

Sunshine Coast Council
Submission to 'ShapingSEQ'
Draft South East Queensland Regional Plan

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1 Executive Summary

1.1 Introduction

The following submission outlines the Sunshine Coast Council's position on the Draft South East Queensland (SEQ) Regional Plan October 2016 ('*ShapingSEQ*').

The submission provides an overview of the state and local planning context that is relevant to council's consideration of *ShapingSEQ*. Successive councils on the Sunshine Coast have made representations on the SEQ Regional Plan and have established long term plans and clear principles on how the community would prefer growth to be managed to ensure Sunshine Coast continues to grow as "Australia's most sustainable region – healthy, smart, creative".

The submission relies on the considerable research and positions established in the *Sunshine Coast Council Preliminary Submission to the SEQ Regional Plan (December 2014)* and other planning documents, and responds where necessary to proposals in *ShapingSEQ*.

1.2 Support for *ShapingSEQ*

Sunshine Coast Council acknowledges the engagement that the Department of Infrastructure, Local Government and Planning (DILGP) and the Regional Planning Committee has undertaken in developing *ShapingSEQ*. Accordingly, many of council's policy and growth management positions have been considered in the drafting of the plan.

Council is supportive of the concept and intent behind many of the new initiatives in *ShapingSEQ*, including the following:

- A 25 year plan supported by a 50 year vision
- Identification and protection of inter-urban breaks
- A greater shift towards infill development in existing urban areas
- Areas of Regional Economic Significance and employment benchmarks
- Regional biodiversity corridors.

ShapingSEQ anticipates 99,300 additional dwellings on the Sunshine Coast by 2041 of which approximately 65% will be infill development in existing urban areas.

This degree of infill development is consistent with and supports council's planning framework that anticipates increased infill to support a dedicated or priority public transport corridor between Caloundra and Maroochydore. The infill benchmarks are reliant on the delivery of significant transport infrastructure and the urban transformation of the coastal corridor.

ShapingSEQ also provides for 80,500 additional jobs for the Sunshine Coast by 2041 which is consistent with council's projections.

1.3 Key submission issues

Whilst there is a degree of support for many proposals in *ShapingSEQ*, there are also a number of concerns raised in this submission, together with recommended changes to *ShapingSEQ* as follows:

Protection of Moreton Bay–Sunshine Coast inter-urban break

For the first time, the SEQ Regional Plan proposes to map inter-urban breaks and provide for greater recognition of their values and protection. However, the full extent of the Moreton Bay–Sunshine Coast inter-urban break is not reflected in *ShapingSEQ*, in particular in an area at Halls Creek near the Pumicestone Passage and Northern Bribie Island as well as areas in the northern part of Moreton Bay Regional Council area. The submission presents a case for the inclusion of the full extent of the inter-urban break to ensure its integrity and protection of its values.

Concern is also raised with the proposal to further investigate the extent and values of the inter-urban break, since the extent and values of the inter-urban break have already been extensively established in council research and include a joint position with Moreton Bay Regional Council.

Halls Creek Potential Future Growth Area

The proposed continued recognition of Halls Creek as having some future potential for urban development in the SEQ Regional Plan is at odds with previous representations by council and the evidence supplied to demonstrate that this area is unsuitable for urban development due to the impact on the integrity of the inter-urban break, poor location from a transport perspective and serious potential for adverse water quality impacts on the Pumicestone Passage.

Halls Creek is not only an unsuitable area for urban development, it is not needed within the life of the SEQ Regional Plan (2041). There are already considerable long term growth options on the Sunshine Coast (for example, Palmview, Caloundra South and now Beerwah East) and council's growth strategies are aimed at consolidating growth in existing urban centres and along key transport corridors (such as CAMCOS and the light rail corridor), and to progressively decrease reliance on greenfield developments.

The continued recognition of Halls Creek in the SEQ Regional Plan is unnecessary, continues to raise expectations for landowners and intensifies community concerns, therefore its removal as a Potential Future Growth Area from *ShapingSEQ* is sought.

Beerwah East

Beerwah East, a 3,180 hectare area capable of accommodating some 20,000 dwellings, is proposed to be included in the Urban Footprint in *ShapingSEQ*. This area is considered a suitable long term development front for the Sunshine Coast but concern is expressed about the expected timing of its availability for urban development (i.e. the draft plan expects development by 2027 whereas council assessments indicate it may not be required until 2031 or beyond).

The need to start structure planning for Beerwah East, however, is acknowledged because of the range of issues that need to be resolved with a development of this scale. Council seeks clarification on the intended statutory and governance arrangements that will be in place for structure planning of Beerwah East, particularly as council is expected to take a lead role and therefore

dedicated and coordinated state agency involvement is required.



Aerial shot looking from Caloundra to Mooloolaba

Dwelling supply benchmarks

ShapingSEQ proposes that dwelling supply benchmarks be established for sub-regions in SEQ and that these be tracked through an annual Land Supply Monitoring Program. There are some concerns about the possible methodology and approach taken to measure land supply, particularly in the way that infill and greenfield development would be classified.

Council welcomes the opportunity to be part of a monitoring program but urges that local circumstances and planning intentions be recognised to ensure that such a program is relevant and accurate.

Employment benchmarks

The employment planning benchmarks are a welcome addition to *ShapingSEQ* and are generally consistent with council's assessments. It appears though that the employment projections by sector may have over-estimated industrial based employment such as manufacturing, construction, electricity, gas, water and waste services but under-estimated retail trade, accommodation and food services, and financial and insurance services. A potential consequence of this might be that more industrial land could be required to be planned for than is necessary.

It is therefore recommended that sectoral based employment projections be removed from *ShapingSEQ*.

Areas of Regional Economic Significance (ARES)

The ARES in *ShapingSEQ* offer the opportunity to identify and plan for major areas of employment in SEQ. On the Sunshine Coast two such ARES are proposed, one extending from Maroochydore to Kunda Park/Kuluin (with linkages to the Sunshine Coast Airport), the other generally centred on Kawana Town Centre, the Kawana Business Village, Kawana industrial estate and the Sunshine Coast University Hospital.

It is considered that the corridor from Maroochydore to Caloundra via Kawana, with linkages to the Sunshine Coast Airport and Sippy Downs, (the Sunshine Coast Enterprise Corridor) represents the most logical expectation for planning of major employment on the Sunshine Coast given the significant economic 'game changer' projects and the intentions for light rail in that location. Recommendations are made for an ARES generally reflecting this location, noting that in the future it may need to be extended.

The opportunity to establish an expanded aviation precinct for the Sunshine Coast Airport is also recommended.

Centres, knowledge and enterprise areas

The network of centres on the Sunshine Coast is generally supported as is the intention for a Centres Review to determine long term planning and infrastructure commitments for centres in the region. The continued recognition of Maroochydore as the Principal Regional Activity Centre for the Sunshine Coast is strongly supported given its critical role in conjunction with other 'game changer' projects to transform the economy of the Sunshine Coast in terms of investment and employment in high value industries.

Planning currently underway suggests that there may be a need for additional centres on the Sunshine Coast to cater for growth in the long term.

The proposed removal of Forest Glen West and Sippy Creek as Major Enterprise and Industrial Areas is supported, consistent with constraints identified for those areas.

Infrastructure

It is considered that SEQ requires its own infrastructure plan and program as it had for previous SEQ Regional Plans up until 2010. If regular measurement of dwelling and employment benchmarks are proposed, then it ought to follow that there be a specific infrastructure plan in place and that the progress of the delivery of infrastructure to support the required growth is also monitored.

Amendments are suggested to mapping in *ShapingSEQ* so that the Beerburrum to Nambour rail upgrade intentions are recognised and to ensure that CAMCOS and the Maroochydore to Caloundra Public Transport Corridor / Light Rail Corridor are both recognised as future passenger transport trunk corridors rather than being 'blurred' as one corridor in certain locations.

Rural enterprise areas

Confirmation is sought on rural enterprise area provisions and whether they will assist with transitions to rural lot sites reflective of productive agricultural capacity and to potentially enable transferable development rights in specific circumstances.

1.4 Conclusion

The submission outlines elements of *ShapingSEQ* that are supported by council, identifies issues of concern and presents a range of recommendations to be considered by the State government in finalising *ShapingSEQ*. Council requests further consultation with the State government around the key issues and any proposed additional inclusions in the Urban Footprint that the State government may be considering after its review of submissions from the public.

2 Introduction

2.1 Purpose

The purpose of this report is to present the Sunshine Coast Council's formal submission to *Draft South East Queensland Regional Plan (ShapingSEQ) October 2016*.

This submission identifies those matters in *ShapingSEQ* that are considered to be of critical importance to the Sunshine Coast Council and the community as reflected in previous council submissions on the South East Queensland ('SEQ') Regional Plan and council's broader policy framework.

In particular, this submission outlines aspects of *ShapingSEQ* that are supported by the Sunshine Coast Council, key issues of concern as well as recommendations for amendments to *ShapingSEQ* and the grounds for these.

2.2 Long held council and community positions on growth management

Successive councils on the Sunshine Coast have had a close interest in the regional planning process since its inception in SEQ in the mid 1990's. Councils have worked consistently with their communities over that time to establish shared planning strategies for the future of the Sunshine Coast.

Prior to the amalgamation of Noosa Shire, Maroochy Shire and Caloundra City councils in 2008, the former council's positions on growth management were well established in their planning schemes, local growth management strategies and other policy documents. Recurring community themes underpinned these documents.

Following amalgamation, the Sunshine Coast Regional Council built on these positions to establish its *Growth Management Position Paper 2008 ('GMPP')* which informed the preparation of the current SEQ Regional Plan. The *GMPP* outlined council's strategy for managing growth on the Sunshine Coast to 2031 which included consolidation of development within the Urban Footprint (with the exception of an Investigation Area at Beerwah), the retention of inter-urban breaks, as well as a range of centres and employment areas.



Looking south from Mooloolaba to Caloundra

Since that time (and following de-amalgamation), the Sunshine Coast Council has adopted a comprehensive Policy Framework and the Sunshine Coast Planning Scheme which outlines the community position on growth management. These positions, as well as more recent planning, formed the basis for council's *Preliminary Submission to the SEQ Regional Plan Review December 2014*.

Council and the community are committed to managing growth to ensure that the Sunshine Coast is "Australia's most sustainable region – healthy, smart, creative".

2.3 Preliminary Submissions to the SEQ Regional Plan review

In 2014, council provided an evidence based Preliminary Submission to the SEQ Regional Plan Review. The Preliminary Submission outlined the findings of council's investigations and confirmed council's strategy for managing growth on the Sunshine Coast to 2041.

In order to inform this submission, council undertook a range of technical investigations into the Moreton Bay to Sunshine Coast Regional inter-urban break and the Regional Plan's Identified Growth Areas at Halls Creek, Beerwah East and Beerwah.

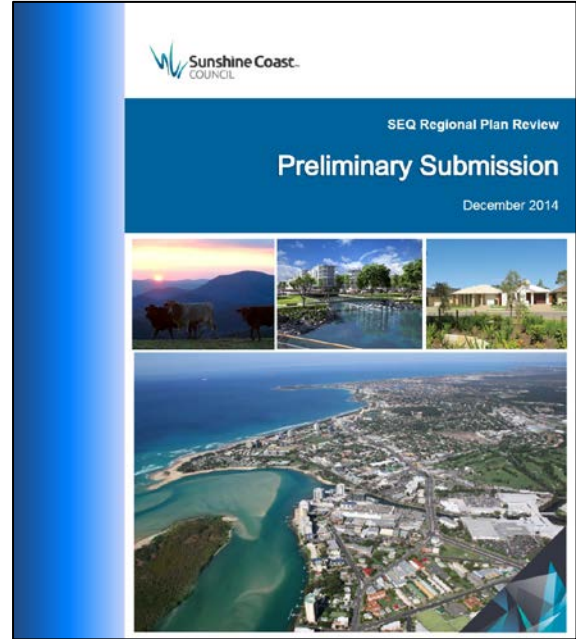
In summary, these investigations confirmed that:

- 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 Identified Growth Area (“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
- 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 IGA
- the Beerwah IGA offers opportunities for a range of urban uses subject to the resolution of access to the site, and this area is recommended for inclusion in the SEQ Regional Plan Urban Footprint.

Council also considered the Further Investigation Areas identified in the *Sunshine Coast Planning Scheme 2014* at Finland Road/Mudjimba West and the Maroochydore to Caloundra Priority Transit Corridor. A summary of these findings follows:

- 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
- 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.



SEQ Regional Plan Preliminary Submission December 2014

In addition, council recommended a range of local investigation areas primarily around the railway townships, particularly Beerwah and Nambour, which provide opportunities for smaller scaled growth to support the local economies of townships and provide additional housing choice for the Sunshine Coast.

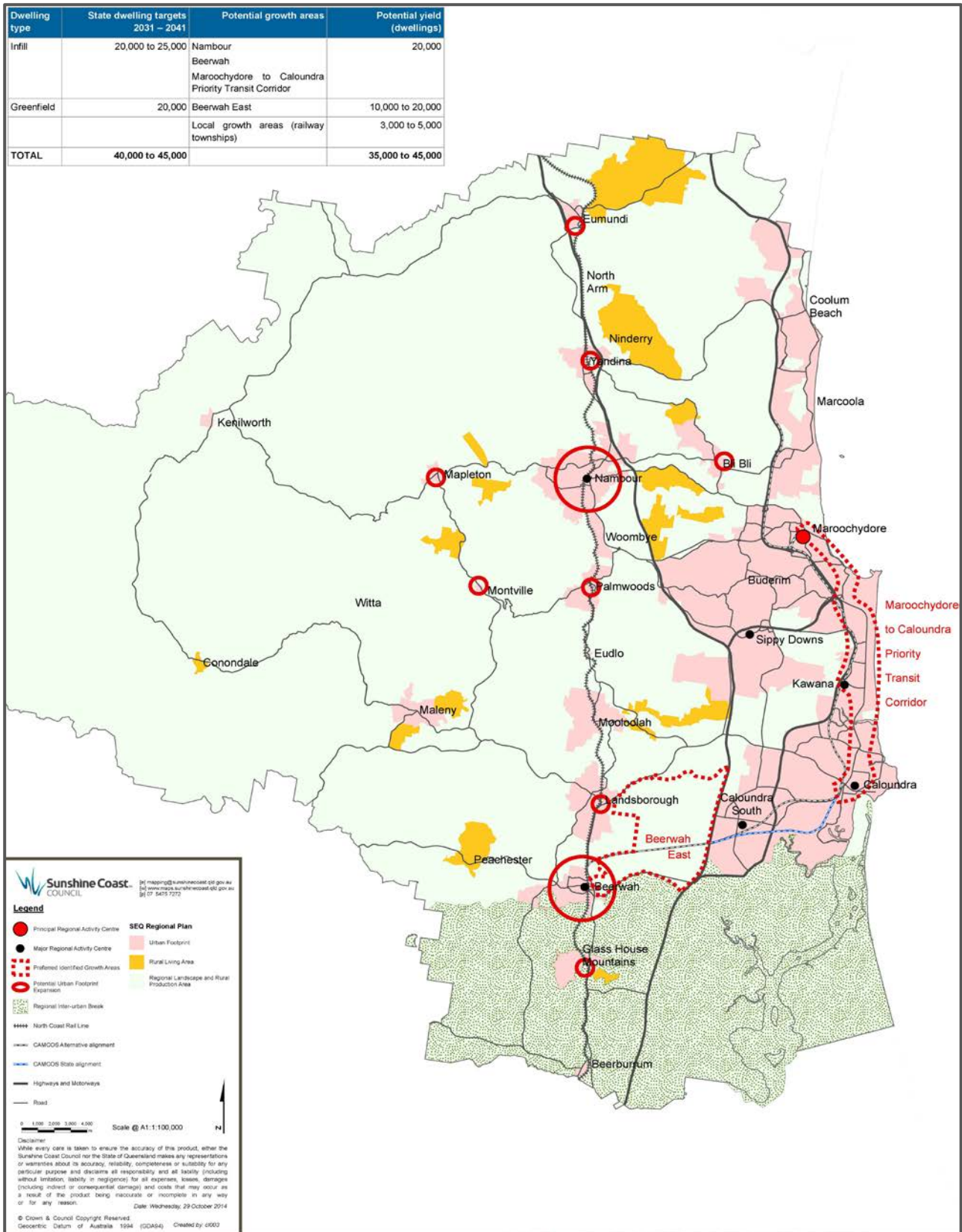
The preliminary submission also noted that previous consultation with the Sunshine Coast community has indicated that meeting dwelling targets is less important than achieving well planned growth.

On the basis of the abovementioned investigations, council confirmed that the Sunshine Coast could meet the State government’s growth projections at that time, with council’s preferred pattern of settlement as outlined in **Table 1: Sunshine Coast Potential Growth Areas** below and spatially depicted in **Figure 1**.

Table 1: 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

Figure 1: Sunshine Coast Potential Growth Areas



3 Planning context

3.1 State and regional

3.1.1 The Planning Act

ShapingSEQ has been prepared as a state planning instrument under the *Sustainable Planning Act 2009* and, once finalised, will operate under the *Planning Act 2016* ('Planning Act') which is due to commence on 3 July 2017.

3.1.2 State Planning Policy

The State Planning Policy ("SPP") is the pre-eminent state planning instrument for Queensland and sets policy directions relevant to the preparation or amendment of planning schemes and provides for development assessment provisions where the effect of the SPP is not incorporated into a planning scheme.

Legislative changes now provide for the SPP to prevail over regional plans and planning schemes in the event of any inconsistency.

In general, the SPP provides for broad policy direction whereas the SEQ Regional Plan provides for more region-specific policy directions and actions.

A draft SPP was released for comment in November 2016 and representations have been made on that draft.

3.1.3 State Infrastructure Plan

The State Infrastructure Plan ("SIP") March 2016 sets out infrastructure priorities for the state and includes a framework to plan and prioritise infrastructure investment and delivery.

The SIP has strategies to guide infrastructure planning and provides policy responses to broader infrastructure challenges. The SIP also contains a program for how the SIP will be implemented with immediate and longer term projects and outlines opportunities and priorities for each region.

The SIP Program recognises the Australia Infrastructure Plan which provides for the Beerburum to Nambour rail upgrade as a priority. The current SIP 1-4 Year Program identifies a range of road upgrades on the Sunshine Coast, notably, the \$1.134b upgrade between Caloundra Road to Sunshine

Motorway as well as other infrastructure relating to water, energy, health, education, information technology, public safety, arts, culture, recreation and social housing.

