

# **National Housing Research Program**

# 2021 Research Agenda

Australian Housing and Urban Research Institute

NHRP FUNDING ROUND

2021

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## 1 Purpose

The National Housing Research Program (NHRP) is building an evidence-base of practical applied research to support policy development, and is adding new knowledge to housing, homelessness, cities, urban policy and related disciplines. The NHRP Research Agenda is updated annually to provide direction in the development of this evidence-base and to set priorities for the annual funding round. The Research Agenda is developed through consultation with government Housing Chief Executives, the Australian Government, relevant state and territory government departments, Research Centre Directors, the AHURI Limited Board and the NHRP Research Panel.

The purpose of this document is to present the AHURI NHRP 2021 Research Agenda.

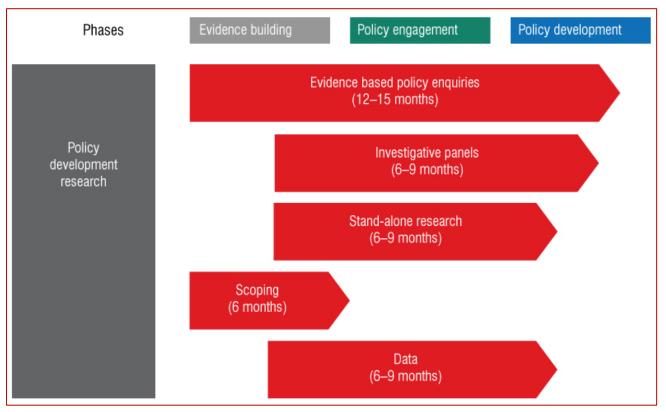
The 2021 Research Agenda is structured around two Evidence-Based Policy Inquiry topics, two Investigative Panels and topics provided for Stand-alone research and Scoping projects. AHURI also calls for Data projects.

These topics have direct relevance to policy development priorities and call for research to inform practice and policy reforms.

# 2 Policy Development Research Model

The Policy Development Research Model facilitates engagement between the research and policy communities. Policy development research integrates the traditionally separate processes of evidence building and policy development into one set of practices. The Policy Development Research Model demands a high degree of collaboration within and between the policy and research communities.

This occurs through specialised research vehicles developed by AHURI in which research and policy engagement are integrated. These vehicles include Evidence-Based Policy Inquiries (henceforth Inquiries), Investigative Panels and Stand-alone research, Scoping and Data update projects which are established to address priority policy issues (*Figure 1*). Policy priority issues are developed through consultation with Australian Government and state and territory government Housing Chief Executives, Research Centre Directors and the NHRP Research Panel; and endorsed by the AHURI Limited Board.

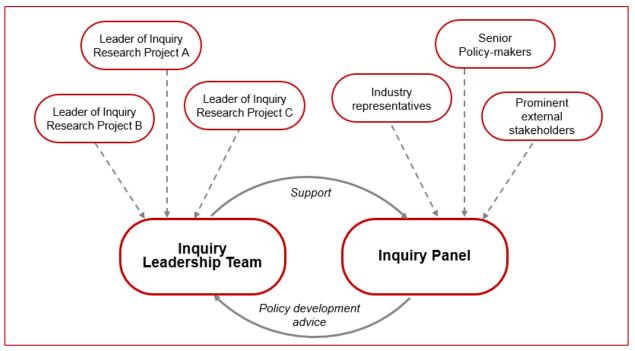




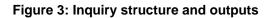
## 2.1 Evidence-Based Policy Inquiries

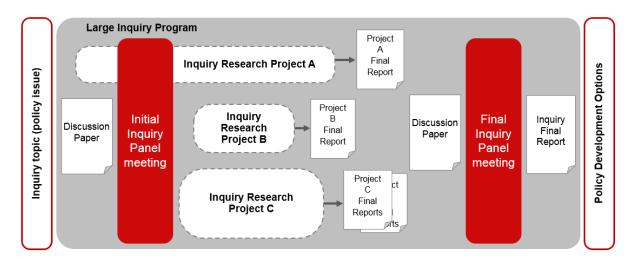
An Inquiry is led by academics with the expertise to develop the Inquiry Program which provides the overall logic and the framework of the Inquiry. This Inquiry Leadership Team also conduct a suite of independent, original Inquiry Research Projects to advance knowledge to address the policy issue. The Inquiry Panel draws a mix of policy and practice expertise from government, non-government and private sectors together to consider the evidence and the outcomes of the research to address the policy issue and to make particular recommendations for policy development and/or practice innovation (*Figure 2*).

#### Figure 2: Inquiry key personnel structure



The Inquiry Leadership Team authors the materials for the Inquiry Panel and all publications for the Inquiry. The Final Report for the Inquiry and for each of the Inquiry Research Projects are published over the course of the Inquiry in the AHURI journal series. These Final Reports are double blind peer reviewed. An example of the structure and outputs expected in an Inquiry is depicted in *Figure 3*.





In the NHRP 2021 Funding Round, funded Inquiries will run in parallel—each focussed on one pressing policy issue, as listed below and detailed in *Chapter 3*.

