



The Hon. Cameron Dick MP
Treasurer
Minister for Infrastructure and Planning

Our ref: MBN20/44

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Mr Andrew Chesterman
Chief Executive Officer
Redland City Council
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Dear Mr Chesterman

Andrew,

I refer to the various discussions and correspondence between the State and the Redland City Council (the council) about the status of the planning investigation for the Southern Thornlands Potential Future Growth Area (PFGA).

I continue to have strong ongoing concerns about the lack of long-term, strategic planning being undertaken by the council to manage growth to meet the future needs of the city.

While *ShapingSEQ* provides for a considered and effective growth management framework for the South East Queensland region, it is critical that the council appropriately plan for future housing and employment within a local context.

In doing so, the council must engage with the community and undertake the necessary land use planning and long-term growth management studies that respond to the community's vision for the city and reflect the regional outcomes of *ShapingSEQ*.

As you are aware *ShapingSEQ* required the council to investigate this area in the short-term, including its potential as a future employment area. The investigation was required to determine its appropriate use, with the intent of the area defined, and then be appropriately reflected in the planning scheme, by the end of 2019.

While investigations of the Southern Thornlands PFGA have now commenced, the council has failed to comply with Outcome 14, which required the investigations to be undertaken and reflected in the planning scheme by the end of 2019.

I would again like to reinforce the need for this action under *ShapingSEQ* to be completed as part of the council's contribution to managing growth in South East Queensland.

To this end, I notify the council that I am considering exercising my powers under section 26 of the *Planning Act 2016* (the Planning Act) to require the council to take the actions set out in the draft Ministerial Direction notice enclosed with this letter (**Enclosure 1**).

If I decide to make the direction, I anticipate, as set out in the draft Ministerial Direction, that the council would complete the necessary investigation by 14 August 2020 and then report to me by 30 August 2020.

In accordance with section 26(3) of the Planning Act, I advise that the council may, within 10 business days of the date of this letter, make a submission to me about the council taking the action.

After I have considered any submissions made as required under this notice, I will consider what further actions I may take in accordance with section 26(4) of the Planning Act.

My decision to consider exercising my power under section 26 of the Planning Act is based on the reasons enclosed with this letter (**Enclosure 2**).

In making my decision to consider exercising my powers based on the reasons provided in **Enclosure 2**, I have had regard to the facts and circumstances identified in this notice and **Enclosure 2**, and the briefing note provided to me by Queensland Treasury.

If you have any questions about my advice to you, please contact my office on (07) 3719 7200 or email treasurer@ministerial.qld.gov.au.

Yours sincerely



CAMERON DICK MP
Treasurer
Minister for Infrastructure and Planning

23 / 06 / 2020

Enc (2)

MINISTERIAL DIRECTION TO THE REDLAND CITY COUNCIL UNDER SECTION 26 OF THE *PLANNING ACT 2016*

I direct, in accordance with section 26 of the *Planning Act 2016*, the Redland City Council (the council) to:

- complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled *ShapingSEQ* dated August 2017, at paragraph 14 on page 114, by 14 August 2020
- provide a written report to me with respect to the investigation (the investigation report), by 30 August 2020
- the investigation report is to be accompanied by a statement from the council that identifies whether the council considers any amendments should be made to the *Redland City Plan 2018* as a result of the investigation, and the reasons for the council's position on this.

Dated this XX day of XXXXX 2020

CAMERON DICK MP
Treasurer
Minister for Infrastructure and Planning

Enclosure 2

Reasons under section 26(3)(b) of the *Planning Act 2016* (the *Planning Act*)

My decision to consider exercising my power under section 26 of the *Planning Act* is based on the following:

Background

1. On 24 November 2014, the Redland City Council (the council) wrote to the former Planning Minister requesting a state interest review and approval to proceed to public consultation for a new planning scheme for the Redland City local government area. This included a new rural residential zoning over Southern Thornlands.
2. A Ministerial condition was imposed on 20 August 2015, requiring the draft planning scheme to be amended to identify the subject lands within the Rural zone and to include the lands within an investigation area of the Strategic Framework.
3. *ShapingSEQ* commenced on 11 August 2017 and identified 10 Potential Future Growth Areas (PFGAs), including Southern Thornlands. The Southern Thornlands PFGA is located outside the Urban Footprint and inside the Regional Landscape and Rural Production Area.
4. The *Redland City Plan 2018* (the City Plan) was adopted by the council on 6 July 2018 and came into effect on 8 October 2018.
5. The strategic framework of the City Plan identifies Southern Thornlands as a future urban growth investigation area and notes that a further investigation will be required into physical constraints and values, including koala habitat, ecological functions, natural hazards, scenic quality and infrastructure requirements and costs and alternative growth strategies before the suitability of this area for development can be determined.
6. *ShapingSEQ* makes provision for further investigation of the Southern Thornlands area. Specifically, metro sub-regional direction 14 at page 114 of *ShapingSEQ* (Outcome 14) recognises this and requires the council to investigate this area in the short-term including, its potential as a future employment area. The investigation must determine its appropriate use, with the intent of the area defined, and then be appropriately reflected in the planning scheme by the end of 2019.
7. The council did not allocate funds for the Southern Thornlands investigation in its 2019–2020 annual budget.
8. On 23 October 2019, Mr David Jeanes, Group Manager City Planning and Assessment of the council, wrote to me and confirmed that the council had commenced the process of scoping and project planning for the investigation. In this letter, the council indicated it would consider the allocation of budget to undertake the full investigation as part of its budget review scheduled to be completed in January and February 2020.
9. On 25 February 2020, Mr Jeanes wrote to me again and confirmed that, at the General Meeting on 12 February 2020, the council adopted the 2019-20 Annual Budget Review and allocated funds to undertake further investigations of the Southern Thornlands PFGA. Mr Jeanes further confirmed that technical investigations into the suitability of the Southern Thornlands PFGA for urban use had commenced and expected to be completed by the end of the 2019-20 financial year.
10. While detailed investigation of the Southern Thornlands PFGA has commenced, the council has failed to comply with Outcome 14, which required the investigations to be undertaken and reflected in the planning scheme by the end of 2019.