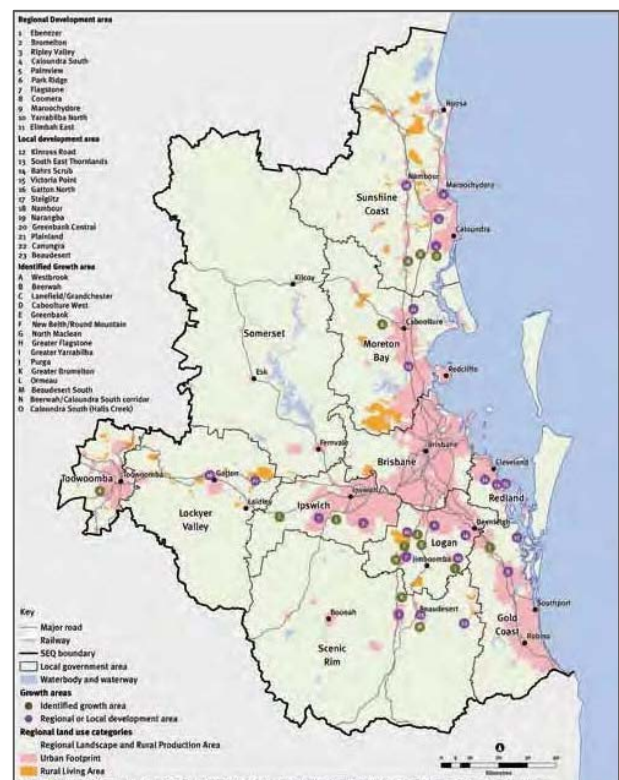
The SIP outlines that the State government will integrate the development of regional land-use plans, economic plans and transport plans to ensure alignment and consistency of approaches.

3.1.4 South East Queensland Regional Plan

The *South East Queensland Regional Plan 2009-2031* ("SEQ Regional Plan") sets out a framework for addressing growth and development in SEQ to the year 2031. It incorporates a 'regional vision' statement, sub-regional narratives, a regional land use pattern, regional policies and regulatory provisions.

The strategic narrative for the Sunshine Coast (including Noosa) anticipates that an additional 98,000 dwellings will be required between 2009 and 2031. Map 2 in the SEQ 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 **Figure 2** below).

Figure 2: SEQ Regional Plan Identified Growth Areas



The strategic narrative also identifies the Maroochydore Principal Regional Activity centre and Major regional activity centres at Nambour, Kawana, Caloundra, Sippy Downs, Caloundra South and Beerwah. Employment areas are also identified including the Sunshine Coast Airport, Sunshine Coast University Hospital, Sunshine Coast Regional Business and Industry Park, Kunda Park Business and Industrial Area, Forest Glen and Coolum Industrial Estates.

The SEQ Regional Plan recognises IGAs at Beerwah and Caloundra South (Halls Creek) or Beerwah-Caloundra South Corridor as shown in **Figure 2**. The strategic narrative states that “Further investigations are required to determine which of these IGAs will be seriously considered to accommodate long term residential and employment growth on the Sunshine Coast”.

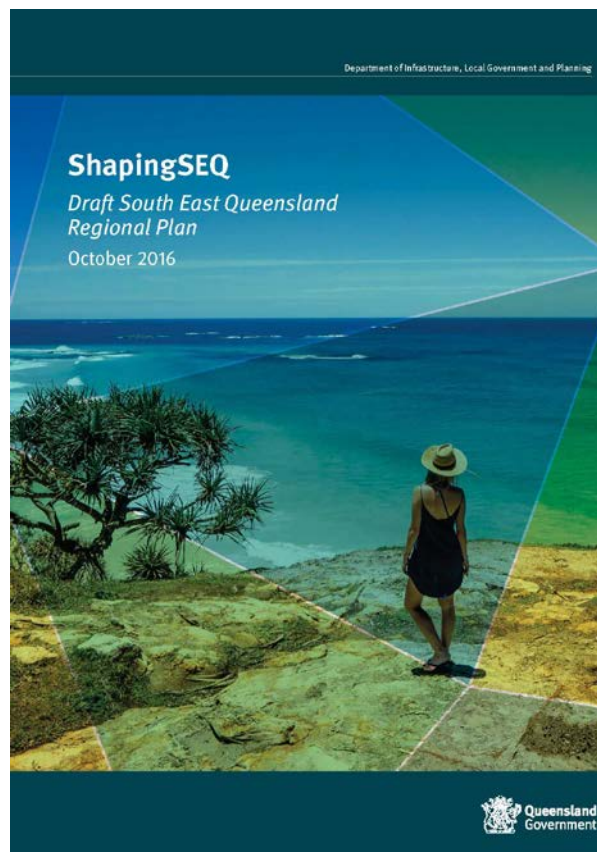
Key infrastructure requirements identified for the Sunshine Coast include Coast-Connect, CAMCOS, the Sunshine Coast University Hospital and health hub.

It is noted that, as required by legislation, the SEQ Regional Plan 2009 provisions are reflected in the *Sunshine Coast Planning Scheme 2014*.

3.1.5 Draft South East Queensland Regional Plan October 2016 ('ShapingSEQ')

A draft SEQ Regional Plan ('ShapingSEQ') was prepared for community consultation from October 2016 to March 2017. The *ShapingSEQ* retains many of the key policy aspects and nomenclature of the current SEQ Regional Plan but is supported by a 50 year vision and 25 year plan towards achieving the vision.

The draft plan addresses many of the megatrends facing SEQ and updates the population forecasts. It includes new measures including employment benchmarks, Urban Footprint updates, new sub-regional directions with mapping and biodiversity corridors. The draft plan also identifies Areas of Regional Economic Significance that contain significant levels of high value or trade focussed activity that enhance the region's economy, as shown in **Figure 3**.



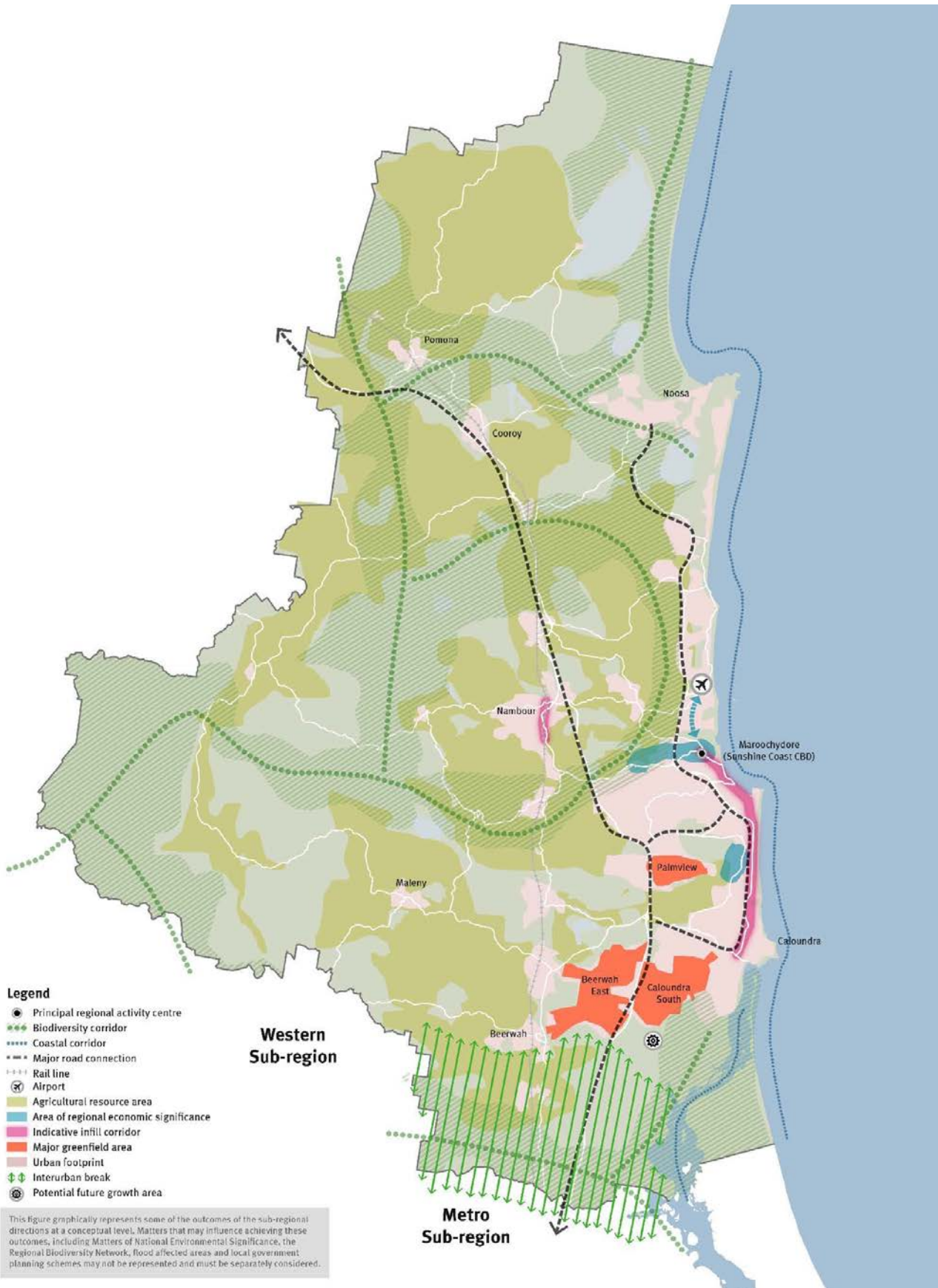
ShapingSEQ Draft South East Queensland Regional Plan October 2016

ShapingSEQ anticipates and plans for a population increase of nearly 2 million extra people in SEQ by 2041 including more than 200,000 extra people on the Sunshine Coast by 2041. The draft plan seeks to continue increasing the proportion of the population living in established urban areas (infill) over new greenfield areas and sets dwelling supply benchmarks for 99,300 additional dwellings on the Sunshine Coast by 2041, of which almost 65% are required to be infill dwellings in established urban areas. *ShapingSEQ* also provides for 80,500 additional jobs for the Sunshine Coast by 2041.

The sub-regional directions for the Northern sub-region identifies the Brisbane Cross River Rail, the Maroochydore to Caloundra passenger trunk corridor and public transport trunk services on the north coast rail line and Maroochydore to Caloundra South as priority regional infrastructure.

ShapingSEQ provides for a range of implementation actions and monitoring as well as a set of 'measures that matter' to measure the progress of implementing *ShapingSEQ*.

Figure 3: Northern sub-region



3.2 Local policy and planning framework

3.2.1 Regional Economic Development Strategy 2013-2033

Council's *Regional Economic Development Strategy* provides a 20 year vision and blueprint for economic growth on the Sunshine Coast.

The strategy recognises the importance of existing retail, construction and tourism industry sectors and identifies seven high value industries to grow the economy including health and wellbeing; education and research; professional services and knowledge industries; tourism, sport and leisure; agribusiness; urban technologies; and aviation and aerospace.

The importance of enabling infrastructure is also identified in the strategy, including 'game changer' projects such as the Sunshine Coast University Hospital and health precinct; Maroochydore City Centre; Sunshine Coast Airport expansion; University of the Sunshine Coast expansion; and the Bruce Highway upgrade. Other recently identified major projects include the Sunshine Coast Solar Farm; Sunshine Coast priority transit corridor; and the Sunshine Coast International submarine broadband cable as shown on **Figure 4**.

To facilitate this economic transition and to leverage off and support 'game changer' projects, the strategy nominates the Sunshine Coast Enterprise Corridor between the Sunshine Coast Airport and Caloundra South as the focus for economic growth on the Sunshine Coast.

3.2.2 Other council strategies and plans

Council has also developed a range of other strategies and plans which help shape its vision for the region, including the *Sunshine Coast Social Strategy*; *Rural Futures Strategy*; *Sunshine Coast Affordable Living Strategy*; *Sunshine Coast Biodiversity Strategy*; *Sunshine Coast Open Space Strategy*; *Sunshine Coast Social Infrastructure Strategy* and the *Sunshine Coast Sustainable Transport Strategy*. Together, these strategies have informed planning for growth on the Sunshine Coast.

Figure 4: Major Projects



3.2.3 Population and employment assessment

Council undertakes regular and detailed assessments of population and employment data and projections to ensure that it is appropriately planning for growth.

Council's most recent review of its projections were in response to the census data and State government projections. This review indicated that the Sunshine Coast is expected to reach a population of approximately 500,000 people by 2041, requiring an additional 100,000 dwellings between 2016 and 2041. The review confirmed that these projections can be achieved through existing planning commitments and the preferred growth strategies outlined in council's *Preliminary Submission to the SEQ Regional Plan* (refer **Section 2.3** above).

This assessment also considered employment growth and projected that the Sunshine Coast is expected to provide approximately 195,000 jobs in 2041 with strong growth in the retail, accommodation and food services, professional services, education and training and health care sectors.

3.2.4 Sunshine Coast Planning Scheme 2014

The *Sunshine Coast Planning Scheme 2014* sets the framework to manage growth and development on the Sunshine Coast to 2031 (and beyond).

The Strategic framework in the planning scheme 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.

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

- the Beerwah Further Investigation Area
- the Beerwah/Caloundra South Further Investigation Area
- the Finland Road/Mudjimba West (Beerwah East) Further Investigation Area
- the Maroochydore to Caloundra Priority Transit Corridor.

3.2.5 Further investigations

The Further Investigations Areas identified in the *Sunshine Coast Planning Scheme* have been the focus of ongoing strategic planning which has been determined that:

- the Beerwah IGA offers opportunities for a range of urban uses and is recommended for inclusion in the Urban Footprint
- the Beerwah East IGA is the preferred long term growth option for the Sunshine Coast
- the Finland Road/Mudjimba West Further Investigation Area is subject to ongoing studies which are not resolved at this time
- the Maroochydore to Caloundra Priority Transit Corridor preliminary studies indicate that it offers potential for urban consolidation in conjunction with public transport infrastructure.

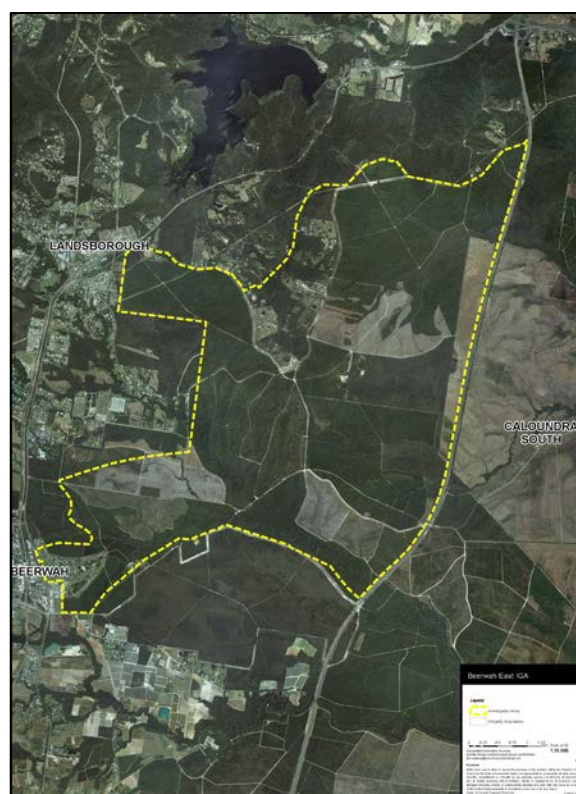
Additional information is provided below on two of the most critical projects relating to the Sunshine Coast (Beerwah East and Light Rail).

Beerwah East

Council is conducting ongoing investigations for the Beerwah East area as shown in **Figure 5** below. These investigations include:

- an analysis of constraints and opportunities
- consideration of economic needs
- analysis of transport and infrastructure requirements
- further consideration of native title and forestry issues.

Figure 5: Beerwah East Area



These investigations will inform the preparation of a draft structure plan for the area as the basis for further planning and discussions with the State government and other relevant stakeholders.

Light rail

Council is progressively undertaking a series of investigations and consultation towards establishing a light rail system within the Maroochydore to Caloundra Priority Transit Corridor. To date, a pre-feasibility study has been successfully completed, leading to community consultation on potential route options.

The community consultation has informed the basis of more detailed investigations which are underway, including costings for the proposed light rail and developing a planning strategy for the corridor. These investigations will inform a future business case for the light rail project.

The Light Rail project offers an opportunity to transform the coastal corridor, providing options for a range of affordable housing in integrated communities close to facilities, services and the beach. These opportunities are discussed in council's 'Urban Transformation' direction paper which is included as **Appendix 1**.

The following [video](#) provides an overview of council's vision on how urban growth on the Sunshine Coast should be managed into the future (follow hyperlink or go to YouTube and type in 'SEQ Regional Plan Sunshine Coast' to view).

The development of planning strategies is underway and will consider:

- a vision for the corridor, recognising opportunities for urban transformation
- five key elements for the corridor including a public transport spine, cross corridor connections, focussed renewal, reinforcing centres and enhancing pedestrian connectivity
- the strategy for the delivery of the corridor, including the identification of priority areas
- potential planning scheme amendments that may be required to implement the strategy.

These investigations are intended to inform future planning and discussions with the State government and other stakeholders.



Proposed light rail

4 Support for Shaping SEQ

Sunshine Coast Council supports:

- *ShapingSEQ* vision
- Identification and protection of inter-urban breaks
- Growth projections
- Economic directions
- Regional biodiversity corridors
- Great Places

4.1 Introduction

Sunshine Coast Council acknowledges the engagement that the Department of Infrastructure, Local Government and Planning (DILGP) and the Regional Planning Committee has undertaken in developing *ShapingSEQ*. Accordingly, many of council's policy and growth management positions have been considered in the drafting of the plan.

While the focus of this submission is primarily on identifying suggested amendments to *ShapingSEQ*, it is important to note that there are a range of proposals that the Sunshine Coast Council is highly supportive of in *ShapingSEQ* as outlined in the following sections.

4.2 A long term vision

The approach of having a 25 year plan guided by a 50 year vision for SEQ is supported. The 50 year vision for SEQ is considered to provide greater geographical context and intent and inter-relationships between places within the region. In particular, the vision to reinforce the identity and values of SEQ while creating an urban form that provides for more complete, prosperous and connected communities is supported.

4.3 Identification and protection of inter-urban breaks

Council has been advocating for the Moreton Bay–Sunshine Coast inter-urban break to be provided with more specific recognition in the SEQ Regional Plan (refer in particular to the joint *Moreton Bay Regional Council and Sunshine Coast Council preliminary submission to Draft SEQ Regional Plan, December 2014*).

ShapingSEQ recognises that there are regionally significant character, landscape, environmental, rural, tourism and recreational values associated with the Moreton Bay–Sunshine Coast inter-urban break that need to be retained.

