

Caboolture West Local Plan

Statutory Guideline 01/13

Making and amending local planning instruments

Compliance Report

Moreton Bay Regional Council

December 2013

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1. Introduction

1.1 Report Purpose

Moreton Bay Regional Council (MBRC) has undertaken a comprehensive planning process to include Caboolture West into Moreton Bay Regional Council's new planning scheme.

This report has been prepared in accordance with Statutory Guideline 01/13 Making and amending local planning instruments. It sets out the requirements that were followed by Moreton Bay Regional Council in relation to Caboolture West inclusion in the new Moreton Bay Region Scheme as a Local Plan, in accordance with section 117 of the SPA.

In particular the report documents:

1. Consultation activities undertaken with state agencies and the public in preparing the Caboolture West Local Plan
2. Relevant regional and state interests and how the proposed Caboolture West Local Plan coordinates and integrates matters of state and regional interest;
3. How key elements of a planning scheme outlined in Section 88 of the Sustainable Planning Act have been addressed; and
4. Background studies and reports that have informed the preparation of the Caboolture West Local Plan

1.2 Background

The (former) State Government declared Caboolture West a Master Planned area (MPA) under the provisions of the Sustainable Planning Act on 17 February 2012. The declaration initiated the current comprehensive planning process for Caboolture West.

The SEQ Regional Plan 2009-2031 previously had envisaged that urban growth at Caboolture West area would only occur before 2031 in exceptional circumstances and where further investigations address the Urban Footprint principles and relevant studies identified in the sub-regional narratives.

The SEQ Regional Plan was based on the capacity of the planning schemes by the former Shires of Redcliffe, Caboolture and Pine Rivers. Since that time population projections for MBRC have significantly increased and development continues at a higher rate than was projected in 2008. In taking a wider regional view, the new MBRC considered that Caboolture West would be needed for land supply in the short to medium term. It wrote to the (former) Minister for Planning and Infrastructure in 2011 advising that Caboolture West would need to be included in MBRC Strategic Plan for the region to help accommodate the planned 84,000 additional dwellings by 2031 allocated by the SEQ Regional Plan's to Moreton Bay.

Work on the MBRC Strategic Plan for the region began in 2011. In April 2011 MBRC resolved to commence work on a new planning scheme and in doing so to establish a close working relationship with State Government Departments ((MP11/624-11/628). Six workshops were held with State Agencies between April 2011 and November 2011 related to State Interest matters and Council's approach to the new planning scheme culminating in the completion of a draft Strategic Framework in December 2011 which was subsequently provided to State Agencies for an informal State Interest review. Informal State Interest review comments were received from the State Government in March 2012 as well as acknowledgement that a significant amount of informal review and discussion

has and would continue.ⁱ The draft Strategic Framework incorporating feedback from the informal State Interest review was placed on informal public display on Council’s web site in 2012 while the focus of Council’s work shifted to the more detailed aspects of the planning scheme including the preparation of a Local plan for Caboolture West.

The draft Strategic Framework identified the Caboolture West Declared Master Planned Area as one part of a proposed Caboolture City Planning area providing for an integrated community of potentially 190,000 people and 80,000 jobs. Within this strategic context the Caboolture West Declared Master Planned Area would include a new district level centre, a new enterprise and employment area, new residential neighbourhoods offering a wide variety of housing choices served by a network of local centres and community facilities, and integration of extensive open space and natural areas into the urban development of the region. The effect of Council’s work on the draft Strategic Framework involving significant, early and ongoing engagement with State Agencies related to State Interest Matters, and Council’s approach to planning for the Moreton Bay Region using the MBRC Place Modelⁱⁱ was to establish a strategic context for the preparation of the structure plan before work on the structure plan began.

A structure plan was commenced by MBRC in early 2013 to enable the inclusion of Caboolture West as a Local Plan in the new Moreton Bay Regional Council Planning Scheme in December 2013. Along with a draft structure plan, a wide range of studies have been prepared for submission to the State Government to support the Caboolture West Local Plan. These include reports into environment and natural resources, developable land, transport, services and infrastructure and employment and industrial lands.

2. Consultation activities

2.1 Introduction

This section of the report addresses Step 5.1 (d)(i) – consultation report of Statutory Guideline 01/13 (Step 5 Local government progresses a proposed planning scheme). This section summarises a full MBRC Consultation Outcomes Report.

2.2 Stakeholder Identification and engagement objectives

The MBRC approached the development of plans for Caboolture West as a collaborative local-State partnership with the Department of State Development, Infrastructure and Planning being included on the MBRC Caboolture West Project Steering Committee.

Stakeholders were identified as an initial part of the Caboolture West project plan to ensure all individuals and groups likely to have an interest or expectation regarding the project had been recognised. Key external stakeholders were identified as below:

Stakeholder	Responsibility	Interest or context
State Development, Infrastructure & Planning	Coordinate & assess input/responses from relevant State agencies	State coordinating agency, resolve conflicting State requirements
Queensland Health	Provide input on State interests	Health
Education, Training & Employment	Provide input on State interests	Education, Training & Employment
Queensland Police	Provide input on State interests	Police
Community Safety	Provide input on State interests	Community Safety
Transport and Main Roads	Provide input on State interests	Transport and Main Roads

Housing & Public Works	Provide input on State interests	Housing & Public Works
Agriculture, Fisheries & Forestry	Provide input on State interests	Agriculture, Fisheries & Forestry
Environment & Heritage Protection	Provide input on State interests	Environment & Heritage Protection
Natural Resources & Mines	Provide input on State interests	Natural Resources & Mines
Energy & Water Supply	Provide input on State interests	Bulk Water/Distributor Retailers
Local Government	Provide input on State interests	NA
Communities, Child Safety & Disability Services	Provide input on State interests	No longer involved in land use planning?
National Parks, Recreation, Sport & Racing	Provide input on State interests	National Parks
Department of Justice & Attorney general	Provide input on State interests	
Unitywater	Water and Sewerage Strategies	Unitywater
Linkwater	Bulk Water Supply	Linkwater
SEQ Water		
Energex	Electricity Distribution	Energex
Powerlink	Electricity Transmission	Powerlink
NBN Co.	Broadband	NBN Co.
Origin Gas	Gas	Origin Gas
Significant Landowners:	Land use and Infrastructure Costs	Developer (171ha)
Residents	Property Interests	Various
Neighbours	Property Interests	Various
Interest groups	Affected Interests	Various
Ratepayers	Property Interests	Various
Significant Business Owners	Property Interests	Various

Figure 1 Communication and engagement matrix

Also a communication and engagement strategy was developed to detail the specific levels of engagement required for each stakeholder individual or group. Specific levels of engagement were determined for each stakeholder group (Figure 2). Levels of engagement available included; inform, consult, involve, and collaborate.

		Levels of Involvement				Statutory Process
Group		Decision Making	Collaborate	Involve	Inform	Consult
Government Sector	State Government	<ul style="list-style-type: none"> Funding & Implementation Recommendations to Government 	<ul style="list-style-type: none"> Recommendations to Council Presentations & workshops Recommendations to Steering Group Design workshop or EBD 	<ul style="list-style-type: none"> One on one meetings Briefings Input technical submissions Review task outputs 	<ul style="list-style-type: none"> Website Mail Out (Councillors) Information Leaflet Information sessions Phone enquiries PD News Articles Press Briefings Press Release 	<ul style="list-style-type: none"> Newspaper Ad. & Articles Newsletter Invite submissions Review submissions Respond to submissions
	Council					
	Project steering group					
	MBRC Working Group					
	Technical Working Groups					
	State Agency Coordination Working Group					
	State Agency Working Groups					
Industry & Private Sector	Land Developers working group	<ul style="list-style-type: none"> Land owners & land holders Adjoining Owners 				
	land owners & land holders					
	Adjoining Owners					
Broader Community Sector	Residents in affected corridors					
	District/Regional Community					
	District/Regional Residents					
	District/Regional Business Groups					

Figure 2 Communication and engagement matrix

Figure 3 below shows the adopted Caboolture West communication and engagement timeline. The timeline was closely followed over the life of the project to ensure key consultation activities and tasks were completed on time and in the appropriate manner.

Cab West Project Communications and Engagement Strategy		Cab West Project Stages 2013											
		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Project Stages	Inception	Stage 1											
	Context and Study Area Analysis	Stage 2											
	Concept Design and Development Scenarios	Stage 3											
	Draft Structure Plan	Stage 4											
Collaborate	Recommendations to Council	M	M	M	M	M	M	M	M	M	M		
	Design workshop or EBD												
	Presentations & workshops	M	M	M	M	M	M	M	M	M	M		
	Recommendations to Steering Group	M	M	M	M	M	M	M	M	M			
Involve	one on one meetings	as required											
	briefings	as required											
	input technical submissions	as required											
	review task outputs	as required											
Inform	Website		Bi-M		Bi-M		Bi-M		Bi-M		Bi-M		Bi-M
	Mail Out (Councillors)		M	M	M	M	M	M	M	M	M	M	M
	Information Leaflet	as required											
	Information sessions			1				2				3	
	Phone enquiries	as required											
	PD News Articles	as required											
	Press Briefings Press Release	as required											
Decision Making	Recommendations to Government												EoP
	Funding & Implementation												

M – Monthly
Bi-M – Every two months
EoP – End of Project

Figure 3 Communication and engagement timeline

2.3 Stakeholder Engagement Activities

Planning for Caboolture West occurred through four key stages that included agency, stakeholder and public consultation:

Stage 1 – Project Inception: Over the course of Stage 1 numerous inception meetings were held with key stakeholder groups in order to present background project information and to identify resource capabilities. Meetings with key stakeholders included infrastructure providers (e.g. Powerlink & Energex, SEQ Water, and NBN Co.) and State Agencies. A key inception meeting was also held with the Department of State Development, Infrastructure and Planning (DSDIP) to establish communication between Council’s project team and the co-ordinating State Agency. Inception meetings with consultants were also held signalling the commencement of relevant background studies/investigations and further liaison with State Government agencies by consultants.

The Caboolture West webpage also occurred at this stage.

Stage 2 – Context & Study Area Analysis: Initial investigations into the Caboolture West area as well as the procurement of consultants and briefings and discussions with key internal and external stakeholders to better understand the scope of issues and planning targets.

The first major State Government briefing and workshop regarding the project was held on 22 April 2013. A total of 29 people attended the briefing, including:

- Rob Molhoek MP, Assistant Minister for Planning Reform;
- Darren Grimwade MP, Member for Morayfield;
- 15 representatives from 10 State Agencies;
- 2 representatives from Unitywater;

A development industry briefing was held to inform industry on the proposed project plan and timing.

Public information sessions were held over two evenings in 2013 at two locations within the Caboolture West Investigation Area (Upper Caboolture Farmer's Hall and Wamuran Sports Hall) on March 20th and 21st at which a total of 228 members of the community attended.

Stage 3 – Concept Design & Development Scenarios: Preparation and presentation of draft development scenarios incorporating agreed assumptions, design parameters, policies and principles derived from discussions and workshops in Stages 1 and 2. Key outputs from this stage included feedback from agencies, stakeholders and the public on draft development scenarios, finalisation of consultant reports, and advancement of a preferred development scenario.

Over the course of Stage 3 a number of stakeholder briefings and workshops were held, including:

- Briefing to Seath Holswich, Member for Pine Rivers (24th April 2013);
- Briefings and meetings with State Government officers on Existing Environment Conditions/Constraints (7th May 2013);
- Briefing on transport issues/analysis with DTMR and Arup (9th May 2013);
- Briefing by Unitywater on water supply & sewerage planning (9th May 2013);
- Workshop with Economic Associates (16th May 2013);
- Workshop with State Government officers on environmental/agriculture/koala issues (21st May 2013);
- Workshop with DTMR and Arup on transport issues (28th May 2013);
- Meeting with DETE regarding public schools and a possible new delivery model (7th June 2013);
- Meeting with specialist consultant regarding assisting Council with the financial modelling (12th June 2013); and
- Workshop with internal stakeholders on the current development scenarios (13th June 2013).

