

SEQ Regional Plan review

Planning for growth to 2041 Summary Report

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Acknowledgements

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1 Introduction

1.1 Overview

The State government has commenced a review of the *South East Queensland (SEQ) Regional Plan* with public consultation expected to occur in 2015.

It is understood that the new Regional Plan is being prepared in accordance with the *Queensland Plan* and the State government's planning reform agenda which seek to support the four pillars of the Queensland economy – tourism, agriculture, resources and construction.

As part of the review, the State government has identified a new planning horizon to 2041 and is giving consideration to strategic directions about the nature and location of future urban growth in SEQ, including the SEQ Urban footprint and Rural living areas.

The State government's preliminary projections indicate that there could be a need for an additional 20,000 greenfield and 20,000 to 25,000 infill dwellings on the Sunshine Coast to cater for growth between 2031 and 2041.

To inform ongoing discussions with the State government, council has undertaken a range of investigations on the following:

1. Moreton Bay to Sunshine Coast Regional Inter-urban Break (Inter-urban Break);
2. *SEQ Regional Plan* Identified Growth Areas (IGAs) at Caloundra South-Halls Creek (Halls Creek) and the Beerwah to Caloundra South Corridor (Beerwah East);
3. Local Investigation Areas identified primarily through submissions to the draft planning scheme; and
4. *Sunshine Coast Planning Scheme 2014* Strategic Framework Further Investigation Areas.



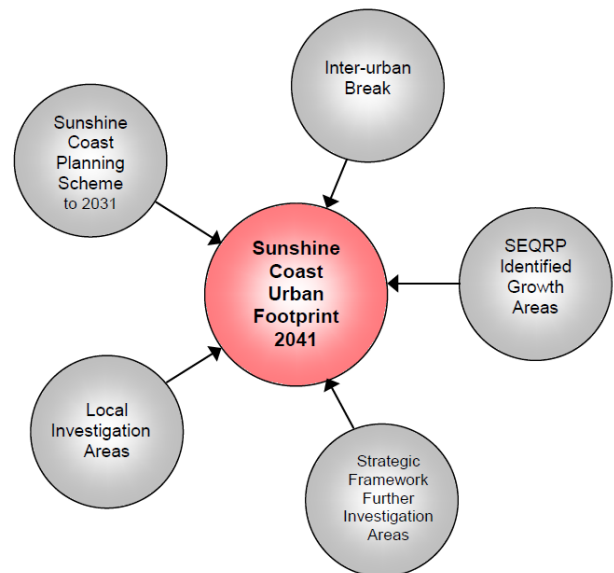
Moreton Bay to Sunshine Coast Regional Inter-urban Break

This Summary Report outlines the findings of these investigations including:-

- An outline of the current State and local planning framework;
- a summary of the findings of each investigation;
- overall conclusions on these matters; and
- recommendations on these matters to inform the *SEQ Regional Plan* review.

The outcomes of this process have informed councils policy position on planning for growth on the Sunshine Coast to 2041 which form the basis for a preliminary submission to the *SEQ Regional Plan* review (refer to **Figure 1: Planning for growth to 2041** below).

Figure 1: Planning for growth to 2041



1.2 Related documents

This Summary Report is informed by a range of project reports and technical papers on:

- water quality and infrastructure issues relating to development in the Inter-urban Break;
- recreation, tourism and landscape values within the Inter-urban Break;
- economic values of the Inter-urban Break;
- transport issues relating to potential development of Halls Creek and Beerwah East;
- centres and industry considerations relating to the potential development of Halls Creek and Beerwah East;
- housing affordability and market demands; and
- the potential impact of development on the forestry leases.

2 Planning Framework

2.1 State

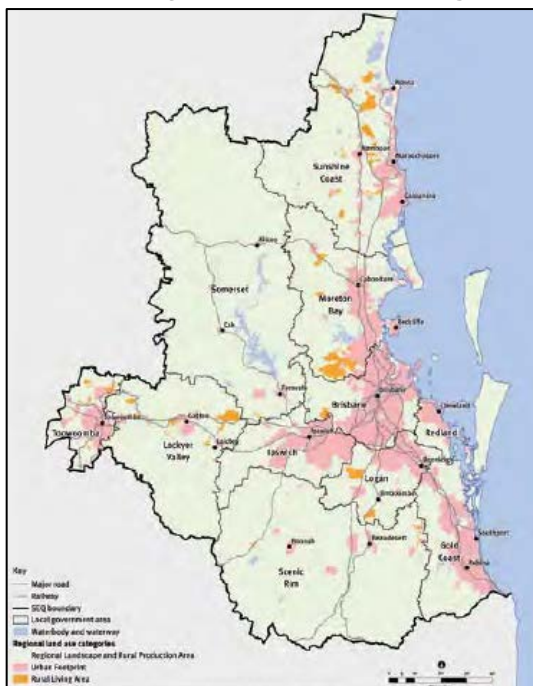
The State government is currently undertaking a comprehensive planning reform program including the release of the *Queensland Plan*, new legislation, a single State Planning Policy and regional plan reviews.

On 31 July 2014, the State government released the *Queensland Plan*, which is a comprehensive 30 year plan for Queensland. The *Queensland Plan* nominates nine foundation areas - Education, Community, Regions, Economy, Health and wellbeing, Environment, People, Infrastructure and Governance.

On 1 August 2014, the State government released the draft *Planning and Development Bill* for public consultation. This Bill proposes new planning legislation for Queensland which aims to “strip away unnecessary state intervention to give back to local governments the autonomy and flexibility to plan for their communities and create a stable base for the industry to conduct business”.

The *SEQ Regional Plan 2009-2031* is a statutory document that manages growth, land use and development within SEQ. Map 2 in the Regional Plan identifies the Urban footprint to meet the region’s projected urban development needs to 2031. It also identifies Rural living areas for existing rural residential development (refer to **Figure 2: SEQ Regional Plan land use categories** below).

Figure 2: SEQ Regional Plan land use categories



The *SEQ Regional Plan* contains a sub-regional narrative for the Sunshine Coast which intends that development on the Sunshine Coast will “create sustainable, balanced and affordable communities”.

The sub-regional narrative identifies the following IGAs on the Sunshine Coast and outlines criteria for their assessment:

- The Beerwah IGA (employment); and
- Caloundra South-Halls Creek (Halls Creek) or the Beerwah-Caloundra South Corridor (Beerwah East) IGA.

The State government is currently reviewing the *SEQ Regional Plan* and has nominated an extended planning horizon to 2041. As part of this review, the State is giving further consideration to the future designation of the Halls Creek and Beerwah IGAs. The Deputy Premier has requested that Ministers McArdle and Powell undertake consultation in respect of the IGAs and has also requested that council state its position and evidence in support of that position.

