



South East Queensland Displacement Monitoring

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South East Queensland Displacement Monitoring

Q Shelter has invited AHURI to develop a framework to measure potential displacement in South East Queensland, caused by anticipated changes in housing market conditions leading up to the Brisbane 2032 Olympic and Paralympic Games.

This is the first report in a series that will be published annually through to 2032. The report establishes a baseline that monitors housing and rental affordability, social housing availability and suitability, and demand for housing and homelessness services.

By establishing a baseline and re-evaluating changes over time, the report series can be used to help calibrate policy responses to ensure Brisbane 2032 delivers a legacy of social inclusion.



Measuring displacement

Displacement involves “a process of un-homing that severs the links between residents and the communities to which they belong”.¹

It can be difficult to measure displacement because available datasets rarely differentiate between voluntary and involuntary mobility, nor do they capture the lived experiences of displacement from the perspective of established, lower-income groups. Displacement often involves the direct replacement of low-income or vulnerable groups with wealthier ones, but also other forms of social, economic and cultural transition which alienate established populations.

Despite these complexities and measurement limitations, ABS Census indicators are typically used to approximate displacement by identifying mobility patterns and by measuring changes in the socio-economic or tenure mix in a neighbourhood. Through the Census, it is possible to track movement between suburbs or municipalities within Australia.

For instance, the Brisbane LGA experienced a 3.1% increase in its population (39,730 people) between 2022-23. This was driven by natural increases (+6,058 people, births less deaths) and net overseas migration (+35,371 people). Domestically, there were more people who moved away from Brisbane LGA than to Brisbane LGA (i.e., net internal migration of -1,699 people). Between the 2016 and 2021 Censuses,

approximately 8,065 people earning below median income left Brisbane LGA for Moreton Bay LGA, and 5,656 moved to Logan, where housing costs are significantly lower.

The 2021 Census was conducted during the COVID-19 pandemic, when many states and territories enforced restrictions on international and inter-state travel and migration. There was also unprecedented movement from urban centres to regional areas at this time. For these reasons, the 2021 Census can present a distorted picture of migration and displacement.

While future reports will provide a detailed analysis of the 2026 Census, this baseline study focuses on indicators that can be updated annually.

¹ Elliott-Cooper et al. (2020).

Brisbane 2032 and its legacy

On 21 July 2021, Brisbane was selected to host the 2032 Olympic and Paralympic Games (hereafter, the Games).

Staging the Games holds the potential for economic stimulus and social benefits. These benefits include increased employment to support the event, an uplift in tourism and trade, and legacy infrastructure, sporting facilities and housing.

Brisbane 2032 is estimated to deliver \$8.1 billion in social and economic benefits for Queensland and approximately 91,600 full-time equivalent jobs.² Alongside this, there is a range of cultural, community, and health benefits that can come with hosting the Games, such as improved social cohesion and greater participation in sports.

Since the 2000s, the International Olympic Committee and host countries focus increasingly on legacy planning in response to community concerns over the long-term cost and impact of the Games on host cities.³

Legacy planning involves aligning Games-related policies and investments to deliver affordable, fit-for-purpose infrastructure, facilities, and programs. The aim is to maximise ongoing community benefits, while minimising operating costs for state and municipal governments.

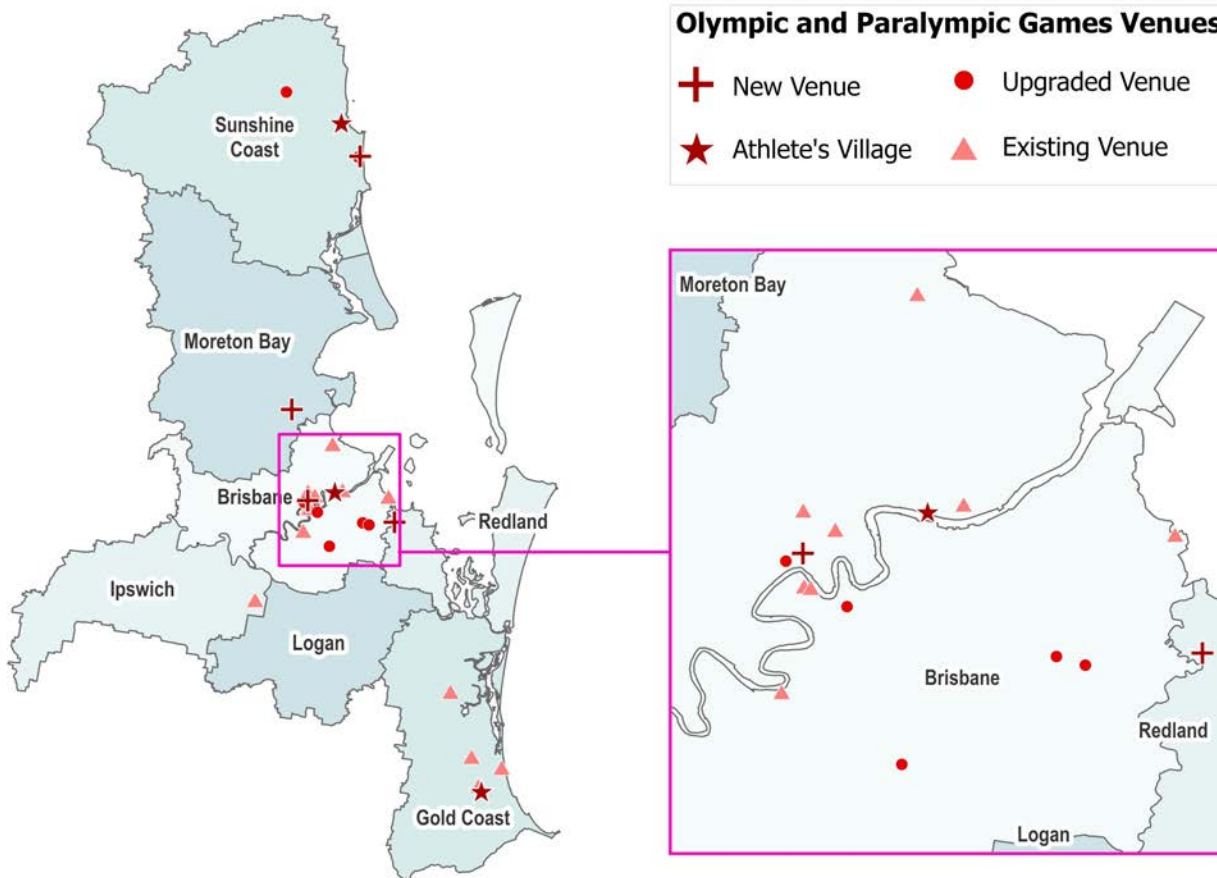
For Brisbane 2032, the Queensland Government aims to use existing infrastructure assets where possible, and to leverage Federal contributions to fast-track existing urban renewal projects and infrastructure upgrades.⁴

² KPMG (2021).

³ Dubinsky (2019).

⁴ Queensland Cabinet and Ministerial Directory (2024); Quirk, et al. (2024).

Olympic venues and investment – Brisbane



Source: AHURI based on Queensland Government (2024).

The largest investment is a new 17,000-seat indoor entertainment venue located in the Roma Street precinct of Brisbane.⁵ The Australian Government has committed \$2.5 billion towards the project in the 2023-24 Federal budget, with construction set to commence in 2026-27.

The Chandler Sports Precinct and Brisbane Aquatic Centre will receive a \$256.5 million upgrade through the Minor Venues Program (a \$1.87 billion Inter-governmental Agreement). Plans to upgrade the Queensland Sports and Aquatic Centre, Brisbane Stadium (also known as Suncorp Stadium), and the Brisbane Cricket Ground ('the Gabba') are still being finalised.

The Brisbane Athlete's Village, housing 10,000 athletes and team officials for the Olympic Games and 5,000 for the Paralympics, will form part of the Northshore Hamilton Precinct. The precinct's Development Scheme indicates that a minimum of five per cent of the total residential gross floor area will deliver a mix of public, social and/or affordable housing.⁶ Works commenced in August 2024, with an initial plan for pre-Games temporary accommodation; however, this was not included in the mid-2024 budget estimates.⁷

⁵ Queensland Government (2024).

⁶ Economic Development Queensland (2022).

⁷ Meacham (2024).

Olympic venues and investment – the wider SEQ region

The Gold Coast will leverage existing infrastructure, including the Coomera Indoor Sports Centre and Gold Coast Sports and Leisure Centre, both of which were built for the 2018 Commonwealth Games. Preliminary planning for the Gold Coast Athlete’s Village is underway at Robina Town Centre on land owned by Queensland Investment Corporation. It will house around 2,600 athletes and team officials for the Olympic and Paralympic Games.

The Sunshine Coast will receive over \$300 million for the Kawana Sports Precinct renewal, including \$142 million for the new Sunshine Coast Indoor Sports Stadium and \$164 million for an upgrade to the Sunshine Coast Stadium. The Sunshine Coast Athletes Village will be delivered as an amendment to the already-planned Maroochydore City Centre priority development area. It will accommodate up to 1,400 athletes and team officials and provide 350 permanent dwellings after the Games.

Moreton Bay and Logan are both set to receive new indoor sports centres, while a new whitewater centre has been planned in Redland.

According to a recent venues review, the provision of new and upgraded facilities as venues for Brisbane 2032 has allowed Queensland to leverage nearly 50% of funding from the Australian Government, reducing the total cost to Queenslanders to approximately 0.5% of state revenue over the next 8 years.⁸

⁸ Quirk, et al. (2024).

Past lessons: inequitable distribution of Games-related costs

While the Games promise many benefits, the adverse effects of mega-events on local communities are well documented.

Hosting the Games tends to expedite major urban renewal and infrastructure projects. Fast-tracked development timelines for such projects can sideline appropriate community consultation and planning processes.

Without early planning for social and affordable housing, the delivery of new infrastructure and facilities bids up real estate prices and exacerbates displacement pressures, particularly for low-income renter households.⁹ In the context of a sustained housing crisis in Queensland, a further escalation in housing costs and rents risks pushing more households toward housing insecurity and homelessness.

As the Games approaches, an influx of tourism fuels demand for short-term accommodation. To satisfy this demand, long-term rentals are often listed for short-term stays, while hotels and boarding houses used by SHS services as purchased crisis accommodation are renovated or repurposed for tourists.

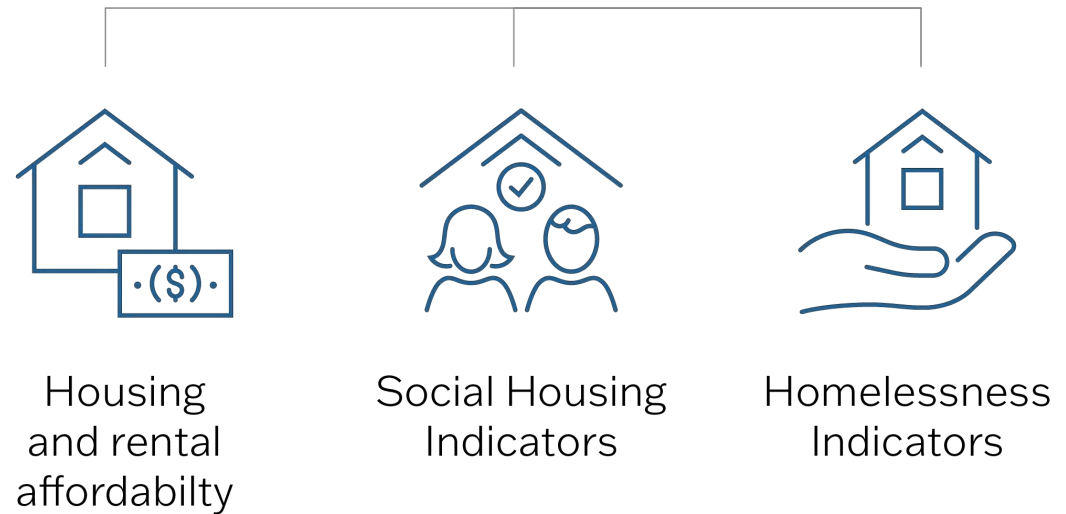
⁹ Blunden (2012).

The need for monitoring and evaluation

The first step toward mitigating these risks is effective monitoring in the lead-up to and immediately after Brisbane 2032.

In this report, we develop a framework to understand the impacts of Brisbane 2032 on vulnerable community members in South East Queensland, specifically in relation to housing and rental affordability, social housing availability and suitability, and homelessness incidence and support.

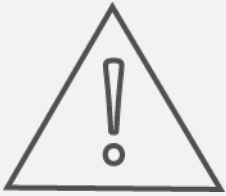
Displacement indicators:





Housing and rental affordability





Risks

- Games-related urban renewal and investment may negatively impact housing and rental affordability, exacerbating displacement pressures on low-income households.
- Short-term accommodation could replace long-term rental housing.



What we are monitoring

- Housing and rental affordability
- Changing geography of welfare recipients, particularly near Olympic venues and renewal areas
- House prices, investment, and sales
- Housing supply and vacancy rates
- Short term rental accommodation



Baseline

- Housing affordability has worsened since 2022, particularly for mortgage holders.
- Suburbs near Games-related redevelopment areas (e.g., Fortitude Valley in Brisbane, Southport on the Gold Coast, and Nambour on the Sunshine Coast) have high numbers of welfare recipients, potentially at risk of displacement. However, the highest concentrations are in SEQ's outer suburbs and regions.
- There are more than 6,800 short term rental properties in Brisbane, Sunshine Coast and Noosa that are suitable for long-term rental accommodation.

