

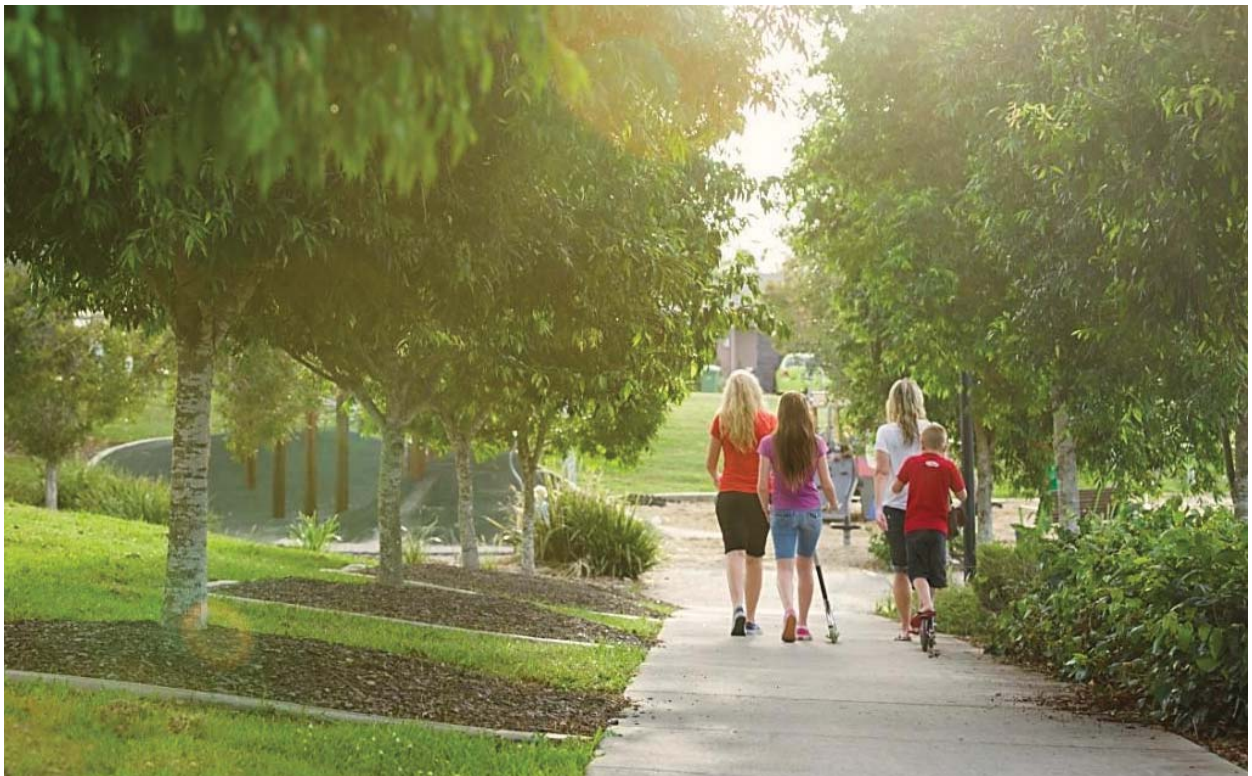
MORETON BAY REGIONAL COUNCIL

# Caboolture West

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## Open Space & Recreation Rationale

**July 2014**



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## 1. Introduction

The Open Space Strategy has been created to support the Structure Plan for the Caboolture West Master Planned Area. It has been developed in line with Council's Open Space Vision:

*'A diverse network of open space including parks, recreation trails and sports reserves that support a vibrant, creative and sustainable community which builds on the lifestyle and identity of our region.'*

