

Fraser Coast 2031

SUSTAINABLE GROWTH STRATEGY

September 2011

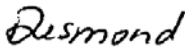


Preface

The Sustainable Growth Strategy was commissioned to assist and inform in the development of a new planning scheme for the entire local government area. The strategy considers the interests of the State of Queensland as expressed in the Draft Wide Bay Burnett Regional Plan (WBB Regional Plan) as at October 2010 and reflects Council's submission to that Plan. It also integrates background information, such as the consolidated planning report, and consultation with Councillors, the community, and stakeholder groups, towards creating a vision for the Fraser Coast to 2031. It is important to understand that whilst the Sustainable Growth Strategy is a key input into the drafting of the new planning scheme, it does not necessarily represent the final integrated policy position of Council. Rather, the information will be used to assist the drafting of elements of the new planning scheme. The integration and balancing of a range of project inputs, community and State government engagement and other information which becomes available to Council will also influence the final policy content of the new planning scheme. Following an initial review by the State, a statutory public consultation process will occur where formal submissions are considered by Council and the State government before the planning scheme is finally adopted.

This is to certify that this is a true and correct copy to the Sustainable Growth Strategy, endorsed by the Fraser Coast Regional Council at its Planning and Development Committee Meeting No 7 on 14 September 2011.

Signed



Lisa Desmond
Chief Executive Officer

Dated: 14.09.2011

This Report for Fraser Coast Sustainable Growth Strategy 2031:

- 1. has been prepared by GHD and Buckley Vann Town Planning Consultants for The Fraser Coast Regional Council;*
- 2. may only be used and relied on by The Fraser Coast Regional Council;*
- 3. must not be copied to, used by, or relied on by any person other than The Fraser Coast Regional Council without the prior written consent of GHD;*

GHD and its servants, employees and officers otherwise expressly disclaim responsibility to any person other than The Fraser Coast Regional Council arising from or in connection with this Report.

Contents

1.	Introduction	4
1.1	Purpose of the Sustainable Growth Strategy 2031	4
1.2	Sustainable Growth Strategy 2031 Structure	4
1.3	Implementation of the Sustainable Growth Strategy 2031	4
2.	Background and Context	5
2.1	The Draft Wide Bay Burnett Regional Plan	5
2.2	Regional Plan - Desired Regional Outcomes (DROs) and Strategies	7
2.3	Fraser Coast Projected Population and Dwelling Growth to 2031	7
2.4	Background Reports	8
2.5	Relationship of the Sustainable Growth Strategy 2031 to other Planning Instruments	9
2.6	Community Consultation and Engagement	9
3.	Fraser Coast Strategic Vision	10
3.1	Introduction	10
3.2	Relationship with State and Regional Vision Statements	10
3.3	An Overarching Vision for the Fraser Coast in 2031	10
3.4	A Region of Places and Spaces	10
3.5	Unique Biodiversity and Landscape	11
3.6	A Vibrant Community and Culture	11
3.7	Integrated Land Use and Infrastructure	12
3.8	A Strong, Diverse and Resilient Economy	12
3.9	Excellent Governance	13
4.	Fraser Coast Sustainable Growth Strategy 2031	14
4.1	Overall Sustainable Growth Strategy	14
4.2	Component Strategies	14
4.3	A Region of Places and Spaces	19
4.4	Unique Biodiversity and Landscape	48
4.5	A Vibrant Community and Culture	66
4.6	Integrated Land Use and Infrastructure	83
4.7	A Strong, Diverse and Resilient Economy	110

Table Index

Table 1	Fraser Coast Regional Council - Population Growth (Medium Series)	7
---------	---	---

