

# Housing and Homelessness

Action Plan 2023 – 2028











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**Disclaimer:** The City of Moreton Bay and its officers accept no responsibility for any loss whatsoever arising howsoever from any person's act or omission in connection with any information, expressed or implied, contained within this document. Nothing in this document should be taken as legal advice.

# Acknowledgement

We acknowledge the Kabi Kabi, Jinibara and Turrbal Peoples as the Traditional Custodians of the lands and waterways of the City of Moreton Bay, and pay our respects to Elders, past, present and emerging. We recognise that Moreton Bay has always been a place of cultural, spiritual, social and economic significance to First Nations people. We are committed to working in partnership with Traditional Custodians and other First Nations communities to shape a shared future that celebrates First Nations history and culture as an irreplaceable foundation of our collective identity.





# Alignment with our vision

Our Housing and Homelessness Action Plan is helping to achieve our Corporate Plan 2022–2027 and realise our vision:

## Our Moreton Bay. Amazing places. Natural spaces.

**The strategic pillar this supports is:**



### OUR VIBRANT COMMUNITIES

Our Vibrant Communities goal is that *Moreton Bay will have vibrant communities that proudly come together to participate in and celebrate different cultures and life experiences, with access to the services and facilities they need.*

Read more about Council's Corporate Plan and the pillars that underpin it at: [moretonbay.qld.gov.au/Services/Reports-Policies/Corporate-Plan](https://moretonbay.qld.gov.au/Services/Reports-Policies/Corporate-Plan)

# Mayor's message

**City of Moreton Bay is committed to building vibrant communities that are connected, healthy, safe, and inclusive. Homelessness directly impacts people's ability to thrive and enjoy these qualities of life.**

Social disadvantage, financial hardship, poor health, and access to affordable housing are just some of the key drivers of housing insecurity and homelessness.

We have seen the role of local government increase in regards to responding to people experiencing homelessness. City of Moreton Bay recognises that how we engage with our communities every day gives us a unique advantage in understanding local challenges and opportunities.

The complex nature of homelessness requires a unified and holistic response across all levels of government, alongside the crucial work done by the community and homelessness service sectors.

There is no easy fix to this issue, and there is more to be done, however Council is working hard to better understand, advocate and provide solutions for people experiencing homelessness in City of Moreton Bay.

This Housing and Homelessness Action Plan (HHAP) builds upon existing initiatives by Council, the community services sector, and the Queensland Government. It sets out a locally focused path forward to achieve this plan's goal to work in partnership with our communities to respond to rough sleeping and other forms of homelessness throughout our city.

Through this action plan, we will work to deliver real change, with immediate and medium term responses to housing insecurity and homelessness across our city.



**Mayor Peter Flannery**  
City of Moreton Bay



A background image showing several hands of different skin tones clasped together in a supportive grip, overlaid with a semi-transparent magenta filter.

“

**Through this action plan,  
we will work to deliver real  
change, with immediate  
and medium term responses  
to housing insecurity and  
homelessness across our city.**

”

**MAYOR PETER FLANNERY  
CITY OF MORETON BAY**





“

**By 2033, our Moreton Bay will  
have vibrant communities  
that proudly come together  
to participate in and  
celebrate different cultures  
and life experiences, with  
access to the services and  
facilities they need.**

”

CITY OF MORETON BAY  
COMMUNITY WELLBEING STRATEGY



# Introduction

**As Australia's newest city, City of Moreton Bay has established a bold, 20-year strategic agenda for our city and its communities. Our city's vision of "Our Moreton Bay. Amazing Places. Natural Spaces" represents Council's commitment to working closely with our communities to make Moreton Bay a great place now and for future generations.**

Guiding this vision for our communities are a suite of long-term strategies, which include Council's Community Wellbeing Strategy (CWS) and Growth Management Strategy (GMS). These strategies provide a road map for future Council policies, plans and initiatives that will drive community wellbeing outcomes and manage growth over the next 20 years.

Unfortunately, like many communities across Australia, City of Moreton Bay is currently experiencing rapidly rising rates of housing insecurity and homelessness. This includes growing numbers of people with no option but to sleep rough in public spaces.

Additional social and affordable housing stock currently pledged through the Queensland Government Housing Investment Fund (HIF) and the Queensland Housing Strategy 2017-2027 will not be sufficient to house the current or future number of people experiencing homelessness in the city, nor will it be available in the short term. Long term planning for affordable and liveable communities is too far away for individuals and families facing homelessness today.

This Housing and Homelessness Action Plan is our short-term response to these issues, it focuses on support for people sleeping rough; creating understanding about the drivers and impacts of homelessness; safely and compassionately managing our public spaces; leveraging our relationships with community sector partners; and facilitating planning for affordable living.

City of Moreton Bay sincerely appreciates the invaluable contributions made by people with lived experience of homelessness, along with the community services sector, towards the development of this action plan. These inputs have provided critical insights and perspectives regarding the housing and homelessness needs of the city, and what responses and resources are required to address these issues.



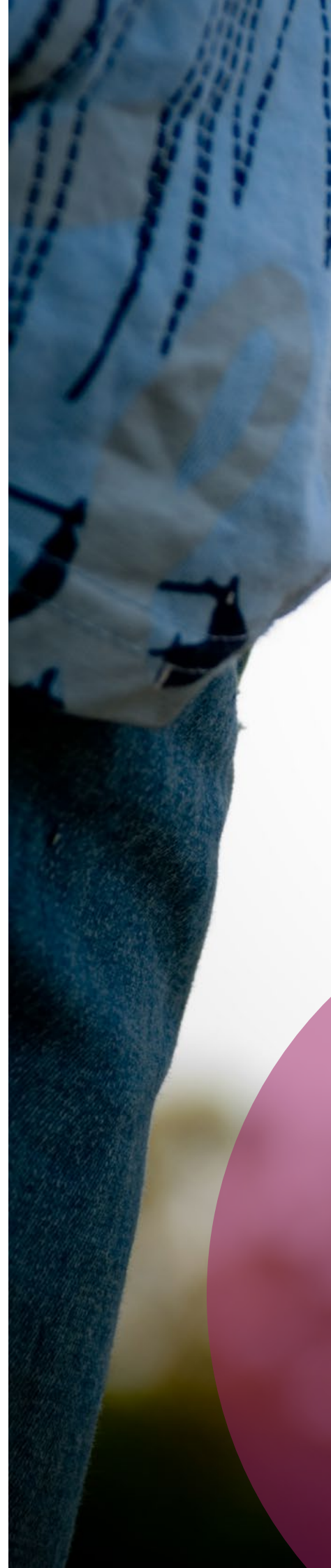
# Moreton Bay's need for a Housing and Homelessness Action Plan

