

# Impact Analysis Statement

## Summary IAS

### Details

Lead department	Department of State Development, Infrastructure and Planning (DSDIP)
Name of the proposal	<i>Planning Amendment Regulation 2025</i> (Amendment Regulation)
Submission type	Summary IAS
Title of related legislative or regulatory instrument	<i>Planning Regulation 2017</i>
Date of issue	November 2025

#### What is the nature, size and scope of the problem? What are the objectives of government action?

##### Rooming Accommodation

###### Problem identification

The current provision within Schedule 6 of the *Planning Regulation 2017* (Planning Regulation) relating to rooming accommodation developments, which prohibits Local Governments from making such developments assessable, are due to expire on 2 December 2025. These provisions have facilitated the expedited delivery of rental housing across Queensland, particularly within South East Queensland, by allowing certain rooming accommodation developments to proceed without a development approval, provided they meet prescribed requirements.

Upon expiry, Local Governments will regain the ability to make any rooming accommodation development assessable development and may apply more stringent assessment categories, particularly in low and low-medium density residential zones. Without appropriate transitional arrangements, developments that have received building approval and commenced construction, but have not yet reached occupancy, may face regulatory uncertainty. This could result in projects not being accepted and delays to completion, creating risks for proponents with works underway and for Local Governments. In most cases, assessment responsibility would revert to a level of assessment called impact assessment, which typically involve longer timeframes and more intensive assessment criteria. This would impose an immediate and significant assessment burden on Local Governments.

Feedback from Local Governments indicates that, while the current Schedule 6 provisions have supported faster delivery of rooming accommodation, the way the regulation has been drafted has allowed built form outcomes that do not align with surrounding neighbourhood character. In practice, this often relates to how landscaping requirements have been interpreted and applied. A common result has been front yards being paved with impermeable surfaces for car parking. These outcomes can negatively impact adjoining residences and are viewed by Local Governments as a displacement of neighbourhood character.

###### Objectives of government action

The objective of government action is to ensure a managed transition of assessment responsibility back to Local Government as the current Schedule 6 provisions approach expiry. Specifically, government action will:

- support continued delivery of rental housing during the transition period to maintain housing supply
- provide clarity and certainty for stakeholders by setting clear timeframes for regulatory changes and transitional arrangements
- ensure developments already underway can lawfully progress to completion without unnecessary delays or regulatory uncertainty

- improve built form outcomes to protect neighbourhood character, while balancing the need for streamlined housing delivery.

The proposed approach aims to balance the State's housing supply objectives with the need to provide clarity and certainty for Local Governments, developers, and communities ahead of the return of assessment responsibilities to Local Government.

### **Rural Workers' Accommodation**

#### Problem identification

The Queensland Rural Workers' Accommodation Initiative (the Initiative), implemented via the Planning Regulation, was introduced to address critical shortages in rural workforce housing and support the agricultural sectors' recovery from economic and environmental challenges. The Initiative comprises of two key provisions that currently allow certain rural workers' accommodation to be accepted development, prohibiting Local Governments from making this type of development assessable through their local planning schemes.

The key provisions:

- Part A of the Initiative facilitates the temporary repurposing of existing facilities, nominated by the Planning Minister, as rural workers' accommodation. Development on these premises is accepted development, meaning it is exempt from requiring development approval under a local planning scheme, provided certain conditions are met
- Part B of the Initiative enables the establishment of new rural worker's accommodation without requiring a development approval for a material change of use, provided requirements are satisfied. These include minimum lot size, zoning and natural hazard avoidance.

These provisions are due to expire on 16 December 2025.

If these provisions lapse, Local Governments may choose to make such development assessable under their local planning schemes. Most regional Local Government Areas are likely to apply higher assessment categories in the Rural Zone, which would increase regulatory burden, and place restrictions on labour mobility by constraining the supply of workforce housing. There is a risk that businesses will be limited in their ability to respond to changing workforce demands by accommodating workers, which could have negative downstream implications for the supply and cost of goods and services.

Additionally, the current hazard overlay provisions under Part B have created unintended barriers to development. If any part of a premises is affected by a mapped hazard overlay, such as bushfire or flood, the entire site is excluded from using the initiative. This has prevented suitable accommodation proposals from progressing, even when the accommodation and access paths are located outside the hazard area. If left unaddressed, this issue may continue to limit the delivery of rural workers' accommodation on otherwise viable sites, reducing housing supply and placing further pressure on the agricultural workforce in regional areas.