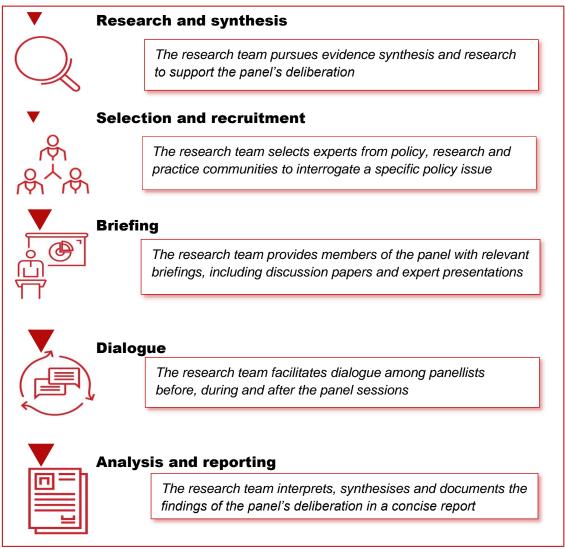
- 2021A Inquiry into housing in a circular economy
- **2021B** Inquiry into financing first home ownership: opportunities and challenges

## 2.2 Investigative Panels

Investigative Panels are designed to bring about direct engagement between experts from the research and policy communities, and practitioners from industry and community sectors, to interrogate a specific policy or practice question. They are best suited to research examining new or emerging policy issues, for which rapid evidence building is required.

The Investigative Panel is a research method that draws together elements of key informant interview and focus group approaches, to generate new knowledge through the expert panel discussions. The Panel may be called together for one or two meetings depending on the research approach. The research approach may also include other research activities or methods such as a literature review, interviews or secondary data analysis but the information from the Panel members is an important contribution to the research. Panel members are chosen for their expertise and knowledge about the subject. The Final Report is however authored by the researcher(s) and contributions from individual Panel members are not attributed or identifiable. Typical processes involved in an Investigative Panel are shown in *Figure 4*.

#### Figure 4: Investigative Panel process



An Investigative Panel is deemed the most appropriate method to address the topics listed below and detailed in *Chapter 4*.

2021C Investigative panel on building for future demand

2021D Investigative panel on the role of the private sector in delivering social and affordable housing

## 2.3 Stand-Alone Research Projects

The NHRP Funding Round 2021 will include funding stand-alone research projects to ensure a broader range of policy issues and more varied research delivery output timelines. Stand-alone research projects use a wide variety of research methods to tackle the research topic. Research projects may vary in scale and can range across discrete secondary data analysis to limited primary data collection exercises. These are listed below and detailed in *Chapter 5*.

- 2021E Regulation of the private rental sector and the impacts on investor behaviour
- 2021F Crisis Accommodation
- 2021G Social housing stock allocation and tenant cohorts
- 2021H Retirement villages

### 2.4 Scoping projects

Scoping projects operate under a shorter time frame and smaller funding limits than Stand-alone or Data projects—there is a cap of \$50,000 on the costing, and none should be longer in duration than 6 months.

Scoping projects must be led by an Early Career Researcher working in collaboration with a senior researcher or researchers. Early Career Researchers are defined in line with ARC DECRA eligibility—researchers are typically eligible if they have been awarded a PhD within five years (longer if combined with periods of significant career interruption).

A key feature of Scoping projects is evidence mapping—describing the quantity, design and characteristics of evidence and available data in broad topic areas. Researchers can undertake a Scoping project to examine the extent, range, and nature of current evidence, determine the value of undertaking further research or policy development, and identify gaps in the existing evidence-base. As such, researchers can use Scoping projects to clarify a complex concept and refine subsequent policy research priorities. It is however expected that a Scoping project consists of more than a literature review, provides an opportunity for the development of the lead ECR and engages with a policy priority.

Scoping projects may be particularly relevant to issues with emerging evidence, where there is a lack of knowledge about the quality and applicability of the existing evidence-base. In disseminating the findings from Scoping projects, it should be considered how to direct further research so that a body of literature can emerge to inform policy. These are listed below and detailed in *Chapter 6*.

- 20211 Homelessness funding: Ensuring the right programs and outcomes
- 2021J Alternative forms of home ownership

### 2.5 Data projects

In each NHRP Funding Round AHURI calls for Data projects which support policy development and address housing, homelessness and urban issues. The AHURI National Housing Research Program has, over time, systematically analysed a range of key secondary data sets (e.g. AIHW, ABS, HILDA) to provide a series of fundamental statistics about housing and homelessness in Australia. As new data becomes available these analyses require updating. Also as new datasets become available on additional areas of policy interest, anlaysis of these is encouraged to add to the evidence-base. This is detailed in *Chapter 7*.

2021K Data projects

## 3 Evidence-Based Policy Inquiries

### 2021A Inquiry into housing in a circular economy

*Policy issue: Domestic energy consumption, as well as housing construction, account for a significant part of Australia's carbon emissions.* 

How can a circular economy approach contribute to more sustainable housing?

### Context

The fifth State of the Climate report<sup>1</sup> shows the effects of climate change in Australia and predicts continuing changes: more frequent extreme heat events; increased severity of drought and fire conditions; and changing weather patterns. The average temperature has increased by over 1°C since 1910, with most warming occurring since 1950. Infrastructure Australia is supporting proactive planning and investment decisions to accommodate emerging risks induced through climate change, such as the risk of coastal inundation and water scarcity<sup>2</sup>. Responses to climate change include adaptation to changing climate conditions, mitigation of climate related risks and reduction of greenhouse gas emissions.