LEASE

In February 2023, a joint funding agreement between the Queensland and Australian Governments was announced supporting an investment of \$7 billion in Games-related infrastructure projects.¹⁰

The Australian Olympic experience indicates that this will likely place upward pressure on residential real estate prices. By one estimate, Sydney 2000 contributed to a permanent increase in house prices of 14.4 percent, driven by urban development projects and concerted marketing campaigns designed to enhance Sydney's and Australia's international image, export earnings, foreign investment, visitor arrivals, and employment opportunities.¹¹

Rising property values can encourage speculative investment and higher than usual property turnover. This can change the economic profile of an area, if lower-income homeowners sell and marginal renters relocate to more affordable suburbs. The influx of tourism and increased demand for short-term accommodation can also impact the availability of long-term rental housing.

It should be noted that Olympic-related real estate effects are mixed, and relative price increases are not universal. In some cases, political motivations have interfered with comprehensive strategic planning, leading to poor integration of new development. Cities have also been left with 'white elephants' when resources are mis-allocated. These factors contributed to a 9.4% relative decline in Atlanta's house prices following the 1996 Olympics.¹²

When taxes are raised to fund the Olympics and pay down public debt, this can create a substantial drag on the economy and reduce house prices. The 1976 Montreal Olympics are a well-cited example, costing the city and province more than 10 times the initial budget, with the final payment on Olympic debt made nearly three decades after the event.¹³

¹⁰ Queensland Audit Office (2024).

¹¹ Kontokosta (2012).

¹² Kontokosta (2012).

¹³ Preuss (2004).

Median rents in South East Queensland are well out of reach for low-income households, particularly the most vulnerable on income support payments.

Gold Coast had the highest median rent for a 2-bedroom flat (\$715pw), and a 3-bedroom house (\$795pw).

Brisbane was the next most expensive rental market (\$630pw; \$650 pw), followed by Sunshine Coast (\$590pw; \$680 pw).

Most Olympics-related investment is directed toward these three LGAs, potentially exacerbating rental pressures.

In June 2024, affordable rental payments (including rent assistance) for vulnerable groups on income support ranged from \$180pw for a single person in a shared housing arrangement to \$515pw for a couple with four children.

Rental amounts, June 2024

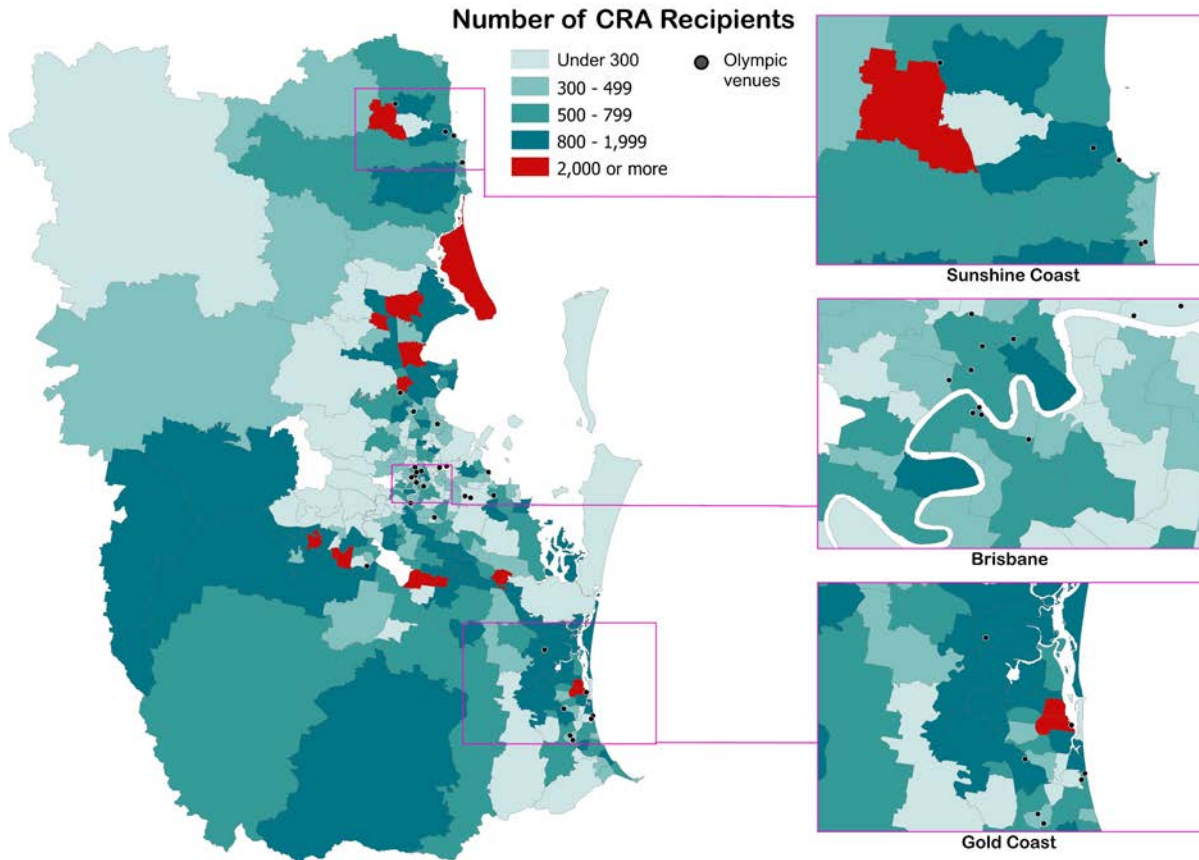
	Flat 2br					House 3br			
	Private rent			% of rent CRA covers		Private rent			% of rent CRA covers
	Median rent, weekly	Quarterly %change	Annual %change	Single Parent	Couple	Median rent, weekly	Quarterly %change	Annual %change	Couple +3
Brisbane (C)	\$630	-1.6%	8.6%	17.6%	14.1%	\$650	0.0%	8.3%	19.2%
Gold Coast (C)	\$715	2.1%	10.0%	15.5%	12.4%	\$795	0.6%	6.0%	15.7%
Ipswich (C)	\$370	-5.1%	5.7%	29.9%	23.9%	\$500	2.0%	11.1%	24.9%
Logan (C)	\$420	0.0%	9.1%	26.3%	21.1%	\$530	1.9%	10.4%	23.5%
Moreton Bay (R)	\$430	2.4%	11.7%	25.7%	20.6%	\$550	0.0%	7.8%	22.6%
Redland (C)	\$480	0.0%	4.3%	23.0%	18.5%	\$600	0.8%	9.1%	20.8%
Sunshine Coast (R)	\$590	1.7%	7.3%	18.7%	15.0%	\$680	0.0%	6.3%	18.3%

Affordable rental amounts for individuals and families on pensions, June 2024

Household type	Affordable rent at 30% of income					Affordable rent at 40% of income			
	Income	30%	RA	Total	Ceiling	40%	RA	Total	Ceiling
Single living alone	\$381	\$114	\$94	\$209	\$210	\$153	\$94	\$247	\$250
Single Sharer	\$381	\$114	\$63	\$177	\$180	\$153	\$63	\$215	\$220
Couple	\$698	\$209	\$89	\$298	\$300	\$279	\$89	\$368	\$370
Single parent	\$702	\$211	\$111	\$321	\$325	\$281	\$111	\$391	\$395
Couple + 2	\$1,044	\$313	\$111	\$424	\$425	\$418	\$111	\$528	\$530
Couple +4	\$1,291	\$387	\$125	\$512	\$515	\$517	\$125	\$642	\$645
Single aged	\$510	\$153	\$94	\$247	\$250	\$204	\$94	\$298	\$300
Couple aged	\$769	\$231	\$89	\$319	\$320	\$308	\$89	\$396	\$400

Source: Residential Tenancies Authority Queensland, 2024; A guide to government payments, 2024

Commonwealth Rent Assistance



The unaffordability of housing for welfare recipients is particularly important in the Queensland context.

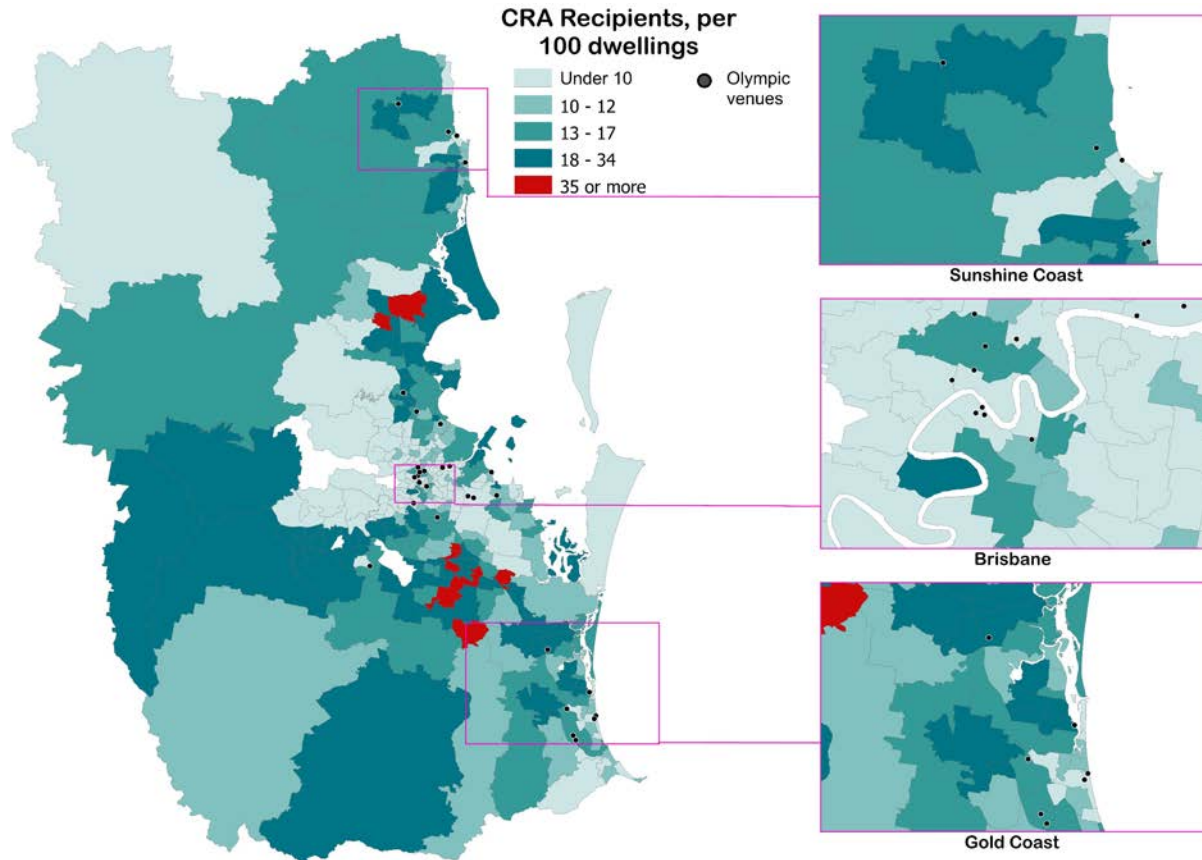
Queensland accounts for approximately one fifth of Australian households, but more than a quarter of national Commonwealth Rent Assistance recipients.

Suburbs (SA2s) in South East Queensland with the highest number of CRA recipients include Ipswich East, Redbank Plains, Eagleby and Boronia Heights in Brisbane's outer east and south, Labrador and Southport North on the Gold Coast, and Nambour, Bribie Island and Caboolture in and around the Sunshine Coast.

In Brisbane, the highest number of CRA recipients is in Fortitude Valley, St Lucia, New Farm, Annerley, South Brisbane and West End.

Source: DSS Benefit and Payment Recipients, 2024.

Commonwealth Rent Assistance



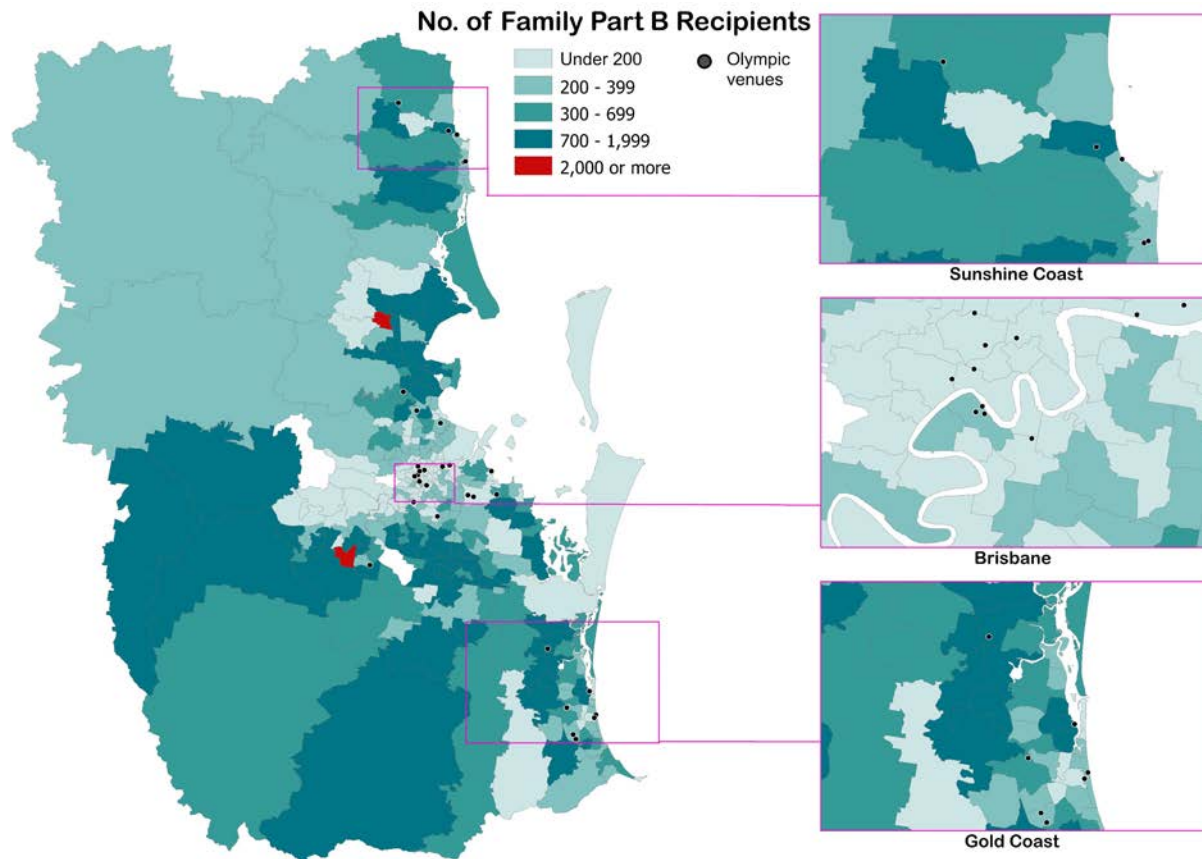
In suburbs around Eagleby and Logan Central, to the south of Brisbane, rates of access of CRA exceed 35 per 100 dwellings.