#### Objectives of government action

The objective of government action is to extend the expiry of these provisions to provide a clear, time-bound transition that:

- offers certainty for industry and rural employers
- sustains housing supply for rural workforces
- clearly signals the provisions' end date and the return of assessment responsibilities to Local Governments
- removes unintended barriers to development caused by the broad application of hazard overlays.

Specifically:

- the temporary use of repurposed facilities (Part A of the Initiative) will be extended for 12 months, with no further extensions, to allow the existing Nominated Premises under Part A of the Initiative sufficient time to pursue Local Government approval
- the establishment of new accommodation (Part B of the Initiative) will be extended for 24 months to maintain a streamlined pathway for new rural workers' accommodation. This extension provides Local Governments a defined timeframe and the opportunity to update their planning schemes in line with the intent of the provision, if they choose to continue facilitating new development of this type beyond the expiry

- the hazard overlay provisions under Part B will be amended to clarify that only accommodation and access paths located within a mapped hazard overlay area will be excluded from using the initiative. This change ensures the provision continues to prevent development in hazardous locations while allowing suitable proposals on unaffected parts of a site to proceed.

This amendment supports *The Right Plan for Queensland's Future* commitment to back the agricultural industry and increase rental options, while aligning with the *Equal Partners in Government* agreement by providing certainty ahead of the return of assessment responsibilities to Local Governments.

## **Community Residences**

### Problem identification

Stakeholders have consistently raised concerns regarding the design, definition and location of community residences. Under the current Planning Regulation, these developments are exempt from assessment under local planning schemes if they meet prescribed criteria. Community residences are defined as residential accommodation for either: (a) no more than six children, where the accommodation is provided as part of a program or service under the *Youth Justice Act 1992*; or (b) no more than six persons requiring assistance or support with daily living needs. The premises may also include a maximum of one support worker. The Regulation sought to clarify that a community residence is a building or structure reasonably associated with residential accommodation. However, concerns have arisen where structures have been developed with bedrooms exceeding what would be needed for six residents and one support worker.

These concerns relate particularly to:

- the bulk and scale of community residences which may overshadow or impact the privacy and visual amenity of neighbouring dwellings and may not align with the planning framework.
- the siting of such developments in areas subject to natural hazards or in zones which do not support inclusion and access to community life for occupants.

The Planning Regulation includes criteria for community residences that are exempt from development approval. However, it does not clearly limit the size and scale of premises – especially for class 2 or 3 buildings which, unlike class 1 buildings, are not regulated by the Queensland Development Code. Nor does it align with the siting requirements commonly applied to equivalent forms of shared accommodation (for example, zones or relevant overlays). This has created uncertainty in interpretation for Local Governments and communities and has impacted amenity and occupant safety. In particular, the absence of controls on bulk and scale has resulted in developments that are inconsistent with the surrounding neighbourhood character (especially in low density residential zones), while the lack of siting requirements has raised risks in relation to exposure to natural hazards such as flood and bushfire.

Refining the criteria to include the number of bedrooms required to accommodate the allowable number of residents ensures developments are appropriately sized without restricting supply. This approach addresses concerns that constructing larger buildings under the current definition of a community residence may be intended as a pathway to later seek a material change of use once the development is complete, rather than maintaining the original intent of the community residence provision.

Without amendment, these issues are likely to persist, undermining community confidence in the planning framework and limiting the ability of Local Governments to manage amenity and safety outcomes in their areas.

### Objectives of government action

The objective of government action is to amend the Planning Regulation to address stakeholder concerns whilst ensuring the provisions for community residences are applied consistently across the State. Specifically, the amendments will:

- reduce the range of prescribed zones in which community residences can be established
- apply new design controls to Class 2 and Class 3 community residences to manage bulk and scale
- introduce a maximum of seven (7) bedrooms per residence to address concerns about building size
- maintain existing regulation of Class 1 community residences under the Queensland Development Code (QDC) and the forthcoming Queensland Housing Code (QHC).

These amendments will address concerns about bulk, scale, and hazard exposure, and ensure community residences provide safe and suitable accommodation for vulnerable Queenslanders.

The amendment supports *The Right Plan for Queensland's Future* overarching priority to secure housing foundations, while aligning with the *Equal Partners in Government* agreement by providing clear, consistent rules that support Local Government decision-making.

### **Temporary Relocatable Classrooms for State Schools**

#### Problem identification

The Department of Education (DoE) must ensure that State Schools can respond to enrolment growth in a timely manner. To meet demand, DoE provides temporary classrooms and associated infrastructure, such as paths and toilets, when enrolments exceed existing classroom capacity. Finalised enrolment numbers are not always available before the start of the school year, particularly in special schools where potential student enrolments are not limited to catchment areas, making predictive forecasting more difficult. As a result, when enrolment numbers become clearer, the timeframe for establishing new temporary classrooms is often highly condensed.