As part of the review, the State government has released indicative population estimates as follows:

Table 1: Population estimates 2041

Location	Population 2011	Projected population 2041	% growth 2011-2041
Moreton Bay	390,051	663,135	70%
Sunshine Coast (Note 1)	267,000	515,000	93%
SEQ	3,139,000	5,522,000	76%

Note 1: Sunshine Coast Council area

Based on these estimates, preliminary State government projections indicate that there could be a need for the following additional dwellings:

Table 2: Dwelling estimates 2041

LGA Projected greenfield	Projected greenfield dwellings 201 – 2041 (Note 2)	Estimated existing greenfield capacity	Indicative greenfield deficit 2031 - 2041
Moreton Bay	46,358	38,617	-7,741
Sunshine Coast (Note 1)	52,231	31,526	-20,705
SEQ Total	415,641	414,035	-1,606

Note 1: Sunshine Coast Council Area. Note 2: Adjusted to 40% of demand

Previous consultation with the Sunshine Coast community has indicated that meeting dwelling targets is less important than achieving well planned growth. Council is currently giving further consideration to growth projections for the Sunshine Coast to inform future discussions with the State government on dwelling projections.

2.2 Local

The *Sunshine Coast Planning Scheme 2014* commenced on 21 May 2014. Part 3 Strategic framework outlines the intent for future urban development on the Sunshine Coast. Map 1: Land Use Elements identifies the intended Urban and Rural residential areas (see **Figure 3: Map 1 Land Use Elements** below).

The Strategic framework seeks to locate growth primarily in and around Maroochydore City Centre and the major activity centres at Kawana, Sippy Downs, Nambour, Caloundra, Caloundra South (proposed) and Beerwah. New growth areas at Palmview and Caloundra South will provide growth opportunities to 2031 and beyond.

As part of the preparation of the planning scheme, a population assessment was undertaken which considered the realistic development yield for land across the Sunshine Coast. This assessment determined that there is sufficient land allocated within the growth management boundaries to accommodate the *SEQ Regional Plan's* dwelling target of 98,000 dwellings to cater for growth to 2031.

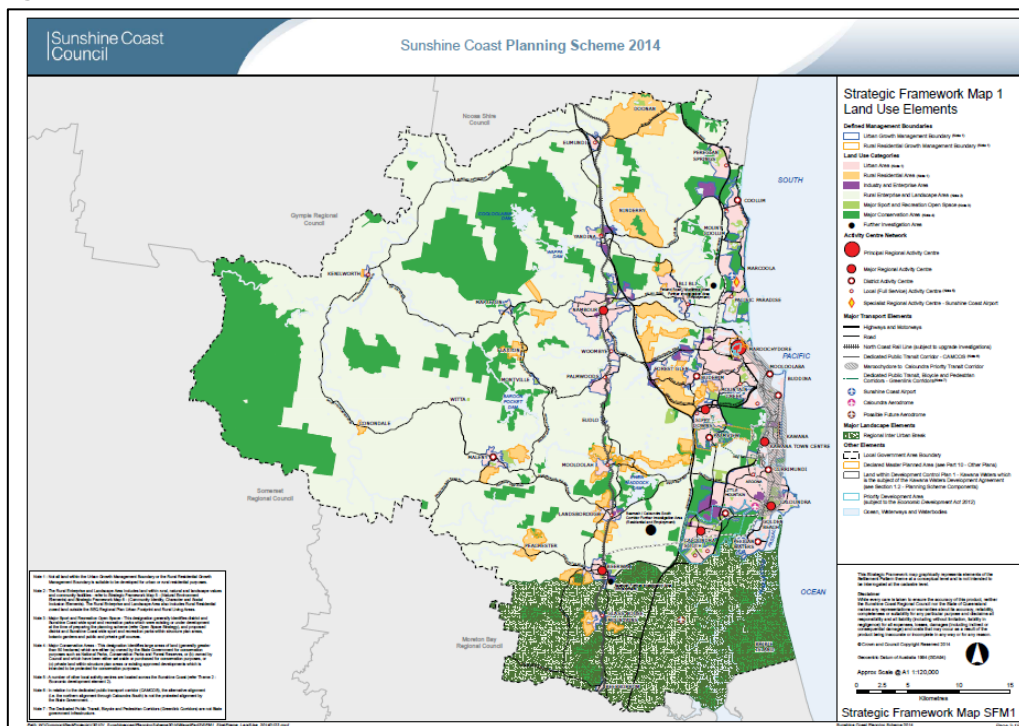
The Strategic framework also identifies Further Investigation Areas for consideration for long term growth including:

- the Beerwah Further Investigation Area (potential for employment activities);
- the Beerwah/Caloundra South Further Investigation Area (potential for residential activities and employment activities);
- the Finland Road/Mudjimba West Further Investigation Area (potential for employment activities related to the Sunshine Coast Airport and community activities); and
- the Maroochydore to Caloundra Priority Transit Corridor (potential for urban consolidation).

The Strategic framework states that council will undertake an assessment of each Further Investigation Area to determine whether the area contains land suitable for urban development and the preferred form and timing of any urban development that may occur in these areas.

To inform council's consideration of future growth options, a review was undertaken of all Rural zoned land within the Urban footprint in the *Sunshine Coast Planning Scheme 2014*. This review determined that the majority of Rural zoned land is constrained and there are limited opportunities for conversion of this land to a residential zone. Some minor amendments may be considered, however these amendments will not result in significant growth opportunities.

Figure 3: Map 1 Land Use Elements



3 Inter-urban Break

3.1 Overview

The Inter-urban Break is a non-urban space located between the northern part of the Moreton Bay region and the southern part of the Sunshine Coast region. This area is recognised as an important Inter-urban Break in the current and previous SEQ Regional Plans.

As part of the Regional Plan review, the State government is considering two potential growth areas within the Inter-urban Break at Elimbah and Halls Creek, suggesting that the future protection of the Inter-urban Break is contestable.

In response, Moreton Bay Regional Council and Sunshine Coast Council have undertaken a joint study on the values of the Inter-urban Break and the potential impacts of development in this area to confirm the importance of protecting this space in perpetuity.

3.2 Description

The Inter-urban Break is a 613km² non-urban area which is generally located between the Greater Brisbane urban area and the Sunshine Coast (refer to **Figure 4: Regional Context** below).

The Inter-urban Break is loosely aligned with the Pumicestone Passage catchment. The northern boundary of the Inter-urban Break is defined by the southern boundary of Beerwah township, Roys Road and Bells Creek Road. The eastern boundary is defined by Bribie Island and the Pumicestone Passage.

The southern boundary is defined by Bribie Island Road and the northern extent of the Caboolture urban area. The western boundary of the Inter-urban Break is generally defined by the western boundary of the Pumicestone Passage catchment.

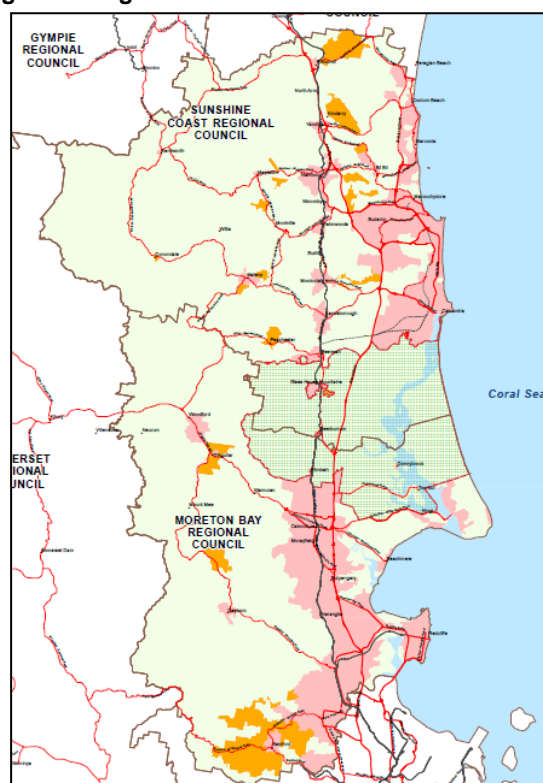
There are two significant physical features of the Inter-urban Break – the National Heritage listed Glass House Mountains and internationally recognised Ramsar protected Pumicestone Passage.

