Redland
CITY COUNCIL

AGENDA

LATE REPORT
ITEM 15.2

Redland City Council Submission on the Draft Redlands Housing Strategy 2023-2046

GENERAL MEETING

Wednesday, 15 November 2023
commencing at 9:30am

The Council Chambers
91 - 93 Bloomfield Street
CLEVELAND QLD

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15 REPORTS FROM COMMUNITY & CUSTOMER SERVICES

15.2 REDLAND CITY COUNCIL SUBMISSION ON THE DRAFT REDLANDS HOUSING STRATEGY 2023 - 2046

Objective Reference: **A7935214**

Authorising Officer: **Louise Rusan, General Manager Community & Customer Services**

Responsible Officer: **David Jeanes, Group Manager City Planning & Assessment**

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Attachments:

1. **General and specific comments on the draft Redlands Housing Strategy (RHS)** ⇩
2. **RCC - Housing Supply Statement** ⇩
3. **Redlands Coast - Dwelling Capacity Review (September 2023)** ⇩
4. **Draft Redland Housing Strategy 2023-2046** ⇩
5. **Draft Redland Housing Strategy - Background Report** ⇩

PURPOSE

To seek endorsement of this report and Attachments 1, 2 and 3, as Council's formal submission on the Draft Redlands Housing Strategy 2023-2046 (draft RHS).

BACKGROUND

24 June 2021: The Deputy Premier and Minister for the Department of State Development, Infrastructure, Local Government and Planning (the Planning Minister) wrote to the Chief Executive Officer notifying that he was considering exercising the Ministerial Direction powers under the *Planning Act 2016* (PAct) to require Council to prepare a citywide housing strategy.

21 July 2021: At its General Meeting, Council resolved to make written representations to the Planning Minister outlining that there was no demonstrated urgent need to prepare a housing supply and diversity strategy at this time. The Council report noted ten key reasons to support its position.

March 2022: Representatives from the Queensland Government Statistician's Office (Queensland Treasury) advised Council that new dwelling and population projections were currently being prepared to replace the December 2018 series, incorporate the 2020 census data and extend the forecasts to the new planning horizon of 2046.

23 June 2022: At a meeting between Council and State Government planning staff, Council officers outlined Council's commitment to improving housing diversity in the city by progressing ongoing amendments to City Plan (for example, progressing 04/20 – Major Amendment – Medium Density Residential, which seeks to improve urban design outcomes and facilitate greater community acceptance of higher density housing typologies). In addition, officers indicated that following the release of updated Queensland Treasury population and dwelling projections and the proposed review of the South East Queensland Regional Plan (SEQRP), Council would be in a better position to undertake a full review of the housing strategy, which could then inform the review of City Plan.

15 September 2022: Under section 27 of the PAct, the Planning Minister advised Council of his decision to urgently prepare a housing strategy for Redlands Coast. A key reason cited in the correspondence was that 'the Redland City Plan does not provide sufficient opportunity to deliver diverse housing options in the local government area.

16 September 2022: The Queensland housing roundtable was held between key Queensland Government and industry stakeholders.

11 October 2022: Council officers attended a quarterly meeting with Queensland Government planning staff that included an update on the proposed housing strategy.

20 October 2022: Queensland Housing Summit held to discuss potential responses to the unfolding housing supply and affordability challenges.

14 December 2022: Council considers a report at its General Meeting and resolves to write to the Planning Minister outlining the critical elements the State Government should consider when preparing the Redland Housing Supply and Diversity Strategy.

Early 2023: The State Government formally commences its preparation of the RHS. PSA Consulting is engaged as the lead consultant.

29 May 2023: The State Government undertakes a preliminary consultation exercise on housing needs. The consultation period runs until 25 June 2023.

25 September 2023: Officers from the Department of State Development, Infrastructure, Local Government and Planning (DSDILGP) provide a briefing to Council on feedback received during the preliminary consultation exercise and to outline the next steps in the project.

16 October 2023: The draft RHS (Attachment 4), as well as the background report (Attachment 5) is released for public consultation until 12 November 2023 (20 business days). At Council's request, the Department grants Council permission to lodge a late submission by 15 November 2023, to align with its next General Meeting date.

ISSUES

The aim of the draft RHS, which is to deliver 'greater housing supply and diversity in the right locations, to meet the needs of both the current and future population of the Redland to 2046' (p. 9), is considered appropriate. Furthermore, the higher order strategic objective to facilitate increased density around centres and public transport nodes has merit. Although there is general support for many of the actions outlined in the draft RHS implementation plan, further revision is necessary to ensure all the actions are aligned with the aim of the draft RHS and practical implementation is considered. Other relevant matters are outlined in the ensuing sections of this report.

<u>Housing Supply Statement (HSS)</u>

Council's HSS (see Attachment 2) outlines how Council intends to accommodate the proposed new draft *ShapingSEQ* update 2023 (draft *ShapingSEQ)* dwelling supply targets for the 2026, 2031 and 2036 timeframes. The HSS responds to the housing supply statement guidance material and questions posed by the State Government as part of the draft *ShapingSEQ* update. Although Council has been advised by the State Government that it is not required to prepare a HSS, Council has chosen to do so to confirm its preferred future growth strategy for the Redlands Coast. The HSS demonstrates that Council does not need to implement the actions outlined in the draft RHS or include additional land in the Urban Footprint (Southern Thornlands) to accommodate the population growth forecast in the draft *ShapingSEQ*.

Establishing a comprehensive policy response to the housing crisis

As outlined in Council's submission on the draft *ShapingSEQ*, existing policy discussions appear to be focused on residential land supply being the primary causal factor, and therefore the solution, to the existing housing challenges.

Although land supply plays a key role in housing affordability more generally, the State Government must take a lead role in delivering a comprehensive policy response that will have a meaningful impact on the delivery of housing moving forward. More specifically, additional actions that could be outlined in the RHS include:

- Funding for the delivery of key region-shaping and supporting infrastructure to unlock the existing dwelling capacity across the Redlands Coast, as outlined in the following section of this report.
- A funding commitment for public housing commensurate with current levels of need. While it is noted that $2 billion has been allocated through the Housing Investment Fund to support 5,600 public and affordable home commencements by 30 June 2027, this is significantly inadequate given the State Government's register[1] indicates approximately 25,000 Queensland households are currently on the social housing wait list. As part of this commitment, the State Government should consider, amongst other matters, the specific needs of each local government area and commit to delivering other key housing resources such as sleeping apparatus for the homeless, domestic violence shelters, and requisite support services.
- Strategies and programs that deliver affordable housing outside of traditional public housing models of provision, such as transitioning public housing stock to the community housing sector for redevelopment.
- Legislative reforms that support the delivery of smaller and more affordable housing typologies. More specifically, this should include a commitment to review the Queensland Development Code to establish specific provisions that relate to smaller and micro-lots.

Additional reforms or initiatives, that would sit outside the RHS but form part of a comprehensive policy response could include:

- Financial reforms. For example, taxation policy relating to stamp duty could be reviewed, given high up-front costs and existing land tax thresholds may serve to increase barriers to entry and reduce turnover of housing product. Instead of a large upfront cost, an alternative approach could involve a reduced annual land tax charge, with the full sum amortised over a longer period.
- Regulatory interventions to prevent developer land banking and bring forward the supply of housing to market (for example, reduced development approval timeframes, financial penalties for landowners that do not develop land in a timely manner, compulsory acquisition powers to facilitate land consolidation).
- Targeted taxes that recover funding for public housing when land value uplift is delivered to landowners, for example, through upzoning or the inclusion of new land within the Urban Footprint.

[1]See: https://www.data.qld.gov.au/dataset/social-housing-register/resource/f0adfc4d-8e4b-4300-97a7-7b11c7ca369d

- Establishing a funding framework through national cabinet, that ties national immigration levels to federal infrastructure funding commitments for those States and regions that accommodate growth.
- A commitment to urgently review the regulated infrastructure charge regime. A revised framework is required to protect the long-term financial sustainability of Councils and allow for pricing signals to be used as a tool to effectively manage future growth.

Engagement and public consultation

The consultation period for the draft RHS ran from 16 October 2023 – 12 November 2023 (20 business days). During this period, three 'ask a planner' sessions were held across the Redlands Coast and opportunities were provided to stakeholders to book online information sessions with project officers.

In the first instance, the condensed consultation timeframe and limited number of in-person sessions is not considered to be appropriate for a community that made over 5,000 submissions on the draft Redland City Plan in 2015. Furthermore, the absence of supporting material, such as detailed mapping of the proposed changes, is considered a significant oversight. Such information would have assisted the general community in understanding the potential scale and implications of the proposed changes. Furthermore, this approach is contrary to some of the core principles outlined in the DSDILGP's community engagement toolkit for planning[2]. For example, core principle five reads as follows (p. 10):

5. Information is accurate, easy to understand and accessible	The community has easy access to information that is: • accurate, easy to read and easy to understand • tailored to the community, where necessary, in language and style • in a form that appeals to the intended audience • clear about how to make a submission, how the submission will be dealt with, and the general timeframe before a decision can be expected.

State Government infrastructure

Proposing additional growth through the Draft RHS when the city is already grappling with significant underinvestment in State infrastructure will further exacerbate existing issues. For growth to be managed effectively, without adversely impacting liveability, it must be clearly aligned with infrastructure delivery.

It is also critical that the State Government's infrastructure response is focused on 'unlocking' the significant dwelling capacity that exists in proximity to the city's activity centre network. In this regard, the following State infrastructure should be identified in the South East Queensland Infrastructure Supplement (SEQIS)/South East Queensland Infrastructure Plan (SEQIP):

- Completion of planning investigations and delivery of the Eastern Busway extension to Capalaba.
- Finalisation of planning investigations to improve rail services, including the duplication of the Cleveland train line between Manly and Cleveland.

[2] Source: https://dilgpprd.blob.core.windows.net/general/Communityengagementtoolkit.pdf

- High frequency public transport connections to Capalaba, Cleveland, Victoria Point and Southern Redland Bay through to Logan Hyperdome.
- Upgrades to the state road network including key intersections. At a minimum, this would include:
    - A full upgrade for the Boundary Road/Duncan Road/Mount Cotton Road corridor from Thornlands to the Gateway Motorway.
    - A full upgrade for the Cleveland – Redland Bay Road corridor.
- New community infrastructure such as schools and emergency service facilities (hospitals, police stations, ambulance stations, fire stations and the like).

Land Supply Development Monitoring Reporting

The State Government publicly released its latest Land Supply and Development Monitoring (LSDM) Report in December 2021. In summary, the 2021 report confirmed the following:

- Redlands Coast has sufficient zoned land and redevelopment opportunities to accommodate the consolidation and expansion dwelling supply benchmarks of the SEQRP.
- Dwelling approvals were:
    - Exceeding the year-on-year average that would be required to achieve the overall expansion dwelling supply benchmark of the SEQRP.
    - On track to achieve the consolidation dwelling supply benchmark of the SEQRP.
- The diversity of new dwelling approvals continued to improve (namely, there was an increasing ratio of attached dwelling stock being provided relative to detached dwellings).
- Redlands Coast exceeded the four-year approved lot supply for residential and employment land within consolidation and expansion areas as sought by the SEQRP.
- The realisation of the planned dwelling supply in the consolidation area would be supported by the provision of key region-shaping infrastructure as identified in the SEQRP and State Infrastructure Plan, including the Eastern Busway extension to Capalaba (as busway or other priority corridor). It would also be supported by higher frequency rail services to Cleveland, subject to future investigation if sufficient dwelling densities are achieved in the corridor.
- Average new lot sizes are now just over 400m^2. In 2011, the average lot new lot size was approximately 700m^2.
- From 2021 onwards, the Redlands Coast has capacity for over 40,000 dwellings to be provided.
    - In the Redland consolidation area, the capacity of planned dwelling supply is about 35,500 dwellings, which is significantly above the consolidation 2041 dwelling supply benchmark (from 2021 onwards) of 9,500 dwellings.
    - In the Redland expansion area, the capacity of planned dwelling supply is about 7,900 dwellings, while the realistic availability of this supply is about 6,100 dwellings. These are greater than the expansion 2041 dwelling supply benchmark (from 2021 onwards) of about 1,700 dwellings.

The above information indicates that Council is, with regard to the benchmarks outlined in the current regional plan, meeting or exceeding its performance targets. The findings of the LSDM generally align with the independent assessments undertaken on behalf of Council by PIE Solutions in January 2022 and Land Supply Insight in September 2023. The draft RHS should focus on mechanisms that could assist in unlocking the existing supply, rather than simply seeking to add more residential supply in the city.

Total potential additional lots/dwelling supply

Using GIS analysis, officers have reviewed the draft RHS to identify the potential number of additional lots/dwellings that could be provided by the proposed changes to City Plan. To understand this, two scenarios based on different assumptions have been generated as follows:

1. The maximum development potential of the proposed changes.
2. Lot sizes split 50/50 between maximum development potential (i.e., 200m^2 lots in the low density residential (LDR) zone and 150m^2 lots in the low-medium density residential (LMDR) zone) and larger minimum lot sizes (400/500m^2 lots).

Under a maximum development scenario (scenario 1), it is estimated there would be scope for over 150,000 additional lots and/or dwellings to be provided on the Redlands Coast. This estimate includes an additional 6,000 to 7,000 new multiple dwellings as a result of the proposed increase in building heights to seven storeys in the medium density residential zone where within 800m of a principal centre zone.

Scenario 2 assumes a 50/50 mix between maximum development potential and larger minimum lots sizes of between 400/500m^2, which would provide for more than 100,000 additional lots and/or dwellings. This estimate also includes an estimated additional 6,000 to 7,000 new multiple dwellings due to the proposed increase in building heights to seven storeys in the medium density residential zone where within 800m of a principal centre zone.

For several reasons (including development feasibility and landowner ambitions), full development under the above scenarios would not realistically be capable of being delivered. Assuming a very conservative take up of 25% of this supply over a 25-year timeframe, scenario 2 would deliver approximately 27,000 new lots and/or dwellings.

It is important to note that these lot and dwelling estimates do not account for the full scope of changes proposed in the draft RHS. Other recommended changes to City Plan that would further increase dwelling capacity potential include proposals to:

- Support dual occupancies and multiple dwellings on corner lots.
- Provide for higher dwelling densities within new and existing greenfield areas.
- Review the Cleveland and Capalaba Master Plans.
- Review the extent of low-medium density and medium density residential zones.

Medium density residential zone

A previous independent land supply review prepared for Council in 2014 estimated that approximately half of the medium density residential (MDR) zoned areas on the Redlands Coast would be developed over the medium to longer term and provide for approximately 5,000 additional dwellings. These estimates were based on a maximum building height of three storeys and dwelling densities of between 35 – 45 dwelling per hectare.

More recent analysis of constructed medium density developments shows the dwelling densities being achieved are in the range of 60 – 175 dwellings per hectare. This analysis has also confirmed that of the approximately 400 hectares of medium density residential zoned land in the city less than 20% currently contain a multiple dwelling. If dwelling densities more closely aligned with what is being achieved through current development (75 and 100 dwellings per hectare) are utilised, the existing undeveloped medium density residential zoned areas in the city has the capacity to accommodate between 22,500 and 30,000 additional dwellings.

The draft RHS is also proposing to increase building heights within medium density residential zoned areas, where located with 800m of a principal centre zone from three to seven storeys. GIS analysis has identified approximately 28 hectares of undeveloped medium density residential zoned land within 800m of Cleveland and Capalaba principal centre zone. Based on a dwelling density of 250 - 300 dwelling per hectare, this area could potentially accommodate a further 7,000 to 8,400 dwellings. Recognising previous assessments have estimated these areas would provide approximately 1,000 dwellings, the proposed change to seven storeys would result in these areas potentially yielding an additional 6,000 – 7,400 dwellings increasing the overall estimated capacity of the medium density residential zone to between 28,500 and 37,400 additional dwellings. If, as conservatively assumed, just 25% of this supply is taken up over the next 25-year timeframe this would deliver approximately 7,000 to 9,000 additional dwellings.

The draft RHS should focus on mechanisms to assist in unlocking the significant dwelling capacity that exists in the medium density residential zone. As outlined above, the State Government can most readily unlock this supply by committing to delivering key region shaping infrastructure, such as the Eastern Busway extension to Capalaba and rail line duplication to Cleveland.

Implementation

The practical implementation of actions outlined in the draft RHS requires further consideration. In the first instance, the sequencing of actions appears misguided, given several of the proposed medium to longer term actions would most appropriately need to be delivered in the short-term to be effective.

Furthermore, several of the proposed actions appear to be at cross-purposes with one another. In many instances, there is often an absence of or poor connection between the proposed actions and the analysis contained in the background report. This makes it difficult to understand how Council could effectively implement the action, or what specific objectives are sought. Finally, as 26 actions are identified, it is unclear if the State Government has considered the potential resourcing implications, given Council would appear to be the responsible entity for delivery. Examples of these issues are outlined below, which are not intended to be an exhaustive list. Further detailed analysis is contained in Attachment 1.

Action sequencing

- Actions 15, 17, 21 and 24, which generally seek to examine the suitability of increased residential densities around higher order centres and public transport nodes, should be listed as short-term actions. These areas are generally identified as ‘high amenity areas’; localities the draft *ShapingSEQ* intends to prioritise for the delivery of higher residential densities.

- Action 26 should be a high-priority short-term action. Incorporating appropriate design provisions within City Plan is critical to ensuring the delivery of density does not undermine the amenity and character of existing neighbourhoods. Furthermore, facilitating high quality-built form outcomes will ensure there is a greater community acceptance of new housing typologies. This is critical if the dwelling growth targets and sub-targets espoused in the regional plan are to be realised on the Redlands Coast.
- Action 18 is identified as a medium-term action but forms part of a major amendment that is currently being considered by the State Government in the short-term.

Contradictory actions

- Proposed actions 6 and 7 (short-term) may undermine the effective delivery of action 17 (long-term). This is because facilitating small lot subdivision in proximity to the higher order centre zones would increase lot fragmentation and potentially prejudice opportunities to deliver higher density outcomes.
- Action 10 proposes to allow increased building heights (up to seven storeys) across the MDR zone, where within 800m of a Principal Centre zone (PCZ). However, action 17 indicates that expansion of the MDR zone should be contemplated with due regard to building heights. The approach of supporting density across the MDR zone without due regard to development feasibility, potential adverse amenity impacts and infrastructure servicing is considered to be inconsistent with the approach reflected in action 17 and the principle of evidence-based planning.

Unclear objectives / poor linkages with the analysis contained in the background report

- It is unclear what action 9 would achieve, and who would be responsible for its delivery. It appears to be of little value and potentially a waste of Council resources to review approved greenfield development, given it would have no regulatory powers to obligate a landowner to pursue higher density development opportunities.
- Action 10, as currently proposed, appears to be inconsistent with the analysis and recommendations contained in the background report. The background report states that the review of maximum building heights in the MDR zone should occur within 400m of a PCZ and no maximum storey height is referenced (p.36).

  However, action 10 in the draft RHS makes no mention of a further review being undertaken, and furthermore, proposes a maximum seven storey height limit within 800m of a PCZ. The rationale for proposing an alternative action with alternative parameters is not provided.
- The State Government's recognition of the need to review the capacity of the Southern Moreton Bay Islands (SMBI) to accommodate additional housing is supported. However, it is paramount that through the RHS, the State Government also commits to working in partnership with Council to undertake the review and to assist in funding and undertaking any requisite actions emanating from those investigations. This commitment would serve as an acknowledgement that many of the existing and emerging issues are a direct consequence of the State Government's decision to allow unfettered subdivision across the SMBI in the 1960s/1970s, before it relinquished administrative control to Council in 1973.

Actions that are consistent with proposed amendments and State Interest Review timeframes

Several actions within the implementation plan originate from current City Plan amendments Council has submitted to the State Government for State Interest Review. As such, they are supported in principle. However, if there is strategic alignment between the proposed amendments and actions in the draft RHS, it is unclear why the State Government has not, in the first instance, sought to expedite its review of the amendments so that they can implemented as soon as practicable. It is also unclear why these need to be listed as actions within the draft RHS, given Council has already demonstrated an intent to give them effect.

For example, the amendment that contains proposed reforms relating to rooming accommodation (action 18) was submitted to the State Government in January 2022 for State Interest Review. More recently, the State Government indicated that the associated draft ministerial conditions package had been agreed and that a decision to proceed to public consultation would be issued imminently. It has however been five months since this advice was provided.

The timeframes taken by the State Government to approve amendments that would appear to be directly aligned with the strategic objectives of the draft RHS (namely, they support housing diversity on the Redlands Coast) is of concern. Unless process reforms are implemented and review timeframes are significantly reduced, it is unclear whether the State Government will be able to deliver an expedited planning scheme amendment process, as referenced in the implementation plan (p. 61).

Council resources

The implementation plan outlined in the draft RHS identifies 26 actions, 16 of which are identified as 'short-term'. Given Council is expected to be the responsible party for the majority, if not all actions, it is unclear if the State Government has accounted for the potential time and resourcing implications the draft RHS will have on Council's standard business operations. It is also unclear if the State Government intends to contribute resources, whether financial or in-kind, to ensure these actions are completed in the timeframes identified in the strategy.

Key internal stakeholder feedback: infrastructure planning, funding and delivery

To provide further insights on the matters the State Government should consider and address when pursuing broad scale densification initiatives, specific feedback was sought from Council's key internal stakeholders for the relevant networks. The abridged comments are outlined under the relevant headings below.

Stormwater quantity

- The increase in density will result in greater site coverage and a significant reduction in pervious areas for the absorbance of stormwater. A consequence of this will be a potential increase to peak stormwater flows, velocities and volumes. Considering this will occur in existing developed areas where existing infrastructure is not necessarily designed to accommodate potentially significant additional density, the cost of retrofitting these areas may be a considerable burden on Council.
- There are limited options for Council to implement solutions to counteract the changes in the stormwater hydrology due to limited land availability and prohibitive costs.

Stormwater quality

- Increased urbanisation generally results in decreases to stormwater quality. This is typically greater in infill development areas when compared to greenfield areas, due to the absence of detailed master planning that can effectively facilitate the delivery of regional treatment solutions. Options for regional treatment areas to be retrofitted into existing catchments is not always possible due to site and topography. They also present a significant potential future cost burden to Council.
- Increases in stormwater hydrology because of increased density results in greater creek and riverbed erosion downstream of development. Given the limited number of regional treatment solutions in established areas this is of concern.

Water and wastewater

- Council's water and wastewater service provider is concerned about the quantum of the changes being proposed in the draft RHS and the impacts on these services. As with any changes contemplated in land use planning, to provide more accurate comments about the potential impacts, an understanding of whole of city growth projections and the geographical distribution of the growth is required.
- Over the last few years, Council has invested significant time and money in assessing the most efficient upgrade pathway for its wastewater treatment plant network. The recent changes proposed under the draft *ShapingSEQ* and the draft RHS may obligate Council to consider solutions that include costly discharge infrastructure into Moreton Bay.
- From this macro view of wastewater treatment, there are significant concerns, which will require detailed consultation with the Department of Environment and Science (DES), as the existing receiving water environment is unlikely to be able to support the increased loads contemplated in these proposed changes.
- Additionally, from a macro level, with Seqwater having recently released its updated Water Security Program based on current demand projections, the quantum of the proposed changes will impact the water supply infrastructure that supports Council under this plan.
- At a more detailed level, the proposed LDR 200m^2 amendment would require significant upgrades to the existing pipe network. The quantum of the changes will likely mean that individual pipe assets in streets will be undersized for provision of water supply and firefighting, which will likely result in the need to upsize entire networks. From an infrastructure provision point of view, the geographically dispersed application of these potential changes to lot sizes would prove to be difficult and costly to maintain levels of service.
- This whole of network implication would likely also apply to the wastewater collection system. Significant upgrades may be required to service areas where additional density is supported. It is further noted that difficulties exist with upgrading infrastructure in already built-up urban areas, along with the management of timing of these augmentations. Again, this is due to the relatively geographically dispersed application of the proposed changes to lot sizes.

Roads

- The road infrastructure network is the largest and often the slowest to react to change. As the strategy correctly notes, many residents are commuting outside the city to Brisbane City and other locations for work.

- Finucane Road, Mount Cotton Road and Redland Bay Road are already over capacity and long-term planning shows that capacity on the State Government network will get worse in the short to medium term without intervention. Providing additional density in areas such as Alexandra Hills, Cleveland, Victoria Point, Redland Bay and Mount Cotton would therefore require commitments from the State Government to upgrade the requisite parts of its network (i.e., through SEQIS/SEQIP).

STRATEGIC IMPLICATIONS

Legislative Requirements

Once finalised, the draft RHS will likely include actions that Council will be obligated to undertake and implement. The Planning Minister has regulatory powers to direct Council to undertake particular actions if required.

Risk Management

No risks are identified in making a submission on the draft RHS.

Financial

Significant cost implications may emanate from actions that form part of the implementation plan of the final RHS. The submission will ensure that such matters are formally considered by the State Government in finalising the RHS. This may require additional funding over and above the existing operating budget of the City Planning and Assessment Group.

People

The draft RHS includes an implementation plan with 26 actions. It is expected that Council will be assigned as the responsible entity for completing most, if not all, of these actions.

Environmental

References to environmental matters have been referenced, where relevant, in this report.

Social

The draft RHS identifies several actions that seek to address social and community matters (for example, housing affordability challenges) on the Redlands Coast.

Human Rights

The proposed matters to be raised in Council's submission on the draft RHS include reference to policy options that may support the delivery of public and affordable housing during the current housing crisis.

Alignment with Council's Policy and Plans

This report is consistent with the following objectives listed in *Our Future Redlands – A Corporate Plan to 2026 and Beyond*:

5.1 Enhance the unique character and liveability of our city for its communities through co-ordinated planning, placemaking, and management of community assets.:

5.4 Sustainably manage growth and quality development in the city through planning, implementation and management of the *Redland City Plan, Local Government Infrastructure Plan and Netserv Plan.*

CONSULTATION

Consulted	Consultation Date	Comments/Actions
Infrastructure and Operations (Roads and Drainage)	1 November 2023	Provided commentary on the potential impact of accommodating higher levels of population growth on Council infrastructure.
Infrastructure Planning and Charging Unit	27 October 2023	Provided commentary on the potential impact of accommodating higher levels of population growth on the Local Government Infrastructure Plan (LGIP).
Infrastructure and Operations (Waste and Water)	27 October 2023	Provided commentary on the potential impact of accommodating higher levels of population growth on Council infrastructure.
Councillor Briefing	23 October 2023	Considered feedback provided by elected members on the proposed contents of Council's submission on the draft RHS.

OPTIONS

Option One

That Council resolves to make a submission on the Draft Redlands Housing Strategy 2023-2046, as outlined in this report and Attachments 1, 2 and 3.

Option Two

That Council resolves to make a submission on the Draft Redlands Housing Strategy 2023–2046, as outlined in this report and Attachments 1, 2 and 3, as amended by Council.

Option Three

That Council resolves not to make a submission on the Draft Redlands Housing Strategy 2023-2046.

OFFICER'S RECOMMENDATION

That Council resolves to make a submission on the Draft Redlands Housing Strategy 2023-2046, as outlined in this report and Attachments 1, 2 and 3.

Attachment 1: General and specific commentary on the draft Redlands Housing Strategy (draft RHS)

General Comments

The following comments constitute part of Council's submission on the draft Redland Housing Strategy 2023-2046 (draft RHS). Further analysis and commentary is contained within the associated Council report and attachments.

- The aim of the draft RHS to deliver 'greater housing supply and diversity in the right locations, to meet the needs of both the current and future population of the Redland to 2046' (p. 9), is appropriate and supported. Similarly, the higher order strategic objective to facilitate increased density around centres and public transport nodes has planning merit. However, several of the proposed policy interventions, such as allowing small-lot subdivision (down to 200m^2) across large parts of the low density residential (LDR) zone, appear poorly thought-through and potentially have significant consequential impacts. Further, consideration of how such actions align with the aim and strategic objectives of the draft RHS, as well as how the measures will be practically implemented, is required.
- The State Government must share an equitable burden of the responsibility for implementing the requisite actions identified in the draft RHS, which appear to be primarily devolved to Council. The State Government's policy response to the unfolding housing crisis appears to be heavily focused on increasing housing supply. It is essential the State Government takes a lead role in delivering a comprehensive policy response to the housing crisis. For example, the State Government should commit to an urgent review of the Queensland Development Code to establish specific provisions that relate to smaller and micro-lots, as espoused in the draft RHS.
- The arbitrary timeframe set for completing the Redlands Housing Strategy has resulted in a compressed public consultation timeframe of 20 business days. This presents limited opportunities for the community to be meaningfully involved in the plan's development. The absence of key supporting information, such as mapping, has further served to limit the community's understanding of the scale and implication of the proposed changes.
- The implementation plan, as currently proposed in section 8 of the draft RHS, lacks cohesion. In many instances, the actions are not sequential, the actions are at cross-purposes with one another or there is a disconnect between the action and the analysis contained in the background report. This makes it difficult to understand what the priorities are, how the actions could be effectively implemented or what specific objectives are sought.
- Many of the actions outlined in the implementation plan are inconsistent with the State's intention to deliver gentle density: the 'the gradual, incremental approach to development that avoids abrupt changes in scale, density, or character that might disrupt existing communities' (p. 32). Without significant thought assigned to how design controls would be effectively implemented, using this approach could serve to increase community resistance to urban densification, particularly if poorly designed development resulting from the proposed changes proliferates across the urban area.

- The draft RHS outlines 26 implementation actions. Of those, 16 are identified as short term (immediate) actions. Although no responsibility is assigned, it is reasonably assumed that most of these are expected to be delivered by Council. This will have significant resourcing and budgetary implications and furthermore, detract from other bodies of work deemed a strategic priority by Council.
- While, as previously noted, the higher order strategic objectives and many of the proposed implementation actions are broadly supported, the draft RHS should recognise that Council as the local planning authority is best placed to adjust and refine these actions to support the unique needs of its community.
- There is a significant disconnect between what is proposed in the draft *ShapingSEQ 2023 udpdate (*draft *ShapingSEQ),* draft SEQ Infrastructure Supplement (SEQIS) and the draft RHS. In its submission on the draft *ShapingSEQ,* Council highlighted that the State Government is proposing significant additional growth on the Redlands Coast, without committing to upgrade the requisite State Government infrastructure networks. Accordingly, seeking to provide for significant additional dwelling capacity in a city already grappling with state infrastructure underinvestment is likely to further exacerbate existing issues, with consequential impacts for the character and liveability. Again, it is reiterated that the following actions and infrastructure should be identified in the South East Queensland Infrastructure Supplement (SEQIS) and South East Queensland Infrastructure Plan (SEQIP) at a minimum:
    - Completion of planning investigations and delivery of the full Eastern Busway extension to Capalaba.
    - The finalisation of planning investigations to improve rail services, as well as the duplication of the Cleveland train line between Manly and Cleveland.
    - High frequency public transport connections to Capalaba, Cleveland, Victoria Point and Southern Redland Bay through to Logan Hyperdome.
    - Upgrades to the State road network including key intersections. At a minimum, this would include:
        - A full upgrade for the Boundary Road/ Duncan Road/ Mount Cotton Road corridor from Thornlands to the Gateway Motorway (particularly if the Southern Thornlands Potential Future Growth Area is retained within the Urban Footprint despite Council's objection).
        - A full upgrade for the Cleveland – Redland Bay Road corridor.
    - New community infrastructure such as schools and emergency service facilities (e.g., hospitals, police stations, ambulance stations, fire stations and the like).
- From an infrastructure servicing perspective, the quantum of growth potentially provided for in the strategy, as well as uncertainties regarding the geographical distribution and timing of development opportunity take up, makes planning and delivery problematic. Significant whole of network implications will emanate from the changes as currently proposed, with consequential impacts for Council's long-term financial sustainability.
- It is requested that the State Government commits to an urgent review of the regulated infrastructure charge regime. The revised framework must maintain the long-term financial sustainability of Council and allow for pricing signals to be used as a tool to manage future urban growth.
- The State Government's recognition of the need to review the capacity of the Southern Moreton Bay Islands (SMBIs) to accommodate additional housing is supported. However, it is paramount that through the strategy, the State Government also commits to working in partnership with

Council to undertake the review and to assist in funding and undertaking any requisite actions emanating from those investigations. This commitment would serve as an acknowledgement that many of the existing and emerging issues are a direct consequence of the State Government's decision to allow unfettered subdivision across the SMBI's in the 1960s/1970s, before it relinquished administrative control to Council in 1973.

- While the draft RHS refers to working in partnership with Council to deliver an expedited planning scheme amendment process (p.61), recent experience raises doubts as to the State Government's ability to deliver on this commitment. This is particularly relevant given the potential number and scope of amendments currently outlined in the implementation plan.
- Council's Housing Supply Statement (see Attachment 3) responds to the housing supply statement guidance material and questions posed by the State Government. It outlines how Council intends to accommodate the dwelling supply targets for the 2026, 2031 and 2036 timeframes, as reflected in the draft *ShapingSEQ.*

Specific comments

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
1	Implement relevant parts of the 04/20 – Major Amendment medium density residential code review.		This is consistent Council's policy position to progress 04/20 – Major Amendment – medium density residential code review.
2	Review category of assessment for gentle density housing products and update the City Plan as required.	 Further information is required.	The draft RHS indicates gentle density housing typologies include: small studios or Fonzie flats, duplexes, row or terrace houses, triplexes or quadraplexes and multiple dwellings (i.e. low-rise townhouses or units). Consistent with the draft *ShapingSEQ*, this action seeks for the review to be undertaken with a view to ensuring that such uses are code assessable at a maximum in all residential zones where local communities have been engaged (p. 85). As such, the following points are noted: • Low density residential (LDR) zone: Multiple dwellings (which include triplexes and quadplexes) are not consistent with the purpose of the zone code. As such, these uses are currently impact assessable in City Plan. • Low-medium density residential (LMDR) zone: Each of the uses is code assessable in this zone (excluding precincts), where height is 8.5m or less. No further review is considered necessary. • Medium density residential (MDR) zone: Each of the uses is code assessable in this zone (excluding precincts), where not exceeding maximum building height criteria. No further review is considered necessary. If low-rise multiple dwellings were to be supported across the LDR zone, it questionable what would differentiate the LDR zone from the LMDR zone. As a general comment, further

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			consideration is required to ensure the purpose of the various residential zones is not compromised by the actions outlined in the strategy. If the State Government were to implement this action as currently proposed, it is paramount that at the same time, appropriate design provisions are incorporated within City Plan to reduce adverse impacts. This will serve to improve design outcomes and ultimately, community acceptance for the housing typologies which the proposed reforms intend to facilitate. See commentary on action 26 for further information.
3	Update the City Plan to provide for freehold title townhouse/terrace style development with further guidance for implementation (it is noted that this is provided for within 04/20 – Major Amendment - medium density residential code review).		This is consistent with Council's adopted policy position to progress 04/20 – Major Amendment - medium density residential code review. It is unclear why this proposed amendment has been decoupled from action 1. As such, it is suggested that actions 1 and 3 be consolidated.
4	Provide for multiple dwellings and retirement facilities to be developed within the low density residential zone through a streamlined planning scheme amendment process.	 Further information is required.	The background report states that permitting these uses in the LDR zone as low-rise development (1 -3 storeys) would assist in catering for an ageing population by providing more opportunities for people to age in place and stay within their communities. Appropriately, the background report notes that in the medium term, further consideration of where these uses are supported across the city is required (p. 25). However, this is identified as a short-term action and as currently worded, the action indicates the State Government supports the uses being delivered across the entirety of the LDR zone. This approach is inconsistent with the analysis contained in the background report and furthermore, as outlined in commentary on action 2, allowing for multiple dwellings across the entirety of the LDR zone (as code assessable uses) would conflict with the purpose of the zone code. This could result in

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			significant changes to the amenity and character of existing established residential neighbourhoods. While in certain localities this proposal may be appropriate, further consideration of contextual suitability, including the factors referenced above, is required before giving effect to this proposed reform.
5	Update category of assessment for dwelling house in the medium density residential zone. Remove dwelling house as a land use that is envisaged within the medium density residential zone, as currently stipulated in the Purpose of the code (it is noted that this is provided for within 04/20 – Major Amendment - medium density residential code review).		In principle, the intent of this proposed amendment is supported. However, from a practical perspective, the impacts of the proposed change are likely to negligible. This is because for landowners seeking to replace their existing dwelling house, there would be no 'trigger' for assessment against City Plan, as such development would not constitute a material change of use. Given the above, it is considered that the proposed amendment would only impact MDR zoned allotments that are vacant. The majority of existing MDR zoned allotments that do not contain multiple dwellings on the Redlands Coast contain a dwelling house.
6	Reduce the minimum lot size in the low density residential zone (other than within an LDR precinct) to: a) 250m^2 where within 400m of a district, major or principal centre zone;	 Some of the proposed	In principle, the preferred location for accommodating higher residential densities is in proximity to existing jobs, services, public transport nodes and lifestyle opportunities. In City Plan, these localities predominantly frame Council's activity centre network, with the highest dwelling densities supported in proximity to the Principal Regional Activity Centre's of Cleveland and Capalaba.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
	b) 300m^2 where within 400m-800m of a district, major or principal centre zone; c) 350m^2 where within 400m of a local or neighbourhood centre zone; d) 250m^2 where within a greenfield development that is master planned; e) 200m^2 where three or more contiguous lots are created and built form is delivered in the form of an integrated development. Outside the areas defined above, allow development in the low density residential zone at a density of: f) 1 dwelling per 300m^2 where for a dual occupancy on a corner lot; g) 1 dwelling per 250m^2 where for multiple	changes are supported.	In this regard, while proposals 6 a) - c) hold general merit, if implemented without due regard for the sequencing of actions in the implementation plan, they would conflict with action 17 most notably, as well as actions 21 and 24. These are currently identified as medium to long term actions. For example, if Council were to consider expanding the spatial extent of the MDR zone, the most logical locations for this to occur would be in proximity to the existing MDR zone. As the MDR zone mostly frames the principal centre (PCZ), major centre (MCZ) and district centre zones (DCZ), allowing small-lot subdivision in the short-term could compromise the ability to deliver MDR development in these localities in the longer-term, due to increased land fragmentation. To avoid this outcome, a more logical sequence to follow would be to complete action 17, and potentially actions 21 and 24 in the first instance. In summary, allowing small lot subdivision within 400m of the relevant centre zones is not supported. These areas are considered the most suitable locations to expand the footprint of the MDR zone, if deemed contextually appropriate through further analysis. As outlined in action 17, subject to further analysis, the potential expansion of the LMDR zone should also be considered. Logically, areas within 400m-800m of the relevant centre zones may be appropriate locations for this to occur, given this would allow for a gradual transition of building heights and limiting interface issues with the adjoining LDR zone. In these areas, it may be appropriate to support reconfiguration that allows for smaller lots, given these areas generally exist within a walkable catchment of jobs, services, and public transport. Supporting 250m^2 lots or potentially smaller where within a greenfield development is supported (proposal d)), given newly developing areas do not have an existing urban character that would otherwise be impacted by reduced lot sizes. Also, in such localities, infrastructure can be appropriately designed and delivered in accordance with anticipated future residential densities, limiting the need to augment existing networks. In this regard, it may be appropriate

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
	dwelling (at least three dwellings) on a corner lot.		to remove a minimum lot size entirely, to allow development proponents to tailor housing products to meet the needs of the market. It is noted that in Southeast Thornlands, lots below 150m^2 have been delivered with high quality built-form outcomes. Proposal e) is considered a poorly though out policy response. In the first instance, it would support increase residential densities further away from the existing centres network than a) - d). This is considered counter-intuitive to the higher order principle of delivering higher residential densities in proximity to existing jobs, services, public transport nodes and lifestyle opportunities. This is further validated in the background report, which suggests that reduced minimum lot sizes in the LDR zone could be considered 'where within a certain distance of a centre zone, or where delivering a certain type of housing product (e.g. multiple dwelling or dual occupancy on a corner lot)' (p. 11). Secondly, it does not appear to consider the consequential impacts from an infrastructure servicing perspective; namely that infrastructure within existing LDR areas has not been designed to accommodate the potential quantum of growth allowed for by the proposal and future augmentation, at significant cost, may be required. Furthermore, it would be extremely difficult to anticipate what rates of take-up would be likely if Council were to revisit its infrastructure planning, funding, and delivery framework through its Local Government Infrastructure Plan (action 13). The proposal could also undermine action 17. This is because supporting smaller lot creation in the short-term would potentially compromise the ability to expand the LMDR and MDR precincts in the long term; precincts that would most logically be expanded laterally from their existing footprints. In other words, further subdivision would undermine the ability to realise further densification in proximity to centres by increasing the level of lot fragmentation. Due to their unique contextual circumstances as island communities, supporting reduced lot sizes as outlined in action 6 is not supported in the LDR zone on Coochiemudlo Island and North Stradbroke Island.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			Finally, the proposal appears to completely undermine the State's intention to deliver gentle density, 'the gradual, incremental approach to development that avoids abrupt changes in scale, density, or character that might disrupt existing communities' (p. 32). Without significant thought assigned to how design controls would be effectively implemented (action 26), using this approach could serve to increase community resistance to urban densification, particularly if poorly designed development resulting from the proposed changes proliferates across the urban area. In summary, proposal e) is not supported. Proposal f) is supported, given it closely aligns with a Council-endorsed amendment that supports dual occupancies being delivered on 700m^2 allotments in the LDR zone. Dual frontages would potentially allow for diminished amenity impacts and provide for additional flexibility regarding dwelling layout. Proposal g) has general merit and would be consistent with delivering gentle density. Further consideration of how a corner lot is defined may be required.
7	Reduce the minimum lot size in the low-medium density residential zone (other than within an LMDR precinct) to: a) 200m^2 where within 400m of a district, major or principal centre zone; b) 250m^2 where within 400m-800m of a district,	 Some of the proposed changes are supported.	The same comments outlined in section 6 above apply in this context. Further, it is noted that: • No lots exist that would qualify for a). • A relatively small number of lots (79 in total) qualify for b). The above findings are based on GIS analysis prepared by Redland City Council.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
	major or principal centre zone; c) 300m^2 where within 400mof a local or neighbourhood centre zone; d) 200m^2 where within a greenfield development that is master planned; e) 150m^2 where three or more contiguous lots are created and built form is delivered in the form of an integrated development.		
8	Create a dwelling house (small lot) code, to have greater control over the design of development on small lots and amend City Plan accordingly.		It is unclear if the State intends to prepare the code for Council's adoption, or if this would be a Council responsibility. Regardless, how a future dwelling house (small lot) code is triggered for assessment requires further consideration. Noting that Schedule 6, Part 2 of the *Planning Regulation 2017* indicates that in many instances, a planning scheme is prohibited from making a dwelling house assessable development in a residential zone, practical implementation may be problematic. As outlined in its submission on the draft *ShapingSEQ,* a more prudent course of action would be for the State Government to commit to updating the relevant parts of the Queensland Development Code, given many sections were last updated in 2010. Due to shifting needs and consumer preferences, the Queensland Development Code (QDC) is not considered to be current or fit for purpose, particularly when considered with regard to the lot sizes envisioned

