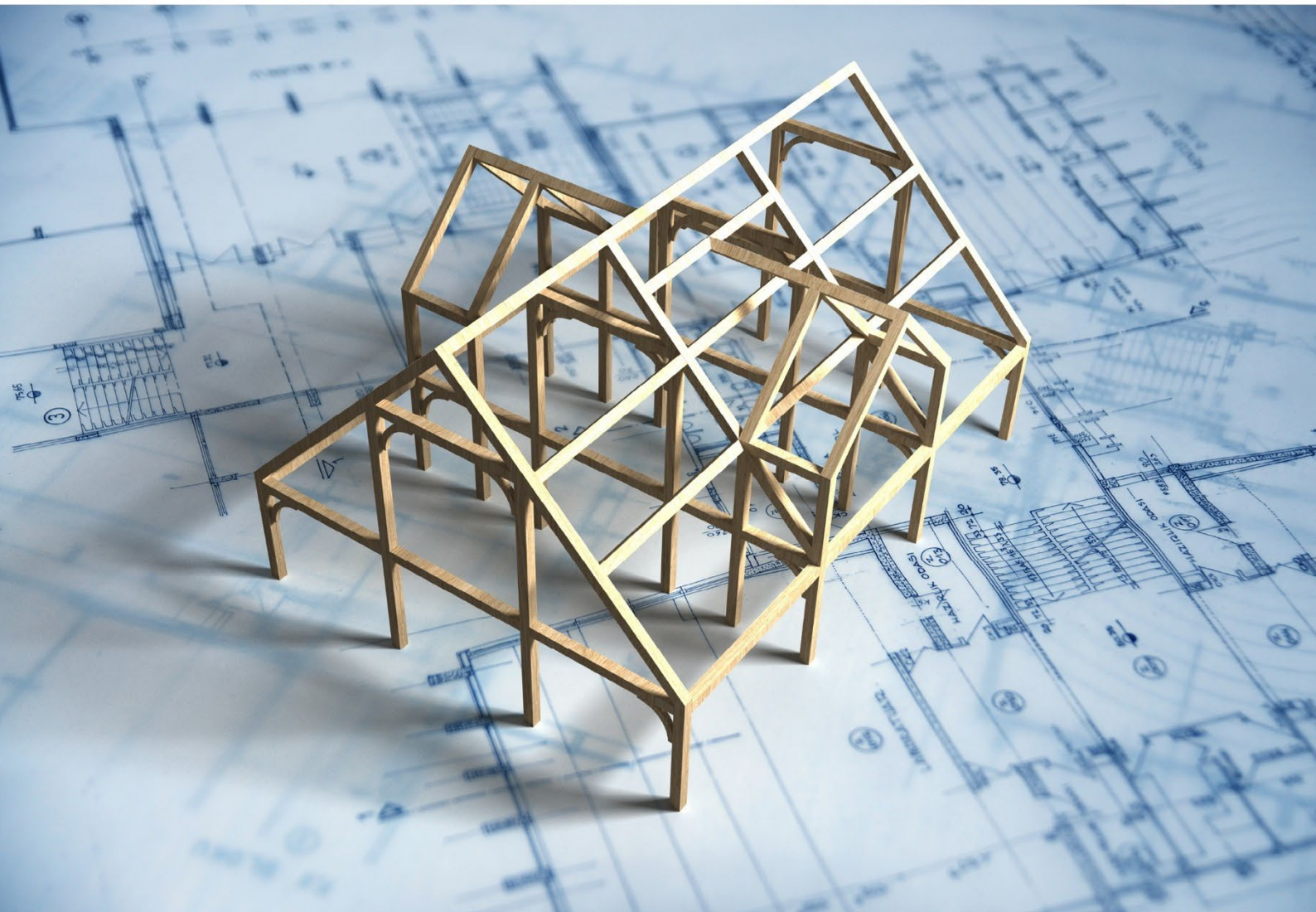




# National Planning Reform Blueprint

Queensland March 2024

progress report



## **National Planning Reform Blueprint: Queensland Progress Report March 2024**

© State of Queensland (Department of Housing, Local Government, Planning and Public Works) 2024.

Published by the Queensland Government, Department of Housing, Local Government, Planning and Public Works, 1 William Street, Brisbane Qld 4000, Australia.

### **Licence**



Licence: This work is licensed under the Creative Commons CC BY 4.0 Australia Licence. In essence, you are free to copy, communicate and adapt this work, as long as you attribute the work to the State of Queensland (Department of Housing, Local Government, Planning and Public Works) 2024. You must keep intact any and all copyright notices in the works as indicated by the symbol ©.

To view a copy of this licence, visit <http://creativecommons.org/licenses/by/4.0/>

### **Attribution**

Content from this work should be attributed as: The State of Queensland, Department of Housing, Local Government, Planning and Public Works, 2024.

### **Interpreter**



The Queensland Government is committed to providing accessible services to Queenslanders from all culturally and linguistically diverse backgrounds. If you have difficulty in understanding this document, you can contact us on 13 QGOV (13 74 68) and we will arrange an interpreter to communicate the report to you.  
[www.qld.gov.au/languages](http://www.qld.gov.au/languages)

# Contents

<b>Contents</b> .....	<b>iv</b>
<b>Measure 2: Strategic plans and housing supply targets</b> .....	<b>1</b>
State strategic plans .....	1
Regional strategic plans.....	1
Local strategic plans .....	4
<b>Measure 3: Zoning, planning, land release and other reforms</b> .....	<b>6</b>
Summary of planning reforms.....	6
Summary of zoning reforms .....	9
Land release reforms.....	10
Summary of density and other reforms .....	11
<b>Measure 4: Development ready land</b> .....	<b>13</b>
Key findings from a development ready land stocktake .....	13
<b>Measure 5: Promoting dense, diverse housing</b> .....	<b>14</b>
Zoning, planning and other amendments to support dense, well located housing .....	14
Reforms to non-planning barriers preventing a diversity of housing .....	15
<b>Measure 6: Accelerated development and approval pathways</b> .....	<b>17</b>
Reforms to development approval pathways.....	17
Existing development approvals which have not been acted upon, and barriers to delivering approved housing.....	18
Reforms to social and affordable housing approval pathways .....	19
Barriers to the timely issuing of development approvals, and reforms to address them .....	19
Initiatives to share planning data and improve visibility of factors affecting housing delivery.....	20
Planning and inclusionary zoning reforms to support permanent affordable, social and other specialist housing in developments .....	20
<b>Measure 10: Government land</b> .....	<b>22</b>
Well located government land suitable for housing.....	22
Best practice examples of developing government land .....	23

## Measure 2

Planning Ministers will report to National Cabinet on state, regional and local strategic plans before 1 March 2024 that reflect their jurisdiction's share of housing supply targets agreed by National Cabinet and links with infrastructure pipelines.