Around 52.5% of the Inter-urban Break is made up of National Parks, State Forests and Forest Reserves. In particular, approximately 36% of the area is owned by the State government and is leased for forestry purposes.

The Inter-urban Break is characterised by a range of land uses including agricultural production, forestry, rural residential, townships, tourism, community uses and extractive resources.

The Inter-urban Break is a significant element of the SEQ region with important economic, social, environmental and landscape values.

Figure 4: Regional Context



3.3 Recent Investigations

Internal research and specialist advice was sought on a number of issues relating to the Inter-urban Break. The key findings are outlined below.

Forestry

The Beerwah and Beerburrum State Forests cover approximately 30,300 hectares, of which approximately 17,100 hectares is located within the Inter-urban Break.

HQ Plantations Pty Ltd owns the plantation forests and timber on the areas covered by the license, however the land underlying these plantations and associated native forests is State forest and in State ownership. Any alternative use of land managed by HQ Plantations would require the State government to relinquish the lease arrangements in that area and compensate HQ Plantations accordingly.



Beerwah State Forest

The Queensland Agricultural Land Audit identifies that approximately 46,000 hectares of land in SEQ is used for forestry purposes. The forestry in the Inter-urban Break accounts for 37% of the SEQ forestry area under production. 97% of forestry production in the Inter-urban Break is for softwoods which accounts for 42% of softwood production in SEQ.

Logged timber from the Inter-urban Break is transported to the Caboolture sawmill which produces approximately 350,000 cubic metres per annum, with potential to double this output. The Caboolture sawmill accommodates 400 workers. The forestry industry also generates a flow on effect of 1.3 Full Time Equivalent (FTE) jobs.

Forestry within the Inter-urban Break is estimated at a value of \$1.1 billion to \$1.69 billion (SGS Economics, 2014), making it an important part of the regional rural economy.

The Queensland Agricultural Land Audit estimates that there are an additional 24,500 hectares in the Inter-urban Break which could be suitable for additional forestry activities.

Water quality

Simmonds and Bristow were commissioned to consider the environmental and engineering constraints associated with development in the Inter-urban Break.

Their study concluded that the area's location within and adjacent to key sensitive environmental areas, including the Pumicestone Passage, as well as national, state and locally important wetlands, and the high ground water level on land near the Passage causes any land use in this area to be constrained.

The potential contaminants that may impact on water quality that are associated with urban development, including nutrients, heavy metals

and sediment, is likely to have a detrimental and compounding impact on the health of the key environmental areas.

Water quality is considered to be at a critical point whereby land use planning decisions will either lead to continued worsening water quality within the Pumicestone Passage due to urbanisation, or offer opportunities to improve water quality through improved land management.

Simmonds and Bristow concluded that the preferred outcome is to retain the Inter-urban Break for non-urban purposes.

Recreation, tourism and landscape values

John Wood Consulting Services and MAK Planning and Design were commissioned to consider the recreation, tourism and landscape amenity values of the Inter-urban Break.

Their report concluded that the Inter-urban Break provides a diversity of outdoor recreation and tourism opportunities and makes an important contribution to the scenic amenity of SEQ.

As the population of SEQ grows, the Inter-urban Break will provide a range of recreation opportunities, contributing to community health and well-being.

The large spaces, remoteness from populations, and semi-natural to natural character of the Inter-urban Break may provide the setting for a range of activities including linear activities, as well as noisy or hard-to-locate sports that cannot be provided easily in other locations.

With appropriate management, protection and leadership, the Inter-urban Break has the potential to provide unique outdoor recreation and tourism opportunities that cannot be provided in other areas of SEQ.

Economic values

SGS Economics and C Change Sustainable Solutions considered the agricultural, tourism, recreation, environmental, rural living and intrinsic values of the Inter-urban Break.

As outlined in **Table 3: Economic values** below, SGS estimated that the economic value of the Inter-urban Break using market and non-market valuation techniques is between **\$5.47 billion** and **\$8.20 billion**.

Table 3: Economic values

Land Uses/ Values	Estimated Annual Value	Estimated Present Value of Total Economic Value	
Real discount rate	n.a.	6%	4%
Agricultural production	\$103 mill	\$1.64 bill	\$2.49 bill
Tourism	\$62 mill	\$1.16 bill	\$1.77 bill
Recreation	\$8 mill	\$131 mill	\$199 mill
Environment	\$118 mill	\$1.90 bill	\$2.87 bill
Rural living	n.a.	\$474 mill	\$474 mill
Intrinsic	\$16 mill	\$162 mill	\$398 mill
Grand Total	n.a.	\$5.47 bill	\$8.20 bill

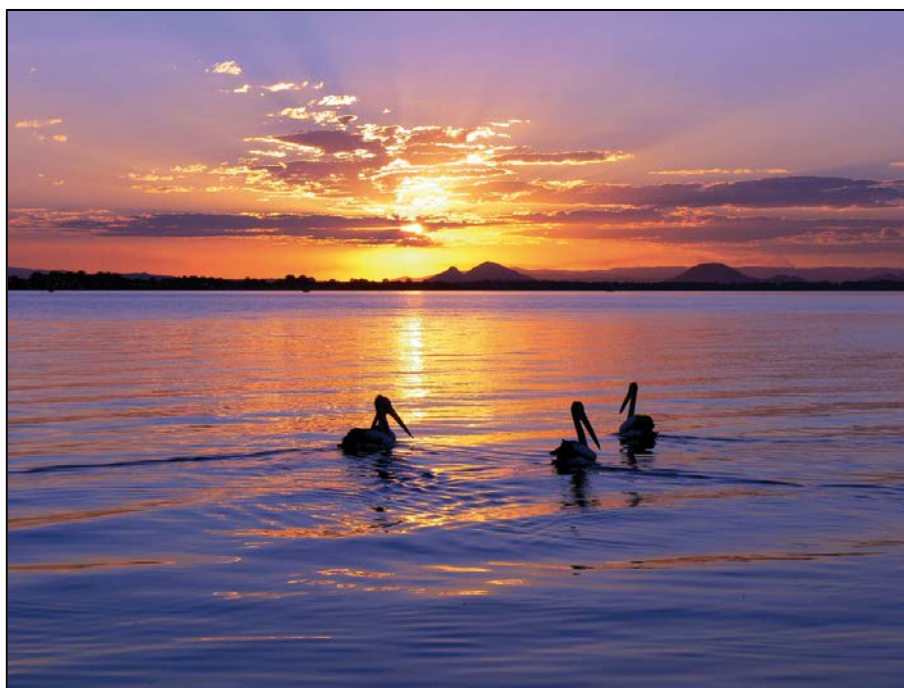
The economic valuation identified the importance of agricultural production (including forestry) which provides food security and economic diversity. The Inter-urban Break also provides an important tourism and recreation role for the region, contributing to the local economy. A value can also be placed on the opportunities provided in this area for rural residential and rural living.

