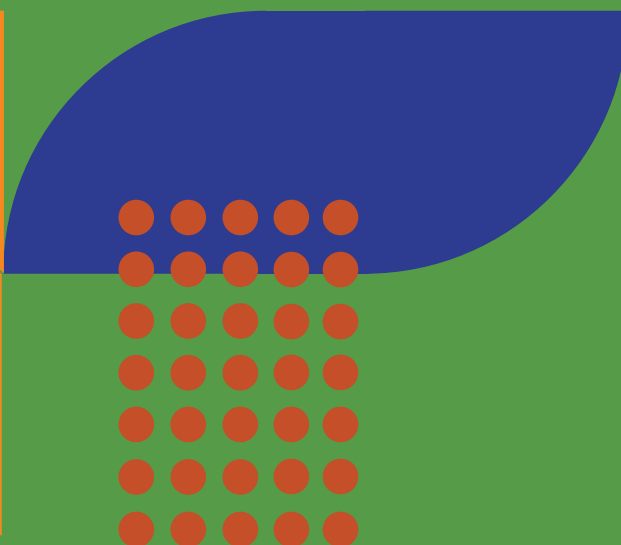


Growth Management Strategy

2022



Phase 1 Consultation Information Paper

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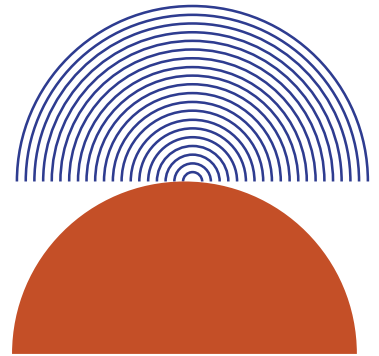
Purpose and Introduction



The purpose of this Consultation Information Paper is to provide the community and other stakeholders with information to inform the engagement on the preparation of a Growth Management Strategy (GMS).

Moreton Bay Regional Council (MBRC) is preparing a GMS to set a roadmap for how the Council will manage growth in the region to 2041 and beyond. The GMS will provide for principles, strategies and actions that will help manage forecast population and employment growth in the region.

The GMS is being prepared under the framework of the new draft Corporate Plan and will have strong linkages with the Environment and Sustainability Strategy and Integrated Transport Strategy which are being prepared at the same time as the GMS. The GMS will also complement the adopted Regional Economic Development Strategy and Draft Community Wellbeing Strategy.





The following key focus areas (or outcomes) will form a basis to achieve our goal for a well-planned region as reflected in Council's draft Corporate Plan:-

- Our region has a clear urban growth boundary that protects our unique regional landscapes and environmental values.
- We have a preferred sequence of growth that supports complete, sustainable and connected communities.
- We have well-planned neighbourhoods that support changing communities, respect cultural heritage and enjoy a unique sense of place.
- Our communities have access to safe, affordable and diverse living choices that meet their needs and lifestyle.
- We have well-planned centres and precincts that support our vibrant local economy and identity.
- We have infrastructure that integrates with surrounding land use and supports our growing communities.

This Consultation Information Paper provides further detail about some of the key issues that are relevant to these outcomes and the engagement on the GMS, including:

- How to best accommodate the size of growth expected in the region, and having regard to the planning framework that is already in place.
- Trying to find ways to better address changing housing needs and what opportunities exist to create different forms of housing in established urban areas.
- What to do about local employment opportunities.
- How to protect the character and identity of the region as it grows.

Council will be engaging with the community to understand what how these key issues can be addressed to best manage the future growth to 2041 and beyond.

"We have well-planned centres and precincts that support our vibrant local economy and identity."





Background

The Moreton Bay Region supports suburban neighbourhoods, centres for industry and higher education and significant natural features over more than 2,000 square kilometres, which is more than 1.5 times the area of Brisbane City Council. The region is one of Australia's fastest growing and is the third largest Local Government Area (LGA) in Australia (by population); it will continue to be a popular region to live, work, visit and invest in the future.

Based on Queensland (State) Government medium series population projections, the population in Moreton Bay Region is expected to grow from approximately 480,000 people in 2021 to 690,000 people in 2041 as shown in Figure 1.

The growth task facing the Moreton Bay Region is considerable in terms of the quantum of growth, demands on infrastructure, form of development and long-term sustainability and prosperity of the region. With over half of the workforce employed outside of the region, it is not only catering for growth of its own population but also providing housing supply for the broader Brisbane Capital City area.

