

Part 3 Strategic framework

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3.1 Preliminary

- (1) The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs [in acceptable locations](#) within the planning scheme area for the life of the planning scheme.
- (2) Mapping for the strategic framework is included in Part 3 and Schedule 2.
- (3) For the purpose of describing policy direction for the planning scheme, the strategic framework is structured in the following way:
 - (a) the strategic intent;
 - (b) the following four themes that collectively represent the policy intent of the scheme:
 - (i) Shaping Townsville;
 - (ii) Strong, connected community;
 - (iii) Environmentally sustainable future;
 - (iv) Sustaining economic growth;
 - (c) the strategic outcomes proposed for development in the planning scheme area for each theme;
 - (d) the elements that refine and further describe the strategic outcomes;
 - (e) the specific outcomes sought for each, or a number of, elements;
 - (f) the land use strategies for achieving these outcomes.
- (4) Although each theme has its own section, the strategic framework in its entirety represents the policy intent for the planning scheme.

Editor's note-The planning scheme has adopted a 25-year planning horizon. However, the planning scheme itself (as a statutory document) is likely to have an operational life of up to 10 years before it is substantively reviewed.

3.2 Strategic intent

3.2.1 Townsville today

Townsville is on the cusp of significant growth and change. It is already the largest city in Queensland outside the south-east. Its population of around 190,000 in 2011 is set to grow to between 270,000 and 300,000 people by 2031.

Townsville is the major economic and service centre for North Queensland. It is the primary port and freight hub, particularly for the agricultural areas of the surrounding region and for the North West minerals province. It provides the highest order community and commercial services for the region, including health and education facilities which serve the whole of North and North West Queensland. As a consequence of its strategic regional position, Townsville enjoys a diverse economic base, with strong projected growth (Figure 3.1 - Regional context plan).