### State strategic plans

On 6 February 2024, the Queensland Government released its new housing plan, [Homes for Queenslanders](#). The plan sets a target of 1 million new homes, including 53,500 new social homes, by 2046, with implementation initiatives to support reaching these targets in support to both the Housing Accord and the Reform Blueprint. Implementation initiatives intended to support Queensland to meet its housing target are discussed under the relevant blueprint measures.

### Regional strategic plans

Queensland sets housing supply targets through statutory regional plans under the *Planning Act 2016* (Planning Act). This is because regional plans recognise diversity and identify place-based matters that are important and specific to each Queensland region. They support growth and development in the region, while protecting state interests such as natural resources and the environment. Not all regional plans have housing supply targets as this is dependent on population growth in these areas.

The Queensland Government has committed to reviewing regional plans that are older than five years. This includes a review of ten regional plans, comprising elements that can be tailored to respond to region-specific challenges and opportunities. For many of these regions, this includes housing supply and affordability challenges. When undertaking these reviews, the Queensland Government works with local government, First Nations peoples, the community and key industry/sector groups to ensure a balance of interests are considered.

### ShapingSEQ 2023

The review of ShapingSEQ 2017 and the development of a new SEQ infrastructure plan (SEQIP) to manage regional growth and service provision in SEQ were key outcomes of the Queensland Housing Summit, held in October 2022. [ShapingSEQ 2023](#) was released Friday 15 December 2023.

ShapingSEQ is the Queensland Government's plan to guide the future of the South SEQ region, encompassing 12 local government areas (LGAs) of Brisbane, Gold Coast, Ipswich, Lockyer Valley, Logan, Moreton Bay, Noosa, Redland, Scenic Rim, Somerset, Sunshine Coast and Toowoomba (urban extent).

ShapingSEQ allocates all land in SEQ into one of three regional land use categories: Regional Landscape and Rural Production Area, Urban Footprint, and Rural Living Area. In doing so, it provides a framework for delivering efficient urban and rural residential growth, a more compact urban form, clustering economic uses and the protection and sustainable use of SEQ's natural assets, landscape and productive rural areas.

A key focus of ShapingSEQ 2023, including through new dwelling supply targets, is enabling well-located housing and housing diversity, which is critical to Queensland achieving the outcomes sought by National Cabinet and the National Housing Accord.

ShapingSEQ 2023 continues the policy of efficient use of land for urban purposes and sets a strategy articulating compact form by maximising capacity in the Urban Footprint through consolidation as a priority over expansion, moving from a 60/40 to a 70/30 consolidation to expansion ratio.

### **Dwelling supply targets and dwelling diversity sub-targets**

ShapingSEQ 2023 contains dwelling supply targets allocated to each LGA. These targets are underpinned by a detailed modelling process, known as the Model for Urban Land Use and Transport Interaction, which:

- identifies housing demand, location choice, feasibility, infrastructure servicing and interactions with available housing supply in local government planning schemes.
- informs the suitability, sizing, rate of growth and potential future growth requirements for the Urban Footprint and dwelling supply targets and diversity sub-targets.

The dwelling supply targets are presented at both 2031 and 2046 intervals in ShapingSEQ 2023 to ensure a balanced and sustainable approach to meeting medium and long-term demand (See Figure 1 below). These intervals act as a guide for timely adaptations in response to evolving housing needs and changing housing preferences.

ShapingSEQ 2023 links performance monitoring and reporting with clear processes and pathways for escalation and decision making that are aligned with a governance framework. Dwelling supply targets are monitored by the Growth Monitoring Program (GMP) with progress published annually in its [Land Supply and Development Monitoring \(LSDM\) Report](#). The LSDM Report makes recommendations on planning policy and infrastructure actions to support adequate land and dwelling supply and preferred growth patterns across SEQ.

For the first time, dwelling diversity sub-targets have also been introduced in ShapingSEQ 2023 to achieve greater diversity in housing typologies and composition across the region and are provided for each LGA to 2046. These sub-targets shift the dial away from the current trend of building detached housing towards building attached homes – pushing for much more critical supply in underutilised areas (known as gentle density).

See **Figure 1** below for SEQ's current and projected dwelling targets, including at local government level.

