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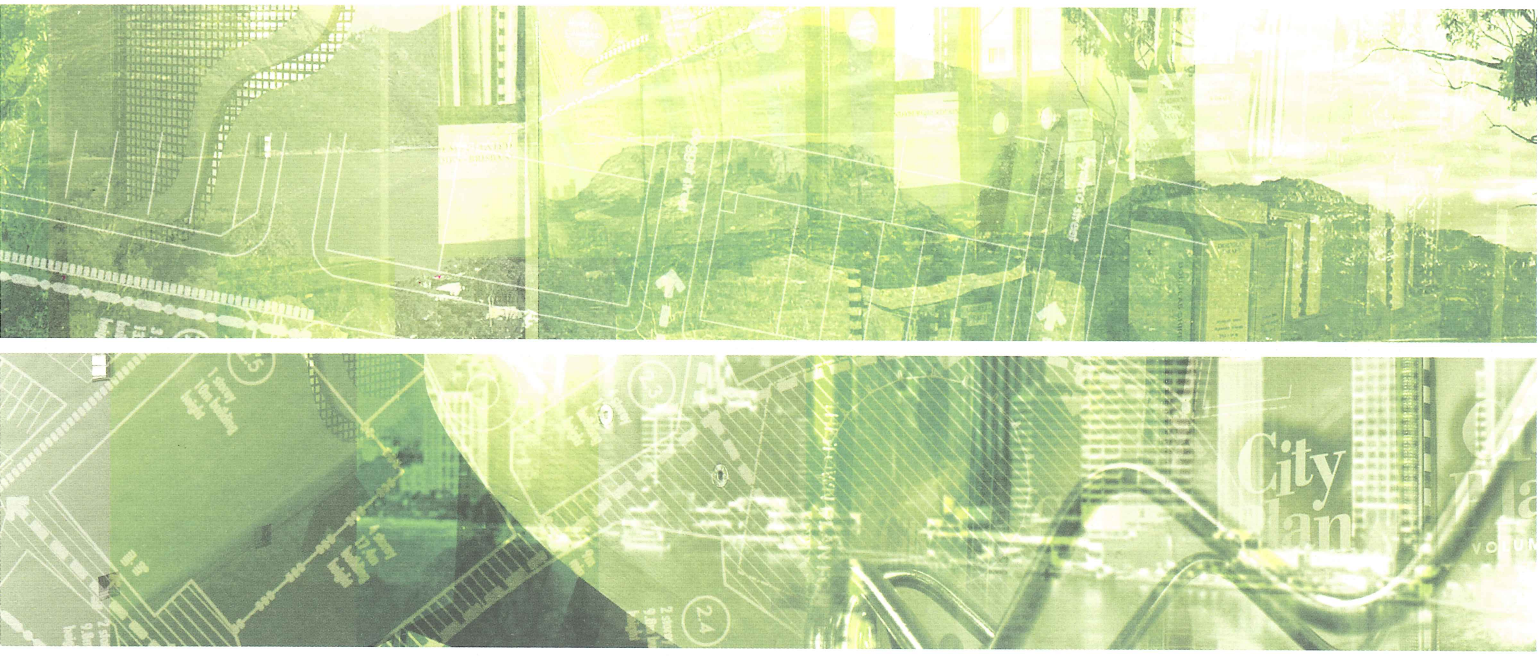
POPULATION DISTRIBUTION AND RESIDENTIAL DEVELOPMENT STUDY

Rockhampton Regional Council



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1.0 INTRODUCTION

1.1 The Project

1.1.1 Purpose and Scope of the Project

The Population Distribution and Residential Development Study has been commissioned by Rockhampton Regional Council to support the drafting of a new planning scheme for the whole Rockhampton Council area ('the Council area'), following the local government amalgamation of the four former Council areas of Rockhampton City, Fitzroy Shire, Livingstone Shire and Mount Morgan Shire, in March 2008. It is one of several studies being undertaken by various consultant teams from September – December 2010, to identify key information necessary for the planning scheme project.

The project brief indicates that the purpose of the study is to assist in understanding the region's residential land requirements and acknowledging and responding to identified housing needs (including meeting the requirements of State Planning Policy (SPP) 1/ 07 – Housing and Residential Development). Specifically, the overall purpose of the study is to:

- provide population, demographic and household statistics and projections that will be used to determine the number of people to be accommodated in the Rockhampton region to 2031; and
- identify housing and residential land requirements to accommodate residential development and assist in the determination of appropriate housing outcomes (in accordance with SPP 1/07).

1.1.2 Project Methodology

The Population Distribution and Residential Development Study (''the Study') aims to address housing needs and the broader issue of residential land use in the future.

The issues encompassed by the study as a whole include:

- the desire for a sustainable and efficient future urban form – including optimising use of the existing urban footprint;
- the need to accommodate anticipated population growth and whether that requires further residential /urban expansion;
- opportunities for increasing residential densities in well-serviced locations;
- impediments in the current planning schemes to achieving these outcomes and how to remove those in the new scheme;
- broader lifestyle, social, and demographic changes and priorities affecting housing need and demand;
- economic factors influencing housing choice, availability (supply), diversity and affordability; and
- satisfying the requirements of the SPP 1/07.

The study has comprised four stages, namely:

- Stage 1 – Inception and Data Collection;
- Stage 2 – Policy and Situational Analysis (Research Phase);
- Stage 3 – Options and Strategy Development – Housing Demand Imperatives;
- Stage 4 – Strategic Development and Project Finalisation.

The work emerging from other studies, particularly the Economic and Employment Centres Study, has informed the final study conclusions.

1.2 The Context

1.2.1 Rockhampton Context

The Rockhampton Council area, with an estimated resident population of 114,105 people in 2009, is central to the Queensland coast, approximately mid-way between Brisbane and Cairns. The Council area is over 18,300 km^2. From a planning perspective, the local government amalgamation of the four former Council areas has resulted in a diverse Council area comprised of coastal and rural areas, and urban centres including the city of Rockhampton, Yeppoon and Gracemere, which were previously planned largely independently of each other.

As indicated in the *Rockhampton Region Towards 2050 – Community Profile*[1], the region has a strong rural base (76% of the region)[2], supporting its status as the 'Beef Capital of Australia'. It is also well known for its coastal landscapes and tourism assets, including national parks and offshore islands. The city of Rockhampton is the largest urban centre in Central Queensland, and provides services to an extensive geographic area, including many mining and rural communities in inland Queensland.

The Rockhampton region is central to substantial coal and other resource reserves in the Bowen and Galilee Basins. With approximately 18 existing coal mines in the Central West region[3], and a further 26 new ones being planned, mining activity continues to have major impacts on Rockhampton in terms of demand for services, residential land and housing, education and training.

Rockhampton's proximity to major projects existing and proposed in Gladstone, particularly recently announced LNG projects, contribute to its potential for population growth in the future.

Other major and proposed projects of significance to the Council area include:

- the Kunwarara Mine and nearby Yaamba magnesite deposit which is increasing its workforce in 2014;
- the proposed ZeroGen Clean Coal Power Station project – location not yet determined;
- the proposal by Xstrata to expand the Port Alma terminal5
- the proposed water pipeline from the Fitzroy River to the Gladstone region;[6]
- the Rockhampton Hospital upgrade; and
- the proposed Norton Gold Field Limited Mt Morgan Mine project.

The *Towards 2050* project has identified a number of challenges and opportunities for the new Council area, including:

- limited opportunities to expand existing urban centres due to constraints including flooding, ecological values, topographical features and capacity of transport and water infrastructure;
- the growing pressure to preserve rural and coastal lifestyles;
- the need to protect key attributes such as cultural resources, agricultural land, environmental features and open space;
- the possible need to increase dwelling densities in Rockhampton City and Yeppoon, and to determine the location of new development; and
- the potential for redevelopment of existing urban areas through new infill development, while preserving heritage assets.

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1 Rockhampton Regional Council, February 2010
2 Rockhampton Region: Towards 2050: Community Profile 2010
3 PIP Outcomes Report – GHD and Economics Associates for RRC Oct 2010
4 Taylor, A (31 May 2010) *The Morning Bulletin: QMAG returns to full production* http://www.themorningbulletin.com.au/story/2010/06/14/qmag-returns-to-full-production-recruiting/
5 Morning Bulletin 2010
6 Gladstone Area Water Board, 2010

Of central importance to this study are a number of key aspirations expressed in the *Rockhampton Region Towards 2050 – Strategic Framework*[7], which identifies an agreed vision for the Council area for the next 40 years, including that:

> '**The community** *will be a population of more than 250 000 people, with a demographic profile with a relatively even distribution of age groups, a range of different cultural backgrounds, and a strong indigenous community; and*
>
> **The settlement pattern** *demonstrates a successful effort to minimise 'sprawl' through increasing the diversity in housing and supporting a network of centres including Rockhampton, Capricorn Coast, Gracemere, Mt Morgan and potentially a new town.'*

Within this context, Council will be required to establish effective growth management strategies to respond to this increase in population and changing housing preferences and needs. The new planning scheme must consider how this growth may occur and how it can be accommodated as a combination of both new Greenfield development and infill development within existing communities, given planning imperatives to improve a wide range of outcomes.

1.2.2 State and Federal Government Context

Both the Commonwealth government and the Queensland State government have a number of roles and responsibilities which contribute to the supply of housing in Australia.[8]

In the Federal sphere, these include:

- managing economic policies that influence housing (eg. the first home owner's grant);
- setting national policies on homelessness and housing;
- managing the National Affordable Housing Agreement (NAHA) of the Council of Australian Governments (COAG);
- funding social housing provision and program in partnership with the States;
- providing income support and rental subsidies;
- more recently, providing direct funding for housing through programs like the National Rental Affordability Scheme (NRAS), the Nation Building Economic Stimulus Plan Social Housing Initiative, and the Housing Affordability Fund (HAF).

The *National Housing Supply Council Second State of Supply Report 2010*[9] indicates that, from a national perspective:

- underlying demand (for housing) has continued to grow since the 2009 report (by more than 200,000 households) and is projected to increase further by 2029 (by 3.2 million households to 11.8 million);
- supply is not responding to this increase in demand (and that the impact of the global financial crisis on residential development in 2008-09 is likely to reduce dwelling completions in the next few years);
- State and territory data on future infill and greenfield supply may be higher than actual delivery of lots (contributing to a larger gap);
- the gap between demand and supply has continued to increase and will continue to increase without any changes to demand and/or supply.

The State government's roles, responsibilities and programs which impact on housing include:

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7 Rockhampton Regional Council, March 2010
8 See the Local Government Resource Toolkit (Qld Department of Housing, 2003)
9 http://www.fahcsia.gov.au/sa/housing/pubs/housing/national_housing_supply/Pages/default.aspx

- the *Queensland Housing Affordability Strategy 2007* and implementation through mechanisms including the Urban Land Development Authority;
- providing legislation supporting the planning system (including regional planning and infrastructure charging) and policies such as SPP 1/07;
- funding, constructing and managing social housing and housing assistance programs (through the Department of Communities);
- regulating private housing management (eg. real estate and rental legislation); and
- regulating State taxes and charges affecting housing affordability, and
- administering the land tenure system.

1.2.3 Legislative Context

1.2.3.1 Sustainable Planning Act 2009

The *Sustainable Planning Act 2009* (SPA) came into effect on 18 December 2009.

Chapter 1, Part 2, Section 5 of SPA, outlines the meaning of advancing the Act's purpose (our emphasis):

'(a) ensuring decision-making processes—
(i) are accountable, coordinated, effective and efficient; and
(ii) take account of short and long-term environmental effects of development at local, regional, State and wider levels, including, for example, the effects of development on climate change; and
(iii) apply the precautionary principle; and
(iv) seek to provide for equity between present and future generations; and
(b) ensuring the sustainable use of renewable natural resources and the prudent use of non-renewable natural resources by, for example, considering alternatives to the use of non-renewable natural resources; and
(c) avoiding, if practicable, or otherwise lessening, adverse environmental effects of development, including, for example—
(i) climate change and urban congestion; and
(ii) adverse effects on human health; and
(d) considering housing choice and diversity, and economic diversity; and
(e) supplying infrastructure in a coordinated, efficient and orderly way, including encouraging urban development in areas where adequate infrastructure exists or can be provided efficiently; and
(f) applying standards of amenity, conservation, energy, health and safety in the built environment that are cost-effective and for the public benefit; and
(g) providing opportunities for community involvement in decision making.'

Chapter 3, Part 2, Section 89 of SPA outlines core matters for planning schemes:

'(1) Each of the following are core matters for the preparation of a planning scheme—
(a) land use and development;
(b) infrastructure;
(c) valuable features.'

Part of advancing the Act's purpose is providing housing choice and diversity Furthermore, housing and residential development forms a key part of 'land use and development' and is therefore a core matter to be considered in planning schemes, along with the obligation to plan and manage land use appropriately.

The associated *Sustainable Planning Regulation 2009* amended the approval process for certain detached dwellings, duplexes, and non-habitable buildings and structures in residential zones and was then amended on 26 March 2010 by the *Building and Other Legislation Amendment Regulation (No. 1) 2010*. The effect was to reverse the default of the SPA provision, and provide for Councils to 'opt in' to the provision. In the event that a Council opts in (by Council resolution) with respect to duplexes, it will be required to apply new design and siting standards for duplex housing contained in MP 1.3 of the Queensland Development Code.

1.2.3.2 QPlan and the Queensland Planning Provisions

SPA is intended to ensure future development outcomes and planning mechanisms are based on good planning principles, take into account a range of environmental, economic and social considerations and provide for an efficient and logical pattern of development. To facilitate this, the State government has introduced a range of measures known as 'QPlan'.

The Queensland Planning Provisions (QPP), an element of Qplan, provide a mandatory framework for the format of planning schemes across Queensland which will apply to the drafting of the new Rockhampton planning scheme. Version 2 was adopted in October 2010 and further regular updates are proposed.

1.2.3.3 Local Government Act 2009 – Corporate Planning and Community Planning

The *Local Government Act 2009*, which came into effect on 1 December 2009, places considerable emphasis on inclusive community consultation practices, and greater synergies with land use planning.

Specifically, it includes a stronger approach to long term community planning. The main approach has been to:

- focus on longer term planning through a local government community plan;
- provide connectivity between community planning and SPA through regional plans;
- ensure greater community involvement in the planning process; and
- support sustainable communities.

As a key part of the reform, local governments are now required to prepare a long-term community plan, which is subordinate to the Regional Plan, and forms the community's strategic vision for the area.

Under the *Local Government (Finance, Plans and Reporting) Regulation 2009*, Councils are required to prepare a long-term Community Plan by 1 December 2011 and report annually on the result of the plan's implementation. Community plans are to have a minimum timeframe of ten years and are to reflect the community's vision for the future in relation to a range of matters including social wellbeing. Housing is listed as an example of a relevant consideration.

The outcomes, goals, priorities and indicators established through the community plan are used to inform other plans, including the asset management plan and land use planning instruments, notably the Priority Infrastructure Plan (PIP) and the planning scheme, which are prepared in accordance with the requirements of SPA.

1.2.3.4 State Planning Policy 1/07 - Housing and Residential Development

State Planning Policy (SPP) 1/07 - *Housing and Residential Development* provides the overarching policy requirement for the assessment of housing needs at the local government level.

The SPP requires certain local governments, including the Rockhampton Regional Council, to undertake a 'housing needs assessment' and to consider housing needs in its forthcoming planning scheme.[10] The SPP indicates that a new planning scheme must seek to achieve the same outcome as the policy and ensure all aspects of the new scheme are consistent with the policy. It sees local government as having a key role in helping to implement the SPP by '…*initiating proactive measures to help address specific local housing needs*.'

The SPP outlines the process required to undertake a housing needs assessment, and the guideline to the policy provides an outline of ways in which local governments can address local housing needs.

1.2.4 The role of local government

Good housing outcomes are dependent on effective partnering between all levels of government, and between government, the private sector and the community. Local government provides the interface between government and non-government stakeholders, through both its statutory responsibilities and non-statutory initiatives.

Rockhampton Regional Council, as with other local governments in Queensland, has a number of statutory responsibilities in relation to the legislative context outlined above, including preparation of:

- a Community Plan by December 2011;
- a new planning scheme for the amalgamated Council area (including a Priority Infrastructure Plan) and other financial and operational plans required by the *Local Government Act 2009;* and
- a housing needs assessment in response to SPP 1/07 to support approaches to housing within the new planning scheme.

In the non-statutory arena, Council has the opportunity to raise awareness of housing issues in the community, and to engage with the development industry about the importance of housing diversity in maximising affordability in the local context. Councils can also take a range of actions including regulation of forms of housing such as multiple dwellings and caravan parks, support for housing organisations and networks through their community development functions, financial support for housing providers through direct grants or rates rebates, and direct delivery of housing or housing-related services. A Council focus on housing policies and activities in the State and Federal sphere can improve accessibility to funding for housing projects.

Some examples of non-statutory initiatives in evidence in South East Queensland local government areas are:

- the establishment of housing trusts or companies, including the Brisbane Housing Company; and
- joint ventures or partnerships with private and community sector organisations.

1.3 Assessing Housing Needs – Appropriate and Affordable Housing

1.3.1 Housing Trends in Australia

While the Rockhampton Region has unique characteristics, including local characteristics which are relevant to housing, it is also subject to a number of wider national trends, many of which are inter-dependent, and which are likely to influence housing needs into the future.

[10] (Note: It is acknowledged that the SPP requirements were prepared prior to the local government amalgamations in 2008 and required only the former Rockhampton City and Livingstone Shire to reflect the policy requirements. It is assumed this requirement carries across to the larger amalgamated Council).

These include:

- **ageing population** – by 2050, the number of people aged 65-84 in Australia is expected to double and the number 84 and older is expected to quadruple[11];
- **increasing life expectancy** – both male and female life expectancy has increased significantly in the past century;
- **growth in the number of households** – between 2008 and 2029, the number of households in Australia is predicted to increase from 8.5 million to 11.8 million, equating to a demand for 160,000 additional dwellings annually in that period[12];
- **declining household size** – by 2031, the average household size in Queensland is projected to decline from 2.6 persons in 2006 to 2.4[13];
- **changing housing preferences** – generational trends including baby boomer preferences away from traditional retirement accommodation; and
- **decreasing rate of home ownership** – a result of both apparent growing reluctance of younger generations to take on housing debt and the relative lack of affordability compared to previous generations.

In addition, housing demand in local areas including Rockhampton is likely to be influenced by policy considerations beyond the control of the Council, including:

- State government policies such as the Queensland Regionalisation Strategy, which is aimed at diverting additional population from the South East of the State to other regions;
- migration policies at the national level; and
- various economic cycle influences including the international demand for mineral resources.