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			in the strategy. These provisions apply by default in instances where for example, a dwelling house is not made assessable against a planning scheme. Reviewing QDC is well overdue and should form part of a comprehensive policy response to the housing crisis, given the State Government has indicated it intends to consider rolling out similar planning reforms across other local government areas.
9	Investigate existing approved greenfield development areas for revised lot sizes, site coverage and conditions, including allowing local or neighbourhood centres to support increased housing densities and other incentives to encourage industry take up.		It would not be considered appropriate for Council to be assigned as the responsible party for delivering this action. Given a private development proponent would logically seek to maximise the yield and profitability of any given greenfield development site (i.e., if the proposed amendments take effect), there is limited value in retaining this as an action.
10	Increase maximum building height within the medium density residential zone to 7 storeys, where within 800m of a principal centre zone.		The action as currently proposed is not supported. However, a more nuanced approach, based on a more detailed understanding of the contextual appropriateness of such changes as well as financial feasibility, may be appropriate. In this regard, the following points are noted: • There appears to be a lack of an evidence basis for this proposal. The background report states that the review of maximum building heights should occur within 400m of a PCZ and no maximum storey height is referenced (p.17). However, as the action currently reads: o no further review is referenced. o the nominal distance has been increased to 800m from a PCZ. o a maximum building height of 7 storeys is referenced.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			This serves to demonstrate the inconsistency between background report recommendations and the action proposed. • Supporting information, including demonstrated scenario testing and financial analysis to provide an evidence basis to support this change should be provided. • Allowing for 7 storeys across the entirety of the MDR zone within 800m of a Principal centre does not adequately consider potential adverse amenity and functional impacts, including: ○ Facilitating a gradual transition of building heights. ○ Protecting important view lines/vistas. ○ Preventing interface issues where directly adjoining the LDR zone, such as impacts on privacy and overshadowing. ○ The capacity of the existing infrastructure network to accommodate the quantum of growth envisioned. These matters require further consideration before progressing with changes of this nature. • City Plan currently refers to building height in metres, not storeys. For consistency, this approach should be maintained to avoid ambiguity.
11	Require future greenfield development to incorporate low medium density and medium density residential zones to facilitate a mix of housing types and lot sizes at varying densities (including setting a minimum density of		Maximising the efficient utilisation of greenfield land is supported. Setting higher dwelling density targets will ensure this objective is achieved.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
	approximately 25 dwellings per hectare) in new communities, particularly if new centre zones are created through master planning.		
12	Review the capacity of the Southern Moreton Bay Islands to accommodate additional housing.	 Further information is required.	Due to the way this action is worded, it is unclear what the objectives are. Further information is required and the following points are noted: • The housing supply analysis contained in the background report indicates that approximately 1,600 dwellings will be delivered on the SMBI's in the period 2021-2046. This would indicate an average annual growth rate of 64 dwellings. • As outlined in the Redland Coast Dwelling Capacity Review prepared by Land Supply Insight, for the SMBI between 2016-2022, estimated dwelling growth on the islands was 1,047 dwellings (including 1,045 houses) representing an average annual growth rate of 174 houses (ABS 2022). This is significantly above the rates of growth anticipated in the background report. • Noting the above and that approximately 6,500 vacant residential lots remain on the SMBIs, it is expected that the current rate of growth is maintained and may potentially increase in the future, recognising its relatively lower land costs and current affordability constraints on the mainland. If this were to occur, the dwelling supply for the SMBIs to 2046 could be more than 4,000 dwellings. • Furthermore, unless regulatory controls are put in place to limit dwelling growth on the SMB's, its dwelling capacity should not be discounted from Council's overall dwelling capacity. Based on the historical context and points raised above, if the State Government intends to retain this action, it is considered critical that it also commits to working in partnership with

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			Council to undertake the review and to assist in funding and undertaking any requisite actions emanating from those investigations.
13	Review and update Local Government Infrastructure Plans to reflect anticipated changes in population growth that is aligned with this draft Strategy.		This action is generally supported. However, regard must be had to the issues identified in this report, such as the appropriateness of facilitating small lot residential subdivision across large parts of the urban area (as reflected in action 6).
14	Explore provisions to facilitate the delivery of secondary dwellings and ensure the continued provision of lot and dwelling sizes large enough to accommodate these housing types throughout the city, where appropriate.		As secondary dwellings fall within the definition of a dwelling house and this is an accepted use across the majority of the LDR zone, it is considered that there are relatively few obstacles to delivering this type of development across the Redlands Coast. Again, there appears to be a poor connection between the proposed action and the analysis contained in the background report, as no further details are provided on specific issues that have been identified within City Plan. As such, the objective of 'exploring provisions' is unclear. Reference is again made to Schedule 6 of the *Planning Regulation 2017.* Unless the State Government intends to seek for dwelling houses to become assessable in the LDR zone, the value of incorporating additional provisions within City Plan may be limited.
15	Review the current master planning for the Cleveland and Capalaba principal activity centres.		There appears to be a poor connection between the proposed action and the analysis contained in the background report, as no further details are provided on what specific objectives are sought by reviewing the master plans for Cleveland and Capalaba. While it is acknowledged that these localities are identified as 'high amenity areas' suitable for accommodating increased housing densities and diversity, it is unclear why this is proposed to occur through a master planning exercise. As demonstrated through land supply development monitoring (LSDM) reporting prepared by the State Government, there is significant existing dwelling capacity in these areas that has not been realised. When considered in combination with the State Government's proposals to significantly increase dwelling capacity through MDR amendments (action 10), as well as reduced lot sizes in proximity to the activity centres network (actions 6, 7 and 10), it is questionable what the master planning exercise would seek to

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			achieve, given providing for significant additional capacity in these areas appears a fixed outcome.
16	Review car parking requirements for residential land uses within residential and centre zones and amend City Plan accordingly.		The rationale provided for this action is 'to reduce car requirements in areas well-serviced by public transport infrastructure' (p.65). Subject to budget availability, Council's Transport Planning Unit intends to undertake this body of work in the short-medium term. If the State Government believes this action needs to be implemented as a matter of priority, it could mandate this outcome using its existing regulatory powers.
17	Following land analysis, expand and consolidate the designation of the medium density residential zone and low medium density residential zone within the City Plan, by identifying further areas that could accommodate more housing growth (including consideration of precincts and desired building heights within those precincts).		Noting that this is intended as a medium-term action, it should be highlighted that the proposed amendments to support reduced lot sizes in proximity to the existing centres (and by virtue, the existing LMDR and MDR zones), as a short-term action could undermine this body of work. As the State Government would be aware, a significant constraint to realising development potential in higher density residential areas is the ability to consolidate land parcels. By allowing further subdivision in the LDR and LMDR zones that would otherwise be logical locations to extend the MDR and LMDR zones, potential future development viability may be compromised. A more prudent course of action would be review the spatial extent of the MDR and LMDR zoned land prior to supporting reduced lot sizes in these localities. As such, it is suggested that this action be re-assigned as a high priority short-term action.
18	Update the category of assessment for rooming accommodation in the Low-density residential zone.		Council has proposed this amendment as part of 02/20 – Major Amendment – General, which is currently with the State Government for consideration part of its State Interest Review. On this basis, the proposal is supported. It is questioned why such an action has been identified as a medium, as opposed to a short-term action.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
19	Following review, revise master planning for the Cleveland and Capalaba principal activity centres to address direction from this draft Strategy including improved density, diversity, and character and reflect this through City Plan amendments.		Refer to comments on action 15. As this is a follow-on action, consider merging with action 15.
20	Update City Plan to manage and guide growth and the development pattern for housing in line with this draft Strategy.		This is an all-encompassing action to undertake the requisite amendments to City Plan. Other actions (e.g., action 19) also refer to giving effect to amendments. To avoid duplication and for consistency, consider the appropriateness of retaining this as a separate action.
21	Consider areas of neighbourhood character, design and environmental features and where appropriate, develop a neighbourhood planning program to provide for tailored outcomes within defined areas within Redland and amend City Plan over time.		In principle, this action is supported. Council as the local planning authority is best placed to determine where and how future growth is located and provided. As outlined in earlier commentary (e.g., action 6), some of the actions, as currently proposed, could result in significant changes across large parts of the existing urban area. The scope and scale of these proposed changes could undermine the efficacy of pursuing a neighbourhood planning program that would otherwise seek to protect and enhance the unique contextual differences of the city's communities. As such, neighbourhood planning would logically need to occur prior to pursuing any regulatory changes that would support significant urban densification occurring (i.e. as a short term action).

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
22	Consider innovative housing typologies for alternative living arrangements and amend City Plan to provide for tailored provisions to accommodate these housing typologies, such as: • build to rent • co-living/Shared living • tiny homes • group housing • freehold micro lots and micro housing • freehold small lot housing • shop top housing • cluster housing • socially and financially sustainable model housing (Nightingale model)	 Further information on what 'considerations' are required should be provided.	The City Plan already provides for most of these dwelling typologies, such as tiny homes, group homes, small lot, and shop-top housing. The proposed reforms outlined in action 6 (for example), could further increase the capacity to deliver these typologies across the Redlands Coast. Again, it is unclear what specific issues have been identified in the analysis of the background report that would provide guidance to Council regarding the need to pursue further amendments. As a general comment, it is unclear how City Plan could be amended to provide for build-to-rent and nightingale model housing, as these are not specific housing typologies, but rather relate to how the projects are funded, delivered, and managed by external proponents. Additionally, cluster housing is not a term readily used in Queensland planning vernacular, so it is unclear what this development is and how it is differentiated from say, a multiple dwelling.
23	Develop an incentives policy/ mechanism (including both land use and infrastructure incentives) for the delivery of the above alternative housing		Council already operates under a capped infrastructure charging framework that limits its ability to recover the full cost of delivering infrastructure. The proposed action for Council to further subsidise development using general revenue or debt is not considered appropriate from an equity perspective and as such, is not supported.

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
	typologies or housing models (or similar) within the City.		It is further noted that in Council's submission on the draft *ShapingSEQ*, Council highlighted the importance of reviewing the current capped charge framework. A key reason for doing so would be to ensure the long-term financial sustainability of Council is not further compromised.
24	Undertake further planning to determine what opportunities exist to unlock growth in the high amenity areas around the Birkdale, Ormiston, Wellington Point and Thorneside train stations and amend City Plan accordingly.		This proposal could be merged with action 17. These localities would be logical areas to consider the expansion/consolidation of the LMDR and MDR zones to potentially provide for increased residential densities, subject to further investigations.
25	Undertake a broader review of the categories of assessment and City Plan provisions around other aged care housing typologies, such as residential care facilities and relocatable home parks and amend City Plan accordingly.		Currently in City Plan: • residential care facilities are code assessable where within the LMDR and MDR zones, where consistent with the nominal maximum building height values. • relocatable home parks are code assessable in the Tourist accommodation zone, where consistent with the nominal maximum building height. Commentary from the background report appears to indicate that a review should be undertaken examining the potential to support the aforementioned uses in the LDR zone (p. 25). However, if this is the intent, it is unclear why this proposal is not merged with action 4. If this is not the intent, it further demonstrates the poor connection between the background report and subsequent actions proposed in the strategy. For example, the following matters are unclear: • What considerations are of specific relevance when providing for these uses (e.g., are there specific locational requirements that should apply)?

#	Proposed action	Officer support (Yes, No, Partly, Uncertain)	Officer comment/s
			• What is the State Government's objective: Is simply it to make these uses code assessable in the LDR zone? • What further guidance does the background analysis provide that would enable an efficient and targeted review to be undertaken (e.g., does the analysis indicate that the current provisions in City Plan make it unviable to deliver these housing typologies to market)? Notwithstanding the above, it would be considered entirely appropriate for relocatable home parks to form part of the broad suite of housing typologies offered in greenfield areas. As such, it may be prudent for the wording of action 11 to be updated accordingly.
26	Develop a guideline for the design and delivery of gentle density housing products to support the delivery of more of these housing types within the low density and low medium density residential zones.		This action is supported in principle. However, it is considered a short-term high priority action. Ultimately, community acceptance of newer housing typologies will be contingent on ensuring new development is designed to a high standard.

As outlined in the table above, many of the proposed actions outlined in the strategy are considered to have merit. However, as a general comment, the sequencing of actions outlined in the implementation plan lacks coherence and further revision is required to ensure actions do not conflict with one another or compromise higher order strategic objectives. In summary, of the 26 actions proposed, 16 are supported, 2 are supported in part, 4 are identified as uncertain (further information must be provided before a position is reached) and 4 are not supported.

Attachment 2: Redland City Council – Housing Supply Statement

1. Purpose

The draft *ShapingSEQ* 2023 Update (draft *ShapingSEQ)* provides new population projections and dwelling supply targets for the SEQ region and each local government area. The final *ShapingSEQ* 2023 will also include new dwellings diversity and density targets. This Redland Housing Supply Statement responds to the housing supply statement guidance material and questions posed by the Department of State Development, Infrastructure, Local Government and Planning (the department) and considers how the dwelling supply targets proposed in the draft *ShapingSEQ* can be accommodated in Redland City.

2. Draft *ShapingSEQ* – population projections and dwelling supply benchmarks

The draft *ShapingSEQ* population projections estimate the population of Redland City will increase from 161,700 persons in 2021 to 212,000 by 2046. This represents an increase of approximately 50,000 persons. To accommodate the projected population, the draft *ShapingSEQ* establishes a dwelling supply target of 20,000 dwellings needing to be provided over the 2021-2046 timeframe. At this stage, the department has provided the interim dwelling supply targets that align with the draft *ShapingSEQ*, however the dwelling diversity and density targets will not be released until the new *ShapingSEQ* is finalised. The department have advised their expectation is a significant amount of the projected increased population growth will occur within the next 5 years.

3. Redland Coast dwelling supply

During the drafting of the draft *ShapingSEQ*, the draft *ShapingSEQ* project team advised they had assessed the Redlands Coast as having capacity to provide an additional 17,850 new dwellings. Throughout the drafting process, Council officers consistently raised concerns with the assessed dwelling capacity and sought additional information on how this had been calculated.

Council, through its formal submission on the draft *ShapingSEQ,* noted that the assessed capacity is significantly lower than the estimate referenced in the department's last published Land Supply Development Monitoring (LSDM) report from 2021 and unpublished 2022 version. These reports showed current planning provisions provided capacity for over 40,000 new dwellings. The LSDM report dwelling supply estimate is similar to the dwelling supply calculated through development projections work completed by independent consultancy firm PIE Solutions for Redland City Council in 2021. In addition, during the public consultation phase on the draft *ShapingSEQ*, Council engaged Land Supply Insights to perform an independent review of the Redlands Coast dwelling capacity. A copy of Land Supply Insights Dwelling Capacity Review is attached in support of this Housing Supply Statement (Attachment 3). In summary, the review makes the following key findings:

- The stated ultimate dwelling capacity figure used by the draft *ShapingSEQ* project team to inform the draft *ShapingSEQ* is not a valid dwelling capacity for the Redlands Coast.

- Work prepared by independent consultancy firm PIE Solutions, to inform preparation of Council's new Local Government Infrastructure Plan (LGIP), is considered to represent the best existing measure of dwelling capacity.
- The ultimate dwelling capacity of the Redlands Coast is estimated to be approximately 109,000 dwellings, representing growth from 2021 of 44,000 dwellings.
- Based on adjustments to the draft *ShapingSEQ* project team's Model for Urban Land Use and Transport Interaction (MULTI) – business as usual baseline model, when accounting for factors such as historical rates of take-up, Redlands Coast has an estimated realistic availability of 85,094 dwellings to 2046 (20,080 new dwellings), comprising 12,692 detached and 7,388 attached dwellings. This closely aligns with the nominal dwelling supply sub-targets of 12,500 detached and 7,500 attached dwellings, as provided by the draft *ShapingSEQ* project team during the drafting of the draft *ShapingSEQ*.
- Given the elements of uncertainty and associated conservatism in making the estimates within the report, there may be scope to significantly increase the assessed realistic availability on the Redlands Coast.
- Expected dwelling growth by five-year increments, based on realistic availability and equivalent pro-rata adjustments to the BAU scenario projections (as discussed above) as prepared by Land Supply insights, is outlined in the table below.

Year	Dwelling type	**Review estimates**
2021	Detached	**54,083**
	Attached	**10,932**
	Total	**65,014**
2026	Detached	**58,799**
	Attached	**12,616**
	Total	**71,415**
2031	Detached	**62,126**
	Attached	**14,030**
	Total	**76,156**
2036	Detached	**64,212**
	Attached	**15,278**
	Total	**79,489**
2041	Detached	**65,750**
	Attached	**16,461**
	Total	**82,210**
2046	Detached	**66,775**
	Attached	**18,319**
	Total	**85,094**

The draft *ShapingSEQ* is proposing to include land in Southern Thornlands in the Urban Footprint for the purpose of providing land for residential, commercial and industrial development. The department has indicated the area would provide for approx. 7,000 dwellings. Recognising Council has sufficient zoned land and redevelopment opportunities to accommodate over 43,000 dwellings and Land Supply Insights has conservatively assessed Redlands realistic availability at 20,080 dwellings, Council in its submission on the draft

ShapingSEQ noted there is no evidence basis that exists to justify the inclusion of additional land within the Urban Footprint for residential purposes.

Accommodating future residential growth to 2046 in the existing urban area is considered to be the optimal strategic planning approach, as it will allow the Redlands Coast to take advantage of existing and planned infrastructure and preserve the opportunity to provide employment generating uses in the Southern Thornlands area in the medium to longer term. It will also ensure the potentially significant costs associated with servicing a new expansion area are avoided, improving Council's overall financial sustainability.

In addition, the department is currently consulting with the community on their draft Redland Housing Strategy (draft RHS). The draft RHS is proposing to significantly increase building heights within medium density residential zoned land and reduce lots sizes within low density residential zoned areas. These proposed changes, if given effect, will also significantly increase the ultimate dwelling capacity of the Redlands Coast.

In summary, Council maintains that current planning provisions provide sufficient dwelling capacity within the existing Urban Footprint to accommodate the proposed population and dwelling projections of the draft *ShapingSEQ*. Furthermore, the Redlands Coast can satisfy the nominal sub-targets identified, being approximately 12,500 detached and 7,500 attached dwellings to 2046. As mentioned in the key findings, recognising Land Supply Insight's review is based on a conservative approach, there is likely significant scope to increase the assessed realistic availability within Redlands Coast.

4. Review of dwelling densities within the medium density residential zone

A previous independent land supply review prepared for Council in 2014 estimated that approximately half of the medium density residential zoned areas on the Redlands Coast would be developed over the medium to longer term and provide for approximately 5,000 additional dwellings. These estimates were based on a maximum building height of 3 storeys and dwelling densities of between 35 – 45 dwelling per hectare.

Recent analysis of constructed medium density developments shows the dwelling densities being achieved are in the range of 60 – 175 dwellings per hectare. This analysis has also confirmed there is approximately 400 hectares of medium density residential zoned land within Redland Coast. Of this, approximately 80% is still capable of being developed for medium density development. Based on revised dwelling densities more closely aligned with what is being achieved through current development (75 and 100 dwellings per hectare), the existing undeveloped medium density residential zoned areas (approximately 300ha) in the city could theoretically accommodate 22,500 to 30,000 additional dwellings. With targeted intervention and in particular delivery of key regional shaping infrastructure, there is a significant opportunity to unlock this existing supply of new dwellings in the medium density residential zones over the next 25 years.

Housing Supply Statement guidance material - responses to key questions

1. Where are the areas of primary concern in achieving the dwelling supply targets and why?

The key areas of concern for Redland City Council include:

a. Draft *ShapingSEQ* population projections

The 2023 edition of the Queensland Government Statistician Office (QGSO) population forecasts to 2046 were publicly released on 12 June 2023, almost 3 months after the *ShapingSEQ* review process commenced. As with previous iterations, they include low, medium, and high series population projections. QGSO population projections have previously been the single point of truth for population forecasts and used to inform the *ShapingSEQ,* with the current *ShapingSEQ* 2017 utilising the medium series QGSO figures (2015 edition).

Shortly after the QGSO 2023 edition population forecasts were made available, the draft *ShapingSEQ* project team informed the Local Government Working Group (LGWG) that they had adopted a different set of population projections for the draft *ShapingSEQ*. The rationale provided for generating these revised projections was to account for:

- Queensland Audit Office recommendations for the department to consider the Department of Transport and Main Roads strategic transport modelling (MULTI model); and
- More recent data such as Australian Bureau of Statistics (ABS) estimated residential population figures and international migration levels reflected in federal budget papers.

The draft *ShapingSEQ* project team further explained that, in the view of the Department of Transport and Main Roads and the department, a growth rate of 1.8% should be applied across the region based on 'current trends and calls from our stakeholders to not underestimate growth'.

This raised several concerns, including:

- The population projections developed by the QGSO, the State Government's specialist socioeconomic forecasting unit, have not been used. These projections assume a 1.6% population growth rate and are based on a robust and transparent methodology that is published online, which already account for the impacts of the COVID-19 pandemic and its impacts on net migration rates.
- If the draft *ShapingSEQ* project team believed the QGSO 2023 edition population forecasts to be outdated, it could have supplied its updated data to the QGSO to develop a revised set of forecasts.
- It is not clear whether a 1.8% growth rate is realistic or defensible, as the specific methodology used to derive this figure has not been made available.
- No assurances have been provided that other State Government agencies will be using the new population and dwelling figures, potentially leading to a mismatch in future infrastructure provision.

In the Redlands Coast context, it is notable that the population projections used in the draft *ShapingSEQ* are more than 50% higher than the QGSO high series projections as shown in the following table.

Projection source	Redlands projected population (2046)	Population increase on 2021 figure*	Officer comment/s
QGSO (2023 edition)	Low: 173,098	11,368 (+7%)	The current *ShapingSEQ* uses QGSO medium series population and dwelling projections. If this data had been used in the draft *ShapingSEQ* 2023 Update, the forecast population of the Redlands Coast in 2046 would have been 183,649 persons.
	Medium: 183,649	21,919 (+13.6%)	
	High: 194,908	33,178 (+20.5%)	
MULTI – BAU baseline model	197,369	35,639 (+22%)	This is also referred to as the Business as Usual (BAU) scenario and outlines what would be expected to occur if current policy settings were maintained.
MULTI – final model	212,279	50,549 (31.3%)	The MULTI – final model underpins the draft *ShapingSEQ* 2023 Update. The assumptions and methodologies used to generate this scenario in MULTI have not been provided to local government.

*From 2021 figures of 161,730 (estimated residential population)

Table 2: SEQ and Redlands Coast population projections.

In summary, other SEQ Councils and Council have not been provided with adequate opportunities to gain a deep understanding of the inputs and assumptions used, or the MULTI model itself. The draft *ShapingSEQ* requires the city to accommodate more than 50,000 additional people between 2021 – 2046, more than 50% higher than QGSO high series projections.

b. Draft *ShapingSEQ* – Redlands Coast assessed dwelling capacity

To support the upwardly revised population projections, the draft *ShapingSEQ* indicates approximately 20,000 new dwellings will be required to be provided on the Redlands Coast over the timeframe 2021 - 2046. To accommodate the allocated portion of regional population growth, approximately 12,500 detached and 7,500 attached dwellings will need to be provided.

Regarding dwelling capacity, the draft *ShapingSEQ* project team has stated that an ultimate dwelling capacity figure of 82,864 dwellings was used for the Redlands Coast and that this was derived from documentation informing Council's current Local Government Infrastructure Plan review. This indicates the Redlands Coast has a capacity for 17,850 new dwellings, based on its 2021 baseline figure of 65,014. Use of this figure significantly

underestimates the dwelling capacity on the Redlands Coast, for which the following comments and observations are made:

- During preparation of the draft *ShapingSEQ*, Council officers advised the draft *ShapingSEQ* project team that the 17,850 dwelling capacity figure did not appropriately reflect the dwelling capacity of the Redlands Coast.
- The dwelling capacity identified in the draft *ShapingSEQ* is significantly lower than those referenced in the latest publicly available Land Supply and Development Monitoring (LSDM) Report from 2021, the unpublished LSDM from 2022, Council's work on development projections and the 2023 Land Supply Insights Report 2023.

2. What can local government do differently to help achieve the identified targets?

There are a range of things that Council has done, or that it is currently doing, that help support the achievement of current *ShapingSEQ* dwelling targets and will help to achieve the new dwelling targets. These include:

Manage and maintain City Plan

City Plan provides the framework to manage future growth and development on the Redlands Coast. As noted earlier, through Land Supply Insights review, LSDM report and internal work Council's City Plan has been assessed as providing sufficient zoned land redevelopment opportunities to support the construction of a sufficient number and diverse dwellings to accommodate projected population growth in the city. City Plan does this while seeking to ensure that the values, lifestyle and amenity provided on the Redlands Coast are retained and improved as the city grows.

The City Plan supports new residential growth areas in Southern Redland Bay and Victoria Point. City Plan also supports redevelopment and infill development within and around the city's centres.

Council regularly undertakes amendments to City Plan to ensure it remains consistent and relevant to changing legislation and community needs. Council currently has five City Plan amendments underway that will directly assist with achieving the dwelling supply benchmarks as outlined in the current and new *ShapingSEQ*:

03/23 – Major Amendment – Dual occupancies in the low density residential zone

This amendment proposes to provide support for dual occupancies on lots in the low density residential zone that are greater than 700m^2. Currently City Plan supports this on lots greater than 800m^2. In total, there are approximately 13,000 land parcels, between 700m^2 and 799m^2 in size, located within the low density residential zone on the mainland (and including Coochiemudlo Island).

04/20 – Major Amendment – Medium density residential code review

This amendment seeks to support the delivery of well-designed multiple dwelling houses across the city. This amendment has been placed on hold by the department pending the

finalisation of the Redlands Housing Strategy. It is understood the department have made several changes to the proposed amendments or will be conditioning for changes to be made.

02/21 – Major Amendment – Southern Thornlands Potential Future Growth Area

As required by the *ShapingSEQ* 2017, Council completed a series of investigations over the Southern Thornlands Potential Future Growth Area to identify Council's preferred future land use intents for the area. Council's amendment proposed for the STPFGA to accommodate the following land use precincts:

- mixed industry business area (MIBA)
- transport uses
- education and research
- large-scale home based business
- rural residential

This amendment would ensure that current and future residents have improved local employment opportunities and access to a wider range of services. This amendment has also been placed on hold by the department pending the finalisation of the Redlands Housing Strategy.

The draft *ShapingSEQ* has proposed for this area be included in the Urban Footprint for the purpose of providing land for residential, commercial and industrial development. Recognising Council has demonstrated it can achieve the dwelling targets of the draft *ShapingSEQ*, Council has objected to this proposed change through its formal submission.

03/23 – Major Amendment – Secondary Dwellings

This amendment is proposing to incorporate new provisions relating to secondary dwellings. The proposed changes will help ensure that secondary dwellings are subordinate to principal dwellings and minimise impacts on residential amenity.

02/20 – Major Amendment – General

This amendment proposed changes to a broad range of planning matters including some matters directly related to improving housing supply and diversity in the city. These changes include proposed amendments to support the establishment of rooming accommodation in the low density residential zone subject to certain assessment benchmarks.

<u>Council's response to the current housing crisis</u>

At its General Meeting on the 11 October, Council adopted several measures to help address housing affordability. The key measures Council has committed to include:

- Adoption of an affordable housing policy that supports community housing providers who want to deliver affordable housing in the Redlands. The policy will offer discounted development application fees and infrastructure charges. Eligible projects are able to receive financial incentives of up to $250,000. The policy also provides for an expedited decision-making period for code assessable applications that satisfy certain criteria

- Commence a new major amendment to support dual occupancies on lots of 700m^2 or greater in the low density residential zone.
- Investigating the establishment of a policy under Local Law 1 that outlines the circumstances in which Council will allow caravans and motorhomes to be used as accommodation for family, friends and unrelated parties.

3. What does local government require from the State government to assist?

Planning and delivery of State Infrastructure

For several years, SEQ Councils have sought for the State Government to integrate land use planning with state infrastructure delivery. As noted in the November 2022 Queensland Housing Summit Outcomes Report, the State Government has committed to prepare SEQ Infrastructure Plan (SEQIP) as a supporting document for the *ShapingSEQ*. While this approach is supported, the proposed timing for delivery of the SEQIP is problematic given it will not be finalised until after the *ShapingSEQ* has commenced. This approach provides limited assurances that the State Government will fund and deliver necessary supporting infrastructure in a timely manner.

The SEQ Infrastructure Supplement (SEQIS)

The SEQIS is a separate policy document that sits alongside the *ShapingSEQ.* It is a prelude to the SEQIP, which is anticipated for delivery in 2025. The draft *ShapingSEQ* indicates that SEQIS represents a whole of government infrastructure planning response to the growth needs of the region, with a stated purpose to:

- Identify priority infrastructure responses to proposed amendments in the draft *ShapingSEQ*.Map the alignment of planned and committed infrastructure projects.
- Investigate options for review of the forward infrastructure pipeline.
- Identify longer term regional infrastructure planning needs and opportunities.

Recognising that the draft *ShapingSEQ* is proposing significant additional population and dwelling growth on the Redlands Coast, it is noteworthy that no new infrastructure or funding and delivery commitments appear in the SEQIS to support this. For example, a 900Ha+ area at Southern Thornlands has been included in the Urban Footprint and is anticipated to accommodate up to 15,000 new residents, as well as industrial and commercial enterprises. At a minimum, it would be reasonable to expect for the SEQIS to identify additional emergency and education facilities, water and wastewater infrastructure, public transport infrastructure and upgrades to the Boundary Road/Duncan Road/Mount Cotton Road to sustain growth in this area.

It is also notable that the Boundary Road/Duncan Road/Mount Cotton Road corridor is not identified as an existing major road in the draft *ShapingSEQ* (Map 11), despite serving as a primary east-west arterial route for the city. Currently the only infrastructure and planning commitments referenced in the draft *ShapingSEQ* and SEQIS are outlined in the Table below.

Infrastructure	Planning
Redland Whitewater Centre	Mass transit corridor extension (Chandler to Capalaba)
Dunwich Ferry Terminal Upgrade	
	Duplication of the rail line to Cleveland (future investigation area).
Redland hospital expansion	
New primary school in Redland Bay	

In its current form, the SEQIS does not reflect the policy intent of the draft *ShapingSEQ,* which is to accommodate significant additional population growth on the Redlands Coast. For growth to be managed effectively, without adversely impacting liveability, infrastructure delivery needs to be clearly aligned to the growth targets set. More importantly, it is critical that the State Government's infrastructure response is focused on 'unlocking' the significant dwelling capacity that exists in proximity to the city's activity centre network. In this regard, the following State infrastructure should be identified in the *ShapingSEQ* and SEQIS and prioritised for delivery:

- Completion of planning investigations and delivery of the full Eastern Busway extension to Capalaba.
- Finalisation of planning investigation to improve rail services including the duplication of the Cleveland train line between Manly and Cleveland.
- High frequency public transport connections to Capalaba, Cleveland, Victoria Point and Southern Redland Bay through to Logan Hyperdome.
- Upgrades to the state road network including key intersections. At a minimum, this would include:
    - A full upgrade for the Boundary Road/ Duncan Road/ Mount Cotton Road corridor from Thornlands to the Gateway Motorway.
    - A full upgrade for the Cleveland – Redland Bay Road corridor.
    - New community infrastructure such as schools and emergency service facilities (for example hospitals, police stations, ambulance stations, fire stations and the like).

<u>Review of the capped infrastructure charging framework</u>

Prior to and during the *ShapingSEQ* review, SEQ Councils consistently made representations to the State Government seeking for a review of the capped infrastructure charging framework. These representations sought to highlight that the ability of local government and utility providers to recover costs through infrastructure charging had not kept pace with actual costs, undermining their long-term financial sustainability. The key impacts of the capped charge infrastructure framework are as follows:

- Funding shortfalls, leading to councils and utility providers bearing a larger portion of costs. The shifting of the financial burden to the community brings into question the equitability of the system.
- Reliance on council-developer negotiations to deliver out-of-sequence development (e.g., through infrastructure agreements).

- Councils pushing out delivery timeframes for Local Government infrastructure or removing infrastructure items from their Local Government Infrastructure Plans (LGIPs).
- A diminished ability to use pricing signals to guide growth into preferred locations (i.e., within the consolidation area), contrary to the strategic intent of the *ShapingSEQ)*.

The abovementioned matters were raised in formal correspondence to the department by the Council of Mayors, South East Queensland (COMSEQ) in March and June of 2023. In the department's response, COMSEQ was advised that a review of the Infrastructure Charges Regime sits outside the scope of the draft *ShapingSEQ* and that the State Government had commenced a Local Government infrastructure charge monitoring exercise and would continue to consult Local Government on the outcomes.

It is noted that Council's preliminary submission on the *ShapingSEQ* review, which was submitted to the Minister in May 2023, also specifically requested for the State Government to commit to an urgent review of the regulated infrastructure charge regime. A commitment by the State Government to review the infrastructure charging framework was again sought in Council's formal submission on the draft *ShapingSEQ.* Through the LGWG, officers from the department have advised this was a critical issue raised by LGAs during public consultation.

Develop a comprehensive response to housing crisis

The issue of housing availability and affordability in Australia is a complex and multifaceted problem. Despite this, existing policy discussions appear to be narrowly focused on residential land supply being the primary causal factor, and therefore solution, to the existing housing challenges. While land supply does play a role in the overall housing market, its relative impacts need to be considered with due regard to the broad range of economic factors that influence housing affordability.

To be effective, the State Government's policy response to the housing crisis should be broadened and include a consideration of alternative actions. Some of the matters needing to be considered as part of a comprehensive response include the following:

- Funding for the delivery of key region-shaping and supporting infrastructure to unlock the existing dwelling capacity across the Redlands Coast.
- A funding commitment for public housing commensurate with current levels of need.
- Strategies and programs that deliver affordable housing outside of traditional public housing models of provision, such as transitioning public housing stock to the community housing sector for redevelopment.
- Legislative reforms that support the delivery of smaller and more affordable housing typologies. More specifically, this should include a commitment to review the Queensland Development Code to establish specific provisions that relate to smaller and micro-lots.
- Financial reforms. For example, taxation policy relating to stamp duty could be reviewed, given high up-front costs and existing land tax thresholds may serve to increase barriers to entry and reduce turnover of housing product. Instead of a large upfront cost, an alternative approach could involve a reduced annual land tax charge, with the full sum amortised over a longer period.

- Regulatory interventions to prevent developer land banking and bring forward the supply of housing to market (e.g., reduced development approval timeframes, financial penalties for landowners that do not develop land in a timely manner, compulsory acquisition powers to facilitate land consolidation etc.).
- Targeted taxes that recover funding for public housing when land value uplift is delivered to landowners, for example, through upzoning or the inclusion of new land within the Urban Footprint.
- Establishing a funding framework through national cabinet, that ties national immigration levels to federal infrastructure funding commitments for those States and regions that accommodate growth.
- Additional funding and incentives to increase the quantum of individuals pursuing qualifications that will support the future housing and infrastructure construction pipeline (e.g., additional free TAFE courses and tax incentive for apprentices).
- A commitment to urgently review of the regulated infrastructure charge regime. A revised framework is required to protect the long-term financial sustainability of Council and allow for pricing signals to be used as a tool to effectively manage future growth.
- Regulatory interventions to prevent developer land banking and bring forward the supply of housing to market (e.g. reduced development approval timeframes or financial penalties for landowners that do not develop land in a timely manner).
- Targeted taxes that recover funding for public housing when land value uplift is delivered to landowners, for example, through upzoning or the inclusion of new land within the Urban Footprint.

<u>Delivery of public/social housing</u>

Regarding public housing, it is commendable that the State Government has committed $2 billion in funding, via the Housing Investment Fund, to support 5,600 public and affordable home commencements by 30 June 2027. However, given there are 25,000 applicants currently listed on the Queensland social housing register, current funding commitments are inadequate.

<u>Processing of planning scheme amendments – amendments underway, timeframes</u>

As previously noted, Council currently has committed to pursue several City Plan amendments. Most of these amendments have been underway for several years and furthermore, it is anticipated that it will be some time before they are completed. Generally, the parts of the amendment process that require the most amount of time are the first and second state interest reviews. It is important that the State Government commits to simplifying processes and reducing the timeframes required to implement amendments to City Plan.

Redland Coast
Dwelling Capacity Review

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13 September 2023

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Executive summary

This Review provides estimates of the long-term Dwelling capacity in Redland City, and the associated Realistic availability and expected growth of dwellings to 2046. In doing so it is largely dependent on assessments previously undertaken, as it did not have the scope to completely revisit their underpinning assumptions, such as developable areas, dwelling densities or the feasibility of development over time.

Of the previous assessments, the draft assessment prepared for Council by PIE Solutions in September 2021 (Draft PIE) is preferred as the best overall existing measure of Dwelling capacity. It identifies a capacity of 107,440 dwellings, with growth potential from 2021 of 42,426 dwellings. The Draft PIE is a better overall estimate of Capacity than both the final assessment prepared by PIE Solutions in January 2022 (Final PIE) and the figures used by the 2021 Land Supply and Development Monitoring (LSDM) Report. Although not the only differences, the key ones for this Review are that the Draft PIE counts the full dwelling potential of the following, which is only partly counted by the Final PIE and the LSDM Report:

- one into two lot subdivisions on properties > 800 m^2 < 1500 m^2 in the Low Density Residential Zone (LDR), and
- existing vacant lots in the Character Residential Zone on the Southern Moreton Bay Islands (SMBI).

The PIE work is also more recent and detailed than the data underpinning the LSDM Report. Although the Draft PIE estimates are preferred overall, there are gaps in that assessment. Adjustments to address those gaps result in **this Review's estimated Dwelling capacity of 109,000 dwellings** (rounded), **representing growth from 2021 of 44,000 dwellings**. This is a reasonably conservative estimate, in the context of some uncertainty about aspects of identified dwelling potential and the limited scope of this Review.

Given that Capacity estimate, the Realistic availability to 2046 is estimated based on the Business as Usual (BAU) Scenario prepared for the Draft ShapingSEQ 2023 Update, and the conservative approach that the Final PIE effectively provided the Capacity for that Scenario. This is treating the BAU Scenario as if it represents Realistic availability compared to the Final PIE as Capacity. Consequent adjustments to the BAU Scenario, based largely on historical rates of take-up for the additional capacity not identified by the Final PIE, result in **estimated Realistic availability of 20,080 dwellings**, comprising 12,692 detached and 7,388 attached dwellings.

The Draft ShapingSEQ 2023 Update dwelling supply targets identify the growth to be accommodated from 2021 to 2046 is 20,000 dwellings. The ShapingSEQ Review Project Team indicates that growth comprises about 12,500 detached and 7,500 attached dwellings. The estimated Realistic availability of dwellings is thus very similar to the dwelling supply target and its components of growth. Given the elements of uncertainty and associated conservatism in making the estimates for this Review, there may be scope to significantly exceed those targets.

The take-up of the estimated Realistic availability is within or consistent with the average annual rate of dwelling growth in Redland City over the 2016 to 2022 period. Expected dwelling growth by five-year increments is therefore estimated based on that Realistic availability and equivalent pro rata adjustments to the BAU Scenario projections.

Although the Review's expected dwelling growth is significantly higher than that identified by other projections, the key difference is the additional detached dwellings from both the progressive take-up of one into two lot subdivisions and the existing vacant lots on the SMBI. Those sources of supply were not factored in adequately to the other projections as they were informed by the Final PIE estimates of Capacity.

