

MAY 2003

DISCUSSION PAPER

SEQ 2021

a sustainable future



Issues & Options for Centres and Residential Development



Queensland Government
Department of Local Government and Planning



A joint initiative of the Queensland Government and the South East Queensland Regional Organisation of Councils



Have Your Say - Working Together Towards a Sustainable Region

This Discussion Paper is one of eleven prepared to explore some of the issues and options for South East Queensland (SEQ) over the next twenty years.

Your comments, views and contributions on the issues and options outlined in this, and other SEQ 2021 Discussion Papers, are of real importance in planning the future of our region.

Feedback can be forwarded to the SEQ 2021 team by freepost, fax or email at:

Post: SEQ 2021
Department of Local Government and Planning
PO Box 31
Reply Paid 31
BRISBANE ALBERT STREET BC
QLD 4002

Fax: 07 3235 4563

Email: seq2021@dlgp.qld.gov.au

The feedback you provide will be used to help develop strategic options for the future.

Further Information

The full set of SEQ 2021 Issues and Options Discussion Papers can be downloaded from the SEQ 2021 website www.seq2021.qld.gov.au. To request copies by post contact the SEQ 2021 Team on free-call: **1800 021 818**.

The series includes Discussion Papers on the following policy areas:

- Aboriginal and Torres Strait Islander People
- Arts and Cultural Development
- Centres and Residential Development
- Economic Development and Information and Communication Technologies
- Energy and Greenhouse
- Infrastructure Coordination and Funding
- Regional Landscape
- Social Justice and Human Services
- Recreation and Sport
- Sustainability Indicators
- Transport

For further information about any aspect of the SEQ 2021 Issues and Options consultations, contact the SEQ 2021 Team on free-call: **1800 021 818**.



Queensland Government
Department of Local Government and Planning



A joint initiative of the Queensland Government and the South East Queensland Regional Organisation of Councils



SOUTH EAST QUEENSLAND

Discussion Paper

May 2003

NOT COMMONWEALTH, STATE OR LOCAL GOVERNMENT POLICY

Disclaimer

This discussion paper forms part of the output of the SEQ 2021 Project. The Regional Coordination Committee (RCC), which has responsibility for oversight of the project, believes that this paper provides options for consideration in moving toward more sustainable growth management in the Region.

The production of the papers took place in an atmosphere where working group members were allowed to participate equally, openly and freely. It was not a process, which relied on votes. There will be elements of inconsistency between documents, which will need to be reconciled over time. While there is a general corporate ownership of the documents by the RCC there will be specific recommendations which individuals, groups or Government – State, Local or Commonwealth – will legitimately question or reject.

It is crucial to note that no level of Government, nor the private sector, nor the various sectoral groups have had sufficient opportunity to consider the options of this paper. Thus the production of this paper does not, and should not be construed to imply that any participating sector supports this paper, but rather that the SEQ 2021 discussion papers form part of a group of documents enabling further detailed assessment and consideration during the review period.

Contents

EXECUTIVE SUMMARY	4
1.0 INTRODUCTION	6
1.1 PURPOSE AND ROLE OF THE DISCUSSION PAPER	6
1.2 SCOPE OF THE DISCUSSION PAPER AND RELATIONSHIP TO THE OVERALL SEQ2021 PROCESS	7
2.0 CURRENT POSITION AND TRENDS	8
2.1 CURRENT POLICIES, PLANS AND STRATEGIES	8
2.1.1 Major Centres	8
2.1.2 Residential Development	10
2.2 POPULATION PROJECTIONS	10
2.3 POPULATION DENSITY AND HOUSING CHOICE	11
2.4 MAJOR CENTRES	13
2.5 DIRECTIONS IN CENTRES AND RESIDENTIAL DEVELOPMENT POLICY	13
2.6 THE NEED FOR NEW POLICY DEVELOPMENT	13
3.0 ISSUES, OPPORTUNITIES AND CONSTRAINTS	14
3.1 ANALYSIS OF THE ISSUES, OPPORTUNITIES AND CONSTRAINTS	14
3.2 SUMMARY AND LINKAGES	22
4.0 DESIRED REGIONAL OUTCOMES	23
4.1 ANALYSIS OF DESIRED REGIONAL OUTCOMES	23
5.0 POLICY OPTIONS	26
5.1 CENTRES POLICY	26
5.2 REGIONAL GOVERNANCE AND IMPLEMENTATION MECHANISMS	27
5.3 MANAGING GROWTH AND ITS IMPACTS	27
5.4 URBAN FORM	29
5.5 URBAN LAND SUPPLY	31
5.6 NON-URBAN FORM: URBAN NEEDS VS. OPEN SPACE	32
5.7 HOUSING DENSITY AND PUBLIC TRANSPORT	33
5.8 RURAL RESIDENTIAL DEVELOPMENT	33
APPENDIX 1. WORKING GROUP MEMBERSHIP	35
APPENDIX 2. REFERENCE SOURCES	36
APPENDIX 3. CASE STUDIES	37
APPENDIX 4. RFGM PROVISIONS	41
APPENDIX 5. GLOSSARY	45

EXECUTIVE SUMMARY

Centres planning and the relationship between centres and residential development is a key component in achieving a successful 2021 outcome. A network of successful centres will enable efficiency of transport and the building of compact, complete communities that will focus residential choices, which in turn will assist in countering the alternative, urban sprawl.

Historically, a centres policy has not achieved its vision or goals, however the collective development of a variety of centres over the last 20 years has created a framework on which SEQ2021 can build. A network of centres policy addressing location of facilities, transport and residential options can be prepared and attached to this framework. Acknowledging the facts and the existence of centres evolution presents great opportunity for a successful 2021 plan.

This paper identifies or recommends:

- Seventeen themes of issues, opportunities and constraints;
- Eight desired regional outcomes based on:
 - A more sophisticated approach to centres
 - Sustainability
 - Certainty for decision-making and investment
 - Sustainable and inclusive communities
 - Transport
 - Character and design
 - Housing; and
 - Rural residential development
- Eight themes of policy options relating to:
 - Centres policy
 - Regional governance and implementation mechanisms
 - Managing growth and its impacts
 - Urban form
 - Urban land supply
 - Non-urban form: urban needs vs open space
 - Housing density and public transport
 - Rural residential development
- Sixteen questions that arise from the policy options, which are designed to assist stakeholder and community input into the SEQ2021 process.

The process of preparation of the paper has identified:

a. Strong positions in the following areas:

- There are significant gaps between existing centres policy and centres practice.
- There are significant institutional issues that are influencing and precluding achievement of regional planning goals. There is a significant view that government is not adhering to the adopted plan.

b. The most unclear or contentious positions (where there is a diversity of views on whether or how the issue can be addressed) are in the following areas:

-
- Whether or how urban growth boundaries, population or carrying capacity provisions should be implemented;
 - Whether an abundance of urban land is the solution to affordability; and
 - Whether or how rural residential development should be precluded or its impacts curtailed.
- c. The thrust of two of the eight desired regional outcomes is directed towards matters other than centres and residential development. These outcomes deal with:
- Certainty for decision-making and investment; and
 - Transport.

Addressing these outcomes will require consideration by other sectors.

The paper also identifies a number of areas where additional research is required to adequately determine future policy. Some of these research items also comprised priority actions for RFGM 2000, though research has yet to be completed. The additional research is required in the following areas:

- a. The distribution and role of centres below the RFGM 2000's mapped Key Centres and Major District Centres and mapping to a greater depth in the network (on page 14).
- b. The implication for transport policy of a shift in centres policy (on page 19).
- c. Identifying means of addressing affordability issues in circumstances where there are limits to or limitations placed on growth (on page 27).
- d. The implications for transport policy should regional cities and towns take on a greater role in accommodating future growth (on page 29).
- e. Evaluating whether the maintenance of good quality agricultural land in SEQ is achieving the State Government's position statement on page 32).
- f. Developing a suite of tools for local government to use in considering intensification of development in rural residential estates (on page 33).

The paper seeks community and stakeholder input into the issues, suggested outcomes and policy options for centres and residential development. This advice will then be used to inform the next stage of the process, preparation of draft policy and strategies and actions for further evaluation by the community and stakeholders.

1.0 INTRODUCTION

1.1 PURPOSE AND ROLE OF THE DISCUSSION PAPER

The purpose of this Discussion Paper is to promote discussion of issues, desired outcomes and the strengths and weaknesses of different policy approaches for centres, housing and residential development in South East Queensland (SEQ). It is the first step in a longer policy development process. As such, it is a working paper and issues, outcomes and options will continue to be refined through and after the consultation period.

The SEQ2021 Centres and Residential Development Working Group has developed this paper with the assistance of a town planning consultant, Paul Summers of Paul Summers Planning Strategies. See Appendix 1 for a list of Working Group members.

It is one of eleven such papers produced for public review as part of the SEQ2021 regional planning process, which seeks to achieve a Sustainable Future for SEQ. SEQ2021 is a new phase of regional policy development for SEQ. The program is both a review of the regional policies currently in place in the *Regional Framework for Growth Management 2000* (the RFGM) and a look ahead to identify and develop new policies to meet the vision for SEQ.

The Centres and Residential Development Working Group was formed to take a strategic view of centres and residential development issues for SEQ over the next 20 years. The Working Group has endeavoured to identify the important regional issues and possible policy approaches to stimulate discussion. Following broad community consultation on this Discussion Paper, the Working Group will develop a policy paper that sets out a vision, desired regional outcomes, strategies and priority actions.

The process the Working Group used for developing policy options contained in this Discussion Paper included:

- a. Scoping of the project and identification of priority issues;
- b. Research by the SEQ2021 Unit and C&RDWG members into centres and residential development policy approaches in SEQ, elsewhere in Australia and overseas;
- c. Seeking advice on various research themes including the SEQ2021 draft vision, trends and policy direction, key centre performance, affordable housing, etc;
- d. Engaging a consultant (Paul Summers Planning Strategies) to document the results of the research and analysis carried out by the C&RDWG and the SEQ2021 Unit;
- e. Holding a workshop of C&RDWG members to identify major regional issues, desired regional outcomes and policy options to achieve the outcomes; and
- f. Using the outcomes of the workshop and the research to produce this Discussion Paper.

1.2 SCOPE OF THE DISCUSSION PAPER AND RELATIONSHIP TO THE OVERALL SEQ2021 PROCESS

In the SEQ2001 program, which took place in the 1990s, centres and residential development were separately considered¹. In the current SEQ2021 program, a single working group is considering centres and residential development policies, recognising the significant relationships between them and the importance of implementing coordinated and integrated policies for each.

Centres and residential development are key themes for the SEQ2021 process and indeed are an important reason for the regional planning process. SEQ is projected to grow by almost one million people between 2001 and 2021. A changing demographic structure will also be a significant influence². Providing accommodation, services and employment for these additional people, while maintaining the character and values of the region, is the challenge for the SEQ2021 process.

Centres and residential development provide the opportunities for accommodation, employment and social, cultural and recreational activities for the existing and future community of SEQ. At the same time, however, expansion of urban areas and increasing density to accommodate additional population and business activities pose a potential threat to the character and values of the region. This is the fundamental relationship between centres and residential development and the overall SEQ2021 regional planning process.

The scope of the paper covers:

- Centres: All centres in the network and not simply the higher order centres identified in the RFGM 2000³.
- Residential Development: The full spectrum of residential development associated with the projected need to accommodate an additional one million persons in SEQ, coupled with changing demographics of the region.

While issues being addressed by other SEQ2021 working groups have had an influence on this paper, its focus has been on issues, outcomes and policy options for centres and residential development.

¹ *Major Centres* (1993) and *Residential Choice and Efficiency* (1993)

² See s2.1 on page 8, *Household Projections Queensland* (1999) and *Population Trends and Prospects for Queensland* (2001)

³ *South East Queensland Regional Framework for Growth Management* (2000) and see Issue 1 on page 14 for more information.

