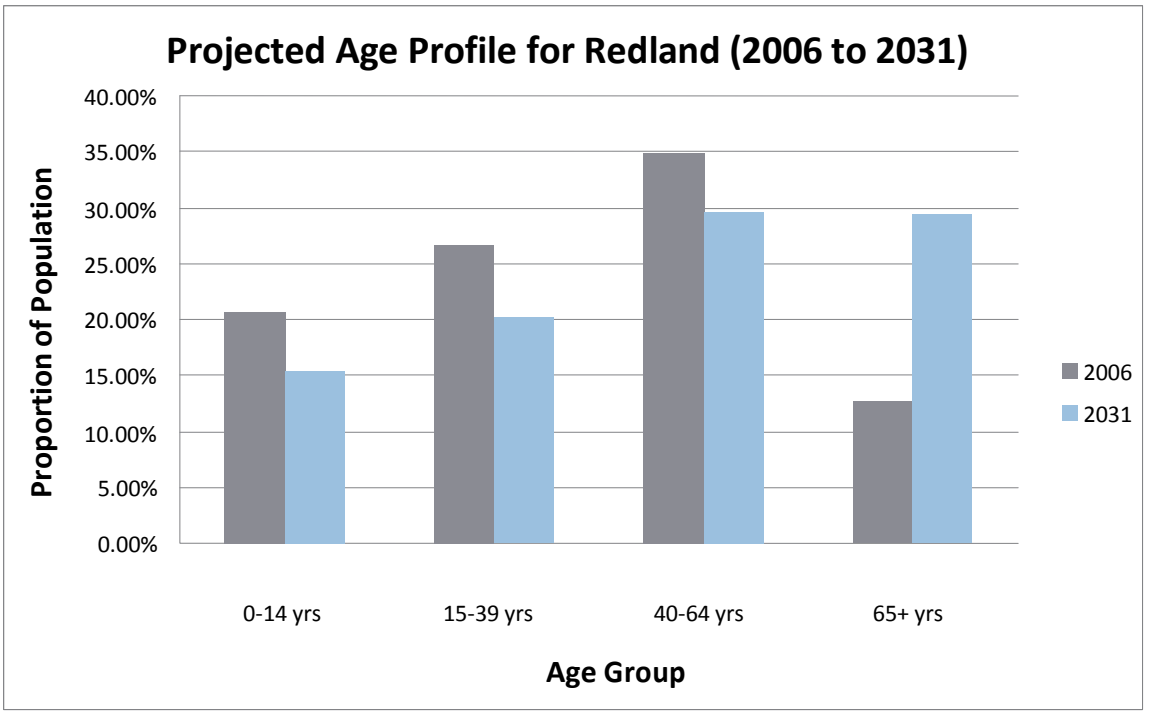
As shown in Figure 11, the makeup of households in the Redland is expected change significantly between over the next 20 years, with a substantial increase in lone person and couple households offset by a decline in couples with children.

Figure 11 – Projected Change in Household Makeup



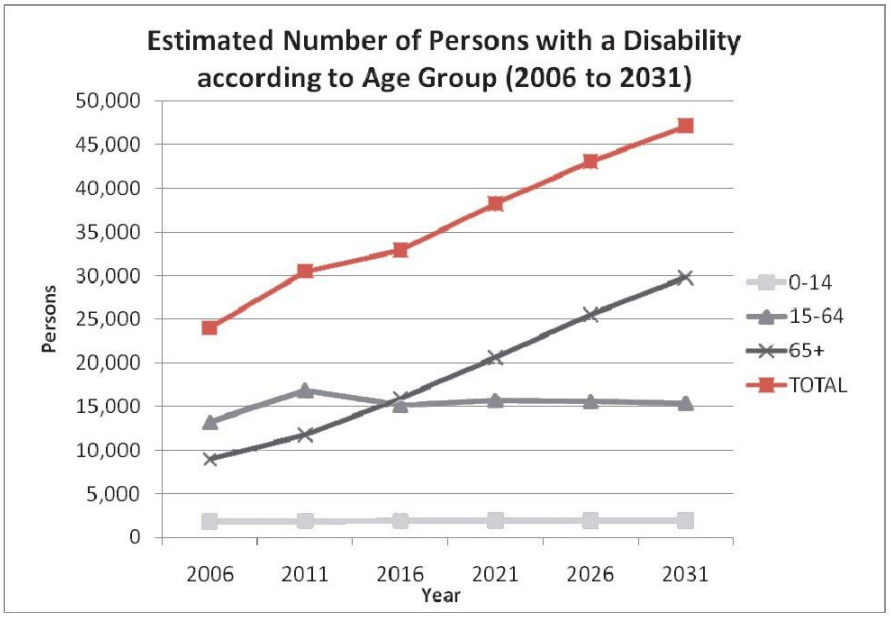
This change is overwhelmingly driven by the ageing of the population, as shown in Figure 12, with the proportion of the population over 65 expected to increase from around 13% in 2006 to almost 30% by 2031.

Figure 12 – Projected Age Breakdown



The other consequence of the ageing of the population is that the proportion of the population with disabilities is also expected to grow as the prevalence of disability increases with age, as shown in Figure 13.

Figure 13 – Projected Levels of Disability



This changing household makeup presents a challenge to the Redland housing market. The current dwelling mix is overwhelmingly oriented towards larger, detached houses, as shown in Figures 14 and 15.

Figure 14 – Current Mix of Dwelling Types

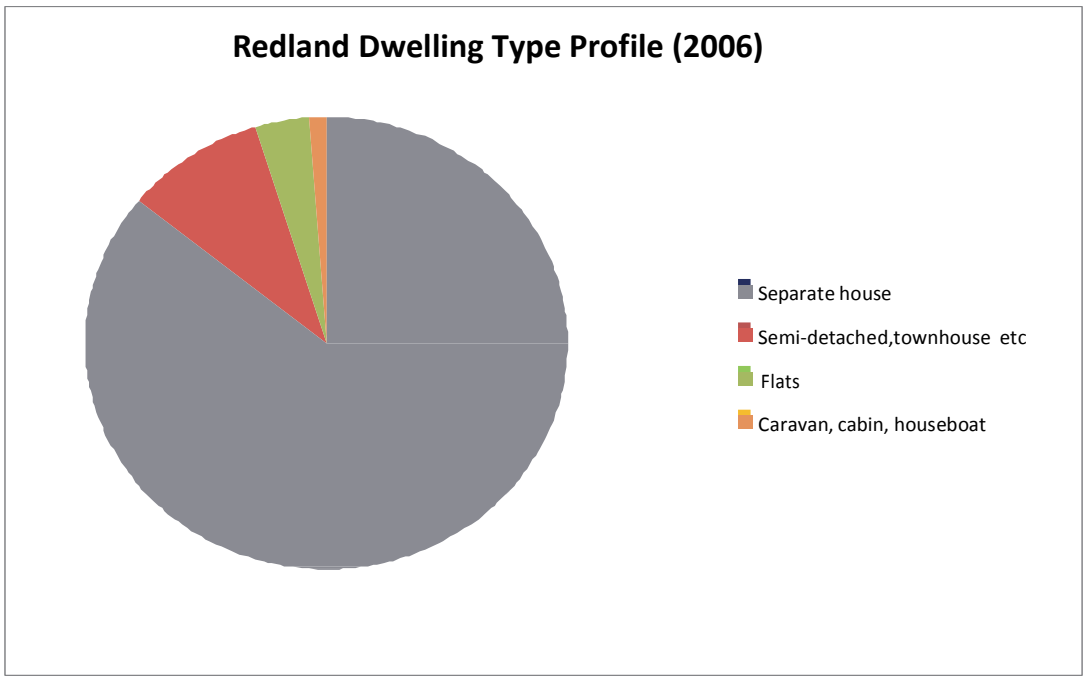
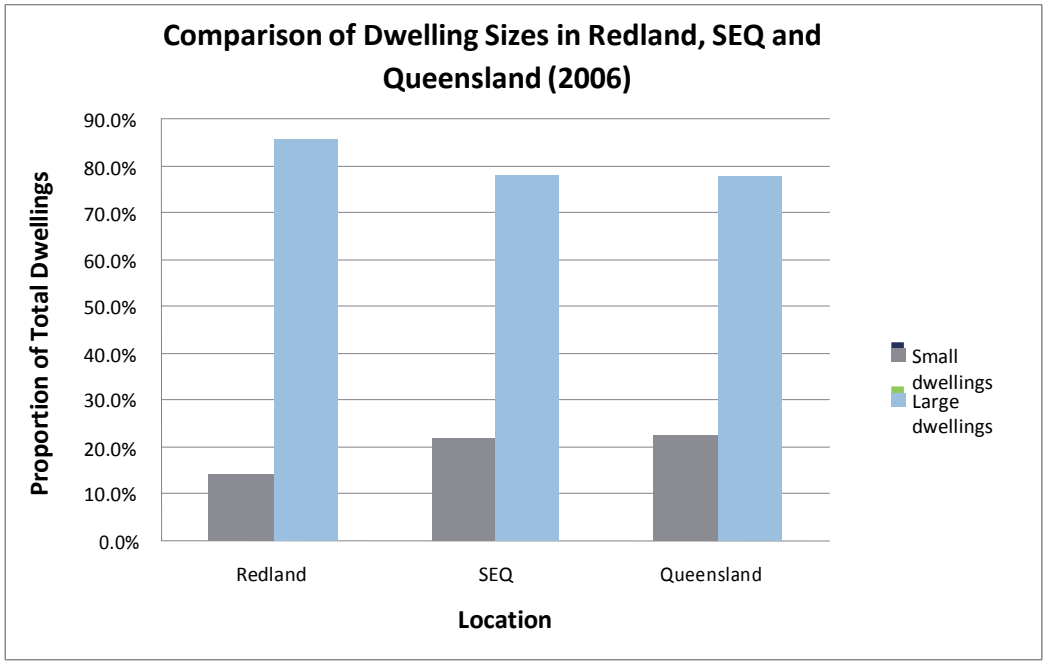
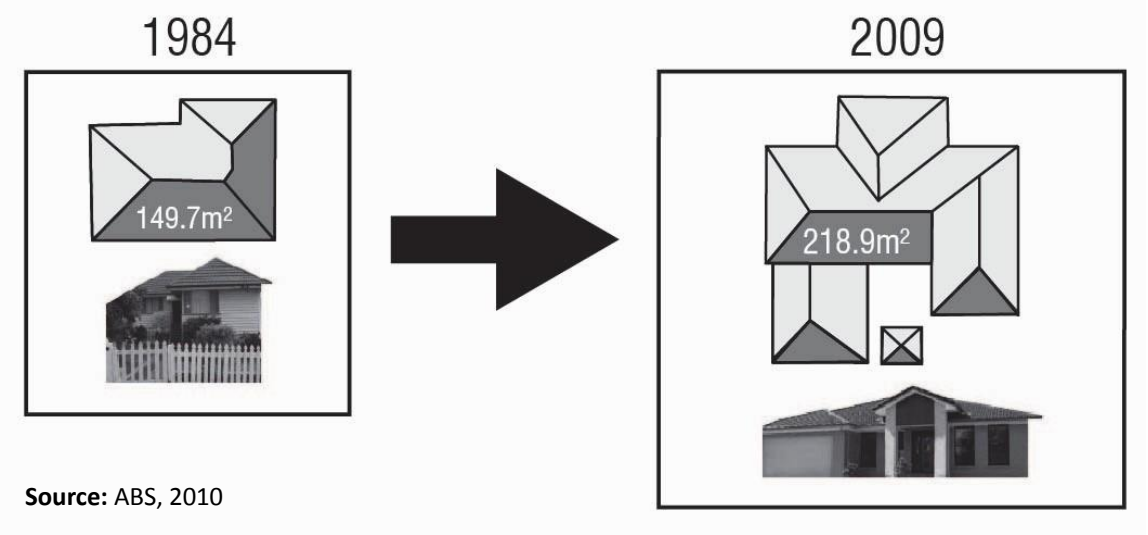


Figure 15 – Current Mix of Dwelling Sizes[7]



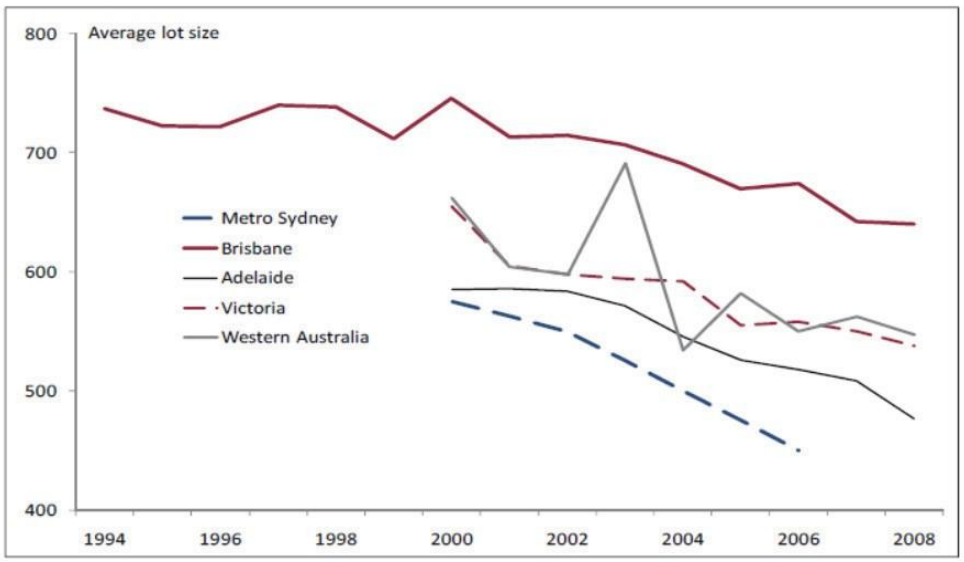
[7] "Small Dwellings" are those with 0-2 bedrooms and "Large Dwellings" are those with 3 or more

The size of the average dwelling has also been steadily increasing over the past few decades, despite the average number of people per household steadily decreasing. This culture of large home ownership on the "quarter acre block" is creating a supply gap in smaller housing types such as townhouses, apartments and alike, which is typically the preferred housing type for single person and couple only households[8]. Larger homes (250m^2 plus) on large lots (600m^2 plus) also add considerable cost to property prices, in turn reducing market affordability.



Source: ABS, 2010

As shown in the below graph, the issue of land size is particularly relevant to Brisbane, which has had consistently higher average lots sizes in comparison to all other capital cities over the past 10 years.



Source: UDIA (2009)

As land availability declines, demand for smaller housing is likely to increase. Some people already choose smaller housing because it tends to be lower maintenance and is often closer to amenities and public infrastructure. As the move towards smaller households becomes

[8] Grattan Institute. June 2011. *The Housing we'd choose*.p.37

more common, smaller housing forms will be required to satisfy both affordability constraints and the lifestyle requirements of an ageing population.

There will also be a need for more specialised types of housing, including more aged care and retirement accommodation. In addition, more of the housing will need to be adaptable to allow for changes in residents' levels of ability over time.

It should also be recognised that the population will remain diverse. In 2006, for example, the proportion of Aboriginal and Torres Strait Islander persons in Redland City was 1.6% of the total population (1,943 people). Across Australia these populations are growing much faster than the general community. Aboriginal and Torres Strait Islander households are generally larger than average and often include extended family members. Indigenous households therefore generally require larger dwellings that are often more expensive than smaller dwellings. Suitable and sufficient housing for this market will need to be provided into the foreseeable future.

The Planning Scheme Review identified a number of opportunities for improving the planning scheme to allow for a more diverse mix of housing in the Redland. These include:

- ensuring the Strategic Framework clearly reflects the intent of this Housing Strategy and Action Plan
- revising the Reconfiguration Code to more clearly reflect the need to respond to identified housing needs
- revising the Aged Persons and Special Needs Housing Code to allow for greater site coverage, improved car parking provisions, and investigating the possibility of reducing the levels of assessment in a wider range of residential zones
- revising the Dual Occupancy, Apartment and Multiple Dwelling Codes to address a range of development barriers including site coverage, mix of dwelling sizes, and car-parking and open space requirements
- revising the Urban and Medium Density Residential Codes to address lot size and density issues
- revising the Relatives Apartment Code to allow for occupation by non-related persons.

As well as its planning role Council carries a number of roles in relation to housing diversity.

- It manages the Home Assist Secure program, funded by the State Government, which supports older people and people with disabilities to modify their dwellings so they can remain at home for as long as possible.
- It maintains regular liaison with aged care and disability housing providers and supports networks of providers in the Redlands.
- It regulates particular forms of housing including rental accommodation with shared facilities, caravan parks and camping grounds that provide alternative and often more affordable options.
- Council currently directly manages five caravan parks and two foreshore camping grounds, which between them have over 1,000 caravan and camping sites. Management of these facilities is in the process of being transferred to a business enterprise controlled by the Quandamooka traditional owners.

Some key challenges identified by stakeholders include:

- a lack of demand for smaller and more intense forms of housing, making it more difficult and risky to develop and sell
- the need for planning policies which deal more effectively with aged care and retirement housing. In particular, the issue of palliative care which is expected to be on the rise, where people want to remain in their own home with carers or go to a hospice style of development to meet their needs
- the need for a supply of larger housing for families including Aboriginal and Torres Strait Islander families which tend to be larger and involve multiple generations or extended family connections.

OUTCOME 3 –

Housing that is diverse in form, meeting the needs of households of different sizes, different ages, different levels of ability and different cultural backgrounds, and is adaptable over time.

Measure: Diversity of new dwelling types in Redlands.

Target: New dwellings should include the following
12,000 separate houses (480 per year)
4,500 semidetached dwellings (180 per year)
5,000 apartments (200 per year)
2,200 aged care or retirement living places (100 per year of the total dwelling requirements)
18,000 of the extra dwellings built to the Australian Standard for Adaptable Housing (AS 4299 1995)

Objective 3.1: Facilitate the development of an appropriate mix of housing to meet the expected needs of the future population of Redlands.

Action	**Responsibility**	**Timing** Short – 0-5 yr Medium – 5-10 Long – 10+
Planning Actions		
15) Ensure the intent of this Housing Strategy and Action Plan is clearly reflected in the Strategic Framework.	Land Use Planning	Short
16) Review and revise all housing codes including the Dual Occupancy, Apartment and Multiple Dwelling Codes to address a range of development barriers including site coverage, mix of dwelling sizes, car-parking and open space requirements, including consideration of how graduating standards for these provisions may be utilized.	Land Use Planning	Short

17) Revise the Reconfiguration Code to consider how the scheme can achieve more diverse lot sizes and dwelling types. This review to take account of current best practice models such as the ULDA Residential 30 guidelines.	Land Use Planning	Short
18) Revise the Reconfiguration Code to allow for a greater flexibility in lot sizes particularly in Greenfield areas.	Land Use Planning	Short
19) Allow for greater flexibility in lot size and density in the Urban and Medium Density Residential Codes.	Land Use Planning	Short
20) Examine the use and merit of the ULDA's "Residential 30" guideline and the Next Generation Planning Affordable Living Handbook approaches within the Redland context.	Land Use Planning	Short
21) Allow for small lot houses to be self assessable, and code assessable when a proposal cannot meet self assessable solutions, and achieve good urban design outcomes.	Land Use Planning	Short
Other Actions		
22) Work closely with the Quandamooka traditional owners to support physical improvements and quality management of camping grounds and caravan parks on Council land.	Corporate Acquisitions, Fleet and Facilities	Medium
23) Identify suitable and viable forms of smaller housing, in terms of cost, character and ESD credentials.	Land Use Planning	Short
Objective 3.2: Facilitate development of adequate housing for people with special housing needs including people with disabilities and older people.		
Planning Actions		
24) Investigate opportunities in the planning scheme, to ensure dwellings and aged care facilities can be easily adapted and equipped to facilitate hospice support care services, and that open space is provided appropriate to the level of care being provided.	Land Use Planning; Community and Social Planning	Short

25) Revise the Aged Persons and Special Needs Housing Code to allow for more flexible site coverage outcomes and to ensure car-parking and infrastructure provisions are appropriate for the type of housing provided.	Land Use Planning	Short
Other Actions		
26) Ensure adequate and sustainable fundingcontinues to be provided for the Home Assist Secure program in partnership with the Queensland Government.	Customer and Community Services	Medium
27) Develop a communication strategy promoting the benefits of the Australian Standard for Adaptable Housing (AS 4299 1995), the Urban Land Development Authority Guideline no. 2 Accessible Housing, and the Liveable Housing Design Guidelines.	Land Use Planning; Marketing and Communication	Short
28) Continue to support local networks of aged care and disability accommodation and service providers, and build mutual understanding between developers of this accommodation and Council planners.	Customer and Community Services	Medium
29) Investigate opportunities to partner with not-for-profit companies and Council, to provide a community hospice guest house for hospice support care services.	Land Use Planning; Community and Social Planning	Short
30) Work with the Quandamooka Forum and key Aboriginal and Torres Strait islander organisations to implement the housing strategies in the Quandamooka Plan.	Community and Social Planning; Land Use Planning	Medium
31) Investigate opportunities for accelerated development assessment procedures for appropriate compliant residential projects.	Land Use Planning	Short

3.5 Affordable Housing

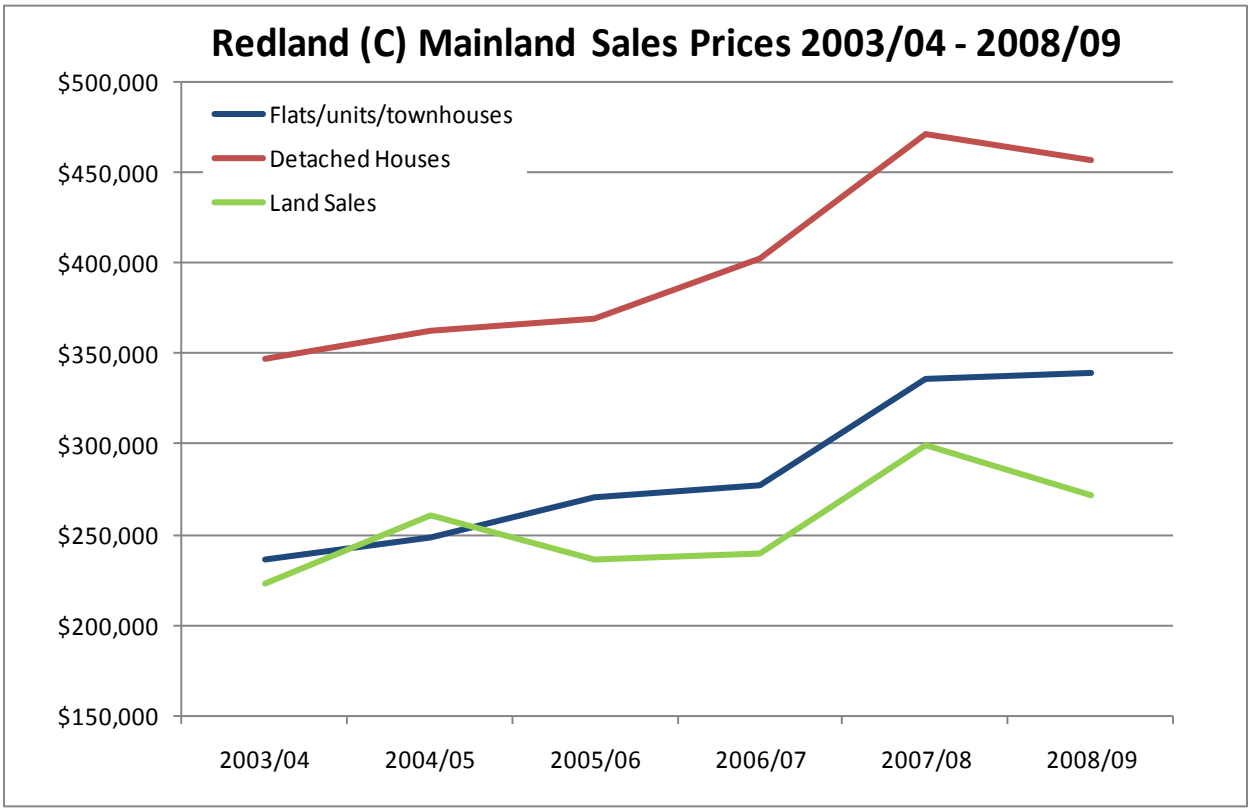
Outcome 4 –

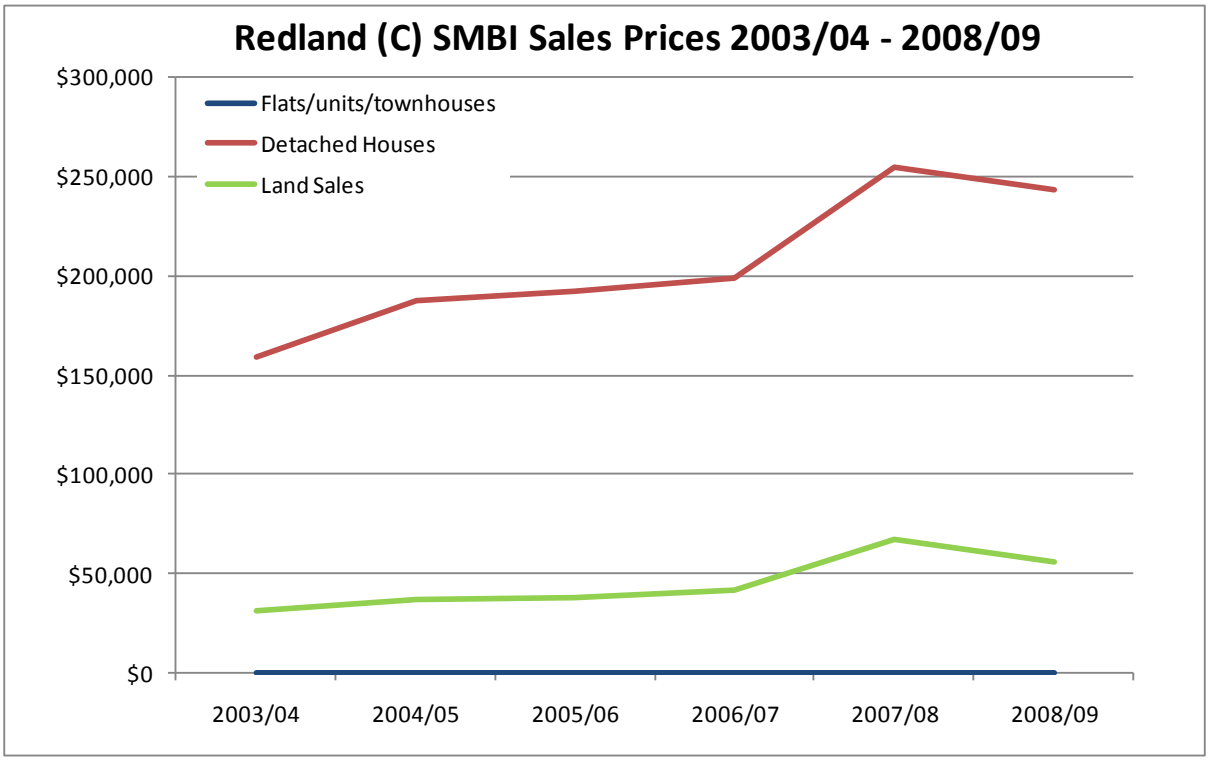
Suitable housing is affordable or attainable to the entire community.

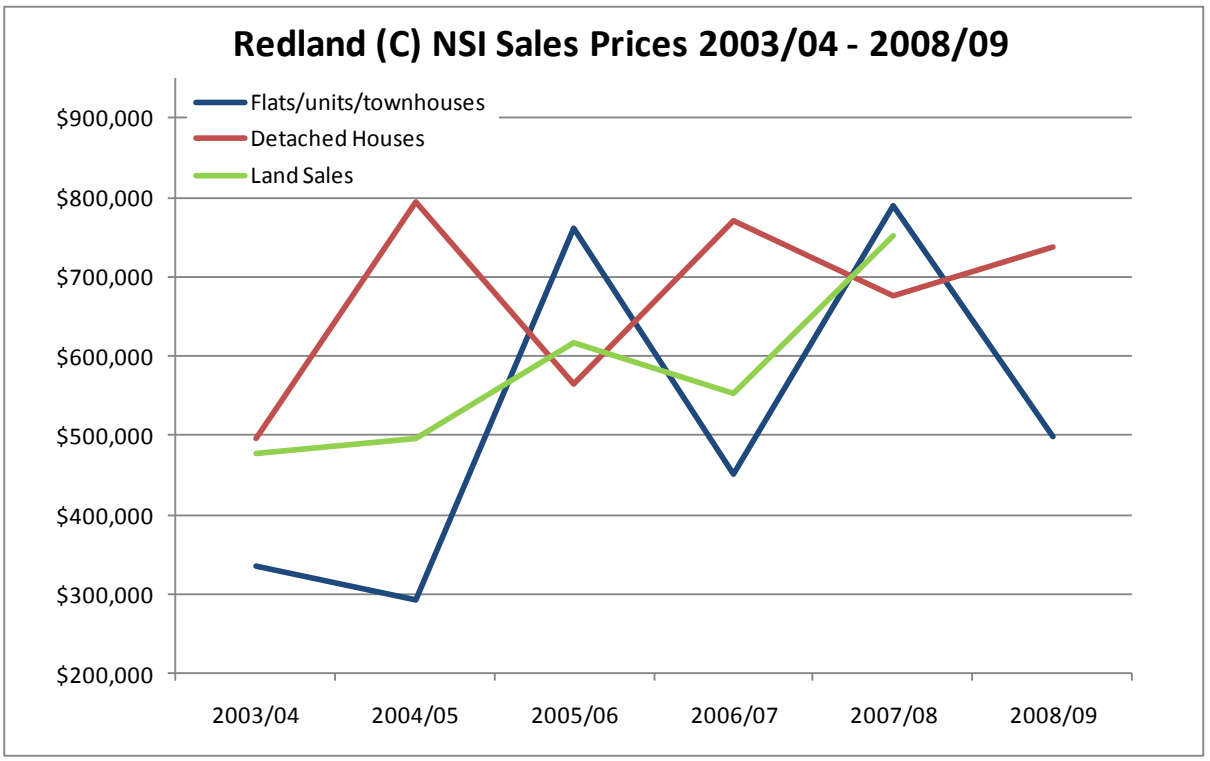
Background

As has been happening across the country, housing costs in the Redlands have consistently risen faster than average household incomes, resulting in an increasing affordability gap. This has been the case for purchase prices (Figure 16) and for rents (Figure 17).

Figure 16 – Purchase Prices

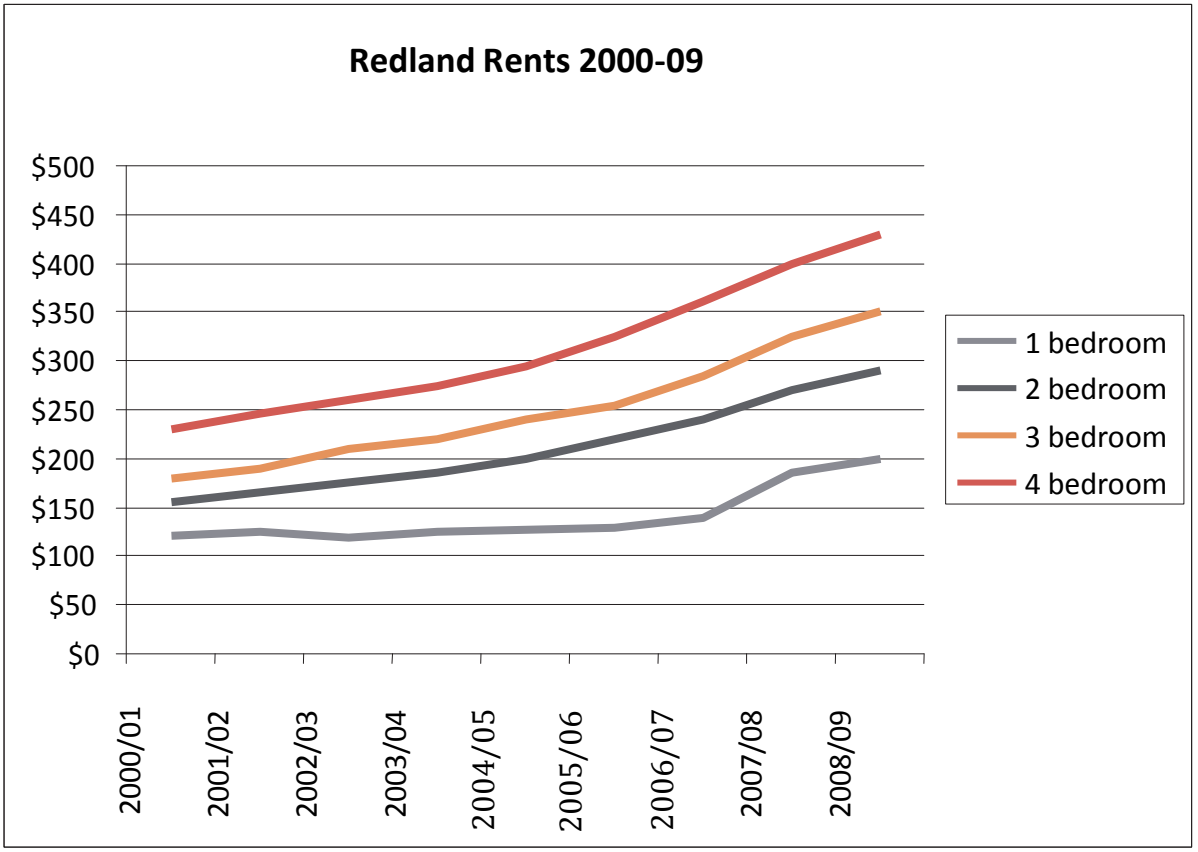






Note: Includes the suburbs of Point Lookout and Dunwich. During the data period the number of Flats/units/townhouses sales per year varied from 18 to 95 with all of these from Point Lookout. The number of House sales per year varied from 13 to 38. The number of Land sales per year varied from 0 to 12.

Figure 17 – Rents



While these price increases are advantageous for existing owners - increasing the value of their asset - they create a gap between the average prices of housing and the amount average households can afford. In practice, this translates into first home buyers struggling to access home ownership, low income renters living in housing stress and increasing levels of homelessness. This is illustrated in Figure 18, which compares the 40th percentile house price (that is, the price of the lowest-priced 40% of housing) with the price that is affordable to the typical young renting couple who form the primary first home ownership market. Figure 19 shows this same comparison for each of Redland City's suburbs, showing that this affordability issue is spread right across the Redland.

Figure 18 – First Home Purchase Affordability

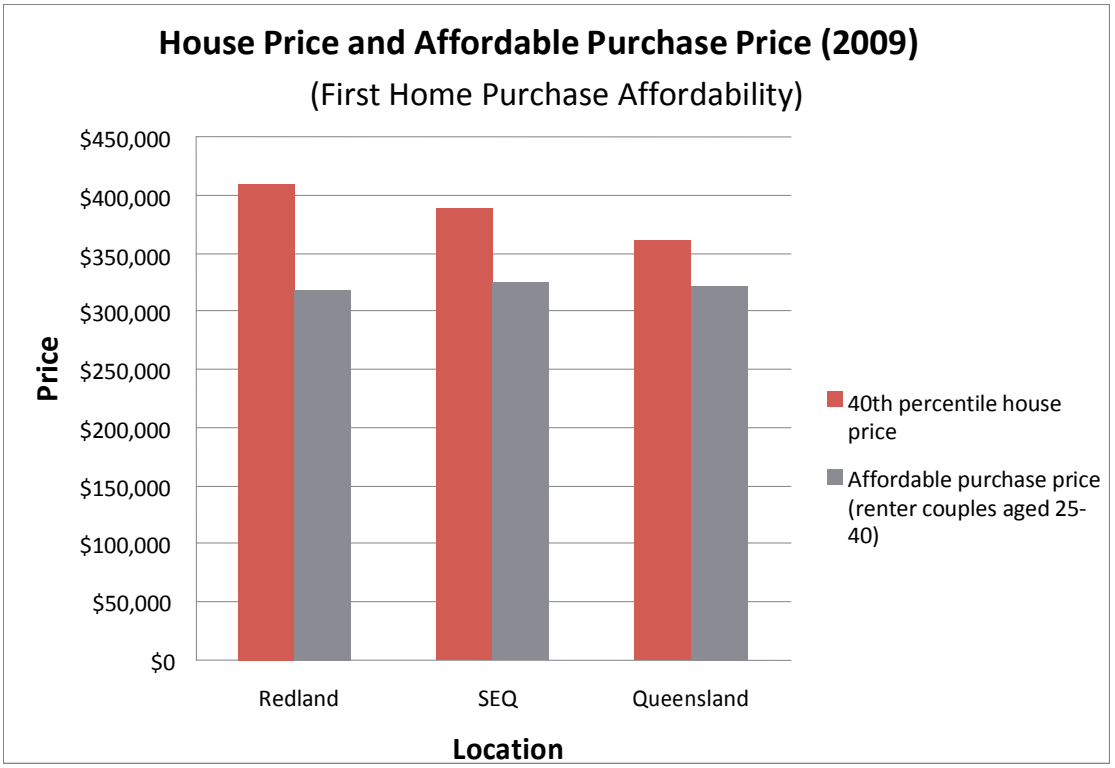
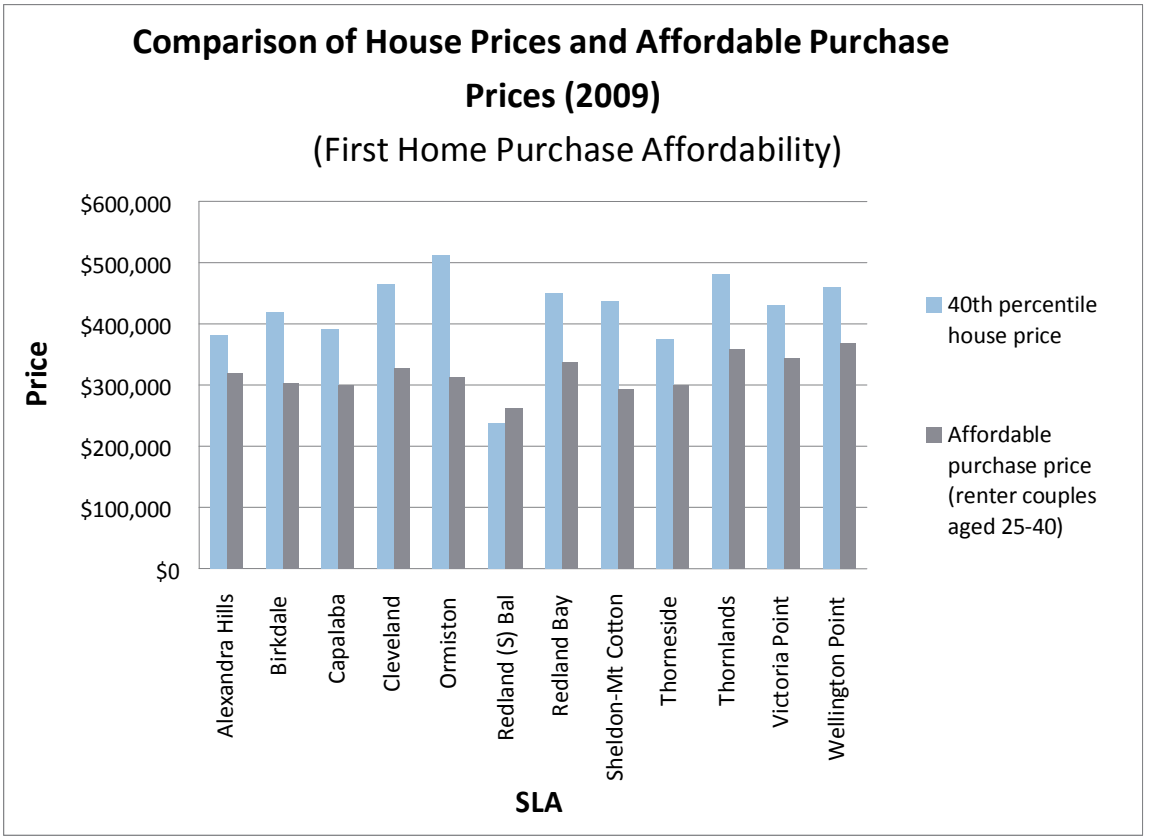
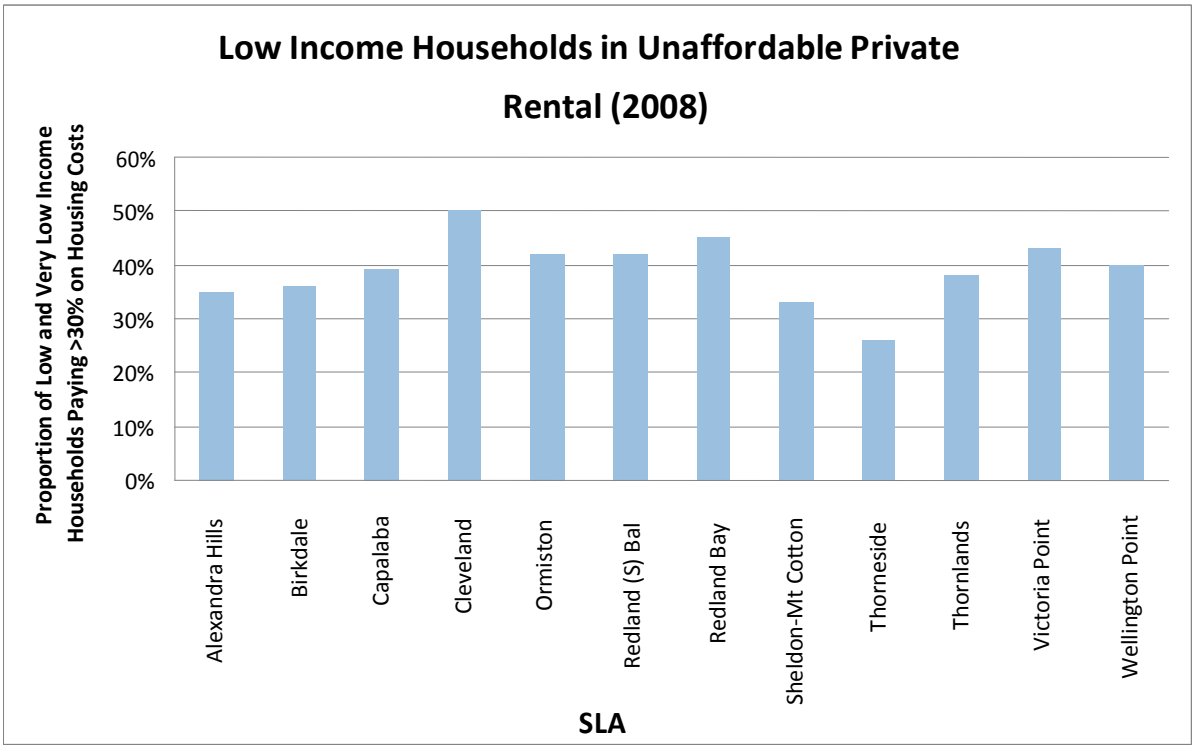


Figure 19 – First Home Purchase Affordability by Suburb



Those most severely affected by this affordability issue, however, are those households on low incomes who are reliant on the private rental market for their housing. As Figure 20 shows, a large proportion of these households are paying more than 30% of their income in rent. Such rental payments place real pressure on household budgets, often leaving households unable to afford other essentials or vulnerable to any minor financial shock.

Figure 20 – Rental Affordability



An overall estimate of the shortfall in affordable housing can be calculated by adding the number of low and very low income households spending more than 30% of their gross income on rental costs and the total number of homeless people. This shows that there was an approximate shortfall of 2,600 affordable rental dwellings in the Redland in 2008. In addition, there are currently 1,191 households considered to be in mortgage stress (households in the lowest 50% of income units with mortgage repayments over 40% of gross household income). Such households are in serious risk of defaulting on their mortgage and falling back on the private rental market.

The Planning Scheme Review identifies that while Council is limited in the tools it can use to improve affordability it does have some opportunities within the Planning Scheme. These include:

- the actions discussed in relation to Goals 1, 2 and 3, many of which also have the benefit of making housing more affordable overall by promoting supply, and of allowing for housing to be made available at a wider range of price points
- revisions can be specifically targeted to housing forms such as caravan and mobile home parks, and flat or boarding house style developments, which typically cater for the more affordable end of the market

- specific incentives in various residential codes to encourage the development of affordable rental housing by non-profit housing providers
- developing mechanisms for the protection of existing caravan park and boarding house accommodation.

While Council's has a limited role in housing affordability and in the supply of affordable housing, it undertakes a number of activities which influence this including:

- support for local networks through research, advocacy and network development
- administration of a rates exemption program for charitable organisations
- provision of grants for local community initiatives
- the potential to provide incentives such as rates and charges reductions in exchange for the provision of affordable housing
- support for the development and implementation of the Quandamooka Plan which includes a number of ambitious actions to promote housing affordability and appropriateness for Aboriginal and Torres Strait Islander people.

Stakeholders pointed to a recent substantial injection of social housing into the Redland as a result of the Commonwealth Government's Economic Stimulus Package. However, this is a one-off increase and there remains the overall challenge of delivering housing that is affordable across the board. Key challenges include:

- land and infrastructure costs
- overall supply and demand issues which drive prices up
- neighbourhood resistance to social housing developments and more concentrated forms of development because of perceived loss of amenity, privacy and safety.

OUTCOME 4 –

Suitable housing is affordable or attainable to the entire community.

Measure: Number of dwellings affordable to people on low to moderate incomes.

Target: An additional 2,500 rental dwellings affordable to people on low incomes.
40% of all new housing affordable for purchase by households at or below median weekly household income.

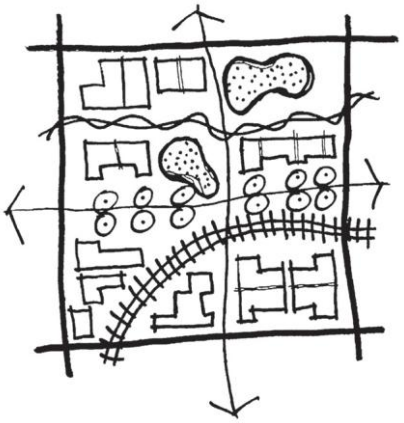
Objective 4.1: Address potential barriers to overall affordability in the planning and development approval systems and other Council operations.

Action	Responsibility	Timing Short – 0-5 yr Medium – 5-10 Long – 10+
Planning Actions		
33) Where it is appropriate (i.e. in Greenfield development areas, and outside of identified environmentally sensitive areas) investigate reducing lot sizes and street frontages, to facilitate smaller lots.	Land Use Planning	Short
34) Ensure that the provision of more diverse types of housing is permitted as a code assessable option in the widest possible set of residential areas.	Land Use Planning	Short
35) Ensure that provisions do not disadvantage specific forms of housing which are more likely to be affordable to people on low to moderate incomes, including: - caravan and manufactured home parks - studio apartments - boarding houses and hostels - crisis accommodation facilities.	Land Use Planning	Short
36) Continue to ensure the timely delivery of infrastructure in growth areas so that housing supply is able to keep pace with demand.	Land Use Planning	Short - Long

37) Revise Council's internal development assessment processes, to minimise delays – especially for low risk development applications - which do not require extensive information requests or negotiated decision processes.	Land Use Planning	Short
Objective 4.2: Work with Commonwealth and State Governments and local housing and homelessness organisations to promote the supply of affordable rental housing and homelessness support services.		
Planning Actions		
38) Investigate a set of incentives for affordable housing provision, and take an advocacy role targeted towards not-for profit organizations and registered housing organisations. Potential incentives could include: • waiving or reduction of lodgement and plan sealing fees • waiving or reduction of infrastructure charges • exemption from or reduction in property rates • relaxations on items such as car-parking and site coverage. • "fast track" development approvals subject to compliance with minimum standards.	Land Use Planning	Short
Other Actions		
39) Work with the Queensland Department of Communities and local community housing organisations to develop proposals for the delivery of housing under the National Rental Affordability Scheme in the Redland.	Community and Social Planning; Land Use Planning	Short
40) Work with the Bayside Housing Reference Group to advocate increased provision of homelessness services (particularly for youth and mental health) in the Redland, and support applications for such expansion from local organisations.	Community and Social Planning	Short
41) Examine surplus Council land holdings with a view to making suitable sites available for affordable housing projects and crisis accommodation facilities, including potential joint venture projects with the State Government and private sector. Site suitability should also take into consideration the need for more accommodation that is geographically dispersed, and also addresses identified need in the community, for example on the Southern Moreton Bay Island's and North Stradbroke Island.	Corporate Acquisitions, Fleet and Facilities; Land Use Planning	Short - medium
42) Use Council's Community Grants program to provide initial seed/ project development funding for social housing and homelessness initiatives.	Community and Social Planning	Short

43) Work with local and State government agencies to- support them in the provision of crisis and Social medium accommodation and intervention services, in particular for victims of domestic and family violence	Community and Social Planning	Short-medium

3.6 Sustainable Housing



Outcome 5 –

Housing is well designed, including being built for ecological sustainability, optimising safety and creating an attractive and distinctly bayside urban character.

Background

In discussing sustainability, Council uses this term in its broad statutory sense as encompassing social, environmental and economic sustainability.

Embracing sustainability has a number of direct benefits to the Redland community. These include:

- lowering the cost of living through reduced energy, water and transport costs
- building communities that are safe and provide a high quality of neighbourhood life
- preserving the quality of the natural environment for current and future generations
- integrating quality housing and neighbourhoods with greater employment and economic opportunities.

Council has an opportunity to make major gains in this field and to move the Redland towards best practice in various areas of sustainability. As a first step it needs to establish a benchmark by assessing current performance on a range of issues including:

- the ecological impact of existing housing designs used in Redland, and the take-up of design, location and building techniques for reducing this impact
- the level of implementation of CPTED principles in residential neighbourhoods and the success of current CPTED policies in encouraging and/or mandating this
- the practical implications of the views expressed by residents in the Redlands 2030 process on the character of the Redlands.

One of the tools available to assess and improve the environmental performance of housing is the Green Star rating system. This system assesses buildings on a range of performance categories including management, indoor environment quality, energy, transport, water, materials, land use and ecology, emissions and innovation. Based on this criterion buildings can be rated as Four Star ("Best Practice"), Five Star ("Australian Excellence") of Six Star ("World Leadership").[9]

green building council australia

green star™

Source: GBCA (2011)

[9] Green Building Council of Australia, http://www.gbca.org.au/green-star/green-star-overview/

The first and currently only Green Star building in the Redlands opened in 2010 – the Bay View State Primary School (refer below to the Bay View State Primary School Masterplan). The project demonstrates a high level of energy efficiency, water reuse and recycling initiatives, and rehabilitates surrounding areas with high ecological significance. This development is the current benchmark for ESD in the Redlands, and should be used to promote the benefits of Green Star to encourage the private and public sector to invest more in ESD innovations.



Source: Department of Education (2011)

Another evolving tool is the "Your Home Technical Manual" developed by the Department of Climate Change and Energy Efficiency. This is a non-statutory manual but covers a wide range of ESD considerations when designing a house (refer below). There is also a checklist associated with the manual called the "Designing your home checklist". Excellent ESD outcomes could be achieved if all new dwellings were to comply with this guideline and checklist.



Source: Department of Climate Change and Energy Efficiency (2011)

Unfortunately, many aspects of sustainability are beyond Council's control. For instance, the Commonwealth Government is responsible for developing the Building Code of Australia through the Australian Building Codes Board, which is implemented through the Building Act and Building Regulations. Also, the Green Building Council of Australia which is responsible for the Green Star rating system is a non-government organisation. Council however, does have some key levers in this field including:

- the implementation of urban design and sustainability guidelines for new subdivisions and major developments
- promotion of ESD through advocacy roles and joint venture projects
- the use of the Development Forum to discuss these issues and share knowledge within the development community of the Redlands
- administration of Local Laws relating to rental accommodation with shared facilities, caravan parks, camping grounds and temporary housing, ensuring that these forms of housing adhere to minimum health and safety standards.

OUTCOME 5 –

Housing is well designed, including being built for ecological sustainability, optimising safety and creating an attractive and distinctly bayside urban character.

Measure -
(i) Sustainability: Proportion of new developments complying with the "Designing a New Home Checklist"
(ii) Public Safety: Proportion of new developments complying with Council's CPTED policy
(iii) Urban Design: Peer recognition in the built environmental profession and development industry through design awards and alike; a highly favourable result in the next Community Satisfaction Survey (2015) in relation to urban design outcomes, liveability and sense of place.

Target –
(i) Sustainability: 50% of dwellings satisfy the "Designing a New Home Checklist"[10]
(ii) Public Safety: All new development to comply with Council's CPTED policy
(iii) Urban Design: Receive at least one planning or urban design award (from PIA, UDIA or Master Builders Association) for a recently completed urban design or planning project.

Objective 5.1: To ensure our urban areas and neighbourhoods demonstrate and facilitate good urban design outcomes.

Action	**Responsibility**	**Timing** Short – 0-5 yr Medium – 5-10 Long – 10+
Planning Actions		
44) Draft an Urban Design Guideline in accordance with the principles of good urban design contained in the SPP 1/07, Appendix 2.	Land Use Planning	Short
Other Actions		
45) Implement the Urban Design Guideline in the context of a demonstration project, possibly for Southeast Thornlands or Kinross Rd.	Land Use Planning	Short-Medium

[10] A full copy of the Designing a New Home Checklist, can be obtained from http://www.yourhome.gov.au/technical/pubs/fs120.pdf

Objective 5.2: Both during construction and throughout the life of a dwelling reduce the amount of energy, water, waste and fossil fuels being consumed.		
Planning Actions		
46) Draft a Sustainable Housing Guideline with statutory effect, to require dwellings to utilize low cost but effective design solutions to improve the sustainability of new dwellings (e.g. building orientation; promotion of cross ventilation; water reuse and recycling; use of solar; screw pile construction or stump housing to reduce building costs, earthworks and sediment runoff). Use the "Designing a New Home Checklist" as a basis for drafting the guideline.	Land Use Planning	Short
47) Investigate the creation of a set of incentives or bonuses to encourage developers to achieve a Green Star rating. This will include investigation of the following: • the cost of achieving accreditation (the cost of the accreditation process, and building and design elements involved) • State and/or Commonwealth support • Industry views of the concept.	Land Use Planning	Short
Other Actions		
48) Initiate a data collection system in Council in relation to household consumption of energy, water, waste, carbon emissions, to measure and monitor environmental performance of dwellings.	Land Use Planning	Short to Medium
49) Undertake surveys in collaboration with the commonwealth and state governments, to determine levels of compliance with the "Designing a New Home Checklist".	Land Use Planning	Short to Medium
50) In a joint venture partnership with Council, private sector and State Government, design and construct the first Green Star residential development in the Redlands (the second only in Queensland). Council to consider offering land – either in perpetuity or as an extended lease - in exchange for the private sector managing and	Land Use Planning	Medium

constructing the project. Depending on the success of the project, consider sponsorship and joint venture arrangements to initiate further demonstration projects, using a design competition to showcase new developments in ESD, and stimulate interest amongst the community.		
51) Using the demonstration project, Redland City Council in partnership with the Green Building Council of Australia, is to promote the use of the Green Star Rating Scheme, to create awareness and to market its benefits to the community and local development industry.	Land Use Planning	Short to Medium
52) Support ESD housing by providing advice or information that encourages more sustainable housing outcomes, including the promotion of the "Designing a New Home Checklist" to new home builders.	Land Use Planning; Environmental Management	Short
Objective 5.3: Ensure that housing and neighbourhoods meet acceptable standards of safety and amenity		
Planning Actions		
53) Continue to use CPTED principles as a basis for assessing urban design aspects of major developments.	Land Use Planning	Short
54) Conduct an audit of all approved residential developments, to measure how effectively/ineffectively they incorporate CPTED design features.	Land Use Planning	Short
Other Actions		
55) Continue to regulate the health and safety aspects of key housing forms (flats, caravan parks, camping grounds and temporary housing) via Council's Local Laws.	Development & Community Standards	Medium

4.0 MONITORING AND EVALUATION

The actions and targets outlined in this strategy represent an ambitious program for Council over the next 10-20 years. Responsibility for achieving these targets is shared across a number of sectors, including all three levels of government, the development industry and the not-for-profit sector. Council has a strong interest in ensuring that collaboration between these sectors is built into the ongoing process of developing the Redlands. To keep pace with other evolving housing issues in the Redlands and current best practice, the Redlands Housing Strategy 2011-2031 will be reviewed every five years. This will also assist Council to monitor the progress and effectiveness of the action plan.

The following two initiatives provide a framework to implement and monitor the action plan.

4.1 Implementation

From the second half of 2011 Council will be responsible for leading and managing the implementation of the *Redland Housing Strategy 2011 – 2031*. Relevant actions will require implementation in cooperation with stakeholders involved in the Redland Housing Strategy Workshop in May 2011 including representatives from:

- Council (Lead by Land Use Planning and supported by Social and Community Planning, Development and Community Standards)
- The development industry
- Aged care and retirement housing providers
- Social housing providers
- The State Department of Communities and
- The Quandamooka and other traditional owners.

Various actions have been flagged in the Strategy, which will provide the starting point for the work program.

The Development Forum currently hosted by Council's Development and Community Standards may also provide a communication platform for a wide range of topics, with a view to improving development assessment processes and facilitating dialogue between Council, the development industry and the state government.

A summary of the aims and functions of Redland City Council officers and the Development Forums are highlighted in the following table.

	Redland City Council	DCS Development Forums
Aim	To implement the *Redland Housing Strategy 2011 – 2031*. To build working partnerships with key stakeholders	To provide a communication platform between Council, the development industry and the state government To improve development assessment processes in terms of outcomes and efficiency
Roles and Responsibilities	Lead and manage the implementation of the *Redland Housing Strategy 2011 – 2031* Provide progress reports to Council regarding the implementation of the Strategy	Host and facilitate the Development Forums

4.2 The Redland Housing Report

To measure the performance of Council and the broader community in achieving the outcomes of this strategy, Council will publish an annual report detailing achievements against each of the targets. This will require the regular gathering of the following data.

- The number of extra dwellings produced during the previous year and cumulative total towards the 2031 target
- A breakdown of these dwellings by dwelling type
- The number of social and affordable rental dwellings added to the stock in the previous year and progress towards the target
- Details of the locations of these dwellings in relation to the identified "well serviced locations"
- An update on the affordability of purchase and rental in the Redlands
- An update on measures to improve the sustainability of housing.

Housing Needs Assessment

Final Report

Redland City Council

June 2011









SGS Economics & Planning

This report has been prepared for:

Redland CITY COUNCIL

This report has been prepared by:

SGS Economics & Planning

ACN 007 437 729
Level 9, 269 Wickham Street
PO Box 1177
FORTITUDE VALLEY QLD 4006

phone: 61 7 3124 9026
fax: 617 3124 9031
email: sgsqld@sgsep.com.au
web: www.sgsep.com.au
Offices in Brisbane, Canberra, Hobart, Melbourne, Perth and Sydney

In conjunction with:

99 CONSULTING Good thinking

John Gaskell planning consultants

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Executive Summary

This Housing Needs Assessment has been prepared as part of the development of a Housing Strategy for Redland City Council. The purpose of the Housing Strategy is to develop a well informed action plan and implementation strategy that responds to local housing needs and challenges, to facilitate the provision of housing that meets the needs of Redland City's residents. The Redland City Housing Strategy project is divided into three key stages including:

- *A Scoping Study (Stage 1);*
- *A Housing Needs Assessment (Stage 2); and*
- *The development of a Housing Strategy (Stage 3), including planning scheme and non-planning scheme measures.*

This report delivers the Housing Needs Assessment, whereas separate reports deliver the Scoping Study and the Housing Strategy.

This Housing Needs Assessment examines the demographic and housing characteristics of Redland City in order to understand the current situation, recent trends and forecast changes. Specific topics examined in the demographic analysis include: population, household type, age, disability, Indigenous persons, birthplace and cultural diversity, employment, income, and temporary residents and visitors. Specific topics examined in the analysis of housing market characteristics include: dwelling type, dwelling size, housing for special needs, temporary and visitor accommodation, tenure, housing costs, and dwelling approval trends.

The Housing Needs Assessment identifies the following key housing issues in Redland City that need to be addressed:

- *Housing development in the Redland needs to be directed around sustainable settlement patterns, both consistent with the SEQ Regional Plan and within the Redland itself;*
- *Housing diversity must be improved both to cater for changes in demographics (particularly a rising proportion of smaller households) and to provide a range of affordability;*
- *Housing affordability is a key issue facing the Redland;*
- *Housing affordability needs to be considered in the context of broader household costs which are influenced by the type and location of housing, such as transportation and maintenance costs;*
- *A high level of ageing is forecast for the population, requiring specific housing solutions to allow for ageing in place;*
- *A much higher level of universal and/or adaptable housing is required to cater for forecast increases in levels of disability (driven by the ageing population); and*
- *Housing diversity and density are not being achieved to the levels allowed under planning scheme controls.*

In order to be effective housing actions must include a range of measures that include those addressed through the planning scheme, as well as other actions that involve Council and external stakeholders. Initial responses to housing needs and issues in the Redlands include:

- *Focusing new higher density housing around well serviced locations which may include public transport, shops, community facilities, parks, education facilities, and health facilities;*
- *Emphasising the strategic importance of well serviced locations to accommodate higher density of development, and a larger area of higher density;*

- *Encouraging diversity in a range of locations including greenfield areas, infill, activity centres, and transit nodes;*
- *Facilitating the provision of a higher proportion of smaller dwellings and units that are needed to cater for growing levels of smaller households:*
- *Working closely with Indigenous housing groups to facilitate the provision of appropriate and well located Indigenous housing;*
- *Ensuring adequate levels of crisis and short term accommodation which are expected to be in demand as affordability remains an issue, while simultaneously facilitating a transition to more stable housing situations;*
- *Encouraging the provision of key workers housing (affordable and located near employment);*
- *Facilitating the provision of affordable housing for a range of needs including social housing, community housing, and lower cost housing for purchase;*
- *Increasing the provision of universal and adaptable housing; and*
- *Encouraging housing in the Redland that is responsive to local character, maintaining a high standard of design and sufficient open/green space.*

There are certain areas within the Redland in which specific housing needs and responses are required. These include North Stradbroke Island and the Southern Moreton Bay Islands (SMBI) which have a relatively older population with a high level of disability and cultural diversity. Housing affordability and lifestyle in these areas are a key attraction which should be maintained while also supporting the key needs of residents. The higher cost of living (through boat only transport to the mainland) needs to be recognised and mitigated where possible.

Newer development areas such as Redland Bay, Sheldon-Mt Cotton, and Thornlands currently have little housing diversity and this should be addressed through a greater range of housing that not only caters for families with children, but will support a diverse community, particularly supporting the concept of ageing in place. New or emerging centres, and well serviced locations should be the focus for higher density housing options.

Cleveland currently has a higher level of housing diversity, but this needs to be maintained and increased in the future with higher levels of smaller and lower income households. Cleveland and other Regional Activity Centres are well placed to accommodate a higher level of density and housing diversity.

There are significant challenges in encouraging and facilitating the range of housing types and costs to meet the needs of Redland City's residents both now and in the future. The proposed strategies and actions for housing in the Redland will be addressed in more detail in a separate Housing Strategy which will be further informed by stakeholder consultation.

Key Findings

This section provides a summary of key findings from the Housing Needs Assessment.

Continued Growth

In 2006 Redland City had a resident population of 131,210, which is an increase of 9% since 2001. This increase is smaller than that experienced by SEQ (11%) and Queensland (10%) for the same period. The population is expected to increase by 38% by 2031 to reach 181,637, smaller than the increases expected for SEQ (57%) and Queensland (53%).

Redland City Statistical Local Areas (SLAs) with the highest population are Capalaba (13.4% of the total) and Alexandra Hills (13.3% of the total). Forecasts show that most of the population growth up until 2031 is expected to occur in Thornlands (9,600 additional people), Victoria Point (6,782 additional people) and Redland Shire Balance (6,764 additional people). Redland City is expected to experience significant continued population growth and housing demand, particularly in the short term with the rate of growth reducing over the next 20 years.

Household and Age Profile

The main household types in the Redland in 2006 were couple with children (36.8%), couple only (29.1%) and lone person (19.65%). The Redland has significantly higher proportions of couples with children and couple only households compared with SEQ and Queensland. The forecast change in household types in Redland City by 2031 indicate an increase in lone person and couple only households, with a decline in couple with children and one parent households.

Redland City has an ageing population, with the proportion of people aged 55 years and over increasing significantly between 2001 and 2006. This trend is forecast to continue into the future, with over a quarter of Redland City's population expected to be aged over 65 years by 2031 (more than doubling the current proportion).

Housing Diversity

In 2006 Redland City had a total of 44,689 privately occupied dwellings. Separate houses accounted for 85.9% of all privately occupied dwellings in the Redland, higher than that of SEQ (77.1%) and Queensland (79.5%). The Redland had significantly lower proportions of semi-detached dwellings (9.4%) and flats (3.7%).

In 2006 large dwellings (comprising 3 or more bedrooms) accounted for 85.7% of all dwellings Redland City compared to 14.3% for small dwellings (comprising 2 or less bedrooms). Redland City had a greater proportion of large dwellings and smaller proportion of small dwellings compared to both SEQ and Queensland. 71.1% of all dwellings in Redland City in 2006 were fully owned or being purchased, higher than that of SEQ (62%) and Queensland (61.8%).

The mix of housing types in the Redland is currently generally consistent with typical preferences of household types. That is, there are higher proportions of larger and detached dwellings to suit a higher proportion of couple with children households and a lower proportion of lone person

households. The proportions of various household types are forecast to change significantly in the future however, with a greater proportion of smaller households and corresponding changes in housing demand.

Housing Costs

Over the past decade housing rental and purchase costs have increased significantly in Redland City, reflecting State wide trends. Between 2000 and 2009 rental costs for one and two bedroom houses were generally cheaper in Redland City than SEQ or Queensland. However, three and four bedroom rental costs were generally more expensive than SEQ and Queensland.

Between 2002 and 2009 the median purchase price for semi-detached or attached dwellings in Redland City was generally cheaper than both SEQ and Queensland. Detached dwellings however, were consistently more expensive in Redland City than SEQ and Queensland for the same period. It may be that higher costs for detached housing in the Redland are influenced by a higher proportion of housing on larger more expensive lots, and waterfront property.

Housing Affordability

In 2009 the median weekly income for all households in Redland City was $1,258, slightly higher than both SEQ and Queensland. Conversely the median weekly income for renter couples aged 25-40 years was $1,403, slightly lower than SEQ and Queensland.

