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Scenic Rim PLANNING SCHEME DIRECTIONS PAPER

AUGUST 2014





REGIONAL MAP



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1 MESSAGE FROM THE MAYOR



In March 2013, Council endorsed the commencement of a three-year process to develop a singular and unified planning scheme covering the entire region.

The new scheme will establish a consistent set of rules but will also protect the individual character of the diverse communities

within the region, and provide for the appropriate regulation of present and future development.

The planning framework needs to strike a balance between protection of the environment, economic development and community well-being, and govern the way that all new development is assessed.

A new scheme will integrate current state legislation and regulations and consequently establish consistency across the region.

Council must pay particular attention to expected population and development growth to ensure that the new planning scheme is capable of delivering that growth in line with the values of our Community Plan.

A key motivator when developing the new planning scheme is job creation. This scheme must encourage and

facilitate business and industry growth and development to be able to provide greater job opportunities and security for the community.

Development of a strong planning framework is underway, and I would like to take this opportunity to acknowledge the work of Council's Planning Team as they diligently work towards delivering our region with a new planning scheme that will shape our region over the next 20 years and beyond.

At the end of the current Council's term, it is envisaged that a new Draft Scenic Rim Planning Scheme document will be on public display. The project will provide many opportunities over the next few years for interested stakeholders and local residents to be involved and have their say.

I take this opportunity to thank stakeholders and interested parties who have already begun contributing their issues, thoughts and ideas on the opportunities this project presents.

I encourage everyone to think about planning for their future, and the future development of our region. I invite you all to have your say in the coming months and years.

Cr John Brent,
Mayor, Scenic Rim Regional Council

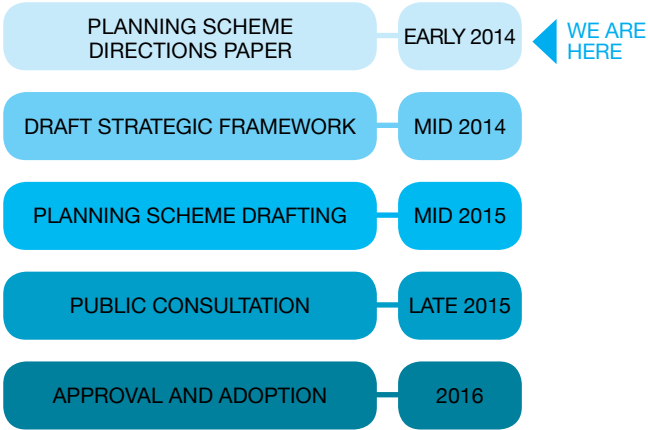
2 INTRODUCTION

The Scenic Rim Regional Council has committed to writing the first Scenic Rim Planning Scheme, which will govern planning and development across the region. A combination of a new state mandate, local government amalgamation and the current age of our planning schemes has provided an opportunity for the region to create a planning document that will apply policy consistently across the region, whilst recognising the unique characteristics of local areas. The new planning scheme will replace the existing Beaudesert Shire, Boonah Shire and relevant parts of Ipswich City planning schemes which are currently in effect across the region.

The new planning scheme aims to strike an appropriate balance between facilitating economic growth, enhancing social characteristics and protecting the environmental and lifestyle values of the region.

The Scenic Rim Planning Scheme Project will be completed over 5 phases, shown in Figure 1, and is anticipated to be implemented in 2016.

Figure 1. Project Phases and Timing of the New Planning Scheme Project



2.1 What is a Planning Scheme?

A planning scheme is a local government tool that regulates new development on land within the local government area. It aims to provide certainty to residents, landholders and investors by identifying the land use intent of particular areas, and the types of development supported. It aims to balance the preservation of private property rights of landowners whilst ensuring unreasonable impacts to neighbouring properties are avoided or mitigated.

A planning scheme will:

- Outline the vision for land use and development within a region;
- Manage and guide future growth;
- Plan for infrastructure to support the community;
- Identify areas and places to be protected from development;
- Regulate the way land, buildings and structures are used; and
- Explain when a development application is required.

A planning scheme cannot:

- Change or remove existing development that has been lawfully created;
- Deal with matters that are not development related;
- Change the decision making process which is controlled by the State Government.

2.2 Purpose of the Directions Paper

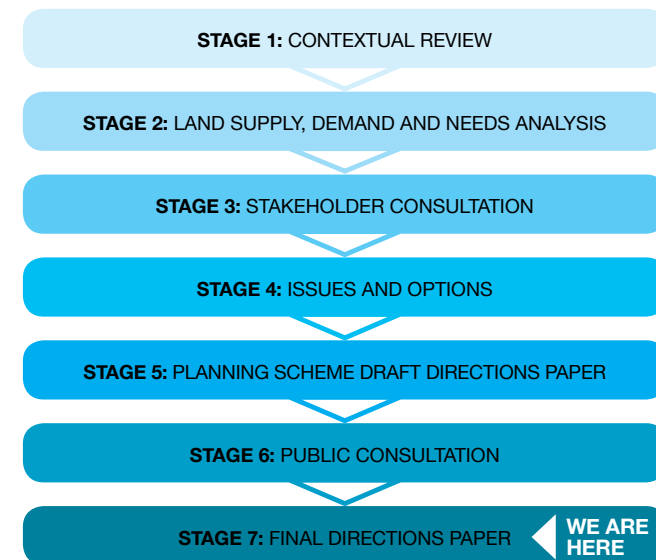
The purpose of this Directions Paper is to communicate the key commitments and policy directions for the new Scenic Rim Planning Scheme. It aims to outline the planning and development challenges faced by Scenic Rim Region, and how Council, through its planning scheme, intends to address these challenges.

The Directions Paper identifies matters Council anticipates the new planning scheme will address, and provides information as to how the planning scheme intends to address those matters.

2.3 Informing the Directions Paper

This Directions Paper represents the final stage in developing Council's agreed policy directions for the new planning scheme. Figure 2 provides an overview of the approach taken by Council in preparing the Directions Paper. This Paper represents Stage 6 of the preparation process. Previous stages of the study have revealed

Figure 2. Overview of Directions Paper



important findings that provide context and background to this Paper.

While the Directions Paper represents the first community-wide consultation event for the Scenic Rim Planning Scheme project, prior targeted stakeholder consultation was undertaken in 2013 to assist in establishing an evidence base for the planning scheme project. Council engaged with residents, local businesses, industry, peak bodies and government agencies during 2013 to gather local knowledge and expert insight as to the issues, challenges, opportunities and needs affecting planning and development activities. The outcomes of this consultation can be found in the *Consultation Report for Policy Positioning June-September 2013* on Council's website at www.scenicrim.qld.gov.au.