Further, *ShapingSEQ* spatially identifies much of the inter-urban break in the mapping for sub-regional directions for the Metro sub-region and Northern sub-region (refer Figures 13 & 14 of *ShapingSEQ*). Council considers this approach as an important first step in providing for greater protection of the values and extent of the Moreton Bay–Sunshine Coast inter-urban break.

4.4 Sub-regional growth

Council's population and employment assessment generally aligns with the *ShapingSEQ* population and dwelling supply benchmark to 2041. *ShapingSEQ* suggests that the Sunshine Coast will grow to 495,000 people by 2041 which is similar to council's projections of approximately 500,000 by 2041. The draft plan also sets a dwelling supply benchmark of approximately 99,300 additional dwellings by 2041 which is similar to council's projections of approximately 100,000 additional dwellings by 2041.

Importantly, *ShapingSEQ* also provides for a dwelling supply benchmark of almost 65% of additional dwellings from 2011 to 2041 to be infill development (i.e. located in Existing Urban Areas). This degree of infill development is consistent with and supports council's planning framework that anticipates increased infill to support a dedicated or priority public transport corridor generally located on the coastal strip between Caloundra and Maroochydore and including Kawana. These infill benchmarks are therefore reliant on the delivery of significant transport infrastructure and the urban transformation of the coastal corridor.



Sunshine Coast University Hospital

Council also supports the inclusion of Beerwah East in the Urban Footprint as a long term option for major greenfield development integrated with an efficient transport system. Council also appreciates the need for planning of this important growth area to commence in the short term in collaboration with the State government and other stakeholders.

4.5 Economic directions

The economic vision, goals and initiatives outlined in *ShapingSEQ* under the “Prosper” theme are supported. The key elements of the vision – globally competitive economy, nurturing economic advantages and economically productive areas generally align with the *Sunshine Coast’s Regional Economic Development Strategy*.

For the Northern sub-region, *ShapingSEQ* identifies a number of characteristics including an “emerging national and global-oriented economy” which leverages major investments in “health and education infrastructure”. Whilst these characteristics are supported, additional wording is required to ensure that *ShapingSEQ* reflects the priorities identified in council’s Regional Economic Development Strategy.

ShapingSEQ also recognises Maroochydore as the Principal Regional Activity Centre for the Sunshine Coast which is strongly supported. Maroochydore City Centre, in conjunction with the expansion of the Sunshine Coast Airport and the proposed international submarine broadband cable, are ‘game changer’ projects for the Sunshine Coast and the region, providing opportunities for major investment and employment in high value industries which will grow the regional economy.

A greater emphasis in *ShapingSEQ* is placed on the need to plan for and measure employment growth, including for the first time in SEQ, employment planning benchmarks. While there are some issues with projections in some sectors, the overall employment planning benchmarks for the Sunshine Coast of 193,000 jobs by 2041 is generally consistent with council’s projected 195,000 jobs by 2041.



The proposed Maroochydore city centre main promenade and waterway

Importantly, *ShapingSEQ* has introduced the concept of Areas of Regional Economic Significance (ARES) being areas that contain significant levels of high value or trade focussed activity that enhance the region’s economy and are to be supported with responsive planning frameworks and investment in enabling infrastructure. This concept is supported, however further consideration is needed to ensure that the correct areas are identified for the Sunshine Coast.

In relation to enabling infrastructure, *ShapingSEQ* identifies the importance of the Sunshine Coast Airport to the Sunshine Coast economy and its relationship to the development of Maroochydore. *ShapingSEQ* also specifically supports council’s application to the Australian Communications and Media Authority to declare an offshore cable protection zone and landing point for an international submarine broadband cable connection.

The cable is recognised as providing for the first regional centre in Australia to obtain direct broadband connectivity to global markets in the Asia-Pacific and the United States which would significantly increase economic competitiveness for SEQ.

ShapingSEQ is generally reflective of the activity centres network provided for in council’s planning scheme, and in particular provides for appropriate recognition of Maroochydore as the Principal regional activity centre for the Sunshine Coast.

The simplification of the Knowledge and Technology precincts identified in *ShapingSEQ* which recognise the importance of the University of the Sunshine Coast and the Sunshine Coast University Hospital and health precinct is supported.

Council supports the revised nomination of Major Enterprise and industrial areas and, in particular the removal of the 'Forest Glen Business and Industrial Precinct' and 'Sippy Creek Enterprise area' as potential enterprise areas. These areas are constrained and are considered unsuitable for urban development.

4.6 Regional biodiversity corridors

ShapingSEQ identifies regional biodiversity corridors and includes strategies to avoid their fragmentation and maintain and enhance their values (as reflected in Goal 4: Sustain, Element 2: Biodiversity, page 68). This approach is supported and consistent with council's strategies relating to biodiversity protection.

Council also welcomes the opportunity provided to local government to investigate and refine these regional biodiversity corridors for consideration as Matters of Local Environmental Significance ("MLES") where Matters of State Environmental Significance ("MSES") do not exist (as provided for in Table 13, page 73 of *ShapingSEQ*).

This approach is considered an improvement to the current SEQ Regional Plan's nearest equivalent, the Strategic Rehabilitation Areas which, in comparison to proposed regional biodiversity corridors, have limited extent and purpose.

4.7 Great Places

The proposed inclusion of Great Places that showcase places of urban quality of regional importance is supported. Consideration should be given to the inclusion of the following amended list of Great Places in the final SEQ Regional Plan:

1. Maroochydore City Centre
2. Nambour Town Centre
3. Kawana Town Centre and Hospital
4. Sippy Downs Town Centre and University
5. Beerwah Town Centre



Caloundra's new proposed town square

6. Caloundra CBD and Kings Beach
7. Mooloolaba esplanade and spit
8. Blackall Range townships (Maleny, Mapleton, Montville, Flaxton)
9. Yandina
10. Landsborough
11. Palmwoods
12. Eumundi
13. Kenilworth

5 Key issues and recommendations

Key issues include:

- the Moreton Bay–Sunshine Coast inter-urban break extent
- Halls Creek Potential Future Growth Area
- future planning for Beerwah East
- the land supply monitoring program
- the sectoral split of employment projections
- the Areas of Regional Economic Significance
- centres, knowledge and enterprise areas.

5.1 Introduction

While many of the initiatives and provisions of *ShapingSEQ* are supported, there are a range of outstanding and other concerns that council would like considered in the finalisation of *Shaping SEQ* and which form the core of council's submission.

5.2 Protection of Moreton Bay–Sunshine Coast inter-urban break

Council supports the recognition of regional inter-urban breaks in *ShapingSEQ*. To strengthen this recognition, it is considered that the 50 year vision for SEQ should provide for some recognition of the importance of the inter-urban breaks and their role in protecting the unique identity and character of sub-regions.

It is noted that the inter-urban breaks are recognised in the 25 year vision, however there is no recognition in the 50 year vision.

Council welcomes the approach taken in *ShapingSEQ*, to generally map the extent of inter-urban breaks in SEQ, and in particular recognising that the Moreton Bay–Sunshine Coast inter-urban break has considerable values that need to be protected.

The values and extent of the Moreton Bay–Sunshine Coast inter-urban break are comprehensively documented in the joint submission made by Moreton Bay Regional Council and Sunshine Coast Council in December 2014 (The '*SEQ Regional Plan Review Preliminary submission – Moreton Bay to Sunshine Coast Regional inter-urban break*').

Reference is made to that preliminary submission and its accompanying economic, environmental and other studies that provide a rational and justifiable basis for defining the values and boundaries of the inter-urban break.

To summarise the outcomes of the joint preliminary submission, the purpose of the inter-urban break is to retain its considerable range of non-urban values, notably:

- landscape values (as a non-urban break between Brisbane and the Sunshine Coast)
- environmental values including the protection of water courses, wetlands and water quality in Pumicestone Passage
- cultural values including Aboriginal cultural heritage, village settlements, traditional rural activities providing a link to the past
- use values including nature based tourism and recreation, food production and rural living areas
- economic values (which were conservatively valued by SGS Economics & Planning to be worth at least \$5 billion to the SEQ economy, with capacity to grow).

While urban development in sensitive environmental areas would compromise these values, existing uses are compatible with the landscape values, as are a range of other uses into the future. This area is expected to be an evolving landscape over time and can, for instance, provide for a much valued green space for greater Brisbane's growing recreation needs into the future.



Moreton Bay–Sunshine Coast inter-urban break

It is also important to note that the value of the inter-urban break is greater than the sum of its parts and is not simply the view of the pine forests as seen from the Bruce Highway. Its true value lies in the inter-connectedness of all of its parts from the hinterland rural areas surrounding the Glass House Mountains to the riparian and biodiversity corridors flowing to the Pumicestone Passage.

It is further understood that Noosa Council is highly supportive of the maintenance of the full extent of the Moreton Bay–Sunshine Coast inter-urban break.

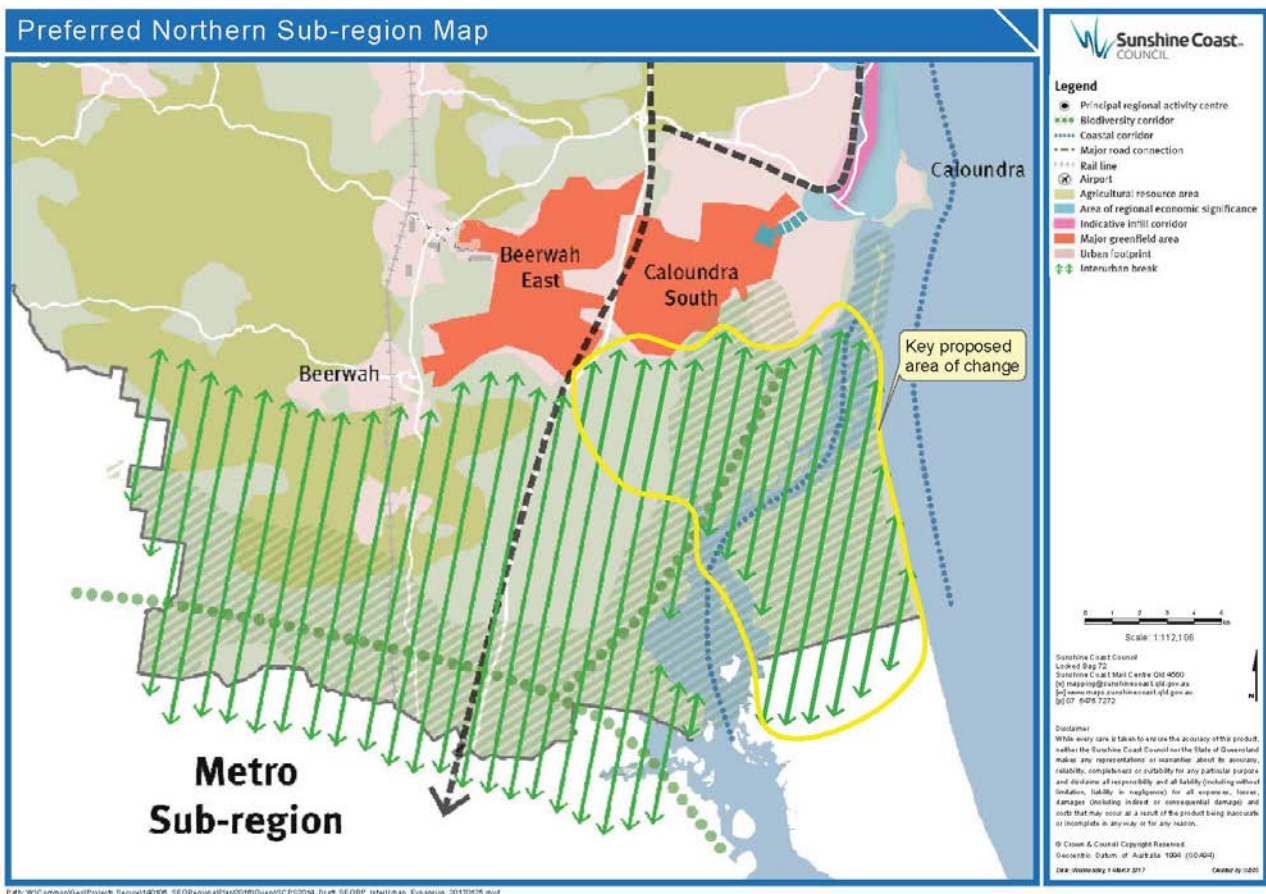
For the reasons outlined above, concern is therefore raised about the extent of the Moreton Bay–Sunshine Coast inter-urban break depicted in *ShapingSEQ*, which appears to exclude the Halls Creek Potential Future Growth Area and the northern part of Bribie Island, both of which are considered to be part of the inter-urban break.

Additional areas within the Moreton Bay Regional Council area also appear to be excluded where there are Potential Future Growth Areas.

To ensure that the full values of the inter-urban break are protected, it is critical that the full extent of the Moreton Bay–Sunshine Coast inter-urban break is protected into perpetuity. Council’s preferred extent for the Moreton Bay–Sunshine Coast inter-urban break is shown in **Figure 6**.

It is further noted that *ShapingSEQ* indicates that the extent of and the values of the inter-urban break will be investigated by the State government with Moreton Bay Regional Council and Sunshine Coast Council, to ensure its long-term protection. While council is supportive of the intention for additional protection of the inter-urban break and acknowledges the need to engage further with the State government on the issue, there is a concern that this action in *ShapingSEQ* could replicate work that has already been undertaken and creates a process which could result in the further erosion of the extent of the inter-urban break despite the collective positions of councils and their communities.

Figure 6: Amended inter-urban break boundaries



In relation to the terminology used to describe the inter-urban break in *ShapingSEQ*, Council would prefer that references to it 'separating' the distinctive character of the Northern sub-region from the Metro sub-region were avoided. The Sunshine Coast does not seek to separate itself from the rest of SEQ, but rather, ensure it maintains its defined identity whilst being connected to SEQ and elsewhere.

Recommendation 1

Amend the 50-year vision for SEQ (Chapter 2, page 23, 4th & 5th paragraphs) to recognise the outcomes of successfully maintaining inter-urban breaks, as follows:

'SEQ's centre will be a major metropolitan area anchored by Brisbane—Australia's Newest World City—and the Logan, Moreton Bay and Redland municipalities. Major cities will be located on the Gold Coast and Sunshine Coast along our great coastline, and inland, at Ipswich. Toowoomba, a major city situated on the crest of the Great Dividing Range, will connect SEQ with the west and provide a temperate climate alternative in the region.

Framing these cities will be our magnificent rural and natural areas, including Noosa, Lockyer, Somerset and Scenic Rim, which contain prosperous and attractive towns and villages. These areas will be vital to the success of our region, as they contain our food bowl, major biodiversity and conservation areas, regional landscapes, waterways and beaches, agriculture, natural resources, and tourism and recreation opportunities. Inter-urban breaks further define the sub-regions, including a generous inter-urban break in the Northern sub-region which protects the landscape setting of the heritage-listed Glass House Mountains National Park and water quality of the Ramsar listed wetlands of the Pumicestone Passage, and provides for agricultural production and forestry, tourism and outdoor recreation to meet the needs of the growing region.'

Recommendation 2

Amend the extent of the Moreton Bay-Sunshine Coast inter-urban break to include the area generally east of the Bruce Highway, north of Coochin Creek and south of Bells Creek Road and including Bribie Island North in the inter-urban break on *Map 4b – Regional landscape values* and *Figure 14 – Northern sub-region* in *ShapingSEQ*, as generally depicted on **Figure 6**.

Recommendation 3

Amend the following matters relating to the further investigation of the Moreton Bay-Sunshine Coast inter-urban break:

Chapter 3, Metro sub-region directions, section 16, inter-urban break, last paragraph (page 96) & Chapter 3, Northern sub-region directions, section 12, inter-urban break, last paragraph (page 103) as follows:-

'The Queensland Government will work with Moreton Bay Regional Council and Sunshine Coast Council to investigate confirm the extent and values of this inter-urban break and investigate mechanisms to ensure its long-term protection, coordinated management and greater utilisation in accordance with its stated values.'

Chapter 4, Delivery, Table 22: Implementation actions, Moreton Bay-Sunshine Coast inter-urban break investigation, page 124:-

(Column 1, Purpose): *Northern inter-urban break ~~investigation~~ protection*

To ~~determine~~ confirm the extent and values of SEQ's northern inter-urban break to ensure long-term protection.

(Column 2 Actions): *DILGP to work with Moreton Bay Regional Council (MBRC) and Sunshine Coast Council (SCC) to ~~determine~~ confirm the extent and values of the Moreton Bay-Sunshine Coast inter-urban break and identify additional means of successfully managing and securing it for the long-term.*

Recommendation 4

Remove references in *ShapingSEQ* to the Moreton Bay–Sunshine Coast inter-urban break ‘separating’ the distinctive character of the Northern sub-region from the Metro sub-region, including in the following sections:

- Chapter 2, Sustain, paragraph 4, page 25;
- Chapter 3, Table 13: Regional landscapes and natural assets, Inter-urban breaks, paragraph 1, page 74;
- Chapter 3, Part 3, Metro sub-region directions, section 16 Inter-urban break, paragraph 1, page 96;
- Chapter 3, Part 3, Northern sub-region directions, section 12 Inter-urban break, paragraph 1, page 103; and
- Chapter 5, Glossary, ‘Inter-urban break’, page 143.

5.3 Halls Creek Potential Future Growth Area

ShapingSEQ identifies Potential Future Growth Areas (‘PFGA’) across the region which “may be needed to accommodate future urban growth”.

The *ShapingSEQ* attempts to provide assurances that a PFGA is not a development commitment and is not required to accommodate the dwelling supply or employment benchmarks. However, it nevertheless indicates that PFGAs will be investigated for urban purposes during the life of *ShapingSEQ* should the Queensland Government’s proposed annual monitoring of land supply and development activity indicate that infill or other benchmarks may not be accommodated. This raises a number of concerns, as follows:

- that a short term (i.e. annual) land supply monitoring program may indicate a notional lack of supply which may be due to market demand issues, withholding of land or infrastructure availability rather than any longer term supply issues, and that the solution would be to investigate PFGAs rather than consider these other factors

- that greenfield developments might be considered by the State government as a substitute to achieving infill redevelopment, which appears inconsistent with *ShapingSEQ*’s objectives for the next 25 years for a consolidated urban structure and undermines the strategies relating to efficient land use
- it implies that the PFGAs are the next logical greenfield areas to consider regardless of their suitability or otherwise for urban development.

