

19.3 SOUTHERN THORNLANDS POTENTIAL FUTURE GROWTH AREA

Objective Reference:**Authorising Officer:** Louise Rusan, General Manager Community & Customer Services**Responsible Officer:** David Jeanes, Group Manager City Planning & Assessment**Report Author:** Dean Butcher, Strategic Planner

- Attachments:**
1. Planning History Fact Sheet [↓](#)
 2. Southern Thornlands Potential Future Growth Area Planning Report and Appendices - Confidential [↓](#)
 3. Overview of the Southern Thornlands Potential Future Growth Area Planning Report, Thornlands Integrated Employment Area Employment and Enterprise Needs Assessment and Draft CDM Smith Economic Feasibility Assessment - Confidential [↓](#)
 4. Southern Thornlands Potential Future Growth Area Potential Future Land Use Options - Confidential [↓](#)
 5. Options for amending the Redland City Plan and South East Queensland Regional Plan (ShapingSEQ) - Confidential [↓](#)
 6. Cover Letter and Ministerial Direction Notice (23 July 2020) [↓](#)

The Council is satisfied that, pursuant to Section 275(1) of the *Local Government Regulation 2012*, the information to be received, discussed or considered in relation to this agenda item is:

- (h) *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.*

PURPOSE

To finalise investigations of the Southern Thornlands Potential Future Growth Area (STPFGA) and recommend a preferred future land use intent for the area and to identify any required changes to City Plan and the South East Queensland Regional Plan to achieve the preferred future land use intent for the STPFGA.

BACKGROUND

An overview of recent project developments is outlined below:

- Council wrote to the Treasurer and Minister for Infrastructure and Planning (the Planning Minister) on 25 February 2020 confirming that at its General Meeting on 12 February 2020, Council adopted the 2019-20 Annual Budget Review and allocated funds to undertake further investigations of the STPFGA. The letter also advised that technical investigations into the suitability of the STPFGA for urban use had commenced and were expected to be completed by the end of the 2019-20 financial year.
- On 23 June 2020 the Planning Minister wrote to Council advising that he was considering exercising his powers under section 26 of the *Planning Act 2016* to require Council to take actions as set out in an enclosed draft Ministerial Direction Notice. The draft Ministerial Direction Notice required Council to:

- *Complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled ShapingSEQ dated August 2017, at paragraph 14 on page 114, by 14 August 2020.*
- *Provide a written report to me with respect to the investigation (the investigation report), by 30 August 2020.*
- *The investigation report is to be accompanied by a statement from the council that identifies whether the council considers any amendments should be made to the Redland City Plan 2018 as a result of the investigation, and the reasons for the council's position on this.*
- Council provided a written response to the Minister's letter on 29 June 2020.
- On 23 July 2020 the Planning Minister wrote a further letter to Council advising that he had deemed it necessary to exercise his powers under section 26 of the *Planning Act 2016* to require Council to take the actions as set out in an enclosed Ministerial Direction Notice.
- The Ministerial Direction Notice directs Council, in accordance with section 26 of the *Planning Act 2016* to:
 - *Write to landowners in the Southern Thornlands area (the relevant landowners), shown in Figure 1 of the Project Plan dated September 2019 and included with the letter to me dated 23 October 2019, by 29 July 2020 informing them of your investigation, enclosing the Project Plan and asking for views by 14 August 2020 and inviting them to a landowner forum about the investigation.*
 - *Between 31 July 2020 and 11 August 2020 hold a forum with landowners, in a manner that is consistent with the Queensland Government's COVID-19 restrictions in effect at the time, providing an update of the investigations completed to date and granting participants an opportunity to ask questions at the forum.*
 - *Complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled ShapingSEQ dated August 2017, at paragraph 14 on page 114, by 16 September 2020.*
 - *Provide a written report to me with respect to the investigation (the investigation report), by 25 September 2020.*
 - *The investigation report is to be accompanied by a statement from the council that identifies how the council has responded to landowner views, whether the council considers any amendments should be made to the Redland City Plan 2018 as a result of the investigation, and the reasons for the council's position on this.*
- Council responded to the Planning Minister's Ministerial Direction Notice by letter dated 29 July 2020. The letter confirmed that a confidential Council report will be presented to the General Meeting on 5 August 2020 to determine Council's position on the release of the Project Plan.
- At the General Meeting on 5 August 2020, Council resolved as follows:
 - *To confirm that a further report will be tabled at a General Meeting of Council on or prior to 16 September 2020, which considers the outcomes of the planning investigations of the STPFGA.*

- *To submit a written report confirming whether any amendments are proposed to be made to City Plan as a result of the planning investigations of the STPFGA to the Planning Minister on or prior to 25 September 2020.*
- Since the 5 August 2020 General Meeting, Council has established a project web page for the STPFGA on its YourSay site. In addition, a number of briefing sessions have been undertaken with Councillors to progress the finalisation of STPFGA investigations.

ISSUES

Issues are discussed in this section as well as the relevant attachments. A high level overview of the report attachments is provided below.

Attachment 1: Southern Thornlands Planning History – Provides an overview of planning history from 2004 onwards.

Attachment 2: STPFGA Planning Report & Appendices (Mapping) – The STPFGA Planning Report provides a desktop evaluation of planning opportunities and constraints that exist within the study area. With input from Redland Waste and Water, it also examines the ability to service the STPFGA with trunk water and waste infrastructure, including identification of preliminary costs.

Attachment 3: Overview of the STPFGA Planning Report, Thornlands Integrated Employment Area (TIEA) Employment and Enterprise Needs Assessment and Draft CDM Smith Economic Feasibility Assessment – Provides a summary of key findings and identifies a need for further investigations to be undertaken to confirm the quantum of land required for industrial purposes in the city to 2041.

Attachment 4: STPFGA Potential Future Land Use Options – Discusses the potential future land use mix that may be accommodated in the STPFGA.

Attachment 5: Options for amending City Plan and South East Queensland Regional Plan (*ShapingSEQ*) – Outlines Council's options with regard to reflecting its preferred future land use intent for the STPFGA within City Plan and South East Queensland Regional Plan.

Attachment 6: Cover Letter and Ministerial Direction Notice (23 July 2020) – Correspondence and Ministerial Direction notice provided by the Planning Minister.

In addition to finalising investigations of the STPFGA, Council must also consider whether it has a sufficient supply of industrial land in the city to meet the minimum supply benchmarks sought by *ShapingSEQ* to 2041.

In the State Government's most recent Land Supply and Development Monitoring Report from 2019, compiled as part of its Growth Management Program, it was found that the capacity and realistic availability of planned industrial employment supply in Redland City is less than the minimum 15 years of supply sought by *ShapingSEQ*. The report notes the STPFGA is being investigated for future employment purposes.

Although addressing this shortfall is not an action that the Ministerial Direction requires Council to complete in the short term, it is considered appropriate in responding to the Planning Minister to also outline how Council intends to address any potential shortfalls of industrial land supply to 2041. A preliminary review of the industrial employment forecasts and industrial land requirements has identified the need for a more detailed review to confirm the industrial land shortfall.

COVID-19 Pandemic and the future economic outlook

The COVID-19 pandemic has, and is expected to continue to have, a substantial negative impact on economic activity in Redland City and the broader economy.

Recently, Profile ID¹ published a new COVID-19 Economic Outlook Tool to highlight economic and industrial impacts at the local government area level. For Redland City, the following headline figures are worth noting:

- Gross Regional Product is forecast to fall by -11.0% in the June Quarter 2020.
- Local Jobs are forecast to fall by -7.7% in the June Quarter 2020. This equates to a fall of 3755 local jobs.
- If JobKeeper recipient impacts are included, the employment fall is estimated at 12.8% (6257 jobs).

Based on the limited data at hand, it is reasonable to expect that at least in the short term, economic contraction is likely to continue until successful COVID-19 treatments are developed and implemented.

More importantly, it must be acknowledged that COVID-19 may have longer term impacts on economic growth and job creation in the city that this may reduce future demand for employment generating land.

The impact of the COVID-19 pandemic needs to be considered as part of the detailed review of the industrial employment projections.

Community consultation activities

Regardless of whether or not Council decides to make an amendment to City Plan, community consultation activities will be required to inform landowners within the STPGA and members of the broader community about the findings of the investigations undertaken and Council's decision.

If Council resolves to make a major amendment to City Plan (Scenario 1), the process provided for in the Minister's Guidelines and Rules (MGR) stipulates that public consultation activities must be undertaken for a minimum period of 20 days. The process allows for any individual to make a submission on the proposed amendment and for those matters (where based on relevant on planning grounds), to be considered and addressed by Council in a public submission report.

If Council makes a decision not to make an amendment to City Plan (Scenario 2), community consultation should still be undertaken to ensure the community is aware of the process that was followed and the reasons for Council's decision.

For the purpose of this report, it has been assumed that community consultation activities would be undertaken:

- For Scenario 1: following the State Interest Review period of the future major amendment package, which will be presented to Council for adoption as part of a future report to Council.
- For Scenario 2: following Council's decision not to undertake a major amendment to City Plan.

¹ See: <http://economy.id.com.au/redland/covid19>

Regardless of the option Council decides to pursue, a communication plan will be prepared to outline communication goals, the target audience, timeframes and milestones, and channels to be utilised. The communication plan will be presented back to Council for adoption as part of a future report.

Collaboration with the State Government

In order to stimulate future development in the STPFGA, it is proposed that Council write to the State Government seeking to establish a formal partnership. The partnership would focus on facilitating economic recovery in a post COVID-19 environment and potentially serve as a model for cross-governmental collaboration and the delivery of employment generating land in SEQ.

STRATEGIC IMPLICATIONS

Legislative Requirements

A Ministerial Direction notice has been issued by the Planning Minister under section 26 of the *Planning Act 2016* on 23 July 2020, as outlined in the background section of this report.

Any future amendment to the planning scheme will be prepared in accordance with the *Planning Act 2016* and MGR.

Risk Management

The risks involved have been discussed, where relevant, in the issues section and attachments. It should also be noted that if Council does not comply with the Ministerial Direction issued by the Planning Minister (the Minister) on 23 July 2020, that under section 26 (7) of the *Planning Act 2016*, the Minister may take the action stated in the Ministerial Direction and recover any expense the Minister reasonably incurs in taking the action from the local government as a debt.

If a major amendment to the City Plan is required in the future, mandatory public consultation requirements (as per the MGR) will ensure the community is given the opportunity to provide feedback on any proposed changes.

Financial

Development and implementation of a communication plan is funded in the 2020-21 Financial Year budget.

Funding to undertake a more detailed review of the industrial employment projections and industrial land requirements, which will need to be scoped, will be requested as part of a future budget submission. This detailed review will need to be completed in order to feed into the next review of the SEQ Regional Plan.

Additional funding may also be required for further investigations that would involve confirming the need for and specific land use intents of land within the STPFGA.

People

Resourcing required to facilitate the potential options will be primarily drawn from the Strategic Planning Unit of the City Planning and Assessment Group.

Environmental

Environmental matters have been discussed, where relevant.

Social

Social matters have been discussed, where relevant.

Human Rights

There are no known human rights issues associated with this report.

Alignment with Council's Policy and Plans

The officer recommendation aligns with the Wise Planning and Design goals contained in Council's Corporate Plan 2018-2023 and the Redlands Community Plan 2030. This includes undertaking land use planning to manage population growth and collaborating regionally on growth management, including land use, transport and infrastructure planning, costing and delivery.

CONSULTATION

Consulted	Date	Comment
Councillors	21 July 2019 12 August 2020 19 August 2020 7 September 2020	Councillor briefings held.
Economic Development Team	March – June 2020	Involved in the preparation of the Economic Feasibility Assessment (EFA) project brief, reviewing the EFA report and verbal discussions with the economic consultant.
Civic and Open Space Asset Management	March – June 2020	Involved in the preparation of the EFA project brief and reviewing the EFA report.
Redland Water	May – June 2020	Performed an infrastructure capacity assessment and identified preliminary costings for servicing parts of the STPFGA with trunk water and sewer infrastructure.

OPTIONS

Option One

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm its intention to undertake a Major Amendment to City Plan to reflect:
 - a) The preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 1.
 - b) The preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.
3. To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:
 - a) A written report outlining the outcomes of the investigation of the STPFGA.
 - b) A statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.

5. To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.
6. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
7. To note that a communication plan will be developed.
8. To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.

Option Two

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm its intention to undertake a Major Amendment to City Plan to reflect:
 - a) The preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 2.
 - b) The preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.
3. To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:
 - a) A written report outlining the outcomes of the investigation of the STPFGA.
 - b) A statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.
5. To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.
6. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
7. To note that a communication plan will be developed.
8. To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.

Option Three

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm that it does not intend to undertake a Major Amendment to City Plan to reflect the preferred future land use intent of the Southern Thornlands Potential Future Growth Area (STPFGA).
3. To request for the State Government to consider amending *ShapingSEQ* by removing the Potential Future Growth Area designation and commentary in the sub-regional outcomes, as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister, in accordance with the Ministerial Direction received on 23 July 2020, a written report outlining the outcomes of the investigation of the Southern Thornlands Potential Future Growth Area.
5. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
6. To note that a communication plan will be developed.
7. To make this report and attachments publicly available and commence public consultation activities in the short term to inform the community of the planning investigations and reasons for Council's decision not to amend the Redland City Plan.

OFFICER'S RECOMMENDATION

That Council resolves as follows:

1. To note the findings and recommendations of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report and Draft Economic Feasibility Assessment Report.
2. To confirm its intention to undertake a Major Amendment to City Plan to reflect:
 - a) The preferred future land use intent of the STPFGA, as outlined in Attachment 4, Option 1.
 - b) The preferred option for giving effect to the amendment, as outlined in Attachment 5, Option 1A.
3. To request the State Government to consider an amendment as part of the next South East Queensland Regional Plan Review.
4. To submit to the Planning Minister in accordance with the Ministerial Direction received on 23 July 2020:
 - a) A written report outlining the outcomes of the investigation of the STPFGA.
 - b) A statement outlining the proposed major amendments to City Plan as a result of the investigation and the reasons for this position.
5. To contact the State Government requesting the establishment of a formal partnership to progress detailed planning of the STPFGA to deliver the preferred future land use intents, stimulate development and facilitate economic recovery in a post COVID-19 environment.
6. To undertake a review of the industrial employment projections and industrial land requirements for Redland City to 2041 to ensure sufficient industrial land is available as necessary.
7. To note that a communication plan will be developed.
8. To maintain this report and attachments as confidential until such time as the Major Amendment is released for public consultation or Council resolves not to proceed with the proposed amendment, subject to maintaining the confidentiality of legally privileged, private and commercial in-confidence information.



Planning History

2004: [Draft SEQ Regional Plan](#)

- Identified 850 hectares of land south of Boundary Road, the Springacre/Taylor Road area, as an Investigation Area.

2004: [State Interest Review version of draft Redlands Planning Scheme \(November\)](#)

- A Ministerial condition directed Council to remove two preferred future employment sites located on land at Birkdale Road, Capalaba and German Church Road, Redland Bay and investigate the suitability of three alternate sites, being:
 - Kinross Road, Thornlands
 - Double Jump Road, Victoria Point
 - Taylor/Springacre Road, Thornlands (850ha).

2005: [Draft Redlands Planning Scheme \(January\)](#)

- The public consultation version of the Draft Redlands Planning Scheme identified the three alternative sites Council was directed to investigate.

2005: [Integrated Employment Areas Study \(June\)](#)

- Council engaged independent consultants (SGS) to assess the suitability of the three areas identified by the State for employment purposes.
- The study indicated that only the Taylor/Springacre Road site demonstrated some potential as an Integrated Employment Area.
- The key reason was the size of the area, proximity to arterial road network and potential opportunity for land consolidation on larger, flatter, less constrained lots located within the eastern portion of the area.

2005: [SEQ Regional Plan \(2005-2021\)](#)

- Included Taylor/Springacre Road area within the Urban Footprint, with the 'Investigation Area' designation removed.
- The area reduced from 850ha to 550ha, with the area west of Taylor Road included in Regional Landscape and Rural Production Area.

2006: [Redlands Planning Scheme \(March\)](#)

- Redlands Planning Scheme commences with the Taylor/Springacre Road area identified as an integrated employment area within the Desired



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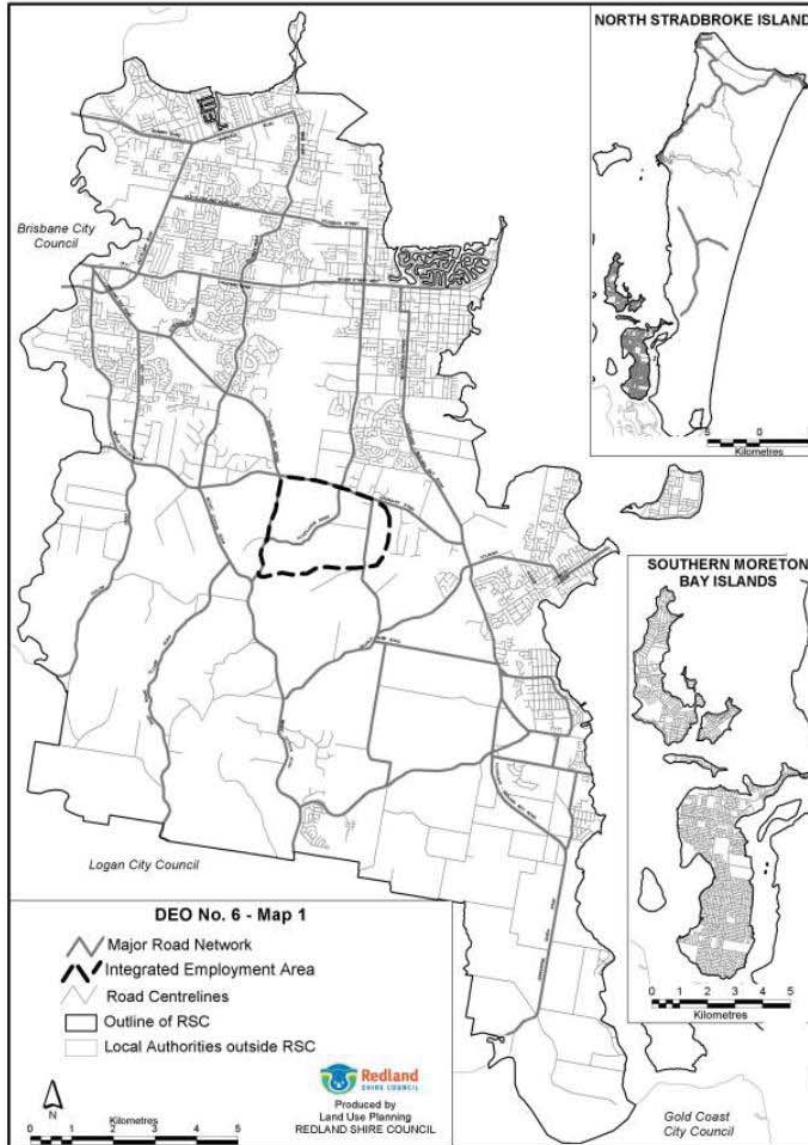


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Environmental Outcomes (see map below). This area is also known as the Thornlands Integrated Employment Area (TIEA).





2008-09: Draft SEQ Regional Plan 2009-2031

- The Draft SEQ Regional Plan maintained Springacre/Taylor Road area in the Urban Footprint.
- It identified the area as an Enterprise Opportunity Area (EOA).

2009: SEQ Regional Plan 2009-2031

- The final SEQ Regional Plan removes the Springacre/Taylor Road area from the Urban Footprint and includes it in the Regional Landscape and Rural Production Area.
- The State Government clarified that this policy change was based primarily on the area's Koala habitat values.
- The Southern Redland Bay Investigation Area was also removed for koala habitat/restoration values.
- See a copy of the State Government press release relating to the above mentioned decision [here](#).

2010: Revised Centres and Employment Strategy (Redland City Council)

- The Centres and Employment Strategy was re-positioned to account for the removal of the Springacre/Taylor Road area from the Urban Footprint.
- The Strategy recommended increasing industrial land utilisation (height and site cover) through planning scheme amendments.
- The Strategy also advocated for improved access to nearby and planned regional industrial areas (e.g. Australia Trade Coast and Yatala) and focus on population serving industrial development that needed to be located in the City.

2013: Rural Futures Strategy

- The Springacre/Taylor Road area was included within the Woodlands Drive Rural Business and Innovation Precinct and the Double Jump Road Rural Activities Priority Precinct.

2017: SEQ Regional Plan (ShapingSEQ)

- The Springacre/Taylor Road area (outside the Urban Footprint) is retained in the Regional Landscape and Rural Production Area and identified as a Potential Future Growth Area (PFGA). It is important to note that the spatial extent of the PFGA was not cadastrally defined.



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- [ShapingSEQ](#) (page 114) contains the following commentary: '[Council] is required to investigate this area in the short-term, including its potential as a future employment area. The investigations to determine its appropriate use, with the intent of the area defined, and appropriately reflected in the planning scheme by the end of 2019'.

2018: [Draft Redland City Plan](#)

- Council is directed to remove proposed rural residential development from the Southern Thornlands area and include provisions in the Strategic Framework recognising the area's potential to cater for longer term, future urban growth (subject to further detailed investigations).

2018: [Rural Enterprises Industry Sector Plan 2019-2024 \(REISP\)](#)

- Council defers investigation of the Southern Thornlands Potential Future Growth Area pending completion of REISP. The plan recommends as an action item the investigation of the STPFGA as a future employment area for key industry sectors including rural enterprises.

2019: [Land Supply Development Monitoring \(LSDM\) Report](#)

- The most recent report produced by the State Government as part of its Growth Management Program identifies an estimated supply (~39 hectares) of industrial land in Redland City. This is significantly less than the minimum 15 years of supply sought by [ShapingSEQ](#).
- The capacity of residential land supply in the Redland consolidation and expansion areas provides more than the minimum 15 years of supply sought by [ShapingSEQ](#).

2019: [Southern Thornlands Potential Future Growth Area \(STPFGA\)](#)

- At the [9 October 2019 General Meeting](#), Council resolved:
 - To endorse the spatial extent of the Southern Thornlands PFGA
 - To endorse the scope of works required to complete the Southern Thornlands PFGA investigation, subject to budget allocation; and
 - To maintain the report and attachment as confidential until a City Plan amendment is released for public consultation, or in the event the Southern Thornlands PFGA does not require any amendment to City Plan, until Council has prepared a communication plan to inform the community of the outcomes of the study.



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February 2020

- Council allocated budget to undertake investigations of STPFGA and investigations commence.

August 2020

- Council receives and provides a response to a Ministerial Direction Notice issued by the Planning Minister.
- A copy of the Council resolution is available [here](#).



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SOUTHERN THORNLANDS POTENTIAL FUTURE GROWTH AREA (PFGA)

Planning Report

Sarah Ormesher and Dean Butcher | REDLAND CITY COUNCIL

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1. Summary

1.1 Background

- The Southern Thornlands Potential Future Growth Area (PFGA) comprises approximately 910 ha of land to the north west of Victoria Point. The PFGA is 4.5km south of the Cleveland Principal Activity Centre (PRAC), 4km southeast of the Capalaba PRAC and 2km west of the Victoria Point Major Activity Centre. By Road, the PFGA is 27km from the Brisbane CBD via Capalaba and Old Cleveland Road.
- The area has been the subject of changing land use policy designations led by State Government regional planning and policy for an extended period of time. Accordingly, a number of studies have previously been undertaken to consider the future land use intent for this area. These studies are summarised in the Appendices (Sections: 10.1 Planning history and 10.2 Literature review summary).
- As required by the South East Queensland Regional Plan 2017-2041 (Shaping SEQ), the purpose of the project is to conduct investigations to determine the preferred future use of the area, including its potential as a future employment area.
- Previous State Government and Council reporting has confirmed Redland City has sufficient supply of appropriately zoned land and redevelopment opportunities to achieve the dwelling supply benchmarks of the Shaping SEQR to 2041. Recognising there is no need for land for residential purposes, this project will focus on the potential of the area to accommodate employment generating uses. The rationale for excluding residential as a potential land use option in the PFGA to 2041 is contained in Section 10.3.
- The 'Thornlands IEA Employment and Enterprise Needs Assessment' (Needs Assessment) completed by Economic Associates in 2016 identified a potential need for additional zoned industrial land in Redland City in the short to medium term. The study identified a shortfall of potentially 50 ha by 2041 and recommended 100 ha of raw land be identified to accommodate the anticipated shortfall across the City. The report stated that subject to further investigations and feasibility assessments, the Southern Thornlands PFGA may be suitable to accommodate this shortfall.
- The Needs Assessment also identified that in the longer term (~15 years), an opportunity may exist for the PFGA to accommodate a mixed industry business area (MIBA) subject to further feasibility assessments. The report also identified that critical to the feasibility of a potential future long term MIBA in the study area was the take up of supply of more appropriately located MIBA sites over the next fifteen years in the broader sub region. The report concluded that up to 50 ha may be suitable for a potential future MIBA with potentially 100 ha of raw land required. In total, the report identified up to 200 ha of raw land may be suitable to accommodate industrial supply in the short to mid-term and potential MIBA uses in the longer term.
- The most recent body of work commissioned by Council was the Context Review and Gap Analysis undertaken by PSA Consulting in 2018. As the name implies, the purpose of this work was to review relevant background material and identify any outstanding technical/policy/information gaps that exist. PSA's recommendations provide a rationale for preparing this planning report and undertaking

the economic feasibility assessment (a complimentary body of work) to examine potential market demand for employment generating and other uses within the PFGA.

1.2 Site and surrounds

- The study area is bound by Boundary Road in the north, Mount Cotton Road in the west, Erapah Creek in the south and properties directly adjoining Springacre Road in the east. It accommodates a broad range of land uses including education facilities, sporting facilities, poultry farming, wholesale landscaping supplies, plant nurseries, home based businesses and rural residential living.
- The land has a highly fragmented land use pattern and is held in multiple ownership. Lot sizes vary significantly across the study area, ranging from 800m² to 69 hectares in size.
- The study area is situated between the Thornlands urban area to the north and east and the Mount Cotton and Sheldon rural areas to the south and west respectively.

1.3 Regional context

- The study area is currently located within the Regional Landscape and Rural Production land use designation in ShapingSEQ. Despite this, it is identified as a Potential Future Growth Areas (PFGA). The intent of ShapingSEQ is to protect the future potential of the PFGAs and not promote or support their investigation during the life of ShapingSEQ unless the Queensland Government's SEQ Growth Monitoring Program indicates there is an inadequate land supply and the benchmarks or baselines may not be accommodated in the Urban Footprint. Further commentary in Chapter 3, Part C: Sub-regional directions specifically requires further investigations to be completed by Redland City Council to determine the appropriate future use of the area .
- It is important to note that the PFGA's are not a development commitment and do not imply that all or any part of these areas will be made available for development in the future.

1.4 Planning and environmental opportunities and constraints

- The analysis undertaken as part of this report has identified the following constraints and opportunities relevant to establishing employment generating and other uses within the PFGA:
 - The PFGA is largely unconstrained by topography, with the majority of site sloping at a gradient of less than 10%. The exception to this is the prominent east-west ridgeline that generally runs along the southern side of Woodlands Drive, creating a visual divide between the northern and southern sides of the study area;
 - The PFGA is impacted by the 1%AEP flood level, which is generally limited to a network of watercourses and drainage lines that exist throughout the study area. Any new development should be located outside these areas;
 - Ecologically significant areas, particularly those that contain a multitude of environmental values or associated constraints (e.g. bushfire), should be prioritised for protection and are not considered suitable for future development. These areas include land identified as:
 - Matters of State Environmental Significance;
 - Core Habitat/ Regional Riparian Corridor / Established Wildlife Corridor in the Wildlife Connections Plan 2018 – 2028; or
 - A waterway corridor and buffer in the Redland City Plan Waterway Corridors and Wetlands Overlay Code (i.e. riparian vegetation)

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- Ecologically significant areas should form part of the conservation and open space network in order to protect important habitat for flora and fauna species and landscape amenity values within the study area. Detailed structure planning may provide opportunities to better protect and rehabilitate areas within the environmental corridor network in the future if the current investigations identify employment generating opportunities of an urban nature;
- The high quality landscape setting of the PFGA may be an attractive proposition for businesses seeking to establish operations in the City;
- Land within the study area is highly fragmented, with lot sizes ranging from 800m² to ~69 hectares. Almost 99.5% of the property is privately owned. While almost 70% of the study area is made up of titles that are larger than 3 hectares in size, incremental subdivision activity, particularly in the central north of the study area has resulted in the creation of a number of smaller and internal lots. These areas may present a significant obstacle to future development, as fragmentation may undermine the efficient delivery of infrastructure and limit the ability to amalgamate land at a size in which it is feasible to develop;
- Two recently approved subdivision applications on larger lots in the centre of the study area may serve to artificially inflate the price expectations of landowners in the locality, inadvertently impacting on the feasibility of developing the site for employment or other uses. Due to fragmentation and underlying land costs, these areas are not considered suitable for more intense forms of urban development;
- Education facilities such as Sheldon College are sensitive receptors and should be given a buffer of 100m to protect these land uses from reverse amenity impacts arising from potential future development;
- Poultry farms within the south of the PFGA and the former quarry site on Mount Cotton Road present amenity constraints (odour, noise and dust) for future development in the locality. However, opportunities exist to establish land uses in these areas that are not sensitive to these impacts. In addition, the relatively small scale of the existing poultry operations and their long term sustainability needs to be recognised;
- A large tract of land in the centre of the study area contains Agricultural Land Classification (ALC) Class B land. Where possible, this land should be protected from more intense forms of urban development;
- The PFGA provides an important interface between the Regional Landscape and Rural Production Area and the Urban Footprint. Visual analysis has identified areas that have high scenic amenity and form part of important viewsheds in the city (e.g. from Sirromet Winery in the south). These view sheds should be protected or developed in a way that maintains the prevailing rural character;
- Generally speaking, the PFGA is physically separated from the urban footprint by State controlled roads. However, recognising this proximity to the urban footprint and depending on demonstration of need and economic feasibility, parts of the PFGA may represent a logical progression of urban development within the City;
- The PFGA is located outside the LGIP priority infrastructure area and currently has no access to the reticulated wastewater network. The cost of servicing the site with this trunk infrastructure may significantly increase the underlying cost associated with bringing any future development in this area to market;
- The PFGA is expected to be connected to the NBN in mid-2020, providing access to the high-speed telecommunications network;
- The northern and western sides of the PFGA are bound by the State controlled road network (Mount Cotton road and Boundary Road respectively), providing a high level of access and

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exposure to passing trade. This may support the commercial viability of future business operations;

- Future access to the site, if deemed suitable for more intense employment generating uses, may need to be taken from the internal road network including Woodlands Drive (arterial), Springacre and Taylor Roads (sub-arterial) to limit impacts on the State road network;
- The site has direct access to the regional public transport network, with several Translink bus stops existing along the northern (Boundary Road) frontage. An opportunity exists to secure higher frequency bus services along these routes to reduce car dependence; and
- The PFGA may be capable of generating significant employment opportunities, making use of the City's skilled workforce and proximity to markets (as noted in the Rural Enterprises Industry Sector Plan). This would contribute to a higher level of job self-containment within the Redlands Coast and reduce travel distances/times for the potential future workforce.
- Given the limited supply of industrial land within the City, the PFGA may provide a suitable location for the expansion of existing businesses or the establishment of new businesses that are focused on research, development and innovation. Opportunities also exist to leverage off research activities currently being undertaken in the City (e.g. on the Cleveland DAF site) or to establish a knowledge precinct/hub with a connection to research and education institutions such as universities and Sheldon College.

