



Redland Housing Strategy

2024-2046



Queensland
Government



Rural residential street, Redland Bay

The Department of Housing, Local Government, Planning and Public Works connects industries, businesses, communities and government (at all levels) to leverage regions' strengths to generate sustainable and enduring economic growth that supports well-planned, inclusive and resilient communities.

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Traditional Owners Acknowledgement

The Quandamooka People, the Traditional Owners of much of Redlands Coast, have lived on, and cared for the lands and seas surrounding Minjerrabah (North Stradbroke Island) for at least 40,000 years. We acknowledge Quandamooka Elders past and present, and recognise their unique and ongoing spiritual and cultural connection with the land and waters of the area.

The Redland Housing Strategy 2024-2046 acknowledges this connection and need for ongoing engagement of Traditional Owners in maintaining and enhancing the health and wellbeing of Quandamooka people.

Queensland Government Reconciliation Action Plan 2023-2025

The Queensland Government Reconciliation Action Plan 2023-2025 sets out how the Government will advance reconciliation across the public sector through a reframed relationship which acknowledges, embraces and celebrates the humanity of Aboriginal and Torres Strait Islander peoples and achieves equity through excellence for the First Nations peoples of Queensland. The Reconciliation Action Plan recognises that:

- Aboriginal and Torres Strait Islander peoples and their individual cultures are unique;
- colonisation has left an enduring legacy of economic and social disadvantage that many First Nations peoples continue to experience;
- Aboriginal and Torres Strait Islander peoples have continuing cultural rights and responsibilities as the First Peoples of Queensland;
- regional and place-based approaches are required to address the different needs of Aboriginal and Torres Strait Islander communities.

The Action Plan aims at reframing the relationship with Aboriginal and Torres Strait Islander peoples, and is underpinned by the principles of recognition, self-determination, respect, shared accountability, and free prior and informed consent.

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1 Introduction

1.1 Why prepare a housing strategy?

By 2046, housing needs in the Redlands area will be different from what they are now. The Redlands population is growing and evolving, and it is important that the local housing supply meets these changing demographics.

With more than 50% of dwellings in Redlands having four or more bedrooms, there is limited offer in terms of smaller and often more affordable housing types to meet the needs of people in a range of financial circumstances. There is currently a mismatch between needs and supply, with smaller households renting larger, more expensive properties due to limited choice, which contributes to an increasing proportion of Redlands residents experiencing financial stress in relation to their housing situation.

1.2 What is the purpose of this Strategy?

The Redland Housing Strategy 2024 – 2046 (the Strategy) works towards ensuring that everyone in Redlands has access to the type of housing they need, now and in the future. The Strategy responds to the directions set out by the Queensland Government’s Regional Plan for South East Queensland, *ShapingSEQ 2023*.

The Queensland Government undertook a targeted review of the previous regional plan (*ShapingSEQ 2017*) to respond to current housing pressures in the context of population growth and events since 2017. *ShapingSEQ 2023 (ShapingSEQ)* requires South East Queensland local governments to identify how greater residential supply, diversity and affordability can be achieved to meet regional growth demands.

The Strategy prioritises efficient land use, housing diversity, and residential density, as outlined in *ShapingSEQ*, to accommodate the projected population growth sustainably while enhancing our communities.

The Strategy acknowledges that achieving greater housing supply and diversity is not solely the responsibility of planning. Delivering greater supply and diversity requires support from all levels of government, not-for-profits, non-government organisations and the private sector.

Investment decisions and actions are made by all stakeholders in Redlands. The purpose of this Strategy is to guide actions to support the increased delivery of greater housing diversity and supply. This Strategy identifies mechanisms to facilitate improved planning and encourage development that meets the needs, including cultural needs, of the Redlands community.

1.3 What does this Strategy aim to achieve?

This Strategy provides a pathway to achieve greater housing supply and diversity in the right locations, to meet the needs of both the current and future population of Redlands to 2046.

This Strategy recognises the desire of the Redlands community to remain living within Redlands throughout the various stages of their life and not be forced to move away from their support networks, family and friends. This will be achieved through the provision of housing options that meet people’s housing needs at various stages of their life. Importantly, this will mean improving housing choice in key locations across the local government area.

1.4 What are the contents of this Strategy?

This Strategy has been prepared for Redland City Council by the Department of Housing, Local Government, Planning and Public Works (the Department).

This Strategy:

- outlines the existing housing context and emerging trends for Redlands
- identifies the needs of the Redlands community as captured through engagement, statistical analysis and future projections
- investigates housing supply and diversity in Redlands
- provides direction for future amendments to the Redland City Plan 2018
- sets out a series of implementation measures to address the identified issues and advance state interests
- provides a monitoring framework to measure the effectiveness of identified measures.

The Strategy has been informed by background and technical reports as well as the views of the community during engagement undertaken in 2023.

A summary of the needs, gaps and opportunities identified during the preparation of this Strategy is detailed in the Redland Housing Strategy background report.

Single family houses, Cleveland



2 Redland City

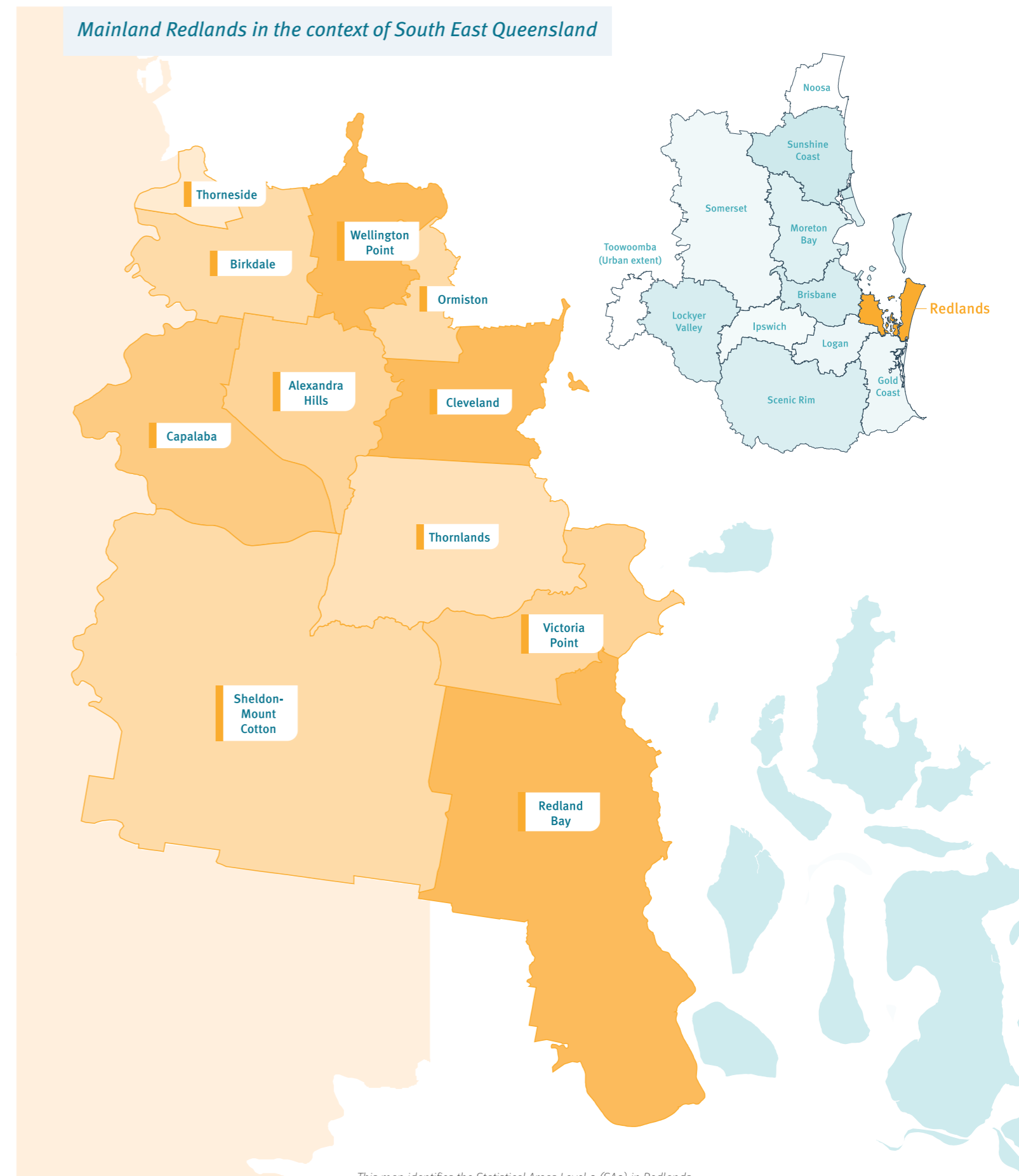
Redland City is one of twelve local government areas (LGAs) that make up the South East Queensland (SEQ) region. It contains unique economic, environmental and lifestyle characteristics which make it an appealing place to live.

Redland City has numerous island communities, sensitive environmental areas, an expansive and iconic coastline, and a collection of unique centres and places. Ensuring a sustainable balance between urban development and the natural environment is key to ensuring liveability within the Redlands area.

Old Cleveland Lighthouse

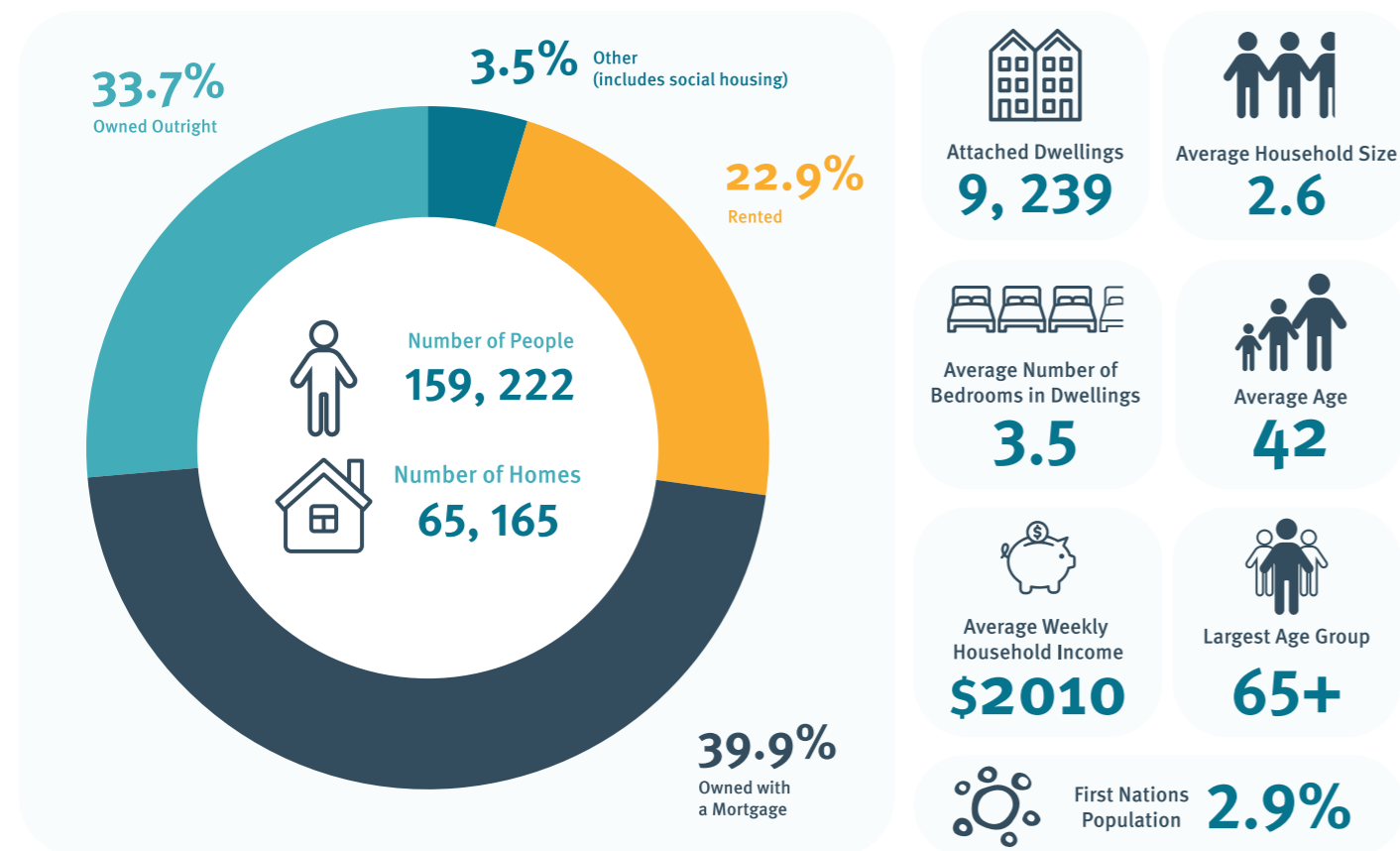


Mainland Redlands in the context of South East Queensland



This map identifies the Statistical Areas Level 2 (SA2) in Redlands.

2.1 Snapshot of the Redlands community



Source: Australian Bureau of Statistics (ABS) 2021 Census

Like much of South East Queensland, Redlands has been experiencing significant population growth in the last decade. Redland's population is estimated at 159,222 according to the 2021 ABS Census and continuing to grow at an annual rate of 1.2%, mostly as a result of internal migration, while the average household size is decreasing (2.6 persons in 2021). These trends combined translate into a need for more and smaller homes going forward, to accommodate a changing population.