Their report concluded that the value of the Inter-urban Break may well be placed at risk if it is earmarked for urban development. This risk stems from broad scale development, incremental development, and speculation which can sterilise land from other uses. Urban encroachment would erode the Inter-urban Break’s values, which rely on the sum of its constituent parts.

3.4 Conclusions

In summary, the Inter-urban Break provides an invaluable non-urban space for SEQ which:

- protects the water quality of the internationally recognised Ramsar protected Pumicestone Passage and the National Heritage landscape of the Glass House Mountains;
- provides unique tourism and recreation opportunities for the region, particularly ecotourism, outdoor recreation activities, boating and fishing which support tourism and healthy communities;
- is a key defining element of the SEQ landscape, providing a sense of identity for communities, supporting active lifestyles and building healthier communities;
- protects the diminishing agricultural areas and forestry activities, providing food security, economic diversity and employment for the SEQ region; and
- protects the community from ongoing costs of infrastructure associated with development in this area, particularly water quality management systems.



Moreton Bay to Sunshine Coast Regional Inter-urban Break

4 Identified Growth Areas

4.1 Overview

There is an extensive history of land use investigations and planning decisions relating to the Inter-urban Break and the Halls Creek area reaching back more than 20 years. The first known land use investigations were in 1987 and again in 1998 initiated by the landowner.

These investigations informed the preparation of the *Caloundra City Plan 2004* which protected the Inter-urban Break and recognised further investigation areas at Palmview and Caloundra South for potential long term development.

The protection of the Inter-urban Break and the unsuitability of Halls Creek as a development area were concepts that have been carried through from the *Caloundra City Plan 2004* to the current *Sunshine Coast Planning Scheme 2014*.

As requested by the Deputy Premier, council has undertaken further assessment of the *SEQ Regional Plan* IGAs at Halls Creek and Beerwah East.

The Halls Creek IGA and Beerwah East IGA are shown on **Figure 5: SEQRP Identified Growth Areas**. Halls Creek IGA is generally located south of Bells Creek Road, east of the Bruce Highway and west of the Pumicestone Passage. Beerwah East is generally located north of Roys Road, west of the Bruce Highway and east of Steve Irwin Way.

The Halls Creek IGA is situated within a low lying coastal plain with gently undulating and flat terrain. The Beerwah East IGA is located towards the hinterland and the upper reaches of the Pumicestone Passage and has flat to gently undulating terrain with a number of small hills in the north-west and east of the IGA.

Stockland Development Pty Ltd and the State government own significant portions of the Halls Creek IGA. The Beerwah East IGA is predominantly owned by the State government and is under license for plantation forestry.

Both IGA's contain a range of environmental values particularly in relation to waterways and wetlands. The Halls Creek IGA borders with and is proximate to wetlands of state, national and international significance associated with the Ramsar listed Pumicestone Passage.

The Halls Creek IGA is approximately 2,426 hectares in area. Approximately 54% (1,311

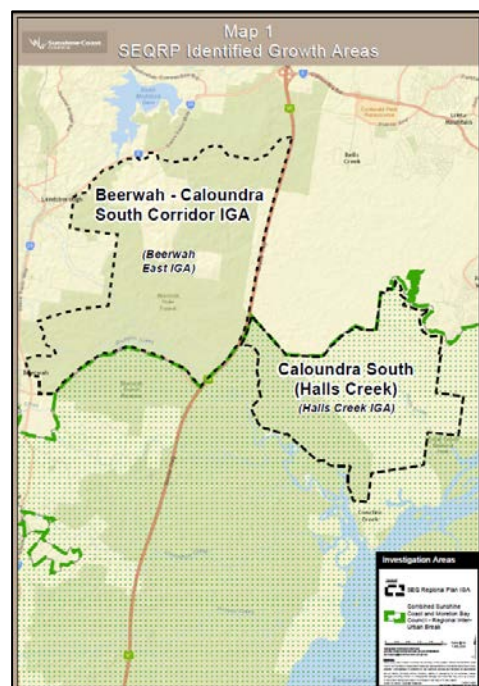
hectares) is not affected by biophysical constraints, as represented by overlays in the *Sunshine Coast Planning Scheme 2014*.

Stockland Development Pty Ltd are the largest landholder with 1,242 hectares (of which approximately 708 hectares is not affected by key constraints). The State government owns 832 hectares of forestry land within the IGA. State government estimates provide for approximately 13,000 dwellings within the Halls Creek IGA.

Beerwah East IGA is approximately 3,662 hectares in area. Approximately 68% (2,484 hectares) is not affected by key overlays in the *Sunshine Coast Planning Scheme 2014*.

Approximately 2,969 hectares of the IGA is State owned (largely forestry) land. Council estimates provide for an approximate potential yield of 20,000 dwellings and 300 hectares of industrial land.

Figure 5: SEQRP Identified Growth Areas



4.2 Recent Investigations

In order to inform the assessment of the Beerwah East IGA and Halls Creek IGA, expert specialist advice was sought on a range of key matters. The key findings of these experts follows.

Water Quality

Simmonds & Bristow considered the environmental values of the Pumicestone Passage and assessed the potential impacts of development in the IGAs.

Their report identified a number of environmental values associated with the Pumicestone Passage including protection of aquatic ecosystems and cultural and spiritual values. The report also recognised the suitability of the Pumicestone Passage for a range of activities including swimming, boating and fishing.

The report also recognised a number of environmental concerns associated with the Pumicestone Passage including shallow and complex groundwater resources, water quality issues, acid sulphate soil issues, preservation and protection of key habitat and protected areas and flooding impacts.

Their report concluded that large scale urban development within the lower parts of the Pumicestone Passage catchment could alter overland flows to wetlands and could also have an impact on the shallow and interconnected groundwater systems. Changes to the water table, especially adjacent to wetlands, may have impacts on protected vegetation and fauna. The risks and costs associated with development are shown to be greatest in the lower parts of the Pumicestone Passage catchment.

In addition, the management of acid sulfate soils are likely to be an issue at Halls Creek IGA. The low pH of soils is a further cost burden to long term maintenance of underground infrastructure.

Beerwah East IGA is in the upper reaches of the Pumicestone Passage. Any development in this area would be required to adopt regional water quality treatment systems which can be land consumptive and costly. However, Beerwah East IGA has more capacity to manage and buffer the impacts of urban development compared to Halls Creek IGA because of its location higher in the catchment and its size.

Beerwah East IGA is noted as offering significant public health advantages over Halls Creek, with less wetland areas and associated breeding habitat for biting insects.

Transport

PSA Consulting reviewed the traffic issues associated with development at Beerwah East and Halls Creek. The report considered that Beerwah East IGA would logically 'fill a gap' in the Sunshine Coast urban structure and directly link centres and urban development with the State government's existing and planned transport connections including the North Coast Rail Line and the proposed CAMCOS corridor.