In 2006, 40.2% of low and very low income households in rental accommodation were spending more than 30% of their gross income on rental costs. This figure is slightly lower than SEQ (40.9%), but higher than Queensland (37.8%). Cleveland and Redland Bay were the Redland Statistical Local Areas (SLAs) with the highest proportion of low income households in unaffordable private rentals.

In 2009 the median house price for first home buyers in Redland City was much higher that what is considered affordable (based on 40th percentile house price and median incomes for couples aged 25-40 years).

In 2006 12.2% of households with a mortgage were spending more than 40% of their income on repayments, slightly lower than the rate for SEQ and Queensland. 30.3% of low income households with a mortgage were spending more than 40% of their income on repayments, higher than that of Queensland but lower than SEQ. Ormiston and Thorneside were the Redland SLAs with the highest proportion of low income households spending more than 40% of their income on mortgage repayments.

Generally housing is less affordable in Redland City than in Queensland but is more affordable than other areas in SEQ. Being more affordable than SEQ would appear to be related to lesser accessibility to services and employment compared with other areas, however travel costs are likely to be higher for some households, which would tend to reduce any housing affordability advantages.

Special Needs Housing

The proportion of State housing is lower in the Redland than SEQ and Queensland. As at the 29th of April 2011, Redland City had a total of 1,810 social housing properties. Only 7 of these properties were vacant, giving a vacancy rate of less than 1%, and indicating very high demand for these properties.

In 2006, 1,575 people in Redland City resided in non-private accommodation, with nursing homes (43.3%) and accommodation for the aged/retired (24.1%) accommodating the greatest proportions. Data also shows that 242 people were homeless in Redland City in 2006, a much lower rate than that of other SEQ urban areas. However, reported rates of homelessness need to be validated through further consultation.

Based on disability forecasts, 21,673 persons were estimated to have a specific limitation or restriction, from a physical cause, in Redland City in 2006. This figure is forecast to increase to approximately 42,335 persons by 2031, with the increase predominantly influenced by an ageing population.

These key findings provide specific information regarding the City's housing situation, however consultation with housing stakeholders is required to gain further information. There are significant challenges in facilitating and encouraging the range of housing types and costs to meet the needs of the community. While it appears that the current supply and mix of housing is generally meeting the needs of the community, there appears to be the need for more housing diversity and special needs housing. These demands are likely to increase significantly in the future, and therefore require current attention. These challenges and possible responses are discussed in further detail throughout this report. The information in this report should be used to inform housing policy and strategies in order to meet the current and future community's needs.

1 Introduction

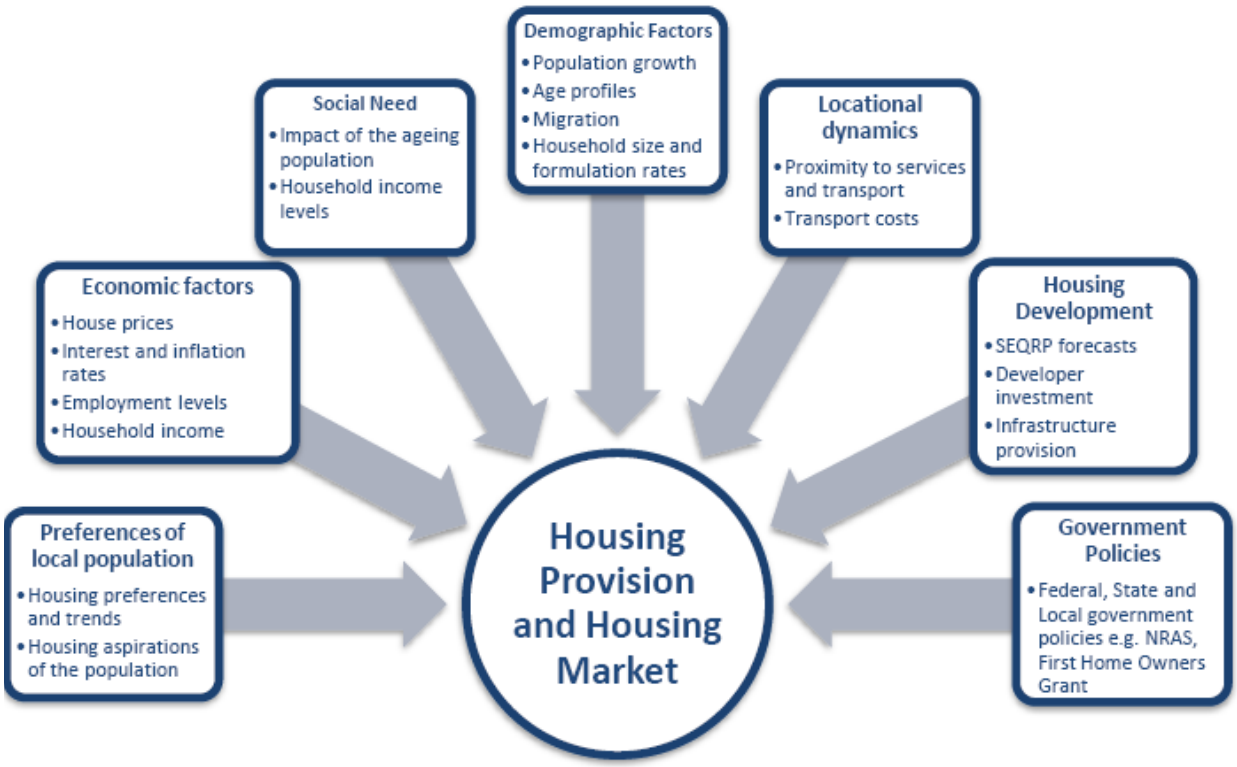
1.1 Purpose and Rationale

The purpose of the Housing Needs Assessment is to inform the development of a Housing Strategy for the Redland through an assessment of local housing needs and challenges, both currently and over the next twenty years (to 2031).

The Redland City Housing Strategy will be guided by the housing vision and goals stipulated in the *Redlands 2030 Community Plan* and the *Corporate Plan 2010-2015.* These goals include promoting housing diversity, choice and affordability to address the current and future needs of Redland City.

There a number of complex factors that influence the provision of housing and the housing market (as outlined in Figure 1). The Redland City Council Housing Strategy aims to influence those factors directly within its control and advocate for appropriate, affordable housing for all its residents.

Figure 1 Factors Influencing Housing Provision and the Housing Market

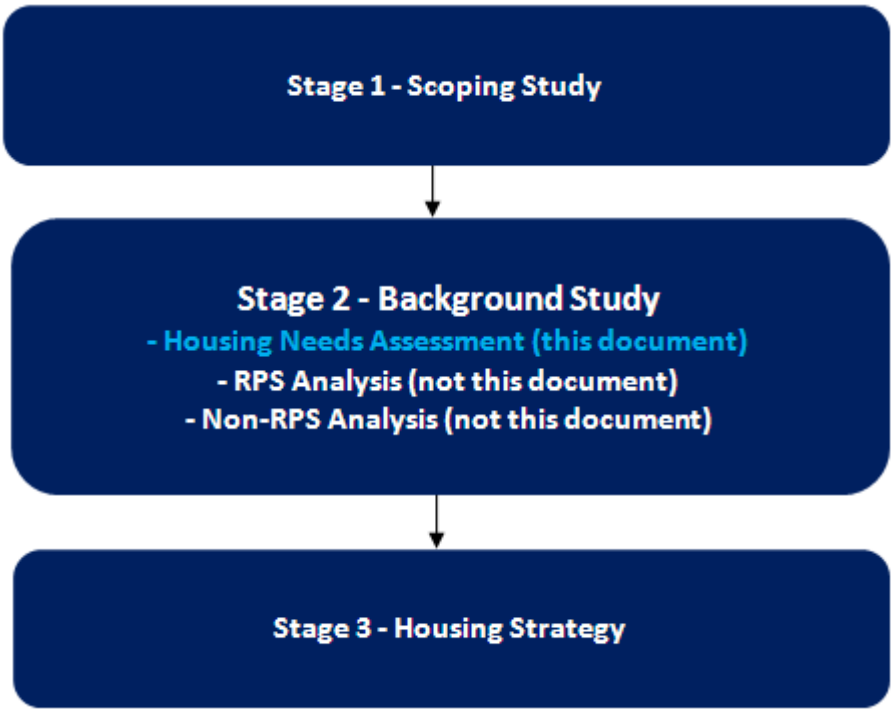


Source: Adapted from City of Port Phillip Housing Strategy, in Redland City Council Proposal Request for Consulting Services, 2010

The Housing Needs Assessment examines the demographic and housing market characteristics of Redland City, including the current situation, recent trends and forecast changes. This information

is then used to understand the current and future housing needs of the City and how to best respond to the issues and challenges. The findings from this stage will inform the Stage 3 Housing Strategy. Figure 2 illustrates each stage of the Redland City Housing Strategy.

Figure 2 Project Stages of the Redland City Housing Strategy



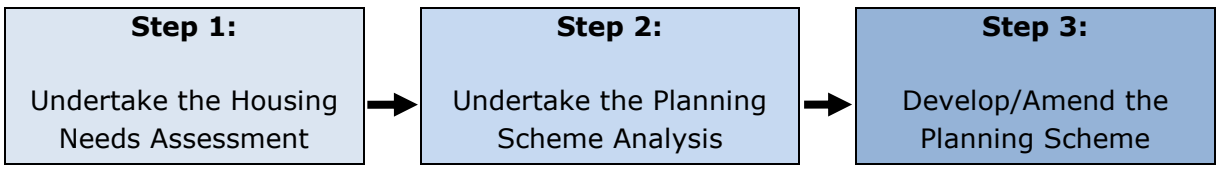
Source: SGS Economics and Planning, 2010

The Redland City Housing Needs Assessment has been prepared in accordance with *State Planning Policy 1/07 Housing and Residential Development* (SPP). The SPP has effect when a local government prepares a new planning scheme or amends an existing scheme. The outcome sought by the policy is for local governments to:

> *"identify the housing needs of their community and analyse, and modify if necessary, their planning scheme to remove barriers to and provide opportunities for a range of housing options that respond to the housing needs of the community."*

Source: Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007

A three step process is required to achieve the outcomes of the SPP as follows:



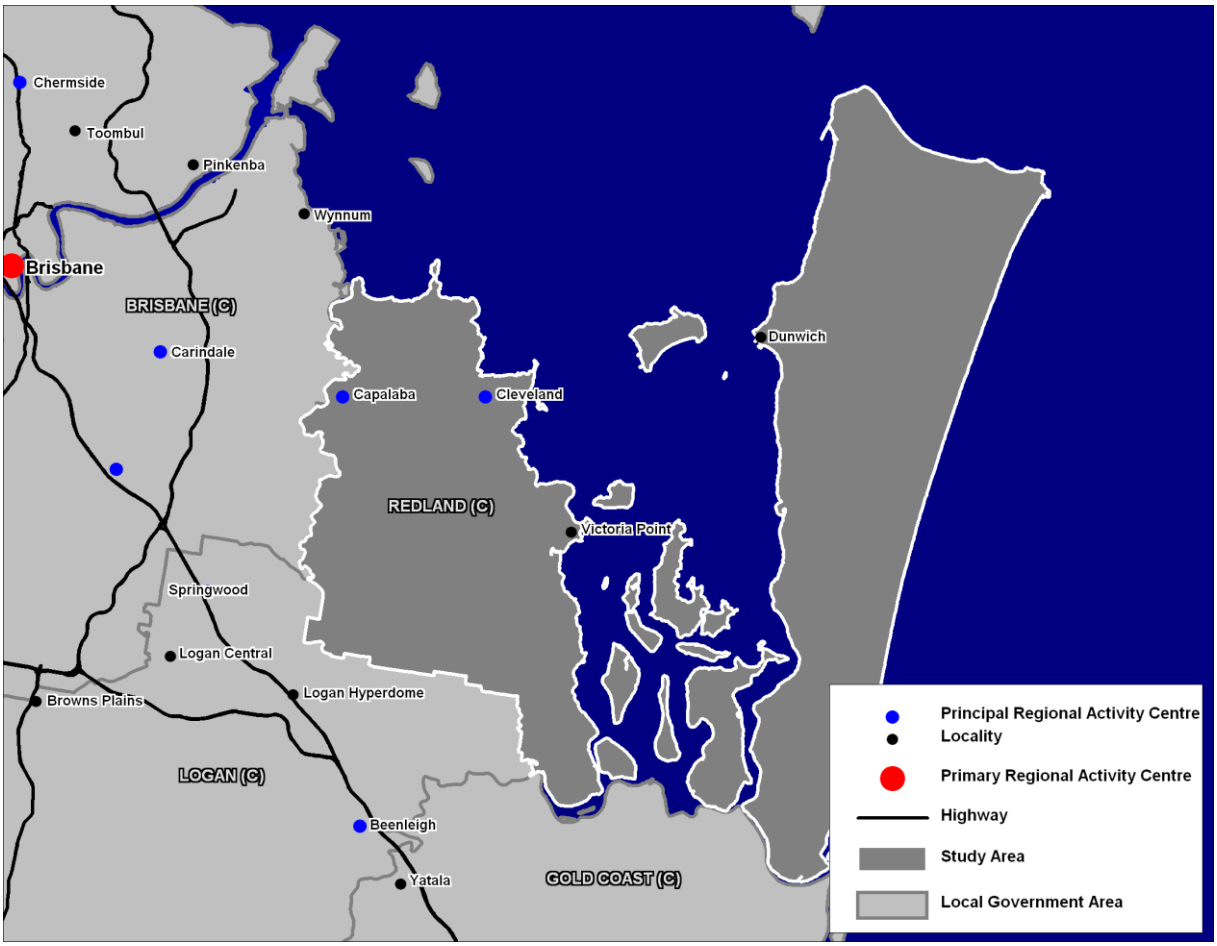
This Housing Needs Assessment provides the information required by the SPP, as well as providing additional information to specifically meet the needs of the Redland City Council for its planning. A planning scheme analysis is not included as part of this report, but instead forms a component of Stage 2 of the Background Study (see Figure 2).

1.2 Context

Redland City Council Local Government Area (LGA) is located in South East Queensland (SEQ), approximately 30kms south east of Brisbane. The Redland City LGA covers both mainland and island communities, and adjoins three other LGAs: Brisbane, Logan and the Gold Coast (see Figure 3). In 2009, Redland had a resident population of approximately 141,000 which is expected to reach approximately 189,000 by 2031. It is located in one of the fastest growing areas of Queensland and Australia.

Capalaba and Cleveland are identified as Principal Regional Activity Centres (under the SEQ Regional Plan 2009-2031). The top three industries of employment in the region include: retail trade, health and community services, and manufacturing.

Figure 3 Redland City Council Local Government Area Boundary



Source: SGS Economics and Planning, 2011

1.3 An Introduction to Redland City's Housing Issues

Redland City Council recognises the importance of planning for and providing adequate housing in order to create a sustainable and prosperous City in which to live. Council has already identified numerous objectives to address the City's housing issues through its Corporate Plan and Community Plan. This Housing Needs Assessment will explore housing issues for the Redland (as summarised below) and identify ways to respond to them and ultimately meet the community's housing needs.

The forecast continuing growth of population (albeit at a declining rate) to 2031 requires significant new housing. More efficient use of land must be considered if continuing demand for housing is to be satisfied, and housing is to be kept affordable. This includes consideration of higher density housing, a mix of housing types and density, infill development, and mixed use development.

Housing diversity, choice and affordability are essential to maintaining an affordable and liveable City. The current changes being experienced in the housing market and household structures, in combination with increasing housing demand through population growth and lifestyle choices, has resulted in a growing number of people having difficulty accessing appropriate and affordable housing in Redland City. Housing in Redland City needs to be well planned, with consideration given to the current and future needs of residents in terms of choice of appropriate housing type, size, density, cost, tenure and location.

Furthermore, changes to Redland City's household composition and the ageing of the population is increasing the demand for more diverse housing forms that support the changing needs of smaller households. The ageing of the population is also expected to drive a increased demand for dwellings suitable for those with a disability. Housing that does not meet the needs of such households types (i.e. adaptable dwellings, smaller dwellings, more affordable dwellings, well located dwellings, etc), can inflict significant disadvantage on such people. This can undermine social cohesion and community harmony, and place a greater burden on communities and their support services.

Redland City Council recognises the importance of strong and connected communities in its Community Plan. Planning for strong and connected communities in Redland City requires housing that is supported by employment, education, social infrastructure, environmental features. Strategic planning is required to guide the development of housing that accommodates the forecast population growth and meets the needs of various households, while also maintaining an efficient and attractive urban form.

1.4 Structure of this Report

This report includes the following sections:

Section 2: Key Housing Challenges and Considerations highlights some of the key considerations for the provision of housing such as the importance of housing diversity in creating sustainable communities, housing suitability and housing affordability.

Section 3: Demographics and Housing Consumption examines the demographic and housing consumption characteristics of Redland City, including the current situation, recent trends and forecast changes.

Section 4: Housing Stock and Market Characteristics examines the existing housing stock and market characteristics of the area.

Section 5: Housing Needs identifies the housing needs arising from the research.

Section 6: Appropriate Responses to Housing Needs identifies possible ways in which the future housing needs of the city can be met.

Section 7: Conclusion summarises the key outcomes of the report.

2 Key Housing Challenges and Considerations

Section 2 examines the key housing issues and challenges relevant to Redland City. These issues will be analysed in further detail in the following section of this report with regard to relevant data and information. These are the most important considerations in the development of Redland City's Housing Strategy to ensure housing can deliver social, cultural and economic benefits for Redland City residents.

2.1 Sustainable Settlement Patterns

There is significant population growth forecast for South East Queensland and the Redland over the next 20 years. The SEQ Regional plan allocates growth by LGA in what is considered the most achievable and sustainable development pattern. This focuses on maintaining an efficient settlement pattern that makes the most efficient use of existing and future infrastructure. This includes a focus on transit oriented development, and higher densities in and around regional activity centres. It is also important that overall housing densities are increased to achieve efficient land use and provide housing diversity. It is important that the planned population (and housing) growth in the Redland is directed in the right locations to achieve the sustainable urban form, both within the Redland and SEQ.

2.2 Housing Diversity

Housing diversity supports choice, affordability and efficient land use. It is also essential if Redland City is to maintain and promote community diversity through appropriate housing for ageing in place, diverse household types, and various cultural groups. The Redland has a range of communities which particular interests and housing character. This includes the island communities of the Southern Moreton Bay Islands, Stradbroke Island, and Indigenous communities.

Social diversity can deliver numerous social, cultural and economic benefits for cities and society. People and businesses place an intrinsic value on a diverse social and cultural environment because it makes life more interesting, is more conducive to the development of ideas and productivity, and assists in developing a more vibrant economy. On the topic of social diversity, Atkinson (2005) highlights that the perceived benefits of achieving social diversity include the opportunities for:

- Encouraging aesthetic diversity and raising aesthetic standards;
- Encouraging cultural cross-fertilisation;
- Increasing equality of opportunity;
- Promoting social harmony by reducing social and racial tensions;
- Promoting social conflict in order to foster individual and social maturity;
- Improving the physical functioning of the city and its inhabitants;
- Helping maintain stable residential areas; and
- Reflecting the diversity of the urbanised world.

The *Redlands 2030 Community Plan* places a strong emphasis on a strong and rich community life and this requires the support of adequate housing diversity. However, it is also important to the

Redland residents that the current character of the area (particularly in terms of housing and green space) is maintained. Opportunities for increased residential densities can reduce pressure on the expansion of the urban footprint and help to maintain green space. However, there is also a need to ensure increased diversity and density are achieved in a manner which are scaled according to the local context and located in well serviced locations.

In light of changing household characteristics and declining affordability, the mix of housing in Redland will need to change over time to address the changing nature of households that make up the community. This is reinforced by the findings of this Housing Needs Assessment and are outlined in more detail below.

In general, diverse housing refers to the availability of the following housing:

- A mix of dwelling types such as:
    - *Detached houses;*
    - *Semi-detached houses (such as townhouses or duplexes);*
    - *Flats/units/apartments;*
    - *Boarding houses/hostels;*
    - *Nursing homes/aged care facilities;*
    - *Caravans and non-permanent dwellings;*
- A range of dwelling sizes (that is the number of bedrooms);
- A range of dwelling densities such as:
    - *Medium to high density, transport orientated developments;*
    - *Medium to low density suburban and town locations;*
    - *Low density rural residential;*
    - *Very low density in rural locations; and*
- A range of tenure arrangements.

These housing types should meet a range of needs including:

- Access to services, facilities, and employment;
- A range of housing to suit changing lifestyle needs, particularly to facilitate ageing in place;
- Low housing cost;
- Limited mobility;
- Cultural differences;
- Cared accommodation (for aged and more generally);
- Crisis accommodation; and
- Transitional housing (between crisis accommodation and longer term housing).

Consultation for the *Redlands 2030 Community Plan* emphasised the need for greater housing diversity, including better crisis accommodation, safe hostels, smaller dwellings, accommodation suitable for the disabled, aged care, and retirement living.

2.3 Housing Affordability

Like many urbanised areas of Australia housing affordability in the Redland is a major issue. One of the key issues expressed during consultation for the *Redlands 2030 Community Plan* was the need for more affordable housing. Pressures on affordability include:

- The cost of housing increasing significantly (well above consumer price index and full time earnings);
- Redland City rental costs and home purchase costs increasing significantly over the past decade;
- Areas formerly occupied by low income households under threat from gentrification;
- Rental stock being converted to owner occupation, particularly by higher income households buying their way into central locations close to services and employment (particularly evident in Capalaba where rental stock has decreased and owner occupation has increased over the past decade and median incomes have risen);
- Social trends contributing to more diverse and smaller households, which often have a lower level of income (i.e. single parent families, lone person households etc); and
- Changes in employment circumstances (e.g. casualisation of the workforce and growth of part-time employment opportunities) contributing towards less certainty of income.

Many people therefore find themselves in a position of housing stress. The consequences of housing stress include a lack of money for food and other essential items such as clothes, education, transport or health care. Housing stress can also impact negatively upon factors such as incidence of crime, employment prospects, and family and community relationships. The physical manifestation of housing stress may be shown through over-crowding and under-occupancy, homelessness, spatial segregation differentiated by socio-economic status, and physical dilapidation of housing.

Wider impacts of housing stress include:

- Hindering economic competitiveness if areas cannot attract and retain diversity in occupation type and status within the local labour market. A robust economy will include moderate and low paid key workers (i.e. nurses, teachers, police officers, various maintenance operatives and the like), as well as more highly paid knowledge workers.
- Lack of community cohesion if high and low income earners are spatially segregated. This can then increase the incidence of crime and mistrust within the community. In addition, a segregated community can have negative impacts on local industries. The tourism industry, in particular, is one sector which draws upon the image and substance of a region's social (and physical) environment.

There is a continuum of affordable housing assistance that could be provided including social housing though the Department of Communities (Qld), not-for-profit operators (Mangrove Housing), advocacy and advice (Qld Shelter, Bayside Tenancy Advice and Advocacy Service Inc.), to private housing targeting lower income households. The spectrum of affordable housing need includes a range of household types and social background. There is increasingly the need for assistance to those people who earn too much to qualify for public housing but not enough to comfortably pay their weekly rent. The range of households struggling to access affordable housing highlights the need for a wide range of suitable housing assistance.

While there is a need for affordable housing it is important that such housing is well integrated physically and socially. This was a key point raised during consultation for the *Redlands 2030 Community Plan*. Affordable housing should be spread throughout the community and not clustered together which may create areas of disadvantage. However, this needs to be balanced with

location of affordable housing that provides good access to employment, facilities, services, and public transport, thereby improving social well being and reducing overall cost of living.

Affordable housing should not be distinctly identifiable in comparison to private housing. This will assist in promoting community acceptance of such housing, and reduce the chances of associated social stigma. Affordable housing should not be an excuse for lower design standards, and it has been demonstrated in South East Queensland that through innovative design affordable housing can combine low development cost, high yield, low maintenance cost, good living standards, and consistency with surrounding housing character.

2.4 Affordable Living

It is considered important to not only focus on affordable housing, but consider the concept of 'affordable living' which takes into account broader factors associated with housing type and location, beyond housing cost and household income. Affordable living also considers the costs of transport, travel to work, access to essential goods and services, ability to modify housing to suit changing lifestyle needs, and cost of housing maintenance and operation.

Beyond Affordable Housing

The cost of housing should not be considered in isolation to other household costs. Additional factors such as location and distance to employment, facilities, services and transport networks represent additional costs that impact on the capacity of households (particularly low income households) to meet their housing needs. Poorly located housing promotes car dependence and imposes addition transportation costs, thereby contributing to after-housing poverty (Department of Housing, 2003, p. 64). This is a particular consideration for residents of North Stradbroke Island and the SMBI, where transportation costs to the mainland and the higher cost of goods and services on the island represent significant additional living costs that impact on the otherwise relatively affordable housing. The provision of housing within walking distance of public transport and activity centres should be maximised in order to reduce car dependence. Regardless of providing this choice it is important to recognise that some households will choose housing that is car dependant due to lifestyle choices that may be influenced by household type (e.g. large family with children choosing a rural residential dwelling) and personal preferences. While these households may choose to accept the associated higher costs (and travel time implications) in favour of perceived lifestyle advantages, there is still a wider community cost in terms of environmental impacts of travel and inefficient land use.

Housing and residential neighbourhoods need to be considered in the greater context of affordable living and should encompass:

- A diversity of housing choices to suit all household types and income levels;
- The efficient use of land for residential development with a minimal environmental footprint, but still ensuring a balance between greenfield development and urban consolidation;
- A variety of transport options, including active transport in both activity centres and neighbourhoods;
- Strong and self contained centres with adequate services and facilities, ensuring a balance between greenfield development and urban consolidation;

- Communities with choices and opportunities that allow economic, environmental and social sustainability; and
- Vibrant and inclusive places to live with good connectivity (Sunshine Coast Regional Council, 2010).

It is important to recognise that housing design, specifications and location can have a significant impact on environmental sustainability, which in turn will influence what are becoming more and more significant costs of electricity, water and petrol.

An integrated approach to affordable living is fundamental to all planning and decision making in Redland City, to ensure a more liveable and affordable future for its residents.

The VAMPIRE Index

The Vulnerability Assessment for Mortgage, Petroleum, Inflation Risks and Expenditure (the VAMPIRE index) is used to measure the vulnerability of households to higher living costs based on their location and the impacts of higher fuel prices and mortgage interest rates (Dodson and Sipe, 2006). The VAMPIRE index uses three key variables to assess the level of vulnerability of households located in different collection districts:

1. Car dependence
    - Proportion of those working who undertook a journey to work by car (either as a driver or passenger)
    - Proportion of households with two or more cars
2. Income level
    - Median weekly household income
3. Mortgages
    - Proportion of dwelling units that are being purchased (either through a mortgage or a rent/buy scheme)

Thematic maps showing the level of VAMPIRE vulnerability were created for five Australian cities (Brisbane, Gold Coast, Sydney, Melbourne and Perth) based on the ABS definition of the urban area. In general, the results of the study showed that outer suburbs of Australian cities are more vulnerable to rising fuel costs and mortgage interest rates. This can be attributed to households having a higher combined mortgage exposure, modest incomes and higher car dependency. Although the maps do not cover the entire Redland City local government area, the data does show that Capalaba has a moderate to high level of mortgage and oil vulnerability and Cleveland has a low to moderate level of vulnerability.

The study highlights the importance of external housing costs such as the location of residential development in relation to employment, community services and amenities. In particular, the study brings attention to the additional household costs associated with living on one of Redland's numerous island communities. These costs include increased transportation costs associated with ferrying across to the mainland, as well as the potential need to own two motor vehicles (one to use on the island and the other on the mainland). Other costs include: the higher price of goods and services on the island such as groceries, fuel and general maintenance and trade work.

Furthermore, it is important to note that approximately 40% of Redland's working population live and work in the Redland City area. This means that 60% of Redland's working population travel outside Redland for work, with most travelling to surrounding areas such as Brisbane City and Logan City. There are challenges in providing suitable levels of local employment, with some residents choosing to reside in the area in favour of lifestyle factors. Consequently, the trade off is a higher cost of living due to the costs associated with travelling longer distances to work. Redland City Council's goal of working towards 60% containment by 2031 is critical to address these affordable living issues (Redland City Centres and Employment Strategy, 2010).

Based on this information, it is important to consider a range of external factors that affect the cost of living, rather than just the cost of purchasing or renting the house itself. In particular, when identifying sites suitable for future residential development, factors such as location and distance to employment, key services and public transport should be considered.

2.5 Ageing Population

The Australian population is ageing and this is evident in the Redland, but is expected to be an even more significant issue in the future. The ageing of the population creates additional demand for housing which can cater for those with impaired mobility, as well as specific housing for the aged including retirement villages and aged care facilities. A range of such housing choices are required to meet the various needs of this growing segment of the population.

As the Australian population ages the notion of 'ageing in place' has become a central tenet of emerging policy (Judd et al, no date). Ageing in place is seen as a 'win-win' policy, being preferred by older people themselves as well as reducing the provision of institutional care and limiting social disruption. Ageing households have potentially different housing needs which should be considered in housing now in order to facilitate ageing in place. Increasing age brings reduced mobility which combined with the forecast higher proportion of persons aged over 65 years, leads to a much higher level of persons with a disability in the future. A key means of addressing this issue is the provision of adaptable or universal housing which is designed to cater for those with reduced mobility. Universal housing focuses on providing housing which can cater for limited mobility from the time it is built, whereas adaptable housing makes provision for future appropriate modifications at relatively low cost and inconvenience.

As persons age they may also seek lower maintenance housing which could include a smaller house or even a unit. However, this may not always be the case. As a household ages it may appear that the house is underutilised, with for example a retired couple living a three bedroom house. A research project titled 'Dwelling, Land and Neighbourhood Use by Older Home Owners' authored by Judd et al (2010) on behalf of the Australian Housing and Urban Research Institute, found that while most of the household surveyed had spare bedrooms, these were well utilised. Much of the use of the extra bedrooms was for activities which contributed positively to the household and its residents (e.g. home office or study, guest bedroom, hobbies).

Apart from size, other important considerations for assessing the appropriateness of a dwelling (particularly to achieve positive ageing in place) include: presence of temporary residents such as children and grandchildren, additional time spent in the home following retirement, alternative use

of rooms for activities associated with post-retirement, as well as the importance of psycho-social aspects of the home such as meaning and familiarity.

In addition to the above findings, it should be noted that there will be a trade off between the desire for a larger house with more space (and the associated benefits) and the practical difficulties of maintenance and upkeep, particularly as mobility and ability levels decline. Socio-cultural factors, such as historical and social connections to a place, are also common reasons for older people choosing to stay in their homes – despite their homes often being excessively large to meet their requirements.

These findings should be considered in the context of Redland City and what housing choices are available for the aged and retired. Various housing options should be available now and in the future, including the choice of smaller and more manageable houses for down-sizing or remaining in the same home over time if desired through adaptable or universal housing.

2.6 Universal Housing and Adaptable Housing

Universal and adaptable housing is housing that is designed to cater for those with a disability that require specific housing design features. This is currently not a common building practice in Australia; however, it is becoming increasingly recognised as Australia's population ages and the various needs of community groups become more apparent.

Universal housing and adaptable housing can be considered when designing or building new dwellings, or undertaking renovations. This form of housing can be considered by designers, developers, home owners, users of private housing and public housing bodies and applied to a range of housing options such as private homes, retirement villages and public housing. The focus of universal housing is accommodating limited mobility from the time of building, whereas adaptable housing facilitates lower cost changes to a building in the future, as mobility declines.

Universal housing includes, but is not limited to the following features:

- A clear pathway to a step-free well-lit entry with access to street/car parking;
- Appropriate lighting evenly distributed throughout the house;
- Identifiable light switches, controls and handles in easy-to-reach places for someone sitting or standing;
- Reinforced walls in the bathroom, shower and toilet;
- Wide doorways and corridors;
- A straight staircase (if any) adjacent to a load-bearing wall;
- Slip-resistant flooring;
- Open-plan kitchen, lounge and bathroom with step-free shower;
- Open-plan room on entry level that can be used as a bedroom; and
- Accessible toilet and bathroom on entry level.

Many of these features can be retrofitted, although it is usually more cost-effective to consider these features during the concept design stage of construction.

Examples of adaptable design features include:

- Movable and changeable walls – walls that can be moved and altered in width to accommodate wheelchair access and mobility or to make a room larger;
- Adaptable bench tops – bench top heights can be adjusted according to need;
- Bathrooms and laundries with built-in multi-use features such as safety and support railings;
- The ideal positioning of light switches, locks, security devices and air comfort controls;
- The ability to easily modify (extend and divide) the dwelling due to flexible floor plans; and
- Minimum stairs outside and inside to enable the free movement and use of wheelchairs and other mobility devices.

The initial cost of dwellings built to universal design or with adaptable design features are usually more than standard dwellings. Initial construction costs tend to be higher as suppliers are not tooled to provide the required products, and the design and building practice takes longer to develop or change. Additional costs are also attributed to the extra space required for the bathroom and bedrooms, largely for improved access and mobility. Although the initial construction costs can be higher for universal/adaptable dwellings, this form of housing can be cost effective in the long term. In fact the Australian Standard for Adaptable Housing (AS 4299 -1995) includes the principle that "adaptable housing should be possible at relatively little extra initial cost".

As documented in Judd et al (2010), numerous cost benefit analyses have been conducted on the inclusion of adaptable design features. The findings of these studies show that inclusion of adaptable design features at the time of construction has minimal effect on cost and that it is far more cost effective to include these features at the time of construction than modify a conventionally designed dwelling at a later date. Universal/adaptable dwellings enable a rapid response to changing life needs, saving costs on retrofitting homes or possible relocation. Universal design/adaptable design features also increase the building's serviceable life span prior to remodelling, with associated financial, energy and material savings. Universal/adaptable houses are also attractive housing options for the greatest number of people and therefore can have high resale marketability (Judd et al, 2010).

Additionally, a study conducted by Hill PDA (1998) identifies are number of non-construction cost savings associated with universal/adaptable housing. These are:

- Reduced need to move into residential care;
- Reduced cost of rehousing;
- Reduced government administration costs; and
- Potential reduction is accidents/falls at home and the subsequent savings in health care.

2.7 Achieving Housing Diversity

It appears that one of the issues facing the Redland (as in other SEQ LGAs) is encouraging developers to provide a range of housing products of various designs, sizes, and density. It appears that developers have in many cases developed at well below the densities allowed under the planning scheme provisions.

This appears to be an issue particularly in greenfield areas. Recent best practice for master planned communities favours housing mix and diversity for reasons such as:

- They provide a range of living options;
- They support urban sustainability by consolidating existing settlement patterns;
- They are a catalyst for improving pedestrian and cycle accessibility; and
- They allow for more affordable living options for a variety of residents (Yigitcanlar et al, 2005).

Despite recent best practice for master planned communities favouring housing mix and diversity, master planned communities in Queensland still lack diversity by being targeted towards a relatively narrow market with a specific demographic. According to Woolcock (2004), master planned communities in Queensland predominantly attract young families, first home buyers and retirees. Gwyther (2003) further suggests that master planned communities are likely to cater for middle and high income earners looking to invest and protect their economic assets.

Housing mix and social diversity should be encouraged in Redland City, particularly in master planned communities that tend to favour a relatively homogenous housing product, and those that currently have little housing diversity such as Sheldon-Mt Cotton, Redland Bay and Thornlands. This is important to cater for and promote social diversity now, but also provides diversity that will allow for future demographic changes. This is most relevant to the ageing population and allowing them to "age in place" or access appropriate housing in the same neighbourhood, or at least the same suburb.

Another key issue is providing units that are able to cater for families with children. While most families with children choose a detached dwelling, this may not be a practical, affordable, or desirable option for some. However, currently units are generally smaller dwellings and lack practical features that would attract families with children.

Housing diversity should also be encouraged in infill locations, with particular attention given to current constraints on higher density feasibility, which may be affected by available lot sizes, site characteristics, and planning requirements.

3 Demographics and Housing Consumption

3.1 Introduction

Section 3 of the report examines both current and forecast demographics and housing consumption characteristics of Redland City. The purpose of this exercise is to better understand the housing needs of the Redland, both now and into the future. Section 3.2 will examine the characteristics of the whole Redland City area and Section 3.3 will provide more detail by examining the statistical local areas (SLAs) that make up the City. The Redland is made up of the following SLAs (see also Figure 23, in Section 3.3):

- Alexandra Hills;
- Birkdale;
- Capalaba;
- Cleveland;
- Ormiston;
- Redland Shire Balance;
- Redland Bay;
- Sheldon-Mt Cotton;
- Thorneside;
- Thornlands;
- Victoria Point; and
- Wellington Point.

The information in this section primarily comes from the Redland City Council Housing Analysis Review (2010) prepared by the Queensland Department of Communities and the Draft Redlands Local Growth Management Strategy (LGMS) (2008) prepared by Redland City Council. The data contained in the Housing Analysis Review and LGMS comes from a range of sources such as the Australian Bureau of Statistics (ABS) and the Planning Information and Forecasting Unit (PIFU).

3.2 Region Wide Reporting

Section 3.2 of the report focuses on the Redland as a whole and examines statistical data about population, household type, age, disability, Indigenous population, birthplace and cultural diversity, employment, income, and temporary residents and visitors.

3.2.1 Population

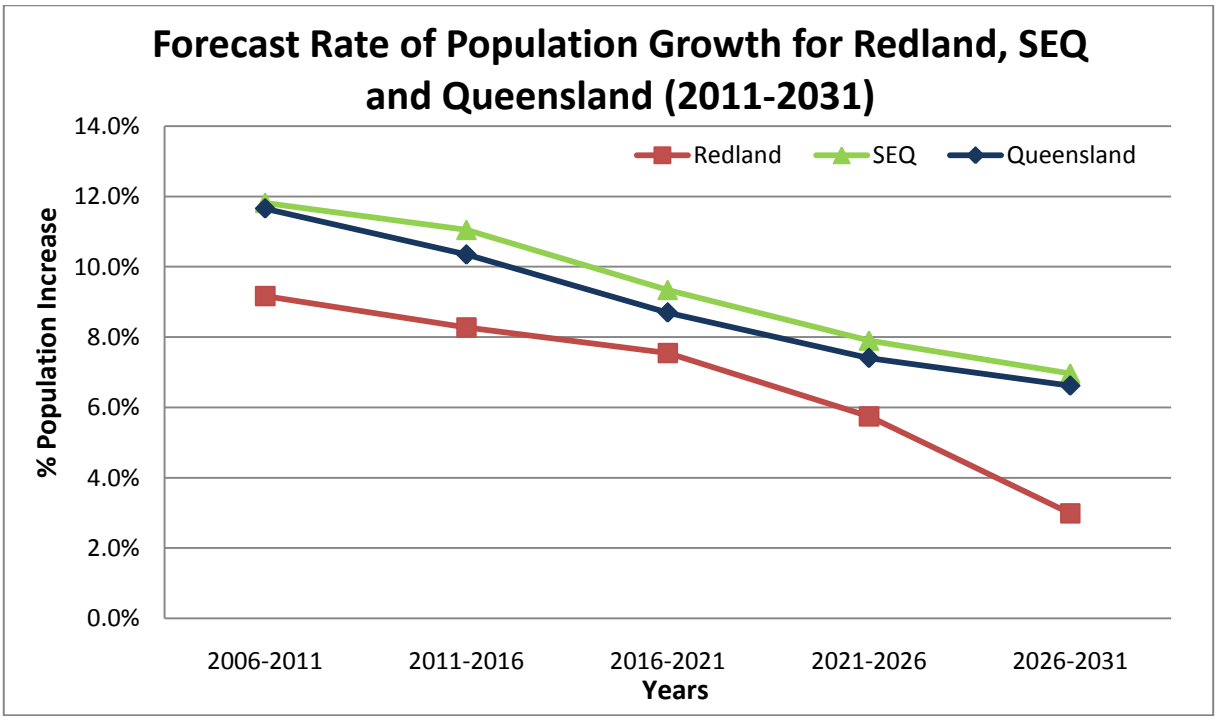
Current Situation and Recent Trends

In 2006 Redland City had a resident population of 131,210, which is an increase of 9% since 2001. This increase is smaller than that experienced by SEQ (11%) and Queensland (10%) for the same period. In 2009 the resident population of Redland City was estimated to be 140,691 (Estimated Resident Population from ABS).

Forecast

Population projections indicate that Redland City will experience a population increase of 38%, from 131,210 in 2006 to reach approximately 181,637 by 2031. This percentage increase is smaller compared to that of SEQ (57%) and Queensland (53%). During this same period, the annual rate of population growth will slowly decline; this is similar for both SEQ and Queensland (see Figure 4). The rate of growth for Redland City will fall sharply between 2021 and 2031, as the amount of available land for residential development declines.

Figure 4 Forecast Rate of Population Growth for Redland City, SEQ and Queensland (2011-2031)



Source: PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 3 LGA) & Redland City Council, 2008

Housing Implications:

- Redland City has a growing population which will continue to place pressure on the local housing market to provide the level of housing needed over the next 10 years, this is likely to place upward pressure on housing costs if supply is not meeting demand, decreasing housing affordability for Redland City's residents.
- In the longer term as demand decreases it is possible that housing affordability will improve if supply remains constant. To achieve this it will require a new direction to development predominantly in infill areas as opposed to Greenfield areas.
- Limited physical area for residential development means alternative, and more concentrated or higher density housing, should be considered to accommodate population growth and limit pressure on valuable green space.

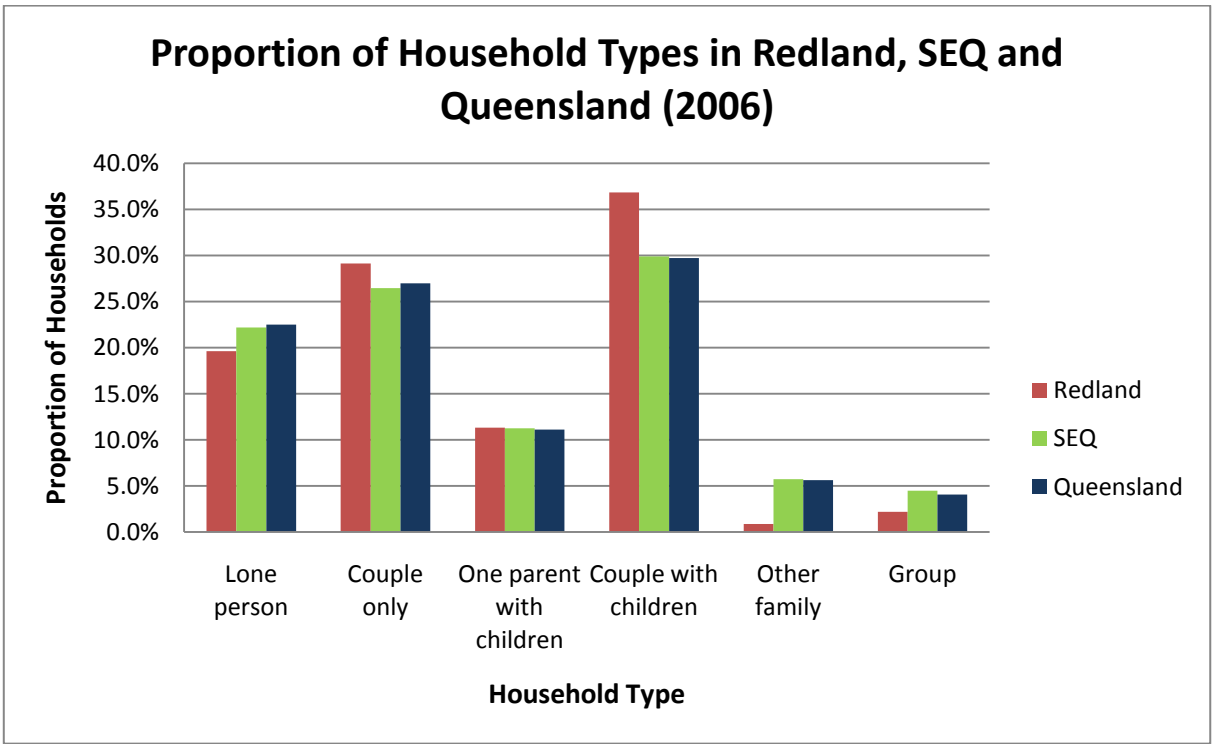
3.2.2 Household Type

Current Situation and Recent Trends

Household type describes the mix of people living together that make up a household. This is a strong determinant of the types of housing that a household will choose as housing needs to be large enough to accommodate the household group. Higher income households, irrespective of household size, tend to more easily afford larger dwellings based on preference rather than need. On the other hand, smaller households with low incomes are often forced to pay higher housing costs if they cannot find appropriate smaller housing to suit their requirements. This is evident in Redland City when median household incomes by SLA were compared to dwelling type/size. The data shows that suburbs where residents have higher median incomes such as Sheldon-Mt Cotton and Thornlands were more likely to have separate houses (which are generally larger in size) whereas suburbs with lower incomes such as Thorneside and Cleveland were more likely to have semi-detached or attached houses (which are generally smaller in size).

In 2006, Redland City had a total of 47,053 households that were comprised of different household types as shown in Figure 5. Like SEQ and Queensland, the main household types in Redland City were couple with children (36.8%), followed by couple only (29.1%) and lone person households (19.6%). Redland City has significantly higher proportions of couple with children and couple only households, but a lower proportion of lone person households (compared with SEQ and Queensland).

Figure 5 Proportional Breakdown of Household Types in Redland City, SEQ and Queensland in 2006



Source: PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 3C LGA)

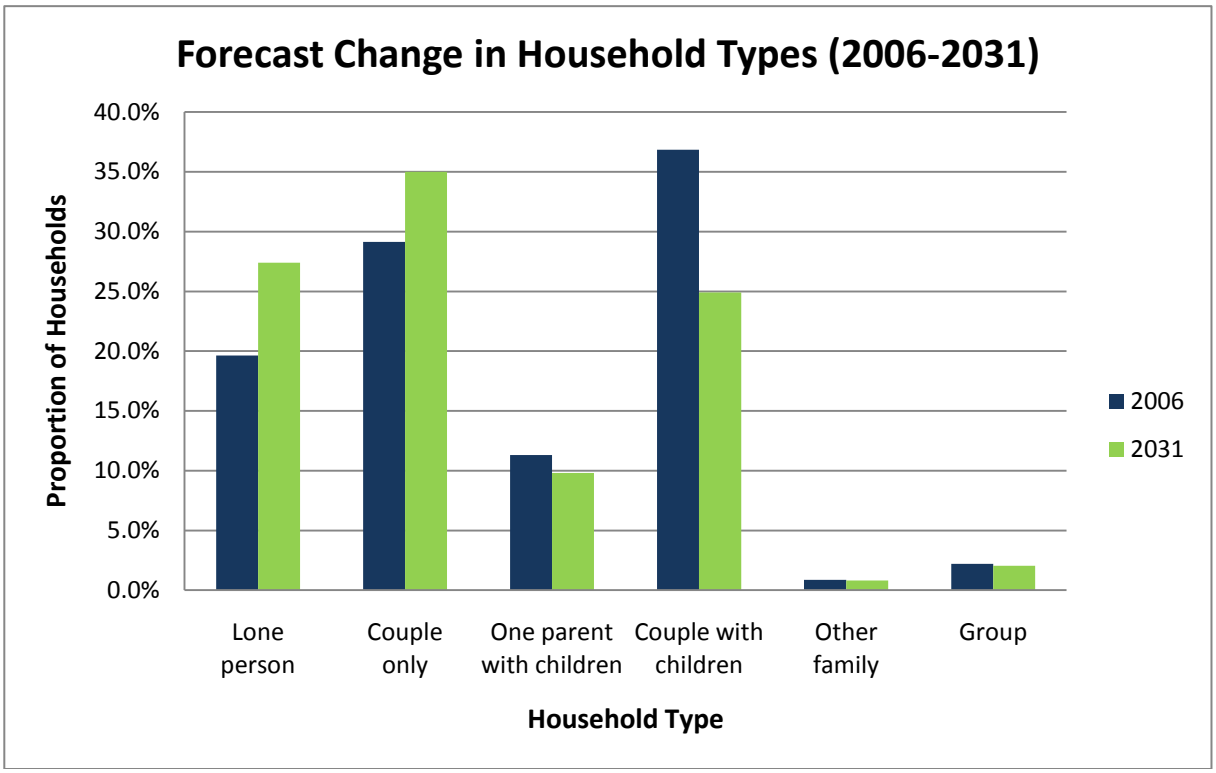
Forecast

The Department of Communities Housing Analysis Review provides a forecast for changes in household types between 2006 and 2031. On this basis the main changes to household types in Redland City will be:

- An increase in the proportion of lone person and couple only households; and
- A decline in the proportion of couple with children and one parent with children households.

Figure 6 compares the breakdown of household types in Redland City for 2006 and those projected for 2031. These forecast changes to household type reflect demographic, social and economic trends, as well as the changing values, attitudes and aspirations of Australians. Specifically, these changes are a combined result of: lower fertility rates; people having fewer children and having them later in life, separation and repartnering becoming more common, educational and career aspirations and the ageing of the population (Department of the Prime Minister and Cabinet, 2008). These forecasts have developed under the assumption that these trends will continue into the future and the data should therefore be used with caution.

Figure 6 Breakdown of Household Types in Redland City in 2006 and those Projected for 2031



Source: PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 3C LGA)

Table 1 shows the forecast proportions of single person and couple only households in Redland City, SEQ and Queensland for 2031. As shown, it is expected that Redland City will have a notably greater proportion of single person and couple only households compared to both SEQ and Queensland, accounting for nearly two thirds of all household types.

Table 1 Forecast Proportions of Single Person and Couple Only Households in Redland City, SEQ and Queensland in 2031

Location	Single Person and Couple Only Households as a Proportion of Total Household Types (%)
Redland City	62.4%
SEQ	54.9%
Queensland	53.0%

Source: Department of Communities, Housing Analysis Review, 2010

Housing Implications:

- In 2006, couple only households accounted for 29.1% of all households in Redland City, greater than both SEQ and Queensland. By 2031 the proportion of smaller household types such as single person and couple only households is expected to increase, whereas larger households are expected to decrease. These trends indicate that household size will generally decline and more households will be required in relation to the population.
- Single person households are more likely than other households to have a lower income, as they only have one possible income earner. Therefore the growth in this household type is likely to increase the demand for smaller and more affordable housing.

3.2.3 Age

Current Situation and Recent Trends

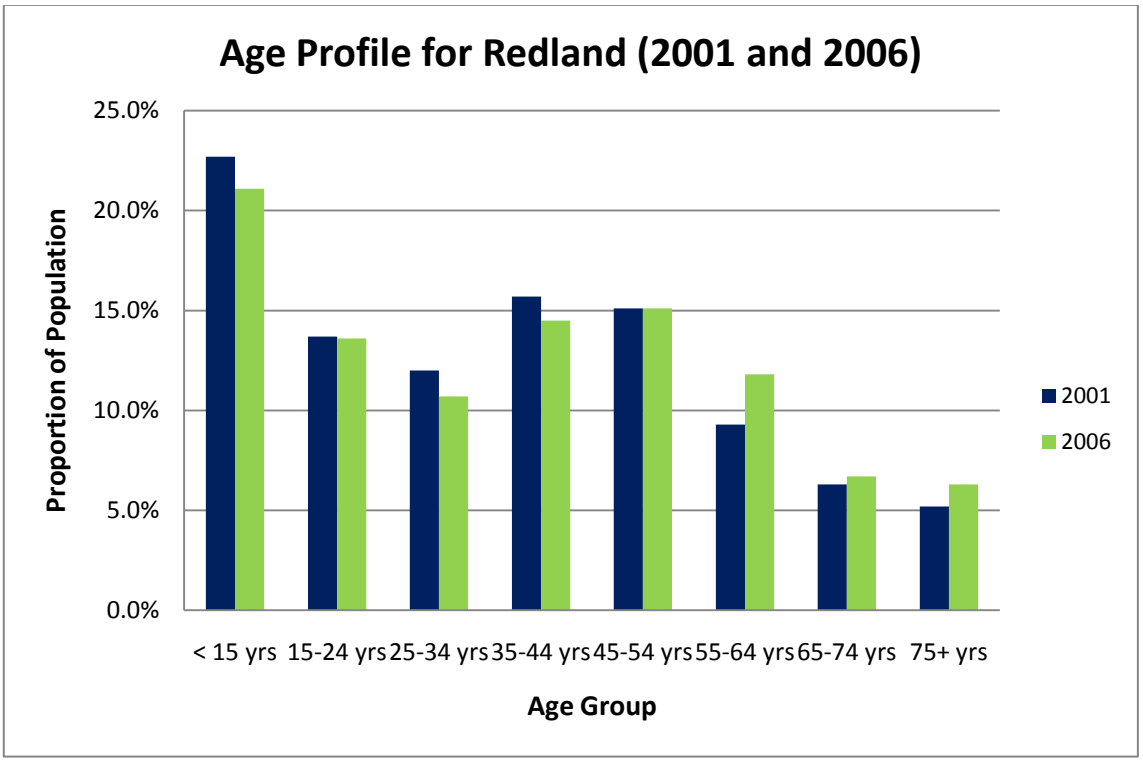
The age profile of Redland City will influence the makeup of household types and therefore influence the preferred dwelling type and size.

Between 2001 and 2006, the proportion of people aged less than 45 years had decreased, those aged 45-54 years had remained the same, and those aged over 55 years had increased.

In 2006 the most common age group in the Redland was less than 15 years, which is consistent with SEQ and Queensland at 21%. The 45-54 year age bracket was the second largest age group at 15%, followed by 35-44 and 15-24 year age bracket at 14.5% and 13.6% respectively. Redland City had a greater proportion of older age groups (55-64 and 75+ years) compared to SEQ and Queensland. Conversely it had a significantly smaller proportion of residents in the 25-34 years age group.

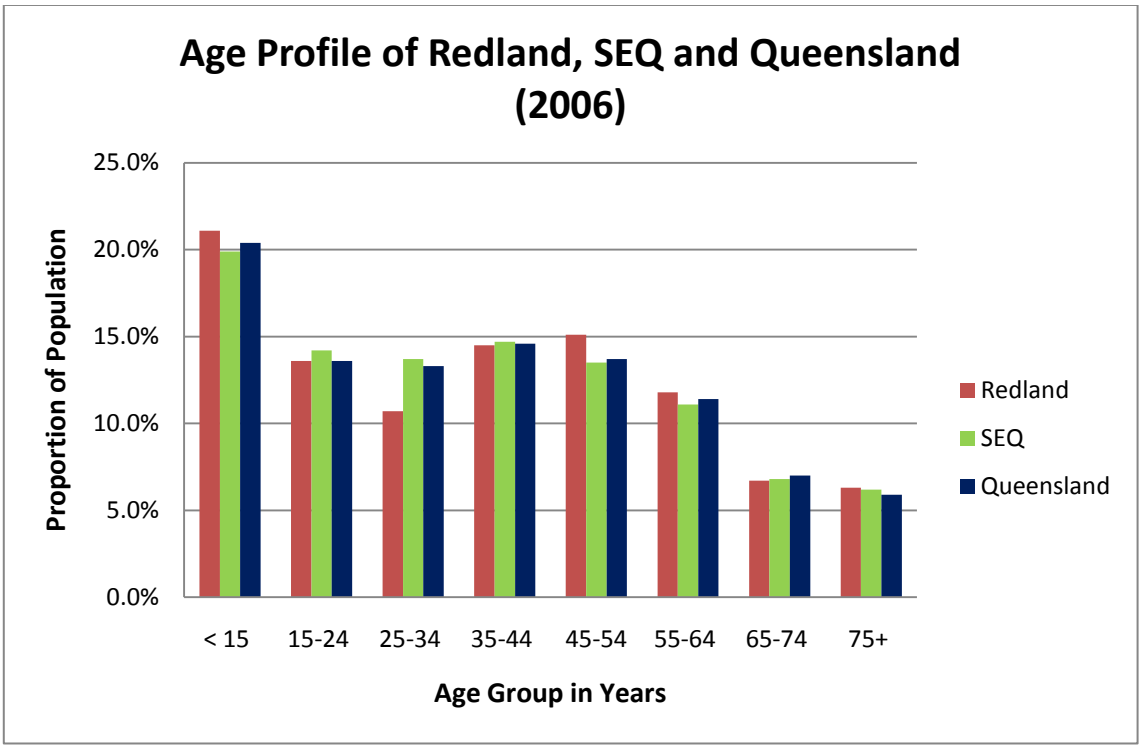
Overall, these figures indicate that Redland City has a significant number of children, middle aged persons and over 75 year olds. It should also be noted that all age groups over 55 years old have increased significantly as a proportion between 2001 and 2006. Figure 7 illustrates the age profile of Redland City in 2001 and 2006. This is followed by Figure 8 which compares the age profiles of Redland City, SEQ and Queensland in 2006.

Figure 7 Age Profile for Redland City in 2001 and 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 2 LGA)

Figure 8 Age Profile for Redland City, SEQ and Queensland in 2006

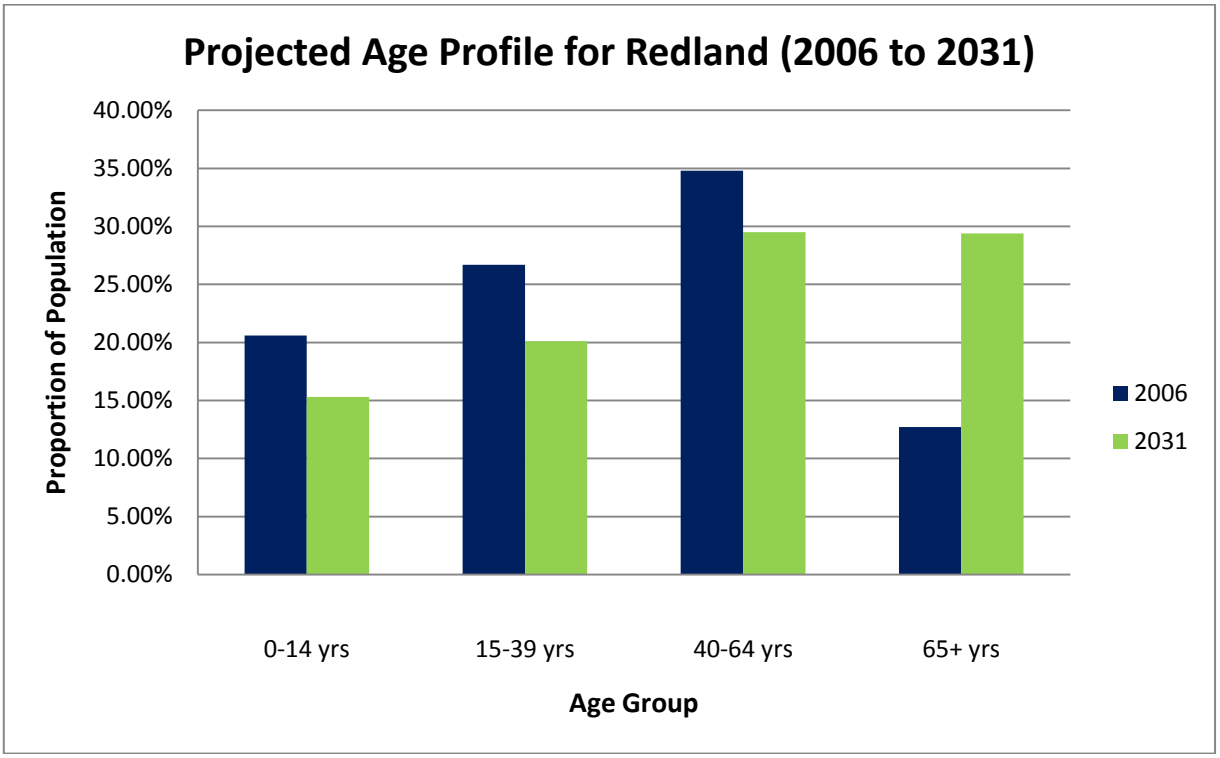


Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 2 LGA)

Forecast

As shown in Figure 9, the age profile is expected to change in Redland City by 2031, with a significantly larger proportion of people aged over 65 years. This continues recent trends between 2001 and 2006. This is balanced by a decrease in the proportion of 0-14 year olds, 15-39 year olds and 40-64 year olds. These changes are similar to that of SEQ and Queensland, indicating an ageing population across the State.

Figure 9 Age Profile for Redland City in 2006 and Forecast for 2031



Source: PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 3A LGA)

Housing Implications:

- The current age profile indicates a high proportion of working age persons with young families.
- Like SEQ and Queensland, the Redland has an ageing population. The proportion of people aged over 65 years is expected to significantly increase in Redland City, while all other age groups will decline in proportion. This means there is likely to be a greater number of single person and couple only households, which is consistent with the household type forecasts.
- An increase in the proportion of people aged over 65 years is likely to result in a higher demand for smaller and low maintenance dwellings, as well as retirement villages, independent living units and aged care facilities.
- To support the concept of ageing in place (allowing people to live in the same area as they pass through various life stages) appropriate housing must be available. This could be through the provision of additional smaller dwellings suitable for decreased mobility levels or more housing that than can be modified (adaptable housing).
- Given houses on average are increasing in size in terms of floor area, promoting the benefits of smaller dwellings to the housing market will be a key challenge for both the public sector and the development industry. Without market acceptance, providing additional smaller housing may not be feasible.

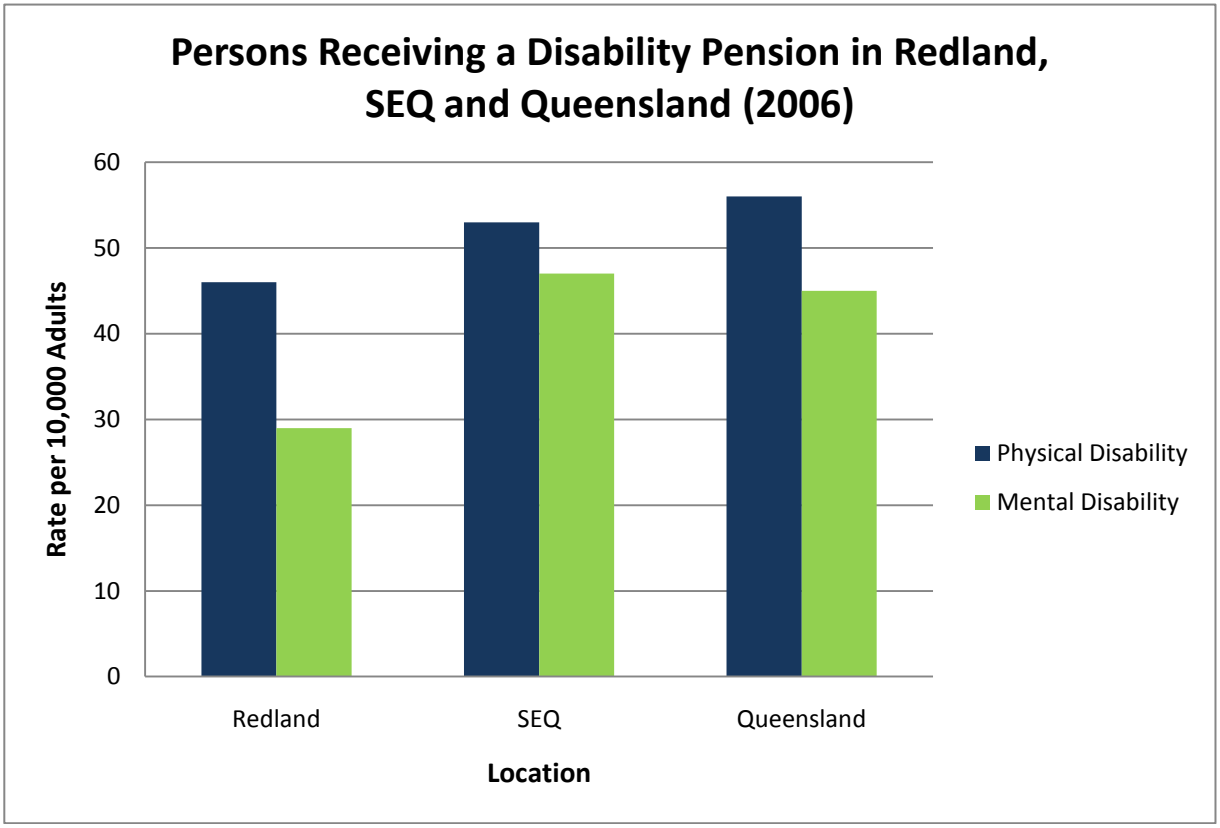
3.2.4 Disability

Current Situation and Recent Trends

The level of disability in Redland City provides an indication of the need for specialised housing or housing that can be built or adapted to meet a range of needs (e.g. universal housing, adaptable housing). Features of specialised housing apply to the access points of a dwelling, as well as throughout the dwelling itself. Requirements for housing design can include full wheelchair accessibility, railings and ramps for mobility and special aid features such as handles, switches and electronic gadgets. Adequate housing that meets the needs of its occupants and/or visitors can also have a positive influence on overall well-being and aide in reducing symptoms of mental illness (Mental Health Council of Australia, 2009). Unfortunately there does not appear to be any record of the level of current gap in provision of housing designed for persons with a disability, or the level of universal housing in the Redland. It is suggested that services for persons with disability may be able to provide some information on this during upcoming consultation workshops. However, it is most important that housing being provided in the future includes an adequate supply of universal housing and adaptable housing to meet future needs.

Figure 10 compares the rates of people receiving a disability pension in Redland City, SEQ and Queensland. The figures indicate that Redland City has a lower rate of people receiving a disability pension compared to SEQ and Queensland.

Figure 10 Persons Receiving a Disability Pension in Redland City, SEQ and Queensland in 2006



Source: Department of Family and Community Services, Housing Dataset of Centrelink in Department of Communities, Housing Analysis Review, 2010 (Table 6 LGA)

Notes:
These figures are based on Centrelink records of persons with a disability and therefore may not account for all people with a disability.

