

Agenda

Ordinary Meeting

Thursday, 14 November 2013

commencing at 9.00am

Council Chambers, Corner Currie and Bury Streets, Nambour

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1 DECLARATION OF OPENING

On establishing there is a quorum, the Chair will declare the meeting open.

2 RECORD OF ATTENDANCE AND LEAVE OF ABSENCE**3 RECEIPT AND CONFIRMATION OF MINUTES**

That the Minutes of the Ordinary Meeting held on 17 October 2013, Special Meeting (De-amalgamation Transition) held on 28 October 2013 and Special Meeting (Maroochydore City Centre Priority Development Area) held on 28 October 2013 be received and confirmed.

4 OBLIGATIONS OF COUNCILLORS**4.1 DECLARATION OF MATERIAL PERSONAL INTEREST ON ANY ITEM OF BUSINESS**

Pursuant to Section 172 of the *Local Government Act 2009*, a councillor who has a material personal interest in an issue to be considered at a meeting of the local government, or any of its committees must –

- (a) inform the meeting of the councillor's material personal interest in the matter; and
- (b) leave the meeting room (including any area set aside for the public), and stay out of the meeting room while the matter is being discussed and voted on.

4.2 DECLARATION OF CONFLICT OF INTEREST ON ANY ITEM OF BUSINESS

Pursuant to Section 173 of the *Local Government Act 2009*, a councillor who has a real or perceived conflict of interest in a matter to be considered at a meeting of the local government, or any of its committees must inform the meeting about the councillor's personal interest the matter and if the councillor participates in the meeting in relation to the matter, how the councillor intends to deal with the real or perceived conflict of interest.

5 MAYORAL MINUTE**6 PRESENTATIONS**

7 REPORTS DIRECT TO COUNCIL**7.1 FINANCE AND BUSINESS****7.1.1 QUARTERLY PROGRESS REPORT - QUARTER 1, 2013-2014****File No:** 4.16.4**Author:** Corporate Planning & Reporting Manager
Finance & Business Department**Appendices:** App A - Chief Executive Officer's Quarterly Progress Report -
Quarter 1, 1 July to 30 September 2013 (*Under Separate Cover*)
..... *Att Pg 5*
App B - Operational Plan Activities Report - Quarter ended
September 2013 (*Under Separate Cover*) *Att Pg 29*

PURPOSE

This report presents the Quarterly Progress Report for the period 1 July to 30 September 2013 – quarter 1. This report has been prepared to inform council and the community on implementation of projects, activities and programs from council's Operational Plan 2013-2014 and implementation of the Corporate Plan 2009-2014.

EXECUTIVE SUMMARY

Each calendar quarter, council receives a progress report on the delivery of the corporate and operational plans. The report once adopted, is published on council's website and made available to the community.

The report includes reports from the Chief Executive Officer and Executive Directors, outlining achievements for the quarter in relation to the themes from Council's corporate plan. It also provides information on projects and activities adopted for 2013-2014 focused on forward planning, service delivery, capital works programs and organisational efficiencies. Financial information is not included in this report. A Financial Performance Report is provided to council each month covering operating revenue and expenses and capital programs.

Executive Directors have outlined in their reports that planning is well underway to deliver on the 126 projects/activities in the Operational Plan 2013-2014. In addition, items not fully complete from the Operational Plan 2012-2013 have been included.

Highlights from the quarter ended 30 September 2013 are:

Building economic sustainability

- Launched the Sunshine Coast – The Natural Advantage: Regional Economic Development Strategy 2013-2033 to help deliver a new economy which is more prosperous, resilient and productive
- Represented the region at the Asia Pacific Cities Summit in Taiwan as part of a delegation of South East Queensland Mayors
- 233,000 passengers travelled through the Sunshine Coast Airport.

Building environmental sustainability

- Purchased property at Verrierdale and Mt Ninderry totaling 312.97 hectares to ensure long-term protection of bushland for future generations
- Called for expressions of interest to build a solar farm on the Sunshine Coast to reduce council's future energy costs.

Building a sustainable community and lifestyle

- Supported the Real Food Festival at Maleny, to celebrate the quality and variety of food we have on the Sunshine Coast
- Attracted more than 380 entries to the 8th Sunshine Coast Art Prize
- Prepared for the Caloundra Music Festival delivering some of the best local, national and international acts.

Delivering good governance and quality service

- Commenced 114 of the 126 projects and activities in council's Operational Plan 2013-2014
- Completed 18% of the annual capital works program
- Managed over 55,000 phone calls, over 10,000 emails and conducted over 1,100 web chats
- Received over 360 development applications
- Finalised the new structure for the organisation in readiness for the de-amalgamation changeover date of 1 January 2014.

The Quarterly Progress Report – quarter 1, is hereby presented to council for consideration and adoption.

OFFICER RECOMMENDATION**That Council:**

- (a) receive and note the report titled “Quarterly Progress Report - Quarter 1, 2013-2014”**
- (b) note the Chief Executive Officer’s Quarterly Progress Report – Quarter 1, 1 July to 30 September 2013 (Appendix A) and**
- (c) note the Operational Plan Activities Report – Quarter ended September 2013 (Appendix B) reporting on the implementation of the Corporate and Operational Plans.**

FINANCE AND RESOURCING

The cost of implementing the Operational Plan 2013-2014 was built into the Annual Budget 2013-2014.

CORPORATE PLAN

Corporate Plan Theme: *Great governance*

Emerging Priority: 8.1 - Ethical, accountable and transparent decision-making

Strategy: 8.1.1 - Develop and implement a governance framework that provides transparent and accountable processes and enhances council's reputation

Corporate Plan Theme: *Great governance*
Emerging Priority: 8.2 - Effective business management
Strategy: 8.2.4 - Consolidate data, information and knowledge to improve council operations

Corporate Plan Theme: *Great governance*
Emerging Priority: 8.6 - An informed and engaged community
Strategy: 8.6.3 - Keep the community informed about council's activities through a wide range of communication tools

CONSULTATION

Internal Consultation

Consultation has occurred widely within council to ascertain the status of projects and activities in the operational plan and this information was provided by each department of council.

External Consultation

There has been no external consultation in relation to this report however the report is made available to the community following adoption.

Community Engagement

Community engagement in relation to projects and activities within the Operational Plan 2013-2014 will be undertaken where appropriate.

PROPOSAL

About the Quarterly Progress Report

The Chief Executive Officer's Quarterly Progress Report – Quarter 1 (Appendix A) consists of the Chief Executive Officer's summary report and Executive Directors' detailed reports. The purpose of the report is to inform council and the community on progress towards implementing the projects and activities set out in the Operational Plan 2013-2014 that align with the delivery of the Corporate Plan 2009-2014.

Executive Directors have indicated that 90% of projects are in the planning phase or have commenced and 5% have been completed.

Financial information is not included in this report. A Financial Performance Report is provided to council each month covering operating revenue and expenses and capital programs.

Status of Projects

The Operational Plan Activities Report – Quarter 1 ended September 2013 (Appendix B) provides details on the status of the 126 projects/activities in the Operational Plan 2013-2014.

The report includes the status of each project/activity in the operational plan covering percentage complete, anticipated completion date and progress commentary.

Table 1 provides a summary on the status of all projects/activities in the Operational Plan.

Status	Number
Completed	7 (5%)
Underway	114 (90%)
Not started	5 (5%)
Total	126

Table 1: Summary of all projects/activities in the Operational Plan

Projects carried forward

Included within the 126 projects/activities in the Operational Plan 2013-2014 are 18 projects from the Operational Plan 2012-2013.

Significant projects/activities implemented:

Building economic sustainability

- Launched the Sunshine Coast – The Natural Advantage: Regional Economic Development Strategy 2013-2033 to help deliver a new economy which is more prosperous, resilient and productive
- Represented the region at the Asia Pacific Cities Summit in Taiwan as part of a delegation of South East Queensland Mayors. Delegates from more than 80 cities from around the world attended and provided the stage to promote investment and business development opportunities in our larger region
- 233,000 passengers travelled through the Sunshine Coast Airport.

Building environmental sustainability

- Purchased property at Verrierdale and Mt Ninderry totaling 312.97 hectares to ensure long-term protection of bushland for future generations
- Called for expressions of interest to build a solar farm on the Sunshine Coast to reduce council's future energy costs.

Building a sustainable community and lifestyle

- Supported the Real Food Festival at Maleny, to celebrate the quality and variety of food we have on the Sunshine Coast
- Attracted more than 380 entries to the 8th Sunshine Coast Art Prize
- Prepared for the Caloundra Music Festival delivering some of the best local, national and international acts.

Delivering good governance and quality service

- Commenced 114 of the 126 projects and activities in council's Operational Plan 2013-2014
- Completed 18% of the annual capital works program
- Managed over 55,000 phone calls, over 10,000 emails and conducted over 1,100 web chats
- Received over 360 development applications
- Finalised the new structure for the organisation in readiness for the de-amalgamation changeover date of 1 January 2014.

More detail on these highlights and other achievements during the quarter is available in the Executive Directors' reports which form Appendix A to this report.

Legal

There is a legislative requirement for council to provide a performance report on its progress in implementing the Corporate and Operational Plans. This report meets the requirements of the Local Government Act and Regulation.

Policy

There is no policy associated with the presentation of a quarterly progress report however it is a component of the Strategic Corporate Planning and Reporting Framework and a legislative requirement to provide a report on performance against the corporate and operational plans

Risk

Executive Directors have provided an overview of departmental operations including the outlook for the future and any associated risks. In accordance with council's Enterprise Risk Management Framework, the risks and opportunities identified in relation to the quarterly progress report include:

- **Reputation/public image:** the report provides complete information on council's operations and builds a positive reputation for council with the community.
- **Legislative:** the report meets the legislative requirements of the Local Government Act and Regulation.
- **Business activity:** the report keeps council informed about the progression of the operational plan activities and provides a timely account of council's progress to the community.

Previous Council Resolution

The following reports have been adopted:

- Operational Plan 2013-2014 (SM 13/17)

Related Documentation

- Corporate Plan 2009-2014 and Operational Plan 2013-2014
- Financial information is provided to council through the Financial and Capital Management report

Critical Dates

Quarterly Progress Reports are usually scheduled to be presented to council within four weeks of the end of the calendar quarter subject to the scheduled meeting cycle.

Implementation

Corporate Governance branch will manage the publication of the report, including making the report available on council's website and intranet.

The Chief Executive Officer and Executive Directors will provide a verbal report to council at the ordinary meeting.

7.1.2 SUNSHINE COAST COUNCIL ANNUAL REPORT 2012-2013

File No:	4.16.1
Author:	Corporate Planning & Reporting Manager Finance & Business Department
Appendices:	App A - Sunshine Coast Council Annual Report 2012-2013 (Under Separate Cover) Att Pg 57

PURPOSE

This report presents the annual report for the Sunshine Coast Council, covering the period 1 July 2012 – 30 June 2013. The Annual Report 2012-2013 is a requirement of the *Local Government Act 2009* and provides all statutory information required by the Act and associated Regulation.

EXECUTIVE SUMMARY

Council's annual report is one of the ways in which council informs the community and stakeholders about the services council has delivered, the projects it has undertaken, and its achievements during the financial year. It also includes the audited financial statements.

The major achievements for the year include:

- **Building economic sustainability**
 - Capital works programs investing in community infrastructure to the value of \$146 million.
 - New business attraction and investments such as Tiger Airways, Zehnder Gluten Free, Stellar Asia Pacific, Tough Mudder, 70.3 Half Iron Man, and the Sunshine Coast Half Marathon.
 - International relations developed for future business with New Zealand and China.
 - Business leaders round table launched to grow the economy of the region.
 - Awarded the Major Airport of the Year for 2011 and 2012 by the Australian Airports Association.
 - Draft Economic Development Strategy released.
- **Building environmental sustainability**
 - New Sunshine Coast Planning Scheme progressed to final stage.
 - Environmental Levy funds to the value of \$3 million utilised for land acquisition to preserve our natural environment.
 - Sand pumping to protect our premier beaches at Mooloolaba, Maroochydore and Noosa.
- **Building a sustainable community and lifestyle**
 - Detailed planning undertaken to progress the Maroochydore central business district.
 - Caloundra Music Festival expanded to include the Fringe Festival.
 - International and national artists attracted to the Floating Land Festival.
 - New job opportunities for the region created with the commencement of the Sunshine Coast University Private Hospital precinct.
 - Major developments and planning for sports complexes at Glass House Mountains, Sunshine Beach, Peregian Springs, Palmwoods and Caloundra.

- Free Christmas holiday buses and Council Cabs to help people move around the region.

The Annual Report is hereby presented for council's consideration and adoption.

OFFICER RECOMMENDATION

That Council:

- receive and note the report titled "Sunshine Coast Council Annual Report 2012-2013"
- adopt the Sunshine Coast Council Annual Report 2012-2013 (Appendix A) and
- note that the Chief Executive Officer may make minor amendments to the annual report to allow for publication.

FINANCE AND RESOURCING

The cost of preparing the annual report is included within the Corporate Governance Branch core budget.

The estimated total cost covering preparation to publication is \$4,000. To minimise costs the report has been designed for viewing online. This will provide easy access and retrieval of the report via council's website. A promotional brochure will also be produced.

CORPORATE PLAN

Corporate Plan Theme: *Innovation & Creativity*

Emerging Priority: 3.4 - Council's working culture is dynamic, flexible and entrepreneurial

Strategy: 3.4.1 - Build an organisational culture focused on teamwork, innovation, customer service and fast business

Corporate Plan Theme: *Managing growth*

Emerging Priority: 7.5 - Council's services and assets meet the needs of our growing community

Strategy: 7.5.1 - Determine the types and levels of services provided by council

Corporate Plan Theme: *Great governance*

Emerging Priority: 8.1 - Ethical, accountable and transparent decision-making

Strategy: 8.1.2 - Ensure legislative compliance and awareness

CONSULTATION

Internal Consultation

The key achievements provided in the report have been sourced from the 'Implementation of the Corporate and Operational Plans' report. This report was adopted by council earlier in the year.

External Consultation

There has been no external consultation in preparing this report

Community Engagement

There has been no community consultation in preparing this report. The report once adopted by council will be promoted to the community.

PROPOSAL

The annual report presents information on council's operations over the past financial year and features major achievements and highlights. The contents required in the annual report are determined by legislation.

The Annual Report 2012-2013 is comprised of four parts and each part is detailed below:

➤ Introduction (Part1)

Provides introductory information to the annual report and contains:

- Message from the Mayor and CEO
- Awards received
- Facts and statistics about the Sunshine Coast and council
- Councillor names, divisions and portfolios
- Executive Leadership Team names and positions

➤ Report on Implementation of the Corporate and Operational Plans (Part 2)

This section includes:

- Major achievements
- Statistics on delivery of Corporate and Operational Plans
- Achievements and highlights under each corporate plan theme

➤ Annual Disclosures (Part 3)

Covers all non-financial information required to be published in council's annual report under the *Local Government Act 2009*, *Local Government Regulation 2012* and *Public Sector Ethics Act 1994*. In addition, disclosures considered best practice in annual reports, such as information on governance and risk management are included.

➤ Financial information (Part 4)

This section contains council's Community Financial Report, audited financial statements and other financial information required under the *Local Government Regulation 2012*.

The Annual Report is hereby presented for council's consideration and adoption.

Legal

The annual report has been compiled following the requirements of the *Local Government Act 2009*, *Local Government Regulation 2012* and *Public Sector Ethics Act 1994*.

The *Local Government Regulation 2012* [s182 – s190] sets out that an annual report must contain specific information across a range of matters and these are included in the report.

Policy

There are no policy implications associated with the annual report however the report is a component of the Strategic Corporate Planning and Reporting Framework.

Risk

There are no risk management issues associated with the recommendation in this report.

Previous Council Resolution

The Report on the Implementation of Corporate and Operational Plans 2012/2013 was referred to the Annual Report 2012-2013 for inclusion (OM13/152).

Related Documentation

Council adopted the:

- 2009-2014 Corporate Plan on 14 May 2009
- Operational Plan 2012-2013 on 27 June 2012
- 2012-2013 Budget and Forward Estimates on 27 June 2012

Critical Dates

Under *Local Government Regulation 2012* council must adopt the annual report within one month after the auditor-general provides the audit report and be published within two weeks of adoption [*Local Government Regulation 2012 s182*].

Implementation

Following adoption, publication and communication channels will include:

- Sunshine Coast Council website – interactive viewing and ability to download the report and/or print
- Promotional brochure – distribution to council libraries, customer service centres and councillors

Community organisations and individuals requiring a copy will be able to access the report from council's customer service centres or print a free copy from council's website.

7.1.3 SEPTEMBER 2013 FINANCIAL PERFORMANCE REPORT

File No:	Financial Reports
Author:	Financial Services Manager Finance & Business Department
Attachments:	Att 1 - September 2013 Financial Performance Report25

PURPOSE

To meet council's legislative obligations, a monthly report is to be presented to council on its financial performance and investments.

EXECUTIVE SUMMARY

The monthly financial performance report provides council with a summary of performance against budget at the end of each month in terms of the operating result and delivery of the capital program.

This report includes budgets adjusted from Budget Review 1 2013/2014, adopted by council on 19 September 2013.

The operational result at 30 September 2013 shows a positive variance of \$2.4 million compared to the forecast position.

This operating result variation is made up of higher than expected revenue of \$870,000 (0.5%) and lower than anticipated operating expenses of \$1.6 million (1.5%). Further detail is provided in the proposal section of this report.

As at 30 September 2013, \$31.4 million (17.7%) of council's \$177.7 million 2013/14 Capital Works Program was financially expended.

Council's investment portfolio remains within the guidelines established under the Investment Policy.

OFFICER RECOMMENDATION

That Council receive and note the report titled "September 2013 Financial Performance Report".

FINANCE AND RESOURCING

There are no financing and resourcing implications as this is an information only report.

CORPORATE PLAN

Corporate Plan Theme: *Great governance*
Emerging Priority: 8.1 - Ethical, accountable and transparent decision-making
Strategy: 8.1.2 - Ensure legislative compliance and awareness

Corporate Plan Theme: *Great governance*
Emerging Priority: 8.3 - Strong financial management
Strategy: 8.3.1 - Develop long term financial plans and indicators to achieve optimum use of resources and alignment to strategic priorities

Corporate Plan Theme: *Great governance*
Emerging Priority: 8.3 - Strong financial management
Strategy: 8.3.2 - Ensure council's financial performance is well managed and leads to a strong financial position

CONSULTATION

Internal Consultation

All departments or branches participated in the formation of the recommendations associated with this report.

External Consultation

No external consultation is required for this report.

Community Engagement

No community engagement is required for this report.

PROPOSAL

The operational result at 30 September 2013 shows a positive variance of \$2.4 million compared to the forecast position.

This operating result variation is made up of higher than expected revenue of \$870,000 and lower than anticipated operating expenses of \$1.6 million.

Previous monthly financial reports for July 2013 and August 2013 stated an outstanding dividend from Unitywater of approximately \$8.8 million. Funds were received in September 2013 and this is no longer an outstanding matter.

The external audit of council's 2012/2013 financial statements continues into October 2013, which may result in further end of financial year adjustments.

Operating Revenue

Fees and Charges

The main variation relates to development applications of \$850,000, with the volume being approximately 15% higher in 2013/2014 than compared to same time in 2012/2013.

Interest received from Investments

The unfavourable variation of \$240,000 is a result of lower interest rates than anticipated.

Grants and Subsidies

The favourable variation of \$210,000 is a result of various grants, namely Get Ready Qld state government grant (\$85,000), Flood Mapping Hazard (\$57,000) and Creative Collective Skills (\$42,000).

Other Revenue

A favourable variation of \$550,000 is a result of a refund from Office of State Revenue of \$382,000 for over-charged payroll tax; sale of recyclables at waste facilities of \$115,000; main roads contract \$200,000. However, this is offset by not yet charged 2012/2013 water/sewer charges to community groups of \$154,000. This relates to Unitywater invoices previously paid by council but are yet to be dispersed to community groups. The main issue is where there is one invoice for a site however multiple community groups use that site,

therefore the proportioning of charges is problematic. During October 2013 approximately \$90,000 will be charged to community groups.

Internal Revenues

An unfavourable variation of \$480,000 mainly relates to Quarries internal sales of \$415,000 where asphalt sales were lower than anticipated of \$353,000.

Operating Expense

Materials and Services

The favourable variance of \$1.6 million is largely due to variations of:

- \$3.3 million favourable variance relating to contracts of:
 - \$1.5 million relates to a several branches within Infrastructure Services Department, of which:
 - \$900,000 for Waste business – where contractor invoices are yet to be received
 - \$380,000 for Environmental Operations and Parks and Gardens – delay in timing of new street sweeping contract starting and old one finishing, also waterways Caring for Our Country Grant yet to be completed
 - \$170,000 for Transport and Engineering Services – underspend in contract traffic light signals
 - \$130,000 Building and Facilities – delay in timing of maintenance works.
 - \$700,000 relates to economic development where anticipated expenditure has not occurred, budgets profile will be adjusted during October 2013
 - \$630,000 for Community Services Department due to timing of events where no costs have been charged against anticipated budgets, with main areas being Community Facilities of \$270,000; Community Response of \$160,000; the remainder spread across operations
- Grants and Partnerships unfavourable variation of \$1.7 million relates to quarter two payment for Sunshine Coast Destination Ltd with the associated budget profiled against October 2013
- Telecommunications charges favourable variance of \$540,000 relates to reimbursement from overcharges in prior invoices and
- Offset by unfavourable variance of \$940,000 for appeal court costs.

Finance Costs

A favourable variation of \$305,000 in part relates to miscoded budget for Councillor divisional operational minor works of \$200,000 which should be allocated against Other Expenses - donations and contributions, however the original budget is within Materials and Services. This will be corrected for the October 2013 report.

Also, there is \$100,000 variation that relates to interest costs however there was a cost adjustment for August 2013 that was not processed.

Other Expenses

An unfavourable variance of \$209,000 in other expenses is made up of:

- timing differences in contributions to community groups (\$69,000)
- a change in the vehicle leasing agreement with Surf Lifesaving Queensland (\$60,000) from council leased vehicles to SLQ leased vehicles
- A movement in councillor divisional operational works budget from materials and services to other expenses (\$165,000)

Realigning these costs and associated budget will be proposed as part of Budget Review 2 2013/2014.

Capital Expenditure

As at 30 September 2013, \$31.4 million of council's \$177.7 million 2013/2014 Capital Works Program was financially expended. Detail by Capital Program is outlined below:

Program	Original Budget \$000	Current Budget \$000	Year to Date Actual \$000	% of Annual Current Budget Spent
Buildings and Facilities	6,548	7,666	1,813	23.7%
Coast and Canals	1,949	2,388	216	9.0%
Divisional Allocations	3,100	4,948	874	17.7%
Environmental Assets	1,238	1,276	75	5.9%
Fleet	1,000	1,000	688	68.8%
Parks and Gardens	10,317	11,580	1,638	14.1%
Stormwater	4,161	4,309	1,170	27.1%
Transportation	52,952	62,411	12,858	20.6%
Information Communication Technology	3,927	4,687	807	17.2%
Strategic Land and Commercial Properties	9,422	48,967	7,172	14.6%
Aerodromes	0	107	0	0.5%
Sunshine Coast Airport	3,400	7,992	2,528	31.6%
Holiday Parks	1,455	3,093	199	6.4%
Quarries	150	637	259	40.7%
Waste	9,651	16,596	1,113	6.7%
Total Council	109,270	177,657	31,410	17.7%

Investment Performance

For the quarter ending 30 September 2013 all investment parameters remained within the guidelines established under the Investment Policy.

Investment performance is lower than anticipated due to decrease in August 2013 of the official cash rate from 2.75% to 2.50%, which impacted returns offered by the financial market.

Council has maintained a strong return in the current market conditions with \$317.0 million cash (excluding Trust Fund) as at 30 September 2013 with an average interest rate of 3.89%, being 1.29% above benchmark. This is compared to 30 September 2012 with \$291 million cash (excluding Trust Fund) where the average interest rate was 5.05%, being 1.17% above benchmark.

The benchmark used to measure performance of cash funds is the UBS Bank Bill Index, whereas the Bank Bill Swap Rate (BBSW) is applied against term deposits. These rates

fluctuate daily and the conditions prevailing as at the date of the original investment decision may be significantly different to the position as at the reporting date.

As mentioned above under the heading Interest Received from Investments, there is a \$240,000 unfavourable variance.

Legal

This report ensures that council complies with its legislative obligations, with respect to financial reporting in accordance with Section 204 of the *Local Government Regulation 2012*.

Investment of funds is in accordance with the provisions of the *Statutory Bodies Financial Arrangements Act 1982* and the associated Regulations and the *Local Government Act 2009*.

Policy

Council's Investment Policy.

Risk

The current risks associated with the operating result are as follows:

1. the expected full year growth in rateable properties is less than forecast, with lower revenue than budgeted of \$1.0 million
2. in June 2013 the Federal Government pre-paid half of the 2013/2014 Financial Assistance Grant of \$6.3 million. Since half of the grant was pre-paid into 2012/2013 there is a potential shortfall of \$2.1 million in the current budget
3. there is \$4.7 million net savings for the Organisational Review loaded into the budget
4. the achievement of de-amalgamation reductions in Materials & Services budget after separation occurs 1 January 2014 and
5. there is \$4.4 million employee vacancy savings loaded into the budget which may be difficult to achieve along with the Organisational Review.

Previous Council Resolution

On 25 June 2013, council adopted the 2013/2014 budget.

On 19 September 2013, council adopted the 2013/2014 Budget Review 1 2013/2014.

Related Documentation

There is no related documentation for this report.

Critical Dates

The 2012/2013 financial statements remain under external audit review and may not be signed off until 31 December 2013.

Implementation

There are no implementation details to include in this report.

7.2 REGIONAL STRATEGY AND PLANNING**7.2.1 DEVELOPMENT APPLICATION FOR ANIMAL HUSBANDRY TYPE 2 INTENSIVE (POULTRY FARM) AT 136 TOP FORESTRY ROAD, RIDGEWOOD**

File No:	MCU12/0184
Author:	Development Planner Regional Strategy & Planning Department
Attachments:	Att 1 - Site Plan and Elevations 51 Att 2 - Traffic Route 55 Att 3 - Traffic 57

Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/masterview/Modules/Applicationmaster/default.aspx?page=wrapper&key=1246601>

APPLICATION DETAILS	
Applicant:	W Donald Milligan Pty Ltd
Proposal:	Development Permit for Material Change of Use (Animal Husbandry Type 2 - Intensive) and Environmentally Relevant Activity (ERA 4 - Poultry Farming)
Properly Made Date:	21/11/2012
Information Request Date:	10/12/2012
Info Response Received Date:	08/05/2013
Decision Due Date:	14 November 2013
Number of Submissions:	12 Properly made submissions; and 118 Not properly made submissions
PROPERTY DETAILS	
Division:	12
Property Address:	136 Top Forestry Rd, Ridgewood, Qld, 4563
RP Description:	Lot 21 SP 226606
Land Area:	105.017ha
Existing Use of Land:	Avocado orchard and associated sheds
STATUTORY DETAILS	
SEQRP Designation:	Regional Landscape and Rural Production
Planning Scheme:	The Noosa Plan (8 August 2011)
Planning Locality:	Mary River Catchment
Planning Zone	Rural
Assessment Type:	Impact

PURPOSE

The purpose of this report is to seek council's determination of an application for a Development Permit for Material Change of Use for Animal Husbandry Type 2 – Intensive (Poultry Farm) and Environmentally Relevant Activity (ERA 4 - Poultry Farming) at 136 Top Forestry Rd, Ridgewood. The application is before council as there were 101 submissions objecting to, and 29 submissions supporting, the development proposal.

EXECUTIVE SUMMARY

This application seeks approval for a Poultry Farm defined by The Noosa Plan as Animal Husbandry Type 2 – Intensive at 136 Top Forestry Road, Ridgewood. The applicant proposes to construct 8 large sheds (100m to 130m long x 16m wide) on the site's ridgeline to house up to 250,000 birds, with day old chicks reared for a period of 6-9 weeks before being transported off site overnight for chicken meat production. The sheds are then cleaned out over a 2 week period and spent litter from the sheds is stockpiled within 2 bunded areas, before being spread on the avocado tree orchard. The cycle then starts again, with up to 6 cycles a year possible.

The site is zoned Rural under The Noosa Plan and, in this zone, a poultry farm is required to follow an impact assessment process. Accordingly, the applicant must demonstrate the selected site is suitable for the proposed use, and that the potential impacts can be appropriately managed.

This report concludes that the site is not suitable and the proposed poultry farm will have unacceptable impacts on the traffic safety of Top Forestry Road, and adverse amenity impacts for residents living near the farm and on the transport route.

Top Forestry Road is not of a suitable standard to cater for the number of heavy vehicles expected to be generated by the poultry farm, being an unsealed road with a number of tight bends. In any one of the 9 week batch cycles, the poultry farm is likely to generate approximately 348 heavy vehicle trips. During peak times, the number of truck movements is anticipated to be 92 trips (in and out) a week, with the last bird collection potentially being up to 90 truck trips over 1 to 2 nights. These truck numbers would also significantly impact on residents living along the traffic route, given bird collection is anticipated to be throughout the night and the route travels through Cooroy's urban residential streets. Dust generated from these movements along Top Forestry Road is also likely to cause a nuisance for residents.

In terms of potential odour impacts, Pacific Environment on behalf of council advise that no data has been provided of the emissions from manure stockpiles and manure spreading. Therefore, they are unable to support the applicant's submission that the poultry farm complies with the Queensland odour guidelines for rural zoned land. Odour modelling also identifies that the closest houses are at risk of distinct odour impacts at times, with the report failing to address one of the closest sensitive receiver locations.

While a number of submissions were concerned about the proposal's potential to adversely impact on water quality in the Mary River Catchment, council's environmental specialist concludes this is unlikely but, were the application to be approved, ongoing monitoring of the waterways would be necessary. Notwithstanding this, it should be noted that discussions with the Department of Agriculture, Forestry and Fisheries indicates that manure should be composted for a minimum of 12 weeks before use on farms and that the proposed application rate is likely to kill the tree crop.

The application is, therefore, recommended for refusal.

OFFICER RECOMMENDATION

That Council REFUSE Application No. MCU12/0184 for a Development Permit for Material Change of Use for Animal Husbandry Type 2 – Intensive (Poultry Farm) and Environmentally Relevant Activity (ERA 4 - Poultry Farming), situated at 136 Top Forestry Rd, Ridgewood for the following reasons:

1. the proposed poultry farm does not comply with the Overall Outcomes of The Noosa Plan's Mary River Catchment Locality, Agricultural Uses and Transport, Roads and Drainage Codes
2. the proposed poultry farm does not achieve sufficient separation distance from surrounding residents so as to avoid adverse odour impacts on residents' amenity, with insufficient details provided on the emissions from manure stockpiles, manure spreading, and for one of the closest sensitive receiver locations
3. the proposal will have unacceptable impacts on the safety of Top Forestry Road and the proposed road improvements are not sufficient to provide the necessary safe environment
4. traffic generated by the development proposed will have significant adverse impacts on the amenity of residents, given Top Forestry Road is unsealed and bird collection is likely to be through the night and
5. the proposed sheds and earthworks necessary for shed construction is likely to adversely impact on the scenic amenity of the area, as the applicant has not demonstrated that they will integrate satisfactorily with the landform and landscape.

FINANCE AND RESOURCING

If council were to approve this development, the applicant would be required to pay infrastructure charges for trunk infrastructure.

Council's Infrastructure Policy Branch has provided the following estimate of the infrastructure charges required by this development (which excludes infrastructure charges to Unitywater):

Allocation of adopted infrastructure charge to trunk infrastructure networks	Amount Payable
Transport	\$156,672
Public Parks & Land for Community Facilities	\$27,648
Stormwater (applicable to Non-Residential development)	\$500,000
TOTAL (June 2013 index) =	\$684,320

PROPOSAL

The application seeks approval for a Material Change of Use for Animal Husbandry Type 2 – Intensive (Poultry Farm) and Environmentally Relevant Activity (ERA 4 - Poultry Farming), situated at 136 Top Forestry Rd, Ridgewood.

The development involves the construction of 8 x 100m to 130m long x 16m wide sheds along the ridgeline of the site, with each shed containing 30,000 to 38,500 chickens. On this basis, the site has the potential to carry in the order of 250,000 birds at any one time. The applicant indicates the process involves the rearing day old chicks to chickens for a period of 6-9 weeks, before being removed from the site for chicken meat production (batch cycle).

Feed for the birds is brought onto the site throughout the batch cycle by 19m B-doubles, with an increase in frequency associated with the birds' mass. The applicant provided details for the feed requirements for an 8 shed farm, with 4 deliveries in the first week, increasing to 24 deliveries during week 7 of the 9 week cycle. The grown chickens are then removed from the site by truck in weeks 6, 7 and 9, most likely at night when the birds are less active.

The applicant also proposes that, upon the completion of the bird growing cycle, the sheds are cleaned out and prepared for the next batch cycle over a 2 week period. Spent litter from the sheds is proposed to be stockpiled within 2 bunded areas for a period of 4 to 5 weeks, before being spread onto the existing avocado orchard. The bunded areas have a total lineal distance of 300m x 20m wide and are located adjacent to the proposed sheds.

A Preliminary Operational Management Plan has been prepared by the applicant to address the operation of the proposed poultry farm and the existing avocado farm.

The proposal plans are included as **Attachment 1**.

SITE DETAILS

Background/Site History

There are no existing development approvals over the site. The owner of the farm indicates avocados have been grown on the site for the last 20 years.

A prelodgement meeting was held in December 2011 regarding the current proposal. Advice was given about the numerous detailed reports required for council to assess the impacts of the proposal. The applicant then approached the Department of Natural Resources and Mines, to remove the site from the Queensland Strategic Cropping mapped area.

The application was made on 21 November 2012, with a subsequent information request issued on 10 December 2012. Further detailed information was asked of the applicant regarding visual amenity, stormwater management, site stability, traffic generation and movement. A response to the request was given on 8 May 2013. The application then commenced advertising for 15 business days, which was finalised on 12 June 2013.

Following a further site meeting with the applicant to clarify a number of aspects of the proposal, which were not satisfactorily addressed within the information response, council issued a further outstanding issues request on the 28 June 2013. The applicant responded with the revisions to the proposal on 12 and 24 September 2013.

Site Description

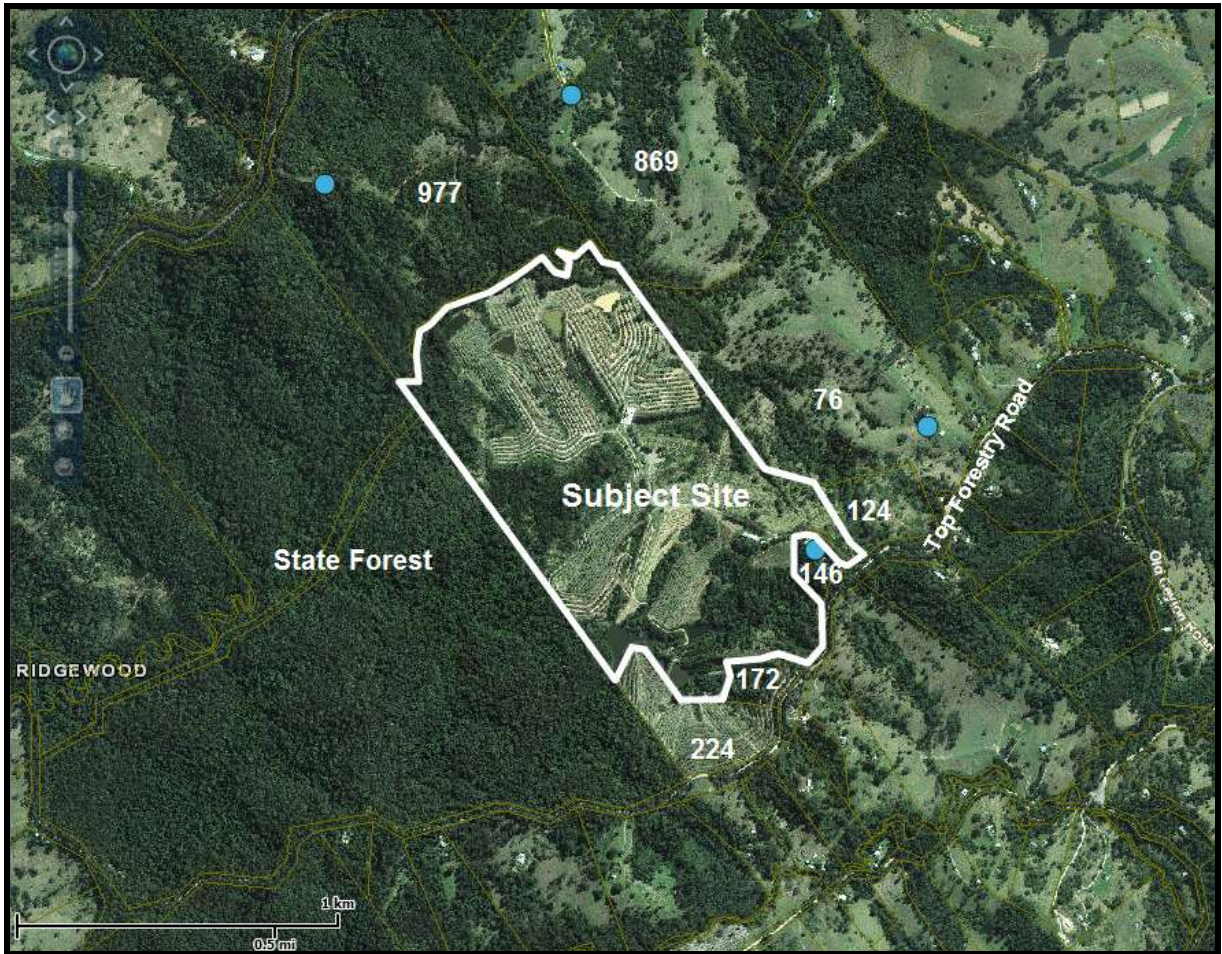
The subject site is 105ha in size and is located at 136 Top Forestry Road, Ridgewood. The site is characterised as having relatively steep sloping terraces, planted out with avocado orchards connected by farm access roads extending along the ridgelines. There is an existing farm shed located on the ridgeline within the middle of the site, housing much of the farm equipment associated with the avocado cropping. There are 7 dams on the site located at the bottom of each of the hillsides, which are used to irrigate the existing avocado orchard.

A 120m wide easement extends along the site's western boundary. This easement includes Powerlink's electricity stanchions.

There is an existing farm house located close to the existing access to Top Forestry Road in the south eastern portion of the site. The existing access to the site is via an unsealed driveway, while Top Forestry Road is unsealed for 1.3km from the intersection with Old Ceylon Road.

Surrounding Land Uses

The site is located adjacent to 1,150ha of State Forest to the west. The other adjoining properties to the subject site are included on the locality plan below, with a summary of each of the adjoining properties detailed in the corresponding table.



Neighbouring Property	Lot Size	House Site	Current Use
977 Cooroy Belli Creek Road	67.4 ha	There is an existing house located close to Cooroy Belli Creek Road in the north western portion of the lot. The house is 1,150m from the existing farm sheds on the subject site.	Predominantly vegetated with a single detached house.
869 Cooroy Belli Creek Road	49.3 ha	There is an existing house located in the northern portion of the lot. The house is 980m from the existing farm sheds on the subject site.	The lot is partially cleared with cattle grazing.