2021
Population
480,000

2041
Projection
690,000



44%
population
increase



10,500
people per year

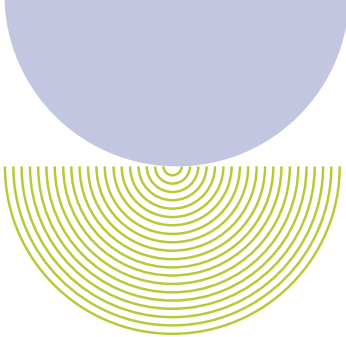


90,000
additional dwellings



4,500
dwellings per year

Figure 1 - Projected population growth and annual average forecasted people and dwellings in Moreton Bay region to 2041.



Located to the north of Brisbane and south of the Sunshine Coast, the Moreton Bay Region contains unique coastal, rural and landscape features which need to be protected and managed.

Brisbane remains Queensland's primary location for employment, tertiary education and services in locations such as the Trade Coast, Brisbane Airport and the Port of Brisbane accessed by the Gateway Motorway, the Brisbane CBD accessed by the passenger rail connection, and key road connections including the Bruce Highway, South Pine and Gympie roads.

The Sunshine Coast located to the north, is a primary location in Southeast Queensland for residential growth and tourism. While accessed from the Moreton Bay Region by passenger rail and the Bruce Highway, a regionally significant "inter-urban break" means that the Moreton Bay Region and Sunshine Coast are distinct destinations with their own character and development pressures.

The Moreton Bay Region is facing similar issues to other communities surrounding the Brisbane Capital City area. These include promoting local jobs and a more sustainable and diverse local economy, meeting growing housing demands and delivering infrastructure to meet those demands, and protecting the region's environment and lifestyle.

In addition to our forecast growth, in thinking and planning for the next 20 years it is also important to consider the national and global trends which are likely to influence and impact the Moreton Bay Region. Drawing on contemporary thinking and evidence we know that there are trends which will have long-term implications including:-

- Climate change
- Resilience planning for natural disasters
- Transition to global digital economy
- COVID-19
- Olympic and Para Olympics Games 2032
- Ageing of population and reduction in population mobility.

It is necessary to address these trends in long term planning to better manage and mitigate impacts and realise opportunities where they exist.

"... the Moreton Bay Region contains unique coastal, rural and landscape features which need to be protected and managed"

Key Growth Issues

Queensland Government *ShapingSEQ* policy directions

ShapingSEQ is the State Government's long-term growth plan that manages growth in South East Queensland (SEQ). MBRC is one of twelve (12) local government areas that make up the SEQ region (Figure 2) and Council has a statutory obligation to implement the policies and directions of *ShapingSEQ*.



Figure 2 - Moreton Bay Region - South East Queensland Context

ShapingSEQ requires Council to plan for a minimum of 88,300 new houses to be built in the Moreton Bay Region between 2016 and 2041, however more recent population projections prepared by the state suggest that approximately 90,000 more houses will need to be accommodated within the region for the period of 2021 to 2041 to meet forecast population growth.

Under *ShapingSEQ*, Council is also required to accommodate an increasing proportion of new houses in locations which are well serviced and provide existing infrastructure. This policy is measured in the number of houses built in:

- 'Expansion' areas (generally associated with the development of non-urban land, and often referred to as emerging community areas); and
- 'Consolidation' areas (generally associated with the redevelopment of existing urban land in established neighbourhoods, for apartments or townhouses etc.).

For the Moreton Bay Region, 55% of houses are expected to occur in Consolidation areas and 45% in Expansion Areas according to *ShapingSEQ*. By 2041, *ShapingSEQ* sets a preferred future for 60% Consolidation and 40% expansion for the whole SEQ region.



"... approximately 90,000 more houses will need to be accommodated within the region for the period of 2021 to 2041 to meet forecast population growth."

ShapingSEQ identifies an Urban Footprint that is expected to accommodate this growth to 2041 (Figure 3).