1.3.2 Importance of Appropriate and Affordable Housing

SPP 1/ 07 was adopted by the Queensland Government on 17 December 2006 *'…to ensure larger, high growth local governments identify their community's housing needs and analyse, and modify if necessary, their planning schemes to remove barriers and provide opportunities for housing options that respond to identified needs'.*

'Housing needs' refers to the underlying requirement people may have for housing in terms of quality, tenure, dwelling type, cost and location. 'Unmet housing need' describes the extent of the mismatch between housing that is supplied to the market in order to meet perceived demand and the extent to which that housing meets actual needs. Unmet housing need occurs when households cannot find housing that is appropriate to their requirements. It is acknowledged that the extent and nature of housing need is difficult to predict.

In order to support local governments in addressing local housing needs, the SPP requires that a Housing Needs Assessment be undertaken, along with a planning scheme analysis, to identify:

- existing and future housing needs;
- impediments to providing housing to meet these needs; and
- statutory and non-statutory provisions to support these needs being addressed in the future.

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[11] 'Australia to 2050: future challenges' - Intergenerational Report 2010, Australian Treasury, 2010
[12] National Housing Supply Council State of Supply Report 2010 – Chapter 2 Key Points
[13] Office of Economic and Statistical Research (OESR) Qld, May 2010

Two important considerations in the assessment of housing needs are:

- the appropriateness of housing – this refers to the suitability of housing stock in terms of its quality, tenure, type and location; and
- the affordability of housing – which is sometimes difficult to define and tends to be confused with 'affordable housing'. While there is no commonly accepted definition of 'housing affordability' (sometimes called 'affordable living'), it is generally recognised as referring to a wider set of factors that influence the cost of living in a particular place than simply the cost and availability of housing.

'Affordable housing', on the other hand, is a specific sub-set of the broader term 'housing affordability', which has been defined by the Queensland Government through the Department of Communities as follows:

> *'The Department of Communities considers housing to be affordable when:*
> - *the dwelling is appropriate to the needs of low-income households in terms of design, location and access to services and facilities; and*
> - *out-of-pocket rent (total rent less any government rent assistance payments) paid by households in the lowest 40% of the income distribution, does not exceed 30% of the gross household income.'*
>
> (Department of Communities, 2010)

The amount of additional residential land that is required in the new planning scheme to support the achievement of housing affordability and appropriateness will be influenced by a combination of:

- the demographic characteristics of the population and their housing preferences;
- how well their housing preferences are met by the market, specifically the types and condition of housing that is already available to that population – existing housing stock;
- the relative proportions of low density and higher density housing required to supply housing diversity;
- the ability of key geographic locations to accommodate new housing; and
- the extent to which new development can be integrated within the existing urban area without influencing other desired outcomes, such as character, amenity and ecological objectives.

1.3.3 The Role of Planning in Housing Affordability

By their nature, planning schemes reflect trade-offs between potential outcomes – environmental, economic, and social, to the extent that those outcomes are influenced by decisions about land use. Planning schemes direct decision making by local governments. Housing is the dominant built form in local areas, including Rockhampton, and its location, quantity, and form is strongly influenced by the planning scheme.

Currently, 87.83% of the existing housing stock in the Council area is in the form of detached dwellings[14]. The trends discussed above suggest a growing need not only for significant increases in the number of dwellings for the foreseeable future, but also in dwelling types which are 'appropriate' to the demographic and economic profile of the population. This includes:

- smaller housing to suit all income groups and life-cycle stages;
- adaptable housing to suit older people and those with disabilities;
- more housing in locations which are accessible to employment, education and services; and
- better designed housing to suit the climate.

[14] Department of Communities (DOCs) Housing Analysis 2010

Considerable debate between local and State governments and peak development industry groups in recent years highlights the strong nexus between the planning system, housing affordability and land supply. Much of this debate is in relation to Greenfield supply.

In determining the quantum of land required for residential development, it is important to look at aspects of existing planning schemes which may be acting as barriers to supply, including infill supply, and ensure the new scheme does not include the same barriers. These may include, for example:

- reconfiguring a lot (subdivision) provisions which mitigate against smaller lots;
- minimum frontage and lot size provisions in codes which restrict housing diversity; and
- character, design and other provisions which preclude duplex or dual occupancy development, particularly in existing areas.

The planning system can assist in improving housing affordability by:

- ensuring a closer balance between demand and supply for residential land overall;
- encouraging diversity in housing product, including diversity of tenure; and
- providing opportunities for consolidation and infill utilising the capacity of existing infrastructure and services.

Section 4.4 of this report discusses the performance of existing planning schemes in detail.

1.3.4 Influence of Land Supply on Housing Outcomes

Where the supply of residential land is insufficient to meet demand, adverse impacts on housing affordability can be anticipated.

The Queensland Government's Housing Affordability Strategy released in 2007, indicated:

> '*Housing affordability is influenced by many factors, such as market influences, interest rates and mortgage deregulation – factors over which the Queensland Government has little control. However, through the Queensland Housing Affordability Strategy, the Queensland Government is acting on land and housing supply matters – areas where we can improve factors that enable the market to respond more effectively to providing housing*.'[15]

The strategy includes revised approaches to improving supply, including the establishment of the Urban Land Development Authority and declaration of Urban Development Areas.

Section 3 of this report deals in more detail with residential land supply issues in the Council area, in the context of determining whether additional land is likely to be needed for residential development in the life of the next planning scheme.

In general terms, a key to maintaining housing affordability is monitoring the supply of residential land to ensure a balance between supply and demand, such that the price of land for housing remains at affordable levels.

On the other hand, it is equally important that there is not an oversupply of land, particularly Greenfield land, such that infrastructure demands cannot be met and/or that other objectives, such as redevelopment of existing areas which offer benefits for accessibility and so on, are undermined. Other sections of this report address this potential issue in more detail.

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[15] Queensland Housing Affordability Strategy 2007

1.3.5 Importance of Location

As implied in previous sections, while the overall supply of land for housing is a major factor in achieving good housing outcomes, the integration of housing with appropriate services is also fundamental to addressing housing needs.

The following key questions apply to identifying the relative proportions of greenfield and infill supply and the ideal locations for each:

- Accessibility and Connectivity: Can residents conveniently access all necessary support services and have ready access to employment?
- Efficient Servicing: Can all residential areas be serviced with essential infrastructure efficiently?
- Character Protection and Management: How can the need to ensure preservation of special and unique local character be balanced with the need for infill development?
- Community Focus Point: Does every resident have a place or precinct of community attachment?
- Ecological Protection and Management: Are vegetated areas, water quality, and coastal processes protected?
- Housing Diversity: Is there adequate choice of accommodation for all age and socio-economic groups?
- Protection from Natural Hazards: Is residential development protected against flood, fire, storm surge and landslip?
- Orderly Development: Is development planned to occur in a logical sequence?

1.4 Interim Deliverables

In response to the brief, two interim deliverables have been provided so far in this study.
These are:

- Preliminary Issues Identification Paper (October 2010); and
- PIP Initial Outcomes Report (November 2010).

The Preliminary Issues Identification Paper was prepared in the first stages of the study, to inform the consultants undertaking other parallel studies of the likely issues for consideration. The key initials findings outlined in the paper were presented at Integration Workshop 1, held in Rockhampton on 26 October 2010.

The PIP Initial Outcomes Report provided preliminary information for use by Council's Priority Infrastructure Plan (PIP) team in developing the new PIP for the whole of Council area, in advance of the timeframes for the study as a whole, and other studies being undertaken at the same time. It was intended to highlight methodological issues and other emerging issues which may influence the assumptions used by Council to underpin the forthcoming PIP for the whole Council area.

1.5 Purpose of this Report

This report is the final deliverable for the project and is intended to present the study's findings in relation to:

- the context for housing and residential land in the Council area;
- key demographic and housing indicators, and indicators of social disadvantage;
- current housing and dwelling characteristics;
- projected housing needs by dwelling type and number to 2031;

- current residential land availability and the need for additional land in the life of the next planning scheme; and
- preferred locations for future residential development.

The report also makes some recommendations about strategies, both planning scheme and non-planning scheme related, to improve housing outcomes in the future.

2.0 DEMOGRAPHIC OVERVIEW

2.1 Population Growth and Dwelling Demand

2.1.1 Population Projections

Population projections to be used as the basis for individual planning studies have been discussed with Council during the initial stages of this project. To assist with these discussions, a table comparing the various population projections was prepared and is included in **Appendix A**. Current and projected population estimates included in the table are:

- PIFU high and medium series population projections;
- projections prepared for Council's PIP (includes resident and total population estimates) for 2009 and 2010; and
- details of the data sources used in the Department of Communities Housing Analysis and community profiles prepared by ID Profiles (available on Council's website).

A comparison of the figures in the tables indicates that:

- the latest population data published by PIFU shows that actual growth is tracking more closely to the medium series PIFU projections;
- Council's 2009 PIP population projections are only slightly below the PIFU high series projections;
- Council's amended PIP population projection for 2010 is slightly higher than the PIFU high series projections; and
- the DOC's housing analysis uses PIFU medium series projections.

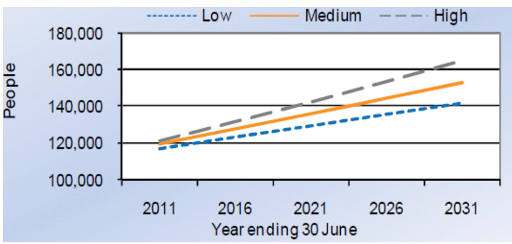
Although actual growth is similar to medium series projections, there are good reasons to use the high series from a planning perspective and Council has confirmed that the PIFU high series projections will be used for the purpose of the individual planning studies. The basis for this decision includes the following considerations:

- there is a need to ensure consistency across the planning studies and in particular with Council's PIP projections;
- Council's previous experience suggests that PIFU projections have been conservative in the Rockhampton region;
- factors such as the impact of LNG and coal projects in the region and the State Government's regionalisation strategy need to be taken into account; and
- in other regions, such as FNQ and WBB, the State Government has used high series growth for planning purposes.

The high series projections for the Rockhampton region are provided in **Figure 1** below.

Figure 1: Projected Population, Rockhampton Regional Council

	Projected population			Average annual change (medium series)	
	Low series	Medium series	High series	Number	Per cent
2011	117,465	119,422	121,293	2,381	2.1%
2016	123,776	127,771	131,714	1,670	1.4%
2021	129,817	136,069	142,343	1,660	1.3%
2026	136,030	144,684	153,483	1,723	1.2%
2031	142,071	153,256	164,745	1,714	1.2%



Source: OESR 2010

Projections of the number of households by household type are significant as they provide an indication of the number and type of dwellings likely to be required in the region by 2031. The tables below (**Table 1** and **Table 2**) provide projections of household types to 2031 for the former Rockhampton LGA that have been prepared based on PIFU 2008 projections.

Table 1: Household Type Projections, Former Rockhampton LGA

Household Type	2006	2011	2016	2021	2026	2031
Couple with children	11,872	12,281	12,526	12,958	13,626	14,267
One parent with children	5,010	5,764	6,237	6,634	7,003	7,409
Couple without children	11,163	13,376	15,229	16,815	18,079	19,280
Lone person	9,918	11,811	13,362	14,859	16,282	17,767
Group households	1,280	1,297	1,301	1,308	1,347	1,395
Other and non-classifiable households	2,230	2,450	2,619	2,738	2,899	3,064
Total Resident Households	41,472	46,979	51,274	55,311	59,235	63,180

Source: PIFU 2010

Table 2: Household Type Projections as a Proportion of Total Resident Households, Former Rockhampton LGA

Household Type	2006	2011	2016	2021	2026	2031
Couple with children	28.6%	26.1%	24.4%	23.4%	23.0%	22.6%
One parent with children	12.1%	12.3%	12.2%	12.0%	11.8%	11.7%
Couple without children	26.9%	28.5%	29.7%	30.4%	30.5%	30.5%
Lone person	23.9%	25.1%	26.1%	26.9%	27.5%	28.1%
Group households	3.1%	2.8%	2.5%	2.4%	2.3%	2.2%
Other and non-classifiable households	5.4%	5.2%	5.1%	5.0%	4.9%	4.8%
Total Resident Households	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: PIFU 2010

2.1.2 Household Type Projections

As PIFU high series household type projections are not available from OESR, the proportion of individuals to households for medium series data[16] has been applied to the high series population figures to estimate the total number of households under the high series growth scenario. This calculation suggests there will be 67,926 total households by 2031.

Assuming each household requires one dwelling, figures from the Office of Economic and Statistical Research (OESR, 2010) show that the total number of dwellings in the RRC area in 2006 was 42,736. Therefore, under the high series scenario, approximately 25,190 additional dwellings will be required by 2031. This figure compares with 22,475 additional dwellings required based on PIFU medium series household projections. The medium series figure is the same as the overall estimated dwelling requirements in the DOC's housing analysis.

The additional dwelling requirements estimated in the PIP reports for the whole LGA are not known to 2031, as the Mount Morgan PIP only projects to the year 2021. Using projections to 2021, the following comparisons are noted:

[16] Calculated as 153,257 individuals divided by 63,180 dwellings.

- 18,207 additional dwellings will be required by 2021 based the figures contained in the PIP reports;
- 14,324 additional dwellings will be required by 2021 according to PIFU medium series household projections; and
- 16,955 additional dwellings will be required by 2021 according to PIFU high series household projections.[17]

As demonstrated by the above figures, the total dwelling requirements estimated in the PIP is approximately 1,252 more than the PIFU high series estimate.

Details of the various sources of dwelling projections are provided in **Appendix B.**

2.1.3 Occupancy Rates

The reason for the difference in total dwelling requirements may partially relate to the occupancy rates applied in the PIP compared with PIFU figures, which are as follows:

Rockhampton

- 2.7 persons / single dwelling
- 1.6 persons / attached dwelling and multi-unit dwelling
- 1 person / integrated aged care facility or nursing home bed
- 1.6 persons / aged care facility or nursing home unit
- 1.6 persons / hotel, motel, guesthouse
- 1.8 persons – caravan park site
- persons / single and multi-unit dwellings in CSIRO site

Fitzroy

- 2.8 persons / single dwelling
- 1.7 persons / attached dwelling, multi-unit dwelling, mixed use and other dwelling type

Livingstone

- 2.7 persons / single dwelling
- 1.6 persons / attached dwelling, multi-unit dwelling and mixed use
- 1.6 persons / aged care facility or nursing home unit
- 1.6 persons / hotel, motel, guesthouse
- 1.9 persons – caravan park site

Mount Morgan

- Overall occupancy rate of 2.29 persons

The occupancy rate used in the PIFU household projections is 2.35 persons by 2031, decreasing from 2.52 in 2006. It is noted that the PIP also assumes a declining occupancy rate from 2006 to 2031, however, the occupancy rate for the whole LGA over this period is not clear.

[17] This is an estimate only using the approach detailed above.

2.2 Demographic Characteristics

2.2.1 Overview

This demographic characteristics of the RRC Regional Council described and analysed below are primarily summarised from ABS 2006 census data and the DOC's Housing Analysis. **Appendix C** contains a demographic report and table of demographic indicators for the RRC area (including individual SLAs), the Fitzroy Statistical Division and Queensland.

2.2.2 Age Profile

- The RRC area had a similar age profile to Queensland as a whole (OESR 2010a), although it was characterised by an older population in comparison to Central Queensland and Queensland. RRC recorded higher proportions of persons 45 years or older in comparison to the Central Queensland and Queensland.

- Ageing of the population occurred between 2001 and 2006 and this trend is expected to continue to 2031 (OESR 2007). By 2031, 22 per cent of the population is expected to be over 65 years of age (OESR 2010a), which is similar to the trend projected for Queensland as a whole.

- The proportion of the population aged 65 years or older in the RRC area is projected to increase from 6.1% in 2006 to 10.6% by 2031 for males and from 7.1% to 11.2% for females. Although similar trends are projected for Central Queensland and Queensland, projected increases for RRC are more significant.

2.2.3 Household Type

The RRC area has a similar household structure to Queensland, but with the following characteristics:

- couple with children households were the most common household type in RRC in 2006, comprising 30.7% of total households. This proportion was slightly lower than both Central Queensland and Queensland, where this household type represented 34.3% and 31.9% of households respectively;

- RRC exhibited higher proportions of single person and single parent with children households than Central Queensland and Queensland;

- by 2031, it is anticipated that the most common household type in RRC will be couple only households (30.5%), followed by single person household (28.1%). Couple with children households are projected to comprise 22.6% of households by 2031.

- The DOC's housing analysis shows that in 2006, the RRC area was characterised by families in the latter stages of the family life cycle, demonstrating higher proportions of couple with children households aged between 40-64 years and lower proportions aged 25-39 years.

- The proportion of small households (single person and couple only households) in RRC are projected to increase by 2031, while the proportion of couple with children households is projected to decline.

2.2.4 Dwelling Type

- RRC has a higher proportion of separate houses (87.8%) than Queensland (79.5%) (OESR 2007).

2.2.5 Aboriginal and Torres Strait Islanders

- RRC demonstrated a slightly higher proportion of Aboriginal and Torres Strait Islander persons (5.6%) compare with Central Queensland (5.0%) and Queensland (3.5%).

2.2.6 Ethnicity

- RRC recorded a higher proportion of persons born in Australia (85.0%) in comparison to Central Queensland (84.8%) and Queensland (75.2%).

2.2.7 Disability

- RRC recorded significantly higher proportions of persons receiving physical and mental disability pensions (63 out of 10,000 persons) in comparison to Central Queensland (43 out of 10,000 persons) and Queensland (51 out of 10,000 persons).

2.2.8 Employment

- In 2006, the RRC area recorded a slightly higher unemployment rate than Queensland (OESR 2010b). The former Mount Morgan Shire had a very high unemployment rate of over 20 per cent (OESR 2010c).

- RRC exhibited a lower proportion of full time workers (65.2%) than Central Queensland (67.8%), however, this proportion was higher than for Queensland (64.7%).

2.2.9 Incomes

- RRC recorded lower median incomes for all households and renter couples (aged 25-40) in comparison to the Central Queensland and Queensland. The median income for renter couples aged 25-40 is considered by the Department of Communities to be comparable to the median income of first home buyer households.

2.2.10 Industry

- Retail and wholesale trade (16.8%), followed by education, government administration and defence (15.2%) were the most prominent employment sectors in RRC. Central Queensland exhibited the same prominent employment sectors but in lower proportions than RRC.