Under the current planning framework, temporary classrooms must either be established under an existing Ministerial Infrastructure Designation (MID) or through the relevant Local Government development approval process. Both pathways can be lengthy and, in some cases, uncertain due to consultation requirements and variability in Local Government interpretation of material change of use thresholds. This creates a risk that classrooms and associated infrastructure may not be in place for the start of the school year, directly impacting the ability of schools to accommodate students.

While the Planning Regulation has allowed relocatable classrooms to be constructed without Local Government development approval under Schedule 6, these provisions do not clearly distinguish between temporary and permanent use. As a result, relocatable classrooms established under this pathway have ongoing use rights, which is inconsistent with their intended temporary purpose. Permanent classrooms would normally be subject to a more comprehensive assessment process that considers a broader range of planning criteria, whereas the streamlined pathway for temporary classrooms focuses primarily on ensuring students can be accommodated quickly.

#### Objectives of government action

The objective of government action is to amend the Planning Regulation to provide for a temporary accepted development declaration for classrooms. This will:

- ensure State Schools can respond quickly to enrolment growth, particularly at the start of the school year
- provide clarity on the temporary nature of these classrooms, distinguishing them from permanent facilities
- ensure appropriate standards to manage impacts while enabling streamlined delivery of temporary classrooms.

This amendment will enable DoE to deliver temporary classrooms in a timely and efficient manner, while ensuring their temporary nature unless a development approval is obtained for permanent use. This change supports schools in responding to enrolment growth and ensures students have access to appropriate learning spaces when and where they are needed.

### **Build To Rent Housing**

#### Problem identification

The Planning Regulation currently lacks a clear and distinct land use definition for build to rent housing. While an administrative term for build to rent housing has existed in the Planning Regulation, it is not prescriptive enough to provide clarity for Local Governments or certainty for developers. This lack of definition creates uncertainty for potential proponents, as it is not clear what conditions would need to be met when making proposals to develop this housing typology. This uncertainty can act as a barrier to attracting investment in build to rent housing within the State, limiting opportunities to increase rental supply. For Local Governments, the absence of a clear definition limits their ability to plan for and incentivise this housing typology, reducing opportunities to address rental supply shortages.

Many Local Governments view build to rent housing as a valuable mechanism for increasing rental supply but require a defined planning category to apply targeted incentives and establish consistent, streamlined assessment pathways.

Compared to traditional multiple-dwelling developments (apartments), build to rent housing often feature larger communal spaces for social interaction, varied storage provisions and different bedroom mixes. These spatial characteristics reflect their focus on community interaction and demographic targeting to smaller households. In addition, build to rent housing developments typically require a higher level of maintenance and professional management than multiple-dwelling residences.

Without a distinct land use definition, these differences are not adequately reflected in the planning framework. A separate land use category would allow for tailored acceptable outcomes that better reflect the nature of build to rent developments. For example, Local Governments could apply lower car parking rates or vary private open space requirements where larger communal spaces are provided on-site. If build to rent projects were assessed as multiple dwellings under standard residential zones, councils would have little ability to enforce the rental component. Establishing an individual land use definition strengthens Local Government's ability to regulate and support this housing model effectively.

#### Objectives of government action

The objective of government action is to amend the Planning Regulation to establish a more detailed and prescriptive land use definition for build to rent housing. This will:

- provide a clear and consistent planning framework for build to rent housing to distinguish it from other residential uses
- increase certainty for developers and investors to support confidence in delivering this housing model in Queensland
- safeguard the integrity of build to rent housing as a long-term rental option, ensuring that any planning concessions granted for this housing typology continue to deliver their intended purpose
- enable Local Governments to plan for and incentivise build to rent housing effectively, supporting housing supply objectives.

This reform supports *The Right Plan for Queensland's Future* objective to accelerate housing delivery and increase rental options, while aligning with the *Equal Partners in Government* agreement by empowering Local Governments with clearer planning tools.

All developments with fewer or greater than 50 dwellings can still proceed as build to rent projects and are not restricted by the introduction of a new land use definition. These projects would continue to be assessed as multiple dwellings within residential or mixed-use zones and will only be classified as build to rent where the relevant incentives and outcomes are applied. The 50-dwelling threshold aligns with existing federal incentives and recognises that larger scale developments attract greater investment. These projects are typically located near public transport and services, consistent with local government strategies for increased density. This approach also supports incentives such as reduced car parking requirements, given that car ownership rates are generally lower among build to rent occupants, while acknowledging that each car space can cost up to \$100,000 in high density developments.

