

State Planning Policy 1/07 including Guideline

Housing and Residential Development



Queensland Government

Department of Local Government, Planning,
Sport and Recreation
Department of Housing



State Planning Policy 1/07

Housing and Residential Development

Integrated Planning Act 1997

State Planning Policy 1/07

Housing and Residential Development

The Minister for Local Government, Planning and Sport adopted State Planning Policy 1/07 on 17 December 2006.

Making of the State Planning Policy

State Planning Policy 1/07 was made under Schedule 4 of the *Integrated Planning Act 1997*.

Commencement

State Planning Policy 1/07 took effect on 29 January 2007.



PART 1 - INTRODUCTION

1. State Planning Policy and Policy Guideline

- (1) The State Planning Policy 1/07 (the Policy) is a statutory instrument under the *Integrated Planning Act 1997* (IPA).
- (2) The State Planning Policy 1/07 Guideline (the Policy Guideline) provides advice about implementing the Policy and is declared to be extrinsic material under the *Statutory Instruments Act 1992*, s.15.
- (3) Terms used in the Policy have the same meaning as defined in the IPA.
- (4) The Glossary explains particular words used in the Policy.

PART 2 - APPLICATION OF THE POLICY

2. Effect of the Policy

- (1) The Policy has effect when a local government decides to prepare a new scheme or amend an existing scheme or is required to amend their planning scheme as a result of a regional planning process. The Policy has no effect when development applications are assessed or when designating land for community infrastructure¹.

3. Areas to which the Policy applies

- (1) The Policy applies to local governments that meet the following criteria:
 1. a population of 10,000 or more within at least one urbanised area²; and
 2. a minimum average dwelling approval rate of 100 dwellings per annum over the latest five year period³.
- (2) Annex 1 contains the list of local governments that meet these criteria as of 29 January 2007.
- (3) Local governments to which the Policy applies that are also affected by regional plans must also have regard to the Policy. However, these local governments will satisfy the Policy if, as part of the regional planning process, they undertake the equivalent of the actions stated in ss 5(1)(a) to (c) of the Policy as part of their review and amendment process⁴.

PART 3 - POLICY OUTCOME

4. Outcome sought by the Policy

- (1) 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 options² that respond to the housing needs² of the community.

¹ See Policy Guideline for more information on the effect of the Policy.

² See part 6, Glossary.

³ This data can be obtained from the New Dwelling Activity table (total dwellings) from the Population Fact Sheets prepared by the Planning and Information Forecasting Unit, Queensland Department of Local Government, Planning and Sport and Recreation.

⁴ For South East Queensland, part of this review and amendment process is called a Local Growth Management Strategy.

PART 4 - MAKING OR AMENDING A PLANNING SCHEME

5. Achieving the Policy outcome through the planning scheme

- (1) The Policy outcome is achieved when making or amending a planning scheme by –
 - (a) undertaking a housing needs assessment⁵ for the local government area; and
 - (b) undertaking an analysis of the existing planning scheme to identify barriers⁶ to and opportunities for the provision of housing options that respond to the housing needs identified in the housing needs assessment; and
 - (c) ensuring the new or amended planning scheme removes barriers to and provides opportunities for the provision of identified housing options.

PART 5 - INFORMATION AND ADVICE ON THE POLICY

6. Sources of information and advice

- (1) The Queensland Department of Housing will provide local governments with the housing analysis⁵ for their local government area.
- (2) The Queensland Department of Housing will provide advice on implementing the Policy, particularly in regard to –
 - (a) the preparation and interpretation of a housing needs assessment;
 - (b) review⁷ of local government's draft housing needs assessment; and
 - (c) achievement of the Policy outcome in planning schemes.
- (3) The Queensland Department of Housing will provide those local governments to which this policy does not apply (refer Annex 1) with the information and advice outlined in 6(1) and 6(2) should they wish to achieve the Policy outcome in their jurisdictions.
- (4) The Queensland Department of Local Government, Planning, Sport and Recreation will provide advice on reflecting the Policy in a planning scheme in ways consistent with other policies and legislative requirements.

⁵ See part 6, Glossary.

⁶ While an assessment of the barriers to the provision of housing options outside of the planning scheme is not a requirement of this Policy, this information will assist a local government to obtain a more comprehensive understanding of matters influencing the delivery of housing options.

⁷ Local governments are encouraged to submit their draft housing needs assessment to the Queensland Department of Housing for review. This is not a formal requirement of the Policy but will assist in achieving the Policy outcome.



PART 6: GLOSSARY

Housing analysis – an investigation undertaken by the Queensland Department of Housing of existing and projected housing needs of the local government area. The outputs of the housing analysis include:

- general contextual housing information;
- demographic characteristics;
- housing market characteristics;
- the outputs of the housing needs model; and
- a desktop review of the above elements specific to the local government area.

Housing needs – the range of housing required for the various household sizes and types that make up the existing and future community. This includes:

- changing life-cycle needs;
- socio-economic circumstances and occupations;
- taking account of specific needs of people with a disability; and
- needs for short-term and emergency housing including boarding houses, hostels, shelter accommodation, etc.

Housing needs assessment – an investigation at the local government level of existing and projected housing needs, taking into account the outputs of the housing analysis and local information, that identifies:

- demographic and housing consumption (housing demand) characteristics;
- existing stock (housing supply) and housing market characteristics;
- housing needs; and
- a range of appropriate housing options that respond to the identified housing needs.

Housing options – the range of housing types required to meet the range of needs of people in the community; the term includes variations in housing size (including lot size) and type, built form, density, cost, adaptability, location and tenure.

Urbanised area – is a sizeable, closely settled area contained within a Local Government Area (LGA), Statistical Local Area (SLA), a series of Statistical Local Areas (SLAs) or an Urban Centre (UC). A Local Government Area (LGA), Statistical Local Area (SLA) and an Urban Centre (UC) are terms defined by the Australian Bureau of Statistics (ABS) in their Census dictionary.

ANNEX 1: Local governments to which the Policy applies

As of 29 January 2007 the Policy applies to the following local governments.

Brisbane City	Hervey Bay City	Pine Rivers Shire
Bundaberg City	Ipswich City	Redcliffe City
Caboolture Shire	Livingstone Shire	Redland Shire
Cairns City	Logan City	Rockhampton City
Caloundra City	Mackay City	Thuringowa City
Cooloola Shire	Maroochy Shire	Toowoomba City
Gladstone City	Maryborough City	Townsville City
Gold Coast City	Noosa Shire	Warwick Shire



State Planning Policy 1/07 **Guideline**

Housing and
Residential
Development



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1 Purpose of the Policy Guideline

- 1.1 The State Planning Policy 1/07 Guideline (the Policy Guideline) provides advice about implementing State Planning Policy 1/07 (the Policy).
- 1.2 The Policy cites the Policy Guideline as 'extrinsic material' under the *Statutory Instruments Act 1992*, s.15, giving the Policy Guideline legal status in assisting in the interpretation of the Policy.
- 1.3 Terms used in the Policy have the same meaning as defined in the *Integrated Planning Act 1997* (IPA).
- 1.4 The Glossary explains particular words used in the Policy Guideline.

2 Application of the Policy

Effect of the Policy

- 2.1 The Policy is a statutory instrument under the *Integrated Planning Act 1997* (IPA). Under the IPA, the Policy must be appropriately reflected into a planning scheme when a local government decides to prepare a new scheme or amend an existing scheme as per ss 2.2.1 and 2.2.2 of the IPA, or is required to amend their planning scheme as a result of a regional planning process.
- 2.2 The Policy is appropriately reflected when the planning scheme seeks the same outcome as the Policy outcome and all aspects of the planning scheme are consistent with the Policy to an extent that satisfies the planning Minister acting for the State Government on the advice of the Queensland Department of Housing and the Queensland Department of Local Government, Planning, Sport and Recreation and any relevant regional planning Minister.

Areas to which the Policy applies

- 2.3 The Policy applies to all local governments with:
 - a population of 10,000 or more within at least one urbanised area¹; and
 - a minimum average dwelling approval rate of 100 dwellings per annum over the latest five year period.
- 2.4 See Annex 1 of the Policy for a list of local governments to which the Policy would apply as of 29 January 2007.
- 2.5 Urbanised areas with a population greater than 10,000 persons were applied because below this number, small data sample sizes may be unreliable for reviewing housing market and demographic trends. The other criteria is the minimum average dwelling approval rate of 100 dwellings per annum over the latest five year period, as the effectiveness of the Policy will be limited by the amount of new development occurring in the local government area.
- 2.6 Local governments in areas where the Policy does not apply are encouraged to undertake the process outlined by the Policy.
- 2.7 The Policy also applies to relevant local governments that are covered by a regional plan that requires local governments to amend their planning schemes. Planning schemes requiring amendment as a result of regional planning process are taken to have satisfied the Policy if the local government has undertaken the equivalent of the actions stated in ss 5(1)(a) to (c) as part of its review (e.g. a Local Growth Management Strategy) for its area, and the planning Minister² has advised the local government that the results of the actions are appropriately reflected in its planning scheme.

Requesting information and support from the Queensland Department of Housing

- 2.8 The Queensland Department of Housing will provide a housing analysis¹ within 45 business days of receipt of an application form (refer Appendix 1) lodged by local governments to which this Policy applies. Other local governments who wish to respond to the Policy can submit an application form and the Queensland Department of Housing will endeavour to provide a housing analysis within 45 business days.

¹ See section 6, Glossary.

² Planning Minister informed by advice from the regional planning Minister for South East Queensland and the Minister for Housing.



- 2.9 The Queensland Department of Housing will work with each local government to establish the spatial levels for the housing analysis data. Information on the data and the spatial levels at which it can be provided are outlined in section 5.5.
- 2.10 Upon request, the Queensland Department of Housing will review a draft housing needs assessment³ within 30 business days for those local governments to which the Policy applies. The department is also available to review the outputs of the local government's planning scheme analysis before the statutory planning scheme review process as outlined in Schedule 1 of the IPA. Other local governments who wish to respond to the Policy can submit a housing needs assessment and planning scheme analysis to the Queensland Department of Housing. The department will endeavour to provide advice within 30 business days.

Other considerations

- 2.11 Nothing in the Policy prevents local governments from achieving the Policy outcome in more detail than that outlined in the Policy.

3 The importance of housing to ecological sustainability

Housing and social wellbeing

- 3.1 Access to appropriate housing assists individuals, families and communities to contribute to the social and economic wellbeing of the whole community. The IPA reinforces the importance of social wellbeing by including it in the definition of ecological sustainability. A wide range of housing options³ provides individuals, families and communities with opportunities to meet their changing housing needs³ in sustainable neighbourhoods. The economic and social costs of failing to address housing needs include higher levels of personal and family stress, lower employment growth and lower economic productivity.
- 3.2 A more detailed consideration of housing issues is needed, because housing issues in Queensland have changed significantly over recent years and housing markets have become more complex. Factors including rapid population growth in some areas and decline in others, decreasing household sizes, an ageing population with increasing levels of disability, declining housing affordability and increasing casualisation of the workforce are contributing to this change.
- 3.3 New approaches are also needed in the planning, design and building of dwellings to ensure that they are socially, environmentally and economically sustainable. Sustainable housing is designed with people in mind; it is safe, secure and universally designed. It is also efficient in the use of water and energy resources and seeks to minimise waste. A sustainable house is more cost-efficient over time, comfortable, cheaper to maintain and complements our unique environment. The Environmental Protection Agency and the Queensland Department of Local Government, Planning, Sport and Recreation are currently leading the development of a Sustainable Housing policy that will explore social initiatives such as safety and accessibility. This work will build on the Sustainable Housing Regulations that came into effect on 1 March 2006.
- 3.4 Housing incorporating universal and adaptable housing design provides households with accommodation suited to a broad range of life-cycle stages and circumstances and thereby contributes to the sustainability of buildings, neighbourhoods and local communities. Universal design principles are based on buildings having a design and structural capability to accommodate changes needed for people with different abilities. Adaptable housing is based on the premise that over the life of a building there are likely to be significant adaptations needed and costs can be minimised if this is anticipated.

The importance of good urban design to sustainable communities

- 3.5 To assist in achieving the Policy outcome, local governments should consider the principles of good urban design in all aspects of their planning scheme. The emphasis on providing opportunities for an increased range of housing types and sizes in planning schemes should not be at the expense of good urban design. Appendix 2 provides a set of urban design principles for consideration when undertaking the process of making and amending planning schemes.

³ See section 6, Glossary.

4. Housing is a shared responsibility

Introduction

- 4.1 There are a number of government and non-government sectors performing key roles in the provision of housing. Each of these sectors has a role that may include influencing housing markets, regulating the supply of land and houses, developing land and housing and delivering programs that support access to housing. Each sector has a role in influencing housing outcomes for Queenslanders.

Role of Australian Government

- 4.2 The Commonwealth sets the broad economic context for housing supply through its taxation regimes and monetary policy settings which can influence interest rates. In addition, the Commonwealth also provides funds to support:
- the activities of the States and Territories who are responsible for maintaining the Building Code of Australia;
 - a first home owner grant program for households seeking to purchase housing and a rent assistance program for low income households seeking to rent private housing; and
 - State social housing programs via the Commonwealth State Housing Agreement.

Role of the State Government

- 4.3 The State Government housing responsibilities are:
- developing and administering legislation guiding local government responsibilities for planning and housing development and standards (e.g. *Integrated Planning Act 1997*, the *State Building Act 1975*, the *Building Regulation 2006* and *Local Government Act 1994*);
 - regulating private housing management (e.g. residential tenancy legislation, real estate agent regulation);
 - funding social housing provision and other housing assistance programs in partnership with the Commonwealth;
 - constructing and managing social housing;
 - use, management and disposal of State land;
 - making State economic policy (e.g. State taxes, stamp duty);
 - providing funding for building training initiatives;
 - supporting research and information development (e.g. demographic and housing data research); and
 - regulating and managing the land tenure system and setting land values as the basis for local government property rating.

The role for local government

- 4.4 Local government is responsible for the regulation of building, planning, health and other local laws that impact on housing supply at the local level. Within this context, the role of the planning scheme is to regulate land use, development standards, and infrastructure planning and charging. All of which can impact on the range of housing options that can be delivered in the local government area.
- 4.5 Growing numbers of local governments are also initiating proactive measures to help address specific local housing needs. These include measures such as adopting a local government housing policy⁴, engaging in demonstration housing projects and joint ventures and providing grant funding and in-kind support for community housing associations. Appendix 3 outlines the role of complementary non-scheme measures to support the planning scheme responses outlined in this Policy and links to the Local Government Housing Resource Kit prepared by the Queensland Department of Housing.

⁴ A local government housing policy is an integrated approach to housing issues across all relevant sections of local government, including those areas with responsibility for strategic land use planning and development assessment. Also see section 6, Glossary.



The role of the private sector

- 4.6 The private sector plays a critical role in delivering housing options for Queenslanders. This sector delivers housing that responds to market demand and also plays a significant role in shaping the demand for housing. Additionally, the housing delivered by the private sector is influenced and shaped by the regulatory frameworks established by the government sectors, including planning schemes. While the government sectors (primarily the Commonwealth and the State) play an important role in housing provision in Queensland, the great majority of the housing market is held and managed by the private sector. The private sector is also a resource for information on land and dwelling supply and demand characteristics.