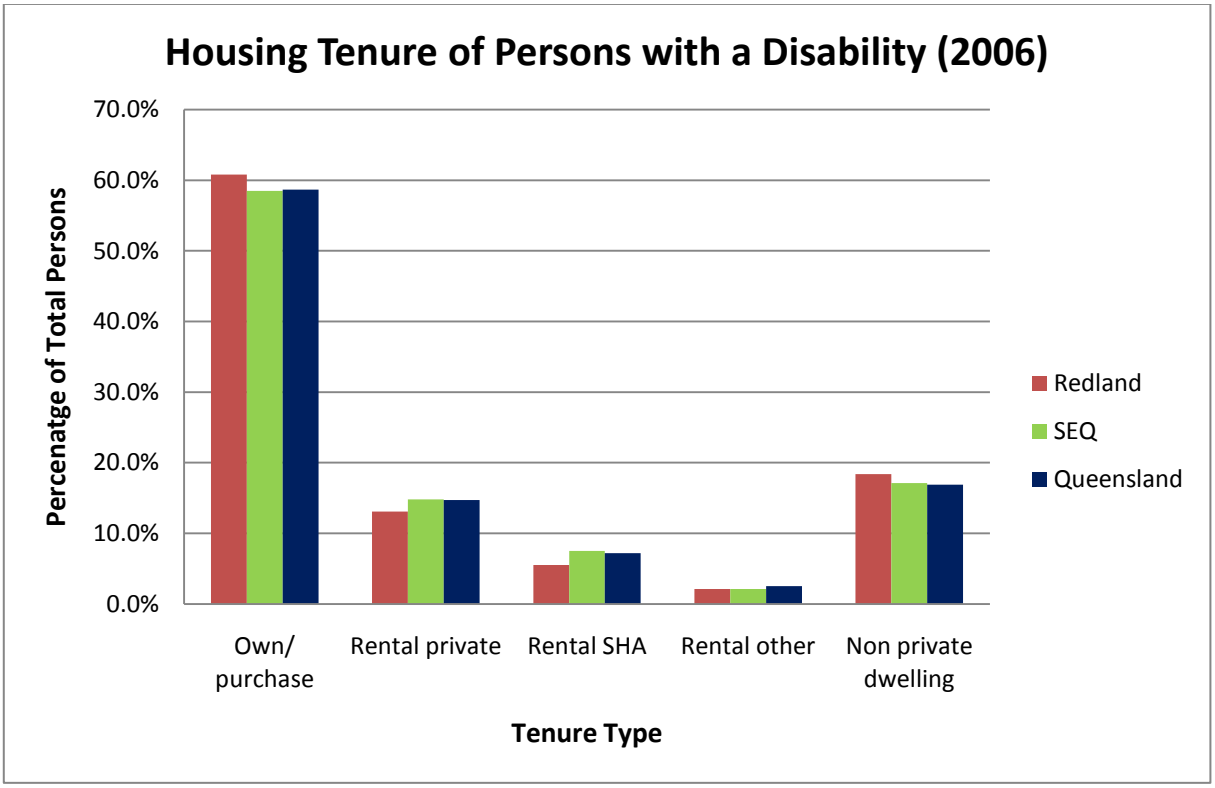
Table 2 provides a breakdown of people with a disability according to age group and housing tenure. Redland City has a slightly greater proportion of people with disabilities in the 65-74 years and 75+ year's age groups that require assistance with core activities compared with SEQ and Queensland. 60.8% of those requiring assistance with core activities fully own, or are purchasing their home, with 18.4% living in a non-private dwelling.

Table 2 Persons with a Disability According to Age and Tenure in 2006

Disability by age group and tenure/landlord									
	age <65	65-74	75+	Own/ purchase	Rental private	Rental SHA	Rental other	Non private dwelling	Total disabled
Redland									
Needs assistance with core activity	2,413	622	2,205	3,188	687	289	112	964	5,240
% by category	46.0%	11.9%	42.1%	60.8%	13.1%	5.5%	2.1%	18.4%	100.0%
% of age group	2.1%	7.1%	26.7%						

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 4 LGA)

Figure 11 Tenure Type of Persons with a Disability in 2006



Source: ABS Custom Request in Department of Communities, Housing Analysis Review, 2010 (Table 4 LGA)

In order to estimate the rate of disability in the future rates of disability by age group were used, as established by the ABS Survey of Disability, Ageing, and Carers (2004). The rates of disability have been adjusted to focus on physical causes of disability using a breakdown of physical and mental causes of disability for Australia, from the 2009 Survey of Disability Ageing and Carers. This has been used to supplement the more specific disability data with is only currently available from

the 2003 survey. This estimate should be considered as indicative only as it is based on 2003 survey data for all of Queensland, with adjustments for physical and mental causes of disability for Australia, and assumes disability rates will remain constant and the rate of disability by age breakdown is similar for Redland City as it is for Queensland (see Appendix 1 for information on data assumptions).

Table 3 shows the number of people with a disability (from a physical cause) estimated for each five year increment up to 2031 in the various age groups. Just over 90% of disabilities in the over 65 year old age group have a physical cause, with this slightly less in the 15-64 year old group and roughly 50% in the under 14 year old age bracket.

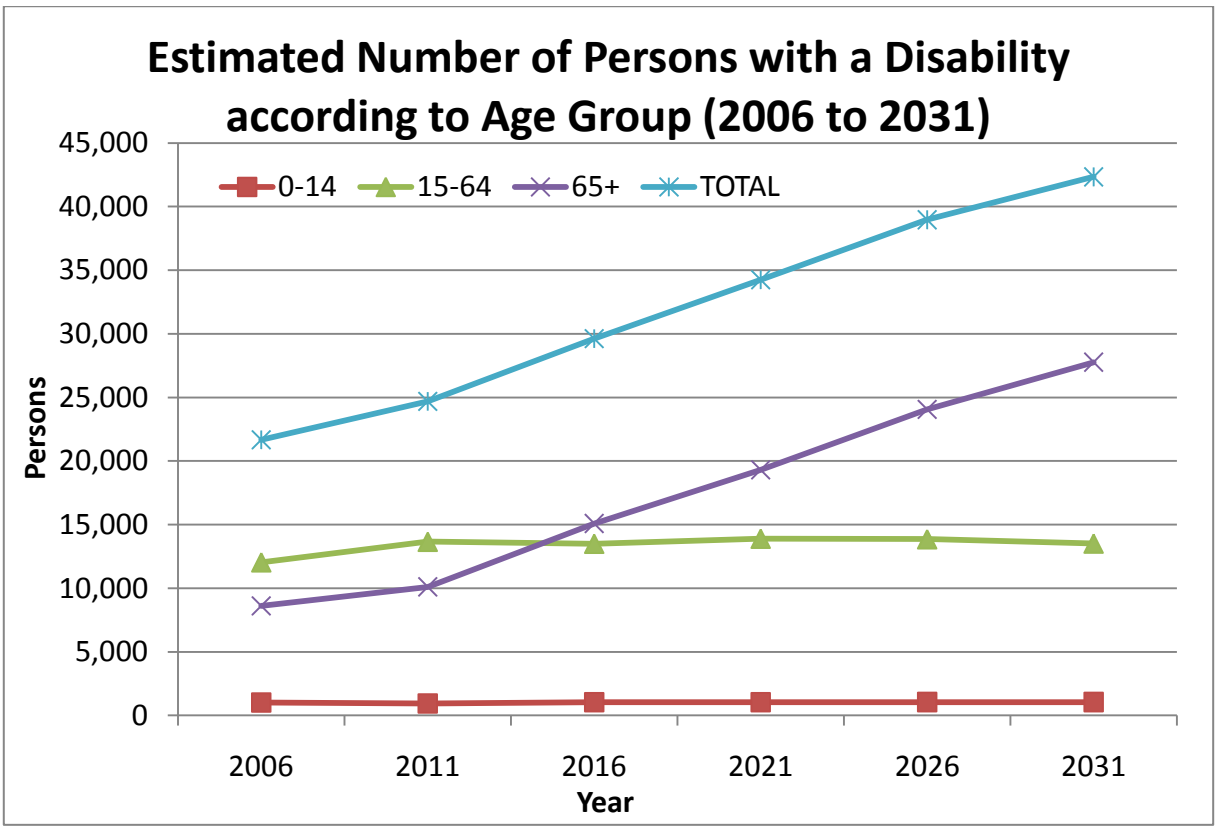
Table 3 Estimated Persons with a Specific Limitation or Restriction with a Physical Cause, in Redland City (2006-2031)

Age Group	2006	2011	2016	2021	2026	2031
0-14	1,019	932	1,031	1,041	1,048	1,051
15-64	12,038	13,658	13,504	13,902	13,857	13,519
65+	8,616	10,104	15,085	19,305	24,059	27,765
TOTAL	21,673	24,694	29,620	34,247	38,964	42,335

Source: Calculations by SGS Economics and Planning using PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 4 LGA); ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2003, 2004; ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2009, 2010; and Redland City Council, 2008.

Figure 12 shows this same information in graphical form. The graph shows that the number of 65+ year olds with a disability will increase by the highest rate and make up almost all of the total change. This is due to ageing of the population and the high occurrence of disabilities in this age cohort.

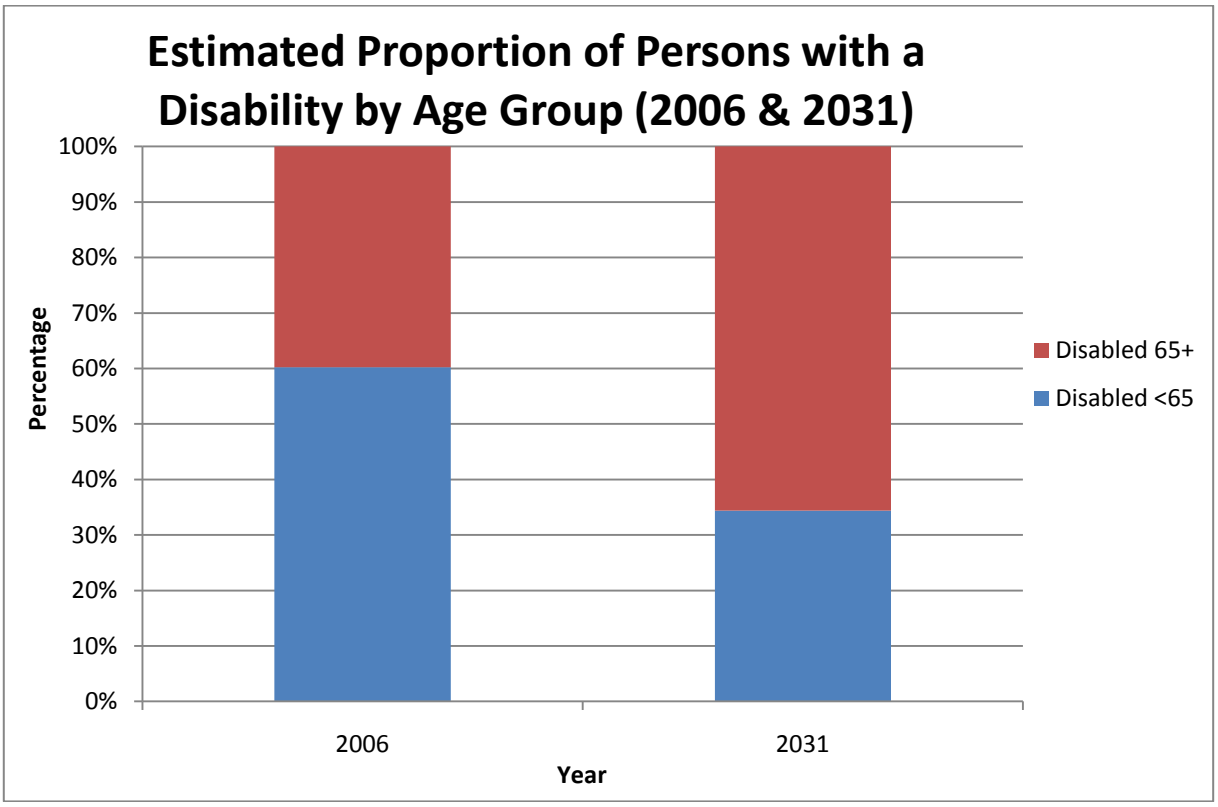
Figure 12 Estimated Persons with a Specific Limitation or Restriction with a Physical Cause, in Redland City (2006-2031)



Source: Calculations by SGS Economics and Planning using PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 4 LGA); ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2003, 2004; ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2009, 2010; and Redland City Council, 2008.

As shown in Figure 13, the proportion of persons with a disability of physical cause over 65 years old is forecast to increase from 40% to 66% between 2006 and 2031. On the basis of the above assumptions and forecasting, the overall rate of disability is expected to increase from 16.5% of the total population in 2006 to 23.3% in 2031 (see Appendix 1 for more information on data assumptions).

Figure 13 Estimated Proportion of Persons with a Disability by Age Group in Redland City in 2006 and 2031



Source: Calculations by SGS Economics and Planning using PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 4 LGA); ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2003, 2004; ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2009, 2010; and Redland City Council, 2008.

In order to give some estimate of how people with disabilities will be housed, the ABS Survey of Disability, Ageing and Carers (2004) has again been used to provide a breakdown of housing and used this to project demand up to 2031 (see Appendix 1 for information on data assumptions). On this basis there will be a need for additional housing for the following approximate estimates:

- Adaptable dwellings for up to 18,304 persons (assuming all additional disabled persons have a need for adaptable housing design);
- 1,520 places in cared accommodation/nursing homes; and
- 840 places in accommodation for the retired or aged.

Cared accommodation/nursing homes are non-private dwellings for the aged or retired where the occupants are not self sufficient and do not provide their own meals, whereas accommodation for the aged or retired are private dwellings where the occupants care for themselves.

These figures do not include any current gap in the provision of housing suitable for persons with a disability (which needs to be ascertained through consultation). It is expected that most persons currently with a disability would have taken steps to either move into appropriate housing or

proceed with housing modifications. However, the success of such steps will vary depending on the affordability of modifications, and potential additional cost of suitable housing. Suitable housing may be more difficult to find, in limited stock (increasing likely cost), and may not be well located with respect to transport, services and employment. It is expected that the proportions of persons with a disability seeking suitable housing will increase. This is expected to put upward pressure on cost and erode affordability unless an adequate supply of new adaptable housing stock is provided. It is also worthwhile to consider the option of retrofitting existing housing in order to increase the supply of adaptable housing.

It is expected that there would generally only be a single person with a disability per household, but there may be some households, particularly in the 65+ year old cohort which have multiple persons with a disability in the same household. This will reduce the dwelling need somewhat. It may also be that a proportion of physical disabilities do not require adaptable housing, again reducing the need accordingly.

Table 4 provides a forecast breakdown of estimate housing required for persons with a limitation or restriction, from a physical cause, in Redland City up until 2031.

Table 4 Estimated Number of Tenancies for Persons with a Specific Limitation or Restriction in Redland City from 2006 to 2031

	Indicative number of tenancies for persons with specific limitations or restrictions, Redland LGA						
	2006	**2011**	**2016**	**2021**	**2026**	**2031**	**% Increase 2006-2031**
Adaptable dwellings	20,612	23,450,	27,762	31,870	36,002	38916	95%
Places in cared accommodation/nursing homes	682	800	1,194	1,528	1,904	2,198	222%
Places in accommodation for the retired or aged	379	444	664	849	1,058	1,221	222%

Sources: Calculations by SGS Economics and Planning using PIFU forecasts in Department of Infrastructure and Planning, 2008; and ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2003, 2004; ABS Survey of Disability, Ageing and Carers, Australia – Summary of Findings 2009, 2010.

Housing Implications:

- Those aged less than 65 years currently account for a large proportion of people with a disability from a physical cause (60%) that require assistance with core activities. This highlights the need for special needs housing (e.g. universal housing) that is not only targeted at the elderly, but also younger cohorts. Although future growth in the proportion of disabled is largely driven by the increase in those aged over 65 years.
- Those aged over 65 years are expected to account for approximately 66% of people with a disability by 2031 (up from 40% in 2006).
- Redland City has higher proportions of people with disabilities in the 65-74 years and 75+ years age groups (7.1% and 26.7% of the total population of those age groups) that require assistance with core activities compared to SEQ and Queensland.
- Most housing for people with disabilities has previously been in private dwellings, therefore it appears that a broader range of housing options may be required. However, Redland City also appears to have a relatively high proportion of persons with a disability in non-private dwellings (18.4%) compared with SEQ and Queensland.
- Unless an appropriate level of adaptable housing stock is provided, this kind of housing will become less affordable due to increased demand.

3.2.5 Indigenous Population

Current Situation and Recent Trends

In 2006, the proportion of Indigenous persons in Redland City was 1.6% of the total population (1,943 people), which is smaller than that of SEQ (1.8%) and Queensland (3.5%). However, it is noted that of the 127,628 people surveyed in the Redland, 5,300 respondents did not state whether they were Indigenous or non-Indigenous. This is a lower rate of response for this category than for both SEQ and Queensland. It should also be noted that the Indigenous population is concentrated in certain communities, particularly the island communities.

Indigenous households are generally larger than average and often include extended family members. The average household size for households made up of Indigenous persons (either in whole or partially) is 3.3 persons, higher than the average of 2.7 for non-Indigenous households. Indigenous households therefore generally require larger dwellings that are likely to have higher housing costs. This is expected to reduce the level of housing affordability amongst Indigenous households.

The median weekly income of Indigenous households in Redland City is $1,040 per week, slightly lower than the median weekly income of $1,108 for non-Indigenous households. It is important that specific housing is available for Indigenous households, particularly housing that is affordable and larger in size.

Quandamooka Aboriginal Community Plan 2007

The Quandamooka Aboriginal Community Plan 2007 sets out a broad action plan to deal with management issues affecting the Aboriginal residents and Traditional Owners of North Stradbroke Island. The key management issues have been sorted into ten strategic themes, one of these being a Housing Strategy. The Housing Strategy identifies a number of housing issues affecting Aboriginal residents on North Stradbroke Island, along with a set of actions to address these issues.

A key concern for the Aboriginal community is the lack of affordable housing options available on the island, and the consequent overcrowding of occupants. This is an important issue to address and as documented in the Plan "better housing leads to better health and education outcomes for kids - and the removal of many of the stresses that lead to domestic violence". Housing affordability needs to be addressed by increasing access to, and providing a diversity of suitable housing.

One way in which housing affordability could be enhanced is through increasing the allocation of land for community housing. The lack of community housing stock was identified as a key concern in the Plan. However, it was also reported that the provision of community housing faces numerous difficulties regarding funding, 'red tape' and ineffective coordination and planning for housing between stakeholders (i.e. the North Stradbroke Island Aboriginal and Islander Housing Co-operative, Redland Shire Council and the State Government).

The community also identified land tenure as a key topic of concern. In particular, the uncertainty of secure tenure for residents at One Mile and elsewhere within the Quandamooka Traditional Estate, as well as unresolved tenure issues regarding the community's future Myora freehold block (ex Unimin site).

The specific housing needs of Redland's Indigenous peoples needs further consultation and investigation. In addition, it is important to note that Indigenous peoples' needs may change as a result of the North Stradbroke Island Indigenous Land Use Agreement.

Housing Implications:

- Indigenous households tend to accommodate larger than average family groups and often include extended family members, and therefore may require larger dwellings.
- Suitable standards of larger dwellings may not be attainable due to higher housing costs associated with larger dwellings.
- Alternative strategies need to be considered to ensure Indigenous communities have access to suitable and affordable housing.
- Land tenure is a key topic of concern for the Aboriginal residents and Traditional Owners of North Stradbroke Island – these issues need to be resolved to provide certainty for residents living in such areas and enable potential future development.
- Aboriginal cultural heritage issues also may need to be considered when designing housing for Indigenous people.

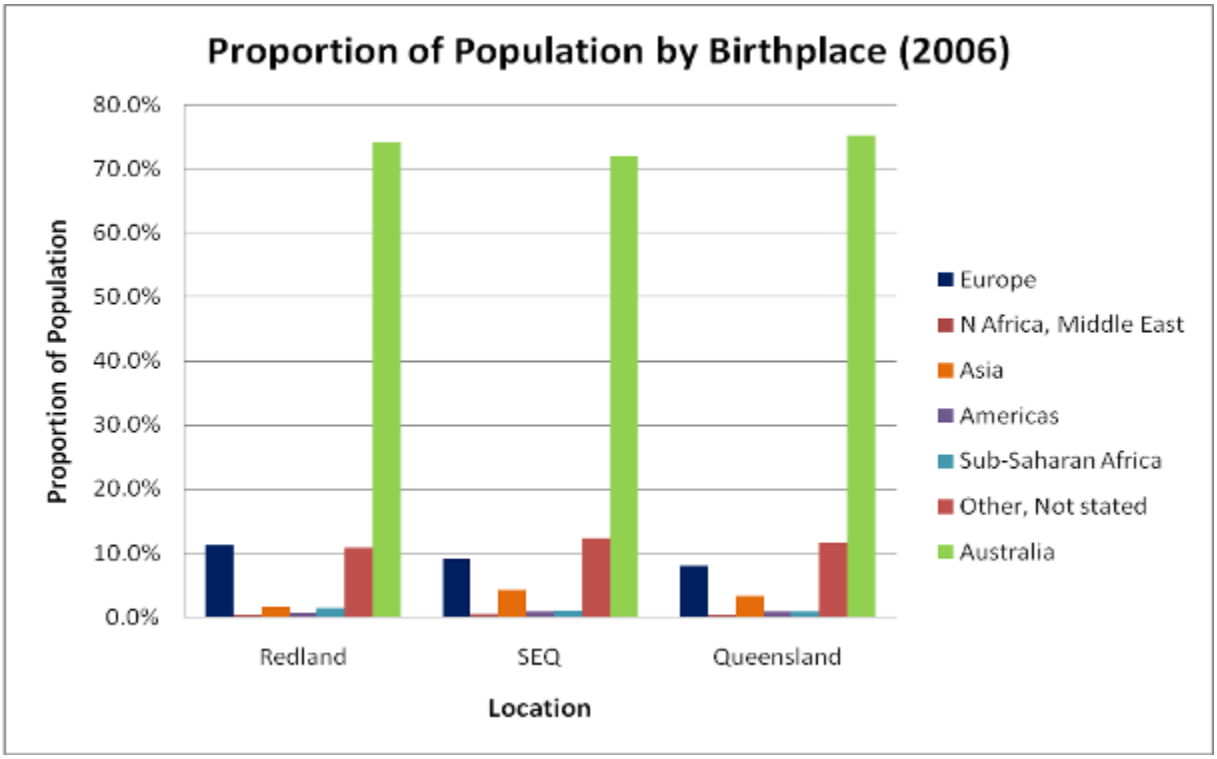
3.2.6 Birthplace and Cultural Diversity

Current Situation and Recent Trends

In 2006, Redland City (74%) recorded a larger proportion of people who were born in Australia compared to SEQ (72.1%), but less than that of Queensland (75.2%). Europe was the most common birthplace other than Australia for Redland City residents (11.3%), followed by Asia (1.7%) and Sub-Saharan Africa (1.4%). Both SEQ and Queensland followed the same pattern. 10.8% of the respondents in Redland City selected "other/not stated" as their place of birth.

Redland City has a noticeably larger proportion of people born in Europe than SEQ and Queensland, as well as a noticeably smaller proportion of people born in Asia. Figure 14 provides a breakdown of birthplace for residents in Redland City compared to SEQ and Queensland in 2006.

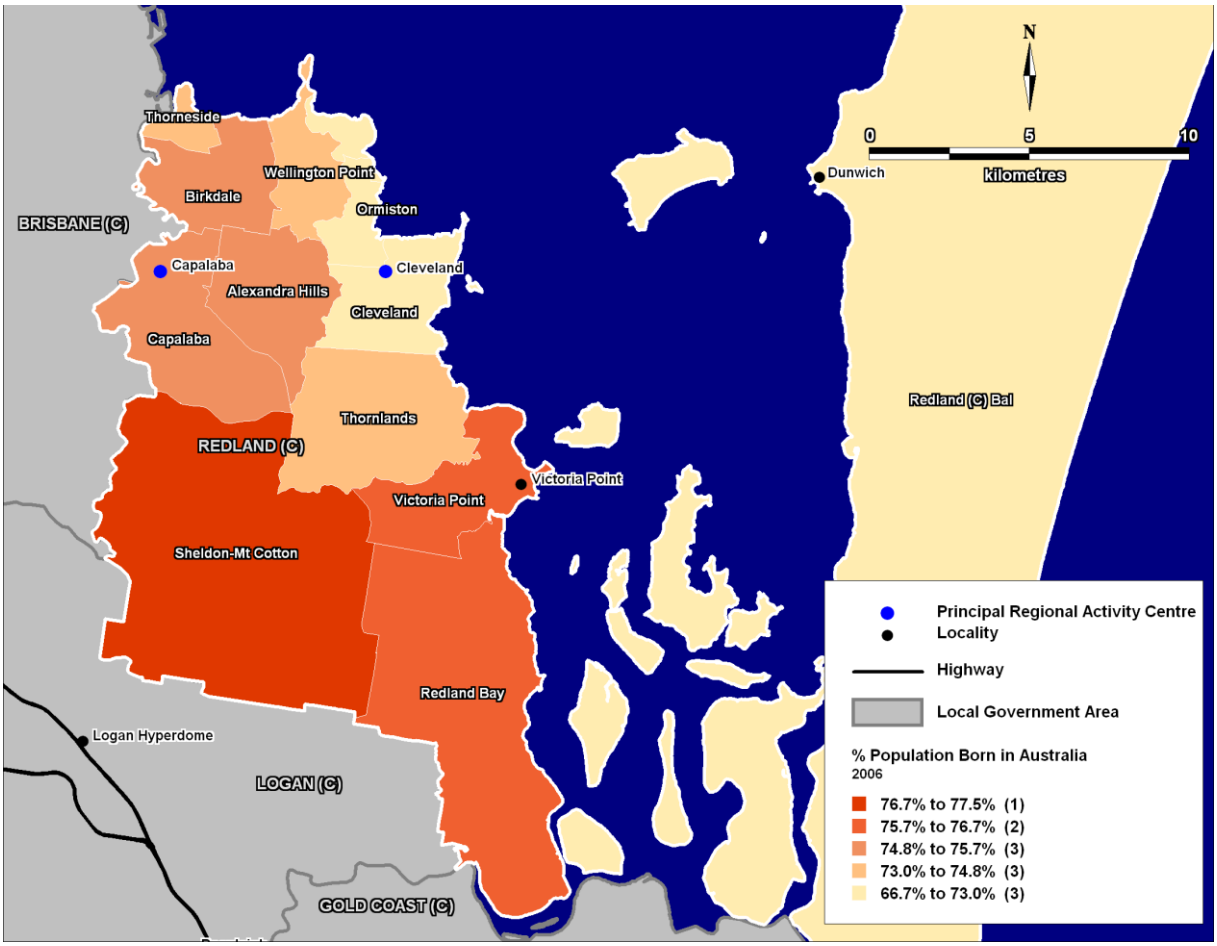
Figure 14 Breakdown of Birthplace as a Proportion of the Total Population in Redland City, SEQ and Queensland in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 8 LGA)

Figure 15 graphically illustrates the percentage of Redland City's population that were born in Australia based on 2006 data.

Figure 15 Percentage of Population Born in Australia in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 8 SLA)

Housing Implications:

- A variety of housing options (i.e. types, sizes, costs) should be available to suit various cultural needs and support cultural diversity in Redland City. Housing appropriate to the needs of the household helps in fostering equality and inclusiveness. Small and attached dwellings should be available for households that are accustomed to and prefer this type of housing. Diverse communities, in turn, play a critical role in maintaining social cohesion, supporting local economies and sustaining a range of local services and businesses.

3.2.7 Employment

Current Situation and Recent Trends

In 2006 Redland City had a workforce participation rate of 64%. Of the total Redland City workforce, 64% were working full time, similar to that of SEQ (64%) and Queensland (65%). 30% were employed on a part time basis, again similar to that of SEQ (30%) and Queensland (29%).

In 2006 40% of Redland City's working population lived and worked in the Redland City area. Of the 60% that travelled outside of Redland City for work, most went to Brisbane City and Logan City.

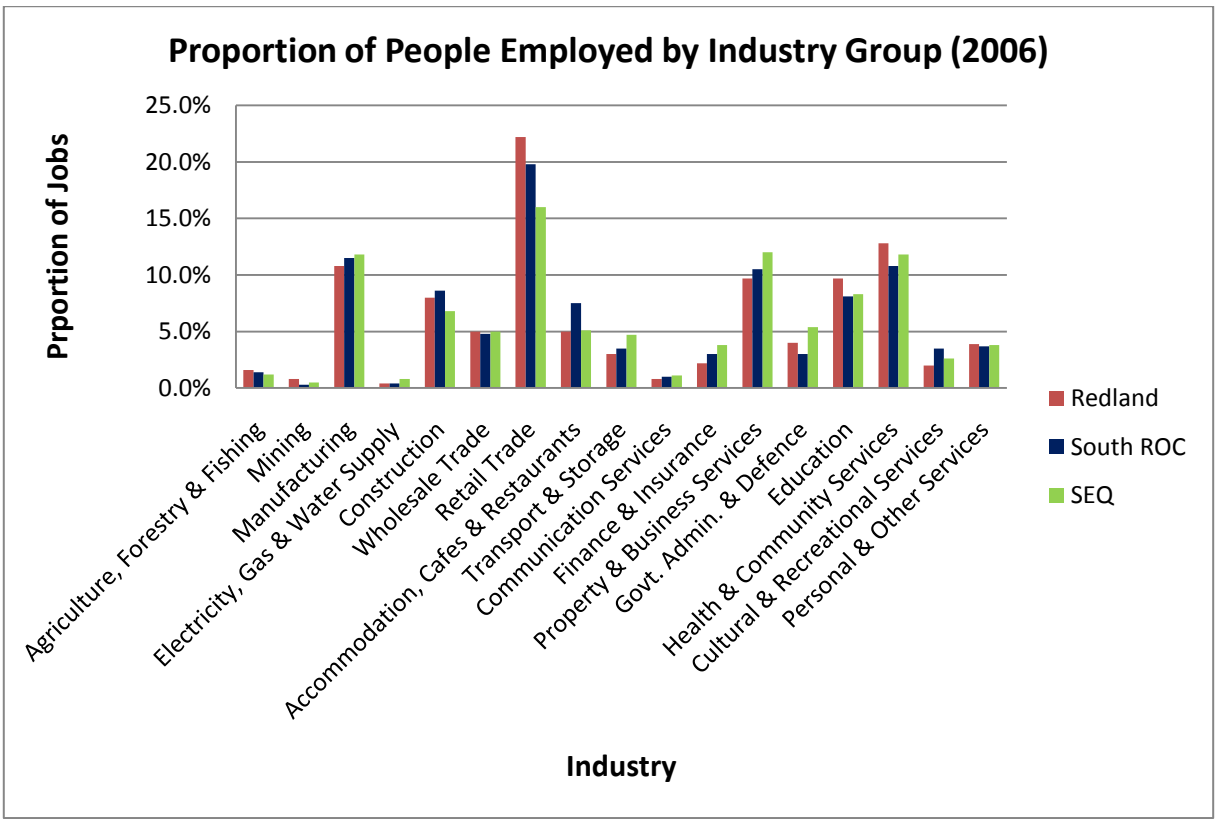
In Redland City, the industry sectors employing the greatest proportion of workers are:

- Retail Trade (22%);
- Health & Community Services (12%); and
- Manufacturing (11%).

The proportion of people employed in retail trade, education and construction was significantly greater in Redland City compared to SEQ. Compared with SEQ, Redland City had notably smaller proportion of residents employed in transport and storage; finance and insurance; and property and business services.

Figure 16 shows a full breakdown of people employed per industry group for Redland City and SEQ.

Figure 16 People Employed Per Industry Group in Redland City, SEQ and Queensland in 2006



Source: ABS Journey to Work data in Redland City Centres and Employment Strategy, 2010

Notes:
Employed person excludes overseas visitors.
Full time worker refers to those working more than 35+ hours on average per week.
Journey to Work data differs to Basic Census Data, which only records employment by place of residence. The Journey to Work data, which includes employment by location, offers a more accurate representation of the industrial structure in Redland City and comparative areas.
These figures are from the 2006 ABS Census (the latest available) and therefore should be used with caution.

Key Workers

A key worker is a public service employee who is considered to provide an essential service to the community (DirectGov, 2010). Examples of key workers include: teachers, doctors, nurses, police officers, ambulance officers, fire fighters and defence personnel. It is noted that some key workers such as some nurses and teachers are not public service employees (i.e. not employed by government), but they are still considered to be key workers.

Key workers often need to be located close to their place of work due to shift work or being "on call". Therefore housing in such areas needs to be affordable for key workers to enable them to live close to their place of work. If not, the ability to attract and retain key workers is more difficult which in turn may affect the adequate provision of community services. In response to this issue, numerous housing initiatives to make housing more affordable for key workers have been developed in other areas such as Docklands in Melbourne (The Merchant Project) and the City of

Perth (City of Perth Key Worker Housing Project). Similar key worker housing projects could be considered for Redland City and can range from government subsidised housing for teachers to staff living quarters for nurses.

The ABS provides information on key workers for Redland City under the three headings of Public Administration and Safety, Education and Training and Healthcare and Social Assistance. Table 5 shows the number of key workers in Redland City compared to Queensland.

Table 5 Number of Key Workers in Redland City and Queensland

Industry of Employment	Redland City	Queensland
Public Administration and Safety	3,568 (5.8% of total workers in all industries)	122,418 (6.7% of total workers in all industries)
Education and Training	4,018 (6.5% of total workers in all industries)	139,092 (7.6% of total workers in all industries)
Healthcare and Social Assistance	6,141 (9.9% of total workers in all industries)	186,332 (10.2% of total workers in all industries)
Total Key Workers	13,727 (22.2% of total workers in all industries)	447,842 (24.5% of total workers in all industries)
Total Workers in all Industries	61,732	1,825,001

Source: ABS, Census of Population and Housing, Industry of Employment by Occupation, 2006

In 2009 BankWest released its annual *National Key Worker Housing Affordability Report* which tracked housing affordability for key workers in key local government areas across Australia. BankWest measures annual median house price data compared with earnings data to calculate the level of affordability for houses in a given area. It uses the benchmark of 1:5, meaning an area is classified as unaffordable if the median house price is more than five times the annual salary of a key worker.

The results of the study show that the median price of a house in Redland City is 6.2 times the average annual earnings of a key worker, which is above the benchmark of 5. House prices are therefore currently considered unaffordable for key workers in the Redland based on this benchmark. However, Redland City was more affordable than the major centres of Brisbane (7.0) and the Gold Coast (6.9), but significantly more expensive than Logan (4.8) and Ipswich (4.2).

While key workers are important for a region and its social services, it is also important to consider the affordability of housing for award wage workers. This is most relevant to the personal services and retail sectors (retail being the largest employment industry in Redland City). If employees in these sectors cannot access affordable housing, it becomes increasingly difficult to attract and retain key workers. Consequently, a shortfall in key workers can have a negative impact on the

local economy and the ability to fulfil community service needs. The need for housing for "core" workers was raised during consultation for the *Redlands 2030 Community Plan*.

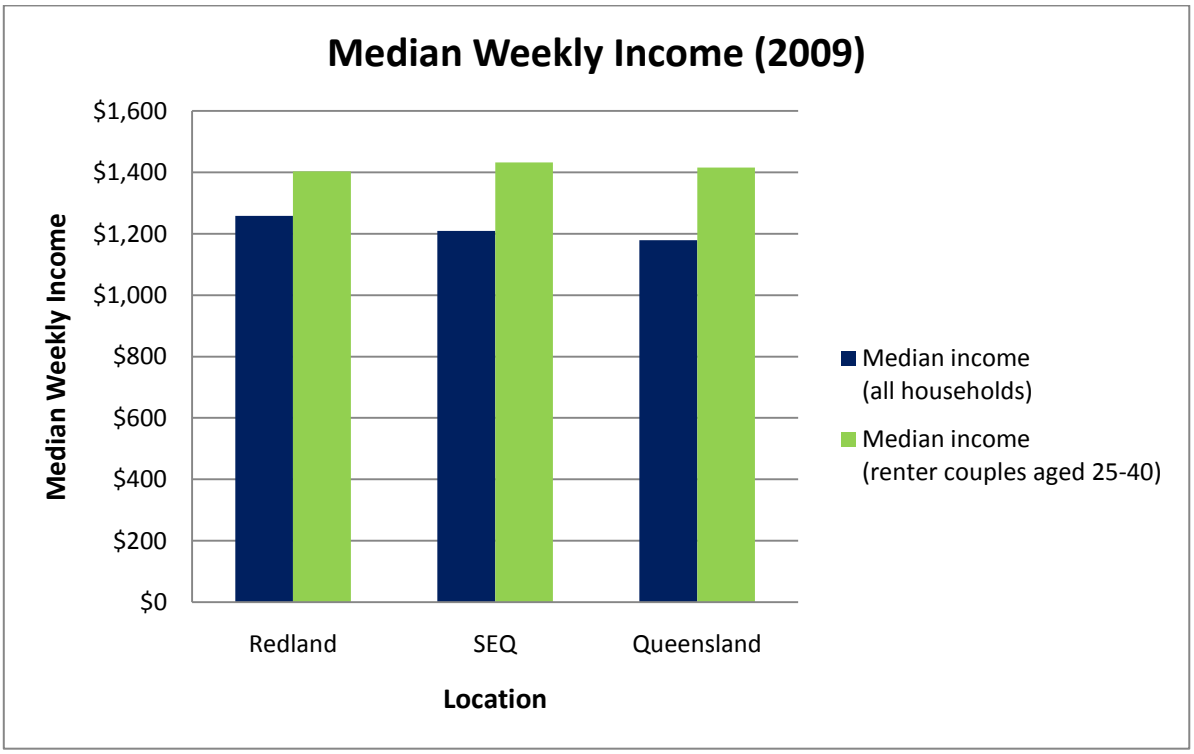
Housing Implications:

- With key workers making up 22.2% of all workers in Redland City it is important that appropriate and affordable housing is available to attract and retain them. Particular consideration needs to be given to the location of this housing in relation to key service centres or major public service institutions (for example, hospitals and schools).
- As the economy of Redland City develops key workers will continue to play an important role but housing affordability may decline, making appropriate key worker housing a more important issue.

3.2.8 Income

In 2009, the median weekly income for all households in Redland City was $1,258; slightly higher than both SEQ ($1,209) and Queensland ($1,179). Conversely, the median income for renter couples aged 25-40 years was slightly lower in Redland City ($1,403) compared to SEQ ($1,433) and Queensland ($1,416). A comparison of the median weekly income in Redland City, SEQ and Queensland is shown in Figure 17.

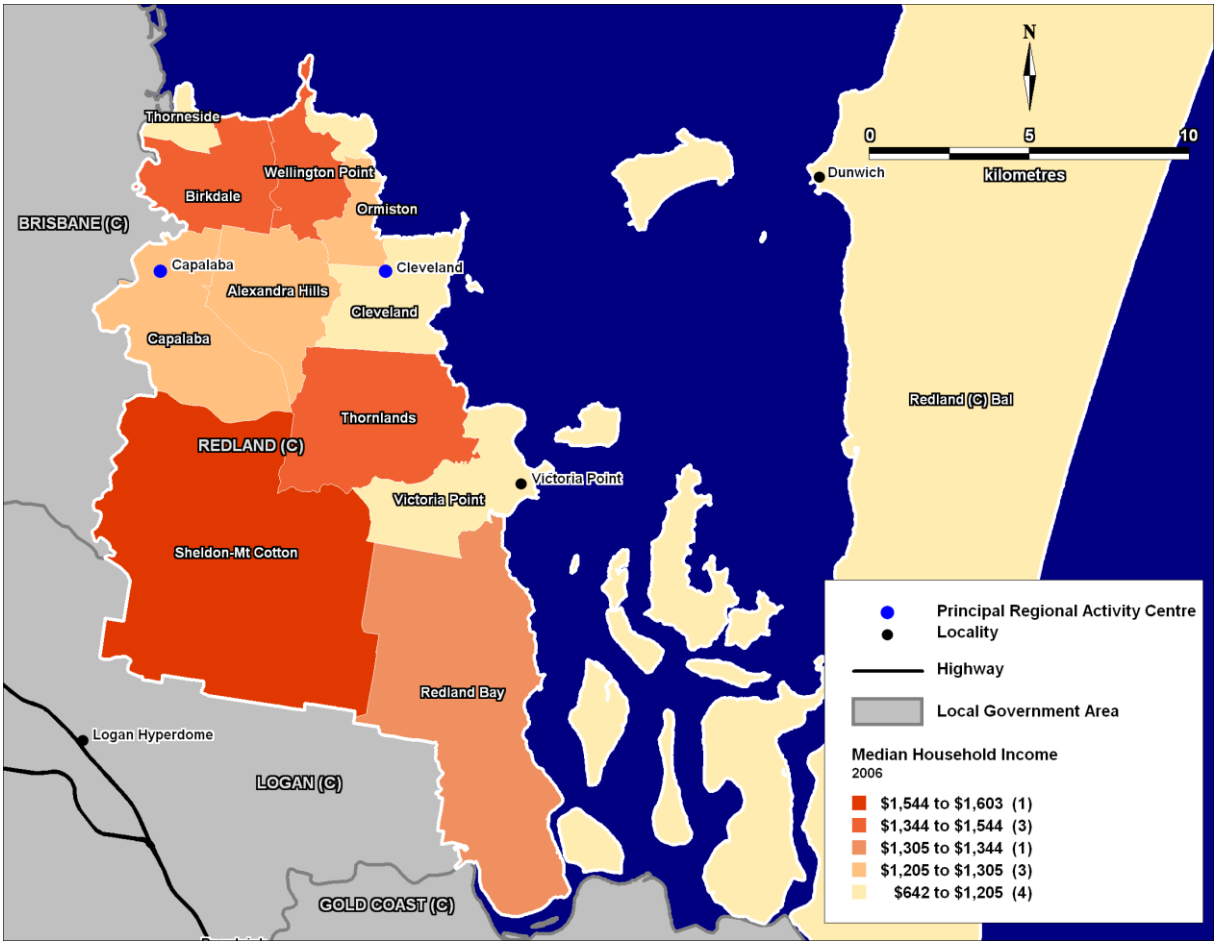
Figure 17 Median Weekly Income in Redland City, SEQ and Queensland in 2009



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 LGA)

Figure 18 illustrates the median income range across Redland City in 2009.

Figure 18 Median Weekly Income Range across Redland City in 2009

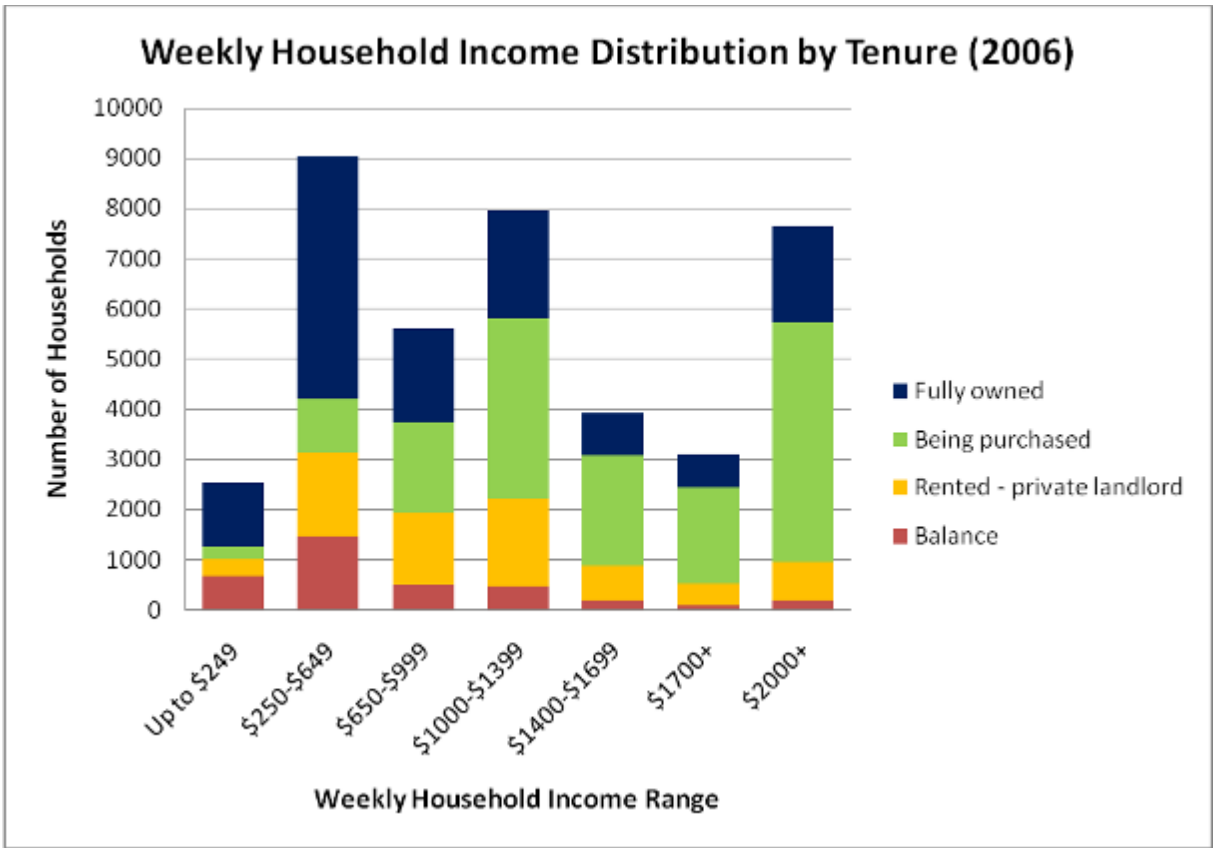


Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 SLA)

Household Income Distribution by Tenure

Figure 19 indicates that low income households earning between $250 and $649 per week are more likely to own their own home outright (likely due to a higher number of retirees in this cohort with houses paid off), whereas households earning over $1000 per week are more likely to be purchasing a home. Of those renting, most fall within the $250 to $1,399 (low to mid) income bracket. It should be noted that a large number of low income retirees own their home outright, which were acquired while earning higher incomes as wage earners, especially in Redland Shire Balance.

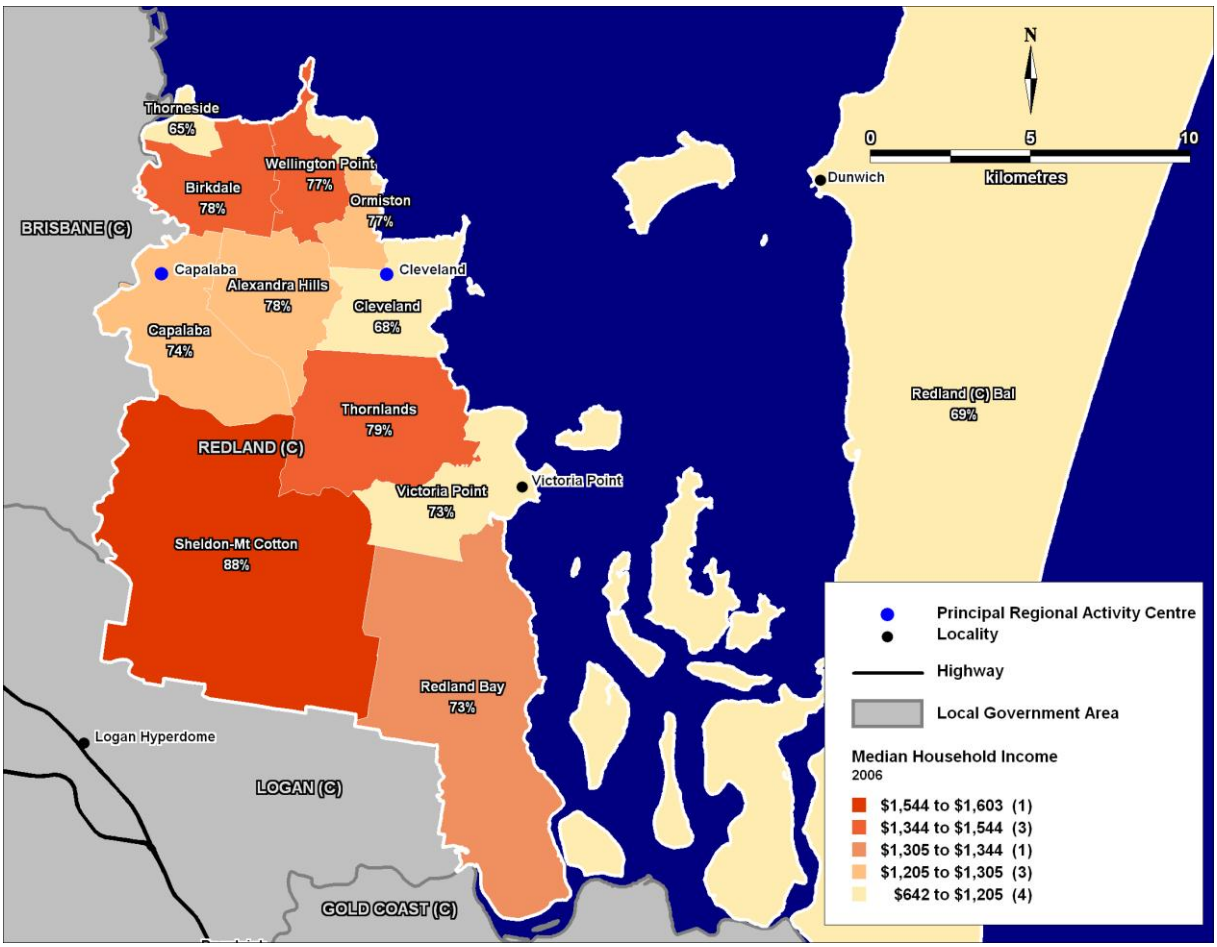
Figure 19 Weekly Household Income Distribution by Tenure



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 23 LGA)

Figure 20 maps both the median weekly income and proportion of home ownership (full ownership and those paying off a mortgage) in each SLA in 2006. As illustrated, there is a strong correlation between home ownership and income, with SLAs having higher median incomes more likely to be homeowners. The only exception is perhaps Redland Shire Balance which has the highest home ownership (outright) but the lowest wages.

Figure 20 Weekly Household Income and Home Ownership Distribution in Redland City in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 SLA & Table 10 SLA)

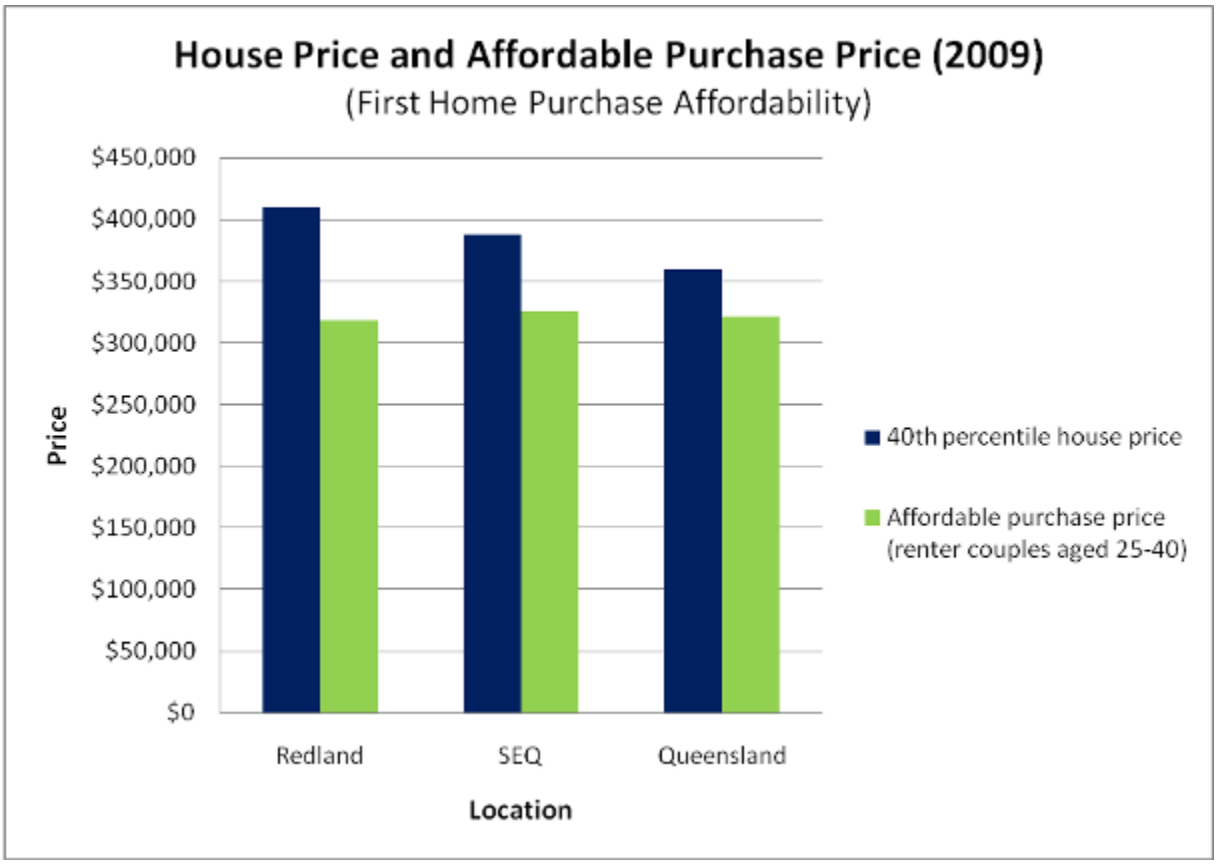
Purchase Affordability for First Home Buyers

Renter couples aged 25-40 years are considered to be the profile of typical first home buyers. The Department of Communities uses the 40th percentile house price as the best representation of an 'affordable' purchase price paid by first home buyers. Figure 22 compares the median house price with the affordable purchase price for these renter couples aged 25-40 years in Redland City, SEQ and Queensland.

As shown, the 40th percentile house price is much higher than what is considered affordable for first home buyer couples aged between 25 and 40 years in Redland City. The margin between the two prices is greatest in Redland City, followed by SEQ and Queensland.

In Redland City, there may be a significant difference in affordability depending on the suburb, with waterfront proximity resulting in much higher average prices and indications of lower affordability. Consequently this may skew the data presented in Figure 21 and should be used with caution. An analysis of first home purchase affordability by SLA is provided in section 3.3.7.

Figure 21 Comparison of Median House Price and Affordable Purchase Price for First Home Buyers in 2009 (based on renter couples aged 25-40 years)



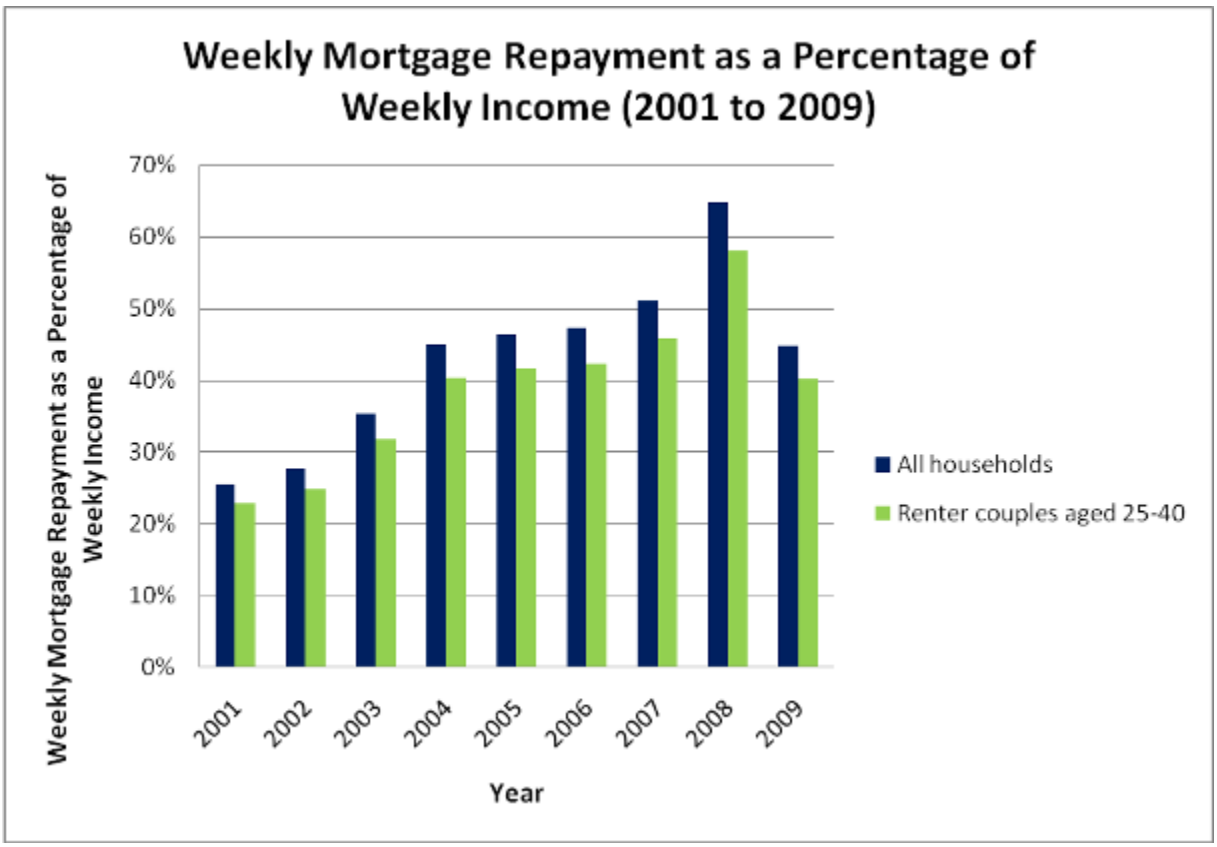
Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 LGA)

Mortgage Repayments as a Proportion of Income

The proportion of income required to meet mortgage repayments has been consistently rising for all households in Redland City, from 25% in 2001 to 65% in 2008 (see Figure 22). However, from 2008 to 2009, the proportion of weekly income spent on mortgage repayments dropped from approximately 65% down to 45%. The proportion of weekly income spent on mortgage repayments for renter couples aged 25-40 years followed the same trend. This may be a sign of people purchasing more cautiously at lower prices as a result of the global financial crisis, interest rate volatility and rising house prices.

The weekly mortgage repayment is based on the 40th percentile of a detached house price typical of first home buyers (taken from the First Home Buyer Grant Analysis). The purchase cost is based on a standard loan condition of a 5% deposit and 25 year term, with interest rates taken from indicator lending rates published in the Reserve Bank Bulletin. Weekly incomes in Figure 22 are local median household incomes from census time series profiles with data for intervening years calculated by applying a constant average percentage growth rate.

Figure 22 Weekly Mortgage Repayment as a Percentage of Weekly Income from 2001 to 2009



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 LGA)

Housing Implications:

- The 40th percentile house price (most likely for first home buyer couples aged 25-40 years) is higher in Redland City than both SEQ and Queensland. The 40th percentile house price is also significantly higher than what is considered affordable for renter couples aged 25-40 years who are purchasing their first home. Therefore housing affordability for first home buyers is a key consideration for Redland City.
- Housing affordability has been generally declining in Australia in recent years.
- Housing affordability in Redland City needs to be addressed using a variety of means.
- There may be a significant difference in affordability depending on the suburb, with waterfront proximity resulting in much higher average prices and indications of lower affordability.

3.2.9 Short Term Accommodation

Tourist Accommodation

Redland City is the gateway to North Stradbroke Island and the cluster of Southern Moreton Bay Islands, which offer a range of activities and attractions for tourists. Redland City is located approximately one hour away from Brisbane's domestic and international airports.

According to ABS data, in March 2010 Redland City had a total of 9 hotel, motel or serviced apartment establishments with 5 or more rooms. These were located in Alexandra Hills (1), Cleveland (2), Ormiston (1), Redland Shire Balance (4) and Sheldon-Mt Cotton (1). In the 2010 March quarter the average occupancy rate across the 9 establishments was 57.3%, with an average length of stay of 2.6 days.

In March 2010, Redland City had 477 holiday flats, units and houses, all of which were located in Redland Shire Balance. In the 2010 March quarter the average occupancy rate across the 477 establishments was 34.1%, with an average length of stay of 2.2 days.

Redland City also has 4 caravan parks and 1 visitor hostel. The caravan parks are located in Thorneside, Birkdale, Capalaba and on North Stradbroke Island. The hostel is also located on North Stradbroke Island, along with numerous camping grounds. In 2006, caravan parks were a long term place of residence for 307 people in Redland City.

During consultation for the *Redlands 2030 Community Plan*, there was concern raised over the loss of affordable and temporary housing options such as caravan parks. Caravan parks are an important form of low cost housing, and the need to protect them for this purpose has been acknowledged by Redland City Council via recent planning scheme amendments.

Homelessness and Crisis Housing

A report by Chamberlain and MacKenzie (2009) investigates the levels of homelessness throughout Queensland, including data for Redland City. Figures obtained as part of the 2006 ABS Census show that 242 people were homeless in Redland City (all forms of homelessness), which is a rate of 19 people per 10,000 of the total population. This rate is lower than that of Queensland (69 per 10,000 people) and Australia 53 per 10,000. The number of people counted as being secondary homeless was significantly higher than the other forms of homelessness.

Chamberlain and MacKenzie note that a major investment in State and community housing will be needed over the next decade in order to reduce the homeless population. Crisis and short term accommodation should represent a significant proportion of all State and community housing in order to help address the issues of homelessness (particularly secondary homelessness) throughout Redland City.

Housing Implications:

- In considering the total housing needs of Redland City it is important to make allowances for housing visitors/holiday makers, while also ensuring there is vacant stock to allow households to change dwellings and ensuring that supply exceeds demand and therefore reduces price pressures.

3.3 Statistical Local Area Reporting

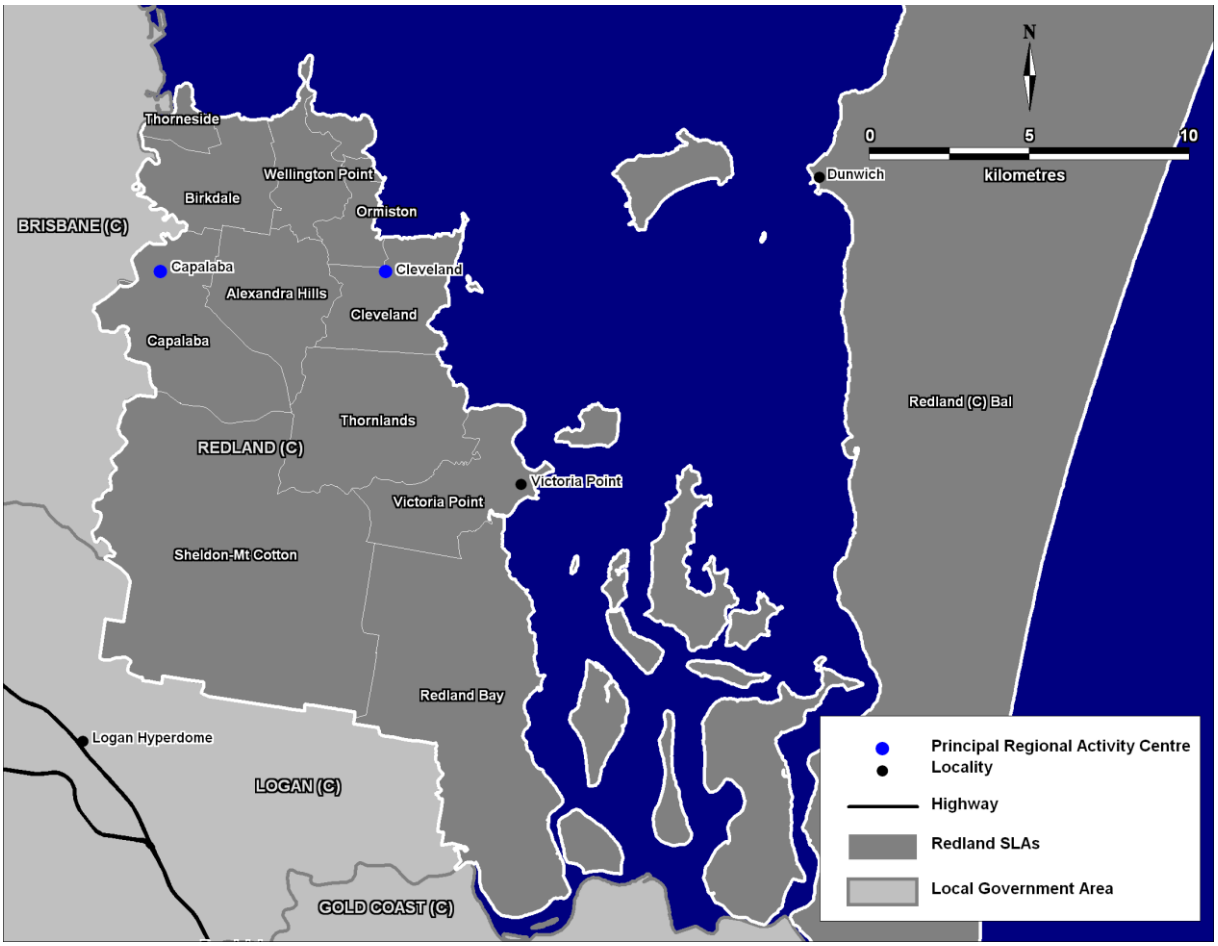
Section 3.3 of the report focuses on the individual Statistical Local Areas (SLAs) that make up the Redland to gain an understanding of how housing, and factors influencing housing need, vary across the Redland. This section examines population, household type, age, disability, Indigenous population, birthplace and cultural diversity, employment, income, and temporary residents and visitors.

Redland City is made up of the following SLAs:

- Alexandra Hills;
- Birkdale;
- Capalaba;
- Cleveland;
- Ormiston;
- Redland Shire Balance;
- Redland Bay;
- Sheldon-Mt Cotton;
- Thorneside;
- Thornlands;
- Victoria Point; and
- Wellington Point.

In this section all references made to each of the SLAs listed above refers to the whole area of the SLA and not a particular suburb or centre. Figure 23 shows the current SLA boundaries in Redland City.

