DELIVERING FOR QUEENSLAND | Queensland Government

Economic Development Queensland

Land Activation Program (Tranche 2) Provisional Priority Development Area

Draft Provisional Land Use Plan (PLUP)

September 2026

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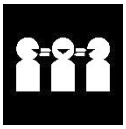
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1.0 Introduction

1.1 Economic Development Act

The *Economic Development Act 2012* (the ED Act)[1] establishes the Minister for Economic Development Queensland (MEDQ) as a corporation sole to exercise the powers and functions of the ED Act.

The main purpose of the ED Act[2] is to facilitate economic development, development for community purposes, and the provision of diverse housing and premises for commercial or industrial uses. The ED Act[3] seeks to achieve this by establishing the MEDQ and providing for a streamlined planning and development framework for parts of the State declared a priority development area (PDA) or provisional PPDA (PPDA).

1.2 Provisional Priority Development Area description

The Land Activation Program (Tranche 2) Provisional Priority Development Area (PPDA) was declared by regulation on 25 September 2026.

The PPDA comprises seven (7) non-contiguous precincts located in six (6) local government areas across Queensland. The precincts are:

1. Bundamba − in the north-eastern suburbs of Ipswich,
2. Hervey Bay − in an established suburban neighbourhood, adjoining Urraween Road and nearby to the Hervey Bay Hospital,
3. Highgate Hill − fronting the Brisbane River, on the corner of Boundary Road and Dudley Street in Brisbane's inner south,
4. Mango Hill − adjoining the Mango Hill Railway Station,
5. Pimlico − on Fulham Road in an established suburban neighbourhood in Townsville's south-west,
6. Varsity Lakes − adjacent to the Varsity Lakes Railway Station and the Pacific Motorway on the Gold Coast, and
7. Wynnum − in the bayside Brisbane suburb of Wynnum West.

The area of land in the PPDA is identified in Map 1.

1.3 Application of the Draft Provisional Land Use Plan

The Land Activation Program (Tranche 2) Draft Provisional Land Use Plan (PLUP) took effect on 25 September 2026 and regulates development in the PPDA until the PLUP is made.

The PLUP must be made within 60 business days after the Draft PLUP takes effect.

Before this, the MEDQ:

- must notify stakeholders about the Draft PLUP, provide for any person to make a submission about the Draft PLUP, consider any submissions received during the submission period, and
- may amend the Draft PLUP in any way it considers appropriate.

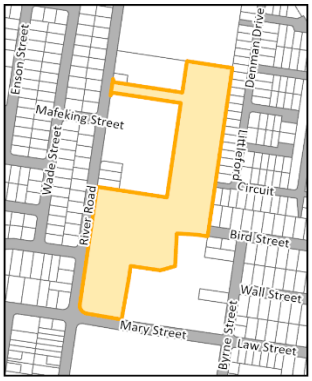
1.4 Infrastructure Requirements

Infrastructure charges will be based on the EDQ's Infrastructure Funding Framework in force at the time a PDA development application is approved unless an infrastructure agreement is entered into between the applicant and the MEDQ or other parties and service providers.

Infrastructure determined by EDQ to be trunk and delivered as part of the development may be eligible for an offset against the infrastructure charges.

[1] Section 8
[2] Section 3
[3] Section 4

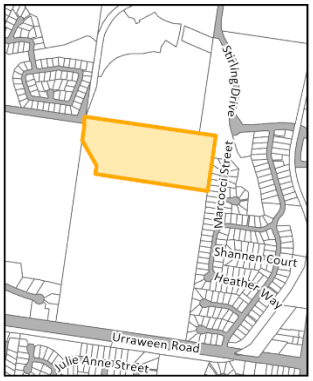
1.5 Map 1: PPDA Boundary and Precincts



Precinct 1: Bundamba (Ipswich CC)

Metres

0 100 200



Precinct 2: Hervey Bay (Fraser Coast RC)

Metres

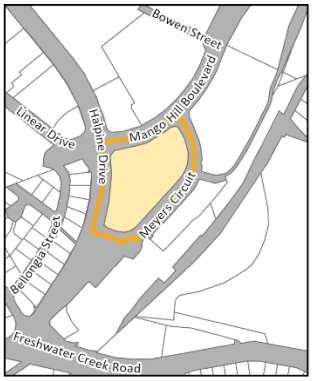
0 250 500



Precinct 3: Highgate Hill (Brisbane CC)

Metres

0 25 50



Precinct 4: Mango Hill (Moreton Bay CC)