Halls Creek IGA

Beerwah East IGA is also located along the future rail corridor (CAMCOS) and would justify a station of its own. It would also be more proximate to the established rail and connecting regional bus service than Halls Creek IGA. Beerwah East IGA can provide further linkages east-west rather than relying on the Bruce Highway for trips within the Sunshine Coast.

Beerwah East IGA would be expected to have a higher degree of self-containment of transport trips than Halls Creek IGA and result in greater use of public transport due to the extent of centres, schools and employment opportunities that it can generate because of its relative size and location.

In contrast, Halls Creek IGA is located at the end of the Caloundra South development and would not promote an efficient public transport system as it does not provide a through network to other places. The Halls Creek IGA is also located away from the North Coast Rail Line and is less likely to support increased rail patronage.

Halls Creek IGA is also unlikely to provide for significant employment opportunities within the development and may result in many more and longer private vehicle trips than Beerwah East IGA.

While both development fronts are likely to put pressure on upgrades to Steve Irwin Way and the Bruce Highway, the report notes that this proportion of traffic will not be the only trigger for these works. Likewise, upgrades to the North Coast Rail are required to increase patronage regardless of which IGA is developed, although the Beerwah East IGA would benefit more from these upgrades.

Centres and industrial land

Norling Consulting considered the impact of development in the Beerwah East IGA and/or Halls Creek IGA on the network of established and planned centres on the Sunshine Coast.

The advice considers that ultimately Beerwah East IGA could generate demand for a Major regional activity centre, two District activity centres and up to ten Local activity centres. Halls Creek IGA could generate demand for two District activity centres and four Local activity centres. Therefore, Beerwah East IGA would be capable of much higher levels of self-containment in employment than Halls Creek IGA because of its comparative size and offering.

If Beerwah East IGA were to be developed, it is noted that increased pressure may be put on the existing Beerwah Major regional activity centre in the short term to cater for a greater range of services and facilities before the Beerwah East Major regional activity centre has time to develop. If Halls Creek IGA were to be developed, there would be a positive contribution to the Caloundra South Major regional activity centre.

Norling Consulting consider that the development of either Beerwah East IGA or Halls Creek IGA is unlikely to have a significant impact on the existing and proposed Sunshine Coast centres network. However, the southern location of these centres would result in comparatively greater travel distances required to other higher order centres on the Sunshine Coast.

Their advice notes that the *Sunshine Coast Planning Scheme 2014* accommodates 75% of employment needs to 2041. The advice concludes that Beerwah East has the potential to deliver additional industrial land that is sufficiently buffered from residential, of a reasonable size and proximate to raw materials.

Housing affordability

The report by Resolution Research Strategists reviews the market profile of areas proximate to Beerwah East IGA and Halls Creek IGA and determines the relative likely market value and hence broad affordability of land.

This research concludes that Beerwah East IGA is likely to result in lower intrinsic land values and therefore offer a product to the market which may be more affordable than Halls Creek IGA.

There are interesting correlations with the other specialist studies which indicate that market values aside, Halls Creek IGA is likely to be a more expensive location to develop from an infrastructure and water quality treatment perspective. Transport costs could also be conceivably higher for residents of Halls Creek IGA. The combination of these factors may result in higher development costs and higher land values for the Halls Creek IGA.



Beerwah East IGA

Forestry licenses

CBP Lawyers reviewed the current licence that is in place between the State of Queensland and HQ Plantations Pty Ltd in respect of the Beerwah State Forest.

There are several licence areas within the Beerwah East IGA. The advice outlines the process behind how the licence areas could be cancelled if required. Cancellation of the licence would be through an action of parliament and should that happen, compensation would be payable to the licensee under the terms of the Land Act.

Although not specifically addressed in the advice, a further consideration in relation to forestry matters is that urban development of either IGA would be for long term growth needs and forestry harvesting cycles occur over approximately 27 year cycles. Therefore, there may be opportunities for gradual conversion of forestry areas for urban development, as well as prospects to explore new areas of forestry to offset the conversion of areas for urban development over time.

Economic Valuation

A total economic valuation of the Inter-urban Break was undertaken by SGS consultants and C Change Sustainable Solutions. The valuation estimated that the economic value of the Inter-urban Break using market and non-market valuation techniques is between **\$5.47 billion** and **\$8.20 billion**. The report also notes that the value of the Inter-urban Break is greater than the sum of its constituent parts, given that its values rely on the undeveloped nature of adjacent/nearby land.

The development of the Halls Creek IGA, which is located within the Inter-urban Break and adjoining the Pumicestone Passage, would result in a loss of economic value to the SEQ region.

4.3 Conclusions

Based on these investigations, consideration was given to the potential options for long term development on the Sunshine Coast including development at Halls Creek IGA, development at Beerwah East IGA or neither IGA (relying instead on urban consolidation in and around existing towns).

Significantly, the Beerwah East IGA is located along the State government's proposed public transport corridor (CAMCOS) and proximate to existing rail and offers the opportunity for a range of employment opportunities.

In contrast, the Halls Creek IGA is located further from the North Coast Rail Line and is not capable of generating the same range of employment opportunities provided in Beerwah East.

Urban consolidation around existing centres would utilise existing infrastructure and support these centres and communities.

In considering these options, it was concluded that the most preferable option would be for continued urban consolidation and some additions to the Urban footprint in hinterland townships.

However, it is acknowledged that additional development in these townships may provide only some of the long term growth needs for the Sunshine Coast.

Of the two IGAs, the investigations demonstrated that Beerwah East IGA is a preferable long term development area to Halls Creek IGA as it retains the Inter-urban Break, supports existing and planned transport infrastructure and is located higher in the Pumicestone Passage catchment and therefore is able to better absorb and manage the effects of urban development.

On that basis, it is recommended that the Beerwah East IGA is retained as an Identified Growth Area (or equivalent) in the revised *SEQ Regional Plan*.

Halls Creek is not recommended for inclusion as an IGA in the *SEQ Regional Plan* as it is located in the Inter-urban Break, does not support the State government's investment in public transport and there would be a greater risk associated with development in this area in terms of potential water quality impacts on the Pumicestone Passage.

5 Local Investigation Areas

5.1 Overview

During consultation on the draft Sunshine Coast Planning Scheme, submissions were received requesting amendments to the Urban footprint or Rural living areas. Many of these submissions related to land around the hinterland townships including Glass House Mountains, Beerwah, Landsborough, Mapleton, Montville, Palmwoods, Woombye, Nambour, Bli Bli, Yandina and Eumundi.

The submissions stated that there needs to be greater opportunity for expansion in towns located along the North Coast Rail Line and in other hinterland towns.

These submissions requested that the planning scheme allow for various activities including residential, commercial, industrial or rural residential uses on the relevant properties. In response, council deferred these submissions to the Regional Plan review process due to their location outside the Urban footprint or Rural living area boundaries.

Further consideration has been given to the submissions and associated local plan areas. This work recognised that development in the Beerwah area has continued at a rate beyond the rates identified in the previous population assessment. In addition, further growth in Beerwah and Nambour would support these centres as Major regional activity centres.

