19.3 SOUTHERN THORNLANDS POTENTIAL FUTURE GROWTH AREA

Objective Reference:

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

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

Report Author: **Dean Butcher, Strategic Planner**

Attachments:

1. **Planning History Fact Sheet**
2. **Southern Thornlands Potential Future Growth Area Planning Report and Appendices - Confidential**
3. **Overview of the Southern Thornlands Potential Future Growth Area Planning Report, Thornlands Integrated Employment Area Employment and Enterprise Needs Assessment and Draft CDM Smith Economic Feasibility Assessment - Confidential**
4. **Southern Thornlands Potential Future Growth Area Potential Future Land Use Options - Confidential**
5. **Options for amending the Redland City Plan and South East Queensland Regional Plan (ShapingSEQ) - Confidential**
6. **Cover Letter and Ministerial Direction Notice (23 July 2020)**

The Council is satisfied that, pursuant to Section 275(1) of the *Local Government Regulation 2012*, the information to be received, discussed or considered in relation to this agenda item is:

(h) other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage.

PURPOSE

To finalise investigations of the Southern Thornlands Potential Future Growth Area (STPFGA) and recommend a preferred future land use intent for the area and to identify any required changes to City Plan and the South East Queensland Regional Plan to achieve the preferred future land use intent for the STPFGA.

BACKGROUND

An overview of recent project developments is outlined below:

- Council wrote to the Treasurer and Minister for Infrastructure and Planning (the Planning Minister) on 25 February 2020 confirming that at its General Meeting on 12 February 2020, Council adopted the 2019-20 Annual Budget Review and allocated funds to undertake further investigations of the STPFGA. The letter also advised that technical investigations into the suitability of the STPFGA for urban use had commenced and were expected to be completed by the end of the 2019-20 financial year.
- On 23 June 2020 the Planning Minister wrote to Council advising that he was considering exercising his powers under section 26 of the *Planning Act 2016* to require Council to take actions as set out in an enclosed draft Ministerial Direction Notice. The draft Ministerial Direction Notice required Council to:

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- *Complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled ShapingSEQ dated August 2017, at paragraph 14 on page 114, by 14 August 2020.*
- *Provide a written report to me with respect to the investigation (the investigation report), by 30 August 2020.*
- *The investigation report is to be accompanied by a statement from the council that identifies whether the council considers any amendments should be made to the Redland City Plan 2018 as a result of the investigation, and the reasons for the council's position on this*.

- Council provided a written response to the Minister's letter on 29 June 2020.
- On 23 July 2020 the Planning Minister wrote a further letter to Council advising that he had deemed it necessary to exercise his powers under section 26 of the *Planning Act 2016* to require Council to take the actions as set out in an enclosed Ministerial Direction Notice.
- The Ministerial Direction Notice directs Council, in accordance with section 26 of the *Planning Act 2016* to:
  - *Write to landowners in the Southern Thornlands area (the relevant landowners), shown in Figure 1 of the Project Plan dated September 2019 and included with the letter to me dated 23 October 2019, by 29 July 2020 informing them of your investigation, enclosing the Project Plan and asking for views by 14 August 2020 and inviting them to a landowner forum about the investigation.*
  - *Between 31 July 2020 and 11 August 2020 hold a forum with landowners, in a manner that is consistent with the Queensland Government's COVID-19 restrictions in effect at the time, providing an update of the investigations completed to date and· granting participants an opportunity to ask questions at the forum.*
  - *Complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled ShapingSEQ dated August 2017, at paragraph 14 on page 114, by 16 September 2020.*
  - *Provide a written report to me with respect to the investigation (the investigation report), by 25 September 2020.*
  - *The investigation report is to be accompanied by a statement from the council that identifies how the council has responded to landowner views, whether the council considers any amendments should be made to the Redland City Plan 2018 as a result of the investigation, and the reasons for the council's position on this.*
- Council responded to the Planning Minister's Ministerial Direction Notice by letter dated 29 July 2020. The letter confirmed that a confidential Council report will be presented to the General Meeting on 5 August 2020 to determine Council's position on the release of the Project Plan.
- At the General Meeting on 5 August 2020, Council resolved as follows:
  - *To confirm that a further report will be tabled at a General Meeting of Council on or prior to 16 September 2020, which considers the outcomes of the planning investigations of the STPFGA.*

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- *To submit a written report confirming whether any amendments are proposed to be made to City Plan as a result of the planning investigations of the STPFGA to the Planning Minister on or prior to 25 September 2020.*

- Since the 5 August 2020 General Meeting, Council has established a project web page for the STPFGA on its YourSay site. In addition, a number of briefing sessions have been undertaken with Councillors to progress the finalisation of STPFGA investigations.

