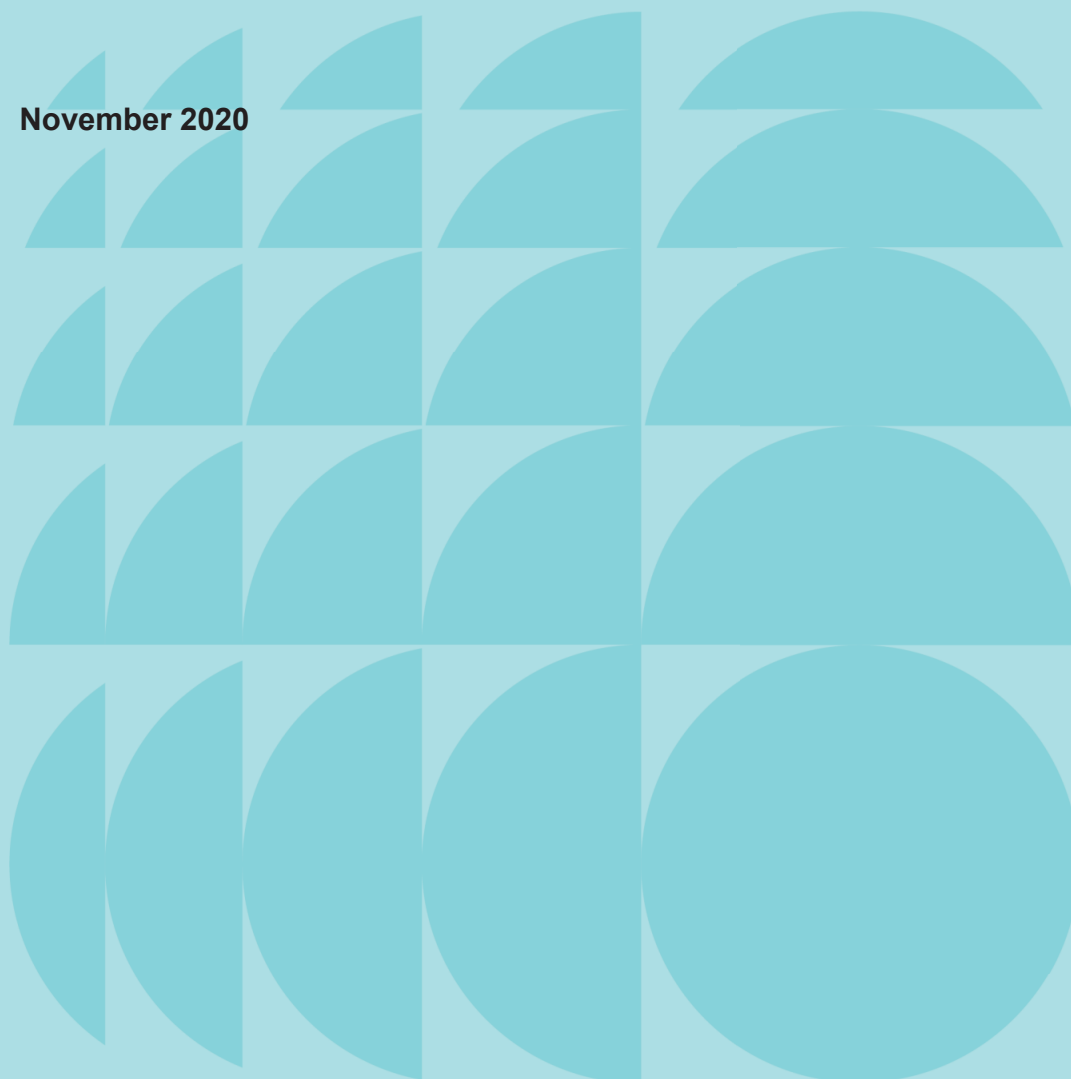


**ETHOS  
URBAN**

## **Scoping and Project Services for Re-start of Caboolture West Land Use and Infrastructure**

# **Outline Plan**

November 2020



**ITEM 4.1 - CABOOLTURE WEST LAND USE AND INFRASTRUCTURE PLANNING INVESTIGATIONS AND FORWARD PROGRAM FOR NEIGHBOURHOOD DEVELOPMENT PLAN (AREA) NO.1 - A20710688 (Cont.)**

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### Disclaimer

The formulation of this Outline Plan is based on information provided at the time of writing. It is acknowledged that circumstances may change in the future that will impact on the assumptions and findings proposed in this report. Implementation of any of the recommendations in this Outline Plan is ultimately at the discretion of Council recognising changing circumstances to timings and issues will continue to emerge over time.

## 1.0 Introduction

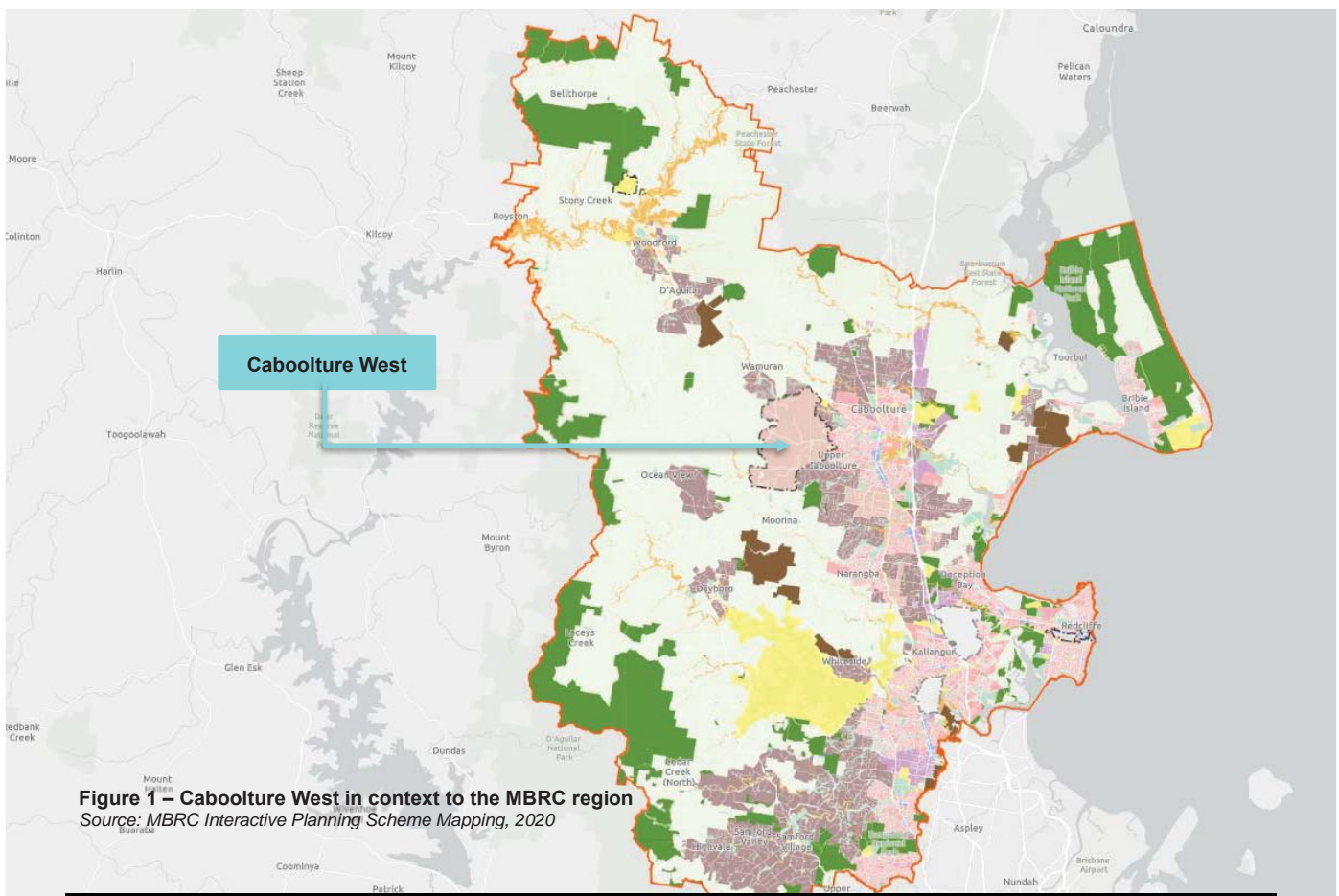
This Outline Plan has been prepared by Ethos Urban and Strategic AM on behalf of Moreton Bay Regional Council (MBRC) to establish potential pathways for a planning and delivery framework for the re-start of Caboolture West Land Use and Infrastructure Planning, and in particular review the circumstance of Neighbourhood Development Plan Area 1 (NDP1) within the Caboolture West Local Area Plan.

Caboolture West is located within the boundaries of the Moreton Bay Regional Council area and covers an area of approximately 3,480 hectares (refer to **Figure 1**). It is located approximately 5km west of the Caboolture-Morayfield Principal Activity Centre, bounded by the D'Aguilar Highway to the north, Caboolture River Road to the south and low hills to the west of Old North Road. Caboolture West is identified as a major expansion area that is fundamental in managing growth and achieving the region's dwelling targets as benchmarked in Shaping SEQ, the *South East Queensland Regional Plan 2017* (SEQ Regional Plan).

Since the Caboolture West Master Planned Area was first declared by Council and State officials in February 2012, the area has undergone structure planning processes to support infrastructure sequencing, funding and delivery for the first development area which was summarised in the former Major Planning Scheme Amendment 1 originally lodged on 22 December 2017. Following the refusal of the amendment by the Minister on 11 October 2018, planning for Caboolture West area had been put on hold.

This Outline Plan seeks to investigate the circumstances and provide a framework to re-start the land use and infrastructure planning for Caboolture West Local Plan area and in particular Neighbourhood Development Plan Area 1 (NDP1), which identifies issues and options to progress development within Caboolture West in a sequential, orderly and equitable manner. It is driven by the need to establish clear and consistent planning direction for Caboolture West area across the various Council departments, relevant State and stakeholder interests and to ensure the alignment of policies, programs, investment and decision making.

The Outline Plan provides a process for plan making, infrastructure delivery, engagement, governance and resourcing for Council to progress development within Caboolture West.



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## 2.0 Project objectives and scope

### 2.1 Project objectives

The overriding objectives of re-starting the scoping and project services for Caboolture West is to establish a clear framework for land use and infrastructure planning and delivery for NDP1 and the broader local plan area. This is necessary to underpin Council's ability to manage growth in line with the community and development industry expectations and future dwelling and land supply benchmarks as established in State and Council policy.

Council has commenced scoping for the Regional Growth Management Strategy 2041 (RGMS2041) project which intends to deliver a preferred sequence of growth in emerging community and investigation areas to respond to planning and infrastructure challenges. The Project Management Plan for the RGMS 2041 recognises the significance of delivering Caboolture West and supports the early delivery of a mechanism to activate Caboolture West.