It is also recognised that the hinterland towns located along the main rail line offer opportunities for growth as these towns:

- support the existing and proposed public transport network;
- support the expansion of centre and employment opportunities;
- provide alternative and affordable living opportunities to the coastal area; and
- support the ongoing viability of these townships.

Some submissions raised the need for additional retirement facilities on the Blackall Range, particularly at Montville and Mapleton.

There has also been demand for development in Bli Bli.



Yandina School of Arts

As part of the SEQ Regional Plan review process, council has estimated population and dwellings for these townships to 2041. These estimates are generally based on an extrapolation of the State government projections to 2031. The dwelling estimates to 2041 are identified in **Table 4: Dwelling projections in potential growth areas** below.

As indicated, this table demonstrates that the subject towns will experience demand for approximately 3,500 dwellings between 2031 and 2041.

These submissions have formed the basis for the identification of a number of Local Investigation Areas as outlined in **Figure 6: Indicative Local Investigation Areas** below. The Local Investigation Areas were categorised into two categories as Urban footprint expansion areas (UFEs) or Rural living expansion areas (RLEs).

Figure 6: Indicative Local Investigation Areas

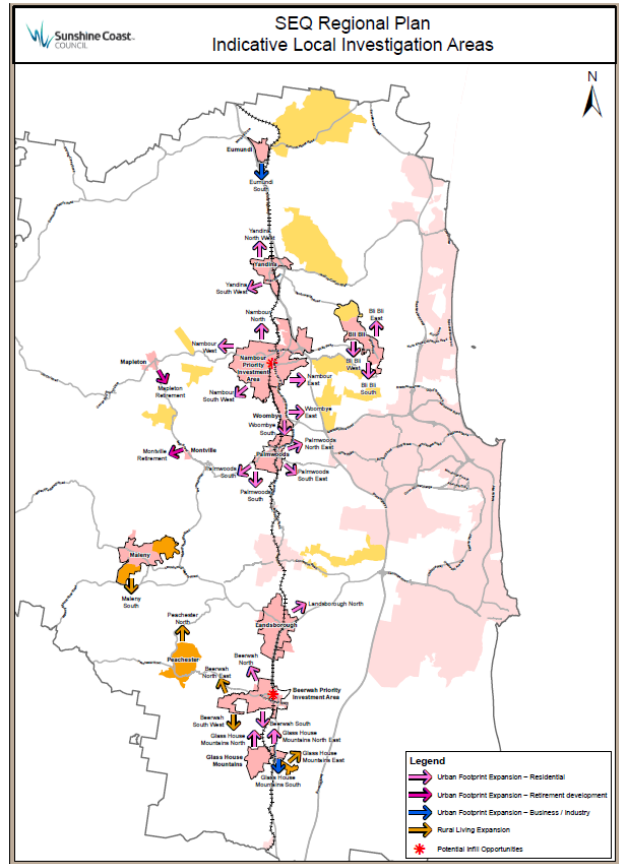


Table 4: Dwelling projections in potential growth areas

ABS SA2 area	2011	2021	2031	2041 (Note 1)	Increase 2031 - 2041
Glass House Mountains	2,000	2,500	2,700	2,900	200
Beerwah	2,850	3,900	4,500	4,900	400
Landsborough (Note 2)	3,500	6,600	14,400	15,000	600
Mapleton (Caloundra Hinterland)	3,850	4,200	4,650	5,100	500
Palmwoods	3,900	5,050	5,550	6,000	450
Nambour	7,550	9,500	11,950	12,500	550
Yandina (and Eumundi)	3,700	4,600	5,400	6,100	700
Bli Bli	2,550	3,200	3,600	3,700	100
TOTAL	29,900	39,550	49,200	55,950	3,500

Sources: Australian Bureau of Statistics, Queensland Trade and Treasury, Sunshine Coast Council

Notes:

1. Projected dwellings for 2041 are based on an extrapolation of the projections to 2031 for each SA2.
2. It is difficult to estimate a dwelling increase for Landsborough township as the SA2 covers a much larger area, including the Palmview Structure Plan Area which is projected to provide approximately 7,300 dwellings by 2031.

5.2 Investigations

A series of maps was produced as the basis for assessment including a series of *Sunshine Coast Planning Scheme 2014* overlays. This information formed the basis for the identification of constrained land. Where areas were determined to have significant constraints (more than 60%), the area was generally considered to be unsuitable for urban development.

Each Local Investigation Area has been assessed and rated against a set of criteria which were adapted into the following categories:

- Demand – projected demand for locality, being generally higher in major centres or areas with access to public transport;
- Urban form – proximity to existing urban development;
- Economic – support for existing centres and employment generation potential;
- Environment – presence of biophysical constraints and good quality agricultural land;
- Social – ability to support existing social infrastructure or requirement for additional facilities; and
- Infrastructure – water, sewer and access infrastructure requirements.

The assessment of each area also included an estimation of potential developable area and the potential development yield.

5.3 Conclusions

This assessment has identified approximately 500 hectares of developable land around hinterland towns including:

- Residential opportunities at Glass House Mountains, Beerwah, Landsborough, Palmwoods, Nambour, Bli Bli and Yandina;
- Rural residential opportunities at Beerwah, Glass House Mountains and Yandina; and
- Retirement opportunities at Montville and Mapleton.

These areas would provide a potential yield of approximately 3,000 to 5,000 dwellings. The potential dwelling yield identified in this assessment would provide adequate capacity to meet the expected demand in these towns for that period (of approximately 3,500 dwellings).

Development in these investigation areas is likely to have important benefits for the hinterland towns including:

- support for local business and jobs in centres and surrounding rural areas;
- increased use of existing and proposed community facilities;
- increasing housing choice and potentially improved housing affordability;
- increased development opportunities and development fronts; and
- support for transport networks, particularly increased patronage on the North Coast Rail Line.



Palmwoods

It is recognised that additional investigations and planning is required for each investigation area to ensure that these areas:

- meet local demand for residential and rural residential activities;
- contribute to the local economy;
- form part of the community fabric with good accessibility to services and activities;
- protect significant environmental values and contribute to improved outcomes;
- support improved transport outcomes, particularly increased patronage of the North Coast Rail Line; and
- provide the necessary infrastructure needed to support the development.

In addition to these areas, some small expansions to the Urban footprint have been considered at Kenilworth, Nambour, Bli Bli, Palmwoods and Forest Glen to include existing urban uses in the Urban footprint.

In summary, this investigation has identified potential development areas around existing hinterland centres. Further detailed planning will be required to ensure that these areas are well planned to contribute to the sustainability of these towns.

6 Further Investigation Areas

6.1 Overview

The *Sunshine Coast Planning Scheme 2014* identifies a number of long term Further Investigation Areas (FIAs) as follows:

- Beerwah (Employment);
- Finland Road/Mudjimba West (Employment);
- Beerwah to Caloundra South Corridor (Beerwah East); and
- Maroochydore to Caloundra Priority Transit Corridor (urban consolidation).

The Beerwah East FIA has been assessed as part of the investigation into the *SEQ Regional Plan IGAs* (refer to **Section 4.2**).

The Beerwah, Finland Road/Mudjimba West and the Maroochydore to Caloundra Priority Transit Corridor are discussed below.