1.0 Introduction

1.1 Purpose

The purpose of this Review is to answer the following key questions:

- What is Redland City's dwelling capacity?
- What quantum of attached and detached dwellings can be provided to 2046 (and beyond)?

In association with the second question, the Review also identifies estimates of expected dwelling growth over time to inform the Council's Housing Supply Statement.

1.2 Interpretation

For the purposes of this Review:

- the terms 'Dwelling capacity' or 'Capacity' and 'Ultimate development' (latter as defined for Local Government Infrastructure Plans (LGIPs)) relate to the same overall dwelling numbers and growth. In terms of growth those terms have the same meaning as the 'Capacity of planned dwelling supply' used in the South East Queensland Growth Monitoring Program Land Supply and Development Monitoring (LSDM) reports. (DSDILGP 2021)

  Such estimates are intended to represent full development, given likely or expected types and densities of development, in compliance with the planning instruments that currently apply.

  As indicated by state government guidance for LGIPs, the expected types and densities of development should be determined at the property level and be guided by the following, listed in order of preference (where available):

  - the estimated yield from approved structure plans, development plans or development approvals,
  - stated developer intentions,
  - a default assumption derived from analysis of comparable local development examples,
  - permitted density provisions from the planning scheme or other planning instrument. (DSDILGP 2022)

- consideration of the quantum of attached and detached dwellings that can be provided to 2046 is taken as the same as the assessment of the 'Realistic availability of planned dwelling supply', as also defined by the LSDM reports. (DSDILGP 2021)

  This is not meant to be a projection of growth to 2046, which is also dependent on the level of demand over time. It is an assessment of what could be developed by then taking account of various factors that may constrain the availability of land for the identified capacity of development. Such factors are identified by the LSDM Report as including:

  - infrastructure availability
  - the practical staging of and capability for development
  - land ownership fragmentation
  - landowner intent
  - insufficient demand for the planned scale/density of uses up (to 2046)

- existing versus planned density (or land value in the existing versus the planned use)
- the age of existing development
- accessibility
- constraints affecting the economic feasibility of development. (DSDILGP 2021)

The 'Realistic availability of planned dwelling supply' for the 2021 to 2046 period, referred to generally herein as the 'Realistic availability', is the measure which should be used to assess the ability to accommodate the 'Dwelling supply targets' of the Draft ShapingSEQ 2023 Update (ShapingSEQ Update).

1.3 Approach of the Review

This Review was dependent to a significant degree on the assessments previously undertaken into Dwelling capacity. It did not have the scope to completely revisit underpinning assumptions such as developable areas, dwelling densities or splits between residential and non-residential in mixed use areas.

Given that limitation, the approach has therefore been to review the available assessments of Capacity to first identify a preferred assessment overall based on the identified method, timing and key assumptions, in comparison to the other assessments. Adjustments are then made based on apparent gaps in the preferred assessment of Capacity to identify a reasonable current estimate of Dwelling capacity, with qualifications.

The assessment of Realistic availability is then undertaken informed by the ShapingSEQ Update 'Business as Usual' (BAU) Scenario and consideration of what Capacity figures informed that Scenario. That BAU Scenario is taken as the best available indication of Realistic availability that can be used for this purpose. The approach recognises some qualifications around the methods used to derive the BAU Scenario in arriving at what Capacity figures effectively informed that Scenario.

An understanding of the specific differences between the Dwelling capacity estimated by this Review and the Capacity that effectively informed the BAU scenario then informs adjustments to the BAU scenario to derive an estimate of Realistic availability for this Review. Those adjustments are informed by recent historical take-up rates that relate to relevant components of the Dwelling capacity.

The identification of expected dwelling growth over time is then prepared, guided by historical rates of growth and available projections, set within the overall envelope of this Review's estimate of Realistic availability to 2046.

A general overarching principle in undertaking this Review has been that, where there is uncertainty in estimating Dwelling capacity or Realistic availability, given the limitations of the information available, it is better to conservatively under- rather than over-estimate supply.

2.0 Dwelling capacity

What is Redland City's Dwelling capacity?

The following sections develop an understanding of the existing and emerging Dwelling capacity in Redland City, building-off the available capacity assessments.

2.1 Available Dwelling capacity assessments

Widely varying Dwelling capacity figures have been reported for the Redland City LGA based on various sources, as detailed in Table 1.

Table 1: Reported estimates of Dwelling capacity for Redland City

Source	Dwelling capacity (*growth from 2021*)	Initial review of origins and validity
Current LGIP, Ultimate development	76,883 (*11,869*)	This is not a Capacity figure as such and is instead based on projected dwellings in 2041 as identified in Urbis 2016 (Table 3.2, p.6). It also does not include any allowance for Shoreline and, according to the report, captures only small components of the potential supply in the Toondah Harbour and Weinam Creek Priority Development Areas (PDAs) (Urbis 2016, p.10). (RCC 2023b)
LSDM Report 2021, Capacity of planned dwelling supply	108,402 (*43,388*)	This is based on the Redland Land Supply Analysis 2014 (Urbis 2014), adding in a Capacity of 3,912 dwellings for Shoreline (DSDILGP 2021). However, in terms of the potential for 1 into 2 lot subdivisions (in the then Urban Residential zone on lots >800 m^2<1500 m^2) it only counts a projection of such changes to 2041. Potential additional such lot reconfigurations were at that time estimated by the Urbis Analysis to have a net yield of 10,304 more dwellings. (Urbis 2014, p.13)
LGIP Planning Assumptions (Draft) 2021, Capacity (Draft PIE)	107,440 (*42,426*)	This is based on the draft work prepared by PIE Solutions (PIE) (Draft PIE) and provided to Council in September 2021. While reported as a Capacity figure, it should be noted that a 'conversion factor' has been applied in estimating Capacity by property (see sub-paragraph (e) below). (PIE 2021a, 2021b)
Development Projections Modelling 2022, Capacity (Final PIE)	94,938 (*29,924*)	This is based on the final work prepared by PIE (Final PIE) and provided to the Council in January 2022. The main apparent reasons for the significantly lower Capacity than the Draft PIE work (PIE 2021a, 2021b) are explained in sub-paragraph (c) below, with other differences between the two identified in sub-paragraph (d). (PIE 2022a, 2022b, 2022c)

Source	Dwelling capacity (*growth from 2021*)	Initial review of origins and validity
ShapingSEQ Review Project Team 2023, Ultimate development	82,864 (*17,850*)	Material presented at a Local Government Working Group (LGWG) Data and Modelling Workshop on 16 June 2023 advised this was the Ultimate development figure used to inform baseline dwelling projections for Redland. Other material at the same meeting indicated this was based on 2051 projections, presumed to be the Final PIE 2051 allocations provided to the Department of Transport and Main Roads (DTMR), together with Final PIE Capacity GIS data, in March 2023 (RCC 2023a). However, the stated figure is about 1600 dwellings more than the Final PIE projection for 2051 (81,279 dwellings). The basis for the difference is unknown. The Ultimate development figure is also significantly less than the Final PIE Capacity noted above even though that Capacity information was available to the ShapingSEQ Review Project Team (PIE 2022a, 2022b, 2022c). As a projection/allocation of a significantly larger capacity, with some adjustment the basis of which is unclear, this is not a valid Dwelling capacity for Redland City.

Note: The dwelling growth figures are all based on 65,014 total dwellings existing in 2021.

For the combination of reasons below, overall the Draft PIE Capacity figures are considered the best currently available estimation of Dwelling capacity, subject to adjustment based on the further analysis in section 2.2 below:

(a) PIE work is the most recent

As the most recent (2021-22) detailed analysis of Dwelling capacity, the Draft and Final PIE work reflects the closest circumstances to the current planning scheme, other planning instruments, development approvals and recent development trends. As well as approval and zoning changes over time, e.g. for Shoreline in Southern Redland Bay, there have also been changes in the effect of development constraints, e.g. the evolution of the provisions to protect koala habitat and other vegetation and matters of state environmental significance. Those changes are esimated by the 2021 LSDM Report as reducing the Dwelling capacity of the expansion area across SEQ overall by up to 4.5 per cent, compared to circumstances in 2017 – although it should be recognised that the impact may not have been as great in Redland City due to its particular circumstances.

The PIE work generally is thus preferred to the 2021 LSDM Report figure because the latter is based primarily on the Urbis (2014) study, which pre-dated a number of significant changes;

(b) Sound, detailed method and reporting

Subject to the shortcomings and limitations identified below, the method detailed in the Draft and Final PIE reports is close to best practice in this field, including:

- development control parameters are identified for each distinct planning area under the planning scheme and other planning instruments. The basis for the identified residential densities has not been able to be compared in detail with average densities recently developed or approved, as is preferred, but those densities are generally consistent with those identified in the current LGIP, with some variations as noted in sub-paragraph (d) below;
- the rules applied to constraints in the estimation of net developable area are generally based on the initial best practice research undertaken for the South East Queensland Growth Monitoring Program (SEQGMP) in 2018, although changes were made to those 'developability rules' in subsequent LSDM reporting (DSDILGP 2021; PIE 2021a, 2022a);
- the method culminates in detailed property-level analysis which is available for review via the GIS datasets provided.

The method and available outputs of the Urbis (2014) study, which underpins the 2021 LSDM Report's assessment of Capacity, are less detailed and explicit;

(c) Key differences between Draft and Final PIE Capacity numbers

There are two key differences identified between the Draft and Final PIE estimates which have a significant impact on the Capacity numbers:

- In the reporting, the density stated for both the Low Density Residential Zone (LDR) and the LDR Precinct 5 (LDR5) is only 15 dwellings per hectare (d/ha) in the Final PIE work compared to 21 d/ha in the Draft PIE work.

  In the absence of property-level data for the Draft PIE, a comparison of reported dwelling yields summarised by zone/precinct indicates the LDR and LDR5 combined yield 9,003 more dwellings in the Draft PIE than the Final PIE. The property-level data for the Final PIE for those areas also indicates that at Capacity there are 8,117 properties which are >800 m^2 < 1500 m^2 which have only one detached dwelling. Of those that had no or only one detached dwelling in 2021, only 138 are assumed by the Final PIE to have two detached dwellings at Capacity.

  In effect, the Final PIE numbers exclude nearly all of the one into two lots subdivision potential on properties >800 m^2 < 1500 m^2 in the LDR and LDR5. That development potential appears to be counted by the Draft PIE work. The higher stated density alone for the LDR and LDR5 would only yield 2,651 additional dwellings, including 755 on lots >1500 m^2, in the Draft PIE (estimated using the Final PIE property-level data). It is assumed therefore that the potential for lot splitting has generated the greater difference of 9,003 dwellings. (PIE 2021a, 2021b, 2022a, 2022b, 2022c)

  This is the main direct way in which the Draft PIE work is a better estimate of Dwelling capacity than the 2021 LSDM Report, given that the latter is based on the Urbis (2014) study which counts only a small proportion of the potential for one into two lot reconfigurations;

- Again using the comparison of reported dwelling yields summarised by zone/precinct, the capacity of the Character Residential Zone (CR) on the Southern Moreton Bay Islands (SMBI) is identified as 6,176 dwellings in the Final PIE estimates compared to 10,608 in the Draft PIE work, a difference of 4,432 dwellings. Given that the Final PIE Capacity numbers still identify 4,360 vacant properties within the CR, the Draft PIE numbers are preferred as the better representation of this component of Dwelling capacity. (PIE 2021b, 2022c)

(d) Other differences between the Draft and Final PIE

Other differences that have had some impact in some areas on the Capacity of the Final compared to the Draft PIE work include:

- the Final PIE figures integrate all recent and currently active material change of use development approvals as at the time of preparation in late 2021. The Draft PIE does not though, and neither capture reconfiguring a lot approvals. However, the development potential under the planning scheme and other adopted development controls is still reflected in the assessment of capacity to cover sites with approvals;
- although most reported dwelling densities, where included, are consistent across all three documents, other (other than those in sub-paragraph (c) above) noted density variations between the current LGIP and the Draft and Final PIE are included in Table 2 below:

Table 2: Reported density comparisons (d/ha)

Zone/precinct	LGIP	Draft PIE	Final PIE
Local Centre	6	0	6
Medium Density Residential (MDR) (generally – not specific precincts)	44	44	60
Major Centre	0	44	0
Capalaba – MDR Precinct	124	117	124
Capalaba – Mixed Use Precinct 1	124	175	124
Capalaba – Mixed Use Precinct 2	124	141	124
Capalaba – Mixed Use Precinct 3	124	53	124
Cleveland – MDR	124	98	124
Cleveland – Mixed Use Precinct 1	124	156	124
Cleveland – Mixed Use Precinct 2	124	125	124
Cleveland – Mixed Use Precinct 3	124	78	124
Cleveland – Mixed Use Precinct 4	124	93	124

Source: RCC 2023b; PIE 2021a, 2022a
Note: The densities for Capalaba and Cleveland from the LGIP are identified only as Principal Centre zone.

In some cases the Draft PIE has lower densities and in some cases higher densities. The summary reporting of dwelling yields by zone/precinct also indicates some areas where the Draft PIE yields more and others where it yields less than the Final PIE work. Table 3 summarises individually significant differences between the Draft and Final PIE figures.

Table 3: Detailed differences in dwelling yields between the Draft and Final PIE

Zone / Precinct / Area	Draft PIE Capacity	Final PIE Capacity
Capalaba (areas as noted in Table 2 combined)	1069	2866
Cleveland (areas as noted in Table 2 combined)	1857	2094
Low-Medium Density Residential (including related precincts)	5507	4870
Major Centre Zone	1005	0
Medium Density Residential Zone (including related precincts)	14,464	14,907
Mixed Use Zone	2,725	0
Shoreline	5346	5186
Toondah Harbour PDA	1613	2448
Weinam Creek PDA	1947	805
Total Areas Identified	35,533	33,176

Source: PIE 2021b, 2022c

Across all areas other than those noted in (c) above, the net difference is about 2,400 dwellings more in the Draft PIE than the Final PIE. However, the summary reported Capacity for the Final PIE is also about 2,300 dwellings higher than indicated by the detailed property-level data used to calculate that net difference (94,938 vs 92,598). (PIE 2022a, 2022b, 2022c)

In the absence of better information, these other differences between the Draft and Final PIE figures are therefore taken to have no significant net impact;

(e) PIE use of the 'conversion factor'

A key difference between both the Draft and Final PIE work and the LSDM Report numbers, which are based on the Urbis (2014) study, is the application of a 'conversion factor' to the PIE dwelling yields. In effect this means that residential redevelopment potential is only counted in the PIE estimates of capacity if the potential yield under current planning is 1.3 times or more the existing dwellings. For example, if 10 dwellings exist and only 12 are calculated as possible under current planning, the capacity is taken as 10, but if 13 dwellings or more are possible, then those 13 or more dwellings are taken as the capacity. This will have more impact on the capacity numbers, for example, where larger existing Community Title Schemes theoretically have higher density redevelopment potential.

The use of the conversion factor means that the full Dwelling capacity is not being reported by either the Draft or Final PIE numbers. However, it needs to be recognised that the likelihood of redevelopment with such small proportional gains in yield will be low, until the very long term when the value of existing buildings has

depreciated sufficiently, through aging and/or functional obsolescence, to make such redevelopment feasible.

Together with the potentially increased impact of constraints over time (see sub-paragraph (a) above), the use of the conversion factor does help to explain the slightly lower Draft PIE figure for Capacity compared to the 2021 LSDM Report – given that the LSDM Report figures exclude most of the potential one into two lot subdivisions whereas the Draft PIE figures effectively include all of those.

In the above context, the Draft PIE figure can be seen as a slightly conservative estimate of Dwelling capacity. However, the additional Capacity not reported due to the use of the conversion factor will not increase the Realistic availability to 2046 (see section 3.0), so no detailed assessment has been made of the likely under-reporting of Capacity. Section 2.2 below considers other possible gaps in the Draft PIE Capacity estimate that may require adjustments to the Dwelling capacity estimate for this Review.

2.2 Possible gaps in the existing Capacity assessment

In terms of the 'Other areas with dwelling capacity not accounted for in the current LSDM', as identified in the Consultancy Brief, the following are noted:

(a) Lots >800 m^2<1500 m^2 capable of subdivision one into two lots

As noted in section 2.1 (c) above, this potential is effectively counted in the Draft PIE Capacity figures, so no further adjustment to estimated capacity is warranted;

(b) Medium Density Residential Zone (MDR) density

As noted in Table 2 in section 2.1, the density assumed by the Draft PIE for the MDR (generally, not including specific precincts within the zone) is 44 d/ha. The Consultancy Brief indicated that the density being realised is generally in the range of 60-100 d/ha. The Final PIE work assumed a density of 60 d/ha. Both the Draft and Final PIE work assume densities ranging from 44-80 d/ha for the specific precincts in the MDR Zone.

Using summary reporting by zone/precinct indicates that the Final PIE has a yield of 443 more dwellings in the MDR and its sub-precincts than the Draft PIE. However, as noted in section 2.1 (d) above, overall the Draft PIE has compensatory higher yields in other areas, so no adjustment to estimated capacity is warranted for this area;

(c) Southern Redland Bay Expansion Area (SRBEA)

Although in the Urban Footprint, the SRBEA is not currently zoned for urban development. However, the Draft PIE and Final PIE reporting both identify a dwelling cap of 5,200 dwellings (all detached) across the Shoreline LDR (4,000 dwellings) and adjoining Shoreline North LDR (1,200 dwellings) precincts, with the latter equating to the SRBEA. Using summary reporting of the detailed property-level data by zone/precinct, the Draft PIE identifies a yield of 5,346 dwellings for combined Shoreline areas compared to 5,186 in the Final PIE. (PIE 2021a, 2021b, 2022a, 2022c)

The Consultancy Brief indicates that the SRBEA is intended for a total of 2,000 dwellings, comprising 1,250 attached and 750 detached dwellings. However, given that:

- the developer Lendlease is identifying a scale of about 3,000 residential lots for Shoreline (Lendlease 2020),

- the Structure Plan prepared for development applicants in the area in 2021 identified the intent for 1,200 dwellings, including a relocatable home park (maximum 500 dwellings) and detached housing supply (SHG 2021, 2022), and
- relocatable homes are considered to be a detached dwellings under state government guidance for LGIPs (DSDILGP 2022),

the current assumptions of the Draft PIE Capacity would appear a bit high, even if closer to the higher yield identified by the Consultancy Brief, compared to the Structure Plan, eventuates for the SRBEA. Of course, there may also be scope for Shoreline itself to develop closer to the 4,000 dwellings assumed by the Draft PIE, so no adjustment is proposed for the SRBEA;

(d) Minjerribah

The Quandamooka Land Aspirations Area Temporary Local Planning Instrument (Minjerribah TLPI) came into effect in September 2022, after the preparation of the Final PIE work (RCC 2022). In the Draft and Final PIE reports no future development potential is identified for the area, referenced as the North Stradbroke Island – Investigation Area. (PIE 2021a, 2022a)

The Consultancy Brief identifies potential for about 750 mostly detached dwellings under the Minjerribah TLPI. These additional dwellings should be added to this Review's estimate of Dwelling capacity, as this potential was not available for consideration by the Draft PIE;

(e) Toondah Harbour PDA

The Consultancy Brief identifies a total potential of about 4,000 dwellings in the Toondah Harbour PDA. The Final PIE report indicates a total dwelling cap of 3,600 attached dwellings across the MDR (1,200) and Mixed Use (MU) (2,400) precincts of the PDA. Using summary reporting by zone, the Final PIE identifies a Capacity of 2,448 dwellings for Toondah Harbour and the Draft PIE 1,613 dwellings. (PIE 2021b, 2022a, 2022c)

Given the other compensatory yields identified for the Draft PIE in section 2.1 (d) above, only the shortfall of 1,150 dwellings between the stated dwelling cap of 3,600 and the actual yield of Toondah Harbour in the Final PIE provide a basis for adjustment of the estimated Dwelling capacity;

(f) Secondary dwellings

Changes to the *Planning Regulation 2017* in September 2022 mean that secondary dwellings can theoretically now occur without planning approval on any residential zoned lot, together with an existing or proposed house as the primary dwelling. Such dwellings can also now be legally rented out to a separate household.

If every house that could exist based on the Final PIE had a secondary dwelling, that would be over 60,000 additional dwellings (equivalent figures not available for the Draft PIE). However, adding such a theoretical potential to the Dwelling capacity would be inappropriate. The realistic level of landowner interest in activating this new potential and the feasibility and scope for such development will only become clearer with the passage of more time.

Council has recorded 11, 25, 20, 41 and 50 secondary dwelling approvals, respectively, over the calendar years 2018 to 2022, with 61 recorded in 2023 to date, so it does appear as though their rate of development has increased. However, at

this stage, they are still a relatively small proportion of total dwelling building approvals. The corresponding numbers reported above are about 3.5 per cent of the total dwelling building approvals in Redland City over the total calendar years 2020 to 2022 (QGSO 2023b).

Other factors that need to be recognised in relation to secondary dwellings include:

- Historically most secondary dwellings have not had their own street address separate from the associated primary dwelling, to feed into the GNAF (Geocoded National Address File) used as a base for the ABS Census Address Register (ABS 2020). It is therefore unclear what proportion of secondary dwellings have been recorded separately from the associated house in past Censuses. At the 2021 Census, for example, in both Redland City and Queensland as a whole, only 0.2 per cent of total private dwellings were 'Flat or apartment attached to house' (ABS 2021). Some structurally separate secondary dwellings will have been recorded as houses, but there is no separate counting of those from other houses;
- To the extent secondary dwellings have not been separately recorded at past Censuses, the population counted in them will have contributed to the apparent occupancy of the associated houses. Such occupancy rates over time have then informed dwelling projections, potentially reducing projected dwelling demand due to the higher occupancy rates overall. Those lower dwelling projections, i.e. lower than they would have been if all secondary dwellings had been counted separately by the Census, then flow through to the dwelling supply targets in the regional plan;
- Given that secondary dwellings are all meant to be smaller than the primary house, most commonly only one bedroom in the past, it would be inappropriate to count them on average as a full detached dwelling which is able to accommodate the same household size as the average primary dwelling.

It is therefore proposed not to count secondary dwellings in this Review's estimate of Dwelling capacity.

Secondary dwellings will clearly contribute over time to accommodating population and household growth and are an important element of housing diversity and gentle density as identified by the ShapingSEQ Update (DSDILGP 2023b).

However, at this stage it is proposed to conservatively treat secondary dwellings as a general factor underpinning the assumed take-up rates and supporting the ability of specifically counted dwellings to accommodate growth. With the availability of longer term and more detailed statistics, including regarding the sizes as well as the number of secondary dwellings, this approach can be revisited.

2.3 Estimated Dwelling capacity

Based on the preferred Draft PIE estimate of Capacity and the rationale in section 2.2 above, this Review's estimate of Dwelling capacity is as per Table 4:

Table 4: Estimated Dwelling capacity in Redland City

Element of Capacity	Total dwellings (*growth from 2021*)
Draft PIE estimate	107,440
Balance of Toondah Harbour dwelling cap	1,150
Minjerribah TLPI	750
Total Dwelling capacity (rounded)	109,000 (*44,000*)

In the absence of better information this is a reasonably conservative estimate, as in considering the adequacy of supply it is better to be conservative in the face of any doubt. The elements of conservatism and the key limitations and shortcomings of the estimate, based on the analysis in sections 2.1 and 2.2, are as follows:

- the estimate is largely dependent on the data and assumptions underpinning the Draft PIE Capacity as it was not within the scope of this Review to completely revisit those inputs;
- some detailed variations between the Draft and Final PIE estimates, and between the data outputs and summary reporting of those, have not been able to be fully resolved within the scope of this Review;
- the application of the conversion factor to the Draft PIE means that some very long-term dwelling potential, generally involving higher density redevelopment of existing attached dwellings that might occur beyond 2046, is not counted;
- none of the very high theoretical potential for Secondary dwellings is counted in the Dwelling capacity, due to uncertainty about the real potential for the number and size of such dwellings and how they relate to the dwelling projections which underpin the ShapingSEQ Update dwelling supply targets.

2.4 Additional emerging capacity – Southern Thornlands

In accordance with the intent of the ShapingSEQ Update, the inclusion of Southern Thornlands in the draft Urban Footprint makes it a significant potential additional source of future dwelling supply to accommodate Redland City's dwelling supply target. The ShapingSEQ Update indicates a number of matters that need to be resolved prior to housing development in this area, such as land fragmentation, accessibility to required infrastructure and management of significant environmental and cultural values. (DSDILGP 2023b)

The area is expected to accommodate housing and employment. The Planning Report prepared for Council identifies an unconstrained area of about 350 ha (RCC 2021). Council officers have advised the state government are indicating an ultimate development yield of about 6,800 dwellings, potentially commencing development in 2026. However, allowing also for employment activities, the unconstrained land may accommodate less, perhaps up to 5,000 dwellings (equivalent to 200 ha at 25 d/ha or 250 ha at a more realistic 20 d/ha).

This is not current Dwelling capacity, but it provides some context to the consideration of the Realistic availability up to 2046 and how that relates to the ShapingSEQ Update dwelling supply targets.

3.0 Realistic availability

3.1 What Dwelling capacity was used by the ShapingSEQ Update?

The ShapingSEQ Update is identified as underpinned by the Model for Urban Land Use and Transport Interaction (MULTI). This includes the 'Business as Usual' (BAU) future dwelling scenario (BAU Scenario), summary outputs of which have been made available to the Council and used for this project. (DSDILGP 2023a, 2023b)

The MULTI is described by the ShapingSEQ Update as integrating development feasibility, via a financial feasibility model, realistic take-up rates and water/waste infrastructure provision, i.e. the ability to service, into the assessment of dwelling supply (DSDILGP 2023b).

On the face of it, this would appear to indicate that the BAU Scenario is the best currently available indication of what Dwelling capacity is realistically available up to 2046, based on the data and assumptions that underpin the MULTI. Given that, this Review requires an understanding of what Capacity data informed that Scenario, and how that Capacity compares to the Dwelling capacity estimate identified in section 2.3, to inform any adjustments for the assessment of Realistic availability.

To inform this assessment, Table 5 summarises pertinent dwelling figures for:

- the BAU Scenario projection to 2046 (BAU 2046),
- the Ultimate development figure stated as being used to inform the BAU Scenario (BAU Ultimate),
- the PIE Final 2051 growth allocation/projection (PIE 2051), and
- the Final PIE Capacity (Final PIE).

These are included in Table 5 together with estimates of dwellings in 2021.

Table 5: Comparison of existing and projected dwellings and Capacity for Redland City

Measure/ Dwelling type	Existing 2021	BAU 2046	BAU Ultimate	PIE 2051	Final PIE
Dwellings existing/possible at that time					
Detached	54,083	62,168	na	61,043	64,318
Attached	10,932	17,719	na	20,236	30,620
Total	65,014	79,887	82,864	81,279	94,938
Growth from 2021					
Detached	na	8,085	na	6,960	10,235
Attached	na	6,788	na	9,304	19,688
Total	na	14,873	17,850	16,265	29,924

Source: DSDILGP 2023a; advice at LGWG Data Modelling Workshop 16 June 2023; PIE 2022a, 2022b, 2022c
Note: All dwelling growth from 2021 figures assume 65,014 dwellings existing in 2021 as per the BAU Scenario (DSDSILGP 2023a), even though that figure is different in the PIE data (PIE 2022a, 2022b, 2022c).

The BAU Ultimate figure was provided at the LGWG Data and Modelling Workshop on 16 June 2023. That Workshop was also advised that 2051 projections provided the basis for that, not actual Capacity figures. One minor difficulty with accepting the stated Capacity

figure is that it is about 1600 dwellings more than indicated by PIE 2051, which is based on GIS data provided by Council to the ShapingSEQ Review Project Team. The BAU 2046 detached dwelling total and growth from 2021 also exceed the corresponding PIE 2051 figures, which should not be possible if PIE 2051 was used as the Capacity. The basis for the difference between the BAU Ultimate and PIE 2051 is unknown.

Another major consideration in this regard is that aspects of the method for the MULTI presented to the LGWG Data and Modelling Workshop on 16 June 2023 suggest that the BAU 2046 may not represent Realistic availability as defined herein. Rather, the MULTI may reflect development sequencing that integrates relative feasibility, but may not specifically exclude development identified by the financial feasibility model component of the MULTI as unfeasible.

Related to the above, it is noted that the total dwelling growth projected by the BAU 2046 represents 83 per cent of the BAU Ultimate. The BAU Ultimate is not split into dwelling types, but as a proportion of the PIE 2051 attached dwelling growth from 2021 the BAU 2046 is 73 per cent. These are relatively high rates of take-up when approaching Capacity, particularly when considering redevelopment for attached dwellings.

In comparison, the pilot study for the financial feasibility model reported in the 2021 LSDM Report identified about 53 per cent of residential-to-residential redevelopment as financially feasible over a 20-year period. That is without considering other Realistic availability factors as identified in section 1.2, which may reduce Realistic availability further (DSDILGP 2021).

Of course, the circumstances in Redland may be quite different to that pilot study area in the 2021 LSDM Report. However, to the extent the MULTI reflects relative rather than absolute financial feasibility as an input, that is a reason to be conservative in assessing what Capacity is required to accommodate the BAU 2046, given that in this case the BAU 2046 is taken as representing Realistic availability.

For the purpose of this Review, the Final PIE Capacity is therefore used as the effective Capacity required to accommodate the BAU 2046 as realistically available supply. That Capacity is significantly higher than the BAU Ultimate stated as used to derive the BAU 2046. The BAU 2046 represents 49 per cent of total dwelling growth available under the Final PIE Capacity and 35 per cent of attached dwelling growth available under that Capacity.

In the context of some elements of uncertainty, these are conservatively realistic rates of take-up.

Another way of looking at this matter is that such relatively high rates of take-up as reflected in the BAU 2046 compared to BAU Ultimate, 83 and 73 per cent as noted above, may only be possible because the BAU Ultimate is effectively a projection, i.e. it is a partial take-up of Capacity rather than Capacity as such. The Final PIE Capacity is the effective Capacity used to derive the BAU 2046 because it informed the projections used to derive the BAU Ultimate.

3.2 Estimated Realistic availability

The Dwelling capacity estimated by this Review, in section 2.3 above, is a total (rounded) of 109,000 dwellings with a growth potential of about 44,000 dwellings from 2021 onwards. This is significantly greater than the approximately 95,000 dwellings, with a growth potential of about 30,000 dwellings, identified by the Final PIE work.

While recognising that there are other detailed variations between the Draft and Final PIE Capacity estimates that have informed this Review (see section 2.1 sub-paragraph (d) above), the reasons identified for the approximately 14,000 dwellings difference are:

(a) the absence largely from the Final PIE figures of the potential for one into two lot subdivisions on existing lots >800 m^2 <1500 m^2 in the LDR and LDR5. This is estimated to provide additional capacity of over 8,000 detached dwellings;

(b) a substantial number of the existing vacant lots on the SMBI are still counted as vacant in the Final PIE capacity estimates (about 4,400 lots), although they were counted as dwellings in the Draft PIE estimates;

(c) a net additional 1,150 dwellings of the Toondah Harbour capacity was not counted in the Draft PIE estimates, after accounting for other compensatory higher yields elsewhere; and

(d) the introduction of the Minjerribah TLPI in 2022 has added about 750 dwellings to the overall estimated Dwelling capacity.

Both (a) and (b) have a history of take-up which provides the best basis for assessing Realistic availability in the future, given that such development is dependent on the decisions of a large number of individual landowners with changing circumstances over time.

The only existing estimate of possible take-up of the Toondah Harbour capacity over time is the Final PIE allocation of dwellings aligned to the 2018 edition state government dwelling projections. That estimate assumes all of the capacity for growth identified by the Final PIE, i.e. about 2,400 attached dwellings, is taken up by 2041, representing an average annual growth rate of 120 dwellings. On that basis it will be assumed a further 600 dwellings will be taken up to 2046, out of the net additional capacity of 1,150 dwellings. (PIE 2022a, 2022c)

Item (d) is new and untested in terms of take-up, but because of its relatively small scale and island location, the historical growth rates on North Stradbroke Island will guide the Realistic availability of that supply.

In terms of item (a) above, for the four years ending March in each of 2020, 2021, 2022 and 2023, there were 56, 55, 92 and 74, respectively, additional lots created from one into two lot subdivisions in Redland City (QGSO 2023b). The average over the four years is 69, and if this rate continued over the 25-year period from 2021 to 2046 the total additional lots/dwellings would be 1,725, which is well within the total additional capacity, compared to the Final PIE figures, of over 8,000 lots/dwellings. All of these are taken to add to the take-up of detached dwellings compared to the BAU Scenario given that the Final PIE Capacity provided for only a very small proportion of such development.

For the SMBI, from 2016 to 2022 the estimated dwelling growth in the SMBI Statistical Area Level 2 (SA2) was 1,047 dwellings, including 1,045 houses (ABS 2022). This is average annual growth of 174 houses. The BAU Scenario estimated growth of 1,618 houses over 25 years, representing average annual growth of 65 dwellings. The expected growth of detached dwellings on SMBI over the 2021-2046 period should therefore be increased to 4,350 dwellings (25 years @ 174 dwellings per year). The additional 2,732 dwellings compared to the BAU Scenario is still well within the additional vacant lot capacity, in the Final PIE figures, of about 4,400 lots.

For Minjerribah, the estimated dwelling growth from 2016 to 2022 in the North Stradbroke Island SA2 was only 37 dwellings, including 36 houses, being an average annual growth of

only six houses. Over the 2021-2046 period, this equates to 150 houses, well within the estimated capacity of 750 provided by the TLPI.

Table 6 adds these components of additional growth to the BAU Scenario projections to estimate Realistic availability of dwellings for Redland City from 2021 to 2046:

Table 6: Estimated Realistic availability of dwellings, 2021-2046

Component of growth	Detached	Attached	Total
ShapingSEQ Update BAU Scenario	8,085	6,788	14,873
1 into 2 lot subdivisions in the LDR zone	1,725	-	1,725
Additional SMBI vacant lots take-up	2,732	-	2,732
Additional Toondah Harbour take-up	-	600	600
Minjerribah TLPI take-up	150	-	150
Total	12,692	7,388	20,080

This estimated Realistic availability, if resulting in the take-up of those dwellings, equates to average annual dwelling growth of 803, comprising of 508 detached and 296 attached dwellings.

In comparison, over the 2016 to 2022 period, the estimated average annual growth across Redland City as a whole was 706 detached and 291 attached dwellings, so take-up of the Realistic availability is within or consistent with the scale of past growth (ABS 2022).

The ShapingSEQ Update dwelling supply targets identify the overall growth to be accommodated is 20,000 dwellings, and the ShapingSEQ Review Project Team has indicated this preferred growth comprises average annual growth of 500 detached and 300 attached dwellings (DSDILGP 2023b). The estimated Realistic availability of dwellings in Redland City is thus very similar to the dwelling supply target and its components of growth.

Given the elements of uncertainty and associated conservatism in making the estimates for this Review, there may be scope to significantly increase Realistic availability. This is particularly so if a higher rate of take-up compared to Capacity is shown to be realistically available, e.g. take-up as identified by the BAU 2046 compared to the BAU Ultimate (see section 3.1 above).

Other specific ways in which the Realistic availability may increase include:

- if the average annual rate of secondary dwelling development over the 2018-2022 period were assumed up to 2046 and counted as attached dwellings, recognising their generally smaller size and average occupancy, that would add another 10 per cent to the attached dwelling estimate; and
- factors such as increased public transport accessibility, e.g. in Capalaba and Cleveland, may improve the financial feasibility of attached dwellings and facilitate increased take-up of available Capacity.

4.0 Expected dwelling growth

There are three existing projections or allocations of growth available to inform this Review's estimates of dwelling growth for the 2021-2046 period, including:

- the current official state government medium series dwelling projections, which report total dwellings only (QGSO 2023a);
- the allocation of anticipated growth prepared by PIE Solutions as part of their development projections modelling for Council, based on the previous 2018 edition state government projections (PIE 2022a, 2022b); and
- the projections prepared and provided by the ShapingSEQ Review Project Team for the BAU Scenario (DSDILGP 2023a).

As the estimated Realistic availability in Table 6 (see section 3.2) is derived by adjustment from the BAU Scenario, those same adjustments have been applied on a pro rata basis to derive estimated expected dwelling growth across each five-year period from 2021 to 2046. The resulting 'Review estimates' are presented in Table 7 together with the other available projections and allocations for comparison purposes.

Table 7: Estimated expected dwelling growth 2021-2046

Year	Dwelling type	**Review estimates**	BAU Scenario	QGSO projections	PIE allocation
2021	Detached	**54,083**	54,083	na	53,128
	Attached	**10,932**	10,932	na	11,447
	Total	**65,014**	65,014	64,740	64,575
2026	Detached	**58,799**	57,878	na	54,582
	Attached	**12,616**	12,616	na	14,159
	Total	**71,415**	70,494	70,547	68,741
2031	Detached	**62,126**	60,284	na	56,919
	Attached	**14,030**	14,030	na	16,359
	Total	**76,156**	74,313	74,718	73,278
2036	Detached	**64,212**	61,447	na	58,837
	Attached	**15,278**	15,278	na	17,793
	Total	**79,489**	76,725	77,890	76,630
2041	Detached	**65,750**	62,064	na	60,341
	Attached	**16,461**	16,461	na	19,101
	Total	**82,210**	78,525	80,301	79,442
2046	Detached	**66,775**	62,168	na	60,699
	Attached	**18,319**	17,719	na	19,655
	Total	**85,094**	79,887	81,411	80,354

Although the Review estimates are significantly higher overall to 2046, the key difference is the additional detached dwellings from the progressive take-up of one into two lot subdivisions in the LDR and the existing vacant lots on the SMBI. Both of those, which reflect historical rates of take-up, were not factored in adequately to the PIE Final Capacity. As a consequence, the BAU Scenario and QGSO projections, which used the PIE Final figures as inputs, have been misinformed.

It is notable that the gap in detached dwelling supply in the PIE Final figures has meant the PIE allocation has the highest figures for attached dwellings of all of the estimates in Table 7, even though the Review estimates are significantly higher overall.