#### **What options were considered?**

##### **Rooming Accommodation**

###### Option 1 – No action

Allowing the provisions to expire on 2 December 2025 would return assessment responsibility to Local Governments. This would likely result in more stringent assessment requirements across most jurisdictions. Developments already under construction but not yet granted occupancy certificates would be unable to obtain certification without first securing Local Government development approval, creating unavoidable delays, costs, and uncertainty. Further, proponents cannot seek approval in advance under the current provisions, compounding risks for projects nearing completion.

###### Option 2 – No extension, with transitional provisions

Allowing the provisions to expire while introducing transitional arrangements would return assessment responsibilities to Local Governments, while providing a continued delivery pathway for developments already underway. Under these transitional provisions, projects that hold a valid building certificate and are under construction prior to the time of expiry would be permitted to continue through to completion. This means these developments could be granted occupancy certificates without the need to lodge a development application. This approach minimises the risk of delays in finalising developments, as it recognises the intent of the expiring provisions for projects that had legitimately commenced before the expiry date.

### Option 3 – Extension and amendments

Extending the provisions for 12 months, with a defined end date, would support a managed transition and maintain streamlined approvals for rooming accommodation. This would allow Local Governments time to update their planning schemes if they choose to, while providing certainty for developments already underway through transitional provisions that permit progression to occupancy. To address built form concerns, new landscaping requirements would be introduced to improve streetscape presentation. This option seeks to balance housing supply objectives with improved design outcomes for Local Governments, developers and communities.

### **Rural Workers' Accommodation**

#### Option 1 – No action

Expiry of the provisions on 16 December 2025 would return assessment responsibilities to Local Governments, likely resulting in more stringent assessment requirements across most jurisdictions and reduced approvals. The two existing Nominated Premises under Part A of the Initiative would lose their right to operate, creating confusion, reducing available housing for rural workers, and potentially impacting local businesses. Premises under Part B of the Initiative would retain existing use rights, but projects under development would be subject to Local Government approval processes, delaying their ultimate delivery.

#### Option 2 – No extension, with transitional provisions

Allowing the provisions to expire while introducing transitional arrangements would return assessment responsibility to Local Governments, with the same risks of reduced approvals. Transitional provisions would be necessary to ensure Nominated Premises under Part A of the Initiative can continue operating while pursuing lawful use rights through development application/s with the relevant Local Government.

#### Option 3 – Extension

Extending the provisions with a defined end date would provide Local Governments with time to update their planning schemes if they choose to do so and allow Part A premises to secure ongoing lawful use rights through the development application process. It would also maintain a streamlined pathway for new accommodation under Part B of the Initiative. This option would include a clarification to the hazard overlay provisions under Part B of the Initiative to ensure only accommodation and access paths located within a mapped hazard area are excluded, reducing unnecessary barriers to development while maintaining safety outcomes.

### **Community Residences**

#### Option 1 – No action

Retaining the current provisions would allow developers to continue building community residences at a bulk and scale that is inconsistent with surrounding neighbourhoods. This misalignment risks ongoing negative impacts on residential amenity, such as loss of privacy for adjoining properties. Additionally, development would continue to occur in hazard-prone areas, perpetuating safety risks for occupants.

#### Option 2 – Hazard amendment

Amending the provisions to prohibit development in natural hazard overlay areas (such as bushfire and flood prone areas) would help mitigate safety risks and bring siting requirements into alignment with those applied to other residential uses such as rooming accommodation. However, this approach would not resolve existing built form challenges, potentially allowing undesirable design outcomes to persist.

#### Option 3 – Hazard and design amendment

Amending provisions to clarify the planning settings for community residences, including the zones in which they may occur and the design parameters that apply, would put limits on bulk and scale, and better align this development type with other shared accommodation types.

### **Temporary Relocatable Classrooms for State Schools**

#### Option 1 – No action

Continuing with the current accepted development pathway would maintain expedited approvals for temporary classrooms but would not resolve issues around capacity or the establishment of lawful existing use rights.