Neighbouring Property	Lot Size	House Site	Current Use
76 Top Forestry Road	49.4 ha	There is an existing house located in the northern portion of the lot. The house is 950m from the existing farm sheds on the subject site.	The lot is partially cleared with cattle grazing.
124 Top Forestry Road	6.47 ha	The lot is currently cleared with no houses on the site. This lot is owned by the applicant and is approximately 700m from the existing farm sheds on the subject site.	The lot is partially cleared with cattle grazing.
146 Top Forestry Road	2.04 ha	There is an existing house with shared access to the subject site. This lot is owned by the applicant and is approximately 650m from the existing farm sheds on the subject site.	Predominantly vegetated with a single detached house.
172 Top Forestry Road	2.92 ha	The lot is predominantly vegetated with a farm shed in the south eastern portion of the lot. This lot is owned by the applicant and is approximately 850m from the existing farm sheds on the subject site.	Predominantly vegetated with no detached houses.
224 Top Forestry Road	9.5 ha	The lot is currently cleared with no houses on the site. This lot is owned by the applicant and is approximately 750m from the existing farm sheds on the subject site.	Avocado cropping with the irrigation of trees from the dams on the subject site.

ASSESSMENT

Framework for Assessment

Instruments for Statutory Assessment

Under the Sustainable Planning Act 2009, the application must be assessed against each of the following planning instruments to the extent they are relevant to the development:

- State Planning Policies
- the South East Queensland Regional Plan
- State Planning Regulatory Provisions and
- the Planning Scheme for the local government area.

Of these, the planning instruments relevant to this application are discussed in the sections that follow.

Statutory Instruments – State and Other

State Planning Policies

The relevant State Planning Policies applicable to this application have been deemed by the Minister for Local Government and Planning as being appropriately reflected in The Noosa Plan and, therefore, do not warrant a separate assessment.

South East Queensland Regional Plan

The site is located within the Regional Landscape and Rural Production designation of the SEQ Regional Plan. The regional policies in Part D of the Regional Plan are relevant when assessing a development application. The proposed development is consistent with the regional policies.

State Planning Regulatory Provisions

The SEQ Regional Plan Regulatory Provisions are applicable to this application. The proposal is for a rural activity within the Regional Landscape and Rural Production Area designation of the SEQ Regional Plan. The proposed use is consistent with Division 2 of the SEQ Regulatory Provisions.

Statutory Instruments – Planning Scheme

The applicable planning scheme for the application is The Noosa Plan (8 August 2011). The subject site is located in the Mary River Catchment and zoned Rural. The proposed use is identified as Animal Husbandry Type 2 – Intensive (Poultry Farm). The proposed poultry farm, being a rural use, is identified as a consistent use in the rural zone. However, intensive animal husbandry uses are required to follow an impact assessment process and must demonstrate that the selected site is suitable, and the potential impacts can be appropriately managed.

Local Area Provisions

The Overall Outcomes of the Mary River Catchment locality seek to maintain the rural character, lifestyle and accessibility enjoyed by residents. Agricultural uses are to remain a significant part of the economic activities in the locality, ensuring that these uses are continued on better agricultural land on and adjacent to the valley floors.

Land Use and Works Provisions

The application has been assessed against The Noosa Plan. The pertinent issues arising out of the assessment against the relevant codes are discussed in terms of their relevant topic below.

Traffic

The site is accessed from Cooroy township (residential streets) via Cooroy Belli Creek Road, Old Ceylon Road and Top Forestry Road. See **Attachment 2**.

The applicant indicates that the use will require servicing by a mix of semi-trailers and truck and dog combinations (litter delivery, bird delivery and collection, dead bird collection) and 19m B-doubles for the delivery of feed. During the assessment of the application, the applicant submitted a number of versions of the originally submitted traffic report prepared by Hayes Traffic Engineering, to address council's concerns with traffic movements.

The submitted traffic report describes the number of traffic movements (trips) of the existing cropping use of the site and the potential number of traffic movements (trips) of the proposed use of the site (reduced cropping and new poultry use). The report is based upon the assumption that the “poultry” use will be staggered through the 8 sheds to spread the traffic demands over the 8 week “batch” cycle. However, the applicant’s MWA Environmental report, and industry advice, suggest this assumption is incorrect and that the poultry processors prefer all sheds on a property to be at the same stage within the “batch”.

The report uses methodology to calculate the yearly trip generation from the existing and proposed uses and divide the total by 365 to determine a “per day” trip rate. This methodology does not give any consideration to:

- the type of vehicle for the “trip” or
- the impacts (safety, noise, dust, road maintenance) of a “heavy vehicle” trip compared to the “trip” of a passenger vehicle. It is considered in this instance that, due to the location of the site, assessment of the impacts of the traffic generated by the proposed development must go beyond “trip” numbers or
- the variations in daily “trip” numbers due to the specific use. The variations occur in the cropping use due to the seasonal requirements (e.g. picking season) and in the poultry use due to the production timeframes (e.g. bird collection). It is considered in this instance that, due to the location of the site, assessment of the impacts of the traffic generated by the proposed development must consider the daily/weekly variations in “trip” numbers.

It is noted that, while the application originally included a reduction in the cropping on the site and, therefore, a reduction in traffic movements, information supplied by the applicant on 12 September 2013 indicates an additional 3,000 trees will be planted in currently fallow areas of the site. It is reasonable to assume that, although some cropping area would be lost to the proposed poultry use, the 3,000 additional trees would not result in any net loss in traffic movements of both passenger and heavy vehicles for the original cropping use of the site.

With regard to the potential number of traffic movements (trips) generated by the proposed poultry use, there are discrepancies between the total number of heavy vehicle trips per “batch” from the submitted Hayes traffic report (218 trips), the submitted MWA Environmental report (234 trips), and council’s calculations (348 trips) (**Attachment 3**). Council’s calculations have been based on the submitted MWA Environmental report and industry advice. The activities that appear to have been overlooked or under-estimated are dead bird collection and the collection of the birds for market. Notably council’s traffic calculations mentioned above have not considered the removal of litter from the site which would equate to approximately an additional 20 trips at the end of each batch. The highest number of traffic trips are created during the second half of the “batch” (days 36-63) with the trips increasing for feed deliveries and bird collection. It is noted that industry practice is for the bird collection to occur at night. It is also noted that the application refers to “5-6 batches” per year”.

A breakdown of council’s estimation of traffic movements to the site is included as **Attachment 3**. Notably, during peak times at the end of each batch cycle, the number of truck movements is anticipated to be 92 trips (in and out) in any one week, with the last bird collection potentially being up to 90 truck trips over 1 to 2 nights.

Cooroy Belli Creek Road and Old Ceylon Road are sealed rural standard roads. These roads are of a suitable standard to cater for the vehicle types, although there are concerns with the number of heavy vehicles proposed.

The existing formation of Top Forestry Road is gravel with variable widths and a number of tight bends, and is not of a suitable standard to cater for the number of heavy vehicles expected to be generated by the poultry farm. The first section of Top Forestry Road extending from Old Ceylon Road to No. 101 predominately runs along the ridgeline. There is limited opportunity to widen the formation due to the existing vegetation. The bends along Top Forestry Road are narrow with obscured sight lines. The most significant bend is located adjacent to the western corner of No. 101. The bend is located in a gully with a formation width of approximately 4m. The sight lines across this bend are obscured by vegetation located within the road reserve. The topography of the gully at this point is such that a widening of the road at this location in either direction is not feasible. It is also noted that the school bus travels along Top Forestry Road from Old Ceylon Road to a turnaround area adjacent to the entrance to the subject site.

In order to provide a safe environment for local road users (residents, school bus, etc.) it is considered that substantial improvements to Top Forestry Road would be required to cater for the number of heavy vehicles required to service the poultry use. These improvements would need to be sufficient to cater for the demands during inclement weather, especially during the peak times in the "batch" and at those times when the peak times in the "batch" coincide with the seasonal peaks of the cropping use. It is considered that the improvements suggested in the most recent Hayes traffic report are not sufficient to provide the necessary safe environment.

It is considered that, given the natural topography and the extent of works required to construct Top Forestry Road to the required standard, it is neither feasible nor reasonable to condition the developer to construct the necessary improvements.

Dust and Noise Nuisance

The operations of the poultry farm have the potential to cause dust and noise nuisance for the surrounding residential properties. The Noise and Air Quality Impact Assessment, prepared by MWA Environmental concludes that the dust dispersion and noise amenity criteria for the poultry sheds meet the relevant guidelines. This report has been reviewed by council's specialists who advise the proposal will meet the relevant guidelines for on-site operations.

However, the application does not address noise and dust emissions from the heavy vehicles using the 1.3km section of Top Forestry Road, which is unsealed and built into the side of a hill, and noise from heavy vehicles on the remainder of the route. The noise pressure levels of trucks travelling along Top Forestry Road, both day and night, will affect the amenity of the residential properties adjacent to it. Dust nuisance could only be mitigated by the frequent application of dust suppressants or the permanent sealing of the road for those houses within 50m.

The proposal is also likely to generate a noise nuisance for those residents living on the local roads, in particular for those residents on the residential streets of the route. While the applicant's preferred route, including Myall Street, Crystal Street, Maple Street then to Cooroy Belli Creek Road is a logical route, the second stage of each "batch" is likely to include night trips and noise from trucks is likely to be unacceptable for residents on these residential streets.

Odour Nuisance

The proposed use of the site for intensive poultry farming, including the storage and spreading of the manure, has the potential to affect the air quality of surrounding neighbours.

The applicant included an Air Quality Impact Assessment prepared by MWA Environmental, for the 8 poultry growing sheds. Pacific Environment reviewed the report's methodology and emissions estimations on behalf of council. It was found the emissions estimation and modelling was calculated generally in line with standard methods. However, there is a lack of data on the emissions from manure stockpiles and manure spreading. Pacific Environment are, therefore, unable to support the findings by the applicant that the farm complies with the Queensland odour guideline for rural zoned land of 2.5 odour units = $C_{99.5}^{1hr}$. Notably, even were the applicant to meet this guideline, the odour concentration levels would be noticeable for nearby residents although classified as weak by the guidelines, but with the smell considered "distinct" for at least 44 hours/year.

Pacific Environment also describe how most new poultry farms in SEQ Queensland are not approved with litter stockpiling or spreading on site, as there is little data available about the resultant emissions.

The applicant's Preliminary Operations Management Plan details the fertiliser stockpiles and application are an integral component of the proposed use, with a number of management practices having to be adhered to for the development not to cause nuisance, including:

- litter stockpiles being covered
- litter stockpiles turned at least weekly, and only when prevailing winds are below 10km/h and from the northeast to southeast sector
- applying litter within 4-5 weeks of the cleanout of the sheds to avoid stockpile odours coinciding with high shed odours
- minimum setback of 50m is retained from spreading areas to boundaries and waterways
- litter is spread only during 6am to 6pm, and only when prevailing winds are from the northeast to southeast and
- only low velocity spreading equipment is used.

The applicant submits that these management practices would minimise odour emissions, yet no modelling has been undertaken to quantify such claims. Council's Environment Officer recommends that this practice has the potential to be problematic and onerous on the operator, with conditions required to manage this practice unlikely to be feasible. Furthermore, the Department of Agriculture, Forestry and Fisheries guidelines recommend composting for a minimum of 12 weeks and, therefore, the applicant's composting timeframes of 4-5 weeks may be unrealistic.

The applicant includes advice from an agronomist (Myriad International) detailing that all of the poultry manure compost can be utilised by the existing orchard. Using the Department of Agriculture, Fisheries and Forestry guidelines for applying poultry manure on farms, it is likely the modelling over-estimates the manure application rates, and under-counts the area of trees to which the manure could be spread. Furthermore, in discussions with the department, officers advised that the proposed application rates may eventually kill the tree crop.

An additional shortcoming of the odour modelling report identified by Pacific Environment is the failure to include the sensitive receiver location at 146 Top Forestry Road. This site includes a detached house and is currently a separate freehold lot under the ownership of the applicant. As with other SEQ poultry farm applications, it is regionally acceptable for this existing house to be included in the modelling. This sensitive receiver site would not meet the Queensland odour guidelines for rural zoned land, based on the predicted odour from the chicken sheds.

Water Quality

The Noosa Plan seeks that the water quality of watercourses within the Mary River Catchment Locality is maintained and enhanced. A Stormwater Treatment and Water Quality Management Plan have been prepared by Callaghan and Toth, which aims to address the impacts and proposes stormwater treatments for the proposed poultry farm operations.

The report details how the proposed treatment train is capable of removing nutrients and heavy metals from the poultry shed areas. However, it does not adequately address how the spreading of the litter will be managed with regard to nutrient and stormwater runoff. In particular, there is uncertainty with regard to nutrient uptake from the application of litter on the avocado orchard and how this will be managed.

Guidelines used by the Department of Agriculture, Fisheries and Forestry indicate that approximately 38% of phosphorus in poultry litter is in the available water soluble form. This results in the manure being more prone to being transported in a leaching or runoff event. In addition, the orchard is of a relatively low tree density and cover on steep land, and these factors would increase the likely risk of nutrient transport in runoff events.

Callaghan and Toth's report for the applicant indicates that the use of poultry litter to fertilise the existing avocado trees will be managed, to ensure nutrient levels do not exceed current application rates of commercial fertiliser. However, there is uncertainty involved with the information provided about the new fertiliser regime of spreading the manure on the existing avocado orchard, in terms of the effects on water quality entering the Mary River tributary. Council's specialists advise that, while the receiving vegetation environment may not be significantly affected by increased phosphorous levels, there is insufficient quantitative information provided about the specific design of the catchments within the avocado orchard, to assess all the potential impacts on the adjoining waterways. Notwithstanding this, it must be acknowledged that poultry manure could be spread on the avocado orchard now, with no approval required from council, although this is unlikely to occur as frequently compared with the proposed poultry farm operations.

Visual Amenity

For development on sloping sites and ridgelines, The Noosa Plan seeks for buildings and structures to be responsive to the natural topography and landscape character. The proposed development is for 8 x 100m to 130m long x 5m high sheds along the existing ridgelines of the site. Large quantities of cut and fill are required on the existing ridgelines, to accommodate not only the sheds, but also the roads for trucks to service each of them and 300m long x 20m wide bunded litter storage areas. Retaining structures are required in some locations, which include a height difference of approximately 8m between the floor levels and the existing hillslopes.

The applicant proposes to screen the buildings and structures by finishing the sheds in muted tones, and using existing avocado trees along the sides of the slopes. However, due to the nature of the cut and fill to accommodate the buildings, roads and bunded areas on the ridgelines, there are some locations where vegetation screening will be ineffective.

CONSULTATION

IDAS Referral Agencies

The application was referred to the following IDAS referral agencies:

Concurrence

Department of Transport and Main Roads

The department is a concurrence agency for the application, as the proposal exceeds the threshold for development impacting on State transport infrastructure (>200,000 poultry). The department responded by letter dated 13 December 2012 stating that they have no requirements.

Advice

Powerlink

The department is an advice agency for matters associated with the Eerwah Vale Transmission Line Corridor. The department responded by letter dated 20 December 2012 stating that all buildings shall not extend into their electricity easement area, also the proposed gravel road within the easement shall maintain a minimum 20m separation from the edge of Powerlink's structure footings.

Third Party Advice

Department of Agriculture, Fisheries and Forestry

The department does not have any formal role in the assessment of this application. At the time the application was made (21/11/12) the application involved prescribed ERA 4 Poultry Farming in which the administration and enforcement is devolved to Local Government under the *Environmental Protection Regulation 2008*.

On 31 March 2013, the State Government introduced the *Greentape Reduction Act 2012* which resulted in changes to the prescribed Environmentally Relevant Activity (ERA) in the *Environmental Protection Regulation 2008*. The administration and enforcement of this ERA is now devolved to the Department of Agriculture, Fisheries and Forestry. This means council will no longer be responsible for enforcement of the farm if it became operational.

The department's Senior Environmental Scientist, responsible for poultry farms, provided advice to council as a third party advice agency. The advice is of a general nature and provided links to the department's guidelines relating to avocado growing and using poultry litter on pastures, which is incorporated into this report.

Other Referrals

Internal

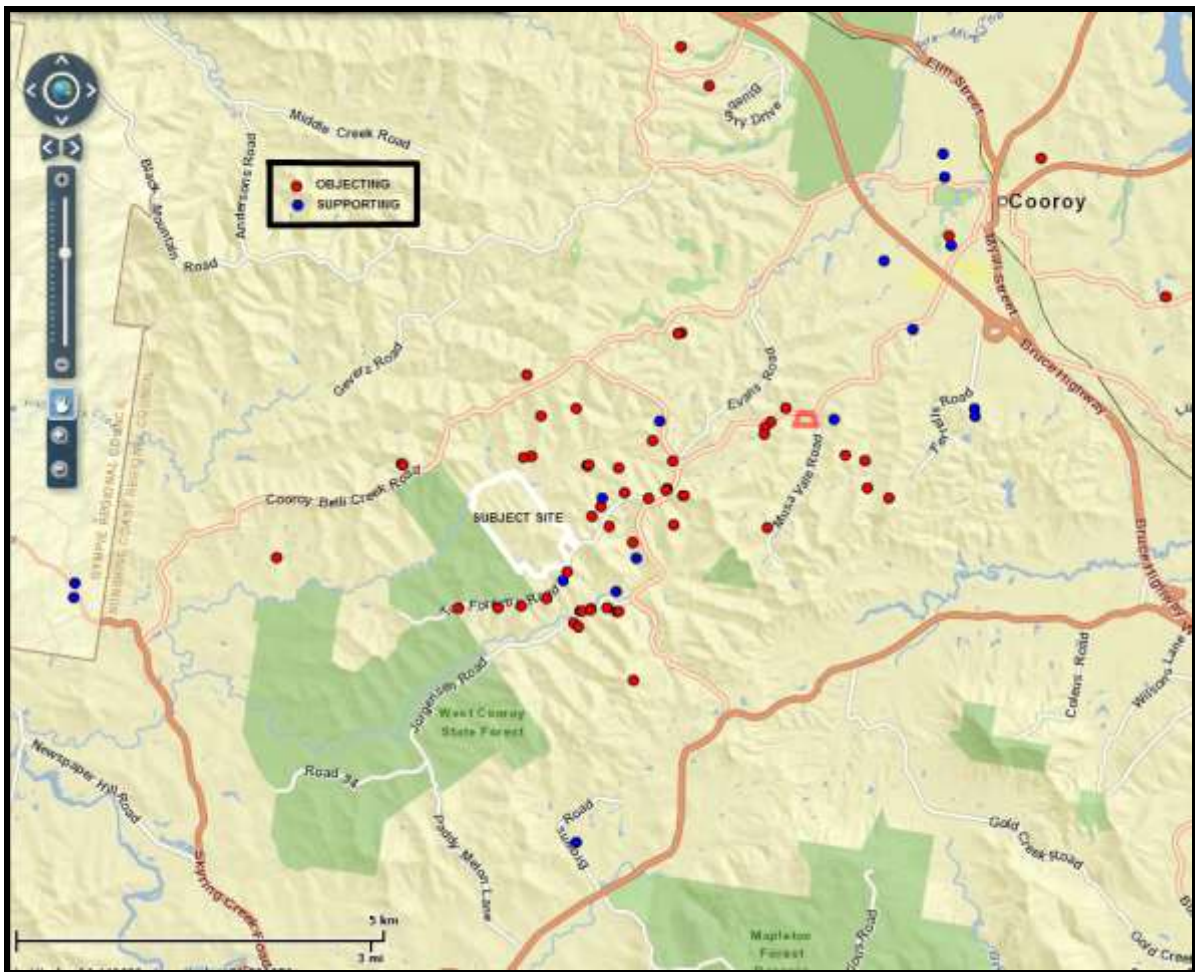
The application was forwarded to the following internal council specialists and their assessment forms part of this report:

- Development Engineer, Engineering and Environment Assessment Branch
- Hydraulics and Water Quality Specialist, Engineering and Environment Assessment Branch

- Landscape Officer, Engineering and Environment Assessment Branch
- Environment Officer, Engineering and Environment Assessment Branch
- Urban Designer, Planning Assessment Branch and
- Traffic Engineering, Engineering and Environment Assessment Branch.

Public Notification

The application was publicly notified for 15 business days in accordance with the requirements of the *Sustainable Planning Act 2009*. 12 properly made submissions and 118 not properly made (late) submissions were received. Of the 130 total submissions, 101 are objecting and 29 supporting the application. A map of the nearby submitters is provided below:



The following table provides a summary and assessment of the issues raised by submitters.

Issues	Comments
<p>Operations Broiler shed production is now a synchronized operation, rather than staged. This streamlines production but means enormous volumes of odourous shed litter require processing in huge batches at each shed clean out.</p>	<p>The Preliminary Operational Management Plan calculates the total amount of shed litter potentially generated by a full shed cleanout to be 1,027m³ per batch. No quantitative data has been provided to estimate the odour emissions from this source.</p>

Issues	Comments
<p>Noise Impacts Noise impacts on neighbouring dwelling as a result of day and night operations, including ventilation, shed clean out and traffic.</p>	<p>No road improvements have been suggested by the applicant to suppress increased sound pressure emissions from trucks travelling along the associated roads, both day and night. All other noise impacts from the sheds are considered to comply with the relevant noise criteria.</p>
<p>Odour Impacts Odour impacts will adversely affect the neighbouring residents.</p>	<p>The odour modeling fails to account for the impacts associated with the stockpiling of manure and spreading on the existing avocado orchard. The report also does not satisfy the QLD Odour Guidelines of 2.5 odour units = C99.5 1hr for the neighbouring property at 146 Top Forestry Road.</p>
<p>Dust Impacts The dust problems will adversely affect the neighbouring residents.</p>	<p>The modeling of the dust impacts associated with the cleanout of the sheds indicates no nuisance to neighbouring dwellings. However, no modeling has been undertaken to assess the dust impacts as a result of the increased truck movements along Top Forestry Road. These movements have the potential to cause a nuisance to neighbours, especially during the second stages of the batch cycle, which involves increased truck movements throughout the day and night.</p>
<p>Shed Waste and Fertilizer Application Waste litter storage area massively increased from 280m² to 5,273m², an area equivalent to 3 more broiler sheds. Applicant now plans to remove waste litter off the property that can't be stockpiled. Composting times of 4-5 weeks are less than half that of industry standards for full composting and therefore no thorough treatment of the pathogens. No gradient plan to determine appropriate litter spreading sites as per Department of Forestry and Fisheries (DAFF) guidelines. Revised tree audit fails to account for the hundreds of avocado trees to be removed for the huge new compost litter zones. Revised agronomist's report does not take differing ages and conditions of existing trees in composted litter application data. No information supplied of similar broiler operations that are using on-site processed litter material on tree crops.</p>	<p>The potential impacts associated with the reuse of spent poultry litter back on to the existing avocado orchard have not been satisfied or addressed. The proposal includes reduced composting times compared to DAFF guidelines, and there is ambiguity in the nutrient uptake of the avocado orchard from poultry manure.</p> <p>DAFF guidelines are only available about the reuse of this spent litter on existing pastures over large areas and infrequent spreading regimes. Furthermore, any spent litter that is not to be used on the site is planned to be removed from the site and sold to local farms.</p> <p>The traffic report does not appropriately consider this aspect of the proposal, resulting in additional truck movements from the site.</p>
<p>Traffic The roads servicing the site are inappropriate for the use of B double and other heavy vehicles, with no plan to improve the surface of</p>	<p>The poultry use requires servicing by a mix of semi-trailers and truck and dog combinations (litter delivery, bird delivery and collection, dead bird collection) and</p>

Issues	Comments
<p>Top Forestry Rd or ameliorate the dust nuisance to properties along the road. No traffic plan has been provided for heavy vehicles passing through the town of Cooroy, heading south to the Bruce Highway. Is it a true assessment of how many trucks will be using this road and will it be 7 days a week? (No accounting for the traffic generated by the heavy vehicles removing excess shed litter from the property and no accounting for any extra staff movements or dead bird removal in the traffic plan). A school bus stop is near the site and no consideration has been given to pedestrians.</p>	<p>19m b-doubles for the delivery of feed. These types of trucks are small enough not to require an approved B Double route.</p> <p>A further revision to the traffic plan was received to council on the 24 September 2013, showing truck movements from the Highway to Myall St, Crystal St, Maple St, Cooroy Belli Creek Rd, Old Ceylon Rd, Top Forestry Rd and then the site.</p> <p>The main traffic concern involves the use of the currently unsealed and constrained Top Forestry Road. The proposal undercounts truck movements to and from the site and does not account for excess shed litter. Road improvements will be an unreasonable cost to improve the safety for all users of Top Forestry Road.</p>
<p>Visual Amenity The sheds and associated earthworks will have a visual impact to the surrounding houses. Too many signs will have to be erected along the roads warning of trucks etc. The proposal is completely out of scale with other agricultural uses.</p>	<p>The development involves substantial cut and fill on the existing ridgelines to accommodate the sheds, roads and litter storage areas. Vegetated screening is unlikely to be successful due to the sites slope and significant earthworks proposed.</p>
<p>Water Quality Rainfall data has been taken from Tewantin, whereas the rainfall totals in the Top Forestry area have been a lot more in the previous three years. Impacts on the tributary to the Mary River.</p>	<p>The water quality specialists consider the rainfall data used to be adequate for this location. However, there is uncertainty regarding the water quality impacts associated with the application of spent litter on the existing avocado orchard. MUSIC modeling does not apply to calculate the impacts, as this is predominantly an urban catchment model and assess different nutrient criteria.</p>
<p>Public Notification Residents along Top Forestry Road advise that there was a lack of signs along Top Forestry Road</p>	<p>The applicant's consultant advises that he carried out the public notification for the application in accordance with the Act's requirements and did maintain a sign to this road frontage.</p>
<p>Submissions in support The applicant has a proven track record and is a skilled operator Significant investment in local economy The proposal will create additional employment Is consistent with planning scheme and impacts are addressed appropriately</p>	<p>Were the application to be approved, the approval is for the site, not the operator.</p> <p>The proposal is not consistent with the planning scheme as the applicant has not satisfactorily demonstrated that the impacts can be mitigated appropriately.</p>

DRAFT SUNSHINE COAST PLANNING SCHEME

The proposal is defined in the rural activity group being an Intensive Animal Industry– Poultry and located within the Rural Zone of the draft Sunshine Coast Planning Scheme.

The application would trigger impact assessment under the draft planning scheme, as the development involves more than 1,000 birds and would be affected by the following overlays:

- Biodiversity, Waterways and Wetlands – Waterways: Stream Oder 1-2 & 3-4
- Biodiversity, Waterways and Wetlands – Riparian Protection Area
- Biodiversity, Waterways and Wetlands – Native Vegetation Area
- Biodiversity, Waterways and Wetlands – Koala Habitat Area
- Bushfire Hazard – High Hazard Area
- Height of Buildings and structures – 8.5 metres
- Landslide Hazard Area
- Regional Infrastructure – High Voltage Electricity Line and Buffer and
- Scenic Amenity – Scenic Route.

The applicant has not satisfactorily demonstrated that the potential adverse impacts can be appropriately mitigated in accordance with the draft Sunshine Coast Planning Scheme. However, it should be noted that on 18 March 2013 council resolved to not include the Noosa Planning Scheme area in the yet to be finalised Sunshine Coast Planning Scheme due to de-algamation of the Noosa area on 1 January 2014.

CONCLUSION

It is concluded that the proposed poultry farm does not meet The Noosa Plan provisions. While the site is zoned Rural, the access and location is not suitable for such an intensive animal husbandry use. The proposed development does not achieve sufficient separation distances from the surrounding residents, so as to avoid adverse odour impacts on residents' amenity. The applicant has not provided sufficient details on the potential emissions from manure stockpiles and manure spreading to demonstrate that the poultry farm complies with the Queensland odour guidelines for rural zoned land. The closest houses to the site are also at risk of distinct odour impacts at times, with the applicant's report failing to address one of the sensitive receiver locations.

The proposal will also generate significant traffic movements, impacting on the traffic safety of Top Forestry Road, with the applicants proposed improvements not sufficient to provide the necessary safe environment. It is neither feasible nor reasonable to condition for the developer to construct the necessary improvements to this road, given the topography and the extent of works required to achieve a reasonable standard. Traffic movements are also likely to adversely impact on residents' amenity due to dust and noise generation on Top Forestry Road. Collection of birds is also likely to be through the night during the peak batch cycle, affecting residents living along the route, particularly the residential streets in the Cooroy township.

It is, therefore, recommended that the application be refused.

7.2.2 DEVELOPMENT APPLICATION FOR SHOPS, OFFICES AND RESTAURANT, SITUATED AT 5-7 RUFIOUS ST, PEREGIAN BEACH

File No: MCU13/0092
 Author: Development Planner
 Regional Strategy & Planning Department
 Attachments: Att 1 - Proposal Plans77

Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/MasterView/Modules/Applicationmaster/default.aspx?page=wrapper&key=1323399>

SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Multi Span Australia Pty Ltd
Proposal	Development Permit for Material Change of Use (Entertainment & Dining Type 1 Food & Beverages, Commercial Type 1 Office and Retail Business Type 2 Shop & Salon)
Properly Made Date:	20 May 2013
Information Request Date:	18 June 2013
Information Response Received Date:	6 August 2013
Decision Due Date	14 November 2013
Number of Submissions	881 properly made submissions; and 85 not properly made submissions
PROPERTY DETAILS	
Division:	11
Property Address:	5-7 Rufous St PEREGIAN BEACH
RP Description:	Lot 94 SP 137431
Land Area:	6,503m ²
Existing Use of Land:	Open Space Recreation (Bowls Club)
STATUTORY DETAILS	
SEQRP Designation:	Urban Footprint
Planning Scheme	The Noosa Plan (8 August 2011)
Planning Locality:	Eastern Beaches
Planning Zone:	Open Space Recreation
Assessment Type:	Impact

PURPOSE

The purpose of this report is to seek council's determination of an application for a Development Permit for Material Change of Use (Entertainment & Dining Type 1 - Food & Beverages, Commercial Type 1 – Office, and Retail Business Type 2 - Shop & Salon) at 5-7 Rufous St, Peregrin Beach. The application is before council as there were 960 submissions objecting to, and 6 supporting, the development proposal. The proposed development also conflicts significantly with The Noosa Plan.

EXECUTIVE SUMMARY

This application seeks to develop a shopping centre for Peregrin Beach, comprising a 1,900m² supermarket and 8 specialty shops, restaurants and/or offices of 750m². Access is proposed via Rufous Street, with parking on site proposed for 100 cars, 5 motorbike bays and 19 bicycle bays. The complex is proposed to operate 7 days a week, from 6am to 9pm.

The site is zoned Open Space Recreation by The Noosa Plan. The proposed retail and commercial uses conflict with the site's zoning intent to accommodate a variety of passive and active recreational experiences for the community, and are identified as inconsistent uses for the zone. Local retail, commercial, entertainment and dining uses for residents and visitors are intended to be catered for within the existing village neighbourhood centre, with the village square identified as a public focus for local community interaction and activity.

The proposed development presents serious conflicts with The Noosa Plan provisions as the proposed development is not located within, or adjacent to, the existing neighbourhood centre, being over a 350m walk from the village centre. The proposed development would effectively form a second shopping centre at Peregrin Beach and is likely to adversely impact on the role and function of the Peregrin Beach village.

The applicant's Economic Needs Assessment (Foresight Partners, 2013) submits that there is a 'clear and significant economic need' for the use. Assessment of the proposal finds that, while the proposed centre would provide residents with a small scale supermarket, its location will adversely impact upon shoppers' convenience levels. The submissions from the local community have also expressed a view that the proposed shopping centre is not wanted and these 2 aspects serve to reduce and undermine the level of planning need for the proposal. For these reasons Norling Consulting, on behalf of council, concludes that there is a low to moderate level of planning need for the proposed development. This level of need must also be considered in view of the continued operation of a small grocery store in the village, and there are existing full line supermarkets within 5 minutes' drive.

While the proposal will not impact on the hierarchy of centres, it is likely to impact on the Peregrin Beach village, with impacts anticipated to be 12% to 15%. These impacts may not be considered acceptable by some of the Peregrin Beach village traders particularly given the area's low population growth.

The proposal will also alienate land intended for open space recreation purposes and the applicant has not demonstrated that the community would not be disadvantaged by the loss of open space recreation land, with a general shortage of open space recreational land identified across the coast.

The development would also have unacceptable impacts on traffic operations and traffic safety at the intersection of Woodland Drive and David Low Way, and will almost triple traffic volumes on Rufous Street, exceeding the normally adopted upper limit for residential collector streets.

The design of the shopping centre is undesirably orientated to the existing council carpark, despite no formal access consented to by council. The proposed built form does not match

with the surrounding residential streetscape, given its scale and form including the use of 40m long x 3.5m high acoustic walls to Rufous Street, with no on site landscaping provision for screening. While potential amenity impacts from on-site activities have been addressed, the development will have significant adverse impacts on nearby residents due to the increased traffic movement on Woodland Drive and the applicant has failed to satisfactorily address this issue.

The proposal significantly conflicts with The Noosa Plan and there are insufficient grounds to justify the conflict. The proposal is, therefore, recommended for refusal.

OFFICER RECOMMENDATION

That Council REFUSE Application No. MCU13/0092 for a Development Permit for Material Change of Use (Entertainment & dining Type 1 - Food & beverages, Commercial Type 1 – Office, and Retail business Type 2 - Shop & Salon) situated at 5-7 Rufous St PEREGIAN BEACH for the following reasons:

- 1. the proposed development does not comply with the Overall Outcomes of The Noosa Plan's Eastern Beaches Locality, Business Uses, Community Uses, Driveways and Carparking, and Transport, Roads & Drainage Codes**
- 2. the proposed development would effectively form a second shopping centre at Peregian Beach, is likely to adversely impact on the role and function of the Peregian Beach village and presents a poor unappealing urban design outcome**
- 3. the proposal will alienate land intended for open space recreation purposes and the applicant has not demonstrated that the community would not be disadvantaged by the loss of open space recreation land**
- 4. the development would have unacceptable impacts on traffic operations and traffic safety at the intersection of Woodland Drive and David Low Way, and in Rufous Street**
- 5. traffic generated by the development proposed would have significant adverse impacts on the amenity of existing residences nearby and**
- 6. the proposed development raises significant conflicts with The Noosa Plan and there are insufficient grounds to justify the conflict with planning scheme.**

FINANCE AND RESOURCING

If council were to approve this development, the applicant would be required to pay infrastructure charges for trunk infrastructure.

Council's Infrastructure Policy Branch has provided the following estimate of the infrastructure charges required by this development.

Allocation of adopted infrastructure charge to trunk infrastructure networks	Amount Payable
Water Supply	\$821
Sewerage	\$1,231
Transport	\$194,950
Public Parks & Land for Community Facilities	\$34,403
Stormwater (applicable to Non-Residential development)	\$50,314
TOTAL =	\$281,719

PROPOSAL

The application seeks approval for a 1,900m² shopping complex, situated at the existing Peregian Bowls Club site at 5-7 Rufous St, Peregian Beach. The details of the proposal include:

- a 1,100m² gross floor area supermarket (IGA)
- 750m² floor area of specialty shops, comprising 8 tenancies. The tenancies range in size between 54m² and 108m² gross floor area
- 50m² of amenities
- 100 on-site carparking spaces, 5 motorbike bays and 19 bicycle bays
- 1 service van space and service access for heavy rigid vehicles and
- the complex is proposed to open 7 days a week from 6am to 9pm.

A copy of the proposed plans is included as **Attachment 1**.

SITE DETAILS

Site History

The subject site was established in the early 1960s by TM Burke Pty Ltd as a Bowling Club for the then emergent community of Peregian Beach. Since then, the site has had 4 development approvals, all relating to its use as a Bowls Club, which are described below.

Application	Details
IDA 28 & TPC 49	On 31 March 1970, council issued an approval for a clubhouse to be erected for the Peregian Beach Bowls Club.
TPC 2848	On 27 July 1995, council issued an approval for lighting the existing bowling green.
TPC 2849	On 2 February 1996, council issued an approval for a new bowls clubhouse. The redevelopment was never undertaken and subsequently lapsed.
19824 DA	On 18 October 2000, council issued an approval for the subdivision of the existing 3 lots into 2 lots and a portion of road reserve. This approval consolidated the existing bowls club on one lot (94 on SP137431), and a separate lot (95 on SP137431) fronting David Low Way, which was subsequently sold to council and is used as a carpark.

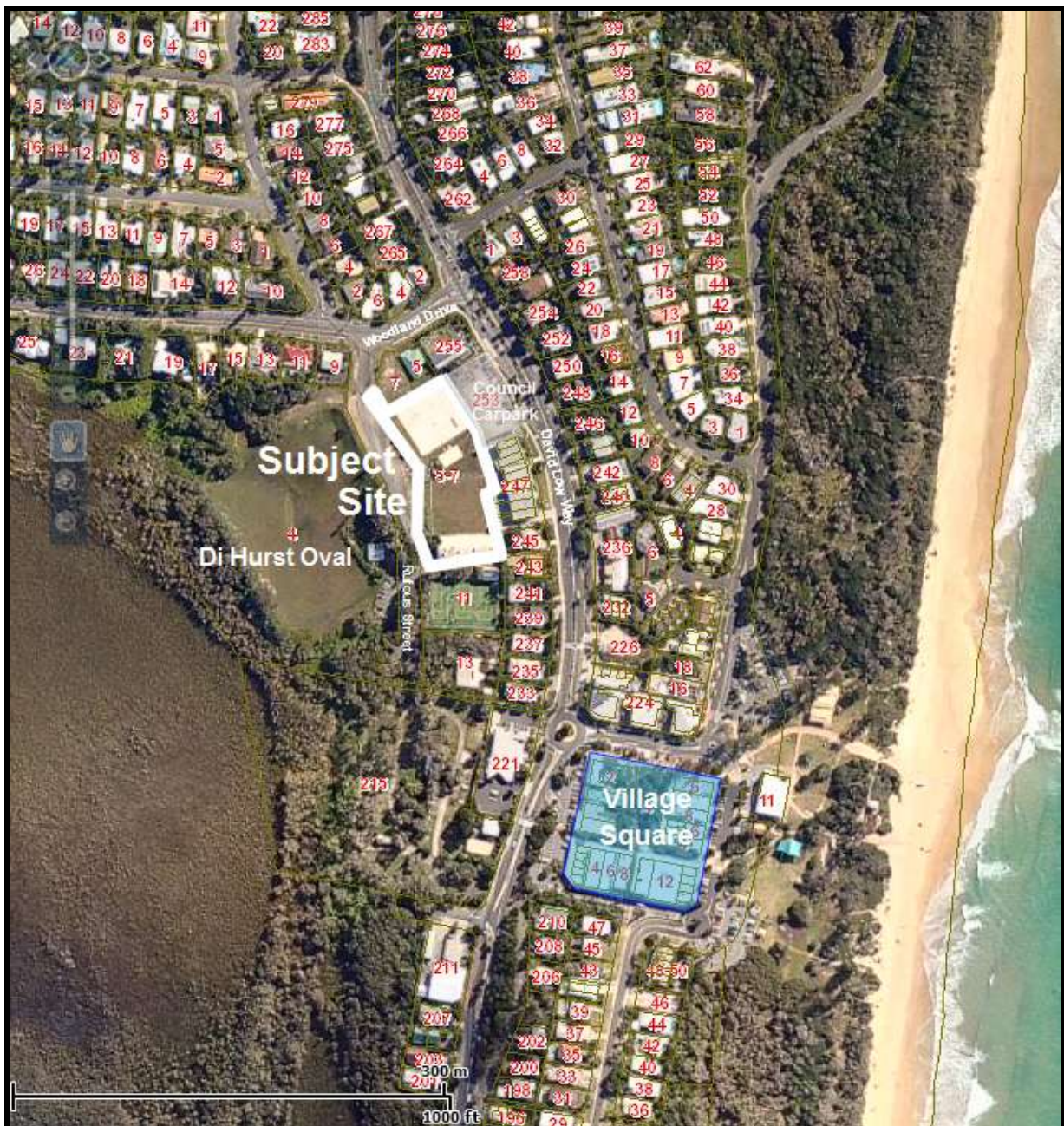
On 2 July 2012, a prelodgement meeting was held with the applicant regarding the proposed development. Officers advised the applicant that the proposal presented a serious conflict with The Noosa Plan.