Figure 23 Statistical Local Area Boundaries in Redland City



Source: SGS Economics and Planning, 2010

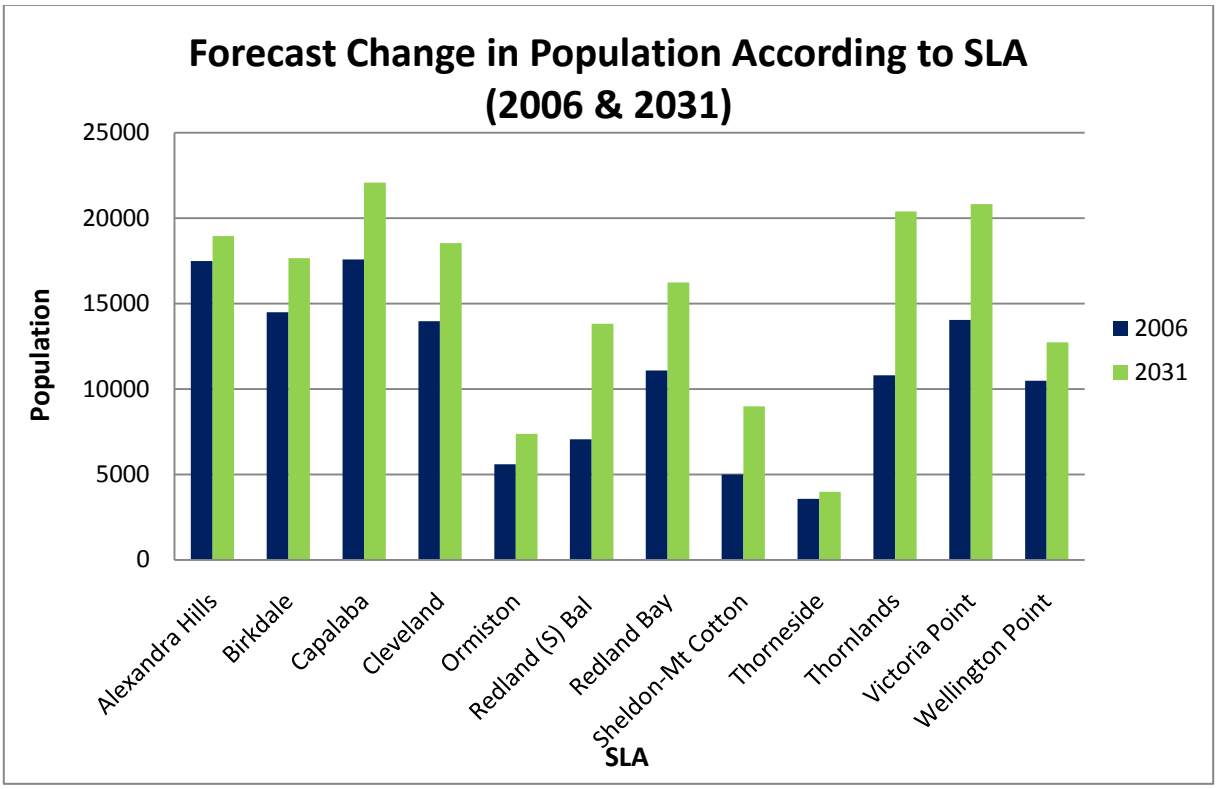
3.3.1 Population

Current Situation and Recent Trends

In 2006, Capalaba (17,589) had the highest residential population of all the SLAs, closely followed by Alexandra Hills (17,499). Based on 2031 forecasts, the population of each SLA is expected to increase, with Redland Shire Balance and Thornlands predicted to have the highest percentage increases of 95.8% and 88.9% respectively.

Figure 24 compares the population of each SLA in 2006 with the forecast populations for 2031.

Figure 24 Forecast Change in Population According to SLA from 2006 to 2031



Source: PIFU forecasts in Department of Communities, Housing Analysis Review, 2010 (Table 3 SLA) & Redland Planning Estimates.

Population Distribution

Redland City is made up of a number of communities which have various population, demographic characteristics and growth forecasts. These are summarised in Table 6. Most of the forecast growth up until 2031 is expected to occur in Thornlands, Victoria Point and Redland Shire Balance.

Table 6 Redland City Communities Snapshot

SLA	Current Population (2006) (% of Total Pop.)	Forecast Population (2031) (% of Total Pop.)	Forecast Population Growth 2006-2031	Percentage Growth 2006-2031	Suburban Character/ Comments
Alexandra Hills	17,499 (13.3%)	18,958 (10.4%)	1,479	8.3%	Alexandra Hills is one of the largest residential suburbs in Redland and sits between two major activity centres, with Cleveland to the east and Capalaba to the west.

SLA	Current Population (2006) (% of Total Pop.)	Forecast Population (2031) (% of Total Pop.)	Forecast Population Growth 2006-2031	Percentage Growth 2006-2031	Suburban Character/ Comments
Birkdale	14,498 (11%)	17,668 (9.7%)	3,170	21.9%	Birkdale is a residential suburb located in the northern part of Redland City.
Capalaba	17,589 (13.4%)	22,081 (12.2%)	4,492	25.5%	Capalaba is the largest commercial centre in the Redland and includes a range of residential, retail and commercial development. It is also one of two Principal Regional Activity Centres in the Redland.
Cleveland	13,979 (10.7%)	18,551 (10.2%)	4,572	32.7%	Cleveland is one of Redland's Principal Regional Activity Centres and includes a range of residential, retail and commercial development. The Cleveland Centre Master Plan aims to consolidate the CBD by allowing higher densities within close proximity to major transit nodes. Cleveland borders Moreton Bay and serves as the main access point to the northern islands, particularly North Stradbroke Island.
Ormiston	5,601 (4.3%)	7,388 (4.1%)	1,787	31.9%	Ormiston is a leafy bayside suburb with large areas of open space and bushland. Once a farming area, the suburb is now largely a residential area.
Redland Shire Balance	7,064 (5.4%)	13,828 (7.6%)	6,764	95.8%	The island communities offer an alternative lifestyle for permanent residents and have significant environmental and cultural values.

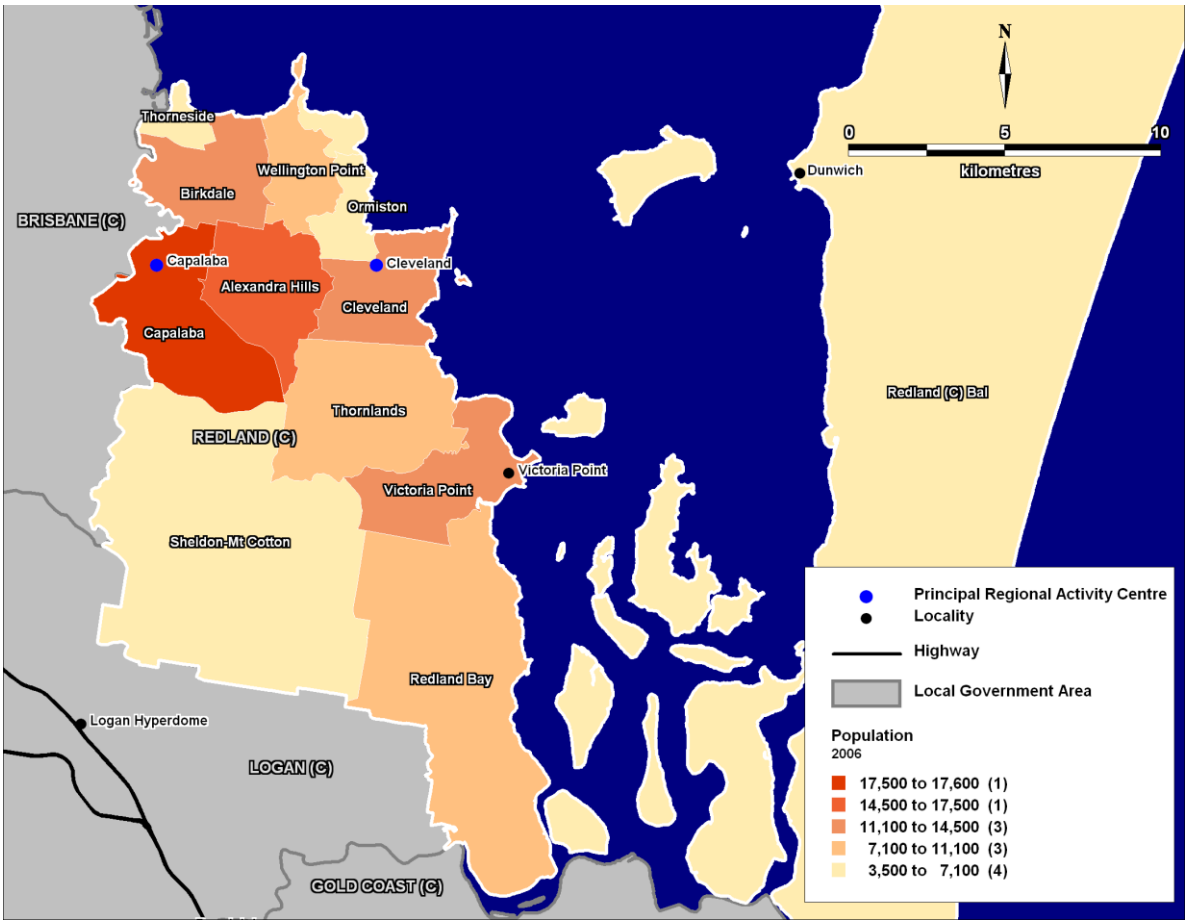
SLA	Current Population (2006) (% of Total Pop.)	Forecast Population (2031) (% of Total Pop.)	Forecast Population Growth 2006-2031	Percentage Growth 2006-2031	Suburban Character/ Comments
Redland Bay	11,094 (8.5%)	16,235 (8.9%)	5,141	46.3%	Primarily a residential suburb with a range of retail and service outlets. It borders Moreton Bay and serves as an access point to the Southern Moreton Bay Islands. It has a rapidly growing population due to new housing developments.
Sheldon-Mt Cotton	4,997 (3.8%)	8,985 (4.9%)	3,988	79.8%	Large parcel of land on the western edge of Redland. It is one of the few remaining rural areas in the City. Although residential development has been increasing in the area, it is not envisaged the area will experience significant residential development in the long term due to its designation in the SEQRP in the Regional Landscape and Rural Production Area.
Thorneside	3,570 (2.7%)	3,996 (2.2%)	426	11.9%	Thorneside is one of Redland's coastal suburbs, containing low density residential development.
Thornlands	10,798 (8.2%)	20,398 (11.2%)	9,600	88.9%	Thornlands is primarily suburban residences, with rural residences of larger lot sizes located towards the southern end of the suburb. It has a rapidly growing population due to new housing developments.

SLA	Current Population (2006) (% of Total Pop.)	Forecast Population (2031) (% of Total Pop.)	Forecast Population Growth 2006-2031	Percentage Growth 2006-2031	Suburban Character/ Comments
Victoria Point	14,040 (10.7%)	20,822 (11.5%)	6,782	48.3%	Victoria Point is largely a residential area with a wide range of community infrastructure and services. The area has a growing elderly population with numerous retirement villages located in the suburb.
Wellington Point	10,481 (8.0%)	12,727 (7.0%)	2,246	21.4%	Wellington Point is largely a residential area with a wide range of community infrastructure and services. It is a popular day-trip destination with a strong seaside and village atmosphere.

Source: Redland City Council, 2008

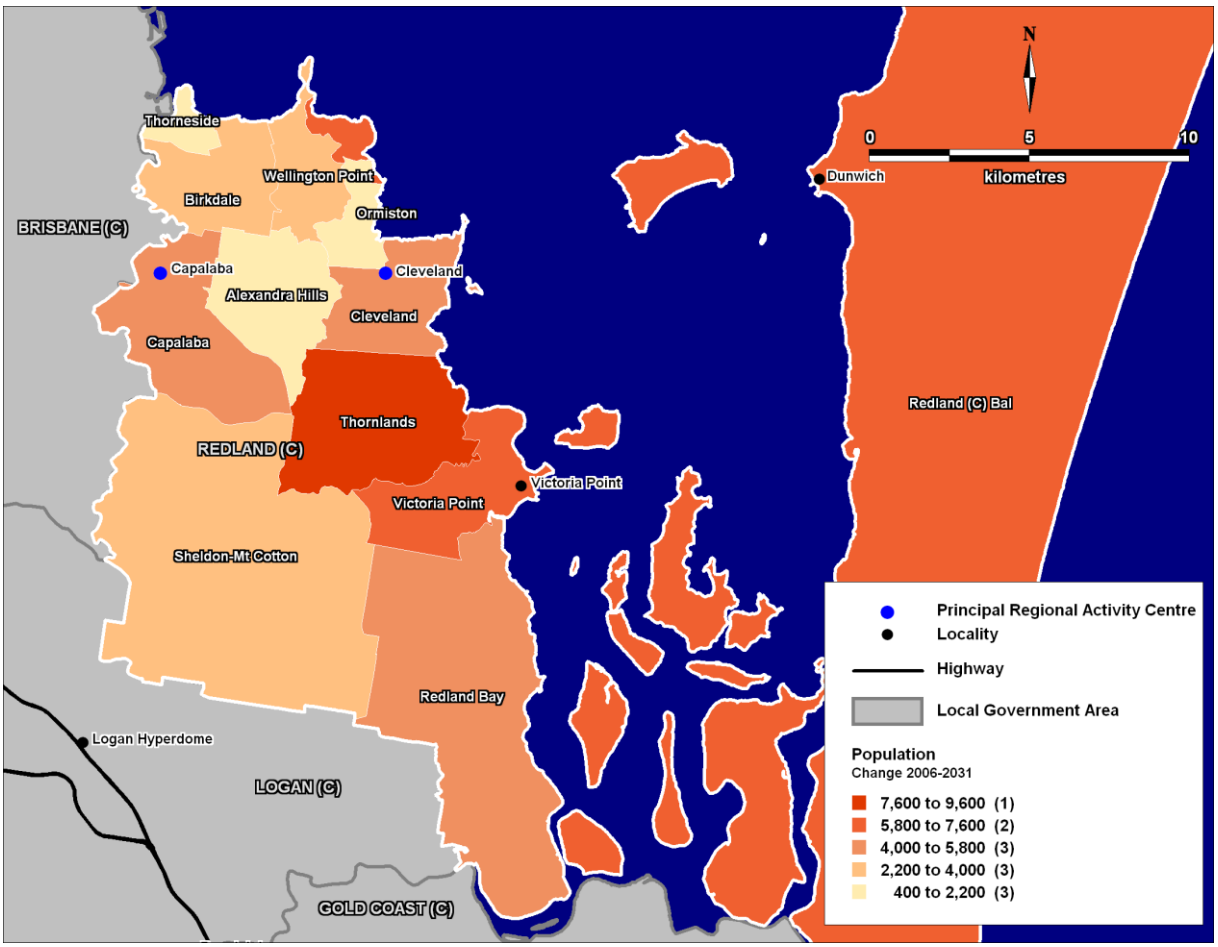
Figure 25, Figure 26 and Figure 27 graphically illustrate the distribution of population in Redland City in 2006, the forecast change in population between 2006 and 2031 and the forecast population distribution in 2031.

Figure 25 Population Distribution in Redland City in 2006



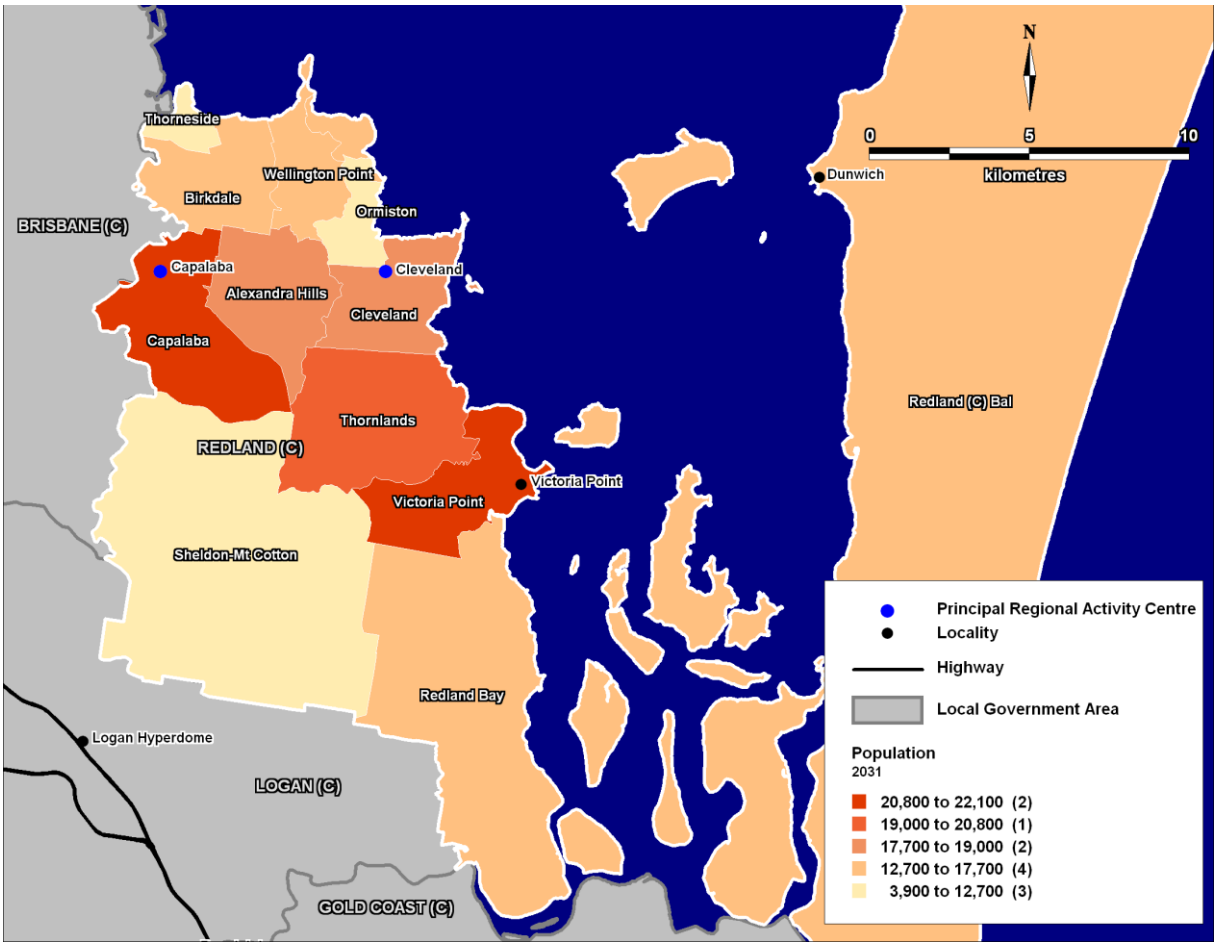
Source: Redland City Council, 2008

Figure 26 Forecast Population Change in Redland City between 2006 and 2031



Source: Redland City Council, 2008

Figure 27 Forecast Population Distribution in Redland City in 2031



Source: Redland City Council, 2008

Housing Implications:

- The areas with the highest forecast population growth until 2031 based on current trends are Thornlands, Victoria Point and Redland Shire Balance. It is important that any new residential development is undertaken in a way that meets housing demand but also ensures a diversity of housing options is available to Redland City's residents.
- Integrated planning is an important element for sustainable and affordable communities; and therefore any new residential neighbourhoods should be developed with consideration for access to community facilities, services and transport options.
- Limited physical area for residential development means alternative, and more concentrated or higher density housing forms, should be considered (where appropriate) to accommodate population growth and limit pressure on valuable green space.

3.3.2 Household Type

In 2006, Capalaba had the greatest number of households (6,008), closely followed by Alexandra Hills (5,626) and Cleveland (5,405). A couple with children was the predominant household type across most of the SLAs, except Cleveland, Redland Shire Balance and Thorneside. Instead, these three SLAs had greater proportions of single person and couple only households.

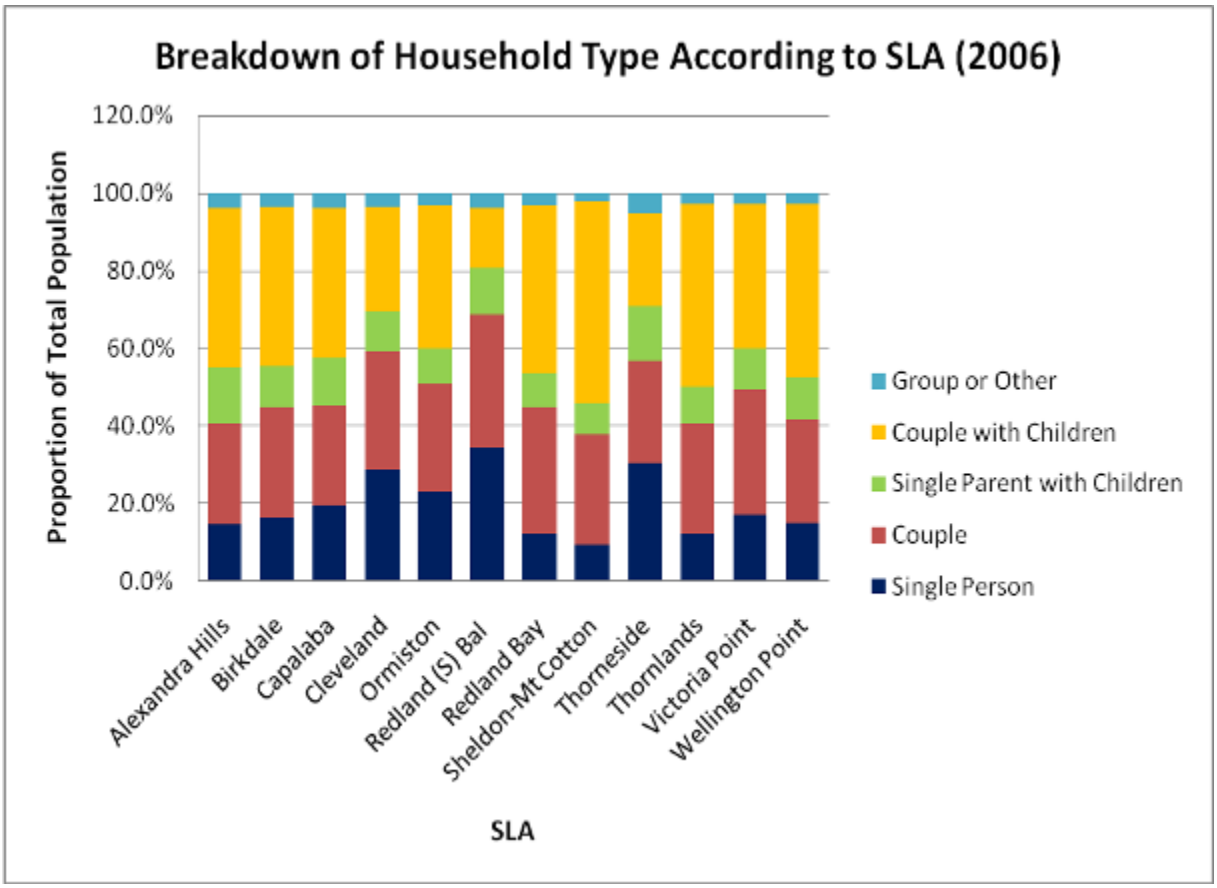
When comparing all SLAs, Redland Shire Balance had a significantly smaller proportion of couple with children households, whereas Sheldon-Mt Cotton had a significantly greater proportion of couple with children households.

Between 2001 and 2006 the most significant changes to household type were:

- The proportion of single person households increased across all SLAs except Redland Bay, Thornlands and Wellington Point; and
- The proportion of couple with children households decreased in each SLA except Redland Bay and Thornlands.

Figure 28 shows the breakdown of household type for each SLA in 2006.

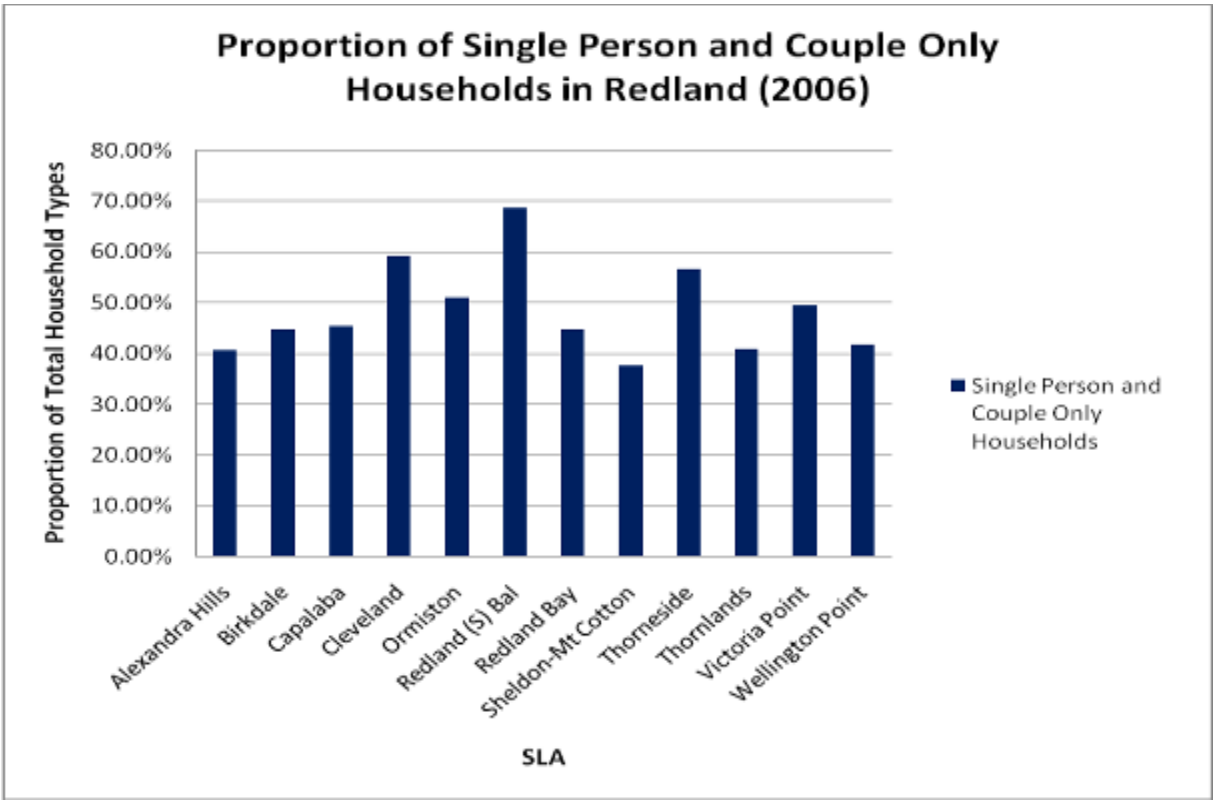
Figure 28 Breakdown of Household Type in each SLA in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 1 SLA Graph)

As shown in Figure 29, Redland Shire Balance, Cleveland and Thorneside have greater proportions of single person and couple only households compared to the other SLAs. This is most likely due to older cohorts which are more likely to have smaller household sizes. Sheldon-Mt Cotton has a significantly smaller proportion of single and couple only households compared to all other SLAs.

Figure 29 Proportion of Single Person and Couple Only Households across all SLAs in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 1 SLA)

Housing Implications:

- Sheldon-Mt Cotton, Thornlands and Wellington Point have large proportions of couple with children households. It is important that a range of dwellings types, particularly large dwellings, are available across different price points for families in these areas.
- Cleveland has a significantly large proportion of single person and couple only households, a large proportion of residents born overseas, as well as a greater proportion of people employed part time. For this reason, a wide range of housing options should be available in Cleveland, particularly higher density and smaller sized dwellings across a range of price points.

3.3.3 Age

The age profile of Redland City in 2006 shows significant variation between each of the SLAs as follows:

- Redland Bay and Sheldon-Mt Cotton (24.6% and 25.4% respectively) have the greatest proportions of people aged less than 15 years.
- Cleveland has the smallest proportion of people aged under 15 years (15.1%) and the greatest proportion of people aged over 75 years (11.6%). In addition, Cleveland's dominant age group is 45-54 years and this differs from the Redland LGA, the SEQ region and Queensland (where the < 15 year old age group represents the largest proportion).
- Ormiston has a small proportion of people aged 25-34 years (7.7%) and a large proportion of people aged over 75 years (9.6%).
- Redland Shire Balance has a small proportion of people aged under 34 years and a significantly larger proportion of people aged between 55 and 74 years. However, for the over 75+ years age bracket (6.0%) the proportion is smaller than the Redland LGA (6.3%), the SEQ region (6.2%) and Queensland (5.9%) proportions.
- Thorneside has the greatest proportion of people aged 25-34 years (15.3%).
- Victoria Point has a large proportion of people aged 65-74 years (8.3%) and 75+ years (10.2%).

Table 7 compares the age profiles for each of the SLAs in 2006. In general, the age profile shows that newer suburbs have more families with young children and more established suburbs have greater proportions of older residents.

Table 7 Age Profile of each SLA in 2006

Age profile and population trends (2006)									
	< 15 yrs	15-24 yrs	25-34 yrs	35-44 yrs	45-54 yrs	55-64 yrs	65-74 yrs	75+ yrs	Total population
Alexandra Hills									
2001	25.6%	15.3%	14.0%	17.1%	14.5%	6.4%	3.9%	3.3%	18,030
2006	22.5%	15.9%	13.0%	14.7%	15.4%	9.9%	4.4%	4.2%	17,499
Birkdale									
2001	23.4%	14.6%	12.1%	15.7%	15.3%	9.0%	5.1%	4.9%	13,906
2006	21.1%	14.6%	10.2%	14.5%	15.5%	11.2%	6.2%	6.7%	14,498
Capalaba									
2001	24.0%	15.3%	13.6%	16.2%	15.5%	7.8%	4.5%	3.1%	17,774
2006	21.7%	15.0%	12.8%	14.1%	15.6%	11.2%	5.5%	4.3%	17,589
Cleveland									
2001	17.6%	13.3%	9.2%	13.4%	16.7%	11.6%	9.6%	8.8%	13,409
2006	15.1%	13.7%	8.2%	11.8%	15.9%	13.8%	9.9%	11.6%	13,979
Ormiston									
2001	21.6%	13.4%	10.4%	15.2%	14.9%	9.0%	6.6%	8.9%	5,422
2006	18.9%	14.8%	7.7%	14.5%	16.6%	11.1%	6.9%	9.6%	5,601
Redland (S) Bal									
2001	18.8%	7.6%	8.3%	13.2%	17.4%	18.6%	11.5%	4.7%	6,263
2006	16.9%	7.8%	7.4%	11.5%	15.4%	22.1%	13.0%	6.0%	7,064
Redland Bay									
2001	22.5%	10.9%	11.8%	16.1%	14.0%	10.9%	8.1%	5.8%	7,585
2006	24.6%	10.9%	12.3%	16.3%	13.0%	11.4%	6.6%	5.0%	11,094
Sheldon-Mt Cotton									
2001	25.5%	13.5%	14.4%	16.7%	15.3%	9.3%	3.9%	1.6%	4,536
2006	25.4%	12.8%	11.9%	17.9%	14.3%	11.5%	4.3%	2.0%	4,997
Thorneside									
2001	20.0%	16.3%	15.3%	14.4%	15.7%	9.5%	4.8%	4.0%	3,557
2006	17.9%	13.4%	15.3%	14.7%	14.4%	12.7%	6.9%	4.8%	3,570
Thornlands									
2001	22.8%	14.6%	9.8%	16.6%	15.4%	9.0%	6.5%	5.3%	7,816
2006	23.3%	14.3%	10.5%	15.6%	15.6%	10.5%	5.3%	4.9%	10,798
Victoria Point									
2001	23.3%	11.5%	10.8%	16.1%	12.6%	9.1%	8.0%	8.6%	12,522
2006	21.5%	12.1%	9.2%	14.3%	13.5%	10.9%	8.3%	10.2%	14,040
Wellington Point									
2001	23.3%	14.2%	13.3%	16.7%	15.2%	8.4%	5.2%	3.8%	9,268
2006	22.6%	14.5%	10.0%	16.6%	16.0%	10.6%	5.2%	4.4%	10,481

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 2 SLA)

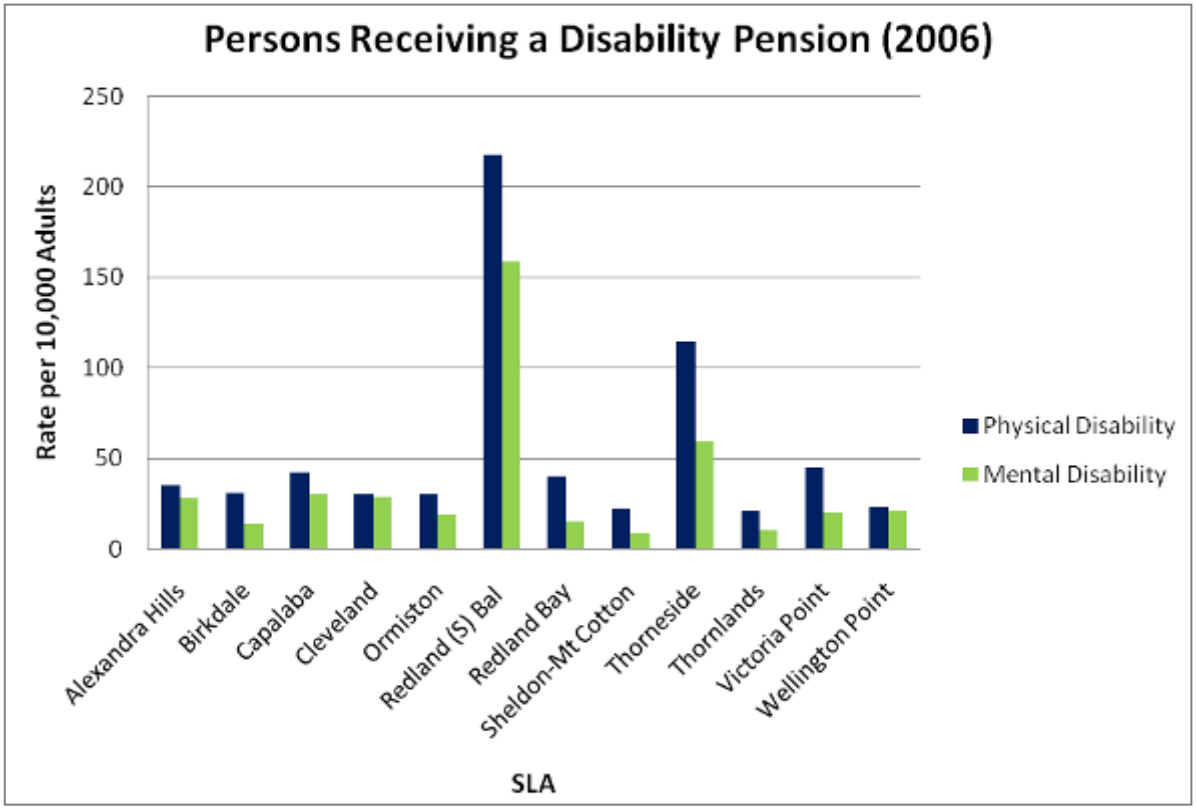
Housing Implications:

- Victoria Point, Ormiston and Cleveland have higher proportions of people aged over 75 years and therefore a range of age appropriate accommodation is required in these areas, along with other forms of accommodation to attract a range of demographics (i.e. accommodation for the aged and retired, nursing homes and adaptable dwellings).
- Thorneside has the greatest proportion of people aged 25-34 years, along with a large proportion of single person and couple only households. For this reason, a range of housing choices should be available for young persons in smaller household types (particularly higher density and small dwellings across a range of price points), along with other forms of accommodation to attract a range of demographics.

3.3.4 Disability

As shown in Figure 30, Redland Shire Balance and Thorneside have significantly higher rates of people receiving a disability pension compared to other SLAs. It should be noted that these figures are based on Centrelink records of persons with a disability and therefore may not account for all people with a disability.

Figure 30 Persons Receiving a Disability Pension in 2006 According to SLA



Source: Department of Family and Community Services, Housing Dataset of Centrelink in Department of Communities, Housing Analysis Review, 2010 (Table 6 SLA)

Housing Implications:

- Redland Shire Balance and Thorneside have significantly higher rates of people receiving a disability pension, as well as large proportions of people aged 65-74 years. These SLAs should therefore be key investigation areas for the provision of age appropriate accommodation and accommodation for people with a disability (i.e. accommodation for the aged and retired, nursing homes, universal housing, adaptable housing).

3.3.5 Indigenous, Birthplace and Cultural Diversity

In 2006, Redland Shire Balance had a significantly large proportion of Indigenous persons (7.4%) in the total population, with all other SLAs only recording between 0.9% and 2.1%. This proportion was also significantly larger than the Redland LGA (1.6%), SEQ (1.8%) and Queensland (3.5%). Cleveland recorded the greatest proportion of residents born outside of Australia (33.2%), whereas Sheldon-Mt Cotton had the smallest proportion (22.6%). Of all the birthplace categories (Europe, North Africa and Middle East, Asia, the Americas, Sub-Saharan Africa, Other/Not Stated, Australia) Europe was the most common birthplace other than Australia across each SLA.

Housing Implications:

- Redland Shire Balance has a large proportion of Indigenous residents and should therefore be the focus of housing that is provided specifically for the needs of Indigenous households. A diversity of housing should be provided, with a focus on larger, more affordable dwellings.

3.3.6 Employment

In 2006, Thorneside had the greatest proportion of residents who worked more than 35 hours per week (67.3%), with Redland Shire Balance recording the lowest proportion of residents working full time (54.2%). Cleveland, Ormiston, Redland Shire Balance and Victoria Point had greater proportions of people employed on a part time basis compared to the Redland LGA, SEQ and Queensland.

Housing Implications:

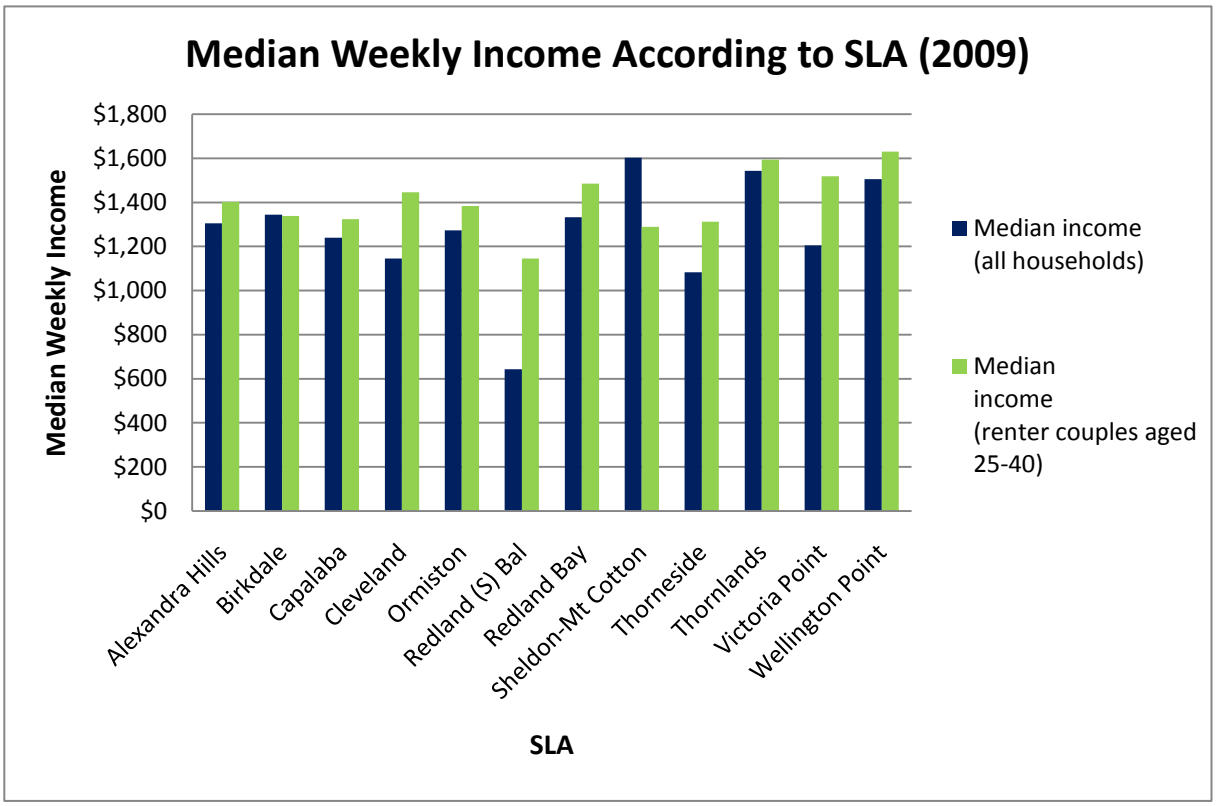
- Redland Shire Balance, Cleveland, Ormiston and Victoria Point have comparatively large proportions of residents employed on a part time basis, meaning more affordable housing options are required to match typically lower levels of income. In response, a diversity of housing options (types, sizes, prices, tenures) should be provided to increase housing affordability amongst lower income households.

3.3.7 Income

Current Situation and Recent Trends

In 2009, Sheldon-Mt Cotton recorded the highest median weekly income across all households ($1,603 per week), followed by Thornlands ($1,544 per week) and Wellington Point ($1,506 per week). The median weekly income for renter couples aged 25-40 years was highest in Wellington Point ($1,631 per week), closely followed by Thornlands ($1,595). Median weekly incomes were significantly lower in Redland Shire Balance compared to all other SLAs. A comparison of median weekly incomes is shown in Figure 31.

Figure 31 Median Weekly Income According to SLA in 2009



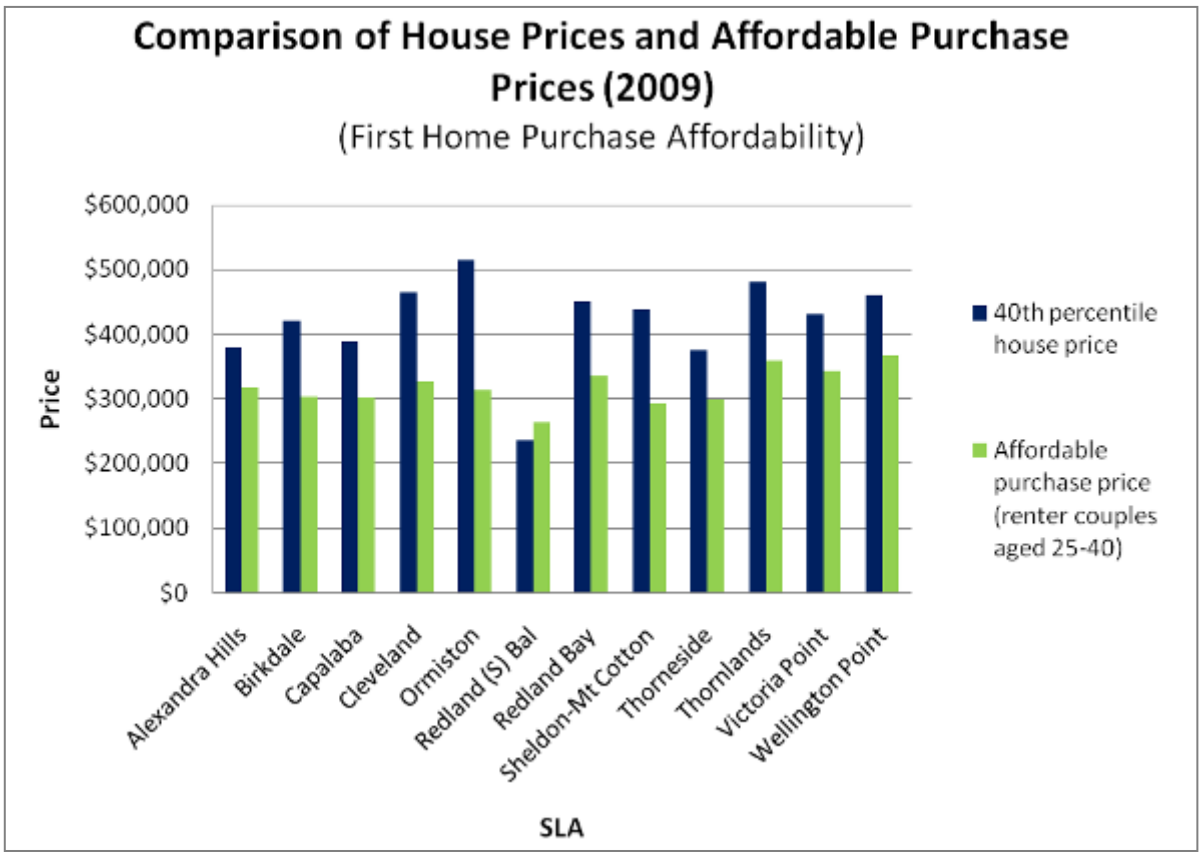
Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 SLA)

As shown in Figure 31, Sheldon-Mt Cotton was the only SLA where the median income of all households was higher than the median income of renter couple households aged 25-40years. This is likely due to a combination of Sheldon-Mt Cotton having: a notably high proportion of middle aged persons (35-64 years) who tend to earn more than their younger counterparts; the highest proportion of full time workers; and a low proportion of residents aged over 65 years who tend to be retired with little or no income. Sheldon-Mt Cotton has the lowest rate of private rentals of any SLA and therefore the median income of renters may be skewed by the low sample number. It appears that Sheldon-Mt Cotton is a relatively affluent area dominated by somewhat older house owner/buyers, with houses on large lots. It also appears that the area is less well serviced with transport, services and retail, and therefore may be less attractive to renters.

Purchase Affordability for First Home Buyers

As shown in Figure 32, the 40th percentile house price is higher than the affordable purchase price for renter couples aged 25-40 years in each SLA except Redland Shire Balance. Ormiston has the highest 40th percentile house price (and the greatest gap between that and affordable purchase price), followed by Thornlands, Cleveland, Wellington Point and Redland Bay. These figures suggest there is a lack of housing affordability in most suburbs across Redland City.

Figure 32 Comparison of House Prices and Affordable Purchase Price for First Home Buyers (based on renter couples aged 25-40 years)



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17 SLA)

Housing Implications:

- The 40th percentile house price is higher than the affordable purchase price for renter couples aged 25-40 in each SLA except Redland Shire Balance. This information shows a clear lack of housing affordability for first home buyers, and this needs to be a key consideration for housing across all of Redland City in order to improve liveability. An increase in housing diversity should be a key response to this issue, allowing residents greater choice in accommodation that suits their individual needs.

4 Existing Housing Stock and Market Characteristics

4.1 Introduction

Section 4 of the report examines the current housing stock and market characteristics in Redland City. Specifically it will include information about dwelling type, dwelling size, special needs housing, temporary and visitor accommodation, tenure, housing costs and dwelling approval trends.

4.2 Region Wide Reporting

Section 4.2 of the report focuses on the Redland as a whole and dwelling type, dwelling size, housing for special needs, temporary and visitor accommodation, tenure, housing costs, and dwelling approval trends.

4.2.1 Dwelling Type

In 2006 Redland City had a total of 44,689 privately occupied dwellings. Separate dwellings were the predominant dwelling type, accounting for 85.9% of all dwellings. This percentage is higher than both SEQ (77.1%) and Queensland (79.5%).

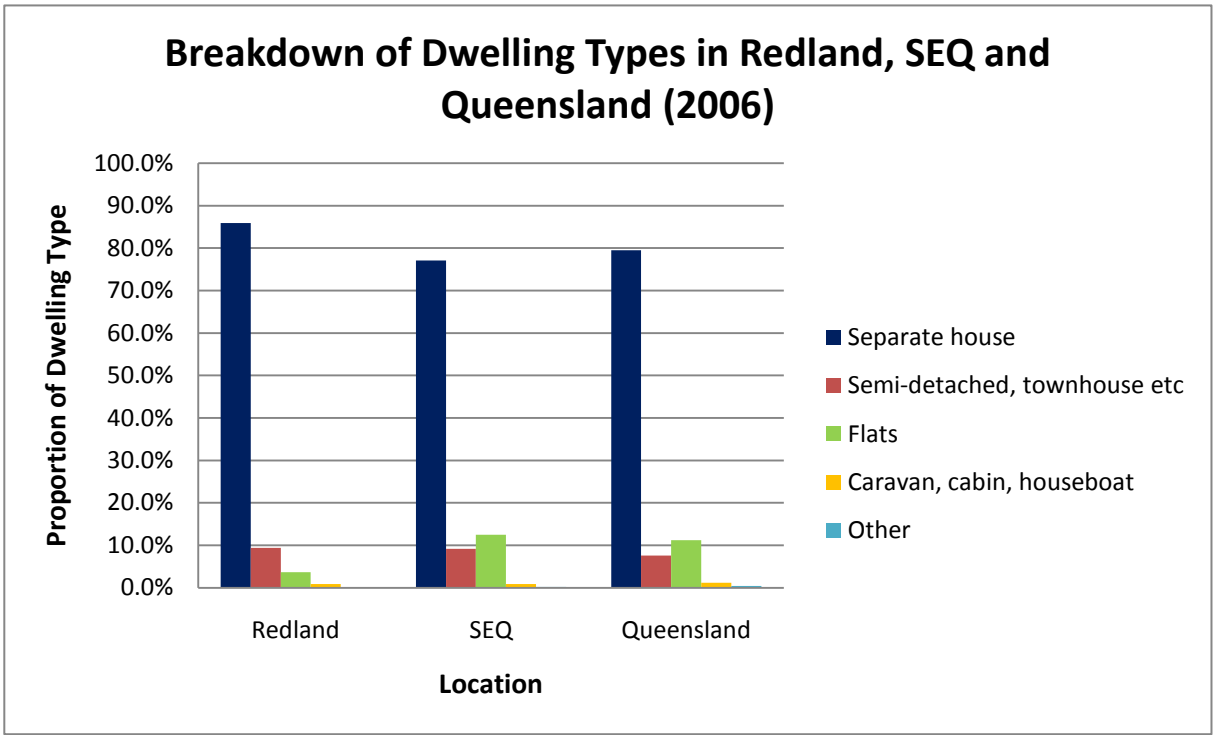
Semi-detached dwellings and townhouses made up the second largest proportion of dwellings (9.4%), followed by flats (3.7%), caravans/cabins/houseboats (0.9%) and other (0.1%). The proportion of flats (3.7%) is significantly smaller in Redland City compared with SEQ (12.5%) and Queensland (11.2%).

In 2006, the proportion of caravans as a long term place of residence in Redland City was at a rate of 23 per 10,000. This was significantly lower than SEQ (47 per 10,000) and Queensland (91 per 10,000). There was also a lower rate of people in boarding house rooms in Redland City (2 per 10,000) compared to SEQ (7 per 10,000) and Queensland (11 per 10,000).

According to ABS data, in March 2010 Redland City had 4 caravan parks and 1 visitor hostel. The caravan parks have cabins and campervan sites as well as tent sites. The Redlands Mobile Village is located on Collingwood Road in Birkdale, the Thorneside Mobile Home Park is located on Mond Street in Thorneside, the Greenacres caravan park is in Mt Cotton Road, Capalaba and the fourth caravan park is located on North Stradbroke Island. The visitor hostel is located on North Stradbroke Island. North Stradbroke Island also has several camping grounds and various other accommodation options such as hotels, motels, apartments and holiday homes.

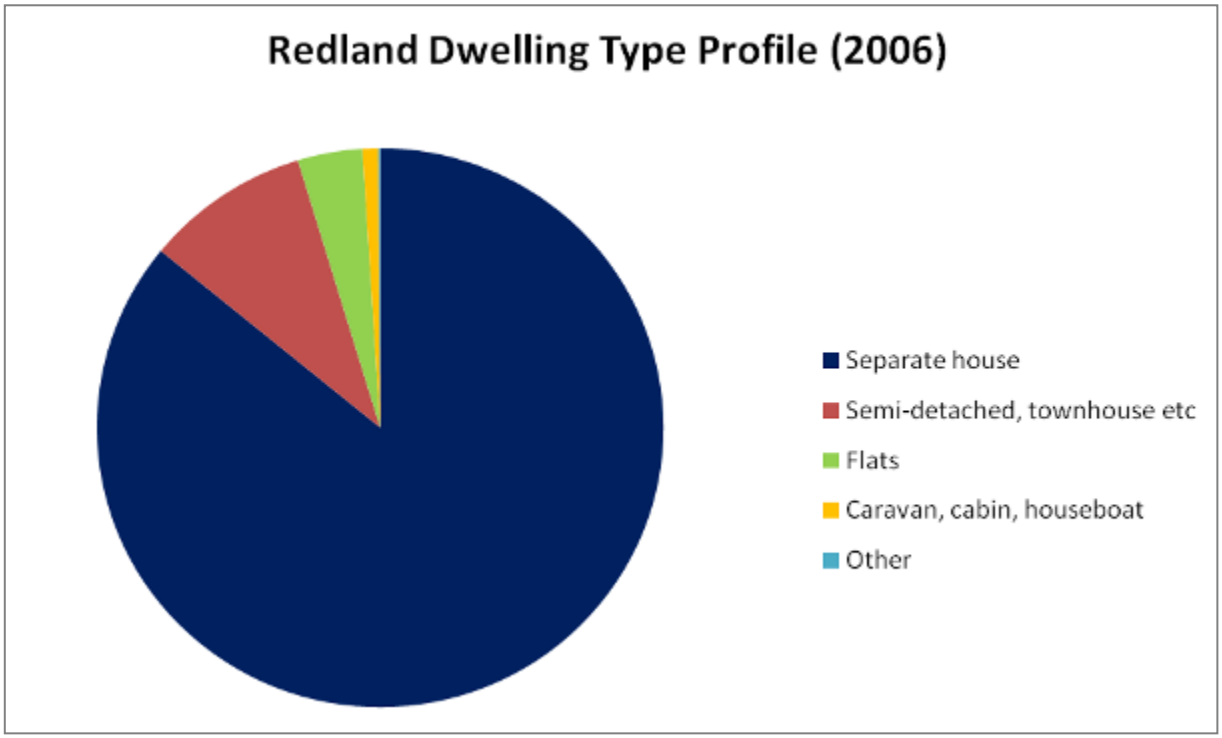
Overall, the percentage breakdown of dwelling types remained relatively the same in Redland from 2001 to 2006. Figure 33 shows the breakdown of dwelling types in Redland City, SEQ and Queensland in 2006. Figure 34 provides a breakdown of the dwellings types in Redland City only.

Figure 33 Breakdown of Dwelling Types in Redland City, SEQ and Queensland in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11 LGA)

Figure 34 Breakdown of Dwelling Types in Redland City in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11 LGA)

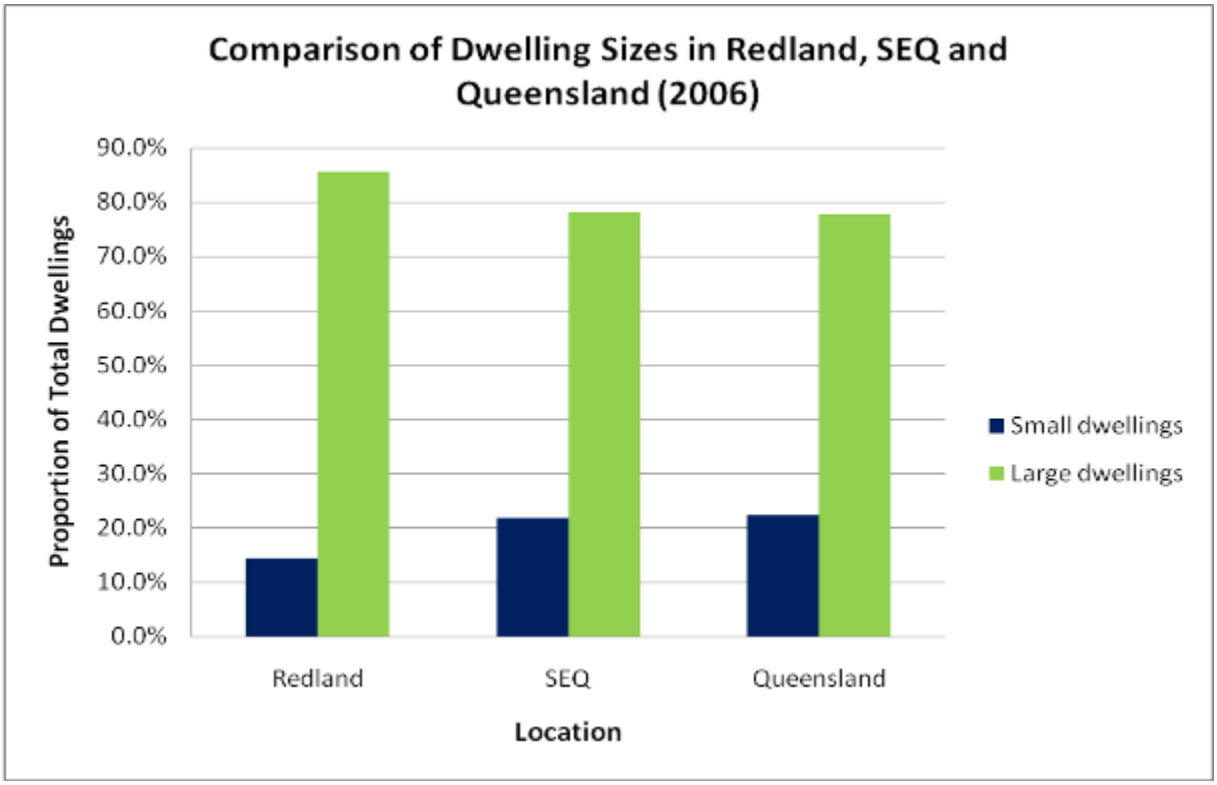
Housing Implications:

- Redland City has little diversity in terms of dwelling type, with separate houses accounting for 85.9% of all dwellings. Future housing supply needs to meet the needs of different household types.
- Because Redland City has an ageing population, it is likely that a shift in demand towards age-appropriate dwellings will occur. More people will be seeking smaller homes that require less maintenance and are located where there is easy access to public transport and other amenities.
- There is only a small percentage of dwellings such as boarding houses, caravan parks, houseboats or cabins. More of these alternative dwelling types should be available if possible to provide diversity of choice and affordable options.

4.2.2 Dwelling Size

Dwelling size describes the number of bedrooms that make up a dwelling. Smaller dwellings are considered to have 0-2 bedrooms and larger dwellings are considered to have 3 or more bedrooms. Figure 35 shows the proportions of larger and smaller sized dwellings in Redland City in 2006 compared to SEQ and Queensland.

Figure 35 Comparison of Dwelling Sizes in Redland City, SEQ and Queensland in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11A LGA)

As shown, larger dwellings were the predominant dwelling size in Redland City, accounting for 85.7% of all dwellings, compared to just 14.3% for smaller dwellings (this is largely due to Redland City having an average household size of about 2.7 people). Redland City had a greater proportion of large houses and a smaller proportion of small houses compared to both SEQ and Queensland. Larger sized dwellings in Redland City are predominantly separate houses, followed by semi-detached townhouses, flats and other dwellings. Smaller sized dwellings are predominantly other dwellings followed by flats, semi-detached townhouses and separate houses.

Housing Implications:

- Redland City has a significantly large proportion of large dwellings and a very low proportion of small dwellings, showing a lack of diversity in the housing market.
- With forecasts indicating an increase in smaller household types such as lone person and couple only households, it is likely that the demand for smaller dwelling types will increase. Consequently, it is likely that costs for smaller dwellings such as units and apartments will increase if demand exceeds supply.
- An ageing population will be likely to seek out smaller, lower maintenance, but highly accessible dwellings and the demand for this dwelling type is likely to increase.

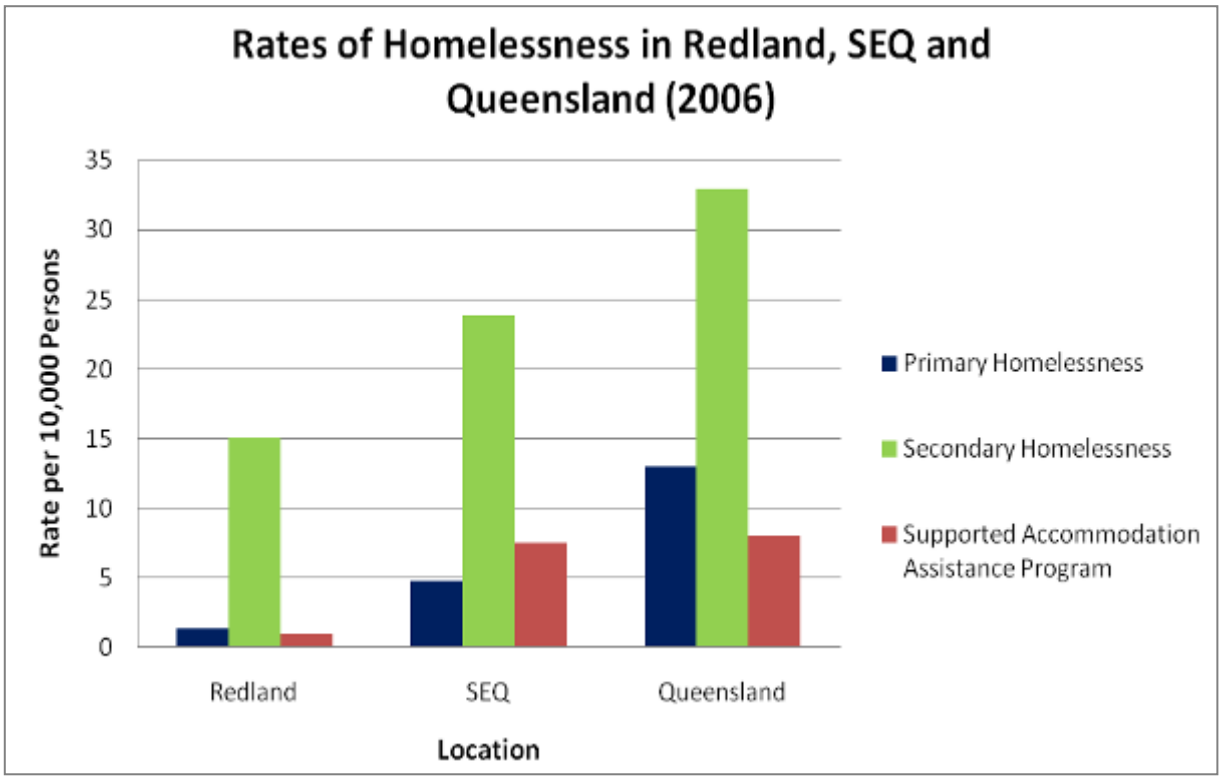
4.2.3 Housing for Special Needs

Homelessness

The overall rates of homelessness in Redland City were significantly lower than SEQ and Queensland. Primary homelessness refers to people without conventional accommodation (for example, living on the streets, in deserted buildings, under bridges, in parks) and secondary homelessness refers to people moving between various forms of temporary shelter (for example, staying with friends or family). Those in support accommodation assistance programs include people living in emergency accommodation or refuges.

In 2006 Redland City recorded an overall homeless rate of 19 per 10,000, representing approximately 242 individuals. Of these, 7% were in improvised dwellings, 79% were staying with a friend or relative, 5% were part of supported accommodation assistance programs and 9% were in boarding houses (Chamberlain & Mackenzie, 2009). Figure 36 compares the rates of homelessness in Redland City with SEQ and Queensland in 2006.

Figure 36 Rates of Homelessness in Redland City, SEQ and Queensland in 2006



Source: Chamberlain and Mackenzie, Counting the Homeless Report in Department of Communities, Housing Analysis Review, 2010 (Table 22 LGA)

Social Housing

As at the 29th of April 2011, Redland City had a total of 1,810 social housing properties. Only 7 of these properties were vacant, meaning a vacancy rate of less than 1%. Information regarding waiting list times was not available for release from the Department of Communities (QLD).

Caravans and Boarding Houses

In 2006, the proportion of caravans as a long term place of residence in Redland City was at a rate of 23 per 10,000. This was significantly lower than SEQ (47 per 10,000) and Queensland (91 per 10,000). There was also a lower rate of people in boarding house rooms in Redland City compared to SEQ and Queensland. This is likely to reflect the availability of this type of housing and does not necessarily indicate a lack of need in the local area. It is important to recognise that caravan parks are an important alternative for low cost housing. Consultation with housing stakeholders may provide more information.

Non-private Accommodation

Based on 2006 Census data, a total of 1,575 people in Redland City resided in non-private accommodation such as motels, staff quarters, residential colleges, nursing homes and refuges.

Nursing homes (43.3%) and accommodation for the aged or retired (24.1%) accommodated the greatest proportion of people in non-private dwellings. In 2006, 1.2% of the total population in Redland City resided in non-private dwellings, less than that of SEQ (2.5%) and Queensland (3.1%).

Of those residing in non-private dwellings, the proportion of people in nursing homes and accommodation for the aged and retired in Redland City (43.3% and 24.1%) was significantly greater than both SEQ (17.3% and 11.5%) and Queensland (13.8% and 9.6%). However, in terms of the total population of the Redland City, approximately 0.5% and 0.3% of residents live in nursing homes and accommodation for the aged and retired, similar to SEQ (0.4% and 0.3%) and Queensland (0.4% and 0.3%).

Table 8 provides a breakdown of persons in non-private dwellings in Redland City in 2006.

Table 8 Breakdown of Persons in Non-Private Dwellings in Redland City in 2006

Persons in non-private dwellings						
	Redland					
	Persons	% of people in non-private dwellings	% of total population	Dwellings	% of non-private dwellings	% of total dwellings
Hotel, motel	144	9.1%	0.1%	18	40.0%	0.0%
Nurses quarters	0	0.0%	0.0%	0	0.0%	0.0%
Staff quarters	5	0.3%	0.0%	0	0.0%	0.0%
Boarding house, private hotel	24	1.5%	0.0%	0	0.0%	0.0%
Boarding school	0	0.0%	0.0%	0	0.0%	0.0%
Residential college, hall of residence	42	2.7%	0.0%	0	0.0%	0.0%
Hostel for the disabled	119	7.6%	0.1%	0	0.0%	0.0%
Nursing home	682	43.3%	0.5%	12	26.7%	0.0%
Accommodation for the retired or aged (cared)	379	24.1%	0.3%	11	24.4%	0.0%
Hostel for the homeless, night shelter, refuge	0	0.0%	0.0%	0	0.0%	0.0%
Institutions, others, not classifiable	180	11.4%	0.1%	4	8.9%	0.0%
Not stated	0	0.0%	0.0%	0	0.0%	0.0%
Total	1,575	100.0%	1.2%	45	100.0%	0.1%

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11B LGA)

Housing Implications:

- Of those residing in non-private dwellings, the proportion of people in nursing homes and accommodation for the aged and retired in Redland City (43.3% and 24.1%) was significantly higher than both SEQ (17.3% and 11.5%) and Queensland (13.8% and 9.6%). Higher figures for the Redland are most likely due to lifestyle and amenity factors attracting the aged and retirees to the area. As Redland City's population continues to age, it is important that the level of housing targeted at the elderly meets demand through the adequate provision of nursing homes, aged care facilities and adaptable housing to achieve ageing in place.
- Dwellings that would provide temporary accommodation for the homeless or affordable alternatives (caravan parks or boarding houses) are not well provided. Consultation is required to determine if this is due to lack of need or lack of supply (i.e. those in need moving elsewhere).
- As at the 29th of April 2011, only 7 out of 1,810 social housing properties were vacant in Redland City. This is a vacancy rate of less than 1%, indicating a significant lack of social stock in Redland City to meet demand. Information regarding waiting list times was not available for release from the Department of Communities (QLD), however given the very low vacancy rate, waiting times for those in need are likely to be very long. This situation forces those in need of social housing to enter the private housing market, where higher housing costs increase housing affordability pressures. Alternatively, a lack of social housing may also increase the incidence of homelessness where households in need are unable to access or affordable to enter the private housing market.