2.2 Ageing Redlands population

Like much of Australia, Redlands has an ageing population and is an attractive location for retirees. Between the 2016 and 2021 Censuses, the 65+ year age cohort recorded the most significant population growth, with this age category also accounting for an increasing share of total population in Redlands. The average age of 42 in Redlands was higher than in surrounding LGAs and SEQ and was highest in Cleveland and Victoria Point SA2s¹.

The higher incidence of persons aged 65+ years coupled with an increasing average age suggests a need to provide downsizing opportunities for older persons living in Redlands in the form of smaller dwellings, co-living solutions and other age specific housing typologies.

2.3 Household structure in Redlands

Household structure (composition of people within a home) in Redlands gives an insight into the need for different housing types and demand for locations which are specific for age and household related amenities such as schools and health facilities.

Similar to other local government areas across South East Queensland, between 2016 and 2021, the proportion of couple families with children in Redlands decreased (-1.7%) as the proportion of couple families without children increased (+1.4%). The single parent family proportion remained relatively steady during this time at 15.5% while the proportion of the Redlands population that identifies as separated / divorced (13.7%) is higher than most of South East Queensland (12.9%). Population projections to 2046 indicate that growth in Redlands will be driven by small and medium households (91%), particularly lone person households followed by couples with no children. These shifts in household structure in Redlands signal an evolving community which will require different housing choices.

¹ Statistical Area Level 2. The SA2 is the smallest area for the release of Australian Bureau of Statistics (ABS) non-Census and Intercensal statistics.



2.4 Employment for the Redlands community

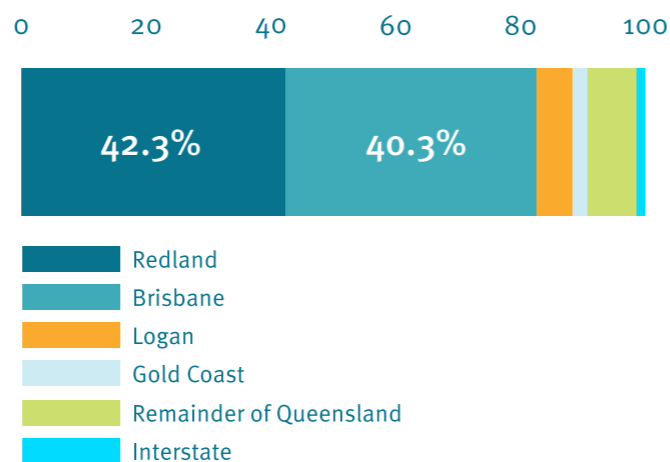
Residents of Redlands are highly reliant on employment opportunities in Brisbane City, with approximately 40% of employed residents travelling to Brisbane City for work. Redlands residents commuting to Brisbane for work are mostly found in areas in the north-west of Redlands, particularly Thorneside, Birkdale, Capalaba, Alexandra Hills, Wellington Point and Ormiston, likely due to the existing road and public transport connections. This has placed pressure on the local road infrastructure network, particularly during peak times as commuters head north. This highlights a need to provide housing choice close to multiple commuter options to Brisbane City. Only 8.1% of employed residents travel south bound to work in Logan City and Gold Coast. Most of these workers live in Sheldon – Mount Cotton and Redland Bay, towards the south of Redlands.

In 2021, technicians, trades workers and labourers represented 25% of the Redlands community, with many of these workers relying on vehicles and trailers to fulfil their role, which often require space, secure storage in garages or off-street parking. This suggests the need for dwellings to provide ample space and storage to accommodate the needs of Redland’s workers, indicating the larger lots and existing residential areas have a role to play in the future of Redlands.

Residents who live and work within Redlands most likely work in Cleveland or Capalaba (~43.8% in 2021), highlighting their role as key employment centres within

Redlands. This is likely due to the presence of major employers such as Redland City Council and Redland Hospital in the Cleveland SA2 and the prevalence of retail activity within the Capalaba SA2. A considerable proportion of residents in Thornlands and Ormiston rely on opportunities within Cleveland, while residents in Alexandra Hills, Birkdale and Thorneside significantly rely on employment opportunities in Capalaba. These figures suggest that employment areas should continue to offer housing choice and supply at different price points to assist the Redlands community to live where they work and reduce the need for lengthy commutes and strain on existing infrastructure.

Where do the people of Redlands work?



Source: Australian Bureau of Statistics (ABS) 2021 Census

2.5 Health care and social assistance in the Redlands community

The health care and social assistance industry remains the main source of employment for the Redlands community, increasing by 5% to 18.2% between 2016 and 2021. The highest incidence of residents employed within the health care and social assistance sector reside in the mainland communities of Alexandra Hills, Capalaba, and Cleveland, reflective of the proximity and connectivity of these SA2s to Redland Hospital. Further, many new residents to Redlands are also employed in this industry, indicating the attraction for this segment of the population to live and work locally.

Redland hospital



3 Housing choice in Redland City

There is primarily established housing in the northern part of Redlands, with new housing development commencing in the southern part of the LGA. Historically, the greenfield areas and structure plans of Redlands have also predominantly delivered single detached dwellings to the market, which is a consideration for this Strategy.

Largely unique to Redlands is the fact that the city also accommodates population on the island communities of the Southern Moreton Bay Islands (SMBI) and North Stradbroke Island (Minjerrabah). The provision of contemporary levels of services and accessibility for these communities remains a challenge and is a consideration for where homes can be accommodated in the development of this Strategy.

3.1 What are the housing types in Redlands?

Redland’s existing dwelling stock is significantly biased towards larger dwellings with 85% of all homes having 3 or more bedrooms.

Houses in Raby Bay, Cleveland



Housing in Redlands is predominantly detached homes, accounting for 83.9% of dwellings in 2021 and comprising 81.7% new house approvals in 2022. The second most common dwelling typology was semi-detached homes, accounting for 11.4% in 2021 and comprising 9.4% of approvals in 2022. Whilst there was a decline in the proportion of dwelling stock described as detached dwellings between 2016 and 2021 (falling from 85% to 83.9%), most new homes in Redlands continue to be detached dwellings, accounting for nearly two thirds of growth in the dwelling stock in Redlands in the 2016 to 2021 period.

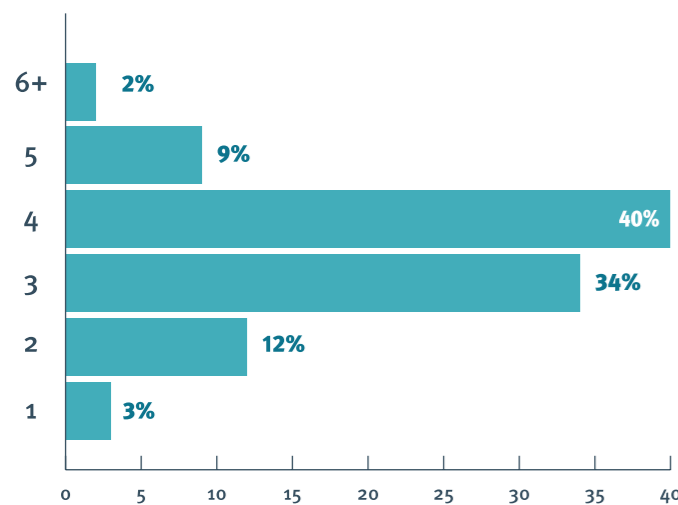
During this period, the Ormiston and Victoria Point SA2s recorded a decline in the number of attached dwellings but an increase in the number of houses and semi-detached dwellings, which highlights a shift towards lower densities in these SA2s. Semi-detached dwelling approvals have been concentrated in the growth fronts of

Thornlands and Redland Bay SA2s and to a lesser extent in Wellington Point, Cleveland, Ormiston and Victoria Point SA2s.

Residential building approvals have continued to be dominated by new house building approvals, which is reflective of the relative ease in delivering house and land packages in greenfield residential estates, as compared with attached dwelling development.

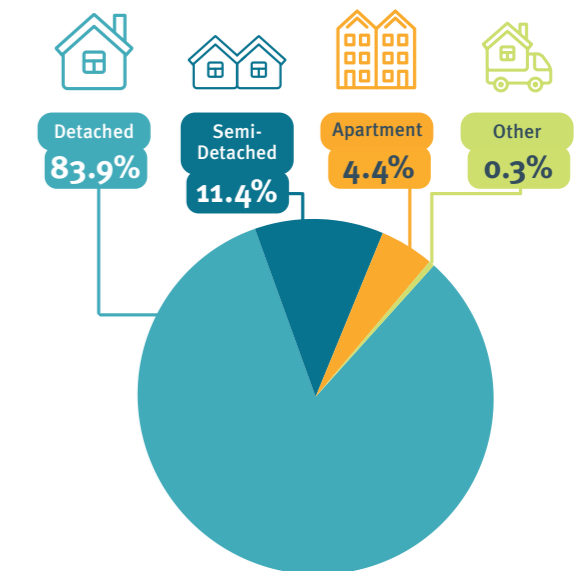
The proportion of dwellings having one or two bedrooms was particularly low (less than 10% of dwellings) in Sheldon – Mount Cotton, Redland Bay, Thornlands, Wellington Point and Alexandra Hills SA2. The Cleveland and Capalaba SA2s are the only areas in Redlands to deliver significant 4+ storey attached dwellings. This signals a need to support the delivery of dwellings with one or two bedrooms to offer choice outside Cleveland and Capalaba.

Dwelling size by number of bedrooms (% of private dwellings) in Redlands.



Source: ABS 2021 Census

Housing typologies in Redlands



The graph does not include unoccupied private dwellings. Source: Australian Bureau of Statistics (ABS) 2021 Census

3.2 Who is living in what type of homes and where?

The majority of SA2s in Redlands have a small household to small dwelling ratio above 3.5. The small household (1-2 person household) to small dwelling (1-2 bedroom dwelling) ratio provides insights into potential misalignment between dwelling stock and resident need.

The misalignment of small households to small dwellings is most prominent in Sheldon – Mount Cotton, Redland Bay, Thornlands and Wellington Point SA2s and there may be an opportunity to diversify the homes available to align closely with resident need. Between 2016 and 2021, the single parent with children cohort moved away from semi-detached (-6.8%) largely to detached (+6.8%). The 'other' cohort, consisting of individuals residing in the same household, who cannot be categorised as belonging

to a couple or one-parent family, relocated largely from detached (-18.9%) homes to semi-detached (+17.5%). This may be reflective of an increase in semi-detached homes becoming available in Redlands more suited to individuals sharing homes and an example of freeing up detached homes for those who need it.

Small households may also choose to live in larger dwellings for a variety of reasons, including future intent

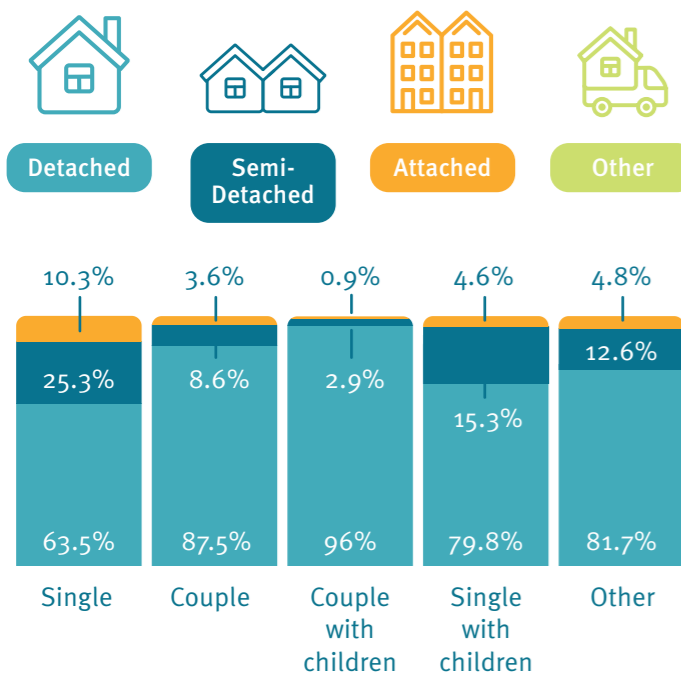
to expand their family, choosing to have spare rooms for kinship care, to accommodate guests or a desire to remain in the home where their children were raised. The work environment post COVID-19 is also a factor for living and working arrangements. Residents of Redlands may seek to have spare rooms to accommodate working from home.

Over the last decade, Sheldon - Mt Cotton, Redland Bay and Thornlands have largely been the areas of housing growth. However, house approvals have been steadily

decreasing in Thornlands since 2017. Growth in these areas has predominantly been delivered as detached houses and, excluding 2019 and 2020, there has been a decline in approvals for middle and high attached dwellings. These trends highlight a potential issue with the future supply of housing diversity and impediments to delivery.

Improving housing diversity in new growth areas within Redlands will be critical to creating communities that deliver both greater housing supply and choice through a range of dwelling types.

Who is living in what type of homes?

