

# **Mackay City Council**

---

## **Mackay City Strategic Plan**

---

21<sup>st</sup> May 1999

# Contents

<b>1. STATEMENT OF PURPOSE.....</b>	<b>1</b>
<b>2. STATEMENT OF VISION AND PRINCIPLES.....</b>	<b>3</b>
2.1 Overall Vision .....	3
2.2 Principles for Development and Use of Premises .....	4
<b>3. INTENT AND OBJECTIVES FOR PREFERRED DOMINANT LAND USES</b>	<b>11</b>
3.1 Introduction .....	11
3.2 Urban Residential.....	12
3.3 Higher Density Residential.....	16
3.4 Future Urban .....	18
3.5 Commercial Areas .....	19
3.6 Major Business/Industry.....	24
3.7 Service and Commercial Industry .....	28
3.8 Special Uses and Reserves .....	30
3.9 Open Space and Recreation.....	31
3.10 City Image Corridors.....	34
3.11 Heritage Precincts .....	36
3.12 Rural.....	38
3.13 Rural Agriculture.....	43
3.14 Rural Residential .....	45
3.15 Park Residential .....	48
3.16 Village.....	51
3.17 Tourism .....	52
3.18 Transport Corridors.....	54

## Figures

- Figure 1** *Planning Scheme Components*
- Figure 2** *Structure Plan*
- Figure 3** *CBD and Frame Area*

## Maps

- Map 1** *Strategic Plan Map (Urban Area)*
- Map 2** *Strategic Plan Map (Seaforth)*
- Map 3** *Strategic Plan Map (Midge Point)*
- Map 4** *Strategic Plan Map (Rural Areas)*

# 1. Statement of Purpose

This Strategic Plan is part of the transitional planning scheme for the whole City of Mackay.

This Strategic Plan presents the preferred broad land use structure and major infrastructure provision for the City. It provides a statutory framework for growth and conservation management throughout the City into the foreseeable future.

This framework is presented in the context of a much longer term vision for the City which is reflected in the Structure Plan. The Structure Plan is simply a map which depicts how the pattern of land uses and transport network may look in, say, 50 years time.

The Strategic Plan has been prepared following a comprehensive evaluation of the City's environmental and cultural attributes together with an analysis of land uses, growth trends and expected needs. These background studies, together with the outcomes of the community consultation process that informed the Strategic Plan, are documented in the Mackay City Strategic Plan - Planning Study.

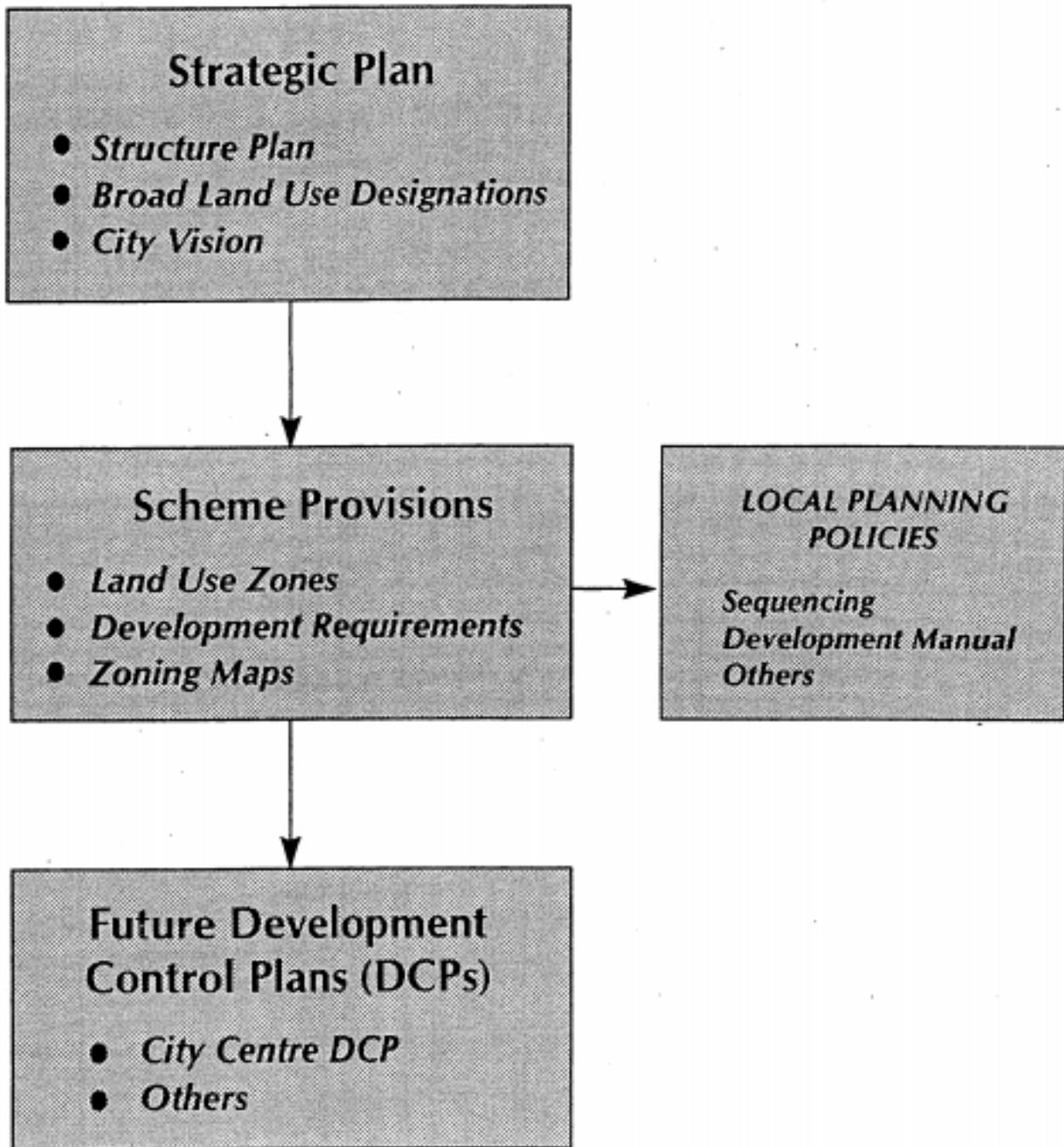
The main purposes of this Strategic Plan are:

- (a) to identify the desired longer term future land use pattern for the City and the principles which are intended to be observed in developing and using land;
- (b) to outline the preferred strategies to be implemented to achieve the desired future; and
- (c) to guide assessment of and decisions on development proposals, particularly in terms of location, site suitability and potential impact.

This Strategic Plan is intended to provide an overall framework for development and use of premises. As such it is not cadastrally based, is not meant to be interpreted at a fine scale and it does not confer rights to use land for any purposes. These rights are vested in the transitional planning scheme provisions, which also provide detailed land use intentions and specific development requirements which aim to achieve the broad principles detailed in this Strategic Plan.

Figure 1 shows the relationship between the elements of this Strategic Plan and the other components of the Mackay City Transitional Planning Scheme.

# MACKAY CITY PLANNING SCHEME



MACKAY CITY PLANNING SCHEME  
Figure 1 - Planning Scheme Components

## 2 Statement of Vision and Principles

### 2.1 Overall Vision

---

The overall vision represented by this Strategic Plan is for a strongly growing Coastal City with a broad economic base, a resident population of 93,000 people by 2011 and where:

- there is recognition of and responsibility for the conservation and enhancement of important natural and cultural environmental values, including the World Heritage Area of the Great Barrier Reef Marine Park;
- development and use of premises occurs in ways that are ecologically, economically and socially sustainable;
- there is recognition of the importance of the sugar and tourism industries and the service industry to the mining section to the economic prosperity of the City;
- there is an identifiable and coherent character to each of the localities and communities which make up the City;
- an overall sense of an integrated community and identity is promoted;
- access is available to a wide range of conveniently and efficiently-provided employment opportunities, commercial services and community, cultural and recreation facilities and that these opportunities, services and facilities are accessible to all the community;
- responsible and high standard development of accessible premises is achieved and occurs in an orderly manner having particular regard to the efficient and economic provision of engineering and social infrastructure;
- recognition is given to the specific needs of the diverse social and cultural groups within the community;
- recognition is given to the specific needs of other groups in the community including those with disabilities; and
- there is recognition of the cultural heritage values in the City.

#### *Longer Term Growth Management*

Whilst this Strategic Plan has been prepared essentially to provide a framework for growth and conservation management to the year 2011, it has been prepared in the context of a much longer term vision. The broad longer term vision is presented in Figure 2 and termed the Structure Plan.

The purpose of the Structure Plan is to identify possible longer term strategies to cater for growth well beyond the life of the Strategic Plan (say 50 years) and to ensure that short term planning strategies do not foreclose longer term planning opportunities. The Structure Plan by necessity is very generalised and reflects a broad vision only, based on current values and assessment of needs. It will need to be reviewed regularly to ensure it reflects contemporary values and expectations.

The Structure Plan shows intended urban growth areas, other smaller settlements to service the rural population, tourism nodes, intended rural residential areas and rural production areas. Major transport linkages are also depicted including long term possibilities for a future major link between the Peak Downs and Bruce Highways south of Walkerston and the multi-modal corridor through to Mackay Harbour.

The Structure Plan does not confer any use rights or commit any government agency to the provision of infrastructure. The relevant interpretation of the Structure Plan over the life of this Strategic Plan is provided by the Preferred Dominant Land Use Maps.

## 2.2 Principles for Development and Use of Premises

---

For the purposes of this Strategic Plan principles are fundamental, well established and widely accepted statements of what should be. These principles provide the basis for decision-making in planning for, proposing, assessing and managing land use and development.

These principles underpin the strategies contained with this Plan and represent the fundamental criteria against which all development proposals will be assessed.

The principles which underpin this Strategic Plan may be grouped according to the following categories:

- Development in Urban Areas
- Environmental Protection and Conservation Management
- Rural Areas
- Commerce and Employment
- Transport
- Open Space/Recreation
- Utility and Social Infrastructure
- Consideration of Social Impacts.