Figure Index

Figure 1–	Regional Settlement Pattern – Fraser Coast	5
Figure 2 -	Overall Sustainable Growth Strategy – Fraser Coast	16
Figure 3 -	Overall Sustainable Growth Strategy – Maryborough	17
Figure 4 -	Overall Sustainable Growth Strategy – Hervey Bay	18
Figure 5 -	Residential Strategy – Maryborough	34
Figure 6 -	Residential Strategy - Hervey Bay	35
Figure 7 -	Residential Strategy - Howard / Torbanlea / Burrum Heads / Toogoom / Tiaro.	36
Figure 8 –	Indicative Development Sequence – Hervey Bay	37
Figure 9 –	Indicative Development Sequence – Maryborough	38
Figure 10 –	Natural Environment (including flooding) - Maryborough	50
Figure 11 –	Natural Environment (including flooding) - Hervey Bay	51
Figure 12 -	Natural Environment (including flooding) – Howard / Torbanlea / Burrum Heads / Toogoom / Tiaro	52
Figure 13 –	Natural Environment (including flooding) – River Heads / Maaroom / Boonooroo / Tuan / Poona	53
Figure 14 –	Landscape (Scenic Amenity) - Fraser Coast	59
Figure 15 -	Urban Breaks – Hervey Bay	60
Figure 16 –	Infrastructure Regional Overview – Fraser Coast	85
Figure 17 –	Sewer Infrastructure – Maryborough	86
Figure 18 –	Sewer Infrastructure – Hervey Bay	87
Figure 19 –	Sewer Infrastructure – Howard / Burrum Heads / Toogoom / Torbanlea	88
Figure 20 –	Water Infrastructure – Maryborough	89
Figure 21 –	Water Infrastructure – Hervey Bay	90
Figure 22 –	Water Infrastructure – Tiaro / Burrum Heads / Toogoom	91
Figure 23 –	Power and Gas Infrastructure – Maryborough	92
Figure 24 –	Power and Gas Infrastructure - Hervey Bay	93
Figure 25 –	Integrated Transport Regional Overview - Fraser Coast	103
Figure 26 -	Integrated Transport - Maryborough	104
Figure 27 -	Integrated Transport - Hervey Bay	105
Figure 28 –	Employment Regional Overview – Fraser Coast	113
Figure 29 –	Employment - Maryborough	114
Figure 30 –	Employment – Hervey Bay	115

1. Introduction

1.1 Purpose of the Sustainable Growth Strategy 2031

The purpose of the Sustainable Growth Strategy 2031 ('the strategy') is to:

- Establish a strategic framework for the growth management on the Fraser Coast to 2031; and
- Provide guidance and policy direction for the drafting of the first Fraser Coast Regional Council Planning Scheme.

The strategy reflects the interests of the State of Queensland as expressed in the Draft Wide Bay Burnett Regional Plan (WBB Regional Plan) as at October 2010. The strategy integrates information identified by individual planning studies undertaken by Fraser Coast Regional Council (Council) in 2010, and consultation with Councillors, the community, and stakeholder groups, towards creating a vision for the Fraser Coast to 2031.

1.2 Sustainable Growth Strategy 2031 Structure

As indicated above, the strategy has been structured to respond to both the Desired Regional Outcomes (DROs) contained in the draft WBB Regional Plan.

The strategy has the following components:

- **Background and Context** – a review of relevant factors which impact on the strategy development process;
- **Fraser Coast Strategic Vision** – a statement outlining the vision and the aspirations of the region, based on the findings of the stakeholder and community consultation process;
- **Fraser Coast Sustainable Growth Strategies** – identifying the local planning policy for the following themes:
 - a. A Region of Places and Spaces;
 - b. Unique Biodiversity and Landscape;
 - c. A Vibrant Community and Culture;
 - d. A Strong, Diverse and Resilient Economy; and
 - e. Integrated Land Use and Infrastructure; and
- **Mapping** – a range of non-cadastral based GIS layers illustrating the policy directions contained within the strategies.

1.3 Implementation of the Sustainable Growth Strategy 2031

The strategy has been developed to give strategic direction for the drafting of the Fraser Coast planning scheme. The implementation of the strategy will be dependent on:

- whether the final Wide Bay Burnett Regional Plan reflects Council's proposed settlement pattern;
- the ability to incorporate the statutory measures within the Fraser Coast Regional Council Planning Scheme, including the Priority Infrastructure Plan;
- engagement of the Commonwealth and State Governments to facilitate the funding and/or construction of infrastructure; and
- to a lesser extent, the identified non-statutory measures.