The role of the not-for-profit sector

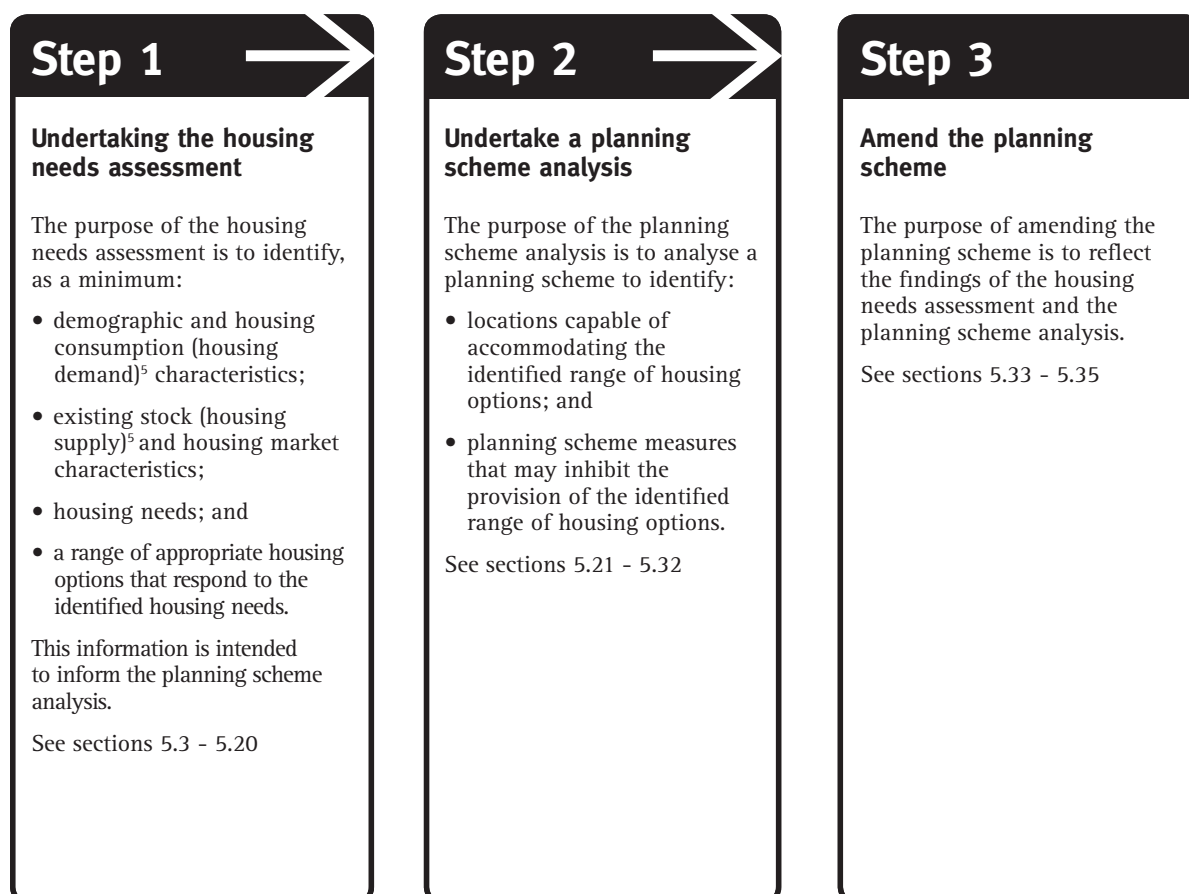
- 4.7 This sector includes a wide range of organisations that assist in the delivery of housing for different sectors of the community in need. This includes local housing corporations, community housing organisations and charitable organisations. As providers of housing and other forms of assistance to different sectors of the community in need, this sector is a resource for information and advice on local housing needs and issues, housing assistance products and services and alternative delivery models.

5 Making or amending a planning scheme

Appropriately reflecting the Policy in a planning scheme

- 5.1 The Policy sets out three steps for local government to follow to achieve the Policy outcome. These are: (Step 1) undertake a housing needs assessment; (Step 2) undertake a planning scheme analysis to identify barriers to and opportunities for the provision of housing options that respond to the identified housing needs of the community; and (Step 3) amend the planning scheme to remove barriers and provide opportunities for the provision of housing options that respond to the housing needs of the community.
- 5.2 Figure 1 provides a summary of this process.

Figure 1: Steps involved in achieving the Policy outcome

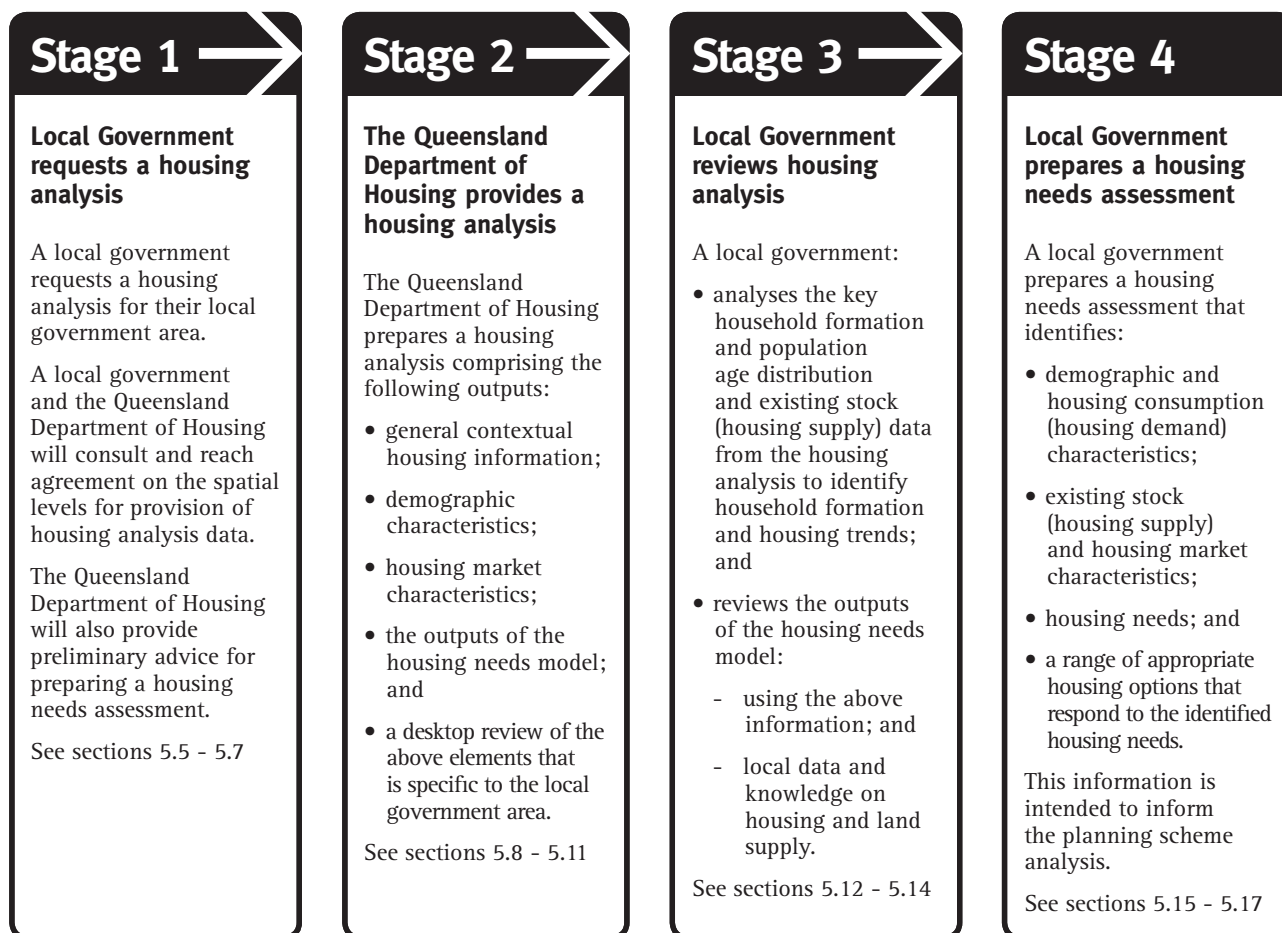


⁵ See section 6, Glossary.

Step 1: Prepare a housing needs assessment

- 5.3 A housing needs assessment is prepared by a local government to identify the housing needs of the community. The housing needs assessment is based on a housing analysis provided, free of charge, by the Queensland Department of Housing.
- 5.4 By preparing a housing needs assessment, the local government will gain an understanding of the housing needs of the community, the existing housing stock and the range of housing options that respond to the identified housing needs. Figure 2 sets out the process of preparing a housing needs assessment.

Figure 2: Flowchart of housing needs assessment process



Local government requests a housing analysis

- 5.5 A local government requests a housing analysis from the Queensland Department of Housing by lodging the application form in Appendix 1. At this point in the process a local government, in consultation with the Queensland Department of Housing, will need to identify and reach agreement on the spatial levels for the provision of the housing analysis data. The housing analysis has the capacity to report on a range of predetermined spatial levels depending upon the requirements of a local government. The spatial levels that the housing analysis can report on include:
- a regional⁶ area;
 - a sub-regional⁷ area
 - a local government area (LGA);
 - a statistical local area (SLA); and
 - a suburb, neighbourhood or any other group of statistical local areas (SLAs).

⁶ Regional means an area comprising a large group of local governments within one or more Statistical subdivisions.

⁷ Sub-regional means an area comprising a small group of local governments within a Statistical Subdivision.



- 5.6 Reporting at a regional or sub-regional level enables a local government to work with one or more adjoining local governments to produce a joint housing needs assessment. In the instances where a number of local governments choose to undertake a joint housing assessment, the housing analysis will provide data at individual local government, sub-regional and regional levels. A joint housing needs assessment should identify housing needs at the regional, sub-regional and local levels.
- 5.7 The Queensland Department of Housing can also provide preliminary advice on the process of preparing a housing needs assessment. The advice will focus on using the housing analysis outputs to inform the housing needs assessment and identification of other data sources that will assist local governments in the preparation of their housing needs assessment.

The Queensland Department of Housing provides a housing analysis

- 5.8 The housing analysis, prepared by the Queensland Department of Housing and provided to local government, will contain the following outputs:
- general contextual housing information;
 - demographic characteristics;
 - housing market characteristics;
 - the results of the housing needs model (refer to Appendix 5) which provides:
 - the estimated number and size of dwellings needed by existing households;
 - the estimated number and size of dwellings needed by existing and future households by local government area; and
 - a desktop review for a local government area of the above elements.
- 5.9 The demographic and housing market characteristics provide a range of existing, trend and projection data. The household formation, population/age distribution and housing supply trend data are intended to be used by local governments as a minimum input into the housing needs assessment. Other data sets provide additional information that can be used by local governments who also choose to prepare a housing policy. More detailed information about the data contained in the housing analysis can be seen in Appendix 4.
- 5.10 The results of the housing needs model is a key aspect of the housing analysis and provides information on:
- **housing consumption** (housing demand) – represented by the number of small (1-2 bedroom) and large (3+ bedrooms) dwellings consumed by a range of household groups in the local community;
 - **existing stock** (housing supply) – represented by the number of existing small and large dwellings available for consumption by small and large households in the local community;
 - **projected dwelling need** - the total dwellings needed to accommodate the projected number of future households;
 - **indicative need** - the estimated number of small and large dwellings required to meet the housing needs of the community; and
 - **indicative mismatch** – the difference between the existing stock (housing supply) and indicative need for small and large dwellings.
- 5.11 It is important to note that the ‘indicative need’ and ‘indicative mismatch’ outputs of the housing needs model are based on a series of assumptions and a set range of data inputs (refer Appendix 5 for more information on the methodology, assumptions, data inputs and definitions of the housing needs model). As a consequence, these model outputs should be treated as **indicative only**, and used as a reference guide for reviewing the community’s needs for small and large dwellings.

Local government reviews the housing analysis

- 5.12 The outputs of the housing needs model provide the basis for a housing needs assessment. These outputs can be used for the preparation of a housing needs assessment, as presented. However, a local government may choose to adjust the projected dwelling need and/or provide data on projected housing supply using data sources listed in section 5.13. This additional input will enable the housing needs model to produce a more accurate estimation of the indicative mismatch of small and large dwellings. Appendix 6 provides guidance on using the outputs of the housing needs model including adjusting the projected housing needs and projecting housing supply.
- 5.13 The housing analysis provides a set of data that can be used to review the outputs of the housing needs model. The data in the housing analysis should be supplemented by local knowledge or data. Local knowledge or data can be quantitative or qualitative and come from a range of sources. Examples of local knowledge and data could include one or more of the following:
- growth assumptions used for Priority Infrastructure Plans (PIPs);
 - additional data from the Australian Bureau of Statistics and the Planning, Forecasting and Information Unit (PIFU) of the Queensland Department of Local Government, Planning and Sport and Recreation;
 - community profiles prepared by local government;
 - dwelling supply and lot supply approval data from local government;
 - land supply data from the broad hectare study and infrastructure studies;
 - dwelling consumption patterns of the community; and/or
 - consultation with the public and key stakeholder groups.
- 5.14 Appendix 7 provides guidance on using the outputs on the housing analysis and local data or knowledge in the preparation of a housing needs assessment.

Local government prepares a housing needs assessment

- 5.15 A housing needs assessment provides local government with a framework for responding to housing issues. The scope of a housing needs assessment can vary depending upon the individual needs of each local government. As a minimum, a local government must comply with the minimum requirements set out in Table 1: Elements of a housing needs assessment. However, a local government may wish to provide a more in-depth analysis of housing issues at the local government level, or extend the assessment to smaller geographical areas or special needs groups.


Table 1: Elements of a housing needs assessment

Element	Minimum requirements	Optional additions
Demographic and housing consumption (housing demand) characteristics.	<p>Describe:</p> <ul style="list-style-type: none"> existing and future community; number and type of households; trends in household formation; trends in population, and age and disability distribution; and housing consumption patterns of households. <p>Review and interpret information from housing analysis Tables 1, 2, 3, 4, 24 and 25.</p>	<p>Provide additional detail on the demographic characteristics of households:</p> <ul style="list-style-type: none"> household employment; household ethnicity; households with a person with a disability; low income households; and households with a person with a disability across a range of activities.
Existing stock (housing supply) and housing market characteristics.	<p>Describe:</p> <ul style="list-style-type: none"> current housing supply by dwelling type; and trends of housing provision by dwelling type. <p>Review and interpret information from housing analysis Tables 11, 20 and 21.</p>	<p>Provide additional detail on housing supply:</p> <ul style="list-style-type: none"> trends in housing tenure; trends in house ownership; trends in rental housing; supply of affordable housing stock; and supply of special needs housing including housing for people with a disability, housing for elderly, universal housing, shelter housing, etc.
Housing needs.	<p>Identify the number of small and large dwellings that will meet the needs of the existing and future community.</p> <p>Review and interpret information from housing analysis Tables 1, 2, 3, 4, 8, 24, 25, 26, 27 and 28.</p>	<p>Provide additional detail on household types and tenures, including special needs households that may be accommodated in small and large dwellings.</p>
Identify a range of appropriate housing options that respond to the identified housing needs.	<p>Description of the housing types (e.g. detached, attached, multi-unit dwellings) that will be small or large dwellings. The housing types identified should reflect the demographic and housing characteristics of the existing and future community. Refer Section 5.16 for more detail.</p>	<p>Provide additional detail on housing types and/or tenures required by specific households such as:</p> <ul style="list-style-type: none"> low income; elderly; people with a disability; and key workers.

- 5.16 The identification of housing options is a key output of the housing needs assessment. The housing options identified will enable the local government to undertake the planning scheme analysis. As a minimum requirement, the housing options should identify the housing types that the community will need in the future. It will need to identify the proportion of detached, attached and multi-unit dwellings that are small and large. It should also identify other types of dwellings such as boarding houses, aged care facilities, retirement villages, caravan parks and the like. Optional additional work could include the identification of the housing tenure, types and forms that will cater for special needs households.
- 5.17 Local governments may also wish to use the results of a housing needs assessment as part of a broader housing policy. Appendix 3 provides more detail on preparing a housing policy to respond more effectively to community housing needs.

Links with Steps 2 and 3 in achieving compliance with the Policy outcome

- 5.18 The housing needs assessment is intended to provide a local government with a range of data that can be used to review existing zones and potentially inform a range of modified zones. To support this process, the dwelling sizes in the housing needs model have been grouped into small dwellings (two bedrooms and less) and large dwellings (three bedrooms or more) to generally conform to the housing sizes which are conventionally accommodated in low, medium and higher density zones⁸. In the event that the planning scheme analysis indicates that changes to zones are required, it is anticipated that a local government will use a selection of these zoning options for constructing a series of development scenarios for responding to the range of housing options identified in their housing needs assessment.
- 5.19 These scenarios can outline different assumptions about dwelling mix proportions and dwelling densities and thereby dwelling yields and zoning options. These different development capacity scenarios can be modelled and reviewed in the context of other relevant planning inputs to determine a preferred development capacity scenario for responding to the range of housing options identified in their housing needs assessment.
- 5.20 The housing needs assessment is also intended to provide a range of data that can inform the drafting of planning scheme measures that will facilitate a range of housing options.