(1) ***Development in Urban Areas***

- (a) *Residential uses should only be located on land that is free from existing, and likely potential, natural and man made hazards.*

This recognises that areas prone to natural and man made hazards such as flooding, coastal fluctuations, storm surge, land slippage, noise or air borne pollutants are not suitable for residential areas.

- (b) *The pattern and sequencing of urban development should contribute to the creation of accessible communities.*

Urban development should focus on the establishment of largely fully serviced and self contained neighbourhoods which evoke a sense of community, belonging and accessibility by all citizens.

- (c) *Urban areas should be sustainable in the long term.*

Development of urban areas should recognise the assimilation capacities of the natural environment and be managed to achieve sustainability.

- (d) *Elements which contribute to identity, sense of place and quality of life should be preserved.*

These are the elements that define suburbs and which must be preserved if quality of life and sense of community are to be maintained.

- (e) *A wide range of housing types and lifestyle choices should be provided for in the City.*

People like to have a choice in where they live and in the range of housing available.

- (f) *Development of urban areas should be affordable, for both end users and the community.*

Development generates costs particularly for services and facilities. All reasonable costs associated with development should be borne by the developer without undue community subsidy. Newly developed urban areas should be accessible and affordable to end users and the community as a whole.

- (g) *Urban areas should be buffered from the potential impacts of incompatible land use or activities.*

This recognises that there are uses which are incompatible with the achievement of pleasant living environments and appropriate separation from such uses is required.

## **(2) *Environmental Protection and Conservation Management***

- (a) *Natural resources are limited and should be managed accordingly.*

- (b) The relative scarcity of natural resources makes it essential to manage them wisely.

- (c) *Environmentally sensitive areas of remnant vegetation, wildlife corridors and habitats together with estuarine and coastal ecosystems should be protected.*

Such areas are vital for the protection of the biodiversity of species.

- (d) *Features and places of Cultural Heritage value should be protected.*

The City is rich in places and features of heritage value to Non-Indigenous and Indigenous residents. Cultural heritage interests include archaeological, anthropological, historical and cultural values.

- (e) *Responsibility for the environment rests with the entire community.*

All sections of the community and not just the local Council and developers have collective responsibility for the environment.

- (f) *Features of the natural landscape such as vegetated ridgelines, the natural backdrop of the World Heritage Areas, riparian and coastal vegetation and other areas of remnant vegetation, provide a visual backdrop and scenic quality to the City and should be protected.*

The rural character and visual backdrop to the City must be preserved.

- (g) *Groundwater and surface water is a finite resource and its quality and quantity needs to be properly managed.*

Future population growth and economic development within the City is contingent upon the availability of a quality water supply.

(3) ***Rural Areas***

- (a) *Good Quality Agricultural Land (GQAL) is a finite resource and should be retained for agricultural production and buffered from encroaching residential development.*

Recognition should be given to the role of agriculture in underpinning the regional economy.

- (b) *Agriculturally unproductive rural areas have important landscape and environmental values which should be maintained.*

Such areas are important to the character of the City and contribute to the overall quality of the natural environment.

(4) ***Commerce and Employment***

- (a) *The prosperity of the rural section underpins the prosperity of the City.*

The sugar industry, in particular, significantly contributes both directly and indirectly to the City's overall economy.

- (b) *The Mackay Central Business District (CBD) should remain the primary commercial and administrative hub for the region and be supported by an appropriate hierarchy of Centres throughout the City.*

The Mackay CBD will be the primary focus for retail and commercial activity to service the region.

- (c) *Opportunities for the convenient location of local retail and commercial facilities and equal employment opportunities should be provided throughout the City.*

All residents should have reasonable proximity to a range of accessible convenience retail and commercial services, employment opportunities and community facilities.

- (d) *The role of Villages in the rural areas should be reinforced through the provision of opportunities for population serving economic activities.*

Flexibility should be provided in Village areas to enable a wider range of non-residential uses than would generally be provided in suburban areas.

- (e) *Economic development should be promoted but not to the cost of the environment.*

In assessing major employment generating proposals, economic considerations need to be balanced against a range of other considerations.

(5) **Transport**

- (a) *The community should have access to, and plan for, an accessible and efficient transport system.*

A cost-effective road network system and accessible public transport system which services local and regional needs and enables the safe and convenient movement of goods and people is needed. Such a network is reliant upon the achievement of sustainable settlement and land use patterns, the appropriate sequencing of development and early identification of viable transport corridors.

(6) **Open Space and Recreation**

- (a) *All residents should have convenient access to a variety of open space and recreational opportunities, which are responsive to the cultural, recreational and health needs of the community.*

Access to open space and recreational opportunities is an essential component to the quality of life of all residents and to the urban environment.

(7) **Provision of Infrastructure**

- (a) *Orderly and sequenced development allows for the efficient and affordable provision (and on going maintenance) of utility and social infrastructure.*

All reasonable and relevant development and State social infrastructure costs generated by development should be borne by that development. All development shall be directly responsible for contributing its share to the cost of providing a water supply service; sewerage; a road system; a stormwater drainage system and associated environmental protection measures; electricity; telephone and gas services; accessible local community facilities; and State social infrastructure.

Urban areas are intended to be developed in accordance with an orderly and rational sequencing of infrastructure as depicted in Council's "Development Sequencing Policy". The preferred development sequence reflects a priority, rate and location of development coordinated with Council and State Government service provision. Essentially it seeks consolidation and infill within established urban zoned areas to maximise efficient use of existing services. It also provides for expansion of urban areas within Council's water supply, sewerage and drainage headworks scheme areas on lands within convenient access of existing and planned community and commercial facilities and social infrastructure.

Development in the urban land use allocations which is "out of sequence" under the "Development Sequencing Policy", and/or outside existing scheme areas, would only be considered appropriate where:

- the required infrastructure can reasonably and economically be provided and subsequently maintained by Council or the relevant service agency to an adequate standard without undermining provision to priority areas under the adopted sequence; the proponent bears the additional costs associated with “bringing forward” the provision of the required infrastructure;
- the development is conveniently accessible to existing or proposed commercial and community facilities and does not constitute socially isolated development; and
- development accords with strategic planning associated with power and telecommunications service providers.

For any proposed “out of sequence” development, the proponent will be required to prepare a cost impact assessment for each nominated infrastructure item where extra costs are expected to result from bringing forward the supply of that infrastructure. Provided that the proponent may agree to meet the costs of Council, or any other relevant social infrastructure agency, preparing such assessment. Where a cost impact assessment is to be prepared, the method of calculating cost impacts shall be determined having regard to any guidelines approved by the chief executive of the relevant State Government department in accordance with the relevant provisions of the Act.

In relation to development of premises on unsewered lots in rural and rural living areas, Council will seek the provision of effective and sustainable wastewater disposal, by means of aerobic treatment systems, or other acceptable means in accordance with Council policies and guidelines (which may include septic systems). The proponent will need to demonstrate to Council that the proposed system will not contribute to the pollution of any public or private waterway or water storage area having regard to the nature of the development and site conditions.

- (b) *Development should address genuine community needs for services and facilities*

New urban residential areas are to be encouraged in the form of identifiable neighbourhood/village areas as defined by major open space areas, roads and other significant physical elements. Each such area should be oriented towards facilities (like a primary school, local shops, local community hall and/or local parkland) which can serve as a conveniently accessible community centre for a population of about 5000 residents (i.e. about 1500 to 2000 dwellings).

People's needs for accessible places to work, to spend leisure time and to find social support or personal assistance are important. The young, aged and those with disabilities have special needs which should be accommodated.

(8) ***Consideration of Social Impacts***

- (a) *Development should address the social needs and values of the community.*

This recognises that there may be instances where development can comply with the physical planning requirements of the performance criteria yet may still fail to meet the needs of special groups within the community or cause social impacts which affect the quality of life of residents. Such development, as determined by Council, will be subject to a Social Impact Assessment.

A transitional Planning Scheme Policy may be adopted by Council to specify the requirement for social impact assessments.

### **3. Intent and Objectives for Preferred Dominant Land Uses**

#### **3.1 Introduction**

---

This section outlines the intended long term land use pattern for the City and specifically the preferred dominant land uses. These land uses are depicted on the Strategic Plan Maps 1-4.

The key objectives in relation to each land use are also provided. Only proposals which achieve these objectives, and the broad development requirements or "performance criteria" which relate to them, will be favourably considered by Council.

## 3.2 Urban Residential

---

### *Description*

These preferred dominant land use areas comprise the majority of residential land in Mackay, Walkerston and Seaforth and those adjacent lands that have been identified as suitable for future residential use .

### *Intent*

These areas are expected to accommodate the City's need for urban residential land for at least the next 15 years. Some of the areas identified are currently not provided with any water, sewerage and other development and social infrastructure. Council has prepared a Development Sequencing Policy for the most cost effective infrastructure provision to these under-serviced areas and it is preferred that urban growth occur in accordance with this sequencing.

It is expected that new development for residential purposes in these areas will achieve net residential densities of 10 dwellings per hectare. Net residential density represents the ratio of the number of dwellings on the land to the total area of the land plus internal streets, plus public open space plus half the width of adjoining access roads (which provide access to dwellings).

These densities enable a mix of lot sizes and housing styles to be provided. Lot sizes ranging from 300 m<sup>2</sup> to 900 m<sup>2</sup> would be possible. The smaller lot sizes would only be appropriate in locations which would be in keeping with the existing residential character or amenity, and which are in close proximity to areas of useable open space and shopping and other community facilities.

In order to encourage the development of residential lots in various localities throughout the City, Council will not support proposals for the development of large areas for residential use in any one locality unless they form part of a staged development .

In addition to housing, residential neighbourhoods are intended to accommodate local parkland, accessible shops, churches, schools, child care centres and other community facilities which serve residents in the locality. Any development of these ancillary uses is intended to be at conveniently accessible locations and of a scale and nature compatible with surrounding premises.