Linking the timing for the delivery of a PFGA to an unknown land supply monitoring program is simplistic, problematic and without justification. The suitability and timing for the delivery of PFGAs will need to be determined through comprehensive assessments of land supply, market trends, local planning and circumstances. This assessment will need to be undertaken in close consultation with local councils and communities who have specific planning strategies for their area. It is recommended that *ShapingSEQ* is amended to remove the link between PFGAs and the yet to be developed land supply and monitoring program.

Of critical concern to council is the identification of the Halls Creek PFGA in *ShapingSEQ*.

The identification of Halls Creek as a PFGA is considerably at odds with the clear and long-standing position of Council and its predecessors as outlined in Council’s preliminary submission, that Halls Creek is not an appropriate area for urban development due to the impact on the integrity of the inter-urban break, poor location from a transport accessibility perspective and serious potential for adverse water quality impacts on the Pumicestone Passage.



Coochin Creek

These concerns and the supporting evidence have been presented to the Department in the *Preliminary Submission to the SEQ Regional Plan (December 2014)* as summarised in **Section 2.3** above. The contents of this document are referred to for the purposes of this submission to substantiate the lack of suitability of Halls Creek as an urban development site.

It should be noted that not only is Halls Creek an unsuitable site for urban development, council's assessments indicate that it is also not required to meet the growth needs of the Sunshine Coast in the 25 year planning timeframe of *ShapingSEQ*. Council's growth strategies are aimed at consolidating growth in existing urban centres and along key transport corridors and to decrease reliance on greenfield developments to cater for growth.

Council can appreciate that other areas within SEQ may require PFGAs to identify and preserve growth options beyond 25 years (and possibly earlier). However, the Sunshine Coast already has new major greenfield areas coming on line, notably, Caloundra South (approximately 20,000 dwellings), Palmview (approximately 7,000 dwellings), and other growth areas such as Pelican Waters Southern Lakes with 1,700 dwellings. These growth fronts alone represent a substantive increase to the existing permanent residential dwellings on the Sunshine Coast.

In addition to this, Beerwah East is now proposed to be included in the Urban Footprint, providing capacity for a further 20,000 greenfield dwellings into the future. The Sunshine Coast therefore has substantial greenfield (and infill) development options both in relative and actual terms that provide for decades of supply.

The PFGAs are intended to protect potential growth areas from fragmentation. However, there is very little risk that Halls Creek could be fragmented (with minimum 100 hectare lot provisions in place) or developed for purposes that might otherwise compromise a possible future investigation for urban purposes if it were to be removed as a PFGA.

Halls Creek should therefore be removed as a PFGA primarily on the basis that the site is unsuitable for urban development.

Sufficient long term growth options also exist on the Sunshine Coast to 2041 and beyond and there is ample time to adjust the SEQ Regional Plan if necessary over time.

The proposed continued recognition of Halls Creek in the SEQ Regional Plan is not only unnecessary but continues to raise expectations for landowners and intensifies community concerns.

Recommendation 5

Delete reference in *ShapingSEQ* to Potential Future Growth Areas being investigated for urban purposes should 15 year dwelling supply benchmarks not be achieved, as follows:

- Chapter 3, Potential Future Growth Areas (paragraph 3, page 38) & Chapter 4, Delivery, Development areas in SEQ, Potential Future Growth Areas (paragraph 3, page 137):

~~'The intent is to protect their future potential, not to promote or support their investigation for urban purposes during the life of *ShapingSEQ*, unless the Queensland Government's monitoring of land supply and development activity indicates infill or other benchmarks may not be accommodated.'~~

- Chapter 5, Glossary, definition of 'Potential Future Growth Areas' (page 144):

~~'Areas outside of the Urban Footprint that may be needed to accommodate future urban growth and are protected for their future potential but suitable for future urban growth, subject to further investigation and dwelling supply analysis as determined by the Queensland Government. These areas are not expected to be needed to accommodate dwelling supply or employment planning benchmarks of *ShapingSEQ* to 2041.'~~

Recommendation 6

Remove Halls Creek as a Potential Future Growth Area, including the deletion of references to Halls Creek in the following sections of *ShapingSEQ*:

- Table 5: Potential Future Growth Areas (page 38)
- Figure 7 - Potential Future Growth Areas (page 38)
- Figure 14 – Northern sub-region (page 100)
- Section 4 of Sub-regional outcomes for Northern sub-region (page 101)

5.4 Beerwah East

Beerwah East is considered a suitable long term development front primarily because it builds on existing and future rail, provides for an interconnected road network, is located outside of the inter-urban break can address water quality objectives and has capacity to deliver long term growth needs for the Sunshine Coast.

The proposed inclusion of Beerwah East in the Urban Footprint is consistent with council's advocacy for it to be a long term greenfield development area, and in particular, in strong preference to the inclusion of Halls Creek in the Urban Footprint (noting that the current SEQ Regional Plan states that a decision between Beerwah East and Halls Creek had to be made to accommodate long term growth).

While council's assessment indicates that Beerwah East would not be required for urban development until 2031 or beyond, it is noted that *ShapingSEQ* intends that relevant parts of Beerwah East be available for urban development 'within the next decade' (i.e. 2027).

Regardless of these concerns about timing, given the lead times to deliver a development of this scale, it is considered prudent to start planning for the development of Beerwah East so that it may be available for development at the appropriate time. Indeed, council has already initiated a series of baseline studies to further understand the constraints and opportunities for urban development of Beerwah East and is ready to collaborate on its future planning.



Beerwah East

As with any greenfield site, there are a number of issues that need to be resolved at Beerwah East including native title and forestry issues, environmental matters and infrastructure. These issues will take some time to resolve, therefore, it is appropriate to commence resolving these.

It is noted that structure planning of Beerwah East is expected to be a council led process in partnership with the state and private sector. Council appreciates having a lead role in structure planning of Beerwah East but requires clarification of the statutory and governance arrangements that will be in place.

For instance, it is noted that Beerwah East is nominated as a Major Development Area (MDA) - a superseded statutory provision. If council is to take on a lead role in structure planning, then dedicated and coordinated state agency involvement is required.

Recommendation 7

That *ShapingSEQ* clarify the intended statutory and governance arrangements for structure planning of Beerwah East.

5.5 Dwelling supply benchmarks

The population and dwelling projections in *ShapingSEQ* for the Sunshine Coast are generally consistent with council's Population and Employment Assessment. However, council recognises that the delivery of this growth will provide some challenges for the Sunshine Coast.

ShapingSEQ identifies that additional dwellings are intended to be provided at 65% infill and 35% greenfield development on the Sunshine Coast.

Whilst council supports the move to more infill development, it is also recognised that this ratio represents a significant shift towards infill development for the Sunshine Coast.

Achieving this change will require transformation in existing urban areas, particularly along the coastal corridor. In particular, this corridor offers opportunities for a range of housing products including the “missing middle” identified in *ShapingSEQ*.

The delivery of additional infill is also reliant on the provision of new infrastructure, particularly the Maroochydore to Caloundra Priority Transit Corridor (light rail). Council is currently undertaking investigations to inform a Business Case for the light rail project as outlined in **Section 3.2.5** of this submission.

It is understood that the terms ‘infill’ and ‘greenfield’ in *ShapingSEQ* are more of a measurement tool than a planning term. For instance, some large new greenfield estates (for example, the final stages of Pelican Waters) will be counted as ‘infill’ because they are in an ‘Existing Urban Area’ whereas conversion of detached housing to multiple dwelling units in railway towns of Beerburum, Glass House Mountains, Beerwah (a Major regional activity centre in *ShapingSEQ*), Landsborough, Mooloolah, Palmwoods and Yandina, will be counted as ‘greenfield’ development since they are not located in an ‘Existing Urban Area’.

The limitations of this approach to measuring infill and greenfield are recognised in *ShapingSEQ*, which considers the use of Existing Urban Areas as a ‘close as practicable’ measure and a convenient measurement tool that does not directly provide a basis for land use planning decision making. It is important that these limitations are acknowledged in the proposed Land Supply and Development Monitoring Program which will measure infill and greenfield dwelling supply annually to ensure that 15 years supply and the benchmarks can be accommodated.

It is also important that any Land Supply Monitoring Program recognises local circumstances including in respect to land ownership and development release strategies and planning intentions to ensure that the program is locally relevant. Sunshine Coast Council have developed a land use planning focussed monitoring tool which is regularly reviewed to determine the supply of dwellings (and employment) over time and this should be referred to as well as other modelling tools.

In relation to the Sunshine Coast, regard should also be given to the role of secondary dwellings in urban areas and ensuring that these and other forms of housing are reflected in dwelling capacity assumptions and monitoring. Councils are in a position to accurately inform on the relevant carrying capacity of localities.

Council would welcome the opportunity to work with the State government to develop a comprehensive but flexible model to measure growth across the region. Significantly more funding than has traditionally been allocated to land supply monitoring within SEQ will be required to achieve the intended outcomes and approach in *ShapingSEQ*.

Recommendation 8

That the proposed Land Supply Monitoring Program is developed in close consultation with local councils to ensure that the Program recognises local circumstances and planning intentions and is locally relevant, as well as being appropriately resourced.

5.6 Employment benchmarks

ShapingSEQ also provides employment planning benchmarks by sector and by local government area. Whilst the total number of jobs projected for the Sunshine Coast is consistent with council projections, there are significant differences in the sectoral split of employment for the Sunshine Coast.

Council’s assessment of *ShapingSEQ*’s projections identifies an over-representation of industrial employment both for the Sunshine Coast and the SEQ region.

In particular, jobs growth in construction, electricity, gas, water and waste services and manufacturing is optimistic whilst jobs growth in retail trade, accommodation and food services and financial and insurance services is pessimistic.

These projections appear not to consider the following trends:

- Manufacturing jobs have been increasing at a much slower rate than population growth due to decreasing global competitiveness and this situation is projected to continue
- Electricity, gas, water and waste services will not increase at more than three times the population growth rate. This sector is becoming more capital intensive and less labour intensive
- Construction jobs should not be increasing at rates above the population growth rate in circumstances where the rate of population growth is decreasing over time
- Retail jobs should not be growing at 0.3% per annum when population growth is averaging 2.1% per annum on the Sunshine Coast and retail expenditure growth will average 2.6% per annum
- Financial and insurance services are expected to increase at more than 0.3% per annum.

It is noted that these projections could have an impact on planning for employment on the Sunshine Coast. A significant increase in industrial job growth would require more industrial land than currently identified. However, *ShapingSEQ* suggests that the Sunshine Coast has an adequate amount of industrial land to 2041. There appears to be a mismatch between projections and the draft plan's assessment of industrial land requirements.

It is noted that the Sunshine Coast is not expected to have a significant increase in manufacturing jobs and therefore, council's Population and Employment Assessment suggests that there is sufficient industrial land to meet needs in the short to medium term. Longer term opportunities for industrial land are being considered at Beerwah East.



Sunshine Coast proposed light rail

'It is recommended that consideration is given to removing the sectoral based employment projections for SEQ.

Recommendation 9

Remove sectoral based employment projections.

5.7 Areas of Regional Economic Significance

The *ShapingSEQ* nominates two Areas of Regional Economic Significance (ARES) on the Sunshine Coast; the Maroochydore – Kuluin and Buderim North Economic Cluster and the Kawana Economic. These ARES are intended to be “*economic and employment areas important to the region because they contain a concentration of significant economic activity*”.

A number of factors that determine how ARES were identified are outlined in supporting documents to *ShapingSEQ*. An assessment of the proposed ARES on the Sunshine Coast against these factors has been carried out and included as **Appendix 2**. This assessment indicates that the proposed Maroochydore to Kuluin ARES may not meet a number of the criteria outlined in *ShapingSEQ*, primarily as it does not (or is unlikely to) support high levels of specialisation in one or more high-value industry sectors.

The proposed Kawana ARES, however meets the criteria and it is considered appropriately identified as an ARES.

The *Sunshine Coast Regional Economic Development Strategy*, the *Sunshine Coast Planning Scheme* and councils' *Preliminary Submission to the SEQ Regional Plan Review* recognise the economic importance of the growing Enterprise Corridor between the Sunshine Coast Airport and Caloundra South.

The *Regional Economic Development Strategy* indicates that this area will be a focus for economic development and employment. It links a number of centres, employment areas and 'game changer' projects to contribute to the local and regional economy. The corridor is intended to be the focus for a range of high value industries including health, education, tourism, sport, knowledge industries, professional services, aviation and clean technologies.

The *Sunshine Coast Planning Scheme* recognises the importance of this corridor and facilitates development through the zoning and planning provisions.

An assessment of the potential for the Sunshine Coast Enterprise Corridor against the criteria for ARES has been undertaken and included in **Appendix 3**.

It is recommended that *ShapingSEQ* is amended to identify the Sunshine Coast Enterprise Corridor as an ARES including economic clusters at Maroochydore, Kawana and Caloundra, and with linkages to Sippy Downs and Sunshine Coast Airport. Additional wording should also be included to recognise the role of this corridor in providing a focus for new high value industries.

It is noted that future consideration may need to be given to extending this ARES to Caloundra South and Beerwah East in conjunction with further planning for a priority transit corridor connecting these areas to the coastal corridor.



The proposed Maroochydore city centre featuring a network of city streets, waterways and parks

Recommendation 10

Undertake consequential amendments to the Northern sub-region directions (Section 6, page 102) by deleting subsections "a." and "b.", and inserting:

The Area of Regional Economic Significance is the Sunshine Coast Enterprise Corridor which includes economic clusters at Maroochydore, Kawana and Caloundra. This area is the key area for economic development to promote investment in high value industries including health, education, tourism, knowledge industries, professional services and clean technologies.

The emerging Maroochydore City Centre at the heart of the Maroochydore Principal regional activity centre will provide the new city heart for the subregion, providing a focus for regional economic, innovation and employment opportunities. Maroochydore City Centre is a transformative and regionally significant project that will increase employment, improve accessibility and deliver wide spread economic and community benefits. Delivering the passenger transport trunk corridor and high levels of connectivity with the upgraded Sunshine Coast Airport and aviation cluster at Marcoola will create further opportunities to accelerate economic development and reinforce Maroochydore's role as the primary centre for the Sunshine Coast. The aviation cluster at Marcoola will expand over time to provide a precinct that supports the Sunshine Coast Airport and facilitates growth of high value industries in the region.

The Kawana economic cluster supports priority sectors of health and professional services. Delivering the passenger transport trunk corridor and Kawana town centre will both accelerate economic activity in this cluster.

Caloundra is the dominant major regional centre for the southern part of the sub-region providing a wide mix of tourism, health care, aviation, sport, recreation, cultural, commercial, education, employment and service activities. The passenger transport trunk corridor has the opportunity to integrate with the town centre and increase economic activity in the cluster.

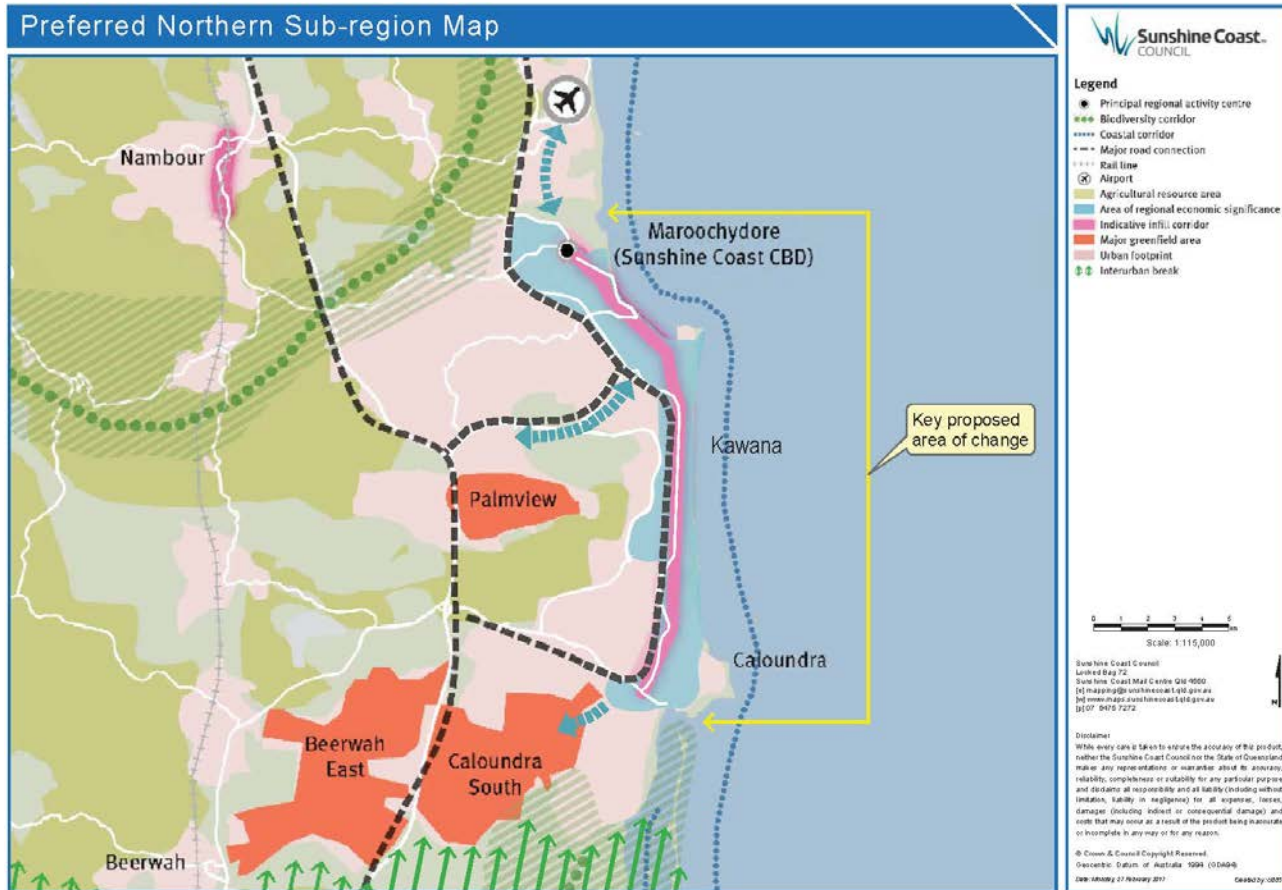
Sippy Downs as a key location for research, education, learning, innovation and investment that supports an appropriate mix of university based business, employment, and community activities creates further economic development opportunities for key centres within the Sunshine Coast Enterprise Corridor.

The Sunshine Coast Enterprise Corridor may extend south-west in the future to recognise economic activity in and around emerging communities and any delivery of passenger transport trunk corridor to Maroochydore from Beerwah.

Recommendation 11

Amend the Areas of Regional Economic Significance for the Sunshine Coast, shown on Figure 14 in *ShapingSEQ*, to reflect the Sunshine Coast Enterprise Corridor extending from Maroochydore to Caloundra via Kawana, with linkages to Sippy Downs and the Sunshine Coast Airport.