The built environment, including housing, is a significant contributor to climate change. The construction sector accounts for 25 to 40 per cent of global carbon emissions<sup>3</sup>. In 2013, household energy consumption contributed to about 13 per cent of Australia's total greenhouse gas emissions<sup>4</sup>. Research by AHURI found that Australian households have an overwhelmingly positive attitude towards energy and water conservation, and support strategies that encourage voluntary change through services and incentives rather than through pricing or tax mechanisms. Reducing carbon emissions within the housing sector plays an important role in meeting Australia's climate change response.

The paradigm of a circular economy aims to better manage resources by reducing their consumption and reusing, recycling and recovering materials<sup>5</sup>. Sustainable development can be accomplished within the framework by integrating goals of economic prosperity, environmental quality and social equity. Current AHURI research is exploring sustainable building practices by reviewing repair and maintenance approaches, context-appropriate housing design and adopting a lifecycle perspective for cost modelling in regional and remote Indigenous housing in Australia.

The Inquiry could explore the potential of developing more sustainable housing within a circular economy approach. How can government policies enable the housing construction sector and individual households to transition to a circular economy? What are the opportunities and challenges to integrate environmental, economic and social outcomes in housing?

<sup>&</sup>lt;sup>1</sup> CSIRO (2018): State of the Climate. <u>https://www.csiro.au/en/Showcase/state-of-the-climate</u>

<sup>&</sup>lt;sup>2</sup> Infrastructure Australia (2020): Infrastructure Priority List. <u>https://www.infrastructureaustralia.gov.au/2020-infrastructure-priority-list-update</u>

<sup>&</sup>lt;sup>3</sup> Pomponi, F. & Moncaster, A. (2017) Circular economy for the built environment J Cleaner Prod, 143: 710-718

<sup>&</sup>lt;sup>4</sup> Ren Z, et al. (2013) Climate change impacts on housing energy consumption and its adaptation pathways. In: Khare A, Beckman T. (eds): Mitigating climate change. Springer Environmental Science and Engineering, Berlin.

<sup>&</sup>lt;sup>5</sup> Kirchherr, J, Reike, D. Hekkert, M. (2017) Conceptualizing the circular economy. *Res, Cons & Recyc* 127: 221.

### **Opportunities**

Researchers might:

- consider ways the housing construction sector can reduce, reuse, recycle and recover resources
- explore household practices in Australia for minimising energy usages, taking up new technologies and using alternative energy sources, e.g. renewable energy
- identify emerging and innovative housing models, e.g. carbon neutral villages, passive houses
- investigate the potential of government initiatives to foster the transition to a circular economy through strategic frameworks and in the renewal of public housing
- consider the potential of the circular economy to accomplish sustainable development and achieve desired environmental, economic and social outcomes
- examine international best practice models for provision and regulation of housing in a circular economy.

### Relevant AHURI research

- Fielding, K.S., Thompson, A., Louis, W.R. and Warren, C. (2010) *Environmental sustainability: understanding the attitudes and behaviour of Australian households*, AHURI Final Report No. 152, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/152</u>.
- Jacobs, K., Williams, S. (2009) *Natural disaster preparation and response: issues for state housing authorities*, AHURI Final Report No. 131, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/131</u>.
- Gabriel, M., Watson, P., Ong, R., Wood, G. and Wulff, M. (2010) *The environmental sustainability of Australia's private rental housing stock*, AHURI Final Report No. 159, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/159</u>.
- Gurran, N. (2003) Housing policy and sustainable urban development: evaluating the use of local housing strategies in Queensland, New South Wales and Victoria, AHURI Final Report No. 39, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/39</u>.
- Newton, P., Murray, S., Wakefield, R., Murphy, C., Khor, L. and Morgan, T. (2011) *Towards a new development model for housing regeneration in greyfield residential precincts*, AHURI Final Report No. 171, Australian Housing and Urban Research Institute Limited, Melbourne, <a href="https://www.ahuri.edu.au/research/final-reports/171">https://www.ahuri.edu.au/research/final-reports/171</a>.

### Currently funded research

Funded 2019: Warm, cool and energy-affordable housing solutions for low-income renters: An Investigative Panel

Funded 2020: Modelling sustainable regional and remote Indigenous housing

# **2021B** Inquiry into financing first home ownership: opportunities and challenges

Policy issue: Mortgage markets, lending practices, financial regulations and government schemes and grants influence the availability of finance for people purchasing their first home.

To what extent do these factors enable, or constrain, first home purchase and how might these processes be improved to balance opportunities to achieve home ownership with protection against risks?

### Context

AHURI research has shown that Australians are purchasing their homes later in life than previous generations did and more people will never access home ownership. The increasing cost of housing and paying high rental prices while saving present a challenge for first home buyers—the deposit gap is a significant barrier for many. In addition to this, the changing nature of employment add to difficulties in financing first home purchase. This was offset to a degree by the availability of finance in the early 2000s.

