



plan strathpine 2031

Strathpine Major Regional Activity Centre
Implementation Plan Report

FINAL | May 2011

ENDORSED BY COUNCIL 17TH MAY 2011



Australian Government
Department of Regional Australia,
Regional Development and
Local Government



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This Implementation Strategy seeks to provide a comprehensive and flexible framework for the delivery of the Strathpine Major Regional Activity Centre (SMRAC) Master Plan. The overall aim being to describe the investment priorities, key actions, and decision-making frameworks that will allow the vision for SMRAC to be realised.

1.1 PURPOSE

The Implementation Plan has been developed in parallel with the Master Plan for SMRAC and, although a stand-alone document, has been intrinsically linked to the Master Plan strategies to ensure:

- That the governance and decision making structures required to facilitate the timely delivery of the Master Plan are clearly described and supported by clear actions.
- That there is clarity about the statutory processes and instruments needed to give weight to the intents of the Master Plan document.
- That each Master Plan strategy is broken into a series of achievable actions (and priorities) with clear lines of responsibility.
- That funding sources to support the implementation of the Master Plan are identified.
- That catalytic projects are defined in sufficient detail to enable the implementation process to be commenced.

1.2 STRUCTURE OF THE IMPLEMENTATION PLAN

The structure of this document has been developed specifically in response to the implementation opportunities and challenges that exist in the SMRAC. The Implementation Plan has been developed to provide a clear strategy for the creation of controlling mechanisms and processes, and the delivery of physical projects. For ease of interpretation and use, the plan has been split into elements that form focus areas of the implementation strategy. These elements are interdependent and are to be implemented in parallel.

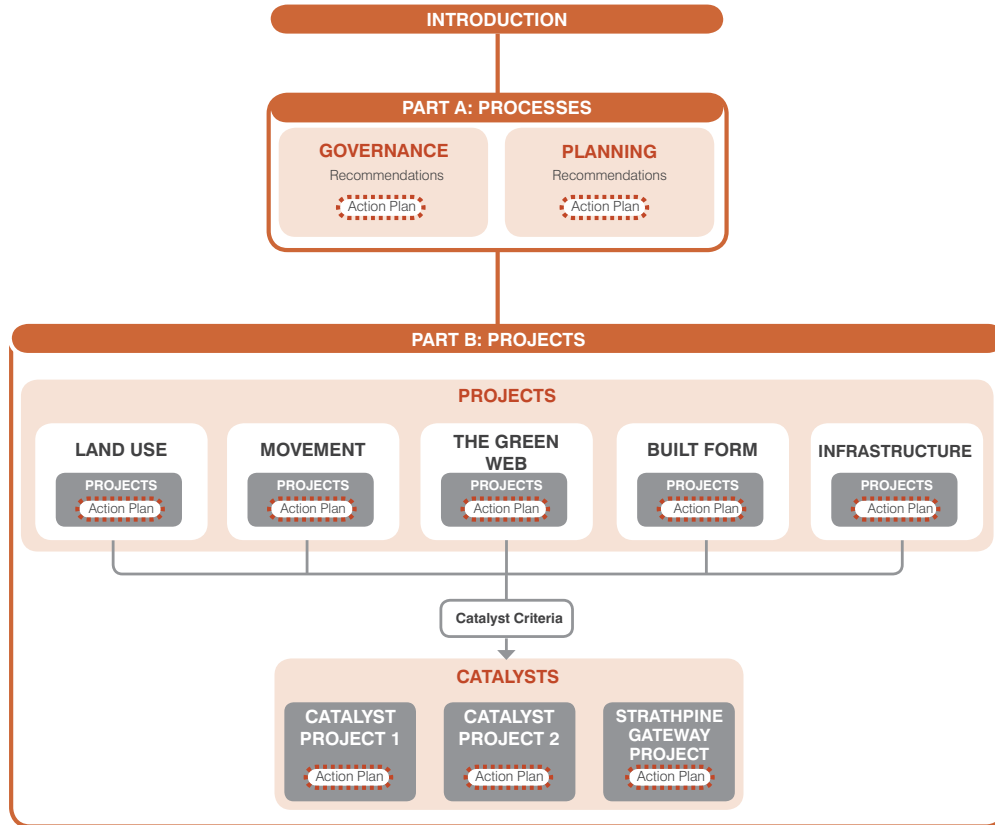
Figure 1.2 diagrammatically describes the focus areas of the Implementation Plan which are described below.

- **Part A: Processes** – The first component of the Implementation Plan sets out a method for establishing controlling bodies and mechanisms to ensure that outcomes are delivered. This part of the strategy is made up of two elements:
 - **Governance:** This section relates to governance and decision making arrangements. Various models are identified and tested with clear recommendations made about the preferred governance arrangement for delivering SMRAC Master Plan. An action plan to support the implementation of the governance model underpins this analysis.

- **Planning:** Giving statutory weight to the Master Plan is a key step in enforcing its intent. The second component within Part A of the Implementation Plan assesses a range of planning instruments capable of achieving this aim and offers a recommendation about the mechanism best able to translate the Master Plan into reality. A list of key actions supports the proposed planning process.
- **Part B- Projects** – The second part of the Implementation Plan describes a strategy for the delivery of physical projects embedded in the strategies within the Master Plan. Projects have been identified based on their impact within the centre and ability to generate and facilitate future investment. The projects component of the Implementation Strategy comprises:
 - **Projects:** The 'centre wide' strategies set out in the Master Plan form the basis for these projects. The intent here is to identify the projects, further studies, and associated actions that are required to deliver the key physical interventions defined in the Master Plan.
 - **Catalysts:** Assessment of identified projects against a range of criteria to determine 3 catalyst projects. These projects are seen to be both fundamental to the implementation of the plan but also provide the best opportunities to demonstrate the intent of the Master Plan, stimulate investment interest, and provide maximum impact.

01 Introduction

FIGURE 1.2 STRUCTURE OF THE IMPLEMENTATION PLAN



1.3 STATUS: A LIVING DOCUMENT

The extent to which the precise timing, responsibility and funding for each action can be predicted varies greatly. In this context this implementation plan has sought to provide:

- A robust structure that clearly defines the focus areas for delivery – all equally important and able to be implemented in parallel;
- Targeted catalysts as priorities for investment and change;
- Flexibility in relation to initiatives that may occur in the longer term or that are dependent on other actions to have been completed prior to commencement.

In this context we recommend that the content and direction of the implementation plan be reviewed by the implementation body every 6 months to ensure its ongoing relevance and to ensure future opportunities can be captured and integrated into the delivery process. The intended life span of the Master Plan and this implementation strategy, subject to regular review, is 20 years (to 2031).

1.4 TIMEFRAMES

The timeframes noted in the action plans contained within this document have been based upon what are perceived (at the time of drafting) to be realistic. Timeframes should be regularly reviewed and analysed to ensure their appropriateness. Timeframes have been defined in the table below:

COMMENCEMENT		
CATEGORY	ABBREVIATION	TIME
Short	S	1 year
Medium	M	2-3 years
Long	L	4-20 years

DURATION		
CATEGORY	ABBREVIATION	TIME
Short	S	1-2 year
Medium	M	2-5 years
Long	L	5-20 years



PART A: **Processes**

Overview

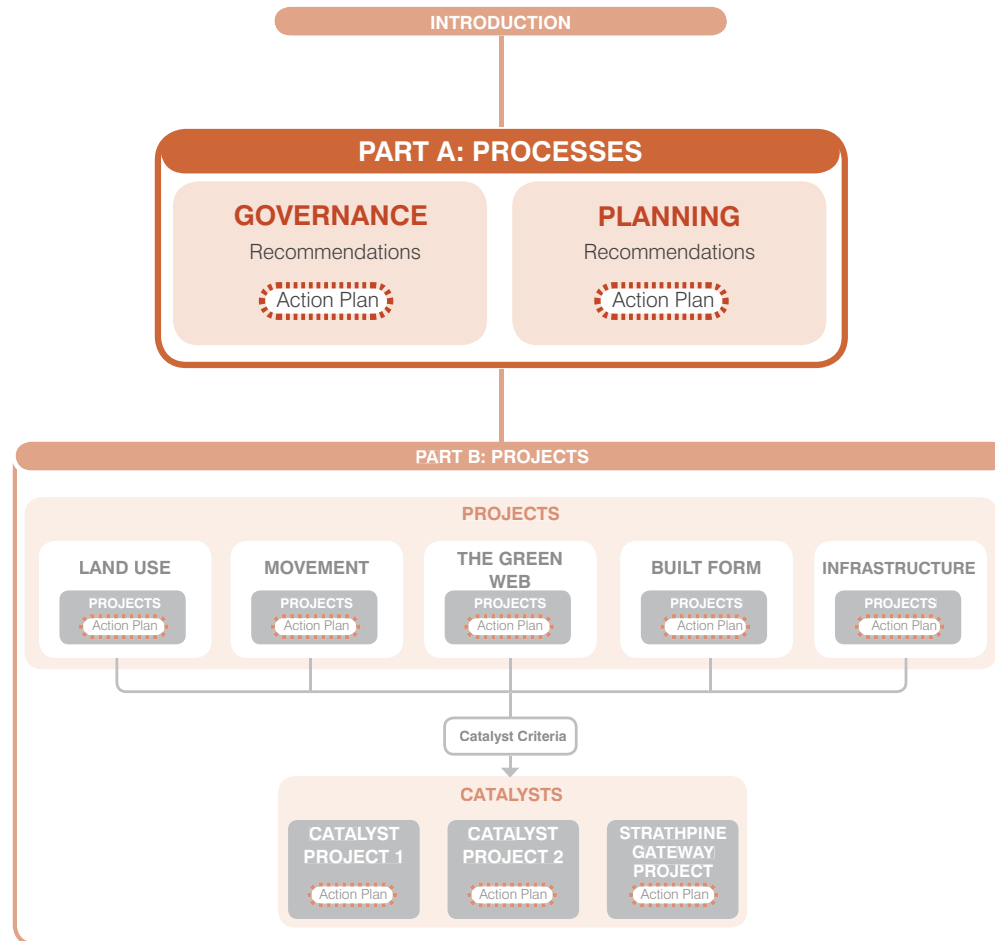
This section of the Implementation Plan relates to the processes that will facilitate the realisation of the Master Plan. It sets out a method for establishing controlling bodies and mechanisms that aim to ensure outcomes are delivered and progress is made in the right direction.