Figure 7: Amended Areas of Regional Economic Significance



5.8 Centres, Knowledge and Enterprise Areas

The centres network outlined in *ShapingSEQ* for the Sunshine Coast is consistent with the *Sunshine Coast Planning Scheme* which recognises the following regional centres:

- Principal Regional Activity Centre (“PRAC”) – Maroochydore
- Major Regional Activity Centre (“MRAC”) – Nambour, Sippy Downs, Kawana, Caloundra, Caloundra South and Beerwah.

Council strongly supports *ShapingSEQ*’s recognition of Maroochydore as the Sunshine Coast CBD and its role as a key focal point for regional employment and critical regional services. To strengthen this position, it is recommended that additional wording is added to the intent statement for Maroochydore in the Northern Sub-region as outlined in Recommendation 10 above.

Council also strongly supports the Major centre designations outlined in *ShapingSEQ* for the Sunshine Coast for Nambour, Sippy Downs, Kawana, Caloundra, Beerwah and the proposed Caloundra South centre. These centres provide important investment and employment centres for the Sunshine Coast to support Maroochydore Principal Regional Activity Centre.

As planning continues for the coastal corridor, it is recognised that further consideration may need to be given to centres and employment in this corridor.

Whilst Maroochydore should continue to be the dominant centre and focus for growth, opportunities may exist in conjunction with the light rail project to grow facilities, services and jobs in key locations.

Further planning is also underway for Beerwah East. Preliminary planning suggests that this growth area may require a Major regional activity centre, two (2) District activity centres and a number of Local activity centres. The timing for the delivery of the Major regional activity centre would be medium term, however further planning will be required in the short term to determine planning and infrastructure needs.

Whilst no additions are recommended to the centres network at this time, council supports the State government’s proposal to undertake a Centres Review to determine long term planning and infrastructure commitments for new centres in the region. This review should be a high priority action for the region.

Council supports the Major Enterprise and Industrial areas in *ShapingSEQ* and, in particular, the removal of the Forest Glen West and Sippy Creek potential areas. However, it should be noted that further consideration is being given to additional enterprise and industry areas within Beerwah East. These areas would complement the proposed Beerwah East centres and the nearby Caloundra and Caloundra south enterprise and industry areas. This planning will take some time and it is expected that this planning will inform future SEQ Regional Plan reviews.

Recommendation 12

That the State government establish a process to work with councils to identify potential new Regional Activity Centres for the Sunshine Coast as a matter of priority.

5.9 Infrastructure

ShapingSEQ is specific about dwelling benchmarks and expectations for growth in each sub-region of SEQ, yet in contrast, is reasonably broad and non-committal about infrastructure required to service that growth other than to largely acknowledge existing and proposed infrastructure and reinforce current approaches to better utilisation of infrastructure and seeking innovative funding approaches. Prioritisation and funding of infrastructure is proposed to be referred to the State Infrastructure Plan (“SIP”).

Despite the substantive growth planned for SEQ, there is a lack of a clear set of infrastructure commitments and proposed timing as there was, for example, between 2005-2010 with the former South East Queensland Infrastructure Plan and Program. The proposed monitoring of land supply and employment benchmarks should also occur in conjunction with monitoring of the delivery of critical infrastructure, given the obvious relationship between these matters.

In the past, infrastructure planning in the SEQ Regional Plan assisted with directing growth, for example, to the Western Corridor through significant rail and road investments. An integrated infrastructure plan and program for SEQ can therefore influence planning outcomes and assist with policy directions.

In relation to transport elements identified for the Sunshine Coast on Map 3 and 3a (Strategic passenger transport (PT) system 2016-2041), there is concern about the 'blurring' of the CAMCOS alignment and the Maroochydore to Caloundra Quality Public Transport Corridor / Light Rail Corridor into one (which is presumably the 'Maroochydore-Caloundra passenger transport corridor' referred to in the Sub-region directions, which is also noted as potentially linking to Beerwah).

These are two very distinct transport corridors that serve different purposes – CAMCOS is a high speed, right-of-way passenger rail corridor suited to heavy rail linking Beerwah with Maroochydore and the Sunshine Coast Airport, while the latter is an in-road transport corridor suited to light rail primarily linking Maroochydore with Caloundra. Both corridors need to be recognised in *ShapingSEQ*.

There is further concern about the Beerwah to Nambour section of the North Coast Rail upgrade which, despite being mentioned in the sub-regional directions, is not depicted as a Future passenger transport trunk corridor on Map 3 and 3a. This upgrade is also a commitment in Infrastructure Australia's priority list and further recognised in the State Infrastructure Plan. The depiction of transport corridors and transport services on Map 3 and 3a is confusing on one map and should be separated.

The significant positive impact that the expansion of the Sunshine Coast Airport will have on the local and regional economy needs to be recognised, not only as enabling infrastructure for the development of Maroochydore City Centre, but also in terms of tourism and agribusiness opportunities and further supported by an expanded aviation precinct that facilitates growth of high value industries in the region.

It is recognised that infrastructure delivery will necessitate a variety of funding mechanisms, including infrastructure partnerships between the government and private sectors.



Sunshine Coast Airport

Recommendation 13

That *ShapingSEQ* be supported with a specific SEQ infrastructure plan and program that identifies required regional infrastructure to support the required growth and that the planning and delivery of this infrastructure be monitored in conjunction with the proposed Land Supply and Development Monitoring Program.

Recommendation 14

Amend Map 3 & 3a (Strategic passenger transport (PT) system 2016-2041), page 59 & 60, to include the following:

- The separate identification of the CAMCOS corridor and the Maroochydore to Caloundra Quality Public Transport Corridor / Light Rail Corridor both as 'Future passenger transport trunk corridor'
- The identification of the Beerwah to Nambour section of the Beerburum to Nambour North Coast Rail upgrade as a 'Future passenger transport trunk corridor'
- The removal of the 'Future passenger transport trunk service' and its inclusion on a new map or maps.

Amend Priority regional infrastructure for Northern sub-region (Section 9, page 102) to include the separate recognition of CAMCOS and the Maroochydore to Caloundra Quality Public Transport Corridor/Light Rail Corridor and also include the upgrade of the Sunshine Coast International Airport.

5.10 Rural enterprise areas

It is noted that the *Draft South East Queensland Regional Plan 2016 State Planning Regulatory Provisions* are proposing a change in terminology from 'rural precincts' to 'rural enterprise areas'. It is understood that subdivision of land within a rural enterprise area is to be consistent with a rural enterprise plan approved by the Minister.

Council is currently undertaking an investigation into the future use of the Sunshine Coast canelands and is considering a range of innovative landscape management measures, including the potential to utilise the concept of transferable development rights. Confirmation is therefore sought that rural enterprise areas would be able to accommodate such initiatives.

Further confirmation is also sought about the intent and application of the rural enterprise area in enabling lot sizes in particular locations (subject to State approval) to be reflective of productive agricultural capacity of the land and viable farm sizes.

Recommendation 15

Confirm that the intent and application of rural enterprise areas will facilitate innovative landscape management measures and allow for lot sizes that reflect the productive agricultural capacity of land and viable farm size.

6 Urban Footprint and Rural Living Areas

6.1 Introduction

ShapingSEQ proposes a range of additions to the Urban Footprint. On the Sunshine Coast, the proposed additions to the Urban Footprint amount to approximately 3,800 hectares, the majority of which is at Beerwah East (approximately 3,180 hectares), with the remaining approximately 620 hectares concentrated around railway townships with some additions at Bli Bli and hinterland towns.

6.2 Local Area Investigations

As part of the *Preliminary Submission to the SEQ Regional Plan review December 2014*, council undertook investigations into potential expansions of the Urban Footprint.

These investigations, termed Local Area Investigations, were informed by submissions that council had received to the draft Sunshine Coast Planning Scheme and where council had agreed to further investigate the potential of sites for their inclusion in the Urban Footprint or Rural Living Area in the SEQ Regional Plan review.

The Local Area Investigations were based on a comprehensive review of site based conditions, infrastructure and demand assessments, and led to the recommendation of potential growth areas as follows:

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

A range of other smaller areas were identified as anomalies that needed to be corrected (i.e. where there was an existing urban zoning or development in place for example).



6.3 Urban Footprint

The recommendations of the Local Investigation Areas have informed *ShapingSEQ* with the vast majority of these areas being proposed as expansions to the Urban Footprint in railway townships, Bli Bli, Mapleton, Kenilworth and correcting anomalies in other locations.

The proposed expansion of the Urban Footprint in those locations is therefore supported as they are consistent with council investigations. However, further consideration should be given to areas that were recommended by Council for inclusion in the Urban Footprint but were not reflected in *ShapingSEQ*.

6.4 Rural Living Areas

Despite previous representations by Council, *ShapingSEQ* does not include any proposed new Rural Living Areas on the Sunshine Coast. This is understood to be on the basis of *Background paper 1: Grow* which acknowledges that while rural residential provides a lifestyle choice to residents in rural areas, rural residential development is not supported on the urban fringe due to fragmentation and the subsequent constraints for urban growth.

Council considers that rural residential housing is an important form of housing in the region and supports growth of hinterland townships and therefore requests that the areas that were previously recommended by Council for inclusion in Rural Living Areas, but were not reflected in *ShapingSEQ*, be reconsidered for inclusion in the final *ShapingSEQ*.

6.5 Next steps

Council requests that further consideration be given to previous representations that were made by council on Local Investigation Areas for additions to the Urban Footprint and Rural Living Areas that were not reflected in *ShapingSEQ*.

The State government will also receive submissions on *ShapingSEQ* from landholders seeking inclusion of land in the Urban Footprint or Rural Living Area. Some of these submissions may already relate to investigations that have been undertaken by council previously.

In addition, council requests further discussions with the State government should there be any intent to include additional areas within the Urban Footprint or Rural Living Areas.

7 Conclusion

This submission identifies those matters in *ShapingSEQ* that are considered to be of critical importance to the Sunshine Coast Council and the community. These representations build on council's *Preliminary Submission to the SEQ Regional Plan December 2014*.

Council acknowledges the on-going engagement with the State government in developing *ShapingSEQ* and supports a range of the proposals outlined in the document, including:

- a long term vision for the SEQ region
- identification and protection of inter-urban breaks
- population and dwelling benchmarks
- economic vision and initiatives
- regional biodiversity corridors.

While many of the initiatives and provisions of *ShapingSEQ* are supported, there are a range of matters that council would like considered in the finalisation of *ShapingSEQ*, including:

- amending *ShapingSEQ* to recognise the full extent of the Moreton Bay–Sunshine Coast inter-urban break
- removing the Halls Creek PFGA as it is unsuitable for urban development and otherwise not needed to meet growth needs to 2041
- clarifying the intended statutory and governance arrangements for structure planning for Beerwah East
- developing the land supply monitoring program in close consultation with councils to ensure it takes appropriate account of local circumstances
- removing employment projections by sectoral split
- amending the ARES for the Sunshine Coast to reflect the Sunshine Coast Enterprise Corridor and identify opportunities to establish a larger aviation precinct in support of the Sunshine Coast Airport
- prioritising the review of regional activity centres with an emphasis on the role of new activity centres

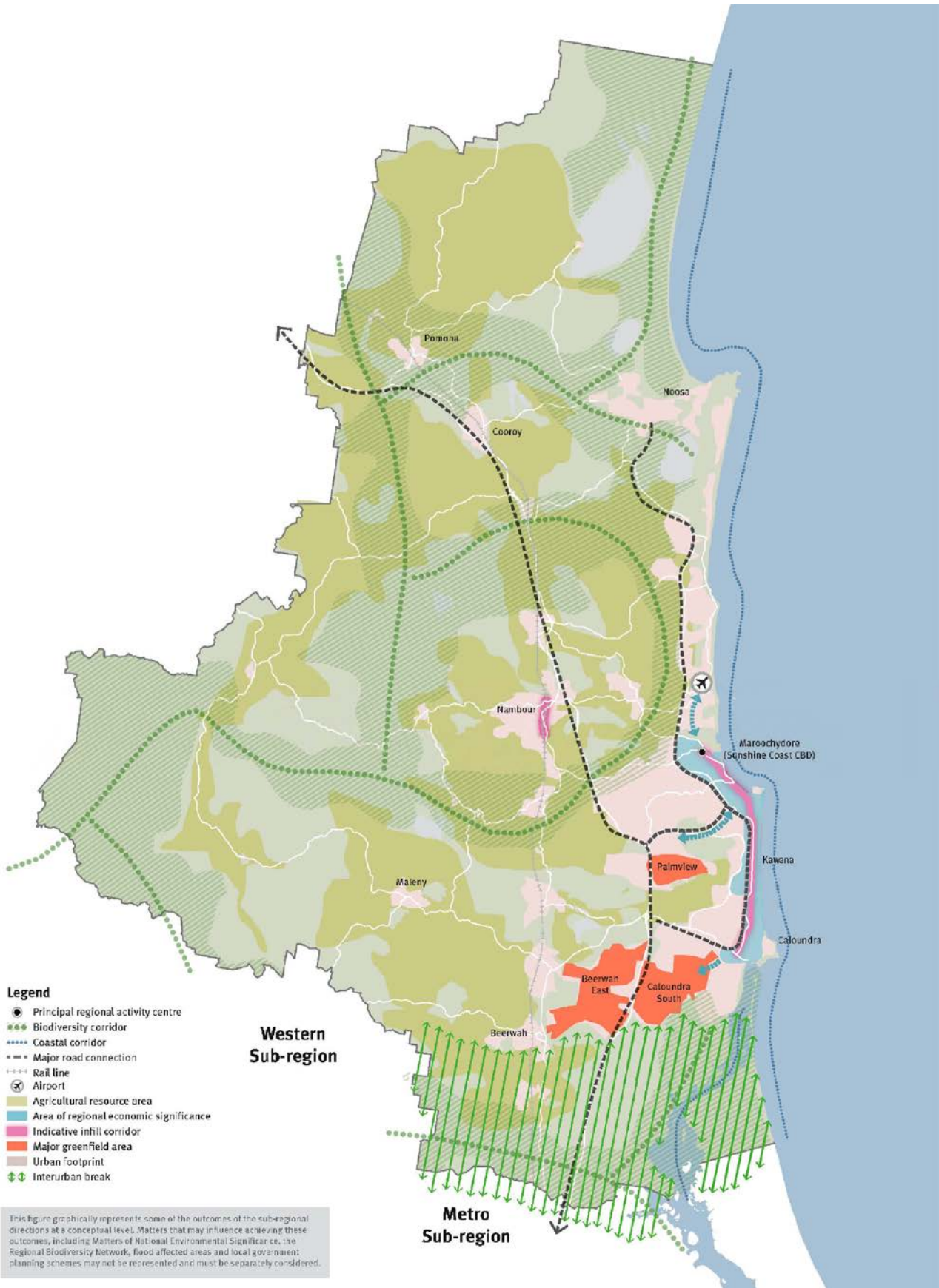
- providing a supporting infrastructure plan and amend mapping to reflect transport initiatives for the Sunshine Coast.

Based on these recommendations, an amended Northern sub-region map is provided as **Figure 8**.

Council requests the opportunity to discuss any submissions to *ShapingSEQ* for extension to the Urban Footprint and Rural living areas on the Sunshine Coast, including reconsideration of areas previously suggested by Council for inclusion.

Council looks forward to continuing to work with the State government on the finalisation of *ShapingSEQ*.

Figure 8: Amended Northern sub-region Figure



**APPENDIX 1 – Draft Urban Transformations Directions Paper
for the Future of the Sunshine Coast**



Urban Transformation

Directions Paper for the
Future of the Sunshine Coast

February 2017

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Council acknowledges the significant input into the preparation of this document by BuckleyWinn and HASSELL.

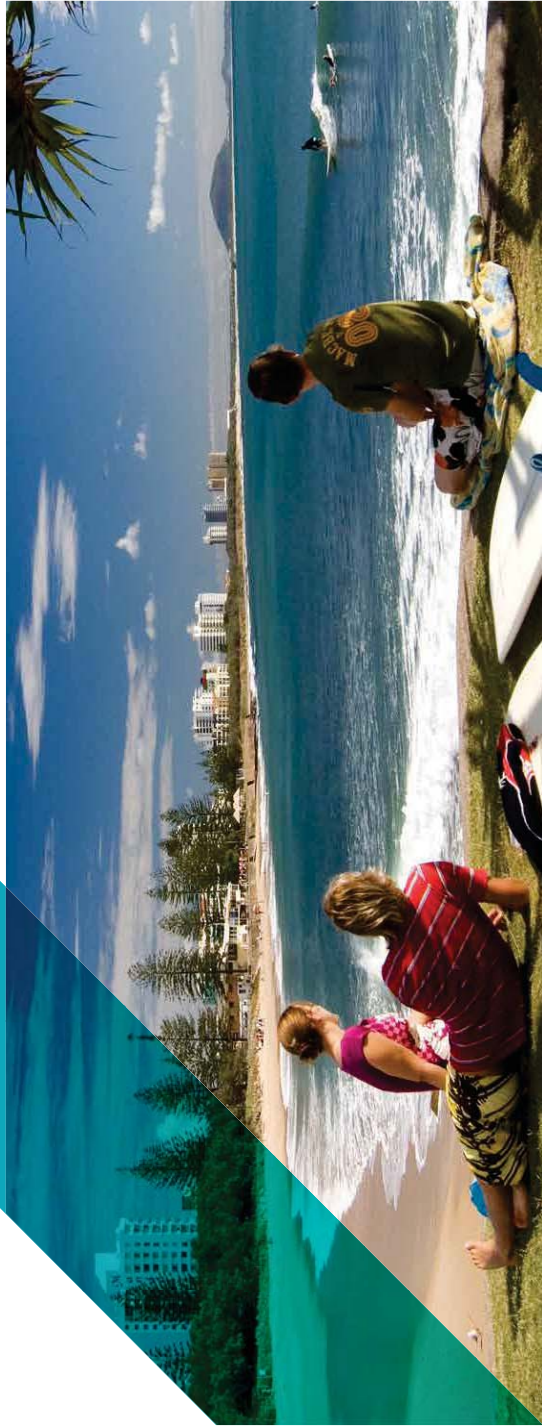


Front cover image: Sunshine Coast Light Rail Transit Village Imagery by HASSELL

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Project Overview

The Directions Paper provides a vision and blueprint for future planning on the Sunshine Coast.



The Sunshine Coast has long been known for its outstanding natural assets, landscapes and lifestyles. Now it is also one of Queensland's fastest growing regions and one of the ten most significant urban areas in Australia. This is an important stage in the Sunshine Coast's evolution. Growth brings with it exciting opportunities for a stronger economy, more jobs and greater liveability. It also creates some challenges around the protection of natural assets, character and lifestyle.