6.2 Beerwah

The Beerwah FIA is identified in the *SEQ Regional Plan 2009* as an Identified Growth Area for potential employment opportunities. The area is located immediately south-east of the existing growth management boundary for the Beerwah local plan area. The area comprises four lots, totalling approximately 70 hectares (refer to **Figure 7: Beerwah Further Investigation Area** below).

The northern and eastern perimeter is defined by Coochin Creek, which also physically constrains the area with flood hazard, riparian vegetation and waterway buffer requirements. A large portion of the FIA is also identified as containing agricultural land classification (ALC) Class A land.

Figure 7: Beerwah Further Investigation Area



The site offers opportunities for a range of urban uses as it is contiguous to the Urban footprint (northern side of Coochin Creek), the site is relatively unconstrained and suitable for development and there is potential for access to the Steve Irwin Way, subject to more detailed planning.

On this basis, it is recommended that the Beerwah FIA is included in the Urban footprint as part of the *SEQ Regional Plan* review. It is noted that additional planning will be required to determine the most appropriate uses, layout and access.

6.3 Finland Road/Mudjimba West

The Finland Road/Mudjimba West FIA has been identified for its potential for employment activities related to the Sunshine Coast Airport and community activities.

The investigation area is located immediately west of the Sunshine Motorway and the Sunshine Coast Airport (refer to **Figure 8: Finland Road/Mudjimba West Further Investigation Area** below).

Figure 8: Finland Road/Mudjimba West Further Investigation Area



Given the site's strategic location, the northern area may offer opportunities for a range of business uses with direct links to the airport such as aviation industry and services, tourism or transport facilities.

The southern part of the site adjoins the Maroochy River, the Maroochy River Golf Course and the Bli Bli Watersports Complex and may offer opportunities for a range of community and recreation activities.

The investigation area is characterised by land subject to flood hazard throughout the entire site. No other applicable biophysical overlays apply to the investigation area, however it is subject to a number of overlays relating to airport operations.

Given these constraints, it is considered that further investigation is needed to determine the suitability of Finland Road/Mudjimba West Further Investigation Area for urban uses that support and are compatible with the development of the Sunshine Coast Airport.

The outcomes of these investigations are ongoing and may inform a future Regional Plan review.

6.4 Maroochydore to Caloundra Priority Transit Corridor

The Maroochydore to Caloundra Priority Transit Corridor FIA was identified for ‘urban consolidation’ opportunities at ‘strategic locations along the corridor’. The corridor involves land within the existing Urban footprint along the coastal urban area of the Sunshine Coast, extending from Maroochydore Principal Activity Centre to Caloundra Major Activity Centre in the south for an extent of 25 kilometres and approximately 4,900 hectares in area (refer to **Figure 9: Maroochydore to Caloundra Priority Transit Corridor** below).

The investigation area was defined as part of the Sunshine Coast Light Rail Project and the area surrounds the potential priority transit corridor alignment.

A number of areas have been identified as having development and re-development opportunity to support the feasibility and use of the transit corridor. These include areas at Kawana, Bokarina and Maroochydore, as well as clusters of sites at various locations along the corridor.

Further investigation is needed to determine the corridor’s potential for infill development, however preliminary studies indicate that the corridor provides substantial opportunities for urban consolidation and could assist in the provision of infill growth to 2041.

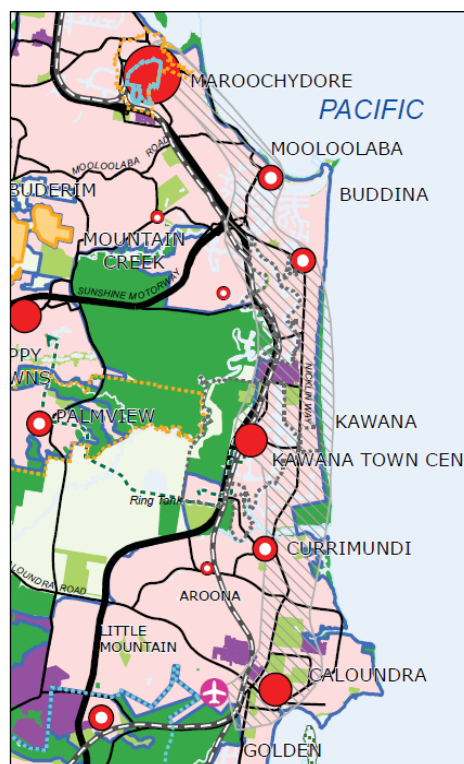
Therefore, it is recommended that the Maroochydore to Caloundra Priority Transit Corridor is identified as an *SEQ Regional Plan* IGA (or equivalent) to allow for future investigations to identify opportunities for urban consolidation.

6.5 Conclusions

These investigations require significant planning which is ongoing and may not be completed for the current *SEQ Regional Plan* review process.

Depending on the timing, the outcomes of these investigations are intended to inform either the current or a future Regional Plan review process.

Figure 9: Maroochydore to Caloundra Priority Transit Corridor



However, it is noted that preliminary investigations on the Maroochydore to Caloundra Priority Transit Corridor suggest that this corridor could assist in the provision of infill dwellings which would make a significant contribution to meeting growth needs on the Sunshine Coast to 2041 and beyond.

7 Key Findings

In summary, council's recent investigations have concluded that:

- the Moreton Bay to Sunshine Coast Regional Inter-urban Break is a significant element of the SEQ landscape, provides unique tourism and recreation opportunities and makes an important contribution to the regional economy. It is recommended that the Inter-urban Break is mapped and protected into perpetuity and appropriately managed to maximise benefits for the SEQ region;
- the Beerwah East IGA is the preferred long term growth option for the Sunshine Coast as this site is not located within the Inter-urban Break, protects the values of the Pumicestone Passage and supports the State government's proposed public transport improvements which will benefit the SEQ region;
- the Halls Creek IGA is located within the Inter-urban Break, poses a greater risk to water quality in the Pumicestone Passage and does not support the State government's transport improvements and should be removed as an *SEQ Regional Plan* IGA;
- there are a range of local investigation areas around the railway townships, particularly Beerwah and Nambour, which provide opportunities for smaller scaled growth to support the local economy and provide additional housing;
- the Beerwah IGA offers opportunities for a range of urban uses subject to the resolution of access to the site. Therefore, this area is recommended for inclusion in the *SEQ Regional Plan* Urban footprint;
- the Finland Road/Mudjimba West Further Investigation Area is subject to ongoing studies which are not resolved at this time. The outcomes of these investigations may inform a future *Regional Plan* review; and
- the Maroochydore to Caloundra Priority Transit Corridor is subject to ongoing studies however preliminary studies indicate that it offers potential for urban consolidation in conjunction with public transport infrastructure. Therefore, it is recommended that this area is identified as an *SEQ Regional Plan* IGA.

The State government has projected that the Sunshine Coast will need an additional 20,000 to 25,000 infill dwellings and 20,000 greenfield dwellings between 2031 and 2041. It is noted that previous consultation with the Sunshine Coast community has indicated that meeting dwelling targets is less important than achieving well planned growth.

However, on the basis of the abovementioned investigations, council confirms that the Sunshine Coast can meet the State government's growth projections as outlined in **Table 5: Sunshine Coast Potential Growth Areas** below. These findings are illustrated conceptually on **Figure 10: Planning for growth to 2041 Concept Plan** below.