The implementation strategy relating to processes is comprised of two components:

- **Governance:** outlining the recommended governance model to oversee the implementation process. This section identifies leadership arrangements, management scenarios and potential funding mechanisms to support the implementation of the Master Plan.
- **Planning Implementation:** providing strategies to translate the Master Plan into statutory planning frameworks. This part of the plan assesses a number of mechanisms and identifies appropriate options for the transformation of the Master Plan into statutory planning controls.

Each section is supported by a set of actions to provide clear direction and guidance in relation to the tasks and responsibilities associated with these overarching 'processes' that underpin the Master Plan's implementation.

FIGURE 2.0 STRUCTURE OF THE IMPLEMENTATION PLAN



EXECUTIVE SUMMARY

The successful implementation of the Strathpine Major Regional Activity Centre Master Plan (SMRAC Master Plan) will be underpinned by the governance arrangements developed to oversee the implementation process. The recommended governance model for the SMRAC Master Plan has been developed as a result of:

- The insights from the SMRAC Master Plan Governance background paper
- The formulation of an appropriate framework for governance for the SMRAC Master Plan including the alignment of the Master Plan goals and objectives with the appropriate governance structure
- Identification of potential funding sources for the implementation of the Master Plan
- Consideration of appropriate performance measures to measure the progress of the implementation of the Master Plan
- Compilation of a governance action plan.

This section of the Implementation Plan seeks to describe an appropriate governance arrangement to underpin the delivery of the Master Plan. The governance section explores options relating to a number of aspects of the governance structure including:

- Leadership;
- Management; and
- Implementation mechanisms and tools.

Implementation funding opportunities are identified including from:

- Local Government;
- State Government;
- Federal Government; and
- Private sector and government partnerships.

An action plan to guide the implementation of the preferred governance structure forms a key component of this section of the document and provides a strategy in terms of:

- The establishment of the SMRAC Master Plan governance structure;
- The implementation of the governance structure; and
- The implementation of the SMRAC Master Plan.

2.1 IMPLICATIONS AND RECOMMENDATIONS FOR THE IMPLEMENTATION PLAN

The Governance review undertaken on the SMRAC as part of the background technical paper work has provided useful insights specifically for the implementation of the SMRAC Master Plan. This work identified strategic governance initiatives and opportunities that would facilitate the successful implementation of the SMRAC Master Plan and longer term revitalisation of the centre including:

- The establishment of a Project Implementation Group with State Government, Local Government, Business, and Community representation. The Chair of this group would act as the 'champion' for the implementation of the Master Plan
- Review of the regulatory planning framework as it applies to land use and development in the centre, to align statutory planning mechanisms and infrastructure provision with Master Plan recommendations
- The coordination of centre stakeholders including State Government, Local Government, Business, and Community to align and coordinate stakeholder roles and functions
- The development of a centre promotion and marketing strategy (as part of overall Moreton Bay Regional Council Economic Development Strategy) incorporating:-
 - Marketing and promotion
 - Investment attraction
 - Major events.

- The employment of a Centre or Place Manager for the SMRAC. Key roles and responsibilities could include
 - Coordination of key centre activities
 - Coordination of Master Plan implementation
 - Investment promotion, and attraction
 - Centre marketing and branding/imaging
 - Advocate for centre funding and grants
 - Coordination of centre improvement program
 - Foster public private partnerships
 - Liaison with State and Commonwealth bodies on centre issues
 - Key site identification and opportunities for land banking, redevelopment
 - Monitor centre achievements, opportunities and threats.

These insights need to be reflected in the governance model adopted for the SMRAC. The framework for this model is outlined in the following section.

2.2 FRAMEWORK FOR GOVERNANCE

The work undertaken in the background studies and additional research undertaken during the master planning process indicates that the governance model for the successful implementation of the SMRAC Master Plan needs to encapsulate the following four components:

Strategy – the vision, aims and objectives of the master plan

Structure – the appropriate structure to realise the master plan's vision and aims and objectives including components addressing leadership, management, and implementation

Funding – mechanisms and sources to fund master plan projects and actions

Performance Measurement – indicators and measures to monitor and assess progress towards the master plans aims and objectives.

There are a number of facets to each of these components. These are presented below in terms of a recommended governance model for the implementation of the SMRAC Master Plan.

2.3 SMRAC MASTER PLAN STRATEGY

The framework for governance of the SMRAC is guided by the vision and strategy of the Master Plan. This is a core principle of strategic planning – Structure follows Strategy.

Thus the governance model for the Master Plan needs to enunciate the structure and processes required to meet the vision and strategy of the Master Plan. The vision for the SMRAC is detailed in the Master Plan document. In summary it is:

“In 2031 Strathpine will be a centre with a thriving mixed use heart that capitalises on its unique role, location, cultural and open space assets to become a regionally significant destination. Development focuses upon themes of civic vibrancy and amenity, transit oriented development, connectivity, environmental amenity, sustainability and investment.”

The vision is underpinned by six core principles:

- A Centre of Experiences
- An Accessible Centre
- A Green Web
- A Defined Centre
- A Prosperous Centre
- An Inclusive Centre

The desired outcomes of the Strathpine Major Regional Activity Centre Master Plan are enunciated as:

- A detailed Centre Master Plan, which will guide land use planning, transport, and the quality of design of buildings and public spaces
- Identification of key projects that will act as a catalyst for putting development strategies into action
- Recommendations in relation to how the current planning controls might be altered in order to achieve the aims of the Master Plan
- The production of a series of action plans which support the overall Master Plan vision in the short, medium, and long term.

These aims and desired outcomes then guide the appropriate governance structure for the implementation of the master plan.



2.4 SMRAC MASTER PLAN IMPLEMENTATION GOVERNANCE STRUCTURE

A governance mechanism or body to implement any plan or strategy needs to have:

- Leadership
- Management
- Implementation mechanisms and tools.

The recommended approaches to these components of governance for the SMRAC Master Plan are outlined under these three headings below.

2.4.1 Leadership

The Governance background paper reviewed the major leadership models for City Centre master plans and revitalisation strategies. These are

- Development Corporation or Board
- Revitalisation Taskforce
- Strategic Advisory/Implementation Steering Committee or Group
- Internal Council Leadership.

The conclusion from the Governance background paper was that the most appropriate leadership model for the SMRAC Master Plan implementation was the establishment of a Project Implementation Group with State Government, Local Government, Business, and Community representation. The model of Internal Council Leadership is also considered to have merit. These two models are shown in the following table in terms of their advantages and disadvantages.

As the Master Plan has evolved it has become apparent that it is appropriate to consider a leadership model that combines the Strategic Advisory Group and Internal Council Leadership approaches. These two approaches have been amalgamated in Table 2.4.1a to highlight combined advantages and to identify measures to mitigate their disadvantages.

TABLE 2.4.1A LEADERSHIP APPROACHES COMPARITIVE REVIEW

STRATEGIC ADVISORY/STEERING COMMITTEE OR GROUP	
ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> • Independent expertise to provide input and guidance to Government (all levels) and Stakeholders • Relatively lean committee structure, that may enhance flexibility and responsiveness • Defined terms of reference and committee processes • May address issues of accountability, transparency and separation of powers • Relatively inexpensive to establish and resource 	<ul style="list-style-type: none"> • Relies on 'individual champion' focus, without required institutional and structural supports • May focus on process over action and outcomes • May lack accountability • No direct delivery capacity • May not include rotational and recruitment strategies
INTERNAL COUNCIL LEADERSHIP	
ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> • No requirement to form new body thereby limiting establishment costs • Greater ability to accelerate decision making and approvals • Ability to maximise alignment with overall Council objectives • Able to draw on Council's administrative systems and resources • Incorporates delivery capacity for initiatives and projects. 	<ul style="list-style-type: none"> • Excludes State Government involvement and reduces access to State Government funds • Excludes business community involvement and subsequently minimises potential funding from this sector • Excludes direct community involvement potentially reducing community support for the Master Plan • Limits broad stakeholder support for the Master Plan • Additional draw on Council's resources in terms of senior staff time and intellect • Less breadth and potentially depth of expertise on leadership body • Reduced levels of transparency
INTERNAL COUNCIL LEADERSHIP WITH STRATEGIC ADVISORY GROUP	
ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> • Independent expertise to provide input and guidance to Government (all levels) and Stakeholders • Relatively lean committee structure, that may enhance flexibility and responsiveness • Defined terms of reference and committee processes • May address issues of accountability, transparency and separation of powers • Relatively inexpensive to establish and resource • No requirement to form new body thereby limiting establishment costs • Greater ability to accelerate decision making and approvals • Ability to maximise alignment with overall Council objectives • Able to draw on Council's administrative systems and resources • Incorporates delivery capacity for initiatives and projects. 	<ul style="list-style-type: none"> • Relies on 'individual champion' focus, without required institutional and structural supports • May focus on process over action and outcomes • May lack accountability • No direct delivery capacity • May not include rotational and recruitment strategies • Excludes State Government involvement and reduces access to State Government funds • Excludes business community involvement and subsequently minimises potential funding from this sector • Excludes direct community involvement potentially reducing community support for the Master Plan • Limits broad stakeholder support for the Master Plan • Additional draw on Council's resources in terms of senior staff time and intellect • Less breadth and potentially depth of expertise on leadership body • Reduced levels of transparency
DISADVANTAGES	MITIGATION
<ul style="list-style-type: none"> • Relies on 'individual champion' focus, without required institutional and structural supports • May focus on process over action and outcomes • May lack accountability • No direct delivery capacity • May not include rotational and recruitment strategies • Excludes State Government involvement and reduces access to State Government funds • Excludes business community involvement and subsequently minimises potential funding from this sector • Excludes direct community involvement potentially reducing community support for the Master Plan • Limits broad stakeholder support for the Master Plan • Additional draw on Council's resources in terms of senior staff time and intellect • Less breadth and potentially depth of expertise on leadership body • Reduced levels of transparency 	<ul style="list-style-type: none"> • Council provides institutional and structural support for Champion and Group • Council has implementation and delivery mechanisms • Accountable through Council to community • Council provides delivery • Council can oversee Advisory Group membership rotation and recruitment • State Government involvement facilitated through membership of Advisory Group • Business community involvement incorporated through membership of Advisory Group • Community involvement incorporated through membership of Advisory Group • Broader representation of Advisory Group engages broad stakeholder support • Advisory Group can reduce draw on Council senior staff involvement • Advisory Group provides breadth and depth of expertise • Advisory Group provides mechanism for greater transparency

This combined leadership model of a Strategic Advisory Group incorporating senior Council administrative staff and elected members with Council acting as the delivery and implementation body provides significant advantages and successfully mitigates the disadvantages of the individual models.

