Urban Transformation

Directions Paper for the Future of the Sunshine Coast

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Contents

Project Overview 01
A vision for the Future 06
Shaping Growth 08
Urban Form Choices 16
Directions 26
The Sunshine Coast has long been known for its outstanding natural assets, landscapes and lifestyles. Now it is also one of Queensland’s fastest growing regions and one of the ten most significant urban areas in Australia. This is an important stage in the Sunshine Coast’s evolution. Growth brings with it exciting opportunities for a stronger economy, more jobs and greater liveability. It also creates some challenges around the protection of natural assets, character and lifestyle.

In response, the Sunshine Coast Planning Scheme 2014 outlines a strong plan for growth to guide development to 2031. This position is based on well-defined urban and rural residential areas with a progressive transition towards a more compact and efficient urban form. Outside these areas, rural and natural areas are intended to be protected and enhanced. The State government has recently released the SEQ Regional Plan to manage growth in the region to 2041. The Directions Paper will inform ongoing discussions and planning by setting out some important choices we face in accommodating growth, establishing clear directions for the desired settlement pattern for the Sunshine Coast, and identifying high level parameters to guide future planning for growth.

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

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

Key growth sectors include health and well-being, education and research, knowledge industries and professional services, tourism, sport and leisure, aviation, agribusiness and clean technologies. These businesses will create increased local employment opportunities and attract more young people and families.

Council has recognised that a leading regional economy will require investment and has identified a number of “game changer” projects such as:
- Maroochydore City Centre
- Sunshine Coast Airport expansion
- Sunshine Coast Public University Hospital and health precinct
- Sunshine Coast solar farm
- Sunshine Coast priority transit corridor (light rail)
- Sunshine Coast International Submarine Broadband Cable.

The coastal corridor between the Sunshine Coast Airport and Caloundra South, known as the Sunshine Coast Enterprise Corridor, will be a strategic focus for many of the new economic opportunities and game changer projects.

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

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

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

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

Growth related opportunities
Population growth is often greatest in places that offer a high level of liveability and have growing economies. In the new global economy, more liveable places are better positioned to attract new investment. In turn, population growth can support a healthy, diversifying economy, with a larger market and demand for a wider range of services. Importantly, opportunities are also needed to accommodate new business and clean industries in locations that are highly accessible to the people they employ and service. Larger communities also attract higher order publicly funded services, facilities and infrastructure. Growth can be harnessed to increase housing options for all groups in the community including younger adults - a segment of the population the Sunshine Coast needs to retain. Opportunities to establish new housing are needed to avoid pressure on affordability and to meet the needs of a diverse community. Whilst greenfield development will continue to play an important role, opportunities for redevelopment in existing urban areas will become more important over time.

Current residents
293,000
in 2016

Future population growth
+54%
by 2041
(Total = 500,000)

New residents
207,000

Current dwellings
126,000
in 2016

New dwellings
100,000
+ over the next 20-25 years

A ‘business as usual’ approach to managing growth will have implications for liveability, sustainability and natural amenity.
While the Sunshine Coast lifestyle remains one of the region’s strengths, community and visitor surveys suggest that it is being increasingly perceived as having poor affordability and a high cost of living. The Sunshine Coast has also been identified as the third least affordable city in Australia.

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

While the initial purchase price of new housing may be less expensive in outer areas, the on-going cost and time involved in travel to jobs, education and services can be significant. Increasingly, housing options need to be created close to future job opportunities and other services, so that the cost of transport combined with the cost of housing provides for affordable living.

In 2011, the Sunshine Coast had a higher proportion of children (under 15) and older people (over 45) compared to the rest of Queensland, with significantly fewer people in the 15-35 age group. Gaps in employment, education and lifestyle opportunities may contribute to the lower proportion of young adults.

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

There are few areas remaining on the Sunshine Coast which are physically unconstrained or without intrinsic value as agricultural, landscape or ecological resources (refer Figure 2). The northern coastal parts of the Sunshine Coast (north of the Maroochy River) are particularly constrained by sensitive ecological areas and land with important natural functions, like flood plains and wetlands. As a consequence, new development areas are intended to be concentrated in the southern parts of the coast, such as at Caloundra South and Palmview. The Sunshine Coast’s settlement pattern is also shaped by various inter-urban breaks. Further outward urban expansion would inevitably reduce the extent of these breaks and their contribution to the Sunshine Coast’s character and identity.

At a regional scale, the most significant inter-urban break is between the Sunshine Coast and the urban parts of the Moreton Bay Regional Council area. This area supports a wide range of economically significant activities and plays important ecological, scenic and cultural roles, including the protection of water quality in Pumicestone Passage and the cultural heritage values of the Glass House Mountains.
The pattern of urban development has a direct impact on the cost to government and the community to provide and maintain essential infrastructure such as sewerage, water supply, drainage networks, open space, transport systems and other infrastructure, as well as services like schools, health facilities and education.

A pattern of continued outward expansion is generally a much more costly way for governments to provide communities with infrastructure, facilities and services. If not managed efficiently, the long term cost of servicing urban growth can impact on the financial sustainability of service providers and translate to higher costs for the community.