2.0 CURRENT POSITION AND TRENDS

This section considers the existing situation and trends in centres and residential development evident in SEQ based on performance monitoring data, and identifies research that has been undertaken into regional policy approaches and trends from other places. The section examines:

- Current Policies, Plans and Strategies;
- Population Projections;
- Population Density and Housing Choice;
- Major Centres;
- Directions in Centres and Residential Development Policy; and
- The Need for New Policy Development.

2.1 CURRENT POLICIES, PLANS AND STRATEGIES

This section explains the range of regional-level policies plans and strategies that are currently shaping centres and residential development policy. Importantly, however, local government planning schemes ultimately determine the majority of on-ground development outcomes.

Information contained in this section is a summary of the relevant principal policies of the RFGM 2000. Appendix 4 comprises an extract of the RFGM provisions dealing with major centres and residential development.

2.1.1 Major Centres

RFGM Objective: *To establish a network of major centres which serve the economic, employment, social and environmental needs of the region⁴.*

The RFGM 2000 indicates that:

A major centre is an important urban centre which is multi-functional and includes retail, commercial, recreational, community, cultural and transport services⁴.

Map 1 on page 9 indicates the major centres hierarchy, which includes:

- Brisbane Central Business District;
- Key Metropolitan Centres (Ipswich, Caboolture and Beenleigh); and
- Key Regional Centres (Robina, Southport, Maroochydore and Toowoomba).

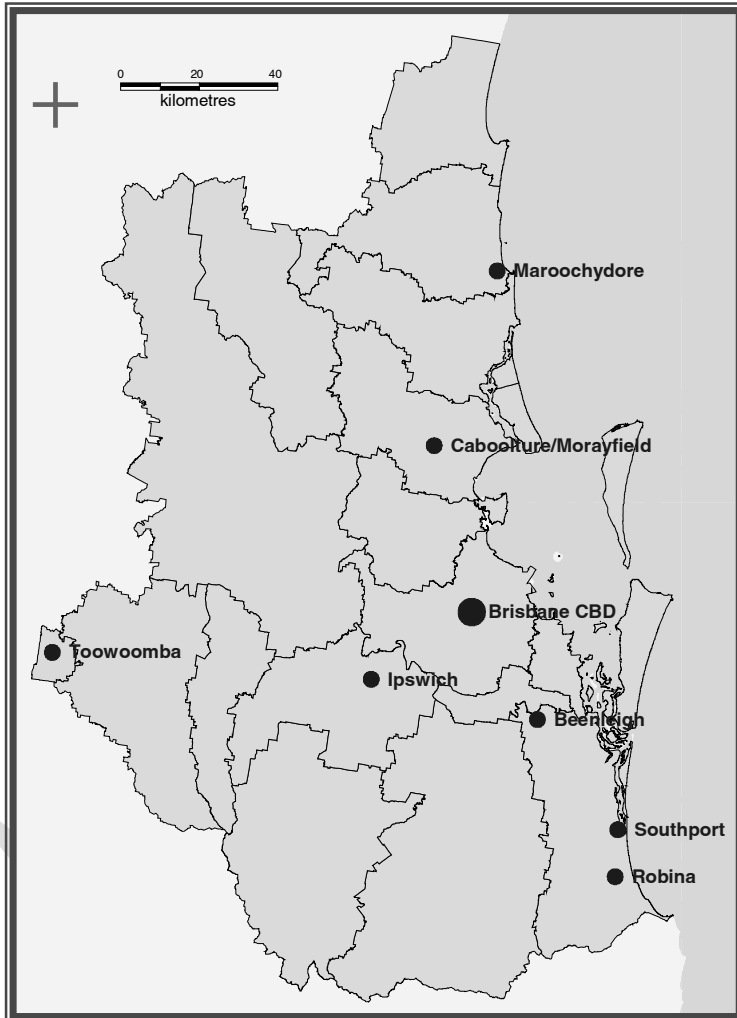
The RFGM 2000 recommends a strategy based on:

- Maintaining the Brisbane metropolitan centre as the dominant centre in the hierarchy; and
- Accelerating development and investment in the network of key centres in metropolitan Brisbane and regional areas.

⁴ S8.1 in *South East Queensland Regional Framework for Growth Management* (2000)

Key metropolitan and regional centres are intended to attract priority in programs for government services, facilities and infrastructure provision. Public transport facilities should be provided or upgraded to service these centres and medium density housing should be concentrated around the centres.

Map 1 Centres



Out-of-centre development is to be discouraged, while private sector investment in centres is to be encouraged.

A centre development strategy is intended for each of the key centres. Planning schemes are to be amended to reflect the policy positions⁵.

⁵ This is an important point as the regional planning process does not produce legislation, but relies substantially on planning schemes at a local government level to deliver the policy intent.

2.1.2 Residential Development

RFGM 2000 Objective: To provide a variety of residential densities and living environments.

Principal policy approaches for residential development in the RFGM 2000 are focussed on:

- Providing a diversity of housing types and densities;
- Generally increasing densities for both existing and new development, with particular emphasis on increases in density of rural residential estates;
- Generally limiting the extent of the urban footprint; and
- Ensuring better use of existing infrastructure and improved locational attributes to avoid difficulties or inefficiencies in provision of services, particularly public transport.

2.2 POPULATION PROJECTIONS

Population in the SEQ region is projected to grow by almost one million people between 2001 and 2021. Table 1 on page 12 details various projections.

In the past, there has not been a strong relationship between population projections carried out by the Department of Local Government and Planning and the capacities to accommodate population under planning schemes. For particular areas, the projections were sometimes strongly influenced by trends (without regard to the land capability to sustain population), while the capacity in planning schemes did not reflect the commitments made by local government as part of the regional planning processes. More recently, there has been a much stronger relationship between the two sets of figures, although conflicts still occur.

Overall the currently designated urban areas in the SEQ region have an excess capacity of approximately 240,000⁶ to accommodate the projected population in 2016.

This capacity is unevenly distributed throughout the region. At the sub-regional level NORSROC and WESROC have considerable surplus capacity at 2016 (around 80,000 and 250,000 surplus population capacity respectively)⁷. The Brisbane and SouthROC sub-regions are projected to reach capacity around 2016.

⁶ This figure is based on conservative estimates. *Different assumptions were adopted in relation to the latter two elements to develop Base and Conservative urban population capacity estimates. The main differences between the two estimates were that the Conservative estimate was based on lower average household sizes (reduced by approximately 8% to reflect the continuing trend towards lower household sizes). The Base population capacity estimate was based on the average household sizes current at the time of the 1996 Census. The Conservative estimate was also based on an assumption that 50 per cent of broadhectare lots less than 5 hectares in area would not be available for development in the 10-15 year timeframe adopted for the study. This assumption was intended to reflect the fact that many of these smaller parcels are used for rural residential purposes or may have other constraints to development in the short and medium term. The Base capacity estimate assumed that all land identified as suitable and available in the BHS studies would be developed as required to accommodate population growth. The Conservative estimate was considered to provide the more "realistic" estimate of urban population capacity, and was used to formulate the relevant sections of RFGM 2000. [South East Queensland Performance Monitoring Report (2002) – s5.3.3]*

⁷ South East Queensland Performance Monitoring Report (2002) – s5.3.3

The distribution of growth potential may be an issue, with current trends indicating a preference for southern and northern, rather than western locations. In addition, the SEQ2021 process has a horizon year of 2021, compared to the current projections to 2016. Based on further analysis of performance monitoring data⁸ for SEQ and using some extrapolation, the last columns of Table 1 identify the projected year that some areas would reach their urban limits, based on current planning scheme capacities.

2.3 POPULATION DENSITY AND HOUSING CHOICE

In population density terms, performance monitoring data indicates that:

- a. The region is consuming less land per capita of population increase than it has in the past, resulting in increases in the broad population density measure. This suggests that the region is now using its land resources more efficiently as a result of higher density development in new and existing urban areas and lower levels of rural residential lot production⁹.
- b. There was a slow decline in the proportion of the regional population in lower density development over the 1990s. However, nearly half of the residents of SEQ continued to live in statistical local areas with gross densities of less than 10 persons per hectare in 1996.
- c. Around a third of all new dwellings constructed in the region over the past decade have been in the form of attached housing. This ensures a variety of residential lifestyle choice, and contributes to the more efficient use of land.
- d. The proportion of small lots created in the region ranged between 11 per cent and 15 per cent of the total lot production over the seven years between 1994 and 2000. This has contributed to the variety of residential lifestyle options and the efficient use of the land resource. There was a decline in the proportion of small lots produced between 1998 and 2000. This may be because market preferences are changing, or because a high proportion of previously unsatisfied demand for small lots has now been met¹⁰.

⁸ *South East Queensland Performance Monitoring Report (2002)* – s5.3.3

⁹ While the *South East Queensland Performance Monitoring Report (2002)* suggests that greater efficiency is being achieved because less land is being used to accommodate growth, a range of factors contribute to higher densities. For instance, declining household sizes and subsequent changing demand for dwelling type may be a dominant factor. In addition, efficiency is not the only factor for measurement, with affordability also important.

¹⁰ *South East Queensland Performance Monitoring Report (2002)* - s5.3.2, 5.3.4, 5.3.5 and 5.3.6

Table 1 Population Projections

Local Government	2001 Gross Population (Census – includes visitors)	2011 Population Planning Figures (RFGM 2000)	2011 Medium Projection (DLGP 2001)	2016 Low Projection (DLGP 2001)	2016 Medium Projection (DLGP 2001)	2016 High Projection (DLGP 2001)	Projected Year to Reach Urban Capacities	
							Conservative ¹¹	Base ¹¹
Beautesert	53,240	77,830 (H)	73,390	79,727	85,482	92,806		
Gold Coast	441,736	525,000 (M-H)	551,731	561,123	613,537	652,290	2017	
Logan	164,541	194,520 (L-M)	186,325	186,198	195,885	206,522		2010
Redland	148,000	155,200 (M-H)	149,705	155,366	163,450	168,805	2010/2011	
SOUTHROC	807,517	952,550 (M-H)	961,151	982,414	1,058,354	1,120,453	2010	2015
BRISBANE	888,449	990,000 (M-H)	1,006,833	997,353	1,049,244	1,071,774		
Caboolture	112,458	175,000 (M-H)	152,580	164,547	173,495	182,226		
Caloundra	75,261	110,000 (M-H)	102,408	109,349	120,391	129,698		
Kilcoy	3,244	3,600 (L-M)	3,430	3,245	3,573	3,894		
Maroochy	129,429	180,000 (M-H)	175,335	186,465	205,295	221,136	Beyond 2021	
Noosa	47,321	59,650 (H)	55,480	52,304	58,136	66,612		2010
Pine Rivers	119,236	157,770 (H)	153,092	163,334	171,832	178,093		
Redcliffe	49,071	52,200 (M-H)	53,495	52,324	55,047	58,153		
NORSROC	536,020	738,220 (M-H)	711,040	731,568	787,769	839,812	Beyond 2021	
Boonah	8,207	7,910 (M)	8,767	8138	9,070	9,834		
Esk	14,029	16,850 (M-H)	15,789	15,030	16,548	17,910		
Gatton	14,925	19,000 (H+)	17,614	17,226	18,965	20,518		
Ipswich	123,720	176,700 (H)	149,810	155,785	164,525	180,703		
Laidley	12,636	20,760 (H)	15,741	16,325	17,973	19,448		
Toowoomba	86,642	94,940 (H)	92,896	92,007	95,360	96,665		
WESROC	260,159	336,160 (H+)	300,617	304,511	322,441	345,078	Beyond 2021	
TOTAL SEQ	2,492,145	3,016,930	2,979,641	3,015,846	3,217,808	3,377,117		

¹¹ See footnotes on page 8 for an explanation.