However, lending practices have tightened, driven first by the 2009 global financial crisis and fears of a mounting 'housing bubble', and more recently by the findings of the Banking Royal Commission. Financial institutions themselves and regulatory bodies like the Australian Prudential Regulation Authority (APRA) have moved to restrict lending to manage risk. These broad shifts have had variable impact on different market segments. While much attention has been focused on housing investors, there is a need to better understand how this might have affected access to first home purchase.

There are other factors also relevant to entry to home ownership. First home buyers can be recipients of a diverse range of subsidies and schemes from state and federal governments, including stamp-duty discounts, shared-equity programs, the First Home Super Saver Scheme and the First Home Deposit Scheme. Access to these schemes varies across jurisdictions in Australia and there is a need to understand the conditions that support or inhibit the success of different approaches. There is interest in understanding the take-up of these schemes and their impact on household purchasing decisions and housing markets more broadly.

Other intermediaries, such as real-estate agents, property valuers and mortgage brokers, also have roles in mediating the process of first home purchase. Financial literacy and the provision of information and advice about the costs of purchase and of the ongoing costs of home ownership (body corporate fees, rates, and maintenance) and intergenerational wealth transfers are also likely to be influential in the decisions and outcomes for first home purchasers.

There is a need to better understand how first home buyers navigate the process of first home purchase, particularly in terms of accessing finance, and how this translates to broader effects on housing markets.

### **Opportunities**

- map pathways into finance for first home buyers, with attention to intermediaries and their roles in decision making
- identify macro market shifts and shocks that have impacted on trends in accessing home ownership
- investigate changes in lending practices and profiling of customers, identifying barriers and enablers and end-user experiences
- map the range of schemes and subsidies available to first home owners, and model and compare how effective different settings are across a range of housing markets.

- Barrett, G., Cigdem, M., Whelan, S., Wood, G. (2015) *The relationship between intergenerational transfers, housing and economic outcomes*, AHURI Final Report No. 250, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/250</u>.
- Berry, M. (2006) *Housing affordability and the economy: a review of macroeconomic impacts and policy issues*, AHURI Research Paper No. NRV3-4, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/nrv-research-papers/nrv3-4</u>.
- Berry, M., Dalton, T., Nelson, A. (2010) *Mortgage default in Australia: nature, causes and social and economic impacts*, AHURI Final Report No. 145, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/145</u>.
- Beer, A., Faulkner, D. Gabriel, M. (2006) *21st century housing careers and Australia's future: literature review*, AHURI Research Paper No. NRV2-1, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/nrv-research-papers/nrv2-1</u>.
- Brackertz, N., de Silva, A., and Fotheringham, M. (2015) *Literature review on the impact of demand-side housing subsidies on the housing market*, AHURI Research Paper, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/research-papers/literature-review-on-the-impact-of-demand-side-housing-subsidies-on-the-housing-market</u>.
- Burke, T., Stone, W. and Ralston, L. (2014) *Generational change in home purchase opportunity in Australia*, AHURI Final Report No. 232, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/232</u>.
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- Parkinson, S., Rowley, S., Stone, W., James, A., Spinney, A., Reynolds, M. (2019) Young Australians and the housing aspirations gap, AHURI Final Report No. 318, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/318</u>, doi:10.18408/ahuri-5117101.
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- Wood, G., Smith, S., Ong, R. and Cigdem, M. (2013) *The edges of home ownership*, AHURI Final Report No. 216, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/216</u>.
- Wood, G., Watson, R., Flatau, P. (2003) A microsimulation model of the Australian housing market with applications to Commonwealth and state policy initiatives, AHURI Final Report No. 33, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/33</u>.

## 4 Investigative Panels

### **2021C** Investigative panel on building for future demand

*Policy issue: Housing consumption preferences are changing due to broad demographic shifts and factors such as environmental and lifestyle changes.* 

How might new approaches to housing design and delivery better meet future demand, and what is required for all levels of government, industry and the not-for-profit housing sector to implement these approaches?

### Context

The traditional free-standing house, which comprises most of Australia's housing stock, will not provide sustainable urban growth in the future. Given housing affordability challenges, shifting demographic trends in family formation, ageing and immigration, growing populations in Australia's major cities, household preferences and lifestyle change, new housing supply needs to deliver built form diversity and more flexible dwelling designs.

The ABS Household Occupancy and Costs Survey showed that in 2017–18 the average number of bedrooms in Australian dwellings had increased from 3 in 1997–98 to 3.2 bedrooms, even though households are getting smaller. AHURI research reveals that there has been a decline in the construction of three-bedroom dwellings, with an increase in the number of dwellings with more than four bedrooms. While there has been a large number of high-rise apartment buildings constructed in the inner cities of Melbourne, Sydney and Brisbane in the past two decades, these are not suitable to all household types. This may result in a mismatch between supply and future demand.

Recent AHURI research conducted a survey of the housing aspirations of different age cohorts. It found that emerging adults (aged 18–24) were more likely to prefer to live in an apartment than older Australians, suggesting a shift away from a preference for free-standing houses. The survey on housing aspirations identified a need for a mix of different sized housing, recommending that planning and taxation incentives encourage the targeting of supply to diverse household types including multi-generational and multi-household dwellings.

Previous AHURI research has modelled 'housing need' to 2025. This research used a model to simulate the number of households unable to access market housing or requiring financial assistance to avoid rental stress (housing need). It found that, by 2017, there were 1.3 million households in housing need, which was estimated to grow to 1.7 million households by 2025. There is potential that innovative dwelling design might help to mitigate the challenge this will present.