Where capacity is available within existing networks (or can be cost efficiently augmented), redevelopment within existing urban areas represents a much more cost effective way of accommodating growth. In addition, integrating land use and transport provides a strong basis for investment and employment, leading to improved sustainability.

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

A more compact settlement pattern would increase the proportion of people living closer to work, facilities and services. Supported by better public transport, it could reduce the growth in travel by private vehicles and maximise trips by public transport, walking and cycling.

Economic & Financial Sustainability

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Transport and Congestion

Over 86% of all trips are currently undertaken by private vehicles on the Sunshine Coast, with only around 3.6% of all trips undertaken by public transport.

Without providing additional options to the available travel modes, transport modelling has suggested that there will be about 450,000 additional daily private car trips by 2031 (an increase of more than 60% from 2011), which would have a significant impact on the region’s road network. Continued dependence on private vehicles and fossil fuel will also work against Sunshine Coast’s vision.

Accommodating growth through continued outward expansion of the urban area will increase dependence on cars, travel distances, travel times and congestion. Community and visitor surveys suggest that the Sunshine Coast is already perceived as having poor public transport and there are concerns that growth will lead to more congestion.

A more compact settlement pattern would increase the proportion of people living closer to work, facilities and services. Supported by better public transport, it could reduce the growth in travel by private vehicles and maximise trips by public transport, walking and cycling.

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

How we currently travel

Sunshine Coast 2011

- 86% by car (1,200,000 trips)
- 3% by bus or rail (40,000 trips)
- 11% walk or cycle (130,000 trips)

Total 1,200,000 TRIPS PER DAY

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

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

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

AIR QUALITY IMPACTS
An additional 400,000 car based trips per day will result in more pollution. These emissions and other transportation pollutants have significant impacts on local air quality and the environment, the economy and resources as well as personal health and well-being.
A half century of growth has seen rapid changes on the Sunshine Coast

Population

1971
36,836

2011
267,241

Building on the Traditional Structure

Initially a string of rural towns and villages and small coastal communities, the Sunshine Coast has grown rapidly over the past four decades.

Rural towns such as Maleny and Kenilworth developed as business and community centres for surrounding rural communities.

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

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

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

Urban Form Choices

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

Population

1971
36,836

2011
267,241

**Legend**

- Coastal Urban Development 'Crescent'
- Distinctive Coastal & Hinterland Villages
- Major Railway Stations
- North Coast Rail Line
- Key Connectors
- Urban Development Footprint
- Potential Greenfield Expansion Zone

**Figure 3: Sunshine Coast Long Term City Shape**

**Figure 4: Urban Growth Choices**
Building on Current Policy Directions

The SEQ Regional Plan sets the framework for planning in the region. This Regional Plan is currently under review with an extended timeframe to 2041. The Sunshine Coast Planning Scheme 2014 includes a Strategic Framework that sets the policy direction for growth on the Sunshine Coast to 2031. These are summarised in the Sunshine Coast Spatial Concept Map 2031 (figure 5).

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

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

Regional employment areas are co-located with activity centres and the game changer projects in the Sunshine Coast Enterprise Corridor at Maroochydore City Centre, Sunshine Coast Public University Hospital and adjacent health precinct, the Sunshine Coast Airport and the University of the Sunshine Coast. Regional industry and enterprise areas include the Sunshine Coast Industrial Park, the Sunshine Coast Airport Industrial Park and the Coolum Industry Park. These areas are supported by other localised industrial areas.

These centres, employment and enterprise areas are intended to be connected by an efficient transport network which promotes public and active transport usage as the basis for a connected and sustainable Sunshine Coast.

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

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

The Sunshine Coast Enterprise Corridor provides a focus for existing and future growth industries, including health and well-being, tourism, and knowledge, research and education. The corridor’s beachside lifestyle and setting is a strong attractor for new investment and significant residential development.

Within the corridor, there are a number of key places and projects including:
- Maroochydore City Centre
- Sunshine Plaza
- Mooloolaba
- Kawana Sports Precinct
- Kawana Town Centre
- Kawana Shoppingworld
- Bokarina Beach project
- Sunshine Coast Public University Hospital and health precinct
- Caloundra CBD Revitalisation

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

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

The transformation of the corridor will help to build a city that is attractive for all ages and income levels, providing housing, employment opportunities and a lifestyle that encourages young adults to stay and prosper in the Sunshine Coast community.

A less car dependent urban form has also been shown to be directly linked with a healthier community. A more compact, urbanised city creates more opportunities for walking and cycling because jobs and services are nearer. More opportunities are also available for community interaction.

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

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

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

Transport accessibility is a critical driver of success in transforming the corridor. It will foster economic activity, support the demand for urban lifestyles and infill housing products and be central to managing localised congestion points.

The relationship is mutually beneficial - an infill focus in the corridor will support light rail and the establishment of a light rail corridor can be expected to be a catalyst for urban infill development. With improved transport accessibility, living and working in the Enterprise Corridor will be a more attractive option.
Growing Centres
The Sunshine Coast’s well-defined centres network provides an important opportunity for business, employment and infill development which will build on the existing services and activities.