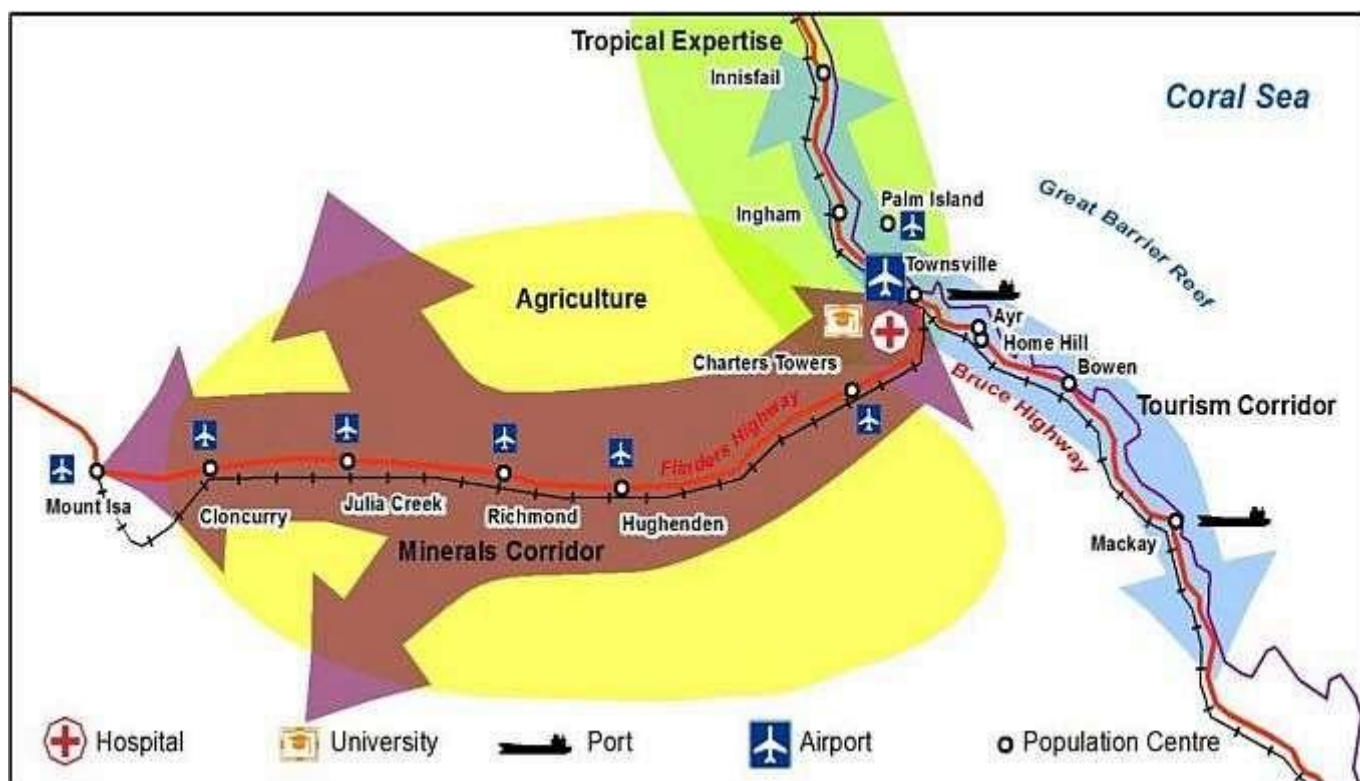


Figure 3.1 - Regional context plan

Townsville is a bioregional junction for the Wet Tropics, Brigalow Belt and Einsleigh Uplands bioregions. In addition, the region includes the UNESCO World Heritage-listed Great Barrier Reef and Wet Tropics as well as the Ramsar-listed Bowling Green Bay wetlands. Townsville's geographic location, dry tropical climate and unique environmental features are part of what makes Townsville a great place to live and underpins the region's economy.

3.2.2 A second capital for Queensland

Townsville will continue to evolve as the second capital of Queensland and the largest city in Northern Australia. Statewide growth, and a focus on regional development will contribute to the city's increasing significance.

This enhanced role is reflected in significant growth in the city's economy, population and cultural status. Planning, new development and infrastructure investment are part of this evolution.

The increasing sustainability of the city and the protection of its natural assets [and functions](#) will be key hallmarks of Townsville's growth and development.

The Townsville City Plan will help deliver the vision of the 'Townsville 2021-2026' Townsville City Council Corporate Plan to be "A globally connected community driven by lifestyle and nature" through the following goals:

- Goal 1: A city that connects you to what you need at the time you choose;
- Goal 2: A circular economy that advances business and moves towards zero waste;
- Goal 3: The hub for modern industry;
- Goal 4: A sustainable destination that embraces and participates in the arts, sports, events and recreational activities; and
- Goal 5: A learning centre of education, training and research commercialisation.

3.2.3 Strong and connected community

A strong and connected community is cohesive even when people come from diverse backgrounds and abilities. It is a community that is safe and feels safe, enjoys sport and recreation activities, has a say in decision making including planning, [is resilient to natural hazards](#) and has pride in its culture and lifestyle.

Development, including buildings, streets and public spaces will be well-designed and contribute to the creation of exceptional places within the city. High-quality public spaces will be created to optimise community interaction. Good design also means places will feel safe. Design and placemaking will work with Townsville's [current and future](#) climate and allow for more affordable and healthier lifestyles.

Townsville's open space network will meet the community's needs and integrate with the natural landscape without compromising environmental and hydrological values and where possible improving those values. Co-location and consolidation of sports and community activities will enhance the community's access to these facilities.

Magnetic Island, Castle Hill, Mount Stuart, Mount Louisa, Mount Elliot, the Pinnacles, Cape Pallarenda, the Town Common and Cape Cleveland are some of the best known natural features of Townsville. The scenic amenity of such places is to be maintained.

The many small townships around Townsville, including Magnetic Island, Paluma and the beach communities north of Black River, continue to be enjoyed and appreciated for their special attributes. Substantial changes to the function, scale and character of these communities are not anticipated.

3.2.4 Environmentally sustainable future

Townsville is a biodiverse city with unique tropical landscapes and interconnected areas of high environmental significance. Townsville has some internationally recognised iconic environmental features such as the Great Barrier Reef (including, significantly, Magnetic Island) and Wet Tropics UNESCO World Heritage-listed areas and the Bowling Green Bay Ramsar wetlands as well as national, state and regionally significant environmental features.

Natural areas also underpin Townsville's character and identity and provide the basis for its economic prosperity. Significant landscape values are associated with the coast, the islands, rural areas and elevated, vegetated mountains and ranges. The urban area is defined by prominent natural landscape features such as Castle Hill, Mount Louisa, Mount Stuart, the Town Common, the coastline and the Ross River and Bohle River corridors.

