

APPENDIX D

Strategic Cropping Land Assessment

Executive Summary

The Caboolture West Master Planned Area was declared on 17 February 2012. The Department of State Development, Infrastructure and Planning is the coordinating agency for the structure plan. The Declaration requires the Moreton Bay Regional Council (MBRC) to prepare a proposed structure plan for inclusion in the planning scheme within 24 months of the declaration. MBRC has commenced a planning process for the Caboolture West Master Planned Area to become a future growth area within South East Queensland over the long term future. To complete the Caboolture West project in a timely and optimal manner by December 2013, the cooperation and assistance of the State Government is essential. To be successful the Caboolture West Structure Plan needs to be a joint State – Local Government planning partnership.

The Declaration refers to the planning for and the management of strategic cropping land under the Strategic Cropping Land Act 2011 as one of the matters to be addressed in the preparation of the proposed structure plan. Because of the presence of mapped potential strategic cropping land (SCL) within the Caboolture West study area, planning for the Master Planned Area must also consider State Planning Policy 1/12: Protection of Queensland's strategic cropping land. Numerous discussions have occurred between Council and State Government departments in regards to the issues surrounding the Caboolture West Master Planned Area and SCL. Following the outcomes of a land use scenario presentation and workshop on 3 June 2013, a meeting was held between Council and several senior officers from DNRM and DSDIP on 5 June 2013. It was determined that the SPP planning process would be the most appropriate method for resolving planning conflicts. These discussions have led to the current report being prepared.

This report has assessed the relevant criteria in the State Planning Policy for consideration of development of the area for an Urban Purpose overriding the need to retain SCL and potential SCL. The report deals with each of the criteria separately.

In this report it has been demonstrated, based on SCL slope criteria, that SCL is significantly more limited in its distribution across the Caboolture West area as shown in the green areas in Figure ES1 than has been mapped in the SCL Trigger Maps corresponding to the red areas of Figure ES1. The SCL areas are also fragmented and isolated from other SCL areas by rural residential development, land not suitable for cropping, flood hazard areas, areas with significant environmental values and the severance effect of the D'Aguilar Highway.

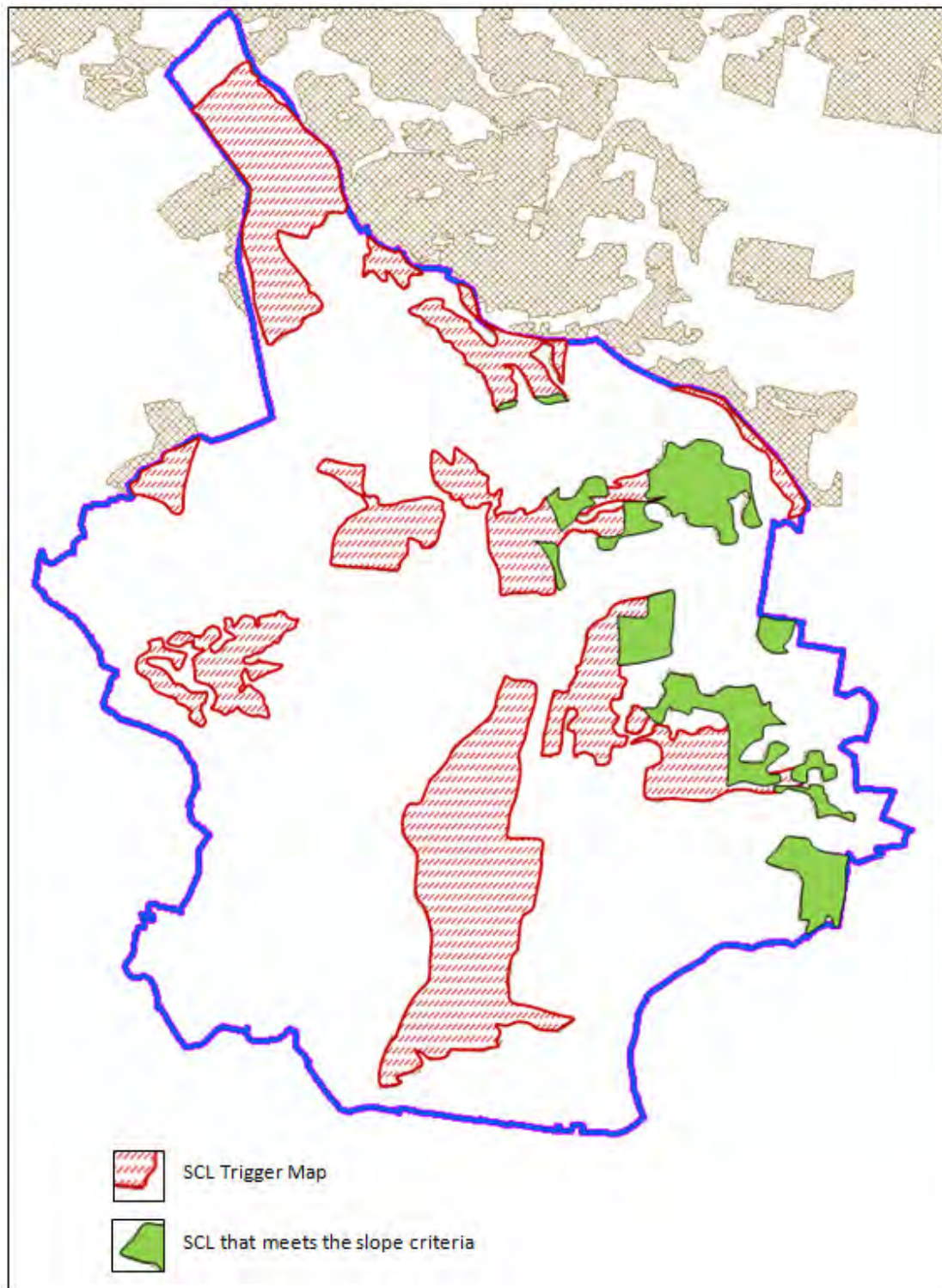


Figure ES1 reassessment of the distribution of SCL.

It has also been demonstrated that the area required for urban expansion to support the future development of Caboolture City has been minimised. Figure ES2 below clearly shows that a series of

investigations and decisions about the Identified Growth Area undertaken during the period 2005 to 2013, which have analysed:

- the SCL values in the area; and
- the potential for development, and
- the integration of the area into a future Caboolture City;

have progressively reduced and therefore minimised the land required for the expansion of the Urban Footprint while also confirming the necessity of developing part of the Identified Growth Area for urban purposes as part of a future Caboolture City.

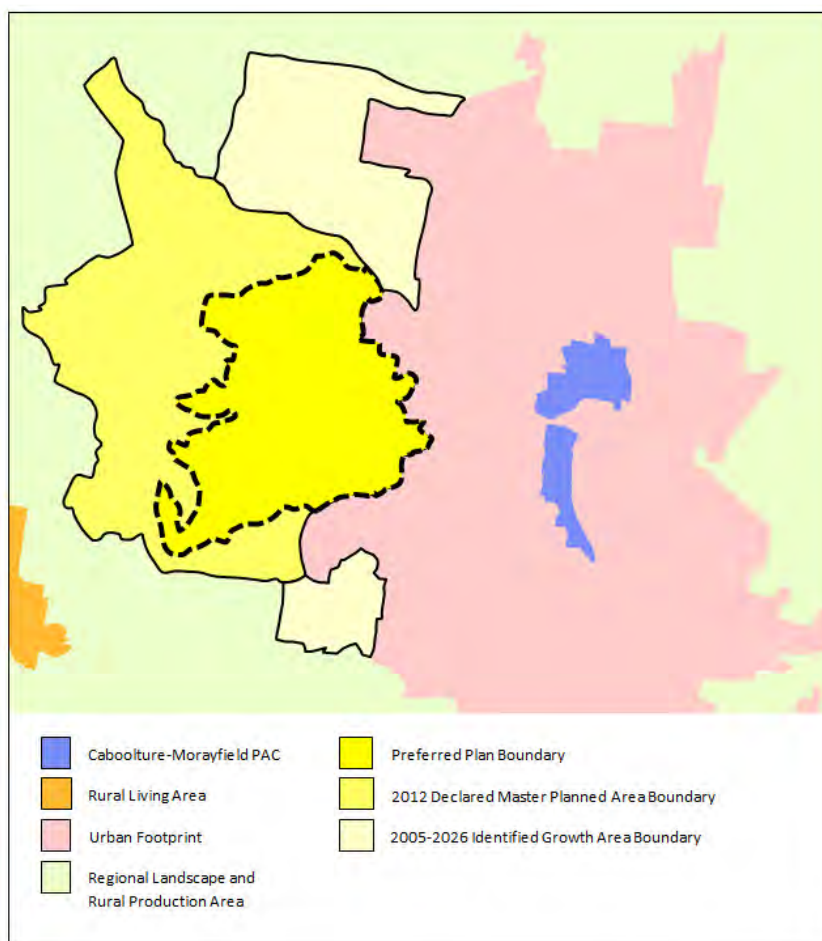


Figure ES2 minimising the land required for urban purposes

Investigations undertaken by Council also demonstrate that on balance there is an overriding need to develop part of the Declared Master Planned area for urban purposes to form part of a planned Caboolture City as illustrated in Figure ES3 below. This planned Caboolture City will have the Caboolture Morayfield Principal Activity Centre at its focus, major business and industry areas on its eastern boundary and within the Caboolture West area, and a series of residential communities providing housing for 190,000 people and 80,000 jobs in the longer term. Without Caboolture West the city will have much less population and much slower growth and will not be able to support the range of services and facilities and jobs that are required to achieve Council's vision for greater levels of self-containment.

PLACE TYPES - CABOOLTURE - CAB WEST VERSION

MORETON BAY REGION - STRATEGIC FRAMEWORK - Map 3.13.2

October 2013

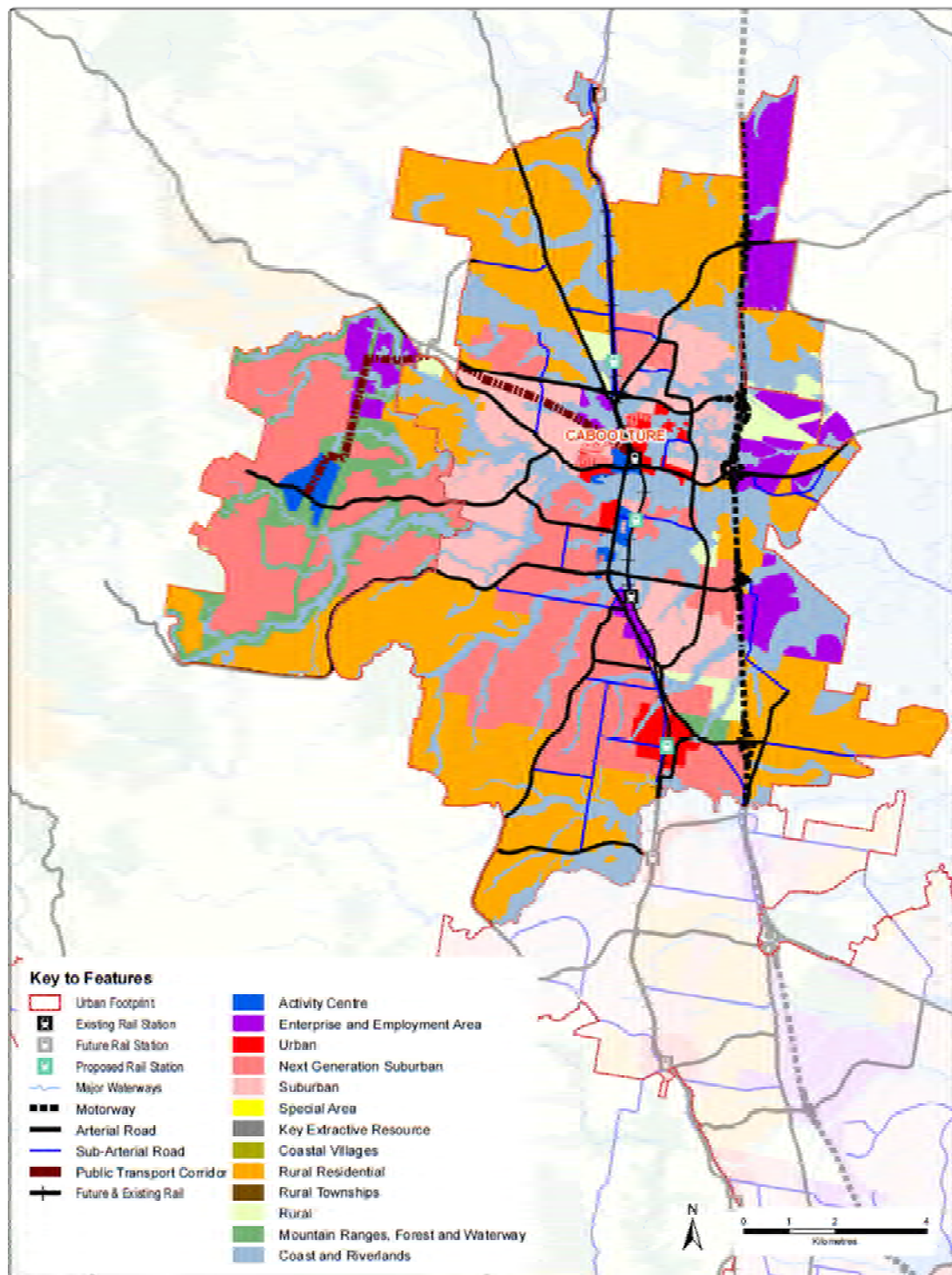


Figure ES3 Caboolture a satellite city in a major growth corridor.

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1.0 Introduction

Moreton Bay Regional Council (MBRC) is currently preparing a new planning scheme for the Moreton Bay Regional Council area. MBRC has also commenced a parallel planning process for the Caboolture West Identified Growth Area to accommodate population and employment growth as part of a future Caboolture City within the new MBRC planning scheme. Preparation of this report 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 2009ⁱ
- Moreton Bay Rural Areas Strategy completed in May 2012ⁱⁱ;
- Future Land Demand Study completed in January 2012ⁱⁱⁱ;
- Retail and Commercial Sector Needs Assessment completed June 2013^{iv};
- Moreton Bay Housing Needs Assessment 2011^v;
- Moreton Bay Economic Development Report completed 2010^{vi};
- SEQRP 2009-2031^{vii};
- Queensland Agricultural Land Audit 2013^{viii};
- Strategic Cropping Land Act 2011^{ix}; and
- Queensland Government draft single State Planning Policy April 2013^x

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. This vision includes continuing agricultural production alongside continued residential development and business development in the key sectors of the local economy identified in the Council's Economic Development Strategy. Council's economic development strategy is intended to lead to a structural shift of the MBRC economy over time to yield a more balanced economy. All of these considerations are combined in the draft Strategic Framework^{xi} which underpins the preparation of the new MBRC Planning Scheme and was prepared with extensive consultation with State Agencies. The Strategic Framework provides the local context for consideration of State interests and also recognises the important role the Caboolture West project could play as part of a balanced long term growth strategy for MBRC.

The Moreton Bay Region currently plays a significant role in accommodating population growth in South East Queensland, and is planned to continue this role with an indicative planning population to 2031 exceeding 500,000 people. Additionally, MBRC is a key supplier of affordable housing for South East Queensland. As part of the work of preparing the new planning scheme Council has examined the future land supply to support continued population growth, and the extent to which MBRC can rely on redevelopment in and around centres, infill within existing sewerred areas, conversion of targeted rural residential areas to become new urban areas and greenfield areas as sources of supply of new housing product. The results of this work indicate:

- without the Caboolture West area greenfield areas in the Caboolture District are very limited and it would not be possible to replace greenfields land supply from rural residential areas to provide sufficient new housing to meet the underlying demand;
- the targeted rural residential areas in the Morayfield, Burpengary and Caboolture north areas are unlikely to be able to provide new housing at the rate required to meet demand; and
- the urban housing provided by converting rural residential lots to urban is expected to be more expensive than housing provided through greenfield development in the foreseeable future.