There is an interest in investigating urban residential building typologies, and how these might evolve to meet the shifting demographic and cultural expectations of Australia's population.

### **Opportunities**

- identify and model future demand considering relevant factors (e.g. household types in different geographic locations)
- identify the housing forms that might appeal to, or better meet the needs of different household types over the life course
- consider a case-study approach to identifying future housing needs and preferences, and how urban development might respond to these
- review innovative residential housing developments in Australia and internationally.

- Cook, N., Taylor, E., Hurley, J. and Colic-Peisker, V. (2012) *Resident third party objections and appeals against planning applications: implications for higher density and social housing*, AHURI Final Report No. 197, Australian Housing and Urban Research Institute Limited, Melbourne, https://www.ahuri.edu.au/research/final-reports/197.
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- Davison, G., Legacy, C., Liu, E., Han, H., Phibbs, P., Nouwelant, R., Darcy, M. and Piracha, A. (2013) Understanding and addressing community opposition to affordable housing development, AHURI Final Report No. 211, Australian Housing and Urban Research Institute Limited, Melbourne, https://www.ahuri.edu.au/research/final-reports/211.
- Gurran, N., Milligan, V., Baker, D., Beth Bugg, L., Christensen, S. (2008) New directions in planning for affordable housing: Australian and international evidence and implications, AHURI Final Report No. 120, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/120</u>.
- Goodman, R., Buxton, M., Chhetri, P., Taylor, E. and Wood, G. (2010) *Planning and the characteristics of housing supply in Melbourne*, AHURI Final Report No. 157, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/157</u>.
- Judd, B., Olsberg, D., Quinn, J., Groenhart, L., Demirbilek, O. (2010) *Dwelling, land and neighbourhood use by older home owners,* AHURI Final Report No. 144, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/144</u>.
- Ong, R., Dalton, T., Gurran, N., Phelps, C., Rowley, S. and Wood, G. (2017) *Housing supply* responsiveness in Australia: distribution, drivers and institutional settings, AHURI Final Report No. 281, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/281</u>, doi:10.18408/ahuri-8107301.
- Rowley, S. and Phibbs, P. (2012) *Delivering diverse and affordable housing on infill development sites*, AHURI Final Report No. 193, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/final-reports/193</u>.
- Rowley, S., Gilbert, C., Gurran, N., Leishman, C., Phelps, C. (forthcoming). *The uneven distribution of housing supply 2006 -2016*, AHURI Final Report No.###, Australian Housing and Urban Research Institute Limited, Melbourne.

### Currently funded research

Funded 2020: The impact of policy settings on development viability and developer decisions.

# **2021D** Investigative panel on the role of the private sector in delivering social and affordable housing

*Policy issue: Private sectors—including finance, investment and development sectors—play a crucial role in the delivery of new social and affordable housing supply.* 

How is the market developing and how might it be fostered to increase the supply of social and affordable housing?

### Context

There is an estimated deficit of over 200,000 affordable dwellings across Australia. AHURI research has examined the importance of developing an affordable housing industry and the capacity of the players to engage in the industry. There is a need for a scalable and replicable set of standard approaches for financing affordable housing projects and to secure long term debt finance to enable growth in supply.

The establishment of the National Housing Finance and Investment Corporation (NHFIC), which includes the Affordable Housing Bond Aggregator (AHBA) based on AHURI research, and the National Housing Infrastructure Facility (NHIF) that provides finance for eligible infrastructure projects is a critical new element in the affordable housing industry<sup>1</sup>. The introduction of the Specialist Disability Accommodation program was also to encourage investment and growth in more diverse housing supply meeting the needs of people with disability<sup>2</sup>.

These developments and the focus on institutional investment in private rental housing and vehicles for private sector investment see a changing and emerging market in affordable housing. There is interest in who is participating in or investigating these opportunities and what their expectations and approaches are in this emerging space in Australia.

There is growing activity in corporate social responsibility programs and social impact investing, which are increasing engagement with and participation in this market. Banks and developers are engaging in new ways and Community Housing Providers are working with a wide range of partnerships.

Research should explore new and innovative proposals to increase the supply of affordable housing and the ways this might inform the development of an affordable housing industry and a new market which supports the increase in supply of affordable housing.

There is also interest in where there are gaps in knowledge, the barriers to taking up opportunities and what professional development, capacity building and training is being employed

### **Opportunities**

- review current practice and identify programs and projects involving new approaches and addressing a range of market segments
- identify new and emerging key players and explore proposed and possible pipeline projects
- investigate capacity and capability across the sectors.