**Homelessness is a complex challenge impacting communities right across Australia. The current cost of living crisis and generational under investment in social and affordable housing across the country is driving an increasing number of individuals and families into homelessness and housing insecurity. City of Moreton Bay is no exception.**

The number of people experiencing homelessness and housing stress in the city is rapidly increasing. The 2021 Australian Census reported that 1,424 people were experiencing homelessness in City of Moreton Bay, a 92.4% increase in reported homelessness over the last decade.

Local reporting shows rapidly growing numbers of people sleeping rough in our public spaces (more than doubling each year for the last three years) and extensive waitlists for homeless support services. In some instances, this is creating community tensions when public spaces effectively become campgrounds and access by the broader public is limited.

Through engagement with our communities and sector stakeholders, Council has heard that homelessness and access to affordable and diverse housing options are significant challenges impacting the wellbeing of our communities. Our communities believe Council has its own unique role to play in responding to homelessness, in addition to advocating for state and federal government responses to these issues. Further, our communities want to see a continued focus from Council on well managed and safe public spaces.







**1,424**

people experiencing homelessness in City of Moreton Bay – over 90% increase over 10 years

“

A lack of affordable and social housing, rising house prices and rental costs across Australia have created a housing crisis that directly impacts our communities. These impacts are resulting in rising rates of housing insecurity and homelessness across our region.

**‘OUR DRIVERS OF CHANGE’,  
CITY OF MORETON BAY,  
COMMUNITY WELLBEING STRATEGY**

”

# Housing and homelessness across our city

The following statistics provide a snapshot of the housing and homelessness context in our city and help to illustrate current pressure points.

## People experiencing homelessness



**1,424**

People experiencing homelessness in 2021<sup>iii</sup>



**1,356**

Persons supported through a specialist homelessness service in 2021-2022

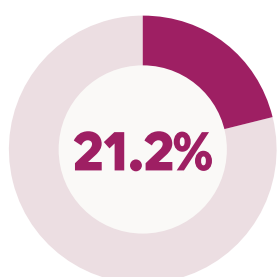


**262**

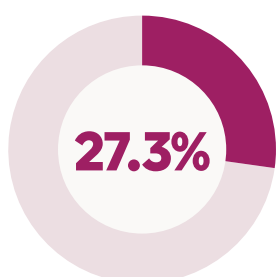
People sleeping rough referred by Council to support services<sup>ii</sup>



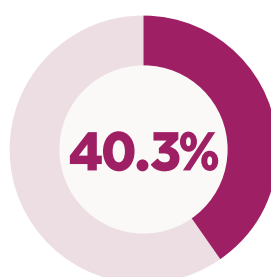
## Rental costs / pressures



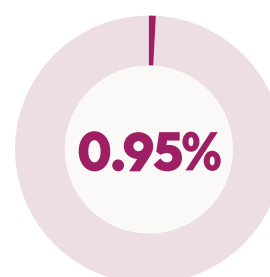
Low and very low income households



Households in private rental<sup>i</sup>



Low income private rental tenants in rental stress<sup>iv</sup>



Mean private rental vacancy rate<sup>i</sup>





## Social Housing Register



**4,784**

Residents live in social housing<sup>iii</sup>



**2,356**

Applicants on the Social Housing Register<sup>i</sup>



**1,197**

Social Housing Register applicants living with a disability<sup>i</sup>



**426**

Social Housing Register applicants who are single parents with children<sup>i</sup>



**1,213**

Social Housing Register applicants<sup>i</sup> who are single persons



**2,319**

'Very high' needs applications on the Social Housing Register<sup>i</sup>



**563**

Social Housing Register applicants over 55 years<sup>i</sup>

i As at 30 June 2023

ii In the 12 months ending 30 June 2023

iii 2021 Australian Census

iv As at 30 June 2019

**Sources:** Australian Institute of Health and Welfare, *Specialist Homelessness Services Collection (SHSC)*, 2022, Queensland Department of Housing and Public Works - *Queensland Housing Profiles, 2023*; Queensland Government Statisticians Office, *Queensland Regional Profiles, 2023*; Queensland Open Data Portal, *Social Housing Register*, City of Moreton Bay People Experiencing Homelessness Referral Data.

# Current responses

Noting the significant pressures facing our communities, City of Moreton Bay has been active in working with our government and community partners for several years to respond to local needs. Some of our initiatives are highlighted below.

## Homelessness Services Guide

A comprehensive booklet was developed for service organisations looking for information to provide support to their customers.

## Homelessness and Housing Contacts Guide

A pocket guide for people experiencing homelessness was prepared that provides telephone numbers for key homelessness and housing services.

## Referral management and support to specialist services and Department of Housing

Council engages with and refers people experiencing homelessness to specialist homelessness support services and the Department of Housing, and works collaboratively with these services to support Council's management of public spaces.

## Ongoing participation in the Homelessness Sector Network and Place-Based Response Team with Department of Housing

Council collaborates with key local stakeholders to respond to and reduce homelessness in City of Moreton Bay

## Support for the Sleep Bus Project

Council committed \$50,000 to support the establishment of a Redcliffe Sleep Bus ([www.sleepbus.org](http://www.sleepbus.org)) to provide safe sleeping facilities for people sleeping rough in the Redcliffe area, which is expected to open in early 2024.