With the existing limitations of greenfield land availability in the Caboolture District, a new major broad hectare land supply is required for Moreton Bay to continue its vital role of supplying relatively affordable housing.

MBRC also has an important role to play if providing land for future business, industry and employment close to existing and planned residential areas. The new MBRC planning scheme proposes a future Caboolture City featuring the Caboolture-Morayfield Principal Activity Centre as the focus, and the Caboolture Airport Industrial Area, the North East Business Park, the Elimbah East Regional development area, and a low impact industry area forming a ring of employment destinations around the city. A District Centre is also planned within the Caboolture West area.

Important areas of existing agricultural production are located in a band extending from Wamuran-Elimbah to Toorbul-Ningi located predominately to the north and east of the proposed Caboolture City. Other important agricultural areas are located further west around Woodford and Neurum extending to Kilcoy. The Caboolture West area includes limited areas currently used for agricultural production some of which would be transitioned to urban purposes over a twenty to-thirty year time frame based on preliminary estimates of stages of development. Most of the Caboolture West area is either unsuitable for cropping or only marginally suitable and these areas are currently isolated from the established areas of agricultural production by the D'Aguilar Highway and existing rural residential development at Wamuran.

This report focuses on the presence of mapped strategic cropping land within the Caboolture West study area and the implications of State Planning Policy 1/12 for the proposed Caboolture West plan. It provides detailed assessment in the form of analysis and discussion regarding the issues surrounding existing SCL designation and the planning outcomes sought for the Caboolture West area. The report also assesses the planning options for the area taking into consideration the regional planning goals for accommodating population growth and employment.

Other reports being prepared by Council deal in more detail with the agricultural production, residential and economic development issues associated with the Caboolture West project.

This assessment has been broken down into a number of sections dealing with the relevant criteria in Section 3 of SPP 1/12 as follows.

2.0 Purpose

To determine the extent of the Caboolture West study area required for Urban Purposes taking into account relevant criteria for retention of SCL and potential SCL.

3.0 Background

3.1 Caboolture West Master Planned Area

The Caboolture West area is included in the SEQRP 2009-2031 as an Identified Growth Area.

On 17 February 2012, the Queensland State Government declared Caboolture West a Master Planned Area (MPA) under the provisions of the Sustainable Planning Act 2009 (SPA). This declaration marked the start of a Council led process to prepare a structure plan to be included in Moreton Bay Regional

Council's new planning scheme by 22 November 2015. However, SPA 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.

The Caboolture West area declaration highlights several key matters that must be addressed whilst preparing the Caboolture West plan, including koala net gain, consideration of flood risk, consideration of the existing Principal Activity Centre and ensuring consultation with all major landowners.

The Strategic Cropping Land Act 2011 and State Planning Policy 1/12: Protection of Queensland's strategic cropping land, both commenced on 30 January 2012 approximately three weeks prior to the Caboolture West area Declaration. As a consequence of the commencement of SCL legislation a short time prior to the declaration, and the fact that the Caboolture West area was not previously designated for urban development or included in the urban footprint, SPP 1/12 currently applies to the development of the area. The Caboolture West project therefore gives rise to a potentially significant conflict of State Interests in the policy areas of agriculture, development and construction and land development and housing which the Department of State Development, Infrastructure and Planning (DSDIP) is required to resolve if the project is to proceed.

3.2 Strategic Cropping Land

The Strategic Cropping Land Act (SCL Act) which became operative in January 2012 seeks to:

- (a) protect land that is highly suitable for cropping; and
- (b) manage the impacts of development on that land; and
- (c) preserve the productive capacity of that land for future generations.

The act relies on a series of trigger maps based on an initial assessment of land suitability for cropping. It also contains provisions that are used to review the suitability of land for cropping. If land is assessed as highly suitable for cropping the Act protects that land from development that would have permanent impacts on the use of the land for cropping.

The Act came into being in response to an increasing range of competing land uses including mining, petroleum, coal seam gas and geothermal projects associated with the rapid expansion of the Queensland resources sector of the economy and continuing urban expansion. The Act stands apart from the Sustainable Planning Act 2009 as it seeks to regulate the use of land for resource development purposes as well as development regulated under SPA.

The Act was seen by the government of the day as one of a range of initiatives^{xii} including:

- the Land Access framework for resource exploration and development;
- Coal Seam Gas regulatory framework,
- Resource Exploration and Urban living policy;
- statutory regional planning; and
- the regionalisation strategy aimed at balancing competing land uses and supporting sustainable regional development.

Its introduction however coincided with the declaration of the Caboolture West Master Planned area but comes after the Caboolture West area had previously been designated as an Identified Growth Area for residential and employment in the SEQRP 2009-2031 and therefore gives rise to a policy conflict between the competing interests of development and construction, and development of land for housing on the one hand and agricultural production on the other.

Because of the presence of mapped potential strategic cropping land (SCL) within the Caboolture West study area (See Appendix A); planning for the Master Planned Area must consider State Planning Policy 1/12. SPP 1/12 recognises the need to protect strategic cropping land as it is a finite resource of State and national importance. Consequently SCL should be conserved and managed for the longer term and planning and approval powers should be used to protect SCL from developments that lead to permanent impacts or diminished productivity.

SPP 1/12 seeks to reflect the South East Queensland Regional Plan (SEQRP) 2009-2031, stating that desired regional outcomes, future regional land use patterns and key regional environmental, economic and cultural resources to be preserved, maintained or developed have been considered during the development of the SPP. This consideration however did not extend to consideration of the Caboolture West Identified Growth Area despite the fact that this area had been identified in successive iterations of the SEQRP since 2005^{xiii}, and is an Identified Growth Area in the current SEQRP.

A further consideration is that the current SEQRP provides a framework for development of the region to 2031 whereas the planning investigations undertaken by Council indicate that the Caboolture West area, and the long term growth of a future Caboolture City warrant consideration of a longer term time horizon for urban development well beyond 2031 to inform necessary long term trunk and state infrastructure planning. If this longer term time frame is considered the case for development of Caboolture West for urban purposes is even stronger given the significant growth projected in SEQ in the longer term^{xiv} and the marginal suitability of land within Caboolture West for agricultural production.

Notwithstanding this limitation a regional plan need not fully reflect the policy outcome of the SPP due to the necessary balancing of relevant State and regional issues within the regional context. Section 26 (3) of the SPA, currently states that:

If there is an inconsistency between a regional plan and another planning instrument or any other plan, policy or code under an Act, the regional plan prevails to the extent of the inconsistency.

A new or amended local planning instrument, structure plan or master plan achieves the policy outcome in section 1.1 if the instrument:

- (a) *does not include SCL or potential SCL in areas zoned as urban areas; or*
- (b) *includes SCL or potential SCL in areas zoned as urban areas or for extractive industries only where it is demonstrated that:*
 - a. there is no alternative land available that is not SCL or potential SCL; and*
 - b. the expansion of areas zoned as urban areas onto SCL or potential SCL represents a significant community benefit; and*
 - c. the inclusion of SCL or potential SCL into areas zoned as urban areas is minimised to the greatest extent possible.*

It should be noted that the Queensland Government is currently preparing a new Regional Plan which has a longer term time horizon than the current SEQRP and Council is also preparing a new planning scheme which is not yet reflected in the State Government planning for the region. Both these plans will be required to respond to significantly increased growth projections for SEQ and Local government areas compared to the population projections that informed the current Regional Plan and Local government planning schemes. If the decision is made to include the Caboolture West area as a development area within the new regional plan to accommodate future population and employment growth, then the provisions of SPP 1/12 would no longer apply.

3.3 Other State Interests for Caboolture West

Other legislation relevant to the Caboolture West project that include reference to state interests are as follows:

State interests – Sustainable Planning Act 2009^{xv}

SPA 2009 defines a state interest as:

- an interest that the Minister considers affects an economic or environmental interest of the state or a part of the state, including sustainable development; or
- an interest that the Minister considers affects the interest of ensuring there is an efficient, effective and accountable planning and development assessment system.

State Interests – SEQRP 2009-2031

The SEQRP states that:

- *for the purpose of the IPA, the regional plan is taken to be a state interest;*
- *under IPA the regional plan prevails where there is any inconsistency with any other plan, policy or code, including any other planning instrument made under state legislation that has effect within the SEQ region; and*
- *any plans, policies and codes being prepared or amended by state agencies that relate to the SEQ region must reflect and align with the regional plan;*
- *the regional plan also directs state agencies, through Queensland Government-agreed principles, policies and programs for the future of SEQ.*

The SEQRP also identifies the state interest as including:

- *the development of a diversified regional economy within each sub-region;*
- *local governments demonstrating employment self- containment in planning decisions, including planning scheme review;*
- *facilitate private sector investment in the region's economy;*

- *development of the Caboolture-Morayfield principal activity centre and infill development focused on that centre;*
- *accommodating regional dwelling and employment targets;*
- *conserving agricultural land for food production; and*
- *protecting good quality agricultural land from incompatible development and provide for the expansion of agricultural production.*

The Caboolture West Identified Growth Area is recognised in the Regional Plan as potentially suitable for accommodating urban growth. The purpose of the Caboolture West Identified Growth Area in the Regional Plan is to:

“... limit further development and fragmentation of the area within the life of the plan so that its long term viability for urban development is protected”.

It follows therefore that, as the Regional Plan is a state interest, and the development of the Caboolture West Identified Growth Area (although currently outside the urban footprint) for urban purposes and subject to further investigations being undertaken is also a matter of state interest. This state interest ought to have been considered in the preparation of the SCL trigger maps and in the more recent Queensland Agricultural Land Audit.

The Regional Plan seeks where possible to resolve state interests in the initial planning stage reducing the role of the state in subsequent detailed planning. This has also been the approach taken by Council in preparation of the draft Strategic Framework as part of the new MBRC planning scheme. Council in undertaking its investigations and planning for the Caboolture West area in consultation with relevant state agencies is actively seeking to resolve competing state interests in the formulation of the plan and to avoid leaving these State interest issues to be resolved at the development application stage.^{xvi} This proactive approach to resolving conflicting State interests is also reflected in the draft single State Planning Policy.

State Interests – Draft Single State Planning Policy

The draft single State Planning Policy(SPP) is intended to express state interests “... in a complete and comprehensive manner to make it 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”. In summary State Interests include:

- Efficient approval of appropriate development
- Effective delivery of sustainable planning outcomes
- Protect and enhance Queensland natural and built environments and places
- Maximise transparency and accountability
- Enable positive responses to change, challenges and opportunities
- Consider infrastructure needs to support development

It also introduces an “overriding need” test where there are sufficient grounds to warrant departing from particular state interest provisions. In this case overriding need may exist if:

- (1) *the overall social, economic or environmental benefits of the development or decision outweigh:*
 - (a) *any overall detrimental effect upon the social, economic or environmental values of the land and adjacent areas, and*

- (b) the development or decision advances the purpose of SPA and the principles outlined in Table 1 of the SPP, and*
- (2) the development cannot reasonably be located elsewhere so as to avoid conflict.*

The following do not establish an overriding need in the public interest:

- (1) development with relatively few location-based requirements, or*
- (2) interests in or options over land, or*
- (3) availability or ownership of land, or*
- (4) the personal circumstances of an applicant, owner or interested third party.*

The draft single SPP further defines a range of state interests including:

1. Agriculture –
 - *Provide for the long-term growth of the agricultural sector by supporting and facilitating industry development, and protecting resources on which agriculture depends;*
2. Development and Construction –
 - *Planning and decision making support the growth of a strong and competitive development and construction sector and employment needs through:

 - *ensuring a sufficient supply of developable land (both infill and greenfield), and*
 - *facilitating appropriate development opportunities, and planning for industrial and commercial development required to support growth and jobs; and**
3. Land development and housing supply –
 - *Facilitate housing and land for housing that caters for the various anticipated lifestyles, incomes, ages and needs of urban and regional communities.*

These state interests overlap within the Caboolture West study area and need to be resolved as part of the preparation of the Caboolture West plan. Extracts from the draft Single SPP which outline each of the conflicting state interests are included in Appendix D. The draft single SPP provides a mechanism for resolving competing state interests in a manner that best achieves the purposes of SPA 2009. The SPP recognises that there is no “one size fits all” approach and that state interests have to be contextualised to produce integrated and balanced planning instruments.

Three objectives are proposed as a guide to managing competing state interests, these are:

- *Consider state interests in their entirety given the regional and local context;*
- *Support innovate and locally appropriate solutions;*
- *Empower and support local governments to make the best planning decisions for their communities.*

MBRC Community, Planning and Economic Development Strategies

The new MBRC planning scheme work in conjunction with the SEQRP provides an opportunity to contextualise consideration of the SCL and other state interest requirements in the MBRC area.

The historic pattern of settlement, combined with the planning and development of new residential communities has been a significant feature of the growth of MBRC for decades. Significant population growth is projected into the future and therefore it is important that MBRC continue to develop its settlements to accommodate this growth. This residential growth has been a key driver of economic and local employment growth in many service sectors of the local economy and this is expected to continue into the future. MBRC now has a significant skilled labour force but many people are also faced with long commutes to adjoining areas for work which results in reduced local economic activity and pressure on households seeking to live balanced lifestyles combining family, work, education and training, recreation and leisure, and involvement in community activities. This is particularly an issue as congestion on the regional transport network increases and significant population growth is projected to occur further away from the traditional concentration of economic activity within Brisbane City. Strong economic growth in MBRC comes mainly from its activity centres and business and industry areas within the urban corridor which extends north from Brisbane City to Caboolture. MBRC is seeking to increase the level of economic activity locally within the urban corridor to provide more employment opportunities close to where people live and to broaden and deepen the local economy.

Agriculture has over decades shaped the character of the region and is intended to remain an important part of the MBRC economy, lifestyle and environmental/landscape character into the future. Agriculture is part of the diversity of lifestyles and places, and the economy of the region that Council wants to retain. The industry provides local jobs directly and indirectly, it's a net exporter of products and brings income into the region and has significant supply chain links to other businesses in the region. Over time agricultural activities have given ground to the expansion of urban and semi-urban development of the coastal lowlands but over time the industry has also grown and become consolidated within the rural areas to the north of Caboolture and extending into the Sunshine Coast Regional Council area, and around Woodford and extending west to Kilcoy. Although agricultural activities around Woodford are currently considered to be in decline there is potential for this area to become an important agricultural production area in the longer term. Elsewhere however, the western rural areas of the region are not expected to provide strong economic growth and mainly serve as rural residential and semi-agricultural areas.

The community plan recognises the importance of healthy food, locally grown produce, and productive and economically viable rural areas. It highlights the importance of well planned growth which includes:

- Diverse urban, rural and coastal places.
- A network of healthy and resilient natural areas.
- A vibrant, sustainable and knowledge driven economy that attracts investment.
- Many valuable employment and business opportunities for residents to choose from without having to travel outside the region.
- Productive and economically viable rural areas.
- Well-designed and responsive infrastructure networks.

The future of agricultural production in MBRC has been addressed in reports prepared by Council and summarised in the Caboolture West Agricultural Land and Production Report prepared as a background study in the preparation of the Caboolture West plan. The future of agricultural production in MBRC is in the agricultural areas north of Caboolture and extending into the Sunshine Coast area and in the Woodford-Neurum area of the region and extending west to Kilcoy.

The draft Strategic Framework provides a comprehensive vision and strategy for MBRC that is derived from the Community Plan, reflects the state interests expressed in the SEQRP, and seeks to facilitate Council's economic development strategy and planning intentions. Council's planning intentions are expressed spatially based on five districts:

- Caboolture City;
- The North Lakes-Redcliffe Moreton Bay rail Link Corridor;
- Strathpine City;
- The Coastal villages; and
- The rural areas.

Each of these districts consists of a series of place types that describe the ultimate general form and nature of development within each district. Each place type provides land for housing and jobs and support services and facilities, protection of the environment and avoidance of natural hazards. The draft Strategic Framework is the culmination of extensive background investigations and policy development undertaken by Council during 2010 and 2011 in consultation with State Agencies. The draft Strategic Framework was submitted for State Interest review in 2011 and placed on public display in 2012 and is now being used to guide more detailed scheme drafting work.