1.5 Key findings

- More than 60% (536.6 Ha) of the study area is impacted by category 1 constraints and is generally not considered suitable for more intensive forms of development. These areas are depicted in red in Figure 31. Category 1 constraints include:
 - Slope exceeding 15% – see **section 5.2**
 - Areas that contain significant environmental values, including Matters of State Environmental Significance (MSES) and vegetation protected by a statutory environmental covenant – see **section 5.6**
 - Core habitat and higher order wildlife corridors, as defined within the Wildlife Connections Plan 2018 - 2028, including those defined as established and regional riparian corridors – see **section 5.6.2**
 - Areas that have been approved for rural residential subdivision and currently being sold to private buyers for rural residential purposes - see **section 5.11**
 - Sensitive land uses (educational establishments, including a 100m buffer area) – see **section 5.12**
 - Local resource/processing areas – see **section 5.13**
 - Areas that have high scenic amenity and are visually sensitive to change – see **section 5.16**
 - The 1% AEP flood area – see **section 5.16**
- The largest contiguous areas of unconstrained land are located on the eastern side of the PFGA, in an area referred to as 'precinct 2' – see **section 6.10**. This precinct is intersected by Springacre Road and predominantly contains lots that are 3-10 ha in size. Taking into account land fragmentation issues and planning constraints, this part of the site is considered to be the most suitable location for accommodating more intense forms of urban development.
- Precincts 1 and 4, located in the centre and west of the study area respectively, contain some interspersed unconstrained land. In each of these precincts, smaller lot sizes (less than 3 ha) are prevalent along the Mount Cotton Road (west) and Duncan/Boundary Road (north) frontages, potentially increasing the difficulties associated with lot amalgamation for development purposes

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and efficient infrastructure delivery. Parts of these precincts may be suitable for more intense forms of urban development, if deemed practicable and economically feasible.

- The southern half of the study area, termed 'precinct 3', is significantly constrained because it forms part of an important viewshed from Sirromet Winery in the south and Mount Cotton Road in the west. In order to protect important scenic amenity values in this locality, future development should be of a lower intensity and scale, or undertaken in a way that is sensitive to the existing rural landscape setting. Uses that are rural in nature (e.g. intensive horticulture) or that could compliment the existing tourist offering in the area (e.g. Sirromet Winery) may be suitable in this locality. Precinct 3 is not considered a suitable location to accommodate dense or visually bulky urban forms.

2. Project aim and objectives

2.1 Project aim

- The aim of the project is to meet the requirement of ShapingSEQ; to determine the ‘appropriate use’ for the STPFGA. Noting previous investigations have confirmed the City has a sufficient supply of land for residential purposes, the focus of the project will be on the suitability and feasibility of the area to accommodate employment generating and other uses.

2.2 Project objectives

- The project objectives are:
 - To examine the planning and environmental constraints of the land in order to determine which areas within the Southern Thornlands PFGA are physically suitable for urban development (i.e. as part of this report); and
 - To undertake an economic feasibility assessment, informed by planning analysis that:
 - Examines socio-economic trends in Redland City and the broader region;
 - Determines what employment opportunities may be suitable in the PFGA;
 - Identifies the quantum of land that may be suitable to accommodate future land uses in the PFGA, including employment generating uses;
 - Considers the economic feasibility of delivery land within the PFGA to market; and
 - Determines the optimal timing for any potential future development in the PFGA.
- Ultimately, the information referenced above will be used by the Strategic Planning Unit to make recommendations to Council about the need for land within the PFGA to accommodate urban growth during the life of the regional plan (i.e. to 2041).

2.3 Project staging

Planning Phases	Economic Analysis
<p>1. STPFGA Planning Report (this report)</p> <p><i>What parts of the site are suitable for development?</i></p> <p>We are here</p>	<p>2. Economic Feasibility Assessment</p> <p><i>What land uses are suitable? Is it feasible?</i></p> <p>Next step</p>
<p>3. Councillor briefing, prior to public consultation</p> <p><i>Is land within the PFGA required for urban purposes by 2041?</i></p>	<p>Future step / Council decision point</p>
<p>4. Master Planning</p> <p>5. City Plan Amendment</p>	<p>Potential future steps</p>

3. Site and surrounds

3.1 Location

- The Southern Thornlands Potential Future Growth Area (PFGA) is situated between the Thornlands urban area to the north and east and the Mount Cotton and Sheldon rural areas to the south and west respectively. The site is wholly located in the Regional Landscape and Rural Production Area, as depicted in the South East Queensland Regional Plan (ShapingSEQ).

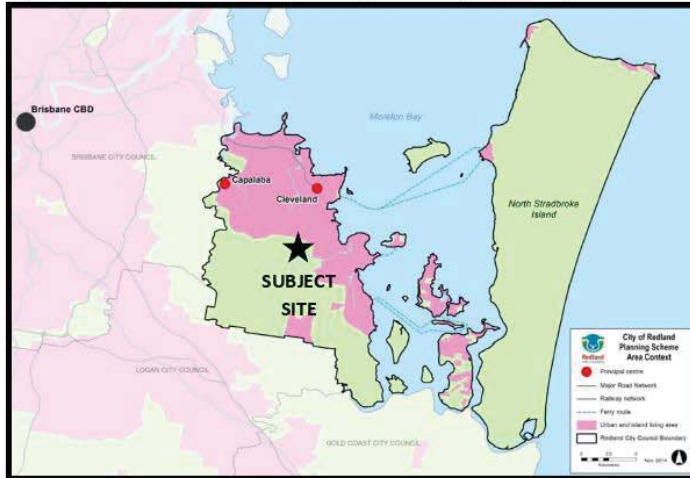


Figure 1: Southern Thornlands PFGA Area Context

- The study area is bound by Boundary road in the north, Mount Cotton Road in the west, Eprapah Creek in the south and properties directly adjoining Springacre Road in the east.



Figure 2: Southern Thornlands PFGA study area

3.2 Current zoning

- The site is predominantly zoned Rural but is interspersed with three properties that are zoned Community Facilities. Two of these sites accommodate educational establishments (Sheldon College and Nazarene Theological College) and one is in Council ownership. In the north western corner of the site, there are three Conservation zoned allotments that are owned by the Queensland Department of Transport and Main Roads.



Figure 3: Redland City Plan 2018 (version 4) zone map

4. Regional context

- As required by the South East Queensland Regional Plan (Shaping SEQ), the purpose of the project is to conduct investigations to determine the preferred future use of the area, including its potential as a future employment area. Specific commentary from ShapingSEQ reads as follows:

'Land within the Southern Thornlands area in Redland City (outside the Urban Footprint) has been identified as a Potential Future Growth Area. Redland City Council is required to investigate this area in the short-term, including its potential as a future employment area. The investigations must determine its appropriate use, with the intent of the area defined, and appropriately reflected in the planning scheme by the end of 2019'.

It is noted that due to a Council resolution to finalise the 'Rural Enterprises Industry Sector Plan', the abovementioned timeline was not met.

- Further commentary in ShapingSEQ indicates that PFGA's are not a development commitment and do not imply that all or any part of these areas will be made available for development in the future. However, these areas may be supported for urban purposes during the life of ShapingSEQ if the Queensland Government's SEQ Growth Monitoring Program indicates there is an inadequate land supply and the benchmarks or baselines may not be accommodated in the Urban Footprint.
- The Queensland Government's SEQ Growth Monitoring Program indicates that the capacity of planned industrial employment supply in Redland City is less than the 15 years of supply sought by ShapingSEQ. The capacity and realistic availability of planned industrial employment supply is about 440 employees. These figures are about 1400 employees less than the 2041 industrial employment planning baseline (the area needed to accommodate industrial employment growth) of about 1840 employees.

5. Planning and environmental constraints analysis

5.1 Landslide hazard

- Parts of the Southern Thornlands Potential Future Growth Area (the PFGA) are covered by the low and medium landslide hazard categories of the landslide hazard overlay contained within the Redland City Plan 2018 (the RCP). These areas are shown in Figure 4.
- Only a relatively small area within the PFGA is identified as containing a medium landslide hazard, specifically 206-216 and 218-228 Woodlands Drive, Thornlands, 110-118 Springacre Road, Thornlands and 684-712 Mount Cotton Road, Sheldon. The latter comprises a former quarry and the mapping likely represents embankments formed as part of the quarry operations.
- Land depicted as being a low hazard rating is located sporadically across the PFGA, with the largest concentration located along the southern side of Woodlands Drive. This area is also represented on contour maps as containing steeper slopes from Woodlands Drive towards Eprapah Creek in the south.
- Landslide hazard areas do not present a widespread constraint to development within the study area and can be addressed through detailed structure planning.

5.2 Topography

- Topographically, the PFGA ranges from a high point of 70 metres Australian Height Datum (AHD) along Woodlands Drive in the centre of the study area, to a low point of 10 metres AHD along Eprapah Creek in the site's south eastern corner.
- The majority of land within the PFGA is relatively flat, with a slope of less than 5%. The most significantly defined slope constrained land (10-15%) is a ridgeline that exists on the southern side of Woodlands Drive in the centre of the site. Generally speaking, the land from this ridgeline slopes downwards in a southerly direction towards Eprapah Creek. To provide a clearer overview of land within the PFGA that is considered to be topographically constrained, refer to Figure 5. Yellow and red areas depict locations with a slope of >10%.
- Outside the prominent ridgeline, the majority of the site that has a slope of 5-10% is located adjacent to existing waterways. Other isolated pockets in excess of 10% are located in the central west of the site.
- Steep lands require appropriate identification and should be protected from incompatible development that could only be accommodated through significant excavation and fill activities. Development that occurs in these areas has the potential to increase land instability and should be avoided wherever possible.
- Infrastructure servicing costs are also increased in areas with steeper slopes. In this regard, potential landslide hazards areas and topography will constrain the development potential of some areas within the PFGA. For reference, industrial land uses are ideally situated in the target range of 0-5%, particularly for large lot development. MIBA type land uses typically contain smaller building footprints and therefore, may be suitable on sites with more significant gradients.

- Overall, large tracts of land within the study area are considered to be well suited for urban development. The following locations represent the least topographically constrained land in the study area, with a slope range generally in the range of 0-5%:
 - Land to the east and north-west of Springacre Road, which ranges from 15-35m AHD; and
 - Land directly north of Eprapah Creek, which ranges from 15-35m AHD.

The northern half of the study area between Woodlands Drive and Mt Cotton Road is also fairly well suited to development from a topographic perspective, with land in this area generally containing a gradient of 0-10%.

5.3 Bushfire

- The State Planning Policy (SPP) mapping indicates that a significant portion of the PFGA is bushfire prone. It contains areas categorised as high and medium potential bushfire intensity, as well as potential impact buffer areas. These areas are shown in Figure 6.
- Bushfire prone areas are potentially impacted by significant bushfires or contain vegetation that is likely to support significant bushfires. They also include areas adjacent to bushfire prone land that are at risk of significant bushfire attack from embers, flames or radiant heat (potential impact buffer areas).
- If land within the PFGA is deemed suitable to accommodate an alternative future use, detailed structure planning of the area would be required. It is at this stage that bushfire hazards could be considered in further detail through a technical assessment, with specific regard to other relevant factors such as conservation corridor requirements, interfaces between vegetation and development areas, access requirements etc.

5.4 Flooding

- The Redland City Plan Flood and Storm Tide Hazard Overlay (FSTHO) shows that certain parts of the PFGA are subject to inundation during a 1% Annual Exceedance Probability (AEP) flood event. These areas are shown in Figure 7. Recently, Council commissioned for revised flood modelling data to be generated for catchments across the City, including catchments which traverse the study area.
- Although yet to be formally adopted, the revised mapping is generally consistent with the flood information contained in the FSTHO. The new mapping shows slightly increased coverage in the uppermost reaches of waterway corridors within the study area, however in areas where the spatial extent has increased, depths are generally less than 50cm. In due course, this refined mapping information will be incorporated into the FSTHO.
- For non-urban areas, Council's general policy position is that development should not be undertaken in areas that are flood prone. This will ensure that risks to people, property and infrastructure are reduced to an acceptable or tolerable level, as required by the State Planning Policy (SPP).
- The areas depicted in Figure 7 are therefore considered unsuitable for intensification and any future development, if deemed suitable/feasible, should be directed outside these areas.

5.5 Waterways

- Waterways within the PFGA are currently mapped in the RCP as part of the Waterway Corridors and Wetlands Overlay (WCWO). The overlay identifies both minor waterways and major drainage lines, including Epraprah Creek, which forms part of the southern boundary, Hilliards Creek (centre and west) and parts of the Thornlands catchment (north eastern corner).
- The purpose of the WCWO code is to protect the environmental values of waterways and wetlands from the adverse impacts of development. To ensure these outcomes are achieved, development should be located outside the areas mapped in the WCWO, as shown in Figure 8. The buffer distances will ensure that development does not encroach on important riparian vegetation and appear in the WCWO code as follows:
 - Stream order 3 and 4: 25m; and
 - Stream order 5 and greater: 50m.

5.6 Environmental

5.6.1 Environmental significance overlay (MSES and MLES)

- The Redland City Plan Environmental Significance Overlay (ESO) depicts Matters of State Environmental Significance (MSES – dark green) and Matters of Local Environmental Significance (MLES – light green). The purpose of the ESO code is to manage development in a way that avoids or minimizes impacts on environmental values across the City. The ESO is shown in Figure 9.
- It is noted that amendments to the *Planning Regulation 2017* in February 2020 have resulted in a significant reduction in the spatial extent of mapped core koala habitat areas across the city, including within the PFGA. Koala habitat is one of the categories used to compile the MSES layer, which reflects the following values and is depicted in Figure 10:
 - Wetland values – defined waterway
 - Wildlife habitat – containing:
 - Endangered or vulnerable habitat;
 - Special least concern animal habitat;
 - SEQ koala habitat (Core)
 - Vegetation and habitat – containing:
 - Regulated vegetation - Category B - Endangered or of concern
 - Regulation vegetation - Category C – endangered or of concern
 - Regulation vegetation - Essential habitat
 - Regulated vegetation - 100m from wetland
- To protect ecological values within the PFGA, development should be located outside areas identified as MSES and MLES. Where this is not possible, development should be designed and located in a way to minimise adverse impacts.

5.6.2 Wildlife corridors

- Council recently prepared the Wildlife Connections Plan (WCP) 2018-2028. The WCP aims to geographically identify and provide priority actions for the management, enhancement and protection of core wildlife habitat patches and to facilitate improved connection of wildlife corridors in Redland City. Established, Regional Riparian and Coastal Foreshore Corridors are the highest

priority for protection and rehabilitation. Core habitat and corridors within and adjacent to the study area are shown in Figure 11.

- This WCP indicates the following for the PFGA:
 - A Regional Riparian Corridor forms the southern boundary of the PFGA, along Eprapah Creek;
 - An Established Wildlife Corridor runs through the centre of the PFGA, linking with the Weippin Street and Scribbly Gums Conservation Areas to the north in Alexandra Hills/Cleveland;
 - Separate Enhancement Corridors run through the eastern and western sides of the Study Area, providing north-south connections. These corridors are the second highest priority for protection and rehabilitation and have a width of 100m; and
 - Stepping Stone Corridors are a lower priority for protection and rehabilitation and are also shown within the Study Area, running along Woodlands Drive and parallel to Boundary Road through the centre of the study area.
- To protect the integrity of the environmental corridor network, land identified as core habitat or that contains a Regional Riparian or Established Wildlife Corridor is recognised as highly constrained and unsuitable for more intense forms of urban development.
- If future development is to be accommodated within the PFGA, detailed structure planning would need to be undertaken. As part of this process, more detailed ecological investigations will need to be completed to determine the most appropriate locations for wildlife corridors in the PFGA. The structure planning process would also ensure that potential conflicts between design elements such as environmental corridors and infrastructure networks could be appropriately considered and reconciled.

5.6.3 Koala conservation

- The State Government recently produced revised koala habitat mapping for the whole of South East Queensland. In the new mapping, the whole of the mainland (including the PFGA) is retained as a Koala Priority Area (KPA). A KPA is proposed to be the focus for habitat protection and restoration and where the strictest clearing controls will apply.
- Given habitat loss is acknowledged as one of the most significant threats to the long term viability of koala populations in SEQ (Koala Expert Panel, 2017), areas identified as koala bushland habitat are not considered suitable locations to accommodate future development within the PFGA. In this regard, the feasibility to develop within the PFGA should take into account the opportunities available to support a viable population of koalas in the area and to increase connectivity between habitats.

5.6.4 Threatened species and regional ecosystems

- If parts of the PFGA are deemed suitable for urban development, more detailed ecological reporting would be undertaken as part of the structure planning process. It is at this stage that the presence of threatened species and regional ecosystems could be verified, including consideration of appropriate development layouts and design responses to ensure their ongoing protection.

Threatened species

- Threatened species are plant and animal species that are at risk of extinction - different conservation classes are allocated depending on the degree of risk. In Queensland, threatened species are listed under the *Nature Conservation Act 1992* in the following conservation classes:
 - Extinct in the wild;
 - Endangered;
 - Vulnerable; and
 - Near threatened.

- A Department of Environment and Science environmental report, obtained for the purpose of informing this study, indicates that 9 threatened species have been recorded on, or within 4km of the PFGA.

Regional ecosystems

- Regional ecosystems are vegetation communities in a bioregion that are consistently associated with a particular combination of geology, landform and soil. These ecosystems are classified into three categories, as outlined in Table 1 and shown in Figure 12.

- All regional ecosystems within the PFGA are identified as Matters of State Environmental Significance (MSES) and generally contain heavily vegetated areas. These areas are not considered suitable for more intense forms of urban development and should be prioritized for protection, forming part of the future open space and conservation network.

Regional Ecosystem Category	Descriptor
Endangered (Category A, B, C or R)	<ul style="list-style-type: none"> • 10% to 30% of the pre-clearing extent of the regional ecosystem; and • less than 10,000ha.
Of concern (Category A or B)	<ul style="list-style-type: none"> • 10% to 30% of the pre-clearing extent of the regional ecosystem; or • more than 30% of the pre-clearing extent of the regional ecosystem; and • less than 10,000ha.
Least concern (Category A, B or R)	<ul style="list-style-type: none"> • more than 30% of the pre-clearing extent of the regional ecosystem; and • more than 10,000ha.

Table 1: Regional ecosystem categories (Source: *Vegetation Management Act 1999*)

5.6.5 Acid sulfate soils

- Acid Sulfate Soils are not known to exist in the PFGA, as the entire study area exists above 20m Australian Height Datum (AHD).

5.7 Covenants

- Covenants relate to three land parcels within the PFGA at 31-75 Taylor Road, 143-155 Duncan Road and 157-163 Duncan Road, Sheldon. These areas are shown in Figure 13. The covenants are environmental covenants and legally require landowners to protect and preserve the relevant environmental features.

5.8 Easements

- There are 11 easements within the study area, as shown in Figure 13. These easements all burden private property are in place to support the proper functioning of the land for which they are

benefiting. The easements located across the PFGA are in place for either access or storm water purposes. It is not expected that the provision of these easements will provide a major impediment to future development within the PFGA.

5.9 Heritage

- Important local heritage sites within Redland City are identified in the RCP Heritage Overlay. The PFGA does not contain any local heritage sites.
- Places that have State cultural heritage significance are protected under the *Queensland Heritage Act 1992* and are listed on the Queensland Heritage Register. The register indicates that the PFGA does not contain any places that of State heritage significance.
- Aboriginal cultural heritage is protected under the *Aboriginal Cultural Heritage Act 2003*. The Department of Aboriginal and Torres Strait Islander Partnerships maintain a cultural heritage database under the Act. The database and register is not publically available and should be considered as part of the detailed structure planning process, if the area is deemed suitable for future urban development.

5.10 Property information

5.10.1 Land uses

- The study area accommodates a broad range of land uses including education facilities, sporting facilities, poultry farming, wholesale landscaping supplies, plant nurseries, home based businesses and rural residential living. For a more detailed overview of existing industries and employment generators in the area, refer to section 8: Existing industries and employment generators within the PFGA.

5.10.2 Land ownership

- The PFGA contains 251 allotments. There are 226 individual landowners and more than 99.5% of registered property is privately owned. The following table provides a summary of land ownership details:

Ownership	# Lots	Area (hectares)	% of Study Area
State	4	0.6	0.05%
Council	1	2.5	0.3%
Private ownership	246	856.2	99.65%
Total	251	859.3	100%

Table 2: PFGA land ownership details

- Figure 14 displays property ownership information across the study area, including consolidated landholdings.
- Land ownership can affect the supply of land for development and the rate at which it becomes available to the market. This is generally due to the following factors:
 - A land owner may not want to develop their land;
 - A land owner may choose not to sell their land to make it available for development; or
 - A land owners price expectations may be higher than market value, preventing otherwise commercially viable development from proceeding.

5.10.3 Lot sizes and fragmentation

- To ensure the efficient development of land, high quality urban design outcomes and address known site constraints, large parcels of land are generally required. For the purpose of this study, it has been assumed that smaller lots (i.e. those <3 ha in size) are more difficult to combine and expensive to acquire (on a \$/m² basis) relative to larger lots with a reduced number of improvements. Generally speaking, smaller and internal lots require amalgamation to address the abovementioned issues.
- The PFGA covers approximately 910 ha, with lot sizes ranging from 800m² to ~69 ha (**note:** existing road reserves account for an additional ~ 54 ha). An overview of lot sizes across the study area is displayed in Figure 15 and summarised in the table below. An analysis of lot sizes indicates that:
 - 172 lots (68.5%) are less than 3 ha in area but account for only 23.4% of the area; and
 - 79 lots (31.5%) are more than 3 ha in area but account for 76.6% of the area.

Land size category		No#	% of PFGA area
< 3,000m ²	Lots	33.0	13.1
	Ha	5.2	0.6
3,000m ² – 2 ha	Lots	94.0	37.5
	Ha	87.2	10.2
2 ha – 3 ha	Lots	45.0	17.9
	Ha	108.6	12.6
3 ha – 5 ha	Lots	39.0	15.5
	Ha	145.9	17.0
5 ha – 10 ha	Lots	28.0	11.2
	Ha	213.0	24.8
10 ha – 20 ha	Lots	5.0	2.0
	Ha	61.9	7.2
20 ha – 35 ha	Lots	5.0	2.0
	ha	124.2	14.5
35 ha – 50 ha	Lots	1.0	0.4
	Ha	44.6	5.2
50 ha+	Lots	1.0	0.4
	Ha	68.7	8.0
Totals	Lots	251	100%
	Ha	859.3	100%

Table 3: PFGA lot sizes

- Generally speaking, the largest allotments are distributed throughout the centre of the PFGA, as well as the south-eastern and north-eastern quadrants. The smallest allotments are generally located:
 - Along Boundary Road between Woodlands Drive and Taylor Road;
 - On the eastern side of the Taylor Road in the north of the study area;
 - On the western side of Woodlands Drive in the north of the study area; and
 - On the eastern side of Woodlands Drive in the south of the study area.

- Almost 70% of the PFGA is made up of titles that are greater than 3 hectares in size. Despite this, land fragmentation represents a significant constraint in the northern half of the study area where incremental subdivision activity has resulted in the excision of lots from parent titles for low density residential development, as well as the creation of internal lots. The distribution of internal lots is shown in Figure 16.
- Land fragmentation, as well as difficulties associated with land acquisition, may present a significant obstacle to efficient delivery of infrastructure and development of land within the study area. These factors, including the willingness of owners to sell their land and price expectations, will be examined as part of the economic feasibility assessment.

5.11 Relevant development applications

- Two large allotments within the PFGA are about to become fragmented further after the following subdivision approvals were granted:
 - ROL006097 at 157-195 and 197 Woodlands Drive (3 into 38 lots); and
 - ROL006209 at 84-122 Taylor Road (1 into 29 lots).

These properties are identified in Figure 17.

- Recognising newly created allotments within these subdivisions will exacerbate land fragmentation issues, this locality should be excluded from consideration as a future urban area. Any future development for employment generating or other uses within the PFGA should also have regard to the number of new residences likely to establish in this area and the potential need for buffering to reduce reverse amenity impacts.
- The abovementioned subdivision approvals may be seen by other landowners within the locality as a justification for demanding higher prices for their land than would have otherwise been the case. These land value expectations may be inconsistent with the current market value of the land and inadvertently impact on the feasibility of developing the site for employment generating or other uses.

5.12 Sensitive land uses

- The following sensitive land uses exist within the study area:
 - Education facilities (Sheldon College and Nazarene Theological College); and
 - Places of Worship (Kingdom Hall of Jehovah's Witnesses and Thornlands Bible Church)
- For the purpose of this assessment, Sheldon College including a 100m buffer area is considered 'off limits' to further development. This position recognises the significant investment that has gone into establishing the campus and the fact that it would not be economically feasible to redevelop this site for an alternative purpose (i.e. it is the highest and best use of the land). Land uses with a nexus to the education and research function of this site, including those that would facilitate the establishment of career pathways, may be considered suitable in closer proximity to the site.
- For the other sensitive land uses located within the study area, including undeveloped land owned by Sheldon College, these sites are not considered to present a significant constraint for potential future development in the area. This position reflects the fact that these sites do not have significant building footprints and are thus unlikely to be significantly more expensive to acquire for the

purpose of land amalgamation and potential future development. Of course, this evaluation does not take into account the owners future plans for the site or willingness to sell.

5.13 Extractive resources

- The Extractive Resources Overlay (ERO) within the Redland City Plan indicates that 684-712 Mount Cotton Road, Sheldon is a Local Resource Processing Area. A ~1km buffer, known as the Local Resource Separation Area (LRSA) is also identified in the ERO. Provisions within the ERO overlay code seek to ensure that new development does not:
 - compromise the ability to extract resources in a safe and efficient manner,
 - compromise the potential of the extractive industry to expand in the future; or
 - introduce uses that are sensitive to the operation of the industry.
- Although the quarry is no longer in operation, for the purpose of this analysis, it has been assumed that this use could resume in the future and that the LRSA should be protected from encroachment by incompatible uses.
- Land within the ERO is recognised as being constrained due to the potential for emissions (namely noise and dust) to impact on adjoining land. Despite this, it is recognised that more intense forms of development could be accommodated in the LRSA if they are not sensitive to the aforementioned amenity constraints. Such uses may include, but are not limited to parking stations and transport depots, which would also benefit from access to the state controlled road network (i.e. Mt Cotton Road). An extract from the ERO is contained in Figure 18.

5.14 Poultry farming

- Unlike the former Redlands Planning Scheme 2006, the current RCP does not contain a poultry industry overlay. Instead, provisions have been incorporated within the relevant zone codes to ensure that residential development in proximity to operating poultry farms does not occur until odour impacts have been reduced to acceptable levels. To see the locations of existing poultry farming operations in the study area, refer to Figure 19.
- This planning study has been based on the assumption that the PFGA, if deemed suitable for urban development in the future, will primarily comprise non-residential uses. Whilst such uses are generally not considered to be sensitive receptors, it is still necessary to ensure that amenity impacts from existing poultry farms are effectively managed. Managing reverse amenity impacts from the poultry farms is not expected to present a major constraint to future development in the PFGA and could be considered as part of the structure planning process.

5.15 Agricultural land

- A large tract of land in the centre of the study area contains Agricultural Land Classification (ALC) Class B land, as depicted in Figure 20. Class B land is defined as 'Limited crop land that is suitable for a narrow range of current and potential crops due to severe limitations, but is highly suitable for pastures. Land may be suitable for cropping with engineering or agronomic improvements' (Business Queensland, 2020).

- The State Planning Policy State interest on agriculture seeks to protect Class A and B land for sustainable agricultural use by avoiding further fragmentation and avoiding development that will have an adverse impact.
- The existence of Class B agricultural land is an additional constraint that needs to be accounted for when evaluating the suitability of the study area for more intense forms of urban development. To support the long-term viability and growth of the agricultural sector, future development, if deemed suitable/feasible, should be directed outside these areas wherever possible.

5.16 Visual analysis

- The RCP strategic framework makes reference to the fact that Redlands' landscapes and landforms provide a high level of scenic amenity, contribute to local character and identity and are of cultural significance. More specifically, section 3.5.1.2 states that the following features should be protected:

'the scenic outlook from vantage points along Mount Cotton Road and Woodlands Drive looking across Erapah Creek and east to Moreton Bay across a rural landscape.'