2.4 MAJOR CENTRES

Current monitoring extends to major centres defined by the RFGM 2000¹². The analysis of the data indicates that:

The Brisbane CBD and Frame has demonstrated strong growth in both employment and population density. The Key Centres in the region appear to fall into two main groups based on their locational attributes. The centres in areas of rapid population growth (i.e. Caboolture, Maroochydore and Robina) have also exhibited strong growth in both employment and population density. The older centres (i.e. Beenleigh, Ipswich and Southport) experienced slower employment growth and declining population densities. Toowoomba falls between the two, showing reasonably high employment growth but also declining population densities. Strategies to assist the revitalisation of Beenleigh, Ipswich and Southport should be considered as part of SEQ 2021¹³.

2.5 DIRECTIONS IN CENTRES AND RESIDENTIAL DEVELOPMENT POLICY

As part of the research process, outcomes from the following four case studies provided valuable background information on regional policy for other places:

- Melbourne 2030, the new growth management framework for Melbourne and the surrounding region;
- The Warren Centre for Advanced Engineering's work on Sustainable Transport in Sustainable Cities, which focuses on Sydney;
- Knowledge gained from a study tour of north-west USA and Canada by SEQ2021 stakeholders; and
- Planning policy guidance from the UK.

Appendix 3 has information about these case-studies, providing strategic ideas and approaches rather than operational detail.

2.6 THE NEED FOR NEW POLICY DEVELOPMENT

New policy development is necessary for the following reasons:

- a. Targets set by SEQ2001 in RFGM 2000¹⁴ have not been met, though some advance has been made;
- b. There is concern that centres policy, despite the advances, has not been effective overall;
- c. Changing demographics are altering community relationships, dynamics and needs;
- d. Urban sprawl is not being adequately addressed;
- e. Increasing recognition of SEQ's high levels of biodiversity needs to be acknowledged and greater effort made to address the threats of development to the integrity of its ecosystems;
- f. The key association between residential growth and transport systems requires more attention;
- g. To embrace concepts of sustainability and affordability;
- h. Moves toward "outcomes-based" planning processes will influence policy settings;
- i. Practical problems in delivering current RFGM intentions;
- j. To ensure the maintenance of the region's attractions and its marketing edge as compared to other growth regions of Australia; and
- k. To respond to lessons from other regional policy development in Australia and overseas, particularly as it is evident that good centres policy is pivotal to the success of regional planning exercises.

¹² *South East Queensland Regional Framework for Growth Management (2000)*

¹³ *South East Queensland Performance Monitoring Report (2002) – 5.3.8*

¹⁴ *South East Queensland Regional Framework for Growth Management (2000)*

3.0 ISSUES, OPPORTUNITIES AND CONSTRAINTS

This section considers the issues, opportunities and challenges associated with centres and residential development. Seventeen issues have been identified. Some relate specifically to either centres or residential development, while others relate to both.

3.1 ANALYSIS OF THE ISSUES, OPPORTUNITIES AND CONSTRAINTS

Issue 1 A network of centres needs to be considered

While there are differences of view as to whether centres policy is performing adequately, the Centres and Residential Development Working Group has identified an emerging need for a more pragmatic approach, for example:

- a. Based on a network rather than a hierarchy. For instance, in retail terms (although it should be noted, centres policy is not just about retail), the hierarchy position suggests there is a rigid order and scale of facilities, where consumers make use of a select group of facilities and one facility at each point in the hierarchy. The network position suggests that consumers will make use of a number of facilities at the same level in the hierarchy, Figure 1);

Figure 1 Hierarchies vs. Networks

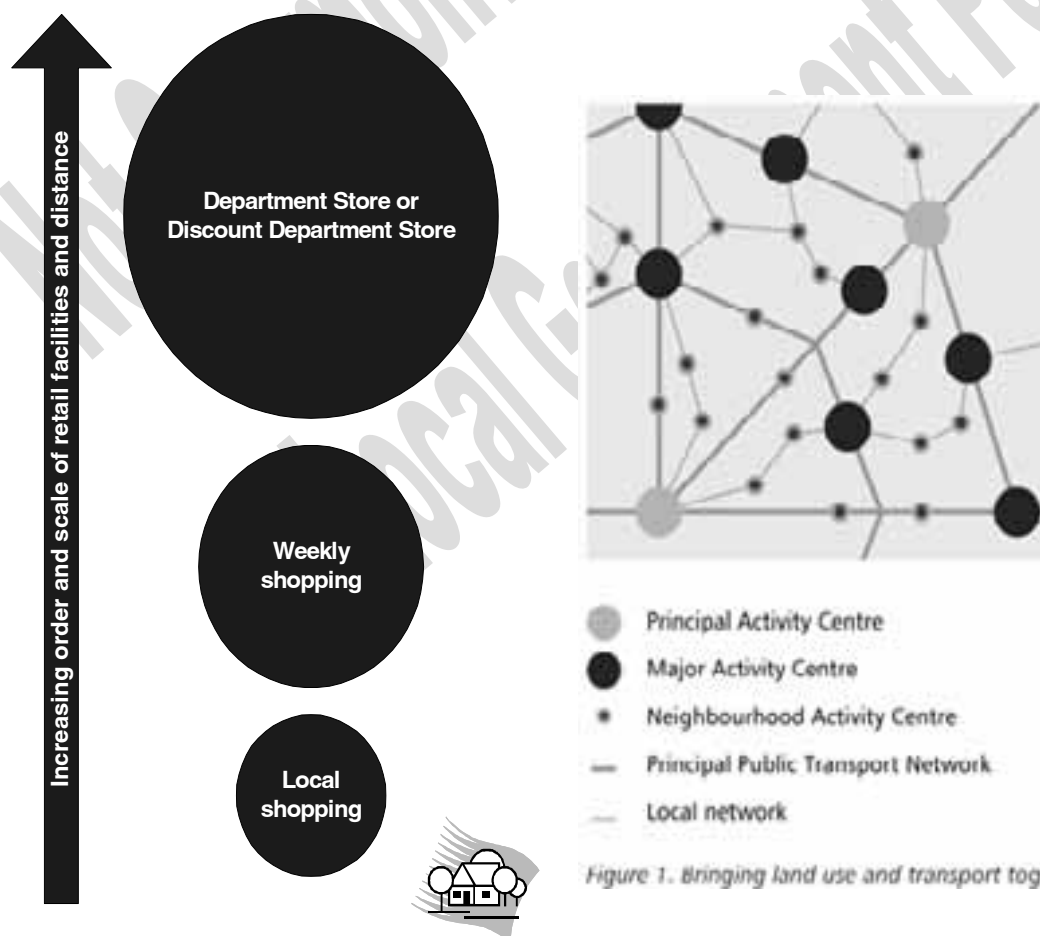


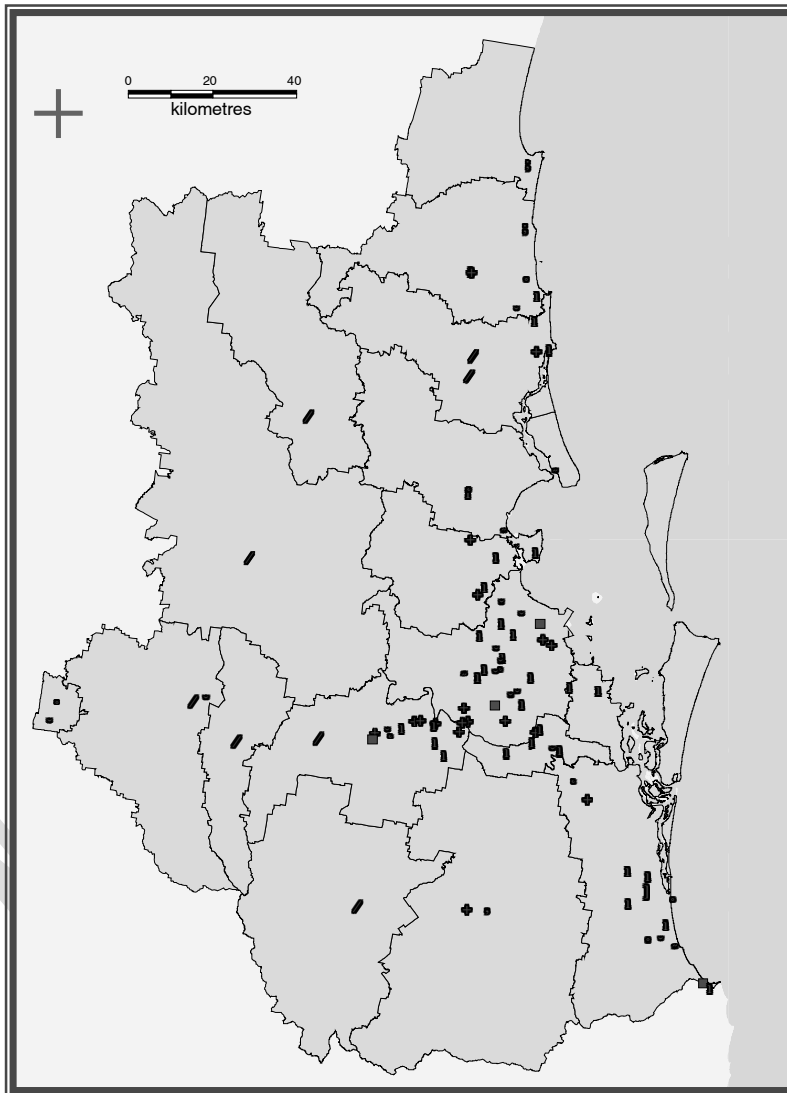
Figure 1. Bringing land use and transport together

- b. Recognising the role and function of existing centres; and
- c. Extending beyond the SEQ2001 Key Centres (which were defined by mapping, see Map on page 9) and Major District Centres (which were not defined by mapping). Map 2 on page 15

¹⁵ Acknowledgements to *Melbourne 2030* for the network diagram.

identifies the mapped RFGM 2000 centres, but also maps additional centres (including rural centres, regional industrial centres, universities and major airports) that perform key roles in the region. While not necessarily exhaustive, the extent of additional facilities on Map 2 highlights the important role these perform in the region.

Map 2 Centres Mapped by RFGM2000, plus Additional Centres



A centres policy is important to underpin government programs of investment in centres-based infrastructure and services, particularly railway-based public transport. Definition of the locations where government intends to undertake this investment is therefore essential. Government investment, once committed, needs to be supported and complemented by private sector investment in centres-based activities.

Major shopping centres comprise significant capital assets, where long-term certainty and stability in the investment climate (and hence in planning regimes) is required to give institutional owners the necessary confidence to undertake centre expansions, redevelopments, enhancements (including public benefit enhancements such as plazas, public transport termini, etc.). Therefore, a symbiotic relationship exists between the needs of government service providers (especially public transport) and private owners in the definition and protection of major centres.

The traditional approach to centres planning and policy has arguably been too 'mechanistic' or 'modernist' with an emphasis on neat, tree-like relationships between centres (CBD at the top, key regional centres at the next level, major district centres at the next level). In reality, centres policy has not resulted in the creation of the 'mini-CBDs' at key regional centres as envisaged, with many major government and institutional facilities located in out-of-centre locations, attracting significant

investment in non-shopping facilities and becoming, in effect, 'town centres' for their respective local communities.

There has also been more competition between centres (including centres at notionally the same level in the 'hierarchy') as a result of specialisation, overlapping catchments (due to centre expansion) and increased consumer mobility, with the average shopping trip now involving more than one centre visit.

Accordingly, a more sophisticated approach to centres policy is needed, which reflects:

- The reality of centres development over the past decade;
- The dynamics of private sector capital investment (including the specific needs and issues associated with institutional ownership of major shopping centre assets); and
- The dynamics of public sector investment and infrastructure decisions.

This would not be an abandonment of the current hierarchy, rather an extension of the hierarchy to:

- Reflect major non-shopping based centres (for example, the Royal Brisbane Hospital and the University of Queensland being the two largest); and
- Those centres that have actually emerged as 'town centres' for their communities.

