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6.0 URBAN LANDS

DIRECTOR OF LOCAL GOVERNMENT

6.1 OVERALL SUMMARY

The Pioneer Shire Area has been the scene for very rapid growth in population numbers and in infrastructural investment from both the public and private sectors. The pattern of settlement within Pioneer Shire is very diffuse, there being no fewer than 12 long-standing residential neighbourhoods.

The current situation in which Pioneer Shire Council has found itself is that it is inevitable more cane land will be converted to urban use. It is also clear that there are building allotments stocks for perhaps six years' requirements in existence, but there is a need for concentration of future development into particular neighbourhoods capable of accommodating the 1987 populations and well beyond not only to solve some of the funding problems implicit in provision of engineering infrastructure, but also to achieve a much more integrated approach to social and recreational needs of the population. From the detailed study of growth trends in the last ten years and from a consideration of the population forecasts that have been made in other studies to the year 2001 and the Five Year Works Programmes the Shire Council considers it is essential that the next five years' urban development be restricted as much as possible to eight neighbourhoods, namely:

Shoal Point - Bucasia
Andergrove - Beaconsfield
Slade Point
North Mackay
Mount Pleasant - Glenella
Eimeo - Black!s Beach
Ooralea - Paget, and
Walkerston.

Also, because of the infrastructural deficiencies and lack of funding, residential development will need to be directed chiefly at four of the neighbourhoods, viz.

Shoal Point - Bucasia Andergrove - Beaconsfield Mount Pleasant - Glenella, and North Mackay, where industrial development also appears inevitable in the Cremorne and Vines Ck area.

In reviewing the Shire Council's basis of preparing its Five Year Draft Policy Plan it should be noted the Council has endeavoured to determine individual neighbourhood areal requirements to the year 2001; and to delineate neighbourhood development areas capable of rational development to the year 1986 as a first stage and capable of logical infilling thereafter to the year 2001. This concept has seemed a reasonable enough one to justify closer study.

The Urban Expansion on Canelands Study has assessed future urban development requirements to the year 2001 on a high and low projection basis. Adopting the high projection case for conservatism, Table 31 presents a summary of future urban areas requirements for the study area considered within Pioneer Shire.

TABLE 31 URBAN AREAL REQUIREMENTS TO YEAR 2001 HIGH PROJECTION

ludes 10% ha in Mackay City at

* Includes 104 ha in Mackay City a	raget.		
DEVELOPMENT	INCREMENTAL AREA REQUIRED - ha.		
URBAN (Residential + Commercial + Relevant Open Space Provision of 10%)	1014		
INDUSTRIAL (+10% Open Space Provision)	328 *		
TRANSPORTATION + OTHER (+10% Open Space Provision)	338		
REFUSE DISPOSAL	22		
TOTAL	1702 ha		

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The calculation of 1702 ha makes no allowance for 889 ha of Mackay Harbour Board lands and reserves. The principal utilisation of Harbour Board lands should relate to portorientated purposes. On present trends only a small fraction of industrial lands uptake will occur at the Harbour in the short term, although a major uptake is certain in the fullness of time.

The Draft Pioneer Shire Council Statutory Town Plan makes provision for zoning 660 ha of Harbour Board land as Special Facilities. Under this zoning all port-orientated uses may be established only with the consent of the Council. The Statutory Town Plan takes note of the fact the enlarged boundaries of Mackay City include 104 ha of Industry Zoning in the vicinity of Paget and the aerodrome. These lands within Mackay City and the Harbour lands should accommodate foreseeable industrial needs to the year 2001.

In reviewing these industrial lands at Paget it is also to be noted the future Mackay railway complex will be sited at Paget, and the area subject to ultimate airport expansion is deemed to be located within Mackay City.

Accordingly, it seems reasonable that a Policy Plan for control of urban growth must recognise the force and extent of industrial zonings under the Statutory Town Plan of Mackay City Council as well as envisaging the shape and dimensions of future development in peripheral areas within Pioneer Shire in the vicinity of the Mackay airport.

In determining the urban areal requirements to the year 2001 of 1,702 ha, the 889 ha of Harbour Board lands has been noted.

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The Pioneer Shire Strategic Plan has considered the Harbour Board lands as suitable for Special Industrial and Port Orientated purposes. While it is not possible to accurately predict how much of the 889 ha will be required by heavy industry associated with the Harbour to the year 2001, it has been assumed that of the 328 hectares of incremental industrial land predicted to be required to the year 2001, only 200 hectares will be required at Paget while the remaining 128 hectares will be provided for on Harbour Board lands. Table 32 refers.

TABLE 32

TOTAL URBAN AREAL LAND REQUIREMENTS TO YEAR 2001

DEVELOPMENT	INCREMENTAL AREA REQUIRED (ha)	COMMENTS
GENERAL URBAN	1014	Area to be proportioned among the nine neighbour-hoods within Study Area
INDUSTRIAL (Heavy)	200 *	Only 200 ha of the 328 ha will be required at Paget
INDUSTRIAL (Special)	889	Remaining 128 ha to be provided for on Harbour Board lands
TRANSPORTATION + OTHER	338	Definite locations have been decided upon
REFUSE DISPOSAL	22	Area to be proportioned among the nine neighbour-hoods within Study Area. Assumes reclaimed tips used for open space.
TOTAL	2463	

^{*} In Mackay City Area.

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Tourism requires special consideration because of the obvious interest being shown in most centres of Queensland in the subject. Workforce analyses attest to the importance of the tourist and travel industry. Further indicators are the strong regional support for the Whitsunday Wonderworld organisation and the recognition of the importance of the work of the State Government Tourist and Travel Organisation.

This strategic study lists the areas considered of paramount importance for tourist development:

- a) Offshore: Brampton Island
 Lindeman Island
 S. Bees Island
 Keswick Island
 Newry Island

It is noted, too, individual developments may also take place at other places such as Eimeo, Dolphin Heads, Midge Point and St Helen's Beach.

In listing these tourist areas, it is noted there are serious deficiencies in the matters of roads, water supply and sewerage facilities in all cases excepting Lambert's Beach. There are few boat ramps or mooring facilities at the mainland sites and a great deficiency in camping and public recreational facilities is discernible.

Beach conservation also requires consideration by the Council when individual site applications are being considered.

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6.1 DEVELOPMENT PROJECTIONS AND AREAL REQUIREMENTS

6.1.1 Residential Development Trends

Building approval figures for both Pioneer Shire Council and Mackay City Council over the period 1966/67 to 1980/81 in yearly intervals were obtained for sub-areas (neighbour-hoods) comprising the study area.

The individual neighbourhoods considered in this respect are:

- 1. Bucasia Shoal Point
- 2. Andergrove Beaconsfield
- 3. Mt Pleasant Glenella
- 4. North Mackay
- 5. Slade Point Harbour
- 6. Ooralea Paget Dundula Te Kowai (generally called Ooralea Paget)
- 7. Eimeo Black's Beach
- 8. Walkerston
- 9. Mackay City:

It is desirable to include some treatment of the Mackay City development to ensure double-counting does not arise.

6.1.2 Urban Areal Requirements

Detailed assessments have been made in previous sections as regards overall population and development trends to the year 2001.

From these previous assessments, the five year trends for 1981 - 1986 have been assessed and are set out in the following five tables (Tables 33 to 37 inclusive) for each type of development. All figures are based on the high

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projection case of development adopted by the Urban Expansion on Caneland Study, and modified by examination of the actual trends in population.

TABLE 33
PROJECTED URBAN POPULATION
PIONEER SHIRE
1981 - 2001

YEAR	PROJECTED POPULATION	ESTIMATED INCREMENTAL POPULATION	ESTIMATED INCREMENTAL RESIDENTIAL AREA (ha)*	ESTIMATED INCREMENTAL COMMERCIAL LAND §	REFUSE¶	TOTAL
1981	22957					
1986	27181	4224	169	7	4	180
1991	32033	4852	194	8	5	207
1996	37837	5804	232	10	6	248
2001	44537	6702	268	12	7	287
TOTAL			863	37	22	922
TOTAL + 10% Open Space 1014					1014 ha	

^{* 25} persons per ha.

TABLE 34
INCREMENTAL INDUSTRIAL NEEDS

YEAR	POPULATION (no)	ESTIMATED INCREMEN-* TAL DEVELOPMENT (ha)
1981	22957	
1986	27181	21
1991	32033	24
1996	37837	29
2001	44537	34
TOTAL		108

* 1 ha per 200 people. PAGE 70 OF THE STRATEGIC PLAN MADE BY

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^{§ 1} ha/590 no. popn.

^{¶ 1} ha/1000 no. popn. MCC population excluded

TABLE	35	
TRANSPORTATION	PLUS	OTHERS

DEVELOPMENT	AREA REQ.(ha)
Rockleigh Bridge	127
Mackay - Bucasia Corridor	36
Rail Access: Mackay Harbour - Erakala Corridor	132 *
TOTAL	295

^{*} Timing for the Paget - Erakala corridor is uncertain.

TABLE 36 OPEN SPACE

DEVELOPMENT	AREA REQ.(ha)
Residential	169
Industrial	21
Commercial	7
Transportation	295
Refuse	4
Sub-Total	496
Therefore, Open Space -	
Assumed 10%	50

Table 37 presents a summary of incremental land requirements for the next five years.

TABLE 37
SUMMARY OF INCREMENTAL LAND REQUIREMENTS FOR FIVE YEARS

DEVELOPMENT	AREA REQ. (ha)
Residential	169
Industrial	21
Commercial	7
Transportation	295
Open Space	50
Refuse Disposal	4
TOTAL	546 ha

Thus, in the five years 1981 - 1986, a total of 546 ha of land will be required to cater for expected development within the urban area based on the high projection development area.

6.1.3 Proportioning Urban Areal Requirements

While the figures presented in Table 37 reflect the overall envisaged situation, they do not indicate individual areal trends.

The individual urban areal trends have been assessed by the application of projected building statistics to the total incremental urban area predicted for the study area and thereby utilising them as a basis for proportioning the projected urban development in each individual area for the next five years. The Mackay City figure is an assumption

Together with an allowance of 10% for parkland it is seen that the individual Residential areal requirements for the next five years would be as follows for each neighbourhood. Table 38 outlines the projection.

TABLE 38

TOTAL RESIDENTIAL REQUIREMENTS FOR FIVE YEARS

	REQUIRED AREA (ha)		
NEIGHBOURHOOD	Residential	Open Space	Total
1. Bucasia - Shoal Pt	19	2	21
2. Andergrove - Beaconsfield	40	4	44
3. Mt Pleasant - Glenella	16	2	18
4. North Mackay	9	1	10
5. Slade Pt - Harbour	14	1	15
6. Ooralea	4	0	4
7. Eimeo - Black's Beach	9	1	10
8. Walkerston	5	1	6
9. Mackay City	53	5	58
TOTAL	169	17	186

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It is to be noted that the proportioning of the remaining urban areal requirements namely Industrial, Commercial, Transportation, Open Space and Refuse Disposal on the Draft Five Year Policy Plan will be effected by giving cognisance to the policy matters stated by Pioneer Shire Council as regards future urban development and requirements.

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7.0 RURAL AND TOURIST DEVELOPMENT

7.1 SUGAR INDUSTRY

In a Strategic Study prepared for the Queensland Government it was reckoned the four mills of the Shire had the following needs and capabilities in regard to arable land for the expansion of sugar-cane assignments:

	Needs to Year 1990	Available Area		
Racecourse Mill	1879 ha	9900 ha		
Farleigh Mill	1754 ha	6099 ha		
Pleystowe Mill	1254 ha	2023 ha		
North Eton Mill	621 ha	3035 ha		

The available land total requires careful consideration. For example, available land close to the mill is scarce, and whilst the overall total of available land is reassuring, much of the land is distant from the mills concerned. Land is scarce at Pleystowe and the expansion of Walkerston requires scrutiny. Valuable irrigated canelands in and around Racecourse Mill require conservation, but this will be difficult because of the pressures of urban expansion, and the proximity of such lands to Mackay City.

7.2 COASTAL MANAGEMENT

The length of the Pioneer Shire coastline is 170 km and in the 100 years of settlement there has been a history of erosion at a number of the beach resorts, notably Lambert's Beach, Slade Point, McCready Creek, Black's Beach, Eimeo, St Helens, Ball Bay and Seaforth.

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The coastal environment is a fragile one consisting of primary sand dunes and sometimes, as is evidenced in the existing neighbourhood of Andergrove, secondary and tertiary dunes, and historically in areas of great fluvial deposition, such as the flood plain of the Pioneer River and St Helens Creek, the coastline has managed to prograde by a combination of fluvial deposition from the river systems, fluvial deposition because of the marine bathymetry and tidal patterns and the construction of conditions consisting of aeolian deposits emanating from the dried beach shelves at low tide and transported by the prevailing southeasterly and easterly winds.

During the cyclonic season bad weather may be experienced, and quite frequently the climatology of the Mackay region is beset with cyclonic "lows" which are associated with rises in sea levels owing to atmospheric pressure changes, tidal surge and wave action of a primary and secondary variety.

The Beach Protection Authority has provided the Pioneer Shire Council with a suggested alignment with a buffer zone in which only Open Space use may be tolerated. There have been objections in some instances to this buffer zone where there has been a pattern of long-existing subdivision. However, it is thought reasonable that there be a buffer zone for without some approach along these lines it is difficult to foresee a rational mode of development in the future.

The locality of Black's Beach illustrates typical problems being encountered. The Town of Black's Beach has been the subject of detailed study from the viewpoint of the history of land subdivision. It is noteworthy that Esplanades were provided to the more northern allotments - Nos. 1 to 17 on

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R.P. 13050 - in 1954 when the Estate of S.E.K. Brown was subdivided. At that time a 10 metre Esplanade was set aside. At the southern end, the land now occupied by Dr R. A. Patterson was provided with approximately a one chain Esplanade, notwithstanding the fact that a comparison of the High Water Mark surveys between 1930 and 1966 showed a recession in the coastline of 17 metres.

Perhaps the most stable and satisfactory Esplanade in the whole of the Shire is that constructed by the Shire Council itself as part of the Lambert's Beach subdivision when an Esplanade width of 100 metres was provided plus an area to be lost to or gained by the sea. Notwithstanding two cyclones since the construction of the Esplanade, it is clear that the Lambert's Beach situation is a success and, were it possible to impose upon all coastlines in the Shire a buffer of this width, it is true to say none of the present problems experienced by the Council at its eroded beaches would have arisen. However, this is to ignore the fact of subdivision, much of which goes back to the earliest period of the 100 years of history of local government in the area.