2. Background and Context

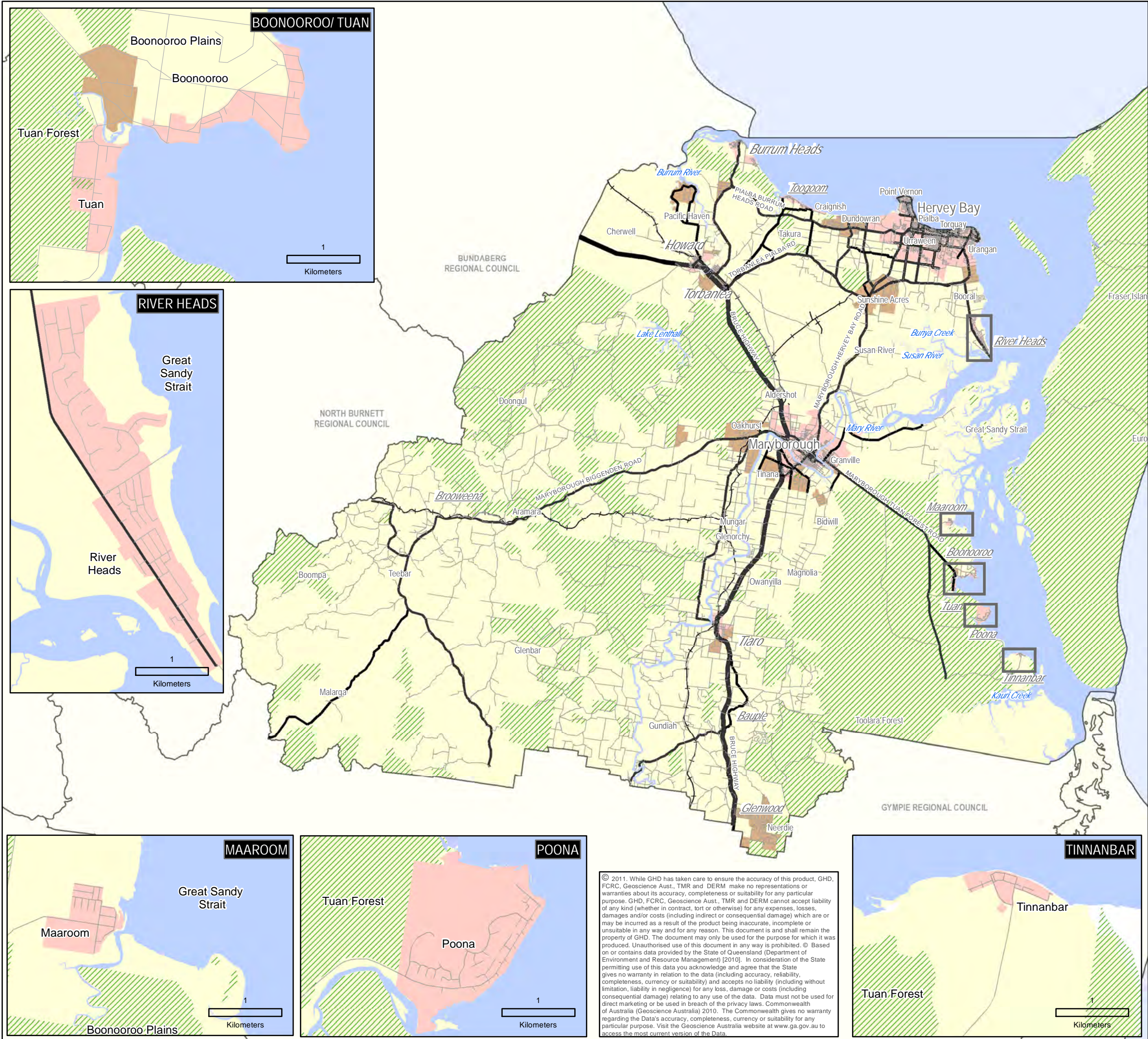
2.1 The Draft Wide Bay Burnett Regional Plan

The draft Wide Bay Burnett Regional Plan (WBB Regional Plan) was released for community consultation in October 2010 and it is anticipated that a final version of the WBB Regional Plan will be adopted by the State Government during 2011.