- From a sense of place perspective, any future development within the PFGA should be undertaken in a sensitive manner to maintain the transition between the between the Regional Landscape and Rural Production Area (south and west) and the Urban Footprint (north and east). This will reduce visual conflict and ensure the important landscape values within the study area are protected. Further investigations into maintaining and enhancing the visual landscape can be undertaken through detailed structure planning, if the area is deemed suitable for urban development.
- Certain businesses may see the high quality landscape setting of the PFGA as an attractive proposition when evaluating the merits of establishing their operations in the City. The strong road corridor view line along the Boundary Road frontage also provides a high level of visual exposure to passing traffic, potentially supporting commercial viability.

5.16.1 Existing viewsheds

- Sirromet Winery, an important local tourist attraction within the City, is a key vantage point located to the south of the study area. View lines to the north from this area, with ground levels of approximately 65m AHD, terminate at the southern ridgeline (south of Woodlands Drive) within the PFGA and extend eastward.
- Given the southern portion of the PFGA is visually prominent, forming both part of the Sirromet Winery viewshed and scenic outlooks from Woodlands Drive and Mount Cotton Road, development within this area should not be of significant bulk and scale. Conversely, it should be developed in a sensitive manner with an aim to retaining vegetation wherever possible.
- Development within or adjacent to other visually prominent areas, including high points within the centre of the study area and the vegetated allotment on the south eastern corner of the Boundary Road / Woodlands Drive intersection should also be carefully managed to ensure that important place values are maintained.

- The Sirromet Winery viewshed and important visual focal points within the study area are shown in Figures 21-23.

6. Infrastructure capacity analysis

6.1 Sewer

- The PFGA is located outside the Priority Infrastructure Area (PIA), as identified in the Local Government Infrastructure Plan (LGIP). As such, the area is not serviced by trunk wastewater infrastructure and there are no plans to deliver this infrastructure under the LGIP or Council Netserv Plan.
- Newly approved subdivisions within the PFGA, at 84-122 Taylor Road and 157-197 Woodlands Drive, that comprise an additional 67 rural residential allotments, will be serviced by on-site sewer treatment. These development applications did not give any consideration to the possibility to connect to Council's reticulation infrastructure.
- That nature and scale of any potential future development proposed within the PFGA will ultimately determine the wastewater treatment options available. The two options most likely to be considered would be:
 1. effluent pumping and treatment at one of Council's Wastewater Treatment Plants;
 - or
 2. on-site treatment (i.e. establishment of an on-site treatment plant)

6.2 Water

- The PFGA is located outside the LGIP PIA, although it is located within the Heinemann Road and Mount Cotton water supply connection area.
- A bulk water supply pipeline intersects the centre of the PFGA in a north-south direction and connects the site with the SEQ Water grid. This 450mm pipeline runs within the road reserve of Woodlands Drive in the south to Taylor Road in the north. In addition, the site has access to:
 - A 200mm water main along the Boundary Road frontage;
 - A 150mm water main along the entirety of Woodlands Drive;
 - A 150mm water main along the entirety of Taylor Road; and
 - A 150mm water main along the entirety of Springacre Road.
- The availability of potable water supply is not likely to present a significant constraint to development within the PFGA, however network upgrades may be required to ensure that delivery is consistent the desired standards of service for urban development. Existing water supply infrastructure is shown in Figure 24.

6.3 Feedback from Redland Waste and Water

- To inform the Economic Feasibility Assessment, advice from Redland Waste and Water was sought to determine the preliminary costing associated with servicing the PFGA with trunk water and

wastewater infrastructure. A nominal area and maximum number of Equivalent Persons (EP's) at build-out were provided to Redland Waste and Water to inform this assessment. The preliminary costing, which includes a 30% contingency, amounted to approximately \$31 million dollars. These infrastructure costs will be considered as part of the economic feasibility assessment.

6.4 Stormwater

- The PFGA is located in a sensitive stormwater drainage area, incorporating coastal creek systems that drain directly into Moreton Bay, a Marine Park containing the Moreton Bay Ramsar site. Any future urban development within the area would need to be supported by a stormwater management strategy that ensures the environmental values of receiving waterways are not adversely impacted by the rate and quality of stormwater runoff.

6.5 Electricity

- The PFGA has access to the Energex electricity network, including a 33kV overhead powerline in the north eastern corner (Boundary Road Frontage). The remainder of the site has access to the 11kV or 240V overhead power network. It is not expected that accessing the electrical network will provide a major impediment to future development within the PFGA, however any unique requirements for employment generating uses (e.g. advanced manufacturing) should be clarified as part of the economic feasibility assessment. An overview of Energex electricity infrastructure within the PFGA is shown in Figure 25.

6.6 Telecommunications

- NBN network capability is currently unavailable for almost the entire area of the PFGA, apart from a very small portion within the north eastern corner on Boundary Road. The NBN Co. website indicates that building in the area has commenced and access is anticipated to be available from May 2020.
- Access to high-speed telecommunications infrastructure provides the level of service considered necessary to attract future businesses. This is particularly true for industry types where business operations are conducted remotely or are heavily reliant on sensors connected to the internet, such as high intensity greenhouses.
- The future rollout of the 5G (wireless) network may also provide alternative high-speed internet access to the area.
- Given the timeline associated with future development potentially coming online (i.e. 5+ years), the current lack of connectivity is not considered to be a major impediment to future development in the area.

6.7 Gas

- The PFGA does not have access to the natural gas network. Gas is a key input in some manufacturing processes, potentially diminishing the attractiveness of the area for some business operators, but is not expected to be a major constraint for potential future development within the PFGA.

6.8 Transport

6.8.1 Road network

- The PFGA is generally bound by Mount Cotton Road in the west, Boundary Road in the north and Springacre Road in the east. Boundary Road (4 lanes) and Mount Cotton Road (2 lanes) are state controlled arterial roads linking the PFGA with the Victoria Point Major Centre in the east, Logan City in the south and M1 motorway in the west. Direct access off State controlled roads is not desirable and to optimise traffic efficiency, it is envisioned that future vehicular access to any developable area within the study area would occur via internal service roads. The road network within the PFGA is shown in Figure 26.
- The road hierarchy within the Redland City Plan identifies that:
 - Boundary Road and Mount Cotton Road are state controlled roads;
 - Woodlands Drive, Mount Cotton Road and Boundary Road are classified as arterial roads; and
 - Taylor Road and Springacre Road are identified as sub-arterial roads.
- As Taylor Road contains a significant education facility and is not intended to be upgraded in the foreseeable future, it is preferable that additional vehicle movements be directed to alternative access points being Woodlands Drive and Springacre Road. These roads are intended to be upgraded during the life of the LGIP, as outlined in section 6.7.2 below.
- If parts of the PFGA are deemed suitable for more intense forms of urban development, a traffic impact assessment would need to be undertaken to examine future vehicle volumes and movements and identify any requisite upgrades to the road network.

6.8.2 Proposed future upgrades (LGIP)

- The current LGIP road network map indicates that the following upgrades will occur within the study area to 2031:

Location	Description	Cost and Timing	LGIP Item #
Woodlands Drive from Taylor Road to Boundary Road	Reseal, widening and intersection upgrade	~\$4.3M (2027-2031)	TR-L-85
Springacre Road from Boundary Road to Eprapah Road	Reseal, widening and intersection upgrade	~2.7M (2022-2026)	TR-L-107

6.8.3 Primary access points

- The study area has direct frontage of approximately 4.4km to Duncan Road/ Boundary Road. Boundary Road is the principal east - west route and provides four access points to the PFGA via the following intersections, as shown in Figures 27-30:
 - Duncan Road / Mt Cotton Road
 - Taylor Road / Boundary Road
 - Woodlands Drive / Boundary Road
 - Springacre Road / Boundary Road
 An overview of the existing access points is outlined below.

Duncan Road / Mt Cotton Road

- The westernmost access point on to Boundary Road (named Duncan Road at this point, before forming Boundary Road) is via a signalised four way intersection from Mount Cotton Road. There is a 120m right hand queuing lane to access the site from the western approach and a 35m slip lane to access the site from the eastern approach.

Taylor Road / Boundary Road

- Approximately 2km further east is Taylor Road, which connects to Boundary Road via a multi-lane roundabout. In addition to east and west traffic movements, the northern exit carries traffic towards Alexandra Hills, Capalaba and the M1 along Redland Bay Road.

Woodlands Drive / Boundary Road

- Approximately 800m west from Springacre Road is Woodlands Drive which connects with Boundary Road via a four way intersection. Woodlands Drive is an arterial road which eventually connects to Mount Cotton Road to the south west. The intersection has a 125m right hand queuing lane to access the site from the western approach and a 160m slip lane to access the site from the east.

Springacre Road / Boundary Road

- The easternmost access point is via a signalised T intersection from Springacre Road, a sub-arterial road, which connects to Mount Cotton Road to the south west. There is a 90m right hand queuing lane to access the site from the western approach and a 75m slip lane to access the site from the east.

6.8.4 Public and active transport

- There are limited public transport options available across the wider PFGA. However, there are a number of TransLink bus stops located on Boundary Road, as shown in Figure 26. These bus stops provide an infrequent service to key centres and public transport nodes such as Victoria Point, Cleveland and Capalaba.
- The following points, extracted from relevant transport planning documents, provide further insights into the future provision of public transport services and infrastructure upgrades in the locality:
 - Redlands Coast Transport Strategy: recommends upgrading the Boundary Road corridor as a transport corridor, to provide improved public transport connecting to activity centres such as Capalaba, Mount Gravatt and Victoria Point.
 - Draft Regional Transport Plan: as part of action 3.20, indicates that transport planning will be undertaken to investigate public transport priority options from Capalaba to Redland Bay (including Victoria Point).
 - ShapingSEQ: identifies Boundary Road as part of the future high frequency public transport network (defined by Translink as a 15min frequency or better).
- To take advantage of the existing public transport network, and to provide a convenient level of access to future urban uses, future development should promote the use of public transport and be located within an easy walkable catchment to these services (most likely feeder bus services connecting to Boundary Road as a high frequency corridor). It should also be designed to integrate with the Principal Cycle Network (note: cycling catchments are typically considered up to 10km from place of work/destination), particularly from adjoining or nearby residential areas such as the South West Victoria Point emerging community.

7. Land suitability analysis

- This section of the report represents a refinement of the planning constraints and infrastructure capacity analysis undertaken in sections 5 and 6. It examines the suitability of land for development by qualifying the relative impact of the constraint (i.e. to what extent does it limit development from occurring) and considering potential opportunities.
- For the purposes of this analysis, the PFGA has been broken into 4 precincts that are roughly similar in size (i.e. circa 200 ha), as shown in Figure 32. It is noted that this was the nominal quantum of raw land the Thornlands IEA Employment and Enterprise Needs Assessment recommended to be identified to accommodate both industrial uses and MIBA uses in the city to 2041. The precincts are broadly defined by the road network and natural features such as topography and waterways.
- The objective of the land suitability analysis is to:
 - categorise constraints with regard to their impacts on development potential;
 - identify parcels of land that are suitable for more intense forms of urban development across the study area; and
 - evaluate areas of land with similar constraints, opportunities or features (i.e. by precinct), to determine relative advantages and disadvantages (pros and cons).

7.1 Constraint categories

- For the purpose of this assessment, constraints have been assigned into 3 categories, as outlined in the table below. These include:
 - **Constraint Category 1** - These areas are not considered suitable for more intense forms of urban development.
 - **Constraint Category 2** – These do not present an insurmountable constraint for development but potentially have moderate- significant impacts on the associated cost of developing the land. Depending on the nature of these constraints, certain types of development may not be suitable (e.g. a sensitive use in proximity to an extractive resource area). Some areas where multiple constraints intersect may be significantly limited with regard to future development potential.
 - **Constraint Category 3** – These constraints have a fairly limited impact on development potential and are likely to have a small impact on the associated costs of developing land (relative to Constraint Category 2).

Constraint Category 1	
Constraint Type	Constraint Description
1%AEP Flood Level	Areas subject to inundation during 1%AEP flood event.
Waterway Corridors	Waterway corridors and buffer areas that contain riparian vegetation.
Slope >15%	Sites with steep gradients are significantly more expensive to service with infrastructure and usually require significant earthworks to facilitate development, inflating development costs.
Sensitive land uses	Sheldon College – including a 100m buffer.
Approved rural-residential subdivisions	These sites have been approved for subdivision, inflating underlying land costs and increasing the level of lot

	fragmentation. These sites are unlikely to be economically feasible to develop for non-residential purposes.
Areas visually sensitive to change	Parts of the study area that form part of the Sirromet winery viewshed or are located in visually prominent positions.
Wildlife corridors (core habitat, regional riparian & established corridors)	Council’s Wildlife Connections Plan 2018 – 2028 states that these core habitat areas and corridors have the highest ecological values in the City and are therefore the highest priority for protection and rehabilitation.
Environmental Values – <ul style="list-style-type: none"> • Matters of State Environmental Significance (MSES) • Covenants 	MSES - These areas contain state significant environmental values such as core koala habitat and endangered regional ecosystems. Covenants – These areas contain vegetation that is legally protected by covenants that attach to the land.
Local Resource/ Processing Area	This site contains a quarry.

Constraint Category 2	
Constraint Type	Constraint Description
Slope 10 - 15% or medium landslide hazard	These areas are more expensive to service with infrastructure than flatter sites and may require large scale earthworks to be undertaken to facilitate development. As would be expected, development within these areas incurs comparatively higher development costs.
Lots < 3 ha	Smaller lots are generally more expensive to acquire (on a m ² basis) and more difficult to amalgamate, potentially increasing underlying land acquisition and infrastructure servicing costs.
Bushfire hazard areas (high potential bushfire intensity)	As would be expected, high bushfire hazard risk areas generally exist in locations with significant vegetation coverage. To reduce risks to an acceptable or tolerable level, as outlined in the State Planning Policy, development in these areas will be required to design and locate in a way that minimises risks to people property and infrastructure. This potentially increases associated development costs.
Wildlife corridors (enhancement and stepping stone corridors)	Council’s Wildlife Connections Plan 2018 – 2028 states that these core habitat areas and corridors have medium ecological values and are a low-medium priority for protection and rehabilitation.
Environmental Values - Matters of Local Environmental Significance (MLES)	These areas contain locally significant environmental values. Where possible, development in these areas should adopt the ‘avoid, mitigate, offset’ approach to limit adverse environmental impacts.
Local Resource Separation Area and Transport Route Separation Area	Development within these areas must be compatible with existing and potential future extractive resource activities (e.g. noise and dust pollution) and should not impair their operation.
Agricultural land	These parts of the site contain agricultural land class (ALC) B land.

Constraint Category 3	
Constraint Type	Constraint Description
Slope 5 - 10% or low landslide hazard	These areas are more expensive to service with infrastructure than flatter sites and may require small-moderate scale earthworks to be undertaken to facilitate development.
Bushfire hazard areas (medium potential bushfire intensity or potential impact buffer)	These bushfire hazard risk areas generally exist within or adjacent to (i.e. within 100m) land with significant vegetation coverage. To reduce risks to an acceptable or tolerable level, as outlined in the State Planning Policy, development in these areas will be required to design and locate development in a way that minimizes risks to people property and infrastructure. This potentially increases associated development costs.
Wildlife corridors (enhancement and stepping stone corridors)	Council's Wildlife Connections Plan 2018 – 2028 states that these core habitat areas and corridors have medium ecological values and are a low-medium priority for protection and rehabilitation.
Poultry sheds	These sites contain operational poultry sheds. Amenity impacts from odour pollution should be addressed and reduced to an acceptable or tolerable level where development is proposed in close proximity.

- The constraint categories outlined in this section have been used to generate a map that shows both constrained and unconstrained parts of the PFGA - this shown in Figure 31. The mapping indicates that the bottom half of the study area (south of Woodlands Drive) is the most heavily constrained, while the eastern side is least constrained. The northern and western sides of the study area are interspersed with unconstrained areas.

7.2 Precinct analysis

- As outlined in Figure 32, the PFGA has been broken into 4 precincts which will be referenced as follows:
 - Precinct 1 / 'northern precinct' (yellow)
 - Precinct 2 / 'eastern precinct' (green)
 - Precinct 3 / 'southern precinct' (blue)
 - Precinct 4 / 'western precinct' (red)
- The pros and cons of each precinct have been summarised in the following section.

7.2.1 Northern Precinct (Precinct 1) – Pros and Cons

Total land area (including road reserves): 278.9 Ha
 Unconstrained land Area: 114.3 Ha (41%)
 Undevelopable area (Constraint Category 1 + road reserves): 164.6 Ha (59%)

Pros

- Northern frontage adjoins Boundary Road, providing a high level of commercial exposure.
- Serviced by public transport (bus).
- The precinct is relatively flat.

- Adjoins the Urban Footprint, representing a logical extension to the urban area.
- Relatively easier to service with trunk wastewater infrastructure.
- Internal site access available via Springacre Road (sub-arterial) and Woodlands Drive (arterial).

Cons

- Highly fragmented ownership, including a high proportion of small (i.e. <3 ha) and internal lots.
- Contains sensitive development sites (Sheldon College and the Kingdom Hall of Jehovah's Witnesses), which require buffering from more intense forms of urban development.
- The largest areas of unconstrained land have been approved for rural-residential development (subdivision).
- Environmental areas in the north western corner of the precinct are protected by environmental covenants.
- The centre of the precinct contains an established wildlife corridor.
- At least half of the precinct is identified as agricultural land class B land.

7.2.2 Eastern Precinct (Precinct 2) – Pros and Cons

Total land area (including road reserves): 168.8 Ha

Unconstrained land Area: 112.5 Ha (66.6%)

Undevelopable area (Constraint Category 1 + road reserves): 56.3 (33.4%)

Pros

- Northern frontage adjoins Boundary Road, providing a high level of commercial exposure.
- Serviced by public transport (bus).
- The precinct is relatively flat.
- Adjoins the Urban Footprint, representing a logical extension to the urban area.
- Relatively easier to service with trunk wastewater infrastructure.
- Internal site access available via Woodlands Drive (arterial).
- Contains a high proportion of larger lots (average lot size is almost 4 ha).

Cons

- Contains large areas of flood prone areas and state significant vegetation
- Contains a sensitive development site (Nazarene Theological College), which requires buffering from more intense forms of urban development

7.2.3 Southern Precinct (Precinct 3) – Pros and Cons

Total land area (including road reserves): 270.4 Ha

Unconstrained land Area: 16.5 Ha (6%)

Undevelopable area (Constraint Category 1 + road reserves): 253.9 Ha (94%)

Pros

- Contains a relatively small proportion of state significant vegetation
- Contains a high proportion of larger lots (average lot size is almost 5 ha).

Cons

- Most expensive precinct to service with trunk wastewater infrastructure
- The majority of the site is visually prominent, forming part of the viewshed from Sirromet Winery.
- Does not have a high level of commercial exposure.
- Does not adjoin the Urban Footprint and is not a logical extension to the urban area.
- The precinct is characterised by undulating terrain.
- The southern border of the precinct contains a Regional Wildlife Habitat Riparian corridor.
- Approximately a quarter of the precinct is identified as agricultural land class B land.

7.2.4 Western Precinct (Precinct 4) – Pros and Cons

Total land area (including road reserves): 169.4 Ha

Unconstrained land Area: 107.9 Ha (63.7%)

Undevelopable area (Constraint Category 1 + road reserves): 61.5 Ha (36.3%)

Pros

- Northern frontage adjoins Boundary Road, providing a high level of commercial exposure.
- Serviced by public transport (bus).
- Adjoins the Urban Footprint, representing a logical extension to the urban area.
- Relatively easier to service with trunk wastewater infrastructure.
- Internal site access available via Taylor Road (sub-arterial) and Woodlands Drive (arterial).

Cons

- Average lot size is approximately 3.5 ha, however this is skewed by larger lots in the centre of the precinct that are significantly constrained.
- Contains large areas of state significant vegetation, with the largest allotments in the centre of the precinct the most significantly burdened.
- The precinct contains a resource/ processing area (quarry) and a local resource separation area.
- Landslide and topographic constraints exist in the centre of the precinct.
- The precinct is the most constrained by bushfire hazard mapping.

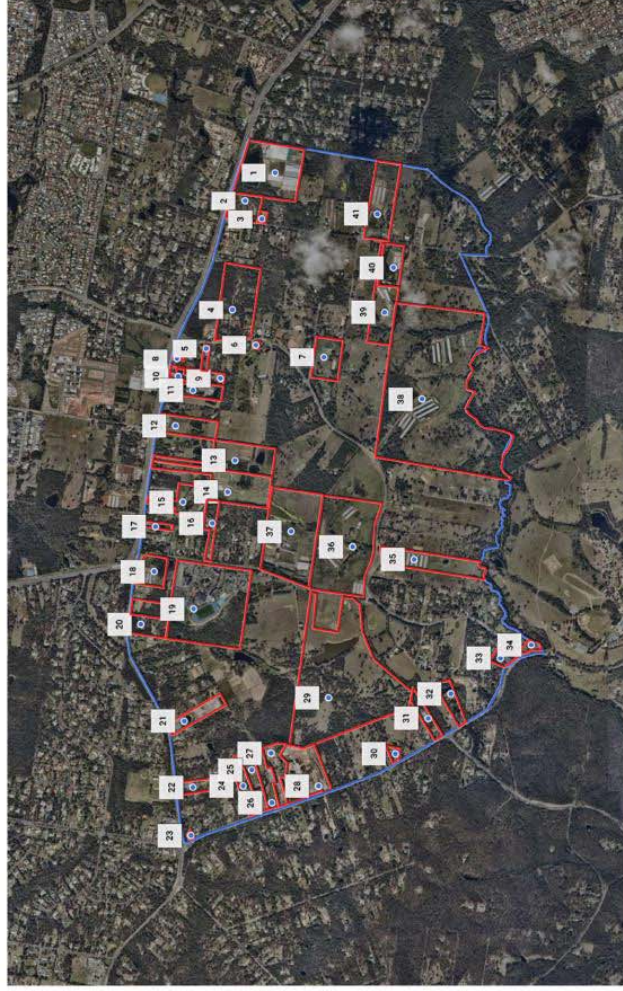
7.2.5 Summary

- An analysis of planning opportunities and constraints, has identified that approximately 351.2 ha or 39.6% of the PFGA is unconstrained by significant environmental or planning constraints and is potentially suitable for more intense forms of urban development. The balance, 536.3 ha or 60.4%, has limited development potential due to environmental or planning constraints, and should be protected from development or retained within the Regional Landscape and Rural Production Area for the life of the planning scheme (i.e. to 2041).
- Based on a consideration of existing constraints and opportunities, the most suitable precincts for future development, in order of rank are as follows:
 1. Eastern Precinct (Precinct 2)

2. Northern Precinct (Precinct 1)
3. Western Precinct (Precinct 4)
4. Southern Precinct (Precinct 3)

8. Existing industries and employment generators within the PFGA

- An overview of existing business activity within the PFGA is summarised in the following map and table:



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Address	Location on map	Business name	Business description	Notes
241-259 Boundary Road, Thornlands	1	Queensland Plants and Flowers	Wholesale florist	
223- 239 Boundary Road, Thornlands	2	Tranquility Park	Caravan park, cabins, dance lessons, strawberry museum, tea room.	www.tranquilitypark.com.au
24 - 26 Springacre Road, Thornlands	3	Paws "n" Tails	Home based business – pet sitting	
24-30 Woodlands Drive, Thornlands	4	Nazarene Theological College	Educational establishment – private school	www.ntc.edu.au Diploma, undergraduate and post graduate courses, research programs and non-accredited courses. Approximately 30 staff employed, including administration, faculty, student support and sessional faculty. Site includes a limited number of housing units
19-21 Woodlands Drive, Thornlands	5	Kingdom Hall of Jehovah's Witnesses	Place of worship	
51 Woodlands Drive, Thornlands	6	Eldridge Swim school	Sport and recreation	www.eldridgeswim.com.au Swim school, water therapy/physiotherapy, and fitness classes.
5 - 31 Platres Drive, Thornlands	7	Supermarket Milk Supplies	Home based business	Business details unknown.
131 Boundary Road, Thornlands	8	Thornlands Bible Church	Place of worship	www.thornlandsbiblechurch.org morning & evening services, prayer meetings and bible studies
123-125 Boundary Road, Thornlands	9	G spot espresso / the Nook	Food and drink outlet	Kiosk on front portion of lot. Rest of the property is improved by a single dwelling.

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Address	Location on map	Business name	Business description	Notes
119 - 121 Boundary Road, Thornlands	10	Fame Orchids Nursery	Wholesale and retail florist / orchid garden centre.	www.fameorchids.com
111, 115 & 117a Boundary Road, Thornlands	11	Timbara Garden Centre (Plants Plus)	Retail garden centre	www.timbaranursery.com.au in addition to retail they are also producers.
87 Boundary Road, Thornlands	12	Redlands Produce	Retail pet and garden store	
63-65 Boundary Road Thornlands	13	Business name unknown	Home based business – Horticulture / cropping – fruit trees	
59 – 61 Boundary Road, Thornlands	14	Heritage riding	Outdoor recreation – horse riding lessons, holiday camps, horse leasing, coach training, stable management courses.	www.heritagereiding.com.au
35-37 Boundary Road, Thornlands	15	Business name unknown	Home based business Chicken manure collection and storage	MC009930 – approval issued November 2006 current status of business unknown.
65 Taylor Road, Sheldon	16	Signs by Andrea	Home based business – Signs by Andrea	www.signsbyandrea.com
19-21 Boundary Road, Thornlands	17	Shedland Garden centre	Retail garden centre, shed outlet and concreter	www.shedlandgardencentre.com.au
175-183 & 185-189 Duncan Road, Thornlands	18	Business unknown		Former egg shed, previous planning approvals issued for industrial uses, most recent approval in 2010. Current status of use unknown, use possibly abandoned.
31-75 & 77 Taylor Road, Sheldon & 157-163 Duncan Road, Sheldon	19	Sheldon College	Educational establishment – school 15 months – grade 12	108 academic staff www.sheldoncollege.com
143-155 Duncan Road, Sheldon	20	Watertank Hire Service	Home based business – Watertank hire, tanker trailer hire, water tank	www.watertankhireservice.com.au

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Address	Location on map	Business name	Business description	Notes
69 – 75 Duncan Road, Sheldon	21	Capalaba Nursery	refills, pool and spa refills, landscape watering, dust control measures.	www.capalabanursery.com.au
29 – 35 Duncan Road, Sheldon	22	The Sheldon Tennis Centre	Outdoor recreation – 4 hard courts, tennis lessons, court hire, school camps, club house	www.rtoparis.wixsite.com/sheldontennis
622 Mount Cotton Road, Sheldon	23	Love Always Bridal	Home based business – dress maker, retail sales in dresses and accessories.	www.lovealwaysbridal.com.au
660 – 666 Mount Cotton Road, Sheldon	24	Murray plant and civil	Home based business / transport depot	www.murrayplantandcivil.com.au
668-670 Mount Cotton Road, Sheldon	25	Trading name of business unknown	Transport depot approved for 5 heavy vehicles in association with an earthmoving and construction business.	MCU013520 Property was formerly used in conjunction with a poultry farm.
672-676 Mount Cotton Road, Sheldon	26	Business name unknown	Transport depot approved for 30 heavy vehicles	MCU013519
678 – 682 Mount Cotton Road, Sheldon	27	Business name unknown	Transport depot for 15 heavy vehicles	MCU013463
684-712 Mount Cotton Road, Sheldon (3x amalgamated lots)	28	<ul style="list-style-type: none"> • Resource Recoveries and Recycling • Brisbane Quarries and Construction 	<ul style="list-style-type: none"> • Waste transfer station and quarry 	<p>Previously used as a quarry by Council, this use has since ceased.</p> <ul style="list-style-type: none"> • Lot 2 & 3 – approval for Landscape supply depot – trading name unknown (MCU013272) • Lot 1 – MCU012995 • MCU013688 – appeal underway for office, weighbridge, parking, and open storage of materials.

3

Address	Location on map	Business name	Business description	Notes
147-159 Taylor Road, Sheldon	29	Business unknown	Land rated as commercial land, previously used as equestrian land / grazing. No evidence on aerial photographs of current use.	<ul style="list-style-type: none"> Affected by Extractive resource overlay.
756 Mount Cotton Road, Sheldon	30	Windmill pottery & Sheldon Gallery	Home based business	
778-782 Mount Cotton Road, Sheldon	31	Runde Shopfitters	Home based business	
796-800 Mount Cotton Road, Sheldon	32	Natural world playschool	Home based business	No approvals for use, unsure on scale, includes sensory playschool sessions, mindful workshops and meditation and nutritionist. www.adamsallstyleupholstery.com.au
375 – 389 Woodlands Drive, Sheldon	33	Adams Allstyle upholstery	Home based business	www.horsesforhealthredlands.com
394 Woodlands Drive, Thornlands	34	Horses for Health Redlands Inc	home based business – equine assisted therapy and farm hire	
230-238 Woodlands Drive, Thornlands	35	Darwalla Broiler Farm	Poultry farm	Current ERA for poultry farming. Property rated residential.
197 Woodlands Drive, Thornlands	36	Business unknown	Former poultry farm	Use abandoned RL for 3 into 40 and current BX to demolish all structures on site.
84-122 Taylor Road, Thornlands	37	Pine Lodge Equestrian Park (incorporating weddings, high teas, functions / weddings and equestrian and livery and agistment	Function centre, food and drink outlet and indoor / outdoor recreation	Property rated for commercial purposes
164-166 Woodlands Drive, Thornlands	38	Singh free Range	Poultry farm, broiler and caretakers residence	Current ERA for poultry farm

4

Address	Location on map	Business name	Business description	Notes
107 Springacre Road, Thornlands	39	Business name unknown	Poultry farm	Possible abandoned use.
109-119 Springacre Road, Thornlands	40	Business name unknown	Poultry farm	Premises currently improved by dwelling and farm sheds. No evidence of poultry business continuing to operate. Previously used as a piggery.
96-108 Springacre Road, Thornlands	41	Business name unknown	Poultry farm	Premises currently improved by dwelling and poultry sheds. Possible abandonment, property currently rated residential. ABN previously identified on EP licence doesn't appear current.

