

# Supplementary Planning Report

Northeast Business Park  
**Response to EIS Submissions**

July 2008

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## 1.0 EXECUTIVE SUMMARY

The NEBP project is proposing a Mixed Industry and Business Area (MIBA), marina, shipyard and marine industries, retail/food and drink, commercial and apartments around the marina, residential precincts and a significant component of open space including playing fields and a golf course.

This Supplementary Planning Report provides planning justifications for the project in response to following planning related issues raised in submissions made during the public notification of EIS for the Northeast Business Park (NEBP) project:

- Section 3.0 addresses the Project's consistency with the SEQRP, and confirms the findings of the Planning Report (at Section 8.1) that:
  - the project is exempt from the Regulatory Provisions as it pre-dates the SEQRP, but nonetheless satisfies the tests of the Regulatory Provisions; and
  - the project is consistent with the Regional Plan, DROs, principles and policies and the policy intents for the applicable land use categories;
- Section 4.0 considers planning intents for the uses sought and the site, addressing:
  - the lack of alternative regional locations for a marina and marine industry cluster due to environmental and land use integration reasons (also considered in EIS Appendices E6-7); and
  - differing options for the configuration of the development, again demonstrating that the net benefits achieved by the NEBP as proposed provide the greatest community benefit (as previously considered at Section 5.3 of the Planning Report);
- Section 5.0 demonstrates the need for including residential uses in the development (as originally addressed in Section 5.1.11 of the Planning Report), in the context of sustained regional population growth, housing demand and the limited availability of accessible and available residential development sites within the Urban Footprint in the Caboolture area;
- Section 6.0 examines the mix and extent of employment uses proposed, as discussed in Planning Report (Sections 5.1, 5.2 and 5.5). It confirms that the contribution the MIBA-Marina-Marine Industries cluster makes to meeting regional demand for employment land uses, outweighs the use of a small component of potential employment land on the site for other uses, noting the site constraints and the social, community and environmental benefits of integrating land uses in the project;
- Section 7.0 examines the relationship of the NEBP's commercial/retail land uses to the Shire Plan's centres hierarchy, substantiating the findings of Section 5.1 of the Planning Report that the extent of activity proposed is appropriate given the employee and residential populations to be achieved on the site across the development's twenty-year implementation phase and the likelihood of adjoining urban residential development within this period;
- Section 8.0 outlines the height limits and intensity of built form proposed against the development objectives and the role of the various development precincts, in response to concerns raised about these matters, previously addressed in EIS Appendix Q. This

report illustrates that the proposals express a suitable form of development given the proposed uses and the opportunities inherent in the NEBP proposals;

- Section 9.0 reiterates the Planning Report's commentary (at Section 4.8) on the proposed provision of infrastructure, where NEBP will provide all internal infrastructure and appropriate external infrastructure upgrades, along with the opportunities to enter into Infrastructure Agreement(s) to secure infrastructure provision;
- Section 10.0 provides further explanation to Sections 4.2, 4.5.4 and 8.4.6.2 of the Planning Report regarding the *Shire Plan* requirements for open space, the areas provided and the manner in which public access to these community facilities will be achieved and maintained; and finally
- Section 11.0 notes that the detailed provisions of the NEBP Area Plan require on-going negotiation with MBRC as part of the Development Application process associated with the EIS, and confirms the Proponent's commitment to collaborating with Council to achieve exemplary planning outcomes.

Overall, the Supplementary Planning Report provides clarification regarding the intent and details of planning related aspects of the NEBP development. It is contended that the NEBP proposal has successfully addressed all relevant aspects of planning consideration and so is presented as a signature project for the consideration and approval by the CoG and the Moreton Bay Regional Council, as it will deliver for the Caboolture community, SEQ and the State the greatest net benefit of all viable alternatives.

## 2.0 INTRODUCTION

The NEBP Planning Report and associated documents (Vision and Area Plan) were prepared by PMM (now Conics) as technical appendices to the EIS for the Northeast Business Park project. The EIS was prepared for assessment of the project by the Co-ordinator General, under the requirements of the *State Development and Public Works Organisation Act 1971*.

The NEBP Planning Report is Appendix C2 to the EIS. The NEBP Area Plan is Appendix C3.

In summary, the NEBP project is proposing a Mixed Industry and Business Area (MIBA), marina, shipyard and marine industries, retail/food and drink, commercial and apartments around the marina, residential precincts and a significant component of open space including playing fields and a golf course. These uses are supported by extensive environmental rehabilitation and planning and development controls requiring sustainable forms of construction and operation.

Twenty-nine (29) submissions (14 from government agencies and 15 from private individuals) have been received in response to public notification of the EIS. These submissions have been assessed by the project team in order to provide the basis of the supplementary reporting. This report provides further planning justifications for the project, in response to the issues raised in submissions made with reference to the town planning aspects of the publicly notified EIS for the Northeast Business Park project.

In order to provide a logical response to the material planning grounds raised, the submissions raised issues within the following themes:

- the South East Queensland Regional Plan
- land use and planning intents
- use of the District Industry zoned land for non-employment land uses, and associated considerations of need and demand
- need for residential use
- relationship of the NEBP to the Shire Plan's centres hierarchy and the extent of activity allowable
- infrastructure provision
- park provision and management
- amendments to the proposed NEBP Area Plan and Structure Plan



### 3.0 SOUTH EAST QUEENSLAND REGIONAL PLAN RESPONSE

At Section 8.1 and in Appendix J, the Planning Report addresses:

- the project's statutory position in relation to the South East Queensland Regional Plan (ie, that the project is exempt);
- the project's consistency with the Regional Plan, DROs, principles and policies; and
- despite being exempt from the Regional Plan, the project's consistency with the Regulatory Provisions

Set out below is a summary of these matters, which reiterates the project's compliance with the Regional Plan's policy content, and an introduction to the additional material provided in this Supplementary Planning Report to further demonstrate how the project satisfies the tests contained in the Regulatory Provisions.

#### 3.1 COMMENTARY ON SUBMISSIONS

Submissions have raised concerns that the proposed urban development outside the Urban Footprint is inconsistent with the intent and policies of the SEQRP to consolidate development within the Urban Footprint, and raised issue that the proposal is inconsistent with the Regulatory Provisions of the SEQRP.

As explained in Section 8.1 of the Planning Report, the Northeast Business Park is exempt from the Regulatory Provisions of the SEQRP.

The submissions received fail to acknowledge that NEBP is a Significant Project with valid current applications, with seemingly no consideration that the project is going through a rigorous assessment process within which the policies of the SEQRP may be given appropriate weight.

Essentially, the submissions refer only to the Urban Footprint boundary, intent of the Regional Landscape and Rural Production Area and the Regulatory Provisions, without consideration of the balance of the SEQRP's Desired Regional Outcomes, principles and policies.

The Planning Report has however addressed the SEQRP at length, including the demonstrating the locational requirements of the proposal and its overriding need for the development in its location. The submissions do not acknowledge the numerous and significant, and in our view overriding areas where the project achieves the aims and objectives of the SEQRP in an exemplary manner.

#### 3.2 SEQRP REGULATORY PROVISIONS

##### 3.2.1 Applicability of the Regulatory Provisions

The Regulatory Provision of the South East Queensland Regional Plan clearly establish that the NEBP project is exempt from the Regional Plan's regulatory regime.

The NEBP project represents the integration and combination of two undetermined development applications made to the then Caboolture Shire Council (CSC), seeking

- the Business Park across Lots 2 and 10, lodged on behalf of Lensworth on 18 June 2002; and
- the Marina across Lots 7 and 24, lodged on behalf of Port Binnli on 8 October 2004.

Through the issue of updated Acknowledgement Notices on 1 February 2008, CSC acknowledged that both applications remain current.

The *SEQRP 2005-2026 Amendment 1 Regulatory Provisions* operate under s2.5C.1 – 6 of the *IPA*, and establish a range of controls over development within the area of the SEQRP. This includes a commencement date for the provisions to have effect, and transitional arrangements for development applications affected by the provisions. The regulatory regime thus provides a direct indication that the applications must be assessed and determined under the law in place at the time the application was made.

Section 1.4 of the Regulatory Provisions establishes when the Regulatory Provisions do not apply, as reproduced below in Table 3-1.

Table 3-1 Extent of the <i>SEQRP 2005-2026 Amendment 1 Regulatory Provisions</i>	
<b>DIVISION 1 PRELIMINARY</b>	
<b>1.4</b>	<b>When these regulatory provisions do not apply</b>
(1)	These regulatory provisions do not apply to –
(a)	development carried out under a development approval for a development application that was made before 27 October 2004;

As both applications are still current and were lodged prior to the publication of the Draft SEQRP on 27 October, 2004, the Regulatory Provisions of the SEQRP do not apply.

Additionally, Mr Lindsay Enright, Director of Planning and Open Space, of the then Office of Urban Management, confirmed to Northeast Business Park on 28 October 2004 that the Regional Plan would not apply to the existing applications. A copy of this letter is attached in Appendix A.

*Refer to Appendix A.*

### 3.2.2 Assessment Requirements of the Regulatory Provisions

Despite not applying to the NEBP project, Section 8.1 of the Planning Report responded to the tests set out in the Regulatory Provisions. This was undertaken to demonstrate the project's compliance with these significant planning policies, in order that appropriate weight could be given to the SEQRP.

In response to the queries raised by submitters, further justification is provided below to the requirements of the SEQRP Regulatory Provisions, in order to address the issues raised by submitters.

The Regulatory Provisions adopt the regional land use categories shown in the SERQP as the basis for establishing assessment criteria. The NEBP site falls within both the Regional Landscape and Rural Production Area and the Urban Footprint. The Urban Footprint follows the division between the District Industry Zone and the Rural Zone as shown in the Caboolture Shire Plan, 2005.

Where the Regulatory Provisions do apply, no assessment is required for sites located within the Urban Footprint, other than sites in Major Development Areas. However, urban activities on all sites in the Regional Landscape and Rural Production Area are assessable against the Regulatory Provisions, with some limited exceptions.

The Regulatory Provisions go on to establish how such a Material Change of Use would comply with the provisions, as reproduced below in Table 3-2 (non-applicable elements have been omitted).

**Table 3-2**  
**SEQRP Regulatory Provisions – Regional Landscape and Rural Production Area**

**Division 2 Material change of use**

**Subdivision 2.2 – Assessable development in the Regional Landscape and Rural Production Area**

- 2.4 When an urban activity is assessable in the Regional Landscape and Rural Production Area
- (1) To the extent that a premises is located in the Regional Landscape and Rural Production Area a material change of use of the premises for an urban activity is assessable development requiring impact assessment.
- 2.5 When an urban activity in the Regional Landscape and Rural Production Area complies with these regulatory provisions
- A material change of use of a premises that is assessable development under section 2.4 complies with these regulatory provisions only if – ...
- (h) where paragraphs (a) to (g) do not apply –
- (i) the locational requirements or environmental impacts of the material change of use necessitate its location outside the Urban Footprint; and
- (ii) there is an overriding need for the material change of use in the public interest.

Notwithstanding the inapplicability of the Regulatory Provisions, both the Planning Report (at Sections 5 and 8.1) and the EIS have demonstrated how the NEBP project would have complied with these requirements should they have been applicable. This has been undertaken primarily through applying the EPA's net benefit test in a broad fashion across the development, and comparing such benefits to those which would have arising from 'compliant' patterns of development.

Further arguments on these matters are set out below in relation to both the locational and overriding need aspects of the proposals, reiterating and extending the arguments of the Planning Report which demonstrate the proposal's compliance with the Regulatory Provisions and further assessment of alternative schemes of development.

### 3.3 LOCATION OUTSIDE THE URBAN FOOTPRINT

As shown above in Table 3-2, part of the test for allowing urban activities to locate in the Regional Landscape and Rural Production Area concerns whether a use should be located outside the Urban Footprint due to the operational characteristics of the use or environmental impacts which could necessitate separation from urban areas.

It is firstly noted that both the Southern Regional District of the Department of Infrastructure and Planning (SRD DIP) (formerly OUM) and the Moreton Bay Regional Council (MBRC) have accepted the arguments regarding the siting of the marina as proposed within the Regional Landscape and Rural Production Area. In other words it has been accepted by those parties that there is an overriding need for the marina (and marine industries) and that it has locational requirements necessitating its location outside of the urban footprint.

The critical matter requiring resolution therefore is the extent and nature of the development, including the allied land uses which are required to co-locate with the marina, so that the marina and the MIBA together achieve the NEBP Vision and provide the best mix of net benefits to Caboolture, the SEQ Region and Queensland.

These associated uses, being urban activities, do not have environmental impacts which would require their location outside the Urban Footprint. Therefore, it is necessary to demonstrate that the remaining urban activities have locational requirements due to their nexus with the MIBA and marina, being part

of the overall integrated mix of uses, and that the combined uses meet an overriding need in the public interest. Overriding need is discussed in Section 2.4 below.

The locational nexus between the proposed urban activities, the NEBP Structure Plan and the Precinct intents follow below in Section 3.3.1.1. Subsequent Sections of this Report further consider the extent of each of these components, which demonstrate that the quantum of development envisaged is necessary to provide the greatest net public benefits of NEBP, and hence must be located as proposed.

### 3.3.1 Proposed Urban Activities

The extent of the uses outside the Urban Footprint and shown in Figure 3-1, and discussed below.

**Figure 3-1**  
**NEBP Structure Plan and the Urban Footprint**

*Refer to Conics Drawing 20430-71*

#### 3.3.1.1 Marina Precincts

The Marina Precincts provide the marina basin with a surrounding frame of mixed use development. The contribution the marina provides to regional amenity is largely dependant upon the configuration and content of these surrounding uses. The combined effect of the Marina Precincts is to establish a recreational and leisure attraction in its own right.

The marina precinct provides the following activities and public benefits:

- the **Marina Basin** with 911 wet berths, contributing a strong response to need and unmet demand for such berths and so supporting the marine industries of the northern metropolitan area and providing a base for commercial boat operators such as tourism and charter fishing;
- a **shipyard and maritime services** which will provide the dominant industrial activity in the Marina Precincts through boat building, servicing, dry-storage functions for the marine industries;
- the Marina Village's **retail and commercial centre** that support the specialist marine industry businesses, recreational boat users and local population base, as well as acting as an anchor for non-maritime related activities that contribute to the amenity and vibrancy of the Marina Precinct as a destination;
- **residential** uses in a community attracted to the marina amenity and lifestyle; and
- a **hotel**, which responds to identified need in the Caboolture region and capitalises upon the NEBP as and integrated development and the amenity achieved at the Marina Precinct.

#### 3.3.1.2 Residential Precincts

The residential precincts as proposed provide a supporting residential population which contributes to the vitality and viability of the commercial aspects of the marina precincts and provide the population baseload necessary to support the provision of public transport and community services necessary to ensure that the MIBA Precincts are an attractive 21<sup>st</sup> Century employment centre.



PRELIMINARY ONLY



Note  
All dimensions and areas are approximate only, and are subject to survey and Council approval.

Dimensions have been rounded to the nearest 0.1 metres.

The boundaries shown on this plan should not be used for final detailed engineers design.

#### AMENDMENTS

CLIENT **NORTHEAST  
BUSINESS PARK PTY LTD**

PROJECT  
**NORTHEAST  
BUSINESS PARK**

NEBP STRUCTURE PLAN  
SHOWING THE URBAN  
FOOTPRINT BOUNDARY

Level Datum  
Origin

Date 17 JULY 2008

Surveyed

Comp By. WNW

DWG Name. 20430-URBAN FOOTPRINT

Local Authority MORETON BAY REGIONAL COUNCIL

Job Reference 20430

Scale 1:15,000 @A3  
1:7,500 @ A1

Plan Reference  
20430-71



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- LEGEND**
- URBAN FOOTPRINT BOUNDARY
  - STRUCTURE PLAN BOUNDARY
  - PRECINCT BOUNDARY
  - 1 MIBA PRECINCTS
    - 1(1) MIBA ESPLANADE
    - 1(2) MIBA CORE
    - 1(3) MIBA HIGHWAY
    - 1(4) MIBA MARINE INDUSTRY
  - 2 MARINA PRECINCTS
    - 2(1) MARINA BASIN
    - 2(2) SHIPYARD
    - 2(3) MARINA VILLAGE
    - 2(4) MARINA RESIDENTIAL
    - 2(5) HOTEL
    - 2(6) MARINA PAVILION
    - 2(7) GOLF RESIDENTIAL
  - 3 RESIDENTIAL PRECINCTS
    - 3(1) RESIDENTIAL WEST
    - 3(2) RESIDENTIAL EAST
  - 4 OPEN SPACE PRECINCTS
    - 4(1) GOLF CLUB
    - 4(2) GOLF COURSE
    - 4(3) OPEN SPACE
    - 4(4) COMMUNITY MULTI USE
  - COMMUNITY NODE
    - HERITAGE PARK
    - SPORTING FIELDS
    - EDUCATION & TRAINING
    - ENVIRONMENT CENTRE
  - ARTERIAL ROAD
  - SUB ARTERIAL ROAD
  - COLLECTOR ROAD
  - ACCESS ROAD
  - POSSIBLE FUTURE PUBLIC TRANSPORT ROUTE
  - MAIN STREET
  - LOAD LIMITED THRESHOLD

100 0 100 200 300 400 500 600 700 800 900 1000 1100m

The creation of an integrated development that provides both employment land and housing land is a key driver of the NEBP project. The creation of additional employment land will attract businesses and jobs to the region, increasing demand for housing and community services within the catchment of the site. In meetings with the Proponents, the Queensland Department of Housing strongly indicated that the provision of a "monoculture" industrial development of the scale proposed without providing housing would be unacceptable, due to the consequential impacts on housing supply and resulting worsening of housing affordability. Accordingly, the proposed residential precincts, in association with the residential uses proposed around the marina basin, are necessary to avoid impacts on the community caused by housing shortages.

### 3.3.1.3 Open Space Precincts

The balance of the area outside the Urban Footprint has multiple functions: the essential floodplain and stormwater management undertakings along with a mix of open space recreational activities which retain an open and semi-rural character. Together, these actions are a mix of urban and semi-urban functions which by their nature are not required to be located within the Urban Footprint.

Whilst it is recognised that recreational uses are an "urban activity" as defined by the SEQRP Regulatory Provisions, the recreational uses proposed are complementary to the underlying floodplain role of the Open Space Precincts, and provide an active use for the areas that assists in the management of the land and opportunities for public access to the Caboolture River and locally significant heritage places.

## 3.4 OVERRIDING NEED IN THE PUBLIC INTEREST

The second element of the Regulatory Provisions' test for allowing urban activities to locate in the Regional Landscape and Rural Production Area requires assessment of "overriding need in the public interest". In respect of the NEBP proposals, given the general consensus for the marina uses and associated functions to be located outside the Urban Footprint, the overriding need component of the test concerns the benefits and impacts arising from these complementary urban activities.

In establishing the overriding need "test", the SEQRP Regulatory Provisions provide, at Schedule 3, some guidance on how this may be demonstrated, as reproduced below in Table 3-3. Each element of the overriding need test is then discussed below, as well as being used as the foundation argument for subsequent sections of the report.

Table 3-3 SEQRP Regulatory Provisions – Schedule 3 Overriding Need	
<b>Schedule 3 How to determine overriding need in the public interest</b>	
To determine an overriding need in the public interest an applicant must establish–	
(a)	the overall social, economic and environmental benefits of the material change of use weighed against–
(i)	any detrimental impact upon the natural values of the site; and
(ii)	conflicts with the desired outcomes of the Regional Plan, especially in relation to promoting consolidation of development within the Urban Footprint and preventing land fragmentation in the Regional Landscape and Rural Production Area or Investigation Area; and
(b)	that the community would experience significant adverse economic, social or environmental impacts if the material change of use proposal were not to proceed.
This may require an assessment to determine if the material change of use could reasonably be located within the Urban Footprint.	

### 3.4.1 Net Benefit Approach

The underlying principle and approach adopted in the design and conceptualisation of the NEBP development has been to provide clear net environmental, social and economic benefits within the development and to the region and the State.

The existing planning report has documented how and why the submitted proposal achieves very substantial net benefits on all fronts – both by descriptive means as well as by the objective methodology prescribed by the EPA and specifically addressed in the Net Benefits Report prepared by AEC, included as Appendix D of the EIS.

The net benefit test is the key determinant test used in the SEQRP to justify urban development outside the Urban footprint. Using similar logic, the EPA assessment criteria under the Coastal Management framework asks the question in this manner:

*there is a net benefit (taking into account all financial, social and environmental impacts) to the State as a whole, as distinct from sectoral, commercial, private or regional gain, and the proposal delivers the greatest net benefit of all viable alternatives*

In the case of NEBP some of the queries raised by submitters question the size, location or existence of certain elements of development, particularly the residential development, the extent of non industrial uses in the District Industry areas and the extent of commercial development. It is here where the phrasing of the EPA's net benefit test poses the cores question:

...whether the proposal delivers *"the greatest net benefit of all viable alternatives"*

It is contended that the development concept submitted achieves a balance of uses which does achieve the greatest net benefit of all viable alternatives.

The development has been designed as a master planned community with careful regard being placed on the size, location and interrelationship between uses in such a way that each use supports the successful operation of each of the other uses, and that the location responds to the natural features of the site. Further, the mix of land uses has been designed in the context of the surrounding locality and region such that, again, the development itself supports the successful functioning, growth and identity of the region. This integrated approach is a key benefit able to be attained by the masterplanning of a large site and is, in fact, a fundamental goal and tenet of town planning and urban design.

Accordingly, the removal of any substantial elements of the development cannot be undertaken in isolation without due consideration to the positive or negative effects that such an alteration will have on the rest of the development or to the wider community.

Therefore we support the EPA test as probably the clearest methodology by which other potential alternative configurations are measured. Accordingly this methodology is seen as a key test regarding whether an alternative configurations would satisfy the aim of providing a greater net benefit than the proposal.

The SEQRP net benefit test requires overall social, economic and environmental benefits to be weighed against the following matters.

#### 3.4.1.1 Impacts on Natural Values

As the site is almost completely cleared and heavily degraded, it is considered that the development has limited effects on the natural values of the site. Rather, these uses provide a basis for undertaking rehabilitation and environmental enhancement across the site.

Whilst the uses proposed will change the character of the site it is contended that the outcome will be highly desirable. Further, the extensive open space included in the proposal will maintain a semi rural character, providing an appropriate interface to the adjoining Rural Residential and Rural areas.

#### 3.4.1.2 Consolidation of land uses within the Urban Footprint

One of the core aims of the creation of an urban footprint was to consolidate urban development within the urban footprint thereby preventing further fragmentation of land ownership within the Regional Landscape and Rural Production Area.

As discussed earlier, exceptions are provided for uses which exhibit clear locational requirements necessitating location outside the urban footprint, a characteristic clearly conveyed by the marina and associated shipyard.

The Planning Report and the balance of this report demonstrates that the other urban uses proposed all have a clear nexus and are complementary to the MIBA and Marina uses. Further the NEBP project forms a logical extension to the Urban Footprint through the co-location of uses, thereby maximising the value and efficiency of the land within the urban footprint and more effectively achieving the overall objective of consolidation of urban uses.

The NEBP Project's ability to accommodate urban uses and account for a proportion of the regional growth allocated to the Caboolture Shire Council / Moreton Bay Regional Council area are addressed below in Section 5.2. This accommodation provides some relief against on-going demand for expansion of the Urban Footprint and the consequential reduction of the Regional Landscape and Rural Production Area.

The site is in one ownership and does not further fragment ownership of land in the RLRPA.

#### 3.4.1.3 Desired Regional Outcomes

The Planning Report considers at length the manner in which the NEBP proposals satisfy the policy content of the SEQRP, through a response to the DROs, as contained in Section 8.1 of the Planning Report, which are further outlined in Section 3.5 below.