The second major State Government briefing and workshop was held on the 3rd June 2013. 34 people in total attended, including:

- Sixteen representatives from seven State Agencies;
- Two representatives from Unitywater;
- Caboolture West Project Team;
- Council officers; and
- Project consultants, including SMEC, Arup, Economic Associates and BMT WBM

A second development industry briefing on 24th June 2013 presented similar material to that presented to the public in the second round of information sessions.

A second round of public information sessions was held on the 24th and 27th June 2013 at the Upper Caboolture Farmer's Hall and Wamuran Sports Club at which a total of 104 members of the community attended.

Stage 4 – Draft Broad Land Use & Infrastructure Strategy: Preparation of the structure plan and infrastructure strategy as well as the liaison with the Department of State Development, Infrastructure and Planning regarding the process to include the structure plan and infrastructure strategy in the new planning scheme.

An August 'Enquiry-by-Design' workshop was held on the 19th August 2013 in order to test and confirm a preferred Caboolture West land use scenario. 31 people from DSDIP, DETE, DTMR, DAFF, DEHP, DNRM, Council and consultants attended the workshop which included a project update, presentations, and three activities, comprising:

- Strategic Context & Purpose – overview of the wider context i.e. population, employment, in Caboolture City and SEQ
- Plan Proposals – overview of new information and studies, 4 scenarios down to 1 preferred plan, and testing the concept against the sustainability criteria to make sure it works.
- Plan delivery – what will be produced by MBRC and how.

During Stage 4 in September 2013 the project steering Group and subsequently Council endorsed a draft land use plan which was then used to develop detailed planning assumptions for use in subsequent infrastructure modelling work. The time taken to develop the detailed assumptions and incorporate these into the infrastructure models delayed progress of the project by about 6 weeks consequently stage 4 has extended into December.

Stage 5 – Incorporation into Planning Scheme & Adoption: Documentation (maps, codes, policies and guidelines) being finalised for inclusion as part of Council's draft planning scheme to be advertised in early 2014.

On 17 December 2013 Council resolved to include the draft Caboolture West Local Plan in the draft MBRC Planning Scheme for formal State Interest review. Further public and industry liaison is expected to occur during 2014 as part of the formal public consultation of the proposed MBRC planning scheme.

3. Integration of matters of state and regional interest

3.1 Introduction

This section of the report addresses Step 5.1 (d)(ii) – how the proposed planning scheme coordinates and integrates matters of state and regional interest 01/13 (Step 5 Local government progresses a proposed planning scheme).

3.2 State Planning Policy

The State Planning Policy December 2013 (SPP) defines the Queensland Government's policies about matters of state interest in land use planning and development. The SPP identifies the state's interests in planning and development and how they must be dealt with in planning schemes, council development assessment processes and in designating land for community infrastructure.

The SPP includes 16 state interests arranged under five broad themes:

- Liveable communities and housing
- Economic growth
- Environment and heritage
- Hazards and safety
- Infrastructure

These are addressed for Caboolture West as follows.

3.2.1 Planning for liveable communities and housing

State interest—liveable communities and housing

Planning delivers liveable, well-designed and serviced communities that support wellbeing and enhance quality of life.

The Caboolture West Local Plan component of the Moreton Bay Region Scheme is based on a structure plan for the area which is explained in detail in the Caboolture West Urban Design Report, MBRC December 2013. In summary the Local Plan for Caboolture West satisfies the State Interest as follows:

- (1) including principles of best-practice urban design that promote attractive, adaptable and accessible built environments and enhance personal safety and security**

MBRC Response: Urban Design at Caboolture West has incorporated and adapted the Next Generation Planning model to SEQ's topography into clusters of three to four neighbourhoods around a local centre and higher density housing. The way in which Caboolture West is structured into walkable neighbourhoods and towns is part of an urban system that facilitates amenities that promote local walking and cycling, and supports public improved transport. Perimeter block development will be encouraged to ensure that the public realm is overlooked for safety.

- (2) maintaining or enhancing areas of high scenic amenity, and important views and vistas that contribute to natural and visual amenity**

MBRC Response: The urban design maintains key views to the regional landscape and respects areas of natural and cultural significance through a proposed Green Network along the Caboolture River, and Wararba Creek and tributaries and responds to local landform. This emphasises the relationship of river and surrounding mountain ranges within the urban fabric of Caboolture West.

A visual and landscape character assessment has informed the structure plan and several locations where views are present were identified and will be confirmed at the next planning or development stage.

(3) maintaining or enhancing opportunities for public access and use of natural areas, rivers, dams and creeks

MBRC Response: Plans for Caboolture West seek to ensure that significant biodiversity values and ecological processes in Caboolture West are supported and enhanced. They include a new and innovative approach of a Green Network Plan. The goal is to build a healthy and productive green infrastructure network of natural, semi-natural and engineered green spaces that are valued for what they are, the ecosystem services they provide, and their contribution to regional biodiversity and environmental resilience.

The 'green network' of 1011ha (36%) comprising the Caboolture River, Wararba Creek and Tributaries, plus minor green corridors along gullies is included in the Caboolture West Local Plan. This will enhance public access to Caboolture West's natural assets.

(4) planning for public open space that:

(a) is functional, accessible and connected, and

(b) supports a range of formal and informal sporting, recreational and community activities

MBRC Response: Plans for Caboolture West include significant parkland including a regional and district sports parks for regional sporting fields within a 15 minute walk, and local neighbourhood parks for local recreation within 5 minute walk. A mix of small and large parks is proposed to provide a choice and robustness to the park network, and avoid overprovision of very small parks.

In addition to the Green Network Plan that accounts for about 30% of the structure plan area, land identified for active and passive sports and recreation accounts for about an additional 10% of the structure plan area with the proposals comprising a comprehensive approach to public open space planning.

(5) considering local character and historic features that support community identity, while promoting appropriate innovation and adaptive re-use that is compatible and sensitive to the local character and historic context

MBRC Response: Careful regard has been paid to analysing and including landscape character into the design of Caboolture West. Council has analysed the scenic amenity values of land within the Caboolture West area, and selected views from the Caboolture West area towards the adjacent Glass House Mountains, and the D'Aguilar Range to the west and south west. The design includes a concept of river to range as Caboolture West is located where these two major landscape elements meet.

The Caboolture West area contains two areas of cultural heritage significance: Old North Road & Zillman's Crossing – (Road Reserve) and the Uniting Church & Cemetery – (Lot 48 S31711). The cultural heritage significance of these areas is recognised in the local plan and will be taken into account in subsequent more detailed planning for development in these locations.

(6) providing a mix of land uses to meet the diverse demographic, social, cultural, economic and lifestyle needs of the community

MBRC Response: The Caboolture West Local Plan includes a variety of land uses including an 'urban living' area of a range of residential housing types and densities and local commercial centres and industrial areas (1,521ha approx. 54% of the structure plan area), an enterprise and employment area of (160ha 6%) and a large, mixed use town centre at the heart of the town (106ha, 4%).

Further, Caboolture West is proposed to follow the trend to more dense, diverse and affordable houses. The average size of new greenfield lots in SEQ has been reduced to try to keep housing prices lower as demographics have changed towards smaller and more diverse households and prices have increased over time. As a result, Caboolture West has been planned to include more diverse housing types including a greater amount of attached housing, and low and mid-rise apartments and live-work units in town centres with good public transport and amenities.

(7) facilitating the consolidation of urban development in and around existing settlements and maximising the use of established infrastructure and services

MBRC Response: Caboolture West is planned as a sustainable urban extension to Caboolture, and not a 'stand-alone' new town or suburb. Caboolture West is part of and supports a city-wide urban and economic development strategy advanced in the new Moreton Bay Region Planning Scheme called 'Caboolture City'. Caboolture City is a plan for a more self-contained city within a wider metropolitan region, underpinned by a network of economic and urban development opportunities.

Caboolture West and the Caboolture Principal Activity Centre (Caboolture City) are to be linked with public transport corridors and public transport infrastructure to ensure multimodal transportation choices to reduce car trips and kilometres travelled. A 'C-Bahn' rapid bus connection is proposed to Caboolture City centre to provide a 10 minute public transport connection between the Caboolture City Centre, and stations in the Caboolture West town centre and the enterprise and employment area.

(8) considering the location of infrastructure within the local government area including education facilities, health facilities, emergency services, arts and cultural infrastructure, and sport, recreation and cultural facilities, and:

(a) locating complementary development in areas with a high level of access to infrastructure and associated services, and

(b) protecting existing and known planned infrastructure from development that would compromise the ability of infrastructure and associated services to function safely and efficiently

MBRC Response: The Caboolture West centres strategy identifies the likely facilities supplied by a variety of providers needed to service the new community in accordance with the SEQ Regional Plan Guideline 5: Social Infrastructure Planning. This includes community infrastructure such as community aged care, ambulance station, community health care and a fire and rescue station. Other facilities will be supplied as a commercial activity in appropriately zoned locations (e.g. child care centres). Standards for the provision of these facilities have been included in the

planning assumptions developed from the adopted land use plan and have been used in Council's infrastructure network planning, illustrative master planning and the neighbourhood scale plans underpinning the local plan.

Council community facilities are being planned for as a trunk community facilities network (such as libraries, community and leisure centres and halls) and local community facilities buildings (such as local community and neighbourhood centres).

State primary and high school locations have been identified in the Caboolture West structure plan, with boundaries and sizes to be determined at Neighbourhood Development Plan stage. This will help guide Education Queensland and developers to ensure an equitable distribution of schools in Caboolture West.

Plans for Caboolture West include significant parkland including a regional and district sports parks for regional sporting fields within a 15 minute walk, and local neighbourhood parks for local recreation within 5 minute walk. A mix of small and large parks is proposed to provide a choice and robustness to the park network, and avoid overprovision of very small parks.

(9) locating development in areas currently serviced by state infrastructure, and where this cannot be achieved, facilitating development in a logical and orderly sequence to enable the cost-effective delivery of state infrastructure to service development

MBRC Response: MBRC has comprehensively considered the location of developed areas currently serviced by state infrastructure as part its process of preparing the draft Strategic Framework. The capacity of existing areas to accommodate development, the demand for development and the likely timing and location of development have been considered in detail and are reflected in the draft MBRC Priority Infrastructure Plan assumptions. The conclusion from this detailed work is that additional greenfield land in the Caboolture West Master Planned Development Area is required to begin development before 2031 in order to cater for projected growth in the region.

MBRC has considered the existing networks of infrastructure surrounding and within the CIGA, and the anticipated augmentations and future provisions required for roads, active transport, public transport, green infrastructure, parks and sporting facilities, community facilities, and stormwater quantity and quality. Unity Water has prepared infrastructure plans for water supply and sewerage networks to service Caboolture West.

The Council has prepared a costed infrastructure strategy to determine the infrastructure required to service the anticipated population and land use plan in a logical and orderly sequence starting on the south east at Caboolture River Road.

(10) facilitating the provision of pedestrian, cycling and public transport infrastructure and connectivity within and between these networks

MBRC Response: Plans for Caboolture West include a wide range of travel choice including quality public transport and infrastructure for walking and cycling.

The major street grid has been developed at 800m spacing, supporting excellent connectivity and transport choices. The design of an effective network of centres for Caboolture West

emphasises the opportunity for people to walk or cycle to local destinations such as schools, shops and other services that are easily reached along the street network or dedicated pathways.

A future C-Bahn - a guided busway connecting Caboolture West to Caboolture CBD and railway station is proposed with a central interchange at the proposed Caboolture West town centre.

The street network is designed to increase walking and cycling along pleasant and safe streets. Additional pedestrian and cycle crossings across waterways have been included to increase active transport connectivity.

(11) including provisions that support the efficient location and assessment of education infrastructure (catering for both state and non-state education providers)

MBRC Response: Three state high school sites including a town centre school and six state primary school locations are planned at Caboolture West. This will help guide Education Queensland and developers to ensure an equitable distribution of public schools in Caboolture West.

Plans for Caboolture West include standards for the provision of private schools, with their location to be identified at a subsequent planning stage reflecting commercial negotiations between land owners/developers and private school providers.

(12) including provisions to ensure that development is designed to support connection to fibre telecommunications infrastructure (i.e. broadband) in greenfield areas.