**Figure 1: Dwelling supply targets to 2031 and 2046**

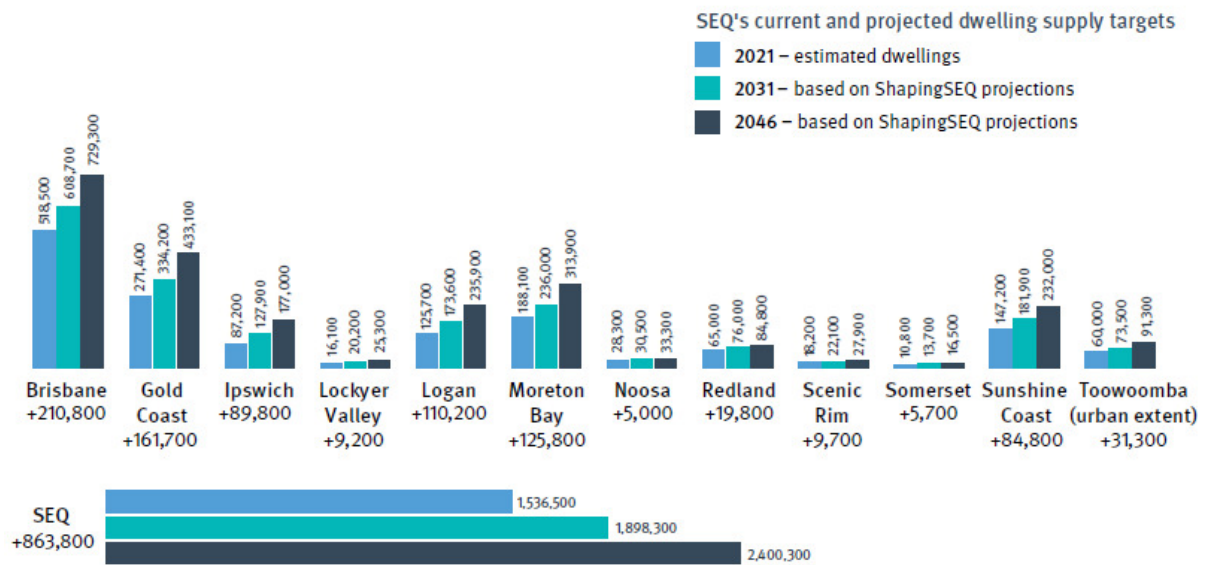


Figure 2 – Dwelling supply targets to 2031 and 2046

Source: Queensland Government, 2023. South East Queensland Regional Plan (ShapingSEQ)

ShapingSEQ 2023 also establishes a social housing and affordable housing sub-target to 2046.

### SEQ Infrastructure Supplement (SEQIS)

The [2022 State Infrastructure Strategy](#) supports the introduction of Regional Infrastructure Plans, recognising the significant role infrastructure plays in catalysing regional economic recovery, growth and liveability. The Queensland Government has fast-tracked the delivery of a targeted SEQIP, known as the [SEQIS](#), that responds directly to ShapingSEQ 2023 and ensures new homes will be well located and that people can live more affordably in their homes with greater proximity to their daily needs.

### Wide Bay Burnett Regional Plan (2023)

The [Wide Bay Burnett Regional Plan \(2023\)](#) (WBBRP) commenced on Friday 15 December 2023.

The WBBRP was prepared in partnership with local governments, local industries and the broader community and is the Queensland Government's plan to guide the future of this region. This region includes the LGAs of Bundaberg Regional Council; Cherbourg Aboriginal Shire Council; Fraser Coast Regional Council; Gympie Regional Council; North Burnett Regional Council; and South Burnett Regional Council.

The Wide Bay Burnett region is currently home to more than 300,000 people and the population is expected to grow by an additional 48,500 people by 2046.

The WBBRP recognises the need for increased housing supply, diversity and affordability in the region, and highlights the misalignment between housing supply and housing need having an impact on housing stock availability. It includes policy actions which seek to prepare settlements for growth and consolidation, and to provide a more diverse housing choice for current and future residents.

The WBBRP is supported by the [Wide Bay Burnett Infrastructure Supplement 2023](#) (WBBIS). The WBBIS will inform the strategic planning of all levels of government, business and industry to support a more coordinated approach to sequencing and prioritising infrastructure planning and investment.

## Far North Queensland (FNQ) Regional Plan review project

The FNQ Regional Plan review project commenced in January 2023, with a draft plan expected in 2024. The project will include regional directions for appropriate housing supply, underpinned by an evidence base (i.e. regional housing needs) and stakeholder feedback noting the need to balance risk of natural disasters and various climate change adaptation matters in the region. Close and regular collaboration has occurred with all local governments in the region, as well as industry and community groups, and will continue throughout the life of the project.

## Local strategic plans

When preparing and amending their planning schemes, the 77 local governments in Queensland are required to consider and balance state interests set out in the [State Planning Policy](#) and [regional plans](#) and undertake consultation with their communities. The State Interest – housing supply and diversity, policy 3 requires planning schemes to achieve a diverse, affordable and comprehensive range of housing in accessible and well-serviced locations.

As part of this process local governments are encouraged to undertake a housing strategy that identifies and undertakes an in-depth analysis of the local growth pressures and existing and future housing needs in the LGA and be founded on a clear evidence base. The completion of a housing strategy will provide a finer grain detail about the likely housing need, including the required quantities of different dwelling types, sizes, tenures and affordability levels to best cater to the projected resident demographics and socio-economic characteristics in the LGA over the life of the housing strategy.

Prior to the implementation of a new planning scheme, or planning scheme amendment, a state interest check will ensure that an approved planning scheme appropriately caters for projected housing demand.

Under [Homes for Queenslanders](#), the Queensland Government is providing \$12.5 million of targeted, needs based funding to facilitate strategic planning and updating of their planning schemes. This is to ensure that schemes are meeting the needs of residents, and to unlock homes in the right locations.

## Redland Housing Strategy

The Queensland Government has developed the [draft Redland Housing Strategy](#) for Redland City Council, which identifies a set of actions to help improve housing supply, diversity and affordability to ready Redland's response to regional growth demands.

Following engagement in 2023, the Queensland Government is now considering feedback from community, council and industry to refine the final Strategy document for adoption. This will enable Redlands to respond to their dwelling supply targets under ShapingSEQ 2023 and to align growth with existing infrastructure and services where possible. The final strategy is expected to be released in early to mid 2024.

## Priority Development Areas (PDAs)

PDAs provide fit for purpose planning instruments and a streamlined development assessment process, enabling the Queensland Government to respond to community needs and support economic growth. The vision and purpose are specific to each, however for a majority of the 35 declared PDAs in Queensland, housing delivery is a key focus. Social and affordable housing is also a requirement in many PDAs.

Existing PDAs including Caloundra South (20,000 dwellings), Yarrabilba (20,000 dwellings), Greater Flagstone (50,000 dwellings), Ripley Valley (50,000 dwellings), Bowen Hills, Northshore Hamilton, Southport, Parklands, Maroochydore City Centre, The Mill in Moreton Bay, and Yeronga Parklands continue to deliver residential dwellings and dwelling lots.

The Queensland Government will continue to report on achievement of housing targets identified in PDA Development Schemes and include targets in new PDAs.



## Measure 3

Planning Ministers will undertake planning, zoning, land release and other reforms, such as increasing density, to meet their jurisdiction share of housing supply targets agreed by National Cabinet.