At the present time there is no overall published basic engineering study of the basic problem of littoral transportation, which can be used as a framework of reference. Such a study would require a great outlay and considerable time, as very little data has ever been collected. In this Pioneer Shire is not unique and the comments that have been made would apply with equal relevance to any Local Authority in Queensland. The Harbours and Marine Department through the Beach Protection Authority is undertaking a series of surveys of the entire coastline of Queensland and it is proper that that Authority undertake such a study, for it is important

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not to judge any of the beaches of Pioneer Shire in isolation from one another and it seems equally important not to judge Pioneer Shire coastline in isolation from the rest of the coastline.

Accordingly, the Shire Council is not in a position, unless it undertakes its own major littoral study, to advance a better suggestion than that contained in a plan of buffer areas which has been supplied already by the Beach Protection Authority for Council's guidance.

It is a fact too that Council, whenever confronted by a proposal for a littoral subdivision or a rezoning proposal, has always referred the matter to the Beach Protection Authority for engineering advice. This has not proved to be an entirely satisfactory policy for, while developers have been warned of the Beach Protection Authority's comments, some have persisted in building in what is clearly an unstable environment.

It is therefore considered that in the interim until such time as the Beach Protection Authority Littoral Transportation Survey results are known - and it is not expected that these will be known for some time - Council should adopt the buffer plans as suggested by the Beach Protection Authority in their entirety and, at the same time, adhere to its existing policy of referring each and every development proposal affecting coastline lands in the Shire to the Beach Protection Authority in the first instance.

It will be expressly understood, therefore, that areas between the High Water Mark and the line shown in red on the Strategic Plan will be regarded as suitable for only Open

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Space development until the developer can show to Council's satisfaction that the case is otherwise.

Another important aspect in coastal management is the protection of the environment taking into account the built environment and activities of man as they currently exist. The coastal dunes are being very badly damaged in places such as Lambert's Beach and Bucasia through the depredations of trail-bike riders. Wherever fencing has been erected to prevent active ingress and egress of humans and animals, vehicles and the like, as is evidenced at Lambert's Beach and at Ball Bay in Division 3, the frontal dune is largely intact. The legal complications of gainsaying the safety of the frontal dune are formidable. Were there a perfect set of By-laws or Statutes to ordain the activities of mankind so that no damage to the dunes were to result, as a result of the operation of the Shire's coastline policy, such a policy would be impractical in many cases and prohibitive in cost in others.

The Strategic Plan endeavours therefore to deal with the questions of development proposals and man's activity in both the developed and undeveloped beach situations.

8.0 PIONEER SHIRE COUNCIL DRAFT FIVE YEAR POLICY STATEMENT

8.1 BACKGROUND PAPERS & WRITINGS

The Mackay Urban Area has been the subject of a number of significant planning studies since 1970. The policy statements which have been approved in principle by the Pioneer Shire Council rely for base information on eight published studies which are entitled:

- MACKAY REGIONAL STUDY Rankine & Hill, Consulting Engineers, 1971 - Commissioned by Coordinator General's Department, Main Roads Department, Mackay City Council, Pioneer Shire Council.
- PIONEER RIVER PLAN OF DEVELOPMENT Ullman & Nolan, Consulting Engineers, 1973 - Commissioned by Joint Committee of Pioneer River Improvement Trust and Upper Pioneer River Improvement Trust.
- SOCIAL GEOGRAPHY STUDY OF PIONEER SHIRE AND PART OF MACKAY R. G. Munro, Geography Department, James Cook University of North Queensland, 1975 Commissioned by Pioneer Shire Council.
- TOWARDS A STRATEGIC PLAN FOR THE MACKAY REGION Ullman & Nolan, Consulting Engineers, 1976 Commissioned by Mackay Regional Coordination Council (Coordinator General's Department).
- A PARK SYSTEM FOR PART OF THE PIONEER SHIRE Arne Fink, Landscape Architect, 1977 - Commissioned by Pioneer Shire Council.
- MULTI-MODAL CORRIDOR BAKERS CREEK-ERAKALA-MACKAY HARBOUR Ullman & Nolan, Consulting Engineers, 1977 Commissioned by Coordinator General's Department.
- STUDY OF EFFECT OF URBAN EXPANSION ON CANE GROWING LANDS, MACKAY Ullman & Nolan, Consulting Engineers, 1978 Commissioned by Coordinator General's Department.
- SOCIAL PLANNING NEEDS AND OPTIONS IN MACKAY Dr R. C. Munro, Northern Rivers CAE, 1980.

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In regard to the important question of land for cane expansion, the Strategic Plan relies on unpublished information from the DPI Conservation Survey of the Mackay region currently in progress.

Perhaps more than most regions in Queensland, with the possible exception of the Moreton Region, the Mackay Region and, in particular, the Mackay Urban Area has been studied in great detail and data for the area has now been collected and systematized to a very high level of accuracy. There has been an essential need for all the foregoing studies because the local government of the Mackay Urban Area is split between the Mackay City Council and a fast-growing number of urban centres in Pioneer Shire Council.

8.2 URBAN AREAL REQUIREMENTS

The total urban areal requirements to cater for the envisaged urban development in the next five years have been assessed as 546 ha. (Table 37)

The areal requirements for the individual neighbourhood comprising the total study area for the next five years are summarized in Table 38. In addition, all the residential, industrial, commercial and transportation figures include 10% open space provision.

Further it has been assumed that the commercial area comprises the provision of hotel sites (4.0 ha.) and shopping complex sites (3.0 ha.), in areas which reflect Pioneer Shire Council's stated policies.

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Tourism has been attributed as leading to development in a number of beach centres. The areas likely to be developed are given in Table 39.

TABLE 39
Provisions for Tourist Uses

Location	Area (ha)
Midge Point	5
St Helen's Beach	5
Seaforth	30
Halliday Bay	24
Shoal Point - Bucasia	50
Black's Beach North*	30
Black's Beach South*	40
Lambert's Beach	20
TOTAL	Say 200 ha

^{*} Both beaches are north of McCready's Creek.

8.3 DRAFT FIVE YEAR POLICY PLAN

8.3.1 <u>Provisions</u>

All of the nine residential neighbourhoods summarised in Table 38 are envisaged to be major growth areas. That is to say, growth within Mackay City is also anticipated.

Provisions adopted in this Pioneer Shire Strategic Plan have made allowance for urban development to the year 1986 and for rational development beyond to the year 2001. At the same time, the Council is allowed a considerable measure of flexibility with regard to land use changes in any of the particular neighbourhoods. The provisions are summarised in Table 40, as they relate to eight neighbourhoods within Pioneer Shire.

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NEIGHBOURHOOD		Area provided by Strategic Plan (ha.)				TOTAL	NEEDS
General Urban Purposes	Industrial	Special Indust- rial	Transport- ation + other	Refuse Disposal	(excluding Transportation + Other)	1981 1986	
l, Shoal Point- Bucasia	108	NE	1 _		9	117	21
 Andergrove- Beaconsfield 	213		_	338 ha.	10	223	
 Mt. Pleasant- Glenella 	159	_	_	required: represen-	10	169	18
4. North Mackay	56	=	_	ted in	10	57	9
5. Slade Point - Harbour	92	_	889	black line form on	17	998	n.k.*
6. Ooralea – Paget	116	200	_	Policy Plan	7	323	DOT TO S
7. Walkerston	46	=	* -	1	7	53	8
0	1		1	1	10000		

TABLE 40

STRATEGIC PLAN PROVISIONS AND NEEDS 1981 - 1986

 Eimeo - Blacks Beach

8.3.2 Special Provisions for Coastal Management

This Strategic Plan expressly indicates that areas of land between the toe of the frontal coastal dunes and the line shown in red on the Strategic Plan will be regarded prima facie as being suitable for only parks, recreational or approved rural pursuits until a subdivider/developer/owner/occupant can show to Council otherwise is the case. Wherever esplanades exist, no future subdivisions will be permitted to immediately adjoin the esplanade forming part of the buffer area as has occurred in the past. Developers will be expected to design new subdivisions with a frontage to a service road or street which can adjoin the esplanade which will be fenced and access across the esplanade will be by way of points of access fixed by the Council. As funds become available, Council will develop the esplanade as parkland.

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Where the development proposal is an application for the construction of one building residence, a building permit will be issued subject to the warning the reservations expressed in any opinion that may be offered by the Beach Protection Authority at the request of the Council to the builder of the house are to be noted and that the Pioneer Shire Council takes no other responsibility towards the protection of the house other than the guideline concerning anti-erosion works described later in this policy statement.

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^{*} The fact that needs are not presently known does not in this case invalidate the plan because of the surplus supply.

The Council in relation to a proposal for rezoning or a proposal to grant consent under the Town Plan for a land use or in respect to any subdivision proposal may have three courses of action:

To approve the rezoning or consent application or subdivision

Refuse to approve them

Approve them subject to reasonable and relevant conditions.

In considering what may constitute reasonable and relevant conditions, the Shire Council expressly notes that there is not at this time a comprehensive littoral transportation survey and that until a formal statement is issued from the State Government the plan of buffer areas suggested by the Beach Protection Authority to Council is accepted as an important guide and is reproduced as the Strategic Plan.

The Pioneer Shire Council will in the first instance refer any applications for rezoning approval or consent uses or applications to subdivide to the Beach Protection Authority, whose recommendation will be accepted as a final guideline by the Pioneer Shire Council in considering this course of action regarding approval, rejection or approval subject to reasonable and relevant conditions.

The foregoing statements are made without limiting in any way the generality of the provisions of the Statutory Town Plan which exists for part of Divisions 1 and 2 and Division 3. Similarly, the generality of the provisions of the Town Planning and Subdivisional By-laws presently in force within the area of Pioneer Shire Council are not limited in any way.

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In the event that residents and/or ratepayers seek Council's policy on the liability for the cost of anti-erosion works, such as rock protection, Council hereby sets out the following policy:

(a) It will allow private landowners to undertake works on private property fully at their expense in approved circumstances. With respect to these works which may be undertaken solely for the protection of private lands, owners will be charged for any works undertaken by Council or for any materials supplied by Council over a five year period with interest on outstanding moneys being charged at 5% per annum.

"Approved circumstances" is to mean circumstances where intended anti-erosion works fit within the scope of works that are approved of by the Beach Protection Authority and which will not cause deleterious effects to other private property or Council Esplanades as a consequence of their having been undertaken.

(b) Where such private property is separated from the sea by an Esplanade, Council is prepared to allow property owners to carry out works of an antierosion nature to the Esplanade of an approved design, in approved circumstances, and will subsidize the work to a total cost of 50%.

"Approved circumstances" is to mean circumstances where intended anti-erosion works fir within the scope of works that are approved of by the Beach Protection Authority and which will not cause deleterious effects to other private property or Council Esplanades as a consequence of their having been undertaken.

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The 50% apportionment of the work which is to be met by private funds will be charged for if undertaken by the Council over a five year period with interest on outstanding moneys being charged at 5% per annum.

8.4 AIMS & GOALS

8.4.1 Residential Neighbourhoods

The main aim of the Pioneer Shire Strategic Plan is therefore to develop eight residential neighbourhoods capable of accommodating the 1986 populations and well beyond so that at complete development each neighbourhood would be provided with appropriate business and commercial facilities, appropriate educational facilities, adequate parkland, playgrounds and sporting facilities. Each neighbourhood is to provide a reasonably self-contained urban environment with the exception of specialist business and commercial establishments and professional, including medical To this end a minimum population number of 2,000 per neighbourhood is the aim. It is also the aim that each of the eight neighbourhoods will have good interconnecting access with the other neighbourhoods, Mackay City and the regional trunk road system.

It is noted that two of the neighbourhood unit populations were expected to fall short of the 2,000 number so that not much improvement in educational facilities can be predicted in the five year period at these two localities.

In the social geography survey undertaken by the James Cook University in 1975, the attitudes of residents to satisfaction or dissatisfaction with the urban environment was tested over 12 neighbourhoods, with respect to 24 features. Table 41 provides the summarised position as measured in the survey.

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TABLE 41
RESIDENTS' SATISFACTION WITH URBAN ENVIRONMENT
(Mean of 24 Aspects of Environment)

NEIGHBOURHOOD	SATISFIED	DON'T KNOW OR UNCERT- TAIN	NOT SATIS- FIED
North Mackay	55.0%	15.4%	29.6%
Ooralea - Paget	47.9%	9.2%	42.9%
Shoal Point	35.0%	26.0%	39.5%
Bucasia	32.1%	11.1%	56.8%
Slade Point	22.7%	43.9%	33.4%
Andergrove	37.9%	7.0%	55.1%
Beaconsfield	43.7%	16.0%	40.3%
Walkerston	40.0%	9.7%	50.3%
Glenella	34.4%	44.1%	21.5%
MACKAY CITY	61.9%	14.2%	23.9%

As a primary aim, the Pioneer Shire Council desires to reduce the percentage of dissatisfaction with the urban environment to 25% within these neighbourhoods exhibiting rapid growth in the five year life of the Strategic Plan. With the exception of North Mackay, where a principal source of discontent has been removed by construction of an Olympic swimming pool, it is clear the aspirations of the residents would best be met by a concentration of the urban development around the neighbourhoods. Funding constraints and existing growth patterns and arable land requirements necessitate a slower tempo of improvements at Walkerston.

The basic aim of the Strategic Plan is to overcome the following principal deficiencies in the period outlined in the Munro Reports.

THIS IS PAGE 92 OF THE STRATEGIC PLAN MADE BY PLONGE COUNCIL, AND APPROVED.

BY THE GOVERNOR IN COUNCIL ON COUNCIL COUNCI

In its planning, Pioneer Shire Council foresee the need to keep in mind the youthfulness of the population. Table 42 derives age groups based on the 1976 Census results.

TABLE 42
AGE COMPOSITION OF PIONEER SHIRE URBAN POPULATION

AGE (YEARS)	PERCENTAGE OF TOTAL POPULATION	REMARKS
0-3 4-5 6-13 14-18 over 18	9 5 18 9 59	Infants Preschool children Primary school Secondary school Workforce & others

The results of the 1981 Census not yet to hand will be studied and policies adapted.

8.4.2 Industrial Lands

The Pioneer Shire Council proposes to group port-orientated industries within a Special Facilities Zone immediately adjacent to the Mackay Harbour and serviced by the Harbour Road - Slade Point Road system and a rail/road corridor from Erakala.

It is another main recognition of the Pioneer Shire Council Draft Strategic Plan that it will be desirable for Mackay City Council to concentrate heavy industry at Paget, and the Bruce and Peak Downs Highways. If achieved, this will do much to prevent the passage of noisy traffic through Mackay City, North Mackay and Mount Pleasant, while at the same time the environment which is prone to airport noise would

not be downgraded. The Council intends that the residential neighbourhoods be free of all but small service industries necessary to the well-being of the neighbourhoods.

8.4.3 Rural Lands

The Pioneer Shire Strategic Plan recognises the major importance of the sugar industry to the economy of the region and makes every endeavour to restrict capricious transfer of cane lands from agriculture to urban purposes and to restrain loss of cane lands to a minimum consistent with the residential settlement patterns described in the Strategic Plan.