Caboolture West is included in the Caboolture City district, and is intended to include an assembly of the relevant place types including Coast and Riverlands, Mountain ranges, forests and waterways, Activity centres, Enterprise and employment areas, Special areas (e.g. major sport and recreation facilities, waste water treatment facilities), Urban neighbourhoods and Next generation suburban neighbourhoods place types, all structured to form a major new urban settlement. Parts of Caboolture West that Council investigations have determined to be suitable and available for urban development are not intended to be retained as a rural place but to be integrated into the future Caboolture City. This land which is within 10 minutes drive of the Caboolture Morayfield Principal Activity Centre is simply too important to the long term growth strategy of Council as it provides land for new activity centres and business and industry, and population to support the principal activity centres role and function. By contrast the agricultural production potential of the Caboolture West area is marginal with only limited suitability for cropping and unlikely to underpin strong economic growth and other areas area available within the MBRC area that are suitable for agricultural production.

Caboolture has traditionally been a major centre of commerce and administration but wages on average are lower than across the region. The development of future employment lands around Caboolture and the redevelopment of the Caboolture CBD are intended to help create more opportunities for diverse development in the area over the coming decades. This is a very significant issue that Council has sought to address in the draft MBRC Planning Scheme where it has sought to combine residential and employment place types to form a future strategy for Caboolture City.

The Caboolture West project has an important role to play in forming part of the future Caboolture City. The land use strategy of Council is therefore closely coupled to its economic development strategy and focuses on the future economic activities that drive growth throughout the economy, provide more diversification and balance away from residential services and better connected places where people can live and work. The vision of a future Caboolture City with a population of 190,000 people and 80,000 jobs is an important part of the overall long term vision for the region. Council intends that this area be developed for jobs and housing to meet future projected needs and Council's vision for increased local economic activity and greater levels of job self-containment.

3.4 Council and State Government Discussions

Numerous discussions have occurred between Council officers and officers from State Government departments in regard to the issues surrounding the Caboolture West Master Planned Area and SCL. These discussions have led to the current report being prepared in response to recommendations from the State. A summary of previous discussions is recorded below to provide the context that has informed this report.

Following the outcomes of a land use scenario presentation and workshop on 3 June 2013, a meeting was held between Council and several officers from DNRM and DSDIP on 5 June 2013. The aim of this meeting was to discuss the correct process Council's project team should pursue in dealing with the issues around SCL/future urban development. DNRM officers advised that two possible processes were available.

1. Through a validation process where the eight levels of SCL criteria are assessed using appropriate desktop and field assessment techniques; or
2. Through the SPP planning process. This involves satisfying the requirements within SPP 1/12, Section 3: Making or amending a planning instrument.

It was determined that the SPP planning process (option 2) would be the most appropriate method for resolving the planning conflict. Council's project team advised that work would commence on completing a SCL assessment report, aiming to fulfil the requirements set out in Section 3 of SPP 1/12.

4.0 Strategic Cropping Land Assessment

The following assessment and discussion follows a checklist that was developed by both Council and DNRM using Section 3 of SPP 1/12: Protection of Queensland's strategic cropping land (See Appendix B). Section 3 of the SPP refers to making or amending a planning instrument, in particular local planning instruments, structure plans and master plans (see Appendix C). The assessment provides a holistic analysis of the issues surrounding existing SCL and the planning outcomes sought for the Caboolture West area. It is intended that this discussion will determine how the planning intent for Caboolture West seeks to align with the policy outcome requirements presented in Section 3 of SPP 1/12.

4.1 Future Urban Areas

The following addresses Section 3.3 (b) of SPP 1/12, including SCL or potential SCL in areas zoned as urban areas or for extractive industries. Before seeking to align with the remaining policy outcome requirements of Section 3.3 it is important to confirm the proposed land within the Caboolture West study area that will equate to being zoned as 'urban areas'.

As defined in the *Sustainable Planning Regulations 2009*, an 'urban area' is an area identified as an area intended for urban purposes (but not rural residential or future rural residential purposes) on a map in a planning scheme. 'Urban purposes' is defined as purposes for which land is used in cities or towns, including residential, industrial, sporting, recreation and commercial purposes.

A preferred land use scenario is being developed for the Caboolture West area. The land uses associated with this scenario result from the MBRC draft Strategic Framework, which:

- was prepared using extensive consultation with State agencies during the period 2011/2012;
- was made public on Council's website in late 2012; and
- provides the broad policy framework to guide preparation of more detailed aspects of the MBRC planning scheme including a proposed future Caboolture City incorporating the Caboolture West area.

A key feature of the Strategic Framework is the MBRC Place Model, which designates land into specific Place Types each recognisable by its function, including related and compatible land uses, intensity, special qualities and character. These place types are structured to form a proposed future MBRC land use pattern that reflects key regional environmental, economic and cultural resources. As such, the Strategic Framework recognises the current rural character of the Caboolture West area, and the potential for this area to form part of a future Caboolture City including residential, industrial, sporting, recreation and commercial purposes.

The Place Types identified in the preferred Caboolture West land use scenario can be directly translated to land that equates to 'urban areas' and therefore is intended for 'urban purposes', as defined in the *Sustainable Planning Regulations 2009*. Figure 1 indicates the current draft place types.

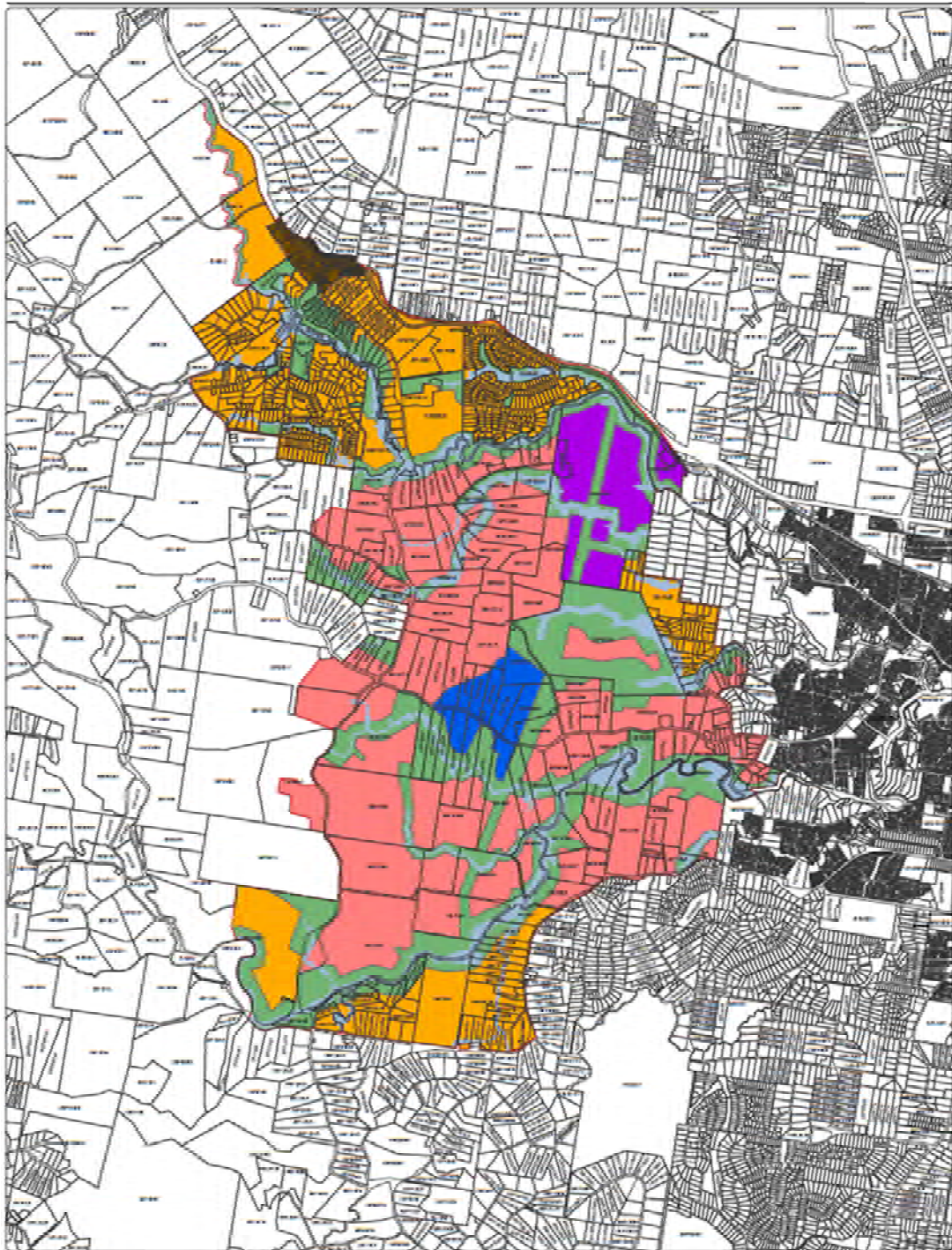


Figure 1 Draft place types (October 2013)

Figure 1 depicts the approximate location and size of potential urban areas within the Caboolture West study area. The information below describes how the scenario above equates to areas zoned as 'urban areas'.

'Activity Centres' Place Type (dark blue)

- comprises some or all of the primary urban land use categories of retail, office employment, residential, civic and community uses.
- mix of different but compatible uses within a compact form.

‘Next Generation Suburban Neighbourhood’ and ‘Urban’ Place Type (pink)

- mix of dwellings on variety of lot sizes, small lot/zero lot line housing, rear lane housing, duplexes, medium density residential units and housing for older persons
- to be developed at a density that will support public transport and active transport infrastructure – at least 35 people and/or jobs per hectare.
- contains local, neighbourhood and district parks.
- supported by complementary urban uses in a surrounding frame area which may include higher density residential, commercial uses, low impact service industry, schools and child care facilities.
- comprises a local mixed business centre that is easily accessed and located on a main through street or a public transport node.
-

Enterprise & Employment’ Place Type (purple)

- major centres of business and industry employment which form an integral element of the urban structure and key areas for the creation of higher levels of local enterprise employment.
- primarily intended for manufacturing, engineering, transport, logistics and warehouse activities and related business activity
- capable of operating 24/7 with minimal impact on adjacent areas.

4.2 Moreton Bay Urban Land Availability

This section provides an analysis of the MBRC land characteristics, growth assumptions and the capacity of the new MBRC planning scheme to accommodate growth to 2031. This analysis will help determine the need for the development of Caboolture West to commence before 2031. This section seeks to satisfy Section 3.3 (b) (a) of SPP 1/12, including SCL or potential SCL in areas zoned as urban areas or for extractive industries, only where it is demonstrated that there is no alternative land available that is not SCL or potential SCL.

This section is based on the significant work undertaken by Council to inform the preparation of the new planning scheme and the Caboolture West plan.

4.2.1 MBRC Regional Land Analysis

Analysis of the Moreton Bay Region land characteristics assists in understanding the potential areas MBRC has available for long term urban growth. Land that is heavily constrained proves either extremely difficult or impossible to accommodate future urban development. Land with limited constraints has the potential to accommodate population growth, subject to further investigation. Figure 2 below shows a sub-regional constraint analysis for the MBRC area.

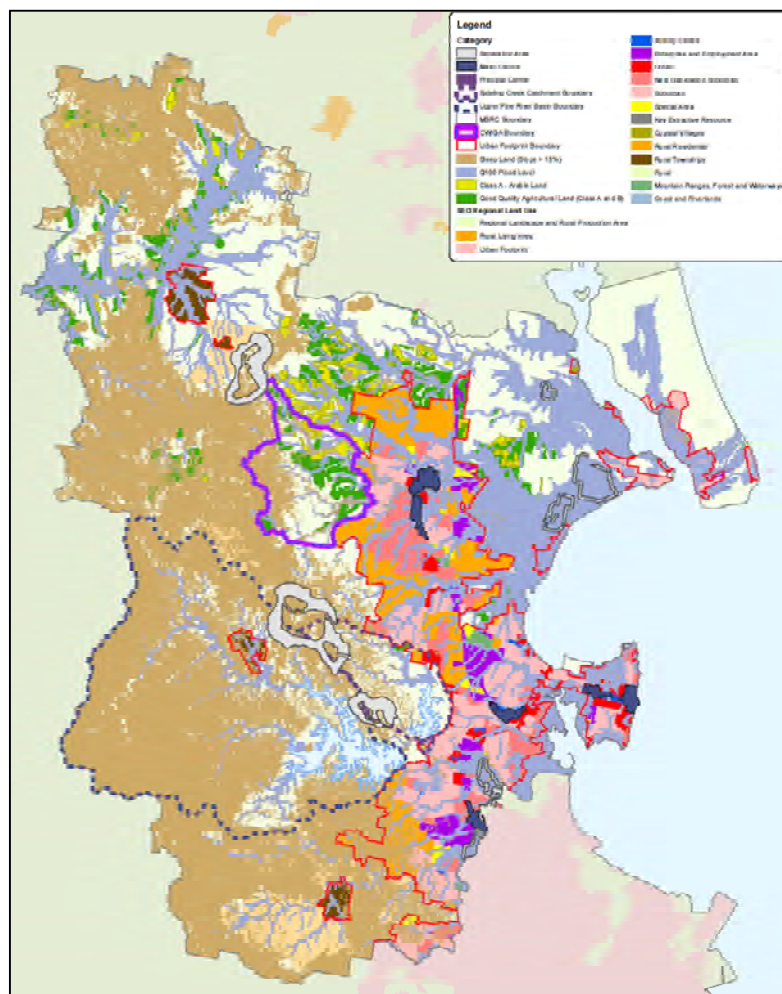


Figure 2 Sub-regional constraint analysis

The MBRC area is affected by a number of constraints, notably the coastal hazard areas to the east, and the hills and mountain ranges to the west. The SEQ Urban Footprint is highlighted in Figure 2 above. This footprint (red outline) is surrounded by many dominant constraining elements such as slope (brown shade), flood liable land (blue shade), lake catchments (dotted outline), extractive resource areas (grey shade) and good quality agricultural land (green and gold). When considering options for substantial future growth there is very limited choice remaining within the region. The Caboolture West area, shown in the purple outline, provides the only significant opportunity to accommodate growth on the low rise coastal plain that is relatively unconstrained and adjoining existing urban services and facilities. Much of the Good Quality Agricultural Land in the Caboolture West area has been validated as limited-class B arable land (green).

Not shown in the figure above is the SCL and potential SCL mapping from the State Governments SCL Trigger Map which only corresponds in part to the mapped GQAL (green and gold). With the additional constraint of the SCL Trigger mapping, the low rise coastal plain comprising the Caboolture West area is so covered with mapped SCL/GQAL that the areas remaining are not a viable land source for future growth. Once these findings are combined with the remaining more heavily constrained land elsewhere within the region, there is limited to no future land available to sustain the growth of MBRC in the longer term.

It is clear in terms of the major constraints within the region that the Caboolture West area is the most appropriate area to investigate accommodating long term population and employment growth without compromising the existing major areas used for agricultural production within the MBRC area and by using land which is only marginally suitable for limited crop production. The Caboolture West area is also the only area that can provide greenfield land to support the medium and long term development of Caboolture City.

4.2.2 SEQRP Projections

The SEQRP 2009 contains an urban footprint which aims to accommodate residential development within the region to 2031 and to control unplanned urban expansion. As such it is intended to identify sufficient land to accommodate a projected population of 4.26 million people within SEQ and their employment and economic development needs to 2031. Given that the population of SEQ is expected to grow faster than the SEQRP anticipated there is a need to review the capacity of the urban footprint to accommodate projected growth.

The Caboolture West Master Planned Area Declaration requires Council to incorporate the Caboolture West plan into the planning scheme by 22 November 2015. Council is planning for Caboolture West to be an integral part of the new planning scheme for the Moreton Bay Regional Council area which is programmed for completion in 2014. This planning process provides a unique opportunity to assess the capacity of the MBRC urban footprint to accommodate planned urban growth in line with more recent population projections and assess the role that Caboolture West could play in accommodating this urban growth.

