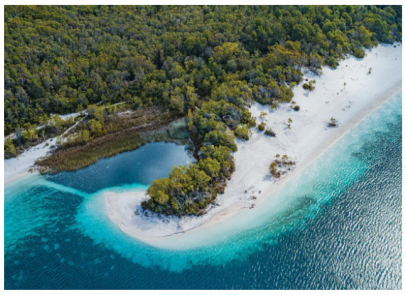


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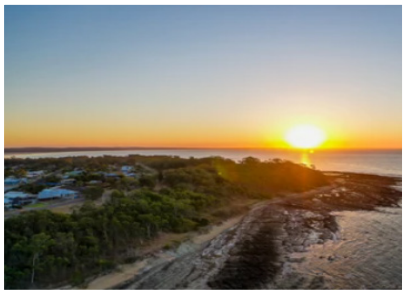
HOUSING DIVERSITY & LAND SUPPLY STUDY

BACKGROUND PAPER















PREPARED FOR

FRASER COAST REGIONAL COUNCIL

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Urbis acknowledges the important contribution that Aboriginal and Torres Strait Islander people make in creating a strong and vibrant Australian society.

We acknowledge, in each of our offices, the Traditional Owners on whose land we stand.

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CONTENTS

Introduction **1**

1. Context **2**

2. Approach **4**

3. Existing Polices and Strategies **5**
3.1. Approach 5
3.2. Regional and State Policies 6
3.2.1. Wide Bay Burnett Regional Plan (Existing) 6
3.2.2. State Planning Policy 7
3.2.3. Housing and Homelessness Action Plan 2021 - 2025 8
3.2.4. Queensland Housing Strategy 2017 – 2027 Action Plan 9
3.3. Local Government 11
3.3.1. Fraser Coast Planning Scheme 11
3.3.2. Local Government Infrastructure Plan 25
3.3.3. Other Policies and Projects 28
3.3.3.1. Fraser Coast Regional Council Economic Roadmap 28
3.3.3.2. Coastal Futures: Planning Our Changing Coastline 30
3.3.3.3. Hervey Bay (Pialba) CBD Urban Renewal Master Plan 31
3.3.3.4. Burrum Heads Community Plan 2020/2021 32
3.3.3.5. Urangan Harbour Master Plan 32
3.3.3.6. Fraser Coast Community Plan 33
3.3.3.7. Hervey Bay Esplanade Tourist Precinct Master Plan 33
3.3.3.8. Imagine This City Strategy 2013 – 2018 (Maryborough) 34

4. Supporting Documents **35**
4.1. Approach 35
4.2. Regional, State and National 36
4.2.1. Model Code for Neighbourhood Design (2020) 36
4.2.2. Next Generation Planning Handbook (2011) 37
4.2.3. Queensland's COVID-19 Economic Recovery Plan (2021) 38
4.3. Local 40
4.3.1. Fraser Coast Rural Residential Land Strategy 40
4.3.2. Maryborough Demolition Control Area Audit (2021) 41
4.3.3. Insights into the Future of the Fraser Coast (2020) 41
4.3.4. FCRC Planning Scheme Review (Stage 2) – Outcomes Report (2021) 44
4.3.5. FCRC Land Use Strategy: Built Form and Urban Design Report (2011) 45
4.3.6. FCRC Sustainable Growth Strategy 2031 (2011) 46
4.3.7. FCRC Housing Needs Assessment (2011) 47

5. On The Ground **49**
5.1. Development Case Studies 49
5.2. Lack of Development Case Studies 52
5.3. Observations for the Planning Scheme Review 52

6. Engagement Findings **56**
6.1. Purpose 56
6.2. Process 56
6.3. Feedback 57
6.4. Key Outcomes 59
Housing Diversity and Land Supply Study Principles: 59

7. Gap Analysis **61**

8. Key Insights + Next Steps **79**

Disclaimer **81**

Appendix A Summary of Non-Relevant Documents
Appendix B Summary of Engagement Feedback

FIGURES

Figure 1 - Building Better Neighbourhoods Timeline 3
Figure 2 - FCRC Strategic Framework Settlement Pattern Extract 11
Figure 3 - Existing Housing Styles in the Region 15
Figure 4 - Priority Infrastructure Areas 26
Figure 5 - Developable Areas – Hervey Bay – Attached and Detached Dwellings 27
Figure 6 - Developable Areas – Maryborough – Attached and Detached Dwellings 27
Figure 7 - Objectives and Strategies 29
Figure 8 - Engagement Fast Facts 58
Figure 9 - The Fraser Coast Development Vision 60

TABLES

Table 1 - Building Better Neighbourhood's Themes 2
Table 2 - Local, Regional and State Materials Reviewed 5
Table 3 - Element 1 Review and Analysis 12
Table 4 - Element Two Review and Analysis 16
Table 5 - Element 3 Review and Analysis 19
Table 6 - Element 4 Analysis and Review 21
Table 7 - Element 5 Review and Analysis 22
Table 8 - Element 7 Review and Analysis 24
Table 9 - Supporting Document Review 35
Table 10 - Engagement Session Approach 56
Table 11 - Gap Analysis Summary and Key Considerations 62

INTRODUCTION

Fraser Coast Regional Council (Council) have begun the process of reviewing their current Planning Scheme *(Fraser Coast Planning Scheme 2014)*. As part of the review, Council have initiated a series of projects and background studies to inform the Planning Scheme review. As part of that review, a Housing Diversity and Land Supply Study is being developed to inform how the future Planning Scheme manages residential settlement pattern, demographic changes and housing provision.

This report forms part of the Housing Diversity and Land Supply Study in reviewing the various background materials relevant to the Fraser Coast Regional Council Housing Diversity and Land Supply Study.

The background review has appraised existing policy and strategy documents from a Local, Regional and State perspective. The background review has also looked at relevant grey literature to ascertain the extent of housing investigations within the region.

This analysis is also supported by research into the current state of housing within Fraser Coast. A review of current planning approval trends has 'ground-truthed' actual housing trends occurring on the ground.

Ultimately the findings from the background review and current state sections have enabled us to determine what information is missing for Fraser Coast to make informed decisions about their future housing policy. It has also provided key insights regarding housing in the region, while noting opportunities for Fraser Coast to consider for future Planning Scheme policy initiatives.

1. CONTEXT

The Fraser Coast Regional Council Planning Scheme is currently being reviewed, which has ultimately led to the need for a Housing Diversity and Land Supply Study to be undertaken. To guide the Planning Scheme review, Council have created the Building Better Neighbourhoods roadmap.

The Building Better Neighbourhoods roadmap is broken into seven themes. The seven themes are noted below:

Table 1 - Building Better Neighbourhood's Themes

	**Provide housing diversity and choice**
	**Improve the liveability of our neighbourhoods**
	**Protect and enhance our unique natural environment**
	**Improve our resilience to hazards**
	**Efficiently plan and deliver infrastructure**
	**Support the creation of employment opportunities**
	**Make the planning scheme easier to access, understand and use**

Within the Building Better Neighbourhoods theme the Housing Diversity and Land Supply Study falls within the 'Provide Housing Diversity and Choice' theme. There are other projects being undertaken concurrently that fit within the other themes – noting that at some levels the various studies undertaken will overlap in impacts and policy responses. The cumulation of results from these projects will ultimately inform the proposed Planning Scheme amendment. The timeline of the various phases of the Building Better Neighbourhoods roadmap is outlined below. This project sits within Stage 3 **(Figure 1)**.

The Fraser Coast Housing Diversity and Land Supply Study seeks to identify gaps in the existing provision of housing and settlement pattern issues and put forward policy responses to address the gap. The study will ultimately recommend a settlement pattern and housing typology response that is based on:

- demographic trends;
- infrastructure efficiency;
- the existing housing stock;
- current development trends (approvals);
- stakeholder engagement; and
- identified future housing needs.

The Housing Diversity and Land Supply Study will outline existing and desired housing typologies and where these typologies are best suited in a demographic and geographical sense across Fraser Coast.

This background report is the first deliverable of the overall Housing Diversity and Land Supply Study and will assist with scene setting of the current situation on the Fraser Coast.

Figure 1 - Building Better Neighbourhoods Timeline



2. APPROACH

The purpose of this background review is to determine the current state of housing on the Fraser Coast – from both a typology and policy perspective. We have reviewed available policy documents and supporting papers that influence housing on the Fraser Coast. We have sought to review policy across all levels of Government that impact on housing supply, diversity, infrastructure provision and settlement pattern. A housing supply and diversity lens has been applied when reviewing certain documentation to extract key implications to the region as well as this specific project.

Council have already undertaken numerous background reports over the last seven years that have informed current policies and the *Fraser Coast Regional Council Planning Scheme 2014.* We have extracted key insights and implications from the most relevant policies and supporting documents. Other policies and documents that we have determined less relevant have not had a detailed review conducted on them.

The review of these documents has been coupled with a quantitative Geographic Information System (GIS) exercise. The GIS exercise has ground-truthed the current housing and settlement patterns trends that are actually occurring on the ground in the Fraser Coast Region.

The comparison between the literature review insights in combination with the GIS exercise has resulted in a gap analysis. The cumulative effect of these three key elements of this report have provided key insights and opportunities for subsequent deliverables of the Housing Diversity and Land Supply Study to further refine.

3. EXISTING POLICES AND STRATEGIES

3.1. APPROACH

The following planning policies have been reviewed and are considered relevant to the Fraser Coast Regional Council Housing Diversity and Land Supply Study **(Table 2)**.

A traffic light system has been utilised to rank the relevance of the policies to the Housing Diversity and Land Supply Study.

- **Green** indicates high relevance.
- **Orange** indicates moderate relevance.
- **Red** indicates low or marginal relevance.
- **Black with a cross** indicates very little relevance. The overview of these policies can be found within Appendix A.1.

Table 2 - Local, Regional and State Materials Reviewed

Jurisdiction	Policy	Relevance
State and Regional Policies	Wide Bay Burnett Regional Plan (Existing)	
	State Planning Policy	
	Housing and Homelessness Action Plan 2021 – 2025	
	Queensland Housing Strategy 2017 -2027	
Local Planning Framework	Fraser Coast Planning Scheme 2014	
	Local Government Infrastructure Plan	
Other Local Policies and Projects	Fraser Coast Regional Council Economic Road Map	
	Coastal Futures: Planning Our Changing Coastline	
	Hervey Bay (Pialba) CBD Urban Renewal Master Plan	
	Burrum Heads Community Plan	
	Urangan Harbour Master Plan	
	Fraser Coast Community Plan	
	Hervey Bay Esplanade Tourist Precinct Master Plan	
	Imagine this City Strategy 2013 – 2018 – Maryborough	
	Glenwood Community Planning 2020/2021	
	Tiaro Community Planning 2020	
	Howard and District Community Plan	

3.2. REGIONAL AND STATE POLICIES

3.2.1. Wide Bay Burnett Regional Plan (Existing)

High relevance

The Wide Bay Burnett Regional Plan (WBBRP) provides a long-term strategy to shape and guide growth in the region over the next 20 years. The Regional Plan aims to protect and enhance quality of life in the region, and identifies specific opportunities and constraints for the Fraser Coast region and its centres.

Opportunities identified in Fraser Coast relate to:

- coordinated and complementary growth of Maryborough and Hervey Bay;
- the abundance of natural resources;
- tourism;
- integrated transport infrastructure; and
- residential and employment development areas throughout the region.

The Regional Plan identifies Maryborough as a centre which will provide for future administrative and employment growth in the region. Maryborough is highly accessible and unlike other centres in the region, Maryborough has fewer environmental and topographical limitations. The Regional Plan identifies these attributes, and states that Maryborough has sufficient land area to accommodate urban development and residential dwellings through broad hectare and infill development. Rural residential development has also been strategically located in the Rural Living Area close to the centre.

Hervey Bay is the other major centre identified in the Regional Plan. Hervey Bay is a large coastal centre that provides a retail, commercial and tourist hub for the region. This centre has sufficient capacity for continued growth. The Regional Plan identifies the opportunity for Hervey Bay to accommodate the anticipated dwelling demand, through both broad hectare and infill development.

The Regional Plan identifies **challenges** for the Fraser Coast region. These include:

- an ageing population;
- effects of climate change and natural hazards (particularly on coastal development);
- diversifying the economy; and
- planning for significant growth.

The Regional Plan also examines Hervey Bay's decentralised development pattern as an additional challenge faced by this particular centre.

The Regional Plan identifies four key areas that will support future growth in the region, and leverage the aforementioned opportunities. These are:

- Infrastructure:

  Support and enhance existing transport links, and investigate additional transport infrastructure thorough the region.

  Ensure centres and townships have adequate water and electricity infrastructure.

- Economy and employment:

  Support tourism related industries to allow for a diverse and self-sufficient employment sector.

  Maintain agriculture and industry activities throughout the region.

- Residential:

  Effective planning to ensure new residential areas are well serviced by infrastructure and sensitively and appropriately integrated in the region.

Ensure a diverse range of housing types and uses.

- Community services:

  Ensure the growing population has access to adequate services and facilities.

  Provide diverse housing designs to accommodate different and changing housing needs.

For the Fraser Coast Housing Diversity and Land Supply Study, the Regional Plan provides a guide for future growth and policy initiatives in the region. The specific opportunities and constraints presented in the Regional Plan remain relevant to the Fraser Coast region today and are to be considered within the Housing Diversity and Land Supply Study development.

It is important to note that the WBBRP is currently under review. Therefore, issues and policy responses relevant to housing which will be included in the reviewed Regional Plan, are not yet known.

Importantly, while the regional plan is under review there is the opportunity for the Council to advocate for housing policy positions initiatives within the review that will align with desired housing outcomes and ultimately benefit implementation of the policy position through coordinated State policy and regulation.

Implications for the Housing Diversity and Land Supply Study:

- The Wide Bay Burnett Regional Plan includes broad housing policy outcomes that are specific to the Fraser Coast region. A review of the Regional Plan is currently underway with an updated Regional Plan draft due at the end of 2021. Current regional plan policy outcomes therefore will need to be filtered for relevance to the Fraser Coast Housing Diversity and Land Supply Study – though generally it is acknowledged that policy issues and outcomes are sufficiently high level to remain broadly relevant to current circumstances.
- The Regional Plan includes provisions regarding housing choice and affordability within the region which remain relevant to the study, as well as the Regional Plan review. The regional plan notes that a range of accessible, affordable, and various housing types are provided in the region to appeal to different demographics. As per the findings in further sections of this report, it is evident that this hasn't been achieved to date in the Fraser Coast region, nor the wider WBB region.
- Several opportunities identified in the Regional Plan, particularly relating to the growth centres of Maryborough and Hervey Bay and tourism industries, remain relevant. Similarly, the identified challenges of climate change, an aging population and decentralised settlement pattern are still present in the Fraser Coast region and remain as issues for the Housing Diversity and Land Supply Study to address.
- The main relevant region-wide strategies outlined in the current Regional Plan relate to housing affordability and rural residential land development. The amended regional plan will have an additional focus more on creating liveable communities, a pragmatic urban form, land supply and urban design, which are all themes that align with the deliverables of the Fraser Coast Housing Diversity and Land Supply Study Housing Diversity and Land Supply Study.
- The updated Regional Plan format and issues to be incorporated suggests that existing regulatory extent and policies within the current Regional Plan are outdated and require amending.
- The Regional Plan and Housing Diversity and Land Supply Study will be required to 'talk' to each other, as the amendments to the Fraser Coast Planning Scheme will need to reflect the updated Regional Plan. As they are both currently under development, there is the opportunity for each to inform and strengthen each other through coordinated feedback through development.

3.2.2. State Planning Policy

Moderate relevance

The State Planning Policy (SPP) defines the Queensland Government's policies about matters of state interest in land use planning and development, and provides direction for the preparation of local planning instruments and assessment of development applications.

The SPP outlines 17 state interests in land use planning and development. **Housing supply and diversity** and **liveable communities** are two state interests which focus on housing. Housing supply and diversity places emphasis on the importance of providing diverse housing options, which cater for all households, lifestyles and incomes. The SPP identifies that new housing provisions located on both brownfield and greenfield sites are important to achieve adequate housing supply and diversity.

The state interest of liveable communities highlights the importance innovative design of the built and natural environment. A liveable community is vibrant, prosperous, healthy and safe, which is ultimately determined by good design and planning. The SPP attributes a liveable communities to a range of other factors also, including access to employment and services, and resilience to natural hazards.

All Queensland Planning Scheme's must reflect the SPP. The current Fraser Coast Planning Scheme 2014 has been prepared to reflect the SPP Housing Supply and Diversity themes.

Implications for the Housing Diversity and Land Supply Study:

- The Fraser Coast Housing Diversity and Land Supply Study needs to have regard to the State Planning Policy, as it provides a relevant guide to the accepted development solutions for development, and more specifically housing, in Queensland.
- The current Fraser Coast Planning Scheme (Version 11.0.1) is prepared to fully reflect the state interests outlined in the SPP, including housing supply and diversity and liveable communities.
- This is a high-level strategy for development in Queensland, therefore while it should be a consideration of the Fraser Coast Housing Diversity and Land Supply Study, it will not present any major limitations with the identified focus on locational and product diversity.

3.2.3. Housing and Homelessness Action Plan 2021 - 2025

Moderate relevance

The Housing and Homelessness Action Plan 2021 – 2025 provides a vision for Queensland's social and affordable housing provisions. The Action Plan is developed in the context of current market conditions and needs and reaffirms the objectives of the Queensland Housing Strategy 2017-2027.

The Action Plan is delivered on the basis of three key values:

- **Place based:** Empower – Healthy empowered communities
- **Person-centred:** Support – Responsive housing system
- **Partnering:** Strengthen – Strong and diverse housing sector

In response to the demand for social and affordable housing, the Action Plan provides the Housing Investment Growth Initiative, which aims to deliver new social housing and partnerships with the community housing sector, through a coordinated capital investment program. This initiative is supported by $1 billion fund, allowing new homes to be delivered where they are most needed.

This will be facilitated through nine development regions across the state. Each region will have a four-year construction program, which will accelerate work already planned, that will directly address the local needs of the region. This process will be delivered through public and private, and non-government, partnerships. The Wide Bay Burnett region is included in this program, with a target of 170 homes to be establish over the four-year period.

To support the growth expected in Queensland's housing market, the Action Plan outlines 20 key targets. Targets relevant to the Fraser Coast Housing Diversity and Land Supply Study include:

1. *6,365 new social housing homes across the State*

2. *Work with regional councils to increase and diversify the supply of housing, including opportunities for alternative government and non-government investment and incentives*
3. *Establish a cross-agency monitoring and evaluation approach to assess the effectiveness of joint approaches to preventing homelessness*
4. *Deliver integrated health and housing responses*
5. *Deliver rental law reform in Queensland, including minimum housing standards, that better protects renters and lessors and improves stability in the rental market*
6. *Finalise implementation of retirement villages reforms to village financial statements and contract requirements and implement government's response to the independent panel's review of timeframes for payment of resident exit entitlements and buyback requirements*

For the Fraser Coast Housing Diversity and Land Supply Study, the Action Plan provides a possible avenue of growth in the social housing sector. The Action Plan is aimed to explore opportunities in new and existing growth areas, with a key focus on regional housing, meaning the Fraser Coast community may be identified in this initiative.

Implications for the Housing Diversity and Land Supply Study:

- The Action Plan involves housing strategies that aim to achieve equitable social housing provisions, as well as providing services for those trying to access these types of housing. The strategies proposed to achieve this within the Action Plan should be considered in the Fraser Coast Housing Diversity and Land Supply Study.
- The Wide Bay Burnett region is included as a specific area of focus for the Action Plan, seeking to deliver an additional 170 homes within the region. The Fraser Coast Housing Diversity and Land Supply Study does not need to include outcomes that address the actual provision of social housing within the region. However, affordable and social housing will be themes that inform the final settlement pattern map amendments and future specific outcomes of the Planning Scheme.

3.2.4. Queensland Housing Strategy 2017 – 2027 Action Plan



Low to marginal relevance

The Queensland Housing Strategy 2017 – 2027 provides a 10-year vision to achieve safe, secure and affordable housing in the state. The Strategy includes more than $1 billion investment over the next five years. The areas of focus of the Strategy relates to homelessness, social housing, affordable rental, private market rental and home ownership. The Strategy will be delivered through a collaborative approach between government bodies, the private sector and the non-government sector.

The key investment goals of the strategy are as follows:

- $1.8bn investment goal over 10 years
- 4,522 social homes
- 1,034 affordable homes
- 450 full time jobs per year over 10 years

The strategy includes an Action Plan which highlights four key areas of consideration for housing:

- **Growth:** provides access to safe, secure and affordable housing through a holistic approach, to in turn generate economic growth and local jobs. To achieve this, the Action Plan identifies key actions related to *diversity, supply* and *efficiency*.
- **Prosperity:** supports aspirations for a better future, economic independence and again, access to safe, secure and affordable housing. The Action Plan proposes to achieve this through key actions related to *pathways to success, tools for success*, and *closing the gap*.

- **Connections:** identifies housing as an essential service, which improves outcomes for vulnerable, and ensures maintenance of tenancies. The Action Plan identifies actions relating to *service delivery reform, youth*, and *reduced homelessness* to achieve this.
- **Confidence:** allows for fair and contemporary housing, diversity, and informed decision making. *Housing pathways, residential tenancies, regulated accommodation,* and *design and amenity* are outlined in the Action Plan to achieve this.

The State Government has assessed the strategy's effectiveness in meeting the above objectives and has found the strategy is on track to meet successfully meet all the above objectives. Progress is tracked through the following three areas:

- **Growing Supply:** Strategy exceeded the three-year social housing target; improved community partnerships; and increased supply and home ownership on Aboriginal and Torres Strait Islander land.
- **Service System Reform:** Introduced a new suite of assistance packages; implemented targeted initiatives to address vulnerable groups; and established non-government partnerships to reduce homelessness. However, it is too early to determine if these initiatives have been effective.
- **Consumer Confidence:** Amendments have been made to several policies that relate to housing; and community awareness and education has also taken place to support these reforms.

For the Fraser Coast Housing Diversity and Land Supply Study, the Queensland Housing Strategy provides a comprehensive outline of the State's aspiration for housing. While the actions relating to the key areas of consideration fall mostly under the State's jurisdiction, the actions of this Plan must be considered by the Fraser Coast Housing Diversity and Land Supply Study, to ensure alignment with the State Governments vision for housing in Queensland.

Implications for the Housing Diversity and Land Supply Study:

- The Strategy aims to deliver 56 new homes for Wide Bay/Burnett region. As noted, previously the Housing Diversity and Land Supply study will include recommendations and themes on housing affordability, although will not include targeted initiatives to implement affordable housing in the region.
- Fraser Coast Regional Council could leverage the strategies within the Housing Diversity and Land Supply Study to secure funding or undertake a partnership to deliver the above affordable and social housing targets within the region.
- The Strategy's Action Plan is plan for state investment in the affordable and social housing sector and not specifically relevant to the project and does not have any major implications to settlement pattern and changing housing typologies in Fraser Coast. However, the Fraser Coast Housing Diversity and Land Supply Study should have regard to Action Plan intent in terms of creating and incentivising affordable and social housing.

3.3. LOCAL GOVERNMENT

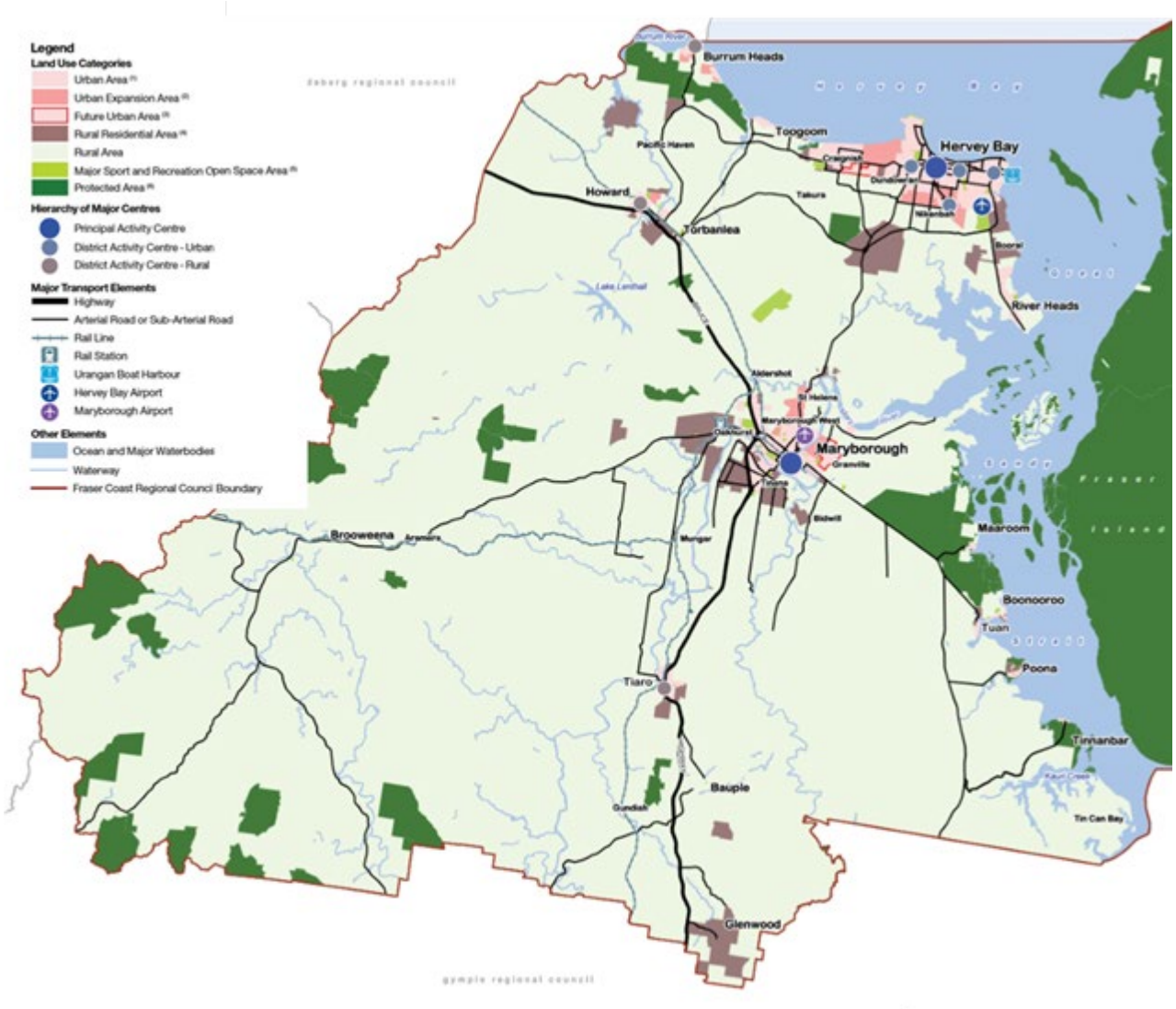
3.3.1. Fraser Coast Planning Scheme

High relevance

Within the higher order elements of the Planning Scheme, the Fraser Coast Planning Scheme manages settlement pattern and land use categorisation via Section 3.3 of the Strategic Framework (Figure 2). The Strategic Framework breaks down the region into a total of seven land use categories. Of these seven, five of the categories relate to the provision of housing:

- Urban Area;
- Urban Expansion Area;
- Future Urban Area;
- Rural Residential Area; and
- Rural area.