MBRC Response: The local plan is a high level strategy to guide the future development of the Caboolture West area over the next 40 years. During the process of preparing the Local plan Council officers participated in the preparation of the MBRC, RDA Moreton Bay and Queensland Government Digital Futures Strategyⁱⁱⁱ, and met with an NBNCO officer regarding the roll out of the National Broadband Network. Federal Government policy towards the national broadband network changed significantly during 2013 which makes development of specific development policies to support connection to fibre telecommunications particularly difficult to formulate at this stage.

Council in its draft Strategic Framework for the region:

- recognises the importance of continuing to Investigate the growth of the digital economy and high speed broadband telecommunications to support economic development, job self - containment and opportunities for telecommuting;*
- is supportive of high speed internet access for all and encourages the roll out of the high speed broadband services throughout the Region including access for the more remote rural areas; and*
- will continue to monitor the growth of the digital economy and its potential impacts on lifestyles and development within the Region and will seek to identify opportunities provided by the new economy to support greater levels of economic development/job self-containment within the region and opportunities for telecommuting to replace commuter travel to the city.*

Connection to fibre telecommunications infrastructure is particularly important to Council achieving its planning aspirations for a future Caboolture City of which Caboolture West is a part. Further work is required to develop a digital futures strategy for the Region, Caboolture City and Caboolture West. As an interim measure the Caboolture West Local Plan includes the same criteria for assessable development as the rest of the proposed MBRC planning scheme pending implementation of the MBRC Digital Futures Strategy and the roll out of the NBN.

State interest— housing supply and diversity

Diverse, accessible and well-serviced housing and land for housing is provided.

In summary the Local Plan for Caboolture West satisfies the State Interest as follows:

(1) locating land for housing development and re-development in areas that are accessible and well connected to services, employment and infrastructure

MBRC Response: Caboolture West is planned as a sustainable urban extension to Caboolture, and not a 'stand-alone' new town or suburb. Caboolture West is part of and supports a city-wide urban and economic development strategy advanced in the new Moreton Bay Region Planning Scheme called 'Caboolture City'. Caboolture City is a plan for a more self-contained city within a wider metropolitan region, underpinned by a network of economic and urban development opportunities.

Caboolture West and the Caboolture Principal Activity Centre (Caboolture City) are to be linked with public transport corridors and public transport infrastructure to ensure multimodal transportation choices to reduce car trips and kilometres travelled. A 'C-Bahn' rapid bus connection is proposed to Caboolture City centre to provide a 10 minute public transport connection between the Caboolture City Centre, and stations in the Caboolture West town centre and the enterprise and employment area.

80,000 jobs overall are being planned for the future Caboolture City of which 17,000 jobs are planned for Caboolture West. The Caboolture West Town Centre and Local Centres will be built for suburban offices, with an appropriate urban design framework to encourage employment in 8,000 centre based jobs. An enterprise and employment area is proposed at Caboolture West, providing up to 5,000 jobs, and other dispersed employment in 4,000 jobs. Caboolture West has a vital role in contributing to Caboolture City by providing a critical mass of people with a diverse labour force and generating employment from land development, building and infrastructure projects.

(2) facilitating a diverse and comprehensive range of housing options that cater for the current and projected demographic, economic and social profile of the local government area

MBRC Response: Plans for Caboolture West will ensure that far more housing types are proposed than in a normal development with a range of housing types and sizes for the full demographic and income range of Moreton Bay Region.

Moreton Bay is home to diverse communities^{iv}, with the following relevant to Caboolture West:

- *Relatively young in high growth housing estates;*

- *Strongly oriented towards families with children with a relatively high proportion of single parent households in the north of the region;*
- *Characterised by lower than regional average incomes.*

Future projected population characteristics of:

- *An increase of 'empty nesters' or pre-retirement groups aged from 55-64;*
- *A large increase in the proportion of people aged over 65 years;*
- *A decrease in the proportion of other age groups, while absolute numbers will still increase;*
- *A significant decline in the proportion of couple families with children and an increase in all other household types; and a continued decline in household size, particularly separate houses.*

The MBRC Housing Needs Assessment concluded that smaller household size will reduce the need for detached three and four bedroom dwellings. Moreton Bay will need an increased and more diverse range of houses as a result.

Housing types will be in accordance with the Next Generation Planning Place Types selected for Caboolture West:

1. Next Generation 20: Minimum average of 20 dwellings per hectare assigned to suburban areas, which is mid-point of the density range included in Next Generation Planning for Urban Precincts of 15-25 dwellings per hectare. A predominance of wide and narrow lot single houses would be expected in these areas, with semi-attached compact homes also introduced in suitable locations.

2. Next Generation 30: Minimum 30 dwellings per hectare average assigned to Large Neighbourhood Centres, which is the lowest end of the density range included in Next Generation Planning for Urban Precincts. Next generation housing types would include some detached housing on narrow lots, with attached duplexes to quadruplexes and row houses clustered around shops and facilities in the new Caboolture West neighbourhoods.

3. 60 dwellings per hectare average assigned to Town Centre, indicating that low rise apartments as well as row houses and live work dwellings. This is currently an ambitious target, as generally densities over 40dpha are currently only financially feasible in areas of high amenity with established local facilities Strata title (for example in the NSW context in very mature new communities with facilities such as town centres at Rouse Hill, Park Central and Nelson Ridge). The density of 60pha is set with the long 15 year+ timeframe for the development of the town centre by which time affordability and demographic changes to smaller houses are expected to continue to drive the need for higher densities and more affordable housing products.

(3) providing for best-practice, innovative and adaptable housing design

MBRC Response: Housing choice is provided in accordance with the Next Generation Planning which has a key aim to encourage best-practice urban design.

Detailed planning and design standards for adaptable housing have not been developed specifically for the Caboolture West Local Plan as the local plan is focussed on a higher level strategy for the overall development of the area pending the preparation of detailed

neighbourhood development plans. The proposed Local Plan currently includes the same provisions as the proposed MBRC Planning Scheme and does not preclude adaptable housing design being incorporated into developments in the future.

(4) providing sufficient land to support the projected workforce population where housing is required for non-resident workforce accommodation associated with large-scale approved mining, agriculture, industry or infrastructure projects. The land should either be:

- (a) within an existing township—where the accommodation can be appropriately integrated and potential adverse impacts on nearby sensitive uses mitigated, or
- (b) outside an existing township—where the accommodation is completely separate from the township and self-sufficient.

MBRC Response: Not applicable

3.2.2 Planning for economic growth

In summary the Local Plan for Caboolture West satisfies the State Interest as follows:

State interest—agriculture

Planning protects the resources on which agriculture depends and supports the long-term viability and growth of the agricultural sector.

(1) considering the strategic economic significance of important agricultural areas by promoting and optimising agricultural development opportunities and enabling increased agricultural production in these areas

MBRC Response: Developing part of the Caboolture West area for urban purposes is not likely to limit the potential for agricultural production in MBRC. The level of agricultural production in MBRC is limited more by access to markets and other factors. Agricultural production can be increased through use of lands elsewhere in the MBRC area which have more assessed potential for agricultural production including the Neurum-Woodford area, in the inter-urban break between Caboolture and Caloundra on the Sunshine Coast, and in the Caboolture-Ningi area.

The design of the Caboolture West Local Plan minimises the impacts of proposed development on the productive agricultural areas north of the D’Aguilar Highway, and provides time for existing agricultural activities within the local plan area to transition to urban land uses in the longer term.

(2) protecting Agricultural Land Classification (ALC) Class A and Class B land for sustainable agricultural use by:

- (a) avoiding fragmentation of ALC Class A or Class B land into lot sizes inconsistent with the current or potential use of the land for agriculture, and
- (b) avoiding locating non-agricultural development on or adjacent to ALC Class A or Class B land, and
- (c) maintaining or enhancing land condition and the biophysical resources underpinning ALC Class A or Class B land, and
- (d) protecting fisheries resources from development that compromises long-term fisheries productivity and accessibility

MBRC Response: The Caboolture West area includes Good Quality Agricultural Land, Strategic Cropping Land and has been identified in the Queensland Agricultural Land Audit as part of an important agricultural area. Because of the presence of mapped GQAL, and potential Strategic Cropping Land (SCL) within the Caboolture West area the preparation of the Caboolture West Land Use and Infrastructure Plan (Caboolture West Plan) is also subject to former State Planning Policy 1/12 Protection of Queensland's strategic cropping land.

GQAL

- *only a small part of the Caboolture West study area is GQAL and considered suitable for a wide range of current and potential crops;*
- *part of the study area is of marginal quality for a narrow range of current and potential crops; and*
- *most of the land is either non-agricultural land or land suitable only for native pasture for grazing purposes or softwood and native forestry plantations; and*

SCL

- *large areas of mapped SCL are only suitable for native pastures and forestry purposes;*
- *much of the SCL mapped land within the Caboolture West area fails the slope criteria and therefore does not qualify as SCL; and*

Agricultural Land and Production

- *good quality agricultural land criteria/principles are not in themselves sufficient to determine an area's suitability to be retained for agricultural production purposes;*
- *there is no shortage of land in the region for growing pineapples or strawberries, the main limitation on these industries is lack of markets;*
- *the Queensland Agricultural Land Audit^v identification of Caboolture West as an important agricultural area does not reflect the findings of the revised GQAL mapping by DNRM or the revised SCL mapping based on the slope assessment undertaken by MBRC but is mainly only potentially suitable for pasture or native and softwood forestry purposes;*
- *the potential for viable softwood plantations to be established in the Caboolture West area has been questioned in the Moreton Bay Rural Areas Strategy^{vi} (MBRAS) which found that expansion of softwood plantations onto freehold land will be insignificant except where there are no alternative land uses options and favourable taxation incentives;*
- *the MBRAS study also found that most grazing activities are only occurring on a semi-commercial basis on smaller properties and a significant increase in animal production in the Caboolture West area (particularly intensive animal production) would have potentially significant adverse impacts on water quality in local waterways.*

(3) protecting fisheries resources from development that compromises long-term fisheries productivity and accessibility

MBRC Response: Not applicable

(4) facilitating growth in agricultural production and a strong agriculture industry by:

- (a) considering the value and suitability of land for current or potential agricultural uses³ when making land use decisions, and**
- (b) considering the planning needs of hard-to-locate intensive agricultural land uses, such as intensive animal industries and intensive horticulture, and**
- (c) locating new development (such as sensitive land uses or land uses that have biosecurity risks for agriculture) in areas that minimise potential for conflict with existing agricultural uses through the provision of adequate separation areas or other measures, and**
- (d) considering model levels of assessment and including agriculture development codes (or similar development assessment requirements), and**
- (e) facilitating opportunities for mutually beneficial co-existence with development that is complementary to agriculture and other non-agricultural uses that do not diminish agricultural productivity, and**
- (f) considering the infrastructure and services necessary to support a strong agriculture industry and associated agricultural supply chains, and**
- (g) protecting the stock route network from development (both on the stock route and adjacent) that would compromise the network’s primary use or capacity for stock movement and other values (conservation, recreational).**

MBRC Response: Investigations undertaken by Council indicate that within the Caboolture West study area, approximately 2,700 ha may be suitable for urban development on the lower lying land extending from Wamuran to Bellmere, Upper Caboolture and Rocksberg in the south. Within this area there are 30 properties used for growing a variety of crops including strawberries, pineapples, bananas, nut varieties, lemons/limes and pumpkins.

The area of Class A GQAL which has been mapped as part of this project has been revised down by the Department of Natural Resources and Mines from 598 Ha distributed along the northern and eastern edges of the study area extending from Wamuran to Upper Caboolture to 350Ha in the northern area around Wamuran.

The area of mapped SCL which is identified in the State Trigger Map covering 1600 Ha and dispersed widely across the study area has been revised down to 300ha along the eastern edge of the study area as a result of the slope assessment undertaken by Council.

The SGS and MBRAS studies undertaken by Council identify a number of localities with potential for development of agriculture in the MBRC area. These localities are Neurum-Woodford, Wamuran-Elimbah and Caboolture-Ningi.