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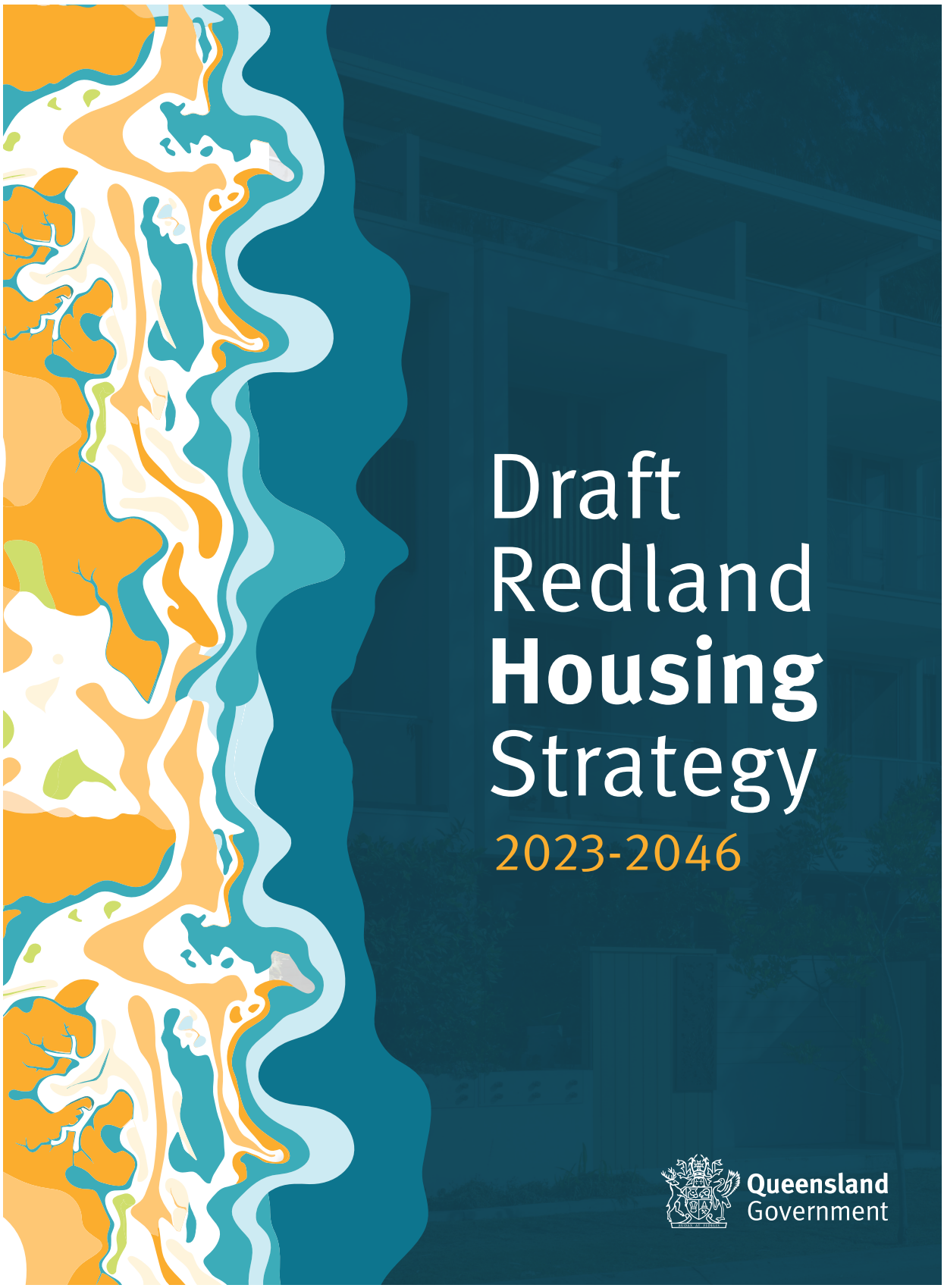
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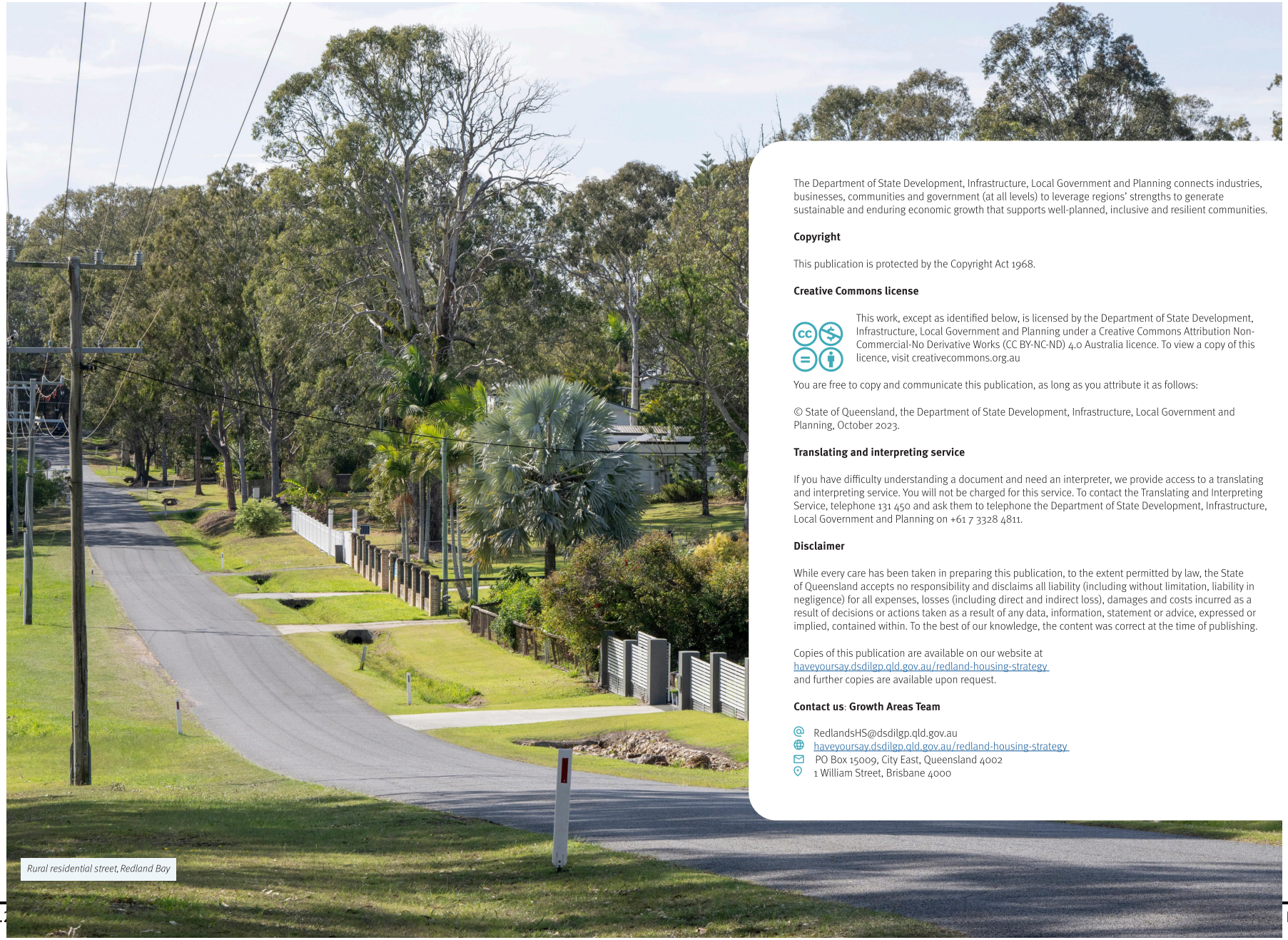
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Draft
Redland
Housing
Strategy
2023-2046
Queensland
Government



Rural residential street, Redland Bay

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Copies of this publication are available on our website at haveyoursay.dsdilgp.qld.gov.au/redland-housing-strategy and further copies are available upon request.

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Traditional Owners Acknowledgement

The Quandamooka People, the Traditional Owners of much of Redland Coast, have lived on, and cared for the lands and seas surrounding Minjerribah (North Stradbroke Island) for at least 40,000 years. We acknowledge Quandamooka Elders past and present and recognise their unique and ongoing spiritual and cultural connection with the land and waters of the area.

The draft Redland Housing Strategy 2023-2046 acknowledges this connection and need for ongoing engagement of Traditional Owners in maintaining and enhancing the health and wellbeing of Quandamooka people.

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1 Introduction

1.1 Why Prepare a housing strategy?

By 2046, housing needs in the Redland area will be different from what they are now. The Redland population is growing and evolving, and it is important that the local housing supply meets these changing demographics.

With more than 50% of dwellings in Redland having four or more bedrooms, there is limited offer in terms of smaller and more affordable housing types to meet the needs of people in a range of financial circumstances. There is currently a mismatch between needs and supply, with smaller households renting larger, more expensive properties due to limited choice, which contributes to an increasing proportion of Redland residents experiencing financial stress in relation to their housing situation.

1.2 What is the purpose of this draft Strategy?

This draft *Redland Housing Strategy 2023 – 2046* (draft Strategy) works towards ensuring that everyone in Redland has access to the type of housing they need, now and in the future. This draft Strategy responds to the action from the Queensland Government's Regional Plan for South East Queensland, draft ShapingSEQ 2023 Update (draft ShapingSEQ).

The Queensland Government is currently undertaking a targeted review of the current regional plan (*ShapingSEQ, 2017*) to respond to current housing pressures in the context of population growth and events since 2017 when the plan was first released. The draft ShapingSEQ requires South East Queensland local governments to identify how greater residential supply, diversity and affordability can be achieved to meet regional growth demands.

This draft Strategy acknowledges that achieving greater housing supply and diversity is not solely the responsibility of planning. Delivering greater supply and diversity requires support from all levels of government, not-for-profits, non-government organisations and the private sector.

Investment decisions and actions are made by all stakeholders in Redland. The purpose of this draft Strategy is to guide actions to support the increased delivery of greater housing diversity and supply. This draft Strategy identifies mechanisms to facilitate improved planning and encourage development that meets the needs, including cultural needs of the Redland community.

Single family houses, Cleveland



1.3 What does this draft Strategy aim to achieve?

This draft Strategy provides a pathway to achieve greater housing supply and diversity in the right locations, to meet the needs of both the current and future population of the Redland to 2046.

This draft Strategy recognises the desire of the Redland community to remain living within Redland throughout the various stages of their life and not be forced to move away from their support networks, family and friends. This will be achieved through the provision of housing options that meet people's housing needs at various stages of their life. Importantly, this will mean improving housing choice in key locations across the local government area.

1.4 What are the contents of this draft Strategy?

This draft Strategy has been prepared on behalf of Redland City Council by the Department of State Development, Local Government, Infrastructure and Planning (the Department).

This draft Strategy:

- outlines the existing housing context and emerging trends for Redland
- identifies the needs of the Redland community as captured through engagement, statistical analysis and future projections
- investigates housing supply and diversity in Redland and measures against the following state interests
- provides support to future amendments to the Redland City Plan 2018
- sets out a series of potential implementation measures to address the identified issues and achieve state interests
- provides a monitoring framework to measure the effectiveness of identified measures.

This draft Strategy has been informed by background and technical reports as well as the views of the community during the engagement undertaken in 2023

A summary of the needs, gaps and opportunities identified during the preparation of this draft Strategy is detailed in the Redland Housing Strategy background report.

2 Redland City

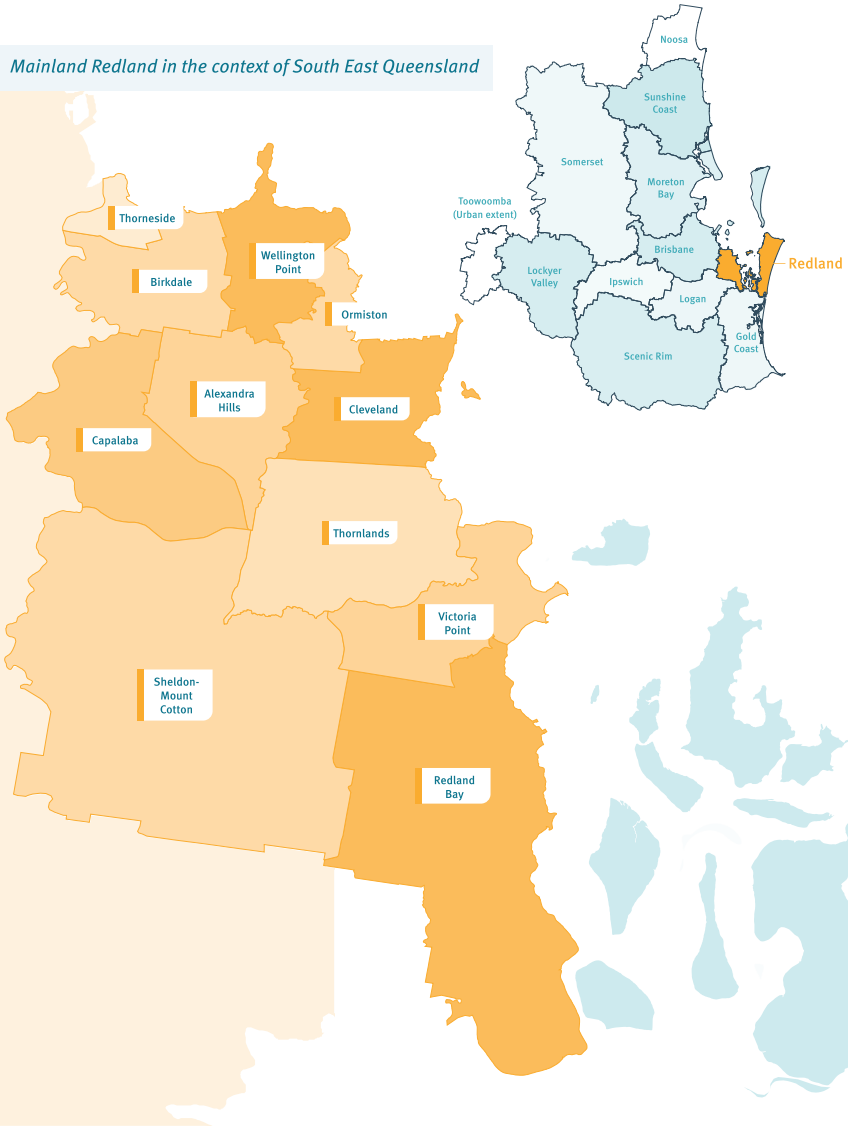
Redland is one of twelve local government areas (LGAs) that makes up the South East Queensland (SEQ) region. It contains unique economic, environmental and lifestyle characteristics which make it an appealing place to live.

Redland has numerous island communities, sensitive environmental areas, an expansive and iconic coastline, and a collection of unique centres and places. Ensuring a sustainable balance between urban development and the natural environment is key to ensuring liveability within the Redland area.

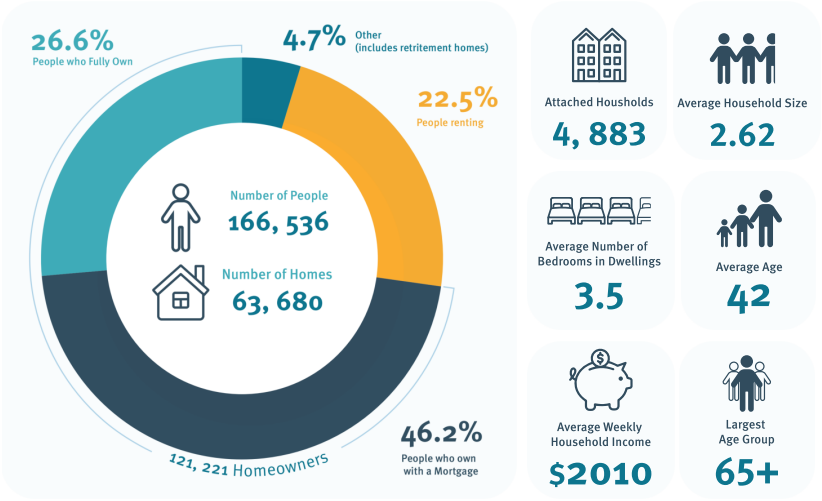
Old Cleveland Lighthouse



Mainland Redland in the context of South East Queensland



2.1 Snapshot of the Redland community



Source: Australian Bureau of Statistics (ABS) 2021 Census

2.2 Ageing Redland population

Like much of Australia, Redland has an ageing population and is an attractive location for retirees. Between the 2016 and 2021 Censuses, the 55-64 year and 65+ year age cohorts recorded the most significant population growth, with these age categories also accounting for an increasing share of total population in Redland. The average age of 42 in Redland was higher than in surrounding LGAs and SEQ and was highest in Cleveland and Victoria Point SA2s.

The higher incidence of persons aged 65+ years coupled with an increasing average age suggests a need to provide downsizing opportunities for older persons living in Redland, both in the form of smaller dwellings and age specific housing typologies, such as retirement villages, residential care facilities, manufactured home parks and co-living solutions targeted at the 50+ population.

2.3 Household structure in Redland

Household structure (composition of people within a home) in Redland gives an insight into the need for different housing types and demand for locations which are specific for age and household related amenities such as schools and health facilities.

Similar to other local government areas across South East Queensland, between 2016 and 2021, the proportion of couple families with children in Redland decreased (-1.7%) as the proportion of couple families without children increased (+1.4%). The single parent family proportion remained relatively steady during this time at 15.5% while the proportion of the Redland population that identifies as separated / divorced (13.7%) is higher than most of South East Queensland (12.9%). Population projections to 2046 indicate that growth in Redland will be driven by small and medium households (91%), particularly lone person households followed by couples with no children. These shifts in household structure in Redland signal an evolving community which will require different housing choices.

Coinciding with the increase in average age is an increase in the proportion of population who require assistance with core activities (+1.1%). Housing cost, which is influenced by choice available, is a major component for those who need assistance and signals a growing need for housing diversity in Redland.

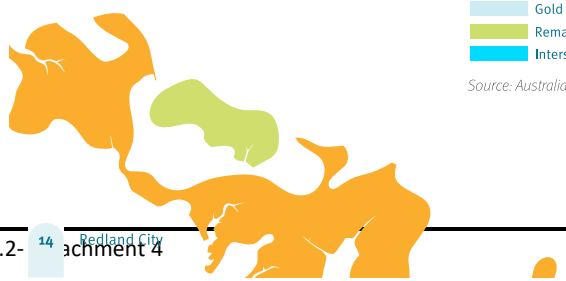




2.4 Employment for the Redland community

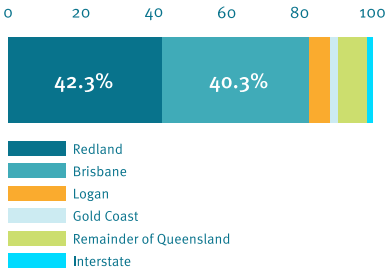
Residents of Redland are highly reliant on employment opportunities in Brisbane City, with approximately 40% of employed residents travelling to Brisbane City for work. Redland residents commuting to Brisbane for work are mostly found in areas in the north-west of Redland, particularly Thorneside, Birkdale, Capalaba, Alexandra Hills, Wellington Point and Ormiston, likely due to the existing road and public transport connections. This has placed pressure on the local road infrastructure network, particularly during peak times as commuters head north. This highlights a need to provide housing choice close to multiple commuter options to Brisbane City. Only 8.1% of employed residents travel south bound to work in Logan City and Gold Coast. Most of these workers live in Sheldon – Mount Cotton and Redland Bay, towards the south of Redland.

In 2021, technicians, trades workers and labourers represented 25% of the Redland community, with many of these workers relying on vehicles and trailers to fulfil their role, which often require space, secure storage in garages or off-street parking. This suggests the need for dwellings to provide ample space and storage to accommodate the needs of Redland's workers, indicating the larger lots and existing residential areas have a role to play in the future of Redland.



Residents who live and work within Redland most likely work in Cleveland or Capalaba (~43.8% in 2021), highlighting their role as key employment centres within Redland. This is likely due to the presence of major employers such as Redland City Council and Redland Hospital in the Cleveland SA2 and the prevalence of retail activity within the Capalaba SA2. A considerable proportion of residents in Thornlands and Ormiston rely on opportunities within Cleveland, while residents in Alexandra Hills, Birkdale and Thorneside significantly rely on employment opportunities in Capalaba. These figures suggest that employment areas should continue to offer housing choice and supply at different price points to assist the Redland community to live where they work and reduce the need for lengthy commutes and strain on existing infrastructure.

Where do the people of Redland work?



Source: Australian Bureau of Statistics (ABS) 2021 Census

2.5 Health care and social assistance in the Redland community

The health care and social assistance industry remains the main source of employment for the Redland community, increasing by 5% to 18.2% between 2016 and 2021. The highest incidence of residents employed within the health care and social assistance sector reside in the mainland communities of Alexandra Hills, Capalaba, and Cleveland, reflective of the proximity and connectivity of these SA2s to Redland Hospital. Further, many new residents to Redland are also employed in this industry, indicating the attraction for this segment of the population to live and work locally.

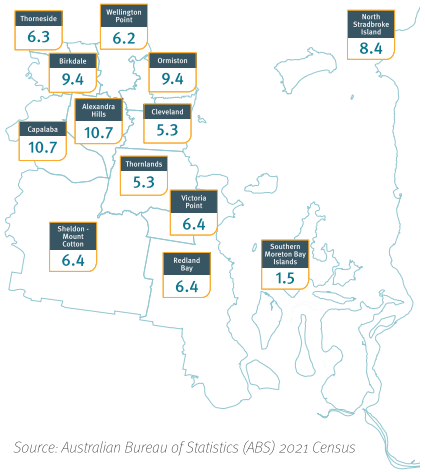
This draft Strategy recognises the importance of maintaining access to housing at different price points around key health areas now and into the future, and also considers the on-call specific requirement to be within 20-minutes driving distance of a hospital.

In Redland, the proportion of renters remained steady between 2016 and 2021, whereas the number of homeowners grew, including those fully owning a property. This may be reflective of the residents who have continued to remain in Redland over an extended period.

Redland hospital

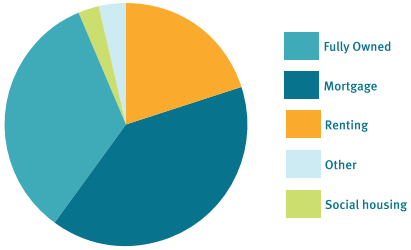


Years of <2% Vacancy Rate



Source: Australian Bureau of Statistics (ABS) 2021 Census

Housing Tenure in Redland



Source: Australian Bureau of Statistics (ABS) 2021 Census

2.6 Housing tenure and cost of housing in Redland

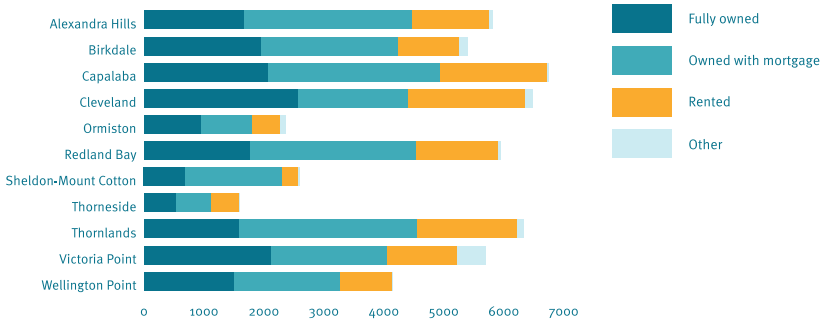
Median detached house prices in Redland, whilst lower than the 2022 peak, remain significantly above the pre-2020 levels, a trend that has been recorded in many parts of South East Queensland. The median price in Redland is estimated at $756,000 with an annual average growth rate of 4.8%.

The median sale price of attached dwellings also maintained an upward trend. The median attached dwelling price is estimated at $510,000 with an annual growth rate of 4.0%. However, Thornlands had the lowest average annual growth in median sale price between 2012 and 2023 (1.8%). This may be reflective of the middle and high rise dwelling approvals having largely occurred in the Thornlands SA2 for Redland.

A residential vacancy rate of 2-4% is considered a balanced market, whereby a vacancy below 2% is indicative of high rental demand. Redland has had a tight rental market for several years, with residential vacancy rates typically remaining below 2% for over five years in most mainland locations.*

In the last ten years Redland has had a persistent undersupply of rental dwellings in Capalaba, Alexandra Hills, Sheldon, and Birkdale with limited housing stock of any typology available to rent. Overall, rental stress is a key affordability challenge facing Redland, with 36.5% of all rental households considered to be under stress. This is higher than the SEQ average and is particularly prevalent in the mainland communities of Capalaba, Cleveland and Ormiston. Census data shows a higher average growth for rents in Redland across dwelling types against a 10-year period reflecting housing demand

Ownership by Type



Source: Australian Bureau of Statistics (ABS) 2021 Census

significantly exceeding supply, which aligns with the trend for SEQ as a whole. Further, the average proportion of household income spent on household costs is greater for those renting (18.8% of household income for mortgaged households as opposed to 26.2% of household income for rental households).

In Redland, 11.8% of households face mortgage stress and Sheldon – Mount Cotton, Alexandra Hills, Thornlands and Redland Bay SA2 have particularly high incidences of households with a mortgage. These areas are likely to be the most vulnerable to any shifts in household incomes (e.g. through job losses).

Overall, the 2021 Census identified that over a third of rental households in Redland were facing housing stress, with this further increasing post Census, particularly as rents grow at a faster rate than household incomes. Mortgage and rental stress in Redland signal the need for a greater choice and supply in the right locations. Diversity in the housing market can offer homes at different price points and more rental options which may reduce instances of stress and provide supply to improve vacancy rates.

2.7 Social and affordable housing

The provision of social housing in Redland City is an important form of housing for the local and regional community. Social housing is available to provide housing stability to vulnerable people who are not able to access and sustain housing in the private market. Social housing may be provided by a community housing provider or under a State funded program.

In Redland, 57% of applicants on the Social Housing register as at 30 June 2020 were assessed as having a remarkably high need for social housing with a further 20.6% of applicants assessed as having a high need (Source: Qld Housing Profiles)

Affordable housing is separate to social housing and is the provision of homes to low-to-moderate income households. Affordable housing may be provided by the market, community program or through government funding.

Segments of the community spending more than 30% of household income on rent may be able to do so without adverse impacts on their ability to pay for other life necessities. However, for households with lower-than-average income, this would likely cause a need for affordable housing.

For this draft Strategy, households in the bottom 40% of income distribution paying more than 30% of household income on weekly rent are considered to require affordable housing. Based on this, an estimated 29.7% of rental households or 6.8% of all households were not able to access affordable housing in Redland City as of the 2021 Census.

Cleveland Villas, Cleveland



As the median weekly rents have continued to increase at a rate greater than median household income, it is likely the proportion of households requiring social or affordable homes has increased.

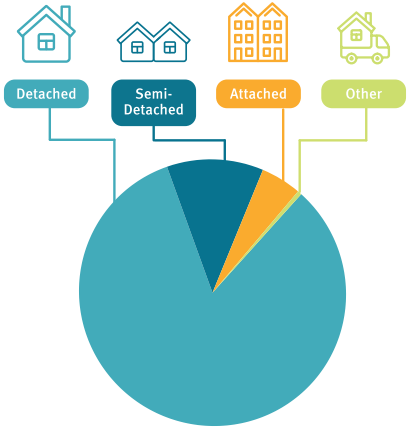
This Strategy recognises the role of social and affordable housing in providing homes to the Redland community. The Implementation Plan responds to the reflexive relationship between Redland's demography and housing, providing actions to respond to possible shortfalls in housing choice and declining affordability for all current and future Redland residents.

3 Housing typologies in Redland City

There is primarily established housing in the northern part of Redland, with new housing development commencing in the southern part of Redland. Historically, the greenfield areas and structure plans of Redland have also predominantly delivered single detached dwellings to the market, which is a consideration for this draft Strategy.

Largely unique to Redland is the fact that the city also accommodates population on the island communities of the Southern Moreton Bay Islands (SMBI) and North Stradbroke Island (Minjerribah). The provision of contemporary levels of services and accessibility for these communities remains a challenge and is a consideration for where homes can be accommodated in the development of this draft Strategy.

Housing typologies in Redland



Source: Australian Bureau of Statistics (ABS) 2021 Census

Houses in Raby Bay, Cleveland



3.1 What are the housing types in Redland?

Overall, housing in Redland is predominantly detached homes, accounting for 82.9% of dwellings in 2021 and 81.7% in 2022. The second most common dwelling typology was semi-detached homes, accounting for 11.7% in 2021 and 9.4% in 2022. Whilst there was a decline in the proportion of dwelling stock described as detached dwellings between 2016 and 2021 (falling from 84.5% to 82.9%), detached dwellings accounted for just under two thirds of growth in the dwelling stock in Redland in the 2016 to 2021 period.

During this period, the Ormiston and Victoria Point SA2s recorded a decline in the number of attached dwellings but an increase in the number of houses and semi-detached dwellings, which highlights a shift towards lower densities in these SA2s. Semi-detached dwelling approvals have been concentrated in the growth fronts of Thornlands and Redland Bay SA2s and to a lesser extent in Wellington Point, Cleveland, Ormiston and Victoria Point SA2s.

Residential building approvals have continued to be dominated by new house building approvals, which is reflective of the relative ease in delivering house and land packages in greenfield residential estates, as compared with attached dwelling development. This draft Strategy recognises that this suggests a need to encourage greater housing choice in greenfield areas including Southern Redland Bay. To do this, the planning scheme will likely need to include incentives to vary or submit approvals.

The proportion of dwellings having one or two bedrooms was particularly low (less than 10% of dwellings) in Sheldon – Mount Cotton, Redland Bay, Thornlands, Wellington Point and Alexandra Hills SA2. The Cleveland and Capalaba SA2s are the only areas in Redland to deliver significant 4+ storey attached dwellings. This signals a need to support the delivery of dwellings with one or two bedrooms to offer choice outside Cleveland and Capalaba.

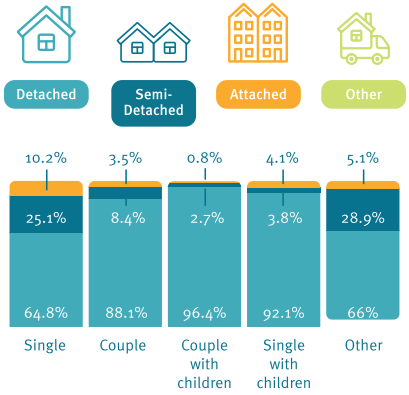
Between 30th June 2017 and 30th June 2023, the total social housing portfolio in Redland saw a 4.4% growth. This rate of growth is marginally higher than Queensland's rate of growth at 4.1%. Within this time, there was an addition of one- and two-bedroom dwellings within the portfolio to respond to the social housing dwelling requirement of one and two bedrooms in Redland.

3.2 Who is living in what type of homes and where?

The majority of SA2s in Redland have a small household to dwelling ratio above 3.5. The small household (1-2 person household) to small dwelling (1-2 bedroom dwelling) ratio provides insights into potential misalignment between dwelling stock and resident need.

The misalignment of small households to small dwellings is most prominent in Sheldon – Mount Cotton, Redland Bay, Thornlands and Wellington Point SA2s and there may be an opportunity to diversify the homes available to align closely with resident need. Between 2016 and 2021, the single parent with children cohort moved away from semi-detached (-6.8%) largely to detached (+6.8%).

Who is living in what type of homes?



Source: Australian Bureau of Statistics (ABS) 2021 Census

The 'other' cohort, consisting of individuals residing in the same household, who cannot be categorised as belonging to a couple or one-parent family, relocated largely from detached (-18.9%) homes to semi-detached (+17.5%). This may be reflective of an increase in semi-detached homes becoming available in Redland more suited to individuals sharing homes and an example of freeing up detached homes for those who need it.

Historic house, Wellington Point



Small households may also choose to live in larger dwellings for a variety of reasons, including future intent to expand their family, choosing to have spare rooms for kinship care, to accommodate guests or a desire to remain in the home where their children were raised. The work environment post COVID-19 is also a factor for living and working arrangements. Residents of Redland may seek to have spare rooms to accommodate working from home.

Over the last decade, Sheldon - Mt Cotton, Redland Bay and Thornlands have largely been the areas of housing growth. However, house approvals have been steadily decreasing in Thornlands since 2017. Growth in these areas has predominantly been delivered as detached houses and excluding 2019 and 2020, there has been a decline in approvals for middle and high attached dwellings. These trends highlight a potential issue with the future supply of housing diversity and impediments to delivery.

Improving housing diversity in new growth areas within Redland will be critical to creating communities that deliver both greater housing supply and choice, through a range of dwelling types. There are several growth areas detailed in 'Growth opportunities' which have been identified in Redland. This draft Strategy will seek to encourage the development industry to reconsider existing approvals to deliver greater housing supply and choice in existing development fronts. This could be facilitated through a review of minimum lot sizes and removing the potential limitations on delivering attached product (for example, allowing terrace style development in the low density residential zone, as well as providing freehold title terrace style development).

4 Community needs and values

The Queensland Government consulted with the community to understand changing housing needs in Redland and to ensure planning for future housing provides adequate supply and diversity to meet their needs. This provided an opportunity for the community and industry stakeholders to provide their thoughts, ideas and suggestions for the future of housing.

From 29 May to 25 June 2023, stakeholders and the Redland community were consulted on housing needs through the following activities:

- online participation through surveys and stories
- in-depth focus group sessions to discuss housing challenges and opportunities in Redland particular to specific life stages:
  - younger people who have never owneda property or who have recently purchased their first home
  - singles and separators with children
  - couples with children
  - empty nesters
- community and industry stakeholder workshops
- pop-up style 'Listening posts' across the major suburban centres of the Redland local government area:
  - Capalaba Park Shopping Centre
  - Victoria Point Shopping Centre
  - Cleveland Shopping Centre
  - Sheldon Scout Hall

The activities were promoted extensively via advertising, social media, a project website, postcards, posters, and temporary outdoor signs.

Summary of findings from local engagement



Additional Housing Supply Needed

The Redland community acknowledges that additional housing supply is needed, with some agreement that more diversity is required. A lack of choice is clear with 75% of respondents who needed to upsize or downsize not confident of finding a new home in their current suburb.



Long-term Vision

The immediate 'housing crisis' has focused the discussion on short term supply and there is opportunity for the draft Strategy to focus on the long-term vision for the provision of housing in Redland. Including design with the market, climate and liveability in mind.



Preserve and Enhance Lifstyle

Community, business and the development industry would all like planning for infrastructure and housing to be integrated. The community would like to preserve and enhance the Redland lifestyle.



Protection of Environment

There is a strong expectation that the environment, including vegetation, fauna habitat, wetlands and marine life is protected, through the development of more housing in Redland.



Faster Development Reviews

The development industry would like the length of development approval processes to be reduced to deliver additional housing in the Redlands more efficiently.

Beth Boyd Park, Thorneside



4.1 Housing supply

"As I reach retirement, I would prefer a housing choice somewhere between detached houses and apartments. High quality terrace / townhouse options are too far and few between in the Redlands..."

– Survey respondent

The Redland community is passionate about ensuring everyone has access to housing. This stems mostly from a shared understanding that people are struggling to afford housing in the region. The two key factors when finding somewhere to live for the Redland community were cost of living and long-term security.

The community recognises that Redland needs more attached or semi-detached housing, such as dual occupancy lots with smaller yard space. The top five suburbs nominated through consultation as needing more housing supply were Capalaba, Cleveland, Thornlands, Alexandra Hills and Birkdale.

There is nervousness among some community members within Redland about the availability of housing supply to suit their needs, particularly:

- young people moving out of home seeking apartments, townhouses and houses with small backyards
- middle aged people downsizing from acreage to 500m² +
- older residents downsizing, seeking single-storey dwellings with a small garden.

Through the engagement, parents of young adults reported feeling concerned about their children's housing future. This worry is driving the desire to utilise family homes more fully on large blocks. Focus group participants, event attendees and survey respondents all reported considering options to help house their adult children. This included building 'granny flats' (secondary dwellings) to accommodate multi-generational living, block splitting to divide land between siblings, buying a small unit for their child to "set them up", or converting a large family home into a share house with separate spaces.

4.2 Long-term vision

The Redland community wants better communication around what type of housing is allowed where within Redland, and how it will be serviced by transport, hospitals, schools and infrastructure.

"...there needs to be a suitable balance between opening up additional land for greenfield development and protecting core ecological values. The provision of additional housing in Redland can't simply rely on infill development..." ***– Survey respondent***

The community would like to see planning for housing in Redland to achieve:

- certainty to reduce anxiety around unexpected outcomes across the local government area
- increased housing diversity around rail corridors, transport nodes and existing town centres
- reduced building heights according to distance from town centres, with 6 storeys considered high
- avoiding lot sizes less than 400m² as the norm
- including green spaces in planning of additional housing supply
- maintaining leafy suburbs and considering vegetation in terms of its connection for wildlife as well as value for habitat when planning transport corridors and housing
- avoiding impacts on wetlands and marine ecosystems.

Importantly, the community does not consider that infrastructure should be planned separately. Many consider the delivery of infrastructure as integral to decisions about housing which should be required ahead of (or at least concurrently with), the approval of significant additional housing supply.

The *Redland Housing Strategy Background Report* includes information on Queensland Government work planned for Redland by the Department of Transport and Major Roads (DTMR) up to 2026.

A small section of respondents and stakeholders perceive that current levels of growth are not sustainable, and they consider growth pressures being experienced in Redland as indicative of the failures of public policies. Consideration of housing supply and diversity concurrently with employment, environmental protection and preservation of agricultural land would be signs of success for community stakeholders.

*Things to love about living in Redland**



4.3 Redland lifestyle

Lifestyle choice underpins housing needs for many in the Redland community. Some segments identify the availability of homes and block sizes that support the pursuit of hobbies as a common factor for living in Redland. Younger members of the Redland community seek open space for children, dogs, and recreation. Some middle-aged and older residents need additional land for recreational vehicles and workshops.

High value is placed on backyards for the Redland community, with residents recalling the opportunity for (and affordability of) a backyard as a reason for moving to the area, or back to the area after time living away. Maintaining availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.

The traditional family home is already being relied upon to house and support the current and future generations. As a result, communal and group living is of growing interest to the Redland community. Detached dwellings that are better designed for shared and communal living, particularly suitable for older persons or young people starting out, will have a greater role in providing housing in Redland.

4.4 Environment

"The importance of keeping trees for koalas, coastal wetlands must be forefront in planning decisions." *- Survey respondent*

Ensuring a sustainable balance between urban development and the natural environment is a key concern of the Redland community. The community is concerned unconstrained development in greenfield growth areas will occur at the expense of the environment. Parts of the Redland community recognise the response to housing supply and needs cannot rely on traditional development models for South East Queensland, including greenfield development. The Redland community asked that this draft Strategy's response to housing affordability consider land as a limited resource in Redland.

This draft Strategy also recognises the Redlands Coast is naturally wonderful and seeks to balance housing with protecting the authentic place brand and community pride in the Redlands Coast.

**Key words from focus group participant polling activity*

Wellington Point pier



4.5 How is this draft Strategy responding to community concerns?

"There are so few apartment or flat options in Redland, and the ones that exist are super expensive or made for an investor-type market rather than home buyers. Even buying small houses is becoming increasingly difficult due to the fast increase in housing prices, and the lack of affordable housing in Redland."
– Survey respondent

This draft Strategy responds to the issues raised by the community, by considering bold, targeted actions that can facilitate the achievement of greater housing supply and diversity. It recognises that housing stress is an increasing reality for a large proportion of people in Redland, as well as across the SEQ region, and that proactive measures must be taken to ensure growth happens in the right locations; growth that can enable positive outcomes in terms of enabling the delivery of housing types that can best meet a range of needs for people in different circumstances and support good living in Redland.

5 Policy context



Townhouses, Redland Bay

The current housing challenge within Queensland (and nationally), is a concern. Queensland's population growth has recovered strongly post-COVID-19, driven primarily by record levels of net interstate migration as well as significant recovery in net overseas migration to Queensland, with approximately 80% of migrants settling in South East Queensland.

Growth in population increases the need for more housing. Changes in household size and type also place pressure on delivering greater housing diversity to meet the needs and cultural needs of those households.

This draft Strategy has been prepared with detailed consideration of the outcomes of the Queensland Housing Summit 2022 and the draft ShapingSEQ, released for public consultation in August 2023.

5.1 Queensland Housing Summit

The Queensland Housing Summit in October 2022 was convened in response to the recognition of the urgent need to address the delivery of housing which meets the needs of all Queenslanders, in terms of both housing supply and support.

The Summit explored the interventions required to achieve improved housing outcomes and was attended by expert leaders and other key stakeholders.

The preparation of this draft Strategy is aligned with the actions and objectives of the Queensland Housing Summit Outcomes Report 2022, in advancing the state interest and meeting the state's genuine commitment to its role in delivering housing supply and support at the local level.

5.2 Draft ShapingSEQ 2023 Update

This draft Strategy will be updated to align with the final ShapingSEQ and Infrastructure Supplement 2023, expected to be released by the end of 2023.

This draft Strategy aligns with the directions provided by the draft ShapingSEQ – Queensland Government's regional plan which guides future growth in South East Queensland.

The draft ShapingSEQ is supported by the draft South East Queensland Infrastructure Supplement (SEQIS), which outlines a plan for critical regional infrastructure to support growth. The following policies are identified for specific reference. Before this draft Strategy is finalised following community consultation, it will be updated to align with the final ShapingSEQ 2023.



5.2.1 Efficient use of land

The draft ShapingSEQ and Infrastructure Supplement 2023 put a stronger emphasis on ensuring growth happens in the right locations, where it is supported by appropriate infrastructure.

The draft ShapingSEQ introduces a new amenity-based policy framework to increase density in locations where communities are supported by key features such as critical access to high frequency public transport, community facilities, open space and activity centres. The draft ShapingSEQ directs infill development to be well-located, providing access to employment, essential services, and other amenities to ensure they enable affordable lifestyles.

To work towards more efficient land use, local governments in South East Queensland, including Redland, are required to further prioritise growth that can be achieved through infill, rather than through greenfield development, to reduce sprawl, ensure growth produces sustainable communities and does not come at the expense of the environment. This requirement is consistent with the sentiments of the Redland community as identified through the stakeholder consultation conducted.

5.2.2 Housing diversity

The draft ShapingSEQ is focused on housing supply and diversity in housing choice and introduces dwelling diversity targets and density targets for each Local Government Area, to provide further policy guidance as to the preferred mix of dwellings to accommodate changing population and households for the region by 2046. Redland has been set a target of 85,000 dwellings by 2046 and the ability for Redland to potentially meet this target is analysed in the following section.

The draft ShapingSEQ proposes a new community at Southern Thornlands to provide for both housing diversity and supply as well as land for business and industry within Redland. Importantly, this area is expected to play a significant role in delivering housing and employment opportunities for Redland.

5.2.3 Gentle density

The term 'gentle density' refers to the gradual, incremental approach to development that avoids abrupt changes in scale, density, or character that might disrupt existing communities. The concept supports the core principle of minimising sprawl to protect the environment and maximise investment in services and infrastructure by going up and in where appropriate instead of out into natural landscapes.

The draft ShapingSEQ advocates for the support of gentle density to meet the dwelling supply targets, through the delivery of low rise to medium rise dwellings including:

- small studios or Fonzie flats
- duplexes
- row or terrace houses
- triplexes or quadraplexes
- multiple dwellings (i.e. low-rise townhouses or units)

Gentle density will help achieve greater housing diversity by providing housing options for people at various stages of their lives and support independent living, while facilitating connections with the local community.