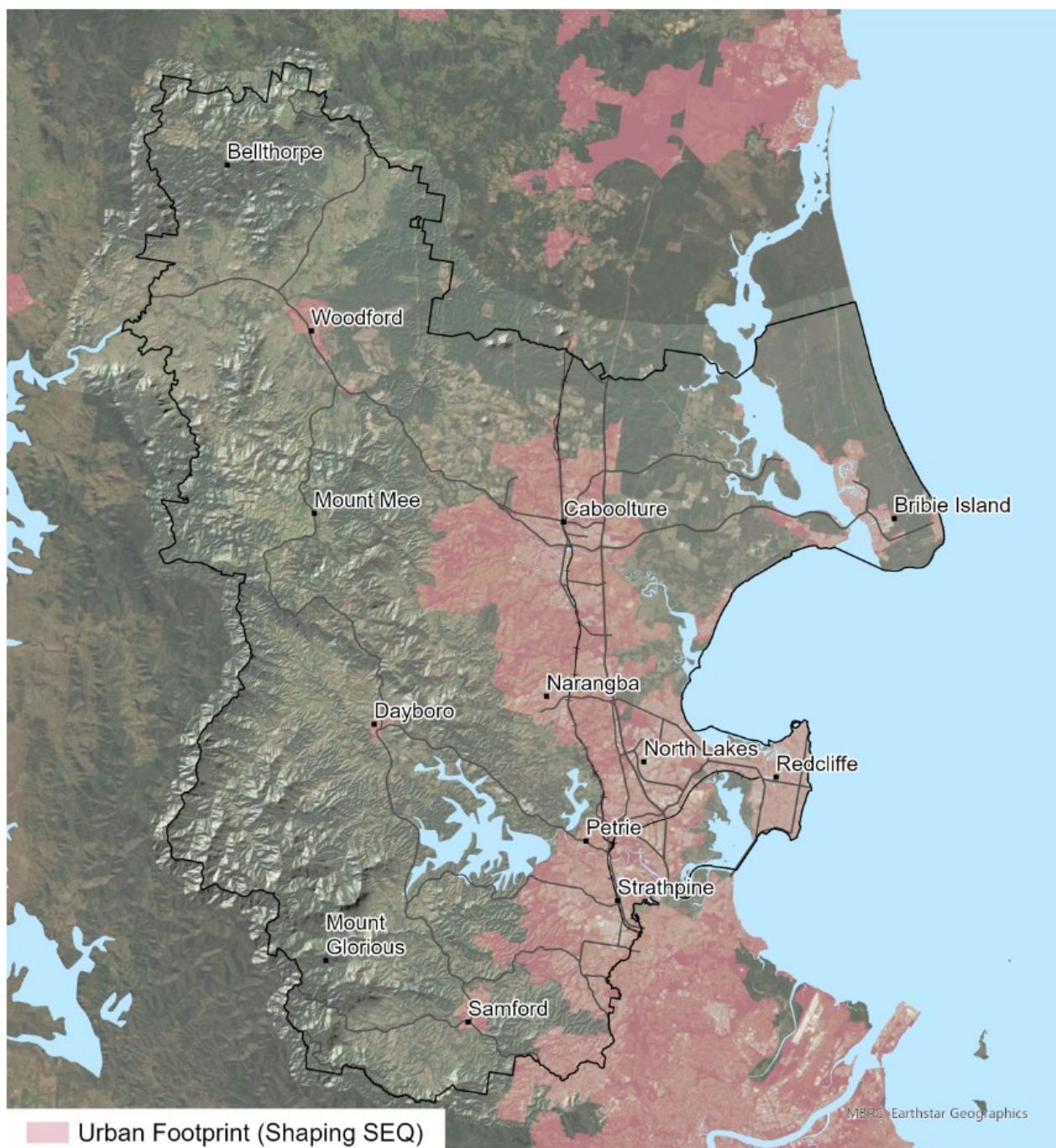
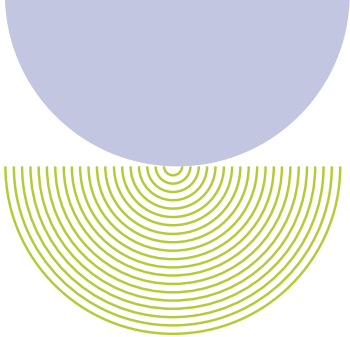