Other urban uses may also be suitable on land within these areas subject to compatibility with existing and likely future surrounding premises and detailed local area planning.

Some provision for urban residential premises is also provided at Midge Point and Keswick Island in association with the establishment of major integrated tourist facilities.

### *Objectives and Performance Criteria*

#### Element 1 - Location and Site Suitability

##### *Objectives*

- (a) To ensure that areas for residential use are free from environmental constraints and buffered from incompatible land uses.
- (b) To ensure development of new premises is supported by appropriate utility infrastructure and community services and facilities.

*Performance Criteria*

- (a) Land which:
  - (i) is above Council's adopted design flood level; or is capable of being filled to exceed the flood level without significant adverse hydraulic impacts;
  - (ii) is free of drainage problems;
  - (iii) is less than 15% gradient;
  - (iv) is steeper than 15% subject to special design and siting controls and construction standards;
  - (v) is not Good Quality Agricultural Land (GQAL) except in those locations depicted on the Strategic Plan Map which by virtue of their location and serviceability, have been identified as future residential expansion areas;
  - (vi) does not have significant remnant vegetation or has not been identified as part of an existing or future wildlife corridor; and
  - (vii) is capable of being developed without creating adverse environmental impacts from acid-sulphate soils.
- (b) Land which is effectively separated, screened and/or buffered from potential adverse impacts of nearby land uses such as agriculture and industry. In relation to buffers from agricultural land use, reference should be made to *Planning Guidelines Separating Agricultural and Residential Land Uses* issued in support of State Planning Policy 1/92 (or any subsequent equivalent State Government guidelines).
- (c) Land which lies within existing or proposed water supply and sewerage scheme catchments and can be cost-effectively provided with services.
- (d) Land which is within 1 kilometre of a wide range of existing or proposed community services and facilities.

Element 2 - Land Use

*Objectives*

- (a) To provide for a range of detached and semi detached housing types which cater for a variety of housing needs and lifestyle choices.
- (b) To provide for appropriate non-residential uses to serve the immediate population, provide a community focus and/or contribute to reduced vehicle trips. The type of uses envisaged include low impact uses such as local stores, churches, community halls and home-based businesses.

- (c) To ensure that development of new premises occurring within the areas allocated urban residential is compatible with the existing and likely future character of those areas.
- (d) To ensure that development has no adverse social impacts that may affect the quality of life for any existing or future residents of the City.

*Performance Criteria*

- (a) Development of residential premises which:
  - (i) are compatible in terms of appearance and density with the dominant surrounding residential character;
  - (ii) do not detract from the existing residential amenity by way of visual impact or excessive traffic levels on residential streets;
  - (iii) can be adequately catered for by the existing and/or proposed provision of open space and community services and facilities; and
  - (iv) have a minimum lot size of 300 m<sup>2</sup> and achieve an overall minimum net density of 10 dwellings per hectare;
  - (v) incorporate measures to offset any social need identified as a result of the development.
- (b) Development of non-residential premises which:
  - (i) are intended to service the needs of the immediate community;
  - (ii) do not detract from the residential amenity by way of off-site impacts including noise, odour, traffic generation and visual intrusiveness;
  - (iii) are not an intrusion into the area; and
  - (iv) do not derive vehicle access from a local residential street.

Element 3 - Services and Development Sequencing

*Objectives*

- (a) To direct development of areas where urban services are available or likely to be available within the life of the transitional planning scheme.
- (b) To ensure the pattern and sequence of development occur in a way which optimises the provision of infrastructure and services by the Council and by State Government Agencies.

*Performance Criteria*

- (a) Development of premises generally which are provided with urban services such as sealed road access, kerbing and channelling, electricity and telephone services;
- (b) Development which incorporates access arrangements to ensure the integrity of the National Highway Network and State controlled roads is not compromised.
- (c) The provision of urban services as required by Sections 5.2.3 and 6.2 of the transitional planning scheme provisions.

- (d) Development of new urban residential areas which occurs in accordance with Council's "Development Sequencing Policy" that accounts for projected land take-up and the relative costs of providing infrastructure.
- (e) Development which is not in accordance with the Development Sequencing Policy prepared by the Council, only where:
  - (i) the required development and State social infrastructure can reasonably and economically be provided and subsequently maintained by Council or the relevant service agency to an adequate standard without prejudicing provision to priority areas under the approved sequence; and
  - (ii) the proponent bears the additional costs associated with "bringing forward" the provision of the required infrastructure; and
  - (iii) the development is conveniently accessible to existing or proposed commercial and community facilities and does not constitute socially isolated development; or
  - (iv) the applicant and Council, or any other relevant social infrastructure agency, enter into a written agreement, in accordance with the Act, to make the infrastructure available to service the land.

### 3.3 Higher Density Residential

---

#### *Description*

This preferred dominant land use comprises strategically located well serviced areas identified as being suitable for higher residential densities.

#### *Intent*

These areas are intended to accommodate more diverse and higher density forms of housing such as town houses, flats, apartments, and the like. The net density envisaged is generally 30-40 dwellings per hectare although densities of up to 60-100 dwellings per hectare would be considered in the CBD frame area. The CBD frame area is shown on Figure 3 and is generally bounded on the west by the Bruce Highway, on the south by Shakespeare Street, on the east by Chain Street and the Pioneer River to the north.

A comprehensive range of services is to be available to these areas, which are shown on the Strategic Plan Map. Development of such premises is to comply with the relevant transitional planning scheme provisions. Additionally, such premises are to be developed only on fully serviced land.

Ancillary uses such as local parkland shops, churches, schools childcare facilities and other community facilities which serve nearby residents are also intended in these areas. These should be conveniently located and at a scale compatible with surrounding uses.

#### *Objectives and Performance Criteria*

##### Element 1 - Location and Site Suitability

#### *Objectives*

- (a) To provide opportunities for the development of higher diversity residential premises in areas that are free from environmental constraints and buffered from incompatible land uses.
- (b) To ensure the use of premises is supported by a comprehensive range of accessible community services and facilities.
- (c) To ensure development has no adverse social impacts that may affect the quality of life for any existing or future residents of the City. In this regard the development of premises shall comply with relevant legislative requirements.<sup>1</sup>

#### *Performance Criteria*

- (a) Land which is:
  - (i) above Council's adopted design flood level or is capable of being filled to exceed the design flood height without exacerbating areas subject to inundation, and which are free of drainage problems;
  - (ii) less than 10% gradient;

---

<sup>1</sup> The requirements of the *Disability Discrimination Act 1992* are presently relevant.

- (iii) not Good Quality Agricultural Land as defined in State Planning Policy 1/92 except in those locations indicated on the Strategic Plan Map;
  - (iv) not affected by remnant vegetation or identified as part of an existing or future wildlife corridor; and
  - (v) capable of being developed without creating adverse environmental impacts from acid-sulphate soils.
- (b) Land which is located adjacent to existing or proposed commercial and employment centres.
  - (c) Land which is within convenient walking distance (generally 400 m) of a wide range of community facilities including public transport, entertainment and cultural facilities.
  - (d) Land to which vehicle access is not derived off a residential cul-de-sac.
  - (e) Land upon which the development of higher density housing would be complementary to the nature of surrounding land use (eg. in proximity to the university campus, hospital).

#### Element 2 - Land Use

##### *Objectives*

- (a) To provide for a range of higher density housing types which caters for a variety of housing needs and lifestyle choices.
- (b) To provide for appropriate non-residential uses to service the immediate population.

##### *Performance Criteria*

- (a) Residential premises such as villas, townhouses, units or flats designed in accordance with Council's requirements.
- (b) Non-residential uses such as accessible convenience shops, parks and community facilities as identified in Part 5.0 of the transitional planning scheme provisions and which principally cater for residents in the immediate proximity.
- (c) Redevelopment which incorporates measures to offset social needs identified as resulting from that specific development.

### 3.4 Future Urban

---

#### *Description*

This land use allocation includes those areas shown on Strategic Plan Maps 1-4 which are considered to be potentially available for longer term urban development. These areas are not yet suitable for development due to the absence of physical and social infrastructure, and due to environmental or agricultural constraints on their current use.

#### *Intent*

Future Urban areas represent a stock of land which due to its general suitability, is intended to be developed at some time in the future for urban purposes. Land has been identified in locations where possible future development may be carried out at reasonable cost, without excessive demands on the community. In this respect, an intent of the Future Urban allocation is to identify and set aside those areas potentially suitable for urban development until such time as they are needed and the efficient and cost-effective delivery of services is achievable.

The identification of a site as "Future Urban" also provides a mechanism by which incidental development is not undertaken in a pattern which will compromise its desirable future use for urban purposes. For this reason it is intended that the types and arrangement of uses permitted within Future Urban Areas will generally be rural in nature.

The provisions of the Future Urban allocation will be managed through existing zonings.

#### *Objectives and Performance Criteria*

##### *Objectives*

To preserve areas for longer term urban expansion of the City.

##### *Performance Criteria*

- (a) Land extensive uses which will not prejudice the longer term use of the land for a range of urban uses.
- (b) Uses which include adequate buffering from existing agricultural or other incompatible land uses.

## 3.5 Commercial Areas

---

### *Description*

This land use allocation includes all forms of commercial and retail use at Regional, Sub-Regional Major Neighbourhood and Neighbourhood Centres throughout the City.

### *Intent*

This land use allocation is intended to provide for a range of commercial centres appropriate to the needs of the City. In order that the widest range of goods and services can be provided to residents and to ensure the ongoing viability of centres, a hierarchy of centres is intended. The hierarchy of centres is shown on Strategic Plan Maps 1-4. It is intended that only one centre is developed in each of the nominated suburbs. The CBD area is shown on Figure 3.