In response, the *Sunshine Coast Planning Scheme 2014* outlines a strong plan for growth to guide development to 2031. This position is based on well-defined urban and rural residential areas with a progressive transition towards a more compact and efficient urban form. Outside these areas, rural and natural areas are intended to be protected and enhanced. The State government has recently released the SEQ Regional Plan to manage growth in the region to 2041. To inform this review, Council has been working closely with the State to consider how projected growth can best be accommodated on

the Sunshine Coast to 2041 and beyond. Planning is also underway for a number of "game changer" projects which have the potential to transform future growth on the Sunshine Coast. The Directions Paper will inform ongoing discussions and planning by setting out some important choices we face in accommodating growth, establishing clear directions for the desired settlement pattern for the Sunshine Coast, and identifying high level parameters to guide future planning for growth.

★ Australia has the greatest concentration of the most liveable cities on the planet and the Sunshine Coast is recognised as one of them.

96%
of residents can't think of a better place to live



23°
average daytime temperature throughout the year



7 hrs
average sunshine per day



The Directions Paper focusses on fostering well planned urban areas which are smart, healthy and sustainable.

A Vision for the Future

“To be Australia’s most sustainable region – vibrant, green and diverse”

Council is focused on fostering a smart, healthy and sustainable region. Its priorities include building a new economy and a prosperous and resilient future for the community, while protecting and expanding the Sunshine Coast’s strong identity, enviable lifestyle and “green” reputation.

Key growth sectors include health and well-being, education and research, knowledge industries and professional services, tourism, sport and leisure, aviation, agribusiness

and clean technologies. These businesses will create increased local employment opportunities and attract more young people and families. Council has recognised that a leading regional economy will require investment and has identified a number of “game changer” projects such as:

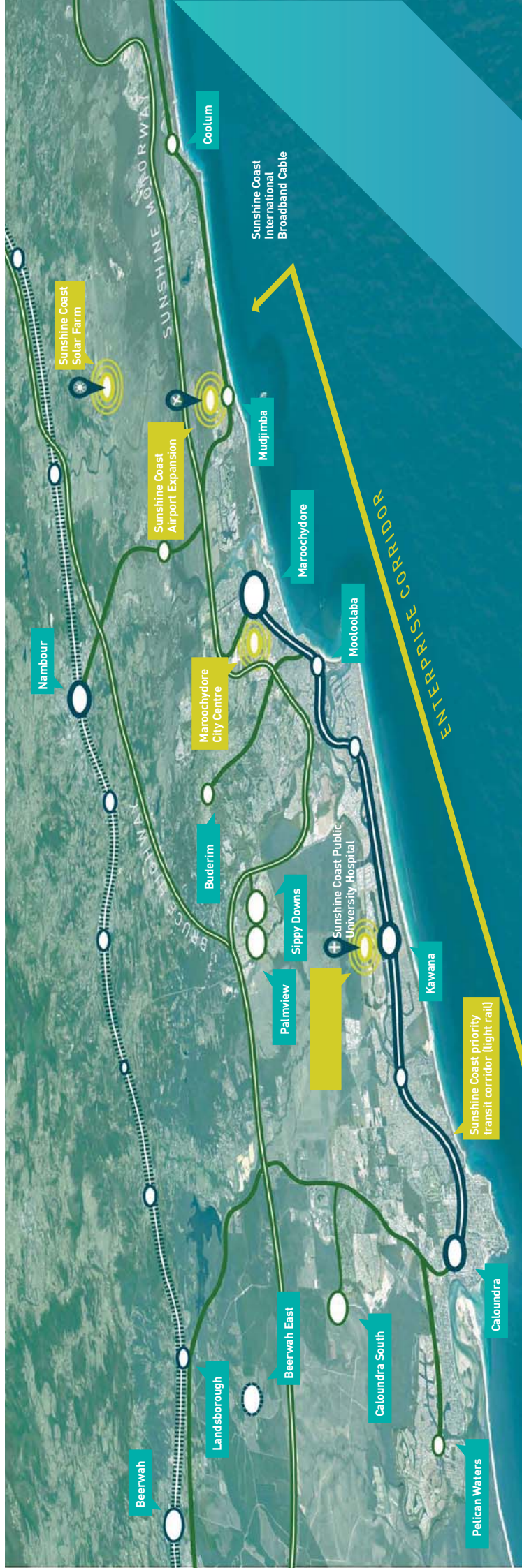
- Maroochydore City Centre Airport expansion
- Sunshine Coast Public University Hospital and health precinct

- Sunshine Coast solar farm
 - Sunshine Coast priority transit corridor (light rail)
 - Sunshine Coast International Submarine Broadband Cable.
- The coastal corridor between the Sunshine Coast Airport and Caloundra South, known as the Sunshine Coast Enterprise Corridor, will be a strategic focus for many of the new economic opportunities and game changer projects.

Within this corridor, Council has been developing the concept of rapid transit

As a large and fast growing region, the shape and form of urban development will be critical to supporting economic growth, enhancing lifestyle and protecting natural assets. Growth can be accommodated in different ways, either by expanding outwards into rural areas, concentrating growth in existing areas or a combination of these strategies. A careful balance is required to create a truly sustainable region.

from Maroochydore to Caloundra as a catalyst for changing travel patterns, economic growth and urban transformation. In particular, it has envisaged facilitating new forms of housing and development within the corridor that would enable a greater proportion of the population to be accommodated in more accessible, connected and well serviced locations. This would also support more affordable living options, and help to create attractive and successful urban places.



Shaping Growth



A 'business as usual' approach to managing growth will have implications for liveability, sustainability and natural amenity.



Gold Coast
Population 497,000
(2016)

Sunshine Coast
Population LGA 267,000
Urban area 293,000
(2016)

FIGURE 1: SUNSHINE COAST AND GOLD COAST URBAN AREAS COMPARED. (DRAWN AT EQUIVALENT SCALE)

Population growth

The Sunshine Coast's population is continuing to grow at a fast rate, with current projections suggesting the population will grow from around 293,000 people in 2016 to almost 500,000 people around 2041. This growth is expected to create the need for approximately 70,000 to 100,000 new dwellings over the next 20-25 years.

To provide a comparison, the Gold Coast currently has a population of around 497,000. Figure 1 compares the existing size urban areas of the Sunshine Coast and the Gold Coast.

While the rate of population increase can be expected to vary as a result of economic conditions and other factors, growth will be an ongoing challenge for the Sunshine Coast: if it is to continue to build its reputation for sustainability and liveability.

Growth related opportunities

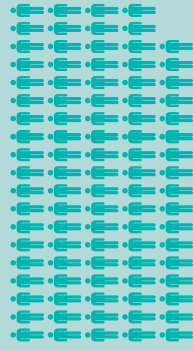
Population growth is often greatest in places that offer a high level of liveability and have growing economies. In the new global economy, more liveable places are better positioned to attract new investment. In turn, population growth can support a healthy, diversifying economy, with a larger market and demand for a wider range

of services. Importantly, opportunities are also needed to accommodate new business and clean industries in locations that are highly accessible to the people they employ and service. Larger communities also attract higher order facilities and infrastructure. Growth can be harnessed to increase housing options for all groups in the community including younger adults - a segment of the population

the Sunshine Coast needs to retain. Opportunities to establish new housing are needed to avoid pressure on affordability and to meet the needs of a diverse community. Whilst greenfield development will continue to play an important role, opportunities for redevelopment in existing urban areas will become more important over time.

Current residents

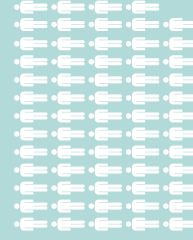
293,000



in 2016

New residents

207,000



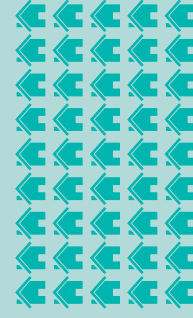
by 2041
(Total = 500,000)

Future population growth

+54%

Current dwellings

126,000



in 2016



New dwellings

100,000



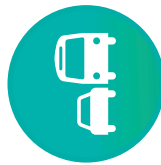
over the next 20-25 years

When planning for growth, there are a number of issues which need to be considered including environmental values, social needs, the economy and infrastructure requirements. A summary of the major issues follows.



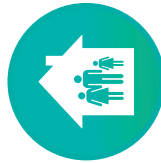
ECONOMIC & FINANCIAL SUSTAINABILITY

Significant investment is being made in game changer projects to create more jobs and new opportunities for keeping young people on the coast. Urban growth has a direct impact on the cost of essential infrastructure. Infill development within existing urban areas offers a cost-effective way of accommodating growth.



TRANSPORT & CONGESTION

More people and jobs means more transport activity. The Sunshine Coast must invest in a transport network that maximises efficiency and builds upon the Coast's existing attractiveness and liveability.



COMMUNITY NEEDS & AFFORDABILITY

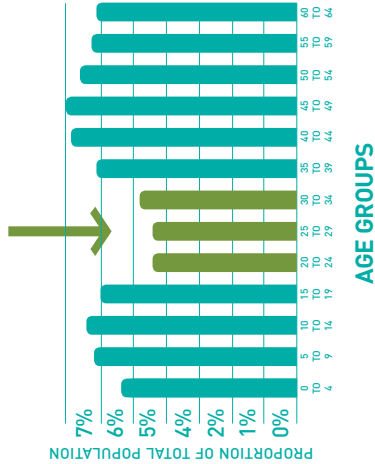
The way in which future growth is delivered will play a key role in providing a diverse range of housing products.



NATURAL & LANDSCAPE VALUES

Clear growth management positions are required to preserve the Sunshine Coast's rich, natural amenity against pressure from outwards urban expansion.

Gaps in employment, education and entertainment opportunities may contribute to the lower proportion of young adults.



Community Needs and Affordable Living

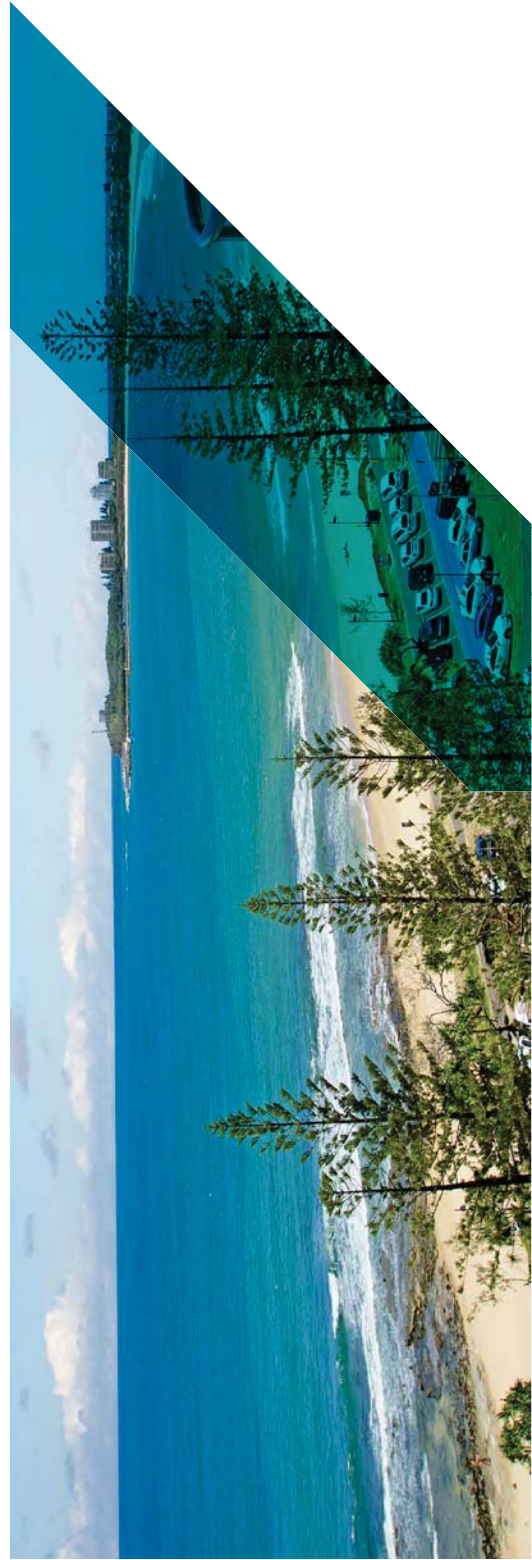
While the Sunshine Coast lifestyle remains one of the region's strengths, community and visitor surveys suggest that it is being increasingly perceived as having poor affordability and a high cost of living. The Sunshine Coast has also been identified as the third least affordable city in Australia?

There are a wide range of factors that influence housing affordability, including aspects that are outside the jurisdiction of local government. However, the way in which growth is managed plays a significant part. This is not as simple as providing an ample supply of new land for development, it also requires thinking about the type of housing available and where it is located in relation to employment, facilities and services.

While the initial purchase price of new housing may be less expensive in outer areas, the on-going cost and time involved in travel

to jobs, education and services can be significant. Increasingly, housing options need to be created close to future job opportunities and other services, so that the cost of transport combined with the cost of housing provides for affordable living.

In 2011, the Sunshine Coast had a higher proportion of children (under 15) and older people (over 45) compared to the rest of Queensland, with significantly fewer people in the 15-35 age group. Gaps in employment, education and lifestyle opportunities may contribute to the lower proportion of young adults. To attract young professionals and growing families to the Sunshine Coast, new housing options which are close to services and lifestyle amenities will need to be considered. At the same time, the Sunshine Coast will continue to attract pre-retirees and retirees and new types of housing will be needed to cater for their demands.





Natural and Landscape Values

Council is committed to the protection of rural, landscape and natural areas which underpin the character and lifestyle of the Sunshine Coast. These areas provide important environmental, economic, tourism, recreational and landscape opportunities. There are trade-offs to be made in managing growth. The more the urban area continues to spread outwards through the development of new greenfield land, additional pressure will be placed on the rural, natural and

landscape areas. Clear growth management positions need to be continued to protect these areas against pressure from outward urban expansion. There are few areas remaining on the Sunshine Coast which are physically unconstrained or without intrinsic value as agricultural, landscape or ecological resources (refer Figure 2). The northern coastal parts of the Sunshine Coast (north of the Maroochy River) are particularly constrained by sensitive ecological areas

and land with important natural functions, like flood plains and wetlands. As a consequence, new development areas are intended to be concentrated in the southern parts of the coast, such as at Caloundra South and Palmview. The Sunshine Coast's settlement pattern is also shaped by various inter-urban breaks. Further outward urban expansion would inevitably reduce the extent of these breaks and their contribution to the Sunshine Coast's character and identity

At a regional scale, the most significant inter-urban break is between the Sunshine Coast and the Bay Regional Council area. This area supports a wide range of economically significant activities and plays important ecological, scenic and cultural roles, including the protection of water quality in Pumicestone Passage and the cultural heritage values of the Glass House Mountains.

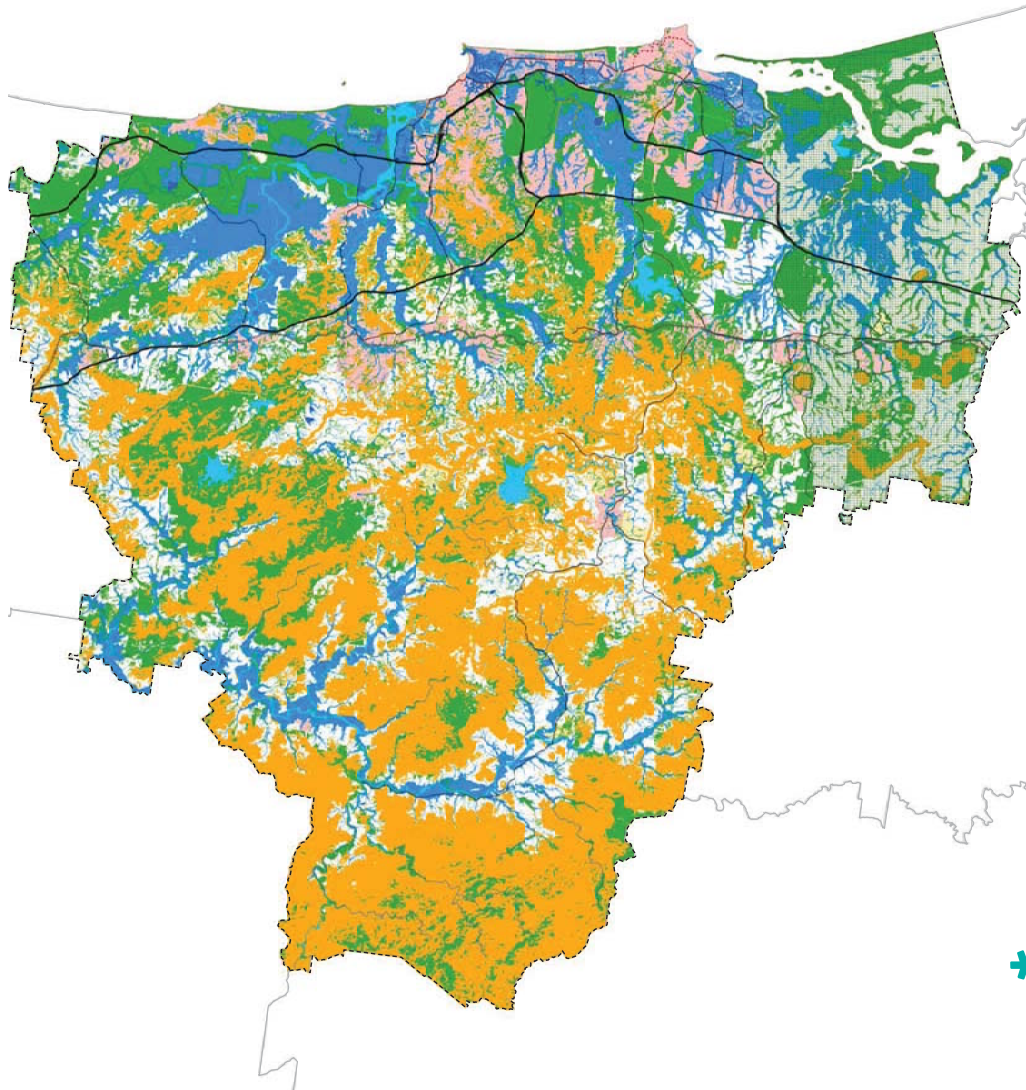


FIGURE 2
SUNSHINE COAST
PLANNING
CONSTRAINTS



Rural, landscape and natural areas underpin the character and lifestyle of the Sunshine Coast and provide important economic, tourism and recreational opportunities.