The 2009 SEQRP has an indicative planning population for the MBRC area of 513,000 people and a forecast of 84,000 additional dwellings. The OESR^{xvii} regularly updates population forecasts for each local government area and in recent years has revised its forecasts upwards well above the indicative planning population. Figure 3 below shows the changes in forecast population for MBRC over recent years.

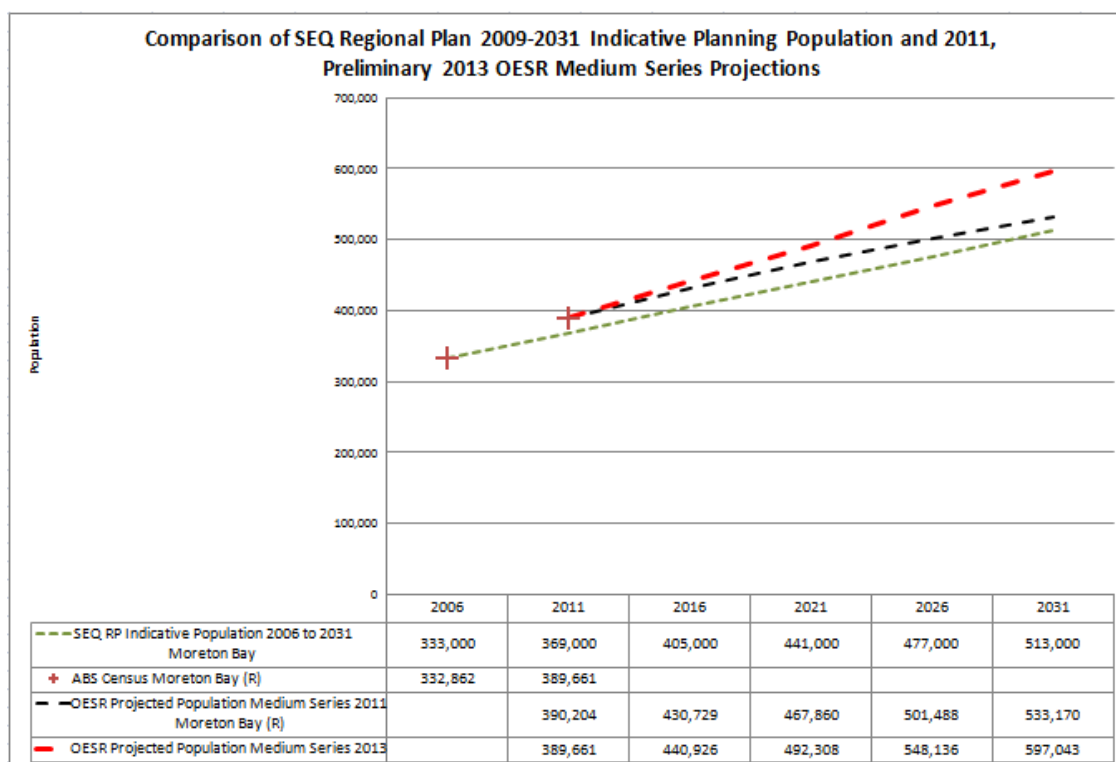


Figure 3 Comparison of SEQRP indicative planning population and 2011 OESR projections

Projected growth in MBRC to 2031 has increased by 20,000 people (medium series) within the four years since the regional plan was approved. Preliminary indications from the latest 2013 review of the MBRC population projections by OESR indicates a possible significant increase in the projected population above the SEQRP Indicative Population at 2031 as shown in Figure 3 above. This requires a potential dwelling increase of 123,200 dwellings compared to the 84,000 forecast referred to in the regional plan.

Dwelling construction activity within the MBRC urban footprint is also well in excess of the level of activity anticipated in the SEQRP. A review of the 2006 and 2011 ABS Census results indicates that in the five years between 2006 and 2011 total dwellings in MBRC increased by 22,900, which is 27% of the total dwellings anticipated in the SEQRP for MBRC between 2006 and 2031 in only 20% of elapsed time of the projection period. The capacity to accommodate this additional growth was not included in the evaluation of the three current planning schemes prepared by Redcliffe City Council (2005), Caboolture Shire Council (2005) and Pine Rivers Shire Council (2006) and current at the time of preparing the SEQ regional Plan 2009 - 2031. The Pine Rivers and Redcliffe planning schemes included an assessment of the infrastructure required to service development to 2026 and the Caboolture Shire planning scheme only assessed development requirements to 2021. The new MBRC planning scheme is examining how the forecast population can be accommodated within the MBRC area to 2031 and this includes an assessment of the role that the Caboolture West area could play in accommodating this growth in the medium to longer term.

4.2.3 MBRC Planning Scheme

Council's planning strategy to accommodate significant population growth and source new dwellings has four main goals:

1. Redevelop selected suburban places adjoining major and principal activity centres and transport nodes to create new urban places;
2. Facilitate infill development on vacant and underutilised land within existing suburbs.
3. Target selected suburban areas and rural residential areas to become next generation suburbs; and
4. Build new next generation suburbs in greenfield locations.

In the context of Caboolture West area, Council's goal (see goal 4 above) is to ensure that planned urban areas are developed as efficient, well planned and compact next generation neighbourhoods.

Analysis of the capacity of MBRC to accommodate new dwellings in accordance with the above actions is summarised in Figure 4 below which compares OESR 2011 underlying dwelling requirements based on the medium series population projection with Council's revised draft PIP dwellings projection. The graph shows that, given assumption in the draft PIP about the availability of land for new housing, density and rates of development/redevelopment, in the short term the MBRC provision of new housing may exceed the underlying dwelling requirements but there are major housing supply shortfalls foreshadowed in the medium to longer term. Without Caboolture West, MBRC will be unable to continue to accommodate its share of growth in South East Queensland.

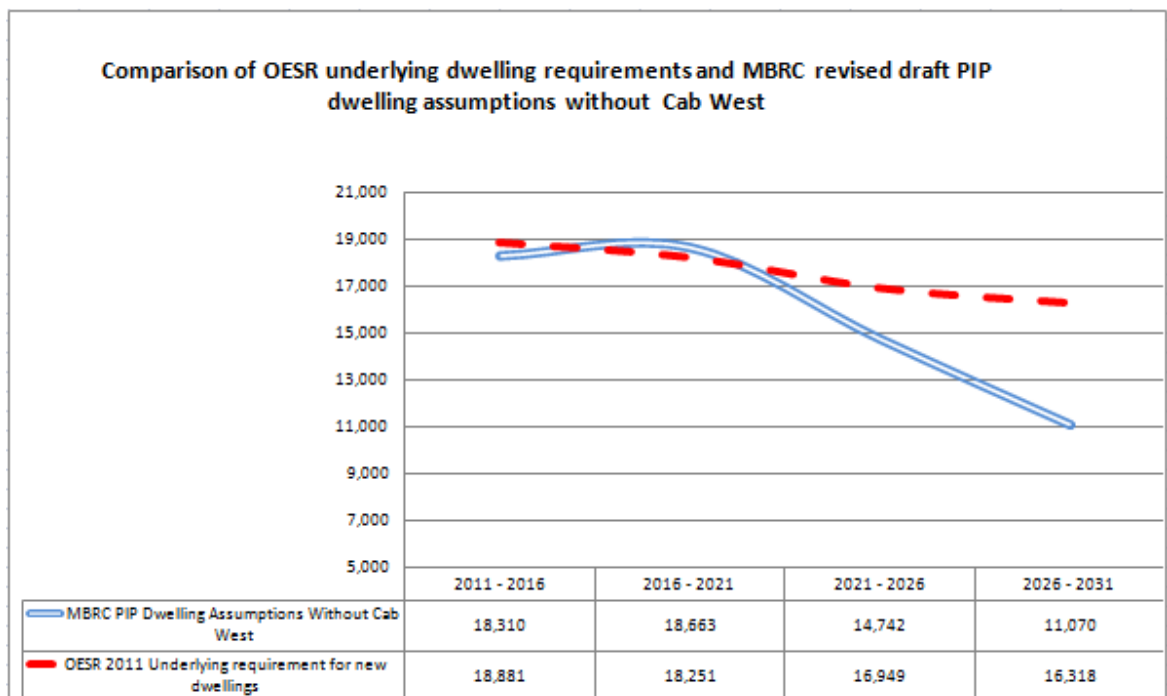


Figure 4 Comparison of OESR dwelling requirements and MRBC draft PIP dwelling assumptions^{xviii}

4.2.4 Land Supply

The PIP assumptions outlined above are based on assignment of a specific place type and corresponding land use mix, housing density, analysis of land supply, and assignment of growth rates for population and housing across the MBRC area. The supply of land within MBRC area varies depending on location. For the purposes of this analysis the following categories of residential land supply have been assessed:

1. Redevelopment which is planned to occur on land currently developed for urban purposes and or zoned for urban purposes which has water and sewerage services available and is forecast to develop/redevelop for higher density purposes consistent with the assigned place type over the next 20 years;
2. Infill which is planned to occur on vacant and underutilised land currently within existing suburban areas for urban purposes which has water and sewerage services available and which is forecast to continue to develop for purposes consistent with the assigned place type over the next 20 years;
3. Rural Residential conversion areas are areas currently developed as rural residential areas which have been assigned a next generation suburban place type in the draft strategic framework and are planned to develop for new urban purposes over the next 20 years; and
4. Greenfield areas which are rural and future urban areas identified as potentially suitable for urban development and planned to develop for urban and next generation suburban purposes over the next 20 years. The Caboolture West site is a possible additional greenfield area but has not been included in the 2012 draft PIP assumptions pending preparation of the Master Plan.

The SEQRP currently treats the first three categories above as contributing to infill and redevelopment, and the fourth category as greenfield development. The contribution of infill/redevelopment and greenfield land supply to housing provision in MBRC over the next 20 years is shown in the following Figure 5. The graph does not include assumptions about greenfield development in the Caboolture West area.

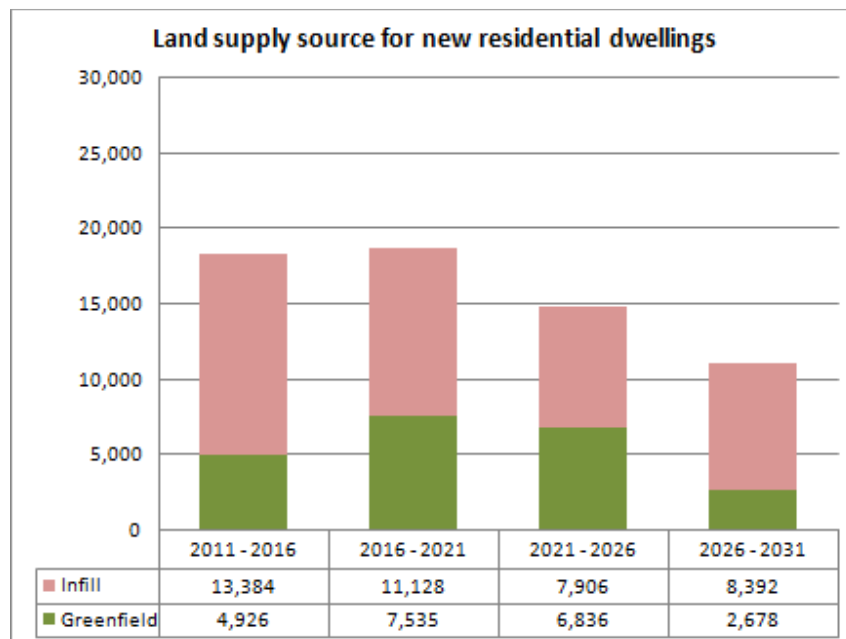


Figure 5 Land supply source of new residential dwellings^{xix}

The SEQRP aims to achieve urban consolidation and encourage infill and redevelopment in established urban areas such that new development or redevelopment in existing urban areas generally accounts for 50% of all new dwellings. In respect to MBRC, the SEQRP specifies a minimum 35,000 new dwellings (42%) of the forecast 84,000 additional dwellings (based on now superceded population projections) as

being sourced from infill and redevelopment sources. The Moreton Bay narrative^{xx} in the SEQRP also refers to rural residential lands as providing infill development opportunities. If rural residential conversion is treated as infill development as per the SEQRP, Figure 5 above shows that the infill and redevelopment target including rural residential conversion is significantly exceeded at over 80% by 2031 and the greenfield development component is around 20%. Note this analysis does not yet include Caboolture West project as it is based on preliminary PIP assumptions work which has preceded preparation of the master plan.

Without consideration of Caboolture West, MBRC is not able to continue to provide a balance between infill and greenfield development opportunities in the foreseeable future.

4.2.5 Limited Land Supply Effects

The land supply source affects the capacity of an area to accommodate growth within a given time frame. Land ownership, land fragmentation and the existing development on the land can affect the area of land available for development, the rate at which land becomes available for development and the cost of development:

- a land owner may choose not to develop their land; or
- may not be prepared to sell their land for development purposes; or
- may have a selling price which is premium to market value and which does not allow an otherwise commercially viable development to proceed; or
- existing improvements may add to the price of purchasing land for development; or
- the land assembly process, particularly in rural residential areas may create diseconomies relative to larger land parcels with fewer improvements. Developers may need to acquire lots individually using options contracts to secure a sufficient number of adjoining lots to assemble a feasible development area. This process will slow development and potentially increase the cost of development;
- Individual developers may not be able to meet the cost of provision of infrastructure to a fragmented area or be prepared to jointly fund trunk infrastructure or infrastructure upgrades and relatively small scale dispersed development may not allow infrastructure to be rolled out in an orderly and efficient manner.

All these factors mean that redevelopment and infill development for urban purposes within existing urban areas is likely to be a slower process and more costly than greenfield development. Likewise the conversion of rural residential land to urban is slower and more costly than greenfield development. The more reliant an area is on redevelopment, infill, and rural residential lot conversion to produce new housing stock the slower the growth rate, the more limited the supply, and the more expensive the end product. Irrespective of how the conversion of rural residential land to urban development is accounted for in the MBRC PIP assumptions the problem is that to maintain a reasonable volume of supply of new housing stock to cater for demand MBRC will need to maintain a balance between redevelopment, infill, conversion of rural residential land and greenfield development which accounts for realistic rates of conversion of each land supply source to new dwelling stock. If growth in supply of new dwellings from one land supply source declines this needs to be balanced by an increase in production from one or more other land supply sources.

The source of land supply for new housing and the timing of provision of new housing are fundamentally important to maintaining the supply of an affordable housing product and responding to changing

market demand over time. MBRC has traditionally relied upon greenfield development to deliver the greater proportion of new housing. This situation is now changing. The SEQRP indicated a planned intent that over the next 20 years around 60% of new lot production in MBRC would be sourced from greenfield development and 40% from infill and redevelopment. Without Caboolture West, greenfield development will decline significantly as a source of new dwelling supply to around 20% of new lot production over the next 20 years. With Caboolture West, greenfield development could supply 40% of new dwelling production. This is still a significant shift away from the configuration of land supply within MBRC in the past. Without Caboolture West the supply of new land for housing and the ability to respond to fluctuations in demand for new housing becomes significantly constrained by:

- declining supply of greenfield land elsewhere in MBRC, as there are no alternative future greenfield land supply locations in MBRC;
- declining supply of infill development opportunities in existing urban areas as existing opportunities are developed across MBRC over the next 20 years;
- increasing supply of land for infill by converting highly fragmented rural residential areas to new urban areas;
- increasing supply of land for higher density housing but in limited locations in and around major centres and transit nodes but starting from a very small base (less than 3% of MBRC housing stock in 2011), a relatively small segment of the MBRC housing market due to economic feasibility, and limited but increasing market demand in the foreseeable future.

This discussion highlights that land within MBRC suitable for urban development will not be able to meet underlying demand for new housing in the medium to longer term unless Caboolture West is brought forward to commence before 2031.

4.3 Significant Community Benefit

This section seeks to satisfy Section 3.3 (b) (b) SPP1/12, the expansion of areas zoned as urban areas or for extractive industries onto SCL or potential SCL represents a significant community benefit.