This strategy demonstrates how the future growth of the Fraser Coast Regional Council Area will be sustainably managed in accordance with the draft WBB Regional Plan policy intentions and framework.

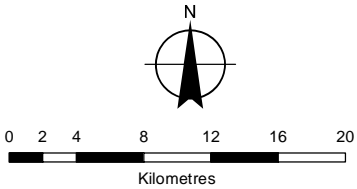
Figure 1– Regional Settlement Pattern – Fraser Coast

Figure 1 identifies the key settlements, natural features, elements of the Queensland Estate and key infrastructure elements in the Fraser Coast Regional Council area, in the context of the Council's preferred settlement pattern (as described in Council's submission to the draft WBB Regional Plan, December 2010).



LEGEND

- Road**
- Highway
 - Arterial & Sub Arterial
 - Collector Street & Local Street
 - Railway
 - Local Government Boundary
 - Watercourse/body
 - Protected Area
- Fraser Coast Regional Council Proposed Settlement Pattern**
- Urban Footprint
 - Regional Landscape & Rural Production Area
 - Rural Living Area



1:450,000 (at A3)
Map Projection: Transverse Mercator
Horizontal Datum: Geocentric Datum of Australia
Grid: Map Grid of Australia 1994, Zone 56



CLIENTS | PEOPLE | PERFORMANCE



Fraser Coast Regional Council
Sustainable Growth Strategy 2031

Regional Settlement
Pattern -
Fraser Coast

Figure 1

© 2011. While GHD has taken care to ensure the accuracy of this product, GHD, FCRC, Geoscience Aust., TMR and DERM make no representations or warranties about its accuracy, completeness or suitability for any particular purpose. GHD, FCRC, Geoscience Aust., TMR and DERM cannot accept liability of any kind (whether in contract, tort or otherwise) for any expenses, losses, damages and/or costs (including indirect or consequential damage) which are or may be incurred as a result of the product being inaccurate, incomplete or unsuitable in any way and for any reason. This document is and shall remain the property of GHD. The document may only be used for the purpose for which it was produced. Unauthorised use of this document in any way is prohibited. © Based on or contains data provided by the State of Queensland (Department of Environment and Resource Management) [2010]. In consideration of the State permitting use of this data you acknowledge and agree that the State gives no warranty in relation to the data (including accuracy, reliability, completeness, currency or suitability) and accepts no liability (including without limitation, liability in negligence) for any loss, damage or costs (including consequential damage) relating to any use of the data. Data must not be used for direct marketing or be used in breach of the privacy laws. Commonwealth of Australia (Geoscience Australia) 2010. The Commonwealth gives no warranty regarding the Data's accuracy, completeness, currency or suitability for any particular purpose. Visit the Geoscience Australia website at www.ga.gov.au to access the most current version of the Data.

2.2 Regional Plan - Desired Regional Outcomes (DROs) and Strategies

The draft WBB Regional Plan has:

- ▶ Three (3) regional land use categories;
 - Regional landscape and rural production area;
 - Urban footprint; and
 - Rural living area.
- ▶ Eight (8) regional strategies each containing a DRO:
 1. Sustainability and climate change;
 2. Environment and natural resources;
 3. Rural futures;
 4. Strong communities;
 5. Engaging Aboriginal and Torres Strait Islander peoples;
 6. Settlement pattern;
 7. Strong economy; and
 8. Infrastructure and servicing.

2.3 Fraser Coast Projected Population and Dwelling Growth to 2031

Table 1 summarises the predicted population growth and associated growth in dwelling demand in the Fraser Coast, in 5 year intervals to 2031, based on 'medium series' figures prepared by the Planning Information and Forecasting Unit (PIFU)¹ (2010).