The Strategic Advisory Group would monitor the progress of the Master Plan, provide expert advice, stakeholder input and feedback, and support initiatives as appropriate. The Group would have no direct staff but rely on the Council and resources from its members to guide the implementation of the Master Plan. The Group would elect a chair who would also act as a champion for the SMRAC Master Plan. Ideally this would be a Moreton Bay Regional Council Councillor. A recommended membership of the Group would be as shown in Table 2.4.1b.

The tenure of the Group would be for the duration of the Master Plan timeframe. Individual members could be subject to re-election every two years.

TABLE 2.4.1B STRATEGIC ADVISORY GROUP COMPOSITION

SMRAC MASTER PLAN STRATEGIC ADVISORY GROUP RECOMMENDED MEMBERSHIP	
POSITION	ORGANISATION
Chair of Planning Committee – Chair of SMRAC Master Plan Strategic Advisory Group	Moreton Bay Regional Council
Manager Regional Planning	
Assistant Coordinator General, TOD Implementation Directorate or Moreton Bay Region Director/Manager	QLD Department of Infrastructure and Planning
Moreton Bay Region Director/Manager	Qld Transport
Chair or Representative	Moreton Bay Region Economic Development Board
Local Representative	Strathpine Community
President or Representative	Strathpine Chamber of Commerce



2.4.2 Management

It became apparent during discussion of the MBRC's objectives in relation to the management of the implementation of the SMRAC Master Plan that the appropriate management structure should align with the overall vision and strategic direction for the region and subsequent Council corporate and management structure.

Recent strategic planning initiatives undertaken by Council including its three major projects (Redcliffe, Caboolture, Strathpine), and master plans (Caboolture, Strathpine, Narangba East, Morayfield) do not necessarily fit easily within the current corporate structure of the Moreton Bay Regional Council. These initiatives reflect strategies focusing on major projects and activity centre and Greenfield planning and development.

Efficient and effective organisational operation is underpinned by organisational structures that are designed to deliver the organisation's vision and strategy. Thus it is imperative that MBRC clearly determine its vision and strategy as a newly amalgamated region that is the third largest local government authority in Australia (by population). This needs to reflect how the organisation prioritises activity centre planning and development and the role that major project delivery plays in the overall strategy and its relationship to activity centres.

This may reflect an organisational structure that incorporates a Major Projects division (as is the case with Brisbane City Council) and/or a structure that incorporates a Centres Planning division.

All organisations (government or private sector) are required to allocate their resources (physical, human, financial) in the most effective and efficient manner to meet their organisational objectives (enunciated through their vision and strategies). These are not unlimited and subsequently new projects and initiatives need to be assessed under the one umbrella of corporate objectives. This ensures new projects and initiatives are appropriately prioritised, integrated with existing projects and policies, and fit within the organisation's resource capacity.

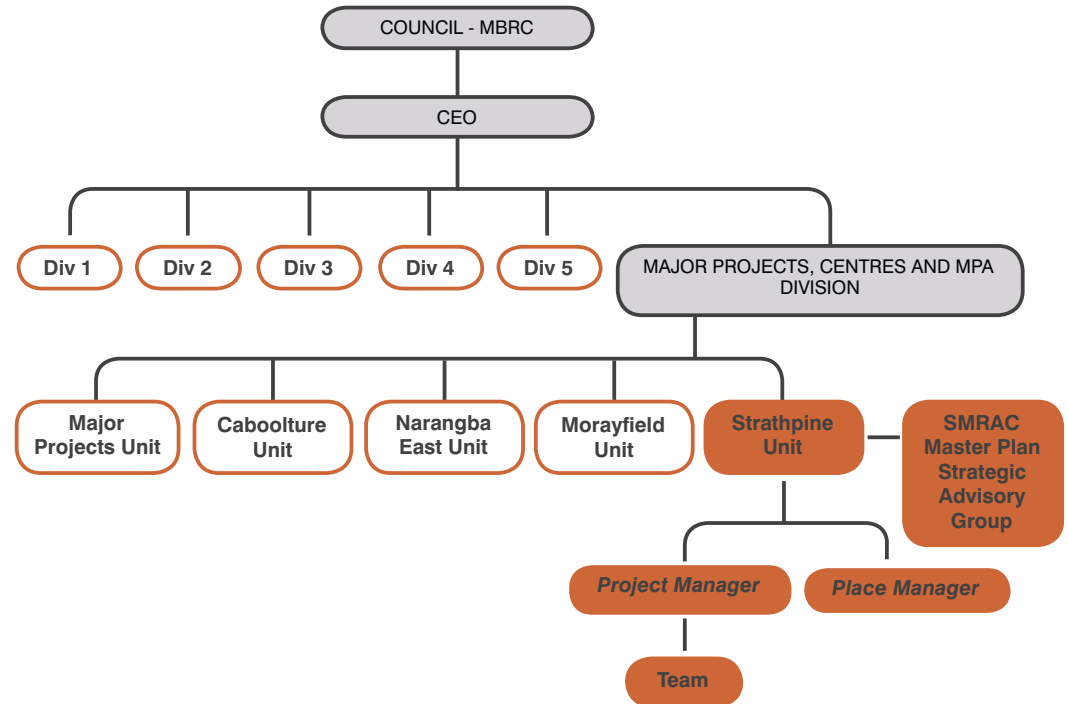
Whilst the MBRC needs to determine its regional vision, strategy, and subsequent organisational structure, the governance management structure for the implementation of the Strathpine MRAC Master Plan can inform how this organisational structure may look. MBRC is in the process of undertaking five major master plans that will cater for the future growth of the region and facilitate the type of growth the region is seeking. When combined these Master Plans represent an extremely significant component of the strategic planning for the entire Moreton Bay Region. In addition it is imperative that these Plans are not considered in isolation and that the implementation of these Plans is coordinated and integrated with Council's overall strategies and policies.

Given the above it would be appropriate for Council's future organisational structure to reflect the importance of these projects through the establishment of a Centres and Master Plan Areas division. This may include planners, engineers, and technicians drawn from Council's existing divisions that come together to provide integrated services to implement the Master Plans for these centres and areas. This may be reflected in an organisational structure as that shown in the figure 2.4.2.

The suggested organisational structure reflects an organisational strategy that prioritises Activity Centre development, Master Plan Area development and Major Projects as catalysts for the development and redevelopment of these centres and areas. Specific to the governance and implementation of the SMRAC Master Plan is the creation of a Strathpine Centres Planning Unit, a Centre Project Manager and Strathpine Place Manager (discussed in more detail following).

FIGURE 2.4.2 MBRC - SUGGESTED ORGANISATIONAL STRUCTURE FOR MASTER PLAN IMPLEMENTATION

MBRC Corporate Strategy



2.4.3 Place Management

Within such a Centres and Master Plan Areas division there may be a requirement for a Place Management function, specifically to manage centre activities and development.

The management of centre activities and development has incorporated a range of public sector, private sector, and combined public and private sector models over the evolution of places, towns, and cities. Contemporary approaches to the management of such activity spaces and centres have focused on the concept of Place Management.

Place Management was initially developed as a means to address spatial inequality and locational disadvantage, however it is increasingly being used as a method to manage the development and improvement of activity centres. Thirteen activity centres under Melbourne 2030 have incorporated place management methodologies through a range of approaches. NSW has introduced place management in Kings Cross, Cabramatta, and Fairfield in Sydney, and in Newcastle. In the UK place management approaches date back to the 1960s. The US has followed a similar approach to place management as Australia where such methodologies are driven by a master plan (Victorian Department of Planning and Community Development, Melbourne 2030 Activity Centres and the Role of the Place Management).

A core component of Place Management is the role of a Place Manager who takes on the overall management role of the place management initiatives. Such a Place Manager could undertake the following role and responsibilities:

- Coordination of key centre activities
- Coordination of master plan implementation
- Investment promotion and attraction
- Advocate for centre funding and grants
- Coordination of marketing and promotion activities
- Coordination of centre improvement programs
- Foster public / private partnerships
- Liaison with state and commonwealth bodies on centre issues
- Key site identification and opportunities for land banking, redevelopment
- Monitor centre achievements, opportunities and threats.

2.4.4 Implementation

The implementation of the SMRAC Master Plan is realised through the enactment of three core components:

- Planning Scheme Amendments
- SMRAC Master Plan Action Plan
- SMRAC Master Plan Catalyst Projects.

These three components are outlined in detail in the following sections including identification of specific tasks, responsible entities, timing, funding sources, and key performance measures.

2.4.5 Governance Structure Summary

In summary the Governance structure to oversee the implementation of the SMRAC Master Plan reflects:

- Leadership from a Strategic Advisory Group that is guided by the SMRAC Master Plan vision and strategies
- Management by a Strathpine Unit Manager supported by a Project Manager and a Place Manager that coordinate stakeholder activities and SMRAC Master Plan actions and projects
- Implementation through stakeholder resources and activities.



2.5 SMRAC MASTER PLAN IMPLEMENTATION FUNDING

Experience in relation to the implementation of centre master plans and revitalisation strategies indicates that the identification of funding sources is a critical factor in the successful implementation of such plans and strategies. There are a range of funding sources and mechanisms potentially available to fund the range of actions and projects incorporated in the SMRAC Master Plan. There needs to be an identifiable link between funding sources and stakeholder involvement (or policies) in associated actions and projects. In this regard stakeholders can incorporate the three tiers of government, private sector organisations and land owners, and the wider community.

