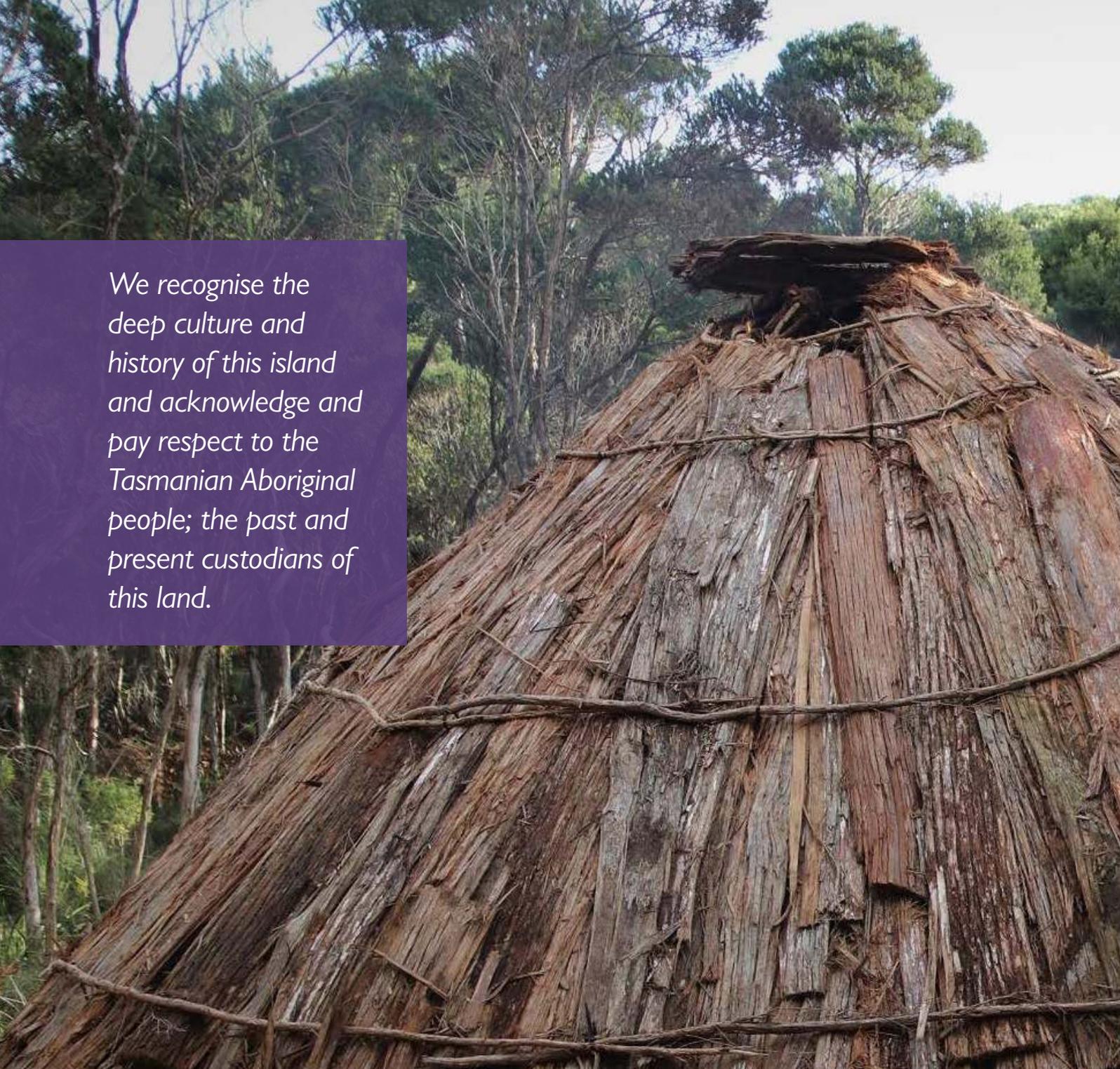


2023-2043

Delivering more homes
for a growing Tasmania
and ending homelessness



A large, conical structure made of layered bark and wood, resembling a traditional Tasmanian Aboriginal hut. It is set in a forest of tall, thin trees. The structure is made of many layers of bark, with some horizontal branches or roots wrapped around it. The top is a flat, circular opening.

We recognise the deep culture and history of this island and acknowledge and pay respect to the Tasmanian Aboriginal people; the past and present custodians of this land.

Traditional huts were used by Tasmanian Aboriginal people to house whole families.
Source – ABC News: Manika Dadson

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Premier's foreword



The Tasmanian Liberal Government is committed to building a strong economy and a safe and caring community. Nothing is more important to this plan than ensuring all Tasmanians can find a place to call home and ensuring our children have the same opportunity for home ownership as previous generations.

There is no doubt that our State has enjoyed a period of significant economic growth, with our economy one of the strongest in the nation over the past nine years, our unemployment rate remaining historically low, and people choosing Tasmania as their new home.

We want Tasmania to continue to be the best state in the nation to live, work and raise a family. That is why the Tasmanian Liberal Government is committed to helping all Tasmanians realise the aspiration of home ownership.



Our Government will continue to work with Tasmanians of all ages and look towards our future generations to ensure we have the housing supply we need for Tasmanian's home ownership dreams to be realised.

Governments worldwide and across Australia are grappling with housing challenges, which the ongoing impacts of the global pandemic have exacerbated. In our State, these challenges are no different.

Across the nation, we have seen housing costs increase, low rental vacancy rates and growing housing supply pressures and structural imbalances extend across the market.



The Tasmanian Liberal Government has a long-term plan to address this which is backed by our commitment to deliver 10,000 social and affordable homes by 2032. Its why we established Homes Tasmania as a statutory authority in 2022, a nation-leading model with a dedicated focus on integrated housing and homelessness solutions. The next part of this plan is this comprehensive strategy with clear action plans that considers the full spectrum of Tasmania's future housing needs and is informed by an understanding of what types of homes will be required, where they should be built and how they can be affordable for those who need them.

Our Government's vision is to end homelessness in Tasmania by 2043. This is unapologetically bold. To aim for anything less is to accept that some Tasmanians do not deserve homes. Achieving this vision will not be easy; it will be challenging and will take time, but just like we strive for zero fatalities on our roads, we should strive for zero homelessness in our state.

To get there will take every Tasmanian working together. All levels of government, industry, the community sector and the community as a whole need to work together to better the lives of Tasmanians.

New and innovative approaches will need to be taken; we will need to encourage more infill medium-density housing, explore different home ownership models, and construct social housing in our neighbourhoods. We need to meet current and future demand for housing in our beautiful state with a range of different types of housing that match future Tasmanian housing needs.

This is not just a big dream but a legacy we will leave our children, their children and all future Tasmanians. I look forward to working together with all Tasmanians to achieve this.

Jeremy Rockliff MP
Premier

Minister's foreword



We will end homelessness in Tasmania by delivering a well-functioning housing system that provides safe, appropriate and affordable housing for all Tasmanians.

This bold vision is necessary due to the significant changes Tasmania has experienced in recent years. An increasing population with changing demographics, societal shifts in the way we work and live, and rising cost of living pressures necessitate long-term thinking to ensure our state maintains its standards of liveability, and so that every resident has an opportunity to live their life to the fullest. This long-term approach is the core purpose of the Tasmanian Housing Strategy, our first whole-of-system plan, and the first of its kind in Australia, to improve housing outcomes for all Tasmanians.

The Strategy provides a blueprint for our vision to end homelessness by considering interventions across the housing spectrum.

Firstly, it focuses on how we can deliver more quality homes, faster, with prioritisation of more medium-density accommodation and infill development to make the most of our existing infrastructure and services, and to enhance engagement and social connectedness. To support this critical increase in housing supply, the Tasmanian Government has committed to a 10-year housing plan to build on existing initiatives and take further action to address affordable housing.





The Strategy identifies how we will support people in need to access and maintain housing, while also seeking to facilitate greater affordability and stability in the private market. And it shines a light on our regions to ensure our housing responses enable local prosperity and continued economic growth to the benefit of the whole state.