Economic & Financial Sustainability

The pattern of urban development has a direct impact on the cost to government and the community to provide and maintain essential infrastructure such as sewerage, water supply, drainage networks, open space, transport systems and other infrastructure, as well as services like schools, health facilities and education.

A pattern of continued outward expansion is generally a much more costly way for governments to provide communities with infrastructure, facilities and services. If not managed

efficiently, the long term cost of servicing urban growth can impact on the financial sustainability of service providers and translate to higher costs for the community.

Where capacity is available within existing networks (or can be cost efficiently augmented), redevelopment within existing urban areas represents a much more cost effective way of accommodating growth.

In addition, integrating land use and transport provides a strong basis for investment and employment, leading to improved sustainability.

Significant investment is being made in game changer projects to foster future growth sectors, create more jobs and keep young people on the coast. Infill development around these projects and within the corridor will provide new housing opportunities in vibrant and accessible communities to support the game changer projects. Infill development within existing urban areas also offers a cost effective way of accommodating future growth.



Transport and Congestion

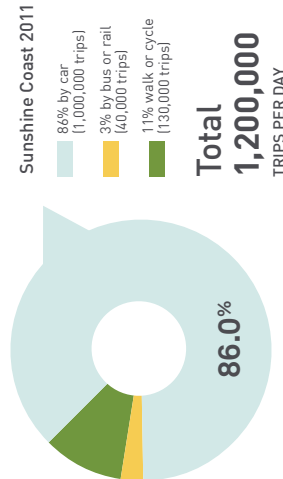
Over 86% of all trips are currently undertaken by private vehicles on the Sunshine Coast, with only around 3.6% of all trips undertaken by public transport³. Without providing additional options to the available travel modes, transport modelling has suggested that there will be about 450,000 additional daily private car trips by 2031 (an increase of more than 60%

from 2011)⁴, which would have a significant impact on the region's road network. Continued dependence on private vehicles and fossil fuel will also work against Sunshine Coast's vision. Accommodating growth through continued outward expansion of the urban area will increase dependence on cars, travel distances, travel times and congestion. Community and visitor surveys suggest that the Sunshine Coast is already

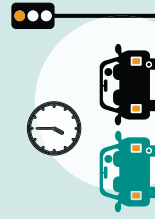
Forecast travel patterns show strong desire lines focussed on the key activity centres at Maroochydore, Kawana and Caloundra⁵. This concentration of movements points to important opportunities to manage travel demand in this corridor through increased reliance on public transport, which is why Council is investigating light rail along this corridor.

perceived as having poor public transport and there are concerns that growth will lead to more congestion. A more compact settlement pattern would increase the proportion of people living closer to work, facilities and services. Supported by better public transport, it could reduce the growth in travel by private vehicles and maximise trips by public transport, walking and cycling.

How we currently travel



Doing nothing will have impacts



CONGESTION

Growing congestion has a number of implications for the Sunshine Coast including the potential to restrict economic activity and growth, reduce accessibility to local centres and increase trip duration resulting in the loss of personal time to travel.



REDUCED URBAN QUALITY

More cars in our urban areas doesn't mean they will become better places. With trip growth focused in local centres, action will be needed to maintain priority for pedestrians and tourists which will be important for local business. Pinch points will need attention to maintain the flow of traffic and large areas of land may also be needed for new roads and car parking areas to cater for increasing trips which are expected to double in some centres by 2041.



REDUCED TRAVEL OPTIONS

If alternative forms of transport are not provided, Sunshine Coast residents will continue to be reliant on cars for travel. Ongoing reliance on vehicle travel will commit most households to two or more cars with an average annual running cost in excess of \$12,000 for each vehicle.



AIR QUALITY IMPACTS

An additional 600,000 car based trips per day will result in more pollution. These emissions and other transportation pollutants have significant impacts on local air quality and the environment, the economy and resources as well as personal health and well-being.

Urban Form Choices

The shape and identity of the Sunshine Coast still reflects its heritage as a network of coastal and hinterland townships.

Building on the Traditional Structure

Initially a string of rural towns and villages and small coastal communities, the Sunshine Coast has grown rapidly over the past four decades. Rural towns such as Maleny and Kenilworth developed as business and community centres for surrounding rural communities.

Townships also developed along the North Coast rail line such as Nambour and Beerwah to provide access for surrounding rural communities to transport and services. Whilst these centres retain their traditional focus, they have also grown as popular locations for hinterland business and residential development.

The coastal centres including Maroochydore, Mooloolaba and Caloundra have changed over time from small villages to major business centres servicing both local communities and the broader Sunshine Coast. Urban development has grown significantly around and between these centres creating a coastal urban corridor linking Maroochydore to Caloundra. (Refer to Figure 3).

Despite growth, the historic structure of the Sunshine Coast's rural towns and coastal centres remains discernible. Both regional and local inter-urban breaks and framing landscape elements (conservation areas, rivers and mountains) break up the urban form. This pattern of small communities separated by greenspace is a critical element of the Sunshine Coast's character and identity

* A half century of growth has seen rapid changes on the Sunshine Coast

Population

1971
36,836

2011
267,241

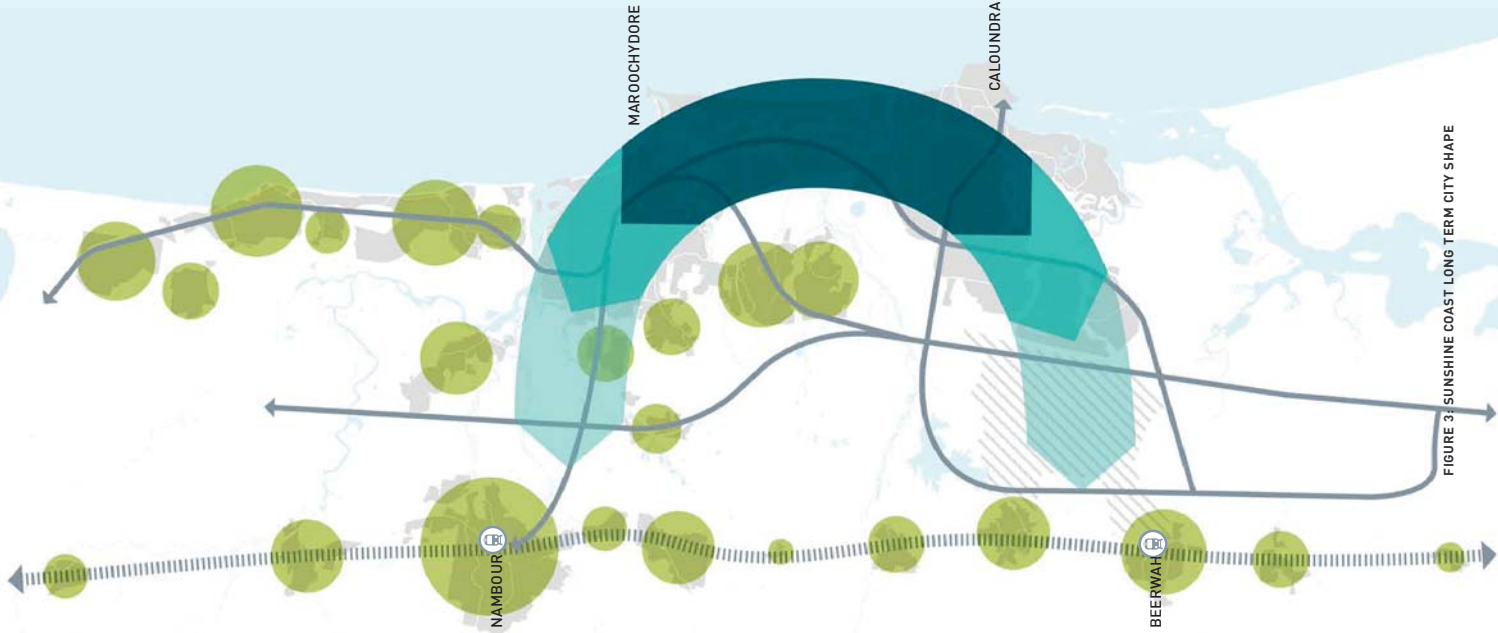


FIGURE 3: SUNSHINE COAST LONG TERM CITY SHAPE

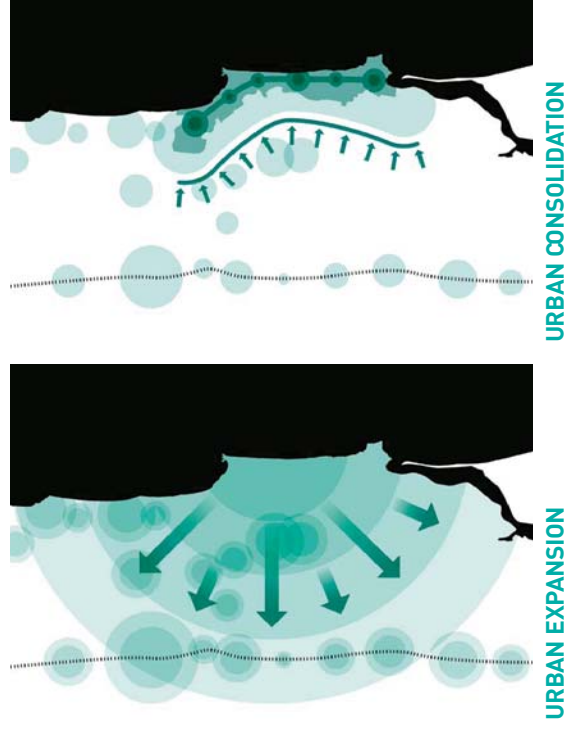


FIGURE 4: URBAN GROWTH CHOICES

Building on Current Policy Directions

The SEQ Regional Plan sets the framework for planning in the region. This Regional Plan is currently under review with an extended timeframe to 2041.

The *Sunshine Coast Planning Scheme 2014* includes a Strategic Framework that sets the policy direction for growth on the Sunshine Coast to 2031. These are summarised in the Sunshine Coast Spatial Concept Map 2031 (figure 5).

The planning scheme intends to protect and enhance rural and natural areas for their rural, enterprise, landscape and environmental values. These areas include both regionally and locally significant inter-urban breaks which reinforce the character of the Sunshine Coast and its communities. Urban and rural residential development are to be contained within defined local growth management boundaries to protect rural and natural areas, avoid natural hazards, maintain character and provide for the efficient delivery of services and infrastructure.

The planning scheme intends that the majority of new growth is located in the Sunshine Coast Enterprise Corridor. Growth is also intended to be located in and around existing centres to achieve a compact, efficient and functional urban form which supports transport and provides affordable living options. A network of centres is identified including Maroochydore as the principal regional activity centre with major regional activity centres located at Caloundra, Kawana, Nambour, Beerwah, Sippy Downs and Caloundra South (emerging).

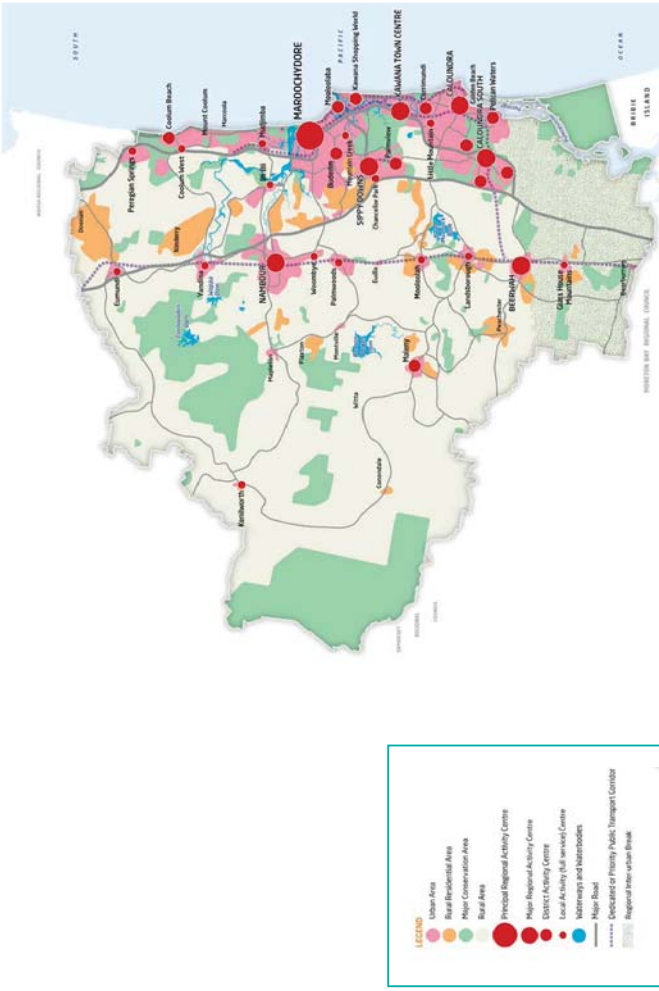


FIGURE 5: SPATIAL CONCEPT MAP FOR 2031

Regional employment areas are co-located with activity centres and the game changer projects in the Sunshine Coast Enterprise Corridor at Maroochydore City Centre, Sunshine Coast Public University Hospital and adjacent health precinct, the Sunshine Coast Airport and the University of the Sunshine Coast. Regional industry and enterprise areas include the Sunshine Coast Industrial Park, the Sunshine Coast Airport Industrial Park and the Coolium Industry Park. These areas are supported by other localised industrial areas. These centres, employment and enterprise areas are intended to be connected by an efficient transport network which promotes public and active transport

usage as the basis for a connected and sustainable Sunshine Coast. The planning scheme also identifies Further Investigation Areas for possible long term growth including urban consolidation in the priority transit corridor and potential urban development at Beerwah/Caloundra South (Beerwah East). The SEQ Regional Plan review is considering growth needs to 2041 and is seeking input from the Sunshine Coast Council on how it will manage expected growth for this planning horizon. In particular, the State government is seeking input on the future location of new infill and greenfield development.

To inform this process, council has been considering how the Sunshine Coast could move towards a more compact and efficient urban form that focusses growth around a new light rail system in the Priority Transit Corridor. Further work has been undertaken on the suitability of these areas for urban development and the infrastructure that would be required to support development.

Overall, an approach to managing growth is needed that provides for the range of housing types the community that will maximise efficient access to jobs, transport and services, without eroding the character and identity of the Sunshine Coast. This growth strategy is one that would better utilise existing infrastructure and would be more efficiently serviced by new infrastructure such as light rail.

Growth is also intended to be located in and around existing centres to achieve a compact, efficient and functional urban form

Transforming the Maroochydore to Caloundra Corridor

These key nodes of specialisation provide the focus for economic growth and employment opportunities, as well as an expanding range of urban lifestyle services and amenities. Accessibility between centres and ready access to a large workforce by bringing people closer to jobs and reducing commuting) will also help to boost economic potential and investment in the corridor.

The proposed light rail corridor provides a unique opportunity to connect centres and key nodes, creating interconnected and successful, transit oriented communities within the Enterprise Corridor.

The transformation of the corridor will help to build a city that is attractive for all ages and income levels, providing housing, employment opportunities and a lifestyle that encourages young adults to stay and prosper in the Sunshine Coast community. A less car dependent urban form has also been shown to be directly linked with

Urban transformation does not mean that a Gold Coast-like high rise strip will emerge, but it will require the establishment of new building forms that define and reinforce the Sunshine Coast character as vibrant, green and diverse.

Transport accessibility is a critical driver of success in transforming the corridor. It will foster economic activity, support the demand for urban lifestyles and infill housing products and be central to managing localised congestion points. The relationship is mutually beneficial - an infill focus in the corridor will support light rail and the establishment of a light rail corridor can be expected to be a catalyst for urban infill development. With improved transport accessibility, living and working in the Enterprise Corridor will be a more attractive option.

a healthier community. A more compact, urbanised city creates more opportunities for walking and cycling because jobs and services are nearer. More opportunities are also available for community interaction.

A wide range of opportunities for redevelopment exist within the corridor. There are many under-utilised sites and capacity within infrastructure networks that can be used more effectively. However, the form of new buildings and the quality of public spaces and facilities will be important to maximising the benefits of an urban transformation in the Enterprise Corridor.

In particular, new development will need to retain a coastal lifestyle character with many opportunities for views and connections to the ocean, extensive subtropical landscaping in streets and public places, buildings which foster outdoor living and interface well with pedestrians at street level.