This Outline Plan has been prepared to effectively and efficiently manage the preparation and delivery of land use and infrastructure planning for Caboolture West and responds to past and emerging issues that need to be addressed to progress the delivery of the structure plan.

More broadly, the overall objectives for the project include:

- Review the existing background studies, planning and infrastructure work associated with Caboolture West to determine their current appropriateness and relevance.
- Engage with relevant stakeholders to identify existing and emerging key issues and potential pathways to overcome identified issues.
- Confirm gateway and key issues identified in the background review and stakeholder engagement required to be resolved to progress planning and infrastructure delivery for NDP1 and broader Caboolture West expansion area. Gateway and key issues are defined in section 4.0 of the report.
- Recommend delivery mechanisms to resolve outstanding land use and infrastructure planning matters for NDP1 (as a priority) and broader Caboolture West area, and suggestions for timing for resolution.
- Build consensus, awareness and knowledge across key stakeholders to effectively plan and deliver land use and infrastructure in the NDP1 and broader Caboolture West expansion area.
- Manage the planning, infrastructure and finance functions across Council and key stakeholders to produce coordinated and coherent mechanisms to respond to key outstanding matters for resolution.
- Ensure planning and delivery mechanisms align with key State and local policies, including the SEQ Regional Plan, State Planning Policy and MBRC Planning Scheme.
- Assist Council in making informed decisions with regard to planning, funding, timing, risks and infrastructure commitments.
- Enable findings from the Outline Plan to potentially inform the scope of works in the RGMS 2041.

### 2.2 Project scope

The project scope draws upon the fundamental and interdependent relationship between infrastructure planning and land use systems. Integrated strategic planning is necessary to ensure that when a decision is made to change or develop a place or area, the necessary, timely and funded social and economic infrastructure must be delivered, and the environmental values are protected and where necessary enhanced.

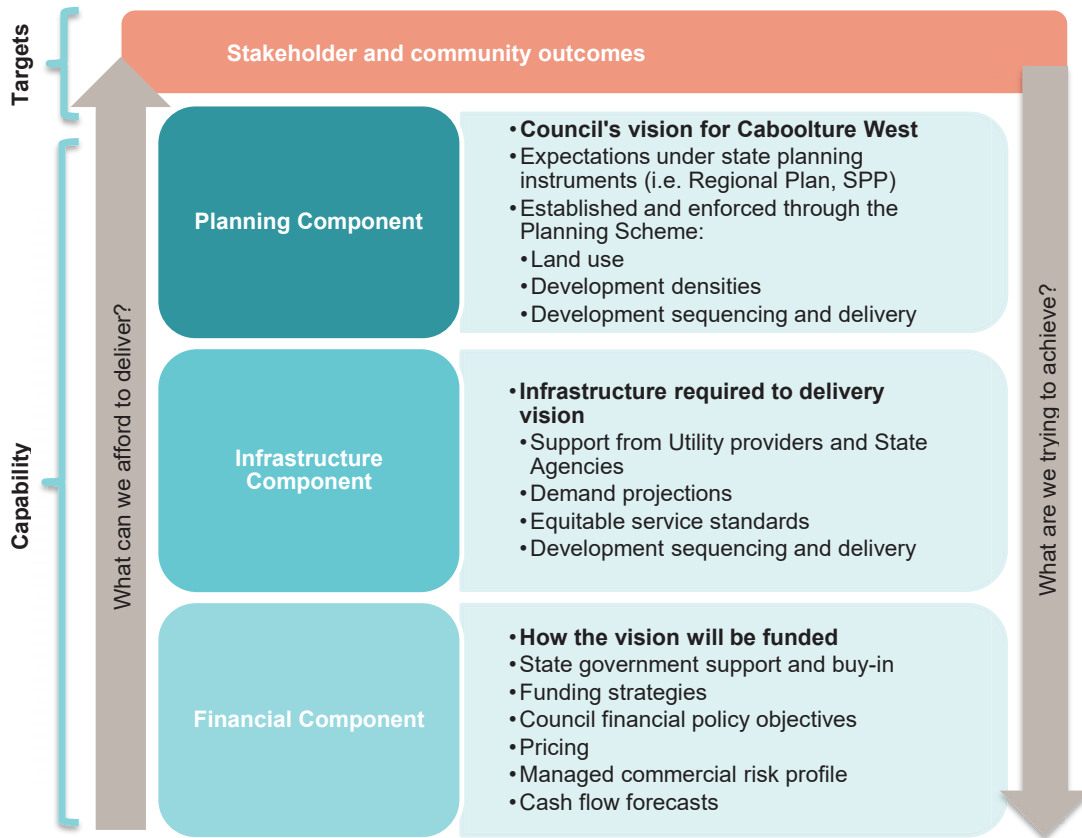
A fundamental benchmark of the project scope is the interdependencies between planning, infrastructure and financial functions. By striking a balanced approach, cost-effective infrastructure delivery can be achieved that enables liveable, sustainable, affordable inclusive communities to be established. This is essential to ensure community and stakeholder expectations are met in relation to population growth and change.

This approach is summarised in **Figure 2**. There is need to ensure planning components are supported by financial strategies and desired levels of service (infrastructure components). This requires careful balance between stakeholder outcomes and expectations, and Council's capabilities.

The Outline Plan sets out an overall process and scope for the project, acknowledging it will be an iterative process which can be subject to decisions undertaken at key milestones.

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**Figure 2 - Summary of project objectives**

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## 3.0 Project background

The Caboolture West growth area is Council's priority growth front to cater for future dwelling and land supply.

There are a variety of State and Council policy documents that recognise the need to progress the land use and infrastructure planning for Caboolture West, including the SEQ Regional Plan and MBRC Planning Scheme. The Caboolture West Local Plan in the Planning Scheme requires Neighbourhood Development Plans to establish further land use infrastructure planning and overcome land fragmentation before development proceeds.

The Project Management Plan for the RGMS 2041 identifies the need to prepare a Project Plan to progress Caboolture West in light of development industry pressures.

Consequently, the Outline Plan has been prepared to manage the planning and delivery mechanisms for activating Caboolture West. The Outline Plan outlines key issues that need to be overcome to progress development in the area and potential mechanisms to overcome these issues. It is acknowledged that there are a variety of stakeholders that have interests in Caboolture West and therefore, this Outline Plan presents a transparent and effective foundation to allow Council and State Government to deliver a high-quality community in Caboolture West.

### 3.1 Document review

The complex history and evolution of Caboolture West is supported by a range of documents and strategies that have been prepared to inform the future planning and development.

Only the documents and policies with the most relevance to the Outline Plan have been reviewed. It is acknowledged that a number of other documents may still be applicable to understand local and State current planning, infrastructure and financial objectives for the region, including Council's Corporate Plan and Economic Development Action Plan, and the State Infrastructure Plan.

Documents that have been reviewed include the following:

- Shaping SEQ: South East Queensland Regional Plan 2017;
- South East Queensland Draft Regional Transport Plan 2018;
- State Planning Policy (July 2017);
- MBRC Regional Growth Management Strategy 2041;
- Moreton Bay Regional Planning Scheme 2016, including:
  - Strategic framework;
  - Caboolture West Local Plan;
  - Planning Scheme Policy – Neighbourhood Plan;
- Former MBRC Major Planning Scheme Amendment 1 (2017), including:
  - Structure Plan – Caboolture West Area 1;
- Infrastructure and costing work;
- Development activity; and
- Relevant background studies.

### 3.2 Stakeholder engagement

Stakeholder engagement was a key component of the Outline Plan scope of works. It was used as a tool to identify and understand existing issues and emerging unresolved matters for Caboolture West and identify options for overcoming these issues. The background review was used to confirm information and issues raised in the stakeholder engagement.

The purpose of this engagement was to manage stakeholder interests and build a collaborative approach to manage the future growth of Caboolture West. A list of stakeholders that were engaged is provided below:

- MBRC Integrated Transport Team;
- MBRC Parks, Flooding and Environmental Teams;

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- MBRC Planning Team;
- State Government – Queensland Treasury (Planning Group) (now Department of State Development, Local Government, Infrastructure and Planning (DSDLGIP);
- State Government – Department of Transport and Main Roads;
- Unitywater; and
- A group of landowners in NDP1 and NDP2.

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## 4.0 Methodology

A number of issues have been identified which may impact the land use and infrastructure planning and delivery for Caboolture West. These issues were identified through the stakeholder engagement undertaken during this project and the background document review

The issues were grouped into two categories based on their level of importance across multiple stakeholder groups. 'Gateway Issues' are critical infrastructure, planning and delivery matters that must be resolved as a first priority to progress the delivery of Caboolture West. The 'Key Issues' are additional considerations that need to be addressed to ensure Caboolture West is delivered efficiently and effectively (note: key issues have not been identified in any specific order of importance). The Gateway and Key Issues identified are unique to the delivery Caboolture West and are not intended to capture all issues and considerations that occur within a typical planning scheme amendment process.

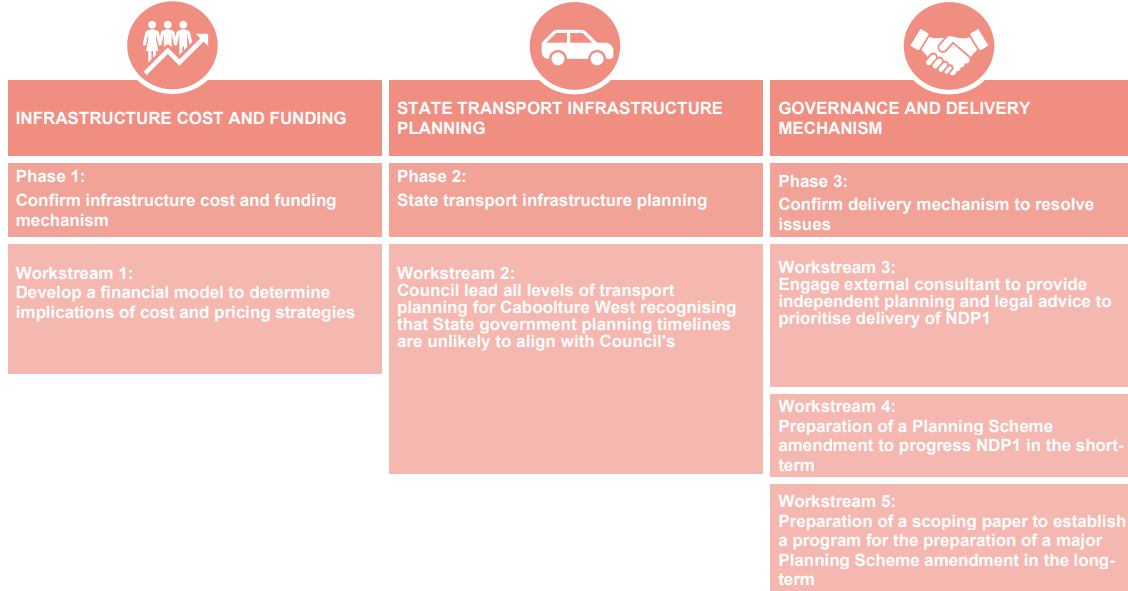
This section of the Outline Plan identifies the process for delivery of the land use and infrastructure planning for Caboolture West through workstreams based on a 3 stage, 10 phase methodology (summarised in **Figure 3** below). The sequencing, deliverables and milestone meetings in the methodology would need to be confirmed by Council in accordance with relevant decision making processes.