#### Option 2 – Tailored interim processes

Working within existing pathways, such as the Ministerial Infrastructure Designation (MID) process, could provide some interim relief by offering a streamlined process for delivering school infrastructure. However,

this option would not resolve the underlying issue with the interpretation of the Planning Regulation, which has allowed classrooms intended to be temporary to remain in place permanently without being subject to further approvals for lawful use rights

#### Option 3 – Temporary Accepted Development (TAD) pathway

Introducing a TAD pathway would streamline approvals for temporary classrooms, overcoming delays associated with the MID process and addressing complications around lawful use rights. The TAD pathway would include provisions to safeguard against negative impacts on school amenity and operations by requiring that existing transport infrastructure, such as car parks and pick-up or set-down areas, is not reduced because of the development. To allow greater flexibility in locating classrooms, natural hazard provisions would be applied pragmatically, prohibiting development only where temporary classrooms or connecting infrastructure are within hazard areas. To protect the amenity of adjoining premises, classrooms would be subject to building height and setback requirements to maintain privacy. In addition, schools would be required to notify adjoining premises and the relevant Local Government before establishing temporary classrooms.

### **Build To Rent Housing**

#### Option 1 – No action

Allowing Local Governments to continue managing build to rent housing proposals under the existing multiple dwelling definition would maintain consistency with current practice and align with national tax concessions. However, it would not provide a tailored planning response to this emerging housing model. The existing administrative term in Schedule 4 of the Planning Regulation would remain in place, but its lack of prescriptive detail would continue to create uncertainty for developers and limit Local Governments' ability to apply targeted planning responses.

#### Option 2 – Introduce new land use definition

Amending the Planning Regulation to establish build to rent housing as a distinct land use definition would enable Local Governments to consider these developments differently from build to sell projects. This could also allow Local Governments to target incentives to support delivery of build to rent in their Local Government Areas. A prescriptive land use definition would provide greater clarity for proponents and Local Governments, enabling the application of targeted incentives and consistent assessment pathways that reflect the unique characteristics of build to rent housing developments.

Under this option, developments would need to be for a residential purpose involving 50 or more dwellings, used for residential tenancies, not held under individual titles and managed by an on-site manager. These requirements are intended to safeguard the integrity of the build to rent model and ensure that planning concessions deliver their intended outcomes. They would also enable Local Governments to better target incentives to support delivery of build to rent housing in their Local Government Areas.

### **What are the impacts?**

#### **Rooming Accommodation**

##### **Option 1 – No action**

##### **Costs**

- Developments currently under construction risk being unable to obtain occupancy certificates without first securing a Local Government development approval, leading to delays and added costs.
- A likely reduction in the supply of rooming accommodation as a housing typology, as Local Governments apply more stringent assessment processes, particularly in low-density residential zones.
- Local Governments, particularly in South East Queensland, would face immediate pressure to process a high volume of development applications without adequate preparation time.

##### **Benefits**

- Local Government would immediately regain full control of planning for this typology, enabling locally responsive regulation and protection of neighbourhood character.

##### **Option 2 – No extension, but provide for transitional provisions**

##### **Costs**

- New development proposals would be subject to increased Local Government assessment processes, which may reduce the overall supply of new rooming accommodation development.

- Drafting and implementing transitional provisions would introduce administrative complexity.

#### **Benefits**

- Projects already underway would gain certainty that they can proceed to completion without requiring a development application, helping to avoid additional costs and delays.
- This option offers a balanced approach by maintaining streamlined approvals for current developments that are underway, while restoring Local Government assessment for future proposals.
- It continues to support the pipeline of housing delivery in the near-term while enabling a longer-term planning response that reflects local character and community expectations.

### **Option 3 – Extension and amendments**

#### **Costs**

- Extending the provisions would delay Local Governments' ability to address built form issues through their own planning frameworks.
- Introducing additional built form controls may increase development costs for proponents and reduce the supply of new rooming accommodations.
- Drafting and implementing transitional provisions would introduce administrative complexity.

#### **Benefits**

- Proponents would benefit from greater certainty, with a clear understanding of the definitive timeframe for progressing projects under the existing framework.
- Projects already underway would gain certainty that they can proceed to completion without requiring a development application, helping to avoid additional costs and delays.
- Local Governments would have additional time to amend their planning schemes and prepare for the return of assessment responsibilities.
- Built form outcomes would be improved through the introduction of landscaping requirements, supporting consistent interpretation and preserving neighbourhood character.

### **Rural Workers' Accommodation**

#### **Option 1 – No action**

##### **Costs**

- The expiry of current provisions would return assessment responsibilities to Local Governments, likely resulting in higher assessment categories and reduced certainty for industry stakeholders.
- Existing Nominated Premises under Part A of the Initiative would automatically lose their right to operate, creating confusion, reducing the availability of housing for rural workers, and negatively impacting local businesses.
- New or in-progress Part B of the Initiative developments would become subject to Local Government approval processes, potentially delaying the delivery of essential workforce housing.