The hierarchy of centres is as follows:

(1) *Regional Centre*

The Mackay CBD and frame area is intended to remain the predominant centre in the City and the region. A consolidation of highest order shopping and entertainment facilities, commercial services and government and professional offices is envisaged. Urban design measures which sustain and enhance vital, attractive and pedestrian orientated public spaces and facilitate accessibility will be encouraged. Council will provide clearer direction for development in this area through a future City Centre Local Area Plan.

(2) *Sub-Regional Centres*

The Mt Pleasant Shopping Centre and adjoining commercial areas is intended as a sub-regional centre to principally service areas north of the Pioneer River. The sub-regional centre is intended to provide mainly comparison and speciality shopping functions, and provide a focus for other commercial, medical and service users.

(3) *Major Neighbourhood Centre*

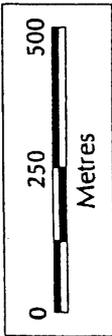
It is intended that a Major Neighbourhood Centre be established at Nindaroo to service as a focus for employment and service provision for the neighbourhoods north of McCready's Creek. This centre would provide facilities to cater to the weekly shopping trip together with a wide range of personnel and community services and facilities.

A total retail floor area of up to 10,000 m<sup>2</sup> is ultimately envisaged at the Nindaroo centre including a discount supermarket.



**MACKAY CITY PLANNING SCHEME REVIEW**  
**Figure 3 - CBD and Frame Area**

— CBD AREA  
 - - - CBD FRAME



G:\111411\MAP\INFO\FINAL\_97\CBD.WOR

(4) *Neighbourhood Centres*

Indicative locations for the development of neighbourhood centres are shown on Strategic Plan Maps 1-4. These are at Bucasia, Blacks Beach, Walkerston, Andergrove, North Mackay, West Mackay, Ooralea, Seaforth, Midge Point and Bakers Creek (south).

These centres are intended to provide a focus for the establishment of accessible neighbourhood shopping and community facilities which meet the needs of the residents in nearby suburbs. A total retail floor area of 5,000 m<sup>2</sup> is envisaged at these centres, comprising a discount supermarket and speciality stores.

(5) *Convenience Centres*

These centres, not able to be shown on the Strategic Plan Maps due to scale limitations, are intended to provide accessible convenience service needs and a community focus for immediately surrounding residents. They are not intended to provide sufficient range or depth of merchandise to fully cater for the weekly shopping trip. A total retail floor area of 500-1,500 m<sup>2</sup> is envisaged at these centres, comprising an accessible convenience supermarket and speciality stores.

***Objectives and Performance Criteria***

**Element 1 - Location**

*Objectives*

- (a) To achieve a hierarchy of centres serving appropriate population thresholds to sustain an appropriate range of services in each centre.
- (b) To maintain the Mackay CBD as the predominant commercial centre serving the City and surrounding region.
- (c) To provide for commercial and community uses in locations which offer convenience and accessibility, and which can provide a focus for community development.

*Performance Criteria*

- (a) Land which:
  - (i) has access to a sub-arterial or higher order road;
  - (ii) is conveniently accessible to the entire catchment population serviced;
  - (iii) land which has sufficient area to cater for the range of intended uses for a commercial centre of the type proposed;
  - (iv) is above Council's adopted design flood level or land on which it can be demonstrated is capable of being filled to exceed the flood level without exacerbating areas subject to inundation; and
  - (v) is free from natural hazards.

## Element 2 - Land Use

### *Objectives*

- (a) To provide for a range of uses appropriate to the scale of centre.
- (b) To provide a focus for the location of community and local employment generating uses appropriate to the catchment population served.

### *Performance Criteria*

- (a) The catchment population for uses is appropriate to the type of centre, eg. neighbourhood scale facilities would not be appropriate in a convenience centre.
- (b) Uses which are compatible with the function and scale of the centre and with surrounding uses.
- (c) Uses which contribute to the role of the centre as a hub for community interaction and social activity.
- (d) Uses which are in accordance with the requirements of any relevant Local Area Plan prepared by Council.

## Element 3 - Built Form and Amenity

### *Objective*

To ensure that commercial uses are consistent in scale, intensity and character with the local area and that no adverse effect is caused to local amenity.

### *Performance Criteria*

- (a) Other than in the Regional and Sub Regional Centres, development which are of a low intensity and a small scale.
- (b) Development of premises which are consistent with the character and intent of the preferred dominant land use area.
- (c) Development which effectively contains, mitigates or otherwise adequately addresses any impacts likely to be generated.
- (d) Development of premises which are:
  - (i) visually unobtrusive;
  - (ii) provided with effective landscaping and screening; and
  - (iii) in accordance with the Council's requirements in relation to landscaping and carparking;
  - (iv) in accordance with current national and state requirements and standards for accessibility by people with disabilities or who otherwise have reduced mobility.
- (e) Development of premises having signage which is:
  - (i) generally for identification rather than advertising purposes;
  - (ii) visually attractive; and

- (iii) compatible with the surrounding streetscape and the development for which it is provided;
  - (iv) in accordance with current national and state requirements and standards for accessibility by people with disabilities or who otherwise have reduced mobility.
- (f) Development which is consistent with the requirements of any relevant Local Area Plan prepared by Council.

Element 4 - Services

*Objectives*

To ensure that commercial premises are provided with the full range of utility infrastructure.

*Performance Criterion*

Premises which are provided with all urban services including water, drainage, sewerage, sealed road access, kerbing and channelling, electricity and telephone services.

### 3.6 Major Business/Industry

---

#### *Description*

This allocation includes the existing and proposed major concentrations of business and industrial uses within the City, these being at

- Mackay Seaport
- Racecourse Mill
- Paget/Ooralea
- Pleystowe Mill
- Farleigh Mill
- Bakers Creek Abattoir

#### *Intent*

It is intended that a wide range of industries, including manufacturing, processing and storage/distribution uses, be consolidated in the major industrial areas of Paget and the Mackay Seaport. The Paget industrial area has sufficient area to cater for the widest range of uses if developed as an Integrated Employment Area.

The parts of these major industrial areas which are more remote from residential and other sensitive uses are preferred for industries having potential for serious environmental harm or nuisance. Appropriate locations are those where air emissions, odour and/or noise generation, the handling and storage of dangerous goods, traffic generation and other effects, can be adequately controlled and/or buffered. Smaller scale and otherwise lesser impacting uses are to be encouraged at the periphery of the major industrial areas in closer proximity to residential and other sensitive uses.

#### *Objectives and Performance Criteria*

##### Element 1 - Location

##### *Objective*

- (a) To provide opportunities for the development of industrial premises in appropriate locations within the City.

##### *Performance Criteria*

- (a) Use developed in areas allocated as major business/industrial areas on Strategic Plan Maps 1-4 providing in all cases the uses are on land which:
- (i) is above Council's adopted design flood level or land on which it can be demonstrated is capable of being filled to exceed the flood level without exacerbating areas subject to inundation;
  - (ii) is free from drainage problems;
  - (iii) has less than a 10% gradient; and
  - (iv) is not affected by remnant vegetation or identified as part of an existing or future wildlife corridor.
- (b) Establishment of a difficult to locate use elsewhere, and on a site which:
- is above Council's adopted design flood level or can be filled to exceed the flood level without exacerbating areas subject to inundation;

- if used for business or industry, would not unnecessarily prejudice the viability of rural production or otherwise adversely affect the amenity of the locality;
- allows all significant environmental impacts to be minimised on the site itself;
- has an adequate level of accessibility; and
- allows water supply, electricity, waste disposal and other service requirements to be met in environmentally acceptable ways.

## Element 2 - Uses

### *Objectives*

- (a) To provide opportunities for a wide range of business/industrial uses in appropriate areas of the City.
- (b) To provide for opportunities for difficult to locate uses or uses which add value to the primary produce within the City.

### *Performance Criteria*

- (a) In major business/industrial areas around Mackay Seaport, Paget/Ooralea, Glenella and East Mackay, uses which:
  - (i) are compatible with the predominant nature of existing industrial uses; and
  - (ii) serve to consolidate existing industrial areas.
- (b) At land south of the Mackay Airport, business and industrial uses which:
  - (i) are related to the operation of the Airport, and
  - (ii) by virtue of their nature can operate more effectively through having immediate proximity and close linkages to the Airport.
- (c) In other areas, uses which:
  - (i) are not better situated in an allocated major industrial area; and
    - are related to and support local rural production, or
    - exploit a site-specific resource which is proven to be suitable for exploitation, (for example, the shale oil resource near Midge Point); and
  - (ii) are otherwise compatible with the character and amenity of the locality having particular regard to:
    - the number and proximity of dwellings in the area;
    - the visibility and accessibility of the land;
    - the availability of a reliable water supply and electricity supply;
    - the means of waste disposal; and

- the number of other industrial uses existing in the area.

### Element 3 - Standards of Development and Use

#### *Objectives*

- (a) To ensure that development and use for business/industrial purposes does not have significant adverse effects on surrounding uses and the natural environment.
- (b) To encourage high standards in the operations and appearance of industrial premises .

#### *Performance Criteria*

- (a) Land used for business/industrial purposes in accordance with an approved Environmental Management Plan where such use:
  - (i) is one for which Council has sought, or would likely seek, an environmental impact study under a planning scheme policy or because of the use's high impact potential,
  - (ii) requires a licence under the *Environment Protection Act*, or
  - (iii) is on a site within 400 m of land used or intended for use for residential or rural residential purposes; and
    - requires a licence under the *Flammable and Combustible Liquids Regulations*, or
    - is likely to generate noise greater than  $L_{A_{bg,T}} + 5$  dB(A) at any boundary of the site during business hours.
- (b) Development for industrial purposes satisfying the relevant Objectives and Performance Criteria of Section 5.5 of the transitional planning scheme provisions.
- (c) In considering applications for business/industrial development, the Council will take into particular account:
  - (i) how the site, and access to the site, is located in relation to areas of residential use ;
  - (ii) whether the site has a sufficiently high level of accessibility;
  - (iii) whether the industry requires services;
  - (iv) whether the land is so located that the development for industrial purposes will not detrimentally affect persons or property not associated with the industry;
  - (v) whether the site is physically suited to the development as proposed;
  - (vi) how the site is located in relation to any environmentally sensitive area; and
  - (vii) whether the proposed industry creates any significant adverse impact visually, or associated with any hazardous materials or pollution, and what mitigating measures, if any, are proposed; and

(viii) whether or not there are more appropriate sites for the intended use.