The important agricultural area identified in the QALA does not include the Woodford-Neurum area but focusses only on the areas immediately adjoining the urban footprint including the Caboolture West study area, North East Business Park, the Caboolture airport, and the Elimbah East regional development area. As mapped this important agricultural area would potentially significantly limit development of a future Caboolture City as envisaged in the draft MBRC Strategic Framework.

The area south of the D’Aguilar Highway and west of Caboolture containing the Caboolture West study area and extending south through the localities of Moorina, Morayfield and

Narangba has limited potential for annual and perennial horticulture. The main reasons that the QALA included this area in the important agricultural area seems to be based on:

- *limited areas of GQAL adjacent to the urban footprint and the D’Aguilar Highway at Wamuran within the Caboolture West area; and*
- *the areas potential for softwood plantations, native forests and grazing activity.*

The potential for viable softwood plantations to be established in the Caboolture West area has been questioned in the MBRAS which found that expansion of softwood plantations onto freehold land will be insignificant except where there are no alternative land uses options and favourable taxation incentives. The QALA also indicates that there is no shortage of land within the MBRC area with potential for native forestry production.

The MBRAS study also found that most grazing activities are only occurring on a semi-commercial basis on smaller properties. A significant increase in animal production in the Caboolture West area (particularly intensive animal production) would also have potentially significant adverse impacts on water quality in local waterways that drain through established urban areas to the east.

Developing part of the Caboolture West area for urban purposes is not likely to limit the potential for agricultural production in MBRC. The level of agricultural production in MBRC is limited more by access to markets and other factors. Agricultural production can be increased through use of lands elsewhere in the MBRC area which have more assessed potential for agricultural production including the Neurum-Woodford area, in the inter-urban break between Caboolture and Caloundra on the Sunshine Coast, and in the Caboolture-Ningi area. Council’s main effort to facilitate growth in agricultural production is to join with Unitywater and Driscolls Australia Pty. Ltd. in currently preparing a Wamuran Irrigation Scheme – Concept Study and Feasibility Analysis that focusses on the potential to use recycled waste water to support berry production in the agricultural area north of the D’Aguilar Highway.

The potential for increased agricultural production within MBRC is also contingent upon factors identified in the SGS and MBRLS reports:

- *careful planning to ensure the most productive agricultural areas and those with the greatest potential for agricultural production are retained and protected from further urban encroachment;*
- *transport routes to the region are developed and maintained;*
- *development of a rural industries facilitation project and a comprehensive economic development strategy for rural areas, a treated waste water agricultural irrigation scheme could form part of such a strategy; and*
- *actively marketing agriculture to the community.*

The recently released draft single State Planning Policy recognises “agriculture” and “development and construction” as key pillars of the Queensland economy. It also recognises the need for sufficient land and housing stock to support vital development, resource and infrastructure related projects and to meet the diverse needs of different sections of the community. These are all relevant considerations in determining the outcomes of the Caboolture West project.

The SPP notes that State interests will compete or conflict in some circumstances. It provides that specific regional and local circumstances must be considered when determining how to resolve these at a local level. The Minister will consider the following three objectives when determining whether the SPP has been appropriately integrated in a local planning scheme:

- (1) Applying the guiding principles in Part C of the SPP*
- (2) Considering the state interests in their entirety; and*
- (3) Addressing the regional and local context*

Investigations undertaken by Council have found that the main potential for expansion of agricultural production in the Caboolture West area in the longer term is limited to forestry and grazing for which there is no shortage of land elsewhere in MBRC. The potential for expansion of the urban area within MBRC is limited to the Caboolture West area. There is no other land available which:

- adjoins the urban footprint;*
- is within 10 minutes' drive time of the Caboolture-Morayfield Principle Activity Centre;*
- is not constrained by steep land, flooding, urban water supply catchment, or extractive resources;*
- is relatively unconstrained by existing development or lot fragmentation; and*
- has the potential to provide land for housing and employment in the medium to longer term that will support continued growth of the local economy without compromising long term agricultural productivity in the area.*

The draft single SPP specifically provides for situations where regional and local context must be considered when integrating state interests. The emphasis at Caboolture West should be towards housing needs in the region, as there is sufficient suitable land to maintain and grow the regional agricultural industry.

State interest—development and construction

Planning supports employment needs and economic growth by facilitating a range of residential, commercial, retail and industrial development opportunities, and by supporting a strong development and construction sector.

- (1) Identifying suitable land for residential, commercial, retail and industrial development, and providing a mix of zone types and locations that consider existing and anticipated demand, the nature of surrounding land uses, opportunities for mixed uses, and the physical constraints of the land**

MBRC Response: Structure planning for Caboolture West had careful regard to physical constraints, with steep slopes (>15%), areas of flood hazard being ruled out, and the urban design having careful regard to other important features such as water supply limits, electricity transmission lines, significant vegetation.

The Local Plan for Caboolture West proposes a 2,800ha sustainable urban extension to Caboolture, to be developed over 40+ years that includes suitable land for various uses as follows:

- An 'urban living' area of 1,521ha approx. (54% of the structure plan area) that will to accommodate about 27,000 dwellings, 70,000 residents and 17,000 jobs*

- A 'green network' of 1011ha (36%), plus minor green corridors along gullies
- An enterprise and employment area of 160ha (6%)
- A large, mixed use town centre at the heart of the town (106ha, 4%)

The Caboolture West local plan is divided into 5 precincts; Town Centre, Enterprise and Employment, Urban Living, Green Network, And Rural Living. The precincts where appropriate are divided into further sub-precincts to provide an appropriate distribution and mix of uses for the future population.

(2) Planning for the infrastructure required to support residential, retail, commercial, industrial and mixed-use development based on planning assumptions and the demand on infrastructure outlined in a priority infrastructure plan

MBRC Response: Planning for infrastructure required to support the adopted land use plan for Caboolture West has been based on planning assumptions initially developed as part of the proposed MBRC planning scheme but developed further in response to specific and detailed land use planning and infrastructure investigations undertaken as part of the preparation of the structure plan. Assumptions about dwelling types and density, occupancy rates, commercial, retail, community, industrial and rural and resource employment assumptions used in the Caboolture West Local Plan reflect the intended built form outcomes envisaged for the local plan area particularly in the next generation, urban and activity centre place types used in the plan.

The timing of provision of sewerage has been used as the initial basis for determining the likely staging of development. This staging will be reviewed over time as circumstances warrant.

The Caboolture West Structure Plan Project has been undertaken as an integrated land use and infrastructure strategy. All infrastructure has been designed to meet, as far as practicable, the vision for the Caboolture West Urban Development Area (CWUDA).

- Roads: *The proposed road system is based on a grid layout for major streets with a modified grid for the minor neighbourhood streets. This is in line with Council's new planning scheme design standards and maximises connectivity for vehicles, pedestrians and cyclists in line with the CWUDA vision. CWUDA connects to the external road network via the D'Aguilar Highway, King Street, Bellmere Road, Caboolture River Road, Old North Road and a new connection to the south via Petersen Road. Substantial external road and intersection upgrades are required to accommodate the impact of the CWUDA.*

Major internal streets (neighbourhood connectors/sub-arterial and arterial roads) have been included as trunk infrastructure. Frontage access will be permitted for 2 lane neighbourhood connectors on the basis that they have centre medians with U-turns available at intersections. Consequently, the trunk road cost has been reduced by 30% to allow for the local function of these roads. Where these roads are delivered by developers the trunk offset value will be limited to 70% of the cost of the road.

The trunk roads infrastructure costs include the full internal major roads (including bridges), external road connections (including the road interchange to the D'Aguilar Highway and King Street) and the external road impacts to the year 2031. At the time this report was prepared the total trunk road cost is estimated at \$498M (excludes escalation and discounting to NPV).

- C-Bahn: The existing external Wamuran rail corridor and Powerlink easement running north-south within the area have been utilised to provide for a guided rapid transport busway connection between the proposed town centre in CWUDA and the Caboolture City centre/railway station. This route can provide a substantial reduction in travel time compared to on-road travel.

The transport modelling assumes C-Bahn is in place resulting in reduced road infrastructure. Council will need to be careful in the future not to construct more road infrastructure than planned to avoid undermining the future business case for the guided rapid transport busway. The land required for the C-Bahn (including station sites) within the site has been included as trunk infrastructure.

Most of the land required is constrained land within the existing Powerlink easement. Powerlink have given conditional approval in principle to locating the busway on the western edge of the easement based on preliminary design alignments provided to them by Council. At the time this report was prepared the total trunk land cost for C-Bahn is estimated at \$3M (excludes escalation and discounting to NPV).

- Active Transport: A significant amount of internal connectivity has been planned to support active transport in line with the vision for the area. In addition to the road network a substantial internal off road network is also provided. At the time this report was prepared the total trunk cost for active transport is estimated at \$14.5M (excludes escalation and discounting to NPV).
- Open Space: Apart from the substantial green network there are 3 district sports parks and one regional sports park, a town centre park, local recreation parks and minor green corridors complete the open space network. At the time this report was prepared the total trunk cost for open space is estimated at \$96M (excludes escalation and discounting to NPV).
- Stormwater Management: Revegetation of the Q100 floodway has been provided to ameliorate flooding impacts downstream of the CWUDA. This revegetation also reduces geomorphic stream impacts (e.g. bed/bank erosion and loss of riparian habitat) on the downstream waterways. Stormwater quality issues can be managed to achieve “no worsening” for trash, suspended solids, phosphorous and nitrogen under the mandatory requirements of State Planning Policy SPP4/10 (now replaced with the new State Planning Policy that commenced on 2 December 2013). Consequently, these mandatory development requirements have not been included as trunk infrastructure. At the time this report was prepared the total trunk cost for stormwater infrastructure is estimated at \$18.4M (excludes escalation and discounting to NPV).
- Community Facilities: Land for community facilities has been included in the trunk infrastructure strategy. The strategy allows for land to accommodate a branch library, community centre, community hall, leisure centre and four of multi-purpose halls within the CWUDA. At the time this report was prepared the total trunk cost for community facilities is estimated at \$4.3M (excludes escalation and discounting to NPV).
- Water Supply & Sewerage: Unitywater have provided two water supply and sewerage reports during the project. The first report dated March 2013 made a preliminary assessment for the

provision of these services to a large town scenario with urbanisation up to the Wamuran township. This report indicated the possible ultimate system to serve 68,800 EP. The final report dated October 2013 assesses the ultimate system and staging for the proposed Caboolture West Urban Development Area with a population of 68,700.

- Total Water Cycle Management: To assist with the finalisation of the Structure Plan for the declared Caboolture West Master Planned Area, BMT WBM was engaged by Council to amend the Total Water Cycle Management Plan for the Caboolture Identified Growth Area (CIGA) (BMT WBM, 2012) to align with the final land use plan. The objective of the TWCMP is to provide an assessment of potential management options, and describe the recommended strategy for the Caboolture West Urban Development Area, including a conceptual layout plan and cost estimates.

The following is a summary of the recommended management options:

1. New development to satisfy best practice stormwater management targets as required under State Planning Policy
2. Stormwater harvesting from large existing water bodies for irrigation to the proposed sporting fields in the Urban Development Area
3. Recycled water usage, if available, to irrigate open space areas
4. Prevention of illegal stormwater connections to sewer
5. Revegetation of the Q100 floodway extents for waterways within the Urban Development Area
6. Increased enforcement and implementation of erosion and sediment controls on development sites; and
7. Education and capacity building to support implementation of solutions.

Environmental Offsets Strategy: The plan for Caboolture West seeks to improve the current urban expansion approach in which biodiversity protection often results in dysfunctional fragmentation of both natural and urban habitats. The approach at Caboolture West has been to balance the requirements of biodiversity conservation with the needs of urban sustainability. Also, careful consideration has been given to the enhancement of the regional ecosystem through proposals for offsetting and rehabilitation of environmental corridors. The natural elements have been included as a Green Network Plan in the Caboolture West Structure Plan Urban Development Area.