### Summary of planning reforms

The Queensland Government released a comprehensive program of action to address housing pressures following the Queensland Housing Summit, held in October 2022. The Housing Delivery Board, which includes Ministers and Directors-General from across the Queensland Government, oversees implementation of the government actions set out in the [Housing Summit Outcomes Report](#), most of which are underway or delivered.

As part of the outcomes report, several changes have been made to the Planning Regulation 2017 (Planning Regulation), all of which will play a part in addressing housing affordability, diversity and supply challenges and will contribute to Queensland's ability to meet its housing targets. These reforms are outlined below, as well as further reforms underway.

#### 2022 Planning Regulation Amendments to support housing supply, diversity and affordability.

*Enacted*

From October to December 2022, the following amendments were made to the Planning Regulation:

- Allowing any person to live in a secondary dwelling.
- Enabling the infrastructure designation pathway to be used for social and affordable housing by a community housing provider or under a State funded program.
- Allowing small scale rooming accommodation (such as boarding houses) to not require development approval in lower-density residential areas where it meets certain requirements.
- Reducing the circumstances in which dwelling houses and rooming accommodation require a development approval by specifying planning overlays that can apply (overlays can result in development that would ordinarily be accepted, to require development approval).
- Clarifying the types of housing that can be expected in residential zones across the State by updating the zone purpose statements that must be used by local governments in their planning schemes.

The impact of these changes has contributed to new housing supply, diversity and/or affordability in the following ways:

- Homeowners can build and rent out a secondary dwelling, contributing to housing supply and diversity, and generate income, contributing to affordability.
- Allowing social and affordable housing projects to be assessed under the infrastructure designation pathway can provide greater certainty and may be shorter than a development approval process. This may encourage more social and affordable housing development or allow it to be on the ground quickly.
- Rooming accommodation that meets the requirements set out in the regulation won't require development approval, thereby reducing time and costs. The amendments aim to facilitate an increase in diverse housing supply in these areas, meeting the needs of different household types.
- Reducing the circumstances in which overlays can require development approval for dwelling houses and rooming accommodation can reduce cost and time thereby supporting affordability and diversity.
- Updates to residential zone purpose statements in residential zones clarifies that gentle density housing is supported in lower to medium density zones, thereby encouraging diversity.
- These updates also clarify the type of housing expected in medium and high-density residential zones. Local governments can require development approval for dwelling houses in these zones if they choose to do so. This will allow for a more efficient use of land in these areas by supporting medium to high density housing over single detached houses.

### **Secondary dwellings**

840 secondary dwellings have been registered with the Residential Tenancies Authority as of 29 February 2024. (*Note: not all rented secondary dwellings would have rental agreements*)

### **Social and affordable housing**

Two social and housing affordable housing projects have been approved under the infrastructure designation pathway, in June 2023 and August 2023 respectively. This is a total of 104 social and affordable units have been approved through the infrastructure designation pathway, 81 in Brisbane and 23 in Toowoomba.

A proposal for 32 affordable units in Warwick is currently under assessment.

Pre-lodgement meetings have also been held with proponents of 33 social and affordable housing proposals across the State.

Of these, nine have been endorsed to proceed through the Ministerial Infrastructure Designation (MID) pathway. These endorsed proposals are expected to provide around 913 new social and/or affordable homes across Queensland.

The Queensland Government is expecting a high volume of new proposals to be lodged once the current funding rounds through the Housing Investment Fund and Quickstarts Qld are decided.

## Housing Availability and Affordability (Planning and Other Legislation Amendment) Bill 2023

*Progressed*

The [Housing Availability and Affordability \(Planning and Other Legislation Amendment\) Bill 2023](#) (the Bill) was introduced to the Queensland Parliament 11 October 2023.

The Bill proposes new measures to cut barriers and get more affordable and diverse homes off the ground without delay, including:

- New powers for the Planning Minister to acquire land or create easements to deliver critical infrastructure needed to unlock development.
- A new assessment pathway for development that is a State priority, such as infill and affordable housing.

It is intended the proposed tools be used State-wide so that any community across Queensland, where there is a need, can benefit from the use of these tools to deliver more homes, faster.

The ability for the Planning Minister to acquire land or create easements, particularly where servicing multiple types of infrastructure is a barrier, will unlock land for development to deliver needed residential development.

The new State facilitated application process will support unlocking an increased supply of infill development (residential development that occurs within an existing urban area boundary on previously undeveloped land or via redevelopment), particularly diverse and affordable housing. It is also a 'first principles' planning assessment which means outdated zoning and planning provisions will not be a barrier to good ideas for quality growth on underutilised land.

In addition to encouraging infill development, this pathway also proposes that a percentage of the total residential gross floor area is to be provided for affordable housing. This ensures that the benefit of a more certain application process, also benefits the community through the provision of affordable housing product. The final criteria, including the percentage of affordable housing product for this pathway will align with the implementation of ShapingSEQ 2023.

The Bill was referred to the State Development and Regional Industries Parliamentary Committee for detailed consideration. The Committee tabled its report on 24 November 2023. The report provides five recommendations, including most importantly that the Bill be passed. The department will continue to work through the recommendations and is required to table a government response within three months.

It is anticipated the Bill is expected to be debated in early 2024, and if passed, enactment is anticipated in Q2 2024.

Supporting amendments are required to the Planning Regulation, the Minister's Guidelines and Rules and the Development Assessment Rules to give effect to the provisions in the Bill including those relating to State facilitated applications.

## Distinctly Queensland Design Series

*Progressed*

The Queensland Government is preparing a series of statewide design codes to enable standardisation of design and siting requirements for common housing styles that are distinctly Queensland and to enhance the efficiency of regulatory provisions to support gentle density.

It may include codes for detached and secondary dwellings, as well as gentle density housing like, for example, dual occupancies, triplexes, quadplexes, manor houses and low-rise apartments.

The design series is intended to remove barriers and unnecessary approval steps to provide greater certainty for gentle density development that complies with the codes. It is also intended to remove any unnecessary planning steps before building work applications.