ISSUES

Issues are discussed in this section as well as the relevant attachments. A high level overview of the report attachments is provided below.

Attachment 1: Southern Thornlands Planning History – Provides an overview of planning history from 2004 onwards.

Attachment 2: STPFGA Planning Report & Appendices (Mapping) – The STPFGA Planning Report provides a desktop evaluation of planning opportunities and constraints that exist within the study area. With input from Redland Waste and Water, it also examines the ability to service the STPFGA with trunk water and waste infrastructure, including identification of preliminary costs.

Attachment 3: Overview of the STPFGA Planning Report, Thornlands Integrated Employment Area (TIEA) Employment and Enterprise Needs Assessment and Draft CDM Smith Economic Feasibility Assessment – Provides a summary of key findings and identifies a need for further investigations to be undertaken to confirm the quantum of land required for industrial purposes in the city to 2041.

Attachment 4: STPFGA Potential Future Land Use Options – Discusses the potential future land use mix that may be accommodated in the STPFGA.

Attachment 5: Options for amending City Plan and South East Queensland Regional Plan (*ShapingSEQ*) – Outlines Council's options with regard to reflecting its preferred future land use intent for the STPFGA within City Plan and South East Queensland Regional Plan.

Attachment 6: Cover Letter and Ministerial Direction Notice (23 July 2020) – Correspondence and Ministerial Direction notice provided by the Planning Minister.

In addition to finalising investigations of the STPFGA, Council must also consider whether it has a sufficient supply of industrial land in the city to meet the minimum supply benchmarks sought by *ShapingSEQ* to 2041.

In the State Government's most recent Land Supply and Development Monitoring Report from 2019, compiled as part of its Growth Management Program, it was found that the capacity and realistic availability of planned industrial employment supply in Redland City is less than the minimum 15 years of supply sought by *ShapingSEQ*. The report notes the STPFGA is being investigated for future employment purposes.

Although addressing this shortfall is not an action that the Ministerial Direction requires Council to complete in the short term, it is considered appropriate in responding to the Planning Minister to also outline how Council intends to address any potential shortfalls of industrial land supply to 2041. A preliminary review of the industrial employment forecasts and industrial land requirements has identified the need for a more detailed review to confirm the industrial land shortfall.

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COVID-19 Pandemic and the future economic outlook

The COVID-19 pandemic has, and is expected to continue to have, a substantial negative impact on economic activity in Redland City and the broader economy.

Recently, Profile ID[1] published a new COVID-19 Economic Outlook Tool to highlight economic and industrial impacts at the local government area level. For Redland City, the following headline figures are worth noting:

- Gross Regional Product is forecast to fall by -11.0% in the June Quarter 2020.
- Local Jobs are forecast to fall by -7.7% in the June Quarter 2020. This equates to a fall of 3755 local jobs.
- If JobKeeper recipient impacts are included, the employment fall is estimated at 12.8% (6257 jobs).

Based on the limited data at hand, it is reasonable to expect that at least in the short term, economic contraction is likely to continue until successful COVID-19 treatments are developed and implemented.

More importantly, it must be acknowledged that COVID-19 may have longer term impacts on economic growth and job creation in the city that this may reduce future demand for employment generating land.

The impact of the COVID-19 pandemic needs to be considered as part of the detailed review of the industrial employment projections.

Community consultation activities

Regardless of whether or not Council decides to make an amendment to City Plan, community consultation activities will be required to inform landowners within the STPFGA and members of the broader community about the findings of the investigations undertaken and Council's decision.

If Council resolves to make a major amendment to City Plan (Scenario 1), the process provided for in the Minister's Guidelines and Rules (MGR) stipulates that public consultation activities must be undertaken for a minimum period of 20 days. The process allows for any individual to make a submission on the proposed amendment and for those matters (where based on relevant on planning grounds), to be considered and addressed by Council in a public submission report.

If Council makes a decision not to make an amendment to City Plan (Scenario 2), community consultation should still be undertaken to ensure the community is aware of the process that was followed and the reasons for Council's decision.

For the purpose of this report, it has been assumed that community consultation activities would be undertaken:

- For Scenario 1: following the State Interest Review period of the future major amendment package, which will be presented to Council for adoption as part of a future report to Council.
- For Scenario 2: following Council's decision not to undertake a major amendment to City Plan.

Regardless of the option Council decides to pursue, a communication plan will be prepared to outline communication goals, the target audience, timeframes and milestones, and channels to be

[1] See: http://economy.id.com.au/redland/covid19

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utilised. The communication plan will be presented back to Council for adoption as part of a future report.