The proposal originally sought to provide access through the existing council carparking area at 253 David Low Way (Lot 95 on SP137431). However, on 28 March 2013, council resolved unanimously at its Ordinary Meeting not to provide owner's consent for access to the subject site, through the adjoining council owned carparking area.

Although the application now provides access solely from Rufous Street, the retail tenancies within the proposed shopping centre are orientated towards the council owned carparking area.

Site Description

The subject site is 6,503m² in area and is located on the western side of the David Low Way, approximately 350m from the existing Neighbourhood Centre (Village Square). The site is relatively flat and is accessible via Rufous Street. The location of the subject site in relation to its surrounds is shown on the image below:



The site has 8 adjoining neighbouring parcels to the north, east and south. Across Rufous Street to the west is the Di Hurst recreational reserve and residential houses fronting Woodland Drive. Details about each of the surrounding land uses are described below:

- to the north is 5 & 7 Woodland Drive, which are both owned by Telstra. These lots are 608m² & 702m², and include the Telstra telephone exchange infrastructure within the existing building at 5 Woodland Drive
- the Peregian Beach Community House is on a 1,208m² lot, and is situated to the north of the subject site on the corner of Woodland Drive and David Low Way. This community infrastructure was constructed in 2009 by council
- located to the north east of the site are a 35 car and 8 motor scooter bay grass cell carpark, situated on a 1,812m² area lot. The site is owned by council and is used as a carpark for the community centre. Access to the carpark is only available to northbound traffic along David Low Way
- to the east of the site is an 18 unit office development, situated on a 2,021m² lot at 247 David Low Way (referred to as the Marquesas Development). Access to the site is along the southern portion of the site and leads to a carpark at the rear of the property (adjoining the subject site)
- to the south east of the site are 7 residential properties (233 – 245 David Low Way), comprising a mixture of multiple dwelling units and detached houses, which all access David Low Way
- located to the south of the site are 3 tennis courts and a clubhouse on a 2,806m² lot, which is used by the Peregian Beach Tennis Club
- across the road from the site is the 'Di Hurst Oval' reserve, which is 2.87ha in size and is a State Government reserve for the purpose of recreation under control of council as trustee. A carpark is located within the southern portion of the reserve, with approximately 1,300m² of the site adjoining the carpark improved as gardens associated with the 'Peregian Beach Veggie Village'. The majority of the site is a level and cleared grass area, currently used for formal and informal recreational pursuits and
- across the road to the north west of the site are residential houses with frontage to Woodland Drive.

The location of the subject site in relation to The Noosa Plan zoning is shown on the image below:



ASSESSMENT

Framework for Assessment

Instruments for Statutory Assessment

Under the *Sustainable Planning Act 2009* the application must be assessed against each of the following statutory planning instruments to the extent they are relevant to the development:

- State Planning Policies;
- the South East Queensland Regional Plan;
- State Planning Regulatory Provisions; and
- The Noosa Plan.

Of these, the statutory planning instruments relevant to this application are discussed in the sections that follow.

Statutory Instruments – State and Other

State Planning Policies

The relevant State Planning Policies applicable to this application have been deemed by the Minister for Local Government and Planning as being appropriately reflected in The Noosa Plan and, therefore, do not warrant a separate assessment.

South East Queensland Regional Plan

The site is located within the Urban Footprint designation of the South East Queensland Regional Plan. The regional policies in Part D of the Regional Plan are relevant when assessing a development application. The relevant regional policy relating to the current application is outlined below:

Desired regional outcome 6 – Strong Communities

- *Cohesive, inclusive and healthy communities have a strong sense of identity and place, and access to a full range of services and facilities that meet diverse community needs.*

6.3.3 *Provide adequate and appropriate community green space for outdoor recreation, built spaces and facilities for recreation and sport, and community facilities and space to enable community activity and healthier lifestyles.*

The proposal is for a retail development on the subject site, which is currently zoned by The Noosa Plan for Open Space Recreation. Although the 6,503m² sized subject site is privately owned, the lot has long been used by the Peregrin Beach community as a green space for outdoor recreation purposes.

State Planning Regulatory Provisions

The SEQ Regional Plan Regulatory Provisions are applicable to this application. The proposal is for an urban activity within the Urban Footprint designation of the SEQ Regional Plan.

Statutory Instruments – Planning Scheme

The applicable planning scheme for the application is The Noosa Plan (8 August 2011). The subject site is located in the Eastern Beaches Locality and is zoned Open Space Recreation. This zone is intended to accommodate a variety of passive and active recreational experiences for the community. The proposed retail and commercial uses in conflict with this zoning intent are identified as **inconsistent uses** within the zone, and are required to follow an impact assessment process.

Local Area Provisions

The Overall Outcomes of the Eastern Beaches Locality Code seek to provide for a wide range of local retail, commercial and entertainment and dining uses to be located within the neighbourhood centre to serve the immediate needs of residents and visitors of the locality. It is intended that the neighbourhood centre provides an informal village-like atmosphere, with a low key, attractive and safe village square that engenders a 'sense of place' and a public focus for local community interaction and activity.

The proposed development presents obvious conflicts with The Noosa Plan provisions as the proposed development is not located within, or adjacent to, the existing neighbourhood centre, being over 350m walking distance from the village centre and on land zoned for Open Space Recreation. The proposed development would effectively form a second shopping centre at Peregrin Beach and is likely to have adverse impacts on the role and function of Peregrin Beach neighbourhood centre identified as the focal point for the community. The *Sustainable Planning Act 2009* provides that council may only approve the application if there sufficient grounds despite the conflict and the grounds must be matters of public interest.

The following discussion topics set out whether the proposal meets The Noosa Plan provisions and addresses whether there are sufficient grounds for council to approve the application.

Economic Need

The proposed shopping centre is to be anchored by a 1,100m² IGA supermarket and 800m² of retail specialties. The applicant describes the type of retail tenancies which will support the IGA as including a bottle shop, takeaway, newsagency, pharmacy, coffee shop, medical centre, post office, bakery, bank and travel agency.

Many of these specialty tenancies are currently located within the existing Peregrin Beach Village, with a small grocery store (approximately 250m²) servicing Peregrin Beach offering a small range of products. Residents and visitors to the locality would otherwise shop at the closest supermarket facility within the Peregrin Springs Shopping Centre, with additional supermarket facilities provided in Noosa Junction and Coolumb, a 5 minute drive away.

The applicant's Economic Needs Assessment (Foresight Partners, 2013) submits that there is a 'clear and significant economic need' for the use given the trade area's population of almost 4,000 persons, and this size population would expect to be supplied by a supermarket larger than 250m². The applicant's economic report also submits that the impacts on the existing Peregrin Beach Village Square are within acceptable limits, being around 8%.

Norling Business & Property Economic Consultants have reviewed the applicant's report on behalf of council, and conclude that the report adopts an appropriate methodology in defining population growth, examining demographic and socio-economic characteristics of the trade area, projected retail expenditure, and estimating the economic impacts of the proposal across the competing centre network. The report also defines an appropriate trade area, apart from the inclusion of Castaways Beach within the trade area population. However, Norling considers this a minor point, amounting to only 600 persons, and advises this does not undermine the needs assessment.

Norling Consulting advises that there is some need for the proposed development, in particular for a small scale supermarket, but this need is tempered by the negative results of the applicant's community consultation and by the large number of adverse submissions received. Norling also advises that the level of planning need for the proposed development should also be tempered by the distance between the subject site and the Peregrin Beach village, which will adversely impact upon shoppers' convenience levels. These 2 aspects serve to reduce and undermine the level of need for the proposed shopping centre.

As a result, Norling Consulting concludes that there is a 'low to moderate level of need' for the proposed development.

In terms of impacts, Norling advises that the proposal will not significantly adversely impact on the existing centres network but, given there is potential for the movement of tenants from the village to the proposed centre, considers the proposal's impacts on the Peregrin Beach village to be between 12% to 15%. These impacts may not be considered acceptable by some of the Peregrin Beach village traders, particularly given the population growth is minimal in the trade. It is also likely that the proposed development, if approved, would target locals, and some existing tenants in the village would relocate creating additional vacancies. These vacancies in the village are likely to be taken up by retailers targeting tourists, given the current trend for this village to attract a higher proportion of retailers aimed at tourists and supplying the dining and fast food market.

Loss of Open Space Recreational Land

The proposed shopping centre is located within the Open Space Recreation zone, and will alienate any potential for passive or recreational uses on the 6,503m² subject site into the future.

On 7 March 2011, council adopted the Sunshine Coast Open Space Strategy, setting a framework for ensuring the Open Space needs of the community are met. The strategy identifies there is a shortfall of Open Space Recreational Land across the coast. The key strategies and future directions for the Peregrin Beach community include:

- a) *Investigating the development of a local recreational park; and*

- b) *Considering a master plan for Di Hurst Oval to retain the current uses, increase local recreation park capacity and integration with surrounding community facilities.*

Council has recently initiated the consultation and development of a master plan for developing an activation plan and a long term vision (2014 – 2029) for the Peregian Recreation and Community Precinct. This master plan is intended to develop a long term vision for the precinct to guide the future appearances and function of land uses, activities and infrastructure and includes the subject site, along with other open space and community zoned land in this area.

The applicant submits that the Strategy and the Master Plan do not consider the large areas of foreshore available for recreational opportunities. Furthermore, Peregian Beach has a limited and ageing population, such that future demand for public open space is limited, negating the need for the use of the site as Open Space Recreational land into the future.

The applicant's submissions are not agreed with, as the foreshore areas within The Noosa Plan are zoned Open Space Conservation and are reserved for their importance in contributing a buffer to coastal processes and for passive recreational opportunities. These areas are not suitable for most types of formal recreational activities. While the coast generally has an ageing population, this also does not necessarily justify the loss of this land, with the site's current zoning providing for a range of organised sport and recreational activities. Various clubs and groups continue to seek land for recreational pursuits for young and older residents.

Traffic

The proposed shopping centre will generate significant increases in traffic movement and, accordingly, has the potential to adversely impact on road safety and nearby residents' amenity. The entrance to the proposed shopping centre is solely from Rufous Street, which currently provides access to the Peregian Beach Tennis Club, Community Kindergarten, Di Hurst Oval and Veggie Village Community Gardens. The formation of Rufous Street includes no kerb and channel, and is only of a sufficient width to cater for the current traffic demand.

The applicant includes a Traffic Impact Assessment Report (Pekol Traffic & Transport, 2013) to support the proposed development. This report provides no details of any upgrading of Rufous Street and only minor upgrades to the Woodland Drive and David Low Way intersection, although a subsequent roundabout design was submitted to council on 2 October for this intersection.

Beard Traffic Engineering has reviewed the applicant's report and the subsequent roundabout design, advising that:

- the development would have unacceptable impacts on traffic operations and traffic safety at the intersection of Woodlands Drive and David Low Way
- the subsequent roundabout design includes insufficient geometric design details to determine its feasibility, while sight lines do not appear satisfactory and the crossfalls across the roundabout are excessive
- notably, a potential roundabout in this location was also previously investigated by the former Noosa council and it was concluded that a roundabout was not feasible, given driveway gradients/locations and the potential need for a service lane to be constructed along David Low Way
- traffic generated by the development proposed would have significant adverse impact on the amenity of existing residences near the intersection of Rufous Street and Woodland Drive and

- no details have been proposed of any upgrading of Rufous Street. The development will almost triple the traffic volumes on this street and exceed the normally adopted upper limit of 3000 vehicles per day for a residential collector street.

The current design of the shopping centre, with the proposed specialty shops along the eastern side of the building, is also likely to result in pedestrians and vehicles using the adjacent council car park fronting David Low Way. No provision has been made for such access, nor has any allowance been made for the amended traffic generation. The surrounding community uses would, therefore, have to compete for carparking in the adjoining council carpark fronting David Low Way, raising additional traffic safety and concerns.

In terms of car parking numbers, Beard Traffic Engineering recommends that the 100 carparking spaces proposed are sufficient to support a 'stand-alone' shopping centre of this size.

Built Form and Amenity

The subject site adjoins existing residential, community and commercial uses. The applicant includes a Noise Impact Assessment Report (Renzo Tonn & Ron Rumble, 2013), which recommends the development include a 3.5m high acoustic wall to the north west edge and a 2.5m wall to the south eastern edge of the site, so as to minimise potential noise nuisance from the shopping centre service areas and carpark on adjacent residential properties.

This report also identifies that traffic noise from Woodland Drive and Rufous Street is expected to increase by 5dBA to 8dBA above current levels after the construction of the shopping centre. These noise levels are likely to be noticeable for the residents along the existing residential collector streets and adversely impact on their amenity. The proposed operating hours of 6am to 9pm 7 days a week, and service vehicles accessing the site would exacerbate impacts for these residents.

The applicant has orientated the associated retail tenancies to the east opening out to council's carpark adjacent David Low Way. Council's Urban Design specialist considers the design as 'turning its back' to the Rufous Street frontage, which is not appealing and limits any opportunities for passive surveillance or activation of Di Hurst oval to the west. This is undesirable and will form a hard urban edge to a recreation space and the other community uses along Rufous Street.

The service area of the shopping centre is located along the Rufous Street frontage and includes a 40m long x 3.5m high acoustic barrier wall to this frontage. The northern façade of the building also includes a 37m long x 5.9m high tilt panel wall, which will be visible from Woodland Drive. Council's urban design specialist advises that the scale of the proposed design is out of context with the existing buildings adjoining the site, which are generally smaller individually sited buildings of a domestic scale presenting a fine grain appearance.

The scale and form of the proposed shopping centre is not in keeping with the surrounding streetscape presentations to David Low Way, Woodland Drive or Rufous Street, and will have significant adverse amenity impacts on nearby residents.

CONSULTATION

IDAS Referral Agencies

There are no IDAS referral agencies applicable to this application.

Internal Referrals

Unitywater

The application was forwarded to Unitywater and their assessment forms part of this report.

Internal Referrals

The application was forwarded to the following internal council specialists and their assessment forms part of this report:

- Development Engineer, Engineering and Environment Assessment Branch
- Hydraulics and Water Quality Specialist, Engineering and Environment Assessment Branch
- Landscape Officer, Engineering and Environment Assessment Branch;
- Urban Designer, Planning Assessment Branch
- Environmental Officer, Engineering and Environment Assessment Branch;
- Strategic Planner, Strategic Planning Branch and
- Social Planner, Community Planning Branch.

Public Notification

The application was publicly notified for 15 days in accordance with the requirements of the *Sustainable Planning Act 2009*. 881 properly made submissions and 85 not properly made submissions were received. Only 6 submissions were in support of the application, while the majority of objecting submissions were local residents to the Peregian Beach area.

The following table provides a summary and assessment of the issues raised by submitters.

Issues	Comments
<p>Inconsistent use in the zone</p> <ul style="list-style-type: none"> - The Noosa Plan is relevant. - Peregian Beach Caravan Park approved generally in accordance with The Noosa Plan. - The proposal conflicts with the surrounding land uses. - Proposal is also inconsistent with the Draft Sunshine Coast Planning Scheme. - Does not align with the Sunshine Coast Economic Development Strategy, with Sport and Leisure identified as being a key driver of the economy. 	<p>Even though The Noosa Plan was gazetted more than 7 years ago, the document is still relevant, and is reflected in the draft Sunshine Coast Planning Scheme retaining many of the same zoning and planning provisions for the subject site.</p> <p>It is agreed that the proposed Regional Economic Development Strategy 2013-2033 identifies that sport and leisure are a key driver of the economy.</p>
<p>Fragmentation of centres</p> <ul style="list-style-type: none"> - Limited integration. - Competing centres. - Connection is neither short or readily accessible. - The Peregian Beach's 'sense of place' and human scale of the village is threatened by this application. 	<p>The Village square is currently the focal point for community interaction in Peregian Beach. The proposed development provides no opportunities for integration between the subject site and the existing centre, being over a 350m walk. The proposed convenience shopping will change the role of the existing centre and is likely to adversely impact on the Village's 'sense of place' being the focal point for Peregian Beach.</p>

Issues	Comments
<p>Developing Open Space Land for retail</p> <ul style="list-style-type: none"> - Other developments have increased the need for Open Space land. - Does not align with the Council endorsed Open Space Strategy. - There is a demonstrated need for Open Space Recreational land in the area. 	<p>The development will result in a loss of open space land, with a general shortage of open space land identified for the coast. This is identified within the Council endorsed Open Space Strategy 2011 and is being further investigated through the Master Planning Process. Recommendations from the master planning process are expected to be finalised in early 2014.</p>
<p>Economic</p> <ul style="list-style-type: none"> - There is no need for another supermarket or specialty shops. - The Peregian Beach Caravan Park has approval for 387m² of retail floor space, with the intention to provide appropriately sized supermarket to adequately meet the needs of the local residents. - The supermarket in Peregian Beach has not closed down. - The square already has a range of retailers selling milk, bread and convenience items. - There are 5 full sized supermarkets within a 10 minute drive, proving there is an oversupply of supermarkets. <p><u>Critiques of the Needs Assessment</u></p> <ul style="list-style-type: none"> - The Foresight Report assumes that Peregian Beach residents will shop at the proposed supermarket/ shopping centre, despite that fact that it will not be a full- service supermarket. It also assumes that residents do not have other reasons for travelling to Peregian Springs, Coolum or Noosa. - The trade area selected in the needs assessment is extremely selective rather than presenting the commercial reality. - The Application includes provision for 100 car parks which realistically indicates that the developer envisages that people will drive rather than walk to the proposed supermarket. Why would they not drive to the larger existing supermarkets? - The report fails to explain the net benefit or harm to the Peregian Beach economy of any "escaped" spending. This fear is supported by overwhelming international evidence of higher employment and fiscal multipliers sustained by genuinely local businesses. <p><u>Economic Impacts</u></p>	<p>The applicant includes an Economic Needs Assessment (Foresight Partners, 2013) to support the establishment of the proposed shopping centre. Norling Business & Property Economic Consultants have independently reviewed the applicant's report on behalf of Council and conclude that the report adopts an appropriate methodology apart from the inclusion of Castaways Beach in the trade area.</p> <p>Norling Consulting estimate the economic impacts of the proposal on the Village Square to be in the range of 12% to 15%. This is mostly due to the potential movement of tenants from the Village Square to the proposed centre. These impacts are not likely to be acceptable for some traders, given the minimal population growth in the area.</p> <p>The proposed shopping center is over 350m walk from the village, and this distance is likely to adversely impact upon shoppers' convenience levels and shoppers are likely to drive between the two centres. This distance significantly tempers the need for the shopping centre, and detracts from potential planning grounds for the proposal, with other supermarkets within 5 minutes' drive of Peregian Beach.</p> <p>The proposal is also likely to change the role and function of the existing village and impact on Peregian Beach village square as a community focal point.</p>

Issues	Comments
<ul style="list-style-type: none"> - The duplication of retail uses would severely impact the economic viability of the current traders within Peregian Village and provide no net economic benefit. - The reported job creation of the proposed development is misleading, as there will be job losses from the existing centre. 	
<p>Application Details</p> <ul style="list-style-type: none"> - The Application was Lodged and notified in the name of Multi Span Australia Pty Ltd. It did not include its ACN which is mandatorily required to do under the Sustainable Planning Act 2009 and the Corporations Act 2001. As such it is not a properly made application and its non-compliance has not been waived by the assessment manager. - All questions the community survey were 'closed questions'. 	<p>There are no grounds for council to insist that the applicant renotify the application or reodge the application, particularly given that development approvals under the <i>Sustainable Planning Act 2009</i> are issued over the land and not to a person or company. Notwithstanding this, the applicant provided the ACN number for the applicant on the 19 August 2013.</p> <p>In regard to the community survey accompanying the application, the majority of the responses in the survey was negative towards the proposal, and is not considered to support the applicant's proposed grounds for approval.</p>
<p>Traffic</p> <ul style="list-style-type: none"> - Proposal does not include any detail about external road upgrades. - The applicant has failed to justify the inevitable increase in danger to existing motorists, pedestrians and cyclists using Rufous Street, Woodland Drive and the David Low Way intersection. - Traffic lights for upgrading the Woodland Drive and David Low Way intersection are not acceptable. - Already existing carparking and traffic issues within Rufous Street, with no upgrades proposed. - Woodland Drive was closed so as to avoid extra traffic from Peregian Springs. - Onsite manoeuvring will not work, with service vehicles proposed to use the same access road as patrons entering the carpark and into the incoming traffic to the site. - There is no means of regularly monitoring shop delivery activities and would, no doubt, rely solely on nearby residents to report infringements of agreed limits. - Customers will park in the Council carpark on David Low Way, which will 	<p>Beard Traffic Engineering reviewed the applicant's traffic impact report and subsequent roundabout design. Serious concerns are raised about the safety of the surrounding road network to cope with the additional traffic associated with the development. It is also recognised there are substantial constraints regarding upgrading the existing network to cater for the increased traffic volumes. The Noosa Plan Outcomes are not supportive of traffic lights to overcome these issues. The development will also significantly impact the amenity and increase traffic noise on the existing residential collector streets.</p> <p>The proposed design of the shopping centre is orientated to Council's carpark, along David Low Way, even though no formal access is provided. This carpark was constructed by Council, using money collected by contributions in lieu for carparking requirements in the Peregian Beach Village Square, and intended for use by staff of the village tenancies and parking for the adjacent community facility.</p> <p>The development will create conflicts with the users of the existing community uses adjacent.</p>

Issues	Comments
<p>reduce the carparking available for community uses.</p> <ul style="list-style-type: none"> - The community carpark was paid out of contributions in lieu money from the square over time. Any new development should be obliged to contribute disproportionately to carparking. 	
<p>Built Form</p> <ul style="list-style-type: none"> - The proposal is a mundane prototype development, with poor aesthetic design and layout, which is out of character with the area. - The proposal will obscure the view from David Low Way to the west, substantially blocking the view to the national park. - The houses along Woodland Drive and Cormorant Cres to the north east, as well as the adjoining residential houses in the south east will overlook the proposed development from their bedrooms. - The proposal fails to address the Rufous Street frontage. - The proposed building has a 50m long wall and includes 2.5m to 3.5m high noise barriers, which is not a desirable solution of The Noosa Plan. - Di Hurst Oval already suffers from a lack of passive surveillance and this proposal serves to entrench this position by the construction of blank walls along this facade. This is unacceptable from an urban design perspective and will impact on the perceived safety of ad hoc use of this recreation space. 	<p>The proposed design of the new shopping centre is considered 'out of scale' with the surrounding developments and streetscape. The design includes large expanses of blank walls to its northern boundary and the Rufous Street frontage, effectively turning its back to the only street frontage – a poor design outcome.</p> <p>The design attempts to maximise its prominence to the David Low Way and limits vegetated views to the Noosa National Park from this major road. As a result, the proposed development is not considered to meet the design outcomes sought in The Noosa Plan</p>
<p>Amenity</p> <ul style="list-style-type: none"> - Light pollution on neighbouring dwellings, with restrictions already imposed for lighting impacts on the existing site. - The proposal will affect the amenity and character of Di Hurst Oval (recreational area). - Noise from the development (including cars and trolleys) will interrupt the neighbouring Peregrine Beach Kindergarten's rest times. 	<p>The development proposes substantial acoustic barriers along the north western and south eastern boundaries in order to alleviate noise emanating from the site. These walls affect the aesthetic treatment to the main frontage of the site and provides for no surveillance or integration with the adjoining Di Hurst recreational oval to the west.</p> <p>Council's Environment Officer comments that appropriate light attenuating measures could be designed to address residential neighbour's concerns.</p>
<p>Water Quality</p>	<p>Council's hydraulic and water quality</p>

Issues	Comments
- Local Environment issues, including impacts on a small, melaleuca wetland, crucial to the amenity of Veggie Village Community Gardens.	specialists, consider that appropriate water treatment could be designed so as not to impact on the surrounding environment.
Other - Council should compulsorily acquire the land	A Master Planning process is currently being carried out over the Open Space Recreation and Community Service zoned land in the Peregian Beach area. Recommendations about these investigations are expected to be finalised in early 2014.
- The so-called "abandonment" of the land was as a result of its owners forced action, not as a result of its would-be users.	Noted.
- More appropriate to locate the development on the old Caravan Park site, which would create a logical extension to the existing village and the capacity to walk between the two.	This site has an existing court approval for 387m ² of retail tenancies fronting David Low Way. As part of the appeal relating to the approval, many of the issues which needed to be overcome related to the integration with the existing Village Square and achieving an appropriate built form consistent with Peregian Beach.
- The proposal will affect property prices.	The proposal will have impacts on the residential amenity of the neighbouring properties.
Supportive - Will alleviate the carparking problem - No detrimental effects on the commercial office buildings on David Low Way - Peregian Square will be encouraged to have more cafes and restaurants - Poor opening hours of existing businesses do not allow any convenience shopping after driving up from Brisbane.	The applicant's parking only addresses the proposal's likely parking demands.

DRAFT SUNSHINE COAST PLANNING SCHEME

The site is included in Sport and Recreation zone under the draft planning scheme for the Sunshine Coast, with the existing village identified as the local centre for Peregian Beach. The proposal is contrary to the draft planning scheme outcomes sought for the site and the existing village for Peregian Beach, with no expansion envisaged for the village and the village continuing to serve only a local role providing for basic convenience needs of residents and visitors.

It should be noted that on 18 March 2013 council resolved to not include the Noosa Planning Scheme area in the yet to be finalised Sunshine Coast Planning Scheme due to de-amalgamation of the Noosa area on 1 January 2014.

CONCLUSION

The proposed shopping centre is an **inconsistent** use within the Open Space Recreation Zone of the Eastern Beaches Locality. Section 326(1)(b) of the *Sustainable Planning Act 2009* seeks that the assessment manager's decision must not conflict with the Planning Scheme, unless there are sufficient grounds to justify the decision, despite the conflict.

This assessment finds the increased traffic demand created by the proposed shopping centre presents serious safety concerns to the surrounding road network, with doubts raised as to the technical feasibility of any road upgrading to resolve the problems. The increased traffic on the surrounding residential collector streets will also have substantial safety and noise impacts.

The design of the shopping centre is reliant on utilising an existing carpark along David Low Way, even though no formal access has been provided by council, creating a conflict with the existing community uses that use this car parking area. Furthermore, the proposed built form does not match with the surrounding residential streetscape, including the use of 40m long x 3.5m high acoustic walls presenting as an entrance to the development from the only street frontage to which the site has access.

While the applicant's economic report indicates a level of economic need for a convenience retail development in Peregian Beach, the overwhelming objection to the development expressed by the community during public notification serves to undermine the level of planning need for the development. The location of the site is also physically separated by a 350m walk to the Peregian Beach Village Square, which is the community's existing focal point for community interaction and commerce. The separation between the 2 locations will result in 2 centres, operating independently from each other and further reducing the level of planning need for the proposal.

The applicant has not adequately demonstrated that the use of the Open Space Recreational zoned land is surplus to Peregian Beach's needs. This development alienates any future use of the site for sport and recreation purposes, which is contrary to The Noosa Plan, Sunshine Coast Open Space Strategy and the draft Sunshine Coast Planning Scheme.

It is, therefore, concluded there are insufficient grounds to justify the proposal's significant conflicts with The Noosa Plan, and the application is recommended for refusal.

7.2.3 DEVELOPMENT APPLICATION FOR A PRELIMINARY APPROVAL FOR A MATERIAL CHANGE OF USE FOR THE PARK LAKES 2 MASTER PLANNED COMMUNITY AT BLI BLI

File No:	MCU07/0192
Author:	Senior Development Planner Regional Strategy & Planning Department
Appendices:	App A - Conditions of Approval 107
Attachments:	Att 1 - Park Lakes 2 Master Plan 127 Att 2 - Proposed School Preliminary Layout Plan 129 Att 3 - Catholic Education Exclusive Dealing Agreement 131 Att 4 - Concurrence Agency Responses 133

Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/MasterView/Modules/Applicationmaster/default.aspx?page=wrapper&key=474547>

SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Covey Associates Pty Ltd
Proposal	Preliminary Approval for Material Change of Use (Park Lakes 2 Master Planned Community)
Properly Made Date:	08/11/2012
Information Request Date:	None issued
Information Response Received Date:	N/A
Decision Due Date	14/11/2013
Number of Submissions	77 - 67 in support; 10 Against
PROPERTY DETAILS	
Division:	9 – Cr Robinson
Property Address:	Yandina-Bli Bli Road, Maroochy River and 163-187 Camp Flat Road, Bli Bli
RP Description:	Lot 8 SP 110911, Lot 2 RP 172913, Lot 2 RP 26881, Lot 2 SP 170715, Lot 1 RP 104917, Lot 2 RP 104917
Land Area:	23.84 ha, 48.52 ha, 7.714 ha, 13 ha, 0.2795 ha, 0.5362 Total = 93.88 ha
Existing Use of Land:	Vacant Caneland
STATUTORY DETAILS	
SEQRP Designation:	Urban Footprint
Planning Scheme	Maroochy Plan 2000 (1 November 2007)
Strategic Plan Designation:	Agricultural Land
Planning Area / Locality:	No 23 - Maroochy River
Planning Precinct / Zone:	No 1 - Maroochy River Caneland
Assessment Type:	Impact

PURPOSE

The purpose of this report is to seek council's determination of an application for Preliminary Approval for Material Change of Use of Premises to establish the Park Lakes 2 Master Planned Residential Community west of Yandina-Bli Bli Road, Bli Bli. The application is before council because the application is inconsistent with the current planning scheme.

EXECUTIVE SUMMARY

The applicant seeks a Preliminary Approval for a Material Change of Use to allow staged residential development within the Park Lakes 2 development site. The 94 hectare parcel is a logical infill site, being located between Park Lakes 1 to the south and rural residential development to the north. The master plan envisages up to 700 new dwellings, a private school, a retirement village or relocatable home park, community facilities and 32ha of conservation/drainage reserve (park). The main access to the site would be from a new roundabout on Yandina-Bli Bli Road, with a secondary access achieved from Camp Flat Road and East View Court.

While the Park Lakes 2 site is identified as rural cane land under Maroochy Plan 2000, the preeminent SEQ Regional Plan designates it as '*Urban Footprint*'. The site was identified as a '*Local Investigation Area*' in council's *Statement of Proposals*, which underpinned the preparation of the new planning scheme.

The site is constrained by flooding, mapped remnant vegetation and agricultural land. Council's hydrologist considers that flooding constraints can be mitigated in accordance with the recommendations of the applicant's flood study. Flood modelling demonstrates that, through extensive on-site stormwater detention, the development can achieve Q100 flood immunity, flood free access to the future school and residences and a reduction in downstream impacts on cane land in terms of inundation depth. Vegetation along the western perimeter of the site would be protected by concurrence agency conditions, which prohibit clearing and its dedication to council as park. The applicant's agricultural report found that much of the site is of marginal agricultural quality and too small to be financially viable. The traffic report concludes that the road network is capable of accommodating the proposed development, with upgrades to key intersections.

The applicant has provided sufficient grounds to justify the proposed development despite conflict with the current planning scheme. Those grounds included a Need Analysis, which identifies a need for additional residential lots in the Bli Bli area. Council's economic consultant found that, while there is a sufficient supply (573 lots) of residential land in the Bli Bli area to meet current demand, there would be an insufficient supply to meet demand during the life of the draft Sunshine Coast Planning Scheme, which identifies the Park Lakes 2 site as a '*Further Investigation Area for Urban Development subject to further flood hazard and other land suitability assessment*'. The proposal allows for a private school and community facilities, which constitute additional benefits for the wider community.

The relevant concurrence agencies have approved the proposal with conditions. Unitywater has provided conditions to connect to the reticulated system on the basis that that Park Lakes 1 water and sewerage infrastructure was sized to accommodate Park Lakes 2 expansion. The application is recommended for approval with conditions.

OFFICER RECOMMENDATION

That Council:

- (a) approve with conditions Application No. MCU07/0192 and grant a Preliminary Approval for Material Change of Use for the Park Lakes 2 Master Planned Residential Community situated west of Yandina-Bli Bli Road, Maroochy River, Bli Bli, and 163-187 Camp Flat Road, Bli Bli, subject to conditions and
- (b) find the following are sufficient grounds to justify the decision despite conflict with the current planning scheme:
1. the land is designated Urban Footprint under the SEQ Regional Plan and is logical infill between Park Lakes 1 and rural residential to the north
 2. a need analysis supports additional residential development in Bli Bli, with the proposal providing a variety of lot sizes and housing options
 3. the proposal allows for a private school and community facilities, which are of benefit to the wider community
 4. regional ecosystem is retained and riparian vegetation is enhanced
 5. development achieves Q100 flood immunity and non-worsening
 6. Park Lakes 1 water and sewerage infrastructure is sized to accommodate Park Lakes 2.

FINANCE AND RESOURCING

If approved, the development would pay approximately \$19 million in infrastructure charges based on \$27,000 per lot payable at each stage of development, or the applicable development contribution at the time. The following networks would be applicable under the Adopted Infrastructure Charges regime:

- Water and Sewerage
- Transport
- Public Parks and Land for Community Facilities and
- Stormwater (residential).

PROPOSAL

The application is for a Preliminary Approval for Material Change of Use (Master Planned Residential Community) to override the Planning Scheme pursuant to Section 3.1.6 of the *Integrated Planning Act 1997* to allow the Park Lakes 2 Master Planned Community in accordance with the Park Lakes 2 Master Plan and Supplementary Tables.

The proposal is for up to 700 new dwellings, a private school and a retirement village or relocatable home park. The balance of the 94ha site would be retained as 32ha of open space or land for community facilities (2ha). The staged development would be undertaken in accordance with a Park Lakes 2 Master Plan and Supplementary Tables of Development Assessment. The Master Plan identifies 4 residential precincts (R1–R4), a park precinct (P1) and a community precinct (C1). Precinct (R1) is proposed to allow a school (up to 1,500

students), including ancillary facilities (church/child care) or residential dwellings. Precinct R4 is proposed to allow for a possible retirement village or relocatable home park (affordable housing) or low density residential development. The other 2 residential precincts (R2 and R3) are proposed to accommodate low density residential development (detached house lots) with provision for some dual occupancy. Primary access to Park Lakes 2 would be from a new roundabout on the Yandina-Bli Bli Road. The internal road network would also connect Camp Flat Road and East View Court (school access).

Regional ecosystem vegetation located along the western edge of the site is proposed to be retained for conservation (P1 - park). Drainage reserve conveying stormwater through the site is proposed to be rehabilitated as a riparian corridor and used as active/passive parkland (P1 – park). A wetland and bio-detention basin (lake) within the corridor is proposed to maintain water quality and ensure stormwater non-worsening to downstream properties. A community lot (C1), adjacent to Yandina-Bli Bli Road, is proposed to accommodate community/sporting facilities or low density residential if not required for community purposes.

Supplementary Tables of Development Assessment would establish the applicable codes and level of assessment for future development within each precinct. The tables would control land uses, the lot sizes, building height and density.

Proposed Precinct Uses

- Precinct R1 - school or residential
- Precinct R2 - residential
- Precinct R3 - residential
- Precinct R4 - residential or retirement village or a relocatable home park
- Precinct C1 - community facilities or residential
- Precinct P1 – park/ drainage reserve

Proposed Precinct Descriptions

Precinct R1:	School and/or Residential
Location:	Northern area of the site in proximity to Yandina-Bli Bli Road and Kirra Road
Site Area:	11.6ha
Primary Use:	School for up to a maximum of 1,500 students, child care, church
Precinct R2:	Residential
Location:	Eastern slopes of the site adjacent to vegetation to be retained (P1)
Site Area:	27.5 ha
Primary Use:	Detached house lots with up to 15% dual occupancy
Precinct R3:	Residential
Location:	Southeast corner of the site adjacent to Camp Flat Road
Site Area:	6.2 ha
Primary Use:	Detached house lots with up to 15% dual occupancy
Precinct R4:	Retirement Village/relocatable home park or detached house lots
Location:	East side of the site adjacent to Camp Flat Road and existing rural residential
Site Area:	11.2ha
Primary Use:	Retirement Village or re-locatable home park (affordable housing)

Precinct P1: Park/drainage Reserve
Location: Western side of the site containing steep land/regional ecosystem
vegetation and central riparian gully
Site Area: 31.3ha
Primary Use: Active/passive park and drainage reserve with wetland/bio-detention basin

Precinct C1: Community or detached house lots with up to 15% dual occupancy
Location: Northeast corner of the site adjacent to Yandina-Bli Bli Road
Site Area: 2.0 ha
Primary Use: Community/sporting facilities

Proposed Density

New dwellings: A variety of lots ranging from 300m² (max 10% cottage) to
1,500m² (hillslope lots) in accordance with Table 3:
*Supplementary Table of Minimum Lot Size for Lot
Reconfiguration*
School: Maximum of 1,500 students plus church/child care
Retirement village/relocatable home park: Site area (DUF) of 250m² per dwelling

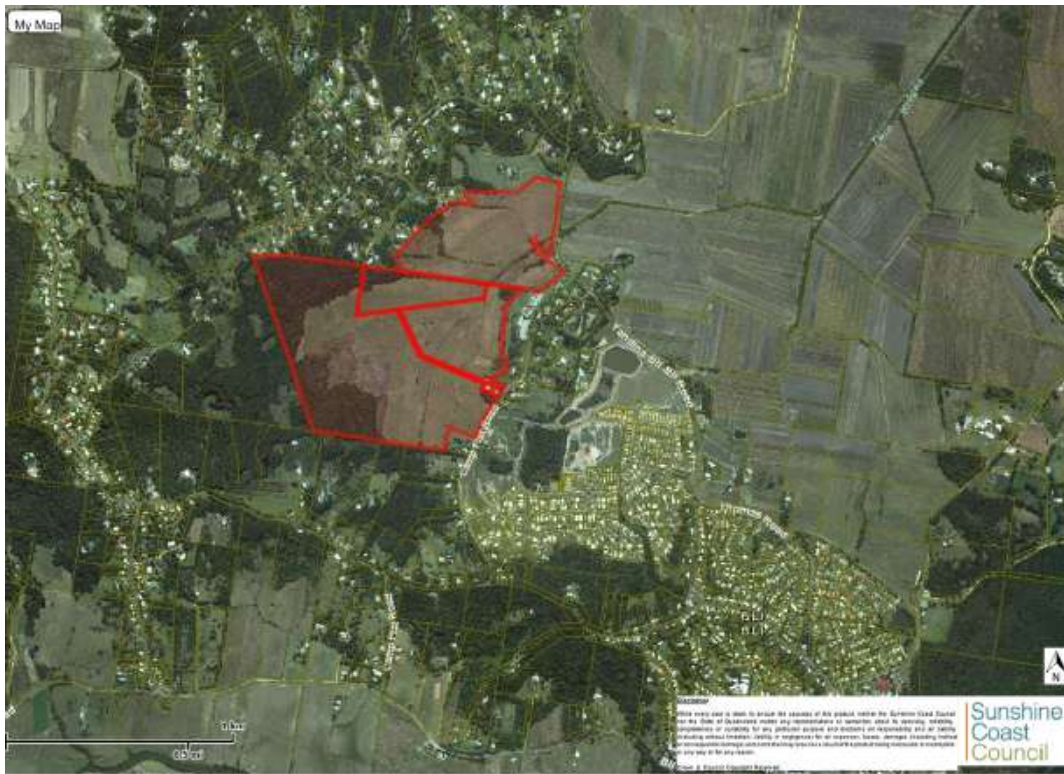
Proposed Building Height

Residential buildings: Maximum of 2 storeys/8.5m or 10m where slope exceeds 15%
General school buildings: Maximum of 10m
Church or auditorium: Maximum of 12m

SITE DETAILS

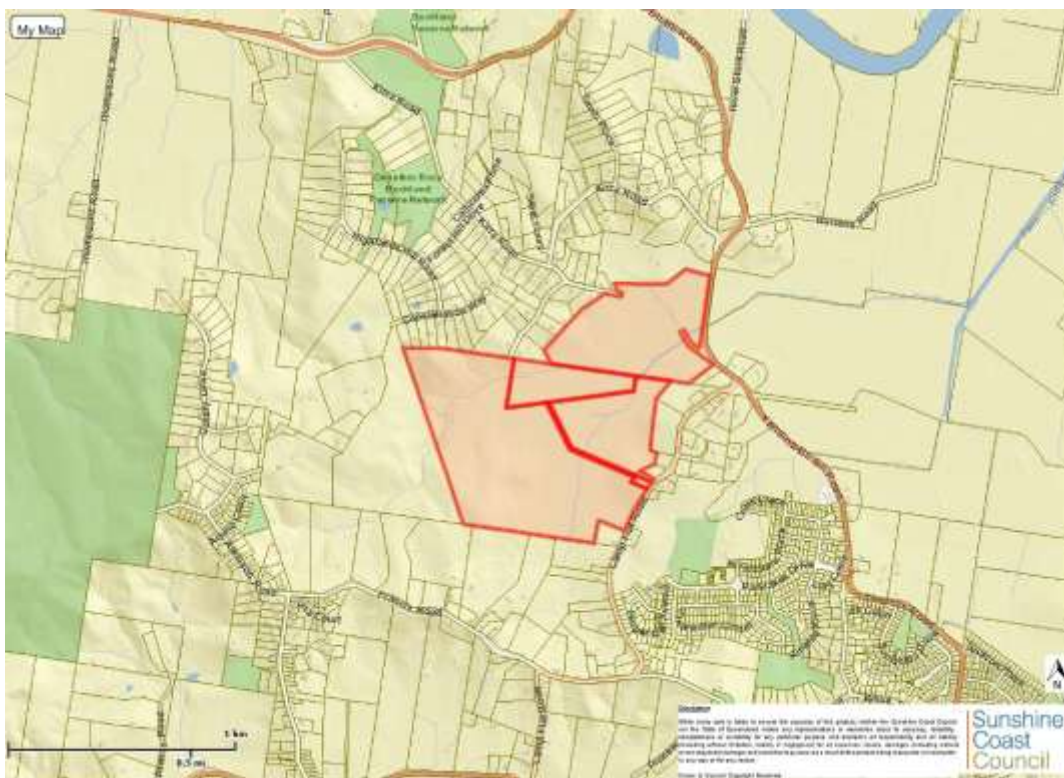
Site Description

The development site is made up of 6 lots located east of Yandina-Bli Bli Road and Camp Flat Road and north of Park Lakes 1. The 94ha site consists primarily of gently sloping cleared cane land, except along the western part of the site, which contains regrowth.