The above demographic characteristics for RRC outlined above will influence future preferences for housing types and will be taken into account in the modelling to be prepared in subsequent stages of this planning study.

2.2.11 SEIFA

The ABS Socio-Economic Index for Areas (SEIFA) – Index of Relative Socio-Economic Disadvantage analyses a number of variables related to disadvantage, including low income, low educational attainment, unemployment and low vehicle ownership.

Within the RRC area, the Mount Morgan SLA (equal to the former Mount Morgan Shire) was the most disadvantaged according to the SEIFA Index of Relative Socio-economic Disadvantage 2006 (see **Figure 2**). The Mount Morgan SLA had a SEIFA Socio-Economic Disadvantage score of 807.5 which was significantly lower than other SLAs in the area.

The second most disadvantaged SLA was Rockhampton (962.8). Fitzroy Part A (982.3), Fitzroy Part B (992.0) and Livingstone Part B (991.3) all had similar levels of disadvantage according to the index. The Livingstone Part A SLA was the least disadvantaged area in 2006 (1078.7).

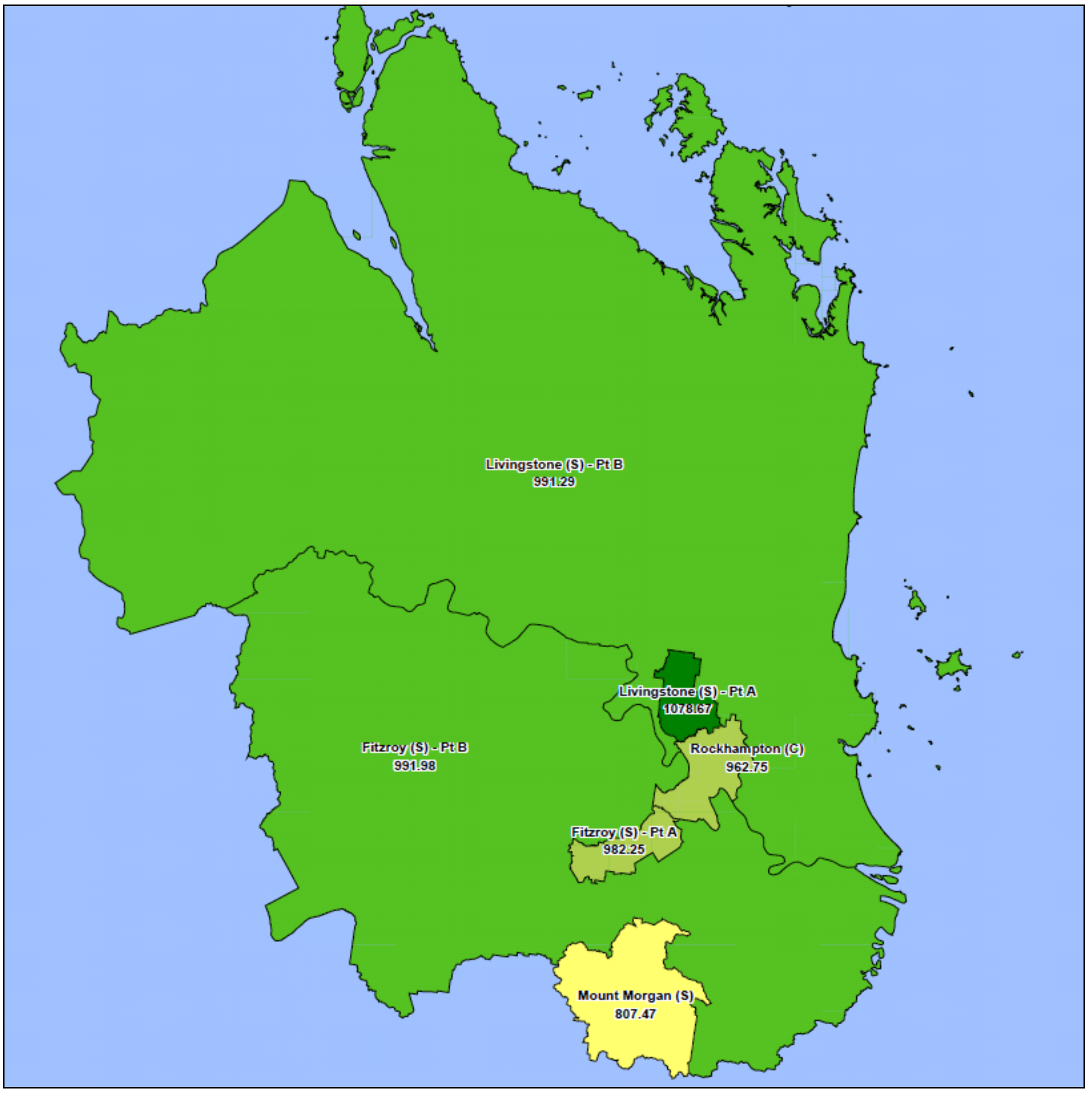


Figure 2: SEIFA Index of Relative Socio-Economic Disadvantage for SLAs

Source: OESR 2010

It is necessary to emphasise the importance of ensuring the location of future residential land does not cause or worsen social disadvantage. At the highest level of planning, this means:

- maximising new residential development in areas with excellent accessibility to services (including employment and education) and which can be serviced efficiently by public transport;
- minimising new residential development in areas remote from services and which foster high levels of car dependency;
- maximising housing diversity and supply to maximise affordability; and
- ensuring existing areas of disadvantage are supported but not expanded.

3.0 RESIDENTIAL LAND SUPPLY AND AVAILABILITY

The project brief for this study requires an analysis of the supply of residential land needed to accommodate future population growth in the RRC area for the life of the new planning scheme. Accordingly, this section assesses the current supply of residential land in the RRC area and specifically addresses:

- the quantity of existing land zoned for residential purposes and potentially available for development;
- opportunities for infill development based on approved residential subdivisions;
- the supply of residential and rural residential zoned land; and
- recent trends in residential land sales.

Section 6 of this report then analyses the supply of residential land and its relationship with projected dwelling growth.

3.1 Broadhectare Studies (2007 – 2008) by Former LGA

A review of the broadhectare studies prepared by PIFU has been undertaken to inform an analysis of the supply of residential land in the RRC area. These studies were undertaken at the former LGA level in 2007 and 2008. The purpose of the broadhectare studies is to measure the supply of land zoned for residential purposes within the current planning schemes[18] and the capacity to accommodate projected population growth. The land identified is labelled as broadhectare land and is characterised by its suitability and potential availability for residential development.

The broadhectare analysis for the former LGAs in Rockhampton suggests that vacant and broadhectare land in the RRC area could accommodate some 16,580 additional dwelling units, at traditional residential densities. The following briefly summarises the potential yields by former LGA.

3.1.1 Broadhectare Study 2008 – Rockhampton City

The broadhectare study for the former Rockhampton City was prepared by PIFU in 2008. The key findings of the report are summarised as:

- the total area of broadhectare land available for residential development is 224ha, comprised of:
  - 199ha of urban residential land;
  - 25ha of lower density residential land;
- the Rockhampton City broadhectare land can potentially yield 1,672 dwellings, with development at urban densities accounting for 94.8% of the total potential dwelling yield;
- three scenarios of household projections have been prepared by PIFU as a tool to determine future demand for residential land and dwellings. Based on these scenarios the amount of land supply in terms of years remaining was estimated to be:
  - low series – equates to 19 years supply;
  - medium series – equates to 14 years supply;
  - high series – equates to 12 years supply;
- broadhectare land for Rockhampton City at 2008, combined with existing vacant land stock, can yield approximately 2,250 lots that can be potentially utilised for dwelling construction. The existing vacant land stock accounted for approximately 25% of the total residential land stock yield.

[18] The studies analyse land parcels 1.2 ha and over using a methodology explained in detail in each study.

3.1.2 Broadhectare Study 2008 – Fitzroy Shire

Key findings of the 2008 broadhectare study for the former Fitzroy Shire are summarised as follows:

- the total area of broadhectare land available for residential development is 2,463ha, comprised of:
  - 302ha of urban residential land;
  - 2,161ha of lower density residential land;
- the Fitzroy Shire broadhectare land could potentially yield 3,873 dwellings, with development at urban densities accounting for 75% of the total potential dwelling yield;
- based on the three scenarios of household projections prepared by PIFU, the quantum of land supply in terms of years remaining for the former Fitzroy Shire was estimated to be:
  - low series – equates to 56 years supply;
  - medium series – equates to 44 years supply;
  - high series – equates to 37 years supply;
- broadhectare land for Fitzroy Shire at 2008 combined with existing vacant land stock could yield approximately 4,000 lots that can be potentially utilised for dwelling construction. The existing vacant land stock accounts for approximately 4% of the total residential land stock yield.

3.1.3 Broadhectare Study 2008 – Livingstone Shire

Key findings of the 2008 broadhectare study for the former Livingstone Shire are:

- the total area of broadhectare land available for residential development is 1,536ha, comprised of:
  - 947ha of urban residential land;
  - 589ha of lower density residential land;
- the Livingstone Shire broadhectare land could potentially yield 8,621 dwellings with development at urban densities accounting for 89% of the total potential dwelling yield;
- based on the three scenarios of household projections prepared by PIFU, the land supply in the former Livingstone Shire equates to the following supply in terms of years:
  - low series – equates to 31 years supply;
  - medium series – equates to 23 years supply;
  - high series – equates to 19 years supply;
- broadhectare land for Livingstone Shire at 2008, combined with existing vacant land stock could yield approximately 9,700 lots that can be potentially utilised for dwelling construction. The existing vacant land stock accounts for 11% of the total residential land stock yield.

3.1.4 Broadhectare Study 2007 – Mount Morgan Shire

Key findings of the 2007 broadhectare study for the former Mount Morgan Shire are summarised as follows:

- the total area of broadhectare land available for residential development is 750ha, comprised of:
  - 7ha of urban residential land;
  - 743ha of lower density residential land;
- the Mount Morgan Shire broadhectare land could potentially yield 541 dwellings, with development at urban densities accounting for 22% of the total potential dwelling yield;
- based on the three scenarios of household projections prepared by PIFU, the amount of land supply in terms of years remaining for Mount Morgan Shire is:
  - low series – equates to 181 years supply;
  - medium series – equates to 118 years supply;
  - high series – equates to 95 years supply;

- broadhectare land for Mount Morgan Shire at 2007 combined with existing vacant land stock can yield approximately 630 lots that can be potentially utilised for dwelling construction. The existing vacant land stock accounts for 53.9% of the total residential land stock yield.

3.2 Residential and Rural Residential Zoned Land by Former LGA

The analysis below provides an assessment of the supply of englobo parcels[19] in the form of large vacant lots with subdivision potential under the planning schemes that are zoned for residential and rural residential (excluding land constrained by incompatible uses and/ or zonings such as electricity infrastructure). The purpose of this assessment is to understand the quantum of land zoned for residential and rural residential purposes in specific locations across the LGA.

This assessment is based on an analysis of Council's PIP assumptions reports, combined with a desktop review using Google imaging, PDSLive reports and existing land use mapping.

3.2.1 Residential Zoned Land

3.2.1.1 Rockhampton

- Vacant residential land in the former Rockhampton City is largely concentrated in the north of the City, with land in the south of the City largely confined to small scale infill development as well as redevelopment opportunities for higher density living in the CBD.
- There has been strong take-up of land in the Norman Gardens/ Berserker Hills area and developer interest in releasing land in the Parkhurst area.
- Greenfield development opportunities for the former Rockhampton City are concentrated around Parkhurst.
- Based on the PIP land use assumptions map, and excluding infill development and the recent Stockland purchase, it is estimated that there are approximately 479ha of vacant residential land available in the former Rockhampton City, 88% of which is located north of Yeppoon Road.
- Large englobo parcels of land, such as the 278ha parcel recently purchased by Stockland anticipated to include 1,900 residential lots, further expand planned development towards Parkhurst.

3.2.1.2 Livingstone

- Analysis by Urban Economics in 2007 estimated that the former Livingstone Shire could accommodate some 5,633 dwellings in infill and approved residential developments and some 3,909 dwellings in Greenfieldlocations, with 729ha of vacant Greenfieldland. It is noted that some 925 new residential dwellings were approved between July 2007 and June 2010, suggesting that 8,617 could still be accommodated, excluding any new residential approvals on non-residential land since that time.
- In comparison, the PIP Assumptions Report for Livingstone has identified vacant land (under the existing land use assumptions), comprising approximately 570ha of vacant land. We note that some sites have also been identified as development opportunities for mixed use and commercial activity and these have been excluded from this supply estimation. These sites have largely been encompassed within the infill residential estate analysis identified above, with no other major englobo parcels as yet undesignated as a residential estate.

[19] It is noted that there may be some overlap with lots identified in section 3.1 on broadhectare land supply.

3.2.1.3 Fitzroy

- Total vacant urban residential land in and around Gracemere is estimated to total 213ha of land, based on PIP assumptions report.
- The current level of development and earmarked infill activity accounts for around 72ha of this, leaving 141ha of residential land.
- Some consideration needs to be given to a portion of this land being located near industrial uses as it may not be suitable for residential purposes.

3.2.1.4 Mount Morgan

- A top-level analysis of vacant land in the township of Mount Morgan, excluding infill sites, has estimated that there is some 48ha of vacant residential zoned land (excluding rural residential zoned land).
- The Walterhall area, however, has been noted to include a majority of the Panorama Living development and encompasses approximately 8ha of this land, suggesting an overall supply of 40ha.

3.2.2 Rural Residential Zoned Land

A brief overview of the rural residential and park residential zoned areas has also been undertaken by former LGA. Together these areas could potentially accommodate some 600 rural residential/ park residential allotments. It should be noted this overview has not included an assessment of infill allotments, and rural residential surrounding the smaller villages and townships, rather it concentrates on rural residential that fringes established urban areas, or has the capacity to contribute to a major commercial centre.

3.2.2.1 Rockhampton

- There are no sites noted as vacant rural residential in the Rockhampton area.
- Many vacant residential sites in the Parkhurst and Norman Gardens area front rural zoned land.

3.2.2.2 Livingstone

- The former Livingstone LGA has englobo parcels of park residential land predominantly located at The Caves, where 126ha is designated.
- An additional supply of 90ha is situated around the Tanby Heights development on Kinka Beach Rd, in the hinterland to Emu Park.

3.2.2.3 Former Fitzroy

- Gracemere has an additional supply of around 60 ha of lower yielding rural residential land. The majority of this land is located south of Johnson Road.

3.2.2.4 Mount Morgan

- Excluding those parcels utilised for electrical infrastructure and mining, Mount Morgan has approximately 15ha of vacant rural residential land, largely located to the south at Horse Creek and to the east around Mount Morgan's 'Big Dam'.

The above overview of the supply of residential and rural residential zoned land across the RRC area can be summarised as follows:

- It is estimated 1596ha of land is zoned for residential purposes and a significant proportion of this land is located within the former Rockhampton and Livingston LGAs; and
- By comparison, land zoned for a rural residential development is estimated to be approximately 219ha, most of which is located in the former Livingstone LGA and Fitzroy LGAs.

3.3 Infill Land by Area

This section explores the opportunities for infill development based on approved and active[20] residential developments. ‘Infill’ for the purposes of this analysis is defined as approved estate subdivisions in and around established urban localities, including larger greenfield style and master planned developments on the urban fringe. These developments represent approved opportunities for additional dwelling units.

In contrast to the traditional classification of infill as individual allotments within established residential communities, the study team has sought to distinguish between:

- zoned, ready to be released developments (discussed in this section); and
- zoned, yet to be developed parcels (refer to the sections above).

It is recognised that traditional infill would contribute to the level of infill development discussed here, such that potential yields would be in excess of those estimated by this residential land supply analysis. However, the methodology looks at the availability of lots within estate subdivisions to give an indication of uptake and demand for lots as they have become available. Active proposed developments are also quantified to give an indication of the scale and level of planned infill for the various areas of the Rockhampton region. **Table 3** below summarises the various estates within the region and the infill opportunities, to the extent that information is available from a desktop review.

The table shows that infill development in the pre-approval, planning and marketing stages shows an additional 5,000 lots are potentially available to meet future demand, including those in estates at Mount Morgan and the Great Barrier Reef International Resort, which may be considered ambitious. It is apparent, however, that development and planned development is concentrated in locations such as Gracemere and the coastal area, and lacking in areas such as South Rockhampton.

Key active subdivisions by major urban area are discussed in more detail below.

[20] Active means development that is currently for sale in the market.

Table 3: Residential Land Take Up by Estate Subdivisions (RRC Area)[21]

Catchment Area	Project	Developer	Location	Address	Lots	Land size	Lots Sold	Lots Available
North Rockhampton	Edenbrook		Parkhurst		43	40ha		
	Cascade Gardens	Quarterback Group	Norman Gardens	Lot 226, 790 Norman Rd	196	20.64ha		
	Cascade Heights	Quarterback Group	Norman Gardens	Skyline Drive	230	81.79ha	150	80
			Parkhurst	1002-1010 Norman Rd	141	11.54ha		
		Citimark	Norman Gardens	Sunset Drive, Retreat Ave, Haven Close	80		80	0
	North Central Estate		Frenchville	Robinson Street	24		15	9
	Riverview Gardens	Gordon Bruigom	Kawana	Larcombe Street	80		0	25
	Panorama Heights		Kawana	Hodda Street	57		52	5
South Rockhampton	Links on Eton	Rockhampton Golf Club		Eton Street	11		0	11
Yeppoon	Proposed	Baclon Pty Ltd	Yeppoon	3 McBean Street	216	13.33ha		
	Capricorn Groves Stage 2	Seaview Developments	Yeppoon	39 Rockhampton Rd	40			
	Keppel Views Estate	San Vito Pty Ltd	Taroomball	Taranganba Rd	176	298ha		
	Keppel Bay Estate		Taroomball	Tanby Rd	313		105	207
	Pacific Heights							
	Proposed	Ashtan Management P/L	Pacific Heights	175 Pacific Heights Rd	96	11.29ha		
	Livingstone Hills		Lammermoor	Chandler Road	153			
Emu Park	Tanby Heights	Excel Development	Tanby		84		68	16

[21] This table is based upon desktop research only. There is insufficient data available for some of the estates listed.