9. Appendices

9.1 Planning history

- In 2000, Redland City Council (RCC) and the Queensland Department of State Development jointly commissioned an evaluation of eleven potential Integrated Employment Area (IEA) sites across Redland City. This joint evaluation recommended two preferred sites for development, one on Commonwealth land at Birkdale Road, Capalaba and the second at freehold land at German Church Road, Redland Bay.
- In 2004, RCC nominated these two localities as potential IEAs through the draft Statement of Proposals leading to the preparation of the 2006 Redland Planning Scheme (RPS). In response, the State government instructed RCC to remove the nominated IEA's and investigate the suitability of three alternate IEA options.
- In 2005, RCC again initiated an IEA investigation, which this time assessed the suitability of three remaining greenfield sites included within the Urban Footprint at Kinross Road, Taylor Road/ Springsacre Road and Double Jump Road. This investigation determined that not one of the three sites was considered to be an ideal location for an IEA, though the Taylor Road/Springsacre Road site demonstrated some potential, and that RCC should consider pursuing the two previously nominated IEA's as preferred sites.
- In 2006, RCC adopted the RPS which had been redrafted to identify the Taylor Road/ Springsacre Road site (TIEA) in the Strategic Framework as the City's preferred IEA. Subsequent preparations of the Local Growth Management Strategy (LGMS) reinforced this position and formed part of RCC's submission to the 2008 review of the SEQ Regional Plan (SEQRP) 2005-2026. The SEQRP 2005 -2026 included the area south of Boundary Road between Taylor Road to the west and Springsacre Road to the east within the Urban Footprint.
- The draft SEQRP 2009-2031 identified the TIEA within its network of Enterprise Opportunity Areas (EOA) and also included the area in the urban footprint. The final SEQRP 2009-2031 identifies the entire TIEA as Regional Landscape and Rural Production Area, removing it from the EOA network. The State clarified that this policy change was based primarily on the area's Koala habitat values.
- Following the State's decision, RCC initiated a review of the Centres and Employment Study in 2010, taking into account the loss of the Thornlands IEA as an integrated employment area. The bodies of work undertaken since this time is summarised in Section 7.

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9.2 Literature review summary

- A number of previous studies have been prepared to examine the development and economic prospects of Redland City. Building on the literature review forming part of the Thornlands IEA Employment and Enterprise Needs Assessment, key outcomes from the following reports/documents have been summarised:

- Redland City Centres and Employment Strategy (2010);
- Redland City Large Format Retail Demand and Supply Analysis (2012);
- Redland Rural Futures Strategy (2013).
- Redlands Land Supply Review (2014); and
- Redland City Economic Development Framework 2014 – 2041;
- Redland Tourism Strategy and Action Plan 2015 – 2020;
- Redland City Council Corporate Plan 2015 – 2020;
- Review of Draft Redlands Planning Scheme – Economic Analysis (2016);
- Redland City Plan 2018 – Version 4 (2018);
- Southern Townlands PFGA – Context Review and Gap Analysis (2018)
- Rural Enterprises Industry Sector Plan 2019 – 2024.

Report	Author	Summary
Redland City Centres and Employment Strategy, 2010	SGS Economics and Planning	The Redland City Centres and Employment Strategy assesses the future demand for commercial, retail and industrial land within Redland City as input into the preparation of the Draft Redland City Plan 2015. The strategy projected employment in Redland City would increase from 32,095 in 2006 to 50,009 in 2031, with the largest increases occurring in property and business services, health and community services, and retail trade. The strategy concluded that an additional 285,797m ² of in-centre and 54,617m ² of out-of-centre retail and commercial floor space would be demanded between 2006 and 2031, with Cleveland and Capalaba having the highest demand. In regard to industrial, the strategy estimates an additional 3,308 workers employed in industrial sectors between 2006 and 2031 with an additional demand for 60ha of the industrial site area. Overall, the strategy does not suggest there is a need for any additional retail, commercial or industrial floor space to accommodate growth within Redland City to 2031.
Redland City Large Format Retail Demand and Supply Analysis, 2012	SGS Economics and Planning	The Redland City Large Format Retail Demand and Supply Analysis assessed the supply of, and demand for, large format retailing in Redland and future land requirements. The analysis projects growth in retail floor space demand of an additional 45,366m ² of large format floor space and 169,6814m ² of additional non-large format retail floor space within Redland City between 2012 and 2031. The analysis indicates a total of 47.5ha of additional land is required for both large format retail (13.6ha) and non-large format retail (33.9ha) within Redland City to 2031. The analysis suggests that there is sufficient land to accommodate large format retail uses within Redland City.
Redland Rural Futures Strategy, 2013	Aecom	The Rural Futures Strategy aims to establish a strategic direction of the Rural Area of Redland that actively promotes a collection of mutually compatible and sustainable land uses. The Rural Futures Strategy seeks to halt the ongoing decline of the rural economy to provide new rural industries, recreation and tourism experience, habitat conservation and living opportunities. The report identifies three strategic themes including work and learn; play and stay; and live and sustain to support the RFS. Under the strategic themes the RFS aims to create 500 new rural jobs by 2031, support the continuity of the poultry industry, provide connectivity with rural areas for both residents and visitors, protect and enhance Redland rural areas. The Thornlands IEA is contained within the Woodlands Drive Rural Business and Innovation Precinct and the Double Jump Road Rural Activities Priority Precinct. The vision for the Woodlands Drive Rural Business and Innovation Precinct is for a sustainable and low-scale rural industry, education and technology development area that provides for future employment needs, high accessibility, infrastructure, best practice design outcomes and maintains rural uses to create a transition between urban and rural land. The Double Jump Rural Activities Priority Precinct, on the other hand is envisaged to protect the rural economy and landscape through increasing the viability of rural land while providing an integrated buffer interface to existing urban development.
Redlands Land Supply Review, 2014	Urbis	The Redland Land Supply Review 2014 revises and updates the previous 2012 residential land supply review to reflect the realignment of the planning horizon to 2041 for the Draft Redland City Plan 2015. The supply update estimated a total of 821.5ha of residential land (compared to 874ha in the 2012 Land supply study)
Redland City Economic Development Framework 2014 - 2041	Redland City Council	The Economic Development Framework (EDF) aims to align with Council's "open for business" philosophy and seek to develop initiatives that increase the economic capacity of Redland. The EDF highlights the key areas of focus for the local business community and future opportunities to boost export-oriented and value-add industries. Key industry sectors identified include tourism (accommodation and food services), construction, education and training, high value-add services, health care and social assistance, manufacturing, retail trade and rural enterprises. The EDF acknowledges the importance of improving Redland City's connectivity to the region's major industry and employment hubs to maximise employment opportunities for residents.

Report	Author	Summary
Redland City Tourism Strategy and Action Plan 2015 - 2020	Redland City Council	<p>The Framework charts a 25-year course, based on four key future growth objectives, which will form the basis of Industry Sector Plans that support economic growth in these areas. Key measurements and reporting around these key future growth objectives will ensure that activities are aligned, tracked and measured against the key growth objectives. The four key future growth objectives are:</p> <ol style="list-style-type: none"> 1. Population Target - 206,000 by 2041 at an annualised average growth rate of 1.2%; 2. Number of Jobs - 30,000 jobs to be created in the city by 2041, based on modelling undertaken by the National Institute of Economic and Industry Research (NIEIR); 3. GRP Growth - An economy worth \$6.8bn by 2041 based on modelling undertaken by the National Institute of Economic and Industry Research (NIEIR); 4. Tourism Growth - to represent 2% of the Redland City economy. <p>With tourism identified as one of the key industry sectors within the Economic Development Framework, the tourism strategy provides an assessment of Redland tourism economy whilst recognising its opportunities and challenges. The strategy recognises the attractiveness of the region whilst also noting the need to develop the sector further through new commissionable product development and investment of tourism infrastructure. The strategy identifies three key performance areas including tourism and investment opportunities, destination marketing and event opportunities, and supporting infrastructure and coordination opportunities. The key performance areas aim to deliver the intent of the tourism strategy.</p>
Redland City Council Corporate Plan 2015-2020	Redland City Council	<p>The Redland City Corporate Plan is a strategic document that guides how Council prioritises and delivers services, programs and facilities to the community. The Corporate Plan identifies eight key outcomes derived from the community plan including Healthy Natural Living, Green Living; Embracing the Bay; Quandamooka Country; Wise Planning and Design; Supportive and Vibrant Economy; and Strong and Connected Communities. Of particular relevance, the corporate plan highlights Council's commitment to ensuring Redland has the necessary infrastructure, policies and development framework that supports economic development and a vibrant community.</p>
Review of Draft Redlands Planning Scheme - Economic Analysis, 2016	Economic Associates	<p>The analysis was undertaken to identify any potential constraints to development feasibility that may occur as a result of planning controls outlined within the Draft Redland City Plan 2015. In particular, the analysis examined the implications for retail, commercial and industrial land demand within the draft Redland City Plan 2015, including the identification of any particular indicators that may raise housing affordability concerns. Overall, the analysis concluded that the planning controls articulated by the Draft Redland City Plan 2015 does not impede development within Redland with any feasibility concerns derived from economic market conditions as opposed to the planning framework. With regards to industrial land, the analysis concludes that there is demand for between 28ha and 102ha based on NIEIR projections. Based on a brief review of vacant industrial zoned land the analysis concluded that there is a likely shortfall in the supply of industrial zoned land within Redland City.</p>
Thorlands IEA Employment and Enterprise Needs Assessment, 2016	Economic Associates	<p>The 'Thorlands IEA Employment and Enterprise Needs Assessment' completed by Economic Associates in 2016 identified a potential need for additional zoned industrial land in Redland City in the short to medium term. The study identified a shortfall of 50 ha by 2041 and recommended 100 ha of raw land be identified to accommodate the shortfall. The report identified that subject to further investigations and feasibility assessments, the Southern Thornlands PFCA may be suitable to accommodate this shortfall.</p> <p>The Needs Assessment also found that in the longer term (~15 years), an opportunity exists for the PFCA to accommodate a mixed industry business area (MIBA) subject to further feasibility assessments. The report recommended an area of 50 ha be identified to accommodate potential future MIBA and recommended 100 ha of raw land be identified. In total, the report recommended for 200 ha of raw land to be identified to accommodate both industrial uses and MIBA uses to 2041.</p>

Report	Author	Summary
Redland City Plan 2018 - Version 4	Redland City Council	The Redland City Plan identifies a centres hierarchy anchored by the higher order Principal Centres at Cleveland and Capalaba as well as the Victoria Point Major Centre. Industrial uses are accommodated within a mix of low and medium impact industry zoned land with allowance made for industrial uses to be accommodated within the designated mixed use areas in Cleveland and Capalaba also. The existing hospital precinct has been identified as a specialised centre where specialist and general health services, health based education and training and related activities will cluster. Land zoned for Waterfront and Marine Industry is located on Beveridge Road in Thornlands. Commentary in the Strategic Framework makes references to Southern Thornlands' potential to cater for longer term, future urban growth (subject to further detailed investigations) as well as an opportunity to establish a node of education and recreational facilities near Sheldon College (west of Taylor Road).
Southern Thornlands Potential Future Growth Area Assessment - Context Review and Gap Analysis 2018	PSA Consulting Australia	This assessment provided a preliminary context review and gap analysis of relevant background material and available data relating to the Southern Thornlands PFGA. The report identified six primary policy and technical gaps and made a number of recommendations to address these, including identification of further investigations that should be completed to determine the preferred future use of land within the PFGA.
Rural Enterprises Industry Sector Plan 2019-2024	Redland City Council	The Rural Enterprises Industry Sector Plan 2019-2024 is one of eight industry sector plans that has been developed to underpin the Redland City Economic Development Framework 2014 -2041. The REISP identifies that the local rural enterprises industry sector has a rich history and is central to the area's identity. One of the objectives of the REISP is to ensure that Council continues to support the sector into the future by encouraging new and modern opportunities in response to a range of challenges such as; competing land use, the move away from more conventional farming practices and the difficulties in attracting and retaining people to the industry. Despite the challenges that have been facing the industry, rural enterprise is ranked eighth (2016) in terms of employment within the city. The REISP identifies the city's key strengths in this sector include: well-established food and beverage manufacturing businesses, the proximity of the City to markets, access to a highly-skilled workforce, the city's rural amenity and the regulatory environment outlined in the Redland City Plan.

Note: The contents of this table have been modified and are based on a table that formed part of the Thornlands IEA Employment and Enterprise Needs Assessment, 2016

9.3 Commentary on the need for additional residential zoned land within Redland City to 2041

During preparation of the Redland City Plan, Council engaged planning consultants Urbis Pty Ltd to undertake a Land Supply Review (LSR). This study was based on dwelling forecasts released by Queensland Treasury and Trade (QTT) in 2013 and sought to determine if there was a sufficient supply of land for residential purposes within the City to 2041. Based on an assumed take up of zoned residential land, the LSR identified a potential undersupply of detached dwellings in the order of 740 to 5,060 detached dwellings to 2041. Conversely, the report found that there was a potential oversupply of attached dwelling over this period in the order of 8,700 to 12,900 dwellings.

Since the release of the LSR in 2014, a number of further developments have occurred that are considered to impact on any potential shortfall in detached dwellings to 2041. This includes:

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- the preliminary approval of the Shoreline master planned community in Southern Redland Bay that will accommodate an additional 4,000 dwellings (approximately), predominantly in detached format.
- Expansion of the urban footprint in *ShapingSEQ 2017* to include an area approximately 83 ha in size to the north of the Shoreline master planned community, known as the Southern Redland Bay Expansion Area.
- the QTT has updated the population and dwelling forecasts for the region with a decreased population projection to 2041. It is noted that the 2013 series of projections that were released by the Newman Government included substantially higher population forecasts (206,835 by 2041, which were revised down to 202,644 in the 2014 land supply review) than previous editions. The latest QTT forecasts from 2018 (medium series) indicate that Redland City's population is likely to grow from 151,987 in 2016 to 192,431 by 2041 and further work is currently underway to develop the 2021 edition. Without a full understanding of the impacts flowing on from the Coronavirus pandemic, it would be prudent to at least acknowledge that with the unfolding economic downturn and limitations placed on international movement, that population growth in the region, at least in the short term, could be significantly lower. This would be based on the fact that overseas and interstate migration have been strong underlying drivers for population growth in SEQ, as acknowledged in previous reports and summaries produced by QT.
- The Queensland Government has established the Growth Monitoring Program to monitor land supply and development activity within the SEQ Region. To date, the annual land supply and development monitoring reports released in 2018 and 2019 have identified that Redland City has sufficient supply of suitably zoned land to meet the consolidation and expansion dwelling supply benchmarks of the Regional Plan.

Based on these considerations, the current Redland City Plan provides for adequate land supply within the proposed urban area to accommodate the future population growth of the City to 2041.

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Appendices - Maps

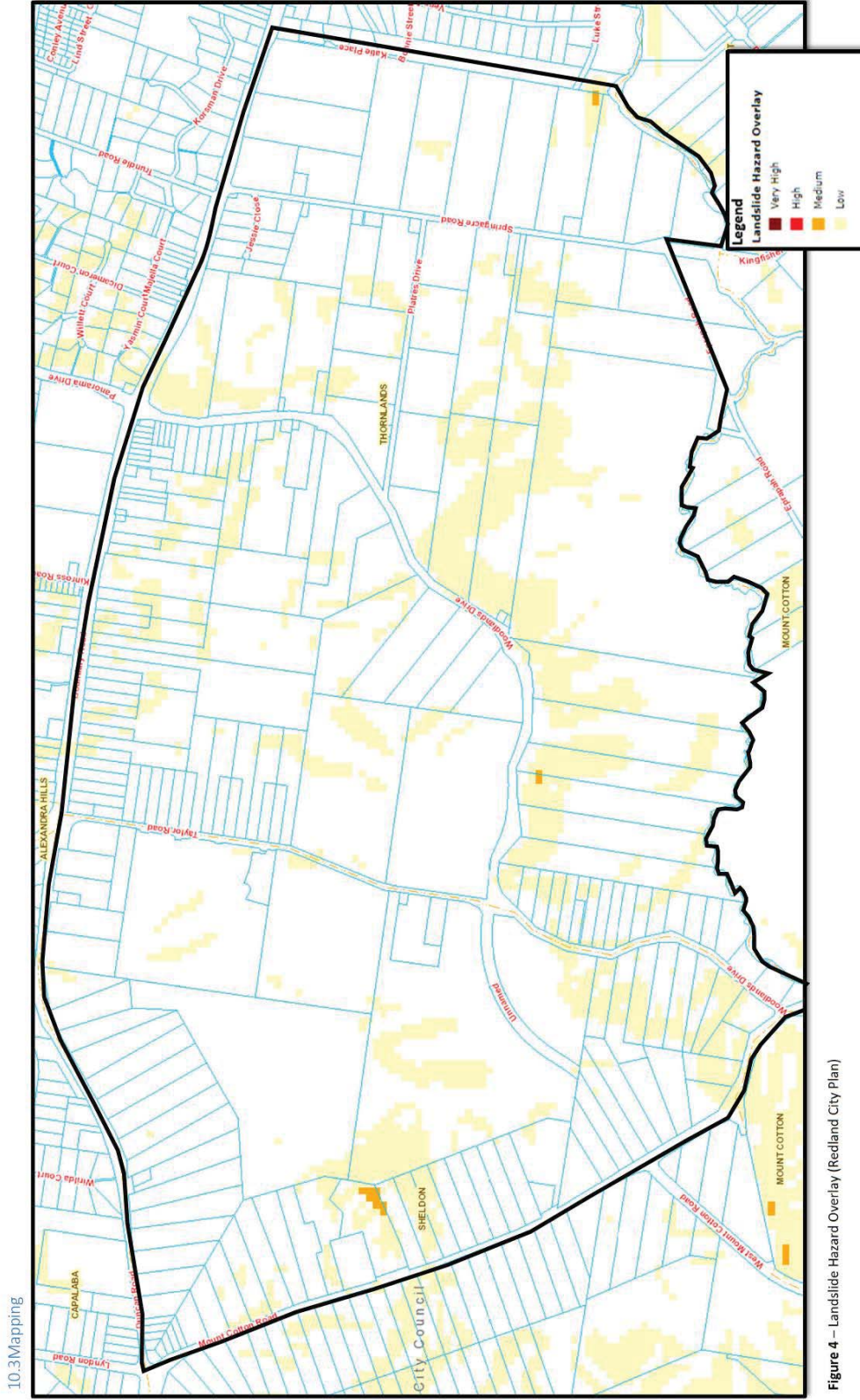


Figure 4 – Landslide Hazard Overlay (Redland City Plan)

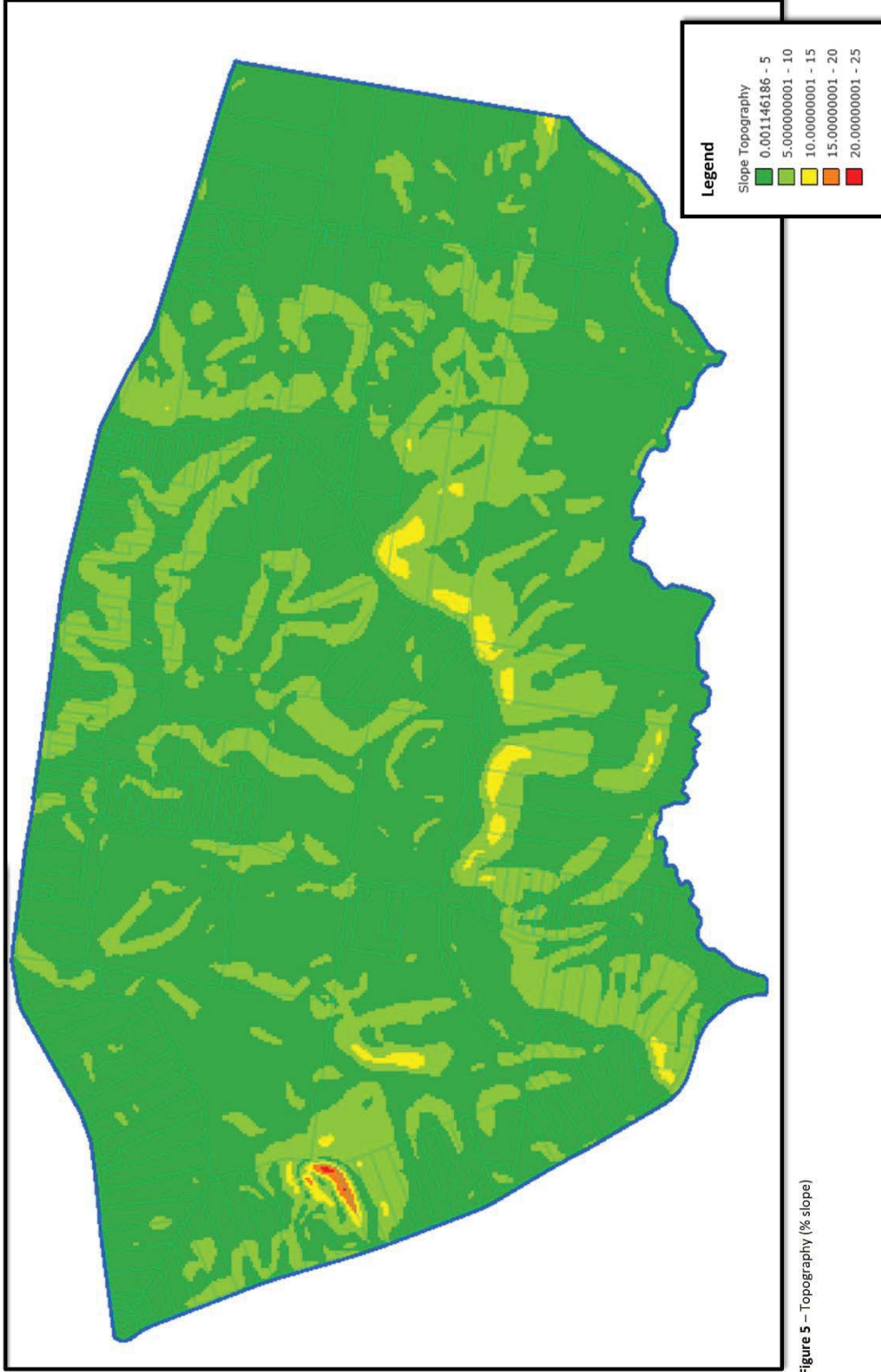


Figure 5 – Topography (% slope)

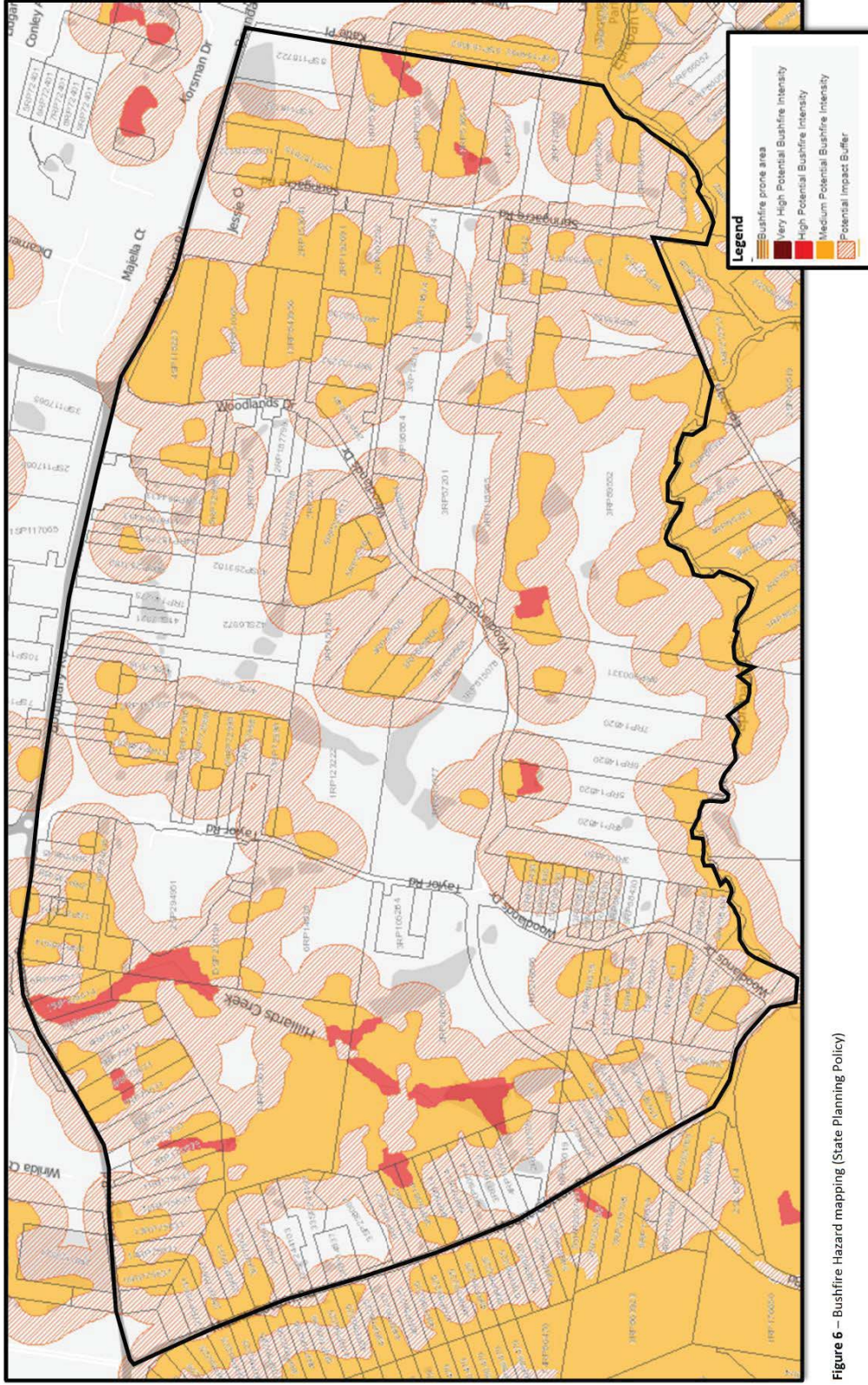


Figure 6 – Bushfire Hazard mapping (State Planning Policy)

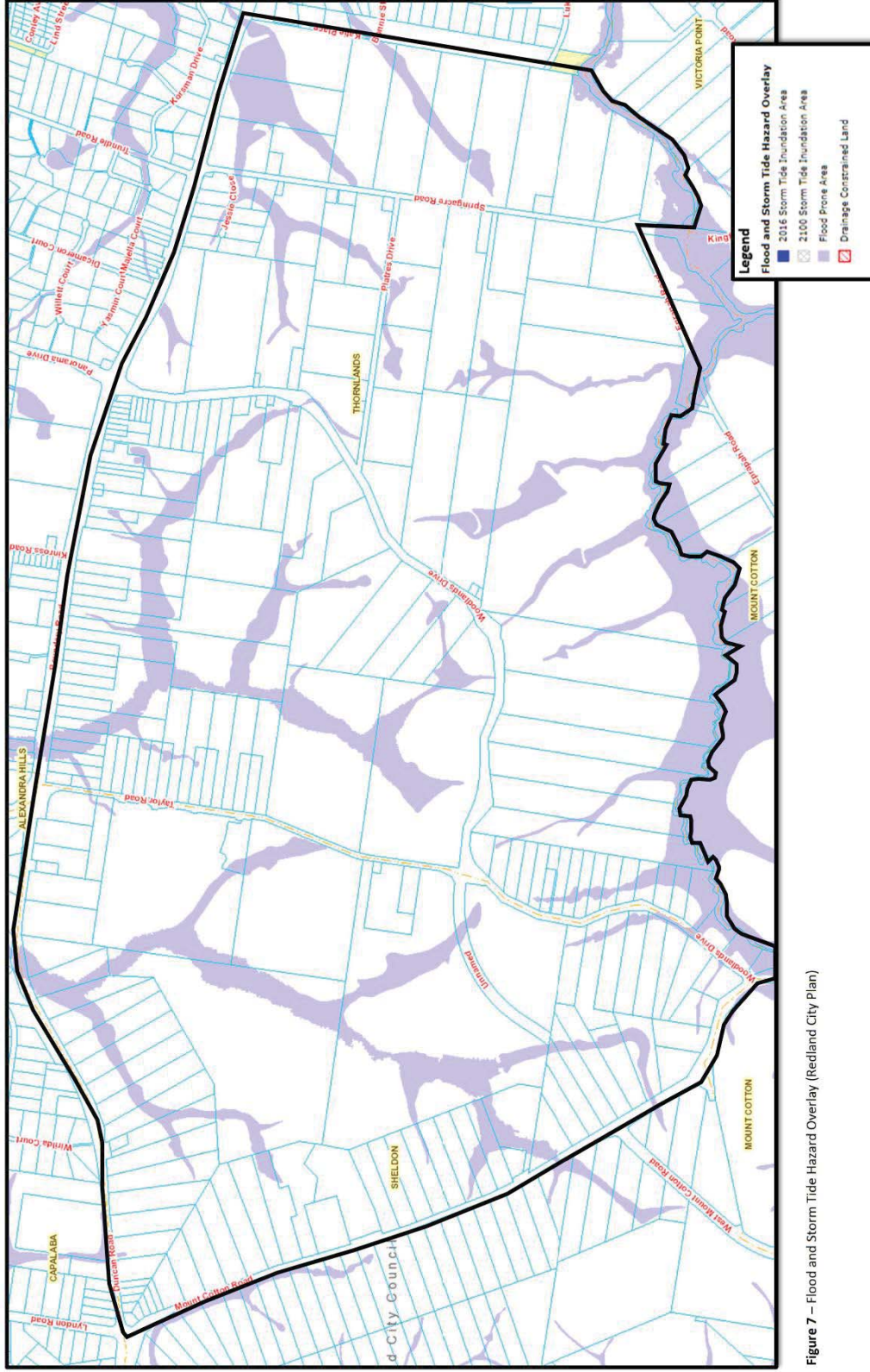


Figure 7 – Flood and Storm Tide Hazard Overlay (Redland City Plan)