Surrounding Land Uses

General rural land is located to the west of the site. Kirra Road rural residential development is located to the north. The Maroochy River cane land floodplain is located to the east of the site across Yandina-Bli Bli Road. The Park Lakes 1 Master Planned Community is located to the southeast of the site. A number of watercourses and cane drains traverse the site.



Background

Site History

In 2005, the site was identified as being located within the 'Urban Footprint' of the South East Queensland Regional Plan.

Council's *Statement of Proposals* identified its policy position with regard to major development sites located within the Urban Footprint. The *Statement of Proposals* involved preliminary community consultation for the new planning scheme and was available for public comment from 12 October 2009 to 7 December 2009. The *Statement of Proposals* identified Park Lakes 2 as a *Local Investigation Area* defined as 'Land added to the Urban Footprint boundary by the SEQ Regional Plan 2009 which requires further investigation as part of the preparation of the planning scheme.'

At the Ordinary Meeting held on 25 February 2010, council received/noted the report titled *New Planning Scheme - Consideration of Statement of Proposals Submissions*, which included a *Summary of Submissions*. Submission 1031 requested 'that Parklakes 2 be included in an urban designation, rather than a Local Investigation Area in the Statement of Proposals.' They provided details relating to history, biophysical constraints and need. The contents were noted with the comment 'This matter will be considered as part of future local area planning for this Local Investigation Area' (section 2.4 of the Key Issues Report).

On 25 June 2010, the applicant met with Strategic Planning to discuss the possible inclusion of Park Lakes 2 in the new Sunshine Coast Planning Scheme.

Strategic Planning commissioned Schomburgk Planning Consultants to investigate the Park Lakes 2 Investigation Area as to its suitability for inclusion as an urban zone under the draft planning scheme. On 19 January 2012, Schomburgk Planning Consultants advised that the site could be placed in an urban zone, subject to dealing with the site's constraints, specifically flood mitigation. Otherwise, the site could be retained as rural/non-urban with a small portion of rural residential along the northern boundary.

In separate advice, Norling Consulting advised Strategic Planning that Park Lakes 2 could yield an additional residential population of 1,600 persons, which would enhance and strengthen the prospects of a Local Centre at Park Lakes 1.

The draft Sunshine Coast Planning Scheme's Bli Bli Local Plan Area (Zone Map 38) identifies the Park Lakes 2 site as a 'Further Investigation Area for urban development subject to detailed flood hazard and other land suitability assessment'.

Application History

On 8 November 2007, the applicant lodged the original application for Preliminary Approval for Material Change of Use (Park Lakes 2 Master Planned Residential Community) pursuant to Section 3.1.6 of the *Integrated Planning Act 1997* to override the planning scheme to allow residential development on rural land located north of Park Lakes 1.

On 22 November 2007, council issued an Acknowledgement Notice for the application. On 21 December 2007, council issued an Amended Acknowledgement Notice which included an Advice Note which stated that 'Despite its inclusion within the urban footprint under the Regional Plan, the development site is currently designated as Sustainable Cane Lands under Maroochy Plan 2000 (MP2000). The Planning and Development Department's position with respect to applications for urban development within rural precincts outside the urban designation under Maroochy Plan 2000 is that such applications are "premature" pending the completion of a Local Growth Management Strategy (LGMS) and Structure Plan for each area and are unlikely to be supported under the current Planning scheme.' Council did not issue an Information Request so as not to put the applicant to unnecessary expense.

The concurrence agencies subsequently issued Information Requests and extended the Information Response period until 2010.

On 27 August 2010, the applicant lodged a Change to the Application to include community facilities, a mixed housing precinct, a school precinct and a caravan/relocatable home park. Under the *Integrated Planning Act 1997*, the assessment cycle commenced again with a new Acknowledgement Notice.

On 10 September 2010, council issued a second Acknowledgement Notice with the same advice and no Information Request.

The concurrence agencies again issued Information Requests and extended the Information Response period until 2012.

On 17 October 2012, the applicant responded to the Department of Transport and Main Roads' Information Request with a Traffic Report addressing the issue of site access.

On 8 November 2012, the applicant lodged a second change to the application with a revised Master Plan to increase the size of the future school precinct, allow for a retirement village or relocatable home park, and delete reference to units. Council issued a new Acknowledgment Notice on 21 November 2012 to recommence the IDAS process.

On 24 January 2013, the applicant commenced public notification. The applicant concluded notification on 13 March 2013 with the Decision Stage commencing on 3 June 2013.

The applicant extended the Decision Stage by agreement until 15 November 2013 to allow time to resolve hydrology issues and for the application to be determined by council.

ASSESSMENT

Framework for Assessment

Instruments for Statutory Assessment

Under the *Sustainable Planning Act 2009*, the application must be assessed against each of the statutory planning instruments to the extent they are relevant to the development:

- State Planning Policies;
- the South East Queensland Regional Plan;
- State Planning Regulatory Provisions; and
- the Planning Scheme for the local government area.

Of these, the statutory planning instruments relevant to this application are discussed below.

Statutory Instruments – State and Other

State Planning Policies

The following State Planning Policies are applicable to this application:

- State Planning Policy 1/02: Development in the Vicinity of Airports & Aviation Facilities;
- State Planning Policy 2/02: Planning & Managing Development Involving Acid Sulfate;
- State Planning Policy 1/03: Mitigating Adverse Impacts of Flood, Bushfire, Landslide;
- State Planning Policy 1/12: Protection of Queensland's Strategic Cropping Land; and
- State Planning Policy 3/11: Coastal Protection.

SPP1/02, SPP2/02, SPP1/03: Deemed by the Minister for Local Government and Planning as being reflected in the planning scheme and do not warrant separate assessment.

- State Planning Policy 1/12: Protection of Queensland's Strategic Cropping Land

'The SPP does not apply to areas already designated for urban development under existing regional plans and local government planning schemes.' The SPP is not applicable.

- State Planning Policy 3/11: Coastal Protection

'The subject site was mapped within the repealed SPP for Coastal Protection as being subject to medium hazard storm tide inundation based on storm surge including allowance for wave setup and also a 0.8m increase in mean sea level due to climate change. The SPP triggered the statutory requirement to provide an assessment addressing this risk. In practice, however, wave setup is unlikely to penetrate this far up the estuary and storm tide inundation is therefore considered to be of minor significance for this site. The revised Flood Study concludes that predicted storm surge levels at year 2100 are lower than the freshwater Q100 flood levels and hence the proposed filling of the site to address freshwater flooding would also mitigate any coastal hazard posed by storm tide inundation'(council hydrologist).

South East Queensland Regional Plan

The site is located within the Urban Footprint of the SEQ Regional Plan (the pre-eminent plan). The proposal is for residential development within the Urban Footprint. The proposed development is consistent with the regional land use intent, regional policies and desired regional outcomes for the Urban Footprint.

Legal Advice regarding the role of the SEQ Regional Plan in Zoning the Land

The applicant argues that the Court of Appeal Judgements (Supreme Court and High Court) for *Chang v Laidley Shire Council* (2006) determined that the SEQ Regional Plan designation and land zoning take precedence over the provisions of the local planning scheme; effectively amending it where there is a conflict between the 2 documents.

Council's Legal Department reviewed the above cases and advises that *'neither the Supreme Court of Queensland sitting as a Court of Appeal nor the High Court of Australia also sitting as a Court of Appeal held that that the SEQ Regional Plan effectively amended the Local Governments Planning Scheme. What those Courts did acknowledge was that upon commencement of the SEQ Regional Plan, Local Governments were required to amend their Planning Schemes to reflect the SEQ Regional Plan. The Planning Scheme (Maroochy Plan 2000) was amended in compliance with the statutory obligation. It is not disputed that the SEQ Regional Plan is the preeminent planning instrument and will prevail over a planning scheme in the case of a conflict. However, the inclusion of land within the "Urban Footprint" does not rezone that land, nor does it automatically require approval of an urban development. Nor does it follow that because an area falls within the Urban Footprint but is not zoned "Urban", that there is a conflict with the SEQ Regional Plan. At page 15, the SEQ Regional Plan clearly states that not all land in the urban footprint can be developed for urban purposes and that planning schemes establish and refine the desired use of land.'*

The inclusion of the development site within the Urban Footprint under the SEQ Regional Plan does not, in and of itself, provide sufficient grounds to approve the development.

State Planning Regulatory Provisions

The following State Planning Regulatory Provisions are applicable to this application.

SEQ Regional Plan Regulatory Provisions

As the site is identified in the Regional Plan as being located within the Urban Footprint, the proposed development is consistent with the State Planning Regulatory Provisions.

SEQ Koala Conservation Regulatory Provisions

The subject site is not identified as an 'Assessable Development Area' and neither the State Planning Regulatory Provisions, nor the State Planning Policy, are relevant to the proposal.

Preliminary Approval Overriding the Planning Scheme

A preliminary approval would approve the Park Lakes 2 land for residential use, but would not authorise development to proceed without further development permits being issued by council, including reconfiguration applications to create the precincts and/or residential lots and material change of use applications for the school and retirement village.

Section 3.5.14A 2(b) of the *Integrated Planning Act 1997* states that, '*an assessment manager must not approve development that compromises the achievement of the planning scheme's Desired Environmental Outcomes (DEOs) or conflicts with the planning scheme unless there are sufficient grounds to justify the decision despite the conflict.*' Accordingly, the onus is on the applicant to demonstrate the merits of the proposal and provide sufficient planning grounds to justify the proposal (refer to Sufficient Grounds section of this report).

The use of the site for urban purposes would not compromise the scheme wide DEOs in as much as the proposal would:

- protect and retain significant vegetation on the site and resort riparian corridors;
- constitute logical infill development between existing residential development and rural residential development within the Urban Footprint;
- provide all necessary infrastructure;
- connect to the existing transport network;
- provide open space, a school and community facilities;
- be consistent with the character of the area as an extension of Park Lakes 1 (with the exception of a relocatable home park); and
- provide an orderly extension of engineering infrastructure, including water and sewerage infrastructure, which has been sized to accommodate the development.

The height and density provisions proposed by the preliminary approval through the Supplementary Tables of Development Assessment are considered to be acceptable for controlling development within the preliminary approval area on the basis that:

- precinct R1 would be limited to accommodate a school and ancillary child care and church only. Residential development would be impact assessable within the precinct;
- the school is limited to 1,500 students;
- school and community building height would be limited to a maximum of 10m;
- only a church, an auditorium or an indoor sports building would be allowed to 12m for operational reasons to achieve the required ceiling height;
- precinct R4 could accommodate a retirement village or low density residential;
- In the case of the relocatable home park, there are insufficient details for council to assess the nature of any future development. There is a wide array of products currently developed across the State under similar definitions, from caravan park style developments to more substantial forms of housing. Further, the tenure arrangements have not been made clear;
- As a result, the recommendation leaves the relocatable home park as impact assessable;

- the density of the retirement village has been reduced, based on a dwelling unit factor (DUF) of 300m² per unit, as opposed to 250m² per unit, to achieve a better outcome;
- the height of detached dwellings, dual occupancies and retirement village would be similar to that achievable under the residential provisions of the Maroochy Plan 2000;
- no multiple dwelling units are contemplated;
- lot sizes and yield under the supplementary tables would be similar those achievable under the master planning provisions of the applicable planning scheme;
- lot sizes would increase with increased slope consistent with Maroochy Plan 2000;
- cottage (small) lots would not to exceed 10% of the total.

Statutory Instruments – Planning Scheme

The applicable planning scheme for the application is Maroochy Plan 2000 (1 November 2007). The following sections relate to the provisions of the Planning Scheme.

Strategic Plan

The majority of the development site is identified on the Strategic Plan as Agricultural Protection. Section 6.5.1 and Section 6.5.2 of the Strategic Plan states that council is unlikely to support applications for any purposes other than agriculture unless there is a demonstrated need and community benefit that outweighs the need to preserve the land for agricultural purposes (refer to sufficient grounds section of report).

The applicant submitted a Good Quality Agricultural Land (GQAL) Report, which acknowledged that *'class A land (sugar cane land) or class B (marginal cane land) constitutes GQAL. Though the sugar industry has almost ceased, cane production for fodder production may continue as an important land use near Bli Bli and the GQAL status should probably remain relevant for this area.'* The report identified approximately 50% of the site as *'Class A land or Class B GQAL.* However, the report concluded that, *'47.9 ha is an insufficient area to form a viable sugar cane farm on its own,' unless 'the area could be amalgamated with this nearby GQAL to form a viable cane production unit.'* The site was not identified under the SPP 1/12 - *Protection of Queensland's Strategic Cropping Land.*

Local Area Provisions

The subject site is located in Planning Area No 23 - Maroochy River Plains, Precinct No 1 - Maroochy River Caneland and is designated as cane land.

Land Use and Works Provisions

The following codes regulate land use and design under the current planning scheme:

- Code for Agriculture and Animal Husbandry; and
- Code for Transport, Traffic and Parking.

The application obviously conflicts with the Code for Agriculture and Animal Husbandry. The pertinent issues arising out of assessment against the codes are discussed below:

Code	Discussion
Agriculture and Animal Husbandry	The subject site is identified under Maroochy Plan 2000 as being located within a Sustainable Caneland Precinct. It is surrounded by sustainable cane land, general rural, rural residential and hillslope residential development. The proposal does <u>not</u> comply with the provisions of the Code and cannot be conditioned to comply. The applicant has applied to override the planning scheme to allow

Code	Discussion
	<p>residential development and has provided what it considers to be 'sufficient ground' to approve the proposal despite conflict with the planning scheme (refer to Grounds for Approval section).</p> <p>With respect to separating future urban and rural land uses, it is recommended that an agricultural buffer be established along the Yandina-Bli Bli Road frontage of the site to provide buffering to adjacent cane land east of the site, as recommended in the applicant's <i>Agricultural Buffer Report</i>. There is a horticultural use currently located on Lots 4 & 5 SP170715, 203 & 211 Camp Flat Road immediately adjacent to proposed precinct R4. Lots 4 & 5 are also currently identified as sustainable cane land. It is foreseeable that the horticultural use could continue into the future. To mitigate impacts, it is recommended that a minimum width agricultural buffer be established to these properties. The final detail of the buffer would be determined through later development applications.</p>
Transport, Traffic and Parking	Council's traffic specialist considers that the proposal can be conditioned to comply with the provisions of the Code (refer to Traffic and Transport section).

Overlay Provisions

The following overlays are applicable to this application:

- Code for Integrated Water Management
- Code for Nature Conservation and Biodiversity
- Code for Waterways and Wetlands
- Code for Acid Sulfate Soils
- Code for Development on Steep or Unstable Land
- Code for Development in Bushfire Prone Areas and
- Code for Development in the Vicinity of the Airport.

The application has been assessed against each of the applicable overlay codes and found to be compliant with, or can be conditioned to comply with, each. The pertinent issues arising out of assessment against the codes are discussed below:

Code	Discussion
Integrated Water Management	Refer to Section on <i>Flood Flooding, Stormwater Management and Constructed Waterbodies</i> .
Nature Conservation and Biodiversity	The proposal would protect all mapped remnant vegetation identified on the subject site under the proposed layout with no vegetation clearing permitted. Additionally, a 20m buffer would be established to protect the remnant vegetation. The buffer must comply with DNRM concurrence agency conditions, which prevent infrastructure other than a fence, road, driveway, effluent disposal area or underground services. If residential lots are proposed within this buffer area they would need to be of sufficient size to accommodate a dwelling and associated infrastructure outside of the buffer area. This issue would be resolved in future applications for

Code	Discussion
	reconfiguration of a lot. The proposal is considered to comply with the requirements of the Code.
Waterways and Wetlands	The subject site contains several mapped first and second order streams. The northern-most second order stream is contained wholly within mapped remnant vegetation and would be protected under the Master Plan. The southern second order stream has been highly modified through cane farming practices and contains limited ecological value. This stream is identified as being located within precinct P1 (Parkland) under the Master Plan. It is also designated as a major stormwater flow path, which would contain the majority of stormwater quality and quantity infrastructure. It is recommended that the riparian area of the P1 area be rehabilitated as corridor to provide amenity and ecological values, which would complement the stormwater infrastructure. Conditions have been included to address this issue.
Acid Sulfate Soils	The site is identified as being constrained by Acid Sulfate Soils. The preliminary investigation and sampling submitted with the application however notes that acid sulfate soils are not present on the site. The report does note however that there is some non-sulfidic existing acidity within the site soils that will require treatment during works. On this basis, this issue is considered to be manageable as part of future applications for REC and OPW.
Development in Bushfire Prone Areas	The vegetation along the western portion of the subject site is mapped under Maroochy Plan 2000 as Medium Bushfire Hazard. The Department of Natural Resources and Mines has required a 20m building exclusion buffer to the mapped vegetation to ensure that buildings are setback a sufficient distance and also to provide access for fire management purposes. Conditions have been provided.
Development on Steep or Unstable Land	The Department of Natural Resources and Mines provided concurrence agency conditions which prohibit the clearing of vegetation on the steep western portion of the site. In addition, the Supplementary Tables of Development Assessment would ensure that only larger lots (1,500m ²) would be allowed on steeper areas. The applicant provided a geotechnical report, which establishes geotechnical requirements for future lots on steep land. The proposal is considered to comply with the Code requirements.
Vicinity of the Airport	The height limits imposed on the development means that it would have not impact in terms of airport operation.

Other Matters for Consideration

Other matters for consideration include:

- Grounds for Approval
- Needs Analysis
- Economic Implications
- Traffic and Transport
- Flood Mitigation
- Affordable Living and Positive Ageing and

- Priority Infrastructure Planning.

To the extent these matters are not already addressed in provisions of the statutory planning instruments mentioned above, they are discussed separately in the sections that follow.

Applicant's Grounds for Approval

The applicant acknowledges that the current application does not comply with the provisions of the current planning scheme, but maintains that sufficient grounds, as below.

1. the land is within the 'Urban Footprint' under the SEQ Regional Plan
2. the land is a logical infill site located between Park Lakes 1 and the rural residential
3. water and sewerage infrastructure serving Park Lakes 1 is sized to serve Park Lakes 2
4. the proposal includes a variety of residential lot sizes and housing options
5. the proposal allows for the inclusion of a private school
6. the proposal provides for community facilities within Precinct C1
7. the proposal retains regional ecosystem on the western slopes within precinct P1
8. the proposal enhances riparian values of the watercourses within precinct P1
9. the proposal is generally consistent with the character of Park Lakes 1
10. development achieves Q100 flood immunity and non-worsening
11. the cane land is of limited value for agriculture and is not viable a farm unit and
12. Need Analysis reports supports additional residential during the life of the draft scheme.

Need Analysis

While the applicant submitted a Need Analysis in support of the application, it was considered to be out of date, as it was pre 'global financial crisis' and, therefore, based on an excessive take up rate for residential lots under the current circumstances.

On 10 May 2012, Planning Assessment commissioned Norling Consulting to undertake a review of the applicant's Needs Assessment.

On 18 June 2012, Norling Consulting responded with the *Bli Bli Residential Supply/Demand Needs Assessment*, which concluded that the applicant's Need Assessment was out of date and there was a sufficient supply of residential lots within the Bli Bli area to accommodate demand within the life of the current Planning Scheme (MP2000) and, therefore, no need to pre-empt the new Sunshine Coast Planning Scheme.

In October 2012, Strategic Planning advised that '*planning need*' is an historically tested concept (in the courts), which basically comes down to whether the land is suited for development. Therefore, if the Park Lakes Investigation Area is suited for development, it would be zoned for such in the new planning scheme.' The Preliminary Approval proposal demonstrates that the site constraints can be mitigated and that the land is suitable for development. However, there remained the question of whether there was any need for the residential development during the life of the new Planning Scheme. Strategic Planning had not investigated this issue as it related to the Bli Bli area.

On 13 December 2012, council asked Norling Consulting to update the *Bli Bli Residential Supply and Demand Assessment* to reflect constrained urban land and the 'back zoning' proposed under the draft Planning Scheme.

On 21 January 2013, Norling Consulting provided an updated Needs Assessment, which concluded that, while there would be a sufficient supply (573 lots) of residential land in the Bli Bli area to meet demand under the current planning scheme (MP2000), there would be an insufficient supply (i.e. a shortage) to meet demand during the life of the new Sunshine Coast Planning Scheme. Approval of the Preliminary Approval for up to 700 additional dwellings within Park Lakes 2 would help to provide a sufficient supply of residential land within the Bli Bli area for the life of the new Sunshine Coast Planning Scheme.

Economic Implications

The Economic Development Branch has examined matters relevant to the subject application in the context of The Maroochy Plan 2000, Council's Corporate Plan 2009-2014 and Council's Economic Development Strategy 2010-2014. Council's Corporate Plan (2009-2014) incorporates a clear objective to create a more robust economy. In a linked and similar manner the Economic Development Strategy (2010-2014) aims to build a mature, diversified economy which is more resilient to the fluctuations of economic cycles by enabling growth in a range of identified emerging sectors in concert with ensuring that the traditional pillars of the regional economy (including construction) continue to grow. The proposal includes an allocation for a school (R1) and for a possible retirement village (R4). Aged Care / health care / social assistance and education are both key growth sectors and have the potential to provide a range of both skilled and unskilled employment opportunities on a more enduring basis, with a greater emphasis on growing full-time employment. The Economic Development Branch recognises the potential for the proposal to contribute to meeting localised needs, retaining capital and recurrent expenditure plus generating associated employment opportunities. The potential economic contribution of the proposed development would occur over both its staged construction and operational phases.

Traffic and Transport

Primary vehicle access would be provided to the development via a direct intersection with Yandina-Bli Bli Road. The Department of Transport and Main Roads requires either a channelised intersection (with left and right turn lanes) or a roundabout.

The department would require the applicant to provide an upgraded access to the site from Yandina-Bli Bli Road. In addition, they require the applicant to upgrade the Willis Road/School Road intersection to traffic signals and the Willis Road/Nambour Bli Bli Road intersection to a roundabout.

The proposed main roadway through the site would provide a connection to Yandina-Bli Bli Road and to Camp Flat Road. The internal roadway would be joined to Camp Flat Road and to Park Lakes 1 via a roundabout located opposite to Park Lakes Boulevard. Proposed conditions of approval would require the main roadway to be constructed as a District Collector Street consisting of 2 traffic lanes, 2 on-road bicycle lanes, parking lanes and an off-road shared path on one side and a footpath on the other. Indented bus bays are also proposed at regular intervals to allow for the future servicing of the development by public transport. Further consideration of bus access and parking requirements for the Precinct R1 would be undertaken in future if a school were to proceed at this location.

It is also proposed that a local road connection be provided through the site to East View Court. This would provide access to the school from the existing rural residential community to the north. Importantly, the connection would also provide an additional safe point of access to the rural residential community (160 households), which currently only have vehicle access via Kirra Road.

Flood Flooding, Stormwater Management and Constructed Waterbodies

The applicant provided an initial flood report by Water Technology (dated August 2012), which includes modelling of the local flood event and discussion of the regional event. In addition, the applicant provided a revised flood study prepared by Covey and Associates (dated October 2013), which specifically addressed outstanding hydrology issues identified by council on 3 November 2011. The revised flood study is based on the 2-dimensional hydraulic model developed by council as part of background studies to inform the new Sunshine Coast Planning Scheme. Council's flood study was made available to the applicant and modified to provide improved representation of the base case (primarily through use of detailed ground survey) and to represent the proposed developed case.

Flood Impacts - Local Event Flooding

It has been reasonably demonstrated that adequate flood immunity can be provided to the development without causing off-site flood impacts. The flood study concludes that development of the site can occur without causing any off-site flooding impacts for the 1 in 100 year flood event.

Residual Flood Risk (probable maximum flood)

The revised flood study of October 2013 has considered the issue of the residual flood risk for events greater than the 1 in 100 year flood and has produced model results for the PMF event (probable maximum flood). The study develops a strategy for managing residual flood risk primarily by keeping residents within their homes during a PMF event.

The PMF results show that large areas of each of the precincts as currently proposed contain flood-free areas. Only Precinct C1 would be completely cut-off/isolated in a PMF event. This indicates that residual flood risk can be managed for each of the precincts such that the safety of residents is not compromised even under the most extreme flood event (PMF).

Flood Impacts - Regional Event

The revised flood study of October 2013 provides commentary regarding the regional Maroochy River flood event. The report concludes that there will be no impact off-site during this event, as the site is an area of backwater flooding from the Maroochy River and regional flood storage volumes will actually be increased by 35,400m³ post-development. This conclusion is supported and no further requirements are provided.

Lawful Point of Discharge and Stormwater Quantity (non-worsening - off site impacts)

The Queensland Urban Drainage Manual (QDUM) imposes a 2 point test for stormwater discharge, which includes discharge to a location under the lawful control of the local government or other statutory authority from whom permission to discharge has been received and not causing actionable nuisance (i.e. non-worsening). The applicant has provided a legal opinion from P&E Law that the Yandina-Bli Bli Road constitutes a lawful point of discharge, in as much as it is a State-controlled road and the Department of Transport and Main Roads has approved the development with conditions.

However, the subject site would result in a significant increase in the imperviousness of the site catchment and, hence, would have the potential to increase both the peak flow rate and volume of stormwater discharged onto downstream land. The applicant proposes detention to mitigate peak flow rates. However, the revised flood study of October 2013 shows that the hydrologic regime is changed post development in a way that would result in the downstream drainage system conveying stormwater discharge from the subject site for a longer period of time, causing an increase in the time of inundation on private property in the immediate vicinity of the drain. Within paddocks away from the drain, the changed hydrologic regime is not predicted to have any significant impact.

The downstream drainage system is on private rural land and the downstream drainage system could be altered lawfully in the future under the *Sustainable Planning Act* exemption relating to farm management practices. A lawful drainage corridor could be established over the downstream land so that discharge rights are preserved for Park Lakes 2 in perpetuity.

Conditions for subsequent stages demonstrating that a lawful point of discharge can be achieved in accordance with the Queensland Urban Drainage Manual are, therefore, recommended to ensure ongoing lawful point of discharge rights.

As the timing of delivery of stormwater and flood mitigation (as well as park) infrastructure has been a major issue for Park Lakes 1, a condition requiring an approved staging plan and report is recommended. This would ensure that there is no actionable nuisance during any stage of the development.

Stormwater Quality/Water Sensitive Urban Design

The submitted stormwater quality management plan proposes bioretention devices to treat all urban areas sized at 1.5% of the contributing catchment. There is insufficient detail to confirm the spatial requirements of the devices. It is possible that a significantly greater footprint within Precinct P1 would be required than is currently shown, as the current plans are based on the bioretention devices being contained within retaining walls. Conditions are recommended requiring water sensitive urban design to be incorporated within each of the urban precincts outside of Precinct P1. This detail will be resolved with future reconfiguration applications and a condition is recommended to secure this outcome.

Constructed Waterbody Sustainability

The application proposes a freshwater lake (large detention basin) and constructed wetland, which would occupy much of Precinct P1 adjacent to Precinct R4. While the applicant argues that a lake would have amenity value, its main function would be as a detention basin for mitigating stormwater discharges off-site and as a source of fill for the residential lots.

The wetland component would be provided as an alternate means of managing the lake water quality through recirculation treatment of stormwater runoff from developed areas of the estate. The basic premise of a lake, which is managed via a recirculation wetland, is technically valid, although the size of the wetland and lake remain to be resolved. This issue would be resolved as part of the first application for reconfiguration of a lot to create urban development.

Key issues are:

- whether or not a freshwater lake should be allowed and
- whether or not the wetland and lake could be sited in the nominated location without conflicting with the required flood conveyance characteristics of this drainage reserve.

The revised flood study by Covey Associates identifies that roughness assumptions are consistent with a vegetated wetland and that velocities are compatible with a wetland (generally less than 1 metre/second), hence, the proposal for a lake and wetland appears to be consistent with the flood study.

While there is a technical solution that has a reasonable chance of successfully managing lake water quality, it remains that urban lakes and constructed wetlands are a maintenance-intensive and high risk "asset" that should be viewed circumspectly by council as a long-term liability.

There are many examples throughout SEQ and locally of lake systems which have either failed catastrophically or suffered chronic management issues, resulting in significant unbudgeted expense to the relevant local government. Local examples include Chancellor Park Lakes (water quality and ecological issues), Noosa Waters (revetment failure) and Twin Waters Lake (tidal weir failure).

Council's policy position on constructed waterbodies, as stated in the non-statutory Waterways and Coastal Management Strategy 2011-2021 and Performance Outcome PO18 of the draft Sunshine Coast Planning Scheme Stormwater Code, is that constructed waterbodies should not be created unless there is an overriding need in the public interest. If there is, the above policy documents identify that a sustainable funding source should be identified and provided by the applicant to fund the expected maintenance and renewal costs. The applicant has not offered an Infrastructure Agreement to address these future costs. An Infrastructure Agreement would only secure funding for a prescribed period of time and not the full life cycle of the waterbody.

For some developments within the floodplain, (e.g. Brightwater, Kawana, Pelican Waters), the creation of a waterbody is a natural and unavoidable consequence of developing the coastal floodplain in order to mitigate flood impacts, generate a source of fill and effectively drain the land. In this case, the creation of the waterbody is avoidable and there are other viable technical solutions, which could be implemented (e.g. ephemeral wetlands or an ephemeral detention basin).

The applicant has argued, in a letter dated 13 June 2013, that a lake and wetland system provides superior recreation, amenity and environmental outcomes compared to other options. The argument did not quantify the cost-benefit analysis required by the draft Sunshine Coast Planning Scheme (PSP No. 6 S6.15.9). The applicant has not identified a source of ongoing funding for the maintenance and renewal of the waterbody, nor an Infrastructure Agreement to secure the funding. In their letter dated 13 June 2013, the applicant provided preliminary lifecycle costs for a period of 50 years, but has not indicated how these lifecycle costs would be met other than relying on general rates revenue.

It is recommended that the waterbody not be approved at this stage, unless the applicant can demonstrate, as part of the amended staging plan and staging report, that the lake and wetland can be designed and established in accordance with current best practice guidelines and that a sustainable asset maintenance funding source has been secured through an Infrastructure Agreement. Should these issues be resolved to council's satisfaction, a waterbody could be approved as part of a future reconfiguration approval. If not resolved, a detention basin will be conditioned.

Affordable Living and Positive Ageing

The Sunshine Coast Affordable Living Strategy and Sunshine Coast Positive Ageing Strategy are relevant to this proposal. The applicable policy statement within the Affordable Living frameworks states – *council will strive to achieve a provision of housing and aged care that promotes positive housing and ageing in place.*

The Sunshine Coast Affordable Living Strategy 2010-2020 (ALS) contains a framework of 7 outcomes and associated principles:

- housing diversity
- housing affordability
- self-contained neighborhoods
- transport options
- supportive environments
- resource efficiency and
- economic development.

The policy has been created to provide guidance on how specific housing needs may be achieved. The proposal for a range of lot sizes and a retirement village meets the outcomes/principles identified in the strategy as follows:

- caters for a range of dwelling types and income levels

- the location is close to Park Lakes 1/Bli Bli and would reinforce existing social connections, social activities and friendships
- the inclusion of disabled access within the retirement village buildings would assist in meeting the changing needs of tenants (adaptable design)
- the staging of the proposal would allow for adaptability of the product to meet the changing needs of the market. Potential aged care could be incorporated and
- provision of a retirement village supports the intention of self-contained neighborhoods and a supportive environment.

The Positive Ageing Strategy 2011-2016 focuses on council's commitment to older people on the Sunshine Coast. It recognises the significant percentage of the Coast's population is over 55 years of age and is supported by a set of 7 guiding principles. These are in line with a number of key international, national and state strategic documents. The principles are:

- equitable access for all
- dignity and respect
- diversity
- safety
- participation and connectedness
- opportunities for all to an independent lifestyle and
- collaborative partnerships.

A key outcome of the strategy is to promote age-friendly Sunshine Coast communities. Age-friendly communities promote participation, active lifestyles, safety and accessibility for older people and communities. The proposal for a retirement village would meet the outcomes/principles identified in the strategy as follows:

- it would be located to ensure residents have access to services, community infrastructure and programs that enhance their quality of life (Park Lakes 1 and C1)
- it would provide housing choice, disabled access and diversity
- it would provide on-site opportunities to help older people feel physically and emotionally safe in their homes and in the community
- it would provide opportunities for residents to remain socially connected through participation in community life and decision-making processes and remain active and
- it would allow residents to maintain independence and live an active lifestyle, while having support if needed (social, safety, health and wellbeing).

CONSULTATION

IDAS Referral Agencies

The application was referred to the following IDAS referral agencies:

Concurrence

Department of Transport and Main Roads

The department is a concurrence agency for the State-controlled road, Yandina-Bli Bli Road). The department responded by letter dated 23 January 2013 approving the proposal, with conditions. Conditions require a single direct access to Yandina-Bli Bli Road, along with intersection upgrades to Willis Road/School Road. Conditions relating to stormwater and noise attenuation were also included.

Department of Natural Resources and Mines

The department is a concurrence agency for Vegetation Clearing. The department responded by letter dated 7 January 2013 approving the proposal, with conditions prohibiting clearing or development within the regional ecosystem along the western perimeter of the site and limiting development within the buffer zone between the protected vegetation and the development.

Department of Environment and Heritage Protection

The department is a concurrence agency for protection of the environment for contaminated lands. The department responded by letter dated 10 January 2013 approving the proposal, with conditions relating to the remediation of any contaminated land on the site during earthworks.

Advice*Department of State Development and Infrastructure Planning*

The department is an advice agency for Section 3.1.6 *Integrated Planning Act 1997* preliminary approvals. The department responded by letter dated 23 January 2013 stating that, *“Due to the changed application and evolving local and state policy framework, the Department has no advice agency recommendations. Although State Planning Policy 1/92 Development and the Conservation of Agricultural Land expired as of 18/12/12, the applicant should still demonstrate to the assessment manager the need for further residential development in a rural area.”*

Internal ReferralsUnitywater

The application was forwarded to Unitywater and their assessment forms part of this report (comments below).

Internal Referrals

The application was forwarded to the following internal council specialists and their assessment forms part of this report:

- Development Engineer, Engineering and Environment Assessment Branch
- Hydraulics and Water Quality Specialist, Engineering & Environment Assessment
- Landscape Officer, Engineering and Environment Assessment Branch
- Environment Officer, Engineering and Environment Assessment Branch
- Ecology Specialist, Engineering and Environment Assessment Branch
- Traffic Engineering, Engineering and Environment Assessment Branch
- Infrastructure Planning (comments below) and
- Strategic Planning (comments below).

Unitywater

‘As part of the original development application, a Water Supply and Sewerage Analysis has been provided. This report identified the necessary water and sewerage augmentation works to service the development to the Unitywater’s (Former Maroochy Shire Council’s) adopted standard of service. During the past few years, as part of other development applications in the area, the downstream sewer augmentation works have been completed. Further, the Bli

Bli Water Reservoir has been augmented from 4.5ML to 14.5ML by Unitywater. In light of the above discussion, the Unitywater has no objection to the proposed development. However, the applicant is required make additional monetary contributions to the value of \$ 121391.59 for costs associated with the upsizing (300mm to 400mm diameter) sewerage infrastructure between Samantha Drive and Whistler Street’.

Infrastructure Planning

‘On 29 June 2011, Council approved its Adopted Infrastructure Charges Resolution, which specifies infrastructure charges applicable to development, the defined Priority Infrastructure Areas, Desired Standards of Service and Plans and Schedule of Works for Trunk Infrastructure. The Park Lakes 2 development area lies outside the Priority Infrastructure Area (PIA Map 15). However, under the relevant provisions of SPA, any additional infrastructure requirements or costs attributable to the development may be conditioned through future development permits required to authorise development. A development contribution condition has been included.’

Strategic Planning

‘The applicant has made a submission to the draft planning scheme to allow residential development within the Park Lakes 2 preliminary approval area in accordance with a Master Plan. In light of the fact that the site has been identified as a Further Investigation Area and that the applicant’s submission demonstrates that the site constraints can be adequately addressed or mitigated, Strategic Planning considers that the current application to override the planning scheme to allow residential development and a possible school at Park Lakes 2 should be assessed and determined based on its merits.’

Public Notification

The application was publicly notified in accordance with the requirements of the *Sustainable Planning Act 2009*, and 77 properly made submissions were received. 67 supported the proposal, while 10 objected to the application.

The following table provides a summary and assessment of the issues raised by supporters.

Issues	Comments
The site is located within the Urban Footprint	The SEQ Regional Plan (pre-eminent plan) identifies the site as being within the Urban Footprint.
Bli Bli needs additional residential	Council’s economic specialist found that the draft planning scheme does not identify sufficient land within the Bli Bli area for the life of the scheme.
Residential, conservation and open space is reflective of Park Lakes 1.	The proposal is consistent with Park Lakes 1.
Bli Bli needs a new school and there is insufficient land elsewhere.	Precinct R1 would allow for a school and ancillary facilities within Precinct R1.
Provides 32 ha of conservation/ open space and a mix of residential lots.	The proposal would provide 32 ha of open space for conservation, park and drainage reserve throughout the site within Precinct P1 on the Master Plan.
Park Lakes 2 is located a short distance from major centres.	Park Lakes 2 is located approximately 2km form Bli Bli, which is midway between Maroochydore and Nambour.
The proposal provides a clear	The Master Plan identifies 3 residential precincts (R2-

Issues	Comments
structure for development	R4), a school precinct (R1), a community precinct (C1) and 32ha of open space (P1).
Growth will create jobs	Not a planning argument.
The development would provide additional community facilities.	Precinct C1 provides 2 ha for additional community facilities or sports fields.
Development would provide bicycle/pedestrian networks.	Agree.
Development would provide affordable housing options.	Precinct 4 would allow for a retirement village. Other precincts allow a range of lot sizes.
The development would preserve the ecological values of the site.	Precinct P1 would protect the significant vegetation along the western boundary of the site as well as rehabilitation of the riparian corridors.
The school is an employment driver and support the Uni.	Not a planning argument, but has some merit.
No external impacts	The road network is capable of accommodating the development with the developer to upgrade the Willis Road/Yandina-Bli Bli Road intersection.
Water and Sewerage networks would accommodate the development.	Park Lakes 1 water & sewerage infrastructure was sized to accommodate Park Lakes 2. Unitywater has approved the development with conditions.
Good use of the land at this location.	The development site is a logical infill site located between residential and rural residential land.