The Design Series is intended to:

- simplify assessment processes and provide time and cost savings.
- provide certainty to industry to invest in and build gentle density.
- result in improved design outcomes that align with community expectations for various gentle density product within low to medium density neighbourhoods.
- improve housing supply, diversity and affordability within established and new residential areas.

The Distinctly Queensland Design Series is an implementation initiative under [Homes for Queenslanders](#) and Priority Action 11 of ShapingSEQ 2023.

## Summary of zoning reforms

### Regulation review

*Progressed.*

A broader review of how the Planning Regulation can be improved to support housing supply, diversity and affordability is underway. This work will investigate whether housing related definitions and residential zones are fit for purpose.

The review aims to ensure housing definitions facilitate the right type of housing, in the right places.

Any reforms would be aimed at unlocking diverse housing options at different price points being delivered in each residential zone. This will mean considering the planning regulations role in establishing the purpose and remit of each residential zone category and considering other potential enabling changes to regulation such as revised minimum lot sizes and providing the most efficient assessment pathway possible for the right type of quality development in underutilised areas.

## Land release reforms

### ShapingSEQ 2023 – Beerwah East SEQ Development Area

*Progressed*

A SEQ development area is a regulatory tool to assist with the sequencing of development.

SEQ development areas have been identified over areas of the Urban Footprint that require coordinated planning and delivery to cater for regionally significant residential and/or employment supply. SEQ development areas make sure the land use and infrastructure planning is integrated and that the new homes being unlocked are well located and mean people can also live affordably (not just access a point in time affordable product on the fringe which actually has a high cost of living).

The Queensland Government is leading the Beerwah East SEQ Development Area project to unlock important residential and industrial land supply.

The Queensland Government is working with Sunshine Coast Council and other key stakeholders to understand what needs to happen, when, and by who, to unlock land at Beerwah East to allow it to transition from State Forest to a new development front.

A major focus for Beerwah East will be facilitating housing choice and diversity and making provision for affordable housing.

The major land release reform will relate to the density of new greenfield growth areas to demonstrate to councils and the market that we need to do more with any urban land we choose to bring on. This means we are considering around 25 dwellings / hectare density rate which is a significant innovation and shifting the dial up from the larger lot development that has traditionally occurred in Queensland.

### Catalyst Infrastructure Funding

*Progressed.*

For several years the Queensland Government has administered a range of Catalyst Infrastructure programs, comprising low to no interest loans, and grant funding for allocation to major trunk infrastructure associated with the bring-forward of development in PDAs.

The current Catalyst Infrastructure Fund 2022 (CIF 2022) comprises \$170M of low interest funding, allocated to the Ripley Valley and Greater Flagstone PDAs. CIF2022 will accelerate delivery timing for a total of 59,000 lots across the Ripley Valley and Greater Flagstone PDAs.

The funding is being allocated with key developers and agencies in the PDAs through a co-investment model which supports unlocking land for housing in areas experiencing growth pressures.

Currently eight projects are in negotiation to be underpinned by infrastructure agreements (IAs). Two IAs have been executed, with a third to be executed shortly. It is expected that the remaining projects will be executed by end-June 2024.

Queensland Government agencies work together to develop an integrated approach to resolving key barriers to development, such as transport infrastructure.

## Caboolture West investigation

*Progressed*

The Caboolture area is one of the single largest growth areas in SEQ, with a projected future population of 70,000 people living in 30,000 dwellings and serviced by up to 17,000 jobs.

The area will account for a significant portion of the City of Moreton Bay's future housing supply, with the LGA predicted to accommodate around 300,000 additional residents by 2046 and requiring 125,000+ additional dwellings (as per the ShapingSEQ 2023 dwelling supply targets).

In March 2023, the Queensland Government delivered the [Caboolture West Interim Structure Plan](#) to facilitate the development of 600ha of land for up to 13,000 dwellings over the next 15 years.

The next stage of land use and infrastructure planning is now being investigated.

## Summary of density and other reforms

### Incentivise Infill Fund

*Announced.*

On 5 February 2024, the Queensland Government announced a \$350 million fund to incentivise infill development, as an implementation initiative under Homes for Queenslanders.

The fund will include targeted support, including infrastructure charges relief, for increased density that is done well in existing urban areas, with a focus on locations where there is greatest housing demand.

The Queensland Government will prioritise developments that can demonstrate their ability to come to market within a defined period, and developments that complement state policy priorities, such as those articulated in place-based statutory regional plans like ShapingSEQ, and other initiatives that provide multiple benefits.

### Infill Development Strategy

*Announced*

The Queensland Government will develop an Infill Development Strategy to incentivise medium scale, mixed tenure housing projects in growth areas across Queensland, as an implementation initiative under Homes for Queenslanders.

The Strategy will promote infill development and gentle density via land consolidation, planning and infrastructure.

### Growth Acceleration Fund

*Announced.*

Announced in June 2022, the Growth Acceleration Fund is a \$50 million fund to enable the delivery of infrastructure that is needed to unlock new residential lots.

In November 2023, approximately \$24 million was made available to three developers as low interest loans to help them deliver essential road, water, and sewer infrastructure projects to unlock new

residential land in much needed parts of SEQ. Together, these projects will facilitate a total of around 3700 new housing lots.

\$15 million had already been committed from this program to support a major service provider to deliver water and sewer in the new community of Caboolture West.

## Queensland Construction Workforce Fund

### *Announced*

The Queensland Government is investing more to train and secure a workforce to deliver more homes, faster. This fund will be guided by the Construction Workforce Roundtable, which partners with industry.

It is intended this will find initiatives to increase the number of apprentices and skilled workers, and address barriers to workforce participation.

The Queensland Construction Workforce Fund is an implementation initiative under Homes for Queenslanders.

## Body Corporate and Community Management and Other Legislation Amendment Act 2023

### *Progressed*

The *Body Corporate and Community Management and Other Legislation Amendment Act 2023* (the Amendment Act) was passed on 14 November 2023 and received Royal Assent on 22 November 2023.

The amendments establish a new process for the termination of community titles schemes where there are economic reasons. On commencement, the amendments will allow termination of a community titles scheme with the support of 75 percent of lot owners (rather than unanimous agreement) where the body corporate has agreed it is not economically viable for lot owners to continue to maintain or repair the scheme.