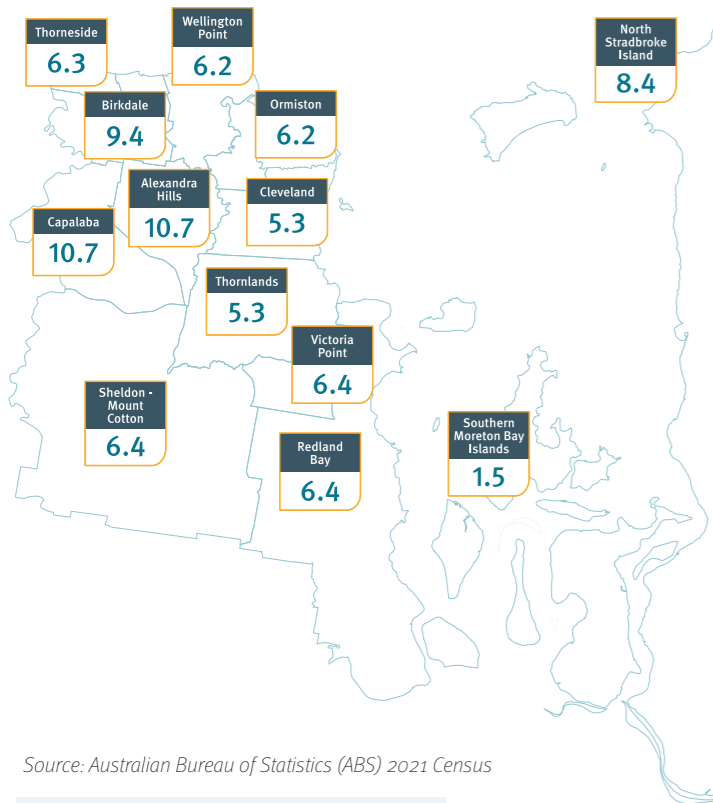


Source: Australian Bureau of Statistics (ABS) 2021 Census



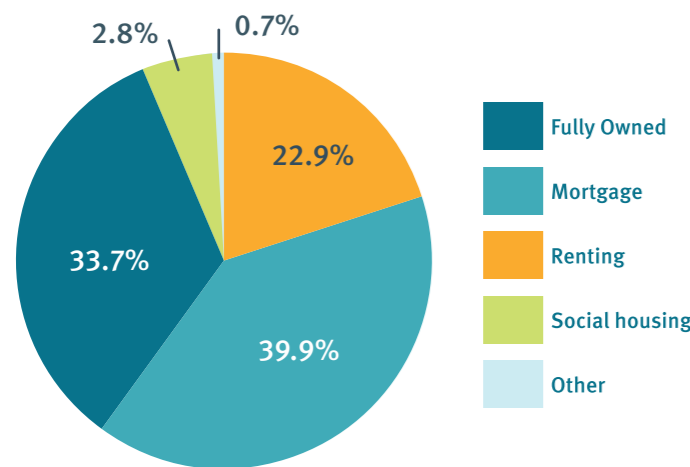
Historic house, Wellington Point

Years of <2% Vacancy Rate



Source: Australian Bureau of Statistics (ABS) 2021 Census

Housing Tenure in Redlands



Source: Australian Bureau of Statistics (ABS) 2021 Census

3.3 Housing tenure and cost of housing in Redland City

In Redlands, the proportion of renters remained steady between 2016 and 2021, whereas the number of homeowners grew, including those fully owning a property. This may be reflective of the residents who have continued to remain in Redlands over an extended period.

Median detached house prices in Redlands, whilst lower than the 2022 peak, remain significantly above the pre-2020 levels, a trend that has been recorded in many parts of South East Queensland. The median price in Redlands is estimated at \$756,000 with an annual average growth rate of 4.8%.

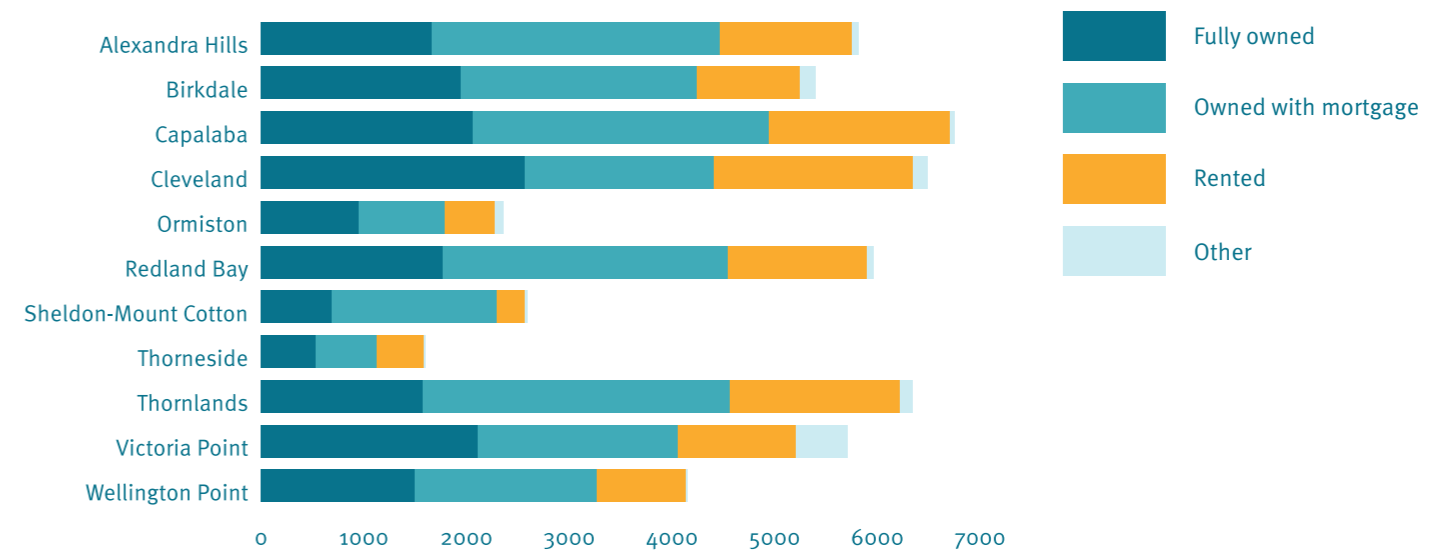
The median sale price of attached dwellings also maintained an upward trend. The median attached dwelling price is estimated at \$510,000 with an annual growth rate of 4.0%.

Since 2011 and successive Census periods, the data has confirmed that houses are getting bigger and more expensive, while household sizes are reducing and average incomes have not kept up with housing costs. The interplay of these trends resulted in added pressure on the existing housing stock, as evidenced by the persistent low vacancy rates in Redlands.

A residential vacancy rate of 2-4% is considered a balanced market, whereby a vacancy below 2% is indicative of high rental demand. Redlands has had a tight rental market for several years, with residential vacancy rates typically remaining below 2% for over five years in most mainland locations.

In the last ten years Redlands has had a persistent undersupply of rental dwellings in Capalaba, Alexandra Hills, Sheldon, and Birkdale with limited housing stock of any typology available to rent. Overall, rental stress is a key affordability challenge facing Redlands, with 36.5% of

Ownership by Type



Source: Australian Bureau of Statistics (ABS) 2021 Census

all rental households considered to be under stress. This is higher than the SEQ average and is particularly prevalent in the mainland communities of Capalaba, Cleveland and Ormiston. Census data also shows a higher average growth for rents in Redlands across dwelling types against a 10-year period reflecting housing demand significantly exceeding supply, which aligns with the trend for SEQ as a whole. Further, the average proportion of household income spent on household costs is greater for those renting (18.8% of household income for mortgaged households as opposed to 26.2% of household income for rental households).

Just over a third of all households in Redlands have full housing security – with just under 34% owning their property outright, 40% owning with a mortgage and 20% renting.

In Redlands, 11.8% of households face mortgage stress and Sheldon – Mount Cotton, Alexandra Hills, Thornlands and Redland Bay SA2 have particularly high incidences of households with a mortgage. These areas are likely to be the most vulnerable to any shifts in household incomes (e.g. through job losses).

Overall, the 2021 Census identified that over a third of rental households in Redlands were facing housing stress, with this further increasing post Census, particularly due to rents growing at a faster rate than household incomes. Mortgage and rental stress in Redlands signal the need for a greater choice and supply in the right locations. Diversity in the housing market can offer homes at different price points and more rental options which may reduce instances of stress and provide supply to improve vacancy rates.

3.4 Social and affordable housing

The provision of social housing² in Redland City is an important form of housing for the local and regional community. Social housing is available to provide housing stability to vulnerable people who are not able to access and sustain housing in the private market. Social housing may be provided by a community housing provider or under a State funded program.

In Redlands, 57% of applicants on the Social Housing register as of 30 June 2020 were assessed as having a remarkably high need for social housing with a further 20.6% of applicants assessed as having a high need³.

Affordable housing⁴ is separate to social housing and is the provision of homes to low-to-moderate income households. Affordable housing may be provided by the market, community program or through government

funding. Segments of the community spending more than 30% of household income on rent may be able to do so without adverse impacts on their ability to pay for other life necessities. However, for households with lower-than-average income, this would likely cause a need for affordable housing.

For this Strategy, households in the bottom 40% of income distribution paying more than 30% of household

income on weekly rent are considered to require affordable housing. Based on this, an estimated 29.7% of rental households or 6.8% of all households were not able to access affordable housing in Redland City as of the 2021 Census.

As the median weekly rents have continued to increase at a rate greater than median household income, it is likely the proportion of households requiring social or affordable homes has increased.

This Strategy recognises the role of social and affordable housing in providing homes to the Redlands community. The Implementation Plan responds to the reflexive relationship between Redland's demography and housing, providing actions to respond to possible shortfalls in housing choice and declining affordability for all current and future Redlands residents.

² Residential accommodation that is provided to eligible people, using provisions and powers under the Housing Act 2003. It includes public housing and community housing. Social housing is built, owned and managed by either the state (public housing) or Community Housing Providers.

³ Source: Queensland Housing Profiles

⁴ Housing that is appropriate to the needs of households with low to moderate incomes, if the members of the households will spend no more than 30% of gross income on housing costs as defined by the Planning Regulation 2017.

Cleveland Villas, Cleveland



4 Community needs and values

The Queensland Government consulted with the community to understand changing housing needs in Redlands and to ensure planning for future housing provides adequate supply and diversity to meet their needs. This provided an opportunity for the community and industry stakeholders to provide their thoughts, ideas and suggestions for the future of housing.

From 29 May to 25 June 2023, stakeholders and the Redlands community were consulted on housing needs through a range of in-person and online engagement activities.

Summary of findings

- The Redlands community acknowledges that additional **housing supply** is needed, with some agreement that more diversity is required. A lack of choice is clear, with 75% of respondents who needed to upsize or downsize not confident of finding a new home in their current suburb.
- The immediate 'housing crisis' has focused the discussion on short term supply and there is opportunity for this Strategy to focus on the **long-term vision** for the provision of housing in Redlands. This includes design with the market, climate and liveability in mind.
- Community, business and the development industry would all like planning for infrastructure and housing to be integrated. The community would like to preserve and enhance the **Redlands lifestyle**.
- There is a strong expectation that the **environment**, including vegetation, fauna habitat, wetlands and marine life, is protected, through the development of more housing in Redlands.
- The development industry would like the length of development approval processes to be reduced to deliver additional housing in Redlands more efficiently.

These findings informed the contents of the draft Strategy, which was consulted on from 16 October to 12 November 2023. The Strategy was further refined considering submissions received in response to the latest round of consultation ⁵.

Summary of findings from local engagement



Additional Housing Supply Needed

The Redlands community acknowledges that additional housing supply is needed, with some agreement that more diversity is required. A lack of choice is clear with 75% of respondents who needed to upsize or downsize not confident of finding a new home in their current suburb.



Long-term Vision

The immediate 'housing crisis' has focused the discussion on short term supply and there is opportunity for the Strategy to focus on the long-term vision for the provision of housing in Redlands. Including design with the market, climate and liveability in mind.



Preserve and Enhance Lifestyle

Community, business and the development industry would all like planning for infrastructure and housing to be integrated. The community would like to preserve and enhance the Redlands lifestyle.



Protection of Environment

There is a strong expectation that the environment, including vegetation, fauna habitat, wetlands and marine life is protected, through the development of more housing in Redlands.



Faster Development Reviews

The development industry would like the length of development approval processes to be reduced to deliver additional housing in the Redlands more efficiently.

⁵ Details of the two stages of community consultation informing the Redland Housing Strategy are presented as part of the Round 1 and Round 2 engagement consultation reports.

Beth Boyd Park, Thorneside



4.1 Housing supply

“As I reach retirement, I would prefer a housing choice somewhere between detached houses and apartments. High quality terrace / townhouse options are too far and few between in the Redlands...”

– *Survey respondent*

The Redlands community is passionate about ensuring everyone has access to housing. This stems mostly from a shared understanding that people are struggling to afford housing in the region. The two key factors when finding somewhere to live for the Redlands community were cost of living and long-term security.

The community recognises that Redlands needs more attached or semi-detached housing, such as dual occupancy lots with smaller yard space. The top five suburbs nominated through consultation as needing more housing supply were Capalaba, Cleveland, Thornlands, Alexandra Hills and Birkdale.

There is nervousness among some community members within Redlands about the availability of housing supply to suit their needs, particularly:

- young people moving out of home seeking apartments, townhouses and houses with small backyards
- middle aged people downsizing from acreage to 500sqm+
- older residents downsizing, seeking single-storey dwellings with a small garden.