#### **3.4.2 Effect of Not Proceeding with the NEBP Project**

The EIS, Planning Report, Net Benefit Assessment, Community Impact Report and the various economic reports all identify the underlying demand in the Caboolture region for further urban development which supports economic growth and business expansion, job creation, skill/educational provision, community interaction, community services, recreation opportunities and accessibility to environmental attractions. Environmentally, it has been demonstrated that the project provides the key catalyst for rehabilitation of the site and water quality benefits to the Caboolture River through rehabilitation of the site's degraded ecology.

The absence or reduction of the outstanding urban activities would limit the achievement of all these factors, as can be seen by comparison of the NEBP project against the "compliant" scheme in Section 5.5.1 of the Planning Report and Section 4.0 of this report.

The site is by far the most strategically significant development site in the region. It represents the greatest single opportunity to attract a concentration of employment generating businesses to the area, generating local prosperity. The extent of the employment potential is such that it can directly and indirectly meet the majority of (the former) Caboolture Shire Council's self containment employment target.



Socially, the proposal has the potential to represent a turning point for the region, providing a quality marina, vibrant marina village, a diverse range of quality accommodation options and exceptional recreational options in a new, formerly inaccessible, precinct. The creation of a regionally significant recreation area connected to the site's 9km river frontage along with a substantial marina precinct will provide the community a strengthened connection and affinity with the Caboolture River and Moreton Bay. It is considered that the NEBP community and precinct will be one of the cornerstones of the regional identity of the Moreton Bay Regional Council and its community.

Environmentally, the rehabilitation works proposed over the degraded site provide the opportunity to improve both the terrestrial ecology of the site, enhance external ecological connections and improve the water quality in the Raff Creek and the Caboolture River. The integrated nature of the land uses, the industrial ecology approach to business cooperation and the sustainability initiatives to be incorporated into the built form and infrastructure approach will ensure that the development will make a strong contribution to the sustainability of the region.

The extent of net benefits are of such a magnitude that the community cannot afford for them not to be realised. There is no other site in the region which has the characteristics of this site, or the ability to provide the diverse mix of benefits able to be attained from the NEBP proposal. Failure to capitalise on the opportunity would diminish some of the hope, optimism and anticipation which has been generated in both the business and the general community through the extensive public consultation program, which has generated strong support.

As such it is clear that the community would experience significant adverse economic, social or environmental impacts if the material change of use proposal were not to proceed.

### **3.4.3 Demonstrated Overriding Need**

The NEBP project achieves a demonstrable overriding need in the public interest, considering that the net positive benefits of the project outweigh the limited impacts upon natural values and the Regional Plan policies, and that failure to undertake the development would adversely affect the Caboolture and regional communities.

## **3.5 RESPONSE TO DESIRED REGIONAL OUTCOMES, POLICIES AND PRINCIPLES**

Comments made in response to the EIS and the Planning Report suggested that the NEBP Project is inconsistent with various DROs of the South East Queensland Regional Plan, however specific inconsistencies were not identified.

Section 8.1 of the Planning Report provides a detailed response to the Desired Regional Outcomes of the SEQRP, whilst Appendix J provides additional commentary on the associated Principles and Policies.

It is contended that the NEBP proposal meets the Regional Outcomes, Policies and Principles in a holistic and exemplary manner. Whilst the development does extend beyond the current urban footprint, the planning input into the designation of the urban footprint boundary in this location was limited and there are no significant ramifications associated with the extension of the urban activities in this location.

It is further submitted that the urban footprint is a tool intended to be used as one means of achieving the higher order objectives of the SEQRP, rather than an end in itself. Accordingly, it is seen as an important but ultimately subservient to the higher order objectives and desired outcomes of the SEQRP.

Nonetheless, for completeness, further responses to key DROs are set out below.

**Table 3-4**  
**SEORP Desired Regional Outcomes and NEBP Attributes**

Desired Regional Outcome	Delivered by Northeast Business Park
<p><b>Regional Landscape:</b></p> <p><i>DRO:</i></p> <p>The key environmental, economic, social and cultural resources of the regional landscape are identified and secured to meet community needs and achieve ecological sustainability</p>	<p>The Regional Landscape's key resources in relation to the NEBP Project and location principally concern the Caboolture River and its relationship to Moreton Bay and the post-forestry nature of the site.</p> <p>As set out in the project intents contained in the EIS and the Planning Report, the development provides the only significant opportunity to create a land use pattern which fully utilises the site's resources to achieve net community benefits in terms of employment, economic development and social opportunities, along with an opportunity to rehabilitate and restore the riparian environment and create a funded management regime for the site.</p> <p>This management regime establishes a well designed interface between the urban areas of the site (ie, the development precincts) and the regional landscape areas (ie, the Open Space Precincts). Accordingly, the NEBP will achieve ecological and social/recreation and landscape objectives of the SEORP-RLRPA more effectively than currently achieved on the site.</p>
<p><b>Strong Communities:</b></p> <p><i>DRO:</i></p> <p>Cohesive, inclusive and healthy communities with a strong sense of identity and place, and access to a full range of services and facilities that meet diverse community needs</p>	<p>NEBP will create a community in the order of 5500 residents and 14,000 workers, integrated through shared use of community facilities and identification with the NEBP site. The surrounding rural residential communities of Morayfield and Burpengary located east of the Bruce Highway will also identify with the NEBP through use of the retail, social and community services and the proposed public transport networks. These relationships will ensure that NEBP functions as an inclusive component of wider the Caboolture community, and provide a focal point for the communities east of the highway. The publicly accessible recreational facilities and sense of ownership of the marina will contribute to the wider community's identity and health.</p>
<p><b>Urban Development:</b></p> <p><i>DRO:</i></p> <p>A compact and sustainable urban pattern of well-planned communities, supported by a network of accessible and convenient centres close to residential areas, employment locations and transport</p>	<p>The NEBP Structure Plan seeks to establish a compact and coordinated pattern of land uses which focus activity upon the employment areas and the centre established by the Marina Village. Together, the resulting full development of the NEBP is equivalent to the function of a district centre and should be considered as such for the provision of services.</p> <p>The inclusion of residential uses around the marina and in the two residential precincts, along with the proposed provision of public transport between NEBP and the key transport hubs of the Caboolture – Morayfield PAC, will ensure that the NEBP operates as an adjunct to the PAC and logical extension of the existing urban pattern.</p> <p>In accepting the special locational requirements of the marina, consideration of the NEBP leads to a rationale expansion of the Urban Footprint to accommodate the sum of the NEBP development. The NEBP proposals achieve co-location of employment, retail and residential activities, maximising the efficient use of land in accessible locations.</p>
<p><b>Economic Development:</b></p> <p><i>DRO:</i></p> <p>A strong, resilient and diversified</p>	<p>As explained in the Planning Report, NEBP will be a flagship employment district for the region, capitalising upon the site's competitive advantages gained through the Bruce Highway (access and logistics), proximity to the PAC, and the natural resources of the Caboolture River and Moreton Bay.</p>

**Table 3-4**  
**SEORP Desired Regional Outcomes and NEBP Attributes**

Desired Regional Outcome	Delivered by Northeast Business Park
economy – growing prosperity in the region by utilising its competitive advantages to deliver exports, investment, and sustainable and accessible jobs	The NEBP's creation of a MIBA and associated marine industry cluster achieves economic benefits far greater than those which would eventuate in a "compliant" scheme or a through a marina with a single industrial focus or boat storage oriented operation. The MIBA accommodates the district industry uses, but diversifies and enhances the scope of employment created. The contribution of the NEBP project to the state and regional economy therefore satisfies the DRO, by creating jobs and expanding a key economic sector which would otherwise not be created in the Caboolture region.

## 4.0 ALTERNATIVE DEVELOPMENT OPTIONS

Section 2.2 of the EIS and Section 5.5 of the Planning Report consider a range of alternative development scenarios along with alternative locations for a marina development. This consideration of alternatives also compares the relative merits of a "compliant" scheme reflecting a proposal directly in accordance with the existing zoning and planning scheme provisions, ie. District Industry development and a rural balance area with no marina or supporting development (refer to Section 2.2.1 of the EIS and Section 5.5.1 of the Planning Report).

In effect, there are two aspects of this analysis:

- the choice of NEBP against alternative locations for the development of a marina and marine industries; and
- differing scenarios for use of the NEBP Site.

In providing further consideration of these matters against the 'compliant' scheme, the underlying test is considered a corollary of the EPA's net benefit test, becoming

*What alternative set of uses, development options and controls would give a greater set of net benefits?*

This upgraded test has been applied as the basic analytical tool in this supplementary report, to determine whether the any alternative forms of development would provide a better outcome compared to the uses set out in the EIS and Planning Report.

### 4.1 MARINA LOCATION OPTIONS

Section 2.2 of the EIS considers the availability of alternative locations in South East Queensland which can accommodate the combined proposal of a marina and marine industries cluster. This demonstrates the appropriateness of the site for the development.

The analysis of potential Marina sites undertaken by Port Binnli and Pacific Southwest revealed the difficulties of finding any substantial marina sites in the region north of the Brisbane River.

In addition to the difficulties of identifying marina sites, the ability to co-locate the marina with a Marine Industries precinct is one of the key attributes of the development and requires a rare combination of marine navigability, environmental appropriateness, adjoining land use suitability, linkages to infrastructure and location with respect to centres and population.

The NEBP site not only allows the location of a Shipyard directly adjacent to the marina, the proximity of the MIBA allows the creation of a substantial marine industries precinct within the MIBA, facilitating a specialist cluster of marine related industries supporting the continued strengthening of the Marine Industries in SEQ, as well as supporting crossover industries such as renewable energy and advanced materials which may also locate in the MIBA.

The NEBP site provides a unique array of attributes which clearly supports this synergistic co-location. There is no doubt that there is no other opportunity of this nature in the northern sector of Brisbane.

#### 4.1.1 Marine Industry Growth – Government Programs

The need for a marina in the region was strongly demonstrated by the Caboolture City Marina Demand study by Pacific Southwest

The continued growth in the Marine Sector and its importance as a key industry has led to its recognition as such by all levels of Government. Examples of some of relevant initiatives are listed below:

#### 4.1.1.1 Australian Marine Industry Action Agenda

The Australian Government Dept of Innovation, Industry Science and Research has created a Marine Industry Action Agenda to help foster industry leadership and help the marine industry develop growth strategies.

#### 4.1.1.2 Queensland Smart Industry Policy

In Queensland, the State Government has identified the Marine Sector as one of 15 priority sectors identified in Queensland's Smart Industry Policy.

#### 4.1.1.3 Marine Sector Action Plan

In accordance with this policy Dept of Tourism, Regional Development and Industry has developed a Marine Sector Action Plan providing an overarching framework to help support the continued development of the Marine Sector in Queensland.

We note that one of the key actions contained in that strategy is "*engaging with proponents to develop environmentally sustainable marine infrastructure projects throughout the State in order to service current demand and identified sustainable growth.*"

#### 4.1.1.4 Queensland Manufacturing Strategy

The identification of the marine industry as a priority sector within the Queensland Government's Manufacturing Strategy, *Making Queensland's Future*

#### 4.1.1.5 Moreton Bay Regional Council

The Moreton Bay Regional Council has also recognised the importance of the marine industry to the region. This has been specifically identified in:

- The Economic Development Action Plan 2004- 2008;
- The Caboolture Places for Business and Industry report, April, 2007

It is also noted that both of these reports identified the Caboolture River as the likely/ preferred location for a marina and marine industries precinct.

## 4.2 ALTERNATIVE PATTERNS OF DEVELOPMENT

The NEBP proposal is the result of years of design input and consideration of many alternative combinations of development. The original applications for the Business Park and the Marina site date from 2002 and 2004 respectively. The conceptual design included in the Initial Advice Statement has been changed substantially as the result of a substantial collaborative master planning process including detailed engineering and technical consultant input which occurred through the EIS phase.

Further design changes have been incorporated as a result of input and feedback received through the consultation with Council, State agencies and the community engagement processes. As such the location, extent and balance of uses has been through a rigorous design and review process with the design subject to extensive refinement.

The major land use of the Business Park has always been a feature of the design and is fully supported by the Planning Scheme. The other major land use of the Marina and its shipyard was determined through the strong demand for marina berths and facilities in the region, the site's suitability, the lack of alternative marina sites and the ability to co-locate the associated marine industries with the MIBA. The MIBA, the Marina, Raff Creek and other natural areas and the requirements of the flooding and filling combined to set the main framework for the development pattern.

The remaining uses of the Marina Precinct, the residential uses and the recreational uses were set to complement the core uses of the MIBA and the marina. The core uses will not function to anywhere near their potential without the complimentary uses all of which meet regional needs such as lifestyle driven commercial and retail precincts, quality recreational areas and well located and readily serviced residential land.

Accordingly the land uses are considered to be the highest and best uses of the land.

More detailed justifications for these uses are considered in Sections 4 and 5 of this report.

#### **4.2.1 Compliant Scheme Analysis**

Some of the submissions have questioned the existence of the commercial and residential uses outside of the urban footprint and the residential use of a portion of the District Industry area.

Section 5.5.1 of the Planning Report provided a detailed comparison of the NEBP proposal to a 'compliant' proposal which conformed directly to the Planning Scheme provisions. The 'compliant' Scheme provided for a 'monoculture' of traditional District Industry uses, with limited amenity provided by the complimentary uses contained in the NEBP proposal.

The analysis clearly demonstrated that a compliant proposal would accommodate lower value uses achieve substantially less net employment and economic benefit and would not generate the synergies and spin-offs that the project can provide to social benefit, recreational uses, regional image and identity, education and training, environmental rehabilitation, public transport and local/small business development.

Indeed a proposal which consisted only of traditional District Industry uses would represent a major disappointment to the business and general community and critical lost opportunity to the region. If such an outcome was to be imposed upon the site the region would be likely to suffer significant ramifications relating both to the lost economic, social and environmental opportunities as well as issues of perceptions as being a regressive rather than progressive region to live and to conduct and grow business.

None of the submissions which questioned the nature of the complementary uses proposed provided any suggestion regarding how or in what manner a 'compliant' proposal would achieve better regional outcomes or better fulfil the body of the principles and policies of the SEQRP, the Planning Scheme or State Government priorities than the NEBP proposal.

In short, the alternative development option represented by the 'compliant' proposal achieves substantially less net economic, social and environmental benefit than the NEBP proposal.

#### **4.2.2 Industrial Marina Option**

It is noted that the SRD of the DIP and the Council both did accept the merit and locational criteria for the Marina in the location proposed outside the urban footprint. An alternative proposal was then suggested which included the marina, along with the District Industry uses, whilst removing all other

complementary uses apart from minor uses ancillary and directly associated with the marina and marina storage.

This alternative option suffers in comparison to the NEPB proposal in that it clearly diminishes and compromises the overall function and value of the development and its regional benefits.

A marina basin not supported by residential and lifestyle amenities would be largely limited to boat storage and a lesser range of low key industrial activities associated with minor maintenance. This arrangement would not attract the custom of private moorings due to the isolation and lack of surveillance. The entirety of the marina precinct (and the industrial area) would be likely to suffer from vandalism and anti-social behaviour as a consequence of the drastically reduced informal surveillance and activity, further reducing the attractiveness of the precinct. This impact is exacerbated by the size and scale of the development site and the physical separation of the marina from the industry area.

Our assessment is that an isolated marina with limited ancillary facilities as suggested would need to revert to an 'Industrial Marina'. The marina itself would need to be downgraded in size to perhaps a maximum of 200 berths, with focus directed towards industrial maintenance and construction. Whilst such a facility would generate substantially less employment and economic benefit, the overriding loss in this scenario would be the loss to the community associated with the inability to enjoy living adjacent to or visiting the marina and marina village, the recreational uses, the connection and affinity with the River and Moreton Bay.

This scenario has been dubbed the 'compliant + industrial marina' option and suffers in comparison to the NEBP proposal in essentially the same manner as the 'compliant' scheme analysed in Section 5.5.2 of the Planning Report.

Again, this option provides significantly lesser quality regional outcomes, is less consistent with the overall principles and policies of the SEQRP and provide substantially less net benefits than the NEBP proposal.



## 5.0 LAND USE PATTERN AND INTENSITY OF DEVELOPMENT

### 5.1 STATUTORY COMPLIANCE

Responses to the provisions of the Planning Scheme and Overall outcomes are contained in Section 8.4 of the Planning Report.

It is contended that the development meets the higher order goals of the Planning Scheme, creating employment and an integrated master planned community and that the proposal achieves the overall strategic objectives of the Planning Scheme substantially better than development attainable directly under current zoning and development intent provisions.

Submitters to the EIS have raised a number of queries regarding the land use pattern and intensity of development. It appears that the majority of these queries have been related to observed inconsistencies with current planning designations, rather than necessarily questioning the logic and desirability of the uses and their extent in themselves.

Council's planning Scheme included approximately half of the total NEBP site in the District Industry zone. The proposal clearly satisfies the employment objectives which underpinned the designation of the site within that zone, by creating a scheme that will supply greater employment levels than would otherwise have been created by traditional District industry uses alone. This is addressed below in Section 6.0.

However the extent of non compliance with the Planning Scheme, and by extension, the development outside the Urban Footprint, has arisen due to the fact that Council did not have sufficient opportunity to contemplate a proposal of the nature proposed. Accordingly, it is natural that some elements of the proposal do not comply with aspects of the Scheme such as, say, intent of the Rural zone, as a proposal of this nature had not been envisaged at the time. Accordingly, the application seeks to override the Scheme.

The development parcel is a unique development site, considered to be, by far, the single most important strategic development site in the region. The development concept has been specifically tailored to the site in order to maximise the opportunities afforded by its unique attributes and the powerful synergies able to be attained by the combination of the core land uses of the marina and the MIBA development, in turn supported by the marina village, hotel, recreational uses and a range of residential housing forms.

Owing to the unique characteristics of the site and the substantial opportunities and net benefits afforded by the proposal, it is considered imperative that the proposal be assessed on its merits.

The use and need for a performance based approach is a core component of the *IPA* and is one of the reasons why s3.1.6 applications to override the Planning Scheme were created. Justifications have been provided to the extent that the proposal is overriding the Scheme, primarily based upon the proposal achieving greater net benefits than other viable alternatives.

### 5.2 NEED FOR RESIDENTIAL LAND

#### 5.2.1 Land Use Inter-relationships and Nexus

The core need for residential land in the development is because the presence of residents is the core foundation of any community. Without residential development no other aspect of the development will be as functional, successful or vibrant, as would be the case with the residential development proposed. The Department of Housing has recognised that the provision of employment land requires



the provision of residential uses: the absence of sufficient housing supply and choice does not allow the full realisation economic and social benefits stemming from the growth of employment activities.

The need for a critical baseload of residential population in the community was outlined in Section 5.1.11 of the Planning Report and the interrelationship of uses was outlined in Section 5.1.5.

### 5.2.2 Regional Population Growth Projections

The Caboolture Shire Council Planning Scheme was completed in 2005. The population projections used for the Planning Scheme were based on the following table, assuming growth ranging between the low to medium series estimates for total population at 2016 of between 164,546 to 173,495.

Table 5-1 DLGP Population Projections for Caboolture Shire (2001 to 2021)						
Year	Low		Medium		High	
	No	%	No	%	No	%
2006	130,346	2.6	133,067	3.0	134,928	3.3
2011	146,986	2.5	152,580	2.9	157,183	3.2
2016	164,546	2.4	173,495	2.8	182,225	3.1
2021	184,743	2.4	195,495	2.7	209,226	3.0

Source: DLGPSR Population Projections (Figure 3.8) via CSC Shire Plan

#### 5.2.2.1 Increased Population Growth Projections

In recent years Queensland has continued to experience strong population growth.

In 2005 the SEQRP predicted overall population growth in SEQ to 2026 was expected to be about 940,000 from 2.77 million residents to around 3.71 Million. Updated population projections prepared by the Planning Information and Forecasting Unit (PIFU) of the (then) DLGPSR were included in Amendment 1 of SEQRP in October 2006. These projections increased the expected growth in population in the period to 2026 to 1,190,00 - an increase of a further 250,000 to 3.96 million by 2026. This increase represented a 26% increase in population growth expectations.

With respect to the Moreton Regional Council, the latest population projections, provided by DIP for the SEQ Council of Mayors / OUM forecasting Project have upgraded the total MBRC population projection increase of 129,000 by 2026 to 177,104, an increase of 48,104 or 37% over the previous SEQRP projection. This increase results in the predicted 2026 population increasing from 440, 500 to 488,604. For the Caboolture area the population projections were upgraded for 2016 by 17,352 from 157,500 to 174,852 and for 2026 by 29,731 from 180,500 to 210,231.

The population projections are shown in Table 3-2 below.

### 5.2.3 Dwelling Needs

The revised population forecasting by PIFU was utilised by the Council of Mayors / OUM forecasting unit to predict dwelling demand. The following analysis of Multi unit and Attached Dwelling needs and New Detached Dwelling needs was provided by Urbis, conveying the number of additional dwellings required in the MBRC.

Table 5-2 Population Resident Projections							
	SEQRP 2004*	SEQRP 2016*	Council of Mayors 2016	Increase	SEQRP 2026*	Council of Mayors 2026	Increase
SEQ Region	2,654,500	3,265,900	3,376,829	110,929	3,709,000	3,959,481	250,481
Moreton Bay Regional Council	311,500	388,500	424,038	35,538	440,500	488,604	48,104
<i>Caboolture (S)</i>	<i>124,500</i>	<i>157,500</i>	<i>174,852</i>	<i>17,352</i>	<i>180,500</i>	<i>210,231</i>	<i>29,731</i>

Note: Moreton Bay Regional Council figures are aggregated from figures for Caboolture Shire, Pine Rivers Shire and Redcliffe City.

Source: SEQRP 2005 (p64) + SEQ Council of Mayors / OUM Forecasting project / PIFU

#### 5.2.3.1 New Multi-Unit and Attached Dwelling Needs

According to the South East Queensland Regional Plan 2005-2026 Amendment 1 (SEQRP) a total of 18,700 new infill dwellings are expected to occur in the study area between 2004 and 2026. The study area is expected to receive approximately 16,200 infill dwellings from 2007 to 2026. The proposed development represents approximately only 7.0% of the expected multi-unit residential development that will occur over the next 20 years.

However, according to the SEQ Council of Mayors/OUM Forecasting Project a total of 23,042 additional attached dwellings will be required over the period 2006-2026. Incorporating a straight line growth rate suggests that an additional 21,890 attached dwellings will be required from 2007 to 2026 in the study area - an increase of 5,690 attached dwellings over and above the previous SEQRP projection.

Residential land uses at NEBP represents an excellent opportunity to accommodate this increase in attached and multi-unit dwelling need and demand.

#### 5.2.3.2 New Detached Dwelling Needs

The SEQRP estimates a total of an additional 43,800 separate dwellings will be required over the period 2004-2026. The study area is expected to receive approximately 37,810 separate dwellings from 2007 to 2026 using a straight line growth rate approach. Approximately 1,300 separate dwellings are anticipated as part of the NEBP proposal. Hence, the proposed development represents approximately only 3.4% of the expected separate dwelling development that will occur over the next 20 years.

However, according to the SEQ Council of Mayors/OUM Forecasting Project an additional 56,914 detached dwellings will be required over the period 2006-2026. Incorporating a straight line growth rate suggests that an additional 54,068 separate dwellings will be required over the period 2007 to 2026 in the study area - an increase of 16,258 separate dwellings over and above the previous SEQRP projection.

Residential land uses at NEBP represents an excellent opportunity to accommodate this increase in demand and need for attached dwellings.