Figure 2 - FCRC Strategic Framework Settlement Pattern Extract



Within the Strategic Framework Section 3. includes a series strategic outcomes, elements and specific outcomes that are related to settlement pattern. **Table 3 - 8** below outlines how the Elements and Specific

Outcomes relevant to the Housing Diversity and Land Supply Study. Comments regarding whether the elements and the specific outcome have been achieved is included.

Key insights in relation to the current settlement pattern and development trends in the region are noted as issues for consideration in moving to the next phase of the project analysis.

Table 3 - Element 1 Review and Analysis

Element 1 – Compact and Consolidated Urban Form	
Specific Outcome	**Comment**
a. Urban development occurs on land within an urban area as identified on Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern) so as to:- i. achieve a compact and consolidated urban form; ii. optimise the efficient delivery and use of infrastructure and services; iii. minimise exposure to physical and environmental constraints and natural hazards; iv. minimise the impact of lands supporting environmental, rural production and landscape values; and v. enhance and preserve the discrete identities of individual cities, towns and villages of the Fraser Coast.	a. Overall, development in the region to date broadly aligns with the limits of settlement pattern map. However, there are significant deficiencies in the form and location of development occurring within the limits of the Urban and Urban Expansion areas. i. In general development approvals and new development within the region does not adhere to the desired settlement pattern outcomes with limited variation in housing form, density and typologies achieved. Density in proximity to services and amenity has been particularly hard to achieve. ii. Approved developments have occurred in areas not serviced by infrastructure (typically reticulated sewer) requiring Council to expand the service area to accommodate. The broadening of the service area and lack of consolidation to maximise the efficiency of existing infrastructure is a fundamental matter to address moving forward. iii. Council overlays and constraint mapping have mostly been successful in reducing overlap of new housing in overlay areas. iv. Sprawl, fragmented and out of sequence development is occurring (or approved) in rural and some environmental areas across the region – e.g. Toogoom and Dundowan Beach. v. Key towns and centres have ‘distinct’ character values and will be mainly preserved by “ring fenced” zoning offering little expansion opportunity (for discrete coastal communities). Where these small areas have planned expansion (such as Burrum Heads) robust planning controls should cover built form outcomes. Maintenance of Maryborough character elements is key and to the most part have been retained (perhaps by lack of activity as opposed to robust planning outcomes) Other

Element 1 – Compact and Consolidated Urban Form	
b. Urban development contributes to the form and structure of areas to achieve the following:- i. an effective and efficient transport network that supports access, mobility and connectedness; ii. increased use of public and active transport modes; iii. a diverse range of suitably located housing options that provide for affordable living; iv. sustainable housing outcomes that promote energy efficiency, are climatically responsive to the sub-tropical living conditions of the Fraser Coast and, where possible, are readily adaptable to changing occupant needs over time; and v. a diversity of housing product that respond to the lifestyle, market and socio-economic demands of a diverse community.	urban areas outside the key towns and centres do not have a distinct identity. b. As noted above development is not necessarily aligned with the settlement pattern, development outcomes and LGIP and as such: i. Limited density typologies offered that are connected by public transport, there is a clear car-driven culture present in the region with dwellings having multiple car parking spaces with additional spaces for RVs and caravans. Road and intersection capacity issues are inevitable with unchecked expansion. ii. Regional culture and industry is still geared towards single, detached dwellings (**Figure 3**), with large lots. Any residential density within centres or amenity locations is largely limited to providing short-term accommodation, as such there is limited housing diversity. Flow on impacts include limited opportunities for housing density to be provided close to services, as well as limited options for people to access different housing typologies at different price points and suited to different life circumstances; and iii. Limited housing diversity is offered in the region with nearly 95% of housing being detached dwellings.
c. Infill development:- i. is compatible with and sympathetic to the amenity and character of its setting; ii. includes higher density residential development comprising multi-unit (tourist and permanent) residential uses, aged care and student accommodation in well-serviced locations in Hervey Bay and	c. Infill development within the region still provides a significant growth opportunity for the region to leverage. To date, there has been some infill development occurring, however majority of higher density infill development is to provide short term accommodation uses. The infill development Specific Outcome remains relevant to the future of housing in the region. There still hasn't been substantial investment in infill housing providing unrepresented typologies such as 1 and 2 bed units, retirement facilities or student accommodation in areas that are close to services. retirement facilities or student accommodation in areas that are close to services.

Element 1 – Compact and Consolidated Urban Form	
Maryborough, with good access to public and active transport, commercial development, social services and facilities; iii. provides for adequate privacy and personal safety, is reasonably accessible to social infrastructure and does not contribute to social disadvantage; and iv. is connected to adequate infrastructure and services. v. Development occurs in an orderly and efficient manner that provides for the logical and cost-effective extension of infrastructure networks to service new development.	

Implications for the Planning Scheme

- The proposed settlement pattern needs to be updated to represent planned expansion that could incorporate the current out of sequence development. The further assessment of housing need and land supply will be central to these recommendations.
- There is a misalignment between what Development Assessment officers are approving and whether the proposal aligns with the Strategic Framework mapping and Specific Outcomes. A strong policy framework through the new Planning Scheme is needed to ensure outcomes reflects the desired Strategic Framework (e.g. zone codes, preferred development, levels of assessment, guideline policies) and provide the appropriate regulatory "tool kit" for implementation.
- Zoning can be utilised in centre areas to better promote infill development, with stronger development parameters around the types of housing, minimum lot sizes and typologies in these areas; and
- To manage architectural design outcomes, sustainable design principles and achieve housing diversity the Planning Scheme amendment could consider implementing a Planning Scheme Policy design guideline and in conjunction with a Multiple Dwelling Use Code that includes development parameters for duplexes through to high density residential product.
- While outside the planning scheme per se, development incentives can be an effective tool to promote or discourage certain types of development. These could involve infrastructure charge relief and yield incentives for desired product – the key issue being they are specific and targeted.

Figure 3 - Existing Housing Styles in the Region



Housing in Maryborough



Short-term Accommodation in Urangan



Housing in Burrum Heads



Housing in Glenwood



Dual Occupancy Housing in Urrangan



Housing in Kawungan

Table 4 - Element Two Review and Analysis

Element 2 – Urban Expansion Areas and Future Urban Areas	
Specific Outcome	**Comment**
a. Urban expansion occurs within the identified urban expansion areas of Doolong Flats/Ghost Hill, Eli Waters/ Dundowran, Kawungan North East, Nikenbah, St Helens, Granville, north of Boys Avenue at Maryborough, Burrum Heads and Howard as identified on Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern).	The identified urban expansion areas from the core supply areas for the additional housing product required for the Fraser Coast. They are rapidly being developed but at lower densities than envisaged creating the need for further expansion over the long term. They would appear to be developing as lower density single form typologies as the preferred product due to local market demand and development industry predication for volume and price point drivers.
<u>Doolong Flats/Ghost Hill urban expansion area</u> b. The Doolong Flats/Ghost Hill urban expansion area is developed predominantly for residential purposes, incorporating a mix of densities and housing forms in interconnected neighbourhoods, while community and commercial facilities are provided to support the local community.	Existing development and current approvals appear to be respecting the expansion boundaries but there are problematic issues with: Resulting density and form not delivering a mixed product, medium density or centre product as planned; Expansion into planned open space reserves would appear to be an issue. Orderly development sequencing is lacking.
c. An open space network is provided that is sympathetic to local environmental values and creates opportunities for active transport, recreation and increased visual amenity. The Ghost Hill ridgeline includes a series of lookout paths that provide visual relief and offer views over Hervey Bay. Development is sensitively located to have regard to visual amenity of the Ghost Hill ridgeline. <u>Eli Waters/Dundowran urban expansion area</u>	This expansion area, being located so close to beachfront amenity will be a highly desirable location for Hervey Bay development. It is however severely constrained by environmental overlays and coastal hazard risks that may not be appropriately reflected within the current local plan area map.

Element 2 – Urban Expansion Areas and Future Urban Areas	
d. The Eli Waters/Dundowran urban expansion area is progressively developed as a residential community which recognises and appropriately responds to the physical and environmental constraints that have been identified. It comprises a series of separate, but interconnected residential development nodes that provide safe and pleasant living environments. e. A range of densities and housing forms are catered for. The residential neighbourhood in the north-western section of the structure plan area, adjacent to the coast, incorporates a mix of permanent residential and tourist accommodation. A network of retail centres with associated community and sports facilities are appropriately located to service the main residential development nodes. f. An area south of Pialba-Burrum Heads Road is subject to further investigation for future urban development.	While no development has occurred to date, an historic approval over the site does not reflect the current local plan nor more recent coastal hazard risk assessments. It is a large development area and has the potential under the current approval to deliver a substantial portion of infill development provided constraints can be overcome and the resulting development remaining viable. The Housing Diversity and Land Supply Report will need to investigate the development potential of this site, its likelihood of developing within the next planning cycle and make appropriate capacity assumptions.
<u>Granville urban expansion area</u> g. The Granville urban expansion area is developed for an attractive and functional harbour with residential, retail, tourism, marine industry and open space uses that complement the harbour. h. The balance area on the southern side of Walkers Point Road is subject to further investigation for future urban development.	This expansion area is to the northeast of the Maryborough CBD. Incorporating a new harbour facility off the Mary River (investigation area) and surrounding mixed use, residential density and amenity outcomes, it is an ambitious fringe expansion development that currently remains undeveloped.

Element 2 – Urban Expansion Areas and Future Urban Areas	
Kawungan North East urban expansion area i. The Kawungan North East urban expansion area is developed for a range of land uses including large format retail showrooms to complement the adjoining Pialba Principal Activity Centre, residential purposes including a mix of densities and housing forms, and mixed use and commercial activities. Nikenbah urban expansion area	This local plan area forms a southern extension to the envisaged Hervey Bay CBD area. It is in the formative stages of development and to that extent is an important area for Hervey Bay expansion. We envisage similar problems to other areas were standard 600-800m2 lots will be the predominant form. We encouragingly note some townhouse product being delivered in mixed use areas to the west of Main Street and the existing Ozcare Aged Care Facility offering some alternatives. Balance areas will be a “work in progress” to realise the sites full potential.
Nikenbah urban expansion area j. The Nikenbah urban expansion area is developed for a range of residential densities to accommodate the topographical features of the area, in particular on the southern side of the Ghost Hill ridgeline. k. Commercial and Industrial activities are also identified to support the residential activities and surrounding rural activities to the west and south of the urban expansion area.	This area has been an expansion focus for the Hervey Bay area centred around “The Springs” development. Two products dominate the area with Lifestyle retirement villages (under a Manufactured Home Park format) and standard residential subdivision (with lots between 600 m2 and 900 m2). There is no evidence of planned mixed density or medium density-built form being delivered. The various approvals to date over separate parcels have proven difficult to coordinate infrastructure. Industrial and employment areas remain undeveloped with planned linkages through environmental and drainage corridors perhaps compromised through the detailed design process.
North of Boys Avenue urban expansion area l. (l) The urban expansion area north of Boys Avenue is developed for residential purposes and to meet short to medium term growth demands. St Helens urban expansion area m. The St Helens urban expansion area is developed for residential, rural residential, employment and industry activities, that serves as the	Both the Boys Avenue and St Helens expansion areas identified in the Maryborough northern fringe areas remain undeveloped – reflective of the lack of development activity (and demand) generally in the Maryborough areas.

Element 2 – Urban Expansion Areas and Future Urban Areas	
northern extension of Maryborough's urban area. n. A local activity centre provides for the convenience retail needs of residents and employees in the area. Employment and industry activities build upon the existing industrial estate on Phillip Court.	

Implications for the Planning Scheme

- Encouraging development within the Maryborough area remains a significant issue with all expansion areas undeveloped. Future jobs growth in the area may prove to be problematic without a co-ordinated plan to bring at least some of these development areas forward.
- Existing expansion areas in the Hervey Bay region are rapidly being consumed by existing and approved development. Their capacity to deliver on growth projections will be a focus of subsequent stages of this project (Housing Demand and Land Supply).
- A lack of development density within these Hervey Bay areas is problematic driving further expansion requirements and not delivering a diversity of product to suit existing and future community needs. Strategies for development diversity within these areas is key however it is recognised that with current approvals in place over large areas significant change "mid-stream" may be difficult.
- Dundowran remains a work in progress and given its undeveloped state will be central to growth assumptions as part of this study.

Table 5 - Element 3 Review and Analysis

Element 3 – Rural Residential Development	
Specific Outcome	**Comment**
a. Rural residential development is contained within allocated rural residential areas as identified on Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a)(Settlement pattern) and in further detail on the zoning maps. b. Development in identified rural residential areas is characterised by very low-density housing providing residents with an acreage	Land in the region designated as rural residential has mostly been retained for this purpose. To date, new developments have mostly occurred within areas indicated as Urban Expansion or Future Urban Area, with marginal encroachment on Rural Residential areas. Rural residential lot sizes, as well as rural residential character across the region remains a strong feature of the housing typology within the region. Self-serviced rural residential lots (water and sewerage) are still a feature of the region. Moving forward, there are a number of issues to consider: The large amount of rural residential land prevalent in the area is recognised as undesirable for expansion with a lack of

Element 3 – Rural Residential Development	
lifestyle choice and high level of amenity. c. Development in rural residential areas supports and is responsive to the prevailing character of its surrounds. The individual character of different rural residential areas is maintained through the application of the minimum lot sizes specified for precincts under the Rural residential zone. d. Existing levels of service are maintained in established rural residential areas and a relatively limited range of infrastructure and services are provided for new rural residential development, with services such as water supply and sewerage predominantly provided on-site. e. Residents of rural residential areas continue to rely upon the cities and towns to access employment opportunities, shopping facilities, community facilities and services, and other infrastructure.	reticulated services, social infrastructure and car dependence noted. There may be opportunities to better utilised these locations while not expanding the overall area considering alternative housing products to serve changes to the existing population needs.

Implications for the Planning Scheme

- Planning Scheme amendment needs to ensure Rural Residential areas are protected from future, higher-density development. It is clear that Rural Residential housing offerings are important to residents in the region.
- Similarly, areas allocated as 'Rural' need to be protected from 'Rural Residential' housing types, with this land needing to be retained to provide both agricultural and ecological services.
- Improved utilisation of the existing area could be considered for niche market outcomes serving unmet needs within the communities.

Element 4 of the Section 3.3 – Settlement Pattern focuses primarily on the economic, employment and services role that centres within the region provide. As such, only centres with a residential focus has formed part of the review below.

The key specific outcomes that are related to housing have been **bolded for emphasis**.

Table 6 - Element 4 Analysis and Review

Element 4 – Hierarchy of Centres	
Specific Outcome	**Comment**
a. Principal Activity Centres are located at Maryborough (CBD) and Pialba in Hervey Bay. They:- i. contain the largest and most diverse concentration of urban activities; and ii. **have high population densities.** b. District (Rural and Coastal) Centres are located at Burrum Heads, River Heads, Tiaro and Howard. They:- i. contain a concentration of businesses and employment uses that primarily service local residents, tourism or primary production industries; and ii. **may also contain limited** retail, government services, entertainment, **residential** and community facilities; c. Specialist Activity Centres are located adjacent to the Hervey Bay Airport and at the Urangan Boat Harbour. They:- i. provide a wide range of retail, commercial, and entertainment facilities for visitors and convenience services for residents of the immediate surrounding area; ii. contain tourist accommodation, **mixed use development,** cafes and restaurants, **with medium/high density housing also located at**	There is some evidence of higher density residential development within the Pialba to Urgangan coastal strip. However, what limited apartment buildings do exist in this area achieve a mid-rise built form of up to six storeys and are coastal oriented – not particularly centre oriented. They fail to achieve the desired densities in many locations (up to 10 storeys in the Esplanade area for instance). These apartment buildings are historical developments mostly providing short-term accommodation uses. There is limited opportunity for permanent residents to live in apartments in the region. In terms of other centres in the region achieving some intensification of residential uses, there is little evidence of this being achieved. Specifically, despite the Urangan Harbour Master Plan Zone seeking to create a mixed use and high-density activity centre around the boat harbour, this has not been achieved to date. Maximum residential building heights through this area are largely still one to two-storeys. The Hervey Bay CBD is planned to be an emerging growth centre with higher intensity development. Its success will be vital to establishing some structural hierarchy to the coastal strip and should be incorporated into the planning scheme with appropriate control and incentive mix.

Element 4 – Hierarchy of Centres	
the Urangan Boat Harbour.	

Implications for the Planning Scheme

- Consideration of whether current high-density zoning provisions within the region are to currently too ambitious. As part of the Planning Scheme review, if high-density zoned land is not being developed as intended, there is a possibility to investigate whether mid-rise product, or low-medium products would be better suited to achieve an uplift in densities, while remaining more palatable to the existing housing typology and culture in the region.
- Refine the multi-unit residential use code and dual occupancy use code to bring in stricter design guidelines to achieve better high-density housing product for permanent residents. This could be achieved by including schematic diagrams as figures in the use code that Acceptable Outcomes and Performance Outcomes refer to.
- Create standalone design guideline for attached dwellings, with best practice design guides applying to duplexes, town houses, walk-up apartments, and apartment towers.
- Review and correct development incentive policies to improve centre-oriented density.

Table 7 below outlines a review of the Specific Outcomes that are directly related to residential land uses. It is noted that the other development guidelines remain relevant to residential developments, however for the purpose of this review, have not been reviewed in detail. It is recommended that the Planning Scheme continue to implement initiatives that seek for greater quality design outcomes, as well as more sustainable design solutions to respond to the sub-tropical climate of the Fraser Coast.

Table 7 - Element 5 Review and Analysis

Element 5 – Sustainable Built Form and Urban Design	
Specific Outcome	**Comment**
a. Residential environments:- i. are characterised by a strong sense of community and a distinct identity that is influenced by elements such as landscape setting, the pattern of subdivision and the type and age of housing; ii. have a mix of contemporary, innovative and traditional architectural styles so that each city, town, village and community maintains and enhances its distinct character and identity; and	Unique character of housing in the principal activity centres of Piabla and Maryborough are still retained, with limited contemporary development occurring in these areas that would erode existing character. It is evident, that new master planned communities and RV communities in the region are homogenous in style and offer minimal to no diversity in terms of design outcomes, as well as actual housing typology. There is a clear divide in terms of design and character of existing residential areas and new, greenfield development. There is also limited integration occurring between existing residential areas and newer housing product being delivered within these areas. It is evident that most of the new product being delivered is characterised by 600-800m2 allotments with single story slab on ground 3-4 bedroom detached dwelling houses OR a

Element 5 – Sustainable Built Form and Urban Design	
iii. as far as practicable, protect and integrate the natural environment and landscape into communities. b. New housing is designed to integrate with existing housing and community facilities, to ensure it contributes to cohesive neighbourhoods. c. The unique built form of existing character areas in the Fraser Coast is valued and enhanced. d. New development does not detract from the heritage and urban design values contained in key character areas. Building and landscape form in identified locations is retained and enhanced.	lifestyle retirement style project of various form (either MHP or body corporate with variety in cost and level of amenities). While this is a desirable product, it is generally delivered to a budget that offers limited external and liveability enhancements (street tree and quality public spaces), walkable connectivity and individual identify of communities.

Implications for the Planning Scheme

- Some strategies for consideration should encourage quality public realm outcomes with product diversity. These guiding principles should form part of the strategic framework.
- Reduce minimum lot size in existing urban areas to provide opportunities for smaller lots to be created that can integrate older housing typologies with contemporary product. This will assist with creating new housing in areas already serviced by infrastructure.
- As part of the Dwelling House Use code, provide design parameters in the form or figures that are referred to by Acceptable Outcomes and Performance Outcomes that encourage greater housing diversity in new housing estates.
- Similarly, the Dwelling House Code can bring in small lot housing design provisions for new housing in character areas to ensure character is not eroded.
- Implement a sustainable development guideline to inform housing design in the region; and
- Although not part of the Planning Scheme, consider incentivising better housing product by reducing Development Assessment fees or providing infrastructure credits for new housing developments that are able to demonstrate compliance with sustainable design guideline and design excellence.

A review of Element 6 – Incompatible Land Uses has not been undertaken as Specific Outcomes are not deemed directly relevant to the provision of housing or residential settlement pattern. However, separation of residential uses with industrial or industrial uses should still remain.

Lastly, a review of Element 7 – Natural Hazards is included in **Table 8** below.

Table 8 - Element 7 Review and Analysis

Element 7 – Natural Hazards	
Specific Outcome	**Comment**
a. The potential adverse impacts to people, property, economic activity and the environment from natural hazards are minimised by ensuring that development:- i. avoids areas subject to (stream or coastal) flooding or otherwise mitigates against, is resilient to, and does not materially worsen flooding; ii. avoids confirmed medium or high bushfire hazard areas or otherwise incorporates fire breaks and other bushfire management measures to mitigate the risk of bushfire; and iii. avoids or manages the risk of landslide on steep land and/or confirmed landslide hazard areas. b. Development in the coastal zone is planned, located, designed, constructed and operated to mitigate the social, financial and environmental costs arising from the impacts of coastal hazards. c. In assessing the potential adverse impacts of natural and coastal hazards, the predicted effects of climate change are taken into account where appropriate.	Planning Scheme overlays as well as Local Plans successfully implement natural hazard constraints though they will need to be updated for new studies addressing coastal hazard, flood risk and updated vegetation mapping. There at least appears to be some misalignment between existing Local Plan land use designations and constraints as newly mapped (such as Dundowran and Coastal Hazard). As such, some areas mapped as developable land within a Local Plan may not be developable due to constraints. Fraser Coast Regional Council have undertaken extensive work as part of their Coastal Futures Strategy, with the future implications of climate change mapped for the region. Overlays should be updated to reflect findings to future proof residential settlement pattern in the region.
▪ Future Settlement Pattern maps and areas where growth is directed in the Planning Scheme need to consider constraints identified in the Coastal Futures Strategy, to ensure growth is directed into areas	

Element 7 – Natural Hazards

not impacted by climate change. Assumptions on development growth within these areas will need to be carefully resolved and will have a local community and political component to them.

- Findings from the Coastal Futures Strategy should be mapped as overlays in future Planning Scheme amendments.
- Future Local Plans require more detailed investigations into actual developable areas and balancing constraints.

3.3.2. Local Government Infrastructure Plan

High relevance

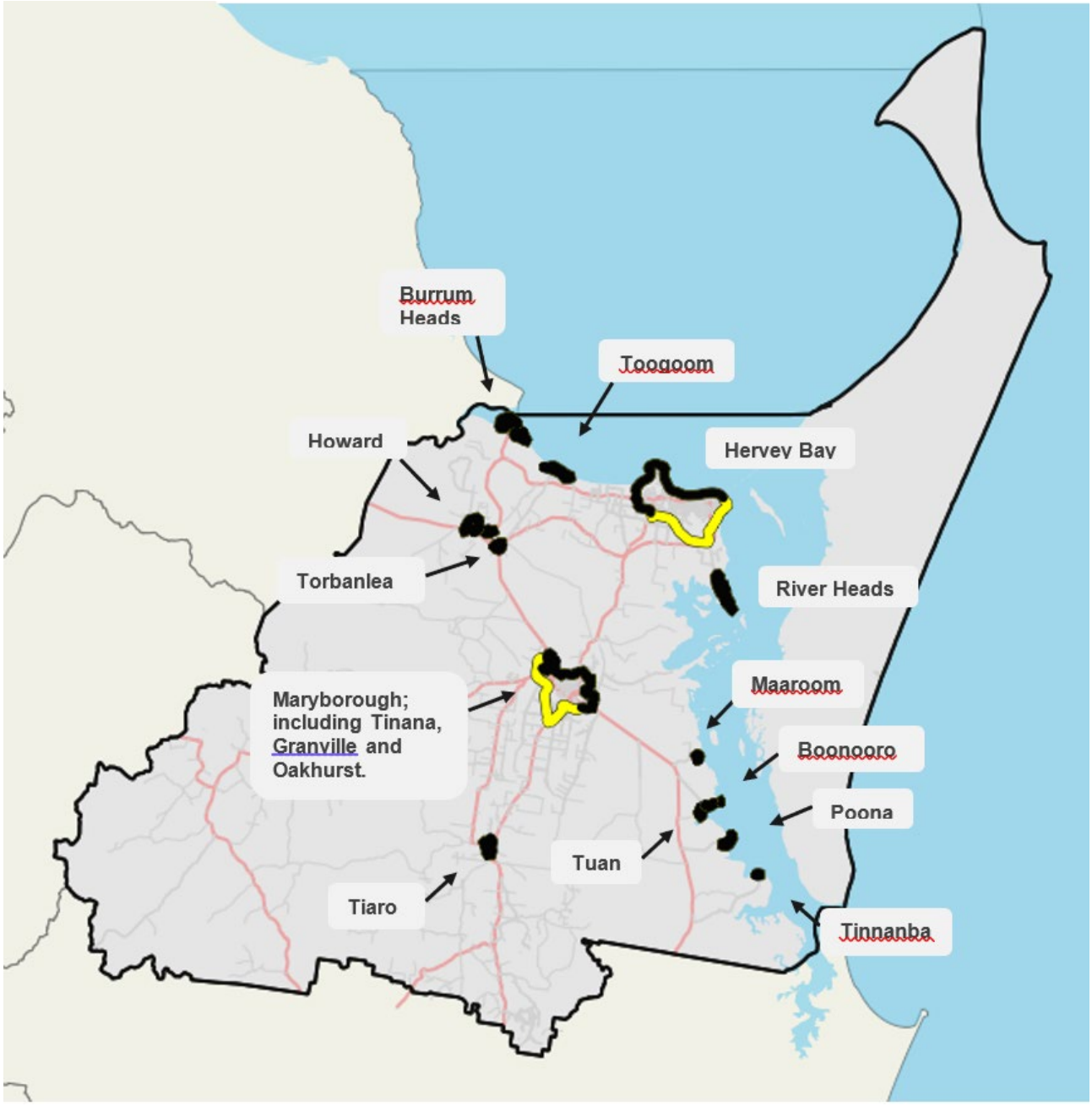
The Local Government Infrastructure Plan (LGIP) is included within the Fraser Coast Regional Council Planning Scheme and has been prepared under the Sustainable Planning Act 2009 and in accordance with the Planning Act 2016 and Statutory guideline 03/14 Local Government Infrastructure Plans. The plan:

- integrates land use and infrastructure planning within the planning scheme.
- identifies plans for trunk infrastructure necessary to service urban development at a desired standard of service in a coordinated, efficient and financially sustainable manner, i.e. what trunk infrastructure is required, when it is required and why it is required.
- allows for the levying of infrastructure charges and imposition of conditions on new developments.
- guides Council's capital works program and assists with long-term financial planning.
- provides transparency for industry and communities and ensures trunk infrastructure is planned and provided in an efficient and cost-effective manner that keeps pace with growth.
- identifies assumptions about future growth and demand, the priority infrastructure area, desired standards of service for each network, and existing and future trunk infrastructure.