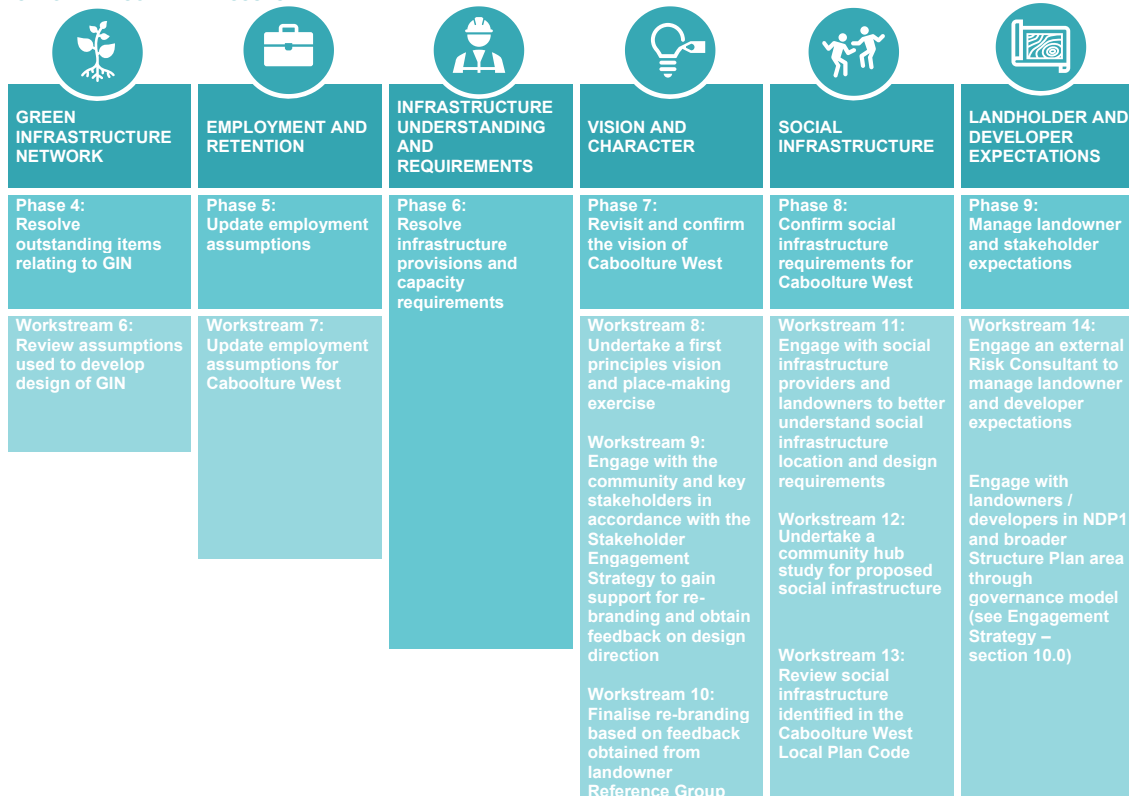
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### STAGE 1: RESOLVE GATEWAY ISSUES



### STAGE 2: RESOLVE KEY ISSUES



### STAGE 3: DELIVERY MECHANISM

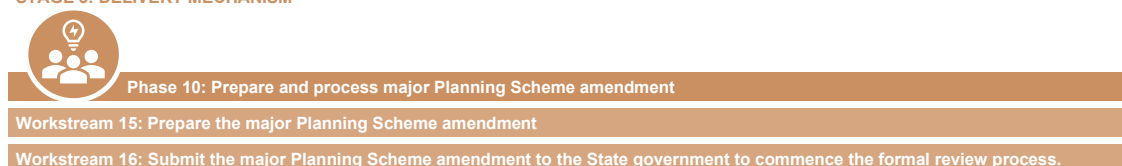


Figure 3 – Methodology for delivery the land use and infrastructure planning for Caboolture West

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### Stage 1: Resolve gateway issues

#### Phase 1: Confirm infrastructure cost and funding mechanism

Phase 1 aims to address the issue of infrastructure cost and funding for the delivery of Caboolture West which sits outside Council's Priority Infrastructure Area. This implies an expectation that the area will develop outside of the prescribed 10-15 year LGIP timeframe. Unitywater's Netserv Plan similarly shows only part of the area being included in its water connection area and none of the site is included in the business's sewer connection area.

Recognising the importance of Caboolture West, Council and Unitywater have undertaken a range of infrastructure planning studies for the local plan area. The scale and capital costs of trunk infrastructure to deliver the standard of service required for Caboolture West have been generally agreed by Council and Unitywater. However, the scope/scale and hence cost of the required trunk infrastructure needs to be reviewed and updated. Financial modelling indicates that the current infrastructure cap aligned with the high cost of serving the area results in a cost recovery shortfall. The current financial modelling needs to be updated to consider holding costs associated with the lag between the initial investment and recovery of costs through infrastructure charges.

It is recommended that Council prepare a full financial model for development for Caboolture West to better understand the full implication of costs and pricing strategies.

This phase intends to investigate the reasonableness of trunk infrastructure charges and the ability for these costs to be recovered.

The intended deliverables of this phase include:

- Confirm and commit to the scope, timing and service capacity of trunk infrastructure.
- Undertake financial modelling to determine appropriate cost and pricing strategies to recover costs of providing trunk infrastructure that considers current market conditions within Caboolture West.
- Confirm an appropriate cost recovery pathway to address the current gap between the scope and delivery of providing the necessary trunk infrastructure to service the Caboolture West.

#### Workstream 1: Develop a financial model to determine implications of cost and pricing strategies.

A full financial model is required for Caboolture West which includes consideration of holding costs and implications of alternate cost recovery mechanisms to bridge the gap between infrastructure charges and servicing costs.

This model would include a 20-year forecast statement of cashflow, operating statement, capital funding statement and balance sheet. This would provide the functionality to identify the full costs of development as well as undertake scenario testing. The financial model will provide a mechanism to assess and agree on the optimal mix of funding solutions as outlined above (i.e. capital, charges, rates and alternatives).

The co-ordination team in the governance model will oversee the preparation of this financial model. This piece of work can be completed by Council or, depending on resourcing requirements, could be outsourced to an external consultant.

Milestone Workshop 1: Leadership Team (present findings from Workstream 1 and identification of items needing to be addressed as part of the proposed Planning Scheme amendment).

#### Phase 2: State transport infrastructure planning

Phase 2 aims to address outstanding State transport infrastructure planning matters. The purpose of this phase is to determine the potential impact that major transport studies and project may have on the timing and progression of NDP1 and the broader Structure Plan area.

The Caboolture West Local Plan area and broader Caboolture area planning is proposed to include an integrated transport network that supports active transport, public transport and movement of goods and people throughout the planning area, and beyond.

The Department of Transport Main Roads (DTMR) is undertaking planning for major transport projects which may fundamentally influence travel demand and land use outcomes associated with Caboolture West and has the potential to impact on the timing and progression of development NDP1. Significant transport initiatives identified

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in the MBRC Planning Scheme for Caboolture West and the broader region include the potential West Moreton Urban Arterial and rapid public transport corridor, being a C-Bahn priority busway.

MBRC first identified a major new transport corridor under investigation for the Caboolture area in the Strategic Framework (section 3.13.2.7) of the MBRC Planning Scheme in 2016. This transport corridor was described as an *“alternative north-south route extending from Young’s Crossing Road at Joyner north through Kurwongbah and Rush Creek, continuing north to the Caboolture West growth area to join the D’Aguilar Highway and then on to join the Bruce Highway at Elimbah”*. Investigation of this transport corridor was also highlighted in an action of the SEQ Draft Regional Transport Plan which states planning for *“north-south arterial links parallel to the Bruce Highway”* needs to be undertaken to provide for *“shorter trips and preserve the Bruce Highway’s strategic route role”*.

Planning for the West Moreton Urban Arterial has commenced by DTMR. The concept seeks to identify a potential road alignment parallel to the Bruce Highway with the intention to improve safety and relieve traffic congestion on the Bruce Highway created from growing communities between North Lakes and Caboolture.

The specific outcomes in the Strategic Framework (section 3.13.2.4.2) of the MBRC Planning Scheme also identified Caboolture West as being connected by a bus rapid transit corridor and street based bus services to the regional transport hubs in Caboolture and Morayfield. The Caboolture West Transport Model Report that supported the original structure planning exercise identifies that a dedicated rapid transit corridor would be provided connecting Caboolture West to the Caboolture town centre and railway station. The model assumed that the rapid transit corridor would be a segregated bus corridor known as C-Bahn. The report acknowledges further investigation is required to determine whether the assumptions of the C-Bahn corridor are the most feasible or whether other alternatives propose a better solution. The purpose of the bus rapid transport corridor is to reduce car dependency and provide competitive travel times compared to private vehicle use. The Transport Model forecasts that 40% of all trips to localities outside the region would use public transport which would significantly reduce traffic volumes on roads connecting Caboolture West with Caboolture and Morayfield, including Bellmere Road and Caboolture River Road. To date, there has been no State government commitment to deliver the bus rapid transport corridor.

The Settlement Pattern Map (Map 3.6.1) in section 3.6 of the Strategic Framework of the MBRC Planning Scheme identifies two proposed railway stations within close proximity to Caboolture West, being in Caboolture North and Morayfield South. To date, this proposed rail stations have not been planned or funded by the State Government.

Major transport infrastructure is necessary to ensure Caboolture West is well-connected and accessible both within the Structure Plan area and within the broader region.

It is recommended Council lead land use and infrastructure planning for Caboolture West recognising DTMR timeframes are unlikely to align with Council's. The previous transport planning requires updating to allow the existing Structure Plan and delivery of NDPs to be progressed in the sequence currently identified in the MBRC Planning Scheme.

The intended deliverables of this phase include:

- Continue to progress land use and infrastructure planning for Caboolture West recognising DTMR timeframes are unlikely to align with Council's.
- Respond to immediate development pressure and allow for the progression of NDP1 (refer to Phase 3).
- Council to lead transport planning and determine the most appropriate alignment for the potential West Moreton Urban Arterial within Caboolture West from the perspective of the overall planning of this area.
- Update and review Council's existing Transport Strategy and modelling based on major transport project planning assumptions without State government commitment.
- Collaborate with DTMR through the governance model to develop the Transport Strategy and obtain updates on major State transport project deliverables and timeframes.