The expected increase is summarised as follows in Table 5-3. Caboolture figures have been included, using the same straight line growth rate assumption.

It is clear from the increasing population and equivalent dwelling forecasts for SEQ, the MBRC area, as well as Caboolture that serious consideration will be required regarding the most appropriate locations to house this additional population moving into the region.

Table 5-3 Projected Increase in Dwellings 2007-2026			
	SEQRP 2005	Council of Mayors	Increase
Moreton Regional Council	54,010	75,958	21,948
(Former) Caboolture Shire Council	22,800	38,526	15,726

Source: SEQ Council of Mayors / OUM Forecasting project / Urbis

## 5.2.4 Caboolture Region Raw Land Supply

Development of greenfield land in the Caboolture region has its own set of particular issues. Whilst, there is a reasonable amount of land included within the urban footprint and designated for urban development, the extreme fragmentation of the existing cadastre in Caboolture makes development of well located land extremely difficult. It is understood that over 10,000 of the projected additional lots hoped to be attained from within the urban footprint are currently held on 4100 separate titles on land that is less than 3Ha in area.

An analysis of the land parcels included within the current urban footprint revealed that 78% of lots within the urban footprint are less than 5 Ha in area. Only 6% of lots were above 20Ha, with the majority of these lots not being designated for residential development and / or subject to significant development constraints.

A map showing the existing cadastre and land parcel size within the urban footprint is shown below.

**Figure 5-1**  
**Comparison of Developable Land Areas to Zoning and the Urban Footprint**

*Refer to Conics Drawing 20430-65*

Note: The analysis has been undertaken on the core area of the Urban Footprint within the *Caboolture Shire Plan 2005*

### 5.2.4.1 Comparison of Developable Land areas to the Zoning Plan

For ease of comparison we have plotted all freehold land parcels over 5Ha against the current Zoning plan (see Figure 5-2 below). This analysis shows the distinct lack of larger land holdings within the urban footprint, and a particular lack within land designated for urban residential or higher order uses.

The relative lack of land suitable and available for urban development is borne out by the analysis undertaken of potential sites in the area within the Queensland Housing Affordability – Greenfield Land Supply, discussed below.

Accordingly, whilst development of relatively small parcels, and or redevelopment of large lot rural residential development is an important element of development opportunity in the area, it appears flawed as a primary strategy due to the relative absence of larger development sites, the disparate locations of the sites which exist and the relative inefficiencies and difficulties related to infrastructure provision, transport networks and integration with centres and social services. The constraints to assembling sufficient landholdings from a fragmented base are too severe to allow this redevelopment oriented strategy to make a substantial contribution in the short term.

**Figure 5-2**  
**Developable Land Areas to Zoning and the Urban Footprint**

*Refer to Conics Drawing 20430-66*

Note: The analysis has been undertaken on the core area of the Urban Footprint within the *Caboolture Shire Plan 2005*

**5.2.4.2 Alternative Residential locations**

An analysis of Figure 4-2 also demonstrates the lack of opportunity to locate the critical mass of residential use required in any other location within the urban footprint. There is no land currently zoned for Residential A development east of the Bruce Highway, and remaining parcels west of the Highway are limited. In any event, location of additional residential in any other location would not achieve any of the synergies associated with residential development co-located with the marina and MIBA, undermining the overall merit and benefits of the proposal.

**5.2.5 SEQR Review - 2031**

The pace of development in SEQ reflected in the population forecasts, along with housing affordability and other growth management issues has been increasingly recognised by the State Government as issues requiring a proactive response.

Two of the key measures undertaken by the State Government has been the release and partial implementation of the Qld Housing Affordability Strategy - Greenfield Land Supply (QHAS), discussed below, and the decision to bring forward the SEQR review by a year. In both cases, part of the rationale for these decisions has been based on the recognition that constraints on supply have been one factor contributing to the increasing cost of housing.

The SEQR is now set to be reviewed by mid 2009, instead of mid 2010, with a draft due by December, 2008. The Terms of Reference (ToR) for this review includes a review of the Urban Footprint, to determine the appropriate extent of urban development to the 2031. The ToR recognises the on-going population growth, and notes that upon release of the SEQR, the regional population in 2026 was anticipated to be around 3.71 million. Further population assessments undertaken in 2006 and included in Amendment 1 raised the population projection to 3.96 million, a 250,000 person increase above the expected population.

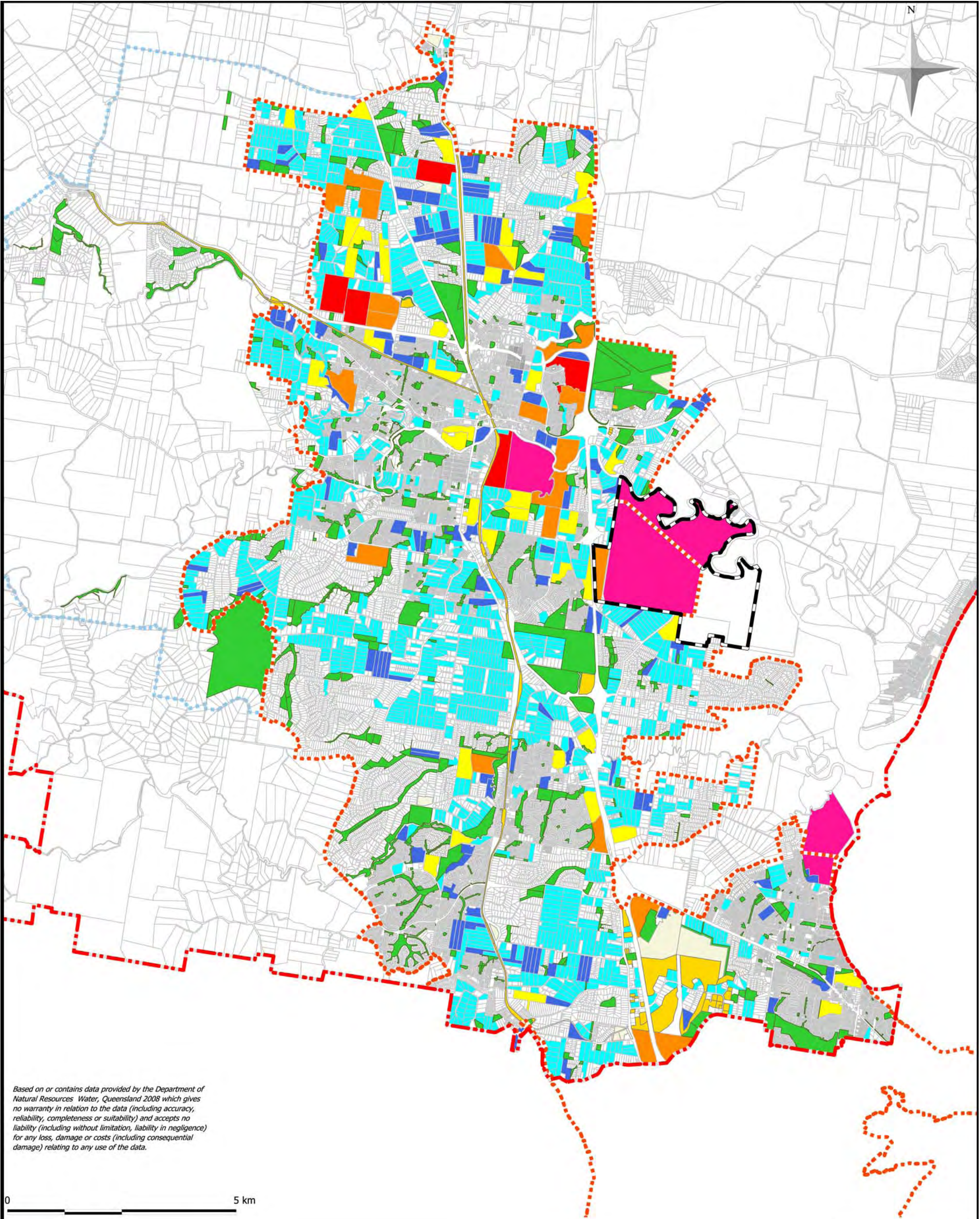
The ToR for the 2031 Regional Plan has stated that the total regional population is anticipated to be around 4.3 million in 2031, representing an increase of around 600,000 over the population assumed to be accommodated within the current urban footprint. The 2031 population represents a total increase of 55% over the population base at the commencement of the SEQR

This population increase required for 2031 makes expansion of the urban footprint appear to be a clear necessity. Particularly when viewed in the context of the fragmented land supply in the region, as discussed below, the argument in favour of including the eastern extent of NEBP in the urban footprint is compelling.

**5.2.6 Queensland Housing Affordability Strategy - Greenfield Land Supply**

The most recent announcement from QHAS related specifically to Greenfield land supply in SEQ. As part of this announcement the State sought to identify parcels of land seen to have potential to be brought to market in an accelerated manner. Whilst this strategy related specifically to land currently included within the Urban Footprint, it highlights the importance now afforded to the timely release of suitable residential land.





Based on or contains data provided by the Department of Natural Resources Water, Queensland 2008 which gives no warranty in relation to the data (including accuracy, reliability, completeness or suitability) and accepts no liability (including without limitation, liability in negligence) for any loss, damage or costs (including consequential damage) relating to any use of the data.

Urban Footprint

NEBP site

**Lot Area Analysis**

Non Freehold  
State Land  
Reserves

**Lot Area Analysis**

Urban Footprint Freehold

0...2 hectares  
2...5 hectares  
5...10 hectares  
10...20 hectares  
20...35 hectares  
35...50 hectares  
>50 hectares

Urban Footprint			
Hectares	Count	Hectares	Percent
Less than 2	36203	6565	50%
2ha-5ha	1385	3650	28%
5ha-10ha	130	848	6%
10ha-20ha	39	559	4%
20ha-35ha	21	555	4%
35ha-50ha	5	199	2%
More than 50ha	3	777	6%
		13153	100%

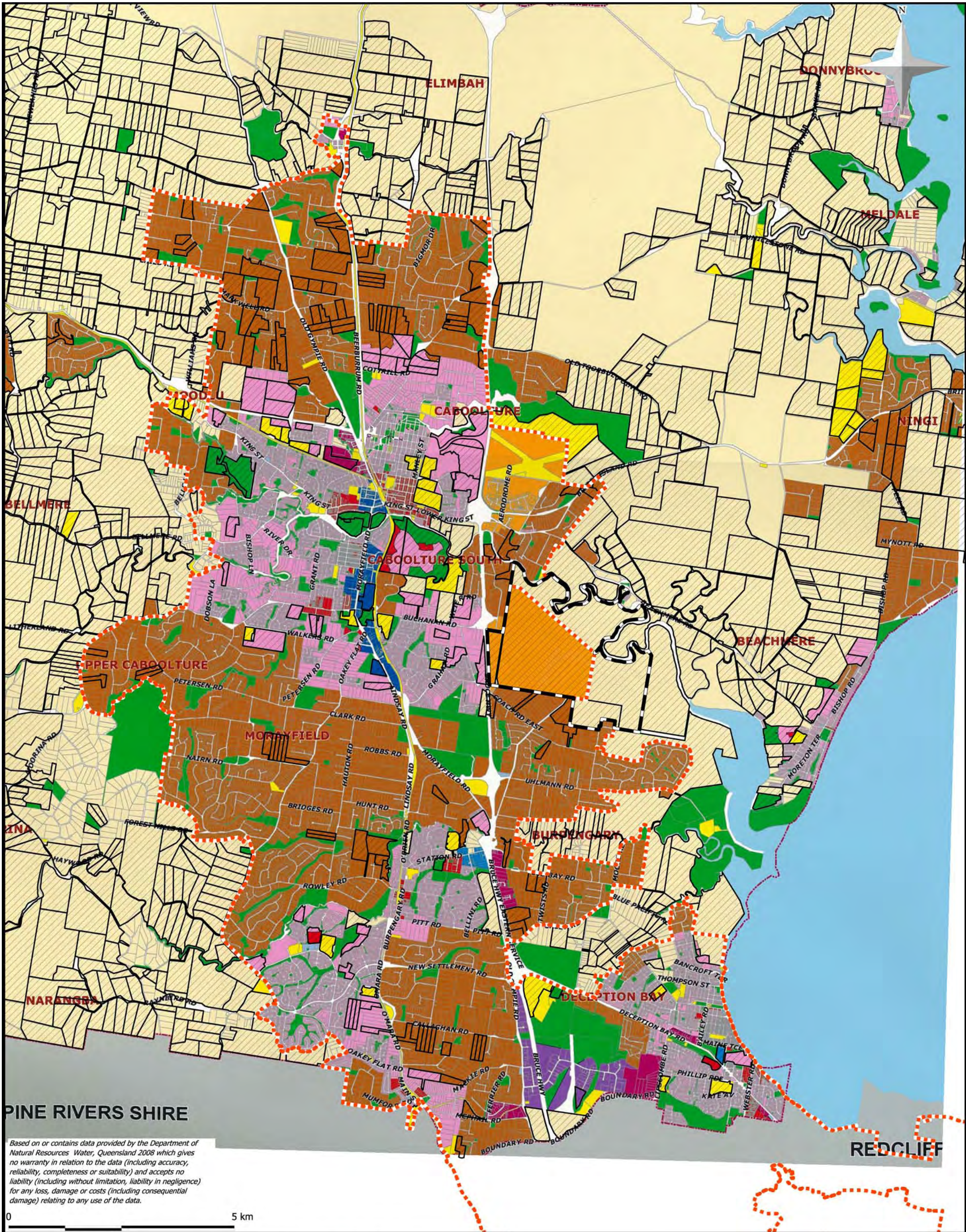
**Freehold Lot Area Analysis**

CONICS

Date: 27-06-2008  
Scale: 1:75,000  
Drawn: BJS  
File: 20430FreeHold.map  
Layout: UF A3

Reference: 20430-65





Based on or contains data provided by the Department of Natural Resources Water, Queensland 2008 which gives no warranty in relation to the data (including accuracy, reliability, completeness or suitability) and accepts no liability (including without limitation, liability in negligence) for any loss, damage or costs (including consequential damage) relating to any use of the data.

0 5 km

NEBP Site

Urban Footprint

Freehold Lots >5 ha

Property Boundaries Shire Boundary

#### SHIREPLAN ZONING

- |                     |                   |
|---------------------|-------------------|
| District Centre     | Regional Industry |
| District Industry   | Residential A     |
| Local Centre        | Residential B     |
| Local Industry      | Rural             |
| Metropolitan Centre | Rural Residential |
| Open Space          | Special Use       |

### Development Land Availability Freehold Lots Greater than 5 hectares Compared to Caboolture Shire Plan

CONICS

Date: 27-06-2008  
Scale: 1:75,000  
Drawn: BJS  
File: 20430FreeHold.map  
Layout: Zone vs 5ha

Reference: 20430-66



The analysis undertaken demonstrated that opportunities to develop integrated master planned communities in the urban footprint of the Caboolture area are extremely limited. The land development analysis undertaken for the QHAS identified only two committed Greenfield development sites being areas in consolidated land ownership, with urban zoning, access to infrastructure, advanced planning and a development timeframe of less than 5 years. The two identified development parcels are:

- the site subject to a current development proposal at Market Drive, Caboolture, having a developable area of approximately 70 Ha and ultimately 700 -800 dwellings; and
- the developable land within the identified Major Development Area at Narangba North. The major consolidated parcel within this MDA being approximately 45 Ha, supplemented by other smaller parcels in fragmented ownership.

Beyond these two relatively small development sites only three other 'Potential Greenfield sites' were identified. Potential Areas were defined as areas currently identified for possible development in the medium to long term but potentially suitable for urban development in the short to medium term. In addition to the above they were identified on the basis of exhibiting a combination of the following characteristics:

- outlying from existing activity centres and services;
- regulatory frameworks not in place;
- inadequate infrastructure; and
- fragmented ownership.

As can be seen by the identification criteria alone, these sites have significant hurdles to overcome prior to their potential development. By contrast the proposal for NEBP creates it's own activity centres and services and is well located to complement existing activity centres, is advanced in the approval process, can efficiently extend and integrate with all necessary infrastructure, and is in single ownership. NEBP clearly meets the development criteria better than the other Potential Greenfield sites identified, and indeed is more akin to the Committed Greenfield development site criteria.

The three potential Greenfield 'sites' identified were:

- Narangba / Elimbah corridor;
- Caboolture Morayfield; and
- Narangba East

Of these the only readily pursuable area for development is Narangba East, which is currently designated as a Major Development Area and totals approximately 105 hectares. However, this area has a heavily fragmented ownership, being spread across some 100 lots with almost two-thirds of lots having an area of less than 1 hectare.

The Caboolture Morayfield 'site' and the 'Narangba/ Elimbah corridor' are very loosely defined and appears to refer to the prospect of finding suitable areas of fragmented land able to be consolidated over time to enable closer urban development. Whilst this objective is supported it is clearly slow and difficult, as discussed above.

This logic of consolidation of relatively well located fragmented parcels has, of course, already been used in the formulation of successive Shire Plans and does not reflect the identification of any 'new'

sites. Rather, given the difficulties inherent in the fragmented cadastre, it appears to confirm the difficulty of identifying specific sites or areas suitable for significant development in the Caboolture area.

### 5.2.7 Caboolture Investigation Area

The SEQRP designated substantial areas west of the Caboolture Urban Footprint as an 'Investigation Area' to determine their future potential for urban development. These areas were originally considered to be only likely to be needed for development in the mid term (beyond 2016) however due to the pressure for identification of new urban development, and the lack of land suitable for significant urban development within the Urban Footprint, these areas are now being subject to more serious consideration.

In contrast to the cadastre inside the urban footprint, there are a number of large parcels and consolidated land holdings in the Investigation area which may be able to be developed for Masterplanned communities. These holdings are of a size that can support the provision of local services and facilities and it is considered that the realisation of some of these opportunities will be a natural and important outcome for the future of the region, in order for the region to accommodate projected population increases.

Whilst there appears to be strong merit in timely commencement of the masterplanning process for the Investigation Area in order to determine future development ability, and resolve transport, ecological and infrastructure issues, completion of this process will take some years.

In comparison to NEBP however these areas are further removed from the Principal Activity Centre, major transport corridors and require substantially greater investment on trunk infrastructure than NEBP. Accordingly, NEBP clearly has more strategic merit and ability for timely development than the Investigation Areas.

In addition, the overall attractiveness of these areas for development and, hence, the extent to which they can help address the provision of quality affordable housing in the region is considered to be strongly related to the realisation of NEBP, providing critical employment, training and economic stimulus, regional social and recreation improvements, and enhancement of the image and identity of the region. This relationship further underpins the strategic importance of the NEBP development to the future of the region.

### 5.2.8 NEBP - Masterplanned Community Development

By contrast to the other potential development areas within the Urban Footprint, the NEBP site is in single ownership and offers the opportunity to create over 2000 dwelling units in a master planned community, fully integrated with a major MIBA area, local employment, local shopping, primary school, public transport, industry training, recreation areas and facilities, as well as the benefit of the marina and access to the Caboolture River.

The nexus with the employment lands, the Caboolture River, the provision of the Marina precinct and the strengthening of the physical and mental linkage with Moreton Bay promises to strongly enhance the image and identity of the region, reframing perceptions regarding growth and investment.

Service infrastructure is already required to be extended in order to support the District Industry land, and so the extension of such infrastructure is relatively efficient compared to smaller parcels. Importantly, NEBP will provide a beneficial reuse for treated effluent from the Caboolture South, or upon upgrading, the Uhlmann Rd Sewage Treatment Plant. It would appear unlikely that any other development area would be able to efficiently utilise the treated effluent from the Uhlmann Rd STP.



The size and scale of the NEBP development provides the foundation for the creation of an integrated masterplanned community. The overall population density in the overall development creates the critical mass required to support the range of uses proposed, each of which supports the viability and vitality of the others.

As well as allowing the relative self containment of employees and residents by meeting most local needs, the range of uses, facilities, recreation areas and public transport facilitation able to be supported by the development provides significant benefits to the wider community, reflected in the overwhelmingly strong support provided for the development through the community engagement processes.

The integration of uses is critical to the effective realisation of the MIBA development, which has been designed to maximise the single most important employment creation opportunity in the region, creating far more employment in the proposed configuration than any other combination of uses.

Whilst the Market Drive site is very well located and ripe for development it is constrained in scale due to flooding and surrounding uses. The Narangba North site is relatively small and offers little scope to create additional employment, more likely to be primarily residential in nature.

In summary, it is submitted that the residential development areas of the NEBP present the best located and most obvious extension to residential development in the Caboolture area. No other potential development sites exist within the Urban Footprint capable of supporting master planned development of this nature.

## **5.2.9 Demographics and Housing Product Need**

In addition to population growth as a major driver for residential need some significant demographic trends are emerging which are relevant to and support the product mix to be provided at NEBP. The following analysis in 5.2.9.1 and 5.2.9.2 was provided by Urbis.

### **5.2.9.1 The Over 50's Cohort**

Residents aged 55 years and over are forecast to increase at a far greater rate than the rest of the study area population. In 2006 72,549 study area residents were aged 55 years and over, representing 24% of the total population. This is forecast to increase to 30% in 2016 and 34% by 2026.

### **5.2.9.2 Multi-unit Dwellings Needs**

Partly as a response to the substantial and growing over 50's cohort, there was also found to be strong and increasing demand for multi unit dwellings. Again from the Urbis EIS Response:

There is compelling evidence of growing demand and need for multi-unit dwellings in the study area (study area includes Caboolture local government area (LGA) excluding the statistical local areas (SLA) of Caboolture (S) – Pt B, and Caboolture (S) Bal in BSD; the Pine Rivers LGA excluding the Pine Rivers (S) – Bal SLA; and the Redcliffe LGA).

Urbis' Attached Dwelling Demand report showed that the study area's proportion of attached (and semi detached) new dwelling approvals grew from 12.2% in 1996/97 to 26.0% in 2005/06.

The total study area's attached (and semi detached) dwelling needs have increased from averaging 360 New Dwelling Approvals (NDA's) per year from 1996 to 2001 to averaging almost 630 NDA's per annum for the 2001-06 period. This shows an increase in residential dwelling needs to the order of 75% over the previous 5 year period.

The growing residential needs and demands specifically for the 55 years and older cohort and the population in general (0 to 55 years) will be responded to by the residential product offered at NEBP. Due to the fact the study

area is a coastal region and benefits from relatively high levels of amenity (waterfront, golf courses) and the natural increase of people living in higher density residences, we have estimated that in 2007 approximately 20% of residents aged 55 years and above will choose to live in attached dwellings, whilst 12% of people aged 0 to 55 years will live in attached dwellings.

### 5.2.10 Household Type

This housing need is underlined by a brief analysis of household projections that demonstrate the demand for additional housing over and above the basic growth in population.

Table 5-4 Caboolture Shire: Household Projections			
Household Type	2006	2016	2026
Families	23 142	28 366	33 413
Singles and Couples	26 539	41 695	54 974
Other	1 522	2 246	2 456
<b>Total</b>	<b>51 204</b>	<b>72 307</b>	<b>90 842</b>

Sources: PIFU (Household Projection Medium Series, 2007) and PIFU (Household Projections Queensland Local Government Areas, 2007)

Note: Data has been aggregated from ABS household types as follows:

- "Families" comprise: Couple family with children households, One parent family households, and Other family households
- Singles and Couples comprise: Couple without children households and Lone person households
- Group comprises: Group households

Whilst there is a substantial increase in the population, the number of dwellings must also increase due to the shrinking size of households, with an increasing proportion of households to be made up of singles and couples, as shown below in Table 5-5 and in Figure 5-3.