Step 2: Undertake a planning scheme analysis

- 5.21 Upon completion of the housing needs assessment, a local government should undertake a planning scheme analysis to identify barriers to and opportunities for the provision of housing options that respond to the identified housing needs of the community.

Identifying locations capable of accommodating the identified range of housing options

- 5.22 Residential areas are typically made up of a variety of dwelling types ranging from large detached housing to medium and, in some instances, high density housing. The density and type of dwellings allowable in certain areas are regulated by the planning scheme. In some areas, the planning scheme measures that regulate housing provision reflect environmental constraints such as flood-prone land, steep slopes or community aspirations such as character housing or the desire to limit building height.
- 5.23 The planning scheme analysis should identify areas, locations and/or suburbs where an increased range of housing options could enhance and support social wellbeing. These include general residential areas and well-serviced locations⁹. In general residential areas, the planning scheme can identify opportunities or areas capable of accommodating a modest increase in housing options, e.g. changing the dominant characteristic of the area from single detached housing with a minimum of three bedrooms to include the opportunities for small lot housing and some duplex housing.
- 5.24 Any urban area is capable of accommodating an increase in the range of housing options. However, the most significant opportunities for increasing the range of housing options exist in well-serviced locations. Well-serviced locations are urban areas that are within convenient walking distance to centres, educational places, work places, public transport, community services and leisure activities. Well-serviced locations can be identified in both existing and emerging communities where the services are already operating or are planned to operate at the time the housing is complete. More information on the process of identifying well-serviced locations in greenfield⁹ and infill⁹ areas is outlined in Appendix 8.
- 5.25 The level of public transport, where public transport services are available, and the range of services in a well-serviced location will influence the range of housing options that can be accommodated. Generally, 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. 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. This translates to a distance of between 400 and 800 metres, depending on the level of public transport and level of services, existing or planned, of that centre. Table 2 sets out the range of housing options for different types of well-serviced locations.

⁸ Small dwellings in the form of a secondary dwelling (an ancillary dwelling to a main dwelling or detached house) are also accommodated in low density zones and low-medium density zones which conventionally accommodate a mix of these dwelling types and sizes. Small dwellings can also be accommodated in mixed use and centre zones. In addition, more modest (lower cost) versions of large dwellings (e.g. three bedroom dwellings) can be accommodated on a range of smaller allotments in low density zones. Some dwelling forms may also be accommodated in centres and mixed use zones.

⁹ See section 6, Glossary


Table 2: Catchment size and range of housing options for different types of well-served 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.	<ul style="list-style-type: none"> • 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 lot and duplex (one per lot) housing 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.	<ul style="list-style-type: none"> • 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 lot and duplex (one per lot) housing, medium density housing and, in some instances, higher density housing. The proportion of medium and higher density housing will increase closer to the service point e.g. a railway or bus station with a high level of service.
Level 3 – District High level public transport and/or a range of services that meet district and regional needs.	<ul style="list-style-type: none"> • 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 student numbers in excess of 5,000 persons. 	800m radius	Detached housing, small lot and duplex (one per lot) housing, medium density housing and higher density housing. The proportion of medium and higher density housing will increase closer to the service point e.g. a railway or bus station with a high level of service.

5.26 All residents require access to services, facilities and employment, however some households may have particular access needs for some forms of housing. Appendix 8 provides information on characteristics and locational needs of housing suited to the specific needs of households.

5.27 The capacity of the identified well-served locations to accommodate an increased range of housing options will be influenced by the ability of the area to achieve good urban design outcomes (see Appendix 2) and to respond to the existing development constraints. There may be constraints such as:

- existing retail, commercial, industrial and community activities and their current zones may need to be retained or expanded to provide jobs, services and facilities needed by local communities. The ongoing viability of some of these uses, particularly industrial uses and some higher impact commercial uses, may require some low impact commercial buffer uses rather than adjacent residential uses;
- inadequate capacity or levels of facilities and services (e.g. public transport), for supporting increases in dwelling numbers and/or increases in available housing options. In evaluating access to public transport, the frequency of the service and the capacity to increase services should be taken into account;

- inadequate existing infrastructure network capacity and/or inadequate planned infrastructure capacity for supporting increases in dwelling numbers and/or increases in available housing options. Existing reports documenting the capacity of existing infrastructure networks, including their capacity to be upgraded efficiently, and other reports (e.g. PIPs) documenting proposals for expanding their capacity or introducing new network elements will serve as useful resource material; and/or
- heritage and environmental constraints (e.g. character housing or flood risk) that may limit increases in dwelling numbers and/or increases in available housing options. Existing building heritage, natural conservation and green space reports will serve as useful resource material.

5.28 Well-serviced locations that have capacity to accommodate an increased range of housing options should be mapped, highlighting the area's opportunities and constraints for consideration in the planning scheme review.

Identifying planning scheme measures that may inhibit the provision of the identified range of housing options

5.29 The analysis of the planning scheme measures should also identify whether specific measures or the planning scheme as a whole are inhibiting the capacity of the private, government and not-for-profit sectors to respond to the community's housing needs. Initially, this analysis should be done for the whole local government area and if needed, at a suburb or district level, particularly in well-serviced locations. The following is a list of questions relevant to the essential planning scheme measures which will assist in the identification of planning scheme barriers:

- Do existing **desired environmental outcome/s** state that one of the planning scheme's outcomes is to help meet the community's housing needs?
- Do existing **planning strategic frameworks** recognise the community's housing needs and include appropriate planning response to address those needs?
- Do existing **zones** (size and type of dwellings) make adequate provision for the identified range of housing options in the preferred locations that respond to the housing needs of the community?
- Do existing **assessment tables** establish assessment levels to aid the delivery of desired housing options in the appropriate zones and in appropriate locations within these zones?
- Do existing **assessment criteria (codes or otherwise and standards)** associated with housing and residential development support the range of housing sizes and types required to meet the identified housing needs of the community? Also see section 5.31.
- Do existing **schedules - administrative definitions**¹⁰ facilitate the range of housing sizes and types required to meet the identified housing needs of the community?
- Do existing **schedules - use class definitions**¹⁰ facilitate the range of housing sizes and types required to meet the identified housing needs of the community?
- Do existing **schedules - use definitions**¹⁰ facilitate the range of residents required to meet the identified housing needs of the community?
- Do existing **planning scheme policies** provide guidance on housing and residential development to facilitate the range of housing sizes and types required to meet the identified housing needs of the community?

5.30 Appendix 9 provides more information on how each of these measures could be drafted to satisfy the Policy outcome.

¹⁰ See Appendix 9, sections A9.8, A9.9 and A9.10 for explanation of terms.



- 5.31 In undertaking a planning scheme analysis, local governments are encouraged to review planning standards. Many planning schemes contain 'flat rate' or universal planning standards that do not distinguish between the needs of different household types and sizes. In contrast, graduated standards are standards which are calibrated based on dwelling and household size, and site and neighbourhood amenity. Planning scheme measures which provide graduated planning standards can contribute to the delivery of housing options. Appendix 10 provides more detail on the use of graduated planning standards.
- 5.32 The outcome of the planning scheme analysis is to suggest a range of planning scheme measures that can be modified if necessary to remove barriers to and provide opportunities for a range of housing options within the planning scheme to meet the housing needs of the community.

Step 3: Amend the planning scheme

- 5.33 The planning scheme should include suitable measures that enable new development to contribute to providing the identified housing needs of the community. The planning scheme zones and assessment tables are key aspects of the scheme which can be used to respond to community housing needs.
- 5.34 When making or amending a planning scheme, local governments should make reference to the IPA Plan Making Guideline 1/02 produced by the Queensland Department of Local Government, Planning, Sport and Recreation. Housing and residential measures should be drafted with a view to achieving an improved range of housing options that not only respond to the identified housing needs but achieve ecological sustainability and utilise good urban design.
- 5.35 However, as part of the plan-making process, the local government will be expected to justify the proposed planning scheme responses that do not contribute to achieving the Policy outcome.

6 Glossary

Existing Stock - the number of small (one and two bedroom) and large (three or more bedroom) dwellings available for consumption by small and large households. It also means **housing supply** for the purposes of the housing needs model and housing analysis. The existing stock documented in the housing needs model is obtained from Australian Bureau of Statistics Census material.

Greenfield area – areas of undeveloped land identified for future urban development in a planning scheme.

Housing analysis – a desktop study undertaken by the Queensland Department of Housing of existing and projected housing needs of the local government area. The outputs of the housing analysis include:

- general contextual housing information;
- demographic characteristics;
- housing market characteristics;
- the outputs of the housing needs model; and
- a desktop review of the above elements that is specific to the local government area.

Housing consumption - the number of small (one and two bedroom) and large (three or more bedroom) dwellings consumed by small and large households. Also means **housing demand** for the purposes of the housing needs model and the housing analysis.

Housing needs – the range of housing required for the various household sizes and types that make up the existing and future community. This includes:

- changing life-cycle needs;
- socio-economic circumstances and occupations;
- taking account of the specific needs of people with a disability; and
- needs for short-term and emergency housing including boarding houses, hostels, shelter accommodation, etc.

Housing needs assessment – an investigation at the local government level of existing and projected housing needs, taking into account the outputs of the housing analysis and local information that identifies:

- demographic and housing consumption (housing demand) characteristics;
- existing stock (housing supply) and housing market characteristics;
- housing needs; and
- a range of appropriate housing options that respond to the identified housing needs.

Housing options – the range of housing types needed to meet the various needs of people in the community; the term includes variations in housing size (including lot size) and type, built form, density, cost, adaptability, location and tenure.

Housing Policy – a general statement of Council's role and goals in relation to local housing issues and provides a framework for responding to these across all of a Council's functions.

Infill area – areas appropriate for new development in established urban areas where the site or area is either vacant or has previously been used for another urban purpose.

Urbanised area – is a sizeable, closely settled area contained within a Local Government Area (LGA), Statistical Local Area (SLA), a series of Statistical Local Areas (SLAs) or an Urban Centre (UC). A Local Government Area (LGA), Statistical Local Area (SLA) and an Urban Centre (UC) are terms defined by the Australian Bureau of Statistics (ABS) in their Census dictionary.

Well-serviced locations – 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.



Appendix 1: Application form for a housing analysis

Application for housing analysis

Local government _____

Postal address _____

Email address _____

Contact person _____

Phone number _____

Standard spatial levels of housing analysis data

Statistical Local Area (SLA) _____ PROVIDED

Local Government Area (LGA) _____ PROVIDED

Regional (Large group of LGAs)
(based on SEQ Planning Region and ABS Statistical Divisions) _____ PROVIDED

State level _____ PROVIDED

Optional spatial levels for housing analysis data

Groups of Statistical Local Areas (SLAs) _____ YES/NO

Sub-regional (small group of LGAs) _____ YES/NO

NB. the provision of data by groups of SLAs or small groups of LGAs will need to be discussed with the Queensland Department of Housing. Data at the SLA, LGA, Regional and State level is contained within the standard housing analysis data package.

Chief Executive Officer name _____

Signature _____

Date of signature _____

Form can be sent to the Queensland Department of Housing at:

Mail: SPP Housing and Residential Development
Queensland Department of Housing
GPO Box 690
Brisbane QLD 4001

Email: a signed copy to StatePlanningPolicy@housing.qld.gov.au

Appendix 2: Principles of good urban design

- A2.1 Urban design is important to housing because it can help to create liveable and sustainable spaces, buildings, and communities. It can play a vital role in how the community, the economy and the natural environment interact and function, including how people connect with each other and their surroundings. Sustainable communities balance and integrate natural systems, economic development, and the cultural, economic, physical and social wellbeing of their people and community.

Principles of good urban design

Principle 1:

The built environment is aesthetically appealing, ecologically sustainable and respectful of its location and historical context.

Practicality, character and visual appeal are important components of the built environment. Balance should be sought among these elements to promote development which is socially, environmentally and economically sustainable.

Benefits may include:

- neighbourhoods developing their own character and reflecting its history;
- a community with a sense of place and identity that they support and embrace;
- a range of housing options that may be more attractive to a wider market;
- reductions in the impacts of electricity use by insulating against or harnessing natural conditions such as light, climate, and weather through urban design;
- reductions in water consumption through water sensitive urban design;
- neighbourhoods that are visually appealing; and
- neighbourhood layout and building design which encourages healthy activities such as walking, jogging and cycling through local streets.

Principle 2:

Neighbourhoods have centres and well-defined edges.

Neighbourhoods are contained, form a functional unit within a larger system of centres, and endeavour to be self sufficient. Smaller centres should act as satellites around larger centres and achieve the efficient provision of services, facilities and infrastructure.

Benefits may include:

- better serviced development;
- alternative modes of transport and reductions in average trip lengths;
- reductions in impacts associated with automobile dependence, including respiratory ailments, and health issues associated with physical inactivity; and
- greater efficiencies in the provision of services, facilities and infrastructure, as the serviceable population is within a contained and proximate location.

Principle 3:

Increase density in well-serviced locations.

Well serviced locations have their potential maximised by increasing housing density within their boundaries. This can contribute to promoting housing for a greater number of people in close proximity to services, facilities and infrastructure.

Benefits may include:

- greater efficiencies in the provision and use of infrastructure, facilities and services;
- a more concentrated population to support business, economic development and public transport;
- use alternative forms of transport to the car;



- a smaller spatial footprint;
- improvements in the intensity of use of public space and increased passive surveillance which helps to enhance the perception of safety;
- ease of access to facilities and services through compact design;
- a lower demand for private space, allowing more land to be available for public open space; and
- greater opportunity for physical activities such as walking, outdoor recreation, playing sport and exercise, resulting in improvements to the health of people within the community.

Principle 4:

Integrate a mix of land uses.

A mix of land uses should be integrated within a compact geographical area. The intent of this is to provide a wide range of community needs, activities and movements within a concentrated area to facilitate interaction and maximise the potential for ease of access.

Benefits may include:

- increased interaction between people by providing purposes and locations to encourage planned and spontaneous exchanges;
- a more efficient movement pattern and increased transport options by locating people in close proximity to a range of uses;
- a reduction in greenhouse gas emissions and traffic congestion through reduced automobile dependence, which can also have positive effects on health; and
- improvements to passive surveillance and the intensity of use of public spaces, which can enhance safety.

Principle 5:

Provide for a wide range of movement options.

Provide a wide range of options for how movement can occur within and between communities. This involves consideration of all possible modes of transport, the most effective manner for an interconnected, efficient network, and the needs and limitations of a diverse population with different physical abilities, ages and income levels.

Benefits may include:

- greater connections among people and places;
- increases in multi-modal trips by integrating movement networks;
- reductions in automobile dependence by making pedestrian activity and public transport more easily accessible and viable;
- improvements to the efficiency of movement by providing more direct routes through grid patterns;
- more people encouraged to walk, through the provision of adequate seating for rest stops; and
- improvements to the health of the community by encouraging physical activity and reducing the environmental impacts of congestion.

Principle 6:**Provide a distinctive and attractive public realm that respects and reflects local character, history and/or identity.**

The public realm should endeavour to reveal the unique qualities of the local community, its people and its surroundings. It should be visually appealing and distinct from its neighbouring counterparts, while still maintaining some elements which identify the linkages to other areas.

Benefits may include:

- facilitation of the development of a sense of place by providing something unique for people to identify and connect with;
- increased economic and physical activity, and social interaction through the provision of more places that encourage people to spend time in the public realm and their community; and
- improved general health and wellbeing and a sense of community.

Principle 7:**Design is accessible and adaptable to change.**

Design should respect the dynamic nature of the urban and physical environment. Design should be flexible enough to adapt to potential future changes in demography, the environment, lifestyles and uses. This implies that the limits of renewable and non renewable-resources are considered and protected. It also means that the design of buildings, infrastructure and public spaces should be flexible enough to be able to convert to alternative uses if the need arises.