Catchment Area	Project	Developer	Location	Address	Lots	Land size	Lots Sold	Lots Available
		Group						
	Seaspray		Zilzie		400			74
	Treetops	Peet	Emu Park		148 527		0	527
	Mulambin Waters	Pacific Properties QLD	Mulambin	Scenic Hwy	165			
	Mulambin Shores		Mulambin	Scenic Hwy	40			
	Proposed	Pacific Properties QLD	Mulambin	628 Scenic Hwy	106			
	Zilzie Bay Estate	Homecorp Group	Zilzie		400			
Gracemere	Proposed	Pacific Properties QLD	Gracemere	90-100 Lucas Street	135	15.83		
	City Lights Estate	Sherben Developments	Gracemere	99 Lucas Street	207	20.074ha		
	The Meadows		Gracemere	James Street	34		34	0
	Breeze Stage 1		Gracemere	James Street	35		34	1
	Breeze Stage 2		Gracemere	James Street	17		10	7
	Gracemere Heights	Excel Development Group	Gracemere	Broadhurst Street	232		110	122
Mount Morgan	Panorama Living	Paul Czislowski	Mount Morgan	Display Home - 58 Morgan Street	20		5	15
	Panorama Living	Paul Czislowski	Mount Morgan		500			
Other	Olive Estate	Karadale Nominees	Rockyview		30			

3.3.1 Rockhampton Area

The Rockhampton City area as a whole has mixed levels of infill land available for development. South Rockhampton is a well established area and has few infill opportunities. The largest area of potential infill development is located on Eton St adjoining the golf course, comprising 11 available lots.

In contrast, North Rockhampton has numerous developments currently underway and in the planning stage. Much of the approved development is focused around Norman Gardens. Rockyview, further to the north, is the location of the Olive Estate that includes large blocks of approximately 4000m², all of which have been taken up.

3.3.2 Gracemere

Gracemere has experienced a high level of infill development in recent times. Like North Rockhampton, Gracemere has seen large englobo land parcels subdivided into large housing estates. Many recently approved infill subdivisions have been on sold and/ or built on. Active planned developments would add an additional supply of over 300 lots to the area, predominantly around Lucas Street.

3.3.3 Yeppoon

Most parts of the Yeppoon urban area are well established, with most infill development being for accommodation and tourism. Pacific Heights to the north contains only a limited number of available lots. Expansion of this estate is expected to add only an additional 96 lots. The Keppel Bay Estate in Taroomball is expected to yield up to 312 lots.

3.3.4 Emu Park

Analysis of infill development around Emu Park has taken in the areas that form the coastal corridor to Yeppoon including Mulambin, Kinka Beach and Lammermoor, together with the growing community of Zilzie/Seaspray.

The Emu Park centre is planned for an additional 148 lots within 2km of the CBD. Infill activity around Emu Park has occurred in Mulambin with approximately 300 additional lots and some available parcels in the Mulambin Shores and Mulambin Waters estates. The most notable activity has been to the south of Emu Park around Zilzie where the Seaspray and Zilzie Bay masterplans combined include around 800 newly created lots with vacant parcels becoming available through the various stages of development. The potential for the Great Barrier Reef International Resort to add in excess of 1,000 dwelling units has also been considered.

3.3.5 Mount Morgan

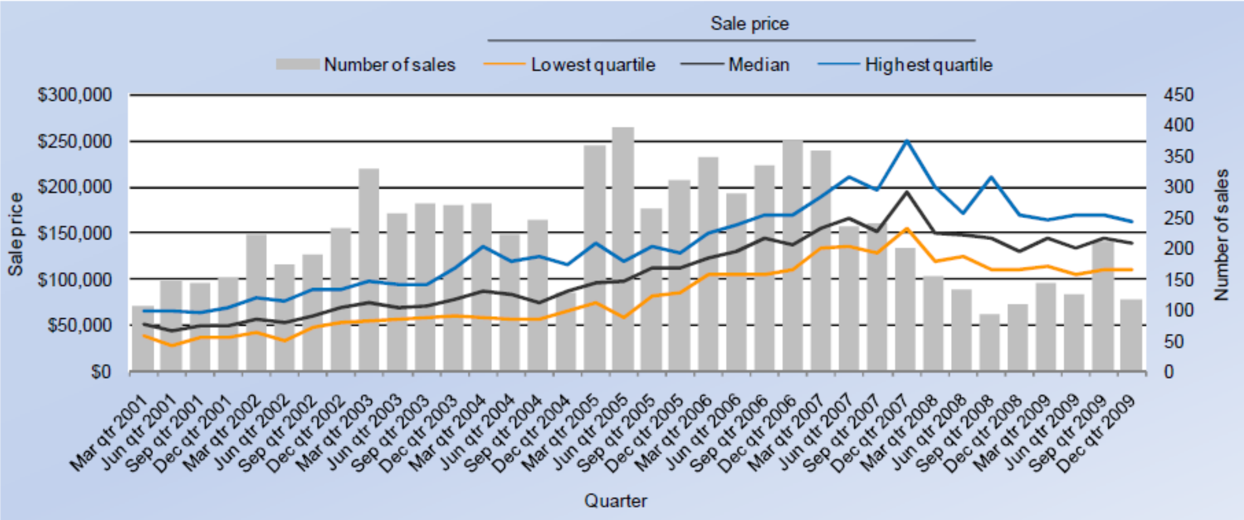
Mount Morgan has seen very little infill development of note for many years. However, there has been optimistic investment around affordable housing in the area. Subdivision approvals have seen hundreds of new lots created, predominantly around the Walterhall area with developer Panorama Living estimating demand for as many as 500 lots in the area.

3.4 Residential Land Sales

To gain a broader understanding of the pattern of demand for residential land and potential implications for the future residential land provision, the study team has examined sales activity of vacant residential land across the RRC over a longer time period (approximately ten years). This includes an analysis of lot sizes and numbers of vacant lots sales per annum.

The following chart (**Figure 3**) illustrates the level of activity in vacant residential land sales between 2001 and 2009, derived from the OESR data, which demonstrates the particularly strong take-up rate of vacant residential land in the 2005/2006 period. This is synonymous with nationwide activity within the residential property market during the same period, with a considerable decline in activity during the economic downturn of late 2008 and 2009.

Figure 3: Rockhampton Regional Council – Vacant Land Sales 2001-2009



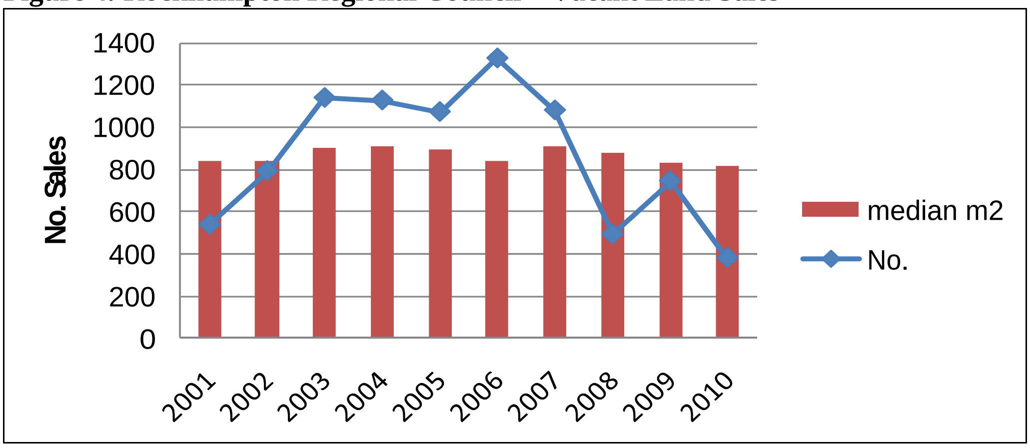
Source: Office of Economic and Statistical Research

Figure 4 below illustrates the number of vacant land sales and median sales prices for vacant land in Rockhampton Regional Council from January 2001 to October 2010, which shows an average of 869 lots are sold each year.

As the graph shows, median lot sizes peaked at 910m² in 2004, with 2010 median lot sizes estimated to be 818m². However, it is noted that this analysis includes sales of englobo parcels and non-residential parcels including rural allotments.

An average of 2,399ha of vacant land has been sold per annum between 2001 and October 2010.

Figure 4: Rockhampton Regional Council – Vacant Land Sales

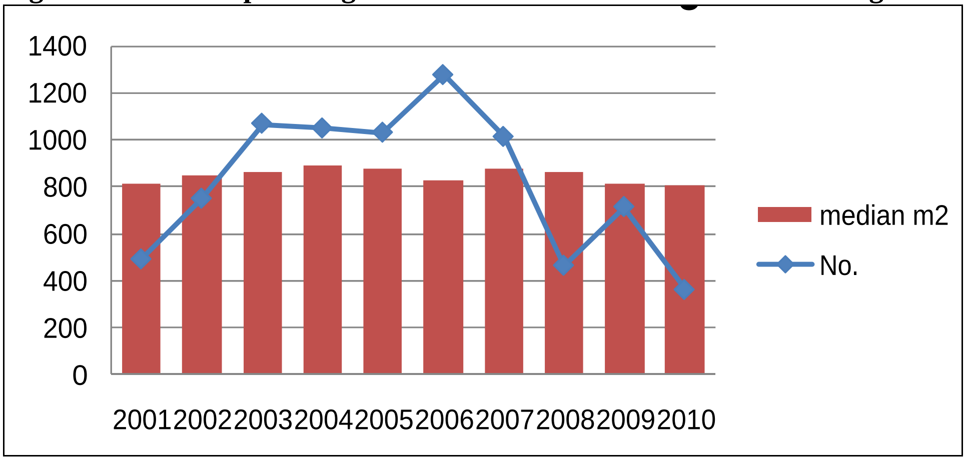


Source: PDFLive Report

Excluding englobo parcels (defined for this analysis as lot sizes greater than 10ha), between 2001 and 2010, some 8,212 lots were sold, comprising a total of 2,941ha (refer **Figure 5** below). The peak period for vacant land sales was 2006, when 1,275 vacant land sales up to 10ha was recorded. Reflecting periods of economic downturn, 2001 and 2008 recorded the lowest number of sales and a low median lot sizes (slightly above 800m^{2}). This suggests that affordability challenges have encouraged purchasers to seek smaller lot sizes to better meet their financial means.

An average of 842 vacant lots were sold per annum (excluding englobo land parcels) within the RRC from January 2001 to October 2010. With more than 5,000 lots available within existing estates (identified in section 3.2), together with the 1,900 lots mooted in Stockland's Parkhurst acquisition and the capacity to accommodate 600 lots in vacant rural residential parcels (see section 3.2.2 above), this represents a potential 9 year's supply of vacant land, which is consistent with the 2008 Broadhectare Study conclusions.

Figure 5: Rockhampton Regional Council – Vacant Land Sales Ex Englobo



Source: PDFLive Report

It should be noted that this analysis has not been undertaken by zoning to examine the take-up of vacant land by residential use type, nor has it excluded commercial or business designated land, and therefore is considered to somewhat overstate quantum of demand for vacant land. However, with vacant residential land sales dominating the number of vacant sales, this does present a useful means of critiquing patterns of lot sizes, and indicative annual demand for vacant lots.

3.5 Key Findings and Implications

This analysis indicates that there remains considerable capacity in broadhectare land within the four former LGAs to accommodate high series population growth for the life of the planning scheme from 2010, which is broken down as:

- 10 years supply within the former Rockhampton City LGA;
- 35 years supply within the former Fitzroy Shire LGA;
- 17 years supply within the former Livingstone Shire LGA; and
- 93 years supply within the former Mount Morgan Shire LGA.

The analysis of infill land assesses the number and location of approved estate developments as an indication of the availability of land to meet short to medium term demand; examining the capacity of the RRC to offer a range of housing options and to plan for the sustainable release of land. Key findings of the analysis are that the delivery of lots does not necessarily match the location of demand, with some areas such as South Rockhampton and Yeppoon potentially experiencing a shortage of infill supply, and others including the township of Mt Morgan, and potentially areas along the coast, indicating a possible oversupply at least for the medium term.

Other zoned areas subject to growth pressure but not yet approved for development, such as the Parkhurst future residential area, will need to be carefully monitored to avoid issues associated with an oversupply of residential land. It is a fine balance to ensure that there is a sustainable release of land to maintain choice in the market (in respect of location, price, lot sizes, housing styles etc.) and to avoid a potential oversupply of land in locations with limited demand.

Finally, the supply of rural residential land is primarily concentrated in areas within the former Livingstone and Fitzroy LGAs, under the current planning scheme designations. While the supply of new lots will need to be monitored, there appears to be limited justification for additional rural living opportunities under the future scheme, although opportunities surrounding townships such as Gracemere and as consolidation of the rural living areas of The Caves/ Rockyview should be examined. There are considerable tracts of rural living/ rural residential land that are detached from employment and services; in its entirety this supply of land would meet demand for the life of the next three planning schemes at least. However, locational considerations and opportunities to consolidate existing rural living areas around major urban centres may be considered to better cater for demand for this type of lifestyle preference.

Furthermore, it is recommended that opportunities to back zone land currently zoned for rural residential purposes in more remote areas be considered in order to encourage the take up of higher density options in and around key centres. This may be feasible in locations where remnant vegetation not identified in planning scheme overlays precludes residential development potential (such as rural residential zoned land in the former Livingstone LGA).

4.0 EXISTING HOUSING AND DWELLING CHARACTERISTICS

4.1 Private Housing Market Characteristics

The description of the private housing market characteristics provided below considers the following:

- existing data from the DOCs housing analysis in relation to the existing housing stock characteristics, including rental and home purchase affordability;
- residential development application data for the RRC area that indicates recent residential development trends in the region; and
- particular locations that are subject to growth pressures.

4.1.1 Description of Existing Dwelling Stock

The DOC's Housing Analysis provides an analysis of key census data relating to housing stock, which is summarised as follows:

Housing Tenure
- in 2006, 34% of dwellings in Rockhampton were fully owned, which was higher than in Central Queensland (32%) and Queensland (30%);
- all areas experienced a decline in the rate of fully owned housing between 2001 and 2006 and an increase in the proportion of houses being purchased;
- in 2006, the proportion of houses being purchased in Rockhampton was slightly lower than for Central Queensland and Queensland.

Dwelling Type
- the proportion of separate houses in Rockhampton was higher at 87.8% than Central Queensland and Queensland, which exhibited proportions of 87.7% and 79.5% respectively;
- the majority of houses (75.7%) in Rockhampton were classified as large (3 or more bedrooms), which was comparable to Central Queensland and Queensland. Rockhampton also had a higher proportion of dwellings classified as small (2 bedrooms or less) than the region and the state;
- Rockhampton recorded higher proportion of the population (5.5%) residing in non-private dwellings than Central Queensland (4.6%) and Queensland (3.1%). The most significant type of non-private dwellings for Rockhampton were hotels and motels, providing accommodation to 25.6% of persons residing in non-private dwellings.

Rental Market – Median Rents
- Rockhampton recorded lower median rents than Central Queensland and Queensland for all dwelling sizes (one, two, three and four bedrooms). However, Rockhampton experienced greater increases in median rents across all dwelling sizes between 2001/ 01 and 2008/ 09 compared with the same areas, indicating a demand for rental properties of all sizes in Rockhampton.

Rental Affordability
- the proportion of low income households in unaffordable rental accommodation was the same as Central Queensland (29%) and lower than Queensland (38%). The SLAs with the highest proportion of low income households in unaffordable rental accommodation were Livingstone Part B (30%) and Rockhampton (31%);
- higher proportions of affordable rental housing stock across all dwelling sizes (one, two, three and four bedroom dwellings) were available in Rockhampton in 2009, compared to Central Queensland and Queensland. However, the numbers and proportions of affordable rental dwelling stock decreased in the LGA between 2004 and 2009, representing a similar trend as for Central Queensland and Queensland.

Home Purchase Affordability

- the proportion of lower income households[22] in Rockhampton (32.5%) purchasing housing was higher than in Central Queensland (26.7%) and Queensland (30.1%). The proportion of these households paying more than 40% of their income for housing (i.e. at risk purchasers) was lower (19.9% compared with 21.2% 29.6% respectively), suggesting that low income purchasers in Rockhampton have better access to housing in affordable price brackets than those in Central Queensland and Queensland;
- Rockhampton recorded a smaller proportion (37%) of median income (all households) required to purchase a house at the 40th percentile price than Queensland (42%), however, this proportion was greater proportion than Central Queensland (34%);
- Rockhampton recorded a higher proportion (29%) of median income for renter couple households aged 25-40 years required to purchase a house with the 40th percentile price compared with Central Queensland (27%). This proportion was lower proportion than Queensland (35%);
- the greater home purchase affordability for Rockhampton compared with Queensland is a reflection of significantly lower 40th percentile property prices in the Rockhampton region.

Dwelling and Land Sale Prices

- Rockhampton demonstrated lower median prices for flats/ units/ townhouses and detached dwellings in 2008/ 09 than Central Queensland and Queensland. However, the rate of increase of median detached houses prices since 2003/ 04 was higher than Central Queensland and Queensland. Conversely, the median price of flats/ units/ townhouses in Rockhampton increased at a lower rate than Central Queensland and a higher than Queensland;
- the number of dwelling and land sales between 2006/07 to 2008/09 decreased across all areas;
- Rockhampton recorded a greater percentage increase in median property sales prices between 2003/04 and 2008/09 (131%) than Central Queensland (121%) and Queensland (52%).

Dwelling Approvals

- Rockhampton recorded a greater percentage increase in dwelling approval rates than in Central Queensland and Queensland. The increase in approvals for dwellings other than houses in Rockhampton was higher than for separate houses, although the actual number of approvals for separate houses was considerably higher.

Caravan and Boarding Houses

- the rate (per 10,000) of persons residing in caravan parks (long and short term) was higher in Rockhampton compared with Queensland, although lower than for Central Queensland;
- the rate (per 10,000) of persons residing in boarding house accommodation in Rockhampton was equal to the Queensland, and higher than Central Queensland.

Characteristics of the existing housing stock in the RRC area, as outlined above, are significant in assessing housing need as it is a key factor influencing current housing preferences. In other words, the housing choice available to residents is constrained by the housing stock on offer in the area.

[22] Lowest 50th percentile of equivalised income.

4.1.2 Residential Development Activity

To assess recent trends in residential development activity across the RRC area for specific housing types, data was sourced from Council detailing all residential applications lodged with the former LGAs. This data has been sorted and analysed to determine the number and location of applications for two housing types (multi-unit dwellings and dual occupancies)[23] over the period 2007 to 2010. The full dataset is provided in an appendix (**Appendix D)** and is summarised in the table below (**Table 4**).