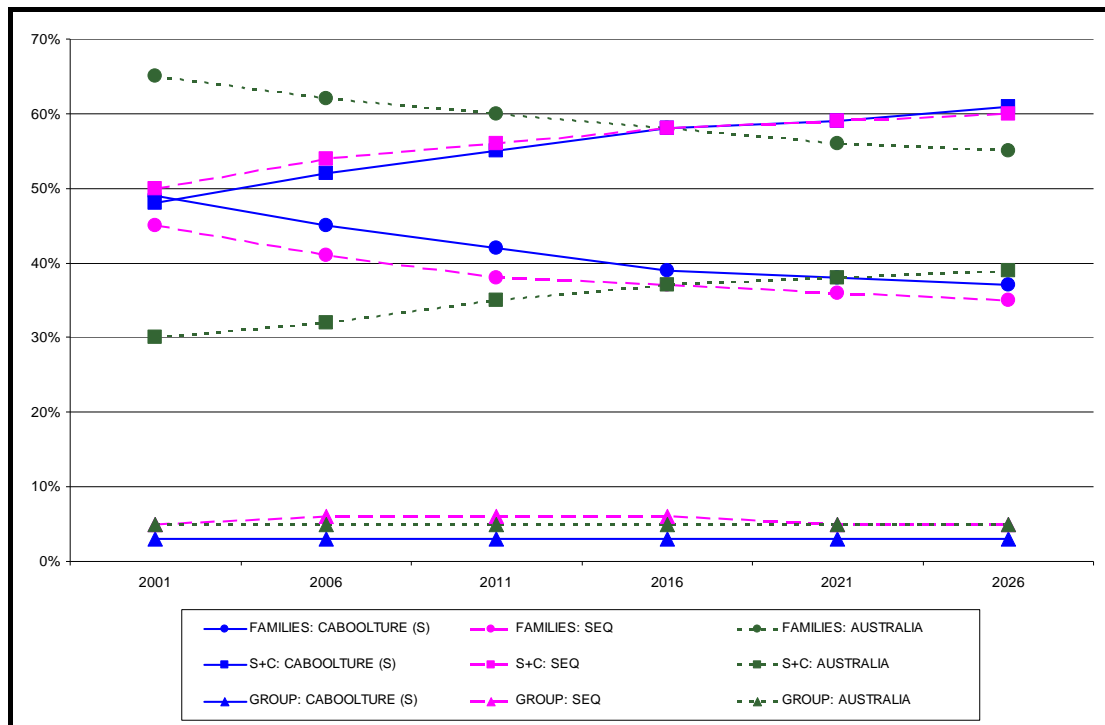
Table 5-5 Projected Household Types									
	2006			2016			2026		
	Families	Singles & Couples	Group	Families	Singles & Couples	Group	Families	Singles & Couples	Group
Caboolture (s)	45%	52%	3%	39%	58%	3%	37%	61%	3%
MBRC	46%	51%	3%	40%	57%	3%	38%	59%	3%
SEQ	41%	54%	6%	37%	58%	6%	35%	60%	5%
Queensland	41%	54%	5%	36%	59%	5%	34%	61%	5%
Australia	62%	32%	5%	58%	37%	5%	55%	39%	5%

Sources: PIFU (Household Projection Medium Series, 2007), PIFU (Household Projections Queensland Local Government Areas, 2007) and ABS (3236.0 Household and Family Projections Australia 2001-2026 Series II, 2004).

Note: Data has been aggregated from ABS household types as follows:

- "Families" comprise: Couple family with children households, One parent family households, and Other family households
- Singles and Couples comprise: Couple without children households and Lone person households
- Group comprises: Group households

Figure 5-3  
Projected Change in Household Type



It is notable that the proportion of singles and couples Vs families is increasing rapidly as a general trend throughout Australia, and this proportion is significantly higher in Caboolture than the Australian average. Indeed, In Caboolture the percentage of singles and couples has already surpassed that of families. This high proportion is partly due to the high proportion of over 55's.

#### 5.2.11 Housing Mix Provided

One of the advantages of creating a significant residential community on NEBP is the need and ability to cater for a wide range of the housing needs of the community. The range of residential product proposed was conveyed in Section 4.5 of the Planning Report. Of the total of approximately 2430 dwelling units proposed the breakup is summarised below:

- 927 low, medium and high rise apartments
- 85 water villas
- 120 resort apartments to be sold as strata title tenure
- 1,300 dwellings.

Of these, there is a broad range of residential product types proposed. These include:

- Residential Precincts East and West
  - Golf course frontage;
  - Premium residential;
  - Contemporary residential;
  - Enterprise residential;
  - Courtyard / Small lot housing;
  - Villas and Townhouses;

- Laneway (rear access housing) + studio apartments; and
- Retirement Village/s
- Marina Residential
  - Low, medium and high rise apartments – with apartments ranging from studios to penthouses;
  - Marina villas;
  - Resort apartments;
  - Golf residential
  - Detached houses
  - Villas;
  - Terraces; and
  - Dual Occupancy.

As can be seen, a wide array of housing forms is available. The proportional extent of product will be linked to demand, which is a reflection of community need.

The provision of a marina, with marine village, golf course, recreation areas in close proximity to quality employment, primary school, child care and public transport will clearly make the NEBP residential precincts an attractive and desirable addition to the range of residential living environments available in the Caboolture and Moreton Regional Council area. We note that, in particular, the ability to live in a multi story apartment with marina, bay, and hinterland views (including the glasshouse mountains) is currently a relatively unique and valuable addition to the residential options in the Caboolture region.

Particular emphasis has also been placed on ensuring that a range of smaller accommodation products will be able to be provided throughout the entire precinct. These products include the courtyard / small lot housing, villas, terraces, laneway and studio apartments (in conjunction with laneway housing) studio apartments (as part of the apartment buildings) and retirement village/s.

The provision of a relatively high proportion of apartments of a range of housing sizes as part of this broad choice of product mix will allow the proponents to respond to the community's changing demographic needs, which is clearly trending towards increasing proportions of singles and couples, partly fuelled by the increasing percentage of the over 55 cohort. The ability to provide a strong percentage of smaller residential products as part of the housing mix is also a clear means of addressing this demographic shift as well as helping to address housing affordability.

### 5.3 NEBP POPULATION PROJECTIONS

#### 5.3.1 Development Yield

The NEBP will deliver an ultimate employee and resident population in the order of 19,000 persons at the completion of development. This composition of this population is shown below in Table 5-6, and has been derived from the following:

- Employment densities as contained in Urbis's reporting,
- Assumed development yields for the Marina Precinct and Residential Precinct, as set out in the Planning Report (at Table 4-4) and illustrated on the supporting figures
- Household occupancy rates equivalent to those of Caboolture Shire as reported for the 2006 census, namely 1.8 persons per dwelling for medium density (including townhouses and apartments) and 2.8 persons per dwelling for houses

Table 5-6 NEBP Ultimate Population Estimates		
Precinct	FTE Workers	Residents
1 MIBA Precincts	12,000	0
2 Marina Precincts	1600	2100
3 Residential Precincts	0	3400
4 Open Space Precincts	85	0
<b>TOTAL</b>	<b>13,685</b>	<b>5500</b>

#### 5.4 NEED FOR THE PRIMARY SCHOOL

One of the key elements necessary for NEBP to function as an integrated community is the provision of a primary school. Council acknowledge the need for the business park, the marina, and that a 'certain baseload' of people are necessary to support the marina and marina village uses.

Council's assessment acknowledged that removing all or part of the residential component would undermine the viability of a primary school, but were not satisfied that the need for a primary school had been demonstrated, noting that Morayfield East State Primary School is located 'only 2 Km from the site'

##### 5.4.1 Existing Schools and Catchments

The local area is served by two primary schools – Morayfield East and Burpengary, both of which have high enrolment figures of around 1000 students each as shown in Table 3-2 below. Such enrolments levels are very high for Primary Schools and more suited to High Schools.

Large increases in enrolments arising out of NEBP would inevitably create stress on the school capacity.

Table 5-7 Enrolments at Local State Provided Schools in 2008	
SCHOOL NAME	TOTAL
<b>Primary Schools</b>	
Burpengary State School	1037
Morayfield East State School	948
<b>Total Primary School Enrolments</b>	<b>1958</b>
<b>High Schools</b>	
Caboolture State High School	1228
Morayfield State High School	1079
<b>Total High School Enrolments</b>	<b>2307</b>

Source: [www.education.qld.gov.au](http://www.education.qld.gov.au), retrieved 20/05/2008

The two schools serve large catchments, which are constrained by the ability to cross the Bruce Highway.

Morayfield East State Primary School is located about 2km by road to the site's entrance to the NEBP site, however is approximately, 5km by road from the closest residential use within NEBP. The average distance by road for the residential areas is approximately 6km, as shown in Figure 5-4. These distances are well beyond the distances capable of being independently travelled by primary school age children, ensuring that the vast majority of children would need to be driven these distances to school, creating unnecessary additional morning peak hour traffic congestion.

The school catchment area for Burpengary primary is very large, currently incorporating all of the Burpengary catchment east of the Highway. This entire catchment is well beyond desirable primary school catchments distances, with some children needing to travel up to 9km to school. Current travel distances are provided in Figure 5-4.

**Figure 5-4**  
**Trip Distances from Existing Primary Schools**

*Refer to Conics Drawing 20430-69*

#### **5.4.2 Potential NEBP School**

The provision of a Primary School in the location provided for in the proposal would provide a local primary school within much more acceptable travel distances, as shown in Figure 5-5 below. This catchment includes approximately 1050 lots or 3000 people (again, using a typical detached household size of 2.8 persons).

We note that the location of a School in conjunction with population increase associated with the NEBP appears to be the only conceivable opportunity for the creation of a Primary School in this locality.

**Figure 5-5**  
**Potential Trip Distances from Proposed NEBP Sited School**

*Refer to Conics Drawing 20430-70*

It can be seen from the above analysis that the provision of a primary school in the location indicated will provide a range of clear benefits for both residents of Burpengary East, and future residents of NEBP. These benefits extend to less and shorter motor vehicle trips, reducing congestion, as well as avoiding overcrowding stress on Morayfield East Primary.

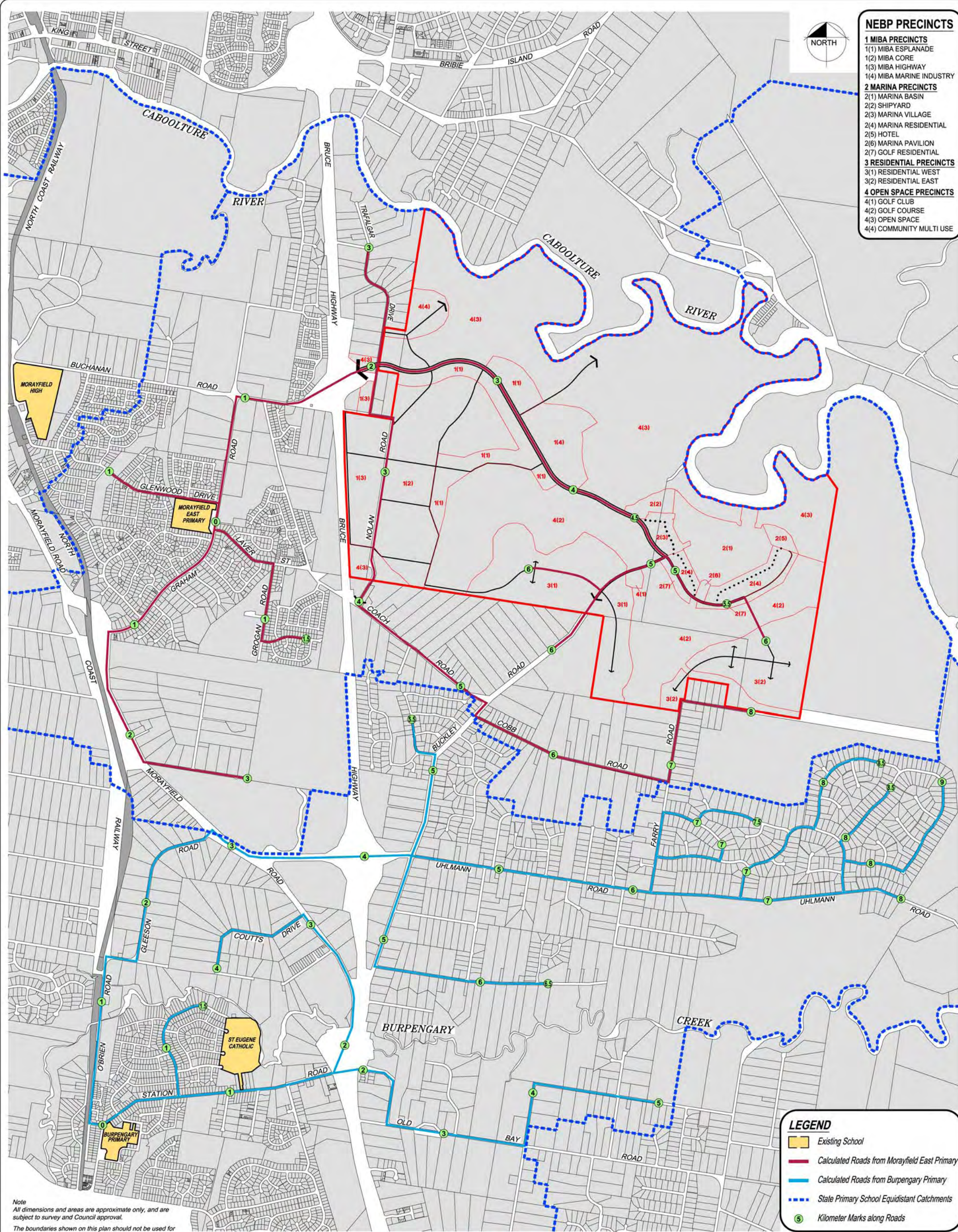
In comparing the existing school catchments against the possible catchment for a school sited at NEBP, the proposed school is well located for both NEBP residents and the local existing community. Within NEBP, the extensive pedestrian and cycle network provides an excellent opportunity for children to walk or cycle to school accompanied by parents, as well as providing enhanced scope for older children to travel independently. The travel distances for parents who choose to drive children to school is obviously vastly reduced, decreasing the load on external road networks.

It is noted also, that the collocation of child care with the primary school provides further convenience and travel reductions, than reliance on external schools and childcare.

It has been acknowledged by Council that some residential is necessary around the marina in order for it to function successfully – to support the cafes and lifestyle uses in the marina village, and to have sufficient surveillance for people to wish to use the marina in the first place.

Of course a primary school requires a critical mass of population in its catchment in order to justify its construction. Whilst different schools have varied thresholds they range from around 5500 people for some private schools (min student population) to 7,500 for State Primary Schools.





- NEBP PRECINCTS**
- 1 MIBA PRECINCTS**
- 1(1) MIBA ESPLANADE
  - 1(2) MIBA CORE
  - 1(3) MIBA HIGHWAY
  - 1(4) MIBA MARINE INDUSTRY
- 2 MARINA PRECINCTS**
- 2(1) MARINA BASIN
  - 2(2) SHIPYARD
  - 2(3) MARINA VILLAGE
  - 2(4) MARINA RESIDENTIAL
  - 2(5) HOTEL
  - 2(6) MARINA PAVILION
  - 2(7) GOLF RESIDENTIAL
- 3 RESIDENTIAL PRECINCTS**
- 3(1) RESIDENTIAL WEST
  - 3(2) RESIDENTIAL EAST
- 4 OPEN SPACE PRECINCTS**
- 4(1) GOLF CLUB
  - 4(2) GOLF COURSE
  - 4(3) OPEN SPACE
  - 4(4) COMMUNITY MULTI USE

- LEGEND**
- Existing School
  - Calculated Roads from Morayfield East Primary
  - Calculated Roads from Burpengary Primary
  - State Primary School Equidistant Catchments
  - Kilometer Marks along Roads

**PRELIMINARY**

Note  
All dimensions and areas are approximate only, and are subject to survey and Council approval.  
The boundaries shown on this plan should not be used for final detailed engineers design.  
The boundaries shown on this plan are taken from DCDB.  
Existing State Primary School Equidistant Catchments retrieved from [www.education.qld.gov.au](http://www.education.qld.gov.au), June 2008

Level Datum	Date	08 JULY 2008
Origin	Surveyed	
	Comp By.	WNW
	DWG Name.	20430-SCHOOLS
Scale	Local Authority	MORETON BAY REGIONAL COUNCIL
1:25,000 @ A3	Job Reference	20430
1:12,500 @ A1		

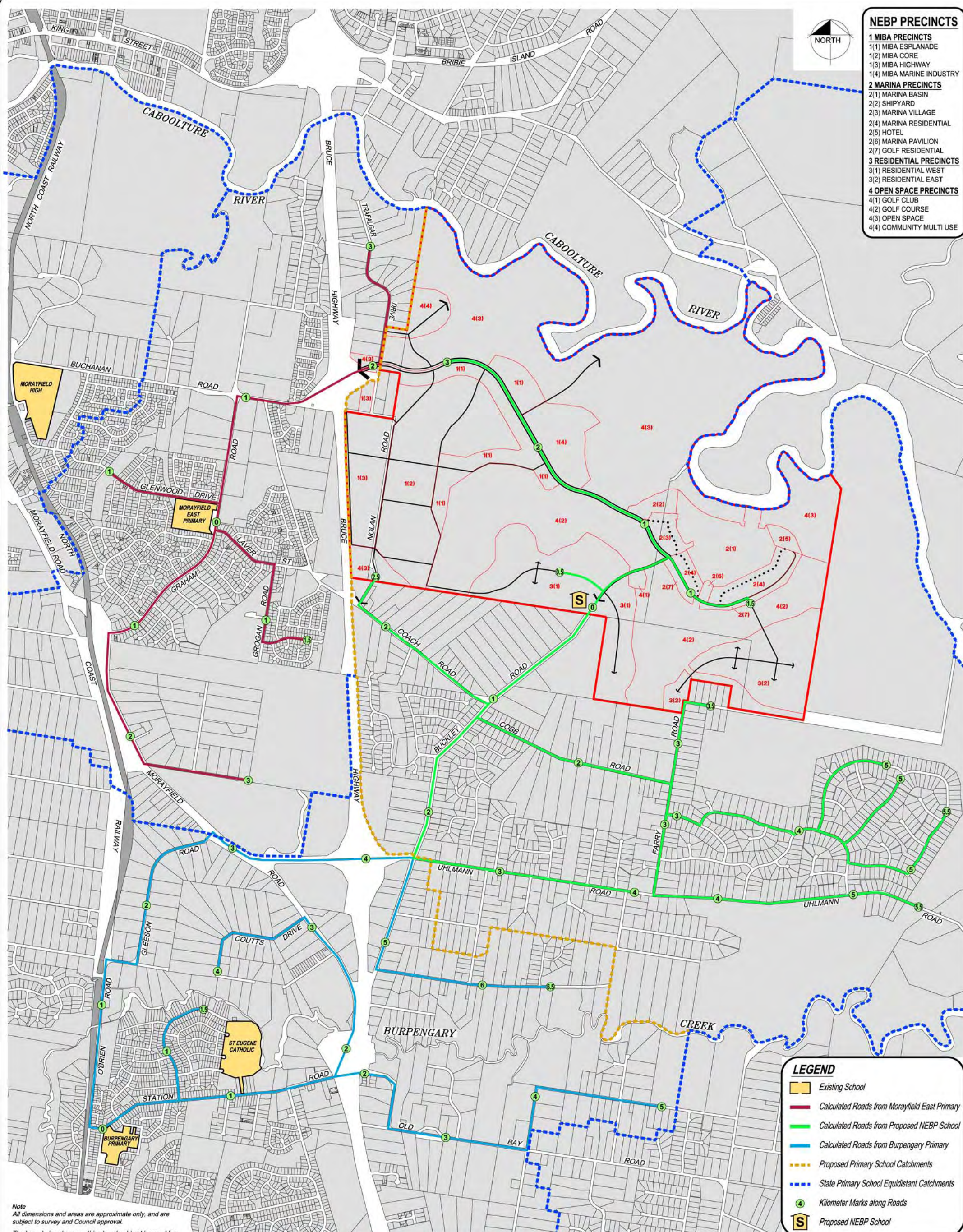
CLIENT	PROJECT
<b>NORTHEAST BUSINESS PARK PTY LTD</b>	<b>NEBP PRIMARY SCHOOL REVIEW</b>
LOCAL PRIMARY SCHOOL EXISTING CATCHMENTS AND ROAD TRIP DISTANCE ANALYSIS	Plan Reference
	20430-69

PROJECT	CONICS
<b>NEBP PRIMARY SCHOOL REVIEW</b>	
Plan Reference	
20430-69	

**CONICS**

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- NEBP PRECINCTS**
- 1 MIBA PRECINCTS**
    - 1(1) MIBA ESPLANADE
    - 1(2) MIBA CORE
    - 1(3) MIBA HIGHWAY
    - 1(4) MIBA MARINE INDUSTRY
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    - 2(1) MARINA BASIN
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- Existing School
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  - Proposed Primary School Catchments
  - State Primary School Equidistant Catchments
  - Kilometer Marks along Roads
  - Proposed NEBP School

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Existing State Primary School Equidistant Catchments retrieved from [www.education.qld.gov.au](http://www.education.qld.gov.au), June 2008

# PRELIMINARY

Level Datum	Date	08 JULY 2008
Origin	Surveyed	
	Comp By.	WNW
	DWG Name.	20430-SCHOOLS
Scale	Local Authority	MORETON BAY REGIONAL COUNCIL
1:25,000 @ A3	Job Reference	20430
1:12,500 @ A1		

CLIENT	PROJECT
<b>NORTHEAST BUSINESS PARK PTY LTD</b>	<b>NEBP PRIMARY SCHOOL REVIEW</b>
LOCAL PRIMARY SCHOOL PROPOSED CATCHMENTS AND ROAD TRIP DISTANCE ANALYSIS	Plan Reference
	20430-70

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web: <a href="http://www.conics.com.au">www.conics.com.au</a>



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The population projections for NEBP is in the order of 5500 residents. Coupled with the existing residents in the Morayfield East area of around 3000, a total population of 8500 in the locality establishes a firm primary school catchment. With further infill growth in the existing urban areas and the 700-800 lot development at Market Drive, the provision of an additional school would not significantly impact on existing enrolment numbers.

Based on this population it is clear that a primary school is justified in the location proposed, however there is limited scope to reduce the overall residential population of the NEBP without threatening the critical mass required to support the School.

#### 5.4.3 High School

We note that Morayfield High School is also approximately 3km by road from the MIBA entrance to the development with the distance from proposed residential areas equivalent to the Primary School. Whilst the travel distances are in the medium range, such distances are within High School catchment ranges, being readily achievable for High School students.

Morayfield High is located at Buchanan Rd which is directly fed by the main boulevard. This location is ideal as it is near both the Morayfield train station and Shopping centre. This route is the primary route to be serviced by Public transport, which will occur in this section from the very commencement of the project. Importantly, students travelling to the High School will be travelling in the opposite direction to workers, providing enhanced viability for the public transport provider. The location next to the train station and other centre activities also provides for convenient trip combinations.

### 5.5 PUBLIC TRANSPORT

The need to facilitate a viable public transport service has been recognised as a fundamental requirement for the NEBP development, and a net benefit to be provided to areas on the public transport routes, particularly adding to the services available and overall connectivity with and between Morayfield and Caboolture. The approach to public transport was documented in Section 4.8.3.1 of the Planning report and the traffic report prepared by Cardno Eppell Olsen, included as Appendix K of the EIS.