Through the engagement, parents of young adults reported feeling concerned about their children’s housing future. This worry is driving the desire to utilise family homes more fully on large blocks. Focus group participants, event attendees and survey respondents all reported considering options to help house their adult children. This included building ‘granny flats’ (secondary dwellings) to accommodate multi-generational living, block splitting to divide land between siblings, buying a small unit for their child to “set them up”, or converting a large family home into a share house with separate spaces.

4.2 Long-term vision

The Redlands community wants better communication around what type of housing is allowed where within Redlands, and how it will be serviced by transport, hospitals, schools and infrastructure.

“...there needs to be a suitable balance between opening up additional land for greenfield development and protecting core ecological values. The provision of additional housing in Redlands can’t simply rely on infill development...” – *Survey respondent*

The community would like to see planning for housing in Redlands to achieve:

- certainty to reduce anxiety around unexpected outcomes across the local government area
- increased housing diversity around rail corridors, transport nodes and existing town centres
- reduced building heights according to distance from town centres, with 6 storeys considered high
- avoiding lot sizes less than 400m² as the norm
- including green spaces in planning of additional housing supply

- maintaining leafy suburbs and considering vegetation in terms of its connection for wildlife as well as value for habitat when planning transport corridors and housing
- avoiding impacts on wetlands and marine ecosystems.

Importantly, the community does not consider that infrastructure should be planned separately. Many consider the delivery of infrastructure as integral to decisions about housing which should be required ahead of (or at least concurrently with), the approval of significant additional housing supply.

A small section of respondents and stakeholders perceive that current levels of growth are not sustainable, and they consider growth pressures being experienced in Redlands as indicative of the failures of public policies. Consideration of housing supply and diversity concurrently with employment, environmental protection and preservation of agricultural land would be signs of success for community stakeholders.

Things to love about living in Redlands*



4.3 Redlands lifestyle

Lifestyle choice underpins housing needs for many in the Redlands community. Some segments identify the availability of homes and block sizes that support the pursuit of hobbies as a common factor for living in Redlands. Younger members of the Redlands community seek open space for children, dogs and recreation. Some middle-aged and older residents need additional land for recreational vehicles and workshops.

High value is placed on backyards for the Redlands community, with residents recalling the opportunity for (and affordability of) a backyard as a reason for moving to the area, or back to the area after time living away. Maintaining availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.

The traditional family home is already being relied upon to house and support the current and future generations. As a result, communal and group living is of growing interest to the Redlands community. Detached dwellings that are better designed for shared and communal living, particularly suitable for older persons or young people starting out, will have a greater role in providing housing in Redlands.

4.4 Environment

“The importance of keeping trees for koalas, coastal wetlands must be forefront in planning decisions.” - *Survey respondent*

Ensuring a sustainable balance between urban development and the natural environment is a key concern of the Redlands community. The community is concerned unconstrained development in greenfield growth areas will occur at the expense of the environment. Parts of the Redlands community recognise the response to housing supply and needs cannot rely on traditional development models for South East Queensland, including greenfield development. The Redlands community asked that this Strategy’s response to housing affordability consider land as a limited resource in Redlands.

This Strategy also recognises the Redlands Coast is naturally wonderful and seeks to balance housing with protecting the authentic place brand and community pride in the Redlands Coast.

*Key words from focus group participant polling activity

Wellington Point pier



4.5 How is the Strategy responding to community concerns?

“There are so few apartment or flat options in Redlands, and the ones that exist are super expensive or made for an investor-type market rather than home buyers. Even buying small houses is becoming increasingly difficult due to the fast increase in housing prices, and the lack of affordable housing in Redlands.”

– *Survey respondent*

This Strategy responds to the issues raised by the community by considering targeted actions that can facilitate the achievement of greater housing supply and diversity. It recognises that housing stress is an increasing reality for a large proportion of people in Redlands, as well as across the SEQ region, and that proactive measures must be taken to ensure growth happens in the right locations; growth that can enable positive outcomes in terms of enabling the delivery of housing types that can best meet a range of needs for people in different circumstances and support good living in Redlands.

5 Policy context

Townhouses, Redland Bay



The current housing challenge within Queensland (and nationally), is a concern. Queensland's population growth has recovered strongly post-COVID-19, driven primarily by record levels of net interstate migration as well as significant recovery in net overseas migration to Queensland, with approximately 80% of migrants settling in South East Queensland.

Growth in population increases the need for more housing. Changes in household size and type also place pressure on delivering greater housing diversity to meet the needs and cultural needs of those households.

This Strategy has been prepared with detailed consideration of the outcomes of the Queensland Housing Summit 2022 and *ShapingSEQ*, released in December 2023.

5.1 Queensland Housing Summit 2022

The Queensland Housing Summit in October 2022 was convened in response to the recognition of the urgent need to address the delivery of housing which meets the needs of all Queenslanders, in terms of both housing supply and support.

The Summit explored the interventions required to achieve improved housing outcomes and was attended by expert leaders and other key stakeholders.

The preparation of this Strategy is aligned with the actions and objectives of the Queensland Housing Summit Outcomes Report 2022, in advancing the state interest and meeting the state's genuine commitment to its role in delivering housing supply and support at the local level.

5.2 *ShapingSEQ* 2023 and SEQIS 2023

This Strategy aligns with the directions provided by *ShapingSEQ* – Queensland Government's regional plan which guides future growth in South East Queensland to 2046. *ShapingSEQ* places a stronger emphasis on directing increased housing density to locations where

communities are supported by key features such as critical access to high frequency public transport, community facilities, open space, and activity centres. *ShapingSEQ* is supported by the South East Queensland Infrastructure Supplement (SEQIS), which outlines a plan for critical regional infrastructure to support the growth framework set out by *ShapingSEQ*.

ShapingSEQ sets out 10 key regional priorities to achieve the vision for SEQ to 2046. The key regional priorities that are relevant to this Strategy are:

- A sustainable growth pattern
- More homes, faster – supply, diversity, and affordability
- More social and affordable homes
- Well-designed communities
- Integrating land use and infrastructure

The following outcomes are key to achieving these priorities.



5.2.1 Making efficient use of land

ShapingSEQ and SEQIS put a stronger emphasis on ensuring growth happens in the right locations, where it is supported by appropriate infrastructure.

ShapingSEQ introduces a new amenity-based policy framework to increase density in locations where communities are supported by key features such as critical access to high frequency public transport, community facilities, open space and activity centres. *ShapingSEQ* directs infill development to be well-located, providing access to employment, essential services, and other amenities to ensure they enable affordable lifestyles.

To work towards more efficient land use, local governments in South East Queensland, including Redlands, are required to further prioritise growth that can be achieved through infill, rather than through greenfield development, to reduce sprawl, ensure growth produces sustainable communities and does not come at the expense of the environment. This requirement is consistent with the sentiments of the Redlands community as identified through the stakeholder consultation conducted.

5.2.2 Housing supply and diversity targets

ShapingSEQ is focused on housing supply and diversity in housing choice and introduces dwelling diversity targets and density targets for each Local Government Area, to provide further policy guidance as to the preferred mix of dwellings to accommodate changing population and households for the region by 2046. Redlands has been set a dwelling supply target of 84,800 dwellings at 2046. The bar graph below demonstrates the mix of detached and attached housing needed across the total dwelling stock at 2046. The pie chart illustrates the proportion of new homes for each typology from 2021 to 2046.

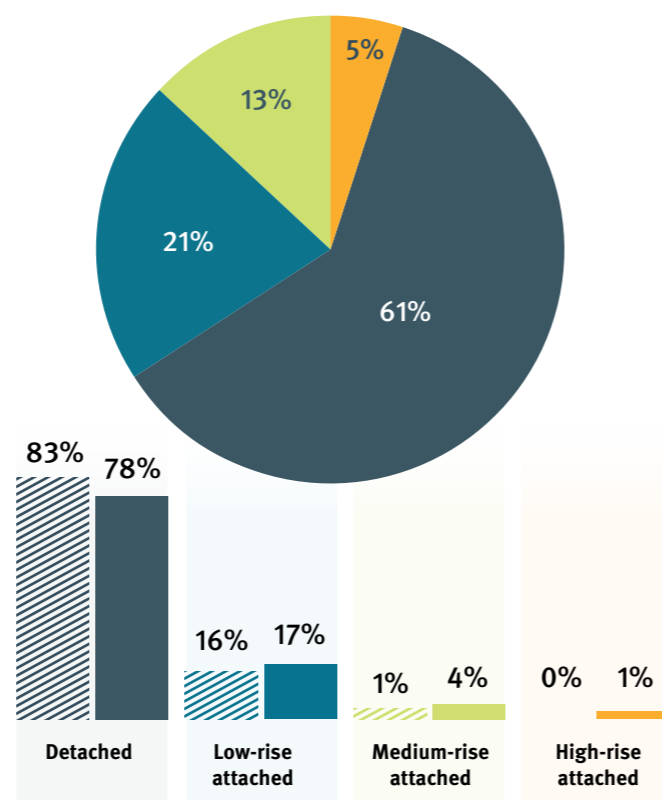
Setting targets aims to guide the delivery of more housing choice and supply for the Redlands community and South East Queensland. Presently, high-rise dwelling stock in Redlands is entirely contained within Cleveland SA2, with just under 1% of the housing stock classified as high-rise. To meet the dwelling diversity targets established by *ShapingSEQ* for Redlands, the planning scheme will need to include assessment benchmarks that encourage higher density development in a way that does not adversely impact development feasibility.

Under the targets, the future of housing in Redlands is to be provided, in part, through a focus on delivering housing via infill, supported by an uplift in diversity in low and low medium density residential areas and continued incremental growth in existing residential areas.

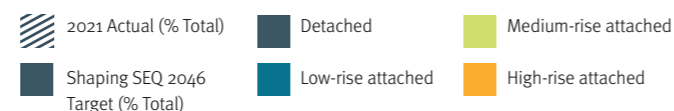
With support from the City Plan and other potential incentives, Redland's low and low medium density residential areas can potentially deliver greater gentle density, including small studios or Fonzie flats, duplexes, row or terrace houses, triplexes or quadraplexes and low to medium-rise multiple dwellings through an incremental and context sensitive approach. This Strategy recognises the need for these residential zones in particular to introduce more opportunities for gentle density.

Housing diversity targets for Redlands

New dwelling growth by type (2021-2046)



Total dwelling stock (2021 and 2046)



Source: *ShapingSEQ* 2023.

5.2.3 Gentle density

Gentle density typologies form a considerable proportion of the dwelling diversity sub-targets across SEQ and significantly increasing the delivery of these typologies is crucial to achieving the priorities set out in *ShapingSEQ*.

The term 'gentle density' refers to the gradual, incremental approach to development that avoids abrupt changes in scale, density, or character that might disrupt existing communities. The concept supports the core principle of minimising sprawl to protect the environment and maximise investment in services and infrastructure by going up and in where appropriate instead of out into natural landscapes.

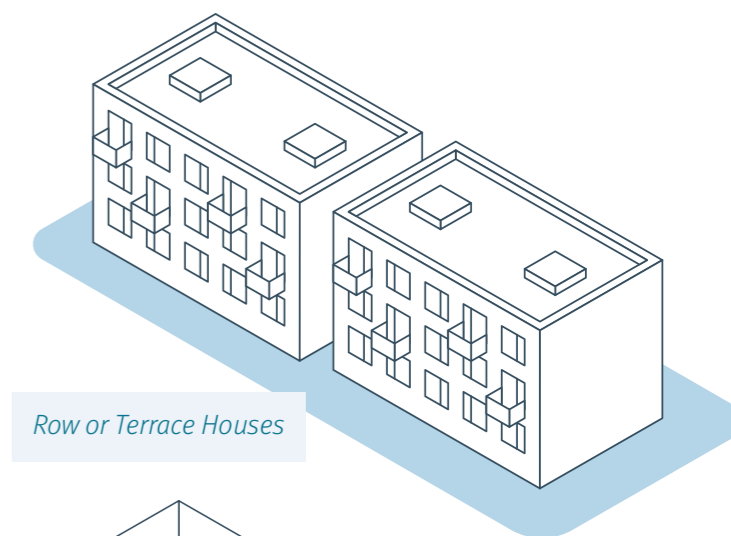
ShapingSEQ advocates for the support of gentle density to meet the dwelling supply targets, through the delivery of low-rise to medium-rise dwellings including:

- small studios or Fonzie flats
- duplexes
- row or terrace houses
- triplexes or quadraplexes
- multiple dwellings (i.e. low-rise townhouses or units)

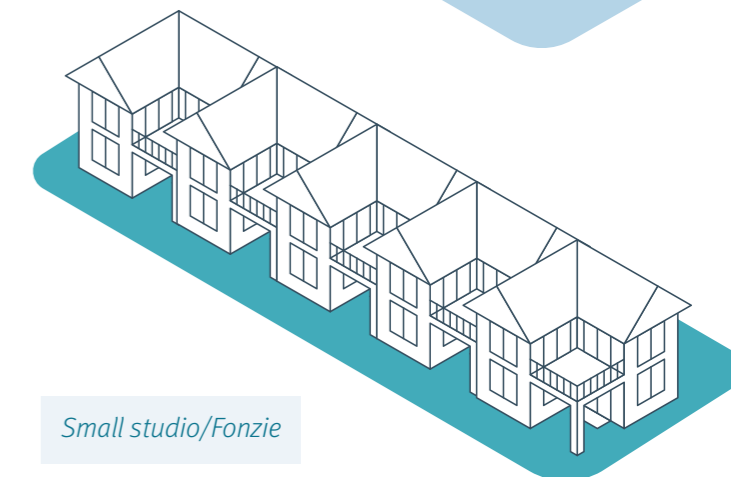
Gentle density will help achieve greater housing diversity by providing housing options for people at various stages of their lives and support independent living, while facilitating connections with the local community.