## Redcliffe Homelessness Hub

Council is contributing \$3.36 million to the construction of the Redcliffe Homelessness Hub and subsequent peppercorn leasing for the not-for-profit tenants. Council is a co-funder of this project, a key project of the Queensland State Government SEQ Community Stimulus Program (SEQCSP).

## Camping on Public Land local law review

Council is undertaking a review of the Camping on Public Land local laws. It considers Council's response to people sleeping rough in public spaces, balancing a compassionate response against its role in managing amenity of public spaces for all.





## **Housing Needs (Choice, Diversity, and Affordable Living) Investigation (HNI)**

The HNI examined where and how we live now, as well as what we need to do to maintain our liveable suburbs as the city grows and changes.

## **Moreton Bay Infill Housing Expert Panel (IHEP)**

In response to the HNI, an expert panel was established advising Council on barriers and opportunities to obtain greater infill development outcomes in the city.

## **Incentivising Infill Development Policy**

In 2021 Council introduced the policy which includes remissions and discounts for certain multiple dwellings, student accommodation, mixed use, and retirement facilities in key infill development locations in the city.

## **Attraction of Affordable Social Housing Development Policy**

In 2023, Council adopted a policy to support the attraction of affordable and social housing investment opportunities to City of Moreton Bay through reducing or waiving infrastructure charges and development application fees for the social and affordable dwelling components of developments within identified priority areas.

## **Expansion of Community Leasing Policy**

In 2023, Council amended the Community Leasing Policy to enable Community Housing Providers (CHPs) and Specialist Homelessness Services (SHS) to undertake extended lease arrangements on identified Council land for development of social, affordable and crisis housing developments.



For more information on Council's housing and homelessness initiatives, please search **Housing and Homelessness** on our website.



## Our communities in action

Michelle Gilchrist is the face behind The Breakfast Club Redcliffe, a community group providing 1,500 free meals each month to people experiencing homelessness or who are in need.

Michelle brings a sense of community and inclusion to the guests of The Breakfast Club and a safe space for people to develop friendships and connect with supportive services.

To support this work Council has provided financial support to help the group's fundraising efforts to establish the city's first sleep bus.

Residents like Michelle working at the Breakfast Club or other community organisations across the city and supporting those in need, exemplify what can be achieved through local leadership and active partnerships.





The Breakfast Club  
Redcliffe provides  
**1,500 free meals**  
each month to people  
experiencing  
homelessness or  
who are in need







# Understanding homelessness

Within Australia the definition of homelessness offered by the Australian Bureau of Statistics (ABS) is commonly used by the housing and homelessness sector. This definition describes homelessness as:

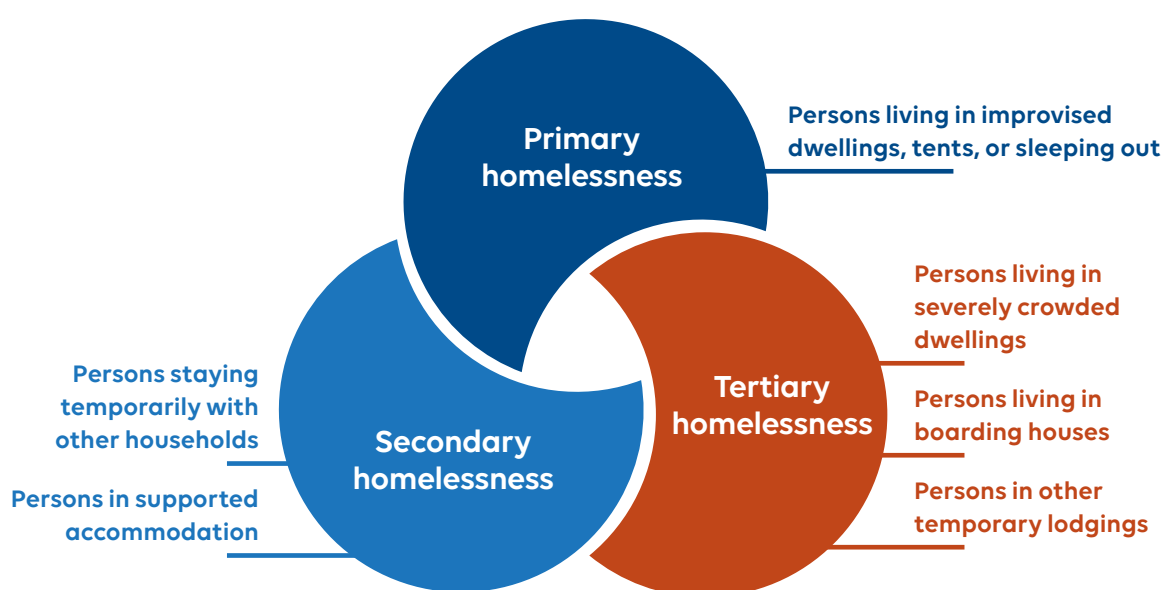
*"... when a person does not have suitable accommodation alternatives, they are considered homeless if their current living arrangement:*

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

The experience of homelessness varies significantly from individual to individual, however three broad categories of homelessness have been developed to capture the different situations of homelessness – primary homelessness, secondary homelessness, and tertiary homelessness.

Homelessness in any form presents unique challenges that require often complex responses that consider the individual needs and background of a person experiencing homelessness.

Figure 1: Experiences of homelessness



Source: Australian Bureau of Statistics (ABS), *Estimating Homelessness: Census, 2021*; The Salvation Army, *Homelessness: A Definition, 2023*.

# Drivers of homelessness

While a lack of housing is a primary cause of homelessness there are many drivers that force people into insecure housing and homelessness. These are highlighted below.