Given the extent of the District Industry designation, there has always been a critical need to service the workforce to be accommodated. However, public transport service providers have generally struggled to provide effective services to traditional industrial areas due to their low employee density and lack of integration with other uses. The NEBP park proposal offers a substantially better public transport proposition due to:

- the increased employee density able to be achieved by the MIBA format provides a much more viable public transport foundation: NEBP MIBA is proposed to accommodate 13,000 FTE employment positions;
- The Marina Village and the hotel / conference facility provides commercial uses, additional employment, and a location for transit stops; and
- The residential population of approximately 5500, including substantial density in the apartment buildings provides essential additional critical mass increasing the viability and service frequency able to be generated from the development.

It is important to note that it the presence of the residential as well as the commercial uses providing population and usage density in close proximity to the main public transport spine are critical to the viability of a public transport service.

Residential and commercial uses also provide transport demand travelling in the opposite direction and at more varied times than the business park employee commuting peaks which are in one direction only and peak in relatively narrow time bands. Additionally, students commuting to the Morayfield High School will travel in the opposite direction to the business park commuting peak. The mix of uses and times is very important to the overall percentage occupancy ratios which can be achieved by the transit operators.

## 5.6 RESIDENTIAL NEED SUMMARY

The combination of the above factors demonstrates that there is a compelling argument for inclusion of the residential component in NEBP, in general accordance with the extent and density proposed. In summary these reasons are:

- Residential development provides the necessary baseload of people helping the rest of development fulfil it's potential, maximising net benefit to the region;
- The population of the Caboolture and MBRC area is growing, requiring additional land to be allocated for residential development;
- The SEQ region is experiencing an undersupply of significant residential release areas, affecting housing affordability;
- The Caboolture region is heavily fragmented, making it difficult to create major residential developments;
- The NEBP is a large site in single ownership, able to be efficiently connected to infrastructure, link with centres and employment, education and training and recreation areas and better paced as a residential release area than any other site not currently designated for residential;
- The population is aging and household sizes are decreasing. NEBP provides a high percentage of apartments and smaller household forms, as well as retirement living options, helping to address these demographic changes;
- The population base proposed provides the critical population mass for a Primary School, which is major community foundation, helping NEBP to be relatively self contained, providing a valuable addition to the existing, relatively isolated areas of Burpengary East and avoiding unnecessary traffic and student population pressure on existing primary Schools;
- The population base helps support the viability and service frequency of public transport provision.

## 5.7 SOCIAL NEED AND BENEFITS

The social need and benefits associated with the Marina, Marina Village and recreational areas was clearly conveyed in the Social Infrastructure Analysis undertaken by the Hornery Institute (EIS Appendix F of the EIS, Planning Report Section 5.3) which demonstrated that there was both a distinct lack of social services and facilities east of the Bruce Highway and that the Caboolture region was lacking in its range of major social and recreational opportunities of a regional nature. The economic need was supported further by the Marina demand assessment by Pacific South West (Appendix E6-7 of the EIS).

The feedback received from the community at the information days, documented by Three Plus, (EIS Appendix G), Planning Report Section 5.3.5) strongly demonstrated the community's support and desire for the social and recreational benefits of the proposal as central elements of their overall support for the development and the master plan, along with the support for the economic and employment benefits.

The social and recreational benefits of the marina precinct were also seen as providing the potential to powerfully enhance the image and identity of the region. Many individual comments supported the documented sentiments

## 6.0 EMPLOYMENT LAND: MIBA AND DISTRICT INDUSTRY

### 6.1 NEED AND DEMAND FOR MIBA

The provision of a regionally significant MIBA development is the central focus of the NEBP proposal.

The requirement for the development of the District Industry zoned land as a MIBA is discussed in the Planning Report at Section 5.1.3 Need for the Business Park, Section 5.2 Economic Benefits and Section 5.5 Project Alternatives and 'Compliant Scheme' comparison.

Council has requested further documentation in relation to the need and demand for MIBA development within the supply context, with particular reference to be made regarding the North Lakes MIBA and the Motorway Business Park at Burpengary. Council has also however questioned the use of District Industry zoned land for non industry uses, 'given the critical undersupply of industrial land in the region'.

In response to Council's queries regarding the availability of industrial land and MIBA development, Urbis were asked to supplement the work undertaken for their Business Park Assessment (EIS appendix E3)

The response by Urbis consists of two primary parts:

- An analysis of industrial / MIBA supply; and
- A discussion on MIBA characteristics and drivers including:
  - Changing needs of Business Operations
  - Case studies of relevant MIBA developments; and
  - The opportunity presented by NEBP.

The discussion regarding the MIBA characteristics and drivers is important as the changes influencing the growth of MIBA, effectively as the contemporary revision of light and district industrial development areas, is occurring at such a rate that a purely statistical approach was considered inadequate.

#### 6.1.1 Demand and Supply Analysis

In order to ascertain the relative levels of supply and demand for regional industrial land, 3 reports were analysed:

- PCA Industrial Land Supply, 2007
- Core Economics – Economic Benefits Assessment
- Caboolture 'Places for Business and Industry' Industry and Employment Lands – Project Report 2, April, 2007

The following analysis is based on figures and commentary provided by Urbis with respect to the PCA and Core Economics report, which was then compared to the Caboolture Business and Industry analysis.

#### 6.1.1.1 Core Economics Analysis - SEQ

According to *Economic Benefit Assessment* report by Core Economics undertaken in 2006, there is approximately 4,300 Ha of vacant industrial land available for development in South East Queensland. This is comprised of:

- 1,300 Ha at Australia Trade Coast;
- 1,000 Ha at Swanbank;
- 1,050 Ha at Ebenezer;
- 600 Ha at Yatala;
- 300 Ha at Bremer; and
- 100 Ha at Logan.

Calculations in the study suggest that this 4,300 Ha falls short of an estimated 6,050 Ha required to host the projected SEQ workforce by 2026. (This shortfall of approximately 1,750 is based on the assumptions of 30 workers per Ha and that 50% of the projected population will be workers with 33% of this future labour force employed in industrial/business parks).

NEBP's MIBA land area which is in gross terms approximately 169 Ha therefore represents 9.6% of the identified industrial/business park need in South East Queensland.

#### Discussion

The high level analysis undertaken by Core Economics indicates that there is demand for employment lands at an SEQ level. Being a high level study, it neither identified smaller industrial parcels, (which would increase supply calculations) nor considered the extent to which development constraints would render parts of the identified sites undevelopable (which would decrease supply calculations) As the effects of these simplifications are opposite it is considered that the overall conclusion that there is demand for employment land in SEQ is relevant.

The conclusion that there is a net demand for the release of industrial / employment lands is supported by sales rates and prices being achieved for industrial land in SEQ, which is high by national standards.

#### 6.1.1.2 PCA Industrial Land Study

According to the 2007 PCA Industrial Land Study 2007, there is a total of 11,106 Ha of available industrial land in South East Queensland. In the Outer North area (approximately Bald Hills to Caboolture) alone there is approximately 800 Ha of available industrial land. This figure is derived from the summation of estimated supply over the time periods as presented in the following table (Table 6-1).

Table 6-1 South East Queensland and the Outer North Available Industrial Land (Ha)					
	Immediate	0-5 Years	5-10 Years	10+ Years	Total
Outer North	62	174	408	183	827
Total SEQ	637	1,621	2,521	6,327	11,106
Outer Northern as Market Share (%)	9.7%	10.7%	16.2%	2.9%	7.4%

Source : PCA, Jones Lang LaSalle, Urbis

#### 6.1.1.3 MIBA estimates

In regards to the supply of MIBA land, there is currently in the order of 117 Ha at North Lakes and Motorway Business Park at Burpengary. This is comprised of:

- approximately 80 Ha of developable MIBA land held by Stockland at North Lakes; and
- approximately 36.8 Ha which is the gross amount at the Motorway Business Park at Burpengary.

NEBP has approximately 168 Ha in gross MIBA land. The combination of these three MIBA sites represent approximately 285 Ha. In terms of scale, this total is the equivalent about one third of the 827 HA of land identified in the PCA study as the total industrial land supply in the Outer North.

According to the PCA Study, the estimated take up of industrial land in South East Queensland is in the in the order of 140 to 150 Ha per annum. The Outer North represents approximately 13% of the total take up over the study period and has a take up rate of approximately 19 Ha per annum.

Table 6-2 Take Up of Industrial Land (Ha)	
May 2005 to Nov 2007	Annual Take Up (ha)
Outer North	47 19
Total SEQ	364 146

Source : PCA, Jones Lang LaSalle, Urbis

#### Discussion

On the basis that the annual take up rate of 19 Ha in the outer North area, there would theoretically be approximately 44 years worth of supply – which suggests an abundance of supply. This calculation however is misleading, as the PCA analysis was based on raw land supply, without consideration of constraints to development, which significantly reduce the extent of land available. The rate of historical uptake of industrial land in the north area is also related to the traditional nature of the industrial land on offer, which is losing relevance in the marketplace. The uptake rate is likely to increase significantly with the release of the MIBA developments better meeting market and employee needs.

#### 6.1.1.4 Caboolture 'Places for Business and Industry Project' Report

Caboolture Shire Council commissioned the 'Places for Business and Industry Project' which resulted in a series of reports by Prosperous Places.

It is understood that this series of reports was commissioned only as a very high level analysis of 'industrial' land supply and suitability undertaken on the basis of seeking to meet Council's target of attaining local employment for two out of every three working residents. Our understanding is that its purpose was to provide an initial platform of data which could be used by Council and the private sector in order to help focus further analysis, rather than being used as a definitive guide to business and industrial land in the Shire.

After analysing the extent of land currently designated for industrial the report findings were based on some very high level sieve mapping to determine constraints to development. Unfortunately, the sieve mapping utilised was broad and cumulative, such that the presence of a single, and often relatively minor constraint was sufficient to have land deemed as constrained, providing the impression that all constrained land would ultimately be unsuitable for development

A case in point was the NEBP site itself. Whilst the analysis undertaken regarding use potential for the site was generally sound, identifying potential for use such as: Industry clusters, Transport and Distribution, Retail Showrooms, Local retail, Marina and Marine Industry Cluster and Quality Master Planned Community, the statistical constraint analysis was extremely broad – of the 769 Ha site, it found that there was some form of constraint over all parts of the site, and hence provided statistics showing all land being constrained. With approximately 350Ha of the overall site demonstrated as capable of development, clearly the constraints analysis was set at too high a level to be used for effectively determining the availability of land.

The net result of this constraint analysis was that, of the 550 Ha vacant zoned industry land the report found only 95Ha was 'unconstrained'. On this basis, the report then used the shortfall and future employment generation rates to calculate an area of additional 'industrial' land required, leading people to form a view that there is a 'critical shortage'. The calculations were further compounded by the use of traditional industrial employment densities, which can be greatly exceeded in MIBA developments.

### Discussion

The process used in the Prosperous Places series, whilst much more detailed than the PCA study, was, in attempting to undertake a site by site analysis, in our view too broad to reach the level of conclusions reached, resulting in a significant understatement of the development ability of existing industrial land supply. Our assessment is that a reappraisal of development constraints with a finer sieve would result in a significantly greater proportion of the existing industrial areas being included in calculations as developable.

#### **6.1.2 Supply Study Conclusions**

Unfortunately, none of the available industrial analyses studies provided definitive conclusions in their own right, Table 6-3 summarises the outcomes and considerations

In considering all three reports it would appear that there is clearly demand for employment lands in the region, being supported by the prices being achieved for industrial and employment lands in the region. With the PCA report and the Places for Business and Industry reaching opposite conclusions it would seem likely that the answer is somewhere in the middle: there appears to be significant demand, however the 'critical shortage' conveyed in the Prosperous Places report appears to be significantly overstated.

**Table 6-3**  
**Summary of Industrial Land Supply Analyses**

Study	Study Conclusion	Study limitations	Assessment
<i>Core Economics</i>	Net demand in SEQ	No allowance development constraints Did not include smaller sites	Net demand conclusion remains valid
<i>PCA – Industrial Land Study</i>	Abundance of supply in northern corridor	No allowance development constraints Historical uptake rate likely to increase	Overstates supply
<i>Places for Business and Industry</i>	Critical shortage of industrial land in Caboolture	Constraints mapping sieve overestimates constraint severity. Undersupply based on meeting a target, not development take up rates	Understates supply

### Employment and Prosperity Objective

The analyses undertaken in relation to 'industrial' land all suffer from simplification and in some senses are being outdated by the changes being experienced in employment areas, which suggests that there is merit in the reassessment of objectives from first principles.

It is considered that the underlying social and economic objectives behind the search for industrial land are primarily based on generating local employment and increasing regional prosperity. The traditional approach to the pursuit of these objectives is by designation of commercial and retail centres along with areas of industrial land. Commercial and retail centres traditionally seek relatively high levels of amenity and good access to public transport. By contrast industrial areas have suffered from poor amenity and limited public transport

However, the changes to the business needs driving the demand for the MIBA format as discussed Section 6.1.3 below, are reshaping the ways in which the objectives of employment and prosperity are being met.

MIBA developments deliver significantly higher levels of employment density and economic generation per hectare than traditional industrial development, and hence are considerably more successful in meeting the actual objectives of employment and prosperity.

This is the fundamental point of difference that makes the MIBA at NEBP a superior land use to traditional industrial land uses. The MIBA lands are a critical component of the overall development and the promotion of Caboolture's desire to improve regional employment containment and improve prosperity.

These changes are perhaps best summed up in the change in land use designations changing from 'Industrial' to 'Employment'. Not only is this in response to the increasing business needs and compatibility between commercial and industrial components of business, as discussed in the sections below it relates explicitly to the objective, rather than indirectly, as is the case with 'industrial land'.

NEBP will be a multi-use marina and business park concept that will integrate marina facilities, appropriate business, industry, commercial, residential, heritage and recreational greenspaces. As a master planned riverside precinct, it will provide a place of high amenity in which to live, work and play. NEBP represents a strong opportunity to deliver superior employment outcomes than would be achieved through a traditional industrial land use development.



### 6.1.3 MIBA Development Trends

Given the changes occurring to employment lands it is important to understand the similarities and distinctions between MIBA and District Industry development and the increased flexibility of the MIBA format.

MIBA developments still cater for the core uses which would have previously located within a District Industry area, they just now exist within a changed and improved built form, and higher amenity working environment which makes more efficient use of the land, both in terms of plot ratios and employee density.

Essentially, the strength of the trend towards MIBA style development, in preference to traditional industrial developments, is because the MIBA style has responded to the evolving needs and desires of business. In contrast, the relevance of traditional local industry areas is diminishing rapidly, no longer being demanded by industry or supported by employees and the community.

The clear trends which have been emerging over recent years is that industries which are of a heavy, noxious or otherwise low amenity nature are moving further away from urban areas in order to minimise such impacts. An example of this response is evidenced by the creation of the Industry area at Bromelton in response, in part, to the amenity issues associated with current heavier industry uses at Narangba.

The advent of stricter environmental controls has led to the situation where industries formerly classified as 'Light' or 'District' are now compatible in amenity with commercial enterprises. In addition the evolving nature of businesses themselves has led to significant demand for greater office components, both due to increasing computerisation of business operations and the trend towards 'operational consolidation' of businesses. Such businesses require higher levels of amenity to consider a location as suitable as well as in order to attract and retain employees.

In the case of larger businesses which have consolidated their operations, they will still tend to use the ground floor space for traditional roles such as manufacturing, warehousing and distribution, however will integrate their office components on upper floors, or in an adjacent building. The commercial uses within such buildings are generally part of the same business, and therefore have an intrinsic nexus to the 'industrial' part of the use, meaning that they would not locate in other commercial zoned areas.

With respect to smaller more traditional District Industry uses, they will now increasingly tend to lease or purchase space within commercially developed business/industry buildings, rather than develop their own stand alone facilities.

In summary, the commercial aspects of MIBA development are essentially in addition to, rather than instead of, the district or light industry uses. The additional commercial elements, co located with the industrial uses translate to additional built form and employee density, resulting in a more efficient and effective use of employment lands.

Some of the factors contributing to this change in business format are discussed in more detail in the analysis undertaken by Urbis, included in Section 6.1.4 below.

### 6.1.4 MIBA Development Drivers

In response to the claim that the Mixed Industry and Business Precincts (MIBA) does not satisfy a needs and demand test the following counter points are offered.

We maintain that a statistical approach to demonstrating need and demand within the supply context for the NEBP MIBA land use is an inadequate approach. This is due to the significance of the evolving nature of industrial land use and the impact this change has in terms of current and future land use allocation decisions.

We contend that while an approach that relies on a statistical benchmark approach whereby “x% of the total for the study area” may satisfy a subjective criteria in terms of what some decision makers deem as being a statistically satisfactory, the relative newness and evolving nature of this particular land use makes the statistical benchmark approach meaningless.

We contend that in the context of this evolutionary nature of these lands, a static measure such as a market share of existing MIBA land at North Lakes and Burpengary is a highly irrelevant statistic to evaluate existing and future needs and demand.

Our considered approach is to provide a more comprehensive response which is presented in three parts. The first part is an overview of the evolution of industrial land uses. This incorporates the modern trend in business parks towards the Mixed Industry Business Area concept format. The use of two leading case studies, one from Metroplex in Brisbane and another from Norwest in Sydney will highlight their success factors. This will show the similarity in the key factors that will also be present at NEBP MIBA which will cater to demand and satisfy needs. A reiteration of the key features that the NEBP MIBA opportunity represents will conclude the response.

#### 6.1.4.1 Changing Needs of Business Operations

Urbis' *Northeast Business Park Assessment* highlights the point that the way businesses operate has evolved over time with significant change occurring in the last ten years as a result of advances in technology and information systems. This factor is recognised in the Sydney Metro Strategy which notes that more computer based production processes and better logistics and inventory controls are leading to reductions in shop floor workers and more office based employees. Associated with this is the trend towards operational consolidation where businesses consolidate their operations at a single location combining head office, back office, manufacturing and distribution activities. In South East Queensland, examples of this include Sealy Posturepedic at Wacol, Queensland Newspapers at Murarrie and Toyota at Acacia Ridge in Brisbane.

A key finding of Urbis research in this area is the increasing demand for office space in conjunction with industrial space in traditional industrial areas. This is not only within the same buildings but also as stand alone facilities that benefit from the synergies of being co-located with industrial uses. The recently developed Quad Park in the traditional industrial precinct of Homebush, Sydney, incorporates virtually 100% office space with supporting retail facilities. Norwest in Sydney's Baulkham Hills incorporates a mix of tenants ranging from 20% to 100% office space. These major changes in land use requirements are not restricted to Sydney. In Melbourne the Axxes Corporate Park recently incorporated a range of 100% office tenants over a 6 month period to move from a 40%/60% office/industrial mix to a 50%/50% mix. Com.Park at Mulgrave in Melbourne has a 80%/20% office/industrial mix including some office/warehouse units with a 50%/50% mix. The success of this park has encouraged the developer to purchase a second site for another Com.Park in Melbourne.

Urbis' *Northeast Business Park Assessment* highlighted key points from recent industrial tenant precommitment activity in Brisbane. These include:

- 37.3% of these tenants had a requirement for 20% or more of office floor space with 13.7% having a requirement for 50% or more of office space;
- three of these tenants had requirements for in excess of 3,000sqm of office space and eleven had requirements in excess of 1,000sqm. These represent significant office tenancies even in a CBD market; and
- in the order of 15% of industrial pre-commitments in Brisbane over the past seven years have required an office component of 50% or greater.

The NEBP MIBA will be well positioned to accommodate the need to provide for a flexible mix of land uses and proportions of floor space required by employment land investors and occupiers. If this is not provided these users will go elsewhere and in the case of major regional organisations this may mean bypassing Brisbane and the South East Region altogether.

#### 6.1.4.2 Case Study Findings

The following section provides insights into Metroplex and Norwest as evidence of successful examples and their key characteristics. It also details the concept of employment lands and a planning perspective into MIBAs.

##### Metroplex Project Description and History

Metroplex on Gateway is located approximately 7 kilometres east of the Brisbane CBD and 4.5 kilometres from the Brisbane Airport. It was originally developed by Pradella in 1996 and incorporates 62 hectares of land. Pradella sold the final development stage to Macquarie Goodman. The development is located directly adjacent to the Gateway Bridge which provides immediate access to the major arterial road systems of Southeast Queensland.

Metroplex has a 650 metre frontage to the Brisbane River and is located within a 15 minute drive of Brisbane's major port. The site is located within close proximity of Cannon Hill Kmart Plaza and the adjoining homemaker centre. Facilities within the development include a Bistro, Child Care facility, and Walkways. A Hotel and Conference Centre is also proposed.

Major tenants within this development include LG, Fisher & Paykel, Volvo Penta, Phillip Morris Ltd and Honeywell. The final stage of development of Metroplex is the Queensport Quays precinct being developed by Macquarie Goodman. This stage reflects the changing land use mix of Metroplex and the evolution of industrial space into office space. The Queensport Quays precinct has been developed as a business park with a predominantly office floor space format ranging from 50% office to 100% office.

##### Metroplex' Key Success Factors and Insights

Metroplex on Gateway has been an extremely successful development from both a tenant's and owner's perspective. Key factors to note in this respect are:

- Its location in close proximity to the Brisbane Port and Airport;
- Its access to major road networks, specifically the Gateway Arterial motorway;
- Its flexible land use capability incorporating general industry uses, light industry uses, and primarily office uses;
- Its on site services – retail and community;
- The value of creating an attractive environment through landscaping; and
- The benefit of having a single owner/developer.

##### Norwest Business Park Project Description and History

Norwest Business Park is a 377 hectare master planned community within Sydney's Hills District and includes commercial, industrial and residential components. Initiated in the mid 1980s the business park is located approximately 27 km from Sydney CBD. Norwest has sold more than 170 hectares of business land and attracted over 400 corporations to the park. It is currently under the ownership and management of the FKP group.

Over 500,000 sqm of business space has been developed, with another 175,000 sqm currently in design. In total the business land components totals 221 hectares. Norwest currently provides jobs for over 17,000 people and is expected to accommodate an additional 18,000 when the business park reaches capacity in 2010.

Norwest Business Park also includes over 2,000 residential dwellings, a 22 hectare park and over 30 hectares of open space. There are two main residential estates incorporating 122 ha of land – Bella Vista and Lindenwood. On completion there it is estimated there will be in the order of 700 semidetached and multi-unit dwellings ranging from townhouses to six storey apartment blocks.

The Crowne Plaza Norwest Sydney Hotel, Norwest Marketown Shopping Centre and the Bella Vista Village centre are also components of the master planned community. The key entertainment facility in Norwest is a 4,100 sqm, 1,130 seat ice skating arena. Norwest is currently serviced by the T-way bus service, with a future rail connection planned for the area.

### Norwest Business Park Key Success Factors and Insights

The key success factors underpinning Norwest are:

- A single ownership structure which has allowed the developer to control development;
- An initial development focus on technology based businesses, consistent with the regional focus;
- Access to Skilled Labour – Baulkham Hills is an attractive part of Sydney and has a large pool of appropriately skilled labour;
- Access – whilst initially quite poor, Norwest is located in close proximity to the Sydney Orbital Road (M7), has bus links, and a planned heavy rail link;
- Property prices have been competitive with other areas of Sydney for both business and residential uses though upward pressure on prices is occurring due to the improvements in transport and growing attractiveness of the area; and
- A participatory approach to park management with all businesses automatically becoming members of the Norwest Association Limited

The evolving nature of industrial based business activity in Sydney, Melbourne and Brisbane has seen tenant demands for consolidation of business operations at the one location. This includes activities of production (manufacturing and assembly), research and development, storage and distribution, and administration. This has been recognised in contemporary town planning policies and guidelines in a number of regions across Australia with a variety of similar concepts including Employment Lands, and Mixed Industry Business Areas.