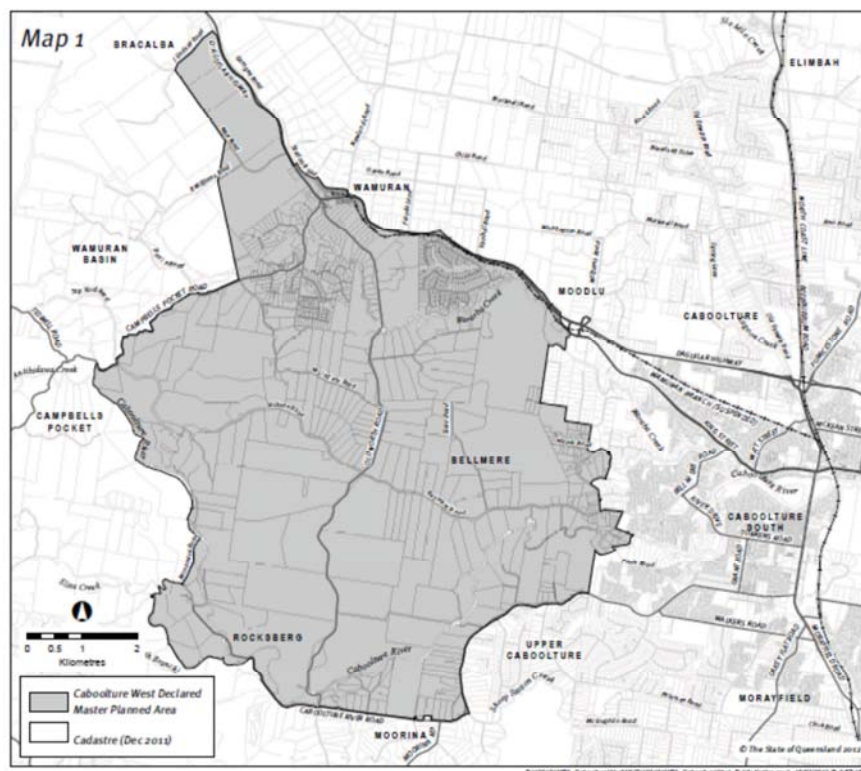
## 2. Strategic Context

### 2.1. Background History

Caboolture West is one of fifteen, *Identified Growth Areas* (IGA) in the SEQ Regional Plan (SEQRP)<sup>i</sup> 2009-2031. Many of the IGAs are remote to existing urban areas. Caboolture West IGA (CIGA) is uniquely placed due to its proximity to existing services and infrastructure.

Following SEQ Regional Plan submissions to the State from the landowners and a developer's group in 2008 and further representations from Council during 2010 and 2011, the Caboolture West area was declared as a Master Plan Area under the provisions of the Sustainable Planning Act 2009 (SPA) on 17 February 2012. The declaration set in place the need to begin a process of preparing a structure plan (land use and infrastructure plan) in accordance with SPA.

Figure 1 - Gazetted Master Planned Area



However, the Sustainable Planning Act 2009 was amended on 22 November 2012 by the Sustainable Planning and Other Legislation Amendment Act 2012 removing Chapter 4 (Planning Partnerships) and inserting Section 761A which specifically covers the ongoing planning processes for the Caboolture West declared master planned area. Under the new provisions of section 761A, Council is not required to prepare a “structure plan” for the area. Instead, Council is required to make a SPA planning scheme by 22 November 2015 and that planning scheme is to include specific measures addressing each of the following for the Caboolture West declared master planned area:-

- a) set out the broad environmental, infrastructure and development intent to guide detailed planning for the area;
- b) appropriately reflect the standard planning scheme provisions;
- c) include a code that:
  - states the development entitlements and development obligations for the area; and
  - includes a map which gives a spatial dimension to the matters addressed in the code; and
- d) include an assessment table, (or its equivalent), which allocates assessment levels and applicable codes for each form of development within the area.

Council has been preparing its new planning scheme since 2011 and is scheduled to have this new scheme commence in 2014. The Caboolture West Structure plan is intended to be incorporated into the new planning scheme.

## **2.2.SEQ Regional Planning**

The SEQRP provides the framework for a coordinated and sustainable approach to planning, development and infrastructure provision in South East Queensland. Several key themes from this document include the creation of strong communities, compact settlement and efficient delivery of infrastructure. The Caboolture West Open Space & Recreation Strategy addresses these themes in the following ways:

- open space and recreation is significant to building strong communities through the provision of safe, healthy and inclusive places and spaces of the type identified in this strategy;
- the provision of a hierarchy of open space and recreation places and spaces helps shape and define compact communities by its integration with environmental corridors, greenspace and urban land uses based on the urban design principles underpinning this strategy; and
- the provision of publically accessible land for community activities including sport, recreation, and outdoor education and community services is efficient and orderly through the application of desired standards of service appropriate to the local context, based on an assessment of need as described in this strategy.