Table 4: Year and Location of Residential Development Applications in RRC [24]

Year of Residential Applications (Multi-Unit Dwellings and Dual Occupancies)				
Multi-Unit Dwellings			**Dual Occupancy / Duplex**	
Year	Number of Applications	Number of Units	Year	Number of Applications
2007	19	176	2007	9
2008	14	271	2008	4
2009	10	160	2009	10
2010	12	106	2010	24
Total	**55**	**713**	**Total**	**47**
Location of Residential Development Applications (Multi-Unit Dwellings and Dual Occupancies), 2007 - 2010				
Multi-Unit Dwellings			**Dual Occupancy / Duplex**	
Suburb	Number of Applications	Number of Units	Suburb	Number of Applications
Allenstown	4	21	Barlows Hill	1
Barlows Hill	3	22	Berserker	1
Berserker	5	56	Bouldercombe	1
Cooee Bay	1	23	Cooee Bay	1
Emu Park	8	49	Emu Park	2
Frenchville	1	8	Frenchville	4
Gracemere	3	6	Gracemere	3
Koongal	1	5	Mount Morgan	8
Lammermoor	1	8	Norman Gardens	2
Mulambin	1	156	Rockhampton City	2
Pacific Heights	1	2	Rosslyn	1
Rockhampton City	2	24	Taranganba	2
Rosslyn	1	12	The Range	2
Taranganba	1	2	Yeppoon	12
Yeppoon	18	283	Zilzie	5
Zilzie	4	36	-	-
Total	**55**	**713**	**Total**	**47**

Source: Rockhampton Regional Council, 2010

A number of trends can be drawn from the table above, including:

- the number of applications in recent years has declined for multi-unit dwellings (from 19 applications in 2007 to 10 applications in 2009), while increasing for dual occupancies (from 9 applications in

[23] The data set does not provided additional detail in relation to the dwelling types (e.g. semi attached, row or terrace houses, townhouses, 1 or 2 storey etc) - presumably due to the lack of consistent definitions across the four planning schemes.
[24] Data for 2010 includes up to October 2010 only (i.e. the first three quarters).

2007 to 24 applications in 2010). The decline in applications for multi-unit dwellings is presumed to be a result of the global financial crisis;

- there is evidence that applications for multi-unit dwellings are beginning to increase for 2010, as 12 applications have been made for the year to October 2010;
- locations where high numbers of applications for dual occupancies were made since 2007 are Yeppoon (12 applications), followed by Mount Morgan (8 applications)[25], Zilzie (5 applications) and Frenchville (4 applications);
- similarly, the highest number of applications for multi-unit dwellings was also made in Yeppoon (18 applications). Other locations with at least two applications of this type include Emu Park (8 applications), Berserker (5 applications), Allenstown (4 applications), Zilzie (4 applications), Gracemere (2 applications) and Barlows Hill (2 applications); and
- reflecting the locations with a high number of applications, the greatest number of units are proposed for the locations of Yeppoon (283 units); Mulambin (156 units); Berserker (56 units), Emu Park (49 units), and Zilzie (36 units).

It is recognised that a number of applications included above are currently being assessed by Council and do not yet have development approval. For example, 44 of the 283 units in Yeppoon are currently being assessed while the 156 unit proposal at Mulambin is also under assessment.

4.1.3 Areas Subject to Growth Pressures

As suggested by the previous section, a number of areas within the RRC area have been subject to growth pressures in the period immediately prior to the global economic crisis.

Coastal areas have been particularly affected, in particular Emu Park and Yeppoon, and the potential for ribbon development between Yeppoon and Emu Park has become a factor. Pressure for additional retail and other commercial facilities, as well as for multi-unit development near the coast, and low density residential development to the west of these areas, has put significant pressure on local infrastructure and environmental values.

To the north of the former Rockhampton City, Parkhurst has been the focus of significant development pressure, particularly in the vicinity of Yeppoon Road. Further south, development centred on Norman Road has contributed to continuous development north of the river. The river bank within the Rockhampton CBD has seen some growth in the past few years. A small number of higher density apartment developments are now a feature of the CBD.

Gracemere is a notable point of growth pressure inland from the coast, as an intervening residential location between mining operations to the west of the RRC and the city of Rockhampton. Affordability and access to employment is driving a major increase in development activity in Gracemere.

4.2 Social Housing Characteristics

The DoCs Housing Analysis indicates that in 2006, 3.4% of all housing in the RRC area was State-owned and managed social housing, with a further 0.9% defined as community housing. Both these percentages remained constant between 2001 and 2006, and are slightly above the State average.

Based on the current housing stock, this would translate to approximately 1,780 dwellings. The largest number of these dwellings is in Rockhampton with significant proportions also in Livingstone Part B and in Fitzroy Part A.

[25] The high number of applications in Mount Morgan may be due to the large geographic area covered for this location compared to other areas.

These figures closely match those reported by the DoCs other social housing organisations in Rockhampton. The local office of the DoCs reports managing approximately 1,450 dwellings in the RRC area at present, while a Department of Communities housing profile from 2008 reported a total of 266 properties managed by community housing organisations (refer to **Appendix E**[26]).

This latter figure, however, appears to be well below current numbers, with significant growth taking place in recent years, particularly for the two largest providers, Anglicare Central Queensland and Rockhampton Environs Association for Community Housing (REACH). Much of this growth is the result of a one-off injection of new housing through the Commonwealth Government's Nation Building Economic Stimulus Program, which when complete will deliver in excess of 200 new dwellings to the Rockhampton region, the majority managed by community organisations. This represents a 'one off' injection of new construction, with normal additional supply averaging around 30 dwellings per year.

Minimal information is available in relation to the composition of this stock, however, it is known that the housing stock:

- consists of a mix of sizes from one to six bedrooms;
- includes both detached housing and unit dwellings;
- includes at least 50 units of studio/ boarding house style accommodation managed by community organisations; and
- includes 105 fully wheelchair accessible dwellings and between 250 and 300 adaptable dwellings.

In respect of the level of demand for social housing, the table below (**Table 5**) shows the number of people on the housing register in March 2008 by dwelling size for the Rockhampton South and Berserker areas, compared with the Central Queensland region and the State. The figures show a high number of applicants, particularly in the Berserker area, and the high demand for 1 bedroom dwellings.

Table 5: Number of Applicants on the Housing Register by Dwelling Type for Selected Areas

Area	Seniors Units	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	4+ Bedroom	Total
Rockhampton South	64	97	46	48	15	-	270
Berserker	56	158	47	51	6	1	319
Central Queensland Area Office	348	452	411	372	80	10	1,673
Queensland	8,640	10,183	7,693	8,267	2,180	266	37,229

Source: DOCs 2008

Although updated data indicating demand for social housing in the Rockhampton region is not available, anecdotal information indicates the following:

- the supply of smaller housing, particularly housing for pensioners, is reasonably adequate, particularly as the majority of the most recent construction is smaller housing and particularly unit-style housing;
- the supply of larger housing (three bedroom and especially housing with four or more bedrooms) is still highly constrained in this sector, with low income households having to wait for long periods and often in transitional housing for extended periods;

[26] This audit is a summary of the data included in the DOCs Central Queensland Social Housing Profile (2008). It is understood that there are a number of shelters that are not included in this list.

- community providers report a recent increase in demand from single men, particularly older men experiencing family breakdown and recently released prisoners, however, there are few affordable rental options for single men;
- recent policy changes in the allocation of social housing have resulted in allocation of this housing more exclusively to those on the lowest incomes, including those with multiple issues. This has highlighted a shortage of rental housing that is affordable to people such as low income workers. The Commonwealth National Rental Affordability Scheme (NRAS) and various State affordable housing programs are designed to fill this gap but so far have limited presence in the Rockhampton region;
- a number of homelessness services exist in Rockhampton but these report high levels of demand, much of which can't be met. There is also an ongoing issue of rough sleeping in parts of Rockhampton, particularly by groups of Aboriginal people, and this is an issue of ongoing contention in the community; and
- the shift in social housing allocations towards higher need households has also highlighted a need to improve the links between support and housing.

Council currently plays a number of small roles in relation to social housing, as follows:

1. Council owns a small stock of social housing funded some years ago under State and Commonwealth community housing programs. This comprises four blocks of units in Rockhampton that are leased on a long term basis to REACH and Rockhampton Affordable Housing. Council's role in this housing is largely 'hands off' with all management and financial responsibility resting with the community organisations. Council also owns six pensioner units in Mt Morgan which it manages directly – following recent renovations Council plans to lease these to an appropriate community agency in the near future.
2. Council's Community Development Centre in Yeppoon acts as a base for a number of visiting housing organisations, as well as being a referral and information point for people in need.
3. Council is involved in a number of inter-agency networks, which include housing organisations.
4. Council recently played a lead role in organising 'Homelessness Connect', a large scale expo designed to connect homeless people with a wide range of service providers.

4.3 Aged Persons' Accommodation

4.3.1 Composition

A variety of housing contributes to aged persons' accommodation, including:

- private housing;
- caravan parks and manufactured or relocatable home parks;
- retirement villages and lifestyle resorts, usually administered by a central body (e.g. body corporate, trustee or management company) and using employed staff and on-site managers; and
- residential aged care facilities, including high care (including a sub-set of dementia care) and low care, and which are licensed and funded by the Federal government under the *Aged Care Act 1997*.

It is common practice amongst aged care providers to co-locate some of these types of accommodation, with retirement villages or independent living units located on the same site as low and high care residential facilities and residents having the option of moving from one to the other as their care needs increase.

The term 'retirement village' can include self-contained 'independent living units', as well as integrated care facilities including high and low care beds.

The review of aged persons' accommodation issues undertaken for this study is limited by the short time frames, but has included:

- a review of information contained in the DOCs Housing Analysis;
- information from the DOCs social housing profile for Central Queensland that lists retirement village and aged care providers[27]; and
- direct consultation with providers and related agencies.

4.3.2 Private Housing

Very little information is available about the types of private housing stock occupied by older persons in the RRC region, as much of the ABS housing type data is not disaggregated by age group. However, it is likely that several key factors are relevant to assessing the housing needs of older persons in the Rockhampton region:

- the assumption that aged households are generally either lone persons or couples without children;
- these two household groups made up 50.80% of the Rockhampton region population in 2006, and this percentage is predicted to increase to 58.6% in 2031; and
- 87.48% of all dwellings in 2006 were separate houses.

This suggests that a high proportion of older persons in the region continue to live in a separate house. (Section 5.0 of this report outlines modelling of small levels of change in residents' likely dwelling preference assuming alternative dwelling types were to become available.)

4.3.3 Residential Aged Care

Only a small proportion of the Rockhampton region's population resides in nursing homes and accommodation for the aged (1.0%)[28], which is a slightly higher proportion compared to Queensland (0.7%) and is consistent with the higher proportion of older persons living in Rockhampton (13.6% of the population of the Rockhampton area is over the age of 65 years compared to 12.4% in Queensland). In the Rockhampton SLA, 1.3% of the population reside in a nursing home or accommodation for the aged.[29] The location of these facilities and the number and type of beds in each is shown below (**Table 6**).

Table 6: Summary of Residential Aged Care Provision – High Care, Low Care and Independent Living

Area	No. Facilities	High Care Beds	Low Care Beds	Independent Living Units
Rockhampton (including Gracemere)	10	318 (6 Facilities)	371 (7 Facilities)	113 (4 Facilities)
Yeppoon and Emu Park	4	55 (2 Facilities)	107 (3 Facilities)	197 (2 Facilities)
Mount Morgan	1	0	25 (1 Facility)	0 (1 Facility)
Total	**15**	**373**	**503**	**310**

Source: Compiled by Buckley Vann from DOCs Social Housing audit (2008), information from websites, and consultation for this study

27 The audit at **Appendix E** is an audit of aged care accommodation in the RRC area primarily taken from the DOCs Social Housing Profile.
28 DoCs Housing Analysis - Data from ABS 2007.
29 DoCs Housing Analysis - Data from ABS 2007.

This distribution of beds needs to be compared with information in **Table 7** below, which identifies the distribution of older persons across the region.

Of the population 65 years and older in the RRC area, the majority live in the Rockhampton SLA (59.7%). This is also true of the population 65 years and older and needing assistance, of which 63.3 per cent live in the Rockhampton SLA. The proportion of people living in the Rockhampton SLA increased as age increased and assistance was needed (from 59.7% of those aged 65 years and older, 63.3% of those aged 65 years and older and needing assistance and 65.5% of those aged 75 years and older and needing assistance).

The tables suggest a relatively proportional distribution of residential aged care beds compared to the older population, and the older population needing assistance[30].

Table 7: Distribution of older people, and older people requiring assistance by SLA (2006)

Area	Over 64 years of age		Over 64 years of age and needing assistance		Over 74 years of age and needing assistance	
	Persons	% of Group	Persons	% of Group	Persons	% of Group
Rockhampton (SLA)	8,227	59.70%	1,305	63.3%	976	65.5%
Mount Morgan (SLA)	566	4.10%	107	5.2%	66	4.4%
Livingstone A (SLA)	225	1.60%	14	0.7%	8	0.5%
Livingstone B (SLA)	3,679	26.70%	525	25.4%	378	25.4%
Fitzroy A (SLA)	587	4.30%	67	3.2%	38	2.5%
Fitzroy B (SLA)	499	3.60%	51	2.5%	29	1.9%
Rockhampton Regional Council	**13,775**	**100%**	**2,063**	**100%**	**1,491**	**100%**

Source: ABS 2007 – Basic Community Profiles

Nevertheless, consultation undertaken for this study with a number of residential aged care providers across the region has revealed that the current supply of high-care beds is inadequate to meet demand, particularly in Yeppoon.[31] Respondents suggested that there were large waiting lists for high-care beds and many elderly persons were being cared for in hospitals while waiting for a high-care bed. It was suggested that some elderly people end up moving to other areas in order to get into a nursing home, although it was unclear whether they moved away from the region or within the region.

It was also broadly suggested that more independent living units (possibly as part of tri-care or with cluster housing) with appropriate services were needed to meet demand. The number of dementia care beds was also suggested to be inadequate. One respondent suggested that some dementia residents were not able to be cared for in a secure dementia care unit due to the lack of available places.

Low care beds were also identified as a need in the region.

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30 ABS defines 'in need of assistance' as follows: The 'Core Activity Need for Assistance' variable measures the number of people with a profound or severe disability. People with a profound or severe disability are defined as needing help or assistance in one or more of the three core activity areas of self-care, mobility and communication because of a disability, long term health condition (lasting six months or more), or old age.

31 See Appendix J

4.3.4 Other Issues

Other housing needs identified through consultation include:

- centrally located housing proximate to facilities and services;
- cluster housing (not defined);
- smaller, cheaper, affordable housing for elderly people;
- appropriate housing that can be modified to meet different needs;
- higher density, affordable housing; and
- smaller dwellings that can be easily maintained.

Consultation with the regional office of the Department of Communities indicates there is an urgent need for housing diversity to account for:

- more affordable and adaptable housing options for older people, particularly those requiring little maintenance; and
- 'ageing in place' – the ability to find a range of accommodation to suit all life-stages, within the same local area.

4.4 Performance of Current Planning Schemes

4.4.1 Overview of Current Planning Schemes

There are four separate planning schemes, prepared by the former local governments that comprise the Rockhampton Regional Council area, currently used to assess development applications in the amalgamated Council area. These planning schemes are:

- Rockhampton City Plan 2005;
- Fitzroy Shire Planning Scheme 2005;
- Livingstone Shire Planning Scheme: Living for Lifestyle 2005; and
- Mount Morgan Town Plan 2005.

Each of the four schemes has been reviewed to gain an understanding of the policies and detailed provisions relating to residential and rural residential development across the Council area, to assist in identifying barriers to the supply of housing as required by the SPP, and opportunities. A summary of the planning scheme review is provided below and a more detailed assessment is provided in **Appendix F**.

A summary of the current planning scheme provisions in each of the four planning schemes is as follows.

<u>4.4.1.1 Rockhampton City Plan 2005</u>

The former Rockhampton City area is divided into 'areas' under the Rockhampton City Plan 2005, which can be broadly described as:

- commercial areas;
- residential areas;
- residential consolidation areas;
- industrial areas;
- special use areas;
- rural areas; and
- environmental protection area.

Of most relevance to this study are the residential areas and residential consolidation areas. Commercial areas are also relevant to the extent that residential uses are generally supported above ground level. In general terms, the following residential uses are consistent with the intent for these areas:

- *Residential Areas or Precincts*

  The dominant form of housing in these areas is intended to be detached houses on individual lots, however, duplexes are permitted on 1 in every 4 allotments according to an acceptable solution in the 'multi-unit dwelling, accommodation building and duplex code'.

  Aged care accommodation is to be located within 400m of a commercial area or commercial precinct, in accordance with an acceptable solution in the 'aged care accommodation code'. Residential areas that are identified for this form of housing are Bridge Street.

  A minimum lot size of less than $600m^2$ (i.e. small lots) is envisaged under the Reconfiguration of a Lot (RoL) code in the residential areas of Berserker Heights, Frenchville, Lakes Creek, Norman Road, Richardson Road, Splitters Creek and Wandal.

  According to the intent statements of residential areas, character housing is identified as being located in the areas of Frenchville, Lakes Creek (particularly Precinct 1) and The Range (north and south). In the Range North and Range South precincts, emphasis is placed on maintaining single dwellings on relatively large lots ($1,000m^2$).

  These residential areas are envisaged for lower residential densities and include building heights of 2 storeys and 8.5 meters.

- *Residential Consolidation Areas*

  Land zoned for residential consolidation is appropriate for development of multi-unit dwellings, duplexes and accommodation on any allotment, as stated in the 'multi-unit dwelling, accommodation building and duplex code'. The areas zoned for this purpose and the maximum building height for each are:

  - North Rockhampton – 3 storeys and 12m;
  - Inner City North – between 2-5 storeys and 12-18m (depending on the location within the area); and
  - Allenstown - 3 storeys and 12m, except for a small area within precinct 1, which is 5 storeys and 18m.

  Generally these areas are clustered around activity nodes and commercial precincts in order to provide critical mass and residential density to support the viability and ongoing development of non-residential areas. The scheme directs higher density development into these areas as it envisages a high level of urban accessibility to critical services.

- *Commercial Areas or Precincts*

  The intent statements for commercial areas and precincts indicate that multi-unit dwellings, duplexes and accommodation buildings are acceptable, where located above ground level.

- *CBD Commercial Area*

  Similarly, multi-unit dwellings, duplexes and accommodation buildings are intended above ground level of the CBD commercial area for precincts 1 and 2, and in any level for precinct 3. This mix of uses has begun to occur along the riverbank, but is limited in other areas

4.4.1.2 Fitzroy Shire Planning Scheme 2005

The table below summarises the zones that support residential development of some form within the former Fitzroy Shire area. The general location and density requirements are described for each zone.