An environmentally sustainable future requires strong and connected biological communities and fully functioning ecological processes. This will provide for a more robust and resilient landscape capable of withstanding minor and even extreme natural disturbances.

New development, including the growth of the city broadly, will protect [the function and](#) integrity of these natural assets and environmental values. The shape of the city has been determined in part to avoid expansion into sensitive and vulnerable areas and corridors.

The significant ecological, landscape and recreation values of Magnetic Island will be protected, including:

- the bold and dramatic landscape of rocky headlands and vegetated ridges;
- the secluded and natural sandy beaches;
- the natural character of the settled bays created by unbroken tree canopies and prominent fringe of coastal vegetation;
- the environmental parks and reserves, including the nationally significant Magnetic Island National Park and foreshore reserves such as Picnic Bay, Nelly Bay, Alma Bay, Geoffrey Bay and Horseshoe Bay;
- the high-value habitats, sensitive marine environments, including the fringing reef and middle reef; and
- the World Heritage values of the Great Barrier Reef.

Fragmentation, loss of habitat and other impacts of development (for example on hydrological regimes, water quality and spread of pest species), will be avoided. In areas where development is intended to occur, impacts will be minimised and mitigated. The ecosystem services provided by these natural assets and their importance in building resilience to the impacts of [current and future](#) climate ~~change~~ are recognised and are to be protected.

Exposure of communities to natural hazards, such as bushfire, landslide, flood and coastal risks such as storm surge and sea level rise, will be avoided ~~wherever possible~~ [unless the risk is mitigated to an acceptable or tolerable level](#).

3.2.5 Shaping Townsville

To house Townsville's growing population, about 45,000 new homes will be needed over the next 25 years. New and expanded workplaces, shops and all the other activities associated with modern life will be needed in equal measure. This growth needs to be accommodated in a sustainable [and resilient](#) city form and through the creation of a series of great places within the city.

As the population grows so will its makeup change. Average ages are increasing and the typical household is reducing in size. By 2031, couple-only families are expected to be the dominant household type in Townsville. These changes

mean that more housing options are needed in the future, including affordable, accessible, innovative, and adaptable housing options to ensure a range of housing is available to people of all ages and abilities. There is also a need to facilitate affordable housing types in locations that support affordable living.

Whether traditional detached homes, inner city apartments or something in between, choice is needed to provide the lifestyle options that residents expect in a capital city, as well as options that everyone can afford. While detached houses will continue to be the most common housing option in Townsville's new and existing areas, about one third of new dwellings need to be smaller and in the form of townhouses or apartments, in order to meet these overall community needs, preferences and budgets. [Vulnerable uses and Critical infrastructure are not established or expanded in natural hazard areas, unless the risks to people and property are mitigated to an acceptable or tolerable level.](#)

A cornerstone of Townsville's evolution will be the revitalisation of the central business district (CBD) into a more vibrant and cosmopolitan place. The CBD will re-establish itself as the heart of the city, and attract the greatest investment in a diverse range of city uses, including residential. The CBD will be a great destination for the community and visitors.

The emphasis on the CBD as the city's principal centre is part of a broader strategy to make Townsville a more compact city, structured around a network of activity centres. Major centres at Aitkenvale, Thuringowa Central and Hyde Park, and new centres at Burdell and Julago, will be economic and community hubs. Over time, mixed use development within these centres will broaden their function beyond shopping to become complete communities which provide for daily economic and lifestyle needs and are great places to live, work, access services and recreate. New infill residential development will underpin these changes, comprising about a fifth of the city's residential growth to 2031. Similar changes at smaller scales - in keeping with an established activity centres hierarchy - will be promoted at other district, local and neighbourhood centres around the city.

All these changes will help sustain an enhanced public and active (walking and cycling) transport network over time, providing attractive alternatives to car use. In particular, Ross River Road will become an initial focus for public transport linking the CBD, Aitkenvale and Thuringowa Central major centres and the James Cook University-Townsville University Hospital precinct.

Inner urban lifestyles and sustainable built forms will be supported by green spaces and public places in the city's activity centres. Wherever possible, these spaces will connect with the wider open space network.