## **2.3.MBRC Draft Strategic Framework**

The MBRC Draft Strategic Framework<sup>ii</sup> is a spatial development plan for the Region. The purpose of the plan is to set out a strategy for the future settlement pattern, location of economic activity and associated infrastructure to accommodate growth and development to 2031. The Draft Strategic



Framework identifies open space planning as integral to achieving strong communities, identifying three specific outcomes relevant to the development of the open space network:

- Community, cultural and sporting facilities are provided where needed within the region;
- The provision of a well-connected, diverse and accessible public open space network;
- The provision of an integrated and high-quality greenspace network to cater for recreational and environmental needs.

**Figure 2 – Examples of existing open space facilities**



## 2.4.MBRC Draft Open Space Strategy 2012 - 2031

The MRBC Draft Open Space Strategy<sup>iii</sup> contains Council's vision and principles for open space provision. It identifies future open space requirements and an action and delivery program to achieve Council's vision. As part of the Draft Open Space Strategy, Council has undertaken a background review of the Region's open space infrastructure network at regional, district and local levels. A summary of findings from this work is outlined below:

Open Space Network		Summary of Findings	Recommendations
Recreation Park	Local	<ul style="list-style-type: none"> <li>Good supply and distribution.</li> <li>Historic development standards have required 10% of land in new developments as open space. This has led to a patchwork of small parks across the region.</li> <li>Many local parks are often underutilised, often due to both the quality and type of embellishments provided.</li> </ul>	<ul style="list-style-type: none"> <li>Consider upgrading the existing local network.</li> <li>Locate future local parks within walking distance to where people live and work.</li> <li>Design and build more attractive parks.</li> </ul>
	District	<ul style="list-style-type: none"> <li>Several district catchments have significant areas with no existing district recreation park provision.</li> </ul>	<ul style="list-style-type: none"> <li>Key factors to consider for future provision is accessibility, quality of space and the desired rates of provision.</li> <li>Consider opportunities to upgrade existing parks within the catchment to provide a district function.</li> </ul>
	Regional	<ul style="list-style-type: none"> <li>The region has a good diversity of regional recreation parks.</li> <li>People are attracted to these parks due to their setting and location as well as the quality and diversity of the facilities within the parks.</li> <li>Regional recreation parks are the recreational showcase for the Moreton Bay Region.</li> </ul>	<ul style="list-style-type: none"> <li>Distribution and access is critical as well as the quality of environment and embellishment within them.</li> <li>Upgrades in accordance with established master plans will continue and adapt over time to the changing needs of the community.</li> </ul>
Sports Park	District	<ul style="list-style-type: none"> <li>Good established supply when matched against the desired rates of provision.</li> <li>Offer better value for money and greater flexibility than smaller, less adaptable spaces to meet changing needs of the community.</li> </ul>	<ul style="list-style-type: none"> <li>Provide larger facilities that offer better value for money and greater flexibility to meet the changing community needs, moving away from the inefficiencies of smaller, less adaptable spaces.</li> </ul>
	Regional	<ul style="list-style-type: none"> <li>Distribution not as critical a feature</li> <li>Current oversupply in the key district catchments of Caboolture and Strathpine</li> </ul>	<ul style="list-style-type: none"> <li>Provision of a regional scale facility within the North Lakes, Redcliffe &amp; Moreton Bay Rail Corridor district to cater for existing shortfall and future demand.</li> </ul>

Table 1 Summary of the Open Space Strategy findings

## **Planning future open space requirements in a Greenfield environment**

In greenfield locations where new communities are being established, new residents will expect the same quality parks and facilities that the region is known for. Council will continue to identify new sports and recreation parks and facilitate the provision of facilities which will meet the needs of these communities into the future. Greenfield development sites enable Council to select the most appropriate land for sport and recreation needs as part of an integrated planning approach. In the case of the Caboolture West area, Council's core planning principles were applied in an initial site selection process including consideration of physical constraints, social and ecological impacts as well as accessibility and relationship to adjacent land uses as part of the initial overall urban design process.<sup>iv</sup>

With the anticipated growth in population, it is likely that new sports clubs will emerge to take up new locations and develop new facilities. Experience has shown that numerous small facilities are more costly to manage, are restricted in the range of sports that can be accommodated and cannot support more flexible use arrangements sought by the changing expectations of the community. Council's response is to encourage larger, well located multi use sports and recreation parks.