The backbone of the proposed Green Network Plan is a series of corridors that will provide habitat in their own right and link key environmental areas within Caboolture West and between Caboolture West and the wider region as follows:

- 1. Caboolture River: Corridors of State significance 300m width*
- 2. Wararba Creek: Corridors of State significance 200m width*
- 3. Secondary Corridors: Caboolture River tributaries, South Wararba Creek 100m width*
- 4. Tertiary Corridors: Minor drainage lines and watercourses 20m width.*
- 5. Linkages: Strategic connections provided between habitat patches*

Habitat offsets are proposed to be used to mitigate the potential loss of habitat where urban development impacts on land identified and mapped for Essential Habitat, Vegetation Management Act and Koala Habitat by the State and verified by the SMEC Environmental Study.

An offset framework has been developed to ensure that there is no net loss of Essential Habitat remnant vegetation containing Endangered and Of-concern regional ecosystems and to ensure an appropriate contribution is made towards the achievement of a net gain in koala habitat in the Caboolture West Structure Plan area.

It is proposed that the offset scheme will operate through Moreton Bay Regional Council as the offset provider, with an offset charge being included as a component of infrastructure charges.

The Priority Infrastructure Area (PIA) does not include the Caboolture West Urban Development Area, however the current planning legislation (Sustainable Planning Act) includes the ability to require additional trunk infrastructure contributions from developers by way of an infrastructure agreement or permit conditions.

(3) Facilitating an appropriate mix of lot sizes and configurations in residential, commercial and industrial zones to support the diverse needs of the varying residential, commercial, retail, industrial, mixed-use and ancillary activities that will be carried out in the zone

MBRC Response: Housing types will be in accordance with the Next Generation Planning Place Types selected for Caboolture West:

1. Next Generation 20: Minimum average of 20 dwellings per hectare assigned to suburban areas, which is mid-point of the density range included in Next Generation Planning for Urban Precincts of 15-25 dwellings per hectare. A predominance of wide and narrow lot single houses would be expected in these areas, with semi-attached compact homes also introduced in suitable locations.

2. Next Generation 30: Minimum 30 dwellings per hectare average assigned to Large Neighbourhood Centres, which is the lowest end of the density range included in Next Generation Planning for Urban Precincts. Next generation housing types would include some detached housing on narrow lots, with attached duplexes to quadruplexes and row houses clustered around shops and facilities in the new Caboolture West neighbourhoods.

3. 60 dwellings per hectare average assigned to Town Centre, indicating that low rise apartments as well as row houses and live work dwellings. This is currently an ambitious target, as generally densities over 40dpha are currently only financially feasible in areas of high amenity

with established local facilities Strata title (for example in the NSW context in very mature new communities with facilities such as town centres at Rouse Hill, Park Central and Nelson Ridge). The density of 60pha is set with the long 15 year+ timeframe for the development of the town centre by which time affordability and demographic changes to smaller houses are expected to continue to drive the need for higher densities and more affordable housing products.

An urban design framework has been developed for the proposed Caboolture West Town Centre which has the greatest mix of residential and non-residential activities to cater for the immediate needs of the Caboolture West district catchment. The Town Centre provides for the proposed land use mix through inclusion as a Precinct within the Caboolture west Local Plan with Sub-precincts of Centre Core, Mixed Business, Teaching and Learning, Residential and Open Space.

The Town Centre Core will comprise 4-6 blocks, scaled for supermarket/DDS and sleeved by mixed use and walking, with perimeter blocks of 100-120m to 180-200m grid.

An Enterprise and Employment area planned for Caboolture West is included in the Caboolture West Local Plan as a Precinct with Sub precincts of General and Light Industry with a mix of lot sizes proposed, from 2000m² to 5ha.

(4) facilitating the development of mixed-use precincts to provide opportunities for a wider variety of uses, local employment, small businesses and innovation

MBRC Response: A large, mixed use town centre is proposed (106ha, 6% of Urban Development Area) along with six local centres that are strongly mixed use and large enough for a supermarket, local shops, small businesses, community facilities and housing. Some 17 small local centres are proposed where major streets cross and are to be mixed use with local shops, health and community facilities.

(5) maintaining industrial-zoned land for development for uses that satisfy the purpose of an industrial zone, and discouraging development of industrial zoned land for uses which are more appropriately located elsewhere

MBRC Response: An enterprise and employment area of 160ha (9% of Urban Development Area) is proposed in an Enterprise and Employment Precinct of the Caboolture west Local Plan. The precinct primarily provides high quality, fully serviced, accessible land for a compatible mix of low impact and medium impact industrial uses. A secondary function is to accommodate large format retail uses and indoor sporting and recreation uses along the main street boulevard.

Scheme provisions will ensure that the operation and viability of industrial activities in the precinct is protected from the intrusion of incompatible uses such as residential and other sensitive uses.

(6) facilitating the efficient development of industrial and commercial-zoned land by adopting the lowest appropriate level of assessment for commercial and industrial uses

The Caboolture West Local Plan establishes an appropriate framework for approvals for Commercial and Enterprise and Employment Precincts. Initially all development in the Caboolture West Local Plan area (other than transitional development) will be code assessable

once a Neighbourhood Development Plan has been adopted for the relevant area proposed to be developed. This is necessary to ensure the initial development proposals properly reflect council's planning intentions for the site, are integrated and coordinated with delivery of infrastructure and are compatible with the overall planning outcomes for the Local Plan area.

Once initial development has occurred subsequent development is self-assessable if it complies with the self-assessable acceptable outcomes of a particular Sub Precinct. Where development does not meet an acceptable outcome (AO) of relevant criteria, assessment is against the corresponding performance outcomes (PO). This only occurs wherever a self-assessable AO is not met, and is therefore limited to the subject matter of the self-assessable AO's that are not complied with. To remove any doubt, for those AO's that are complied with, there is no need for assessment against the corresponding PO.

The preparation of Neighbourhood Development Plans provides an opportunity for review and reconsideration of levels of assessment and assessment criteria and may lead to ongoing refinement by amendment of the Local Plan over time. This would be in addition to the periodic requirement to review and amend planning schemes.

(7) considering state-led initiatives, including state development areas and priority development areas and allowing for complementary surrounding land uses and services

MBRC Response: Not applicable

(8) considering the use of government land suitable for infill and redevelopment opportunities.

MBRC Response: Not applicable: infill and redevelopment opportunities are considered in the wider Moreton Bay Regional Planning Scheme

State interest—mining and extractive resources

Mineral, coal, petroleum, gas, and extractive resources are appropriately considered in order to support the productive use of resources, a strong mining and resource industry, economical supply of construction materials, and avoidance of land use conflicts wherever possible.

For extractive resources:

(1) identifying key resource areas (KRAs) including the resource/processing area, separation area, transport route and transport route separation area

MBRC Response: Caboolture West is not identified as a Key Resource Area. There is one (1) extractive industry site (general fill material) within the investigation area and six (6) extractive industry sites in close proximity to the investigation area.

(2) protecting KRAs by providing for appropriate separation distances or other mitigation measures between the resource/processing area of the KRA and sensitive land uses to minimise conflict with the use of land in a KRA for an extractive industry.

MBRC Response: An extractive industry overlay is included in the Moreton Bay Regional Planning Scheme with the intent to protect extractive industry resources and operations from encroachment by incompatible development. No KRA's are directly affected by the Local Plan.

MBRC Response: Not applicable

State Interest—tourism

Tourism planning and development opportunities that are appropriate and sustainable are supported; and the social, cultural and natural values underpinning the tourism developments are protected to maximise economic growth.

- (1) considering the findings of tourism studies and plans that have been prepared by the state for the local and/or regional area, and**
- (2) identifying and protecting opportunities, localities or areas appropriate for tourism development, both existing and potential, and**
- (3) facilitating and streamlining the delivery of sustainable tourism development that:
 - (a) is complementary to and compatible with other land uses, and**
 - (b) promotes the protection or enhancement of the character, landscape and visual amenity, and the economic, social, cultural and environmental values of the natural and built assets associated with the tourism development, and****
- (4) planning for appropriate infrastructure and services to support and enable tourism development.**

MBRC Response: Not applicable - Caboolture West is planned as an urban area, with considerations of tourism being covered in the wider Moreton Bay Regional Planning Scheme.

3.2.3 Planning for the environment and heritage

State interest—biodiversity

Matters of environmental significance are valued and protected, and the health and resilience of biodiversity is maintained or enhanced to support ecological integrity.

For national environmental significance:

- (1) considering matters of national environmental significance in the local government area, and the requirements of the Environment Protection and Biodiversity Conservation Act 1996**

MBRC Response: On 2nd May 2012, Koala populations in Queensland were listed as Vulnerable under the Environment Protection Biodiversity Conservation Act 1999 (EPBC Act). Referral to the Commonwealth Government is required if an action is likely to have a significant impact on an important koala population.

For state environmental significance:

- (2) identifying matters of state environmental significance**

MBRC Response: MBRC commissioned a Caboolture West Environmental Study that mapped and undertook filed survey analysis for matters of State significance under the South East Queensland Koala Conservation State Planning Regulatory Provisions and Draft State Planning Policy; Vegetation Management Act (VMA) 1999; and Nature Conservation Act (NC Act) 1994.

(3) locating development in areas that avoids significant adverse impacts on matters of state environmental significance

MBRC Response: Plans for Caboolture West seek to improve the current urban expansion approach in which biodiversity protection often results in dysfunctional fragmentation of both natural and urban habitats. Both natural and urban systems have their own spatial logics:

- *Natural systems have regional ecosystem requirements to ensure their long term viability - such as ensuring a minimum viable area size, regularising remnant vegetation areas to mitigate edge-effects, and linking and consolidating remnant vegetation.*
- *Sustainable urban areas need sufficient contiguous areas to achieve walkable town and neighbourhood centres, reduce car-dependence and promote active and public transport. Most land within centre catchments needs to be occupied by urban development of sufficient densities and continuity to enable exchange, walkability and viability for those centres and the public transport that serves them.*

The approach at Caboolture West has been to balance the requirements of biodiversity conservation with the needs of urban sustainability. Also, careful consideration has been given to the enhancement of the regional ecosystem through proposals for offsetting and rehabilitation of environmental corridors. The natural elements have been included as a Green Network Plan in the Caboolture West Structure Plan.

(4) maintaining or enhancing ecological connectivity

MBRC Response: The Caboolture West Green Network Plan proposes to significantly improve ecological connectivity by way of consolidating, expanding and rehabilitating currently fragmented patches and corridors into a linked network of patches and corridors that is preserved for environmental purposes including enhancement of koala habitat, biodiversity values and stormwater management. Habitat for koalas and other priority species will be provided through the Green Network Plan.

(5) facilitating the protection of matters of state environmental significance by requiring development to, in order of priority:

(a) avoid significant adverse environmental impacts, and

(b) mitigate significant adverse environmental impacts, where these cannot be avoided, and

(c) where applicable, offset any residual adverse impacts, and

MBRC Response: The Green Network Plan links existing vegetation through proposed corridors to protect viable remnant vegetation containing essential habitat comprising endangered regional ecosystems within the Caboolture West urban development area.

Habitat offsets are proposed to be used to mitigate the potential loss of habitat associated with proposed development within the Caboolture West urban development area, rather than assign them to the wider regional area. The green network within Caboolture West will be delivered in this way.

Offsets will apply where urban development impacts on land identified as Areas of Ecological Significance and Koala Habitat. An offset framework has been developed to ensure that there is no net loss of Essential Habitat and to ensure an appropriate contribution is made towards the achievement of a net gain in Koala Habitat in the Caboolture West Structure Plan area.

(6) facilitating a net gain in koala bushland habitat in the SEQ region

MBRC Response: Koala protection for Caboolture West will provide for a net increase in the amount of Koala habitat, resulting in an improvement in the viability of Koala populations.

For local environmental significance:

(7) considering matters of local environmental significance, where considered appropriate by a local government

MBRC Response: A Green Infrastructure Network (GIN) that has been developed as a component of the draft Strategic Framework for Moreton Bay Regional Council, to be included in Council's new Planning Scheme. The GIN has been tailored specifically for Caboolture West as the Green Network Plan, having regard to the objectives of the Koala population recovery and biodiversity conservation objectives of the Caboolture West Environmental Study.

State interest—coastal environment

The coastal environment is protected and enhanced, while supporting opportunities for coastal-dependent development, compatible urban form, and safe public access along the coast.