Significant community benefit is further defined in the SCL Act as

- *the carrying out of the development is an overwhelmingly significant opportunity of benefit to the State; and*
- *the benefit outweighs the State's interest in protecting the land as SCL.*

The SCL Act also stipulates that in deciding the issue of significant community benefit only consideration can only be given to:

- *whether the carrying out will provide a public benefit, rather than only an individual or private benefit; and*
- *the benefit to the State as a whole; and*
- *whether there would be significant adverse, economic, environmental or social impacts if the development is not carried out; and*
- *a significant community benefit cannot be decided solely on the profitability of the carrying out of the development or its economic benefit to the State.*

The SCL Act introduces a significant community benefit test which means that the development:

- *must represent an overwhelmingly significant benefit to the State;*
- *the benefit of carrying out the development outweighs the State's interest in protecting the land as SCL;*

- *that permanent impacts on SCL cannot be avoided;*
- *there are no alternative sites for the project; and*
- *how the effects of development on SCL can be mitigated.*

4.3.1 Public Benefit

The draft MBRC Strategic Framework satisfies all the state interests expressed in the SEQRP in a balanced and comprehensive manner:

- It identifies and protects land for long term agricultural production;
- It identifies and facilitates development of land for housing and jobs that will support the development and construction industry for decades;
- It identifies an overall public benefit to the MBRC community as a result of urban development of the Cab West area as part of a future Caboolture City; and
- provides a framework for balancing overall state interests and reconciling these with local interests in a manner that best achieves the purposes of SPA 2009 and which is consistent with the mechanism proposed in the draft Single SPP.

Master planning of the Caboolture West area in accordance with the principles of sustainable development and in accordance with Strategic Framework will:

- avoid significant adverse, economic, environmental or social impacts of development;
- support the long term development of Caboolture City by maintaining housing provision to meet underlying demand forecasts;
- support and benefit from jobs and services provided in the only principal activity centre in the MBRC area and other major employment areas within the future Caboolture City.

The planned development of Caboolture West does not provide any single individual or private benefit. This planning work is not being carried out by an individual land developer or mining proponent but has been determined by Council to be in the longer term community interest consistent with its identification in the SEQRP as an Identified Growth Area.

It is Council's view that the outcomes achieved by the draft Strategic Framework and the proposed Caboolture West master plan deliver significant community benefit in the longer term both to the State and the local community and the benefits outweigh the States Interest in protecting a limited and fragmented area of SCL that is only marginally suitable for cropping purposes.

4.3.2 Benefit to the State as a whole

When considering the state interests in situations of conflict, consideration needs to be given to a resolution that best achieves and advances the purpose of SPA. When applying the draft single SPP, three objectives have been developed as a guide to manage competing interests and priorities:

1. Consider the state interests in their entirety;
2. Support innovative and locally appropriate solution; and
3. Empower and support local government to make the best planning decision for their communities.

This is a significant test which the State government will need to make a call on. Caboolture West when viewed in the context of the new MBRC planning scheme is part of a balanced strategy for growth of the MBRC area. The MBRC area is centrally located within the urban growth corridor north of Brisbane and has for many years played an important role in accommodating population growth and jobs in the region and providing services and facilities associated with that growth. The state interest as a whole is served by local government planning that provides for the orderly and progressive development of serviced land in accordance with the planning framework set out in the relevant legislation.

The Caboolture West project is part of the long term orderly and progressive development strategy for Caboolture City and the region and comes at the cost of losing a limited area of marginal quality agricultural land to urban purposes. On balance the State interest may best be served by supporting the long term development of the Caboolture West project which satisfies the state interests of development and construction and land supply for residential development over a long time frame while allowing for agricultural production to be gradually phased out and relocated to other areas as Caboolture City is progressively developed.

4.3.3 Adverse Impacts Avoidance

Cities serve a range of economic, social and cultural functions — they are centres of population, government, industry, trade, finance, education, tourism, storage, innovation, global transport and communications. The needs and wants of city residents are vast. Housing occupies the majority of land in cities and how and how much city land is allocated and used is fundamental to creating and maintaining an efficient and effectively functioning city^{xxi}.

An effectively functioning city^{xxii} may be considered to be a city for which the core functions, goals or objectives of all residents (including business) are facilitated. Well planned cities should have:

- *sufficient quantity of a range of housing types to meet the needs of city residents*
- *schools in the locations where they are needed the most*
- *hospitals in readily-accessible locations*
- *efficient transportation networks*
- *industrial clusters with shared infrastructure*
- *community facilities, ample green space and clean air*
- *a planning system that allows for growth, for example, by anticipating how future growth will impact on traffic flow and the need for expansion in activity centres.*

Poor land planning may be evident in cities with a lack of suitable housing, inadequate infrastructure, congestion, overcrowding, inadequate transport networks, a limited range of consumer services, inadequate community facilities, a lack of green space and few business and employment opportunities^{xxiii}.

Poor planning can adversely impact on the functioning of cities by creating car dependency, urban sprawl and a lack of necessary infrastructure for newly developed areas. The provision of social and economic infrastructure, such as public transport, arterial road improvements, schools, health services and shops are important for residents' amenity. Delays in provision of such infrastructure can delay the release of land, increase car dependence and congestion. Inadequate zoning of land for business and resistance to infill development, higher densities and innovative dwelling designs can reduce the provision of a variety of housing types and affect housing affordability. The Caboolture West project has identified land that is suitable and available within the Caboolture West area to provide for future

housing, associated schools, and other community facilities with good transportation links to the principal activity centre and industry clusters. The orderly and progressive development of this area can avoid medium and long term adverse impacts on the development of Caboolture City that would result as a consequence of this area not being properly developed in an orderly and progressive manner. Some of the adverse impacts that can be avoided include:

- shortage of land for housing;
- shortage of land for employment;
- slower population growth;
- slower employment growth; and
- increased pressure on housing costs.

Economic Impacts

By determining the amount and location of land available for residential, commercial and industrial use, land supply and planning policies influence the type and cost of residential dwellings; and the location, size, and scale of business activities^{xxiv}.

The northern corridor (MBRC and SCRC) is expected to accommodate 24% of the projected population growth in SEQ by 2031, equating to approximately 312,714 people^{xxv}. Over the next 20 years infill development opportunities in MBRC will continue to support growth but at a reducing rate. Redevelopment and infill development for urban purposes within existing urban areas is a slow and costly process; likewise the conversion of rural residential land to urban, when compared to greenfield development.

The State Government recognises that strong development and construction industries are of vital importance to Queensland's economy. A healthy development and construction industry relies upon adequate and timely land supply, sound infrastructure planning and delivery and ongoing support for appropriate development. Furthermore, planning and decision making should support the growth of a strong and competitive development and construction industry by ensuring a sufficient supply of developable land (both infill and greenfield) is provided.

Without consideration of Caboolture West before 2031, MBRC is not able to continue to provide a balance between infill and greenfield development opportunities for the foreseeable future. Greenfield development will decline as a source of new dwelling supply to around 20% of new lot production over the next 20 years, potentially affecting the viability of the development and construction industry in the region. Opening up Caboolture West as a growth area before 2031 could avoid an otherwise potentially significant adverse impact locally on the housing industry.

Environmental Impacts

Not planning for anticipated population growth at Caboolture West, as a part of the Strategic Plan for MBRC and in turn MBRC's role in South East Queensland, will adversely impact on the functioning of SEQ by creating car dependency and more urban sprawl, with population being required to be located in sub-optimal alternative locations. The consequences would be:

- People will live further from their frequented travel destinations, and be less likely to accomplish travel through active means, whether it is by walking or cycling;
- Areas may have poor or no transit services or be completely reliant on private vehicle travel.

Car dependency from poor alternative locations of urban growth if Caboolture West does not proceed and a more self-contained Caboolture City does not eventuate could give rise to adverse environmental impacts including air quality and greenhouse gas emissions.

Planning for Caboolture West as part of a future Caboolture City will provide for an urban environment with planned and viable public transport which comes from:

- having sufficient people living and working in a well-structured urban environment; and
- a design that allows residents to walk or cycle in the area.

The environmental impacts associated with the Caboolture West project are being assessed in detail by Council through:

- Strategic Transport Modelling being undertaken by ARUP;
- The Caboolture West Environmental Study being undertaken by SMEC;
- Total water Cycle Management Study being undertaken by WBM; and
- Water and Sewerage Infrastructure Planning being undertaken by Unitywater.

All of these studies confirm that the Caboolture West area has potential for urban development and for development and rehabilitation of environmental values associated with the areas development. The proposed development can deliver:

- a net gain in Koala habitat;
- a long term strategy for development of a green infrastructure network;
- protection of water quality;
- fully serviced urban development; and
- a viable public transport system.

Social Impacts

Car dependency from poor alternative and more fragmented locations of urban growth than that proposed at Caboolture West would also give rise to adverse social impacts including diminishing liveability.

Liveability in a city is conditioned by accessibility by residents to a range of needs. At the top of the hierarchy of needs, is the need to access a job. Caboolture West is being planned as part of the long-term growth and development of Caboolture City with a range of self-contained jobs. There are no viable regional alternative locations that provide this housing-jobs relationship.

Attributes of a built environment that promotes increased liveability and a healthier lifestyle, healthy and sustainable communities are those that are well-designed and safe, with local facilities (including school, corner store, childcare facilities, medical practice, recreation facilities, and community services); streets designed for active transport, walking and cycling; with cycle facilities and public transport. These are all planned for at Caboolture West and would not be fully available for alternative locations in the Moreton Bay Region or the Northern Corridor of Brisbane.

4.4 Minimising Urban Expansion

The following paragraphs address Sections 3.3 (b) (c) and 3.3 (f) of SPP 1/12. Section 3.3 (b) (c) relates to minimising to the greatest extent possible, the inclusion of SCL or potential SCL in areas zoned as urban areas or for extractive industries. Likewise, Section 3.3 (f) seeks the inclusion of policies to reduce

pressure for urban expansion on SCL or potential SCL by facilitating the development of a compact urban form.

The previous SEQRP 2005-2026 identified a significant area for further investigation west of Caboolture extending to the north and south of the D'Aguilar Highway. This plan intended that:

"Planning investigations for this area will be undertaken over the next 5 years. If suitable, development for employment or enterprise purposes could be expected to commence in 2010-2015. Possible residential development is not anticipated until after 2015."

In the lead up to the preparation of the current SEQRP Council undertook a Baseline Study of selected Agricultural Land Uses in the Caboolture Area. The results of this study were used to inform Council's representations to the Queensland Government and as a consequence the investigation area was reduced to an area located south of the D'Aguilar Highway and west of Caboolture and excluded the agricultural production area north of the highway.

On 17 February 2012, the Queensland Government declared the Caboolture West a Master Planned Area (MPA) under the provisions of the Sustainable Planning Act 2009 (SPA). This declaration limited the area of investigation to land south of the D'Aguilar Highway and west of Caboolture.

Council's planning investigations for Caboolture West have identified an even smaller part of the investigation area as being most suitable for development for population and employment purposes. This smaller area is estimated to be able to accommodate 40-50 years of urban expansion in one consolidated well-planned area. Council's sustainability assessment of the scenarios for Caboolture West suggest that this smaller area is large enough to support a district centre, a range of services and facilities which would give a focus to the area, and to be of such a scale as to be able to support the infrastructure costs, but not large enough to compromise the development of the Caboolture/Morayfield Principal Activity centre, or so small that it becomes uneconomic to develop. In this sense the medium town is expected to be of an optimum size as to be potentially viable and reduce the pressure for further urban expansion while at the same time minimising the area of SCL that might be lost to urban development.

If population growth were to be accommodated across several smaller planning areas to be investigated periodically over the next 30-40 years it is likely that desired regional outcomes would not be achieved, the Caboolture Morayfield PAC may not function at an optimal level, and there will be a less efficient development pattern with greater impacts on non-urban land uses resulting from development pressures spilling over into more fragmented and smaller sites on more development fronts.

4.4.1 SEQRP 2009-2031

The South East Queensland Regional Plan 2009 – 2031 (SEQRP) sits within the Queensland land use planning framework and reflects and informs state planning policy and priorities along with local government plans and policies (such as the MBRC planning scheme). Part D of the SEQRP includes Regional policies that set out:

- desired regional outcomes for the SEQ region;
- principles necessary to achieve those outcomes;
- policies to be applied to guide state and local government planning processes and decision-making; and

- programs to be implemented over the life of the plan.

Desired regional outcome eight (8) of the SEQRP promotes compact settlement;

A compact urban structure of well-planned communities, supported by a network of accessible and convenient centres and transit corridors linking residential areas to employment locations establishes the context for achieving a consolidated urban settlement pattern.

In response to a historically dispersed, low-density settlement pattern, which has moved out into the regional landscape, the SEQRP concentrates urban development into the Urban Footprint. Development Areas and Identified Growth Areas such as Caboolture West seek to provide additional land supply in areas adjacent to the Urban Footprint and within close proximity to existing infrastructure networks. Planning for these new communities focuses on designing attractive, walkable neighbourhoods that support community life and that allow new road and public transport connections, reducing reliance on private vehicle travel.

Sections 8.1 and 8.2 of the SEQRP highlight the principles ‘compact development’ and ‘containing growth’, both relevant to the pressures of urban areas expanding onto SCL and potential SCL. Reflected within the MBRC Strategic Framework, MBRC Planning Scheme, and thus Caboolture West structure plan are the two principles of ‘compact development’ and ‘containing growth’.

‘Compact development’ seeks to conserve land by making the most efficient use of land allocated for urban development. This is reflected through higher density and mixed-use development in and around activity centres and public transport nodes and corridors. Included in Development Areas is a diversity of uses and employment opportunities at densities that support walkable communities, shorter vehicle trips and efficient public transport services. ‘Containing Growth’ seeks to locate urban development either within or near existing communities to utilise their infrastructure and services.

Having assessed the potential for land within the urban footprint to meet the underlying demand for new housing it is Council’s assessment that the significant fragmentation of land through extensive rural residential development over many years has severely limited the capacity of the urban footprint in the Caboolture/Morayfield area to meet the requirements of the housing market at the rate required to meet the underlying demand.

The Caboolture West investigation area has not been compromised by rural residential development is contiguous with existing communities and can be provided with direct transport linkages to established urban areas early in the development. By bringing forward the development of Caboolture West Council can also continue to support the long term slower conversion of targeted rural residential areas to urban purposes, the ongoing infill and redevelopment of established urban areas while meeting the underlying demand for housing and supporting the long term, stable growth of Caboolture City.

4.4.2 MBRC Strategic Framework

As previously mentioned, informing the Caboolture West structure planning process is Council’s draft Strategic Framework. The vision for the framework, which aligns with SEQRP principles, is:

A compact structure of existing and new well placed walkable neighbourhoods, contiguous with and interconnected to established neighbourhoods and supported by a network of accessible and

convenient centres and transit corridors linking residential areas to employment locations establishes the context for achieving a consolidated settlement pattern and urban form.

In collaboration with the State, Council has endorsed the use of the SEQ Place Model in the preparation of the MBRC planning scheme. The SEQ Place Model is based on the Next Generation Planning Handbook, an initiative of the Council of Mayors (SEQ) and the Queensland Government. This tool is based on the idea that settlements of the region can be understood as a series of Place Types. Each Place Type is recognisable by its function, including compatible land uses, intensity, special qualities and character. The SEQ Place Model is useful for promoting a more compact urban form, more diverse housing, walkable neighbourhoods, mixed use communities, access to transportation and protection of the natural environment.

Upon completion, several Place Types may be present within the Caboolture West study area including:

- Mountain ranges, forests and waterways;
- Rural;
- Rural townships;
- Special area;
- Rural residential;
- Next generation suburban neighbourhood;
- Urban neighbourhood;
- Activity centre;
- Enterprise and employment area; and
- Coast and riverlands.

Consideration must also be given to the greater Moreton Bay Regional context. Planning for and development of land within the Caboolture West study area is an opportunity to secure and implement long-term growth management practices for the greater Moreton Bay and SEQ Region. With the increasing pressure for greater housing stock on a regional scale, many developments are continually being planned incrementally on a random basis of availability and affordability. Without considering the sustainable development of Caboolture West these practices will continue the historic pattern of individual dispersed development, which will lead to further fragmentation of the landscape including SCL and potential SCL.