Benefits may include:

- improvements to resource efficiency and waste minimisation by extending the potential operational life of buildings and infrastructure;
- the ability for change to be accommodated without the need for substantial modification of the urban environment; and
- conservation of natural resources for their intrinsic worth and/or for future use and so that future growth and change can be accommodated with minimal or no requirement to consume more land.

Principle 8:**Urban design incorporates, reflects and supports a wide range of community needs and expectations and includes community consultation to inform the design process.**

People's lives are shaped by their experiences of, and interactions with, the built environment. It is important to maximise the opportunities for people to help shape their community. Urban design should endeavour to cater for the needs of the community and to be inclusive.

Benefits may include:

- fostering the development of strong, vibrant communities through inclusive design;
- encouraging community members to address health and safety issues through the design of urban form;
- helping to ensure that mobility-impaired people are able to move independently in the public and the private realm of their community;
- better informed decision-making;
- increased probability that decisions are well accepted by the public;
- a public sense of ownership and stewardship over the local community; and
- assisting to ensure that a majority of community needs are catered for.



Principle 9:

Provide a social mix.

Social mix is a key aspect of community wellbeing and sustainability. Urban design should seek to maximise the social mix of development. This implies that provisions will be made within a locality to accommodate various household sizes, age groups, income levels and different abilities.

Benefits may include:

- more inclusive communities by enabling people of different ages, income levels, and physical and mental abilities to live and interact within the one neighbourhood;
- improved understanding and tolerance of different groups of people within the community;
- increases in the ease of access for mobility-impaired people by helping to improve independent movement in the public and the private realms of their community;
- improved access to housing options in well-serviced areas for all groups and individuals;
- housing for people with diverse skills and knowledge to undertake a range of jobs within the community; and
- equal opportunity for all types of people to pursue healthy, active lifestyles by ensuring that they have the same access to health-related services, facilities and infrastructure.

Principle 10:

Design for community safety.

Designs which encourage passive surveillance by orienting the windows of buildings towards public spaces and which support use at all hours of the day and night are an effective means of improving safety.

Other measures which may be used to improve safety include:

- improving visibility by providing sufficient lighting and minimising large bushes or structures which may be used to conceal potential attackers;
- ensuring footpaths are free from obstacles, at a gradient that is appropriate for people of all abilities, and are well-maintained; and
- providing safe road crossings in locations where they are required.

Benefits may include:

- reduced risk of physical harm and potential for criminal activity;
- community perceptions of safe environments can encourage healthy physical activities including walking, cycling and general use of the public realm;
- greater use of public spaces increases the potential for planned and spontaneous exchanges with other people and the local environment, which facilitates the development of a sense of community and place;
- increased economic activity, with more potential consumers out and about in the community; and
- reduced risk of legal action being taken against local governments for physical injuries sustained in public places.

A2.2 The principles of good urban design provided within this Policy Guideline have been developed from a range of sources which are listed on the following page.

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Appendix 3: Non-planning scheme responses to support housing outcomes

- A3.1 The Policy acknowledges that the housing issues of Queenslanders need to be addressed by a wide range of complementary strategies from the key stakeholders in the housing system. Any individual response to aid housing outcomes will influence, and be influenced by, other parts of the housing system, and the most effective housing outcomes will flow from a range of mutually supporting responses. The planning system is just one of the elements of the housing system that influences housing outcomes and only one of a range of activities engaged in by the State and local governments.
- A3.2 Local governments are encouraged to consider the development of planning scheme measures as part of a broader local government housing policy. This can ensure an integrated framework for directing the range of activities that local governments engage in and can influence housing outcomes (e.g. through corporate works and programs). A local government housing policy would set out the housing outcomes sought for the area, the strategies, actions and resources required to achieve these, and respective roles and responsibilities for implementation. It would clarify local government's role in relation to housing, and help guide the efficient use of limited resources.
- A3.3 The Local Government Housing Resource Kit (the Kit), prepared by the Queensland Department of Housing in conjunction with the Local Government Association of Queensland, provides local governments with a valuable resource to assist them in developing comprehensive local government housing policies and strategies. The Kit advocates an integrated approach to housing issues across all relevant sections of the local government, including those areas with responsibility for strategic land use planning and development assessment. Small local governments with low levels of development activity are encouraged to consider the integrated approach outlined in the Kit, as the introduction of planning scheme measures is unlikely to represent the most effective response to local housing issues for these local governments. The Kit can be downloaded from the Queensland Department of Housing website address <http://www.housing.qld.gov.au/initiatives/affordable/government/index.htm>.
- A3.4 Local governments are encouraged to develop a housing policy to coordinate and integrate the range of activities they undertake that influence local housing outcomes. A housing policy can provide the community with a clear understanding of a local government's role and goals in relation to local housing issues. Usually, a housing policy is supported by a housing action plan for achieving the stated goals. Both the housing policy and the action plan may be incorporated into a local government's corporate plan and help to inform a range of local government activities.

Range of complementary 'non-scheme' measures to support housing outcomes

- A3.5 The range of activities that local governments routinely engage in that influence local housing outcomes is diverse and includes:
- regional planning;
 - local area planning (non-statutory);
 - community service delivery;
 - encouraging participation by the private sector in local development/joint venture projects;
 - management and disposal of local government-owned land (land disposal protocol for supporting housing outcomes);
 - developing the capacity and helping to resource community groups (including community housing associations);
 - direct delivery of housing (e.g. seniors housing, staff housing); and
 - advocacy and leadership on local issues.
- A3.6 Many of these activities are undertaken independently to the preparation of a planning scheme. These activities, together with planning scheme policies, can provide an integrated approach to housing within a local government area.

Dissemination of information to support housing outcomes for local communities

- A3.7 Local governments are encouraged to provide information about support programs and relevant design and accessibility rating guidelines to members of the community with specific needs, developers and builders to support appropriate housing outcomes for people with specific needs. Support programs include Home and Community Care Home Modification Services, Home Assist Secure and Home Access. Details of, and links to supporting information on these programs can be found on the Queensland Department of Housing website at <http://www.housing.qld.gov.au/initiatives/programs/ch/support/index.htm>. The Universal Housing Design booklet is available through the Department of Public Works by contacting 07 3224 4961.
- A3.8 To support housing outcomes for low income households, local governments are encouraged to provide information about affordable housing resources and tools to developers and others. These include the Benchmark Affordable Housing Rent Guide and the Affordable Housing Design Guidelines prepared by the Queensland Department of Housing. These documents can be accessed via the Queensland Department of Housing website at <http://www.housing.qld.gov.au/initiatives/affordable/developing.htm>.



Appendix 4: Housing analysis

- A4.1 A housing analysis is a desktop study undertaken by the Queensland Department of Housing of existing and projected housing needs of a local government area that includes:
- general contextual housing information;
 - demographic characteristics (including population growth);
 - housing market characteristics;
 - the outputs of the housing needs model; and
 - a desktop review of the housing analysis sections specific to the local government area.
- A4.2 The housing analysis will be provided free of charge to a local government and will assist them in preparing a housing needs assessment. The Queensland Department of Housing will maintain and update housing analysis elements. The frequency of updates will depend upon the availability of new source data such as the release of Australian Bureau of Statistics Census data every five years. Housing analysis data will be provided to local governments in accordance with the process outlined in Section 2.8.
- A4.3 Understanding the factors that underpin housing need is an important factor when identifying planning scheme issues and measures capable of influencing responses to housing need. The housing analysis provides a wide range of data that can be used in preparing a housing needs assessment. Not all of the data in the housing analysis is needed by a local government to undertake the minimum requirements of a housing needs assessment. Additional data has been included in the housing analysis to provide local governments with a greater insight into their housing issues. The indicators that provide data necessary to meet the minimum requirements of a housing needs assessment are highlighted by **bold text** in this Appendix.

General contextual housing information

- A4.4 This element of the housing analysis will provide contextual and qualitative information. It will document available information at the national and state level on housing trends and issues by dwelling type and tenure and household type. For instance, it will provide general information on how the housing consumption characteristics of different household types change over time. Information on new emerging trends will also be provided.

Demographic characteristics

- A4.5 The data on demographic characteristics is quantitative and is presented in a table format. This data can be provided at the statistical local area, local government area, sub-regional, regional and State levels, unless otherwise indicated in A3.6.
- A4.6 The list of tables in the demographic characteristics section of the housing analysis includes:

Housing analysis table number	Demographic characteristics - table name
Table 1	Household type and profile (trends - time series)
Table 2	Age profile and population trends (trends - time series)
Table 3	Projected population age/sex type profile (trend - time series) (LGA only)
Table 4	Estimation of number and proportion of persons with a disability and the correlation with age (LGA and State only)
Table 5	Estimation of persons with a disability across a range of activities by age (LGA and State only)
Table 6	Number and proportion of persons with a physical disability currently receiving the disability support pension (LGA only)
Table 7	Indigenous status profile (LGA only)
Table 8	Birthplace of individuals profile (LGA only)
Table 9	Industry (workforce) profile and working hours (trends - time series)

- A4.7 The age/household type and population, age and disability trend data together with population age/sex projections, provide information on existing and possible future community profiles and potential housing needs. This data is intended to be a key source for reviewing the outputs from the housing needs model and for informing land allocations for small and large dwellings and the drafting of generic residential codes to facilitate the delivery of these dwellings, including those for the aged and people with a disability.
- A4.8 The other disability data includes an estimation of numbers of persons with a disability across a range of activities by age and actual numbers of persons receiving a disability pension for a physical disability within a local government area. This information can be used for future planning, including supportive planning scheme and non-scheme measures to facilitate housing outcomes for persons with a disability needing small or large dwellings.
- A4.9 Data on Indigenous status and country of origin are intended to provide additional information on existing and possible future community profiles and potential needs for small and large dwellings. The workforce data provides an overview of the employment profile of local communities, including part-time and full-time employment characteristics.

Housing market characteristics

- A4.10 The data for the housing market characteristics of the housing analysis is quantitative and is presented in tables. The data can be provided at the statistical local area, local government area, sub-regional, regional and State levels.
- A4.11 The list of tables in the housing market characteristics section of the housing analysis includes:

Housing analysis table number	Housing market characteristics - table name
Table 10	Dwelling tenure (includes social housing) (trends - time series)
Table 11	Dwelling type profile (trends - time series)
Table 12	Housing rent levels by bedroom size (trends - time series)
Table 13	Number and type of rental dwellings (trends - time series)
Table 14	Number and proportion of very low and low income households paying more than 30% of gross household income on housing rental costs
Table 15	Affordable rental stock by bedroom numbers
Table 16	Affordable rental stock - percentage of total stock
Table 17	Home purchase affordability (trends - time series)
Tables 18 and 19	Home purchase and land prices (trend - time series)
Table 20	Dwelling approvals (trends - time series)
Table 21	Caravans and boarding houses (trends - time series)
Table 22	Level of homelessness (trends - time series)
Table 23	Weekly household income distribution by tenure (trends - time series)

- A4.12 Dwelling type trend data provides insight into the different dwelling types available for consumption by households in a local community. Dwelling tenure data provides information on the availability of dwelling types by different tenures. The trend data on the number and type of rental stock and their rent levels by bedroom size provides additional information on housing market trends in rental housing stock. Point-in-time and trend data on the numbers and proportions of the rental housing stock that is affordable to households in the bottom 40% of the income distribution provides additional information on the market characteristics of rental housing stock.
- A4.13 Home purchase affordability data provides recent information on trends in median house prices and weekly purchase costs linked to median household income. This data provides market information on housing for purchase. Home purchase and land sale activity data provides recent information on trends in median sale prices and volumes, providing market information on land development and housing for purchase activity.
- A4.14 Dwelling approval trend data provides recent trend information on separate houses and other dwellings which can be used as an input for interpreting and reviewing projection outputs from the housing needs model.



- A4.15 Caravan and boarding house data provides information on supply trends for short-term, emergency and related forms of housing and can be used in compiling housing supply information. Local governments license these premises and will have additional information on these housing forms. Level of homelessness data provides a limited indication of need for short-term, emergency and shelter accommodation.
- A4.16 Data on weekly household income distribution by tenure provides information on the income characteristics of households consuming different dwelling tenures.
- A4.17 The data on rental housing supply and affordability, together with data on home purchase activity and affordability, can be used to review the outputs of the housing analysis needs model.

Outputs of the housing needs model

- A4.18 The elements of the housing needs model are described in more detail in Appendix 5. The data for the housing needs model is quantitative and presented in tables. The data outputs for Tables 24 and 25 can be provided at statistical local area, local government area, sub-regional, regional and State levels. The data outputs for Tables 26, 27 and 28 can be provided at local government area, sub-regional and regional levels (where available). In summary, the outputs of the housing needs model includes:

Housing analysis table numbers	Housing needs model output information
Tables 24 and 25	Existing housing consumption patterns by household type, by dwelling size, and by income profile (housing demand)
Tables 24 and 25	'Indicative need' (existing) for small and large dwellings
Tables 24 and 25	'Indicative mismatch' (existing) between dwelling and household size (small and large)
Table 26	'Projected dwelling need' to accommodate projected number of future households (in 5, 10, 15, 20 and 25 year intervals)
Table 27	'Indicative need' (projected) for small dwellings (5, 10, 15, 20 and 25 year intervals)
Table 27	'Indicative mismatch' (existing and projected) between small dwellings and small households (in 5, 10, 15, 20 and 25 year intervals)
Table 27	Existing stock of small dwellings (housing supply)
Table 28	'Indicative need' (projected) for large dwellings (in 5, 10, 15, 20 and 25 year intervals)
Table 28	'Indicative mismatch' (existing and projected) for large dwellings and large households (in 5, 10, 15, 20 and 25 year intervals)
Table 28	Existing stock of large dwellings (housing supply)

- A4.19 Existing housing consumption patterns by household type, dwelling size and income are intended to be used in conjunction with household/age type trend, population and age trends and population age/sex type projections for reviewing the existing and projected 'indicative need' and 'indicative mismatch' outputs of the model. This provides information on how small and large low-income households are consuming housing.
- A4.20 'Indicative need' (existing) for small and large dwellings and 'indicative mismatch' (existing) between small and large dwellings and households provides information to be compared with household/age type profile and existing housing supply data from the housing analysis and local government sources.
- A4.21 'Projected dwelling need' estimates the total dwellings needed to accommodate projected numbers of future households (in 5, 10, 15, 20 and 25 year intervals) and can be reviewed against other data sources as outlined in Appendix 5.
- A4.22 'Indicative need' (projected) for small and large dwellings and 'indicative mismatch' (projected) between small and large dwellings and households provides information to be compared with household/age type trend, population and age trends, population age/sex type projections and housing supply trend data from the housing analysis and local government sources.
- A4.23 Existing housing stock (housing supply) data is employed in the model as a means of establishing mismatches between 'indicative need' for dwellings and the supply of dwellings.

Desktop analysis of housing analysis sections specific to the local government

- A4.24 This analysis provides an overview of the outputs of the housing analysis and prompts on a range of housing issues for local governments to consider in their housing needs assessment.

Appendix 5: Elements of the housing needs model

A5.1 The housing needs model is based on a number of assumptions and makes use of the best current available data. Sometimes there will be periods where the currency of the data is limited. For these reasons, the data outputs of the housing needs model can only be considered as an indicative estimate of the need for different dwelling sizes and types. The housing needs model outputs must be understood within the context of the assumptions and the nature and limitations of the data used.

Details of the assumptions and information on the data

A5.2 Assumptions of the model

- The housing needs of low income households (those in the bottom 40% of the income distribution) are similar to a simplified version of the Queensland Department of Housing dwelling allocation standards. This assumption works on the premise that the housing choices of these households are constrained and that their needs would be better met by smaller housing which should be more affordable than larger housing, all other things being equal.
- The housing needs of moderate to high income households (those in the top 60% of the income distribution) are similar to their housing consumption (housing demand). This assumption works on the premise that the housing choices of these households are less constrained and that they can satisfy their housing needs via the housing market.
- Income distribution by household type will remain constant over the projection period of the model.