Similar rates of CRA access exist in Caboolture, between Brisbane and the Sunshine Coast.

Tracking the geography of CRA recipients over time will provide insight into the suburbs where renters are most vulnerable to rent increases leading up to Brisbane 2032.

Source: DSS Benefit and Payment Recipients, 2024.

Family Tax Benefit, Part B



Similarly, the geography of Family Tax Benefit B recipients provides a way of tracking the residential location of low-income families with children. This tax benefit is usually paid to single parents, a grandparent carer, or a couple household with one income.

Rockbank Plains (east of Brisbane) and Caboolture South (north of Brisbane) both have more than 2,000 recipients of Family Tax Benefit B.

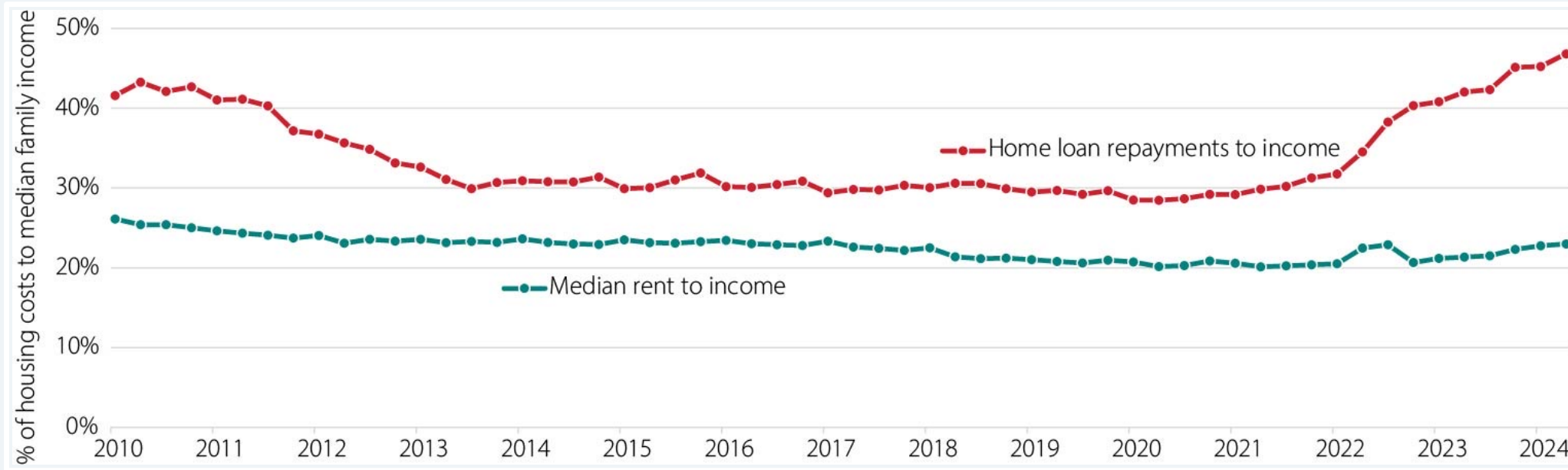
In Brisbane, the number of Family Tax Benefit B recipients is highest in West End, Annerley and South Brisbane.

The Gold Coast has high numbers in Nerang and Labrador.

For the Sunshine Coast, the number of Family Tax B recipients is highest in Nambour and Maroochydore.

Source: DSS Benefit and Payment Recipients, 2024.

Home loan repayments and rents relative to median household income



Source: REIA Housing Affordability, 2024

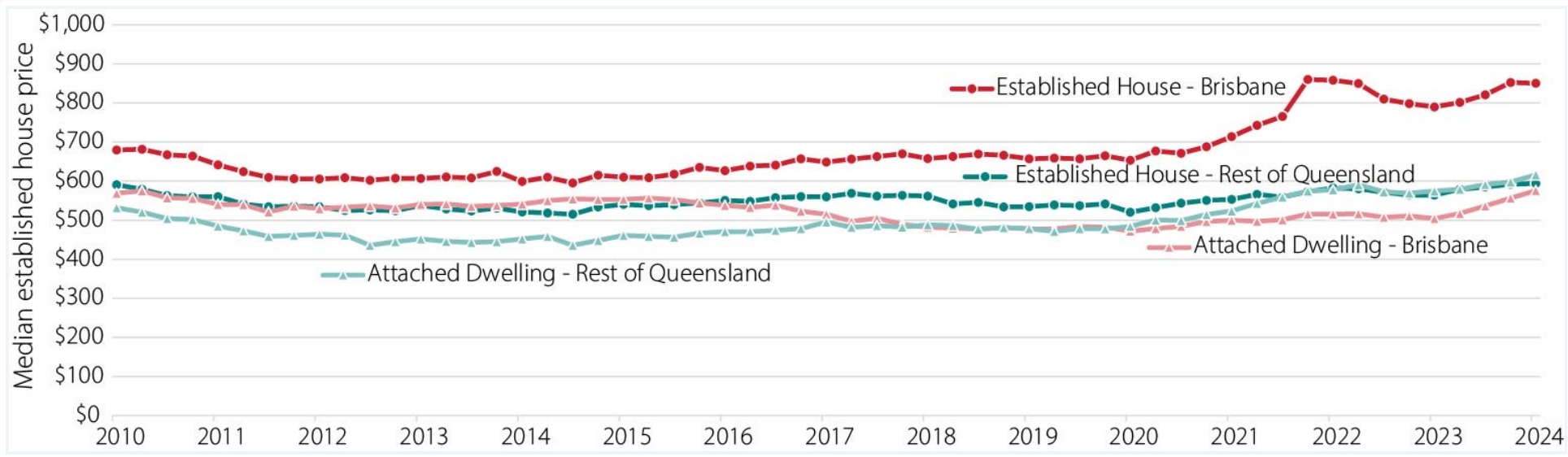
Note: Measures % of median Queensland household income spent on housing costs. Home loan repayments are based on median home loan amount for Queensland and monthly variable interest rate. Rental payments are based on median rent of a 3-bedroom house in Greater Brisbane.

Housing affordability for median income households has declined in recent years.

For median income households with a mortgage, home loan repayments relative to income increased substantially after 2022, largely due to a tightening of monetary policy. This followed a long period of stability where home loan repayments comprised roughly 30 percent of median household income.

Rental payment relative to median household income largely trended downward between 2010-22. However, there has been an uptick since mid 2022.

Median dwelling prices, \$thousands, indexed to June 2024

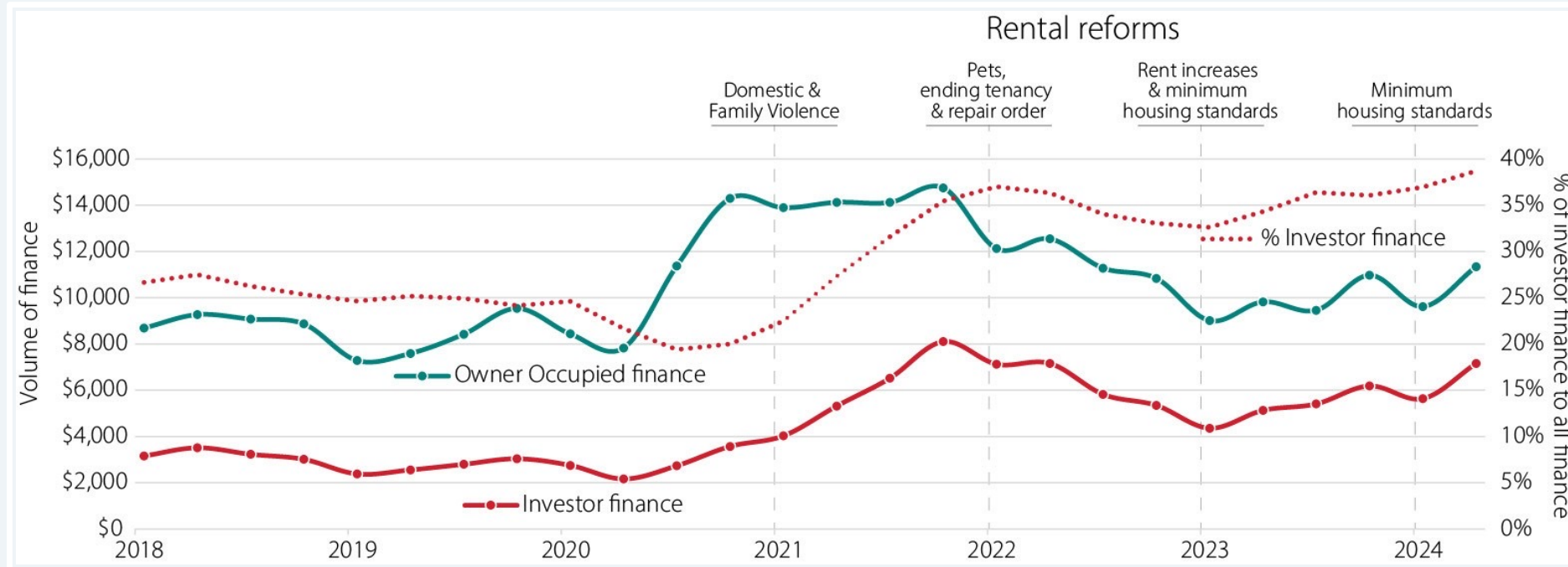


Source: ABS Total Value of Dwellings

House prices, and thus the size of home loans, impacts a household’s ability to service their mortgage.

The median house price for an established, detached dwelling in Brisbane increased significantly following the pandemic, but plateaued through 2022-24, likely impacted by higher borrowing costs.

Queensland investor finance, \$million, indexed to June 2024



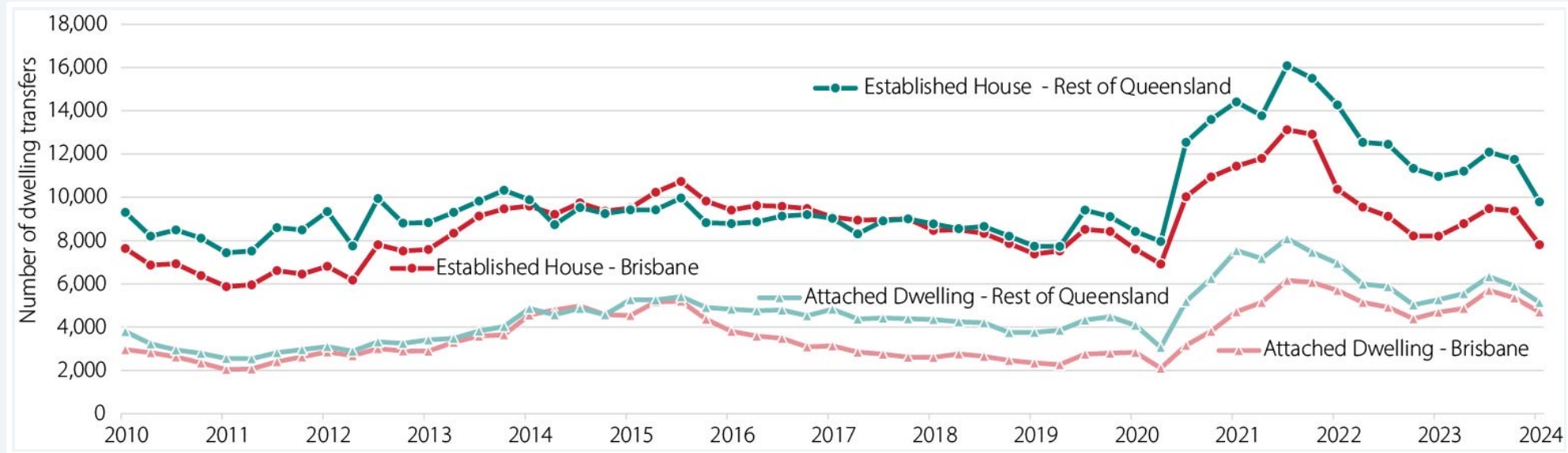
Source: ABS lending indicators and CPI

From mid-2020, the volume of home loan financing increased for both owner-occupiers and property investors.