Metres

0 100 200

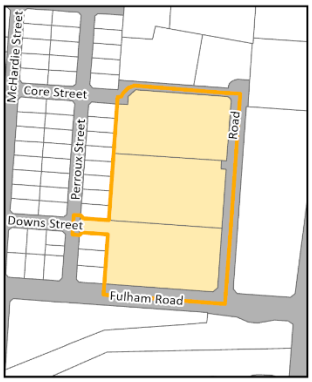
Map No. PPDA 3
Land Activation Program
(Tranche 2)

Declared by Regulation on: 25/09/2026

Key

- Provisional Priority Development Area
- Parcel boundaries
- Road dedications
- Waterbody

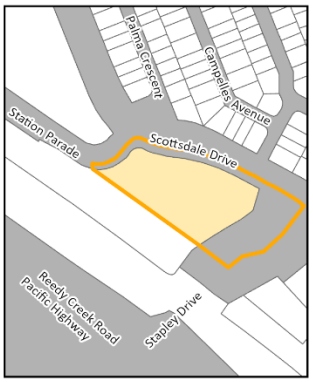
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Precinct 5: Pimlico (Townsville CC)

Metres

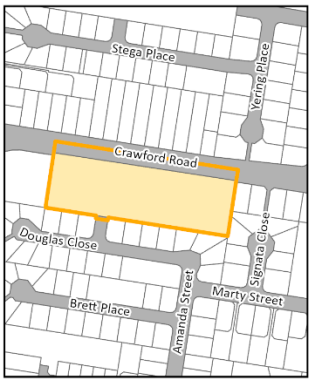
0 100 200



Precinct 6: Varsity Lakes (Gold Coast CC)

Metres

0 100 200



Precinct 7: Wynnum (Brisbane CC)

Metres

0 50 100

1.6 Components of the PLUP

This PLUP consists of the following components:

1. Vision (section 2),
2. Development Assessment Procedures (section 3),
3. PPDA Development Requirements (section 4), and
4. Schedules (section 5).

The Vision establishes the overall outcomes to be achieved in the PPDA that:

1. seek to achieve the main purpose of the ED Act for the PPDA, and
2. provide the basis for the PPDA development requirements.

The Development Assessment Procedures outline matters relating to the interpretation and operation of the PLUP.

The PPDA Development Requirements apply to all PPDA assessable development and incorporate:

1. PPDA-wide criteria, and
2. precinct provisions.

Schedule 1 identifies PDA Accepted Development.

Schedule 2 defines terms used in the draft PLUP.

Schedule 3 identifies PDA-associated Development.

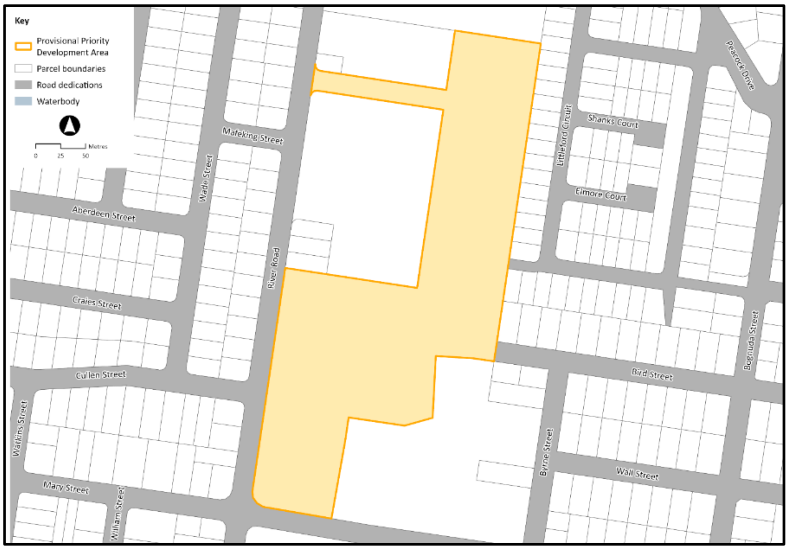
2.0 Vision

The Land Activation Program (Tranche 2) PPDA will transform underused land in seven (7) locations across Queensland.