### Employment Lands

The Sydney Metropolitan Strategy recognises the requirement for flexible business related land uses through the use of the concept of 'Employment Lands'. Employment Lands are identified within the Sydney Metropolitan Strategy as being "industrial areas, which predominantly accommodate manufacturing, distribution and non-centre urban services such as panel beating and concrete batching plants. The emergence of business parks and technology parks, which may contain a mixture of *research, manufacturing, distribution and office activities* also fall under this classification."

Employment Lands are areas of large concentrations of workers employing approximately 1 in 4 Sydney residents and are largely located along major arterial road networks being vital to the continued growth of the region. The production and movement of goods to and from these areas and transport access via the road network is critical.

### Mixed Industry Business Areas (MIBA)

Whilst the SEQ Regional Plan has not gone to this extent a number of its participating local government authorities have moved with the market demand. Notable examples include Logan City Council, and Pine Rivers Shire Council (now Moreton Bay Regional Council) which have included the concept of Mixed Industry Business Areas (MIBA) in their planning schemes. The concept has also been referred to in the compilation of Brisbane City Neighbourhood Plans but is yet to be incorporated in the Brisbane City Plan.

The Logan Planning Scheme describes a MIBA as an area comprised of:

1. industrial uses, being primarily light and general industry, which is a clean industrial use; and
2. large scale commercial premises and commercial services.

Specific characteristics may include:

- commercial office character in a park-like environment;
- parking areas concealed from public view;
- low to medium-rise built form;
- high level of integration between developments;
- provides a high level of amenity in relation to built form, landscaping, streetscape, and advertising devices; and
- protects and enhances the existing and planned amenity and character of adjacent localities

*Source: Logan Planning Scheme, Logan City Council.*

In the Moreton Bay Regional Council area a MIBA land use zone has been designated in the Mango Hill Infrastructure Development Control Plan (DCP) for North Lakes. Specifically Precinct Plan 030 –Mixed Industry and Business Area South Precinct ‘B’. The planning intent for this area is for a broad range of:

- commercial and professional services;
- industrial uses;
- office services and service trades;
- technology manufacturing and servicing;
- tertiary level and other educational facilities;
- tourist and recreational facilities; and
- institutional and community uses.

We understand that the precinct is intended to provide for a range of medium and low impact industry and business uses such as, but not limited to:

- modern warehousing and transportation industries;
- creative industries;
- advanced manufacturing industries;
- environmental goods and services industries;
- information and communication technology; and
- Pharmaceuticals.

Other relevant elements in relation to the planning intent of this zone are for the provision of a diversity of business and industry employment opportunities; and the realisation of an urban environment that conforms with the principles of sustainable development. It is also anticipated that the location of the precinct, adjacent to major movement corridors, should encourage uses that benefit from high visibility and accessibility.

In the majority of respects the proposed NEBP MIBA appears to be most consistent with the planning zoning of a Mixed Industry Business Area (MIBA).

#### Government Business Development Support

The need to adopt the MIBA development format has been further evidenced by the nature of business for which Government Agencies are focusing their support. The Qld Government *Smart Industry Policy* identifies 15 priority industries. Whilst the NEBP will still support more traditional industries the following priority industries have particular relevance to NEBP as industries which may be attracted to the development *if the MIBA format with amenity and lifestyle elements are included*:

- Advanced manufacturing;
- Aviation;
- Biotechnology;

- Information and Communications Technology;
- Marine Industries;
- Tourism; and
- Water.

Each of these emerging priority industries require skilled people who have many options regarding where they wish to work and live. Each of these industries are high value added, and require connectivity and a culture of innovation. These are all industries which are suited to a high amenity MIBA format, but much less likely to be attracted to a traditional industry park.

If the *Smart Industry Policy* and associated strategies are to be achieved it is essential that opportunities to provide development land which will attract and support such industries be realized.

The proponents will be seeking to work with the DTRDI to help determine which of these priority industries will have the most potential to supplement the marine industries cluster and other uses.

#### 6.1.4.3 The Opportunity

NEBP represents an excellent opportunity to provide employment lands consistent with the emergent trends of contemporary business park land uses. The key features which dominate the overall characteristic of this land use provided at NEBP MIBA precinct include the following:

- The location of the NEBP has a strong, comparative advantage over sites in regards to access as it is situated adjacent to the Bruce Highway and the Caboolture River. Caboolture is strategically located for region-wide access to Brisbane or the Sunshine Coast;
- It is just 35 minutes from Brisbane Airport, 55 minutes from the bustling Port of Brisbane and 45 minutes from the Sunshine Coast via the Bruce Highway (M1). Caboolture is also conveniently located on Queensland's main north-south rail link for ease of bulk container freight movement;
- The development of the employment lands at the NEBP will significantly assist the achievement of the Caboolture Shire Council Corporate Plan and its strategy for self containment. This strategy seeks to achieve a target whereby over the next twenty years, 2 out of every 3 Caboolture workers live and work in Caboolture;
- It is considered that the NEBP would be a unique development which represents a significant upgrade in quality compared to the existing supply of industry/business park floorspace in the northern Brisbane area. It also represents the opportunity to be a leading example at the national level of the change which is occurring in industrial land uses;
- While the proposed business park is planned to be a contemporary facility, much of the existing industrial/business park land uses in the area are more consistent with traditional industrial estates in terms of design, standard of amenity and associated land uses;
- It is considered that traditional industrial land uses generate in the order of up to 40 workers per hectare. In contrast, the employment generated from a contemporary, world class business park facility is anticipated to be much higher. Case studies show in the order of 60-70 workers per hectare and higher in some instances. This effect is due to the higher numbers of employees which would result from the trend towards higher ratios of commercial to non-commercial floorspace in industrial/business parks;
- From the Caboolture Shire Council's perspective this would indicate that significantly less industrial land would be required to generate considerably higher levels of employment. Therefore, higher employment will be generated as a consequence of a business park land use than would be possible under the traditional industrial estate type land uses;



- The types of industries and businesses considered likely candidates to locate at the proposed business park are marine, biotech, ICT and logistics/warehouse industries. Others may include aviation and food related industries;
- The development of the business park is consistent with a number of the key strategic directions that the Southeast Queensland Regional Plan incorporates to manage growth in South East Queensland. These key strategic directions include the following:
  - Creating a more sustainable future;
  - Identifying land to accommodate future growth;
  - Promoting land use efficiency;
  - Enhancing the identity of regional communities;
  - Providing infrastructure and services; and
  - Integrating land use, transport and economic activity.
- It is also consistent with a range of the key desired outcomes of the Southeast Queensland Regional Plan. These include the following:
  - Economic development;
  - Industry and business development;
  - Smart State – the promotion of innovation, skills and technology;
  - Total water cycle management;
  - Environmental values and water quality; and
  - Employment and economic activity areas.
- NEBP also responds to a number of other commercial and demographic changes reflecting broader worker needs that have influenced requirements for more diverse land uses in employment areas. These relate to business and employee needs for retail services, accommodation, recreational facilities, and social services;

The key to achieving the necessary diversity of uses for employment locations such as business and industrial parks appears to be in the flexibility of the relevant land use planning. This approach is the way of the future and should governments have objectives of minimising trips and promoting employment in closer proximity to residents then these types of policies must be implemented. This approach could be achieved to great effect in the NEBP.

While the NEBP MIBA precincts represent high quality development, significant expenditure and employment benefits would be lost to the region under a proposal which did not incorporate the key components which are located outside the footprint.

## 6.2 USE OF INDUSTRIAL LAND FOR NON-INDUSTRIAL PURPOSES

The NEBP proposals seek to use District Industry zoned land for non-industrial purposes, primarily through:

- the designation of land within Lot 10 lying to the south/east of Raff Creek for residential use (Precinct 3(1) Residential West); and
- the proposed inclusion of Retail showroom activities in the MIBA Precincts.

Reasons for designating the residential precinct in a portion of the District industry land were included in Section 5.1.11.1 of the Planning Report, whilst the rationale for the inclusion of a Retail Showroom cluster was covered in Section 5.1.6. Whilst the amended land use pattern does depart from a direct interpretation of the Planning Scheme, there are a number of primary factors which justify this departure. They are:

- Employment land areas are greater in the NEBP proposal;
- Employment and economic benefit levels are greater;



- Better structural integration of land uses into surrounding area and with respect to natural features;
- Population levels support a primary school, public transport, marina village and the MIBA itself;
- Additional employment land can be created with population growth; and
- The overall proposal provides greater net benefits than alternative proposals.

Each of these is discussed below.

## 6.2.1 Employment land provision comparison

It is important to note that, whilst land within the District Industry designation is being used for other purposes, the overall extent of land being utilised for employment purposes in the proposal is almost exactly equivalent to the amount of land above flood currently designated for District Industry, as discussed below.

### 6.2.1.1 Existing District Industry Area

The District Industry zoned land comprises some 378.1 hectares of land across Lots 2 and 10, as shown on Figure 6-1 (for the purposes of this analysis, Lots 12, 15 and 17 have been omitted as they will be predominantly used for access purposes).

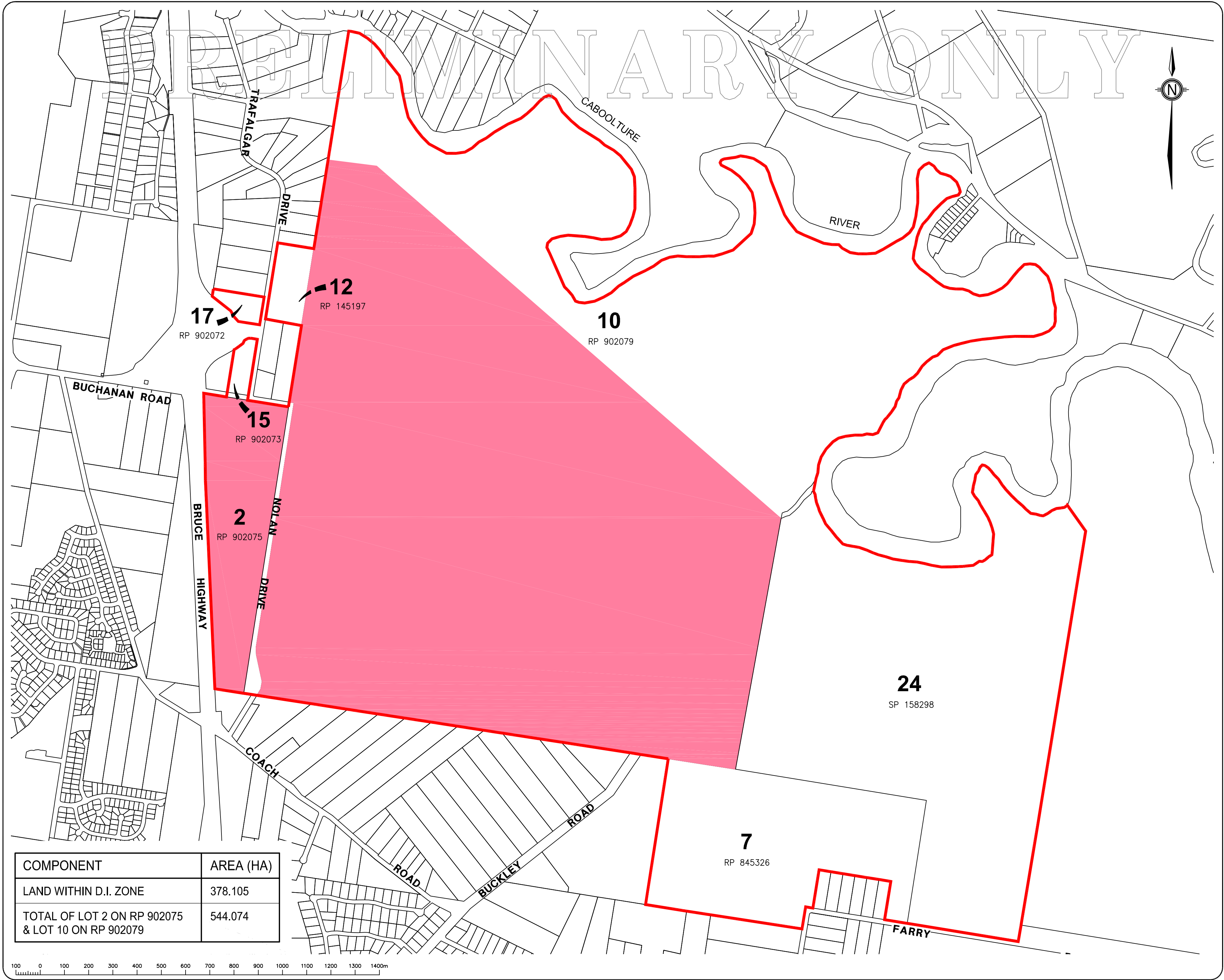
**Figure 6-1**  
**Extent of District Industry Zoned Land (Lots 2 and 10)**

*Refer to Conics Drawing 20430-64A/1*

A significant proportion of the District Industry zoned land is constrained by Raff Creek, flood prone land and some remnant vegetation. Two major areas of District Industry zoned land lie above the Q100 floodline (in the pre-development configuration), as can be seen in Figure 6-2, which also indicates several smaller areas of land above the floodline. Those areas are isolated from the main body of the District Industry land, and cannot easily be accessed for development without recourse to extensive earthworks. Consequently, the existing District Industry zoned employment land which is notionally capable of development is 168.8 hectares. Table 6-4 below summarises these areas.

Table 6-4 District Industry Zoned Land Analysis	
Area	Area (ha)
Total of L2 and L10	544.07
Area within DI Zone across L2 and L10	378.11
Constrained and Isolated DI Zoned Land	209.26
Remaining Unconstrained DI ZoneLand	
<i>North of Raff Creek</i>	122.86
<i>South of Raff Creek</i>	45.98
<b>Total Pre-Earthworks Unconstrained DI Zoned Land</b>	<b>168.84</b>

Refer to Conics Drawings 20430-64A/1, 64A/2 and 64A/5



COMPONENT	AREA (HA)
LAND WITHIN D.I. ZONE	378.105
TOTAL OF LOT 2 ON RP 902075 & LOT 10 ON RP 902079	544.074

LEGEND

DISTRICT INDUSTRY ZONE

*Note*  
Area calculations performed by CAD analysis and do not include Lot 12 on RP145197, Lot 15 on RP902073 & Lot 17 on RP902072, as theses Lots are primarily for access purposes under the NEBP Structure Plan

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NORTH EAST BUSINESS PARK PTY LTD

PROJECT

DISTRICT INDUSTRY ZONE ANALYSIS

ZONE AREA

Level Datum	
Origin	
Date	26 JUNE 2008
Surveyed	
Comp By.	KCH
DWG Name.	20430_DI-ZONES
Local Authority	MORETON BAY REGIONAL COUNCIL
Job Reference	20430
Scale	1:5000@A0
Plan Reference	20430-64A/1

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**Figure 6-2**  
**Unconstrained District Industry Zoned Land (Lots 2 and 10)**

*Refer to Conics Drawing 20430-64A/2*

#### 6.2.1.2 NEBP Employment Areas

In comparison to the opportunities available under the District Industry Zoning, the NEBP project will establish a total of 180.3 hectares of employment land, plus the 29 hectares of the marina basin, as seen below in Figure 6-3. This area has been achieved through the land use, design approach, and extensive flood mitigation works with the consequential change to the Q100 line. It is noted that the flood mitigation works are partly a consequence of the locational requirements for the marina basin, such that the implication of removing the marina from the development would reduce the ability to undertake flood management works as extensively as those proposed.

**Figure 6-3**  
**NEBP Employment Land Provision**

*Refer to Conics Drawing 20430-64A/5*

Additionally, the overall NEBP proposal includes a variety of uses creating substantial employment generation in areas beyond the District Industry zone boundary, including the Shipyard, Marina Village, Hotel and Conference facility and Golf Club, as well as the creation of enterprise residential precincts facilitating more extensive generation of home based businesses than normal. The extent of land in each of these employment precincts is indicated below in Table 6-5.

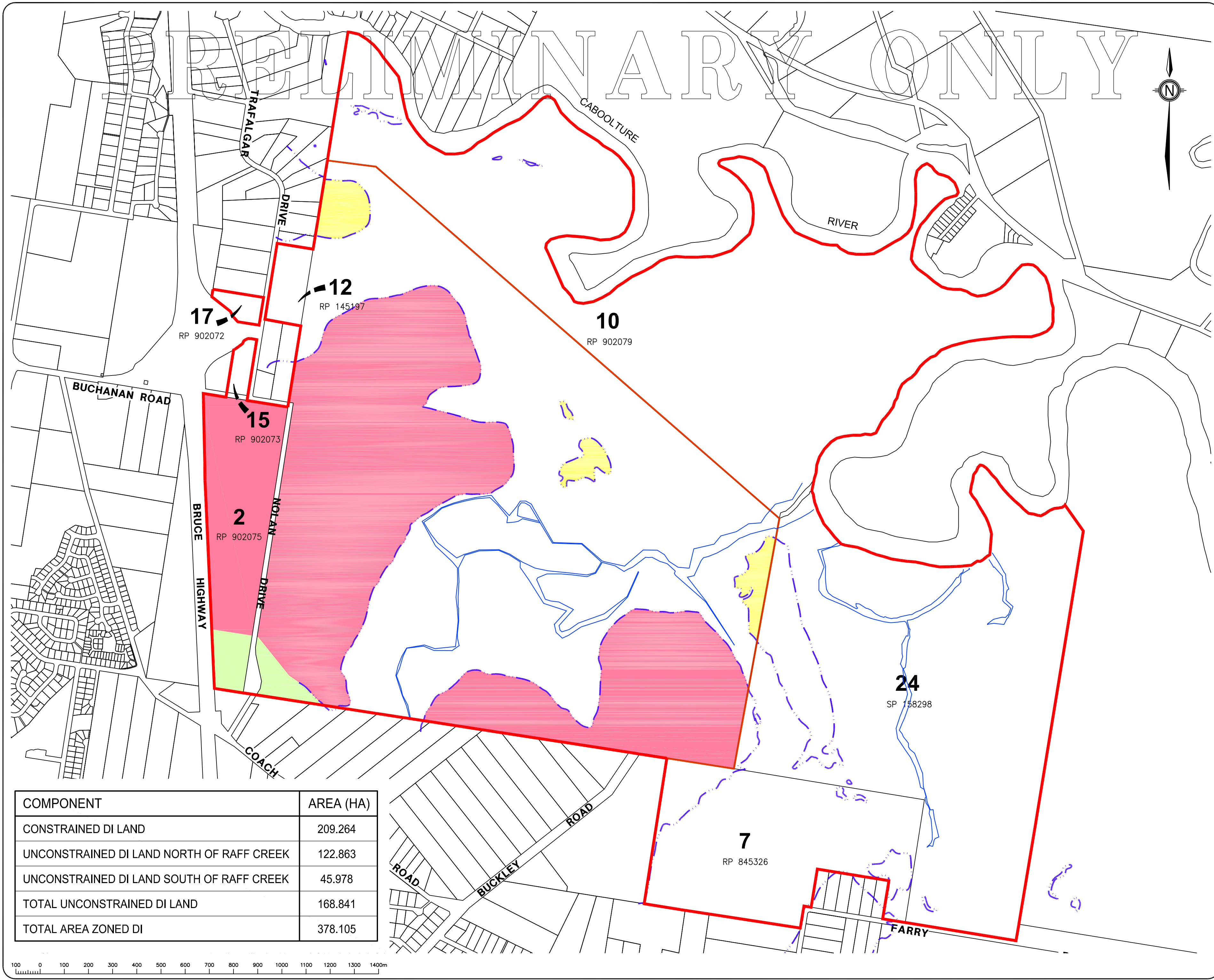
Table 6-5 Employment Land Analysis		
NEBP Employment Land Provision	Provision in L2 and L10	Total Area
MIBA Precincts	164.3	164.3
Shipyard	3.5	4.9
Marina Village	2.2	6.6
Hotel		2.9
Golf Club		1.6
<b>Total Employment Land</b>	<b>170.0</b>	<b>180.3</b>

*Refer to Conics Drawings 20430-64A/1, 64A/2 and 64A/5*

As the unconstrained District Industry zoned land in Lots 2 and 10 totals approximately 169ha (pre-earthworks), the 180ha of employment land designated in the NEBP Structure Plan more than adequately addresses the need to provide appropriate employment land.

Accordingly, it is submitted that the use of 46ha of unconstrained District Industry zoned land for other uses has been effectively compensated by the creation of additional useable land and the designation of additional employment areas with a strong nexus to the MIBA and the marina.





LEGEND

UNCONSTRAINED DISTRICT INDUSTRY ZONE

REMNANT VEGETATION

DI LAND ABOVE FLOOD BUT ISOLATED

Q100 LINE (PRE - EARTHWORKS)

RAFF CREEK

DI ZONE BOUNDARY

*Note*  
Area calculations performed by CAD analysis and do not include Lot 12 on RP145197, Lot 15 on RP902073 & Lot 17 on RP902072, as theses Lots are primarily for access purposes under the NEBP Structure Plan

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AVAILABLE DISTRICT INDUSTRY LAND

CONSTRAINTS OVERLAY

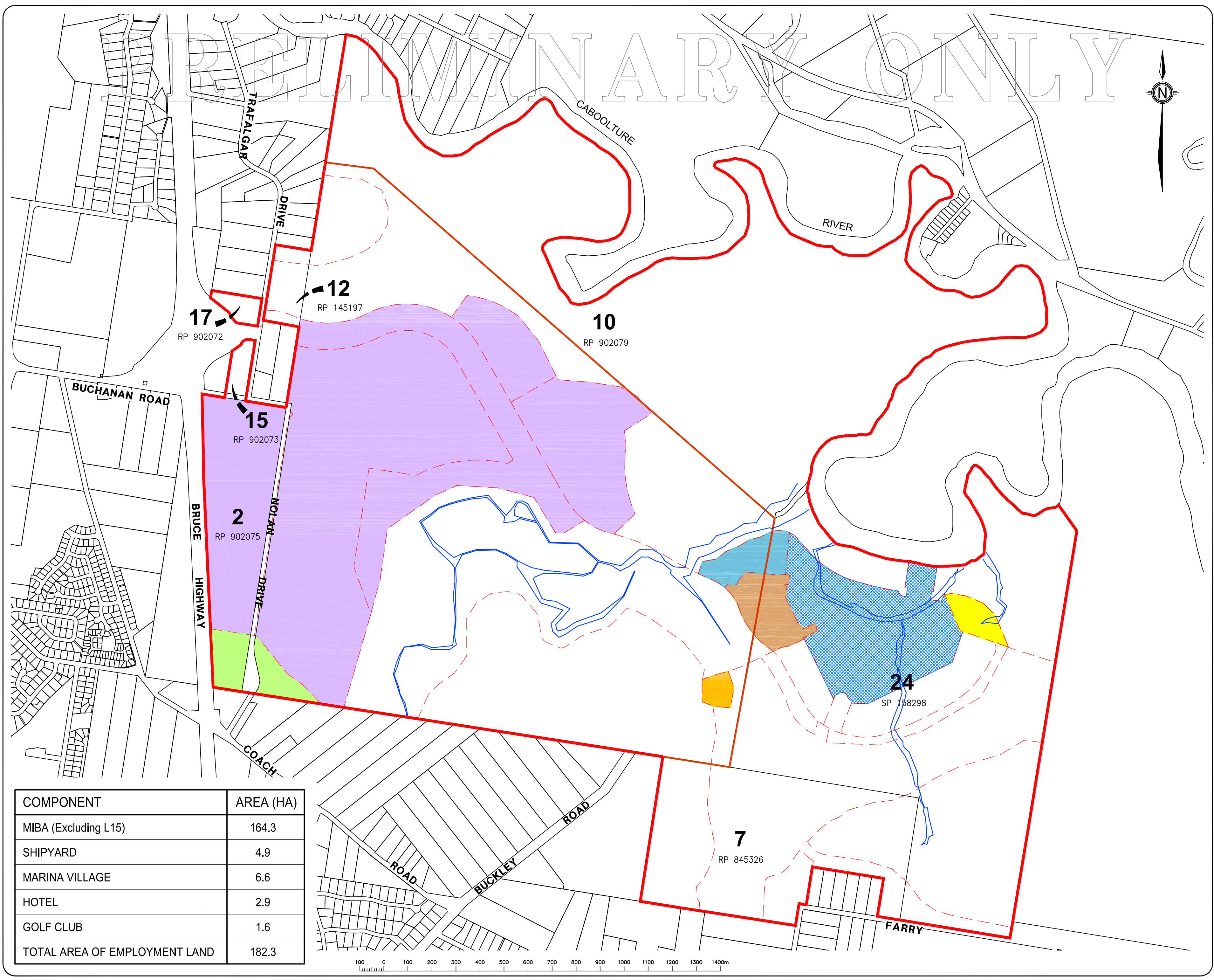
Level Datum	
Origin	
Date	26 JUNE 2008
Surveyed	
Comp By.	KCH
DWG Name.	20430_DI-ZONES
Local Authority	MORETON BAY REGIONAL COUNCIL
Job Reference	20430
Scale	1:5000@A0
Plan Reference	20430-64A/2

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LEGEND

- MIBA PRECINCT
- MARINA VILLAGE
- SHIPYARD
- GOLF CLUB
- HOTEL
- REMNANT VEGETATION
- MARINA BASIN
- RAFF CREEK
- DI ZONE BOUNDARY
- PRECINCT BOUNDARY

Note

Area calculations performed by CAD analysis and do not include Lot 12 on RP145197, Lot 15 on RP902073 & Lot 17 on RP902072, as these Lots are primarily for access purposes under the NEBP Structure Plan

CLIENT

**NORTH EAST BUSINESS PARK PTY LTD**

PROJECT

**DISTRICT INDUSTRY ZONE ANALYSIS**

TOTAL EMPLOYMENT LAND PROVIDED BY NEBP

Level Datum	
Origin	
Date	26 JUNE 2008
Surveyed	
Comp By.	KCH
DWG Name.	20430_DI-ZONES
Local Authority	MORETON BAY REGIONAL COUNCIL
Job Reference	20430
Scale	1:5000@A0
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COMPONENT	AREA (HA)
MIBA (Excluding L15)	164.3
SHIPYARD	4.9
MARINA VILLAGE	6.6
HOTEL	2.9
GOLF CLUB	1.6
TOTAL AREA OF EMPLOYMENT LAND	182.3

## 6.2.2 Employment Levels and Economic Benefit

The total employment levels and economic benefit predicted to be generated from the project were included in Section 5.2 of the Planning Report and Appendix D of the EIS – Economic Benefit Report prepared by Urbis. As shown in Table 6-6 below (reproduced from the Planning Report), the total ongoing operational Full time equivalent jobs to be directly generated by the project was 13 685, with a roughly equivalent number to be indirectly generated, making total employment to be stimulated by the development to be 27,150.