Planning assumptions relating to demand and growth, combined with the desired standards of service for infrastructure provision, form the basis for planning trunk infrastructure networks and the determination of priority infrastructure areas. Planning assumptions within the LGIP have a base date of 2011 and projection years for mid 2016, mid 2021, mid 2026, and mid 2031.

Priority infrastructure areas across the region are identified within **Figure 4.**

Figure 4 - Priority Infrastructure Areas



Source: Fraser Coast Interactive Mapping 2014

Note: There are minor discrepancies between the infrastructure provisions shown on the above map and the infrastructure provisions on the interactive mapping. These inconsistencies relate to the area between the Toogoom and Hervey Bay Priority Infrastructure Areas, which appears to be outside infrastructure provisions, however this area is serviced. Other in discrepancies are shown below.

Planning assumption tables within Schedule 3 and summarised below identify the existing and projected population and dwelling figures by residential typology from 2011 to 2031, specifically for:

- Detached dwellings
- Attached dwellings
- Other dwellings (all accommodation that is not detached or attached, e.g. nursing homes, caravan parks, hostels).

Figures 5 and 6 show the developable areas identified under the LGIP within the core Hervey Bay and Maryborough for attached (red) and detached (pink) dwellings. We note that the red areas below indicate

zoning where attached dwellings are permitted under the Planning Scheme, however, are not necessarily developed as attached dwellings currently.

Figure 5 - Developable Areas – Hervey Bay – Attached and Detached Dwellings

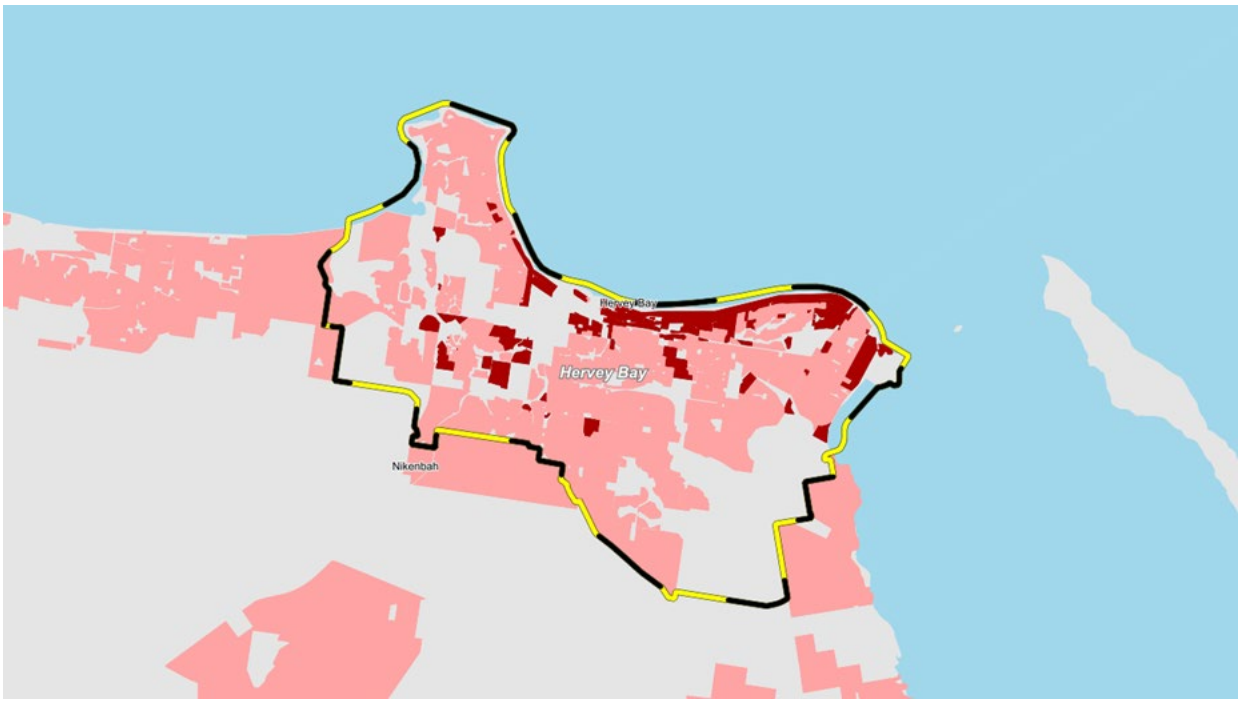


Figure 6 - Developable Areas – Maryborough – Attached and Detached Dwellings



The Fraser Coast growth model as represented by the LGIP is a “constrained” assessment of growth with significant new growth areas falling outside of the LGIP boundaries. This is a common strategy of some high growth Councils as it does not place the obligation of servicing new development external to the boundary with Council. Rather the obligation lies with the proponent of development for expansion costs associated with trunk extensions to service the development (generally delivered under an infrastructure agreement with infrastructure charges rebated against construction costs). This model works well with large development

and masterplanned communities however can be restrictive to development where expansion areas are fragmented and expansion costs unviable for a single developer.

The fragmented expansion area appears to be the situation in Hervey Bay with Council taking on the role where needed to deliver the truck infrastructure necessary to service development fronts. It would appear that current serviced areas for water and sewer is misaligned with the LGIP (serving areas external to the boundary) as evidence that actual growth is misaligned with planned growth.

Anecdotal information from officers and on the ground observations indicates:

- There are significant differences in density assumptions within various infrastructure planning studies undertaken.
- The actual densities achieved in growth areas are well below the planned densities leaving infrastructure capacity underutilised.
- Growth fronts have prematurely expanded beyond the planned sequencing.
- Planned infill development has not been realised increasing pressure on expansion areas.

Implications for the Housing Diversity and Land Supply Study:

- The LGIP extrinsic material supporting the LGIP dates to 2011 or earlier.
- There are discrepancies between the planned infrastructure provisions shown on the LGIP map and the infrastructure provisions "on-the-ground" (i.e. growth has exceeded infrastructure sequencing assumptions)
- Developable areas for detached and attached dwellings, and the projections by dwelling type, raise questions around appropriate dwelling targets for detached and attached dwellings across the region and within individual urban areas.
- While the Housing study is not an LGIP review, the project does incorporate an assessment of water and sewerage infrastructure capacity and service recommendations for growth areas. This will provide an opportunity for a "reset" with a common set of growth parameters assumptions and planned growth areas in input into the future LGIP review.

3.3.3. Other Policies and Projects

3.3.3.1. Fraser Coast Regional Council Economic Roadmap



The Fraser Coast Regional Council Economic Road Map is a collaborative plan that identifies areas of focus for Fraser Coast Regional Council to ensure long term sustainable economic growth and prosperity. The roadmap will inform Council-led economic development projects, guide investment activities and inform Council programs. The vision of the roadmap touches on themes of a diversified economy comprising an innovative business ecosystem. The vision also notes the desire to create employment opportunities to retain younger populations, while connecting neighbourhood regions to one another. The vision is supported by a series of long-term objectives and enabling strategies **(Figure 7)**.

From the Economic Roadmap a series of opportunities and constraints have been listed below as these have specific implications to the provision of housing within the region:

Constraints

Decline in 18- to 24-year-old residing within the region, with these people leaving the region for tertiary education opportunities in South East Queensland;

Both an opportunity and a constraint are the increase in tourist visiting the region with a need for better tourism accommodation, while balancing locations for new residential accommodation; and

Lack of higher education options to retain youth and attract youth from surrounding regions to come live and study in the region.

Opportunities

Popular tree and sea change destination for retiree populations that are able to invest in new housing products;

Increases in international migrants moving to the Fraser Coast; and

Potential opportunity to attract skilled workers in health and social sectors to support aging population increases within the area.

Figure 7 - Objectives and Strategies

LONG TERM OBJECTIVES	STRATEGIES
 EDUCATION AND JOB READINESS	• Enhanced school-to-work pathways to enhance job-readiness. • Nurture partnerships among Fraser Coast educators. • Increase local tertiary education options. • Place-based employment and training solutions.
 BUSINESS INVESTMENT	• Economic development priority projects delivered. • Deliver strategic investment attraction initiatives. • Foster economy-wide innovation. • Ensure local business support programs are available.
 COMMUNITY CONNECTIONS	• Enhance the Fraser Coast's status as an inclusive community. • Foster regional confidence, connectedness and pride. • Promote local business, drive local outcomes. • Nurture local industry advocacy capabilities
 ENABLING INFRASTRUCTURE	• Long-term infrastructure projects planned and delivered. • Major transport and tourism gateway projects planned and delivered to meet current • and future needs. • Telecommunications meet business and community needs. • Key strategic planning frameworks delivered.

For the Fraser Coast Housing Diversity and Land Supply Study the opportunity and constraints mean the study will need to consider the following:

- Providing housing options that support an aging population, with opportunities for aging in place to occur, consideration of co-location of housing with healthcare services and retention of rural and coastal housing options that remain attractive to retirees;
- Leveraging retiree migration into the region to create new and innovative development fronts;
- Providing housing options that are affordable to persons attending university or recent graduates within the region, for example creating townhouse or larger apartments within these areas that allow these persons to live in share house arrangements;
- Provide housing options for tourists, without placing housing stress or pressures on residents who rent properties in the region, particularly in costal communities.

Implications for the Housing Diversity and Land Supply Study:

- Consider housing implications of increased gaining population, what types of housing does this demographic want and what kind of housing will this demographic need in the future;
- Possible housing initiatives to retain younger populations and those seeking tertiary education opportunities in the region; and
- Balancing of tourism accommodation with longer term tenant accommodation.

3.3.3.2. Coastal Futures: Planning Our Changing Coastline



High relevance

The Coastal Futures Strategy was adopted by Council 25 August 2021. The strategy proposes an evidenced based approach that identifies actions to adapt to and manage coastal hazard risks in the region. The coastal hazards specifically focused on are storm tide inundation, permanent inundation due to sea level rise and coastal erosion.

The Strategy involves an eight-phase process around these three coastal hazards.

- **Phase 1 – 2:** identified the coastal hazards present in the Fraser Coast region;
- **Phase 3 – 5:** included technical work regarding priority assets, community values and risk levels within the study area. The Strategy explores Council's current approach to coastal management; and
- **Phase 6 – 8:** involves utilising the aforementioned assessment, to create strategies for adaptation (these stages are currently underway).

As part of the phases, the strategy concluded that there is a significant risk of future coastal hazards. Consequently, Council have outlined six adaption key actions including, avoid, transition, community resilience, coastline resilience, adapt and protect/defend. As part of the above adaption principles, the strategy notes the following for housing:

Seek to avoid building new buildings within hazard areas;

- Eventually phased out or adapt existing buildings and infrastructure; and
- Existing structures to adapt so buildings are 'higher and stronger' therefore allowing buildings to be more resilient to coastal change.

The Strategy identifies that an appropriate planning response, through land use planning, is required to increase resilience against coastal hazards. An example of this is providing density control and built form measures for future developments in these areas. Actions that relate to housing as per the strategy are:

- Running a pilot program to educate landowners on possible ways to make their properties more hazard resistant;
- Fraser Coast Planning Scheme mapping to be updated to reflect to reflect coastal futures mapping;
- Review policy mechanisms to consider raising of land impacted by natural hazards;
- Undertake a risk assessment to determine land uses suitable in these areas;
- Consider costal building lines to be updated across QLD to ensure future housing and urban areas are setback from hazards;
- Ensuring no new development in vulnerable areas and relocate existing houses in vulnerable areas; and
- Reduce residential density and intensity of new development in coastal hazard areas.

Lastly, the Costal Futures Strategy notes that Council is proactively managing the impacts associated with costal hazards on land and asset types. However, regarding individual homes and houses Council will only provide information to residents informing them of the potential impacts. Furthermore, the strategy notes that

current Planning Scheme Mapping does not reflect the findings within the report, although it is clear Council intends on amending this in the future.

Implications for the Housing Diversity and Land Supply Study:

- Housing Diversity and Land Supply Study to utilise mapping layers to reduce developed land to adequately consider where development fronts can realistically be located in costal communities;
- Housing Diversity and Land Supply Study should also consider the impacts of loss of existing housing and relocating houses that are in vulnerable locations; and
- As part of housing types proposed, coastal and climate resilient housing should form part of the recommendations and considerations of the study.

3.3.3.3. Hervey Bay (Pialba) CBD Urban Renewal Master Plan



Moderate relevance

The Hervey Bay CBD Urban Renewal Master Plan is a collaborative document, informed by the community and key stakeholders, which sets out strategies to guide growth and improvements of the CBD. The Master Plan provides a 20-year vision that focuses on the principal activity centre of Pialba.

The Master Plan sets out key objectives to achieve vibrance and prosperity of the CBD. These are; reinforce and elevate Pialba's role as the CBD, translate the key intents of the Local Plan, identify key placemaking and urban renewal opportunities and establish good quality urban design outcomes.

Numerous precincts are created by the Master Plan, to provide a comprehensive planning solution. The precincts aim to create Pialba as an attractive, sustainable and connected CBD. Within these precincts, uses include mixed-use high density residential, special residential/commercial development and a luxury hotel. The Master Plan also outlines the possibility of future precincts for retirement accommodation.

The Master Plan provides a specific location-based guide for development in Hervey Bay. While housing provision in the CBD is included within several precincts, the Master Plan is focused more so on the economic and social benefits for the Pialba as a destination for local residents and tourists.

A key housing initiative of the Master Plan is for higher density residential development to occur south of Old Maryborough Road between Main Street and Hunter Street. The Master Plan notes that the Planning Scheme should implement statutory weight to support these housing initiatives. A review of the Planning Scheme reveals that the Planning Scheme allows for building height of up to 26 metres in this precinct, which equates to roughly a series of six storey residential building, therefore successfully achieving the housing implementation item within the Hervey Bay Master Plan.

We note that the Master Plan is currently being amended, with a draft being released to the public late this year. A review of whether the implementation programs have successfully been implemented to date (on the ground development) or whether the housing implementation items remain relevant requires consideration within the Housing Diversity and Land Supply Study.

Implications for the Housing Diversity and Land Supply Study:

- Alignment between the medium density, mixed use residential area within the revised Master Plan and the Housing Diversity and Land Supply Study;
- Review amended master plan to determine whether there has been a shifted focus on housing; and
- Housing Diversity and Land Supply Study to consider whether there are further opportunities for urban consolidation within the Master Plan area and surrounds if commercial master plan strategies are not being picked up by the market.

3.3.3.4. Burrum Heads Community Plan 2020/2021

Moderate relevance

The Burrum Heads Community Plan 2020/2021 has been developed in collaboration with the local community to set the vision and aspirations for the area over the next ten years. It is ultimately the responsibility for the community to take ownership of the plan and implement actions, with Council providing support when needed.

The Community Plan is broken into three pillars comprising, our community priorities, our community values, and a sense of community. The first two pillars broadly relate to initiatives that seek to supporting local environmental values, stimulating local economies, promoting active and health communities while embracing tourism in the region.

The final pillar of the community plan does note community expectations and initiatives that are related to land use planning as well as built form. Community initiatives and expectations that are related to future housing developments in Burrum Heads are:

- The community seeks for the Planning Scheme to ensure that building heights do not exceed three storeys; and
- Housing should be innovative, with a focus on sustainability.
- The Community Plan reinforces that demographic trends in Burrum Heads broadly reflect the rest of the region, with an aging population and couples largely living without children.

Implications for the Housing Diversity and Land Supply Study:

- It is clear the community wants to retain lower densities, with single detached dwellings being the predominant character of the community, however the Housing Diversity and Land Supply Study should consider the impacts of this with the findings from the Coastal Futures document; and
- The Burrum Heads community has signalled that community would like to see alternative housing methods provided in the region, specifically on housing that puts the environment first and has a smaller ecological footprint. The Housing Diversity and Land Supply Study will need to provide sustainable housing options.

3.3.3.5. Urangan Harbour Master Plan

Moderate relevance

The Urangan Harbour Master Plan seeks to guide the future development of the harbour precinct. The master plan seeks to deliver a place that is both a key destination for Fraser Coast residents as well as tourists visiting the region.

The master plan provides a number of built form parameters as well as allocates land use areas. The master plan provides a number of strictly residential areas, as well as mixed use areas. In terms of built form parameters, the residential area in the master plan is both medium to high density residential, with building the building height for residential areas is six or 20 storeys. The mixed-use areas of the master plan range from providing building heights of three to 20 storeys.

We note the master plan has been implemented via mixed use zone within the Planning Scheme and therefore has statutory weight to ensure the vision of the plan is carried out.

Implications for the Housing Diversity and Land Supply Study:

- The Master Plan provides insights into the future vision Urangan Harbour, noting that it is a place that will provide accommodation for future some future residents, however is to mostly comprise an activated, tourism and recreation precinct;

- Confirm whether approvals or development has been undertaken in the high-density residential zone and whether there is community appetite to live in this style and type of dwelling;
- Housing Diversity and Land Supply Study to investigate whether the master plan can play a role in housing future population growth, as well as supply housing diversity; and
- Housing Diversity and Land Supply Study to investigate whether built form parameters are too ambitious for the Urangan, for example, does the 20-storey building height need to be reduced to 15-storeys.

3.3.3.6. Fraser Coast Community Plan

Low to marginal relevance

The Fraser Coast Community Plan 2031 provides a living plan for the region, which informs Fraser Coast Regional Council in policy and decision making. The Plan is reviewed every five years with community input, ensuring the vision and goals of the Plan align with the current aspirations of Fraser Coast residents.

The Plan sets out five areas of focus; governance; community; economy and environment; movement and access; and place and spaces. The Plan includes brief aspirations for housing in the region, which identifies the importance of diverse housing options for all Fraser Coast residents. Similarly, the Plan encourages urban settlement patterns around existing centres, as well as in smaller settlements located along the coast and in dispersed rural communities.

The Fraser Coast Community Plan 2031 acts as a guide for Council and the community in development of long-term goals, finance plans, asset management, operational plans and corporate documents. There are no limitations on future housing provisions in the region; however, the Plan strives to achieve sustainable and equitable housing solutions for all residents.

Implications for the Housing Diversity and Land Supply Study:

- The Fraser Coast Community Plan does not include any major limitations for the Housing Diversity and Land Supply Study. It is a visionary policy which does not include detailed outcomes.
- Moreover, the contents of the Community Plan does not appear to have been updated recently.
- The Plan does provides broad ambitions regarding the future of housing in the region, which are reflected within the Strategic Framework of the Planning Scheme.

3.3.3.7. Hervey Bay Esplanade Tourist Precinct Master Plan

Low to marginal relevance

The Hervey Bay Esplanade Tourist Precinct Master Plan focuses on four high profile esplanade precincts, Pialba, Scarness, Torquay and Urangan. The Master Plan is a collaborative project that utilised input from Fraser Coast Regional Council, precinct business owners and the community.

The Master Plan implements place making techniques to identify clear precincts, improve wayfinding and enhance accessibility, support retail and economic growth and facilitate the highest and best use of existing buildings and structures in all four precincts. The aim of these techniques is to activate the precincts along the esplanade, to create a memorable place with adventure, both day and night, and a place that promotes a healthy lifestyle.

While the Master Plan provides a comprehensive solution to increase activation and implement placemaking initiatives, it does not focus on strategies and programs related to housing. The Master Plan does however, identify existing tourist accommodation located in the precincts and proposes that this accommodation should be protected and enhanced, to maintain adequate accommodation provisions for visitors in the region.

Implications for the Housing Diversity and Land Supply Study:

- The Master Plan does not involve any implications for housing in these precincts, or the greater region; and
- The vision of the Master Plan can be utilised by the Fraser Coast Housing Diversity and Land Supply Study, to consider balancing locations for tourist accommodation and residential dwellings.

3.3.3.8. Imagine This City Strategy 2013 – 2018 (Maryborough)



Low to marginal relevance

Imagine This City Strategy is revitalisation plan which aims to strengthen and reactivate the city centre of Maryborough. The Strategy provides a vision for the city centre through identifying key partnerships that must occur in order to facilitate the transformation.

The Strategy identifies Maryborough's strengths and weakness, opportunities and threats, as an emerging city centre. There is a significant focus on attracting activity to the city centre through various strategies. Creating a 'brand' for the town is outlined as a key strategy to strengthen Maryborough's city centre.

The Strategy identifies varying techniques to attract the local community and tourists to the region. However, there is no focus on housing provision as a tool to do so. Therefore, this policy holds very little value in relation to the Fraser Coast Housing Diversity and Land Supply Study.

Implications for the Housing Diversity and Land Supply Study:

- The Imagine This City Strategy provides a specific revitalisation plan for Maryborough's city centre. The Strategy does not include housing as a method of revitalisation, nor present any implications for housing in the region as a result of the Strategy;
- Although, the strategy does provide useful insights for the Housing Diversity and Land Supply Study to consider in terms of visioning, branding, marketing and Maryborough's unique identity. This is useful in understanding what potential opportunities there are to attract talent and population growth, while understanding what housing typologies suit the vision;
- The strategy has not been amended and appears out of date; and
- The Fraser Coast Housing Diversity and Land Supply Study does not need to consider the Strategy, as it is not relevant to the project.

4. SUPPORTING DOCUMENTS

4.1. APPROACH

The following supporting documents have been reviewed to identify their relevance in informing the future Housing Diversity and Land Supply Study within the Fraser Coast region **(Table 9).**

A traffic light system has been utilised to rank the relevance of the policies to the Housing Diversity and Land Supply Study:

- **Green** indicates high relevance.
- **Orange** indicates moderate relevance.
- **Red** indicates low or marginal relevance.
- **Black with a cross** indicates very little relevance. The overview of these policies can be found within Appendix A.2.

Table 9 - Supporting Document Review

Jurisdiction	Supporting Documents	Relevance
State and Regional	Model Code for Neighbourhood Design (2020)	
	Next Generation Planning Handbook (2011)	
	Queensland's COVID-19 Economic Recovery Plan (2021)	
Local	Fraser Coast Rural Residential Land Strategy	
	Maryborough Demolition Control Area Audit (2021)	
	Insights into the Future of the Fraser Coast (2020)	
	FCRC Planning Scheme Review (Stage 2) – Outcomes Report (2021)	
	FCRC Land Use Strategy: Built Form and Urban Design Report (2011)	
	FCRC Sustainable Growth Strategy 2031 (2011)	
	FCRC Housing Needs Assessment (2011)	
	FCRC 2019-2020 Annual Report (2020)	

4.2. REGIONAL, STATE AND NATIONAL

4.2.1. Model Code for Neighbourhood Design (2020)

High relevance

The Model Code for Neighbourhood Design, introduced in September 2020, sets out new assessment benchmarks, in the standard code format, for residential subdivisions where at least one road is created or extended in certain residential zones across Queensland. The provisions focus on pedestrian connectivity (through a grid-like street layout responsive to local landscape), maximum block length (250m), footpaths (on at least one side of local neighbourhood roads and both sides of main streets), parks and open space access (blocks are within 400m), and street tree provision (1 for every 15 metres on both sides of the street).

The provisions set out in the Model Code are designed to assist local governments address elements of the Liveable Communities State Interest from the State Planning Policy 2017 (SPP) and do not come into effect until they are integrated and adopted into Queensland planning schemes. However, following the Planning (Walkable Neighbourhoods) Amendment Regulation 2020, the related statutory and regulatory requirements are set out within the Planning Regulation 2017 (the Regulation). The Regulation requires assessment managers assess relevant residential subdivisions against the specific assessment benchmarks identified within Schedule 12A of the Regulation, upon which the Model Code is based.

Local planning schemes do not need to be amended to reflect the assessment benchmarks, but they must not be inconsistent or in contradiction with the assessment benchmarks. The supporting model code is provided for reference and local governments can adopt the model code in whole or in part, e.g. with components integrated within existing codes to avoid duplication or conflict. To support implementation, the State has also provided a Walkability Improvement Tool and the Walkable Neighbourhoods document which provides supporting information for developers and assessment managers.

The model code seeks to improve the walkability, liveability and attractiveness of new residential developments and to help ensure they are well-integrated, well-serviced, compact and connected.

Implications for the Housing Diversity and Land Supply Study:

- It is unclear to what extent the Planning Scheme is already aligned with the Model Code for Neighbourhoods Design provisions, however, this planning scheme review provides the opportunity to incorporate the provisions into the Planning Scheme deemed relevant. The Housing Diversity and Land Supply Study could include a review of the Planning Scheme against the model code.
- The quality and attractiveness of housing within Fraser Coast will be an important component to attracting and retaining residents, particularly the delivery of attractive, walkable and sustainable new communities. Anecdotally the quality of new residential developments across the Wide Bay Burnett region has been criticised, particularly in new greenfield developments and relating to lack of street trees, footpaths, walkability and overall urban and architectural design. There is also a perception that the feasibility of new residential developments, and construction costs, would be negatively impacted by additional statutory requirements to deliver high quality design outcomes. More engagement with the local development industry is required to address this. The Housing Diversity and Land Supply Study can also identify recommendations to address these issues and concerns.
- Provisions within local planning schemes can exceed the requirements identified or provide extra requirements for residential subdivisions. The Housing Diversity and Land Supply Study should consider opportunities to tailor the benchmarks to the local context, for example, consideration of higher or additional provisions that contribute to age-friendly communities, like footpaths on both sides of the road no matter the road typology, pedestrian crossings, cross-block links, places to rest, increased street trees for shade, and support and allowances for mobility scooters.

4.2.2. Next Generation Planning Handbook (2011)

High relevance

The Next Generation Planning Handbook for planners, designers and developers in SEQ, was first published in 2011 by the Council of Mayors (SEQ), with Commonwealth and State Government funding and support. The handbook provides an overview of four 'Next Generation Planning' concepts: Affordable Living, Smart Growth, Form-based Codes, and the SEQ Place Model.

The handbook focuses on residential development and was, in part, borne from an identified need for a consistent approach to planning schemes within the region to minimise delays and costs for housing delivery. The handbook advocates for the use of form-based codes, which have a greater emphasis on the physical form of buildings and infrastructure, to regulate key outcomes of new development in order to provide certainty for developers, planners and the community, as well as quicker, more cost-effective development assessment. The intent is that this will translate into more affordable housing product. Form-based codes are more prescriptive in nature and supported by graphics to clearly illustrate the requirements for new development.