A significant community consultation campaign was also undertaken in the preparation of the Scenic Rim Community Plan 2011-2026 producing a shared vision, outcomes and priorities for the entire region. The planning outcomes and priorities expressed in the Community Plan document have been used as a foundation for this Directions Paper and will inform the development of the planning scheme.

2.4 Community Consultation

A draft Directions Paper was released for consultation between March 26 and 2 May 2014. The outcomes of the consultation can be found in the *Consultation Report for the Directions Paper March - May 2014* on Council's website. The feedback received during the consultation period has been taken into consideration during the finalisation of this document and all feedback will be further considered during the drafting of the planning scheme.





3 OUR COMMUNITY AND PLANNING CHALLENGES

The Scenic Rim local government area (the Scenic Rim Region) is located within South East Queensland, approximately 50km south of the Brisbane central business district (CBD) and 30km west of the Gold Coast. It was established in 2008 through the amalgamation of the former Shires of Beaudesert and Boonah and parts of the City of Ipswich, and is bounded by the local government areas of the Gold Coast to the east, Logan and Ipswich to the north, and Lockyer Valley and Southern Downs to the west. The southern boundary of the Region is delineated by the Queensland/New South Wales border.

The Scenic Rim Region contains land and soil for agricultural activity, important natural resources for economic use, large tracts of remnant vegetation and areas of significant biodiversity values. It includes water catchments that provide essential ecosystem services and storage for urban populations, in addition to important recreational and tourist areas for both residents and visitors. With this variety of economic, environmental and social activities, there are conflicting views as to the role the Scenic Rim should fulfil in the future.

From a rural perspective urban expansion into rural areas is primarily viewed as a threat to rural lifestyle and production, though the economic linkages between rural and urban areas are increasingly based on population growth, decentralisation of employment opportunities and the ability to commute significant distances to work.

From an urban perspective nearby rural areas satisfy urban needs in terms of recreational and tourism pursuits, the supply of natural resources and primary produce, and environmental management.

Understanding the state, regional and local interests in the future development of the Scenic Rim Region, including the challenges and expectations of business, residents and visitors, provides important context and values to the development of strategic directions for the new Planning Scheme.

The following sections of this paper highlight some important characteristics and challenges confronting the region which will be considered in preparing the new Scenic Rim Planning Scheme.

3.1 Population and Settlement

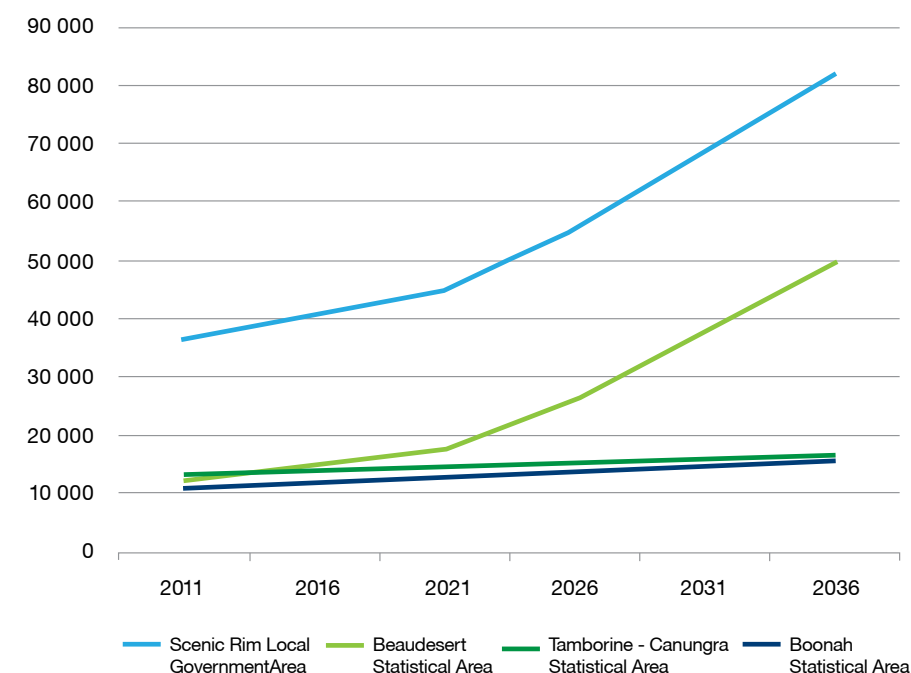
The Scenic Rim Region comprises a range of landscapes from world heritage listed national parks to agriculture and lifestyle focused enterprises, to the principal centres of Tamborine Mountain, Beaudesert and Boonah. It covers an area of approximately 4,256 km² and in 2014, is estimated to be home to approximately 38,150 people.

Between 2006 and 2011 the population of the Scenic Rim Region grew at an average of 1.9% per annum, slightly below Queensland's growth rate of 2.0%. However population projections to the year 2036 indicate the Scenic Rim Region's population is expected to almost double to 81,896 persons. Most of this growth is expected to be accommodated in the Beaudesert sub-region, and to a

lesser extent Boonah and surrounding townships. The eastern portion of the region is expected to yield limited future growth. At the same time, visitor numbers are also expected to increase from within South East Queensland (SEQ) and other parts of Australia and overseas.

Current Queensland Treasury and Trade (QTT) medium series growth projections to 2036 suggest the Beaudesert sub-region will account for the greatest share of the Scenic Rim region's population growth, as shown in Figure 3.

Figure 3. Scenic Rim Region Population Projections 2013 - 2036



The region's population is fairly evenly distributed between the sub-regions of Beaudesert (34% of the region's population), Boonah (30%) and Tamborine-Canungra (36%). The settlement pattern of the Region includes three primary urban centres and many small towns with populations between approximately 500 and 1,500 people that are dispersed amongst rural land. Almost 60% of the population reside in a recognised urban centre, meaning that over 40% of the population reside on rural lands within the Scenic Rim.

The predicted rate of growth and dispersed settlement pattern continues to present a range of planning and development challenges, such as:

- Ability to provide and maintain expected standards of infrastructure and services,
- High car dependency and reduced transport choice,
- Potential for environmental, ecological and natural habitat degradation,
- Reduction in viable agricultural land, and
- Increased social conflicts between agricultural production and lifestyle residents.

3.2 Household Composition and Tenure

The Scenic Rim is home to about 13,280 households with an average household size of 2.8 persons. The typical dwelling is detached housing, representing approximately 94% of all private occupied dwellings in the region (compared to 76% in South East Queensland (SEQ) and 78% for Queensland (QLD)).

Two person households are the most common in our Region, dominated by couple families with no children. Lone person households are also significant. In 2011, single and two person households in the Scenic Rim represented almost two thirds (62.9%) of all households. The increased prevalence of smaller households is expected to continue, fostered by an ageing population.