The following table provides a summary of the issues raised by the objectors.

Issues	Comments
Flooding of fields to the north and east of the site.	The applicant's flood study demonstrates non-worsening to adjoining properties. The site would drain to a detention basin at the eastern extremity of the site, where it would be retained and released at a controlled rate.
The adjoining properties to the north may lose privacy and be encroached.	Road reserve would separate the site from properties to the north and would come from the preliminary approval area. Access rights of the adjoining property would be preserved.
Not supportive of mixed housing	The applicant has removed all reference to inclusion of mixed housing. Further, the relocatable home park proposed has been retained as impact assessable.
Drainage and flooding – Increased flooding to Yandina- Bli Bli Road and upstream impacts to gullies/streams and creeks.	The proposal can achieve non-worsening downstream with an appropriately sized detention basin. The watercourses through the site would be rehabilitated to create a riparian corridor, which would contribute to stormwater treatment with no upstream impacts.

Issues	Comments
Traffic – Increased traffic from Park Lakes 1 speeds along Camp Flat Road.	Speeding is an enforcement issue, not a planning issue.
Traffic noise and loss of amenity along Camp Flat Road would be unacceptable.	DTMR has prohibited direct access from Park Lakes 2 to Yandina-Bli Bli Road via Camp Flat Road (see above).
Dust and pollution from Park Lakes 1 along Camp Flat Road is unacceptable. Park Lakes 2 will create more.	Approvals for subsequent reconfigurations would deal with such issues, which is covered in the planning scheme.
Economic viability – Park Lakes 1 developers went into receivership.	The subject matter relates to a separate application.
A relocatable home park is not in keeping with the area and would have negative impacts on adjoining properties. Access roads to the precinct could be oversized to accommodate large trucks.	Precinct R4 would accommodate a retirement village to provide diversity of choice and affordable housing or detached house lots, depending upon market conditions. A relocatable home park has been retained as impact assessable. The size of future access roads to Precinct R4 would be the subject of future Development Permit applications.
Owners of Lot 21 East View Court (rural residential) – development would lower property values, adversely impact on the area and potentially damage pools. Owners want to be considered for same residential zoning.	Connection to East View Court would provide an additional flood free access to the school site and allow access to the school site for those living in the rural residential area to the north. Inclusion of Lot 21 and Lot 8 (north of Park Lakes 2) would be a matter for the draft planning scheme.
A submission objecting on basis of: <ul style="list-style-type: none"> • Outside zone; • Inconsistent with transport strategy; • Flawed drainage system; • No stormwater easements; • Part of the site is floodplain; • Lake would need maintenance; • Unreliable road network; • Inaccurate Traffic Report. 	This council report addresses the issues raised by the submitter. The issues raised regarding flooding and drainage have been assessed by council's hydrologist. The issues raised regarding the Traffic Report have been assessed and conditioned by DTMR (concurrence agency and council's traffic specialist).
Downstream owners (cane farmers) raised concerns re: <ul style="list-style-type: none"> • potential stormwater worsening; • compensation; • Access from Yandina-Bli Bli Road. 	Refer to Hydrology section of report. DTMR advise that existing access from Yandina-Bli Bli Road to cane land to the east would be retained.

DRAFT SUNSHINE COAST PLANNING SCHEME

The subject site is proposed to be zoned Rural and located within the Bli Bli Local Plan of the draft Sunshine Coast Planning Scheme. Zone Map 38 identifies the site as a *'Further Investigation Area for Urban Development Subject to Detailed Flood Hazard and Other Land*

Suitability Assessment and located within the Bli Bli Local Plan. The draft Planning Scheme notation states, *'The Further Investigation Area' symbol does not represent an entitlement to use the subject land for urban purposes. Further investigations are to be undertaken by council prior to the finalisation of the new Planning Scheme to assess flood hazard and other land suitability issues before council determines the appropriate zoning allocation.'*

The application would trigger Impact Assessment under the draft Planning Scheme, and would be affected by the following overlays:

- Acid Sulfate Soils
- Airport - Obstacle Limitations
- Waterways
- Riparian Areas
- Native Vegetation Area
- Biting Mosquitoes
- Medium Bushfire Hazard Buffer Area
- Flooding and Inundation
- Steep Land
- Major Road Corridor and Buffer
- Scenic Route and
- Building Height.

The proposed development could be considered to be generally consistent with the draft Planning Scheme, in as much as that the flood hazard and other land suitability assessments have been undertaken as part of the current preliminary approval application and it has been determined that impacts can be mitigated. The residual flood risk and waterbody sustainability issues are well documented in the draft Planning Scheme. The recommended conditions would ensure compliance with the draft Planning Scheme, which would also justify the reasonableness and relevance of the hydrology conditions.

Coty Principle

Although council is unable to give full weight to the new draft Sunshine Coast Planning Scheme, under Section 3.5.6 of *Integrated Planning Act 1997*, council can take into consideration the contents of this document under the Coty Principle. The Coty Principle arises from a landmark case - *Coty (England) Pty Ltd –v- Sydney City Council (1957) 2 LGRA 117*.

His Honour Fitzgerald P., in the Qld Court of Appeal in *Yu Feng Pty Ltd v Maroochy Shire Council [2000] 1Qd R 306*, summarised the principle as follows - *'Coty establishes that, when determining whether to approve or refuse a planning application, it is permissible, in appropriate cases, to take account of any provisions affecting the site which are included in a general planning scheme which is in the course of preparation; the weight to be accorded to either consistency or inconsistency between the draft planning scheme and the application will depend on the circumstances, including the stage to which the draft planning scheme has progressed and usually will be only one of the factors to be considered, although in a particular case it might be decisive.'*

While council must decide the application based on the laws and policies applying when the application was made, it has discretion to consider and give weight to the draft Sunshine Coast Planning Scheme. The draft Planning Scheme has progressed significantly along the statutory path, so that some weight could be given to it in the assessment of this application. Given that the draft Scheme has identified the development site as an investigation area

pursuant to its Urban Footprint designation, and that the site constraints can be mitigated, council is able to give weight to the scheme in order to approve the development.

CONCLUSION

The SEQ Regional Plan identifies the Park Lakes 2 development site as being located within the Urban Footprint. The draft Sunshine Coast Planning Scheme identifies the site as being a *Further Investigation Area*, subject to land suitability and mitigation of site constraints. The applicant has demonstrated the flooding constraints can be mitigated and that the site is suitable for urban development. The proposal would protect/enhance the site's environmental values. The applicant has identified sufficient grounds to approve the proposal despite conflict with the current planning scheme. The preliminary approval is recommended for approval subject to reasonable and relevant conditions.

7.3 COMMUNITY SERVICES

7.3.1 REGIONAL ARTS DEVELOPMENT FUND (RADF) RECOMMENDATIONS

File No:	ECM 14 Nov 2013	
Author:	Team Leader Community Connections Community Services Department	
Appendices:	App A - RADF Major Grant Recommendations	175
Attachments:	Att 1 - Additional information	177
	Att 2 - Funding comparisons	187

PURPOSE

The purpose of this report is for council to consider and endorse funding recommendations for the first major grant round of the Regional Arts Development Fund (RADF) for the 2013/2014 financial year; and to note the allocation of funding to enable the continuation of the smartArts+ Program.

EXECUTIVE SUMMARY

The Regional Arts Development Fund (RADF) supports cultural activity through the professional development and employment of arts and cultural workers in regional Queensland. RADF is a partnership between State Government, through Arts Queensland, and Sunshine Coast Council. The current RADF Committee is made up eight independent external professional arts industry representatives, resourced and supported by a council officer and chaired by the Portfolio Councillor.

The RADF budget provides funds for two major funding rounds and four minor funding rounds annually. This report covers the first major RADF round for 2013/2014, which closed on 1 September, 2013. A total of 28 applications were received, requesting \$192,621. The RADF committee determined funding outcomes based on Arts Queensland's RADF Guidelines and according to merit, benefit, skill and capacity demonstrated in each application.

Eighteen applications totaling \$84,550 are recommended by the RADF committee for council's consideration and endorsement (see Appendix A).

Attachment 1 provides additional information including a summary of each project and a description of how the project develops the identified art form, professional skills or arts activity in the region. Attachment 2 details the funding comparison of the current September round and the previous March 2013 round.

In addition to RADF funding for applications for arts based projects through the RADF grant program, the 2013-2014 RADF budget includes the annual allocation of \$22,900 to build the capacity of artists and arts organisations across the region through the smartArts+ Program.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled “Regional Arts Development Fund (RADF) Recommendations” and
- (b) endorse the Regional Arts Development Fund Recommendations (Appendix A).

FINANCE AND RESOURCING

The RADF program is jointly funded on a 40:60 basis by the State Government (Arts Queensland) and the Sunshine Coast Council.

The 2013/2014 budget provides \$169,100 funding for two major rounds. This report covers the first round that closed on 1 September 2013. Funding totalling \$84,550 for 18 projects is recommended. There are sufficient funds in the 2013/2014 budget to cover the recommendations in this report.

Since 2010, the RADF budget has included an allocation of \$22,900 to the smartArts+ program. The 2013/2014 budget again includes this funding allocation.

CORPORATE PLAN

Corporate Plan Theme: *Innovation & Creativity*

Emerging Priority: 3.3 - A creative and artistic region

Strategy: 3.3.2 - Provide and facilitate local and regional arts and cultural facilities and programs within the community

Corporate Plan Theme: *Social Cohesion*

Emerging Priority: 5.2 - Strong community groups and networks

Strategy: 5.2.1 - Value and support community organisations and volunteers across the region

Corporate Plan Theme: *Great governance*

Emerging Priority: 8.1 - Ethical, accountable and transparent decision-making

Strategy: 8.1.1 - Develop and implement a governance framework that provides transparent and accountable processes and enhances council's reputation

CONSULTATION

Internal Consultation

- Portfolio Councillor
- Team Leader Community Connections (Community Development), Community Services
- RADF Liaison Officer (Creative Communities), Community Services

External Consultation

- Eight members of the public who are elected members of the RADF Committee
- Arts Development Officer, Arts Queensland
- Sunshine Coast Creative Alliance

Community Engagement

- Council's RADF Liaison Officer and the RADF committee continue to engage in one on one consultation with the community in order to establish program priorities.
- Council's cultural development staff have undertaken a long term capacity building process with Sunshine Coast Creative Alliance, which has resulted in this organisation becoming the leadership body for the local creative and cultural sector.

PROPOSAL

Promotion and support

Promotion of RADF included extensive newspaper advertising, inclusion in council's e-news and emails to listed artists. All relevant information was posted on council's website. Staff attended face to face meetings with applicants and responded to numerous telephone enquiries and emails.

Applications

A total of 28 applications were received, requesting a total of \$192,621. There are eight categories of RADF funding available for individuals, groups or local councils as outlined in the table below.

RADF Funding Category	Description
Category 1: Developing regional skills <i>(Available through RADF Minor Grants only)</i>	For professional development opportunities i.e. training seminars, master classes, workshops etc.
Category 2: Building community cultural capacity	To employ a professional artist or arts worker to work with your group on developing arts practice or to run arts development workshops or community projects.
Category 3: Interest-free arts loan	For arts activities likely to generate an income greater than the amount of the loan.
Category 4: Cultural tourism	To produce projects and activities that focus on locally distinct arts, culture and heritage for members of the community and visitors.
Category 5: Contemporary collections/stories	To preserve local collections of significance and collect and tell local stories from the past and the present.
Category 6: Regional partnerships	To encourage innovative and energising arts and cultural projects where artists, communities and councils work together in their community, or in partnership with another community.
Category 7: Concept development	To research and develop arts and cultural ideas and project proposals, up to implementation stage.
Category 8: Arts policy development and implementation <i>(Only available to councils)</i>	For councils to develop arts and cultural policy and planning.

Assessment

Applications were assessed and scored in accordance with set RADF assessment criteria:

- Project will develop the paid artist's professional life
- Project will benefit the community, both directly and indirectly
- Project is well planned and achievable
- Project will increase the sustainability of quality and diverse creative communities.

In accordance with RADF guidelines, declarations of committee member's conflict of interest were recorded and the committee member was not involved in the related deliberations. One conflict of interest was declared in the assessment of application number RAMJ131013 where the panel member left the room during all deliberations.

The RADF panel members were most impressed with the quality of the applications and this high standard meant funding decisions were sometimes difficult to finalise. The majority of panel comments referred to the very high demand for funding in this round.

Assessment was a two stage process. Applications were allocated to individual external committee members for assessment. Council staff are not involved in the assessment process. Committee members' comments were recorded for the benefit of other committee members and to inform feedback to applicants if requested. The whole committee then met to discuss applications, determine outcomes, and allocate funds to successful applicants. This committee is chaired by the Portfolio Councillor, however, an apology was provided by the Portfolio Councillor and the Committee was chaired by a Council officer.

Recommendations

18 applications are recommended for funding, for a total of \$84,550. The recommended projects are excellent in quality and diversity, and will involve employment of a broad range of artists and arts workers engaging in valuable arts and cultural activity across the region. The value of the funded projects is \$657,938.

Below is a summary of recommendations for the September 2013 funding round:

Applications received	Funding requested	Applications recommended	Funding recommended	% Applications recommended
28	\$192,861	18	\$84,550	65%

Details of recommended funding outcomes are provided in Appendix A. A list of the number of applications that were received in each category and the number of applications that were successful are provided in the below table.

RADF Funding Category	Number of Applications	Number of Successful Applications
Category 1: Developing regional skills	N/A	N/A
Category 2: Building community cultural capacity	9	6
Category 3: Interest-free arts loan	0	0
Category 4: Cultural tourism	9	5
Category 5: Contemporary collections/stories	1	1
Category 6: Regional partnerships	5	4
Category 7: Concept development	4	2
Category 8: Arts policy development and implementation	N/A	N/A

RADF funding notification

Upon council consideration and endorsement of this report, applicants will be notified in writing. Panel feedback is available from the RADF Liaison Officer, including areas of the project or application that could be improved. Council staff are also available to support and provide advice in regard to future applications.

smartArts+ Program

Council staff have for several years supported the local creative community, including working to build the capacity of the Sunshine Coast Creative Alliance to play a leadership role. The Creative Alliance is a non-profit association whose goal is promoting the development of creative and knowledge industries on the Sunshine Coast through an online creative showcase, networking, advocacy and support for members and associates.

In 2013/2014, the Creative Alliance will lead the local creative sector and will be funded through RADF to manage the delivery of the smartArts+ Program. Widespread support for the lead role of the Creative Alliance has been articulated by the local creative sector and supported by the RADF committee. Council's cultural staff will continue in a support role, ensuring the Creative Alliance maintains a vibrant leadership function. The Creative Alliance has applied for Arts Queensland triennial funding, to support their Sunshine Coast leadership role. The outcome of this funding will be announced in November 2013.

Council's RADF funding to the Creative Alliance covers a service fee of \$6,870 and an allocation of \$16,030 for distribution to community organisations and businesses which deliver arts based projects across the region.

Legal

There are no legal implications to this report.

Policy

The recommendations are in accordance with the *Local Government Act 2009*, *Local Government Regulation 2012* and councils Community Grants Policy.

Any councillor changes to the funding recipients will need to be supported by reasons and those reasons recorded.

Risk

There are no risk implications for this report.

Previous Council Resolution

Ordinary Meeting 15 November 2012 – Council Resolution (OM12/73)

That Council:

- (a) receive and note the report titled "Cultural Development Policy" and
- (b) adopt the cultural Development Policy (Appendix A).

Ordinary Meeting 23 May 2013 – Council Resolution (OM 13/84)

That Council:

- (a) receive and note the report titled 'Regional Arts Development Fund Recommendations' and
- (b) endorse the Regional Arts Development Fund Recommendations (Appendix A).

Related Documentation

Community Grants Policy

Arts Queensland Regional Arts Development Fund Guidelines

Critical Dates

Subject to council funding, the next scheduled major round of council's RADF program will close on 1 March 2014.

Implementation

Following endorsement of this report, RADF applicants will be notified of the outcomes in writing. Funding will be distributed throughout November and December 2013.

7.3.2 NAMBOUR SHOWGROUNDS MASTER PLAN 2013-2023

File No:	Statutory Meetings
Author:	Planning Officer (Community) Community Services Department
Appendices:	App A - Nambour Showgrounds Master Plan 2013 - 2023 (<i>Under Separate Cover</i>) Att Pg 109
Attachments:	Att 1 - Summary of public feedback and responses 199

PURPOSE

To seek council's approval to adopt the Nambour Showgrounds Master Plan 2013-2023 and note the future stages for development of the site as outlined in this report.

EXECUTIVE SUMMARY

The Nambour Showgrounds Master Plan (the Master Plan) aims to provide a clear strategic direction for the Nambour Showgrounds by guiding the planning, development and management of the area for the next ten years. As part of the development of this Master Plan, an extensive process has been undertaken to ensure:

- that community needs, population projections, statutory policies and regulations are understood and
- the recommendations in the Master Plan align with other key council planning documents such as the Sunshine Coast Major and Regional Events Strategy 2013-2017, Open Space Strategy 2011 and Sport and Active Recreation Plan 2011-2026 .

Council undertook a public review process throughout August 2013 in order to inform the finalisation of the Nambour Showgrounds Master Plan 2013-2023. A total of 28 submissions were received during this period. Key themes raised were:

- Concerns over Nambour Cricket Club relocation
- RV parking status – conflict with local caravan park operators and industry association
- Accessibility for people with disabilities
- Connectivity of the site to the wider Nambour community
- Heritage considerations
- Traffic management matters and
- On-site management matters.

All submissions have been duly considered and have helped reflect final outcomes within the amended Master Plan for council's consideration. Attachment 1 provides a summary of the issues raised within the consultation period and how each submission has been considered.

The outcomes of the Master Plan focus the Nambour Showgrounds as an outdoor events venue, which is complemented by compatible community and recreation activities. The Master Plan aims to maximise the site's economic development potential and value as a community hub; respond to the growing demands of the facility and avoid ad-hoc development on the site.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled "Nambour Showgrounds Master Plan 2013-2023"**
- (b) adopt the Nambour Showgrounds Master Plan 2013-2023 (Appendix A) and implement future stages of development for the Nambour Showgrounds in accordance with this Master Plan**
- (c) note that the implementation of future stages of development for the Nambour Showgrounds Master Plan 2013-2023, as per the Master Plan, will be determined in accordance with the council's ten year Capital Works Program and the successful application for external funding and subsequent development priorities as outlined within this report and**
- (d) present the Master Plan to relevant user groups to assist those organisations in co-ordinating and identifying external funding opportunities to supplement council's implementation costs.**

FINANCE AND RESOURCING

Allocations towards the implementation of the Master Plan will be made through council's Ten-Year Capital Works Program.

Council's capital works program (2013/2014 – 2021/2022) includes the following allocations:

- \$200,000 in 2013/2014 (adopted by Council) for staged construction of master plan initiatives
- \$250,000 in 2014/2015 (indicative budget pending council approval) for staged construction of master plan initiatives
- \$610,000 in 2015/2016 (indicative budget pending council approval) for staged construction of master plan initiatives
- \$434,500 in 2016/2017 (indicative budget pending council approval) for staged construction of master plan initiatives.

It is also important to note that the Nambour Showgrounds Master Plan 2013-2023 does not suggest that all elements of the design should proceed, nor should council be responsible for all capital costs. Rather the Master Plan establishes a vision for the Nambour Showgrounds; assists in the potential for external funding to support development; and prevents ad-hoc development of the site.

It should be noted that the state government is proposing major changes to infrastructure charging policies state wide and these changes will significantly impact on the financial sustainability of local government and the ability to fund parts of the project such as those

contained in this master plan. Further reports to council detailing the implications of the state government's proposed changes will be upcoming.

CORPORATE PLAN

Corporate Plan Theme: *Robust Economy*

Emerging Priority: 1.3 - Infrastructure for economic growth

Strategy: 1.3.1 - Facilitate the delivery of key infrastructure projects for our preferred economic growth

Corporate Plan Theme: *Health & Wellbeing*

Emerging Priority: 4.2 - Active lifestyles

Strategy: 4.2.4 - Support community-based sport and recreation organisations and programs

Corporate Plan Theme: *Social Cohesion*

Emerging Priority: 5.3 - A sense of identity and belonging

Strategy: 5.3.1 - Support community programs and infrastructure that encourage interaction, contribute to placemaking and a sense of community

CONSULTATION

Internal Consultation

Consultation has been conducted with the following relevant internal stakeholders:

- Councillor McKay (Division 5)
- Councillor O'Pray (Division 8)
- Councillor Rogerson (Division 10)
- Community Facilities Branch
- Parks and Gardens Branch
- Buildings and Facilities Services Branch
- Transport and Engineering Services Branch
- Business and Major Projects Services Branch
- Infrastructure Policy Branch
- Property and Business Branch
- Strategic Planning Branch
- Social Policy Branch
- Community Development Branch
- Legal Services Branch
- Economic Development Branch
- Planning Assessment Branch
- Environment Policy Branch
- Environmental Operations Branch
- Disaster Management Branch.

External Consultation

Consultation has been undertaken with the following external stakeholders:

- Nambour Showgrounds Advisory Group
- Nambour Alliance
- Sunshine Coast Agricultural Show Society
- Australian Events

- Nambour Cricket Club
- Zone 6 Pony Club
- Northcoast Active Riders Group
- Sunshine Coast Showjumping and Equestrian Club
- Gunalda and District Western Performance Club
- Queensland Garden Expo
- Sunshine Coast Darts Association
- Nambas Tennis Club
- Nambour Lapidary Club
- Maroochy Pony Club
- Nambour APEX Club
- Rotary Club of Nambour
- Nambour Community Garden Club
- Sunshine Coast Antique Car Club
- Nambour Poultry Club
- Craft Creations
- Landrover Owners Club
- Suncoast Hotrod and Custom Cars
- Historic Motorcycle Club
- Woombye Rotary Club
- Collectorama Antiques
- Local schools
- Department of Natural Resources and Mines.

The information obtained from these consultation activities has informed the master plan development.

Community Engagement

Throughout the preparation of the Nambour Showgrounds Master Plan, council has consulted extensively with the regular user groups and the wider community. The most recent consultation, in accordance with the council resolution OM13/129, was to request feedback from the public and key stakeholders on the draft Nambour Showgrounds Master Plan.

The public review and feedback stage was available for 20 business days during August, 2013 and included a number of consultation methods including:

- Display of copies of the draft Master Plan on council's website and at other council venues.
- A "Meet us at the Showgrounds" public display of the draft Master Plan held on Saturday 3 August 2013 (11am-2pm).
- Provision of a single page feedback form (online and hard copy format) to assist the collection of feedback.
- Accompanying media release, local newspaper adverts (Spotlight articles), and appearances in the local Councillor's column.
- Utilisation of council's Community Engagement Register (comprises approximately 700 registered users) to request input from the Sunshine Coast community.

A total of 28 responses were received during the public feedback period. A summary of the key issues raised are:

- Unsupportive of the relocation of Nambour Cricket Club.
- Unsupportive of the Showgrounds becoming an RV friendly destination.
- Importance for the Showgrounds to be accessible for people with disabilities.
- The need to ensure adequate connections between the Showgrounds and the wider Nambour community.
- Importance of considering the heritage value of the Showgrounds.
- The need to consider accessibility to the Showgrounds for user groups during events.

All responses have been duly considered and helped reflect final outcomes within the amended Master Plan for council's consideration. Attachment 1 provides a summary of these submissions and how each has been considered. The Master Plan has had some alterations to its content, however the overall strategic direction of the Master Plan has not changed after the public review process.

Of particular note, council received a number of submissions which opposed the relocation of the Nambour Cricket Club. The Nambour Cricket Club's long term use of and contribution to the Showgrounds is acknowledged, and its desire to remain at the venue is fully appreciated. The rationale for the relocation of cricket is to enable more year round use for a range of events and contribute to the revitalisation of Nambour.

The Master Plan notes that the relocation of cricket should ensure that cricket remains a key sport within the locality and that infrastructure for the sport is made available prior to any relocation. Council acknowledges that there is a level of uncertainty for the Nambour Cricket Club, as an alternative site has not yet been identified (this is subject to funding and land availability).

Seeking an alternative site for cricket use is an ongoing task for council, as it is recognised that there is a shortage of sports reserves within the Nambour locality. Council will engage with the Nambour Cricket Club once a site has been identified and work with the club in the transition to a new, suitable facility with similar infrastructure provisions. Given current funding constraints, it is anticipated that this will occur in the medium to long term.

PROPOSAL

Overview of Nambour Showgrounds

The Nambour Showgrounds is a significant regional facility for the Sunshine Coast and serves four major functions:

- an event space
- tenured facilities for community groups
- accommodation of community assets
- a public open space for the wider community.

It has been estimated that the Showgrounds host an average of 179,000 visits per annum. The two primary types of activities that generate the most attendances within the Showgrounds are the major events that occur there and the tenure and use by local community groups.

There are four major events in the calendar year attracting visitors from within and outside the Sunshine Coast region. The largest event, in terms of visitation numbers, is the Queensland Garden Expo, which is held over three days in July attracting around 30,500 visitors. The Sunshine Coast Agricultural Show is held annually over three days in June and attracts around 25,000 attendees (based on 2012 Situational Analysis Report). Other major events at the Showgrounds include the Sunshine Coast Home, Caravan, Camping and Boating Expo with approximately 14,000 visitors (Australian Events Website) and the Sunshine Coast Antique Car Club swap meet attracting around 7,500 visitors (Development Levy Data).

An additional 32,100 visitors attend other major and significant events at the Nambour Showgrounds including the Annual Pet Expo, Annual Rodeo, Collectorama (four events held quarterly each year), Gemfest, International Rally of Qld Shakedown / Shootout and Media Event, Relay for Life, Nambour Christmas Carols, Annual Junior Development cricket carnival, Antique Car Club display days, Gunalda and District Western Performance Club Inc. equestrian events, Sunshine Coast Showjumping and Equestrian Club Events and larger Sunshine Coast Darts Club events. Attendance to major and significant events within the Nambour Showgrounds represents an estimated 109,000 visits per annum.

Nambour Showgrounds makes a significant economic contribution to the region. It is estimated that the Showgrounds contributes \$38.8 million to the region's economy from direct and indirect expenditure. Of this, events account for \$34.2 million while regular user group activity accounts for \$4.6 million. The total direct expenditure at the Nambour Showgrounds is estimated at just over \$15.1 million per annum.

The Nambour Showgrounds also provides important social infrastructure for the Nambour and Sunshine Coast communities. Through its various functions, the Showgrounds meets the needs of its different interest groups, encourages community health and social connectedness and wellbeing, and contributes to the development of the social fabric, identity and values of the Sunshine Coast community. The facilities at the Showgrounds are utilised on average, by 28 community and user groups who use the sportsgrounds, meeting rooms and pavilions on a regular basis. User groups form ongoing and regular visitation to the Showgrounds.

Other users of the facilities include the local community, schools and training organisations who utilise the ovals and internal road for sport, recreation, training, pedestrian shortcuts and access to public open space.

Master Plan Proposal

The Nambour Showgrounds Master Plan 2013-2023 has undertaken an extensive process to ensure alignment with other key council strategies, community needs, population projections, statutory policies and regulations. The Master Plan also considers:

- Functionality, configuration, usage and capacity of the sites, including with local schools
- Landscape considerations, including current character and functionality
- Needs across various sports and recreation uses, including current and future tenants
- Emerging trends and issues
- Priorities, levels of service and resources
- Catchment area and current and future population demographic demands
- Events and sport and recreation delivery
- Car parking and traffic movement/management requirements

- Community expectations and needs
- Current and known future economic, social, environmental and legislative context
- Relevant planning constraints and opportunities
- Current and proposed tenure arrangements
- Submissions received during the consultation stages of the project.

Taking into account the above considerations, the Nambour Showgrounds Master Plan 2013-2028 has been prepared, which introduces the following vision statement for this facility:

The Nambour Showgrounds will be revitalised to enhance its economic development potential and value as a community hub within the Nambour and greater Sunshine Coast community. The facility is seen as a significant asset to the community, which contributes to the sustainability of the region – economic, environmental and social. It is a great place to visit, recreate and celebrate the local community and contributes to the vibrancy of Nambour.

The residents of Nambour are proud of the facility, due to the activities it accommodates and its contribution to the local sense of place. The Nambour Showgrounds will continue to accommodate major community events such as the Queensland Garden Expo and Sunshine Coast Agricultural Show. Opportunities to secure or create new events which contribute to the revitalisation of Nambour will be sought.

This will be balanced against the important day to day function of the venue as a destination for a range of community and recreational uses. The functionality of the Nambour Showgrounds is increased through improvements, renewal, expansion or replacement of existing features such as roads, infrastructure, buildings and facilities.

Key recommendations of the master plan are:

- Relocation of the Nambour Cricket Club to a suitable location in close proximity to Nambour (subject to funding being available). This is to enable the expansion of event opportunities during the summer months (e.g. equestrian or other events), while also having reduced implications on events during the winter months on preserving the turf cricket wickets.
- Retention of community, sporting and event uses in a manner that improves the overall functionality of the site, and assists in the activation of the Showgrounds when events are not occurring.
- Development of flexible and level spaces, making the site more useable and desirable for more regional events, as well as expanding events currently held on the site. These spaces could double as RV sites outside event times (once council develops a policy position for RV parking on council controlled land).
- Improved site access, entry, internal movement and parking to improve the ease of moving throughout the site, and to improve the overall functionality of the site.
- Improved connectivity to Crusher Park and the Nambour CBD through identifying potential linkages.
- Demolition of the existing Main Pavilion and conversion to a green plaza space. The current Main Pavilion has a number of issues, particularly relating to the age of the building and accessibility for people with disabilities. The development of a green

plaza space will allow for an improved entry statement to the Showgrounds and greater flat space to support the event function of the site.

- Development of a new multi-use facility developed for a range of events, functions and meetings. This building would replace the Main Pavilion (next to the grandstand) and support the event function of the Nambour Showgrounds.
- Improvements to equestrian arenas to improve the functionality of these areas.

The Nambour Showgrounds Master Plan 2013-2023 does not suggest that all elements of the design should proceed, nor should council be responsible for all capital costs in respect of these items that are progressed.

It is important to note that the intent of the Master Plan is to inform the future development of Nambour Showgrounds over an extended time period (up to ten years or beyond), so that ad-hoc improvements are avoided and community use and long term viability are maximised. It is inevitable that opportunities will arise or circumstances will change such that some elements of the design will assume a higher priority than others.

Legal

Prospective upgrades and access will need to be considered in line with current and future clauses in tenure arrangements. The majority of user groups hold licences extending through to 30 June 2014.

Officers have consulted with council's Legal Services branch as well as the Department of Natural Resources and Mines in order to ensure that the Master Plan does not conflict with the site's gazetted land use. Advice has been received that the proposed Master Plan does not conflict with the Deed of Grant in Trust.

Policy

The Sunshine Coast Open Space Strategy 2011 and Sunshine Coast Sport and Active Recreation Plan 2011-2026 forms council's policy on sport and active recreation for the region, and provides a direction for the future. These documents have been reviewed and used to guide the recommendations within the Nambour Showgrounds Draft Master Plan 2013-2023.

The Master Plan also aligns with council's Major and Regional Events Strategy 2013-2017 which seeks to retain and grow existing major events and protect them from being lost to the region, as well as securing new events.

Risk

There is a risk that without progression of the Master Plan, council could fail to maintain an adequate level of service for sport and active recreation facilities, which may result in increased future costs and community dissatisfaction.

Strategic planning reduces the risk of short term, ad-hoc development, ensuring future improvements align with the longer term vision for the facility.

Previous Council ResolutionDraft Nambour Showgrounds Master Plan 2013-2028

Council Resolution, 25 July 2013 (OM13/129)

That Council:

- (a) receive and note the report titled “Nambour Showgrounds Draft Master Plan 2013 - 2023”*
- (b) endorse the Nambour Showgrounds Draft Master Plan 2013 - 2023 (Appendix A) for public exhibition and comment and*
- (c) request the Chief Executive Officer collate and consider all feedback received as part of the public consultation and present the final Master Plan for adoption to council.*

Open Space Strategy

Council Resolution, 7 March 2011 (SM11/11)

That Council:

- (a) receive and note the report titled “Sunshine Coast Open Space Strategy 2011”;*
- (b) adopt the Sunshine Coast Open Space Strategy 2011 (Appendix A) to guide Council and the community in future open space planning, management and decision making, subject to consideration in annual budget processes;*
- (c) request the Chief Executive Officer to develop a detailed implementation and staging plan based on Councils’ long term financial model and other revenue sources, for future consideration by Council; and*
- (d) thank the 47 submitters for their contribution to the preparation of the Sunshine Coast Open Space Strategy 2011.*

Sport and Active Recreation Plan

Council Resolution, 7 March 2011 (SM11/9)

That Council:

- (a) receive and note the report titled “Sunshine Coast Sport and Active Recreation Plan 2011-2026”;*
- (b) discontinue Caloundra City Council Recreation Policy [ref 727] and Noosa Council Recreation Policies [ref 03094 –R-4] (Appendix A);*
- (c) adopt the Sunshine Coast Sport and Active Recreation Plan 2011-2026 (Appendix B) as amended;*
- (d) develop a detailed and prioritised multi-year implementation plan based on councils’ long term financial model and other revenue sources;*
- (e) delegate to the Chief Executive Officer to make appropriate amendments to the “Sunshine Coast Sport and Active Recreation Plan 2011-2026” in consultation with divisional councillors in accord with established criteria and upgraded input information;*
- (f) acknowledge and thank the wider community for their contribution in the development of the Sunshine Coast Sport and Active Recreation Plan 2011-2026; and*
- (g) acknowledge and thank the staff from the Active and Healthy Communities branch of the Community Services Department for their contribution to the “Sunshine Coast Sport and Active Recreation Plan 2011-2026”.*

Related Documentation

- Sunshine Coast Council Corporate Plan 2009–2014
- Sunshine Coast Open Space Strategy 2011
- Sunshine Coast Sport and Active Recreation Plan 2011–2026
- Sunshine Coast Major and Regional Events Strategy 2013-2017
- Sunshine Coast Affordable Living Strategy 2010
- Sunshine Coast Council - Capital Works Program Listing 2013/2014 - 2022/2023
- Sunshine Coast Sustainable Transport Strategy/Active Transport Plan 2011-2031
- Sunshine Coast Youth Strategy 2010–2015
- Sunshine Coast Access and Inclusion Plan 2011-2016
- Sunshine Coast Recreation Trail Plan 2011
- Sunshine Coast Social Infrastructure Strategy 2011
- Sunshine Coast Public Art Policy
- Sunshine Coast Biodiversity Strategy 2011
- Sunshine Coast Place Making Charter: People, Place and Partnerships
- Sunshine Coast Wellbeing Charter, 2010
- Sunshine Coast Positive Ageing Strategy 2011-2016
- Sunshine Coast Affordable Living Strategy 2010
- Sunshine Coast Reconciliation Action Plan 2011
- Sunshine Coast Entertainment, Convention and Exhibition Centre Feasibility Report 2011
- Sunshine Coast Entertainment, Convention and Exhibition Centre Implementation Strategy October 2011
- Sunshine Coast Council Sports Field Maintenance Funding Program
- Nambour Showgrounds Situational Analysis Report
- Nambour Alliance – Town Vision 2012
- Draft Land Management Plan Nambour Showgrounds 2012
- Maroochy Plan 2000
- Nambour Central Park, Petrie Creek – Open Space Master Plan draft report 2012
- Draft Maroochy Showgrounds Master Plan 2007

Critical Dates

It is imperative that council has a strategic framework and direction which has the capacity to respond to the needs of valuable community assets such as the Nambour Showgrounds.

Showgrounds are experiencing increasing demand which will continue to grow into the future due to population growth, expansion pressures and the need to meet a range of community uses and demands within our community.

Implementation

Implementation will commence in 2013/2014 in line with the endorsed Ten Year Capital Works Program. Further funding has also be allocated in the 2014/2015, 2015/2016, 2016/2017 (indicative) Ten Year Capital Works Program which will contribute towards the staged detailed planning and construction of the Master Plan initiatives.

Further implementation will occur in line with the revised master plan objectives as funding comes available.

The Master Plan provides a mechanism for council and the Showgrounds user groups to apply for external funding. Implementation of the Master Plan may also be achieved through accessing external funding sources.

7.3.3 ELIZABETH DANIELS SPORTS COMPLEX MASTER PLAN 2013 - 2028

File No:	ECM
Author:	Development Officer Community Sport & Facilities Plan Community Services Department
Appendices:	App A - Elizabeth Daniels Sports Complex Master Plan 2013- 2028 (Under Separate Cover) Att Pg 205

PURPOSE

To seek council's approval to:

- adopt the Elizabeth Daniels Sports Complex Master Plan 2013 – 2028 and
- note the future stages for the development of the site as outlined in this report.

EXECUTIVE SUMMARY

This report seeks adoption of the Elizabeth Daniels Sports Complex Master Plan 2013 – 2028, the purpose of which is intended to provide a long term vision for the complex, identifying what it should look like and how it should function into the future.

A total of fifty (50) responses were received during the public feedback period which were collated, analysed and considered in formulating the final Elizabeth Daniels Sports Complex Master Plan 2013 - 2028.

Key themes identified from the responses received by council during the public consultation and feedback period included:

- Recreational elements – retention and embellishments to the dog off-leash park including expansion of the area; and retention of the children's playground and amenities within the recreation park
- Accessibility – maximisation of car parking and traffic movement, and relocation of the public amenities block to better service users of both the recreation park and the dog off leash enclosure
- Capacity – improvements to existing sporting infrastructure to facilitate and provide greater usage opportunities and
- Safety – improved road and pedestrian networks and signage.

A meeting was also held between council officers and Department of Transport and Main Roads (DTMR) officer on site in relation to council's resolution of 25 July 2013 *to seek further detailed responses from the Department of Transport and Main Roads as part of the consultation process.*

As requested by council officers, DTMR surveyed the north-eastern corner of Elizabeth Daniels Sports Complex placing survey pegs in accordance with their current mapped requirements, which clears the leased area of the Maroochydore Basketball Club. DTMR advised, however, that they are:

'Presently conducting planning projects for the upgrade of the Sunshine Motorway between the Mooloolah River Interchange and the Maroochydore Principal Activity Centre. The planning projects will develop a staging strategy for upgrades over a period of 20 years or more. Until these planning projects reach conclusions in mid-2015 there will be no update of current road corridor requirements, which were identified approximately five years ago. Therefore, at this stage DTMR do not expect works to impact Elizabeth Daniels Sports Complex within 10 years, but this will be confirmed on completion of the planning project in mid-2015'.

Taking into consideration public feedback and further investigations with DTMR, a majority of the key recommendations of the draft Master Plan remain unchanged. These include:

- no new key infrastructure along the eastern and north-eastern boundaries of the Complex until DTMR can confirm potential impacts of any future works adjacent to the Sunshine Motorway as part of any Caloundra and Maroochydore Corridor Options Study (CAMCOS) development
- enlargement and improvements to the dog off leash enclosure
- undertake geotechnical, embankment, environmental, leachate investigations across the site to ensure there is a clear understanding of the subsurface integrity, considering the site is a former landfill and has been subject to subsidence and leachate issues
- investigate any potential future community and/or sport development zone at south-west corner of recreation park and
- improve directional signage and pedestrian and traffic flow throughout the Complex.