Such centres also need to be considered in government plans and programs for public transport provision, residential intensification¹⁶, expansion of development opportunities (beyond just retailing), etc.

Issue 2 Centres Research

Further research is necessary to better understand the implications of a network approach and the distribution and role of lower order centres (i.e. below the RFGM Key Centres and Major District Centres). Mapping to a greater depth in the network is also necessary to build up an effective regional picture of centres and their interrelationships.

By their nature, larger or busier centres will usually form the focus for research and development. If consideration is to be given to diversifying the nature of centres policy, there may be potential to influence better, more strategic outcomes. For instance, increasing and diversifying the range of recognised centres could result in:

- More certainty about the role of the current non-centres and enhanced commitment for infrastructure and investment by both the public and private sectors;
- Better opportunity to deliver employment and other facilities, activities and amenities in a convenient and consolidated way to improve liveability; and/or
- Encouragement for more sustainable travel behaviour through shorter and more multi-purpose trips.

More research is needed to understand the role that currently lower-order or non-retail based or more diversified centres play. In particular, the Working Group has identified a need for an audit of local government planning schemes to determine the range and nature of the current centres and non-centres.

¹⁶ The term intensification means increasing the potential yields for development. This can be achieved by altering the intensity of lot yield and unit yield for new development. For existing development it can be achieved by converting housing areas to unit areas, dual occupancy, re-subdivision of existing lots to increase yield, etc.

Issue 3 A broader vision for the urban outcome of centres is needed, where innovation becomes the theme

In the past, centres were anchored by retail facilities and this has been reflected in policy and in the retail expansions of the last three decades. However, over the last decade, a shift in emphasis and trends interstate and overseas both indicate a much broader base is needed for centres policy.

Policy focus in the previous SEQ2001 program was largely on centres with bases of retail, office and community functions. A broader vision is needed where innovation becomes a keystone and where the centre is a genuine part of its surrounding environment. Such centres would act as a hub or focus for surrounding functions, becoming centres for business, cultural and social interaction.

The increasing complexity, integration and inter-dependence of centre activities and their dynamics suggest an increasing sophistication in the way centres are used and in their planning. The broader base for centres policy would see centres of innovation potentially based on employment, social, educational, medical, cultural and residential functions, as well as retail, office and community functions.

Issue 4 Problems highlight a gap between centres policy theory and centres practice

Some examples of the issue are:

- a. Not all stakeholders have consistently followed the centres strategy, for example, by locating key facilities such as university campuses and hospitals outside designated centres;
- b. Government is not strategically acquiring or maintaining land in and around centres to enable implementation of centres policy. Consequently, there are missed opportunities for creation of vibrant, mixed-use centres and to co-locate and expand government facilities in centres;
- c. Key retail development interests do not always support design and integration of centres with the surrounding urban fabric and surrounding communities, often resulting in a “sea of car parking”;
- d. Major public facilities such as educational facilities and hospitals are not treated as centres in their own right, although these institutions may be substantial hubs of mixed-use activity;
- e. The RFGM should be a critical influence on Government program management and budgeting, facility location decisions and land release strategies; and
- f. The differences in relative performance of public and private sectors in meeting RFGM policy.

Issue 5 Significant potential implications and conflicts arise generally from or are associated with urban development

These implications and conflicts include:

- a. Catering for future demand, while retaining housing choice is likely to mean an expanding urban footprint. In turn this will have a potential effect on the retention of character (natural and built environments) and places pressure on the resources of:
 - (i) The region as a whole;
 - (ii) The region’s coastal, rural and open space settings which define the character of those places; and
 - (iii) Existing urban areas undergoing major redevelopment.
- b. The need to protect, conserve and sustain the region’s environment and high biodiversity values:

-
- (i) In a general sense; and
 - (ii) Specifically, where expanding urban boundaries consume open space along the transport corridors lying between centres. For instance, the potential for loss of inter-urban breaks (the open spaces that separate urban areas and are important for containing sprawl).

c. Impact of urban form on transport.

Issue 6 Whether or how the additional population can be accommodated, while maintaining character and biodiversity and delivering needed services

This expanded issue questions *whether* or *how* an additional million people can be accommodated over the period until 2021 while:

- (a) Maintaining the character of the region and its various components that attract the population;
- (b) Maintaining the levels of biodiversity and climatic attributes that attract the population;
- (c) Delivering the levels of service that will be demanded by the community at a price that is acceptable to the community.

The *whether* or *how* question is a key point of debate. Some stakeholders accept that it is a question of *how* to accommodate growth, with confidence that the absolute figures can be accommodated while coping with the potential impacts. Others argue that the question is more fundamental, not accepting that it is a case of *how*, but *whether* growth of this magnitude can be accommodated without impacting on the region's character and values.

There is no doubt that the magnitude of growth brings with it change. It is the rate of change over the period to 2021 that will largely determine perceptions of change in character and these changes will be measured both by the community that lives in the region and the visitors to the region.

Issue 7 An improved relationship is necessary between residential location choices and other functions and services

Residential design and location and particularly the provision of land for new housing and redevelopment of existing residential areas, needs to be guided by:

- a. Employment location;
- b. The social justice implications of development of design and development (for example, inclusiveness, equity of access to goods and services);
- c. Transport opportunities, particularly public transport, walking and cycling;
- d. Opportunities for social interaction; and
- e. Affordability (of living not just housing).

There is a need to integrate these considerations to strike the best balance in locating new housing development.

Issue 8 The quality of the built environment is a key factor to the success of centres and high standards should be built into centres policy

The highest standard of urban design should be used for the region's centres. These hubs form the living spaces for the regional community and by using cutting edge design will:

-
- a. Assist in protecting character and enhance liveability;
 - b. Reduce greenhouse gas emissions through energy efficient and climate responsive design;
 - c. Provide robust, flexible and adaptable built forms and urban spaces capable of accommodating change (including technological change) and growth; and
 - d. Provide opportunities for social interaction¹⁷.

Issue 9 No clear role under the RFGM for the region's rural towns and non-key centres

The RFGM focuses on the metropolitan areas, major growth areas and higher-order centres. The region's rural towns and its non-key centres make significant contributions to the lifestyle of residents of the SEQ community and serve as attractions to the region's visitors.

As available urban land is depleted in particular locations, rural towns and non-key centres can come under pressure for urban development. While many of these towns may be able to support additional growth, such changes can have a significant impact on the character and sense of community. These issues may be dealt with, at least in part, through the SEQ2021 "Rural Futures" Strategy.

Issue 10 The approach to transport networks servicing centres is not clear (radial transport networks, concentric cross-town transport networks of centre linkages or combinations)

The RFGM 2000 has as its focus the metropolitan centre and the key regional centres. This approach and, in particular, focusing on the metropolitan CBD because of its scale and importance, can tend to dominate transport thinking.

In practice, the issue is not radial versus cross town¹⁸ (i.e. one vs. the other). The metropolitan area needs to continue to accommodate both radial and cross town movements. Each has particular challenges:

- Radial movements tend to be peak hour-focussed, which presents corridor capacity problems; and
- While dominant cross-town movements tend to occur outside of peak hours, they are inherently difficult to service from public transport operations perspectives and cost recovery.

The difficulty lies in providing a transport system that can satisfy both of these broad categories of demand. With limited available funds, spending on transport infrastructure must be balanced with spending on transport services (not one system approach vs. another). These issues can influence and inform ultimate decisions about roles of centres relative to the CBD, but they are not the sole determinant.

If centres policy was to shift to one founded on a network of facilities, where clusters of activities are increasingly consolidated in a "multi-centric" pattern, radial transport networks focussed on the metropolitan CBD may no longer be the optimal method of approach. Further research on the

¹⁷ The working group dealing with social justice and human services has argued for the strategic and equitable provision of public spaces that are welcoming and inclusive of all people.

¹⁸ Radial movements flow out at increasing distance from a centre, and particularly the metropolitan centre. Cross town movements flow between centres and do not rely on movement through or near the metropolitan centre.

impacts of such changes in policy position on the transport network may be necessary, and this issue should be considered by the Transport Working Group.

Issue 11 The role of transit-supportive transport land use (for example strategies about housing density) and travel demand management strategies (for example, self-containment)

These two concepts are complementary and should be developed as mutually supportive and integrated packages. Without integration, each will have only limited success or alternatively will fail due to lack of implementation of the other.

Again, this is a matter that should be considered by the Transport Working Group.

Issue 12 The interconnectivity between sectoral policy and issues needs to be better recognised, rather than dealing with policy and issues in silos

A silo approach would see residential development potentially examined to the exclusion of biodiversity values, resulting in policy positions emerging that if implemented would see the loss of key values in the region.

One of the criticisms of the regional planning process is the need for effective integration across sectors. Using the silo theme again, various sectors produce draft policy from within their vertical silos. To achieve effective policy that is capable of implementation requires (horizontal) integration across the silos and between sectors. This is a significant challenge to the current process.

While the various institutional structures in place through the SEQ2001 regional planning process have been designed to assist policy integration across sectors, it has emerged as a current problem with RFGM 2000. Deliberate and effective mechanisms are necessary to avoid this situation.

Issue 13 Safety and security are growing concerns in the community

This trend is well recognised interstate and overseas. Some responses to these problems, such as gated communities and private security arrangements, may be adding to the problems of isolation and hindering access by emergency services. Better design solutions are needed to grow a sense of safety and security within the community.

This is also an issue identified by the Social Justice and Human Services Working Group in its discussion paper. The paper indicates that gated communities are not a positive approach to urban or community design, as they undermine any broad sense of inclusion, community building or sense of place.

Issue 14 While housing choice is a key issue, problems associated with housing needs and delivering sustainable equitable communities are growing

These problems manifest themselves in a number of ways such as:

- a. Direct problems for specific groups including Aboriginal and Torres Strait Islander people, other ethnic groups and people with specialised housing needs, in terms of affordability, design attributes, accessibility to goods and services, etc.

-
- b. Problems of affordability arising from:
- (i) The process of gentrification¹⁹, particularly in the inner metropolitan suburbs (such as the removal of boarding houses), but also in older housing areas in prime locations in the region (for instance Mermaid Beach on the Gold Coast and Noosaville on the Sunshine Coast);
 - (ii) The impact of regional and sub-regional policies where:
 - Urban growth boundaries are defined, controlling the potential for urban development and limiting choice;
 - Low density policies are implemented, controlling the capacity to accommodate population and limiting housing choice;
 - Inefficiencies in the location of new housing areas where cost of housing alone may be low, but the cost of living and providing accessibility to services is very high.
- Policy practices of this nature in Sydney and in a number of cities in the USA have resulted in demonstrably higher prices.
- (iii) The availability of specialised services that have not been decentralised as a consequence of other policy operation. Solutions are available but are not being considered by government at all levels.
- c. Changing demographic patterns, particularly single person households and ageing, which have a significant impact on housing needs.

Issue 15 Issues between the policy and performance of residential development

For example:

- a. While there have been improvements to housing density, yields are generally still below RFGM 2000 targets²⁰. This means that:
 - (i) Land resources are being consumed at a faster rate;
 - (ii) The potential to accommodate population is reduced;
 - (iii) The potential to implement housing demand management strategies is reduced; and
 - (iv) The direct rate of change associated with the urban footprint is noticeably greater.
- b. The distribution of densities across the region is also related to the accessibility of employment and social facilities and amenities offered by centres of various roles and scales in the network.
- c. Policy and social implications arising from concepts such as population capping and carrying capacity include impacts on affordability, as indicated in Issue 14. At the same time, the carrying capacity question recognises that land is a limited resource and that a balance needs to be struck between environmental, economic and social needs.

Issue 16 Rural residential development remains an inefficient use of resources and fails to capture the true cost of provision of services to these communities

While rural residential development remains an inefficient use of land and fragments opportunities for urban development, it is acknowledged that a section of the market seeks a rural residential lifestyle.