These facilities will be designed to support multi-use by numerous sports and include opportunities for passive recreation. They will be well located, service a larger catchment area and have larger multi-purpose sized fields that allow more flexible use by a wide range of sports codes should demand change into the future. The scale and mix of activities will also be supported by a number of travel options for users as the larger facilities will be aligned with public transport routes and connecting pathway networks in the broad mosaic of open space.

Other recreation opportunities also need to be integrated into the open space network to enable a diverse range of choice for the growing community. While there will still be many of the traditional park types, there will also be new spaces that challenge the traditional convention of separation of public and private space such as in civic precincts where laneways and streetscape treatments allow for community interaction and relief in the busy urban environment. The lines between public and private space will become more seamless and more exciting spaces will result from this interaction.

Parks will provide a buffering function between adjacent land uses such as separating the employment hub in the north east of the site from nearby residential communities. Open space will also act as soft edges to centres and where possible be co-located with school sites to maximise the benefits of connectivity and shared use of facilities. Parks will also be universally accessible to emerging communities across the region as development is rolled out.

## Desired standards of service/open space provisions

The desired standards of service (DSS) outline Council's expectations for the region's public parks, providing standards to guide open space infrastructure provision as well as providing a guide to achieving the principles outlined in the Draft Open Space Strategy. The land provision targets, as recommended by the DSS, are identified in Table 2. The targets identify the land required to meet community demands for parks based on rate of population. The provision rates are intended to be flexible, as many parks provide a number of functions and service varying areas.

Park type	Place type														Provision target
	AC	UN	NGS	SN	RR	RT	CT	RA	MFW	KER	CR	EEA	SA		
Local recreation														1ha/1000 persons	
														0.5ha/1000 persons	
														Where required	
District recreation														0.6ha/1000 persons*	
Regional recreation														0.5ha/1000 persons*	
District sports														1ha/1000 persons*	
Regional sports														0.5ha/1000 persons*	
District civic														1 per district centre	
														No provision	
Regional civic														1 per major centre	
														No provision	
Linear linkage														Where required	
Foreshore recreation														Where required	
Bushland recreation														Where required	
														No provision	

**Notes:** The table identifies the provision targets for parks dependent on the place type in which they are located. Refer to Council's Draft Strategic Framework for further information on place types.

**Key:** AC = Activity Centre, UN = Urban Neighbourhood, NGS = Next Generation Suburban, SN = Suburban Neighbourhood, RR = Rural Residential, RT = Rural Township, CT = Coastal Township, RA = Rural Area, MFW = Mountain Ranges, Forests and Waterways, KER = Key Extractive Resource Areas, CR = Coast and Riverlands, EEA = Enterprise and Employment Areas, SA = Special Areas

**Table 2 Provision rate for open space by type**

In planning for the ultimate sport and recreation needs for the regional community, Council has adopted a balanced approach to the provision of active sports facilities within a framework of interconnected open space corridors at a local level that also contribute to a regional mosaic of open space. A combination of linear open space with strategically located activity nodes and more specific neighbourhood and district recreation spaces provides an equitable distribution of public open space consistent with Council's desired standards of service. In some instances, active recreation parks might link with linear corridors to provide more diverse and accessible open space for the community that responds to the terrain or retained vegetation and landscape features of a place.

Council also uses a multi criteria assessment methodology to objectively consider terrain, development patterns and ecological considerations to determine the most effective distribution and configuration of park for each neighbourhood that equally contributes to the greater network of regional open space.



Type of development infrastructure	Open space type	Minimum area	Walking catchment	Rate	Constrained land
Non-trunk	Small local park recreation	0.3 ha - 0.5 ha	150-300m	0.5ha/1000 persons	0%
Non-trunk	Local park recreation	0.5 ha - 1ha	400m		
Trunk	District park recreation	4 ha	1.2km	0.5 ha/1000 persons	20%
Trunk	District Civic park	1000m2			0%
Trunk	District/regional sports	3 parks add up to 80ha		District sports parks @ 20ha each Regional sports park @ 40ha	

**Table 3 Desired standards of service for open space by type**

### Connectivity of facilities

A logical interconnected network of paths will ensure parks and recreation spaces will be accessible to the entire community. Locating recreation activity areas within a broader network of environmental corridors adds further value by creating an integrated green network that also acts as breathing space and provides inter-urban breaks within the development area. District Sport and Recreation facilities will also be accessible via public transport and in many instances located in close proximity to schools and other community facilities.