5.3 Social and affordable housing

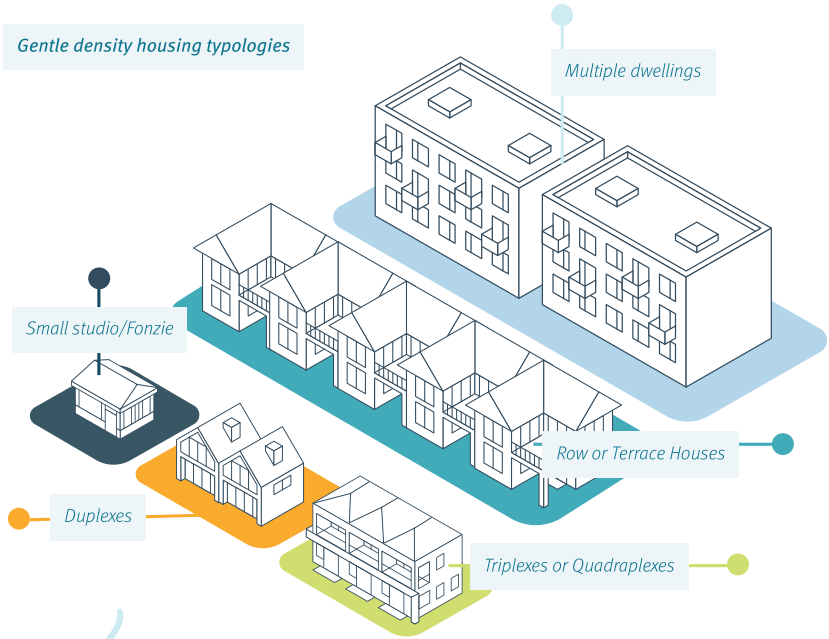
The *Queensland Housing Strategy 2017–2027* outlines a 10-year plan to deliver more social and affordable homes and to transform the way housing services are delivered as essential frontline services across the state.

The *Queensland Housing Strategy 2017–2027* is supported by the *Queensland Housing and Homelessness Action Plan 2021– 2025* which sets out more detail on actions and responsibility for matters relating to housing provision, homelessness support and policy reform.

While the social and community housing sector will contribute to the supply of rental housing in the future the key challenge is how to deliver more supply of smaller homes in the private housing market, responding to the needs, including cultural needs, of Redland residents.

Additionally, the delivery of medium density housing solutions at a range of sizes and price points, ensuring greater diversity of dwelling supply (particularly for responding to smaller households) including in expansion areas.

Gentle density housing typologies





Apartments, Birkdale

5.4 Current Redland City Plan 2018 and proposed update

The current Redland City Plan 2018 (City Plan) is the primary tool for managing and guiding growth and the development pattern for housing (and other land uses) in Redland. In achieving this objective, it is important that the City Plan regulates growth in a way that does not present unnecessary regulatory barriers (including the cumulative impacts of assessment benchmarks) that can act as a deterrent in investing in diverse housing typologies.

The City Plan sets out the strategic intent for the creation of liveable communities and housing, supporting the development of housing diversity and affordability for residents, through balancing the housing needs of both an ageing population and individuals looking to purchase their first home. The intention of the City Plan is to revitalise principal and major activity centres in Cleveland, Capalaba and Victoria Point, as well as within the Priority Development Areas of Toondah Harbour and Weinam Creek, turning them into dynamic mixed-use hubs that facilitate diverse housing options and lifestyle preferences.

The current City Plan provisions relevant to the development of housing, are broadly appropriate and reflective of historic work and community expectations. However, with updated information on housing needs and new expectations, there is an opportunity to maximise achievement of diversity, particularly for freehold title terrace style development and smaller lots to accommodate smaller dwellings.

Currently, the City Plan's low density residential zone does not provide for townhouses / terrace style development. Further, the existing medium density residential zone code allows for dwelling houses to be developed "as of right", rather than enabling the development of more attached and semi-detached housing types. Maximum building heights within the medium density residential zone surrounding the principal activity centres of Cleveland and Capalaba (particularly Cleveland) are underutilised.

In 2020, Redland City Council underwent the process for proposing a major amendment to the medium density residential zone code to be more supportive of diverse dwelling development, including providing for the freehold titling of townhouses. This amendment process was placed on hold pending the completion of this draft Strategy.

An assessment of the current provisions within the City Plan has been undertaken and compared to the proposed amendments to the medium density residential zone code. The review of these proposed amendments has informed the development of potential actions within this draft Strategy to facilitate the achievement of better housing diversity outcomes.

Upon finalisation of this draft Strategy, the Department of State Development Infrastructure, Local Government and Planning will seek to work in partnership with Redland City Council to progress amendments that reflect the findings of this draft Strategy.

6 Analysis of potential housing supply in Redland City

To ensure the right conditions are in place to enable delivery of the homes that are needed in Redland, it is important to review the local land available for housing growth.

At the state government level, a proportion of land in the region is identified as 'Urban Footprint', which is the extent of land needed to accommodate the urban growth to respond to forecasted need to 2046. This policy directs housing and other types of development to specific locations that are best able to accommodate this growth, due to existing and expected infrastructure provision.

The Urban Footprint is a tool for managing, rather than simply accommodating, growth in Redland. This approach provides a framework for delivering efficient urban and rural residential growth, a more compact urban form and the protection of natural assets and landscape.

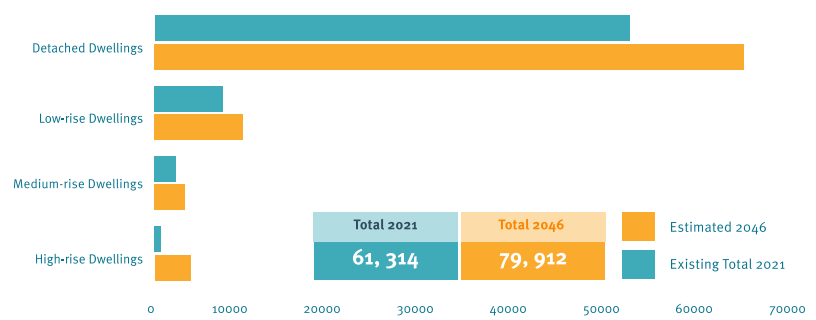
Provisions within the current Redland City Plan 2018 (City Plan) determine the ability of this land to accommodate the required growth to respond to emerging need. The City Plan has been analysed through the Model for Urban Land Use and Transport Interaction (MULTI), a new analysis tool that has been used to inform the draft ShapingSEQ. The MULTI analysis addressed the performance of the current planning scheme in response to the draft ShapingSEQ population projections which are higher. Importantly the MULTI is a regional model which assesses Redland's supply and demand for housing in the context of infrastructure servicing, feasibility and accessibility. It assists in understanding the range of planning policy interventions required to ensure that planning supports the right number and mix of houses to 2046.

The cumulative growth of the current City Plan modelled to 2046 is 79,912 dwellings. The MULTI analysis shows that it is unlikely that the 85,000 Dwelling Supply Target for Redland set by the draft ShapingSEQ will be achieved under the current City Plan provisions, with a shortfall of approximately 5,000 dwellings.

In the absence of ongoing policy intervention through current and future planning schemes, Redland will not be able to deliver the additional number of homes required to meet the forecasted local need as identified in the draft ShapingSEQ.

Figure 1 identifies the breakdown of dwellings in 2021 and the number of dwellings that could be developed under the existing City Plan using the MULTI analysis.

Figure 1: Existing and forecasted dwellings



Existing totals derived from the ABS 2021 Census and future estimates derived from analysis undertaken as part of this draft Strategy and for the draft ShapingSEQ 2023 Update

Townhouse, Thornlands



6.1 What does the analysis mean for housing in Redland?

Demand for housing in South East Queensland and Redland is expected to remain strong, therefore there is a need to review the current framework to ensure this growth responds to current and emerging needs and can be accommodated in the most sustainable manner without undermining housing supply and therefore affordability.

The analysis has estimated that under the current City Plan a proportion of housing growth will occur in the Southern Moreton Bay Islands with an identified ability to provide approximately an additional 1,600 dwellings. The Islands can't be relied on to contribute to the housing growth for Redland, considering the existing environmental risks as well as limited access to services in comparison to the mainland. This draft Strategy recognises the need to ensure that any additional growth on the islands is underpinned by strong up-to-date evidence of the islands' capacity to accomodate growth safely and sustainably. This draft Strategy recognises the planning context for the Southern Moreton Bay Islands and North Stradbroke, however where possible, alternative locations on the mainland should be considered to encourage the growth modelled away from the islands.

The modelled City Plan developed to 2046 estimates that Redland will see a significant shift from detached dwellings, due to a reduced supply, towards more medium-rise and high-rise (9+ storeys) development. However, the analysis has identified an imbalance between low-rise (up to 3 storeys) and high-rise. The imbalance is due to a decline in low-rise development, which, without a strategy for guided and calibrated development could lead to reduced housing options (low-rise) and a significant contrast in building heights that could disrupt the character of Redland. This signals a need to facilitate greater low-rise and medium-rise development to retain a balance of housing product.

Without policy intervention, in the period between 2021 to 2046, the number of additional dwellings in Redland in the analysis is anticipated to be highest in the Redland Bay and Cleveland SA2s, together accounting for just under half of additional dwellings within Redland City. This draft Strategy will seek to ensure growth is accommodated in the right locations across mainland Redland.

The populations of Thorneside and Sheldon – Mount Cotton SA2s are anticipated to remain stable over the next 25 years, with the implication of this being that there is limited opportunity to diversify housing stock in these localities.

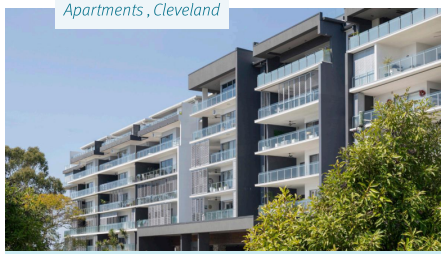
The analysis points to a need to deliver approximately 6,000 smaller dwellings (1-2 bedroom dwellings) in the 2021 to 2046 period in Redland to meet the evolving needs of residents. The delivery of smaller dwellings across Redland is anticipated to vary by SA2 to recognise the existing built form and residential preferences of each community.

The City Plan can be reviewed to consider more opportunities for gentle density, where development is gradual and incremental to limit abrupt changes in scale, density, or character. This is particularly the case for the low density residential zone. Gentle density allows for some increased density in the right locations without overwhelming the existing urban fabric and visual appearance of a neighbourhood.

The principal centre zones, including Cleveland and Capalaba, were analysed as providing limited residential supply against the current City Plan, despite being locations that are preferable for development. These areas serve wide catchments of the Redland community and are key employment areas with concentrations of higher order retail, commercial, administrative, community and entertainment uses. This draft Strategy provides the direction for the review of the City Plan, with the intention to removing barriers and limitations inhibiting the delivery of appropriate residential development around key activity areas and the principal centre zones.

Analysis has found the City Plan can, in some areas, theoretically facilitate delivery of some diverse development and meet most supply targets. However, the City Plan requires a calibration of typologies and development areas. It is important that future development sites can be effectively and efficiently developed, while also encouraging development to meet the needs of the community. This draft Strategy considers that incentives may need to be provided to support the delivery of housing in the right locations.

Apartments , Cleveland



This draft Strategy therefore provides recommended actions for City Plan amendments to remove some of the barriers to achieving greater housing supply and diversity, by focusing in the short term on:

1. reducing minimum lot sizes for certain housing types within the low density residential zone, where certain criteria can be satisfied
2. providing for the development of townhouses / terrace style development and retirement facilities within the low density residential zone
3. providing for freehold titling of townhouses / terrace style development
4. increasing the minimum height of development within the medium density residential zone, where within a certain distance of a principal centre
5. incentivising the development of more attached housing within the medium density residential zone, rather than permitting dwelling houses "as of right"
6. encouraging existing and future growth areas and greenfield development to provide for a range of low medium density and medium density residential zones (over and above the standard low density residential zones), as a means of contributing to the development of more diverse housing options for Redland.
7. introducing incentives to help industry reconsider existing development approvals for greater housing supply and choice.

6.2 Growth opportunities

Population growth within Redland in recent years has been accommodated mostly through greenfield site development, as opposed to infill in existing areas. Previous structure plan areas such as South-east Thornlands and Kinross Road are being built out, and new areas at Double Jump Road are now coming to market.

Attached dwelling development has been primarily through semi-detached products (such as townhouses).

The Redland's Housing Strategy 2011-2031 (current strategy) identified the focal point for medium and high-density development was within Cleveland and Capalaba. While Cleveland has recorded a high number of attached medium and high-rise dwellings, early in the 2016 to 2021 period, it has since declined, particularly as the consolidated sites near the shoreline have been exhausted. Further, less than a quarter of new dwelling approvals in Capalaba have been high density residential.

Southern Redland Bay

Shoreline is an approved master plan area in Redland Bay and is one of the last large scale greenfield developments in Redland. It provides for the delivery of approximately 3,000 lots and makes a significant contribution to future housing supply.

Southern Thornlands

Southern Thornlands has recently been identified in the draft ShapingSEQ as a proposed Urban Footprint expansion area. Subject to further land use investigations Southern Thornlands is expected to provide for both housing diversity and supply, as well as land needed for business and industry within the Redland LGA. Should the development of Southern Thornlands come to fruition, it is envisaged that this will provide a significant contribution to dwelling supply and diverse housing options for Redland.

Toondah Harbour

The Priority Development Area of Toondah Harbour in Cleveland has also been identified as an area to accommodate future population growth. This will solely be in the form of attached high rise development.

Apartments, Redland Bay



7 Meeting the current and future needs of the community

The draft ShapingSEQ and context of the Queensland Housing Summit provides clear direction to provide a greater amount of dwelling diversity and density to deliver a mix of housing to meet local and regional needs.

Redland alongside all other local governments in South East Queensland, will respond to the increasing housing need in the region by accommodating a proportion of growth within the Redland Local Government Area. The Queensland Government may also establish priority development areas where necessary to address such need.

As new residents arrive in South East Queensland, the share of growth accommodated in Redland needs to be sustainable and protect the environmental values of the Redland area while responding to climate change. Redland cannot rely on urban sprawl to provide more diverse and affordable housing. This draft Strategy focuses on supporting the delivery of additional homes through the removal of barriers to achieving greater housing diversity, with a particular focus on provisions within the low density, low-medium density and medium density residential zones. There is also a need to rationalise the residential zones and precincts, to ensure the zones are fit-for-purpose and consistent across Redland. New growth areas should also provide for a greater mix of housing densities and dwelling types.

New growth areas need to encourage the development of gentle density (i.e. small lot housing, secondary dwellings, dual occupancies and multiple dwellings) within low density and low-medium density zoned areas. Areas of rural residential development which provide for larger lifestyle lots that uniquely define Redland will be retained.

How the Redland community will look in 2046



Source: Bull & Bear Economics future estimates derived from the draft ShapingSEQ 2023 Update population projections

The *draft SEQ Infrastructure Supplement* (SEQIS) includes identified infrastructure priorities required to support growth. This includes the Eastern Metro Infrastructure Project which is in its preliminary stages of planning. The project considers extending the existing busway from where it currently ends at Coorparoo through to the Capalaba business district to provide a greater connection to Brisbane business district.

Focused medium density housing at greater heights and densities adjoining the principal activity centres of Cleveland and Capalaba and to a lesser extent around the train stations on the Cleveland line and the busway, will also make an important contribution to the provision of medium density living. These aim to support commuters and provide housing options in accessible location while protecting the unique environmental and other attributes of Redland that make it a desirable place to live.

The delivery of additional housing must ensure that adequate services and infrastructure is provided to limit the impact of urban development on areas of high environmental value. This provides a better outcome for both people and the environment.

Single family house, Redland Bay



This draft Strategy provides a long-term vision on how planning can meet the needs of the Redland and South East Queensland community by seeking to:

- deliver **greater diversity** in housing typologies which can support all household types;
- deliver housing that can cater for people at all stages of life and in different family circumstances;
- diversify housing stock to enable a broader range of price points for renters and purchasers including potentially through the provision of **freehold title townhouse development**;
- deliver dwellings within proximity to major public transport infrastructure to promote public transport usage to access employment and support **gentle density**;
- support housing diversity around Redland employment and health areas to support local **employment opportunities** and **healthcare and social workers**;
- house the **population and meet the dwelling supply targets** set by the draft ShapingSEQ to support the growth in South East Queensland region as a whole;
- plan for necessary supply through well located and serviced greenfield development;
- deliver additional development through infill to support higher densities around the principal activity centres at Cleveland and Capalaba;
- provide housing diversity responding to **neighbourhood characteristics**.

Apartments, Wellington Point



7.1 Greater diversity in housing typologies for Redland

There is an opportunity to improve housing choice and diversity for all Redland residents, no matter what stage of life they are at. This requires facilitating the delivery of housing typologies that respond to the needs of everyone, whether they be young or elderly, singles, couples, or families.

The reliance on greenfield residential subdivisions for increasing stock and the reduction in attached medium-rise dwellings between 2016 and 2021 have contributed to reduced housing choice at varying price points and contributed to the housing tenure issues faced by some Redland residents. This draft Strategy recognises that to retain areas of traditional residential blocks without impeding the environment, infill is necessary to avoid urban sprawl and balance the housing and cultural needs of the community.

This draft Strategy seeks to ensure the right types of housing can be delivered to meet the evolving needs of the community through the delivery of compact housing typologies and age-specific housing.

Redland is an important growing city in the SEQ Metro sub-region, the social, cultural, and economic heart of South East Queensland. Each city brings its own culture, history, and unique contribution to South East Queensland, contributing to accommodating the future growth and needs of the population.

This draft Strategy recognises that the delivery of diverse housing cannot rely on the planning framework alone and other incentives may be necessary to promote the delivery of these housing types within Redland.

7.2 Freehold title townhouse / terrace style development in Redland

The housing requirements of Redland are changing, and pressures on the natural environment and efficient infrastructure delivery requires consideration of increased housing densities and diversity in well-established areas. When appropriately located, terrace housing is suitable for all household types, where residents can benefit from access to nearby employment areas, shops, community services, high frequency public transport and park networks.

Freehold title townhouse / terrace style development requires strong design-focus requirements that address visual amenity, access to light, management of built-to-boundary walls and their overall

7.2.1 How can freehold title townhouse / terrace style development support housing in Redland?

Facilitating the inclusion of freehold title townhouse / terrace style development in well-located areas that are near centre zones, public transport and park areas can support people in different life stages and those with diverse needs. Industry feedback during engagement highlighted that this style of development is attractive to deliver to market due to reduced costs and demand.

Freehold title terrace style development can provide a more affordable solution with a range of lot sizes and bedrooms to cater for singles, downsizers, couples, and families. Freehold title townhouse / terrace style development provides choice in a comparable price range as apartments, one of the differences being a home without or minimal body corporate fees.

Townhouse / terrace style development also offers a small backyard which may accommodate older residents downsizing, seeking single-storey dwellings with a small garden. The existing Redland's Multiple Dwelling Design Guide recognises that higher density housing forms should, where possible, be developed with rear vehicle access. This draft Strategy considers the reform that may be needed to facilitate the freehold title townhouse / terrace style development including further guidance on lot frontages, streetscape and capacity to accommodate visitor parking.

7.3 Continue to support the health precinct and all key workers

The draft ShapingSEQ recognises the fall in affordability across SEQ is likely to result in a sizeable number of essential workers (and others on average wages) having to live further away from where their jobs are located. A failure to accommodate appropriate population growth within the existing urban form results in outcomes such as key workers not being able to live near their work.

It is understood that key workers can work in most locations where people live. As a result, it means there may be little incentive to remain in expensive housing market areas with unaffordable rental or mortgage costs. While there is no single definition of what constitutes a 'key worker', the term usually refers to employees in services that are essential to a city's functioning but who earn low to moderate incomes. Therefore, it is important to ensure housing choice and supply remains available in Redland to provide the community with resourced essential services.

Few workers in the healthcare and service industry can 'work from home'. This draft Strategy recognises the importance of living in proximity to work to cover shifts, quickly respond to increases in service demand and attend emergency situations.

The draft ShapingSEQ also recognises the regionally significant role the knowledge and technology precincts, including Redland Hospital and Mater Private Hospital, have on economic and social activity. This draft Strategy seeks to maintain options and supply of housing for health care and social assistance workers in proximity to these hospitals as they not only provide a critical service to the Redland community but are also major employment generators for the region.

Redlands Satellite Hospital



7.3.1 The health sector in Redland

Redland Hospital is a major health centre for Redland City and Brisbane's southern bayside suburbs. The Redland Hospital at Cleveland is supplemented by the Redland Satellite Hospital at Redland Bay, a smaller facility that supports the ongoing needs of the Redland community.

The Redland Hospital and Satellite Hospital are both a significant employer of Redland residents, as shown in the 2021 census data:

- the health care and social assistance industry is the highest employer of Redland residents.
- new residents of Redland are most likely to work in the health care and social assistance industry.
- new residents of Redland are likely to access employment opportunities at Redland Hospital .

7.3.2 How can these workers be supported in Redland?

This draft Strategy recognises the role and function of the two Redland hospitals, as key places of work for the region. The Brisbane business district will be supported by the strong network of urban centres and knowledge and technology precincts; therefore, they are important to ensuring South East Queensland prospers and remains a competitive economic powerhouse.

This draft Strategy recognises the Cleveland Health Precinct to allow it to intensify and specialise over time. To support the precinct, planning in and around the precinct will need to provide for high-quality, mixed-use urban forms that promote a walkable urban environment. The implication for this draft Strategy is also increased supply and diversity at different price points to be considered in proximity to these hospitals, where the on-call component of the workforce has a specific requirement to be within 20-minutes driving distance of a hospital.

7.4 First Nations peoples

The draft Strategy recognises First Nations peoples and their connection to Country. The importance of ongoing engagement with Traditional Owners, the Quandamooka people, and the broader First Nations community regarding their cultural needs in relation to housing is acknowledged. Implementation actions will help ensure there are opportunities for First Nations people to live on land and respect their rights and connection to the land in Redland.

The government will continue to progress residential, cultural and business opportunities for the Quandamooka people and other First Nations stakeholders in Redland.

Redland City Council under the direction of the Planning Minister is amending its planning scheme to give the Quandamooka people long-term certainty over 25 parcels of land on Minjerribah (North Stradbroke Island). A temporary local planning instrument (TLPI) is in place while Redland City Council amends its planning scheme. These planning changes provide important future economic, social and cultural opportunities for the Quandamooka people, including land and housing opportunities.

Cleveland Train Station





Houses, Ormiston

7.5 Supply and diversity targets

Redland will be required to meet the dwelling supply and diversity targets established by the draft ShapingSEQ. Presently, high density dwelling stock in Redland is entirely contained within Cleveland SA2, with just over 1% of the housing stock classified as high density. To meet the dwelling diversity targets established by the draft ShapingSEQ for Redland, the planning scheme will need to include assessment benchmarks that encourage higher density development that does not adversely impact development feasibility.

The direction from the draft ShapingSEQ is for Redland to maintain a minimum of four years of approved housing supply and a minimum of 15 years of supply of land that has been appropriately zoned and is able to be serviced.

7.5.1 What do the targets mean?

Setting targets aims to guide the delivery of more housing choice and supply for the Redland community and South East Queensland.

Under the targets, the future of housing in Redland is to be provided, in part, through a focus on delivering housing via infill, supported by an uplift in diversity in low density residential areas and continued incremental growth in existing residential areas.

With support from the City Plan and other potential incentives, Redland's low and low medium density residential areas can potentially deliver greater gentle density, including small studios or Fonzie flats, duplexes, row or terrace houses, triplexes or quadraplexes and low-rise multiple dwellings (up to 3 storeys). This draft Strategy recognises the need for the low density residential zone in particular to introduce more opportunities for gentle density.

7.6 Neighbourhood character

Appropriate design and landscaping are key elements of ensuring new development responds to the unique features of Redland and responds to the Redland community values. This may be done in a way that does not offend the existing character or urban fabric of established neighbourhoods within Redland.

The existing City Plan contains zone precincts which outline anticipated or acceptable types of development, level of assessment and the assessment criteria. The precincts go some way in balancing development with the protection of specific existing character, environmental values and other features of these locations.

Subject to further work, there may be an opportunity for neighbourhood design and character to be recognised, highlighting crucial elements that make specific areas of Redland unique and liveable. Neighbourhood character and design can be considered for inclusion in Redland, particularly where some uplift is being considered. This could also provide detail as to the characterisation of a spatially defined established neighbourhood, avoiding the need to determine the "surrounding established neighbourhood" when assessing applications.

7.7 High amenity areas in Redland

The draft ShapingSEQ identifies the need for increased densities to occur within high amenity areas in appropriate locations across SEQ. Such areas include principal or major regional activity centres (e.g. Cleveland and Capalaba) and high frequency public transport stations or stops.

The draft ShapingSEQ also requires local government to undertake further work to spatially identify high amenity areas within their planning scheme aligned to the criteria.

In addition to Cleveland and Capalaba and areas around high frequency public transport stations, the growth in Redland should be supported by high amenity areas that are suitable for additional housing by way of infill, upzoning and delivery of mixed use and commercial developments which attract higher density residential development.

High amenity areas could be in centre zones and applicable residential zones where they meet the following criteria:

- close to high frequency public transport, including bus stops and train stations.
- within an area that has a high level of access to parks, services and principal or major activity centres.

7.7.1 Development expected in high amenity areas

High amenity areas are identified as suitable for accommodating increased residential density and different housing typologies, primarily comprised of attached dwellings, such as apartments.

Development will be delivered through infill, repurposing of existing buildings and delivery of mixed-use developments that contribute to the character of the established suburbs.

The specific outcomes of the high amenity areas will be dependent on the locality specific opportunities and constraints, as well as the form and function of nearby centres. High amenity areas will be supported by a series of principles including:

- develop at an appropriate height and density relative to existing services, employment and/or key public transport nodes and should meet high quality design outcomes
- contribute to the provision of a diversity of housing that meets the needs of the community
- mitigate/manage the physical land constraints including ecology, and topography
- provide safe access to and from the site
- design street layouts and/or lot configurations relative to the local context of the area
- integrate with site context and adjoining development, including scale, built form, and streetscape
- develop where the site can be adequately serviced by infrastructure, and which does not represent out-of-sequence development.

7.7.2 How can high amenity areas support needs and growth?

The high amenity areas can support housing choice for younger adults seeking better access to employment or education, contributing to retaining this cohort in Redland.

High amenity areas provide an opportunity for diverse housing for the ageing population wishing to downsize and remain in the Redland community, close to social connections, and health and support services.

High amenity areas may be attractive to young families and single parents, where accessible to parks and education. These areas also encourage short trips by walking and active transport to support community health and wellbeing.

7.7.3 How can high amenity areas be accommodated in Redland?

To support the high amenity areas and ensure homes are being maximised in these areas, the medium density residential (MDR) zone, and low medium density residential (LMDR) zone may need to provide for more attached housing product to be delivered. To address the shortfall of housing required under the draft ShapingSEQ, there will be an introduction of more precincts, which contain specific provisions related to the desired height and amenity outcomes for defined areas within Redland.

Currently, there are minimum standards for the number of parking spaces for residential development. The more parking spaces required increases the cost of development and reduces the ability to deliver low to medium-rise, higher-quality, affordable apartments. Leveraging the high amenity area access to public transport should reduce the need for car parking requirements and incentivise low to medium-rise development.

A tailored approach to the delivery of diverse housing typologies within Redland is required, including the development of more attached dwellings at a density commensurate with the site's location in proximity to principal activity centres and high frequency public transport stations.

Map 1 highlights potential high amenity areas for Redland based on the criteria.

Cleveland town centre



7.8 Medium change areas in Redland

Medium change areas in Redland are suitable for the establishment of a range of housing typologies through infill outside of high amenity areas. These areas are not spatially incorporated into the City Plan but instead recognise the extent of change that may occur in well-established residential areas identified in the low density residential and low medium density residential zones.

High amenity and medium change areas seek to encourage growth in neighbourhoods that are connected through different housing types, access to public transport and key centres to continue to build healthy and liveable communities.

The concept of medium change areas also provides the existing community with a guide on the new development they can expect to see in their local areas. The areas that meet the criteria below identify where housing supply and diversity take priority despite surrounding density and character values.

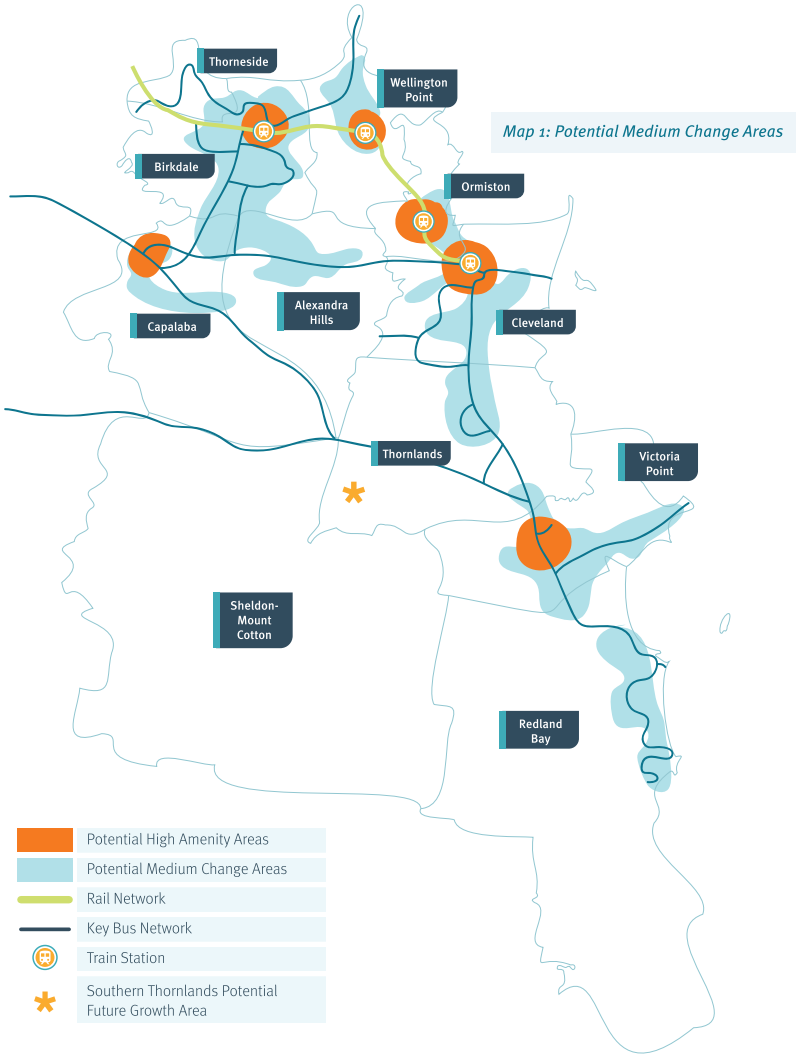
Medium change areas meet some of the following criteria:

- 800m to a train station
- 400m to a future bus route or bus capable road including, the Eastern Busway and proposed Eastern Metro Infrastructure Project
- in proximity to Redland's hospitals
- within an area that has a moderate level of access to parks, services and local centres.
- within 800 metres for district and higher order centres and 400 metres for local and neighbourhood centres
- have mixed lot sizes suitable for subdivision (including smaller lots) and low-rise multiple dwellings.

7.8.1 Development expected in medium change areas

Medium change areas are identified as suitable for accommodating a mix of housing typologies, including small lot housing, duplexes, townhouses, and terrace housing. Development will be comprised of infill and the redevelopment of existing buildings that complement, rather than undermine, the existing character of the established suburbs. Some areas, particularly on the periphery of the high amenity areas, will seek to include up to seven stories where appropriate. The specific outcomes of the medium change areas will be dependent on the locality specific opportunities and constraints, as well as the form and function of nearby employment hubs, transport services and centres.

Map 1: Potential Medium Change Areas



7.8.2 How can medium change areas support needs and growth?

The medium change areas can support housing choice, particularly suited to individuals sharing homes as there has been a significant uptake in semi-detached homes in Redland by this cohort. By 2046, couples are estimated to form many households in Redland.

Recent demand in Redland indicates couples' preference for semi-detached housing, therefore providing a mixture of housing, including semi-detached, close to transport and parks can assist in accommodating the growth of the community.

These areas are also likely to be adjacent and close to the Eastern Busway and future Eastern Metro Infrastructure Project. This aims to provide housing options for a sizeable portion of the Redland community who commute to Brisbane for work.

This draft Strategy considers supporting health care workers working and residing in the Redland region. Focusing on maintaining housing supply and diversity near Redland's hospitals is important to support critical workers locating in the Redland region.

Medium change areas also support the gradual, incremental approach to development from high amenity to low change areas to avoid disrupting existing communities.

7.8.3 How can medium change areas be supported in Redland?

Greenfield development will be required to incorporate low medium density and medium density residential zones (in addition to the predominant low density residential zoning), to facilitate the delivery of a mix of housing types in new communities, particularly if new centre/neighbourhood zones are created through master planning.

Some other measures that could be contemplated for medium change areas include:

1. identify where more low medium density residential zone within the medium change areas can be applied,
2. reduce the minimum lot size in the low and low-medium density residential zones subject to spatial criteria and constraints analysis.
3. develop specific design provisions for building townhouses, duplexes or apartments on corner lots.
4. development of a dwelling house (small lot) code, to have greater control over the design of development on small lots.

Map 1 highlights potential medium change areas for Redland based on the criteria.

Single family house, Wellington Point



7.9 Low change areas in Redland

Low changes areas are identified as suitable for incremental changes to support increased housing supply and diversity. These areas are not spatially incorporated into the City Plan but instead recognise the extent of change that may occur in well-established residential areas identified in the low density residential zone. The concept of low change areas also provides the existing community with a guide on the new development they can expect to see in their local areas.

Low change areas are characterised in the following ways:

- not necessarily close to high frequency public transport;
- within an area that may not have as high level of access to parks, services and any centres.

7.9.1 Development expected in low change areas

Low change areas are identified as suitable for accommodating supplementary housing types, including granny flats/secondary dwellings and dual occupancy. Incremental change will happen over time to accommodate larger family units and multi-generational family living that support ageing in place.

The specific outcomes of the low change areas will be guided by site specific constraints.

7.9.2 How can low change areas support needs and growth?

The low change areas can support accommodating supplementary housing types or, where appropriate, subdivision to divide land for families to grow and/or age in place.

The low density and change areas provide housing choice for those requiring larger homes and space to accommodate work materials, families and different lifestyles.

7.9.3 How can low change areas be supported in Redland?

The level of housing growth in these areas will depend on context and low change areas are important to retaining some of the lifestyle factors in Redland. These areas should not be expected to significantly support the growth of the Redland community to 2046.

In low change areas, direction can be provided on the development of specific design provisions for the delivery of secondary dwellings/granny flats on sites to support the delivery of more of these housing types, which provide a legitimate housing option for many households.

Ormiston town centre



8 Implementation Plan

This draft Strategy guides housing supply and diversity in Redland with some actions that may be facilitated through amending City Plan provisions. Proposed actions, outlined in Table 2, are designed to be fit-for-purpose to improve the supply of homes and be flexible enough to provide diversity in housing types. There are a range of other measures that fall outside the City Plan, that could contribute to achieving greater housing supply and diversity.

The Implementation Plan builds on the future action required, where this draft Strategy has identified the need and demand for homes within Redland, to identify opportunities to recalibrate the current housing policy framework.

Part of the Implementation Plan includes the requirement for Redland to ensure its planning scheme reflects the draft ShapingSEQ and is consistent with the SEQ regulatory provisions detailed in Planning Regulation 2017.

This draft Strategy recognises land fragmentation and development feasibility (which planning cannot easily address) places limits on achieving a shift from detached dwellings on separate lots to a greater mix of dwelling types that are more affordable, accessible, and well-designed. This is particularly so for Redland, which is characterised by single detached dwellings in many of its established suburbs. The development industry will need to be encouraged to deliver alternative homes for the Redland community from single detached dwellings.

These strategic directions are the guiding principles to shape the actions and decisions to support the future of housing in Redland City.

Strategic direction 1:

Support increased densities to occur within Redland's high amenity areas.

Strategic direction 2:

Plan for greater housing diversity to support the current and future needs of the Redland community.

Strategic direction 3:

Plan for and incentivise more affordable and social housing in Redland.

Strategic direction 4:

Implement annual monitoring and reporting of housing supply and diversity in Redland.

Actions to achieve improved supply and diversity in Redland City

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
Short term – Immediate actions, including working with the Queensland Government to expedite planning scheme amendments				
1	SD1 SD2	Implement relevant parts of the 04/20 – Major Amendment Medium Density Residential Code Review.	To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland.	1 Optimise land use and offer a variety of housing typologies in the medium density residential zone. 2 Change in housing types as the Redland community grows and evolves.
2	SD1 SD2	Review category of assessment for gentle density housing products and update the City Plan as required.	To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland.	1 Optimise land use and offer a variety of housing typologies. 2 Change in housing types as the Redland community grows and evolves.
3	SD2 SD3	Update the City Plan to provide for freehold title townhouse / terrace style development with further guidance for implementation (it is noted that this is provided for within 04/20 – Major Amendment Medium Density Residential Code Review).	To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland. To facilitate freehold title townhouse / terrace style development in well-located areas to support people in different life stages and those with diverse needs.	1 Development of more attached dwellings at a density commensurate with the site's location. 2 Provide for additional titling arrangements and housing product, with freehold titling being a more attractive option for developers and home buyers. 3 Better alignment of housing needs and supply in Redland City.
4	SD2 SD3	Provide for multiple dwellings and retirement facilities to be developed within the low density residential zone through a streamlined planning scheme amendment process.	To improve housing supply, diversity and/or affordability in Redland. To support the ageing population in Redland and to also provide choice for those who require assistance with core activities. To respond to the growing demand for homes suited to individuals sharing homes.	1 Development of more attached dwellings at a density commensurate with the site's location. 2 Better alignment of housing needs and supply in Redland City. 3 Provide for the achievement of gentle density within the low density residential zone. 4 Greater housing choice in the low density residential zone.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
5	SD2 SD3	Update category of assessment for dwelling house in the medium density residential zone Remove dwelling house as a land use that is envisaged within the medium density residential zone, as currently stipulated in the Purpose of the code (it is noted that this is provided for within 04/20 – Major Amendment Medium Density Residential Code Review).	To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland. To support medium change areas with additional housing supply and choice close to existing infrastructure. To reduce the misalignment of small households to small dwellings by maximising opportunities to provide a diverse range of housing to the market.	1 Maximise housing densities in the medium density residential zone, which should not be developed for dwelling houses. 2 Introduce a more incremental approach to development from high amenity to low change areas to avoid disrupting existing communities.
6	SD1 SD2 SD3	Reduce the minimum lot size in the low density residential zone (other than within an LDR precinct) to: • 250m² where within 400m of a district, major or principal centre zone; • 300 m² where within 400m-800m of a district, major or principal centre zone; • 350m² where within 400m of a local or neighbourhood centre zone; • 250m² where within a greenfield development that is master planned; • 200m² where three or more contiguous lots are created and built form is delivered in the form of an integrated development Outside the areas defined above, allow development in the low density residential zone at a density of: • 1 dwelling per 300m² where for a dual occupancy on a corner lot; • 1 dwelling per 250m² where for multiple dwelling (at least three dwellings) on a corner lot.	To accommodate housing growth in proximity to infrastructure and services. To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland. To make a reasonable contribution to consolidation, if the minimum lot size requirements are relaxed, with minimal impact on existing neighbourhood character, due to the dual lot frontage. To respond to the shifting household structure in Redland to accommodate the different compositions of people within a home.	1 Deliver more housing closer to jobs, hospital and key employment areas. 2 Contribute to housing growth in the low residential zone through gentle density. 3 Maintain availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
7	SD1 SD2 SD3	Reduce the minimum lot size in the low-medium density residential zone (other than within an LMR precinct) to: • 200m² where within 400m of a district, major or principal centre zone; • 250m² where within 400m-800m of a district, major or principal centre zone; • 300m² where within 400m- of a local or neighbourhood centre zone; • 200m² where within a greenfield development that is master planned; • 150m² where three or more contiguous lots are created and built form is delivered in the form of an integrated development.	To accommodate housing growth in proximity to infrastructure and services. To utilise a streamlined planning scheme amendment process to improve housing supply, diversity and/or affordability in Redland. To respond to the shifting household structure in Redland to accommodate the different compositions of people within a home.	1 Deliver more housing closer to jobs, hospital and key employment areas. 2 Contribute to housing growth in the low-medium density residential zone through gentle density. 3 Maintain availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.
8	SD1 SD2 SD3	Create a dwelling house (small lot) code, to have greater control over the design of development on small lots and amend City Plan accordingly.	To provide more detailed guidance on the desired planning outcomes for the delivery and design of housing on small lots.	1 Design and delivery of housing on small lots that is guided by specific built form and design outcomes that positively contribute to local character.
9	SD1 SD2 SD3	Investigate existing approved greenfield development areas for revised lot sizes, site coverage and conditions, including allowing local or neighbourhood centres to support increased housing densities and other incentives to encourage industry take up.	To encourage greater diversity in the new housing estates to offer homes at different price points and rental options to reduce instances of rental and mortgage stress and provide supply to improve vacancy rates.	1 Deliver greater housing choice in greenfield areas 2 Responds to community expectations that additional housing supply and choice in Redland cannot simply rely on infill development.
10	SD1 SD2 SD3	Increase maximum building height within the medium density residential zone to 7 storeys, where within 800m of a principal centre zone.	To accommodate housing growth and increased densities in proximity to principal centres where employment opportunities and greater access to transport exists. To maintain a balance of low to medium-rise development.	1 Deliver more medium-rise development within proximity to principal centres. 2 Deliver more housing choice closer to jobs, hospital and key employment areas.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
11	SD2 SD3	Require future greenfield development to incorporate low medium density and medium density residential zones to facilitate a mix of housing types and lot sizes at varying densities (including setting a minimum density of approx. 25 dw/ha) in new communities, particularly if new centre zones are created through master planning.	An acceptance of new development requires certainty around the locations and nature of growth. To facilitate greater diversity in the new housing estates to offer homes at different price points.	1 Clear direction and vision for greenfield development on how to accommodate housing growth. 2 Diverse housing and choice in new communities. 3 Responds to community expectations that additional housing supply and choice in Redland cannot simply rely on infill development.
12	SD2	Review the capacity of the Southern Moreton Bay Islands to accommodate additional housing.	To recognise the natural hazards and infrastructure limitations of the islands before any additional housing can be supported.	1 The right housing in the right locations. 2 Support the natural environment and protect the unique Redland islands
13	SD2	Review and update Local Government Infrastructure Plans to reflect anticipated changes in population growth that is aligned with this draft Strategy.	To identify and plan for future trunk infrastructure requirements as part of the Development Assessment process and to manage the capital works program	1 Alignment of future infrastructure requirements with planned population growth
14	SD2 SD3	Explore provisions to facilitate the delivery of secondary dwellings and ensure the continued provision of lot and dwelling sizes large enough to accommodate these housing types throughout the city, where appropriate.	To respond to the shifting household structure in Redland to accommodate the different compositions of people within a home. To recognise existing work being undertaken by Redland City towards secondary dwellings.	1 Optimise land use and offers a variety of housing typologies. 2 Change in housing types as the Redland community grows and evolves.
15	SD1 SD2 SD3	Review the current master planning for the Cleveland and Capalaba principal activity centres.	To ensure delivery of intended outcomes for the principal activity centres.	1 Identify any necessary action to help deliver the masterplans.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
Medium term actions for consideration as future planning scheme amendments				
16	SD1	Review car parking requirements for residential land uses within residential and centre zones and amend City Plan accordingly.	To reduce car requirements in areas well-serviced by public transport infrastructure through precinct planning to provide a more diverse supply of housing.	1 Shift parking provision to the market to reduce vehicle dependency and dwelling cost, and promote active urban form.
17	SD1 SD2 SD3	Following land analysis, expand and consolidate the designation of the medium density residential zone and low medium density residential zone within the City Plan, by identifying further areas that could accommodate more housing growth (including consideration of precincts and desired building heights within those precincts).	To cater for different housing needs, expansion of the low medium density residential zone (primarily through conversion of existing low density residential zoned land) facilitates a greater variety of housing typologies across Redland without expansion into areas of high environmental and biodiversity value. To reduce the reliance on the Redland islands to accommodate growth	1 Provide residential development of a density and dwelling type/s that are suited to areas of Redland. 2 Will help Redland to support a socially and culturally diverse community. 3 Will reduce the need for new multiple residential growth fronts which potentially impede and impact environmental areas.
18	SD2 SD3	Update category of assessment for rooming accommodation in the low density residential zone.	To remove barriers to developing increased density within the low density residential zone, including through delivery of co-housing/ co-living products.	1 Supply of housing products that can better meet the needs and financial capacity of people in different circumstances.
19	SD1 SD2 SD3	Following review, revise master planning for the Cleveland and Capalaba principal activity centres to address direction from this draft Strategy including improved density, diversity, and character and reflect this through City Plan amendments.	To ensure delivery of intended outcomes for the principal activity centres.	1 Implement any necessary action to help deliver the masterplans.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
Long term to be considered as part of a revised City Plan to be delivered by 2028				
20	SD1 SD2 SD3	Update City Plan to manage and guide growth and the development pattern for housing in line with this draft Strategy.	To set out the strategic intent for the creation of liveable communities and housing, supporting the development of housing diversity and choice for Redland residents.	1 Regulate growth that does not present unnecessary regulatory barriers. 2 Improve housing choice and affordability
21	SD1	Consider areas of neighbourhood character, design and environmental features and where appropriate, develop a neighbourhood planning program to provide for tailored outcomes within defined areas within Redland and amend City Plan over time.	Building design and landscaping is critical to acceptance of low-rise to high-rise development. Community feedback through stakeholder engagement indicated an ardent desire to retain the local character of existing neighbourhoods.	1 Supply of housing that is guided by specific form and design outcomes that positively contribute to local character.
22	SD1 SD2 SD3	Consider innovative housing typologies for alternative living arrangements and amend City Plan to provide for tailored provisions to accommodate these housing typologies, such as: • build to rent • co-living/Shared living • tiny homes • group housing • freehold micro lots and micro housing • freehold small lot housing • shop top housing • cluster housing • socially and financially sustainable model housing (Nightingale model)	To enable a variety of housing typologies that can support people at different life stages and in different personal circumstances.	1 Expand housing supply offer to better meet need and affordability requirements.
23	SD1 SD2	Develop an incentives policy/ mechanism (including both land use and infrastructure incentives) for the delivery of the above alternative housing typologies or housing models (or similar) within the City.	To support a key principle of draft ShapingSEQ in terms of current considerations for Planning Regulation 2017 amendments.	1 Facilitate delivery of more housing available for long term rental within Redland. 2 Provide for greater diversity in housing supply.