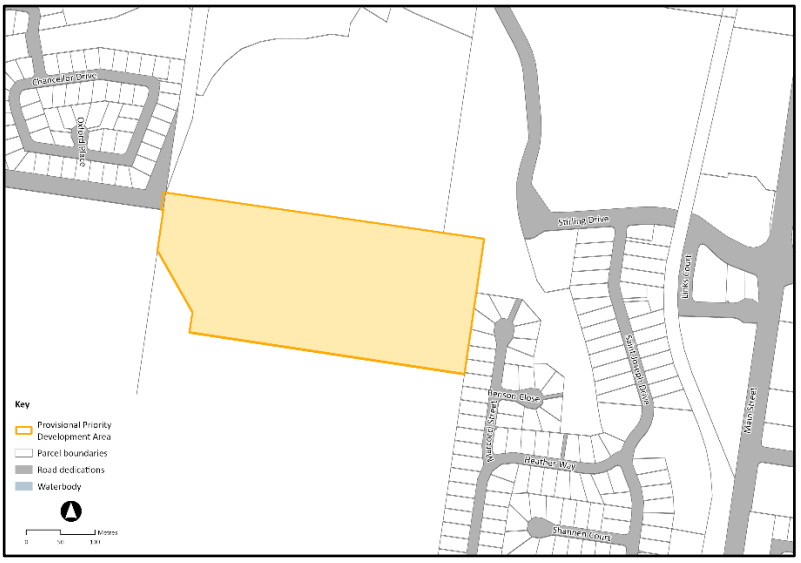
The PPDA facilitates development at scale and pace to support housing delivery, employment generation and sustained economic growth.

Through coordinated planning, integrated infrastructure delivery and place-based outcomes, the PPDA will play an important role in the growth of Queensland, providing new homes, jobs and community destinations.

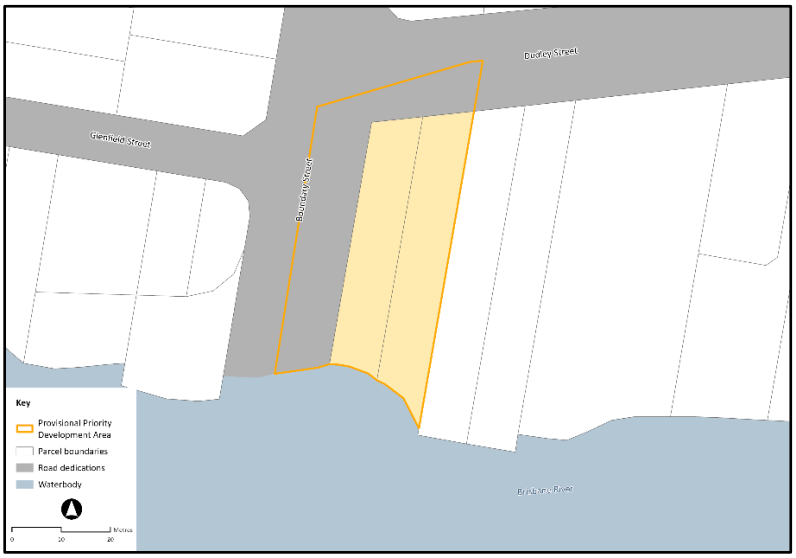
2.1 Precinct 1: Bundamba (Ipswich)

Precinct Vision	Precinct Map No. 2
Precinct 1: Bundamba will deliver a medium density residential neighbourhood and a neighbourhood centre (corner of Mary Street and River Road), close to educational facilities and the Bundamba Railway Station, creating a well-integrated residential outcome with strong local amenity.	

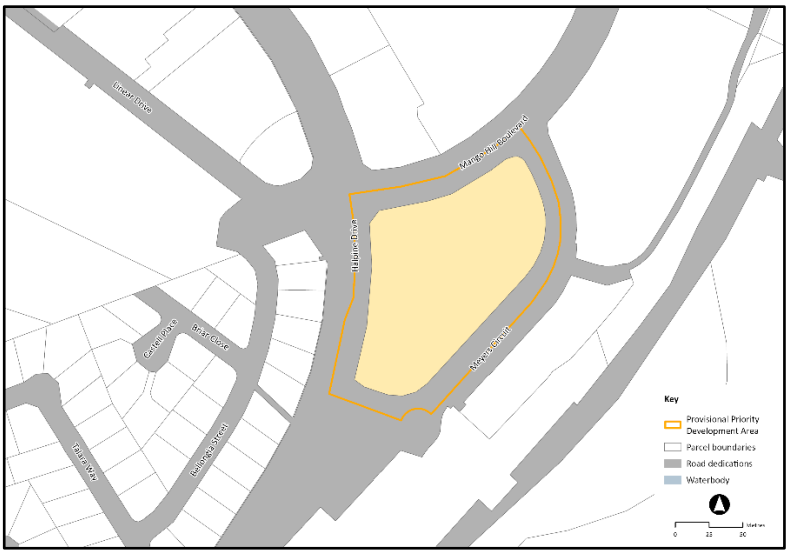
2.2 Precinct 2: Hervey Bay (Fraser Coast)

Precinct Vision	Precinct Map No. 3
Precinct 2: Hervey Bay facilitates the redevelopment of underutilised surplus government land, near key health, educational and employment hubs, to deliver well-integrated low to medium density residential development that complements the surrounding neighbourhood.	