Nevertheless, there has to be some restriction of future urban area in the Parish of Howard for two reasons. Some of Racecourse Mill's best irrigated land is affected and the extent of the proposed urbanisation should be restricted, because of the difficulties inherent in providing sewerage reticulation and adequate drainage.

8.5 MEANS

The Council has resolved that the means of achieving the above goals and aims will lie in adopting this Strategic Plan and to direct planning policies to achieve the stated aims and goals for social, recreational and community affairs. It is claimed that many of the engineering infrastructure deficiencies will be overcome by the Council's present works programme, if urban development is kept within the neighbourhoods in the next five years.

8.5.1 Neighbourhoods and Industrial Estates

It will be noted that the Pioneer Shire Council Strategic Plan as presented makes provision for future urban

THIS IS PAGE 94 OF THE STRATEGIC PLAN MADE BY ROUGH

BY THE GOVERNOR IN COUNCIL ON 14.11.83

H. D. Jacob

development areas in excess of the projected five year areal requirements as determined in the previous subsections. There are many sound reasons for this, the major one being that policy planning for projected development is best viewed from a meso-scale rather than a micro-scale approach. In addition, since the projected five years development area has been determined by infilling in and around existing development, it would be unduly inhibiting to Council and developers alike to include only a small area when development could occur anywhere in a larger local area without incurring significantly higher costs or precluding the practicability of service provisions or downgrading of the environment. Further, as regards residential development, not all existing property owners may wish to subdivide and a greater area would need to be provided in the Strategic Plan to compensate for this.

8.5.2 <u>Cultural Activities</u>

The Pioneer Shire Council has opened libraries at Walkerston and North Mackay. It has stated it has a policy of seeking to participate in a regional library if the cooperation of other neighbouring Local Authorities can be enlisted and specifically it seeks ultimately to establish a major theatre centre in either Mackay City or Pioneer Shire as a joint venture between the Shire Council and City Council by way of a Theatre Board or Committee.

It employs community music and art officers and for the present it is providing buildings for both community and cultural purposes on a basis of district halls approximately one to a neighbourhood or pair of adjacent neighbourhoods.

THIS IS PAGE 95 OF THE STRATEGIC PLAN MADE BY COUNCIL, AND APPROVED

BY THE GOVERNOR IN COUNCIL ON 14:11-83

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ADDIRECTOR OF LOCAL GOVERNMENT

8.5.3 Water and Sewerage Works Programmes

The Council proposed to upgrade the Northern Centre Water Supply, and by 1986 to complete the sewering of Andergrove, and planning of sewerage for Bucasia, and the Seaforth Water Supply Scheme.

8.5.4 Roads and Streets

The current major five year programme of arterial street improvements to be completed by 1986 is expected to resolve major arterial streetwork problems for the neighbourhoods.

8.5.5 Stormwater Drainage

Significant problems exist at Black's Beach and Eimeo and present planning calls for a major commencement upon drainage works. Not all problems will be solved by 1986 but considerable relief could be achieved in this five year period. Existing problems at Andergrove are likely to be completely resolved by 1986, with the intended five year works programme. Significant stormwater drainage problems would also need to be overcome in the post 1986 period.

8.5.6 Parks, Playgrounds, Sporting Facilities

Considerable deficiencies will have to be overcome by the Council with respect to parks, playgrounds and sporting facilities. Generally rubbish tips should be so arranged as to provide some part of the lands for playground areas of the future. Council is developing a firm set of working

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BY THE GOVERNOR IN COUNCIL ON 14.11.83

proposals for parks, gardens, playgrounds and rationalised garbage arrangements for each of the eight neighbourhoods. Nevertheless, it is clear that it is in the area of recreation grounds some of the biggest deficiencies will remain for perhaps many years.

8.5.7 Shopping Facilities

The level of shopping facilities at all of the eight neighbourhoods with the exception of Walkerston is generally uneven and insufficient.

Planning is based on a subregional centre at Mt Pleasant and strong neighbourhood shopping centres at North Mackay, Beaconsfield, Andergrove, Slade Point and Bucasia. Some of these shopping centres will have service stations. The Strategic Plan also recognises the importance of shopping facilities in Mackay City.

Hotels are envisaged for the following neighbourhoods within the five year life of the plan:

North Mackay a new tavern
Andergrove - Beaconsfield a new tavern
Slade Point a new tavern

Facilities are adequate at Walkerston and Ooralea - Paget is quite near to hotels in Mackay City.

8.5.8 Educational Facilities

Council planning provides for new school sites as follows:

North Mackay Nil State schools, but one new major

church school

Andergrove - The Education Dept is extending the exist-Beaconsfield ing Andergrove primary school and providing

a second primary school towards 1986

7 OF THE STRATEGIC PLAN MADE BY

BY THE GOVERNOR IN COUNCIL ON 24.11.83

DIRECTOR OF LOCAL GOVERNMENT

Glenella

Enlarging the existing primary school

or providing a new one

Bucasia - Shoal

Providing a site on Council land for a

Point

new primary school

Slade Point

Arranging for the LAC to provide a

secondary school site for the Dept. of

Education

Ooralea - Paget

Education Dept. has acquired site for

a primary school at Boundary Road.

This plan recognises the need for replanning the the Andergrove and Beaconsfield neighbourhood to take cognisance of the recent major property acquisition by the QHC.

8.5.9 Medical Facilities

Further professional rooms for medical, paramedical and dental facilities were provided for in the North Mackay neighbourhood within the CBD and near the Pioneer Valley Hospital.

8.5.10 Assigned Canelands

Table 43 provides a dissection of assigned caneland to be lost to future urbanisation to the year 2000 on a mill area basis.

THIS IS PAGE 98 OF THE STRATEGIC PLAN MADE BY COUNCIL AND APPROVED A
BY THE GOVERNOR IN COUNCIL ON 24-11-83

DIRECTOR OF LOCAL DOV

TABLE 43
ASSIGNED CANELAND LOST TO URBANIZATION
TO YEAR 2001 - MILL AREA BASIS

MILL	ARABLE	LANDS	то	BE	LOST	то	URBANIZATION	(ha.)
Farleigh			2. 10 2.0		26	8		
Racecourse	217							
Pleystowe	30							
TOTAL	515							

Table 44 presents information summarising the productivity status and area of arable lands envisaged to be lost to urbanisation on a mill area basis.

TABLE 44

PRODUCTIVITY & AREA OF LOST ARABLE LANDS

MILL AREA BASIS

MILL	PRODUCTIVITY RANKING	ARABLE AREA TO BE LOST (ha.)
Farleigh	Very High High Medium Low	0 77 10 181
	Sub-Total	268
Racecourse	Very High High Medium Low	24 185 7 1
Pleystowe Very High High Medium Low Sub-Total	High Medium	0 23 7 0
	Sub-Total	30
	TOTAL	515

HIS IS PAGE 4 4 OF THE STRATEGIC PLAN MADE BY VI

The Racecourse Mill is expected to lose more land in the short term than either of the other two mills. The incursion to Parish of Howard seems inescapable in the wake of the Government decision to enlarge the boundaries of the City of Mackay, and the acquisition of land for industrial and educational purposes.

The loss of 515 ha of cane land anticipated to occur over the next 20 years is not expected to seriously affect the sugar industry as perhaps no more than 12 to 14 farms will be lost over that period.

8.5.11 Summary

In summary, the Pioneer Shire Council's Five Year Strategic Plan requires further resolution by the Pioneer Shire Council to overcome the considerable deficiencies that exist with relation to adequate parks, playgrounds, sporting facilities and rubbish tips with respect to each of the eight residential neighbourhoods listed as growth centres.

The Council has considered the question of Strategic Plan procedures, and while the Council has not adopted a By-law concerning rights of objection, the Council has indicated it will take all action required of it under recent amendments to the Local Government Act.

The Pioneer Shire Council's Strategic Plan is inflexible with regard to corridor arrangements. This is thought reasonable since the corridor has already been the subject of a very detailed and comprehensive engineering, economic

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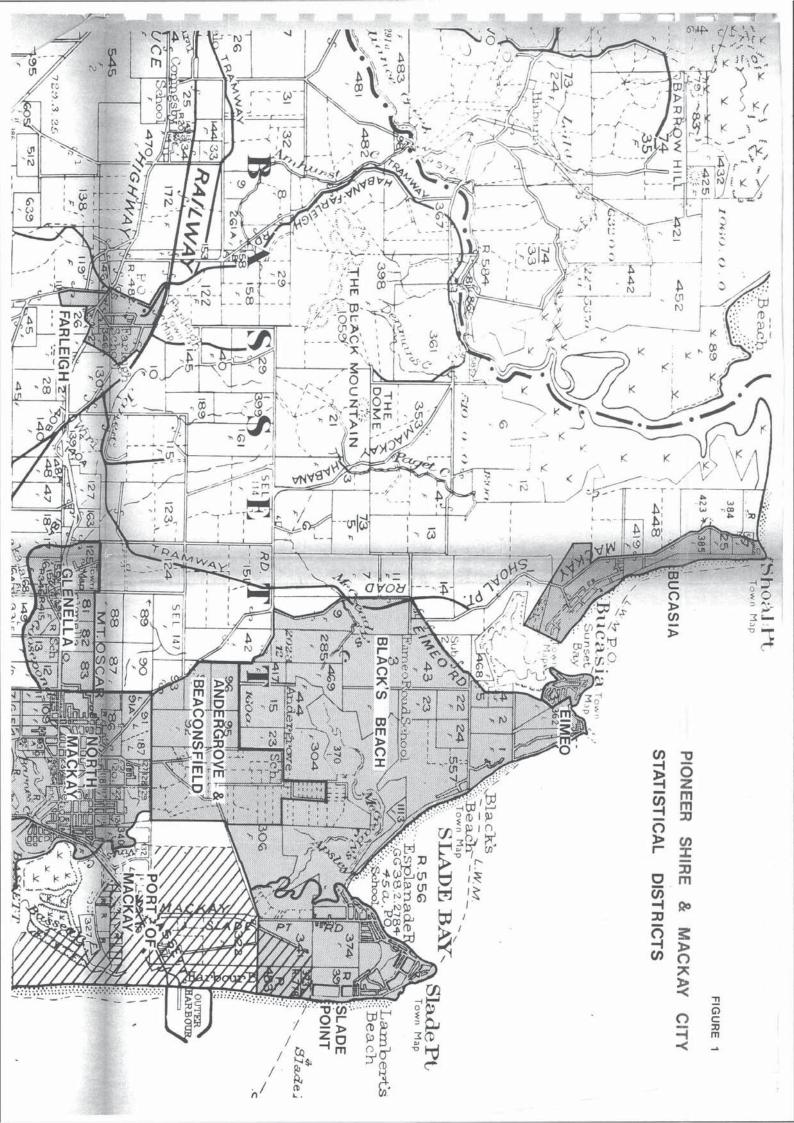
and environmental investigation, and detailed working surveys and designs are now being based upon this study. Otherwise, the arrangements delineated on the Draft Strategic Plan depicting the areas of growth and the eight residential neighbourhoods are quite flexible and generally are well in excess of the projected areas of incremental area requirements to the year 1986. Without such flexibility the Pioneer Shire Council could experience difficulty in using the Strategic Plan to control development within the subject area because of the largely fragmented nature of existing subdivision. At the same time little or no reason appears to exist which would justify a transgression outside the intended boundaries of urban expansion.

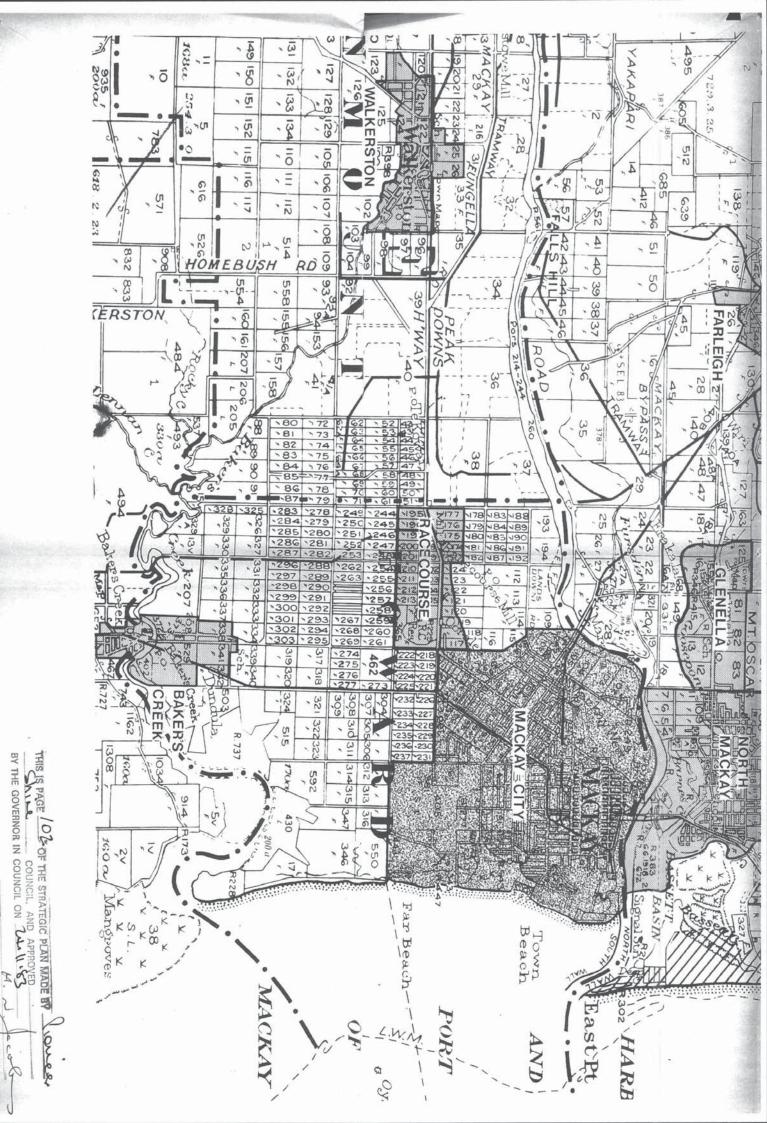
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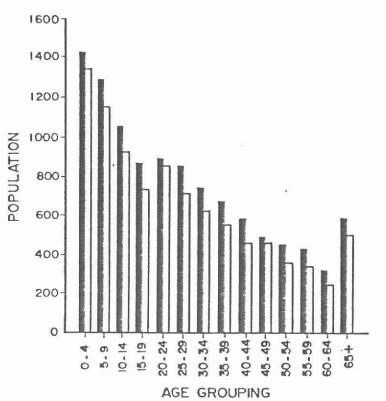