New communities at Burdell, Shaw, Cosgrove and Julago will emerge within the designated urban areas of Townsville. These places will be well-connected to the rest of the city and will boast ample local services and jobs, while protecting important natural assets.

A large majority of residential growth will continue to be implemented through greenfield development. Similar to infill areas, a mix of dwelling types will be provided in greenfield developments to meet existing and future community needs.

This planning scheme designates sufficient land supply for future greenfield development, well beyond the requirements of the next few decades. The city will not grow outwards beyond the areas designated in the foreseeable future and new infrastructure development minimises impacts on established land uses. This will avoid further encroachment on natural assets and vulnerable coastal areas [to maintain their ecological values and protective functions](#). The focus on infill development and major greenfield communities will also concentrate infrastructure investment, costing less than continued outwards growth in many directions. The Local Government infrastructure plan ([Part 4](#)) is based on this approach. Overall, this will help support a more sustainable Townsville.

Similarly, substantial lands have been allocated for rural residential development. Rural residential areas provide for semi-rural lifestyles, but no additional land for rural residential development beyond what is allocated in this planning scheme is intended.

Older suburbs will not experience substantial change. However, some new housing options in accessible locations are intended, allowing residents to continue to live in their neighbourhood as they age or their housing needs change.

The particular character of identified neighbourhoods will remain identifiable and intact. Places of indigenous and non-

indigenous cultural heritage are also protected.

The shape of the city will be such that an effective public transport system, focused on the CBD and activity centres, can be achieved. Greater transport choice, beyond solely the car, is a goal of this planning scheme. Walking and cycling options will be enhanced through new development and new active transport infrastructure investment. National, state and regional road, rail, sea and air freight networks are also identified, their prospects enhanced, and their future use protected from incompatible development.

3.2.6 Sustaining economic growth

Townsville has a diverse and healthy economy. This is driven by population growth, by the traditionally strong defence, port and transport sectors and by Townsville's regional position as the capital of North Queensland and transport hub for the North West minerals province and North Queensland agricultural sector.

Strategic transport links, a skilled workforce and an attractive lifestyle, the metals manufacturing cluster and the presence of major institutions creating capacity for a knowledge-based economy, all provide Townsville's primary competitive strengths. Revitalisation of the CBD, and improving links between key economic precincts in the city, are also important opportunities to attract investment. The importance of the city's natural environment and attractive lifestyle in underpinning its attractiveness to business investment is also recognised.

Growth is anticipated in transport, storage and logistics industries, manufacturing (metals, food and beverage), defence, the knowledge economy (including education and research), the aviation industry, health, professional services, building and building supplies and tourism. Further economic growth in these and other sectors is required to maintain quality of life for the city's residents. About 50,000 new jobs are required by 2031.

Townsville's key productive precincts needed to accommodate much of this growth include:

- the CBD;
- Port of Townsville, Stuart industrial precinct and Townsville State Development Area;
- James Cook University-Townsville University Hospital;
- Lavarack Barracks and other Department of Defence landholdings;
- Townsville Airport and RMF Base Townsville; and
- Thuringowa Central, Aitkenvale and Hyde Park major centres.

Editor's note-Land within the Townsville City Waterfront Priority Development Area and the Oonoonba Urban Development Area as identified in Part 10 Other plans and Schedule 2 Mapping of the planning scheme is regulated under the *Economic Development Act 2012*

In planning for industrial land, twin strategies are being pursued. Consolidation is promoted in existing industrial areas like Shaw Road and Garbutt, while new land is also made available for industrial development at the Townsville Airport, Roseneath, Lansdown and the Townsville State Development Area. The significance and potential of the Townsville State Development Area and the Priority Port of Townsville Master Planned Area is recognised. Industrial land is a valuable resource and is to be used for industrial purposes.

All industrial land is, including potential future land resources at the Bohle Plains are to be protected from encroachment by sensitive activities. Key infrastructure corridors and facilities are also protected from development that would undermine their integrity or efficient operation.

Defence landholdings continue to be recognised for their strategic and economic importance to the community. The safety and operation of Defence land and the associated infrastructure and networks that support them are to be protected from sensitive and incompatible land uses to minimise any potential impacts and conflict.

Rural, extractive and other natural resources are also recognised as important contributors to Townsville's economy. Their continued viability is ensured and their orderly development managed.