¹⁹ The process of renewal and rebuilding accompanying the influx of middle-class or affluent people into deteriorating areas that often displaces earlier usually poorer residents.

²⁰ See s2.3 on page 11

While policy limitations have been placed on rural residential development, continued development has resulted in land fragmentation and a drain on resources in providing services demanded by these communities.

Issue 17 Fragmentation of land resources continues to occur

Many areas currently planned for urban expansion in the region, especially around Brisbane, consist of large numbers of small holdings of less than 5 hectares. Fragmentation affects:

- a. The efficient provision of stocks for urban land purposes: for example, difficulties in putting together large enough sites for strategic development within urban areas due to fragmented ownership;
- b. In fringe areas: difficulties in identifying land stocks that are suitably related to residential areas and of sufficient size to cater for employment and other facilities, activities and amenities;
- c. Maintenance of sustainable agricultural and open space resources: agricultural and open space functions often rely on the physical scale of the resources to maintain integrity and functionality. Continued fragmentation of land holdings significantly reduces opportunities to expand agricultural operations or ensure maintenance of biodiversity; and
- d. The need to strike a balance between the maintenance of agricultural land and the provision of land for housing: agricultural production provides employment both directly and indirectly. It is also part of the heritage and character of many of the region's communities.

3.2 SUMMARY AND LINKAGES

Looking across the issues, opportunities and constraints:

- Centres and residential development themes clearly have a strong bearing on other policy areas in the SEQ2021 regional planning process.
- The strongest relationships are to the Economic Development and Information, Social Justice and Human Services, Integrated Regional Transport Plan and Infrastructure Coordination and Funding sectors.
- A significant number of issues have been identified which relate to regional governance and RFGM implementation mechanisms, which warrant further investigation.

4.0 DESIRED REGIONAL OUTCOMES

This section presents suggestions for desired regional outcomes for centres and residential development. The role of desired regional outcomes is to identify outcomes for the region as a whole, and then specifically how centres and residential development will contribute to sustainability of the region.

4.1 ANALYSIS OF DESIRED REGIONAL OUTCOMES

DRO 1 A more sophisticated approach to Centres policy

A network of centres is provided that:

- (a) Recognises the different roles, functions and scales of centres matched with business and community needs;
- (b) Is supported by high quality public transport and other transport modes;
- (c) Has a high level of connectivity between centres achieved, in part, through corridor reservation for future development;
- (d) By both design and management, have high levels of community service, amenity, sustainability, robustness, flexibility and physical and social accessibility;
- (e) Recognises and retains history, culture, character and heritage;
- (f) Contributes to contemporary culture and practice of innovation in the region; and
- (g) Creates an environment for viable business investment.

DRO 2 Sustainability

Centres and residential development:

- (a) Recognise and respond to capacity constraints (financial and planning capacity for infrastructure supply and environmental capacity to support development);
- (b) Use natural assets wisely to achieve social, economic and environmental outcomes;
- (c) Make efficient use of land in all locations including both *greenfield*²¹ and *brownfield*²² sites; and
- (d) Make provision for the sustainability, integrity and function of ecological systems.

²¹ Sites that have not previously been used for urban development purposes.

²² Sites that have previously been used for urban development purposes, but are now derelict or have been cleared of the original urban form.

DRO 3 Certainty for decision-making and investment

The regional planning process results in:

- (a) Centres and residential policy that provides a framework for government decisions and budget allocations;
- (b) Urban expansion areas affording certainty and commitment for infrastructure;
- (c) Both public and private sector investment reinforces a desired and efficient urban growth pattern; and
- (d) The community of the region accepting the need for greater and more effective investment in public goods (e.g. public transport infrastructure, affordable housing, regional open space, etc).

DRO 4 Sustainable and inclusive communities

The region is served by a network of sustainable and inclusive communities which:

- (a) Focus on viable activity centres;
- (b) Recognise the role of rural towns and villages in the provision of residential accommodation and character functions;
- (c) Provide neighbourhoods and communities that are humane, interactive places and are safe, accessible and quiet, with ease of access to the full range of local community services and facilities²³; and
- (d) Provide substantial levels of self-containment²⁴.

DRO 5 Transport

A high quality transport system (with alternative transport modes and including facilities for walking and cycling) is provided to all urban areas.

DRO 6 Character and design

Centres and residential development:

- (a) Are accessible, functional and sociable, providing a sense of place and community;
- (b) Are adaptable and responsive to change; and
- (c) Reflect a pattern of settlement that acknowledges, celebrates and takes advantage of the region's climate and liveability.

DRO 7 Housing

Residential development:

²³ This outcome is closely related to the desired outcomes of the Social Justice and Human Services Working Group relating to the concept of "Building Cohesive Communities".

²⁴ The notion of self-containment involves a substantial proportion of the living, working and recreation functions being carried out with focus on one area. It does not preclude travel to other areas, but implies that communities become more sustainable and independent.

-
- (a) Provides a range of housing types, mix and affordability to meet diverse needs in each community;
 - (b) Retains diverse housing options (e.g. boarding houses, hostels, caravan parks) in areas undergoing gentrification;
 - (c) Promotes housing affordability;
 - (d) Facilitates cost-efficient delivery of public transport;
 - (e) Facilitates equitable access to human services and facilities;
 - (f) Recognises and retains history, culture, character and heritage; and
 - (g) Contributes to the culture and practice of innovation in the region.

DRO 8 Rural residential development

The impacts of rural residential development (financial, transport, servicing, constraining urban development) are contained.

Not Commonwealth, State or
Local Government Policy

5.0 POLICY OPTIONS

This section suggests a range of policy options designed to address the issues, constraints and opportunities. For each set of options, key questions are posed where guidance is sought from stakeholders and the community on particular directions.

5.1 CENTRES POLICY

Responding to: DRO 1(a), (b) and (g)

SEQ Centres policy is currently based on a hierarchical philosophy. It stems from the strength of the metropolitan centre and from historical population growth which has largely occurred in concentric patterns around or radial arms from the centre. As SEQ has expanded, with strong growth away from the metropolitan centre, a range of other centres has emerged.

So while the hierarchy remains in existence, the combination of centres gives rise to alternative options that are available for dealing with growth in business activities:

- a. Maintain the current relatively strict **hierarchical structure** based on designated centres, taking advantage of the existing focus of infrastructure and services; or
- b. Evolve to a more sophisticated **network-based approach** that recognises currently designated centres but also reflects that centres have emerged as significant community hubs, where order is less important and the nature of centres is more diverse and includes shopping-based, universities, hospital-based, transport node-based, major office nodes, etc.

Strong growth in SEQ provides opportunities for regional planning policy to both recognise and take advantage of the emergence of new and diverse centres. Similarly, the focal points for centres now vary and to ignore those without a major retail function is to ignore reality, as well as the opportunities that are available.

Irrespective of which option is chosen, there are ramifications, which include:

- Transport policy may need adjustment to ensure that appropriate levels of accessibility are provided to the diversity of centres that are available.
- Development potential around the centres/transport nodes then needs to reflect these circumstances. Intensification of the residential yields in and around centres locations can occur, however some caution is needed where there is strong community identity and character associated with existing centres. In such areas, intensification would need to occur over a longer term to reduce the potential impacts and dislocation effects. Some caution is also needed in terms of gentrification issues raised at Issue 14ab(i) above.
- Local government planning schemes may require adjustment, a process that will take time.

OPTION QUESTION:

QQ1 Should centres policy be founded on:

- a. **Maintenance of the current strict hierarchical structure?**
- b. **Evolution to a network-based approach, incorporating the current hierarchy?**

5.2 REGIONAL GOVERNANCE AND IMPLEMENTATION MECHANISMS

Responding to: DRO 1(a)

A significant weakness of the regional planning process is that the voluntary, cooperative arrangements for regional governance have not driven implementation of the RFGM as effectively as could have occurred. Perceptions that planning is uncooperative or uncoordinated or lacks adherence to the regional plan affects decision-making, investment and commitment by both the public and private sectors.

Essentially, if there is a plan, especially one which attracts this degree of cooperative resourcing and prominence of place, there is an expectation that the plan will be followed. If not, the reasons why should be made clear through a transparent process. Institutional structures need to reflect the requirement for adherence to the plan and put in place processes to occur when moving away from plan outcomes.

OPTION QUESTIONS:

QQ2 *Is there an institutional problem with the public and private sectors adhering to centres policy?*

QQ3 *If there is a problem, should the public and private sectors:*

- a. Be required to comply with policy?*
- b. Ensure that the reasons why are documented and available?*

5.3 MANAGING GROWTH AND ITS IMPACTS

Responding to: DRO 2(a), (b), (c) and (d), DRO 3 and DRO 8

This issue is potentially one of the most divisive and debated urban and regional planning issues. SEQ is not alone in debating the issue, with other high growth areas around Australia (such as the northern and southern New South Wales coasts, Western Australia's south-west coast, etc.) also discussing the matter. The question revolves around whether or not limits can and should be set. Tensions arising from the issue reflect:

- The diversity of views in the community;
- The need to balance the various competing interests in the context of a market based economy and an open and free society; and
- The diversity of methods that the SEQ region, sub-regions and local government areas are using to cope with the impacts of high growth rates and volumes.

Urban growth or containment boundaries are used in some cities around the world to define limits. At a regional scale in SEQ, urban growth or containment boundaries would define the location of future urban growth over the period to 2021. This is in effect how the RFGM has operated since 1995.

Possible scenarios include:

- (a) **Less Interventionist:** In essence, in this scenario no deliberate limits to the amount of population growth or dwelling commencement are put in place at a regional level. Land with significant values such as agricultural lands, environmentally sensitive lands, etc. are protected from development, but the amount and location of the growth is not strictly controlled at a regional level, rather, the location of urban development reflects consumer demand.
- (b) **More Interventionist - urban growth or containment boundaries:** This scenario assumes that in the period to 2021, accommodating the forecast extent of growth is not a significant

concern for SEQ, but it is important to position where that growth occurs within the region. Land with significant values such as agricultural lands, environmentally sensitive lands, etc. is still protected, however influencing economic factors such as the location of infrastructure and services becomes a key driver to the location of new growth. While there would be no attempt to set a regional population or dwelling 'limit', growth would be encouraged in areas where services could be cost effectively provided.

(c) **Most Interventionist - carrying capacity:** This concept involves a process of determining:

- The financial capacity of the Federal, State and Local Governments and the private sector to provide infrastructure for the communities: roads, public transport, schools, child care facilities, police services, water supply and sewerage, etc²⁵;
- The environmental capacity to support development to ensure that biodiversity values are maintained and the character that proves so attractive to residents and visitors is not lost; and
- The wishes of particular communities in the various places across the region as expressed via their planning schemes²⁶.

The results, which could at times be more influenced by political processes, rather than technical processes due to lack of data or inconsistencies between scales and accuracy of datasets, are then integrated into a plan that defines the intent for all land for the period of the life of the plan. The processes for preparation are more complex, but the outcomes can more genuinely reflect environmental capacity, servicing capacities and the wishes of particular local communities. A major qualification though, is the potential for dysfunctional regional outcomes, in relation to affordability and other social justice outcomes, through not meeting the need for new housing.

Under (a) above, no firm limits to regional population or dwelling commencements are defined. Under (b) above, an attempt is made to match urban growth and servicing capacity at regional and sub-regional levels. Under (c) above, population and dwelling capacities are defined at regional and sub-regional levels. More interventionist scenarios can offer the community, business and government greater opportunities to plan with confidence for the future.

There are also differences in application of the scenarios, ie, there can be variation between the local and regional scales as to the appropriateness of the different techniques. Over more recent years and in part due to better technologies being available for measurement, local governments have tended towards techniques using (b) and (c) above. A question for SEQ2021 is whether interventionist approaches have a role to play in the regional planning framework or whether such decisions should be used to define limits or whether it is a matter for local government.