The amendments are expected to result in increased housing opportunities in the medium to longer term (noting that exact figures of increased housing is difficult to quantify at this stage).

Ageing schemes that are becoming rundown can present a safety issue for owners and occupiers. In this regard, it is also anticipated the amendments will contribute to community safety by ensuring that ageing schemes in need of demolition can be redeveloped in line with modern building and safety standards.

Amendments implementing reforms that relate to scheme termination will commence on a day to be fixed by proclamation, which is yet to be determined.

## Measure 4

Planning Ministers will identify well-located 'development ready' land before 1 March 2024, having appropriate regard to the protection of land with key attributes e.g. environmental or economic.

### Key findings from a development ready land stocktake<sup>1</sup>

#### Existing PDAs

The Queensland Government will continue to release appropriate 'development-ready' land within existing PDAs:

- Sunshine Coast Council – Caloundra South PDA, 2,323.5 hectares, 20,000 dwellings.
- Logan City Council – Greater Flagstone PDA, 7,188 hectares, 50,000 dwellings.
- Brisbane City Council – Yarrabilba, 2,222 hectares, 20,000 dwellings.

---

<sup>1</sup> For the purpose of this report it is assumed that development ready means land with infrastructure that is ready to sell and/or construct



## Measure 5

Planning Ministers will streamline approval pathways and prioritise planning control amendments to support diverse housing across a range of areas, including promoting medium and high-density housing in well-located areas close to existing public transport infrastructure connections, amenities and employment.

### Zoning, planning and other amendments to support dense, well located housing

Also see Measure 3 – Regulation review and Distinctly Queensland Design Series

#### 2022 Planning Regulation amendments

As described in Measure 3, in late 2022 the Planning Regulation was amended to clarify the types of housing that can be expected in residential zones across the State by updating the zone purpose statements that must be used by local governments in their planning schemes.

This included updating the zone purpose statements for the medium and high density residential zone to enable local government to require planning approval for dwelling houses in these zones.

The purpose of the high density residential zone is to mainly provide for high density multiple dwellings. The purpose of the medium density residential zone is to mainly provide for medium density multiple dwellings. While low density housing types may still be developed in the high density residential zone and medium density residential zone, these uses are not preferred in these zones.

This amendment will contribute to achieving Queensland housing supply targets by:

- Allowing a more efficient use of land.
- Encouraging the right housing in medium and high density residential zones.

#### Kurilpa Temporary Local Planning Instrument (TLPI)

On 9 October 2023, the Kurilpa Sustainable Growth Precinct TLPI No. 2 of 2023 (TLPI 02/2023) was made by the Planning Minister under section 27 of the Planning Act. The TLPI is a statutory planning instrument that allows the Minister to suspend or otherwise affect the operation of the Brisbane City Council's local planning scheme. This has the purpose of increasing housing supply, affordability and diversity in the Kurilpa sustainable growth precinct plan area within the South Brisbane riverside neighbourhood plan area.

The TLPI is intended to reduce the level of assessment for high density housing, subject to housing affordability, diversity and sustainable design provisions.

The TLPI:

- introduced a new Kurilpa sustainable growth precinct plan code for assessing a material change of use, reconfiguring a lot, operational work and building work.
- introduced the new 'higher density residential building' term which reflects residential development with building heights greater than the previous maximum height in the local planning scheme.
- altered the level of assessment for higher density residential buildings where compliant with provisions for housing affordability, diversity and sustainable design (from impact to code assessment).

TLPI 02/2023 provides an opportunity for increased housing supply, including diverse and affordable housing outcomes, to meet an immediate housing need in the Kurilpa sustainable growth precinct that is well suited to accommodate an increase in housing supply in the form of higher density residential buildings.

The TLPI achieves this through a new Kurilpa sustainable growth precinct plan code that allows increased building heights, reduces development responsibilities for car parking requirements, and introduces additional development responsibilities, including for affordable and diverse housing outcomes.

It is estimated that the increase in heights through the TLPI can accommodate an additional 10,000 dwellings in a well-located and well serviced area.

Affordable and diverse housing provisions include a benchmark of 20 per cent affordable housing or a combination of at least three types of dwelling configurations in multiple dwellings which sets a clear benchmark for development and the expectation that affordable and diverse housing is a priority in the TLPI area.

## Reforms to non-planning barriers preventing a diversity of housing

### Modern Methods of Construction (MMC) Program

QBuild's [MMC program](#) builds more and better-quality homes in less time to support government housing needs in regional and remote areas of Queensland.

MMC uses innovation construction techniques developed in partnership with Office of the Queensland Government Architect and industry suppliers. In 2022, in response to Queensland's housing crisis, Queensland established a production facility at Eagle Farm in Brisbane to rebuild QBuild and start the MMC program.

MMC streamlines the design and delivery of modular housing products to support fast-tracked residential solutions by:

- carrying out due diligence and site preparations while a home is manufactured.
- faster construction times through high-volume repeat manufacturing and fewer disruptions caused by weather events.
- creating a sustainable forward pipeline to ease housing pressures in regional Queensland.
- building modern 1, 2, 3 and 4 bedroom homes in partnership with industry within controlled factory environments.
- significantly reduced waste, reduced downtime due to injuries and a more stable workforce, resulting in lower operational on-costs.
- upskilling QBuild tradies to ensure a highly skilled workforce is available to deliver a significant pipeline of work in the lead-up to Brisbane 2032.

The program is expected to manufacture, deliver and have more than 150 modern homes ready to be tenanted by mid-2024.

## Priority Development Areas

Economic Development Queensland (EDQ) continues to look for ways to fund infrastructure barriers to unlock a diverse range of housing in well-located locations through various funding streams where available to target and support affordability of housing supply (e.g. Growth Area Compact \$100M Grant Funding to support a more coordinated approach to enabling infrastructure to unlock land supply and support the delivery of affordable housing in Waraba (Caboolture West)).

PDAs deliver a range of housing types and look to plan and fund infrastructure with affordability and funding support as a key aim.