Tourism is also a major part of the regional economy, including nature-based and eco-tourism in key tourism areas at Magnetic Island, and at a smaller scale in Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach. [New tourist activities will avoid natural hazards areas or, where avoidance is not possible, the risk of the hazard is mitigated to a tolerable level.](#) The CBD remains a major focus for tourism activities and infrastructure.

3.3 Theme - Shaping Townsville

3.3.1 Strategic outcome

- (1) This planning scheme allocates land for housing, business and community uses, sufficient to meet Townsville's needs for at least 25 years.
- (2) The shape of the city becomes more compact and efficient, led by intensified development in and around the principal centre and the major activity centres at Aitkenvale, Thuringowa Central and Hyde Park. This makes public transport, walking and cycling more convenient and viable, and supports investment in community facilities and other infrastructure.
- (3) A range of housing and lifestyle choices, including accessible, affordable and social housing choices, is provided in appropriate and affordable locations.
- (4) Limited areas for rural residential lifestyles provide residents with a semi-rural living option. These areas do not create conflicts with other rural uses, extractive industry operations or [the environmental values and protective functions of](#) natural assets ~~and environmental values~~, and do not expand further.
- (5) Townsville has areas of special residential character derived primarily from their architecture. Character residential areas are identified in which character is maintained by retaining character houses and ensuring sensitive redevelopment within these streetscapes.
- (6) The special character and scenic and environmental values of Magnetic Island and the small townships of Paluma and the northern beaches (Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach) are protected. These townships do not expand or accommodate any significant additional growth.
- (7) The history of Townsville and its people make a major contribution to the identity of the city and its communities. The cultural heritage of Townsville is conserved for the present and future Townsville communities.
- (8) The city is structured around a network of activity centres, ranging from the principal centre to small neighbourhood centres. These activity centres are focal points for the city and its community. They accommodate the majority of future employment, community and commercial activities. Activity centres are the key destination nodes for transport systems.
- (9) A hierarchy of activity centres exists to ensure that the scale and form of development is appropriate to the location, and that the centre plays an appropriate role within the wider city. The hierarchy contributes to an efficient, well-functioning and accessible city. While the scale and form of activity centres varies, all activity centres are founded on a mix of land uses, and are supported by residential areas that enhance each centre's viability.
- (10) Efficient, reliable and safe active, passenger and freight transport networks are provided to support the city's population and economic growth.
- (11) Infrastructure and community services are provided in an efficient way and at a standard that best meets community and environmental requirements.

3.3.2 Element - City shape and housing

3.3.2.1 Specific outcomes

City shape and urban containment

- (1) The growth of Townsville will occur within the city's existing urban and rural residential areas, and in areas identified for urban expansion through the Emerging community zone. Urban and rural residential development does not occur outside land identified for these purposes.
- (2) On the edges of the urban area, urban uses are adequately buffered from nearby rural land and natural assets so that the productive use of rural land and ecological and biophysical ~~processes and values~~ [processes, values and protective functions](#) are not compromised.

Infill development

Editor's note-The term "infill" refers to development within existing built up areas that generally involves higher density forms of housing.

- (3) Locations for significant infill development include the principal centre and surrounds, North Ward, and in and around the Aitkenvale, Thuringowa Central and Hyde Park major centres. This infill development will have a focus on "place making" and enhancement of the public realm. These areas **will** boast a wide range of housing

choices, taking advantage of nearby amenities and existing or planned active and public transport, and creating more compact, walkable and vibrant urban neighbourhoods.

- (4) Development in and around the principal centre provides for a highly desirable inner city lifestyle. The highest and most intensive built form is focussed on the centre, framed by high-medium rise buildings. View corridors to Castle Hill along roads are maintained and access to and along Ross Creek and The Strand is maximised (Figure 3.2 - CBD and environs strategy plan).



[Click here](#) to view PDF high resolution map.

Figure 3.2 - CBD and environs strategy plan

Editor's note-Land within the Townsville City Waterfront Priority Development Area as identified in Part 10 Other plans and Schedule 2 Mapping of the planning scheme is regulated under the *Economic Development Act 2012*.