Preliminary assessment indicates there is a significant shortfall in smaller housing options suited to one and two person households. This shortfall will become more pronounced if measures are not taken to assist the provision of smaller housing options in coming years.

3.3 Employment and Industry

The Scenic Rim Region's economy is relatively diverse. The Scenic Rim's industry profile highlights the region's comparative strengths in agriculture, construction, education services, government services and tourism

related activities. Agriculture is the largest employer followed by retail trade, health care and social assistance, tourism and education.

Compared to SEQ and Queensland, the Scenic Rim's industry specialisations are in:

- Agriculture, forestry and fishing
- Accommodation and food services
- Art and recreation services
- Education and training; and
- Public administration and safety.

Agriculture is the most significant contributor to the Scenic Rim Region in terms of gross value of production and employment. The agricultural sector supports horticultural crops, dairy farming, grazing and livestock slaughtering, poultry, equine and turf farming. Agriculture provides 13% of all jobs located in the region and, in terms of employment is dominated by beef cattle farming (32%), dairy cattle farming (17%), fruit and vegetable growing (17%) and horse farming (10%).

Manufacturing is a large employer in the region and shows potential for increased growth in coming years. The manufacturing sector employment profile reveals the largest sub-sectors are closely linked to the region's agricultural base, including meat and poultry processing and food and beverage product manufacturing.

Considerable growth in employment is also expected with the development of industrial uses at Bromelton, identified as a State Development Area and recognized as a regionally significant employment area for South East Queensland.

Tourism also represents significant employment in the region. With the healthy growth of the cultural and creative industries across Queensland, and the State government's interest in growing the tourism industry, further growth in this sector is expected within the Scenic Rim, particularly in the accommodation and food sectors.

3.4 Environment and Scenery

The Scenic Rim Region is one of the most biologically diverse places on earth, and is home to Gondwana Rainforest World Heritage areas, sub-tropical rainforests, outstanding natural values and heritage of national, state and local significance.

Residents and visitors value the combination of diverse and culturally significant landscapes that shape the Scenic Rim's economy, culture, liveability and lifestyles.

Both quality and diversity within the region's landscapes are significant attractions for tourists, and provide residents with a range of recreational activities.

Planning has a critical role to play in supporting the protection of our environment and heritage for current and future generations, while enhancing the sustainability and liveability of our region. Effective planning should assist the protection of the health and quality of our natural environment, waterways, ground water, biodiversity, heritage, air, acoustic environments, property, people and their lifestyle.





4 SETTING THE SCENE

4.1 Queensland Planning Reform

The Queensland Government is reforming the current planning and development system with the intent to:

- Streamline assessment and approval processes,
- Remove unnecessary red tape,
- Re-empower local governments to plan for their communities.

Key elements of planning reform include:

- A single State Planning Policy (SPP) released in December 2013, which defines state interests with respect to development and planning in Queensland,
- the proposed *Planning For Queensland Development Act* set to replace the *Sustainable Planning Act 2009* in 2015,
- A review of the local infrastructure contributions framework system with the aim to introduce a more balanced infrastructure charging framework, and
- A review of the SEQ Regional Plan 2009-2031 to avoid duplication with other planning instruments and focus on those state interests that require regionally specific policy direction.

4.2 State Interests

The SPP identifies the state's interests with regard to planning and development and how they must be addressed by local government planning schemes.

The SPP identifies 16 state interests across five broad themes, including:

- Planning for liveable communities and housing,
- Planning for economic growth,
- Planning for environment and heritage,
- Planning for hazards and safety, and
- Planning for infrastructure.

A key challenge for the new Scenic Rim Planning Scheme is to appropriately balance competing state and local interests. Indeed, the SPP acknowledges that there may be competing and/or conflicting state interests and directs local government to:

- Apply the drafting principles set out in the SPP
- Consider the state interests in their entirety
- Address the regional and local context.

The SPP does not give more weight to any particular state interest over another. It is therefore vital that the regional and local context is appropriately understood and considered when deciding how best to achieve state interests at the regional or local level through the local planning scheme.

Prior research has established a strong evidence base and understanding of the local and regional context that has been used in the preparation of this Paper. In circumstances where gaps in knowledge exist, Council has made a commitment to undertake further research to ensure an appropriate understanding is acquired to

appropriately address both state and local interests. Accordingly, this Directions Paper considers all relevant state interests identified in the SPP.



4.3 Local and Regional Interests

The SEQ Regional Plan 2009-2031 is currently undergoing a significant review to ensure alignment with other planning instruments and focus on State Interests that require regionally specific policy direction. It is anticipated that the new SEQ Regional Plan will align with the themes of the single SPP and reduce regulation and State influence with regard to local planning and development matters.

In this context, local government planning schemes and local communities are likely to acquire increased responsibilities and control in dealing with matters of local and regional interest.

The Scenic Rim Community Plan 2011-2026 has been informed by significant community engagement and appropriately expresses a range of important local interests and community expectations. It remains a principal document that will inform the drafting of the new Planning Scheme.

A key challenge for the new Planning Scheme is to appropriately integrate and balance local, regional and state interests. This will inevitably require negotiation and compromise between interest groups and stakeholders to ensure the new planning scheme meets its legislative requirements and facilitates achievement of the community's vision.

The planning scheme will also need to consider the local indigenous heritage in accordance with the relevant State

and Federal Acts (being the *Aboriginal Cultural Heritage Act 2003* and the *Environment Protection and Biodiversity Conservation Act 1999*) during its drafting.

The strategic framework of the new Planning Scheme will set Council's policy direction and form the basis for achieving the community's vision for the region and addressing state interests. The strategic framework is a mandatory component of all planning schemes and will be given statutory effect through its use in the assessment of development.

Five broad themes have been identified that Council considers best address and integrate local, regional and state interests and were therefore chosen to guide the strategic directions for planning and development in the Scenic Rim Region, including:

- Environment and Scenery,
- Growing Economy,
- Communities and Character,
- Managed Natural Resources and
- Sustainable Infrastructure.

All local, regional and state planning and development interests can be addressed under these themes. Sub-themes have been used to provide specific local context to each theme and develop key strategic directions for the new Scenic Rim Planning Scheme.

It is acknowledged that gaps in data and knowledge exist across a range of topics which make it difficult to adequately assess the preferred direction or outcome for particular issues. Rather than choosing an inadequately informed direction or option, many of the strategic directions make commitments to address knowledge gaps through the commitment to further investigations or research.

The community's vision for the Scenic Rim is "by 2026, Scenic Rim will be a network of unique rural communities embedded in a productive and sustainable landscape.