However, it was determined the following alterations to the draft Master Plan were required to provide better outcomes to the community:

- the children's playground should remain in its current position within the recreation park, albeit upgraded
- provision of extra car parking on the recreation park side of Syd Lingard Drive to improve accessibility for users of the park
- exercise stations be installed around the perimeter of the recreation park so as to minimise impacts on the playground and kick and throw areas of the recreation park and
- the public amenities be relocated within the recreation park to increase accessibility by users of both the recreation park and the dog off leash area.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled “Elizabeth Daniels Sports Complex Master Plan 2013 - 2028”
- (b) adopt the “Elizabeth Daniels Sports Complex Master Plan 2013 – 2028” (Appendix A)
- (c) note that major portions of the site may be impacted by future State Department of Transport and Main Roads transport planning and infrastructure
- (d) note the future stages of development for the Elizabeth Daniels Sports Complex (as per the Master Plan) will be determined in accordance with council’s Ten Year Capital Works Program, successful applications for external funding and subsequent development priorities as outlined within this report and
- (e) present the revised Master Plan to relevant user groups to assist those organisations in co-ordinating and identifying external funding opportunities to supplement council’s implementation costs.

FINANCE AND RESOURCING

Project funding has been allocated for the development of the Elizabeth Daniels Sports Complex Master Plan. Future allocations towards the implementation of the Master Plan will be made through council’s Ten Year Capital Works Program. Council’s capital works program (2013/2014 – 2022/2023) includes:

- \$300,000 in 2013/2014 (adopted by Council)
- \$350,000 in 2014/2015 (indicative budget pending council approval) for staged construction of Master Plan initiatives and
- \$300,000 in 2015/2016 (indicative budget pending council approval) for staged construction of Master Plan initiatives.

The cost of implementing the recommendations of the Master Plan would be beyond the capacity of council to fund in its own right. The adoption of this Master Plan provides council and stakeholders a sound base to lobby for external funding opportunities to implement recommended upgrades and improvements. It will also provide council with a strategic direction to implement improvements in a clear and focused way, and provides a foundation for grant applications and facilities planning.

It should be noted that the state government is proposing major changes to infrastructure charging policies state wide and these changes will significantly impact on the financial sustainability of local government and the ability to fund parts of the project such as those contained in this master plan. Further reports to council detailing the implications of the state government’s proposed changes will be upcoming.

CORPORATE PLAN

Corporate Plan Theme: *Health & Wellbeing*

Emerging Priority: 4.2 - Active lifestyles

Strategy: 4.2.2 - Encourage healthy and balanced lifestyles
4.2.3 - Promote physical activity and recreation
4.2.4 - Support community-based sport and recreation organisations and programs

Corporate Plan Theme: *Social Cohesion*

Emerging Priority: 5.3 - A sense of identity and belonging

Strategy: 5.3.1 - Support community programs and infrastructure that encourage interaction, contribute to placemaking and a sense of community

CONSULTATION

Internal Consultation

- Councillor Dickson (Division 6)
- Community Facilities Branch
- Community Response Branch
- Community Planning and Strategy
- Community Development Branch
- Parks and Gardens Branch
- Building and Facilities Branch
- Property and Business Branch
- Transport and Engineering Services Branch
- Business and Major Project Services Branch
- Economic Development Branch
- Integrated Transport Services
- Strategic Planning Branch
- Social Policy Branch
- Environment Policy Branch
- Planning Assessment Branch
- Transport Strategy Branch
- Infrastructure Policy Branch.

Regional Strategy and Planning representatives provided a collaborative response to the Elizabeth Daniels Sports Complex Master Plan 2013 – 2028.

External Consultation

- Maroochydore Cricket Club
- Sunshine Coast Cricket Association
- Maroochydore Eagles Basketball Association
- Headland Bowls Club
- Headland Buderim Croquet Club
- St Johns Ambulance
- Maroochydore SES
- Sunshine Coast Gem and Fossicking Club
- Sunshine Coast Art Group
- Sunshine Coast Contract Bridge Club
- Buderim Men's Shed
- Mooloolaba Lions Club
- Buderim Billiards and Snooker Club

- Local schools and
- State Department of Transport and Main Roads.

Community Engagement

The Elizabeth Daniels Sports Complex Draft Master Plan 2013 – 2028 was made available for public exhibition and comment for a period of 20 business days which included a number of consultation methods:

- Media release
- Council's webpage
- Feedback forms (available on website or in hard copy)
- Local Councillor's Column
- Local Library display and feedback opportunity
- A community engagement session conducted at the Complex, attended by council officers, the consultant and local councillor.

From this consultation and feedback phase, a range of issues, ideas and options were discussed, however key priorities consisted of:

- improved signage, parking and traffic flow
- retention and improvement of the dog off leash park
- expansion of the basketball facility and
- improved drainage, water and sewerage infrastructure.

PROPOSAL

At the Ordinary Meeting of 7 March 2011, council endorsed the Sunshine Coast Sport and Active Recreation Plan 2011 – 2026. This Plan guides the current and future provision of facilities and services to meet the needs of the Sunshine Coast diverse communities over a 15 year period. Key recommendations within the Sunshine Coast Sport and Active Recreation Plan 2011 – 2026 include finalising and progressively implementing the Elizabeth Daniels Sports Complex Master Plan.

The Elizabeth Daniels Sports Complex is considered a district sporting facility with regional level elements that provides centrally located sporting and recreational opportunities for the Buderim locality of interest and the Sunshine Coast community. The site is owned by the State with Sunshine Coast Council as Trustee and is tenured to not-for-profit sport and community organisations.

The Elizabeth Daniels Sports Complex is home to a number of user groups, including:

- Sunshine Coast Cricket
- Maroochydhore Cricket Club
- Maroochydhore Eagles Basketball Association
- Headland Bowls Club
- Headland Buderim Croquet Club
- St Johns Ambulance
- Maroochydhore SES
- Sunshine Coast Gem & Fossicking Club
- Sunshine Coast Art Group and

- Sunshine Coast Contract Bridge Club.

The process in developing the Master Plan has ensured alignment with key council strategies, community needs, population projections, statutory policies and regulations. Of note are the aspirations and recommendations of council's adopted Sunshine Coast Sport and Active Recreation Plan 2011 - 2026 which committed to;

'liaise with stakeholder clubs and prepare a Master Plan for Elizabeth Daniels Sports Complex (short term)'.

The Elizabeth Daniels Sports Complex Master Plan 2013 - 2028 provides clear direction for the development of the site for the next 15 years. It builds on the existing infrastructure to reflect best value-for-money, whilst retaining flexibility for changes in future use and aligns with sporting and community needs, projected populations, council's Ten Year Capital Works Program, statutory policies, strategies and regulations by considering the following:

- the functionality, configuration, usage and capacity of the site
- the current character and functionality of the landscape
- needs across various sports, including current and future tenants
- emerging trends and issues
- priorities, levels of service and resources
- catchment area and current and future population demographic demands
- events and sports and recreation delivery
- car parking and traffic movement/management requirements
- community expectations and needs
- the realities of the economic, social, environmental and legislative context of the time
- relevant planning constraints and opportunities, including environmental, flood immunity, land zonings, development approval requirements, proposed infrastructure improvements, surrounding site, etc.
- current and proposed tenure arrangements and
- alignment with council's Sunshine Coast Sport and Active Recreation Plan 2011 – 2026 and Sunshine Coast Open Space Strategy 2011.

It is important to note that the intent of the Master Plan is to inform the future development of the Elizabeth Daniels Sports Complex over an extended time period (up to 15 years), so that ad-hoc improvements are avoided and community use and long term viability are maximised. It is likely that over time, some of the Master Plan design elements may assume a higher priority over others.

As a result this report and the accompanying Master Plan seeks to confirm the next stages of development of this regional sport and recreation precinct for prioritisation in line with council's strategic direction and endorsed Ten Year Capital Works Program budget allocations.

Legal

There are no legal implications to the development and endorsement of this report however upgrades will need to be considered in line with current and future clauses in user agreements.

Policy

The Sunshine Coast Open Space Strategy 2011 and the Sunshine Coast Sport and Active Recreation Plan 2011 - 2026 forms council's policy on sport and active recreation for the region and provides a direction for the future. Both documents have been reviewed and used to guide the final recommendations within the Elizabeth Daniels Sports Complex Master Plan 2013 - 2028.

Risk

Failure to maintain an adequate level of service for sport and active recreation facilities may result in increased future costs and community dissatisfaction.

Raising community expectations without adequate funding options available to implement recommendations contained within the Master Plan.

Master Planning also reduces the risk of short term, ad-hoc development, which may be to the detriment of future service provision and uses.

Previous Council Resolution**Draft Elizabeth Daniels Sports Complex Master Plan**

Council Resolution – 25 July 2013 (OM/129)

That Council:

- (a) receive and note the report titled "Elizabeth Daniels Sports Complex Master Plan 2013 - 2028"*
- (b) endorse the "Elizabeth Daniels Sports Complex Draft Master Plan 2013 - 2028" (Appendix A) for public exhibition and comment*
- (c) note that major portions of the site are impacted by significant future transport planning and infrastructure*
- (d) authorise the Chief Executive Officer to seek further detailed responses from the Department of Transport and Main Roads as part of the consultation process; and*
- (e) request the Chief Executive Officer collate and consider all feedback received as part of the public consultation and present final master plan for consideration by council.*

Open Space Strategy

Council Resolution (SM11/11)

That Council:

- (a) receive and note the report titled "Sunshine Coast Open Space Strategy 2011";*
- (b) adopt the Sunshine Coast Open Space Strategy 2011 (Appendix A) to guide Council and the community in future open space planning, management and decision making, subject to consideration in annual budget processes;*
- (c) request the Chief Executive Officer to develop a detailed implementation and staging plan based on Councils' long term financial model and other revenue sources, for future consideration by Council; and*
- (d) thank the 47 submitters for their contribution to the preparation of the Sunshine Coast Open Space Strategy 2011.*

Sport and Active Recreation Plan - 7 March 2011
Council Resolution (SM11/9)

That Council:

- (a) receive and note the report titled "Sunshine Coast Sport and Active Recreation Plan 2011-2026";*
- (b) discontinue Caloundra City Council Recreation Policy [ref 727] and Noosa Council Recreation Policies [ref 03094 -R-4] (Appendix A);*
- (c) adopt the Sunshine Coast Sport and Active Recreation Plan 2011-2026 (Appendix B) as amended;*
- (d) develop a detailed and prioritised multi-year implementation plan based on councils' long term financial model and other revenue sources; and*
- (e) delegate to the Chief Executive Officer to make appropriate amendments to the "Sunshine Coast Sport and Active Recreation Plan 2011-2026" in consultation with divisional councillors in accord with established criteria and upgraded input information;*
- (f) acknowledge and thank the wider community for their contribution in the development of the Sunshine Coast Sport and Active Recreation Plan 2011-2026; and*
- (g) acknowledge and thank the staff from the Active and Healthy Communities branch of the Community Services Department for their contribution to the "Sunshine Coast Sport and Active Recreation Plan 2011-2026".*

Related Documentation

- Sunshine Coast Council Corporate Plan 2009 – 2014
- Sunshine Coast Open Space Strategy 2011
- Sunshine Coast Sport and Active Recreation Plan 2011 – 2026
- Sunshine Coast Council - Capital Works Program Listing 2013/2014 - 2022/2023
- Sunshine Coast Cemetery Plan 2012 – 2027
- Sunshine Coast Sustainable Transport Strategy/Active Transport Plan 2011-2031
- Sunshine Coast Youth Strategy 2010 – 2015
- Sunshine Coast Access and Inclusion Plan 2011 - 2016
- Sunshine Coast Recreation Trail Plan 2011
- Sunshine Coast Social Infrastructure Strategy 2011
- Sunshine Coast Public Art Policy
- Sunshine Coast Biodiversity Strategy 2011
- Sunshine Coast Place Making Charter: People, Place and Partnerships
- Sunshine Coast Wellbeing Charter 2010
- Sunshine Coast Positive Ageing Strategy 2011-2016
- Sunshine Coast Affordable Living Strategy 2010
- Sunshine Coast Reconciliation Action Plan 2011
- Sports Field Maintenance Program
- Elizabeth Daniels Sport and Recreation Reserve Master Plan 2004
- Ballinger Park Sports Complex Master Plan 2012
- Draft Feasibility Study for the Maroochydore Indoor Sports Centre, May 2013
- Sunshine Coast Council Sports Field Maintenance Funding Program.

Critical Dates

It is imperative that council has a policy framework and direction which has the capacity to respond to the needs of sport and active recreation facilities and services across the region. Sports grounds are experiencing increasing demand, which will continue to grow into the future due to population growth, expansion pressures and the need to support active and healthy lifestyles within our community.

Implementation

The Capital Works Program includes the allocation of funding to contribute towards the staged detailed planning and construction of Master Plan initiatives and outlines future stages of development to be prioritised in accordance with council's Ten Year Capital Works Program. The Master Plan will allow investigation of joint partnership opportunities and additional external funding alongside council's capital works funding and council's community grants program. This will be conducted in consultation with the affiliate groups, the community and council.

The adoption of the Master Plan will also provide council and the stakeholders with a sound base to lobby the state and federal governments for implementation funding assistance for the recommended upgrades and improvements to the associated infrastructure.

7.3.4 DRAFT SUNSHINE COAST LIBRARIES PLAN 2014-2024

File No:	ECM 14 November 2013
Author:	Community Planning and Strategy Manager Community Services Department
Appendices:	App A - Draft Sunshine Coast Libraries Plan 2014-2024 (<i>Under Separate Cover</i>) Att Pg 289 App B - Sunshine Coast Libraries Audit (<i>Under Separate Cover</i>) Att Pg 353

PURPOSE

The purpose of this report is to seek council's endorsement of the draft Sunshine Coast Libraries Plan 2014-2024 (Appendix A) for the purposes of public exhibition and comment.

EXECUTIVE SUMMARY

Sunshine Coast Libraries are one of council's most visible, highly utilised and valued services to the community. They provide access to a diverse range of collections, services and activities that support intellectual, educational, creative and economic development across the region.

Following de-amalgamation, the Sunshine Coast Library network will be comprised of eight branch libraries and two mobile libraries, which are visited over 1.5 million times per year by a membership base of over 100,000 members. Additionally, many more non-members use the library as a study space, for online research, to browse collection materials and attend workshops - figures of which are not accounted for in membership data. Sunshine Coast Libraries are visited by over 4000 people per day and host over 2000 programs and events per year. The draft Sunshine Coast Libraries Plan being presented to Council deals only with the libraries which are to remain with the continuing Sunshine Coast Council.

To ensure the continuation of a popular and responsive library service within the Sunshine Coast Local Government Area, the draft Sunshine Coast Libraries Plan sets the strategic direction for library operational and infrastructure considerations over the next decade. The Plan has been developed with the primary purpose of directing and improving the condition and operation of the existing library network, whilst also identifying site and design considerations and a decision-making process for the timely implementation of proposed future library developments.

Developing an informed and educated society is integral to the ongoing economic prosperity of the Sunshine Coast region. The library service provides opportunities to develop skills, resources to assist study, technology to research job vacancies, mentoring services to expand digital skills, collections to guide and enhance small business development, and programs and workshops to build the community's capacity. In fact, research has identified that in 2010/2011, for every \$1 invested in Sunshine Coast Libraries, on average, they deliver more than double the investment (\$2.10) in value to the community.[1]

[1] State Library of Queensland 2012, *The Library Dividend Summary Report*, Viewed 17 April 2013
<<http://www.plconnect.slq.qld.gov.au/news/2012-news/the-library-dividend>>

Overall, existing library infrastructure requires relocation or redesign for most library facilities. Operationally, the library service must remain responsive to community needs and trends, taking a proactive and innovative approach in its delivery to remain relevant, appealing and viable.

The proposed public exhibition and comment period will allow the community an opportunity to review the draft Plan and provide feedback. All feedback received will be used to inform final amendments to the document before a final Plan will be presented to council seeking adoption.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled “Draft Sunshine Coast Libraries Plan 2014-2024”**
- (b) endorse the “Sunshine Coast Libraries Plan 2014-2024” (Appendix A) for public exhibition and comment**
- (c) note the supporting document titled “Sunshine Coast Libraries Audits” (Appendix B) and**
- (d) request the Chief Executive Officer collate and consider all feedback received as part of the public exhibition and comment and present the final Libraries Plan to council for adoption.**

FINANCE AND RESOURCING

The draft Sunshine Coast Libraries Plan will provide council with a strategic direction to implement improvements in a clear and focussed way.

Capital

All library infrastructure recommendations which result from the adoption of the Plan will be subject to investigation and feasibility assessments. The estimated amount to conduct these assessments across the network equates to approximately \$655,000, to be sourced through budget bids over a ten (10) year period.

As each feasibility assessment is completed, a detailed report will be presented to council for endorsement. These reports will contain a comprehensive assessment of asset and operational costs for council’s consideration. Following council’s endorsement, recommendations from each feasibility assessment will be referred to council’s Ten Year Capital Works Program for prioritisation. This will also be used to assist council in advocating for external state and federal government funding opportunities.

Operational

Operational recommendations contained within the draft Plan will primarily direct ‘core business’ activities for council’s Library Service and as such will be accommodated within their adopted annual operational budget allocation.

CORPORATE PLAN

Corporate Plan Theme: *Social Cohesion*

Emerging Priority: 5.3 - A sense of identity and belonging

Strategy: 5.3.2 - Promote libraries as community hubs and centres of information and learning

Corporate Plan Theme: *Managing growth*

Emerging Priority: 7.4 - Timely and appropriate infrastructure and service provision

Strategy: 7.4.3 - Ensure the provision of parks, open space and community infrastructure is consistent with identified local and regional needs

Corporate Plan Theme: *Great governance*

Emerging Priority: 8.7 - Excellence in customer service

Strategy: 8.7.3 - Enhance existing customer service and explore improved methods of service delivery

Consultation

The draft Sunshine Coast Libraries Plan has drawn reference from findings of community engagement and internal consultation activities.

Internal Consultation

The Plan has been developed in consultation with relevant internal stakeholders across various departments and branches, including:

- Councillor Workshop, Tuesday 8 October, 2013.

Community Services

- Library and Gallery Services
- Community Development
- Customer Relations
- Community Facilities

Finance and Business

- Economic Development
- Property and Business
- Governance

Infrastructure Services

- Building and Facilities
- Business and Major Project Services

Regional Strategy and Planning

- Strategic Land Use Planning
- Major Urban Development
- Social Policy

External Consultation

Information contained in this report has in part been informed by the feedback obtained in the community engagement processes outlined below.

Community Engagement

A Sunshine Coast Libraries Survey was conducted between the months of June and July 2012, targeting both members and non-members of the Sunshine Coast Library service. Over 2,200 responses were received. The survey was conducted to explore the current usage patterns of library members, and how they thought their existing library experience could be improved into the future.

Just under 90% of survey respondents expressed their high satisfaction with their current library experience. They recognised the value that libraries provide to their community, and the importance of continuing to provide library facilities and services that meet the community's changing needs.

The draft Sunshine Coast Libraries Plan has drawn upon the key findings of this engagement to inform its development.

PROPOSAL

This report seeks council's endorsement of the draft Sunshine Coast Libraries Plan 2014-2024 (Appendix A) for the purposes of public exhibition and comment. Feedback received from this process will be used to inform the development of a final Libraries Plan which aims to be presented to council for adoption in early 2014.

Sunshine Coast Libraries are one of council's most visible, highly utilised and valued services to the community. They provide access to a diverse range of collections, spaces, services and activities that support intellectual, educational and creative community development across the region.

The Sunshine Coast Library network, post de-amalgamation, is comprised of eight branch libraries and two mobile libraries which are visited over 1.5 million times per year by a membership base of over 100,000 people. Additionally, many more non-members use the library as a study space, for online research, to browse collection materials and attend workshops - figures of which are not accounted for in membership data. Sunshine Coast Libraries are visited by over 4,000 people per day and host over 2,000 programs and events per year.

Developing an informed and educated society is integral to the ongoing economic prosperity of the Sunshine Coast region. The library service provides opportunities to develop skills, resources to assist study, technology to research job vacancies, mentoring services to expand digital skills, collections to guide and enhance small business development, and programs and workshops to build the community's capacity. In fact, research has identified that in 2010/2011, for every \$1 invested in Sunshine Coast Libraries, on average, they deliver more than double the investment (\$2.10) in value to the community.^[1]

To ensure the continuation of a prosperous library service within the Sunshine Coast Local Government Area that appropriately responds to the local community's changing needs, the development of a Sunshine Coast Libraries Plan is necessary.

Role of the Plan

The Sunshine Coast Libraries Plan sets the framework to ensure that the decisions and strategic directions regarding the Library network are well informed. The Plan documents the:

- role and value of libraries for a modern day community

^[1] State Library of Queensland 2012, *The Library Dividend Summary Report*, Viewed 17 April 2013
<<http://www.plconnect.slq.qld.gov.au/news/2012-news/the-library-dividend>>

- needs and considerations for both the community and the library network moving forward, and
- operational and infrastructure priorities and directions to achieve the regional library vision which aims to: *“stretch minds and unlock opportunities.”*

The scope focuses on the future Sunshine Coast Council Local Government Area’s eight libraries and two mobile libraries, and acknowledges the future Noosa Council Library network where required.

Increasingly, the future of libraries will accommodate and influence a shift from information communities to learning communities, with a dominant digital media and facility provision focus.

Overall, libraries must be adaptable, proactive and contemporary to remain relevant and highly utilised – ongoing engagement, collection and analysis of statistics will help inform sustainable investment, service provision and alterations that respond to changing community need.

Recommendations

Operational Plans

To enable flexibility and distinction in adapting to changing community need and industry trends, the draft Sunshine Coast Libraries Plan recommends developing service-wide operational plans, in consideration of the following regional priorities (which have been informed by community consultation):

- support and promote council’s strategic priorities
- support literacy and learning for all
- streamline processes, improve operational models and diversify revenue streams
- draw on collaborative partnerships
- develop multi-skilled library staff who deliver programs
- collect, preserve and interpret local heritage
- provide for the region’s diverse demographic and cultural mix
- lead and mentor product creation and content development
- supply quality technological infrastructure and programming
- implementing strategies to retain existing customers and attract new audiences
- provide and expand volunteering opportunities
- continue to collect data, undertake analysis and stay abreast of trends to understand changing community needs, patterns, interests and industry opportunities
- promote library activities
- develop appropriate digital interfaces.

Infrastructure Recommendations

The Desired Service Levels for Libraries will inform future infrastructure responses and will be required to be reflected in future planning processes.

Infrastructure recommendations for the existing library network advocate for the undertaking of needs and feasibility assessments to investigate opportunities for implementing identified considerations (specific library recommendations have been informed by individual audits of each library branch, as provided in Appendix B).

Legal

There are no legal implications for this report.

Policy

The draft Plan forms council's policy direction for how to carry out its role in the public libraries network in the future. The Plan has been prepared with consideration to council's existing policy framework. Of note the *Sunshine Coast Social Infrastructure Strategy 2011 (SIS)* which the draft Plan is generally consistent with. Where recommendations in the draft Plan are inconsistent with the SIS a recommendation to review the SIS is highlighted.

The Plan also recommends that any future delivery of library facilities is subject to a needs analysis before any new infrastructure is developed. The aim of this process is to ensure that decisions regarding new infrastructure are well informed, ensuring that there is a demonstrated community need, while also ensuring council has the financial capacity to support its ongoing operation. With limited budgets and funding sources, it is imperative council ensures appropriate delivery of community facilities such as libraries in the future.

Risk

There is a risk that without an endorsed Sunshine Coast Libraries Plan, an uncoordinated and unresponsive approach to the operation and future development of library facilities may occur. This may lead to inadequate service and poorly planned infrastructure provision which can have potential social and financial implications.

Previous Council Resolution

There are no previous Council resolutions that relate to this report.

Related Documentation

There are a number of related policies, strategies and legislation guiding and informing the Sunshine Coast Libraries Plan. These include:

Federal

- National Vision and Framework for Public Libraries 2010-2015 (Australian Library and Information Association-ALIA)
- Beyond a Quality Service: Strengthening the Social Fabric: Standards and Guidelines for Australian Public Libraries (ALIA)
- Reimagining Libraries 2012-2016 (National and State Libraries Australasia-NSLA)

State

- *Aboriginal Cultural Heritage Act 2003*
- *Libraries Act 1988*
- *Local Government Act 2009*
- *Sustainable Planning Act 2009*
- *Torres Strait Islander Cultural Heritage Act 2003*
- South East Queensland Regional Plan 2009-2031
- The Next Horizon: Vision 2017 for Queensland public Libraries (State Library of Queensland)
- State Library of Queensland Standards and Guidelines
- State Library of Queensland Libraries for Literacy - everyday everyway

Local

- Sunshine Coast Council Corporate Plan 2009 -2014
- Sunshine Coast Council Wellbeing Charter (2010)
- Sunshine Coast Council Social Infrastructure Strategy 2011
- Sunshine Coast Council Events Policy (2010)
- Sunshine Coast Council Placemaking Policy and Charter (2012)
- Sunshine Coast Council Volunteers Policy (2010)
- Sunshine Coast Council Cultural Development Policy (2012)
- Sunshine Coast Council Access and Inclusion Plan (2011)
- Sunshine Coast Council Positive Ageing Strategy (2011)
- Sunshine Coast Council Reconciliation Action Plan (2011)
- Sunshine Coast Council Youth Strategy (2010)
- Caloundra City Plan (2004)
- Maroochy Plan (2000)
- Draft Sunshine Coast Planning Scheme (2012)

Critical Dates

The public exhibition and comment period of the draft Plan is a vital step towards ensuring council has a Plan for its library network that guides future capital works and ensures efficient operations.

Implementation

Following the endorsement of the draft Sunshine Coast Libraries Plan it is proposed that a community engagement plan and supporting promotional material will be developed to ensure that public exhibition and comment opportunities are maximised.

To allow adequate preparation time to prepare promotional material and to ensure maximum community input into this process it is proposed that public exhibition and comment activities occur early in 2014 following the Christmas period.

The following community engagement approach is intended for this consultation:

- Display of copies of the draft Plan on council's website and at council venues.
- Provision of a single page feedback form (online and hard copy format) to assist the collection of feedback.
- Promotion of the public exhibition period through a media release and other council tools.
- Utilisation of council's Community Engagement Register (comprises approx. 700 registered users) to request input from the Sunshine Coast community.
- Utilisation of council's Library E News Register (comprises approx. 60,000 registered users) to request input from the Sunshine Coast E News members.
- Targeted consultation with key stakeholder groups such as the Friends of the Library groups.

All feedback received will be used to inform final amendments to the document, including an implementation plan before a final Libraries Plan will be presented to council seeking adoption. It is anticipated that this will occur in early 2014.

7.3.5 PARKING METER CREDIT CARD FUNCTIONS

File No: ECM
Author: Response Services Manager
Community Services Department

PURPOSE

The purpose of this report is to advise Council of the mandatory changes to credit card functions at Point of Sale devices required by 1 April, 2014 to improve security and meet Europay, MasterCard and Visa compliance and the impact that this will have on parking meters owned by Council in the Caloundra Central Business District.

EXECUTIVE SUMMARY

Sunshine Coast Council owns and operates 71 parking meters in the Caloundra Central Business District. The meters operate using both coins and credit card. Three percent of the total revenue for parking fees (approximately \$8,000 per annum) in the Caloundra Central Business district is derived via the utilisation of the credit card function in the meters.

Parking fees are \$1.50 per hour with a maximum of two hour stays allowed.

In January 2013, Council was advised that mandatory changes to credit card functions in Point of Sale (hereafter referred to as POS) devices to improve security would come into effect by 1 April, 2014. Australian Banks have the ability to impose fees and penalties for non-compliance with this mandatory requirement. The fees and penalties vary depending on the circumstances and are generally in the tens of thousands of dollars.

Council staff contacted the parking meter manufacturer Duncan Solutions and sought information regarding a possible upgrade to the 71 meters so they meet the new Europay, MasterCard and Visa (hereafter referred to as EMV) requirements. Duncan Solutions advised Council that they were developing the upgrade and it would be available by November, 2013.

Council sought and was granted an exemption by the Commonwealth Bank until December 2013 to comply with the EMV scheme and await a potential upgrade and associated costings from Duncan Solutions. A further extension until April 2014 has now been granted due to recent additional mandatory changes to payment methods through the contactless credit card payments (PayWave, PayPass) system. Payment chip cards contain an embedded microprocessor, a type of small computer that provides strong security features and other capabilities not possible with traditional magnetic stripe cards.

Duncan Solutions recently provided a quotation of \$257,517 to Council to upgrade the parking meters for EMV compliance. Given that the income derived from credit card transactions annually is less than \$10,000 the cost to upgrade parking meters in Caloundra to be EMV compliant is not considered prudent.

As an alternative, it is considered reasonable to temporarily disable the credit card functionality of the 71 parking meters. The cost for Council staff to undertake this work, including wages and materials, to disable the credit card function from the parking meters in Caloundra will be approximately \$6,000. Duncan Solutions have also provided an initial quote to disable the credit card function from the parking meters for \$9,422 which includes materials and wages.

It is noted that should parking meters be considered in a future regional regulated parking strategy by Sunshine Coast Council, the upgrade credit card functionality for parking meters in the Caloundra Central Business District can be re-visited.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled “Parking Meter Credit Card Functions”
- (b) request the Chief Executive Officer to disable the credit card function currently available in the Caloundra CBD parking meters
- (c) request the Chief Executive Officer to inform the Commonwealth Bank that Council does not require the Point of Sale credit card function in parking meters in the Caloundra Central Business District and
- (d) request the Chief Executive Officer to commence an education program to inform the community that the credit card function is not available when using the parking meters in the Caloundra Central Business District.

FINANCE AND RESOURCING

If Council was to take up the offer to be fully EMV compliant with parking meters in the Caloundra CBD, the cost to upgrade would be approximately \$257,517.

The cost for Council staff in Infrastructure Services to disable or remove the credit card function of the 71 parking meters in the Caloundra Central Business District will be approximately \$6,000. Duncan Solutions have also provided an initial quote to disable the credit card function from the parking meters for \$9,422 which includes materials and wages.

Financial Information 2013/2014

Credit Card Parking Fees Revenue received year to date is \$2970.17 which represents 3% of Total Parking Fees Revenue Year to Date.

Year to date Merchant Fees expenditure related to credit card use \$449.

Financial Information 2012/2013

Credit Card Parking Fees Revenue received in 2012/2013 was \$9,456.39 which represents 2.39% of Total Parking Fees Revenue.

Annual Merchant Fees expenditure related to credit card use was \$1410.68.

CORPORATE PLAN

Corporate Plan Theme: *Health & Wellbeing*

Emerging Priority: 4.1 - Safe and healthy communities

Strategy: 4.1.2 - Provide community safety and regulatory programs that ensure the well-being of residents and visitors

CONSULTATION**Internal Consultation**

- Councillor Dwyer (Division 2)
- Executive Director Infrastructure Services
- Executive Director Community Services
- Executive Director Finance and Business
- Manager Community Response
- Business Development Officer, Finance and Business
- Finance Services Manager, Finance and Business
- Senior Management Accountant, Finance and Business

External Consultation

- Commonwealth Bank, Manager
- Duncan Solutions, Sales Manager

Community Engagement

There has been no community engagement undertaken in respect to this report.

PROPOSAL

EMV refers to the three companies Europay, MasterCard and Visa that originally came together to develop a worldwide technology standard for the inter-operation between chip credit cards and Point of Sale terminals.

EMV is designed to significantly improve security for consumer card payments by providing enabling features for reducing losses that result from counterfeit and lost and stolen cards. The EMV specifications were first published in 1996.

In August 2011, MasterCard announced that there would be a liability shift on 19 April 2013. Financial Institutions will be liable for any fraud that results from transactions initiated for international EMV compliant cards on systems that are not EMV capable. Visa has stated that the liability shift for POS international EMV card transactions is 1 October 2015. The liability shift means that councils that operate non-EMV compliant meters may be liable for any losses incurred in the event that an EMV chip card is used at a non-EMV-capable terminal, and the resulting transaction is determined to be counterfeit fraud. In addition, if a driver receives an infringement for an over-stay or non-payment, legally they do not have to pay it. Council would also be in breach of its Merchant Agreement (Part 2: Terms & Conditions) with the Commonwealth Bank if it did not respond to EMV compliance. This section of the Agreement sets out the terms and conditions that apply between Council and the Commonwealth Bank when council parking meters with credit card functionality are in use. Australian Banks have the ability to impose fees and penalties for non-compliance with this mandatory requirement.

POS refers to the total software and hardware solution that allows for cash and card transactions without the presence of a staff person (unattended credit card equipment, including parking meters). Council's POS devices include 71 parking meters in the Caloundra CBD.

On 25 January, 2013 Sunshine Coast Council was notified by the Commonwealth Bank that all POS credit card devices must be fully EMV compliant by 1 April, 2013 for MasterCard and 1 January, 2014 for Visa. To be fully EMV compliant means using a device certified by the Commonwealth Bank to support processing of chip card transactions.

Sunshine Coast Council operates 71 RSV3 multi bay parking meters in the Caloundra CBD which have been operational since 1995. 61 of the current RSV3 multi bay meters are approximately six years old, seven are three years old and three are approximately one year old. All meters accept coins and credit cards with the maximum stay of two hours costing \$3.00 (\$1.50 p/h). Monthly income from credit card transactions totals approximately \$900. All 71 parking meters must be upgraded to comply with the EMV requirement.

Upon receipt of this information Council staff commenced an investigation into the options available to ensure compliance with the EMV scheme. Duncan Solutions, the manufacturer of the parking meters in use at Caloundra, advised that they were in the process of developing an upgrade for the parking meters but it would not be available until November or December 2013. As a result of this information, Council sought and was granted an extension by the Commonwealth Bank until the third quarter of 2013 to enable Duncan

Solutions to develop the upgrade to the existing credit card module in the parking meters so as to be EMV compliant.

Council has since been granted a further extension until April 2014 to comply with both EMV and the new contactless credit card payments (PayWave, PayPass) system that is now also a mandatory requirement.

Duncan Solutions has recently advised that the cost of the upgrade to the meters to comply with EMV and the contactless credit card system will be \$3,627 plus GST per parking meter. The cost to bring the 71 multi bay parking meters in the Caloundra CBD into EMV and contactless credit card payment compliance is approximately \$257,517 plus GST, which is considered excessive given the annual income from credit card transactions is under \$10,000.

With payment by credit cards making up less than 3% of all income generated through the parking meters, it is recommended the credit card function in the parking meters be disabled. To disable the credit card function it is planned to use a metal sleeve to cover the credit card slot and strategically place decals to alert users that credit card payment for parking is not available. If Infrastructure Services undertakes this task the cost, including wages and materials, to make the adjustment will be approximately \$6,000 to disable the credit card function of the 71 parking meters in the Caloundra CBD. Duncan Solutions have also provided an initial quote to disable the credit card function from the parking meters for \$9,422 which includes materials and wages.

If the credit card function in the parking meters is disabled there will be no ongoing financial costs to Council. Should Council reconsider the use of credit card in parking meters in the future the metal covers can be removed and the EMV compliance upgrade undertaken.

Legal

This report is written with regard to the Merchant Agreement (Part 2: Terms & Conditions). This section of the Agreement sets out the terms and conditions that apply between Council and the Commonwealth Bank when council parking meters with credit card functionality are in use. Council by entering into the Agreement is bound by these terms and conditions.

Policy

There is no Council policy in place for this matter.

Risk

There is no significant risk associated with disabling the credit card function in the 71 parking meters in the Caloundra CBD. There is a risk of customers expressing dissatisfaction at having this function removed from parking meters.

Previous Council Resolution

There are no previous Council resolutions relevant to this report.

Related Documentation

There is no related documentation relevant to this report.

Critical Dates

The 1 April, 2014 is the critical date for compliance with EMV.

Implementation

Should the officer recommendation be adopted by Council, staff could disable the credit card function in the parking meters at any time leading up to 1 April 2014.

The Commonwealth Bank would be informed that Sunshine Coast Council no longer requires the POS credit card function in its parking meters. Furthermore, Council staff will undertake a communication program to inform the community that the credit card function will no longer be available in parking meters in the Caloundra CBD.

Alternatively, should Council determine to upgrade the 71 parking meters to be EMV compliant, Duncan Solutions would be contracted immediately to affect the upgrade prior to the April, 2014 deadline.

7.4 INFRASTRUCTURE SERVICES

7.4.1 CENTRE DESIGN PALETTES

File No:	Roads / Design & Construction / Street Beautification		
Author:	Place Coordinator Infrastructure Services Department		
Attachments:	Att 1 - Centre Design Palettes - Beerwah.....	237	
	Att 2 - Centre Design Palettes - Coolum	249	
	Att 3 - Centre Design Palettes - Maleny	259	
	Att 4 - Centre Design Palettes - Marcoola.....	269	
	Att 5 - Centre Design Palettes - Mooloolaba	279	

PURPOSE

The purpose of this report is to seek council endorsement in principle for the Centre Design Palettes (CDP), an infrastructure manual currently under development that will provide details for the selection of elements, materials and finishes that contribute to the 'look and feel' of town centre streetscapes and open space areas under the control of council.

The intended use of the Centre Design Palettes manual is to guide developers with respect to contributed capital assets, as well as council's own capital infrastructure and maintenance operations in coordination with the Planning Scheme. Critical timelines exist for the Centre Design Palettes manual to become available for public use with the new Planning Scheme release.

EXECUTIVE SUMMARY

The Sunshine Coast region is widely acknowledged as one of the most desirable places to live, work and play. The character and sense of place afforded by the diverse 'community of communities' is an important attribute to protect and enhance. The Planning Scheme identifies a range of communities that exist within urban areas of the Sunshine Coast, each with their own character and identity. The Planning Scheme identifies these places in the Local Area Plans as 'activity centres'.

The Centre Design Palettes manual will provide hard and soft infrastructure palettes for activity centres across the Sunshine Coast. It will be a tool to be used by the external development industry, internal development assessment, capital works programs and operational maintenance staff to identify infrastructure elements, materials and finishes specific to each centre. The manual will sit alongside the Open Space Landscape Infrastructure Manual as part of the Sunshine Coast Council's infrastructure standards suite. The manual has received very strong support from both internal and external stakeholders. They have recognised it's value for development and creating confidence for the development industry.

A core objective of the Centre Design Palettes manual is to preserve and enhance the unique character of each place. A typical example of a Centre Design Palettes centre will be broken down into three parts:

1. Maps and links to background information.
2. Character analysis of the centre that provides detailed context to the centre.

3. Detailed schedule of finishes for streetscape infrastructure elements which list the product, colour and finish. It will also include a specific plant list of trees and shrubs that contribute to the centre's character.

The Centre Design Palettes manual will be made available for internal and external use through council's intranet and website. A centre's palette will be sourced via a clickable map of the Sunshine Coast that drills down to the individual centres.

The Centre Design Palettes manual is an information document that will sit outside the Planning Scheme, providing development guidance rather than being a legal requirement. This will allow for regular updates and amendments as improved products and technical information become available.

Through the Development Application process, an approval condition may be applied that includes contributed assets to be in accordance with a Centre Design Palette, where those developments reside within the designated area of the town.

The Centre Design Palettes manual is being developed in stages. Further locations are under development with the intention to complete 15 centres by the time the new Planning Scheme is released. Additional centre palettes will be delivered in a staged approach after this time, as required to meet user needs. Each subsequent centre palette will be developed in consultation with the local Divisional Councillor to keep them informed and ensure the opportunity for their feedback.

OFFICER RECOMMENDATION

That Council:

- (a) **receive and note the report titled "Centre Design Palettes"**
- (b) **endorse the Centre Design Palettes typology to provide guidance to the design and construction of streetscapes and open space assets in the Sunshine Coast town centres**
- (c) **note that the endorsement of the Centre Design Palettes typology will enable immediate guidance for developer contributed assets in those centres completed and**
- (d) **delegate authority to the Chief Executive Officer to continue to update and develop the Centre Design Palettes typology as required in consultation with the divisional councillor, to maintain currency in respect of innovation in technology, materials and design approaches.**

FINANCE AND RESOURCING

The development of the Centre Design Palettes is funded within the Infrastructure Services operational budget. The cost of the project is estimated to be approximately \$25,000, based on council officers' time. No external consultants have been used in the preparation of this manual.