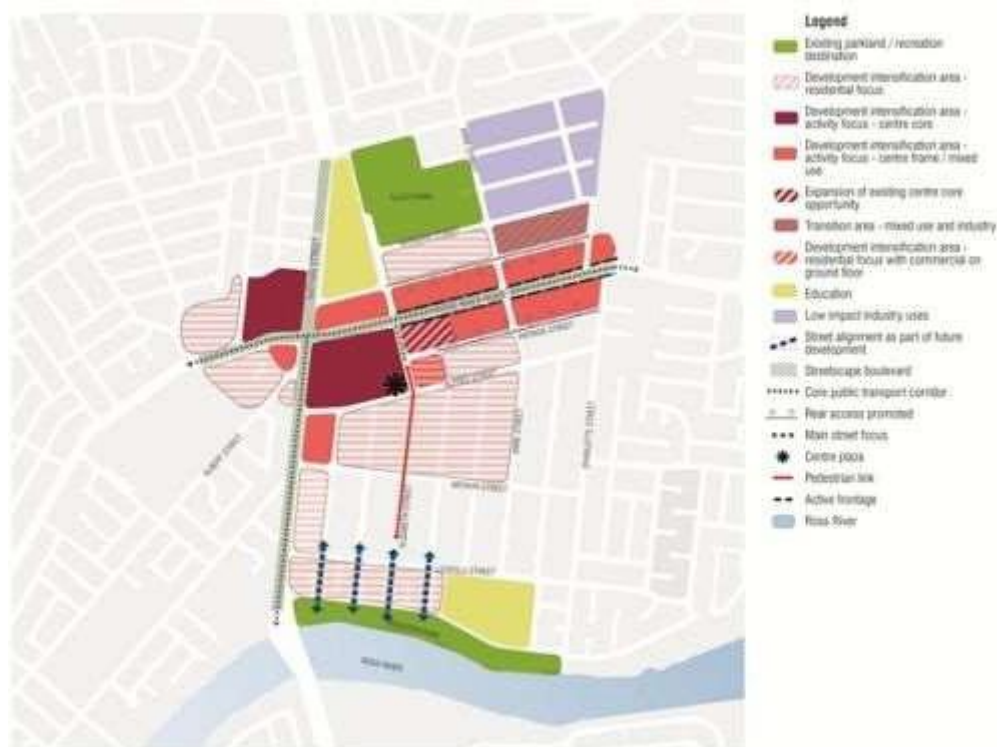
- (5) Development in North Ward facilitates medium density residential choices within a high amenity environment. Development is primarily focused on walkable, mixed use village nodes, with a pedestrian-friendly, active frontage along The Strand. Built form reinforces gateway corridors along Gregory and Landsborough Streets, but does not intensify uses in areas subject to ~~likely~~ flooding or storm surge risk. Buildings exceeding 5 storeys in height do not occur in the Medium density residential zone fronting The Strand. Open space and strong visual connections are maintained between Castle Hill and The Strand (Figure 3.3 - North Ward strategy plan).



[Click here](#) to view PDF high resolution map.