##### **Benefits**

- Local governments would regain full control over development assessment, enabling more locally responsive regulation.

#### **Option 2 – No extension, but provide for transitional provisions**

##### **Costs**

- New proposals would still be subject to stricter Local Government assessment, increasing the regulatory burden and potentially reducing supply of this accommodation typology.
- Drafting and implementing transitional provisions would introduce administrative complexity.

##### **Benefits**

- Transitional arrangements would allow existing Part A facilities to continue operating while proponents pursue lawful use rights through the development application process.
- This approach would provide a degree of certainty for industry during the transition period, helping to minimise immediate disruption.

#### **Option 3 – Extension**

##### **Costs**

- Extending the provisions would delay the return of full assessment responsibilities to Local Governments.
- There is a risk that the industry may become reliant on the streamlined pathway, requiring a more significant adjustment once the provisions eventually expire.



### **Benefits**

- The extension would provide certainty for industry and rural employers, supporting the continued delivery of workforce housing in agricultural regions.
- A time-bound extension would offer a clear transition period, signalling the eventual return of assessment responsibilities to Local Governments.
- Part A facilities would have 12 months to secure Local Government approvals, avoiding sudden closures and associated disruptions.
- The Part B pathway would be extended for 24 months, maintaining streamlined approvals while Local Governments update their planning schemes.
- The amendment to hazard overlay provisions under Part B would remove unnecessary barriers by ensuring only accommodation and access paths located within a mapped hazard area are excluded, allowing more suitable proposals to proceed.
- This option supports the government's commitment to backing the agricultural industry and expanding rental housing options, while aligning with intergovernmental agreements.

### **Community Residences**

#### **Option 1 – No action**

##### **Costs**

- Ongoing ambiguity around land use definitions, bulk, and scale may result in developments that are inconsistent with neighbourhood character.
- Continued siting of community residences in hazard-prone areas increases safety risks for occupants.
- Community confidence in the planning framework may erode, and Local Governments may have limited ability to manage amenity outcomes effectively.

##### **Benefits**

- This option maintains the current streamlined pathway, avoiding additional compliance requirements for proponents.

#### **Option 2 – Hazard amendment**

##### **Costs**

- This option does not address built form issues, leaving concerns around bulk and scale unresolved.
- There remains a risk of continued amenity impacts and dissatisfaction within the community.

##### **Benefits**

- The amendment would reduce risk to life by preventing development in natural hazard overlay areas.
- It would align the regulation of community residences with other residential uses in hazard-prone locations.

#### **Option 3 – Hazard and design amendment**

##### **Costs**

- Proponents would face additional compliance requirements, including adherence to new design and siting standards.
- There may be a potential increase in development costs to meet the new controls.

##### **Benefits**

- This option would provide clear definitions and introduce design standards, such as site coverage, setbacks and height restrictions to manage bulk and scale, improving alignment with other shared accommodation types.
- It would limit the intensity of use by imposing a maximum of seven bedrooms, addressing community concerns about building size and neighbourhood character.
- Safety risks would be reduced by restricting development in hazard-prone areas.
- Community confidence in the planning framework would be enhanced through consistent and transparent regulation across the State.
- The reform would support government priorities to secure housing foundations while also supporting Local Governments with clearer and more effective planning tools.

## **Temporary Relocatable Classrooms for State Schools**

### **Option 1 – No action**

#### **Costs**

- Continued reliance on Ministerial Infrastructure Designations or Local Government approvals would continue to create delays and uncertainty, risking classrooms not being ready for the start of the school year.
- The ongoing use rights for relocatable classrooms under the current provisions remain inconsistent with their intended temporary nature.
- There would be an increased administrative burden for Department of Education and Local Governments, diverting resources from other priorities.

#### **Benefits**

- This option maintains existing processes, avoiding the need for any regulatory amendments.

### **Option 2 – Tailored interim processes**

#### **Costs**

- This approach would require coordination across multiple approval pathways, creating administrative complexity without resolving the core issue of lawful use rights.
- It does not guarantee timely approvals, leaving a continued risk that classrooms may not be delivered when needed.

#### **Benefits**

- Tailored interim processes may provide incremental efficiencies within existing frameworks.
- This option encourages collaboration across planning teams to identify and implement process improvements.

### **Option 3 – Temporary Accepted Development pathway**

#### **Costs**

- Department of Education would be subject to additional compliance requirements to ensure that temporary classrooms meet minimum planning and design standards.
- There may be a perception of reduced Local Government oversight, which would require clear communication of the safeguards in place.