The Centre Design Palettes will provide long term financial benefits for both council and the development industry. It will save council time and money through provision of a central source of 'schedule of finishes' for town centres that have been proven for durability, maintenance and long term cost efficiencies. It will save the development industry time and money by providing readily available centre design information on council's webpage with

easy access for all. Overall palette content and suppliers will be reviewed and updated annually.

CORPORATE PLAN

Corporate Plan Theme: *Managing growth*

Emerging Priority: 7.3 - Well designed and beautiful places

Strategy: 7.3.2 - Ensure council developments and projects are well designed, landscaped and have aesthetic appeal

Strategy: 7.3.4 - Develop and implement master plans for centres and towns to preserve and enhance their character

CONSULTATION

Internal Consultation

The staged development of the Centre Design Palettes manual has involved detailed workshoping and discussions with the Transport and Engineering Services, Parks and Gardens and Waste and Resource Management branches within Infrastructure Services. Presentations and feedback has also been gained from Community Services and Regional Strategy and Planning, including key discussions with the Development Assessment Branch and Planning Scheme team.

The internal consultation process highlighted strong support from all parties for the Centre Design Palettes manual and provided the opportunity to streamline and coordinate 'schedules of finishes' for each centre under development. Agreement on the required outcomes was reached through discussion and negotiation. From August to October 2013, internal feedback, amendments and completion of the first five Centre Design Palettes was achieved. Additional centre palettes will continue to be progressed and will be distributed widely across council for feedback and comment.

External Consultation

The external design and construction industry has been consulted widely through the development of the Centre Design Palettes manual, with presentations and meetings held with a range of Urban Design, Architecture, Planning and Landscape Architectural practices. A presentation was also held with the Australian Institute of Landscape Architects (AILA), Sunshine Coast branch. Positive feedback has been gained with confirmation that the Centre Design Palettes will act as a critical tool to streamline the design process, provide clarity of development conditions and create confidence within the development industry.

Community Engagement

The Centre Design Palettes manual captures existing infrastructure and palettes from past masterplans that have often undergone previous community engagement and Divisional Councillor feedback. Through the development of each centre's palette the Divisional Councillor has been/will be consulted to keep them informed and ensure the opportunity for their feedback.

Existing infrastructure within each centre is a reflection of former council design standards and application of best practice. Through future master planning projects the community will be able to provide feedback on palettes as each town centre is developed. The Centre Design Palettes manual will be updated regularly, acting as a living document that will grow and evolve as council's needs change.

PROPOSAL

The Centre Design Palettes manual will provide hard and soft infrastructure palettes for activity centres across the Sunshine Coast. To meet construction industry standards the Centre Design Palettes manual has been arranged in a 'schedule of finishes' format. This can be used as a quick and easy tool by the external development industry, internal development assessment, capital works programs and operational maintenance staff to identify infrastructure elements, materials and finishes specific to each centre.

The Centre Design Palettes manual will facilitate preservation and enhancement of the unique character across the Sunshine Coast region. Infrastructure contributes significantly to character, the design of which requires a respectful approach that balances unique and cost efficient design solutions with standardised treatments. The Centre Design Palettes manual will ensure continuity in the 'look and feel' of each centre, whilst achieving best practice outcomes that reflect the individual character of our communities.

Through the Development Application process, an approval condition may be applied that includes contributed assets to be in accordance with a Centre Design Palette, where those developments reside within the designated area of the town.

A typical example of a Centre Design Palettes centre will be broken down into three parts:

1. Maps and hyperlinks to background information such as Locality Profile Snapshot, Local Area Plans, Masterplans, Detailed Drawings and Local Public Art Strategies.
2. Character analysis of the centre that provides more detailed context to the centre, such as Site and Setting, Role and Community Culture, Streetscape Character, Planting Theme and Materials Palette.
3. Detailed schedule of finishes for streetscape infrastructure elements including coloured concrete pathways, pavers, rubbish bin enclosures, drinking fountains, handrails, seats, walls, structures, lighting which list the product, colour and finish. It will also include a specific plant list of trees and shrubs that contribute to centre's character.

The objectives of the project are to:

- Preserve and enhance the unique character of each place, which reflect the values of the local community and cultural identity
- Develop place sensitive centre design palettes that inform the individual 'look and feel' of a place and ensure a recognisable identity through consistency of centre theme, colours and products
- Provide guidance for internal and external designers, developers and maintenance staff in delivering public infrastructure outcomes in our centres
- Defines extent/limits of "streetscape" finishes for development applications and operational/capital programs in line with the new Planning Scheme
- Facilitate fast business - efficiencies and cost savings through coordinated infrastructure lists for centres and implementation of cost effective and sustainable outcomes
- Achieve street trees as a priority in our centres that reflect the sub-regional ecosystem, most suitable to local conditions and providing for low maintenance
- Maintain best practice through continual improvement that support the new Planning Scheme's relevant policies, codes and directives
- Integrate environmentally sustainable design best practice into the planning, design and construction processes of a project

- To collaboratively engage with key stakeholders in the development of the 'schedule of finishes' to provide guidance to the following end users on standards within the nominated centres:
 - ~ *internal branches/officers*
 - Operations and maintenance (Parks and Gardens, Civil Works Services, Waste and Resource, Building Services)
 - Capital Works planning & delivery
 - Strategic Planning
 - Landscape and civil design
 - Development Assessment
 - ~ *external development industry*
 - Developers
 - Planners/ Project Managers
 - Designers
 - Construction and maintenance contractors
 - State Government Departments
 - External service providers eg Energex, Telstra, Optus, Gas and Unity Water

The following centres have been prioritised for staged delivery of the Centre Design Palettes manual. These centres have been selected due to criteria identifying; external development activity requiring direction, upcoming projects within the capital works program or centres requiring continual advice for maintenance purposes. The maintenance aspect cannot be understated as this is a major factor in the ongoing success of the image intended by the capital works. Hence the staging has been chosen to reflect the capital program.

STAGE 1	STAGE 2	STAGE 3	STAGE 4	STAGE 5
Coolum	Alexandra Headland	Bli Bli	Buderim	Glass House Mountains
Marcoola South	Caloundra	Kawana	Bulcock Beach	Eumundi
Mooloolaba	Montville	Maroochydore	Cotton Tree	
Beerwah	Nambour	Sippy Downs	Pacific Paradise	
Maleny	Woombye	Yandina	Palmwoods	

It is anticipated that any future centres that may be documented would be on an 'as needs' basis.

For this project's purpose, the area to which the Centres Design Palette applies is defined by the road reserve and open space areas that connect and contribute to:

- The Primary Streetscape Treatment Areas identified in the Local Area Plans of the new Planning Scheme

- The Primary and Secondary Active Street Frontages identified in the Local Area Plans of the new Planning Scheme

The final Centre Design Palettes manual will be in Microsoft Word and PDF format for each centre, sourced via an online clickable map of the Sunshine Coast. The Centre Design Palettes manual will be made available for internal and external use through council's website, linking with the Planning and Building portal and coordinating with the timing of the new Planning Scheme release.

Legal

Through the development of the Open Space Landscape Infrastructure Manual (LIM), council's legal staff were previously consulted on the wording of the disclaimer and the written agreement signed by suppliers giving permission for products to be profiled. Therefore, as the Centre Design Palettes manual is consistent with this information format, it is deemed that no further legal implications exist.

Policy

The Centre Design Palettes has been prepared in line with relevant Commonwealth and State legislation, Australian Standards and council policies including:

- Draft Sunshine Coast Planning Scheme
- Open Space Strategy 2011
- Biodiversity Strategy 2010 - 2020
- Pest Management Plan 2012 - 2016
- Sunshine Coast Place Making Charter

as well as relevant local laws and the current planning schemes.

Risk

1. Delay in use of the Centre Design Palettes manual may result in contributed or capital infrastructure not meeting council's standards and negatively impacting on the character of a particular centre. This may increase maintenance costs into the future, burdening rate payers.
2. Currently the new Planning Scheme points to the Infrastructure Guidelines and Standards Manual (IGS) within its policies. There is a risk that if the Centre Design Palettes manual is not made available, council will fail to provide clear development guidance in accordance with the new planning scheme, upon its release. This could lead to frustration in the development industry.
3. Delay in use of the Centre Design Palettes manual may result in internal costs inefficiencies through wasted time and incorrect selection of infrastructure elements, materials and finishes for a particular centre.

Previous Council Resolution

There are no previous Council resolutions that relate to this report.

Related Documentation

- Sunshine Coast Locality Profiles
- Planning Schemes – Local Area Plans
- Individual Town Centre Masterplans and Streetscape Detail Drawings

- Local Public Art Strategies
- Open Space Landscape Infrastructure Manual (LIM)
- Civil Standard Details

Critical Dates

As soon as the Centre Design Palettes material for each centre is endorsed for guidance, it will be prepared for access on Council's website to coordinate with the release of the new Sunshine Coast Planning Scheme.

Implementation

The design and development industry will be advised when each stage of the Centre Design Palettes manual is complete in the 'Newsflash' newsletter distributed via council's database of external organisations. Key professional institutions, design and development practices will also be contacted. Council staff will be advised by internal communications.

7.4.2 ALEXANDRA HEADLAND TO MAROOCHYDORE BEACH SEAWALL DESIGN AND CONSTRUCT CONTINGENCY PLAN

File No:	ECM
Author:	Team Leader Planning Infrastructure Services Department
Attachments:	Att 1 - Final draft BMT WBM Alexandra Headland to Maroochydore Beach Seawall Development Application Report (Under Separate Cover) Att Pg 411
	Att 2 - Map Assets Northern 301
	Att 3 - Map Assets Southern 303

PURPOSE

The purpose of this report is to present to council the current progress of the contingency planning associated with a proposed seawall structure recommended to provide long term protection from erosion of high value state and council assets along the shoreline between Alexander Headland and Maroochydore Surf Life Saving Club (SLSC). The report details design and construction options, cost estimates, trigger points for action and the necessity for the State Government to commit to funding any protection works for Alexandra Parade as the responsibility of the asset owner.

EXECUTIVE SUMMARY

At Council's Ordinary meeting of 16 November 2011 Council endorsed the commencement of investigation, analysis, design and costings of longer term shoreline protection options to inform Council's preparation of the draft Shore Line Erosion Management Plan. With a subsequent resolution at the Ordinary meeting of 18 October 2012, Council also endorsed the continuation of the construction of a permanent delivery pipeline and beach renourishment program for the 2013/2014 and 2015/2016 financial years as interim shoreline protection measure between the Maroochy Surf Life Saving Club and just north of the Alexandra Headlands Surf Life Saving Club (SLSC).

The first stage of beach renourishment has now been completed with 110,000 cubic metres of sand successfully delivered from the lower Maroochy River to this beach system. As noted above this program was identified as an interim shoreline protection measure only given that there is a limited volume of sand available at this source location.

Previous studies undertaken by coastal engineering consultants BMT WBM estimated that close to 250,000m³ would be required to widen the 1.7km stretch of shoreline a sufficient distance to protect adjacent assets, with further material required to renourish the shoreline following each erosion event.

It should be noted that a number of current long range storm forecasts (Oct 2013 to Apr 2014) show above average severe thunderstorms in southern Queensland and northern NSW (between 17 to 27 storms) and a near average (4 TC's) tropical cyclone activity summary for the eastern region.

Considering the high value of state government and council infrastructure assets along this shoreline coupled with a very narrow dunal buffer in some sections, the temporary nature of beaches for erosion protection and the lack of certainty regarding available sand material to support on-going major beach nourishment works the long term recommendation for permanent protection measures, as a last line of defence, for this shoreline is a rock seawall (revetment type structure).

However it is imperative that any future staged construction of a protective rock wall must be considered in the context of and include:

- a funding commitment from the state government to protect Alexandra Parade
- a cost benefit analysis of the Maroochydore Holiday Park to ensure the financial validity of the seawall recommendation as opposed to adopting a retreat strategy
- a sand sourcing study to determine alternative major beach renourishment options

If constructed the seawall would be located as far landward as possible, constructed in a staged manner, once erosion trigger points have been reached and it is anticipated that the structure would be complemented with a beach and dune nourishment program (given sand and budget availability) to conceal the structure. The rock wall design will also incorporate within the structure, recreational values and opportunities such as pedestrian/cycle pathways.

It must be noted however that it is well known that rock sea walls are detrimental to maintaining a usable beach profile due to the loss of sand associated with reflected wave energy from the rock wall. This potentially results in having a significant impact on beach amenity and a reduction in the economic benefits of beach visitation and tourism.

The final draft BMT WBM Alexandra Headland to Maroochydore Beach Seawall Development Application Report is provided (see Attachment 1) to demonstrate to council both the background, design considerations and complexity of a structure of this nature. While it is not envisaged that significant changes will occur to this consultants report further negotiations with referral agencies are still required before this document will be finalised.

The details of this project are being submitted to Council to seek endorsement to progress the project as per the report recommendations.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled "Alexandra Headland to Maroochydore Beach Seawall Design and Construct Contingency Plan"**
- (b) commit to use of the sea wall design treatment for emergency response where critical assets are threatened**
- (c) develop a staged construction plan for future council endorsement based on:
(i) state government funding commitment
(ii) cost benefit business case for Maroochydore Beach Holiday Park protection, in conjunction with
(iii) a major sand renourishment study and**
- (d) write to the Premier to seek commitment for joint state funding to protect critical state government funding.**

FINANCE AND RESOURCING

The previous BMT WBM Alexandra Headland to Maroochydore Beach Seawall Design and Approvals Plan (Aug 2012) puts the estimated capital cost at \$8,500,000 with \$85,000 required for annual maintenance costs.

Council has an allocation of \$5,900,000 over a five year period commencing in the 2015/2016 financial year in the Coastal and Canals capital program for the potential construction of this project. Please note these cost do not include funds for a beach nourishment scheme (as required) to conceal the structure. As a general estimate \$1,100,000 will be required to deliver 110,000m³ sand to the site, however it is not known if the sand source will be available until monitoring with the current renourishment program is complete. Other options such as sand sourcing studies and delivery of sand via Port of Brisbane dredging program are currently being programmed.

Any additional operational costs associated with this construction will be forecasted as growth through the applicable yearly recurrent budget process.

Any allocation of funds by council must be seen as proportionate to the range of site asset owners and their areas of responsibility. An analysis of asset mapping for the site shows the area requiring protection has the following assets/ asset owners and proportional cost estimate break ups (see Attachment 2 and 3 – Sectional Maps). Note council is unable to show mapped Unitywater assets in the attachments due to public viewing restrictions.

- Northern 750m – Maroochy SLSC, Council stormwater infrastructure, Unitywater infrastructure and Council Holiday Park (proposed Council led works - \$3,750,000)
- Central 700m – State controlled Alexandra Parade (proposed State led works - \$3,500,000)
- Southern 250m – Alexandra Headland SLSC, Council open space facilities (proposed Council led works - \$1,250,000)

Dialogue has commenced with the Department of Transport and Main Roads (TMR) to progress both greater coordination of any works proposed for the area (in terms of triggers for construction and lead agency of the works) and for funding contribution to the costs of the protection measures where state assets are being impacted. Unfortunately at this stage TMR have provided preliminary indications that no funding would be available to contribute to the protection of state government road assets. Officers are of the belief that it is critical that a joint funding commitment be progressed with the State to achieve asset protection deliverables for the site.

In addition council will also commence discussions with Unitywater in relation to project funding support given the level of Unitywater critical assets which will benefit from the protection provided by the seawall construction.

CORPORATE PLAN

Corporate Plan Theme: *Ecological Sustainability*

Emerging Priority: 2.4 - Healthy waterways and foreshores

Strategy: 2.4.2 - Maintain and improve the quality of beaches, waterways, lakes, rivers, canals and wetlands

CONSULTATION

A range of both internal and external stakeholders were consulted as part of the development of this proposal.

Internal Consultation

- Councillor Chris Thompson (Division 4)
- Councillor Jason O'Pray (Division 8)
- Executive Director Infrastructure services
- Manager Environmental Operations

- Coast and Canals Manager
- A/Manager Environment Policy
- Coastal Management Working Group
- Manager Sunshine Coast Holiday Parks

External Consultation

- Department of Environment and Heritage Protection (EHP)
- Department of Natural Resources and Mines (NRM)
- Department of Transport and Main Roads (TMR)
- BMT WBM Ltd Coastal Engineering Consultants
- State Member for Maroochydore

Community Engagement

Some community consultation in relation to this project has been undertaken as part of a broader coastal processes program (commenced and ongoing) and also through the development of the Maroochy Beach Sand Renourishment Project which included the identification of the requirement of a longer term protection measure of a rock seawall at this location.

Community groups included in this consultation included:

- Alexandra Headland Community Association
- Alexandra Headland Surf Life Saving Club
- Maroochy Surf Life Saving Club
- Sunshine Coast Environment Council
- Surfrider Foundation
- Australian Wader Bird Study Group
- Coolum District Coastcare
- Queensland Wildlife Preservation Society
- Maroochy River Waterwatch
- Birds Australia
- Maroochy Chamber of Commerce
- Boat Shed Restaurant

Environmental Operations (EO) Branch will continue to support ongoing community consultation in relation to regional coastal processes e.g. future council Shoreline Erosion Management Plan (SEMP) to ensure the key message on seawall protection at this location is highlighted.

Further it is envisaged that any rock seawall construction will be undertaken post a significant erosion event where an array of key messages associated with this phased work will be distributed to the general community as part of a broader regional reconstruction program.

PROPOSAL

The 1.7km stretch of shoreline between Alexandra Headland and Maroochydore SLSC is subject to erosion from seasonal and extreme weather events. This natural coastal process threatens a number of significant state and council assets with high economic and social values that are located within the immediate storm erosion zone.

These assets include:

- Aerodrome Road/ Alexandra Parade (state controlled road)
- Alexander Heads SLSC
- Open Space Infrastructure (including skate park)
- Maroochydore Beach Holiday Park
- Maroochydore SLSC
- Public Space (including pedestrian and cycle pathways)
- Beach Access locations
- A range of Unitywater and council stormwater assets

Conservatively the range of assets highlighted above have an estimated replacement value in the order of \$20 to 25 million (not including loss of land and the unimproved land values).

It should be noted that a number of current long range storm forecasts (Oct 2013 to Apr 2014) show above average severe thunderstorms in southern Queensland and northern NSW (between 17 to 27 storms) and a near average (4 TC's) tropical cyclone activity summary for the eastern region.

Previous coastal processes studies have calculated an average design storm erosion width of 45m for this area with a design storm erosion volume of 240,000m³.

Effectively this means an estimated 250,000m³ of beach nourishment material would be required to widen the stretch of shoreline a sufficient distance to protect adjacent assets at an approximate cost of \$2,500,000. Furthermore additional material would be required to renourish the shoreline following each erosion event.

Figure 1 below shows three beach profile cross sections at the site. Note the height of the main dune is typically less than 6m AHD and the elevation between the road and the dune is 4m AHD. Coffee rock is often visible at the site at between 1m AHD and -1m AHD.

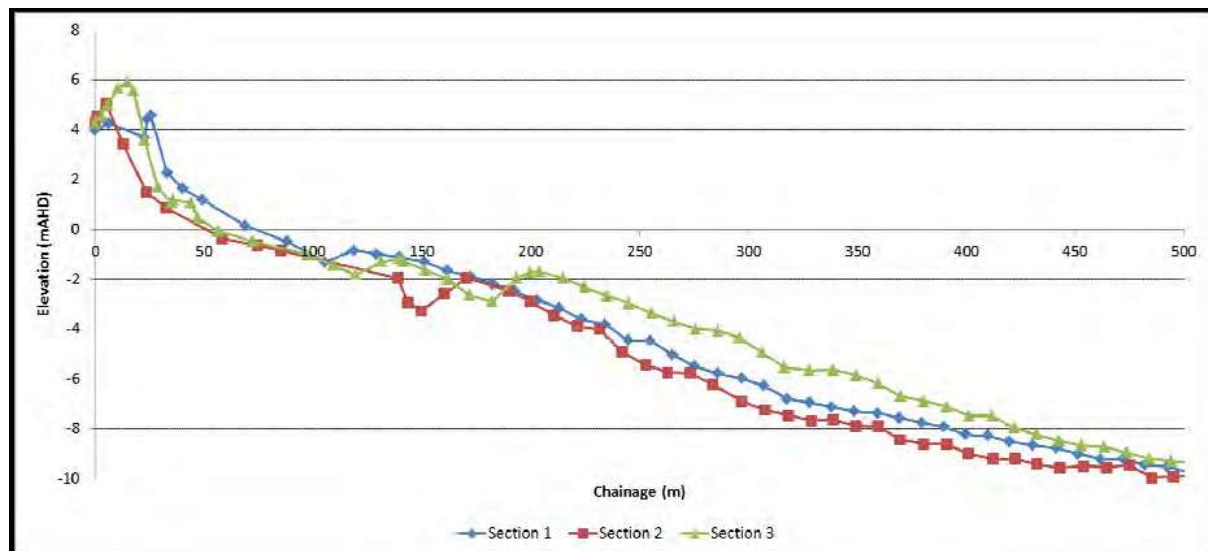


Figure 1 – Three beach profile cross sections along shoreline between Alexandra Headland and Maroochydore Surf Life Saving Club

The current sand renourishment program as approved by council at the Ordinary Meeting dated 16 November 2011 and first stage completed in September 2013 has seen the delivery of 110,000m³ along this stretch of coastline.

Council approved this nourishment measure after considering the range of options (do nothing, beach renourishment and permanent rock wall protection). The aim of the nourishment program was to nourish the beach using material from within the lower Maroochy River via a permanent pipeline and at this stage has been seen as very successful (see Photo 1 below). In this previous report to council this program was identified as an interim shoreline protection measure only given that there is a limited volume of sand available at this source location and that the third option of a permanent rock wall would provide greater certainty as a protection measure but would incur significant capital costs in construction.

It should be noted that while some delays to dredging for this project were experienced, due to external circumstances such as weather, the current renourishment project anecdotal feedback is that sand source limitations in terms of quantity and quality supports the previous advice from BMT WBM and this option remains an interim solution only. This finding will need to be confirmed through current/ future project monitoring and further exploration of other sand options through a programmed regional sand source study as part of the 2014/2015 capital program and delivery of sand via the Port of Brisbane dredging program.



Photo 1 – Progression of sand renourishment along shoreline between Alexandra Headland and Maroochydore Surf Life Saving Club, Jul 2013

Considering the high value of state government and council assets along this shoreline, and coupled with a very narrow dunal buffer in some sections, the temporary nature of beaches for erosion protection and the uncertainty of material to support successive major beach nourishment works the long term recommendation for this shoreline is a rock seawall (revetment type structure as per Figure 2 below) as a 'last line of defence' to protect the adjacent assets.

The seawall would be located as far landward as possible, constructed in a staged manner once erosion trigger points have been reached and it is anticipated that the structure would be complemented with a beach and dune nourishment program (given sand and budget availability) to conceal the structure. The rock wall design also incorporates within the structure recreational values and opportunities such as pedestrian/cycle pathways (see photo 2 below). It should be noted that the detailed design of the rock seawall is underway incorporating all values and will be included in the final consultants report.

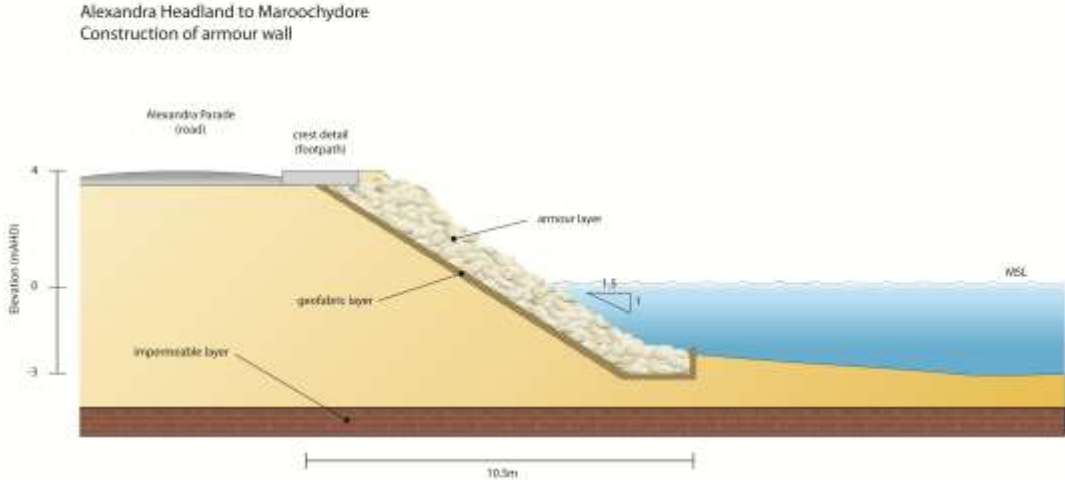


Figure 2 – Proposed seawall design cross section



Photo 2 Completed seawall Moffat Beach (Oct 2008)

Currently concrete and other fill materials exist at some locations along the area (see Photo 3 below). A thorough geotechnical inspection will be required as part of the construction documentation development to provide advice on the extent of this material.



Photo 3 – Exposed beach fill north of Alexandra Headland Surf Life Saving Club, Dec 2011

In addition low seawalls are in place in front of both the Maroochydore SLSC and Alexandra Headland SLSC and Council open space assets (skate bowl etc). These walls are currently undergoing a range of tests, as part of a greater regional coastal asset program, to ascertain their current integrity and with the view to undertake any required asset restoration works identified.

It should be noted that the threat to infrastructure is greatest within the central section of Alexandra Parade and the northern portion in front of the Maroochydore Beach Holiday Park. The threat is relatively lower in the northern section due to a wider dune and vegetation buffer.

Work on the effects of coastal erosion on the Holiday Park can be potentially delayed by the relocation of assets from the seaward part of the site. This loss would equate to the potential loss of up to 34 sites and revenue of \$8,500 per site. Total revenue loss due to retreat decision is \$289,000 per year. A detailed cost benefit business case for the retreat option associated with a portion of the Maroochydore Holiday Park is required to ensure the validity of the seawall recommendation.

As indicated in the executive summary it is imperative that any future staged construction of a protective rock wall must be considered in the context of and include:

- a funding commitment from the state government to protect Alexandra Parade
- a cost benefit analysis of the Maroochydore Holiday Park
- a sand sourcing study to determine alternative major beach renourishment options

In addition council will also commence discussions with Unitywater in relation to project funding support given the level of Unitywater critical assets which will benefit from the protection provided by the seawall construction.

Again it must be noted however that it is well known that rock sea walls are detrimental to maintaining a usable beach profile due to the loss of sand associated with reflected wave energy from the rock wall. This potentially results in having a significant impact on beach amenity and a reduction in the economic benefits of beach visitation and tourism.

Options

The attached report looks at a number of other options prior to making the recommendation for the construction of a seawall. Key details are summarised below.

Option	Costs	Comments
Retreat Foreshore Area (do nothing) – e.g redirect current Alexandra Pde through an alternate route via Wirraway St, Nelson Park and Mari St; retreat front section of caravan park; retreat both Alex SLSC and Maroochy SLSC due to low seawall failure; and relocate water/ drainage assets.	Est > \$200 – \$250 million (public asset works). Unknown private protection assoc with residential properties.	Cost prohibitive due to cumulative high costs associated with land/ easement acquisition, construction estimates and flood/ drainage issues.
Sand Nourish Only – continue to sand nourish site as the only response to ongoing erosion events in the area.	\$2,500,000 per year depending on level of erosion events.	Currently unable to guarantee sand source or ability to replace sand during high erosion periods.
Other Options – Ongoing investigation and evaluation of other options such as cotton tree submerged groyne, pincushion to cotton tree groyne, artificial reef, sand rainbowing from Port of Brisbane (PBPL) as part of the current SEMP development.	\$125,000 to \$350,000 (study costs only). Est \$500,000 for annual PBPL program (50,000m3 only).	Ongoing options discussion as part of the organisational SEMP development.

Seawall Triggers

When examining the timings and triggers for implementation of a seawall construction at the site, a number of differing variables apply and are tabled below.

Treatment	Trigger	Cost	Comments
Seawall Central – undertake seawall construction after erosion event where < 15m of foreshore area is present and protection of assets cannot be guaranteed.	< 15 metres of foreshore area present.	\$3,500,000.	TMR led and funded work based on agreed trigger between EHP & TMR.
Seawall Southern - undertake seawall construction after erosion event where current seawall at Alexandra SLSC fails and protection of assets cannot be guaranteed.	Seawall failure at SLSC.	\$1,250,000	SCC led and funded work based on agreed trigger between EHP & SCC.

Treatment	Trigger	Cost	Comments
Seawall Northern – retreat two rows of sites associated with holiday park. Undertake seawall construction where erosion continues and if relocated assets cannot be protected. Work to progress north to SLSC as required and dependent on event severity.	Continued erosion after relocation of caravan park assets (two rows).	\$3,750,000 plus loss of park income of \$289k per year.	SCC led and funded work based on agreed trigger between EHP & SCC.

Summary

The intent of this report is to provide for council an overview and key recommendations for the range of options for continued protection of assets along the Maroochydore SLSC to Alexandra Headland SLSC coastline. This includes key triggers associated with implementation; lead agencies for construction of works; and cost estimates associated with the differing types of actions.

Any future staged construction must include a funding commitment from the state government given the exposure of state assets and council continues to progress these negotiations. In addition a future programmed (2014/2015) sand sourcing study for the site and a cost benefit business case for the retreat option associated with a portion of the Maroochydore Holiday Park is required to ensure the validity of the seawall recommendation.

Again the details of this project are being submitted to Council to seek endorsement to progress the project as per the report recommendations.

Legal

Currently Council retains contractual obligations to Surf Life Saving Australia for the provision of specified beach profile for the March 2016 Australian Surf Life Saving Championships. This contractual agreement states that Council will strictly comply with the beach profile specifications required for the event and will be in conformity of the specifications by no later than 1 January 2015.

Policy

Council's endorsement of this report is in line with the direction of the following organisational strategies:

- Waterways and Coastal Management Strategy 2011–2021
- Climate Change and Peak Oil Strategy 2010–2020
- Open Space Strategy 2011.

Additionally, council's Regional Strategy and Planning department have prepared a draft Shoreline Erosion Management Plan (SEMP) that is undergoing internal review. It is intended that the draft SEMP will be presented to council early 2014 for consideration. This report is in line with the draft SEMP.

In addition, this report and the council policies and draft SEMP mentioned above are consistent with the intent of several State statutory coastal planning instruments, including:

- Queensland Coastal Plan, which is the primary statutory plan under the *Coastal Protection and Management Act 1995* and comprises the 2012 Coastal Management Policy
- Coastal Protection State Planning Regulatory Provisions
- draft Single State Planning Policy (SPP).

Risk

Aside from the legal implications discussed above associated with Council's ability to comply with the beach profile specifications for the Australian Surf Life Saving Championships there are several notable risk elements associated with the various response options for Maroochy Beach that are respectively considered below.

The current beach renourishment option provides for interim protection measures for those assets and infrastructure noted above. Previous coastal processes studies have calculated an average design storm erosion width of 45m for this area with a design storm erosion volume of 240,000m³. Severe weather events could remove sand from the beach profile that had been deposited during the renourishment program. While in an erosion event the renourished beach profile would have functioned as a safety buffer for transport infrastructure and social and economic assets, replacement of the material will be required.

The permanent rock wall option provides greater certainty as a protection measure but incurs significant capital costs in construction. Research also indicates that permanent rock wall protection structures can result in a loss of the active beach system due to reflected wave energy off the structure during active erosion events.

A final risk identified would be associated with adverse community reaction to the proposal with a need to ensure that clear messages, through the range communication tools highlighted in the community engagement section of this report, are delivered to clarify the future wall design, intent, timings for construction, location, impacts and reason for 'last line of defence' requirement.

Previous Council Resolution

Ordinary Meeting 16 November 2011 (OM11/276)

(PSC) Item 4.2.1 Maroochy Beach Renourishment Treatment Proposal

That Council:

- receive and note the report titled "Maroochy Beach Renourishment Treatment Proposals";*
- endorse in principle the proposed sand renourishment program for the beach between Alexandra Headlands Surf Club and the Maroochy River mouth, noting that a further sand renourishment implementation report will be presented to Council detailing the operational logistics, effectiveness and detailed costs of the project;*
- commence investigations, analysis, design and costings of longer term shoreline protection options to inform Council's preparation of the draft Shore Line Erosion Management Plan;*
- endorse further negotiation with the Maroochy Surf Life Saving Club to determine a reasonable financial contribution towards the construction of a beach access ramp; and*
- subsequent to (d) above transfer the balance of the remaining \$600,000 from the Maroochy beach renourishment project into reserves for renourishment actions in the 2012 – 2013 financial year.*

Ordinary Meeting 18 October 2012 (OM12/151)

(PSC) Item 7.3.1 Maroochy Beach Renourishment Project Update

That Council:

- (a) receive and note the report titled "Maroochy Beach Renourishment Project Update";*
- (b) endorse the continuation of the project to construct a sand renourishment pipe line;*
- (c) note that the balance of the 2012/2013 capital project be placed into reserves and that in the 2013/2014 financial year a budget allocation of \$900,000 be provided to undertake a renourishment program of 125,000m³ at a forecast of \$1,400,000, as noted as the medium level of service, option two in this report; and*
- (d) bring forward the second dredging program, as noted as option two, medium level of service in this report, from 2017/2018 to the 2015/2016 financial year, and to do so allocate and place in reserves \$500,000 in 2014/2015 and \$500,000 in 2015/2016 financial years to fund a beach renourishment program of 75,000m³ at a forecast cost of \$1,000,000.*

Related Documentation

BMT WBM Pty Ltd was commissioned to provide the final draft Alexandra Headland to Maroochy Beach Seawall Development Application Report (Attachment 1).

Critical Dates

Key critical dates for construction work is associated with the future erosion based events and triggers detailed in this report.

Implementation

It is envisaged that any rock seawall construction would be undertaken post a significant erosion event in both a phased and dedicated process where lead agencies will fund and construct works based on those asset protection areas discussed in this report.

7.4.3 BRIBIE ISLAND TIDAL BREAKTHROUGH INVESTIGATION AND MANAGEMENT OPTIONS

File No:	ECM
Author:	Team Leader Planning Infrastructure Services Department
Attachments:	Att 1 - Ministerial Correspondence317
	Att 2 - Breakthrough Data.....319
	Att 3 - Factsheet 1329
	Att 4 - Factsheet 2333
	Att 5 - Factsheet 3335
	Att 6 - Aurecon Report (To be provided)339

PURPOSE

The purpose of this report is to present to council a summary of the issues, risks and the range of possible council actions associated with the probable tidal breakthrough of Bribie Island and subsequent possible impacts on the adjacent Golden Beach foreshore.

The report also outlines responsibilities of both council and the state government and seeks to create a formal partnership to action works and a response to prevent or manage any breakthrough occurrence associated with Bribie Island.

EXECUTIVE SUMMARY

In June 2013, council received correspondence from the Minister for Environment, Andrew Powell notifying council that in the view of the Queensland State Government that the erosion on the eastern side of the northern Bribie Island spit had reached a critical stage and that multiple breakthrough points could result with the severe weather events during the following summer season (See Attachment 1). Minister Powell suggested that council should consider protection works for the Golden Beach foreshore given the increased risk of tidal and storm surge inundation.

In response, and following subsequent correspondence by Mayor Jamieson to the Minister, a range of council and state government officers met with Minister Powell and Division 2 Councillor Tim Dwyer. While the purpose of the meeting was to initiate discussions with the State Government regarding the need for joint contingency planning the minister articulated four key points:

- (a) Bribie Island is a state government jurisdictional responsibility
- (b) erosion is a natural process and the state government would not recommend shoreline erosion mitigation works on Bribie Island itself
- (c) council should consider mitigation works for Golden Beach associated with one or multiple tidal breakthroughs on Bribie Island, and finally
- (d) the state government has no funds or resources to support council in responding to this current risk.

However, to progress the matter it was agreed at the meeting to initiate a joint contingency planning exercise that will consider risks, actions and roles. Council proposed that that the contingency plan would consist of two main parts:

- (1) a more thorough examination by the state government of the costs, benefits and sustainability of preventative tidal break through works on Bribie Island that would be initiated and funded by the state government and

(2) an analysis of shoreline erosion, asset protection and flood mitigation works that council would need to undertake in a break through scenario.

This also included a state government review of the statutory environmental controls (both state and federal) that currently regulate council's management and maintenance programs for the Pumicestone Passage and the Golden Beach Foreshore.

A further meeting was held on the 3rd October 2013 with attendees from both council and a range of state government departments to progress this contingency plan. At this stage no formal indication has been received by council that the state government accepts responsibility to initiate tidal break through preventive works on Bribie Island. However, at an officer's level, a request has been made for council to provide the state government an estimate of the time required to establish adequate foreshore protection works for Golden Beach, given a tidal break through scenario, that may inform a hypothetical and interim beach renourishment program at two likely break through points.

Currently council has programmed over the next five years \$1.8 million in capital and operational coastal protection works for the Golden Beach foreshore. However if the state government fails to initiate works on Bribie Island, in a worst case scenario, initial projections for council's expenditure over the next five years could be as high as \$14 million. Please note further detailed investigation, analysis and costings are required to accurately determine the scale and scope of works associated with break through conditions.

Previously Aurecon consulting engineers in 2009 were engaged to undertake a risk assessment of the implications to Bribie Island and the Golden Beach foreshore associated with tidal breakthrough/s on Bribie Island. In summary these moderate to extreme risks were associated with short to long term impacts of storm surge, an increase in the tidal range and eventually sea level rise.

In addition, it should be noted that a number of current long range storm forecasts (Oct 2013 to Apr 2014) show above average severe thunderstorms in southern Queensland and northern NSW (between 17 to 27 storms) and a near average (4 TC's) tropical cyclone activity summary for the eastern region.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled "Bribie Island Tidal Breakthrough Investigation and Management Options"**
- (b) support the development of a Memorandum of Understanding with the State Government detailing the state commitments for funding and initiating preventative tidal break through works on Bribie Island as well as reviewing both state and federal statutory constraints to support future council foreshore protection works**
- (c) write to the Premier detailing Council's position in relation to Golden Beach protection works and the importance of state support in considering preventative works on Bribie Island**
- (d) note that further detailed investigations and costings for Golden Beach foreshore protection works associated with a Bribie Island tidal breakthrough scenario will be presented to council for its consideration and**
- (e) endorse the continuation of integrated contingency planning and delivery of Council's foreshore protection works for Golden Beach.**

FINANCE AND RESOURCING

Council's previous and current (2013/2014) targeted foreshore protection works, both operational and capital works, for the Golden Beach area include:

Year	Beach Renourishment	Groyne Rehab	Rock / Seawall Rehab
2009/10	\$30,000	\$102,000	\$24,000
2010/11	\$30,000	\$ 52,000	\$272,000
2011/12	\$118,000	\$ 56,000	\$156,000
2012/13	\$110,000	\$215,000*	\$50,000
2013/14	\$104,000	\$321,000*	\$53,000

* Spending on both groyne and rock wall repairs

Beyond 2013/2014, the current ten year coastal capital program highlights a number of projects in the Golden Beach area that include:

Year	Capital Works
2014/15	\$70,000 groyne repair
2015/16	\$395,000 groyne/ seawall repair
2017/18	\$200,000 seawall repair

Note recurrent operational funds of approximately \$175,000 (2013/2014) plus CPI will apply in outer years.