The SEQ Place Model, which underpins the handbook, is the result of research identifying or categorising eight place types that exist across the region: natural areas, rural areas, rural towns, next generation suburban neighbourhoods, urban neighbourhoods, mixed use activity centres, and CBDs. An additional type, specific use places, may also be used for places such as ports, prisons, or sport and recreation facilities. These place types are designed to provide a framework and communication tool, and are most suited for use within the Strategic Framework level of planning schemes, e.g. identifying strategic planning outcomes that apply to areas within each place type. The place model posits that these place types share common characteristics, land use mixes and intensities of development.

The Next Generation Planning Handbook emphasises best practice approaches to walkability, neighbourhood design, block size and structure, street network and scale, subtropical design, housing choice and lot and building scale. The following table identifies the housing typologies considered within the Handbook and which place types they are identified as suitable for inclusion within.

	Rural Places	Rural Townships	Next Generation Suburban Neighbourhoods	Urban Neighbourhoods	Mixed Use Activity Centres	CBDs	
Detached Houses on Wide Lots							
Detached Houses on Narrow Lots							
The 'plexes' (du-, tri-, quad- & quin-)							
Row Houses							
Secondary Dwellings (granny & fonzie flats)							
Live/Work Buildings							
Low Rise Apartments							

Medium and High Rise Apartments						

The handbook includes planning scheme provisions, with the development of a model code for smart growth one of the objectives outlined within the SEQRP 2009-2031. These can be adopted and expanded upon within local planning schemes to reflect the SEQ Place Model and the concepts outlined in the guidance material of the Handbook. The guidance provided is at sub-regional and district scale, neighbourhood (local) scale, street scale, and lot and building scale. The sub-regional and district scale provisions include guidance on strategic outcomes that support the SEQ Place Model, examples of specific outcomes for each of the place types; and guidance in preparing land use strategies for each of the place types.

Implications for the Housing Diversity and Land Supply Study:

Of most relevant to housing outcomes are the following place types:

- Next Generation Suburban Neighbourhoods: low in scale (15-30 dwellings per hectare), but providing housing diversity and choice, from detached houses and duplexes, to row houses, shop-top housing, and even live/work buildings. Detached dwellings are most common, but many are on smaller lots for more compact and affordable outcomes. Non-residential uses help meet day-to-day needs of residents. Walkability, housing choice and access to public transport, jobs and services are prioritised.
- Urban Neighbourhoods: mixed use suburbs with good public transport access and developed, or redeveloped, over time at higher densities and uses compared to Next Generation Suburban Neighbourhoods. Density varies between 30 dwellings per hectare and 100 dwellings per hectare across low-medium, medium and high density neighbourhoods.
- Consideration should be given within the Housing Land Diversity and Land Supply Study to where tourist and aged care accommodation typologies fit within the above table if the SEQ Place Model approach is pursued for Fraser Coast. Requirements for workers accommodation, including for mining, seasonal workers and itinerant workers to support agricultural sectors should also be considered.
- The SEQ Place Model has been utilised within the Moreton Bay Regional Council Planning Scheme, which might provide a case study or guidance in implementing the approach within Fraser Coast. For example, the FCRC Planning Scheme Review (Stage 2) – Outcomes Report notes that the lot mix examples for next generation suburban neighbourhoods in the MBRC scheme provide a good guide for providing increased housing diversity.
- The Handbook provides a lot of detail on the research that went into the development of the Place Type Model and the model code provisions. This could help inform a review of the FCRC region to determine appropriate place types, for example, refinement of the SEQ Place Types to best fit the Fraser Coast.

4.2.3. Queensland's COVID-19 Economic Recovery Plan (2021)

Low to marginal relevance

The Queensland Government's COVID-19 Economic Recovery Plan is based around three focus areas: protecting our health, creating jobs, and working together. The 2021-22 Queensland Budget includes an update for the Recovery Plan identifying $14.2 billion in initiatives to drive economic recovery and job creation. The paper also notes that in 2020, Queensland, compared to the rest of Australia, had: more interstate migrants; faster dwelling approvals growth; faster workforce participation growth; more jobs recovered; faster dwelling investment growth; faster housing lending growth; faster retail trade growth; and

faster domestic economic growth. Relevant highlights include the following Queensland-wide initiatives identified in the Recovery Plan:

Health: $2 billion for a Hospital Building Fund, $480 million to continue the COVID-19 response and $482.5 million to improve hospital capacity.

Small business: $140 million to support back to work initiatives; $100 million for a Business Investment Fund; and $56 million to progress security of payment reforms for the building and construction industry.

Industry: $2 billion for the Queensland Renewable Energy and Hydrogen Jobs Fund, $93.6 million to grow the waste management and resource recovery sector, and $15.5 million to bring critical manufacturing back to Queensland through the Made in Queensland Program.

Infrastructure: $52.2 billion for capital works, $1.8 billion to boost social housing supply, $1.4 billion for new schools and school infrastructure, $200 million in additional funding for job creating maintenance and minor infrastructure works in regional areas, $172 million to support home building through the First Home Owners Grant and Regional Home Building Boost, and $50 million to fast track tourism infrastructure projects.

Regions: $8.9 billion for capital works outside Greater Brisbane, $426 million for new and upgraded regional hospitals, $309.2 million to maintain and upgrade regional schools, and $200 million for Bruce Highway upgrades.

Skills: $320 million for the Skilling Queenslanders for Work program, $100 million to help train and retrain Queenslanders for in-demand jobs, $100 million for TAFE infrastructure, $21 million to continue providing Free TAFE and Free Apprenticeships to eligible Queenslanders under 25 years, and $45 million to build and upgrade training facilities in schools across the state.

The Queensland Budget Papers for the 2021-22 Budget include Regional Action Plans. A review of the Wide Bay Regional Action Plan identifies the following items of relevance for the Fraser Coast LGA:

$883 million for infrastructure and capital works to support 3,200 jobs in the Wide Bay region.

$724.9 million for the Wide Bay Hospital and Health Service.

$11.4 million (out of a $39.6 million total spend) for the Fraser Coast Inpatient Mental Health Service, encompassing a new unit at Hervey Bay Hospital and refurbished unit at Maryborough Hospital.

$1.5 million (out of a $12.2 million total) for works at Maryborough Hospital.

$1.1 million (out of a $1.2 million total) for nursing and allied health upgrades at Hervey Bay TAFE.

$35 million to maintain, improve and upgrade schools across the Wide Bay region.

$600 million for the Rollingstock Expansion Program to procure 20 new passenger trains that will be manufactured in Maryborough.

$33.2 million (out of a $210 million total spend) for Bruce Highway upgrades between Gympie and Maryborough and Maryborough and Gin Gin, and $800,000 (out of a $44.1 million total spend).

$909,000 (out of a $4.2 million total spend) for the Fraser Island (K'Gari) Central Station day use area upgrade and $346,000 (out of a $877,000 total spend) for K'Gari Cultural Tourism.

Implications for the Housing Diversity and Land Supply Study:

- Other than the $1.8 billion to boost social housing supply across the state (by an additional 6,365 homes) and the $172 million to support home building, most initiatives do not relate to housing and will not directly impact on the preparation of the Housing Diversity and Land Supply Study
- However, the initiatives identified are relevant to the context of the Housing Diversity and Land Supply Study. Funding and initiatives relating to health, regional infrastructure provision, manufacturing and skills, in particular, indirectly support the broader concepts that underpin the Housing Diversity and Land Supply Study including diversification of the economy, marketing of the region, attracting and retaining young and working age populations, and supporting the region's aging population.

4.3. LOCAL

4.3.1. Fraser Coast Rural Residential Land Strategy

High relevance

The Fraser Coast Rural Residential Land Strategy was developed in response to feedback regarding the Fraser Coast Planning Scheme 2014. This feedback related to the current provisions of rural residential land in the region and the way in which the Planning Scheme supported, or inhibited, development of rural residential land.

In response to this feedback, the Strategy reviewed state and local planning policy documents, undertook a demographic analysis of the region, engaged with the community and industry stakeholders and undertook a supply and demand analysis of current rural residential areas.

The Strategy is accompanied by an Evidence Report which further details the methods utilised to assess rural residential housing in the region. This Report includes supply and demand analysis, industry and community engagement and potential rural residential expansion areas.

The Strategy concluded that while growth is expected in the region, this growth will not be throughout, and will predominately occur in the 65+ age group. Retired couples represent 71% of purchasers of rural residential land, and hence the demand is likely to increase as this population grows. While demand may increase over time, the Strategy found that the current provision of rural residential land is sufficient.

The engagement aspect of the Strategy determined that residents look for character, land size and space and amenity as the most attractive aspects of rural residential living. The findings from the engagement aspect of the project found that residents believed that there was not enough variety in the supply of rural residential lots, with majority of respondents saying there were not enough 2,000 – 4,000m2, 4,000 – 10,000m2 and 10,000m2 – 20,000m2 lots in rural residential areas.

For the Fraser Coast Housing Diversity and Land Supply Study, this provides an insight into a current and future desired housing typology within the region. As well as what existing community expectations are relating to lot sizes and densities within the region.

Implications for the Housing Diversity and Land Supply Study:

- The Fraser Coast Rural Residential Land Strategy identifies a key type of housing demand in the region. The Fraser Coast Housing Diversity and Land Supply Study should utilise this information to ensure the protection of desired lifestyle elements associated with rural residential living.
- The Fraser Coast Housing Diversity and Land Supply Study should consider whether there is still a perceived community undersupply of rural residential options and whether the rural residential land supply findings still remain current. For example, that there is sufficient rural residential land to accommodate retiree population growth.
- The Fraser Coast Housing Diversity and Land Supply Study will need to ensure that if there are still alignments with the Rural Residential strategy, they do not comprise the need for greater housing diversity and typologies to attract varied demographics.
- The Fraser Coast Housing Diversity and Land Supply Study should identify possible areas that allow for pragmatic rural residential subdivision, rather than out of sequence subdivisions that may impact or natural assets or be affected by natural hazards.

4.3.2. Maryborough Demolition Control Area Audit (2021)

High relevance

Converge's Maryborough Demolition Control Area Audit provides recommendations to Council regarding the management of Maryborough's existing Demolition Control Area (DCA), which is identified in the current planning scheme. The report sets out five recommendations resulting from Converge's investigations:

- Reduce the size of the Demolition Control Area, based on evidence that dwellings and features of parts of the existing DCA do not retain heritage values as specified by Council.
- Make the DCA a Traditional Neighbourhood Area, based on criteria identified in the report.
- Develop planning scheme provisions to manage infill within the Traditional Neighbourhood Area, using Brisbane and Toowoomba as examples.
- Prepare guidelines to support the management of the Traditional Neighbourhood Area.
- Future reviews of the nature and extent of Maryborough's Traditional Neighbourhood Area.

Implications for the Housing Diversity and Land Supply Study:

- The report is relevant to consider in the development of the Housing Diversity and Land Supply Study as it provides strategies on how the built heritage of Maryborough should be preserved without comprising development potential in the city.
- The Housing Diversity and Land Supply Study should consider the development potential of in-fill residential development within the areas recommended to be excluded from the DCA and the provision of different housing typologies based on population need and preference.
- The Housing Diversity and Land Supply Study will need to consider appropriate guidelines, best practice and provisions for infill development in Maryborough, in particular the DCA and adjoining areas to encourage future residential development that is sensitive to the existing heritage values of the city.
- The Housing Diversity and Land Supply Study should also consider the potential quantum of housing that could be provided within the Traditional Neighbourhood Area, with appropriate support for sensitive infill within this area.

4.3.3. Insights into the Future of the Fraser Coast (2020)

High relevance

The KPMG report, Insights into the Future of Fraser Coast, reviews the housing and industry trends apparent within the Fraser Coast region, using statistical data and stakeholder insights. The report is intended to inform the planning scheme review and is structured in six sections:

- **Demographic trends -** describes the population, migration and characteristics of the community providing an understanding of the current and future demand for housing in the region from the population and existing urban centres.
- **Housing and households -** provides an overview of the existing household and family structure, dwelling types and housing market trends.
- **Residential land supply analysis -** analyses the factors that contribute to supply and demand for housing and the availability of residential land to support future population.
- **Industry -** identifies and describes key economic and employment characteristics in the region.

- **Factors shaping the future of Fraser Coast -** provides an understanding of drivers and enablers which will shape future development of the region.
- **Future scenarios for Fraser Coast -** outlines scenarios developed by KPMG for the future development of the region.

Key findings identified within the report include:

- Due to low birth rates, a large proportion of older people and low proportion of families, and outward flow of young adults seeking employment and education in other areas, the region relies on the migration of new residents to grow the population.
- There is high inter-state and inter-region migration from VIC, NSW, and SEQ to Hervey Bay and coastal towns such as Burrum-Fraser, with new residents attracted by a coastal lifestyle and affordable housing.
- There is sufficient supply of vacant zoned residential land to support the future population of the region, however, due to their attractiveness to new residents, Hervey Bay and other coastal locations might experience a shortage of land and be reliant on emerging community areas to accommodate this demand.
- Demand for housing will be greatest in the northern half of the region, reflecting the lifestyle advantages that attract many people to the region.
- Dwelling approvals in the Fraser Coast have outpaced the demand induced for housing by population growth, and residential lot registrations have outpaced dwelling approvals. This suggests current capacity in the housing market, although this likely varies across the region.
- Housing demand is driven by migrating older Australians (people aged 65+) with most households being a couple family with no children. Fraser Coast also has a significantly larger proportion of residents with a disability compared to Queensland as a whole. These factors increase demand for the local healthcare and social assistance industry and accessible housing.
- The region struggles to retain young people due to limited job opportunities, entertainment and limited education choices, a common trend for regional areas.
- The majority of dwellings in Fraser Coast are separate houses and this trend is anticipated to continue without policy interventions and mechanisms to help shift development patterns to meet the housing preferences of existing and new residents.
- Fraser Coast has a lower household income than Queensland, which impacts on people's ability to access services and education, and creates demand for more affordable housing.
- The planning scheme review provides an opportunity to improve neighbourhood character and urban design responses for new residential areas.
- Any proposed settlement strategy will need to consider population decline in Maryborough, balanced with population increase in coastal communities.
- The region is experiencing decreasing demand for rental space in central locations of urban centres resulting in large amounts of old commercial buildings being underutilised, a trend intensified by increasing suburban development.
- Amenity is the primary consideration of buyers and residents, particularly younger people. This not only demands access to a beach lifestyle, but also to a range of community facilities including sporting precincts, schools and shopping centres.
- Major infrastructure projects supporting existing and emerging industry growth in the region include the Hervey Bay City Centre Redevelopment, Fraser Coast Hospice, major road upgrades across the region, Urangan Harbour Redevelopment and Expansion, Hervey Bay Airport Redevelopment, and renewable electricity projects such as wind farms and Rheinmetall – NIOA.
- Ultimately, the report recommends the following:
- Guiding the development of vacant land to support expected location of population growth, notably in Hervey Bay, and efficient expansion of the infrastructure network.

- Supporting the delivery of a desirable housing product, housing choice, amenity and lifestyle as the region pursues a good growth agenda.
- Preserving and enhancing the natural assets which underpin the lifestyle experience, the main driver of migration and tourism.
- Ensuring there is 'fit-for-purpose' land to support the growth of industry, particularly the emerging advanced manufacturing opportunities.
- Ensuring the development assessment process delivers development confidence, assessment efficiency and meets community expectations to facilitate residential and industry investment

Implications for the Housing Diversity and Land Supply Study:

- The report is an important document that provides a baseline of current and future projections of the region to consider in the development of Council's Housing Diversity and Land Supply Study.
- The Housing Diversity and Land Supply Study will need to consider land supply and varied housing typologies in coastal towns to ascertain whether predicted growth can be accommodated here. It should also consider measures to monitor the supply of land in coastal locations, considering impacts of climate change and expectations for housing types in these areas as there may be greater opportunities to increase housing density here via townhouses and apartments.
- The Housing Diversity and Land Supply Study should consider specific housing needs and preferences for older demographics, including affordable opportunities for downsizing, RV homes (detached houses with enclosed garages to accommodate for travelling lifestyles).
- Housing typologies in Maryborough that seek to retain younger working populations needs to be a consideration of the study. This might include a healthy and affordable rental market across the region supported by models such as build to rent (BTR) that target the region's main employment industries, in particular health care and social assistance, and property and construction.
- Due to the presence of high levels of socio-economic disadvantage across the Fraser Coast the Housing Diversity and Land Supply Study needs to explore viable options to accommodate for the provision of social housing in collaboration with the state government, non-for-profit sector and private developers. Affordable housing is also an important component for the Housing Diversity and Land Supply Study considering the region's high unemployment rate (8.3%), and low median weekly income ($906).
- The Housing Diversity and Land Supply Study needs to ensure that housing and community infrastructure, facilities and services are delivered together with investment in amenity and lifestyle. Providing the necessary community infrastructure will need to consider the existing infrastructure network and make the most of existing investment to expand this where most feasible.
- To ensure continuous housing affordability in the region the Housing Diversity and Land Supply Study should recognise the spare capacity in the Fraser Coast housing market and work with council to monitor the full delivery of the dwelling pipeline in future years.
- The Housing Diversity and Land Supply Study must consider the impacts of the COVID-19 pandemic holistically including on the existing and future population, jobs and industry and the housing market. For instance, the report has identified new trends such as the acceleration of remote working and the rise of the digital economy which may see employment concentrations reduce in urban areas and a growing demand for housing outside urban localities in the region.
- The Housing Diversity and Land Supply Study should be cognisant of and avoid 'fit for purpose' land for established and emerging industries that support economic and job growth, and consider population growth and housing demand to support these industries.
- The report identifies the following considerations for further, more detailed investigations into land supply: subdivision of lots, redevelopment of land zoned medium or high density, vacant land which cannot be fully developed due to site constraints, timing of delivery of residential dwellings driven by

infrastructure provision, and yield from emerging community zoned areas which will vary across the region.

- The Housing Diversity and Land Supply Study should consider strategies for increasing the supply of high-density dwellings in Hervey Bay and other coastal towns and the resilience of such developments in the long-term based on the current environmental context. Increased density should occur around community nodes and transport hubs, services and facilities

4.3.4. FCRC Planning Scheme Review (Stage 2) – Outcomes Report (2021)



Moderate relevance

The Planning Scheme Review Outcomes Report was produced by Perkins Planning as part of Stage 2 of the Council's review process of the Fraser Coast Planning Scheme. The report provides a review and evaluation of policy, strategy and background studies undertaken since the planning scheme commenced in 2014, along with the findings from consultation with Councillors, planners, the development industry and key stakeholders.

Key notes from the report include:

- A recommendation that the Fraser Coast Housing Needs Assessment is updated and revised to identify future housing requirements of the community, particularly the retired and aged population who will require convenient access to a wide range of health services and the support of aged-friendly communities.
- There is a need to undertake an assessment to align demographic projections for Fraser Coast with likely housing needs and preferences and more detailed information about housing supply/availability.
- A recommendation a package of sub-tropical and sustainability design guidelines is assembled to incentivise the design of climatically appropriate buildings based on sustainability principles.
- There is a need to review the desired building heights across the region.
- The availability of new Census data will be critical to informing population and housing planning.

Implications for the Housing Diversity and Land Supply Study:

- The report will be useful to consult while developing the Housing Diversity and Land Supply Study as it identifies gaps in the planning scheme that should be addressed to deliver housing diversity and choice in the region.
- The Housing Diversity and Land Supply Study will need to provide quantitative information about land and housing requirements in different parts of the region to inform land use allocation and infrastructure planning decisions, as well as finer-grained insights into the range of housing types the planning scheme should provide for and required planning scheme amendments to achieve them.
- The Housing Diversity and Land Supply Study should consider the incorporation of sustainability design guidelines in the planning scheme development codes for future residential developments.
- The Housing Diversity and Land Supply Study should consider the preferred and appropriate locations for medium- and high-density development in the region to maintain the character and amenity of urban localities and townships and to deliver housing that supports population growth, attraction and retention measures.

- The Housing Diversity and Land Supply Study should consider the implications of regional economic development strategies and trends, for example, employment in Maryborough might still primarily result in more growth in Hervey Bay due to the proximity.
- Linked to this is investigation into contemporary lifestyle indicators, how areas within the Fraser Coast region stack up and how this will influence population attraction and retention and the success of any housing-related policies or strategies. Lifestyle indicators might include coffee shops, micro-breweries, B&Bs, coastal walks, playgrounds, heritage assets, parks and gardens, tourist attractions, local produce, etc. As noted within the KPMG report discussed further on, it is important to consider that while Fraser Coast is an attractive region offering a coastal lifestyle, natural assets and affordable housing product, it is also in competition with other regions along the Queensland coast with similar qualities.

4.3.5. FCRC Land Use Strategy: Built Form and Urban Design Report (2011)



Moderate relevance

AECOM's Land Use Strategy: Built Form and Urban Design Report is one of a number of studies undertaken as part of the Fraser Coast 2031: Sustainable Growth Strategy Project. The report provides key strategic directions for urban design and built form in key localities of the region, including Hervey Bay, Maryborough and local townships.

Highlights from the report include:

- Identified opportunities to enhance the sense of place in Hervey Bay by promoting a growth pattern based on the idea of a central spine, two primary activity centres (Pialba and Urangan), a foreshore focus, and discrete villages distributed among main centres such as Point Vernon, Eli Waters, Pialba, and Urangan. This will require infill projects and the redevelopment of historical foreshore villages.
- An expectation for future high-density development in new communities in Hervey Bay to target 15 units/ha, as in other new communities in Queensland. This target is different from the 7-12 units/ha which has been delivered at the time of the report and can potentially change the amenity of the place.
- The importance of considering the implications of sea level rise in future residential developments in Hervey Bay.
- The need for practical responses to the slow growth in population and absence of drivers for development and employment in Maryborough including the promotion of community hubs and rehabilitation of retail spaces in the city centre.
- A proposal for the introduction of built form protection for residential areas in Maryborough to protect the significant heritage value of the town. It is noted that Maryborough has a Demolition Control Area, which is discussed within the Maryborough Demolition Control Audit summary earlier in this report.
- The loss of amenity and heritage values of local townships due to large scale residential development comprising few services, homogenous character and little response to the coastal setting.

Implications for the Housing Diversity and Land Supply Study:

- The report is useful for the Housing Diversity and Land Supply Study as it identifies key attributes of urban localities and townships in the region that make these places attractive and valued by residents and visitors. The propositions of the Housing Diversity and Land Supply Study should be sensitive to the report's recommendations to ensure housing and residential development in the region is able to maintain and enhance a sense of place and community for the future.

- The Housing Diversity and Land Supply Study should explore opportunities to support smaller incremental and larger master planned residential growth in the proposed villages that offer a diversity of housing types. This should occur without compromising the existing character and natural features of the place such as the esplanade and foreshore experience.
- The Housing Diversity and Land Supply Study will need to consider the appropriate density and lot sizes for new high-density developments in Hervey Bay taking into consideration market demand as well as enhancement of amenity features and lifestyle choice.
- The Housing Diversity and Land Supply Study should carefully analyse the impacts of climate change in the recommendations for future residential development in Hervey Bay taking into consideration development codes, location of key services and infrastructure.
- The Housing Diversity and Land Supply Study will need to address the slow population growth in Maryborough and propose integrated strategies that promote affordable living for key worker attraction.
- The Housing Diversity and Land Supply Study will need to consider the heritage values of Maryborough and promote housing diversity that enhances these values as an asset for permanent residents and visitors.

4.3.6. FCRC Sustainable Growth Strategy 2031 (2011)



Moderate relevance

The Fraser Coast Sustainable Growth Strategy 2031 establishes a framework for the growth management of the Fraser Coast to 2031. The strategy was developed to demonstrate how the Fraser Coast will develop in the context of the draft (at the time) Wide Bay Burnett Regional Plan 2010; to inform and guide the preparation of the first Fraser Coast Planning Scheme; and to inform other Council corporate documents and processes.

The overall vision under the Sustainable Growth Strategy provisions aims for a compact urban form and new development that avoids land which is constrained by environmental or landscape character values, or risks from natural hazards. The document is based around 5 themes and their supporting strategies:

- **A Region of Places and Spaces:** supported by the Settlement Pattern and Built Form Strategy and the Residential Strategy.

This theme establishes that the settlement pattern for Fraser Coast will be a predominantly natural framework of open and vegetated landscapes, including a significant and prosperous rural sector, interspersed with a network of centres comprising two regional cities, rural and coastal towns, and rural and coastal townships. Sub-tropical built form and a range of housing opportunities within a defined urban footprint are also stressed.

- **Unique Biodiversity and Landscapes:** supported by the Natural Environment Strategy and Landscape Character and Scenic Amenity Strategy.

This theme emphasises the importance of compact urban form and sustainable land use management to manage population growth and development, protect biodiversity and landscape values, and mitigate natural hazards and climate change.

- **A Vibrant Community and Culture:** supported by the Community Wellbeing Strategy, Community Facilities and Social Infrastructure Strategy, Open Space Strategy and Cultural Heritage Strategy.

This theme intends to protect the region's relaxed lifestyle and friendly community; provide equitable access to high quality services and facilities; encourage innovative business opportunities; and ensure the region is self-sufficient with limited dependency on services from other regions.

- **A Strong, Diverse and Resilient Economy:** supported by the Rural Lands Strategy and Economic Activity Strategy.

This theme prioritises employment opportunities for residents of all ages; support for traditional industries, including tourism, rural enterprises, commercial fishing, manufacturing, engineering and light industries, construction, retirement services and government services; and encouraging new and emerging industries, like health, mining, aviation-related industries, marine-related industries, hospitality and training, eco-tourism, tourism based on Aboriginal and South Sea Islander cultural heritage, events and conferences, tertiary and life-long learning, sustainable technologies, film production, home-based and e-businesses, and new rural industries like aquaculture and food production.

- **Integrated Land Use and Infrastructure:** supported by the Integrated Transport Strategy and Essential Utility Infrastructure Strategy.

This theme aims to address traffic congestion, car dependency, regional air links, and reliable infrastructure provision, supported by integrated land use and infrastructure planning.