Gentle density housing typologies

Multiple dwellings



Row or Terrace Houses



Small studio/Fonzie



Duplexes

Triplexes or Quadraplexes



5.2.4 Social and affordable housing

The Queensland Housing Strategy 2017–2027 outlines a 10-year plan to deliver more social and affordable homes and to transform the way housing services are delivered as essential frontline services across the state. It is supported by the Queensland Housing and Homelessness Action Plan 2021–2025 which sets out more detail on actions and responsibility for matters relating to housing provision, homelessness support and policy reform.

In addition, the newly introduced Homes for Queenslanders plan is a comprehensive state-wide initiative that includes aspects such as housing affordability, the dynamics of the rental market, pathways to home ownership, the provision of social housing, and strategies to combat homelessness. The plan sets forth a coordinated strategy to construct 1 million new homes by the year 2046, a figure that includes 53,500 new social homes. The plan is designed to facilitate the creation of homes that align with the needs and preferences of Queensland residents, providing housing options in areas where people aspire to live and work. These homes are intended to cater to the evolving needs of Queensland’s expanding and diverse population.

ShapingSEQ aims to allocate 20% of new homes in South East Queensland to social and affordable housing while promoting accessible housing for individuals with disabilities and older populations, as well as enhancing housing options for Aboriginal and Torres Strait Islander peoples.

Between 30th June 2017 and 30th June 2023, the total social housing portfolio in Redlands saw a 4.4% growth. This rate of growth is marginally higher than Queensland’s rate of growth at 4.1%. Within this time, there was an addition of one- and two-bedroom dwellings within the portfolio to respond to the social housing dwelling requirement of one and two bedrooms in Redlands.

While the social and community housing sector will contribute to the supply of rental housing in the future the key challenge is how to deliver more supply of smaller homes in the private housing market, responding to the needs, including cultural needs, of Redlands residents. Housing solutions will need to be delivered at a range of sizes and price points, ensuring greater diversity of dwelling supply (particularly for responding to smaller households) including in expansion areas.

Apartments, Cleveland



5.3 Infrastructure commitments

The SEQIS identifies key state infrastructure priorities to support the growth framework set out in *ShapingSEQ*. The following infrastructure projects within the Redland LGA have been outlined in the SEQIS.

Description		Infrastructure Class
Committed State-Infrastructure		
1	Completing the Gumpi (Dunwich) to Bummiera (Brown Lake) recreation trail	Arts, Culture, Recreation and Tourism
2	Expansion of The Redland Hospital (Stage 1 and 2)	Health
3	Satellite Hospital Program in Redlands	Health
4	The upgrade of Dunwich Ferry terminal (\$41m)	Transport
5	An eastern busway extension to Carindale and Capalaba (as busway or other priority corridor). This will support increased dwelling densities and employment growth, particularly around any new stops and stations. Provides an efficient public transport connection between centers, particularly Carindale and Capalaba.	Transport
State-Infrastructure In Planning Stages		
1	The Redland LGA may require 1 primary and 1 secondary new government or non-government schools between 2031 and 2041 ⁶ . Upgrade and modernization of Alexandra hills Alexandra Hills TAFE.	Education and Training
2	Expansion of Redland Hospital.	Health
3	Several infrastructure priorities were nominated for the region to support the anticipated growth outlined in <i>ShapingSEQ</i> 2023. Transport infrastructure to support the connectivity to ferry terminals within the Redlands area were one of it.	Transport

In addition, Redland City Council have partnered with Brisbane City Council and the Queensland Government on funding the Eastern Metro Infrastructure study which considers extending the existing busway from where it currently ends at Coorparoo through to the Capalaba business district to provide a greater connection to Brisbane business district.

⁶ The new Scenic Shore primary school has opened for Term 1 2024 in Redland Bay. Through the Queensland Schools Planning Reference Committee (QSPRC), the Department of Education will continue to consult with Redland City Council to determine future requirement of new primary and secondary schools in the Redland LGA.

Apartments, Birkdale



5.4 Current Redland City Plan 2018 and proposed update

The current Redland City Plan 2018 (City Plan) is the primary tool for managing and guiding growth and the development pattern for housing (and other land uses) in Redlands. In achieving this objective, it is important that the City Plan regulates growth in a way that does not present unnecessary regulatory barriers (including the cumulative impacts of assessment benchmarks) that can act as a deterrent in investing in diverse housing typologies.

The City Plan sets out the strategic intent for the creation of liveable communities and housing, supporting the development of housing diversity and affordability for residents, through balancing the housing needs of both an ageing population and individuals looking to purchase their first home. The intention of the City Plan is to revitalise principal and major activity centres in Cleveland, Capalaba and Victoria Point, turning them into dynamic, mixed-use hubs that facilitate diverse housing options and lifestyle preferences.

The current City Plan provisions relevant to the development of housing are broadly appropriate and reflective of historic work and community expectations. However, with updated information on housing needs and new expectations, there is an opportunity to maximise achievement of diversity, particularly for freehold title terrace-style development and smaller lots to accommodate smaller dwellings.

Currently, the City Plan's low density residential zone is extensive and does not provide for townhouses / terrace style development. Further, the existing medium density residential zone code allows for dwelling houses to be developed "as of right", rather than enabling the development of more attached and semi-detached housing types. Maximum building heights within the medium density residential zone surrounding the principal activity centres of Cleveland and Capalaba (particularly Cleveland) are underutilised.

In 2020, Redland City Council underwent the process for proposing a major amendment to the medium density residential zone code to be more supportive of diverse dwelling development, including providing for the freehold titling of townhouses. This amendment process was placed on hold pending the completion of this Strategy.

An assessment of the current provisions within the City Plan has been undertaken and compared to the proposed amendments to the medium density residential zone code. The review of these proposed amendments has informed the development of implementation actions within this Strategy to facilitate the achievement of better housing diversity outcomes.

Upon finalisation of this Strategy, the Department of Housing, Local Government, Planning and Public Works will seek to work in partnership with Redland City Council to implement changes to the City Plan that reflect the directions of this Strategy.

6 Housing supply to 2046 in Redland City

To ensure the right conditions are in place to enable delivery of the homes that are needed in Redlands, it is important to review the local land available for housing growth.

In *ShapingSEQ*, a proportion of land in the region is identified as 'Urban Footprint', which is the extent of land needed to accommodate the urban growth to respond to forecasted need to 2046. This policy directs housing and other types of development to specific locations that are best able to accommodate this growth, due to existing and expected infrastructure provision.

The Urban Footprint is a tool for managing, rather than simply accommodating, growth in Redlands. This approach provides a framework for delivering efficient urban growth, a more compact urban form and the protection of natural assets and landscape.

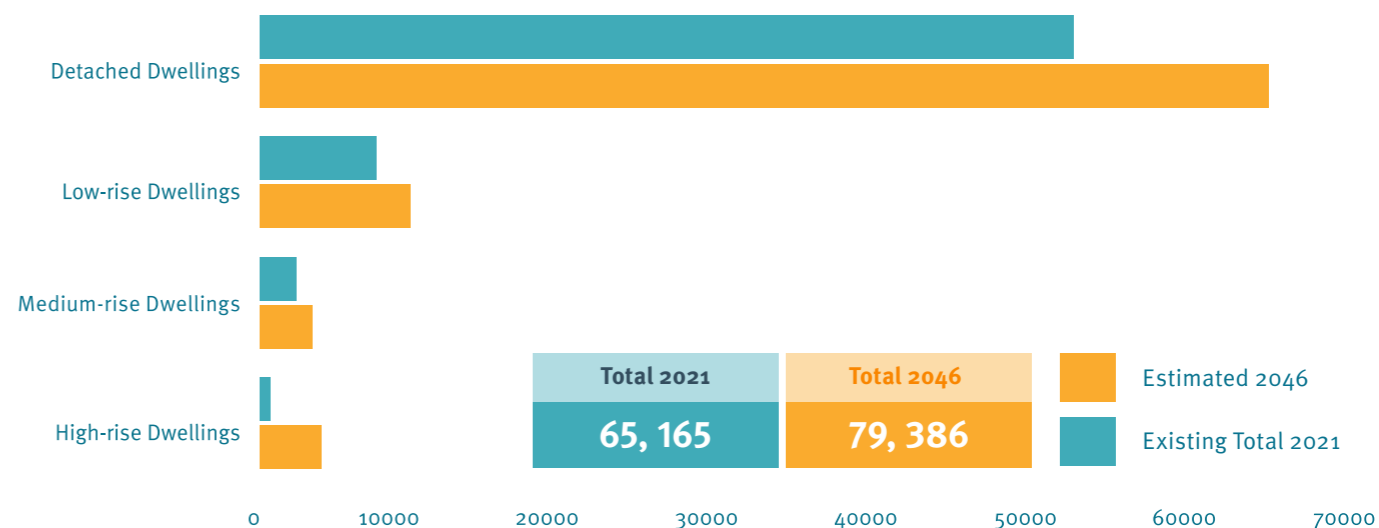
Provisions within the current Redland City Plan 2018 (City Plan) determine the ability of this land to accommodate the required dwellings to respond to emerging need. Data modelling carried out by the Department during the development of *ShapingSEQ* was used to understand the ability of City Plan to meet future housing need in Redlands in response to the growing and changing population expected to 2046.

The estimated number of homes that can be delivered under the current City Plan modelled to 2046 (business as usual scenario) is 79,386 dwellings. As the 2046 Dwelling Supply Target set for Redlands by *ShapingSEQ* is 84,800 dwellings, the analysis has identified a shortfall of approximately 5,000 dwellings highlighting how the current City Plan is unlikely to enable the number of dwellings required to meet this target. Moreover, the analysis shows that current provisions in the City Plan will continue to facilitate housing growth predominantly in the form of detached dwellings and not enable delivery of the preferred housing type mix set out by *ShapingSEQ* to increase choice and diversity in Redlands ⁷.

In the absence of ongoing policy intervention through current and future planning schemes, Redlands will not be able to deliver the number and type of homes required to meet the forecasted need. To appropriately respond to housing need to 2046, Redland's housing stock will have to be rebalanced to provide more attached (particularly low and medium-rise attached) products than before.

⁷ As set out in Section 5 of the Strategy

Existing and forecasted dwellings (business as usual scenario)



Existing totals derived from ABS 2021 Census and estimated capacity to 2046 in absence of policy intervention (business as usual).



Houses, Ormiston

6.1 What does the analysis mean for housing in Redlands?

Demand for housing in South East Queensland and Redlands is expected to remain strong, therefore there is a need to review the current framework to ensure this growth responds to current and emerging needs and can be accommodated in the most sustainable manner without undermining housing supply and, therefore, affordability.

At a spatial level, under the current City Plan a proportion of housing growth will occur in the Southern Moreton Bay Islands with an identified ability to provide approximately an additional 1,600 dwellings. The Islands can't be relied on to contribute to the housing growth for Redlands, considering the existing environmental risks as well as limited access to services in comparison to the mainland. This Strategy recognises the need to ensure that any additional growth on the islands is underpinned by strong up-to-date evidence of the islands' capacity to accommodate growth safely and sustainably. This Strategy recognises the planning context for the Southern Moreton Bay Islands and North Stradbroke, however where possible, alternative locations on the mainland, should be considered to encourage the growth to be accommodated away from the islands. The business as usual scenario under the current City Plan to 2046 estimates that Redlands will see a significant shift from detached dwellings, towards more medium-rise and high-rise (9+ storeys) development.

The analysis has identified that this will cause an imbalance between low-rise (up to 3 storeys) and high-rise. Without a clear strategy to calibrate development and appropriately provision for low-rise and medium-rise development, this imbalance will impact housing choice and affordability, and result in significant contrasts

in building heights that could disrupt the character of Redlands. This signals a need to improve the facilitation of low-rise and medium-rise development to retain a balance of housing products and respond to the *ShapingSEQ* diversity targets.

Without policy intervention, under the current City Plan, in the period between 2021 to 2046, the number of additional dwellings in Redlands in the analysis is anticipated to be highest in the Redland Bay and Cleveland SA2s, together accounting for just under half of additional dwellings within Redland City. This Strategy will seek to ensure growth is accommodated in the right locations across mainland Redlands.

The populations of Thorneside and Sheldon – Mount Cotton SA2s are anticipated to remain largely stable over the next 25 years, with the implication of this being that there is limited opportunity to diversify housing stock in these localities.

The analysis points to a need to deliver approximately 6,000 smaller dwellings (1-2 bedroom dwellings) in the 2021 to 2046 period in Redlands to meet the increase in smaller households and the evolving needs of residents. The delivery of smaller dwellings across Redlands is anticipated to vary by SA2 to recognise the existing built form and residential preferences of each community.

The City Plan will need to be reviewed to consider more opportunities for gentle density, where development is gradual and incremental and limits abrupt changes in scale, density, or character. This is particularly the case for the low medium and low density residential zones. Gentle density allows for some increased density in the right locations without overwhelming the existing urban fabric and visual appearance of a neighbourhood.