Land is a finite resource, especially land with:

- Good access to the metropolitan and regional centres, the beaches, the National Parks, etc.; coupled with
- The standards of services needed by the community.

The result is that there are limits to the amount of growth that particular parts of the region can accept, without:

²⁵ This involves an assumption that the capacity of the community to service urban development is limited, and that such a 'limit' should be used as a basis for restricting population growth and dwelling commencements (presumably at national, state, regional and local levels). This intervention would require deliberate policies at national and state levels as well as regional and local levels, relating to population growth and location.

²⁶ However, the rationale for undertaking planning at a regional scale implies that rigid self-determination of planning policy at a local scale is not appropriate, as local and regional factors need to be balanced, hence the desire to intensify residential densities in locations with good public transport access, notwithstanding that such communities might prefer lower densities to be preserved.

- Fundamentally changing the way of life in those places; or
- Detrimently impacting on the values that attract residents and visitors, both to the place and the region as a whole.

In such locations, there may be little opportunity for growth and there are social and political ramifications that must be considered. This does not mean that the lifestyles or values must be foregone; rather it means that planning for the potential ramifications must be undertaken.

For instance, placing limits on growth can affect prices. While the impacts are artificial, they reflect the finite nature of the land resource. Lifting the limits or not imposing limits is merely one method of addressing affordability. There are other methods, and regional planning processes must address these if the region is to grow at the volume and rate projected, while maintaining the character and lifestyle prized by residents and visitors. Research in these areas would be desirable to extend the policy tools available.

Population impacts on any environment reflect not only the absolute level of population, but also the technologies that are applied to mitigate the impact. Hence, population levels that are considered 'unsustainable' with one form of technology (e.g. current water cycle management techniques) could well be sustainable if better technologies were employed. Improved technologies though do little to reduce the wider and often unmeasured impacts of the urban footprint.

OPTION QUESTIONS:

OQ4 Should population and dwelling limits set by regional planning processes be used as a tool in SEQ?

OQ5 Are urban growth boundaries or urban containment boundaries an appropriate technique for SEQ?

OQ6 Should population and density targets be set as part of the regional planning process, particularly for greenfield and brownfield development?

5.4 URBAN FORM

Responding to: DRO 1(a), (c) and (e), DRO 2(c), DRO 4

Urban form is influenced by many factors and considerable work has been undertaken as part of the previous regional planning processes in SEQ that will guide this issue. Nevertheless, changes to the urban form are possible due to the potential need to expand the urban footprint in the region to accommodate the growth to 2021.

Models for potential consideration are:

- Urban consolidation:** where the focus is on expanding the capacity of the existing urban fabric to accommodate growth. In this model, population density is increased by allowing infill development, redevelopment, building recycling or otherwise increasing directly the yields available from land. It makes better use of existing infrastructure and has the effect of reducing the urban footprint. However, because it alters the physical and social characteristics of individual neighbourhoods, urban consolidation tends to be controversial in local communities.
- Corridor (or linear) development:** where the focus is on particular corridors, usually defined by transport systems. In this model, rapid transport between work, recreation and home is the theory and conventionally in SEQ, corridors between the coasts have been the focus of infrastructure provision that is both organic and sequential. The disadvantage is that significant pressures are placed on the corridors and they are widened and extended to become part of the metropolitan form, where congestion ultimately impacts on the ability to move about rapidly.
- Satellite (or self-contained) development:** where the focus is on establishing new or building up existing locations that are more distant from the conventional centres. In this model, self-

contained areas are developed where work, shopping, education, recreation and home functions substantially occur in the same place. This reduces the strain on transport infrastructure, however its disadvantage is that it can mean greater loads on other forms of infrastructure and services.

A range of centres and residential development issues should guide urban form, including:

- Centres can influence the location of growth and the need to travel, as they often provide the business, employment, cultural, social and recreation facilities sought by the population serviced by the centres. Changes to centres policy can then bring about or necessitate changes to the urban form to reflect new or reinforced locations for such facilities. Likewise, the location of new settlement areas can act as a driver for the development of new centres.
- SEQ currently features a range of urban forms including linear development (corridors), compact communities and separate village communities. It is likely to continue to do so, however there are a number of notes of caution here.
 - As growth occurs there is a tendency in towns and villages around metropolitan or regional centres to lose their discrete identities as urban development links or merges with them, unless this is deliberately addressed.
 - Corridor development while often financially expedient can result in significant impacts through severance of ecosystems. This occurs gradually over time, with first the road, then the roadside development, then the general expansion beyond. The linear form of the region (the plains component below the coastal escarpment) is traversed by both north-south and east-west transport linkages. East-west ecosystem linkages that connect the coast to the forests and the escarpment also traverse it. Fragmentation of the ecosystem linkages occurs as more transport corridors are put in place and as development along corridors expands. The process is slow but insidious.
- The opportunity to provide for redevelopment on *brownfield* sites is significant, and encourages more efficient use of existing infrastructure. While unlikely to arrest an expanding urban form, *brownfield* redevelopment may help slow the rate of growth of that expansion and would also result in increased housing choice and better home/work relationships.
- Regional cities and towns already play an important role in the region. Many have commitments made for expansion and planning for infrastructure. This may be utilised to reduce the impact of continued metropolitan expansion. At the same time, from a transport perspective, in particular, more information may be needed about the potential costs and benefits of promotion of rural town expansion. Further research on this aspect is warranted.

OPTION QUESTIONS:

QQ7 Should centres policy dictate or reinforce urban form?

QQ8 Which of the urban form models is best suited to future growth in SEQ:

- a. Corridor (or linear) development?
- b. Satellite (or self-contained) development?
- c. Urban consolidation?
- d. Combinations of the three?

QQ9 What role should there be for regional cities and towns in reducing metropolitan expansion?

5.5 URBAN LAND SUPPLY

Responding to: DRO 2 and DRO 7

There is an inherent tension between maintaining affordability and respecting the values and constraints of land and environment.

One argument is that the supply of land for any form of future urban development should be matched to actual demand so that there are no adverse impacts on housing affordability. It is a simple approach which to some extent assumes that the only driver to affordability is supply. Of course there are other factors, such as the housing costs in southern capitals leading to the inter-state migration from which much of SEQ's growth is derived. Nevertheless, supply is a key factor and sometimes seen as a simple solution.

An alternative view is that the supply of land for urban purposes should be dictated by the land's constraints and the influence of environmental and infrastructure carrying capacities. It takes the view that land is a finite resource and there is consequently a carrying capacity that can be defined, when certain values are in place. It accepts that because land is a finite resource, there will be affordability effects.

A further view suggests that there is a need for a balance or 'trade-off' between affordability at the 'point-of-sale' (i.e. purchase price) versus the provision of efficient and effective community infrastructure (for instance, public transport).

OPTION QUESTION:

OQ10 In terms of population growth, is it more important to maintain housing affordability or place limits on the amount of development that may occur in an attempt to protect the existing features that attract residents to the region?

5.6 NON-URBAN FORM: URBAN NEEDS VS. OPEN SPACE

Responding to: DRO 2(b) and (d)

This section discusses a number of themes relating to impacts of urban functions on non-urban functions. The region's non-urban areas encompass dedicated open spaces such as National Parks and productivity areas that contribute to open space such as broad-acre farming and forestry.

The conservation of good quality agricultural land in SEQ is subjected to the same types of controls as other parts of the State (albeit adapted by Local Government planning schemes). While the principles of maintaining good quality land for agricultural productivity and the contribution it makes to open space functions are accepted, the value to the community of maintaining broad tracts of land for agriculture in the SEQ region is questioned.

The Working Group suggests:

- An evaluation of whether or not the maintenance of good quality agricultural land in SEQ is achieving the position statement²⁷ of the State Government should be conducted.
- This evaluation needs to be tested against the potential alternative needs for the land by the community in this location including recreation, open space, residential, etc.
- The evaluation also needs to be tested against catchment management imperatives where the conduct of agricultural activities may have the potential for environmental impacts that have effect on overall sustainability in the region.

In SEQ, significant inter-urban breaks assist with defining communities and place. The notion of conurbation from the Gold Coast to Noosa or from Brisbane to Toowoomba is one that the community is not happy about and one which the RFGM 2000 strives to avoid.

While the inter-urban breaks are key defining features, there is threat and pressure on these breaks. The break between the Gold Coast and Brisbane has been lost and a mega city is almost a reality. Maintenance of the others will assist in maintaining the character of the diverse places of the region and assist with maintenance of biodiversity values. For example, Melbourne has recently identified 12 *green wedges* for protection, which provide connectivity between urban open space and rural open space.

OPTION QUESTIONS:
Q11 Does traditional agriculture still have a viable role to play in SEQ?
Q12 If not, should agricultural land be considered for other purposes?
Q13 Is it important to maintain the region's inter-urban breaks?

²⁷ The Queensland Government considers that good quality agricultural land is a finite national and state resource that must be conserved and managed for the longer term. As a general aim, the exercise of planning powers should be used to protect such land from those developments that lead to its alienation or diminished productivity [State Planning Policy 1/92: Development and the Conservation of Agricultural Land (1992)].

5.7 HOUSING DENSITY AND PUBLIC TRANSPORT

Responding to: DRO 1 (c) and DRO 7

There is strong argument that new housing, whether it is on the fringe or within established urban areas should be developed so that cost-effective public transport services can be provided. The argument extends to increasing housing densities in areas around key transport nodes. While these are obvious policy options that are contained within RFGM 2000, there is question over whether they are being implemented sufficiently.

Residential densities in fringe areas have a substantial impact on public transport patronage and levels of subsidy necessary to provide basic services. A key issue is the relative sparseness of the line haul public transport system in SEQ.

Typical urban fringe densities of 8-10 dwellings/ha do not generate enough cost recovery to enable services to be provided to these areas to a level desired by the community. Residential densities of 14-16 dwellings/ha can generate a cost recovery that can significantly improve the coverage, frequency and early introduction of services into newly developing areas.

A fundamental question is whether the community and the development sector is prepared to support minimum residential densities in newly developing areas to benefit from the higher quality of public transport services that in turn could be provided.

Within established areas the community needs to consider whether even higher residential densities will be allowed at key transport nodes (such as railway stations) which can support further enhancements to the overall transport system while reducing congestion.

OPTION QUESTION:

OQ14 In terms of housing density and public transport:

- a. Should new commitments for housing in fringe locations, be limited to those areas located in growth corridors linked to public transport routes?***
- b. Should the line haul public transport system (rail) be extended and upgraded to provide an adequate standard of service to all major settlement areas in SEQ?***
- c. Should new residential development in fringe locations be undertaken at minimal densities of around 15 dwellings/ha and be limited to areas that can be cost effectively supported by public transport?***

5.8 RURAL RESIDENTIAL DEVELOPMENT

Responding to: DRO 8

The fact that rural residential development is generally an inefficient means of accommodating population has been well documented. Apart from consuming large land areas, it generates difficulties in delivery of services due to the low densities at which it occurs²⁸. While RFGM 2000 deals with the issue and places a policy position, many feel the policy is not being implemented appropriately. Arguments have been advanced that the impact from rural residential development is so great that legislation precluding further approvals should be implemented. On the other hand, the market demand for this lifestyle is recognised.

The middle ground, perhaps, is that if capacity for future rural residential development is to be retained, the true costs of infrastructure necessary to service these communities should be recovered.

²⁸ The Social Justice and Human Services Working Group has also identified this as an issue.

Research is needed to provide tools for local government to use in considering consolidation of development in rural residential estates. Gold Coast, Caboolture and Noosa are local governments that have researched or are implementing policies in these areas.

OPTION QUESTION:

OQ15 Should continuing issues of rural residential development be addressed by:

- a. Precluding approvals for further development?***
- b. Placing limits that focus new development only on areas with good accessibility to services, infrastructure and public transport?***
- c. Consolidating areas for rural residential and rural living, with preclusion of new approvals?***
- d. Ensuring that rural residential development meets the full infrastructure cost?***

OQ16 Should more research be carried out on converting rural residential development to urban purposes or increasing lot numbers within such areas?