## Domestic and family violence

Over a quarter of people presenting as a client to Specialist Homelessness Services across Australia nominated family and domestic violence as a key driver. Of these 24% were male and 76% were female.

### In City of Moreton Bay between 2022-23:

**2,718**

Domestic Violence Order applications were lodged.

**2,719**

Domestic Violence Order contravening charges were lodged.

## Economic disadvantage

Unemployment or low income, excessive debt or intergenerational poverty can significantly impact on someone's ability to maintain the sufficient financial security needed to obtain and sustain housing in the private market.

### In City of Moreton Bay from 2021 ABS census:

**21.2%**

households in low or very low-income bracket (<\$800 per week).

**23.9%**

of residents in most disadvantaged quintile of Relative Socio-Economic Disadvantage.

## Lack of affordable housing options

A shortage of both social and affordable private market housing options directly impacts low-income individuals' and families' ability to access affordable, safe, secure, and appropriate housing options.

### In City of Moreton Bay between 2022-23:

**2,139**

residents on the Social Housing Register in Moreton Bay.

**40.3% (\*at 30 June 2019)**

Low-income private rental tenants in rental stress.



## Mental health issues

Up to a quarter of people with mental health issues experience homelessness at some stage of their life. Mental ill-health can lead to homelessness but also develop as a result of homelessness.

### **In City of Moreton Bay from 2021 ABS census:**

**11.6%**

of people in City of Moreton Bay identified as having a mental health condition.

## Problematic drug and alcohol use

Problematic drug and alcohol use is sometimes an issue amongst people experiencing homelessness. Problematic drug and alcohol use can lead to long-term physical and mental health damage causing relationship and employment break-downs, and ultimately homelessness. As with mental ill-health, homelessness can exacerbate problematic drug and alcohol use.

### **In Australia between 2021–2022:**

**1 in 10**

Australians lives with an addiction or substance abuse problem.

**9%**

Australian specialist housing service clients in 2021-2022 reported problematic drug and alcohol use.

Sudden and unplanned life events such as illness, divorce, death of a partner, and loss of employment are also recognised as prominent contributors to homelessness. When these life events are also combined with existing socio-economic disadvantage factors, the challenges impacting a person's ability to secure and maintain suitable housing are compounded.

*Sourced: Australian Bureau of Statistics, Census of Population and Housing 2021. Compiled and presented in atlas.id by .id (informed decisions); Queensland Government Statisticians Office, Queensland Regional Profiles, 2023; Australian Institute of Health and Welfare, Specialist Homelessness Services Collection (SHSC), 2022; Queensland Courts, Queensland Courts' domestic and family violence (DFV) statistics, 2011-2023*



## Local voices on homelessness

Council is committed to supporting community wellbeing. To achieve this, Council recognises the critical role our communities – whether as individuals, community groups, services providers or business – can play in supporting community resilience, connectedness, and inclusion.

We have listened to diverse feedback received through our comprehensive community engagement project Moreton Says; day-to-day customer contacts; targeted conversations with people with lived experience of homelessness, service stakeholders and community housing providers; as well as consultation with our staff. We asked these stakeholders about the challenges and opportunities, and how Council can contribute to effective responses. The following tables summarise the feedback from our stakeholders.





## People Sleeping Rough

Theme	Challenges	Opportunities
<b>Increase in first time homelessness</b>	<p>Homelessness and housing insecurity is increasing for:</p> <ul style="list-style-type: none"> <li>• Families with working parents;</li> <li>• Older women; and</li> <li>• Single mothers with children.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase prevention responses and accommodation options for high-risk groups.</li> </ul>
<b>Rapidly growing numbers of rough sleepers in public spaces</b>	<ul style="list-style-type: none"> <li>• Community and homelessness services are at capacity.</li> <li>• Severe lack of crisis and transitional housing options.</li> </ul>	<ul style="list-style-type: none"> <li>• Many community members are concerned about homelessness and would like to help.</li> <li>• Increased state funding for specialist homelessness outreach services.</li> <li>• Increased state funding for crisis and transitional housing options.</li> <li>• Exploration of innovative 'quick build' transitional housing options.</li> </ul>
<b>Need for access to phone charging capability and water</b>	<ul style="list-style-type: none"> <li>• People sleeping rough have limited access to phone charging capabilities after hours.</li> <li>• People sleeping rough are often not able to access taps in public parks to get water for drinking, bathing and washing.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide free phone charging capabilities in accessible locations, for people sleeping rough to utilise.</li> <li>• Increase accessible and safe drinking water options in public spaces.</li> <li>• Support access to mobile laundry facilities.</li> </ul>



## Well-managed Public Spaces

Theme	Challenges	Opportunities
<b>Personal safety</b>	<ul style="list-style-type: none"><li>• Increasing rough sleeping in public parks is causing community and staff concern regarding amenity and perceptions of reduced safety.</li><li>• Council needs to balance a compassionate response to people sleeping rough against amenity considerations.</li><li>• People sleeping rough are more at risk of physical harm due to weather events, and physical and verbal abuse or harassment.</li><li>• People sleeping rough often experience sleep deprivation which significantly reduces their ability to actively engage in pathways out of homelessness.</li></ul>	<ul style="list-style-type: none"><li>• Creation of safe spaces where people experiencing homelessness can rest and sleep.</li><li>• Ongoing liaison with Queensland Police Service to address situations of illegal activity and antisocial behaviour.</li></ul>
<b>Need for increased community education and awareness</b>	<ul style="list-style-type: none"><li>• There is a need for education and understanding within the broader community of the drivers and experiences of homelessness.</li></ul>	<ul style="list-style-type: none"><li>• Government and service providers to work together to have consistent and informative messaging with communities about homelessness.</li></ul>