<sup>&</sup>lt;sup>1</sup> National Housing Finance and Investment Corporation (NHFIC) <u>https://www.nhfic.gov.au/</u>

<sup>&</sup>lt;sup>2</sup> Specialist Disability Accommodation NDIS <u>https://www.ndis.gov.au/providers/housing-and-living-supports-and-services/housing/specialist-disability-accommodation</u>

- Lawson, J., Gilmour, T. and Milligan, V. (2010) *International measures to channel investment towards affordable rental housing*, AHURI Research Paper No. - International Review, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/researchpapers/international-measures-to-channel-investment-towards-affordable-rental-housing</u>.
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- Milligan, V., Pawson, H., Phillips, R. and Martin, C. with Elton Consulting (2017) Developing the scale and capacity of Australia's affordable housing industry, AHURI Final Report No. 278, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/finalreports/278</u>, doi:10.18408/ahuri-7108402.
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## 5 Stand-alone Research Projects

# **2021E** Regulation of the private rental sector and the impacts on investor behaviour

Policy issue: The legislative instruments governing residential tenancy agreements in Australia are unique to each state and territory. The onus to navigate these disparate regulatory frameworks rests upon renters and rental providers alike.

How do investors (large- and small-scale) respond to the regulatory frameworks governing Australia's private rental sectors? Do the inconsistencies across Australia's state and territory residential tenancy laws create disincentives for investment, shaping investor behavious?

### Context

Historically, changes to residential tenancy legislation have differed across Australia's states and territories, with each jurisdiction addressing reform to varying degrees. A key aim of legislative reforms is to respond to the need to balance consumer rights and protections with those of rental providers.

There have been recent reforms to tenancy regulation in several jurisdictions. Changes to tenancy laws include minimum standards, rent increase controls, increasing tenure security and length of tenancies, the ability to keep pets and enabling tenants to make minor modifications to the property without seeking prior consent. The onus is upon renters and rental providers to navigate the complexities of residential tenancy legislation specific to each of the states and territories.

Recent AHURI research has reported continued growth in the number of households living in the private rental sector (2011–16 period increase of 17%). Issues of affordability and supply for low-income households in the private rental sector continue to persist and are exacerbated by constrained access to social housing. Investment in the private rental sector is predominantly enacted by small-scale investors ('mum-and-dad' investors), with decision-making and motivations to invest understood as being driven by the potential for long-term financial gains and tax minimisation. The need to increase the supply of affordable and appropriate housing in the private rental sector is evident and enticing large-scale investment via models such as build to rent is gaining interest.

The potential burden of residential tenancy laws on rental providers (large- and small-scale) due to the inconsistencies across Australia's states and territories could result in investors exiting the private rental sector. These unintended consequences and impacts need to be further considered in shaping future reforms.

### **Opportunities**

- map Australian state and territory residential tenancy legislation
- examine impacts of regulatory reforms in each jurisdiction
- investigate the impacts of residential tenancy legislation across Australia's jurisdictions upon renters and rental providers (large- and small-scale investors).

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- Wulff, M., Reynolds, M., Dharmalingam, A., Hulse, K. and Yates, J. (2011) How great is the shortage of affordable housing in Australia's private rental market?, AHURI Research and Policy Bulletin No. 144, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/research-and-policy-bulletins/144</u>.
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### 2021F Crisis accommodation

Policy issue: There is an urgent need to provide accommodation for the growing numbers of people sleeping rough in Australia's cities. While safe, affordable, long-term housing is the outcome required for people who are experiencing homelessness, appropriate responses to crisis situations are also necessary.

When does crisis accommodation work well and when does it not? What are the longerterm outcomes for people using crisis accommodation?

### Context

Crisis or emergency accommodation is provided to address acute need for housing. Unlike the United States (for example), Australia has relatively few large-scale crisis accommodation providers. Rather, Australian homelessness service providers tend to operate a small amount of short-term accommodation and rely on other alternatives such as hotels and boarding houses to meet increases in short term demand.

Homelessness service providers and advocates recognise the importance of finding their clients longer term housing such as social housing or supported accommodation as quickly as possible. This is thought to have better longer-term outcomes, especially for those chronically homeless. However, short-term accommodation is often required to meet immediate needs and crisis accommodation can respect the client's need for autonomy or flexibility. In this sense it can be a useful stepping-stone to longer term housing but can pose a problem if it reinforces a 'revolving door' syndrome or is inappropriate for some clients. Provider models that are able to flexibly and seamlessly move people from crisis to longer term housing may offer a way forward.

AHURI research has suggested that homelessness services may be in inappropriate locations. Some potential consumers (e.g. older people) may not be aware of crisis accommodation services or fear they are not appropriate to their needs.

With the increased preference for Housing First type models, it is timely to re-examine the role played by crisis accommodation. There is interest in understanding how the appropriate type, and amount, of crisis accommodation might be provided to meet present and emerging needs of different groups.

### **Opportunities**

- seek to understand the role of crisis accommodation as part of the wider suite of housing options
- examine responses to client need which address sense of agency and recovery from traumatic experiences such as domestic and family violence
- analyse available data about clients, patterns of usage and outcomes
- identify types of crisis accommodation provided in Australia, analyse policies and practices of homelessness service providers in allocating clients and reasons for exit
- examine overseas and local models of crisis accommodation
- document models of support that enable good transitions from crisis to longer term and sustainable housing.

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### 2021G Social housing stock allocation and tenant cohorts

*Policy issue: In a context of constrained supply and unmet demand, allocation of social housing is driven by priority cohorts and considerations of efficient resource use.* 

What needs to be done to improve the match between social housing stock and the increased demands of different client groups (e.g. single people, young people, couples and single parents)? What strategies have been used to meet or manage demand and what have been their costs and benefits?