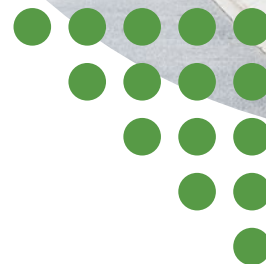
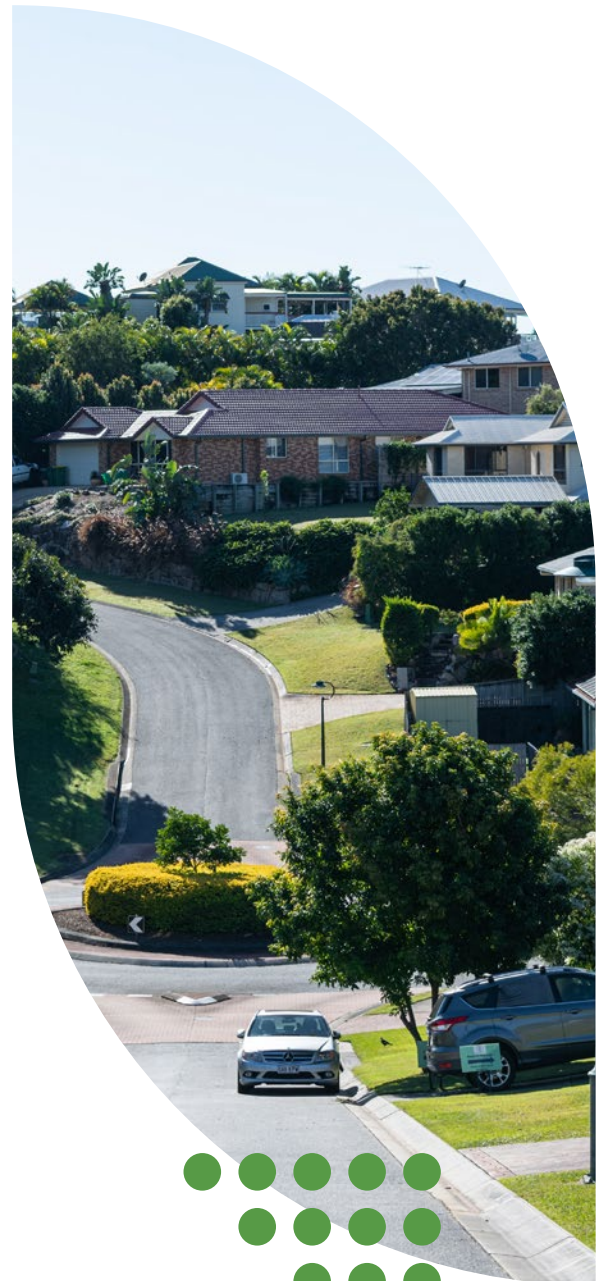
Figure 3 - *ShapingSEQ* Urban Footprint, Moreton Bay Region



The policy directions of *ShapingSEQ* require the efficient use of land and the investigation, planning and delivery of urban development in suitable locations within the Urban Footprint that are under-utilised. Net residential densities of between 15-25 dwellings per hectare are expected in new communities or 30-60 dwellings per hectare where these communities are within easy walking distance to an existing or proposed public transport station. Significantly higher densities at different scales are encouraged within 400m and 800m of different types of centres.

ShapingSEQ discourages the creation of new rural residential areas as this is an inefficient form of development to service and can have detrimental impacts on rural production and environmental values.

In addition to the policies of greater consolidation and densification, and better utilisation of land within the Urban Footprint, *ShapingSEQ* also identifies a Potential Future Growth Area (PFGA) outside of the Urban Footprint, at Elimbah, which may be suitable for future urban growth and its timing for potential inclusion in the Urban Footprint is dependent on a range of factors including accommodating adequate forecast growth at Caboolture West.





Accommodating our population growth

The MBRC Planning Scheme 2016 provides for sufficient zoned land, if realised, to accommodate the Consolidation and Expansion dwelling supply benchmarks to 2041 identified for the Moreton Bay Region. Despite this, there is a trend towards approval of developments in new housing estates in the Expansion areas, some of them at the fringe of established urban areas.

If a trend continues whereby the dominant form of housing supply is at the urban fringe, then this will have impacts on our natural and rural areas as more pressure occurs to provide for additional land for this type for urban development. A more balanced and sustainable approach will require greater consolidation and densities in identified existing urban areas. There are difficult choices for the community about accepting more growth and change within established urban areas, which is often perceived to change local character and amenity, compared with the consequences of on-going lower-density development on the urban fringe which uses more land and has impacts on the region's natural and rural areas.

The provision of higher density housing (i.e. apartments and town houses) has been minimal in the region apart from waterfront locations and some historical development at places like Caboolture, Strathpine and Mango Hill, despite the significant potential in the planning scheme. More incentives may be required to attract higher density housing close to centres and public transport stations.