APPENDIX 1. WORKING GROUP MEMBERSHIP

Table 1 Working Group Membership

John Minnery	AHURI Qld Research Centre
Wendy Chadwick	Brisbane City Council
Roger du Blet	Commerce Queensland
Mark Norton	(C'th) Department of Transport and Regional Development
Jane Wilson	(C'th) Department of Families and Community Services
Stuart McLaughlin	Department of Housing
Stafford Hopewell	Department of Local Government and Planning Lead Agency
Invited	Department of State Development
Jo Bain	Environmental Protection Agency
Rick Wiley	Housing Industry Association
Marjorie Carss	National Council of Women
Wally Wight	Northern Sub-regional Organisation of Councils
Greg Vann - Chair	Planning Institute of Australia
Guy Gibson/Ben Slack	Property Council
Michael Petter/Ted Fensom	Queensland Conservation Council
Adrian Pisarski	Queensland Shelter
Steve Conner	Queensland Transport
Terry Scanlan	Southern Sub-regional Organisation of Councils
Peter Richards	Urban Design Alliance of Queensland
David Keir	Urban Development Institute of Australia
Gary White	Western Sub-regional Organisation of Councils
SEQ2021 Convenor/Liaison Officer	
Kelli Thomas	Department of Local Government and Planning
Consultancy support	
Paul Summers	Paul Summers Planning Strategies

APPENDIX 2. REFERENCE SOURCES

Department of Local Government and Planning *Household Projections Queensland* (1999) PIFU

Department of Local Government and Planning *Population Trends and Prospects for Queensland* (2001) PIFU

Office of Economic and Statistical Research (2001) *Regional Profile: Darling Downs* Qld State Government

Office of Economic and Statistical Research (2002) *Regional Profile: Brisbane and Moreton Statistical Division* Qld State Government

Policy Development and Integration Committee Draft *SEQ2021 Key Issues and Values Survey* (2003), SEQ2021

Qld State Government *State Planning Policy 1/92: Development and the Conservation of Agricultural Land* (1992) Department of Housing Local Government and Planning

Regional Coordination Committee *South East Queensland Performance Monitoring Report* (2002) 2001 Information Paper No. 1 SEQ2001

Regional Planning Advisory Group *Major Centres* (1993) A Policy Paper of the SEQ2001 Project

Regional Planning Advisory Group *Residential Choice and Efficiency* (1993) A Discussion Paper of the SEQ2001 Project

Regional Planning Advisory Group *Rural Residential* (1993c) A Policy Paper of the SEQ2001 Project

SEQ2001 *South East Queensland Regional Framework for Growth Management* (2000) SEQ2001

Victorian Department of Infrastructure *Melbourne 2030* (2002) Victorian Department of Infrastructure

Warren Centre for Advanced Engineering *Sydney: Sustainable Transport in Sustainable Cities A City of Cities Report*

Study Tour Participants *Growth Management in the Pacific North West USA/Canada* (2001)– A Report by the Study Tour Participants from the South East Queensland Regional Organisation of Councils

UK Office of the Deputy Prime Minister *Planning Policy Guidance 3: Housing* (2000)

APPENDIX 3. CASE STUDIES

Melbourne 2030

Melbourne 2030²⁹, released in October 2002, is a 30-year plan to manage urban growth in Melbourne and the surrounding region. The main focus is on protecting the liveability of established areas and concentrating major change in strategic redevelopment sites such as activity centres and underdeveloped land, with a shift away from growth on the fringe. The nine key directions of the Melbourne 2030 plan are:

- a. A more compact city
- b. Better management of metropolitan growth
- c. Networks with the regional cities
- d. A more prosperous city
- e. A great place to be
- f. A fairer city
- g. A greener city
- h. Better transport links
- i. Better planning decisions, careful management

The Victorian Government's policies and initiatives most relevant to Centres and Residential Development include those aimed at achieving a more compact city, such as building up a network of existing and planned Activity Centres of varying size and function that are linked to an improved public transport network, and restricting out-of-centre development. The base of activity in centres dominated by retail will be broadened, offering a wider range of services (including public facilities) and longer hours of operation. New housing will be located in or close to activity centres and other strategic redevelopment sites, and the supply of well-located affordable housing will be increased.

The centres network comprises the Central Activities District, 25 nominated Principal Activity Centres (including town centres and stand alone centres), 79 Major Activity Centres and 10 Specialised Activity Centres. The centres differ in size and function, have overlapping catchments, and are connected by public transport. Integrated performance criteria (social, economic and environmental) will be used to assess centre performance in the network, with priority for investment and location of significant land uses given to Principal Activity Centres especially those connected into the Principal Public Transport Network. 900 Neighbourhood Activity Centres (small centres mostly offering local convenience services) will be focal points for higher density housing with a range of housing to suit different household types.

New housing will also be located in other strategic redevelopment sites that have good access to transport and services. Over 130 sites have been identified for potential large residential development (more than 100 dwellings) outside activity centres, with strategic opportunities for smaller developments also being sought.

Policies and initiatives to achieve better management of metropolitan growth include establishing an urban growth boundary to limit outward metropolitan growth. Urban expansion will be concentrated into growth areas served by public transport (i.e. corridor development), with development sequenced to ensure services are available early in the development cycle. Twelve "green wedges", which separate the growth corridors and accommodate agricultural, recreational and other non-urban uses, will be protected from inappropriate development.

An Interim Urban Growth Boundary has been put in place with an immediate effect on planning decisions. It is based on current urban zonings for most of the fringe areas (except in designated growth areas where it includes some future urban land). A permanent boundary will be adopted after public consultation and will be regularly reviewed in designated growth areas to provide for

²⁹ *Melbourne 2030* (2002)

future growth requirements. Urban growth boundaries may be considered for other towns in the region (eg small towns in the “green wedges”).

Policies and initiatives to promote networks between the regional cities include promoting the growth of regional cities and key towns on regional transport corridors as part of a networked cities model; and controlling development in rural areas to protect agriculture and avoid inappropriate rural residential development.

Urban design policies and initiatives also promote a more liveable and attractive environment and the creation of attractive, walkable and diverse communities with improved public safety. Cultural identity, sense of place, neighbourhood character and heritage places and values will be recognised and protected. The quality and distribution of local open space will be protected and improved, with gaps in the metropolitan open space network filled and major open space corridors protected and enhanced.

Transport links will be improved with the development of a Principal Public Transport Network and local public transport services, to improve links between activity cities and to link Melbourne to the regional cities. In planning urban development, jobs and community services will be made more accessible and priority will be given to cycling and walking.

Sydney: Sustainable Transport in Sustainable Cities

This report³⁰ examines the relationship between land use, transport provision and travel behaviour in Sydney. This extensive report highlights numerous approaches and principles relevant to SEQ Centres and Residential Development including:

- a. Concentrating growth in regional and sub-regional centres along the lines of the urban village or living city concept.
- b. Centres customising to their community by adapting uses to the local marketplace
- c. Adopting a package approach to urban development, the provision of transport infrastructure and other services and environmental requirements.
- d. Increasing the amount of housing in inner and middle ring suburbs that have better access to employment and public transport OR facilitating employment growth where there is currently a shortage of jobs to reduce the need for long distance commuting.
- e. Requiring new *greenfield* development to locate close to an existing or proposed major public transport corridor and that it have satisfactory public transport facilities.
- f. Requiring new *greenfield* development to provide an urban form and minimum density (the State Government target is 15 dwellings per hectare for new residential release areas) which supports the use of public transport and is conducive to safe walking and cycling.
- g. Requiring new employment areas to provide an urban form that supports the use of public transport, walking and cycling.
- h. Developing innovative public transport options for low density employment areas.
- i. Encouraging home-based business, working from home and greater flexibility in working hours.
- j. Requiring street layout and design in new areas facilitate access for buses and promote safe walking and cycling.

The Warren Centre’s report identifies ten principles for improved transport and land use planning integration, specifically:

1. Concentrate in centres.
2. Mix uses in centres.
3. Align centres with corridors.
4. Link public transport with land use strategies.
5. Connect streets.
6. Improve pedestrian access.

³⁰ *Sydney: Sustainable Transport in Sustainable Cities*

-
7. Improve cycle access.
 8. Manage parking supply.
 9. Improve road management.
 10. Implement good urban design.

The report highlights the importance of shopping centres both to facilitate the growth of regional and sub-regional centres and to encourage more sustainable land use and transport patterns. This is based on the recognition that centre locations achieve a far higher level of public transport use than dispersed employment (eg corridor style development). Some of the Report's recommendations include:

- Supporting the development of mixed-use centres, higher density housing and employment along major public transport corridors, especially at public transport nodes
- Concentrating trip generators such as hospitals, TAFEs, shopping centres, stand alone offices, entertainment and community services in areas that are highly accessible by a range of transport nodes
- Creating a highly visible and urban character so that the centre is easily recognisable, and people places are created
- Optimising pedestrian amenity by encouraging and facilitating pedestrian movement through centres, safety and security, and good connections with public transport.

The report predicts that in the future centres will need to be adaptable to meet demographic shifts and new patterns in shopping habits, store types, social activities and disposable income spending. Internet shopping will converge with conventional in-store retailing. Development of integrated regional, sub-regional and community centres will be encouraged with a wide range of activities operating over an extended period, including late night opening.

Growth Management in the Pacific Northwest USA/Canada

The report³¹ on a study tour undertaken by 18 elected representatives, senior managers and planners in May 2001 illustrates the similar challenges to sustainability faced by SEQ being addressed in west coast North America and Canada.

Los Angeles indicates the non-sustainable direction resulting from not addressing urban sprawl and car-dependence. Portland, Seattle and Vancouver illustrate more positive efforts (and varying degrees of success) in addressing growth management and sustainability challenges. These regions have placed very high value on their landscape and biodiversity assets. They also demonstrate that investment in protecting natural assets, and promoting and consolidating compact urban form and better-integrated communities, yield not only lifestyle benefits, but also economic attraction for "high-end" enterprises.

Vancouver has identified an urban growth boundary and seeks to accommodate a high proportion of population growth in existing centres (although substantial *greenfield* capacity was built into the boundary). Seattle's containment is underpinned by urban limits and the protection of rural scenery and recreation opportunities. However, the approach in Seattle is not as successful as Vancouver's, with urban clusters at the limits of growth boundaries and rural settlements proliferating. Both trends lead to fragmented and poorly serviced enclaves. Portland, Oregon has had a growth boundary in place for 20 years, however spill over effects are also evident. Portland's focus is on innovative infill and consolidation, enhancing housing choice and diversity.

The main lessons for SEQ from the approaches to urban growth management in the US and Canada is that clearly defined and defensible urban limits can effectively address urban sprawl. However, attention must be paid to the preservation of non-urban activities and character beyond the limits, so that urban expectations are minimised. Within the limits, the provision of infrastructure and the use of incentives can help manage the sequence and pattern of development. Infill and

³¹ *Growth Management in the Pacific North West USA/Canada* (2001).

consolidation and renewal can offer real choice and increased convenience and amenity. The development of population growth targets around urban centres and existing urban areas assists infrastructure planning.

In terms of centres policy, regions with compact, vibrant and diverse centres are far more successful. Key characteristics include balanced transport, a pedestrian focus, residential presence (including affordable and low cost housing) and the innovative use of the existing urban fabric.

UK Planning Policy Guidance

The UK Government promotes more sustainable patterns of development by concentrating additional housing development within urban areas. In the Planning Policy Guidance³² which addresses residential development (PPG3), the UK Government outlines key policy directions. These include:

- a. Maintaining the supply of housing by assessing urban housing capacity
- b. Re-using urban land and buildings
- c. Identifying major growth areas and sites that have redevelopment potential and sequencing development
- d. Making allowance for windfall sites in urban areas (but no allowance for *greenfield* windfall)
- e. Not renewing outstanding planning permissions which no longer meet policy requirements
- f. Reallocating employment and other land to housing
- g. Using compulsory purchase powers for land assembly.