This section outlines the range of funding sources, programs, and mechanisms potentially available for the implementation of the SMRAC Master Plan. The alignment of funding sources with SMRAC Master Plan actions and catalytic projects is incorporated into those specific sections.

2.5.1 Local Government – Moreton Bay Regional Council

Council Rates and Charges

Infrastructure Charges Schedule (ICS) – Up-front payments are generally applied by imposing infrastructure charges at the time of development through the planning approval process. These payments may cover part or all of the assessed infrastructure costs associated with serving a particular development. Charges would cover infrastructure costs associated with:

- Sewerage
- Stormwater
- Transport
- Community.

General Rates – are the main source of funds for Council budgets. Charges must be applied uniformly across the whole of the Council area for specific land use categories. Income from rates is generally treated as consolidated revenue, with expenditure allocations made through Council's annual budget. This makes it difficult to apply a general rate increase to service projects for a specific area such as the Strathpine Major Regional Activity Centre. It is important to note though that any improvement initiatives undertaken in the SMRAC are likely to have either a direct or indirect positive impact on the underlying value of the SMRAC land owner's properties. This in turn will have a flow on increase on their rates levies thereby allowing the Council to capture some of the value uplift generated by centre improvement activity.

Annual Utility Charge – annual or user charges are well suited to utility infrastructure such as waste management and sewerage. They are used by most utility businesses

including electricity, gas, and telecommunications. Council's existing Utility Charges system can be used to provide an annual contribution to delivery of new capital works infrastructure, amortised across all service users.

Special Rates – Council can develop Special Rates for a specific area or location independent of its policy for the remainder of the local government area. The Local Government Act requires Council to clearly articulate the benefits to be received in response to the Special Rate.

Separate Rates – can be established for a particular purpose across the whole Council area. Separate Rates are a potential mechanism for raising funds across the Council area for servicing non-utility infrastructure such as transport, roads, stormwater and community infrastructure. Examples of this source of funding may include Parking levies and Business levies. It is important to note that Separate Rate funds must be expended on the purpose for which the rate was established.

Council's Existing Budget

Competition for funds within Council is high and funding for new projects needs to be justified in terms of Council's vision and strategic objectives. Current funding priorities may be reviewed in line with Council's objectives and any associated organisational restructure. This may create opportunities for funding of SMRAC projects and initiatives.

Council Asset Sales

This is a particularly unpopular source of potential funds for government in Queensland at present, however it is an important source of potential funds for a local government that when viewed positively can reflect policies to rationalise (and improve) existing facilities (such as

obsolete or underutilised assets), and dispose of excess assets such as land not required for Council purposes. Funds raised from such asset sales should be expended on projects that can demonstrate a clear public benefit for the overall community.

Value Uplift Levy

The ability to capture the increase in land value generated by public sector investment in civil or community infrastructure has received increased attention in recent times. The Urban Land Development Authority has been considering the concept for Urban Development Areas. Also known as a Betterment Tax, this mechanism has been used with various degrees of success throughout the UK, Europe, and the US. Whilst a potential funding mechanism for development activity in the SMRAC, it is likely that the Master Plan will provide sufficient flexibility for most development in the SMRAC over the next 20 years and that a betterment tax would more likely constrain future development.



2.5.2 Queensland State Government

There are a range of capital and recurrent programs undertaken by the Queensland Government that can be accessed to partially or fully fund the SMRAC Master Plan actions and projects. These include:

Translink Network Plan – Funded by the Department of Transport and Main Roads this sets out a ten year vision and four year rolling program of service and infrastructure improvements

SEQIPP – The South East Queensland Infrastructure Plan and Program incorporates a number of programs available for funding through the Department of Transport and Main Roads including the:

- Roads Implementation Program
- Transport Infrastructure Development Scheme (TIDS).

Department of Communities (Sport and Recreation) –

- Grants for provision of major recreational facilities such as sporting venues
- Major facilities program to develop and enhance sport and active recreation infrastructure to meet community participation needs, support local, regional and state levels of competition, and enable Queensland to attract and host key events. Funding is available from \$750,000 to \$2 million (minimum project size of \$1.25 million)
- Medium facilities program provides funds of \$240,001 to \$750,000 to undertake works for projects from \$400,001 to \$1.25 million
- Minor facilities program provides funds up to \$240,000 to undertake minor construction, extension and upgrade works up to \$400,000

Note the above Sport and Infrastructure Program funding

has closed for 2010 but is anticipated to be available in future years.

Department of Environment and Resource Management –

- The 'Gritty Places' Grant which is focused on transforming old buildings into creative and active spaces. Grants range up to \$50,000
- Living Buildings and Places Grant which aims to protect and conserve Queensland built heritage.

Department of Premier and Cabinet (Arts Queensland) –

- Art + Place for Artwork Grant which aims to maximise the social, cultural and economic benefits that result from a heightened quality and experience of Queensland's public places (pool of \$12 million over 2008-2010)
- Sector Project Grants for support projects that will result in excellent and innovative artistic and/or cultural work with a public outcome, deliver community benefits including opportunities for engagement and participation, and involve collaboration with other artists, organisations and businesses. Grants range from \$5,000 to \$50,000.

Department of Infrastructure and Planning –

- The Local Government Grants and Subsidies Program (LGGSP) provides \$45 million in funding to local governments who have limited capacity to fund necessary community infrastructure. LGGSP funds up to 40% of the approved project costs of developing major infrastructure in their communities (opens 1 July 2011)

2.5.3 Federal Government

The Federal Government has a limited number of programs and grants likely to be available in relation to the implementation of the SMRAC Master Plan however it is worth noting some of the existing programs and potential programs that may be available for such funding:

Nation Building Program – There is a series of Federal Government programs incorporated into the National Building Program that provide ongoing funding through the State Government for infrastructure at the local area level. These include Roads to Recovery; Black Spot Program; Local Roads Grants; and Building Australia Fund.

Green Building Fund – Funding program to help Australian businesses implement cost saving energy efficiency measures through retrofitting and retro-commissioning of existing commercial office buildings. Stream A Round 5 and 6 offers funding from \$50,000 to \$500,000 (for up to 50% of project costs). Stream B offers funding up to \$200,000 (for up to 50% of project costs). This program provides \$90 million in grants over five years from 2008-09 to 2012-13.

National Heritage Grants – Funding for activities that benefit Australia's heritage.

Community Heritage Grants – Funding for projects and activities that preserve and provide access to locally held, national significant cultural heritage collections. Small scale program providing grants of up to \$15,000.

Major Cities Program – This program has only been mooted at this stage, however it is anticipated that it will become an official program in the short term. It is expected that this program would be similar to the previous 'Better Cities' program under which the Brisbane City Council

received \$50 million to fund the activities of the Urban Renewal Taskforce. In anticipation of this program being introduced it would be beneficial for the Moreton Bay Regional Council to be prepared to apply for the first round of funding when available.

Infrastructure Australia – Infrastructure Australia is a recently formed government body, announced in 2008, aimed at providing a national approach to planning, funding and implementing the nation's future infrastructure needs. The organization has established seven themes to meet such infrastructure challenges including; transforming our cities, adaptable and secure water supplies, the creation of a true national energy market and competitive international gateways. Infrastructure Australia has since announced a number of priority strategies which are reported to be either been completed, or are well advanced. These include; a National Ports Strategy, a National Freight Network Strategy; an Energy strategy and a Water strategy. The organization is also set to commence work on a National Framework for Public Transport Network Planning in the near future following assessment of the current public transport network. Opportunities may exist for MBRC to apply for funding from Infrastructure Australia for projects associated with the implementation of the SMRAC Master Plan.

Housing Affordability Fund – This program, targeted at lowering the cost of building new homes, was initially launched in 2008. Up to \$512 million will be invested over five years by the fund which aims to address two main areas implicating the supply of housing in Australia; holding costs and infrastructure costs. This grant targets both greenfield and infill developments where high demand for housing is present or is anticipated in the future. Applications for round two of the grant were opened on Monday 9 November 2009 and closed on 8 January 2010.

National Rental Affordability Scheme - The National Rental Affordability Scheme (NRAS) is a program by which the Australian government invests in affordable rental housing in order to address the shortage of such housing around the country. The scheme aims to encourage organizations to build and rent dwellings to low and moderate income households at 20 per cent below-market rates for 10 years. Financial incentives are offered to these private and community organizations under the scheme. The proposed outcomes of the scheme include; increasing the supply of new affordable rental housing, reducing rental cost for low and moderate income households and encouraging large scale investment. A total of \$1 billion will be provided over four years by the Australian Government as part of the Scheme to stimulate construction of up to 50,000 high quality homes and apartments. Round three of NRAS is open from 1st September 2009 to 31st August 2010 and will provide successful applicants up to \$9,140 per annum per dwelling.

2.5.4 Private Sector and Government Partnerships

There are a number of ways that the private sector can participate in the funding of the SMRAC Master Plan actions and projects. These include:

Developer Contributions – This may be in the form of financial contribution or dedication of land or facilities for public/community use. This is likely to form part of an infrastructure charges schedule or development application fee or approval conditions.

Private Sector Development of Government Assets – This concept involves the Council or State Government selling in whole or part government owned assets (land and/or buildings) to the private sector for development. Certain development controls could be applied to guide development and ensure the Council/Government

achieves its desired outcomes. There is a risk, however, that the Council/Government loses control over the project and the end outcomes. The benefit is that the private sector is able to generate the optimum commercial outcome from an initial and sustainable perspective.

Government and Private Sector Joint Venture – This concept involves the Council or State Government playing a joint venture role in development, specifically as a land and asset owner, planner, and may be operator of an asset such as a cultural or entertainment facility. The advantage of this approach is that Council or State Government retains a significant element of control of the development outcomes and also financially benefits from the upside of the end development. The disadvantage is that significant government involvement in the development may deter private sector involvement.