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PIONEER SHIRE POPULATION BY AGE & SEX 1966, 1971 & 1976 CENSUS



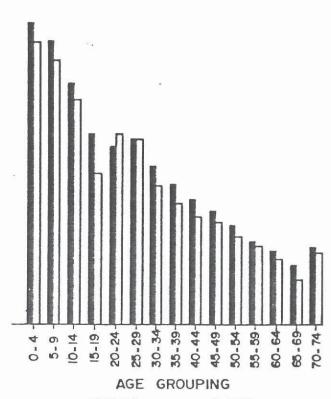


TOTAL POPULATION 19,900

TOTAL

POPULATION

1966 CENSUS



MALES FEMALES

TOTAL

POPULATION

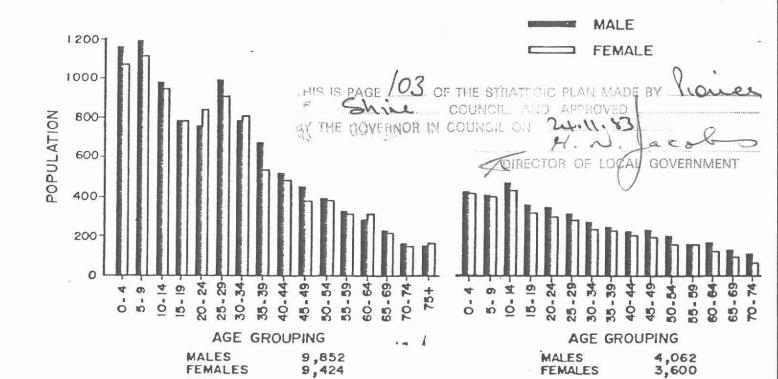
II,779 10,782

TOTAL POPULATION

22,561

7,662

1971 CENSUS



19,276

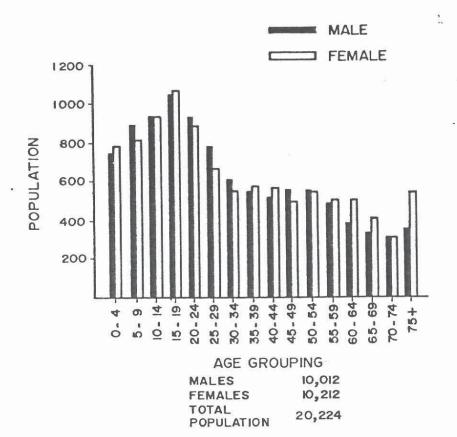
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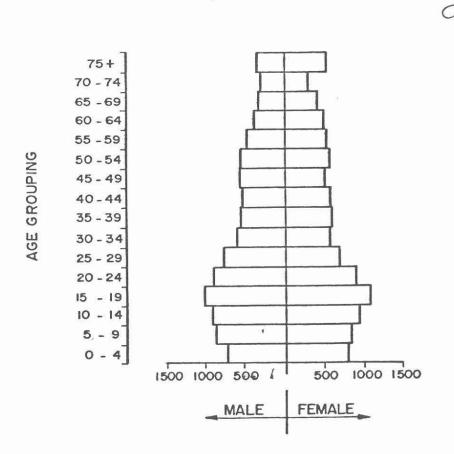
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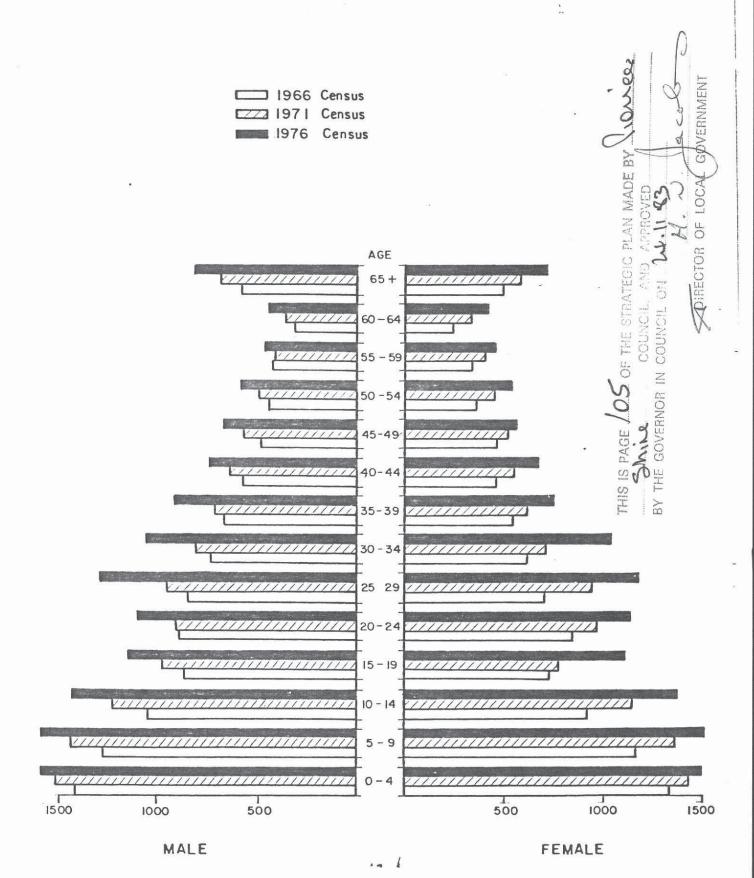
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MACKAY CITY AGE/SEX RELATIONSHIPS 1976 CENSUS

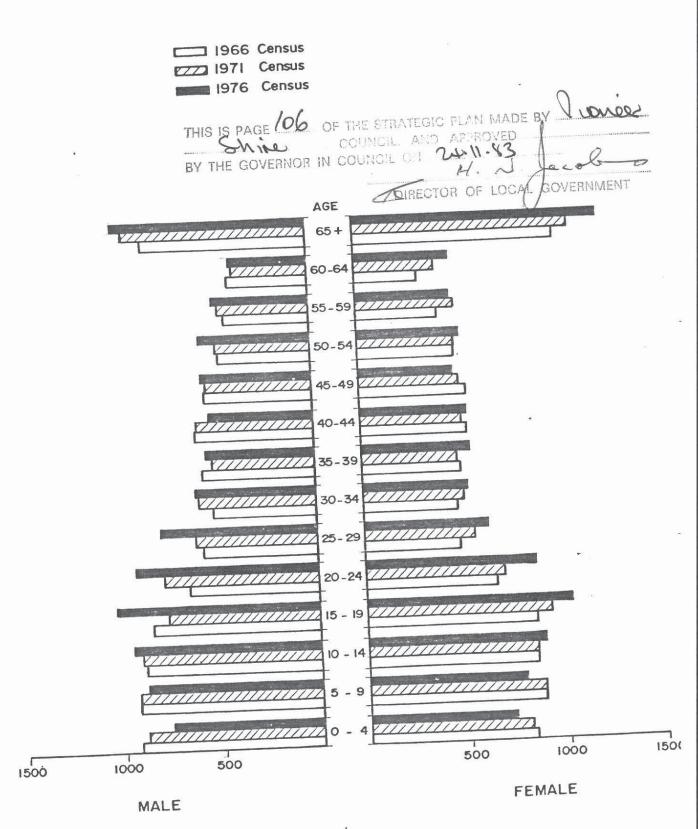




PIONEER SHIRE POPULATION COMPARISONS 1966, 1971, 1976 CENSUSES

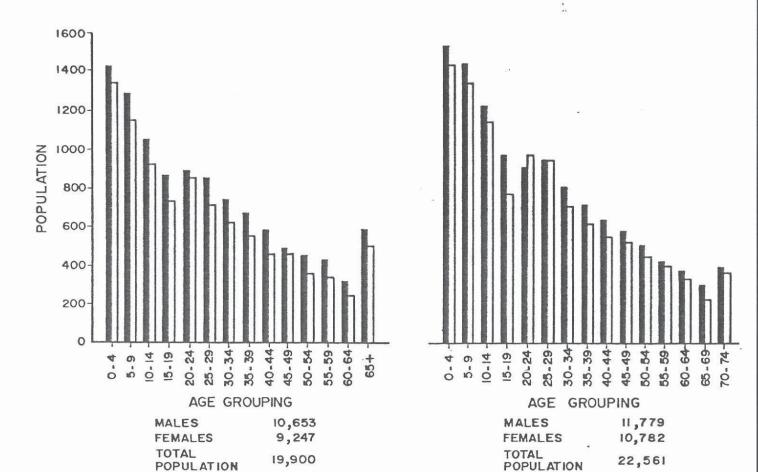


MACKAY CITY POPULATION COMPARISONS 1966, 1971, 1976 CENSUSES



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PIONEER SHIRE POPULATION BY AGE & SEX 1966, 1971 & 1976 CENSUS

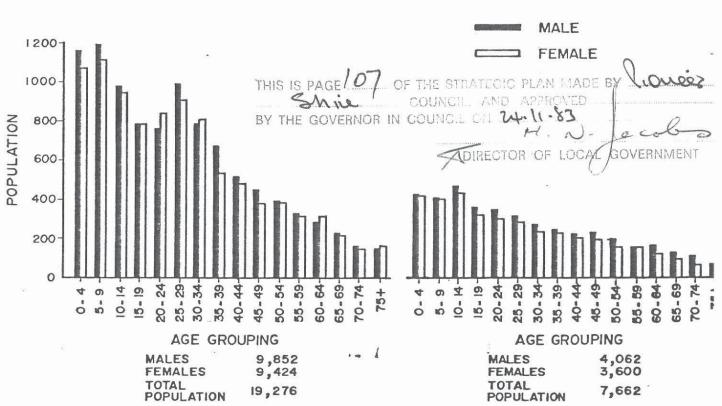


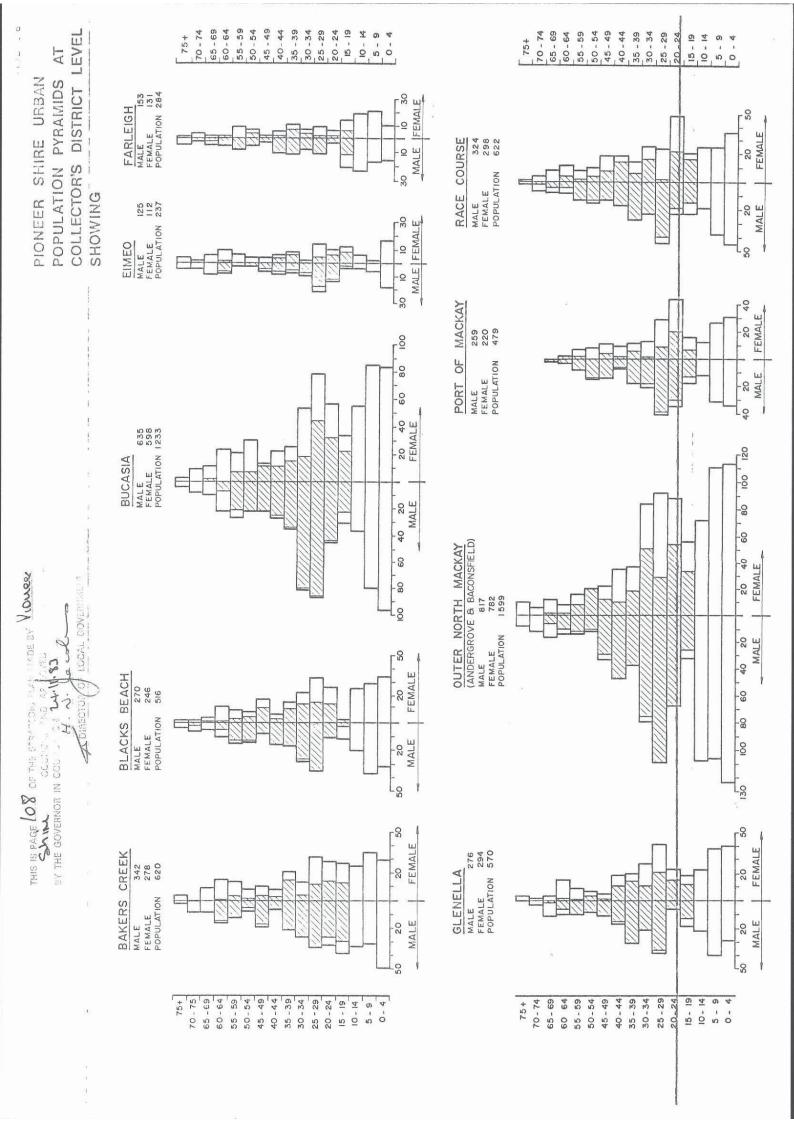


URBAN-1976 CENSUS

1971 CENSUS

RURAL - 1976 CENSUS





PIONEER SHIRE
IN COLLECTOR'S DISTRICT
IN COLLECTOR'S DISTRICT
SUSPENSION

1976 CENSUS

BLACKS BEACH 19%

BURKEY SERCH 19%

BURKEY SERCH 19%

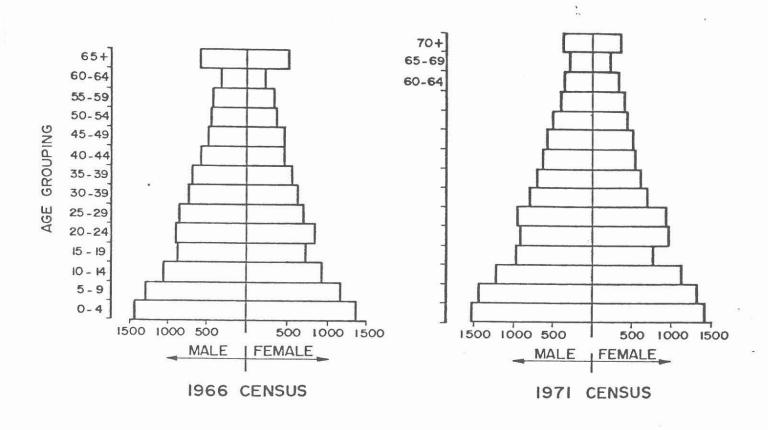
PORT OF MACKAY 1.8%

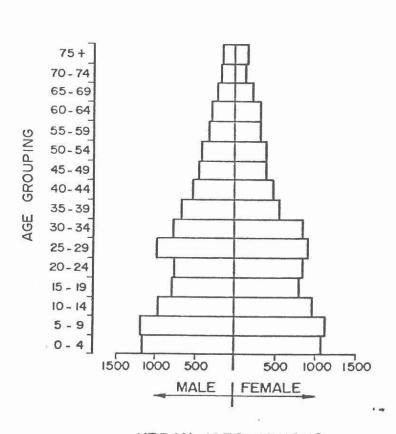
PORT OF MACKAY 1.8

- BY THE GOVERNOR IN CO

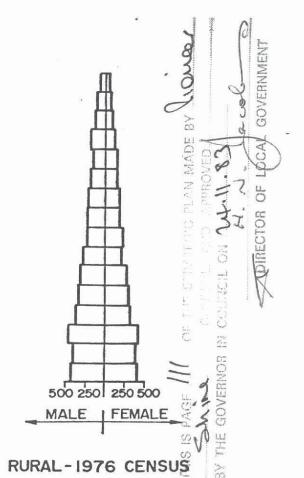
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PIONEER SHIRE AGE/SEX RELATIONSHIPS 1976 CENSUS