MBRC Response: Not applicable

State interest—cultural heritage

The cultural heritage significance of heritage places and heritage areas, including places of indigenous cultural heritage, is conserved for the benefit of the community and future generations.

For all cultural heritage

(1) considering the location and cultural heritage significance of world heritage properties and national heritage places, and the requirements of the Environment Protection and Biodiversity Conservation Act 1999

MBRC Response: Not applicable

For indigenous cultural heritage

(2) considering and integrating matters of Aboriginal cultural heritage and Torres Strait Islander cultural heritage to support the requirements of the Aboriginal Cultural Heritage Act 2003 and the Torres Strait Islander Cultural Heritage Act 2003

MBRC Response: Not applicable as no matters identified

For non-Indigenous cultural heritage

- (3) considering the location and cultural heritage significance of Queensland heritage places**
- (4) identifying heritage places of local cultural heritage significance and heritage areas**
- (5) facilitating the conservation and adaptive re-use of heritage places of local cultural heritage significance and heritage areas so that the cultural heritage significance of the place or area is retained, and**
- (6) including requirements that development on or in heritage places of local cultural heritage significance or heritage areas:**
 - (a) avoids, or otherwise minimises, adverse impacts on the cultural heritage significance of the place or area, and**
 - (b) does not compromise the cultural heritage significance of the place or area.**

MBRC Response 3-6: The Caboolture West area contains two areas of local cultural heritage significance:

- 1. Old North Road & Zillman's Crossing – (Road Reserve) and the Uniting Church & Cemetery – (Lot 48 S31711) (Figure 17).*
- 2. Old North Road & Zillman's Crossing – (Road Reserve)*

The cultural heritage significance of these areas is recognised in the local plan and will be taken into account in subsequent more detailed planning for development in these locations.

State interest—water quality

The environmental values and quality of Queensland waters are protected and enhanced.

- (1) facilitating the protection of environmental values and the achievement of water quality objectives for Queensland waters**

MBRC Response: Revegetation of the Q100 floodway will ameliorate flooding impacts downstream of the Caboolture West Urban Development Area. This revegetation also reduces geomorphic stream impacts (e.g. bed/bank erosion and loss of riparian habitat) on the downstream waterways.

- (2) planning for safe, secure and efficient water supply**

MBRC Response: The NPI is proposed as the water supply source. A reservoir site located toward the west of the site has a proposed ultimate volume of 38 ML and a TWL of 100 m AHD. There are options for staging of the reservoir capacity to a 20 ML reservoir by 2021 and an additional 20 ML by 2031. Supply to the reservoir is delivered from the NPI via a pump supply main following Bellmere and Jackson Roads.

A trunk distribution network has been developed to deliver supply to assumed neighbourhoods throughout Caboolture West. Indicative DMA inlet locations have been represented in mapping. Pressure management is proposed for DMA inlets servicing properties < 40 m AHD elevation.

Interim water supply arrangements are also available.

- (3) adopting the applicable stormwater management design objectives relevant to the climatic region, outlined in Tables A and B (Appendix 2), or demonstrate current best practice environmental management for development that is for an urban purpose**

MBRC Response: Stormwater quality issues will be managed to achieve “no worsening” for trash, suspended solids, phosphorous and nitrogen under the mandatory requirements of State Planning Policy SPP4/10 (now replaced with the new State Planning Policy that commenced on 2 December 2013).

- (4) facilitating innovative and locally appropriate solutions for urban stormwater management that achieve the relevant urban stormwater management design objectives**

MBRC Response: Stormwater management techniques will include:

- *bio-retention which are plant and soil-based stormwater treatment devices, stormwater harvesting, prevention of illegal stormwater connections to sewer to reduce STP overflows;*
- *Revegetation of waterway riparian areas to improve water quality, provide habitat, reduce erosion, and attenuate water flows;*
- *Increased implementation / enforcement of erosion and sediment control on development sites is proposed to prevent sediment-laden run-off; and*
- *Education and capacity building will be undertaken to support implementation of solutions.*

- (5) identifying land for urban or future urban purposes in areas which avoid or minimise the disturbance to natural drainage and acid sulfate soils, erosion risk, impact on groundwater and landscape features**

MBRC Response: The examination of existing conditions in the Caboolture West area backed up by a range of specialist consultant reports and work undertaken internally by Council officers has not identified any major existing physical conditions that would preclude development of a significant part of the Caboolture West area adjoining the existing urban footprint for urban purposes

MBRC Response: The outcome of these investigations has been the confirmation of:

- *the general suitability and capability of part of the land mainly located south of Wararba Creek and west of Old North Road within the Caboolture West area for urban development;*
- *within the area that is considered to be generally suitable and capable of development there remain some areas that need to be protected, and or otherwise incorporated into design, or influence design outcomes and that can be adapted/modified to the urban development intent; and*
- *identification of a large balance area located predominately north of Wararba Creek and west of Old North Road that is generally not suitable for urban development for a variety of reasons*

- (6) protecting the natural and built environment (including infrastructure) and human health from the potential adverse impacts of acid sulfate soils by:**

- (a) identifying areas with high probability of containing acid sulfate soils, and**
- (b) providing preference to land uses that will avoid or minimise the disturbance of acid sulfate soils, and**
- (c) including requirements for managing the disturbance of acid sulfate soils to avoid or minimise the mobilisation and release of contaminants**

MBRC Response: Not applicable

- (7) including requirements that development for an urban purpose is located, designed, constructed and/ or managed to avoid or minimise:

 - (a) impacts arising from:

 - i. altered stormwater quality or flow, and**
 - ii. waste water (other than contaminated stormwater and sewage), and**
 - iii. the creation or expansion of non-tidal artificial waterways, such as urban lakes, and****
 - (b) the release and mobilisation of nutrients that increase the risk of algal blooms****

MBRC Response: The Caboolture West Local Plan code includes assessment criteria, performance outcomes and acceptable outcomes to achieve best practice stormwater management outcomes contained in Council's Total water cycle management policy across the Local Plan area. These criteria reflect provisions elsewhere in the proposed MBRC planning scheme.

- (8) including requirements that development in water catchments is undertaken in a manner which contributes to the maintenance and enhancement (where possible) of water quality to protect the drinking water and aquatic ecosystem environmental values in those catchments**

MBRC Response: Not applicable

For development in a water supply buffer area:

- (9) including requirements that development complies with the specific outcomes and measures contained in the Seqwater Development Guidelines: Development Guidelines for Water Quality Management in Drinking Water Catchments 2012 or similar development assessment requirements.**

MBRC Response: Not applicable

3.2.4 Planning for Hazards and safety

In summary the Local Plan for Caboolture West satisfies the State Interest as follows:

State interest—emissions and hazardous activities

Community health and safety, sensitive land uses and the natural environment are protected from potential adverse impacts of emissions and hazardous activities, while ensuring the long-term viability of industrial development, and sport and recreation activities.

- (1) locating industrial land uses and major sport, recreation and entertainment facilities in areas that avoid, mitigate and manage the adverse impacts of emissions on sensitive land uses, and
- (2) locating and managing development for activities involving the use, storage and disposal of hazardous materials and hazardous chemicals, dangerous goods and flammable or combustible substances to avoid or mitigate potential adverse impacts on surrounding uses, and minimise the health and safety risks to communities and individuals, and
- (3) protecting the following existing and approved land uses or areas from encroachment by development that would compromise the ability of the land use to function safely and effectively:
 - (a) medium impact, high impact, extractive, and noxious and hazardous industries, and
 - (b) major hazard facilities, and
 - (c) intensive animal industries, and
 - (d) explosives facilities and explosives reserves, and
 - (e) waste management facilities and sewerage treatment plants, and
 - (f) industrial land in a state development area, or an enterprise opportunity area or employment opportunity area identified in a regional plan, and
 - (g) major sport, recreation and entertainment facilities (including shooting or motor sport facilities) that may cause nuisance or adverse impacts, and
- (4) protecting sensitive land uses from the impacts of previous activities that may cause risk to people or property, including former:
 - (a) mining activities and hazards (e.g. disused underground mines, tunnels and shafts), or
 - (b) landfill and refuse sites, or
 - (c) contaminated land, and
- (5) including requirements for the rehabilitation of extractive industry sites so that the environmental, social and economic values of the land are restored, and
- (6) planning for development involving the storage of hazardous chemicals that exceed a hazardous chemicals flood hazard threshold in a flood hazard area, to minimise the likelihood of inundation of flood waters from creeks, rivers, lakes or estuaries on storage areas.

MBRC Response 1-6: The Caboolture West Local Plan includes similar provisions to those contained in the balance of the proposed MBRC planning scheme in response to these issues. One of the main differences in the Caboolture West area is that the area is a green field development area and the structure plan provides for locating industrial land uses and major sport, recreation and entertainment facilities in areas that avoid, mitigate and manage the adverse impacts of emissions on sensitive land uses. In addition the structure plan does not support high impact industrial activities and requires medium impact industry to be adequately separated from and buffered from sensitive uses by low impact uses.

State interest—natural hazards

The risks associated with natural hazards are avoided or mitigated to protect people and property and enhance the community’s resilience to natural hazards.

For all natural hazards:

(1) identifying natural hazard areas for flood, bushfire, landslide and coastal hazards

Flooding

Flooding has been examined in accordance with State Planning Policy 1/03: Mitigating the Adverse Impacts of Flood, Bushfire and Landslide (SPP1/03), and in accordance with recommendation from the Queensland Floods Commission of Inquiry.

Flood mapping for urban development of the Caboolture West area includes an allowance for climate change and has been mapped by MBRC. Several corridors have been identified through the study area that feature land below the Q100 flood line. The majority of this land is predominately contained within creek/river lines that already exist through the site. Q100 flood event affects 457 lots and 743 ha or 12% of the Caboolture West area. Maps for Council's flood risk analysis under urban conditions have also been completed.

Bushfire

As specified within State Planning Policy 1/03, bushfire mapping has been undertaken for Caboolture West in three categories – Low Hazard, Medium Hazard, and High Hazard. The majority of the high hazard land is situated throughout the already constrained western edge of the site. Isolated other areas feature high hazard mapping, however this is fragmented with medium and low categories in between.

- *Medium and high bushfire hazards are considered to be Category 1 where located on the hillsides and ridges along the western edge of the Caboolture West area.*
- *Medium and high bushfire hazard categories within the coastal lowlands are considered to be a Category 2 existing condition.*

Steep Lands

State Planning Policy guidelines (SPP 1/03) defines a landslide natural hazard management area (NHMA) as any land with a slope of 15% or greater. Steep lands have been mapped by MBRC reflecting this information. Approximately 1,800 ha of land contains slopes of >15% of which 755 ha (41%) in the western part of the site is also categorised as high and medium landslide hazard. The balance of the steeper land is contained in small isolated areas dispersed across the site:

- *Medium and high landslide hazard areas are considered to be a Category 1 existing condition.*
- *Small areas with slopes > 15% which are distributed across the CIGA are considered to be a Category 2 existing condition*

(2) including provisions that seek to achieve an acceptable or tolerable level of risk, based on a fit for purpose natural hazards study and risk assessment

Flooding

The following table shows the flood hazard risk assessment undertaken by Council in accordance with accepted risk assessment techniques. The planning measures were incorporated into the design of the development of Caboolture West.

		Risk Matrix for Flood Hazards				
		Hazard Rating				
		H1	H2	H3	H4	H5
		No risk to people or dwellings - contents at risk	Minimal personal risk, cars can be carried away	Adults can't walk, only trucks can move through	Major personal risk, light frame houses can fail	Extreme personal safety risk, most buildings can fail
Frequency	Probable Maximum Flood Event	Acceptable	Acceptable	Tolerable	Tolerable	Tolerable
	1000 year ARI	Acceptable	Tolerable	Tolerable	Unacceptable	Extremely Unacceptable
	100 year ARI	Tolerable	Tolerable	Unacceptable	Extremely Unacceptable	Extremely Unacceptable
	10 year ARI	Tolerable	Unacceptable	Unacceptable	Extremely Unacceptable	Extremely Unacceptable

Planning Measures	
Acceptable	Intensification permitted New development achieves minimum development level (DFE + freeboard) No slab on ground construction below DFE (i.e. no fill permitted) Limited compensatory earthworks permitted
Tolerable	Intensification permitted New development achieves minimum development level (DFE + freeboard) No slab on ground construction below DFE (i.e. no fill permitted) Limited compensatory earthworks permitted
Unacceptable	No intensification allowed Can replace like for like (declared "Flood Hazard Area" = QDC requirement) Committed Development achieves minimum floor height (Q100 + 750mm) New development excluded
Extremely Unacceptable	No intensification allowed New development excluded Replacing like for like not permitted

Existing conditions were mapped for Caboolture West and categorised as follows:

- Category 1 existing condition – subject to ongoing examination, analysis and ground truthing an existing condition is expected to be fixed and protected from urban development;
- Category 2 existing condition – subject to ongoing examination, analysis and ground truthing an existing condition that may be negotiable and incorporated into design, or influence design outcomes and may be able to be adapted/modified to the urban development intent;
- Category 3 existing conditions are flexible and not expected to influence urban development outcomes.