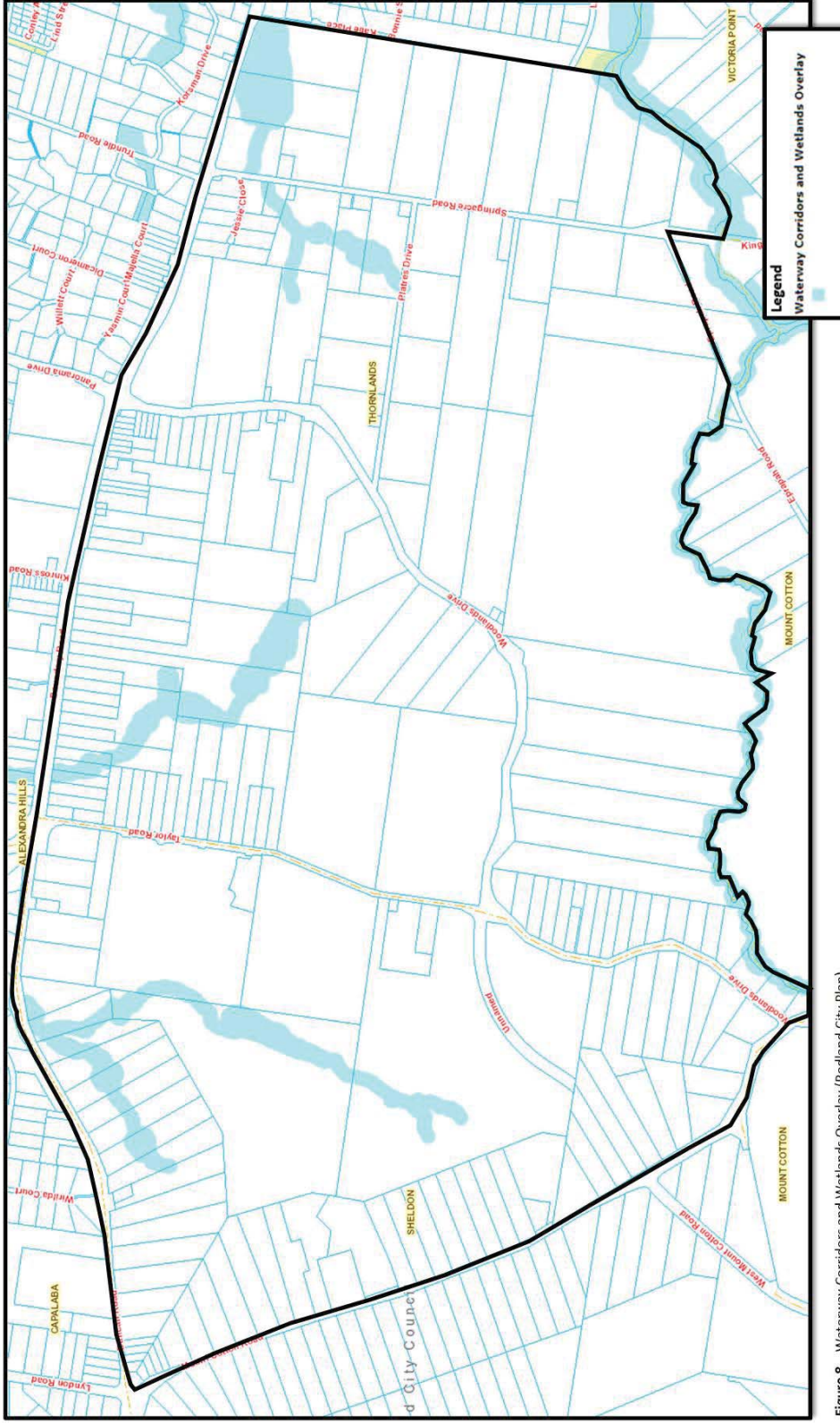


Figure 8 – Waterway Corridors and Wetlands Overlay (Redland City Plan)

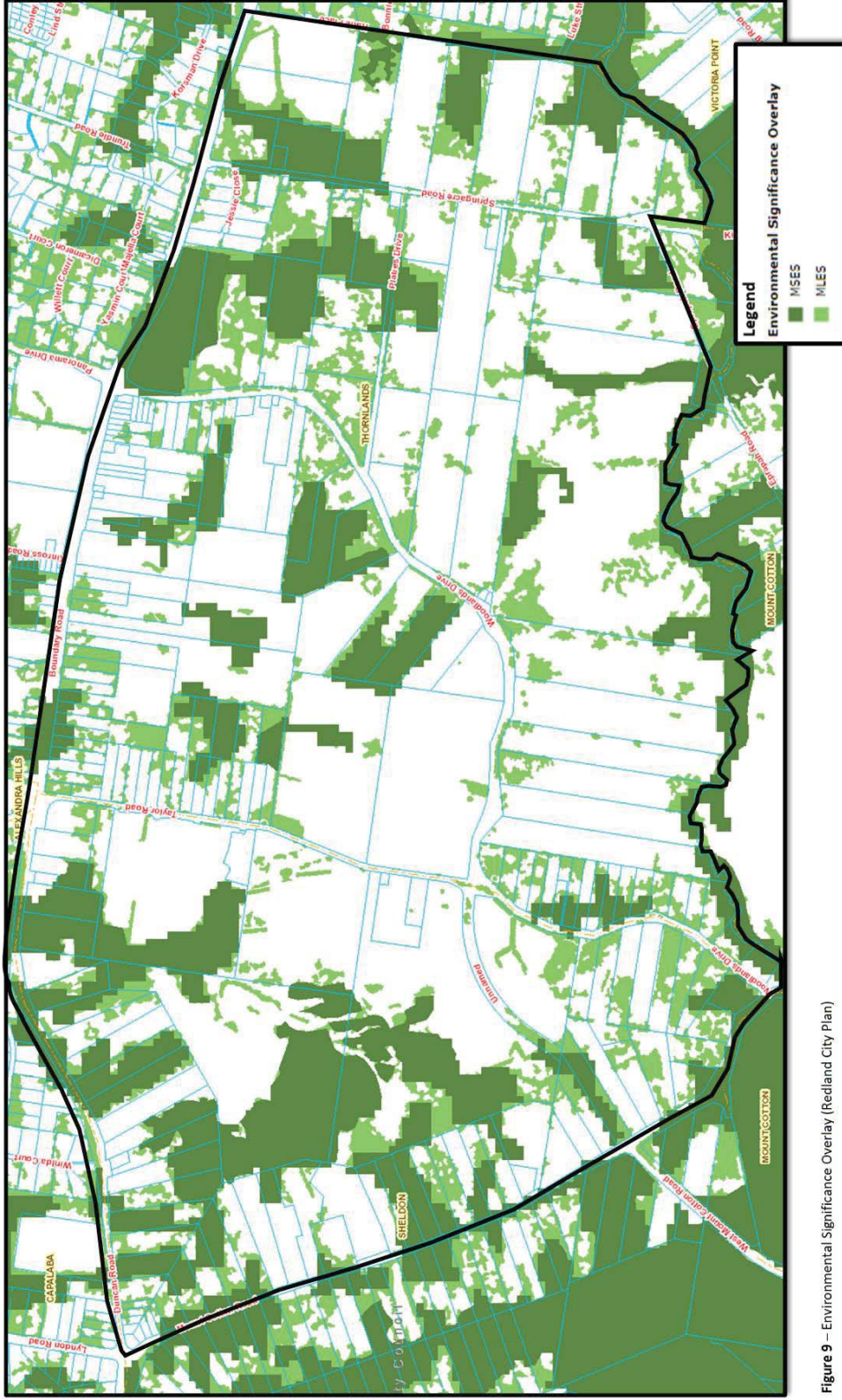


Figure 9 – Environmental Significance Overlay (Redland City Plan)



Figure 10 – Matters of State Environmental Significance (State Planning Policy)

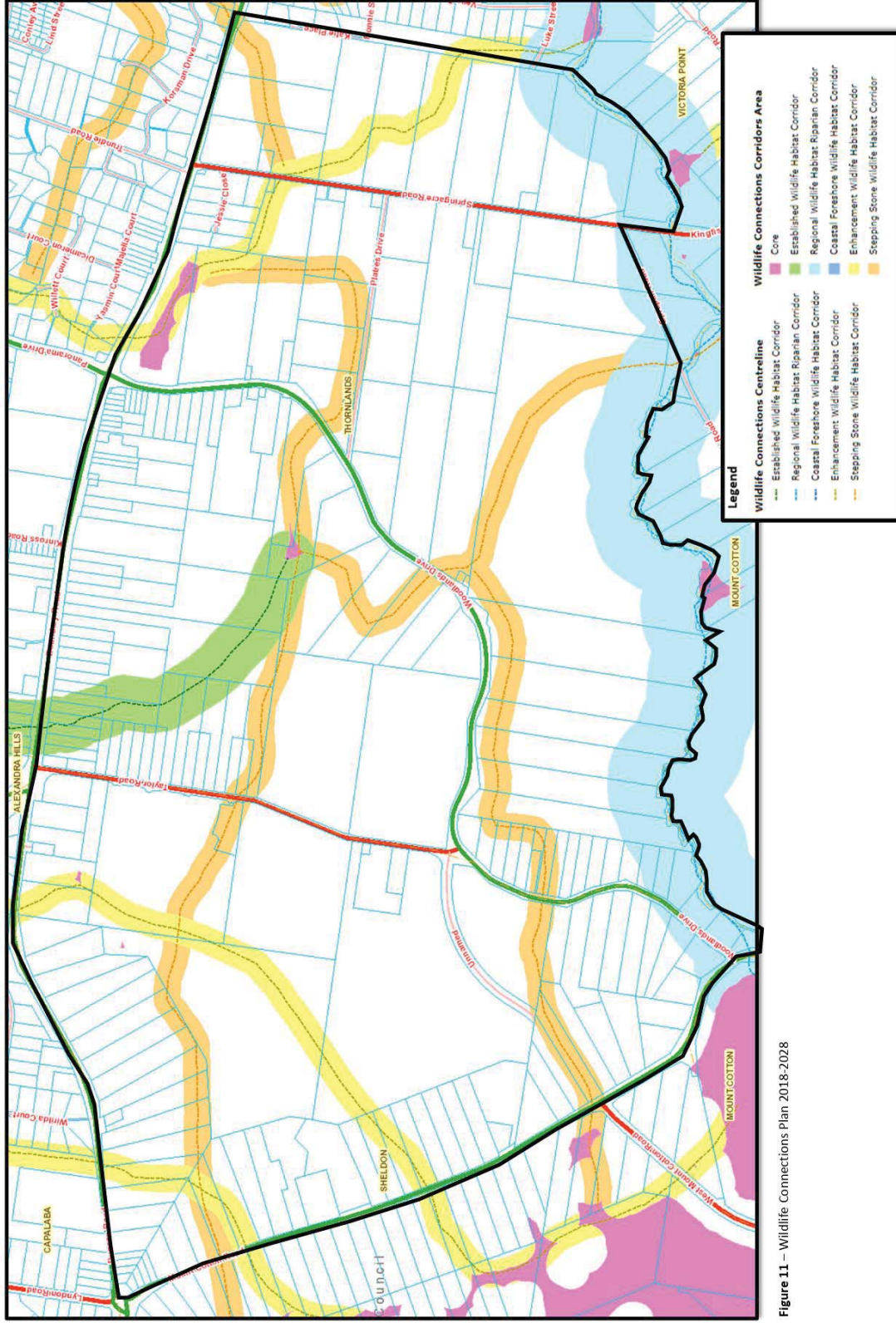


Figure 11 – Wildlife Connections Plan 2018-2028

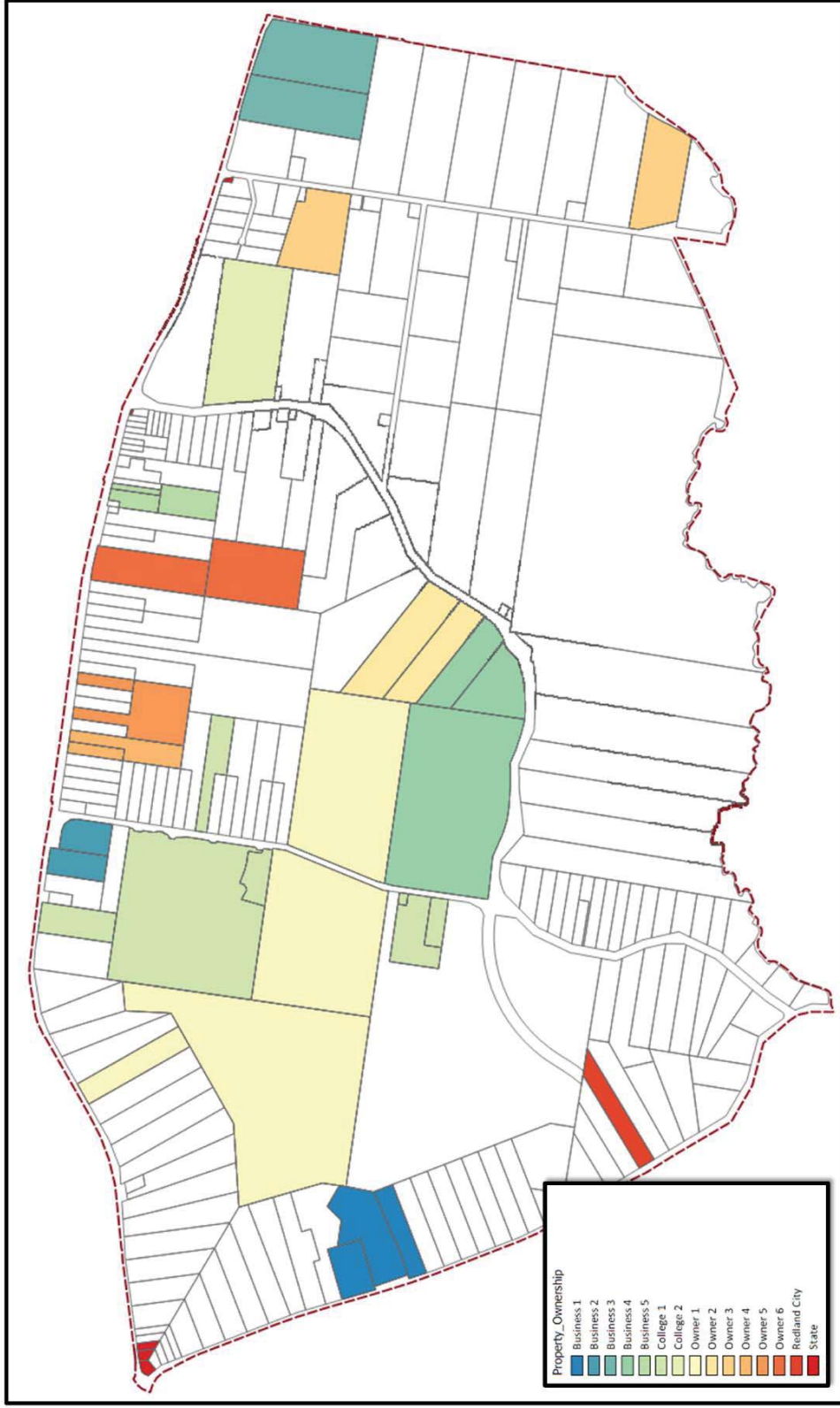


Figure 14 – Property ownership (consolidated landholdings)

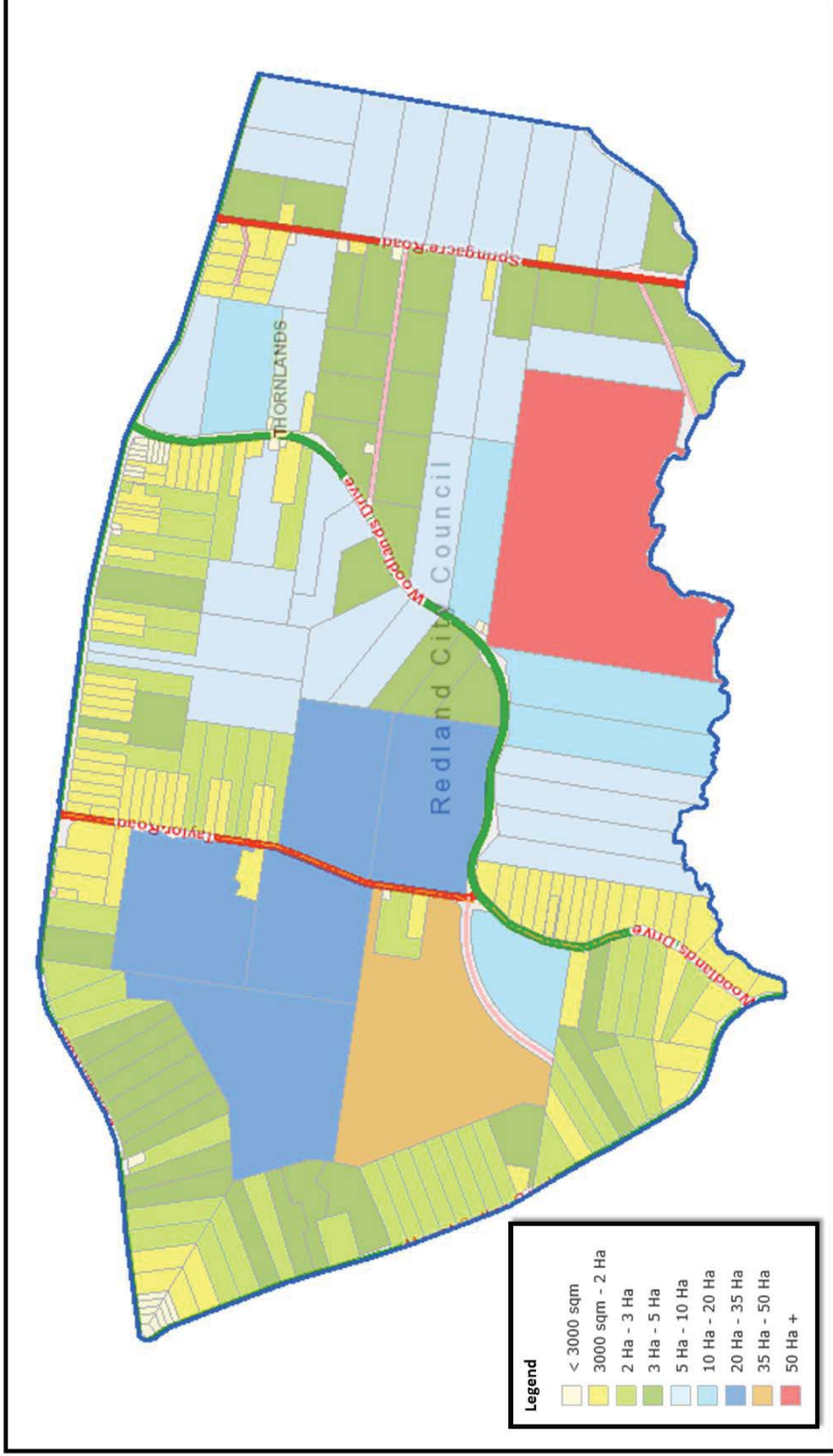


Figure 15 – Lot sizes

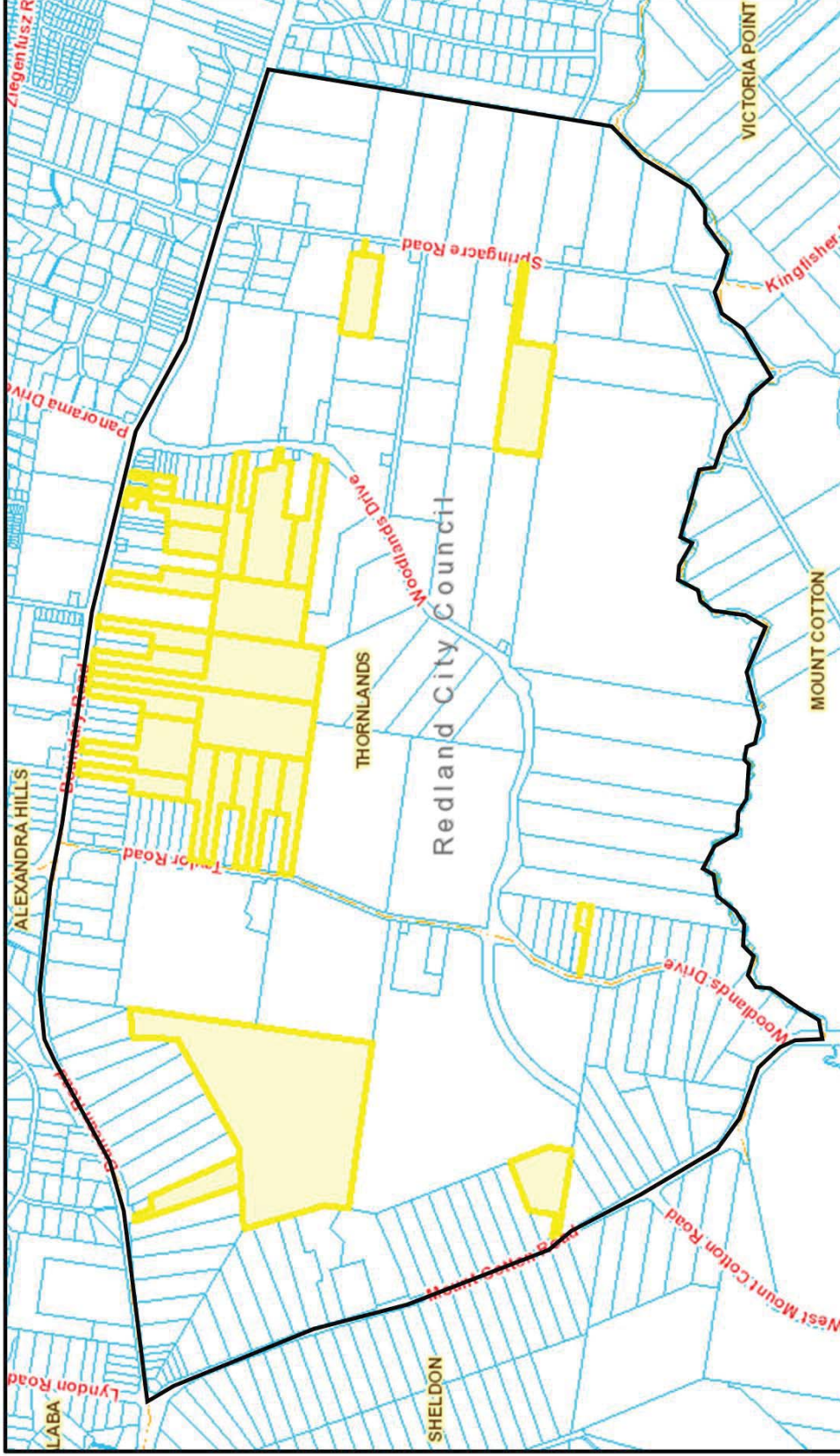


Figure 16 – Internal / rear access lots

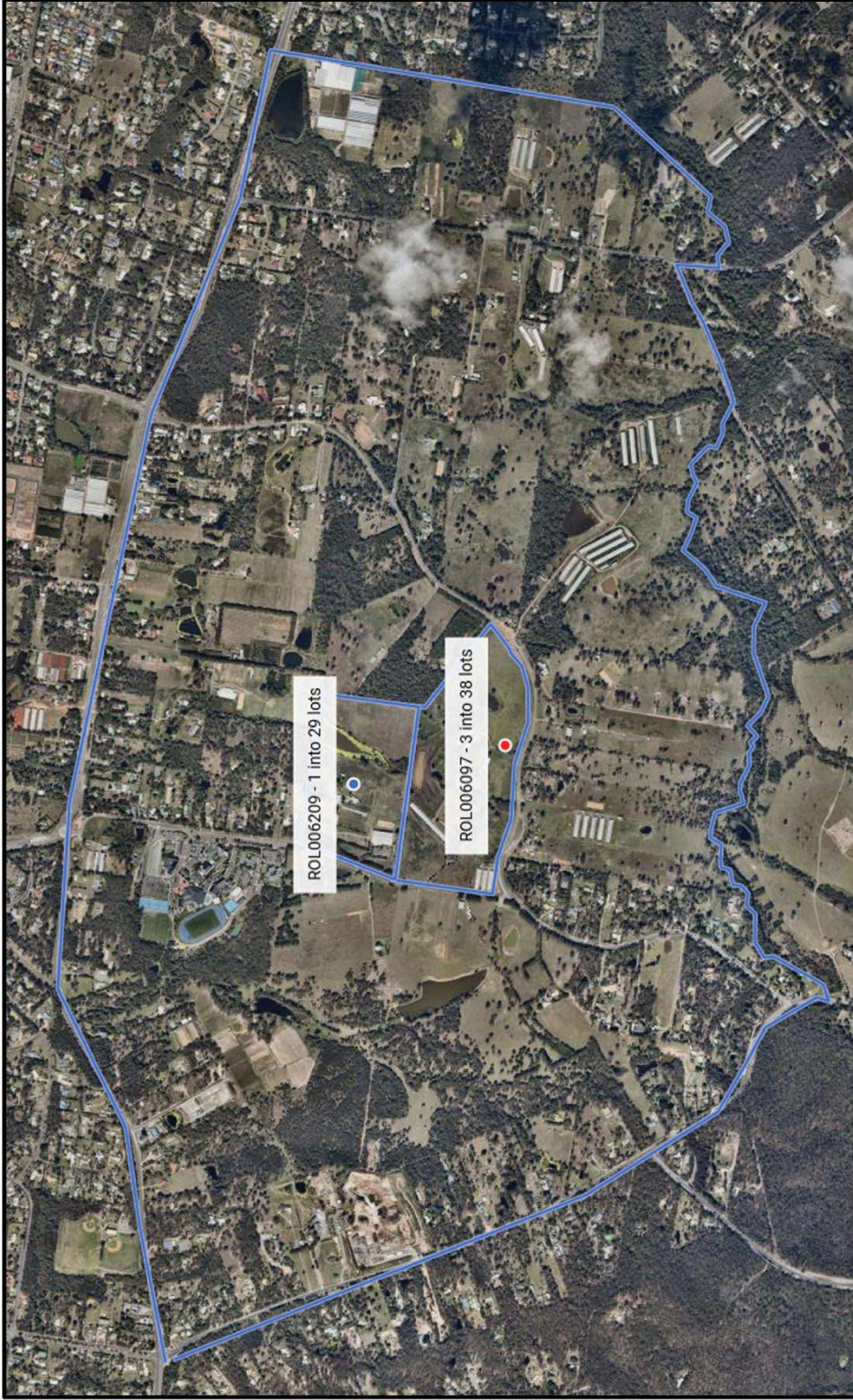


Figure 17 – Allotments with existing subdivision approvals

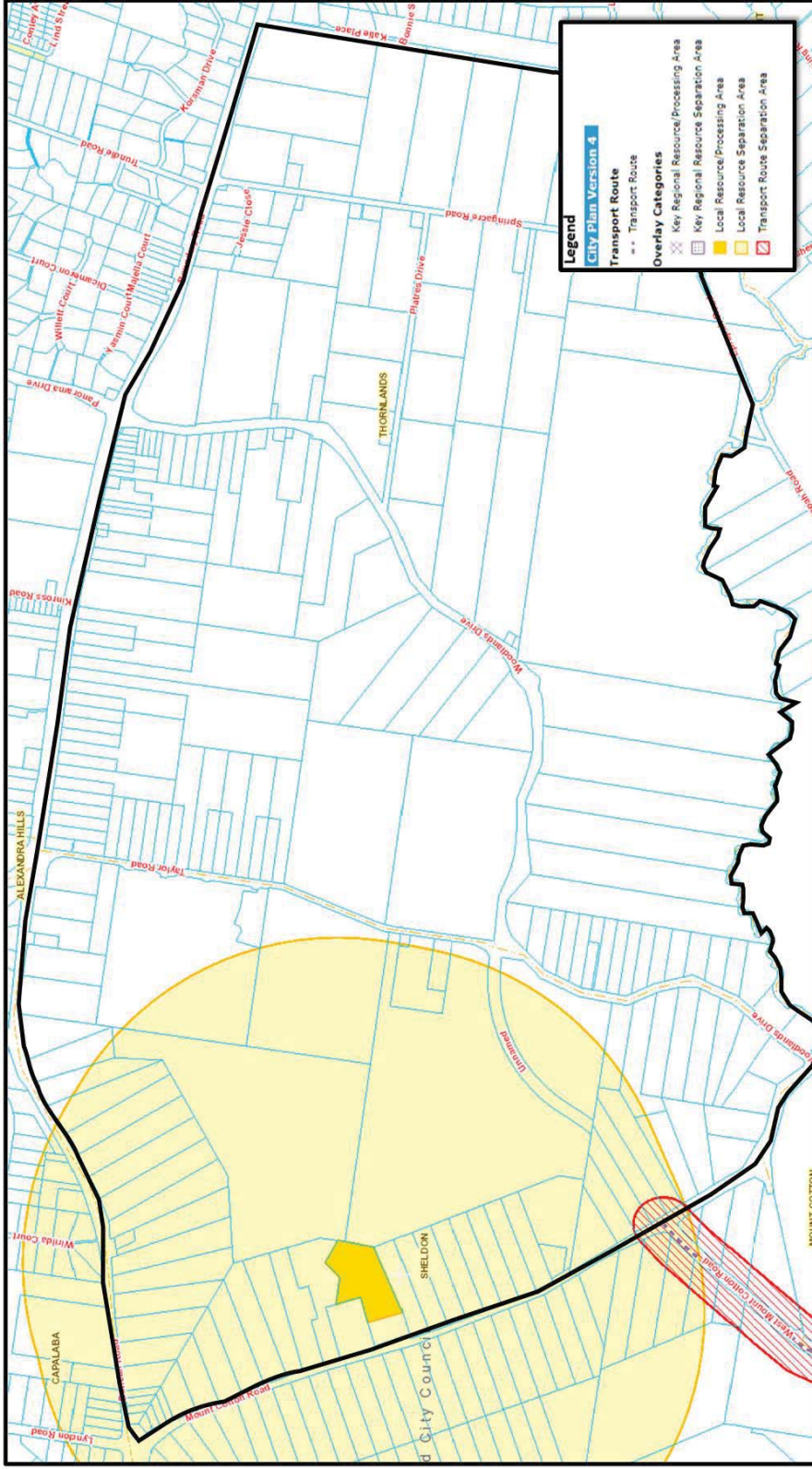


Figure 18 – Extractive Resource Overlay (Redland City Plan)