However, investor finance has since increased relative to owner-occupiers, comprising nearly two fifths of total home loan financing in 2024. This has occurred regardless of several rental reforms designed to protect renters and improve housing standards.

It is important to track the volume of investor housing finance in the lead up to Brisbane 2032, given the Olympic Games are often used as tool to attract investment.

Dwellings transfers, Brisbane vs Rest of Queensland

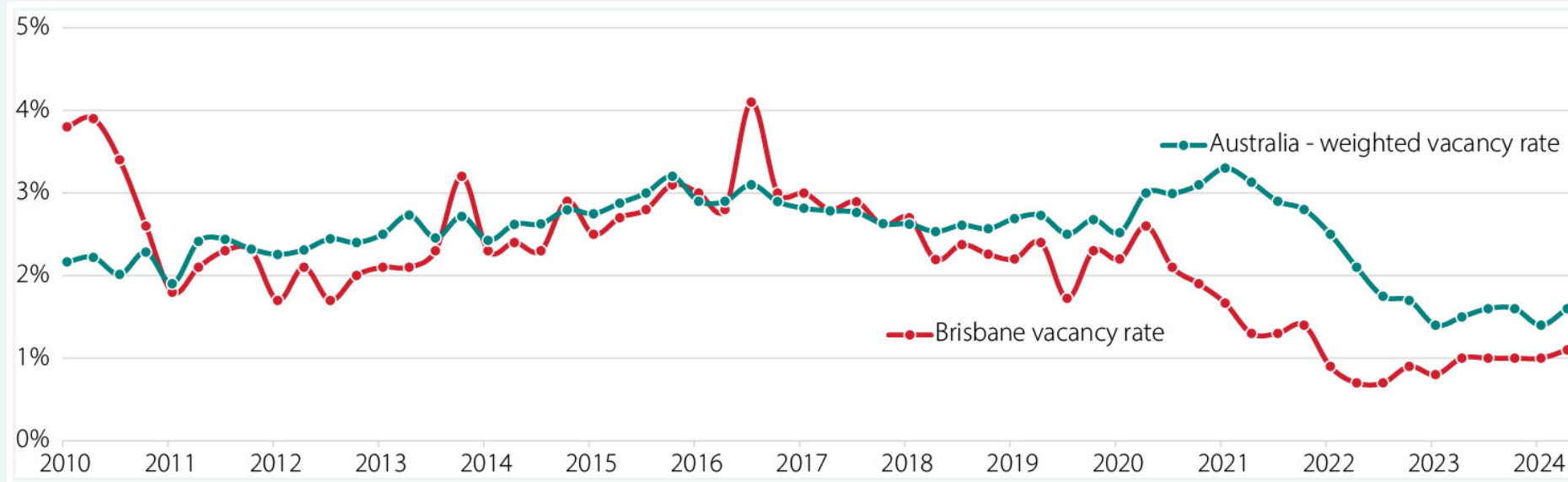


Source: ABS Total Value of Dwellings

Olympics-related property price increases may encourage higher property turnover.

Following the pandemic, dwelling transfer increased in line with rising higher real estate values.

Rental vacancy rates, Brisbane and Australia



Source: Real Estate Institute of Australia, 2024. See Brackertz, 2024, p.11 on vacancy rate thresholds.

Low- and middle-income renting households face additional housing cost pressures when rental vacancy rates fall. Typically, vacancy rates under 2 per cent are considered low and contribute to rental growth, while rates between 3-3.5 per cent are considered sustainable.

After the impacts from the Global Financial Crisis subsided, Brisbane's vacancy rate trended upward until 2017. Since 2018, Brisbane's rental market has tightened with vacancy rates consistently below the weighted average of Australian capital cities.

Following a brief loosening of the rental market at the start of the pandemic, Brisbane's vacancy rate fell sharply to below 2 per cent, and now sits at historically low levels, hovering around 1 per cent since 2022.

Short term rental accommodation, Brisbane and Sunshine Coast

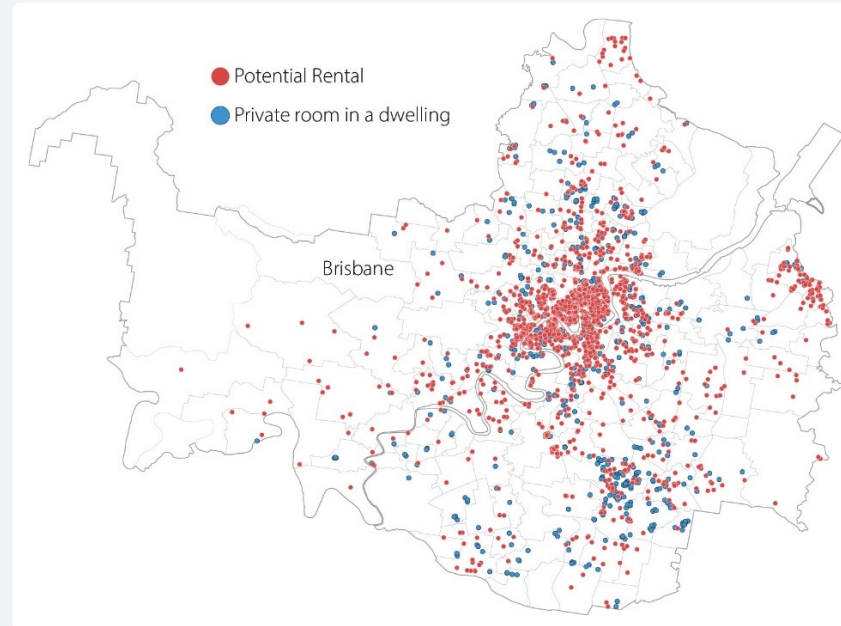
Location of available Airbnb properties, Brisbane LGA – June 2024

The availability and affordability of private rental housing can be impacted when properties transition out of the long-term rental market and are used for short-term stays.

This can be a particular issue for major city centres and popular tourist destinations, such as Brisbane CBD and the Sunshine Coast.

In June 2024, Brisbane had 2,666 available properties listed on Airbnb that could be suitable for long-term rental accommodation. Sunshine Coast, including the popular resort town of Noosa, had 4,176 such properties.

These areas are set to experience greater demand for short-term stays in the lead up to Brisbane 2032.



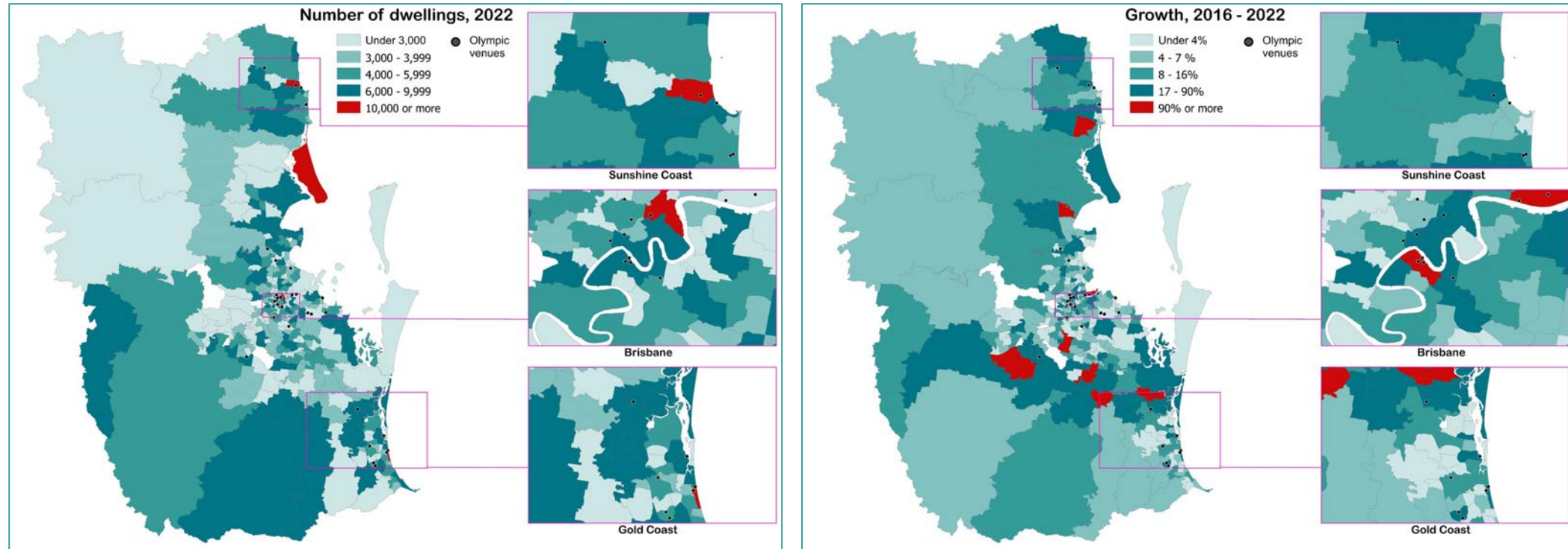
Number of available Airbnb properties, December 2023 – June 2024

		Dec-23	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24
Brisbane LGA	Potential rental	2,168	2,310	2,244	2,300	2,613	2,752	2,666
	Room in private dwelling	637	645	590	620	672	687	701
	Total	2,805	2,955	2,834	2,920	3,285	3,439	3,367
Sunshine Coast (incl. Noosa)	Potential rental			4,378	4,660	4,627	4,606	4,176
	Room in private dwelling			260	272	282	291	289
	Total			4,638	4,932	4,909	4,897	4,465

Source: Inside Airbnb; REIA – Short Stay Accommodation, Sept 2023.

Note: 'Available' indicates a property with 4 or more days of availability over the next 30 days. 'Potential rental' is a complete properties that can transition between the private rental market and Airbnb. This excludes business properties (e.g. serviced apartments and hotels that may be listed on multiple platforms).

Growth in total dwelling stock, 2016-2022



Source: ABS, Estimated Dwelling Stock

Note: Growth in some of SA2s is from a relatively low base; hence, the two maps should be read together.

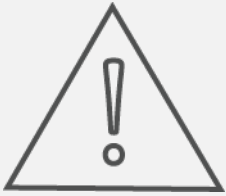
Brisbane 2032 will likely impact dwelling supply, although the effects are not clear. While expediting major renewal projects may increase the overall stock of dwellings, major infrastructure and upgrade projects can place additional pressure on an already-constrained construction sector.

Between 2016-2022, the suburbs with the highest growth of dwelling stock included Eagle Farm and South Brisbane (near Brisbane CBD), Pallara (southern Brisbane), Pimpama (Gold Coast), Ripley (Ipswich), Cambers Flat and Yarrabilba (Logan), Burpengary (Moreton Bay), and Caloundra (Sunshine Coast).



Social Housing Indicators





Risks

- Games-related urban renewal may negatively impact the supply of social housing, leading to longer wait times, the exclusion of cohorts with less severe needs, and inappropriate housing allocations that do not meet tenant requirements.



What we are monitoring

- Social housing supply
- Social housing register (inc. wait times, level of housing need, bedroom requirements, and over/under occupation)



Baseline

- The Queensland Government is investing in social housing; however, growth in the social housing stock has not kept pace with household growth.
- Investment in some LGAs is lagging, particularly in Brisbane, Ipswich and the Gold Coast. This may force applicants to move and apply elsewhere.

In a small number of host cities, the Olympic Games has catalysed the creation of new social housing, usually as a post-Games repurposing of the athletes' village. After the 1956 Melbourne Olympics, the Housing Commission of Victoria acquired 600 homes in the former athletes' village for public housing in West Heidelberg,¹⁴ while the 2004 Athens Olympic and Paralympic Games created 2,292 social and affordable dwellings.¹⁵

However, in many host cities, social housing has been demolished and tenants relocated as part of urban renewal leading up to the Games. For example, much of Atlanta's public housing stock was redeveloped as mixed-income developments before and after the 1996 Olympics. This included the United States' first federally subsidised public housing development, Techwood Homes (est. 1936, demolished 1995).¹⁶

Olympic-related infrastructure and urban development may also put additional pressure on the construction sector, potentially crowding out new housing construction.

Further reductions to the supply of social and affordable housing adds to wait times and restricts tenancies to highest need groups. This fails a growing cohort of households with less acute need that cannot afford to rent or buy in the private housing market.

Inadequate social housing supply also hinders appropriate stock matching, leading to both under-occupation and overcrowding of dwellings.