## Stronger Partnerships

Theme	Challenges	Opportunities
<b>Need for increased service sector collaboration and coordination</b>	<ul style="list-style-type: none"> <li>Community sector providers often compete for the same (insufficient) funding pools – in some cases disincentivising collaboration and sharing of resources or information.</li> </ul>	<ul style="list-style-type: none"> <li>Increased cross-sector collaboration to create more dynamic and innovative responses.</li> <li>Enhanced service integration in the city.</li> </ul>
<b>Need for additional prevention and harm reduction responses</b>	<ul style="list-style-type: none"> <li>General health of those sleeping rough is not improving.</li> <li>Men 50 years and older, while being the primary group sleeping rough, are not a health service provision priority, leading to worsening mental and physical health outcomes.</li> <li>Severe lack of outreach health care available across the LGA, particularly in rural areas.</li> <li>Access to general practitioners is a major challenge for people experiencing homelessness.</li> <li>People sleeping rough report significant social isolation and disconnection.</li> </ul>	<ul style="list-style-type: none"> <li>Increase health outreach to people experiencing homelessness, particularly those sleeping rough.</li> <li>Focus on harm reduction and prevention.</li> <li>Provide opportunities for localised connection, through involvement in community activities and provision of safe spaces.</li> </ul>



Theme	Challenges	Opportunities
<b>Need for unique responses to homelessness for most vulnerable groups</b>	<ul style="list-style-type: none"> <li>• Certain groups are more vulnerable when experiencing homelessness and have complex response needs: <ul style="list-style-type: none"> <li>◦ Aboriginal and Torres Strait Islander peoples;</li> <li>◦ Young people;</li> <li>◦ Domestic and family violence victim survivors;</li> <li>◦ Culturally and Linguistically Diverse (CALD) communities.</li> </ul> </li> <li>• There is a severe lack of crisis and longer-term housing options specifically for these groups.</li> <li>• There are no CALD specific housing, homelessness, and domestic and family violence services in the City of Moreton Bay.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop specific responses for each group that responds to their complex homelessness drivers.</li> <li>• Immediately increase crisis accommodation.</li> </ul>
<b>Need for involvement of people with lived experience in developing solutions</b>	<ul style="list-style-type: none"> <li>• People with lived experience report being asked to repeat their stories to help communities understand homelessness, but note they are rarely involved in developing responses and solutions to homelessness.</li> </ul>	<ul style="list-style-type: none"> <li>• Involve people with lived experience in shaping and delivery of peer led community education campaigns as well as working groups or reference / advisory groups.</li> </ul>
<b>Need for sector capacity building</b>	<ul style="list-style-type: none"> <li>• Community organisations often support people (directly and indirectly) with complex needs and backgrounds but don't always have the necessary training or knowledge of contemporary practices.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide training to support community organisations to build their capacity.</li> </ul>







## Diverse Housing Options

Theme	Challenges	Opportunities
<b>Need for long-term and secure housing to support physical and mental health outcomes</b>	<ul style="list-style-type: none"> <li>• Transiency and/or no fixed address is a challenge to providing follow up health support.</li> <li>• Frequent rotation of properties negatively impacts ability to build community and social support networks.</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance support for tenancy sustainment, and tenancy obtainment.</li> <li>• Increase accessible and appropriate social and community housing options.</li> </ul>
<b>Need for more diverse social housing options</b>	<ul style="list-style-type: none"> <li>• Social housing options have not kept pace with population growth and change, including for: <ul style="list-style-type: none"> <li>◦ People with a disability/mobility challenges;</li> <li>◦ Large families and intergenerational living; and</li> <li>◦ Singles.</li> </ul> </li> <li>• Some Aboriginal and Torres Strait Islander, and CALD households are experiencing significant overcrowding.</li> <li>• Substantial new social housing stock is unlikely to be available for another 3-5 years.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase amount of accessible and appropriate social and community housing options to meet community need.</li> <li>• Consider final <i>Shaping SEQ2023 – South East Queensland</i> Regional Plan 2023 housing diversity targets.</li> </ul>

# Policy context

## Government roles

### Australian Government

The Australian Government's primary roles in housing and homelessness are: public housing and homelessness policy, regulation and funding; and financial sector regulation and taxation (affecting the private housing market).

Through the National Housing and Homelessness Agreement, the Australian Government partners with states and territories to fund social and affordable housing and specialist homelessness services. Alongside this, they also fund and deliver a range of health, justice, and social services programs providing wraparound service support to people at risk of or experiencing homelessness.

### Queensland Government

The Queensland Government's roles include the funding and delivery of public and community housing, and homelessness support services. Additionally, the state government takes a lead role in: land use and supply policy; urban planning and development policy; housing-related taxation; and residential tenancy legislation and regulation.

### Local Government

While some local governments do deliver social housing and/or homelessness services, this is generally not the case. Local government's role generally includes:

- advocating to the state and Australian governments for the identified housing and homelessness sector needs within their local government areas;
- in some cases, providing grants and/or fee remissions to community housing or homelessness service providers to support localised responses;
- facilitating the delivery of housing and associated infrastructure through of the provision of urban planning and development approvals; and
- regulation and management of public spaces.

However, given the current housing crisis and rising visibility of people experiencing homelessness, many communities are expecting local government to take a more active role in responding to homelessness.