The Sunshine Coast Enterprise Corridor provides a focus for existing and future growth industries, including health and well-being, tourism, and knowledge, research and education. The corridor's beachside lifestyle and setting is a strong attractor for new investment and significant residential development. Within the corridor, there are a number of key places and projects including:

- Maroochydore City Centre
- Sunshine Plaza
- Mooloolaba
- Kawana Sports Precinct
- Kawana Town Centre
- Kawana Shoppingworld
- Bokarina Beach project
- Sunshine Coast Public University Hospital and health precinct
- Caloundra CBD

MOOLOOLABA PLACE MAKING

KAWANA SHOPPINGWORLD

KAWANA SPORTS PRECINCT

KAWANA TOWN CENTRE AND BUSINESS VILLAGE

BOKARINA BEACH

SUNSHINE COAST PUBLIC UNIVERSITY HOSPITAL AND HEALTH PRECINCT

CALOUNDRA CBD

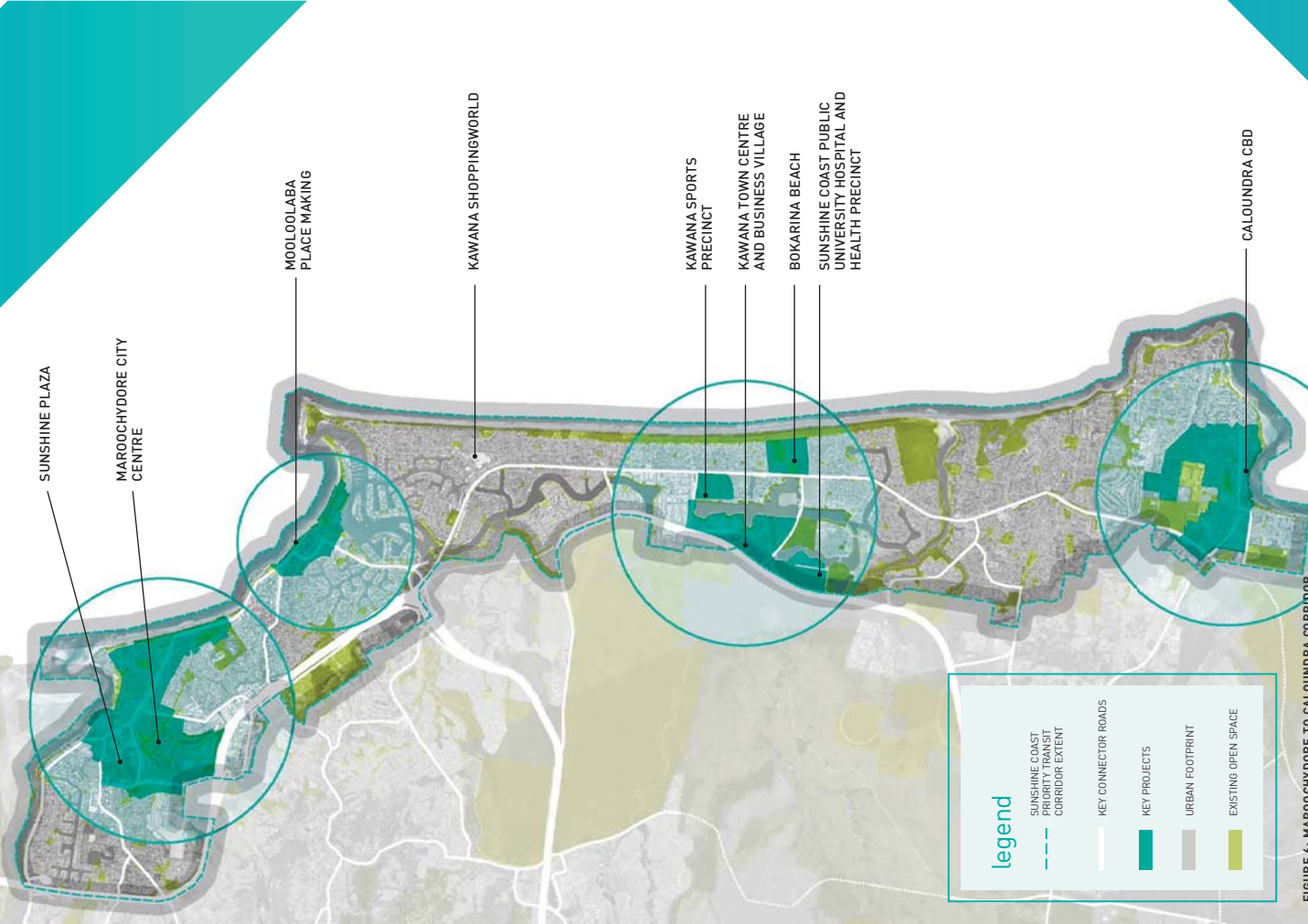


FIGURE 6: MAROOCHYDORE TO CALOUNDRA CORRIDOR





Growing Centres

The Sunshine Coast's well defined centres network provides an important opportunity for business, employment and infill development which will build on the existing services and activities.

The Maroochydore principal regional activity centre provides opportunities for infill development with a new CBD under construction including high order business, employment, community, entertainment and educational activities.

The existing major regional activity centres at Caloundra, Kawana, Nambour, Beerwah and Sippy Downs also provide opportunities for infill development in conjunction with business, employment

and community facilities. Other centres provide a focus for infill development which is consistent with their location and scale.

Major greenfield areas would be served by future major regional activity centres.

The Caloundra South major regional activity centre will be developed in the medium term providing business, employment, services and residential options for the community. In the longer term, other centres will be provided in new major greenfield areas to service community needs.

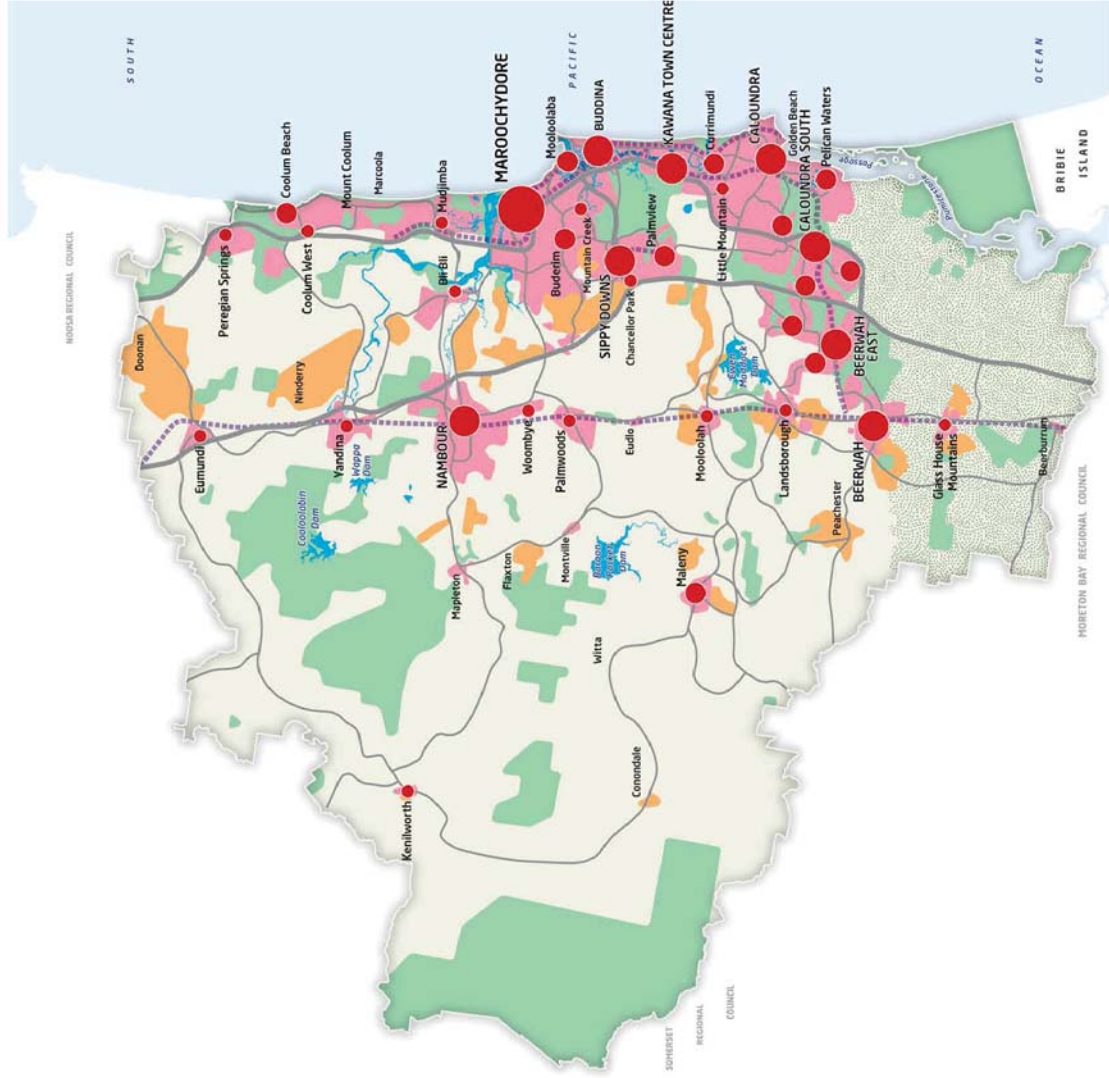
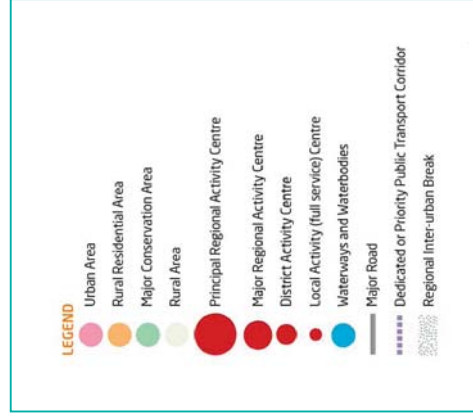


FIGURE 7: SUNSHINE COAST SPATIAL CONCEPT MAP 2041



FIGURE 8: SEQ REGIONAL PLAN IDENTIFIED GROWTH AREAS

Greenfield Growth

Short to medium term greenfield growth

In the short term, there are opportunities to expand some of the Sunshine Coast's centres to diversify the local economies and increase levels of service. Growth in those centres that are located along the North Coast Rail Line provide the additional benefit of increased housing opportunities that are served by public transport services.

Approximately 500 hectares of developable land has been identified around smaller urban communities, which collectively might accommodate 3,000 to 5,000 additional dwellings.

Communities intended to experience additional growth include the Glass House Mountains, Beerwah, Landsborough, Palmwoods, Nambour, Yandina and Bli Bli. The SEQ Regional Plan Identified Growth Area at Beerwah (South) is a small area adjoining the southern boundary of the centre. It offers opportunities for additionally greenfield

development which will build on the existing Beerwah centre. This area is considered to be suitable for urban development in the short to medium term and, for this reason, this area is recommended for inclusion in the urban footprint in the revised Regional Plan.

Major greenfield growth areas

Committed greenfield areas at Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031. However, this is dependent on take up rates, the size of lots and housing established. There have been emerging regional trends towards smaller lots sizes and increasing demand for

attached housing which may expand the likely yield from these areas so that they might accommodate additional growth.

The *SEQ Regional Plan 2009* includes two longer term Identified Growth Areas on the Sunshine Coast at Beerwah-Caloundra South (Beerwah East) and Halls Creek. As part of a preliminary submission to the SEQ Regional Plan review, council outlined extensive research on the suitability of these areas for urban development.

This research concluded that Halls Creek is unsuitable for urban development, due in part to the erosion of the Inter-Urban Break and the potential impacts on water quality in the Pumicestone Passage. In addition, this

location is difficult to service with efficient public transport and is more likely to place additional pressure on the road network. For these reasons, Council does not support Halls Creek as an area that may be suitable for future urban growth, nor its inclusions in the SEQ Regional Plan urban footprint.

Beerwah East represents the preferred longer term option for greenfield development, because it presents an opportunity for a major greenfield development area which will build on the Beerwah major regional activity centre. Beerwah East is intended to be focussed around the Dedicated Public Transit Corridor – CAMCOS, creating strong

links to Caloundra South and the Enterprise Corridor. A new major regional activity centre within the growth area is intended to service the community in the longer term. The integration of land use and transport will contribute to greater employment and self containment within Beerwah East. Beerwah East would represent a significant expansion to the existing urban footprint, linking Caloundra South to Landsborough and Beerwah. It has an area of over 3,500 hectares (predominantly state-controlled forestry plantation), not all of which will be developable. Subject to further investigations, it may have the potential to



Committed new communities at Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031.

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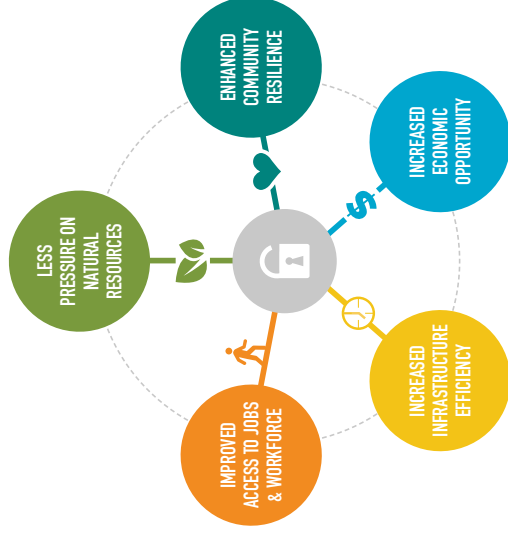
accommodate approximately 20,000 new dwellings in the long term. The timing for the release of Beerwah East should not detract from efforts to prioritise infill development in the light rail corridor. Accordingly, it is not anticipated that Beerwah East would be developed until the medium to long term. The combination of the identified short to medium term greenfield development areas and the longer term development of Beerwah East will provide sufficient greenfield development opportunities to accommodate growth to 2041 and beyond. There is no need for

additional major greenfield development areas to be considered at this time.

The draft SEQ Regional Plan October 2016 recognises Beerwah East as the preferred location for urban development and includes it in the proposed Urban Footprint (refer Figure 8).

Directions

The Directions Paper describes a range of planning, transport and built form initiatives to define a shared vision and blueprint for future growth on the Sunshine Coast, with a particular emphasis on the transformative potential of infill development within existing urban areas.



Consideration needs to be given to the staged delivery of future development in a way which achieves the community's vision and council's vision for a vibrant, green and diverse region.

The ability of the Sunshine Coast to effectively manage the pressure of continued growth will in large part depend on a settlement pattern that provides a combination of greenfield development and urban transformation to accommodate an increasingly higher proportion of growth in the coastal corridor. This will underpin a more sustainable future which optimises economic, community and environmental outcomes.

In summary, the preferred growth management strategy for the Sunshine Coast to 2041 includes the following elements:

- Rural, landscape and natural areas (including inter-urban breaks) are protected and

enhanced for their rural, enterprise, landscape and environmental values;

- Most future growth will be accommodated in areas south of the Maroochy River in locations that are relatively less constrained and already supported by significant investments in infrastructure and services;
- The Sunshine Coast Enterprise Corridor will be the focus for urban transformation, providing opportunities for business, employment and residential development in existing centres and new well planned urban villages focussed around an efficient transport network;
- Short to medium term greenfield development will occur through expansions to some small urban communities;

- Greenfield areas at Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031. For additional demand to 2041, Beerwah East represents the preferred longer term option for a major greenfield development which is integrated with an efficient transport system;
- Halls Creek is not supported as an area that may be suitable for future urban growth and should not be included in the urban footprint and is an essential part of the Regional Inter-Urban Break.

The key elements of the preferred growth management strategy for the Sunshine Coast are shown in Figure 7, Spatial Concept Map 2041.

The overarching benefits of the growth management strategy for the communities of the Sunshine Coast and the SEQ region will include:

- Better access to jobs and workforce and better productivity;
- Fostering the new economy - key opportunities to attract high-value industries;
- Efficient infrastructure provision and financial sustainability for government;
- Less pressure on rural, landscape and natural areas;
- Healthier, more affordable and resilient communities.

Whilst it provides a number of benefits, the preferred growth management strategy also creates significant challenges.

To be successful, careful consideration needs to be given to the delivery of infill and greenfield development in a way which achieves the community's and council's vision for the Sunshine Coast to be Australia's most sustainable regional - vibrant, green, diverse.

Transformation of the coastal corridor will require detailed planning to deliver well designed urban villages focussed around a rapid public transport system. Key challenges include:

- Showcasing the key values of the coastal corridor including the beaches,

foreshores, waterways and greenspaces through innovative planning and design;

- Designing development which reflects the Sunshine Coast character and lifestyle; protecting the character and amenity of existing housing areas that are not intended to be subject to urban transformation;
- Enhancing economic and employment opportunities in conjunction with residential development;
- Identifying a preferred model for the delivery of urban redevelopment;

- Providing a rapid transit system such as light rail which will facilitate the urban transformation of the coastal corridor.

Responding to these challenges will form the basis for the next stage of planning for the coastal corridor. This planning will inform a range of projects including potential amendments to the planning scheme, light rail feasibility studies and implementation strategies. Similarly, further planning will be required for the Beerwah East major greenfield area including

the resolution of forestry leases and planning for infrastructure requirements. Planning for Beerwah East is expected to take some time. This preferred strategy and the directions outlined above will be used to inform ongoing discussions with the State government as part of the SEQ Regional Plan review as well as ongoing planning for key projects on the Sunshine Coast.

1 RETRIEVED 22 APRIL 2013, WWW.STREETADVISOR.COM.AU
 2 6TH ANNUAL DEMOGRAPHIA INTERNATIONAL HOUSING AFFORDABILITY SURVEY: 2010 (PERFORMANCE URBAN PLANNING, P.4)
 4 P.6 37 OF DEPARTMENT OF TRANSPORT AND MAIN ROADS TRAVEL IN SOUTH-EAST QUEENSLAND, 2012
 5 P.6 81 OF LINE IN THE SAND
 6 P.6 44-46 OF ROUTE IMPACT ASSESSMENT REPORT



APPENDIX 2 – Assessment of Maroochydore/Kuluin and Kawana ARES

ARES Factors	Maroochydore – Kuluin ARES		Kawana ARES	
Support groupings of employment precincts, including centres, knowledge and technology precincts and/or major enterprise and industry areas, where business-to-business activity/connections are occurring	Part	Links Maroochydore Centre to a major enterprise area	✓	Groups Kawana Town Centre, hospital and health precinct
Support high levels of specialisation in one or more high-value industry sectors that have an outward trade focus, including: <ul style="list-style-type: none"> • knowledge and corporate (for example sectors such as finance, professional services, health and education) • energy and resources (mining related activities, including head office functions) • advanced manufacturing (generally described as transforming basic inputs into final products or componentry) • tourism • creative and cultural. 	X	Maroochydore includes knowledge and corporate. Some manufacturing at enterprise area	✓	Supports knowledge and corporate
Support significant levels of employment across their area	✓	Supports centre based and industrial jobs	✓	Supports centre based and health jobs
Are supported by significant state and/or local government commitments	Part	Maroochydore City Centre commitments	✓	Significant State commitment in hospital and roads
Have strong transport connections (existing or committed).	✓	Maroochydore Road/Sunshine Motorway	✓	Strong road connections to Bruce Highway and Sunshine Motorway

APPENDIX 3 – Assessment of Sunshine Coast Enterprise Corridor ARES

ARES Factors		Sunshine Coast Enterprise Corridor
Support groupings of employment precincts, including centres, knowledge and technology precincts and/or major enterprise and industry areas, where business-to-business activity/connections are occurring	✓	Groups Sunshine Coast Airport, Maroochydore City Centre, Buddina Retail Centre, Kawana Town Centre, hospital and health precinct, Sippy Downs, Caloundra Centre and a number of tourism, business and industry activities.
Support high levels of specialisation in one or more high-value industry sectors that have an outward trade focus, including: <ul style="list-style-type: none"> • knowledge and corporate (for example sectors such as finance, professional services, health and education) • energy and resources (mining related activities, including head office functions) • advanced manufacturing (generally described as transforming basic inputs into final products or componentry) • tourism • creative and cultural. 	✓	Maroochydore Centre and Kawana will specialise in Knowledge and corporate. Mooloolaba, Bokarina Beach, Caloundra will support tourism growth. Other centres and enterprise areas will support a range of other activities.
Support significant levels of employment across their area	✓	The Enterprise Corridor supports a range of employment activities, particularly in high value industries.
Are supported by significant state and/or local government commitments	✓	Maroochydore City Centre, Kawana and Sippy Downs have significant levels of State investment including the Sunshine Coast University Hospital and the University of the Sunshine Coast.
Have strong transport connections (existing or committed).	✓	The corridor is connected to the Sunshine Motorway, Kawana Way and the Bruce Highway. It is focussed around the proposed light rail corridor which would provide high quality connectivity along the corridor.



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