## Short term rental accommodation (STRA) review and registration scheme

Under Homes for Queenslanders, the Queensland Government has committed to undertake a detailed analysis and consultation to introduce a registration scheme for short term rental properties. This will enable continued monitoring of their impact on the broader supply of long-term rentals and if any further interventions are required. Councils are able to make short-term rental policies that fit the needs of their communities.

Note that an independent [University of Queensland review](#) was undertaken which found that short-term rentals have a limited impact on rental affordability in many cases and that dwelling stocks were a significant contributor to explaining rental price increases. STRA is reported to be more prevalent in coastal and coastal adjacent towns and that is why the government is introducing a registration scheme and supporting local governments in localised responses to STRA issues at this stage.

The registration scheme responds to a key recommendation of the review to implement a centralised registration system and a code of conduct to support local governments to monitor short-term rental activity and provide valuable insight into the long-term housing market.

## Measure 6

Planning Ministers will create accelerated development pathways and streamline approval processes for eligible development types, particularly in well-located areas, including to support the rapid delivery of social and affordable housing.

### Reforms to development approval pathways

#### Housing Availability and Affordability (Planning and Other Legislation Amendment) Bill 2023

As described in Measure 3, the Bill proposes new measures to cut barriers and get more affordable and diverse homes off the ground without delay, including the reform to introduce the new State facilitated application process as an alternate approval pathway.

Queensland is anticipated to experience significant growth over the next 20 years. The Bill proposes changes to the Queensland planning framework to make sure it can support the right development, in the right place, in a timely manner.

The State facilitated application process is an alternate process where the State, as the decision maker, will be able to quickly approve large residential developments that face complex state interests or outdated policy settings.

These measures aim to prioritise the delivery of diverse housing across a range of areas, including the delivery of infill and affordable housing.

#### State Facilitated Development Team

On 6 February 2024, the Queensland Government announced a new state facilitated development team as an initiative under Homes for Queenslanders.

The role of the new team is to streamline decisions and quickly resolve planning and infrastructure issues delaying new homes, including social and affordable homes.

The new team will use the proposed new state facilitated development application process and will also undertake an Inclusionary Planning Pilot Program in consultation with industry and the community to test various models and inform future policy.

## Existing development approvals which have not been acted upon, and barriers to delivering approved housing

In Queensland, the majority of development assessment is undertaken by local governments, of which there are 77 separate local governments. These local governments have responsibility for the assessment and consideration of development approvals against their individual planning schemes. Each hold information relevant to monitoring timeframes for assessment and issues of decisions, whether an approval or refusal, as well as the number of approvals granted and the conversion rate into development occurring.

The ability to report on these timeframes requires sufficient time to facilitate engagement and input with each of these local governments, time not available to support this first round of reporting. Key barriers to this reporting include:

- Differing IT systems across each local government, with varying degrees of either being a fully manual input process to fully automated.
- Concerns politically of benchmarking each local government against performance and speed.
- Differing levels of budget and resourcing across each local government in assessment and monitoring staff.

Queensland remains committed to investigating reforms to improve our monitoring capability however notes this type of reform requires significant investment of resources, funding and time to deliver across such a diverse state.

Known broader key barriers to delivering on existing development approvals are outlined below.

### Cost escalations

A key barrier to the delivery of approved housing is the impacts of infrastructure delivery cost escalation, which is a major risk to the rollout and scale of project delivery for CIF projects, and for the delivery of existing development approvals.

The Queensland Government is working closely with developers in the CIF program and across existing Development Charges and Offset Plans to fully understand cost implications through final design costs and are undertaking a financial sustainability assessment to guide appropriate solutions.

### State Infrastructure Delivery

Development uncertainty and constraints are being identified with State infrastructure provision to seek interim connection solutions, timeliness of development approvals due to the State Road constraints, and therefore the ability to complete the works required for land development to ease the housing crisis.

The Queensland Government is advancing an improved cross-agency coordination and facilitation process, and a focus on interim and staged solutions to alleviate development concerns and pressures.

## External factors

Other barriers which impact the delivery of approved housing which are outside the scope of the Queensland planning framework include:

- Market factors – particularly the financial viability of the delivery of multiple unit product, without additional state and/or local government facilitation.
- Impact of natural disasters.
- Cost, viability and timing of construction materials and delivering construction projects in regional and remote localities.
- Labour and skills shortages.
- ‘Housing/construction financing’ including strategies supporting industry capability and capacity to deliver the targeted supply.

The Queensland Government will continue to engage through cross-agency coordination to seek solutions and ease pressures where feasible.

## Reforms to social and affordable housing approval pathways

See Measure 3 - Infrastructure designation pathway.

In October 2022, the Planning Regulation was amended to open up the infrastructure designation pathway to registered community housing providers of social and affordable housing projects, as well as housing that is provided as part of a State-funded program for social or affordable housing.

A MID by the Planning Minister makes infrastructure work specified in Schedule 5 of the Planning Regulation accepted development under the Planning Act and therefore does not require a development approval.

## Barriers to the timely issuing of development approvals, and reforms to address them

Queensland has already undertaken significant reform to streamline the development assessment process and improve timeframes associated with code and impact assessment pathways, as well as dispute resolution processes. Instead, Queensland’s reforms are focussed on measures which can influence the development assessment pathway that must be followed, thereby reducing timeframes and cost of delivery, such as:

- standardising design requirements to simplify assessment processes.
- a new streamlined pathway for certain types of development enabling timely resolution of infrastructure and planning delays, being the State facilitated development application process.

## Housing Availability and Affordability (Planning and Other Legislation Amendment) Bill 2023

See also measures 3 and 6.

The state facilitated application process is intended to be more efficient in delivering development 'on the ground' and provide greater certainty by removing third party appeal rights. This means state facilitated development approvals cannot be contested in the Planning and Environment Court. This will help assist with minimising the time delay of converting approvals into delivery.

The State facilitated application process will be available to developers who may already have a development application lodged with a local government.

### Also see:

Measure 6 – State facilitated development unit, and  
Measure 3 – Distinctly Queensland Design Series, Regulation review and Infill Development Strategy.