4.2.4 Temporary and Visitor Accommodation

Redland City provides a wide range of visitor accommodation on the mainland and on North Stradbroke Island including hotels, motels, visitor hostels, caravan parks and a range of holiday flats, units and houses.

The breakdown of persons living in non-private dwellings in Redland City shows that approximately 9.1% of these, or 144 persons (and 0.1% of the population) were living in hotels or motels (2006 Census count based on place of enumeration).

Housing Implications:

- In considering the overall housing needs of Redland City, it is important to make allowances for housing visitors, ensuring there is vacant stock to allow for households to change dwellings and ensuring that supply exceeds demand to reduce price pressures.

4.2.5 Tenure (Rental and Ownership)

Tenure describes the form of holding or occupying of a property. The main types of tenure are fully owned, being purchased or rented. However long lease contracts, shared equity arrangements and cooperative ownership structures can also take place. Table 9 compares the housing tenure profiles for Redland City, SEQ and Queensland in 2001 and 2006.

Between 2001 and 2006 the proportion of fully owned dwellings in Redland City decreased from 38.1% to 32.7%. This decline is consistent with both SEQ and Queensland. During the same period, the proportion of houses being purchased increased from 33.9% to 38.4% and is now the main tenure type in the Redland.

This trend could be a result of a combination of factors such as:

- Australia's ageing population with rates of home ownership increasing progressively with age;
- Changes in household composition with an increase in the number of income earners having the economic capacity to take out mortgages;
- The availability of alternative investment opportunities to purchase housing;
- People taking out larger mortgages and taking longer to pay them off as housing affordability declines; and
- An increase in government incentives such as the First Home Owners Grant (Department of Parliamentary Services, 2009).

This shift from full home ownership (very stable long-term tenure) to home purchase accommodation (less stable tenure) has implications such as:

- Households with mortgages are more vulnerable to increased housing costs due to changes in interest rates and economic conditions - this is particularly true for people on fixed and/or low incomes;
- An increase in house prices as a result of increased buyer demand; and
- Increased rental costs in response to high purchase costs incurred by the owner.

Between 2001 and 2006 rentals through a real estate agent increased across the whole State, whereas dwellings rented from another person all decreased. The proportion of State housing decreased from 3.1% to 2.8%. Conversely, the level of community housing marginally increased from 0.4% to 0.5%.

Table 9 Housing Tenure Profiles of Redland City, SEQ and Queensland

Housing tenure profile								
	Fully owned	Being purchased	Other tenure, unstated	Rented real estate agent	Rented other person	Rented state housing	Rented community housing	Rented employer, parks, unstated
Redland								
2001	38.1%	33.9%	4.4%	10.4%	8.0%	3.1%	0.4%	1.7%
2006	32.7%	38.4%	5.8%	12.3%	6.2%	2.8%	0.5%	1.3%
SEQ								
2001	35.8%	27.4%	5.6%	14.0%	10.8%	3.6%	0.4%	2.5%
2006	29.2%	32.8%	8.0%	16.3%	8.1%	3.1%	0.4%	2.1%
Queensland								
2001	36.6%	25.8%	6.0%	13.0%	10.6%	3.5%	0.7%	3.7%
2006	30.4%	31.4%	8.2%	15.0%	8.0%	3.2%	0.7%	3.2%

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 10 LGA)

Housing Implications:

- In light of declining housing affordability, households are finding it more difficult to pay off their mortgages, and taking longer to do so. This could be due to a whole range of factors such as interest rates and cost of living pressures.
- Between 2001 and 2006, the level of public housing (provided by State or territory housing authorities) decreased across Australia. The value of funds towards housing assistance in Queensland through the Department of Communities has also been declining. Between 2001 and 2006 the proportion of State housing in Redland City decreased from 3.1% to 2.8%. This decline will have implications for housing affordability in the private rental market, as more people move from public housing to the private market (due to limited supply and potentially longer waiting lists for public housing).
- A range of tenure types is required to suit households of various incomes and life stages. A range of tenure options can increase housing diversity and can take place in the form of: fully owned, being purchased, rented, long lease contracts, shared equity arrangements and cooperative ownership structures. To some extent, tenure data can provide insights into the socio-economic status of an area. Redland City has a limited range of tenure types, with over 70% of dwellings either fully owned or being purchased. This concentration of home ownership can indicate a more settled area (i.e. less transitory), with more mature families and empty-nester household types. It could also reflect built form, as a larger proportion of home owners reside in separate dwellings (Id, 2011).
- The significantly low vacancy rate of State housing indicates a high level of demand and long waiting list times for those in need. This situation forces those in need to enter the private housing market, where higher housing costs are greater, and may also increase the incidence of homelessness if households are unable to access or affordable to enter the private housing market. The level of State housing therefore needs to be increased to a level that better meets demand.

4.2.6 Housing Costs

Rentals

Between 2000/01 and 2008/09 rental costs for all dwelling sizes have been consistently increasing across Redland City, reflecting the trends Queensland-wide. Each dwelling size across Redland City, South East Queensland and Queensland experienced increased rental costs with percentage changes ranging from 66.7% to 100% over the nine year period.

The most significant increase was for two bedroom dwellings in SEQ and one bedroom dwellings in Queensland, both recording percentage changes of 100%. The smallest change was for one bedroom dwellings in Redland City, which recorded a percentage change of 66.7%. Overall, rental costs for one and two bedroom dwellings were cheaper in Redland City compared to SEQ and Queensland, whereas three and four bedroom dwellings were equal to or higher in cost.

Table 10 provides a comparison of rental prices across Redland City, SEQ and Queensland between 2000/01 and 2008/09.

Table 10 Median Rent Prices by Bedroom Size in Redland City, SEQ and Queensland between 2000/01 and 2008/09

Median rent levels by bedroom size										
	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	% change
Redland										
1 bedroom	$120	$125	$118	$125	$127	$130	$140	$185	$200	66.7%
2 bedroom	$155	$165	$175	$185	$200	$220	$240	$270	$290	87.1%
3 bedroom	$180	$190	$210	$220	$240	$255	$285	$325	$350	94.4%
4 bedroom	$230	$245	$260	$275	$295	$325	$360	$400	$430	87.0%
SEQ										
1 bedroom	$130	$140	$150	$170	$180	$193	$220	$235	$250	92.3%
2 bedroom	$160	$170	$185	$200	$220	$240	$260	$295	$320	100.0%
3 bedroom	$180	$195	$210	$230	$250	$265	$290	$325	$350	94.4%
4 bedroom	$220	$240	$260	$275	$290	$310	$340	$370	$390	77.3%
Queensland										
1 bedroom	$120	$130	$140	$155	$165	$180	$200	$220	$240	100.0%
2 bedroom	$150	$160	$170	$185	$200	$220	$250	$280	$295	96.7%
3 bedroom	$175	$185	$200	$220	$240	$255	$280	$315	$335	91.4%
4 bedroom	$220	$230	$250	$270	$285	$300	$330	$360	$380	72.7%

Source: Residential Tenancies Authority rental bonds data in Department of Communities, Housing Analysis Review, 2010 (Table 12 LGA)

Between 2001 and 2009 the median local income for all households across Redland City recorded a percentage increase of 43.1% (from $879 in 2001 to $1,258 in 2009). The median local income for renter couples aged 25-40 years recorded a percentage increase of 43.2% (from $980 in 2001 to $1,403 in 2009). In comparison, median rental costs have increased more than median income levels over the nine year period, suggesting a decrease in rental affordability.

Rental Affordability

Table 11 shows the number of very low and low income households that are spending more than 30% of their gross income on housing rental costs. As shown, 40.2% of very low and low income households in Redland City spend more than 30% of their income on housing rental costs. This figure was slightly lower than SEQ (40.9%), but higher than that of Queensland (37.8%).

An overall estimate of the shortfall in affordable housing can be calculated by adding the number of low and very low income households spending more than 30% of their gross income on rental costs and the total number of homeless people. This shows that there is an approximate shortfall of 2,605 affordable houses. This figure may also be slightly higher when the number of households in mortgage stress is considered (as these households have a higher likelihood of losing their homes and moving into the rental market).

Table 11 Very Low and Low Income Households in Unaffordable Private Rental in 2008

Low income households in unaffordable private rental	
Number of very low and low income households paying >30% on housing costs	**% of very low and low income households paying >30% on housing costs**
Redland	
2,363	40.2%
SEQ	
64,140	40.9%
Queensland	
83,456	37.8%

Source: Department of Family and Community Services housing data set in Department of Communities, Housing Analysis Review, 2010 (Table 14 LGA)

Table 12 compares the level of affordable rental stock in Redland City, SEQ and Queensland in 2004 and 2009. The figures show a significant decline in affordability for all dwelling sizes between 2004 and 2009 throughout the whole State.

In 2009, Redland City had a greater proportion of affordable one bedroom dwellings compared to SEQ and Queensland. Conversely, the proportion of affordable three and four bedroom dwellings was smaller than both SEQ and Queensland.

Table 12 Affordable Rental Stock According to Bedroom Numbers from 2004 to 2009

Affordable rental stock by bedroom numbers				
	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms
Redland - Number affordable				
2004	95	404	1,011	660
%	71%	32%	29%	29%
2009	134	338	558	257
%	53%	26%	16%	8%
Overall change in affordable dwelling stock	39	-66	-453	-403
SEQ - Number affordable				
2004	9,720	25,577	31,388	13,435
%	46%	35%	32%	38%
2009	7,684	13,953	14,081	7,246
%	29%	17%	12%	12%
Overall change in affordable dwelling stock	-2,036	-11,624	-17,307	-6,189
Queensland - Percent affordable				
2004	52%	47%	40%	43%
2009	34%	25%	18%	16%

Source: Residential Tenancies Authority rental bonds data in Department of Communities, Housing Analysis Review, 2010 (Table 15 LGA)

Purchases

Between 2002/03 and 2008/09, house and land purchase prices have increased significantly across the whole State. Detached houses (75%) and land sales (45%) in Redland City experienced the smallest price increase compared to those in SEQ (80%, 104%) and Queensland (93%, 119%). Conversely, Redland City (77%) experienced the highest price increase for flats, units and townhouses compared to both in SEQ (49%) and Queensland (49%).

In 2008/09 the median sale price for land ($171,000) and flats, units and townhouses ($326,750) was lower in Redland City compared with SEQ and Queensland. However the median sale price for detached dwellings ($437,000) in Redland City was higher than both SEQ and Queensland.

Redland City has higher medium house prices than both SEQ and Queensland, but has the cheapest land. Higher house prices could be due to a greater market demand for detached dwellings in Redland City given the high proportion of couple with children households, along with comparatively higher incomes. Cheaper land prices on the other hand provide opportunities for more affordable housing in Redland City, particularly in greenfield locations away from high value water front areas.

Table 13 compares the home and land purchase prices in Redland City, SEQ and Queensland from 2002/03 to 2008/09.

Table 13 Home and Land Purchase Prices in Redland City, SEQ and Queensland

Home and land purchase prices								
	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	% change
Redland - median sale prices								
Flats/units/ townhouses	$184,750	$225,000	$240,000	$265,000	$270,000	$333,500	$326,750	77%
Detached Houses	$250,000	$325,000	$345,000	$352,000	$382,000	$449,000	$437,000	75%
Land Sales	$118,000	$55,000	$85,000	$195,000	$90,000	$80,000	$171,000	45%
SEQ - median sale prices								
Flats/units/ townhouses	$235,000	$255,000	$285,000	$300,000	$320,000	$359,000	$349,750	49%
Detached Houses	$232,500	$305,000	$327,500	$340,000	$370,000	$429,000	$419,000	80%
Land Sales	$107,000	$150,000	$177,000	$183,000	$185,000	$205,000	$218,000	104%
Queensland - median sale prices								
Flats/units/ townhouses	$225,000	$240,000	$270,000	$286,000	$310,000	$345,000	$335,000	49%
Detached Houses	$200,000	$255,000	$285,000	$310,000	$345,000	$392,500	$385,000	93%
Land Sales	$85,000	$113,000	$140,000	$155,000	$167,500	$180,000	$186,000	119%

Source: Queensland Department of Environment and Resource Management data in Department of Communities, Housing Analysis Review, 2010 (Table 18 LGA)

Between 2003 and 2009 the median local income for all households across Redland City recorded a percentage increase of 30% (from $968 in 2003 to $1,258 in 2009). The median local income for renter couples aged 25-40 years also recorded a percentage increase of 30% (from $1,079 in 2003 to $1,403 in 2009). In comparison, the percentage increase in all home and land purchase prices was much greater, being upwards of 45%. These figures indicate that median home and land purchase prices have experienced a greater increase than median income levels between 2003 and 2009.

Purchase Affordability

In 2009 the median house price for first home buyers (based on 40th percentile house price) in Redland City was much higher than what is considered affordable based on median incomes for couples aged 25-40 years. In 2009 the median house price was $410,000, whereas $318,000 was considered the affordable price for median income couples aged 25-40 years. This would mean couples aged 25-40 years would have to spend approximately 40% of their gross income on purchase costs.

Table 14 shows a breakdown of at risk purchasers in Redland City, SEQ and Queensland in 2006. As shown, Redland City has the smallest proportion (12.2%) of households spending more than 40% of their income on mortgage repayments. However, Redland City has a greater proportion (30.3%, or 1,191 households) of low income households spending more than 40% of their income on mortgage repayments compared to Queensland. Redland City had a smaller proportion of low income households paying more than 40% of their income on mortgage repayments compared to SEQ.

Table 14 At Risk Purchasers in Redland City, SEQ and Queensland in 2006

At risk purchasers						
	Low Income purchasers	High Income purchasers	No. paying 40%+	% paying 40%+	% Low Income purchaser	% Low Income paying 40%+
Redland						
Households	3,931	10,768	1,787	12.2%	26.7%	30.3%
SEQ						
Households	79,666	203,279	38,435	13.6%	28.2%	32.4%
Queensland						
Households	116,247	270,275	49,797	12.9%	30.1%	29.6%

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17A LGA)

Notes:

Low and high income groupings calculated from above and below 50th percentile of equivalised income.

"At risk purchasers" includes households in lowest 50% equivalised income with mortgage repayments over 40% of household income.

Housing Implications:

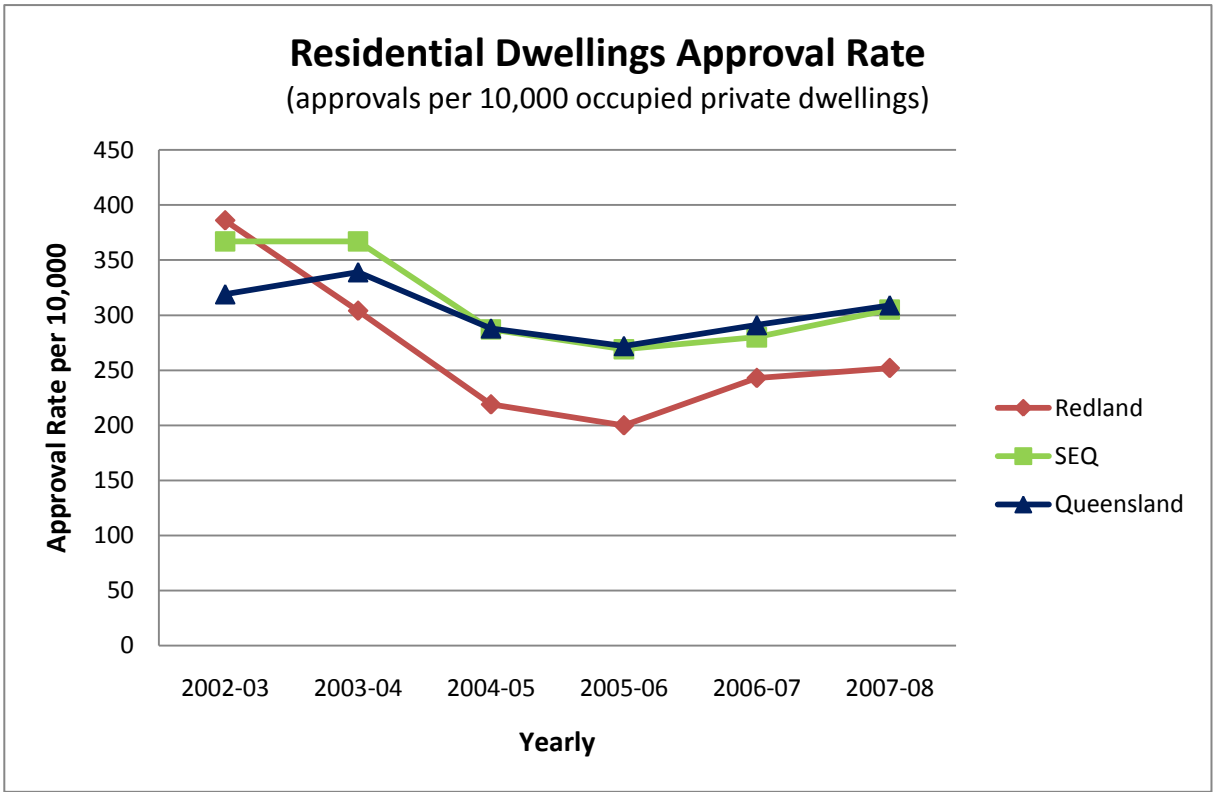
- With rental and purchasing costs increasing between 2000 and 2009, much of this increase can be attributed to an increase in demand and a lack of supply for a range of housing as population increases and household structures change. Failure to accommodate this demand will continue to place pressure on the housing market and prices are likely to continue to rise. Housing costs rose the most in Redland City for attached dwellings, units, and flats, where there are a smaller proportion of these types of dwellings.
- The level of affordable rental stock is declining across all dwelling sizes in Redland City, particularly larger sized dwellings. This may reflect a high starting point for larger dwelling rent prices, and may also indicate that Redland City has little capacity to deliver a diversity of housing options across a wide range of prices.
- The price of housing in Redland City is relatively high and housing is relatively unaffordable both for rental and purchase. This may appear to be the case due to areas of high value housing near the water and larger land holdings within areas of high scenic and bushland amenity.

4.2.7 Dwelling Approval Trends

Dwelling approval rates have varied in Redland City between 2002/03 and 2007/08, having decreased, increased and then levelled out by 2007/08. Since 2003/04, the pattern of dwelling approvals in Redland City has been fairly consistent with SEQ and Queensland, however the overall rate of approval has remained consistently lower.

Between 2002/03 and 2007/08 the overall approval rate for all residential dwellings in Redland City declined by 35%. This decline was more significant than SEQ and Queensland, each declining by 17% and 3% respectively. Figure 37 illustrates the pattern of residential dwelling approval rates for Redland City, SEQ and Queensland from 2002/03 to 2007/08.

Figure 37 Residential Dwelling Approval Rates for Redland City, SEQ and Queensland from 2002/03 to 2007/08



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 20 LGA)

Housing Implications:

- Dwelling approval rates have been increasing since 2005/06, however the overall rate of approval in 2007/08 was lower than both SEQ and Queensland. This indicates that there may be more constraints on the housing supply chain in Redland City. The release of South East Thornlands and Kinross Road structure plan areas should make a significant contribution to the supply of housing in Redland City in the future.

4.3 Statistical Local Area Reporting

Section 4.3 of the report focuses on the individual Statistical Local Areas (SLAs) that make up the Redland to gain an understanding of housing and market conditions vary across the Redland. This section examines dwelling type, housing for special needs, tenure, housing costs, and dwelling approval trends.

4.3.1 Dwelling Type

In 2006, separate houses were the predominant housing type across all SLAs, with Sheldon-Mt Cotton (99.8%), Redland Bay (98.6%), Thornlands (96.2%) and Redland Shire Balance (94.4%) recording the greatest proportions. Thorneside (56.3%) and Cleveland (67.5%) had noticeably smaller proportions of separate houses, instead having larger proportions of semi-detached dwellings, townhouses and flats. Most of the SLAs in Redland City have greater proportions of separate houses than SEQ and Queensland.

Thorneside recorded the greatest housing diversity, having greater proportions of semi-detached dwellings and townhouses (27.7%), flats (6.8%) and caravans/cabins/houseboats (9.2%), corresponding with a smaller proportion of separate houses. Thorneside also had a significantly higher rate of people (458 per 10,000) residing in long term caravan accommodation compared to Queensland. Table 15 shows the breakdown of dwelling types by SLA in 2001 and 2006.

Table 15 Breakdown of Dwelling Types by SLA (2001 and 2006)

Dwelling type profile						
	Separate house	Semi-detached, townhouse etc	Flats	Caravan, cabin, houseboat	Other	Total dwellings
Alexandra Hills (%)						
2001	95.5%	3.9%	0.3%	0.0%	0.3%	100.0%
2006	90.5%	8.3%	1.2%	0.0%	0.1%	100.0%
Birkdale (%)						
2001	91.4%	4.6%	1.5%	2.1%	0.3%	100.0%
2006	89.3%	6.1%	2.5%	2.0%	0.1%	100.0%
Capalaba (%)						
2001	81.2%	15.8%	1.4%	1.4%	0.2%	100.0%
2006	81.8%	13.6%	3.3%	1.2%	0.0%	100.0%
Cleveland (%)						
2001	70.3%	19.6%	9.1%	0.2%	0.8%	100.0%
2006	67.5%	18.2%	14.1%	0.0%	0.2%	100.0%
Ormiston (%)						
2001	78.5%	20.2%	0.4%	0.0%	0.9%	100.0%
2006	78.5%	21.1%	0.5%	0.0%	0.0%	100.0%
Redland (S) Bal (%)						
2001	92.7%	0.6%	1.7%	2.9%	2.1%	100.0%
2006	94.4%	0.7%	2.1%	2.1%	0.7%	100.0%
Redland Bay (%)						
2001	97.3%	0.4%	1.6%	0.1%	0.5%	100.0%
2006	98.6%	0.1%	1.3%	0.0%	0.0%	100.0%
Sheldon-Mt Cotton (%)						
2001	99.3%	0.0%	0.0%	0.2%	0.4%	100.0%
2006	99.8%	0.0%	0.2%	0.0%	0.0%	100.0%
Thorneside (%)						
2001	57.0%	30.2%	3.4%	9.4%	0.0%	100.0%
2006	56.3%	27.7%	6.8%	9.2%	0.0%	100.0%
Thornlands (%)						
2001	91.4%	2.3%	5.2%	0.5%	0.6%	100.0%
2006	96.2%	0.5%	3.1%	0.2%	0.0%	100.0%
Victoria Point (%)						
2001	86.9%	9.4%	3.2%	0.5%	0.1%	100.0%
2006	85.4%	12.2%	2.2%	0.1%	0.1%	100.0%
Wellington Point (%)						
2001	89.9%	6.5%	2.5%	0.0%	1.1%	100.0%
2006	91.4%	6.4%	2.2%	0.0%	0.0%	100.0%

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11 SLA)

Housing Implications:

- Thorneside recorded the greatest housing diversity, with significantly greater proportions of semi-detached dwellings and townhouses, flats and caravans/cabins/houseboats, corresponding with a smaller proportion of separate houses. This indicates a market acceptance of attached dwellings such as flats and units in the area and should therefore continue to be the focus of development (as well as in other SLA requiring greater housing diversity).
- Sheldon-Mt Cotton, Redland Bay, Thornlands and Redland Shire Balance have significantly large proportions of separate houses with very little semi-detached dwellings, flats, caravans, cabins, or houseboats. More of these alternative dwelling types should be available where possible to provide diversity of choice and more affordable housing options – this will become increasingly important as household sizes get smaller.

4.3.2 Housing for Special Needs

In 2006, nursing homes and accommodation for the aged and retired accommodated the greatest proportion of people residing in non-private accommodation across most of the SLAs. Table 16 lists the main forms of non-private accommodation in each SLA in 2006.

Table 16 Main Forms of Non-Private Accommodation in each SLA

SLA	Main Forms of Non-Private Accommodation
Alexandra Hills	▪ Nursing home (55.9%) ▪ Accommodation for the aged and retired (34.6%)
Birkdale	▪ Nursing home (63.4%) ▪ Accommodation for the aged and retired (36.6%)
Capalaba	▪ Accommodation for the aged and retired (100%)
Cleveland	▪ Institutions and others not classified (33.3%) ▪ Nursing home (27.3%)
Ormiston	▪ Institutions and others not classified (58.7%) ▪ Hotel or motel (41.3%)
Redland Shire Balance	▪ Residential college/hall of residence (50%) ▪ Hotel or motel (24.2%)
Redland Bay	▪ Nursing home (76.4%) ▪ Accommodation for the aged and retired (16.4%)
Sheldon–Mt Cotton	▪ N/A
Thorneside	▪ N/A

SLA	Main Forms of Non-Private Accommodation
Thornlands	▪ Nursing home (42.1%) ▪ Accommodation for the aged and retired (40.2%)
Victoria Point	▪ Hostel for the disabled (44.3%) ▪ Nursing home (38.7%)
Wellington Point	▪ Nursing home (75.4%) ▪ Boarding house/private hotel (18.9%)

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 11B SLA)

Housing Implications:

- Nursing homes and accommodation for the aged and retired are the most common forms of non-private accommodation across most of the SLAs, reflective of the City's lifestyle and amenity factors attracting the aged and retired to the area. Nursing homes and accommodation for the aged and retired are however not well provided in Redland Shire Balance, even though it has the highest proportion of residents aged over 65 years (13%). The lack of age appropriate housing was also identified as a key concern by the Aboriginal community in the Quandamooka Aboriginal Community Plan (2007, p. 128).
- Dwellings that would provide temporary accommodation for the homeless or affordable alternatives (caravan parks or boarding houses) are not well provided. Consultation is required to determine if this is due to lack of need or lack of supply (i.e. those in need are moving elsewhere).

4.3.3 Tenure (Rental and Ownership)

Table 19 provides a breakdown of housing tenure by SLA in 2001 and 2006. In 2006 Sheldon-Mt Cotton, Birkdale, Alexandra Hills and Wellington Point had notable higher proportions of home ownership, corresponding with lower proportions of rental properties. Conversely, Thorneside, Redland Shire Balance, Redland Bay and Cleveland had notably lower proportions of home ownership, corresponding with higher proportions of rental properties.

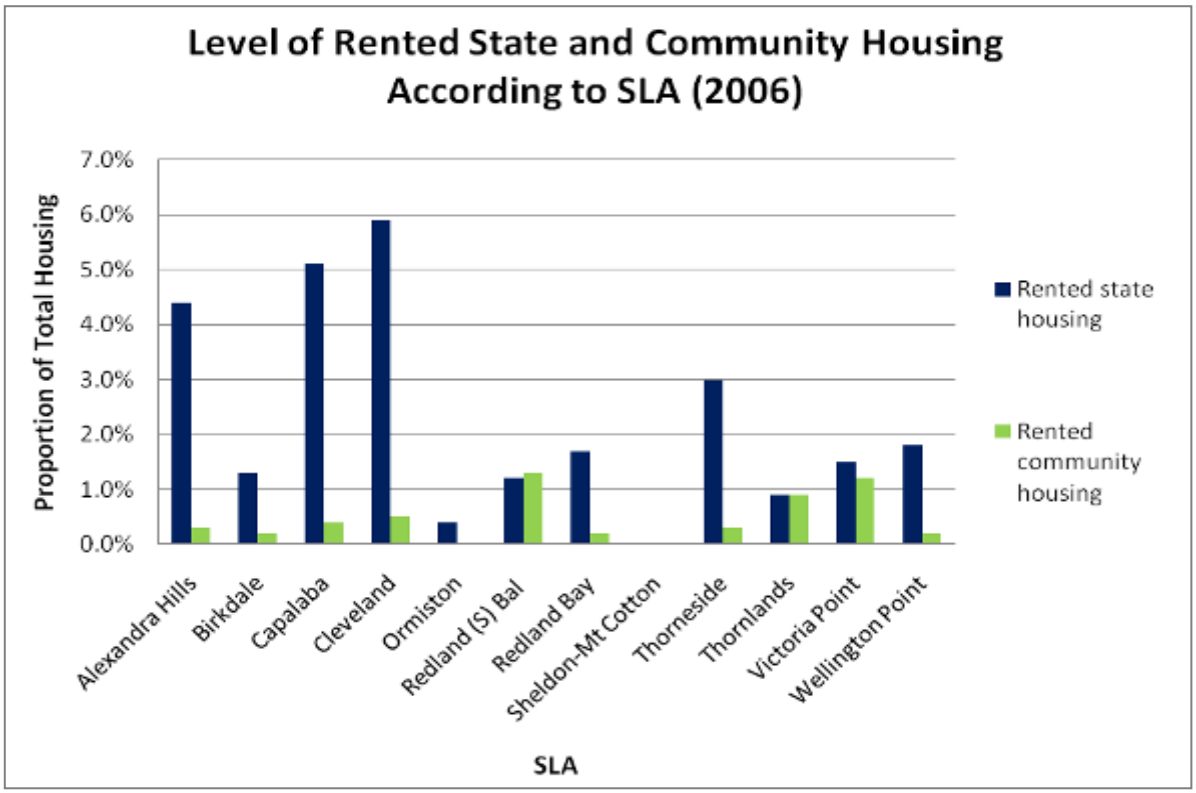
In 2006, the level of State housing was greatest in Cleveland, Capalaba and Alexandra Hills and the level of community housing was greatest in Redland Shire Balance and Victoria Point. Sheldon-Mt Cotton recorded no State or community housing, with Ormiston also recording no community housing. Figure 38 compares the proportion of people residing in rented State and community housing across each SLA in 2006.

Table 17 Breakdown of Housing Tenure by SLA (2001 and 2006)

Housing tenure profile								
	Fully owned	Being purchased	Other tenure, unstated	Rented real estate agent	Rented other person	Rented state housing	Rented community housing	Rented employer, parks, unstated
Alexandra Hills								
2001	31.5%	43.7%	3.6%	10.0%	5.6%	4.2%	0.4%	1.0%
2006	26.5%	47.8%	5.8%	9.4%	5.4%	4.4%	0.3%	0.4%
Birkdale								
2001	39.0%	37.5%	4.4%	9.8%	6.6%	1.5%	0.2%	1.0%
2006	34.2%	40.2%	7.4%	11.0%	4.6%	1.3%	0.2%	1.1%
Capalaba								
2001	32.3%	35.4%	3.5%	12.3%	9.4%	5.2%	0.5%	1.4%
2006	29.8%	41.8%	4.1%	10.5%	6.8%	5.1%	0.4%	1.6%
Cleveland								
2001	44.1%	22.4%	4.3%	11.2%	9.6%	6.6%	0.3%	1.6%
2006	38.1%	26.1%	6.5%	13.9%	7.9%	5.9%	0.5%	1.3%
Ormiston								
2001	43.9%	31.1%	4.2%	9.9%	9.2%	0.3%	0.4%	1.2%
2006	40.7%	33.0%	6.1%	12.0%	6.6%	0.4%	0.0%	1.3%
Redland (S) Bal								
2001	47.6%	17.3%	7.9%	8.5%	11.5%	1.0%	1.2%	5.0%
2006	41.0%	22.1%	8.7%	13.5%	9.7%	1.2%	1.3%	2.5%
Redland Bay								
2001	39.9%	35.4%	3.5%	10.1%	6.7%	2.5%	0.1%	1.8%
2006	28.6%	41.4%	4.1%	16.7%	6.3%	1.7%	0.2%	1.1%
Sheldon-Mt Cotton								
2001	37.9%	46.0%	3.0%	7.6%	3.4%	0.1%	0.0%	2.0%
2006	30.8%	53.2%	4.3%	6.7%	3.5%	0.0%	0.0%	1.3%
Thorneside								
2001	32.3%	26.5%	3.8%	13.5%	17.5%	3.1%	0.9%	2.4%
2006	30.3%	32.2%	4.7%	14.9%	12.6%	3.0%	0.3%	2.1%
Thornlands								
2001	41.5%	36.4%	5.3%	6.8%	5.4%	0.9%	0.7%	2.9%
2006	30.4%	45.6%	4.4%	11.5%	3.9%	0.9%	0.9%	2.3%
Victoria Point								
2001	39.8%	33.0%	6.5%	10.7%	6.6%	1.5%	0.4%	1.5%
2006	34.8%	34.5%	7.5%	14.7%	4.9%	1.5%	1.2%	1.0%
Wellington Point								
2001	35.3%	39.7%	2.5%	10.8%	7.8%	1.9%	0.3%	1.5%
2006	30.3%	43.9%	4.3%	13.3%	5.6%	1.8%	0.2%	0.7%

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 10 SLA)

Figure 38 Levels of Rented State and Community Housing According to SLA in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 10 SLA)

Housing Implications:

- State housing stock is predominately concentrated in Cleveland, Capalaba and Alexandra Hills. Any future provision of State housing needs to investigate the most appropriate locations having consideration for how well the area is serviced by public transport and its location in relation to key community facilities and services. It is also important to consider the provision of new State housing in relation to existing social housing in order to avoid an over concentration and the creation of perceived public housing enclaves.

4.3.4 Housing Costs

Rentals

Between 2000/01 and 2008/09, Sheldon-Mt Cotton was the only SLA to experience a decrease in rental costs, where the cost of a two bedroom dwelling dropped slightly from $250/wk in 2000/01 to $240/wk in 2008/09. Two bedroom dwellings in Thornlands experienced the greatest percentage increase in median rental costs (153.8%), increasing from $130/wk in 2000/01 to $330/wk in 2008/09.

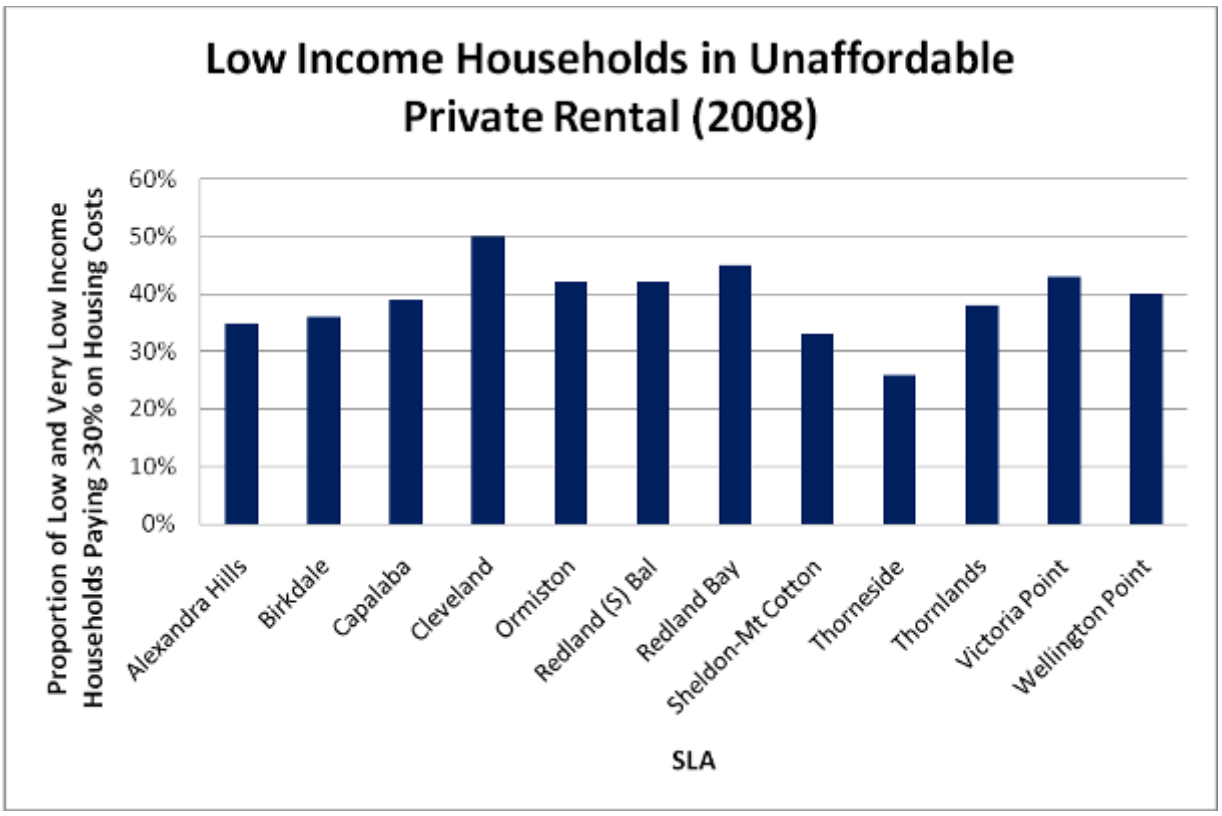
Rental Affordability

An overall decline in the level of affordable rental stock for three and four bedroom dwellings is evident throughout each SLA in Redland (from 2004 to 2009). Capalaba experienced the greatest drop in affordable rental stock, with the number of three and four bedroom dwellings dropping by 103 and 91 respectively.

The level of affordable rental stock for one and two bedroom dwellings also declined throughout most SLAs. Birkdale, Ormiston, Redland Bay and Victoria Point recorded slight increases; however this was a result of having very small figures initially.

Figure 39 shows the proportion of low and very low income households spending more than 30% of their income on housing rental costs.

Figure 39 Low and Very Low Income Households in Unaffordable Private Rental in 2008



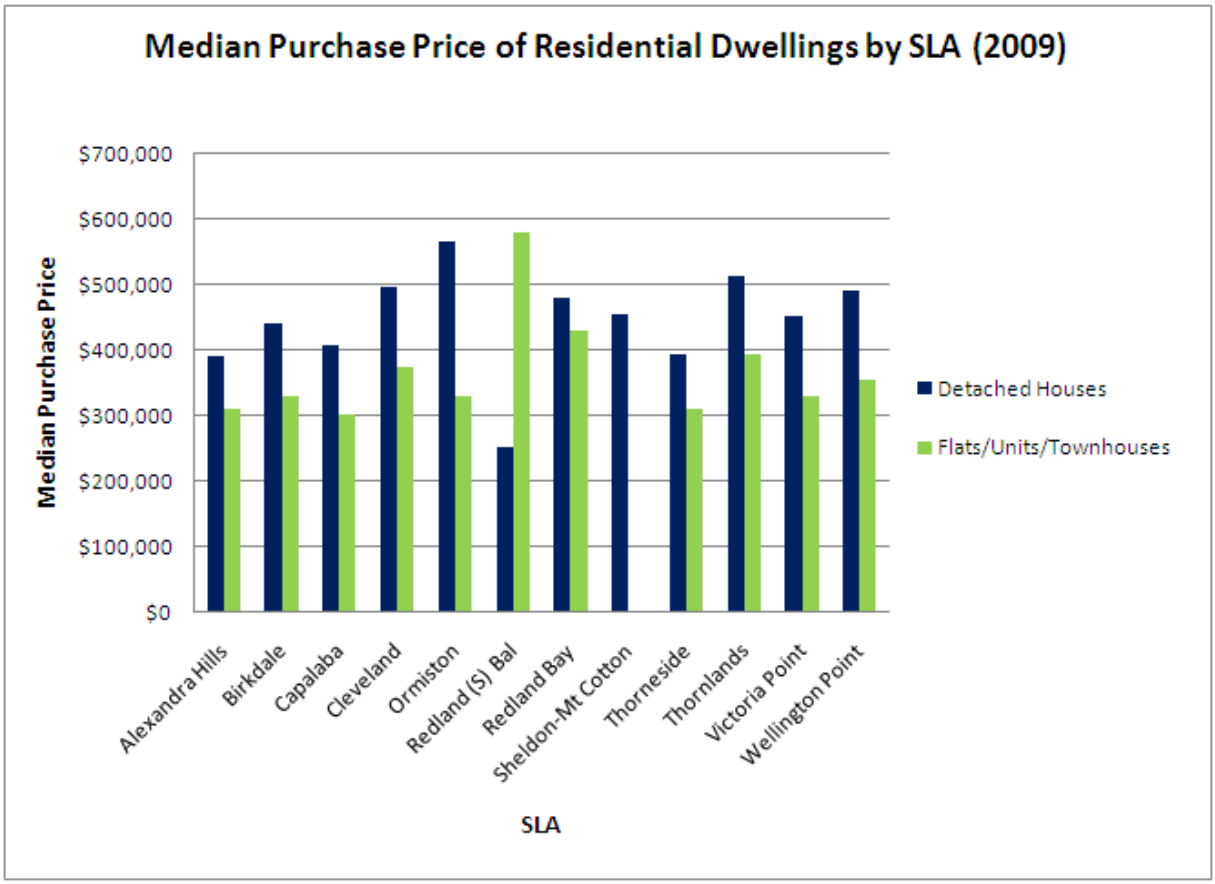
Source: Department of Family and Community Services housing data set in Department of Communities, Housing Analysis Review, 2010 (Table 14 SLA)

Purchases

Between 2003/04 and 2008/09 all SLAs in Redland City experienced a significant increase in the median sale price for residential dwelling purchases, with the exception of Redland Bay. Redland Bay experienced a decrease in the median sale prices for flats, units and townhouses from $475,000 in 2003/04 to $428,000 in 2008/09. Overall, smaller dwelling types such as flats, units and townhouses experienced the greatest increase in price compared to detached dwellings.

Figure 40 compares the median purchase price of residential dwellings across all SLAs in 2009.

Figure 40 Median Purchase Price of Residential Dwellings by SLA in 2009



Source: Department of Environment and Resources Management sales database in Department of Communities, Housing Analysis Review, 2010 (Table 18 SLA)

Purchase Affordability

Table 18 shows a breakdown of at risk purchasers in each SLA in 2006. As shown, Redland Shire Balance has the greatest proportion (17%) of households spending more than 40% of their income on mortgage repayments, and the smallest proportion (24.4%) of low income households spending more than 40% of their income on mortgage repayments. At the same time Redland Shire Balance had the greatest proportion of low income purchasers (54.6%) and the lowest median purchase

price for detached dwellings and land. Ormiston had the greatest proportion (38.3%) of low income earners spending more than 40% of their income on mortgage repayments.

Table 18 At Risk Purchasers According to SLA in 2006

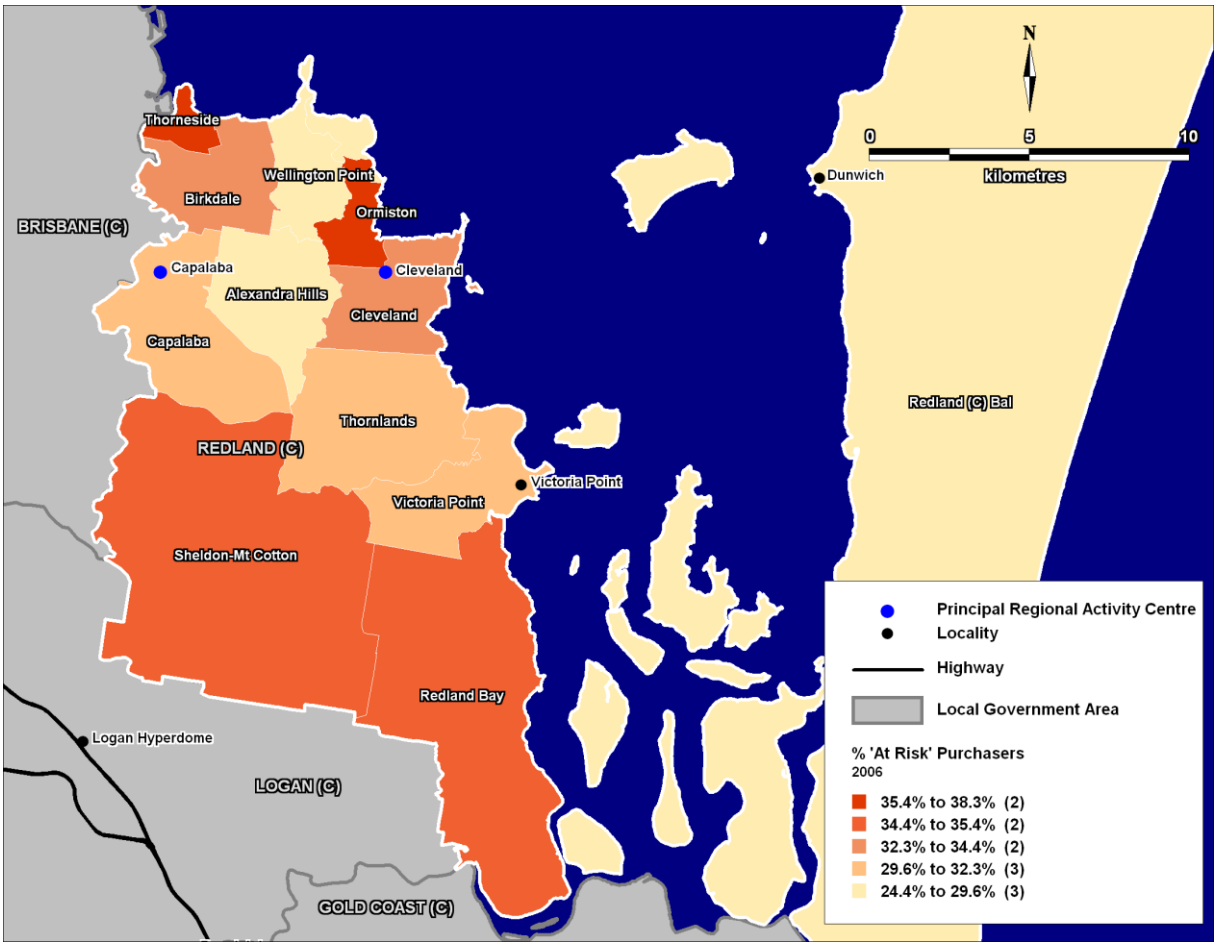
At risk purchasers						
	Low Income purchasers	High Income purchasers	No. paying 40%+	% paying 40%+	% Low Income purchaser	% and no. low Income paying 40%+
Alexandra Hills						
Households	679	1,663	250	10.7%	29.0%	25.9% 176
Birkdale						
Households	433	1,172	200	12.5%	27.0%	32.3% 140
Capalaba						
Households	607	1,553	267	12.4%	28.1%	30.0% 182
Cleveland						
Households	267	901	164	14.0%	22.9%	33.3% 89
Ormiston						
Households	120	429	66	12.0%	21.9%	38.3% 46
Redland (S) Bal						
Households	311	259	97	17.0%	54.6%	24.4% 76
Redland Bay						
Households	317	929	166	13.3%	25.4%	34.4% 109
Sheldon-Mt Cotton						
Households	166	524	87	12.6%	24.1%	34.9% 58
Thorneside						
Households	113	317	54	12.6%	26.3%	35.4% 40
Thornlands						
Households	277	1,012	151	11.7%	21.5%	30.7% 85
Victoria Point						
Households	372	1,001	161	11.7%	27.1%	29.6% 110
Wellington Point						
Households	269	1,008	124	9.7%	21.1%	29.4% 79

Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17A SLA)

Notes:
Low and high income groupings calculated from above and below 50th percentile of equivalised income.
"At risk purchasers" includes households in lowest 50% equivalised income with mortgage repayments over 40% of household income.

Figure 41 graphically illustrates the distribution of at risk purchasers according to SLA in 2006. At risk purchasers represent low income households who are spending more than 40% of household income on mortgage repayments.

Figure 41 At Risk Purchasers Across the Redland SLAs in 2006



Source: ABS data in Department of Communities, Housing Analysis Review, 2010 (Table 17A SLA)

Housing Implications:

- Over the past decade attached dwellings (which are typically smaller in size) experienced greater increases in both purchase costs and rental costs compared to detached dwellings across nearly all SLAs. This may indicate a growing demand for attached/smaller dwelling types, which are increasing in cost due to limited supply. Failure to accommodate the demand for attached housing will continue to place pressure on the housing market and prices will continue to rise.
- Ormiston, Redland Bay, Sheldon-Mt Cotton and Thorneside recorded the greatest proportions of low and very low income households spending more than 40% of their income on mortgage repayments. This indicates a significant lack of housing affordability in these SLAs, which should be addressed through greater housing diversity (i.e. dwelling type, size and cost).

4.3.5 Dwelling Approval Trends

From 2003 to 2008, the number of housing approvals decreased in each SLA except Cleveland, Ormiston and Sheldon-Mt Cotton. Sheldon-Mt Cotton recorded a significantly higher percentage change in housing approvals (118%), compared to 8% and 4% for Cleveland and Ormiston respectively.

From 2003 to 2008 the number of approvals for residential dwellings other than a house saw increases in Capalaba (2 to 105) Cleveland (39 to 139) and Victoria Point (14 to 70). All other SLAs recorded decreases or no change.

The change in Capalaba was the result of a very low base figure (2 in 2002/03) and 105 units being developed in 2007/08. Because most SLAs had very small percentages of attached dwellings and units there is no consistent trend and the figures are easily skewed.

Housing Implications:

- Between 2003 and 2008, most of the residential dwelling approvals in Cleveland, Victoria Point and Capalaba were for dwellings other than a house, indicating an increasing market acceptance of attached dwellings such as townhouses and flats. These SLAs should therefore be a focus for greater housing diversity, particularly attached dwellings (as well as in other SLAs that require more housing diversity).
- The release of South East Thornlands and Kinross Road Structure Plan areas should make a significant contribution to the supply of housing in Redland City in the future. Any new housing approved for these areas should be considered in the greater context of Redland City's housing needs, and the role new residential neighbourhoods can play in addressing the City's housing gaps.

5 Housing Needs

Section 5 provides a synthesis of housing needs relating to key housing issues identified in Section 2, drawing on data analysed in Sections 3 and 4.

5.1 Sustainable Settlement Patterns

As population growth increases in Redland City, the demand for housing will also continue to increase. Recent and forecast trends indicate an increase in the proportion of smaller household types such as couple only and single person households. This will mean a smaller median household occupancy rate and a greater number of households required in relation to the population.

Redland City requires approximately 21,900 new dwellings by 2031. This includes the forecast need for visitor dwellings. Taking into account the need to construct new dwellings to accommodate dwelling loss (e.g. from fire, flood, demolition, etc) adds 550 dwellings, reaching a total of 22,450 new dwellings by 2031. This equates to an average of 900 new dwellings per year, with the rate being higher initially and then declining towards 2031. The average number of approvals over the years 2002 to 2008 has been approximately 970 per annum, with most of these being single detached houses. However, it is expected that to maintain such a rate as greenfield areas are developed will require a greater level of infill development and more diversity of housing types including TODs, mixed use development and medium density units. Table 19 summarises the dwelling requirements for Redland City by 2031.

Table 19 Dwelling Requirements for Redland City (2006-2031)

	Current Dwellings	Dwellings Required at 2031	Change 2006-2031	Percentage Change
Total Dwellings Required (includes visitor dwellings)	49,797	71,712	21,915	44%

Source: Department of Communities, Housing Analysis Review, 2010 (Table 26 LGA)

New housing will mainly be provided through greenfield development and increased density predominantly around well serviced locations such as activity centres and public transport nodes. More discussion on the potential pattern of settlement is included in Section 6.1.

5.2 Housing Diversity

Analysis indicates that there is currently less diversity of housing in the Redland in comparison with SEQ and Queensland. Forecasts also indicate that a greater diversity of housing will be required in the future, with decreasing household sizes and greater demand for affordable housing prices.

5.2.1 Mix of Large and Small Dwellings

The Department of Communities modelling indicates that there is currently a significant mismatch in housing need and supply as summarised in Table 20.

Table 20 Housing Mismatch in Redland City in 2006

	Need	Supply (current stock)	Mismatch
Small Dwellings	14,450	6,900	-7,550
Large Dwellings	32,600	40,150	7,550

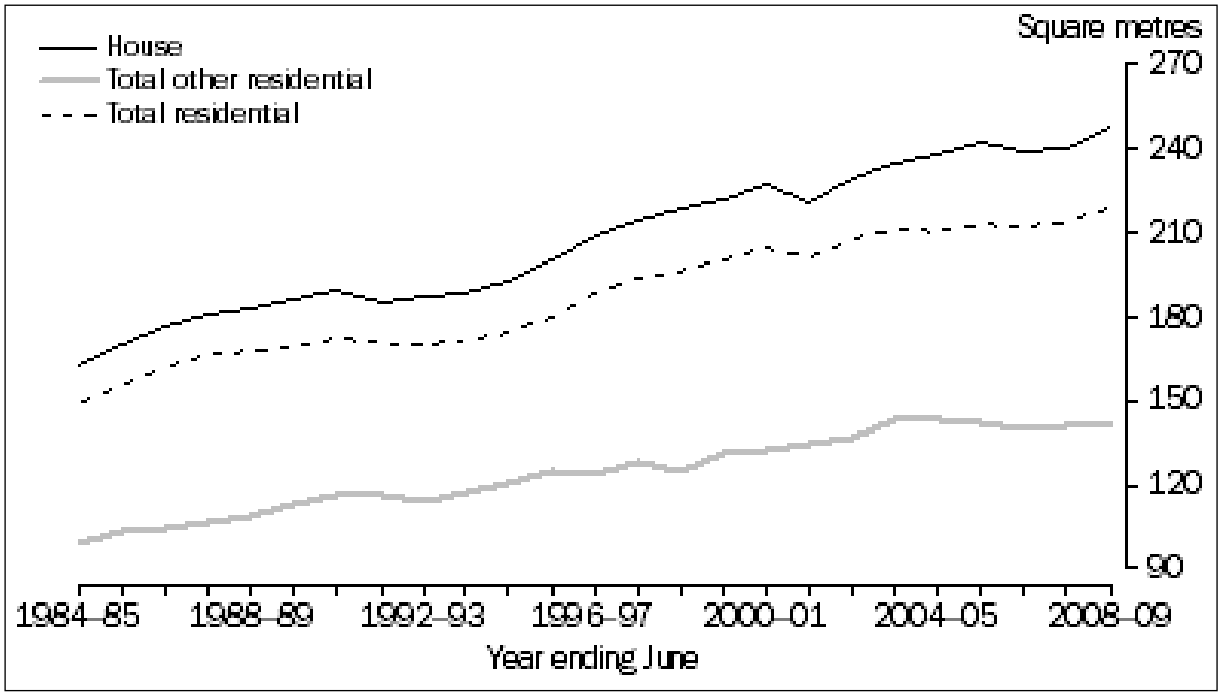
Source: Department of Communities, Housing Analysis Review, 2010 (Table 25 LGA)

The table shows an oversupply of large dwellings compared with the actual need for large dwellings to accommodate larger household types. There is a corresponding undersupply of small dwellings compared with the actual need for small dwellings to accommodate small households. This mismatch excludes small households with moderate to high incomes that choose large dwellings, and similarly excludes large households with moderate to low incomes that choose small dwellings (see Appendix 1 for information on data assumptions).

The size of mismatch as a percentage of total households in Redland City is 16%, equal to that of Queensland. The current proportion of small dwelling supply is 15% for Redland City, compared to 22% for SEQ and 23% for Queensland. However in order to meet future forecast demand for small housing approximately 40% of new housing (2006-2031) will need to be small dwellings. However in order to fully address the current mismatch of 7,550, the future supply of housing will have to include approximately 64% of small dwellings. Either of these scenarios presents a significant change to the current situation.

It should be noted that the current market trend is towards larger housing which makes the provision of the appropriate level of small housing even more challenging. Figure 42 from a recent ABS report illustrates this trend (Average Floor Area of New Residential Dwellings in Australia, February 2010). The same report shows that Queensland had the third largest percentage increase over the last 24 years compared to other states, and that compared with most other countries Australia has the largest average house size for new dwellings.

Figure 42 Average Floor Area of New Residential Dwellings in Australia



Source: ABS Feature Article, 2010

5.2.2 Dwelling Type Needs

The dwelling demand model used shows that the projected need between 2006 and 2031 for various dwelling types is as follows (Tables 21 and 22). It should be noted that these forecasts are based on recent trends with the assumption that these trends will continue into the future.

Table 21 Dwelling Needs Forecast (Nominal) for Redland City between 2006 and 2031

Redland City	2006	2011	2016	2021	2026	2031	Change 2006-2031
Separate house	42,638	45,468	48,701	51,887	54,268	54,896	12,258
Semi-detached/ row/ terrace/ townhouse	4,735	5,623	6,597	7,601	8,574	9,287	4,552
Flat/unit/ apartment	1,888	2,696	3,655	4,733	5,843	6,827	4,939
Other	537	602	601	633	677	703	166
Total Private Dwellings	49,797	54,389	59,554	64,854	69,362	71,712	21,915

Source: SGS forecasts from ABS 2006 Census data; PIFU forecasts, 2009; and Redland City Council, 2008

Table 22 Dwelling Needs Forecast (Percentage) for Redland City between 2006 and 2031

Redland City	2006	2011	2016	2021	2026	2031	Proportion of new dwelling type required 2006-2031
Separate house	86%	84%	82%	80%	78%	77%	56%
Semi-detached/ row/ terrace/ townhouse	10%	10%	11%	12%	12%	13%	21%
Flat/ unit/ apartment	4%	5%	6%	7%	8%	10%	23%
Other	1%	1%	1%	1%	1%	1%	1%

Source: SGS forecasts from ABS 2006 Census data, PIFU forecasts 2009 and Redland Planning Estimates

These forecasts show a declining proportion of separate houses with a corresponding increase in semi-detached dwellings and townhouses. The proportion of flats, units and apartments is also forecast to increase slightly, with "other" dwellings expected to remain constant. In order to achieve the forecast required housing mix, new housing between 2006 and 2031 will need to be in the following proportions:

- 56% separate houses;
- 21% semi-detached dwellings and townhouses; and
- 23% flats, units and apartments.

This modelling is based on current housing preference by house type. This may change significantly in the future as affordability declines. The future choice of housing will ultimately have to depend on the attractiveness of the dwelling type produced, to what extent it meets the market requirements and how affordable it is. Particularly, as housing affordability continues to decline it is expected that developers may consider a different mix of housing and design. It should also be noted that a key theme in consultation for the *Redlands 2030 Community Plan* was that while greater housing diversity was needed it should not significantly alter the character of the Redland with a preference for significant green space, a height limit of around 4 storeys, and quality design. These preferences should be considered in formulating future development strategies than balance housing need with desired urban form. However, it should be recognised that a set height limit does not permit higher density where it may be appropriate, and limits opportunities to achieve the required level and diversity of housing.

The following table provides a breakdown of forecast dwellings required in each SLA by 2031 (based on current population forecasts):

Table 23 Dwelling Requirements According to SLA in Redland City (2006-2031)

	Current Dwellings (2006)	Dwellings Required at 2031	Change 2001-2031	Percentage Change	Percentage of Total New Dwellings
Alexandra Hills	6,009	6,669	660	11%	3%
Birkdale	4,950	6,247	1,297	26%	6%
Capalaba	6,378	8,391	2,013	32%	9%
Cleveland	5,953	8,167	2,214	37%	10%
Ormiston	2,110	2,776	666	32%	3%
Redland Bay	4,012	6,200	2,188	55%	10%
Sheldon-Mt Cotton	1,656	3,086	1,430	86%	7%
Thorneside	1,474	1,722	248	17%	1%
Thornlands	3,716	7,849	4,133	111%	19%
Victoria Point	5,216	7,956	2,740	53%	13%
Wellington Point	3,614	4,574	960	27%	4%
Redland Shire Balance	4,709	8,075	3,366	71%	15%
Total Redland LGA	49,797	71,712	21,915	44%	100%

Source: SGS forecasts from ABS 2006 Census data & PIFU forecasts 2009

5.2.3 Indigenous Housing

Housing should be specifically available for Indigenous households who tend to have larger families and extended family groups. Indigenous housing needs to be designed in consultation with Indigenous groups to ensure it is both suitable and affordable. Local groups such as the North Stradbroke Island Aboriginal and Islander Housing Co-Operative Society Ltd, are active in providing Indigenous housing. The *Quandamooka Aboriginal Community Plan 2007* includes a Housing Strategy which highlights the lack of affordable options, with issues concerning effective co-ordination and planning between stakeholders, and lack of security of land tenure.

5.2.4 Crisis and Short Term Housing

There will continue to be the need for short term and crisis accommodation for homeless people, and this is likely to increase if housing affordability continues to decline.

There is currently a very low level of vacancy in the public housing market (State provided housing) indicating a lack of supply in this sector which would be expected to affect not-for-profit housing providers also. This situation forces those in need of social or community housing to enter the private housing market, where higher housing costs increase housing affordability pressures. Alternatively, a lack of social housing may also increase the incidence of homelessness where households in need are unable to access private housing.

5.2.5 Housing for Key Workers

Key workers play an important role in providing community services to the local region, and therefore it is important to consider their housing needs, particularly in terms of affordability. As discussed in Section 3.2.7 of this report house prices are currently considered unaffordable for key workers in Redland City, with the median price of a house being 6.2 times the average annual earnings of a key worker. The ability to attract and retain key workers, and also award wage staff, is critical for adequate social services and a strong local economy.

5.3 Affordable Housing

Housing costs in the Redland are increasing in relation to household incomes resulting in lower levels of housing affordability. Affordable housing will continue to be an issue as household sizes decrease and the number of single income households increases. Currently the supply of housing appears to adequate, however the diversity of housing does not appear to be as great as desired to achieve a range of suitable housing to match housing needs and household incomes.

The data from the Department of Communities (Qld) does not provide an indication of other related household costs that impact on the affordability of housing. Research by Griffith University (see Section 2.4) shows that the Redland is particularly susceptible to higher household costs related to fuel and transportation expenses, and this will impact on household ability to meet housing costs.

An overall estimate of the shortfall in affordable housing can be calculated by adding the number of low and very low income households spending more than 30% of their gross income on rental costs and the total number of homeless people. This shows that there is an approximate shortfall of 2,605 affordable houses. This figure may also be slightly higher when the number of households in mortgage stress is considered (as these households have a higher likelihood of losing their homes and moving into the rental market). There are currently 1,191 households considered to be in mortgage stress (households in the lowest 50% of income units with mortgage repayments over 40% of gross household income).

Affordable housing is not only needed by those traditionally accessing public housing (State housing) but increasingly a broader range of households with various incomes require some form of housing assistance. Affordable housing assistance therefore needs to take a variety of forms including State housing, community housing, housing advocacy groups, shared equity schemes, rental assistance, and lower price points for home buyers.

5.4 Ageing Population

The Australian population is ageing and this is evident in the Redland, but it is expected to be an even more significant issue in the future. The ageing of the population creates additional demand for housing which can cater for those with impaired mobility, as well as specific housing for the aged included retirement villages, and aged care facilities. A range of such housing choices are required to meet the various needs of this growing segment of the population.

As the previous research has shown, Redland City has an ageing population with an significant forecast rise in the proportion of the population aged over 65. This will require an increase in smaller, more manageable dwellings as households age. This is accounted for in the forecast need for smaller dwellings outlined previously.

Based on the current rate of living arrangements and the forecast population in the 65+ years age group between 2006 and 2031, approximately 2,358 additional persons will need to be accommodated in aged/retired care, nursing homes, and other non-private dwellings. This is an increase of 222% above current persons in these types of dwellings. As outlined in the next section, universal or adaptable housing should be provided for people with a disability and this will include a large proportion of those aged over 65 years. Universal housing should be provided sooner rather than later in all suitable areas so that the population can age in place.

5.5 Universal Housing and Adaptable Housing

The overall rate of disability is expected to increase significantly in the future given the ageing population and high levels of physical disability amongst the elderly.

Based on the forecast population growth, there will potentially be a need for additional adaptable dwellings for up to approximately 18,000 persons (assuming all additional physically disabled persons have a need for adaptable housing design). This excludes those that would be housed in nursing homes or aged care. This should be considered an indicative figure only based on past rates of disability for Queensland. However, the key fact is that with an ageing population there will be a much higher level of physical disability and the need for appropriate housing that should be provided now.

5.6 Particular SLA Needs

Section 5.6 comments on the housing needs of particular SLAs where there are specific housing needs.

5.6.1 Redland Shire Balance

Redland Shire Balance includes North Stradbroke Island and the Southern Moreton Bay Islands. These communities are relatively isolated and are only accessible from the mainland by ferry or private boat. These communities include a high proportion of Indigenous persons and a high level of persons born outside of Australia.

Compared with other SLAs, Redland Shire Balance has lower housing costs and a greater level of housing affordability. Furthermore, it has the highest rate of outright homeownership in the City, the highest rate of disability (both physical and mental) and the lowest incomes. Holistically, this information suggests that a large proportion of the Island residents are mature adults in a reasonable financial situation (given they own their houses outright) but often have a disability and receive a pension. However, the relatively low cost of housing in Redland Shire Balance is offset by

higher living costs associated with living in the island communities. These costs include increased transportation costs associated with ferrying across to the mainland, as well as the potential need to own two motor vehicles (one to use on the island and the other on the mainland). Other costs include the higher price of goods and services on the island such as groceries, fuel and general maintenance and trade work. This information suggests that the amenity and lifestyles benefits on the Islands should be protected and where possible enhanced. It also suggests that access, services and facilities should be reviewed to assist the day to day lives of residents.

Housing needs in Redland Shire Balance include housing support for Indigenous persons including appropriate housing types and community housing. It appears that there is a smaller proportion of children on the islands with the highest proportion in the 55-64 and 65-74 year old brackets. Consideration should be given to housing and services which support an older population and a high level of disability. However, the opportunity to provide assistance for these communities needs be considered in the context of infrastructure and capacity constraints.

It should be noted that Redland Shire Balance presents a unique situation and the conclusions in this section are fundamentally based on homeownership, disability, income and age data sets.

5.6.1 Cleveland

Cleveland has a high level of cultural diversity, lower income, higher levels of smaller households, and an older demographic. It has a higher level of State housing than other areas of the Redland, with more housing diversity, but low levels of ownership and high levels of rental stress.

Housing in Cleveland SLA needs to have a focus on providing a range of smaller and more affordable housing to suit lower income groups and ageing households. Cleveland, as a Major Activity Centre with a rail service, has the potential to support a much higher level of housing and support a high level of community diversity though a wide range of housing.

5.6.1 Redland Bay / Sheldon-Mt Cotton / Thornlands

Areas like Redland Bay, Thornlands, and Sheldon-Mt Cotton are relatively newer housing areas or remain in larger land holdings. These areas have a high proportion of families with children, high levels of housing ownership, and little housing diversity. As these areas develop they have the potential to provide a much greater diversity of housing rather than the traditional greenfield housing development of low density detached dwellings. This is especially the case where any new or emerging centres are located around areas with useable green space, providing amenity and public open space for higher density housing.

6 Appropriate Responses to Housing Needs

Section 6 provides some considerations for framing appropriate responses to the identified housing needs. However, it should be noted that a separate Planning Scheme Review and Housing Strategy will explore responses in further detail.

6.1 Sustainable Settlement Patterns

Sustainable settle patterns include consideration of the Redlands place in SEQ and its role in accommodating population growth, but it must also consider the location of future development within the Redland. Well serviced locations (existing or emerging) should be the priority for new development. This includes making the most effective use of existing well serviced locations, but also planning for them and appropriate housing density as part of greenfield development.