The programs and funding allocations tabled above are based on a range of elements such as asset condition assessments, funding allocations and preliminary review of the draft SEMP. A further analysis of hazards, associated works and triggers for action (reflective of breakthrough conditions) is required to accurately forecast program budget allocations to respond to the probable risks associated with a breakthrough. However, if the state government fails to initiate preventative tidal break through works on Bribie Island, worst case scenario forecasts suggest over the next five years a possible \$14 million capital and operational investment required to implement Golden Beach foreshore protection works associated with a tidal breakthrough scenario. As noted above a detailed investigation and analysis is required to validate and accurately forecast protection work requirements. This analysis is programmed to occur in 2014/2015 budget year. The findings of which will be presented to council for its consideration.

Finally the responsibility for investigating, determining costs and initiating preventative breakthrough works on Bribie Island is a state government responsibility. The intent will be to secure a state government commitment to do so through the development of an Memorandum of Understanding as per the report recommendations.

CORPORATE PLAN

Corporate Plan Theme: *Ecological Sustainability*

Emerging Priority: 2.4 - Healthy waterways and foreshores

Strategy: 2.4.1 - Develop and implement a coastal management strategy

CONSULTATION

A range of both internal and external stakeholders were consulted as part of the development to this report.

Internal Consultation

- Councillor Tim Dwyer
- Executive Director Infrastructure Services
- A/Manager Environment policy
- Coastal Management Working Group

External Consultation

- Department of Environment and Heritage Protection
- Department of Agriculture, Fisheries and Forestry
- Department of National Parks, Recreation, Sport and Racing
- Andrew Powell MP
- Mark McArdle MP
- Aurecon Engineering Consultants

Community Engagement

A communication plan will be developed to highlight the range of actions associated with this contingency planning report to ensure key messages are delivered to the community.

In addition community consultation in relation to this issue will be undertaken as part of a broader coastal processes program currently under development.

A range of fact sheets have been available for a number of years associated with the outcomes of the Pumicestone Passage Advisory Task Force investigation.

PROPOSAL

Background

Bribie Island is considered a barrier island separating Pumicestone Passage from the Coral Sea. The northern end of the island spit is narrow with a low dune crest height and is vulnerable to current and emerging erosive forces resulting in a significant risk of simultaneous breakthroughs in multiple locations (see Attachment 2).

Council is monitoring four areas of potential tidal breakthrough using aerial and ground surveys and site inspections.

A breakthrough of northern Bribie Island is dependent on the dynamic balance of a number of factors. They include:

- ocean swells and locally generated waves
- tidal currents
- storm surge
- winds
- fresh water flows

The primary cause of the erosion in this area is a long term loss of sand to the north and south into the passage. Given there is no modern day source of replenishment to balance this loss, the island will continue to erode and retreat westward until a shoreline position is reached that is in balance with the local sand transport.

As this erosion continues the narrowest areas will become vulnerable to short term processes such as a major storm event. These events can result in a breakthrough occurring where storm waves wash across the island and lower the dunes where tidal flows can deepen the channel and create a new entrance.

It should be noted that a number of current long range storm forecasts (Oct 2013 to Apr 2014) show above average severe thunderstorms in southern Queensland and northern NSW (between 17 to 27 storms) and a near average (4 TC's) tropical cyclone activity summary for the eastern region.

Community concerns have been actively demonstrated over successive years regarding the potential risks and threats of a breakthrough. These concerns culminated in the formation of the Pumicestone Passage Advisory Task Force (PPATF) by the then Caloundra City Council in 2006. The membership of the taskforce included a range of local, state and federal stakeholders and was chaired by Cr Tim Dwyer.

The Taskforce disbanded in 2009 after completing a risk based investigation regarding the possibility and implications for a Bribie Island breakthrough. This investigation produced both the Aurecon report 'Bribie Island Tidal Breakthrough Risk Assessment' and "Shore Line Erosion Management Plan" along with the production of a number of community education fact sheets regarding the issue (see Attachment 3, 4 and 5).

Risk Assessment/ Treatment

In 2009 Aurecon consulting engineers were engaged to undertake a risk assessment of the implications to Bribie Island and the Golden Beach foreshore associated with tidal breakthrough/s on Bribie Island (see Attachment 6).

The final Aurecon report provided for the identification of a number of risks, SWOT analysis of the modeled results associated with these risks and a number recommendations.

In summary while a number of risks to people, property and environment were identified the primary risks modeled included:

- Tidal change range – high risk level associated with tidal range change with flooding consequences affect low lying areas
- Storm surge change – moderate risk level associated with storm surge propagation within the Passage
- Mean sea level change – extreme risk level vulnerability associated with long term global sea level rise (longer term planning horizon).

A range of risk treatments were examined from those available with the following short/ medium term results.

1. Implement monitoring

Advises the undertaking of a number of surveys (site, bathymetric, seismic & mangrove) to better understand both the response and result of action. Council currently undertakes monthly site surveys of four breakthrough areas (see Attachment 2).

2. Rehabilitation initiatives

Dune restoration/ rehab to be undertaken on the spit to assist in delaying/ reducing erosion threat. State identified as the agency responsible for this action.

3. Remedial works

Post storm monitoring and remedial works at both Golden Beach and the spit to promote site stabilisation. Council and the State the respective agencies responsible for these areas.

4. Dredging and foreshore nourishment

Council dredging and foreshore nourishment to protect mainland areas of Golden Beach will provide buffer to erosion.

5. Shore protection works

Undertake engineering foreshore protection works along the mainland of Golden Beach to provide a last line of defence. Council would lead this action and include sand nourishment to integrated into the open space attributes of the area.

Bribie Island Erosion Monitoring

While the State Government has jurisdictional control over Bribie Island, council has maintained an active monitoring program at the four potential breakthrough locations on the Island as shown in figure 1 below.

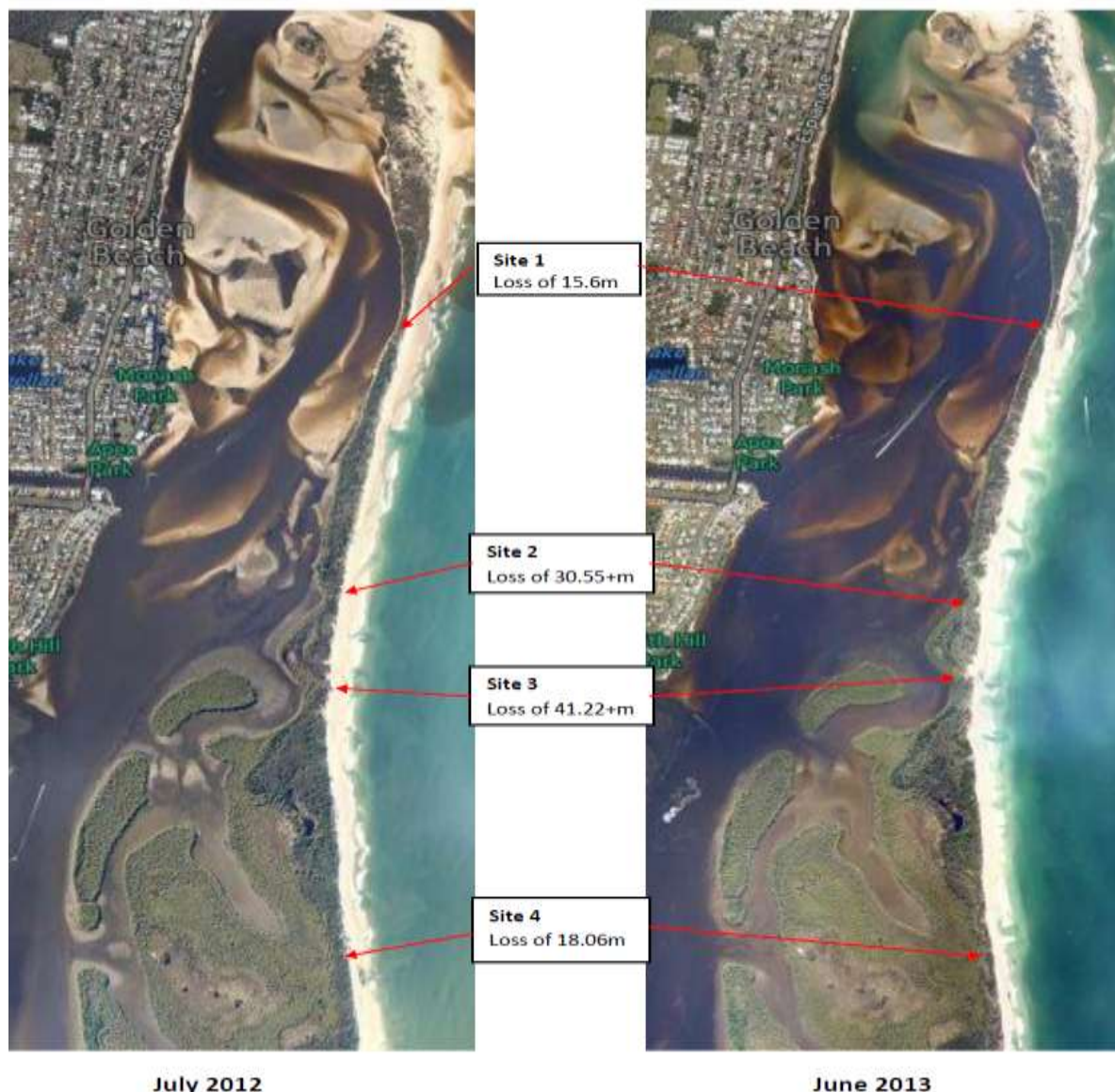


Figure 1 – Bribie Island monitoring point

The last two years has seen significant loss of dunal vegetation and regression of beach and dune profile in all of these locations as tabled below.

Site	GPS Position Information		Distance from Marker Peg to Dune Edge (m)					Total Loss of Dune since July 2012 (m)	Comments
	Easting	Northing	Jul-12	Feb-13	Mar-13	May-13	Jul-13		
Site BEM-01	26.824363	153.131815	25.89	17.09	13.09	12.11	10.29	15.60	Reference marker washed away
Site BEM-02A	26.83846	153.128922	30.55	19.80	11.10	8.29	No frontal dune present	30.55 +	Reference marker washed away
Site BEM-03A	26.84119	153.12859	41.22	30.70	14.30	12.50	No frontal dune present	41.22 +	Complete washover no frontal dune present
Site BEM-04	26.854845	153.129301	18.70	3.88	0.65	0.64	0.64	18.06	

Foreshore Protection Program (Options and Costs)

Within its capacity and regulatory conditions council has maintained an active foreshore protection program for the Golden Beach foreshore. This includes:

- rock wall upgrades
- beach renourishment program
- groyne establishment and upgrades
- vegetation embellishment at Bells Creek

Tabled below is the range of current protection works being undertaken and future estimates of works required based on current deliberations associated with the development of Council's Shoreline Erosion Management Plan (SEMP) and previous Aurecon risk assessment report.

Program	Year	Costs Est	Budget	Gap	Comments
Sand Renourishment Current -	09/10 to 13/14	N/A	\$392,000	\$0	
Groyne Replacement -	09/10 to 13/14	N/A	\$746,000	\$0	
Rock/ Seawall Replacement -	09/10 to 13/14	N/A	\$555,000	\$0	
Golden Beach Design and Approvals Plan	14/15	\$50,000	\$0	\$50,000	Future design, permit requirements, costs, erosion event modeling, sand requirements and triggers for action
Sand Renourishment Renewal/ New* -	14/15 onwards	\$10m	\$175,000 per year plus CPI	\$9.1m	Permit consolidation (north and south) and expansion of sand required
Groyne – Renewal/ New*	14/15 onwards	\$1.26m	\$267,500	\$1m	Triggers for construction will depend on erosion events on breakthrough
Seawall – Renewal/ New*	14/15 onwards	\$3.39m	\$397,500	\$3m	Triggers for construction will depend on erosion events on breakthrough

* Future design, permit requirements, costs, erosion event modeling, sand requirements and triggers for action will be identified as part of a comprehensive design and approvals plan in 2014/2015 for the coastline potentially impacted by the breakthrough.

However, as previously noted, this \$14m gap forecast is a worst case scenario over five years based on the failure of the state government to initiate preventative tidal break through works on Bribie Island. As noted detailed investigations and analysis is required to validate and accurately forecast protection work requirements. This analysis is programmed to occur in 2014/2015 budget year. The findings of which will be presented to council for its consideration.

The intent will be to secure a state government commitment to initiate and fund preventative Bribie Island tidal break through works which in turn should mitigate council's coastal protection forecast costs associated with a break through scenario.

Shoreline Erosion Management Plan

While the Shoreline Erosion Management Plan (SEMP) remains in draft form the works identified above remain consistent with the intent of the SEM. All options identified above are seen as 'preferred options'.

State Government Consultation

As noted above correspondence received in June 2013 from the Minister for Environment and Heritage Protection (Attachment 1) resulted in an initial meeting (06 August 2013) to discuss with the State Government the need for joint contingency planning to explore shoreline protection mechanisms for Bribie Island and Golden Beach along with a review of the statutory environmental controls (both state and federal) that currently regulate council's management and maintenance programs for the Pumicestone Passage and the Golden Beach Foreshore.

During this first meeting the State Government articulated four key points:

- Bribie Island is a state government jurisdictional responsibility
- erosion is a natural process and that the state government would not recommend shoreline erosion mitigation intervention on Bribie Island itself
- Council should consider mitigation works for Golden Beach associated with the risk of one or multiple breakthroughs on Bribie Island
- the State Government has no funds or resources to support council in responding to this current risk.

Subsequently a further meeting was held on 03 October 2013 with attendees from both council and a range of state government departments (Department of Environment and Heritage Protection; Department of Agriculture, Fisheries and Forestry; and Department of National Parks, Recreation, Sport and Racing).

This meeting focused on a number of key contingency planning elements including key timeframes associated with action. These elements included:

- summary of draft SEM, Aurecon Report, State Coastal Policy
- Bribie Island Erosion Management including state government actions and rationale
- Golden Beach Foreshore – priority areas and current works
- future Management Issues such as navigation management and dredging programs
- statutory frameworks (current and emerging) including potential federal devolving of environment approval responsibilities
- proposed works program – mainland designs, approvals, and triggers for action
- recommendations on way forward.

The outcomes of the meeting include:

- central point of contact for continuing communications
- State to formally investigate the feasibility, logistics, costs and statutory requirements to undertake beach renourishment on Bribie Island at critical break through points
- State to review the statutory frameworks and current constraints and the need to amend these based on the determination of council forecast works
- State on behalf of council advocate and liaise with the Federal Government regarding constraints to undertake works identified
- Council to advise State of the extent of the current coastal protection works and current budgets as well as provide an informed forecast on what further works will be

required to mitigate erosion and inundation impacts in the event of a breakthrough/s occurring.

Central to progressing the points listed above will be the development of a Memorandum of Understanding between the State and council which will provide the framework of cooperation and also document actions and investment by all stakeholders.

While the State Government has not advised council of any change in its intent is to allow natural processes to run their course at the spit and that impacts to the mainland should be managed through actions on the mainland, council was able to progress negotiations with the State that resulted in a commitment to investigate possible interim State managed works associated with placing sand (either by direct or indirect means) at key Island breakthrough/ overtopping points to afford council time to undertake a range of actions (e.g. permit consolidation, infrastructure design, storm event modeling) associated with protection works on the mainland.

Legal

Council has a range of legal obligations associated with a number of key pieces of legislation (both federal and state) in relation to undertaking any current and proposed works at the site.

Policy

Council's endorsement of this report is in line with the direction of the following organisational strategies:

- Waterways and Coastal Management Strategy 2011–2021
- Climate Change and Peak Oil Strategy 2010–2020
- Open Space Strategy 2011.

Additionally, council's Regional Strategy and Planning department have prepared a draft Shoreline Erosion Management Plan (SEMP) that is undergoing internal review. It is intended that the draft SEMF will be presented to council early 2014 for consideration. This report is in line with the draft SEMF.

In addition, this report and the council policies and draft SEMF mentioned above are consistent with the intent of several State statutory coastal planning instruments, including:

- Queensland Coastal Plan, which is the primary statutory plan under the *Coastal Protection and Management Act 1995* and comprises the 2012 Coastal Management Policy
- Coastal Protection State Planning Regulatory Provisions
- draft Single State Planning Policy (SPP).

Risk

The final Aurecon report (Attachment 6) provided for the identification of a number of risks, SWOT analysis of the modeled results associated with these risks and a number of recommendations.

In summary while a number of risks to people, property and environment were identified the primary risks modeled included:

- Tidal change range – high risk level associated with tidal range change with flooding consequences affect low lying areas
- Storm surge change – moderate risk level associated with storm surge propagation within the Passage

- Mean sea level change – extreme risk level vulnerability associated with long term global sea level rise (longer term planning horizon).

A range of risk treatments were examined from those available with the following short/medium term results.

- Implement monitoring
- Rehabilitation initiatives
- Remedial works
- Dredging and foreshore nourishment
- Shore protection works

These findings provide the basis to the key recommendations of the report.

A final risk identified would be associated with adverse community reaction to the risks highlighted and contingency planning details associated with this Report. This reinforces the need to ensure that clear messages, through the communication tools highlighted in the community engagement section of this report, are delivered to clarify the intent of council and state actions and key deliverables and timings associated with any works.

Previous Council Resolution

Three previous (Caloundra City Council/ Sunshine Coast Council) resolutions apply.

Caloundra City Council – Notice of Motion (General Meeting 16 March 2006)

Resolution (06/96)

That the Chief Executive Officer urgently form a Pumicestone Passage taskforce to address a variety of issues associated with the Pumicestone Passage Waterway between Bells Creek and the Caloundra bar. The taskforce is to include appropriate Council officers and Councillors, interested community persons and appropriate State Government representatives. The taskforce would prepare a prioritised list of the issues and produce a detailed action plan and associated strategies to address those issues.

Caloundra City Council (06/422) – 23 November 2006

Resolution (06/422)

That:

- Report No. 20061113.cs.01 from Principal Policy Officer (Environment) C Savage, dated 13 November, 2006, be received and noted;*
- a surveyor be commissioned to establish permanent markers for height datum at three sites of potential breakthrough on Bribie Island;*
- photo-monitoring and monitoring of beach profiles at three sites of potential breakthrough on Bribie Island be undertaken to establish baseline data;*
- aerial photography survey of Pumicestone Passage be undertaken;*
- a federal grant be applied for to undertake a risk assessment of potential impact to adjacent development and foreshore infrastructure in the event of a breakthrough of Bribie Island;*
- regularly reporting to the wider community be undertaken on the status and findings of the Pumicestone Passage Advisory Task Force and Council endorsed actions and as specified in section 17 of the report identified in (a) above;*
- an information brochure on the Pumicestone Passage be drafted and targeted at residents and visitors of the Passage, to highlight environmental values and*

recreational opportunities of the Passage, government jurisdictions and current management of the area;

- (h) funding for (b) to (g) above be provided from current program funding and application of federal grant as specified in section 13 and 14 of the report identified in (a) above;*
- (i) a letter of request be forwarded to Queensland Environment Protection Agency and Department of Primary Industries and Fisheries to identify location of oyster bed rubble pile(s) within the Passage and to advise if these rubble pile(s) have any impact on the Pumicestone Passage channel location and subsequent erosion at the Bluehole; and*
- (j) members of the Pumicestone Passage Advisory Task Force be acknowledged.*

Sunshine Coast Council – Notice of Motion (Ordinary Meeting 25 July 2013)

Council Resolution (OM13/1)

That Council authorise the Chief Executive Officer to continue negotiations with the Queensland State Government in relation to the situation referred to as the Bribie Island breakthrough to seek proactive coastal protection measures by the State Government including, but not limited to, sand nourishment/sand replenishment program, improvements to groynes and enhancement of coastal vegetation buffers.

Related Documentation

Aurecon Engineering Consultant Report - Bribie Island Tidal Breakthrough Risk Assessment (Attachment 6).

Critical Dates

Key critical dates for this report are as tabled in the Foreshore Protection Program (Options and Costs) section of this Report.

Implementation

Implementation elements associated with this Report are as tabled in the Foreshore Protection Program (Options and Costs) section of this Report.

7.4.4 TRAFFIC MANAGEMENT - LAMEROUGH PARADE AND SIR JOSEPH BANKS DRIVE, PELICAN WATERS

File No:	ECM 22/8/2013
Author:	Traffic Engineer Infrastructure Services Department
Attachments:	Att 1 - Host Letter from Queensland Ombudsman 349 Att 2 - Traffic Survey Data - Sir Joseph Banks Drive..... 355 Att 3 - Speed Limit Review - Sir Joseph Banks Drive (<i>Under Separate Cover</i>) Att Pg 457 Att 4 - Road Safety Report - Sir Joseph Banks Drive (<i>Under Separate Cover</i>) Att Pg 505

PURPOSE

The purpose of this report is to respond to the Queensland Ombudsman's recommendation that council officers submit a report to Council on the installation and removal of traffic calming on Lamerough Parade and Sir Joseph Banks Drive, Pelican Waters and seek Council's ratification of a community decision to remove the traffic calming devices.

EXECUTIVE SUMMARY

In 2012, as a result of a complaint from a resident regarding council's decision to remove speed calming devices, the Queensland Ombudsman undertook a review of council officers' actions and decisions. As part of their review the Queensland Ombudsman wrote to council and advised that his proposed opinion was that the removal was unreasonable and recommended a report be presented to council. Council's Complaints Management Officer has been in contact with the Ombudsman's office and agreed a report would be prepared for council.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled "Traffic Management - Lamerough Parade and Sir Joseph Banks Drive, Pelican Waters"**
- (b) resolve not to reinstate traffic calming devices on Lamerough Parade and Sir Joseph Banks Drive, Pelican Waters**
- (c) take no further action at this time to increase the speed limit in Lamerough Parade and Sir Joseph Banks Drive from 50 km/h to 60 km/h and**
- (d) advise the Queensland Ombudsman and residents of Lamerough Parade, Sir Joseph Banks Drive, Godwin Place, Grace Court, Pamphlet Place, Stirling Castle Court, Tripcony Court, Cowiebank Place and Fort Place of council's decision.**

FINANCE AND RESOURCING

The council purchased and had installed nine speed cushions. These have been subsequently removed and used at other locations. The cost of installation and removal was \$8,800.

There are no costs involved in implementing the actions recommended by this report other than advising residents of council's decision. These are covered by the operational budget.

CORPORATE PLAN

Corporate Plan Theme: *Accessibility and connectedness*

Emerging Priority: 6.1 - A transport system that allows ease of movement

Strategy: 6.1.2 - In partnership with all levels of government, build and maintain a high quality transport network

Corporate Plan Theme: *Great governance*

Emerging Priority: 8.1 - Ethical, accountable and transparent decision-making

Strategy: 8.1.3 - Councillors and employees are aware of the importance of ethical behaviour, compliance with codes of conduct and providing complete information and advice

CONSULTATION

Internal Consultation

Internal consultation was undertaken with the following;

- Divisional Councillor
- Manager, Transport and Engineering Services
- Traffic Engineer – Transport and Engineering Services
- Team Leader – Engineering and Environment Team (Caloundra City Council)
- Complaints Management Officer

This consultation took place in the form of meetings and e-mails over several years from 2008 through to 2013.

External Consultation

The Divisional Councillor and council's traffic engineer attended a public meeting at the Caloundra Indoor Bowls Club in Burke Street, Golden Beach on 8 November 2008. The meeting was organised by the local residents' action group which, at that stage, consisted of three residents. The meeting raised issues with speed and volume of vehicles on Lamerough Parade and Sir Joseph Banks Drive. During the meeting the residents requested council consider several treatments including:

- closing the road
- introducing load limits
- installing 50 km/h speed signs
- installing 'Local Traffic Only' signs
- installing traffic calming devices and / or
- reducing the classification of the road from a Trunk Collector road to a Collector road.

With continued contact from residents, in May 2010, council decided to install "speed cushions" as a trial device that is relatively inexpensive to install and remove. In response to community concern over the installation of speed cushion devices, the Divisional Councillor called a public meeting on 4 August 2010 to give all residents in the area an opportunity to

provide their feedback. There were 122 people who attended the meeting and put forward their views on the suitability, or otherwise, of the traffic calming treatment. During the meeting a vote was taken on whether to remove all of the speed cushions or only remove every second speed cushion. A show of hands indicated that 72 attendees wanted all of the speed cushions removed and 42 votes to retain the speed cushions but remove every second treatment.

Subsequent to the meeting, the Divisional Councillor sent a letter to 308 households (one vote per household) asking for a formal vote for either removal of 'all traffic calming devices' or the removal of 'every second traffic calming device'. There were 212 responses (69% response rate) of which 109 households voted for removal of all speed cushions, 94 voted for removal of every second speed cushion and 9 responses not supporting either action. Based on this response it was decided all speed cushions would be removed.

Community Engagement

As noted above the Divisional Councillor attended public meetings in November 2008 and August 2010 and also wrote to 308 households in September 2010 seeking feedback on the speed cushion installation.

PROPOSAL

The Queensland Ombudsman has, following a review of a resident's complaint, recommended that a report be submitted to Council providing information on the installation and removal of traffic calming devices in Lamerough Parade and Sir Joseph Banks Drive.

Background

Pre-installation

Between May 2007 and May 2010 council received numerous requests from three residents of Lamerough Parade and Sir Joseph Banks Drive who were concerned with the volume and speed of vehicle past their homes.

In response to those requests council carried out numerous traffic surveys at 4 locations in Lamerough Parade and Sir Joseph Banks Drive between 2008 and 2013. In summary the counts confirmed the 85th percentile vehicle speeds were between 59 km/h and 61 km/h and that vehicle volumes were between 1055 and 1500 vehicles per day. This is consistent with expected road use and did not present any concerns for council's Traffic Engineers.

Advice was given to the Divisional Councillor and the resident's representatives that:

- Lamerough Parade and Sir Joseph Banks Drive are trunk collector roads in the adopted Road Hierarchy within the 2001 Caloundra City Development Design Planning Scheme Policy.
- Trunk collector roads can carry up to 10,000 vehicles per day and generally have a posted speed limit of 60 km/h.
- Vehicle volumes recorded on these roads were well below what could normally be expected on a trunk collector road.
- The traffic survey indicated that the majority of motorists were travelling between 50 km/h and 60 km/h which is consistent with the road's classification, but at the upper limit of what is considered acceptable for a 50 km/h speed limit.

Council officers also arranged for this information to be passed to Queensland Police for their attention.

The residents' representatives continued to lobby for the installation of several traffic calming devices at locations and intersections along the Lamerough Parade and Sir Joseph Banks Drive to force motorists to adhere to the 50 km/h speed limit. In response to the residents' continuing concerns the Divisional Councillor requested advice from Transport and

Engineering Services staff on the installation of *trial* traffic calming devices to evaluate the effectiveness of the devices and the level of community acceptance.

As staff had reservations with the wider impact of the installation of traffic calming devices, the recommendation provided to the Divisional Councillor was to install 10 removable speed cushions at an average spacing of 130 meters to encourage drivers to adhere to the 50 kilometre per hour speed limit. Speed cushions were chosen as they:

- can be straddled by larger emergency services vehicles and therefore response times to emergencies are not affected
- are a relatively low cost and quiet treatment
- can be removed without major damage to the road surface.

The ease of removal, without damage to the road, was seen as important consideration as previous installations of traffic calming devices in other locations in the region have been removed as a result of community demands due to devices causing increased traffic noise and inconvenience for local residents.

A roundabout at the intersection of Lamerough Parade and Sir Joseph Banks Drive was also initially included in the 2011/2012 Capital Works Program to form an integral component of the traffic calming works. Council's Traffic Engineer door knocked residents in the vicinity with a concept design for the roundabout and all residents involved rejected the proposal. The project for the roundabout construction was dropped from the Capital Works Program as a result of this negative feedback from the community.

Installation

The Divisional Councillor agreed with the officer's recommendation for 10 removable speed cushions at an average spacing of 130 meters and officers proceeded to prepare for the installation.

Prior to the installation of the devices in May 2010, a Project News was sent out to residents in the vicinity of the proposed speed cushion locations and concerns were received about the location of three of the devices. Minor adjustments were made to two of the speed cushion locations addressing the residents' concerns and one location at the eastern end of Lamerough Parade was deleted after consultation with the Divisional Councillor. In May 2010 9 speed cushion devices were installed, 3 in Lamerough Parade and 6 in Sir Joseph Banks Drive.

Whilst installed the speed cushion treatment achieved an average 16% reduction in speed from an 85th percentile speed of vehicles travelling at 60 km/h to an average of 50 km/h. During the period when the speed cushions were installed (the period) it was also noted that there was a volume reduction of 34% from 1241 vehicle per day to 815 vehicles per day.

Post Installation

From May 2010 and August 2010 council received a number of complaints from customers regarding the speed calming devices. Customers were requesting that council remove the devices noting the following concerns/comments:

- the number of devices was excessive.
- increased traffic noise, and specifically the noise generated by tradesman's vehicles travelling over the speed cushions.
- increased danger for pedestrians due to drivers driving onto the footpath to avoid the speed cushions.

- driver discomfort and inconvenience for motorists who lived in the streets off Lamerough Parade and Sir Joseph Banks Drive.
- the number of devices caused unnecessary delays and discomfort while travelling to and from their homes several times a day.

As a result of the increasing number of request for the removal of the speed cushions the Divisional Councillor called a public meeting on 4 August 2010 to discuss the project and seek community feedback. The result of the meeting was that residents in attendance requested a vote on the removal of the speed cushions. The result was 72 votes for the removal of all speed cushions treatments and 42 votes for the removal of every second speed cushion treatment. No vote was taken to retain all of the devices due to the community feedback already received.

Following the meeting the Divisional Councillor in consultation with staff determined that the vote would be ratified by a mail out survey to 308 households (all residents of Lamerough Parade, Sir Joseph Banks Drive, Godwin Place, Grace Court, Pamphlet Place, Stirling Castle Court, Tripcony Court, Cowiebank Place and Fort Place. One vote per household was sought on the following options;

- Option 1 – Removal of all traffic calming devices in Lamerough Parade and Sir Joseph Banks Drive.
- Option 2 – Removal of every second traffic calming device in Lamerough Parade and Sir Joseph Banks Drive.

The result of this vote was 109 votes in favour of Option 1 and 94 votes in favour of Option 2. There were also 9 votes against these options.

Decision to remove

As a result of the vote received from the letter survey and in consultation with the Divisional Councillor, it was determined that half of the speed cushion treatments would be removed in December 2010 and the remainder in January 2011. Additional traffic counts were carried out in August 2011, July 2012 and March 2013 in response to repeated requests from a resident to reinstall traffic calming treatments in Lamerough Parade and Sir Joseph Banks Drive.

Post Removal

Despite repeated requests for the reinstatement of the traffic calming devices by one resident in Sir Joseph Banks Drive, the staff and the Divisional Councillor agreed with the residents vote, and responded to the one resident to confirm council does not intend to reinstall traffic calming devices and that issues of vehicles breaking the speed limit should be referred to Queensland Police. The resident has subsequently raised a complaint with the Queensland Ombudsman who has reviewed the complaint and provided recommendations to Council.

Queensland Ombudsman's Option and Recommendations

As a result of the complaint, the Queensland Ombudsman wrote to council and advised that his proposed opinion was that the removal was unreasonable and recommended a report be presented to council. The Ombudsman's letter dated 17 January 2013 is provided as attachment. The following addresses the recommendations in the letter. Council's Complaints Management Officer has been in contacted with the Ombudsman's office and agreed a report would be prepared for council.

Council has carried out repeat traffic counts at four locations on Lamerough Parade and Sir Joseph Banks Drive, the details are provided in attachment 2.

The current road hierarchy for Lamerough Parade and Sir Joseph Banks Drive under the adopted 2001 Caloundra City Development Design Planning Scheme Policy is a 'trunk collector' road. Trunk collector roads are classified as having:

- No Access Distributer Road providing a connection between residential areas and arterial road systems'
- traffic capacity of up to 10,000 vehicles per day, and
- a design speed of 60 km/h.

The volume of traffic using these roads is significantly less than the adopted hierarchy and the speeds are consistent with the design speed limit. They are slightly greater than the posted speed limit of 50 km/h

It can be seen in the traffic count summary tables above that traffic volumes dropped after the installation of the speed cushion treatment. This volume reduction is likely due to through traffic diverting to other roads in the area, such as Nelson Street, Landsborough Parade and Wavell Avenue.

Vehicle speeds dropped by on average from 60.1km/h to 50.1km/h. This result was expected, and the spacing between treatments was specifically designed to achieve these results. Thus the speed cushions met their intended objective. Had the spacing between devices been increased, thereby reducing the number of devices, it is expected vehicle speeds would not have reduced as dramatically.

Once the speed cushion treatments were removed, traffic volumes and speeds gradually increased to levels the same or slightly less than those pre-installation.

It is unfortunate that council is often entangled in complaints about speeding. This illegal activity is a matter for the Queensland Police Service. Council has installed devices to attempt to restrict speed. This can be detrimental as it can impact upon emergency vehicle access. One advantage of the speed cushion devices is that they may be straddled by a fire truck. However they do impact ambulance travel.

A good reason not to install speed humps of any type is the noise impact. Whilst the speed cushions are constructed from recycled rubber material and are not as harsh on vehicle suspension as similarly shaped asphalt or concrete speed humps. While this reduces the potential noise impacts, the actual noise levels are also influenced by the road user. In the case of the Lamerough Parade and Sir Joseph Banks Drive speed cushions, residents reported increased noise levels and most notably for trade utilities or vehicles towing trailers. Loose items in the utility trays or trailers increased noise levels, particularly early in the morning.

Given officers' expectations that the devices would likely meet vocal community disapproval it was critical any device installed could be removed if and when required without significant damage to the road surface. The devices chosen in this instance achieved this outcome well. The ability to reuse the speed cushions after they were removed was important and the devices have since been installed at other locations. The cost for the installation and removal of the 9 speed cushion devices was within the budget and cost \$8,800.

No engineering risk analysis was undertaken or considered during the decision to remove the speed cushion treatments from Lamerough Parade and Sir Joseph Banks Drive as the removal was based on the views of the majority of residents in the area. The removal of the devices was returning the roads to their normal function and no greater risk was being created.

A search of the Queensland Transport crash database was undertaken to assess the existing crash risk on Lamerough Parade and Sir Joseph Banks Drive. The search identified one crash between 1993 and 2013 which occurred in 2004 and was a result of a drunk driver

leaving the road and hitting a light pole. Based on no recorded crashes attributed to road geometry or vehicle speed the risk of a severe crash is considered low.

A speed limit review of Lamerough Parade and Sir Joseph Banks Drive was recently carried out by an independent engineering consultant and the report recommended that the speed limit be increased from 50 km/h to 60 km/h (refer Attachment 3). This report was carried out in accordance with the requirements of Part 4 – Speed Controls of the Queensland Manual of Uniform Traffic Control Devices and considered:

- the type of roadside development,
- the form and function of the roads,
- existing vehicle speeds and
- crash history.

A road safety audit of Lamerough Parade and Sir Joseph Banks Drive was also carried out. This audit is required under the Manual of Uniform traffic Control Devices if an increased speed limit is recommended (refer Attachment 4). The audit recommended a number of deficiencies which would need to be rectified if the speed limit was to be increased, as per the recommendation. These works include:

- Improved pedestrian and cyclist warning signs
- Replacement of existing regulatory signs
- Trimming of vegetation to improve sight lines
- Installation of centre line and retro reflective pavement markers
- Painting the edge of kerb outbuilds and noses of traffic islands
- Pavement and kerb and channel rehabilitation
- Upgrading of street lighting

The improvements to sight lines, signage and line marking should be undertaken irrespective of the decision regarding the speed limit. This work is able to be funded from existing maintenance budgets.

Pavement rehabilitation, additional street lighting and kerb realignments would be subject to scheduling in the future capital works budget and would only be necessary at this time if the speed limit was increased. An increase in the speed limit to 60 km/h, while technically appropriate, is unlikely to gain the support of the residents of Lamerough Parade and Sir Joseph Banks Drive. The new planning scheme is likely to reduce the hierarchy level of these roads as their current function is less than that of a trunk collector. This would also include a typical speed limit of 50 km/h. Hence the recommendation that council take no further action at this time to increase the speed limit in Lamerough Parade and Sir Joseph Banks Drive from 50 km/h to 60 km/h.

The road safety audit did not identify any demonstrated need to install traffic calming in these locations.

Legal

Council is required to manage its local road network. This should be based upon sound engineering practice and State laws.

Policy

There are no policy implications as a result of this report.

Risk

No traffic risk needs to be addressed at this time.

Previous Council Resolution

There is no previous council resolution relevant to this report.

Related Documentation

- Queensland Manual of Uniform Traffic Control Devices, Part 4 – Speed Controls
- Austroads Guide to Traffic Management, Part 8 – Local Area Traffic Management
- Road Safety Audit – roadpro Consulting
- Speed Limit Review – roadpro Consulting

Critical Dates

There are no critical dates relevant to this report. However, it is noted that the Queensland Ombudsman has requested a report be presented to council and that their office be kept informed on the progress of this matter.

Implementation

Minor improvements identified in the road safety audit will be undertaken under routine maintenance during the next few months.

7.5 EXECUTIVE OFFICE

Nil

8 NOTIFIED MOTIONS**9 TABLING OF PETITIONS**

Petitions only eligible for submission if:

- * Legible
- * Have purpose of the petition on top of each page
- * Contain at least 10 signatures
- * Motion limited to:
 - Petition received and referred to a future meeting
 - Petition received and referred to the Chief Executive Officer for report and consideration of recommendation
 - Petition not be received

10 CONFIDENTIAL SESSION**10.1 FINANCE AND BUSINESS****10.1.1 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - QUARTERLY
PROGRESS REPORT - QUARTER 1, 2013/2014**

File No: Statutory Meeting
Author: Corporate Planning & Reporting Manager
Finance & Business Department

This report is confidential in accordance with section 275 (f) of the *Local Government Regulation 2012* as it contains information relating to starting or defending legal proceedings involving the local government.

10.2 REGIONAL STRATEGY AND PLANNING**10.2.1 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - PROPOSED
PARTNERSHIP**

File No: Statutory Meeting
Author: Coordinator Social and Housing Planning
Regional Strategy & Planning Department

This report is confidential in accordance with section 275 (h) of the *Local Government Regulation 2012* as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage.

10.3 COMMUNITY SERVICES

Nil

10.4 INFRASTRUCTURE SERVICES**10.4.1 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - LANDSLIP
REMEDIAION WORKS UPDATE**

File No: 21546
Author: Team Leader Project Delivery Services (South)
Infrastructure Services Department

This report is confidential in accordance with section 275 (f) of the *Local Government Regulation 2012* as it contains information relating to starting or defending legal proceedings involving the local government.

**10.4.2 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - BUS SHELTER
CONTRACTS**

File No: Traffic and Transport
Authors: Integrated Transport Manager
Infrastructure Services Department
Manager Transport and Engineering Services
Infrastructure Services Department

This report is confidential in accordance with section 275 (h) of the *Local Government Regulation 2012* as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage.

10.4.3 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - ACQUISITION OF LAND

File No: Project No: 20577
Author: Project Coordinator
Infrastructure Services Department

This report is confidential in accordance with section 275 (h) of the *Local Government Regulation 2012* as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage.

10.5 EXECUTIVE OFFICE**10.5.1 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - PLANNING APPEAL - LITTLE MOUNTAIN****File No:** Statutory Meeting**Author:** Solicitor
Executive Office

This report is confidential in accordance with section 275 (f) of the *Local Government Regulation 2012* as it contains information relating to starting or defending legal proceedings involving the local government.

10.5.2 CONFIDENTIAL - NOT FOR PUBLIC RELEASE - AMENDMENTS TO PARTICIPATION AGREEMENT WITH UNITYWATER**File No:** Unitywater**Author:** Executive Director
Executive Office

This report is confidential in accordance with section 275 (e) of the *Local Government Regulation 2012* as it contains information relating to contracts proposed to be made by it.

11 NEXT MEETING

The next Ordinary Meeting will be held on 12 December 2013 in the Council Chambers, 9 Pelican Street, Tewantin.

12 MEETING CLOSURE