Implications for the Housing Diversity and Land Supply Study:

- The Sustainable Growth Strategy was prepared in 2011 so may be outdated, however, its content could provide a base input or starting point for the Housing Diversity and Land Supply Study to consider, particularly its overall aims and the Settlement Pattern and Built Form Strategy (4.3.1).
- The Housing Diversity and Land Supply Study will need to consider strategies to enhance the compact development of urban localities and townships in the region by promoting in-fill development that does not compromise on amenity and natural values. The impacts of climate change, sea level rise and other natural hazards like bushfires need to be carefully considered, particularly in Hervey Bay and smaller coastal towns.
- The overall sustainable growth strategy provides for new urban development to be distributed within existing network centres. The Housing Diversity and Land Supply Study will need to ensure that new residential development (both greenfield and infill) is located primarily in Maryborough and Hervey Bay in areas that are accessible to services, education and employment; and consider the proportional allocation between these centres and other townships.
- The Housing Diversity and Land Supply Study will need to ensure that most residential growth occurs in existing urban growth centres, and that new greenfield developments do not negatively impact on existing rural townships. Viable options for increasing housing supply in rural townships should be explored in accordance with the needs and preferences of the population.
- The Housing Diversity and Land Supply Study will need to be sensitive to the sense of place and character features of the region and promote these in future residential development. This is particularly important for Hervey Bay and its coastal attributes, as well as the built heritage values of Maryborough and broader regional landscape values.
- The Housing Diversity and Land Supply Study will need to consider the appropriateness of urban boundaries and inter-urban breaks (e.g. green corridors) to restrict sprawl and encroachment into rural and agricultural land.

4.3.7. FCRC Housing Needs Assessment (2011)

Moderate relevance

Buckley Vann's Housing Needs Assessment (2011) is one of a number of studies undertaken as part of the Fraser Coast 2031: Sustainable Growth Strategy Project to inform Council about the current and future projected housing needs of the region's population and how these needs can be supported through specific land use strategies and the planning scheme.

Findings of note from the report include:

- A lack of diversity in housing typologies available to permanent residents in the Fraser Coast. The housing stock is dominated by a high proportion of detached houses and the majority of medium and high-density dwelling types are devoted to tourist use.

- Challenges in the dispersed settlement pattern evident in the Fraser Coast. A strong case for consolidation and infill development to occur in appropriate areas is presented.
- A possible need for further growth and development in rural townships such as Howards and Tiaro.
- A healthy, affordable rental market and housing affordability in most of the region.
- A need for social housing in the region based on a long waiting list in the social housing registry and a slow rate of provision. Furthermore, the report revealed a high demand for crisis and transitional accommodation to reduce homelessness.

Implications for the Housing Diversity and Land Supply Study:

- The data used in the report is dated and does not provide a current picture of the housing needs and population characteristics in the region. Despite this, the report highlights important permanent/historical trends and characteristics of the settlement pattern, existing housing typologies and housing preferences to consider in the Housing Diversity and Land Supply Study. For example, the lack of housing typologies identified in the Housing Needs Assessment remains a significant issue that needs to be addressed within the Housing Diversity and Land Supply Study and consolidation and infill development remain important mechanisms to support growth and compact settlement patterns.
- The KPMG report considered earlier in this report identifies changes to the region's housing needs. Release of the 2021 Census data will also help to inform understanding of the current situation, although it may not be available in time to inform the Housing Diversity and Land Supply Study.
- The Housing Diversity and Land Supply Study should consider the scope and need for further growth and development in rural townships, and the benefits of further investment in these townships based on the current and future housing needs and preferences of the population. This is particularly relevant considering the impact of COVID-19 in the acceleration of remote working and the rise of the digital economy, which may see employment concentrations reduce in urban areas and a growing demand for housing outside urban localities in the region.

  he Housing Diversity and Land Supply Study should develop strategies for the maintenance of rental and housing affordability considering this is one of the key attractors to retain a healthy population number. This is particularly important considering the presence of disadvantage and high unemployment. Alternative affordable accommodation in the region such as Caravan Park accommodation should also be explored.
- The Housing Diversity and Land Supply Study should consider the delivery of social housing, crisis and transitional accommodation that target specific groups such as youth, women and Indigenous people.

5. ON THE GROUND

The following section of the report has undertaken a review of contemporary housing and developments that are currently occurring within the region. The review also seeks to show where housing should be delivered as envisioned by the Planning Scheme, however, is not translating into on-the-ground outcomes.

The purpose of the case studies is to ascertain the type of product being delivered in the region and whether this product aligns with the provision envisioned in the Planning Scheme. Moreover, areas where product isn't being delivered and why.

5.1. DEVELOPMENT CASE STUDIES

The first two case studies focus on two greenfield developments. The first is The Springs in Nikenbah and the second the Beachcomber Park Estate in Toogoom. The two case studies exemplify development that has occurred in the Fraser Coast Region that is not aligned with the Planning Scheme requirements, in terms of the outcomes desired under the zone and the relevant Local Plan. The two case studies are also not included within the Priority Infrastructure Area, although the Springs is serviced by infrastructure. Infrastructure servicing to the Beachcomber Estate is limited to reticulated water supply.

THE SPRINGS, HERVEY BAY

ADDRESS: 237 Chapel Road, 174 – 206 & 174 – 206 Chapel Road and 119 and 173 Masen Road, Nikenbah

PARENT LOTS: Lot 1004 on SP286726, Lot 2 on SP281508 and Lot 27 on SP814805

DEVELOPER: Bullamon Developments

APPLICATION NUMBER: MCU20/0125, MCU-151052, MCU17/0064, RAL19/0060 and RAL19/0023

NUMBER OF LOTS: 750



PROJECT OVERVIEW

The Springs is a Master Planned community located in the suburb of Nikenbah and Urraween Hervey Bay. The development is being facilitated via multiple Reconfiguring a Lot and Material Change of Use Applications, which have allowed for sequencing of the development to occur over a series of stages.

The Springs provides both land and housing package for prospective buyers. Marketing packages for the proposal note that lot sizes range between 700sqm to 950sqm. Marketing packages also note that the Springs is fully serviced by power, water, sewerage and telecommunications infrastructure.

The Springs connects to 'The Springs Lifestyle Development' which will include smaller lots that cater to a RV retirement community. The Springs Lifestyle

HOUSING OFFERING

The Springs offers low density residential housing. Although the marketing packages outline that current lots for sale range between 700sqm to 950sqm, the approved subdivision plan outlines lots exceeding 2,000sqm.

Housing within the development is homogenous, with housing packages all providing four-bedroom, two-bathroom, single storey dwellings. Variation in the housing packages mainly ranges in design of houses and both internal & external materials/finishes.

Similarly, the approved 'The Springs Lifestyle Development' has approval for a series of RV style developments. The approved dwellings are all two-bedroom houses, two-bathroom dwellings, with some variation in the façade options as well as floor plate. Approval material does not specify lot sizes; however, a review of the Town Planning Report outlines they will exceed 200sqm. Based on a

Development also includes a community centre, bowling green and wellness centre.

PLANNING SCHEME SPECIFICS

- **Strategic framework land use:** Urban Expansion Area
- **Zoning:** Emerging Community
- **Local Plan Area:** the Nikenbah Emerging Community Local Plan area outlines most of the area forming part of The Springs as Mixed Density Residential, with other areas in the land holding being designated as Medium Density Residential (Lifestyle Development), Community Facilities, Environmental and Drainage & Major Urban Area.

comparison to the surrounding RV retirement communities, it is assumed that the average lots size would be around 300sqm, with minimal variation in lot sizes.



KEY TAKEAWAYS

A comparison between The Springs Approval and Nikenbah Emerging Community Local Plan is outlined below:

- Broadly aligns with land use categories of the Local Plan with larger lots along the Hillslope area, mid-sized lots within the Mixed-Density Residential and smaller lots in the Medium Density Residential;
- Road-way and drainage alignment broadly follows that within the Local Plan;
- The Springs broadly aligns with the Local Plan area in terms of layout area, however fails to create housing diversity in terms of variation in lot sizes and housing typology, which is Performance Outcome (PO1) of the Local Plan;
- Community facilitates are provided to service the Springs Lifestyle Development and as per the Application Material are not for public use, therefore don't comply with PO15 – PO17 of the Local Plan;
- To date there is no conversion of the planned employment area to an actual approval. It remains to be seen if this location will be viewed as suitable from the development industry perspective.
- The Springs fails to achieve the desired density of the Local Plan, with;
  - **Mixed density residential –** 12 to 15 dwellings per hectare in the Local Plan, The Springs provides around 6 dwellings per hectares; and
  - **Medium density residential –** 25 to 40 dwellings per hectare in the Local Plan, The Springs Lifestyle Development is approximately 11 dwellings per hectare.

BEACHCOMBER PARK ESTATE, TOOGOOM

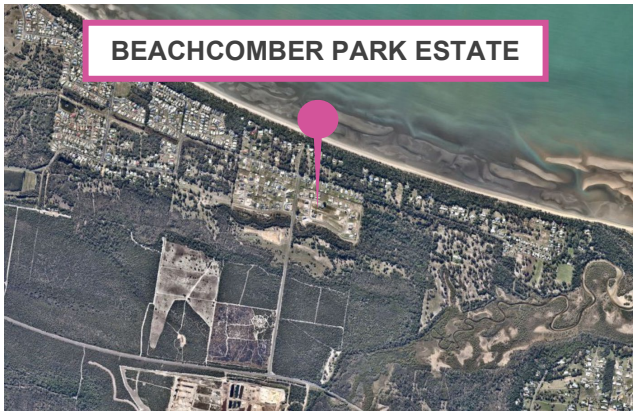
ADDRESS: O'Regan Creek Rd & Carkeet Rd, Toogoom

PARENT LOTS: Lots 90 and 91 on SP248349

DEVELOPER: Toogoom Developments Pty Ltd

APPLICATION NUMBER: MCU-151032 and OPW17/0022

NUMBER OF LOTS: 128 (including balance lots)



DEVELOPMENT OVERVIEW

Beachcomber Park Estate is a residential subdivision providing approximately 120 rural residential lots within the suburb of Toogoom.

HOUSING OFFERING

Beachcomber Park Estate only provides land packages. Lot sizes throughout the estate offer minimal variety, with land sizes ranging between 2,000 to 2,200sqm.

The proposed subdivision has been marketed as an affordable, residential estate, that provides large lots that is both in proximity to the beach as well as Pialba.

Based on a review of PDOnline, Beachcomber Park Estate has been facilitated by a Preliminary Approval that sought to vary the Planning Scheme to allow for Low Density Residential Uses (LDR1). The development is being facilitated via a stage Reconfiguring a Lot Approval, as well as multiple Operational Works applications.

ALIGNMENT WITH THE PLANNING SCHEME

- Strategic framework land use: Rural area
- Zoning: Rural
- Local Plan Area: NA

Current houses for sale in the estate comprise a single storey-built form, pitched roof and brick façade. Although house packages are not being offered by the developer, previous and current houses for sale in the estate are relatively similar in style, with variation in offerings relating to material pallet and whether houses come with a shed or pool.

Consequently, in terms of lot size and housing offering within the estate, there is a clear lack of diversity.



KEY TAKEAWAYS

- Beachcomber Park Estate provides lot sizes that do not comply with the land uses and lot sizes associated with the Rural Zone;
- Development of residential uses on larger lots reflects one aspect of market demand and the local industry approach of delivering simplistic solutions.
- The “need” for this product would appear to be opportunistic and reflective of a lack of expansion product in better located areas.
- The dwellings within the Estate reflect the standard low rise-built form of the Hervey Bay area with no diversity.
- The Estate is not included within the Priority Infrastructure Area;
- On-site effluent disposal within the sandy sub straight can lead to environmental issues in the longer term.
- Additional “ad-hoc” expansion of large unserved lots in areas remote to centres and vulnerable to coastal hazard is an outcome in need of review.

5.2. LACK OF DEVELOPMENT CASE STUDIES

The second two case studies focus on two areas where future development is envisioned under the Planning Scheme and is serviced by infrastructure. However, development and residential uplift is currently not being explored in these two areas.

5.3. OBSERVATIONS FOR THE PLANNING SCHEME REVIEW

ST HELENS

OVERVIEW

The suburb of St Helens is a rural area to the north of Maryborough, well connected to the city centre by Saltwater Creek Road, which runs between Maryborough and Hervey Bay. Maryborough principal activity centre is approximately 4 kilometres from St Helens.

The suburb is not serviced by infrastructure, however, is just outside of the Priority Infrastructure Area, allowing for a more pragmatic extension of infrastructure to occur.

To date, uptake of development has been slow. This is despite identification of the area for greenfield development and as a locally significant industry and employment area, and its inclusion within the Urban Footprint under the current Wide Bay Burnett Regional Plan. Additional studies and planning scheme provisions at the local level support development of St Helens.

The current population of the suburb is understood to be approximately 128 persons. The Local Plan area covers 533 hectares.



PLANNING SCHEME PARAMETERS

Element 2 (Urban expansion areas and future urban areas) within the Settlement Pattern section of the Strategic Framework identifies St Helens as an urban expansion area for Fraser Coast. The desired outcomes for St Helens include:

(m) The St Helens urban expansion area is developed for residential, rural residential, employment and industry activities, that serves as the northern extension of Maryborough's urban area.

Zoning within the suburb is predominantly Emerging Communities to support greenfield development and structure planning, with smaller areas of community facility zoning (e.g. St Helens State School) and medium impact industry zoning along Saltwater Road.

The St Helens Emerging Community Local Plan within the planning scheme seeks to *"provide a local planning framework for major development applications in the local plan area"*.

The local plan acknowledged that at the time of planning scheme preparation and release, the area was not well serviced by essential urban infrastructure networks, including water supply and sewerage, and that significant upgrading and augmentation of the networks would be required to support and service development.

UPTAKE / DEVELOPMENT PIPELINE

A review of the PDonline shows development applications within the suburb over the past 5-10 years have, for the most part, been largely confined to

EXISTING HOUSING OFFERING

Residential activity within the suburb appears to be predominantly rural residential, in addition to an RV Park and Homestay providing short-term accommodation.

The predominant land use activity is cultivated paddocks and grazing pastures, with patches of mature vegetation. Road connections through the area are limited to the north-south Saltwater Creek Road, and a few minor road providing access to properties



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ancillary buildings to support agricultural land uses; individual detached dwellings and secondary dwellings; medium impact industry activities; community facilities; transport-related uses, including a service station and transport depot; and small-scale subdivisions.

However, in 2016, an application was lodged seeking a Section 241/242 Preliminary Approval for Material Change of Use to Vary the Effect of a Planning Scheme for Low Density Residential and Local Centre Development. The application was approved over land within the southern extent of the St Helens local plan area in November 2018 and remains current. The variation approves a staged development of low density residential zoning, a small local centre zone / commercial site, and a large area of open space.

In addition, there is a current Impact Assessable application under assessment by Council for a 1 into 88 lot subdivision (plus drainage reserves). The lodgement material identifies that the application has been instigated as a result of the outcomes of the *Fraser Coast Rural Residential Strategy Project* from 2019 and a range of lot sizes are proposed between 4,000sqm and 3.69ha.



KEY TAKEAWAYS

- Potential factors influencing the attractiveness of the area for redevelopment may include:
  - Proximity to the Maryborough Rifle Range, Maryborough Airport, a treated wastewater storage lagoon, and Maryborough's recycling centre and landfill, and the location of medium impact industry within the suburb.
  - Amenity and lifestyle preferences that see migration to Hervey Bay and coastal towns rather than Maryborough.
  - Flood risk within the local plan area require that development for urban purposes must address the potential risk and ensure no increased risk to people, property and infrastructure.
  - Preferences for rural residential living that limit landowners' and developers' appetites for development of other typologies and densities.
- Housing within the St Helens emerging communities area is intended to be a mix of generally low to medium density housing, including dwelling houses on a range of lot sizes, dual occupancies and retirement facilities.
- The preferred residential dwelling densities are:
  - Less than 1 dwelling per hectare in the identified rural residential area.
  - 10 to 12 dwellings per hectare within the identified low density residential area.
  - 12 to 15 dwellings per hectare for the identified mixed density residential area.
  - 25 to 40 equivalent dwellings per hectare for the identified medium density residential area.
- The preferred building height is 11m within the Industry and employment area, Community facilities area and Medium density residential area, and 8.5m elsewhere within the local plan area.
- Since approval of the Section 241/242 Preliminary Approval discussed above in November 2018, no further applications over the subject land have been lodged to progress development. A review of aerial photography indicates that no site preparation works have commenced. As such, the approval remains current but the status and timeframe of the development is unknown.
- The only other major development proposed and under assessment is for rural residential lots.
- The local plan intent remains relevant for want of growth demand to drive the development forward. With the indicated jobs growth to occur over the coming years, a housing strategy for employment could be targeted to this growth area. It may require a coordinated approach between industry, landowners, Council and the State Government to realise otherwise the growth leakage to the coastal areas is likely to continue.

PIALBA

OVERVIEW

The suburb of Pialba comprises the Principal Centre within Hervey Bay. Pialba comprises the greatest agglomeration, intensity and diversity of land uses within the region, with the University of the Sunshine Coast, Pialba Place Shopping Centre, Bay Plaza Shopping Mall and Main Street being located here.

In terms of housing and development uptake in the region, Pialba offers the most housing diversity. There is evidence of greater housing densities with apartment buildings of up to six-storeys being found in the area. Although, it appears higher densities are mostly restricted to providing short term accommodation uses.

Further intensification of residential uses is supported here with the Wide Bay Burnett Regional Plan designating it as Urban footprint, while the Planning Scheme uses zoning, zone precincts and the Local Plan to drive growth in this suburb.



PLANNING SCHEME PARAMETERS

Element 4 (Hierarchy of Centres) of Section 3.3 of the Planning Scheme outlines:

(i) Principal Activity Centres are located at Maryborough (CBD) and Pialba in Hervey Bay. They:

(A) contain the largest and most diverse concentration of urban activities; and

(B) have **high population densities**.

Zoning within the suburb supports higher density residential development, with areas along the waterfront zoned as High Density Residential. Additionally, Urangan Harbour includes zoning for both High Density Residential and Mixed Use, while areas surrounding Main Street are zoned as Principal Activity Centre.

The Pialba Principal Activity Centre Local Plan identifies the Mixed Use precinct as an area where shop-top style developments can occur of a building height of 26 storeys. The Local Plan states that *multi-unit residential activities are established in the Mixed use core local plan precinct to enhance activity levels within the precinct.*

The suburb of Pialba, as well as the broader Hervey Bay area is currently serviced by infrastructure and would not require major upgrades to infrastructure to support further residential densification here.

UPTAKE / DEVELOPMENT PIPELINE

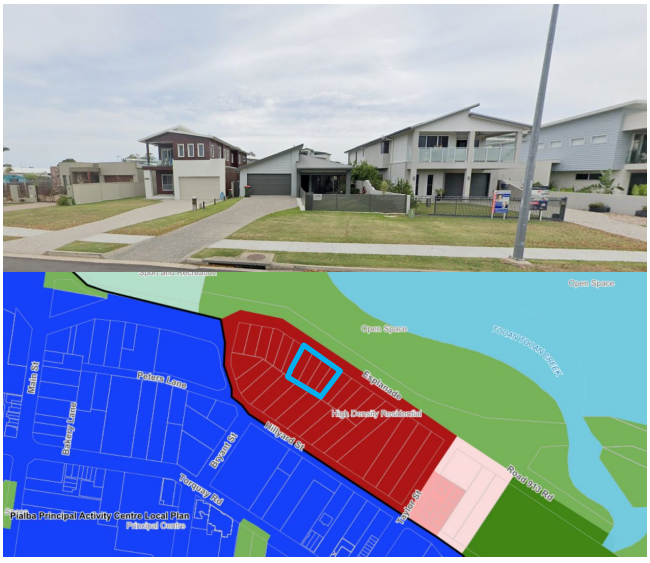
A review of PDonline has revealed that development within the last decade within Pialba has largely been focused on non-residential uses, within Centre Activities featuring heavily, particularly with Indoor Sport & Recreation and Health Care Services.

Majority of densification applications proposed for either subdivisions or multiple dwellings have not been constructed. For example, a reconfiguring a lot approval over the Golf Course for thirty-three 450sqm lots has been approved but has not been enacted (Council ref: MCU-101239 – 2010). Similarly, a short-

EXISTING HOUSING OFFERING

As noted, Pialba features the greatest diversity in residential built form. Six to seven storey accommodation is provided within the suburb, although is mostly for short-term accommodation uses. Consequently, does not achieve higher densities for dwellings per hectare for permeant residential dwellings.

Moreover, despite zoning within the suburb allowing for uplift in residential densities, in a lot of instances this isn't being achieved. This is displayed in the example below where the contemporary housing product that has been delivered in the high-density residential zone is still one- two storey detached dwellings. Throughout Pialba, this is still the dominant housing typology offered to permeant residents.



The approval facilitates a genuine mixed-use development, with an activated ground plane featuring, shop, food and drink outlets, markets and a shopping centre (Council ref: MCU19/0012 - RAL19/0020). Sitting above the activated

term accommodation approval for six storeys (MCU-131095) and a three storey walk up apartment building are approved (MCU-101311), but a GIS review shows that these applications have also not been enacted.

A Reconfiguring a Lot application (45 lots) and preliminary approval to vary the scheme to medium density residential has facilitated a series of 450-600sqm lots being established on the corner of Main Street and Urraween Road. Despite the preliminary approval being for medium density residential, the development currently comprises a series of single storey detached dwellings (Council ref: MCU-141004).

Recently, there appears to be more multiple unit dwelling applications and approvals being processed by Council, albeit the proposals are mostly for three storey apartments or townhouses.

However, a combined application for a preliminary approval, reconfiguring a lot and material change of use has been approved by Council in April 2021 for a site at Charles Street, Pialba.

ground floor plane is one 16-storey residential tower and a second 8-storey residential tower (see below). The preliminary approval element has allowed for the increased heights, with the design of the two towers not yet resolved.



KEY TAKEAWAYS

- To date, there have been limited approvals or applications within Pialba that have achieved an uplift in-densities;
- Approvals are largely confined to smaller scale multiple dwelling projects, for duplexes or walk-up apartments, with reconfiguring a lot applications still providing single storey detached dwellings, despite proximity services;
- Moreover, a GIS review has outlined that often approvals are not enacted;
- In areas that are zoned for higher-densities, the predominant trend is for one to two storey houses to still be located on higher-density zoned land. This is exemplified in the example above, as well as in the Urangan Harbour Master Plan, where mixed use and high-density land holdings are still 1-2 storey buildings;
- Existing four to six storey apartment buildings that are scatted throughout Pialba generally only provide short-term accommodation uses, therefore do not provide alternative housing options for permeant residents; and
- The recent approval for the two residential towers of 16 to 8 storeys is the dense development approval on PDonline to date in Pialba. The approval signifies an opportunity to provide alternative permeant residential accommodation within Hervey Bay, that is self-sufficient with services and employment opportunities located on the ground floor.
- The revised CBD Master Plan and associated Council investment in the office relocation to the area is a critical strategy for revitalization and catalytic development. The masterplan and desired outcomes will need to be incorporated within the new planning scheme with appropriate regulatory controls to incentivise desired outcomes – residential density, public realm activation.
- Council development incentive policies should be specifically tailored to the desired development outcomes.

6. ENGAGEMENT FINDINGS

6.1. PURPOSE

Land development and housing affects various population groups, government, and industry in different ways. Accordingly, stakeholder engagement is critical to the success of this Housing Diversity and Land Supply Study. Engagement for the study has involved discussions with key stakeholders interested in or affected by the potential outcomes of this study. A stakeholder mapping process was undertaken to determine relevant stakeholders for inclusion in engagement activities, identifying elected representatives, internal Council officers and Council executive, development industry representatives, housing providers, and various State Government departments.

The purpose of the engagement has been to ascertain a diverse range of perspectives relating to housing provision within the Fraser Coast and to ground-truth the findings from the literature review provided above, particularly with respect to understanding the values, aspirations and 'on-the-ground' issues relating to current and future housing provision.

The engagement plan informing the engagement activities was developed in accordance with the International Association of Public Participation's (IAP2) 'Spectrum of Public Participation Framework' which ranges from 'Inform' to 'Empower'. Specifically, in the context of this Housing Diversity and Land Supply Study, the appropriate approaches have been determined as 'Inform', 'Consult' and 'Involve', to ensure:

- Those who are affected by, interested in, or can influence, the existing and future provision of housing in the region are provided an opportunity to participate in the engagement process.
- Stakeholders are provided with balanced and objective information needed to participate in a meaningful way.
- Meaningful and diverse feedback from a range of vested interests is obtained and used to inform outcomes of the study.
- Partnerships between government, industry and community bodies are maintained and strengthened.

6.2. PROCESS

The overall engagement process involves three rounds of engagement, with the first round taking place in September 2021 and informing this report. The second round of engagement is to occur in late 2021 to test findings, while the final round of engagement will occur in March 2022 and will discuss the final outcomes of the study and future directions.

In terms of the approach taken for the initial round of engagement, a series of face-to-face workshops and small group discussions took place in Hervey Bay. These discussions occurred on the 14th and 15th of September 2021. The sessions and collateral prepared touched on the same topics, however were refined for each of the sessions, depending on the target audience.

Table 10 identifies the workshops undertaken as part of round 1 and the variation in the materials presented to each of the group.

Table 10 - Engagement Session Approach

Meeting Details	Approach
Council Workshop – Elected Representatives + Executive Team 14 September 2021 Inform / Consult / **Involve**	▪ Provided group with context surrounding the study; ▪ Obtained understanding from group regarding the current state of housing in the region; ▪ Gathered from the group what they wanted to change and what they wanted to avoid;

Meeting Details	Approach
	▪ Sought confirmation from the group about who new residents would be and where they would live; ▪ Included an interactive activity where the group identified what houses were familiar, what they didn't like and what they did want to see in the region; ▪ Group identified where certain demographics in the region would want to live in the region; and ▪ The group drafted a set of principles and a vision to inform the future of housing in the region.
Government Working Group 14 September 2021 Inform / **Consult** / Involve **Fraser Coast Property Industry Foundation** 14 September 2021 Inform / **Consult** / Involve	▪ Followed a similar approach to the above, with current state and information gathering regarding how current housing serviced the region; ▪ The group identified Fraser Coast housing issues and what they were familiar with, what they liked and disliked; and ▪ The vision from the Council workshop session was tested with the Government working group.
Industry and Community Working Group 14 September 2021 Inform / **Consult** / Involve	▪ Provided group with context regarding the project; ▪ Obtained feedback regarding what was working well and what was happening on the ground; and ▪ What issues or barriers the group saw. ▪ The vision from the Council workshop session was tested with the group.

Documentation from the workshops is attached to this report as **Appendix B.**

6.3. FEEDBACK

These workshops sought to establish and inform policy objectives for housing in the region, with a view towards:

- establishing the context-specific challenges, special attributes and opportunities for the region.
- developing a shared appreciation of the drivers for change and their practical application in repositioning housing in the region, including changing community needs and emerging market responses.
- agreeing on a vision for the housing typologies and settlement pattern for future growth that aligns with the identified challenges, opportunities and drivers.
- brainstorming big ideas, key focus areas and implementation ideas that will guide the overall narrative for the study and ultimately, planning scheme amendments.