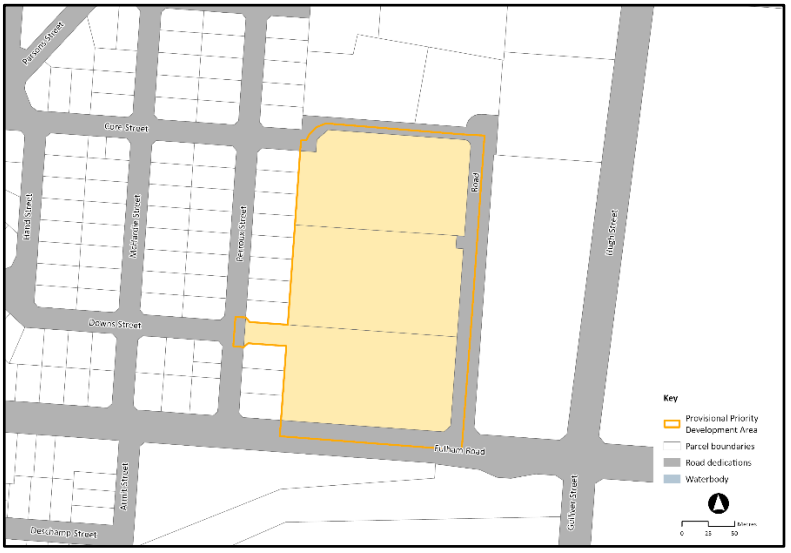
2.3 Precinct 3: Highgate Hill (Brisbane)

Precinct Vision	Precinct Map No.4
Precinct 3: Highgate Hill supports the activation of land fronting the Brisbane River, delivering medium density housing that responds to the established amenity of the surrounding neighbourhood.	

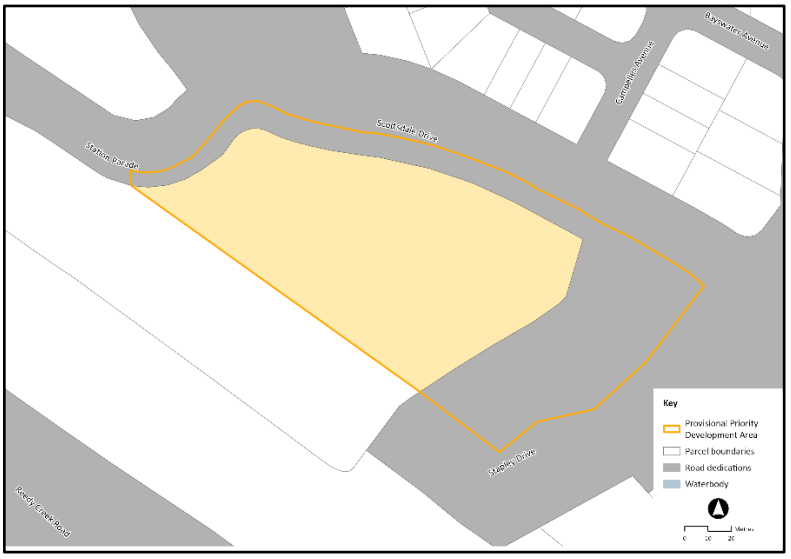
2.4 Precinct 4: Mango Hill (Moreton Bay)

Precinct Vision	Precinct Map No. 5
Precinct 4: Mango Hill leverages its location adjacent to Mango Hill Railway Station, to provide a diverse range of well-integrated low to medium density housing options, that complement the surrounding residential area.	

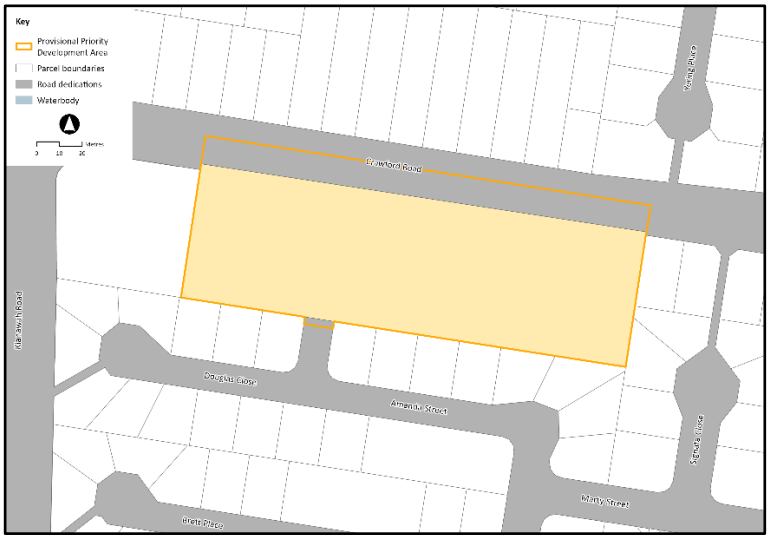
2.5 Precinct 5: Pimlico (Townsville)