Public Private Partnership (PPP) – This concept is similar to the Joint Venture option above however it incorporates a range of structures and risk positions for the Council or State Government. Public Private Partnerships cover a spectrum of project delivery options which apply to projects involving: design, build and operate (DBO); design, build, finance and operate (DBFO); and equity sharing arrangements. The policy also encompasses variations on these concepts, including: build, own, operate (BOO) and build, own, operate, transfer (BOOT). The advantages of this concept are the breadth of development management and ownership scenarios it offers depending on the Council or State Government's desired involvement, and that it provides a range of avenues for the development and management of the public infrastructure components. The downsides of this concept are that, to date, Queensland has a limited track record in implementing PPPs, and that the private sector may be less inclined to invest in a project with significant government involvement.

2.6 PERFORMANCE MEASUREMENT

The final facet of the Governance Framework for the SMRAC Master Plan is Performance Measurement. This incorporates the indicators and measures that monitor and assess progress towards the master plan's vision and principles. An important consideration in developing a performance measurement approach is that the effort involved in applying the approach is in context with the overall project or program outputs.

With this in mind it is appropriate to use the Queensland Audit Office's Better Practice Guide, Output Performance Measurement and Reporting (Queensland Government, February 2006) as a basis for performance measurement of the SMRAC Master Plan. This Guide outlines three core components of an effective performance measurement approach:

- A robust output performance measurement framework
- Effective systems for collecting, validating and using output performance information
- Appropriate presentation and reporting of output performance information.

In general the detail provided in this Guide is greater than what is required for the performance measurement of the SMRAC Master Plan. It does provide a number of guidelines and recommendations that give performance measurement practitioners substantial detail should it be necessary to further develop the performance measurement approach to the SMRAC Master Plan.

Of particular relevance is its guidance on how to select relevant and appropriate performance measures. With regard to this it provides the following guidance which we believe is most relevant to the performance measurement approach for the SMRAC Master Plan. It notes that criteria to develop and review relevant or appropriate measures include:

- SMART – Specific, Measurable, Achievable, Relevant, Time-framed
- Able to avoid perverse incentives (goal displacement)
- Attributable – a success indicator
- Comparable
- Manageable
- Verifiable – auditable.

The intention is that relevant and appropriate measures will contribute to improved performance.

Also of note is the guidance provided in relation to how to name and define a performance measure:

- Classify (categorise) the performance measure – eg. Quality, quantity, timeliness, location, cost
- Outline the intended purpose of the performance measure
- Provide a rationale as to why the performance measure is effective on a cost benefit basis.

2.7 ACTION PLAN FOR GOVERNANCE

The core actions to implement the governance structure for the SMRAC Master Plan are identified in the table 2.7.

TABLE 2.7. GOVERNANCE ACTIONS

ACTIONS	RESPONSIBILITY	TIMING	FUNDING
1. Establish SMRAC Master Plan Governance Structure			
Agree Proposed SMRAC Master Plan Governance structure – Leadership and Management	MBRC Leadership including CEO, Planning Director, Strategic Planning Manager, SMRAC Project Manager	Short Term	Stakeholders time contribution
Agree SMRAC Master Plan Strategic Advisory Group (SAG) Roles and Responsibilities and Membership	MBRC Leadership including CEO, Planning Director, Strategic Planning Manager, SMRAC Project Manager	Short Term	Stakeholders time contribution
Select SAG Chairman and determine reporting arrangements, and action and project priorities	MBRC Leadership including CEO, Planning Director, Strategic Planning Manager, SMRAC Project Manager in conjunction with SMRAC Master Plan SAG	Short Term	Stakeholders time contribution
Review, modify and agree SMRAC Master Plan key performance measures	SMRAC Master Plan SAG	Short Term	Stakeholders time contribution
2. Implement Management Structure			
Determine overall MBRC Organisational Structure	Council; CEO	Short Term	Council General
Form Major Projects, Centres, and Master Plan Areas Division and sub-units including Strathpine Centre Unit	CEO; Divisional Directors	Short Term	Council General
Recruit Strathpine Unit management and team	Divisional Director	Short Term	Council General
Establish and agree priorities, reporting arrangements, and key performance measures for Strathpine Unit	Divisional Director/SAG	Short Term	Council General/ Stakeholders time contribution
Agree role and responsibilities of Place Manager	Strathpine Unit Manager/ SAG	Short Term	Stakeholders time contribution
Identify and secure funding for Place Manager Role	Strathpine Unit Manager	Short Term	Council General
Recruit and employ Place Manager	Strathpine Unit Manager/ SAG	Short Term	MBRC Budget MBRC Special Rate Stakeholder financial contributions
Establish and agree priorities, reporting arrangements, and key performance measures for Place Manager	Strathpine Unit Manager/SAG/Place Manager	Short Term	Ongoing Place Manager Funding source
3. SMRAC Master Plan Implementation			
Oversee SMRAC Master Plan Planning Scheme Amendments	Divisional Director/ Strathpine Unit Manager	Short Term	Unit Funding – Council General/Special Rate
Coordinate implementation of SMRAC Master Plan Catalyst Projects	Strathpine Unit Project Manager	Short- Medium Term	Unit Funding – Council General/Special Rate
Coordinate initiation of SMRAC Master Plan Actions (from Action Plan)	Strathpine Unit Project Manager	Short Term	Unit Funding – Council General/Special Rate

EXECUTIVE SUMMARY

The successful implementation of the Master Plan will be significantly influenced by the statutory planning mechanisms adopted to oversee the implementation process. This section considers and outlines the actions needed to translate the Master Plan into both present and future statutory planning policy frameworks.

This section of the implementation plan seeks to provide a detailed list of actions that will guide policy development needed to facilitate the outcomes envisaged by the Master Plan for Strathpine Major Regional Activity Centre. The key aspects of this section of the implementation plan include:

- An outline of elements of the Master Plan of most relevance to development of a statutory planning framework.
- An outline of options to delivery of the statutory planning framework
- A comparison of the current local statutory controls to those envisaged by the Master Plan.
- An Action Plan to guide implementation of the statutory planning framework needed to facilitate and realise the Master Plan Vision for Strathpine.

3.1 DEVELOPING A STATUTORY PLANNING FRAMEWORK – APPLYING THE MASTER PLAN

The Master Plan is a non-statutory planning instrument which serves as a guide and inspiration for reinvigoration of Strathpine. The Master Plan does this through the clear expression of the aspirations for Strathpine's future responding directly to the policies of the SEQ Regional Plan and feedback gained through stakeholder and community engagement. The Master Plan therefore provides an excellent policy basis from which a statutory planning framework can be developed to drive implementation of the aspirations put forward by the plan.

The Master Plan contains four key components that are relevant to development of a planning framework and these include:

- 1) The Regional Planning Context;
- 2) Vision and Principles;
- 3) Centre Wide Strategies; and
- 4) Precinct Intents.

An appreciation of these components is critical to the formulation of an Action Plan which will deliver the statutory planning framework needed to drive implementation. A more detailed consideration of each of these components and their relevance to the development of statutory policy is provided as follows.

03 Planning Implementation

3.1.1 Regional Planning Context

The Master Plan has been developed in response to Strathpine's designation as a Major Regional Activity Centre by the SEQ Regional Plan. It seeks to reflect the relevant regional planning policies and provide a framework for Strathpine to achieve its full potential as one of SEQ's Major Regional Activity Centres.

Relevance to Statutory Framework Conversion

The Master Plan is required to reflect policies and principles identified by the SEQ Regional Plan and has appropriately done so. By creating this alignment, the Master Plan ensures any future statutory framework is reflective of regional planning principles and policies. Key implications of the Master Plan to the regional statutory framework include:

- Ensuring any future statutory policy maintains alignment with regional planning policies and principles fulfilling Council's obligations in this regard.
- The Master Plan clearly establishes Council's policy intent for Strathpine Major Regional Activity Centre and provides a document which can be used by Council to negotiate with other levels of government in development of statutory frameworks. For example, in negotiations with the State in any review of the SEQ Regional Plan or SEQ Infrastructure Plan and Program.

3.1.2 Vision and Principles

The Master Plan establishes a vision of Strathpine in 2031 which is underpinned by 6 principles:

- A Centre of Experiences;
- An Accessible Centre;
- A Green Web;
- A Defined Centre;
- A Prosperous Centre; and
- An Inclusive Centre.

The principles describe key areas of focus that are required to implement the vision and provide the high level guidelines for development of the Master Plan.

Relevance to Statutory Framework Conversion

In the context of developing a statutory instrument, the Vision and in particular the Principles identified by the Master Plan, form a strong platform for the development of elements of a statutory framework including:

- Reflecting the Vision in Council's exiting or future planning scheme strategic framework and/or DEOs;
- Reflecting the Vision in Council's Community Plan and Corporate Plan as appropriate; and
- Reflecting the Principles potentially as 'overall outcomes' in any planning scheme local plan or zone code.

3.1.3 Centre Wide Strategies

The Centre Wide Strategies provide a relatively detailed centre wide summary of strategies to guide the development of the centre through 5 strategy layers including:

- Land Use: An Activated Centre – Identifies new and changed land use intents.
- Movement: A connected Centre – Outlines infrastructure requirements for vehicles, public transport and pedestrians and cyclists.
- The Green Web: An Environmental Framework – Identifies new public open space requirements and streetscape treatments.
- Built Form: Shaping the Centre – Identifies proposed built form including building heights, key redevelopment sites, and edge treatments. Also sets a initial streetscape intent for the Gympie Road Urban Boulevard.
- Sustainability – Promotes sustainable development through land use integration, environmental preservation, amity delivery, community benefit, climatic design and design flexibility.

Relevance to Statutory Framework Conversion

Through the Master Plan the Centre Wide Strategies act as an overall organising element which are then detailed further through more localised precincts providing an additional layer of detail.

In considering how to utilise the Centre Wide Strategies in the development of a statutory instrument, there are likely to be multiple opportunities for their use in:

- Informing the development of strategic or overall outcome statements and supporting statutory mapping;
- Identifying boundaries for likely land use zoning changes;
- Outlining elements to aid in the development of potential Performance Outcomes and Acceptable Outcomes; and
- Identification of key redevelopment sites which require targeted policy direction.