Housing opportunity and choice will be widened through creating mixed communities and providing housing that takes account of local housing needs and offers more choice. More affordable housing will be delivered (including in rural areas through a rural exception policy) and provision monitored.

The UK Government's measures for creating sustainable residential environments including linking development with public transport, promoting mixed use development, greening the residential environment, designing for quality and rejecting poor design, and making the best use of land (between 30 and 50 dwellings per hectare). Development outside of urban areas will occur only where necessary to meet local housing needs, for example through village expansion and infill, or urban extensions where there is good access to public transport and other services. New settlements will be rare and speculative proposals discouraged.

Recognising that urban design and spatial planning can tackle social problems and achieve social inclusion, the UK Government has established an Urban Task Force. The Task Force has published a report titled *Towards an Urban Renaissance*, which set out a vision for the sustainable regeneration of towns and cities through making them compact, multi-centred, live/work, socially mixed, well designed and connected and environmentally sustainable. The Urban Task Force promotes a holistic approach of making every street and neighbourhood more liveable, with targets for the delivery of well-designed affordable and sustainable housing, particularly around transport hubs and on *brownfield* sites.

³² *Planning Policy Guidance 3: Housing* (2000)

APPENDIX 4. RFGM PROVISIONS

Major Centres

Objective

To establish a network of major centres which serve the economic, employment, social and environmental needs of the region.

Principles

- a. There should be a hierarchy of major centres in the region, which supports the pattern of development in SEQ to the year 2016 and is based on the four major urban areas: the Brisbane metropolitan area; the Sunshine Coast; the Gold Coast; and Toowoomba. A major centre is an important urban centre which is multi-functional and includes retail, commercial, recreational, community, cultural and transport services. The hierarchy would include the following levels: Brisbane Central Business District (CBD); Key Metropolitan Centres; Key Regional Centres; and Major District Centres.
- b. The Brisbane CBD and its frame area should continue as the dominant centre in the region for the seat of government, national and regional headquarters of large private firms, and cultural and recreational facilities of State importance.
- c. Within the Brisbane metropolitan area, priority should be given to the development of three Key Metropolitan Centres which are, or can be, economically serviced by mass public transit, based either on fixed rail or buses operating on dedicated right of ways. These centres should be a focus for public and private employment growth.
- d. Employment growth opportunities which are not in accordance with the role of the CBD should be discouraged in the CBD and Frame, and encouraged in the Key Metropolitan Centres. Priority should also be given to encouraging the retention of residents and residential renewal in the CBD and Frame.
- e. One Key Regional Centre should be developed in each of the Sunshine Coast and Toowoomba urban areas and two Key Regional Centres should be developed in the Gold Coast urban area, as preferred locations for major office, retail, community services, leisure and cultural facilities and government services, facilities and infrastructure.
- f. These centres should be serviced by fixed rail or high capacity, high frequency buses operating on priority systems.
- g. The Key Centres should be given priority over other centres in relation to planning, promotional and resource allocation activities of governments.
- h. Public transport services and interchanges for the Key Centres should be provided or upgraded to improve access to employment and minimise air pollution from vehicle travel and congestion.
- i. Medium density housing should be concentrated around the Key Centres to provide opportunities for people to live within walking distance of a range of commercial and community facilities.

Priority Actions

- a. Support the development of Key Metropolitan Centres at Ipswich, Caboolture and Beenleigh.
- b. Support the development of Key Regional Centres at Toowoomba, Maroochydore, Robina and Southport.
- c. Establish a Centre Management Office in each Key Centre, answering to a Steering Group that includes centre stakeholders.
- d. The role of the Management Office and Steering Group is to:
 - Promote the centre as an investment and business opportunity;
 - Coordinate implementation of the Centre Development Strategy;
 - Act as an advocate to attract funding and resources for the centre, including within all spheres of government;

- Liaise with Local, State and Commonwealth agencies, and business and property owners to promote the coordinated development of the centre;
 - Foster public/private partnerships in the centre;
 - Assemble development sites and enter into joint ventures;
 - Coordinate marketing and promotional activities and enhance community awareness of the Key Centre; and
 - Monitor achievements, threats and opportunities.
 - Fund the Centre Management Office through contributions from Local and State Governments and local private sector stakeholders.
 - Encourage a public and private sector partnership in the establishment and ownership of the Centre Management Office.
- e. Prepare and implement a Centre Development Strategy for each of the Key Centres to guide their long-term development. Regularly review and update the strategy.
The strategy should include:
- An Economic Development Plan which identifies employment targets for the centre and for different uses;
 - A Mobility Plan that provides for high levels of transport accessibility to the centre, particularly for pedestrians, cyclists and feeder transport services, and ensures that the structure of the centre is focussed on the public transport interchange;
 - A Parking Policy which considers the supply of parking in major centres and parking pricing issues to discourage single-occupant vehicle travel and encourage higher use of public transport, walking and cycling;
 - A Land Use/Urban Design Plan that provides for a high quality urban environment, including an appropriate level and quality of open space, and addresses the environmental opportunities and constraints for the selected site;
 - A Community and Cultural Facilities Infrastructure Plan; and
 - Physical and Human Services Infrastructure Programs.
- f. Monitor employment growth in the Brisbane CBD and Frame area and review planning policies and controls for this area to manage the extent and intensity of employment growth in accordance with the roles outlined in Principles 8.2 and 8.4.
- g. Encourage accelerated development of the Key Centres by giving them priority in programs for government services, facilities and infrastructure provision.
Adopt policies and administrative arrangements, infrastructure guidelines and implementation strategies which commit all government agencies to the major centres principles and outcomes.
Establish or move regional government offices into Key Centres. Development resources in the SEQ 2001 RRU to promote understanding within government agencies of the major centres policy and to support initiatives in promoting Key Centres in government agencies.
Encourage the development of whole of government place planning and management strategies for the delivery of infrastructure and services, based on Key Centres.
- h. Adopt planning guidelines which encourage large private sector investments to locate in Key Centres and discourage out-of-centre development.
Planning guidelines should provide for:
- Development bonuses for larger developments in Key Centres
 - Reduced car parking requirements
 - Relief from taxes and other costs in assembling sites and during the period of construction.
- i. Implement relevant aspects of centre development strategies through provisions in planning schemes.
- j. Develop simple definitions relating to size and function for a centres network for the SEQ region. Amend planning schemes to include centre designations that are broadly consistent with these definitions.
Determine suitable policies, implementation strategies and locations for Major District Centres in SEQ.
- k. Amend planning schemes to ensure that retail and office development proposals are assessed with reference to their impact on the future viability of nearby designated Key Centres and other identified major centres, including those in adjoining Local Government areas.

Manage the development of competing centres so that the role of Key Centres is not undermined.

- l. Identify areas of opportunity and include provisions in planning schemes for higher housing densities around all Key Centres and Major District Centres.
- m. Ensure provision of housing assistance in areas around Key Centres and Major District Centres.

Residential Development

Objective

To provide a variety of residential densities and living environments.

Principles

- a. Residential development should provide for a variety of housing types and densities that takes account of demographic and socio-economic characteristics.
- b. Residential densities should be increased in existing and new areas, particularly around major centres, railway stations, stops on high capacity transit routes and other transport interchanges.
- c. Residential development should be based on patterns of settlement which:
 - Promote use of existing infrastructure;
 - Promote development, redevelopment and infill of existing and committed residential areas; and
 - discourage premature urban designations and oversupply of residential land.
- d. New residential areas should be located in areas with high accessibility to efficient public transport services, or where such services can be relatively easily provided.
- e. The bulk of new residential development should occur as part of an existing or new neighbourhood of sufficient population size to allow for the development of local community facilities.
- f. Affordable housing and land should be distributed throughout the region to match community needs and be well located in relation to open space, recreation, services and employment.

Priority Actions

- a. Increase average residential densities in new areas and in existing areas, through the application of guidelines, such as the Queensland Residential Design Guidelines and the Shaping Up Guidelines.

Review planning scheme provisions to ensure that they:

 - Provide choice in housing types to meet demand;
 - Achieve higher densities in appropriate locations; and
 - Encourage the provision of affordable housing.
- b. Benchmark and monitor residential density so that progress on achieving higher densities in appropriate locations can be assessed.
- c. Specify maximum and minimum residential densities in planning schemes, particularly around transport nodes and major centres.
- d. Encourage transit oriented residential development, including mixed-use development, at public transport nodes and major centres.

This should support and build on investments in public transport infrastructure in the following urban growth corridors and areas:

 - Caloundra to Maroochydore
 - Strathpine to Caboolture
 - Petrie to Kippa Ring
 - Springfield to Ripley to Ipswich
 - Ipswich to Rosewood
 - Cannon Hill to Cleveland
 - Brisbane to Springwood
 - Algeester to Browns Plains to Greenbank

-
- Coomera to Robina to Coolangatta
 - e. Prepare comprehensive development plans for all significant new residential areas. Incorporate into these plans a transport strategy, which supports public transport, walking and cycling, to encourage high non-car based accessibility between residential, community services, retail, employment and recreation locations.
 - f. Undertake a study, including case examples, of the feasibility and appropriate strategies for converting existing rural residential areas, which are well located with respect to infrastructure, services and employment opportunities, to urban residential uses.
The study should assist Local Governments to identify areas of existing rural residential development, that are suitable and feasible for redevelopment to urban uses, and assist them to develop strategies to achieve such redevelopment.
 - g. Upgrade designated rural residential areas to a more intensive urban residential use, where such areas are in close proximity to existing urban areas, transport services and community infrastructure and do not conflict with nature conservation and cultural heritage values.
 - h. Implement strategies to achieve better housing design solutions, which are more responsive to:
 - Streetscape character
 - Neighbourhood amenity expectations
 - The sub-tropical climate of SEQ
 - Energy efficiency principles
 - Minimising impacts on water quality and wildlife.
 - i. Upgrade the urban development monitoring systems of State and Local Governments to facilitate regular review of the following:
 - Regional and sub-regional populations
 - Urban densities
 - The take-up of urban land
 - Housing affordability.

APPENDIX 5. GLOSSARY

Brownfield:	Sites that have previously been used for urban development purposes, but are now derelict or have been cleared of the original urban form.
C&RDWG:	Centres and Residential Development Working Group
CBD:	Central Business District
Centres:	In this paper, centres go beyond the RFGM 2000 ³³ definition. Whilst they include those from the RFGM 2000 ³⁴ , they also include or potentially include a range of lower-order or more diversified centres that do not necessarily have a retail-base. For more information, refer to Issue 1 on page 14, DRO 1 on page 23 and 5.1 on page 26.
Gentrification:	The process of renewal and rebuilding accompanying the influx of middle-class or affluent people into deteriorating areas that often displaces earlier usually poorer residents.
Greenfield:	Sites that have not previously been used for urban development purposes.
Intensification:	Increasing the potential yields for development. This can be achieved by altering the intensity of lot yield and unit yield for new development. For existing development it can be achieved by converting housing areas to unit areas, dual occupancy, re-subdivision of existing lots to increase yield, etc.
Line haul:	Rail transport
NORSROC:	Northern Sub-Regional Organisation of Councils
SEQ:	South East Queensland
WESROC:	Western Sub-Regional Organisation of Councils

³³ *South East Queensland Regional Framework for Growth Management (2000)*

³⁴ Those mapped as part of RFGM 2000 were the *Brisbane Central Business District*, *Key Metropolitan Centres* (Ipswich, Caboolture and Beenleigh) and the *Key Regional Centres* (Robina, Southport, Maroochydore and Toowoomba). *Major District Centres* were discussed in RFGM 2000, but were not mapped.



Queensland Government

Department of Local Government and Planning



SEQROC

A joint initiative of the Queensland Government and the South East Queensland Regional Organisation of Councils