Critical to the achievement of our vision is our creation of Homes Tasmania. Established under the *Homes Tasmania Act 2022*, Homes Tasmania is a nation-leading, dedicated housing body which provides the most cohesive and integrated housing and homelessness services in the country.

With its skills-based Board, it will play a key role in implementation, with a broadened remit and ability to partner with the private sector to deliver our social and affordable housing plan and the overall housing supply Tasmanians will need.

Development of this Strategy has been supported by the Housing Reference Group, made up of 18 member organisations from across the housing and homelessness, building and construction and local government sectors. It also incorporates feedback from the community and those who have lived experience of the housing challenges faced by too many Tasmanians.

I thank all who contributed to delivering this Strategy.

The Strategy is accompanied by an Action Plan which runs through to 30 June 2027, charting an implementation path across the next four years. Both the Strategy and Action Plan come at a critical time for Tasmania. We must look to the future with a strong resolve to deliver on the Strategy's vision and objectives, and a commitment to adapt and be innovative in shaping better housing outcomes for all Tasmanians.

Nic Street MP
Minister for Housing and
Construction

Executive summary

This Strategy sets out to end homelessness in Tasmania by delivering a well-functioning housing system that will reduce demand for social housing and crisis accommodation.

This comprehensive approach not only improves the lives of people experiencing or at risk of homelessness, but also strengthens our economy, reduces the burden on public resources, and fosters a more inclusive Tasmania for everyone.

If we do not address the current challenges in Tasmania's housing system, there will be prolonged adverse social and economic outcomes. The economy may be affected as industry will be less able to attract and retain staff because key workers will not be able to afford housing close to where they work. More people will experience housing stress as they are pushed out of the private rental market, creating more demand for housing and homelessness services.

Our vision will be delivered once four key outcomes are seen in Tasmania's housing system:

- Tasmanians live in quality, sustainable and durable homes that meet their needs.
- Tasmanians have access to housing regardless of their circumstances.
- Tasmanians have access to affordable housing options.
- Tasmanians have a greater choice of homes where they want to live.

The Tasmanian Housing Strategy

2023-2043

Our vision

To end homelessness in Tasmania.

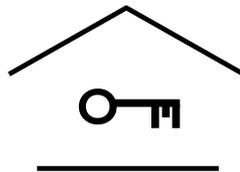
Our mission

To deliver a well-functioning housing system that provides safe, appropriate and affordable housing for all Tasmanians.

Outcomes for Tasmanians



Tasmanians live in quality, sustainable and durable homes that meet their needs.



Tasmanians have access to housing regardless of their circumstances.



Tasmanians have access to affordable housing options.



Tasmanians have a greater choice of homes where they want to live.

Our priorities

1	2	3	4
Deliver more quality homes, faster	Support people in need	Improve private market affordability and stability	Enable local prosperity
1.1 Scaling up	2.1 Housing First	3.1 Affordability	4.1 Key workers
1.2 Location, size, and design	2.2 Housing and homelessness services	3.2 Stability	4.2 Localised responses
1.3 Building regulations and planning approvals	2.3 Elevating assistance	3.3 Alternative models	4.3 Place and liveability

Our enablers

Partnerships Consultation and policy	Funding and finance Community	Policy coordination Data
---	----------------------------------	-----------------------------

Delivered through a series of four-yearly action plans with measurable outputs

Introduction

People should be at the centre of housing policy considerations because housing is the platform for individuals, communities, and the economy to prosper.

The **Tasmanian Housing Strategy (the Strategy)** seeks to end homelessness in Tasmania by providing safe, appropriate and affordable housing for all Tasmanians.

The Strategy builds on existing initiatives and reinforces our commitment to a target of a net increase of 10,000 social and affordable homes by 2032. It will reduce social housing demand by addressing the challenges that have emerged across the entire housing system over the past decade and deliver more viable long-term housing solutions.

Through Homes Tasmania, the Tasmanian Government consulted widely to produce this Strategy. Written submissions were received from 248 individuals and organisations across Tasmania.

The consultation included direct engagement with Tasmanians through roundtable discussions and focus groups, and online community engagement opportunities were also provided*.

Regular meetings with the Minister's Housing Reference Group were key to the consultation, as was direct engagement with Tasmanian Aboriginal people and those with lived experience of housing challenges to understand their distinct housing needs.

Valuable input from business and industry was critical to understanding how housing affordability affects our ability to attract and retain key workers.

The Strategy reflects what we heard and how we propose to shape a better housing system for Tasmanians over the next 20 years.

It outlines how our vision will be delivered through priority actions that address the challenges facing the housing system. These actions will be delivered with the support of a suite of enablers and a planned approach to implementation.

**You can read about what we heard from our supporting information on the [Tasmanian Housing Strategy website](#).*



OUR VISION

To end homelessness in Tasmania

Tasmania is a beautiful state, full of opportunities. We have an enviable lifestyle that is attracting more and more people to live here and who enrich our state and make valuable contributions to our community.

A well-functioning housing system is critical to ensuring this desirability and our strong economic growth continues, and that every Tasmanian can benefit. A housing system where all Tasmanians have a stable home will provide the foundation for everyone to lead fulfilling lives and participate in their community.

When there is limited capacity in the private market for households facing a life experience that affects their housing and support needs, or the cost of housing is prohibitive, it increases demand for social housing and crisis accommodation. Consequently, rough sleeping is indicative of a lack of capacity within the whole system. The full spectrum of the Tasmanian housing system, from rough sleepers to multiple property ownership, is illustrated in Figure 1.

While boosting our supply of social housing is critical to support Tasmanians in need, supply across the housing system is necessary to prevent homelessness.

To ensure that every Tasmanian is housed but can live their best life, we need a viable system-wide response that minimises the need for social and crisis responses and ends the occurrence of homelessness.

In Tasmania, housing is recognised as a fundamental human right enshrined in the *Homes Tasmania Act 2022*. Ending homelessness in Tasmania is not just a moral imperative, it is a strategic investment in the wellbeing of our entire community. By providing every Tasmanian with a safe and stable home, we empower individuals to pursue education and employment, and contribute to the community.

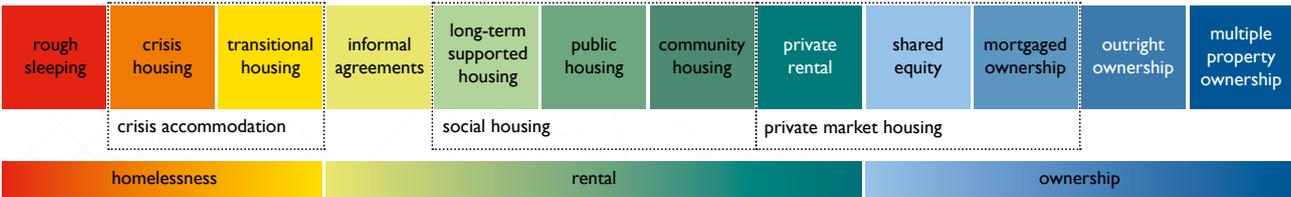


Figure 1 | The housing security spectrum: current Tasmanian housing system
 The housing system illustrating the range of experiences through homelessness, rental and ownership. When the private market has limited capacity, more households need social housing and crisis accommodation. High demand in the private market results in insecure informal agreements and increased levels of all forms of homelessness, including rough sleeping.

What ending homelessness in Tasmania means

Functional zero refers to a state where the number of people experiencing homelessness is so low that it is virtually non-existent and any instances of homelessness are rare, brief, and non-recurring, as articulated in Figure 2.

Achieving functional zero homelessness means that the homelessness service system in Tasmania has the capacity to rapidly identify and assist individuals and families experiencing homelessness, ensuring that they are quickly provided with suitable housing and support services.