Neighbourhood facilities will be located within easy walking distance of homes and be able to meet the day to day needs of families seeking break out space, recreation and play facilities.

Parks are increasingly relied upon to provide more and more recreation opportunities for the community. Unstructured recreation enabled by facilities such as fitness stations provides healthy and active living choices for residents within linear open space networks. They also facilitate incidental social interaction and activate parks for more hours in the day. Dog Leash Free facilities also create social hubs for people as well as their animals. These facilities are important for socialisation and physical fitness for dogs. Where located at key nodes along path networks, they encourage walking within and between communities.

### Sports facilities

In relation to sports provision, a more specific catchment assessment was modelled for the projected ultimate development population for the Caboolture West Planning Area using Councils draft Sports Demand Modelling tool. This has enabled Council to establish a much more specific analysis of the expected local demands for the provision of sports and recreation facilities for the new community.

In recognition of the broader strategic framework for sports facility provision, Council has adopted an approach of consolidating sports and recreation activities and facilities at District and or Regional level. This assists by reducing infrastructure and servicing costs, enables multi use of facilities and greatly improves facility maintenance. The establishment of larger, multi-use facilities with a range of activities and services will support improved transport options and increase accessibility for more people.



**Figure 3 Regional sports facility**

The adoption of the larger facility model also enables more efficient use of space and allows clubs to hold larger events such as carnivals and schools to run multi-sport activities within the community rather than having to travel long distances elsewhere within the region.

The larger facilities also include a greater diversity of passive recreation opportunities combined with active sports uses to improve activation of facilities encouraging greater use outside of the traditional sports activity hours. This increased activation means these facilities offer greater choice for patrons and encourage broader social interaction while also assisting with improved visitor safety and security.

### **3. Caboolture West Open Space Planning**

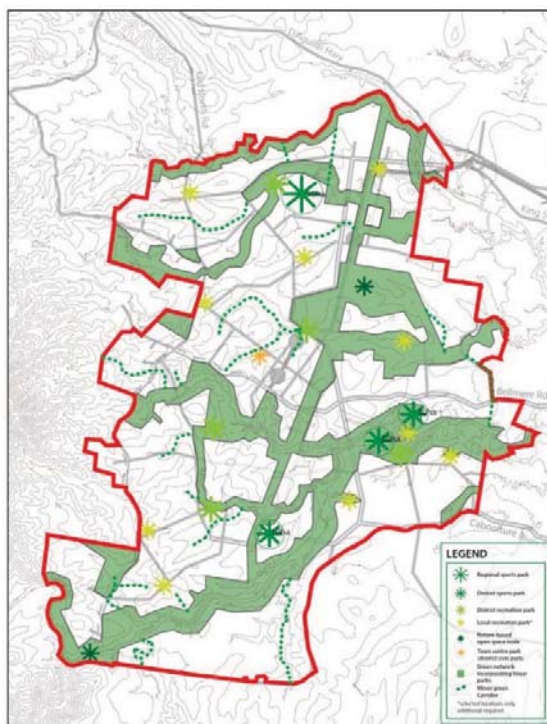
The distribution of parks and recreation facilities was planned in a manner consistent with Council's desired standards of service for park types identified in the Draft Open Space Strategy hierarchy. Consideration was also given to the key objectives of the Caboolture West Landscape Character Framework. People actively seek diversity in landscapes and are drawn to hilltop locations for example, in order to take in the broader landscape context. Landmarks are important in way finding and allow people to maintain a sense of direction while navigating the landscape. Open spaces have therefore

been provided in a range of landscape settings from prominent hilltop locations to river terraces and coastal plans. This will ensure a diverse range of park and open space experiences as well as meeting some of the more specific criteria for provision of sports facilities on predominately flatter land.

Key factors considered included;

#### Figure 4 Typical district park locations

The provision of recreation and open space facilities was also assessed in consideration of the likely rollout of development in order to ensure that the emerging needs of the future community could be met in a timely manner as the community grows. Refer Figure 5 Green network and open space.