#### **Benefits**

- Provides a streamlined, time-bound approval pathway, ensuring classrooms and associated infrastructure can be delivered within condensed timeframes.
- Clarifies the temporary nature of classrooms, avoiding unintended ongoing use rights and maintaining planning integrity.
- Includes safeguards to protect school amenity and adjoining properties through conditions on height, setbacks, noise, and transport infrastructure
- Supports Department of Education in responding quickly to enrolment growth, ensuring schools can accommodate students without disruption.
- Reduces administrative burden on both Department of Education and Local Governments, freeing resources for other priorities.

## **Build To Rent Housing**

### **Option 1 – No action**

#### **Costs**

- The absence of a distinct land use definition would continue to create uncertainty for developers and investors.
- Local Governments would have limited ability to apply targeted incentives or establish consistent assessment pathways for build to rent housing.
- There is a risk of inconsistent treatment across jurisdictions, which could reduce confidence in the planning framework.
- The existing administrative term in Schedule 4 would remain in use, but its lack of prescriptive detail would continue to limit the effectiveness of Local Government planning responses.

#### **Benefits**

- This option maintains current processes without requiring any regulatory amendments.
- It provides flexibility for Local Governments to interpret build to rent housing within existing multiple dwelling provisions.

## **Option 2 – Introduce new land use definition**

### **Costs**

- Proponents would be required to meet additional compliance obligations, such as demonstrating professional management and adherence to the prescribed land use definition.
- Developments would need to be maintained as rental accommodation and not held under individual titles, which may limit flexibility for future changes in use or ownership structure.
- Development costs may increase to satisfy the new standards introduced under the definition.

### **Benefits**

- This option would establish a clear and enforceable land use definition that differentiates build to rent housing from other residential uses.
- It would provide greater certainty for developers and investors, supporting long-term confidence and investment in the sector.
- Local Governments would be enabled to apply targeted incentives and implement consistent assessment pathways.
- The definition would recognise the unique characteristics of build to rent housing, including communal spaces, tenancy arrangements, and professional management.
- It would support the delivery of diverse rental housing options across Queensland.
- This reform aligns with government priorities to accelerate housing delivery and expand the supply of rental housing.

## **Who was consulted?**

A staged consultation process was undertaken to inform the development of the proposed amendments.

An initial period of informal officer-level engagement was conducted with representatives from Local Government, relevant State Agencies, the Local Government Association of Queensland (LGAQ), and members of industry. This early engagement sought to test preliminary policy options and obtain insights into the key issues and potential solutions.

Feedback received through this informal engagement informed the development of a refined policy position, which subsequently formed the basis for more formal consultation. Targeted engagement was then undertaken with relevant Local Government stakeholders and other key parties to test and validate the proposed approach, clarify operational considerations, and ensure the practicality of the proposed regulatory changes.

The consultation process provided valuable input that informed the final policy position and supported the development of well-considered regulatory amendments.

## **What is the recommended option and why?**

### **Rooming Accommodation**

Option 3 – Extension and amendments – is the preferred and recommended option.

Allowing the provisions to expire without transitional arrangements would create significant regulatory uncertainty, delaying projects already under construction and constraining housing supply. While expiry with transitional provisions would allow existing developments to proceed, they do not provide sufficient time for Local Governments to update their planning schemes, if they choose to, before assessment responsibilities are returned.

Option 3 provides the greatest net benefit by:

- providing certainty for developments already underway, allowing them to proceed and obtain occupancy certificates without requiring a new development application
- supporting the near-term housing supply pipeline by ensuring projects already commenced prior to the provisions end date, can reach completion in line with the intent of the provision
- maintaining investor confidence by honouring commitments to existing projects
- allowing Local Governments time to update planning schemes and prepare for the return of assessment responsibilities
- improving built form outcomes through the introduction of landscaping requirements.

This option ensures regulatory certainty for industry, supports continued delivery of rental housing, and enables a managed transition that aligns with both State housing priorities and Local Government planning objectives.

### **Rural Workers' Accommodation**

Option 3 – Extension – is the preferred and recommended option.

Allowing the provisions to lapse without transitional arrangements would risk sudden closure of existing facilities, reduce workforce housing supply, and create confusion for industry and Local Governments. Transitional provisions alone would provide only partial certainty and still constrain new supply.