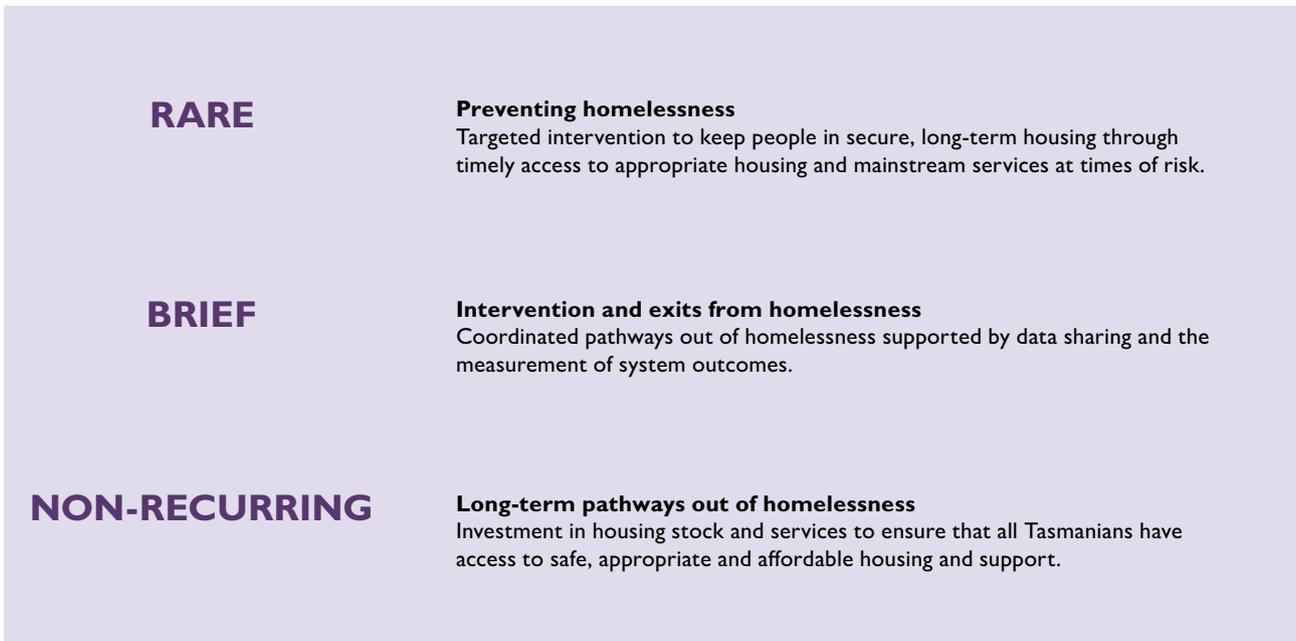


Figure 2 | Rare, brief, and non-recurring: Our approach to homelessness in a well-functioning housing system
An overview of our approach to a well-functioning housing system that ends homelessness. Our aim is to achieve ‘functional zero’ where homelessness is prevented wherever possible, or is otherwise a rare, brief, or non-recurring experience.

Our mission

To deliver a well-functioning housing system that provides safe, appropriate and affordable housing for all Tasmanians.

We must prioritise investment in housing supply to mitigate against the impacts of increased demand for social housing, crisis accommodation and homelessness services.

To do so, we will deliver outcomes for Tasmanians across four priorities.



Tasmanians live in quality, sustainable and durable homes that meet their needs.

Priority 1
Deliver more quality homes, faster



Tasmanians have access to housing regardless of their circumstances.

Priority 2
Support people in need



Tasmanians have access to affordable housing options.

Priority 3
Improve private market affordability and stability



Tasmanians have a greater choice of homes where they want to live.

Priority 4
Enable local prosperity



PRIORITY I

Deliver more quality homes, faster

Tasmanians live in quality, sustainable and durable homes that meet their needs.

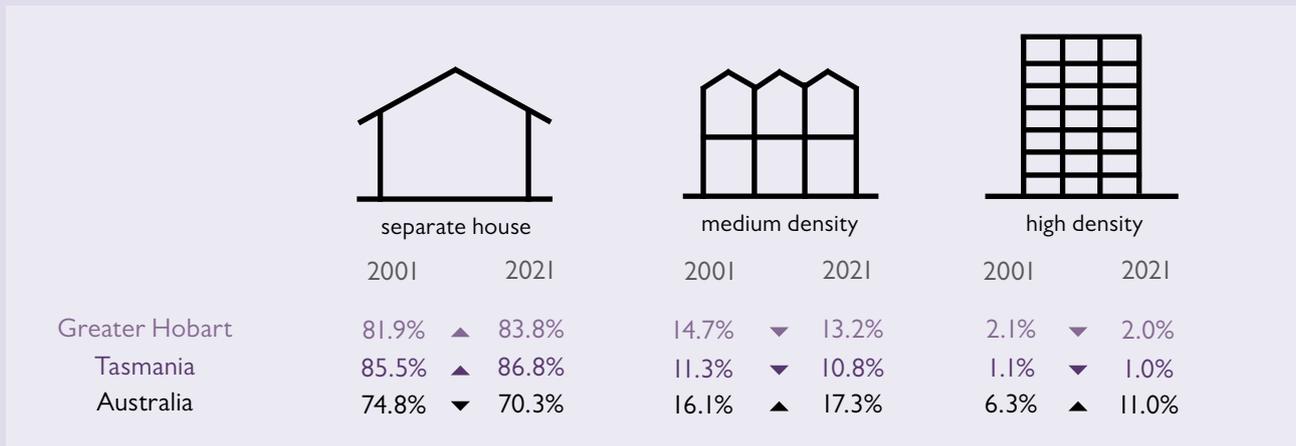


Figure 3 | Twenty-year change in dwelling diversity, 2001-2021

Dwelling composition change indicating that Tasmania has developed with decreased residential density and diversity over the past 20 years, going against the national trend¹. Both greater Hobart and Tasmania are included to illustrate that the trend is present in both urban centres and regional communities.

Challenges

High demand for well-located dwellings suitable to meet the diverse needs of Tasmanians.

Over the past few decades, the housing needs of Tasmanians have changed. Our preferred living arrangements have diversified with increasing demand for single families and single-person households, share houses, and multi-generational living.

As household compositions diversify, so do the requirements for housing.

There is a growing demand for smaller, more accessible dwellings suitable for single occupants or small families, people living with disability who need modified environments and the need for larger homes that can accommodate extended families.

Additionally, our ageing population has highlighted the need for accessible features and proximity to services, transport and social networks.

Over the same period, there has been a decrease in the diversity of the homes being built in Tasmania (Figure 3). Residential construction has become increasingly dominated by detached single dwellings and the prevalence of medium-density housing options has dwindled.

¹ Source: Profile.id.com.au based on Australian Bureau of Statistics data: 'separate house' includes all free-standing dwellings which are structurally separate from others; 'medium density' includes all semi-detached, row, terrace, townhouses and villa units, plus apartments in blocks of one or two storeys, and flats attached to houses; 'high density' includes flats and apartments in three storey and larger blocks.



PRIORITY I

Decreased diversity can be attributed to a combination of factors including historical housing preferences, land availability, higher construction costs for infill and medium-density construction and zoning regulations.

Detached homes are central to the narrative of the great Australian dream. However, they also contribute to reduced affordability, urban sprawl, longer commutes, higher infrastructure costs and demand for services.

Projections indicate that by 2041, an additional 38,000 dwellings will be required to accommodate the projected increase of over 80,000 residents*.

To meet this demand, we must prioritise and support the delivery of more medium-density developments to foster sustainable urban growth, improve accessibility to amenities, and accommodate the diverse needs of Tasmania's changing population.

* You can view dwelling projections data on the [Tasmanian Housing Strategy website](#).

PRIORITY I

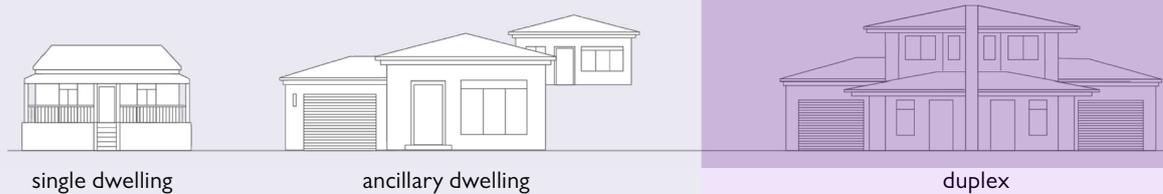


Figure 4 | Residential dwelling typologies including the Missing Middle transect

While we want more quality homes to be constructed across the whole spectrum, encouraging more of the typologies highlighted in purple in established areas will facilitate an increase in dwelling diversity at a scale that is in keeping with current community expectations of residential development.