Table 8: Summary of Fitzroy Planning Scheme provisions

Zone	General Location	Density/Design Requirements
Town Zone, Residential Precinct and Residential Accommodation Precinct	▪ Only located within Gracemere, to the north of the Gracemere Stanwell Zone ▪ The Residential Accommodation Precinct is located centrally, proximate to the recreation and commercial precincts	Town Residential Precinct: 600m² minimum lot size and 20m minimum frontage. Town Residential Accommodation: minimum lot size 400m² and 15m minimum frontage. Maximum building height is 8.m.
Rural Residential Zone	▪ Land zoned for rural residential development is located in Gracemere and significant parcels of land are located at Bouldercombe (south east of Gracemere) ▪ The Alton also includes rural residential sized allotments (described below)	3,000m² minimum lot size (reticulated sewerage) and 4,000m² minimum lot size (on-site sewerage disposal). 30m minimum road frontage. 100m minimum lot depth (reticulated sewerage) or 200m minimum lot depth (on-site sewerage disposal). Maximum building height is 8.5m.
Gracemere - Stanwell Zone, Precinct K	▪ Precinct K includes the Stanwell and Kabra villages (described below) and the balance area surrounding the industry and business precincts	RoL applications are in accordance with approved Precinct Master Plan or other Development Plan approved by Council. Minimum lot size is 2000m². Average lot width of at least 40m. Site cover is not more than 65%.
Alton Downs Zone, Precinct 1	▪ The zone is located to the north of the Gracemere ▪ Precinct 1 is the priority area for development	Precinct 1A and 1B – maximum density is 1 dwelling units 8ha of land area. 8 ha minimum lot size. 200m minimum frontage. Maximum building height is 7.5m and 2 storeys.
Village Zone	▪ Areas zoned as village include Bajool, Bouldercombe, Gogango, Kabra, Marmor, Stanwell and Westwood	800m² minimum lot size and 20m minimum frontage. Maximum building height is 8.5m.

4.4.1.3 Livingstone Shire Planning Scheme: Living for Lifestyle 2005

The general location and density requirements for zones that support residential uses in the former Livingstone Shire LGA are described in the table below.

Table 9: Summary of Livingstone Planning Scheme provisions

Zone	General Location	Density/Design Requirements
Residential Zone	Residential land is zoned in and around the following centres / townships: ▪ Significant area of residential land surrounding Yeppoon and radiating out along highways to the north, west and south ▪ Emu Park (R1 and R2 precincts) ▪ Kinka Beach, to the north of Emu Park ▪ A small designation of R1 precinct at The Caves ▪ Pocket of pocket of residential (R1 precinct only) located along the coast at Bangalee ▪ Significant residential area at Pacific Heights, Barlow Hill and Meikleville Hill (R1 – R3 precincts), directly north of Yeppoon and west of Farnborough Road ▪ Cooee Bay / Taranganba contains a substantial area of land zoned for residential purposes (R1 – R3 precincts) ▪ Northern end of the Hidden Valley (R1 precinct), mainly along Kevin Drive and a large parcel of undeveloped land on the corner of Yeppoon Road and Hidden Valley Road ▪ Mulambin is to the north of Causeway Lake (R1 precinct and small pocket of R2) ▪ Pocket of R1 to the south of Emu Park and north east of Zilzie and the Seaspray Residential Development site (extension of Emu Park to the south) Locations zoned for R2 or R3 are the preferred locations for multi-unit dwellings (ie. Yeppoon, Emu Park, Cooee Bay / Taranganba, and small areas of Pacific Heights, Barlow Hill and Meikleville Hill).	R1 and R2 ▪ maximum building height 12m ▪ minimum lot size 700m² ▪ (or 300m² if part of a house and land package) ▪ minimum frontage 20m (or 10m if part of a house and land package) R3 ▪ maximum building height 15m ▪ minimum lot size 800m² ▪ (or 300m² if part of a house and land package) ▪ minimum frontage 25m (or 10m if part of a house and land package) Multiple dwelling units are preferred in the R2 and R3 precincts: ▪ R2 – 125 persons / ha ▪ R3 – 350 persons / ha Site coverage: ▪ R1 – 50% ▪ R2 and R3 – between 25-40% depending on the height of the building.

Zone	General Location	Density/Design Requirements
	NB: Multiple dwelling units are code assessable if located in the R3 precinct.	
Park Residential Zone	Land zoned for park residential land is located in and around the following centres / townships: ▪ Areas near Parkhurst including Glendale, Glenlee and Rockyview ▪ Inverness, which is located along Adelaide Park Road ▪ Barmaryee (west of Yeppoon) ▪ A few large parcels of land at Tanby	The only residential uses envisaged are dwelling house, bed and breakfast and home based business. Minimum lot size - 4,000 m^2. Minimum frontage - 40m (or 15m frontage if located at the blind end of cul-de-sac).
Village Zone	The main areas of land zoned for village purposes are located at: ▪ Ogmore ▪ Cawarral ▪ Mount Chalmers ▪ Keppel Sands ▪ A small pocket of land at Marlborough, adjacent to business and light industry zoned land	The only residential uses envisaged are dwelling house, bed and breakfast and home based business. Residential development provides a range of long-term and short-term accommodation (such as an accommodation building), located in existing settled areas. Minimum lot size - 4,000 m^2. Minimum frontage - 20m. Maximum building height – 12m.
Yeppoon Central Zone	▪ The Yeppoon Central Zone is located in the centre of Yeppoon. ▪ A structure plan (PSM 3A) indicates an area designated as a tourist and a business / tourist precinct along Anzac Parade	Residential uses, including multi-unit dwellings are permitted where not adversely impacting the amenity of the locality and where compatible with commercial purposes. Minimum lot size -200m^2. Minimum frontage - 8m. Maximum building height - 27m (in the business / tourist precinct). Maximum plot ratio: 3:1. Site cover: between 50-80%, depending on building height.
Business Zone	Land zoned for business purpose is located in and around the following centres / townships: ▪ Business precinct in the Yeppoon Structure Plan area, bounded by Queen Street and Normanby Street ▪ Small designation at The Caves ▪ Small designation at Yaamba, adjacent to a light industry precinct ▪ Small area designated in Marlborough adjacent to a small area of village and light industry	Residential uses are not listed as a consistent use in the Business Zone. The only exceptions are accommodation building and caretaker's residence, which are consistent where not adversely impacting the amenity of the locality and where compatible with commercial purposes. Minimum lot size - 600$m^{2.}$ Minimum frontage - 20m. Maximum building height - 12m. Maximum plot ratio: 1.5:1.

Zone	General Location	Density/Design Requirements
	zone ▪ To the west and south west of Yeppoon Central (beyond the structure plan boundary) ▪ A number of small pockets in Cooee Bay	
Comprehensive Development	▪ Great Barrier Reef International Resort (Keppel Sands) (PSM 4) ▪ Great Keppel Island (PSM 5) ▪ Rosslyn Bay (PSM 6) ▪ Capricorn International Report (Farnborough) (PSM 7) ▪ Stanage (north of Shoalwater) (PSM 8) ▪ Seaspray Residential Development (PSM 11)	Refer to separate codes for comprehensive development areas.

4.4.1.4 Mount Morgan Town Plan 2005

There are only two zones in the former Mount Morgan planning scheme that support residential or rural residential development, as described in the table below.

Table 10: Summary of Mount Morgan Planning Scheme Provisions

Zone	General Location	Density/Design Requirements
Residential Zone	▪ Concentrated in the township of Mount Morgan and extending along the Burnett Highway to the north	▪ Maximum building height is 10m ▪ Maximum density is 1 bed (multi unit dwelling) 150m² ▪ Minimum lot frontage is 12m ▪ Minimum lot size is 500m²
Rural Residential Zone	▪ Large pockets to the north (Moongan) and south (Horse Creek and Hamilton Creek) of residents areas ▪ Small pocket to the east of the Mount Morgan Hospital ▪ Significant length of rural residential development from Johnsons Hill along Mount Morgan Archer Road	▪ Future rural residential development directed into Moongan ▪ Minimum lot frontage is 70m ▪ Minimum lot size is 2 ha ▪ Multi-unit premises are code assessable, however, maximum building height of 10m applies

4.4.2 Analysis of the Performance of Planning Schemes

The four planning schemes vary considerably in their approach to regulating housing and residential subdivision.

The Rockhampton scheme includes some relatively sophisticated approaches to providing for housing diversity, particularly in well-serviced locations, by allowing smaller than standard lots (less than 600m²) in some nominated residential areas, and by encouraging residential consolidation through higher density development in a small number of more specifically identified areas (North Rockhampton, Inner City North, and Allenstown). A higher minimum lot size applies in The Range (1000m²) to protect character and streetscape and this appears to preclude a high degree of housing diversity in this location. However, residential uses are encouraged in commercial areas, including the CBD.

Overall, the scheme's approach to residential subdivision is conservative, including a minimum standard lot size of $600m^2$ with no provision for small lots within residential areas. It is noted from consultation associated with this study[32], that at least some of those developers who were consulted believe that the Rockhampton planning scheme does not encourage small lot subdivision (currently impact assessable) and consider that Council officers may not support this form of development. While some respondents suggested larger residential lots were still the predominant housing product being sought by the market, there was a general consensus that the market for smaller lot housing is growing.

Council officers noted that, while the scheme provides for duplex development in most Rockhampton residential areas, this has not translated to a significant increase on the ground. The need to amalgamate lots and the intent statements in some planning areas, are often seen as a disincentive. Notwithstanding this, Council appreciates the importance of encouraging duplexes and has demonstrated this by giving approvals notwithstanding some local community opposition in some cases. They noted that Council has not 'opted in' to the recent State government duplex provisions provided by the *Sustainable Planning Regulation 2009* as amended.

In Livingstone, the standard lot size in R1 and R2 areas is $700m^2$, unless part of a house and land package, in which case a minimum lot size of $300m^2$ applies. While this is indicative of an intention to encourage small lot development, other criteria, particularly the minimum frontage provisions and the limit on location imposed by the zone itself, could be considered to limit the range of housing delivered in the former LGA. In addition, the minimum lot size and other provisions in the Village zone restricts infill in the listed villages, although it is recognised that this may be appropriate given that these villages are relatively isolated from services. On the other hand, provisions for the Yeppoon Central zone are generally encouraging of higher density development, subject to new development not impacting on the amenity of the locality.

Consultation for this study suggests that some developers believe more could be done to encourage higher density development around Yeppoon and Emu Park. Specifically, demand for small lot housing and for units was seen to be higher in Yeppoon, Zilzie and Emu Park. Demand for affordable housing was also noted, suggesting that new unit development should be targeted at more affordable price points.

Council officers indicated that providing duplexes is possibly more difficult in Livingstone due to the fact that much of the R2 precinct makes duplexes impact assessable. Conversely, other provisions including code assessment for mixed-use development in an R2 precinct, have been beneficial in encouraging higher density development. Nevertheless, the economic downturn has seen a decline in applications and commencements in the last two years.

The effect of overlays on residential development in the former LGA is an issue that will require further consideration in the preparation of the new scheme. Anecdotally, two issues have been identified in this regard, which are: the majority of park residential land in the former Livingstone area is constrained by remnant vegetation, which is not picked up by the scheme overlays; and a significant number of dwellings applications are made assessable due to an overlay, which creates a large number of applications of this type (the Capricorn Coast Landscape Special Management Area).

The Fitzroy scheme has a minimum lot size of $600m^2$ in the main urban residential area of Gracemere, with a higher minimum ($800m^2$) in the other villages, including Stanwell. The Precinct K provisions require review, as suggested by GHD's Industrial Study[33] to reinforce the priority of nearby industrial land. The remainder of the Fitzroy area is subject to rural-focussed minimum lot size and other provisions, which is appropriate to consolidating residential development near service centres.

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[32] See **Appendix J** – Consultation Summary

[33] A parallel study commissioned by Council simultaneously with this study.

Council officers noted in consultation that dual occupancy is an impact assessable use in the Fitzroy scheme area and this is potentially an affordability constraint given that Gracemere continues to attract young families seeking affordable housing.

The Mt Morgan scheme has a smaller standard lot size of 500m² and a less restrictive minimum frontage than the other schemes. While the influence of this scheme is at the margin, and the number of lots generated is small by virtue of the relatively low population base, an analysis of the outcomes produced by this in terms of built form, would be worthwhile in the lead up to the new scheme.

Specific concerns identified through consultation, in relation to development assessment processes across the RRC area included:

- the potential impact of the future PIP charging regime on development;
- Council delays associated with the development approvals process; and
- inability to secure funding from financial institutions at present.

The planning scheme was seen to be creating barriers to building certain types of housing in the coastal area and it was suggested that the scheme (existing and new) needs to further encourage higher density development close to the central areas of Yeppoon / Emu Park.

Overall, while the high-level outcomes and some residential provisions applicable to particular areas encourage the development of smaller dwelling types, with some success in some areas, the four schemes have not resulted in a significant increase in housing diversity during the life of the schemes. While there is evidence of a trend to increasing diversity, through development of smaller and / or more dense housing products, the new planning scheme will need to go much further in actively encouraging small lot development (with guidance about design to provide for community acceptance) across the Council area, and targeting key locations for medium to high density development.

4.5 Implications for Housing Needs

From the above overview of housing and dwelling characteristics, and the review of the performance of existing planning schemes, a preliminary understanding of the housing needs in the Rockhampton region can be formed.

4.5.1 Quantity of Housing

- Based on PIFU high series population projections, the population of Rockhampton Regional Council area will increase by over 50,000 persons between now and 2031. The DOC's housing analysis (based on medium series household projections) indicates this will translate into a need for over 21,000 new dwellings. [34]
- Current existing housing stock does not meet the indicative need for small (2 bedrooms or less) and large dwellings (3 bedrooms or more), therefore, there is an estimated mismatch of approximately 17% between existing stock and the indicative need, which is slightly higher than the proportions for Queensland (approximately 16%).

4.5.2 Housing Diversity

- There is already a significant mismatch between the size of housing in the Council area and the size of households. Over 50% of households are either single person or couple only households, compared with less than 25% of housing stock being two bedroom or smaller.

[34] High series projections not available from PIFU.

- By 2031, over 58% of all households will be single persons or couples with no children, which will increase the existing need for smaller forms of housing and greater variety of housing options.
- The DOC's housing analysis data indicates that there is currently a shortfall of approximately 7,000 smaller dwellings, and that by 2031 the housing market will need to produce an extra 18,000 small dwellings to meet expected demand.
- The ageing of the population will increase the need for a greater supply of specialised housing that is appropriate for older people, including retirement housing and aged care facilities. More analysis is needed to determine an estimated level of demand for these types of housing.

Specific housing forms encouraged in the DOC's Housing Analysis include:

- *Detached Dwellings* – range of small and large dwellings of different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues.
- *Attached Dwellings* – a wide range of small to large semi-detached dwellings, row and town houses at different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues.
- *Multi-Unit Dwellings* - a wide range of small to large units at different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues.
- *Boarding Houses* – studio style accommodation in appropriate locations for transient, semi-transient and other homeless persons.
- *Retirement Villages and Aged Care Facilities* - a wide range of small to large units at different densities and price points to address an ageing population with a decreasing asset base due to more retirees coming from single parent families.
- *Caravan Parks* – for seasonal workers and transient, semi-transient and other homeless persons.
- *Nursing Homes* – in appropriate locations to address an ageing population.
- *Specific Design Issues* – an increasing proportion of elderly people and age –related disabilities means a greater need for adaptable home design features.
- While the planning schemes vary in their approach to encouraging more diverse housing and increased numbers of small dwellings, the overall picture is that none of the schemes is making a big impact on addressing the need for more smaller housing.

4.5.3 Housing Affordability

- Housing affordability in the Council area is better than in other parts of Queensland, however, there are still gaps that need to be addressed.
- There are currently approximately 1,700 low income households in unaffordable private rental housing, at least 500 persons homeless, and approximately 1,000 low income purchaser households at risk of mortgage default. This indicates a level of unmet demand for 'affordable' housing.
- In addition, failure to address the overall need for affordable housing, or to address the imbalance in housing size, would lead to increasing affordability issues as unmet demand increases, or people are forced to over-consume housing in the absence of smaller housing options.

4.5.4 Housing Location

- Approximately three quarters of the demand for additional dwellings will be required in the Rockhampton and Livingstone former LGAs.
- Within these areas, it will be important to identify residential locations that are well connected to employment, services and transport.
- It will also be important to identify locations which are appropriate for more intense forms of housing and housing diversity, including potential redevelopment areas.

4.5.5 Planning Scheme Performance

- The current planning schemes appear to be limiting housing diversity improvements through a combination of inconsistent approaches across the Council area, and 'mixed messages' to the development industry about the types of housing products that are likely to receive Council support. A continuation of this confusion and negative perceptions will constrain housing diversity if translated to the new scheme.

5.0 FUTURE HOUSING REQUIREMENTS

5.1 Overview of Modelling Undertaken

Two models have informed the preparation of this Housing Needs Assessment project and these are briefly described as follows.

1. The Department of Communities, as part of the Housing Analysis produced for the Rockhampton Regional Council, prepared a straight-line projection model (refer to **Appendix G**) that examines, based on the continuation of current trends, the future needs for small and large dwellings at five year intervals from 2006 to 2026;

2. A more detailed scenario-based model (refer **Appendix H**) has been prepared by the study team for the purpose of this project that examines the future dwelling requirements broken down by the following household types[35]:

   - couple families with children;
   - couple families without children;
   - single parent families;
   - lone person households; and
   - group and other households;

   at five year intervals to 2031, over three scenarios being:

   - status quo (based on current trends);
   - low change scenario (small proportion of the population moving from separate dwellings to smaller dwelling types); and
   - high change scenario (larger proportion of the population moving from separate dwellings to smaller dwelling types).

The latter model quantifies, by household type, the dwelling mix[36] that may be required by 2031 for each scenario, at five year intervals. In particular, it identifies the numbers of:

- separate houses;
- semi-detached, row/ terrace houses, or town houses (1 and 2 storey);
- flat, units or apartments; and
- other dwellings;

that may be required at each interval.

The following sections provide an overview of the results of both models, followed by an analysis of the implications for future dwelling types and numbers in the RRC area.