A5.3 Data used in the model

- The housing needs model relies on Census data as a primary input. Consequently, there may be times when this data is dated. It will continue to be used because the Census provides the best small area data available. In these instances, it should be recognised that housing consumption and availability may have changed in the intervening years.
- Census data is subject to confidentiality¹¹. Therefore, for areas with small numbers of households, numbers may be unreliable. Other data and local knowledge should be used to analyse such areas.
- Projection data¹² becomes more unreliable, the longer the projection timeframe.
- The most recent reliable projection data is only available for Statistical Divisions (regions). The local government projections in this model use a simplified approach and have been tested for compatibility with regional projections.
- Projection data are not available for detailed household consumption. Therefore, projections of household consumption at the local government area level are based on existing consumption patterns in Census data adjusted to account for projected changes in overall numbers of households and for projected changes in the occupancy rate. These adjustments take into account the projected ageing of the population and its influence on the formation of small households.
- Negative and zero income households are excluded¹³. The available Census data on detailed household consumption is scaled up to equal the total estimate of 2001 households.
- Dwelling types include one or more bedroom dwellings. Zero bedroom dwellings were excluded since they are occupied by less than 1% of the population¹⁴.

¹¹ It is an offence to release any information that would enable identification of any individual. To avoid this risk, a technique has been developed to randomly adjust cells with very small values. It is not possible to determine which individual figures have been adjusted. No reliance should be placed on small cells. For more detail, see the ABS Census Dictionary 2901.0.

¹² Household projections are based on Estimated Resident Population data which are more accurate than raw Census count data. Estimated Resident Population Figures adjust the raw Census data to take into account the presence of visitors and the temporary absence of occupant householders in surveyed dwellings on the night of the Census count.

¹³ For the ABS custom dataset, households with zero or unstated income were excluded, since it is not possible to allocate them to low and high incomes. For Queensland, over 11% of households did not state their income at the 2001 Census.

¹⁴ Small cell counts are problematic for modelling purposes due to the ABS practice of randomly assigning adjusted numbers to small data counts.



The elements of the housing needs model

A5.4 This model provides information on:

- existing *housing needs*_(Total) for different housing sizes for all of the community (expressed in terms of estimated *housing needs*_(Normative) and *housing needs*_(Consumption)); and
- projected *housing needs*_(Total) for different housing sizes for all of the community (expressed in terms of both projected *housing needs*_(Normative) and *housing needs*_(Consumption)).

A5.5 These terms are defined as follows:

*Housing needs*_(Total) - the sum of estimated instances of an expressed want (or demand) for housing (based on existing and projected housing consumption patterns of households in the top 60% of the income distribution of a community) together with the estimated instances of a basic need for housing shelter (based on a set of minimum housing occupancy standards for households in the bottom 40% of the income distribution of a community).

*Housing needs*_(Normative) - the sum of estimated instances of need for housing shelter based on a set of minimum housing occupancy standards for households in the bottom 40% of the income distribution of a community.

*Housing needs*_(Consumption) - the sum of estimated instances of an expressed want (or demand) for housing based on existing and projected housing consumption patterns for households in the top 60% of the income distribution of a community.

A5.6 The model takes into account both *housing needs*_(Normative) and *housing needs*_(Consumption) on the grounds that an over reliance on either measure will not provide an appropriate indication of the *housing needs*_(Total) of a community. An over reliance on a *housing needs*_(Normative) based model for identifying the *housing needs*_(Total) of a community will understate the effect household income (in conjunction with the taxation system) has on determining individual householder decisions on investment in and consumption of housing in excess of specified modest housing standards.

A5.7 An over reliance on a *housing needs*_(Consumption) model will understate the need for more modest housing conforming with specified basic housing standards (particularly in areas where zoning does not allow for a range of more modest forms of housing or in those with higher property values).

A5.8 For the purposes of this model, the concept of *housing needs*_(Normative) is used to calculate the number and/or proportion of dwelling sizes needed by different household types and sizes in the lowest 40% of the income distribution of a community. The Queensland Department of Housing dwelling allocation standards are used to identify 'appropriate' dwelling sizes for different household types and sizes

A5.9 The concept of *housing needs*_(Consumption) is used to calculate the number and/or proportion of dwelling sizes needed by different household types and sizes in the top 60% of the income distribution of a community.

A5.10 The housing analysis needs model uses these two concepts to provide a means for estimating the existing and projected housing needs of a community. The elements of this model are described below.

Investigation of existing housing consumption and identification of existing housing needs (in numbers and rates)

A5.11 This element of the model provides a means for calculating the existing housing consumption patterns by household and dwelling size in the lowest 40% of the income distribution (low income households) and the upper 60% of the income distribution (middle and upper income households).

A5.12 It also allows the existing *housing needs*_(Normative) and *housing needs*_(Consumption) of the community to be calculated.

A5.13 The consumed housing types for households in the top 60% of the income distribution of the community are, for the purposes of this model, assumed to generally represent satisfactory housing or preferred choice of housing for these households. However, it is acknowledged that in areas with higher property values and/or restrictive residential zoning housing options for middle income households may also be limited.

A5.14 The consumed housing types for households in the bottom 40% of the income distribution of the community are, for the purposes of this model, not assumed to necessarily represent satisfactory housing or preferred housing. This is because the housing options of low income householders are limited by their economic circumstances and therefore they may be consuming housing that does not meet basic shelter occupancy standards or paying more for housing, than they might otherwise have to, if more modest occupancy standard housing was available.

A5.15 Exceptions to the basic premises underpinning this part of the model will also apply to low income groups. For example, it is acknowledged that the households in the upper range of the low income household group may be able to consume satisfactory housing in areas with low property values and/or non-restrictive residential zonings.

- A5.16 The virtue of the model is that it provides a starting point for an exploration of these issues and provides data on how different household types within these household income categories are consuming housing in the local government area. This information will be provided at both the LGA and SLA level and thereby provide data that is useful for planning from the local area plan level up to the whole-of-local government area level.
- A5.17 An investigation of these issues is important because low income households are routinely faced with fewer housing choices than other households, particularly in areas with higher property values and/or restrictive residential zonings. In addition, the consumption patterns of higher income households are a consideration when seeking to determine the supply of housing currently available to low income households. This is because higher income householders compete with low income households for modest affordable dwelling forms in areas with high property values and/or areas lacking housing options.
- A5.18 In acknowledgement of this issue, the model incorporates a means for determining the types of dwellings that can be considered appropriate to meet the basic housing shelter requirements of different household types. The Queensland Department of Housing's dwelling allocation standards are used for this purpose.
- A5.19 For example, based on this standard, a one bedroom dwelling (flat, unit or boarding house room) can be considered appropriate for a lone person household whilst a dwelling with two bedrooms can be considered appropriate for a household comprising a single parent and one child. These allocation standards provide an existing dwelling need rate for these households.
- A5.20 Using this approach, the existing *housing needs* ^(Normative) of a community can be calculated, i.e. the calculation provides an estimate of the size of dwellings that can be considered appropriate to meet the existing housing needs of different household types in the lowest 40% of the income distribution.
- A5.21 This is achieved by applying the Queensland Department of Housing's dwelling allocation standards to the different household types in each dwelling size category as identified by the data¹⁵ for the selected area under investigation. These figures are then compared with the actual consumption numbers of each household type against their appropriate dwelling size category to identify whether there is an existing, indicative shortfall or otherwise of appropriate housing for these households.
- A5.22 The existing housing consumption patterns of households in the top 60% of the income distribution are used to estimate the preferred types of dwellings for meeting their existing and future housing needs.
- A5.23 Using this approach, the existing *housing needs* ^(Consumption) of a community can be calculated, i.e. the calculation provides an estimate of the types of dwellings that can be considered preferred dwellings for meeting the existing housing needs of different household types in the top 60% of the income distribution.
- A5.24 This is achieved by identifying the consumption patterns for the different household types by dwelling size category identified by the data¹⁵ for the selected area under investigation.

Investigation of projected housing needs

- A5.25 This element of the housing needs model identifies the number of dwellings that will be required for different household types over 5, 10, 15, 20 and 25 year periods. Population projections by household type form the basis for estimating the number of different household types for each period.
- A5.26 The Queensland Department of Housing's dwelling allocation standards are used to estimate the existing small and large dwellings needed by each household type in the lowest 40% of the income distribution. The existing consumption pattern rate of households in the top 60% of the income distribution are used to estimate the existing preferred small and large dwellings needed by household type within this income distribution group.

Housing need output

- A5.27 This element synthesises the outputs of the model and links the projected housing needs for small and large households over 5, 10, 15, 20 and 25 year periods to the level of stock currently available to these households. The housing needs are categorised as small dwellings of one to two bedrooms and large dwellings of three or more bedrooms. The existing and projected needs for one to two bedroom dwellings are also intended to capture the need for more modest forms of one bedroom dwellings such as studio apartments where the sleeping area is combined with a living area. Housing analysis tables 24 to 28 provide examples of outputs from the housing analysis needs model for a large local government.

¹⁵ Custom ABS Data Set on household type, dwelling type and household income.



The terms used in Housing Analysis Tables 24 – 28 are defined as follows:

Household type categories:

Small household – lone person, couple, couple with dependent child or adult, lone parent with dependent or non-dependent child, and group (two person) households;

Large household – couple with two or more dependent children, lone parents with two or more dependent children, group (three or more persons) and all other remaining households.

Dwelling size categories:

Small dwelling – (studio, one and two bedroom dwellings) – flats, boarding house rooms, duplexes, townhouses, row houses, terrace houses, detached houses;

Large dwelling – (three plus bedroom dwellings) – flats, duplexes, townhouses, row houses, terrace houses, detached houses.

Income categories:

Low income households – number of households with equivalised gross household income in the lowest two quintiles (i.e. lowest 40%) of the household distribution;

Moderate-high income households – number of households with an equivalised gross household income in the highest three quintiles (i.e. highest 60%) of the household income distribution.

Equivalised gross household income – gross household income adjusted by an equivalence scale to facilitate the comparison of income levels between households of differing size and composition, reflecting the requirement of a larger household to have a higher level of income to achieve the same standard of living.

Housing Analysis Table 24: An example of a housing need model output on existing housing needs for two household types

TABLE BASED ON 2 HOUSEHOLD TYPES

Household (HH) Type	No. of HHs	Small Dwellings (1&2 Beds)			Large Dwellings (3+ Beds)		
		Low Income HHs	Mod-High Income HHs	Total	Low Income HHs	Mod-High Income HHs	Total
Small	37,263	(b) 7,834	(c) 4,553	12,388	(h) 10,947	(i) 13,929	24,876
Large	12,632	(d) 523	(e) 214	737	(k) 6,039	(j) 5,856	11,895
Total HHs	49,896	8,357	4,767	(f) 13,124	16,986	19,785	(m) 36,771
				(a) 23,548			(g) 26,347
				Indicative Need Small Dwellings			Indicative Need Large Dwellings
				23,334			13,929
				214			12,418
				(a) 23,548			(g) 26,347

Indicative Mismatch:	-10,424
	Refer note MM1

	10,424
	Refer note MM2

Notes:

Indicative Need Small Dwellings (a) = (b + c + e + h) = All Small HHs with Low Income + all Mod-High Income HHs who choose to consume Small Dwellings.
 Mismatch in No. of Small Dwellings (MM1) = (f) - (a) = Estimated requirement for small dwellings less stock currently available in area.

Mismatch in No. of Large Dwellings (MM2) = (m) - (g) = Estimated requirement for large dwellings less stock currently available in area.

Indicative Need Large Dwellings (g) = (i + j + k + d) = All Large HHs with Low Income + all Mod-High Income HHs who choose to consume Large Dwellings.

Housing consumption of Small Dwellings by Small and Large, Low and Mod-High Income HHs (f) = (b + c + d + e).

Housing consumption of Large Dwellings by Small and Large, Low and Mod-High Income HHs (m) = (h + i + k + j).

Dwelling size for Mod-High Income HHs is according to housing consumption preferences (i.e. Small Dwellings are considered to be preferred housing for Small Mod-High Income HHs and Large Dwellings are considered to be preferred housing for Large Mod-High Income HHs).

Dwelling size for Low Income HHs is according to the Queensland Department of Housing's dwelling allocation standard (i.e. Small Dwellings are considered to be appropriate housing for Small Low Income HHs and Large Dwellings are considered to be appropriate housing for Large Low Income HHs).

Beds = Bedrooms

HHs = Households

MM1 = Mismatch in number of small dwellings

MM2 = Mismatch in number of large dwellings

Housing Analysis Table 25: An example of a housing need output on existing housing needs for 8 household types

TABLE BASED ON 8 HOUSEHOLD TYPES

Household (HH) Type	Total HHs	Small Dwellings (1&2 Beds)			Large Dwellings (3+ Beds)				
		Low Income HHs	Mod-High Income HHs	Total	Indicative Need Small Dwellings	Low Income HHs	Mod-High Income HHs	Total	Indicative Need Large Dwellings
1. Lone person	12,000	(b) 4,417	(c) 2,122	6,539	9,499	(h) 2,960	(i) 2,501	5,461	2,501
2. Couple only	15,383	(b) 1,875	(c) 1,476	3,351	8,394	(h) 5,043	(i) 6,989	12,032	6,989
3. 2 persons, couple/ lone parent+1child	4,315	(b) 636	(c) 595	1,232	2,312	(h) 1,080	(i) 2,003	3,083	2,003
4. Couple, 1 dep child	3,353	(b) 245	(c) 197	442	1,400	(h) 958	(i) 1,952	2,911	1,952
5. Lone parent, 1 dep child	2,213	(b) 662	(c) 162	824	1,730	(h) 906	(i) 484	1,389	484
6. Lone parent, 2+ children	2,470	(d) 217	(e) 22	239	22	(k) 1,834	(j) 397	2,232	2,448
7. Couple, 2+ children	8,639	(d) 204	(e) 105	309	105	(k) 3,749	(j) 4,582	8,330	8,534
8. Family/ Group	1,523	(d) 102	(e) 87	190	87	(k) 456	(j) 877	1,334	1,436
Total	49,896	8,357	4,767	(f) 13,124	(a) 23,548	16,986	19,785	(m) 36,771	(g) 26,347

Indicative Mismatch:

- 10,424

Refer note MM1

10,424

Refer note MM2

Notes:

Indicative Need Small Dwellings (a) = (sum(b) + sum(c) + sum(e) + sum(h)) = All Small HHs with Low Income + all Mod-High Income HHs who choose to consume Small Dwellings.

Mismatch in No. of Small Large Dwellings (MM1) = (f) - (a) = Estimated requirement for small dwellings less stock currently available in area

Indicative Need Large Dwellings (g) = (sum(i) + sum(j) + sum(k) + sum(d)) = All Large HHs with Low Income + all Mod-High Income HHs who choose to consume Large Dwellings.

Mismatch in No. of Large Dwellings (MM2) = (m) - (g) = Estimated requirement for large dwellings less stock currently available in area

Housing consumption of Small Dwellings by Small and Large, Low and Mod-High Income HHs (f) = (sum(b) + sum(c) + sum(d) + sum(e))

Housing consumption of Large Dwellings by Small and Large, Low and Mod-High income HHs (m) = (sum(h) + sum(i) + sum(j) + sum(k) + sum(l))

Dwelling size for Mod-High Income HHs is according to housing consumption preferences (i.e. Small Dwellings are considered to be preferred housing for Small Mod-High Income HHs and Large Dwellings are considered to be preferred housing for Large Mod-High Income HHs).

Dwelling size for Low Income HHs is according to the Queensland Department of Housing's dwelling allocation standard (i.e. Small Dwellings are considered to be appropriate housing for Small Low Income HHs and Large Dwellings are considered to be appropriate housing for Large Low Income HHs).