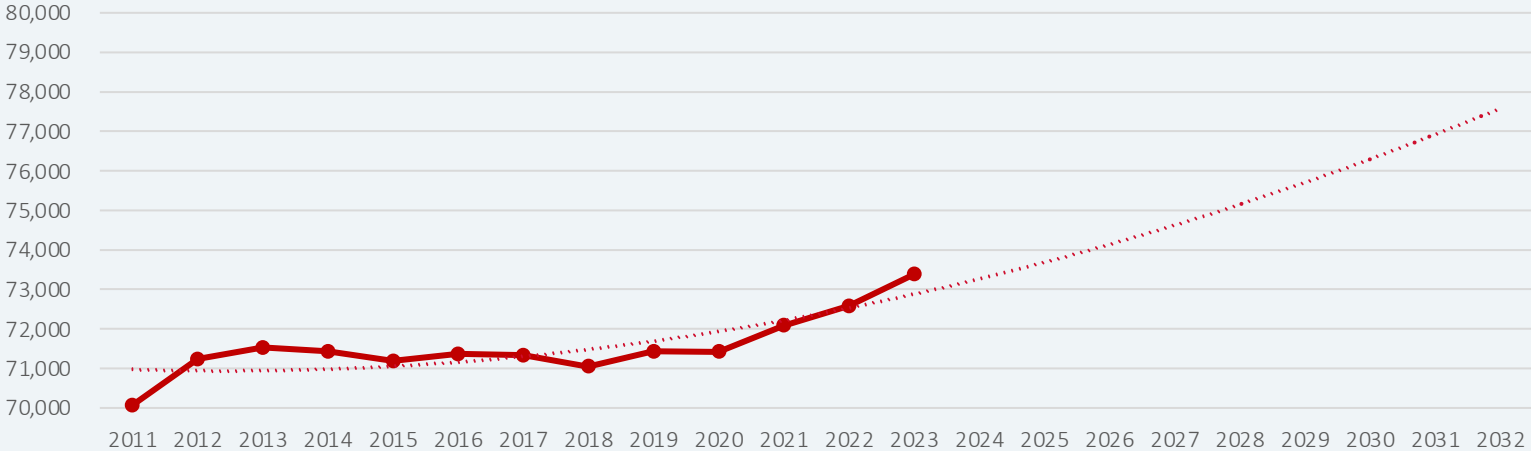
¹⁴ Paul (2021).

¹⁵ Blunden (2012).

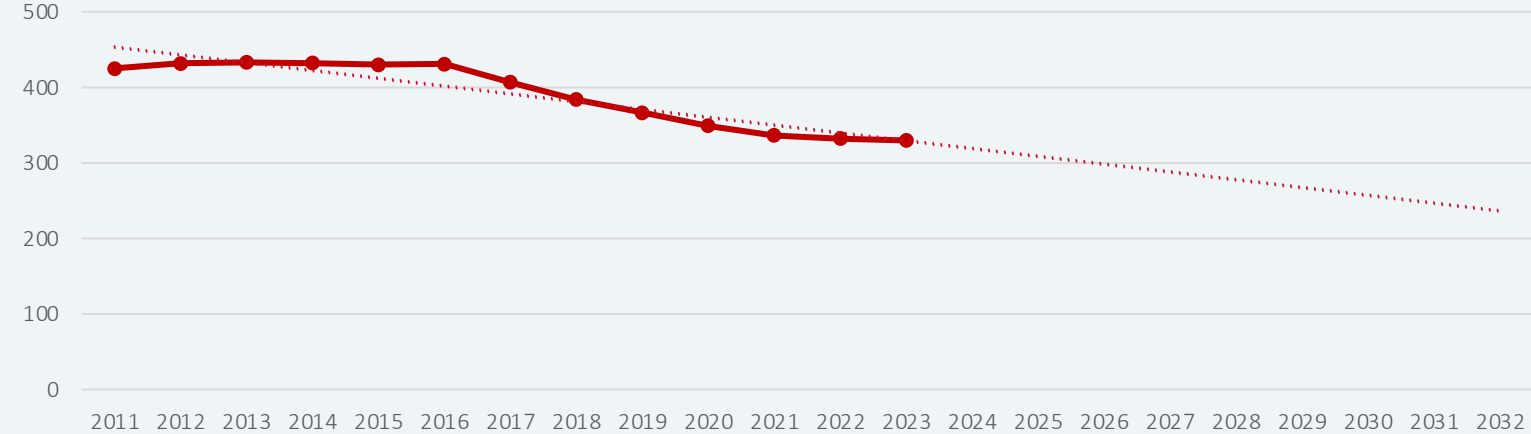
¹⁶ Keating & Flores (2000); Garlock (2014)

Social housing dwellings, Queensland

Social housing stock



Social dwellings per 10,000 households



Queensland’s stock of social housing has been growing. Between 2020 and 2023, nearly 2000 social dwellings were added to the total stock of housing.

However, these additions have not kept pace with household growth. In 2011, Queensland had 425 social dwellings per 10,000 households. In 2023, this figure was 330.

It is likely that the supply of social housing will continue to increase. Homes for Queenslanders includes a target of 53,500 new social homes in the state by 2046.

The Queensland Government plans to invest \$1.25 billion over the next 5 years to help deliver more than 2,000 social homes every year from 2028.

Source: AIHW; Queensland Treasury, Household Projections (Medium Series)

Social housing, by LGA, 2023

LGA	Social dwellings, 2021	Social dwellings, 2023	Growth, 2021-23	% Queensland social dwellings, 2023	Dwellings per 10,000 households, 2023
Brisbane	19,019	19,134	0.6%	26.1%	374
Gold Coast	5,038	5,127	1.8%	7.0%	194
Ipswich	2,940	2,963	0.8%	4.0%	327
Logan	5,158	5,326	3.3%	7.3%	412
Moreton Bay	5,597	5,804	3.7%	7.9%	296
Redland	1,948	1,999	2.6%	2.7%	308
Sunshine Coast	3,021	3,111	3.0%	4.2%	211

Source: AIHW; Queensland Treasury, Household Projections (Medium Series)

In 2023, Brisbane accounted for 26.1% of Queensland's social housing stock, with 374 social dwellings per 10,000 households.

Logan has the most social dwellings relative to households, with 412 social dwellings per 10,000 households. The stock of social housing in Logan grew by 3.3 per cent between 2021 and 2023.

Gold Coast has the least social dwellings relative to households, with 194 social dwellings per 10,000 households. Its social stock grew by 1.8% per cent between 2021 and 2023.

Average number of years on the housing register, by LGA

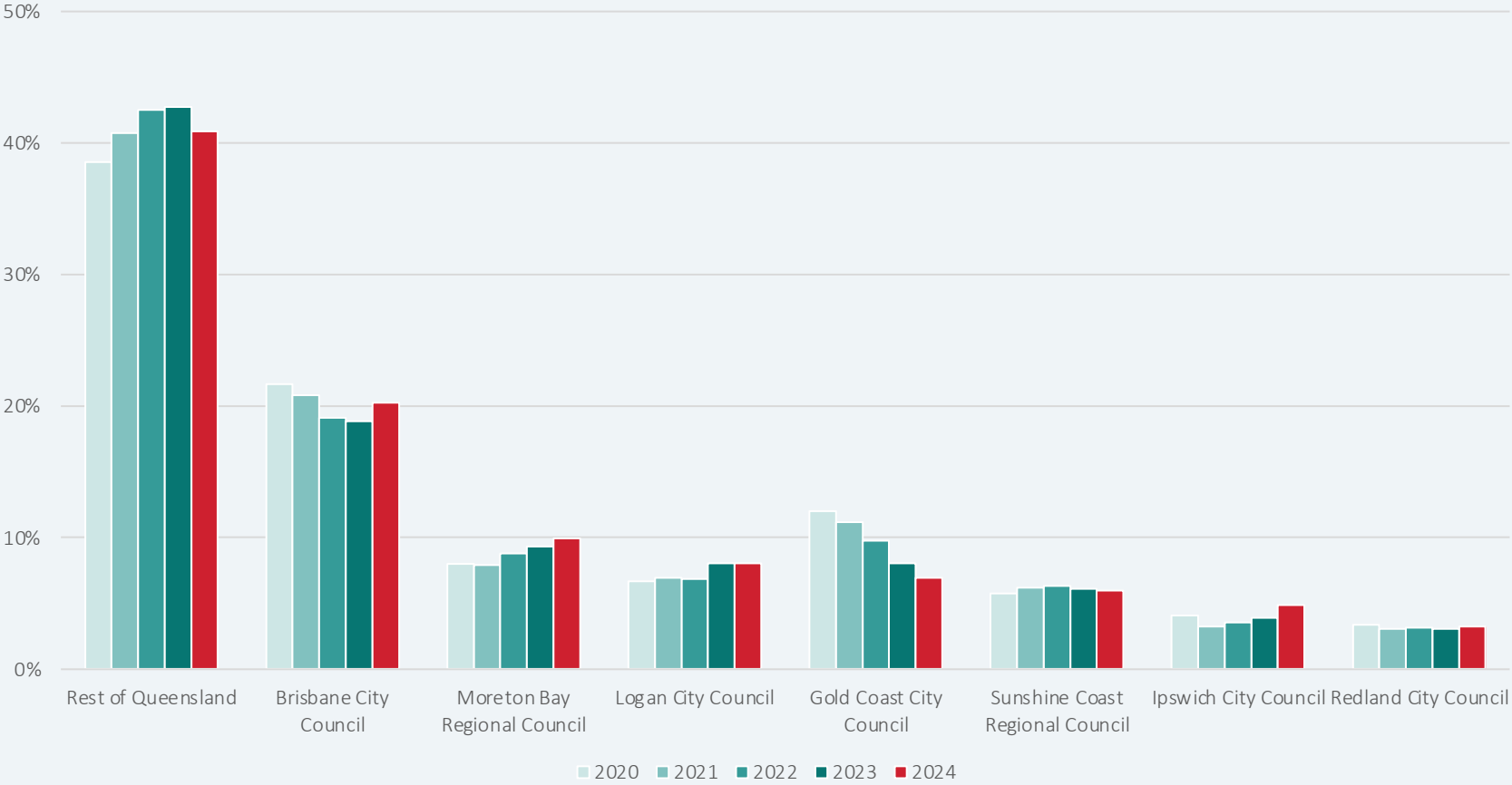


Gold Coast recorded the highest average number of years on the social housing register (highest in 2021 at 3.6 years).

Source: Queensland Social Housing Register.

Note: Data collected Mar 31st for 2024 and June 30th all other years. LGA refers to the applicant household's first locational preference.

LGA social housing applications (% of Queensland total)



There has been a large decrease in the number of social housing applicants who listed Gold Coast as their first preference (3,104 in 2020 to 1,756 in 2024).

Brisbane applications declined between 2020 and 2023 (from 5,598 to 4,782) but rose in 2024 (to 5,135). Applications for Moreton Bay and Logan have increased.

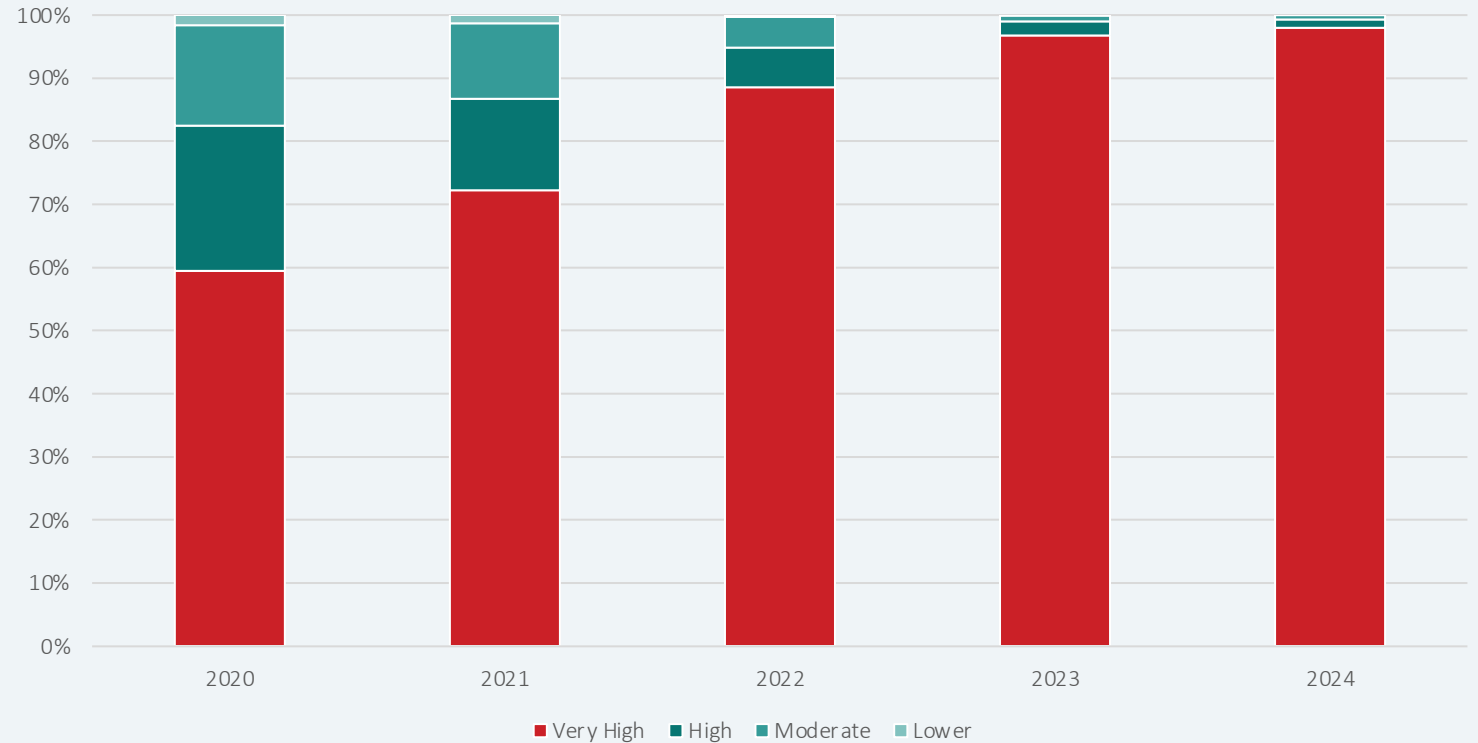
Source: Queensland Social Housing Register.
 Note: Data collected Mar 31st for 2024 and June 30th all other years. LGA refers to the applicant household's first locational preference.