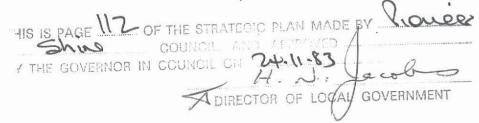


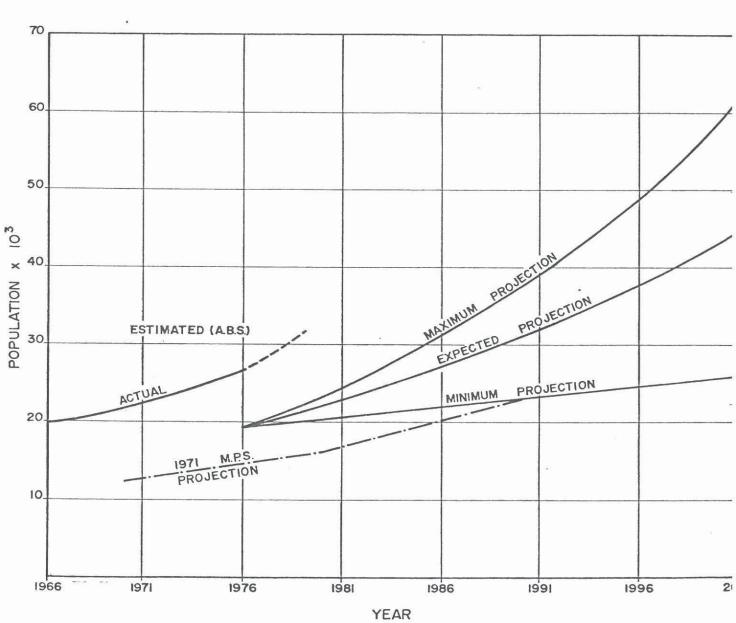


URBAN-1976 CENSUS

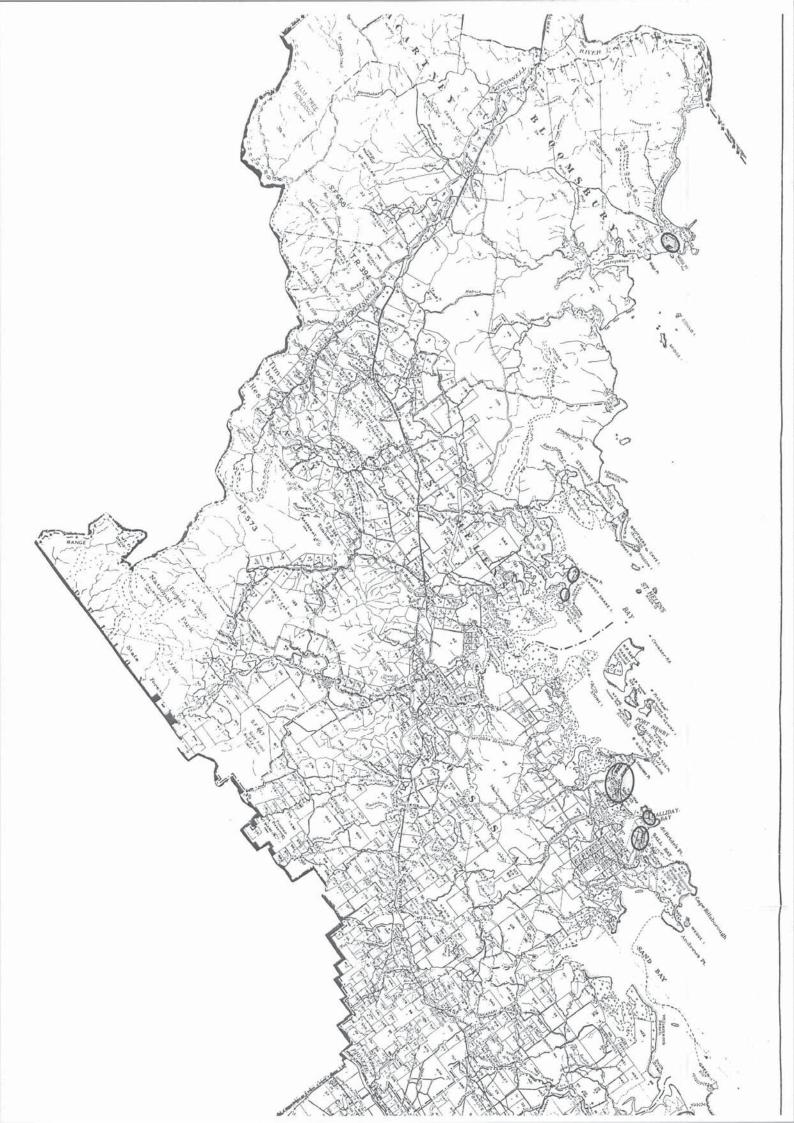


PIONEER SHIRE (URBAN) POPULATION PROJECTIONS



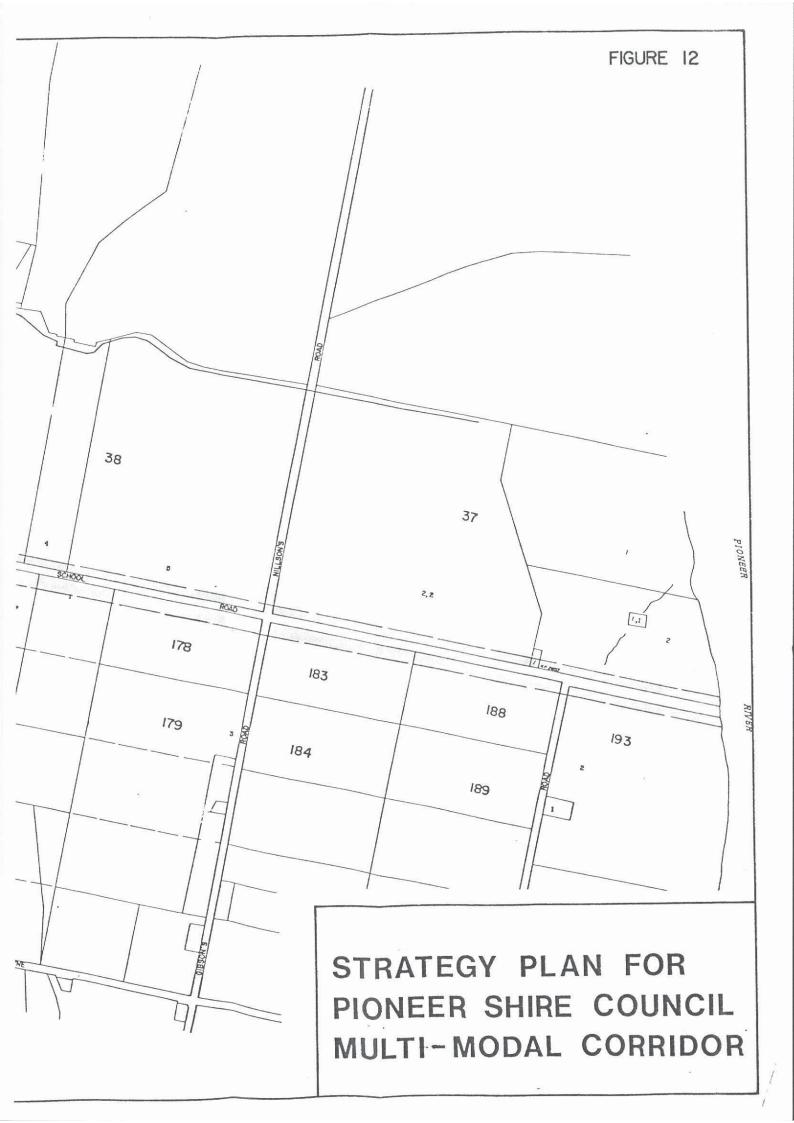


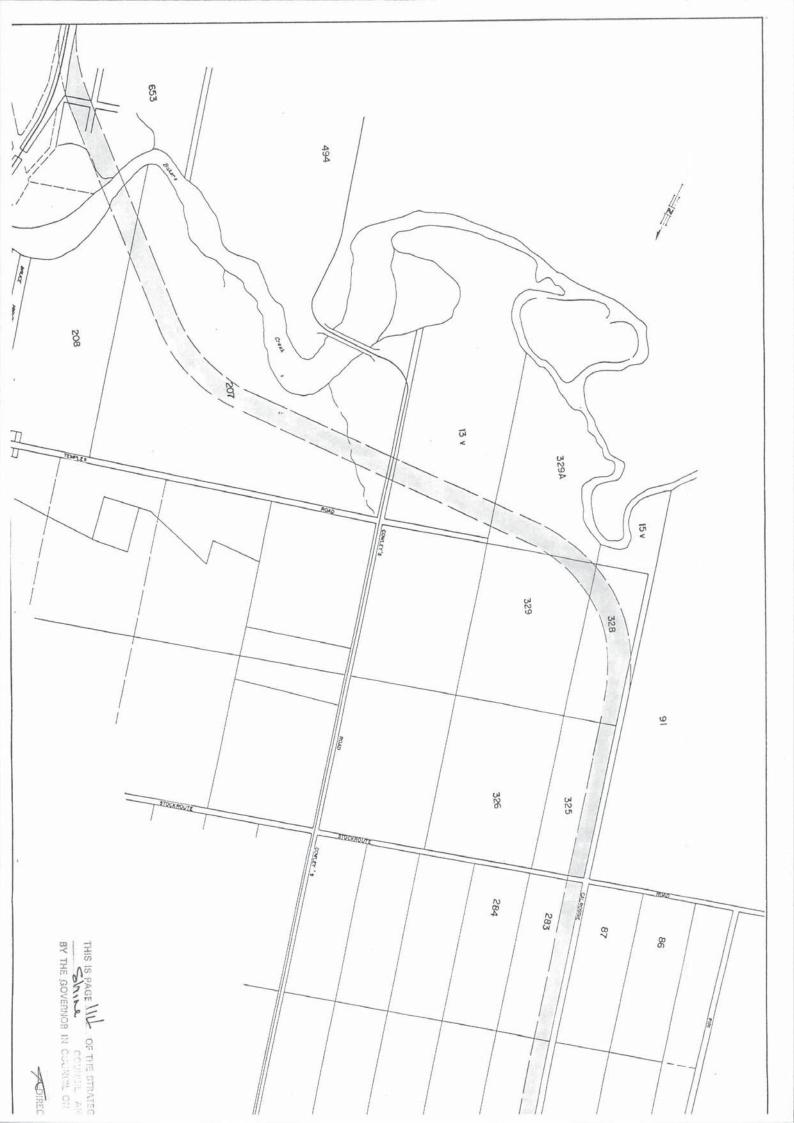
MAXIMUM PROJECTION I-0 % MIGRATION EXPECTED PROJECTION 0-6 % MIGRATION MINIMUM PROJECTION 0-0 % MIGRATION