**Workstream 2: Progress transport planning for Caboolture West recognising DTMR timeframes are unlikely to align with Council's.**

This workstream intends to progress land use and infrastructure planning for Caboolture West recognising DTMR timeframes are unlikely to align with Council's. This workstream ensures that the delivery

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of Caboolture West is responsive to development industry pressure and is not dependent on DTMR to commit to timeframes for the planning and delivery of major transport projects.

A key component of this workstream will be reviewing and updating the Transport Strategy and Model based on current assumptions and existing transport planning work. This will need to be undertaken in collaboration with DTMR through the governance model.

Milestone Workshop 2: Leadership Team and Transport Working Group (agree on scope and program for transport planning deliverables and key touchpoints with DTMR. Transport Working Group to commence work immediately)

### Phase 3: Confirm delivery mechanism to resolve issues

The purpose of this phase is to determine a base understanding of the planning framework to prioritise the delivery of development in NDP1.

Development applications lodged over NDPs in advance of the preparation and adoption of NDPs presents another layer of complexity for Council to address in the planning and delivery of Caboolture West. A significant amount of time has elapsed since Caboolture West was first declared a major expansion area and there have been a growing number of development applications that have been lodged in that time.

A conservative interpretation of the relevant planning scheme provisions in the Strategic Framework, Caboolture West Local Plan and Neighbourhood Design Planning Scheme Policy indicate that NDPs are required to be prepared and adopted by Council through a planning scheme amendment prior to the approval of development applications.

The planning and delivery of NDP1 has been prioritised given the extensive planning that has been undertaken for this area and immediate development pressure stemming from recent development applications lodged over the area.

The recommendation is to prepare a streamlined Planning Scheme amendment for NDP1. A streamlined NDP1 pathway is critical to recognise and reinforce the existing land use planning framework which requires the preparation of NDPs. A streamlined pathway can be delivered through a tailored Planning Scheme amendment under section 18 of the *Planning Act 2016* (the Act). Section 18 of the Act allows Council and the DSDLGIP to reach an agreement that follows a tailor made process for amendment adoption. This process can be informed by extensive planning that has been undertaken through the former amendment for the area and as part of the current development applications, and maintains the integrity of the current land use planning framework.

The intended deliverables of this phase include:

- Prepare a streamlined planning scheme amendment for NDP1 through consultation with State agencies, Unitywater and developers /land owners.
- Confirm preferred process, resourcing and timeframes for the preparation of a planning scheme amendment in accordance with the Minister's Guidelines and Rules.
- Engage with DSDLGIP through the governance model to obtain advice on preparing the Planning Scheme amendment to front-load issues and streamline the later State review process.

### Workstream 3: Engage external consultant to provide independent planning and legal advice to prioritise delivery of NDP1

Further legal advice is recommended to understand the robustness of the current statutory framework to identify pathways for prioritising NDP1 delivery.

Milestone Workshop 3: Leadership Team (present findings of Workstream 3 and obtain endorsement to proceed with Workstream 5).

### Workstream 4: Preparation of a Planning Scheme amendment to progress NDP1 in the short-term

A tailored Planning Scheme amendment pursuant to section 18 of the Act should be prepared to progress the delivery of NDP1. A large proportion of work has been undertaken as part of the former Major Planning Scheme Amendment 1 process which can be reviewed and updated for the proposed planning scheme amendment.

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Milestone Workshop 4: The preparation of the planning scheme amendment for NDP1 will be undertaken in accordance with the engagement strategy detailed in section 8.0.

Milestone Workshop 5: Leadership Team (present findings of Workstream 4 and obtain endorsement to proceed with Workstream 5).

### **Workstream 5: Preparation of a scoping paper to establish a program for the preparation of a major Planning Scheme amendment in the long-term.**

A more comprehensive major amendment would be required to refine the planning provisions in the Caboolture West Local Plan Code and implement changes to the overall structure plan as a result of broader land use and infrastructure matters.

Advice from the State Government through the governance model will be required to determine the most suitable process for progressing the major amendment.

This workstream proposes the preparation of a scoping paper to confirm the scope of works, resourcing, costs and timing commitments of amending the planning scheme with consideration of the legal and expert planning witness advice provided during Workstream 3. It will need to consider all programs of work being undertaken as part of this Outline Plan. The preparation and processing of the major Planning Scheme amendment is further discussed in Stage 3. This process cannot occur until Stage 1 and 2 are complete to ensure findings can be included in the preparation of the amendment.

Milestone Workshop 6: Leadership Team (present findings of Workstream 5 and endorsement of the Scoping Paper to proceed with Stage 3)

### **Stage 2: Resolve key issues**

#### **Phase 4: Confirm outstanding matters relating to the GIN**

This phase involves the investigation of assumptions used to develop the GIN, including scope of works, costs, risks, construction, management and operational details.

Council's Green Infrastructure Network (GIN) initiative is an innovative response to address several challenges within Caboolture West. The primary purpose of the proposed network sets out to mitigate flood impacts while simultaneously managing several areas of ecological significance and koala habitat located at the site<sup>1</sup>. The GIN intends to be considered in the planning for regional recreation parks and district recreation parks to improve recreational opportunities and amenity. Council has advised that the service standards for trunk park infrastructure has been amended to reflect this enhanced amenity.

The need for the proposed GIN should be considered in the context of Council's broader ecological aspirations and specific water quality objectives. The principles identified in Council's adopted Total Water Cycle Management Plan (TWCMP)<sup>2</sup> include management of all phases of the water cycle to minimise the alteration to natural flow and water quality regimes. The GIN solution is consistent with this principle and is intended to contribute to the broader ecological health of the Caboolture River (which has historically been rated as a D)<sup>3</sup>.

The GIN concept is also intended to preserve areas of high ecological value and provide a framework for Council to operate an offset scheme for management of koala habitat and MSES and MLES vegetation. However, recent and proposed amendments to vegetation protection provisions may impact on the opportunities available and affect the amount of vegetation that can be offset at the site. Assumptions regarding Koala habitat mapping and the Koala offset ratio (which is currently estimated at 3:1 but was previously assumed to be 5:1) may affect key assumptions. In addition, categorisation of vegetation under the *Vegetation Management Act 1999* may need to be updated to appropriately capture vegetation from the most recent remnant and pre-clearing regional ecosystems. As well as providing an option for Council to manage / rehabilitate large parts of the site to improve habitat, once established, the GIN should also assist the Council in meeting its water quality objectives within the Caboolture River as well.

<sup>1</sup> SMEC, Caboolture West Environmental Study (August 2013)

<sup>2</sup> A joint initiative of Moreton Bay Regional Council, Unitywater, and Waterways for Life which was written by BMT WBM Pty Ltd (December 2010)

<sup>3</sup> Ecosystem Health Monitoring Program report

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Councils' calibrated flood modelling provides a robust overview of the potential impact of a range of flood events on the site. The proposed revegetation of the corridor envisaged in the GIN solution is intended to assist flood mitigation by reducing flow velocities, thereby managing the downstream impact of the development. Early establishment of the corridor will minimise any adverse impact on the water quality and downstream flood effects from development. Previous studies have identified that Council had intended to develop a Catchment Management Plan for the Caboolture River prior to commencement of development in the Caboolture West urban area. Such a review would help inform the development process (as well as validate or modify key design parameters).

A counter technical consideration is the extent to which the network's dependence on green infrastructure will be resilient to the threat of drought and fire. In addition, while the GIN concept represents a regional solution to management of stormwater (quality and quantity), it does not negate the need for site-based stormwater quality/quantity management ("no net worsening" provisions) within each development site. A further issue is whether the flood mitigation capability of the GIN would be sufficient to meet the legal requirements for plan sealing before the network is fully established.

A final question raised is whether the role played by the GIN in delivering active transport in Caboolture West delivers the most equitable and accessible active transport delivery.

It is recommended that further investigation and quantification is undertaken on the GIN. This will include consideration of current or proposed changes to state and local policy which may affect the core design parameters.

Costs associated with the GIN (and associated cost sharing arrangements) need to be further developed and agreed. Operational issues such as how the GIN will be established and maintained needs to be further investigated (i.e. sourcing the plants, construction and project management details, need for asset protection zone to manage potential development encroachment, insurance).

The intended deliverables of this phase include:

- Review of assumptions used to develop the concept plan for the GIN.
- Review cost structure and options for cost recovery agreed between Council and the development community.
- Ensure all stakeholders have a broad understanding of and agree with the purpose and benefits of the GIN.

**Workstream 6: Review assumptions used to develop design of GIN**

This workstream involves further investigation to resolve outstanding matters associated with the GIN, including:

- Review ability for GIN to meet Council's water quality objectives.
- Review of current and recent amendments to vegetation protection provisions relating to koala habitat, and MSES and MLES vegetation to ensure the vegetation management and rehabilitation assumptions are reasonable and accurate.
- Develop a Catchment Management Plan for the Caboolture River to determine water quality and downstream flood effects from development and inform the Caboolture West development process.
- Review of the GIN's flood mitigation capability to ensure it's sufficient in complying with relevant plan sealing requirements.
- Determine the scope for further discussion and agreement on cost sharing between the development community and Council.
- Confirm ability for GIN to provide active transport opportunities.

Milestone Workshop 7: Landowner Reference Group (present findings of Workstream 6 to determine willingness to accept the costs associated with delivering the GIN).

Milestone Workshop 8: Leadership Team (present findings of Workstream 6 and identification of items needing to be addressed as part of the proposed Planning Scheme amendment).



## ITEM 4.1 - CABOOLTURE WEST LAND USE AND INFRASTRUCTURE PLANNING INVESTIGATIONS AND FORWARD PROGRAM FOR NEIGHBOURHOOD DEVELOPMENT PLAN (AREA) NO.1 - A20710688 (Cont.)

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### Phase 5: Update employment assumptions

This phase involves updating the existing employment targets and proposed sequencing and uptake of enterprise and employment precincts to ensure they remain relevant and realistic in the current market.

The Caboolture West Local Plan Code proposes a settlement pattern which supports increased levels of self-containment of business and industry employment opportunities. The growth area is intended to provide employment for up to 17,000 people with 160 ha of the urban area proposed for enterprise and employment. The enterprise and employment precincts are intended to primarily accommodate a mix of low impact and medium impact industrial uses, large format retail uses, and smaller scale business uses. Enterprise and employment precincts are focused around district centres in the north-east quadrant of the Structure Plan in close proximity to the D'Aguilar Highway. This area is intended to serve local needs of the Caboolture West community but will also be an important future enterprise and employment land supply that helps cater for regional industry needs.

The Caboolture West Planning Assumptions Report prepared by MBRC in 2014 describes the methodology and data sources and outputs of the work undertaken to prepare population and employment assumptions for the Caboolture West Structure Plan. The Planning Assumptions Report is regarded as a 'snapshot in time' of the anticipated development within Caboolture West. It is acknowledged that ongoing refinements will need to be made to the planning assumptions as new information becomes available. The report envisages the build out of the employment related land uses over a 50 year period. The report discusses employment assumptions relating to job density based on land use and precinct. There is minimal discussion on the expected sequencing and uptake of planned employment and business nodes.

