Delivering the Queensland Housing Affordability Strategy

Greenfield land supply in South East Queensland

Queensland Housing Affordability Strategy

The Queensland Government released the Queensland Housing Affordability Strategy (the Strategy) in July 2007 to ensure that the state's land and housing is on the market quickly and at the lowest cost.

The Strategy identified several initiatives to be delivered by the Queensland Government, some of which have already been delivered such as:

- establishing an Urban Land Development Authority
- implementing changes to the planning and development assessment process.

Another main aim of the Strategy is to increase the short to medium term supply of greenfield land in South East Queensland (SEQ).

The Queensland Government has already clearly identified lands for urban development in SEQ through the Urban Footprint of the South East Queensland Regional Plan 2005-2026 (SEQ Regional Plan).

The greenfield land supply strategy is about ensuring appropriate and available land in the Urban Footprint is brought to the market in a timely, cost-effective and efficient manner.

South East Queensland greenfield land review

Greenfield lands are areas of undeveloped land in the Urban Footprint suitable for urban development. Greenfield lands are generally located on the fringes of existing urban areas and often require significant extension or provision of new infrastructure and transport services to facilitate development.

The state government has recently undertaken a review of greenfield land in the Urban Footprint to identify parcels that could commence development in the short term.

The review identified around 42 greenfield areas, ranging in size from 100ha to 5,000ha which are either ‘committed’ or ‘potentially’ available for development.
Committed areas have a combination of the following characteristics:

- established or committed infrastructure
- urban zoning
- existing development approvals
- advanced planning in place
- limited development impediments
- consolidated land ownership or agreements
- short term development timeframe (0–5 years).

Potential areas (bring forward and other) have a combination of the following characteristics:

- outlying from existing activity centres and services
- suitable for urban development
- regulatory planning frameworks not in place
- inadequate infrastructure
- fragmented land ownership
- currently identified for possible development in the medium to long term (10-20 years) but are capable of being developed in the short to medium term.
Bring forward objective

SEQ is experiencing significant and sustained growth, with a forecast average of around 50,000 to 60,000 new residents per year to 2026.

The 42 identified greenfield areas total around 40,000 hectares of land potentially suitable or available for development within the Urban Footprint. The greenfield areas have the capacity to accommodate around 240,000 new dwellings or up to 600,000 people, based on a range of assumptions such as utilising only half of the site areas for residential development (taking into account non-residential uses and land constraints) with an average net density of 12 dwellings per hectare and 2.5 persons per dwelling. The dwelling potential and population capacity will vary for each area, recognising the individual opportunities some sites will have for higher densities and mixed use development or individual physical characteristics which may reduce yield.

There are also a number of regional challenges with developing the greenfield areas. A significant amount of the land is outside the current local government planning scheme development areas and are generally targeted for meeting growth demands post 2016. Additionally, not all of the greenfield land will be designated for residential development, as the region's urban fabric needs to provide for a range of activities including residential, employment, infrastructure, recreation, open space and environmental management. Robust planning processes are required to identify lands most appropriate for residential and mixed-use activities.

The identified areas will potentially accommodate 75 per cent of the targeted greenfield growth to 2026 under the SEQ Regional Plan (2005). The balance of greenfield growth is to be accommodated through existing development fronts, inland urban centres and greenfield sites less than 100 hectares.

Bring forward principles

The following principles will guide the Queensland Government’s actions to accelerate the development of greenfield areas:

1. The action plan only applies to land within the SEQ Regional Plan Urban Footprint.
2. The development of greenfield areas must be spread across SEQ so that growth pressures are not concentrated in one area alone.
3. Greenfield areas must be planned and delivered as integrated communities with access to employment opportunities.
4. The planning approval process will be managed by the relevant local government.
5. The efficient, timely and cost-effective delivery of infrastructure is critical to the development of greenfield areas.
6. Development will provide a mixture of housing needs and contribute to reducing regional housing affordability stress.
7. Planning and approval processes must be streamlined and facilitate the development of appropriate areas.
8. The action plan must deliver certainty for government and industry investment (i.e. time and resources).
Committed areas – bring forward actions

South East Queensland has significant greenfield areas that are already appropriately zoned or designated for development within the Urban Footprint. These include areas such as:

- Maroochydore and Meridan Plains on the Sunshine Coast
- Market Drive and North Lakes in Moreton Bay
- Upper Kedron and Rochedale in Brisbane
- Coomera and Helensvale on the Gold Coast
- Springfield and Redbank Plains in Ipswich
- Kinross Road and South East Thornlands in Redland

Committed areas should be able to be brought more quickly to the market to meet the region's present needs.