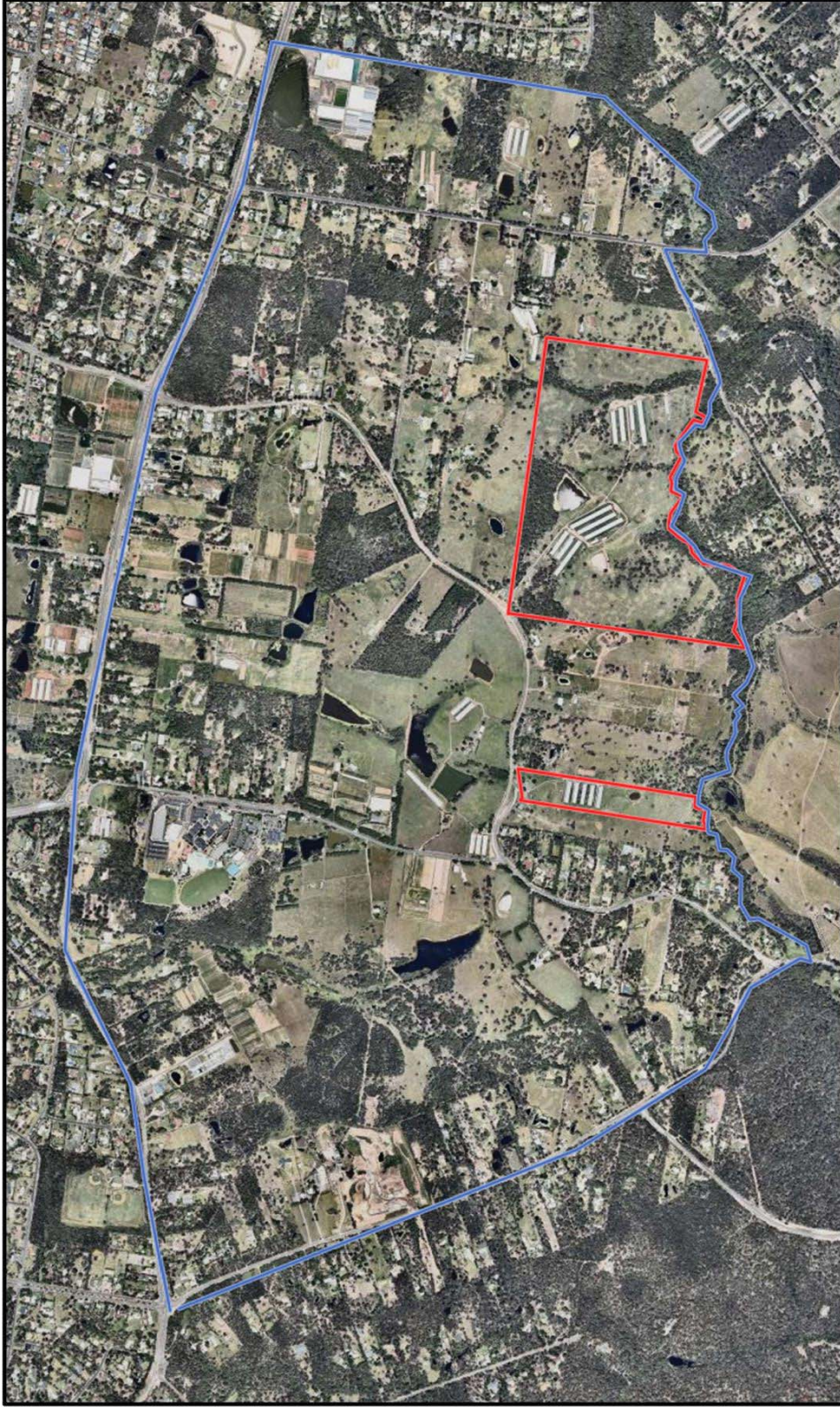


Figure 19 – Operational poultry farms

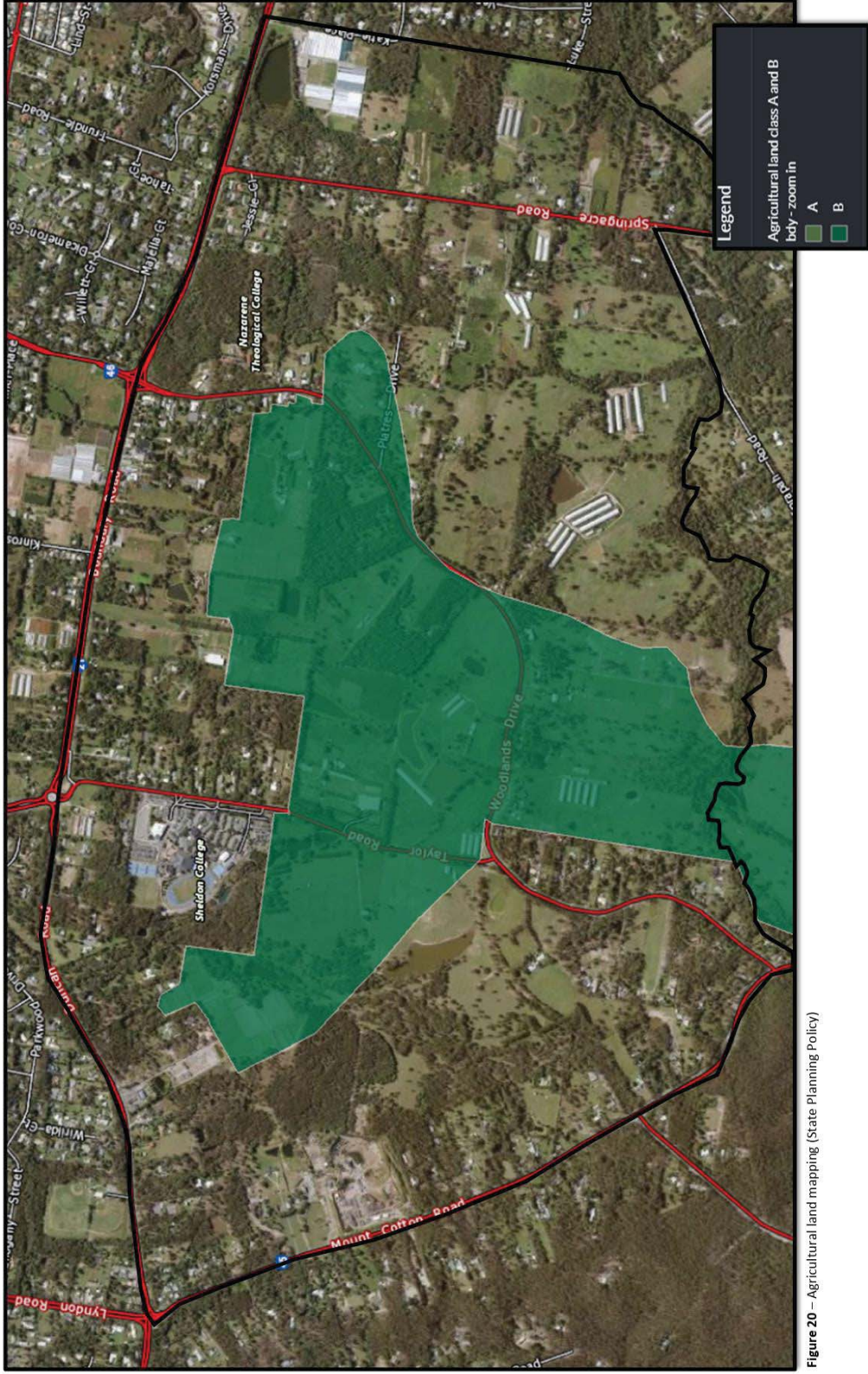


Figure 20 – Agricultural land mapping (State Planning Policy)

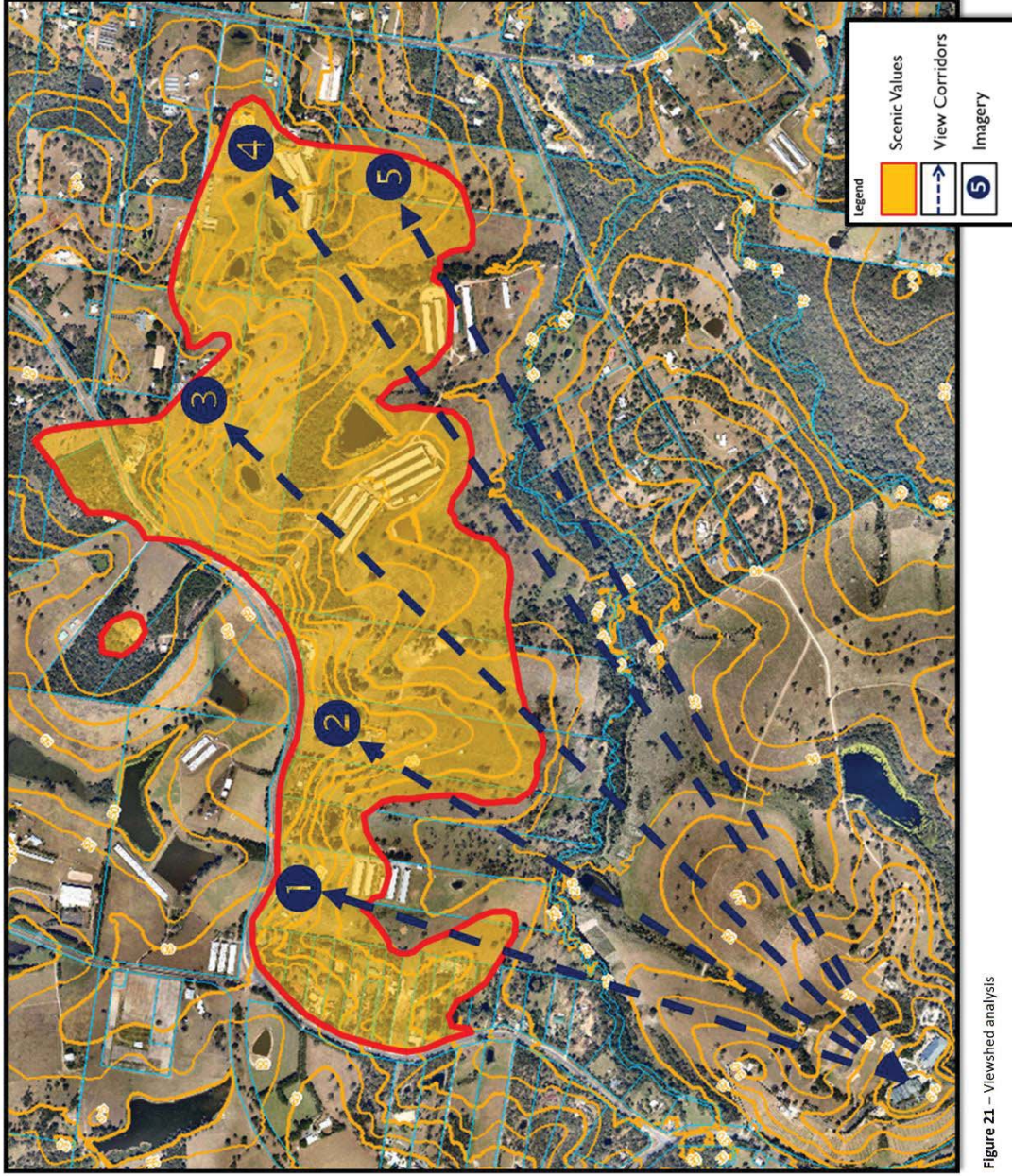


Figure 21 – Viewshed analysis

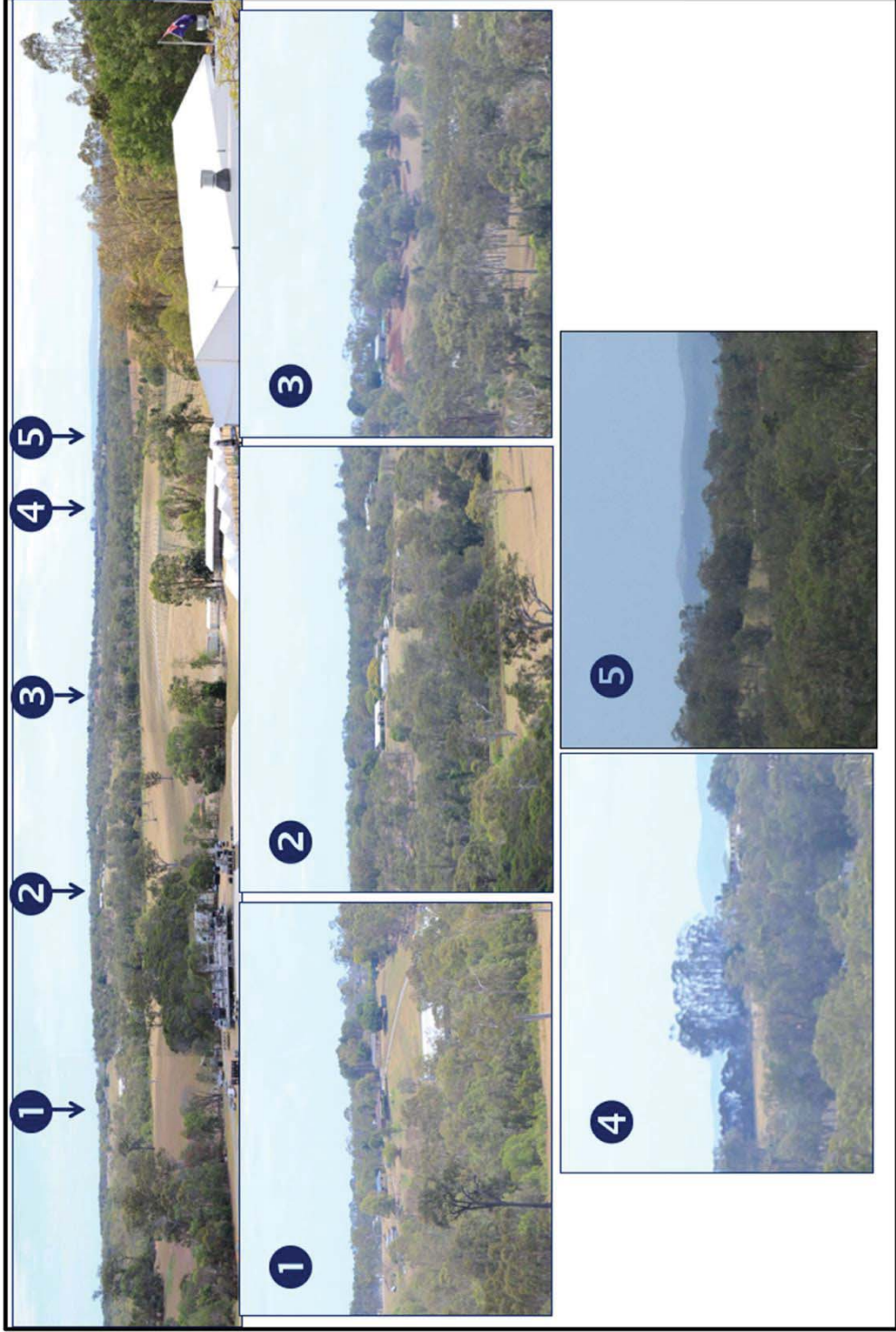


Figure 22 – Viewshed imagery

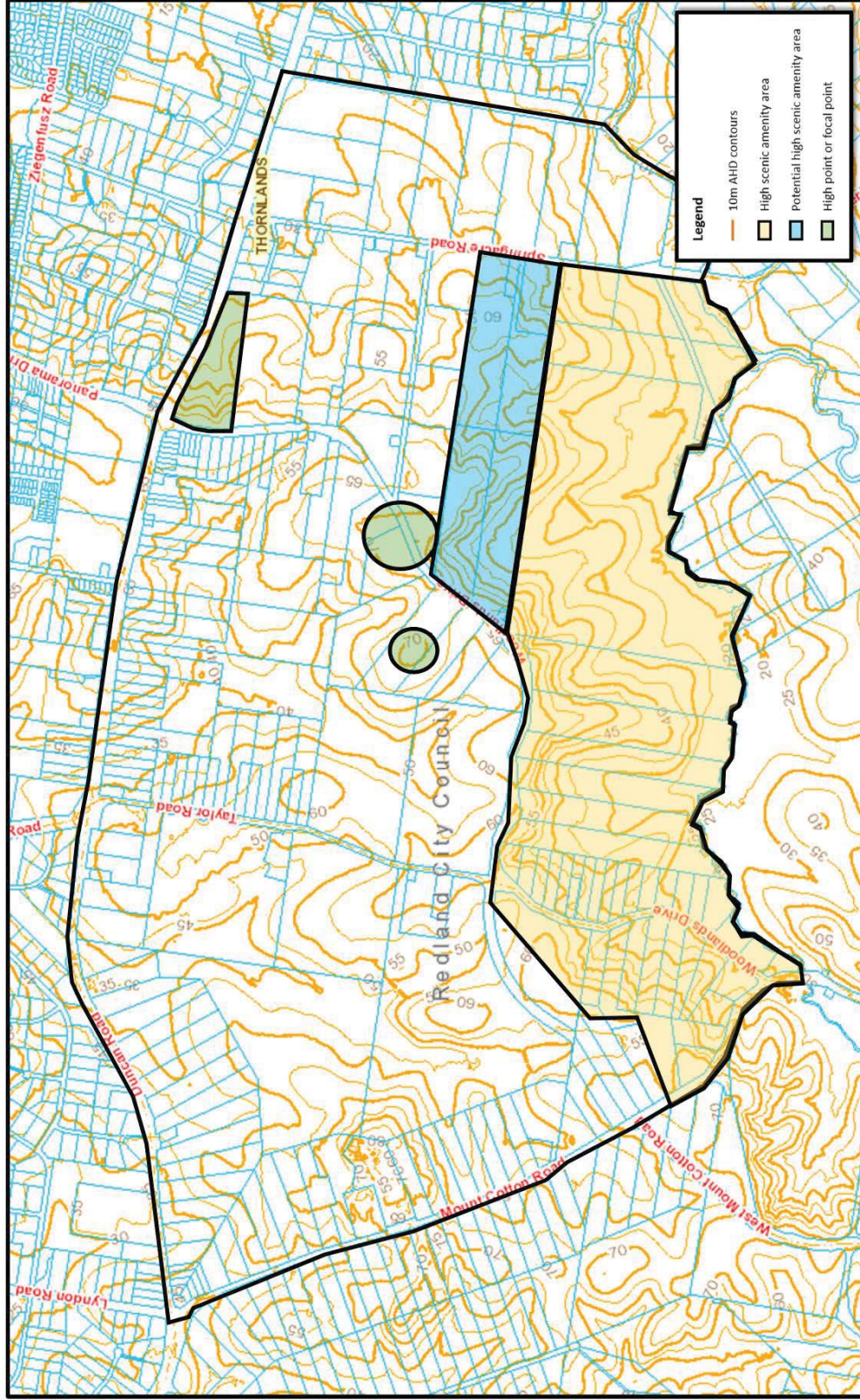


Figure 23 - Areas with high or potentially high scenic amenity values

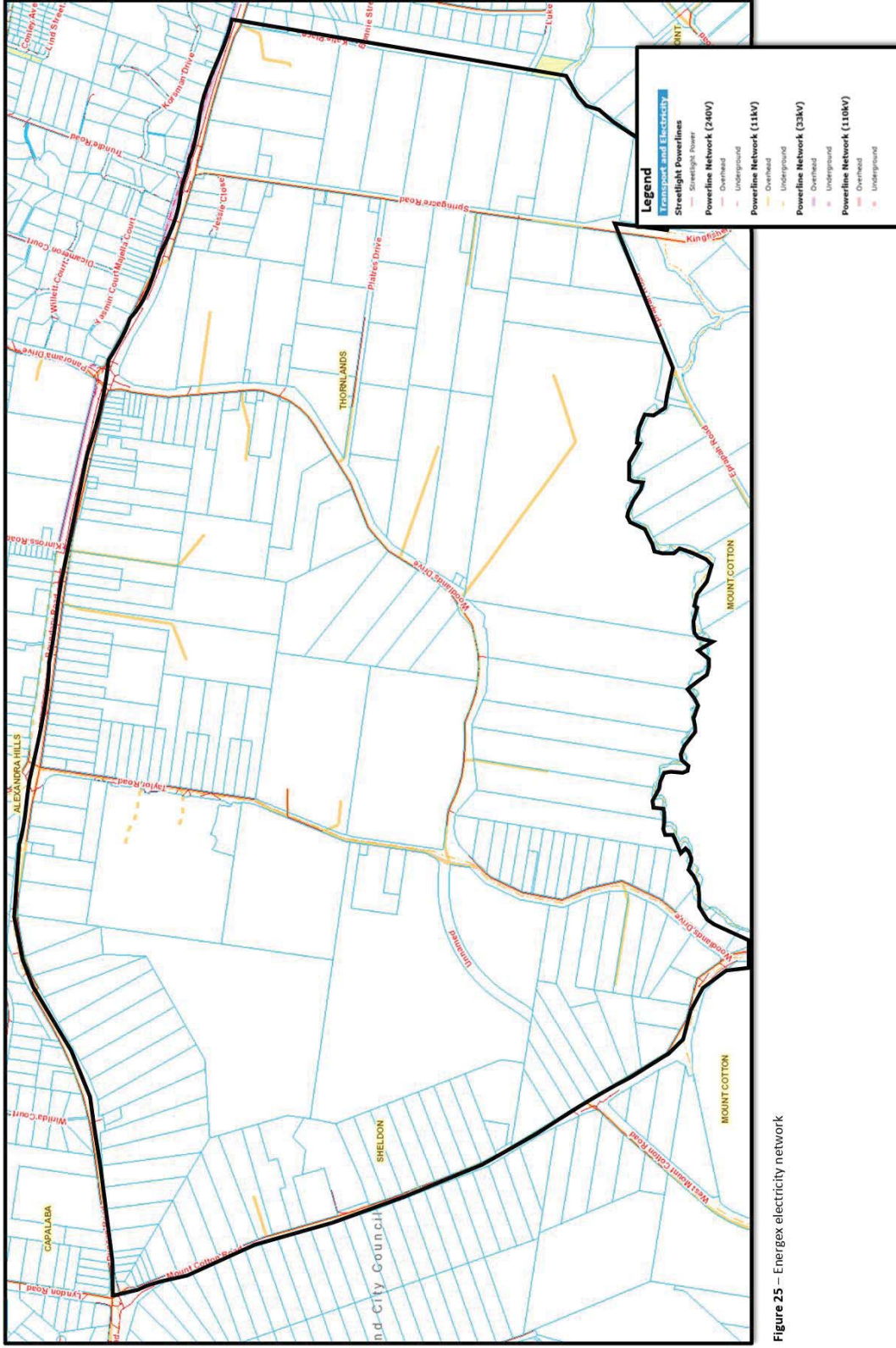


Figure 25 – Energex electricity network

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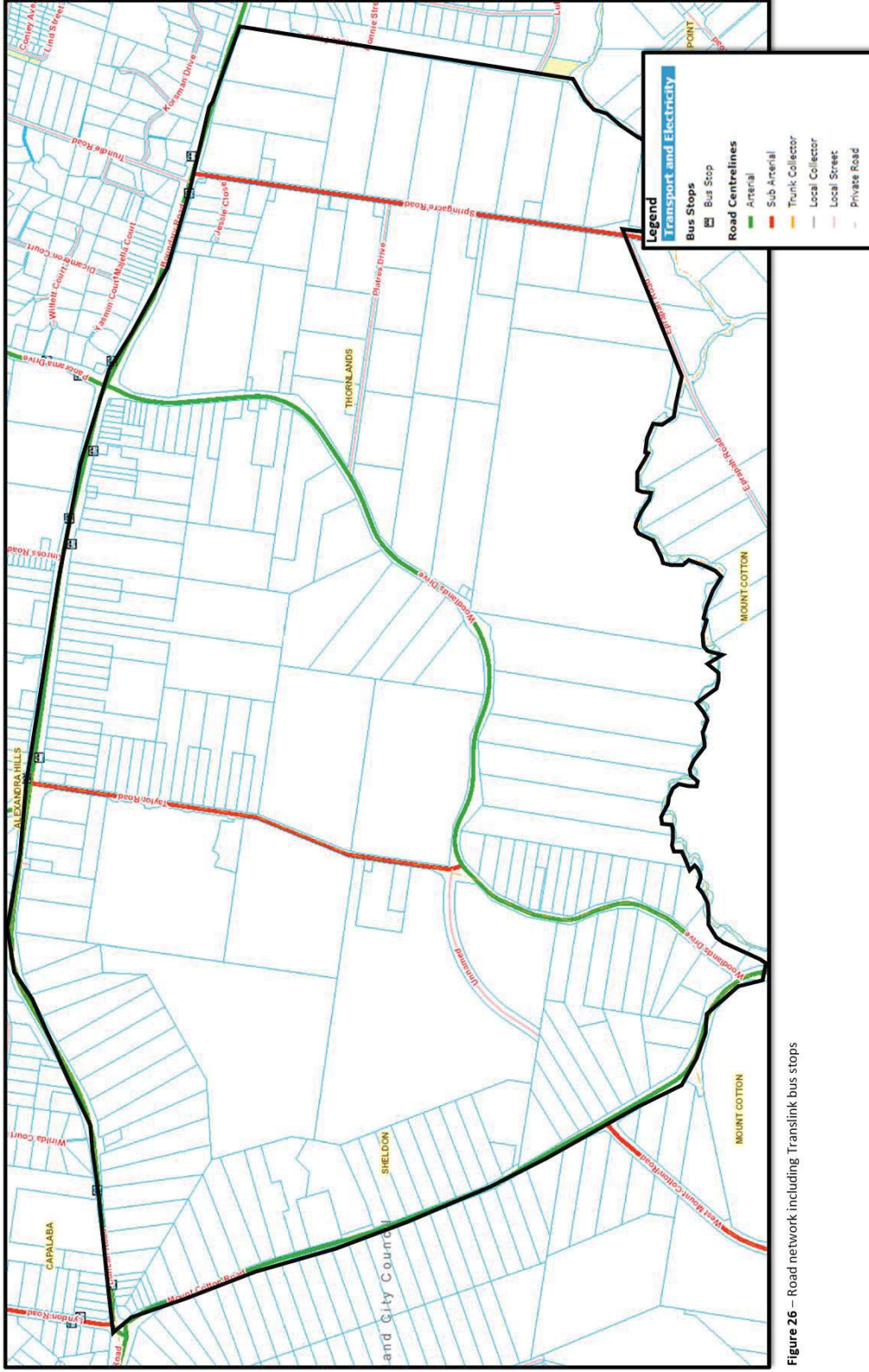