While *ShapingSEQ* sets the statutory obligation to plan for growth targets and at minimum housing densities, it is up to Council in consultation with the community to guide and plan for that growth at a local level. The planning scheme already has sufficient growth opportunities to 2041 as outlined, however, the Growth Management Strategy can seek to achieve a different balance of growth over time and particularly beyond 2041, consistent with the policy objectives of *ShapingSEQ*. Defining a clear urban growth boundary that protects our unique regional landscapes and environmental values has been identified as an Outcome Statement for A Well-Planned Region and requires further discussion with the community and stakeholders on the possible location of that boundary.





Future housing and affordable living

To support the anticipated population growth, an estimated additional 90,000 dwellings will be required between 2021 and 2041.

With a growing population and demand for additional dwellings comes a shift in housing preference and needs over time including affordable living. The location and choice of housing must consider future demographics, household types and liveability. Housing investigations are being carried out concurrently to inform the GMS and the initial findings demonstrate the need for more diverse housing. Some of the key housing trends Council expect to see in the region to 2041 and beyond, include:

- Overall decrease in average family sizes;
- Increase in single parent households;
- Increase in double-income-no-kids households;
- Increase of student population;
- An aging population (65+) growing at twice the rate as the rest of SEQ.

Based on these initial findings it is anticipated that over the next 20 years we will see an increased mismatch between the existing low density dwelling houses (3+ bed) and demand for smaller (1-2 bed) dwellings in townhouses, terraces and apartments.

Affordable living rather than just the price for a dwelling is also important to consider in future planning for the region, and this looks at things such as:-

- The size, type and cost of housing we choose;
- The cost of transport to meet daily needs;
- The resources we use for travel and for energy (heating, cooling, etc);
- Real costs to the broader community of various housing types.

The GMS will consider how housing can be diverse and enable people to have access to housing that better meets their needs, life stage and budget.

“By 2041, 1 in 4 residents in Moreton Bay will be over the age of 65”





Economic and employment growth

The Moreton Bay Regional Economic Development Strategy (REDS) (2020-2041) strives to establish a bigger and bolder region and a brighter future for residents over the next 20 years. It sets policy aspirations which address total number of jobs and the diversification of business within the region.

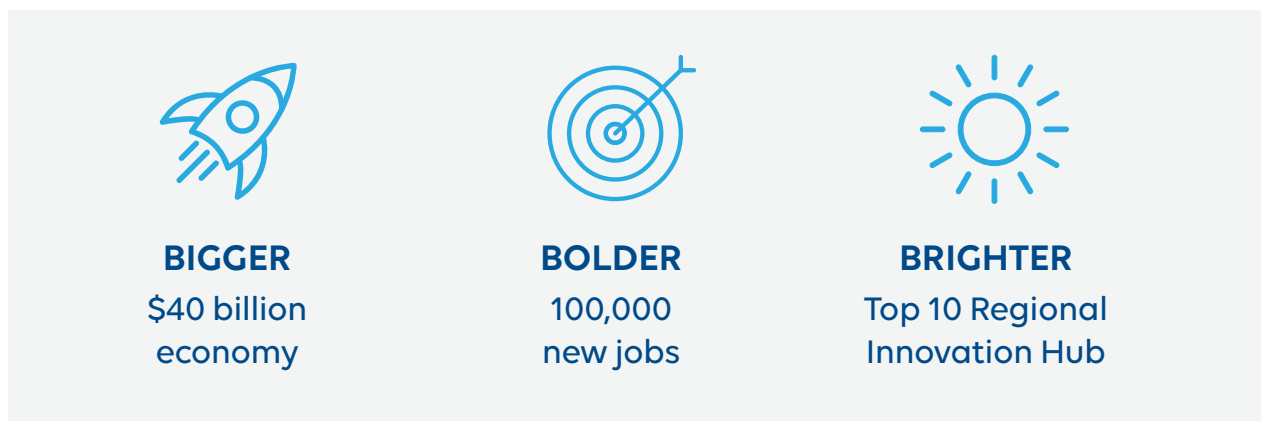


Figure 4 - REDS (2020-2041) key principles

Council has set targets within its economic strategy for the creation of 100,000 new jobs and 16,000 new businesses by 2041; building a regional economy valued at \$40 billion. This would create more local employment opportunities, lower unemployment rates, reduce travel times to work and support a skilled and prosperous economy for the region.