#### Element 4 - Land Availability

##### *Objective*

- (a) To protect the availability of suitable land for business/industrial use.
- (b) To protect areas of known mineral resources or extractive materials from any development which could prejudice their future extraction.

##### *Performance Criteria*

- (a) Land at established or allocated business/industrial areas should be used only for business or industrial uses or for other purposes which are ancillary to and/or directly serve industry.
- (b) Development adjoining land in an established or assigned industrial area which is:
  - (i) for a purpose not sensitive to having industrial use in close proximity;  
or
  - (ii) for any other purpose where the premises incorporate effective buffering and/or screening measures.
- (c) Development of land for any urban uses does not include areas of known extractive resources and, where adjacent to such areas, incorporates adequate buffers and safeguards against any future extractive industry.

### 3.7 Service and Commercial Industry

---

#### *Description*

This land use allocation includes smaller localised service trade and commercial industrial areas throughout the City and in the interface areas between major business/industrial areas and residential areas.

#### *Intent*

This allocation is intended to provide for low impact service trades and land extensive commercial uses, such as showrooms and hardware centres. Such uses are appropriately located around the CBD frame, around sub-regional and major neighbourhood centres, and other locations conveniently accessible to the local community.

The service and commercial industry allocated land at the Mackay Airport is controlled by the Mackay Port Authority and is intended for activities which, by virtue of their nature, can operate more effectively by having immediate proximity to the Airport. This area is **not** intended as a general business/industry area and uses will need to be approved by the Mackay Port Authority in conjunction with Council. Likewise the privately owned land to the south of the Airport is also intended for airport related activities and all uses will require the separate approval of Council.

The major industrial area at Glenella is intended for lighter industries and service trade uses with lesser potential for environmental harm or nuisance. While the East Mackay industrial area has traditionally been the favoured location for such uses, Council envisages this area will eventually be redeveloped for non-industrial uses.

The service and commercial industry land use allocation is also intended to apply in those circumstances where a buffer is required between the major industrial areas, such as at Paget, and nearby existing or future residential development.

#### *Objectives and Performance Criteria*

##### Element 1 - Location

##### *Objective*

To provide opportunities for service and commercial industry within the City.

##### *Performance Criteria*

- (a) Land which is allocated as service and commercial industry on Strategic Plan Maps 1-4 or is within the CBD frame, or adjacent to a sub-regional or major neighbourhood centre, and:
  - (i) is above Council's adopted design flood level or is capable of being filled to exceed the flood level without significant adverse hydraulic impacts;
  - (ii) is free from other drainage problems;
  - (iii) has less than a 10% slope; and

- (iv) does not have significant remnant vegetation or has not been identified as part of an existing or future wildlife corridor.

### Element 2 - Uses

#### *Objectives*

- (a) To provide opportunities for service and commercial industrial uses which serve, and are reliant on convenient access to, the local community.
- (b) To provide for low-impact service or commercial industrial uses which act as a suitable buffer between higher impact industrial areas and residential or other sensitive receiving environments.

#### *Performance Criteria*

- (a) Uses which:
- (i) are not better suited in an assigned major business and industrial area and
- are related to and serve local community needs; or
  - are related to and support local rural production.
- (ii) are otherwise compatible with the character and amenity of the locality having particular regard to:
- the number and proximity of dwellings in the area;
  - the visibility and accessibility of the land;
  - the nature and scale of activity and level of off-site impacts.

### Element 3 - Standards of Development and Use

#### *Objectives*

- (a) To ensure that development and use of service and commercial industrial premises does not have adverse effects on surrounding uses and the natural environment.
- (b) To encourage high standards in the design and appearance of service and commercial industrial premises.

#### *Performance Criteria*

- (a) Development and use for service and commercial industrial purposes satisfying the relevant objectives and Performance Criteria of Section 5.5 of the transitional planning scheme provisions.
- (b) Premises which, as a result of their scale and overall design, do not adversely impact on or detract from the character or amenity of adjacent or nearby residential areas.

## 3.8 Special Uses and Reserves

---

### *Description*

This preferred dominant land use area includes lands controlled by the Mackay Port Authority, timber reserves, as well as particular uses such as schools, hospitals and the university.

### *Intent*

This preferred dominant land use area is intended to allow easy identification of significant special uses and reserves and an appreciation of their location and associated impacts. It is intended that these uses be protected from intrusion by other uses.

### *Objectives and Performance Criteria*

#### Element 1 - Land Use and Availability

##### *Objective*

To protect the integrity and availability of the City's special uses and reserves for necessary government and semi-government purposes.

##### *Performance Criteria*

- (a) Land use which is consistent with government, or Port Authority related functions, the status of the land holding together with the character and amenity of the locality.
- (b) Land use on nearby or adjoining land which;
  - (i) does not prejudice the integrity and suitability of the special use or reserve for its intended purpose; and
  - (ii) has no significant adverse effect on the special use or reserve by virtue of impacts generated.

### 3.9 Open Space and Recreation

---

#### *Description*

This land use allocation depicts the major open space network of the City which includes:

- flood prone areas, including those areas generally below the 4 metre AHD contour line and/or subject to inundation;
- open space along the Pioneer River;
- open space corridors along major waterways;
- major areas of public parkland;
- major outdoor sporting and recreational facilities;
- areas of coastal wetlands, tidal lands and those erosion prone or coastal “control districts” as declared under relevant State legislation ;
- national and conservation parks, including those covering the islands;
- the Islands; and
- State Forests.

The network is intended to be linked as much as possible in order to facilitate and enhance the environmental values and pedestrian/cyclist use of these spaces.

#### *Intent*

##### *Urban Areas*

The Open Space and Recreation land use allocation within the extent of urban lands is intended to provide for areas of open space which accommodate both active and passive recreational opportunities as well as private recreation uses. Public space is intended to remain ‘open’ with minimum built form, and to be protected from intrusion by incompatible uses.

As a benchmark for strategic open space planning, the provision of 4 hectares for each 1000 residents will be sought, with approximately 2 hectares being for active use and 2 hectares for passive use, as determined by Council. The composition of open space will conform to the above categories with specific requirements being determined having regard to site conditions and local needs.

Recreational uses are intended to be appropriately sited, have regard to the environmental capability of the land and to address all potential impacts of development.

##### *Rural Areas*

This allocation acknowledges areas which are declared floodways along the Pioneer River, timber reserves, national parks, tidal lands and lands identified as coastal “control districts”. In these areas, this allocation is intended to control inappropriate forms of development and land use. It is not the intention that privately owned land

under this allocation in rural areas be available for public access and recreational use, or that agricultural use be precluded from these areas.

### *Islands*

This land use allocation also covers the islands under the control of Mackay City Council. It is intended that these islands remain in a relatively natural state and used only for low key tourism and recreation. Opportunity for more extensive development will be limited to identified areas on Keswick, Brampton and Lindeman Islands.

## ***Objectives and Performance Criteria***

### *Urban Areas*

#### Element 1 - Location and Site Suitability

##### *Objectives*

- (a) To ensure that areas of public open space are preserved and conveniently located for the active and passive recreational needs of the community.
- (b) To ensure that private recreational facilities are consistent with the intended character of the area, and are situated on land which is accessible and convenient for users.
- (c) To ensure that the recreational use of sites can be sustained without adverse environmental impact.
- (d) To protect coastal ecosystems from the adverse effects of development.

##### *Performance Criteria*

- (a) Land proposed for public open space which:
  - (i) is conveniently accessible to surrounding residents and the attributes of which are consistent with local open space needs; or
  - (ii) has been identified on an Open Space Plan.
- (b) Development on, adjoining and near to public open space which does not adversely affect the use or amenity of the land for recreation by virtue of building construction, stormwater drainage and other likely impacts.
- (c) Development for private recreational purposes which:
  - (i) is consistent with the intended character and the relevant preferred dominant land use area;
  - (ii) protects significant natural vegetation and areas or features of environmental significance; and
  - (iii) avoids environmental constraints and hazards such as:
    - A. flooding or drainage problems where buildings or structures are proposed;
    - B. steep slopes and potential land instability;
    - C. degradation of land and water resources; and

D. bushfire risk.

- (d) Development on or adjacent to coastal areas, or coastal “control districts” which meets relevant State Government requirements, and which has no material impacts on the ecological integrity of the coastal wetlands and tidals environments.
- (e) Land proposed for private recreational use which:
  - (i) is physically capable of accommodating and sustaining the proposed use within environmentally acceptable levels of impact; and
  - (ii) is or will be connected to the City road network and urban centres by roads capable of accommodating the type and volume of traffic likely to be generated.
- (f) Adequate assessment of impacts of development of private recreational uses and incorporation of measures to contain such impacts to acceptable levels including, where required, compliance with an approved Environmental Management Plan or Land Management Plan.

*Rural Areas and Islands*

*Objective*

- (a) To protect allocated areas from inappropriate forms of development.
- (b) To minimise possible risk to life and property from flooding and/or tidal inundation.
- (c) To protect lands along the Pioneer River and coastal ecosystems from the adverse effects of development.
- (d) To ensure recreational use of national parks can be sustained.

*Performance Criteria*

- (a) Development and use of premises which by their nature are not likely to be affected by flooding or tidal inundation.
- (b) Development which does not alter the hydraulic characteristics of the Pioneer River or increase the propensity for erosion.
- (c) Development on or adjacent to coastal areas, or coastal “control districts” which meets relevant State government requirements, and which has no material impacts on the ecological integrity of the coastal wetlands and tidals environments.
- (d) Development which is subservient to the natural environment and meets the requirements of the *Nature Conservation Act*.