5.2 Housing Analysis Model (prepared by DOCs)

5.2.1 Model Overview and Assumptions

The Housing Analysis prepared by the Department of Communities is a straight-line projection model based on medium series household projections. The findings from the model are based on a number of assumptions and limitations around housing preferences and future housing trends, which are:

[35] For the ABS definition of each household type, refer to the model assumptions table provided in Appendix I
[36] For the ABS definition of each dwelling type, refer to the model assumptions table provided in Appendix I

- the same proportional split of houses (in terms of the need for small and large dwellings) will continue in the future;
- small, low income households are better accommodated in small dwellings. This assumption includes housing for retirees, many of whom live in large separate dwellings which are owned outright; and
- the existing stock of dwellings is equivalent to housing consumption by the estimated number of resident households (i.e. vacant dwellings and dwellings occupied by visitors is not taken into account).

These assumptions and limitations need to be considered in the formulation of any conclusions or recommendations in relation to housing need and future housing trends.

The Department of Communities, for the purpose of preparing a Housing Analysis, define small dwellings as dwellings with 0-2 bedrooms, whereas large dwellings have 3 or more bedrooms. The distribution of small and large dwellings by dwelling type in the Rockhampton region is provided in the table below (**Table 11**).

The table demonstrates that the distribution of dwelling types by number of bedrooms is as follows:

- the majority (81.7%) of flats, units and apartments have between 0-2 bedrooms (small dwellings);
- the majority (82.8%) of separate houses have three or more bedrooms (large dwellings); and
- semi-detached dwellings are more evenly split between small and large dwellings (70.3% and 29.7% respectively).

Conversely, the distribution of small and large dwellings across dwelling types suggests:

- small dwellings – approximately 62.8% are separate houses, 9.3% are semi-detached, 21.9% are flats, units or apartments; and
- large dwellings – approximately 96.5% are separate houses, 1.3% are semi-detached, 1.6% are flats, units or apartments.

Table 11: Distribution of Dwelling Type by Small and Large Dwellings – DOC Housing Analysis (RRC Area)

Dwelling Type	Small Dwellings						Large Dwellings		Total Dwellings
	0 beds	%	1-2 beds	%	Total	%	3+ beds	%	
Separate house	86	0.3%	5,175	17.0%	5,261	17.2%	25,244	82.8%	30,505
Semi-detached etc	12	1.1%	767	69.2%	779	70.3%	329	29.7%	1,108
Flat, unit or apartment	42	1.9%	1,795	79.8%	1,837	81.7%	411	18.3%	2,248
Other dwelling	110	16.3%	388	57.6%	498	73.9%	176	26.1%	674
Total Dwellings	**250**	**0.7%**	**8,125**	**23.5%**	**8,375**	**24.3%**	**26,160**	**75.7%**	**34,535**

Source: DOCs 2010

5.2.2 Model Results

The following provides a summary of the Housing Analysis model findings in terms of the indicative need for small, large and total dwellings:

Table 12: Projected Indicative Need for Dwellings (all, small and large dwellings) – RRC

Year	Census & Projection Data	5 year Projections	10 year Projections	15 year Projections	20 year Projections	25 year Projections
	2006	2011	2016	2021	2026	2031
ALL dwellings						
Indicative Need	41,473	46,979	51,274	55,312	59,236	63,182
Existing Stock	41,473					
SMALL dwellings						
Indicative Need	17,660	20,004	21,833	23,553	25,224	29,013
Existing Stock	10,459					
Indicative Mismatch	**-7,200**	**-9,545**	**-11,374**	**-13,093**	**-14,764**	**-18,554**
LARGE dwellings						
Indicative Need	23,813	26,975	29,441	31,759	34,012	34,169
Existing Stock	31,014					
Indicative Mismatch	**7,200**	**4,039**	**1,573**	**-746**	**-2,999**	**-3,155**

The model clearly indicates that there is an oversupply of large dwellings and an undersupply of small dwellings. The model suggests that:

- across the RRC area there will be a need for an additional 21,709 new dwellings to accommodation a total of 63,182 dwellings in 2031[37];
- based on the total number of dwellings required in 2031 (63,182 dwellings) – a total of 29,013 small dwellings and 34,169 large dwellings will be required (currently there are 10,459 small dwellings and 31,014 large dwellings). This suggests a significant increase of 18,554 small dwellings will be required by 2031.
- based on current dwelling stock, the shortage of small dwellings would consistently worsen incrementally to 2031 from a current deficit of 7,200 dwellings (2006) to 18,554 dwellings (2031);
- similarly, if there was no change to the current housing stock, the oversupply of large dwellings would decrease from a current oversupply of 7,200 dwellings (2006) to an undersupply of 3,155 dwellings (2031).

It is important to note that the additional 18,554 small dwellings and 3,155 large dwellings needed by 2031 (according to the Housing Analysis data) would comprise a range of dwelling types. According to 2006 census data preferences for dwelling types by dwelling size, it is evident that a significant majority of small dwellings were separate houses (62.8%), followed by flats, units and apartments (21.9%). In terms of large dwellings, a larger majority were separate houses (96.5%), while a much smaller proportion comprised flats, units and apartments (1.6%). Hence there will still be a requirement for new separate dwellings and semi-detached, row or terrace house, townhouse etc stock – the key finding of the analysis is that these should be small.

[37] As previously noted, PIFU does not provided high series dwelling projections. Section 6 of this report provides an indicative assessment of high series dwelling demand, based on the assessment of the Commercial Centres Study.

5.3 Housing Mix and Type - Scenario Modelling (prepared for this project)

5.3.1 Model Overview and Assumptions

The above analysis identifies various limitations around housing preferences and future housing trends, and in particular the assumption that the same proportional split of houses (in terms of the need for small and large dwellings) will continue into the future.

The analysis in preceding chapters has demonstrated that housing choice is closely related to life cycle stage, which is at least partly reflected by household type (couple with children, couple without children, lone person household etc). Two key factors need to be considered, therefore, in projected dwelling demand, including:

- the mix of these household types is projected to change into the future as the population ages; and
- current housing 'choice' is also constrained by current availability, and therefore does not reflect latent demand for different, possibly more appropriate dwelling types.

A model has consequently been developed which takes into account projected changes in household type to 2031 (based on OESR household projections), and a range of scenarios which test 'what if' a small change in dwelling preferences away from detached housing occurred (low change scenario), and 'what if' a large change in dwelling preferences away from detached housing occurred (high change scenario). It also identifies the mix of dwelling stock that would be required if there was no change in preferences, but taking into account projected changes in household type to 2031 (no change / straight line scenario).

Hence, the model prepared for this project takes a scenario-based approach, considering three (3) scenarios over 5 year intervals between 2006 and 2031 (though excluding 2011 as this is considered too early for a meaningful change to have occurred).

To support the modelling of the three scenarios, a set of assumptions about the dwelling type preferences of different household types have been prepared. The table provided at **Appendix I** sets out these detailed assumptions applied to households' dwelling preferences for Rockhampton households beyond 2006. They are based on the research, particularly the consultation outcomes, presented in preceding sections of this report (refer also to **Appendix J**).

The assumptions used for the three (3) scenarios take into account the housing options relevant to different household types that are likely to occur over the course of a lifetime (i.e. the 'housing career' concept). The housing career approach provides a useful framework for reviewing the likely dwelling preferences by household type and has been incorporated into the dwelling preference assumptions for RRC area. An overview of the housing career concept, is provided in **Appendix K** of this report.

The following table outlines the projected number and proportion of households within each household type at five year intervals to 2031 (based on projections provided by the Office of Economic and Statistical Research). This is a key input into the model and is the base data used to allocate dwelling preferences under each scenario.

Table 13: Household Type Projections for Rockhampton Region to 2031 (medium series)[38]

H'hold Type	2006		2011[39]		2016		2021		2026		2031	
	Total	**%**	**Total**	**%**	**Total**	**%**	**Total**	**%**	**Total**	**%**	**Total**	**%**
Couple Family with Children	11,872	28.6%	12,281	26.1%	12,526	24.4%	12,958	23.4%	13,626	23.0%	14,267	22.6%
Couple Family without Children	11,163	26.9%	13,376	28.5%	15,229	29.7%	16,815	30.4%	18,079	30.5%	19,280	30.5%
One Parent Family	5,010	12.1%	5,764	12.3%	6,237	12.2%	6,634	12.0%	7,003	11.8%	7,409	11.7%
Lone Person	9,918	23.9%	11,811	25.1%	13,362	26.1%	14,859	26.9%	16,282	27.5%	17,767	28.1%
Group H'holds	1,280	3.1%	1,297	2.8%	1,301	2.5%	1,308	2.4%	1,347	2.3%	1,395	2.2%
Other Family H'holds	2,230	5.4%	2,450	5.2%	2,619	5.1%	2,738	5.0%	2,899	4.9%	3,064	4.8%
Total H'holds	41,473	100%	46,979	100%	51,274	100%	55,312	100%	59,236	100%	63,182	100%

Source: OESR 2010

The dwelling choice assumptions prepared for the model (refer **Appendix I)** explain the rationale used, and assumptions applied, to determine change from the 2006 distribution of dwelling type by household type. The first column in the appended table describes key demographic trends and characteristics likely to influence housing needs and choices, while the second column interprets what these preferences are likely to be in the Rockhampton context considering feedback received through consultation. The third column describes the assumptions that have been applied to the dwelling projection model, which are based on the information summarised in column 1 and 2, combined with some rationalisation based on good planning principles (refer section 1.3.4).

Percentage changes indicated in this last column refer to how the distribution of dwelling type by household type for 2006 has been modified for the projection year (i.e. the figure represents a cumulative percentage change since 2006).

The redistribution figures in the third column of the assumption table (**Appendix I**) indicate the dwelling types that would be expected to increase as a result of the decrease in separate houses. For example, if in 2016 separate dwellings decrease by 2%, the redistribution figures show where the 2% of households would be relocated to (e.g. 20% to semi-detached 1 storey dwellings, 10% to flats, units or apartments etc).

5.3.2 Model Results and Key Findings

A complete version of the model and the model outputs is attached at **Appendix H**. For ease of reference, a summary of each scenario is provided below, showing the likely change projected between 2006 and 2031 disaggregated by dwelling type.

[38] High series household type projections are not available from OESR.

[39] Although 2011 figures have been included in this table they have not been included in the model as 2011 is considered too early for any meaningful change to have occurred.

Table 14: Scenario 1 – Projected Dwelling Structure 2006-2031 (straight line / status quo)

Dwelling Type	2006		2031		Increase Required (2006 – 2031)	
	Number	%	Number	%	Total	Per Year
Separate house	36,281	87.48%	54,611	86.43%	18,330	733
Semi-detached, row or terrace house, townhouse etc (1 storey)	1,151	2.78%	1,931	3.06%	780	31
Semi-detached, row or terrace house, townhouse etc (2 storey)	216	0.52%	351	0.56%	135	5
Semi-detached, row or terrace house, townhouse etc (total)	**1,367**	**3.30%**	**2,282**	**3.61%**	**915**	**37**
Flat, unit or apartment	2,847	6.87%	4,692	7.43%	1,844	74
Other dwelling	977	2.36%	1,597	2.53%	620	25
TOTAL	**41,473**	**100%**	**63,182**	**100.%**	**21,709**	**868**

Table 15: Scenario 2 – Projected Dwelling Structure 2006-2031 (low change)

Dwelling Type	2006		2031		Increase Required (2006-2031)	
	Number	%	Number	%	Total	Per Year
Separate house	36,281	87.48%	49,880	78.95%	13,599	544
Semi-detached, row or terrace house, townhouse etc (1 storey)	1,151	2.78%	3,875	6.13%	2,724	109
Semi-detached, row or terrace house, townhouse etc (2 storey)	216	0.52%	2,308	3.65%	2,091	84
Semi-detached, row or terrace house, townhouse etc (total)	**1,367**	**3.30%**	**6,182**	**9.78%**	**4,815**	**193**
Flat, unit or apartment	2,847	6.87%	5,523	8.74%	2,675	107
Other dwelling	977	2.36%	1,597	2.53%	620	25
TOTAL	**41,473**	**100.00%**	**63,182**	**100.00%**	**21,709**	**868**

Table 16: Scenario 3 – Projected Dwelling Structure 2006-2031 (high change)

Dwelling Type	2006		2031		Increase Required (2006-2031)	
	Number	%	Number	%	Total	Per Year
Separate house	36,281	87.48%	46,338	73.34%	10,056	402
Semi-detached, row or terrace house, townhouse etc (1 storey)	1,151	2.78%	5,395	8.54%	4,244	170
Semi-detached, row or terrace house, townhouse etc (2 storey)	216	0.52%	3,693	5.84%	3,477	139
Semi-detached, row or terrace house, townhouse etc (total)	**1,367**	**3.30%**	**9,088**	**14.38%**	**7,721**	**309**
Flat, unit or apartment	2,847	6.87%	6,159	9.75%	3,312	132
Other dwelling	977	2.36%	1,597	2.53%	620	25
TOTAL	**41,473**	**100.00%**	**63,182**	**100.00%**	**21,709**	**868**

The key observations that can be drawn from the model outputs include:

- the projected change in household types outlined above indicates an increasing proportion of smaller households (e.g. lone households, couples without children and one parent families) that are likely to require smaller dwellings, particularly semi-detached and attached dwellings. This is consistent with the broader national trend toward smaller households and is a key factor influencing dwelling type preferences; and

- in particular, the proportion of lone person households is expected to increase from 23.9% to 28.1%. This proportion is substantially higher than the increase in lone person households anticipated for Queensland.

Separate Houses:

- With respect to the demand for separate houses under each scenario, it is evident that:
  - under the straight line scenario, the proportion of separate houses required remains the same (87.48%), while the number of separate houses increases (by 18,330) due to population growth;
  - under the low change scenario, between 2006 and 2031 there is likely to be a reduction in the proportion of separate houses required by approximately 8.5% (i.e. from 87.48% to 78.95%). This would still result in the need for an increase of 13,599 separate houses (i.e. although the percentage of separate houses reduces the number still increases due to population growth); and
  - under the high change scenario, the reduction in the proportion of separate houses required is approximately 14% (from 87.48% to 73.34%), which represents an increase in separate houses of 10,056 dwellings.
- In short, the number of additional separate houses needed by 2031 varies between 10,056 under a high change scenario, 13,599 under a low change scenario and 18,330 under a straight line scenario.

Semi-Detached Housing, Row or Terrace Houses, Townhouses

- As the demand for separate houses reduces, the demand for other dwelling types, such as semi-detached housing, row or terrace houses, townhouses etc, as well as flats, units and apartments will increase. In terms of semi-detached, row or terrace housing and townhouses, it is predicted that:
  - under the straight line scenario, the proportion of semi-detached, row or terrace housing and townhouses required remains much the same (around 3.3%), while the number increases (by just 915 dwellings) due to population growth;
  - under the low change scenario, between 2006 and 2031 there is likely to be a small increase in the proportion of semi-detached, row or terrace housing and townhouses required by approximately 6.5% (ie. from 3.3% to 9.78%). This would result in an increase of 4,815 semi-detached dwellings; and
  - under the high change scenario, the increase in the proportion of semi-detached, row or terrace housing and townhouses required is approximately 11% (from 3.3% to 14.38%), which represents an increase in the need for this form of housing of 7,721 dwellings.

Flats, Units and Apartments

- Under the respective scenarios, the change in demand for flats, units and apartments is:
  - under the straight line scenario, the proportion of flats, units and apartments required remains much the same (around 6.87%), while the number of flats, units and apartments needed increases (by 1,844 dwellings) due to population growth;
  - under the low change scenario, there is likely to be an increase in the proportion of flats, units and apartments required by approximately 1.87% (i.e. from 6.87% to 8.74%). This would result in the need for an increase of 2.675 dwellings; and
  - under the high change scenario, the increase in the proportion of flats, units and apartments required is approximately 2.88% (from 6.87% to 9.75%), which represents an increase in the number of flats, units and apartments required of 3,312 dwellings.

The scenarios described above are summarised in **Table 17** below, which shows the number of new dwellings that would be required by 2031 and for each year to meet the projected demand for each dwelling type. It also includes a disaggregation for semi-detached, row or terrace housing and townhouses into one storey and two storey dwellings, which confirms that a higher proportion will need to be one storey.

Table 17: Comparison of Modelling Scenarios, 2006 – 2031 (straight line, low change and high changes scenarios)

Dwelling Type	Increase Required (2006 – 2031)					
	Straight Line		Low Change		High Change	
	Total	Per Year	Total	Per Year	Total	Per Year
Separate house	18,330	733	13,599	544	10,056	402
Semi-detached, row or terrace house, townhouse etc (1 storey)	780	31	2,724	109	4,244	170
Semi-detached, row or terrace house, townhouse etc (2 storey)	135	5	2,091	84	3,477	139
Semi-detached, row or terrace house, townhouse etc (total)	**915**	**37**	**4,815**	**193**	**7,721**	**309**
Flat, unit or apartment	1,844	74	2,675	107	3,312	132
Other dwelling	620	25	620	25	620	25
TOTAL	**21,709**	**868**	**21,709**	**868**	**21,709**	**868**

Note: The data in the table above has been rounded. The above figures may therefore not add to give the totals shown.

5.4 Implications of Model Findings for Housing Types

Based on the review of the housing analysis model and the scenarios modelled for this project, a number of key conclusions and recommendations can be made in relation to the future demand for a range of dwelling types. These implications are summarised below.

5.4.1 Dwelling Types and Dwelling Size

- It has to be recognised that, given historical housing consumption patterns, it is likely that a high proportion of households (small and large) will continue to choose large dwellings (mainly separate houses) as their preferred housing choice. This has been considered in the formulation of assumptions used in the model scenarios. However, some education and awareness programs about the advantages of smaller dwellings may need to be initiated, particularly depending which scenario is selected by Council.
- Despite the above, the increasing proportion and number of smaller households in the RRC area (particularly lone and couple households) suggests a greater demand particularly for semi-detached/ attached housing, and to a lesser extent flats, units and apartments in the future, and this will need to be reflected by the planning scheme.
- To accommodate changing household types and demographic trends, there is a need for a greater range of modest housing options particularly for low income and ageing populations and to cater for the increasing proportions of couple without children and lone person households. The specific housing options identified in the Housing Analysis are:
  - *Detached Dwellings* – range of small and large dwellings of different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues;
  - *Attached Dwellings* – a wide range of small to large semi-detached dwellings, row and town houses at different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues;
  - *Multi-Unit Dwellings* - a wide range of small to large units at different densities and price points based on needs of all household income groups, including those with affordability or maintenance issues;
  - *Boarding Houses* – studio style accommodation in appropriate locations for transient, semi-transient and other homeless persons;

- *Retirement Villages and Aged Care Facilities* - a wide range of small to large units at different densities and price points to address an ageing population with a decreasing asset base due to more retirees coming from single parent families;
- *Caravan Parks* – for seasonal workers and transient, semi-transient and other homeless persons;
- *Nursing Homes* – in appropriate locations to address an ageing population;
- *Specific Design Issues* – an increasing proportion of elderly people and age –related disabilities means a greater need for adaptable home design features.