Action	Strategic Direction	Proposed Action	Rationale	What will this achieve?
24	SD1 SD2	Undertake further planning to determine what opportunities exist to unlock growth in the high amenity areas around the Birkdale, Ormiston, Wellington Point and Thorneside train stations and amend City Plan accordingly.	To accommodate housing growth and increased densities in high amenity areas.	1 Deliver more diverse housing that maximises accessibility to high frequency public transport stations
25	SD1 SD2 SD3	Undertake a broader review of the categories of assessment and City Plan provisions around other aged care housing typologies, such as residential care facilities and relocatable home parks and amend City Plan accordingly.	To respond to an identified need to plan for an ageing population, through planning for the delivery of more age-specific housing types.	1 Facilitate the delivery of more age specific housing types within the city which will be needed by 2046.
26	SD1 SD2	Develop a guideline for the design and delivery of gentle density housing products to support the delivery of more of these housing types within the low density and low medium density residential zones.	To provide more certainty around desired design outcomes and to be consistent with ShapingSEQ policy.	1 Delivery of gentle density that is well designed.

9 Monitoring and reporting

Monitoring and reporting the housing supply and diversity of Redland City is an integral component to assessing the effectiveness of the Implementation Plan of this draft Strategy.

Through rigorous monitoring and regular reporting, areas of success and challenges to be addressed will be identified. Knowing these areas will assist to guide ongoing development of housing across Redland ensuring a range of homes are provided to meet the needs, budget, and lifestyle aspirations of the community.

Reporting and monitoring the housing within Redland also provides accountability and transparency and informs the community on progress of this draft Strategy.

The Queensland Government prepares an annual Land Supply and Development Monitoring (LSDM) Report. The report compiles a wide range of data from local governments, utility providers, the Australian Bureau of Statistics and Queensland Treasury in one easy-to-use location to annually monitor land supply and development activity across the SEQ region. This can be used to monitor:

- if Redland is maintaining a minimum 15 years of planned dwelling supply
- if Redland has more than four years of approved supply,
- cumulative dwelling approvals in line with average dwelling supply benchmarks, for both consolidation and expansion
- median lot sizes
- mix of housing typology

Redland City Council will be encouraged to annually prepare a Housing Supply and Diversity Statement to track any planning constraints to housing being delivered, status on implementation actions from this draft Strategy and updates on proposed planning amendments to support housing supply and diversity.

9.1 Housing Supply and Diversity Statement

The purpose of the statement is to provide an insight into how much housing is being delivered to achieve the supply and diversity targets prescribed by the draft ShapingSEQ.

The Statement is a valuable tool to understand how the Redland area is performing in delivering affordable and quality housing for its community now and in the future.

Townhouses, Capalaba



10 Glossary

Affordable housing	Housing that is appropriate to the needs of households with low to moderate incomes, if the members of the households will spend no more than 30% of gross income on housing costs[1].
Draft ShapingSEQ 2023 Update	The draft ShapingSEQ 2023 Update sets the framework for how South East Queensland can respond to the growing and changing region to enhance the already great communities and support the diverse needs and lifestyles of all Queenslanders. The final ShapingSEQ 2023 Update is expected to be finalised in December 2023
SA2	Statistical Area Level 2. The SA2 is the smallest area for the release of Australian Bureau of Statistics (ABS) non-Census and Intercensal statistics.
SMBI	Southern Moreton Bay Islands
Social housing	Residential accommodation that is provided to eligible people, using provisions and powers under the *Housing Act 2003*, that govern funding, regulations, and enable policy and program delivery settings. Includes public housing and community housing. Social housing is built, owned and managed by either the state (public housing) or Community Housing Providers under Part 4A of the *Housing Act 2003*. The Community Housing Provider sector includes a range of providers of varying size, including not-for-profit, charitable and faith-based providers as well as for-profit organisations.

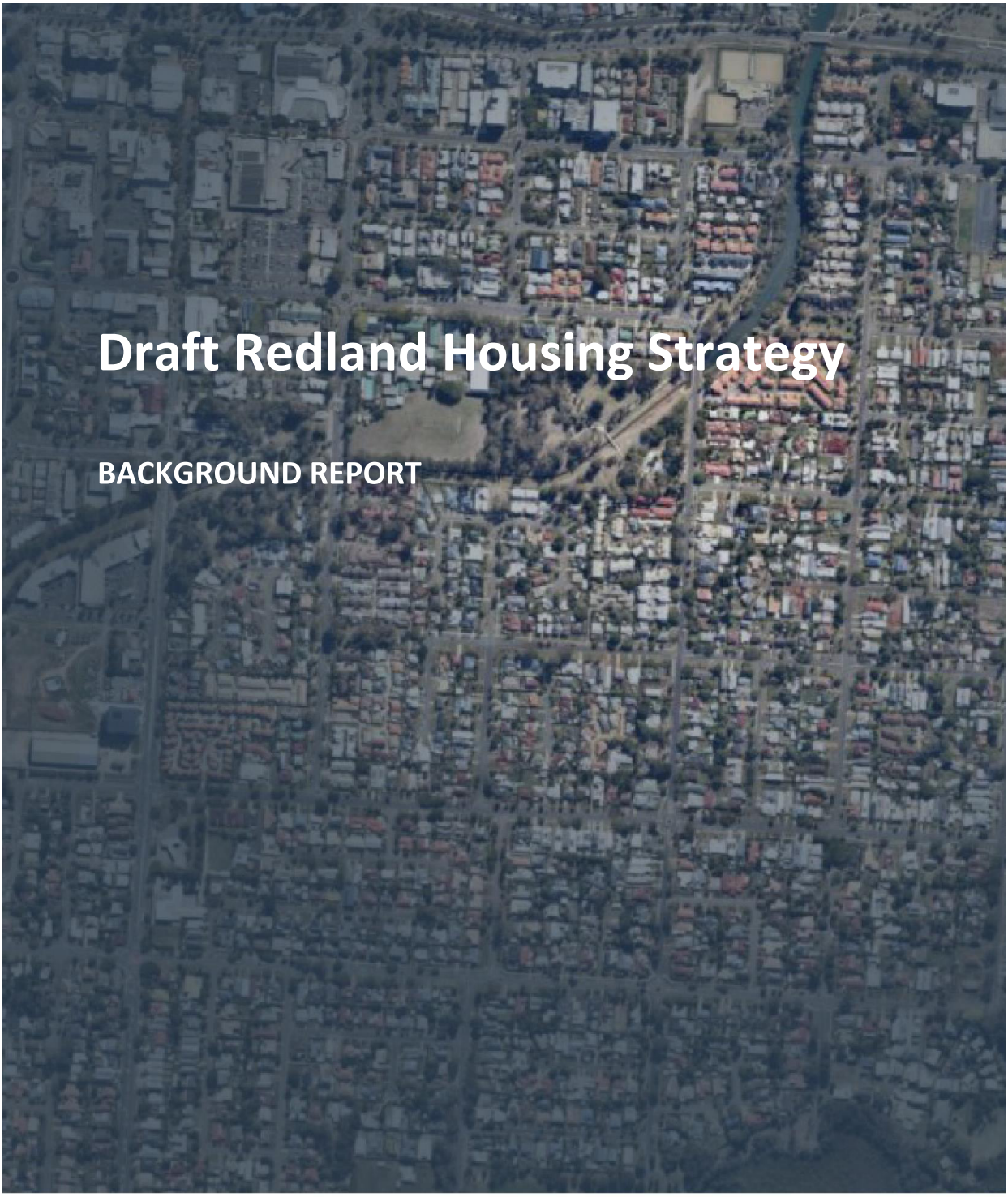
[1] As defined by the Planning Regulations 2017.

The Redland population is growing and evolving, and it is important that the local housing supply meets these changing demographics.

The draft Redland Housing Strategy outlines the current needs, estimates the future demand and recognises the role Redland has in accommodating the growth across South East Queensland. This draft Strategy encourages all levels of government and industry to work together under the strategic directions to provide housing choice and diversity in Redland City.




Queensland
Government



Source: Nearmaps, 2023

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1 Introduction

The Redland Housing Strategy (the Strategy) is being developed for Redland City Council by the Department of State Development, Infrastructure, Local Government and Planning (the Department). This document has been produced by PSA Consulting (Australia) Pty. Ltd.

The Strategy will respond to the action from the Queensland Government's Regional Plan for South East Queensland, *ShapingSEQ 2023 Update*, requiring local governments to identify how greater residential supply, diversity and affordability can be achieved to meet regional growth demands, including increasing densities in high amenity areas.

The Strategy will seek to ensure enough housing supply and choice is available and can be delivered in an affordable manner and in the right locations, to meet the diverse needs of both the current and future population for the Redland area to 2046. This means more people will have the choice of where and how they live, with housing that is more affordable, fit-for-purpose and which better meets everyone's specific circumstances and needs.

The aim of the Strategy will be to:

- present the existing housing context and emerging trends for Redland.
- identify the needs of the Redland community as captured through engagement, statistical analysis and future projections.
- investigate housing supply and diversity in Redland and measures against the following state interests:
    - State Planning Policy July 2017 (SPP) - Housing supply and diversity
    - Draft ShapingSEQ 2023 Regional Plan Update
- provide an evidence base to ultimately support future amendments to the Redland City Plan 2018.
- set out a series of potential implementation measures to address the identified issues and achieve state interests.
- provide a monitoring framework to measure the effectiveness of identified measures.

1.1 Purpose of Background Report

This Background Report has been prepared in support of the Strategy. It provides a summary of the research, analysis and evidence-based planning undertaken as part of the Housing Strategy project, which will be relied upon in informing the key directions moving forward with respect to the development of the Housing Strategy for Redlands.

The background report includes a summary of the following technical work and activities undertaken as part of the Redland Housing Strategy Project:

- Community Engagement;
- Housing Needs Assessment;
- Land Supply Analysis Housing Projections; and
- City Plan Analysis

The Redland Housing Strategy is being prepared as a result of the Queensland Government making a decision to prepare the Strategy on Council's behalf. The Strategy will be informed by stakeholder engagement undertaken during May and June 2023 and will reflect the community feedback received during that engagement process. A second round of consultation will be conducted in October 2023, which will inform the final Strategy. The Background Report will inform the development of a range of recommended actions to be included within the Strategy.

2 Planning and Policy Context for Housing

Housing provision and affordability has become an issue of national priority, with housing availability and affordability dominating recent headlines. The development of the Redland Housing Strategy will be informed by a variety of Commonwealth, State and local government planning policies related to housing.

2.1 Commonwealth Government

There are several initiatives, programs and agreements set up by the Commonwealth Government to continue the narrative of providing sufficient housing supply and affordable housing across the nation – these are outlined below.

National Housing Accord

In the 2022/23 National Budget, the National Housing Accord was brought forward, where all levels of government are required to work with market participants (i.e. developers, investors, construction sector) to create a plan to unlock quality, affordable housing supply over the medium term.

This Accord aims to provide 10,000 new affordable houses across Australia over five years from mid-2024.

Housing Australia Future Fund Bill 2023

The Housing Australia Future Fund Bill 2023 introduces the Housing Australia Future Fund, which is designed to provide grants and facilitate Housing Australia's ability to offer grant sand loans related to acute housing needs, social housing and affordable housing.

Housing Australia Future Fund

The Commonwealth has established the Housing Australia Future Fund, a $10 billion initiative aimed at establishing a stable source of funding to enhance housing availability and enhance service provision. This Fund will aim to attract additional investments from state and territory governments as well as private capital providers, thereby facilitating the development of fresh social housing initiatives.

Within this initiative, the Fund will supply 20,000 new social housing units, with a specific allocation of 4,000 units for women and children affected by family and domestic violence, as well as older women who are at risk of homelessness. Additionally, it will create 10,000 new affordable housing units, including housing for frontline workers.

Other relevant initiatives include:

- National Housing Infrastructure Facility – a $1 billion facility that provides funding for housing that qualifies to facilitate crucial infrastructure projects, leading to the expansion of housing availability, notably in the areas of social and affordable housing.
- National Housing Supply and Affordability Council – an independent advisory body to the Federal Government on housing policy. The responsibilities of the Council will include providing recommendations for enhancing housing availability and affordability, reporting on significant matters related to housing policy, and advocating for the consistent gathering and dissemination of data concerning housing supply, demand, and affordability.
- National Housing and Homelessness Plan - The plan will create a national strategy to tackle the substantial issues affecting the housing and homelessness sector. This plan will outline essential short-, medium-, and long-term changes required to simplify the process of home buying or renting for Australians and provide shelter for a greater number of homeless individuals.

The Housing Strategy will respond to the national policy around housing affordability and supply, by seeking to facilitate the delivery of more homes in the right locations, which are fit-for-purpose and accessible to all, whether it be to rent or purchase.

2.2 State Government

The Queensland Government is proactively driving the delivery of housing policy to facilitate the development of additional housing supply that is accessible and affordable for all. There are a number of State initiatives and policies related to housing, which are outlined as follows:

2.2.1 Queensland Housing Strategy 2017-2027

The Queensland Housing Strategy outlines a 10-year plan to deliver more social and affordable homes and to transform the way housing services are delivered as essential frontline services across the state. The Strategy is supported by the Queensland Housing and Homelessness Action Plan 2021– 2025, which sets out more detail on actions and responsibility for matters relating to housing provision, homelessness support and policy reform. A new First Nations Housing and Homelessness Action Plan 2024–27 is also being developed to address Closing the Gap outcomes (draft ShapingSEQ 2023 Update).

The Strategy should recognise that housing of all types is required to meet the needs of all household types. This includes for the provision of more social and affordable housing, as a means of ensuring that less people are without a home. The Strategy cannot directly address the delivery of social housing and prevent homelessness, but should be supportive of the policies and programs in place to address these matters.

2.2.2 State Planning Policy

The State Planning Policy 2017 (SPP) includes the relevant Themes of Liveable Communities and Housing. Included in the SPP are the different State Interest Statements relating to this theme. These include:

- Housing supply and diversity - Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.
- Liveable communities - Liveable, well-designed and serviced communities are delivered to support wellbeing and enhance quality of life.

The Housing Strategy needs to address how greater housing supply and diversity can be achieved within Redland, in accordance with the relevant State planning policy matters. It can do this by providing for greater housing diversity, which not only provides for additional housing supply, but which is also aimed at delivering more appropriate housing types which are both accessible and appropriate to meet the housing needs of the Redlands community.

The Housing Strategy will seek to improve housing supply and diversity by removing the barriers to delivering more housing types and choices, with homes that are well designed and meet the needs of the community.

2.2.3 Housing Summit 2022

The Queensland Housing Summit in October 2022 was convened in response to the recognition of the urgent need to address the delivery of housing which meets the needs of all Queenslanders, in terms of both housing supply and support. The Summit explored the interventions required to achieve improved housing outcomes and was attended by expert leaders and other key stakeholders. The Queensland Housing Summit Outcomes Report outlines a comprehensive program of actions to be undertaken to deliver on the ideas and opportunities canvassed at the Summit and includes the following key actions:

- $11.7 million to expand tenancy sustainment responses to support vulnerable people to maintain their tenancies
- $10 million to expand private rental assistance products and services for people experiencing severe rental stress
- $10 million to deliver more temporary emergency accommodation with onsite support
- $8.5 million additional support for after-hours homelessness outreach services
- a further $5 million boost to the Immediate Housing Response
- $5 million for a Community Engagement and Awareness Campaign on growth and housing diversity
- $3.3 million for cost of living relief, including emergency relief and food relief
- $2.5 million to support the review of the South-East Queensland Regional Plan

The government is also undertaking an audit of state government-owned land and buildings for opportunities for residential use and partnering with local governments and non-government organisations to identify similar opportunities(Queensland Government, 2022).

The Redland Housing Strategy will be aligned with the actions and objectives of the Queensland Housing Summit Outcomes Report 2022, in advancing the State interest and meeting the State's genuine commitment in its role in delivering housing supply and support at the local level.

2.2.4 Draft Shaping SEQ 2023 Update

The draft Redland Housing Strategy will align with the directions provided by the draft *ShapingSEQ 2023 Update* (draft ShapingSEQ), which is the Queensland Government's regional plan which guides future growth in South East Queensland. The draft ShapingSEQ is supported by the draft South East Queensland Infrastructure Supplement (SEQIS), which outlines a plan for critical regional infrastructure to support growth. A primary driver for the update being undertaken, was the recognised need to provide better housing choice for South East Queenslanders by focusing on density and diversity in housing types, to meet the projected population growth.

A key inclusion within the draft ShapingSEQ which has direct relevance for Redland, is the extension of the Urben Footprint to include Southern Thornlands, which has been recognised as a potential growth by expansion area. Subject to resolution of a number of matters regarding indigenous cultural values, land fragmentation, infrastructure (including public transport), constraints and the like, Southern Thornlands will provide for both housing diversity and supply, as well as employment.

Of particular relevance to the Strategy is the theme 'Grow', which outlines several elements that will contribute to SEQ's future growth.

The Grow theme places greater emphasis on consolidation, acknowledging the limited land that remains for greenfield development. It introduces the concepts of "high amenity areas"(e.g. areas where increased densities can be supported in the most appropriate locations across SEQ) and well designed "gentle density" in our suburbs (e.g. construction of low rise to medium rise dwellings and/or buildings within low density and low medium density residential areas).

In addition, updated dwelling supply targets are provided, including new sub-targets for dwelling diversity, density and social and affordable housing. There is a strong focus on unlocking underutilised land in the Urban Footprint, whilst outlining changes to the Urban Footprint to enable expansion for housing and employment purposes where appropriate. Additional Potential Future Growth Areas (PFGAs) have been identified to bolster the long term options for the supply of growth. In addition, legislative changes, initiatives and programs to support sequencing of development and improve implementation assurance are being initiated, whilst new and focused measures for monitoring and reporting to better inform implementation and ongoing policy refinement have also been considered.

The relevant elements of the Grow theme for the Redland Housing Strategy are outlined as follows:

2.2.4.1 Efficient Land Use

The draft ShapingSEQ and Infrastructure Supplement 2023 places a strong emphasis on ensuring growth happens in the right locations, where it is supported by appropriate infrastructure. It introduces a new amenity-based policy framework to increase density in locations where communities are supported by key features, such as critical access to high frequency public transport, community facilities, open space and activity centres. Encouraging growth in the right locations that provide more equitable opportunities for people to access the homes they need is a key objective of the draft ShapingSEQ. Homes need to be well-located, providing access to employment, essential services and other amenities to ensure they enable affordable lifestyles.

To work towards more efficient land use, local governments will be required to further prioritise growth that can be achieved through consolidation, rather than through greenfield development, to reduce sprawl, ensure growth produces sustainable communities and does not come at the expense of the environment.

The Strategy priorities efficient land use patterns, to ensure that new housing is located in areas that are already serviced or are capable of being serviced, with access to the necessary infrastructure and promoting opportunities to consolidate new housing within existing established suburbs where possible, rather than promoting urban sprawl.

2.2.4.2 Housing Supply

This element outlines the need to have sufficient housing supply in terms of quantity and diversity to 2046. The draft ShapingSEQ identifies a dwelling supply target of a total of 85,000 dwellings for Redland, which represents approximately 20,000 additional dwellings between 2021-2046. The role of Southern Thornlands in contributing towards this dwelling target will be important (as identified within the draft ShapingSEQ), whilst it is likely that Toondah Harbour PDA and Weinam Creek PDA may also contribute towards achieving this dwelling target.

These dwelling targets have been developed taking into account the following factors, which are a relevant consideration as part of the development of the Strategy:

- **Supply and demand**: capacity in planning schemes and demand factors that influence where households would choose to locate.
- **Supply and realistic take-up**: informed by financial feasibility to deliver development and current and planned infrastructure.
- **Housing diversity**: The typology mix has been determined addressing housing needs for attached and detached dwellings derived from the population projections.
- **Land use and transport integration**: supply for new homes and existing and planned transport infrastructure to provide for more homes closer to transport and infrastructure investment.
- **Employment accessibility**: future growth in proximity to employment locations across SEQ to support shorter commutes, improved environmental outcomes and thriving businesses.

The Strategy should strive to ensure that future housing supply:

1. Is facilitated in desirable locations that are likely to be taken up by households;
2. Recognises that housing types and their location must be financially feasible to be delivered to market;
3. Provides for improved diversity through delivery of a range of housing types which better meets the needs of the community;
4. Promotes higher densities and more housing in areas with good accessibility to existing and planned public transport; and
5. Encourages future housing to ideally be located in close proximity to employment opportunities where people can both live and work within their local community.

2.2.4.3 Housing Diversity

The draft ShapingSEQ is also focused on housing diversity in providing housing choice and introduces the concept of dwelling diversity targets and density targets for each local government area, to provide further policy guidance as to the preferred mix of dwellings to accommodate changing population and households for the region by 2046. Whilst specific dwelling diversity targets are to be resolved as part of the finalisation of the draft ShapingSEQ, for Redlands, this dwelling diversity target will be aimed at reducing the total proportion of detached dwellings and increasing the proportion of attached low rise houses, being semi-detached, row or terrace houses, townhouses and apartments 1–3 storeys in height. This is followed by an increase in medium rise (4-8 storeys) and high rise apartments (9 storeys or greater).

The Strategy should be consistent with this policy intent of the draft ShapingSEQ, recognising the need to deliver greater housing diversity in Redlands, through more semi-detached and attached housing products. This is supported by the housing needs assessment and land supply analysis that has been undertaken and which is summarised in the following sections of this Background Report.

2.2.4.4 Social and Affordable Housing

The draft ShapingSEQ includes a target of 20% of new homes in SEQ being social housing or affordable housing. Through the state's initiatives, reforms and policies, they will support the delivery of this target with increasing demand. The Strategy should support the achievement of this target and any legislative or other policy reforms required to achieve this.

2.2.4.5 High Amenity

The draft ShapingSEQ introduces high amenity areas as areas to support increased densities in the most appropriate locations, stating that the majority of all new growth by consolidation will focus on areas with high amenity. The draft ShapingSEQ refers to high amenity areas as:

> *High amenity areas include those areas supported by key amenity features such as access to high frequency public transport, activity centres, community facilities and open space. Greater density and diversity of housing in high amenity areas is typically more appropriate given the tangible benefits of walkability, liveability and overall lifestyle.*

The draft ShapingSEQ also recognises that high amenity areas will be prioritised and supported for urban development in the short, medium and longer term where certain criteria are met. Of relevance to Redlands is the following:

- the area is within proximity to the high frequency public transport network at 2046;
- the area is within, or within walking distance of, a Principal Regional Activity Centre;
- there is spare capacity in the infrastructure networks, or existing networks can be cost effectively augmented; and
- the area includes several potential development sites involving unencumbered land or land within the government's immediate control.

An amenity-based policy framework also enables and aligns to other strategies sought through the regional plan, including achieving a more consolidated urban form. Local governments are required to undertake further work to spatially identify high amenity areas within their planning scheme which are aligned to the criteria. High amenity areas which could be identified for Redlands in the first instance are focused within and around the Principal Regional Activity Centres of Cleveland and Capalaba, being within 400m walking distance. Areas around the train stations along the Cleveland line should also be identified as high amenity areas, where there should be a focus on increased densities and greater housing diversity. The Major Centre of Victoria Point and its immediate surrounds could potentially form a high amenity area in the future.

It is also expected that housing supply statements will be prepared by local government to further identify how they will achieve greater residential densities in high amenity areas. The Queensland Government will work with local governments to prioritise urban development of high amenity areas in the short, medium and longer terms.

2.2.4.6 Gentle Density

The draft ShapingSEQ has introduced the concept of gentle density which refers to the gradual, incremental approach to development that avoids abrupt changes in scale, density, or character that might disrupt existing communities. The concept supports the core principle of minimising sprawl to protect the environment and maximise investment in services and infrastructure by going up and in where appropriate instead of out into natural landscapes.

The draft ShapingSEQ advocates for the support of gentle density to meet the dwelling supply targets, through the delivery of low rise to medium rise dwellings including:

- Small studios or Fonzie flats
- Duplexes
- Row or terrace houses
- Triplexes or quadraplexes
- Multiple dwellings (i.e. low-rise townhouses or units)

Gentle density will help achieve greater housing diversity by providing housing options for people at different stages of their lives and support independent living, while facilitating connections with the local community. In advancing the concept of gentle density and meeting dwelling diversity targets, the draft ShapingSEQ requires local government to (among other things), review car parking requirements, with a view to remove minimum car parking requirements, and provide maximum car parking requirements in accordance with best practice for urban planning nationally. The Strategy should support this review being undertaken.

2.2.4.7 Proposed Planning Regulation 2017 Amendments

As part of the implementation of the draft ShapingSEQ (when it is finalised), amendments to the *Planning Regulation 2017* are currently being considered, which range from strengthening the ability for local governments to incrementally increase the scale, density and diversity of housing in balance with surrounding communities' character, to ensuring that the delivery of on-ground housing supply and diversity is not impeded by extensive planning processes (ShapingSEQ 2023 Update Regulation Amendment Consultation paper – July 2023).

The following amendments to the Planning Regulation are being investigated:

- *Implementation of a Distinctly Queensland Design Series: DSDILGP will undertake the development of a series of design codes, taking into account the insights gained from the other jurisdictions including the New South Wales and Western Australian design codes. The series is intended to focus on smart design recognising Queensland's sub-tropical climate and improving affordability. This review will enable the standardisation of design and siting requirements for common housing styles that are distinctly Queensland and enhance the effectiveness and efficiency of regulatory provisions supporting gentle density.*
- *Providing greater certainty for Build to Rent: DSDILGP recognises that Build to Rent is an alternative housing supply model that is not currently recognized in the planning framework. Through establishing Build to Rent as a distinct land use in the Planning Regulation, Build to Rent developments can be considered differently to developments designed and planned as build to sell. Amendments would also involve capping the level of assessment for Build to Rent, including the ability to regulate the product via different zones and local government areas. Specific development requirements such as car parking, design and open space and height will be considered to support the development of this asset class.*
- *Further clarify housing diversity and density options: to advance the strategies in the draft ShapingSEQ 2023 Update to minimize urban sprawl and facilitate more compact and diverse housing DSDILGP is investigating setting minimum lot sizes for zones and setting density (dwelling/ha) expectations for residential zones. The investigation will also consider current zoning and whether further consolidation of zones is required and development requirements such as maximum car parking rates.*
- *Providing greater certainty for gentle density product: DSDILGP recognises barriers need to be removed to support the delivery of more diverse housing. Establishing a capped level of assessment and assessment benchmarks, to guide assessment is intended to provide a consistent position on the types of housing and degree of development assessment expected to improve the delivery of housing.*
- *Increasing the supply of social and affordable housing: following the Housing Summit in October 2022, the Queensland Government committed investigating options to introduce inclusionary requirements into the planning framework. The intent of this investigation is to find ways to increase the supply of social and affordable housing for rent and purchase in Queensland. DSDILGP has committed to consulting on any options developed and will do so separately to the ShapingSEQ 2023 Update. The progression of any options will be informed by this consultation.*

(ShapingSEQ 2023 Update Regulation Amendment Consultation paper – July 2023).

Broadly consistent with the above considerations, the Strategy should recognise measures where gentle density can be facilitated through potential City Plan amendments, which are focused on removing the barriers to their development. This could include consideration of the following:

1. Reducing minimum lot sizes and lot frontages within the Low density residential zone, where certain criteria can be satisfied.
2. Providing for the development of townhouses and retirement facilities within the Low density residential zone (where for low rise development).
3. Review provisions for the Medium density residential zone, including building heights and the levels of assessment for Dwelling houses.
4. Develop design guidelines for the delivery of well designed gentle density housing typologies, suited to the various zones and site parameters in which they are located.
5. Providing for freehold titling of townhouses/terrace housing.
6. Recognising the importance of secondary dwellings in meaningfully contributing to housing supply.

7. Ensuring growth areas and greenfield development provides for a range of Low medium density and Medium density residential zones (over and above the standard Low density residential zones), as a means of contributing to the development of more diverse housing options for Redland.
8. Undertake a neighbourhood planning program to provide for more tailored and bespoke outcomes for the design and delivery of more diverse housing in local neighbourhoods, which protects their unique character and attributes.

The Strategy should align with the core principles of the Grow theme, by recognising the need to:

1. *Prioritise efficient land use patterns, whereby new housing is well located in close proximity to existing or planned services and infrastructure, including public transport and employment opportunities*
2. *Provide for additional housing supply:*
    a. *in areas that are likely to be taken up by households;*
    b. *recognising that housing types and their location must be financially feasible to be delivered to market;*
    c. *by promoting higher densities and more housing in areas with good accessibility to existing and planned public transport; and*
    d. *encouraging future housing to be located in close proximity to employment opportunities where people can both live and work within their local community.*
3. *Deliver greater housing diversity, through the delivery of gentle density in low density and low-medium density residential areas, as well as more attached dwellings within medium density residential and high amenity areas.*
4. *Review car parking requirements for residential land uses within residential and centre zones.*
5. *Support the provision of more social and affordable housing within the city, to be delivered through various legislative reforms, policies and programs, as well as recognising the importance of homelessness actions plans and policies to reduce homelessness.*

The Strategy should also give consideration to the range of matters currently being considered as part of proposed amendments to the Planning Regulation 2017 to support the implementation of draft ShapingSEQ, including around:

1. *Developing design guidelines/codes*
2. *Supporting housing models such as Build to Rent and encouraging a range of alternative housing typologies*
3. *Providing better guidance around housing diversity and density options*
4. *Providing guidance around the delivery of gentle density within neighbourhoods*
5. *Supporting an increase in the supply of social and affordable housing*

2.3 Local Policy Context

2.3.1 Redland City Plan 2018

The current Redland City Plan 2018 (City Plan) is the primary tool for managing and guiding growth and the development pattern for housing (and other land uses) in the City. It sets out the strategic intent for the creation of Liveable Communities and Housing, supporting the development of housing diversity and affordability for residents, through balancing the housing needs of both an ageing population and individuals looking to purchase their first home. The intention of the City Plan is to revitalize principal and major centres in Cleveland, Capalaba and Victoria Point, as well as within the PDAs of Toondah Harbour and Weinam Creek, turning them into dynamic mixed-use hubs that facilitate diverse housing options and lifestyle preferences.

The City Plan is a comprehensive document that outlines the guidelines, regulations, and policies governing land use and development within the Redland City region. It serves as a blueprint for managing urban growth, whilst seeking to preserve natural resources, and ensure sustainable development.

Key elements of the planning scheme include the allocation of zoning across the city which designate areas for achieving different types of land use outcomes, such as residential, commercial, industrial, and environmental zones. The scheme also addresses issues related to building heights, setbacks, lot sizes, and other development standards to maintain consistent urban aesthetics and functionality which all contribute to the make up of existing and future housing stock.

Overall, the Redland City Plan 2018 plays a crucial role in guiding the growth and development of the region while considering factors such as environmental sustainability, community needs, and economic considerations. It serves as a tool for balancing development with the preservation of the city's unique character and natural assets.

The City Plan includes a number of zones which have an influence on the delivery of dwelling supply and diversity within the region. These include as follows:

2.3.1.1 Low Density Residential (LDR) Zone

The purpose of the LDR zone is to provide residential areas with a high level of amenity and are characterised by dwelling houses on a range of lot sizes which achieve a general sense of openness and low density streetscapes.

This zone generally allows for detached houses with some dual occupancies. Multiple dwelling and Retirement facility are currently not envisaged and are subject to impact assessment. Permitting these uses in the Low density residential zone where for low rise development (i.e. 1-3 storeys), would align with the concept of gentle density as provided for within the draft ShapingSEQ, as well as catering for an increasingly ageing population, providing more opportunities for people to age in place and stay within their communities. A more wholesale review of the levels of assessment for housing types that cater for people who are ageing would also be warranted across the city (e.g. Residential care facility, Rooming accommodation, Relocatable home park).

Generally, the minimum lot size in this zone is 400m^2, except where located within an LDR precinct, which stipulates a lot size greater than this. Reducing minimum lot sizes within the LDR zone, where within a certain distance of a Centre zone, or where delivering a certain type of housing product (e.g. Multiple dwelling or Dual occupancy on a corner lot) would also assist in achieving gentle density. The introduction of smaller lots within the City Plan could also warrant the development of a small lot code to have greater control over design outcomes on these allotments.

2.3.1.2 Low-Medium Density Residential (LMDR) Zone

The purpose of the low-medium density residential zone code is to provide for residential areas with a high level of amenity, characterised by a mix of dwelling types including dwelling houses on a range of lot sizes, dual occupancies and smaller scale multiple dwellings.

This zone allows for detached houses and dual occupancies as well as smaller scale multiple dwellings, retirement and residential care facilities and rooming accommodation. These uses are all consistent with achieving gentle density in this zone, as provided for by the draft ShapingSEQ. There would be benefit in ensuring that good design outcomes are achieved within the LMR zone, through delivery of a design guideline (or similar) that comprehensively addresses desired design outcomes for different housing types, according to the site parameters and the zones within which they are located. This could also be facilitated through the development of neighbourhood character statements as part of a neighbourhood planning program.

Generally, the minimum lot size is 400m$^{2.}$. Should lot sizes within the Low density residential zone be reduced, it would be reasonable to reduce these accordingly within the LMR zone, according to certain criteria, such as distance to a centre.

2.3.1.3 Medium Density Residential Zone

The purpose of the medium density residential zone code is to provide for medium density living in areas that are close to public transport or centres, and are characterised by a mix of dwelling types including dwelling houses on a range of lot sizes, dual occupancies and multiple dwellings.

This zone allows for detached houses and dual occupancies as well as smaller scale multiple dwellings, retirement and residential facilities and rooming accommodation. It is counter intuitive to allow Dwelling houses within the Medium density residential zone “as of right.” The intent of the Medium density residential zone should be to concentrate on the delivery of semi-detached and attached dwelling products, which are more commensurate with the intent of the

Medium density residential zone. Amending the level of assessment for Dwelling house within this zone would align with the draft ShapingSEQ intent to achieve greater diversity in the right locations.

Generally, the minimum lot size is 800m$^{2.}$ seems reasonable for this zone, if Multiple dwelling and Dual occupancy are desired. The proposed amendment to the Medium density residential zone code seeks to introduce a range of provisions aimed at improving housing diversity (including consideration of minimum lot sizes). This is addressed in section 2.3.2 of this report.

2.3.1.4 Character Residential Zone

The purpose of the Character residential zone code is to provide for island living areas characterised by dwelling houses on the Southern Moreton Bay Islands (SMBI) - Karragarra, Macleay, Perulpa, Lamb and Russell Islands.

This zone allows for the development of detached houses as well as dual occupancies. Generally, the minimum lot size within the Character residential zone is 400m$^{2.}$. There is a long history associated with the planning and development of the SMBI, which has been the subject of numerous studies and strategies.

It is acknowledged that the housing needs assessment and land supply analysis prepared in support of the Strategy recognises that the SMBI could make a meaningful contribution towards future dwelling supply for the Redlands. However, there are currently some limitations on the amount of developable land that is realistically available within the SMBI, although some lots will still be capable of accommodating a dwelling/s, based on the current City Plan provisions.

The Strategy will not advocate for changes to the Character residential zone, in recognition of the limitations in delivering significant dwelling supply on the SMBI. This is due to a range of considerations such as infrastructure capacity limitations, natural hazard risks and constraints such as flooding, bushfire hazard and areas of environmental significance, ecological studies conducted for the Moreton Bay Marine Park and accessibility.

Council should undertake further investigations to determine the realistic capacity that SMBI has to accommodate additional housing (subject to the resolution of infrastructure servicing and other constraints) and continue to restrict further subdivision of land in the SMBI within the Character residential zone in the interim.

2.3.1.5 Emerging Community Zone

The purpose of the emerging community zone code is to guide the creation of functional, efficient and attractive communities in the newly developing parts of the city, and to ensure interim development does not compromise the ability to establish these communities or detract from their quality.

This zone generally allows for the development of detached dwellings, with higher density dwelling stock to be impact assessable. The delivery of new greenfield development within the Emerging community zone areas should seek to introduce a range of zones, lot sizes and housing types, to improve the delivery of housing diversity within these areas. Existing approved greenfield estates should also be encouraged to revisit their approvals and determine whether a range of lot sizes and zones can be created to achieve a better mix of housing within these new communities. This is particularly where local centres could be created that can support increased densities around such centres.