We will enjoy a high quality rural lifestyle in self-reliant communities that provide a choice of quality local food, products, services and recreation opportunities. Our residents will have affordable transport options and ready access to the broader South East Queensland region.

Our community will support sustainable farms, businesses and industries that are compatible with our environment and lifestyle and provide rewarding employment and prosperity for residents. Residents will benefit from the region's productive farmland, stunning natural environment and character filled towns and villages which attract tourists and visitors and provide ecosystem services for the broader South East Queensland community.

Scenic Rim will be an inclusive, caring and creative environment with healthy and active residents. The region will provide a happy, safe and nurturing environment for children and families.

We will participate in planning and managing our communities and act to ensure the Scenic Rim is enhanced for future generations".



5.1 Environment & Scenery

Effective planning should assist the protection of the health and quality of our natural environment, waterways, biodiversity, heritage, air, acoustic environments, property, people and their lifestyle.

In a broad sense, there is agreement at all levels of government that sustainable planning will balance the preservation of important environmental values with economic growth, job creation and social wellbeing. The challenge is to translate this into efficient and effective policy and regulatory frameworks, based on sound evidence and need.

Accordingly, Council has categorised this theme of Environment and Scenery into four elements that capture the core issues associated with the understanding, preservation and planning of important environmental considerations, including:

- Nature conservation and biodiversity,
- Environmental quality,
- Natural Hazards,
- Landscape values.

Each sub-theme is discussed in detail below.

The Environment and Scenery theme addresses state interests relating to:

- Planning for environment and heritage,
- Planning for hazards and safety,
- Planning for liveable communities and housing, and
- Planning for economic growth.

5.1.1 Nature Conservation and Biodiversity

Biodiversity is the “*the variety of all life forms*” (DHP 2013) in an area. It is typically measured in terms of genetics, species and ecosystems across local or regional areas.

Biodiversity is an indicator of the overall health of an ecosystem. The greater variety of organisms in a particular area, the healthier the ecosystem is likely to be. Biodiversity also represents the resilience of an ecosystem to respond to change whilst maintaining its basic functions and services it provides to society.

Protecting and enhancing biodiversity necessitates the conservation of natural areas. However, biodiversity is not the only reason to conserve natural environments. Natural environments and ecosystems contribute to the quality of life and human wellbeing. One way to measure and value natural environments is through assessment of the ‘ecosystem services’ they provide. ‘Ecosystem services’ is a measure of the benefits people obtain from ecosystems.

You can find out more on ecosystem services. The SEQ Ecosystem Services Framework is available on Council’s website at www.scenicrim.qld.gov.au.

Strategic directions

Given the significant biodiversity and environmental values of the Scenic Rim and the associated economic and social values and services they provide, Council is committed to understanding, identifying and appropriately protecting areas of high value ecosystem services and biodiversity.

Key state and local directions of the new planning scheme are identified below.

State directions

- Consideration of matters of national environmental significance and requirements of the *Environmental Protection and Biodiversity Conservation Act 1999*, including, among others, world heritage properties, national heritage places, and listed threatened species and communities.
- Identification of matters of state environmental significance including, among others, protected areas and threatened wildlife under the *Nature Conservation Act 1992* and regulated vegetation under the *Vegetation Management Act 1999*.
- Locating and managing development in appropriate areas that avoids significant adverse impacts on identified matters of environmental significance.
- Maintaining or enhancing ecological connectivity.
- Facilitating protection of matters of state environmental significance as directed by the State.
- Establishing vegetation offsets policy to mitigate adverse impacts of development.
- Facilitating a net gain in koala bushland habitat in the South East Queensland region.

Local directions

Preparation of a Scenic Rim Biodiversity Strategy that:

- identifies matters of regional and local environmental significance.
- considers ecosystem services to inform nature conservation and management across the region, and
- examines locational principles for vegetation offsets policy.

5.1.2 Environmental Quality

Environmental quality refers to a set of characteristics of the environment that impact on quality of organisms or human beings. For the purposes of the new Scenic Rim Planning Scheme it includes all runoff and emissions (such as air, gas, water, waste, noise, vibrations, odour, light etc.) generated from land use activities, and the impact they may have on the quality of the surrounding environments or sensitive land uses.

The primary source of pollutants in Scenic Rim waterways are generated from stormwater, on-site sewerage facilities, and fertilizer and faeces runoff from rural production activities. Catchment water quality for the Logan, Albert, and Bremer catchments ranged from Poor to Fair, representing a general decline in catchment health across the region in recent years.

Air quality in the Scenic Rim is impacted by emissions from a number of different types of land use activities, including transport, industry, rural production and domestic

activities. Air quality in the region is considered of a good standard, with evidence suggesting steady or slightly improving performance despite growth in population and economic activity in South East Queensland.

Odours, noise and dust generation can be primarily attributed to primary production and industrial activities within the Scenic Rim. Planning Scheme provisions regarding intensive rural production activities, particularly poultry farms, have given rise to concern from both operators and nearby residents.

Strategic directions

With significant industrial development planned for the Bromelton State Development Area near Beaudesert, and ongoing amenity conflicts between agricultural producers and lifestyle residents, clear standards of environmental quality are important for effective planning and community certainty. Key state and local directions of the new planning scheme are identified below.

State directions

- Facilitating the protection of environmental values and the achievement of water quality objectives.
- Adopting appropriate stormwater management design objectives and facilitating innovative and locally appropriate solutions for stormwater management that achieve relevant stormwater management design objectives.
- Identifying land for urban or future urban purposes in areas which avoid or minimise the disturbance to natural drainage, erosion risk, impact on groundwater and landscape features.
- Including requirements that development for an urban purpose is located, designed, constructed and/ or managed to avoid or minimise:
 - a) impacts arising from:
 - i. altered stormwater quality or flow, and
 - ii. waste water (other than contaminated stormwater and sewage), and
 - iii. the creation or expansion of non-tidal artificial waterways, such as urban lakes, and
 - b) the release and mobilisation of nutrients that increase the risk of algal blooms.
- Including requirements that development in water catchments is undertaken in a manner which contributes to the maintenance and (where possible) the enhancement of water quality to protect the drinking water and aquatic ecosystem environmental values in the catchment.
- Consideration of Seqwater Development Guidelines: Development Guidelines for Water Quality

Management in Drinking Water Catchments 2012 or similar development assessment requirements.

- Locating industrial land uses and major sport, recreation and entertainment facilities in areas that avoid, mitigate and manage the adverse impacts of emissions on sensitive land uses.

Local directions

- Adoption of appropriate evidence-based environmental quality standards, based on accepted Australian Standards and QLD environmental protection legislation, to ensure development does not unreasonably impact surrounding amenity or health.
- Avoidance of duplication and inconsistencies with existing environmental legislative standards.
- Consideration of surrounding private property rights and development potential in the assessment of higher impact land uses.