## 4. Caboolture West Open Space Strategy

### 4.1. Determining levels of service and infrastructure needs

To ensure the community has access to appropriately located and developed open space, detailed modelling was undertaken consistent with next generation suburban neighbourhood design principles. Park and open space was integrated into the fabric of the new urban form by overlaying the more theoretical model of the 'CabPat' planning unit with the physical constraints of the site.

Parks were distributed throughout the development area to ensure a broad range of landscape experiences were also provided for the future community as part of a more comprehensive green infrastructure network.

Hilltop parks afford views to distant features such as the glasshouse Mountains whilst providing focal points in their own right with signature tree planting and iconic landscape features. Corridor parks enable wildlife and ecological corridors to be retained and enhanced whilst facilitating path links. Local parks remain accessible for parents looking to take a short stroll with young children and provide visual relief within the suburban landscape.

Town parks have been incorporated to provide breakout space in the urban environment and to establish a focal point for civic celebration as well as spaces for workers to seek solace from the workplace.

Water sensitive urban design principles will ensure ecological benefits can be achieved in improving water quality, recharging of aquifers and maintaining healthy streams within and external to the development.

The size and location of parks responds to several key social planning criteria;

- Within comfortable walking distance for their intended function
- Size appropriate for intensity of use
- Enhanced with facilities to meet the needs of the relevant population catchment

The distribution of open space in relation to the overall pattern of development is generally indicated in the overall Structure Plan for the development area shown in Figure 8.