To achieve the projected employment targets, enterprise and employment areas need to be well-connected by an efficient and functional road and public transport network to support the workforce. The future demographic of residents also needs to be considered when determining whether self-containment goals for business and industry employment opportunities can be achieved.

It is recommended that as a first step, the employment assumptions captured in MBRC's Planning Assumptions Report (2014) are reviewed. The report notes that it captures a point in time based on information provided at the time of preparation therefore, the report will need to be updated based on new population and employment data and will need to consider new information, particularly in regard to transport infrastructure. Work undertaken outside of the growth area may also need to be considered, including the release of industrial and employment land at Elimbah East and the North East Business Park to determine how this may affect self-containment objectives for Caboolture West. If base land use and infrastructure planning assumptions are not updated, the sequencing and uptake of the employment and business nodes could be compromised.

The intended deliverables of this phase include:

- Update the existing employment assumptions based on current population and employment data to understand the transport, infrastructure and servicing needs within Caboolture West but also within the broader Caboolture-Morayfield area.
- Determine how the release of industrial and employment land in the broader region may affect the employment targets and self-containment objectives.
- Updated the transport model based on the revised planning and employment assumptions.
- Determine whether the location and sequencing of the employment and enterprise precincts in the Caboolture West local plan need to be revised transport model and employment assumptions.

### Workstream 7: Update employment assumptions for Caboolture West

This workstream requires employment assumptions captured in MBRC's Planning Assumptions Report (2014) to be updated based on current population and employment data to remain accurate in current market conditions. The proposed sequencing and uptake of enterprise and employment nodes also needs to be considered to determine how these might impact employment targets.

The existing employment assumptions are intrinsically linked to the transport model prepared in 2012. If the planning and employment assumptions are updated, the transport model also needs to be updated to remain accurate.

Following the review and update of the transport model, if it is identified that there is disconnect between the transport model and the location and timing of enterprise and employment precinct being delivered in Caboolture West, the local plan will be updated as part of the scope of works for the recommended Planning Scheme amendment undertaken as part of Stage 3.

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Milestone Workshop 9: Leadership Team (present findings of Workstream 7 and identification of items needing to be addressed as part of the proposed Planning Scheme amendment).

## Phase 6: Resolve infrastructure provision and capacity requirements

This phase can only be resolved once Phase 1 has been completed and the scope of trunk infrastructure has been established and costs are representative of actual market pricing. This section focusses on the assumptions regarding provision and capacity of (existing and proposed) trunk infrastructure by network. This phase ties together deliverables of other stages relating to solutions to outstanding trunk infrastructure matters.

Significant potential new transport infrastructure and the need for State endorsement of the transport strategy, including the passenger transport solution, require the previous transport work to be reworked to reflect the latest regional and local perspective.

Technical issues relevant to the provision of water services to Caboolture West appear to be well understood. The specific challenge in the provision of water services to the site is more financial than technical. This is particularly relevant for Unitywater which has a statutory obligation to ensure that its investments are “prudent and efficient” that makes it imperative for the Board to invest in sites which are commercially viable.

Council flood modelling appears robust and provides a valuable tool to assess the impact of alternative flood mitigation strategies for the site.

It is essential that the scope, scale and timing of trunk infrastructure necessary to service Caboolture West is revised. A detailed plan of required infrastructure within Caboolture West would assist with addressing the land fragmentation issue through a clear understanding of expectations.

The immediate challenge for Caboolture West is the requirement to prepare a sufficient transport strategy and model that is based on current data available. Continued collaboration between Council and DTMR in the preparation of a regional transport model would be valuable in understanding the impact of broader state transport projects on transport demand and options across the region. Collaboration can be managed through the governance structure proposed in section 7.0. Transport planning deliverables are being managed as part of the response to gateway issue 2 (phase 2).

Resolution of outstanding issues regarding servicing of development areas (specifically the water services and stormwater solutions) may need to be further developed and agreed as part of a commercial agreement. Such an agreement would need to meet the service and commercial obligations of all parties (Council, Unitywater, developers and the broader community).

These issues will be addressed through separate components of work, as detailed below:

- Determine a funding mechanism to resolve outstanding infrastructure cost and delivery matters. This will be informed through in Phase 1.
- Update the existing transport planning, including the Caboolture West transport strategy and model based on current population and employment assumptions, in collaboration with DTMR. This will be resolved as part of Phase 2.

## Phase 7: Revisit and confirm the vision of Caboolture West

The intension of this phase is to revisit the vision of Caboolture West to ensure a wholistic design direction for development across each landholding and NDP within the Structure Plan is achieved.



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The vision established in the MBRC Planning Scheme is now over six years old and therefore may not reflect the current intentions for the area as identified in recent strategies and policy documents, including the SEQ Regional Plan 2017 and SEQ Draft Regional Transport Plan 2018.

The fragmented nature of landholdings in the Caboolture West area results in the need for a holistic design vision that combines the character of each residential estate and the broader area. The existing policy language needs to be refined and strengthened to draw out the unique qualities and liveability goals that Caboolture West will deliver.

The planning for Caboolture West should be brought back to a first principles approach to ensure the strategic intent of the MBRC Planning Scheme is supported and the area is designed as a well-planned community that supports lifestyle, health and wellbeing. In order to understand the design direction and gain support for rebranding, there needs to be a substantial amount of buy-in amongst stakeholders and the community.

The intended deliverables of this phase include:

- Undertake a re-visioning and place-making exercise to determine a wholistic design direction for the Caboolture West Structure Plan area.
- Engage with the community and relevant stakeholders in accordance with the Stakeholder Engagement Strategy proposed in section 8.0 to inform them of the purpose and objectives of the re-branding strategy and obtain feedback on the wholistic design direction.
- Update the re-branding strategy based on feedback obtained during the community and stakeholder engagement.

**Workstream 8: Undertake a first principles vision and place-making exercise**

The process involves undertaking a vision and place-making exercise that sets the design direction for the community identity and character. A first principles approach will be undertaken to ensure the strategic intent of the Planning Scheme is supported and the area is designed as a well-planned town that supports lifestyle, health and wellbeing. The vision and place-making objectives will need to reflect the intentions for the area as identified in recent strategies and policy documents, including the SEQ Regional Plan 2017 and SEQ Draft Regional Transport Plan 2018.

**Workstream 9: Engage with the community and key stakeholders in accordance with the Stakeholder Engagement Strategy to gain support for re-branding and obtain feedback on design direction.**

Engagement is required with landowners and developers to determine their level of support for the design direction and willingness to reflect this in their developments and with the community to ensure they support Caboolture West as a liveable community. This workstream will also be useful to obtain feedback on design elements that the re-branding will touch on, including:

- Sustainable building design and green building targets, including water sensitive urban design principles (i.e. building design that responds to subtropical climate, rainwater storage, community gardens, green walls, recycled water systems, waste disposal systems).
- Energy efficiency and integration of renewal energy sources (i.e. solar, wind, tri-generation plants).
- Emerging technologies (i.e. automated vehicles, electric vehicles, car sharing arrangements).
- Integration of innovative management strategies (i.e. smart lighting, smart bins).

This engagement will need to be undertaken in accordance with the whole-of-government engagement strategy and will be managed by the co-ordination team through the governance model.

Milestone Workshop 10: Landowner Reference Group (present findings and obtain feedback on the design direction identified through Workstream 8).

**Workstream 10: Finalise re-branding based on feedback obtained from Landowner Reference Group**

This workstream involves finalisation of the re-branding strategy and design direction based on feedback from the community and stakeholder engagement. Support from landowners and developers is essential to ensure wholistic branding can be applied across all landholdings in the Structure Plan area.

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Milestone Workshop 11: Leadership Team (present findings of Workstream 10 and identification of items needing to be addressed as part of the proposed Planning Scheme amendment).

## Phase 8: Confirm social infrastructure requirements for Caboolture West

This phase involves engagement with social infrastructure providers to gain a better understanding of facility location and design requirements. Social infrastructure includes physical facilities and spaces where the community can access social services. These include health-related services, education and training, arts, cultural, parks and sport and recreational facilities.

Further engagement with social infrastructure providers is necessary to more clearly understand their location and design requirements. Findings from this engagement will determine whether the proposed social infrastructure locations, as illustrated in the Caboolture West Structure Plan, are suitable and meet functional requirements which will be investigated in the next level NDP planning phase.

Engagement with social infrastructure providers, including Department of Education, Independent Schools Australia, Queensland Health and emergency service providers (i.e. Queensland Police Service, Emergency Management Queensland etc.) should be undertaken to better understand facility requirements relating to location, land size, gross floor areas, typography, accessibility, catchment sizes and facility sharing opportunities. This review of social infrastructure also needs to include engagement with landowners. The fragmented landownership throughout Caboolture West means a substantial level of support and commitment is required from landowners and developers to deliver the necessary social infrastructure. Engagement with these stakeholders should form part of the governance model as proposed in section 7.0 of the Outline Plan.

Following the external stakeholder engagement, a review of the Caboolture West local plan code should be undertaken to determine if it accurately represents social infrastructure location and design requirements. Planning for social infrastructure needs to ensure that it is compatible with the community needs and lifestyle expectations as detailed in the Caboolture West local plan code.

As part of the review process, it is recommended that a separate exercise be undertaken into community hub planning to investigate social infrastructure co-location opportunities.

A review of the Caboolture West Structure Plan will be required to evaluate whether the proposed social infrastructure locations are suitable and draw on best practice community hub planning, design and governance.

The intended deliverables of this phase include:

- Engage with the Social Infrastructure Reference Group and Landowner Reference Group to better understand social infrastructure location and design requirements, and challenges to its efficient delivery.
- Review Caboolture West Structure Plan to determine if the social infrastructure assumptions are reasonable.
- Undertake a community hub study to determine best practice planning approaches to design and co-location within the growth area.
- Confirm the scope of works required to update social infrastructure planning for the Caboolture West local plan as part of the proposed Planning Scheme amendment.

## Workstream 11: Engage with social infrastructure providers and landowners to better understand social infrastructure location and design requirements.

This review of social infrastructure needs to include engagement with providers and landowners. The purpose of this engagement is to consult with stakeholders to gain feedback on proposed social infrastructure locations identified in the Structure Plan and determine whether it is suitable in meeting service provider requirements. This engagement will need to be undertaken in accordance with the whole-of-government engagement strategy and will be managed by the co-ordination team.

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Milestone Workshop 12: Social Infrastructure Reference Group (obtain feedback on the social infrastructure locations represented in the Caboolture West Structure Plan).

Milestone Workshop 13: Landowner Reference Group (determine level of support for delivery of social infrastructure)

### **Workstream 12: Undertake a community hub study to inform social infrastructure planning.**

The purpose of this workstream is to investigate social infrastructure co-location opportunities with consideration to the mix of functions, services and spaces required, as well as the location, availability and accessibility of land, and proximity to other existing community infrastructure and centres. This investigation will need to draw on best practice community hub planning, design and governance.