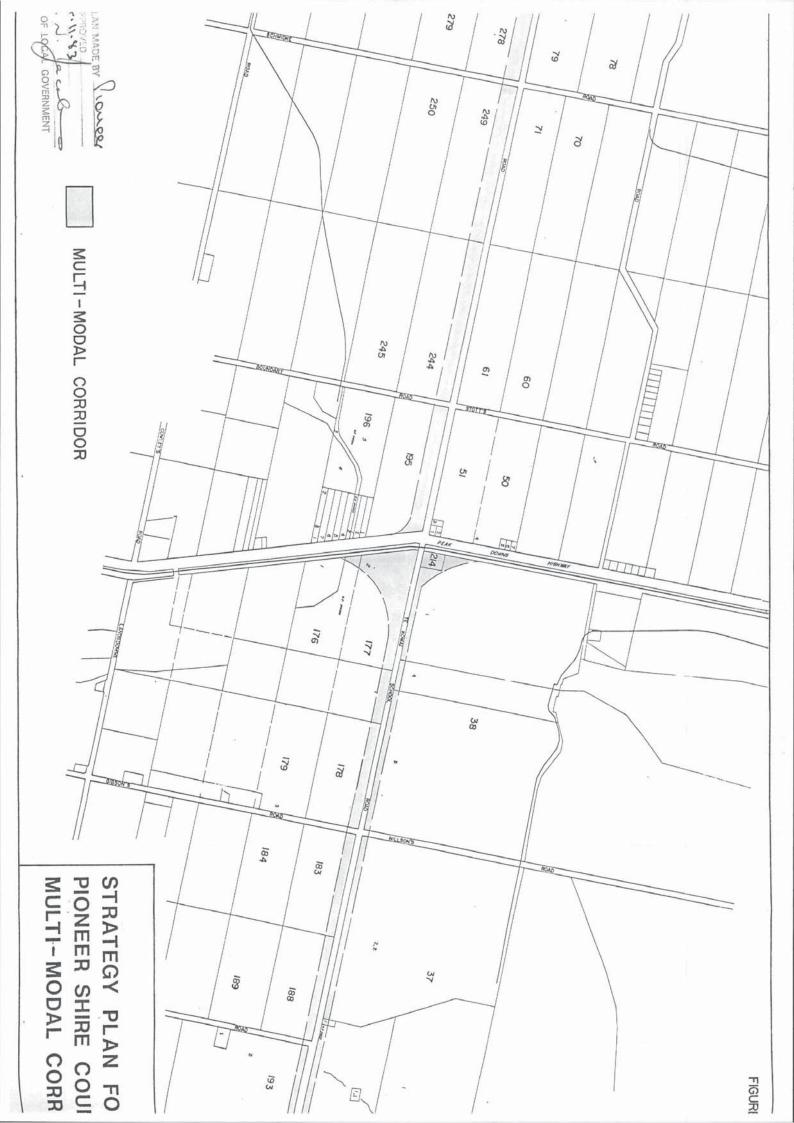


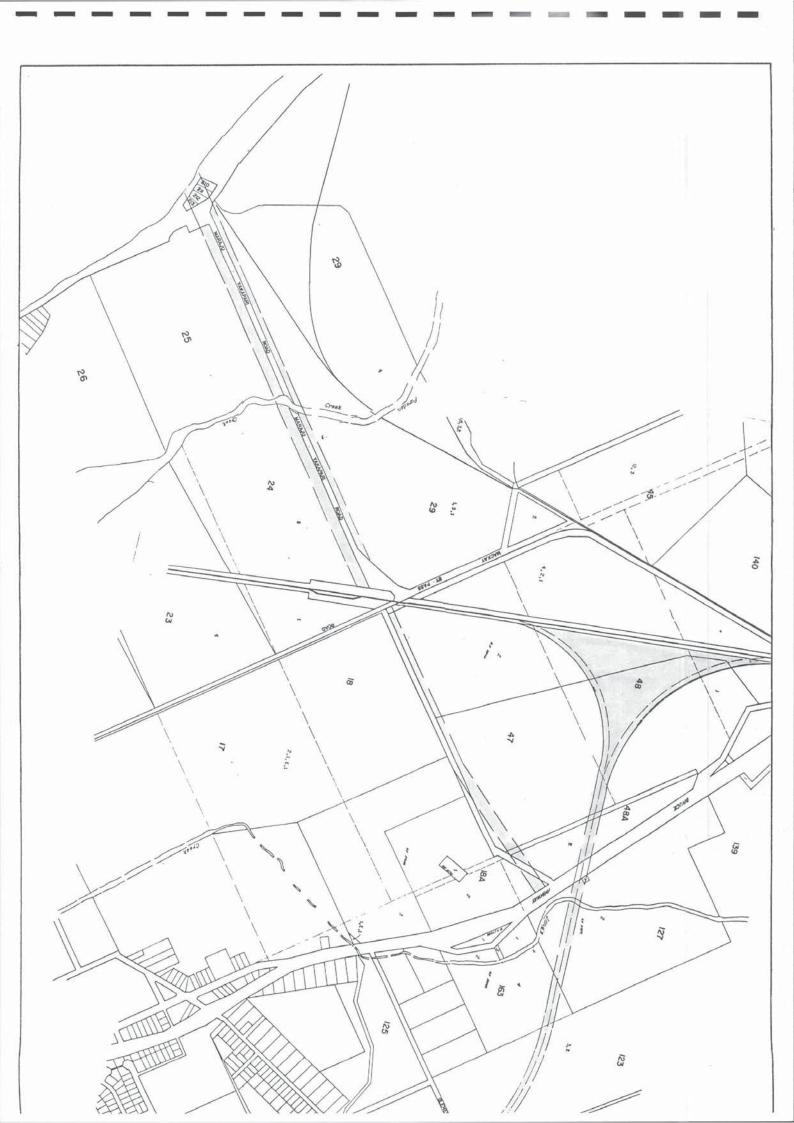


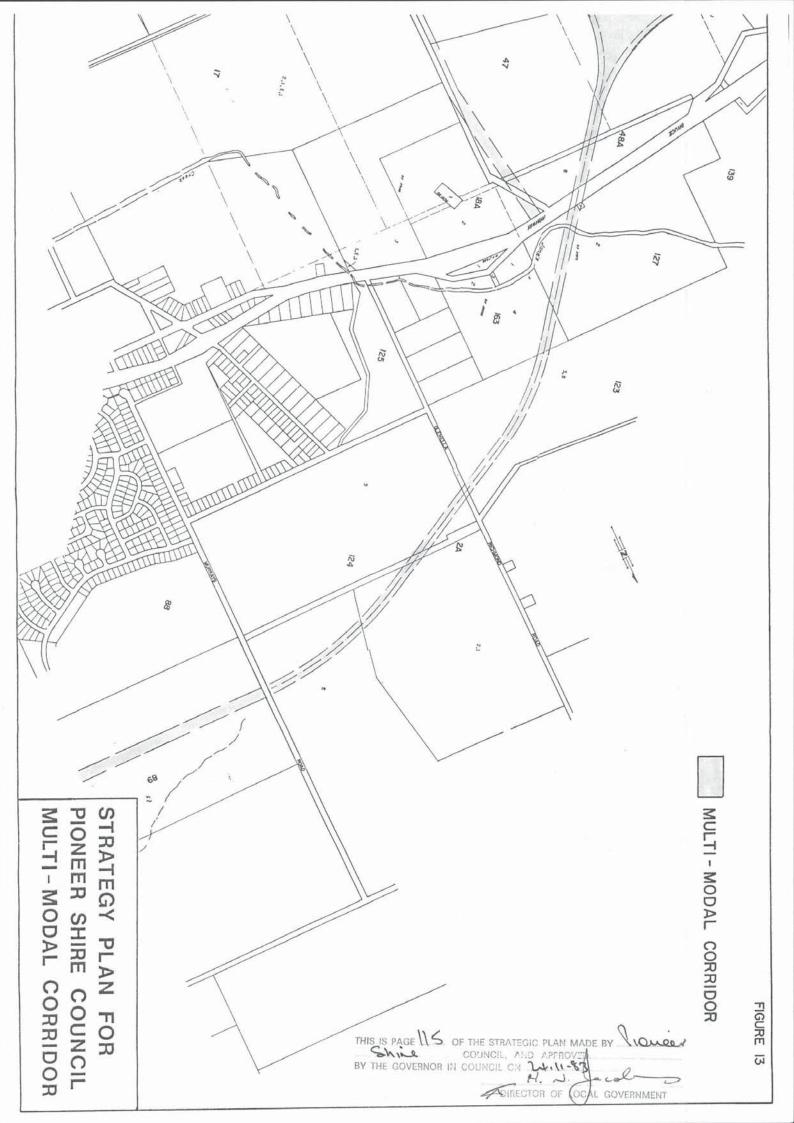
URBAN NEIGHBOURHOODS PIONEER SHIRE COUNCIL



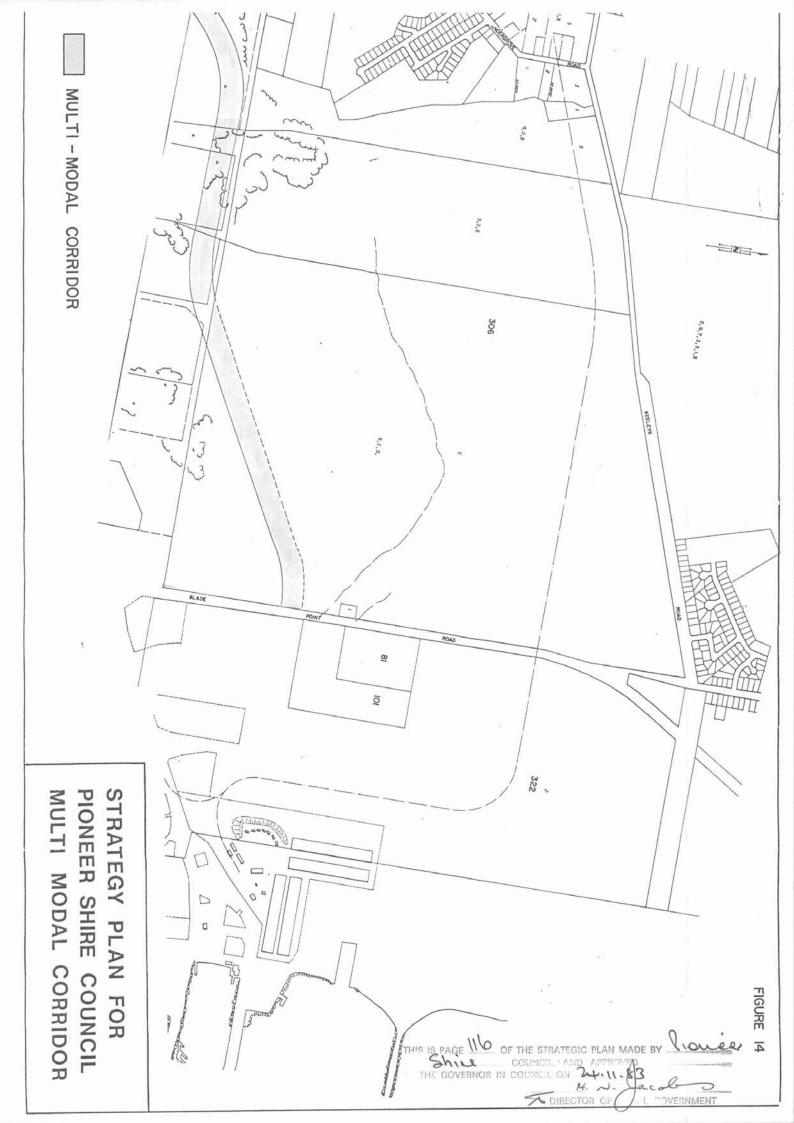


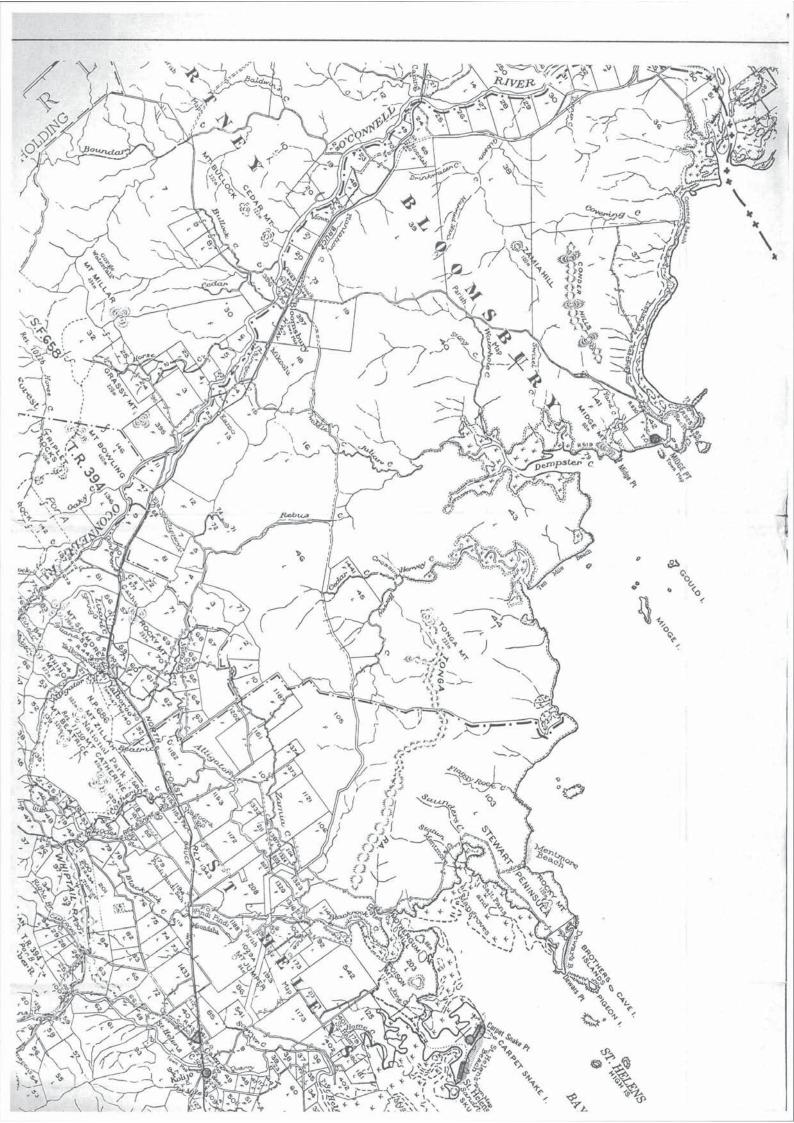


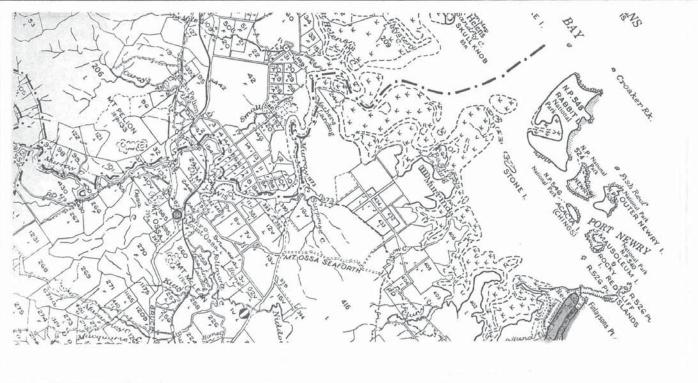












LEGEND

TOURIST USAGE

EXISTING URBAN DEVELOPMENT

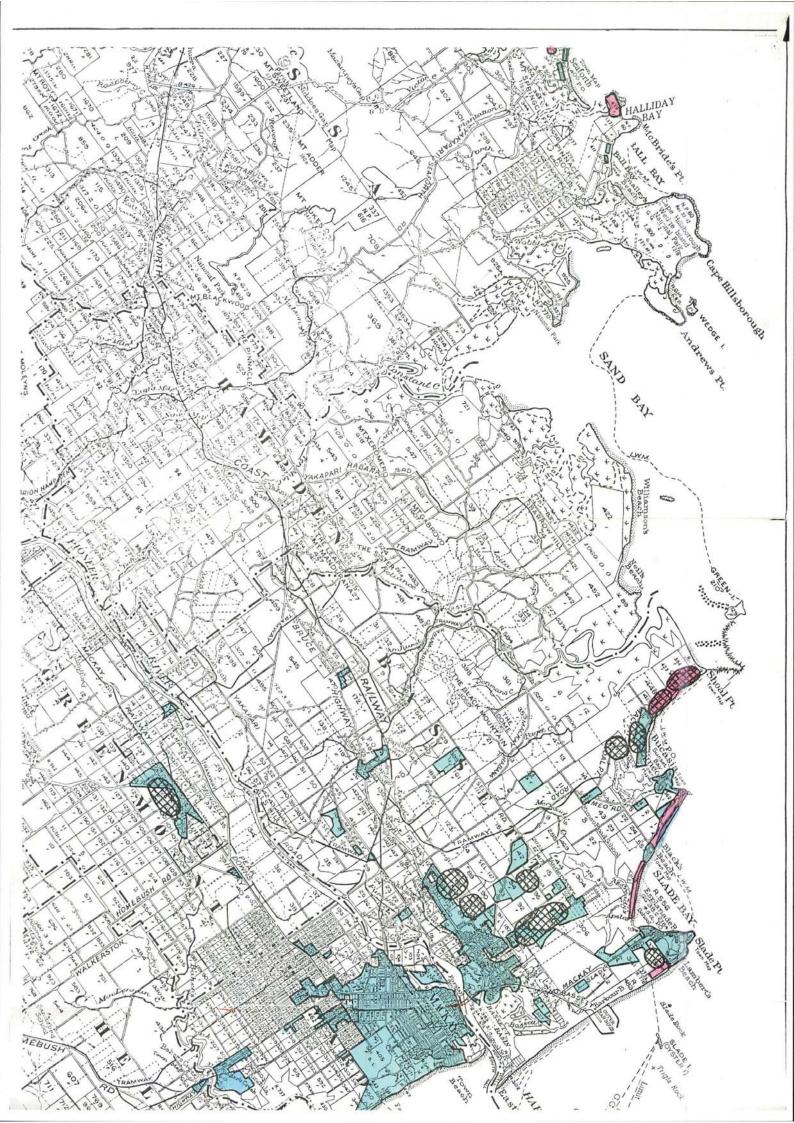


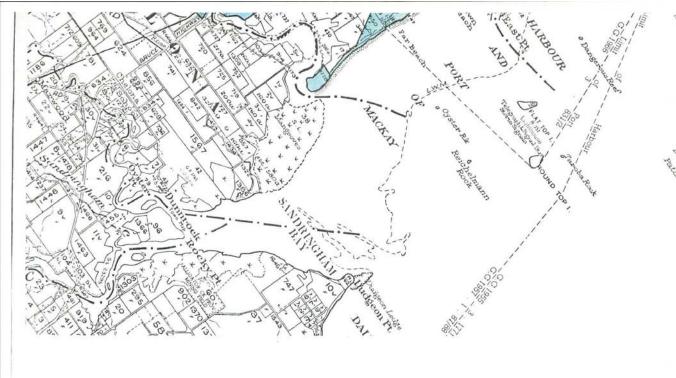
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POIRECTOR OF LOCAL GOVERNMENT