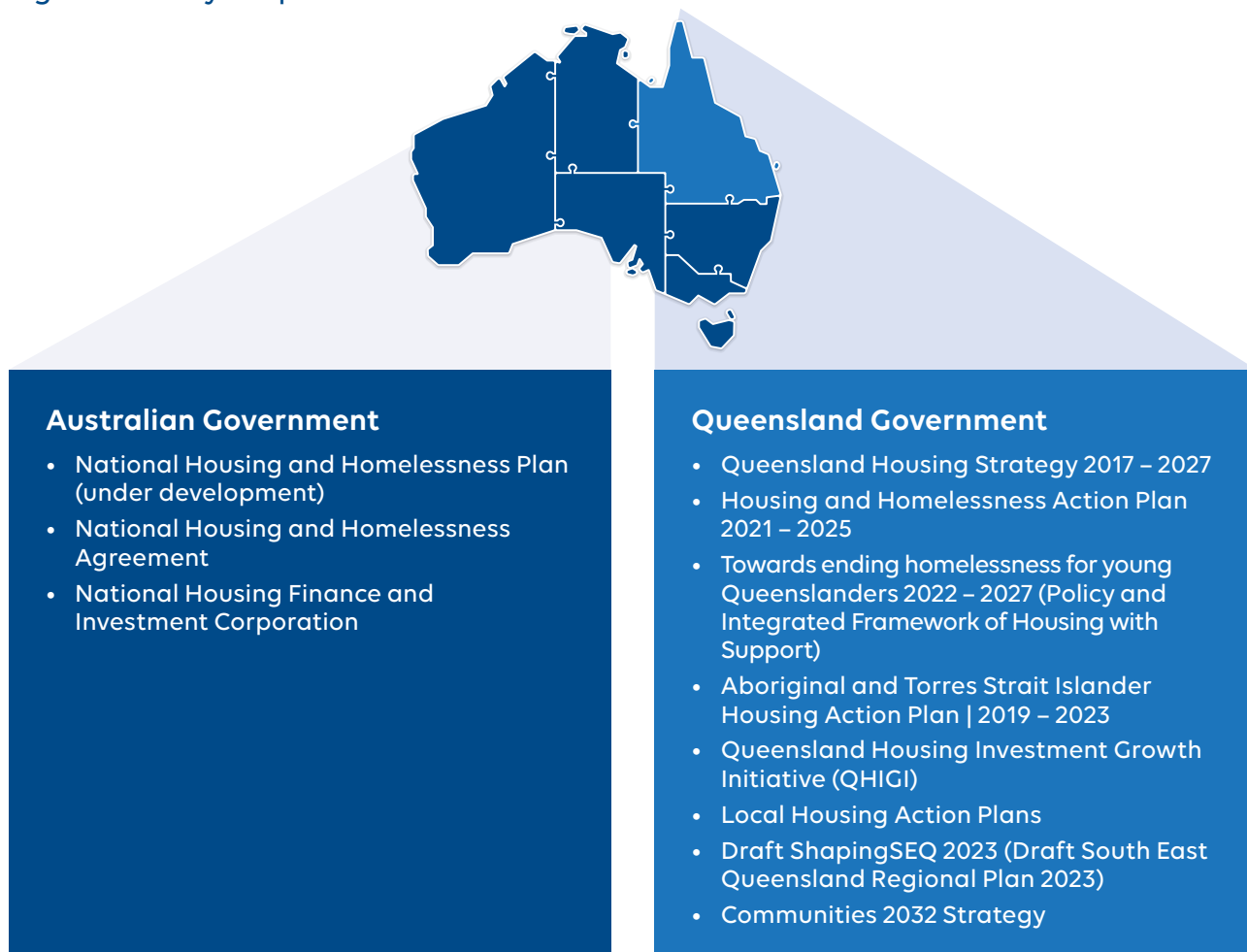
# Strategic drivers for the HHAP

## Federal and State Government

This HHAP has been prepared in 2023, during an unprecedented time of change and reformation across all levels of government in relation to social and affordable housing and homelessness services. The following policies, strategies and plans of the Australian and Queensland Governments are embedding a renewed focus on supporting our

communities by improving coordination, increasing investment in social housing and homelessness services, and responding to community needs and aspirations – recognising that housing security is fundamental to community wellbeing. These documents (shown below in Figure 2) or preceding discussion papers have been considered in the development of the HHAP.

Figure 2: Policy Responses



## Local Housing Action Plans

Through the Queensland Government's Housing Strategy 2017-2027, it has committed to developing Local Housing Action Plans (LHAP) in consultation with individual local governments across Queensland. The role of a LHAP is to:

- Look at factors impacting housing in a local government area and the current and future housing needs in each community;
- Identify priority actions to address immediate, emerging and longer-term housing challenges in the area; and
- Help to coordinate responses to these challenges.

The Queensland Government identifies eight themes to be addressed through LHAPs, including:

- **Land** – Review land holdings for contribution towards disaster response and future housing;

- **Planning** – Review Planning Scheme to identify options to expand housing development;
- **Optimisation** – Identify underutilised land or property to optimise development opportunities;
- **Master planning** – Consider any master planning on identified land by site/street/suburb;
- **Capital Solutions** – Identify and develop capital solutions for sites;
- **Construction** – Consider opportunities to enable new construction;
- **People in need** – Develop specific targeted responses, including responses for people experiencing homelessness; and
- **Supports** – Provide appropriate service support and resilience responses.

Figure 3: Queensland Government Local Housing Action Plan Strategic Framework



For more information on the Queensland State Government's Local Housing Action Plans, please go to [Department of Housing – Local housing action plans](#)









## Local Government

In addition to the changing state and federal environment, local governments are also finding that communities expect them to step forward and take action. Housing and homelessness in City of Moreton Bay are significant concerns for our communities and these issues have been considered in the development of our corporate strategies, including the Community Wellbeing Strategy and the Growth Management Strategy. These documents provide strategic direction for the HHAP.

### *Community Wellbeing Strategy*

Access to affordable and secure housing options is inextricably linked to a person's overall wellbeing, and therefore their ability to participate in community life and thrive. In 2023 Council adopted the Community Wellbeing Strategy as a response to the Our Vibrant Communities Pillar of the Corporate Plan. The Community Wellbeing Strategy and Action Plans identified the need to respond to housing insecurity and homelessness in its approach to supporting our communities to be safe and resilient, as shown on the opposite page in Figure 4.

### *Growth Management Strategy and Housing Needs Investigation*

Recognising the significant growth pressures facing the area and the important role that long-term planning plays in delivering affordable living solutions, City of Moreton Bay is also implementing a Growth Management Strategy (GMS), adopted under the Well-Planned Places pillar of Council's Corporate Plan. The SMS provides a roadmap to achieve Council's goal to be a network of well-planned and connected places and spaces, enhancing lifestyle, accessibility, and employment choices.