Option 3 provides the greatest net benefit by:

- extending Part A provisions for 12 months, giving nominated facilities time to secure local approvals and avoid sudden disruption
- extending Part B provisions for 24 months, maintaining a streamlined pathway for new rural workers' accommodation while councils update planning schemes
- providing certainty for industry and rural employers, sustaining workforce housing supply in agricultural regions
- clearly signalling the end date of the provisions, ensuring Local Governments can prepare for the return of assessment responsibilities
- amending the hazard overlay provisions under Part B to remove unnecessary barriers, ensuring only accommodation and access paths located within a mapped hazard area are excluded from using the initiative.

This option supports the agricultural industry, protects housing supply for rural workers, and provides a clear, time-bound transition consistent with government commitments.

### **Community Residences**

Option 3 – Hazard and design amendment – is the preferred and recommended option.

Retaining the current provisions would perpetuate poor design controls, safety risks, and community dissatisfaction. Limiting amendments to hazard overlays alone would address safety risks but leave bulk and scale issues unresolved.

Option 3 provides the greatest net benefit by:

- introducing clear definitions and design standards to manage bulk and scale, improving alignment with other shared accommodation types
- limiting intensity of use through a maximum of seven bedrooms, addressing community concerns about building size and neighbourhood character
- reducing safety risks by restricting development in hazard-prone areas
- enhancing community confidence in the planning framework by ensuring consistent, transparent regulation across the State.

This option addresses both hazard and built form concerns, strengthens community confidence, and aligns with government housing and planning priorities.

### **Temporary Relocatable Classrooms for State Schools**

Option 3 – Temporary Accepted Development pathway – is the preferred and recommended option.

Maintaining current processes would continue to create delays and uncertainty, risking classrooms not being ready for the start of the school year. Tailored interim processes would provide only incremental improvements and would not resolve the issue of lawful use rights.

Option 3 provides the greatest net benefit by:

- establishing a streamlined, time-bound approval pathway for temporary classrooms and associated infrastructure
- clarifying the temporary nature of classrooms, avoiding unintended ongoing use rights
- maintaining appropriate impact management through minimum standards, including conditions on height, setbacks, noise and transport infrastructure

- enabling the Department of Education to respond quickly to enrolment growth, ensuring schools can accommodate students without disruption.

This option ensures timely delivery of classrooms, reduces administrative burden compared to the Ministerial Infrastructure Designation process and preserves the integrity of the planning framework while protecting school and community amenity.

### Build To Rent Housing

Option 2 – Introduce new land use definition – is the preferred and recommended option.

Maintaining the status quo would perpetuate uncertainty for developers and limit Local Governments' ability to incentivise build to rent housing. The existing administrative term in Schedule 4 would remain insufficiently prescriptive, continuing to limit the effectiveness of Local Government planning responses and creating uncertainty for proponents.

Option 2 provides the greatest net benefit by:

- establishing a clear, enforceable definition that differentiates build to rent housing from other residential uses
- providing certainty for developers and investors, supporting confidence and long-term investment
- enabling Local Governments to apply targeted incentives and consistent assessment pathways
- recognising the unique characteristics of build to rent housing, including communal spaces, tenancy arrangements, and professional management
- supporting delivery of diverse rental housing options across Queensland.

This option resolves regulatory uncertainty, empowers Local Governments, and supports the State's housing supply objectives.

## Impact assessment

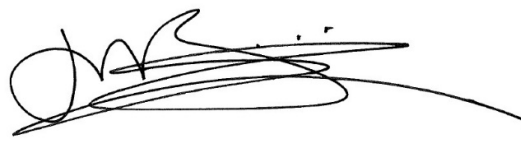
	First full year	First 10 years**
<b>Direct costs – Compliance costs*</b>	There are no significant compliance costs to businesses or community as a result of the proposed amendments to the Planning Regulation.	There are no significant compliance costs to businesses or community as a result of the proposed amendments to the Planning Regulation.
<b>Direct costs – Government costs</b>	There are no significant government costs as a result of the proposed amendments to the Planning Regulation.	There are no significant government costs as a result of the proposed amendments to the Planning Regulation.

\* The *direct costs calculator tool* (available at [www.treasury.qld.gov.au/betterregulation](http://www.treasury.qld.gov.au/betterregulation)) should be used to calculate direct costs of regulatory burden. If the proposal has no costs, report as zero. \*\*Agency to note where a longer or different timeframe may be more appropriate.

## Signed



John Sosso  
Director-General  
Department of State Development, Infrastructure and Planning  
Date: 26/11/2025



Jarrod Bleijie MP  
Deputy Premier,  
Minister for State Development, Infrastructure and Planning and Minister for Industrial Relations  
Date: 26/11/2025