5.1.3 Natural Hazards

An effective planning system has a critical role in avoiding or minimising the potential impacts of hazards brought about by extreme weather events and natural processes.

Flooding, bushfire and landslides are natural hazards which can have a significant impact on people, property, the economy, environment and infrastructure across rural and urban areas.

Mitigation methods for natural hazards need to allow for innovation and flexibility to respond to changing circumstances, changing vulnerability and risk, and improved information and knowledge. Also, biophysical change and its impacts need to be recognised including the importance of community resilience.

Strategic directions

Planning for natural hazards through land use planning can also significantly reduce the impact and legacy disaster events place on a community, and improve a community's ability to respond and recover from natural disasters.

Key directions of the new planning scheme are identified below.

State directions

- Identifying natural hazard areas for flood, bushfire and landslide.
- Including provisions that seek to achieve an acceptable or tolerable level of risk, based on local natural hazards study and risk assessment.

- Including provisions that require development to:
 - a) avoid natural hazard areas or mitigate the risks of the natural hazard, and
 - b) consider disaster management capacity and capabilities, and
 - c) avoid an increase in the severity of the natural hazard.
 - d) maintain or enhance natural processes and the protective function of landforms and vegetation that can mitigate risks associated with the natural hazard.
- Facilitating the location and design of community infrastructure to maintain the required level of functionality during and immediately after a natural hazard event.
- Planning for development involving the storage of hazardous chemicals that exceed a hazardous chemicals flood hazard threshold in a flood hazard area, to minimise the likelihood of inundation of flood waters from creeks, rivers, lakes or estuaries on storage areas.

Local directions

- Committing to further local natural hazard studies for flood and bushfire that consider the likely impacts of biophysical change.
- Reviewing and consideration of existing local natural hazard studies to inform hazard risk.

5.1.4 Landscape Values

Landscape value is highly regarded by residents and visitors who use regional landscapes for recreation and tourism and enjoy its contribution to the scenic amenity and lifestyle of the Scenic Rim. Landscapes can comprise a range of functions and services that are of value in their own right, but importantly, provide economic, environmental, social and cultural values to humans.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Considering the location and cultural heritage significance of world heritage properties and national heritage places, and the requirements of the *Environment Protection and Biodiversity Conservation Act 1999*.

- Maintaining or enhancing areas of high scenic amenity, and important views and vistas that contribute to natural and visual amenity.
- Maintaining or enhancing opportunities for public access and use of natural areas, rivers, dams and creeks.
- Considering local character and historic features that support community identity, while promoting appropriate innovation and adaptive re-use that is compatible and sensitive to the local character and historic context.
- Identifying and protecting opportunities, localities or areas appropriate for tourism development, both existing and potential.

Local directions

- Undertaking a landscape assessment to inform the appropriate management of development outcomes, including development opportunities and constraints.



5.2 Growing Economy

This theme is focused on retail, commercial, agricultural, industrial and tourist enterprises and supporting and innovative industries which create money for and/or within the region.

Providing a regulatory environment that facilitates a diverse local economy with a range of business opportunities and employment options allows industry sectors to rapidly respond to changing needs and builds resilience to economic downturns. Planning for a growing and diverse economy will also enable Scenic Rim businesses in traditional and emerging sectors to innovate and capitalise on new opportunities.

Council has categorised the Growing Economy theme into four sub-themes that best integrate local and state interests with regard to economic development and growth of the region, including:

- Activity centre network
- Diversity, value adding, innovation and supply chains
- Industrial activities
- Tourism activities

Each sub-theme is discussed in detail below.

The Growing Economy theme addresses state interests relating to:

- **Planning for economic growth, and**
- **Planning for hazards and safety.**

5.2.1 Activity Centre Network

An effective activity centre strategy will concentrate activity within centres increasing vibrancy and encouraging a compact urban form which results in a better use of infrastructure and sustainable development practices. The strategy will also encourage an activity centre network which appropriately serves neighbourhood, local and regional social, retail and business needs of the Scenic Rim.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Facilitating the efficient development of activity centre land by adopting the lowest appropriate level of assessment for retail and commercial uses.

Local directions

- Preparation of an Activity Centre Strategy that:
 - defines the role and function of each activity centre,
 - ensures an appropriate supply of land for supported activities, and
 - provides locational and design principles that facilitates desired development outcomes within activity centres.
- considers out of centre retail and commercial development, and only supports out of centre development in situations where it can be satisfactorily demonstrated that there is an overriding need.

- reviews local car parking studies to investigate methods to enhance amenity, accessibility and function of activity centres.
- considers development feasibility in the development of design and built form provisions.

5.2.2 Diversity, Value Adding, Innovation and Supply Chains

The ability for business and enterprise to expand, innovate, co-locate and find new sources of revenue increases economic competitiveness and builds economic resilience to changing circumstances. Business diversity and flexibility also increases the resilience of various economic sectors, including their ability to adapt to changing circumstances throughout stages of business growth.

Industry requirements are continually changing through technological advancements and innovation and the response by industry to these market changes are dynamic and will influence land and operational requirements of industry sectors. Planning regulation generally lags behind economic cycles, so it is imperative that consideration is given to the flexibility of planning instruments to allow markets to appropriately respond to their changing needs.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Facilitating growth in agricultural production by facilitating opportunities for mutually beneficial co-existence with development that is complementary to agriculture and other non-agricultural uses that do not diminish agricultural productivity,
- Facilitating the development of mixed-use precincts to provide opportunities for a wider variety of uses, local employment, small businesses and innovation.

Local directions

- Supporting and encouraging home based businesses where they do not unreasonably impact the amenity of neighbouring properties.
- Supporting and encouraging mixed business farms where non-primary production uses are ancillary to, and do not compromise, on-site or nearby primary production activities.
- Supporting and encouraging value adding opportunities where they are ancillary to the primary land use activity and require the primary land use activity to operate or remain viable.
- Supporting and encouraging co-location and clustering of compatible industry sectors and supply chains.

5.2.3 Industrial Activities

Industrial activities have specific locational requirements that require consideration of potential impacts to surrounding properties whilst meeting operational needs. This necessitates the early identification of industrial areas that meet industry needs such as access to arterial routes, reticulated infrastructure, appropriate lot sizes, flat topography and adequate separation from sensitive uses.

The Bromelton State Development Area (SDA) will be a major industrial hub and benefit business and industry with high quality access to regional freight corridors, proximity to workforce and separation from conflicting uses. Bromelton offers opportunities for a long term industrial development, particularly in large scale logistics and also hard to locate industries that may need large buffer areas due to odour or noise emissions.