### 3.10 City Image Corridors

---

#### *Description*

This land use allocation includes those lands which form the main entry corridors to the Mackay urban area together with those lands adjacent to main tourist drives throughout the wider city area. These main corridors are along the following roads:

- the Bruce Highway from Alligator Creek to the O'Connell River,
- the Peak Downs Highway between Eton and City Gates,
- the Airport access route comprising Boundary Road, Milton Street, Farrelleys Lane, Connors Road, Bridge Road, Paradise Street, Archibald Street and Juliet Street,
- Mackay Eungella Road,
- Rosella Eton Road,
- Seaforth-Yakapari Road,
- Mirani - Mt Ossa Road,
- Conder Parade,
- Midge Point Road,
- Kunapippi Road and
- other roads as identified by Council from time to time.

#### *Intent*

The streetscape appearance and amenity of the approach corridors to a city and along main tourist routes is highly significant in establishing the image of a city. For this reason, Council intends to achieve high standards of visual amenity within these corridors through land use controls, high quality building siting, design and finishing, suitable advertising signage, and the use of landscape buffers.

#### *Objectives and Performance Criteria*

##### *Objectives*

- (a) To strengthen and enhance the image of Mackay as a livable and accessible city through particular attention to the form and appearance of development and the streetscape along the entry corridors to the City.
- (b) To ensure that the development along the City's main tourist corridors does not detract from the rural vistas and landscape attributes of the City.
- (c) To ensure that development has regard to the traffic safety issues of visibility and obstruction.

##### *Performance Criteria*

- (a) Within the urban area:

- (i) development of premises which achieve a high standard of appearance through setback, the establishment of 10 metre wide buffers and building design;
  - (ii) development of premises which do not have intrusive signage, bunting or vivid colour schemes which in Council's opinion are inappropriate; and
  - (iii) development of premises which provides for safe access to and egress from the site and which does not lead to an overall reduction in traffic safety.
- (b) Within the rural approaches to the urban area and main tourist corridors:
- (i) development of premises which achieve a high standard of appearance through setback, the establishment of a 20 metre wide buffer and building design
  - (ii) development of premises that blend in and are associated with their rural setting and which do not constitute ribbon development;
  - (iii) tourist-related premises which are not located on the main highway corridors, are subordinate to the natural landscape, and do not constitute ribbon development;
  - (iv) agricultural cropping and farming activities; and
  - (v) signage which depicts natural and tourist related assets and does not constitute a hoarding.

### 3.11 Heritage Precincts

---

#### *Description*

This allocation applies to land, adjoining sites, buildings or features of Indigenous and Non-Indigenous Cultural Heritage throughout the City.

In relation to Non-Indigenous culture, precincts from time to time will be allocated throughout the City and encompass commercial, civic and residential areas. Each of the precincts will display a coherent character and individually may contain elements and places of heritage significance.

In relation to Indigenous Cultural Heritage, this land use allocation will apply to land adjoining sites places or features identified by Council from time to time in consultation with traditional land owners and relevant agencies.

#### *Intent*

Areas identified as Heritage Precincts within the urban context, display coherence in historic character by virtue of elements such as building scale and massing, roofscape, streetscape and architectural detail. These areas contribute greatly to Mackay City's sense of place and are important for maintaining cultural associations with the growth and development of the City. It is therefore Council's intention that these values be maintained in the future growth of the City and that development proposals contribute to, rather than diminish, the essential historic character of the City's neighbourhoods.

Rather than severely restricting development of premises within these Heritage Precincts, it is Councils intention that new premises be designed to fit compatibly within each Heritage Precinct's existing fabric. Council will pay particular attention to issues such as building scale, massing, form and character, architectural detailing, roofscape, construction and material and streetscape to ensure complementary infill. Further though, Council will also discourage the demolition, replacement and unsympathetic renovation of individual buildings and places of particular historic, cultural and aesthetic importance.

Other heritage precincts may be identified around historic sites and buildings elsewhere throughout the City. Development within these precincts will be restricted so as to protect these heritage elements.

Indigenous Cultural Heritage sites and places have special recognition in the legislative framework of Australia and Council will ensure that Indigenous Cultural Heritage is recognised and managed in consultation with relevant agencies and traditional land owners. A Planning Scheme Policy is intended to be prepared by Council to address issues relating to Indigenous Cultural Heritage in more detail.

#### *Objectives and Performance Criteria*

##### *Objectives*

- (a) To conserve and enhance areas of coherent historic character.
- (b) To encourage development which is complementary to the existing character and appearance of Mackay's Heritage Precincts.

- (c) To ensure infill premises are developed to be compatible with their built form context and contribute positively to the character of existing streetscapes.
- (d) To ensure that alterations and additions to existing buildings of particular historic significance respect their essential character and integrity.
- (e) To ensure that buildings and places of particular historic and cultural significance are retained wherever possible.
- (f) To ensure the protection of Indigenous and Non-Indigenous cultural heritage sites and places.

*Performance Criterion*

- (a) Within the identified Heritage Precincts in the Mackay Urban area, development in accordance with Section 5.7 of the transitional planning scheme provisions. In other heritage precincts that may be identified by Council from time to time, development considered by Council to be appropriate within the precinct.

### 3.12 Rural

---

#### *Description*

This is the most extensive preferred dominant land use area. It includes generally Class D agricultural lands as defined in State Planning Policy 1/92. This land typically features natural attributes such as steep slopes, significant topographical features, significant remnant vegetation and underlying geology associated with environmental hazards and land degradation. This allocation also incorporates land of significant visual landscape quality, which includes those areas of remnant vegetation.

#### *Intent*

Land within this preferred dominant land use area is intended to remain largely in a natural or undeveloped state with significant vegetation preserved. Closer settlement, particularly urban and rural residential development is not intended for this category. Extensive (rather than intensive) rural uses, such as grazing, are intended in a manner which has regard for the environmental capability of the land and avoids degradation. Rehabilitation of degraded land is encouraged.

Retention of vegetation corridors for the movement of wildlife is also to be encouraged, particularly in the elevated areas throughout the City and other remnant vegetation areas identified in the Planning Study.

This area may also accommodate a limited range of other activities. Site specific exploitation of natural resources through extractive industries is intended where resource availability has been demonstrated. These activities, together with other activities such as the establishment of timber plantations, will be the subject of environmental assessment and acceptable environmental management programs. Certain types of value adding industries and low intensity recreational uses and educational facilities may be permitted if they cause no adverse effect to the natural environment or the quality of the visual landscape and are adequately serviced. Necessary public utility works may also occur within this area.

For proposed development and use of new premises other than dwellings, outbuildings, farm buildings and grazing, the Council will generally expect development applications to be accompanied by written assessments, prepared by suitably qualified persons, on any relevant issues such as the following:

- location and site suitability;
- land capability;
- geotechnical and/or slope stability considerations;
- visual landscape;
- vegetation protection;
- conservation significance;
- emission such as noise, odour and dust;

- roads and traffic;
- water supply and waste disposal;
- bushfire hazard and management; and
- social issues.

***Objectives and Performance Criteria***

**Element 1 - Land Use**

***Objective***

To ensure that land use is of a character, scale and intensity consistent with the area's rural nature and natural visual landscape qualities.

***Performance Criteria***

- (a) Land identified as having significant ecological value used for sustainable nature conservation.
- (b) Land which is used for:
  - (i) extensive rural purposes, such as grazing; and
  - (ii) agriculture (where identified as good quality agricultural land).
- (c) Land used for rural related purposes which:
  - (i) are industrial in character and add value to local produce or primarily recreational or educational in nature, or are cottage industries or provide services for tourists;
  - (ii) cannot be located on land in another preferred dominant land use area;
  - (iii) are of a low intensity and scale;
  - (iv) do not result in accommodation for a significant number of persons, other than temporarily.
- (d) Extractive industry where:
  - (i) the existence of a suitable resource has been demonstrated to the Council's satisfaction;
  - (ii) there is a demonstrated community need for the product; and
  - (iii) detailed environmental impact assessment has been carried out and indicated that the use is sustainable and that any adverse impacts can be effectively contained to acceptable levels.
- (e) Timber plantations where:
  - (i) the area has not been identified as having significant ecological value; and
  - (ii) the development and use is carried out in accordance with appropriate industry best practice and land management guidelines.
- (f) Harvesting of natural growing timber in a manner that:

- (i) maintains the integrity of the vegetation community;
  - (ii) does not significantly degrade the visual landscape of the locality;
  - (iii) protects other significant environmental values such as water quality;  
and
  - (iv) is consistent with accepted government and industry Codes of Practice.
- (g) Land developed and used for public utility purposes.

#### Element 2 - Reconfiguring Lots

##### *Objective*

To prevent closer settlement and fragmentation of rural holdings.

##### *Performance Criteria*

- (a) Reconfiguration of lots which results in no lot smaller than 60 hectares unless resulting from an amalgamation of two or more lots.
- (b) Reconfiguration of lots for bona fide agricultural purposes which complies with the provisions of Section 6.1 of the transitional planning scheme provisions.

#### Element 3 - Location and Site Suitability

##### *Objective*

To ensure that land proposed to be used for purposes other than rural production is suitable for the intended development, is accessible and is not required for another use.

##### *Performance Criteria*

- (a) Development on land which is physically capable of accommodating and sustaining the proposed use within acceptable limits of environmental impact, including the conservation of any area identified as having significant ecological value.
- (b) Land which is or will be connected to the City road network and urban centres by roads capable of accommodating the type and volume of traffic likely to be generated.
- (c) Development which is not incompatible with, or likely to prevent, the preferred use of land for extractive industry, water catchment protection, agriculture or provision of infrastructure.
- (d) Land where effective separation and/or buffering between potentially incompatible uses can be achieved.

#### Element 4 - Land Capability and Management

##### *Objectives*

- (a) To ensure that land use takes account of the environmental capability of the land including environmental features and constraints.

- (b) To prevent significant adverse effects upon the natural and built environments.