Figure 26 – Road network including Translink bus stops



Figure 27 – Boundary Road and Mt Cotton Road intersection

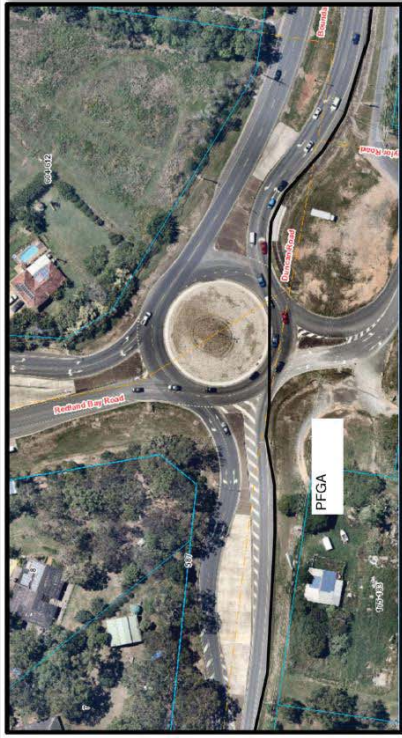


Figure 28 – Boundary Road and Taylor Road roundabout



Figure 29 – Boundary Road and Springacre Road intersection



Figure 30 – Boundary Road and Woodlands Drive Intersection

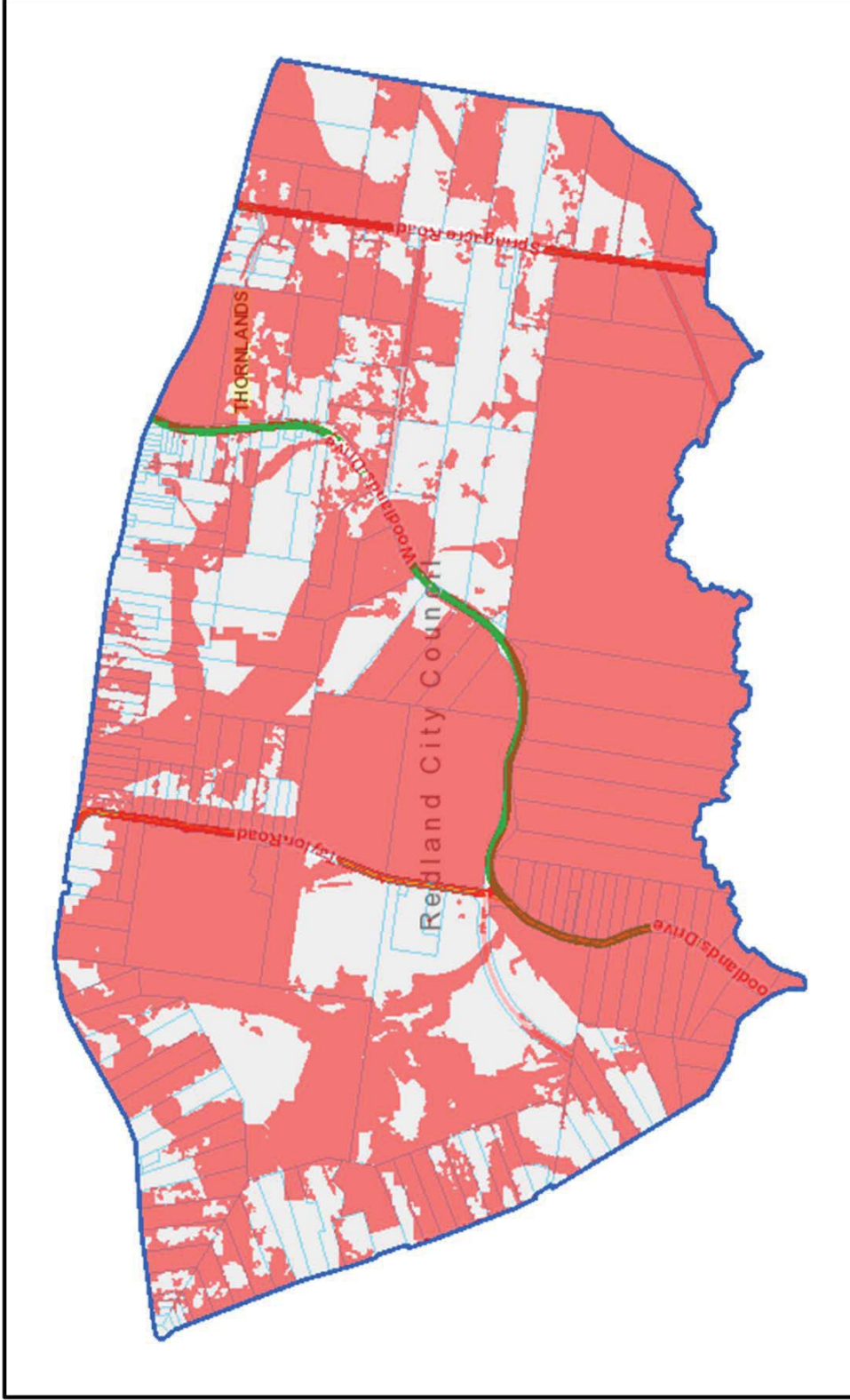


Figure 31 – Consolidated category 1 constraints map

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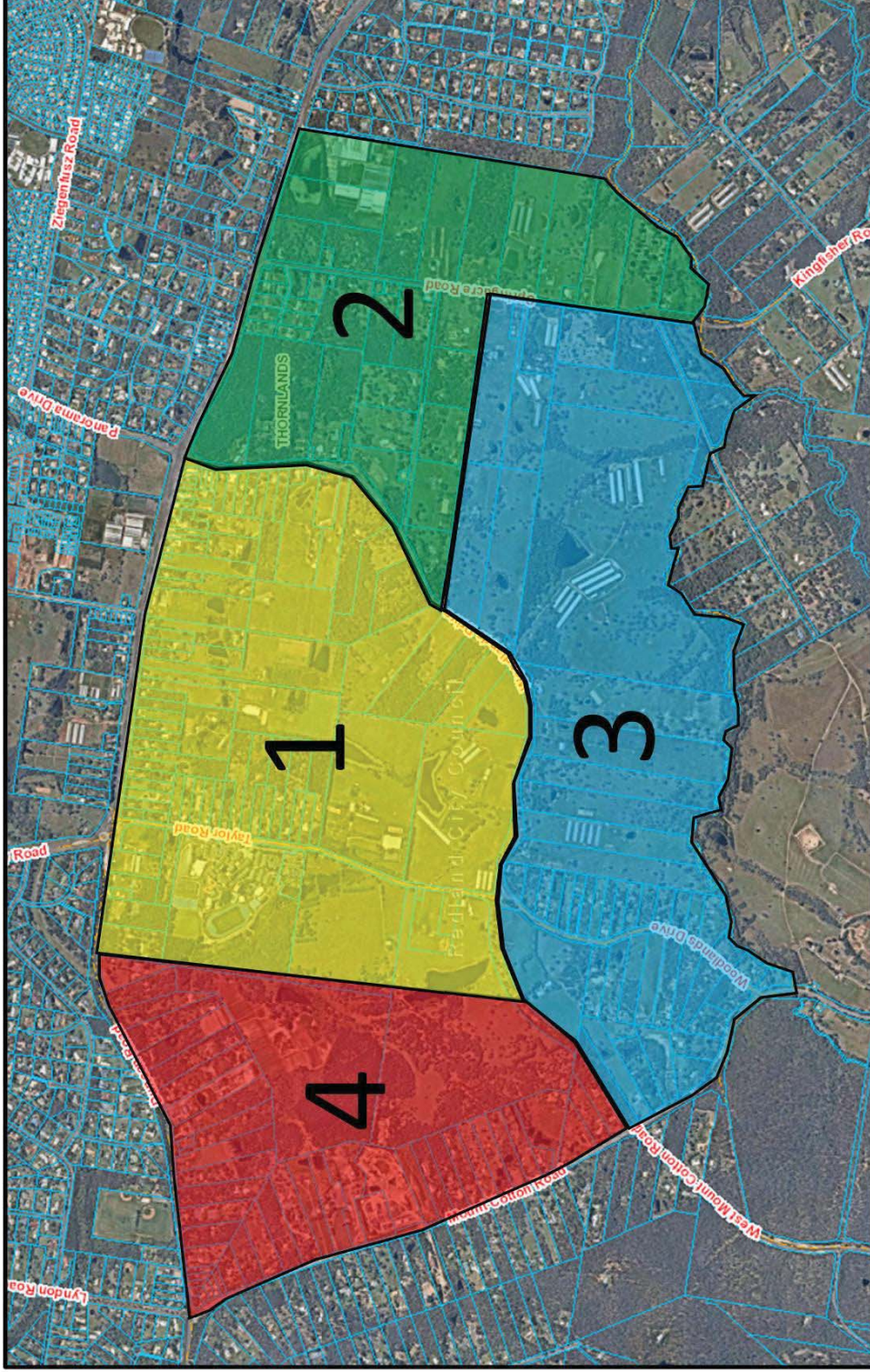


Figure 32 – PFGA precincts

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Attachment 3

Overview of the Southern Thornlands Potential Future Growth Area (STPFGA) Planning Report

The STPFGA Planning Report provides a desktop evaluation of planning opportunities and constraints that exist within the study area. With input from Redland Waste and Water, it also examines the ability to service the STPFGA with trunk water and waste infrastructure, including identification of preliminary costs.

The report identifies and categorises constraints according to their likely impact on development potential. For example, parts of the STPFGA impacted by the 1% Annual Exceedance Probability (AEP) flood level were identified as constrained land without any potential for use for employment purposes. The constraints analysis culminated in the production of a map identifying parts of the site that may be considered constrained (red) or unconstrained (white) and potentially suitable for employment purposes. These areas are depicted in Figure 31 of the Appendices (Mapping). In summary, the largest areas of unconstrained land are located in the central and eastern parts of the STPFGA.

Using information provided by the Strategic Planning Unit and CDM Smith, Redland Water was then requested to identify the costs associated with servicing the PFGA with water and wastewater infrastructure. Taking into account factors such as planning demand, network layouts and construction rates, Redland Water estimated that the total projected costs associated with servicing the nominal Industrial/MIBA area in the STPFGA, as put forward by CDM Smith, would amount to around \$31 million. This information was then used by CDM Smith as an input in the Economic Feasibility Assessment.

The planning report and associated mapping are provided at Attachment 2.

Overview of the Thornlands IEA Employment and Enterprise Needs Assessment (Needs Assessment) – September 2016

- The Needs Assessment completed by Economic Associates in 2016 identified a potential need for additional industrial zoned land in Redland City in the short to medium term. The study identified a shortfall of potentially 50 hectares of net industrial land by 2041 and recommended 100 hectares of gross land be identified to accommodate the anticipated shortfall across Redland City. The report stated that subject to further investigations and feasibility assessments, the former Southern Thornlands IEA may be suitable to accommodate this shortfall.
- The Needs Assessment also identified that in the longer term (~15 years), an opportunity may exist for the PFGA to accommodate a mixed industry business area (MIBA) subject to further feasibility assessments. The report also identified that critical to the feasibility of a potential future long term MIBA, was the take up of supply of more appropriately located MIBA sites in the broader sub-region over the next fifteen years.
- The report concluded that up to 50 hectares of allotments (translating to the identification of 100 hectares of gross land) would be required to allow for sufficient scale and ensure that development of the precinct would be financially viable.
- In total, the report identified up to 200 hectares of gross land may be suitable to accommodate industrial supply in the short to mid-term and potential MIBA uses in the longer term.

Overview of the Draft CDM Smith Economic Feasibility Assessment – June 2020 (currently being reviewed)

CDM Smith was engaged by Redland City Council to undertake an Economic Feasibility Assessment (EFA) for the Southern Thornlands PFGA. This assessment had three core objectives:

- Reviewing and updating previous employment investigations to ensure the baseline information is up to date and the subsequent recommendations are accurate;
- Assessing the suitability of the STPFGA to accommodate employment generating uses in Redland City; and
- Analysing the economic viability of establishing employment generating uses in the STPFGA.

A further detailed examination of the Draft CDM Smith EFA report has highlighted a number of concerns and anomalies in terms of industrial land supply and demand figures. CDM Smith are currently reviewing and updating the forecasting, which is expected to result in a reasonably significant reduction in the estimated demand forecasts. As a result, the quantum of land required for industrial purposes in Redland City to 2041 is also likely to be reduced.

Attachment 4

Southern Thornlands Potential Future Growth Area (STPFGA) – Potential Future Land Use Options

This attachment provides details on the potential future land use options that Council may choose to accommodate in the STPFGA. Specific land uses have been grouped to form precincts, which are each intended to perform a distinct role or function, as outlined below. Each option reflects a different land use mix or precincts with different spatial extents.

Mixed Industry Business Area (MIBA) Precinct

The MIBA precinct is intended to accommodate a broad range of commercial and industrial employment opportunities including professional services, higher order industrial uses (e.g. creative industry and advanced manufacturing), education, training and research facilities, information technology and communication services, office services and service trades. The MIBA precinct is not intended to have a strong industrial land use focus, however certain low impact industrial activities will be supported where adverse amenity impacts (namely noise, odour and dust) can be reduced to an acceptable level. A limited range of ancillary convenience uses (e.g. shops and food and drink outlets) could be established to service the precinct. Development within the MIBA will be reflective of the unique natural setting in which it is located, providing a high quality built form and landscaping elements.

Delivering the MIBA precinct is a long standing goal of Council (i.e. it is not population serving); the precinct would seek to accommodate a diversity of integrated employment generating activities that will increase job self-containment within the City. As outlined by CDM Smith in the Draft Economic Feasibility Assessment, the delivery of a MIBA should ideally be facilitated in the longer term (~15 years) so as to not compromise commercial office take up in the Capalaba and Cleveland principal activity centres in the short term. This timeframe also recognises that significant capacity exists within competitor MIBA precincts in the region to accommodate growth within the short to medium term. CDM Smith indicated in the Draft EFA that that an allowance for 50 hectares of allotments (translating to the identification of approximately 100 hectares of raw land) for MIBA uses would allow for enough scale to assist in ensuring the development of the precinct is financially feasible to a prospective developer. Accordingly, the MIBA Precinct outlined in the following options comprises 50 individual allotments with a total area slightly in excess of 95 hectares.

Intensive Horticulture Precinct

The Intensive Horticulture precinct is the City's preferred location for accommodating production nurseries, lifestyle horticulture (e.g. cut flowers) and intensive fruit and vegetable production. The use includes the storage and packing of produce and plants grown on the subject site. Products generated within the precinct benefit from their proximity to metropolitan markets and may be used as inputs for value-add industries such as food product and beverage manufacturing; industries for which Redland City has existing strengths. Businesses seeking to establish in the Intensive Horticulture precinct will benefit from Redland City's existing branding as a 'clean and green' location.

Development within the Intensive Horticulture Precinct should be designed and sited in a way to minimise its impact on the southern view shed (e.g. from Sirromet Winery) and from vantage points along Mount Cotton Road and Woodlands Drive. The built form is expected to consist of greenhouses and premises that can accommodate vertical farms, as well as storage facilities.

Recognising that Intensive Horticulture is an emerging industry in Australia, CDM Smith did not seek to identify the quantum of land required to support this land use in the Draft EFA. Direction provided in the Draft EFA report did however note that 'in order to protect the amenity values associated with [land in the south of the STPFGA study area]... uses within this precinct [should] be limited to intensive horticulture and uses that directly complement intensive horticultural production on site, such as tourism and education'. In this regard, the Intensive Horticulture Precinct simply identifies the preferred location for Intensive Horticulture uses to establish in the city, given that the level of assessment for Intensive Horticulture in the Rural Zone of the Redland City Plan is code assessable (if not a mushroom farm).

Education, Training and Recreation Precinct

The Education, Training and Research Precinct is intended to accommodate tertiary education and training facilities, recreation facilities and ancillary accommodation and services. This land use intent is consistent with the existing commentary provided in the Strategic Framework of the Redland City Plan (Section 3.4.1.10). The Education, Training and Research Precinct outlined in the following options covers an area of approximately 155 hectares.

Transport Uses Precinct

The Transport precinct is intended to accommodate transport related uses including transport depots and parking stations, which benefit from direct access to the State Road network. The aforementioned uses are not required to have a nexus with rural production, however may only be established on allotments that contain a dwelling house. The rationale behind this requirement is that premises containing a dwelling house and a stand-alone business are likely to be undertaken in a way that respects the existing residential amenity of the locality, noting that in some instances these businesses are already operating at scale and in proximity to noise impacts from the State Road network. Parts of this precinct contain significant environmental values and will not be suitable for further development. This precinct is not intended to be serviced with infrastructure of an urban standard and it is not envisioned that the area will be provided with access to the reticulated wastewater network.

In the following section, the spatial extent of this precinct is smaller in Option 1 (~22ha) than Option 2 (~49ha).

The STPFGA planning report acknowledges that parts of the STPFGA, namely those with a frontage to Mount Cotton Road, may be suitable locations to accommodate parking stations, transport depots and other similar uses, given the following factors:

- A number of properties within this locality are currently being used for this purpose;
- Currently there are limited opportunities to accommodate this type of development, noting that transport facilities of this nature are generally encouraged to locate in low or medium impact industrial zones; and
- Due to existing and potential amenity constraints (e.g. State road noise, noise and dust from potential future quarry operations) and the lack of available trunk infrastructure (e.g. reticulated wastewater), these allotments are unlikely to be developed for an alternative use in the short-medium term. As such, the existing operations on the site are considered to be reflective of a market need, as well as the highest and best use of the land.

To examine the potential for limited transport-related uses to be accommodated in this locality, further advice was sought from the Queensland Treasury Planning Group. They subsequently advised in correspondence by email that:

'The RLRPA provisions of the Planning Regulation 2017 do not prohibit development for the purpose of parking stations or transport depots. Rather, given these uses are considered to be defined as urban activities, such uses would trigger referral to the State where the use exceeds the development thresholds identified under Schedule 10, Part 16, Division 6, Subdivision 2, Section 27F. Where referral to the State is required as detailed above, the use would be considered against the Referral Agency's Assessment Criteria detailed in Schedule 10, Part 16, Division 6, Subdivision 4, Table 2.

Alternatively, if the council considers development to an extent greater than the regulatory thresholds appropriate, the council may consider amending the city plan to include the land in an urban zone, consistent with the advice (above) in response to dot point 1.'

In practical terms, the State advised Council that the regulatory provisions provide for certain urban uses to be considered outside the urban footprint. However, the assessment benchmarks used by the State to assess these applications are a fairly 'high bar' and would in most cases, presumably, serve to discourage prospective landowners from lodging a development application. Alternatively Council is able to amend the planning scheme, subject to a State Interest Review, to include the land in an urban zone that would support the end use envisioned (e.g. low impact industry).

Storage and Larger Scale Home Based Enterprise Precinct

This precinct is intended to accommodate a mixture of uses that enable landowners to generate a higher economic return on their properties than would otherwise be possible and subsequently, additional employment within the STPFGA. The rationale for providing additional land use flexibility in this locality is two-fold:

- It provides land use certainty for land owners that a higher and better use of their land can be achieved; and
- It will facilitate economic development opportunities, albeit small in scale, to occur on these allotments.

More specifically, the uses envisioned range from vehicle storage facilities, (i.e. a parking station), small scale tourist parks or larger scale home based businesses that exceed the nominal thresholds contained in the Redland City Plan home-based business code.

In the following section, the spatial extent of this precinct is larger in Option 1 (~82ha) than Option 2 (~58ha). This reflects the fact that in the officer recommended Option 1, this precinct is identified as an 'Investigation Area' that requires further detailed investigations to be undertaken before the specific intent for the area can be reflected in the Redland City Plan via a major planning scheme amendment. These investigations would seek to establish, as an example, the need for additional parking stations in the City (e.g. to accommodate private recreational vehicles such as motorhomes, campervans and camper trailers) and the quantum of parking Council would be willing to allow on different lot sizes, potentially without requiring a planning application (i.e. as accepted development subject to requirements).

Rural Residential Precinct

The Rural Residential precinct incorporates all land within the STPFGA that is not contained within precincts 1-5. In this precinct, the intent is to facilitate rural residential development by enabling reconfiguration of lots down to a minimum size of 1ha, where certain performance benchmarks are achieved (e.g. a frontage to depth ratio not exceeding 1:4 and no additional driveway access points are proposed). For the majority of landowners within the STPFGA, subdivision is not possible and these areas are likely to remain unchanged for the life of the planning scheme to 2041.

The rural residential precinct provides land use certainty for landowners within the balance of the STPFGA, whilst at the same time acknowledging that there is no intent to provide a higher level of infrastructure service provision than is currently afforded. Officers are suggesting that if Council decides to pursue the establishment of a Rural Residential Precinct through amendments to the Redland City Plan that it should also seek to have this precinct reclassified as a Rural Living Area under *ShapingSEQ*. Further information on this proposal is outlined in Part 2 of Attachment 7.

It is important to note that the Rural Residential Precinct reflects a land use intent generally supported by Councillors during the Councillor visioning workshops in August 2020, however this land use is inconsistent with the outcomes sought by *ShapingSEQ*.

Accommodating a University in the STPFGA

Commentary within the strategic framework of the Redland City Plan makes reference to 'land the west of Taylor Road proximate to Sheldon College [potentially] accommodating tertiary education and training facilities'. To further consider the viability of delivering a tertiary education facility (e.g. a university) within the STPFGA, CDM Smith was asked to provide preliminary advice.

In summary, CDM Smith advised that university funding models are a complex field of enquiry and vary from university to university, depending on how each institution seeks to position themselves in the marketplace. This is due to the fact that each university has different funding streams, differing perceptions of cost of capital, project life and education delivery etc., so their financial models differ widely.

Instead of considering the feasibility of delivering a university as part of the EFA, CDM Smith indicated that a more nuanced approach would firstly involve scoping out whether there is and what size the market opportunity for a university within the Redlands might be. This would serve as a precursor for assessing feasibility in a broader sense and whether Council would be in a position to 'target' universities that might consider establishing facilities within the city.

On consideration of the information provided, the Strategic Planning Unit deemed that this investigation fell outside the scope of the EFA. However, if this is a matter Council would like to pursue further, there remains an opportunity to allocate funding in a future budget to undertake this exercise as a separate but complimentary body of work.

Potential future land use options

Three different land use options (1-3) are presented for Council’s consideration in the following section. Each option is supported by a map that displays the spatial extent of the precincts that comprise it. The precincts have been formulated using information from the following sources:

- The STPFGA Planning Report & Appendices (Mapping) – see Attachment 1;
- The Draft CDM Smith Economic Feasibility Assessment; and
- Visioning workshops undertaken with Councillors during August 2020.

Option 2 most closely resembles the preferred future land use intent for the STPFGA considered as part of the recent Councillor visioning workshops.

Option 1

Option 1 seeks to establish the following precincts within the STPFGA, as identified in Map 1:

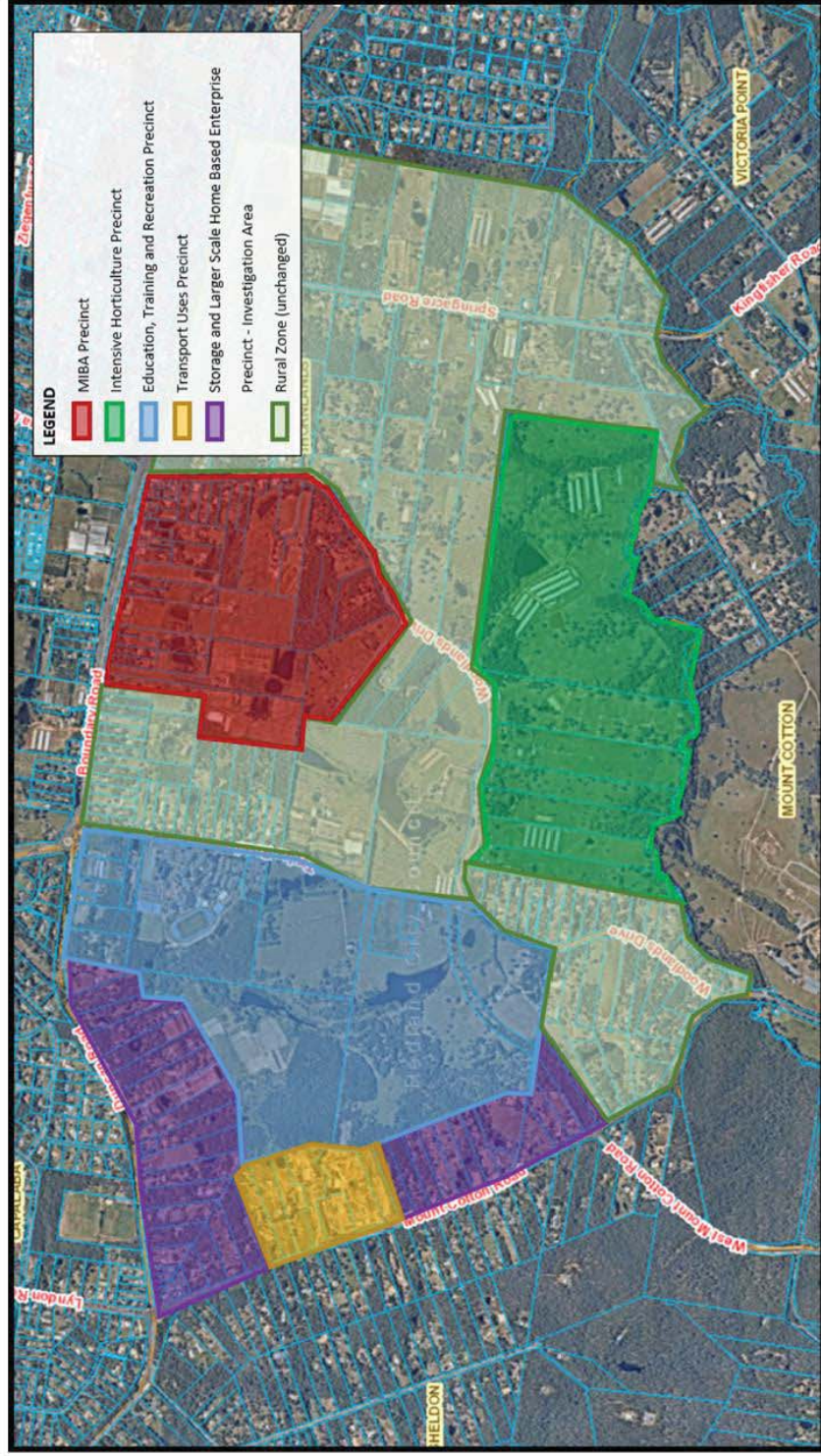
- MIBA Precinct;
- Intensive Horticulture Precinct;
- Education, Training and Recreation Precinct;
- Transport Uses Precinct; and
- Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area

For the balance of the STPFGA, the intent is to retain these allotments in the rural zone and leave the existing provisions within the Redland City Plan unchanged.

A summary of the proposed land use precincts and the planning rationale for Option 1 is summarised in the following table.

Precinct	Land Area	Rationale
MIBA	~95ha	<ul style="list-style-type: none"> • Generally consistent with CDM Smith Draft EFA Report recommendations with regard to preferred location and identification of a longer term opportunity (~15 years) to establish a MIBA at a scale that is likely to be financially feasible for a prospective developer.
Intensive Horticulture	~129ha	<ul style="list-style-type: none"> • Consistent with CDM Smith Draft EFA Report recommendations, which identified the intensive horticulture sector as a key opportunity for Redland City to further strengthen its position within the food product manufacturing sector, using local product as an input to production. • Provides clarity on Council’s preferred location for establishing Intensive Horticulture uses in the city.

<p>Education, Training and Recreation Precinct</p>	<p>~155ha</p>	<ul style="list-style-type: none"> • Provides clarity on the spatial extent of the area being referred to in the Strategic Framework of the Redland City Plan, as the location is not cadastrally defined. • Incorporates additional land holdings owned by Sheldon College.
<p>Transport Precinct Uses</p>	<p>~22ha</p>	<ul style="list-style-type: none"> • Due to existing and potential amenity constraints (e.g. State road noise, noise and dust from potential future quarry operations) and the lack of available trunk infrastructure (e.g. reticulated wastewater), these allotments are unlikely to be developed for an alternative use in the short-medium term. As such, the existing operations on the site are considered to be reflective of a current market need, as well as the highest and best use of the land. • The CDM Smith draft report indicates that the net incremental industrial land demand for transport uses is expected to be 8.5ha by 2041. The identification of a 22ha area takes into account potential constraints in the precinct that may limit development potential.
<p>Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area</p>	<p>~85ha</p>	<ul style="list-style-type: none"> • In this option, the precinct is identified as an 'Investigation Area' that requires further detailed investigations to be undertaken before the specific intent for the area can be reflected in the Redland City Plan via a major planning scheme amendment.
<p>Rural Zone (unchanged)</p>	<p>Balance Area</p>	<ul style="list-style-type: none"> • In this option, the existing zoning intent in the Redland City Plan is carried forward for properties identified in the balance area.



Map 1: (Officer recommended option)

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Option 2

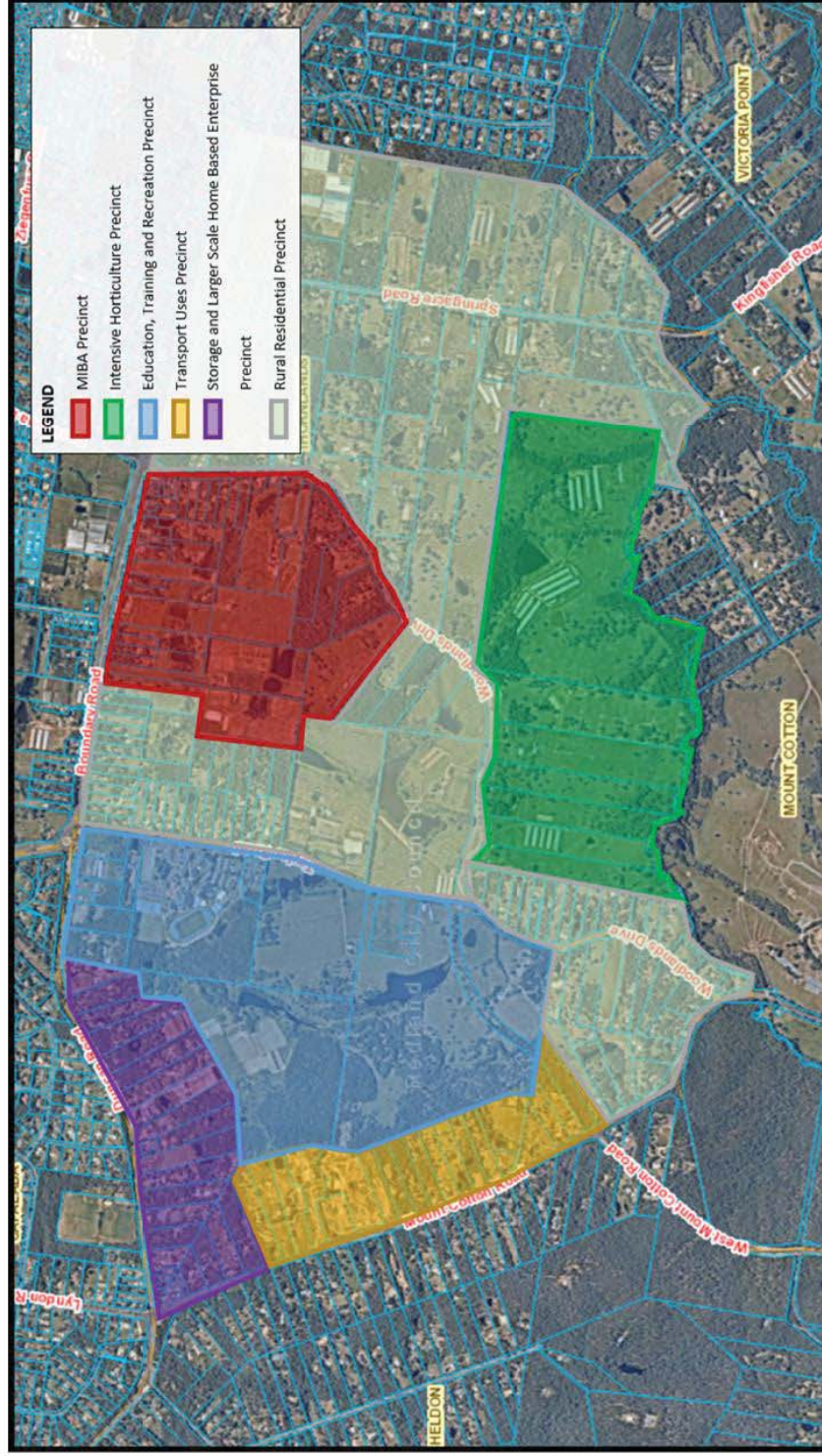
Option 2 seeks to establish the following precincts within the STPFGA, as identified in Map 2:

- MIBA Precinct;
- Intensive Horticulture Precinct;
- Education, Training and Recreation Precinct;
- Transport Uses Precinct;
- Storage and Larger Scale Home Based Enterprise Precinct; and
- Rural Residential Precinct.

A summary of the proposed land use precincts and the planning rationale for Option 2 is summarised in the following table.