While Bromelton SDA will house a range of industry types, population growth will necessitate an increase in service based or light industries that require locations close to population centres removed from the Bromelton SDA.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Identifying suitable land for industrial development, and providing a mix of zone types and locations that consider existing and anticipated demand, the nature of surrounding land uses, opportunities for mixed uses, and the physical constraints of the land.
- Facilitating the efficient development of industrial land by adopting the lowest appropriate level of assessment for commercial and industrial uses.
- Locating industrial land uses in areas that avoid, mitigate and manage the adverse impacts of emissions on sensitive land uses.
- Locating and managing development for activities involving the use, storage and disposal of hazardous materials and hazardous chemicals, dangerous goods and flammable or combustible substances to avoid or mitigate potential adverse impacts on surrounding uses, and minimise the health and safety risks to communities and individuals.
- Protecting existing and approved 'difficult to locate' land uses or areas from encroachment by development that would compromise its ability to function safely and effectively.

Local directions

- Preparation of an Industrial Land Strategy that:
 - investigates industrial land supply, demand and needs based on employment projections, employee to floorspace ratios, industrial land audit, and industry consultation to inform provisions for industrial land distribution, location and design principles,
 - identifies a short, medium and long term supply of potentially suitable industrial land, and
 - identifies potential strategically located industrial areas for use beyond the life of the planning scheme.

5.2.4 Tourism Activities

The tourism attributes of the Scenic Rim are well known throughout South East Queensland. The tourism industry encompasses a range of activities that generally relate to how people recreate or spend their leisure time. Tourism activities can often be located anywhere, and therefore overlap or integrate with almost any other land use activity.

At the core of a successful tourism sector are attractions supported by competitive and commercially viable products and services. The private sector's capacity to provide such products and services is determined by the price and availability of labour and skills, capital, land and entrepreneurial expertise. In addition, the provision of tourism products is also dependent on the supply of complementary services by the public sector: transport infrastructure, public amenities, cultural services, national parks etc.

Tourism attractions can be described as either the motivator for tourists to visit an area, place or destination, or an experience enhancer, that which enhances a visitors experience once at a destination. In reality, tourist attractions are likely to play dynamic roles depending on the tourist profile and reasons for travel. On the one hand they may be 'part of the mix' of what makes a particular destination appealing to a prospective tourist; on the other hand, they may be the primary reason for travelling to a destination.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Considering the findings of tourism studies and plans that have been prepared by the state for the local and/or regional area, including the Brisbane Regional Tourism Investment and Infrastructure Plan 2008-2018, South East Queensland Country, and the Queensland Ecotourism Plan 2013-2020.
- Facilitating and streamlining the delivery of sustainable tourism development that:
 - is complementary to and compatible with other land uses, and
 - promotes the protection or enhancement of the character, landscape and visual amenity, and the economic, social, cultural and environmental values of the natural and built assets associated with the tourism development,
- Planning for appropriate infrastructure and services to support and enable tourism development.

Local directions

- Identifying, defining and protecting natural tourism assets and values, and identifying associated tourism opportunity areas appropriate for tourism development, both existing and potential.
- Ensuring new development is appropriate to the landscape setting.
- Prioritising areas and localities for preferred types of natural resource use and development where potential resource use conflicts exist.
- Investigating infrastructure capacity in tourism opportunity areas to ensure new development is appropriate, protects tourism values and is in keeping with the landscape setting.
- Facilitating multi-functional public places that support community events and festivals.





5.3 Communities and Character

A key role of planning is to identify a preferred settlement pattern to manage and accommodate population growth. The location of additional housing will inevitably impact lifestyle, landscape values and character of the Scenic Rim. An understanding of these elements is important so that residential development occurs in a way that protects and builds on the region's strengths, is acceptable to the community, and meets the lifestyle needs of existing and future residents.

The Communities and Character theme addresses state interests relating to:

- **Planning for liveable communities and housing, and**
- **Planning for infrastructure.**

5.3.1 Population Growth and Residential Development

An adequate understanding of housing supply and demand factors, demographic needs, housing choice and affordability, and settlement pattern is vital to appropriately managing the expected growth of the region. Diversity of housing types and products within a community provides for more home ownership and rental opportunities and contributes to community health, wellbeing, social diversity and economic diversity. Failure of housing supply to keep pace with rising demand contributes to a number of social and economic implications.

Key challenges confronting the Scenic Rim include:

- Better matching housing supply with demographic needs and addressing the undersupply of smaller dwellings in the region,
- Addressing the high costs of infrastructure provision and maintenance caused by a dispersed low density settlement pattern,
- Managing social conflicts associated with the use of rural lands for agriculture and domestic lifestyle purposes, and
- Increased fragmentation and loss of agricultural land due to rural subdivision and rural residential development.

Strategic directions

Key directions of the new planning scheme are identified below.

State directions

- Facilitating a diverse and comprehensive range of housing options that cater for projected demographic, economic and social profile of the local government area.
- Locating land for housing development and re-development in areas that are accessible and well connected to services, employment and infrastructure.
- Facilitating the consolidation of urban development in and around existing settlements and maximising the use of established infrastructure and services.

- Facilitating land use patterns and development which achieve a high level of integration with transport infrastructure and support public passenger transport and active transport as attractive alternatives to private transport.
- Supporting aged care and assisted living opportunities by facilitating dual occupancy, and traditional and new models of aged care.

Local directions

- Preparation of a Residential Land Strategy that:
 - analyses housing types, lot mix and demographic needs,
 - ensures land zoned for residential development is adequate to accommodate forecast population and distribution.
 - investigates new and emerging models for smaller housing including terrace housing, compact housing, dual occupancy, multiple dwellings, rooming accommodation and freehold and community titled dwelling provision, and provides for best-practice, innovative and adaptable housing design.
 - determines appropriate lot sizes through performance based outcomes.
 - investigates and defines 'rural character' to inform built form and density outcomes.
 - supports and encourages walkable communities around activity and neighbourhood centres.
 - supports and encourages a higher density of residential development and mixed use development in and adjacent to activity centres or service clusters.
- Preparation of a Rural-Residential Study that:
 - Supports and facilitates rural residential development as extensions to rural villages where it can be

appropriately demonstrated that it is required to assist continued service provision and sustain existing infrastructure and facilities.