Source: Towards Infill Housing Development report, Department of State Growth, 2019.

Challenges

Increased building and construction demand

Population growth, expanding tourism and mining sectors, and an increase in critical infrastructure projects have intensified demand on the building and construction industry. The ability to meet the increased demand has been affected by supply chain disruptions and materials and labour shortages.

Labour shortage is caused by a range of factors including the availability and affordability of housing and in turn affects the industry's capacity to deliver projects on time, to budget and to specification.

In addition to interest rates and planning timeframes, these challenges strain the building and construction industry's productivity and financial viability, impacting housing affordability.

This also limits the ability to achieve increased 'missing-middle' development of medium housing density (Figure 4).

Addressing these issues demands a multi-pronged approach including investment in the workforce and local material production, and streamlined coordination between stakeholders to ensure the sustainable growth of Tasmania's construction industry.



PRIORITY I

Climate and climate change

Tasmania's unique climate, characterised by cooler temperatures and higher rainfall, presents specific challenges for housing. Homes must be well-insulated and properly ventilated to prevent moisture build-up and mould infestation, which can negatively impact indoor air quality and residents' health.

Tasmania's vulnerability to extreme weather events such as bushfires, floods, and sea-level rise requires homes to be built with durability in mind.

Rising sea levels may threaten coastal properties, necessitating adaptive measures and careful planning for new developments.

Inland areas may face increased bushfire and flood risks, requiring robust building codes and durable dwelling designs.

Sustainable, climate-resilient construction and increased infill developments will help safeguard residents and secure Tasmanian homes against the effects of climate change.

PRIORITY I

Deliver more quality homes, faster

Tasmanians live in quality, sustainable and durable homes that meet their needs.

Our response

Increasing the supply of housing is an important factor in responding to need and reducing housing prices.

Quality homes need to be delivered as efficiently as possible to help put downward pressure on house prices.

I.1 Scaling up

Objective: Delivering more housing supply and upgrading and redeveloping existing stock.

A well-functioning private market ensures adequate supply of appropriate housing at all price points in locations where Tasmanians want to live, reducing the need for reliance on social housing and crisis accommodation.

To rebalance the housing system, substantial private market growth is needed.

Strategic asset management planning of the social housing property portfolio is also critical to achieving more sustainable and contemporary social and affordable housing.

Objective: Releasing more land for residential development that is supported by best practice land use to mitigate climate change.

Local government has a critical role to play in the provision of well-located residential land and encouraging private investment in social and affordable housing.

This can be facilitated through strong partnerships with the Tasmanian Government that consider existing infrastructure and service capacity, clear articulation of housing demand at a local level and evidence-based planning decisions.



Objective: Supporting targeted programs in the building sector that create opportunities to address labour, skills and training shortages.

Our building and construction industry continues to adapt and identify new ways of working. Supporting the scaling up of operations creates an opportunity to provide Tasmanians with varied, stable, and secure employment options while increasing the capacity of the Tasmanian building and construction industry.

The Tasmanian Government's record investment into housing provides certainty for the building and construction industry with a pipeline of works.

There is a role for government and industry to support and encourage medium-density housing developments to create training and employment opportunities and to scale up diverse construction methods, such as prefabrication and modular homes. The success of scaling up is also reliant on community support of development, including social and affordable housing.

PRIORITY I

I.2 Location, size, and design

Objective: Supporting the coordinated, strategic delivery of housing across Tasmania, including medium-density living in our cities, community centres and along public transport corridors.

City Deal and regional land use strategies have objectives to guide future residential development to occur within existing urban areas. Specifically, the location of increased residential development within public transport corridors aims to reduce reliance on private transport to support healthy, safe and connected communities.

Developments that avoid the use of agricultural land provides an opportunity to introduce innovative planning and community building models that create resilient, liveable, and sustainable neighbourhoods. Where land is prioritised for housing development, a transparent and consistent infrastructure charging regime can provide clarity and certainty, and address 'first-mover' disincentives.

All housing, regardless of its tenure type, should be well located, well designed and fit-for-purpose. Alongside increasing the density and quality of all homes within infill areas, the prevalence of social housing in traditional housing estate areas must also be reduced.

Objective: Fostering a culture of high-quality, energy-efficient and fit-for-purpose housing across the whole housing spectrum through design standards, government leadership and industry support.

The Tasmanian population has the highest percentage of residents with specific mobility, mental health and neurological needs whose lives and means of participation could be improved through well-designed homes.²

As well as new homes, we will continue to support our social housing providers in Tasmania to reprofile, repair, upgrade and redevelop their existing portfolios to improve dwelling quality, increase functionality and amenity, improve energy efficiency, and reduce the cost of living.

Facilitating energy efficiency upgrades to existing housing across the housing spectrum, including rental stock, remains an important initiative. Providing incentives for the regeneration of older housing will allow better use of existing parcels of land in urban areas.

I.3 Building regulations and planning approvals

Objective: Delivering a planning system and regulatory framework that supports the efficient approval of appropriately located medium-density residential development.

Our design and planning settings need to address barriers to residential development that trigger unnecessary discretions in the development application process.

This will allow the delivery of housing of increased quality, efficiency and diversity, while creating resilient communities that resist and respond to extreme climatic events and conditions.

We will commit to quickly finalising and implementing reforms to the Tasmanian Planning Scheme with a key focus on provisions to facilitate medium-density developments.

We will also act on the recommendations of a comprehensive Future of Local Government Review once the review is finalised and publicly released, develop best practice new design guidelines and processes for all housing types and tenures, and work to implement the National Construction Code requirements.

² Australian Bureau of Statistics (2018) data shows that 26.8 per cent of Tasmanians live with a disability, which has increased by 1 percentage point since 2015, and is well above the Australian average of 17.7 per cent, which has decreased by 0.6 percentage points since 2015.



PRIORITY 1

PRIORITY 2

Support people in need

Tasmanians have access to housing regardless of their circumstances.

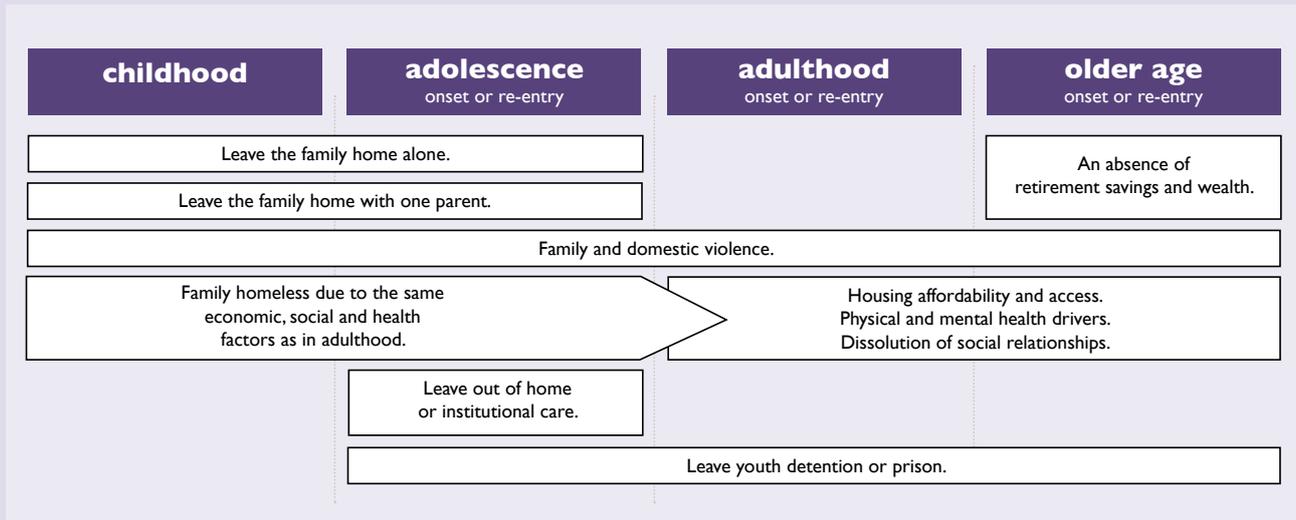


Figure 5 | Causes of homelessness over the life course

Source – Based on a diagram from ‘Homelessness in Western Australia: A review of the research and statistical evidence’ by the Centre for Social Impact at the University of Western Australia on behalf of the Department of Communities, Western Australia, 2018.