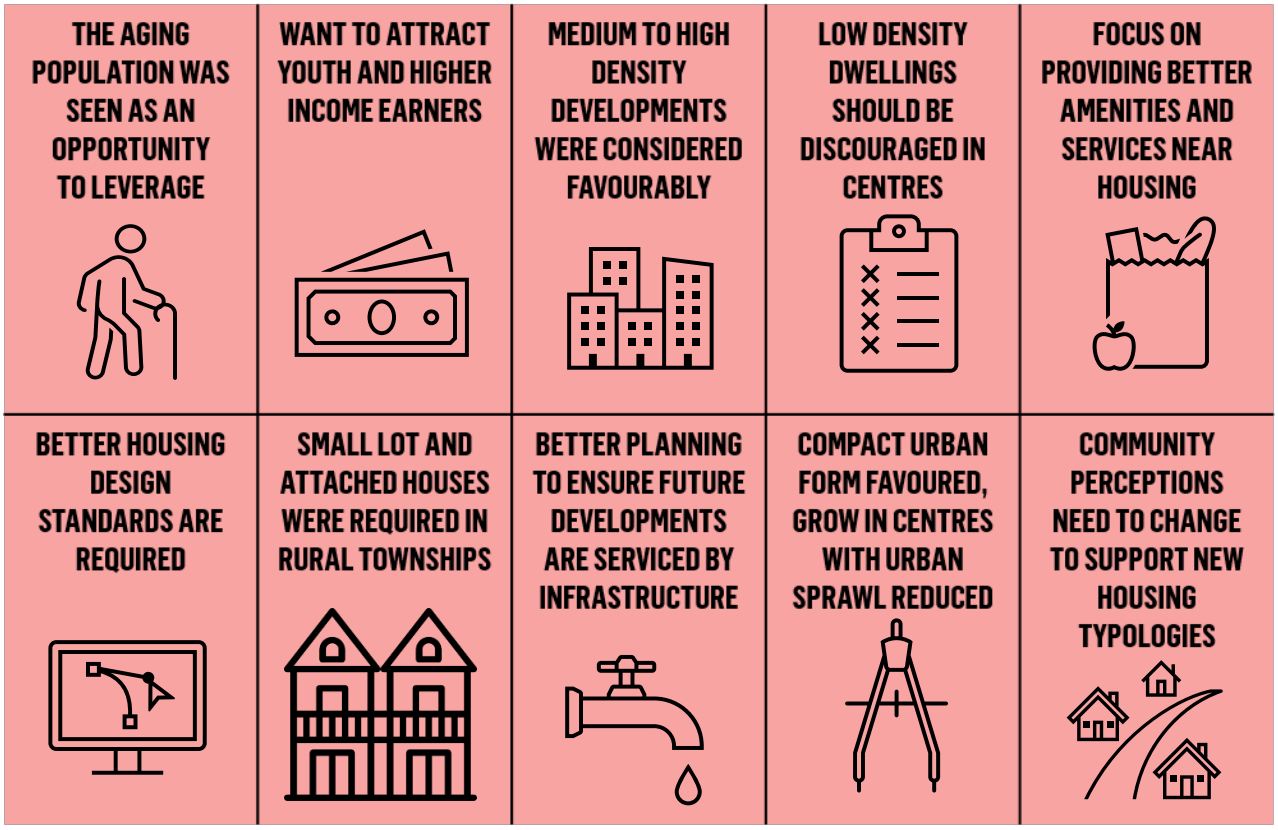
Each session considered:

1. Project overview / why are we here?

2. Progress to date towards study / where have we been?
3. Local housing issues and possible responses / where are we now?
4. Development of/testing of draft framework for vision statement / where do we want to be?

An overview of the theme's that were raised throughout the engagement sessions is outlined in **Figure 8**.

Figure 8 - Engagement Fast Facts



In terms of breaking the above themes down into key opportunities as well as barriers for the region, the following insights were gained:

Opportunities:

- Providing greater housing diversity in the key centres, but also throughout the region with smaller townships
- like Howard, Burrum Heads and Tiaro needing a suitable form of density within their communities (such as townhouses, small lot houses or tiny houses as the case may be);
- Infill development needs to be encouraged in areas already serviced by infrastructure, with a focus on higher density infill development;
- Infill development needs to be focused around centres to create walkable and green centres;
- Leverage aging population to increase health and aged care jobs in the region, which can attract younger workforce if housing and services are provided;
- The townships and centres can cater to a diversity of residents, from various backgrounds if housing diversity is provided in different areas; and
- Opportunity to uplift new product housing design and standards within the region.

Barriers:

- A market driven local industry is delivering poor quality neighbourhood and housing outcomes, with limited diversity or consideration into design;

- Lack of State services provided across the region;
- Culture of approving all development, despite it not being aligned with the planning scheme or delivering the desired density;
- Perceived as Council always “catching up” rather than be ahead and leading the of the development industry; and
- Community perceptions needed to shift away from rural residential, equating high rises as undesirable, not wanting growth in the region and not wanting the region to become ‘one big retirement village’.

6.4. KEY OUTCOMES

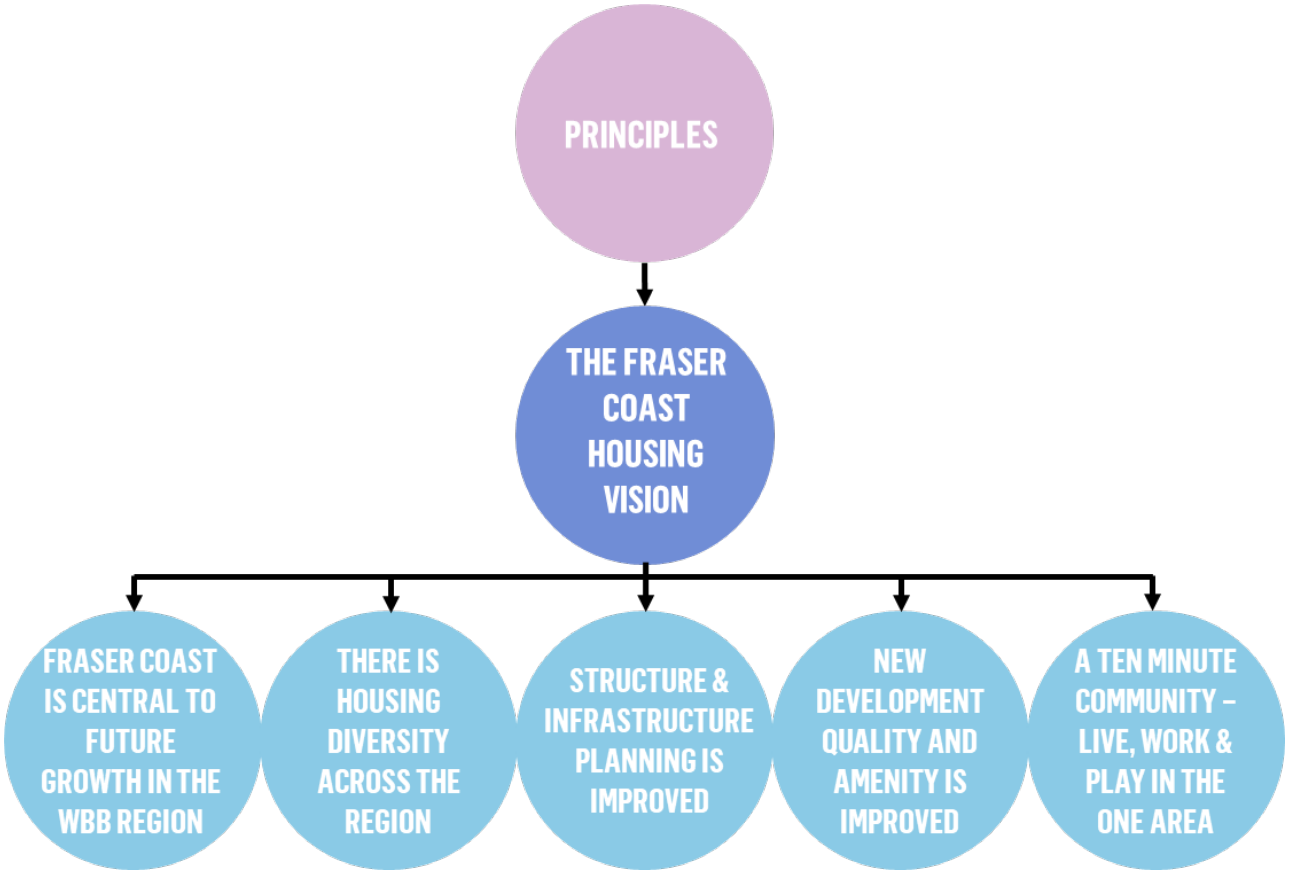
From the visioning workshop with Council, a set guiding principles was shortlisted. The principles outline what Council sees the future of housing as looking like within the region. The principles will ultimately inform the next steps of the Housing Diversity and Land Supply Study, as well as inform amendments to the Planning Scheme.

Housing Diversity and Land Supply Study Principles:

- *There are multiple housing and lifestyle options within my community;*
- *In my community there are housing options for my children when they grow up;*
- *I have access to the services I need where I live;*
- *My community has housing appropriate to different family, households backgrounds and age groups;*
- *I would like to live somewhere where there trees and green space;*
- *I would like to live near work, services, shops and cafes;*
- *I feel my house is safe;*
- *I can grow old in my current house or community;*
- *I live somewhere that doesn’t require a long commute to work; and*
- *The housing in my community is suitable to the Fraser Coast climate.*

As shown in the above principles, housing diversity, as well as housing being located close to services were the two key themes that kept remerging throughout the engagement activities. These two themes, as well as the principles informed The Future Fraser Coast Development Vision **(Figure 9)**, which cover five topics that the future Planning Scheme amendments are to address.

Figure 9 - The Fraser Coast Development Vision



7. GAP ANALYSIS

The following table provides a summary of the gaps and key considerations that have arisen from the literature review and engagement to date. It should be noted that the 'Actions / Other Ideas' are not solely related to the scope of this piece of work. The themes considered within the table include:

1. Housing Diversity and Choice
2. Infrastructure Provision
3. Alternative Typologies
4. Housing Tenure & Affordability
5. Build to Rent (BTR)
6. Liveability
7. Neighbourhood Outcomes
8. Age-Friendly Communities
9. Dwelling Fit & Price Differential
10. Natural Hazards
11. Population & Talent Attraction
12. COVID-19 Pandemic
13. Building Heights
14. Density
15. Rural Residential Housing
16. Maryborough Principal Activity Centre
17. Maryborough DCA
18. Hervey Bay Principal Activity Centre (Pialba)
19. Homelessness & Social Housing
20. Local Development Industry
21. Dwelling Targets
22. Urban Growth Boundary
23. Design Guidelines
24. Development Incentives
25. Pilot / Demonstration Projects
26. Housing Diversity Areas
27. WBBRP Review
28. 2021 Census Data
29. Community Perceptions

Table 11 - Gap Analysis Summary and Key Considerations

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
1. **Housing Diversity and Choice** There is a clearly identified need for increased housing diversity and choice within the Fraser Coast.	▪ What locations can support increased densities and alternative typologies? ▪ Do subdivision codes and levels of assessment within the planning scheme support alternate and smaller housing typologies? ▪ Is there scope to remove provisions / amend zoning to avoid large tracts of single family detached dwellings in urban areas? This could include subtle increases in low density zones through allowing secondary dwellings, Fonzie flats and dual occupancies. ▪ Further gaps and key considerations are considered throughout this table.	▪ Review current locations identified within the planning scheme to support mixed housing product and higher densities. Identify opportunities for further expansion. Identify required planning scheme amendments, for example rezoning, or changes to categories of assessment (accepted or code). ▪ Review subdivision-related components of the planning scheme and identify any required amendments. ▪ Consider how more incremental and subtle shifts in the region's housing stock can be achieved while maintaining neighbourhood character and desired housing preferences for many existing residents – e.g. secondary dwellings, appropriately designed and sited duplexes and triplexes, and Fonzie flats. Sensitively done, traditionally lower density neighbourhoods can retain their appearance and character while increasing their housing and population capacity. ▪ Also take into account the actions/other ideas identified within this table with respect to Infrastructure Provision, the Maryborough Principal Activity Centre, Maryborough Demolition Control Area Audit, and Alternative Typologies.
2. **Infrastructure Provision** Adequate infrastructure provision is important to support a wide range of housing typologies and densities.	▪ Whether all emerging communities local plan areas adequately serviced, e.g. Granville. ▪ For the most part, the LGIP extrinsic material dates back to 2011 or earlier. To what extent has the LGIP been reviewed since background studies were undertaken and the LGIP released.	▪ Consider whether a significant review of the LGIP is required. ▪ Undertake a review of all emerging communities areas and the LGIP and determine what infrastructure works are required to progress appropriate and in-sequence development within designated emerging community areas.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
	▪ Social infrastructure planning and its relationship to settlement patterns, e.g. are there areas that are underserviced. ▪ Infrastructure planning / structure planning – consistency in yield and density assumptions between various background supporting studies. ▪ Are there any infrastructure upgrades needed to support additional density in traditionally low-density residential areas if changes to the planning scheme are made to encourage other typologies beside detached dwellings (e.g. duplexes, triplexes, small apartments, secondary dwellings, Fonzie flats, etc). ▪ Alternative where is there "spare" infrastructure capacity that can be leveraged to support additional density.	▪ Review the Priority Infrastructure Area to determine if any amendments are required. ▪ Identify areas with sufficient infrastructure capacity to support increased density and identify infrastructure upgrades required in other areas to support increased density. ▪ Identify why/how out-of-sequence development is being delivered and whether changes to Council assessment processes or planning scheme provisions are needed to prevent it recurring.
3. **Alternative Typologies** This housing study should consider alternatives beyond traditional detached and attached dwelling typologies.	Consideration of the suitability and potential demand for alternative typologies including: ▪ 1 and 2 bedroom unit product. ▪ Tiny homes – either on individual lots, in backyards as secondary dwellings, or within mobile home park-style developments. ▪ Co-housing. ▪ Student accommodation. ▪ Accessible housing.	▪ Consider potential demand and suitability of typologies like tiny homes and co-housing and what planning scheme amendments would be required to remove barriers and support their development. ▪ Identify demand for student accommodation in the region to support tertiary education and whether the planning scheme and local development industry can support the required provision. ▪ Explore whether minimum requirements for accessible housing should be included within the planning scheme for

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
	▪ Coastal- and climate-resilient housing. ▪ Short-term-workers accommodation. ▪ Key worker accommodation e.g. medical ▪ Retirement and aged care. ▪ What barriers prevent their delivery and what amendments would be required to support and streamline the process for their delivery? ▪ What are appropriate locations for these typologies?	developments of a certain size, particularly in the context of the ageing population. ▪ Consider what coastal- and climate-resilient housing might look like in the Fraser Coast context and how the planning scheme and supporting mechanisms can best support delivery. ▪ Identify demand for short-term / seasonal / itinerant workers accommodation to support industries like construction, mining, agriculture, and food production. ▪ Identify whether the market is meeting demand for retirement and aged care and whether they are delivering diverse models within these typologies to provide choice and reflect changing lifestyle preferences.
4. **Housing Tenure & Affordability** Housing affordability is a significant issue across Australia, particularly for younger populations, although it is noted that Fraser Coast benefits from better affordability compared to SEQ and relative proximity to SEQ.	▪ What are the regional trends relating to renting vs. home ownership and are preferences supported by adequate supply? ▪ Is there adequate supply of rental housing in appropriate locations e.g. near transport routes and activity centres, particularly to support key workers, young people and people on low incomes? ▪ Is there potential to attract workers being pushed out of the Sunshine Coast housing market?	▪ Consider regional trends relating to housing tenure and how they influence planning for housing diversity and choice. ▪ Examine the role affordable rental housing in appropriate locations can play in curbing youth out-migration. ▪ Examine the need for affordable rental housing that caters to retirees and older age groups, particularly in the context of high divorce rates and inadequate superannuation (particularly for women) that can drive demand for rental accommodation. ▪ Consider the role affordable market housing that is accessible to first-home buyers can play in curbing out-migration of young people and workers and in talent attraction and retention.
5. **Build to Rent (BTR)**	▪ Has there been any consideration of whether BTR is an appropriate asset class for the region? Is there	▪ Identify potential for BTR within the region, particularly regarding its potential to help retain younger working populations through appropriate typologies within Maryborough,

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
BTR is worth considering for Fraser Coast, particularly for its potential to provide suitable and affordable housing for key workers in the health, aged care and education sectors.	support or interest from the local development and housing industry?	supporting key employment industries like health care and social assistance, property and construction and government and administrative services. ▪ Council to sponsor or coordinate a BRT proposal for the hospitals to serve key workers. ▪ Consider the relevant barriers and incentives that need to be considered to support the local development industry to deliver BTR product (typically in the Fraser Coast context – ½ bedroom rental product as it is the most in need). ▪ Explore potential to engage with the Queensland Government in the context of the Build To Rent Pilot Projects they are supporting in Brisbane.
6. **Liveability** In addition to 'Provide housing diversity and choice', the Building Better Neighbourhoods Roadmap also identifies the priority/theme to 'Improve the liveability of our neighbourhoods'.	▪ What does liveability of neighbourhoods mean / what does this look like in the Fraser Coast context and across the region, and what does that mean for housing provision and planning scheme provisions.	▪ Articulate what liveable neighbourhoods look like in different contexts across the region – e.g. within the Maryborough city centre or within a small coastal settlement or within a rural township – to help inform planning scheme provisions that deliver on-the-ground outcomes consistent with these ideas and aspirations. ▪ These ideas can also assist in marketing and branding for the region for population attraction and retention measures, e.g. targeting and attracting sea-change, e-change and tree-change migrants.
7. **Neighbourhood Outcomes** The quality and attractiveness of housing	▪ To what extent does the planning scheme comply with or align with the State Government's Model Code for Neighbourhood Design?	▪ Identify opportunities for the planning scheme review to address and incorporate best practice and context suitable provisions from the Model Code for Neighbourhood Design to help improve development outcomes.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
within Fraser Coast will be an important component to attracting and retaining residents, particularly the delivery of attractive, walkable and sustainable new communities.	▪ Anecdotally, the quality of new residential developments across the WBB region has been criticised, particularly in new greenfield development and particularly relating to lack of street trees, connecting footpaths, walkability and overall urban and architectural design. ▪ There is also a perception that the feasibility of new residential developments, and construction costs, would be negatively impacted by additional statutory requirements to delivery high quality design outcomes.	▪ Provisions within local planning schemes can exceed the requirements identified in the Model Code or provide extra requirements. There is opportunity to tailor the benchmarks and provisions to the local context, for example, higher or additional provisions that contribute to age-friendly communities (see also Age-Friendly Communities theme below). ▪ More engagement with the local development industry is required to address negative perceptions, and resources like design guidelines and development incentives can also assist in addressing concerns (see themes relating to Local Development Industry, Design Guidelines and Development Incentives).
8. **Age-Friendly Communities** Fraser Coast's ageing population is a significant challenge, but also provides significant population growth and in-migration from retirees attracted by the character, lifestyle and amenity the region offers.	▪ To what extent has Council considered the importance of facilitating age-friendly communities, in the context of the region's significant ageing population and attractiveness to retirees? ▪ Are there any social issues like social isolation related to higher levels of older persons living alone that could be addressed through particular housing typologies or supporting infrastructure? ▪ For example, co-housing is a form of communal living with individual bedrooms and bathrooms and shared common spaces that is attractive to older populations in other places around the world (particularly in Europe, e.g. Denmark where it originally emerged).	▪ As noted above, there is potential for the planning scheme review to consider opportunities to introduce higher or additional provisions that contribute to age-friendly communities. Council improvement works and other strategies could also deliver best practice outcomes to support the goal of age-friendly communities. ▪ Designing with the regions ageing population front of mind will result in improved outcomes for all ages. ▪ Considerations for planning scheme provisions and Council activities could include footpaths on both sides of the road for all road typologies; pedestrian crossing requirements; cross-block links; places to rest and drinking water within the streetscape and public realm; increased street trees for shade, and support and provisions for mobility scooters.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
		▪ See also Alternate Typologies theme and Housing Tenure & Affordability for discussion of housing as it relates to the ageing population.
9. **Dwelling Fit & Price Differential** Economic factors including dwelling fit and price differentials between attached and detached dwellings are contributing to insufficient housing choice and diversity.	▪ There is evidence that housing stock within WBB is not servicing the needs of current or future populations; specifically, misalignment between continued provision of detached dwellings and declining household sizes. ▪ There are also low price differentials between detached dwellings and attached dwellings across the region; specifically the small supply of more compact dwelling types is not significantly more affordable than detached dwellings, further limiting housing choice. ▪ What are the contributing factors towards this misalignment and low price differential? ▪ Considering and addressing these factors will be important to ensuring any planning scheme amendments regarding alternate housing typologies translate into on-the-ground outcomes that contribute to affordable and diverse housing options.	▪ Undertake an Economic Study to examine the misalignment between dwelling provision and household size, and the low price differential between detached and attached dwellings. ▪ This study should include identification of causal factors, barriers, developer experiences, and recommendations for mechanisms and interventions to address these challenges. ▪ Work with industry to address barriers and explore potential incentives (or disincentives) to counteract these trends.
10. **Natural Hazards** Balancing housing preferences against hazard risk is an important consideration / challenge for Council.	▪ Consideration of the implications of natural hazard risk with regard to the trends/drivers for local housing preferences that are driven by lifestyle and amenity, e.g. preference for detached/low-scale dwellings in coastal areas or rural residential homes in bushfire prone areas.	▪ Determine policy positions regarding balancing contradictory housing preferences and hazard avoidance, mitigation of potential risk, and population attraction and retention measures / drivers. ▪ Identify planning scheme changes to reflect policy positions.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
	▪ What will the Coastal Futures report recommendations to 'seek to avoid building new buildings within hazard areas' and 'reduce density and intensity of new development in coastal areas' mean for housing preferences and attracting new residents/migrants to the region? ▪ What scale of relocation of existing housing in vulnerable areas could be required in future?	
11. **Population & Talent Attraction** Population and talent attraction, particularly of tertiary students, young professionals and more affluent residents, is a key consideration for both Council and for the WBBRP review.	▪ What are similar regions doing to address issues around ageing populations and talent attraction and retention that could be implemented / adapted for the Fraser Coast context? ▪ Is there potential to attract workers being pushed out of the Sunshine Coast housing market? ▪ What is being considered within the WBBRP review to address this issue?	▪ Consider approaches in various regions with a similar context to the Fraser Coast. ▪ Explore opportunities and strategies that may be more successful when pursued at the regional (WBB) level, supported by the WBBRP and implementation actions. ▪ See also themes relating to Housing Diversity and Choice, Alternative Typologies, Liveability, Dwelling Fit and Price Differential, COVID-19 Pandemic and BTR, which feed into potential population attraction and retention.
12. **COVID-19 Pandemic** The COVID-19 pandemic has resulted in significant cultural, economic and lifestyle shifts that impact upon migration, housing preferences and lifestyle preferences.	▪ Many of the documents informing this study and the planning scheme review were produced prior to the impacts of the COVID-19 pandemic being known and understanding of the impacts is continually evolving. ▪ Will pandemic-related trends continue as recovery from the pandemic continues and society tracks back towards 'normalcy', or will these trends slowly recede?	▪ Consider the need for a comprehensive research and analysis piece that considers the potential short- and long-term trends and impacts of the pandemic on key economic, population, housing and social drivers and trends, e.g. how has the pandemic impacted standard assumptions relating to migration – are smaller coastal towns increasingly more attractive than larger urban areas (including Hervey Bay) due to trends relating to working from home and social distancing, and how will