Precinct Vision	Precinct Map No. 6
Precinct 5: Pimlico transforms the former TAFE campus into a low to medium density residential precinct that provides housing close to major health and educational facilities and public parklands, while integrating with the suburban context of the surrounding suburb.	

2.6 Precinct 6: Varsity Lakes (Gold Coast)

Precinct Vision	Precinct Map No. 7
Precinct 6: Varsity Lakes supports the development of underutilised land adjacent to the Varsity Lakes Railway Station and an established activity centre, to deliver medium-high density housing that responds to the surrounding context.	

2.7 Precinct 7: Wynnum (Brisbane)

Precinct Vision	Precinct Map No. 8
Precinct 7: Wynnum facilitates the development of surplus government land in Wynnum West to provide medium density residential outcomes, while complementing the established surrounding area.	

3.0 Development Assessment Procedures

3.1 Categories of development

All development in the PPDA is PDA Assessable Development[4] unless specified as PDA Accepted Development in Schedule 1.

3.2 Development consistent with the PLUP

PDA Assessable Development is consistent with the PLUP if it is consistent with the relevant PDA Development Requirements.

Development that is inconsistent with the relevant PDA Development Requirements may be consistent with the PLUP if:

1. the development is an interim use, or
2. the development supports the achievement of the PPDA Vision (section 2) and there are sufficient grounds, in the opinion of the MEDQ, to justify the approval of the development despite an inconsistency with the relevant PDA Development Requirements.

In this section 'grounds' means matters of public interest, which include the matters specified as the main purposes of the ED Act. 'Grounds' does not include the personal circumstances of an applicant, owner or interested third party.

3.3 Development inconsistent with the draft PLUP

Development that is inconsistent with the PLUP cannot be granted a PDA development approval.[5]

3.4 Plans of Development[6]

A Plan of Development (PoD) may be lodged and approved with a PDA development application.

A PoD:

1. may establish criteria for future development within the area to which it applies,
2. may include concept designs and deal with the sequencing of development, and
3. cannot apply to land that is not the subject of the PDA development application.

Categories of Development (section 3.1) and Schedule 1 (PDA Accepted Development) make development carried out in accordance with an approved PoD PDA accepted development.

Development that is not carried out in accordance with an approved PoD remains PDA Assessable Development and requires PDA development approval, unless another provision of this PLUP applies.

The approval of a PoD does not prevent the making of a development application for development that is not in accordance with the PoD.

Where a subsequent PDA development approval is inconsistent with an approved PoD, or would render the PoD inoperable, the PoD may require amendment to ensure it remains compatible with approved development.

3.5 Notice of applications

A PDA development application will require public notice if, in the opinion of MEDQ, the development is for a use or of a size or nature which warrants this.

[4] A PDA development permit is required to carry out PDA assessable development.
[5] Section 86 of the ED Act.
[6] See EDQ practice note no. 10 Plans of Development.

3.6 State interests

Relevant matters of State interest have been considered in the preparation of the PLUP and will be considered further as part of the assessment of a PPDA development application.[7]

3.7 Relationship with other legislation

In addition to assessment against this PLUP, development may require assessment against other Commonwealth or State legislation, for example the *Environmental Protection and Biodiversity Conservation Act 1999,* the *Transport Infrastructure Act 1994*, *Environmental Protection Act 1994*, *Nature Conservation Act 1992*, *Plumbing and Drainage Act 2018*, *Building Act 1975* and the *Planning Act 2016* (Planning Act). Relevant local laws made under the *Local Government Act 2009* apply in the PPDA to the extent they are not replaced by a by-law made under the ED Act.

3.8 PPDA Development Requirements

The PPDA Development Requirements apply to all PDA Assessable Development and incorporate the PPDA-wide criteria (section 4.1) and the Precinct Provisions (section 4.2). The PPDA-wide criteria are to be applied having regard to the Vision, including the relevant precinct vision, and the local context of the precinct in which the development is proposed

3.9 Relationship with Local Planning Schemes

This PLUP prevails to the extent of any inconsistency with the relevant Local Planning Schemes for each precinct.[8,9] However, where the PLUP applies certain definitions of the Local Planning Scheme, this is not a conflict and is not inconsistent with the PLUP.