Table 1 Fraser Coast Regional Council - Population Growth (Medium Series)

Year	Population Figure Predicted	Population Growth over previous five (5) years	Required Dwelling Growth (assuming 2.3 persons per household)
2011	104,605		
2016	117,241	12,636	5,494
2021	128,601	11,360	4,939
2026	139,960	11,359	4,938
2031	151,300	11,340	4,930
Total (2011-2031)		46,695	20,302

¹ Within the Queensland Office of Economic and Statistical Research (OESR).

It is normally recommended that strategic planning be based on the medium series PIFU projections (2010) but it is worth noting in the Fraser Coast context that:

- as the PIFU low series figures suggest a 2011 to 2031 population growth of 36,470 persons (15,865 additional dwellings assuming 2.3 persons per household) and the PIFU high series suggests a 2011 to 2031 population growth of 61,792 persons (26,866 dwellings based on 2.3 persons per household) – there is a considerable range of over 25,000 persons;
- the population growth and dwelling growth predictions are only estimates; the final Sustainable Growth Strategy therefore has a degree of flexibility to reflect the potential variations of the outcomes that may occur;
- the Housing Needs Assessment undertaken in conjunction with this study suggests a higher overall dwelling demand²; and
- it is also important to regularly review and monitor the underlying assumptions.

2.4 Background Reports

The strategy project began in 2009 following the amalgamation in early 2008 of the former Hervey Bay City, Maryborough City, Woocoo Shire and part of the Tiaro Shire (Divisions 1 and 2 only). The new Fraser Coast Regional Council commissioned a review of existing planning information and a scoping study to identify the scope of work required to establish a new planning scheme for the new Fraser Coast Council area.

The 'Fraser Coast Regional Council Land Use Strategy Scoping Study Report', prepared by Humphreys Reynolds Perkins Planning Consultants in December 2008, indicated the need for a 'whole of Council area planning project' with two components:

- a land use strategy; and
- a planning scheme for the whole area.

The scoping study listed existing studies containing information of relevance to either or both components, but also noted the need for new 'individual planning studies' to address a number of 'strategic information gaps'. These were:

1. Habitat and biodiversity;
2. Landscape character;
3. Open space;
4. Community;
5. Built form and urban design;
6. Activity centres employment areas ;
7. Integrated transport plan; and
8. Strategic flood study.

Accordingly, the strategy project has included individual planning studies for these eight (8) topic areas, as well as two (2) additional ones:

1. A housing needs assessment, to address the requirements of *State Planning Policy 1/07 – Housing and Residential Development*; and

² Fraser Coast Housing Needs Assessment, Buckley Vann Town Planning Consultants and Briggs and Mortar Pty Ltd (March 2011).

2. A Demographic and Dwelling Capacity Analysis, to understand the characteristics of the project growth more fully and to assess the capacity of existing zoned land to accommodate additional dwellings up to 2031.

The studies have been summarised and compiled into a Consolidated Planning Report³, which also provides a summary of the constraints and opportunities identified for the Fraser Coast, and their implications for the strategy.

2.5 Relationship of the Sustainable Growth Strategy 2031 to other Planning Instruments

This strategy has been prepared to:

- demonstrate how the Fraser Coast area will develop in the context of the draft WBB Regional Plan;
- inform and guide the preparation of the first Fraser Coast Planning Scheme; and
- inform other Council corporate documents and processes.

2.6 Community Consultation and Engagement

Consultation was undertaken on the draft Vision for the Fraser Coast in 2031, with the community, elected Council representatives and State agencies, during 2010.

Council's Consultation Summary report (February 2011) provides an outline of the consultation activities and events and the results of the consultation are reflected in this strategy.

The strategy will be available on Council's website for review and consideration by the community during the period of preparation of the new planning scheme.

³ Fraser Coast Regional Council Sustainable Growth Strategy 2031 – Consolidated Planning Report (Final, August, 2011).