The Maroochydore principal regional activity centre provides opportunities for infill development with a new CBD under construction including high order business, employment, services and residential options for the community. In the longer term, other centres will be provided in new major greenfield areas to service community needs.

Other centres provide a focus for infill development which is consistent with their location and scale. Major greenfield areas would be served by future major regional activity centres. The Caloundra South major regional activity centre will be developed in the medium term providing business, employment, services and residential options for the community. In the longer term, other centres will be provided in new major greenfield areas to service community needs.
Greenfield Growth

Short to medium term greenfield growth

In the short term, there are opportunities to expand some of the Sunshine Coast’s centres to diversify the local economies and increase levels of service. Growth in these centres that are located along the North Coast Rail Line provide the additional benefit of increased housing opportunities that are served by public transport services. Approximately 500 hectares of developable land has been identified around smaller urban communities, which collectively might accommodate 3,000 to 5,000 additional dwellings. Communities intended to experience additional growth include the Glass House Mountains, Beerwah, Landsborough, Palmwoods, Nambour, Yandina and Bli Bli.

Major greenfield growth areas

Committed greenfield areas at Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031. However, this is dependent on take up rates, the size of lots and housing established. There have been emerging regional trends towards smaller lots sizes and increasing demand for attached housing which may expand the likely yield from these areas so that they might accommodate additional growth.

The SEQ Regional Plan 2009 includes two longer term Identified Growth Areas on the Sunshine Coast at Beerwah-Caloundra South (Beerwah East) and Caloundra Creek. As part of a preliminary submission to the SEQ Regional Plan review, council outlined extensive research on the suitability of these areas for urban development. This research concluded that Caloundra Creek is unsuitable for urban development, due in part to the erosion of the Inter-Urban Break and the potential impacts on water quality in the Pumicestone Passage. In addition, this location is difficult to service with efficient public transport and is more likely to place additional pressure on the road network. For these reasons, Council does not support Caloundra Creek as an area that may be suitable for future urban growth, nor its inclusion in the SEQ Regional Plan urban footprint.

Beerwah East represents the preferred longer term option for greenfield development, because it presents an opportunity for a major greenfield development area which will build on the Beerwah major regional activity centre. Beerwah East is intended to be focussed around the Dedicated Public Transit Corridor – CAMCOS, creating strong links to Caloundra South and the Enterprise Corridor. A new major regional activity centre within the growth area is intended to service the community in the longer term. The integration of land use and transport will contribute to greater employment and self containment within Beerwah East.

Beerwah East would represent a significant expansion to the existing urban footprint, linking Caloundra South to Landsborough and Beerwah. It has an area of over 3,500 hectares (predominantly plantation), not all of which will be developable. Subject to further investigations, it may have the potential to accommodate approximately 20,000 new dwellings in the long term. The timing for the release of Beerwah East should not detract from efforts to prioritise infill development in the light rail corridor. Accordingly, it is not anticipated that Beerwah East would be developed until the medium to long term.

The combination of the identified short to medium term greenfield development areas and the longer term development of Beerwah East will provide sufficient greenfield development opportunities to accommodate growth to 2041 and beyond. There is no need for additional major greenfield development areas to be considered at this time.

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

Committed new communities at Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031.
The Directions Paper describes a range of planning, transport and built form initiatives to define a shared vision and blueprint for future growth on the Sunshine Coast, with a particular emphasis on the transformative potential of infill development within existing urban areas.

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

Most future growth will be accommodated in areas south of the Maroochy River in locations that are relatively less constrained and already supported by significant investments in infrastructure and services;

* The Sunshine Coast Enterprise Corridor will be the focus for urban transformation, providing opportunities for business, employment and residential development in existing centres and new well planned urban villages focussed around an efficient transport network;

* Palmview and Caloundra South contain sufficient supply to meet the majority of expected demand up to and beyond 2031. For additional demand to 2041, Beerwah East represents the preferred longer term option for a major greenfield development which is integrated with an efficient transport system;

* Halls Creek is not supported as an area that may be suitable for future urban growth and should not be included in the urban footprint and is an essential part of the Regional Inter-Urban Break.

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

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

* Better access to jobs and workforce and better productivity;

* Fostering the new economy - key opportunities to attract high-value industries;

* Efficient infrastructure provision and financial sustainability for government;

* Less pressure on rural, landscape and natural areas;

* Healthier, more affordable and resilient communities.

To be successful, careful consideration needs to be given to the delivery of infill and greenfield development in a way which achieves the community’s and council’s vision for the Sunshine Coast and the SEQ region will include.

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

* Designing development which reflects the Sunshine Coast character and lifestyle, protecting the character and amenity of existing housing areas that are not intended to be subject to urban transformation;

* Enhancing economic and employment opportunities in conjunction with residential development;

* Identifying a preferred model for the delivery of urban development;

* Improving access to jobs and workforce.

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