3.1.4 Precincts

The Master Plan provides a series of 'Precincts' which add further detail again to the Centre Wide Strategies. The Precincts include:

- Strathpine TOD
- Strathpine Central
- River's Edge
- Gympie Road Central
- Bray Park TOD
- Gympie Road South
- Brendale Gateway

Each precinct contains detailed precinct intent and outcome statements which provide specific policy direction in terms of land use, movement, open space, public realm and built form for that precinct.

Relevance to Statutory Implementation

The Precincts component of the Master Plan provides the greatest level of detail. The information is highly relevant to the development of a statutory instrument with multiple opportunities for their use in:

- Identifying boundaries for likely land use zoning changes or precincts;
- Providing detailed and locally relevant information to assist in the development of Potential Performance Outcomes and Acceptable Outcomes; and
- Identification of key redevelopment sites, and built form outcomes which require targeted policy.

3.2 STATUTORY FRAMEWORK – DEVELOPMENT OPTIONS

The preparation of the Strathpine Master Plan has occurred at a time after significant legislative change in planning in Queensland. The existing planning scheme for the (former) Pine Rivers Shire provides the current primary planning mechanism for managing growth and development. The amalgamation of Councils to create the Moreton Bay Regional Council will necessitate the preparation of a new planning scheme for the Regional Council. This process has not yet commenced and its programming for delivery is undetermined at the time of preparing this implementation plan.

Further change includes the enactment of the Sustainable Planning Act 2009 (SPA) in December 2009 which amongst other changes introduced a template for standard statutory planning provisions through the Queensland Planning Provisions.

In the context of this legislative change, an exploration of a range of potential statutory mechanisms for enacting the Strathpine Master Plan has been undertaken (Table 3.2). This overarching review is not intended to provide an exhaustive analysis of the prevailing or pending legislative framework, however is intended to capture the key matters of relevance to implementing the Strathpine Master Plan outcomes in timely fashion.



TABLE 3.2 STATUTORY MECHANISMS OPTIONS ANALYSIS

MECHANISM	BACKGROUND AND ENABLING PROVISIONS	COMMENTARY	RECOMMENDATIONS
MASTER PLANNED AREA (MPA)	<p>Chapter 4 Part 1 of SPA outlines relevant considerations in respect to Declared Master Planned Areas.</p> <p>Areas may be declared by the Minister, or included within a Regional Plan.</p> <p>All Structure Plans and Master Plans commenced under the SPA are required to comply with Statutory Guideline 03/09 Declared Master Planned Area Structure Plans. Notably compliance with the Standard Planning Provisions is not required under Section 777 of SPA.</p>	<p>The uptake of areas utilising the MPA process to date has been limited, a review of the procedural elements of the process and the experience noted in the Mt Peter MPA in Cairns, it is noted that final implementation is potentially very lengthy process – up to 6-7 years.</p> <p>Notification of an MPA requires the identification of a 'Coordinating Agency and 'Participating Agencies' for the Process, and target dates for the achievement of activities and actions.</p> <p>Declaration of a MPA requires a Structure Plan to be prepared by the Local Authority which sets out the broad environmental, infrastructure; and development intents to guide planning in the area. The Structure Plan may identify 'Master Planned Units' which will be subject to Master Planning (within the bounds of overarching guidance offered by the Structure Plan).</p> <p>Consent of all landowners within the MPUs is required for plan preparation. This may in many cases require agreement of a multitude of parties.</p> <p>The recovery of costs for preparation of the Structure Plan may be undertaken by the Local Authority.</p>	<p>It is considered that the MPA process in its current form is best suited to large scale Greenfield sites or areas. Even in these cases the State Government has recently provided the ULDA with a greater role in delivery of such areas rather than the MPA process.</p> <p>The complexity of the process, potential for significant time frames and delays through key stages, and potentially the need for concurrence of multiple landowners would not serve to afford early implementation of the Master Plan outcomes.</p>
URBAN LAND DEVELOPMENT AUTHORITY (ULDA) – URBAN DEVELOPMENT AREAS (UDA'S)	<p>The Urban Land Development Authority Act 2007</p> <p>(a) provides for particular parts of the State to be declared as areas called urban development areas; and</p> <p>(b) establishes the Urban Land Development Authority to plan, carry out, promote or coordinate and control, the development of land in those areas.</p>	<p>UDA areas to date have focussed on locations of high and immediate growth potential focusing on Transit Oriented Development and more recently large master planned greenfield opportunities.</p> <p>The willingness of the ULDA to undertake the process in Strathpine has the potential to involve a lengthy process of engagement and advocacy.</p> <p>Control of development in these areas is in accordance with the Master Plan prepared for the area and administered by the ULDA, giving potential for a loss of control over development outcomes by Council.</p>	<p>The process undertaken in the planning and delivery of UDA's can be seen to be successful. The planning process (including State Agency input) is undertaken 'up-front', and development application processes are streamlined.</p> <p>Some concern arises around the perception of a 'loss of control' over the development approval process by Council, and the apportionment of infrastructure charges.</p> <p>The potential for this approach to apply to the two TOD opportunities presented by Strathpine warrants further engagement with the ULDA.</p>
TEMPORARY LOCAL PLANNING INSTRUMENT	<p>Section 101 of SPA provides for the implementation of a Temporary Local Planning Instrument (TLPI).</p>	<p>A Temporary Local Planning Instrument can only be made providing the Minister is satisfied:</p> <p>There is significant risk of environmental harm (as defined under the Environmental Protection Act 1994), or serious adverse cultural, economic or social condition occurring in the planning scheme area; and</p> <p>The delay involved in using the process to amend the planning scheme would increase the risk</p> <p>A TLPI suspends or otherwise affects the operation of the whole or part of a planning scheme for a limited time (12 months or less).</p> <p>A TLPI does not form part of a planning scheme or an amendment to a planning scheme.</p>	<p>Of key importance is the need for Ministerial support, under quite specific circumstances, and the need to clearly demonstrate significant environmental, cultural, economic or social harm implications if the instrument was not enacted.</p> <p>While enactment of a TLPI is subject to a shortened timeframe, preparation of a planning mechanism (such as a planning scheme amendment) would be required subsequently.</p> <p>It is noted that under the SPA, adoption of a TLPI is further required to ensure that State interests would not be adversely affected, which would entail securing agreement from a multitude of agencies.</p> <p>The use of a Temporary Local Planning Instrument provides little values to the development of a statutory implementation document for Strathpine.</p>



TABLE 3.2 STATUTORY MECHANISMS OPTIONS ANALYSIS

MECHANISM	BACKGROUND AND ENABLING PROVISIONS	COMMENTARY	RECOMMENDATIONS
<p>PLANNING SCHEME AMENDMENT</p>	<p>Under the Transitional Provisions of SPA Section 779 a local government with an IPA scheme which has not started a planning scheme amendment process under IPA before the SPA took effect must follow the process outline by SPA for making or amending a planning scheme.</p>	<p>A planning scheme amendment to the existing planning scheme would be required to be undertaken under the provisions of SPA.</p> <p>This process is similar to that under IPA, with the exception of a need to comply with Statutory Guideline 02/09. Compliance with the Queensland Planning Provisions is not however required.</p>	<p>The preparation of a major planning scheme amendment for an IPA scheme would in the first instance require engagement with the State to determine the suitability of this approach.</p> <p>Preparation of the planning scheme amendment if supported is likely to take at least 12 months, potentially longer under this process. In which time, work on a new planning scheme for Moreton Region is likely to commence.</p> <p>Amending the current planning scheme would require translating the Master Plan outcomes into the framework of the current planning scheme.</p> <p>This results in a built in obsolescence and the need to then re-draft all provisions into a SPA Queensland Planning Provision compliant framework when preparation of the new planning scheme commences.</p> <p>A planning scheme amendment to the current planning scheme is not considered an optimal approach given the repetition of drafting and time lag overlaps.</p>
<p>IMPLEMENTATION VIA NEW PLANNING SCHEME PREPARATION</p>	<p>Section 117 of SPA identifies the process for making or amending a planning instrument, having reference to Statutory Guideline 02/09 – Making or amending local planning instruments. Key stages of the amendment process are identified:</p> <ul style="list-style-type: none"> Proposal to make a planning scheme or major amendment. Submission of amendment for First State Interest review. Public Notification Second State Interest review (optional) Ministerial approval and Council adoption 	<p>The range of strategic planning exercises currently being undertaken by Moreton Regional Council, including the Strathpine Master Plan but also Caboolture-Morayfield and Narangba East planning exercises. These documents which when considered holistically, will require significant amendments to be undertaken to existing planning schemes to facilitate the outcomes envisaged by each master plan.</p> <p>As an alternative to undertaking these individual processes, there would be greater efficiencies in prioritising the drafting of a new SPA compliant scheme for the Moreton Region. This in turn would allow for the 'roll in' of the findings of each of the above and any other relevant strategic planning documents.</p>	<p>Under the SPA and the QPPs, the clearest path to implementation of the Master Plan outcomes would be via the use of a 'Major Centre Zone' encompassing the Strathpine Master Plan study area.</p> <p>A clear advantage of this approach is the capacity to build the provisions directly into the new planning scheme.</p> <p>Recognition of the individual precincts identified in the Master Plan would be required via a further series of specific precinct codes under the overarching zone code.</p> <p>Full realisation of the statutory weight of this approach then depends on the final adoption of the new planning scheme.</p> <p>This option is considered viable and would require prioritisation of Councils Planning Scheme development for the Moreton Region.</p>