Beds = Bedrooms

MM1 = Mismatch in number of small dwellings

HHs = Households

MM2 = Mismatch in number of large dwellings



Housing Analysis Tables 26-28: An example of housing need output linking existing and projected need for small and large dwellings
Table 26

ALL DWELLINGS						
Year	Census & Projection Data	5 yr Projections	10 yr Projections	15 yr Projections	20 yr Projections	25 yr Projections
Projected Dwelling Need	2001 49,896	2006 62,194	2011 76,182	2016 91,076	2021 106,202	2026 121,581
Existing Stock	(f + m) 49,896					
						Projected change over period 2001-2026 71,686

Existing stock is assumed to remain constant over each projection period as the Queensland Department of Housing does not have access to sufficient data to make assumptions about the capacity of a local government area to accommodate and/or facilitate the delivery of different numbers and proportions of small and large dwellings, i.e. the model does not assume any growth in small or large dwellings over the projection periods.

Table 27

Small Dwellings (1&2 Beds)						
Year	Census & Projection Data	5 yr Projections	10 yr Projections	15 yr Projections	20 yr Projections	25 yr Projections
Indicative Need	(a) 23,548	29,353	35,954	42,984	50,122	57,381
Existing Stock	(f) 13,124					
Indicative Mismatch	-10,424	-16,228	-22,830	-29,859	-36,998	-44,256

Refer note MM1 Table 19

Beds = Bedrooms
HHs = Households

MM1 = Mismatch in number of small dwellings
MM2 = Mismatch in number of large dwellings

Table 28

Large Dwellings (3+ Beds)						
Year	Census & Projection Data	5 yr Projections	10 yr Projections	15 yr Projections	20 yr Projections	25 yr Projections
Indicative Need	(g) 26,347	32,841	40,228	48,093	56,080	64,201
Existing Stock	(m) 36,771					
Indicative Mismatch	10,424	3,930	-3,456	-11,321	-19,309	-27,429

Refer note MM2 Table 19

Notes

(a) and (g) Indicative Need Data for this period is derived from 1996 and 2001 ABS Census data

(f) and (m) Existing Stock Data for this period is taken from 2001 ABS Census data

Indicative need for small (one and two bedroom) dwellings and large (three or more bedroom) dwellings is based on the model's assessment of existing needs of the estimated number of small and large households as of 2001 and the projected growth in small and large households over subsequent five year intervals. As the model does not assume any growth in small or large dwellings in the local government area over each five year projection period, it effectively presents an indicative worst case or base case scenario for reviewing housing needs in a local government area.



Appendix 6: Using the outputs of the housing needs model

- A6.1 The outputs of the housing needs model are presented in five tables. Examples of these tables can be seen in Appendix 5. Tables 24 and 25 of the housing needs model provide information on the existing housing need for a range of household types. Tables 26, 27 and 28 provide projected housing need information. The outputs of Tables 27 and 28 provide the projected need and the projected indicative mismatch of small and large dwellings based on current housing supply.
- A6.2 The outputs of the housing needs model provide the basis for a housing needs assessment. However, as the outputs of the housing needs model are indicative only and the outputs do not represent an exact representation of need, a local government will need to review the outputs before they can be used in a housing needs assessment. The outputs can be reviewed as presented, or alternatively, after a local government has adjusted the projected housing need and/or included data on projected housing supply. This additional information will produce a more accurate estimation of the indicative mismatch of small and large dwellings over the projected time period. Tables 27 and 28 only provide an estimation of housing supply based on recent Census data and carry forward this figure for the subsequent five intervals, overstating the scale of the potential mismatch in the future.
- A6.3 In Table 26, the 'projected dwelling need' is the projection of the total number of dwellings needed to accommodate the future community. The 'projected dwelling need' may be different to the projected future dwelling requirements used by a local government for their planning. For the purposes of forward planning, a local government may use information from a number of sources to project future dwelling requirements, including one or more of the following:
- the Department of Local Government, Planning, Sport and Recreation's Planning and Forecasting Information Unit (PIFU);
 - the growth assumptions of priority infrastructure plans (PIP); and
 - the dwelling targets of a regional plan.
- A6.4 Each of the above information sources may use a different methodology or source data to project future dwelling requirements. Consequently, the projected dwelling numbers may be different. Local government can adjust the 'projected dwelling need' of the housing needs model documented in Table 26 to reflect the projected households that are used in other forward planning work. Any changes to the 'projected dwelling need' in Table 26 will require the data for the 'indicative need' for small and large dwellings to be updated in Tables 27 and 28. The methodology for adjusting both the 'projected dwelling need' and 'indicative need' is documented in Sections A6.7 and A6.8. Any changes to the 'projected dwelling need' or 'indicative need' in the housing needs model should be done in consultation with the Queensland Department of Housing.
- A6.5 The housing needs model enables data on projected existing stock (housing supply) to be included. Including projected housing supply in the housing needs model will enable the outputs to provide an estimation of the growth or reduction in housing need for small or large dwellings, taking into account changes in the supply of small and large dwellings over time. Section A6.9 provides the methodology for calculating 'existing stock' and updating the 'indicative mismatch' to reflect the projected housing supply of small and large dwellings.
- A6.6 The 'indicative need' for small and large dwellings provided by the model does not take account of existing stock in the local government area. It is the model's 'indicative mismatch' between small and large dwellings and small and large households, taking into account the existing housing supply. The 'indicative mismatch' provides an indication of how the housing supply in a local government area is meeting the identified housing needs of the community. Tables 26 and 27 provide local governments with the opportunity to estimate the 'indicative mismatch' in the future by inputting the estimated supply of small and large dwellings in the future. Local government will need to review the 'indicative mismatch' using local knowledge, local data and the outputs of the housing analysis, in particular, household type, size and age trends and housing consumption (housing demand) data obtained from Tables 24 and 25 of the housing needs model. This will ensure that the estimation of housing needs presented in a housing needs assessment is relevant to the local government policy context.

Adjusting ‘projected dwelling need’

- A6.7 The ‘projected dwelling need’ can be adjusted using one or more of the following:
- housing projections for the local government area provided by PIFU;
 - housing projections from a PIP for the local government area;
 - dwelling targets for the local government area in a regional plan; or
 - the household type and age profile, and the population age/sex projections of the housing needs analysis.

Updating ‘indicative need’

- A6.8 The ‘indicative need’ can be updated by applying the proportion of ‘indicative need’ for small and large dwellings to the ‘projected dwelling need’. It is important to note that the ‘indicative need’ for small and large dwellings must add up to the ‘projected dwelling need’ for that year.

Calculating ‘existing stock’ projections

- A6.9 The cells in the ‘existing stock’ row of Tables 27 and 28 have been left blank. Local governments can input data into this row. The data required is an estimation of the amount housing that will be supplied. The ‘existing stock’ or projected supply of housing can be determined by using:
- the dwelling type profile (Table 11) and the dwelling approval data (Table 20) in the housing analysis to project the future supply of small and large households. To convert dwelling type to dwelling size, assumptions about the proportion of detached, attached and multi-unit dwellings that will have two or less bedrooms or three or more bedrooms will be needed to be made; or
 - assumptions based on past dwelling and land supply trend data that is held by the local government; or
 - household projections of a PIP for the local government area where the PIP has projected dwelling type. The dwelling type of the PIP housing projection needs to be converted to dwelling size by making assumptions on the proportion of detached, attached and multi-unit dwellings that will have two or less bedrooms or three or more bedrooms.

Recalculating ‘indicative mismatch’

- A6.10 Changes to ‘projected dwelling need’ and ‘existing stock’ will require the ‘indicative mismatch’ to be updated. This can be done by subtracting the ‘existing stock’ from the ‘indicative need’ for that year.



Appendix 7: Using the housing analysis and other information to prepare a housing needs assessment

- A7.1 A housing needs assessment is an investigation at the local government level of the existing and projected housing needs, taking into account the outputs of the housing analysis and local information that identifies:
- demographic and housing consumption (housing demand);
 - existing stock (housing supply and housing market supply);
 - housing needs; and
 - housing options that respond to the identified housing needs.
- A7.2 The Queensland Department of Housing will provide advice on preparing a housing needs assessment, including advice on using the housing analysis and the identification of other data sources. Local governments are encouraged to use a range of local information sources on housing issues and seek input from key stakeholder groups such as:
- local divisions of peak property industry groups;
 - local property developers, builders and real estate agents;
 - local community groups or organisations with an interest in housing matters; and
 - local community housing organisations.
- A7.3 A housing needs assessment should be prepared for the whole local government area. However, individual local governments may chose to provide a more detailed analysis for parts of their local government areas. If this is approach is chosen, local governments are encouraged to undertake the analysis in descending spatial order. This approach will provide a contextual framework for reviewing the housing needs of the smaller spatial units.
- A7.4 Examples of how the data in the housing analysis can inform the identification of housing needs and housing options in a housing needs assessment are outlined in Table 3. The data required to meet the minimum requirements of a housing needs assessment are indicated in **bold text**.

Table 3: Links between the housing analysis, local knowledge and Housing Needs Assessment

Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Demographic characteristics		
Tables 1 and 2	Age/household type profile, and population trends (Census Time Series)	<p>HA - Provides data from latest two Censuses on age and household characteristics, which is useful for identifying existing and emerging local government, district or suburban age/household typologies and related housing needs (relative to Queensland comparison provided).</p> <p>Local knowledge - Local knowledge can be used to query existing and emerging local government, district or suburban age/household types and related housing needs indicated by the Census data, e.g. Does the local government have an ageing population? What are their likely housing needs?</p>

Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Table 3	Projected population age/sex type profile (Time Series)	<p>HA - Provides age/sex population trend data for four age groups to 2026.</p> <p>Local knowledge - Apply local knowledge to broad age group projection trends at the LGA level. This data could indicate that the 65-plus age cohort will increase significantly in the future. This local knowledge will provide insight into current issues around the provision of housing for older persons, e.g. In what suburbs or districts is this housing being provided? Is it being provided in locations with good access to services and facilities?</p>
Table 4	Estimation of number and proportion of persons with a disability and the correlation with age	<p>HA - Provides data that can be used in conjunction with local government population/age profile data to determine anticipated trends in levels of disability for future planning, including supportive planning scheme and non-scheme measures.</p> <p>Local knowledge - Some local governments may have detailed information on these issues via their service functions such as auspicing Home and Community Care Services. Community groups providing services to the elderly and people with a disability may also have a range of information.</p>
Table 5	Estimation of persons with a disability across a range of activities by age	<p>HA - Provides additional data that can be used in conjunction with local government population/age profile data to determine anticipated trends in levels of disability for future planning, including supportive planning scheme and non-scheme measures.</p> <p>Local knowledge - Some local governments may have detailed information on these issues via their service functions, such as auspicing Home and Community Care Services. Community groups providing services to the elderly and people with a disability may also have a range of information.</p>
Table 6	Disability characteristics – number and proportion of persons with a physical disability on a Disability Support Pension	<p>HA - Provides actual numbers of persons receiving a disability pension whose housing outcomes can be used for future planning, including supportive planning scheme and non-scheme measures.</p> <p>Local knowledge - Some local governments may have detailed information on these issues via their service functions, such as auspicing Home and Community Care Services. Community groups providing services to the elderly and people with a disability may also have a range of information.</p>



Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Table 7	Indigenous status profile (Census Series)	<p>HA - Provides information on the number and proportion of the population with an Indigenous heritage whose housing outcomes would be enhanced by opportunities for the provision of larger dwellings.</p> <p>Local knowledge - Understanding of the dwelling forms that meet the needs of Indigenous households.</p>
Table 8	Overseas birthplace profile (Census Series)	<p>HA - Provides information on the number and proportion of overseas born population whose housing outcomes would be enhanced by opportunities for the provision of larger dwellings.</p> <p>Local knowledge - Understanding of the dwelling forms that meet the needs of people from overseas living in the local government area.</p>
Table 9	Industry (workforce) profile (Census Time Series)	<p>HA - Provides information on the numbers of part and full time workers in the various employment sectors and additional insight into local community profiles and potential housing needs.</p> <p>Local knowledge - Local knowledge will be useful in reviewing this information. For example, the availability of suitable housing to meet the needs of tourism related workers or itinerant agricultural workers.</p>
Housing market characteristics		
Table 10	Housing tenure (Census Time Series)	<p>HA - Provides data from the last two Censuses on housing tenure. The data will provide an indication of the relative level of tenure mix, including changes over the Census periods.</p> <p>Local knowledge - Local knowledge is useful for confirming or identifying existing and emerging suburban or district age/household types and related housing needs indicated by the Census data. Relatively low levels of rental stock may indicate the presence of zoning and/or code/planning standards constraints to the delivery of flats for rent. This information should be cross-referenced with data on rental stock breakdown. This data can also be useful in identifying and confirming existing and emerging suburban or district age/household types.</p>

Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Table 11	Existing dwelling type profile (Census Time Series)	<p>HA - Provides data from the last two Censuses on dwelling type profile. The data will provide an indication of the level of and changes to housing mix over the Census periods.</p> <p>Local knowledge - Local knowledge is useful for identifying where the different housing mixes in the suburb or district are located and which areas have been accommodating changes to this mix.</p>
Table 12	Housing rents by bedroom size (Time Series) (Median rents)	<p>HA - Provides data from the last two Censuses on housing rents by bedroom size. The data will provide an indication of the relative rent levels of housing by bedroom sizes and changes to those rent levels over the Census periods.</p> <p>Local knowledge - Local knowledge is useful for identifying where the different size and standard of rental flats and semi-detached dwellings/townhouses in the suburb or district are located, and which areas have been accommodating new, higher cost development.</p>
Table 13	Number and type of rental dwellings	<p>HA - Provides more detailed data from the last two Censuses on housing that is more typically used by low income householders.</p> <p>Local knowledge - Local knowledge is useful for identifying where different rental stock is located in the suburb or district.</p>
Table 14	Number and proportion of low income households (renters) paying greater than 30% on housing costs	<p>HA - Provides information on number and proportion of low income householders (renters) paying greater than 30% on housing costs. This is an indicator of persons living in 'unaffordable' housing.</p> <p>Local knowledge - Local government is unlikely to have additional data.</p>



Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Tables 15 and 16	<p>Affordable rental stock by bedroom size (Census Time Series)</p> <p>Affordable Rental Stock - percentage of total stock (Census Time Series)</p>	<p>HA - Provides data from the last two Censuses on affordable rental housing stock (by bedroom size) and percentage of rental stock that is affordable. This data provides an indication of the number of available affordable housing rental stock (by bedroom size) in the suburb or district and any changes in stock availability between Censuses. The data will also provide an indication of relative proportions of this stock that is affordable and how these have changed since the last Census period.</p> <p>Local knowledge - Local knowledge is useful for identifying where the different size and standard of rental flats and semi-detached dwellings/townhouses in the suburb or district are located, and which areas have been accommodating new, higher cost development.</p>
Table 17	<p>Home purchase affordability (Median weekly housing repayment vs median weekly income) (Time Series)</p>	<p>HA - Provides information on increases or decreases in home purchase affordability. This data provides an indication of relative home purchase affordability and charts annual changes over a five-year period.</p> <p>Local knowledge - Local knowledge is useful for identifying the typical range of house prices across areas within a suburb or district.</p>
Tables 18 and 19	<p>Home purchase and land sale price (median) (Time Series)</p>	<p>HA - Provides information on increases or decreases in median dwelling type prices and land sales.</p> <p>Local knowledge - Local knowledge is useful for identifying the typical range of house prices across areas within a suburb or district.</p>
Table 20	<p>Dwelling type applications (Time Series)</p>	<p>HA - Provides information on annual dwelling type housing supply outputs over a six-year period. Outputs may or may not be influenced by zoning and/or code/planning standards constraints for multiple dwellings.</p> <p>Local knowledge - Local knowledge is useful for identifying where the different dwelling types are being constructed in the suburb or district.</p>

Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Table 21	Caravans and boarding houses (Census - Time Series)	<p>HA - Provides information on supply trends for transitional and related forms of housing.</p> <p>Local knowledge - Local governments licence caravan parks and boarding houses and will have up-to-date information with which to review these supply trends.</p>
Table 22	Level of homelessness (Census)	<p>HA - Provides information on homelessness and an indication in part of the need for short-term, shelter and emergency accommodation.</p> <p>Local knowledge - Local governments can access up-to-date information on this housing issue from their local community housing organisations.</p>
Table 23	Weekly household income by tenure (Census)	<p>HA - Provides information on the household income. This data can be cross referenced with other data sets to provide more insight into existing suburban or district age/household typologies and related housing issues and needs.</p> <p>Local knowledge - Local knowledge can be used to query existing suburban or district age/household typologies and related housing needs indicated by the Census data.</p>
Housing analysis needs model outputs		
Tables 24 and 25	Existing housing consumption patterns by household type, by dwelling size, and by income profile (housing demand)	<p>HA - Provides information on the range of household types consuming small and large dwellings.</p> <p>Local knowledge - This data is intended to be used in conjunction with age/household type trend, population and age trends and population age/sex projections from the housing analysis together with local information to review the existing and projected 'indicative needs' and 'indicative mismatch' outputs of the housing needs model.</p>
Tables 24 and 25	'Indicative need' (existing) for small and large dwellings 'Indicative mismatch' (existing) between the number of small and large households and the supply of small and large dwellings	<p>HA - Provides estimations of the 'indicative need' (existing) for small and large dwellings for a range of household groups and the 'indicative mismatch' (existing) between small and large dwellings and households.</p> <p>Local knowledge - This data is intended to be reviewed against household/age type profile and existing housing supply data from the housing analysis and local government sources.</p>



Housing analysis table number	Housing analysis table name	Using the housing analysis (HA) outputs and local knowledge to inform a housing needs assessment
Table 26	'Projected dwelling need' (in 5, 10, 15, 20 and 25 year intervals)	<p>HA – Provides an estimate of the total dwellings needed to accommodate projected numbers of future households.</p> <p>Local knowledge – Local governments may wish to review this data against other data sources as outlined in Appendix 6.</p>
Tables 27 and 28	<p>'Indicative need' (existing and projected) for small and large dwellings (5, 10, 15, 20 and 25 year intervals)</p> <p>'Indicative mismatch' (existing and projected) between the number of small and large households and the supply of small and large dwellings.</p>	<p>HA - Provides an estimation of the existing and projected 'indicative need' for small and large dwellings and the existing and projected 'indicative mismatch' (projected) between small and large dwellings and households.</p> <p>Local knowledge - This data is intended to be reviewed against age/household type trend, population and age trends and population age/sex projections from the housing analysis and local information.</p>
Tables 27 and 28	'Existing stock' of small and large dwellings (housing supply)	<p>HA – 'Existing stock' (housing supply) data is used in the housing needs model to establish mismatches between 'indicative need' for dwellings and the supply of dwellings.</p> <p>Local knowledge – Local governments can supplement this data with local information.</p>

Appendix 8: Planning scheme analysis (identifying opportunities)

Identifying well-serviced locations

- A8.1 Well-serviced locations can be located in either existing or emerging communities and can be existing or planned. Consequently, well-serviced locations can be located in greenfield or infill areas where future services are planned. This appendix sets out the process of identifying well-serviced locations in greenfield and infill areas, as well as the process for identifying well-serviced locations for special needs housing.
- A8.2 The provision of a range of housing options in well-serviced locations has a number of benefits, including:
- improved use of local services and public transport;
 - improved access to services for greater numbers of people;
 - improved opportunities for physical activity;
 - increased opportunities for social interaction;
 - increased safety;
 - revitalisation of existing areas; and
 - improved environmental outcomes.

Identifying opportunities in greenfield locations

- A8.3 Greenfield areas can provide a range of housing options by the provision of a mix of lot sizes distributed throughout the whole development area. A greater range of housing options, including small lot and medium density housing should be located within well-serviced locations. The identification of well-serviced locations should include the area that is within walking distance of any planned centre that provides a range of public transport, retail, employment, educational, community or recreation services. The density of any proposed development within the emerging well-serviced location should be sufficient to support the range of proposed services. Greenfield development in well-serviced locations may also make provision for retirement village and nursing home or hostel accommodation.

Identifying opportunities in infill areas

- A8.4 In identifying appropriate infill areas for an increased range of housing options, a local government should have regard to the following:

Community stability and diversity

- A8.5 Increased housing options in infill areas can provide for increased community stability and diversity. In areas with ageing and declining populations, an increased range of housing options can provide opportunities for supporting facilities and services if their viability may be threatened by under-usage. In areas with a limited range of dwelling types and tenures, the provision of additional dwelling types and tenures can assist existing householders to meet their changing housing needs without having to relocate to another area.

Location issues

- A8.6 The allocation of zones providing for increased dwelling types and densities should support existing centres, transport nodes and employment areas. Opportunities for increasing employment opportunities in these areas should also be considered, and in particular, mixed use development in appropriate locations.

Urban regeneration issues

- A8.7 In areas which are subject to significant change and urban regeneration, providing and maintaining housing that supports diversity and stability within a community will represent a challenge that may require application of supplementary mechanisms for delivering housing at the lower end of the cost spectrum. The development of local area plans provides a vehicle for addressing the complex planning issues facing established areas which are undergoing significant change.

Potential opportunities

- A8.8 Infill areas, in particular those that are well-serviced and located in relation to employment, services and facilities, are likely to provide the most significant opportunities for accommodating greater ranges of dwelling types. Greater opportunities will be available in locations with significant redundant industrial areas or residential areas with larger, under-developed residential allotments. Fewer opportunities will be available in those areas containing significant proportions of character housing.



A8.9 The Queensland Department of Transport is developing a spatial mapping resource, the Land Use and Public Transport Accessibility Index (LUPTAI), which could assist larger local governments in the task of identifying and mapping well-serviced locations most suited for supporting a wider range of housing options.

Identifying well-serviced locations for housing suited to the specific needs of households

A8.10 While all residents require access to services, facilities and employment opportunities, some households may have particular access needs. Housing suited to the specific needs of these households should be integrated across the urban area in all locations that meet their needs. In determining well-serviced locations for these forms of housing, a local government should have regard to locational needs identified in Table 4.

Table 4: Typical characteristics and locational needs of housing suited to the specific needs of households

Housing type	Characteristics of household	Typical locational needs
Housing for persons with a disability.	People with a disability.	<ul style="list-style-type: none"> • Close proximity to a regular public transport service. • Town centres, schools, childcare and community centre within reasonable distance. • Close to social support and medical services relevant to their needs.
Boarding housing.	Single people; homeless people; young people; people with an intellectual disability; seasonal workers; and/or travellers.	<ul style="list-style-type: none"> • Easy walking distance to regular public transport service and convenience shops. • Access to bicycle and pedestrian paths. • Close to social support services relevant to resident needs.
Aged persons' housing.	Couple/single household; and/or independent/supported living arrangement.	<p>Locate the aged persons' housing as part of the community, with access to public transport, shops and community services:</p> <ul style="list-style-type: none"> • Safe and climatically comfortable walking distance (<800m on level terrain or 400m on hilly terrain) or bus ride to local shop, post office, chemist, newsagent, hairdresser, local park, post box, church and community facilities (e.g. seniors centre, library). • Easy walking distance to regular public transport service (<400m on level terrain; <200m on hilly terrain) to town centre, medical services, hospital, cinema, sporting facilities and adult education. • Balance the provision of segregated aged housing with opportunity for integration and interaction with the broader community.
Caravan and relocatable home parks.	Permanent residents; short-term residents; seasonal workers; and/or travellers.	<ul style="list-style-type: none"> • Easy walking distance to a regular public transport service, convenience shops. • Access to bicycle and pedestrian paths. • If anticipated to support permanent residents, walking distance to primary school and local community facilities (e.g. local park and community centre).

Appendix 9: Planning scheme analysis (identifying barriers)

Identifying planning scheme measures that may inhibit the provision of the identified range of housing options

- A9.1 The housing and residential development measures in a planning scheme need to work together to effectively facilitate a range of housing options in identified well-serviced locations. The following paragraphs provide examples of how planning scheme measures can improve opportunities for the private sector to provide housing of a size and type that would meet the community's housing needs. The IPA Plan Making Guideline 1/02 prepared by the Queensland Department of Local Government, Planning, Sport and Recreation provides guidance on drafting planning scheme provisions.
- A9.2 **Desired environmental outcomes (DEO)** should clearly articulate that a range of housing options that meet the needs of the community contributes to social and economic wellbeing. Important principles to reflect when drafting the DEO/s are that:
- housing options contribute to community cohesion and social diversity;
 - social and economic wellbeing is dependent upon the wellbeing of all the people living in the community; and
 - housing options are important to all households, regardless of their life-cycle needs and economic circumstances.
- A9.3 The **strategic framework** should include maps depicting major well-serviced locations intended to support housing options, together with statements that reflect the desired environmental outcomes on housing. The framework should also summarise the approach taken in the planning scheme to achieve the desired environmental outcomes on housing, i.e. it should outline the overall effect of scheme measures addressing housing options.
- A9.4 The planning scheme should **zone land** for an appropriate mix of housing options in specific locations identified in the planning scheme analysis. For example, the planning scheme identifies zones in greenfield and infill areas intended to accommodate the potential range of housing options that will meet identified needs. For example, these could include a range of the following:
- low density residential zones providing for detached dwellings and their secondary dwellings, small lot dwellings, single duplexes and other low impact multiple dwellings;
 - low to medium residential density zones providing for detached dwellings and their secondary dwellings, small lot dwellings and a range of multiple dwellings;
 - medium density residential zones providing for multiple dwellings of varying densities to take advantage of the range of opportunities provided by centres and public transport services;
 - high density residential zones providing for multiple dwellings at higher densities to take advantage of higher order centres and transport nodes; and/or
 - mixed use and centre zones providing for varying configurations of non-residential buildings and multiple dwellings.
- A9.5 The **assessment category** for dwelling types should reflect the intent of the zone. In instances where zones are intended to accommodate a range of dwelling types, the assessment categories should support their delivery and thus facilitate achieving the intent of the zone. For example, the planning scheme could make single duplex and other lower impact multiple dwelling developments self-assessable, and other forms of multiple dwelling developments code assessable, in appropriate zones and locations.
- A9.6 **Assessment criteria** (used in codes and other planning scheme elements) to assess dwelling and subdivision developments may not function individually and collectively to facilitate the provision of the full range of dwelling types and sizes needed by the community. In addition, criteria may include flat rate standards for minimum site area, private open space and car parking that are excessive or inadequate. Criteria incorporating flat rate planning standards can influence site yields, and thereby land costs for different dwelling types, sizes and configurations. Assessment criteria for dwelling and subdivision development should function individually and collectively to facilitate the delivery of the range of housing options (dwelling types and sizes) needed by the community. For example, assessment criteria in codes applying to the different residential areas should support their intended housing options and employ graduated planning standards.



- A9.7 **Graduated planning standards** should be incorporated into assessment criteria used in the relevant housing and residential codes. This will assist in providing a greater range of housing and enable housing to better meet the needs of its occupants (see Appendix 10). For example, codes should use plot ratio standards for determining appropriate building scales for residential zones, rather than flat rate minimum site area per dwelling standards. If minimum site area per dwelling standards are used, they should at the very least be graduated to take account of variations in bedroom numbers.
- A9.8 **Schedules – administrative definitions** include terms incorporated in standards described in planning schemes (such as acceptable or probable solutions) which are used to assess development applications. Planning schemes often use gross floor area in a plot ratio formula to determine an appropriate (in quantitative terms) building scale for different residential zones. Gross floor area definitions often exclude a number of building elements, such as balconies, that contribute to the scale of a building. The application of these administrative definitions can have unequal impacts upon site yields and thereby land costs for different dwelling types and sizes and development configurations. For example, the gross floor area definition used in a plot ratio standard for determining appropriate building scales for a multiple dwelling could include balconies and covered car parking. This type of definition for gross floor area will not disadvantage modest dwelling developments such as boarding houses and studio and one bedroom apartments employing uncovered car parking in lieu of covered car parking and smaller balconies (for individual apartments).
- A9.9 **Schedules – use class definitions** often include a broad range of dwelling types under the one residential use class definition. This can lead to all dwelling types under this use class triggering the same development assessment approach. Broad residential land use definitions do not support a more nuanced approach for facilitating a broader range of housing options. In addition, they can, when combined with flat rate planning standard for this one residential use class, exacerbate difficulties in achieving a range of housing options. This approach can unnecessarily impact on holding costs for the lower impact dwellings within this use class, and flat rate standards can impact upon their site yields and land costs. For example, a planning scheme could reduce the range of dwellings included in a generic residential land use definition, such as a ‘multiple dwelling’, by excluding single duplex developments from this definition.
- A9.10 **Schedules – use definitions** enable single uses in a use class to have their own definition. Use definitions enable individual dwelling types that are part of a use class to have their own assessment criteria. For example, the planning scheme should provide for the flexible use of detached dwellings and avoid discriminatory practices precluding certain types of households from occupying them, e.g. by not allowing households who are not related by blood, marriage or adoption from using and sharing a detached dwelling.
- A9.11 **Planning scheme policies** are an optional aspect of the planning scheme. They are intended to be used only to expand on matters that are already given expression in the planning scheme. Planning scheme policies are a local dimension which can be used when local governments would prefer to provide greater detail in the planning scheme than is included in the relevant scheme or code. For example, a planning scheme policy provides additional information to that provided in codes to assist applicants in preparing applications for developments comprising more modest dwellings, such as studio and one bedroom apartments and duplexes.

Appendix 10: Graduated planning standards

- A10.1 Planning standards can address minimum dwelling site area, private open space and car parking standards. These standards impact upon the site yields for dwellings of different types, sizes and bedroom numbers. The ability to provide a range of housing options depends on whether the required standards are flat rate or graduated.
- A10.2 Planning standards that impact upon the capacity of a planning scheme to facilitate housing options include:
- plot ratio standards;
 - minimum site area per dwelling standards;
 - minimum lot size standards;
 - minimum setback standards;
 - minimum car parking standards;
 - minimum private open space standards;
 - maximum site coverage standards;
 - maximum height standards;
 - minimum general open space standards;
 - minimum communal open space standards; and
 - minimum landscaping standards.
- A10.3 Planning standards addressing these matters should be performance-based and function as graduated standards as opposed to flat rate or universal standards. Planning standards should be based on the dwelling type and size, the needs of intended occupants and the impacts on existing and future neighbours. Graduated planning standards for determining building scale, building setback, private open space and car parking for dwellings should be considered by a local government as a means of facilitating housing options.
- A10.4 Graduated planning standards may not be appropriate for the full range of the housing and residential development issues. Flat rate standards may be appropriate for some generic residential amenity issues such as minimum landscaping standards. In some cases it may be considered appropriate to provide a consistent approach on a specific issue across all residential zones. In other instances, a graduated standards approach may be warranted.
- A10.5 Planning standards should facilitate a range of detached dwelling options, and in particular, more modest detached dwellings on small lots. Subdivision codes can also facilitate housing options by incorporating planning standards which allow a range of small, and small to medium allotment sizes.
- A10.6 Private open space and car parking standards for multiple dwellings represent examples of flat rate or universal standards commonly found in planning codes. Minimum courtyard and balcony standards for multiple dwelling units are invariably the same, regardless of bedroom numbers and the assumed household size. These private open space standards commonly default to the largest type of dwelling unit, which are often excessive for smaller dwelling units.
- A10.7 The use of plot ratio standards for determining appropriate building scales for residential zones, rather than flat rate minimum site area per dwelling standards, will also provide greater support for housing options, as they are much more responsive to a range of development scenarios. If minimum site area per dwelling standards are used, they should at the very least be graduated to take account of variations in bedroom numbers.
- A10.8 Graduated planning standards provide local governments with a mechanism to increase site yields while being consistent with the amenity needs of dwelling occupants and the adjoining neighbours. The advantage of graduated planning standards is that they also facilitate housing options that meet the needs of the community.



A10.9 This approach for establishing standards is also recommended for application to the development of infrastructure charging schedules. These schedules could take greater account of the different infrastructure loads which variations in dwelling types and sizes can be expected to place on a local government infrastructure network. For example, small dwellings (bed-sitters, studio apartments) designed for single person households could be charged lower rates than one bedroom apartments (designed for couples), which could be lower than two bedroom apartments and so on. These schedules might include a component that takes account of both average occupancy and design capacity rates for different dwelling types and sizes.