Supporting the SMS and the development of Council's future planning responses to housing availability is the Housing Needs (Choice, Diversity & Affordable Living) Investigation. The HNI identifies current and future housing needs and outlines potential responses as the city continues to grow.





Figure 4: Corporate Planning Framework





“

**Work in partnership with  
our communities to respond  
to rough sleeping and other  
forms of homelessness  
throughout our city.**

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HOUSING AND HOMELESSNESS  
ACTION PLAN GOAL



# Our priorities

**Council's long-term vision for community wellbeing is grounded in social inclusion and equity across our communities, with the intent to make them more resilient, connected, safer and healthier.**

Whilst all forms of homelessness need to be addressed, people sleeping rough face serious and compounding health and wellbeing challenges which can negatively impact their ability to access pathways out of homelessness. The significance of these challenges calls for additional support and focus.

Additionally, the rapid increase in rough sleeping in public spaces is also driving community tension and concern.

Rough sleeping is one of the most common touch points for Council with the issue of homelessness, and as such many of the actions in this plan focus on this form of homelessness.

## Priorities for Action

Our corporate strategies, background research and engagement have helped shape our HHAP goal and the priorities for action. These have been developed to reflect Council's sphere of influence, key areas of policy and programming need, and a shifting community expectation for Council to play a role in responding to homelessness and housing insecurity.

The following diagram represents the framework for our Housing and Homelessness Action Plan, including integration of the above Priorities for Action.

## GOAL

Work in partnership with our communities to respond to rough sleeping and other forms of homelessness throughout our city

## PRIORITIES



### Supports for people sleeping rough:

Access to immediate health and support services as well as crisis / transitional housing services that support transitions out of rough sleeping.



### Well-managed public spaces:

Balancing the needs of people experiencing homelessness with achieving public space amenity and community safety.



### Stronger partnerships:

Strengthening Council's relationship with Moreton Bay communities, other levels of government, and the service sector, in order to identify opportunities for collaboration and enhanced service responses.



### Diverse housing options:

Supporting the increased development of housing that meets the needs of all of Moreton Bay's communities, including social, crisis, transitional, and affordable housing options.







# Our action plan

This action plan is a five (5) year plan that guides Council's responses and approaches to homelessness for the short-term; and establishes a strong foundation for diverse and affordable housing options for our communities into the future. This plan builds on Council's existing commitment to supporting our communities in responding to housing insecurity and homelessness and aligns to the Queensland Government's focus on Local Housing Action Plans.



## Priority 1: Supports for People Sleeping Rough

#	Action	Council's role	LHAP priority area
1.1	Undertake a project scoping and feasibility study on options for temporary safe sleeping spaces which can be delivered by the community sector.	Facilitate	People in need
1.2	Establish a Public Space Liaison Officer program for a three (3) year trial period, to support the identification and referral of people sleeping rough in public spaces to services, and enhance community understanding of homelessness through community liaison.	Deliver	Supports





#	Action	Council's role	LHAP priority area
1.3	<p>Undertake a coordinated advocacy campaign to the Queensland Government for the following:</p> <ul style="list-style-type: none"> <li>• Additional and sufficient ongoing funding for specialist homelessness services to deliver assertive outreach and specialist case management services;</li> <li>• Advocate to the Queensland Government to support homelessness service providers that specifically address the needs of: <ul style="list-style-type: none"> <li>◦ Aboriginal and Torres Strait Islander peoples;</li> <li>◦ CALD communities; and</li> <li>◦ Young People.</li> </ul> </li> <li>• Establishment and ongoing funding for a Homelessness Health Outreach Team (HHOT) for the city;</li> <li>• Increased supply of crisis, transitional, and supported accommodation facilities and services in the city, including but not limited to: <ul style="list-style-type: none"> <li>◦ women's refuges;</li> <li>◦ a youth foyer development; and</li> <li>◦ a Common Ground development.</li> </ul> </li> <li>• Increased investment in appropriate housing options for addressing housing deficiencies for Aboriginal and Torres Strait Islander peoples in the city.</li> </ul>	Advocate	People in need
1.4	Facilitate appropriate permits to support services providing access to food, showers, health services and other supports in public spaces for people who are experiencing homelessness.	Facilitate	People in need
1.5	Review Council's processes for communicating with and supporting people experiencing homelessness in times of emergency or natural hazard events.	Deliver	People in need





## Priority 2: Well managed public spaces

#	Action	Council's role	LHAP priority area
2.1	Trial access to mains power for USB charging access in identified public spaces to assist people sleeping rough to maintain connections with social and support networks, and access information.	Deliver	People in need
2.2	Partner in coordinated responses between agencies working with rough sleepers, to maintain the amenity and safety of public spaces for all users. This includes but is not limited to: <ul style="list-style-type: none"><li>• Queensland Department of Housing</li><li>• Specialist homelessness outreach service providers</li><li>• Queensland Police</li><li>• Queensland Health</li></ul>	Partner	Supports
2.3	Deliver training to enhance staff knowledge of Council's approach and responses to homelessness; building their capacity to effectively engage in and respond to homelessness matters.	Deliver	Supports
2.4	Finalise amended Temporary Homes and Camping on Public Land Local Law reviews.	Deliver	People in need