Challenges

Increasing rates of homelessness

On Census night 2021, there were 2,350 people in Tasmania experiencing homelessness, compared with 1,622 in 2016³. This includes those living in severely overcrowded houses, boarding houses or crisis or transitional accommodation.

To best help people in need, assistance should be focused on preventing people from becoming homeless or re-entering homelessness at different points in their life (see Figure 5) and intervening early for people experiencing homelessness.

Growing inequality and high support needs

Tasmania is experiencing growing inequality as a result of cost-of-living pressures. As private rental housing costs increase, a significant number of Tasmanians do not have adequate resources and opportunities to access market housing.

³ Australian Housing and Urban Research Institute (2023). *What the 2021 Census data told us about Homelessness*.



Women experienced a 50 per cent increase in rates of homelessness between 2016 and 2021, representing the majority of clients of specialist homelessness services, and the majority of applicants on the Housing Register⁴.

During 2020 and 2021, there were 1,467 children and young people aged between 15 and 24 who presented alone to specialist homelessness services largely due to family violence⁵.

Other groups over represented on the Housing Register include Tasmanian Aboriginal people (13.9 per cent) who represent 5.4 per cent of the total population, and individuals living with a disability (38 per cent), who constitute 26.8 per cent of Tasmania's population. In addition to dwellings that can accommodate mobility and other accessibility needs, some households may require additional space for carers or allowances for service animals.

Further, with projections indicating that 27.5 per cent of Tasmania's population will be over 65 by 2065⁶, this ageing cohort is likely to increase the demand for housing assistance.

4 Hobart Women's Shelter (2022). *Safe, Quality Homes for Tasmania's Women and Children Facing Homelessness*.

5 Department for Education, Children and Young People (2022). *Under 16 Homelessness: A Policy Framework for Tasmania*.

6 Department of Treasury and Finance (2019). *2019 Population Projections*.

Support people in need

Tasmanians have access to housing regardless of their circumstances.

Our response

Tasmanians are at the centre of every policy objective in this Strategy. A person-centred approach means we will continue to engage with the Tasmanian community to ensure our responses are fit-for-purpose as their housing needs change.

2.1 Housing First

Objective: Addressing primary homelessness with a Housing First approach that directs policy and interventions to make instances of homelessness brief, rare and non-recurring.

Housing First provides housing for people who have experienced long-term or repeated homelessness which is not conditional on addressing their social, health and wellbeing issues. It builds on the legislative principle that housing is a fundamental human right.

For people experiencing primary homelessness, which is defined using the Census category as living in 'improvised homes, tents and sleeping out', the provision of support is one of the critical levers in improving opportunities to maintain housing. People who have the capacity to manage the challenges they experience with healthy coping skills and support networks have better life outcomes, including housing outcomes.

People who have experienced trauma and who have complex needs require tailored support to access housing. This support can help them keep a home in which they can live a good life.

To deliver a Housing First approach, Tasmania needs an adequate supply of social housing, and a viable workforce to provide wraparound and specialist supports.



PRIORITY 2

PRIORITY 2



2.2 Housing and homelessness services

Objective: Continuing to improve access to, and the availability and quality of, housing and homelessness services for Tasmanians seeking housing support.

We will improve how Tasmanians access housing support to make it easier and more effective. We want people's interaction with housing support services to be a helpful and positive experience to facilitate the best outcomes.

The community sector will be encouraged to implement strategies that attract and retain a skilled housing and homelessness workforce.



2.3 Elevating assistance

Objective: Prioritising delivery of, and access to, housing for Tasmanians who need support.

Ensuring Tasmanians who require additional support can access and maintain housing is fundamental to having people at the centre of our housing considerations.

Our housing services will respond to the needs of different groups of Tasmanians including:

- people experiencing or at risk of homelessness
- children and young people (particularly those exiting residential/out of home care and youth justice)
- women
- older Tasmanians
- people living with a disability
- Aboriginal Tasmanians
- culturally and linguistically diverse people
- people leaving prison
- veterans, and
- LGBTIQ+ people.

The provision of crisis accommodation can be critical to help people during an experience of homelessness so they are not forced to stay in or return to an unsafe environment.

Programs that provide crisis accommodation or rapid rehousing will be continued, with a focus on larger homes for vulnerable families and those escaping family violence.

PRIORITY 3

Improve private market affordability and stability

Tasmanians have access to affordable housing options.

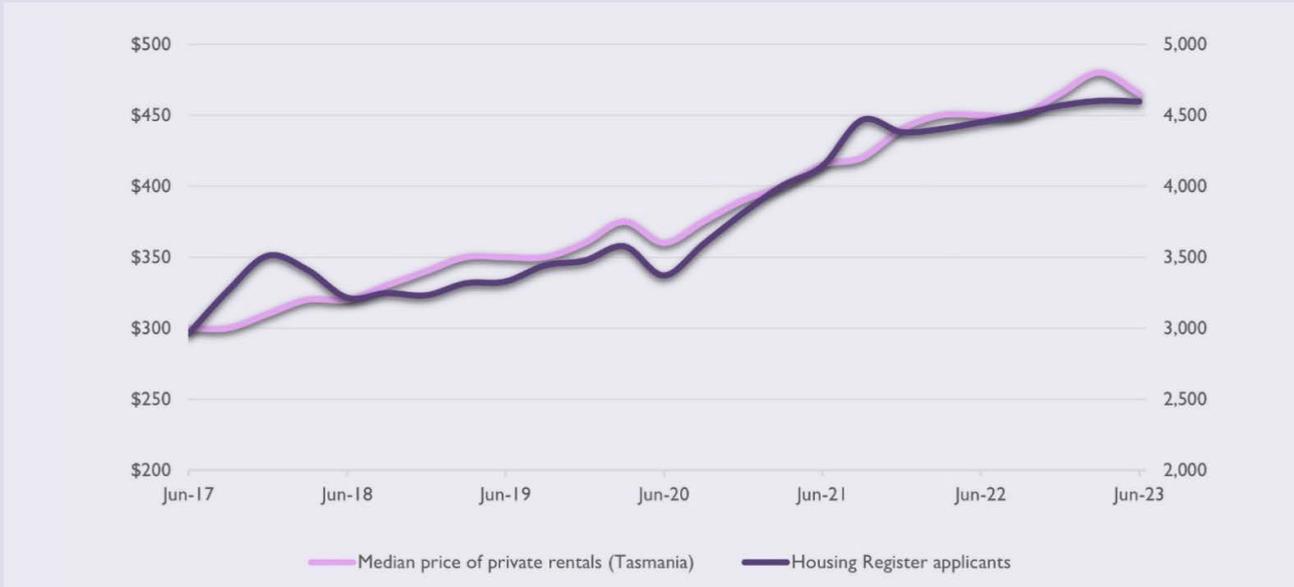


Figure 6 | Private rentals versus applications for social housing June 2017 to June 2023.

The relationship between median rental prices and social housing demand.

Source: Real Estate Institute of Tasmania quarterly data and Homes Tasmania housing dashboard data.

Challenges

Increased renting population and increased cost of living.

Tasmania's housing market has changed over recent years. It is more expensive to buy, many renters are experiencing housing stress and it is harder to find a suitable home to rent due to the growth in our population. This has led to decreasing private rental vacancy rates, which have begun to ease in mid-2023.

These market conditions have increased demand for social housing, crisis accommodation and homelessness services. Increasingly, young people are facing a lifetime of renting given their diminishing prospects of home ownership due to rising property costs coupled with high rental costs.