Bushfire

- Medium and high bushfire hazards are considered to be Category 1 where located on the hillsides and ridges along the western edge of the Caboolture West area.
- Medium and high bushfire hazard categories within the coastal lowlands are considered to be a Category 2 existing condition.

Steep Lands

- Medium and high landslide hazard areas are considered to be a Category 1 existing condition.
- Small areas with slopes > 15% which are distributed across the CIGA are considered to be a Category 2 existing condition

(3) including provisions that require development to:

(a) avoid natural hazard areas or mitigate the risks of the natural hazard

(b) support, and not unduly burden, disaster management response or recovery capacity and capabilities, and

(c) directly, indirectly and cumulatively avoid an increase in the severity of the natural hazard and the potential for damage on the site or to other properties, and

(d) maintain or enhance natural processes and the protective function of landforms and vegetation that can mitigate risks associated with the natural hazard

MBRC Response: A Local Plan has been prepared for Caboolture West as a part of the Moreton Bay Regional Planning Scheme. The Local Plan provides that Development responds to the synthesised conditions identified in Figure Synthesised conditions – flood hazard and slope by:

- i. Avoiding development in Flood hazard – no urban development areas;*
- ii. adopting a ‘least risk’ approach when designing, siting and locating development to minimise the potential risk to people, property and the environment in Flood hazard – limited urban development areas; and*
- iii. ensuring no further instability, erosion or degradation of the land, water or soil resource.*

(4) facilitating the location and design of community infrastructure to maintain the required level of functionality during and immediately after a natural hazard event.

MBRC Response: A Local Plan has been prepared for Caboolture West as a part of the Moreton Bay Regional Planning Scheme. The Local Plan provides that development promotes the ongoing viability, integrity, operation, maintenance and safety of major infrastructure and includes consideration of natural hazard areas . The Caboolture West Local Plan provides a unique opportunity to design a new community in a greenfield locations utilising best practice hazard risk assessment and applying the required standards to development to maintain the level of functionality in the design and location of community infrastructure during and immediately after a natural hazard event.

For coastal hazards—erosion prone areas:

(5) maintaining erosion prone areas within a coastal management district as development-free buffer zones unless:

(a) the development cannot be feasibly located elsewhere, and

(b) it is coastal-dependent development, or is temporary, readily relocatable or able to be abandoned development, and

(6) requiring the redevelopment of existing permanent buildings or structures in an erosion prone area to, in order of priority:

(a) avoid coastal erosion risks, or

- (b) manage coastal erosion risks through a strategy of planned retreat, or**
- (c) mitigate coastal erosion risks.**

MBRC Response: Not applicable

3.2.5 Planning for infrastructure

State interest—energy and water supply

Planning supports the timely, safe, affordable and reliable provision and operation of electricity and water supply infrastructure.

- (1) considering the location of major electricity infrastructure and bulk water supply infrastructure**
- (2) protecting existing and approved future major electricity infrastructure locations and corridors (including easements), electricity substations, and bulk water supply infrastructure locations and corridors (including easements) from development that would compromise the corridor integrity, and the efficient delivery and functioning of the identified infrastructure, and**
- (3) recognising the industrial nature of some bulk water infrastructure and electricity infrastructure such as pump stations, water-quality facilities and electricity substations, and protecting this infrastructure from encroachment by sensitive land uses where practicable.**

MBRC Response 1-3: Two high voltage powerline easements run north to south through the study area. These easements contain 275KV powerlines that provide for major sub-transmission of bulk electricity distribution through the region. A new Ridgewood to Moreton 275KV powerline is proposed for the western easement. An Energex 33Kv powerline traverses the eastern edge of the study area and also contains the Northern Pipeline Interconnector.

The powerline and water corridors have been recognised in structure planning for Caboolture West and included as a part of the Green network Plan.

A Local Plan has been prepared for Caboolture West as a part of the Moreton Bay Regional Planning Scheme. The Local Plan provides that Development responds to the synthesised conditions identified in Figure Synthesised conditions by (inter alia) providing appropriate buffering along the high voltage transmission line.

Further, there are easements in favour of Energex or Powerlink protect the powerline corridors and restrict the establishment of sensitive land uses in proximity of these easements. Within the easements Council policy limits the building of residential buildings near high voltage powerlines and substations to minimise the risks associated with exposure to their electromagnetic fields.

Also, the Caboolture West Local Plan requires a Neighbourhood Development Plan be adopted for an area that is proposed to be developed. The preparation of Neighbourhood Development Plans provides an opportunity to ensure appropriate land uses and interface with power line easements and that other utility infrastructure is appropriately planned for.

The assessment criteria contained in the Caboolture West Local Plan are the same measures included elsewhere in the proposed MBRC Planning scheme dealing with major electricity infrastructure, substation and utility installation for consistency.

State interest—state transport infrastructure

Planning enables the safe and efficient movement of people and goods across Queensland and encourages land use patterns that support sustainable transport.

(1) identifying state transport infrastructure and existing and future state transport corridors

The planning process has been intensive and comprehensive, encompassing a wide range of issues and considerations including state transport infrastructure. This includes maintaining the safety and efficiency of the D’Aguilar Highway and maintaining the opportunity for a West Moreton Bypass connection along the Old North Road route.

(2) locating development in areas currently serviced by transport infrastructure, and where this cannot be achieved, facilitating development in a logical and orderly sequence to enable cost-effective delivery of new transport infrastructure to service development

MBRC Response: Caboolture West is planned as a sustainable urban extension to Caboolture, and not a ‘stand-alone’ new town or suburb. Caboolture West is part of and supports a city-wide urban and economic development strategy advanced in the new Moreton Bay Region Planning Scheme called ‘Caboolture City’. Caboolture City is a plan for a more self-contained city within a wider metropolitan region, underpinned by a network of economic and urban development opportunities.

Caboolture West and the Caboolture Principal Activity Centre (Caboolture City) are to be linked with public transport corridors and public transport infrastructure to ensure multimodal transportation choices to reduce car trips and kilometres travelled. A ‘C-Bahn’ rapid bus connection is proposed to Caboolture City centre to provide a 10 minute public transport connection between the Caboolture City Centre, and stations in the Caboolture West town centre and the enterprise and employment area.

The timing of provision of sewerage has been used as the initial basis for determining the likely staging of development and this also establishes a logical basis for the cost-effective and timely extension of roads and public transport into Caboolture West. This staging will be reviewed over time as circumstances warrant.

(3) facilitating development surrounding state transport infrastructure and existing and future state transport corridors that is compatible with, or supports the most efficient use of, the infrastructure and transport network

MBRC Response: Plans for Caboolture West support Caboolture City and integrate Caboolture West into Caboolture City through a network of road, street and public transport systems. It comprises:

- *A strong network of north south east west connectivity through the centres and employment areas.*

- *Roads and public transport to Caboolture West is part of this.*
- *New north south 'multi-modal arterials' connect Caboolture City internally, with other Moreton Bay centres and communities, and to a lesser extent to regional locations.*

The contiguous nature of Caboolture West, lying immediately west of existing urban areas, offers considerable potential for upgrading existing links, and the provision of reliable and frequent public transport services, connecting with the PAC and the northern rail line at Caboolture, and possibly also at Morayfield.

CWUDA connects to the external road network via the D'Aguilar Highway, King Street, Bellmere Road, Caboolture River Road, Old North Road and a new connection to the south via Petersen Road with planned external road and intersection upgrades are required to accommodate the impact of the CWUDA.

(4) protecting state transport infrastructure and existing and future state transport corridors and networks from development that may adversely affect the safety and efficiency of the infrastructure, corridors and networks

MBRC Response: A major enterprise and employment area is located on flat land in the north-east, near D'Aguilar Highway with an external road connections via a new interchange to the D'Aguilar Highway to ensure the ongoing safety and efficiency of the highway.

The opportunity for a West Moreton Bypass connection along the Old North Road route has been maintained.

(5) identifying a road hierarchy that effectively manages all types of traffic

MBRC Response: The proposed road system is based on a grid layout for major streets with a modified grid for the minor neighbourhood streets. This is in line with Council's new planning scheme design standards and maximises connectivity for vehicles, pedestrians and cyclists in line with the CWUDA vision.

An 800m grid of major streets – the notional spacing between the centre of two walkable neighbourhoods provides the framework for Caboolture West. An 800m grid creates a more fine-grained street network than conventional suburban development patterns. The aim is to increase travel choices, and to distribute and lower traffic on major streets so that all streets can support land use functions (e.g. housing) and qualities other than solely transport. In practice the 800m grid is refined by topography and the river and gully crossings – creating a hierarchy of 4-lane streets and 2-lane streets across Caboolture West.

Local connections outside Caboolture West are also made to surrounding suburbs, rural residential and rural areas as these communities will use and travel to Caboolture West extensively.

(6) facilitating land use patterns and development which achieve a high level of integration with transport infrastructure and support public passenger transport and active transport as attractive alternatives to private transport

MBRC Response: Urban Design at Caboolture West has incorporated and adapted the typical Australian Liveable Neighbourhoods model to SEQ's topography into clusters of three to four neighbourhoods around a local centre and higher density housing. The walkable neighbourhoods have been shaped by Caboolture West's landform with their boundaries defined by topographical and environmental features.

The way in which Caboolture West is structured into walkable neighbourhoods and towns is part of an urban system that facilitates amenities that promote local walking and cycling, and supports public improved transport. These conditions are vital to support housing variety and choice and to ensure that there is sufficient population to support the amenities and public transport facilitated by the urban structure.

- (7) including the SPP code: Land use and transport integration (Appendix 3), or similar development assessment requirements, for development within 400 metres of a public passenger transport facility or future public passenger transport facility**

MBRC Response: The Caboolture West Local Plan proposes new public transport connections between Caboolture West and existing urban development within and around Caboolture Morayfield, including a proposed C-Bahn providing a high quality bus based rapid transit connection between Caboolture West and the Caboolture Morayfield Principal Activity Centre. The local plan includes provision for higher density development within the town centre to be serviced by two bus way stations, a grid network of connecting streets between local centres and the town centre to facilitate bus services, and overall aims to achieve higher densities to support a viable bus based public transport system. These initiatives establish a land use pattern that is aimed at delivering an operationally efficient state public transport network within the Caboolture West urban development area.

- (8) protecting state transport infrastructure, and community health and amenity by ensuring sensitive development is appropriately sited and designed to mitigate adverse impacts on the development from environmental emissions generated by the state transport infrastructure.**

MBRC Response: No sensitive development is planned in any locations that would be affected by environmental emissions generated by the state transport infrastructure.

State interest—strategic airports and aviation facilities

Planning protects the operation of strategic airports and aviation facilities, and enables the growth and development of Queensland’s aviation industry.

MBRC Response: Not applicable

State interest—strategic ports

Planning protects the operation of strategic ports and enables their growth and development.

MBRC Response: Not applicable

4. Key Elements of planning scheme

Caboolture West was declared a Master Planned Area in February 2012. This declaration commenced the formal statutory process for planning and development for the area. In November 2012 the Caboolture West structure plan was required to be transitioned into the Moreton Bay Regional Council's Sustainable Planning Act 2009 planning scheme in accordance with statutory guideline 01/12 Making and amending local planning instruments. Statutory guideline has now been replaced by Statutory guideline 01/13.