Figure 10: Planning for growth to 2041 Concept Plan

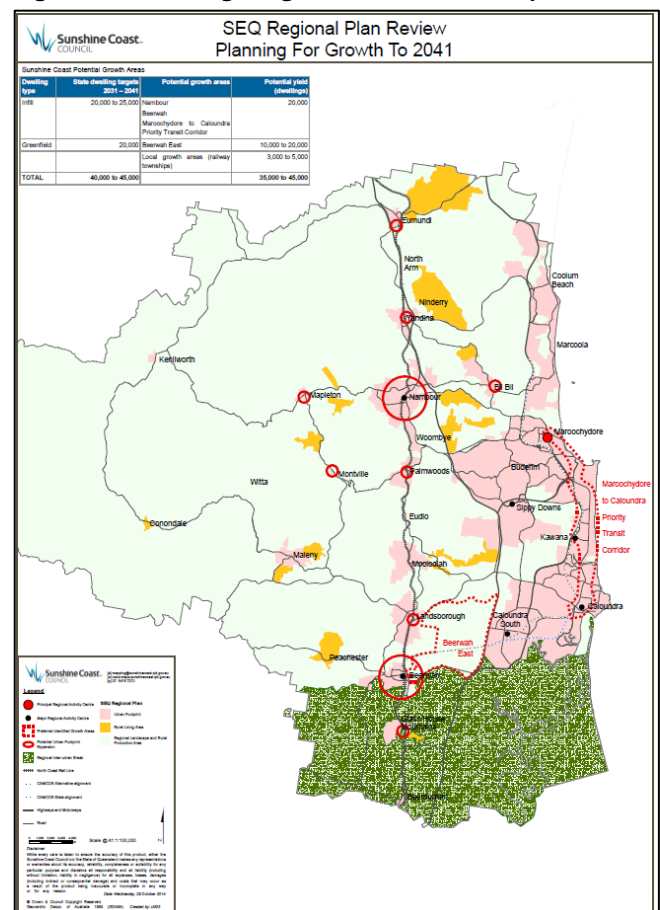


Table 5: Sunshine Coast Potential Growth Areas

Dwelling type	State dwelling targets 2031 – 2041	Potential growth areas	Potential yield (dwellings)
Infill	20,000 to 25,000	Nambour Beerwah Maroochydore to Caloundra Priority Transit Corridor	20,000
Greenfield	20,000	Beerwah East	10,000 to 20,000
		Local growth areas (railway townships)	3,000 to 5,000
TOTAL	40,000 to 45,000		35,000 to 45,000



Beerwah

8 SEQ Regional Plan Recommendations

Based on the above findings, the following recommendations are made to the *SEQ Regional Plan* review in relation to the revised Urban footprint and Rural living areas.

It is recognised that the State government may make substantial changes to the Regional Plan during the review process. However, it is requested that the revised Regional Plan includes policies which reflect the intent of the following recommendations.

Regional Inter-urban Break

1. Part C: Sub-regional narratives

Include the following amendments in the sub-regional narratives:

Sunshine Coast

The Moreton Bay to Sunshine Coast Regional Inter-urban Break is protected in its current state into perpetuity as an important part of the South East Queensland landscape to:

- protect the landscape setting of the National Heritage listed Glass House Mountains and the water quality of the internationally recognised Ramsar protected Pumicestone Passage;
- preserve opportunities for agricultural production and forestry, contributing to food security, economic diversity and employment in the SEQ region;
- provide unique tourism and recreation opportunities for the region, particularly ecotourism, outdoor recreation activities, boating and fishing which support tourism and healthy communities; and
- protect the SEQ landscape and preserve the distinctive character and identity of the Sunshine Coast and its many communities.

The Urban footprint and Identified Growth Areas ensure that anticipated growth will be managed to protect the Sunshine Coast's rural and landscape areas.

Moreton Bay

The Moreton Bay to Sunshine Coast Regional Inter-urban Break is protected in its current state into perpetuity as an important part of the South East Queensland landscape to:

- protect the landscape setting of the National Heritage listed Glass House Mountains and the water quality of the internationally recognised Ramsar protected Pumicestone Passage;
- preserve opportunities for agricultural production and forestry, contributing to food security, economic diversity and employment in the SEQ region;
- provide unique tourism and recreation opportunities for the region, particularly ecotourism, outdoor recreation activities, boating and fishing which support tourism and healthy communities;
- protect the riparian and biodiversity corridors that provide east west links between the Pumicestone Passage and its catchment; and
- protect the SEQ landscape and preserve the separation between the urban communities of Moreton Bay and the Sunshine Coast.

2. Regional Policy 3.3 (Inter-urban Breaks)

Include the following amendments to Regional Policy 3.3:

- Ensure that the regionally significant Inter-urban Breaks in SEQ are identified and protected from development that adversely impacts on their functional integrity;
- A Local government planning scheme is to appropriately reflect the regional outcome by:
 - Identifying regionally significant inter-urban breaks;
 - Including requirements to prevent fragmentation or development of land in the inter-urban breaks for urban purposes, rural residential or other purposes that are inconsistent with the intent of an inter-urban break; and
 - Including requirements for development in a regionally significant inter-urban break to minimise adverse impacts on the values of the inter-urban break.

It is also recommended that the Inter-urban Break is mapped to confirm its location and extent.

3. Regional Policy 1.1 (Urban footprint)

Include the following statement in Regional Policy 1.1:

- Large scale urban residential development is located within the Urban footprint.

Identified Growth Areas

1. Part C: Sunshine Coast sub-regional narrative Identified Growth Areas

Remove all references to the Halls Creek IGA.

Include the following statements related to the Beerwah East IGA:

The Beerwah East Identified Growth Area provides a potential long term growth opportunity for the Sunshine Coast. Further investigations and public consultation are required to determine the suitability of this area including:

- demand for urban land within the sub-region;
- protection and enhancement of environmental values;
- protection of water quality (non worsening of downstream impacts);
- benefits to the southern Sunshine Coast communities through improved services, facilities and employment opportunities;
- delivery of public transport infrastructure for the Sunshine Coast; and
- coordinated delivery of infrastructure.

Development in the Beerwah East IGA is subject to the relevant RLRPA requirements within the *SEQ Regional Plan* regulatory provisions.

Part D Section 8.10 Identified Growth Areas

Delete second paragraph relating to the Sunshine Coast IGAs.

In Table 7, column 3, delete “Caloundra South-Halls Creek (Sunshine Coast)”.

Local Investigation Areas

It is recommended that the preliminary findings of the Local Investigation Areas are discussed with the State government and that further investigations are undertaken to confirm the preferred Sunshine Coast Urban footprint for 2041.

It is intended that this work will be completed to inform a formal submission to the draft SEQ Regional Plan when it is released for public display in 2015.

Further Investigation Areas

1. Part D Section 8.1 Identified Growth Areas

Amend Table 7 to include the following:

- Column 3 – add “Maroochydore to Caloundra Priority Transit Corridor (Sunshine Coast)”.



Moreton Bay to Sunshine Coast Regional Inter-urban Break



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