The use of Place Types will assist in Caboolture West achieving the targeted strategic planning outcomes, and inform the distribution, balance and role of each place. As such, the Place Types that equate to 'urban areas' will appropriately develop as functional places, minimising the initial expansion onto SCL or potential SCL and reducing pressure for any further expansion into the planning horizon.

Caboolture West planning will follow this Place Model.

4.5 Permanent Plantations

This section seeks to satisfy Section 3.3 (c) of SPP 1/12, ensuring that the instrument does not identify areas as being specifically suitable for permanent plantations if the area includes SCL or potential SCL. The definition of 'permanent plantations' is given in the Draft Queensland Planning Provisions (QPP) Version 3.0 as '*premises used for growing plants not intended to be harvested*'. Plantations for carbon sequestration, biodiversity or natural resource management are provided as examples.

As previously mentioned, the Caboolture West study area was first highlighted as an Identified Growth Area within the SEQRP 2009-2031. It was envisaged that, subject to further investigation, this area may accommodate significant urban growth for the region in the long-term. The current planning investigation is assessing options for the development of possible residential, open space, community facilities and employment and enterprise land uses.

This investigation does not identify any land within the Caboolture West study area as being specifically suitable for permanent plantations.

4.5.1 Supporting Evidence

Studies show the area north of Caboolture has significant timber plantations dominated by largely softwood plantations now largely exporting low value product out of the area for value adding elsewhere. Unless constrained by tenure and facilitated by taxation strategies, it is unlikely that expansion of forestry into the freehold lands will be significant – except in areas where there are no other alternative land use options. The carbon sequestration market is also unlikely to provide a boost to the industry in areas where land has comparative advantage for other uses. Figure 6 below shows the extent of current forestry plantations in the MBRC and Sunshine Coast Regional Council (SCRC) areas. It should be noted that there are currently no forestry plantations south of the D’Aguilar Highway and the critical mass of this industry is well to the north of the Caboolture West area.

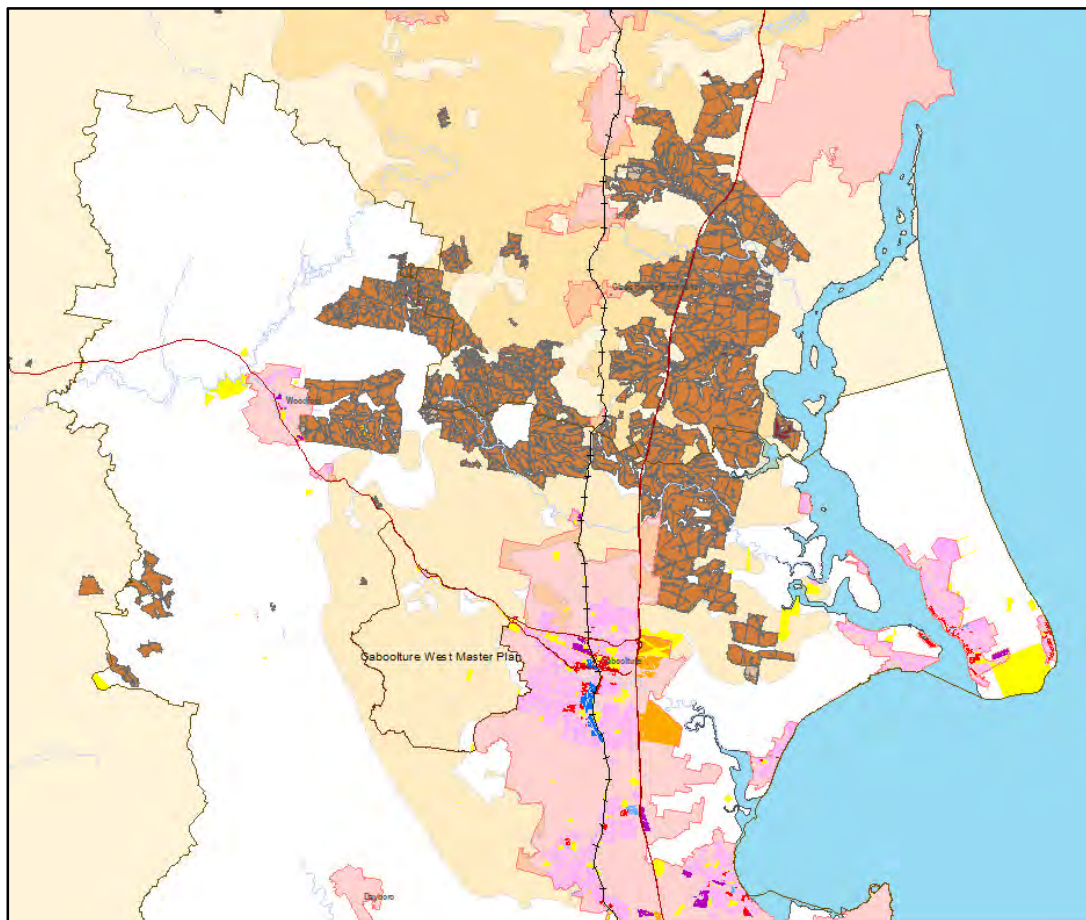


Figure 6 Current forestry plantations in MBRC and SCRC ^{xxvi}

4.6 SCL Buffers

The following section addresses Section 3.3 (d) of SPP 1/12, maintains to the greatest extent possible, a buffer of one kilometre between areas of SCL or potential SCL and urban areas to minimise land use conflict with agricultural use of SCL or potential SCL.

As previously stated, a preliminary preferred land use plan has been prepared for the Caboolture West study area, which will continue to develop as further consultation with key stakeholders is undertaken. The true extent of urban areas will not be correctly defined until the adoption of a final plan and an associated staging plan for development of the area. As a result, this means that buffers for SCL and potential SCL cannot yet be determined, however in seeking to align with SPP 1/12 it can be assumed that appropriate buffers or various other measures will form part of the final land use plan agreed upon by both Council and State Government.

Appropriate buffers will be determined as the preferred scenario is developed.

4.6.1 Study Area Designation

The current Caboolture West Master Planned Area Declaration represents a reduction to the extent of the previously nominated investigation areas. In particular the current declared area has retracted from agricultural areas north of the D'Aguilar Highway. Figure 7 shows the footprint of the preferred medium town scenario (bright yellow inside dashed black outline), the declared Caboolture West Master Plan study area (medium yellow with blue outline), and the previously identified SEQ Regional Plan 2005-2026 investigation area (light yellow in red outline). The footprint of the preferred medium town scenario adjoins the existing urban footprint (pink).

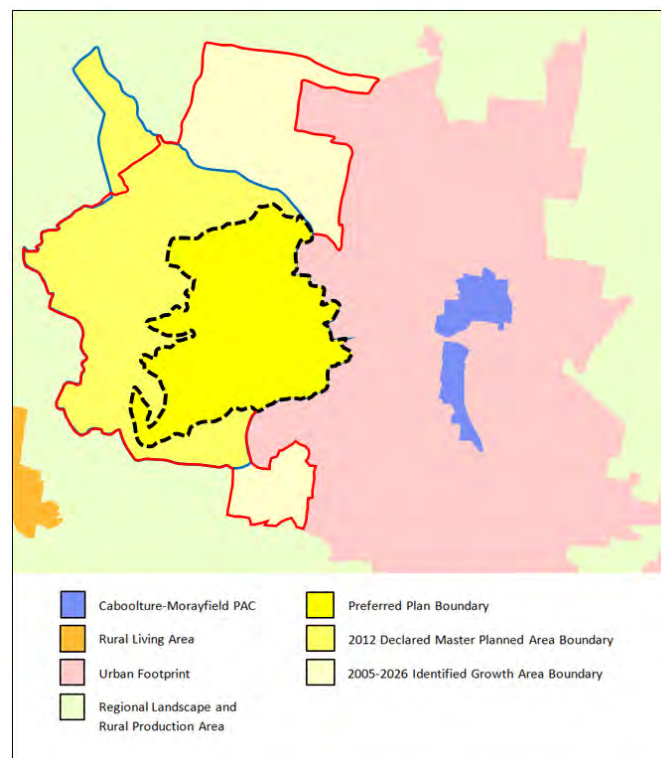


Figure 7 Current study area boundaries in context with previous identified land^{xxvii}

Further assessment of the study area boundaries found that the land north of the D'Aguilar Highway was highly utilised for agricultural purposes and contains a high concentration of SCL or potential SCL. The land south of the highway shows limited amounts of suitable agricultural land along with less SCL or potential SCL with higher fragmentation. Only a limited part of the current study area south of the D'Aguilar Highway is considered suitable for urban purposes. The D'Aguilar Highway also acts as a permanent buffer between the major productive area to the north and the current Caboolture West study area and has only small fragmented areas of SCL.

The footprint of the preferred medium town scenario minimises the impact of the Caboolture West project on the major agricultural land use areas in the region.

4.6.2 Current Agricultural Practices

Current agricultural practices have been assessed by Council in a separate report titled Agricultural land and Production which has been prepared as part of the Caboolture West project. Recent assessment by Council indicates that much SCL and potential SCL that has been mapped within the study area is not currently used for agricultural purposes. An audit check across the area in May 2013 reveals that, in general land south of Bellmere Road is used for grazing purposes and limited areas to the north of Bellmere Road are used for crop production. Figure 8 below shows the information collected on crop production from a recent aerial and on-ground assessment conducted by MBRC officers.

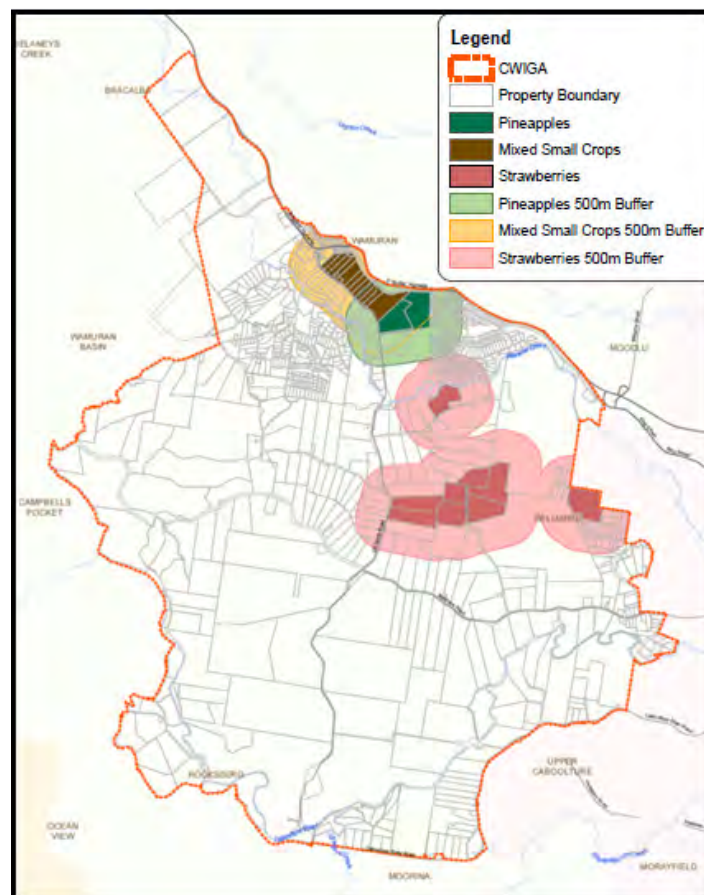


Figure 8 Current agricultural practices within Caboolture West

Highlighted above are the parcels that are currently used for agricultural production, along with a buffer of 500m. Much of the land that is highlighted as a buffer has already been converted to rural residential living over previous years.

It is clear that agricultural production, depending on the type of crop, scale and type of operations can operate successfully with buffers significantly less than 1 km in width.

4.7 Fragmentation of SCL or potential SCL

Section 3.3 (g) of SPP 1/12 highlights that the instrument is to include policies seeking to prevent the fragmentation of SCL or potential SCL.

The Caboolture West project has identified a large area of consolidated land within the preferred medium town scenario that is suitable and available for urban development and able to be integrated into the planning for a future Caboolture City. The preferred scenario affects areas of SCL that are themselves fragmented and separated from the main areas of SCL and from land that is suitable for cropping purposes located to the north of the D'Aguilar Highway. By determining a large Urban Area to accommodate long term urban growth instead of adopting a piecemeal approach to zoning land for urban purposes pressure to further fragment SCL and potential SCL land and productive agricultural areas elsewhere in the MBRC area is expected to be minimised.

The Caboolture West plan is expected to minimise the pressures for piecemeal urban expansion elsewhere in the MBRC area.

4.8 Future Rural Residential

Having addressed all factors concerning Section 3.3 (b), which deals with including SCL or potential SCL in areas zoned as urban areas or for extractive industries, the following addresses Section 3.3 (a) of SPP 1/12, not including SCL or potential SCL in areas zoned as urban areas, rural residential, future rural residential or for extractive industries.

There is no intention to designate rural residential or future rural residential development over SCL and potential SCL outside the planned Urban Area.

4.9 Supporting Validation Assessment

Trigger maps form a key part of the legislation as they identify areas where SCL is likely to exist. While the trigger maps are an indicator of likely SCL, it is the assessment against the criteria that will define the extent of SCL at a property or project level. Where an area is triggered on the map and a development is planned, an assessment against criteria will allow the extent of SCL to be refined.

The process for validating SCL is described in the Strategic Cropping Land Act 2011. Eight criteria are used to define SCL within the Coastal Queensland zone including:

- slope less than 5%;
- rockiness 20% or less;
- gilgai microrelief with depressions less than 500mm depth and less than 50% of the surface area;
- soil depth is 600mm or more;
- the land has favourable drainage;

- soil pH at 300mm depth is 5.1 to 8.9 for rigid soils, and greater than 5 for non-rigid soils;
- soil electrical conductivity at 600mm depth or less is less than 5.6 decisiemens per metre;
- soil water storage is 75 mm or more.

These criteria are inclusionary and have clear threshold levels (i.e. when one criterion is not met, then the site area is not SCL and further assessment at that site ceases).

The Act contains criteria for the assessment of SCL which Council has had regard to in preparing the Caboolture West Plan. There are known problems, and errors with the slope assessment undertaken as part of the Queensland Government assessment of SCL^{xxviii}. This is verified in work undertaken by Council. Much of the land mapped as SCL on the trigger map within the Caboolture West plan study area fails the slope criteria and therefore should not be assessed as SCL.

4.9.1 MBRC Slope Assessment

MBRC has undertaken a desktop slope assessment of land within the Cab West area against the SCL slope criteria. The slope dataset was created from the 2009 LiDAR Capture for SEQ. Before creating the slope dataset the Digital Elevation Model (DEM) was resampled from 2.5m x 2.5m to 20m x 20m. Resampling to 20m, gives an average slope over 20m of horizontal distance this gives a more representative result of change in terrain as high resolution (2.5m) slope analysis picks up many unwanted anomalies such as the edges of roads, edges of garden beds, retaining walls etc. Figure 9 below displays the results of this mapping.