The Caboolture West structure plan has been prepared as a local plan to be included in Part 7.2.3 Caboolture west local plan code in the proposed MBRC planning scheme. As such the Local Plan has been drafted in a consistent format and structure as required by Queensland Planning Provisions version 3.0. The Local plan code includes unique purpose and overall outcomes for the local plan, and the five precincts included in the local plan. Approximately 85% of the local plan code reproduces assessment criteria used elsewhere in the proposed MBRC planning scheme.

The local plan code has been drafted to give effect to the strategic outcomes for the planning scheme area contained in Part 3 Strategic Framework in the proposed MBRC planning scheme.

5. Background Reports

Preparation of the Caboolture West structure plan and Caboolture west Local Plan in the Moreton bay Regional Planning Scheme has been informed by a range of background reports prepared and/or reviewed by Council to inform the preparation of the planning scheme and the Caboolture West project including:

- Baseline Study of Selected Agricultural Land Uses in the Caboolture Area 2009^{vii}
- Moreton Bay Rural Areas Strategy completed in May 2012^{viii};
- Future Land Demand Study completed in January 2012^{ix};
- Retail and Commercial Sector Needs Assessment completed June 2013^x;
- Moreton Bay Housing Needs Assessment 2011^{xi};
- Moreton Bay Economic Development Report completed 2010^{xii};
- SEQRP 2009-2031^{xiii};
- Queensland Agricultural Land Audit 2013^{xiv};
- Strategic Cropping Land Act 2011^{xv};
- Queensland Government draft single State Planning Policy April 2013^{xvi} ;
- Existing Conditions Report (MBRC) 2013;
- Environmental Study (SMEC)2013;
- Agricultural Land and Production;
- Strategic Cropping Land Assessment (MBRC) 2013;
- Developable Land Analysis (MBRC) 2013;
- Industrial Land Analysis (MBRC) 2013;
- Open Space and Recreation (MBRC) 2013;
- Urban Design Rationale (Mike McKeown) 2013;
- Landscape Character Assessment (MBRC) 2013;
- Next Generation Suburban Neighbourhoods and Density (Evan Jones) 2013;
- Water and Sewerage Strategy (Unitywater) 2013;
- Total Water Cycle Management (WBM) 2013;
- Transport Study (ARUP) 2013; and

- Green Network Plan and Offset Strategy (Evan Jones & Kylie Grimley) 2013
- Planning Assumptions (MBRC) 2013

The importance of referencing these reports is that MBRC has undertaken its planning for the Caboolture West area from a broad and comprehensive base and from the position of having established a vision for the future Moreton Bay Regional Council area.

ⁱ Gary White, Government Planner Department of Local Government and Planning, Letter to MBRC February 2012.

ⁱⁱ Council has endorsed the use of the SEQ Place Model as described in the next generation Planning handbook in the preparation of the planning scheme. In applying the SEQ Place Model to the Region, Council has sought to expand the concept of place types to encompass the wide variety of places that make up the Region and incorporate the strategic outcomes Council is seeking to achieve across the Region. This expanded model is known as the Moreton Bay Regional Council (MBRC) Place Model. The Moreton Bay Regional Council (MBRC) Place Model identifies and describes a series of broad scale place types each with a distinguishing mix and intensity of uses, development forms, character, function and special qualities to guide the planning and development of the diversity of places across the Region. This model integrates land uses, transport and infrastructure to promote a more compact urban form, including increased availability and diversity of housing for people of all income levels, walkable neighbourhoods, creating distinctive and attractive mixed use communities, access to a variety of transportation choices, reduced car dependency, protecting our natural landscapes, targeting new development to accessible infill locations and prioritising use of existing infrastructure.

ⁱⁱⁱ Explor consulting Pty. Ltd. A digital futures plan for the Moreton Bay Region May 2013
<http://www.rdamoretonbay.org.au/digital-futures/>

^{iv} Moreton Bay Regional Council Housing Needs Assessment 2011

^v Queensland Government, Queensland Agricultural Land Audit. May 2013

^{vi} Buckley Vann Town Planning Consultants (2012), Moreton Bay Rural Areas Strategy, Final Strategy report) May 2012

^{vii} **SGS Baseline Study of Selected Agricultural Land Uses in the Caboolture Area 2009.** SGS Economics and Planning was commissioned by the former Caboolture Shire Council (now amalgamated with the Redcliffe and Pine Rivers Councils to form the Moreton Bay Regional Council) to prepare a baseline analysis of strawberry, pineapple and turf production in the Caboolture area. The report provides a contextual analysis of industry trends, policies and prospects that are currently influencing the agricultural sector in Caboolture, in addition to the mapping of the location and analysis of the economic contribution of selected horticultural precinct. In addition this, consultation with producers and industry associations has led to the establishment of criteria for the assessment of appropriate land for future agricultural use. The key considerations which Moreton Bay Regional Council will need to consider for future land use planning are:

- Implications of an expanding urban footprint;
- Attracting labour;
- Understanding the agricultural sector;
- Facilitating industry development; and
- Providing for the agri-industry supply chains and light industrial uses.

viii Buckley Vann, Moreton Bay Rural Areas Strategy Final Strategy Report May 2012. The purpose of the project was to address the principles and requirements of the SEQRP (2009-2031 ('SEQRP')) and the associated SEQ Rural Futures Strategy, with particular regard to:

- clearly identifying the role and function of the region's rural areas, including the rural townships in those rural areas;
- expanding and apply the concept of place types contained in the NGP handbook to the rural areas of Moreton Bay Region;
- identifying and describing the current and anticipated residential and employment structure of the various place types within the study areas;
- identifying opportunities to future develop rural enterprises particularly where they add value to existing and future primary production;
- recognising the role of biodiversity values and the natural environment and identifying opportunities to protect and restore these values in the study areas;
- identifying any 'rural precincts' (as provided for in the SEQRP); and,
- providing recommended implementation strategies for future development which take into account strategic direction regarding the role and function of the rural study areas.

^{ix} **AEC Group Future Land Demand Study January 2012.** The AECGroup was engaged by Moreton Bay Regional Council to identify the economy and subsequent land use requirements in the region needed as a result of a 70% self-containment rate.

^x **Economic Associates Retail and commercial sector Needs Assessment June 2013.** Moreton Bay Regional Council as one of South East Queensland's (SEQ's) 'urban-ring' councils has a key role in accommodating future urban growth in SEQ. Management of this growth is necessary to mitigate the challenges caused by urban sprawl, such as high levels of commuting, the need for additional transport capacity, significant expenditure leakage, and low levels of employment and economic containment. Identifying acceptable and sustainable carrying capacity in the Moreton Bay Region together with the economic, social and physical infrastructure necessary to support the region's communities is an essential element to future growth management. This study is an important opportunity to investigate and embrace sustainable centres that are accessible to workers and consumers, serviced by infrastructure, reflective of evolving tenant needs and expectations and that add value to the social, economic and environmental framework.

^{xi} **MBRC Housing Needs Assessment 2011.** The Moreton Bay Regional Council (MBRC) Needs Assessment Report has been undertaken to meet Council's obligations under the Queensland State Planning Policy 1/07: Housing and Residential Development. This requires Local Governments to prepare a Housing Needs Assessment in advance of preparing a new planning scheme, review planning scheme measures in the light of that document, and then amend the future planning scheme accordingly. The report found that there is ample land supply to 2021, but beyond this the situation is more constrained. A lack of future Greenfield sites within the urban footprint means that the MBRC area will be more reliant on infill development, including redevelopment of rural residential land at the urban fringe, and the creation of major growth areas, including transit oriented development along the proposed Moreton Bay Rail Link and around the other major activity centres in the region.

^{xii} **AECGroup Economic Development Strategy Report June 2010.** Without action and concerted efforts, the Moreton Bay region could simply become a dormitory suburb and suffer more in the future from the current stress on infrastructure and government finances (to provide infrastructure). Successful economic development can provide significant benefits to Council and the region. It can proactively increase employment within the region. By encouraging and supporting knowledge-driven, innovative businesses, the economy can continue to grow and flourish, providing for a more sustainable (both environmentally and fiscally) future. The quality of life can be protected and through the development of sound businesses and valuable employment opportunities, residents can increase their standard of living. Given the unique challenges facing the Moreton Bay region, the Economic Development Strategy will strive to achieve the ambitious target of 70% employment self-containment by 2031. As self-containment is the ratio between workers who live and work in a region to the total resident workforce, the goal is to have 70% of the Moreton Bay region's resident workforce working in the Moreton Bay region, rather than travelling elsewhere for employment. While this target is beyond the intended life of this project, this strategy will help move the Moreton Bay region towards achieving this long-term, aspirational target.

^{xiii} **Queensland Government SEQRP 2009-2031.** The SEQRP identifies additional land west of Caboolture that, subject to further investigation, may in the long-term accommodate significant growth in the Moreton Bay region. Area is located adjacent to the Caboolture Urban Footprint. It includes lands east of the north branch of the Caboolture. Further investigation will determine the cadastral boundaries before the area is considered for urban use. This includes investigations into land capability and suitability, infrastructure requirements and responsibilities, appropriate land uses, necessary corridors and other relevant matters. This development also depends on:

- achieving compliance with the Urban Footprint principles (Principle 8.2)
- providing road and public transport infrastructure that connects the to the urban communities and activity centres of northern Moreton Bay
- achieving leading environmental performance for any urban development and related infrastructure
- coordinating the delivery of infrastructure, including public transport aligned with growth
- demonstrating high levels of employment self-containment
- demonstrating sufficient demand for further urban land in this northern corridor.

^{xiv} **Queensland Government Queensland Agricultural Land Audit 2013.** The Queensland Government's vision for agriculture, fisheries and forestry is for an efficient, innovative, resilient and profitable sector. In support of this vision, the Queensland Government has set a clear, ambitious target of doubling agriculture, fisheries and forestry production by 2040. To achieve this target, the Queensland Government has developed Queensland's agriculture strategy. The strategy provides the context and framework for the Queensland Government to

work with industry, researchers and stakeholders to focus efforts and resources on addressing the four key pathways to grow—securing and increasing resources availability, driving productivity growth across the supply chain, securing and increasing market access, and minimising the costs of production. The Sunshine Coast and upper Moreton Bay area supports an important contribution to the value of agricultural production in Queensland.

^{xv} **Queensland Government Strategic Cropping Land Act 2011.** The SCL Act was introduced in early 2012 in recognition that the State’s important cropping land was being lost and further threatened by a range of non-agricultural uses. These competing land uses included resource developments, such as mining and coal seam gas projects, and urban expansion. The strategic cropping land (SCL) legislative and planning framework includes the following components:

- the SCL Act
- SCL Regulation 2012
- SCL Standard Conditions Code
- State Planning Policy 1/12: Protection of Queensland’s strategic cropping land; and
- The draft single State Planning Policy.

^{xvi} **Queensland Government Draft single State Planning Policy 2013.** The State Planning Policy (SPP) sets out the state interests and related policies that local governments must take into account in preparing or amending local planning instruments, and that the state may consider in preparing and amending regional plans. By expressing state interests in a complete and comprehensive manner it will be easier for local governments to reflect and balance state interests ‘up front’ in local planning instruments, paving the way for the approval of the right development in the right location without undue process and delays. When applying the SPP, the following three objectives are to be followed. These objectives are a guide to manage competing interests and priorities, including any conflict arising between state interests. They will be considered in the Minister’s determination of whether the state interests have been appropriately reflected in a local planning instrument.

1. Consider the state interests in their entirety The SPP is more than a set of individual policies on discrete matters of state interest. It is to be read in its entirety and the relevant provisions applied to each situation. This means consideration must be given to the regional and local context of each state interest.
2. Support innovative and locally appropriate solutions Where the state interest could be met using a range of methods, the state and local governments are encouraged to consider alternative, innovative solutions appropriate to the local context in consultation with other relevant parties.
3. Empower and support local governments to make the best planning decisions for their communities. When consistent with a state planning instrument, planning decisions should be made by the relevant local government, with support and guidance from the state when necessary. Local governments are then able to respond to local diversity and circumstances and state interests are implemented in a way that best suits that particular local community.