Where identified in a footnote of the PLUP, the Local Planning Scheme may be used as guidance material when assessing PDA development applications and applying the PPDA development requirements.

If there is a conflict between the PLUP and a planning instrument or assessment benchmarks prescribed by regulation under the Planning Act or another Act, the PLUP prevails to the extent of any inconsistency.

3.10 Interim uses

An interim use is a land use that - because of its nature, scale, form or intensity - is not an appropriate long-term use of the land but may be appropriate for a short or medium-term period as the PPDA develops.

A PDA development application for an interim use must demonstrate that the use will not prejudice or delay:

1. an appropriate long-term use,
2. an appropriate intensity of development, or
3. the vision for the PPDA from realisation.

Relevant PPDA development requirements also apply to PDA assessable development that is an interim use.

MEDQ may impose a PDA development condition that limits the duration of an interim use. Information to support a PDA development application for an interim use may include:

1. a suitability assessment, and
2. plans showing how the development could transition from the proposed interim use to an appropriate long-term use.

3.11 PDA-associated development

Schedule 3 identifies development external to the PPDA, adjoining Precinct 1– Bundamba that is PDA-associated development. The development specified in Schedule 3 as PDA-associated development is PDA-assessable development, other than to the extent that it is PDA accepted listed in schedule 1. Under section 84(1)(c) of the ED Act, notice of application may be required for an application for PDA-associated development.

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[7] For advice on the consideration of State interests, see EDQ Practice note 14.

[8] Section 71 of the ED Act.

[9] Including *Brisbane City Plan 2014*, the *Fraser Coast Planning Scheme 2014*, the *Gold Coast City Plan 2016,* the *Ipswich City Plan 2025,* the *Moreton Bay Regional Council Planning Scheme 2016,* and the *Townsville City Plan 2014.*

4.0 PPDA Development Requirements

4.1 PPDA-wide criteria

4.1.1 Built form, urban design and public realm[10]

1. Development is of a height, scale and form that:
    a. is appropriate to its context, having regard to surrounding land uses and the relevant precinct intent,
    b. makes efficient use of land, and
    c. provides sensitive transitions to adjoining development, streets and public spaces.
2. Development delivers amenity by:
    a. creating human-scale relationships between buildings, streets and the public realm,
    b. achieving active, visually engaging and legible ground-level interfaces that contribute to safety, passive surveillance and activation of public spaces,
    c. minimising blank facades and service-dominated edges along street frontages,
    d. using building articulation and materials to minimise visual bulk and protect residential amenity,
    e. providing appropriate building separation, setbacks and articulation to provide access to daylight, promote air circulation, minimise overshadowing and maximise amenity for occupants and neighbouring properties, and
    f. responding to the local climate conditions through building orientation, shading, natural ventilation and thermal comfort measures.
3. Development provides usable and well-integrated private open space for all dwellings and functional communal open space areas for the amenity of residents that support a range of activities, including active and passive recreation and opportunities for social interaction.
4. Development provides high-quality public realm that:
    a. delivers attractive, safe and inclusive spaces embellished with landscape treatments and street furniture that encourage social interaction, healthy and active lifestyles and community activity,
    b. is designed to provide legible, permeable and safe movement for all members of the community, and
    c. leverages local character and sense of place.
5. Development incorporates landscaping that:
    a. predominantly uses native species appropriate to the local context, including local endemic species where feasible,
    b. responds to site constraints and environmental conditions,
    c. provides appropriate physical and visual buffers to adjoining sensitive land uses, and
    d. supports sub-tropical planting and the establishment of large subtropical shade trees where feasible.

4.1.2 Movement, transport and connectivity

Development supports safe, efficient and legible movement within and through the PPDA by:

a. establishing a permeable network that provides convenient and attractive pedestrian and cycle connections within the precincts and to surrounding streets, centres, public transport stops and open spaces, and
b. providing for future road upgrades and widenings to ensure the ongoing capacity, efficiency and safety of the transport network.