Table 6-6 NEBP Full Time Jobs and Expenditure			
Economic Benefit	FTE jobs (annualised)	Expenditure/Value Added (Million \$)	Over 20 years (Million \$)
<b>Development Phase</b>			
Development Direct	777	\$1912.5	
Development Indirect	770	\$1999.8	
<b>Total Development Phase (Ex Gov)</b>	<b>1547</b>	<b>\$3912.3</b>	
<b>Operational Phase</b>		(Annually)	
Operational Direct	13 685	\$1223.4	\$24 468.0
Operational Indirect	13 464	\$1411.1	\$28 822.0
<b>Total Operational Phase (Ex Gov)</b>	<b>27 150</b>	<b>\$2634.5</b>	<b>\$52 690.0</b>

Source: Urbis

An analysis of a 'compliant' scheme was undertaken by Urbis, whereby all of the District Industry land was to be used for traditional District Industry uses, without the amenity benefits of co-location with other land uses. This analysis, included in Section 5.5.1 of the Planning report revealed that total direct employment in the compliant proposal would support 3,500 *less* employees than that achieved by the MIBA development in conjunction with the balance of the NEBP proposal, as well as reducing expenditure by \$300,000,000 annually.

Taking account of the loss of indirect jobs generated creates a total of more than 7000 FTE jobs and economic benefit of approximately \$600,000,000 annually being sacrificed in the region by strict adherence to the planning Scheme provisions.

The differential between the two schemes is graphic and one which the region cannot afford to absorb. Table 6-7 below reproduces this summary from the Planning report.

Table 6-7 Economic Summary of Comparative Schemes		
	Full Time Equivalent Jobs	Direct Expenditure (\$ Millions)
<b>DEVELOPMENT PHASE</b>		
NEBP Proposal	777	\$1,912.5.0
Compliant Scheme	255	\$627.8.0
<b>Difference</b>	<b>- 522</b>	<b>- \$1284.7</b>

Table 6-7 Economic Summary of Comparative Schemes		
	Full Time Equivalent Jobs	Direct Expenditure (\$ Millions)
<b>OPERATIONAL PHASE</b> (Ongoing jobs + annual expenditure)		
NEBP Proposal	13,685	\$1,223.4
Compliant Scheme	10,143	\$913.9
Difference	- 3,542.0	- \$309.5

### 6.2.3 Structural Integration of Land Uses

The structure plan for NEBP was undertaken with careful regard to the natural attributes of the site and the integration of the land uses into surrounding area. The development and use of these unconstrained District Industry zoned lands was considered against the opportunities and constraints of the land: its relationship with adjoining lands and uses, particularly the rural residential activities to the south, amenity, environmental protection, access and traffic routes, and the separation of the areas south of Raff Creek from the Bruce Highway.

Raff Creek is the major internal feature of the site. Whilst the MIBA format provides a high amenity employment environment, allowing commercial uses to readily locate with industrial uses, it is still, of course, necessary to provide effective separation between MIBA uses and residential uses.

Figure 6-4 shows the relationship between the NEBP site and existing Rural Residential areas to the south. The land to the south is included in the urban footprint, and the cadastre is relatively large. Given these attributes, and the fact that the land will be adjacent to a major development, it was considered that future reviews of land use would be likely to consider this land suitable for higher order development at some stage. As the area of land with larger lots most suited to densification is surrounded by smaller lot rural residential, it appears obvious that the likely future land use would be residential. If this is to be the case, Raff Creek provides an obvious natural buffer between the MIBA and residential uses, allowing the long term land uses to be effectively integrated. District Industry uses in this area would need to create a significant artificial buffer to the rural residential, effectively sterilising the land used for the buffer.

Other reasons for the use of this land south of Raff Creek for residential including the distance of this land from the Highway, increased risk of heavy vehicle intrusion and other amenity issues for nearby residential areas were outlined in Section 5.1.11.1 of the Planning Report.

Consequently, the areas north of Raff Creek (approximately 164ha) were considered suitable for employment use, ultimately as a MIBA, whereas those south of Raff Creek (some 46ha) have too many constraints for industrial use and are most appropriately used for residential purposes.

**Figure 6-4**  
**Urban Residential Infill Structure Planning Opportunity Area**

*Refer to Conics Drawing 20430-67A*

### 6.2.4 Residential and Employment Land Use Interdependencies

As noted above in Section 3.3.1.2, the creation of additional employment generating land uses requires the provision of additional housing choice and supply, brought about by increased prosperity and the on-going attraction of residents close to employment locations.



## FIGURES

Figure 3-1 NEBP Structure Plan and the Urban Footprint

Figure 5-1 Comparison of Developable Land Areas to Zoning and the Urban Footprint

Figure 5-2 Developable Land Areas to Zoning and the Urban Footprint

Figure 5-3 Projected Change in Household Type

Figure 5-4 Trip Distances from Existing Primary Schools

Figure 5-5 Potential Trip Distances from Proposed NEBP Sited School

Figure 6-1 Extent of District Industry Zoned Land (Lots 2 and 10)

Figure 6-2 Unconstrained District Industry Zoned Land (Lots 2 and 10)

Figure 6-3 NEBP Employment Land Provision

Figure 6-4 Urban Residential Infill Structure Planning Opportunity Area

Figure 10-1 Open Space Precincts Flood Prone Land Analysis

## TABLES

Table 3-1 Extent of the *SEQRP 2005-2026 Amendment 1 Regulatory Provisions*

Table 3-2 SEQRP Regulatory Provisions – Regional Landscape and Rural Production Area

Table 3-3 SEQRP Regulatory Provisions – Schedule 3 Overriding Need

Table 3-4 SEQRP Desired Regional Outcomes and NEBP Attributes

Table 5-1 DLGP Population Projections for Caboolture Shire (2001 to 2021)

Table 5-2 Population Resident Projections

Table 5-3 Projected Increase in Dwellings 2007-2026

Table 5-4 Caboolture Shire: Household Projections

Table 5-5 Projected Household Types

Table 5-6 NEBP Ultimate Population Estimates

Table 5-7 Enrolments at Local State Provided Schools in 2008

Table 6-1 South East Queensland and the Outer North Available Industrial Land (Ha)

Table 6-2 Take Up of Industrial Land (Ha)

Table 6-3 Summary of Industrial Land Supply Analyses

Table 6-4 District Industry Zoned Land Analysis

Table 6-5 Employment Land Analysis

Table 6-6 NEBP Full Time Jobs and Expenditure

Table 6-7 Economic Summary of Comparative Schemes

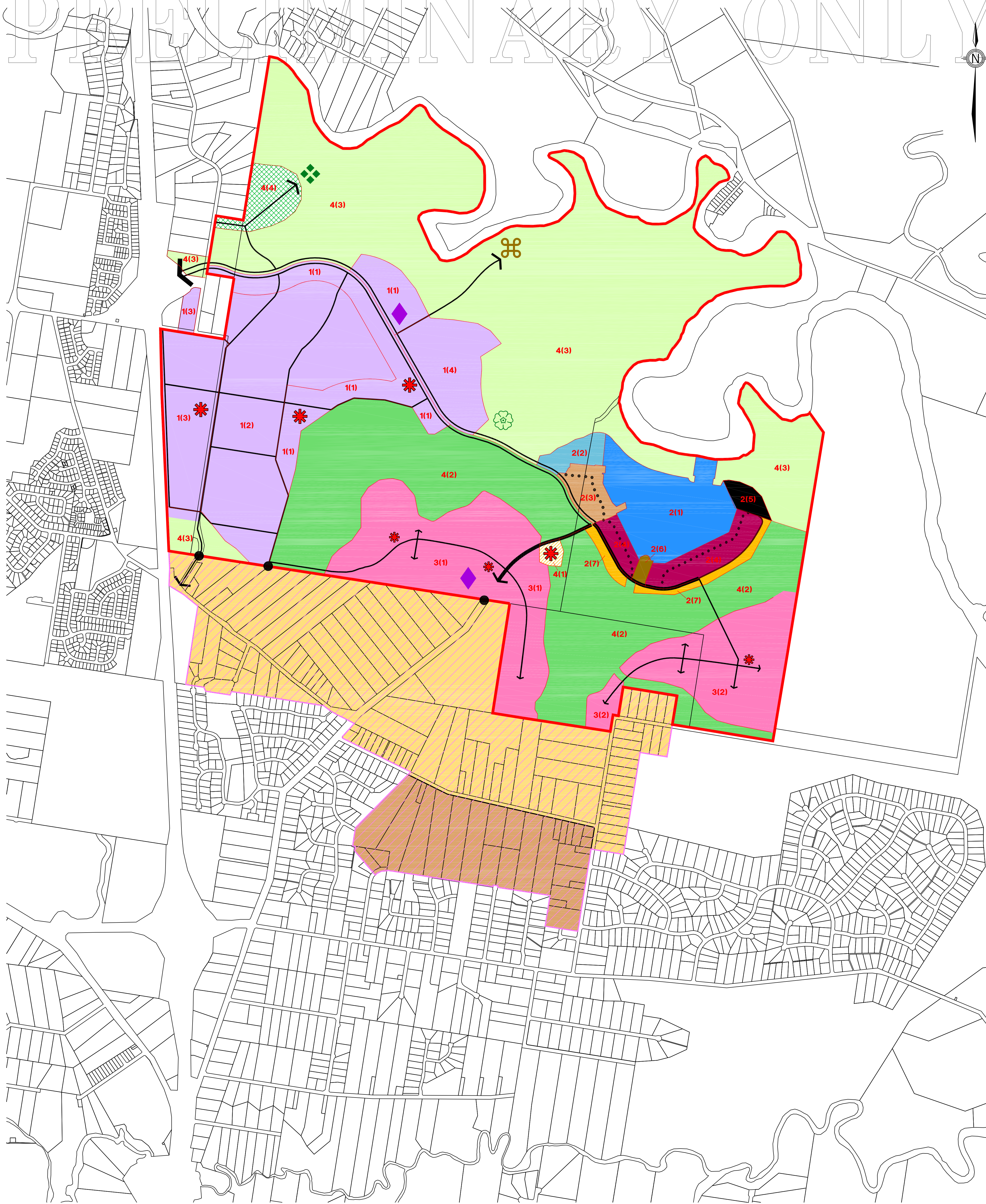
Table 7-1 NEBP Relationship to the Centres Hierarchy

Table 8-1 Height Controls of Comparable Centres

Table 9-1 Infrastructure Agreement: Possible Parties and Components



PRELIMINARY ONLY



Note  
All dimensions and areas are approximate only,  
and are subject to survey and Council approval.

Dimensions have been rounded to the nearest  
0.1 metres.

The boundaries shown on this plan should not  
be used for final detailed engineers design.

100 0 100 200 300 400 500 600 700 800 900 1000 1100 1200 1300 1400m

LEGEND			
NEBP SITE	2(1) MARINA BASIN	3(1) RESIDENTIAL WEST	COMMUNITY NODE
PRECINCT BOUNDARY	2(2) SHIPYARD	3(2) RESIDENTIAL EAST	HERITAGE PARK
1 MIBA PRECINCTS	2(3) MARINA VILLAGE	4 OPEN SPACE PRECINCTS	SPORTING FIELDS
1(1) MIBA ESPLANADE	2(4) MARINA RESIDENTIAL	4(1) GOLF CLUB	EDUCATION & TRAINING
1(2) MIBA CORE	2(5) HOTEL	4(2) GOLF COURSE	ENVIRONMENT CENTRE
1(3) MIBA HIGHWAY	2(6) MARINA PAVILION	4(3) OPEN SPACE	ARTERIAL ROAD
1(4) MIBA MARINE INDUSTRY	2(7) GOLF RESIDENTIAL	4(4) COMMUNITY MULTI USE	SUB ARTERIAL ROAD
			COLLECTOR ROAD
			ACCESS ROAD
			POSSIBLE FUTURE PUBLIC TRANSPORT ROUTE
			MAIN STREET
			LOAD LIMITED THRESHOLD
			EXISTING PARK RESIDENTIAL AREAS
			EXISTING BUFFER AREAS
			POSSIBLE FUTURE URBAN RESIDENTIAL

Level Datum	Date	17 JULY 2008
Origin	Surveyed	
	Comp By.	WNW
	DWG Name.	20430-urban infill
Scale	Local Authority	MORETON BAY REGIONAL COUNCIL
1:10,000 @ A1	Job Reference	20430

CLIENT	PROJECT
<b>NORTHEAST BUSINESS PARK PTY LTD</b>	<b>NORTHEAST BUSINESS PARK</b>
Structure Planning Opportunity Areas for Urban Residential Infill Development across Rural Residential Precincts	Plan Reference 20430-67A

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The Queensland Department of Housing clearly conveyed to the Proponent a preference for the NEBP project to contribute to the integration of employment and residential uses, in order to avoid the creation of an employment-dominated development which would significantly increase housing demand and exacerbate pressure on affordability and limited housing supply. The Department strongly indicated that the provision of a "monoculture" industrial development without providing supporting residential uses proposed would be unacceptable due to the consequential community impacts caused by housing shortages.

#### **6.2.5 Population Levels: Critical Mass**

The overall need for residential development in the region has been conveyed in Section 5.2 of this report.

The residential development within the District Industry area of the site represents approximately 1/3 of the residential area within the development. At a local level the need for the use of this land for residential, beyond the structure planning rationale outlined above, is the need to create a critical mass of residents to support a the primary school, public transport, marina village and the MIBA itself.

In particular, the resident population proposed, combined with some of the population of the existing Burpengary East area is sufficient to support a Primary School. If the District Industry land was not used for residential, the population base would fall under that required for a Primary School. An inability to support a Primary School would undermine much of the robustness of the balance of the residential community, which would then be isolated from a Primary School, causing associated issues, as outlined in Section 5.4.

In the same manner inability to utilise the District Industry land for residential reduces the extent to which the community is balanced, reducing effectiveness of Public transport, and reducing the ability to support local service retail such as banks, post office outlet, emergency services, convenience shopping and the like.

#### **6.2.6 Regional District Industry Location**

As discussed in Section 6.1, MIBA Demand and Supply, it is considered that there is clear demand for MIBA development, but not a critical shortage. The North Lakes MIBA and Motorway Business Park MIBA will combine with the Northeast Business Park to create sufficient MIBA supply to last many years, supplemented by existing supply of more traditional industrial areas.

As outlined in the residential land analysis in Section 5.2, the majority of the Caboolture Region population growth will occur in the western investigation area, supplemented by infill development and redevelopment. Whilst the MIBA at NEBP will generate substantial employment helping to support regional growth, a core part of the master planning process required for the Investigation Areas will be to identify employment opportunities in the western region, allowing those residents the opportunity to work close to where they live.

In short, the master planning for the Investigation Areas will need to strive for a balanced community outcome as has been sought for NEBP. The objective of linking residential development to employment areas is clearly expressed in the SEQRP.

Accordingly it is considered that identification and stimulation of employment areas in physical and temporal proximity with population growth will address future employment areas needs.

### **6.2.7 Net Benefits**

As conveyed in Section 3.4.1 the most fundamental test of the merit of the development is whether the proposal provides greater net benefits than other viable alternatives.

The total use of District Industry land without the benefit of residential, commercial and other amenity benefits has been discounted via the comparison with the 'Compliant Scheme' in Section 5.5.1 of the Planning Report and Section 4.2. Replacing the residential with District Industry in areas south of Raff creek has been shown to have land use integration issues and reduces critical population mass, again resulting in a lower net benefit.

Our assessment is that the proposal as submitted provides greater net benefit than other viable alternatives considered.

## 7.0 CENTRES HIERARCHY

### 7.1 COMMERCIAL DEVELOPMENT IN THE MIBA

The rationale and importance of being able to co-locate commercial development with industry uses in the MIBA format have been outlined in detail in S5 of this report. The commercial uses which do locate within the MIBA will naturally locate because of the nexus they have with the uses to be located in the MIBA. The drivers for business location are discussed further in Section 7.6.

### 7.2 RETAIL SHOWROOMS

The Planning Report and supporting studies propose 45,000m<sup>2</sup> GFA of Retail showrooms to be located in the MIBA Highway Precinct.

In consideration of issues raised by Council and other submitters regarding the extent of this floorspace, it is now proposed to limit the floorspace to 25,000m<sup>2</sup> GFA. It is considered that this level of provision will serve NEBP, the residential areas lying to the east of the highway, and trade derived directly from highway traffic, which would not have otherwise diverted to Morayfield. The floorspace allowance has been derived bearing in mind the 20yr life of the project, and the creation of the retail warehousing will be staged to meet demand.

#### 7.2.1 Relationship to Morayfield

The relationship between NEBP and Morayfield is complementary, with NEBP accommodating employment led uses which cannot locate at Morayfield.

The extent of floorspace to be constructed in stages over the life of the project will not threaten the commercial attractiveness of Morayfield, which will still serve the majority of the population and the significant population growth envisaged over time to the west of Caboolture.

### 7.3 COMMUNITY NODES

As set out in the Planning Report in Section 4.5, three community nodes are proposed in order to provide minor convenience retailing and food and drink uses to the MIBA employee population. This provision will complement the functions proposed in the Marina Village, which will support the needs of the residential population and additional needs of the employment population.

### 7.4 MARINA VILLAGE

Under the provisions of the *Shire Plan*, the Overall Outcomes for the Planning Areas establishes a centres hierarchy, shown against the NEBP proposals below in Table 7-1.

The NEBP development will provide a working population of some 13,685 persons. Whilst the centres hierarchy in the Planning Scheme is largely retail driven, the presence of this volume of people means that NEBP is a substantial employment centre in its own right. This volume of people and business naturally generates the need for a wide variety of supporting commercial and retail uses.

The employment population of approximately 13,685 when combined with a residential population in the order of 5500 persons, creates a sufficient population base to warrant a District Centre designation. As discussed in Section 5.4, the primary NEBP catchment will include areas of Burpengary East which contain a population of approximately 3000 people. This primary catchment forms the core basis for the centre uses proposed in the Marina Village.



**Table 7-1  
NEBP Relationship to the Centres Hierarchy**

Level and Zone	Location(s)	Individual Catchment Size <sup>1</sup>	Scale of each centre as per Planning Scheme
Metropolitan Centre	Caboolture-Morayfield	Over 100,000 persons	Over 40,000m <sup>2</sup> GLA
District Centre	Bellara Burpengary Deception Bay	5000 – 8000 households 13,500 – 21600 persons	5000m <sup>2</sup> – 15,000m <sup>2</sup> GLA
Local Centre	Various locations across the Shire	1000 – 2000 households 2700 – 5400 persons	500m <sup>2</sup> – 4000m <sup>2</sup> GLA
NEBP Proposals	Marina Village	2300 NEBP households 20,000+ persons <sup>2</sup>	17,000m <sup>2</sup> GFA <sup>3</sup>

Notes:

- 1: Catchment size is as per the planning scheme, and uses 2.7 persons per household as per ABS data on Caboolture Shire
- 2: NEBP households and population estimates reflect Table 5-6 above and Table 4-4 of the Planning Report, and make an allowance for non-resident/worker marina users.
- 3: NEBP area is shown as GFA whilst the Shire Plan figures are GLA; the NEBP figure excludes retail showroom uses

It is noted that the lifestyle uses in the Marina Village such as cafés, restaurants, tavern, marina and recreational uses will provide regional benefit and attract custom beyond the core catchment, resulting in demand for additional commercial and retail floorspace. This custom does not affect the existing centres hierarchy as these uses are under-represented in the northern Brisbane context.

#### 7.4.1 Relationship to Burpengary

It is noted that Burpengary is an existing District Centre which serves a population base focussed around the Burpengary centre east of the Bruce Highway, but also serving elements of Burpengary east of the Highway. The residential and worker population at NEBP is in addition to the existing Burpengary population and catchments, and supports the designation of an additional District Centre as discussed above. Whilst some of the population east of the Bruce Highway will be drawn to the NEBP centre for basic needs, Burpengary and the PAC will still be used for higher order retail uses.

Further, the additional employment opportunities offered by NEBP will stimulate population growth, a well as substantial indirect employment and product purchases, some of which will utilise Burpengary and other centres.

### 7.5 STAGING

Population growth in the NEBP area will occur in conjunction with the staged development of the MIBA, generation of jobs and the sequential release of housing across the twenty year delivery of the project. In addition, population growth within the NEBP catchment is also anticipated, albeit this is largely dependant upon the realisation of opportunities for redevelopment and infill of the adjacent rural residential land to the south.

Accordingly, it is envisaged that the Marina Village uses will develop sequentially in line with demand. Within the MIBA, it is desirable for a convenience facility to be provided in the early stages of the development, with the later centres being developed at an appropriate time depending upon need, demand and the ultimate pattern of development.