Economic and employment growth is integral to the long-term sustainability of the Moreton Region, with priority industries being advanced manufacturing, food and agricultural business, knowledge, innovation and entrepreneurship and tourism, sport and major events.

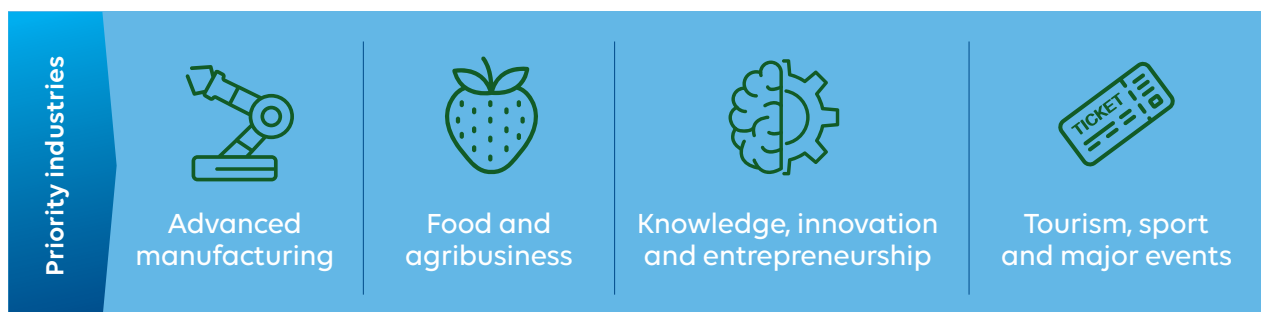
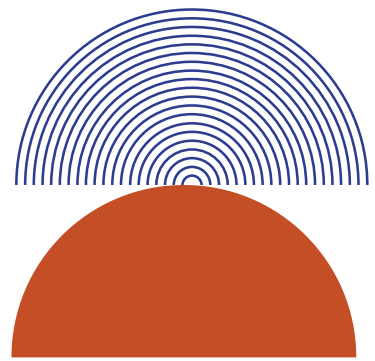


Figure 5 - REDS (2020-2041) priority industries



The Moreton Bay Region is considered to have sufficient zoned industrial employment land to meet short-term to medium-term growth needs. Council will therefore need to monitor the take up and availability of employment lands by each industry type, to ensure sufficient supply into the future and whether new areas are required to meet future needs.

In terms of planning for the future of Moreton Bay, it is important that our centres are successful and that there is sufficient industrial land that is well connected and located.

Examples of planning actions which could be addressed through the GMS include:

- Planning for growth in industrial areas to support growth in advanced manufacturing;
- Supporting knowledge based industries including the established University Campus at "The Mill"; and
- Recognising and promoting centres and the role they play in supporting retail, tourism and other economic activities.





Infrastructure and growth

The integrated delivery of infrastructure with growth is important for the sustainability, prosperity and amenity of the Moreton Bay Region. The delivery of infrastructure with growth delivers benefits including:

- Efficient delivery of infrastructure to support communities and businesses
- Increased certainty about how and when new infrastructure will be provided
- Cheaper infrastructure
- Communities well designed to access planned infrastructure.

At the same time there is increasing and legitimate community concern and questions about past shortcomings in delivering infrastructure with growth.

“Many housing estates being approved all over the place and basic infrastructure is always 20 years behind”

Moreton Says Survey comment



The integration of infrastructure with growth remains a challenge as Council seeks to;

- Coordinate across other levels or government and the private sector;
- Align the planning and delivery of different infrastructure networks;
- Sequence growth; and
- Sustainably fund increasing costs.

Figure 6 below provides an overview of the networks and delivery responsibilities which span different level of government and the private sector.

The GMS will play an important role in addressing the challenges by providing a preferred sequence of growth or under what assumptions growth is planned to occur. This allows:

- Infrastructure planners across a variety of networks to plan with greater certainty over the long term
- Provide greater understanding of the pressure on infrastructure over the long term.
- Provide policy regarding the form and nature of development to support infrastructure

The GMS may also identify regionally significant infrastructure which is needed to support the sustainability and prosperity of the Moreton Bay Region. This would support Council in advocating with other levels of government and the private sector for funding and commitment to deliver infrastructure.