Applicants, by level of housing need, Brisbane LGA

Analysis of the Queensland housing register shows an increase in the level of housing need amongst applicants.

While the graph shows trends for Brisbane LGA only, this is broadly representative of trends across all SEQ LGAs, and for the rest of Queensland.

Results shown are only for the period since 2019-20, when the Queensland Government implemented new data and information systems. These included amendments to data coding and database structures, and an upskilling of frontline staff responsible for screening and management of the social housing register.



Level of housing need	2020	2021	2022	2023	2024
Very High	3,330	4,197	4,637	4,627	5,031
High	1,285	842	329	107	70
Moderate	893	699	253	45	33
Lower	90	73	17	3	1

Source: Queensland Social Housing Register; QCOSS, https://www.qcoss.org.au/wp-content/uploads/2023/09/Social-Housing-Register-Evidence-Brief_2023.pdf

Applicants assessed as being homeless or at risk of homelessness, % LGA total

LGA	2020	2021	2022	2023	2024
Brisbane City Council	50%	55%	53%	51%	51%
Gold Coast City Council	48%	51%	46%	41%	43%
Ipswich City Council	41%	48%	56%	58%	54%
Logan City Council	45%	54%	60%	58%	54%
Moreton Bay Regional Council	48%	53%	54%	50%	48%
Redland City Council	49%	50%	51%	53%	50%
Sunshine Coast Regional Council	49%	56%	52%	47%	48%
Rest of Queensland	57%	58%	54%	50%	51%

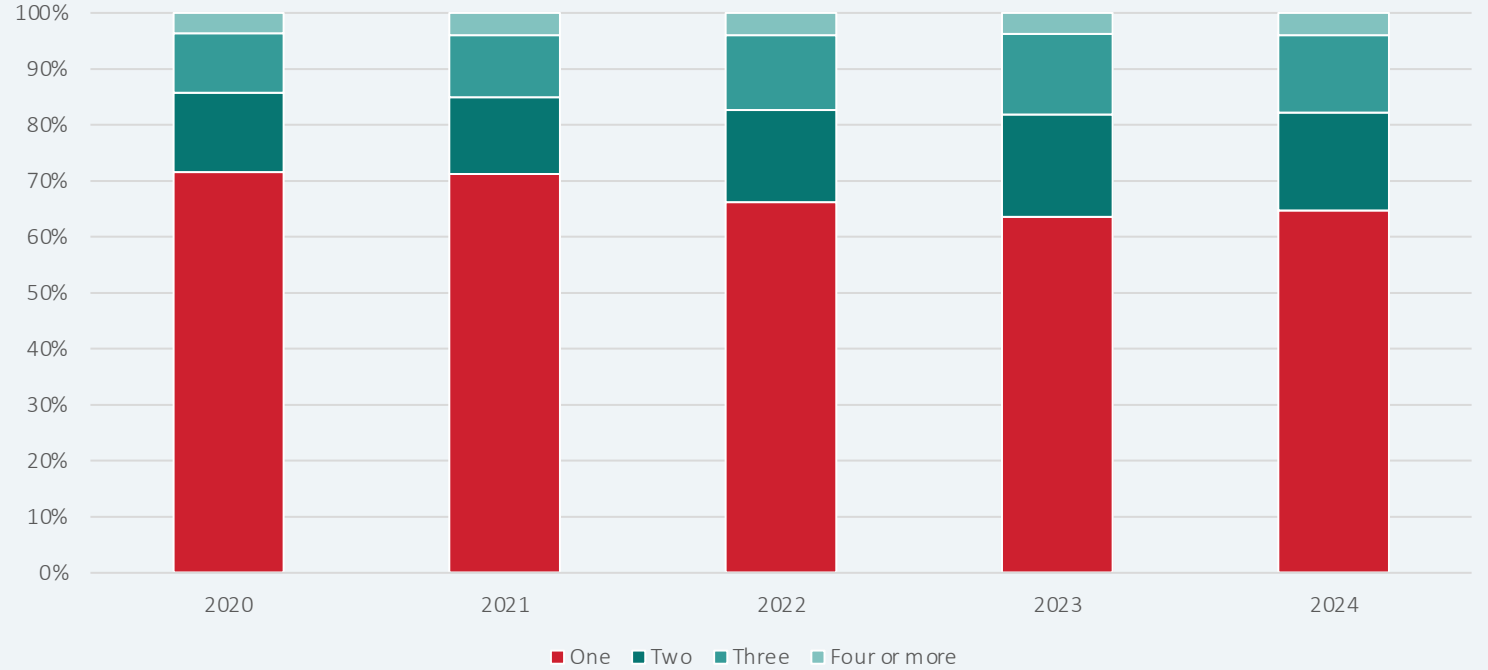
Source: Queensland Social Housing Register

In 2024, 51 per cent of social housing applicants who selected Brisbane as their first preference for housing were flagged as being homeless or at risk of homelessness.

This percentage was higher in Ipswich and Logan, and lower in Gold Coast and Sunshine Coast.

Applicants, by bedroom requirements, Brisbane LGA

In Brisbane, demand for one-bedroom dwellings has decreased while demand for two and three-bedrooms has increased.



Bedroom required	2020	2021	2022	2023	2024
One	4,006	4,135	3,465	3,042	3,324
Two	794	801	863	874	894
Three	594	645	702	684	712
Four or more	204	230	206	182	205

Source: Queensland Social Housing Register

Public housing tenants, by bedroom requirements, Brisbane LGA

Bedrooms	Tenancy Status	2020		2021		2022		2023	
		Overcrowded	Under-occupied	Overcrowded	Under-occupied	Overcrowded	Under-occupied	Overcrowded	Under-occupied
One	New	0.2%	-	0.1%	-	0.2%	-	0.1%	-
	Existing	1.0%	-	1.3%	-	1.6%	-	1.5%	-
Two	New	0.3%	-	0.2%	-	0.1%	-	0.1%	-
	Existing	3.4%	-	4.1%	-	4.5%	-	4.5%	-
Three	New	0.5%	1.2%	0.3%	0.5%	0.2%	0.5%	0.3%	0.4%
	Existing	7.1%	34.2%	8.0%	35.4%	8.8%	34.6%	8.5%	35.1%
Four or more	New	1.3%	1.3%	0.6%	0.4%	0.9%	0.4%	0.8%	0.4%
	Existing	13.9%	24.3%	17.0%	25.2%	18.1%	25.5%	19.1%	23.8%

Source: Queensland Department of Housing, Local Government, Planning and Public Works (2024).

Note: New tenancies are those allocated during the previous twelve months. Overcrowded dwellings are those that require one or more additional bedrooms, while under-occupied dwellings are those that have two or more spare bedrooms.

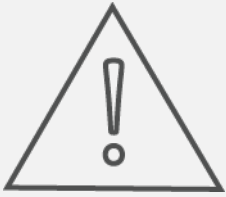
Approximately one third of existing tenancies in Brisbane’s 3-bedroom public housing stock, and one quarter of public tenancies in dwellings with 4 bedrooms or more, are under-occupied, although under-occupation of larger public dwellings has been trending downward.

More alarmingly, overcrowding in public rental dwellings with 3 and 4 or more bedrooms has been trending upward (although overcrowding in 3-bedroom dwellings declined slightly from 8.8% to 8.5% from 2022 to 2023).



Homelessness Indicators





Risks

- Rising housing and rental costs may increase risks of homelessness and demand for housing services.
- Hotels and boarding houses used by SHS providers for crisis accommodation may be redeveloped for tourist accommodation.



What we are monitoring

- Number of people experiencing homelessness in temporary accommodation (inc. boarding houses and support accommodation).
- Demand for housing and homelessness services
- Geography of service use



Baseline

- Homelessness service usage is high and increasing in areas where Brisbane 2032 venues and redevelopment areas are located (e.g., Brisbane City, Southport, Nambour and Maroochydore).
- Boarding houses and supported accommodation house a significant number of people experiencing homelessness, particularly in Brisbane.

In addition to the insufficient supply of long-term social and affordable housing, Australia's specialist homelessness services (SHS) sector also suffers from a shortage of crisis accommodation. Consequently, SHS providers are increasingly reliant on purchasing nights of crisis accommodation for clients in hotels and private boarding houses. AHURI research in New South Wales, Victoria and South Australia shows that 'at least as many households are in purchased crisis accommodation, as are in SHS provided crisis accommodation'.¹⁷

There is a real risk that the increased demand for hotels and short-term accommodation generated by the Olympic and Paralympic Games will limit the availability of private rental accommodation used currently by SHS providers.

In some host cities, this has been managed through increased funding to homelessness service providers. During the 2000 Sydney Olympic Games, temporary increases to SHS funding meant that 'for a short time the need for emergency accommodation was closer to being met'.¹⁸

Similarly, the Homeless Action Plan for the 2018 Gold Coast Commonwealth Games provided an additional 489 beds for temporary emergency accommodation in collaboration with local SHS providers.¹⁹

Ultimately, the impact of Brisbane 2032 on homelessness will depend on the supports available. Increased expenditure on emergency accommodation may mitigate pressures on purchased crisis accommodation, temporarily reducing incidences of homelessness and rough sleeping.

More funding for SHS providers also increases capacity within the system. As a result, SHS service usage is likely to increase as SHS providers address *existing* unmet demand alongside *new* demand caused by housing affordability pressures in the lead up to Brisbane 2032.

¹⁷ Batterham et al., (2023), p.4.

¹⁸ Blunden (2012), p.529.

¹⁹ Q Shelter (2022), p.18.

Census 2021 – Homelessness Estimates

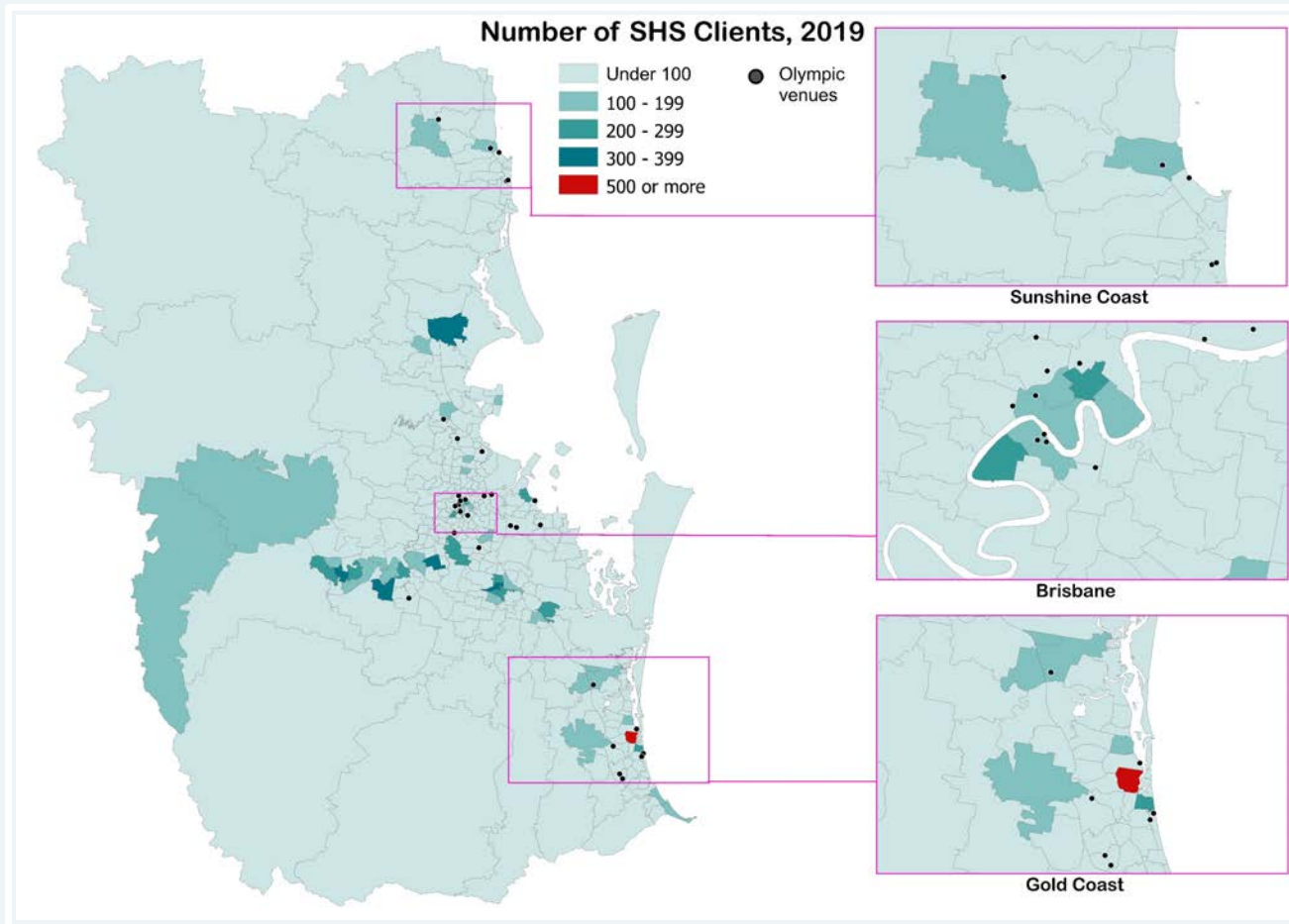
Homelessness categories	Brisbane	Ipswich	Logan	Redland	Moreton Bay	Sunshine Coast	Gold Coast
Persons living in improvised dwellings, tents, or sleeping out	164	86	95	37	96	204	180
Persons in supported accommodation for the homeless	1,040	177	267	30	196	262	280
Persons staying temporarily with other households	612	178	270	115	470	354	483
Persons living in boarding houses	1,505	86	35	7	39	61	317
Persons in other temporary lodgings	176	-	-	-	14	32	74
Persons living in 'severely' crowded dwellings	989	474	1,017	47	610	287	476
Persons living in other crowded dwellings	2,511	979	2,000	151	1,169	453	966
Persons in other improvised dwellings	40	10	44	11	18	50	23
Persons who are marginally housed in caravan parks	477	142	221	29	269	203	391
Total	7,517	2,126	3,950	417	2,879	1,911	3,190

Source: ABS Census (2021).