## 7.6 THE COMMERCIAL ELEMENTS OF THE MIBA AND THEIR AFFECT ON THE PAC

Council has raised queries in respect of the relationship between the commercial aspects of the MIBA and the Caboolture CBD's role as the commercial heart of the PAC.

Urbis provided the following commentary on this aspect, supplementing the assessment their Business Park Assessment contained as Appendix E of the EIS.

The commercial office floorspace market in Caboolture is estimated to be is in the order of 51,000sq.m. with approximately 23,000sq.m occupied by government tenants.

We consider that the commercial office market in Caboolture will not be adversely impacted on as the commercial office space is taken up by tenants within NEBP's MIBA. In a general sense, the overall driver for commercial floorspace is growth in white collar employment.

However, there are important differences in the types of businesses and the patterns of a commercial office space agglomeration that are anticipated to emerge in Caboolture and at the MIBA.

### 7.6.1 Drivers for NEBP MIBA Commercial Office Demand

The demand for commercial office space at the NEBP MIBA will relate to the types of industries and businesses established on the site. In other words, the commercial floorspace will be leveraged off the types of uses identified in *Urbis Business Park Assessment* report which included:

- Marine industries;
- Advanced manufacturing;
- Biotech (including the pharmaceutical sector);
- ICT; and
- Logistics/Warehouse.

(Other industries/businesses which could also be considered as being suited to locating at the industry/business park include aviation and food related industries).

Commercial floorspace demand within the NEBP MIBA will be driven largely by the accommodation needs of the office workers employed in the business operations of these activities.

Businesses benefit from accommodation strategies which locates the office operations on site with the business' light industrial or research and development activities. This a key driver of the evolution of traditional industrial land uses into the contemporary business park format. This includes the supply of floorspace in campus or large floor plate formats. While it is possible that the office activities of firms with industrial activities located at NEBP would locate in the commercial areas of Caboolture, it is likely that they would not receive the potential benefits of co-location. In addition, it is considered that the large floor plate type format is more suited to the NEBP site rather than within the commercial district of Caboolture.

### 7.6.2 Drivers for Traditional Commercial Office Demand

Caboolture's commercial office market is expected to expand as traditional white collar employment opportunities present. Typically, this traditional type of demand would be expected to be consistent with Caboolture's status as a PAC. This would include government and traditional professional and business services uses. It is envisaged that the typical commercial tenant within Caboolture would be seeking a floorspace of less than 500sq.m.

Caboolture's supply of traditional commercial office is expected to grow as the professional needs of the growing population increase. It is likely that this demand will continue to be driven by the following:

- a requirement by firms to remain in relative proximity to existing business location and/or place of residence;
- to upgrade accommodation; and

- to co-locate in an area with more critical mass and convenience retail facilities.

These drivers of demand will continue to operate within Caboolture and in the general area of the Moreton Bay Regional Council LGA.

## **7.7 CABOOLTURE – MORAYFIELD PAC STUDY**

The Caboolture – Morayfield Principal Activity Centre Study undertaken for the LGMS review by Humphries Reynolds Perkins (May 2007) considered the role of the PAC and factors which currently influence and will stimulate desirable growth in the PAC. This study is relevant in identification of some of the specific elements underpinning the future role of the Caboolture CBD.

Amongst other drivers it identified the major land uses which will attract businesses and activity into the Caboolture CBD. These included:

- The Caboolture Train Station and transit hub;
- The Administration precinct including Council and State government offices;
- The Education uses including the QUT Community campus and the Brisbane North TAFE;
- The Health Precinct including the Caboolture Public and Private Hospitals and allied medical facilities;
- The Centenary Lakes precinct;
- Comparison retailing; and
- The PAC designation under the SEQRP.

This range of land uses provides a strong body of drivers to attract businesses which have a nexus with such land uses. Improvements proposed in the Caboolture CBD will also serve to increase the attractiveness of the CBD. Some of the main improvements suggested include:

- The redevelopment of the Caboolture Train Station and the establishment an attractive town centre transit interchange, and a transit orientated community;
- Development of the community and cultural facilities in the Caboolture Central project;
- Development of other higher density residential in close proximity to the CBD and within the wider CBD catchment,
- Progressive improvement of the Centenary Lakes parklands and increasing connectivity and focus towards this area;
- Ongoing improvements to the education and health precincts; and
- Refocussing the CBD as a more lifestyle orientated CBD.

By contrast the commercial uses which will locate in the NEBP will include:



- Commercial elements of business undergoing 'operational consolidation' whereby various elements of major businesses consolidate two or more of their business elements in the one location;
- Large footprint users which would not have been able to find suitable sites within the CBD;
- Businesses which have a direct nexus to uses within the NEBP such as the Marina, Marine industry and other industry uses and clusters, such as those identified by Urbis above;
- Businesses relocating from interstate or elsewhere which require a 'package' relocation ability including ability to house key staff within the residential precincts;
- Marina Village commercial and retail uses serving the NEBP and adjoining Burpengary East populations; and
- Normal ancillary commercial elements associated with industry operations.

In all cases the attraction of business to NEBP will be due to the nexus that the business has with NEBP. As can be seen, the drivers to locate in NEBP are quite different to the drivers present in the Caboolture CBD.

The NEBP is based around the core uses of MIBA and the marina. The vast majority of uses which will locate in the NEBP would have been either unable to physically locate in the CBD, or would have otherwise not have been drawn to the CBD by the nature of their use. Accordingly there is limited impact on businesses 'leaking' from the CBD to NEBP.

By contrast, one of the reasons that the Caboolture CBD is not currently thriving is that the overall region has too much leakage of employment to Brisbane and other areas, undermining regional prosperity and is lacking in some of the lifestyle attractions which will be offered by NEBP. It is submitted that successful development of NEBP will be a critical factor in improving regional prosperity, image and identity, and that along with the other improvements proposed in the CBD will stimulate growth and interest in the region in general and the CBD in particular.

It is noted that the ongoing employment to be indirectly generated by the NEBP development has been estimated as 13,464 FTE jobs. Clearly, a significant proportion of these jobs will be likely to be accommodated within the PAC.

Accordingly, it is contended that the NEBP development will be a major factor helping to strengthen employment within the CBD and Caboolture's role as an emerging regional city.

## 8.0 CHARACTER, HEIGHT AND SCALE

A Visual Impact Analysis in line with the requirements of the *Caboolture Shire Plan* Scenic Amenity Code and PSP18 was undertaken and reported as Appendix Q to the EIS. This analysis considered the height of the buildings proposed in both the MIBA and the Marina Precincts, and found that the heights as proposed would not overly impact on the character of the surrounding locality as there are very few areas from which the development is visible, due to its size, topography and distance from existing populated areas.

Nonetheless, submissions have queried the project's perceived incompatibility with the area's rural character, particularly through the intensity of development as expressed through the height and scale of buildings proposed in the MIBA and in the Marina Precincts.

### 8.1 CHARACTER

It is acknowledged that the development of the NEBP project represents a shift from the existing rural character of the site, however it is generally accepted that the District Industry Zoned component of the site will change the existing rural character. Furthermore, the acceptance of the marina and associated development as a regional scale land use also signifies the need for a shift in character for those portions of the site.

In firstly considering the potential character of the MIBA Precincts across the District Industry zoned land, it is noted that the NEBP Structure Plan establishes four distinct components of the MIBA (ie, MIBA Esplanade, Core, Highway and Marine Industry). The character of these precincts, as set out in the precinct intents (refer to Section 4.5 of the Planning Report) and controlled through the NEBP Area Plan (at Section 6.5) establish differing height and building design controls to ensure that development responds positively to its context, frontage and interaction with adjoining areas. Clearly, the most visible component of the MIBA and indeed of NEBP is the MIBA Highway Precinct, visible from the Bruce Highway.

The Area Plan limits buildings in the MIBA Highway Precinct to a maximum of 16m or four (4) commercial storeys, similar to the scale permissible under the underlying District Industry zoning. Such height is appropriate given the function of the MIBA and the high exposure nature of this area of the development site. Particular emphasis will be placed on the landscape treatments and urban design of the this frontage and the NEBP Area Plan and the proposed Design Guidelines will ensure that the buildings, advertising and uses are of the highest quality, commensurate with this area being the face of NEBP as well as a key marker and symbol of Caboolture.

Within the remainder of the MIBA Precincts, the NEBP Area Plan and overall project vision assume that the majority of buildings will be under 12m, however the Area Plan provides opportunities for buildings to extend to a height of 25m or 6 commercial storeys (assumed as 4m floor level to floor level). In comparison, the standard provision for District Industry is 12m, which is intended to accommodate a range of traditional industrial and warehouse activities. The greater height limit is intended to accommodate the potential for industry uses which have particular structural needs along with providing opportunities for businesses to combine their industrial functions with office activities that have a connection to the NEBP, particularly in the MIBA Esplanade Precinct.

Other than a small area of the MIBA Core which adjoins rural residential land near the southern end of Nolan Drive, very little of the MIBA is visible from beyond the site. Accordingly, the MIBA is able to establish its own character, described in Section 4.5 of the Planning Report, without conflicting with the existing local character.

For the balance of the development, the visual impact analysis demonstrated that the height of the Marina Precinct buildings as proposed, being a maximum height of 39.5m and 12 residential storeys

(assumed as 3m floor level to floor level), would result in extremely limited visibility from publicly accessible locations other than the NEBP site. The locational need for the marina, together with the desirability of establishing a frame of supporting uses, justifies the form of development and the consequential establishment of an urban character around the marina.

When this is considered against the need for housing and the population pressures on the region and MBRC area, it is evident that the accommodation of additional population in the region will result in change to character of fringe areas and areas within the Urban Footprint capable of infill development.

This proposed pattern of built form will ensure that there is a transition in character between the existing areas and the most intensive components of the NEBP site.

## 8.2 COMPARABLE DEVELOPMENT HEIGHTS

As considered in Section 7.4, the employment led development of NEBP will result in the development in its entirety ultimately fulfilling the function of a District Centre, by accommodating a range of uses that provide employment, commercial and retail services across the MIBA Precincts and in the Marina Village. Consequently, Section 7.4 argues that NEBP should be assessed as requiring the supporting land uses, built form, services and infrastructure of a District Centre. This would include the opportunities to develop a range of building heights that contribute to the character, vitality and robustness of a District Centre.

The heights proposed at NEBP under the Area Plan are considered below in Table 8-1 against allowable heights in comparable localities within MBRC. This indicates that for the MIBA component of the site, which operates up to six-storeys, development could achieve built form commensurate to that of similar employment centres at Caboolture in the town centre, at North Lakes, and at Strathpine. The ability for the NEBP to develop under a similar planning regime to these locations will ensure that business has a choice of destinations in the Moreton Bay Regional Council area in which to locate.

Similarly, the height proposed around the Marina of up to twelve (12) storeys and 39m is equivalent to the landmark residential developments along the Redcliffe Esplanade, which overlook water and provide medium density housing and associated lifestyle choices.



**Table 8-1  
Height Controls of Comparable Centres**

Planning Scheme	Location	Centre Hierarchy	Zoning / Precinct	Height Controls	
				Storeys	Metres
<i>NEBP Area Plan</i>	MIBA Precincts	Equivalent to District Centre and District Industry	MIBA Highway	4 Storeys	16m
			MIBA (others)	6 Storeys	25m
	Marina Precincts	Equivalent to District Centre	Marina Village	8 Storeys	29.5m
			Marina Residential	12 Storeys	39.5m
<i>Caboolture Shire Plan 2005</i>	Caboolture Town Centre	Metropolitan Centre (Principal Activity Centre)	Metropolitan Centre Precincts Residential B	2 Storeys 8 Storeys <b>No Limit</b>	8.5m 27m <b>No Limit</b>
<i>Pine Rivers Plan 2006</i>	Strathpine	Major Activity Centre	Central Business Zone	<b>No Limit</b>	<b>No Limit</b>
	North Lakes Town Centre	Major Activity Centre	NA	<b>No Limit</b>	<b>No Limit</b>
<i>Redcliffe Planning Scheme 2005</i>	Redcliffe	Urban Village (Major Activity Centre)	Medium Density	6 Storeys	21m
			Retail Core	8 Storeys 12 Storeys	27m 39m

## 9.0 INFRASTRUCTURE

As set out in Section 4.8 of the Planning Report, NEBP will provide all internal infrastructure (water supply, sewerage, roads, pedestrian and cycle linkages, open space and parkland), external infrastructure upgrades as negotiated through development approvals, and funding mechanisms for the facilitation of public transport between the site and Caboolture and Morayfield.

Submissions have identified the need for an Infrastructure Agreement: it is reiterated therefore that NEBP will seek any necessary Infrastructure Agreements, as proposed in Section 4.8.5 of the Planning Report.

Any Infrastructure Agreements are anticipated set out how approval conditions will be satisfied, desired standards of service for infrastructure networks, charging and cost apportionment, agreed timing for the provision of services and upgrades to infrastructure.

Potential participants and topics for consideration for inclusion in the Infrastructure Agreement are identified below in Table 9-1. Some aspects of these matters may be suitably addressed by conditions, whilst other aspects are best negotiated in the context of an Infrastructure Agreement.

It is anticipated that the CoG's Report will provide conditions and directions in this regard, to ensure that all stakeholders have a clear basis for their participation in preparation of the Infrastructure Agreement and associated maintenance agreements.

Table 9-1 Infrastructure Agreement: Possible Parties and Components	
<b>Possible Parties</b> NEBP Pty Ltd Moreton Bay Regional Council Department of Main Roads Queensland Transport	<b>Potential Components</b> External works Public Transport Water Supply Networks Sewerage Networks Stormwater/Surface Water Management Parks and Open Space

## 10.0 PARKS AND OPEN SPACE

### 10.1 NEBP PROVISION OF OPEN SPACE

The provision of open space at NEBP is addressed in several sections of the Planning Report, including Sections 4.2, 4.5.4 and 8.4.6.2, which provides a response to these *Shire Plan* requirements for dedication of open space for park.

Specific Outcome 22 (SO22) of the Reconfiguration of a Lot Code sets out the requirement to provide open spaces in development. Probable Solutions S22.1 and S22.5 establish the requirement for park dedication, namely

- 10% of the site area,
- the dedicated area to be above the 20 year ARI (Q20) flood level, and
- 50% of the dedicated area to be above the 100 year ARI (Q100) flood level.

PSP17 provides detailed criteria on when Council will accept the dedication of park in satisfaction of SO22, including alternative mechanisms for the provision of open space.

Following the enhancement of the flood modelling, additional mapping of the open space provision has been undertaken and is provided as Figure 10-1, which indicates the extent of open space land which lies between the post-earthworks Q20 and Q100 lines (incidental areas around the periphery of the development footprint have been excluded). This indicates the effect of flooding impacts on the broader area of open space.

In response to the PSP's requirements about the land's basic characteristics, of the 419.6ha of land included in the Open Space Precincts, some 37.9ha is above the Q20 line (post-earthworks). Of this extent, some 20.9ha or 56.3% is above the Q100 line.

The 37.08ha is considered to satisfy the requirement for a 10% dedication when considered against the target open space provision which would apply to the 349.4ha of MIBA/Marina/Residential development footprint of the site. As outlined in Section 8.4.6.2 of the Planning Report, the appropriate target is based on the developable area of 349.9ha as 90% of a nominal site providing park dedication, accordingly the nominal site area would be 38.8ha ( $349.4 \text{ ha} / 90\%$ ). This would generate a 10% open space contribution of 38.8ha. The shortfall of 1.1ha is more than adequately redressed by the provision of public facilities in the proposed open space areas.

**Figure 10-1**  
**Open Space Precincts Flood Prone Land Analysis**

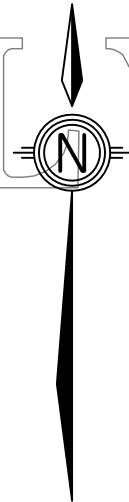
*Refer to Conics Drawing 20430-68a*

As noted in the Planning Report in Sections 4.5.4 and 4.6, some 419ha of land is to function as some form of open space. The main component is within Precincts 4(3) and 4(4), comprising approximately 270 hectares of publicly accessible heritage gardens, playing fields, walking and cycling routes, and general informal recreation areas. Precinct 4(2) provides 148 hectares, the majority of which will be a golf course, surrounded by publicly accessible walking and cycling routes and including areas of preserved vegetation and WSUD devices. Together, these areas represent approx 55% of the site.

In addition, further areas within the residential, Marina Precinct and MIBA will also be utilised for common open space, as well as provision of Private Open Space within the development areas.



PRELIMINARY ONLY



*Note*  
All dimensions and areas are approximate only, and are subject to survey and Council approval.

Dimensions have been rounded to the nearest 0.1 metres.

The boundaries shown on this plan should not be used for final detailed engineers design.

*Note*  
The areas calculated are approximate and do not include berms associated with flood management or minor areas around the periphery of the development footprint

Flood information provided by  
Cardno Flood Modelling Plans.

AMENDMENTS

CLIENT **Northeast Business Park Pty Ltd**

PROJECT **Northeast Business Park**

*Open Space Precincts  
Flood Prone  
Land Analysis*

Level Datum	
Origin	
Date	23 JULY 2008
Surveyed	
Comp By.	WNW/KCH
DWG Name.	20430-QLines
Local Authority	Moreton Bay Regional Council
Job Reference	20430
Scale	1:15,000 @ A3
Plan Reference	20430-68a



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**LEGEND**

- Precinct Areas
- Q100
- Q20

**STATISTICS**

Area Above Q100 (Post Earthworks)	20.89 ha
Area Above Q20 but Below Q100 (Post Earthworks)	16.19 ha
Total Above Q20	37.08 ha

0 100 200 300 400 500 600 700 800 900 1000 1100m

Under the proposed tenure and titling regime, as explained in Section 4.2 of the Planning Report, the Open Space Precincts will remain in private ownership, with public access maintained via public thoroughfare easements across recreation areas and pedestrian and cycle networks.

It is recognised that this model differs to the regime envisaged under the *Shire Plan*, however it is proposed in order to provide a responsible management model that does not have significant implications on public institutions, given the overall extent of open space within the development.

## 10.2 NEED FOR OPEN SPACE AND RECREATION FACILITIES

Notwithstanding the planning policy requirement for development to delivery community benefit through the provision of park and open space, there is a need to establish the appropriate form of provision in response to identified community need and the desired level of service provision. This has been addressed extensively in the NEBP EIS (Appendix F - Community Context Report) and in supporting material to the supplementary reporting, which shows that there is a broad requirement for formal and informal sporting, recreation and open space provision.

The significant scale of publicly accessible open space and recreation facilities being provided by NEBP responds to this identified need and the desires expressed by community throughout the consultation program. Consequently, the Landscape Masterplan Report (EIS Appendix P) illustrates how these facilities can be provided. Together, the Community Context Report and Landscape Masterplan establish the extent of facilities necessary, as accommodated in the 260 hectares of Precinct 4(3) Open Space.

## 10.3 PARK AND OPEN SPACE TENURE

Section 4.2 and Appendix B of the Planning Report set out the intention for a long-term land management structure to be established across NEBP, including the areas of open space within Precinct 4(3) Open Space. It is noted that detailed agreements between the proponent and Council over the ongoing tenure arrangement and agreement on maintenance responsibilities/public liability need to be further investigated and jointly considered.

The Planning Report sets out that the open space is to be owned by an entity associated with the proponent, with general public access made available by a public thoroughfare easement in favour of Council. This configuration minimises the burden placed on Council. Maintenance of the open space is intended to be undertaken through the Community Title Schemes and by agreement with Council.

Detailed resolution of these aspects are required for the approval of plans of subdivision of the first stage of the development, and do not need to be fully resolved to enable determinations to be made on the EIS or the current Development Applications for Preliminary Approval. Nonetheless, the proponent will continue to engage with Council to agree preliminary terms for public access, liability and maintenance of the Open Space Precincts.

## 11.0 NEBP AREA PLAN REVISIONS

A series of issues have been raised in submissions to the EIS, seeking minor changes to structure, format and codes proposed within the NEBP Area Plan.

It is proposed that detailed Area Plan drafting matters be addressed directly between MBRC and the Proponent, as these issues are not critical to resolution of the EIS assessment. Discussions with Council Officers have commenced resolution of these detailed matters. Resolution will be necessary prior to determination of the two Preliminary Approval applications, though it is noted that conditions of the CoG's Report may also guide the content of the NEBP Area Plan.

With specific regard to Council's position that the House Code and the Open Space Precincts Code proposed in the NEBP Area Plan revert to the Shire Plan, whilst Council has noted that these areas can default to the Shire Plan with additional, or addendum requirements as necessary, it is considered that the changes from the standard provisions are significantly greater than can easily be addressed in additional and addendum provisions. Furthermore, it is envisaged that a replacement Planning Scheme will be prepared in the foreseeable future across the full Moreton Bay Regional Council area; such a Planning Scheme may not incorporate both the detail or flexibility sought for Northeast Business Park.



## 12.0 CONCLUSION

The Supplementary Planning Report has sought to provide clarification regarding the intent and details of planning related aspects of the NEBP development.

In particular, this report confirms that the NEBP proposals have successfully addressed all relevant aspects of planning consideration. The project is commended for approval on the basis that the development most appropriately satisfies the key tests of the SEQRP and the State Government, namely that NEBP will deliver for the Caboolture community, SEQ and the State the greatest net benefit of all viable alternatives.

The development has been designed as a master planned community with careful regard being placed on the size, location and interrelationship between uses in such a way that each use supports the successful operation of each of the other uses, and that the location responds to the natural features of the site. Further, the mix of land uses has been designed in the context of the surrounding locality, local centres and the SEQ region such that the development itself supports the successful functioning, growth and identity of the region, balancing employment growth with housing, services and recreation opportunities. This integrated approach is a key benefit able to be attained by the masterplanning of a large site.

As illustrated throughout this Supplementary Planning Report, alternative approaches to the development will not satisfy need and demand for maritime, employment and residential uses, and will not provide the opportunities to deliver community services, recreational facilities and the extensive rehabilitation and sustainability advantages inherent in the proposals. The NEBP project achieves a demonstrable overriding need in the public interest, considering that the net positive benefits of the project outweigh the limited impacts upon natural values and the planning policies.

Failure to undertake the development would adversely affect the Caboolture and regional communities, as there is no other site in the region which has the characteristics of this site, or the ability to provide the diverse mix of benefits able to be attained from the NEBP proposal. It is clear that the community would experience significant adverse economic, social or environmental impacts if the proposal were not to proceed: the extent of net benefits are of such a magnitude that the community cannot afford for them not to be realised.

Overall, the Supplementary Planning Report provides clarification regarding the intent and details of planning related aspects of the NEBP development. It is contended that the NEBP proposal has successfully addressed all relevant aspects of planning consideration and so is presented as a signature project for the consideration and approval by the CoG and the Moreton Bay Regional Council.

## APPENDIX A OUM ADVICE

**COPY****Queensland  
Government**

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Office of Urban Management

Department of  
Local Government, Planning  
Sport and Recreation

28 October 2004

Mr J Smith  
Noosa Event  
PO Box 1001  
SPRING HILL QLD 4004

Dear Mr Smith

Reference is made to our telephone conversation on 28 October 2004 regarding the status of development applications that pre-exist at the time of launch of the draft SEQ Regional Plan on 27 October 2004.

As per our discussions, I confirm that under the Section 6 of Division 4 of the draft Regulatory Provisions of the draft SEQ Regional Plan, the draft Regulatory Provision do not apply to development applications made before the day the Regulatory Provisions came into effect. The draft Regulatory Provisions came into effect on 27 October 2004.

I trust this information is of assistance to you.

Yours sincerely

**Lindsay Enright**  
**Director – Planning and Open Space**  
**Office of Urban Management**

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