STRATEGY PLAN FOR PIONEER SHIRE COUNCIL PATTERNS OF INCREMENTAL GROWTH

1980 - 2000





LEGEND



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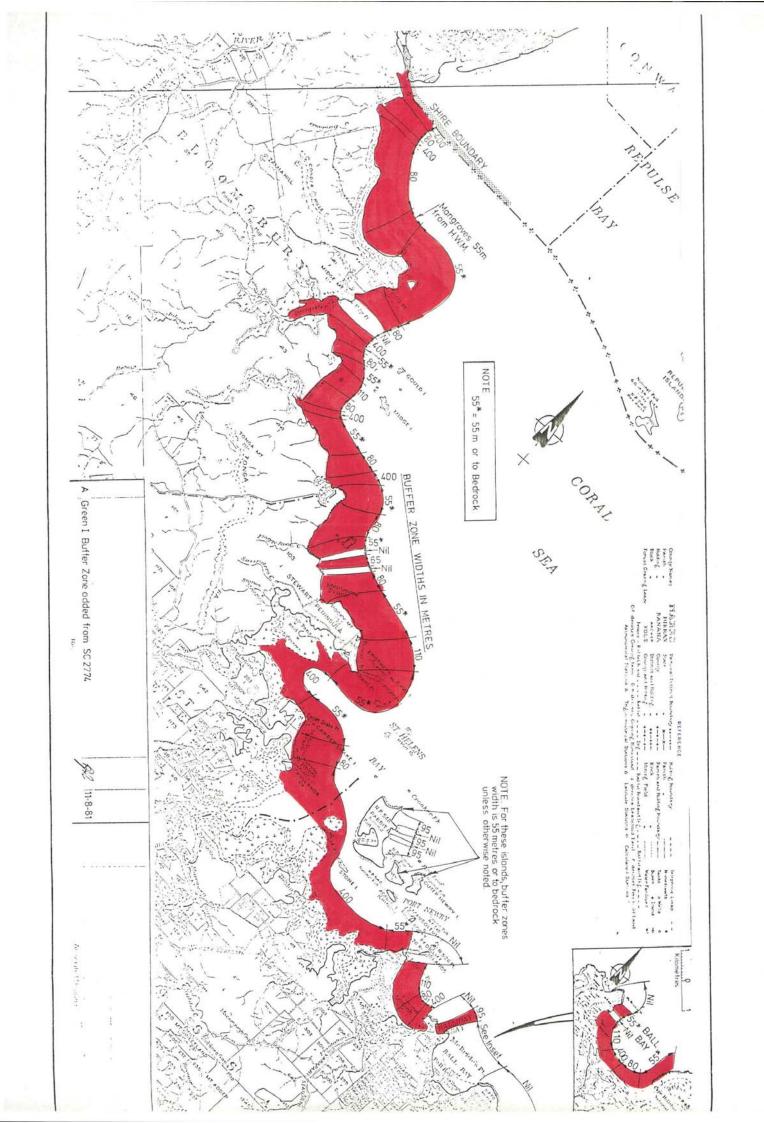
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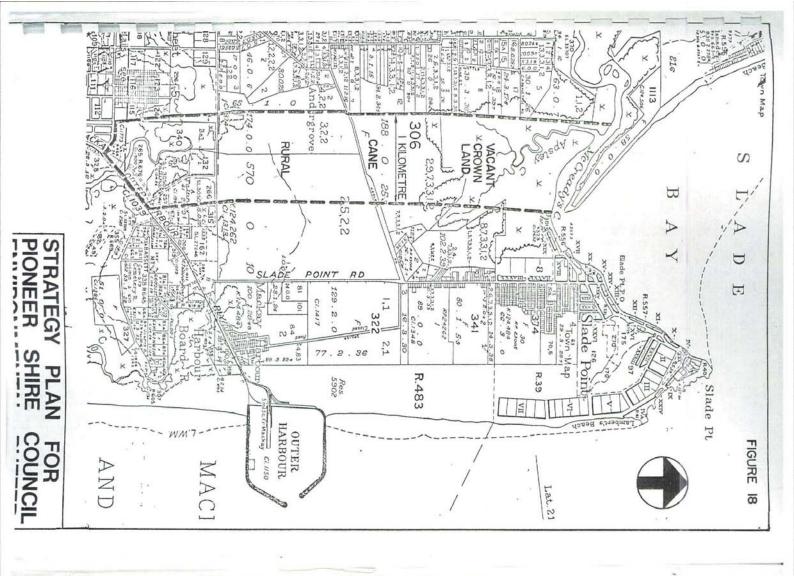




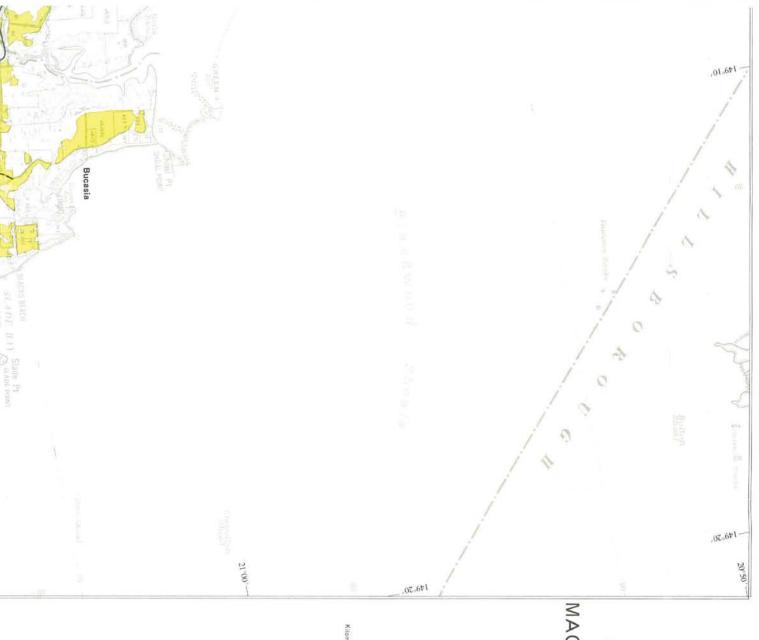
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PIONEER SHIRE COUNCIL STRATEGY PLAN FOR PATTERNS OF INCREMENTAL GROWTH 1980 - 2000





BY THE GOVERNOR IN COULT IN THE STRATEGIC PLAN MADE BY QUOMES





DIVISION OF LAND UTILISATION QUEENSLAND DEPARTMENT OF PRIMARY INDUSTRIES

MACKAY SUGAR CANE LAND SUITABILITY STUDY

ASSIGNED CANE LAND (February, 1980)

by G.K. Holz and P.G. Shields.

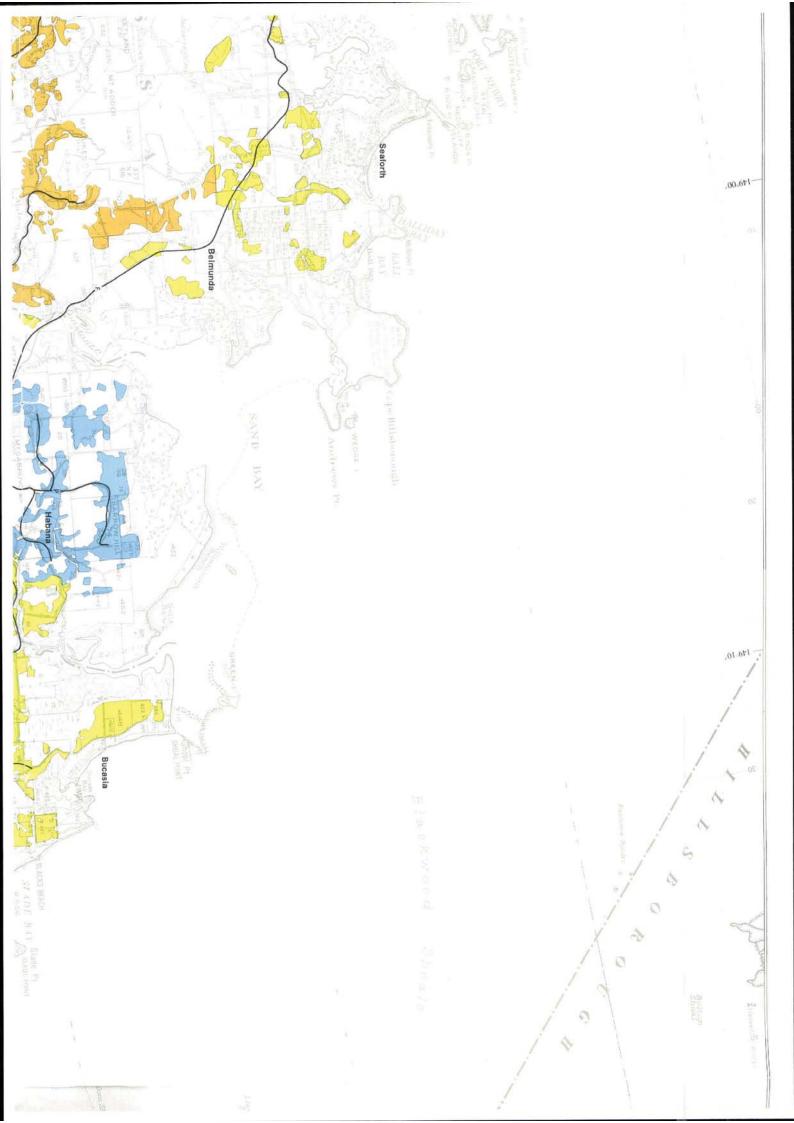


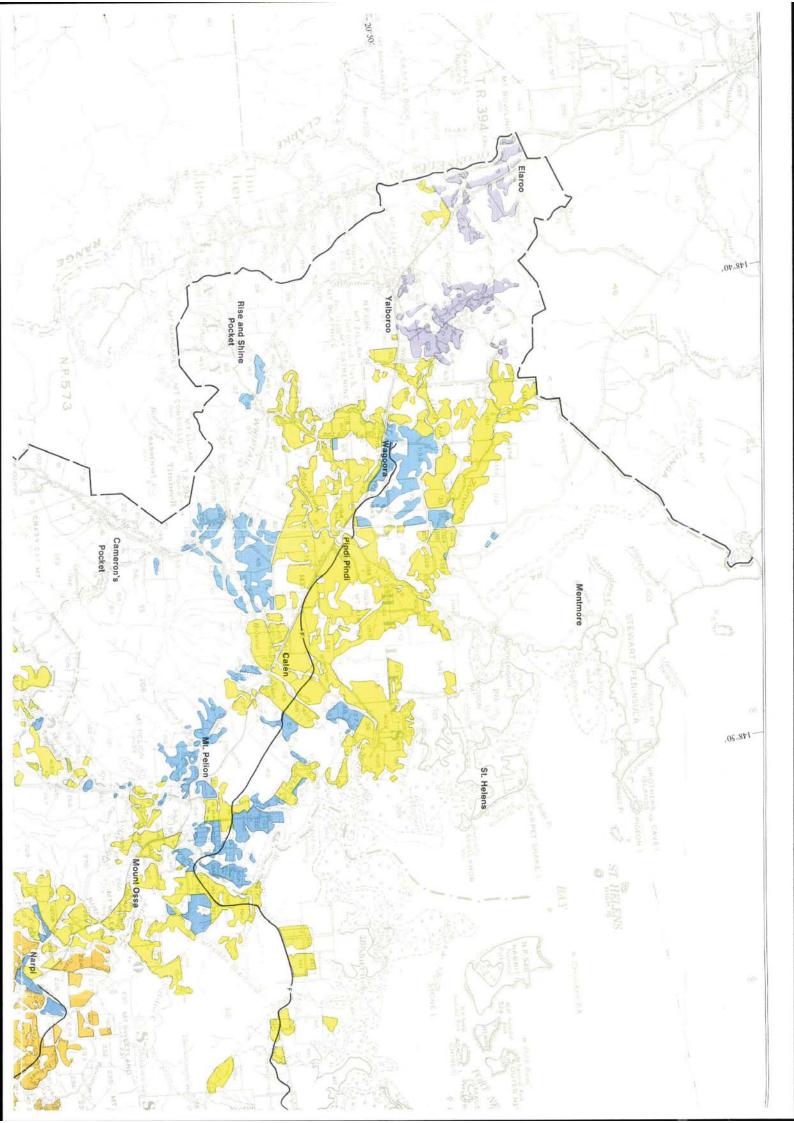
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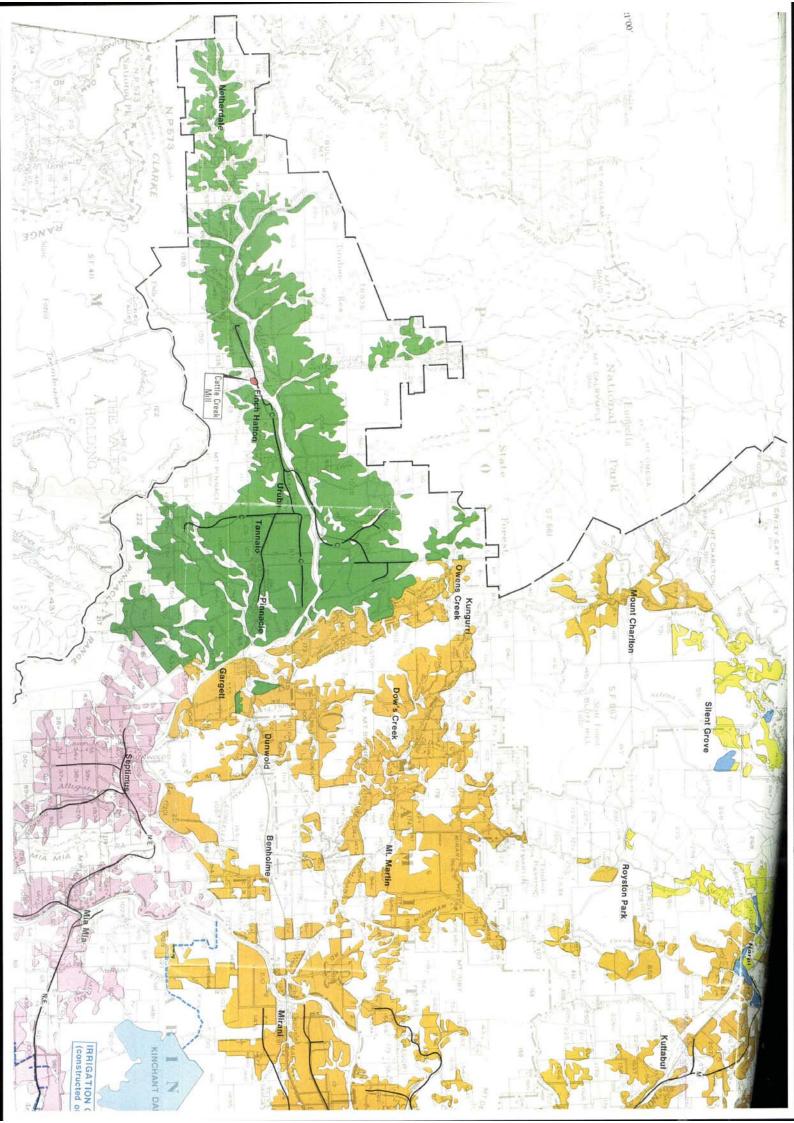
Drawn by G. Finney.