The 2021 Census was impacted by COVID-19 pandemic-related restrictions, including additional resources to temporarily house people sleeping rough or in crisis situations. Reduced migration and movements away from urban centres also temporarily alleviated rental market pressures. Hence, the Census presents a distorted picture of homelessness in SEQ.

Mindful of these limitation, Brisbane LGA had 1,505 homeless people living in boarding houses, by far the highest across SEQ municipalities. While the 2021 Census may be a relatively high benchmark given additional supports during this period, the number of people in this cohort should be closely tracked given the likely impact of Brisbane 2032 on the availability of boarding house accommodation.

Number of SHS clients, by SA2, 2019



Source: AIHW.

Note: To minimise the risk of identifying individuals, a technique known as perturbation has been applied to randomly adjust cells. Clients are assigned to a region based on where they lived in the week before presenting to an SHS agency.

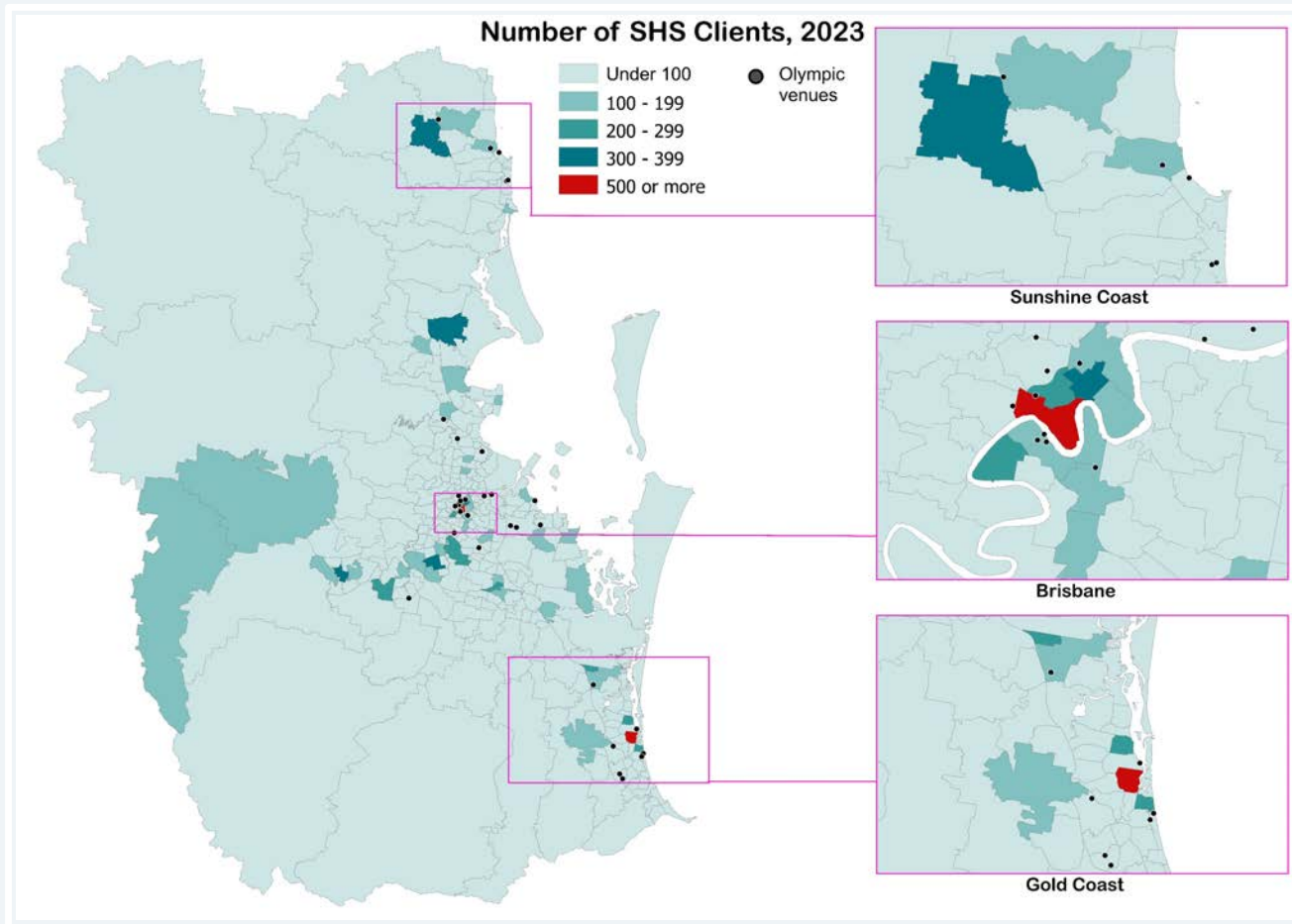
AIHW data measures homeless service usage by suburb (SA2). Clients are assigned to a region based on where they lived in the week before presenting to an SHS agency, providing insights into the geography of homelessness and homeless risk. However, it is not a complete picture as it does not measure unmet demand and fluctuates depending the capacity of SHS providers.

In general, SHS service usage is high in areas where Brisbane 2032 venues are located.

The suburbs with the highest number of SHS clients in 2019 included Southport in the Gold Coast LGA (511 clients), Ipswich Central (472 clients), Inala (464), and Logan Central (386).

It should be noted that a full outreach team commenced in Logan in early 2024. SHS service usage data prior to this point significantly underestimates the need for homelessness services in the community. According to the 2021 Census, there were 932 people rough sleeping or temporarily/marginally accommodated in Logan, and a further 3,017 in overcrowded dwellings.

Number of SHS clients, by SA2, 2023



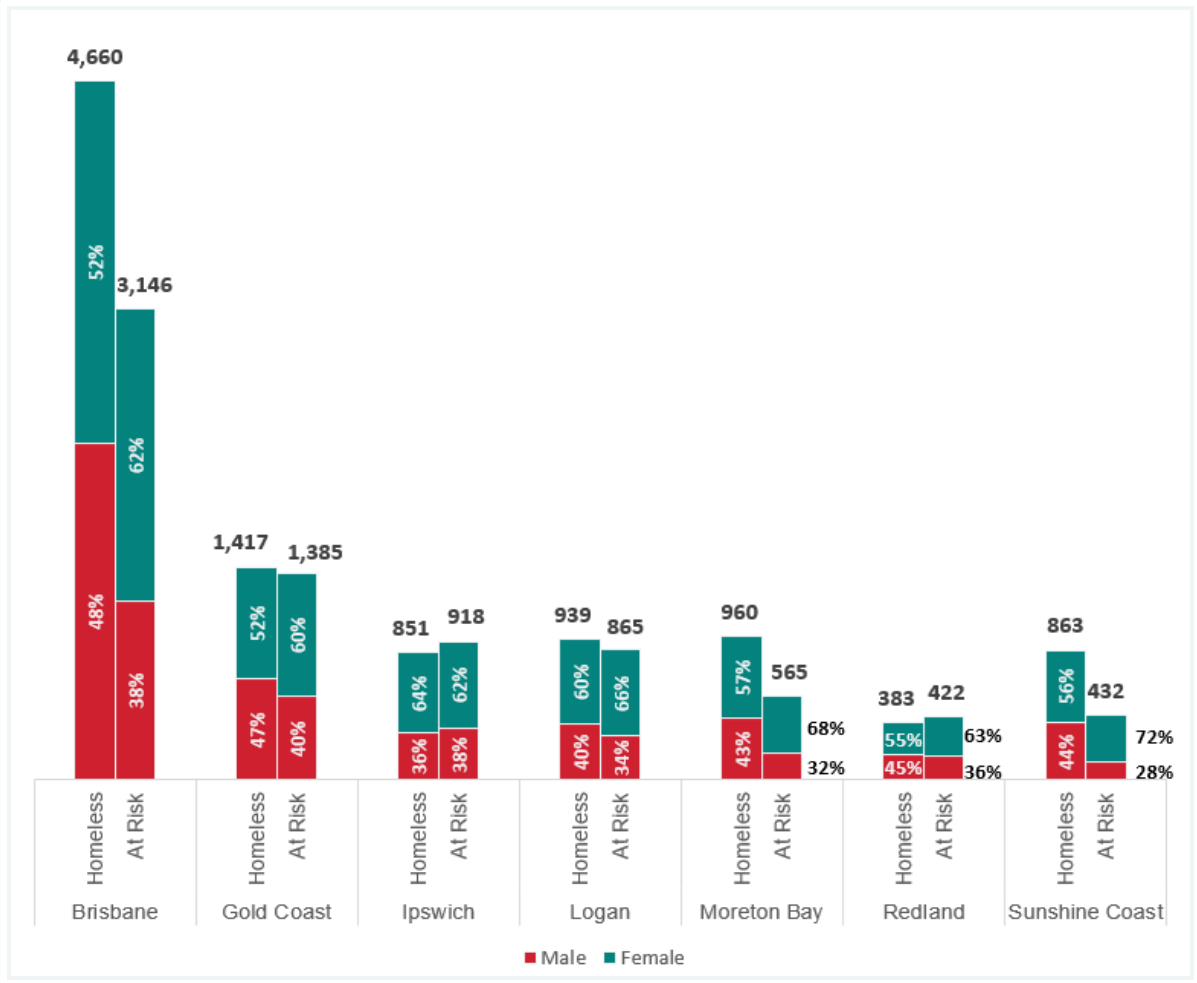
By 2023, Brisbane Inner City had by far the highest number of SHS clients. This number increased from 318 clients in 2021-22 to 1,201 in 2022-23.

This data is likely impacted by an increase to homelessness funding provided to Queensland SHS providers in 2022–23, including through the Immediate Housing Response for Families, Sustaining Tenancies, and After-Hours funding packages to respond to the growing demand for services.

Source: AIHW.

Note: To minimise the risk of identifying individuals, a technique known as perturbation has been applied to randomly adjust cells. Clients are assigned to a region based on where they lived in the week before presenting to an SHS agency. Clients are assigned to only one region, based on the location details provided in their first support period in the reference year.

SHS client characteristics, by LGA, 2022-23



Homelessness disproportionately affects specific cohorts of the population, such as women and children affected by domestic and family violence.

Women were over-represented amongst SHS clients, particularly in the at-risk category.

Clients experiencing homelessness (rather than at risk of homelessness) were most prevalent in Brisbane, Moreton Bay, and the Sunshine Coast.

Reporting sex in the Specialist Homelessness Services Collection (SHSC)

The additional category 'Other' was added to the question which records the person's sex and applies to support periods and unassisted instances starting on or after 1 July 2019. When new items are added to a collection, it can take time for the new items to be considered of adequate quality to support publication.

In 2022-23, around 1,800 clients (0.6% of all clients) were recorded a sex 'Other'.

Source: AIHW.
 Note: To minimise the risk of identifying individuals, a technique known as perturbation has been applied to randomly adjust cells. Clients with unknown tenure and occupancy condition are counted as 'not stated' and have not been included in the graph above.

Support needs, % total clients, by LGA, July 2022 – Sept 2024

Identified Need	Brisbane	Ipswich	Logan	Redland	Moreton Bay	Sunshine Coast	Gold Coast
Lack of family and/or community support	74%	78%	69%	88%	63%	63%	82%
Mental health	74%	76%	79%	91%	77%	79%	87%
Financial difficulties	70%	93%	70%	81%	63%	63%	87%
Domestic and family violence	49%	58%	51%	56%	45%	44%	35%
Physical health	40%	58%	45%	70%	46%	58%	75%
Disability	40%	56%	31%	41%	43%	58%	33%
Employment and training difficulties	35%	51%	32%	76%	24%	42%	82%
Problematic alcohol and other drug use	31%	27%	17%	31%	20%	25%	52%
Legal	28%	56%	26%	25%	31%	23%	21%
Current involvement from child safety	19%	27%	12%	12%	17%	20%	28%
Racial, social, institutional, disability and/or sexual discrimination	17%	20%	7%	5%	11%	14%	26%
Transition from custodial arrangements or previously incarcerated	12%	11%	2%	11%	6%	6%	12%
Sexual violence	8%	20%	11%	9%	7%	13%	21%
Hoarding and squalor	6%	11%	5%	6%	4%	18%	9%
Transition from foster care or child safety residential placements	4%	7%	2%	5%	3%	4%	12%
Decision making capability (formal guardianship, trustee and/or executor)	3%	2%	4%	8%	4%	11%	14%

Source: Care Coordination Data, Qshelter via the Service Integration Initiative (2024).