ShapingSEQ supports efficient use of land through directing medium-rise development in areas along high

frequency public transport networks and attached high-rise development in principal centres. The principal centre zones, including Cleveland and Capalaba, were identified as providing limited residential supply under the current City Plan, despite being locations that are preferable for development. These areas serve wide catchments of the Redlands community and are key employment areas with concentrations of higher order retail, commercial, administrative, community and entertainment uses. This Strategy provides the direction for the review of the City Plan, with the intention to remove barriers and limitations inhibiting the delivery of appropriate residential development around key activity areas and the principal centre zones.

Analysis has found the City Plan can, in some areas, theoretically facilitate delivery of a degree of housing diversity. However, the City Plan requires a calibration of typologies and development areas. It is important that future development sites can be effectively and efficiently developed, while also encouraging development to meet the needs of the community. This Strategy considers that incentives may need to be provided to support the delivery of housing in the right locations.

This Strategy recognises land fragmentation and development feasibility (which planning cannot easily address) places limits on achieving a shift from detached dwellings on separate lots to a greater mix of dwelling types that are more affordable, accessible, and well-designed. This is particularly so for Redlands, which is characterised by single detached dwellings in many of its established suburbs. The Strategy seeks to introduce changes that can enable the development industry to deliver alternative homes for the Redlands community from single detached dwellings in appropriate locations.

This Strategy therefore provides recommended actions for City Plan amendments to remove some of the barriers to achieving greater housing supply and diversity, by focusing on:

1. upzoning land to enable increased densities in areas well-located in relation to infrastructure and services
2. increasing the minimum height of development within the medium density residential zone, where within a certain distance of a principal centre and where located in proximity to train stations
3. incentivising the development of more attached housing within the medium density residential zone
4. providing for townhouses / terrace style development within the low medium density residential zone
5. providing for freehold titling of townhouses / terrace style development
6. reducing minimum lot sizes for certain housing types within the low medium density residential zone and the low density residential zone, where certain criteria can be satisfied
7. amending categories of assessment to facilitate delivery of smaller attached housing in appropriate locations
8. including built form provisions to ensure good quality design and protection of residential amenity
9. encouraging existing and future growth areas and greenfield development to provide for a range of low medium density and medium density residential zones (over and above the standard low density residential zones), as a means of contributing to the development of more diverse housing options for Redlands.

6.2 Redland's growth context

Population growth within Redlands in recent years has been accommodated mostly through greenfield site development, as opposed to infill in existing areas. Previous structure plan areas such as South-east Thornlands and Kinross Road are being built out, and new areas at Double Jump Road are now coming to market.

Attached dwelling development has been primarily through semi-detached products (such as townhouses).

Southern Thornlands

Southern Thornlands has been identified in *ShapingSEQ* as a SEQ Development Area and has been included in the Urban Footprint. Subject to further land use investigations Southern Thornlands is expected to provide for both housing diversity and supply, as well as land needed for business and industry within the Redland LGA. Should the development of Southern Thornlands come to fruition, it is envisaged that this will provide a significant contribution to dwelling supply and diverse housing options for Redlands.

The Redland's Housing Strategy 2011-2031 (previous strategy) identified the focal point for medium and high-density development was within Cleveland and Capalaba. While Cleveland has recorded a high number of attached medium and high-rise dwellings, early in the 2016 to 2021 period, it has since declined, particularly as the consolidated sites near the shoreline have been exhausted. Further, less than a quarter of new dwelling approvals in Capalaba have been high density residential.

Southern Redland Bay

Shoreline is an approved master plan area in Redland Bay and is one of the last large scale greenfield developments in Redlands. It provides for the delivery of approximately 3,000 lots and makes a significant contribution to future housing supply.

Apartments, Redland Bay



7 Meeting the current and future needs of the community

ShapingSEQ and the context of the Queensland Housing Summit set a clear direction to provide a greater amount of dwelling diversity and density to deliver a mix of housing to meet local and regional needs.

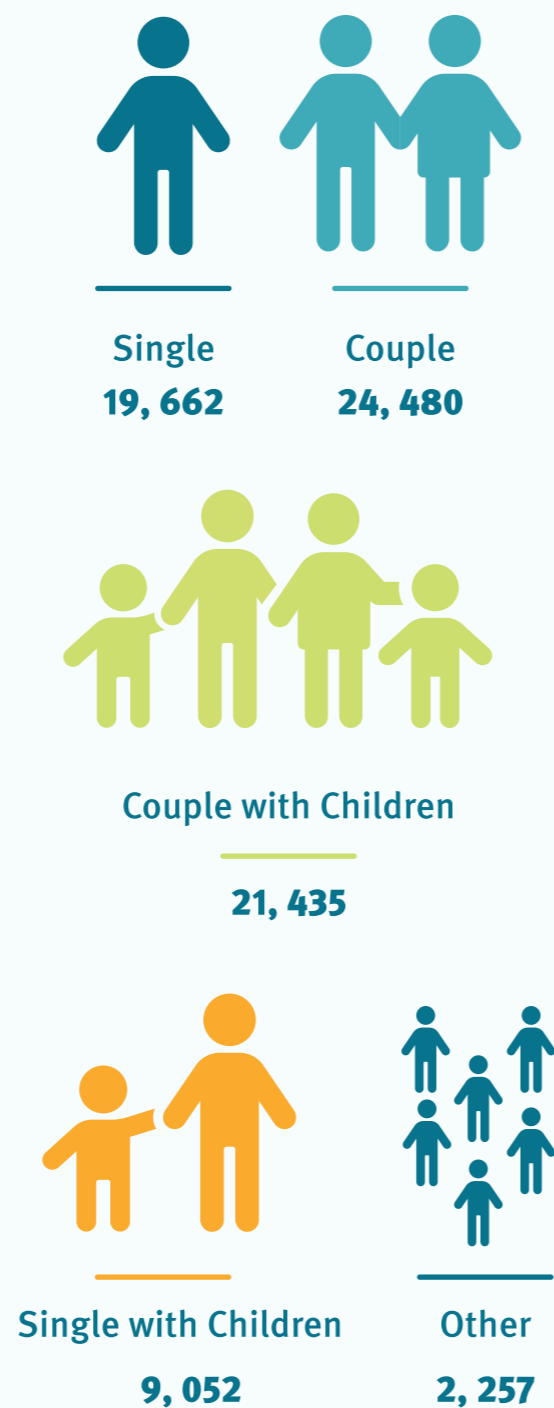
Redlands alongside all other local governments in South East Queensland, will respond to the increasing housing need in the region by accommodating a proportion of growth within the Redland Local Government Area. The Queensland Government may also establish priority development areas where necessary to address such need.

As new residents arrive in South East Queensland, the share of growth accommodated in Redlands needs to be sustainable and protect the environmental values of the Redlands area while responding to climate change. Redlands cannot rely on urban sprawl to provide more diverse and affordable housing. This Strategy focuses on supporting the delivery of additional homes through the removal of barriers to achieving greater housing diversity, with a particular focus on provisions within the low density, low- medium density and medium density residential zones. The Strategy enables the development of gentle density by supporting a broader range of housing typologies including freehold townhouses, small lot housing, dual occupancies and multiple dwellings.

A tailored approach to the delivery of diverse housing typologies within Redlands is required, including the development of more attached dwellings at a density commensurate with the site's location in proximity to principal activity centres and high frequency public transport stations.

Focused medium density housing at greater heights and densities adjoining the principal activity centres of Cleveland and Capalaba and to a lesser extent around the train stations on the Cleveland line will also make an important contribution to the provision of medium density living. These aim to support commuters and provide housing options in accessible locations while protecting

How the Redlands community will look in 2046



Source: Bull & Bear Economics future estimates derived from the *ShapingSEQ* 2023 Update population projections

the unique environmental and other attributes of Redlands that make it a desirable place to live.

Currently, there are minimum standards for the number of parking spaces for residential development. The more parking spaces required increases the cost of development and reduces the ability to deliver low to medium-rise, higher-quality, affordable apartments. Leveraging these area's access to public transport should reduce the need for car parking requirements and incentivise low to medium-rise development.

There is also a need to rationalise the residential zones and precincts, to ensure the zones are fit-for-purpose and consistent across Redlands. In line with *ShapingSEQ*, the Strategy directs growth to key areas that are capable of accommodating increased densities, particularly within proximity of public transport infrastructure and services for the community. Areas of rural residential development which provide for larger lifestyle lots that uniquely define Redlands will be retained.

Single family house, Redland Bay



This Strategy provides a long-term vision on how planning can meet the needs of the Redlands and South East Queensland community by seeking to:

- deliver **greater diversity** in housing typologies which can support all household types;
- deliver housing that can cater for people at all stages of life and in different family circumstances;
- diversify housing stock to enable a broader range of price points for renters and purchasers including through the provision of **freehold title townhouse development**;
- deliver dwellings within proximity to major public transport infrastructure to promote public transport usage to access employment and support **gentle density**;
- support housing diversity around Redlands employment areas to support local **employment opportunities**;
- house the **population and meet the dwelling supply targets** set by *ShapingSEQ* to support the growth in South East Queensland region as a whole;
- deliver additional development through infill to support higher densities around the principal activity centres at Cleveland and Capalaba;
- provide housing diversity responding to **neighbourhood characteristics**;
- ensure greenfield development contributes to **increasing housing diversity**.

Apartments, Wellington Point



7.1 Greater diversity in housing typologies for Redlands

There is an opportunity to improve housing choice and diversity for all Redlands residents, no matter what stage of life they are at. This requires facilitating delivery of housing typologies that respond to the needs of everyone, whether they be young or elderly, singles, couples or families.

The reliance on greenfield residential subdivisions to increase housing stock and the reduction in attached medium-rise dwellings between 2016 and 2021 have all contributed to reduced housing choice and to the housing tenure (home ownership and access to rental) issues faced by a growing proportion of the Redlands community. This Strategy recognises that to retain some areas of traditional residential blocks without impeding on the environment, delivery of compact housing typologies through infill is necessary to avoid urban sprawl and balance the housing needs and cultural needs of the community.

This Strategy seeks to ensure that the right types of housing can be delivered to meet the evolving needs of the community. Redlands is an important growing city in the SEQ Metro sub-region which is the social, cultural and economic heart of South East Queensland. Each city brings its own culture, history, and unique contribution to South East Queensland and they all contribute to accommodating the future growth and needs of the population.

This Strategy recognises that delivery of diverse housing cannot rely on the planning framework alone and other incentives may be necessary to promote the delivery of more of these housing types within Redlands.

7.2 Freehold title townhouse / terrace style development in Redlands

The housing requirements of Redlands are changing, and pressures on the natural environment and efficient infrastructure delivery require consideration of increased housing densities and diversity in well-established areas. When appropriately located, terrace housing is suitable for all household types, where residents can benefit from access to nearby employment areas, shops, community services, high frequency public transport and park networks.

Freehold title townhouse / terrace style development requires strong design-focus requirements that address visual amenity, access to light, management of built-to-boundary walls and their overall contribution to a safe and liveable neighbourhood.

7.2.1 How can freehold title townhouse / terrace style development support housing in Redlands?

Facilitating the inclusion of freehold title townhouse / terrace style development in well-located areas that are near centre zones and public transport can support people in different life stages and those with diverse needs. Industry feedback during engagement highlighted that this style of development is attractive to deliver to market due to reduced costs and demand. Community interest in this type of housing has also been highlighted by consultation.

Freehold title terrace-style development can provide a more affordable solution with a range of lot sizes and bedrooms to cater for singles, downsizers, couples and families. Freehold title townhouse / terrace-style development provides choice in a comparable price range as apartments; one of the differences being a home without or with minimal body corporate fees.

Townhouse / terrace style development can also offer a small backyard which may accommodate older residents downsizing, seeking single-storey dwellings with a small garden. This Strategy considers the reform that may be needed to facilitate the freehold title townhouse / terrace-style development including further design guidance to ensure good amenity can be achieved alongside efficient use of land.

7.3 Continue to support the health precinct and all key workers

ShapingSEQ recognises the fall in affordability across SEQ is likely to result in a sizeable number of essential workers (and others on average wages) having to live further away from where their jobs are located. A failure to accommodate appropriate population growth within the existing urban form results in outcomes such as key workers not being able to live near their work.

It is understood that key workers can work in most locations where people live. As a result, it means there may be little incentive to remain in expensive housing market areas with unaffordable rental or mortgage costs. While there is no single definition of what constitutes a 'key worker', the term usually refers to employees in services that are essential to a city's functioning but who earn low to moderate incomes. Therefore, it is important to ensure housing choice and supply remains available in Redlands to provide the community with resourced essential services.

Few workers in the healthcare and service industry can 'work from home'. This Strategy recognises the importance of living in proximity to work to cover shifts, quickly respond to increases in service demand and attend emergency situations.

ShapingSEQ also recognises the regionally significant role the knowledge and technology precincts, including Redland Hospital and Mater Private Hospital, have on economic and social activity. This Strategy considers the need to maintain options and supply of housing for health care and social assistance workers in proximity to these hospitals as they not only provide a critical service to the Redlands community but are also major employment generators for the region.



7.3.1 The health sector in Redlands

Redland Hospital is a major health centre for Redland City and Brisbane’s southern bayside suburbs. The Redland Hospital at Cleveland is supplemented by the Redland Satellite Hospital at Redland Bay, a smaller facility that supports the ongoing needs of the Redlands community.