- Ensures rural residential development does not compromise the efficient provision of reticulated infrastructure to future development opportunities.
- Determines minimum lot sizes based on on-site wastewater treatment and irrigation requirements with consideration of soil types and impacts to surrounding land use.
- Ensures rural and rural-residential subdivision supports food production and protects, enhances and does not compromise the ongoing productive potential of agriculturally capable land.
- Preparation of a Rural Land Strategy that:
 - Investigates agricultural capability and tourism opportunities to determine minimum lot sizes in rural areas and rural precincts.
 - Allows the creation of rural living lots through property amalgamations where it can be demonstrated the outcome better preserves and protects agriculturally productive land and defragments agriculturally capable land.
 - Investigates the use of Transferable Development Rights to facilitate rural land defragmentation and protect dwelling entitlements.

5.3.2 Urban and Rural Character and Design

The Scenic Rim is characterised by wide open spaces, natural landscapes and vibrant villages. A recurring theme within the Community Plan is the protection and promotion of rural character and lifestyle. Identifying important or valued built-form, natural, urban and rural characteristics of a place is a prerequisite to ensuring the design of new development appropriately considers and respects these characteristics.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Including principles of best-practice urban design that promote attractive, adaptable and accessible built environments and enhance personal safety and security.
- Maintaining or enhancing areas of high scenic amenity, and important views and vistas that contribute to natural and visual amenity.
- Considering local character and historic features that support community identity, while promoting appropriate innovation and adaptive re-use that is compatible and sensitive to the local character and historic context.
- Identifying heritage places of local cultural heritage significance and heritage areas.
- Facilitating the conservation and adaptive re-use of heritage places of local cultural heritage significance and heritage areas so that the cultural heritage significance of the place or area is retained.
- Including requirements that development on or in heritage places of local cultural heritage significance or heritage areas:
 - avoids, or otherwise minimises, adverse impacts on the cultural heritage significance of the place or area, and
 - does not compromise the cultural heritage significance of the place or area.
- Facilitating the provision of pedestrian, cycling and public transport infrastructure and connectivity within and between these networks.

Local directions

- Ensuring built form and density provisions are based on performance outcomes associated with character, infrastructure provision and development viability.
- Ensuring development respects natural topography, drainage, mature vegetation and identified landscape values.
- Incorporating walkable community principles in urban design provisions and preferred settlement pattern.

5.3.3 Social Infrastructure and Services

Social infrastructure and services incorporates community facilities, services and networks that help individuals, families, groups and communities meet their social needs and maximises their potential for development and enhances community wellbeing.

Investment in social infrastructure is essential for the health, wellbeing and economic prosperity of communities. Communities at urban fringe and rural locations, such as Scenic Rim, tend to have limited access to required social infrastructure due to the costs of provision to a dispersed community.

Strategic Directions

The role of the planning scheme is to facilitate the efficient provision and use of social infrastructure and promote social interaction, public recreation and leisure opportunities. Key directions of the new planning scheme are identified below.

State directions

- Planning for public open space that is functional, accessible and connected, and supports a range of formal and informal sporting, recreational and community activities.
- Facilitating co-location opportunities and protection through consideration of existing and planned social infrastructure.
- Including provisions that support the efficient location and assessment of education infrastructure including both state and non-state education providers.

Local directions

- Investigating appropriate incentives to facilitate the increased provision of social infrastructure by the private sector.
- Coordinating the provision and location of new parks, green-spaces and linkages to incorporate, protect and provide access to landscape values.
- Establishing guidelines and/or locational principles for social infrastructure provision.
- Facilitating community markets, events and festivals in public spaces through appropriate levels of assessment and design provisions.
- Allowing limited non-residential or retail floorspace in public spaces that are ancillary to and enhance amenity, function and enjoyment of the public realm.





5.4 Managed Natural Resources

Tourism, mining and agriculture are the primary resource based industries in Australia. They rely on natural resources to be productive, including soils, minerals, vegetation, water and landscapes.

Natural resource management addresses the way in which people and natural landscapes interact and considers technical, economic, political and social issues related to land, water, soil, minerals, flora and fauna, and other resources.

The Managed Natural Resources theme addresses state interests relating to:

- Planning for economic growth,
- Planning for environment and heritage, and
- Planning for hazards and safety.

5.4.1 Natural Resource Management

At the core of the natural resource management debate are interest groups who either want natural resources protected for their environmental or amenity benefits or exploited for their economic value. Minerals, soils, vegetation and landscapes can be overlapping and may provide multiple, although inconsistent, natural resource opportunities at a single location. Conflict arises when the amenity value of the natural resource is simultaneously an economic value. Resolving these conflicts at a strategic level provides the market and community certainty and increases the efficiency of development regulation.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Applying guiding principles as in Part C of the State Planning Policy.
- Considering state interests in their entirety.
- Addressing the regional and local context.

Local directions

- Managing competing interests of natural resource use to provide market certainty and maximise public benefit.
- Identifying known and protected natural resources including land suitable for agriculture, key resource area (KRAs), matters of national and state environmental significance and significant tourism places or areas.
- Prioritising areas and localities for preferred types of natural resource use and development where potential resource use conflicts exist.

5.4.2 Soils and Agricultural Resources

Agriculture is the driving sector of the Scenic Rim economy. Its potential relies on productive capacity of the soil, which is a finite resource. Agricultural resources are also of state and national importance and need to be protected from incompatible activities that compromise existing or potential productivity. Although planning schemes can't require land managers to utilise the soil to its maximum potential, it can facilitate the sustainable management and efficient use of soils through providing a regulatory environment that supports and protects agricultural activity.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

Protecting Agricultural Land Classification (ALC) Class A and B land for sustainable agricultural use by:

- Avoiding fragmentation into lot sizes inconsistent with the current or potential use of the land for agriculture; and
- Avoiding locating non-agricultural development on or adjacent to this land; and
- Maintaining or enhancing its underpinning land condition and the biophysical resources.
- Facilitating growth in agricultural production and a strong agriculture industry by:
 - considering the value and suitability of land for

current or potential agricultural uses when making land use decisions, and

- considering the planning needs of hard-to-locate intensive agricultural land uses, such as intensive animal industries and intensive horticulture, and
- locating new development (such as sensitive land uses or land uses that have biosecurity risks for agriculture) in areas that minimise potential for conflict with existing agricultural uses through the provision of adequate separation areas or other measures, and
- considering model levels of assessment and including agriculture development codes (or similar development assessment requirements), and
- facilitating opportunities for mutually beneficial co-existence with development that is complementary to agriculture and other non-agricultural uses that do not diminish agricultural productivity.

Local directions

- Investigating a 'rural precinct' approach to establish agricultural production capability and appropriate minimum lot sizes in rural areas.

5.4.3 Extractive Resources

Coal, minerals, petroleum and gas extraction are not regulated under the planning act and as such are not assessed against the planning scheme.

Extractive industries such as sand, gravel and clay are regulated by the planning scheme and are essential to the health of the construction industry and the delivery of infrastructure. Given the high volume, low value nature of extractive resource products it is generally necessary to source extractive resources close to markets. Such locations are often also subject to encroachment from sensitive land uses.