*Performance Criteria*

- (a) Rural uses and associated practices which:
  - (i) prevent salinity;
  - (ii) maintain water quality;
  - (iii) prevent soil erosion and land slip; and
  - (iv) prevent infestation by noxious and/or woody weeds.
- (b) Premises which are designed, sited and managed to avoid:
  - (i) flooding and drainage problems;
  - (ii) steep slopes and potential land instability;
  - (iii) degradation of land and water resources such as land slip, erosion, salinity and reduced water quality;
  - (iv) undue risk of bushfire; and
  - (v) conflict with agricultural uses.
- (c) Protection of significant natural vegetation and areas or features of environmental significance.
- (d) Adequate assessment of development impacts on the natural and built environments and incorporation of measures required to contain such impacts to acceptable levels.
- (e) Development having high potential for causing environmental harm carried out in accordance with an approved Environmental Management Plan or Land Management Plan. Such a plan may include programs for rehabilitation, revegetation, , monitoring of impacts and corrective actions.

Element 5 - Visual Amenity

*Objectives*

- (a) To protect and manage those elements of the natural environment which contribute to high visual landscape quality.
- (b) To ensure that development does not adversely affect any significant visual landscape character that an area may have.

*Performance Criteria*

- (a) Land use which protects significant visual landscape features such as vegetated ridgelines, escarpments, bushland areas, forested hillsides, and important visual backdrops including remnant vegetation.
- (b) For development of new premises for other than rural use:
  - (i) submission of an assessment of the impact of the proposal on visual landscape character; and
  - (ii) siting and design of buildings in a manner subordinate to, or otherwise respecting, the natural surroundings.

## Element 6 - Services

### *Objective*

To ensure that premises are provided with a level of services which effectively meets development requirements in an environmentally acceptable manner.

### *Performance Criteria*

- (a) Development of premises which are provided with:
  - (i) water supply adequate for all on-site purposes;
  - (ii) disposal of effluent and other wastes in an environmentally acceptable manner; and
  - (iii) electricity supply appropriate to user requirements.
- (b) Roads serving the development site which are constructed or upgraded to a standard capable of adequately accommodating the type and volume of traffic generated.

### 3.13 Rural Agriculture

---

#### *Description*

This preferred dominant land use area generally includes land regarded as Classes A, B and C agricultural land as defined by State Planning Policy 1/92. This land is mostly suitable for long term agricultural production although it is acknowledged that some areas will be limited by slope, flooding or other environmental constraint.

#### *Intent*

It is intended that land included in this preferred dominant land use area be used primarily for sugar cane production and other forms of intensive agriculture. It is further intended that agricultural use not be prevented as a result of conversion to other uses, incompatible adjacent uses which unduly restricts agricultural practices and associated activities, fragmentation of holdings and land degradation. It is recognised that some public utilities may not be able to be effectively sited elsewhere and their location to minimise any loss of agricultural land is accepted.

#### *Objectives and Performance Criteria*

##### Element 1 - Land Use

###### *Objective*

To preserve good quality agricultural land for sustainable agricultural purposes.

###### *Performance Criteria*

- (a) Land use which is agricultural in nature or allied to and compatible with agriculture.
- (b) Non-agricultural land use which is temporary in nature and/or does not result in the long term loss or alienation of agricultural land.
- (c) Land use which meets the intent and provisions of State Planning Policy 1/92 and the supporting guidelines, *The Identification of Good Quality Agricultural Land* and *Separating Agricultural and Residential Land Uses*.

##### Element 2 - Land Availability

###### *Objective*

To protect good quality agricultural land from the adverse effects of development and use of adjoining land.

###### *Performance Criteria*

- (a) Potentially incompatible development and use on adjoining or nearby land which is effectively separated, screened and/or buffered from good quality agricultural land;
- (b) Development and land management practices in areas adjacent to good quality agricultural land which prevent the loss of agricultural land due to degradation.
- (c) Development and use of adjoining land which meets with the intent and provisions of State Planning Policy 1/92 and the supporting guidelines; *The*

*Identification of Good Quality Agricultural Land and Separating Agricultural and Residential Land Uses.*

Element 3 - Reconfiguring Lots

*Objective*

To prevent the undue fragmentation of good quality agricultural land.

*Performance Criteria*

- (a) Amalgamation or other reconfiguration of lots which results in a reduction or no increase in the number of lots.
- (b) Reconfiguring of lots which results in an increase in existing lot sizes.
- (c) Reconfiguring of lots only for bona-fide agricultural purposes complying with the State Planning Policy 1/92 and in accordance with the provisions of Section 6.1 of the transitional planning scheme provisions.
- (d) Reconfiguring of lots otherwise which:
  - (i) involves farm enterprise restructuring;
  - (ii) would ensure on-going viable agriculture; or

Element 4 - Land Management

*Objective*

To encourage sustainable land management which prevents degradation and controls the impacts of agriculture.

*Performance Criteria*

- (a) Agriculture and associated practices which:
  - (i) prevent salinity;
  - (ii) maintain water quality;
  - (iii) minimise soil erosion;
  - (iv) reasonably mitigate any adverse effect caused by the emission of noise, dust, odour or airborne sprays and the generation of waste products and traffic;
  - (v) provide for the conservation of any areas as having ecological or scenic significance; and
  - (vi) are consistent with industry best practice.

### 3.14 Rural Residential

---

#### *Description*

This preferred dominant land use area includes those areas identified as being potentially suitable, and the preferred locations for, rural residential development. These areas are shown on the Strategic Plan Maps 1-4.

#### *Intent*

The preferred dominant land use area is intended to provide a framework for the establishment of nodes of rural residential development on lots with a minimum area of 1 hectare, in suitable locations and for which a basic level of service provision and environmental management can be achieved. It is not intended for new rural residential development, including the subdivision of existing rural residential lots, to take place outside the areas shown on Strategic Plan Maps 1-4.

#### *Objectives and Performance Criteria*

##### Element 1 - Location

##### *Objectives*

- (a) To ensure rural residential lots are not created in relatively isolated areas and are not randomly dispersed throughout the City.
- (b) To ensure that development and use for rural residential purposes is focussed in areas which provide convenient access to a basic level of services and promotes the effective delivery of utility and social services by State, Local Government and private sector service providers.
- (c) To ensure that development and use for rural residential purposes does not occur in areas which may be required for long term urban expansion.
- (d) To ensure that development and use for rural residential purposes does not occur on Good Quality Agricultural Land as defined in State Planning Policy 1/92.

##### *Performance Criterion*

- (a) On suitable lands within the Rural Residential land use allocation shown on the Strategic Plan Maps 1-4.

##### Element 2 - Site Suitability

##### *Objectives*

- (a) To ensure that land used for rural residential development is relatively free of environmental constraints and accounts for features of the natural environment.
- (b) To prevent conflict with incompatible land use and achieve effective separation and buffering from such land use.

### *Performance Criteria*

- (a) Land which is:
  - (i) capable of being reconfigured so that 50% of each lot is above the Q50 year flood level and has flood free access;
  - (ii) capable of being reconfigured so that 50% of each lot has a natural slope not exceeding 25% for building and on-site effluent disposal;
  - (iii) not in an area identified in the Planning Study as having a severe fire hazard rating;
  - (iv) not or does not impinge upon an important visual or cultural landscape feature such as vegetated ridgelines, escarpments and forested hillslopes or any cultural heritage precinct which may be identified by Council from time to time;
  - (v) not good quality agricultural land;
  - (vi) not likely to be required for urban use , extractive industry or water catchment purposes; and
  - (vii) not in a buffer zone around an offensive, hazardous industry or land use.
- (b) Development and use of premises which:
  - (i) protects significant vegetation and other significant environmental features;
  - (ii) is sustainable having regard to the environmental capability of the land;
  - (iii) maintains or enhances the visual landscape;
  - (iv) achieves effective separation and/or buffering from potential adverse impacts of nearby land uses such as agriculture (in accordance with SPP1/92 - Buffering) and industry; and
  - (v) prevents degradation of land and water resources such as land slip, erosion, salinity, clearing of natural vegetation and reduced water quality.
  - (vi) incorporates design principles outlined in "Bushfire Hazard Planning, Department of Housing, Local Government and Planning"; and
  - (vii) does not provide for direct lot access on to the identified arterial and sub-arterial road network.

### Element 3 - Services

#### *Objectives*

- (a) To ensure that development and use for rural residential purposes are supported by a basic level of social and utility services, including water supply.
- (b) To ensure any long term cumulative impacts on groundwater and surface water are avoided.

### *Performance Criteria*

- (a) Land that is capable of being supplied by a reticulated water supply or where sufficient groundwater resources are available to sustain a year round water supply for a variety of purposes including potable, irrigation and firefighting.
- (b) Development which complies with Council on-site sewage treatment and disposal guidelines and sealed road requirements.
- (c) Land capable of being provided with electricity and telecommunication services.
- (d) Land that has ready access to a wide range of services such as schools, shops, medical facilities, public transport and solid waste disposal facilities.

### Element 4 - Development Sequencing

#### *Objective*

To ensure that the pattern and sequence of development occur in a way which optimises the provision of infrastructure by the Council and by State Government agencies.

#### *Performance Criteria*

- (a) Development which occurs in accordance with a “Development Sequencing Policy” prepared by the Council that accounts for projected land take-up and the relative costs for providing infrastructure.
- (b) Development which is not in accordance with the preferred sequence only where:
  - (i) the required infrastructure can reasonably and economically be provided and maintained by the Council or the relevant State Government service provider; the development proponents bear the additional costs associated with accelerating the provision of the required infrastructure, and the development is not isolated from commercial and community facilities; or
  - (ii) the development proponent enters into a written agreement to provide the infrastructure.

### 3.15 Park Residential

---

#### *Description*

This preferred dominant land use area includes those areas identified as being potentially suitable, and the preferred locations for, park residential development. These areas are shown on the Strategic Plan Maps 1-4.