The Redland Hospital and Satellite Hospital are both a significant employer of Redlands residents, as shown in the 2021 census data:

- the health care and social assistance industry is the highest employer of Redlands residents
- new residents of Redlands are most likely to work in the health care and social assistance industry
- new residents of Redlands are likely to access employment opportunities at Redland Hospital.



Cleveland Train Station

7.3.2 How can these workers be supported in Redlands?

This Strategy recognises the role and function of the two Redlands hospitals as key places of work for the region. The Brisbane business district will be supported by the strong network of urban centres and knowledge and technology precincts; therefore, they are important to ensuring South East Queensland prospers and remains a competitive economic powerhouse.

This Strategy recognises the Cleveland Health Precinct to allow it to intensify and specialise over time. To support the precinct, planning in and around the precinct will need to provide for high-quality, mixed-use urban forms that promote a walkable urban environment. The increased housing supply in key locations at different price points enabled by the Strategy also considers the on-call component of the workforce which has a specific requirement to be within 20-minutes driving distance of a hospital.

7.4 First Nations peoples

The Strategy recognises First Nations peoples and their connection to Country. In 2011, the Quandamooka Native Title determination recognised the Quandamooka People’s enduring connection to the Native Title claim area comprising of waters, islands, and land on and around Minjerribah (North Stradbroke Island). Quandamooka Yoolooburrabee Aboriginal Corporation (QYAC) is the Registered Prescribed Body Corporate responsible for managing the recognised Native Title rights and interests of the Quandamooka People following this determination. An additional Native Title claim for the Quandamooka Coast was filed in 2017 and awaits decision.

The Native Title determination on Minjerribah has enabled a process with QYAC, Redland City Council and the State to unlock lands to address the issue of First Nations housing in Minjerribah. A temporary local planning instrument (TLPI) which makes provisions for residential, economic, social and cultural land uses for 25 land parcels in the Quandamooka Land Aspirations Area is in place in Minjerribah. Incorporation of the TLPI within Redland City Plan will give the Quandamooka people long-term certainty over future opportunities for the Quandamooka people on this land.

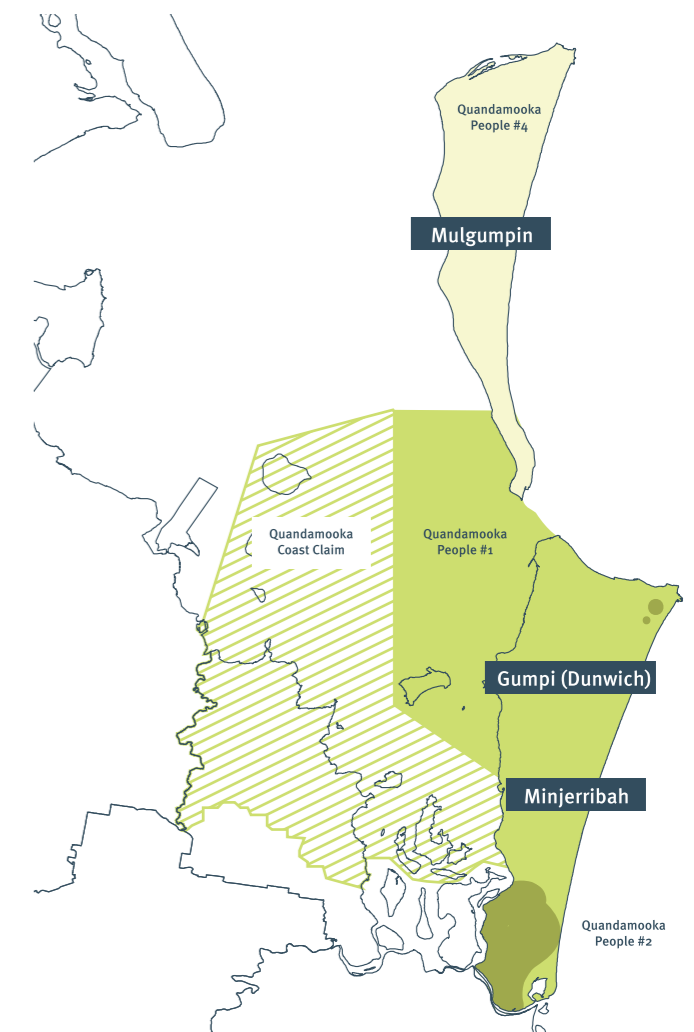
In addition, the Winnam Aboriginal and Torres Strait Islander (ATSI) Corporation provides housing for First Nations people and has released its Strategic Plan that provides for expansion from the Wynnum region to also provide services in Redlands.

The Strategy has been informed by engagement with Traditional Owners and other First Nations groups in Redlands and Minjerribah. The importance of ongoing engagement with Traditional Owners, the Quandamooka people, and the broader First Nations community regarding their cultural needs in relation to housing is acknowledged. Implementation of the Strategy will help

ensure there are opportunities for First Nations people to live on land and respect their rights and connection to the land in Redlands.

The government will continue to advance opportunities to meet Quandamooka People and other First Nations stakeholders’ housing needs in Redlands, including potentially identifying mechanisms to remove barriers to address urgent housing needs for Traditional Owners on their native title lands.

Quandamooka Native Title determination



7.5 Neighbourhood character

Appropriate design and landscaping are key elements of ensuring new development responds to the unique features of Redlands and to the Redlands community values. This may be done in a way that does not offend the existing character or urban fabric of established neighbourhoods within Redlands.

The existing City Plan contains zone precincts which outline anticipated or acceptable types of development, level of assessment and the assessment criteria. The precincts go some way in balancing development with the protection of specific existing character, environmental values and other features of these locations.

Subject to further work, there may be an opportunity for neighbourhood design and character to be recognised, highlighting crucial elements that make specific areas of Redlands unique and liveable. Neighbourhood character and design can be considered for inclusion in Redlands, particularly where some uplift is being considered. This could also provide detail as to the characterisation of a spatially defined established neighbourhood, avoiding the need to determine the “surrounding established neighbourhood” when assessing applications.

Wellington Point town centre



7.6 High amenity areas in Redlands

ShapingSEQ identifies the need to direct increased residential densities to well-located and serviced areas across SEQ, with a focus on high amenity areas. These areas are highly accessible and provide a variety of services as well as community and cultural facilities.

The Queensland Government will work in collaboration with Redland City Council and utility providers to identify and spatially define high amenity areas and prioritise greater densities and diversity in these locations, which will inform relevant planning scheme updates in Redlands.

In addition to Cleveland and Capalaba and areas around high frequency public transport stations, growth in Redlands will be directed to areas that are suitable for additional housing by way of infill, upzoning and delivery of mixed use and commercial developments which attract higher density residential development.

7.6.1 Development expected in high amenity areas

High amenity areas are identified as suitable for accommodating increased residential density and different housing typologies, primarily comprised of attached dwellings, such as apartments.

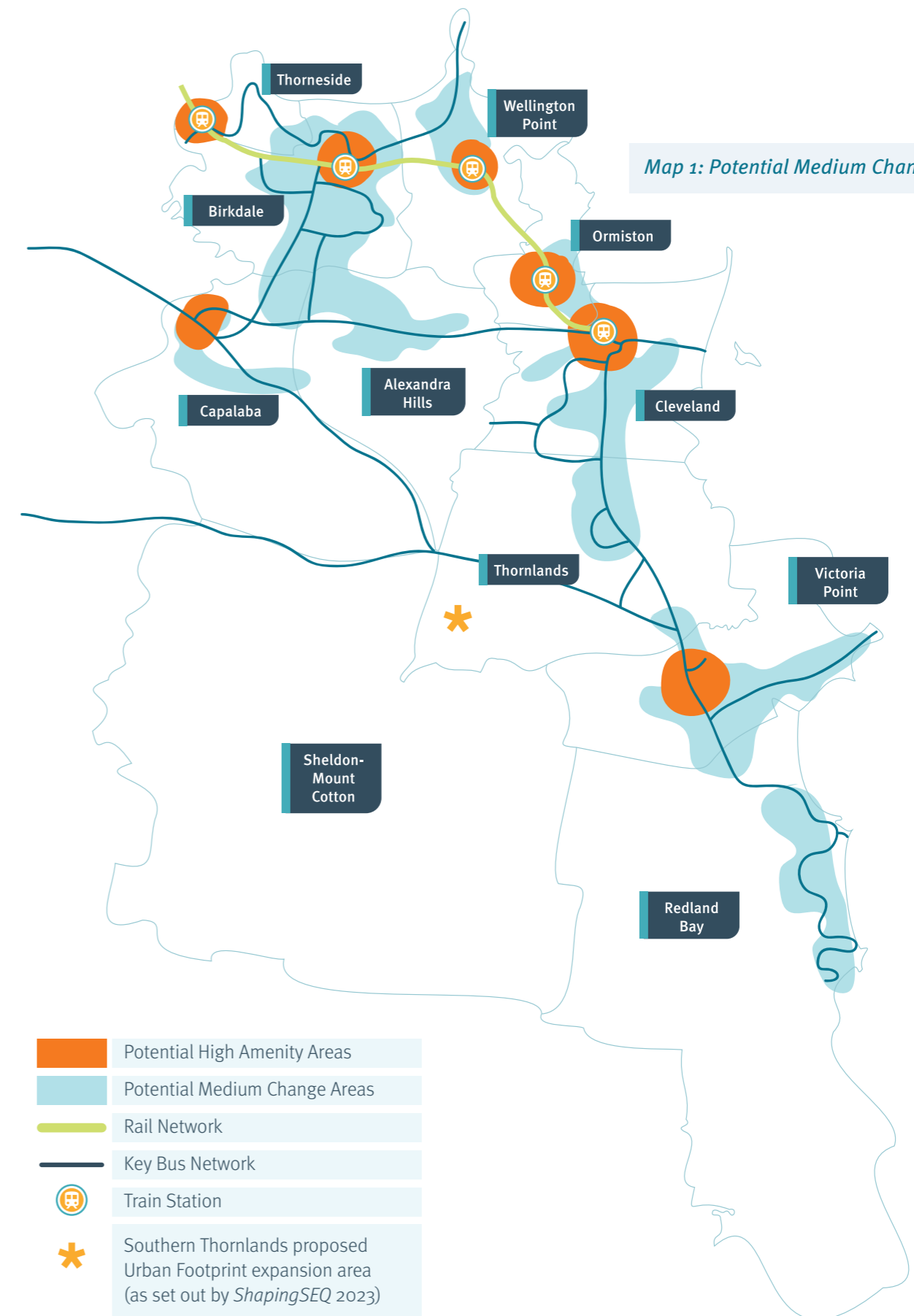
Development will be delivered through infill, repurposing of existing buildings and delivery of mixed-use developments that contribute to the character of the established suburbs.

The specific outcomes of these areas will be dependent on the locality specific opportunities and constraints, as well as the form and function of nearby centres. Growth in these areas will be supported by a series of principles including:

- develop at an appropriate height and density relative to existing services, employment and/or key public transport nodes and should meet high quality design outcomes
- contribute to the provision of a diversity of housing that meets the needs of the community

- mitigate/manage the physical land constraints including ecology, and topography
- provide safe access to and from the site
- design street layouts and/or lot configurations relative to the local context of the area
- integrate with site context and adjoining development, including scale, built form, and streetscape
- develop where the site can be adequately serviced by infrastructure, and which does not represent out-of-sequence development.

Map 1 highlights potential high amenity areas for Redlands based on the criteria.



7.7 Medium change areas in Redlands

Medium change areas in Redlands are suitable for the establishment of a range of housing typologies through infill development of a scale that is subordinate to that of high amenity areas. These areas are not spatially incorporated into the City Plan but instead recognise the extent of change that may occur in well-established residential areas identified in the low density residential and low medium density residential zones. The concept of medium change areas also provides the existing community with a guide on the new development they can expect to see in their local areas.

These areas present an opportunity for increased variety of low and medium rise housing products, including small and medium scale apartment blocks, townhouses and semi-detached housing. The areas that meet the criteria below identify where housing supply and diversity take priority despite surrounding density and character values.

Medium change areas can generally be found:

- within 400m to a train station
- within an area that has a moderate level of access to parks, services and local centres.
- within 400 metres for district and higher order centres and 200 metres for local and neighbourhood centres

7.7.1 Development expected in medium change areas

Medium change areas are identified as suitable for accommodating a mix of housing typologies, including small and medium scale apartment blocks, townhouses and duplexes. Development will be comprised of infill and the redevelopment of existing buildings that complement the existing character of the established suburbs. Some areas, particularly within proximity of higher order centres and public transport stations, will seek to include increased building heights where appropriate. The specific outcomes of the medium change areas will be dependent on the locality specific opportunities and constraints, as well as the form and function of nearby employment hubs, transport services and centres.

Single family house, Wellington Point



7.8 Low change areas in Redlands

Low change areas are identified as suitable for incremental changes to support increased housing supply and diversity. These areas are not spatially incorporated into the City Plan but instead recognise the extent of change that may occur in well-established residential areas identified in the low density residential zone. The concept of low change areas also provides the existing community with a guide on the new development they can expect to see in their local areas.

Low change areas are characterised in the following ways:

- not necessarily close to high frequency public transport;
- within an area that may not have as high level of access to parks, services and any centres.

7.8.1 Development expected in low change areas

Low change areas provide housing choice for those requiring larger homes and space to accommodate work materials, families and different lifestyles.