Table 24 outlines criteria for well serviced locations as they are considered to apply to the Redland. As Table 24 indicates that the better serviced a location is, the higher the level of housing density that should be provided, and the broader the area (based on walkable catchment size) of high density.

Table 24 Criteria for Well Serviced Locations

Location Type	Examples of Services and Land Uses	Catchment Size	Range of Housing Options
Level 1 – Local Low level public transport and/or a small range of local services.	▪ Public transport with a low level of service (e.g. two to three services daily); ▪ Local shopping; ▪ Community facility; ▪ A small park of between 0.5 and 1 hectare; or ▪ A state school.	400m radius	Detached housing, small lots, duplexes and a limited range of small scale medium density housing.
Level 2 - Neighbourhood Medium level public transport and/or a range of services that meet local and neighbourhood needs.	▪ Public transport with a medium level of service; ▪ A neighbourhood shopping centre; ▪ A public health centre; ▪ A medium to large park of at least 1.2 hectares; ▪ A state school; ▪ A small TAFE college with student numbers no greater than 5,000 persons; or ▪ A small university with student numbers no greater than 5,000 persons.	400m radius	Detached housing, small lots, duplexes, medium density housing and, in some instances, higher density housing.

Location Type	Examples of Services and Land Uses	Catchment Size	Range of Housing Options
Level 3 – District High level public transport services and/or a range of services that meet district and regional needs.	▪ Public transport with a high level of service (e.g. hourly service for at least part of the day); ▪ A district shopping centre; ▪ A regional shopping centre; ▪ A central business district; ▪ A public hospital; ▪ A large park for district level informal or structured recreation activities, of between three and five hectares; ▪ A large TAFE college with student numbers in excess of 5,000 persons; or ▪ A large university with students numbers in excess of 5,000 persons.	800m radius	Detached housing, small lots, duplexes, medium density housing and higher density housing.

Source: Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007

These areas have been mapped by SGS Economics and Planning in order to inform the planning scheme review (by John Gaskell Planning Consultants). The following sections discuss some of the options for future housing development in Redland City.

6.1.1 Greenfield Development

The current availability of broadhectare land in Redland presents one option for the efficient provision of future housing. There should be a focus on achieving efficient utilisation of land, preferably in close proximity to employment, services and other social infrastructure, or with these provided as part of new communities (where required). There should be a wide choice of tenure options and diversity of housing such as a range of lot sizes, dwelling sizes, dwelling configurations and housing costs. Greenfield development provides a good opportunity to provide diversity as part of the master planning exercise. At the same time the approvals needed for large greenfield development provide an opportunity for Council to influence housing outcomes.

The *South East Queensland Regional Plan 2009-2031* (the Regional Plan) identifies South East Thornlands, Kinross Road (Thornlands) and Victoria Point as Local Development Areas that present significant opportunities for residential development, along with some retail and service needs. South East Thornlands and Kinross Road are located adjacent to existing urban areas and infrastructure, and are capable of accommodating urban development in the short term. Victoria Point is contiguous with existing local services and has the capacity to accommodate additional residential development, however further investigation and planning scheme amendments are required for this area.

The South East Thornlands Structure Plan will guide and manage future development in the South East Thornlands Local Development Area. It presents an integrated land use and infrastructure plan that defines the development intent for the area. By doing this it identifies a mix of residential, commercial, community and open space areas to support a community of

approximately 2,900 future residents. Under the Land Use Precincts Strategy, the development intent for the Housing Precinct is that it "accommodates a range of predominately detached dwelling types on individual lots of varying size". The development intent for the Medium Density Housing Precinct is that it "provides concentrations of medium density housing to accommodate the housing needs of a diverse community in a compact urban form with good levels of convenience and amenity".

The State Government recently announced Kinross Road as a Master Planned area, extending the structure planning area to include Panorama Drive and Redlands Bay Road. The Draft Kinross Road Structure Plan is currently being prepared to ensure a coordinated and sustainable planning approach to the urban development of this greenfield area. Housing in the area will be characterised by rural residential dwellings, estimated to accommodate 3,450 future residents.

In June 2000, Redland City Council conducted a Broadhectare Study which provides a measure of future residential land supply, with land categorised as either 'urban residential' or 'low density residential'. As at June 2000, Redland City had a total of 925 hectares of broadhectare land. This was comprised of 775 hectares for urban residential use and 150 for low density residential use. Most of this land is located at Redland Bay and Thornlands.

Land in Redland City is in relatively short supply, meaning that the location and density of future housing needs to be carefully planned for. It is important that new residential development is undertaken in suitable areas (where possible), such as areas that are well serviced or in close proximity to key activity centres. Housing should aim to achieve an efficient form of urban development, with residential areas located and distributed with the efficient use of land and infrastructure in mind. It is also important that greenfield development areas achieve a much higher level of housing diversity and adaptability than they have in the past. This is important in providing for and encouraging community diversity, but also important to allow for future demographic changes, such as ageing in place. This should be achieved both through initial diversity of housing stock but also in allowing flexibility in the future. Future flexibility may be achieved through universal and adaptable housing being provided, but also allowing for future subdivision, secondary dwellings, and higher density development.

6.1.2 Infill Development

The amount of land available for infill development at Redland presents numerous opportunities to accommodate future dwellings and increased densities. Infill development is considered desirable, particularly where infrastructure and services are already established. Much of the infill should be undertaken in activity centres, major employment areas and other well serviced locations.

The *South East Queensland Regional Plan 2009-2031* (the Regional Plan) states that by 2031, 21,000 additional dwellings will be required to meet the growing population and demographic changes expected for Redland City. 15,000 of the additional dwellings are expected to be accommodated through infill and redevelopment. The plan stipulates that infill development will be largely located around the regional activity centres of Cleveland, Capalaba, Victoria Point and other activity nodes with good public transport services. The Regional Plan highlights that these centres

could provide opportunities to accommodate residential dwellings units through multi-storey and mixed use configurations.

Furthermore, the Regional Plan identifies Thorneside, Birkdale, Wellington Point and Ormiston as areas close to public transport, presenting possible opportunities for further residential development in the longer term.

While infill development includes units and medium density housing on larger sites, there should also be measures to facilitate smaller scale housing development such as duplexes, one into two small lot subdivision, and secondary dwellings (granny or fonzy flats).

While infill development provides opportunities for higher density development, it is important to note that the local development industry has in some cases been developing at lower densities than that allowed under the planning scheme. This may impact on the level of density required to support new infrastructure, reduces local activity, and removes opportunities for higher density development in the short to medium term. Potential incentives that encourage higher density (and more affordable) housing in the Redland need to be investigated. This could be done through consultation with the development industry to gain insight into the ability, desirability, returns and practical incentives to provide higher density development. It should also be recognised that certain density or height limits, or other development controls, set out for various sites will impact on development feasibility this should be considered in planning scheme controls.

6.1.3 Current Activity Centres

Established activity centres have the potential for significant redevelopment and higher densities, especially where good levels of services and social infrastructure already exist. These should all have the level of services expected of "well serviced locations" as outlined in Section 6.1. Examples of activity centres in Redland City include:

- Capalaba (Principal Regional Activity Centre);
- Cleveland (Principal Regional Activity Centre);
- Victoria Point (Major Regional Activity Centre);
- Wellington Point (suburb); and
- Redland Bay (suburb).

Established activity centres have a greater ability to provide for infill development because they are (and should be) well serviced locations that are attractive for residential living due to convenience and lifestyle. Increased residential development in activity centres attract a range of advantages such as better access to public transport, less need for private vehicle use, night time economy and improved casual surveillance.

A large proportion of new dwellings could be accommodated within the activity centres listed above. Once new development controls are introduced, it may take some time for the market to acquire necessary land and take up the opportunities for redevelopment.

Efforts should be made to provide a diverse range of dwelling sizes and costs, with a focus on increasing the proportion of smaller sized dwellings such as attached dwellings and units. Housing

in these locations provide opportunities for lower household expenditure due to lower transport costs and access to better services. Activity centres may also provide opportunities for mixed use development which may combine retail, office and residential uses.

6.1.4 Transit Orientated Locations

Areas with good levels of public transport services are desirable for future residential development. In many cases public transport services will align with existing or planned activity centres and in these situations, mixed use development which includes residential development is better supported by public transport. In other locations good public transport services may support a predominantly residential precinct at higher densities, with some local level retail and commercial uses.

Transit orientated locations provide enhanced opportunities for nearby residents such as:

- Reducing the need to travel;
- Creating shorter travel journeys;
- Providing safer and easier access to employment, schools and services;
- Promotes social equity; and
- Provides travel choice.

Key transit orientated locations for Redland City include Cleveland Principal Regional Activity Centre (with the Cleveland train station included in the Master Plan) and Capalaba Principal Regional Activity Centre (with the proposed extension of the Eastern Busway). Other areas such as Victoria Point, Toondah Harbour and Redland Bay are potential future transit orientated locations subject to proposed transport projects.

Redland City has a range of public transport options such as trains and buses, as well as ferry/barge/water taxi services to service island residents (although these are more costly). These services run frequently during the week, as well as on weekends. Transport services connect Redland City with other major centres such as Logan City, Brisbane, the Sunshine Coast and the Gold Coast.

The *draft Connecting SEQ 2031* identifies a range of key projects to improve transport options for the Redland area, as well as support future growth and employment. These projects include:

- The Eastern Busway from Buranda to Capalaba, including interim measures to provide priority bus access into and out of the Capalaba Principal Regional Activity Centre;
- Bus priority measures between Cleveland and Capalaba Principal Regional Activity Centres and Redland Bay;
- Passenger rail line duplication between Cleveland and Manly;
- Proposed strategic bus corridor between Capalaba and Cleveland;
- Proposed strategic active transport corridor between Capalaba and Cleveland;
- Redland's sub-arterial road upgrade; and
- The Cleveland-Redland Bay road upgrade.

Capalaba Centre Master Plan

The Capalaba Centre Master Plan has been prepared to guide and manage how the Capalaba centre evolves over the next 10 to 20 years. The intent is for Capalaba to be a key employment hub, comprising a vibrant mix of retail, commercial/financial, residential, entertainment/tourism and community facilities.

The Capalaba Centre Master Plan sets out a residential dwelling target of 342 dwelling units. Residential development within Capalaba will be largely characterised by more compact, high-density and mixed use development focused around the Eastern Busway station and Capalaba Regional Park.

Cleveland Centre Master Plan

The Cleveland Centre Master Plan has been prepared to guide and manage future development in the Cleveland area. The intent is for Cleveland to evolve from a traditional town centre into a modern commercial business centre, with a comprehensive range of public services and administrative functions, retail and commercial facilities and residential development.

The Cleveland Centre Master Plan sets out a residential dwelling target of 456 dwelling units. Residential development within Cleveland will be largely characterised by higher densities, including mixed use development.

Master Planning to Address Housing Issues

Both Master Plans provide significant opportunities to address some of the key housing issues evident in Redland City. Residential development as part of the master planning processes will make a significant contribution to the supply of housing, as well as provide greater housing choice for residents by increasing the diversity of housing available in the City. Specifically, residential development in and around the centres will increase the supply of smaller and attached dwellings at greater densities, which are also likely to be more affordable in terms of actual housing cost (rent or purchase cost) and external housing costs (location in relation to employment, community services and amenities).

This form of mixed use development in both the Capalaba Principle Regional Activity Centre and Cleveland Principle Regional Activity Centre also provides significant opportunity to achieve well integrated land use and transport. They encourage future residents and visitors to make shorter and less frequent travel trips (by co-locating activities), as well as encouraging the use of more sustainable transport modes such as walking, cycling and public transport.

6.2 Housing Diversity

Options to address the need for smaller dwellings will need to be subject to consultation, however these may include:

- A greater proportion of attached dwellings and units;
- A greater proportion of smaller houses;

- A greater proportion of attached dwellings;
- Providing dwellings that are at the lower end of the large category (i.e. three bedrooms), but at a more affordable cost; and
- Increasing the proportion of alternative housing such as granny flats and fonzy apartments.

It will also be important to ensure that "other" dwellings can continue to be provided to fill the need for alternative dwellings that meet lifestyle choices and affordability. At the same time those living in these types of dwellings should also have the option to live in a house, attached dwelling or unit if desired. Facilitating the development of such housing may require a range of measures, with a focus on ensuring the planning scheme makes such development feasible and that the location of such housing enhances it desirability.

A greater supply of smaller dwellings would address, in part, the need for more suitable housing to suit changing household types and this will assist households in finding suitable housing and not having to pay a premium for larger housing when it is not required. Smaller dwellings are generally more cost efficient in both the short term (purchase) and longer term (lifecycle costs), and allow households more discretionary spending on other needs and lifestyle choices such as education, health and recreation.

Providing a diverse range of housing options is a key step in improving affordability as it means households are more likely to rent or purchase housing which suits their circumstances, and not larger, more expensive options. Caravan parks in particular are an important form of affordable housing and should be available as an option for residents in Redland City. Council has recently taken action through the planning scheme to preserve caravan park development. Housing diversity also means that more attached dwellings and units are available as an option, generally at a lower cost.

Providing for housing diversity in a range of locations (see Section 6.1) will encourage a wide range of housing to suit diverse household needs.

6.2.1 Indigenous Housing

There needs to be housing specifically available for Indigenous households who tend to have larger families and extended family groups. Indigenous housing should be planned and designed in consultation with Indigenous groups to ensure it is both suitable and affordable. Local groups such as the North Stradbroke Island Aboriginal and Islander Housing Co-Operative Society Ltd, are active in providing Indigenous housing. This is an area where Indigenous groups need to work in co-operation with Council and State Government to overcome barriers to housing development. The need for Indigenous housing is particularly an issue on North Stradbroke Island and the Southern Moreton Bay Islands where there is a higher level of Indigenous population. It is important that housing in these locations is also supported by appropriate services, infrastructure, and facilities.

6.2.2 Crisis and Short Term Housing

The current need for such accommodation needs to be explored further with providers to understand the gaps in accommodation provision and how this can be best addressed in the future. Specifically, any barriers to the provision of such facilities should be explored to see in what areas Council may be able to assist. Furthermore, it is important that sufficient support is in place to assist people in making a permanent transition from homelessness into long term private housing.

6.3 Affordable Housing

There will continue to be a demand for more affordable housing in the Redland, and efforts should be made to provide housing which also contributes to affordable living, which is best done by providing housing in well serviced locations.

Affordable housing needs to be well designed and physically integrated with surrounding development to assist in social integration. Affordable housing needs to be provided for a full spectrum of household income levels and cover a range of assistance including State housing, community housing, shared equity, National Rental Affordability Scheme, and lower priced homes for purchase. As mentioned previously a range of housing products should also be provided to provide more choice and various housing costs.

Affordable housing for key workers needs to be provided in close proximity to major centres and major community services/facilities such as schools and hospitals. Well located housing reduces car dependence and transportation costs, thereby increasing the capacity of key workers to afford housing to meet their needs and the incidence of after-housing poverty (Department of Housing, 2003, p. 64).

Well located affordable housing also helps to attract and retain key workers in the area by making access to work more convenient, particularly during shift work. Housing located in close proximity to key services can also provide a high level of retail and personal services that can further encourage key workers to reside in the area. In addition to this, an appropriate level of amenity also needs to be provided, particularly for shift workers. Similar housing needs are applicable to award wage earners, which play a vital part in the economy. This includes workers in tourism, retail, and hospitality.

There also needs to be a focus on providing ecologically sustainable housing products that meet the market demand but at a lower construction (and therefore purchase) cost. This will also assist in reducing longer term housing costs (e.g. electricity and water), and contribute towards greater housing affordability.

It should also be noted that a proportion of low income households will continue to require large dwellings to avoid overcrowding. This will require either innovative design and construction to ensure the product is affordable, or financial assistance through State or community housing.

6.4 Housing for an Ageing Population

There is a large rise forecast in the proportion of the population aged 65 year and over and this creates the need for a much higher level of housing to accommodated them in a sustainable manner and support aging in place.

Council should investigate means of increasing the provision of universal and adaptable housing to suit an ageing population with limited mobility. This should include greenfield development which tends to attract young families with children, but will need housing in the future which suits an aging population. A higher level of smaller houses and units will also be required for the ageing population, although it must be acknowledged that not all older households will require or desire such housing (at least in the earlier stages of retirement).

There will also be a much higher demand in the future for retirement homes and aged care to cater for those that need or choose such supported living. This is expected to cover a range of physical abilities and ages, from active seniors to those requiring full time care. Such facilities should be in well located with good access to shopping, services and public transport. Because such facilities require a large land area, their location should be carefully considered, balancing the most efficient use of land near well serviced locations, with the need to provide a good level of services and facilities.

6.5 Housing Character

One of the key issues which emerged from *Redlands 2030 Community Plan* consultation was the potential impact of housing change on the area's character. In this regard there were comments on limiting height, providing sufficient green / open space, and providing a high design standard in all types of housing (detached, affordable and units). There was also a key theme of providing housing which is more environmentally sustainable.

It is important to provide a greater range of housing diversity and density to meet community needs and achieve a more sustainable urban form. However, it is also important to take community concerns into account. The need to provide higher density and more affordable housing throughout the Redlands should not be at the expense of lower design standards, and community acceptance of such housing will be reduced if it detracts from the character of the area. It should be recognised and promoted that such housing can be well designed, attractive and well integrated. It is also important to ensure that higher density is well located in areas where it provides the greatest benefit and will be most accepted (such as in and near activity centres). The levels of density and height need to be graduated depending on the location and the potential impact on lower density areas. There should also be a focus on providing a high level of external amenity (open space, services, retail) to balance a lower level of private open space in higher density living.

Environmental sustainability should be enforced through the appropriate building standards, but also with higher standards encouraged and recognised where possible. The longer term cost

benefits of sustainable housing should be promoted through the community and development industry.

There are also particular areas in the Redland where specific housing needs should be accommodated and encourage through planning scheme measures and policy. This includes key centres and island communities. The housing needs of these communities should be addressed through local planning instruments as required.

7 Conclusion

The planning and provision of appropriate housing is fundamental to achieving a sustainable and liveable future for Redland City's residents. The purpose of the Housing Needs Assessment was to identify issues and a range of preliminary responses to Redland City's housing challenges and needs. This is intended to inform the development of a Housing Strategy in consultation with housing stakeholders.

The Housing Needs Assessment has identified the following range of possible actions to address housing issues in Redland City:

- Encouraging a greater diversity of housing stock with more smaller dwellings and attached dwellings required to meet current and future household needs;
- Provision of more affordable housing taking a range of forms including State housing, community housing, and a wider range of housing price points and dwelling sizes;
- Protection of existing affordable housing including alternative housing such as relocatable home and caravan parks;
- Increasing the provision of adaptable and universal housing;
- Providing a greater range of housing throughout the area to allow the population to age in place (including adaptable and universal housing, aged care, and retirement homes);
- Promoting a greater range of housing and higher density in well serviced locations (current and planned);
- Increasing diversity and density in a range of well planned locations including greenfield development, infill, activity centres, and transit nodes;
- Ensuring higher density development is feasible;
- Facilitating the development of more housing through small scale development such as duplexes, one into two subdivisions, and secondary dwellings;
- Encouraging the development of short term and crisis accommodation, while also supporting household transition to more secure, longer term housing;
- Supporting the development of more Indigenous housing;
- Development of housing for key workers and award wage earners;
- Encouraging more environmentally sustainable housing through enforcement of standards, education, and incentives;
- Development of housing that sets a high standard in design and complements the subtropical and bayside character of the Redlands.

The preliminary recommendations provided in this report will be investigated in greater detail in the final Housing Strategy (Stage 3), particularly through stakeholder consultation. The Housing Needs Assessment, along with the Planning Scheme Analysis undertaken in Stage 3 should ultimately inform Redland City Council's planning scheme measures that will remove barriers and provide opportunities for a range of housing options that respond to the local community's needs. At the same time a range of non-planning scheme measures will support the provision of appropriate housing to ensure that housing in the Redland supports community development.

Glossary

Term	Definition
Adaptable Housing	Housing that is designed so that it can be easily modified in the future to be accessible and to meet the needs of both occupants and visitors with disabilities or progressive frailties (Sunshine Coast Regional Council, 2009). This is the term used in the relevant Australian Standards (Australian Standard for Adaptable Housing (AS 4299 -1995)).
Affordable Housing	The Department of Communities (QLD) considers housing to be affordable when: ▪ The dwelling is appropriate to the needs of low income households in terms of design, location and access to services and facilities; and ▪ As a guide, the out of pocket rent (total rent less any applicable Australian Government Rent Assistance) paid by households in the lowest 40% of the income distribution, does not exceed 30% of gross income. The Department of Communities (QLD) outlines that affordable housing should consider the following six characteristics: ▪ Dwelling and social mix; ▪ Appropriateness of the dwelling; ▪ Tenure choice; ▪ Location of dwellings; ▪ Quality of environmental planning and design; and ▪ Cost (Department of Communities, 2005 (QLD)). This definition applies to both the private sector and public/social housing.
Benchmark	A standard or set of standards used as a point of reference for evaluating performance, position or level of quality (Business Dictionary, 2011).
Dwelling	Redland City Council's Planning Scheme Dictionary (2006) defines a dwelling as "a building or part of a building used, or capable of being used, as a self-contained residence that includes a food preparation area or an area capable of being adapted for food preparation, a bath or shower, a toilet and wash basin".
First Home Buyers	The ABS 2006 Census Dictionary defines first home buyers as "persons entering the home ownership market for the first time". It includes any person who has not previously had their name on a Certificate of Title and is purchasing a dwelling.
Housing Affordability	Housing affordability relates to the economic capacity of the individual or household to secure housing that is within their means, and that does not unduly constrain the household's choices in terms of location, quality, amenity or tenure security. Housing affordability primarily focuses on the relationship between income and housing costs (GCCC, 2007).
Housing Stress	The Queensland Department of Communities (2005) considers households to be in housing stress when: ▪ The dwelling is not appropriate to the needs of low income households in terms of design, location and access to services and facilities; and ▪ As a guide, the out of pocket rent (total rent less any applicable Australian Government Rent Assistance) paid by households in the lowest 40% of the income distribution, exceeds 30% of gross income.

Key Worker	A key worker is a public service employee who is considered to provide an essential service to the community. Examples of key workers include: teachers, doctors, nurses, police officers, ambulance officers, fire fighters and defence personnel (DirectGov, 2010).
Large Dwelling	A dwelling with three or more bedrooms (Department of Communities, 2010 (QLD)).
Non-private Dwelling	A non-private dwelling provides short or long-term communal or transitory type accommodation. Non-private dwellings are classified according to their function and include hotels, motels, guest houses, jails, religious and charitable institutions, military establishments, hospitals and other communal dwellings. Where this type of accommodation includes non-self-contained units (where meals are provided) such as retirement villages, hostels and/or nursing home accommodation, they are defined as non-private dwellings (ABS, 2006).
Person with a Disability	A person who has a limitation, restriction or impairment, which has lasted, or is likely to last, for at least six months and restricts everyday activities (Department of Communities, 2010 (QLD)).
Private Dwelling	Refers to a separate set of living quarters with a private entrance either from outside or from a common hall, lobby, vestibule or stairway inside the building (Statistics Canada, 2008).
Redland Shire Balance	Redland Shire Balance represents all of the island communities which include North Stradbroke, Peel, Coochiemudlo, Lamb, Macleay, Perulpa, Karragarra and Russell Islands. Lamb, Macleay, Perulpa, Karragarra and Russell Islands are known as the Southern Morton Bay Islands (SMBI).
Residential Amenity	Redland City Council's Residential Development Position Paper (2002) describes residential amenity as "the promotion of more pleasant and liveable communities".
Residential Density	A measure of the number of dwellings in a given area (Forsyth, 2003). The Redlands Planning Scheme uses the formula of one dwelling per X m^2 (1d/X m^2).
Small Dwelling	A dwelling with zero, one or two bedrooms (Department of Communities, 2010 (QLD)).
Universal Housing	Universal housing refers to dwellings that are of a sensible design to meet the needs of a wide range of people and abilities over time without the need for adaptation or modification (Sunshine Coast Regional Council, 2009).

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Appendix 1

Data Assumptions

In identifying findings and implications for housing in Redland City, it is important to understand the following limiting assumptions of the housing needs modelling used in this study:

- Estimates of future disability rates by age group are indicative only as they are based on 2003 survey data for all of Queensland and assumes disability rates will remain constant and that the rate of disability by age breakdown is similar for Redland City as it is for Queensland. It should also be understood that disability rates may change over time due to medical advances, improved technology and other external factors.

- Disability data for 2003 has been supplemented by similar data from the 2009 survey. The 2009 survey data is not currently available on a State by State basis. However the 2009 data has been used to give a breakdown between disabilities from a physical and mental cause, and this same breakdown has been applied to the 2003 Queensland data. This has been done to provide a more accurate estimate of the need for housing to meet the needs of those with a disability.

- The indicative need for tenancies for persons with a specific limitation or restriction assumes that all types of disabilities will require adaptable housing. It may be that certain disabilities do not require adaptable housing and therefore this may reduce the dwelling need accordingly.

- The indicative need for small and large dwellings assumes that all small, low income households are better accommodated in small dwellings. This includes most retirees, most of whom reside in large dwellings, which they own outright, significantly reducing any affordability concerns associated with small households occupying large dwellings. It should be understood that small households may choose to remain in large dwellings for a range of personal, family, financial and lifestyle reasons, even though their normal bedroom and space needs might be met by small dwellings.

- The model assumes the same proportional split of household types in the future, in terms of small and large dwellings, as measured at the 2006 Census. It should be understood that household and age-sex projections suggest a greater proportion of small households, with a need or preference for small dwellings, in 2031.

- Given the low cost of housing on the SMBI, this may affect the average cost of City wide housing.

REDLANDS HOUSING STRATEGY

ANALYSIS OF CURRENT PLANNING SCHEME PROVISIONS

June 2011

Ground Floor
8 Catherine Street
Woolloongabba
QLD 4102

PO Box 8103
Woolloongabba
QLD 4102

T – (07) 3392 1911
F – (07)3392 1399
M – 0408 550 747
E – info@jgplan.com.au
W – www.jgplan.com.au

ABN 46 247 589 853

EXECUTIVE SUMMARY

Redland City contains a rapidly growing population with an expected growth from 131,210 in 2006 to approximately 181,637 by 2031, an increase of 38%. Lone person and couple only households will have increased by 2031, and correspondingly couples or sole parents with children will have declined.

The population of persons over 55 years of age will continue to increase significantly where over a quarter of Redland City's population will be over 65 years of age by 2031.

Housing affordability has declined in Redland City reflecting State wide trends. Currently Redland City has a high proportion of larger dwellings (86%), with most of the housing stock single detached dwellings (also 86%).

The SGS Economics and Planning Housing Needs Assessment Report identified key areas where current housing stock is mismatched with existing and future housing needs:

- Dwelling type and household profile
- Dwelling size and household size
- Income and housing costs
- Current and future ageing population and current aged care homes
- Limited social housing
- Limited adaptable housing.

Based on these mismatches there are considered to be areas of housing need that can be correlated with housing form needs as outlined in the table below:

Housing Need	**Possible Housing Forms**
Increasing the diversity of housing stock (i.e. type, size, tenure, cost), including increasing the number of smaller dwellings	Multiple Dwellings including: - Duplexes - Units (1 – 3 storeys) - Townhouse/ row house Apartment Building (four storeys and above) Single detached houses on small lots (400m^2) Single detached houses on very small lots (200 – 400m^2) Secondary dwellings
Increasing the provision of affordable housing	Planning scheme support for housing diversity: - Multiple dwellings - 'Granny flats' / Secondary dwellings Planning scheme support for affordable housing providers
Increasing the provision of special needs housing (i.e. adaptable housing), and increasing aged care housing	Ageing population housing: - Aged care housing – independent living units - Aged care housing – high care - Aged care housing – adaptable houses/ 'aging in place' Other housing forms such as: - Boarding houses - 'Granny' flats/ secondary dwellings - Caravan or mobile home parks - Housing for particular needs (supported accommodation).

Housing Need	Possible Housing Forms
Encouraging higher density housing at appropriate locations in and around activity centres and transport nodes.	Locations for different housing options identified in Section 5 and 6.

The current planning scheme contains a number of barriers that may impact on the market meeting housing needs. The main barriers identified are:

- Some code requirements which could be reviewed to allow more flexibility in housing form;
- The current subdivision standards which could be a barrier to smaller housing forms in both Greenfield and infill circumstances;
- Rigid density requirements of aged care housing which may discourage aged care proposals;
- The relatives apartment requirements which specify who is able to live in the apartment, and the level of assessment, may be a barrier to alternate living arrangements in existing houses particularly for smaller households;
- Level of assessment barriers for small lot houses, dwelling houses or dual occupancy which trigger impact assessment under certain circumstances;
- Dual occupancy standards which could be reviewed to allow more flexible standards for infill, including corner lots.

Conversely there are a number of opportunities to reconsider the range of housing options and the level of assessment that could be more tailored to meeting housing needs in Redland City. The opportunities are focussed around providing a more explicit response to housing need, as well as housing options for seeking more flexible housing products and reducing the level of assessment for housing to allow the market to better respond to housing needs.

This study also analyses locations that are considered appropriate to accommodate housing needs. These include existing areas planned for intensification (higher density), and other locations in the city that may provide opportunities to meet housing needs in the future. The analysis included an assessment of 'Level One', Level Two' and 'Level Three' locations in the city consistent with the requirements of the SPP 1/07 Housing and Residential Development. The analysis also reviewed locations that may provide future areas to diversify or intensify housing to meet housing needs.

The locations where housing options meet housing needs are outlined in the following summary table:

Location	Possible housing options to meet housing needs
Cleveland and Capalaba Principal Regional Activity Centres	Higher density units (four storeys and above) in close proximity to employment, services and public transport. Predominant housing forms may include apartment buildings (over three storeys) as well as aged care units and care facilities.
Victoria Point Major Centre and Birkdale	Housing diversity and increased residential

Location	Possible housing options to meet housing needs
and Alexandra Hills District Centres	development density including multiple dwellings (up to three storeys), duplex housing, and small lot houses.
Redland Bay and other public transport nodes including Thorneside, Wellington Point and Ormiston	Housing diversity and increased residential development density including multiple dwellings (up to three storeys), duplex housing, and small lot houses. Opportunity to review housing forms and intensity in separate planning reviews in the future.
Employment Nodes including 1. The Capalaba Employment Area 2. The Capalaba Industrial Enterprise Park 3. Cleveland Employment Area 4. Cleveland / South Ormiston Industrial Area 5. Medical Activity Centre and Industrial Park 6. Victoria Point Employment Area.	Some housing options exist in conjunction with the adjacent major centres. More opportunities for housing choice and increased housing density are identified for future planning reviews.
Linear development along key arterial connections	Linear development opportunities provide a long term opportunity for housing options at discrete locations suitable for increased density or greater housing choice, particularly around future transit stops.
Greenfield development areas such as South East Thornlands and Kinross Road.	These are major Greenfield growth areas and provide low rise (1 – 3 storeys) multiple dwellings and aged care opportunities, as well as a full range of duplex, small lot housing and detached housing opportunities. Opportunities for smaller lot sizes within integrated local planning are possible.

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1. INTRODUCTION

1.1 Introduction

The Planning Scheme Analysis report has been prepared in conjunction with the Housing Needs Assessment report, and is part of the overall Redlands Housing Strategy carried out for Redland City Council. These studies are being carried out for Redland City Council in a consultancy led by 99 Consulting in conjunction with SGS Economics and Planning and John Gaskell Planning Consultants (JGPC). This section of the report provides an introduction outlining the purpose and structure of the report.

1.2 Purpose and Structure of the Report

The purpose of this report (which has been prepared by JGPC) is to undertake the Planning Scheme Analysis, identified as Step 2 of the SPP.

This report is divided into the following sections:

- Section 2 – outlines the relevant planning policy that has informed the preparation of the housing strategy;
- Section 3 – highlights the demographic and housing characteristics of Redland City and further highlights the housing needs of the City based on key findings from SGS Economic and Planning's Housing Needs Assessment Report;
- Section 4 – provides an analysis of the Redlands Planning Scheme to identify barriers to and opportunities for the provision of housing options that respond to the identified housing needs;
- Section 5 – sets out locations capable of accommodating the identified range of housing options;
- Section 6 – discusses specific locations within Redland City that may accommodate housing options
- Section 7 – provides a conclusion to this report.

2 BACKGROUND PLANNING POLICY

2.1 Introduction

This section outlines the relevant planning policy that has informed the preparation of this housing strategy.

The planning policy applying in Redland City is an important context to consider in framing new housing opportunities. As a result this section of the report identifies the State Governments' planning instruments and Council's existing policies and plans that provide important background direction to the Redland City housing policy.

2.2 South East Queensland Regional Plan 2009 – 2031 (SEQ Regional Plan)

The SEQ Regional Plan sits within the Queensland statutory land use planning framework (under the *Sustainable Planning Act 2009*) and contains the State planning policy and priorities for the SEQ Region, which in turn impacts on local government plans and policies. During 2008-09 the Queensland Government undertook a review of the SEQ Regional Plan 2005-2026 to respond to important growth management issues that have emerged since its release. These issues include continued high population growth, housing affordability pressures, transport congestion, koala protection and climate change.

The SEQ Regional Plan 2009-2031 seeks to proactively manage this growth by identifying a preferred settlement pattern for the region and encouraging more compact development by taking advantage of areas with existing services and infrastructure.

The effect of the SEQ Regional Plan 2009-2031 is summarised in the plan as follows:

> *The SEQ Regional Plan is the preeminent plan for the SEQ region and takes precedence over all other planning instruments.*
> (DIP, 2009)

Redland City

The SEQ Regional Plan 2009-2031 identifies Redland City as having a population of 131,000 (in 2006) which is expected to grow to approximately 169,000 by 2031. In 2006 there were approximately 50,000 dwellings in the Redlands with the forecast estimating an additional 21,000 dwellings by 2031 (DIP, 2009).

The plan identifies that most of Redland City is within the Regional Landscape and Rural Production Area (RLRPA). The plan states *"these areas include strong rural communities supported by viable rural enterprises, and areas of scenic amenity, environmental and biodiversity value, including koala conservation areas and agricultural lands".*

As a result of koala populations through the Redlands, broadhectare land availability is restricted so that existing non-urban land can be enhanced to accommodate koala habitat. The plan continues, *"in response, appropriate opportunities for urban development within the Urban Footprint, particularly those close to public transport, will be fully utilised to accommodate expected residential and employment growth".* The SEQ Regional Plan 2009 - 2031 states that existing koala habitat will be protected, through the Regulatory Provisions of the plan and the forthcoming State Planning Policy for koala conservation.

The SEQ Regional Plan 2009 – 2031 identifies Kinross Road and South East Thornlands as Local Development Areas (LDAs) which are:

> *"...proximate to existing urban areas and infrastructure and capable of accommodating urban development in the short-term. Kinross Road has capacity for a residential community in combination with additional employment opportunities, local retail and commercial functions, and community services. South East Thornlands will accommodate a residential community with local retail and service functions".*

The SEQ Regional Plan 2009 - 2031 identifies Cleveland and Capalaba Principal Regional Activity Centres, Victoria Point Major Regional Activity Centre and other activity nodes along major transport routes as primarily being able to accommodate the expected infill development.

Suburbs such as Thorneside, Birkdale, Wellington Point and Ormiston have also been identified as potentially able to accommodate further development in the long term.

Other suburbs which have potential for further growth include Cleveland and Redland Bay and the Weinam Creek marine area and environs.

Coochiemudlo, North Stradbroke and other southern Moreton Bay islands will also continue to develop existing vacant residential lots.

The SEQ Regional Plan 2009 - 2031 notes that the Victoria Point Local Development Areas is contiguous with existing local services and can accommodate additional residential development. However, more intensive development cannot occur until detailed investigations and planning scheme amendments are undertaken.

Implications for Redlands Housing:

An additional 21,000 dwellings will be required in infill and redevelopment in Redland City to accommodate the expected population growth identified in the SEQ Regional Plan 2009 - 2031.

15,000 dwellings will come from infill development within the Principal Regional Activity Centres of Cleveland and Capalaba; Victoria Point and other activity nodes within the public transport network; in addition to redevelopment in other existing urban areas.

Development of the remaining supply of broadhectare land within the Urban Footprint will accommodate the remaining dwellings.

Redland City has large areas within the Regional Landscape and Rural Production Area and contains considerable koala conservation areas. The SEQ Regional Plan 2009 - 2031 identifies that much of the Redlands' bushland and koala habitat will be protected.

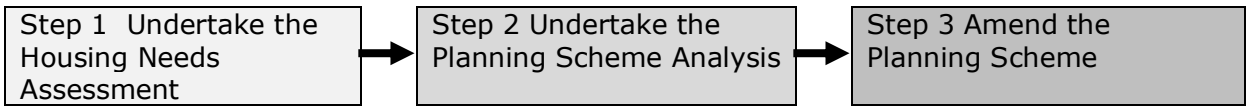
2.3 State Planning Policy 1/07 Housing and Residential Development (SPP)

The SPP sets out the requirements for local authorities in preparing planning schemes. The policy outcome sought by the SPP is as follows:

"That local governments identify the housing needs of their community and analyse, and modify if necessary, their planning scheme to remove barriers to and provide opportunities for a range of housing options that respond to the housing needs of the community"

The Queensland Department of Housing has prepared a housing analysis in response to the Redland City Council request. This provides a basis to prepare a Housing Needs Assessment, which is a key output of this project.

The SPP has a three step process for achieving the SPP 1/07 policy outcome:



These outcomes are required by the SPP and reflect the key outcomes required by this study; that is, how to amend the planning scheme to meet the housing needs of the city.

The SPP uses the term "well-serviced locations" to define areas, other than general residential areas, that should be the focus of new and higher density residential development.

Definition of a well-serviced area

The SPP defines well-serviced areas as:

"locations with convenient access to facilities and services such as: centres, public transport, education facilities, hospitals and health centres, work places, community services and leisure opportunities, including those in emerging communities where these are scheduled for delivery."

National and international practice has identified well-serviced locations as being within a 5-10 minute walk from a public transport stop and/or group of services which translates to a distance of between 400-800 metres depending on the level of public transport and services, existing or planned (Department of Local Government, Planning, Sport and Recreation & Department of Housing. 2006)

Levels of well-serviced areas

The SPP identifies that generally the size of a well-serviced location is determined by the area that is within walking distance of a public transport stop and/or group of services. The following categories are used in this report to identify well-serviced locations:

- Level 1 – Local;
- Level 2 – Neighbourhood; and
- Level 3 – District.

SGS Economics and Planning has prepared corresponding maps which illustrate the different levels of well-serviced areas throughout Redland City. These maps assist in identifying parts of Redland City which contain lower density housing at locations that meet criteria for well-serviced locations. Refer to the figures included at Appendix A. An analysis of well serviced areas in Redland City is documented in Sections 5 and 6 of this report.

2.4 Draft Redland Local Growth Management Strategy (LGMS)

The draft Redlands Local Growth Management Strategy, July 2008 (the draft LGMS) was prepared as part of the SEQ Regional Plan 2005 - 2026, as required by the *Integrated Planning Act 1997* (IPA).

Since then, the State Government has advised that as a result of the SEQ Regional Plan Review 2009-2031, Redland City Council is no longer required to prepare a Local Growth Management Strategy.

However, the draft LGMS is considered relevant background information for the housing strategy for Redland City.

The Redlands draft LGMS contains six strategies each contributing to the achievement of SEQ Regional Plan outcomes, with the relevant strategy to this project being the 'Residential Development Strategy'. The Residential Development Strategy states:

> *"In 2026, a compact urban settlement pattern is established in Redland City which provides a wide range of residential accommodation that is sustainable being responsive to climatic conditions, is energy and water efficient, and provides housing choice, mix and affordability for the City's population to 2026.*
>
> *The establishment of higher density forms of housing are focused within and adjacent to key activity centres and in close proximity to public transport services to support and encourage an increasing level of public transport usage..."*

Specifically, some of the Residential Development Strategy Outcomes include the following:

> *"4.2.1.1 Compact Urban Form and Structure*
> *A compact urban settlement pattern and structure is provided that makes efficient use of available unconstrained land and infrastructure for urban development to accommodate population growth to 2026.*
>
> *4.2.1.2 Population Growth and Dwelling Allocation*
> *Sufficient urban development capacity is provided to efficiently accommodate population growth and regional dwelling targets for Redland City to 2026.*
>
> *4.2.1.3 Urban Development of Major Greenfield Areas*
> *Urban development of major Greenfield development areas at South East Thornlands, and Kinross Road, provide for a mix of densities with approximately 75% of new dwellings provided at standard residential densities and 25% at medium residential densities.*
>
> *4.2.1.4 Key Concentrations of Medium to High Density Residential Housing*
> *Medium to high density residential and mixed use development will be concentrated within and around key centres and other areas with high capacity public transport systems....*
>
> *4.2.1.5 Strong Communities*
> *Urban development strengthens communities in Redland City.....*
>
> *4.2.1.6 Housing Diversity*
> *Urban development provides a diversity of housing types that caters for a wide range of socioeconomic groups and responds to the changing demographics anticipated over the next 20 years*

4.2.1.7 Housing Affordability
Residential development provides housing that is affordable to the community within and around key centres with a focus on Redland City's Principal Activity Centres of Capalaba and Cleveland to maximise accessibility to services, facilities, employment and high quality public transport.

4.2.1.8 Sustainable Residential Design
Residential development incorporates best practice standards that promote sustainable living. New development incorporates sub-tropical design principles that are climate and environmentally responsive.

4.2.1.9 Climate Change
Avoid, mitigate and manage potential impacts of climate change...."

The draft LGMS identifies that infill development will be met through a range of measures including multi-storey residential units in Principal Activity Centres (Capalaba and Cleveland), higher density units (four storeys and above) housing in various forms within proximity to public transport routes and centres, smaller lots sizes and opportunities for dual occupancies and small lots. Further, planning studies into transit oriented communities (TOCs) and multi-unit dwellings in Major and Neighbourhood Centres and Medium Density zoned land will also address medium density housing opportunities close to public transport routes and centres.

Under the draft LGMS, it provides that Greenfield development will be accommodated through Major Development Areas, including South East Thornlands, Kinross Road and Double Jump Road in the Victoria Point Local Development Area.

Implications for the Redlands Housing:

The draft LGMS identified a dwelling estimate of 19,565 new dwellings by 2026 comprising:
- 11,785 infill dwellings
- 7,780 greenfield dwellings

These figures include 2,690 dwellings on the Southern Moreton Bay Islands and North Stradbroke Island.

The draft LGMS identifies opportunities for additional housing to cater for the expected increase provided in the SEQ Regional Plan 2009-2031. The SEQ Regional Plan 2009 – 2031 identifies an additional 21,000 dwellings will be required in infill and redevelopment in Redland City with 15,000 dwellings to come from infill.
The infill dwelling target is proposed to be met by existing land use allocations including:
- mixed use development & multi-storey residential units in Cleveland and Capalaba Principal Activity Centres
- medium density housing forms in areas within proximity to public transport and centres
- small lot sizes and opportunity for dual occupancies and small lots within urban residential areas

Greenfield development dwelling targets are to be met in the following structure plan areas:
- Kinross Road – planned to accommodate an estimated population of approximately 3,450 persons
- South East Thornlands - planned to accommodate an estimated population of

approximately 3,280 persons

- Double Jump Road, Victoria Point Local Development Area (which includes the Bunker Road Precinct Planning area), expected to accommodate additional residential uses (estimated population increase subject to more detailed planning investigations).

3 HOUSING NEED

3.1 Introduction

This section highlights the current and future demographic and housing characteristics of Redland City. This section draws on the key findings from SGS Economic and Planning's Housing Needs Assessment Report (Stage 2).

3.2 Demographic and Housing Characteristics

The key findings of the Housing Needs Assessment Report indicate Redland City has a rapidly growing population that will place significant demands on the supply of housing. Redland City is anticipated to experience an increase in population from 131,210 in 2006 to approximately 181,637 by 2031 (a 38% increase). These figures provide updated population projections from the SEQ Regional Plan figures set out in Section 2.2 of this report. Most of the current resident population is concentrated in Capalaba and Alexandra Hills. The forecast population growth is expected to largely occur in Thornlands, Victoria Point and Redland Shire Balance.

The main household types in Redland City at 2006 were couples with children, couple only and lone person. The forecast change in household types in Redland City by 2031 indicate an increase in lone person and couple only households, with a decline in couple with children and one parent households.

Redland City has an ageing population, with the proportion of people aged 55 years and over increasing significantly between 2001 and 2006. This trend is forecast to continue into the future, with over a quarter of Redland City's population expected to be aged over 65 years by 2031.

There is currently limited diversity in terms of housing type in Redland City. Of all privately occupied dwellings separate dwellings account for 85.9%, while semi detached dwellings and flats account for 9.4% and 3.7% respectively. Larger dwellings represent 85.7% of all dwellings in Redland City compared to only 14.3% of smaller sized dwellings.

Over the past decade housing rental and purchase costs have increased significantly in Redland City, reflecting state wide trends.

In 2009 the median weekly income for all households in Redland City was $1,258. Conversely the median weekly income for renter couples aged 25-40 years was $1,403. In 2006, 40.2% of low and very low households in rental accommodation were spending more than 30% of their gross income on rental costs. Cleveland and Redland Bay had the highest proportions of low income households in unaffordable private rentals.

In 2009 the median house price for first home buyers in Redland City was much higher than what is considered affordable (based on 40th percentile house price and median incomes for couples aged 25-40 years). In 2006 12.2% of households with a mortgage were spending more than 40% of their income on repayments. 30.3% of low income households with a mortgage were spending more than 40% of their income on repayments. Ormiston and Thorneside had the highest proportion of low income households spending more than 40% of their income on mortgage repayments.

In 2006, 1,575 people in Redland City resided in non-private accommodation, with nursing homes (43.3%) and accommodation for the aged/retired (24.1%)

accommodating the greatest proportions. Data also shows that 242 people were homeless in Redland City in 2006.

Based on disability forecasts, 25,319 persons were estimated to have a specific limitation or restriction in Redland City in 2006. This figure is forecast to increase to approximately 48,052 persons by 2031.

3.3 Housing Needs

SGS Economic and Planning's Housing Needs Assessment Report highlights the need to provide a range of housing options, and the importance of housing diversity in delivering social, cultural and economic benefits to residents in Redland City. The provision of different dwelling types, sizes, densities, tenure and prices were identified as key indicators of housing diversity.

The Housing Needs Assessment identifies the following key housing issues in Redland City that need to be addressed:

- A mismatch between dwelling type and the household profile;
- A mismatch between dwelling size and household size;
- A mismatch between income and housing costs;
- A mismatch between current and required aged care accommodation/nursing homes;
- A limited provision of social housing; and
- A limited provision of adaptable and universally designed housing.

Based on a review of the SGS Economic and Planning's Housing Needs Assessment Report four broad areas of housing need for Redland City are summarised as:

- Increasing the diversity of housing stock (i.e. type, size, tenure, cost) – in particular increase the number of small (1 – 2 bedroom) dwellings;
- Increasing the provision of affordable housing;
- Increasing the provision of special needs housing (i.e. adaptable housing), including aged care housing opportunities such as 'ageing in place' and specific aged care facilities; and
- Encouraging higher density housing at appropriate locations in and around activity centres and transport nodes.

3.4 Housing Needs Expressed in Housing Form

The above summary of housing needs in Redland City forms the basis of understanding what housing forms are required to meet the housing needs. The table below summaries the possible housing outcomes to respond to the housing needs:

Housing Need	**Possible Housing Forms**
Increasing the diversity of housing stock (i.e. type, size, tenure, cost), including	Multiple Dwellings in terms of: - Duplexes - 1 – 3 storey units (multiple dwellings) - Townhouse/ row house - Higher density units (four storeys and above) (apartment buildings)

Housing Need	Possible Housing Forms
increasing the number of smaller dwellings	Single detached houses on small lots (400m^2) Single detached houses on very small lots (200 – 400m^2) Secondary dwellings
Increasing the provision of affordable housing	Planning scheme support for housing diversity: - Multiple dwellings - 'Granny flats' / Secondary dwellings Planning scheme support for affordable housing providers
Increasing the provision of special needs housing (i.e. adaptable housing), and increasing aged care housing	Ageing population housing: - Aged care housing – independent living units - Aged care housing – high care - Aged care housing – adaptable houses/ 'aging in place' Other housing forms such as: - Boarding houses - 'Granny' flats/ secondary dwellings - Caravan or mobile home parks - Housing for particular needs (supported accommodation).
Encouraging higher density housing at appropriate locations in and around activity centres and transport nodes.	Locations for different housing options identified in Section 5 and 6.

4 PLANNING SCHEME CONSTRAINTS AND OPPORTUNITIES

4.1 Introduction

This section provides an analysis of the Redlands Planning Scheme to identify barriers to and opportunities for the provision of housing options that respond to the identified housing needs of Redland City.

This section reviews the following components of the planning scheme:

- Definitions;
- Desired Environmental Outcomes and Strategic Framework;
- Zones;
- Codes; and
- Level of Assessment Tables.

4.2 Assessment of Planning Scheme Constraints

4.2.1 Definitions

The Queensland Planning Provisions (QPP) contain the standard planning scheme provisions under the *Sustainable Planning Act 2009* that provides a consistent format and structure for local government planning schemes across Queensland. Currently the QPP does not include a definition of affordable housing. However the Department of Local Government and Planning are currently considering an updated version of QPP (being version 3) which is likely to be advertised in the next two months. The preliminary copy of QPP v3 identifies an administrative definition for 'affordable housing' as follows:

> *"Means a household spending no more than 30% of gross household income on rent and no more than 35% of gross household income on home loan repayments for home purchase"*

The inclusion of this definition (if adopted) is an opportunity to identify particular planning scheme provisions that might apply to affordable housing.

The table in Appendix B outlines the definitions currently included in the Redlands Planning Scheme and the definitions included in the QPP.

One of the differences in relation to housing options is the QPP definition of 'secondary dwelling'. Relatives apartment is defined in the Redland planning scheme as:

> *Means the use of premises for a dwelling unit by a relative where associated with a dwelling house*

This definition will be required to align with the QPP definition of a 'secondary dwelling' which is currently defined as:

> *Means a self-contained dwelling where used in conjunction with a dwelling house on the same lot and where subordinate to the existing dwelling.*
>
> *A secondary dwelling may be constructed under a house, be attached to a house or be free standing.*

The current definition of a relatives apartment may be a barrier to that housing form being used for accommodation for persons other than a relative.

4.2.2 Desired Environmental Outcomes and Strategic Framework

The DEOs provide the high level policy outcomes that set the framework for the planning scheme. Although not considered a major barrier in the planning scheme for addressing housing needs, a greater focus on the DEOs or strategic framework in the planning scheme addressing housing needs through appropriate housing forms is recommended.

4.2.3 Zones

The residential zones aim to facilitate the requirements of people with different housing needs, housing choice and aged care housing needs. To encourage the development of more diverse and affordable housing options, there may be opportunities to intensify certain areas in close proximity to well-serviced areas (as highlighted in chapters 5 and 6). A review of existing residential zones in these areas is recommended subject to appropriate modelling, local area planning and public consultation.

4.2.4 Codes

The codes provide the detailed regulation of residential development. The table below identifies the planning scheme provisions and the barriers to meeting housing needs.

Code	**Redlands planning scheme provision**	**Barrier to meeting housing needs**
Reconfiguration Code	The overall outcomes sought for the Reconfiguration Code state: ▪ (d) reconfiguration facilitates the creation of lots, which satisfy population growth and economic need, while ensuring that lot size and mix is suited to – (i) the local landscape setting; (ii) expected end uses, associated activities and building forms ▪ (h) if in the Urban Residential, Low Density Residential or Medium Density Residential Zones, created lots are of sufficient size and suitable proportions for - - (i) residential uses, associated activities and other development; - (ii) the various housing types expected in the zone and on the premises The minimum lot sizes for residential lots 400 – 499m^2 in the Urban Residential Zone The 350 – 499m^2 lots is the subdivision lot size that applies for major and medium subdivisions Rear lots are required to be 800m plus a 4.5m access width	Reconfiguration of a lot outcomes do not clearly articulate consideration and delivery of housing needs such as housing diversity, size of housing etc. Lot size provisions may be a barrier to some forms of housing or subdivision for infill areas such as corner lots.
Aged Persons and Special Needs Housing	▪ Requirements for site coverage: (a) in the Urban Residential Zone - sub-areas UR1 and UR2 -	Site cover provisions

Code	Redlands planning scheme provision	Barrier to meeting housing needs
Code	(i) 1 storey - 35 percent; or (ii) 2 storey - 30 percent; or (b) in the Medium Density Residential Zone - 40 percent; or (c) in the Medium Density Residential Zone - sub-areas MDR1 and MDR2 - 45 percent; or as specified in relevant zone code	may be a barrier to more intensive aged care housing.
Apartment Building Code	▪ Identifies a maximum site coverage of 45%	Site cover may be a barrier to housing outcomes that facilitate a variety of housing forms. No gradation of standards may be a barrier to housing outcomes that are affordable and facilitate a variety of housing forms. Other standards may be a barrier for a variety of duplex housing (eg. infill corner lots).
Dual Occupancy Code	▪ Includes maximum site coverage of 50% (or relevant zone Code if specified);	
Dwelling House Code	▪ Identifies maximum site coverage as follows: - Emerging Urban Community & Investigation Zone – 1000m^2 - Park Residential – 30% - Rural Non-Urban – 2.5% - Low Density Residential – 30% - Medium Density Residential & Urban Residential (excl sub area UR2) – 50% - Urban Residential (sub area UR2) – 40% - All other zones – refer to application zone code for site coverage and QDC for setbacks	Site cover may be a barrier to housing outcomes that facilitate a variety of housing form. E.g. secondary dwelling.
Mobile Home Park Code	▪ Identifies a minimum site area of 4000m^2 ▪ Maximum density of 1 mobile home unit per 200m^2 ▪ Maximum site coverage of 40% total site area ▪ Maximum site coverage of 40% per individual mobile home site	Site cover may be a barrier to housing outcomes that facilitate a variety of housing form.

Code	Redlands planning scheme provision	Barrier to meeting housing needs
Multiple Dwelling Code	▪ Requirements include requirements for the following maximum site coverage: (a) in the Urban Residential Zone - sub-areas UR1 and UR2 - (i) 1 storey - 35 percent; or (ii) 2 storey - 30 percent; or (b) in the Medium Density Residential Zone - 40 percent; or (c) in the Medium Density Residential Zone - sub-areas MDR1 and MDR2 - 45 percent; or as specified in relevant zone code	Site cover may be a barrier to housing outcomes that facilitate a variety of housing forms. No gradation of standards may be a barrier to housing outcomes that are affordable and that facilitate a variety of housing forms.
	Urban Residential Zone Code ▪ Minimum lot size 500m^2 (including sub-areas) ▪ Minimum lot size for Small Lot House 400-500m^2 (including sub-areas) ▪ Minimum lot size for Dual Occupancy greater than 800m^2 ▪ Minimum lot size for Aged Care and Special Needs Housing (only in sub-areas UR1 and UR2) 1,200m^2 ▪ Site coverage does not exceed the following: - 50%; or - 40% in sub-area UR2 ▪ The Code seeks to achieve: (1) Reconfiguration achieves an average net residential density of - (a) 12 - 15 lots per hectare; (b) or in sub-area UR2 - 10 – 12 lots per hectare across the sub-area; (2) Residential development achieves a density of not greater than 1 dwelling unit per - (a) 400m^2; or (b) in sub-area UR2 - 450m^2; (3) The density of aged persons and special needs housing is based on the accommodation type provided - (a) independent units = 1 dwelling unit per 400m^2 (b) semi-dependent units = 1 dwelling per 200m^2; (c) dependent units = 1 bed per 100m^2.	Current lot sizes may be a barrier to smaller (and possibly more affordable) housing outcomes that enable housing need to be met. Current density is low particularly where alternate housing forms such as aged persons or special needs housing forms may be appropriate

Code	Redlands planning scheme provision	Barrier to meeting housing needs
Medium Density Residential Zone Code	▪ Minimum lot size 500m^2 (excl. sub areas MDR1, MDR2, MDR3) ▪ Minimum lot size for Small Lot House 400-500m^2 (excluding sub-areas) ▪ Minimum lot size for Dual Occupancy greater than 700m^2 ▪ Minimum lot size for Aged Care and Special Needs Housing greater than 800m^2 ▪ Minimum lot size for Apartment Building greater than 1200m^2 (in sub-areas) ▪ Maximum site coverage 50% ▪ Sub area MDR3 – 60% ▪ Reconfiguration achieves lot that are a minimum of 1200m^2 – to create opportunities to achieve medium density housing uses ▪ Probable solutions identify residential uses to achieve a density of 1 dwelling unit per 200m^2 of the site area	Housing diversity may be restricted by unnecessary restriction on minimum lot size for dual occupancy, minimum lot sizes. Density in 'medium density' may unnecessarily restrict housing diversity eg encourages the biggest possible units and not smaller units.
Relatives Apartment Code	(1) The use is attached (not covered breezeway or similar)to an existing dwelling house; (2) A maximum of one relatives apartment is established on the lot or premises; (3) Building height is less than 4.5 metres above ground level; (4) The use is sited in accordance with the following - (a) front setback - behind front building line; (b) side setback - 1.5 metres; (c) rear setback - 4 metres; (5) Maximum gross floor area does not exceed 50m^2; (6) A maximum of two habitable rooms are provided;	Provisions create barriers to form and different household use.

4.2.5 Levels of Assessment for Residential Development

The level of assessment tables for the Residential and Centres zone reflects a preference for code assessment for apartment buildings and multiple dwellings when height (amongst other) requirements are met. This is a desirable outcome to provide certainty for increased housing choice and density at appropriate locations.

Barriers for facilitating housing options occur when impact assessment is triggered (where as these aspects of development may be addressed as self or code assessment (refer to Section 4.3) including:

- Dwelling house in Low Density Zone - impact assessable when exceeding8.5m and two storeys

- Small lot house in Medium Density Zone and Urban Residential which is code assessable if these criteria are met (otherwise impact assessment)

  The premises -
  (a) is greater than 400m^2 and less than 500m^2 in area;
  (b) has a minimum frontage of 10 metres.
  (3) The building height is -
  (a) 8.5 metres or less above ground level;
  (b) 2 storey or less;
  (4) The use does not involve built to boundary walls that -
  (a) are greater than 7 metres in total length;
  (b) are greater than 3 metres in height;
  (c) have windows or doors

- Dual Occupancy in the Urban Residential Zone is code assessable when the following criteria are met (otherwise impact assessable)
  (1) The building height is -
  (a) 8.5 metres or less above ground level;
  (b) 2 storey or less;
  (2) The use does not involve built to boundary walls that -
  (a) are greater than 7 metres in total length;
  (b) are greater than 3 metres in height;
  (c) have windows or doors;
  (3) The premises is -
  (a) greater than 800m^2 in area;
  (b) has a frontage of 20 metres or more

- Dwelling House in Urban Residential Zone is code assessable when the following criteria are met (otherwise impact assessable):
  (1) Not self-assessable;
  (2) The building height is -
  (a) 8.5 metres or less above ground level;
  (b) 2 storey or less;
  (3) The use does not involve built to boundary walls that -
  (a) are greater than 7 metres in total length;
  (b) are greater than 3 metres in height;
  (c) have windows or doors

4.3 Opportunities in Redlands Planning Scheme

There are a range of opportunities where the planning scheme is able to respond to the barriers or constraints in the planning scheme. These are set out below under each section of the planning scheme.

4.3.1 Definitions

Definitions in the new Redland City planning scheme will be based on the QPP definitions.

The possible inclusion of a definition of 'affordable housing' within QPP v3 allows for opportunities to identify specific requirements for affordable housing.

In addition, the definition of a 'secondary dwelling' provides Council with an opportunity to refine the 'Relative's Apartment Code' requirements. There is an opportunity to provide a more flexible approach to secondary dwellings to allow for persons other than relatives to be accommodated. This may add to the range of housing options available in existing detached house areas.

4.3.2 Desired Environmental Outcomes and Strategic Framework

As outlined in Section 4.2.2 the statements in the DEOs are generally supportive of housing diversity. However there is an opportunity for a new strategic framework to place a greater emphasis on the housing outcomes needed to address housing needs as a more explicit high level response to residential and housing policy, including:

- incorporating provisions about nominated greenfield areas and the location of potential residential (and other) development in those areas linked with housing needs;
- improve current provisions for the type of desired dwellings (i.e. multiple dwellings, apartment buildings, dual occupancy etc) to meet housing need; and
- strengthen the provisions relevant to the ageing population (i.e. accommodation, accessibility and care).

4.3.3 Zones

As highlighted in chapters 5 and 6, there are a range of opportunities to explore zoning changes in the planning scheme subject to appropriate modelling, local area planning and public consultation.

4.3.4 Codes

The opportunity for codes to respond to the barriers in the planning scheme are set out in the table below.

Code	**Barrier to meeting housing needs**	**Opportunities to respond to housing need**
Reconfiguration Code	Reconfiguration of a lot outcomes do not clearly articulate consideration and delivery of housing needs such as housing diversity, size of housing etc. Lot size provisions may be a barrier to some forms of housing or subdivision for infill areas such as corner lots.	Ensure the purpose and overall outcomes clearly state that reconfiguration of a lot outcomes are linked with responding to housing need. The detailed performance and specific outcomes will also need to be focussed on housing need outcomes in relation to diversity of housing form and allotment size. An opportunity exists to review lot size minimums with a view to creating more opportunity for smaller dwellings e.g. corner lots in Urban Residential

Code	Barrier to meeting housing needs	Opportunities to respond to housing need
		Zones, and minimum lot size in emerging community areas could be reduced.
Aged Persons and Special Needs Housing Code	Site cover provisions may be a barrier to more intensive aged care housing.	An opportunity to review site cover to allow for greater building footprints may assist in diversity of housing form.
Apartment Building Code *Dual Occupancy Code* *Multiple Dwelling Code*	Site cover may be a barrier to housing outcomes that facilitate a variety of housing forms. No gradation of standards may be a barrier to housing outcomes that are affordable and that facilitate a variety of housing forms.	An opportunity to review site cover to allow for greater building footprints may assist in diversity of housing form. In addition, there are opportunities to review the provision of open space and car parking standards that could reduce in certain circumstances. e.g. the need for communal open space in smaller developments, a lesser car parking rate in proximity to public transport etc. An opportunity for particular 'incentives' (such as reduced car parking or open space) exists for not for profit providers of affordable housing. An opportunity to be specific about a diversity of unit sizes in larger developments (e.g. over 15 units) could be created by identifying a self assessable outcome that nominates a percentage of different size dwellings. An opportunity also exists to encourage the development of ground level units for aged people including adaption for accessibility (although it is acknowledged that the planning scheme cannot regulate for accessibility). An opportunity exists for freehold title for multiple dwellings or dual occupancy. There is an opportunity to see if dual occupancy is applicable in locations in proximity to parks, centres, public transport and schools. An opportunity also exists to review

Code	Barrier to meeting housing needs	Opportunities to respond to housing need
		dual occupancy standards such as: ▪ relaxation provisions (i.e. setbacks, plot ratios) for dual occupancy duplex style dwellings on corner sites; ▪ frontage requirements for dual occupancy;
Dwelling House Code	Site cover may be a barrier to housing outcomes that facilitate a variety of housing form. E.g. secondary dwelling.	An opportunity to review site cover to allow for greater building footprints may assist in diversity of housing form.
Mobile Home Park Code	Site cover and density may be a barrier to housing outcomes that facilitate a variety of housing form.	An opportunity to review site cover and density to allow for greater building footprints may assist in diversity of housing form.
Urban Residential Zone Code	Current lot sizes may be a barrier to housing outcomes that enable housing need to be met. Current density is low particularly where alternate housing forms such as aged persons or special needs housing may be appropriate.	An opportunity exists to review lot sizes and development standards to allow for a greater variety of housing forms. An opportunity exists to review densities to increase density of housing where amenity and character outcomes can be met.
Medium Density Residential Zone Code	Housing diversity may be restricted by unnecessary restriction on minimum lot size for dual occupancy, minimum lot sizes. Density in 'medium density' may unnecessarily restrict housing diversity e.g. encourages the biggest possible units and not smaller units.	There is an opportunity to review lot sizes to accommodate a wider range of housing sizes. Housing density provisions are recommended to be reviewed so that smaller dwellings are not discouraged. However this needs to be balanced with the tension to retain larger parcels to provide opportunities for medium density multiple dwellings or apartment buildings.
Relative's Apartment Code	Provisions create barriers to form and different household use.	An opportunity exists to review secondary dwelling requirements including allowing for persons other than a relative to use the secondary dwelling.

4.3.5 Levels of Assessment for Residential Zones

For detached houses over two storeys and 8.5m in height, the level of assessment in certain residential zones may be reduced from impact to code assessment where the code provides specific criteria for assessment.

Further, there is an opportunity for small lot houses to be self assessable, and code assessable when a proposal cannot meet self assessable solutions. This would encourage compliance with the code, reduce the numbers of small lot houses being assessed by Council and ensure houses are delivered more quickly to the market. Similar anecdotal evidence exists in the *Brisbane City Plan 2000* where small lot houses (other than small lot houses in a Demolition Control Precinct) are self assessable where complying with relevant acceptable solutions.

The level of assessment tables for certain residential and centre zones reflect a preference for code assessment for apartment buildings and multiple dwellings where a proposal complies with building height criteria and other minimum requirements. This is a desirable outcome as it encourages increased housing choice and density at appropriate locations.

Similarly, an opportunity exists to retain dual occupancy as code assessable development and to reduce circumstances that require impact assessment. This could be an opportunity in those locations more suited to infill development (refer to Sections 5 and 6 for more information).

4.3.6 Other Opportunities

Other opportunities to strengthen the planning scheme in terms of facilitating housing needs include:

- investigating opportunities to protect existing caravan parks in sub area or local plan mapping;

- identify suitable locations for caravan parks, and relocatable homes through master planning exercises, particularly in greenfield sites;

- Consider Accelerated Development Assessment for other eligible residential MCU proposals including:

  - *Apartment Buildings - 10 units or less*
  - *New dwelling houses and extensions*
  - *Subdivision of land*
  - *Affordable housing*

Finally, although Aged Persons and Special Needs Housing is desirably code assessable in the Medium Density Zone there may be other opportunities in other zones to allow for aged care housing as code assessment. For example, aged care could be code assessable in all of the Urban Residential Zone (ie. other than UR1 and UR2) above a certain site size (e.g. 3,000m^2). Also, provisions for smaller housing are intended to facilitate opportunities for aged persons to live in existing residential areas in smaller more manageable housing to reinforce the 'ageing in place' approach to aged care where services are brought to the home.