2.3.1.6 Other Zones

In addition, the Centres zones, Mixed use zone and other zones (e.g. Tourist Accommodation zone and Rural zone) also accommodate a range of residential development types where appropriate. The focus of the Strategy is primarily on the Low density, Low-medium density and Medium density residential zones, insofar as removing the barriers to achieving greater housing diversity through development of a range of different dwelling types on a range of lot sizes, as well as providing for the freehold titling of townhouses. In addition, as mentioned in section 2.3.1.5 above, new greenfield developments should aim to provide for a range of low, low-medium and medium density residential zones when they are being developed (over and above the standard low density residential zone which facilitates the delivery of detached houses on lots), as a means of providing for a greater range of housing types and lot sizes, which appeals to a broader range of home owners/occupiers. The creation of neighbourhood and local centres as part of greenfield estates would also provide more incentive to create higher densities within these estates, focused around such centres. This will be relevant for any future planning of Southern Thornlands, which is currently within the Rural zone.

The suite of other zones that can also achieve residential development should promote housing diversity as appropriate for the intent of those zones and not hinder the introduction of innovative housing options which the

Strategy should address. These zones also have a role in contributing towards additional housing supply to meeting the identified housing needs up to the year 2046, but should not be the focus of the Strategy.

The current Redland City Plan 2018 provides a range of opportunities to improve housing diversity and supply, which the Strategy should consider. This includes consideration of (among other things):

- *Minimum lot sizes*
- *Levels of assessment for current housing typologies*
- *Densities*
- *Building heights*
- *Allocation of precincts and the extent of residential zonings across the city, including for greenfield estates*
- *Investigation of the role of SMBI in providing meaningful supply.*

2.3.2 Proposed Medium Density Residential Zone Code Major Amendment

In responding to the recognised need to increase housing diversity and affordability to meet the City's growing and changing housing needs, Council have proposed a series of amendments to the Medium Density Residential zone code.

An assessment of the current provisions within the City Plan has been undertaken and compared to the proposed amendments as of the January 2022 update. Upon review of these proposed amendments, preliminary recommendations have been made to facilitate the achievement of better housing diversity outcomes, both through potential City Plan amendments and through other measures.

As part of the current City Plan's strategic framework and strategic intent, liveable communities, housing diversity and affordability for residents will be offered through a choice of housing products and locations. This includes providing for the housing requirements of an ageing demographic profile and first home owners.

Alexandra Hills, Birkdale, Thorneside, Ormiston, Victoria Point, Redland Bay, Mount Cotton and Wellington Point will continue to accommodate a mainly low density character with primarily detached housing. To cater for ageing in place and allowing people to stay in the same neighbourhood as family composition changes, some new housing types will be needed. These housing types will also ensure affordable options are available.

Principal and major centres in Cleveland, Capalaba and Victoria Point, as well as Toondah Harbour and Weinam Creek, are to be transformed into vibrant mixed-use centres and to support housing and lifestyle choices.

2.3.2.1 04/20 Major Amendment – Medium Density Residential Code Review

In 2020, Council underwent the process for a major amendment to the Medium Density Residential (MDR) zone code, with the intent to amend provisions to support the growing need for housing diversity in Redland. A peer review completed by Urbis had reviewed this set of amendments to the November 2020 amendment package, which prompted the package to be revised, resulting in the updated January 2022 amendment package.

A letter from the Department of State Development Infrastructure Local Government Planning (DSDILGP) dated 4 April 2023, has advised Council that the amendment process is currently on hold pending the completion of the State Government Housing Strategy for Redland.

2.3.2.2 2018 City Plan Requirements for Housing Diversity

As part of the November 2020 amendment package, Council published a 'fact sheet' providing a general summary of the existing provisions. Urbis also undertook a peer review for the proposed November 2020 MDR Zone Code amendment package, which included an assessment of the existing City Plan provisions for the MDR zone code.

It is understood that the existing MDR zone code provisions were directed by a Multiple Dwelling Design Guide (Design Guide) developed at the same time as the City Plan. The Design Guide is a non-statutory document prepared by Council to guide developers on how to achieve good design outcomes for assessable Multiple dwelling

development within the City Plan. The proposed amendment package seeks to include the Multiple Dwelling Design Guide as a new PSP7.

Generally, it was determined that the current City Plan MDR zone code provisions promote housing diversity through both the purpose and the overall outcomes (e.g. through facilitating the development of housing products such as townhouses and apartments). However, the associated acceptable outcome provisions are considered to be more generic and do not strongly support the achievement of housing diversity outcomes.

Urbis' review drew the following conclusions about the existing MDR zone code provisions:

- *Difficulties in reducing the visual impact of built form (as sought in the purpose of the code), as acceptable outcome for site cover is relatively high at 75%.*
- *Difficulties in achieving the acceptable outcomes for setbacks due to the high site cover provision (75% of total site area).*
- *Lack of clarity of preferred location of private open space, creating undesirable outcomes of private open space being located on the street frontage and screened with a solid wall/fence for privacy.*
- *Lack of clarity or guidance for communal open space design.*
- *Limited consideration of variation of front setback requirements based on proposed building height. The front setback does not vary for building height and is the same for a single storey and six storey multiple dwelling.*

A summary sheet of the code review published by Council also states the following:

- *The existing MDR zoned land is sufficient and suitable for future development outcomes. MDR zoned land was located near centres and high frequency public transport infrastructure – no amendments were recommended to additional or re-zoned land;*
- *Better coordination of the MDR zone code design provisions for inherent consistency, to ensure the outcomes would work together and do no require trade-offs between outcomes;*
- *Refining existing provisions to be more comprehensive in the outcomes sought, including incorporating many elements of the Guide and benchmarking with other SEQ councils;*
- *Requiring a better dwelling mix (number of bedrooms), facilitating freehold titling of townhouses, managing apartment building size and enhancing streetscapes;*
- *Promoting the use of a proper site analyses in the initial design process*;

Overall, the existing provisions lack clarity and consistency and there is also a lack of detail addressing the housing typologies which clearly support dwelling mix throughout the MDR zone code.

2.3.2.3 Assessment of Recommended Draft Amendments (November 2020 and January 2022)

November 2020 Proposed Amendments

Urbis' review of the MDR zone code (and a consequential review of the LMDR zone code), as part of the November 2020 proposed amendments, provided feedback on the following:

- *The approach to the overall outcomes to ensure consistency in drafting;*
- *Suggestions regarding market uncertainty that will potentially be created through requirements for apartment diversity;*
- *Approach to site cover and setbacks, including requirements for articulation;*
- *Approach to the location of habitable rooms in ground floor dwellings;*
- *Legibility and safety implications for pedestrians in conjunction with ground level car parking;*
- *Clarity around communal open space, deep planting and landscaped areas;*
- *Consideration of implementing a single approach to building height – either in metres or storeys, not both.*

After the review by Urbis and additional community consultation, recommendations were made and a revised draft amendment package for the MDR zone code (January 2022) was developed.

January 2022 Proposed Amendments

In light of the most recent January 2022 amendments, a comparison has been undertaken between the current MDR zone code provisions contained within the City Plan 2018, versus the amendments proposed within both the November 2020 and the January 2022 versions, through scenario testing. Test scenarios were conducted for:

- Apartment development – 2000m2, 20 apartments, 6 storeys/22m
- Townhouse development – 2000m2, 10+ dwellings, 2 storeys (less than 13m high), 100m2 site coverage per dwelling

It was determined that for townhouses, if compliance with the respective AO's of each version of the code were achieved (i.e. current City Plan versus January 2022 amendments), then it is likely that the design would result in a similar number of townhouses. The current City Plan provisions allow for a maximum site cover of 75%, however, if this were proposed it would not be possible to comply with other AO's, including communal open space, private open space and landscaping.

With respect to apartments, it was determined that the higher site coverage allowable under the current City Plan provisions (60% vs 50% in the proposed amendment) is likely to allow more units on each floor plate. The major difference between the provisions is that the current provisions allow 10% more site coverage. For the scenario testing example, this could potentially result in an additional 200m2 of floor area. Depending on the size of the apartments this could result in 1-2 dwellings per floor above ground level. An additional 100m2 landscaping is also required under the January 2022 amendments. Applying the January 2022 boundary setbacks and subject to apartments design/layout, it may be possible to achieve the other January 2022 design requirements with a 55-60% site coverage. This would need to be confirmed with further assessment.

The new design provisions that have been included in the January 2022 amendments are generally reasonable and provide more rigour to achieve better functionality, amenity and design outcomes. Overall, the proposed amendment provisions are similar to other Councils (particularly Brisbane City Council), for similar types of development.

The amendment process is currently on hold pending the completion of this Strategy, however as discussed above, it does contain some provisions which work towards greater diversity, including better design outcomes and recognising the ability to create freehold titles for townhouses.

The Strategy should encourage implementing the relevant parts of 04/20 – Major Amendment Medium Density Residential Code Review, as many of the proposed amendments are supported, in seeking to improve housing diversity within this zone.

2.4 Neighbourhood Plans/Neighbourhood Character Statements

Whilst not currently part of Redland City Council planning policy, with the range of residential zones currently applying across the city, it can be difficult for the community to have a true sense or understanding of the development intent of these zones (which are quite generic in their application) and what this means for their local neighbourhood. The development of a neighbourhood planning program which provides for a finer grained level of planning that can be applied at a local level, would assist in communicating the preferred development intent for various neighbourhoods, which should be prioritised and delivered as part of a rolling program.

The neighbourhood plans could facilitate sensible growth, whilst still ensuring that the unique attributes of the local neighbourhood character is not lost and is maintained. Established neighbourhoods and suburbs can make a meaningful contribution to dwelling supply and diversity, through gentle density being provided within the Low density and Low-medium density residential areas and other density changes within and around centres and within the Medium density residential zone. These changes may occur within high amenity areas (discussed in section 2.2.4.5) and other change areas, which will be explored further as part of the Strategy.

As part of this program, the existing master plans for Cleveland and Capalaba (both high amenity areas) could also be reviewed to reflect any directions provided by the Strategy, including improved density, diversity, and character. Other high amenity areas such as around the high frequency train stations within Birkdale, Ormiston, Thorneside and Wellington Point should also be subject to further investigations and planning to determine what opportunities exist to unlock growth. Victoria Point, Southern Thornlands, Alexandra Hills and Redland Bay are also

areas that could be prioritised for neighbourhood planning, based on the analysis undertaken as part of the Housing Needs Assessment.

The Strategy should consider implementing a program of neighbourhood planning, including the review of the current Cleveland and Capalaba Master Plans, which relate to high amenity areas (i.e. Principal Regional Activity Centres) as identified within the draft ShapingSEQ 2023 Update.

Further planning should also be undertaken to determine what opportunities exist to unlock growth in the high amenity areas around the Birkdale, Ormiston, Wellington Point and Thormeside train stations.

2.5 New Housing Typologies

A review of the current City Plan reveals that the Housing Strategy should focus on amendments to the current residential zones, to remove barriers to the delivery of more diverse housing supply, in the form of different housing typologies on a range of lot sizes.

In addition to existing housing typologies and land use definitions contained within the City Plan 2018, there is a need for greater flexibility in allowing a diverse range of housing typologies to meet housing needs. The Strategy should consider innovative housing typologies for alternative living arrangements and amend City Plan to provide for tailored provisions to accommodate these housing typologies, such as:

- Build to rent
- Co-living/Shared living
- Tiny homes
- Group housing
- Freehold micro lots and micro housing
- Freehold small lot housing
- Shop top housing
- Cluster housing
- Socially and financially sustainable model housing (Nightingale model)

The development of an incentives scheme or policy to encourage the delivery of innovative housing typologies should also be considered, as a means of encouraging the development industry to take these up.

The Strategy should consider City Plan amendments to provide greater flexibility to consider a range of alternative housing typologies to better meet housing supply and diversity.

Further, the Strategy should consider the development of an incentives policy/mechanism for the delivery of alternative housing typologies or housing models (or similar) within the City.

2.6 Summary of Considerations

The following measures could be considered by the Strategy, in aligning with the broad policy intent of the draft ShapingSEQ to improve housing diversity:

- *Reducing minimum lot sizes within the Low density residential zone and Low-medium density residential zone, where certain criteria can be satisfied. The introduction of smaller lots within the City Plan could give rise to the need to develop a small lot code to have greater control over design outcomes on these allotments.*
- *Providing for the development of townhouses and retirement facilities within the Low density residential zone (where for low rise development);*
- *Providing for freehold titling of townhouses/terrace housing;*
- *Review provisions for the Medium density residential zone, including the extent of its application, densities, building heights and minimum lot sizes and the levels of assessment for Dwelling houses;*
- *Consider whether further areas can be designated for Low-medium density residential, including consideration of further precincts;*
- *Develop design guidelines for the delivery of well designed gentle density housing typologies, suited to the various zones and site parameters in which they are located;*
- *Investigate existing approved greenfield development areas for revised lot sizes, site coverage and conditions, including allowing local or neighbourhood centres to support increased housing densities;*
- *Ensuring growth areas and greenfield development provides for a range of Low-medium density and Medium density residential zones, as a means of contributing to the development of more diverse housing options for Redland. This is particularly where new centre zones are created through master planning;*
- *Council should undertake further investigations to determine the realistic capacity that SMBI has to accommodate additional housing (subject to the resolution of infrastructure and other constraints) and continue to restrict further subdivision of land in this zone in the interim;*
- *Review the levels of assessment for existing housing typologies across the city, which can contribute to greater housing diversity and supply. This includes for those typologies that are appropriate to house an ageing population (e.g. Rooming accommodation, Residential care facility, Relocatable home park, Retirement facility)*
- *Consider innovative housing typologies for alternative living arrangements and amend City Plan to provide for tailored provisions to accommodate these housing typologies, such as:*
    - *Build to rent*
    - *Co-living/Shared living*
    - *Tiny homes*
    - *Group housing*
    - *Freehold micro lots and micro housing*
    - *Freehold small lot housing*
    - *Shop top housing*
    - *Cluster housing*
    - *Socially and financially sustainable model housing (Nightingale model)*
- *Undertake a neighbourhood planning program to provide for more tailored and bespoke outcomes for the design and delivery of housing in local neighbourhoods which protects their unique character and attributes. This includes the review of existing master plans for the high amenity areas of Cleveland and Capalaba. Other areas to be prioritised in the first instance are as follows (based on background analysis undertaken):*
    - *Around high frequency public transport stations – Birkdale, Wellington Point, Ormiston and Thorneside*
    - *Victoria Point*
    - *Southern Thornlands*
    - *Alexandra Hills*
    - *Redland Bay*

This is in addition to implementing the relevant parts of the proposed amendments to the Medium density residential zone code that is currently on hold, pending completion of the Strategy, as many of the proposed amendments are supported, in seeking to improve housing diversity within this zone.

2.7 Redland Housing Strategy 2011-2031

The Redland Housing Strategy 2011-2031 (Housing Strategy 2011) was developed to provide an additional 21,000 dwellings within 20 years. The Housing Strategy 2011 identified that this additional housing would need to be well located, diverse, affordable and sustainable. These outcomes are consistent with the identified needs outlined in this Strategy.

The Strategy outlined five overall challenges, subsequent outcomes and nominal targets for these outcomes.

Table 1 Redland Housing Strategy 2011 - 2031 Challenges, Outcomes and Targets

Challenge	Outcome	Targets
Ensuring enough housing is developed to cater for population growth	Sufficient housing to meet future growth within the existing Urban Area	An extra 21,000 dwellings between 2006 and 2031
Ensuring housing is well located	Housing is well located in relation to employment, facilities, services, transport networks and other major pieces of public infrastructure.	90% of new dwellings within 400m of public transport
Ensuring the diversity of housing meets the needs of a diverse population	Housing is diverse in form, meeting the needs of a range of household types and is easily adaptable over time	12,000 separate houses, 4,500 semi-detached dwellings and 5,000 apartments. Inclusive of total dwelling targes, 2,200 aged care/retirement living places, and 18,000 adaptable dwellings
Ensuring suitable housing is affordable and attainable to the entire community	Housing is affordable for people on various levels of income, particularly those on low to median incomes, and accessible to those who cannot enter the private rental market	2,500 affordable rental dwellings to people on low incomes, 40% of new housing affordable for purchase at our below median income
Ensuring housing is ecologically sustainable	Housing is well design , including being built for ecological sustainability, optimising safety and creating an attractive and distinctly bayside urban character	Sustainability: 50% of dwellings satisfy the “Designing a New Home Checklist”. Public Safety: all new development to comply with Council’s CPTED policy Urban Design Receive at least one planning or urban design award (from PIA, UDIA or Master Builders Association) for a recently completed urban design or planning project.

In addition to these targets, an action and implementation plan was developed. Some relevant actions which have remained relevant for the development of the Strategy include:

- 6) Support ongoing residential development in Principal Regional Activity Centres

- 7) Reinforce current strategy of infill development in existing residential areas well serviced by public transport and in close proximity to employment areas.
- 11) Allow for increased residential density in key locations with access to services and public transport including: Principal Regional Activity Centres, Major Centres District Centres, Transport Hubs, Major Employment and Industrial Areas
- 13) Address public perceptions of medium density housing including through marketing and communication.
- 15) Ensure the intent of this Housing Strategy and Action Plan is clearly reflected in the Strategic Framework.
- 16) Review housing codes to address a range of development barriers including site coverage, mix of dwelling sizes, car-parking and open space requirements, including consideration of how graduating standards for these provisions may be utilized.
- 18) Revise the Reconfiguration Code to allow for a greater flexibility in lot sizes particularly in Greenfield areas.
- 19) Allow for greater flexibility in lot size and density in the Urban and Medium Density Residential Codes.
- 33) Where it is appropriate (i.e. in Greenfield development areas, and outside of identified environmentally sensitive areas) investigate reducing lot sizes and street frontages, to facilitate smaller lots.
- 37) Revise Council's internal development assessment processes, to minimise delays – especially for low risk development applications - which do not require extensive information requests or negotiated decision processes.

As part of the monitoring and evaluation of the Housing Strategy 2011, annual Redland Housing Reports were to be produced. However, these annual reports were not publicised and progress of the Housing Strategy 2011 could not be assessed.

The previous Housing Strategy while now dated, contains a range of actions that are still relevant within the context of the development of this Strategy. It is also recognised that a number of issues identified in the development of that Strategy still have relevance in the development of the current Strategy. The length of time between the current Strategy being developed and the previous one and the limited movement in achieving greater housing diversity (based on the analysis provided in the housing needs assessment undertaken as part of the Housing Strategy project), is evidence of the need to take more bold and decisive actions now, in order to facilitate the change needed.

The age of the previous Housing Strategy and the lack of progress in achieving better housing diversity, is evidence that the Redland Housing Strategy needs to take bold and decisive action to facilitate the achievement of greater housing diversity and supply.

3 Redland Housing and Demographics

The Housing Needs Assessment prepared as part of the background evidence to support the Strategy establishes the baseline information in terms of population growth and projected housing needs into the future. Below provides a summary of the key evidence which points to a need to facilitate greater housing supply and diversity within Redland.

3.1 Socio-Economic Profile

The population of Redland has continued to grow, with a total population of 163,866 people as at 2022, as seen in Figure 1.

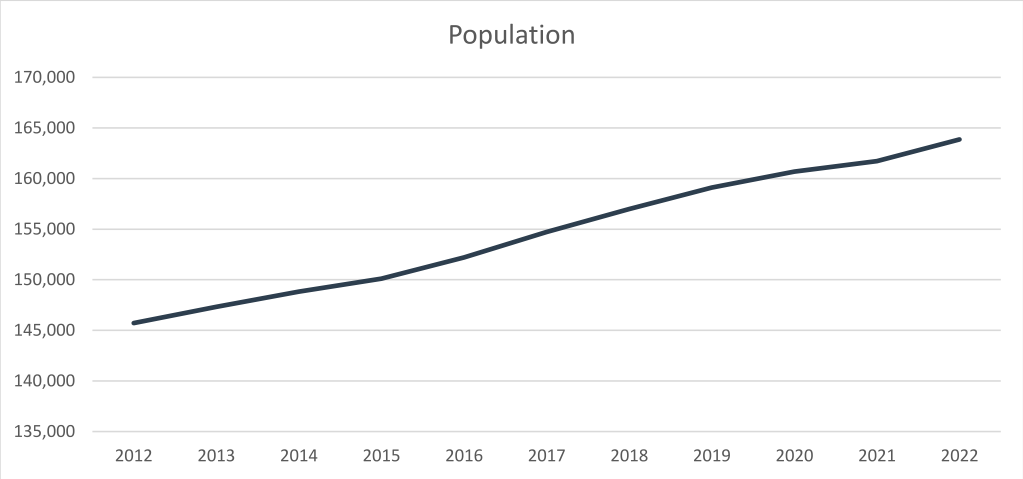


Figure 1 Historic Population - Redland City 2012 to 2022 (source: Bull & Bear, 2023)

The population of Redland has consistently increased in the past six years, but at a decreasing rate – for example, annual population growth was 2,374 persons in 2017, and was 2,146 persons in 2022, as seen in Figure 1.

Between 2012 and 2022, the Redland City population increased by 1.2% per annum, or by 18,147 persons, from 145,719 persons in 2012 to 163,866 persons in 2022. The rate of population growth in Redland City was significantly lower than in SEQ (1.9% per annum).

The socio-economic profile identifies that Redland City is characterised by an older population, suggestive of the need to provide downsizing opportunities, both in the form of smaller dwellings (e.g. small lot dwellings and attached dwellings which incorporate universal design principles) and age specific typologies (i.e. retirement villages, manufactured home parks targeted at 50+ year population and aged care). The socio-economic analysis also suggests that persons with a higher income choose to live in Redland City, as opposed to other urban areas of SEQ. Future housing in Redlands needs to ensure the relative appeal of Redland City is maintained, whilst also ensuring that the evolving housing needs of the residential population are also addressed.

The Housing Needs Assessment recognises that the appropriate dwelling mix varies significantly for each community. Whilst the communities of Cleveland, Victoria Point and Ormiston are characterised by a higher proportion of persons aged 65 years and over, Redland Bay, Alexandra Hills, Thornlands and Sheldon – Mount Cotton SA2s accommodate a relatively younger population. Within Redland City, the incidence of separated or divorced persons was particularly high in Thorneside and Ormiston SA2s. Cleveland and Victoria Point were identified as the SA2s with the highest incidence of persons requiring assistance with core activities, signalling that the delivery of additional housing with universal design principles is particularly critical within these two SA2s.

The diverse demographics within Redlands, including an ageing population, points to a need to provide for a diverse range of housing options that meets the needs across the housing lifecycle. The needs of all household types should be considered, in providing for greater housing diversity. Particular SA2's of focus are:

- *Cleveland*
- *Victoria Point*
- *Ormiston*
- *Redland Bay*
- *Alexandra Hills*
- *Thornlands*
- *Sheldon – Mount Cotton*

3.2 Composition of Dwelling Stock

The Housing Needs Assessment identifies that housing stock and residential building approvals within Redland City are dominated by detached dwellings, typically comprising of four or more bedrooms. The dominance of new house approvals in Redland City is reflective of the comparative ease to deliver house and land packages in greenfield residential estates such as Shoreline, relative to attached dwelling development (apartments, units etc.), which is not well established outside of Cleveland and Capalaba. However, with the area of land available to accommodate greenfield development becoming more limited, there is a need to focus on the delivery of a diversity of housing types to accommodate the future needs of Redland residents.

Draft ShapingSEQ also recognises that there is limited residential capacity in the Redland LGA to 2046 and that there is a significant mismatch between housing stock and household composition. The recent announcement of Southern Thornlands as urban footprint in the draft ShapingSEQ represent one of the last opportunities for significant greenfield development within Redlands, should this proceed. If this does occur, it will be important that such an area is developed in more holistic way, which ensures a mix of housing types and lot sizes is facilitated, either through a future master planning process to be brought forward, or through the allocation of a mix of Low density, Low-medium density and Medium density residential zones. This will be particularly important where a local centre can be created, which will better support increasing densities focused around such a centre.

The delivery of alternative typologies within Redland is mostly limited to semi-detached dwellings, with approvals concentred in the growth fronts of Thornlands and Redland Bay SA2s, and to a lesser extent in the SA2s of Wellington Point, Cleveland, Ormiston and Victoria Point. This signals an opportunity to further diversify the housing stock in Redland City beyond the delivery of detached dwellings and semi-detached dwelling. This will both meet the evolving needs of the ageing population and provide housing products at a broader range of price points, to help address current challenges relating to housing affordability within the region.

There is a need to ensure that future dwelling supply is more diverse and does not rely primarily on the delivery of more detached housing. Instead, there should be a focus on the delivery of more diverse housing typologies, which will be facilitated through amendments to City Plan to remove barriers to their development (e.g. reducing minimum lot sizes, reviewing levels of assessment for gentle density housing types and their appropriate inclusion within certain zones etc).

Any further greenfield development delivered should provide for a range of housing types on a range of lot sizes, and ensure that a more diverse mix of zones are provided as part of any master planned development, particularly where local centres are created as part of these developments. Council should allow maximum flexibility to enable the industry to deliver the types of housing products that the community needs and wants, provided that housing is well designed and located, in areas that are not constrained and are capable of being serviced with the necessary infrastructure.

3.3 Small Households and Small Dwellings

The availability of small dwellings (i.e. 1-2 bedroom dwellings) to meet the needs of small households (i.e. 1-2 persons) is an issue within Redlands, as evidenced by the Housing Needs Assessment, which demonstrates this misalignment (refer Figure 2). What this effectively means is that there are not enough small dwellings available to meet the needs of small households within Redlands.

However, trying to perfectly match the number of small households to small dwellings is ineffective and impractical, because a household's housing needs can change over the household lifecycle. For example, a family home might be purchased in anticipation of children being born. Additionally, smaller households may choose to remain in larger dwellings for a variety of reasons, such as to retain a home office or spare bedroom. This essentially results in a small household residing in a medium (three bedroom) or large (four or more bedroom) dwelling, despite the size of their household. For this reason, it is expected that there will always be some imbalance in the number of small households relative to the number of small dwellings (i.e. more small households exist than the number of small dwellings available).

Despite this, there is still a need to improve housing diversity within the Redlands, as the housing stock is currently dominated by detached housing. Recognising that a key tenet of the draft ShapingSEQ is to provide for greater diversity, improving housing diversity in Redlands ensures consistency and alignment with this important regional housing policy. Whilst small households cannot be forced to relocate into a small dwelling if this is not what they desire, the provision of more diverse and small dwellings could arguably improve housing affordability and accessibility to the housing market, in particular, for those seeking to rent or purchase their first home.

The Housing Needs Assessment indicates that a small household to small dwelling ratio exceeding 3.5 indicates an opportunity to align the delivery of additional dwellings more closely to resident need.

As illustrated in Figure 2 the SA2s of Sheldon – Mount Cotton, Redland Bay, Thornlands, Wellington Point, Alexandra Hills, Birkdale, Ormiston and Victoria Point were identified to have a small household to small dwelling ratio exceeding 3.5, suggesting an opportunity to further diversify housing stock in these SA2s.

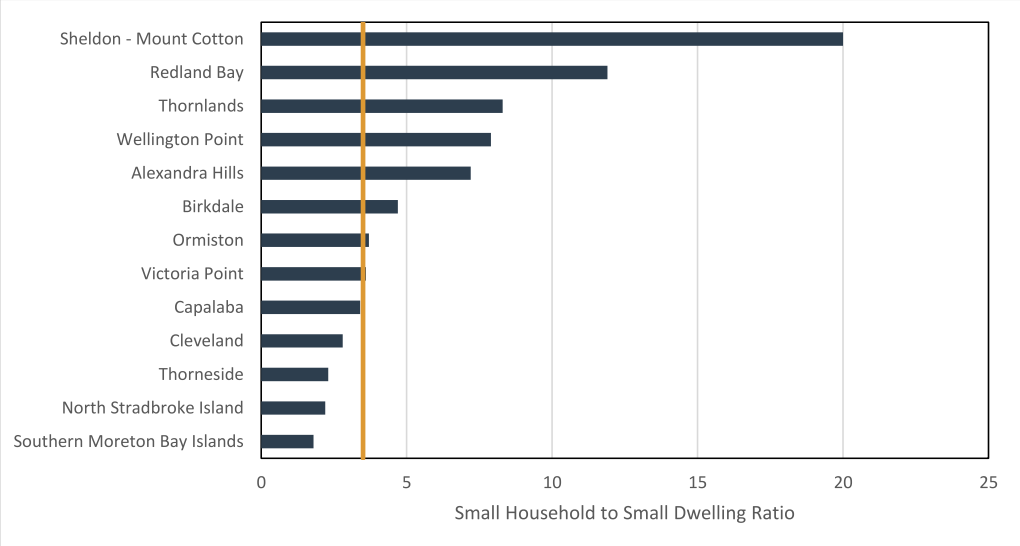


Figure 2 Small Household to Small Dwelling Ratio by SA2, 2021

Note: The orange line illustrates a small household to small dwelling ratio of 3.5
Source: Bull & Bear Economics, based on 2021 Census data

The Housing Strategy will advocate for a greater diversity of housing, particularly through the delivery of more small dwellings and different dwelling typologies on a range of lot sizes. The Housing Needs Assessment demonstrates that the SA2s of Sheldon – Mount Cotton, Redland Bay, Thornlands, Wellington Point, Alexandra Hills, Birkdale, Ormiston and Victoria Point could particularly be the focus for improving housing diversity, due to the imbalance of small households to small dwellings within these areas.

3.4 Population and Dwelling Outlook

In the 2023 to 2046 period, there is a need for an additional 13,206 dwellings to accommodate population growth in Redland City, based on projections prepared to inform the draft ShapingSEQ 2023 Update. It is noted the population projections provided to inform this project accommodate ~35,000 additional persons in ~15,000 additional dwellings in the 2021 to 2046 period, which is below the draft ShapingSEQ 2023 Update target of accommodating an additional 50,300 persons in 20,000 dwellings.

Within Redland City, dwelling growth is anticipated to be highest in the following SA2s in the 2023 to 2046 period:

- Redland Bay SA2: Additional 3,713 dwellings; and
- Cleveland SA2: Additional 2,998 dwellings.

Together these SA2s account for over half of all dwelling growth in Redland City and represent significant opportunity to facilitate increased housing diversity.

The Redland Bay SA2 and Cleveland SA2 provides for over 50% of projected dwelling growth to 2046. Any proposed City Plan recommendations in the Strategy should pay particular attention to these areas in delivering any policy changes to facilitate the delivery of more housing diversity within these SA2s.

3.5 Projected Household Composition

The assessment identifies a clear need to deliver additional small dwellings (1-2 bedroom dwellings) to meet the evolving needs of the resident community. Table 2 below outlines the projected growth in households by family composition in Redland City by SA2. An upward arrow indicates growth in the household type to 2046, whereas a downward arrow indicates a decline in this household type to 2046. The green shading highlights the household type anticipated to record the most significant growth in each SA2 to 2046, whereas the red shading highlights the household type anticipated to record the most significant decline in each SA2 to 2046.

Table 2 Future Household Composition (Source: Bull & Bear Economics, 2023).

	Couple family with no children	Couple family with children	One Parent Family	Other Family	Total Family	Lone Person Households	Group Households	Total Households
Alexandra Hills	↑	↑	↓	↓	↑	↓	↓	↑
Birkdale	↑	↓	↑	↑	↑	↑	↓	↑
Capalaba	↑	↓	↑	↑	↑	↑	↓	↑
Thorneside	↑	↑	↓	↑	↑	↓	↓	↓
Wellington Point	↑	↓	↑	↑	↑	↑	↓	↑
Cleveland	↑	↑	↑	↑	↑	↑	↓	↑
Ormiston	↑	↑	↑	↓	↑	↑	↓	↑

	Couple family with no children	Couple family with children	One Parent Family	Other Family	Total Family	Lone Person Households	Group Households	Total Households
Redland Bay	↑	↑	↑	↑	↑	↑	↑	↑
Sheldon - Mount Cotton	↓	↑	↑	↓	↑	↓	↓	↑
Thornlands	↓	↑	↑	↓	↑	↑	↓	↑
Victoria Point	↑	↓	↑	↓	↑	↑	↑	↑
North Stradbroke Island	↑	↑	↓	↑	↑	↑	↑	↑
Southern Moreton Bay Islands	↑	↑	↓	↑	↑	↑	↑	↑

3.6 Housing Affordability and Need to Deliver Affordable Dwellings

As identified throughout this Background Report, it is critical that consideration is given to the delivery of affordable housing opportunities for Redland City residents. As of the 2021 Census, over a third of rental households were facing rental stress, with this only likely to have further exacerbated due to continued median weekly rent increases exceeding growth in household incomes. Consistent with other local government areas in SEQ, Redland has faced persistently low rental vacancy rates, indicating a need to incentivise the delivery of additional rental supply to ease upward pressure on rents.

Whilst mortgage stress was significantly less pronounced than rental stress within Redlands, continued increases in the cash rate post Census have resulted in higher mortgage repayments for some households in Redland City. Residential property prices have also continued to increase, with the median detached dwelling price in Redland City estimated at $756,000 and the median attached dwelling price estimated at $510,000.

The Housing Needs Assessment shows that there is a clear market gap in the provision of affordable housing opportunities for persons on low to moderate household incomes in Redland City. The evidence indicates there is a significant shortfall in affordable housing in Redland City, with the shortfall estimated at approximately 5,000 dwellings. In the absence of efforts made to increase affordable housing supply, this gap is anticipated to widen to between 6,000 and 8,000 dwellings by 2046.

The Strategy will support actions to ensure that more housing is available to those who cannot afford to buy. Schemes such as Build to Rent and requiring a certain amount of social and affordable housing to be achieved through the draft ShapingSEQ, are ways in which more affordable and rental homes can be delivered and made available.

With the estimated increase in the shortfall of affordable dwellings for Redlands to 2046, there is a need to ensure that greater housing diversity is provided, thus improving the affordability of housing within the city. The Strategy should seek to facilitate better affordability by removing barriers to delivering more housing that is fit-for-purpose and meets the needs of all household types.

Delivery of housing models such as Build to Rent should also be supported, with the potential to consider incentives to providing this form of housing within the City.

The Strategy should also support the need to provide for more social and affordable housing, to contribute towards the achievement of the draft ShapingSEQ target.

3.7 Need for Age Specific Dwelling Typologies

Opportunities for residents to access age-specific housing is also critical to ensure the needs of all residents are appropriately accommodated. The evidence points to a need to identify additional sites to accommodate both independent living and residential aged care facilities within Redland City. Whilst the shortfalls in independent

retirement living are not anticipated to occur until after 2031 (due to the presence of existing approvals), there is an existing and growing need to accommodate residential age care places within Redland City, increasing to a need for ~1,500 places by 2046.

There are several measures that the Strategy can consider, in facilitating the development of more age specific housing typologies within the city. Consistent with the draft t ShapingSEQ policy for achieving gentle density within the Low and Low-medium density residential areas, a Retirement facility should be allowed for within the Low density residential zone (it is currently impact assessable). A more general review of age-specific housing typologies within residential zones would also be appropriate in the medium term, to ensure that the range of age specific housing typologies are being appropriately provided for across the city, where in the right locations and being provided with sufficient infrastructure and access to essential services.

The Strategy should advocate for the provision of more age specific dwelling typologies, including a review of the level of assessment for Retirement facility within the Low density residential zone.

A broader review of the levels of assessment and provisions around other aged care housing typologies, such as Residential care facility, Rooming accommodation and Relocatable home parks in the medium term may also be beneficial.

3.8 Dwelling Projections by Typology

The Housing Needs Assessment prepared dwelling projections by typology at the SA2 level, to provide guidance on the scale of intervention required to align the delivery of additional dwellings more closely with resident need.

Dwelling projections were prepared for the following typologies, based on the dwelling classifications under the Queensland Planning Regulation 2017 (PR) and they also align with the definitions outlined in the draft ShapingSEQ:

- Houses (described as detached (houses) under the draft *ShapingSEQ 2023 Update*);
- Middle (described as attached – low rise under the draft *ShapingSEQ 2023 Update)*. Middle dwellings can be broken down into two further categories:
    - Semi-detached (semi-detached houses, row or terrace house, townhouses, etc;
    - Attached (flat or apartment; and
- High (described as attached – high rise under the draft *ShapingSEQ 2023 Update*).

A small allowance was also made for 'other dwellings' which incorporates caravans, cabins and houseboats, improvised home, tent, sleepers out and house or flat attached to a shop, office or other non-residential structure.

The analysis identifies that clear opportunity exists to facilitate the delivery of increased diversity in housing stock in the following SA2s, relative to what has been historically delivered (i.e. primarily detached houses), in terms of dwelling typology:

- Alexandra Hills;
- Birkdale;
- Capalaba;
- Wellington Point;
- Ormiston;
- Redland Bay;
- Sheldon - Mount Cotton; and
- Thornlands.

In the case of the SA2s not listed above, efforts should be focussed on delivering housing at varying price points, with the anticipated dwelling mix by typology of less concern.

Overall, the analysis identifies that even with the implementation of planning scheme amendments and other measures to institute change to diversify the housing stock within Redland, detached dwellings are still anticipated to remain the dominant housing typology. The analysis also identifies clear opportunity to facilitate the delivery of additional middle (semi-detached dwellings) and middle (attached dwellings) in Redland City. Figure 3 below

demonstrates the projected additional dwellings estimated for Redlands by typology if there are no policy changes, compared with the projections should policy interventions be introduced to achieve greater housing diversity.

The need for greater dwelling diversity with a focus on particular SA2s has been identified through the Housing Needs Assessment. It provides support for the Strategy to diversify dwellings by identifying the SA2s listed above that should be the primary focus, as well as across the city more broadly. The SA2s listed have helped to inform the prioritisation of neighbourhood planning to be undertaken in the first instance (as identified in section 2.4).

Cleveland has also been nominated as a high priority area for neighbourhood planning, due to its role as a Principal Regional Activity Centre in draft ShapingSEQ, as well as the anticipated dwelling growth which will provide for a significant contribution towards dwelling supply to 2046. Victoria Point has also been nominated due to it comprising a Major centre and its potential suitability to accommodate higher densities and greater diversity. Southern Thornlands will be a significant growth area as provided for under the draft ShapingSEQ and should also be the subject of more detailed planning, in addressing how greater housing diversity can be achieved.

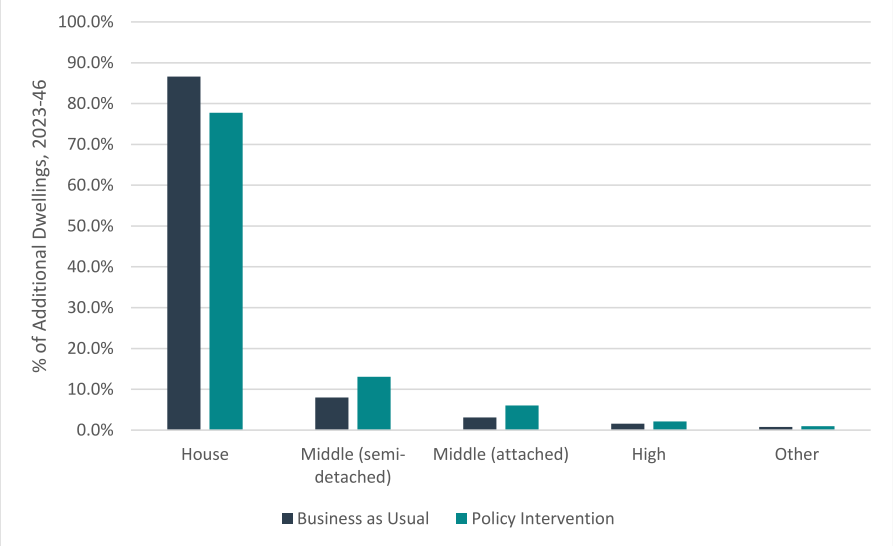


Figure 3 Projected Additional Dwellings by Scenario and Typology, 2023 to 2046

Source: Bull & Bear, 2023

A summary of the key points identified in the Housing Needs Assessment is provided in Figure 4.

The Housing Needs Assessment establishes the evidence base which points to the need to deliver greater housing diversity across the city, with a particular focus on the following SA2s to deliver more semi-detached and attached dwellings:

- *Alexandra Hills;*
- *Birkdale;*
- *Capalaba;*
- *Wellington Point;*
- *Ormiston;*
- *Redland Bay;*
- *Sheldon - Mount Cotton; and*
- *Thornlands.*

This has partly informed the prioritisation of those areas which are to be the subject of future neighbourhood planning (identified in section 2.4) in achieving better housing diversity.

There is a need to accommodate more age-specific housing typologies across the city to cater for an anticipated shortfall in these housing types by 2046.

There is a need to provide for housing that is more affordable, which can be facilitated through the delivery of more small dwellings (i.e. 1-2 bedroom dwellings).

Redland Housing Needs Assessment Summary

Redland Housing Strategy



Figure 4 Housing Needs Assessment Summary

4 Planned Housing Supply

An analysis has been undertaken of Redland's housing land supply, to determine how the current City Plan can facilitate the achievement of its dwelling supply targets, based on current policy.

The Strategy has utilised the Model for Urban Land Use and Transport Integration (MULTI) as a tool for assessing the appropriateness of the current statutory framework, namely Redland City Plan 2018 and the Priority Development Area Development Schemes (for Toondah Harbour and Weinam Creek), to meet housing needs to 2046.

The MULTI was developed to inform draftShaping SEQ and the analysis assumes the delivery of an additional 20,000 dwellings by 2046, as currently provided for by draft ShapingSEQ.