3. Fraser Coast Strategic Vision

3.1 Introduction

The Sustainable Growth Strategy is based on the outcomes of a visioning process undertaken in 2010 with Councillors and the wider community. The consultation was based on a number of Discussion Sheets outlining a draft vision for the Fraser Coast region.

The overarching strategic vision statement at section 3.3, and the individual statements underpinning it at sections 3.4 to 3.9, represents the community's vision for the Fraser Coast to 2031, following consultation.

3.2 Relationship with State and Regional Vision Statements

The vision is consistent with the Queensland Government's 2020 vision which sets out targets around five (5) ambitions for communities in Queensland:

1. **Strong:** Creating a diverse economy powered by bright ideas;
2. **Green:** Protecting our lifestyle and environment;
3. **Smart:** Delivering world-class education and training;
4. **Healthy:** Making Queensland Australia's healthiest people; and
5. **Fair:** Supporting a safe and caring community.

The vision is also consistent with the Desired Regional Outcomes (DROs) for the draft WBB Regional Plan (October 2010)⁴.

3.3 An Overarching Vision for the Fraser Coast in 2031

In 2031, the Fraser Coast will be a united, well-planned and resilient region of vibrant and diverse places and spaces, connected by:

- a strong and friendly community spirit - built on shared goals and values, and a relaxed and peaceful lifestyle;
- an underlying respect for the unique natural environment, landscape and biodiversity;
- facilities and services which make the community self-sufficient; and
- a robust and diverse economy which provides prosperity for all residents.

3.4 A Region of Places and Spaces

In 2031, the natural and built landscapes of the Fraser Coast will reflect both the unique identity of the whole Fraser Coast and the diversity of places and spaces within it.

The Fraser Coast settlement pattern will comprise:

- a predominantly natural framework of open and vegetated landscapes, including a significant and prosperous rural sector, unique national parks, waterways, coastal, biodiversity and habitat corridors, recreation areas, beaches and foreshores, including Fraser Island;
- a network of centres, including two regional cities, rural and coastal towns and a range of both coastal and rural townships, which dependent on its size and role will:
 - have a clear role in the region, a defined centre and edges, and a sense of place; and

⁴ Referred to simply as 'the WBB Regional Plan' in this document.

- are attractive and safe places for residents to meet, work, access services, facilities, culture and education, and conduct business;
- strong neighbourhoods as the framework for building shared values;
- an attractive sub-tropical built form reflecting the locally distinctive characteristics of both rural and coastal communities;
- high quality heritage buildings, places and precincts, reflecting both the Aboriginal and Torres Strait Islander and the European history of the region;
- public areas which provide for the varying needs of the whole community;
- a range of housing opportunities, including affordable housing and housing to suit all age groups, distributed equitably across the region;
- a sustainable transport network, including public transport, and a land use pattern which supports it; and
- a defined urban footprint in which:
 - a diverse range of housing choices, including affordable housing, are encouraged;
 - new economic opportunities are encouraged and accommodated;
 - traditional industries have certainty about where and how they can consolidate and expand; and
 - major facilities, including health facilities and a regional airport, are provided central to the needs of the region.

3.5 Unique Biodiversity and Landscape

The Fraser Coast community in 2031 will be known and respected around the world as trusted custodians of the Great Sandy Biosphere, the world heritage listed Fraser Island and internationally acclaimed Ramsar wetlands. It will be seen to have valued and protected its natural setting, including its coastal ecosystems, beaches and foreshores, rivers, creeks, green open spaces, habitat and biodiversity areas and wildlife corridors.

By embracing a compact urban form in managing population growth and development, and a commitment to sustainability principles in managing land use, the Fraser Coast will continue to protect its unique biodiversity and the landscape values which underpin scenic amenity values, minimise waste and use of natural resources, and maintain clean air, healthy waterways and water resources.

Risks to human life and property as a result of natural hazards and climate change will be minimised by effective use of up-to-date information, planning and mitigation strategies in potentially affected areas.