5 LOCATIONS CAPABLE OF ACCOMMODATING THE IDENTIFIED RANGE OF HOUSING OPTIONS

5.1 Introduction

This section sets out locations capable of accommodating the identified range of housing options and opportunities that could enhance and support the housing needs of Redland City residents.

5.2 Summary of Level 1, 2 and 3 Housing Options

Table 1 sets out the well-serviced location types, examples of services and land uses, catchment sizes and ranges of housing options used to identify well-serviced locations in this report.

Table 1 – Criteria for well-serviced locations

Location Type	Examples of services and land uses	Catchment Size	Range of Housing Options
Level 1 – Local Low level public transport and/ or a small range of local services.	▪ Public transport with a low level of service (e.g. two to three services daily); ▪ Local shopping; ▪ Community facility; ▪ A small park of between 0.5 and 1 hectare; or ▪ A state school.	400m radius	Detached housing, small lots, duplexes and a limited range of small scale medium density housing.
Level 2 – Neighbourhood Medium level public transport and/or a range of services that meet local and neighbourhood needs.	▪ Public transport with a medium level of service; ▪ A neighbourhood shopping centre; ▪ A public health centre; ▪ A medium to large park of at least 1.2 hectares; ▪ A state school; ▪ A small TAFE college with student numbers no greater than 5,000 persons; or ▪ A small university with student numbers no greater than 5,000 persons.	400m radius	Detached housing, small lots, duplexes, medium density housing and, in some instances, higher density housing.
Level 3 – District High level public transport services and/or a range of services that meet district and	▪ Public transport with a high level of service (e.g. hourly service for a least part of the day); ▪ A district shopping centre; ▪ A regional shopping centre; ▪ A central business district; ▪ A public hospital;	800m radius	Detached housing Small lots Duplexes Higher density

Location Type	Examples of services and land uses	Catchment Size	Range of Housing Options
regional needs.	▪ A large park for district level informal or structured recreation activities, of between three and five hectares; ▪ A large TAFE college with student numbers in excess of 5,000 persons; or ▪ A large university with students numbers in excess of 5,000 persons.		units (four storeys and above)

Source: *Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2006.*

5.3 Summary of Locations and Housing Form Options and Opportunities

The locations identified within the following table are illustrated in Appendix A and C. The table provides a summary of the locations where there may be options for particular housing forms to meet housing needs.

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
Principal Regional Activity Centre			
Cleveland	Major Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Community Purposes; ▪ Open Space; and ▪ Conservation	Level 3
Capalaba	Major Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Open Space; ▪ Commercial Industry; ▪ Conservation; and ▪ Community Purposes	Level 3
Major Centre			
Victoria Point	Major Centre	▪ Medium Density Residential; ▪ Urban Residential;	Level 3

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
		▪ Low Density Residential; ▪ Community Purposes; ▪ Conservation; and ▪ Open Space	
District Centre			
Birkdale	District Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Community Purpose; ▪ Open Space; and ▪ Local Centre	Level 3
Alexandra Hills	District Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Open Space; and ▪ Community Purposes	Level 3
Neighbourhood Centre			
Redland Bay	Neighbourhood Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Open Space; and ▪ Community Purposes	Level 2
Public Transport Nodes			
Thorneside Railway Station	Community Purposes	▪ Conservation; ▪ Open Space; ▪ Medium Density Residential; ▪ Rural Non Urban; ▪ Urban Residential; and ▪ Local Centre	Level 3
Birkdale Railway Station	Community Purposes	▪ Medium Density Residential; ▪ Urban Residential; ▪ Local Centre; ▪ Open Space; and	Level 3 The station is located in close proximity to Birkdale District Centre.

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
		▪ District Centre	
Wellington Point Railway Station	Community Purposes	▪ Medium Density Residential; ▪ Urban Residential; and ▪ Open Space	Level 3
Ormiston Railway Station	Community Purposes	▪ Urban Residential; ▪ Conservation; ▪ Environmental Protection; ▪ Local centre; ▪ Open Space; and ▪ Medium density Residential	Level 3
Cleveland Railway Station	Community Purposes	▪ Major Centre; ▪ Medium Density Residential; ▪ Urban Residential; and ▪ Open Space	Level 3 The station is located adjacent to the Cleveland Principal Regional Activity Centre.
Cleveland Bus Interchange	Major Centre	▪ Major Centre; ▪ Medium Density Residential; ▪ Urban Residential; and ▪ Open Space	Level 3 The station is located adjacent to Cleveland Principal Regional Activity Centre.
Capalaba Bus Interchange	Major Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Community Purposes; ▪ Open Space; and ▪ Conservation	Level 3 The station is located within the Capalaba Major Centre.
Victoria Point Bus Interchange	Major Centre	▪ Medium Density Residential; ▪ Urban Residential; ▪ Low Density Residential; ▪ Community Purposes; ▪ Conservation; and ▪ Open Space.	Level 3 The station is located within the Victoria Point Major Centre.
Employment Nodes			

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
Capalaba Employment Area	Major Centre Commercial Industry	▪ Medium Density Residential; ▪ Urban Residential; ▪ Open Space; ▪ Conservation; and ▪ Community Purposes	Level 3 The area includes Capalaba Principal Regional Activity Centre.
Capalaba Industrial Enterprise Park	Commercial Industry	▪ Major Centre; ▪ Medium Density Residential; ▪ Urban Residential; ▪ Open Space; ▪ Conservation; and ▪ Community Purposes	Level 2
Cleveland Employment Area	Major Centre Commercial Industry	▪ Medium Density Residential; ▪ Urban Residential; ▪ Community Purposes; ▪ Local Centre; ▪ Open Space; and ▪ Conservation	Level 3 The area includes Cleveland Principal Regional Activity Centre.
Cleveland / South Ormiston Industrial Area	Commercial Industry	▪ Medium Density Residential; ▪ Urban Residential; ▪ Community Purposes; ▪ Local Centre; ▪ Open Space; and ▪ Conservation	Level 2
Medical Activity Centre and Industrial Park	Community Purposes General Industry	▪ Conservation; ▪ Low Density Residential; ▪ Urban Residential; ▪ Open Space; and ▪ Environmental Protection	Level 2
Victoria Point Employment Area	Major Centre	▪ Medium Density Residential; ▪ Urban	Level 3 The area includes

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
		Residential; ▪ Low Density Residential; ▪ Community Purposes; ▪ Conservation; and ▪ Open Space	Victoria Point Major Centre.
Council's Preferred Greenfield Growth Areas			
South East Thornlands	Urban Residential Medium Density Residential Open Space Environmental Protection	▪ Park Residential; ▪ Community Purposes; ▪ Major Centre; ▪ Nature Conservation; ▪ Marine Activity	No level is attached to South East Thornlands. This greenfield site is not currently well serviced, nor is it an urban area within convenient walking distance to centres, educational places, work places, public transport, community services and leisure activities. It is envisaged however, that South East Thornlands (a future Well-Serviced Location) will provide a range of housing options by the provision of a mix of lot sizes distributed throughout the whole development area. South East Thornlands will be within walking distance of a planned centre that provides a range of public transport, retail, employment, educational, community or recreation services.
Kinross Road	Emerging Urban	▪ Park	No level is attached

Location	Current RPS Zoning	Current RPS Zoning in Vicinity of Location	SPP 1/07 Well Serviced Location Category for Housing Options and Opportunities
	Community Environmental Protection Rural Non Urban Urban Residential Low Density Residential Open Space Conservation	Residential; ▪ Rural Non Urban; ▪ Community Purpose; ▪ Urban Residential; ▪ Low density Residential; ▪ Conservation	to Kinross Road Refer to the discussion for South East Thornlands above.

5.4 Mapping of Well Serviced Locations and Housing Options and Opportunities

The well-serviced locations in Redland City have been mapped and are contained in Appendix A. These maps assist in identifying those parts of the Redlands that contain locations that meet the criteria for a well-serviced location. Whilst the well-serviced locations reflect potential for increased housing options, the mapping work completed as part of this study is considered only one of a number of important considerations in relation to possible increases in density[1].

In addition, a summary map that provides an opportunity for well serviced locations is provided at Appendix A and C.

The findings of the mapping and investigations relating to specific localities are described in Section 6.

5.5 Level One Well Serviced Location Opportunities to Meet Housing Need

5.5.1 Characteristics

Level One local areas are primarily characterised by local shopping (average 1,500m^2 in GFA), a local park between 0.5 - 1ha and other community facilities such as primary and secondary education facilities. These areas generally have a catchment size of around 400m and comprise primarily detached housing, small lots and duplexes.

Level One local/neighbourhood well-serviced areas in Redland City are identified in Appendix A and C.

[1] Increases in density are only recommended following appropriate land use and transport modelling, and detailed investigations into relevant planning issues such as topography, koala habitat, streetscape, environmental constraints, infrastructure capacity, need etc. These more detailed investigations are considered to be best carried out in the context of local area planning which includes consultation with local residents.

5.5.2 Ability of level one well-serviced areas to accommodate increased range of housing options

Level One local well-serviced areas are capable of supporting an increased range of housing options. Whilst these areas typically include a range of detached housing, small lots and dual occupancy housing there is the ability to strengthen the provision of higher densities or housing diversity in suitable areas. Greater housing diversity or higher density may be appropriate to be accommodated around the following:

- local shopping centres;
- local parks;
- secondary and primary education facilities.

A range of housing options may be appropriate such as dual occupancy and detached housing on lots with an area less than 400m^2 within proximity to these areas.

5.5.3 Opportunities within the Planning Scheme for Level One well-serviced areas

The following includes opportunities for consideration for Level One well-serviced areas for the planning scheme:

- Allow for dual occupancies in low density and urban residential areas where located on a corner lot or on a lot 600m^2 or greater.

- Allow for multiple dwellings on larger sites[2] where within 400m of a park (park being 0.5 to 3 hectares in area), education facility or centre.

- Allow for dwelling houses (attached or detached) on lots less than 400m^2.

- Investigate areas along district routes and major roads which may also be suitable for further intensification.

[2] Larger sites may be sites in excess of 2,000m^2 that provide an opportunity for a diversity of housing and that can integrate with surrounding housing forms.

6 DISCUSSION OF SPECIFIC LOCATIONS CAPABLE OF ACCOMMODATING THE IDENTIFIED RANGE OF HOUSING OPTIONS

6.1 Introduction

This section discusses the specific locations capable of accommodating the identified range of housing options in Redland City.

6.2 Description of Level Two and Three Well Serviced Locations

6.2.1 Characteristics – Level 2 Well Serviced Locations

Level Two well-serviced areas typically comprise neighbourhood level shopping centres (average 11,000m^2 of floor space); secondary, primary education facilities; public transport stops or nodes; medium to large sized parks of at least 1.2 hectares; Community Health Centres and facilities; a branch library; transport node or interchange (but not including heavy or light rail); TAFE facilities up to 5,000 persons.

The catchment size for neighbourhood level well-serviced areas is generally around 400 metres and is likely to include a range of small lots, duplexes, low-medium density and medium density style (consistent with Medium Density Zone) housing accommodation.

Level Two neighbourhood well-serviced areas in the Redlands are identified in the mapping in Appendix A and C, and the table in Section 5.3.

6.2.2 Characteristics – Level 3 Well Serviced Locations

Major well-serviced areas may include higher education facilities, e.g. university or large TAFE; public transport services with light or heavy rail; regional parks or sports facilities; hospitals over 300-600 beds; regional shopping centres, local government offices; secondary, primary and pre- school education facilities; higher density units (four storeys and above) residential development; library facilities; and/or tourism accommodation.

The catchment size for Level Three well-serviced areas is generally 800 metres and comprise higher density units (four storeys and above).

Level Three well-serviced locations include the principal regional activity centres of Cleveland and Capalaba as per the SEQ Regional Plan.

Level Three well-serviced areas in Redland City are identified in Appendix A and C, and the table in Section 5.3.

6.3 Cleveland

Cleveland is recognised as a principal regional activity centre within the SEQ Regional Plan. It has also been subject to substantial master planning which will eventually inform a number of amendments to the planning scheme. However, the Cleveland Centre Master Plan and Implementation Plan is currently a non-statutory document. The intent of the master plan is to provide a long term vision to guide growth and development in the Cleveland centre over the next 20 years and beyond and was adopted on 22 September 2010.

One of the key outcomes of the land use pattern under the plan is *"the delivery of a vibrant Centre that has active streets and is the focus of activity throughout the day and into the night".*

The plan outlines that this will be achieved by ensuring there is an appropriate distribution of uses across the Centre, specifically:

> *"Within the Bayside Precinct...to create a vibrant and attractive mixed use residential focus for Cleveland that also supports a strong and attractive evening economy, including restaurants focused around Raby Bay."* (sic.)

A section of the plan titled 'Along Middle and Bloomfield Streets' identifies that with an increase in the general density of the Centre new accommodation opportunities will be available above ground floor. In addition, further opportunities for residential development (in the form of apartments) will be accommodated above ground and in the first floors of buildings, particularly across the eastern half of the Centre to the north and south of Middle Street.

The draft LGMS identified the opportunity for higher densities within Cleveland using TOD concepts around the Cleveland rail station and bus interchange.

Opportunities to meet Housing Need

The Cleveland Principal Activity Centre is a key location within Redland City in meeting housing needs within the current planning scheme, and within the next planning scheme. The housing needs that may be accommodated in the Cleveland Activity Centre include higher density residential development (apartment buildings, multiple dwellings) and aged care housing.

6.4 Capalaba

Capalaba is identified as a principal regional activity centre in the SEQ Regional Plan. Council adopted the Capalaba Centre Master Plan at its General Meeting of 15 December 2010. The master plan provides a planning framework to guide growth and development within the Capalaba Centre over the next 20 years. The Redlands Planning Scheme will be amended to reflect the adoption of this master plan.

The master plan study area includes the Capalaba CBD, designated a principal regional activity centre in the SEQ Regional Plan, which accommodates two regional shopping centres, Capalaba Central and Capalaba Park. Capalaba Place is also located within the master plan area.

Land use and economic priorities that underpin the master plan include promoting:

- *higher density residential and mixed use development;*
- *a variety of residential dwelling types to encourage a diverse and sustainable community; and*
- *linkages to the surrounding business hub (south), residential areas and community uses.*

Strategy 4 - Land Use and Economics of the master plan sets out future land use patterns of the centre. This strategy encourages:

- high density residentially led mixed use development within the Town Centre North Precinct (short/medium term [next 5 – 10 years]); and
- medium density residential development within the Parkland Living Precinct (short/medium term [next 5 – 10 years]).

The timing of the eastern busway extension to Capalaba will assist in increasing the desirability of housing development in the Capalaba principal regional activity centre.

Opportunities to meet Housing Need

The Capalaba principal regional activity centre is a key location within Redland City in meeting housing needs within the current planning scheme, and within the next planning scheme.
Consistent with housing opportunities for the Cleveland principal regional activity centre, the Capalaba principal regional activity centre should include higher density residential development (apartment buildings, multiple dwellings) and aged care housing.

6.5 Victoria Point Major Centre

Victoria Point Major Activity Centre is a Level Three Well Serviced Location.

Opportunities to meet Housing Need

There are housing opportunities for the centre and its immediate locality in relation to:

- Increased residential densities within 800m of the centre (including mixed use developments);
- Opportunities for housing diversity within 800m of the centre (e.g. duplex housing, small lot housing);
- Specific review of land available for higher density units (four storeys and above).

6. 6 District Centres

The Birkdale District Centre and Alexandra Hills District Centre are identified as possible centres where housing options could be accommodated within 800 metres of the centres.

Opportunities to meet Housing Need

The Birkdale District Centre and Alexandra Hills District Centre are locations where further planning studies are recommended to identify opportunities to meet housing needs, through increased density or housing diversity close to centres and public transport. This would require further planning investigation and analysis to identify the suitability of housing options in the area.

6.7 Redland Bay Centre and Foreshore

Redland Bay Neighbourhood Centre is identified as a Level Two Well Serviced Location.

Council adopted the Redland Bay Centre and Foreshore Master Plan at its General Meeting of 26 August 2009.

An outcome sought from the master plan is that the increased population densities are accommodated around the centre and key transport nodes. The following strategies are identified to achieve this outcome:

> *"1. Promote mixed use development opportunities, including residential accommodation, in accordance with the RPS.*
> *2. Encourage the development of higher density residential development around transport nodes, in accordance with the RPS*
>
> *3. Improve the vibrancy of the centre, open space areas and foreshore, through increasing local residential densities".*

Another outcome of the master plan is to provide a range of housing types, building forms and sizes that attract a more diverse population mix. Promoting the development of innovative and adaptable housing types is one strategy proposed under the master plan to achieve this objective.

The master plan area is divided into two implementation localities, Locality A and Locality B.

Opportunities to meet Housing Need

The master plan sets out short and medium term actions for future development within the two localities. Short term actions (next 5 years) in relation to providing medium density housing in the Redlands include:

- Locality A – encouraging population density around the district centre and transport nodes;
- Locality B – increasing population density on walking and cycling transport nodes; and
  – undertaking an amendment to Site 15 (identified in the Medium Density Residential Zone Code on Map 3/5 of the RPS) to include provisions for the accommodation of commercial parking operations (which must form part of a mixed use development).

6.8 Other Public Transport Nodes

The map at Appendix C has identified public transport nodes (other than recognised centres). These include Thorneside, Wellington Point and Ormiston. These are locations where there may be opportunities to meet housing needs in the future, including possible increased density or greater housing choice.

Opportunities to meet Housing Need

Subject to more detailed local area planning, Thorneside, Wellington Point and Ormiston may have capacity to facilitate Transit Orientated Development (TOD) opportunities where increased density and housing choice could support identified future housing needs.

6.9 Employment Nodes

There are six employment nodes identified on the map in Appendix C. These employment nodes include:

1. The Capalaba Employment Area
2. The Capalaba Industrial Enterprise Park
3. Cleveland Employment Area (recognised under the SEQ Regional Plan as an "enterprise employment area")
4. Cleveland / South Ormiston Industrial Area
5. Medical Activity Centre and industrial park
6. Victoria Point Employment Area.

Opportunities to meet Housing Need

The employment nodes are identified as nearby areas may contain locations that contain opportunities to meet housing needs. Subject to more detailed investigations, specific locations where infill housing opportunities that increase density or provide a greater housing choice may include:

- Areas south of the Capalaba Industrial Enterprise Park;
- Areas north of the Cleveland/ South Ormiston Industrial Area;
- Areas east and south of the Medical Activity Centre and Industrial Park; and
- Areas around the Victoria Point Employment Area (consistent with opportunities discussed in the Victoria Point Major Centre).

6.10 Linear Development Opportunities

The map at Appendix C has identified two linear development opportunities that offer potential future housing opportunities. These extend south from Cleveland to the South East Thornlands preferred greenfield growth area (situated along Cleveland – Redland Bay Road), and south of Victoria Point along Cleveland – Redland Bay Road extending to Gordon Road, Redland Bay. This linear development opportunity is also in close proximity to the Redlands Business Park – a regionally significant employment area recognised under the SEQ Regional Plan as an "enterprise employment area". The corridors identified may provide higher frequency public transport in the future as well as continue as major arterial routes in the city.

Opportunities to meet Housing Need

There may be locations within the corridors that provide opportunities for future residential development to meet housing need, including higher density and greater housing choice. This could be based around discrete parts of these corridors at future public transport stops. Opportunities to meet housing need will require more detailed planning at an appropriate time in future.

6.11 South East Thornlands Structure Plan

The South East Thornlands Structure Plan is one of two preferred Greenfield growth areas in the Redlands.

The South-east Thornlands Structure Plan was adopted by Council on 31 March 2010, for a *"fully planned and sustainable community"* to be created in the 146ha area bounded by Pinklands Sporting Reserve, the Bay and Eprapah Creek. The Structure Plan has since been incorporated into Version 3 of the Redlands Planning Scheme (19 April 2010), and is mostly reflected in the South East Thornlands Structure Plan Overlay.

Opportunities to meet Housing Need

Each precinct in the Structure Plan provides opportunities for housing forms to meet housing needs. In the Housing Precinct (precinct 2) there are opportunities for:

- predominantly detached dwelling types on individual lots of varying sizes;
- low rise structures - maximum 2 storeys in height;
- achieves a density of 12 – 15 dwellings/ha;
- within Sub-precinct 2a Attached Housing:
    - accommodating an increased range of dwelling types and residential uses including multiple dwellings such as town houses, villas and terrace housing and aged persons and special needs housing;
    - providing a transition from mid rise medium density residential to urban residential housing forms; and
    - is within walking distance or adjacent to parkland or the centre precincts (Mixed Use – Local Centre, or Victoria Point Major Centre).

In the Medium Density Residential Precinct (Precinct 3) there are opportunities for:

- range of medium density residential uses that are predominantly of a mid-rise built form;
- is located adjacent to or within close proximity of open space area or the centre precincts (Mixed Use – Local Centre, or Victoria Point Major Centre);
- Sub-precinct 3a Medium Density Housing (Eprapah Creek) provides increased building heights within walking distance of the Victoria Point Major Centre and bus interchange.

Development within the Structure Plan site is subject to assessment against the South-east Thornlands Structure Plan Overlay Code and other relevant codes in the planning scheme.

6.12 Kinross Road Community Structure Plan

Redland City Council submitted the Kinross Road Structure Plan to the Department of Infrastructure and Planning for the first State Interest Review in July 2010.

Following this, the State government declared Kinross Road as a Master Planned Area (24 December 2010) and amended the structure plan boundary. The area now extends from Redland Bay Road west to Panorama Drive and from around Flamingo Crescent south to Boundary Road. The Council is therefore revising the draft Kinross Road Structure Plan to incorporate the revised area. As it currently stands, the structure planning area is approximately 180ha, which includes 52 individual lots. A principle of this revised structure plan is to provide a range of housing options to accommodate a diverse resident population.

The Redlands Planning Scheme 2006 includes this area within the Emerging Urban Community zone. The zoning and SEQ Regional Plan designation recognise the potential suitability of the area to accommodate future urban growth.

The initial draft structure plan (July 2010) sets out the overall intent for the sustainable development of the area including the identification of land to be set aside for residential, environmental, economic, community and transport uses.

Specifically, the Kinross Road structure plan will ensure provision for *'a range of housing options to accommodate a diverse resident population'*.

The main land use zones surrounding the structure plan area include:

- low density residential;
- urban residential;
- park residential;
- rural non-urban;
- general industry;
- environmental protection; and
- conservation.

Opportunities to meet Housing Need

The Kinross Road Structure Plan provides an opportunity to meet housing needs in relation to aged care housing, and low rise housing diversity such as small lot houses on 200 – 400m^2 allotments, duplex or triplex housing, or low rise multiple dwellings.

7. CONCLUSION

7.1 Conclusion

This Planning Scheme Analysis report has been prepared in conjunction with the Housing Needs Assessment report, and is part of the overall Redlands Housing Strategy carried out for Redland City Council.

The report has documented the planning scheme analysis and housing need opportunity for Redland City. It has carried this out by reporting on the following:

Section 2	Important Region or City wide planning documents that provide a basis for housing policy in Redland City;
Section 3	Housing need;
Section 4	Planning scheme constraints and opportunities to provide housing options
Section 5 and 6	Locations that may be suitable to accommodate the identified range of housing options in the city.

This report has found that:

- The background policy within the SPP 1/07, SEQ Regional Plan and Redland LGMS provide a substantial but broad based policy framework for housing within Redland City;

- The Housing Needs Assessment report carried out by SGS Economics and Planning identified key housing needs being:

  - Increasing the diversity of housing stock (i.e. type, size, tenure, cost);
  - Increasing the provision of affordable housing;
  - Increasing the provision of special needs housing (i.e. adaptable housing); and
  - Encouraging higher density housing at appropriate locations in and around activity centres and transport nodes.

- Housing forms that may be able to meet housing needs include:

  - Multiple Dwellings in terms of duplexes, 1 – 3 storey apartments or townhouse/ row house;
  - Single detached houses on small lots (400m^2);
  - Single detached houses on very small lots (200 – 400m^2);
  - Ageing population housing:
    - Aged care housing – independent living units
    - Aged care housing – high care
    - Aged care housing – adaptable houses/ 'aging in place'; and
  - Other housing forms such as:
    - Boarding houses
    - 'Granny' flats/ secondary dwellings
    - Caravan or mobile home parks
    - Housing for particular needs (supported accommodation).

- Greater support for affordable housing providers, including through the planning scheme, could help to facilitate certain housing needs in the community

- The planning scheme has a range of barriers that may currently prevent the delivery of housing to meet housing needs. There are a range of opportunities in the planning scheme, in areas such as the strategic framework, zones, level of assessment for residential development and within codes that may provide improved opportunities to meet housing need;

- An analysis of locations that may be suited to meet housing needs has been identified consistent with the SPP 1/07 Housing and Residential Development including Level One, Two and Three well serviced locations; and

- The opportunities for housing options have been identified in a map in Appendix C. These locations are discussed including documenting where existing planning has identified how the planning scheme will provide opportunities for housing needs.

GLOSSARY

Apartment Building

> *"Means the use of premises for three or more dwelling units in a building that -*
> *(a) is three or more storeys in height;*
> *(b) results in another dwelling above or below;*
> *(c) has a common foyer entrance;*
> *(d) has communal facilities including outdoor spaces, car parking and waste collection.*
>
> *Apartment buildings are reconfigured as a community title scheme, generally horizontally"*. (Redland City Council. 2010).

Medium Density means residential development consistent with the Medium Density Zone provisions of the Redlands planning scheme.

Multiple Dwellings

> *"Means the use of premises for three or more dwelling units on a lot, where each dwelling unit has a separate entrance. The term includes townhouses, villas and terrace housing".* (Redland City Council. 2010).

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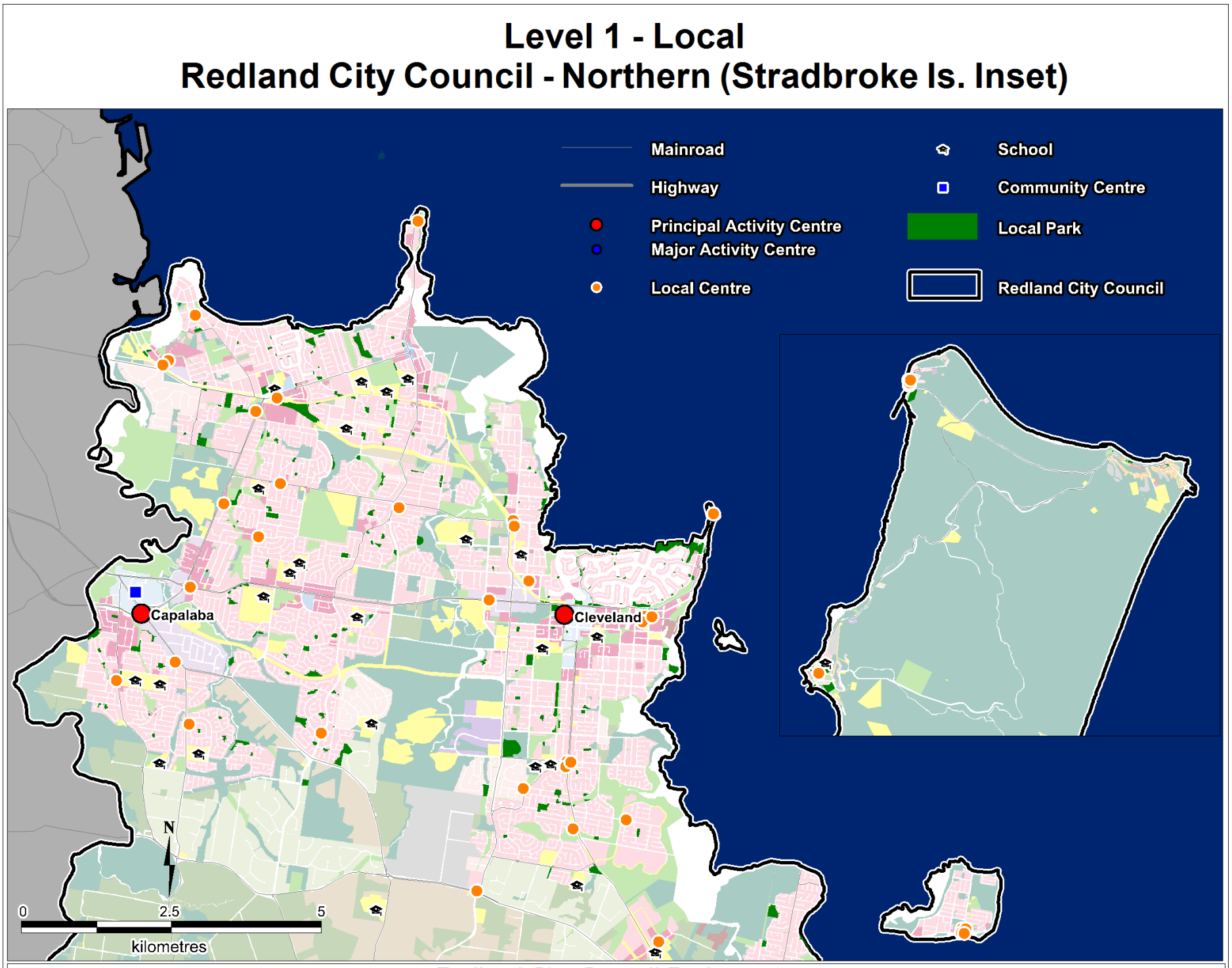
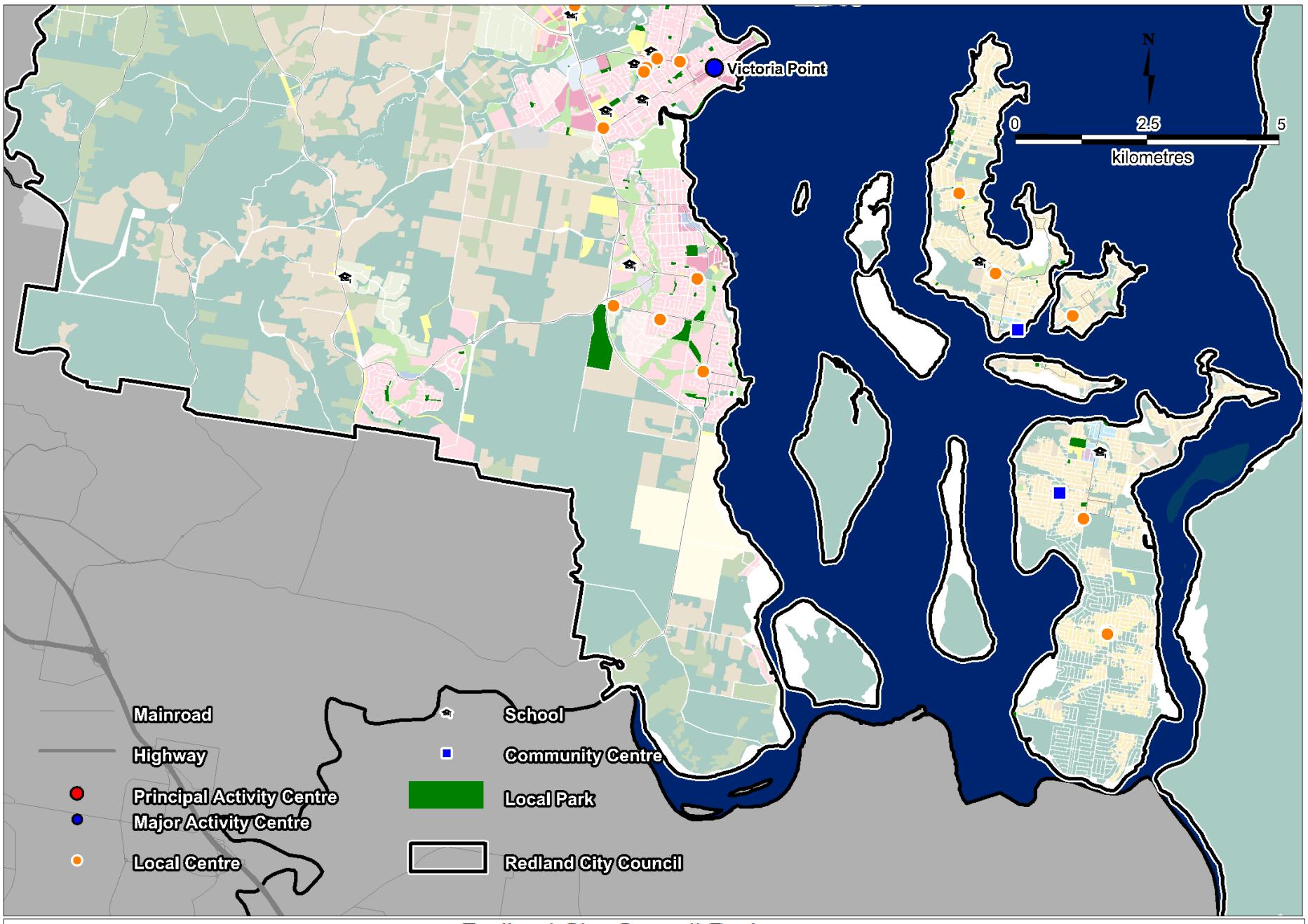
APPENDIX A: WELL-SERVICED LOCATIONS





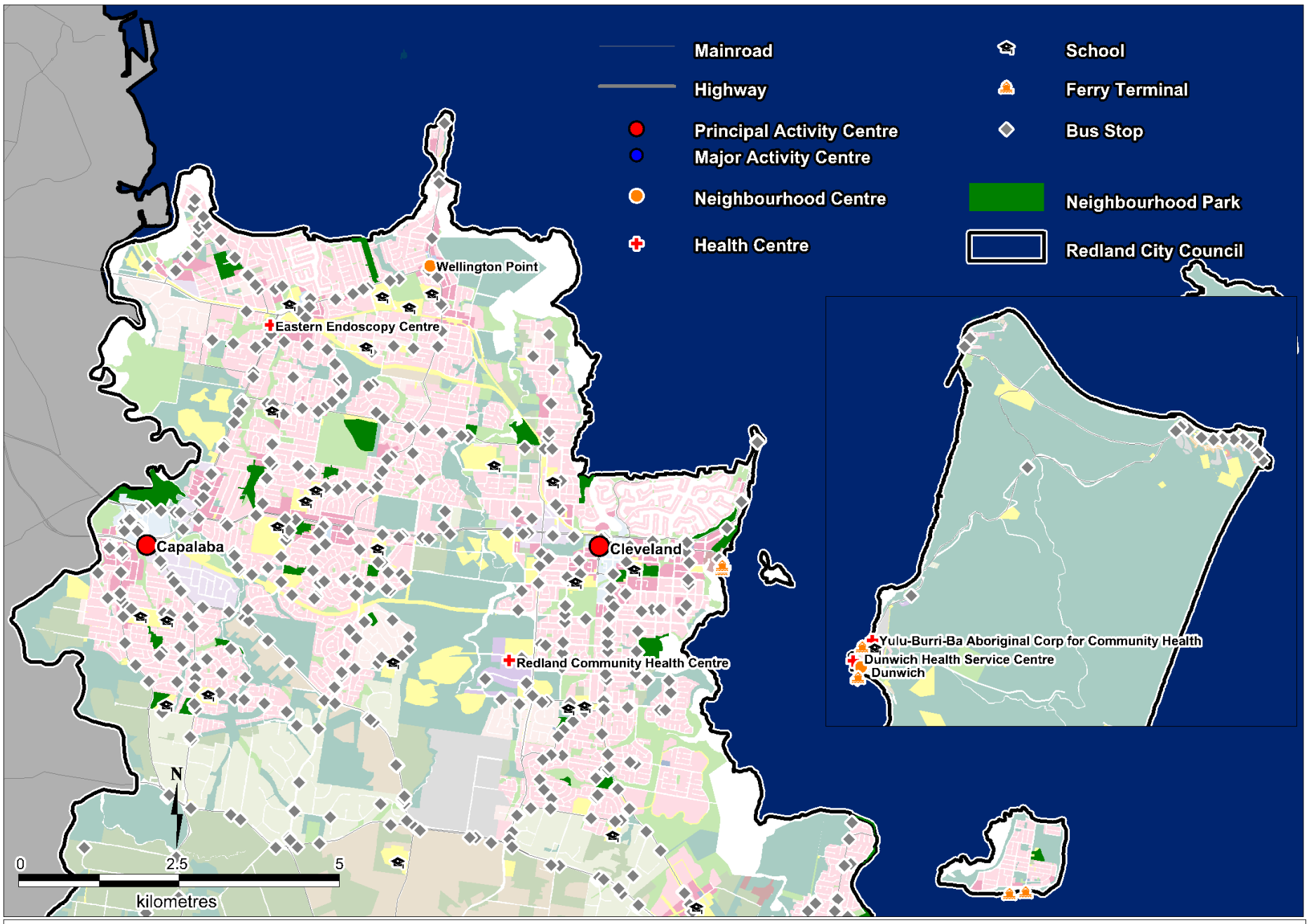
Level 1 - Local
Redland City Council - Southern



Redland City Council Zoning

- Major Centre
- District Centre
- Neighbourhood Centre
- Local Centre
- SMBI Centre
- Point Lookout Centre
- Point Lookout Tourist
- Commercial Industry
- General Industry
- Island Industry
- Marine Activity
- Urban Residential
- Medium Density Residential
- Low Density Residential
- SMBI Residential
- Point Lookout Residential
- Park Residential
- Environmental Protection
- Conservation
- Community Purpose
- Emerging Urban Community
- Open Space
- Rural Non Urban
- Investigation Zone
- Unzoned

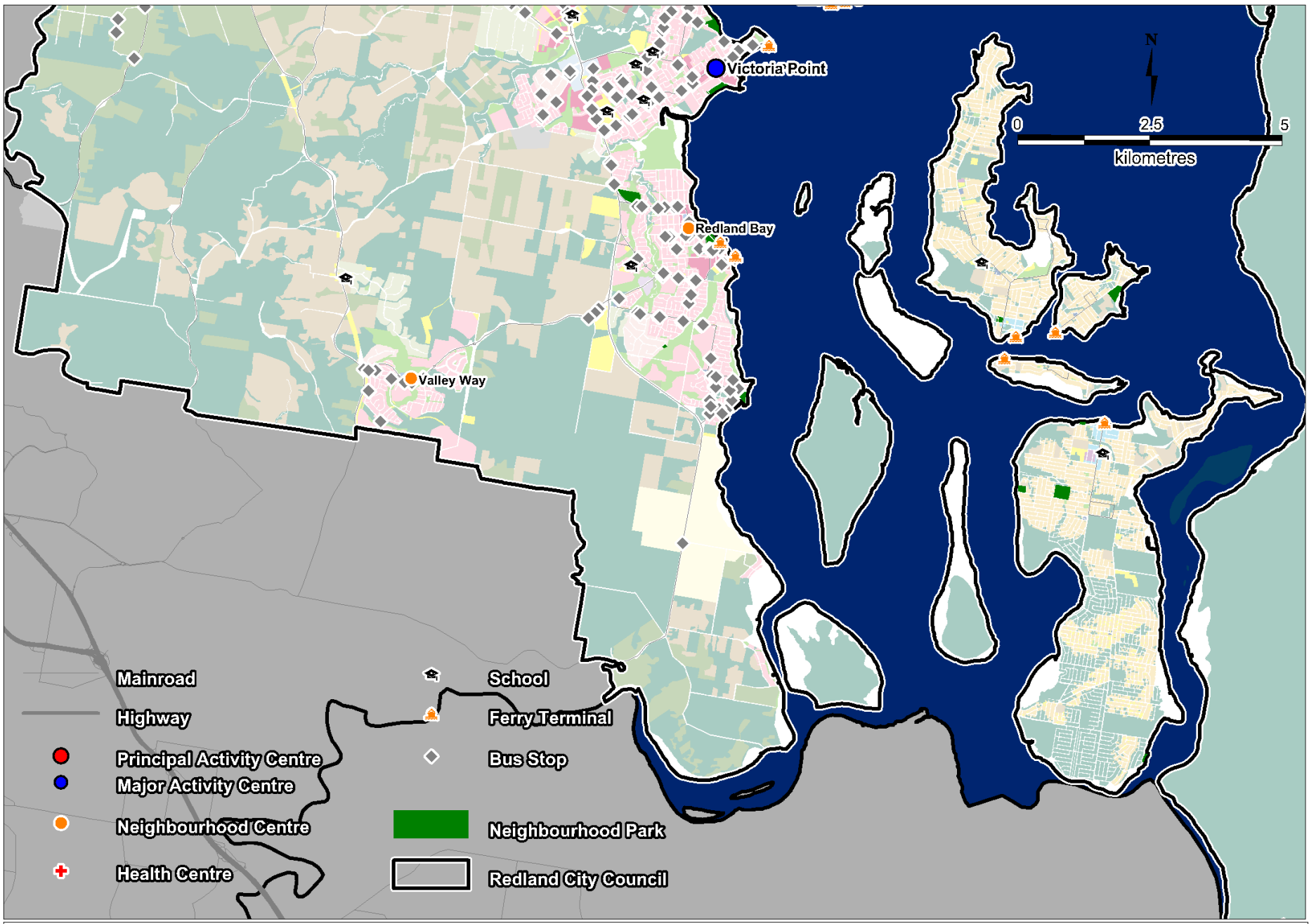
Level 2 - Neighbourhood
Redland City Council - Northern (Stradbroke Is. Inset)



Redland City Council Zoning

- Major Centre
- District Centre
- Neighbourhood Centre
- Local Centre
- SMBI Centre
- Point Lookout Centre
- Point Lookout Tourist
- Commercial Industry
- General Industry
- Island Industry
- Marine Activity
- Urban Residential
- Medium Density Residential
- Low Density Residential
- SMBI Residential
- Point Lookout Residential
- Park Residential
- Environmental Protection
- Conservation
- Community Purpose
- Emerging Urban Community
- Open Space
- Rural Non Urban
- Investigation Zone
- Unzoned

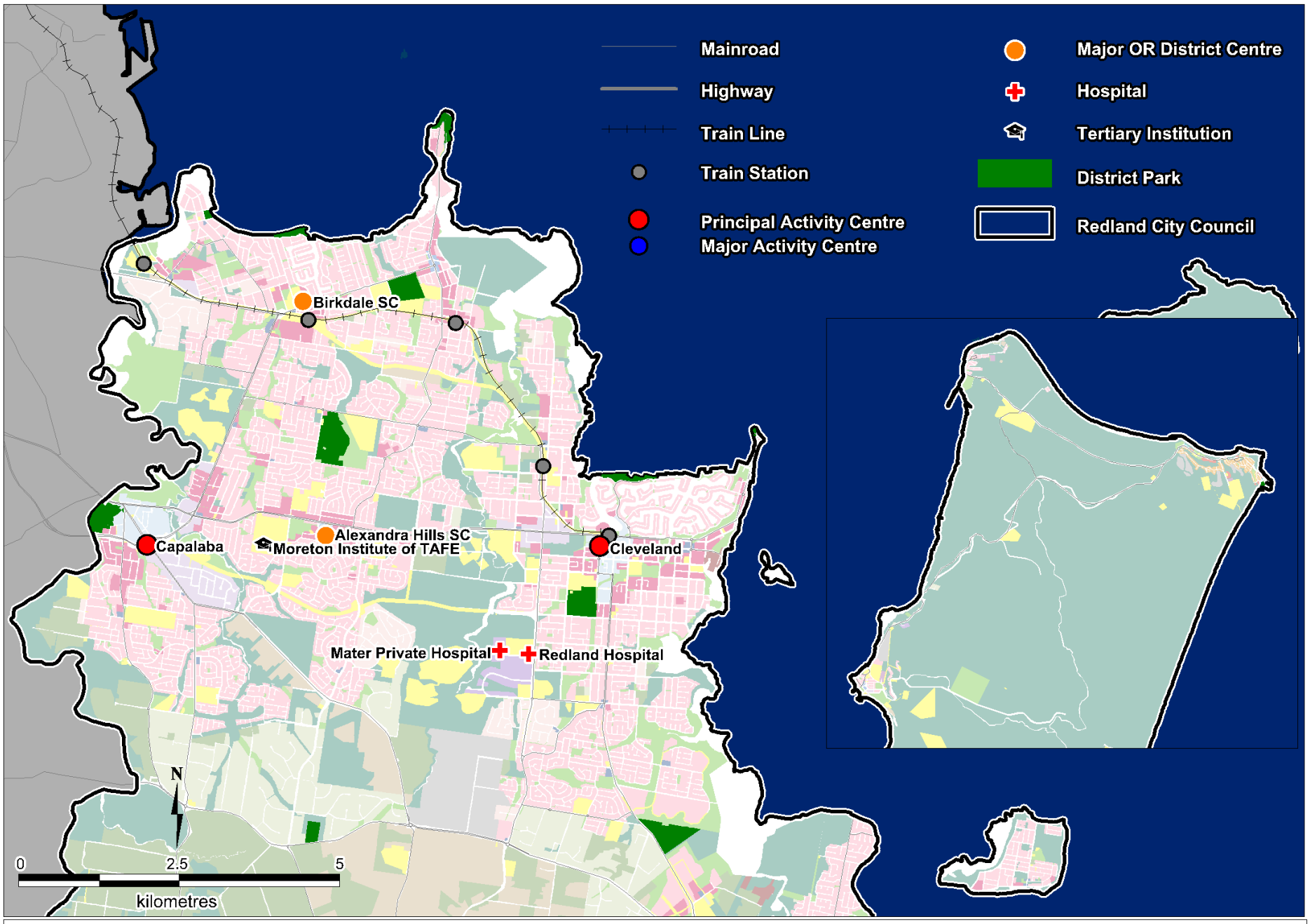
Level 2 - Neighbourhood
Redland City Council - Southern



Redland City Council Zoning

- Major Centre
- District Centre
- Neighbourhood Centre
- Local Centre
- SMBI Centre
- Point Lookout Centre
- Point Lookout Tourist
- Commercial Industry
- General Industry
- Island Industry
- Marine Activity
- Urban Residential
- Medium Density Residential
- Low Density Residential
- SMBI Residential
- Point Lookout Residential
- Park Residential
- Environmental Protection
- Conservation
- Community Purpose
- Emerging Urban Community
- Open Space
- Rural Non Urban
- Investigation Zone
- Unzoned

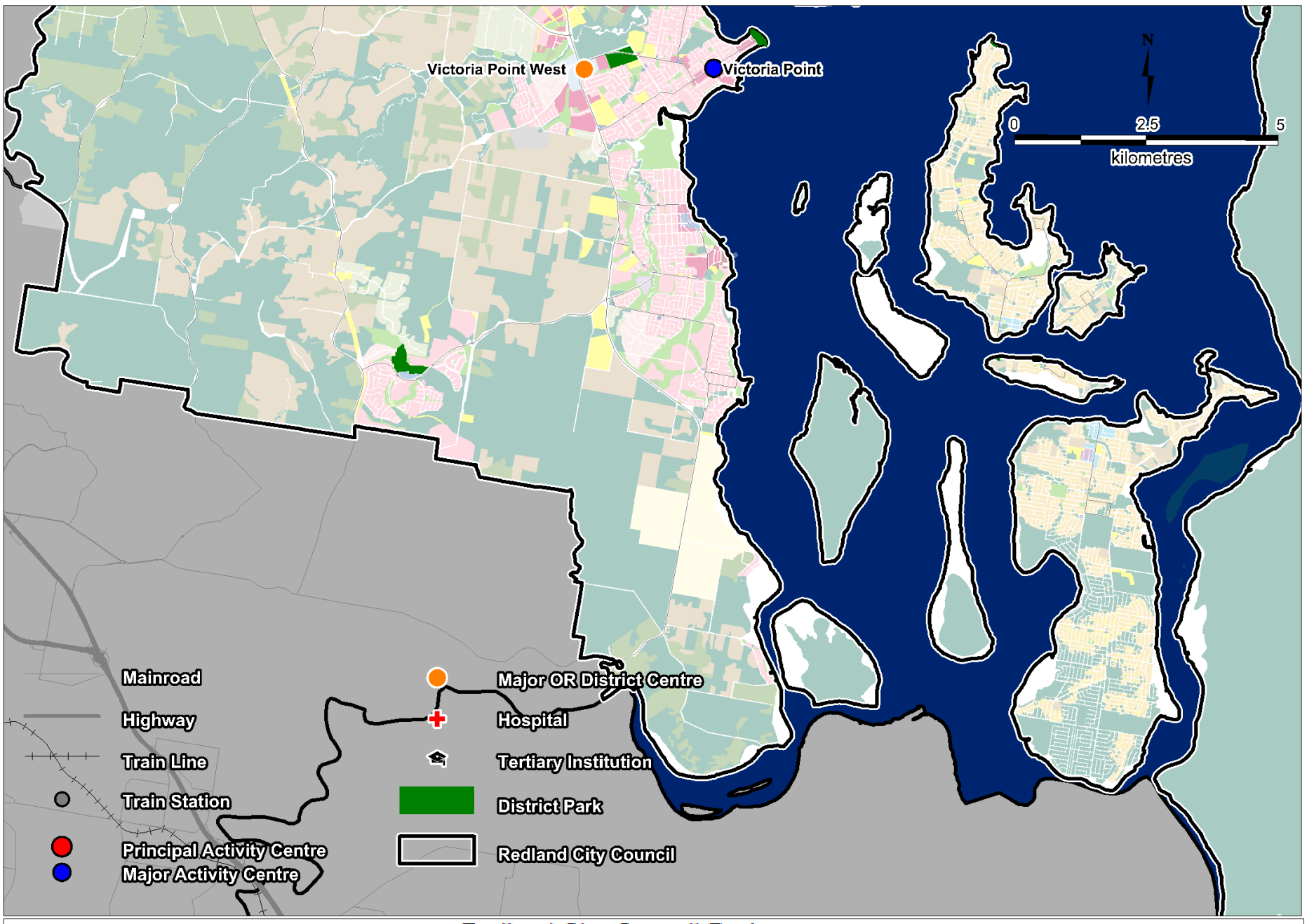
Level 3 - District
Redland City Council - Northern (Stradbroke Is. Inset)



Redland City Council Zoning

- Major Centre
- District Centre
- Neighbourhood Centre
- Local Centre
- SMBI Centre
- Point Lookout Centre
- Point Lookout Tourist
- Commercial Industry
- General Industry
- Island Industry
- Marine Activity
- Urban Residential
- Medium Density Residential
- Low Density Residential
- SMBI Residential
- Point Lookout Residential
- Park Residential
- Environmental Protection
- Conservation
- Community Purpose
- Emerging Urban Community
- Open Space
- Rural Non Urban
- Investigation Zone
- Unzoned

Level 3 - District
Redland City Council - Southern



Redland City Council Zoning

- Major Centre
- District Centre
- Neighbourhood Centre
- Local Centre
- SMBI Centre
- Point Lookout Centre
- Point Lookout Tourist
- Commercial Industry
- General Industry
- Island Industry
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- Point Lookout Residential
- Park Residential
- Environmental Protection
- Conservation
- Community Purpose
- Emerging Urban Community
- Open Space
- Rural Non Urban
- Investigation Zone
- Unzoned

APPENDIX B: COMPARISON OF THE CURRENT REDLANDS PLANNING SCHEME AND QPP DEFINITIONS

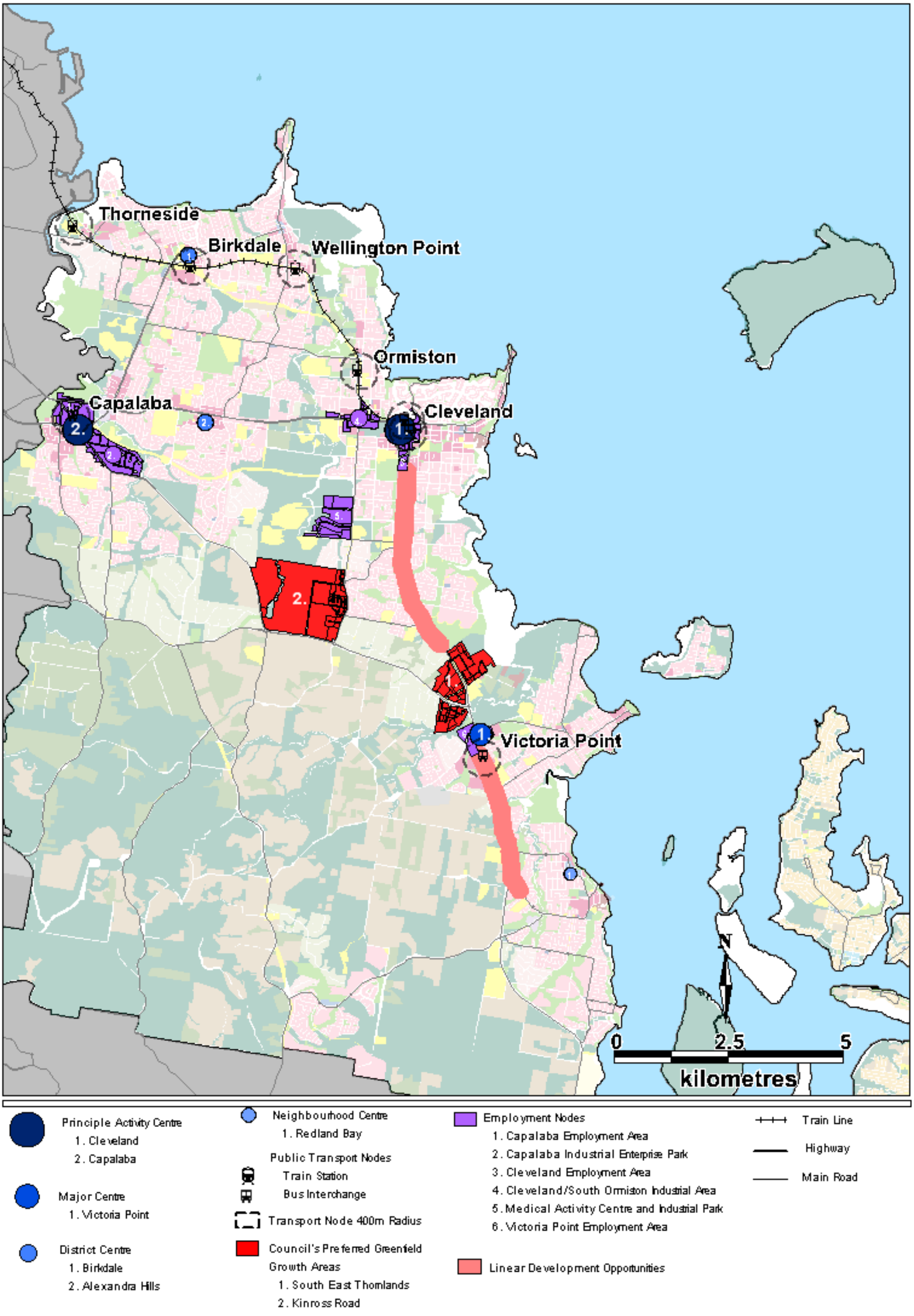
Redlands Term	Redlands Definition	Equivalent QPP Term	Equivalent QPP Definition
Development Uses			
Aged Persons and Special Needs Housing	Means the use of premises for residential accommodation that caters for persons having special or age related needs and do not have children living permanently with them. The term includes - (a) retirement villages, nursing homes, respite centres, hostel, group home, or uses of a like nature; (b) any ancillary facilities, such as medical, nursing, and personal care services to meet the needs of residents, dining and recreation facilities, administrative offices, laundries, kitchens, and residential accommodation for persons associated with the operation of the use.	Residential Care Facility	*A residential use of premises for supervised accommodation where the use includes medical and other support facilities for residents who cannot live independently and require regular nursing or personal care. Examples include children's home, nursing home. Does not include the following examples dwelling house, dual occupancy, hospital, multiple dwelling.*
		Retirement Facility	*A residential use of premises for an integrated community and specifically built and designed for older people. The use includes independent living units and may include serviced units where residents require some support with health care and daily living needs. The use may also include communal facilities and accommodation for staff. Examples include retirement village. Does not include residential care facility.*
Apartment Building	Means the use of premises for three or more dwelling units in a building that - (a) is three or more storeys in height; (b) results in another dwelling above or below; (c) has a common foyer entrance; (d) has communal facilities including outdoor spaces, car parking and waste collection. Apartment buildings are reconfigured as a community title scheme, generally horizontally.	Multiple dwelling	*A residential use of premises which contains three or more dwellings. Does include apartments, flats, units, townhouses. Does not include dual occupancy, duplex, granny flat, residential care facility, retirement facility.*
Bed and Breakfast	Means the use of premises for the provision of short-term accommodation on a commercial basis within a dwelling house, where such accommodation is not self-contained.	Home Based Business	*A dwelling house used for an activity, occupation or business, where subordinate to the residential use and is compatible with residential amenity outcomes. Does include bed and breakfast, family day care, farm stay, home office. Does not include the following examples hobby.*
Caretakers Dwelling	Means the use of premises for caretaker purposes, where a person residing in the dwelling unit is employed on the site and	Caretaker's Accommodation	*A single dwelling provided for a caretaker of a non residential use on the same premises. Does not include the following*

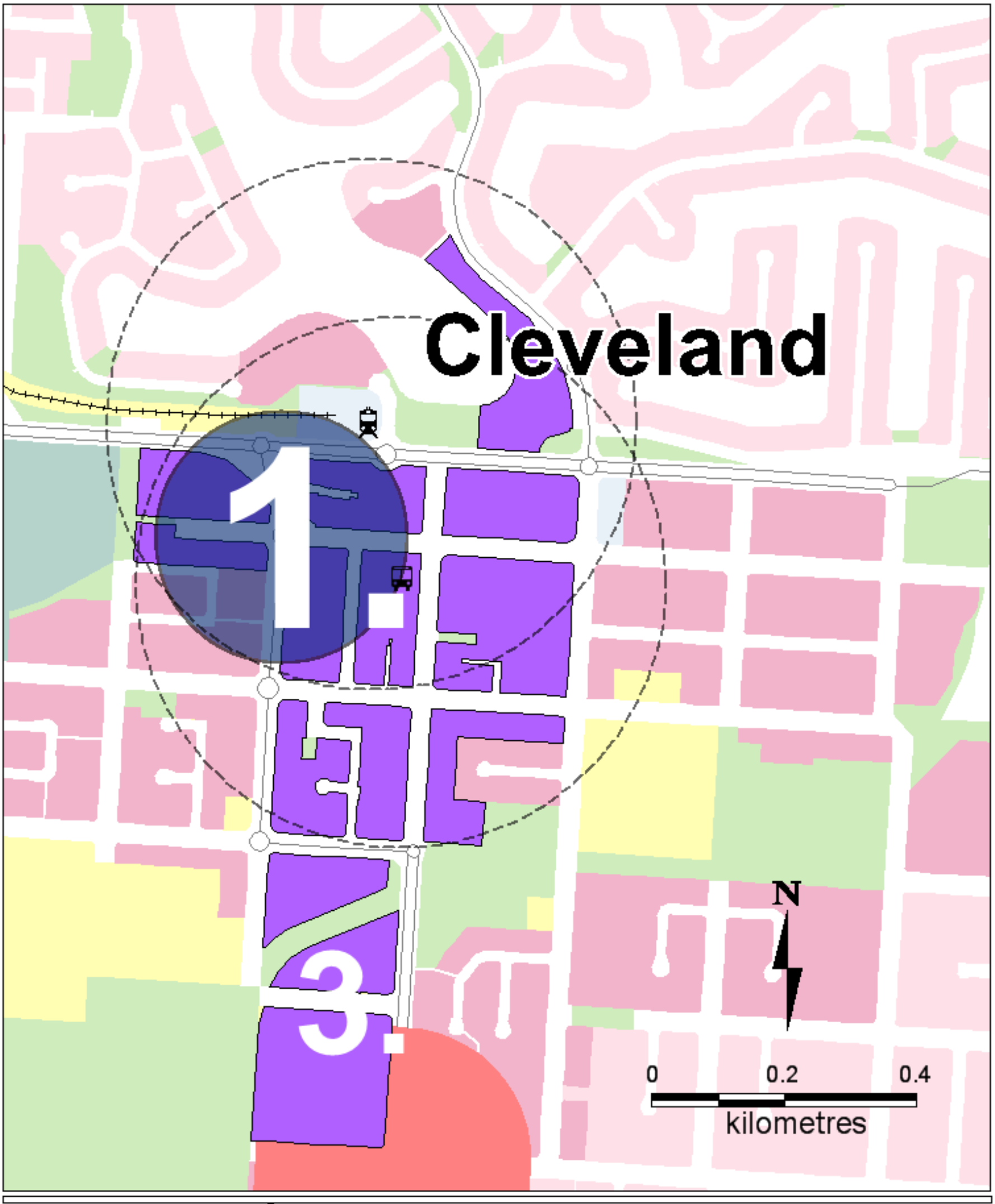
Redlands Term	Redlands Definition	Equivalent QPP Term	Equivalent QPP Definition
	the dwelling unit is used in connection with a non-residential use conducted on the site. The term does not include any dwelling unit made available for private rental purposes.		*examples – dwelling*
Dual Occupancy	Means the use of premises for residential accommodation that comprises two dwelling units on one lot whether attached or detached.	Dual Occupancy	*Premises containing two dwellings on one lot (whether or not attached) where the use is primarily residential. Does not include the following examples dwelling house, multiple dwelling.*
Dwelling House	Means the use of a lot for a single detached dwelling unit on a lot greater than or equal to 500m². Note - If the lot is smaller than 500m^2 refer to Small Lot House definition	Dwelling House	*A residential use of premises for one household which contains a single dwelling. The use includes out-buildings and works normally associated with a dwelling and may include a secondary dwelling. Does not include the following examples caretakers accommodation, dual occupancy, hostel, short term accommodation, student accommodation, multiple dwelling.*
Home Business	Means the use of premises for a business activity located either within a dwelling unit, an extension to a dwelling unit, or outside of a dwelling unit but on the same premises.	Home based business	*A dwelling house used for an activity, occupation or business, where subordinate to the residential use and is compatible with residential amenity outcomes. Does include bed and breakfast, family day care, farm stay, home office. Does not include the following examples hobby.*
Hotel	Means the use of premises for the sale of liquor. The term includes - (a) hotels, taverns, licensed clubs and wine bars; (b) ancillary facilities such as short term accommodation, betting agency outlet and dining/entertainment activities.	Hotel	*Premises used to sell liquor for consumption on or off site. The use may include short term accommodation, dining and entertainment activities and gaming and amusement machines. Includes hotel, pub, tavern. Does not include nightclub.*
Mobile Home Park	Means the use of premises for permanent and long-term residential accommodation such as caravans or mobile homes that also have on-site management. The term includes ancillary facilities such as communal and recreational facilities.	Relocatable Home Park	*Premises used for relocatable dwellings (whether they are permanently located or not) that provides long term residential accommodation. The use may include a manager's residence and office, kiosk, amenity buildings and the provision of recreation facilities for the exclusive use of residents. Does not include tourist park.*
Multiple Dwelling	Means the use of premises for three or more dwelling units on a lot, where each dwelling unit has a separate entrance. The term includes townhouses,	Multiple dwelling	*A residential use of premises which contains three or more dwellings. Does include apartments, flats, units, townhouses. Does not include*

Redlands Term	Redlands Definition	Equivalent QPP Term	Equivalent QPP Definition
	villas and terrace housing.		*dual occupancy, duplex, granny flat, residential care facility, retirement facility.*
Relatives Apartment	Means the use of premises for a dwelling unit by a relative where associated with a dwelling house	Secondary Dwelling (*Please note *Secondary Dwelling* is included in the QPP 'administrative definitions')	*Means a self contained dwelling where used in conjunction with a dwelling house on the same lot and where subordinate to the existing dwelling. A secondary dwelling may be constructed under a house, be attached to a house or be free standing*
Small Lot House	Means the use of premises for a dwelling unit on a lot with an area less than 500m^2 or with a frontage of equal to of less than 10 meters.		
Tourist Accommodation	Means the use of premises for short-term accommodation for tourists. The term includes self-contained motel, serviced apartments, guesthouse, backpacker's hostel and resort.	Short Term Accommodation	*Premises used to provide short term accommodation for the general public which may be self-contained. The use may include a manager's residence and office and the provision of recreation facilities for the exclusive use of residents. Examples include holiday apartments, motel, backpackers. Does not include hostel.*
Tourist Park	Means the use of premises for holiday and recreational purposes, involving the setting up of short-term and easily removable accommodation for Travellers or holiday cabin. The term includes ancillary communal, management and recreational facilities.	Short Term Accommodation	*Premises used to provide short term accommodation for the general public which may be self-contained. The use may include a manager's residence and office and the provision of recreation facilities for the exclusive use of residents. Examples include holiday apartments, motel, backpackers. Does not include hostel.*
Administrative Uses			
Dwelling Unit	Means a building or part of a building used, or capable of being used, as a self-contained residence that includes a food preparation area or an area capable of being adapted for food preparation, a bath or shower, a toilet and wash basin. It includes activities ancillary to a dwelling unit.	Dwelling	*Means a building or part of a building used or capable of being used as a self contained residence which must include the following:* *(a) food preparation facilities;* *(b) a bath or shower;* *(c) a toilet and wash basin;* *(d) clothes washing facilities.* *This term includes outbuildings, structures and works normally associated with a dwelling.*
Gross Floor Area	Means the total floor area of all storeys of a building or buildings, inclusive of walls, columns and balconies, whether roofed or not, measured from the outside of external walls or the centre of common walls. The term excludes the following - (a) building services; (b) a ground floor public lobby;	Gross Floor Area	*Means the total floor area of all storeys of a building (measured from the outside of the external walls or the centre of a common wall), other than areas used for the following:* *(a) building services, plant and equipment* *(b) access between levels;* *(c) ground floor public lobby;* *(d) a mall;*

Redlands Term	Redlands Definition	Equivalent QPP Term	Equivalent QPP Definition
	(c) a public mall in a shopping complex; (d) areas at or below ground level, or below a constructed roof level not greater than 1 metre above ground level, associated with the parking, loading and maneuvering of motor vehicles; (e) private balconies whether roofed or not; (f) accessible open decks; (g) public toilets.		*(e) the parking, loading and manoeuvring of motor vehicles;* *(f) unenclosed private balconies whether roofed or not.*

APPENDIX C: WELL SERVICED LOCATIONS AND HOUSING OPTIONS AND OPPORTUNITIES MAPPING




Cleveland
1
3
N
0
0.2
0.4
kilometres
Principle Activity Centre
1. Cleveland
2. Capalaba
Major Centre
1. Victoria Point
District Centre
1. Birkdale
2. Alexandra Hills
Neighbourhood Centre
1. Redland Bay
Public Transport Nodes
Train Station
Bus Interchange
Transport Node 400m Radius
Council's Preferred Greenfield Growth Areas
1. South East Thornlands
2. Kinross Road
Employment Nodes
1. Capalaba Employment Area
2. Capalaba Industrial Enterprise Park
3. Cleveland Employment Area
4. Cleveland/South Ormiston Industrial Area
5. Medical Activity Centre and Industrial Park
6. Victoria Point Employment Area
Linear Development Opportunities
Train Line
Highway
Main Road


Capalaba
1.
2.
2
N
0
0.25
0.5
kilometres
Principle Activity Centre
1. Cleveland
2. Capalaba
Major Centre
1. Victoria Point
District Centre
1. Birkdale
2. Alexandra Hills
Neighbourhood Centre
1. Redland Bay
Public Transport Nodes
Train Station
Bus Interchange
Transport Node 400m Radius
Council's Preferred Greenfield Growth Areas
1. South East Thornlands
2. Kinross Road
Employment Nodes
1. Capalaba Employment Area
2. Capalaba Industrial Enterprise Park
3. Cleveland Employment Area
4. Cleveland/South Ormiston Industrial Area
5. Medical Activity Centre and Industrial Park
6. Victoria Point Employment Area
Linear Development Opportunities
Train Line
Highway
Main Road

REDLAND CITY HOUSING STRATEGY

Scoping Paper

28 September 2010

9 Victoria St,
Fairfield
QLD 4103

T - (07) 3846 5163
M - 0401 031 053
E - jon@99consulting.com.au
W - www.99consulting.com.au

ABN 38 658 867 064

For further enquiries contact Jon Eastgate on the numbers above

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1.0 Introduction and Purpose

This paper outlines some of the key parameters for the development of the Redland City Council's Housing Strategy. Its purpose is to outline a draft framework in which we can undertake detailed work on the strategy. In the process of that detailed work, some elements of this framework may need to be changed, but this paper is intended as an initial frame of reference.