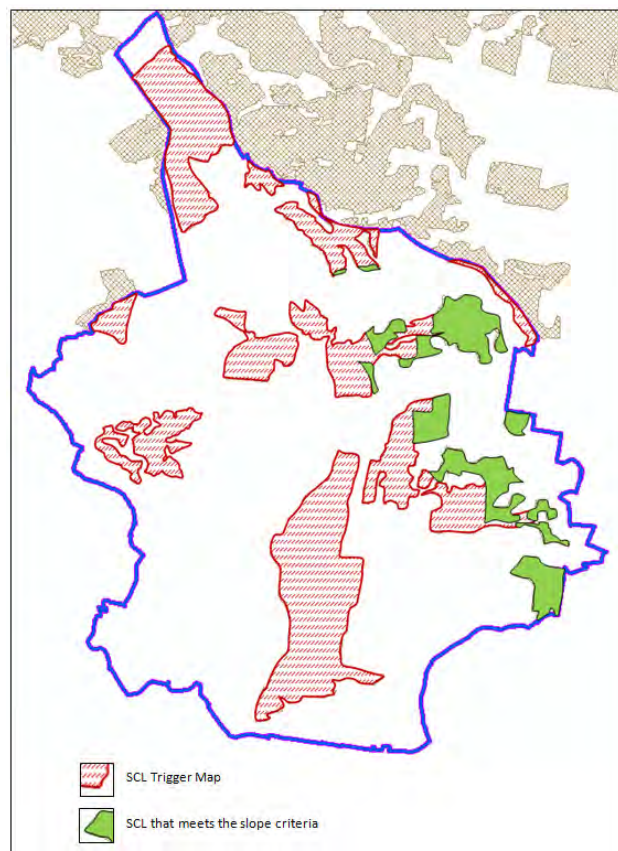


Figure 9 MBRC slope assessment - DEM mapping

To further inform the information presented above, an assessment was undertaken using comparative techniques previously used by DERM as highlighted in the report *Protecting Queensland's strategic cropping land: A technical assessment of the proposed criteria for identifying strategic cropping land*.^{xxix}

Soil scientists within DERM conducted technical assessments throughout Queensland to test the practical application of draft criteria. The assessment conducted by MBRC further focuses on the criterion of slope. The report notes that slope values that are clearly above or below the threshold value can confidently be used to designate land as SCL or non-SCL. The report also states the following:

The selection of sites on a parcel of land needs to be sufficient to cover the full variation in slope and to estimate the most common slopes present.

Using this assessment method MBRC was able to utilise the DEM mapping shown above to map specific parcels of land that clearly fail the slope criteria of the validation assessment. The following methodology was used:

- Overlay the current SCL mapping onto the Caboolture West cadastre.
- Identify any parcels that are intersected by the SCL overlay (some parcels were wholly overlaid with the SCL mapping, others only contained small sections. However, even if a small section covered the parcel it was still identified).
- For the SCL overlay to stay on the land the most common slopes present must be <5% (as written in '*Protecting Queensland's strategic cropping land: A Technical assessment of the proposed criteria for identifying strategic cropping land*').
- Therefore, for the SCL overlay to be removed from the land the most common slopes present must be >5%.
- To determine the most common slopes present a factor of 50% coverage was used.
- If a parcel contained more than 50% land <5% slope then it would remain SCL.
- If a parcel contained more than 50% land >5% then the SCL overlay drops off.

The result of this assessment is shown in Figure 10 below.

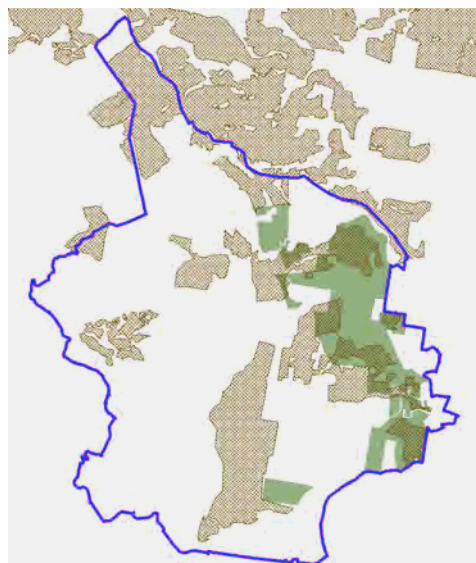


Figure 10 SCL slope criteria validation assessment

Figure 10 shows:

- Caboolture West study area shown with the purple outline;
- Potential SCL mapping shown in brown hatch;
- Lots that contain more than 50% of the lot area with slopes greater than 5% remain unshaded (fails the slope assessment criteria and is validated as non-SCL).
- Lots that contain more than 50% of the lot area with slopes less than 5% shaded green (does not fail the slope assessment criteria).

This data suggests that majority of the potential SCL mapping (not coloured green) within the Caboolture West study area fails the slope criteria as part of the validation assessment.

5.0 Summary

The following are the conclusions from each section of this assessment:

Urban land availability

- Once these findings are combined with the remaining heavily constrained land elsewhere within the region, a case is shown that there is limited to no future land available to sustain growth without Caboolture West having a significant role.
- It is clear in terms of the major constraints within the region that the Caboolture West Master Planned Area is the most appropriate area to investigate accommodating population growth and employment.
- In the context of the Caboolture West area, Council's goal is to ensure that planned urban areas are developed as efficient, well planned and compact urban neighbourhoods.
- Without consideration of Caboolture West, MBRC is not able to continue to provide a balance between infill and greenfield development opportunities in the foreseeable future.
- This discussion highlights that having regard to the land development pipelines associated with redevelopment, infill, conversion of rural residential areas to urban uses and greenfield development, land within MBRC suitable for urban development does not provide sufficient supply to meet projected housing needs in the medium and longer term planning horizon. Caboolture West has a vital role to play in providing suitable land for expansion of the Urban Footprint to enable efficient urban development to meet projected demand.

Minimising Urban Expansion

- The Caboolture West area has the potential to accommodate 40-50 years of urban expansion in one consolidated well-planned area. If population growth were to be accommodated across several smaller planning areas investigated periodically over the next 30-40 years it is likely that desired regional outcomes may not be achieved, and less efficient development and greater impacts on non-urban land uses could result due to this fragmented approach.
- Development Areas such as Caboolture West are contiguous with existing communities and provide development with direct transport linkages to established urban areas early in the development.
- The use of Place Types will assist in Caboolture West achieving the targeted strategic planning outcomes, and inform the distribution, balance and role of each place. As such, the Place Types

that equate to 'urban areas' will appropriately develop as functional places, minimising the initial expansion onto SCL or potential SCL and reducing pressure for any further expansion into the planning horizon.

- Caboolture West planning will follow this Place Model.

The assessment, on balance clearly shows that the proposed inclusion of Caboolture West in the Urban Footprint is necessary to accommodate significant long term, planned orderly urban growth and the impacts of the inclusion of this area in the urban footprint on the availability of strategic cropping land have been minimised.

Separately, the slope assessment using the validation criteria in Section 4.9 indicates that of the 215 parcels shown on the Trigger Maps as SCL within the declared Caboolture West Master Plan area 183 parcels do not meet the slope requirements for SCL. The table below lists all the parcels that failed the slope criteria assessment undertaken by Council.

LOTPLAN	ADDRESS	Area (ha)
2SP224593	234 JACKSON ROAD WAMURAN	674,501
3RP193245	321 JACKSON ROAD WAMURAN	211,804
1SP128135	360 CAMPBELLS POCKET ROAD WAMURAN	100,669
79CG3787	1440 D'AGUILAR HIGHWAY BRACALBA	455,190
2SP159664	257 JACKSON ROAD WAMURAN	204,673
1RP168376	276 JACKSON ROAD WAMURAN	3,997
11SP142393	282 W LINDSAY ROAD WAMURAN	48,008
14C31239	0 OLD NORTH ROAD ROCKSBERG	1,444,229
3RP133673	139 W LINDSAY ROAD WAMURAN	82,075
12SP234905	1133 D'AGUILAR HIGHWAY WAMURAN	29,780
2RP197793	0 OLD NORTH ROAD BELLMERE	913,503
1SP249115	6 MURPHY COURT WAMURAN	2,995
3SP249115	10 MURPHY COURT WAMURAN	2,990
4RP190256	50 OLD NORTH ROAD WAMURAN	24,950
7RP190256	74 OLD NORTH ROAD WAMURAN	21,500
3RP135402	640 BELLMERE ROAD BELLMERE	130,651
901RP910317	0 OLD NORTH ROAD WAMURAN	16
1RP226573	137 OLD NORTH ROAD WAMURAN	138,335
100C311086	60 LITHERLAND ROAD ROCKSBERG	491,268
8RP43369	205 STERN ROAD BELLMERE	100,443
32SP104947	0 D'AGUILAR HIGHWAY WAMURAN	43,245
32SP104947	0 D'AGUILAR HIGHWAY MOODLU	24,020
1SP176899	47 QUARRY ROAD MOODLU	3,997
21SP103784	0 D'AGUILAR HIGHWAY MOODLU	2,449
312SP224728	153 DOBSON LANE BELLMERE	11,433
8RP167018	173 DOBSON LANE BELLMERE	19,237
1RP40836	552 JACKSON ROAD WAMURAN	175,990
2RP134593	148 R WILLIAMS ROAD WAMURAN	76
39C311435	35 MAY ROAD WAMURAN	14,071

LOTPLAN	ADDRESS	Area (ha)
2CG2096	1236 D'AGUILAR HIGHWAY BRACALBA	511,293
8RP220229	834 OLD NORTH ROAD ROCKSBERG	1,756,841
1RP200935	188 W LINDSAY ROAD WAMURAN	184,058
5RP200935	40 FRITZ ROAD WAMURAN	173,462
1CG4966	28 OLD NORTH ROAD WAMURAN	22,166
1SP196603	1150 D'AGUILAR HIGHWAY WAMURAN	19,785
1RP197793	569 OLD NORTH ROAD BELLMERE	19,537
3RP101687	296 OLD NORTH ROAD WAMURAN	131,468
11SP249115	26 MURPHY COURT WAMURAN	2,961
15SP249115	21 MURPHY COURT WAMURAN	2,985
14SP249115	23 MURPHY COURT WAMURAN	2,982
9SP249115	22 MURPHY COURT WAMURAN	3,090
1RP95958	39 OLD NORTH ROAD WAMURAN	34,051
9RP190256	88 OLD NORTH ROAD WAMURAN	24,184
3RP836628	33 SCHRODTER ROAD WAMURAN	74,964
12RP846478	134 OLD NORTH ROAD WAMURAN	20,002
2RP187716	639 BELLMERE ROAD BELLMERE	159,864
10CP894909	485 BELLMERE ROAD BELLMERE	167,745
11CP896071	614 D'AGUILAR HIGHWAY MOODLU	20,359
34SP104947	0 D'AGUILAR HIGHWAY MOODLU	1,414
1RP93956	1 FRITZ ROAD WAMURAN	122,665
6CG6213	1130 D'AGUILAR HIGHWAY WAMURAN	197,994
4RP190250	5 CAMPBELLS POCKET ROAD WAMURAN	19,980
5RP35973	0 D'AGUILAR HIGHWAY WAMURAN	36,540
6SP224592	126 W LINDSAY ROAD WAMURAN	8,000
7SP224592	116 W LINDSAY ROAD WAMURAN	169,870
12SP249115	28 MURPHY COURT WAMURAN	2,975
16SP249115	19 MURPHY COURT WAMURAN	3,175
6SP249115	16 MURPHY COURT WAMURAN	2,972
4RP230205	63 OLD NORTH ROAD WAMURAN	5,794
5RP230205	234 CAMPBELLS POCKET ROAD WAMURAN	58,320
67RP36029	79 OLD NORTH ROAD WAMURAN	28,624
3RP187716	663 BELLMERE ROAD BELLMERE	159,865
10RP817391	158 OLD NORTH ROAD WAMURAN	19,796
3RP226573	125 OLD NORTH ROAD WAMURAN	30,320
4RP35963	940 D'AGUILAR HIGHWAY WAMURAN	32,269
1CG4898	623 BELLMERE ROAD BELLMERE	159,867
11RP187714	50 SCHRODTER ROAD WAMURAN	165,891
5RP35975	73 SCHRODTER ROAD WAMURAN	89,521
1RP864843	455 BELLMERE ROAD BELLMERE	81,545
3RP201462	246 BELLMERE ROAD BELLMERE	31,564
2RP40836	563 CAMPBELLS POCKET ROAD WAMURAN	280,634

LOTPLAN	ADDRESS	Area (ha)
1SP171589	203 W LINDSAY ROAD WAMURAN	15,438
16RP219725	318 W LINDSAY ROAD WAMURAN	91,794
1RP133673	181 W LINDSAY ROAD WAMURAN	107,456
2RP200935	138 W LINDSAY ROAD WAMURAN	165,164
5SP190194	1120 D'AGUILAR HIGHWAY WAMURAN	11,115
99C311684	0 OLD NORTH ROAD ROCKSBERG	1,186,390
20SP249115	11 MURPHY COURT WAMURAN	2,526
2SP249115	8 MURPHY COURT WAMURAN	2,976
4SP249115	12 MURPHY COURT WAMURAN	2,984
900SP254775	276 OLD NORTH ROAD WAMURAN	25,611
1RP199853	51 OLD NORTH ROAD WAMURAN	3,912
3RP95958	39 OLD NORTH ROAD WAMURAN	35,546
43CP827055	0 D'AGUILAR HIGHWAY WAMURAN	68,922
10SP248841	341 OLD NORTH ROAD WAMURAN	160,145
22RP907545	1 SCHRODTER ROAD WAMURAN	89,042
11SP110039	144 OLD NORTH ROAD WAMURAN	19,507
1RP36018	964 D'AGUILAR HIGHWAY WAMURAN	3,427
1RP134785	600 BELLMERE ROAD BELLMERE	206,037
14SP113085	100 SCHRODTER ROAD WAMURAN	144,662
200RP902525	34 ALEXANDRA PARADE WAMURAN	226,039
1RP57976	219 STERN ROAD BELLMERE	115,818
2SP148126	137 SCHRODTER ROAD WAMURAN	14,983
62CG6325	400 BELLMERE ROAD BELLMERE	141,941
14RP215497	360 BELLMERE ROAD BELLMERE	197,619
19RP902092	397 JACKSON ROAD WAMURAN	160,050
2RP133673	155 W LINDSAY ROAD WAMURAN	84,878
100SP115608	0 D'AGUILAR HIGHWAY WAMURAN	8
14SP115608	1112 D'AGUILAR HIGHWAY WAMURAN	2,989
4RP200935	98 W LINDSAY ROAD WAMURAN	189,562
13SP249115	25 MURPHY COURT WAMURAN	3,019
7SP249115	18 MURPHY COURT WAMURAN	2,970
14RP884960	104 OLD NORTH ROAD WAMURAN	28,099
10RP203128	29 OLD NORTH ROAD WAMURAN	25,123
1RP149406	89 OLD NORTH ROAD WAMURAN	29,510
11SP234905	1085 D'AGUILAR HIGHWAY WAMURAN	13,014
98C311684	0 OLD NORTH ROAD ROCKSBERG	3,946
5RP200248	485 OLD NORTH ROAD WAMURAN	159,881
3RP854863	955 D'AGUILAR HIGHWAY WAMURAN	11,919
2RP137998	587 BELLMERE ROAD BELLMERE	104,628
4RP35975	55 SCHRODTER ROAD WAMURAN	82,668
17SP199912	206 ALEXANDRA PARADE WAMURAN	21,658
4RP137998	561 BELLMERE ROAD BELLMERE	133,109

LOTPLAN	ADDRESS	Area (ha)
9RP35975	167 SCHRODTER ROAD WAMURAN	67,926
10RP849417	189 SCHRODTER ROAD WAMURAN	62,659
63RP226858	400 BELLMERE ROAD BELLMERE	155,565
2RP43369	433 BELLMERE ROAD BELLMERE	83,637
5RP43369	60 STERN ROAD BELLMERE	96,241
1RP13971	40 QUARRY ROAD MOODLU	114
1SP224593	322 JACKSON ROAD WAMURAN	83,567
2SP189663	460 CAMPBELLS POCKET ROAD WAMURAN	400,287
2RP134593	148 R WILLIAMS ROAD WAMURAN	29
6CG6213	1130 D'AGUILAR HIGHWAY WAMURAN	1,300,402
4CG3363	1236 D'AGUILAR HIGHWAY WAMURAN	1,061,268
20RP36025	69 FRITZ ROAD WAMURAN	10,209
2RP190256	34 OLD NORTH ROAD WAMURAN	24,273
11SP190194	1102 D'AGUILAR HIGHWAY WAMURAN	16,559
1RP130615	1100 D'AGUILAR HIGHWAY WAMURAN	4,043
900SP254775	276 OLD NORTH ROAD WAMURAN	336,847
8SP249115	20 MURPHY COURT WAMURAN	3,139
15RP884960	104 OLD NORTH ROAD WAMURAN	59,099
6RP190256	64 OLD NORTH ROAD WAMURAN	21,281
8RP190256	82 OLD NORTH ROAD WAMURAN	22,130
13RP846478	124 OLD NORTH ROAD WAMURAN	20,108
8RP846478	178 OLD NORTH ROAD WAMURAN	20,028
9RP817931	168 OLD NORTH ROAD WAMURAN	19,927
15SP113085	74 SCHRODTER ROAD WAMURAN	39,881
3RP219608	573 BELLMERE ROAD BELLMERE	100,418
2RP149408	537 BELLMERE ROAD BELLMERE	233,150
3CP897901	480 BELLMERE ROAD BELLMERE	157,688
4RP13971	56 QUARRY ROAD MOODLU	215
18RP902092	429 JACKSON ROAD WAMURAN	549,756
21RP902093	395 JACKSON ROAD WAMURAN	4,445
1SP159664	287 JACKSON ROAD WAMURAN	204,409
4SP171589	234 JACKSON ROAD WAMURAN	181,253
2RP206112	834 OLD NORTH ROAD ROCKSBERG	1,313,972
10SP142393	286 W LINDSAY ROAD WAMURAN	45,558
98C311684	0 OLD NORTH ROAD ROCKSBERG	624,767
19SP249115	13 MURPHY COURT WAMURAN	2,497
17SP249115	17 MURPHY COURT WAMURAN	2,939
10SP249115	24 MURPHY COURT WAMURAN	3,209
5SP249115	14 MURPHY COURT WAMURAN	2,978
2RP199853	234 CAMPBELLS POCKET ROAD WAMURAN	33,622
1RP121310	1099 D'AGUILAR HIGHWAY WAMURAN	1,571
4RP187716	485 OLD NORTH ROAD BELLMERE	159,853