3.6 A Vibrant Community and Culture

In 2031, the Fraser Coast will continue to be characterised by the relaxed lifestyle and sense of friendly community that residents have always enjoyed.

It will be a happy, safe and inclusive place in which to live, work and play and will be united by a shared vision for the Fraser Coast.

The Fraser Coast will be a self-sufficient community, with limited dependency on services from other regions. Equitable access to high quality services and facilities, particularly for health and education, will be a feature of the Fraser Coast lifestyle in 2031. Innovative business opportunities will also be encouraged in suitable locations with appropriate infrastructure.

3.7 Integrated Land Use and Infrastructure

In 2031, traffic congestion will be minimised on the Fraser Coast. The centrepiece of movement and access will be a clear road hierarchy facilitating:

- safe and efficient road travel, including public transport, between various parts of the region – for work, education, recreation and to access services;
- coordination of State and local road planning and service delivery; and
- synergies between centres, large and small.

Car dependency in the Fraser Coast community will be minimised, where possible, based on:

- a coordinated system of public transport between centres;
- best practice neighbourhood and town centre design; and
- a strong emphasis on and support for walking and cycling.

A regional airport will support the region's economy by providing a high level of connectedness to the Wide Bay region, South East Queensland and other parts of Australia, and rail and marine transport will provide alternative forms of transport, particularly for freight.

The Fraser Coast community will be well serviced by reliable water, sewerage, energy and telecommunications infrastructure. A strong link between land use and infrastructure planning will ensure that all infrastructure is provided in a timely manner and as efficiently and cost-effectively as possible.

3.8 A Strong, Diverse and Resilient Economy

The Fraser Coast in 2031 will have a strong, diverse and resilient economy providing employment opportunities for residents of all ages across the region, based on the region's advantages of:

- a sub-tropical climate;
- a relaxed lifestyle and unique character;
- housing affordability;
- access to world-heritage environmental and recreational opportunities;
- access to a reliable supply of energy;
- availability of an educated and skilled workforce;
- proximity to other parts of Queensland and air connections to Brisbane, Sydney, Melbourne, and regional centres north of the Fraser Coast; and
- a cohesive and proactive Council.

The Fraser Coast economy will be built on traditional industries including:

- tourism – a principal tourist destination for Australia and overseas visitors, based on iconic features like Fraser Island, beaches, recreational fishing, historic buildings, whales, the Bauple Nut, Mary Poppins;
- rural enterprises – sugar, cattle, timber and horticulture;
- commercial fishing;
- manufacturing, engineering, and light industries;
- construction;
- retirement services; and

- ▶ government services.

The Fraser Coast will also be a 'business friendly' place, encouraging new and emerging industries like:

- ▶ health;
- ▶ mining and associated service industries;
- ▶ aviation related industries based on the airports at Hervey Bay and Maryborough;
- ▶ marine related activities that capitalise on the Mary River, ready access to the Great Sandy Strait and the existing harbours at Maryborough and Hervey Bay;
- ▶ hospitality and training for hospitality;
- ▶ ecotourism related activities;
- ▶ tourism based on Aboriginal and South Sea Islander cultural heritage;
- ▶ cultural and sporting events (including motorsports) and major conferences;
- ▶ tertiary education and lifelong learning;
- ▶ clean and green businesses and sustainable technologies;
- ▶ home based and 'footloose' businesses and e-businesses;
- ▶ film production; and
- ▶ new rural industries like aquaculture and food production previously located in South East Queensland.

The economy will make the Fraser Coast an exciting place to live and work and will provide a range of employment opportunities for its people.

As far as possible, employment opportunities will be dispersed throughout the region, using the network of centres to locate businesses according to the level of infrastructure required. Innovative business opportunities will also be encouraged in suitable locations with appropriate infrastructure.

3.9 Excellent Governance

In 2031, the Fraser Coast community will benefit from strong and decisive leadership.

Elected representatives will display and promote the positive attributes and opportunities of the Fraser Coast, and work in partnership with the community to plan for the future and make decisions together.