Milestone Workshop 14: Leadership Team (present findings of Workstream 12 and gain endorsement to apply community hub framework to entire Structure Plan).

### **Workstream 13: Review social infrastructure identified in the Caboolture West Local Plan Code.**

This workstream involves review of the Caboolture West Local Plan Code and Structure Plan to determine if it accurately represents the location and design requirements of the social infrastructure providers, as identified in Workstream 11. This review should also ensure proposed social infrastructure draws on best practice community hub design, planning and governance. Planning for social infrastructure needs to ensure that it is compatible with the community needs and lifestyle expectations as detailed in the Caboolture West local plan code.

Any amendments or updates that are required to the Caboolture West local plan code to more accurately represent social infrastructure requirements should be undertaken as part of the proposed major amendment to the Planning Scheme in Stage 3.

Milestone Workshop 15: Leadership Team (present findings of Workstream 14 and identification of items needing to be addressed as part of the proposed Planning Scheme amendment).

## **Phase 9: Manage landowner and developer expectations**

This phase involves establishing clear expectations for landowners and developers in relation to the land use planning and delivery of Caboolture West.

Caboolture West is a highly fragmented expansion area consisting of 281 separate land parcels owned by 241 individual owners. This level of fragmentation makes it difficult for Council to manage expectations and obtain commitment from landowners in regard to infrastructure provision.

Many landowners in the area, particularly within NDP1 have substantially progressed land use and infrastructure planning and have clear expectations for delivering development in the area.

Stakeholder engagement undertaken as part of the Outline Plan has confirmed that there is landholder and development concern and frustration around the progression of Caboolture West. Clarity and transparency are required when progressing the land use and infrastructure planning for Caboolture West to ensure decisions are aligned with the policy position in the MBRC Planning Scheme which landowners and developers rely on when making decisions about purchasing land.

The role and expectations of landowners as well as the wider regional community, will need to be carefully considered and managed by Council during the scope of works for the delivery of Caboolture West. Consultation with this stakeholder group will mainly be managed through the governance model, which is further discussed in section 7.0 of this Outline Plan. High-level strategies for engaging with landholders and developers is proposed in section 8.0 of this Outline Plan.

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It is recommended that an external Risk Consultant be engaged to manage landowner and developer expectations, and the broader delivery of this project.

The intended deliverables of this phase include:

- Ensure decisions around delivering Caboolture West are aligned with the policy position in the Planning Scheme which landholders and developers rely on when making decisions about purchasing land.
- Manage the role of 'active' landowners / developers that have lodged development applications by collaborating with them on all decisions through the governance structure.
- Manage risks of maintaining landowners / developer expectations by engaging an external Risk Consultant.

**Workstream 14: Engage an external Risk Consultant to manage landowner and developer expectations.**

Council engage an external Risk Consultant to manage landowner and developer expectations and engagement throughout the delivery of Caboolture West. The Coordination Team in the governance structure should oversee the management of this consultant. The consultant should be engaged early to ensure their involvement in the Phase 1 to 3 deliverables.

**Stage 3: Delivery mechanism**

**Phase 10: Prepare the major Planning Scheme amendment**

This phase captures the formal major planning scheme amendment preparation tasks (including detailed drafting) for a more comprehensive review of the entire Caboolture West area. State government departments and agencies will be involved throughout the process through the governance model to provide guidance on how the major amendment can satisfy state regulatory requirements. This will enable a streamlined State government review of the Planning Scheme amendment.

The intended deliverables of this phase include:

- Prepare the major amendment based on outputs from Stages 1 to 3.
- Engage with State government departments and agencies through the governance model to obtain strategic direction and advice on Planning Scheme drafting and state regulatory requirements.
- Submit major Planning Scheme amendment to the State government for review.

**Workstream 15: Prepare the major Planning Scheme amendment**

The major Planning Scheme amendment should be prepared in accordance with the Minister's Guidelines and Rules. All findings and outputs from the previous stages will inform policy formulation and scheme drafting. Continuous oversight from the governance model will allow state regulatory requirements to be addressed early in the process to ensure appropriate integration of the State Planning Policy.

It is likely that the governance model will address a number of matters before the major Planning Scheme amendment is formally submitted to the State government. This includes delivery of a whole-of-government stakeholder engagement and communication strategy to detail engagement goals, tools and evaluation mechanisms for each stakeholder group. This will inform how engagement is carried out for the entirety of the project and is a mandatory requirement as part of the major amendment to the Planning Scheme.

Milestone Workshop 16: Leadership Team (present findings of Workstream 15)

**Workstream 16: Submit the major Planning Scheme amendment to the State government as chief executive to commence the formal review process.**

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### 5.0 Indicative program and timing

The anticipated program of the methodology is detailed in **Figure 4**. The project is expected to be delivered over an 18 month period. It assumes an indicative start date of July 2020 however, this timing subject to Council internal processes and decision making gateways. Currently it is unknown when the project will end as it depends on how quickly the major Planning Scheme amendment can progress through the State government review process.

Stages	Phases	Workstreams and milestones	Duration	Timing	2020												2021											
					Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
1	Project initiation	Commencement of project	1 month	Jul-20																								
		Workstream 1: Develop a financial model to determine implications of costs and pricing strategies	3 months	Jul-20 - Sep-20																								
	Phase 1: Confirm infrastructure cost and funding	Milestone Workshop 1: Leadership Team - present findings from Workstream 1	1 day	Sep-20																								
		Workstream 2: Progress transport planning for Caboolture West	3 months	Sep-20 - Nov-20																								
	Phase 2: Confirm State transport infrastructure planning	Milestone Workshop 2: Leadership Team and Transport Working Group - confirmation of direction and deliverables	1 day	Nov-20																								
		Workstream 3: Engage external consultant to provide independent planning and legal advice to prioritise delivery of NDP.	3 months	Jun-20 - Aug-20																								
	Phase 3: Deliver mechanism to resolve issues	Milestone Workshop 3: Leadership Team - present findings from Workstream 3 and obtain endorsement for Workstream 4	1 day	Aug-20																								
		Workstream 4: Preparation of a Planning Scheme amendment to progress NDP in the short-term	4 months	Feb-21-May 21																								
		Milestone Workshop 4: Landowner Reference Group - present draft Structure Plan	1 day	Nov-20																								
		Milestone Workshop 5: Leadership Team - present findings	1 day	Dec-20																								
		Workstream 5: Prepare scoping paper for major amendment to the Planning Scheme	4 months	Jan-21 - Apr-21																								
		Milestone Workshop 6: Leadership Team - present findings from Workstream 5	1 day	Apr-21																								
2	Phase 4: Resolve outstanding items relating to GIN	Workstream 6: Review assumptions used to develop design of GIN	4 months	Sep-20 - Dec-20																								
		Milestone Workshop 7: Landowner Reference Group - present findings from Workstream 7	1 day	Nov-20																								
		Milestone Workshop 8: Leadership Team - present findings from Workstream 7	1 day	Dec-20																								
	Phase 5: Update employment assumptions	Workstream 7: Update employment assumptions for Caboolture West	3 months	Jul-20 - Sep-20																								
		Milestone Workshop 9: Leadership Team - present findings from Workstream 8	1 day	Oct-20																								
	Phase 6: Resolve infrastructure provision and capacity requirements	Resolve as part of Stage 1, Workstream 1: Develop a financial model to determine implications of costs and pricing strategies	3 months	Jul-20 - Sep-20																								
		Resolve as part of Stage 1, Workstream 2: Progress transport planning for Caboolture West	1 day	Sep-20																								
	Phase 7: Revisit and confirm re-branding of Caboolture West	Workstream 8: Undertake first principles vision and place-making exercise	2 months	Jul-20 - Aug-20																								
		Workstream 9: Engage with landowners and developers to gain support for re-branding and obtain feedback	1 month	Aug-20																								
		Milestone Workshop 10: Landowner Reference Group - present findings from Workstream 11 and obtain feedback	1 day	Aug-20																								
		Workstream 10: Finalise re-branding based on feedback from Landowner Reference Group	1 month	Sep-20																								
		Milestone Workshop 11: Leadership Team - present findings from Workstream 12	1 day	Sep-20																								
	Phase 8: Confirm social infrastructure requirements for Caboolture West	Workstream 11: Engage with social infrastructure providers and landholders	2 months	Sep-20 - Oct-20																								
		Milestone Workshop 12: Social Infrastructure Reference Group - obtain feedback on existing Structure Plan	1 day	Oct-20																								
		Milestone Workshop 13: Landowner Reference Group - obtain feedback on existing Structure Plan	1 day	Oct-20																								
		Workstream 12: Undertake a community hub investigation for proposed social infrastructure	3 months	Sep-20-Nov-20																								
		Milestone Workshop 14: Leadership Team - present findings from Workstream 14	1 month	Nov-20																								
3	Phase 9: Manage landowner and developer expectations	Workstream 13: Review social infrastructure identified in the Caboolture West local plan code	5 months	Dec-20 - Jan-21																								
		Milestone Workshop 15: Leadership Team - present findings from Workstream 15	1 day	Jan-21																								
		Workstream 14: Engage an external Risk Consultant to manage landowner and developer expectations	10 months	Jul-20 - Apr-21																								
		Workstream 15: Prepare the major Planning Scheme amendment	7 months	May-21 - Nov-21																								
	Phase 10: Prepare and process major Planning Scheme amendment	Milestone Workshop 16: Leadership Team - present findings from Workstream 16	1 day	Nov-21																								
		Workstream 16: Submit the major Planning Scheme amendment to the State government	-	Dec-21																								

Figure 4 – Program for delivery of Caboolture West

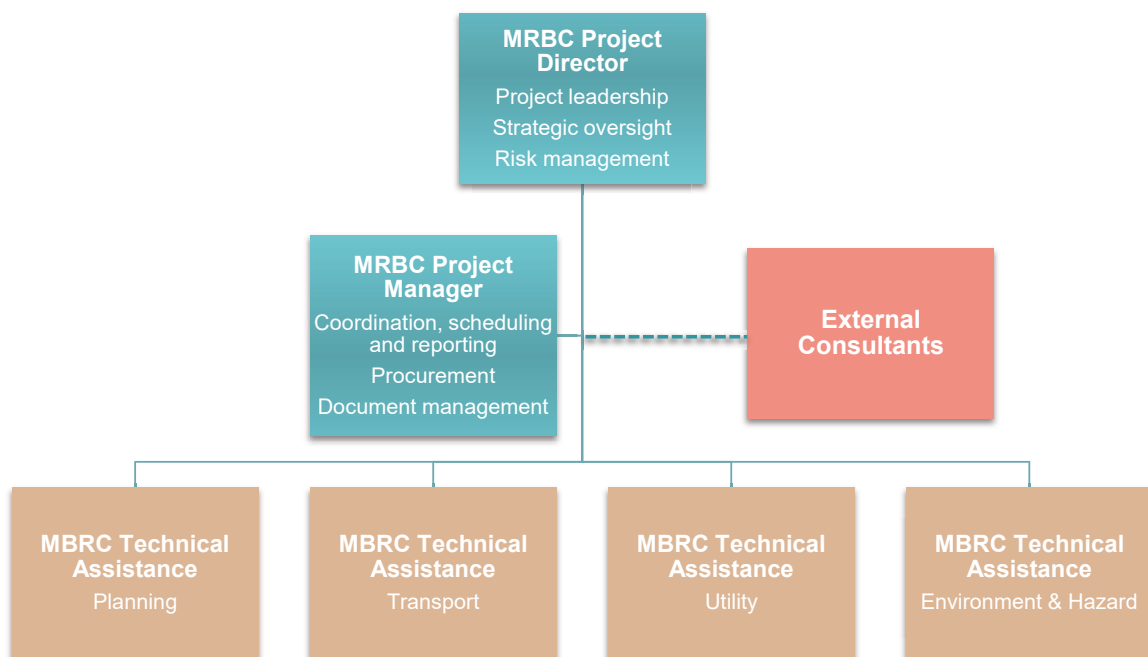
## 6.0 Resourcing

This section provides a proposed resourcing strategy to deliver stages and workstreams detailed in section 4.0.