#### *Intent*

The preferred dominant land use area is intended to provide for residents seeking spacious (i.e. more than 2,000 m<sup>2</sup>) serviced residential lots in convenient locations to the urban areas. Park residential lots provide a low maintenance alternative to rural residential living.

Given the potential for concentrations of relatively small lots, special consideration will need to be given to on-site sewage treatment and effluent disposal. Alternatively, more effective on-site treatment and disposal systems (such as aerobic treatment plants, aerobic sand filters) or communal treatment systems will be required by Council. Where practical, Council may require Park Residential lots to be connected to reticulated sewerage.

#### *Objectives and Performance Criteria*

##### Element 1 - Location

##### *Objectives*

- (a) To ensure park residential lots are located in areas which provide convenient access to urban services and a reticulated water supply, and potential for connection to, reticulated sewerage.
- (b) To ensure that Park Residential areas are not established in areas which may be required for long term urban expansion.

##### *Performance Criteria*

- (a) Those areas as generally depicted on the Strategic Plan Maps 1-4.

##### Element 2 - Site Suitability

##### *Objective*

- (a) To ensure that land used for park residential purposes is relatively free of environmental constraints and takes account of features of the natural environment.
- (b) To prevent conflict with incompatible land uses and achieve effective separation and buffering from such land uses.

##### *Performance Criteria*

- (a) Land which is:
  - (i) above the Council's adopted flood level and free of drainage problems;
  - (ii) capable of providing building sites with a natural slope not exceeding 25%;

- (iii) not a high risk of bushfire;
  - (iv) not good quality agricultural land;
  - (v) not likely to be required for urban development, extractive industry or water catchment purposes; and
  - (vi) not in a buffer zone around an offensive, hazardous industry or land use.
- (b) Development and use of premises which:
- (i) protects significant vegetation and other significant environmental features;
  - (ii) is sustainable having regard to the environmental capability of the land;
  - (iii) maintains or enhances the visual landscape;
  - (iv) achieves effective separation and/or buffering from potential adverse impacts of nearby land uses such as agriculture and industry; and
  - (v) prevents degradation of land and water resources such as land slip, erosion, salinity, clearing of natural vegetation and reduced water quality.

*Objective*

To ensure that park residential lots are fully serviced.

*Performance Criteria*

- (a) Land that is capable of being serviced with reticulated water, electricity and sealed roads to Council's requirements.
- (b) Lots which if not capable of being connected to a reticulated sewerage scheme, incorporate an appropriate alternative collection and treatment or on-site treatment systems which meet Council's requirements.

Element 4 - Development Sequencing

*Objective*

To ensure that the pattern and sequence of development occurs in a way which optimises the provision of infrastructure by the Council and by State Government agencies.

*Performance Criteria*

- (a) Development which occurs in accordance with a "Development Sequencing Policy" prepared by the Council that accounts for projected land take-up and the relative costs for providing infrastructure.

- (b) Development which is not in accordance with the preferred sequence , only where:
- (i) the required infrastructure can reasonably and economically be provided and maintained by the Council or the relevant State Government service provider; the development proponents bear the additional costs associated with accelerating the provision of the required infrastructure, and the development is not isolated from commercial and community facilities; or
  - (ii) the development proponent enters into a written agreement to provide the infrastructure.

### 3.16 Village

---

#### *Description*

This preferred dominant land use area includes the existing settlements of Farleigh, Calen, Eton, Ball Bay, Halliday Bay, Mt Ossa, Kuttabul, Bloomsbury, St Helens Beach, The Leap and Habana. These towns are generally zoned Park Residential in the scheme maps.

#### *Intent*

Premises developed within the preferred dominant land use area are intended to be generally consistent with the character of the town and serve local residents and residents in the surrounding rural catchment. Only minimal expansion of the village areas is intended over the life of this strategic plan.

#### *Objectives and Performance Criteria*

##### Element 1 - Land Use

#### *Objective*

To ensure that land use within the allocated areas is compatible with existing character and amenity.

#### *Performance Criterion*

- (a) In existing villages, land use which:
  - (i) maintains or enhances the existing character of the town;
  - (ii) causes no adverse effect upon residential amenity by virtue of impacts generated, such as noise, odour and dust emissions, waste products and traffic;
  - (iii) complies with the relevant transitional planning scheme provisions; and
  - (iv) generally serves the needs of local residents.

##### Element 2 - Services

#### *Objective*

To ensure that all premises are provided with adequate utility and social services.

#### *Performance Criteria*

- (a) Premises which are serviced with reticulated water, electricity and sealed roads, and for which satisfactory arrangements are made for sewage treatment and effluent disposal.
- (b) Residential use for which there is adequate provision of social infrastructure including accessible facilities, transport and health and welfare services.

### 3.17 Tourism

---

#### *Description*

This preferred dominant land use includes those areas identified for the establishment of major, comprehensive accessible tourist premises. This allocation also includes areas identified for tourism and related use on Keswick, Brampton and Lindeman Islands.

#### *Intent*

The mainland areas in this land use allocation, shown on Strategic Plan Maps 1-4, are intended for development of major tourist facilities such as comprehensive resort developments, eco-tourism establishments, marina and associated facilities and the like. High standards of development are expected and due regard is to be had for the environmental attributes of the site to ensure ecological sustainability.

The Island areas are intended for the development of accessible tourism facilities which are sustainable in terms of the environmental and social capacity of the Islands and consistent with the requirements of the Great Barrier Reef Marine Park Authority and other relevant Government Departments or agencies<sup>2</sup>.

#### *Objectives and Performance Criteria*

##### Element 1 - Location

##### *Objectives*

- (a) To provide opportunities for the establishment of major tourism facilities in locations likely to be attractive to visitors.
- (b) To ensure locations are accessible and ultimately capable of being provided with an appropriate level of services.
- (c) To provide locations for the focusing of tourism development to facilitate service provisions and promote economic viability.

##### *Performance Criteria*

- (a) Those areas are generally depicted on the Strategic Plan Maps 1-4.
- (b) Other mainland areas where the scale and nature of the use does not adversely impact on the predominant preferred land use.

##### Element 2 - Land Use

##### *Objective*

- (a) To provide for the development of high quality ecologically sustainable and accessible tourist facilities.
- (b) To ensure any use is compatible with the natural values of the site and would not impact on the long term viability of natural systems.

---

<sup>2</sup> Currently the Environmental Protection Agency

*Performance Criteria*

- (a) Land uses compatible with the existing nature of uses.
- (b) Uses which are themed in accordance with the natural values of the site.
- (c) Uses which protect significant vegetation and are designed to be subservient to the natural environment.
- (d) Uses, the scale of which can be absorbed by the natural environment and for which an appropriate level of servicing has been provided.

Element 3 - Site Suitability

*Objective*

- (a) To ensure that land used for tourism development is relatively free from environmental constraints.
- (b) To prevent conflict with incompatible land use and achieve effective separation and buffering from such land use.

*Performance Criteria*

- (a) Land which is:
  - (i) above the Council's adopted flood level and free of drainage problems;
  - (ii) not potentially unstable and not excessively steep;
  - (iii) not a high risk of bushfire;
  - (iv) not good quality agricultural land;
  - (v) not required for urban development, extractive industry or water catchment purposes;
  - (vi) is not in a buffer-zone; and
  - (vii) is not in a coastal "control district" as declared under the *Coastal Protection and Management Act* or subsequent relevant State legislation.
- (b) Land which is serviced by an arterial or sub-arterial road.

### 3.18 Transport Corridors

---

#### *Description*

This allocation shows the existing and major proposed transport network as shown on the Strategic Plan Maps 1-4.

#### *Intent*

This allocation is intended to depict the network of arterial, sub-arterial and collector roads, railways, and cycleways required to ensure the convenient and safe movement of people and goods throughout the City. Completion and protection of this network is integral to the urban growth strategy. Strong linkages are provided to the Airport and Seaport, the two other major transport infrastructure elements in the city.

#### *Objectives and Performance Criteria*

##### Element 1 - Transport Infrastructure

###### *Objectives*

- (a) To provide a functional road network for the City which minimises conflict between through and local traffic and between residential and non residential traffic.
- (b) To provide for the development of a transport corridor to facilitate the transport of goods and materials to and from the Mackay Port.
- (c) To provide for the safe and cost-effective transport of sugar cane to the sugar mills throughout the City and surrounding Shires.
- (d) To provide an accessible cycleway and pedestrian network to meet the recreational and commuter needs of residents of the City, including those with disabilities.
- (e) To ensure the efficient operation of the railway.

###### *Performance Criterion*

- (a) Establishment of the road network as depicted in the Strategic Plan Maps 1-4 and a cycleway network in accordance with Council's transitional Planning Scheme Policy - Provision of Bikeways and Bicycle Facilities.

##### Element 2 - Network Utility and Integrity

###### *Objectives*

- (a) To protect the utility and integrity of the transport infrastructure.

###### *Performance Criteria*

- (a) For development of premises adjacent to or in proximity of a transport infrastructure item, an adequate buffer has been provided in accordance with the relevant State agency requirements or, in respect to the Mackay Airport, State Planning Policy 2/92.

- (b) Where involving the Bruce Highway, the Peak Downs Highway, the Mackay/Bucasia Road and other arterial and sub-arterial roads shown on the Strategic Plan Maps 1-4; development of premises which:
- (i) has controlled access to these roads;
  - (ii) would not cause or contribute to ribbon development;
  - (iii) would not cause any reduction in traffic safety or speed;
  - (iv) bears all costs generated with works necessary to accommodate traffic generated by development; and
  - (v) is effectively buffered and screened from passing traffic.

**Figure 1**

# **Planning Scheme Components**

---

Figure 2

# Structure Plan

---

**Figure 3**

## **CBD and Frame Area**

---

Map 1

# Strategic Plan Map (Urban Area)

---

**Map 2**

**Strategic Plan Map  
(Seaforth)**

---

**Map 3**

**Strategic Plan Map  
(Midge Point)**

---

**Map 4**

**Strategic Plan Map  
(Rural Areas)**

---