## Priority 3: Stronger partnerships

#	Action	Council's role	LHAP priority area
3.1	Undertake a coordinated community information and education campaign to develop a greater understanding of homelessness, and the sensitive management of public spaces.	Deliver	Supports
3.2	Provide additional Community Grant funding to support initiatives responding to homelessness, including rough sleeping, community education, and prevention.	Partner	Supports
3.3	Maintain a robust evidence base on the extent and nature of homelessness to inform policy responses, including: <ul style="list-style-type: none"><li>• Documenting number of people sleeping rough identified through customer requests;</li><li>• Conducting joint monitoring activities with partners to build understanding of the nature and determinants of homelessness in the city;</li><li>• Monitoring the services available for people who are homeless or at risk of homelessness, to identify gaps and trends; and</li><li>• Sharing data and information to improve understanding and responses to homelessness.</li></ul>	Deliver	Supports
3.4	Under the provisions of Council's Community Leasing Policy, offer select under-utilised Council land parcels to registered Community Housing Providers and/or Specialist Homelessness Services for activation as social, affordable and/or crisis housing.	Partner	Optimisation
3.5	Work with local homelessness service networks to explore the establishment of an Advance to Zero methodology within their collective service provision.	Facilitate	Supports

#	Action	Council's role	LHAP priority area
3.6	Support training initiatives that build the capacity of local community organisations to sensitively support people who are sleeping rough and those at risk of homelessness.	Facilitate	Supports
3.7	Promote Library services and facilities to homelessness services as safe and accessible for people experiencing homelessness.	Deliver	People in need
3.8	Promote volunteer opportunities that link interested people to initiatives that support people experiencing homelessness.	Facilitate	Supports
3.9	Promote opportunities for philanthropic investment in housing and homelessness responses through local business networks.	Facilitate	Construction
3.10	Strengthen Council's relationships with Aboriginal and Torres Strait Islanders service providers who are supporting Aboriginal and Torres Strait Islander peoples experiencing or at risk of homelessness.	Deliver	Supports







## Priority 4: Diverse Housing Options

#	Action	Council's role	LHAP priority area
4.1	Undertake a holistic review to consider all potential levers to sustain or stimulate access to social and affordable housing, in particular, strategies to support Community Housing Providers, Disability Accommodation Service Providers, and Specialist Homelessness Services.	Deliver	Capital Solutions
4.2	Advocate for the identification of a Priority Development Area (PDA) at Waraba (formerly Caboolture West) in order to unlock critical housing and employment supply.	Advocate	Master Planning
4.3	Advocate to the State for the allocated provision for social and affordable housing sites within the city, including Waraba (formerly Caboolture West), that respond to the needs of the city, including but not limited to: <ul style="list-style-type: none"> <li>• People with a disability/mobility challenges;</li> <li>• Large families and intergenerational living; and</li> <li>• Singles.</li> </ul>	Advocate	Master Planning
4.4	Advocate for an expansion of the number of head leasing subsidies available for tenants in City of Moreton Bay under the Community Rent Scheme.	Advocate	People in need
4.5	Progress and finalise the Better Housing Planning Scheme Amendment to facilitate a greater diversity of housing close to train stations and centres, near parks, public transport, and local activities.	Deliver	Planning

#	Action	Council's role	LHAP priority area
4.6	Review and implement recommendations from the Moreton Bay Infill Housing Expert Panel (IHEP) that encourage greater and more diverse infill housing opportunities in the city.	Deliver	Planning
4.7	Recognise and support state government investigations into inclusionary zoning opportunities that involves industry, other housing providers and local government engagement to ensure ongoing development viability.	Advocate	Planning
4.8	Facilitate investment in new community and affordable housing through implementation of Council's <i>"Attraction of Affordable Social Housing Development Policy"</i> .	Facilitate	Capital Solutions
4.9	Review and audit current statutory land use policy settings, and other non-statutory mechanisms currently in place to understand their effectiveness in facilitating diverse housing options as part of the New Planning Scheme (Review) Program.	Deliver	Planning



## Evaluation

To ensure transparency and accountability, our progress towards delivering on this Action Plan will be publicly reported on an annual basis.



# Glossary

Term	Description
<b>Council</b>	City of Moreton Bay
<b>Corporate Plan</b>	Council's five-year roadmap that describes the strategic goals and outcomes that support our vision: Our Moreton Bay. Amazing places. Natural spaces.
<b>Housing Needs (Choice, Diversity &amp; Affordable Living) Investigation</b>	Body of research to identify and support the housing needs of Moreton Bay's current and future residents, as a foundation for Council's new planning Scheme.
<b>Housing stress</b>	<p>When a household has an income level in the bottom 40% of Australia's income distribution and is paying more than 30% of its income in housing costs*.</p> <p>*This is the Australia Housing and Urban Research Institute (AHURI) definition. It is one of several indicators of housing affordability stress used within public and private housing sectors.</p>
<b>Long-term</b>	Actions that occur after 5 or more years, however planning or design may occur in the medium-term.
<b>Low-income rental households in rental stress</b>	Percentage of low-income private rental tenants paying 30% or more of their gross income on private rent.
<b>Moreton Bay region</b>	City of Moreton Bay Local Government Area.
<b>Outcomes</b>	High-level focus areas that guide strategic priorities within Council's suite of long-term strategies.
<b>Overcrowded dwellings</b>	People living in other crowded dwellings are usual residents living in dwellings reported in the Census requiring 3 extra bedrooms to accommodate them according to the Canadian National Occupancy Standard (CNOS). Under the operationalisation of the ABS definition they are not classified as homeless but are considered to be in marginal housing and may be at risk of homelessness.
<b>Severely overcrowded dwellings</b>	People living in other crowded dwellings are usual residents living in dwellings reported in the Census requiring 4 extra bedrooms to adequately accommodate them according to the Canadian National Occupancy Standard (CNOS).

## Acronym

## Description

<b>ABS</b>	Australian Bureau of Statistics.
<b>CALD</b>	Culturally and Linguistically Diverse.
<b>CWS</b>	Community Wellbeing Strategy – Council's 20-year strategic plan for the city's communities.
<b>GMS</b>	Growth Management Strategy – Council's 20-year strategic plan for managing the planning of the city's places and spaces.
<b>HHAP</b>	Housing and Homelessness Action Plan
<b>LGA</b>	Local Government Area
<b>LHAP</b>	Queensland State Government's Local Housing Action Plan

# Sources

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