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
		migration trends impact upon Maryborough, which is already struggling with population attraction and retention. ▪ Identify how pandemic-related migration trends, resulting from the acceleration of remote working and rise of the digital economy, could be leveraged to help support rural towns struggling with population decline? How can this be encouraged / promoted / incentivised (e.g. through marketing / branding the region, or infrastructure upgrades that support digital connectivity)?
13. **Building Heights** The FCRC Planning Scheme Review (Stage 2) Outcomes Report (2021) identifies a need to review the desired / preferred building heights across the reason.	A review of appropriate and preferred building heights across the region will be important to inform any potential planning scheme amendments relating to housing diversity and choice, particularly with regard to: ▪ provision of low-medium, medium and high density development to provide diversity and support population growth, attraction and retention. ▪ heights that maintain or support the preferred character and amenity of urban localities and townships.	▪ Undertake the review as per the recommendation from the FCRC Planning Scheme Review (Stage 2) Outcomes Report (2021). ▪ Ensure the review considers appropriate heights by location, as well as appropriate heights for different typologies and densities. ▪ Any building height review should be cognisant and responsive to the outcomes and recommendations from this piece of work and any review or analysis regarding infrastructure capacity and densities. ▪ A particular focus will be the high rise/Esplanade area as desired density has not occurred to date. Equally the new Pialba CBD initiative and the Harbour areas are obvious candidates.
14. **Density** The Aecom Land Use Strategy: Built Form and	▪ How do on-the-ground densities compare to stated density targets (either from the Aecom report or other Council documents)?	▪ Undertake a review of density targets and appropriate densities for the region.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
Urban Design Report (2011) included density recommendations (e.g. 15 units/ha in Hervey Bay).	▪ Is there a need to review and revise density targets?	▪ Ensure the review considers appropriate density by location, as well as appropriate densities for different typologies. ▪ Any density review should be cognisant and responsive to the outcomes from this piece of work and any review or analysis regarding infrastructure capacity and building heights.
15. **Rural Residential Housing** Rural residential housing is in significant demand within Council, with 71% of purchasers of rural residential land aged 65+ years.	▪ Is there still a perception from the community that rural residential land and housing is lacking? ▪ What impact has the COVID-19 pandemic had on trends regarding rural residential development, given the Ethos Urban report identified that most purchasers and interest for rural residential development comes from non-local buyers? ▪ What actions have occurred in response to the findings and recommendations of the Ethos Urban report? ▪ What proportion of rural residential zoned land is located within the Urban Footprint? ▪ What is the future desirability of rural residential development in the context of an aging population and long term maintenance responsibilities and an increasing need for service assistance.	▪ Ongoing monitoring and evaluation of rural residential land supply and preferences. ▪ Review the planning scheme provisions for rural residential development in the context of the Ethos Urban findings and this piece of work, and the need to balance housing and lifestyle preferences of an ageing population with the most efficient and sustainable use of land and infrastructure, and avoidance of potential environmental impacts. Any review should consider the location of future rural residential development with respect to health services (for ageing populations) and the need to avoid under-development of urban land. ▪ Review Rural Residential zone precincts – Precinct RR1 (min. lot size 4,000sqm) and RR2 (min. lot size 10,000sqm) – and whether expansion or amendment of these precincts is required. ▪ Review minimum lot sizes for rural residential development, and whether an additional zone precinct to support lot sizes between 2,000sqm and 4,000sqm is appropriate to support market preferences. ▪ Identify rural residential zoned land within the urban footprint and whether rezoning is appropriate.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
		▪ It is noted that clear feedback from the State is that rural residential expansion is not supported. Need to clarify that intent and whether more efficient use in existing areas may be supported.
16. **Maryborough Principal Activity Centre** Maryborough faces several challenges in relation to housing and population attraction, including lifestyle and amenity drivers that make Hervey Bay and other coastal towns more attractive for new residents. Creating housing typologies that seek to retain younger working populations should be a key focus for any housing strategy for the region (see also BTR theme).	▪ The Maryborough Principal Activity Centre Local Plan primarily focuses on non-residential development, and the purpose of the local plan does not include reference to residential activities. Although Principal Activity Centres are intended to support high population densities and the Local Plan notes that provision of residential accommodation within the city centre is likely to increase over time "as mixed use development is established to take advantage of the high level of access to services and facilities", the local plan code has a predominantly non-residential development focus. ▪ Will a focus on supporting, allowing and incentivising high-quality mixed-use residential development within the Maryborough Principal Activity Centre help address housing challenges for the city and the region? ▪ Is there any intention to revisit and update the now outdated 'Imagine This City Strategy 2013-2018'? ▪ What is the future viability of the intent Maryborough Local Area Plan that have not shown any development potential to date.	▪ Amend the purpose of the Maryborough principal activity centre local plan code to include specific reference to residential land uses. ▪ Consider expanding overall outcomes to support intent for additional residential activity outside the Wharf Street local plan precinct and Inner-city residential local plan precinct. ▪ Review the extent to which a renewed focus on mixed-use residential is needed in Maryborough's city centre and what supporting mechanism are needed to support this intent. ▪ Consider how mixed use development within the activity centre could leverage recent investment in the city centre, extensive frontage to the Mary River, riverfront parkland, quality of heritage architecture, and the amenity and lifestyle contribution non-residential land uses like cafes, bars, restaurants, shops and cultural facilities offer. Residential offer within this context may appeal to younger workers or professional workers working in government, health and administrative sectors based in Maryborough, and also contribute to greater housing diversity and choice within the region. ▪ A coordinated housing plan to service future jobs growth is considered an important outcome and a key opportunity to revitalise the centre and commence the local area plan developments.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
17. **Maryborough DCA** The Maryborough Demolition Control Area Audit (2021) provides recommendations regarding the existing Demolition Control Area (DCA).	▪ If the recommendations set out within the Audit were adopted, what is the potential quantum of housing that could be provided both within the areas removed from the DCA (and no longer subject to its controls) and within the DCA / Traditional Neighbourhood Area if sensitive infill was supported.	▪ Identify the potential quantum of housing impacted by the control. ▪ What design guidelines/controls are in place to support character outcomes in the area? ▪ Identify what is needed to support sensitive infill within the DCA / Traditional Neighbourhood Area (e.g. guidelines, best-practice advice, Council-led workshops, planning scheme provisions and / or illustrative material) looking to Brisbane City Council and Toowoomba Regional Council for ideas.
18. **Hervey Bay Principal Activity Centre (Pialba)** Pialba accommodates the greatest concentration and diversity of land uses within the Fraser Coast, including the University of the Sunshine Coast, commercial and retail activity, and tourism and entertainment activities. There is also evidence of the greatest diversity of housing typologies for the region, though higher densities are predominantly confined to short-term accommodation catering to tourists.	▪ What barriers and considerations are preventing development approvals for additional density from progressing to construction in many instances? ▪ Is this linked to the low price differential between attached and detached dwellings, and perceptions within the local development industry regarding diverse typologies? ▪ Are any additional opportunities for urban consolidation within Pialba being considered in the context of the upcoming review and amendment of the Hervey Bay CBD Urban Renewal Master Plan. ▪ Consideration of how the proliferation of short-term accommodation and limited options for permanent residents impacts on the liveability and authenticity of the centre.	▪ Identify incentives and resources to support the development industry in taking advantage of the higher density allowances within the principal activity centre (see also themes for Local Development Industry, Design Guidelines and Development Incentives). ▪ Consider suitability of minimum density and height controls to ensure the types of development approved and constructed within the principal activity centre reflect Council's long-term intent and aspirations for Pialba. ▪ Consider potential mechanisms to balance tourist / short-term accommodation with housing choice for more permanent residents – e.g. restriction of tourist accommodation to particular lots or precincts, or land use mix controls. ▪ As per the entry below for the Local Development Industry theme, engagement with local industry would be beneficial to understand the barriers that are preventing development approvals from translating to on-the-ground outcomes.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
		▪ Review incentive policies to encourage desired built form.
19. **Homelessness & Social Housing** The extent of homelessness, and challenges related to this issue, is not well-articulated within the background material reviewed to inform this report.	▪ How significant of an issue is homelessness within the region and what is the demand for social housing. ▪ Whether Council has worked in collaboration with the Queensland Government towards achieving the dwelling targets established for the Wide Bay Burnett region under State Government policies, particularly the Housing and Homelessness Action Plan 2021-2025 which seeks to deliver an additional 170 homes for WBB and the Queensland Housing Strategy 2017-2027 Action Plan which targets 56 new homes for WBB. ▪ It would also be useful to understand how the identified targets have been allocated across the WBB region and how the targeted social and affordable dwellings are being delivered. ▪ Are there many community housing providers operating within the region and what challenges are they facing? ▪ Is adequate social housing being provided and who is delivering it? Is it to an appropriate standard and where is it being delivered?	▪ Identify the proportion of social and affordable homes for the WBB region that will be / can be accommodated within the Fraser Coast region to support State Government policies. ▪ Review and undertake analysis to understand any barriers to the provision of social and community housing within the Fraser Coast. ▪ Identify opportunities to partner with the State Government, private sector and/or community housing providers to deliver social and affordable housing product within the region, e.g. develop strategies to address demand in collaboration with state and federal government, community housing providers and the private sector or undertake a pilot / demonstration project. ▪ Engage with community housing providers within the region to understand the challenges they are facing and the current need/demand for social housing (e.g. is there a particular type of social housing in demand, such as housing for persons with disabilities, or crisis housing).
20. **Local Development Industry** Any intent Council has for greater housing diversity and	▪ It would be critical to understand what the development industry identifies / perceives as key barriers for the provision of diverse housing typologies.	▪ Continue to engage with the local housing and development industry, both as part of this piece of work, and ongoing. ▪ Identify mechanisms, interventions and resources to address actual and perceived barriers (e.g. design guidance,

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
choice cannot be achieved unless the local development / housing industry is willing to deliver alternate housing typologies and options.	▪ Addressing these barriers will be important to ensuring any planning scheme amendments translate into on-the-ground outcomes.	workshops, infrastructure charge reductions, reduced development assessment fees, other financial incentives, model code provisions, maximisation of development yield in preferred areas, demonstration or pilot projects, and / or illustrative supporting material within planning scheme codes). ▪ Identify the role Council can play in supporting the industry to deliver more diverse and smaller typologies.
21. **Dwelling Targets** Dwelling targets could relate to provision of detached vs. attached dwellings or to greenfield vs. infill development.	▪ Are dwelling targets appropriate for the Fraser Coast context. ▪ Are dwelling targets likely to be identified by the WBBRP review as a preferred mechanism. ▪ Within the Fraser Coast context, other challenges relate to finding the right balance between residential, aged care, tourist accommodation and rural residential development.	▪ Confirm whether dwelling targets are an appropriate mechanism/guide for the Fraser Coast context. ▪ Determine preferred targets and engage with the State, in the context of the WBBRP review, if targets are a likely approach for the WBBRP. ▪ Other considerations for more tailored and context-specific dwelling targets might include the mix / ratio of residential, aged care and tourist accommodation in particular locations, e.g. Pialba.
22. **Urban Growth Boundary** Urban growth boundaries are commonly utilised to support desired urban settlement and growth patterns.	▪ What is Council's preferred approach to containing development and delivering a logical and compact settlement pattern to manage sprawl, decentralisation and encroachment on ecological and agricultural areas? ▪ Within the Fraser Coast context, there are challenges relating to the balance between demand for rural residential accommodation, the need to deliver compact and sustainable settlements, and protection of agricultural and food production areas.	▪ Evaluate urban expansion pressures, particularly around Hervey Bay, to determine whether an urban growth boundary is appropriate to limit sprawl and support denser neighbourhoods. ▪ Explore other options like food and agricultural protection areas if better suited to the Fraser Coast context. ▪ Engage with the WBBRP review with regard to urban consolidation measures that may be pursued through the regional plan.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
23. **Design Guidelines** Linked to the theme above regarding the Local Development Industry, design guidelines can be useful tools and resources to support delivery of high-quality built form and urban design outcomes.	▪ Many jurisdictions across Australia have introduced design guidelines to support desired development, with design guidelines considering local context, best practice case studies, and preferred outcomes. This may be an appropriate approach for Fraser Coast, particularly in terms of addressing hesitancy and concerns from the local development industry.	Consider developing Design Guidelines to support a shift away from over delivery of detached dwellings – these guidelines could relate to: ▪ a range of low-medium to medium to high density typologies (e.g. duplexes, triplexes, apartment complexes); ▪ alternate typologies (e.g. accessible housing, alternative aged care models or co-housing); or ▪ the specific context (e.g. infill development in the DCA / Traditional Neighbourhood Area). ▪ Design Guidelines can work in conjunction with workshops, financial and yield incentives, design panels and planning scheme provisions to support Council's preferred development outcomes. ▪ Design guidelines might also include illustrative supporting material within planning scheme codes to support interpretation of provisions. ▪ To counter negative industry perceptions, design guidelines should highlight (including with case studies / examples) that good design outcomes do not have to be cost-prohibitive.
24. **Development Incentives** Development incentives can play an important role in supporting the delivery of	▪ Is there scope / appetite from Council to explore reduced infrastructure charges, reduced development assessment fees, or other incentives to support the delivery of particular typologies.	▪ Identify typologies that could be encouraged through development incentives, e.g. missing middle typologies, coastal- and climate-resilient housing, or accessible/universal housing.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
preferred and under-represented typologies.		▪ Consider appropriate locations and conditions that would need to be met to be eligible for potential incentives and to ensure high quality outcomes. ▪ Undertake feasibility studies to determine viable development incentives that would support delivery of high-quality housing.
25. **Pilot / Demonstration Projects** Pilot and demonstration projects have been undertaken in other jurisdictions across Australia by state governments, including in partnership with industry and local government.	▪ Is there any scope / appetite for Council to engage in partnership with the State to deliver a demonstration or pilot project within the LGA. ▪ A project of this nature could help identify how planning schemes, supported by the regional plan, can deliver on-the-ground, tangible outcomes.	▪ Identify opportunities for demonstration and pilot projects – e.g. around delivery of social and affordable housing, provision of housing diversity, or 10-minute / walkable neighbourhoods. ▪ Identify potential government-owned land that could be utilised for a project. ▪ Engagement indicates a key worker/medical accommodation project aligned with heath providers would be desirable. ▪ Consider potential to link this to the WBBRP review and the opportunity to deliver an RP implementation action early on that also supports Council priorities relating to housing and liveability.
26. **Housing Diversity Areas** Housing Diversity Areas are identified within the Geelong Housing Framework Plan to support medium and high density housing in appropriate areas.	▪ Potential application of 'Housing Diversity Areas' as a mechanism to encourage delivery of housing diversity and choice.	▪ Explore potential for a Housing Diversity Overlay within the planning scheme that lowers the level of assessment and supports the development of various housing typologies in appropriate locations, e.g. around key centres, along transport corridors, desirable amenity areas and in areas with sufficient infrastructure capacity.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
27. **WBBRP Review** The WBBRP is currently under review and many of the issues this report considers are also challenges or considerations for the wider region.	▪ How will the planning scheme amendment and the Building Better Neighbourhoods process align with the WBBRP review. ▪ What opportunities are there for Council to contribute to or lead a regional response or approach to shared challenges relating to housing, or to partner with the State to deliver WBBRP strategies or actions.	▪ Articulate Council priorities (informed by background studies and this piece of work) to meaningfully advocate in discussions with the State to inform the WBBRP. ▪ Engage meaningfully with the State Government throughout the WBBRP review process. ▪ Consider how Council can support potential regional growth targets or other initiatives. ▪ Identify opportunities to partner with the State Government and other WBB councils to deliver upon WBBRP strategies and actions, e.g. pilot or demonstration projects or joint housing strategies.
28. **2021 Census Data** The 2021 Australian Census of Population and Housing took place on 10 August 2021.	▪ Release of data from the Census will provide the most up-to-date demographic, social and economic data for Australia and individual statistical areas, providing valuable insights to support planning and policy making. ▪ The majority of data will be made available during the June 2022 and October 2022 releases. More complex topics that require additional processes (e.g. SEIFA, distance to work) will be released in 2023. ▪ Both the Wide Bay Burnett Regional Plan review and the Council Planning Scheme review would benefit from access to the updated data provided by the 2021 Census.	▪ A review of Census data as it is released should be undertaken to check and confirm assumptions and trends that have informed this study and potential planning scheme amendments.

Theme & Overview	Gaps & Key Considerations	Actions / Other Ideas
29. **Community Perceptions** Views and perceptions around density can result in NIMBYism and community agitation.	▪ Is increased density and diversity of housing viewed negatively by local communities across Fraser Coast? ▪ Are these contentious issues that need to be carefully addressed?	Consider and identify appropriate mechanisms and resources to communicate the benefits of increased density and diversity to communities – e.g.: ▪ design guidance; ▪ highlighting links to economic performance and jobs growth; ▪ demonstrating the flow on effects density has in supporting provision of higher quality transport and community infrastructure; ▪ offering opportunities for ageing in place; ▪ supporting young workers and tertiary students and addressing youth out-migration; and ▪ improved environmental outcomes and more sustainable housing (indicated by the Burrum-Heads community as a priority during consultation to inform the community plan).

8. KEY INSIGHTS + NEXT STEPS

As part of the literature review and engagement undertaken to inform this Background Report recurring insights emerged regarding both housing and settlement patterns trends within the Fraser Coast Region. At a high level, the salient learnings that were gained as part of the first phase of the Housing Diversity and Land Supply Study are:

- The population within the region continues to age, with new RV and lifestyle development continuing to be a prominent product in the region;
- There is little to no housing diversity within the region in terms of built form typology with most residents living in single storey, detached dwellings (irrespective of need), with apartments primarily used for short-term accommodation uses;
- New developments and housing are often of a low quality, with little consideration given to achieve high quality design or neighbourhood integration. Moreover, housing design for contemporary product is homogenous across the region;
- Decline continues in Maryborough, with the focus on growing Hervey Bay and strengthening it as both an activity centre and the dominant population base due to lifestyle and liability considerations;
- Rural residential style subdivisions continue to be a preferred living option among residents, with many residents still favouring the larger allotments (10,000 to 2,000 sqm lots);
- Limited infill development has occurred in the region over the past decade with zoning that allows for higher density residential development in most cases is still limited to one-two storey dwellings;
- Fringe expansion continues to be prevalent in townships and communities along the coastline, with much of the expansion and new development in the region occurring in these areas – most in planned expansion areas but at significantly reduced density;
- Out of sequence development continues to be a trend within the region, as does the misalignment between the LGIP and new developments where infrastructure has now been delivered; and
- To address the changes occurring in population as well as housing trends within the region, FCRC will need to consider partnerships, incentivisation and other non-statutory initiatives to guide better development within the region.

The above development issues were discussed as part of the engagement undertaken. In response to the above, Council outlined that the Housing Diversity and Land Supply Study provide a policy response that comprises the five key points for future amendments to the Planning Scheme to address:

1. **Fraser Coast is Central to Future Growth in the WBB Region;**
2. **There is Housing Diversity Across the Fraser Coast Region;**
3. **Structure & Infrastructure Planning in the Region is Improved;**
4. **New Development Quality and Amenity is Improved; and**
5. **A Ten Minute Community is Achieved – Live, Work & Play in the One Area.**

As part of the engagement process, development industry groups, State Government representatives and community groups confirmed the desirability of these outcomes.

To facilitate the above, the Housing Diversity and Land Supply will:

- Undertake a land supply audit to determine where future growth and densification should be focused in the region;
- Based on the findings of the land supply audit, determine where different housing typologies can be implemented and provide high level schematics and design guidelines to inform future Planning Scheme amendments;

- Make recommendations to the Section 3.3 of the Planning Scheme, ensuring this section sets the policy direction for the overall Planning Scheme amendments. This will include recommendation to the settlement pattern map, as well as amendments to Specific Outcomes; and
- Consider other ideas that FCRC can implement to address the five key points outlined above.

DISCLAIMER

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APPENDIX A SUMMARY OF NON-RELEVANT DOCUMENTS

A.1 EXISTING POLICIES AND STRATEGIES

Summary	Why it isn't relevant?
Glenwood Community Planning 2020/2021 The Glenwood Community Planning 2020/ 2021 project is currently underway with a review, update and reinitiate the existing Community Development Plan (2013 to 2018) for the area. A review of the existing community plan notes the following aspects as being important to the community of Glenwood. The existing community plan notes community priorities and opportunities, none of which are relevant to the provision of housing, or even future development opportunities in the local area. The community plan mainly relates providing projects for Council to improve the areas, as well as opportunities to increase collaboration between Council and community. This revised Community is currently undergoing community consultation phase of the, which is the fifth and final stage before the final plan is released. There is no indication on Council's website as to when this will be released.	• The Glenwood Community Planning project is currently being drafted; therefore, it is not possible to determine the implications that the final plan will hold in regard to the Fraser Coast Housing Diversity and Land Supply Study. • It is noted that the superseded Glenwood Community Development Plan 2013 did feature opportunities and strategies relating to housing in Glenwood.
Tiaro Community Planning 2020 The Tiaro Community Planning project was established following the State Governments announcement to progress with a highway bypass of Tiaro as the preferred option for the Tiaro Flood Immunity Project. The proposed bypass area is located east of Tiaro city centre. The land included in the proposed area is currently vacant and is not benefited by any development. A community working group was formed as a result of this decision by the State Government, to provide feedback into the bypass design. The working group is tasked with providing a plan for the future of Tiaro, through engaging with the wider community and key stakeholders. This engagement by the community working group is currently underway.	• The Tiaro Community Planning project does not currently consider the implications on housing in or the possible impacts of the bypass on housing Tiaro or sounding regions. • As such, the project is not relevant to the Fraser Coast Housing Diversity and Land Supply Study.
Howard and District Community Plan The Howard and District Community Plan is at the fruition of establishing a community plan for the area. Recently, a Community Plan Development Group has been established comprising local community members to develop the plan. The group will seek feedback from the wider community, looking to identify what the community's vision and priorities will be for the next ten years. If initial community feedback has been undertaken Council will be able to relay this information back to the project team should it impact on the Housing Diversity and Land Supply Study.	• The Howard and District Community Plan has recently began reaching out to the community for initial feedback on opportunities and the vision for the area; and • Initial feedback has not yet been received, nor has a draft plan been released, as such there are no known implications to the Housing Diversity and Land Supply Study.

A.2 EXISTING POLICIES AND STRATEGIES

Summary	Why it isn't relevant?
FCRC 2019-2020 Annual Report (2020) The FCRC Annual Report 2019-2020 is a summary of Council's achievements, corporate governance, community investment and financial statements. The report serves as a mechanism of accountability between Council and the greater community. There are five themes identified as guiding Council's performance and initiatives: • **Governance**: including active participation in regional planning across a range of industries and strong leadership and advocacy on behalf of the community. • **Lifestyle**: activity that develops and positions the Fraser Coast as a preferred place to live. • **Prosperity**: through actions to support a strong, diversified, innovative and resilient economy to enable growth and long-term employment. • **Natural Environment**: including establishing and continuing sustainable practices across Council operations and supporting access to, and protection of, natural assets. • **Built Environment**: including integrated planning for population and jobs growth and infrastructure provision.	• This report has little relevance in the development of the Council's regional Housing Diversity and Land Supply Study. Outcomes of the Housing Diversity and Land Supply Study are anticipated to be consistent with Council's identified themes that guide their activity.

APPENDIX B SUMMARY OF ENGAGEMENT FEEDBACK

URBIS

FRASER COAST ENGAGEMENT DOCUMENTATION

WORKSHOP 1: COUNCIL ELECTED REPRESENTATIVES & EXECUTIVE MANAGEMENT TEAM

14th September 2021: Attendees

- Cr Everard
- Cr Sanderson
- Cr Hansen
- Cr O'Keefe
- Cr Phil Truscott
- Cr Paul Truscott
- Cr Wellings
- Ken Diehm
- Mark Vanner
- Gerard Carlyon
- Keith Parsons
- James Cockburn
- Lauren Payler
- Ashleigh McMillian

The Council elected representatives and executive management team participated in a facilitated workshop programme designed to raise awareness of growth and housing issues within the Fraser Coast region and develop a framework of principles to guide housing policy and future development.

Relevant facilitation slides are replicated here to add context to the recorded information.

Workshop Outline

	AGENDA ITEM	TOPICS	TIMING
Session 1	**Welcome, Introductions and Session Objectives**	• Meet the team and facilitators	10:00am – 10:10am
	The Housing Diversity and Land Supply Study: its Purpose and Programme	• The purpose of this study • Progress and programme	10:10am – 10:20am
	Achieving Better Neighbourhoods	• Current state • Achieving better neighbourhoods ***Group Discussion Point***	10:20am – 10:50am
Session 2	**Who are we Creating Great Homes and Great Neighbourhoods For?**	• What is our demographic and community profile today? ***Group Discussion Point*** • Who are our new residents and what do they want? ***Group Discussion Point*** • Is the market meeting demand?	10:50am – 11:20am
		Short Break	11:20am – 11:30am
Session 3	**A Bold Vision and a Bright Future**	• Short typologies presentation – what is new and relevant in this space? **Participatory Activity in Small Groups (suggest location based or typology/place code based)** **Participatory Activity: Co Creating the Vision for Housing** • Placemat based activity undertaken in small table teams with stimulus materials provided – time to report back	11:30am – 12:15pm
	Principles Framework	• Remaining in our small group and working on a new place mat – develop a set of draft principles that would provide the guidelines for a housing diversity and land supply study - time to report back	12:15pm – 1:00pm
	Close and Next Steps	• Confirm discussion topics • Outline agenda for the project to June 2022	1:00pm – 1:05pm

Session Objectives

WE WANT TO ACHIEVE THE FOLLOWING...

CONFIRMATION THAT THE GROUP UNDERSTANDS THE LEGISLATIVE REQUIREMENTS OF THE HOUSING DIVERSITY AND LAND SUPPLY STUDY	ALIGNMENT ABOUT THE DRIVERS FOR CHANGE AT A GLOBAL, REGIONAL AND LOCAL LEVEL WHAT DO THESE CHANGES MEAN FOR THE FUTURE OF HOUSING IN THE FRASER COAST REGION?	THE CURRENT AND FUTURE COMMUNITY PROFILE OF THE REGION ESTABLISHING WHAT HOUSING DEMAND THIS WILL LIKELY CREATE?	WHEN WE THINK ABOUT THE FUTURE OF HOUSING ON FRASER COAST, WHAT DOES IT LOOK LIKE? CO-CREATION OF A VISION FOR SHORT TO LONG TERM NEEDS AND OPPORTUNITIES	WE NEED TO FRAME THE PRINCIPLES OF OUR VISION IDENTIFYING CORE DELIVERABLES, VALUE ADDS AND HOW WE MEASURE SUCCESS ACROSS THE DIFFERENT SETTLEMENTS IN THE REGION

Local Trends and Objectives Shared in Workshops



95% OF APPROVALS HAVE BEEN FOR DETACHED HOUSES



25% OF THE POPULATION ARE EMPTY NESTERS (AGED 55-69)



51% OF FAMILIES ARE COUPLES WITHOUT KIDS



ONLY 4% IDENTIFY AS ABORIGINAL OR TORRES STRAIGHT ISLANDER



JUST 15% OF THE POPULATION WAS BORN OVERSEAS



THE AVERAGE HOUSEHOLD INCOME IS 31% LESS THAN THE QLD AVERAGE



72% OF HOUSEHOLDS ARE OWNER OCCUPIED



THERE IS JUST 47% LABOUR FORCE PARTICIPATION , QUEENSLAND IS 66%



27% OF THE POPULATION LIVE ALONE

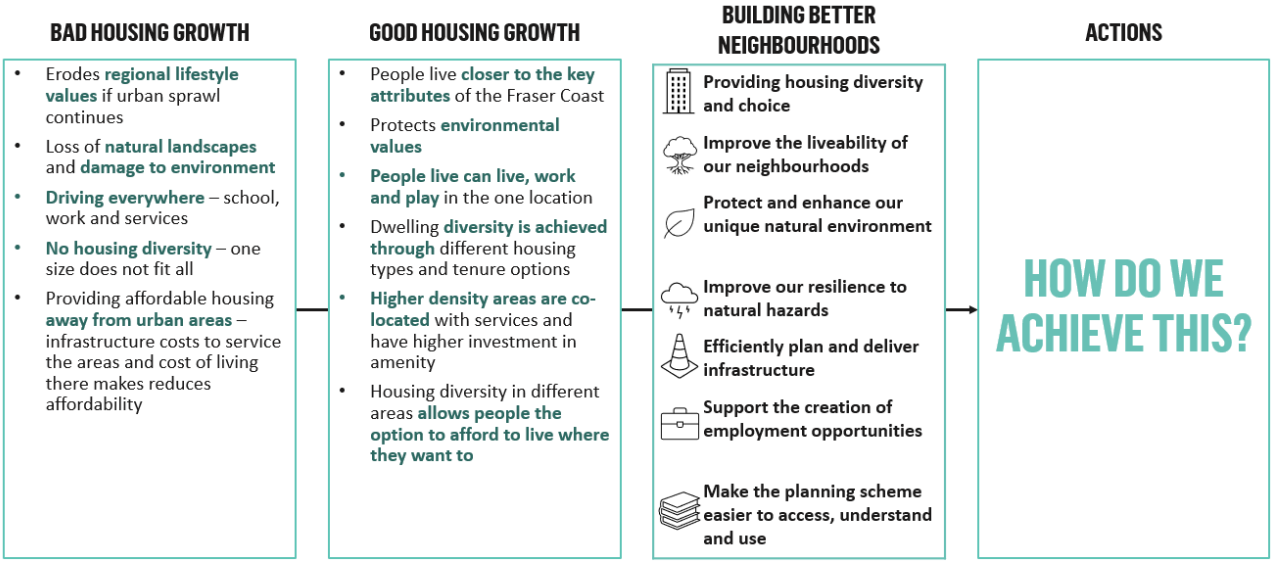


16% OF THE POPULATION ARE RETIREES OVER 70

Engagement Record

What information is missing?	1. Seniors 55+ dwellings (big growth sector) – included in 95% detached housing. 2. Statistical divisions between 2 communities – Maryborough and Hervey Bay 3. People with disabilities
What would you like to change?	• Housing diversity increase • Income (attract higher income households) ▪ Younger population profile

Building Better Neighbourhoods



Engagement Record

What would you like to change?	• Diversity of product within neighbourhoods • Development is close to services • Neighbourhood amenity matches lifestyle choices e.g. rural residential, urban, coastal
	• Lone households reduced Small accommodation options Vibrant communities incorporate diversity • Vanilla subdivision – too similar in product Lot size Built form • Amount of gated communities ▪ Better amenity

ACTIVITY ONE

Topic one: how do you see the current housing works for your community – type, location, price point?