5.4.2 Specific Dwelling Types

- The current mix of dwelling types shows a dominance of separate houses (87.48%) and very low proportions of other forms of housing. This is likely to reflect a preference for separate dwellings, however, it may also be a factor <u>influencing</u> dwelling choices (i.e. the extent to which the availability of different housing products constrains housing preferences has to be considered).
- In particular, under the low change and high change scenarios, the greatest potential for an increase in dwelling numbers (apart from separate houses) is identified in the semi-detached, row or terrace house, townhouse etc dwelling type.
- Further, a higher proportion of semi-detached, row or terrace house, townhouse etc dwellings will need to be one storey rather than two storey.

5.4.3 Future Dwelling Mix

- The number of total dwellings required is the same under all three scenarios – the different scenarios only reflect a redistribution of dwelling types towards more semi-detached and attached dwellings.
- Focussing on the high change scenario, the following additional dwellings would need to be constructed each year to meet the projected dwelling needs:
  - separate houses: 402 dwellings/year;
  - semi-detached, row or terrace house, townhouse etc: 309 dwellings/year; and
  - flats, units or apartments: 132 dwellings/year.
- Under the low change scenario, significantly less additional medium density dwellings would need to be constructed each year to meet the projected dwelling needs:
  - separate houses: 544 dwellings/year;
  - semi-detached, row or terrace house, townhouse etc: 193 dwellings/year; and
  - flats, units or apartments: 107 dwellings/year.
- Determination of the preferred change scenario requires discussion with Council in relation to the future desired form and nature of the region, as well as the perceived likely propensity of both residents and the development industry to embrace change.
- In order to achieve greater diversity and housing mix by 2031, this report provides a range of recommendations, which are outlined in Section 7.0.

The following section of this report reviews qualitative housing needs in relation to private housing, social housing and housing for older people.

6.0 FUTURE RESIDENTIAL LAND REQUIREMENTS

6.1 Demand for Additional Residential Land

Section 5.0 of this report has provided an analysis of future housing requirements in the RRC area. The modelling associated with the housing needs assessment has estimated that approximately 868 new dwellings will be required per annum across the LGA to 2031, based on medium series projections.

In parallel with this study, the Commercial Centres Study has prepared population and dwelling projections by major centre and district centre location, and for the remainder of the RRC, based on the high series population projections.

Table 18 below applies a range of densities to the three dwelling mix scenarios (based on medium series projections) outlined in the model, to estimate the residential land requirements for each scenario. This suggests that RRC would need to allow for between 1,150 and 1,600 ha of land 2031 to accommodate the medium series projections.

Table 18: Additional Dwellings by Type and Scenario

Dwelling	Scenario 1	Scenario 2	Scenario 3	Density[40]	Land sc 1	Land sc 2	Land sc 3
Dwelling Mix Projections (based on medium series household projections – refer section 5)							
House	18,330	13,599	10,056	12	1,528	1,133	838
Semi detached (1 storey)	780	2,724	4,244	25	31	109	170
Semi detached (2 storey)	135	2,091	3,477	40	3	52	87
Flat	1,844	2,675	3,312	80	23	33	41
Other	620	620	620	40	16	16	16
Total	**21,709**	**21,709**	**21,709**		**1,601**	**1,343**	**1,152**
Dwelling Mix Projections (apportioned based on high series household projections)							
House	20,423	18,656	17,330	12	1,702	1,555	1,444
Semi detached (1 storey)	723	1,453	2,018	25	29	58	81
Semi detached (2 storey)	132	862	1,380	40	3	22	34
Flat	1,756	2,065	2,304	80	22	26	29
Other	598	598	598	40	15	15	15
Total	**23,630**	**23,630**	**23,630**		**1,771**	**1,675**	**1,603**

Source: Buckley Vann and Urban Economics, 2010

Table 18 also applies a range of densities to the dwelling projections presented in the Commercial Centres Study (which is based on high series projections) as they apply to the same three scenarios. For these projections, it is estimated that demand for land to accommodate additional dwelling demands to 2031 would range between 1,600 and 1,770 ha.

[40] Dwellings per hectare

In accordance with Council's direction that all studies plan for high series growth, this implies that in order to accommodate:

- high series household growth;
- dwelling demand to 2031; and
- no change to existing dwelling preferences;

1,700 ha of additional land would be required in the new planning scheme.

Based on the broadhectare vacant land analysis of 2008, where it was estimated that there was capacity to accommodate 16,680 residential dwelling units at traditional detached densities, it is likely that this represents up to 17 years' supply of land at the high series projections.

As discussed in Section 3.0 of this report, land available in established and approved estates or "infill" development has the capacity to absorb some 5,000 detached dwellings, with a further 1,900 mooted in Parkhurst, 600 lots in rural residential/ park residential estates, representing approximately 8 years supply at the high series growth level and assuming no change to the mix of housing choice in RRC.

It is important to note that this supply may be able to accommodate a longer supply period if a different mix of dwelling type were to be achieved.

In summary, it is apparent that at the Regional Council level, there is sufficient land available for housing for demand for the life of the new planning scheme up to 2027 using broadhectare alone, even without considering the potential of infill supply to contribute to overall residential land supply.

6.2 Location of Future Residential Development

The challenge for the new planning scheme will be to assess the appropriateness of the location of available land in light of locational criteria such as those discussed in section 1.3.4, and in particular:

- the motivations and expectations of prospective residents, and
- the location of the land relative to:
  - employment opportunities,
  - lifestyle environments,
  - centres including services and community facilities, and
  - education.

A key factor in determining location will be proximity to the existing and future centres as identified in the Commercial Centres Study. The most suitable opportunities for future residential development are within existing zoned areas and in particular, around urban centres. This approach supports the recommendations in the Commercial Centre Study about the concentration and consolidation of commercial centre activity, community facilities and employment, and also helps support housing objectives.

Specific areas where that have been identified in that study include:

- Gracemere;
- North Rockhampton;
- South Rockhampton; and
- West Yeppoon.

These locations potentially address expressed locational criteria and provide for reduced car dependency and improved public transport and accessibility generally. Further, The consolidation of residential development around centres responds to the trend identified through consultation towards smaller lot sizes, which can be at least partially explained by demand for land with a lower price point.

7.0 CONCLUSIONS AND RECOMMENDATIONS

7.1 Principles for Future Housing Provision

The information provided in this report represents an analysis of the underlying demographics and housing needs of the Rockhampton Regional Council area and, in broad terms, the capacity of existing zoned land to accommodate projected population growth to 2031.

This section provides a number of recommendations to Council aimed at addressing the terms of the brief, and in particular, compliance with SPP 1/07 recognising the expressed vision of the regional community identified in Towards 2050:

> '**The settlement pattern** *demonstrates a successful effort to minimise 'sprawl' through increasing the diversity in housing and supporting a network of centres including Rockhampton, Capricorn Coast, Gracemere, Mt Morgan and potentially a new town.'*

Council is encouraged to embrace a commitment to actively facilitating housing diversity for the benefit of all residents, particularly in drafting of the new planning scheme for the Rockhampton Regional Council area, through a commitment to the following housing principles:

- all Rockhampton region residents are entitled to appropriate and affordable housing;
- housing stock in the Rockhampton region should reflect the needs of all residents in terms of life-stage, physical ability and income;
- at all times, there should be a reasonable balance between supply and demand for the full range of possible housing types – including detached, semi-detached, attached, and multi unit (flat/unit/apartment);
- new housing should respect its context and be well designed to integrate with and enhance existing streetscapes;
- new housing should be located in proximity to centres, such that residents have good accessibility to services and facilities, employment and education, and be efficiently serviced by physical infrastructure; and
- new housing forms part of and contributes to its local community, characterised by a strong sense of place.

7.2 Recommended Residential Strategies for Rockhampton's Planning Scheme

7.2.1 Maximising Diversity and Affordability - More Small Dwellings

The modelling undertaken for this study, combined with the Housing Analysis supplied by DOCs, indicates that the planning scheme must provide for considerably more smaller dwellings every year to 2031.

This will require the new scheme to include:

- a clearly stated commitment to housing principles (similar to those in section 7.1) within the Strategic Framework;
- clear statements of desired outcome for all residential zones provided by the QPP format, with particular emphasis on higher density housing types;
- a risk-tolerant approach to regulating housing within tables of assessment;
- clearly defined precincts in which housing diversity is positively encouraged (not just tolerated) by the scheme; and

- clearly drafted code provisions based on current best practice, notably the Residential 30 Guideline published by the Urban Land Development Authority.[41]

7.2.2 Maximising Accessibility to Services, Employment and Education

This study and the Commercial Centres Study have identified the need for well located housing based on increasing density around centres. While facilitating lifestyle choices for all residents requires a balanced supply of both infill and Greenfield land, it is recommended that:

- no additional land be zoned residential within the life of the planning scheme, beyond that which is already zoned in current planning schemes;
- the new PIP provide for sequencing of existing zoned areas such that developing communities are supported to make full use of infrastructure and are able to obtain a critical mass of services before additional land is made available for development;
- strong emphasis be given to encouraging infill on vacant land within both existing approved estates and other low density areas, particularly where this will contribute to support for improvement in local services and facilities; and
- local area planning in key centres listed in the Commercial Centres Study be advanced in parallel with the scheme drafting, to identify local opportunities for medium to high density residential development which is well integrated with services, employment and education and which is well connected to an improved public transport system connecting centres in the future.

As noted in section 3.5, special attention to identifying further development opportunities in South Rockhampton and Yeppoon and monitoring the potential for oversupply at Parkhurst and further south along the coast, is recommended.

In addition, a review of the location of existing rural residential land is recommended to:

- ensure more remote locations are reconsidered and possibly back zoned, particularly where land is constrained, and
- consolidate large lot areas near townships such as Gracemere and The Caves / Rockyview to maximise access to, and support for development of, services and facilities.

7.2.3 Maximising Redevelopment – Better Quality Housing

Reflecting on the need for replacement and renewal of areas of existing housing, particularly around centres, it is recommended that the planning scheme provides an opportunity for a considered but concerted approach to redevelopment of key areas.

Inclusion of best practice design criteria in codes, including built form and adaptable housing criteria, will assist in encouraging replacement housing stock which better suits the climate and residents' housing needs, by comparison with existing ageing housing stock.

Redevelopment activity in key locations will also assist Council to offset the cost of replacing and upgrading ageing infrastructure in these locations.

7.3 More Efficient Assessment System

As discussed in this report, the development assessment system has major significance for the delivery of housing. Section 4.4 of this report highlights the potential impact on housing supply of the use of overlays, in particular those relating to vegetation.

[41] Urban Land Development Authority (2010) Residential 30: Guideline to deliver diversity in new neighbourhood development

Triggers which result in houses being assessable development need to be minimised in the new scheme. Similarly, the scheme should adopt a risk-management approach to all aspects of development assessment.

7.4 Non-Planning Scheme Strategies

7.4.1 Improving Social Housing Outcomes

Council's current role in social housing is limited, with Council planning only a marginal role in provision and in supporting local providers of social housing. The following comments outline some measures which would improve social housing provision.

7.4.1.1 Meeting Supply Gaps

The feedback from social housing providers indicates that the gaps in social housing supply do not necessarily match those in the rest of the housing market. This indicates that, in the immediate future, supply of social housing should be focused on:

- larger housing – four bedrooms and more;
- housing suitable for single men including boarding houses and studio dwellings; and
- to a lesser extent, three bedroom attached and detached housing.

Longer term needs will depend on movements in both population and economic drivers and will need to monitored so that future supply can adjust to changing needs.

7.4.1.2 Affordable Rental Housing

A stronger focus in social housing policy on providing for those with high and complex needs has highlighted a gap in affordable rental housing for those on low to moderate incomes including low-wage workers. Resources from the Commonwealth's NRAS program (assuming this continues into a second period of five years) and State affordable housing programs could be accessed to help fill this gap.

7.4.1.3 Improving Links Between Housing and Support

An increasing focus on housing high-need households in social housing has highlighted the need to improve support arrangements for these tenants to enable them to sustain their tenancies. This can be addressed from two angles:

- improved coordination – improvements could be made by developing closer links between the provision of housing and the provision of support, so that households can get the support they need when they need it; and
- increase availability of support services - there are ongoing issues with the availability of support services and the level of resources for these services need to be improved overall.

7.4.1.4 Potential Council Role

While it is recognised that Council is likely to play an influencing and facilitating role rather than a direct provision role in most of these issues, some areas where Council activity could make a difference include the following:

- support for local community coordination initiatives such as the recent Homelessness Connect initiative;

- practical support for local organisations to access affordable housing resources – this could include support with financial and land use planning issues, identification of appropriate sites, and advocacy with and on behalf of local providers; and
- financial support in the form of rates remissions – community housing providers could theoretically be eligible for remissions under Council's Rate Rebates and Remissions Policy, but they do not appear on the list of approved recipients provided by Council.

7.4.2 Reviewing, Updating and Enforcing Local Laws

In addition to its planning role, Council has a role in enforcing basic health and safety conditions on certain types of dwellings. These include:

- temporary homes – Council regulates the construction and occupation of temporary homes on private land, ensuring that such homes:
  - meet basic standards in relation to structural safety, water supply and sanitation;
  - are only occupied on a clearly temporary basis while construction of a permanent dwelling is under way;
- caravan and camping grounds – local laws relating to caravan parks ensure that parks adhere to basic standards of management, provision of infrastructure and amenities, fire safety and sanitation.

Council is yet to consolidate its local laws, and is currently implementing separate local laws for the four previous local government areas. In the case of the temporary homes local laws, the laws for each of the former Councils are essentially the same. However, there are significant differences between the caravan park local laws for Livingstone and Fitzroy compared with Rockhampton. There is no equivalent local law in place for Mt Morgan.

Two distinctive features of the Rockhampton Caravan Parks Local Law are:

- it explicitly forbids permanent residents in caravan parks. It is not clear how actively this provision is enforced, however, it may explain the finding from consultation in this project that relatively few residents stay long-term in Rockhampton caravan parks (less than 10%), while there are much higher proportions of permanent residents in other areas. A higher level of permanent residents is more typical of caravan parks in other locations around the State;
- it provides detailed provisions for the management of Council-owned parks which are absent from the other local laws.

Caravan parks typically occupy a particular niche in the housing market, catering for two distinct types of household:

- older people who see caravan parks as an affordable lifestyle choice, providing a means to 'downsize' their housing, take advantage of the community that is often present in caravan parks, and retain a certain level of mobility; and
- households who are on the margins of the housing market and for whom caravan park living is 'housing of last resort'. For these households caravan parks often provide a source of crisis accommodation or provide an option following eviction from, and blacklisting within, the conventional rental market.

Council's role in enforcing minimum safety standards in parks is crucial to the wellbeing of these two population groups, both of which are vulnerable to some extent. It is therefore recommended that Council prioritise the review and consolidation of its caravan park local laws to:

- extend coverage to caravan parks in the Mt Morgan area; and

- clarify the status of permanent residents in caravan parks – it is recommended that impediments not be placed on permanent occupancy in caravan parks provided minimum safety and structural standards are adhered to.

7.4.3 Raising Awareness

A crucial part of ensuring community acceptance of the changes necessary to ensure housing diversity is raising awareness within the community of the importance of housing affordability and appropriateness. Council is encouraged to show leadership in relation to this issue by committing to undertaking formal and informal communication programs which highlight housing needs and approaches to addressing them.

In the context of recent well received public consultation associated with Towards 2050, Council could encourage community debate and discussion about housing and density issues by highlighting the advantages of development around centres and best-practice design solutions. This could be best be achieved in partnership with local media.

It may be also that awareness raising needs to begin with Councillors themselves, perhaps including a tour of successful transit-oriented and other centres outside the region.

7.4.4 Resourcing within Council

As in most regional Councils in Queensland and elsewhere, Council resources to address housing issues are limited. The establishment of a dedicated housing policy position, with appropriate access to funding, would be not only a symbol of Council's commitment, but would also provide a real means of advancing housing objectives.

It is recommended that the housing policy position would include:

- ensuring housing issues are front-of-mind in Council's programs and processes;
- ensuring the region maximises access to Federal and State funding and support;
- co-ordinating the activities of Council which impact on housing; and
- establishing and maintaining networks with the development industry and other stakeholders.

7.4.5 Partnering with the Development Industry

As indicated throughout this report, and as reflected in the outcomes of consultation undertaken for this study, housing diversity cannot be achieved by Council acting alone. Good housing outcomes are dependent on excellent working relationships between all stakeholders, and ongoing dialogue between local government and the development industry in particular.

A regular forum between Council and the development industry, including peak bodies, chaired by the Mayor or the Chair of the Planning Committee and attended by key Council officers including the housing policy co-ordinator, would significantly advance a joint approach to housing, and maximise community understanding of housing issues.

7.4.6 Continue Home Assist Secure

Home Assist Secure provides advice and support on home modifications for older people and people with disabilities, focusing on improving physical accessibility and safety issues. It provides advice and information to any older person or person with disability, and more 'hands on' assistance to eligible clients including those on pensions and those who are eligible for Home and Community Care (HACC) services.

It has also provided smaller programs focusing on issues such as home security for women escaping domestic violence and people who have recently suffered serious spinal injuries.

Council is the provider of Home Assist Secure services for the Fitzroy area (funded by the Queensland Department of Communities), including the Council area and the neighbouring local government areas of Gladstone and the Central Highlands. This service provides support to approximately 1000 households per month, approximately 70% of whom reside in the Council area.

This service is crucial to enable older people and people with disabilities to retain their independence and to 'age in place', and its importance will grow as the population ages. It is recommended that Council ensures continuity of this service, whether by continuing as direct provider or by negotiating an orderly transition to a non-government provider.

7.4.7 Co-ordination and Planning of Social Planning

One of Council's crucial roles in the housing market is in the planning and coordination at a local level. Aside from Council's core land use planning role, it has an important role to play in social planning, coordinating the provision of social services and facilities including the provision of housing.

Council has recently played a key role in the formation of the Rockhampton Region Social Planning Group (RRSPG), which brings together key players form the State Government, Council, Commonwealth, community and education sectors to coordinate social planning across the region. This group has strong potential to promote more coordinated planning of service provision, better linkages between various capital and recurrent funding programs, and timely provision of social infrastructure.

While this group is yet to specify in detail the range of issues it will address, it is likely that it will have a strong influence on the issues it considers.

It is recommended that Council continue to participate in this group, and that the group consider housing issues as part of its broader social planning focus.