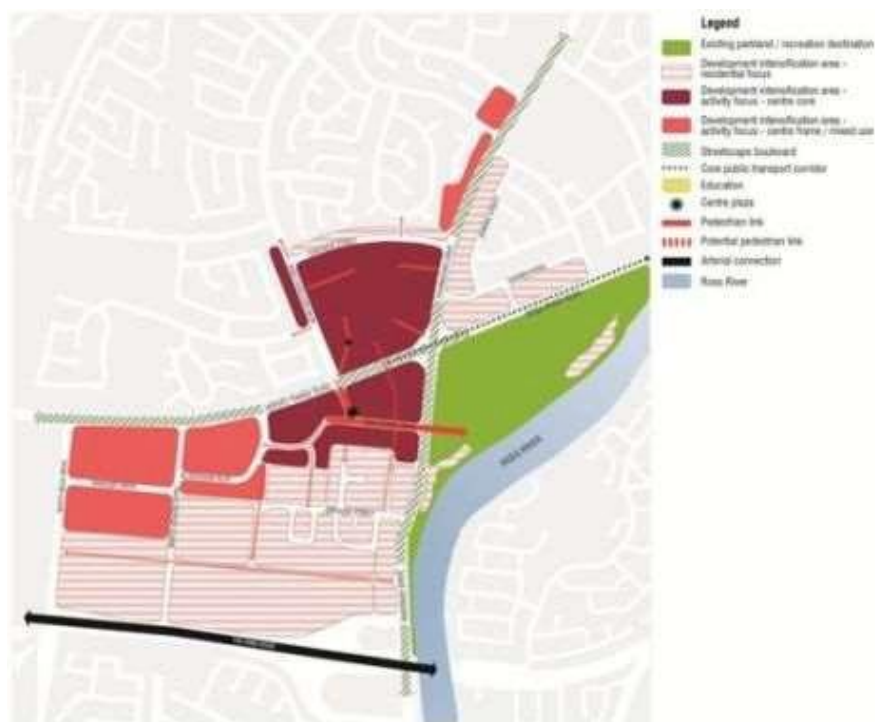
Figure 3.3 - North Ward strategy plan

- (6) Development in and around the Aitkenvale, Thuringowa Central and Hyde Park major centres assists in the evolution of vibrant urban neighbourhoods. A mix of uses is established within the centres and surrounding neighbourhoods are well-connected and integrated with the centres. A strong and positive sense of place is created by the establishment of green, shaded, active main street environments, more outward-oriented, street-focused shopping centres and a boulevard-like streetscape along the major roads. Medium density residential uses increasingly occur within the centres and in the precincts surrounding them. Accessibility by walking, cycling and public transport is maximised (Figure 3.4 -Aitkenvale strategy plan, Figure 3.5 - Thuringowa Central strategy plan and Figure 3.6 - Hyde Park strategy plan).



[Click here](#) to view PDF high resolution map.

Figure 3.4 - Aitkenvale strategy plan



[Click here](#) to view PDF high resolution map.

Figure 3.5 - Thuringowa Central strategy plan



[Click here](#) to view PDF high resolution map.

Figure 3.6 - Hyde Park strategy plan

- (7) Outside the identified focus areas for infill development, smaller scale opportunities for greater housing choice (such as housing on smaller lots, townhouses, housing for the aged) are generally limited to locations near shops, community facilities or major streets, and avoiding Character residential zoned areas.
- (8) Design of neighbourhoods, streets and buildings is appropriate for Townsville's tropical climate and facilitates sustainable built forms. Infill development is well-integrated with existing communities, infrastructure and open space.
- (9) The scale of buildings is well-matched to the size of lots, allowing for primary orientation of buildings to the street and provision of open space at ground level that is appropriate to the character of the neighbourhood.

Greenfield developments

Editor's note-The term "greenfield" refers to development areas that have not previously been used for urban purposes.

- (10) Greenfield developments use land and infrastructure efficiently. They accommodate a net residential density of at least 15 dwellings per hectare of land, achieved through a mix of lot sizes and house types, such as detached houses and dual occupancies, units, apartments and townhouses in appropriate locations.
- (11) Greenfield developments are designed to be well-connected and easy to get around, both within their boundaries and to the rest of the city. They are planned to support sustainable lifestyles, including pedestrian and cycle transport.
- (12) Design of greenfield developments will also:
 - (a) provide attractive, green and shaded streets;
 - (b) be climate responsive and sustainable;
 - (c) protect significant natural assets and [their](#) ecological and biophysical processes [and protective functions](#);
 - (d) protect significant landscape features and areas of high scenic value;
 - (e) avoid natural hazards [unless the risk to people and property is mitigated to an acceptable or tolerable level](#);
 - (f) provide residents with convenient and functional parks, community facilities and activity centres; and
 - (g) have their own recognisable character.

Island, Beach and mountain townships

- (13) Townsville's northern beach and mountain townships (Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach) do not accommodate any significant additional growth and do not expand beyond current

zoned land. Urban and rural residential development is subordinate to the natural character of the townships and respects and maintains the low-rise, village character and scale.