TABLE 3.2 STATUTORY MECHANISMS OPTIONS ANALYSIS

MECHANISM	BACKGROUND AND ENABLING PROVISIONS	COMMENTARY	RECOMMENDATIONS
LOCAL AREA PLAN	Local Government Planning Schemes have the opportunity to develop 'Local Area Plans' for specific areas within the Planning Scheme area, as part of the plan making guidelines outlined by the QPPs.	Under IPA and SPA a Local Area Plan makes use of the existing plan preparation process. The QPPs identify the potential for development of a Local Plan and attendant Code(s) under a zone.	<p>A Local Plan and Local Plan Code would be used as either:</p> <p>An interim means to implement the Master Plan in advance of the adoption of the SPA Planning Scheme;</p> <p>OR</p> <p>As an alternative to individual precinct codes for the precincts of the Principal Centre Zone.</p> <p>Early preparation of a Local Plan affords the opportunity to fully capture the momentum and knowledge resource developed through Master Plan preparation.</p> <p>Preparation at an early stage of the Local Plan would by necessity capture many higher order strategic elements that would ultimately sit in different areas of the planning scheme.</p> <p>The opportunity exists to prepare the Local Plan in compliance with the QPPs, as a 'framework' which could be readily dismantled and adapted into the scheme. This allows the full suite of planning provisions for the City Centre to be front loaded in the plan making process.</p> <p>This option is considered viable.</p>
STATE PLANNING REGULATORY PROVISION	Chapter 2 Part 2 of the SPA outlines the provisions for the making and content of State Planning Regulatory Provisions (SPRPs).	Under SPA, a SPRP is an instrument made to advance the purpose of the act by providing regulatory support for the regional plan and projecting planning schemes from adverse impacts. A SPRP is a statutory instrument and has force of law overriding any local planning policy. The Minister for Planning may make a SPRP if the Minister is satisfied the provision is needed to implement the regional plan or prevent compromise of the implementation of a proposed regional plan. A SPRP may change the level of assessment for development, include a new code for assessment or otherwise regulate development.	<p>One of the key challenges faced by development of a statutory framework is the time lag between completion of the Master Plan and the statutory instrument taking effect. This process can often take in excess of 2 years in which time, development may occur which may compromise key outcomes sought by the Master Plan.</p> <p>The SPRP provides a potential avenue for the development of temporary or interim measures that 'protect' the centre from development which may significantly compromise key elements of the master plan.</p> <p>The precedent of the SPRP being used in this manner is not common, however the State and Brisbane City Council have recently proposed to utilise this approach to implement the proposed local plan to delivery the Yeerongpilly TOD. This option therefore has merit which should be explored further with the Department of Infrastructure and Planning.</p>

3.3 SUMMARY

Of the six options reviewed above it is considered that the two clear options for holistic implementation fall to either inclusion with the new planning scheme preparation, or the preparation at an early stage of a Local Plan for the Centre.

3.3.1 New Planning Scheme Preparation

Advantages:

- Clarity afforded by co-development with the new planning scheme
- No loss of time and resources to amendment of existing planning scheme
- Affords the opportunity to implement multiple master plans or policy changes across the new regional Council.

Disadvantages:

- Potentially an excessively complicated hierarchy of codes, and potential for timing delays.

3.3.2 Preparation of a Local Code

Advantages:

- Early knowledge capture, building on existing momentum and the availability of key staff involved in the Master Plan
- Opportunity for rapid development
- Front loading of planning provisions for the Centre and early clarity of planning provisions
- Less complicated final suite of provisions within the planning scheme

Disadvantages:

- Reliant on the completion of the balance of the new planning scheme.

3.4 STATUTORY FRAMEWORK RECOMMENDATION

In the context of the statutory options considered, it is recommended Council prioritise the preparation of its new planning scheme to enable the implementation of the Strathpine Master Plan. As a pre-emptive measure Council should prepare a draft local plan for the centre in line with the QPP which can later be rolled into the preparation of the new planning scheme. The draft local plan would provide a useful 'test case' to inform the development of other local plans and could provide a draft planning framework which could be considered informally in the assessment of development applications.

The delay in the new planning scheme having statutory weight (after it is publicly notified) does however provide a challenge in the interim in ensuring development which occurs in Strathpine does not compromise the delivery of the Master Plan. Interim controls therefore, should be investigated as a priority to ensure sites key to the Master Plan vision are not compromised whilst the new scheme is prepared. In this regard, development of a SPRP to protect key aspects of the Master Plan from compromise should be explored.

3.5 INTERIM CONTROLS – KEY INSIGHTS

Opportunities to implement even temporary statutory controls are limited as identified by Table 1. There would be merit however in holding further discussions with the Department of Infrastructure and Planning (DLGP) to identify additional or new avenues to implement a temporary statutory control (through a process such as a State Planning Regulatory Provision for example) to ensure the ability for Strathpine to develop in accordance with the Master Plan is not compromised in the interim.

To inform negotiations with DLGP or other agencies, Table 3.5 provides a summary of key aspects of the Master Plan which may be at greatest risk of compromise. Specifically, these are areas of greatest policy divergence from the existing statutory framework, key redevelopment sites or land for infrastructure such as new roads or open space.




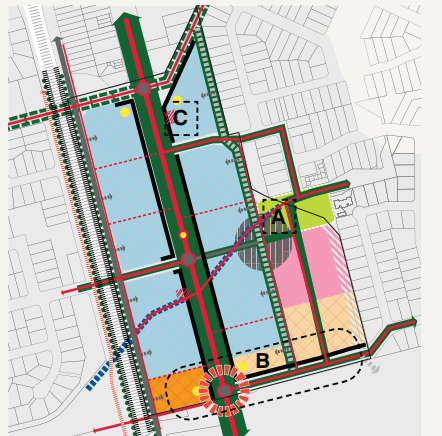
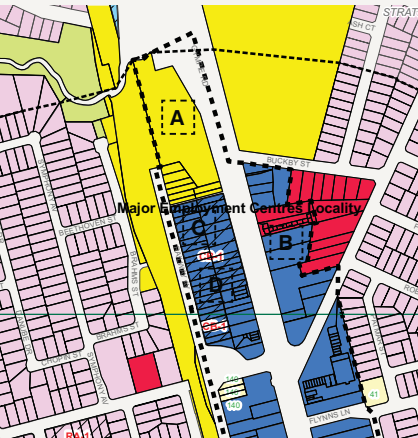
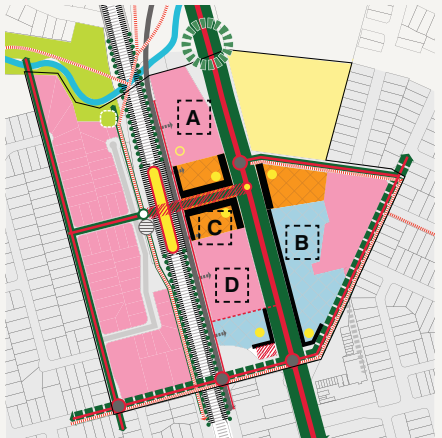
TABLE 3.5 KEY ASPECTS OF THE MASTER PLAN AT GREATEST RISK OF COMPROMISE

MASTER PLAN PRECINCT	PINE RIVERS PLANNING SCHEME ¹	STRATHPINE MASTER PLAN	KEY OPPORTUNITIES FOR INTERIM CONTROLS
STRATHPINE TOD			<ul style="list-style-type: none"> A Protection of land currently zoned Commercial (current possible uses include car sales yards, showroom, service station) for intensified residential use. B Consolidating and focusing open space whilst creating a commercial land use opportunity. C Protection of land currently zoned Central Business (current possible uses include supermarket, showrooms, office) for development of an intense mixed use heart (including cross block links) D Transitioning of uses on land currently zoned General Industry to the future intended commercial use.
STRATHPINE CENTRAL			<ul style="list-style-type: none"> A Protection of land currently zoned Central Business (current possible uses include supermarket, showrooms, office) for development of an intense mixed use environment. B The creation of 3 new urban plazas is not foreseen by the current planning scheme. C Transitioning of uses on land currently zoned Residential to the future intended mixed use. D Capturing an opportunity for additional open space not presently identified by the planning scheme.

Refer to page 28 for Pine Rivers Planning Scheme legend

Refer to page 29 for precinct plan legend

TABLE 3.5 KEY ASPECTS OF THE MASTER PLAN AT GREATEST RISK OF COMPROMISE

MASTER PLAN PRECINCT	PINE RIVERS PLANNING SCHEME ¹	STRATHPINE MASTER PLAN	KEY OPPORTUNITIES FOR INTERIM CONTROLS
GYMPIE ROAD CENTRAL			<ul style="list-style-type: none"> A Protecting the opportunity to create a new and expanded neighbourhood park. B Promoting a mixed use environment along a corridor currently zoned strictly for commercial business uses. C Promoting the creation of a new urban plaza where the planning scheme has no current requirements for such.
BRAY PARK TOD			<ul style="list-style-type: none"> A Promoting residential development to support the Bray Park TOD on land current Zoned Special Purpose. B Providing for commercial development to occur on land currently zoned Residential B. C Creating a TOD Plaza and securing this corridor. D Promoting residential uses on land currently zoned Central Business.

Refer to page 28 for Pine Rivers Planning Scheme legend

Refer to page 29 for precinct plan legend



TABLE 3.5 KEY ASPECTS OF THE MASTER PLAN AT GREATEST RISK OF COMPROMISE

MASTER PLAN PRECINCT	PINE RIVERS PLANNING SCHEME ¹	STRATHPINE MASTER PLAN	KEY OPPORTUNITIES FOR INTERIM CONTROLS
RIVERS EDGE			<ul style="list-style-type: none"> A Facilitating high density residential development on land currently zoned Central Business whilst ensuring key design treatments include the esplanade road are provided. B Delivering the open space network and ensuring appropriate separation is provided to the existing creek. C Creating a new road network which supports the intended intensification of development.

Refer to page 28 for Pine Rivers Planning Scheme legend

Refer to page 29 for precinct plan legend

TABLE 3.5 KEY ASPECTS OF THE MASTER PLAN AT GREATEST RISK OF COMPROMISE

MASTER PLAN PRECINCT	PINE RIVERS PLANNING SCHEME ¹	STRATHPINE MASTER PLAN	KEY OPPORTUNITIES FOR INTERIM CONTROLS
GYMPIE ROAD SOUTH			<ul style="list-style-type: none"> A Facilitating delivery of a new area of open space on land currently zoned for commercial development. B Protecting land for future expansion of the existing rail corridor. C Protecting land currently zoned for commercial development for use as a potential strategic diversion traffic route.
BRENDALE GATEWAY			<ul style="list-style-type: none"> A Facilitating delivery of the potential strategic traffic diversion. B Promoting a transition of use from a Mixed Business and Industry Area into the General Industry area rather than the blanket General Industry and Special Facilities zoning which currently apply. C Promoting opportunities for showroom development as opposed to General Industry land uses.