Various other data and projections have also been considered for comparison, in undertaking this analysis, as outlined below.

4.1 Housing Data, Benchmarks and Projections

This Strategy has considered the various baselines and projections for housing for Redland as outlined below.

4.1.1 Local Government Infrastructure Plan – Dwelling Projections

As part of the current City Plan, the Local Government Infrastructure Plan (LGIP) provides dwelling projections to 2031, and an ultimate value which is the theoretical capacity of the City Plan if fully developed.

The LGIP projections were based on the Queensland Treasury and Trade (QTT) dwelling projections prepared in 2017.

As seen in Table 3 and Figure 5, Council's LGIP anticipates 71,879 dwellings by 2031, representing an increase of 18,041 dwellings from 2016. It recognises that the ultimate or available capacity under the Planning Scheme is 76,883 or approximately another 5,000 dwellings. This limited additional supply will materially affect affordability and diversity the closer we move to 2031.

The LGIP figures provide Council's perspective on dwelling growth and capacity.

Table 3 LGIP Dwelling Projections to 2031

	2016	2021	2026	2031	Ultimate
Attached dwellings	7,477	9,176	11,671	13,644	15,850
Detached dwellings	46,361	49,016	51,601	58,235	61,033
Total dwellings	53,838	58,192	63,272	71,879	76,883

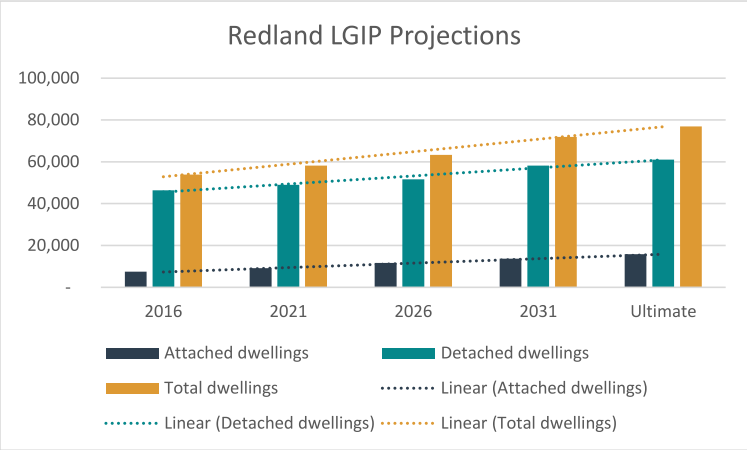


Figure 5 LGIP Dwelling Projections to 2031

This shows that at Ultimate, the LGIP only plans for a total of 76,883 dwellings, which is short of the dwelling supply target of 85,000 dwellings to 2046, based on draft ShapingSEQ and will materially influence supply well before 2031.

In light of the LGIP now being due for a review, there will be a need to update the LGIP to reflect anticipated changes in population growth that is aligned with the Strategy.

4.1.2 Draft ShapingSEQ Update

In the current ShapingSEQ 2017 Regional Plan, dwelling targets were allocated per local government area to 2041. These have since been revised by the recent draft ShapingSEQ Update, with targets now established to 2046.

The draft ShapingSEQ allocates a projected dwelling target of 85,000 dwellings by 2046 for the Redland LGA, which represents an increase of an additional 20,000 dwellings from 2021.

Additionally, the final ShapingSEQ intends to provide specific dwelling diversity targets to 2046, which will translate to a decrease in the proportion of detached housing, and an increase in the proportion of attached - low rise dwellings (1-3 storeys), with a moderate increase in attached medium rise (4-8 storeys) and high rise (9 storeys or greater) dwellings. The Strategy establishes the need to achieve greater housing diversity within the following SA2s in Redland, which includes focusing on the provision of more attached low rise and attached medium rise development:

- Alexandra Hills;
- Birkdale;
- Capalaba;
- Wellington Point;
- Ormiston;
- Redland Bay;
- Sheldon - Mount Cotton; and
- Thornlands.

4.1.3 Queensland Government Statistician Office (QGSO) Medium Series 2023 Dwelling Projections

The QGSO Medium Series 2023 Dwelling Projections are an updated source of projections. These figures show a projected 81,411 dwellings by 2046, which is shy of the dwelling target set by the draft ShapingSEQ of 85,000 dwellings.

	2021	2026	2031	2036	2041	2046
Total dwellings	64,740	70,547	74,718	77,890	80,301	81,411

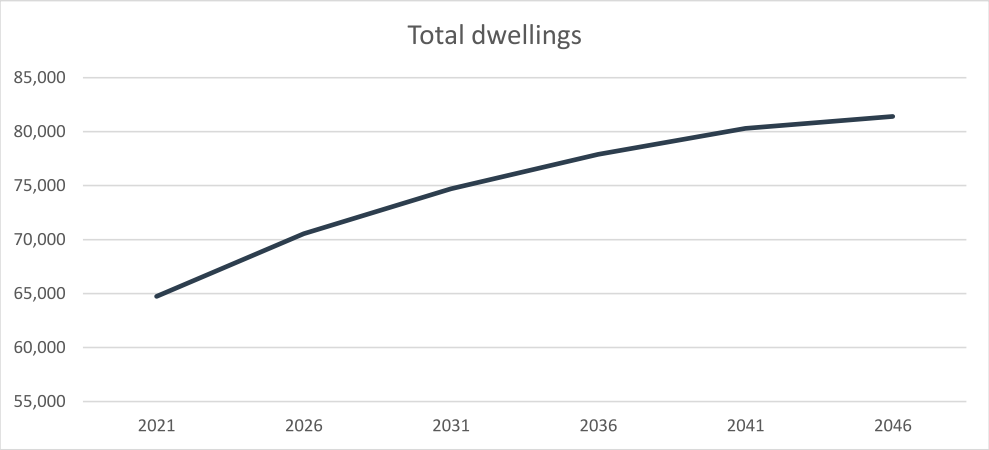


Figure 6 Project Dwellings to 2046

Source: QGSO, Medium Series 2023 Dwelling Projections

4.1.4 Model for Urban Land Use and Transport Integration (MULTI) Model

The MULTI which was used to inform the draft ShapingSEQ has been provided by DSDILGP and has been used as a tool for undertaking a land supply analysi to inform this Strategy. This ensures a level of consistency with the draft ShapingSEQ.

The land supply analysis uses the MULTI as a tool to assess the appropriateness of the current Redland City Plan 2018 (Including Major Amendment 2020) and Priority Development Area Development Schemes (Toondah Harbour and Weinam Creek) to meet housing needs to 2046. The functionality and method of MULTI provides a range of advantages for the Strategy which include an assessment which considers the interplay and interrelationships of three core variables of Housing Supply, being:

- Size or Capacity of statutory documents to accommodate projected growth;
- Speed of growth which could be achieved to accommodate projected growth; and
- Mix of dwelling types delivered.

In addition to the assessment of size, speed and mix there are additional parameters which influence the presentation of model outputs. MULTI is a regional model and as such, assesses the Redland City Plan in the context of other LGAs within South East Queensland. The MULTI is not a closed model. Therefore, if the supply cannot be met in Redlands then the MULTI will reallocate the demand to comparable supply within other LGAs in South East Queensland.

4.1.4.1 Redland Housing Strategy Modelling Parameters

Recognising the MULTI functionality, the following parameters were adopted:

- Shaping SEQ Dwelling Supply Targets 85,000 were utilised;
- Redland City Plan 2018 and PDAs were modelled;
- Housing Mix was modelled using the same classification as utilised in the draft ShapingSEQ; and
- The model does not assess the proposed policy of the draft ShapingSEQ. For example, additional urban footprint within Southern Thornlands has not been included in this assessment.

In addition, it should be noted that Redland City Council has not provided the most up-to-date "Ultimate" development. As such, it impossible to definitively assess the capacity of the current statutory plans to accommodate required growth.

4.2 Housing Supply - Analysis

4.2.1 Total Planned Housing Supply

Results from the Housing Supply analysis indicate the achievement of 79,912 dwellings by 2046. This indicates that the current statutory framework (i.e. City Plan) does not achieve the draft ShapingSEQ update dwelling supply targets by more than 5,000 dwellings. These results suggest that the dwelling capacity within Redland will need to significantly increase to achieve the 2046 dwelling targets. Increasing the ability to facilitate greater housing diversity through the provision of more small dwellings (either as semi-detached or attached) should ensure that these dwelling supply targets can be met. Further modelling would be needed to test the changes proposed by the Strategy and determine how this would change the dwelling supply capacity.

Additionally, the MULTI analysis indicates that the current City Plan supply as compared to QGSO 2018 Dwelling Projections (for Low, Medium and High series) will not meet the medium or high projections at 2041. This provides an indication of the quantum of increase in capacity required, where a shortfall will be experienced from 2036.

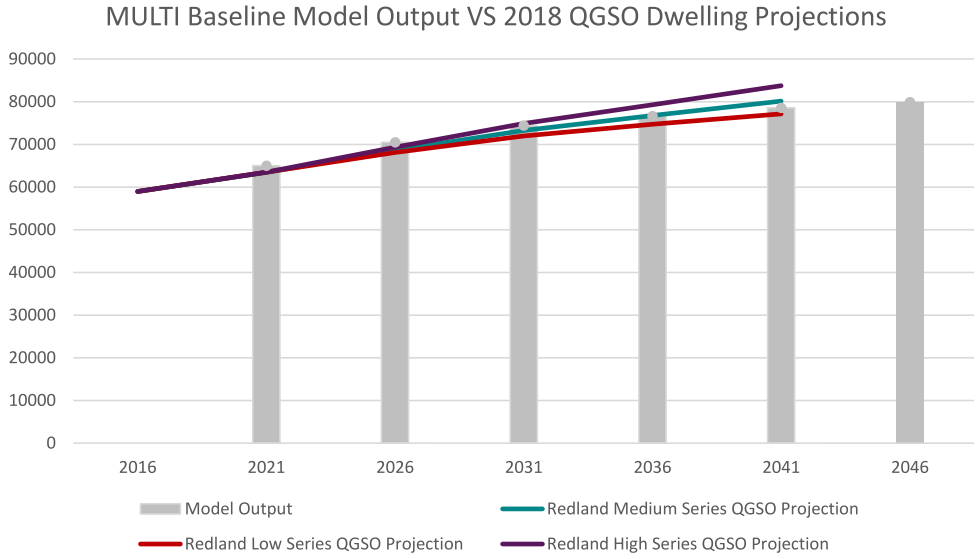


Figure 7 MULTI Baseline Model Output v 2018 QGSO Dwelling Projections

The Strategy recommends measures to facilitate greater housing diversity through the provision of more small dwellings (either as semi-detached or attached), to ensure that the dwelling supply targets can be met.

4.2.2 Projected housing type by city plan zone

An assessment of projected housing type by City Plan zone has also been undertaken (refer Figure 8), which demonstrates that there is reliance on capacity within the following zones:

- Emerging Community (EC) zoned land (e.g. Shoreline and Double Jump Road)

- N/A (e.g. Toondah Harbour PDA)
- Medium Density Residential (MDR) zoned land
- Low Density Residential (LDR) zoned land
- Character Residential (CR) zoned land (i.e. SMBI)

Whilst there is significant reliance on the Emerging community zone and the PDA and Medium density residential zone for additional dwellings, there is relatively limited yield achieved within the Low density residential zone and even less achieved in the Low-medium density residential zone. The Principal centre zone also makes a fairly minor contribution to dwelling supply.

This points to a need to consider more intervention within the Low density and Low-medium density residential zones, by providing for more housing to be delivered in these zones particularly where that supports diversity and affordability policies.

The previous sections of this Background Report recommend allowing Multiple dwelling (for low rise townhouses) and Retirement facility within the Low density residential zone as a means of increasing gentle density within this zone. A further review of the levels of assessment and City plan provisions for gentle density housing types within the residential zones more generally should also be undertaken, to ascertain what other measures may be needed to remove barriers to facilitating their development. This is particularly for age-specific housing typologies, such as Retirement facility, Residential care facility, Relocatable home park and Rooming accommodation.

In addition, a review of minimum lot sizes within the Low density residential zone should also be undertaken, to reduce lot sizes in certain circumstances as a way to promote further housing diversity and create more opportunities to deliver more dwelling options.

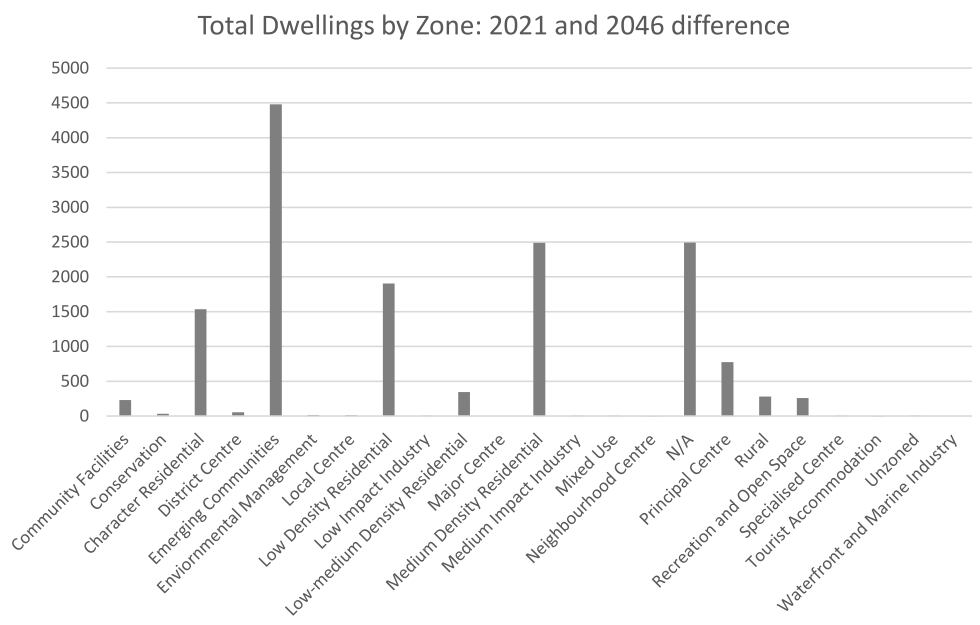


Figure 8 - Total dwellings by Zone – 2021 v 2046

The Strategy should consider allowing Multiple dwelling (for low rise townhouses) and Retirement facility within the Low density residential zone as a means of increasing gentle density and improving housing supply and diversity within this zone.

A further review of the levels of assessment and City plan provisions for gentle density housing types within the residential zones more generally should also be undertaken, to ascertain what other measures may be needed to remove barriers to facilitating their development. This is particularly for age-specific housing typologies, such as Retirement facility, Residential care facility, Relocatable home park and Rooming accommodation.

4.2.3 Detached Housing

The housing supply analysis demonstrates that all available detached dwelling supply is fully utilised during the planning period to achieve 62,180 detached dwellings in total. Such growth achieves ~8000 additional detached dwellings, with ~4000 of these dwellings delivered in the Emerging community zone and ~1500 each in the Character residential (SMBI) and Low density residential zones. Detached dwellings will reach capacity for Ultimate dwellings:

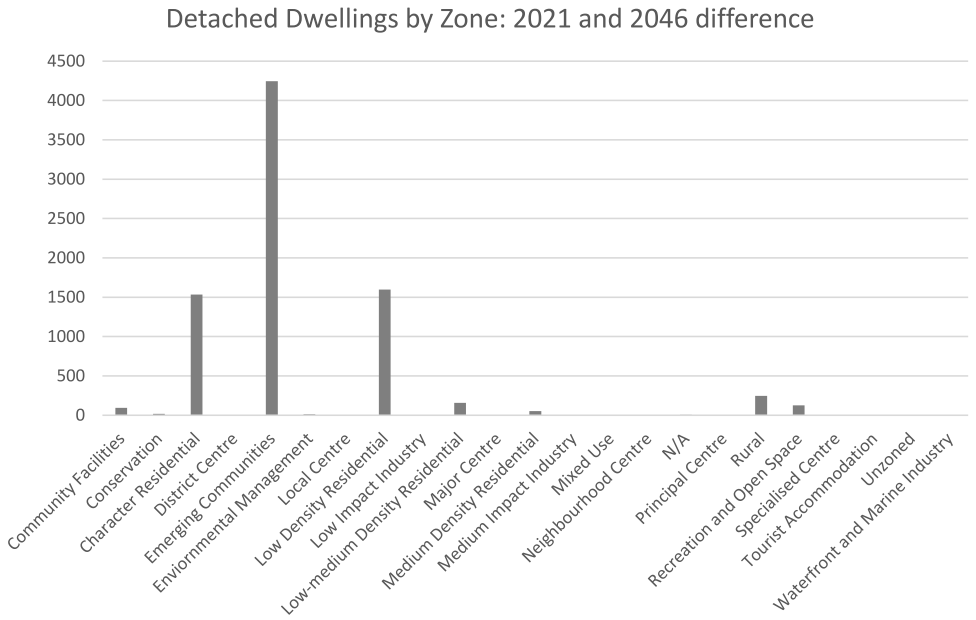


Figure 8 Detached Dwellings by Zone – 2021-2046Attached Homes

However, detached dwellings on larger lots also have the ability to accommodate secondary dwellings, which provide a legitimate housing option. The recent reforms resulted in relaxed requirements, whereby secondary dwellings no longer need to be occupied by members of the same primary household. It is important to recognise the contribution that secondary dwellings make to housing supply, diversity and affordability and ensure the continued provision of lot sizes that are large enough to accommodate these housing types throughout the city, where appropriate.

The housing supply analysis fully utilises all available attached dwelling supply during the planning period to achieve 17,731 attached dwellings in total. Approximately 2,500 attached dwellings are provided for in each of the Medium density residential and N/A (PDA) zones. This signifies a reliance on the Medium density residential zone and Toondah Harbour PDA for the delivery of attached dwellings.

In order to facilitate the delivery of more attached dwellings and provide for gentle density within the Low density and Low-medium density residential zones, it is recommended that minimum lot sizes be reviewed, to provide for smaller

lots where certain attached housing typologies are being developed. In addition, the Medium density residential zone currently allows for Dwelling houses to be established, which is counter intuitive to the intent of this zone. It is suggested that these provisions be reviewed, to encourage the delivery of more attached dwellings within the Medium density residential zone. Building heights within the Medium density residential zone where within 400 metres of a Principal Centre zone could also be revisited, to encourage the achievement of greater densities around these centres. Finally, a rationalisation of the Medium density and Low-medium density residential zones could also be undertaken, to determine where there may be opportunities to provide further potential to increase the delivery of attached dwelling supply in the city.

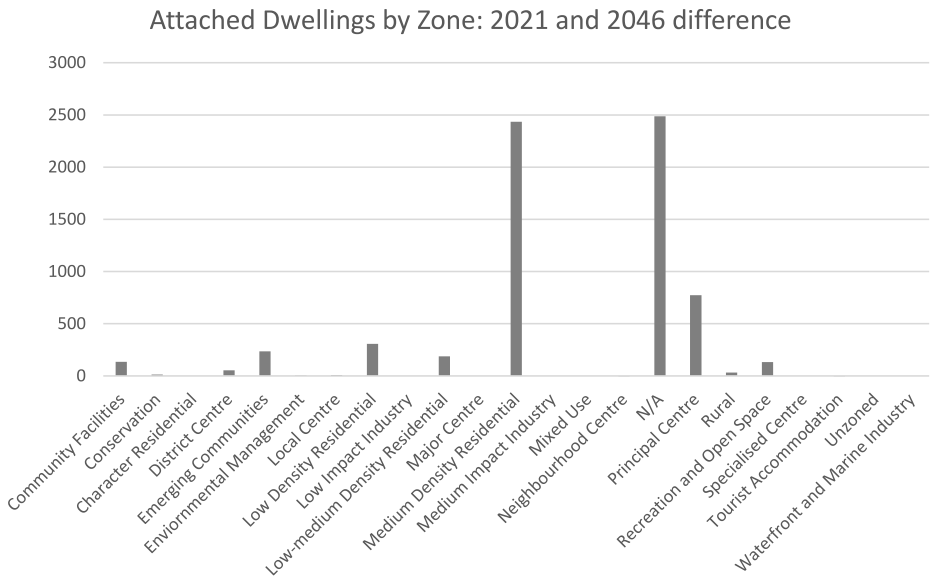


Figure 9 Attached dwellings by Zone – 2021-2046

To improve the delivery of more semi-detached and attached dwelling houses in Redland, the Strategy should consideration to the following:

- *Review category of assessment for Dwelling house in the Medium density residential zone.*
- *Remove Dwelling house as a land use that is envisaged within the Medium density residential zone, as currently stipulated in the Purpose of the code.*
- *Review the density requirements within the Low density residential zone for Dual occupancy and Multiple dwelling on corner lots.*
- *Reduce the minimum lot size in the Low density residential and Low-medium density residential zones where within a certain distance of a centre, or where other appropriate criteria can be met.*
- *Expand and rationalise the designation of the Medium density residential zone and Low-medium density residential zone within the city, by identifying further areas that could reasonably accommodate more medium density growth (including consideration of precincts).*
- *Review and increase maximum building height within the Medium density residential zone, where within 400m of a Principal centre zone.*
- *Recognise the important contribution that secondary dwellings make to housing supply, diversity and affordability and ensure the continued provision of lot sizes that are large enough to accommodate these housing types throughout the city, where appropriate.*

4.2.4 Total Dwellings by SA2

The housing supply analysis (refer Table 4 and Figure 11) indicates that key dwelling growth will occur in the following SA2s:

- Cleveland – approximately 4,000 dwellings
- Redland Bay – approximately 4,400 dwellings
- Southern Moreton Bay Islands – approximately 1,600 dwellings
- Victoria Point – approximately 1,500 dwellings (mainly Emerging Community zoned land)

Growth is concentrated in the 2 SA2's of Cleveland and Redland Bay, which aligns with the findings of the Housing Needs Assessment. These areas have been nominated as priority areas for neighbourhood planning, however it is noted that the Toondah Harbour PDA falls within the Cleveland SA2 and will therefore be excluded from this planning.

As a Principal centre, Capalaba has very limited growth and more efforts may be needed to facilitate an increase in dwelling delivery within this area. This areas also represents a priority area for neighbourhood planning.

Despite being located on the Cleveland trainline with train stations, Thorneside, Wellington Point and Birkdale all have very limited growth. There may be a need to undertake further planning to see what opportunities exist to unlock growth in these high amenity areas (as well as for Ormiston), as defined by the draft ShapingSEQ.

Table 4 Total Dwellings by SA2

2021 & 2046 Total Dwellings by SA2			
	2021	2046	Diff
Alexandra Hills	6297	6518	221
Birkdale	5806	6353	547
Capalaba	7231	8182	951
Cleveland	7253	11280	4027
Cornubia - Carbrook	2	2	0
North Stradbroke Island	1911	1911	0
Ormiston	2568	3006	438
Redland Bay	6502	10878	4376
Sheldon - Mount Cotton	2732	2783	51
Southern Moreton Bay Islands	5567	7188	1621
Thorneside	1681	1680	-1
Thornlands	6765	7474	709
Victoria Point	6245	7691	1446
Wellington Point	4451	4959	508
Grand Total	**65011**	**79906**	14895

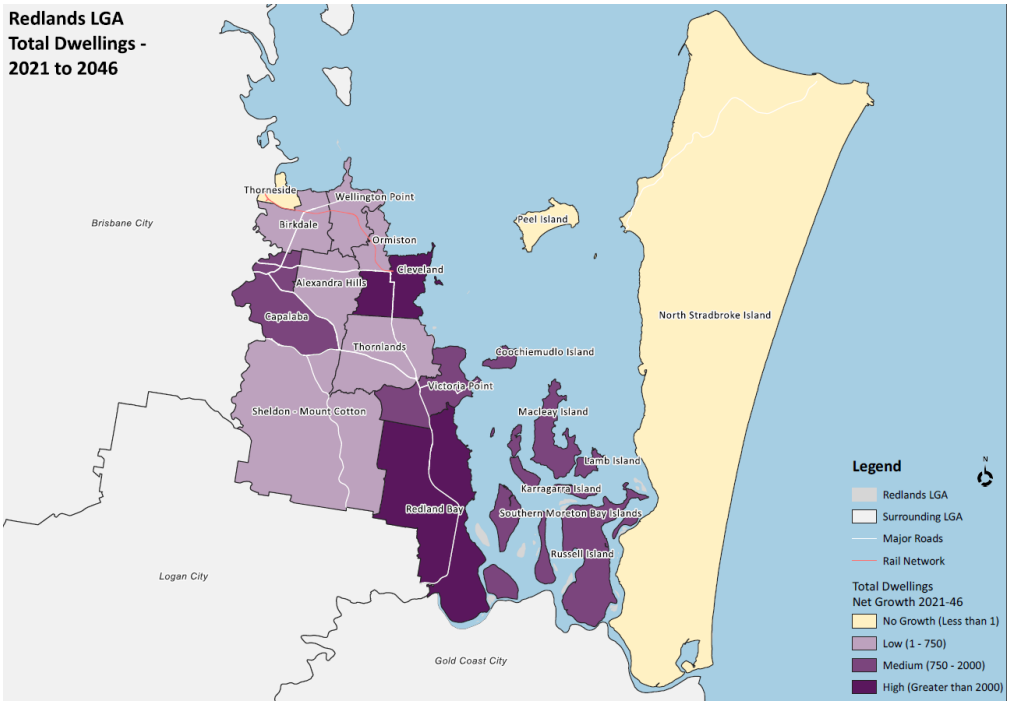


Figure 10 Total Dwelling Growth by SA2 – 2021-2046

Growth is concentrated in the 2 SA2's of Cleveland and Redland Bay, which aligns with the findings of the Housing Needs Assessment. These areas have been nominated as priority areas for neighbourhood planning, however it is noted that the Toondah Harbour PDA falls within the Cleveland SA2 and will therefore be excluded from this planning.

As a Principal centre, Capalaba has very limited growth and more efforts may be needed to facilitate an increase in dwelling delivery within this area. This area also represents a priority area for neighbourhood planning.

Despite being located on the Cleveland trainline with train stations, the SA2s of Thorneside, Wellington Point and Birkdale all have very limited growth. There may also be a need to undertake further planning to see what opportunities exist to unlock growth in the high amenity areas around the high frequency public transport stations, as defined by the draft ShapingSEQ.

The Strategy should consider identifying further planning to be undertaken to unlock opportunities for additional dwelling growth in high amenity areas around the Birkdale, Thorneside, Ormiston and Wellington Point train

4.3 Housing Stock

The housing supply analysis indicates that there will be a significant shift in housing typologies delivered over the planning period to accommodate growth. It indicates a potentially undesirable shift in housing typology delivery as follows:

- Significant shortage of detached dwellings from 2036 to 2046 – there may be a need to consider how more detached housing can be provided to cater for this need. The inclusion of Southern Thornlands in the Urban Footprint as part of the draft ShapingSEQ may cater for the provision of more houses, but should seek to achieve greater housing diversity through a range of housing types and lot sizes, if delivered.
- Overreliance on delivering Attached Dwelling (High Rise – 9+ Storey's) – There is a heavy reliance on the Toondah Harbour PDA to deliver high rise attached dwellings. If this PDA does not come to fruition, more emphasis may need to be placed on delivering high rise development within the Cleveland Principal Centre.
- Indicates a drop in Attached dwelling Low Rise from 2036 – There is a need to focus on the delivery of more gentle density within the Low density and Low-medium density residential zones, through facilitating a range of low rise attached and semi-detached dwellings.

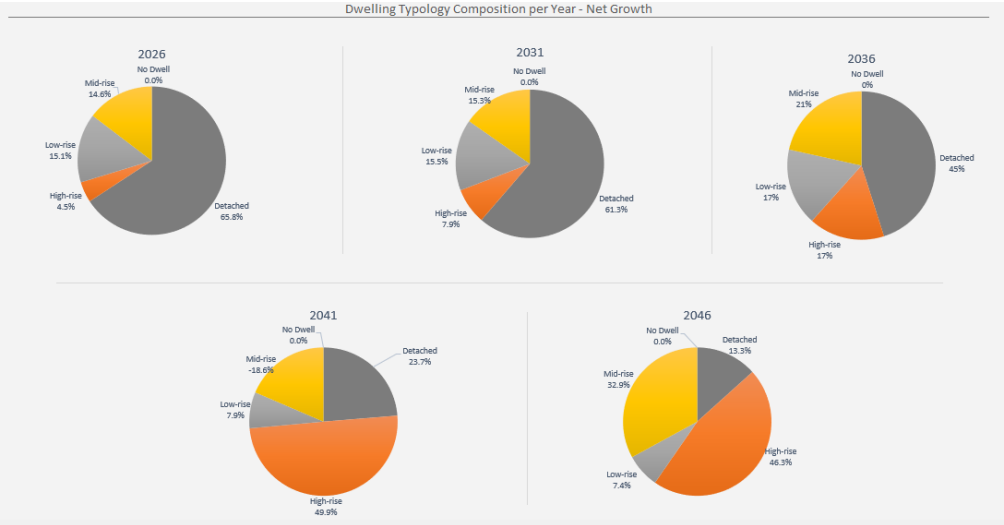


Figure 11 **Dwelling Typology Composition – 2026-2046**

However, housing stock composition is relatively stable through to 2046, as evidenced by the below:

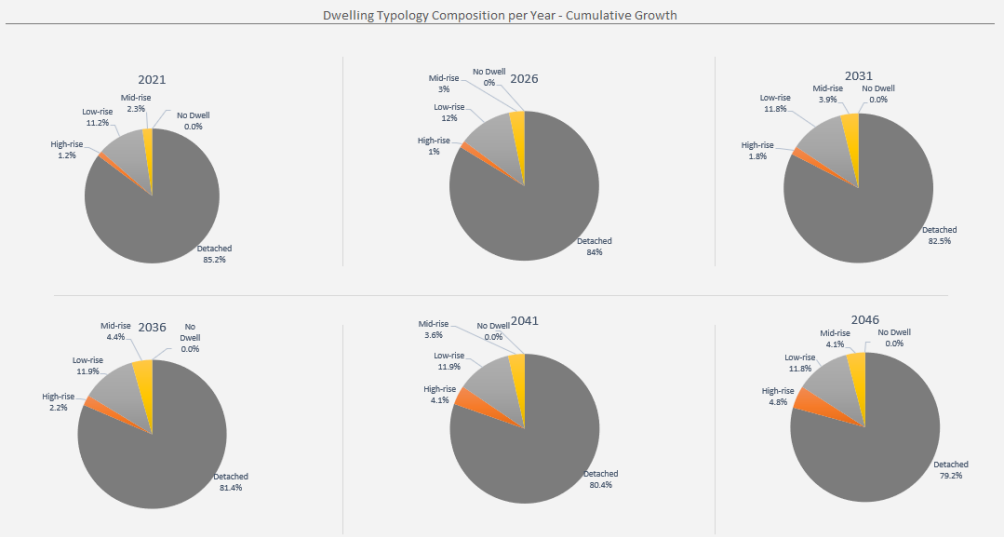


Figure 12 Dwelling Typology Composition

The Housing Supply Analysis generally supports the findings of the Housing Needs Analysis, in confirming the need to improve housing diversity and supply, through the provision of more diverse dwelling typologies across a range of locations within Redland to 2046. The analysis is useful in providing the further evidence base to inform the development of recommended measures within the Strategy to achieve greater supply and diversity and was found to generally align with the findings of the Housing Needs Assessment.

5 Community Engagement

Round one of community engagement on the Strategy was held between 29 May to 25 June 2023, with key industry stakeholders and the Redland community. The engagement sought feedback on the current state of housing in Redland and future housing aspirations, as well as barriers and opportunities for the development of future housing. Findings from Round one provides important inputs into the development of the draft Strategy with Round two of consultation planned for October 2023.

During Round one consultation, stakeholder and community input was gathered via:

- online participation through surveys and stories
- in-depth focus group sessions
- community and industry stakeholder workshops
- pop-up style 'Listening Posts' across the major suburban centres of the Redland local government area.

The consultation was promoted extensively including via advertising, social media, a project website, postcards, posters, and temporary outdoor signs. Social media ads, targeted to the Redland community, were viewed more than 132,000 times, the project website was visited 776 times and 236 surveys were submitted, providing thoughtful and insightful contributions. More than 15 local organisations, business groups and industry representatives contributed their ideas, highlighted opportunities and shared aspirations and concerns for future housing supply and diversity in the Redland (refer Figure 14).

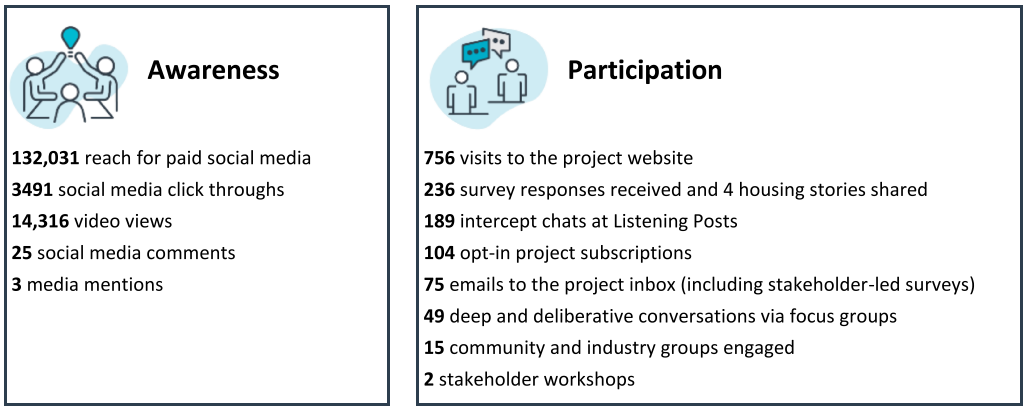


Figure 13 Level of engagement for Round 1 consultation

The engagement activities helped inform participants that the Strategy was being prepared, explained the benefit of planning toward housing life cycle needs, and provided a wide variety of opportunities for contribution.

Round one consultation revealed the following insights:

- The **community acknowledged that additional housing supply is needed** and there was some agreement that more diversity is required. However, there was a desire for a long-term vision and 'big-picture' planning, including integration with infrastructure delivery, to be communicated.
- There was a complex **intertwining of the community's understanding of planning for future housing need versus supplying additional public and low-cost housing**. It was not widely understood that additional and more diverse housing will be needed for everybody, not just those struggling financially.
- The immediate 'housing crisis' focused discussion on short term supply, which is important however there is also an **opportunity for the Strategy to focus on the long-term planning horizon**.
- There was a community expectation that vegetation, fauna habitat, wetlands and marine environment are protected, regardless of housing need and where housing is developed in the Redland. Vegetation on private

properties was also valued because it increases the perception of green space and is seen to contribute to habitat.

- Community, business and the development industry would like **infrastructure planning and planning for housing to be integrated**.
- The development industry would like the **length of development approval processes to be reduced** in order to deliver additional housing more efficiently in the Redland.

In summary, the engagement revealed an opportunity for the Strategy to fulfill the housing aspirations of the Redland community by diversifying housing supply with consideration of important Redland values of lifestyle and environment, and with careful integration of planning for infrastructure.

The Strategy will consider this feedback and integrated these considerations into the development of recommendations for achieving greater housing diversity and supply which better meets the housing needs of all sectors of the community, where possible. It will do this by seeking to provide more opportunities for gentle density and growth by consolidation to occur within established neighbourhoods and suburbs, rather than promoting further urban sprawl and encroachment into areas of environmental importance that need to be protected. The need to provide for sufficient infrastructure to service new residential development is also acknowledged, by providing for integrated land use and infrastructure planning.

A range of short, medium and long term planning opportunities to facilitate the delivery of greater housing supply and diversity will be developed in response to both the feedback received from the engagement, as well as on the basis of the technical analysis undertaken in support of the Strategy. The development of a neighbourhood planning program would also allow the community further opportunity to influence the locally specific outcomes desired for specific neighbourhoods, by providing a finer grained level of planning.

The Strategy will reflect the feedback received from the stakeholder and community engagement conducted and develop an approach that seeks to improve housing supply and diversity through a range of short, medium and long term actions. It will do this by concentrating on the delivery of more diverse dwellings primarily in established suburbs and neighbourhoods (primarily across the Low, Low-medium and Medium density residential zones), whilst recognising that new greenfield development should also provide for greater housing diversity and a range of lot sizes.

Housing growth should not be at the expense of encroaching into important environmental areas that are to be protected and must ensure that the planning for housing is integrated with the delivery of necessary infrastructure required to support growth.

6 Summary of Analysis

The recommended considerations made throughout the Background Report to support the Strategy, are founded on both the analysis undertaken, as well as the feedback received during the Round One consultation conducted. The analysis confirms the need to increase housing diversity and supply within the city, which is to be achieved through a range of measures. The Strategy recognises the need to:

1. Prioritise efficient land use patterns, whereby new housing is well located in close proximity to existing or planned services and infrastructure, including public transport and employment opportunities;
2. Provide for additional housing supply:
    - in areas that are likely to be taken up by households;
    - recognising that housing types and their location must be financially feasible to be delivered to market;
    - by promoting higher densities and more housing in areas with good accessibility to existing and planned public transport;
    - encouraging future housing to be located in close proximity to employment opportunities where people can both live and work within their local community.
3. Deliver greater housing diversity, through the delivery of gentle density in low density and low-medium density residential areas, as well as more attached dwellings within medium density and high amenity areas, including within and around principal centres. This could include through:
    - Reducing minimum lot sizes within the Low density residential zone and Low-medium density residential zone, where certain criteria can be satisfied. The introduction of smaller lots within the City Plan could give rise to the need to develop a small lot code to have greater control over design outcomes on these allotments;
    - Providing for the development of townhouses and retirement facilities within the Low density residential zone (where for low rise development);
    - Providing for freehold titling of townhouses/terrace housing;
    - Review provisions for the Medium density residential zone, including the extent of its application, densities, building heights and minimum lot sizes and the levels of assessment for Dwelling houses;
    - Consider whether further areas can be designated for Low-medium density residential, including consideration of further precincts;
    - Develop design guidelines for the delivery of well designed gentle density housing typologies, suited to the various zones and site parameters in which they are located;
    - Investigate existing approved greenfield development areas for revised lot sizes, site coverage and conditions, including allowing local or neighbourhood centres to support increased housing densities;
    - Ensuring growth areas and greenfield development provides for a range of Low-medium density and Medium density residential zones, as a means of contributing to the development of more diverse housing options for Redland. This is particularly where new centre zones are created through master planning;
    - Council should undertake further investigations to determine the realistic capacity that SMBI has to accommodate additional housing (subject to the resolution of infrastructure and other constraints) and continue to restrict further subdivision of land in this zone in the interim;
    - Review the levels of assessment for existing housing typologies across the city, which can contribute to greater housing diversity and supply. This includes for those typologies that are appropriate to house an ageing population (e.g. Rooming accommodation, Residential care facility, Relocatable home park, Retirement facility)
    - Consider innovative housing typologies and an incentives policy for alternative living arrangements and amend City Plan to provide for tailored provisions to accommodate these housing typologies, such as:
        - Build to rent
        - Co-living/Shared living
        - Tiny homes
        - Group housing
        - Freehold micro lots and micro housing
        - Freehold small lot housing
        - Shop top housing

- Cluster housing
- Socially and financially sustainable model housing (Nightingale model)

4. Undertake a neighbourhood planning program to provide for more tailored and bespoke outcomes for the design and delivery of housing in local neighbourhoods which protects their unique character and attributes. This includes the review of existing master plans for the high amenity areas of Cleveland and Capalaba. Other areas to be prioritised in the first instance are as follows (based on background analysis undertaken):
    - Around high frequency public transport stations – Birkdale, Wellington Point, Ormiston and Thorneside
    - Victoria Point
    - Southern Thornlands
    - Alexandra Hills
    - Redland Bay
5. Implement the relevant parts of the proposed amendments to the Medium density residential zone code that is currently on hold, pending completion of the Strategy, as many of the proposed amendments are supported, in seeking to improve housing diversity within this zone.
6. Review and update LGIP to reflect anticipated changes in population growth that is aligned with the Strategy
7. Recognise the important contribution that secondary dwellings make to housing supply, diversity and affordability and ensure the continued provision of lot sizes that are large enough to accommodate these housing types throughout the city, where appropriate.
8. Review car parking requirements for residential land uses within residential and centre zones.
9. Support the provision of more social and affordable housing within the city, to be delivered through various legislative reforms, policies and programs, as well as recognising the importance of homelessness actions plans and policies to reduce homelessness.

There is a need to ensure that future dwelling supply is more diverse and does not rely primarily on the delivery of more detached housing. Instead, there should be a focus on the delivery of more diverse housing typologies, which will be facilitated through amendments to City Plan to remove barriers to their development (e.g. reducing minimum lot sizes, reviewing levels of assessment for gentle density housing types and their appropriate inclusion within certain zones, encouraging alternative housing typologies through an incentives program etc).

Any further greenfield development delivered should provide for a range of housing types on a range of lot sizes, and ensure that a more diverse mix of zones are provided as part of any master planned development. Council should allow maximum flexibility to enable the industry to deliver the types of housing products that the community needs and wants, provided that housing is well designed and located, in areas that are not constrained and are capable of being serviced with the necessary infrastructure.

As a consequence of the analysis undertaken and summarised within this Background Report, the Strategy will develop a range of actions to facilitate the delivery of greater housing supply and diversity for Redland.