### Context

Social housing is an important form of infrastructure that supports wider social and economic goals. Evaluation of social housing programs suggests that the stock of social housing is closely targeted to people in greatest need; it is affordable to almost all residents; residents are generally satisfied with their housing; and overcrowding is relatively rare<sup>1</sup>. Tenants also view social housing as offering security and a feeling of sanctuary from the unstable housing they experienced before.

The supply of stock is becoming more limited and social housing providers have responded by prioritising to those in greatest need and introducing 'pathways' frameworks that promote movement through the social housing system. Some larger properties are under-utilised, but occupants are resistant to moving and there is a lack of suitable stock into which they might transfer.

At the same time, the composition of those demanding social housing is changing, with an increased number of single people, and there is a lack of suitable one-or-two-bedroom housing stock<sup>2</sup>. Relatively few young single people can enter social rental as a main tenant, but even young people at risk of homelessness may miss out on social housing<sup>3</sup>.

Social housing providers might use a range of strategies to manage these demand and supply issues, from altering eligibility and allocation rules, reconfiguring stock, using private rental brokerage or head-leasing programs to divert some people on the social housing waiting list to private rental, or promoting co-housing. There is a need to better understand the appropriateness, effectiveness and cost effectiveness of these strategies for different client groups.

### **Opportunities**

- analyse demand and supply for different client groups—singles and young people in particular
- document the uptake of strategies like co-housing in managing demand for social housing
- compare strategies used by housing organisations to house prospective tenants and outcomes for consumers, as well as their costs and benefits to those organisations
- model the financial impacts for providers of addressing changing demands on social including by changing rules in allocations policies, stock reconfiguration or other initiatives.

<sup>&</sup>lt;sup>1</sup> Productivity Commission (2020) Report on Government Services – Housing Part G, Section 18, 23 January 2020 <u>https://www.pc.gov.au/research/ongoing/report-on-government-services/2020/housing-and-homelessness/housing</u>

<sup>&</sup>lt;sup>2</sup> Australian Institute of Health and Welfare 2010. A profile of social housing in Australia. Cat. HOU 232. Canberra: AIHW.

<sup>&</sup>lt;sup>3</sup> Australian Institute of Health and Welfare 2019. National Social Housing Survey 2018: Key results. Cat. HOU 311. Canberra: AIHW.

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### **2021H** Retirement villages

*Policy issue: Better business models and options are required to meet consumer demand and provide affordable options in housing for older Australians.* 

What role should retirement villages or other forms of age-specific or service integrated housing play in the mix of housing options for older Australians? How might regulation and policy better enable appropriate options for older people?

### Context

Governments in Australia have recently undertaken reviews of legislation<sup>1</sup>, instituted reforms<sup>2</sup> or conducted official surveys of retirement villages<sup>3</sup>.

These reviews and reforms have mainly been focused on improving consumer protections, including improving processes around information disclosure, certainty around costs (including entry and exit fees), accountability of providers and dispute resolution. While older Australians are interested in moving or downsizing, many have been wary of retirement villages because of preferences for outright ownership, issues with the concept of age-specific housing and concerns about the fairness or clarity of contracts. AHURI research shows that there are issues with affordability in the sector. Previously affordable age specific housing such as Independent Living Units are becoming more expensive because of increased government regulations and consumer expectations. Older people seeking affordable rental housing in a congregate setting can enter marginal accommodation like caravan, manufactured and residential parks, which can have issues around security of tenure.

There is a need to look at the needs of older people and how well the spectrum of housing—including age specific, service integrated housing and marginal housing—meets their diverse needs. Research should be conducted through housing (e.g. age appropriate design), health, social and consumer policy lenses (e.g. fairness and consumer protection).

### **Opportunities**

- look at the impact of different legislative schemes on investment in age-specific or service integrated housing (regulated under state level residential tenancies or consumer protection legislation) and aged care regulated by the Commonwealth
- investigate economic models of provision of housing and care in retirement villages
- investigate the impact of changing usage (redevelopment, new ownership or closure) of retirement villages or residential parks on consumers
- determine models that give a greater role for consumer control (e.g. overseas examples of consumer owned congregate seniors' accommodation) and their relevance and application in Australia
- investigate viable affordable models leveraging government subsidy, compact housing or lower cost or rented land in meeting the needs of older people.

<sup>&</sup>lt;sup>1</sup> Department of Justice and Community Safety (2019) Review of the Retirement Villages Act 1986: Issues Paper <u>https://engage.vic.gov.au/retirementvillagesact</u>

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## 6 Scoping Projects

# **2021I** Scoping homelessness funding: ensuring the right programs and outcomes

*Policy issue: Homelessness funding is spent on a variety of direct and indirect services and supports.* 

How do we know that homelessness funding is well prioritised? How are clients prioritised, and are particular groups missing out?

### Context

Homelessness services yield benefits for individuals and society, with the costs of the programs partially or fully offset by reductions in costs in other areas of government expenditure. Often program funding is not linked with outcomes such as reduction in number of homeless people. Social impact bonds are a promising new way in which homelessness funding opportunities might be more closely linked to such outcomes, but it is still at a very early and limited stage of implementation.

There is a lack of integrated cross-sectoral and cross-department government engagement and funding that could support holistic and integrated support for clients. Around 85 per cent of funding for homelessness services is sourced through block funding from state and federal governments, and this funding has at times been uncertain. Present funding approaches may undercut effective outcomes.