The state has an interest in ensuring that mining and extractive resources are considered in land use planning because of the economic benefits of resource development to Queensland. The interest acknowledges that development decisions will require the careful consideration of competing interests particularly on agricultural land and state important tourism areas which are likely to have landscape values, matters of state environmental significance and important ecosystem services and functions.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Identifying key resource areas including the resource/processing area, separation area, transport route and transport route separation area.
- Protecting the key resource area by providing for appropriate separation distances between the resource/processing area and sensitive land uses to minimise conflict with the use of land in a KRA for an extractive industry.
- Including requirements for the rehabilitation of extractive industry sites so that the environmental, social and economic values of the land are restored

Local directions

- Preparing an extractive industry code that details the local Overall and Specific Outcomes for the development of extractive industries and conditions of operation.

5.4.4 Natural Tourism Assets

The strategic importance of natural tourism assets is to preserve their integrity, including their values, quality and appearance. The Scenic Rim contains World Heritage Listed natural assets including mountains, rainforests and waterways. Other qualities include recreational, high scenic amenity, landscape character and charming villages. These values and features are important to maintaining the lifestyles and wellbeing of residents and visitors and are the foundations for a vibrant and sustainable tourism industry.

Tourism development should be sustainable and appropriate to the local context and character of a place and designed and operated in a way that does not compromise the values or qualities underpinning the attractiveness of a place for tourism purposes.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Considering the findings of tourism studies and plans that have been prepared by the State for the local and/or regional area.
- Identifying and protecting opportunities, localities or areas appropriate for tourism development, both existing and potential.
- Facilitating and streamlining the delivery of sustainable tourism development that:
 - is complementary to and compatible with other land uses, and
 - promotes the protection or enhancement of the character, landscape and visual amenity, and the economic, social, cultural and environmental values of the natural and built assets associated with the tourism development, and
- Planning for appropriate infrastructure and services to support and enable tourism development.

Local directions

- Considering the findings and recommendations of the Scenic Rim Biodiversity Strategy.

5.4.5 Water Resources

Security of water resources is critical to the efficient and effective functioning of the economy and society. All naturally occurring freshwater, both overland and underground, is a State resource regulated under the *Water Act 2000*. Taking or interfering with a water resource requires assessment and approval by the State.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Considering the location of bulk water supply infrastructure.
- Protecting existing and approved future bulk water supply infrastructure locations and corridors from development that would compromise the corridor integrity, and the efficient delivery and functioning of the infrastructure.
- Recognising the industrial nature of some bulk water supply infrastructure and protecting it from encroachment by sensitive land uses, where practicable.
- Ensuring development within water supply buffer areas of Wyaralong, Maroon, and Lake Moogerah considers the specific outcomes and measures contained in the Seqwater Development Guidelines.

Local directions

- Recognising naturally occurring water, including groundwater, as a State resource.
- Recognising commercial groundwater extraction as an Extractive Industry use under the planning scheme.





5.5 Sustainable Infrastructure

The capacity or ability for infrastructure to adequately service development is a critical consideration in the efficient and effective functioning of areas as well as the viability of development. Given the public and private costs associated with infrastructure provision and maintenance, it is necessary to ensure infrastructure is provided in a sustainable manner.

The Sustainable Infrastructure theme addresses state interests relating to:

- **Planning for infrastructure, and**
- **Planning for liveable communities and housing.**

5.5.1 Land Use and Infrastructure

Land uses that place increased demand on infrastructure (through increasing people or economic activities in an area) are part of the supply chain of infrastructure provision. Land use and infrastructure decision making must be integrated to maximise the efficiency of existing infrastructure and the sustainable supply of new infrastructure.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Locating development in areas currently serviced by infrastructure, or facilitating development that supports the most efficient use and provision of infrastructure.

- Protecting infrastructure from development that may adversely affect the safety and efficiency of the infrastructure.
- Protecting infrastructure, and community health and amenity by ensuring sensitive development is appropriately sited and designed to mitigate adverse impacts on the development from environmental emissions generated by the state transport infrastructure.

Local directions

- Undertaking an infrastructure capacity analysis to inform the preferred settlement pattern and planning scheme density provisions.
- Identifying existing infrastructure constraints and opportunities.
- Considering the cost to the public and private sector including ongoing household costs to provide and maintain infrastructure and desired levels of service when determining development opportunities and densities.
- Considering the efficiency and expected level of service to supply both state and local infrastructure and services when identifying new development or redevelopment opportunities.
- Investigating the development potential of Council owned land and infrastructure assets as a potential driver of economic growth.
- Ensuring any new rural-residential development areas are connected to reticulated water to provide sustainable supply of water and ensure resilience to drought.

5.5.2 Key Infrastructure and Corridors

Protecting both existing and planned key infrastructure sites and corridors from inconsistent development assists in minimising development costs and ensuring development viability.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Identifying and protecting existing and future infrastructure corridors and networks from development that may adversely affect the safety and efficiency of the infrastructure, corridors and networks.
- Identifying a road hierarchy that effectively manages all types of traffic.



5.5.3 Infrastructure Standards

Infrastructure standards are required to ensure the safe and efficient functioning of infrastructure networks. Appropriate standards should be fit for purpose, ensure public safety, minimise the ongoing maintenance costs and meet public expectations.

Strategic Directions

Key directions of the new planning scheme are identified below.

State directions

- Considering the provisions of the revised state-wide infrastructure charging framework when complete.

Local directions

- Differentiation of urban and rural infrastructure standards in response to differing needs and landscape settings.
- Facilitating performance based infrastructure solutions through staged, deferred and negotiated infrastructure outcomes.
- Ensuring infrastructure standards are appropriate to support efficient provision, maintenance and function of infrastructure, and consider landscape values and settings.



6 WHERE TO FROM HERE?

The new Scenic Rim Planning Scheme is being prepared over a three year period and will be completed in 2016.

Council are currently completing a range of studies and reports to provide evidence and inform the drafting of the new planning scheme. Upon completion of these studies and receiving feedback on the proposed strategic directions provided in this Paper, Council will commence drafting the new planning scheme.

The first part of the drafting process involves the preparation of the planning scheme's Strategic Framework. Council aims to seek community feedback on the Strategic Framework in the fourth quarter of 2014.

Council welcomes ongoing community feedback regarding the new Scenic Rim Planning Scheme. There will be a number of opportunities to be involved in the preparation of the new planning scheme over the coming year and Council is encouraging everyone to get involved. If you want to know more about the project please visit Council's website www.scenicrim.qld.gov.au or contact the Planning Scheme Project Team at mail@scenicrim.qld.gov.au

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