Figure 6 Typical neighbourhood park locations

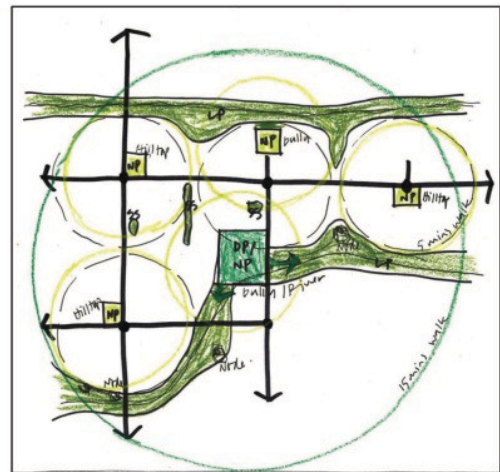


Figure 7 Typical local park locations

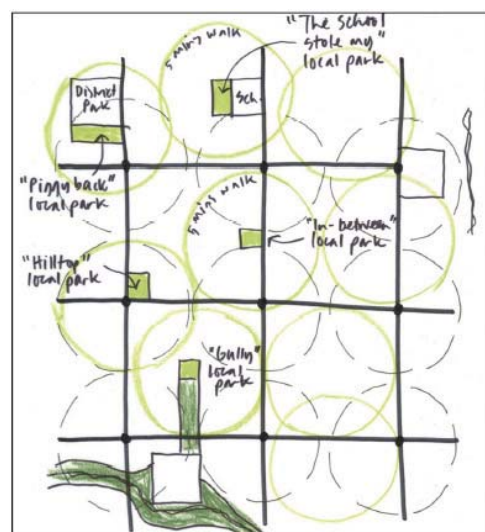
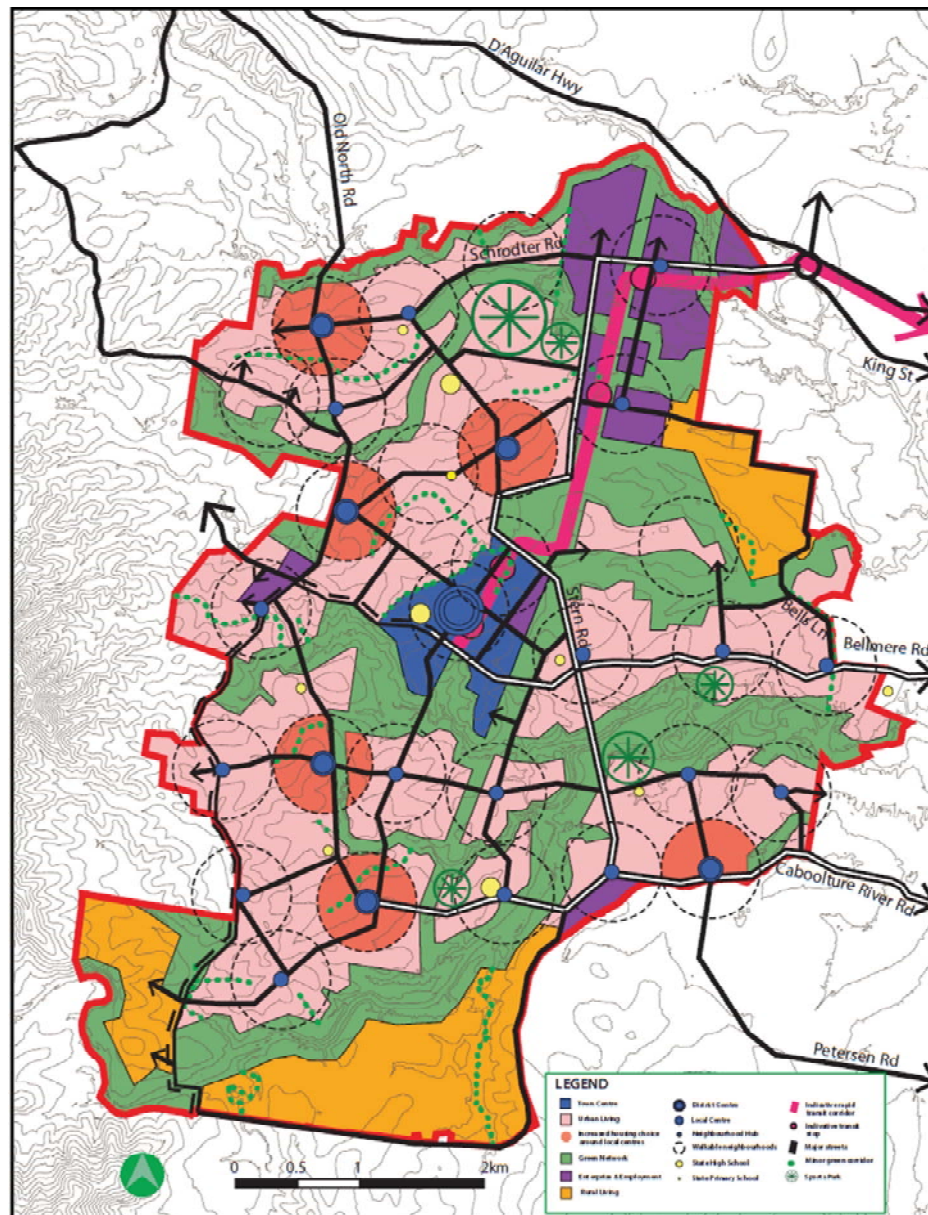




Figure 8 Overall structure plan - draft



The anticipated demand for sports facilities by Code and the proposed provision rates within the development area, have been outlined in Table 4.



SPORT	Projected Fields Required
Soccer	10
Rugby League	4
Rugby Union	4
Touch Football	9
Netball	4
Cricket	6
Hockey	2
AFL	3.5
Softball	1
Track & Field	1
Baseball	1
Indoor Facility	1
Multi-purpose Fields	2

**Table 2 Projected fields required by sport for Caboolture West for a 10Km radius until 2031**

Provision rates also take into consideration particular requirements of sports codes and where modelling identified field or court provisions below the known minimum regional standards of provision within normal planning standards for facilities, the Council base regional provision rate has been applied. By way of example, the provision of less than 4 Netball courts has been determined based on the population projections and theoretical modelling. In this case however, Council has adopted a minimum standard provision of 4 hard courts with grassed overflow spaces for training purposes based on historical trends for provision of courts across the region. In addition, a four court complex can be used by other sport and recreation user groups when not required for training use by Netball.

The provision of a single field for some sports codes based on community profiles and development patterns has also been adjusted upwards to a minimum of 2 multipurpose fields as it is impractical to have sustainable club use of only one field for traditional ball sports such as Football, Rugby League / Rugby Union and Cricket. This will occur within district facilities where catchments are smaller and shared use of adjacent multipurpose fields allows for more efficient provision and management of sports facilities for sustainable community use.

Scheduling of use of facilities is also a very important consideration to optimise the shared use of fields to achieve a balance between managing impact on sports turf surfaces whilst not over supplying the entire development area. Council has therefore considered the potential for incorporation of synthetic surfaces for some training facilities to maximise hours of operation and community benefit.