Low change areas are identified as suitable for accommodating supplementary housing types, including granny flats/secondary dwellings and dual occupancy. Incremental change will happen over time to accommodate larger family units and multi-generational family living that support ageing in place.

In low change areas, direction can be provided on the development of specific design provisions for the delivery of secondary dwellings/granny flats on sites to support the delivery of more of these housing types, which provide a legitimate housing option for many households.

The level of housing growth in these areas will depend on context and low change areas are important to retaining some of the lifestyle factors in Redlands. These areas should not be expected to significantly support the growth of the Redlands community to 2046.

8 Implementation Plan

The Implementation Plan builds on the future actions required, where this Strategy has identified the need and demand for homes within Redlands, to identify opportunities to recalibrate the current housing policy framework.

Implementation actions, outlined in Table 1 are designed to be fit-for-purpose to improve the supply of homes and be flexible enough to provide diversity in housing types. Implementation actions are expected to be addressed through a comprehensive City Plan review and all actions must be completed within 1-5 years of the publication of the Strategy.

A streamlined planning scheme amendment process may be considered to assist with implementing the identified actions. The strategic directions below are the guiding principles to shape the actions and decisions to support the future of housing in Redland City.

Strategic direction 1:

Support increased densities to occur within Redlands well-located and serviced areas.

Strategic direction 2:

Plan for greater housing diversity to support the current and future needs of the Redlands community.

Strategic direction 3:

Plan for and incentivise more affordable and social housing in Redlands.

Strategic direction 4:

Implement annual monitoring and reporting of housing supply and diversity in Redlands.

Table 1: Actions to achieve improved supply and diversity in Redland City

Action	Implementation Action	Rationale	What will this achieve?
1	<p>Expand and consolidate the designation of the the Low medium density residential (LMDR) and Medium density residential (MDR) zones and areas around centre zoned land and train stations to accommodate housing growth.</p> <p>Opportunities for LMDR zoning should be explored within 800m of higher order centres, 400m of train stations and 200m of lower order centres.</p> <p>Opportunities for MDR zoning should be explored in areas within proximity of higher order centres and adjoining existing MDR land.</p>	<p>To rationalise use of land and ensure density is directed within range of existing activity centres and infrastructure nodes.</p> <p>To cater for different housing needs, expansion of the low medium density residential zone (primarily through conversion of existing low density residential zoned land) facilitates a greater variety of housing typologies across Redlands without expansion into areas of high environmental and biodiversity value.</p> <p>To reduce the reliance on the Redlands islands to accommodate growth.</p>	<ol style="list-style-type: none"> 1. Provide residential development of a density and dwelling type/s that are suited to areas of Redlands. 2. Will help Redlands to support a socially and culturally diverse community. 3. Will reduce the need for new multiple residential growth fronts which potentially impede and impact environmental areas. 4. Deliver more diverse housing that maximises accessibility to high frequency public transport stations.
2	<p>Update the Medium Density Residential zone code to enable good quality higher density housing, including provisions to allow for increased height in appropriate locations and landscaping requirements.</p> <p>In addition, increase minimum lot sizes of land in the MDR zone to 800m² to minimise fragmentation and ensure apartments can be constructed.</p>	<p>To rationalise use of land and ensure density is directed within range of existing activity centres and infrastructure nodes.</p>	<ol style="list-style-type: none"> 1. Provide residential development at a density and dwelling types that are suited to areas of Redlands. 2. Optimise land use and offer a variety of housing typologies in the medium density residential zone.
3	<p>Update the City Plan to remove barriers to delivering gentle density housing typologies.</p>	<p>To update zoning, remove regulatory barriers or onerous provisions and improve housing supply, density, diversity and/or affordability in Redlands.</p>	<ol style="list-style-type: none"> 1. Optimise land use and offer a variety of housing typologies. 2. Change in housing types as the Redlands community grows and evolves.

Action	Implementation Action	Rationale	What will this achieve?
4	Update the City Plan to provide for freehold title townhouse / terrace style development with further guidance for implementation.	To update zoning, remove regulatory barriers or onerous provisions and improve housing supply, density, diversity and/or affordability in Redlands. To facilitate freehold title townhouse / terrace style development in well-located areas to support people in different life stages and those with diverse needs.	<ol style="list-style-type: none"> 1. Development of more attached dwellings at a density commensurate with the site's location. 2. Provide for additional titling arrangements and housing product, with freehold titling being a more attractive option for developers and home buyers. 3. Better alignment of housing needs and supply in Redland City.
5	Remove dwelling house as a land use that is envisaged within the medium density residential zone, as currently stipulated in the purpose of the code.	To support medium change areas with additional housing supply and choice close to existing infrastructure	<ol style="list-style-type: none"> 1. Provide residential development of a density and dwelling type/s that are suited to areas of Redlands. 2. Maximise housing densities in the medium density residential zone, which should not be developed for dwelling houses. 3. Introduce a more incremental approach to development from high amenity to low change areas to avoid disrupting existing communities.
6	<p>Amend the Low density residential (LDR) zone code to incorporate the following provisions on the mainland (excluding LDR precincts).</p> <p>On corner lots of 600m² or greater across the LDR zone:</p> <ul style="list-style-type: none"> • Allow for dual occupancies; • Allow for detached houses on 300m² lots, subject to complying with design guidance. <p>Within 800m of District Centres and/or within 200-400m of Local and Neighbourhood Centres with a minimum site area of 2,000m²):</p> <ul style="list-style-type: none"> • Allow 1 dwelling per 300m² where minimum site frontage is 10m, for detached dwellings and dual occupancies, subject to complying with design guidance. <p>Include design guidance to enable these typologies and achieve good quality outcomes.</p> <p>Update City Plan to provide further opportunities to deliver gentle density housing options in the LDR zone to accommodate different household needs.</p>	<p>To accommodate housing growth in proximity to infrastructure and services.</p> <p>To update zoning, remove regulatory barriers or onerous provisions and improve housing supply, density, diversity and/or affordability in Redlands.</p> <p>To support smaller lot living solutions, subject to design guidance, to enable greater housing choice in appropriate locations.</p> <p>To respond to the shifting household structure in Redlands to accommodate the different compositions of people within a home.</p>	<ol style="list-style-type: none"> 1. Deliver more housing closer to jobs, essential services and key employment areas. 2. Contribute to housing growth in the low residential zone through gentle density. 3. Maintain availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.

Action	Implementation Action	Rationale	What will this achieve?
7	<p>Amend the LMDR zone code to incorporate the following provisions on the mainland (excluding LDR precincts).</p> <p>Across the LMDR zone:</p> <ul style="list-style-type: none"> • Allow for freehold townhouses with no minimum lot size and height up to two storeys. • Allow for detached houses on 250m² lots. • Allow for low-rise apartments with height up to three storeys where in proximity to train stations. <p>Include design guidance to enable these typologies and achieve good quality outcomes.</p> <p>Update City Plan to provide further opportunities to deliver gentle density housing options in the LMDR zone to accommodate different household needs.</p>	<p>To accommodate housing growth in proximity to infrastructure and services.</p> <p>To update zoning, remove regulatory barriers or onerous provisions and improve housing supply, density, diversity and/or affordability in Redlands.</p> <p>To support smaller lot living solutions, subject to design guidance, to enable greater housing choice in appropriate locations.</p> <p>To respond to the shifting household structure in Redlands to accommodate the different compositions of people within a home.</p>	<ol style="list-style-type: none"> 1. Deliver more housing closer to jobs, essential services and key employment areas. 2. Contribute to housing growth in the low residential zone through gentle density. 3. Maintain availability of detached homes on larger blocks in the mix of diversity is important to some parts of the community.
8	Create a dwelling house (small lot) code, to have greater control over the design of development on small lots and amend City Plan accordingly.	To provide more detailed guidance on the desired planning outcomes for the delivery and design of housing on small lots.	<ol style="list-style-type: none"> 1. Design and delivery of housing on small lots that is guided by specific built form and design outcomes that positively contribute to local character.
9	<p>Increase building height within the medium density residential zone to a maximum of 7 storeys, where within 400m of a principal centre zone. Explore if a higher number of storeys can be accommodated subject to further investigations, including in relation to any identified updates in the Masterplan areas of Capalaba and Cleveland.</p>	<p>To accommodate housing growth and increased densities in proximity to principal centres where employment opportunities and greater access to transport exists.</p> <p>To maintain a balance of low to medium-rise development.</p>	<ol style="list-style-type: none"> 1. Deliver more medium-rise development within proximity to principal centres. 2. Deliver more housing choice closer to jobs essential services and key employment areas.
10	Require future greenfield development to incorporate low medium density and medium density residential zones to facilitate a mix of housing types and lot sizes at varying densities (including setting a minimum density of approx. 25 dw/ha) in new communities, particularly if new centre zones are created through master planning.	<p>An acceptance of new development requires certainty around the locations and nature of growth.</p> <p>To facilitate greater diversity in the new housing estates to offer homes at different price points.</p>	<ol style="list-style-type: none"> 1. Clear direction and vision for greenfield development on how to accommodate housing growth. 2. Diverse housing and choice in new communities. 3. Responds to community expectations that additional housing supply and choice in Redlands cannot simply rely on infill development
11	Review the capacity of the Southern Moreton Bay Islands to accommodate additional housing.	To recognise the natural hazards and infrastructure limitations of the islands before any additional housing can be supported.	<ol style="list-style-type: none"> 1. The right housing in the right locations. 2. Support the natural environment and protect the unique Redlands islands

Action	Implementation Action	Rationale	What will this achieve?
12	Review and update Local Government Infrastructure Plans to reflect anticipated changes in population growth that is aligned with this Strategy.	To identify and plan for future trunk infrastructure requirements as part of the Development Assessment process and to manage the capital works program	1. Alignment of future infrastructure requirements with planned population growth
13	Review and revise the current master planning for the Cleveland and Capalaba principal activity centres to address direction from this Strategy including improved density, diversity, and character and reflect this through City Plan amendments.	To ensure delivery of intended outcomes for the principal activity centres.	1. Identify any necessary action to help deliver the masterplans.
14	Update category of assessment for rooming accommodation in the low density residential zone.	To remove barriers to developing increased density within the low density residential zone, including through delivery of co-housing/co-living products.	1. Supply of housing products that can better meet the needs and financial capacity of people in different circumstances.
15	Consider areas of neighbourhood character, design and environmental features to inform design guidance. Where appropriate, develop a neighbourhood planning program to provide for tailored outcomes within defined areas of Redlands.	Building design and landscaping is critical to acceptance of low-rise to high-rise development. Community feedback through stakeholder engagement indicated an ardent desire to retain the local character of existing neighbourhoods.	1. Supply of housing that is guided by specific form and design outcomes that positively contribute to local character.
16	Review car parking requirements for residential land uses within residential and centre zones and amend City Plan accordingly.	To reduce car requirements in areas well-served by public transport infrastructure through precinct planning to provide a more diverse supply of housing.	1. Shift parking provision to the market to reduce vehicle dependency and dwelling cost, and promote active urban form.

Grand View Hotel, Cleveland



Action	Implementation Action	Rationale	What will this achieve?
17	Develop an incentives policy/mechanism (including both land use and infrastructure incentives) for the delivery of the above alternative housing typologies or housing models (or similar) within the City such as; <ul style="list-style-type: none"> • build to rent • co-living/shared living • tiny homes • group housing • freehold micro lots and micro housing • freehold small lot housing • shop top housing • cluster housing • socially and financially sustainable • model housing (Nightingale model). 	To remove barriers to improving housing supply and diversity.	1. Facilitate delivery of more housing available for long term rental within Redlands. 2. Enable market to provide for greater housing choice, including through innovative housing solutions.
18	Incorporate the Quandamooka TLPI into the City Plan.	To ensure the City Plan continues to facilitate development on land within the Quandamooka Land Aspirations Area in accordance with the directions set out in the TLPI which consider natural hazards and risks, including risk of bushfire.	1. Enable Traditional Owners to build on their traditional lands to respond to First Nations Peoples' housing needs.

Cleveland town centre



9 Monitoring and reporting

Monitoring and reporting the housing supply and diversity of Redland City is an integral component to assessing the effectiveness of the Implementation Plan of this Strategy.

Through rigorous monitoring and regular reporting, areas of success and challenges to be addressed will be identified. Knowing these areas will assist to guide ongoing development of housing across Redlands, ensuring a range of homes are provided to meet the needs, budget and lifestyle aspirations of the community.

Reporting and monitoring the housing within Redlands also provides accountability and transparency and informs the community on progress of this Strategy.

The Queensland Government prepares an annual Land Supply and Development Monitoring (LSDM) Report. The report compiles a wide range of data from local governments, utility providers, the Australian Bureau of Statistics and Queensland Treasury in one easy-to-use location to annually monitor land supply and development activity across the SEQ region. The LSDM will help monitor progress on the delivery of housing supply and diversity in Redlands.

Redland City Council will be encouraged to annually track any planning constraints to housing being delivered, status on implementation actions from this Strategy and updates on proposed planning amendments to support housing supply and diversity.

Townhouses, Capalaba



The Redlands population is growing and evolving, and it is important that the local housing supply meets these changing demographics.

The Redland Housing Strategy outlines the current needs, estimates the future demand and recognises the role Redlands has in accommodating the growth across South East Queensland. This Strategy encourages all levels of government and industry to work together under the strategic directions to provide housing choice and diversity in Redland City.





Queensland
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