LOTPLAN	ADDRESS	Area (ha)
21RP910317	285 OLD NORTH ROAD WAMURAN	6,922
2SP113086	177 OLD NORTH ROAD WAMURAN	207,878
70RP36029	105 OLD NORTH ROAD WAMURAN	28,689
1RP108978	601 BELLMERE ROAD BELLMERE	82,910
2RP150179		235,052
4RP43369	46 STERN ROAD BELLMERE	82,792
3RP43369	417 BELLMERE ROAD BELLMERE	96,050
1RP144370	341 BELLMERE ROAD BELLMERE	20,234
19RP228479	19 VERONICA COURT BELLMERE	14,914
2SP176899	39 QUARRY ROAD MOODLU	168,142
1SP189663	410 CAMPBELLS POCKET ROAD WAMURAN	17,132
20RP902093	238 MCNAMARA ROAD WAMURAN	159,877
1RP193245	220 MCNAMARA ROAD WAMURAN	166,349
5RP215509	96 R WILLIAMS ROAD WAMURAN	120,833
19RP222925	84 WATERSIDE DRIVE WAMURAN	19,979
4RP176080	1022 OLD NORTH ROAD ROCKSBERG	3,996
905SP249115	5 MURPHY COURT WAMURAN	73,418
18SP249115	15 MURPHY COURT WAMURAN	2,319
9SP248841	417 OLD NORTH ROAD WAMURAN	160,166
1SP113086	157 OLD NORTH ROAD WAMURAN	168,369
2RP149406	97 OLD NORTH ROAD WAMURAN	27,006
71RP36029	115 OLD NORTH ROAD WAMURAN	27,424
2RP187715	161 STERN ROAD BELLMERE	254,819
1RP187715	175 STERN ROAD BELLMERE	163,829
1RP150179		4,296
1RP149408	31 STERN ROAD BELLMERE	3,998
3SP124233	51 QUARRY ROAD MOODLU	23,400
33SP104947	0 D'AGUILAR HIGHWAY MOODLU	721

Strategic Cropping Land within the Caboolture West study area as shown on the Trigger Maps.



Appendix B

Checklist for making or amending a planning instrument – Sections 3.2 to 3.4

Issue	SPP1/12 Ref.	MBRC Response	Lead Agency	Coordinating Agency
<input type="checkbox"/> Confirm proposed Place Types equate to “Urban Areas”	3.3(b)	Planning information provided on Place Types	DNRM	DSDIP
<input type="checkbox"/> No alternative land available	3.3(b)(a)	Planning report on land availability and dwelling targets required by SEQRP, and the selection of Caboolture West as the only location of suitable size available to accommodate the forecast level of growth.	DNRM	DSDIP
<input type="checkbox"/> Significant Community Benefit	3.3(b)(b)	Planning report demonstrating there is an <i>overwhelmingly significant opportunity of benefit to the State and the benefit outweighs the State’s interest in protecting the land as SCL</i> (The report addresses infrastructure, value for money, housing supply/affordability and housing choice, benefits of compact settlement, transport choice, etc.)	DNRM	DSDIP
<input type="checkbox"/> SCL & Potential SCL (PSCL) in Urban Areas is minimised to the greatest extent possible	3.3(b)(c)	Planning report indicates that Caboolture West is only contemplated after concluding that there is otherwise insufficient land to accommodate growth. Planned densities exceed current expectations to minimise the area of urban land required at Caboolture West.	DNRM	DSDIP
<input type="checkbox"/> No areas specifically suitable for Permanent Plantations	3.3(c)	Planning report	DNRM	DSDIP
<input type="checkbox"/> Buffers maintained between SCL & PSCL (1km preferred wherever possible)	3.3(d)	Planning Report	DNRM	DSDIP
<input type="checkbox"/> Includes policies to reduce pressure for urban expansion on SCL & PSCL	3.3(f)	Planning Report addressing “Compact Settlement” proposals	DNRM	DSDIP
<input type="checkbox"/> Includes policies seeking to prevent fragmentation of SCL & PSCL	3.3(g)	Planning Report	DNRM	DSDIP
<input type="checkbox"/> No Rural Residential or future Rural Residential land uses to be indicated in the Structure Plan over SCL & PSCL	3.3(a)	This can only be satisfied on the final Structure Plan complying with this requirement	DNRM	DSDIP

Note: Some validation assessment information may also be provided to support the proposal.

Appendix C

SPP 1/12: Protection of Queensland's strategic cropping land

Section 3: Making or amending a planning instrument (Local planning instruments, structure plans and master plans)

3.2 The policy outcomes sought by this SPP are intended to be reflected in local planning instruments through the instrument's strategic framework and in the allocation of land uses under the local planning instrument.

3.3 A new or amended local planning instrument, structure plan or master plan achieves the policy outcome in section 1.1 if the instrument:

(a) does not include SCL or potential SCL in areas zoned as urban areas, rural residential, future rural residential or for extractive industries

Or

(b) includes SCL or potential SCL in areas zoned as urban areas or for extractive industries only where it is demonstrated that:

a. there is no alternative land available that is not SCL or potential SCL

And

b. the expansion of areas zoned as urban areas or for extractive industries onto SCL or potential SCL represents a significant community benefit

And

c. the inclusion of SCL or potential SCL into areas zoned as urban areas or for extractive industries is minimised to the greatest extent possible

And

(c) does not identify areas as being specifically suitable for permanent plantations if the area includes SCL or potential SCL

(d) maintains to the extent possible, a buffer of one kilometre between areas of SCL or potential SCL and urban areas to minimise land use conflict with agricultural use of SCL or potential SCL

(e) adopts a minimum lot size for rural zones that is suitable to maintain and support cropping

(f) includes policies seeking to reduce pressure for urban expansion on SCL or potential SCL by facilitating the development of a compact urban form—this may include:

a. identifying appropriate areas for higher dwelling densities

b. encouraging infill development and the redevelopment of appropriate areas

(g) includes policies seeking to prevent the fragmentation of SCL or potential SCL

(h) uses rural precincts only in a manner that is consistent with the protection of SCL or potential SCL.

Appendix D

Key state interests in the Caboolture West project as described in the draft single SPP 2013.

(1) Agriculture

(a) Why is agriculture of interest to the state?

Agriculture is central to Queensland's economic productivity, employment and the supply of food, fibre, fish, timber and foliage for domestic and international markets. Agriculture is an integral part of many regional and local economies and communities. It supports other businesses within the agricultural supply chain and utilises key infrastructure, such as roads, rail networks and ports.

Agriculture makes up a significant proportion of the state's land use. Access to the state's agricultural resources is critical to a sustainable agriculture industry. Agricultural resources are of state and national importance and should be protected from incompatible activities that would compromise existing or potential productivity. These resources are finite and are not easily restored once disturbed or degraded.

Supporting agricultural development involves creating conditions that enable a competitive, thriving and viable sector to be maintained and sustainably managing the natural resources (including soil, land and water) critical for agriculture.

The state's interest in planning for agriculture is intended to reduce the potential for conflict between other uses, protect resources from inappropriate development, minimise encroachment to ensure viable tracts of agricultural land are maintained and improve opportunities for increased agricultural production and diversification.

(b) State interest—agriculture

Provide for the long-term growth of the agricultural sector by:

- *supporting and facilitating industry development, and*
- *protecting resources on which agriculture depends.*

(2) Development and construction

(a) Why are development and construction of interest to the state?

Strong development and construction industries are of vital importance to Queensland. The sector is one of Queensland's largest employers and is a key enabler for the success of other industries.

A healthy development sector relies upon effective planning policies, efficient approval processes, adequate and timely land supply, sound infrastructure planning and delivery and ongoing support for the development of appropriate residential, commercial and industrial areas.

Planning can support the development and construction industries by reflecting the outcomes of industrial and commercial demand analysis within planning instruments. Planning should facilitate efficient approvals, encourage innovation and, where appropriate, reduce the assessment burden on developers.

The state's interest in planning for development and construction supports a thriving industry that remains a significant employer and supports other industries. A viable development and construction sector helps cities and regions harness the benefits of investment in industries such as mining and agriculture by building strong manufacturing, logistics and service industry hubs.

(b) State interest—development and construction

Planning and decision making support the growth of a strong and competitive development and construction sector and employment needs through:

- *ensuring a sufficient supply of developable land (both infill and greenfield), and*
- *facilitating appropriate development opportunities, and*
- *planning for industrial and commercial development required to support growth and jobs.*

(3) Land development and housing supply

(a) Why is land development and housing supply of interest to the state?

Housing is required to cater for different lifestyles, incomes, ages and needs. Diversity of housing provides communities with more home ownership and rental opportunities, and contributes to community health, wellbeing, social diversity and economic prosperity.

Growing communities, particularly those in emerging regional and resource areas, need land developed and new housing built in a timely manner to accommodate workers and families. Planning instruments should allow diversity in housing type and product to achieve housing and economic outcomes.

The state's interest in land development and housing supply is to ensure there is sufficient land and housing stock to support vital development, resource and infrastructure related projects and meet the diverse needs of different sections of the community.

(b) State interest—land development and housing supply

Facilitate housing and land for housing that caters for the various anticipated lifestyles, incomes, ages and needs of urban and regional communities.

References

ⁱ **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.

ⁱⁱ **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.

ⁱⁱⁱ **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.

^{iv} **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.

^v **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.

^{vi} **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.

^{vii} **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.

^{viii} **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.

^{ix} **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.

^x **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.

^{xi} **MBRC draft Strategic Framework 2012.** The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs within the planning scheme area for the life of the planning scheme. The Strategic Framework is derived from the preparation of the Community Plan and through the desired regional outcomes expressed in the SEQRP 2009. The focus in the Strategic Framework is to manage growth across the region and to build on the qualities of the many different places that make up the region through planning at the neighbourhood scale within the urban areas and on a township and catchment basis within rural areas. This approach is intended to integrate issues of sustainability and climate change with healthier and safer neighbourhoods and better designed and planned urban and rural places each with an appropriate mix and scale of activities...

^{xii} R Nolan Strategic Cropping Land Bill 2011. Policy objectives and reasons for them p. 1,2

^{xiii} Queensland Government SEQRP 2005 – 2026. This plan identified a significant area of land to the west of Caboolture as providing a significant land resource for future residential, employment and enterprise purposes. The area was recognised as presenting several complex planning challenges which would require investigation. The plan stated that if suitable development for employment and enterprise purposes could be expected to commence in 2010-2015 followed by residential development after 2015. (p.18)

^{xiv} Australian Bureau of Statistics, 3222.0 Population Projections, Australia 2006 to 2101, 2008.

^{xv} Queensland Government Sustainable Planning Act 2009

^{xvi} Australian Government. Productivity Commission Performance Benchmarking of Australian Business Regulation: Planning, Zoning and Development Assessments. Productivity Commission Research Report Volume 1 April 2011 XXIII. The section on Leading Practices proposes that wherever possible, conflicts about land uses are better resolved as early as possible in the planning to development chain, during high-level planning or the more detailed structure/master planning rather than during development assessment. The earlier planning stages provide the appropriate opportunity for elected representatives to make the value judgements needed to resolve community differences and set broad objectives. However, as noted, circumstances change and it is often only during the assessment of development or rezoning applications that some final decisions about land uses can appropriately be made. Of course, doing so confers a great deal of discretion on decision makers and it is therefore important that such decisions deliver an overall net benefit to the community. This is most likely to happen through good processes that allow for business and community engagement, transparency, probity and accountability. Ultimately, though — given the nature of 'trade-offs' in many of these planning decisions and the value-judgements that must be made — such decision-making is not, in the end, technical or administrative, but essentially 'political' in nature.

^{xvii} Queensland Government, Office of Economic and Statistical Research, Population Projections 2011 Edition, Queensland Local Government Areas, Projected population by local government area, Queensland, 2011 to 2031.

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- ^{xviii} MBRC PIP Population Assumptions Feb 2013
- ^{xix} MBRC PIP Population Assumptions Feb 2013
- ^{xx} Queensland Government SEQRP 2009-2031, Moreton Bay p.24.
- ^{xxi} Productivity Commission, Performance Benchmarking of Australian Business Regulation: Planning, Zoning and Development Assessments, April 2011
- ^{xxii} Australian Government, Productivity Commission, Performance Benchmarking of Australian Business Regulation: Planning, Zoning and Development Assessments, April 2011 Chapter 2 the efficient and effective functioning of cities.
- ^{xxiii} The Western Australian Local Government Association submission to Productivity Commission
- ^{xxiv} Productivity Commission, Performance Benchmarking of Australian Business Regulation: Planning, Zoning and Development Assessments, April 2011
- ^{xxv} Queensland Government, Office of Economic and Statistical Research, Population Projections 2011 Edition,
- ^{xxvi} Source Queensland Government. Queensland Agricultural Land Audit 2013.
- ^{xxvii} Source Queensland Government. Queensland Agricultural Land Audit 2013
- ^{xxviii} Source Crikey March 2012 ... proponents must undertake an SCL assessment against a set of eight criteria devised by the Department of the Environment and Resource Management (DERM), which differ between the four regions — Western Cropping, Eastern Darling Downs, Coastal Queensland and Wet Tropics. These criteria are based on soil properties such as the amount of stones, amount of clay and water-holding capacity, depth of soil, drainage rate, microrelief, soil acidity and chemical composition and slope set at only 3% for the Western Cropping zone and 5% for the Eastern Darling Downs. Many good quality soils occur and are used productively, for example for horticulture, at greater slopes. Some of the criteria such as slope have errors associated with the measurement depending on the instruments used and hence inaccurate measures can lead to a non-SCL classification enabling alternative. Some of the criteria require field skills to measure, some are time consuming and others require laboratory equipment now not often used. The Australian Society for Soil Science Inc. (ASSSI) Queensland branch wrote to the then minister Nolan in July 2011 about its concerns with these criteria and the way they would be measured and used. The minister accepted the need for further refinement of the SCL criteria and established a Science and Technical Implementation Committee with two representatives nominated by the ASSSI, one by the Queensland Farmers Federation and one from expert the Queensland Resources Council. The committee has recently met to be briefed by DERM on the rationale for the criteria. A major linked issue around the future development of CSG extraction is the lack of soil science expertise available to undertake the SCL measures and in DERM to monitor the classifications and the operation of the CSG Companies Environmental Authority Land Management Plans, and mediate disputes. This is a national problem and state and federal governments, professional societies, universities and farmer organisations are very concerned.
- ^{xxix} Queensland Government. Protecting Queensland's strategic cropping land: A technical assessment of the proposed criteria for identifying strategic cropping land. May 2011 p.21.