[10] See:
- The relevant Local Planning Scheme codes and policies for precinct specific guidance.
- Crime prevention through environmental design: Guidelines for Queensland (2021)
- EDQ guidelines and practice notes

4.1.3 Access, parking and servicing[11]

1. Development provides access, parking and servicing arrangements that are appropriate to the function and intensity of development within the PPDA and maintain the safety, capacity and efficient operation of the surrounding street network.
2. Access, loading, servicing and parking arrangements are designed and located to:
    a. minimise conflict with pedestrians and cyclists,
    b. avoid dominance of streets and public spaces by access points, parking areas, loading facilities or service infrastructure, and
    c. integrate with quality built form outcomes, with visual and amenity impacts on streets, public spaces and adjoining land uses minimised.
3. Servicing, waste management and loading activities are, where practicable, accommodated on site and managed to avoid adverse impacts on traffic operations, pedestrian safety and amenity.

4.1.4 Community safety and development constraints

1. Development protects the safety, health and wellbeing of occupants, users and the surrounding community, having regard to site-specific constraints, hazards and risks.
2. Development avoids, or where avoidance is not practicable, appropriately mitigates adverse impacts arising from existing or potential hazards, and demonstrates that acceptable safety and amenity outcomes can be achieved for the intended use.

4.1.4.1 Flood management and resilience[12]

Development and infrastructure ensure that flood risk to life, property, critical infrastructure and the environment is mitigated to an acceptable or tolerable level having regard to flood hazard, flood behaviour, vulnerability of land uses, the consequence of failure, and that risks are managed by:

a. ensuring habitable rooms, non-habitable areas, and essential services achieve acceptable levels of flood immunity,
b. mitigating flood risk through site planning, stormwater management, and appropriate finished floor levels,
c. adapting built form and infrastructure using flood-resilient design measures such as elevated structures and water-resistant materials,
d. providing car parking spaces in appropriate locations to meet flood resilient design outcomes and minimise risk to occupants and critical building systems,
e. providing for safe, reliable and timely evacuation and access for emergency services during flood events or where evacuation is constrained, appropriate planning for isolation or hindered evacuation, and
f. ensuring flood management outcomes are coordinated at a precinct or catchment scale and do not result in unacceptable flood impact to surrounding areas, including changes to flood levels, flow paths, flood hazard or access during flood events.

4.1.4.2 Emissions[13]

1. Development avoids, minimises and mitigates adverse impacts from emissions, hazardous materials and pollutants on community safety, public health, residential amenity and the natural environment.
2. Development involving sensitive land uses demonstrates that exposure to emissions, noise, vibration or hazardous materials does not result in unacceptable risks to human health or safety.

[11] See the relevant Local Planning Scheme codes and policies for specific precinct guidance.
[12] See the relevant Local Planning Scheme codes and policies for specific precinct guidance.
[13] See *Environmental Protection Act 1994* (EPA) and relevant environmental protection policies.

4.1.4.3 Acid sulfate soils[14]

Development on land affected by, or with the potential to be affected by, acid sulfate soils demonstrates that risks to human health, infrastructure and the environment are appropriately assessed and managed by:

a. avoiding disturbance of acid sulfate soils where practicable, and

b. where disturbance cannot be avoided, demonstrates that impacts can be mitigated through appropriate investigation, design and management measures.

4.1.4.4 Contaminated land[15]

Development avoids, minimises and mitigates adverse impacts on people, property and the environment from contaminated land by:

a. managing contaminated land and groundwater to ensure all land is suitable for its proposed future use,

b. ensuring sensitive uses are to be protected from the impacts of previous hazardous activities, and

c. ensuring that good practice management measures are implemented to prevent contamination spreading beyond its existing extent due to development activities.

4.1.4.5 Noise

Development is designed, sited and constructed to:

a. mitigate exposure of occupants to noise impacts from:

   i. industrial noise sources,

   ii. airport and aviation facilities,

   iii. designated transport noise corridors[16], and

b. achieve minimum acoustic environmental values for indoor and outdoor areas.[17]

4.1.5 Infrastructure

1. Infrastructure and services are integrated with development to:

   a. support the safe and effective functioning of the PPDA and surrounding areas,

   b. minimise adverse impacts on existing communities and infrastructure networks, and

   c. enable flexibility for future infrastructure augmentation, renewal and technology.

2. Development manages stormwater and surface water to:

   a. ensure discharge to a lawful point of discharge,

   b. protect water quality and receiving environments, and

   c. avoid worsening flooding, nuisance flows or drainage impacts on surrounding land and infrastructure.

[14] See the relevant Local Planning Scheme codes and policies for specific precinct guidance.
[15] Development on contaminated land must be in accordance with a site management plan under the EPA.
[16] Refer to the Transport noise corridor overlay code or similar code or policy referenced in the relevant Local Planning Scheme and relevant standards and guidance in the SPP.
[17] Refer to the Environmental Protection (Noise) Policy 2019 made under *the Environmental Protection Act 1994*.