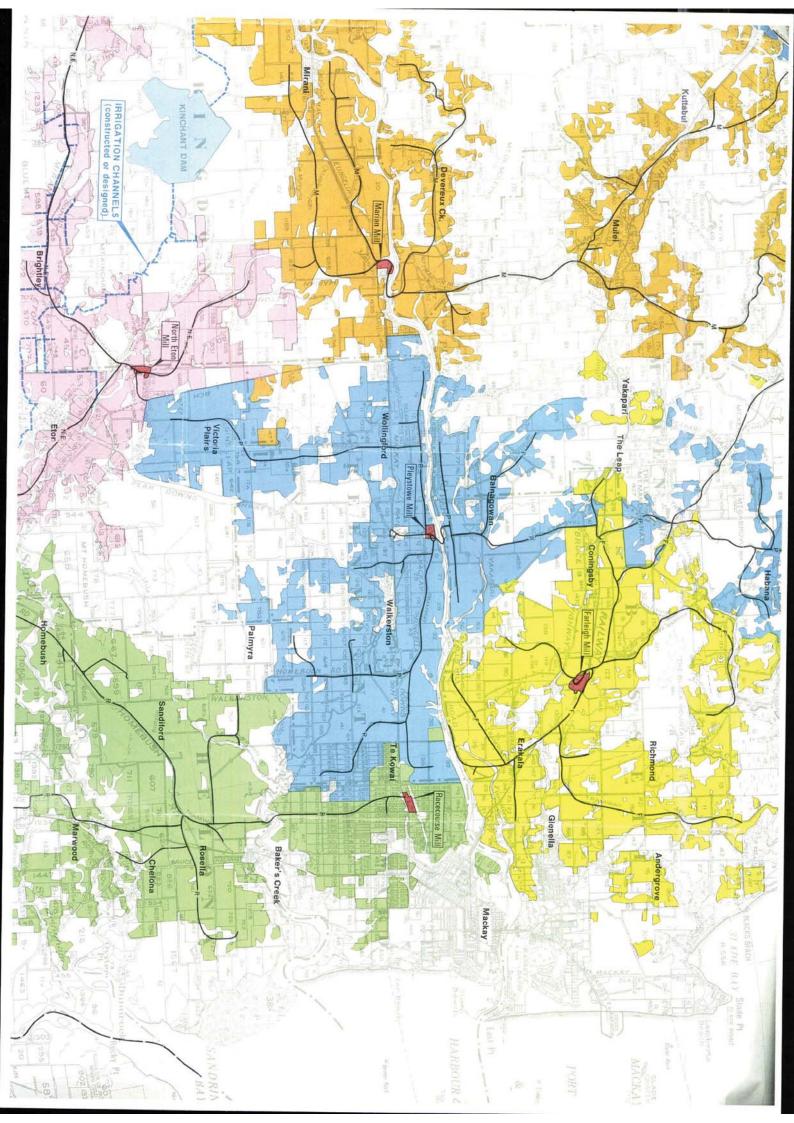
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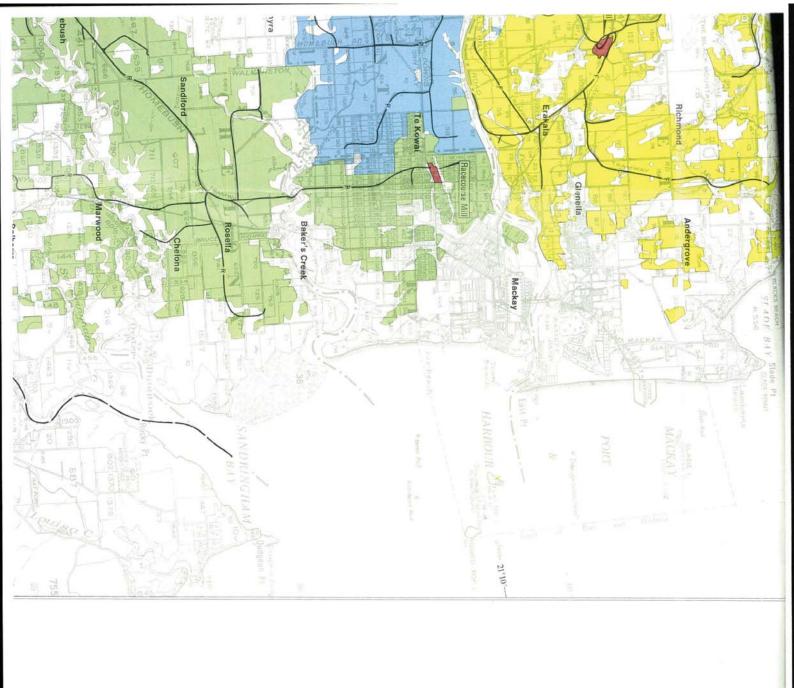
Assigned Land (Feb. 1980)	Mill	Tramway
	North Eton	
	Marian	
	Cattle Creek	
Ť	Playstows	

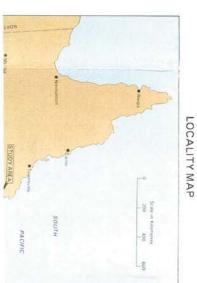










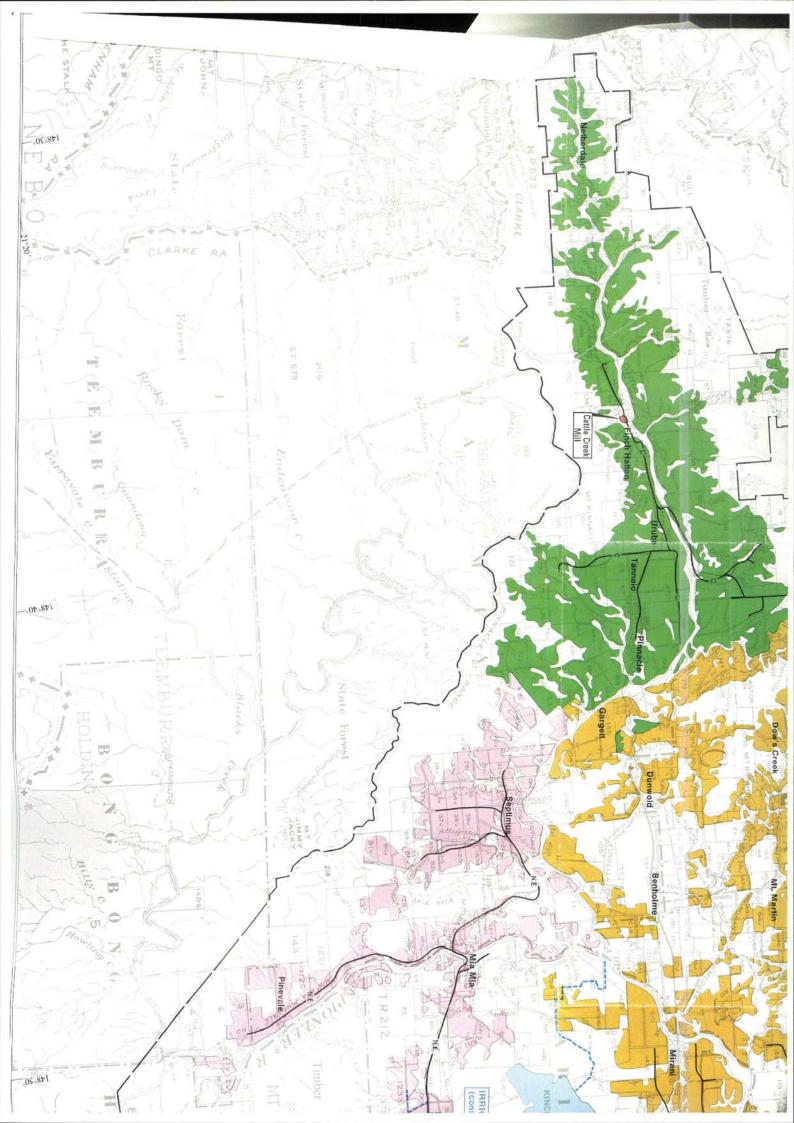


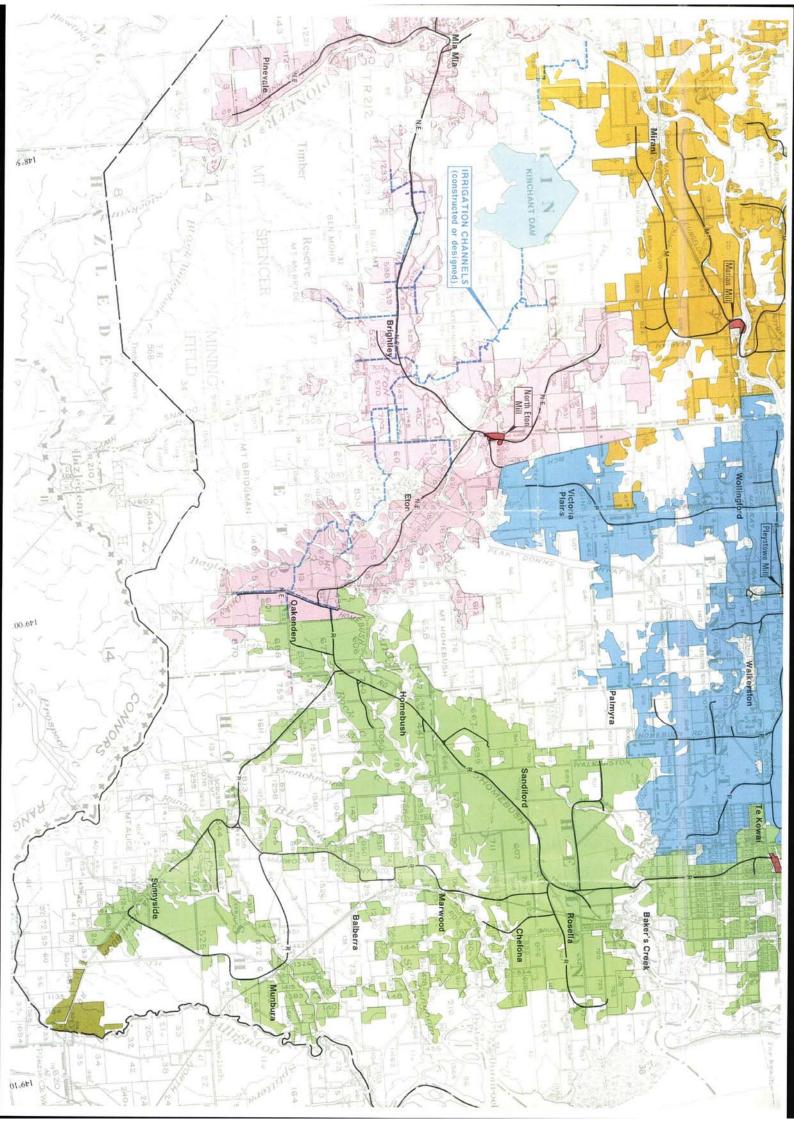


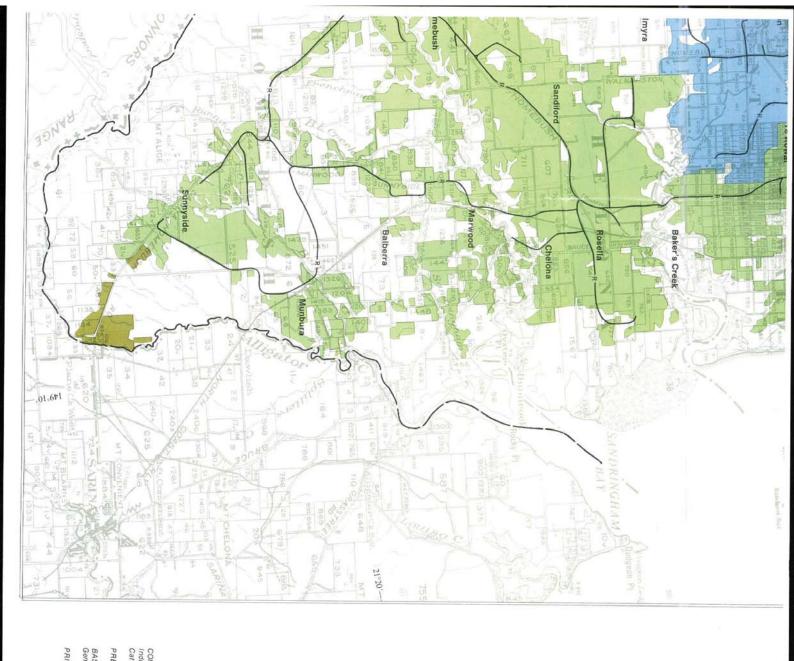


KEY TO 1:100 000 AREAS Plane Creek Proserpine

Racecourse







HARRYBRANDT HILLALONG 8555 8554 MIRANI 8655 NEBO 8654 CARMILA 8754

LOCALITY MAP

THIS IS PAGE 121 OF THE STRATEGIC PLAN MADE BY COLLECT
BY THE GOVERNOR IN COUNCIL ON 27-11-13

DIRECTOR OF LOCAL GOVERNMENT

COMPILED by G.K. Holz and P.G. Shields, Division of Land Utilisation, Queensland Department of Primary Industries using cane assignment and tramway data supplied by cane inspectors from North Eton, Marian, Cattle Creek, Pleystowe, Racecourse, Farleigh, Proserpine and Plane Creek mills. PREPARED by Division of Land Utilisation, Queensland Department of Primary Industries.

BASE MAP supplied by Department of Mapping and Surveying and reproduced by permission of Surveyor General, Queens land.

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FIGURE 19

Map 1