A10.10 The following tables and bar charts show examples of the impacts of flat rate and graduated minimum private open space and car parking standards on site yields and relative cost impact on the delivery of different dwelling types. These examples illustrate the potential disincentive that flat rate planning standards can have to the provision of smaller, more modest dwelling options.

Tables 5 and 6 show the percentage of the site used for private open space and car parking for various dwelling types and sizes, using flat rate planning standards.

Tables 7 and 8 show the percentage of the site used for private open space and car parking for various dwelling types and sizes, using graduated planning standards.

A comparison of Tables 5, 6, 7 and 8 demonstrates that when graduated planning standards are used, the percentage of the total site used for private open space and car parking is more equitable for a range of dwelling types and sizes. It also demonstrates that for smaller dwellings, the total percentage of the site needed for car parking and private open space can be lower than existing provisions.

Tables 9 and Table 10 demonstrate how a medium density residential zone could use graduated planning standards to improve the site yields and reduce land cost per unit.

Table 11 provides an example of how graduated planning standards for private open space could be established.

Table 12 shows how graduated planning standards could be set for private open space.

Table 5: Percentage of sites used for private open space and car parking for various dwelling types and sizes under flat rate planning standards.

DWELLING BREAK-UP (for a ground floor dwelling unit)												
	Three bedroom		Medium two bedroom		Small two bedroom		One bedroom		Studio		Boarding house	
	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site
Area of unit	120	62%	85	53%	65	46%	50	40%	30	29%	10	12%
Minimum private open space standard (m ²)	35	18%	35	22%	35	25%	35	28%	35	33%	35	41%
Minimum car parking standard (m ²)	40	21%	40	25%	40	29%	40	32%	40	38%	40	47%
Total site consumption (m ²)	195	100%	160	100%	140	100%	125	100%	105	100%	85	100%

Table 6: Bar chart shows the percentage of sites used for private open space and car parking for various dwelling types and sizes under flat rate planning standards.

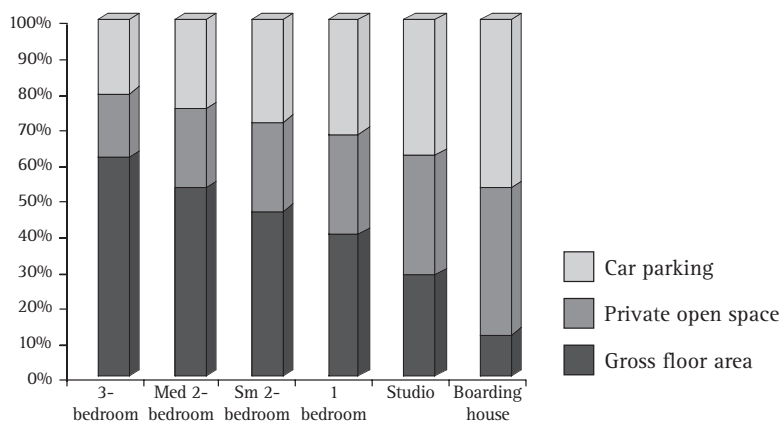


Table 7: Percentage of sites used for private open space and car parking for various dwelling types and sizes under graduated planning standards.

DWELLING BREAK-UP (for a ground floor dwelling unit)												
	Three bedroom		Medium two bedroom		Small two bedroom		One bedroom		Studio		Boarding house	
	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site	Area (m ²)	% of total site
Area of unit	120	55%	85	52%	65	46%	50	45%	30	43%	10	50%
Minimum private open space standard (m ²)	40	18%	30	18%	25	18%	20	18%	10	14%	3	15%
Minimum car parking standard (m ²)	60	27%	50	30%	50	36%	40	36%	30	43%	7	35%
Total site consumption (m ²)	220	100%	165	100%	140	100%	110	100%	70	100%	20	100%

NB: The figures in this table are examples only and are not actual recommended areas and percentages.

Table 8: Percentage of site used for private open space and car parking for various dwelling types and sizes under graduated planning standards.

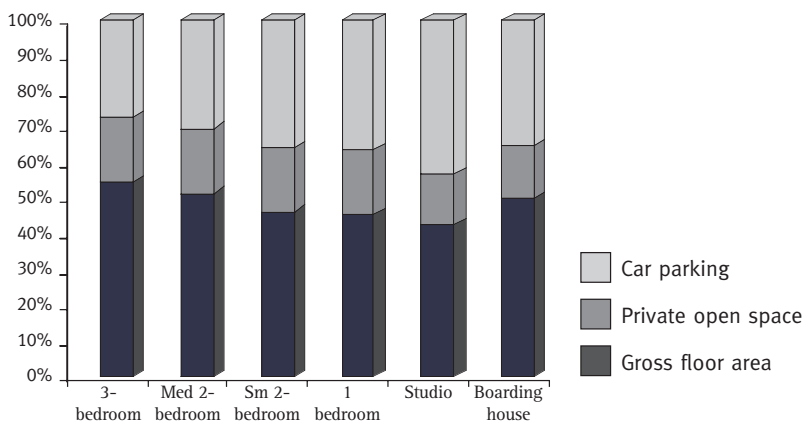




Table 9: Example of how graduated planning standards could be applied in a medium density residential zone to improve site yields and reduce land cost per unit for small units.

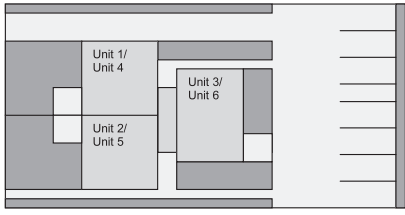
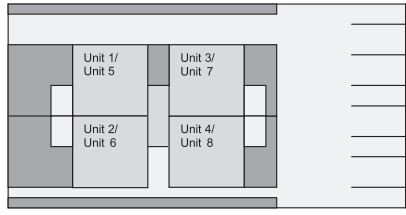
<p>Proposal A – One-bedroom units (48m²) on \$360,000, 810m² allotment in a typical low-medium density residential zone.</p> <p>Private open space standards</p> <ul style="list-style-type: none"> • LG flat rate private open space standards require: <ul style="list-style-type: none"> - courtyards with a minimum area of 35m² and minimum dimension of 3 metres; - balconies with a minimum dimension of 3 metres (i.e. minimum area of 9m²); and - assume no other recreation space standards. <p>Site yield and land cost per unit</p> <ul style="list-style-type: none"> • Allows yield of six one-bedroom units. • Land cost per unit is \$60,000. 	<p>Proposal B - One-bedroom units (48m²) on \$360,000, 810m² lot in a typical low-medium density residential zone.</p> <p>Private open space standards</p> <ul style="list-style-type: none"> • LG graduated private open space standards could allow: <ul style="list-style-type: none"> - courtyards with a minimum area of 18m² and minimum dimension of 2.5 metres; - balconies with a minimum dimension of 2.1m and minimum area of 6m²); and - Assume no other recreation space standards. <p>Site yield and land cost per unit</p> <ul style="list-style-type: none"> • Allows yield of eight one-bedroom units. • Land cost per unit is \$45,000. 
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Table 10: Example of how graduated planning standards could be applied in a medium density residential zone to support the delivery of a range of dwelling sizes.

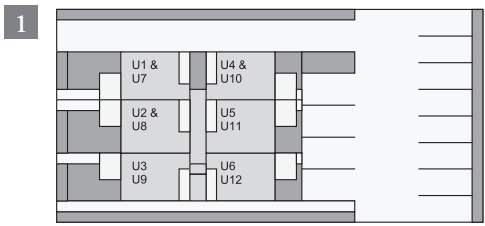
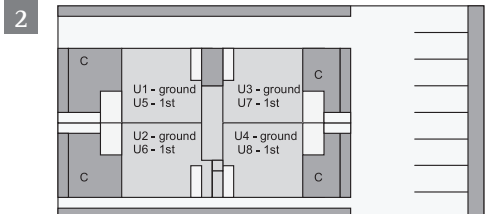
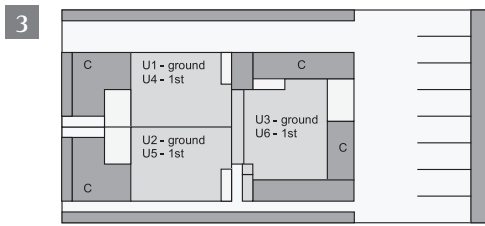
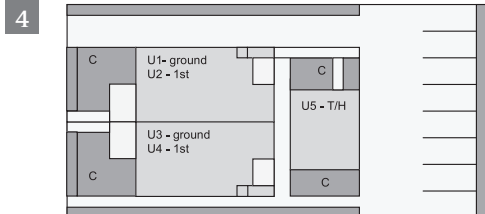
<p>Potential medium density residential zone with:</p> <ul style="list-style-type: none"> • Maximum plot ratio - 0.6 (includes all building elements); • Minimum open space – 50% (includes all non-built areas); • Maximum height – two storeys; • Minimum private open space (35% (courtyard)/12% (balcony) of IUBA; and • No communal open space requirement (all units with drying courtyards). 	<p>Potential medium density residential zone applied to a \$360,000 - 800m² (20m x 40m) site yields:</p> <ol style="list-style-type: none"> 1 12 x 30m² studio units (land cost per unit \$30,000); 2 eight x 50m² one-bedroom apartments (land cost per unit \$45,000); 3 six x 65m² two-bedroom apartments (land cost per unit \$60,000); or 4 four x 85m² three-bedroom apartments (land cost per unit \$72,000); <p>+ one x 90m² three-bedroom townhouse.</p>
<p>1</p>  <p>2</p> 	<p>3</p>  <p>4</p> 

Table 11: Example of how graduated planning standards for private open space could be established for multiple dwellings.

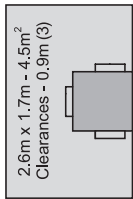
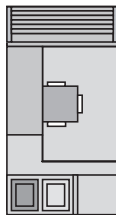
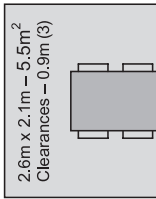
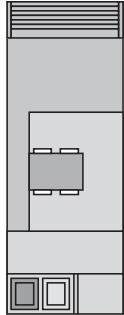
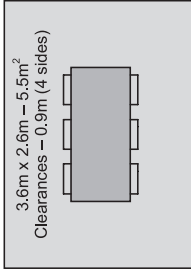
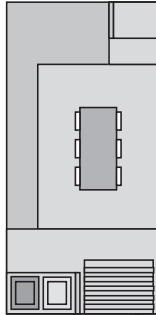
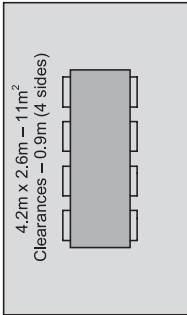
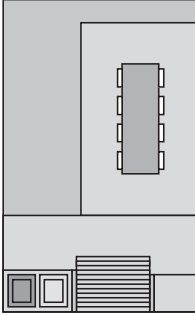
<ul style="list-style-type: none"> • A suggested approach is one that draws on current practices but which links minimum private open space areas directly to dwelling size (refer table 13). This approach would still include a core outdoor entertainment area with minimum dimensions based on the estimated occupancy design capacity of dwelling (see below). • The core outdoor entertainment minimum areas would be based on outdoor entertainment areas linked to the occupancy design capacity of each dwelling size. The identified core areas could be used to establish the absolute minimums for balconies for balconies which would then form the basis for establishing minimum courtyard sizes. Courtyards would also have to make provision for clothes drying, storage, paths and landscaping (refer below). • This approach envisages that a local government would model the proposed standards against a range of potential dwelling sizes to achieve an equitable fit for all dwelling sizes and a fit with common minimum standard benchmarks of 12m² (balcony) and 35m² (courtyard) for an assumed average three bedroom apartment size (e.g. 100m²) (refer next Table 13). 	<p>Small studio apartment - 30m² core outdoor entertainment area to cater for one resident + one(+one) guests i.e. space for table for three and safe and convenient use.</p> 	<p>Minimum courtyard area - 35% of dwelling floor area - 11m². Includes core outdoor entertainment area, clothes drying, landscaping, storage and path area.</p> 
<p>Small one-bedroom apartment - 50m² core outdoor entertainment area to cater for two residents + two guests i.e. space for table for four and safe and convenient use.</p> 	<p>Minimum courtyard area - 35% of dwelling floor area - 18m². Includes core outdoor entertainment area, clothes drying, landscaping, storage and path.</p> 	
<p>Small two-bedroom apartment - 65m² core outdoor entertainment area to cater for three residents + three guests i.e. space for table for six and safe and convenient use.</p> 	<p>Minimum courtyard area - 35% of dwelling floor area - 23m². Includes core outdoor entertainment area, clothes drying, landscaping, storage and path.</p> 	
<p>Small three-bedroom apartment - 85m² core outdoor entertainment area to cater for four residents + four guests i.e. space for table for eight and safe and convenient use.</p> 	<p>Minimum courtyard area - 35% of dwelling floor area - 30m². Includes core outdoor entertainment area, clothes drying, landscaping, storage and path.</p> 	



Table 12: Example of how graduated planning standards could be set for private open space.

Variable 1		Alternative model for establishing private open space standards										General range of existing LG planning scheme minimum courtyard and balcony sizes						
Bedroom number	Dwelling Gross Floor Area (GFA) (m ²)	Min. balcony area (m ²)	Min. balcony dimension (metres)	Min. balcony area - 12% of GFA (m ²)	GFA % of min. balcony area	Min. courtyard area - 35% of dwelling GFA (m ²)	Min. courtyard dimension (metres)	Min. outdoor dining area by bedroom number (m ²)	Min. balcony area low range (m ²)	Min. balcony area high range (m ²)	Min. balcony area low range % of GFA	Min. balcony area high range - % of GFA	Min. balcony dimension (metres)	Min. courtyard area low range (m ²)	Min. courtyard area high range (m ²)	Min. courtyard area low range - % of GFA	Min. courtyard area high range - % of GFA	Min. courtyard dimension (metres)
0	25	4.5	1.7	3	18%	9	2.5	4.5	9	12	36%	48%	2.5-3	25	35	100%	140%	2.5-4
0	30	4.5	1.7	4	15%	11	2.5	4.5	9	12	30%	40%	2.5-3	25	35	83%	117%	2.5-4
0	40	4.5	1.7	5	11%	14	2.5	4.5	9	12	23%	30%	2.5-3	25	35	63%	88%	2.5-4
1	45	5.5	2.1	5	12%	16	2.5	5.5	9	12	20%	27%	2.5-3	25	35	56%	78%	2.5-4
1	50	5.5	2.1	6	11%	18	2.5	5.5	9	12	18%	24%	2.5-3	25	35	50%	70%	2.5-4
1	65	5.5	2.1	8	8%	23	2.5	5.5	9	12	14%	18%	2.5-3	25	35	38%	54%	2.5-4
2	60	9.5	2.6	7	16%	21	3	9.5	9	12	15%	20%	2.5-3	25	35	42%	58%	2.5-4
2	65	9.5	2.6	8	15%	23	3	9.5	9	12	14%	18%	2.5-3	25	35	38%	54%	2.5-4
2	85	9.5	2.6	10	11%	30	3	9.5	9	12	11%	14%	2.5-3	25	35	29%	41%	2.5-4
2	100	9.5	2.6	12	10%	35	3	9.5	9	12	9%	12%	2.5-3	25	35	25%	35%	2.5-4
3	85	11	2.6	10	13%	30	3	11	9	12	11%	14%	2.5-3	25	35	29%	41%	2.5-4
3	100	11	2.6	12	11%	35	3	11	9	12	9%	12%	2.5-3	25	35	25%	35%	2.5-4
3	115	11	2.6	14	10%	40	3	11	9	12	8%	10%	2.5-3	25	35	22%	30%	2.5-4
3	120	11	2.6	14	9%	42	3	11	9	12	8%	10%	2.5-3	25	35	21%	29%	2.5-4

For further information on the State Planning Policy, contact:

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