## Initiatives to share planning data and improve visibility of factors affecting housing delivery

In SEQ, dwelling supply targets are monitored by the GMP with progress published annually in its [LSDM Report](#). The LSDM Report makes recommendations on planning policy and infrastructure actions to support adequate land and dwelling supply and preferred growth patterns across SEQ.

## Planning and inclusionary zoning reforms to support permanent affordable, social and other specialist housing in developments<sup>2</sup>

### Inclusionary planning

The Queensland Government has committed to ongoing engagement with stakeholders on inclusionary planning to test and determine how voluntary mechanisms can bolster the provision of social and affordable housing in a Queensland context. Homes for Queenslanders confirms the government's plan for inclusionary planning pilots to test different models of tenure, ownership and rental structures and incentive schemes.

---

<sup>2</sup> Where appropriate and where such zoning and planning does not add to construction costs e.g., through the use of incentives such as density bonuses

## Affordable homes forever

Under Homes for Queenslanders, the Queensland Government is exploring different mechanisms to enable a buyer to purchase a home at an affordable rate including through the use of covenants. Affordable in perpetuity style mechanisms will be explored as part of state facilitated developments.

## PDA's

The Queensland Government works with entities such as Registered Housing Providers to identify opportunities to deliver social and affordable housing in PDA's, where appropriate.



## Measure 10

All levels of government will ensure the efficient use of government land, including the identification of surplus land suitable for housing and the delivery of best practice projects to support housing supply, diversity and affordability.

### Well located government land suitable for housing

#### Audit of surplus government land

The Queensland Government has been undertaking a comprehensive audit of surplus government land and buildings to identify sites that may be suitable for residential use, following the 2022 Queensland Housing Summit.

The audit resulted in a shortlist of 27 large sites and a 'long-list' of 419 small sites. 26 of the 27 large sites identified have had initial investigations completed, with recommendations made on sites to progress to the next stages of planning. Initial investigations on the one other shortlisted site are continuing.

As a result of these investigations, a site at Northshore Hamilton has been released for a dedicated social and affordable housing project, expected to provide around 150 to 200 homes with the support of a Community Housing Provider.

A site at Scarborough Street in Southport (Gold Coast City Council) has been acquired, and subdivision of the first lot is progressing which will comprise approximately 150 dwellings of supportive housing. Tenants are expected to have access to on-site health and social support services.

The Queensland Government also recently took to market a significant site at Lumina, within the Gold Coast Health and Knowledge Precinct, comprising 17,330 square metres of shovel-ready land, expected to deliver about 500 units of build to rent housing and / or purpose-built student accommodation.

The Southport and Lumina sites were identified through the land audit and were among the group of large, short-listed Government-owned sites under investigation.

The smaller sites continue to be reviewed and will change as new sites become available, a use is identified for the site or further investigations show the site is not appropriate for residential development.

## Best practice examples of developing government land

### Case Study - Carseldine Village

A project redeveloping government land in order to achieve broader whole of government priorities.

Carseldine Village is an exemplary sustainable development – one of the first residential developments in Queensland to commit to delivering 100% net zero energy emission freehold terrace homes.



#### The Site

- Carseldine Village is a 15.7 hectare site (the site) located in Carseldine, 14 kilometres from Brisbane's CBD.
- The site is formerly part of the Queensland University of Technology's Carseldine campus and is owned and being developed by EDQ, the Queensland Government's land use planning and property development agency.
- The Fitzgibbon PDA was declared in July 2008, identifying the site for urban renewal. In July 2009, the Fitzgibbon PDA Development Scheme took effect and was later amended in July 2011.
- In 2016, the Queensland Government released the Advancing Our Cities and Regions strategy, which included economic and community development zones across Queensland. Carseldine Village was identified as the first urban renewal precinct to be revitalised under this strategy.
- Carseldine Village has a unique planning framework in that it is located within a PDA. As such EDQ has both a regulatory planning role and a developer role.
- This enables coordination and control over land development and has helped to facilitate several of the innovations within the development.

- EDQ has also worked closely with the Brisbane City Council which is responsible for the management of public assets into the future.
- EDQ sought to revitalise the site into an urban village that incorporates bushland and open space with a diversity of residential (including residential aged care), expanded childcare, and small scale commercial and retail spaces to catalyse investment in the local community and deliver jobs and economic growth.
- EDQ undertook extensive community consultation in 2008, 2010–2011, and 2016 as part of preparing the development scheme for the site and informing further site master planning.

#### **Population Growth**

- Figures show that South SEQ's population will increase by almost 2.2 million to around 6 million by 2046.
- The Brisbane LGA's estimated residential population in 2021 was 1,264,000 people, and is predicted to grow to 1,721,000 by 2046.
- To manage growth, the Queensland Government has developed ShapingSEQ to serve as a framework for sustainable development.
- The plan seeks to match housing location with a more sustainable urban form (one with access to public transport, jobs and services), encouraging housing diversity that supports changing lifestyles, demographics and preferences.

#### **The Village**

- Carseldine Village is a 5-star Green Star Communities residential community, setting new sustainability benchmarks by using the latest green energy technology.
- Carseldine Village will consist of mixed use, diverse and affordable residential, aged care, small commercial and retail, along with bushland and recreational open space areas.
- The masterplan for Carseldine Village is proposed to be developed in 6 stages subject to market demand. The first house and land packages were released in February 2020.
- The current approved master plan provides for a maximum of 606 dwellings.
- Each home will have PV solar, battery storage, air-conditioning systems controlled from smart phones, heat pump hot water systems and garages will include a power outlet ready to accommodate a future electric vehicle charger, saving home owners up to \$1600 per year on electricity bills.
- Carseldine Village is now also home to the 6 storey, 150 bed Rockpool Residential Aged Care facility, and a relocated new 98-place C&K childcare centre, both of which also comply with 5-star Green Star specifications.
- At least 75 per cent of the bushland is being retained and there is more than 20 hectares of green and open space.
- The Government Office Precinct and Carseldine Market have been retained and, in a future stage, Carseldine Village will have a village retail and commercial heart potentially comprising a convenience supermarket, specialty retail and dining.

Further information is available at: [www.carseldinevillage.com.au](http://www.carseldinevillage.com.au).