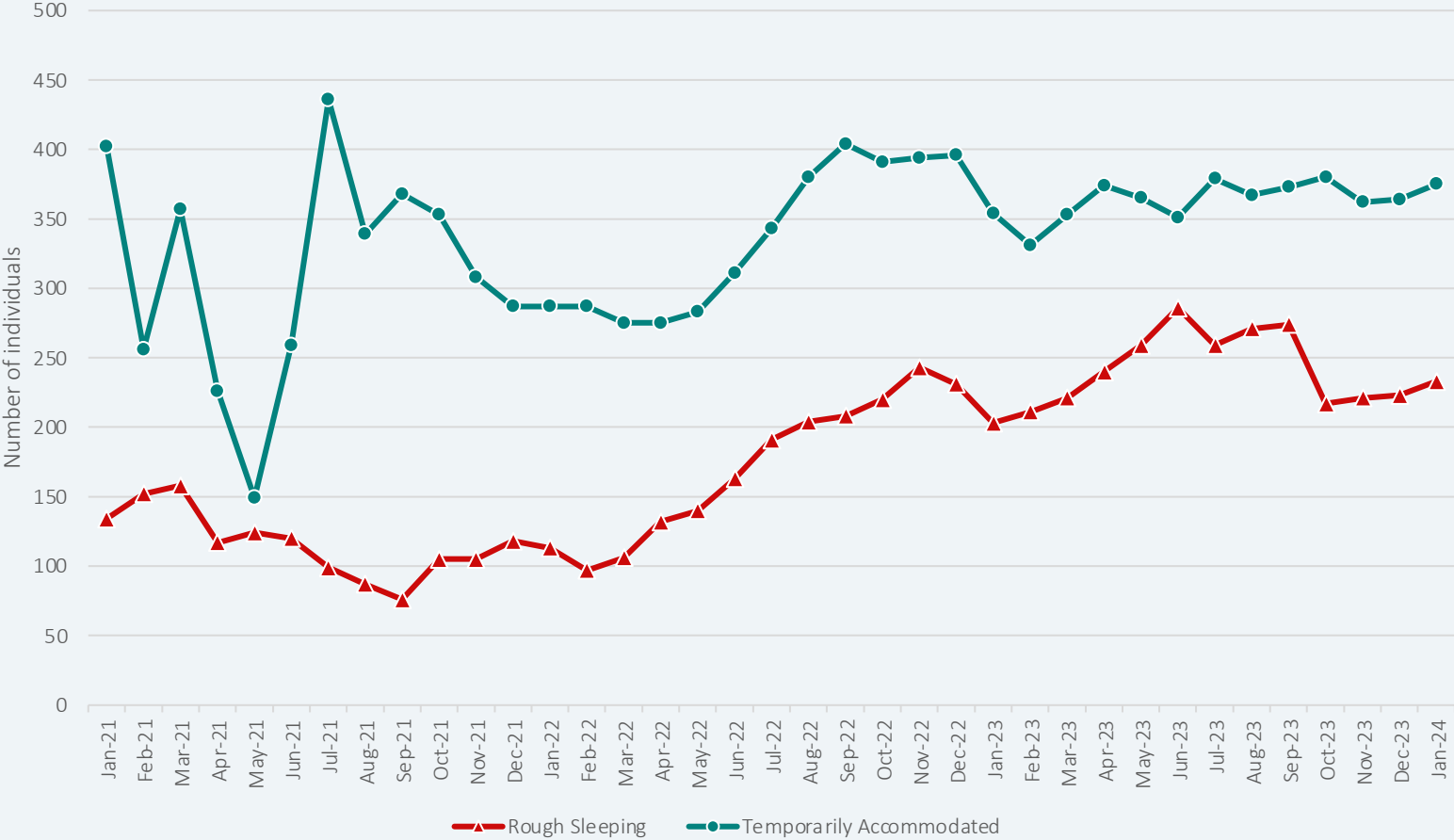
Note: Where there are multiple CCGs in an LGA, the average is reported. Brisbane had 3 CCGs, Moreton Bay had 2, Gold Coast had 2, and all others had 1.

The table summarises data collected through the Service Integration Initiative from Care Coordination Groups (CCGs) in South East Queensland. It reports the percentage of clients with a specific need identified during an initial assessment, relative to the total number of clients serviced by a CCG.

The percentages do not add to 100% because clients frequently present to CCGs with multiple needs. This demonstrates the complex and intersecting drivers of housing insecurity and homelessness. Moreover, it provides insights into the demographics of the people most vulnerable to displacement without appropriate support in the lead up to Brisbane 2032.

Across all LGAs in SEQ, the top three identified needs are: a lack of family and/or community support; mental health issues; and financial difficulties. Brisbane 2032 could potentially exacerbate these issues if housing market pressures disrupt family and community support networks or add to household's financial struggles.

Brisbane By-Name List Data, homeless individuals



Source: Brisbane By Name Data

The Brisbane By Name List (BNL) captures people experiencing homelessness who are supported by services signed up to the Brisbane Zero Campaign.

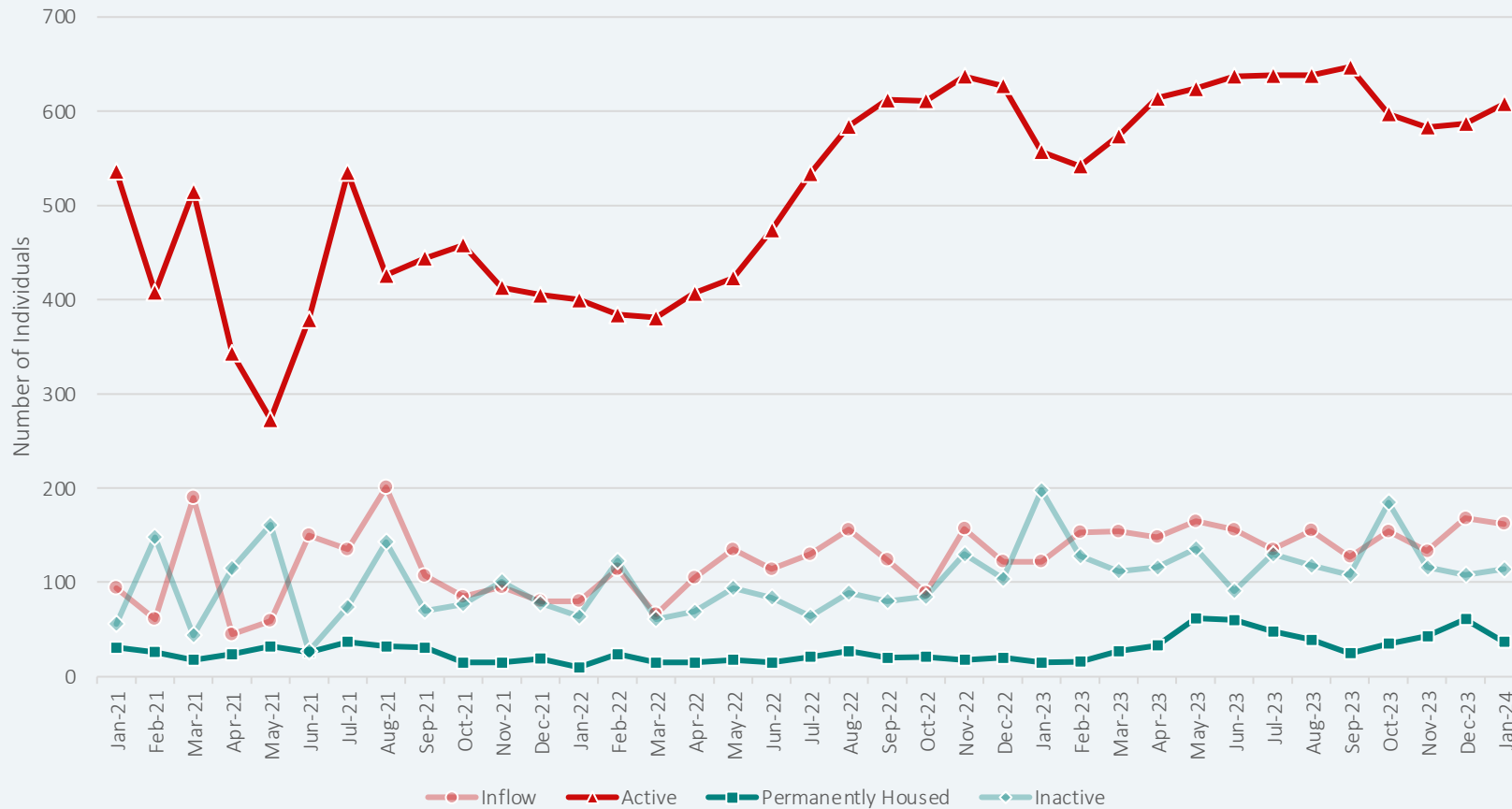
BNL data provides useful insights into experiences of homelessness collected through participating services, but it is not a snapshot of all homelessness within the community.

Rough sleeping was trending upward in Brisbane LGA until June 2023, with a more recent plateau.

In Jan 2024, there were 375 homeless individuals on the Brisbane BNL in temporary accommodation, up 6% from Jan 2023.

Those in temporary accommodation should be closely monitored as Brisbane 2032 approaches, given the potential impact of the Olympics on the availability of crisis accommodation.

By-Name List, homeless individuals in Brisbane August 2021 to January 2024



Source: Brisbane By Name Data

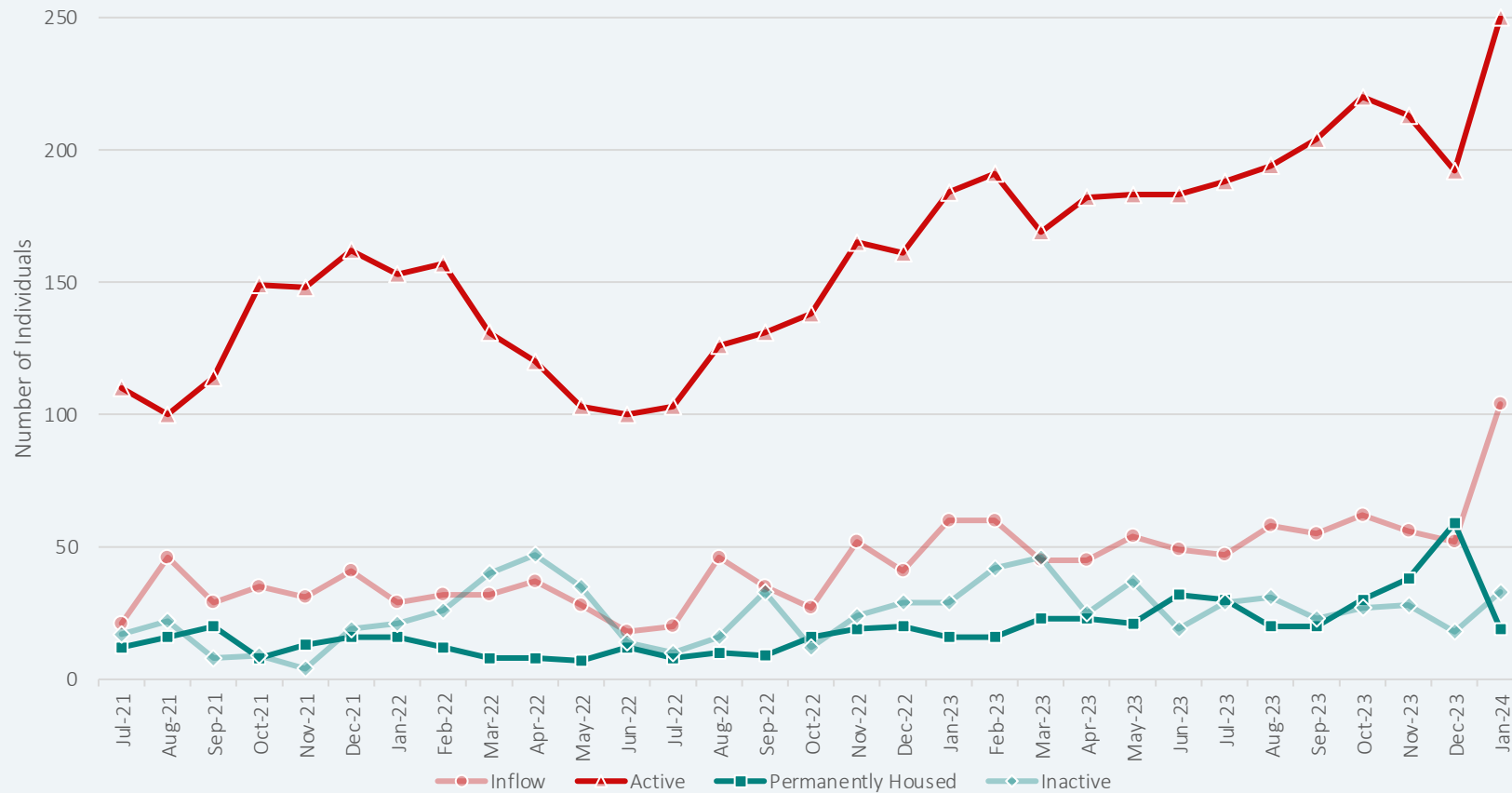
The number of individuals that are actively homeless includes people that are rough sleeping or temporarily accommodated, with and without a history of rough sleeping.

Outflow includes those that are permanently housed or unable to be contacted.

Unfortunately, the latter is more prevalent across the study period.

On average, 28 homeless individuals were permanently housed per month between January 2021 and January 2024. This trended upward between September to December 2023, peaking at 61 people, but dropped back to 37 in January 2024.

By-Name List, homeless families in Brisbane August 2021 to January 2024



Source: Brisbane By Name Data

The Brisbane By Name List data also tracks families experiencing homelessness. Families are defined as a parent or parents with a child or children in their care.

Alarming, this has trended upward since mid-2022.

On average, 19 families were permanently housed per month between January 2021 and January 2024. This trended upward between March to December 2023, peaking at 59 families, but dropped back to 19 families in January 2024.

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