This paper outlines four aspects of the Redland Housing Strategy:

- a set of objectives for the strategy linked to the Redlands 2030 Community Plan, including some comments on how these might be operationalised
- an overall scope for the strategy – what will be delivered and what tasks are required to meet the aims of the project, what will not be done as part of the project which might typically be required and why. This information will form the "parameters" of the project
- Council's roles and responsibilities to address housing issues in the Redlands – what types of actions might be considered within the framework of Council's roles and responsibilities, and what actions might be ruled out early in the planning process
- a summary of the key stakeholders who should be involved in the process of developing the strategy.

2.0 Preliminary Vision and Objectives

In 2009-10 Council carried out a wide-ranging consultation process which culminated in the adoption of the Redlands 2030 Community Plan. Given that this plan represents a widely supported vision for Council, the housing strategy needs to be guided by it.

The Community Plan has two Vision Outcomes and goals which provide the basis for this strategy. There is a Vision Outcome called "Wise Planning and Design" which states:

> *We will carefully manage population pressures and use land sustainably while advocating and taking steps to determine the limits of growth and carrying capacity on a local and national basis, recognising environmental sensitivities and the distinctive character, heritage and atmosphere of local communities. A well-planned network of urban, rural and bushland areas and responsive infrastructure and transport systems will support strong, healthy communities.*

This flows through into Wise Planning and Design *Goal 7 – Housing options to meet different needs.*

> *A mix of housing suitable for all household groupings makes efficient use of land within the urban footprint and encourages a range of affordable housing options which include the retention of existing low density residential options and protection from intensification or encroachment of other uses.*

This in turn flows through to a strategy in the 2010-15 Corporate Plan.

> *Wise Planning and Design –*
> *5.9 Promote housing diversity, choice and affordability to address the city's current and future needs, incorporating medium density housing within and around the city's centres and transport nodes*

There is also a Community Plan Vision Outcome for "Strong and Connected Communities".

> *Our health, wellbeing and strong community spirit will be supported by a full range of services, programs, organisations and facilities, and our values of caring and respect will extend to people of all ages, cultures, abilities and needs.*

This includes *Goal 9 – Access to affordable housing.*

> *Developers, housing organisations, special initiatives and a range of proactive land and social policies ensure an adequate supply of affordable housing for low and moderate income earners and those at risk of homelessness.*

There is no specific corporate plan strategy that matches this goal.

With this as the strategic framework it is suggested that the following could be a set of objectives for the housing strategy.

1. ***Sufficient housing*** **to meet the expected future growth of the Redland City population.**

   This objective would be met mainly through planning scheme measures including:

   - ensuring sufficient land supply to meet the needs for future housing development
   - ensuring densities in greenfield and infill developments are sufficient to allow for the quantity and type of housing needed in the Redlands.

   This is currently being measured in Council by tracking the amount of housing being built each year, against targets set in the planning scheme. Strategies are also underway through planning scheme review processes.

2. **Housing that is *diverse in form*, meeting the needs of households of different sizes, different ages, different levels of ability and different cultural backgrounds, and is adaptable over time.**

   This encompasses a general need for housing to be adaptable and suitable for a range of household types, as well as the need for specific types of housing such

as retirement housing and care facilities. This objective could be met through a combination of:

- planning measures which allow for or mandate various types of housing in appropriate locations
- research and data analysis which identifies the likely household makeup of Redland City into the future and indicates what types of housing will be needed
- a specific focus on population groups identified through the research, such as older people and people with disabilities
- design guidelines that assist builders deliver adaptable housing
- education and information strategies which make the community and development industry aware of these needs.

It would be measured through:

- establishing specific housing diversity goals using housing needs data, and measuring the diversity of newly developed housing against these goals at regular intervals
- measuring how many dwellings meet the adaptable housing standard.

3. Housing that is *affordable* for people on various levels of income, particularly including those on very low incomes and workers in low-paid occupations.

This objective could be met through some or all of the following strategies:

- a strong connection with the housing diversity objective, since diverse housing form is one contributor to affordability
- a set of targets for housing to be supplied at particular price points, including targets around crisis and special needs housing
- a set of strategies to engage government and non-government providers in working towards meeting these targets
- advocacy for resources to support provision of housing for low income households through the social housing system
- support for "affordable housing projects" through measures such as fast-tracked planning approvals, other planning measures and reductions in rates and charges
- community development support for local housing and homelessness organisations.

It could be measured through the development of targets for housing at various price points, and monitoring of achievement against these targets over time.

4. **Housing that is *well located* in relation to employment, facilities, services and transport networks.**

This could be achieved through:

- identifying priority locations for various types of housing in the planning scheme
- coordinating residential development with economic development, transport planning and provision, and provision of social infrastructure.

It could be measured through:

- the number or proportion of dwellings in locations with the desired characteristics
- the levels of density achieved in highly desirable locations.

5. **Housing that is *well designed*, including being built for ecological sustainability, optimising safety and creating an attractive physical environment.**

There is some overlap between this and other goals including the goal around adaptable housing. The main focus here is on broader design issues including urban character and ecological sensitivity. Strategies for this could include:

- developing and using character guidelines for both neighbourhood design and individual dwelling design
- setting targets for environmental impact, perhaps linked to the Nationwide House Energy Rating Scheme (NatHERS), sponsored by the Commonwealth Department of the Environment, Water, Heritage and the Arts
- ensuring that the development assessment process remains open to design innovation, particularly in the environmental sustainability and affordability areas.

Attention would need to be paid to the link between this objective and the administration of building codes and standards, which is generally not within Council's jurisdiction. Collaboration with relevant administering authorities including the Australian Building Codes Board (ABCB) and the Department of Infrastructure and Planning (DIP) may be beneficial, to promote a coordinated and robust regulatory framework to address these issues.

Measurement of this objective could include meeting targets for -

- the proportion of housing achieving various ratings on the NatHERS scale
- the proportion of housing achieving a minimum of 4 star Green Star Rating, which represents "best practice" in environmental sustainable design and construction
- reducing household energy, water and fossil fuel consumption
- reducing household waste

Measuring the objective of "creating an attractive physical environment" will be more difficult given its subjectivity. However it may be possible to monitor design quality and standard via development assessment i.e. the proportion of housing developments being refused on the basis on design quality and standard. Another way to measure design quality and standard may be through peer review processes with independent organisations such as the Urban Design Alliance (QLD).

3.0 Project Scope and Parameters

The current project will contribute to the objectives outlined above in four key ways. These are set out in more detail in the *Redland City Housing Strategy Request for Proposals*.

1. It will conduct a Housing Needs Assessment for the Redlands. This part of the project will

- identify the current housing situation in the Redlands, including the match between current housing needs and the supply of housing
- identify expected future housing needs based on population projections
- identify the potential ways to meet the identified needs, including land availability and potential strategies
- specifically address the needs of particular groups in the population including older people, people with disabilities, people on low incomes and Aboriginal and Torres Strait Islander people.

2. It will review the current policy settings in Redland City Council to identify their potential for addressing the identified housing issues and achieving the objectives of the strategy. This will include

- a planning scheme analysis to determine any barriers preventing the implementation of housing options identified in the needs assessment
- a review of other Council policy settings to assess their impact on the achievement of the strategy objectives – potential areas of policy include (but are not limited to) rates and charges policy, community development and social planning strategies, communication strategies, and intergovernmental relations.

3. It will begin a process of stakeholder engagement around this strategy, as outlined in Section 5 below. This stakeholder engagement will set the foundation for ongoing partnership between Council and other key organisations involved in housing provision. This project will not, however, undertake broad community consultation on the housing strategy – this will be the responsibility of Council after the completion of the current project.

4. It will develop a draft housing strategy for Council, based on the inputs above. The Housing Strategy is expected to include the following outputs:

- A Redland housing policy framework including a vision, a set of coherent principles, broad aims and specific outcomes for the Redland Housing

Strategy. These will be developed in accordance with the Community and Corporate Plans and the stakeholder engagement in Stages 1 and 2.

- A Housing Action Plan and Implementation Strategy to achieve the outcomes, including a breakdown of specific actions and resources.
- Recommendations for RPS amendments.

The exact scope for this proposed strategy will depend on the outcomes of Stages 1 and 2. However, this project will not develop the detailed content of planning scheme amendments, or detailed policy documents for other areas of Council business identified in the course of the project – it will be limited to developing the overall direction and scope of the housing strategy, recommending amendments to the planning scheme and other areas of policy, and developing an implementation plan for further, more detailed work.

4.0 Council's Roles and Responsibilities to Address Housing Issues in Redlands

The Australian Local Government Association has described four potential types of involvement in housing for local governments, and with some adaptations this provides a useful frame of reference for analysing what role Redland City Council may choose to play.

1. Advocacy and Education

This role involves Council acting as an advocate for its own and the community's housing priorities. Activities could include:

- publicising the findings of the Housing Needs Assessment as a way of raising awareness of housing needs
- actively advocating with the development industry to provide the kind of housing identified in the Housing Needs Assessment
- working with local organisations to advocate with State and Commonwealth Governments for better resourcing of affordable housing provision in the Redlands
- documenting and publicising examples of good practice in housing – for instance, examples of environmentally sustainable design, adaptable housing, well designed housing estates.

Our understanding is that this set of roles is within the scope of the Housing Strategy.

2. Facilitation

The second role involves activities through which Council can support others to carry out specific housing activities. These generally involve using Council's core roles – planning, community development, collection of rates and charges – to support its desired housing outcomes. Examples of this type of activity include:

- the development of a range of residential planning provisions in the planning scheme

- flexible use of the development assessment process to promote desired outcomes – eg fast-tracking applications for affordable or ecologically sustainable housing
- use of Council's community development resources to support the development of new community housing organisations or projects
- engaging with the Urban Land Development Authority on major new developments
- granting reductions in rates and charges to incentivise the achievement of desired outcomes, like the provision of affordable housing.

While decisions would need to be made about the precise content of facilitation strategies, these are areas of core Council business and are very much within the scope for the project.

3. Partnership

This would involve Council becoming an active partner in housing ventures (for instance the provision of affordable housing) through measures such as donating land, making financial contributions, administering housing projects, or assigning staff to work on housing initiatives. In this role, Council would formally partner with non-profit, for profit or State Government providers in the direct provision of housing, particularly affordable housing.

It is our understanding that some aspects of this role may potentially be within the scope of the project, but that overall, it is not a role Council is seeking to perform due to current resource and budgetary constraints, and because there are existing organisations already established which are better suited to this role.

4. Provision

The final set of roles would involve Council itself becoming a direct provider of housing. It is our understanding that this is <u>not</u> within the in scope.

5.0 Stakeholders

There are essentially five groups of stakeholders for this strategy. Many of these have already been involved in discussing housing issues with Council during the development of the Redlands 2030 Community Plan, and our consultation would build on those earlier discussions.

1. Council staff

A number of areas of Council have potential interest in this strategy. Some of the key areas, including the Land Use Planning and Community and Social Planning teams, are engaged through the Project Reference Group. Others will be identified as we go along but the set of objectives outlined above suggest that financial management and environmental management are two areas with an obvious interest.

It makes most sense for input from across Council to be coordinated by the Council project manager, with input from the consultants as needed.

2. Development Industry

Since much of the strategy will involve working closely with the development industry to achieve the desired outcomes, their input will be crucial. Consultation with the development industry on the ability, desirability, returns and potential incentives for providing affordable housing is vital. This input is best organised through the industry organisations (UDIA, PCA, HIA) and local developers that are already active in the area.

3. Social Housing Sector

The social housing sector has a strong interest in issues around housing affordability as well as a broader interest in housing supply. They have a strong network across the Bayside area which we could utilise. It is also possible that other larger South-East Queensland providers may be planning to operate in Redland City in the near future. The Bayside Housing Reference Group includes representatives from the Department of Communities, Queensland Shelter and local social housing providers such as Mangrove Housing. The Bayside Tenancy Advice and Advocacy Service Inc. is another organisation which may add value to the project and consultation process, and there are a number of specialised providers dealing with homelessness for groups like young people and families.

4. Older Peoples' Organisations and Disability Organisations

The ageing of the population is something that has been raised as a major issue in early discussions with Council staff and is likely to be a major driver of housing change over the next 20 years. Redland City Council participates in a number of seniors groups, including the Redlands Advisory Group on Seniors Issues and a peak body for local retirement villages, as well as liaising with Redlands District Committee on the Ageing. These would provide good avenues for consultation. Redlands City Council also coordinates the Redlands Disability Network. There are also a significant number of people with disabilities in the Redlands and an active disability support sector who would welcome input to this strategy.

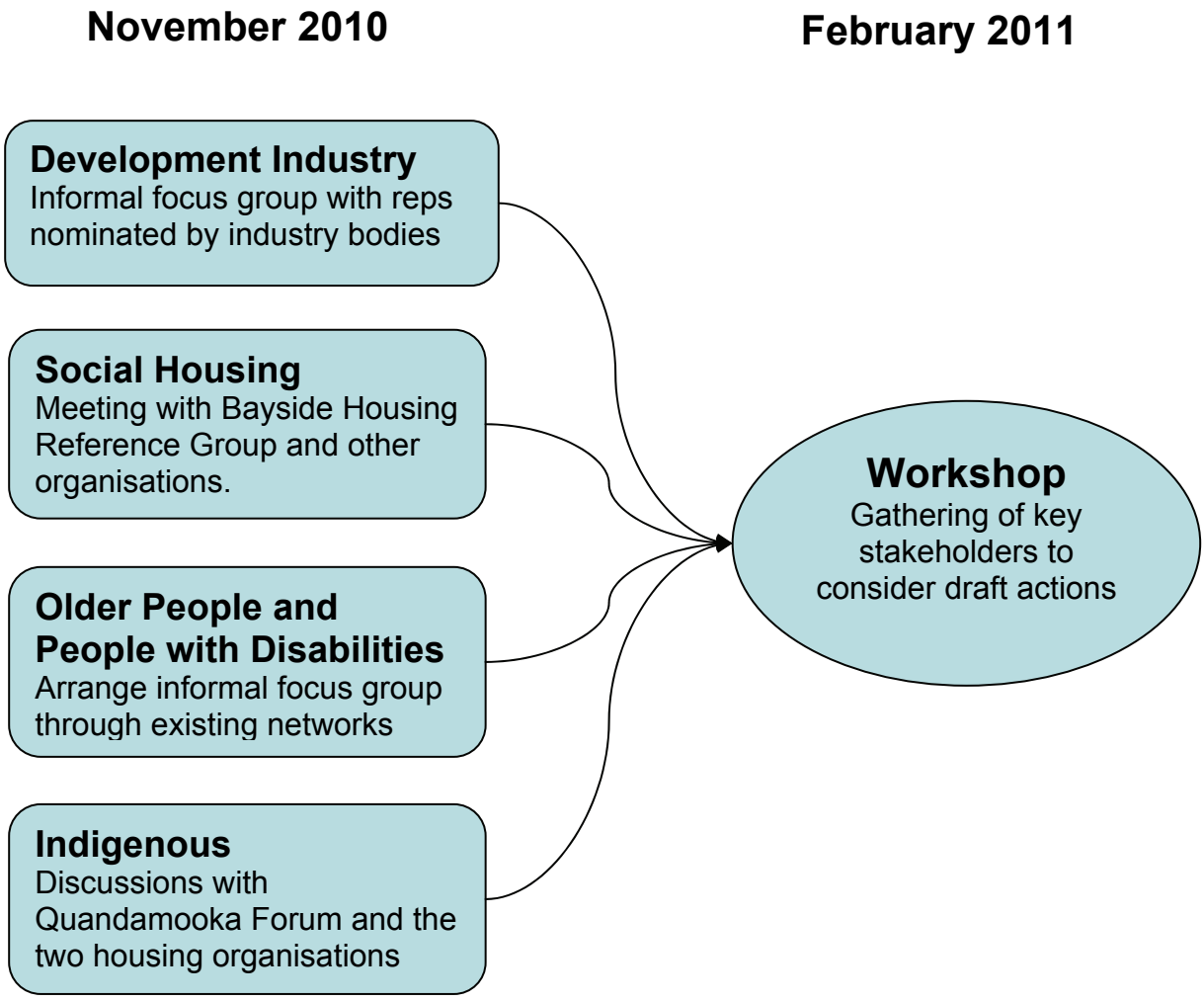
5. Indigenous Communities/Organisations

Consultation with Indigenous communities is important in this strategy in the light of Council's overall level of commitment to collaboration with Indigenous people, and also because Aboriginal and Torres Strait Islander people have high levels of homelessness and housing stress. Council's first point of contact in the Indigenous community is the Quandamooka Forum, and the Quandamooka Plan significantly references housing. Two organisations are active in housing Aboriginal and Torres Strait Islander households in Redland City – North Stradbroke Aboriginal and Islanders Housing Cooperative, and Winnam ATSI Corporation, and these would need to be part of any consultation process.

The scope of this project allows for only a limited amount of consultation – we currently have two days allocated in the budget for consultation, plus another 2.75 days for a stakeholder workshop at the end. This means that consultation will need to be highly focused and efficient. Essentially, we are able to have

one meeting with representatives from each of the sectors outlined above, plus a workshop at the end. This workshop is currently proposed as an internal Council event but you may wish to consider converting it into a workshop with both internal and external stakeholders to maximise the level of input. If you do this, we would suggest a consultation process as summarised in the following diagram.

Figure 1 – Consultation Process



The first stage of this process, in November 2010, will involve meeting with each of the key stakeholder groups to discuss the initial findings of the Housing Needs Assessment and seek input about Council's responses to the identified needs. The second stage will involve workshopping the draft strategy – ideally participants would receive draft strategy materials beforehand and come along ready to provide informed feedback.

6.0 Some Key Issues for Redlands

Consultation with the Project Reference Group and background work for this project has already identified some key issues which will need to be addressed in the development of this strategy. These will no doubt be amended and added to as the project proceeds. These issues include:

- a need to focus on affordable living not just affordable housing
- the significance of an ageing population and housing needs arising from this including adaptable housing, location/ type of retirement and high care housing
- the challenges of locating higher density housing in the preferred areas set out the in the planning scheme – the development industry is currently tending to develop at significantly lower densities
- the different housing needs of island communities
- the need to ensure affordable housing is not an excuse for inadequate or sub standard design outcomes and achieves innovative design, styles and methods of construction
- the need to take account of population forecasts (and planning scheme densities) established by SEQ Regional Plan and planning scheme
- housing choice in new estates – what is needed in new estates now to account for housing needs over the next twenty years?
- the need to ensure planning scheme recommendations are synchronised with State Government requirements including State building review and laws.

Our work on the strategy over the next few months will address these issues, plus others that arise from our research and consultation.

7.0 Next Steps

Our key tasks in this project between now and the start of March 2011 are as follows.

- Completing the Housing Needs Assessment - we will have a preliminary analysis complete by the end of October and this element of the project finalized by the end of November
- Completing a review of current policy settings – this will be substantially complete by the end of October although we expect to continue to examine various policy settings throughout the project.
- Undertaking stakeholder consultation – a series of stakeholder interviews/focus groups will take place in November, informed by the preliminary needs analysis data and the review of current policy settings. A workshop to seek more specific feedback on proposed strategic directions will be held in February 2011.
- Developing a strategy – key planning scheme recommendations and action plan recommendations will be developed by mid-December 2010, with a complete draft strategy developed by the start of February 2011, and a revised draft completed by the consultants in early March for Council consideration.

REDLAND CITY HOUSING STRATEGY

Summary of Current Non-Planning Scheme Housing Activities

5 May 2011

9 Victoria St,
Fairfield
QLD 4103

T – (07) 3846 5163
M – 0401 031 053
E – jon@99consulting.com.au
W – www.99consulting.com.au

ABN 38 658 867 064

For further enquiries contact Jon Eastgate on the numbers above

1.0 Introduction and Purpose

Redland City Council has hired 99 Consulting, John Gaskell Planning Consultants and SGS Economics and Planning to develop a housing strategy for the Redlands. The purpose of this report is to identify the overall strengths and weaknesses of Council's non-planning scheme housing policies, and to evaluate how these policies may influence housing issues in the Redlands. This report should be read in conjunction with the Planning Scheme Review. In summary, this report:

- reiterates the strategic objectives of the housing strategy, which are used as a framework to analyse non-planning scheme activities
- summarises formal strategic documents in Council
- outlines Council's regulatory roles relating to housing, in accordance with relevant local laws
- discusses Council's involvement with community development activities
- suggests a range of other policy areas, which have the potential to contribute towards the overall effectiveness of the housing strategy.

The report concludes by briefly highlighting how this evaluation will be used in the next stages of the project.

2.1 Strategy Objectives

In the first phase of this project, the team worked to define a draft set of objectives for a Redlands Housing Strategy. These objectives are as follows:

1. *Sufficient housing* to meet the expected future growth of the Redland City population.

2. Housing that is *diverse in form*, meeting the needs of households of different sizes, different ages, different levels of ability and different cultural backgrounds, and is adaptable over time.

3. Housing that is *affordable* for people on various levels of income, particularly including those on very low incomes and workers in low-paid occupations.

4. Housing that is *well-located* in relation to employment, facilities, services and transport networks.

5. Housing that is *well designed*, including being built for ecological sustainability, optimising safety and creating an attractive physical environment.

These objectives are used as a framework for analysis in the sections which follow.

3.0 Formal Strategy Documents

Council has not previously developed an overall housing strategy, and its activities outside the planning scheme are driven by a variety of policies and established practices. Amongst these, we have identified a small number of more or less formalized policy and strategy documents which serve as guidance for Council in some areas of its work. These are summarized in Table 1 below.

Table 1 – Council Strategy Documents

Document	Summary	Relevance to Objectives
Redland Shire Council Aged Persons Housing Strategy 2004	This is a comprehensive document outlining a Council strategy for housing for older people, covering the following key issues. • Issue 1: Housing Choice And Affordability • Issue 2: Housing Location And Design • Issue 3: Integration With The Wider Community • Issue 4: Education And Advocacy • Issue 5: Access To Services • Issue 6: Environmental Impacts Each issue has a detailed set of actions associated with it, with the main responsibility for these actions resting between Community and Social Planning and Land Use Planning. Feedback from Council officers indicates that that strategy is not currently in use and is likely to be out of date, and that there is no record of which actions were implemented or what the results were. However, Council staff report it has influenced various areas of Council policy and practice and that some of its actions are now incorporated into Council's routine operations. For example, there is now regular liaison between Council and aged care networks in the Redland, and a number of its recommendations about siting and design of older persons' housing have become part of the regular practice of the Land Use Planning Group.	This strategy addresses the issue of housing for older people, which has been raised a number of times in the current project. In terms of the draft objectives, various actions address • the quantity of housing for older people (related to Objective 1) • the availability of choice (Objective 2) • the affordability of housing for older people (objective 3) • the quality of the housing including its design and location (Objectives 4 and 5). In developing a new housing strategy for the Redlands, it may be possible to pick up on many of the actions here and update them or incorporate them into an overall housing strategy.

Document	Summary	Relevance to Objectives
Redland Social Infrastructure Strategy 2009	This is an endorsed Council strategy which provides part of the justification for the development of a detailed Council housing strategy. The Strategy includes the following actions and background: • Its proposed citywide projects include the development of a *Housing Choice Action Plan* – "undertake a city-wide housing analysis, and identify and pursue opportunities to build in affordable housing in new developments, and to support the development of local responses to homelessness." • In Capalaba/Alexandra Hills the strategy flags "**Affordable housing** achieved through infill development at transport nodes and in centres." • The background to the strategy points to capacity constraints around the supply of crisis housing and levels of housing stress • Approaches to addressing social issues include "Supporting the service system in new ways…The focus is on the critical areas of respite, youth and emergency housing."	This strategy does not specifically address the housing objectives but provides an overall framework and justification for the development of a Housing Strategy, and some pointers on the specific issues around affordable housing.

Document	Summary	Relevance to Objectives
Quandamooka Aboriginal Community Profile and Action Plan 2007	This is a document developed by the Quandamooka Forum with Council input and involvement as well as involvement by other stakeholders, and is not a formal Council strategy. However, Council's relationship with the Quandamooka people as traditional owners means that it is respected as an input into Council strategy. It covers a wide range of issues, including housing. Its priority housing action is as follows: • Negotiate handover of North Stradbroke Island State owned Aboriginal and Torres Strait Islander houses to the Aboriginal community, and the removal of government held caveats over community owned housing stock. There is a detailed set of housing actions which include: • a Quandamooka Residential Development Plan to guide housing development, with some key goals outlined • strategies to address land and housing ownership issues • strategies for various sorts of housing, including commercial development and affordable housing • the designation of Aboriginal living areas • community involvement in decisions about housing. These actions refer primarily to North Stradbroke Island. At this point while the actions are quite detailed, responsibility for them has not been assigned. However, the development of a Quandamooka Residential Development Plan would be a clear responsibility of Council. Other key actions around the ownership of social housing on the Island, and the development of affordable housing, are more likely to be the responsibilities of State or Commonwealth governments. There have also been significant developments on native title and environmental protection since the publication of this action plan which may necessitate revision.	Overall, the issues of affordability (Objective 3) and diversity (Objective 2) have been identified as being of particular concern to Aboriginal and Torres Strait Islander people but the recommendations here also cover the overall supply of housing (Objective 1) and to a lesser extent the other objectives.

Document	Summary	Relevance to Objectives
Homelessness: A Discussion Paper Draft from Redland City Council, 2010	Provides a summary of research into homelessness in Redland City and it recommends that Council take an advocacy role in the following areas: • crisis/early intervention accommodation services • islands focussed responses • medium-term youth accommodation • more public or low cost housing. This paper is to be revised and used to support advocacy by Council and local homelessness agencies for more resources for a response to homelessness including more crisis housing. The information in it, and its general intent, are also reflected in the Housing Needs Analysis which is being completed as part of the present project.	This paper and the related advocacy strategy relates primarily to Objective 3.

4.0 Regulatory Roles

Council regulates and monitors public health and safety standards in a wide variety of areas including animal management, food safety, noise and pest control. Amongst these local laws are four which directly relate to housing. These are summarised in Table 2.

Table 2 – Local Laws

Local Law	Summary	Relevance to Objectives
LL12 – Rental Accommodation with Shared Facilities.	This local law requires operators of rental accommodation such as flats and boarding houses to meet certain minimum health, safety and amenity standards. A number of housing types are excluded from this local law such as strata titled units, housing covered by the State Government Residential Services legislation, and hotels/motels. This leaves only a very small number of property types covered by the local law (approximately 10 – 15) such as backpackers lodges, boarding houses, holiday flats (where there is no body corporate) and bed and breakfasts.	These local laws primarily relate to Objective 5, focusing on the housing meeting minimum health and safety standards. Much of the housing covered by these local laws is at the most affordable end of the spectrum, including older and generally lower rental flats and caravan parks. LL7, 12 and 17 also

Local Law	Summary	Relevance to Objectives
LL17 – Caravan Parks. LL07 – Camping Grounds.	The Caravan Parks local law requires operators of caravan parks, and caravan park residents to comply with various conditions about health and safety, site layout, management and structural standards for dwellings. The Camping Grounds local law is very similar to the Caravan Park law, but covers those sites which are purely designed for camping and have minimal infrastructure. These local laws regulate two Council-owned camping grounds and seven caravan parks, five of which are owned by Council. Five of the caravan parks and both camping grounds are on North Stradbroke Island.	relate to objective 2, by providing alternative accommodation for various age groups, with various levels of physical ability.
LL10 – Temporary Dwellings.	This local law regulates the use of temporary dwellings on sites on which a permanent dwelling is being constructed, providing for minimum structural and health standards as well as provisions to limit the period in which a temporary dwelling is occupied. This law was primarily designed to: • remove caravans or unsafe structures from sites in the Redlands, • restrict their use to situations where the construction of a permanent dwelling is shown to be underway • ensure they meet minimum health and safety standards.	

5.0 Community Development Activities

Council's Community and Social Planning and Community Development teams have been established to address various social issues in the Redlands and to support the work of local community organisations. These teams do not have a specific housing mandate at this point, but undertake a number of activities which have the potential to influence housing outcomes. These activities are summarised in Table 3.

Table 3 – Social Planning and Community Development Activities

Activity	Summary	Relevance to Objectives
Home Assist Secure	Council is the provider of the Home Assist Secure service in the Redlands. This service, funded by the Queensland Department of Communities, provides assistance for older people and people with disabilities, assisting and advising them on home modifications to make their home more physically suitable for their level of disability and to make it safer and more secure. The service is available to both renters and home owners and is aimed at delaying or preventing the need for institutional care and improving the quality of life of older people and people with disabilities.	This service primarily addresses Objective 2, ensuring that people's housing is able to be adapted to meet changes in their life circumstances over time. For more information on adaptable housing, refer to the Redland Housing Needs Assessment.
Research and Advocacy	Council's Community and Social Planning (C&SP) team conducts research into various issues and these are used by Council as the basis for advocacy. The paper on homelessness mentioned in Section 3.0 is one such example. Council's C&SP has also developing a similar paper on domestic and family violence which, while not directly related to housing, is one of the key risk factors for homelessness.	This activity mainly focuses on Objective 3 around affordability, especially picking up on issues at the most disadvantaged end of the housing market.
Network Development and Capacity Building	Council's Community Development staff support and participate in a number of local service networks, including networks of agencies serving older people, people with disabilities, young people and a general interagency group. Council staff also participate in the Bayside Housing Network which brings together providers of social housing and homelessness services. While many of these networks are not specifically about housing, housing issues often form part of their agenda. Council is focused on building the sustainability of these networks which have potential to play key roles in the social development of the Redlands.	Networks primarily focus on issues around Objective 3 (affordability) and Objective 2 (diversity, particularly for the older peoples' and disability networks). These networks also contribute indirectly to the achievement of Objective 1 (overall supply) in that their activity is likely to result in increase in the total amount of housing in the Redlands.
Social Infrastructure Planning and Delivery	Council's social infrastructure planning (as evidenced by the Social Infrastructure Plan referenced in Section 3.0) and the delivery of key infrastructure items plays an important complementary role with housing and residential planning.	This work primarily contributes to Objective 4 (well located) by ensuring access to infrastructure in key locations.

6.0 Other Issues

There are two other policy areas which have the potential to influence aspects of housing policy, or to support Council's goals around housing. These are listed in Table 4.

Table 4 - Other Relevant Activities

Policy Area	Summary	Relevance to Objectives
Rates rebates or exemptions.	The Local Government Act empowers Council to exempt organisations from general rates on the basis that the premises are used for religious, educational or charitable purposes. Council does not have a formal policy around these exemptions but grants exemption on a case by case basis. The test currently applied for the "charitable" category is very strict, essentially requiring services to be provided without charge.	No social housing or homelessness services currently appear on the list of exempt organisations the "charitable purposes" provision but this would provide a potential source of support for these organisations, promoting their contribution to Objective 3 (affordability).
Intergovernmental relations.	Council has more or less formal relationships with other local governments (through the SEQ Council of Mayors and the Local Government Association of Queensland) and also with State and Commonwealth Governments on a more ad hoc basis. These relationships can be used to advocate for both, changes in government policy and for changes in resource allocation at the local level.	These relationships can be used strategically to advocate for changes to State and Commonwealth policies that inhibit achievement of Council's housing priorities, or to advocate for resource allocation to help meet these priorities.
Caravan Park and Camping Ground Ownership	Council currently directly manages five caravan parks and two foreshore camping grounds, which between them have over 1,000 caravan and camping sites. These parks are on Crown land leased to Council, and Council is in the process of sub-leasing them to an Aboriginal organisation based on North Stradbroke Island. Almost all the sites are used for temporary holiday accommodation. While there are still about a dozen permanent residents in these parks and these are permitted to stay, no new permanent tenancies will be permitted as these are contrary to the conditions of the State Government leases over these facilities.	These facilities provide a large proportion of the holiday and tourist accommodation in the Redland, contributing to Objective 2 (diverse housing). They have also historically contributed to Objective 3 (affordability). However, the long term viability of camping grounds and caravan parks is being put under increased pressure for more intensive forms of housing due to population growth and the City's expanding urban areas.

Policy Area	Summary	Relevance to Objectives
Council Land and Property Holdings	Council currently owns a number of strategic land holdings and individual properties which have been acquired for various operational purposes. As operational needs change, one option would be for Council to use this land to partner with the State Government and/or local social housing providers for the provision of affordable housing.	This option would contribute to Objective 3 (affordability).
Council Grants and Sponsorships	Council operates a program of small grants, sponsorships and donations to community organisations. While housing is not specifically mentioned as one of its priorities, there is a general objective for "strong and connected communities" under the Redlands 2030 Community Plan. Of most relevance to the housing issues are the Project Support Grants. In 2010-11, $200,000 was available for project Support Grants with a maximum of $10,000 allowed per grant. The grants could potentially be used for activities such as research into local needs, development of collaborative arrangements, or short-term responses to identified local issues. Projects considered to be within the jurisdiction of the State or Commonwealth governments will generally not be funded by Council.	It would be possible to use this program strategically to promote Council's housing priorities, particularly in relation to Objective 3 (affordability).

7.1 Conclusion and Assessment

Council does not currently have an overriding housing policy and strategy. As such, there is an opportunity to establish a clear framework for the community for Council's housing-related activities and goals. There is also an opportunity to potentially improve inter-departmental coordination of housing-related matters. Currently there is a considerable amount of Council activity on housing including:

- regulation of some forms of housing (caravan parks, flat buildings, temporary dwellings)
- facilitation of community activity, including activity around housing issues
- development of specific plans and policies for parts of the community including Aboriginal and Torres Strait Islander people and older people
- advocacy for State and Commonwealth resource allocation
- direct provision of caravan and camping accommodation and facilities.

A coordinated strategy will help focus these activities on a set of common goals and hence clarify Council's purpose for carrying out these activities. In the absence of such a strategy, it is difficult to make a clear assessment of Council's effectiveness in achieving its various housing objectives. The objectives themselves are not always clear, and the effectiveness of Council's actions is not always measured. Hence, the following assessment is necessarily tentative and preliminary.

Overall, Council's non-planning involvement in housing is on a small scale and is likely to have a marginal impact on the issues it attempts to address. The two exceptions to this (discussed more fully below) are the Home Assist Secure Service, which has a key role in improving the appropriateness of housing; and the Local Laws on residential accommodation and caravan parks, which have a significant impact on the health and safety of a small but important subset of the housing market.

The following is a brief assessment of Council's current non-planning contribution to each of the proposed objectives of a housing strategy.

1. ***Sufficient housing*** **to meet the expected future growth of the Redland City population.**

Council primarily contributes towards this goal by preparing and implementing planning policies reflected in the planning scheme, which is administered by Council's Land Use Planning Group. In terms of non-planning scheme housing activities, however, Council's contribution to the overall supply of housing is currently minimal. Council liases with social housing and retirement living networks to identify opportunities for particular housing types, but it is ultimately developers and not-for-profit affordable housing providers that deliver housing to the community. Given it is not Council's role or responsibility to directly supply housing to the community, Council should consider other initiatives to increase the overall supply of affordable housing options in the Redland.

One approach would be to adopt the UK model of establishing a market of regulated not-for-profit affordable housing providers. Logan City Council are currently working with the State Government to establish the Logan Housing Company, which would add competition to the existing market of not-for-profit housing companies comprising the Gold Coast Housing Company, the Brisbane Housing Company and Mangrove Housing to name a few. Redland City Council could consider a similar approach to Logan to expand on the existing market of not-for-profit affordable housing providers. Further exploration of this idea should be undertaken during the final stage of the project.

2. **Housing that is *diverse in form*, meeting the needs of households of different sizes, different ages, different levels of ability and different cultural backgrounds, and is adaptable over time.**

Council plays three non-planning roles which have a key impact on the diversity of housing.

- Through its local laws relating to residential accommodation and caravan and camping grounds, it establishes basic health and safety standards for these forms of accommodation. While the development of Commonwealth and State legislation has progressively narrowed the range of housing for which Council is responsible, its remaining responsibilities are for some of the most marginal housing in the community, often home to highly vulnerable households. Council's role is thus crucial in ensuring this housing meets basic minimum community standards.
- Council's delivery of the Home Assist Secure service is a key part of ensuring older people and people with disabilities can stay in their homes as their physical abilities decline. This is a key element of ensuring the housing remains adaptable over time.
- Council's networking role has some influence on the development of diverse forms of housing, in particular housing and care facilities for older people.
- This role is backed up by the formal policy directions set our in the *Aged Persons Housing Strategy;* Council's only formal strategy aimed at increasing housing diversity (with the exception of the planning scheme). However, while older people's housing providers were complementary about the staff members they deal with regularly, they expressed mixed feelings about Council's overall success in encouraging the provision of older peoples' housing, and discussions with Council staff revealed a general lack of awareness of the details of the *Aged Persons Housing Strategy* and absence of an overall commitment to its implementation.
- Council's involvement with the Quandamooka Forum is also a beginning point in meeting the specific housing needs of Aboriginal and Torres Strait Islander people. It is noted that the housing elements of the *Quandamooka Plan* appear to be still in the planning stage with very limited progress so far. It is also noted that this plan focuses on North Stradbroke Island, and that Council does not have comparable relationships with Aboriginal organisations on the mainland.

3. **Housing that is *affordable* for people on various levels of income, particularly including those on very low incomes and workers in low-paid occupations.**

Council's non-planning activity is generally on a small scale and at present is unlikely to have any significant effect on overall housing affordability in the Redland – unlike its planning decisions which can have a major effect on overall affordability. Most of Council's strategies are focused on specific niches of affordable housing.

- Council's *Homelessness Discussion Paper* and the lobbying efforts intended to accompany it are intended to address the specific need for housing and support for homeless people. It is too early in the process to assess the effectiveness of this strategy.

- Council's involvement in housing and homelessness networks is aimed at improving the provision of housing and the effectiveness of the social housing system locally. Council's involvement in these networks is a small part of their overall work and it is difficult to separate out Council's contribution. However, a Council presence can be the beginning point for a more active role in supporting local housing providers should Council decide this is a priority in coming years.
- Council's local laws on residential accommodation, and caravan and camping grounds affect forms of housing that are generally considered more "affordable" than mainstream forms of housing. Whilst no formal analysis has been done into the effects of these local laws on affordability, any impacts are likely to be minimal. This is because the main purpose of these local laws is to regulate health and safety standards, not the affordability of certain accommodation types. Accommodation that does not meet minimum health and safety standards would generally be regarded as uninhabitable. Therefore, it would not be appropriate to reduce these standards to minimise operational or building costs. Moreover, licence fees are relatively modest and are likely to have a limited impact on the overall cost of these operations.

4. **Housing that is *well-located* in relation to employment, facilities, services and transport networks.**

Council's non-planning activities in themselves are not particularly focused on this objective, which is mainly planning related. The *Aged Persons Housing Strategy* and the *Quandamooka Plan*, summarised in Section 3, both have recommendations that are relevant to housing location. However, these would need to be progressed through the planning scheme rather than through non-planning mechanisms.

5. **Housing that is *well designed*, including being built for ecological sustainability, optimising safety and creating an attractive physical environment.**

Council does not currently have any non-planning strategies directed at achieving this objective, with the exception of Council's local laws on residential accommodation, and caravan and camping grounds, which regulate health and safety standards.

REDLANDS HOUSING STRATEGY

STAGE 1 CONSULTATION SUMMARY

Draft 20 December 2010

9 Victoria St,
Fairfield
QLD 4103

T – (07) 3846 5163
M – 0401 031 053
E – jon@99consulting.com.au
W – www.99consulting.com.au

ABN 38 658 867 064

For further enquiries contact Jon Eastgate on the numbers above

1.0 Consultation Summary

This section provides a brief summary of some of the common themes to arise in the various strands of stakeholder consultation for the Redland Housing Strategy.

Section 2 below provides detailed notes of stakeholder consultations for this project includes the following:

- attendance at regular meetings of
    - the Quandamooka Forum, the key coordinating body for Aboriginal organisations in the bay and Islands
    - the Redland Aged Care Providers Network, the key network of providers of residential care and retirement living in Redland
    - the Bayside Housing Network, a network of providers of social housing and homelessness support services in the bayside area
- interviews with seven property developers who are active in Redland City, taken from a list provided by Redland City Council staff.

Some common themes are commented on below.

The difficulty of achieving higher densities in Redlands
Developers consulted in this process expressed the view that in Redlands it is difficult to make medium density housing viable outside certain key central locations (eg Cleveland and Capalaba) and that this is not so much a matter of planning regulations as of the economics of development and the type of demand in the market. Members of the Bayside Housing Network reflected on the type of opposition medium density social housing developments have attracted recently.

The challenge of land supply
Some of the developers consulted, and the participants in the Quandamooka Forum, commented on the challenge of ensuring there is enough land to build the housing that will be needed over the next 20 years. The Forum commented particularly on the situation on North Stradbroke island where there is very little developable land but the likelihood of an influx of people following successful Native Title negotiations. Developers commented on a lack of serviced land generally.

A perception of inflexibility and lack of timeliness in Council's development assessment process
Most of the developers consulted and the participants in the Aged Care Providers Network expressed a strong view that Council takes too long to process development applications and is not sufficiently flexible in the application of planning policy.

Balance between environmental and housing needs
There was a strong perception amongst developers, aged care providers and to some extent also social housing providers that at present environmental preservation is over-emphasised at the expense of housing development.

Aged Care Facilities
Aged Care providers expressed a strong view that aged care and retirement housing need to be identified specifically as categories in the planning scheme. Their view is that if this is not done they are treated as if they are "standard" housing developments and this results in inappropriate assessments of items like car-parking and infrastructure needs.

Island Issues
The Quandamooka Forum focused on the specific situation on the Islands (especially North Stradbroke). They commented on a likely increase in demand for housing as a result of Native Title decisions, and on the difficulty of achieving this within current planning and infrastructure arrangements.

Housing Affordability
Social housing providers noted that there has recently been a rapid expansion of social housing in the Redlands and when this all comes into operation it should result in easing some of the pressure on the social housing system. However, long-term plans are unclear. Developers mainly commented on the difficulty of achieving affordability given land and development costs and spoke of the need for incentives to improve affordability.

Link between housing and economic development
A number of comments linked housing and economic development in various ways, including:

- the aged care and retirement living industries' role as major employers in the Redlands
- housing development as an employment and economic development opportunity for Aboriginal and Torres Strait islander people
- the need to ensure that local employment opportunities grow along with housing.

2.0 Detailed consultation notes

2.1 Quandamooka Forum – 24 November 2010

This group involves the key Aboriginal agencies in the Bayside area, and is strongly focused on the Native Title process for the Bay and Islands. Most feedback from this group centred on the Islands and especially North Stradbroke.

- Members wanted feedback on how much growth is anticipated for the Islands (feedback provided subsequently)
- They noted that the outcomes of the housing strategy need to align with Native Title and Indigenous Land Use Agreement negotiation outcomes – it is likely that positive Native Title outcomes will lead to more people wanting to return to the Islands and plans need to take account of this
- They also noted that North Stradbroke is not part of the urban footprint under the SEQ Regional Plan
- A strategy should address the needs of people who are camping out on Stradbroke at the moment
- Community housing supply needs to be considered as a crucial part of self-determination
- They also see housing development as an economic and employment opportunity for Aboriginal and Islander people
- They were concerned that environmental and infrastructure issues need to be dealt with positively – water supply, protection of native forests, etc.

2.2 Redland Aged Care Providers Network – 7 December 2010

This network involves the key providers of residential aged care and retirement living facilities in the Redlands, and includes both large and small providers. Most of their comments focused around the treatment of aged care facilities in the planning and development assessment system.

- They see a need to treat retirement living and aged care facilities as separate categories in the planning scheme, not as "units" or a generalised residential. The absence of this in the current scheme leads to perverse outcomes such as proposed aged care facilities having each bed treated as a "unit' with average occupancy of 2.2 persons for assessment of infrastructure items.
- They see retirement as a big driver of the Redlands economy "Redland's biggest industry" – those present at the meeting between them employ around 700 people between them, and attendance at this meeting was low (about half what they get some months).
- They were very critical of development assessment processes and timeframes – they feel time frames are too long and assessment

overly pedantic. Some other issues raised about development assessment
    - Indecisiveness – they see Council as reluctant to make decisions, constantly coming back for more information
    - There is inconsistency in feedback from different Council officers
    - This is exacerbated by staff turnover
    - There appears to be little understanding of aged care in the planning part of Council – people don't know what they're assessing – this leads to some strange infrastructure requests around things like car-parking and bikeway provision.
- They also expressed a view that environmental concerns seem to have undue priority over other issues.
- They spoke positively of the response they get from the Mayor and also the day-to-day support from officers in Council – find dealing with planning part of Council a lot harder.
- Most plan on a maximum 30-year life for an aged care development
    - It's hard to plan longer than this because frequent changes in government regulation make facilities non-compliant over the longer term and they need to turn over
    - They try as far as possible to future-proof buildings, making them as adaptable as possible
    - In practice services are moving towards a "continuum of care" model with services of different sorts co-located and people moving between them as they age. This is currently quite complex because the different forms of care have different funding streams, but current Commonwealth moves may shift this in the direction of "consumer-directed care" (this will present new challenges to facilities)
    - Aged care facilities are very heavily regulated – someone has estimated there are around 400 pieces of legislation they have to comply with.
- They understand that their sector needs to double its capacity in Redland over the next 20-30 years – this is a huge development challenge.

2.3 Bayside Housing Network – 7 December 2010

This network is convened by the Queensland Department of Communities (Housing and Homelessness Services) and involves the key social housing providers and providers of crisis housing and support for homeless people in the Bayside area.

- Mangrove Housing is in rapid expansion mode and will end up with about 500 dwellings in the Bayside area over the next year or two. This is a huge challenge both to get the development done (being managed by DOC) and to set up the management and get properties tenanted.

- This is expected to flow through the system, providing greater flexibility and ability to respond to high levels of housing need and homelessness.
- They have experienced a number of issues around neighbourhood resistance to multi-unit social housing developments. It's hard to separate out what is objection to social housing and what is objection to medium density. They have found that neighbourhood consultation and communication is important to overcome people's lack of knowledge.
- Participants were concerned about public transport issues especially in the Redland Bay, Mt Cotton area and South Redlands generally, which is where much of the growth is taking place. Public transport provision in this end of town is very poor and this limits both densities and the ability of people on low incomes to have good quality of life.
- They also discussed the lack of supply of support services (eg homelessness support, other key social supports). In their experience the Redlands area is not a government priority because it doesn't have high statistics on disadvantage, so despite population growth it is hard to get funding bodies to pay attention.
- Some participants expressed a desire to see rural areas preserved.

2.4 RESULTS OF DEVELOPER CONSULTATION

DEVELOPER CONSULTATION FINDINGS **1. What is your role in housing in the Redlands? In particular**	
What specific market (or sub-market i.e. first home buyers, investors, second home buyers, families with children) do you as a developer target and why?	
Response A	- not residential any longer
Response B	- housing developer focusing on house and land targeting owner occupiers and investors, first home buyers and trade up buyers. Our core age groups are 25 to 54 years, families both with and without
Response C	- families with children - stability, security and commitment
Response D	- architect & developer - multi unit dwelling projects (i.e. recent job includes 40 unit project) - affordable housing projects – approved under Government Stimulus affordable housing - retiring, well off couple (people who want a smaller, more manageable base)
Response E	- My main target is investors from 35 to 50 yrs and owner occupiers over 55 as these people are attracted to this style of living.
Response F	- targets first home buyers, investors, second home buyers, semi-retired, etc. - Primarily aim to produce dwellings that are under $500,000 that meets a buyers needs. - Target this price bracket as this is where c. 90% of the market can afford
Response G	- residential housing
Key Findings	*Core target markets include:* • *Owner-occupiers of working age or retirement age* • *Investors of working age* • *First and second-home/trade-up buyers* • *Families with or without children* *Reasons for selecting target market:* • *Families with children are reliable and committed buyers* • *Older couples and retirees are attracted to the product/lifestyle*
What type of residential development do you prefer to construct in the Redlands and why?	
Response A	- commercial, retail (was house builder, not anymore)
Response B	- Housing, both detached and attached, with lot sizes ranging from 175m^2 to 600m^2, and 2 bedroom and 3 bedroom town houses. -This is to facilitate the growing needs of the Redlands community and provide affordable options to all sectors of the market
Response C	- land – it's what we're better able to deliver cost effectively
Response D	- responds to only thing that is viable
Response E	- Mainly 5 – 7 storey apartment blocks
Response F	- House and Land, Small Lot House and Land, Townhomes, Villas

DEVELOPER CONSULTATION FINDINGS	
	- all product to be no greater than 2 storeys - this is the product that has demand and can be built reasonably cost effectively, opposed to multi-level apartments that cost significantly more on a rate per square meter
Response G	- medium density, units or detached housing - affordable housing
Key Findings	*Preferred types of residential development varied and included:* • *Detached housing, townhouses etc* • *Units* • *Multi-unit apartment buildings* • *Land* *Reasons for preferences include:* • *Detached housing and townhouses offers an affordable option for Redlands residents* • *one respondent specialises in Multi-unit apartment buildings, whereas another cites the high cost as a barrier* • *Land sales provides a cost effective option for developer*
2. What are some of the key housing needs and issues in the Redlands, particularly in relation to housing affordability and affordable living?	
Response A	- Redlands suffers from knowing its identity (was farming, now housing) - haven't evolved as an employment base –therefore not bulk numbers - needs a lot more use and younger demographic - lack the types of amenity required for the densities needed - become retirement village hub
Response B	- The key need going forward is to be able to produce attached and detached housing on 22 to 25 dwellings per hectare, under both self assessable and code assessable criteria. Nothing will change until this can be achieved as the risks of costs and time associated with impact assessable applications within this City is too high. - The current planning scheme can't facilitate affordable housing options on an allotment smaller than 400M^2. - The next available product for purchasers in this sector is a Town House, yet there are numerous options of freehold housing types that have been successfully developed in numerous areas in South East QLD.
Response C	- Not enough land available - too long in the approval process - inconsistent messages over the past 15 years coming out of RCC
Response D	- housing is poorly addressed - units with $600k + market, none of these have gone ahead (i.e. GFC) - opposed to sprawl in Redlands housing - needs to be focus on established centres
Response E	- The Council contributions for headworks and the like are extremely high. - The ever increasing delay on approvals increases my risks and cost, therefore my sale prices have to reflect these added costs.
Response F	- The most significant issue that drives up costs and has the most impact on housing affordability is the extended planning timeframes required in order to achieve DA and OPW approvals. The holding costs associated with rates, land tax, interest, etc that are incurred during the period in which a developer is attempting to achieve an approval is ultimately required to be passed on to the consumer.

DEVELOPER CONSULTATION FINDINGS	
	- Redlands has one of the most limited availabilities of development sites for homes or townhomes, etc in South-East Queensland. There is so few potential development sites that it pushes costs up as supply is so limited. Also the fractured nature of current land parcels with existing improvements in many cases means that the highest and best use is keeping the existing home (say house on 2-5 acres) opposed to developing as that is the highest and best use. There is a strong need for moderately priced new homes or townhomes, although there are limited sites designated and the sites that are identified, e.g. South-East Thornlands have taken several years to gain approvals and yet still seems several years away because of the unknown status on infrastructure and it's costs. Because of the limited development sites and the high costs in dealing with the current council (whom most industry participants and consultants would consider have an anti-development approach) and the uncertainties, it is very difficult to deliver to the market moderately priced 3 bedroom plus dwellings.
Response G	- enormous cost of Council and government forcing prices up - road infrastructure levy ($12,500+/unit)
Key Findings	*Key housing issues include:* • *High costs associated with impact assessment/ approval timeframes* • *Delays in approval times* • *Limited land availability* • *Lack of affordable housing* • *Lack of affordable family homes of 2-3 bedrooms* • *Perceived attitude of Council as being obstructive of development process* • *Poor availability of amenities and employment to attract growth*
3. What are the major barriers for Redlands, as a small local government in South East Queensland, to make significant improvements towards meeting these needs in the future? Barriers could be political, regulatory/statutory, social, environmental, financial/economic and/or geographical/locational specific barriers	
Response A	- politics run planning (planning should be separate from politics) - hard to get an affordable product - would like to see better stability in employment base - democratic process ruins planning - infrastructure contributions - Council has overdone the overlays, over regulation - lack of ability to interpret the planning scheme (performance based)
Response B	- The Planning scheme is no longer Strategic and does not allow for flexibility. Therefore regulatory/statutory definitely prevent this City from achieving its potential. - Environmentally, we have swung too far to the left or green side and therefore we need to find a balance that recognizes the need to provide affordable housing choices and greater "real "employment opportunities. - A majority of Redland buyers buy/require a house and land to raise their children. The Planning scheme is weighted to far towards higher density to achieve its population growth targets, and has failed to align with why people choose the Redlands. - Politically, the Redlands needs a stronger balance of views. We are too far weighted towards environmental biodiversity views and not weighted enough towards economic and social. - Redlands is well located close to the City and the Bay. This is our strength. Our strong environmental and to some degree our anti – development views have left us on the back foot to obtain a greater slice of the infrastructure dollar we deserve to have. This is our weakness, but could be our strength if managed differently
Response C	- political, regulatory/statutory, social, environmental, financial/economic and/or geographical/locational specific barriers are all major problems in their own way

DEVELOPER CONSULTATION FINDINGS	
	- there is no desire in this authority to being on affordable homes. Nor should there be whilst land is at such a high price
Response D	- Council is the biggest impediment to getting anything approved
Response E	- The Councillors and staff do not have the Town planning skills to implement good results. Their attempt to survey the public does not translate into true consultancy. Often they simply ignore comments made at these meetings and simply continue in the same manner they originally intended to. - Many Councillors belong (and were supported at the local election by these groups) to various environmental organisations, therefore their input to town planning is far from being impartial. Redland City Council has of late huge turnover of building and town planning staff. This has lead to poor outcomes
Response F	- The political barriers would be considered one of the major hurdles currently. As mentioned above most consultants and other industry participants we deal with advise that Redlands is an 'anti-growth' council based on the difficulties that developers have attempting to deliver housing to the area. This political agenda seems to flow down into a number of council staff that are taking a similar approach to the elected officials and are not being pro-active to encourage development or help to create cost effective solutions that are financially viable.
Response G	- not pro active 'talk the talk' - rationale and pragmatic answers are non existent - timing is an issue, too long for DA approval - harder to get finance approval from bank institutions - Take out fees and charges which are not required - Federal Gov – remove GST from first home buyers - interference from political parties - can't have CBD masterplan with anti-development Councillors - good example = Ipswich Council - infrastructure charges don't stack up
Key Findings	*Major barriers to development include:* • *Over regulation of planning process* • *Environmental sustainability perceived as over-emphasised by planning process* • *Poor consultation and feedback methods from Council staff* • *Perceived 'anti-development' stance of Council* • *Lack of emphasis on affordable housing development* • *Excessive fees and charges* • *Emphasis on raising housing density rather than meeting demand for detached housing with land*
4. What current aspects of Council's Planning Scheme and local planning instruments should be kept in place to ensure it can achieve its housing objectives?	
Response A	- None
Response B	- What is Councils housing objective? - It has a dwelling objective which includes far too high a component of higher density apartments than will be practically delivered in the real world. - Its planning scheme needs to free up the ability for smaller lot housing development applications to be Code assessable and not Impact Assessable. - It needs Strategic Statements to ensure we are not bogged down with discussions on applications that may not achieve the regulation

DEVELOPER CONSULTATION FINDINGS	
	but do achieve the Strategic Intent. - Development assessment must not be adversarial, and must be commercially timely. We have a lot further to go yet.
Response C	- none, everything regarding planning should be done on a State level – RCC should be code assessment only
Response D	
Response E	
Response F	
Response G	
Key Findings	*All three respondents were negative about the ability of the current planning scheme to address housing in Redlands:* • *Two of the three respondents stated that 'none' of the plan should be retained* *According to the only respondent who gave details, the planning scheme needs to:* • *Be less prescriptive/more commercial in approach, for e.g. by using broad "Strategic Statements" to guide decision-making* • *Use Code Assessment for small lot housing applications.* • *Decrease the component of higher density apartments required under the scheme*
5. What changes to the Planning Scheme would help to better meet the identified needs and achieve the suggested objectives?	
Response A	- overdone the overlays - got to be sustainable, not just nature
Response B	- The need for a revision of the housing codes is well overdue as many of the acceptable or probable solutions can never be achieved. - The need for a Small Lot Housing Code in a New Estate is absolutely essential as the current one is focused on urban renewal. - The planning criteria for a new subdivision and urban renewal are very different and therefore need different solutions. - The need to have more self assessable codes is essential to facilitate the progress of delivering housing to the market in a time efficient manner. This will also result in the RCC planning staff having more time to devote to major projects that are more complex and therefore require further scrutiny.
Response C	- timeframes on responses for information should be changed
Response D	- modifications to accommodation and affordable housing - parking requirements are all based on 'middle class', well to do families - nothing to address lesser demand for parking in affordable housing situations
Response E	- Definite time frames without the ability to delay approvals. Councillors (involved in environmental organization should not vote on areas where they have a conflict of interest i.e. clearing of land etc.)
Response F	- The current planning scheme is not support of small lot housing. There is a need for the planning scheme to support small lots, eg. 200m2 to 450m2 freehold title lots such as what is occurring with the ULDA. An example is that lots below a certain size (I think 450m2) currently require a new development application for each lot to build an individual home on them, which costs money and takes time. This is obstructive to progress. - Another major issue that consultants have advised is that council is seeking to charge infrastructure charges based on the maximum allowable density in the new planning scheme areas, opposed to the density actually developed. This is a major issue. Currently with infrastructure headworks charges of c $30,000 to $35,000 it is already an impost that takes away affordability. The issue with this agenda is that in areas like South-East Thornlands, some of the land has been designated at circa 50 dwellings per hectare. This density is not financially and economically achievable. The maximum density that we consider is viable in Redlands (outside of sites in downtown

DEVELOPER CONSULTATION FINDINGS	
	Cleveland that have a water aspect) ranges between 25 to 30 dwellings per hectare. Therefore if you are charged by maximum permissible density, the infrastructure charges almost double in some instances to between $60,000 to $70,000 per dwelling. Council's planning scheme has attempted to provide density into certain areas that does not work for. It is not financially feasible to be developing 3 to 4 storey apartment projects in Redlands, outside of sites in Cleveland that have a water and or marina view that a buyer can pay for. - In other areas as an example we can deliver to the market a 135m2 internal townhome (3 bed, 2.5 bath, 2 car garage, plus courtyard and alfresco areas) for between $350,000 to $375,000. Whereas if we have to develop 3 and 4 level apartment buildings, for $350,000 to $375,000 the best we can deliver is a 50m2 apartment (1 bedroom, 1 bath, 1 car). Most people require more than 50m2 and don't want to live in a 'shoe-box' apartment, unless they are living inner city Brisbane, or adjacent to a major Super Regional Shopping Centre like Chermside Westfield. If we were to deliver an apartment that provided the same amenity features as the townhome in terms of size, bedrooms, car parking, etc, we would struggle to be able to sell for less than $650,000 in order to make the project economically feasible and obtain funding approvals. The problem is that not many families can afford $650,000 for a 3 bedroom apartment, nor would they choose to purchase when they can purchase a 4 bedroom home for less, and for an investor the rental return would be dismal, and certainly not be high enough to justify the investment. Therefore they would not be saleable. Therefore going back to the earlier point on Infrastructure Charges, they need to relate to what can be developed, not the maximum density.
Response G	- worth doing a model of each individual development (including all development costs) to work out what's appropriate - pragmatic decisions
Key Findings	*Suggested changes to the planning scheme include:* • *Update housing codes as acceptable/probable solutions are difficult to achieve* • *Introduce Small Lot Codes for new estates as current codes are focussed on urban renewal* • *Support small lot development through the codes* • *Introduce more self-assessable codes to increase efficiency* • *Introduce definite time frames for decision notices and remove council ability to extend timeframes* • *Change timeframes for information responses* • *Infrastructure charges should be calculated for the actual, rather than maximum possible density of a site* • *Densities designated under the planning scheme are unviable for developer or investor* • *Parking requirements are inappropriate as they are based on middle class incomes and do not recognise reduced needs of affordable housing* • *Conflicts of interest amongst Council staff need to be addressed*
6. What views do you have on ways to achieve the following	
Ensuring enough housing can be delivered to meet expected needs	
Response A	
Response B	- Set proactive goals and priorities to have the planning scheme amended in sections that will aid the delivery of the housing product that has been accepted in South East QLD. - Be outcome focused and not processed focused. Communicate to the Redland Residents the need to accommodate wider choice of housing
Response C	
Response D	- Council needs to be pro-development - more effective strategies for higher densities

DEVELOPER CONSULTATION FINDINGS	
	- incentives for more centre based residential development - legislate for infill development where infrastructure can afford it
Response E	- Everybody should have a choice of the type of house they wish to live. - This means a variety of units, townhouses, detached dwellings, small lots, large lots etc.
Response F	- Pushing forward quicker and making a priority the new Greenfield development areas like SE Thornlands and Kinross Road. - Council being pro-active to process applications and flexible to helping gain approvals as the planning schemes create. - Also Council making it a priority to resolve the infrastructure costs and deliver in a time effective and cost conscious manner. Perhaps set up a taskforce to help push through approvals in these new areas to streamline the process.
Response G	- development costs
Key Findings	*Common views include:* • *Council having a proactive approach* • *Working towards incentives* • *Implementing strategies for higher densities* • *Council being open to alternative solutions to Code requirements*
Improving the diversity of housing in Redland City	
Response A	- doesn't agree that going back to established areas is a good idea in these areas (ROL) - key areas to increase densities
Response B	- Take the blinkers off, have a good look at what is being produce in other local authorities. Learn from what has been produced and make calculated decisions that involve the housing industry, not against it
Response C	- we are [already?] a very diverse city
Response D	- make concessions attractive to developers
Response E	
Response F	- As per previous response, also encouraging small lot and townhouse developments
Response G	- multi level limited to CBD
Key Findings	• *Identifying key areas for increased densities and limiting it to these areas* • *Implementing incentives*
Improving housing affordability (but not at the expense of good urban design outcomes)	
Response A	- too many overlays
Response B	- Good Urban design and housing affordability go hand in hand. If the design offers affordability, is accepted by the market, gives the purchaser options that suit their needs, brings all levels of the community together, then it has achieved its job. - Timely approvals are essential
Response C	- can't be done in the Redlands
Response D	
Response E	
Response F	- This is a result of the previous response
Response G	- Concessions re infrastructure contributions (i.e. 50%) - critical issues include parking requirements

DEVELOPER CONSULTATION FINDINGS	
Key Findings	*Common views include:* • *Greater incentives and infrastructure contributions concessions* • *Further review of parking requirements* • *Faster approval turn around*
Ensuring the location and design of housing are as good as they can possibly be.	
Response A	- key areas to increase densities - difficult to turn back on past (i.e. big backyards and large houses)
Response B	- doesn't think many developers would do anything other than this. - The fact is that the research that goes into most developments, by firms like ours, about the market, location, housing options are often ignored by the Councillors or unable to be achieved because of the lack of Strategic Objective written into a Strategic framework to fall back on. - When presenting ideas to Councillors earlier this year, some Councillors, seemed to belittle our views, yet we are the ones in the market. While we appreciate the time they took to listen, some did not show their appreciation or belief in what we presented. We ask ourselves, what is the point? This is not good.
Response C	- Council officers do a great job at this and many other things I wouldn't change anything. But I don't build homes so a house builder would have an opposite view
Response D	
Response E	- The TOD zones (800m within Cleveland's railway station) should be maximized for higher density. At the moment only limited height of building is allowed within the zone. These areas within the TOD zone provide opportunity for people to leave their cars at home and walk or use public transport to access facilities, employment etc. - The maximizing of the TOD zones will put less pressure on the outer areas where infrastructure is limited and would also lessen the impact of clearing of trees as these people could be accommodated in the TOD zone. - As people age and particularly in Cleveland, many more people will be attracted to apartment style of living, therefore good high rise design that provides ample open space but with less restriction on height will help to achieve this goal. The centre of Cleveland needs help to reinvigorate it business community. - Currently many shops are struggling. Good town planning principles would assist here
Response F	- As per previous response
Response G	
Key Findings	*Common response include:* • *Identifying key areas for increased densities (i.e. TOD areas)* • *Less restriction on height (in TOD and other areas suitable for higher density development)* • *Less conflict from political parties*
Additional comments	
Response F	- More Greenfield land is required to be released and the planning time frames significantly reduced such that more supply can be delivered to the market within a short period of time to ease pressure on pricing created by the significant under-supply of new housing available in the Redlands. - In order to new housing to remain affordable a cap on infrastructure charges in required and certainly infrastructure charging needs to be calculated based on actual density achieved not allowable density.

DEVELOPER CONSULTATION FINDINGS	
	- Council need to adjust their forecasting so they are not calculating the potential dwellings that can be developed in an area based on any 3 or 4 storey product in areas outside of Cleveland without water views as this product is not financially or economically feasible. Based on the adjusted forecasts not allowing for densities of over 30 dwellings per hectare in areas south of Cleveland the current potential dwellings buildable within these areas will change, which means the current forecasting is incorrect and the council is not providing land suitable for as many dwellings as it is advising.