As there is a strong correlation between the median price of private rentals and the increase in the Housing Register (see Figure 6), building more social and affordable housing is part of the solution to addressing current challenges but is not the only answer.



The demand for social housing will ease with the support of the private sector. This could be encouraged through greater investment in, and delivery of, quality housing, including affordable homes, long-term private rentals and medium-density, infill developments that maximise existing social infrastructure.

Most young Tasmanians, recent arrivals and an increasing number of families are renters. Renting should be promoted alongside home ownership as a fundamental and equally valid housing choice.

The needs of, and protections for, long-term and life-long renters will be prioritised focusing on affordability, stability, and security within the rental market and modernisation of the *Residential Tenancy Act 1997*.

PRIORITY 3

Improve private market affordability and stability

Tasmanians have access to affordable housing options.

Our response

This priority encompasses policy objectives that the Tasmanian Government can implement to increase private market affordability and stability for Tasmanian households.

3.1 Affordability

Objective: Continuing to help Tasmanians in rental stress and encouraging existing and prospective property owners to increase the supply of affordable and secure rentals.

An increase in affordable rentals across Tasmania is needed, as are better supports for Tasmanians in rental stress.

Policy that supports private sector investment, development and management of properties will assist to increase supply and housing diversity.

We will continue to work with property owners to bring new dwellings into the rental market and also work with the private sector to identify barriers to developments.

Government policy levers, such as taxes and subsidies, promote housing affordability. A sustainable vacancy rate of around 3 per cent in the private rental market will help to stabilise rents and ultimately reduce pressure on household budgets.

Objective: Continuing to increase affordable home ownership opportunities for Tasmanians, and regularly monitoring their effectiveness.

Tasmanians have a proud history of home ownership. The Tasmanian Government will continue to create initiatives to make the cost of owning a home more affordable.



PRIORITY 3

PRIORITY 3



3.2 Stability

Objective: Reviewing legislation and systems in the rental market to strengthen renters' rights and seek improvements for social housing tenants.

A well-functioning private rental system is one where owners receive appropriate rent and tenants have an opportunity to remain for a longer period without the fear of sudden eviction or significant increases to their weekly rent.

We will review the *Residential Tenancy Act 1997* to strengthening the rights of renters, as well as seeking improvements for social housing tenants. It is important to ensure Tasmania's housing market strikes a balance between prosperity and shared opportunity for everyone living in Tasmania, regardless of tenure.

The growing trend of lifelong renting presents an impetus and opportunity to reshape our rental sector. To attract and retain young and new Tasmanians, renters should have comparative experiences to homeowners.



3.3 Alternative models

Objective: Alternative housing models can provide affordable housing and meet the diverse needs of tenants.

Alongside social housing, private market rentals and home ownership lies a range of alternative housing models that reflect the changing needs and aspirations of the population.

One such model is the build-to-rent (BTR) sector. While BTR currently represents a small fraction of the total value of the Australian residential housing sector, it is expected to grow over the coming decades and is encouraging different types of investment models to deliver rental housing at scale. In doing so, BTR can offer more tenant-friendly housing that may not be available for residents of properties owned and rented out by small-scale property investors.

It presents an opportunity to increase the supply of affordable rentals that are appropriate to the scale and demand profile of Tasmania's housing needs.

There is also interest in housing cooperatives, mixed-use developments, tiny house communities and adaptive reuse projects that repurpose existing structures for housing. We will explore ways to bring more of these innovative housing models to the Tasmanian housing market.

PRIORITY 4

Enable local prosperity

Tasmanians have a greater choice of homes where they want to live.

Challenges

Housing a fluctuating regional workforce

Key workers are employees who provide a service that is essential to a city or town's functioning. These roles require people being physically present at a work site rather than being able to work from home.

Housing in regional and rural Tasmania must respond to demographic and industry changes related to key workers. For example, the expansion of mining and renewable energy projects attracts a transient workforce seeking temporary housing.

Balancing economic growth with local needs

The flourishing tourism and hospitality industries, while boosting the economy, can strain housing availability. As short-stay accommodation proliferates, the housing options for permanent residents and workers seeking employment in the area reduce.

A critical challenge lies in the shortage of housing for key workers like health professionals, an issue that significantly affects the delivery of healthcare services across the State. The struggle to secure suitable housing for these essential workers affects the availability of health services to Tasmanians.





PRIORITY 4

Enable local prosperity

Tasmanians have a greater choice of homes where they want to live.

Our response

Housing is a fundamental component of Tasmania's economic growth aspirations. Critical to these aspirations is the health of our rural, regional, and remote communities, and the viability of local businesses.

4.1 Key workers

Objective: Collaborating with local governments and the private sector to deliver housing options for key workers.

A suitably located workforce is essential to a growing economy and local prosperity.

Encouraging major investors to develop proposals for affordable housing for key workers can be achieved when the Tasmanian and local governments and industry work together.

Increasing supply across the housing market supports social and economic growth for Tasmanians, helping to attract a skilled workforce that benefits the whole community.

4.2 Localised responses

Objective: Collaborating with local governments on housing programs specifically tailored to the needs of communities, including regional Tasmania.

Tasmania has distinct regions with their own demographic, business and industry profile. Developing strategic plans for each region with a specific lens on their unique housing needs has the potential to attract new investment, expand business and drive Tasmania's economy.

Good quality and affordable accommodation for workers is particularly needed in regional and remote areas, where there can also be a lack of skilled builders and essential utilities, and the cost of transporting building materials can be prohibitive.

The provision of diverse and affordable housing, rezoning and joined up planning and policy prioritisation in our rural and regional communities will support these social and economic endeavours.



PRIORITY 4

4.3 Place and liveability

Objective: Collaborating with local governments to balance the impacts and opportunities of short-stay accommodation, and any other sector, on housing supply, liveability, productivity, and economic prosperity for Tasmanians.

Tasmania is a beautiful state with highly desirable towns and cities, and we want to ensure it remains so for locals and visitors alike.

The short-stay accommodation sector plays an important role in Tasmania's economy in both urban and regional communities.

We recognise the importance of ongoing monitoring and exploring options to balance its effect on the housing system.

Our enablers

To deliver on our mission, we have identified six key housing enablers through which governments, the community sector and the private sector will facilitate the achievement of our 20-year vision for ending homelessness. Their use across all priority areas will assist all stakeholders to play their part in realising the outcomes identified in the Strategy. Each enabler is outlined in the Strategy, with specific actions to be outlined in action plans.

Partnerships

Partnerships between governments and the community and private sectors are a key component of achieving a well-functioning housing system.

- We will continue to work with the Australian Government on the delivery of national housing initiatives and advocacy for housing-related taxation settings.
- We will work with local governments to identify local housing needs and support the alignment of responses by housing and homelessness services.
- Community housing providers and private sector developers, builders and service providers are crucial creators of sustainable, affordable, and inclusive housing options that meet the diverse needs of individuals and communities.

Throughout the life of the Strategy, new and existing partnerships will be supported to continue to innovate and deliver improved housing outcomes for Tasmanians.

Funding and finance

With the right funding mechanisms, we can make significant progress towards meeting Tasmania's housing needs. Adequate financial support allows for the acquisition and repurposing of assets, and construction of housing projects, ensuring that they are accessible to those in need.

- The Tasmanian Government's creation of Homes Tasmania as a statutory housing authority assists us to meet our ambitious housing plan. It will allow us to adopt new and innovative lending and financial models which can attract investment, promote public-private partnerships, and bolster the financial capacity to create more affordable housing opportunities.
- We will also periodically review the effectiveness of existing and new subsidies and finance provided to private market investors with the aim to make stock affordable in perpetuity.



Policy coordination

Housing is recognised as a social determinant of health and economic development, and that improving housing outcomes means better health, wellbeing, liveability, and participation in society⁷.

- Considering housing when developing policies can help to deliver tangible, place-based outcomes and can improve the way we plan for known housing impacts and how we consider some of the unintended consequences that can affect the housing system.
- Understanding how decisions made across governments directly and indirectly affect housing is critical. This allows us to improve housing policy by identifying links to related outcomes across governments and the broader community.