Precinct	Land Area	Rationale
MIBA	~95ha	<ul style="list-style-type: none"> • Generally consistent with CDM Smith Draft EFA Report recommendations with regard to preferred location and identification of a longer term opportunity (~15 years) to establish a MIBA at a scale that is likely to be financially feasible for a prospective developer.
Intensive Horticulture	~129ha	<ul style="list-style-type: none"> • Consistent with CDM Smith Draft EFA Report recommendations, which identified the intensive horticulture sector as a key opportunity for Redland City to further strengthen its position within the food product manufacturing sector, using local product as an input to production. • Provides clarity on Council’s preferred location for establishing Intensive Horticulture uses in the city.
Education, Training and Recreation Precinct	~155ha	<ul style="list-style-type: none"> • Provides clarity on the spatial extent of the area being referred to in the Strategic Framework of the Redland City Plan, as the location is not cadastrally defined. • Incorporates additional land holdings owned by Sheldon College.
Transport Uses Precinct	~49ha	<ul style="list-style-type: none"> • Due to existing and potential amenity constraints (e.g. State road noise, noise and dust from potential future quarry operations) and the lack of available trunk infrastructure (e.g. reticulated wastewater), these allotments are unlikely to be developed for an alternative use in the short-medium term. As such, the existing operations on the site are considered to be

		reflective of a market need, as well as the highest and best use of the land.
Storage and Larger Scale Home Based Enterprise Precinct	~54ha	<ul style="list-style-type: none"> This precinct provides landowners with an opportunity to capitalise on their high level of commercial exposure to Duncan or Mount Cotton Road, in a post COVID-19 environment.
Rural Residential Precinct	Balance Area	<ul style="list-style-type: none"> The Rural Residential Precinct provides land use certainty for the balance of landowners within the STPFGA. Recognising there has been a shift in human behaviour and preferences as a result of the ensuing COVID-19 pandemic (e.g. people are increasingly working from home and seeking to physically distance themselves from others), the Rural Residential precinct seeks to provide for a unique range of larger rural lifestyle properties with subdivision potential down to 1ha, provided that minimum frontage and access requirements can be met.



Map 2

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Option 3

Option 3 involves amending the spatial extent and land use intent for some or all of the precincts. Accordingly, no supporting map or planning rationale is provided for this option.

Option One

That Council resolves as follows:

1. To confirm that its preferred land use mix for the Southern Thornlands Potential Future Growth Area (STPFGA) is reflected in Option 1.

Option Two

That Council resolves as follows:

1. To confirm that its preferred land use mix for the Southern Thornlands Potential Future Growth Area (STPFGA) is reflected in Option 2.

Option Three

That Council resolves as follows:

1. To amend the spatial extent and land use intent for some or all of the precincts (Option 3) and confirm that this reflects its preferred land use mix for the Southern Thornlands Potential Future Growth Area (STPFGA).

OFFICER'S RECOMMENDATION

That Council resolves as follows:

To confirm that its preferred land use mix for the Southern Thornlands Potential Future Growth Area (STPFGA) is reflected in Option 1.

Attachment 5

Part 1: Options for amending the City Plan

In the City Plan, the majority of land within the STPFGA is zoned rural, with some interspersed community facilities and conservation zoned land. This zoning reflects the current land use designation under *ShapingSEQ*, which includes the STPFGA within the Regional Landscape and Rural Production Area (i.e. outside the Urban Footprint). Potential future land use options for the STPFGA are discussed in Attachment 4 and would provide for a broader range of land uses across a number of different precincts, each with distinct roles or functions. If Council resolves to change the land use intent for all or certain parts of the STPFGA, a major amendment will be required to the City Plan to reflect this new policy position. It is worth noting that to give effect to a major amendment to the City Plan, Council will need to follow the process outlined in the Minister's Guidelines and Rules, which includes a State Interest Review period and mandatory public consultation activities.

There are a number of ways that the City Plan can be amended to accommodate development that is consistent with Council's preferred future land use mix for the STPFGA. A basic outline of these options, including the foreseen advantages and disadvantages, is outlined in the table below. A basic overview of the options for consideration is outlined below:

- Option 1A: Amend the Strategic Framework only.
- Option 1B: Amend the Strategic Framework, include the MIBA Precinct within the Emerging Community Zone and include the Transport Uses Precinct in a new Precinct (the 'Transport Uses Precinct') within the Low Impact Industry Zone.
- Option 1C: Council puts forward an alternative proposal to amend certain parts of the City Plan, in accordance with its preferred land use mix.

City Plan Amendment Option and Description	Advantages	Disadvantages
<p>1A. Amend the Strategic Framework only</p>	<ul style="list-style-type: none"> Enables Council to clearly articulate the types of development envisioned within the STPGA, including relevant conditions (e.g. developer pays for all infrastructure costs in the future MIBA) and assessment parameters (e.g. must not undermine the centres hierarchy). The amendment is relatively simple to prepare. Likely to be a streamlined amendment process, as the State Interest Review has a limited scope. Enables Council to make further amendments to the City Plan in the future, when land use intents for the area (if supported by the State Government), are reflected in the next version of the South East Queensland Regional Plan. Removes the potential risk of landowners lodging applications for urban activities, in areas that might otherwise be zoned as Emerging Community (e.g. the MIBA Precinct). Would fulfil Council's <i>ShapingSEQ</i> obligations. 	<ul style="list-style-type: none"> Would prevent a future landowner/developer from lodging a planning application supported by a structure plan to develop the MIBA Precinct, despite the fact that it is recognised as a longer term opportunity (~15 years). Transport Uses (e.g. Transport Depots and Parking Stations) seeking to establish along Mount Cotton Road would need to satisfy the high performance benchmarks outlined in Schedule 10, Part 16, Division 6, Subdivision 2, Section 27F of the <i>Planning Regulation 2017</i>. This may discourage landowners from lodging planning applications, leading to a continuation of existing compliance issues.
<p>1B. Amend the Strategic Framework, include the MIBA Precinct within the Emerging</p>	<ul style="list-style-type: none"> Enables the City Plan zoning to be updated prior to changes being reflected in the South East Queensland Regional Plan (i.e. the Urban Footprint being 	<ul style="list-style-type: none"> To rezone land outside the Urban Footprint, Council must demonstrate a measurable local need and regional justification for the proposal. Such justification will need to

City Plan Amendment Option and Description	Advantages	Disadvantages
<p>Community Zone, include the Transport Uses Precinct in a new Precinct (the 'Transport Uses Precinct') within the Low Impact Industry Zone and retain the existing zoning for the remaining precincts, including allotments located in the balance area of the STPFGA.</p>	<p>expanded to incorporate zones that are urban in nature), following the next review period.</p> <ul style="list-style-type: none"> Enables Council to make further amendments to the City Plan in the future, when land use intents for the 'Storage and Larger Scale Home Based Enterprise Precinct' are confirmed and validated against the performance benchmarks in <i>ShapingSEQ</i> (demonstrating a measurable local need and regional justification for the proposal). Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop the MIBA Precinct. This may 'bring forward' delivery of the MIBA. Would enable landowners within the Transport Uses Precinct to lodge development applications for transport related urban uses, without triggering referral to the State Government where the use exceeds the development thresholds identified under Schedule 10, Part 16, Division 6, Subdivision 2, Section 27F of the <i>Planning Regulation 2017</i> (provided the State Government is willing to expand the Urban Footprint to take in this area, prior to the South East Queensland Regional Plan formal review period). 	<p>include that there are no feasible options to unlock areas in the existing Urban Footprint, as required by <i>ShapingSEQ</i>.</p> <ul style="list-style-type: none"> The Emerging Community zoning may encourage landowners to lodge applications for other urban activities despite the intent for this area being to accommodate a future MIBA. Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop all or part of the Emerging Community Zone area. This may 'bring forward' delivery of the MIBA, undermining consolidation of development in the City's existing industry and centre zones. Recognising the fragmented nature of land ownership within the MIBA Precinct, if the future structure planning process is undertaken by a private sector entity, it may focus on maximizing economic returns rather than what is in the best interest of the community. Council may be forced to make a decision on the Emerging Community Zone with regard to: <ul style="list-style-type: none"> Allocating budget and resources to prepare a structure plan for the MIBA Precinct; or Encouraging landowners and/or developers to fund and lead the structure planning process, either directly (e.g. through a Council resolution) or

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City Plan Amendment Option and Description	Advantages	Disadvantages
	<ul style="list-style-type: none"> If the future structure planning process is undertaken by a private sector entity, the costs associated with preparing the structure plan would be borne by that entity. In addition, Council would still retain the right to accept/reject the structure plan and any associated planning application. Recognises that further planning investigations should be completed to confirm the specific planning intent for the 'Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area', as well as the preferred zoning. Would fulfil Council's <i>ShrapingSEQ</i> obligations. 	<p>indirectly (e.g. by deciding that Council will not be leading preparation of a structure plan and not confirming whether it will or won't support a developer funded structure plan).</p> <ul style="list-style-type: none"> The State Interest Review process is more complicated, relative to Option 1A. Zoning land for urban purposes may undermine community confidence in the planning system, as this land is currently outside the Urban Footprint.
<p>1C. Council puts forward an alternative proposal to amend certain parts of the City Plan, in accordance with its preferred land use mix.</p>	<p>Not available</p>	<p>Not available</p>

As established on page 152 of *ShapingSEQ*, in considering new land for urban purposes outside the Urban Footprint, Council will be required to provide supporting information on the proposed planning scheme amendment to the State Government as part of the State Interest Review process. Amongst other things, this will involve demonstrating a measurable local need and regional justification for the proposal. The detailed local planning must be justified against *ShapingSEQ*'s goals, elements and strategies, sub-regional directions, and the Urban Footprint principles. This justification will need to confirm that there are no feasible options to unlock areas in the existing Urban Footprint, which would otherwise enable Council to accommodate its employment planning baselines. As outlined previously, the need for additional employment generating land in Redland City to 2041 has already been flagged in the State Government's LSDM reporting and validated in the Draft CDM Smith EFA, however it is recognised that neither of these reports confirmed where in the City any shortfall of industrial employment supply was required to be located.

Option One

That Council resolves as follows:

1. To confirm that the changes it would like to consider as part of a future major amendment to the City Plan is reflected in Option 1A.

Option Two

That Council resolves as follows:

1. To confirm that the changes it would like to consider as part of a future major amendment to the City Plan is reflected in Option 1B.

Option Three

That Council resolves as follows:

1. To amend the scope of changes proposed to be considered as part of a future major amendment to the City Plan (Option 1C).

OFFICER'S RECOMMENDATION

That Council resolves as follows:

1. To confirm that the changes it would like to consider as part of a future major amendment to the City Plan is reflected in Option 1A.

Part 2: Options for amending the South East Queensland Regional Plan (*ShapingSEQ*)

As discussed in other sections of this report, the entire STPFGA currently sits outside of the Urban Footprint (i.e. it is designated as a Regional Landscape and Rural Production Area). If the State Government accepts Council's preferred future land use intent for the STPFGA and subsequently, the changes it is proposing to implement as a future major amendment to the City Plan, then it would follow that changes to *ShapingSEQ* would also be required to provide consistency between regional and local planning instruments. It is noted at the outset that the State Government, via the Planning Minister, retains full discretion in determining if Council's proposed changes to *ShapingSEQ* will or won't be supported.

While the standard process for amending *ShapingSEQ* is through the formal review period, which is generally undertaken every 5-7 years, *ShapingSEQ* also provides a mechanism for local governments to consider new land for urban purposes outside of the Urban Footprint 'where [a] detailed planning process has demonstrated a measurable local need and regional justification for the proposal' (p. 152). This section of the report considers options to amend *ShapingSEQ* to reflect and support delivery of Council's preferred future land use mix for the STPFGA. A basic outline of these options, including the foreseen advantages and disadvantages, is outlined in the table below.

- Option 2A: The entire STPFGA remains in the Regional Landscape and Rural Production Area (RLRPA) until *ShapingSEQ* is reviewed and updated, with the Potential Future Growth Area (PFGA) designation retained.
- Option 2B: The MIBA Precinct is incorporated into the Urban Footprint now, with the remainder of the STPFGA being retained in the RLRPA. In addition, the Potential Future Growth Area (PFGA) designation is removed.
- Option 2C: The MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts are incorporated into the Urban Footprint now, with the remainder of the STPFGA being retained in the RLRPA. In addition, the Potential Future Growth Area (PFGA) designation is removed.
- Option 2D: The MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts are incorporated into the Urban Footprint now, with the Rural Residential Precinct designated as a Regional living Area¹ under *ShapingSEQ* and the Intensive Horticulture Precinct being retained in the RLRPA, but defined as a 'Rural Enterprise Precinct'² under *ShapingSEQ*. In addition, the Potential Future Growth Area (PFGA) designation is removed.

¹ *ShapingSEQ* designates land in one of three regional land use classifications: Urban Footprint, Rural Living Area or Regional Landscape and Rural Production Area (RLRPA).

² A rural precinct is a spatially defined and actively planned area within *ShapingSEQ*'s RLRPA. *ShapingSEQ* and the *Planning Regulation 2017* provide for two types of rural precincts: rural subdivision precincts and rural enterprise precincts. See: <https://dsdmipprd.blob.core.windows.net/general/shaping-seq-rural-precinct-guideline.pdf>

ShapingSEQ Amendment Option and Description	Advantages	Disadvantages
<p>2A. The entire STPFGA remains in the Regional Landscape and Rural Production Area (RLRPA) until <i>ShapingSEQ</i> is reviewed and updated, with the Potential Future Growth Area (PFGA) designation retained.</p>	<ul style="list-style-type: none"> • Ensures Council's preferred land use settlement pattern is not out of sync with the regional plan. • Gives Council time to complete further planning investigations that will inform Council's submission as part of the regional plan review process, such as: <ul style="list-style-type: none"> ◦ where any potential future shortfall of industrial land will be accommodated; and ◦ confirming the specific planning intent for the 'Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area', as per Attachment 4, Option 1. • Relative to Option 2B, does not provide as much certainty to landowners, as the State's position on Council's proposed future land use mix for the STPFGA would not be confirmed. • Reflects the fact that the MIBA represents a longer term (~15 year) opportunity and that an immediate amendment to <i>ShapingSEQ</i> is not required. 	<ul style="list-style-type: none"> • Would prevent a future landowner/developer from lodging a planning application supported by a structure plan to develop the MIBA Precinct, despite the fact that it is recognised as a longer term opportunity (~15 years). • Does not acknowledge the short term need for Transport Uses (parking stations and transport depots) along Mount Cotton Road, which are urban in nature.
<p>2B. The MIBA Precinct is incorporated into the Urban Footprint now, with the remainder of the STPFGA being retained in the RLRPA. In addition, the</p>	<ul style="list-style-type: none"> • Provides clarity to landowners that Council's proposed future land use mix for the STPFGA is supported by the State Government. • Would enable a future landowner/developer to lodge a planning application supported by a 	<ul style="list-style-type: none"> • As part of the amendment process to include land from the Regional Landscape and Rural Production area in an urban zone, as established on page 152 of <i>ShapingSEQ</i>, Council must demonstrate a measurable local need and regional justification for the proposal. The detailed local planning must be justified against <i>ShapingSEQ</i>'s goals, elements and

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ShapingSEQ Amendment Option and Description	Advantages	Disadvantages
<p>Potential Growth Area (PFGA) designation is removed.</p>	<p>structure plan to develop the MIBA Precinct. This may 'bring forward' delivery of the MIBA.</p> <ul style="list-style-type: none"> Removal of the Potential Future Growth Area (PFGA) designation would confirm that the land use intentions for the PFGA to 2041 have been reflected in <i>ShapingSEQ</i>. 	<p>strategies, sub-regional directions, and the Urban Footprint principles. Such justification will need to include that there are no feasible options to unlock areas in the existing Urban Footprint, which will enable the local government area to accommodate its expansion dwelling supply benchmark or employment planning baselines. Recognising that the CDM Smith report identified the MIBA as a longer term (~15 years) opportunity, it may be difficult to satisfy the State Government requirements.</p> <ul style="list-style-type: none"> Does not acknowledge the short term need for Transport Uses (parking stations and transport depots) along Mount Cotton Road, which are urban in nature. Including land within the Urban Footprint may encourage landowners to lodge applications for other urban activities (e.g. dwelling houses), despite the intent for this area being to accommodate a future MIBA. This option may limit Council's ability to argue that the MIBA Precinct should not be incorporated within the Priority Infrastructure Area (i.e. making the applicant liable to pay the full cost of servicing the area with trunk infrastructure). Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop all or part of the Emerging Community Zone area. This may 'bring forward' delivery of the MIBA, undermining

<i>ShapingSEQ</i> Amendment Option and Description	Advantages	Disadvantages
<p>2C. The MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts are incorporated into the Urban Footprint now, with the remainder of the STPFGA being retained in the RLRPA. In addition, the Potential Future Growth Area (PFGA) designation is removed.</p>	<ul style="list-style-type: none"> • Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop the MIBA Precinct. This may 'bring forward' delivery of the MIBA. • Acknowledges the short term need for Transport Uses (parking stations and transport depots) along Mount Cotton Road, which are urban in nature. This would enable landowners within the Transport Uses Precinct to lodge development applications for transport related urban uses, without triggering referral to the State Government where the use exceeds the development thresholds identified under Schedule 10, Part 16, Division 6, Subdivision 2, Section 27F of the <i>Planning Regulation</i> • In the short term, would enable landowners in the Storage and Larger Scale Home Based Enterprise Precinct to pursue economic opportunities relating to vehicle storage or exceeding the thresholds established in the City Plan home based business code. • Removal of the Potential Future Growth Area (PFGA) designation would confirm that the land use 	<p>consolidation of development in the City's existing industry and centre zones.</p> <ul style="list-style-type: none"> • As part of the amendment process to include land from the Regional Landscape and Rural Production area in an urban zone, as established on page 152 of <i>ShapingSEQ</i>, Council must demonstrate a measurable local need and regional justification for the proposal. The detailed local planning must be justified against <i>ShapingSEQ</i>'s goals, elements and strategies, sub-regional directions, and the Urban Footprint principles. Such justification will need to include that there are no feasible options to unlock areas in the existing Urban Footprint, which will enable the local government area to accommodate its expansion dwelling supply benchmark or employment planning baselines. Recognising that the CDM Smith report identified the MIBA as a longer term (~15 years) opportunity, it may be difficult to satisfy the State Government requirements. • Including land within the Urban Footprint may encourage landowners to lodge applications for other urban activities, despite the intent for the Emerging Community zone being to accommodate a future MIBA. • Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop all or part of the Emerging Community Zone area. This may

ShapingSEQ Amendment Option and Description	Advantages	Disadvantages
<p>2D. The MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts are incorporated into the Urban Footprint now, with the Rural Residential Precinct designated as a Regional living Area³ under <i>ShapingSEQ</i> and</p>	<p>intentions for the PFGA to 2041 have been reflected in <i>ShapingSEQ</i>.</p> <ul style="list-style-type: none"> • Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop the MIBA Precinct. This may 'bring forward' delivery of the MIBA. • Acknowledges the short term need for Transport Uses (parking stations and transport depots) along Mount Cotton Road, which are urban in nature. This would enable landowners within the Transport Uses Precinct to lodge development applications for transport related urban uses, without triggering 	<p>'bring forward' delivery of the MIBA, undermining consolidation of development in the City's existing industry and centre zones.</p> <ul style="list-style-type: none"> • This option may limit Council's ability to argue that the MIBA Precinct should not be incorporated within the Priority Infrastructure Area (i.e. making the applicant liable to pay the full cost of servicing the area with trunk infrastructure). • Currently, the specific planning intent for the 'Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area', as well as the most suitable zone, is unclear. This option does not recognise that further planning investigations are required to answer these questions. • As part of the amendment process to include land from the Regional Landscape and Rural Production area in an urban zone, as established on page 152 of <i>ShapingSEQ</i>, Council must demonstrate a measurable local need and regional justification for the proposal. The detailed local planning must be justified against <i>ShapingSEQ</i>'s goals, elements and strategies, sub-regional directions, and the Urban Footprint principles. Such justification will need to include that there are no feasible options to unlock areas in the existing Urban Footprint, which will enable the local government area to

³ *ShapingSEQ* designates land in one of three regional land use classifications: Urban Footprint, Rural Living Area or Regional Landscape and Rural Production Area (RLRPA).

ShapingSEQ Amendment Option and Description	Advantages	Disadvantages
<p>the Intensive Horticulture Precinct being retained in the RLRPA, but defined as a 'Rural Enterprise Precinct'⁴ under ShapingSEQ. In addition, the Potential Future Growth Area (PFGA) designation is removed.</p>	<p>referral to the State Government where the use exceeds the development thresholds identified under Schedule 10, Part 16, Division 6, Subdivision 2, Section 27F of the <i>Planning Regulation</i></p> <ul style="list-style-type: none"> In the short term, would enable landowners in the Storage and Larger Scale Home Based Enterprise Precinct to pursue economic opportunities relating to vehicle storage or exceeding the thresholds established in the City Plan home based business code. The specific land use intent espoused in the Intensive Horticulture Precinct aligns with the purpose of the RLRPA Rural Enterprise Precinct, as outlined in the <i>ShapingSEQ Rural Precincts Guideline</i>⁵. The Rural Living Area land use designation under <i>ShapingSEQ</i> provides for the establishment of new rural residential development, consistent with the land use intent of the Rural Residential Precinct. Removal of the Potential Future Growth Area (PFGA) designation would confirm that the land use intentions for the PFGA to 2041 have been 	<p>accommodate its expansion dwelling supply benchmark or employment planning baselines. Recognising that the CDM Smith report identified the MIBA as a longer term (~15 years) opportunity, it may be difficult to satisfy the State Government requirements.</p> <ul style="list-style-type: none"> Including land within the Urban Footprint may encourage landowners to lodge applications for other urban activities, despite the intent for this area being to accommodate a future MIBA. Would enable a future landowner/developer to lodge a planning application supported by a structure plan to develop all or part of the Emerging Community Zone area. This may 'bring forward' delivery of the MIBA, undermining consolidation of development in the City's existing industry and centre zones. This option may limit Council's ability to argue that the MIBA Precinct should not be incorporated within the Priority Infrastructure Area (i.e. making the applicant liable to pay the full cost of servicing the area with trunk infrastructure). Currently, the specific planning intent for the 'Storage and Larger Scale Home Based Enterprise Precinct - Investigation Area', as well as the most suitable zone, is unclear. This option

⁴ A rural precinct is a spatially defined and actively planned area within *ShapingSEQ's* RLRPA. *ShapingSEQ* and the *Planning Regulation 2017* provide for two types of rural precincts: rural subdivision precincts and rural enterprise precincts. See: <https://dsdmip.prd.blob.core.windows.net/general/shaping-seq-rural-precinct-guideline.pdf>
⁵ See: <https://dsdmip.prd.blob.core.windows.net/general/shaping-seq-rural-precinct-guideline.pdf>

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s.171 Use of information by councillors, s.199 Improper conduct by local government employees and s.200 Use of information by local government employees of the Local Government Act 2009

ShapingSEQ Amendment Option and Description	Advantages	Disadvantages
	<p>reflected in <i>ShapingSEQ</i>, providing land use certainty for all landowners within the STPFGA.</p>	<p>does not recognise that further planning investigations are required to answer these questions.</p> <ul style="list-style-type: none"> The State Government is unlikely to support the establishment of additional Rural Living Areas within region, given the expansion of rural residential areas fundamentally conflicts with <i>ShapingSEQ</i>.

Regardless of the option Council resolves to adopt, in submitting a written report to the Minister with respect to the investigation, Council should also seek to ensure that the State Government removes the (now) redundant statement in the sub-regional outcomes to acknowledge that the requisite investigations have been completed.

Option One

That Council resolves as follows:

1. To inform the State Government that Council's preference is for the entire Southern Thornlands PFGA to be retained within the Regional Landscape and Rural Production Area (Option 2A) and that no changes to *ShapingSEQ* will be required at this point in time; and
2. That as part of the next Regional Plan review process, which is anticipated to occur in the next 2-4 years, a submission will be made to the State Government seeking for the Regional Plan to be amended to reflect Council's preferred land use intents for the STPFGA.

Option Two

That Council resolves as follows:

1. To inform the State Government that Council's preference, as outlined in Option 2B is for an interim amendment to be made to *ShapingSEQ* that:
 - a) Incorporates the MIBA Precinct within the Urban Footprint;
 - b) Retains the balance of the Southern Thornlands PFGA within the Regional Landscape and Rural Production Area;
 - c) Removes the Potential Future Growth Area designation for Southern Thornlands; and

Option Three

That Council resolves as follows:

1. To inform the State Government that Council's preference, as outlined in Option 2C, is for an interim amendment to be made to *ShapingSEQ* that:
 - a) Incorporates the MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts within the Urban Footprint;
 - b) Retains the balance of the Southern Thornlands PFGA within the Regional Landscape and Rural Production Area;
 - c) Removes the Potential Future Growth Area designation for Southern Thornlands; and

Option Four

That Council resolves as follows:

1. To inform the State Government that Council's preference, as outlined in Option 2D, is for an interim amendment to be made to *ShapingSEQ* that:
 - a) Incorporates the MIBA, Transport Use and Storage and Larger Scale Home Based Enterprise Precincts within the Urban Footprint;
 - b) Designates the Rural Residential Precinct as a Regional Living Area;
 - c) Retains the Intensive Horticulture Precinct within the Regional Landscape and Rural Production Area, but designates this area as a 'Rural Enterprise Precinct';
 - d) Retains the balance of the Southern Thornlands PFGA, being the Education, Training and Tourism Precinct, within the Regional Landscape and Rural Production Area; and
 - e) Removes the Potential Future Growth Area designation for Southern Thornlands.

OFFICER'S RECOMMENDATION

That Council resolves as follows:

1. To inform the State Government that Council's preference is for the entire Southern Thornlands PFGA to be retained within the Regional Landscape and Rural Production Area (Option 2A) and that no changes to *ShapingSEQ* will be required at this point in time; and
2. That as part of the next Regional Plan review process, which is anticipated to occur in the next 2-4 years, a submission will be made to the State Government seeking for the Regional Plan to be amended to reflect Council's preferred land use intents for the STPFGA.



The Hon. Cameron Dick MP
Treasurer
Minister for Infrastructure and Planning

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Email treasurer@ministerial.qld.gov.au
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ABN 90 856 020 239

Our Ref: MC20/3211
Your Ref: DB/SH

Mr Andrew Chesterman
Chief Executive Officer
Redland City Council
PO Box 21
CLEVELAND QLD 4163

Email: andrew.chesterman@redland.qld.gov.au

Dear Mr Chesterman

I refer to my letter of 23 June 2020 advising of my intention to exercise my powers under Section 26 of the *Planning Act 2016* (the Planning Act) to require Redland City Council (the council) to investigate the Southern Thornlands Potential Future Growth Area (PFGA).

I have considered the council's response dated 29 June 2020, confirming the council has progressed investigation of the Southern Thornlands PFGA, and noting the council's view that a Ministerial Direction is unnecessary.

While I acknowledge that the council has progressed investigation of the Southern Thornlands PFGA, I continue to have strong ongoing concerns about the lack of long-term, strategic planning being undertaken by the council to manage growth to meet the future needs of the city, and the failure to comply with Outcome 14 of *ShapingSEQ*.

To ensure that this action under *ShapingSEQ* is completed in a timely manner, as part of the council's contribution to managing growth in South East Queensland, I have deemed it necessary to exercise my powers under section 26 of the Planning Act to require the council to take the actions set out in the enclosed Ministerial Direction notice.

I have included a requirement in my direction for the council to write to landowners in the Southern Thornlands area by 29 July 2020 informing them of the investigation and asking for their views by 14 August 2020. In addition, the council must hold a forum with landowners to provide an update on the progress of the investigation and allow time for questions. The council should ensure that this forum is held in a manner that is consistent with the Queensland Government's COVID-19 restrictions in effect at the time. I was clear in my previous correspondence that it is critical for the council to consult with Southern Thornlands landowners and I have now included this in my direction.

I note in the council's submission, it is requested that where a Ministerial Direction is issued, that an extension in timeframe of six days be granted for completion of the investigation in order to allow a council decision to be made.

Given the requirement included in the Ministerial Direction about consultation with landowners, I have moved back the timeframes to provide a reasonable period for landowners to be engaged and for the council to complete the investigation.

Please be advised that I have agreed to extend the timeframe for completion of the investigation until 16 September 2020, and the final date to write to me about the investigation is now 25 September 2020.

If you have any questions about my advice to you, please contact my office on (07) 3719 7200 or email treasurer@ministerial.qld.gov.au.

Yours sincerely



CAMERON DICK MP
Treasurer
Minister for Infrastructure and Planning

23 / 07 / 2020

Enc

MINISTERIAL DIRECTION TO THE REDLAND CITY COUNCIL UNDER
SECTION 26 OF THE *PLANNING ACT 2016*

I direct, in accordance with section 26 of the *Planning Act 2016*, the Redland City Council (the council) to:

- write to landowners in the Southern Thornlands area (the relevant landowners), shown in Figure 1 of the Project Plan dated September 2019 and included with the letter to me dated 23 October 2019, by 29 July 2020 informing them of your investigation, enclosing the Project Plan and asking for views by 14 August 2020 and inviting them to a landowner forum about the investigation
- between 31 July 2020 and 11 August 2020 hold a forum with landowners, in a manner that is consistent with the Queensland Government's COVID-19 restrictions in effect at the time, providing an update of the investigations completed to date and granting participants an opportunity to ask questions at the forum
- complete the investigation of the Southern Thornlands Potential Future Growth Area as required by the South East Queensland Regional Plan 2017 titled *ShapingSEQ* dated August 2017, at paragraph 14 on page 114, by 16 September 2020
- provide a written report to me with respect to the investigation (the investigation report), by 25 September 2020
- the investigation report is to be accompanied by a statement from the council that identifies how the council has responded to landowner views, whether the council considers any amendments should be made to the *Redland City Plan 2018* as a result of the investigation, and the reasons for the council's position on this.

Dated this 23rd day of July 2020



CAMERON DICK MP
Treasurer
Minister for Infrastructure and Planning

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SECTION 26 OF THE *PLANNING ACT 2016*

I direct, in accordance with section 26 of the *Planning Act 2016*, the Redland City Council (the council) to:

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- provide a written report to me with respect to the investigation (the investigation report), by 25 September 2020
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Dated this 23rd day of July 2020



CAMERON DICK MP
Treasurer
Minister for Infrastructure and Planning