	Transport					Water				Arts and recreation			Education and health				Justice and public safety				Energy		Digital		Housing	
	Highways/ motorways	Local roads	Busways	Heavy and light passenger rail	Cycleways	Regional water supply (source, treatment, transport)	Local water supply	Sewerage	Stormwater management	Conservation areas	District and local parks	Cultural centre	Universities	Technical and further education	Schools/ kindergartens	Hospitals	Ambulance	Police	Fire and emergency services	Law courts	Correctional facility	Electricity (transmission/ distribution)	Gas	National Broadband Network	Other telecommunications	Social housing
Australian Government	1			4		6				10			13						20					24		26
Queensland Government	1	2	3	4	5	6				10	12			14	15	16	17	18	19	20	21	22				26
Local government		2	3	4	5	6	7	8	9	10	11	12														
Private sector													13	14	15	16						23		24	25	26

Note:

Queensland Government includes government-owned corporations, statutory authorities and boards.

Local government includes sub-regional entities with multiple local governments as shareholders.

Private sector may include non-government organisations.

Figure 6 - General Responsibilities for urban infrastructure provision (source: QLD State Infrastructure Plan, Part A:Strategy, March 2016)



Heritage, character and identity

The Moreton Bay Region features a diversity of attractive and important landscapes, places and heritage values. The heritage and these landscapes and places are loved by the community and are a key reason that attracts visitors to the region.

The Moreton Bay Region has been home to indigenous communities for thousands of years and continues to this day. The appreciation, knowledge and understanding of the landscape is important to long term planning.

The Moreton Says Survey confirmed that the natural beauty of the region is of primary importance to the community and highly valued by visitors as well.

In accommodating future growth, it is important that growth occurs in a way that retains and complements the heritage, character and identity of the region. This can occur at a local level through neighbourhood planning but also on a regional scale in protecting key regional landscape values.

Regional scale landscape values include productive rural lands, drinking water catchments, beaches, the Pumicestone Passage and the Bay, significant environmental areas and corridors, rural townships, the green 'backdrop' of the ranges and the inter-urban break between Moreton Bay and the Sunshine Coast.

The GMS will recognise, protect and promote important biodiversity, landscapes and places. It can do this by identifying the landscapes and values which are to be retained over the long term, and identifying a preferred urban boundary, which would support the objectives of the Environmental Sustainability Strategy.

At a smaller scale and as growth occurs it is critically important to ensure that new suburbs and buildings are well designed and reflect the heritage, character and experience of living, working and visiting the Moreton Bay Region.



"In accommodating future growth, it is important that growth occurs in a way that retains and complements the heritage, character and identity of the region"



Council's current response to growth



In addition to the Growth Management Strategy, Council has a detailed work program under way to reshape our region's planning, including:-

- **New Moreton Bay Regional Council Planning Scheme** - will be undertaken to replace the current planning scheme and respond to key directions and outcomes of the strategies
- **Housing Needs (Choice, Diversity and Affordable Living) Investigation** - This project is investigating the region's current and future housing needs to ensure matters such as housing choice, diversity and affordable living options are sufficiently planned for and are being delivered in the right locations. The project will identify any implications and make recommendations to inform future housing supply delivery and policy directions
- **Centres and Commercial Areas Investigation** - This project will investigate supply and demand for the region's current centres and retail lands to identify any implications and make recommendations to inform future employment land supply delivery and policy directions
- **Urban Areas Employment Lands Investigation** - This project is investigating supply and demand for the region's current urban employment lands (excluding centres and retail lands) to identify any implications and make recommendations to inform future employment land supply delivery and policy directions
- **New Urban Growth Model** – this project aims to provide a single, integrated employment and residential development model that can provide long term development scenarios to inform land use, infrastructure and financial planning.
- Other investigations and reviews (as detailed on [Council's Reshaping our region's planning webpage](#)).



Conclusion and where to from here?

Having regard to these considerable challenges and opportunities that face Moreton Bay Region as it grows into the future, it is vital that the community are engaged in having a say in how that growth occurs over the next 20 years and laying the foundations for growth beyond that time as well. Some of the key issues are:-

- How to best accommodate the size of growth expected in the region, and having regard to the planning framework that is already in place.
- Trying to find ways to better address changing housing needs and what opportunities exist to create different forms of housing in established urban areas.
- What to do about local employment opportunities
- How to protect the character and identity of the region as it grows

Council will be engaging with the community to understand what how these key issues can be addressed to best manage the future growth to 2041 and beyond.