11. The former Department of State Development, Manufacturing, Infrastructure and Planning, now Queensland Treasury (the department) has been in regular contact with the council throughout 2019 and 2020, reminding the council of its obligation under Outcome 14 and raising concerns with the lack of progress to complete the necessary investigation by the end of 2019.
12. Between 2017 and 2020, the failure of the council to complete the investigation has created uncertainty amongst some landowners in the Southern Thornlands PFGA who have written to me and the department to express support for the council to undertake the investigation.

State interest and other reasons

13. The Planning Act defines state interest as an interest that I consider:
 - a) affects an economic or environmental interest of the state or a part of the state
or
 - b) affects the interest of ensuring the Planning Act's purpose is achieved.
14. I am satisfied that the council should take the action stated in the enclosed draft Ministerial Direction to protect or give effect to the following state interests:
 - the economic interests of the state and the Redland City local government area
 - ensuring compliance with *ShapingSEQ* which as a regional plan, sets out integrated planning and development assessment policies about matters of state interest for particular regions of the state.
15. *ShapingSEQ* is a state planning instrument under the Planning Act, which sets out the planning and development assessment policies about matters of state interest for South East Queensland (SEQ) including a framework to manage growth, land use and development across the region.
16. *ShapingSEQ* is also supported by an ongoing Growth Monitoring Program that includes a Land Supply and Development Monitoring Online Report (LSDM report). I released the second annual LSDM report on 14 December 2019.
17. The LSDM report measures housing and employment land supply against *ShapingSEQ* policy goals including the requirement for local governments to maintain at least 15 years' supply of residential and employment land.
18. I am informed by the department that the 2019 LSDM report shows the council can provide more than the minimum 15 years of residential land supply sought by *ShapingSEQ*.
19. However, this report also shows that the council has only four years of planned industrial employment supply, which is well below the minimum 15 years of supply sought by *ShapingSEQ*.
20. Where a council does not provide more than 15 years' supply of employment land zoned and able to be serviced, actions should be initiated under the land supply framework identified at page 47 in *ShapingSEQ*. This includes the investigation and identification of new urban land outside the Urban Footprint.
21. Outcome 14 requires the council to investigate the Southern Thornlands PFGA in the short term, including its potential as a future employment area. Any investigation must determine its appropriate use, with the intent of the area defined, and appropriately reflected in the planning scheme, by the end of 2019.

22. I am satisfied on the information provided by the department that compliance with Outcome 14 is important to ensure the Redland City local government area supports a sustainable and efficient regional growth pattern for SEQ as outlined in *ShapingSEQ*, in particular the Grow, Prosper and Connect goals that require:
- sufficient land across SEQ to accommodate the projected population and employment growth to 2041
 - each local government area to use the employment planning baselines identified in *ShapingSEQ*, in local land use and infrastructure planning
 - local land use plans to identify sufficient land to accommodate, as a minimum, these employment planning baselines
 - the planning and delivery of infrastructure and services to be coordinated and integrated at a local level using the employment planning baselines
 - future growth to be accommodated in the Urban Footprint unless the SEQ Growth Monitoring Program indicates that adequate supply cannot be provided
 - if necessary, the investigation of PFGAs having regard to more specific intent provided under the sub-regional directions.
23. In addition, I am satisfied:
- the SEQ Growth Monitoring Program's 2019 LSDM report shows that the council has only four years of planned industrial employment supply, which is well below the minimum 15 years of supply sought by *ShapingSEQ*
 - Outcome 14 of the metro sub-regional directions provides a specific intent and directs council to undertake an investigation of the Southern Thornlands PFGA.
 - the correspondence from the council dated 23 October 2019 indicates that a 2016 'Thornlands Employment and Enterprise Needs Assessment' established:
 - a need for additional industrial land in the Redland City local government area and
 - that further feasibility assessments were required to determine the role of Southern Thornlands in accommodating this employment land.
24. I consider the consequences of non-compliance with Outcome 14 include:
- compromising the growth management framework of *ShapingSEQ* including conflict with the Grow, Prosper and Connect goals of *ShapingSEQ*.
 - a lack of employment land in the Redland City local government area has the potential to:
 - reduce employment opportunities in the local government area
 - reduce the efficiency of land supply across the Redland City local government area and the region more generally, and
 - inefficient employment land supply that potentially increases the need for significant new infrastructure for residents to access employment and services outside the Redland City local government area.
25. I am satisfied that ongoing review and improvement of state policy and regulation does not hamper the ability of council to progress the investigation required by *ShapingSEQ*.