Despite a policy focus on early intervention and prevention, funded programs still prioritise crisis responses over early intervention and prevention.

### Opportunity

- critically appraise whether and how the present homelessness system is responding to needs
- document funding systems and accountability mechanisms presently in place for homelessness services
- analyse the way the present system measures inputs, outputs and outcomes and assess whether data and measurement frameworks might be improved
- assess potential benefits or risks in moving to a more outcomes-based framework—including whether it might drive innovation and improved responsiveness of services to needs
- analyse likely consequences of prioritising different types of supports on client outcomes.

- Brackertz, N., Fotheringham, M., Winter, I. (2016) *Effectiveness of the homelessness service system*, AHURI Research Paper, Australian Housing and Urban Research Institute Limited, Melbourne, <u>https://www.ahuri.edu.au/research/research-papers/effectiveness-of-the-homelessness-service-system</u>.
- Flatau, P., Hall, S., Thielking, M., Clear, A. and Conroy, E. (2014) How integrated are homelessness, mental health and drug and alcohol services in Australia?, AHURI Research and Policy Bulletin No. 182, Australian Housing and Urban Research Institute, Melbourne, https://www.ahuri.edu.au/research/research-and-policy-bulletins/182.
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### 2021J Scoping alternative forms of home ownership

*Policy issue: The high price of housing has excluded many people from conventional home ownership—in response, innovative approaches have emerged at the community level?* 

What forms do these innovative response programs take and how might their role be understood?

### Context

To The high price of housing in Australia excludes growing numbers of people from accessing home ownership through conventional means. At the same time, Australia's private rental market offers little security of tenure and in many markets, rental prices are also high. Small scale programs that provide access to the benefits of home ownership are becoming increasingly prominent. Examples of these housing models include: co-housing, shared equity approaches, schemes similar to 'rent to buy' and community land trusts. These could be thought of as 'intermediate' forms of home ownership or hybrid-tenure approaches.

The aim of this scoping study is to look beyond large-scale state run shared equity programs to understand some 'grass roots' or small-scale responses to the limited range of tenure options in the Australian housing market. Programs such as 'Mortgage Mates', 'Nightingale Housing' and cooperative housing ventures such as 'Co-housing Australia', 'Property Collective' and 'Assemble' are some examples. These schemes sometime involve new approaches to building and design, with an emphasis on smaller housing or multiple residential housing and communal facilities, for example the 'Baugruppen'<sup>2</sup> delivery process. In this sense the 'tiny house' movement might be considered a part of this trend.

Some of these programs will encounter regulatory barriers that curtail their ability to realise their objectives such as financial and legal arrangements and possibly planning barriers.

There is a need to better understand the full range of innovative responses, and whether these offer viable alternative routes into home ownership that might be scaled-up.

### Opportunity

- identify programs and schemes and provide information on their uptake and implementation to date
- develop a typology of these 'hybrid' tenure approaches
- seek to understand the market segments to which these schemes cater, and their perceived benefits and drawbacks
- identify successful examples which might be scaled-up and what it might take to achieve this.

<sup>&</sup>lt;sup>1</sup> Cohousing Australia (2020) Understanding Cohousing, <u>https://communities.org.au/understanding-cohousing/</u>

<sup>&</sup>lt;sup>2</sup> Officer, J. (2018) Australia's First Baugruppe, ArchitectureAU https://architectureau.com/articles/australias-first-baugruppe/

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# 7 Data Projects

## 2021K Data Projects

To support policy development in housing and homelessness, the AHURI National Housing Research Program has, over time, systematically analysed a range of key secondary data sets (e.g. AIHW, ABS, HILDA) to provide a series of fundamental statistics about housing and homelessness in Australia. As new data becomes available these analyses require updating. Also as new datasets become available on additional areas of policy interest, anlaysis of these is encouraged to add to the evidence-base.

Data projects should include a national picture and comparisons across areas such as states and territories, in particular in relation to the following themes: affordable housing supply and tenure change in home ownership, private rental and social housing; homelessness; Indigenous housing; urban and regional infrastructure and planning; housing and labour markets; housing finance; housing assistance; non-shelter outcomes; and demographics in relation to different housing need cohorts.

Applications to undertake secondary data analyses projects should clearly demonstrate the policy development rationale for undertaking the data analysis. Applications must also demonstrate critical engagement with recent developments in methodology and critical awareness of the current policy and practice context.

The deliverables resulting from secondary data projects will be short reports focused on the data analysis and its implications for policy development which may, by negotiation, warrant peer review and publication in the AHURI Report series.

# 8 National Housing Research Program Funding Round 2021

The annual NHRP Funding Round opens with the publication of the NHRP Research Agenda 2021 which calls for research funding applications.

The annual NHRP Funding Round 2021 capacity building component consists of one Scholarship Top-up for a postgraduate student at each AHURI Research Centre, and their attendance at the annual postgraduate symposium.

	Opening	Closing
NHRP Funding Round	Tuesday 12 May 2020	Thursday 16 July 2020 <b>12 noon</b> AEST
Scholarship Top-up	Tuesday 12 May 2020	Friday 30 April 2021 COB AEST