In line with the recommendations of the Demand Model, Council has accommodated the requirements of traditional sports activities including;

- Football – Soccer
- Football – Rugby League
- Football – Rugby Union
- Football – AFL
- Touch Football
- Netball
- Tennis
- Baseball
- Softball
- Track and Field activities
- Hockey
- Cricket
- BMX



A number of emerging sports activities have also been considered for the ultimate community that are able to utilise shared facilities and or have less rigid requirements for the provision of space including;

- Grid Iron Football
- Dog agility / sports
- Ultimate Disk

In addition to field sports activities, consideration has also been given to the provision of indoor sports and recreation activities including;

- Futsal
- Inline Hockey
- Mixed martial Arts
- Badminton
- Volleyball
- Gymnastics
- Basketball



Council has also included opportunities for the provision of aquatic facilities and has considered the provision of infrastructure within traditional sports facility models as well as within the frame area of the town centre. Aquatic facilities for example, may be better provided in partnership with the private sector where Council can facilitate appropriate land use provision in more accessible locations for the community.

## 4.2 Proposed District and Regional Sports Facilities

A number of sites were investigated as indicated in the overall structure plan (Refer Figure 8). Proposed facilities generally include one main Regional sports facility in the north of the site and two District level sporting facilities in the southern part of the site. Note that the sports demand model only projected sports field requirements for the region up to the year 2031.

Council endeavoured to strike a balance between flat and undulating land for the siting of the proposed sports and recreation facilities. To avoid excessive cut and fill involved with the large flat planes required for field sports, the ideal location for field sports is on flat land. Council acknowledges however, that flatter land is equally in demand for other purposes as it is desirable for development. Longer term community interests need to be safeguarded in the selection of land that is not unduly expensive to develop nor subsequently maintain and manage.

The following plans show the indicative locations of the future sport and recreation facilities.

Figure 9 Plan A indicative regional sports facility

### Plan A - Regional Sport facility

The proposed Regional Sport Facility site is located in the north of the investigation area and accommodates a diverse range of traditional field sports facilities, potential for indoor sports and passive recreation activities.

The site is fringed to the north by a significant riparian corridor that enables good buffering and passive recreation links to the wider community.

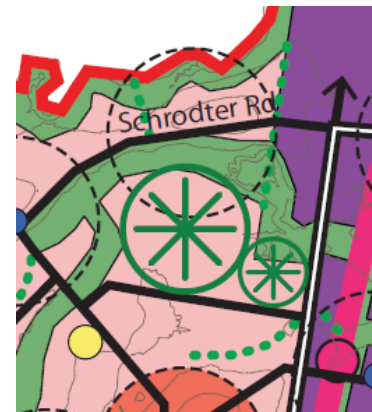


Figure 10 Plan B indicative district sports facility

### Plan B - District Sport facility – Southern

The Southern sport and recreation facility flanks the riparian corridor and enables the communities on opposite sides of the waterway to have access to facilities. It also enables development staging to occur more readily.

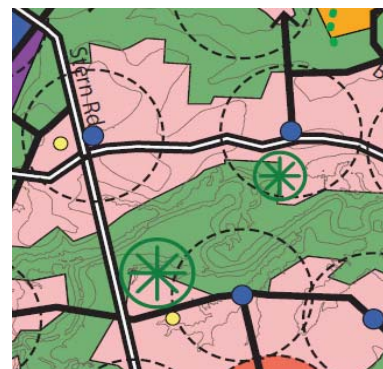


Figure 11 Plan C indicative district sport facility

#### Plan C - District Sport facility - Western

The western sport and recreation facility is located to enable the south west of the broader site to have access to facilities.



The final location, area and configuration of the proposed future sport and recreation facilities will be subject to more detailed precinct planning.

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<sup>i</sup> Queensland Government SEQ Regional Plan 2009 – 2031;

<sup>ii</sup> Moreton Bay Regional Council Draft Strategic Framework, Proposed Moreton Bay Regional Council Planning Scheme 2014

<sup>iii</sup> Moreton Bay Regional Council Draft Open Space Strategy 2012 – 2031, Draft Planning Scheme 2014 Background Studies

<sup>iv</sup> Michael McKeown Caboolture West Urban design report, Draft Planning Scheme 2014 Background Studies