It is intended that the land use and infrastructure planning and delivery for Caboolture West will be delivered by a dedicated Project Team with an allocated budget. The team structure will consist of a project director, manager and technical working groups that will draw upon Council's expertise in planning, infrastructure and finance.

As necessary, the team will be supported by external expertise and consultant support, which will be used where the necessary skills are not retained by Council and/or in situations where independent confirmation would assist in delivering robust and tested research and analysis, which is defensible.

**Figure 5** illustrates the overall project resourcing / team structure which will need to be confirmed by Council.



**Figure 5 – Internal resourcing structure**

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### 7.0 Governance structure

Establishing a governance framework is critical in facilitating collaboration, cooperation and decision making given the significance and scope of this project. The purpose of the governance model is to establish roles and responsibilities and drive accountability for project deliverables.

A separate process is being undertaken between MBRC and DSDLGIP in parallel to the preparation of the Outline Plan to explore suitable governance structure for progressing Caboolture West drawing on experience from other major development areas. A suggested governance structure is detailed below by **Figure 6** that will need to be confirmed by Council and the DSDLGIP by the time Stage 1 of the project delivery commences.

A key component of the governance structure is the information feedback loop between the Caboolture West and the RGMS2041 projects. All teams will need to ensure that project assumptions, inclusions and outputs align with the RGMS2041 which is being prepared in parallel to the subject project.

- **A Project Leadership Team** will provide overall project direction overseeing critical strategic and operational aspects of the project as well as facilitating a 'whole of government' approach with representatives from State Government and MBRC to ensure alignment with the broader state and local objectives. This will be a key decision maker throughout the project stages and act as a conduit to engaging the Councillors for briefings and endorsement at key milestones. Briefings with the Executive Management Team have been identified in the project plan.
- **A Project Coordination Team** comprised of members of MBRC's Planning Department, led by the Caboolture West Team who will coordinate the project. The Project Team will also include representation from other internal teams including, but not limited to, Development Assessment, Urban Design and Place Making, Flooding, Environmental Services and Transport Planning. The role of this team is to project manage, facilitate engagement and undertake workstreams on a day to day basis. The Project Team will also be the interface with external consultants.

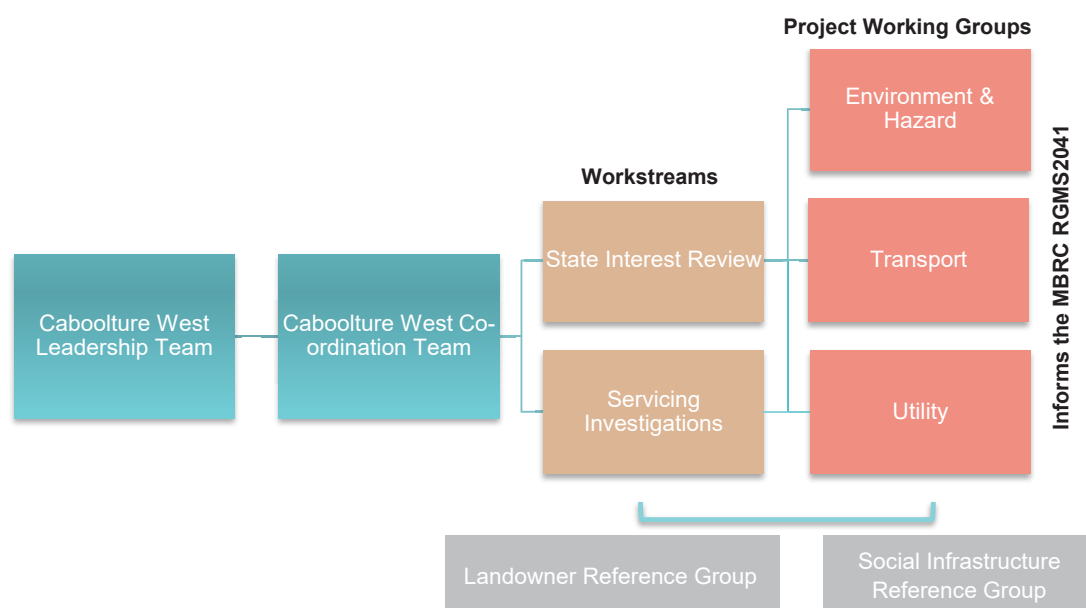
See section 6.0 for more details on the Project Team structure.

- **Project Working Groups** to investigate key issues in **two workstreams** – state interest review and servicing investigations. Working groups comprise of internal stakeholders, network and service providers who have line responsibility for critical elements of the project (planning, infrastructure management and finance). The composition of this group will include representation from the planning, infrastructure and finance teams in Council, and relevant state government departments and industry groups (see **Table 1**). This group will convene for workshops identified in the project plan providing subject matter expertise throughout the project. Some members of the Project Working Group will be involved in meetings and supplying information and data to input into project stages.
- **Landowner Reference Group** to obtaining landowner and developer input in the delivery of the project. The Reference Group will include representations landowners / developers within the Structure Plan area. This group will be informed and consulted on project outputs where they will have the opportunity to provide feedback.
- **Social Infrastructure Reference Group** which will include representation from the Department of Education and emergency service providers. This group will be involved to ensure that social infrastructure requirements are appropriately considered, understood and reflected in project inputs.



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**Figure 6 – Potential governance structure**

The potential responsibilities of each group in the governance structure is detailed in **Table 1**.

**Table 1 – Potential governance structure – key stakeholders and responsibilities**

Group	Stakeholders	Responsibilities
<b>Project Leadership Team</b>	<ul style="list-style-type: none"> <li>DSDLGIP</li> <li>MBRC</li> <li>DTMR</li> </ul>	<ul style="list-style-type: none"> <li>Establish terms of reference and project timeframes.</li> <li>Identify strategic direction and stakeholder expectations.</li> <li>Nomination of co-ordination and working group representatives.</li> </ul>
<b>Project Co-ordination Team</b>	<ul style="list-style-type: none"> <li>DSDLGIP</li> <li>MBRC</li> <li>DTMR</li> </ul>	<ul style="list-style-type: none"> <li>Establish terms of reference.</li> <li>Confirm key issues and interests to inform working group structure.</li> <li>Gap analysis to identify outstanding information.</li> <li>Facilitate a network of engagement and information sharing between all stakeholders.</li> <li>Establish reporting framework.</li> </ul>
<b>Project Working Groups – Environment &amp; Hazard</b>	<ul style="list-style-type: none"> <li>DSDLGIP</li> <li>MBRC</li> <li>DNRME</li> <li>DES</li> <li>DAF</li> </ul>	<ul style="list-style-type: none"> <li>Identify specific deliverables.</li> <li>In principle agreement – scope process and timeframes.</li> <li>Provide feedback on key issues.</li> <li>Report back to co-ordination team.</li> <li>Ensure alignment with RGMS2041.</li> </ul>
<b>Project Working Groups – Transport</b>	<ul style="list-style-type: none"> <li>DSDLGIP</li> <li>MBRC</li> <li>DTMR</li> </ul>	<ul style="list-style-type: none"> <li>Identify specific deliverables.</li> <li>In principle agreement – scope process and timeframes.</li> <li>Provide feedback on key issues.</li> <li>Report back to co-ordination team.</li> <li>Ensure alignment with RGMS2041.</li> </ul>
<b>Project Working Groups – Utility</b>	<ul style="list-style-type: none"> <li>DSDLGIP</li> <li>MBRC</li> <li>Unitywater</li> <li>Seqwater</li> <li>Energy QLD</li> </ul>	<ul style="list-style-type: none"> <li>Identify specific deliverables.</li> <li>In principle agreement – scope process and timeframes.</li> <li>Provide feedback on key issues.</li> <li>Report back to co-ordination team.</li> <li>Ensure alignment with RGMS2041.</li> </ul>



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## 8.0 Engagement strategy

This section outlines a possible approach for undertaking community engagement associated with the proposed restart of land use and infrastructure planning for Caboolture West. It is proposed that the engagement activities will be undertaken at key touchpoints during the delivery of the land use and infrastructure planning for Caboolture West, identified in the project methodology in section 5.0.

The purpose of this section is to provide a high-level outline of the proposed approach to stakeholder and community engagement. It is assumed that the engagement strategy will be further progressed by Council, in collaboration with the governance model, as the project advances and the progression of the delivery mechanism to respond to gateway issue 3.

The indicative timeframes for community engagement have been proposed for the end of 2020 but are subject to Council internal process and decision making gateways. It is expected that at this time restrictions associated with COVID-19 will be reduced from the current standard. The engagement approach outlined in this document considers circumstances if social distancing requirements have not changed. This approach will be reviewed closer to the engagement dates based on the latest government advice.

### 8.1 Engagement objectives

The objectives for engagement associated with this project are to:

- Communicate how the key issues raised by stakeholders in the development of the Outline Plan will be addressed as part of the scope of works and program of delivery;
- Inform and engage with stakeholders and the community at key points to inform key workstream deliverables;
- Provide an opportunity to understand the community and stakeholder concerns regarding the proposed scope of works to progress Caboolture West and obtain feedback to consider in the delivery program;
- Communicate the broader community benefits of the project including the provision of infrastructure and services to cater for the needs of a growing population in the region; and
- Outline the next steps in the assessment and approval process, including any further opportunities for engagement as part of the formal Planning Scheme amendment process.

### 8.2 Stakeholder overview

Key stakeholders will be consulted through the governance model described in section 9.0. The proposed engagement approach seeks to consult with the following key groups:

- Community;
- Local Councillors;
- Caboolture West landowners and developers;
- Industry representatives;
- MBRC (Integrated Transport Team, Parks, Flooding and Environmental Teams, Development Services and Strategic Planning and Place Making Teams);
- Social infrastructure providers;
- State Government (DSDLGIP, DTMR, DNRME, DES and DAF); and
- Service and utility providers (Unitywater, Seqwater, Energy QLD).