⁷ World Health Organisation (2023)



Consultation and policy design

Consulting and designing in collaboration with stakeholders and people with lived experience plays a crucial role in delivering improved housing outcomes.

Engaging directly with individuals who have experienced housing challenges brings valuable insights and first-hand knowledge to the decision-making process.

By empowering those with lived experience to actively participate in shaping housing policies, solutions become more responsive, inclusive, and effective. Their input helps identify the most pressing needs and informs targeted, trauma-informed interventions to address homelessness and housing affordability.

Involving all relevant stakeholders in the design and implementation of housing initiatives increases the chances of success and sustainability.

These collaborative efforts lead to more effective, equitable, and inclusive housing solutions that address the specific needs of individuals and communities.

Community

The community plays a substantial role in the shift towards the housing system that we need.

- Opposition from neighbours can prevent, reduce or greatly delay the delivery of certain types of housing development, such as affordable and social housing and medium-density developments. Approaches such as education campaigns and early community engagement foster transparency, understanding and encourage community support and ownership for new housing projects.
- Tasmanians building or renovating homes directly shape the quality, diversity, durability and distribution of housing types. Through education, design guides, building regulations and targeted initiatives we will support improved housing outcomes that benefit the broader community and current and future occupants.

Data

Data serves as a powerful enabler of positive housing outcomes. It provides essential insights that drive informed decision-making and effective policy formulation.

- When stakeholders such as government agencies, housing providers, and community organisations share data it allows us to effectively and coherently plan housing assistance.
- Sharing relevant data on housing demand, supply, affordability, and demographics allows a more accurate understanding of local housing needs. This extends to the private sector where consistent information on projected housing demand, including type and location, provides certainty and enables long-term strategic planning to meet housing targets.
- Data presented in formats suitable for different audiences enables the development of targeted interventions, allocation of resources, and implementation of strategies to address housing challenges effectively.

Measuring success

Governance

Progress and implementation will be overseen by a robust governance structure.

Progress towards achieving our vision to end homelessness in Tasmania will be closely overseen by two established bodies.

The Department of Premier and Cabinet will have responsibility for overseeing the implementation of Tasmanian Government agency actions and how these contribute to the long-term vision of ending homelessness.

The Homes Tasmania Board will have responsibility for the implementation of actions where Homes Tasmania is the lead agency. It will also establish advisory committees in accordance with the *Homes Tasmania Act 2022* to provide advice on system-level changes.

Monitoring

The Strategy will be supported through the development of an outcomes framework.

Work is currently underway with the University of Tasmania in partnership with the Tasmanian Government (through the Department of State Growth and the Department of Premier and Cabinet) and Homes Tasmania to develop a population outcomes framework. This framework will include a suite of key indicators which will enable ongoing monitoring of the progress on achieving the strategy's vision and outcomes.

Roles and responsibilities across the housing system

Our vision will be achieved through collective effort.

The three tiers of government (Australian Government, Tasmanian Government, and local governments) have joint responsibilities in addressing housing and homelessness.

Private and key community stakeholders, including community housing providers, developers, property owners, the housing and homelessness sector, the building and construction industry, and advocates, all have a role to play in the delivery and support of housing actions.

These roles and responsibilities of stakeholders and governments are summarised on the next page. Initiatives to be undertaken by the Tasmanian Government will be outlined in the action plans with stakeholder and other governments actions to be detailed in documents to be developed by their respective organisations in consultation with the Tasmanian Government.

Agency/partner	Role and responsibility
Tasmanian Government	<ul style="list-style-type: none"> • Determines state-based housing policy. • Regulates tenancy management, community housing providers, building, planning, and land use. • Administers State taxation, including stamp duty and land tax, housing assistance measures, and duty concession for first home owners and pensioners downsizing.
Homes Tasmania	<ul style="list-style-type: none"> • Provides funding to facilitate new social and affordable housing supply and the provision of housing and homelessness services. • Delivers, manages and oversees social housing.
Australian Government	<ul style="list-style-type: none"> • Provides funding via the Housing Australia Future Fund and National Housing and Homelessness Agreement to facilitate new housing supply and the provision of housing and homelessness services. • Regulates income support, Commonwealth Rent Assistance and Federal taxation. • Provides aged care programs, including residential aged care. • Manages Housing Australia. • Administers the National Disability Insurance Scheme. • Undertakes housing-related data collection and publication in partnership with other entities.
Local government	<ul style="list-style-type: none"> • Leads local strategic planning, and statutory planning, development, building approval and land release processes. • Responsible for local infrastructure, amenities and services. • Collects rates and other charges.
Community sector	<ul style="list-style-type: none"> • Delivers upgraded and new social and affordable housing supply. • Manages community housing. • Provides specialist housing and homelessness accommodation and support. • Provides a range of services and support that enables Tasmanians to attain and retain housing.
Building and construction industry	<ul style="list-style-type: none"> • Delivers building upgrades, redevelopment and new housing supply, both into the private market and to increase social and affordable housing stock.
Private landlords, agents and property owners/ developers	<ul style="list-style-type: none"> • Provides investment properties for rental accommodation. • Invests in development of new supply. • Releases land and residential subdivisions.
Advocates	<ul style="list-style-type: none"> • Advocates on behalf of those in need of housing and homelessness services.

Acknowledgement

The Tasmanian Government, Homes Tasmania Board and the Minister's Housing Reference Group (listed) have worked in partnership to develop this Strategy and will continue to work together to end homelessness and support the delivery of safe, appropriate and affordable housing for all Tasmanians.

- Anglicare
- CatholicCare Tasmania
- Centacare Evolve Housing
- Colony 47
- Community Housing Limited
- Hobart City Mission
- Housing Choices Tasmania
- Housing Industry Association
- Launceston City Mission
- Local Government Association of Tasmania
- Master Builders Tasmania
- Mission Australia Housing
- Property Council of Australia
- Real Estate Institute of Tasmania
- Salvation Army
- Shelter Tasmania
- St Vincent de Paul
- TasCOSS

We also acknowledge the valuable input received at consultation points over the past two years from many other organisations and individuals who are outlined on the [Tasmanian Housing Strategy website](#).





ACKNOWLEDGEMENT

Related strategies

The Tasmanian Government is already taking action in many of the areas outlined in this Strategy. Information on the Government's approach in these areas can be found in the following documents:

- 30-Year Greater Hobart Plan
- Child and Youth Wellbeing Strategy
- Community Services Industry Plan 2021-2031
- Cultural and Creative Industries Recovery Strategy: 2020 and Beyond
- Greater Launceston Plan
- Jobs Tasmania's Strategic Plan 2021-2024
- Our Healthcare Future: Advancing Tasmania's Health
- Rethink 2020: A State Plan for Mental Health in Tasmania
- Strong Families, Safe Kids Implementation Plan 2021-2023
- Survivors at the Centre: Tasmania's Family and Sexual Violence Action Plan 2022-2027
- Tasmania's Active Ageing Plan
- Tasmania's Multicultural Action Plan 2019-2022
- Tasmanian Advanced Manufacturing Action Plan 2024
- Tasmanian Building and Construction Industry – Workforce Action Plan 2021
- Tasmanian Closing the Gap Implementation Plan 2021-2023
- Tasmanian Defence Industry Strategy 2023
- Tasmanian Food Security Strategy 2021-2023
- Tasmanian Renewable Energy Action Plan 2020
- Tasmanian Small Business Growth Strategy
- Tasmanian Trade Strategy 2019-2025
- Tasmanian Women's Strategy 2022-2027
- Transport Access Strategy

Further coordinated strategies are also being developed in the following areas:

- Population Policy
- Sure Start Framework
- Sustainable Development Strategy
- T30 Recovery Plan for Tasmania's Visitor Economy
- Tasmanian Antarctic Gateway Strategy
- Tasmanian Strategic Infrastructure Framework
- Tasmanian Waste and Resource Recovery Strategy
- Tasmanian Youth Jobs Strategy
- Tourism and Hospitality Workforce Action Plan