(Footnotes)

Refer to page 29 for precinct plan legend

LEGEND FOR PINE RIVERS PLANNING SCHEME

	Parcel Boundaries		Precinct Boundary		Community Use Component
	Plan Boundary		Gympie Road Boulevard		Open Space
	Localities Boundary		Green Avenue		Potential Road Closure
	Precincts		Brendale Parkway		Urban Centre Public Realm
	Sub Precincts		Landscape Treatment		Secondary Urban Centre Public Realm
	Designations		Urban Plaza (general location)		Strathpine Threshold
	Residential A		Primary Pedestrian Movement		Centre Arrival Node
	Residential B		Indicative Pedestrian Connection / Permeability through Development		Rail Station
	Special Residential		Cycleway		Expansion of Rail Corridor
	Park Residential		Active Frontage (Primary): Greatest level of activity		Bus Stop
	Rural Residential		Active Frontage (Secondary): Moderate level of activity		Intersection Upgrade
	Central Business		Mixed Use Heart		Visually Important Sites
	Commercial		Medium Intensity Mixed Use		Eastern Collector Road
	Local Business		Medium Intensity Mixed Use (Residential Focus)		Strengthened Road (High Frequency Bus Route)
	Neighbourhood Facilities		Commercial Mixed Use		Strategic Diversion Route
	Urban Village		Showroom / Manufacturing		Investigation Area: Potential Strategic Diversion Route
	Village Centre		Residential Intensification		New Local Road Access
	Home Industry		Mixed Industry and Business Area (MIBA)		Vehicular Level Rail Crossing (investigation of realignment)
	Service Industry		Showroom / Manufacturing		Zone for Consolidated Car Park
	General Industry		Industry Support		Height Guidance
	Extractive Industry		Industry Intensification		Section Line
	Future Urban		Community Use		Greening of the Railway
	Rural				
	Conservation				
	Park & Open Space				
	Sports & Recreation				
	Special Facilities				
	Special Purposes				

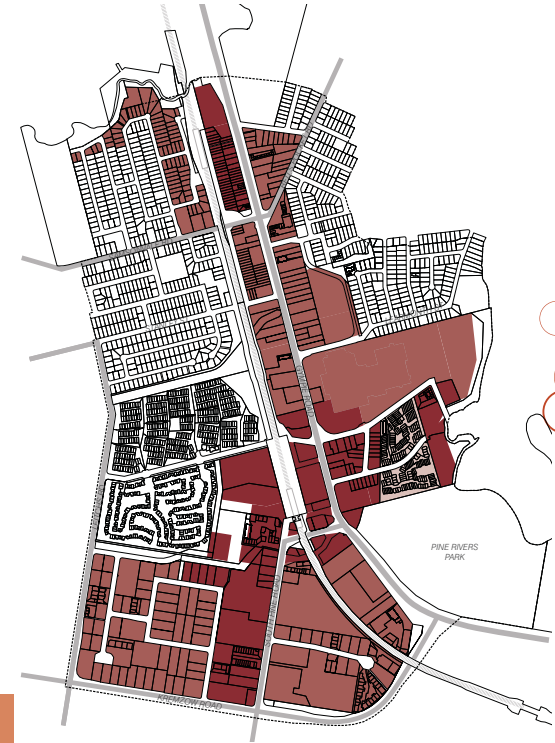
LEGEND FOR SMRAC MASTER PLAN PRECINCT PLANS

3.5.1 Sequencing

The process of fully realising the vision enshrined in the Strathpine MRAC Master Plan is in essence an incremental opportunity. At its heart the Master Plan seeks to build upon the not insignificant offer, and robust fundamentals that are currently present in the Master Plan area. It is evident that a non-sequential and fragmented approach to investment focus runs the risk of diluting the full potential for impact of significant development opportunities, through capacity and demand lag. The Strathpine MRAC Master Plan has established a significant capacity for development over the relatively extensive area encompassed by the plan, and accordingly identified a clear sequence of priority areas for targeted major growth opportunities. Figure 3.5.1 therefore presents a "Staging Plan" for development in the Strathpine MBRC which:

- Re affirms the Strathpine Gateway and Westfield interface, Brendale MIBA area and the Bray Park TOD area as the priority areas for development, maximising up lift opportunities in conjunction with existing development and public transport services;
- Establishes mid-term opportunity areas which will incrementally underpin the success and vitality of the priority development areas; and
- Longer term development opportunities, which while having the capacity to realise new development opportunity should emerge gradually.

FIGURE 3.5.1 STAGING PLAN



- Priority areas for primary development focus (next 5 years)
- Mid-term development opportunity (5 - 15 years)
- Longer term (15 years +)

3.6 PLANNING IMPLEMENTATION SUMMARY

The extent of Key Opportunities for interim controls has been limited to a selection of the most evident and significant changes proposed by the Master Plan from the current Planning Scheme. Table 2 provides an important summary key changes to assist in the exploration of interim control approaches with DLGP but it also serves to illustrate the significant extent of change proposed and the urgency of the need to commence the preparation of the new planning scheme for the Moreton Region.

3.7 ACTION PLAN TO DELIVER A STATUTORY FRAMEWORK

Based on the preceding analysis and discussion, the following action plan considers in further detail the actions necessary to implement the Master Plan into a statutory framework.

TABLE 3.6. ACTION PLAN TO DELIVER A STATUTORY FRAMEWORK

PROJECT / KEY ACTION	ACTIONS	RESPONSIBILITY	COMMENCEMENT	DURATION	FUNDING
Interim Protection					
Planning Scheme vs Master Plan Review	Undertake a detailed review of the Master Plan policy against the existing planning scheme to identify priorities for 'interim' protection.	MBRC	Short	Short	MBRC Budget
Develop and Implement Interim Protection Policy	Engage with DLGP to identify and implement possible interim/temporary controls which protect land within the Master Plan from development which may compromise the implementation of the master plan.	MBRC/DLGP	Short	Short	MBRC Budget
Prepare New Planning Scheme					
Strategic Projects Review	Identify existing and planned projects (such as the Strathpine Master Plan) that will require planning scheme amendments to facilitate outcomes in the coming 12 months to illustrate the extent of policy change needed.	MBRC	Short	Short	MBRC Budget
Business Case Development	Develop a business case to priorities drafting of the new planning scheme for Moreton Regional Council.	MBRC	Short	Short	MBRC Budget
Planning Scheme Drafting	Commence Drafting of the new planning scheme by June 2011.	MBRC	Short	Short	MBRC Budget
<i>Strategic Framework</i>	Capture and reflect the Master Plan Vision through Specific Outcomes and Land Use Strategies. Reflect as appropriate the six principles of the Master Plan including A Centre of Experiences, An Accessible Centre, A Green Web, A Defined Centre, A Prosperous Centre and An Inclusive Centre.	MBRC	Short	Short	MBRC Budget
<i>Tables of Assessment</i>	Draft the Table of Assessment for the Major Centre Zone incorporating the land use intents enshrined in the Precincts of the Master Plan. The Tables of Assessment should as appropriate reflect desired land uses, provide incentives, and reflect built form.	MBRC	Short	Medium	MBRC Budget
<i>Zones</i>	Draft the Planning Scheme to appropriately reflect the Master Plan through the Major Centre Zone.	MBRC	Short	Medium	MBRC Budget
Interim Protection					
Planning Scheme vs Master Plan Review	Undertake a detailed review of the Master Plan policy against the existing planning scheme to identify priorities for 'interim' protection.	MBRC	Short	Short	MBRC Budget
Develop and Implement Interim Protection Policy	Engage with DLGP to identify and implement possible interim/temporary controls which protect land within the Master Plan from development which may compromise the implementation of the master plan.	MBRC/DLGP	Short	Short	MBRC Budget

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Business Case Development	Develop a business case to priorities drafting of the new planning scheme for Moreton Regional Council.	MBRC	Short	Short	MBRC Budget
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<i>Tables of Assessment</i>	Draft the Table of Assessment for the Major Centre Zone incorporating the land use intents enshrined in the Precincts of the Master Plan. The Tables of Assessment should as appropriate reflect desired land uses, provide incentives, and reflect built form.	MBRC	Short	Medium	MBRC Budget
<i>Zones</i>	Draft the Planning Scheme to appropriately reflect the Master Plan through the Major Centre Zone.	MBRC	Short	Medium	MBRC Budget
<i>Local Plans</i>	Draft the local area plan to reflect the Precincts identified by the Master Plan. Draft additional Overall outcomes reinforcing the Precinct Strategies of the Master Plan	MBRC	Short	Medium	MBRC Budget
<i>Overlays</i>	Reflect as needed any components of the Master Plan (including open space, road connections, public space) through appropriate Overlay codes and mapping.	MBRC	Short	Medium	MBRC Budget
<i>Other Codes</i>	Draft specific Codes to support the Local Plan relevant to guiding the development of the new forms of development envisaged by the Master Plan. For example, a specific high density or multi storey mixed use code may be useful.	MBRC	Short	Medium	MBRC Budget
<i>Definitions</i>	Identify and develop a suite of new land use and administrative definitions needed to support the outcomes envisaged by the Master Plan.	MBRC	Short	Medium	MBRC Budget
<i>Mapping</i>	Reflect as needed any components of the Master Plan (including open space, road connections, public space) through appropriate mapping.	MBRC	Short	Medium	MBRC Budget
Prepare Draft Local Area Plan					
<i>Interim Draft Local Plan</i>	Test the conversion of the Master Plan to a statutory instrument through a preemptive draft Local Plan which meets QPP guidelines. The test case can be used to inform decisions made with respect to planning scheme drafting and interim planning controls.	MBRC	Short	Medium	MBRC Budget
Priority Infrastructure Plan					
<i>Develop a Priority Infrastructure Plan</i>	Enshrine the infrastructure requirements needed to facilitate the Master Plan vision within Councils Priority Infrastructure Plan as appropriate.	MBRC	Short	Medium	MBRC Budget