### 8.3 Engagement approach

As part of the drafting of this Outline Plan, select key stakeholders were engaged to confirm key issues and discuss way to overcome unresolved issues. A list of stakeholders that were engaged is provided in section 1.1.

The next stage of consultation is proposed to be undertaken as two key engagement 'touchpoints.' This will ensure that stakeholders and the community are brought along on the journey of the project and ensure that any amendments have been based upon a policy position derived from engagement inputs and decision made through the governance model.

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The proposed engagement touchpoints are:

- Touchpoint 1: Engagement to test stakeholder and community opinions on initial policy development work; and
- Touchpoint 2: Engagement as part of the formal statutory delivery mechanism process (i.e. 30 business day public notification period) when the planning and infrastructure work has been drafted.

This engagement strategy is focused on Touchpoint 1 as Touchpoint 2 will be undertaken as part of a formal engagement strategy process which will be subject to State Government review. The type of engagement strategy cannot be confirmed until it is known which delivery mechanism Council decides to pursue.

The engagement focus for Touchpoint 1 involves:

- Introduce the project to the community and stakeholders that have not yet been involved in the initial engagement undertaken as part of the development of the Outline Plan to:
  - Explain the purpose of the re-starting the Caboolture West land use and infrastructure planning and why it is important (i.e. to meet the region's dwelling supply target benchmark in the SEQ Regional Plan through committing to a planned major expansion growth area and providing a liveable community for future residents); and
  - Confirm the intention of engagement at this touchpoint, what is 'on and off the table' and indicating how results will be used, in relation to the preparation of the delivery mechanism.
- Re-engage with stakeholders that were previously engaged as part of the development of the Outline Plan to:
  - Explain how key issues raised through initial engagement will be addressed as part of the scope of works to be delivered as part of the Outline Plan.
  - Confirm the intention of engagement at this touchpoint, what is 'on and off the table' and indicating how results will be used, in relation to the preparation of the delivery mechanism.
  - Engage with the community and key stakeholders as part of Workstream 9 to gain support for re-branding and obtain feedback on design direction. Landowners and developers that have active development applications will be engaged through the Landowner Reference Group under the governance structure.
  - Engage with social infrastructure providers through governance structure and landowners as part of Workstream 11 to better understand social infrastructure local and design requirements.
- Information gathering – obtaining information and feedback from a variety of stakeholders and the community about the proposed steps to progress the delivery of Caboolture West.
- Analysis and evaluation – findings from the engagement activities will be evaluated and summarised as follows:
  - Meeting minutes and attendance will be recorded during engagement activities; and
  - A Consultation Summary Report will be prepared at the end of the engagement program documenting the process and key matters to address in the scope and delivery program for Caboolture West.

During the engagement as part of the preparation of the Outline Plan, it was acknowledged that the level of engagement that Council is undertaking with active developers as part of the post-lodgement assessment process has been effective.

## 8.4 Engagement program

It is expected that the engagement associated with the resolution of gateway issues will be organised and facilitated through the governance model. The engagement program for Touchpoint 1 and 2 will be related to the following:

- Touchpoint 1 – late 2020 / early 2021 (but timing is subject to Council internal processes and decision gateways) to be delivered around the timeframes for workstreams 7 to 14 prior to the commencement of the planning scheme drafting.
- Touchpoint 2 – early 2023 following the submission of the major planning scheme amendment to the State Government for review.

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## 9.0 Preliminary risk and opportunity management

Risk management is an important consideration the project. **Table 3** below presents preliminary risk and opportunities assessment that should be considered which should be considered when delivering the project. The table should be refined and confirmed by the Project Team as part of the governance model.

**Table 3 – Preliminary risks and opportunity assessment for Caboolture West**

Project element	Preliminary risks and opportunity assessment
<b>Scope</b>	<ul style="list-style-type: none"> <li>Cost variations and scope creep across specific tasks / projects undertaken both internally and externally.</li> <li>Project direction provided by the Leadership Team and Councillors altering the intended scope and associated project schedule.</li> <li>Identifying significant information gaps that contribute to changes in scope and timings.</li> </ul>
<b>Technical</b>	<ul style="list-style-type: none"> <li>Quality of data, information and reporting available from internal stakeholders influencing modelling and analysis.</li> <li>Significant policy changes across council's planning, infrastructure and service functions.</li> <li>Utilisation of extensive existing information and data across the council organisation.</li> </ul>
<b>Schedule</b>	<ul style="list-style-type: none"> <li>Project direction provided by the Leadership Team and Councillors altering the scope and associated project schedule.</li> <li>Insufficient time for review and feedback mechanisms at milestones of the project.</li> <li>Lack of project direction and decision making from key decision makers.</li> <li>Scheduling associated with Council's business and organisational processes influencing the timing of milestone workshops.</li> </ul>
<b>Resources</b>	<ul style="list-style-type: none"> <li>Internal resourcing with staff turnover/wellness issues and continuity of staff across project stages / phases.</li> <li>Unforeseen circumstances requiring the reallocation of resources and priorities.</li> <li>Restrictions in access to key internal staff due to heavy workloads, periods of leave, etc.</li> <li>Utilisation of resources with expertise and knowledge of the Planning Scheme and previous work undertaken for Caboolture West.</li> </ul>
<b>Quality</b>	<ul style="list-style-type: none"> <li>Lack of coordination with other relevant projects being undertaken across the organisation.</li> <li>Providing clarity in project briefs around objectives, process, outputs and deliverables.</li> <li>Ensuring the project outputs are meaningful to all stakeholders.</li> </ul>
<b>Stakeholders</b>	<ul style="list-style-type: none"> <li>Poor internal communication with stakeholders.</li> <li>Lack of participation from stakeholders.</li> <li>Building a level of consensus around project outcomes for both internal and external stakeholders.</li> <li>Political expectations for community engagement.</li> <li>The governance model will establish a framework to make stakeholder engagement more accountable.</li> <li>Utilisation of council's existing communication channels and engagement tools.</li> </ul>

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### 10.0 Conclusion

This Outline Plan has been prepared to determine a scope and program to establish a planning and delivery framework for the re-start of Caboolture West land use and infrastructure planning. It is driven by need to establish clear and consistent planning direction for Caboolture West area across the various Council departments, relevant State and stakeholder interests and to ensure the alignment of policies, programs, investment and decision making.

#### Issues

Issues and associated workstreams were grouped into two categories based on their level of importance across multiple stakeholder groups. 'Gateway Issues' must be resolved as a first priority and 'Key Issues' are additional considerations to be addressed in the delivery of Caboolture West.

##### a. Gateway Issues

- **Infrastructure cost and funding** – There is a gap between the costs to service the Caboolture West area and the ability to recover these costs through infrastructure charges under the current legislation. A full financial model for the delivery of Caboolture West is required that includes consideration of holding costs and implications of alternative cost recovery mechanisms to bridge the gap between infrastructure charges and servicing costs.
- **State transport infrastructure planning** – There are outstanding State transport planning projects that may have substantial impacts on Council's Caboolture West Transport Model assumptions, trunk infrastructure requirements and spatial land use planning. It is recommended that Council proceed with the planning of Caboolture West and update the transport model addressing alternate models where assumptions around State transport planning projects have been included and other scenarios where they have been excluded.
- **Governance and delivery mechanism** – A delivery mechanism is required to progress land use and infrastructure planning for Caboolture West.

In the short-term, it is recommended that Council allow for the delivery of NDP1 via a streamlined Planning Scheme amendment pursuant to section 18 of the Act. This can progress and refine existing land use and infrastructure work undertaken and maintain the integrity of the current land use planning framework expressed in the Caboolture West Local Plan.

The recommended long-term delivery mechanism is a major amendment to the Planning Scheme which cannot be prepared and progressed until all the issues have been resolved and the program of works for Stage 1 and 2 have been completed.

##### b. Key Issues

- **Green Infrastructure Network (GIN)** – The GIN is an innovative initiative that intends to resolve a myriad of challenges for Caboolture West, including mitigating flood impacts, improving water quantity and quality aspects to comply with Council's objectives, protecting flora and fauna habitat, and supporting open space and active recreation infrastructure. The GIN will require further analysis to ensure that the concepts are fully understood, costs and risks are properly allocated, and all stakeholders have a broad understanding of, and agree with, the purpose and benefits of the GIN. The following scope of works are also proposed to progress the GIN:
  - The design principles which underpin the GIN require review (e.g. current and proposed legislative requirements for koala habitat, regulated vegetation and wetlands protection and offsets).
  - The cost of the GIN (and associated cost sharing arrangements) need to be further developed and agreed.
  - Operational issues such as how the GIN will be established and maintained needs to be further investigated (e.g. sourcing the plants, construction and project management details, need for asset protection zone to manage potential development encroachment, insurance).

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- **Employment and retention** – The employment assumptions prepared as part of the former Major Planning Scheme Amendment 1 are outdated and need to be reviewed to determine their relevance and accuracy in the current market conditions with consideration of proposed sequencing and uptake of enterprise and employment nodes.
- **Infrastructure understanding and requirements** – The provision and capacity assumptions of the trunk infrastructure network (existing and proposed) prepared as part of the former Major Planning Scheme Amendment 1 need to be revisited to determine costs and inform any alternative funding mechanism to resolve outstanding infrastructure cost and delivery matters. Council should continue to collaborate with DTMR in the preparation of a regional transport model to gain a better understanding of the transport network within and servicing Caboolture West.
- **Vision and character** – Rebranding of Caboolture West has been identified as a way to support a holistic design direction for development across each landholding and the Structure Plan area. Steps involved in the re-branding will include a vision and place-making exercise that sets the design direction for the community identity and character. Engagement with landowners and developers will be required to gain support for the design direction and willingness to reflect this in their developments.
- **Social infrastructure** – The proposed location and design of social infrastructure indicated in the Caboolture West Structure Plan area need to be revisited to determine suitability to meet social infrastructure provider requirements and comply with Council and State government standards of service. This would require engagement with the social infrastructure providers. Investigation of a community hub approach should be undertaken to support best practice co-location and facility sharing opportunities throughout the growth area.
- **Landholder and developer expectations** – The highly fragmented nature of Caboolture West makes it difficult for Council to manage expectations and obtain commitment from landowners for infrastructure provision. Council has managed the role and expectations of major landowners and developers, including the landowners in NDP1 throughout the structure planning process and will need to continue to do so during the scope of works for the delivery of Caboolture West. It is recommended that consultation with landowners and developers be managed through the governance model.

## Project Plan and governance

A Project Plan is necessary to facilitate a process for plan making, infrastructure delivery, engagement, governance and resourcing.

A 3 stage, 10 phase program with key workstreams for deliverables has been proposed for consideration by Council. The delivery of NDP1 has been identified as a priority for progression in the short term.

The governance model will oversee all project inputs and outputs, including engagement, resourcing and deliverables.