Collaboration with the State Government

In order to stimulate future development in the STPFGA, it is proposed that Council write to the State Government seeking to establish a formal partnership. The partnership would focus on facilitating economic recovery in a post COVID-19 environment and potentially serve as a model for cross-governmental collaboration and the delivery of employment generating land in SEQ.

STRATEGIC IMPLICATIONS

Legislative Requirements

A Ministerial Direction notice has been issued by the Planning Minister under section 26 of the *Planning Act 2016* on 23 July 2020, as outlined in the background section of this report.

Any future amendment to the planning scheme will be prepared in accordance with the *Planning Act 2016* and MGR.

Risk Management

The risks involved have been discussed, where relevant, in the issues section and attachments. It should also be noted that if Council does not comply with the Ministerial Direction issued by the Planning Minister (the Minister) on 23 July 2020, that under section 26 (7) of the *Planning Act 2016,* the Minister may take the action stated in the Ministerial Direction and recover any expense the Minister reasonably incurs in taking the action from the local government as a debt.

If a major amendment to the City Plan is required in the future, mandatory public consultation requirements (as per the MGR) will ensure the community is given the opportunity to provide feedback on any proposed changes.

Financial

Development and implementation of a communication plan is funded in the 2020-21 Financial Year budget.

Funding to undertake a more detailed review of the industrial employment projections and industrial land requirements, which will need to be scoped, will be requested as part of a future budget submission. This detailed review will need to be completed in order to feed into the next review of the SEQ Regional Plan.

Additional funding may also be required for further investigations that would involve confirming the need for and specific land use intents of land within the STPFGA.

People

Resourcing required to facilitate the potential options will be primarily drawn from the Strategic Planning Unit of the City Planning and Assessment Group.

Environmental

Environmental matters have been discussed, where relevant.

Social

Social matters have been discussed, where relevant.

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Human Rights

There are no known human rights issues associated with this report.

Alignment with Council's Policy and Plans

The officer recommendation aligns with the Wise Planning and Design goals contained in Council's Corporate Plan 2018-2023 and the Redlands Community Plan 2030. This includes undertaking land use planning to manage population growth and collaborating regionally on growth management, including land use, transport and infrastructure planning, costing and delivery.

CONSULTATION

Consulted	Date	Comment
Councillors	21 July 2019 12 August 2020 19 August 2020 7 September 2020	Councillor briefings held.
Economic Development Team	March – June 2020	Involved in the preparation of the Economic Feasibility Assessment (EFA) project brief, reviewing the EFA report and verbal discussions with the economic consultant.
Civic and Open Space Asset Management	March – June 2020	Involved in the preparation of the EFA project brief and reviewing the EFA report.
Redland Water	May – June 2020	Performed an infrastructure capacity assessment and identified preliminary costings for servicing parts of the STPFGA with trunk water and sewer infrastructure.

OPTIONS

Option One

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm its intention to undertake a Major Amendment to City Plan to reflect:
    a) the preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 1.
    b) the preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.
3. To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:
    a) a written report outlining the outcomes of the investigation of the STPFGA.
    b) a statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.

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5. To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.
6. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
7. To note that a communication plan will be developed.
8. To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.

Option Two

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm its intention to undertake a Major Amendment to City Plan to reflect:
    a) the preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 2.
    b) the preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.
3. To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:
    a) a written report outlining the outcomes of the investigation of the STPFGA.
    b) a statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.
5. To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.
6. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
7. To note that a communication plan will be developed.
8. To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.

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Option Three

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm that it does not intend to undertake a Major Amendment to City Plan to reflect the preferred future land use intent of the Southern Thornlands Potential Future Growth Area (STPFGA).
3. To request for the State Government to consider amending *ShapingSEQ* by removing the Potential Future Growth Area designation and commentary in the sub-regional outcomes, as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister, in accordance with the Ministerial Direction received on 23 July 2020, a written report outlining the outcomes of the investigation of the Southern Thornlands Potential Future Growth Area.
5. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
6. To note that a communication plan will be developed.
7. To make this report and attachments publicly available and commence public consultation activities in the short term to inform the community of the planning investigations and reasons for Council's decision not to amend the Redland City Plan.

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OFFICER'S RECOMMENDATION

That Council resolves as follows:

1. **To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.**
2. **To confirm its intention to undertake a Major Amendment to City Plan to reflect:**
    a) **the preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 1.**
    b) **the preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.**
3. **To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.**
4. **To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:**
    a) **a written report outlining the outcomes of the investigation of the STPFGA.**
    b) **a statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.**
5. **To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.**
6. **To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.**
7. **To note that a communication plan will be developed.**
8. **To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.**

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