RELATED STRATEGIES

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GLOSSARY

Adaptable (housing)	Housing designed to cater for people of all ages and abilities, for example a home that is wheelchair accessible. The adaptability of housing is measured by the capacity of buildings to accommodate substantial change in terms of flexibility, convertibility and expandability.
Affordability	See <i>housing affordability</i> .
Affordable housing	Housing for purchase and rental, including social housing, that is appropriate for the needs of very low-, low- and moderate-income households. This is generally understood to mean housing that costs no more than 30 per cent of a household's gross income.
Affordable rental housing	Properties that are made available at rents that are below market rates and are affordable for low- to moderate-income households. Typically this means rents are set at or below 80 per cent of market rates and not more than 30 per cent of a household's gross income. This includes key worker housing and social housing.
Affordable home ownership	Affordable home ownership is generally understood to mean that the costs associated with purchasing and owning a home do not exceed 30 per cent of a household's gross income. Generally the purchase price is set at a discount to the prevailing market price.
Affordable land	Affordable land refers to land for purchase that is affordable to low-income households, meaning that the purchasing and repayment costs are low enough that the household is not in housing stress.
Build-to-Rent (BTR)	A housing development model that involves the construction of purpose-built rental properties with the intention of offering them to long-term tenants rather than selling individual units to owner-occupiers. BTR developments are typically owned and managed by a single entity or organisation, such as a property developer, real estate investment trust, or institutional investor. BTR is also used to deliver key worker housing.
Community housing	Housing owned or managed by non-government organisations for people on low- to moderate-incomes. Community housing rent is typically set below market rate. Residents in community housing are eligible for their rent to be subsidised by Commonwealth Rent Assistance.
Crisis accommodation	Shelters and transitional housing for people experiencing homelessness or domestic violence.
Durability	Refers to the long-term sustainability and resilience of a dwelling in terms of both its physical construction materials and its ability to function as a safe, comfortable, and suitable living environment. Achieving durability in housing is essential for ensuring the well-being and safety of its occupants and for minimising the need for costly repairs and replacements in the future.

First mover	In the property sector the first mover refers to the first developer to introduce residential development into a greenfield site, brownfield site or to substantially increase the residential density of an existing residential area. While they may see better capital gains in a yet-to-peak area, they may incur higher upfront costs in establishing or upgrading supporting infrastructure.
Fit-for-purpose housing	Housing that is tailored to the specific needs and expectations of its occupants while considering factors such as safety, comfort, functionality, affordability, and accessibility. Fit-for-purpose housing meets the diverse and evolving needs of its occupants, allowing, for example, for ageing in place.
Functional zero	Refers to a state where the number of people experiencing homelessness is so low that it is virtually non-existent and any instances of homelessness are rare, brief, and non-recurring. Achieving functional zero homelessness means that the homeless service system in Tasmania has the capacity to rapidly identify and assist individuals and families experiencing homelessness, ensuring that they are quickly provided with suitable housing and support services.
Homelessness	The Australian Bureau of Statistics defines homelessness as when a person does not have suitable accommodation alternatives. They are considered homeless if their current living arrangement: <ul style="list-style-type: none"> • is in a dwelling that is inadequate; • has no tenure, or if their initial tenure is short and not extendable; or • does not allow them to have control of, and access to, space for social relations' (ABS, 2012).
Homes Tasmania	The statutory authority established in 2022 under the <i>Homes Tasmania Act 2022</i> and responsible for delivering improved housing services and increasing the supply of social and affordable homes by delivering the Tasmanian Government's 10-year housing package.
Housing affordability	Housing affordability refers to the relationship between expenditure on housing (prices, mortgage payments or rents) and household incomes. The concept of housing affordability is different to the concept of 'affordable housing', see <i>affordable housing</i> . Households in the bottom 40 per cent of the income distribution who pay more than 30 per cent of their gross income on rent or mortgage repayments are classified as in 'housing stress' – see <i>housing stress</i> .
Housing diversity	Refers to the range of housing types in a development or neighbourhood. A diverse neighbourhood has various dwelling types and sizes – usually achieved by offering a wider range of lot sizes and promoting a variety of building forms.

Housing First	The Housing First model is a strategic response to homelessness that prioritises permanent and stable housing as the first priority for people experiencing homelessness. The guiding principle of Housing First is that safe and secure housing should be quickly provided prior to, and not conditional upon, addressing other health and well-being issues first.
Housing stress	Housing stress is defined as the lowest 40 per cent of income earners who pay more than 30 per cent of their gross income on housing costs. This is known as the 30/40 rule and is the benchmark measure of housing affordability in the Strategy. See also <i>housing affordability</i> .
Inclusive communities	Inclusive communities are welcoming to diverse groups of people, including, but not limited to, seniors, youth, children, Aboriginal peoples, immigrants and newcomers, persons with disabilities, people experiencing mental health challenges, and low-income populations.
Institutional care	A residential care facility (such as an aged-care home) that has the skills and resources that can provide for the specific needs of people, that they may not otherwise be able to obtain in the community.
Key worker	An employee who provides a service that is essential to a community's functioning, and the work roles require people being physically present at a work site rather than being able to work from home.
Liveability	The degree to which a place is suitable or good for living in, based on measures related to accessing basic social infrastructure, walkability, public transport, public open spaces, housing affordability, and employment.
Lived experience	Lived experience refers to expertise gained from having a specific life experience and knowledge that cannot be taught. Lived experience is a depiction of a person's experiences and decisions, as well as the knowledge gained from these experiences and choices.
Low income	Receiving income below the median average.
Missing middle	Refers to medium-density housing that is on the building spectrum (or "in the middle") between single-family homes and high-density. Examples of the 'missing middle' may include townhouses or buildings that contain multiple apartments.
Overcrowding	Overcrowding is defined as a situation in which one or more additional bedrooms would be required to adequately house all household members, given their number, age, sex and relationships.
Public housing	Housing provided by the government for people on low incomes, subsidised by government funds. The tenant contribution (rent) is set at a proportion (usually 25-30 per cent) of household income. Also referred to as social housing. See also <i>social housing</i> .

Quality	Quality in reference to housing encompasses the various characteristics, features, and conditions that make a dwelling suitable, safe, comfortable, and conducive to the well-being of its occupants. This includes structural integrity, thermal comfort, energy-efficiency and safety of the dwelling.
Sleeping rough	State of sleeping with no shelter on the street, in a park, in the open, or in a motor vehicle. See also <i>homelessness</i> .
Social determinants of health	The social determinants of health are the non-medical factors that influence health outcomes. They are the conditions in which people are born, grow, work, live, and age, and the wider set of forces and systems shaping the conditions of daily life. These forces and systems include economic policies and systems, development agendas, social norms, social policies and political systems. (WHO, 2023)
Social housing	Social housing is affordable housing provided by the government and community sectors to assist people who are unable to afford or access suitable accommodation in the private rental market. It includes public housing, state owned and managed Indigenous housing and community housing. Rents are set as a proportion of household income.
Social infrastructure	The facilities, spaces, services and networks that support the quality of life and wellbeing of our communities, including housing. Social infrastructure is economic infrastructure too as it provides significant direct and indirect economic benefits – both collectively and by each sector – that are essential for future development.
Supported accommodation	Housing combined with a support service. This type of housing provides higher-level care, support or supervision for vulnerable people with particular needs. Examples of this include youth or people with episodic or severe mental illness.
Tenure	The legal and social arrangements that determine how individuals or households occupy and use a dwelling or piece of land. Tenure arrangements dictate the rights and responsibilities of occupants and owners and may influence the stability and security of housing. Tenure in Australia is primarily through ownership or renting, but there are many subcategories of both.
Trauma informed	An approach to care and service delivery that recognises and responds to the impact of trauma on individuals and communities.
Well located	Housing that is located in an area that offers convenient access to essential services, amenities, and transport options. This includes employment, public transport, education, medical services, and retail and recreation.
YIMBY / YIMBYism	An acronym for the phrase, “Yes In My Back Yard”, which reflects an attitude of support by residents to proposed developments.