4.2 Precinct Provisions

Table 1 articulates the development intent and indicative building heights for each precinct.

Table 1: Development Intent and Indicative Building Height

Precinct	Development Intent	Indicative Building Height
1. Bundamba	Medium density residential and neighbourhood centre	Up to 3 storeys
2. Hervey Bay	Low to Medium density residential	2-5 storeys
3. Highgate Hill	Medium density residential	3-5 storeys
4. Mango Hill	Low to Medium density residential	2-6 storeys
5. Pimlico	Low to Medium density residential	2-5 storeys
6. Varsity Lakes	Medium-high density residential	2-8 storeys
7. Wynnum	Medium density residential	3-5 storeys

5.0 Schedules

5.1 Schedule 1 – PDA accepted development

Building work
Minor building work, where not on a heritage place.
Building work for demolishing of a building or other structure, where not: a) on a heritage place. b) within 10 metres of a heritage place.
Building work associated with an approved or accepted material change of use, where not on a heritage place.
Reconfiguring a lot
Reconfiguring a lot for road widening and truncations where in accordance with conditions of a PDA development approval.
Material change of use
Making a material change of use of premises for a sales office.
Operational work
Operational work in accordance with the conditions of a PDA development approval.
Operational work involving engineering work and/or landscape work associated with a material change of use that is PDA accepted development.
Carrying out operational work that is clearing of vegetation, other than Significant Vegetation unless the clearing of Significant Vegetation is: a) carried out by or on behalf of the relevant local government or a public-sector entity, where the works are authorised under a State law, or b) carried out in accordance with the conditions of a PDA development approval for a material change of use or reconfiguring a lot.
Operational work for filling or excavation where not on a heritage place or contaminated land, and not involving the following: a) a retaining wall greater than 1 vertical metre or an increase in depth or height of the ground level or finished design level by 1 vertical metre or more. b) the construction of an artificial stormwater channel. c) works within land that is mapped as being within the Flood hazard overlay and/or the Coastal hazard overlay of the relevant local planning scheme. d) where the natural ground level is less than 20m AHD, and where the disturbance of land is equal to, or less than, 5m AHD involving one or more of the following: i. filling equal to or greater than 500m^3, ii. filling equal to or greater than 0.5 metres average depth, iii. excavation equal to or greater than 100m^3.
Carrying out operational work for advertising devices where not on a heritage place. Note: The relevant local planning scheme policies / local laws applicable to a specific precinct, such as the Brisbane City Council Advertisements Local Law 2021 and Advertising Devices Design and Assessment Rule, as amended or replaced from time to time, apply in the PPDA. The placement of advertising devices on a heritage building may constitute building works.
Carrying out operational work associated with decontamination of land where not involving the clearing of significant vegetation.
Plumbing and drainage work
All plumbing or drainage work.

All aspects of development
Development prescribed in schedule 7 of the *Planning Regulation 2017*.
Development prescribed in schedule 6 of the *Planning Regulation 2017*, other than part 5, section 28.
Development for which a General Exemption Certificate or Exemption Certificate has been issued under the *Queensland Heritage Act 1992*.
Development for a Park where carried out by a Public sector entity.
Development consistent with an approved plan of development.
Telecommunications facility – where undertaken by or on behalf of a public sector entity, except when involving: a) works above the surface of the ground, or b) the erection, alteration or reconstruction of a building.
Utility installation – where undertaken by or on behalf of a public sector entity, except when involving: a) a maintenance depot, storage depot or other depot to service the utility installation, or b) a waste management service, or c) the erection, alteration or reconstruction of a building.

5.2 Schedule 2 – Definitions

Unless defined below or in schedule 1 of the *Economic Development Act 2012,* the definitions in section 7 and administrative terms in schedule 4 of the *Planning Regulation 2017*, and the definitions in schedule 1 of the local planning scheme relevant to each precinct apply to all development.

5.3 Schedule 3 – PDA-associated development

Precinct 1 – Bundamba	
Description of PDA-associated development	Operational work, if the works: 1. are carried out by or for the MEDQ 2. provide development infrastructure for Precinct 1: Bundamba of the Land Activation Program (Tranche 2) PPDA to address the impacts of any development within Precinct 1 whether or not the development infrastructure has another function or purpose 3. facilitate the Precinct Vision, and 4. include one or more of the following: a. roadworks b. landscape and footpath works c. electrical and telecommunication service works d. stormwater works e. water connection service works f. sewer connection service works g. public transport infrastructure works, or h. associated ancillary works.
Description of PDA-associated land	The road reserve as identified on **Map 9** including part of River Road, Cullen Street, Mary Street and Bird Street. 

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