The Queensland Government will facilitate the release of committed greenfield areas by immediately:

1. Appointing a dedicated implementation team within the Department of Infrastructure and Planning. This implementation team will be set the task of working with local government, state agencies and industry to remove any regulatory hurdles to committed areas coming to market within six months.

2. Prioritising government consideration of planning scheme amendments that facilitate development of committed greenfield areas.

3. Actively monitoring the development assessment program, construction and land release timelines of key sites.

The focus of the implementation team is to accelerate the development of committed greenfield areas by actively removing bottlenecks. The implementation team will use a variety of mechanisms to deliver outcomes. These will include site-by-site consultation with landowners, local government and state agencies, establish delivery timeframes, and utilise the Ministerial powers of the Integrated Planning Act 1997 (IPA) to ensure delivery timeframes.
Potential areas – bring forward actions

There are a number of greenfield areas that are currently identified for development in a 10-20 year timeframe but are capable of being developed in the short-medium term, subject to appropriate planning and infrastructure frameworks.

The relative ease in bringing forward these potential greenfield areas varies based on factors such as state and local government priorities and programs, access to infrastructure, land fragmentation and access to employment opportunities.

The Queensland Government will manage the bring forward of suitable sites by:

1. Immediately bringing forward the planning for the following greenfield areas, which have the capacity to deliver integrated communities of 15,000 people or more:
   - Palmview on the Sunshine Coast
   - Caloundra South on the Sunshine Coast
   - Oxley Wedge in Brisbane
   - Flagstone in Logan
   - Ripley Valley in Ipswich.

   To achieve this the Queensland Government will work with councils and industry to make these sites developer ready within 12 months. This may involve the use of ministerial powers to declare master planned areas where necessary.

2. Establishing additional priority greenfield areas across the region by consulting with the development industry and local government on preferred bring forward areas, based on the criteria identified below.

   Identifying delivery mechanisms to establish appropriate planning and infrastructure frameworks for each priority area.

Potential areas – bring forward criteria

Potential greenfield areas will be considered for bring forward where the following criteria can be met:

- delivery of infrastructure and funding arrangements
- provision of employment opportunities
- provision of a range of housing options, including affordable housing
- ensuring land is developer-ready in regard to planning, sequencing and landowner agreements
- public transport initiatives
- consistency with the objectives of the SEQ Regional Plan (i.e. orderly and efficient urban development sequence).

Infrastructure

The potential greenfield areas are generally outside of current state and local government infrastructure delivery programs. In order to bring any potential greenfield site forward, the proponents will need to clearly demonstrate how necessary infrastructure is going to be delivered and funded.

The Queensland Government committed to a number of actions for reviewing and simplifying the process for determining infrastructure charges in addition to promoting third party financing under the Queensland Housing Affordability Strategy.
Integrated communities

New greenfield areas must achieve high standards with regard to neighbourhood design, public transport accessibility, environmental sustainability and housing yields, choice and affordability in order to meet the needs and expectations of people moving into these areas.

Our communities should be designed as a coherent pattern of neighbourhoods, with each neighbourhood focused on a centre serviced by public transport and supported by a legible street network, quality open space, community and cultural facilities, and mixed use development in appropriate locations.

Structure planning is fundamental to delivering the higher standards for emerging urban communities.

Structure plans address core issues such as:
- land use mix, including residential densities
- employment locations
- infrastructure, including public transport
- open space and conservation areas
- development sequencing and future master planning areas.

Structure planning will become an increasingly important tool for establishing the broad layout, land use mix and infrastructure requirements for the identified greenfield areas.

SEQ Regional Plan review

The SEQ greenfield land review considered land within the Urban Footprint only.

The review of the SEQ Regional Plan is currently underway and will consider the current Urban Footprint in addition to a number of other issues such as climate change, economic development and transport.

The draft SEQ Regional Plan 2009-2031 will be released for public consultation in December 2008, which will close in late March 2009. The final SEQ Regional Plan will be released in mid-2009.