Topic two: how can transform the region to build better neighbourhoods?

Topic three: what do we want to avoid?

Context

Table groups were asked to consider these questions in the context of the different communities across the Fraser Coast. Accordingly, these questions were considered in respect to the three prominent community types – Coastal (Hervey Bay), Maryborough and small rural communities. In considering these questions as prompts for a diverse discussion, generic community, development and housing issues were recorded against each location where applicable.

Engagement Record

Coastal (Hervey Bay)	Inland (Maryborough)	Small Communities / Rural
• New development needs onsite amenity – pools, gyms etc • Public transport • Footpaths – missing links but is improving • Infrastructure deficiencies • Road connectivity • Poor quality of development • Increased demand for aged services and medical • Prosperity in communities but limited lifestyle options • Rising aspirations in community but risk averse businesses • Economic leakage out of the region – issue impacting supply of success • Suitable accommodation options are limited or not existent e. single young workers living alone in 3-bedroom housing stock • Green neighbourhoods with street trees and suitable road for plantings. • Infill development (use existing infrastructure) • We do a volume product suited to the southern median/high end well – sales driven not housing need driven	• Needs more diversity • Some good examples of rural-residential newer stock. Not enough near the city • Public transport • Housing / accommodation required near new work locales • Green neighbourhoods • Infill development (use existing infrastructure) • Stagnant for a long time but growing • Jobs – lack of housing options	• Public transport • Lacking services • Resident service expectations high but not willing / able to pay • Tiny houses and other non-traditional houses • Emerging technology (e.g. Off grid power) • Good development at Riverheads, Burrum Heads with medium/high end housing options • Aging in place options required • New residents as a lifestyle choice • Retirement or rural activities • Howard could develop further • Digital connectivity a problem • Tiny house and alternative options
▪ As a generic issue across all communities – a lack of State services		

What do we want to avoid?

Coastal (Hervey Bay)	Inland (Maryborough)	Small Communities / Rural
• Unsewered properties • Sprawling new development (needs infrastructure) • Avoid: Lack of workers housing Rental stock being purchased for owners • Affordable relative to other regions but not for our region	• Unsewered properties • Sprawling new development (needs infrastructure) • Lack of housing Rentals Increased prices Lack of modern product • Heritage constraints • Lack of facilities and diversity of services (traditional spots are well serviced)	• Glenwood not adequately planned • Distance to services • Quality of roads • Failure of infrastructure • Issues with 'shed houses' and other accommodation cheap options

ACTIVITY TWO

Topic one: who are our new residents and what do they want?

Topic two: is the market meeting the demand?

Engagement Record

Who are our new residents?	• They have transferable skills and able to work across locations • Southern influx (NSW, Victoria but also Brisbane/Sunshine Coast • Professionals • Sea changers • Tree changers • Skill migration for lifestyle choices • More families • People cashing in on lifestyle ▪ Lag in market (cant keep up supply)
What do they want?	• Cafe lifestyle local, central, connected • Tradie lifestyle large shed, accessible for work vehicles • Move services (healthcare, schools) • Cheap but not affordable • Need more public housing (need more state investment) • Missing entertainment, art, culture • Council / State not sending right signals out (e.g. tourism / experiences local spend is low) • Schools and tertiary education options • The range of shops • Lifestyle - things to do day & night, places to east • Convenience - distance to lifestyle ▪ Access to better amenities and services (but need a critical mass of people)
How are the needs of our existing residents changing?	• Getting older - need for room share accommodation options e.g. granny flat • Better amenity desired e.g. entertainment options • Better quality services (night club, cinema) • Lack of employment / housing opportunities • Different markets for changing needs • Services quality issues (health care housing, education) • Education is a big inhibitor (quality, poor facilities) • Lack of investment in public and private facilities • Homelessness as a result of COVID / economic reasons • Digital connectivity required • Aging in place options • Additional housing options (low cost) • Housing for disabilities ▪ Emerging housing
Is the market meeting / keeping up with the demand?	• Yes - If over 50+ want to live in a lifestyle village. • But - Not catering for whole market ▪ Lack of diversity in housing options

ACTIVITY THREE

Identify housing typologies you are familiar with, ones that you like and ones that you don't want to see in the region.

Context

In an effort to get Council thinking in terms of desirable and undesirable housing products, this exercise seeks the consideration of a wide variety of housing products and development densities to test their views on the existing stock and how that should change into the future.

People were asked to identify desirable product with an indicator:

- "gold stars" as an indicator of what housing typology is desirable and should be encouraged. In some cases, these were conditional in certain locations and circumstances.
- "cross" - a cross represented that no more of this product is required or desirable (which may also have a locational context).

Engagement Record

Ref.	Images	Indicator	Comment
	High Density		
14		3 Stars	• Pialba, Urangan • Potential for shops on ground, offices 2nd/3rd storey and residences above • Hervey Bay CBD and Marina
	Medium Density		
7		2 Stars	• Infill in CBDs around Hervey Bay and Maryborough • Put in CBD avenues, looking over parks

9		Nil	• Urangan esplanade • Hervey Bay
10		3 Stars	• Urangan/Torquay Scarness, Pialba
20		3 Stars	• Hervey Bay CBD (master plan/ freedom park), Urangan (marina), Esplanade • Lower along esplanade and large complexes around nodes • 6-8 esplanade max. ▪ >8-20 storeys back 1-2 streets
Low-Medium Density			
4		2 Stars	• Opposite point Vernon / along mobility corridor (not as nice) • Around sporting fields / greenspace
6		3 Stars	• Pialba Esplanade – 10 lots • No more on Esplanade, but more in Estates e.g. the Springs • Acceptable in urban areas
8		3 Stars	• No comments

16		2 Stars	<u>Dual Occupancy</u> • Good looking duplex • Springs / Ocean Blue
17		1 Star	<u>Character dwelling developments</u> • Okay but only if it's the outcome the landowner is seeking. Not because of strict heritage controls • Okay depending on where, could achieve better development outcomes (setbacks to driveway, landscaping) Need to be bold and fix past mistakes
19		Nil	<u>Dual Occupancy</u> • Toogoom and few in newer estates • Which ones have the highest energy ratings • Lacks design effort
	Low Density		
1		Nil	• Rural res- Hervey Bay • Granny flat or 2nd dwelling okay Older urban areas
2		Cross	• Prevalent everywhere • Hervey Bay • Adaption on large blocks No character controls on this
3		Cross	• Maryborough Older Hervey Bay

5		Cross	• Maryborough • Scarness Kawungan
11		1 Star	• In new developments • Springs / Ocean Blue • Not in rural areas Peri urban and urban
12		Cross	• Glenwood, Howard, Booral • Allow granny flat or 2nd dwellings Suitable for rural areas (shed in back)
13		Nil	• Maryborough, Dundowran, Howard • Not on esplanade Protect intact and no modern houses in these areas
15		Cross	Hervey Bay and Maryborough older developments
17		1 Star	• Okay but only if it's the outcome the landowner is seeking. Not because of strict heritage controls • Okay depending on where, could achieve better development outcomes (setbacks to driveway, landscaping) Need to be bold and fix past mistakes

18		Nil	No granny flats

Key Insights

The group looked more favourably on higher density development, recognising the need for additional product of this type across the Fraser Coast area in general and especially in well serviced areas where amenity, access to services and insisting infrastructure can be leveraged.

There was some caution shown as to specific locations for higher density development with a preference shown for high rise development in Pialba (CBD focus) and Urangan (Marina focus).

There were some views around the relationship between high rise development and the esplanade with a view expressed that higher building heights should be positioned back from the beachfront.

There was a recognition for denser townhouse or apartment product to be incorporated in master planned communities and in areas close to amenity and services (parks, greenspace and towards the beachfront).

The was a particular theme that low density dwelling houses are the prevalent house typology throughout the Fraser Coast and that alternatives in form and density should be encouraged. Dwelling houses in areas identified for higher density development (e.g. the Esplanade) should be discouraged.

Who will live here in the future?



MONIQUE & DYLAN

42 years old (Monique); 45 years old (Dylan)

Married with two children one is in primary school the other in high school;

Nurse (Monique); Department of Agriculture & Fisheries (Dylan) $150,000 household income per annum

Moved to Fraser Coast for Dylan's work after the birth of their first child.



DANIEL

40 years old

Single; has three adult children

$22,500 income per annum (disability pension)

Has lived at Fraser Coast his whole life



APRIL AND ERIC

Both 30 years old

De-facto; no children

$180,000 household income per annum; both software engineers

Are wanting to move to a costal town that is affordable and allows for them to continue remote working



MARGARET

71 yea

Single (widowed); empty-nester

$23,000 household income per annum (aged pension)

Has lived at Fraser Coast her whole life. Margaret lives in Glenwood.



THEA AND ROSS

65 years old (Thea); 69 years old (Ross)

Married; empty-nester

$45,000 household income per annum (aged pension + part-time wage)

Moved to Fraser Coast five years ago. Were looking for a sea-change as they transitioned into retirement.



TOM

20 years old

Single; lives with parents

$26,000 salary per annum; Doesn't know what he wants to do career-wise - thinking about doing plumbing; works at the local bakery part-time

Has lived at Fraser Coast his whole life

ACTIVITY FOUR

Topic one: are we creating opportunities for these people to live here?

Topic two: where do you think they want to live? Where are the growth corridors?

Topic three: what do you think we need to improve to retain and attract these people?

Topic four: what kinds of housing and tenure options do these people want?

Context

In an effort to get Council thinking in terms of desirable and undesirable housing within different communities, this exercise seeks the consideration of different resident needs (some of which may be unfamiliar to "standard" considerations). The idea is to get Council to think about the wide variety of people in the community with each having different product and location needs. Prompted questions guided table discussions.

Engagement Record

Persona	Comments
Monique and Ryan	• Live in Hervey Bay or Maryborough ▪ Could also live in Howard, Torbanlea, Dundowran or Booral
Margaret	▪ Live in Howard, Maryborough, Tiaro or Glenwood
Daniel	• Live in Maryborough, Hervey Bay, Toogoom CBD areas ▪ Centrelink office needs
Thea and Ross	• Live in Tinana, Poona, Boonooroo, Maryborough, River Heads, Urangan, Toogoom or Burrum Heads • Could also live in Hervey Bay or Torbanlea • RSL development in Hervey Bay • Main Street
April and Eric	• Live in Maryborough, Urangan or Hervey Bay
Tom	• Live in Hervey Bay or Maryborough CBD • Stuff to do, night life, other young people, group house • Granny flat, teenage retreat

General Comments	• Services, employment, transport connectivity, telecommunications, diversity of retail, education, diversify the economy, housing diversity, centre (Pialba) – all desirable • Maryborough has the services – hospital, centrelink • Hervey Bay has social/community housing need • Improved public spaces with sport and recreation opportunities (basketball court, tennis court) • **Glenwood**: tiny houses, community facilities • **Tiaro**: aging in place, care facilities • **River Heads**: sewer required / 2000m^2 lots, need more efficient development • **Toogoom**: townhouse products desirable • **Burrum Heads**: few community infrastructure (library), needs commercial development • **Rural**: infrastructure needs • Digital connectivity • Freehold / small lots – need services

The key insight being that the group recognised the need for housing diversity suited to a variety of resident needs is required across all communities.

ACTIVITY FIVE

Cut and paste to show what is the most important housing aspects to you.

Context

Participants were asked to identify housing issues and outcomes that were most important to them. A limit of four issues per table was nominated in an effort to ensure only the most important issues (by table consensus) were nominated. The group was then required to formulate a measure of what successful implementation looked to them for that particular issue.

Principle Statements & Measures

Engagement Record

Principle Statements	Measure
There are multiple housing and lifestyle options within my community	▪ Levels of assessment to encourage diverse housing outcomes (for example small houses are 'accepted development')
In my community there are housing options for my children when they grow up.	▪ *No* measurement *recorded*
I have access to the services I need where I live.	▪ *No* measurement *recorded*
My community has housing appropriate to different family and household backgrounds and age	▪ There are varying and affordable options located near health and other service facilities within proximity to my current address.
I would like to live somewhere where there are trees and green spaces	▪ Green space measures Tree coverage in new development Open space options ▪ Recreation areas
Convenient access to work, services, shops and cafes	▪ 10-minute urban community – walk / drive
There are multiple housing and lifestyle options within my community	• % of multiple dwellings in the community • % price points of products offered
I feel my house is safe	▪ Location and housing is suitable to my needs and it is passively surveilled and located close to services and amenities.

In my community, there are housing options for my children when they grow up	• I live in a house with space to park my RV and boat as well as my motor vehicle so it is protected from the weather. • I can afford to live where I want in my community without needing to share with housemates. ▪ My community has housing appropriate to different family and household backgrounds.
I can grow old in my current house or community	• There are multiple housing and lifestyle options within my community. • I have access to the services I need where I live. ▪ I have options to downsize in my community.
I live somewhere that is close to my place of employment and doesn't require a long commute to work	• Location to employment Telecommunications Work from home ▪ Urban structure
I can walk to the shops or cafes from my house	▪ Walkability, proximity to services, nodal form
There is housing in my community that is suitable for the Fraser Coast Region's climate	▪ *No* measurement *recorded*

FRASER COAST DEVELOPMENT VISION

Context

Participants were asked to consider the matters discussed and the issues raised in all discussions so far. From there, the group was asked to develop a vision for development on the Fraser Coast distilled to five key outcomes. From the dominant themes of high growth, housing diversity, quality and liveability – 5 concise statements were formulated and agreed as a basis for a Fraser Coast development vision.

The Fraser Coast Development Vision

- **Fraser Coast is central to growth in the Wide Bay Region.**
- **More diversity in housing in all areas.**
- **There is a need for improved structure planning.**
- **Improvement in development quality and amenity.**
- **10 min communities – walk/drive to fun, work, shops and schools.**

These five principles form the core outcome of the engagement programme and represents the Fraser Coast's vision for development into the future. It will be a reference focus for the Housing Diversity and Land Supply study.

PRACTICAL THINGS TO DO/AVOID

Context

In considering implementation of the vision, participants were asked to identify "3 things" that could be done to either improve or avoid the issues as identified and discussed.

Engagement Record

Improve	Avoid
Active transport in infill areas – footpaths, bikes, access design	Boring – lack of diversity, poor quality e.g. Main Street
Appropriately zoning for services eg. Commercial in growth areas	Too challenging to redevelop Maryborough
Density – well designed + education on costs of sprawl	Underutilising infill sites – maximise yield in key locations – Esplanade units, not houses
Increase public transport	Unserviced blocks – too many, poor infrastructure planning
Easy access to greenspace	Sheds in suburbs
Better designed houses	Reduce environmental impacts

Provide a mix of lot / housing options	Reduce urban sprawl
Incentivise share house set ups	Concrete dominated suburbs

Engagement Record

Like to see	Don't want to see
Set high standard for development	Urban sprawl
Framework to ensure diversity (acceptable)	Continuation of current supply trends / products
Better structure plans for different areas / nodes	Product and development that is not affordable and sustainable

Context

Participants were asked to identify barriers that stand in the way of achieving the vision as developed today.

BARRIERS TO IMPLEMENTATION

- Community perception – Fraser Coast is one large retirement village, it's a "cheap" destination
- Change process 'Don't want to grow' – people happy with the current situation
- Don't want to be "Gold Coast" – equating high rise with undesirable
- Need a mix of housing product, need amenity – to attract new residents
- No more Glenwood – unserviced remote housing developments
- Council unity – alignment of regulation and planning outcomes, grow service delivery
- Always is "Catch up" rather than planning ahead
- Consultation in planning scheme – some feedback against growth and density
- Regional competitiveness and economy – regional plan didn't address it
- Growth centre – biggest growth, biggest city – Hervey Bay (mindset)

Context

Participants were asked to think about the Fraser Coast in 10 years time and describe it in one word.

IN 10 YEARS, DESCRIBE THE FRASER COAST IN ONE WORD

- Transition
- Desirable
- Home
- Glorious
- Vibrant
- Sustainable
- Green
- Home
- Relaxing
- Different

SESSION 2: QUEENSLAND GOVERNMENT OFFICERS

14th September 2021: Attendees

- Jennifer Weldon
- Shelley Jackson
- Peter Mulcahy
- Jasmine Divalli
- Lynda Brown
- Lauren Payler
- James Cockburn

This engagement session was undertaken online and progressed in the format of a guided discussion on issues. The group was taken through the Fraser Coast Council workshop progression to allow the state representatives to understand current thinking of the Council on housing and development issues their intended policy direction.

Area Demographics

- Availability of rental accommodation critical. Rental affordability depends on availability (**SJ**)
- Very low access to rental properties i.e. 2 rental properties in Maryborough (**JW**)

Owner occupied focus is at the cost of rental pool. Likely that tenants are out priced of recent market movements.

Airbnb – short term rental is attractive to owners rather than long term rental (**JW**)

What needs to change

- 95% of approvals are detached housing – need to diversify (**LB**)
  - Low rental vacancy – limits housing access (**LB**)
  - Lifestyle choice and liveability an important factor in retaining and attracting skilled workers (**LB**)
- Lifestyle villages are supported (**LB**)
- Rural residential development in region. From WBBRP – the extend is acknowledged – but not further supported (**LB**)

Building better neighbourhoods

Roll of Maryborough and Hervey Bay?

- Regional plan will be looking at degrading rural communities: (**LB**)
  - How will this relate to the Fraser Coast and what recommendations will result – to be determined.
- Housing diversity a key issue: (**JW**)
  - No one/two bed accommodation
  - All across the board in all communities
  - Housing single people or couples – 1/2 bed accommodation for Maryborough and Hervey Bay is required as not present in the current stock.
- Better use of existing product: (**SJ**)

4 bed dwellings housing one/two people

Empty rooms in social housing is an underutilising product that is being investigated

Activity One

Wide Bay Burnett Regional Plan issues being reviewed - Key Issues (LB)

- Diversity and density must be driven
- Missing middle in centres to be a focus
- Dwellings targets in areas are likely
- Gentle density in outer areas is recognised for land efficiency

Avoid (**LB**)

- No more rural residential land

Encourage

Q design elements incorporating healthy places and healthy design for better neighbourhoods

Connectivity and connection with adjoining development

Rural residential and rural area - access to services, how can these be delivered?

What does our future look like?

Activity Two

- Agree Regional Branding and profile is required as an education to market acceptance (**LB**)
- Liveability and high-quality housing stock is key to attraction and skills migration (**LB**)
- New residents – cashed up people looking to retire within the lifestyle community (**SJ**)
- Local Industries like Downer Engineering and Bombardier are looking to expand: (**SJ**)

Trade jobs available now and industry is finding it difficult to fill vacancies

Families coming with them

Jobs for partners required

Schools and opportunities for kids needed

60 vacant positions now growing to 300/400 in 2-3 years expected

Testing the Fraser Coast Vision

Participants were informed of the desired Fraser Coast vision for development and the reasoned thinking behind the intent:

- **Fraser Coast is central to growth in the Wide Bay Region.**
- **More diversity in housing in all areas.**
- **There is a need for improved structure planning.**
- **Improvement in development quality and amenity.**
- **10 min communities – walk/drive to fun, work, shops and schools.**

Their views and feedback on the vision was sought:

- Aligning housing supply with employment opportunities will be important (**JD**)
- Structure planning is great practice but will not be a WBBRP outcome (**LB**)
- The intent is to be encouraged (**LB**)

Barriers to implementation (LB)

- Low price different between units and small lot detached dwelling is a fundamental problem within the Fraser Coast.
- Land subdivision preferred in these circumstances (where the cost is equivalent between house and land sale price verses an apartment sale price)
- Development industry sophistication and lack of an intent or incentive to deliver product diversity (**LP**)

Confirmation that the group supported these principles (All)

SESSION 3: FRASER COAST PROPERTY INDUSTRY REPRESENTATIVES

14th September 2021: Attendees

- Ward Veitch– Urban Planet
- David Buckley– Bell Dixon Butler Lawyers
- Tara Carer – Active Agents

Jamie Cockburn – Fraser Coast Regional Council

This engagement session was undertaken in person and progressed in the format of a guided discussion on issues. The group was taken tested for an industry view on development in the Fraser Coast area looking at key issues and barriers that they saw in practice.

Development Drivers

- 95% of housing product is low rise detached dwellings
- $500 / week rental for an average house is comparable to mortgage costs. Often there is a 12-month transition from renting to house purchase.
- The rental pool is small so there is an extra inventive to purchase: Can't rent – got to buy.
- Interstate migration a key driver – selling existing house and buying cheaper
- More recent market is the Brisbane/Gold Coast/Sunshine Coast area – selling current house for a high price resulting in cash buyers

Barriers

- Manufactured Home Parks have a positive price differential over house and land.
- Price point for lifestyle villages - $700,000 high end and $250,000 for entry
- Local volume developers – 4 bed/600m2 - $350k-$390k
- Quality is poor – price driven market clouds the area's reputation as "cheap".
- The Springs - $450-$550k for 600m2-1000m2 mid-range product
- Traditional land holders – holding back from market to drive a higher price
- Infill is limited – price driven economics – apartments do not stack up in comparison to house and land.
- Market will respond when they 'see' something that works well and sells (risk averse)
- Unsophisticated local development industry – should deliver what they know

Change issues

- Entry level lower price rental accommodation is needed
- Planning scheme should deliver greater flexibility to deliver alternative products
- Not overly specific development regulation as it stifles development
- 1-2 bed product – dire shortage. Economic viability is a fundamental barrier to unit developments in comparison to house and land.
- 3-4 bed houses is the standard product – reasonable quality and location, no alternatives
- Ward Veitch has under current under application:

- 52 unit development – 3 story
- 16 unit development – 3 story

“If delivered, they will be the first >2 storey residential development in 12 years in Hervey Bay.” JC

What works well?

- Investor product – 4 bed 2 cars – highest return
- 4 bed / 2 cars – standard product with the only diversity is the size of the allotment:
  - Rural residential
  - LDR1 zone - 2000m2
  - 800m2
- Niche market alternatives – high end product only
- Land availability is a problem. Need more expansion stock.

What does not work so well?

- Esplanade lots: One example sold to interstate lawyer for big house overlooking water instead of planned high rise.
  - Dwelling house is these areas is accepted development
  - As compared to “‘risky” unit development product that has inherent viability issues
  - Residential lots are an easy quick turnover for 800m2 lots well located

Units are scare but have potential where located correctly:

- CBD lifestyle node and commercial activity node
- Boat Harbour with amenity and lifestyle

350 Airbnb in coastal areas – tourist and transient population with impacts as permanent rental opportunities are decreased accordingly.

- Ward Veitch:
  - Planning scheme: additional land is required
  - ‘Stiff’ structure plans don’t necessarily work
- Development/CBD/Esplanade Nodes:
  - 100% infrastructure charges incentives to ‘any and all’ development: Houses, duplexes, high rise or and service stations
  - Not targeted – not the delivering the desired result
- Financing:

Problematic an considered risky in regional locations

Regional – **no**

Gold Coast, Sunshine Coast Brisbane - **yes**

- Ward Veitch: had under application:

  - NDIS – SDA:– 30-40 units and 6 unit developments
  - SDA – Maryborough – good location to services but can't convert character dwelling as too expensive and planning scheme issues (demolition control overlay)

- Low economic residents living in rural sheds, caravans, camper trailers as alternative accommodation – not legal
- Camping rough on foreshore and living in cars – all increased in past 12 months
- Backpackers hostel – transition to long-term hostel accommodation seen as a positive
- Doctors and students of private and public hospitals have accommodation problems. Perceived as a ready-made market that is not being serviced at present. You consequently have singles living in suburban houses as no suitable alternative.
- Key worker accommodation more broadly – not well serviced. Some examples of employees purchasing houses for staff as no rentals available.

SESSION 4: INDUSTRY AND COMMUNITY REPRESENTATIVES

15th September 2021: Attendees

- Megan Kraft – Cardno/ UDIA
- Narelle Duroux – Hervey Bay Neighbourhood Centre
- Lauren Payler – Fraser Coast Regional Council

Demographics

- Would like to see measures on % - Number of properties that are:
  - Social housing
  - Rental availability
  - Rental affordability
  - Rental stress
- There is a rental crisis: (**ND**)
  - 50/100 viewings/application for each rental property

Focus on

- 95% of detached housing is a problem
- No 1/2 bed product
- Single people living in 3/4 bed homes as no options
- Demand has been driving the product but not much thought given to renters

Activity One

Needs

- Middle aged separation leading +50yo women with low income / little options (**ND**)
- Micro units with common areas should be an option (**ND**)
- Higher quality boarding house options required (**ND**)
- Red tape blockages to this product. New product definitions for multiple dwellings for these boarding houses in LDR areas is problematic **(ND)**
- Planning scheme could lead on this issue (**ND**)
- Manufactured Home Park is the current market product leader (it is the HB version of density!) (**UDIA**)

Changes (**UDIA**)

- Building density viability – economic driver improvement required
- Location retreat from beachfront strip and build density behind at 6-8 storeys in the next strip back
- Beach front has not developed as envisioned

Avoid

- ‘Cookie cutter’ product
- Limited design input – need more attractive communities
- No aspect of sustainable outcomes considered
- **Only** flat block considerations – slab on ground only house product in response
- Large unserviced inefficient development i.e. 2000m2 residential
- Density without community crime prevention considerations (**ND**)
- Density / new development without transport (**ND**)
- Attract different developers with different product ideas – social housing scale orientated (**ND**)

Future housing needs

Activity Two – new residents:

- Retaining people while they are gaining skills (study/education)
- People leave for study / employment
- Need to get people to return and thrive

They need:

- Regional marketing! Fraser Coast has a cheap reputation.
- Local catchment services (required to drive everywhere)
- Quality housing options (suited for lifestyle)
- Medical services
- Lifestyle services:
  - Retail options
  - Cafes
  - Recreation/ culture
  - Natural asset protection
- Green walkway trails
- Indigenous walking and interpretation trails
- Innovation hubs and new tech
- Unreliable and capacity issues for internet services

The Fraser Coast development vision (5 principles) was shared with the group along with the intent behind them.

Confirmation that the group supported these principles (All)

URBIS