- (14) While some short-term, low-density, eco-tourism style accommodation may occur, the special character and scenic and environmental values [and protective functions](#) of these areas ~~is~~[are](#) protected.
- (15) No further growth is anticipated in the southern beach communities of Cungulla and Cleveland Palms, which are constrained by coastal processes, [natural hazards](#), the impacts of nearby extractive resources and lack of services.
- (16) The character of Townsville's small communities is reflected in the small-scale, tropical architectural design elements and landscaped setting.
- (17) Residential and tourist accommodation is subordinate to the conservation values [and natural hazard constraints](#) on Magnetic Island. Bayside settlements at Picnic, Nelly and Horseshoe Bays and Arcadia do not expand beyond their current extent. Within these areas, a variety of housing types is provided for residents and tourists, including detached housing, low-rise multiple dwellings and accommodation buildings.
- (18) Each village on Magnetic Island retains its role and sense of identity:
 - (a) Nelly Bay- will continue to serve as the primary service centre and gateway to the island, with tourist accommodation and centre facilities;
 - (b) Arcadia -will continue to serve as a predominantly residential area, with access to its own local shops, a new community hub, and some small-scale tourism accommodation;
 - (c) Picnic Bay- will continue to serve as a predominantly residential area, with access to its own local shops, a new community hub, and some small-scale tourism accommodation; and
 - (d) Horseshoe Bay- will continue to be a predominantly residential community, with some small-scale tourism accommodation and activities.

Rural residential areas

- (19) Rural residential areas provide for semi-rural lifestyles in which the primary use of properties is residential, but some, generally domestic scale, rural uses occur. Activities that would significantly disrupt the amenity of these areas are not intended to occur.
- (20) New rural residential development does not occur beyond those areas zoned for rural residential purposes [and are not established or expanded in natural hazard areas, unless the risks to people and property are mitigated to an acceptable or tolerable level](#).
- (21) Rural residential development maintains the character of the area and minimises any intensification of impacts on water quality or nearby natural assets, ecological and biophysical processes, or other natural resources. Minimum lot sizes reflect the capacity of the land to assimilate the wastes produced by residents.
- (22) On the edges of rural residential areas, residential uses are buffered from nearby rural land and natural assets so that the productive use of rural land and ecological and biophysical processes ~~, and values~~ [and protective functions](#) are not compromised.
- (23) Rural residential areas do not offer the full range of urban services. Except in locations where sewer and water are or can be connected, new development establishes adequate on-site servicing at a standard that will not detract from neighbours' amenity, water quality or the quality of the local environment.

3.3.2.2 Land use strategies

Zoning designations closely reflect the strategic intentions regarding the extent of urban growth. Development outside these areas will not be supported.

Major greenfield areas are included in the Emerging community zone to facilitate master planning and orderly development in accordance with best practice neighbourhood planning principles for accessibility, density, land use mix, street networks and lot configuration, [and ensure higher natural hazard risk areas are avoided](#).

Council will monitor the supply of new land for residential development to ensure at least 10 years' land supply is available and to prevent land supply placing any pressure on housing affordability.

The residential and centre zones reflect intentions for development at a range of densities. The Medium density residential and High density residential zones accommodate the city's key areas for infill development. Within these

areas development is desired to capitalise on the proximity to activity centres, public transport and amenity attractors.

The Rural residential zone is used to precisely designate these areas, and the appropriate nature, [compatibility with natural hazards](#) and intensity of development within them.

3.3.3 Element - Character and heritage

3.3.3.1 Specific outcomes

Character residential areas

- (1) Townsville city contains a collection of character residential areas with different elements of importance. Common to all of these areas are:
 - (a) consistency in building and architectural style within a particular street or precinct of character significance; or
 - (b) built forms that are reflective of a period of pre-war or post-war change in Townsville.
- (2) Identified character areas are protected. In these areas, contributing character buildings are retained.
- (3) New development or additions and renovations to contributing character buildings within character areas are consistent with the established character in these areas, complementing traditional building elements and the scale of existing development.

Cultural heritage

- (4) Development on or near places of cultural heritage significance facilitates their active use but does not detract from their heritage significance and setting, including significant views to the place.
- (5) Places that have cultural heritage significance to Aboriginal or Torres Strait Islander peoples are protected. Consistent with the provisions of the [Aboriginal Cultural Heritage Act 20 03](#), development will take all reasonable and practicable measures to ensure Aboriginal cultural heritage is not harmed.

3.3.3.2 Land use strategies

The planning scheme establishes a Character residential zone and Cultural heritage overlay which are devised to protect character areas and heritage places.

Places of indigenous cultural heritage are acknowledged and respected by this planning scheme, but are primarily protected by other legislation.

Council recognises that the city's natural assets are likely to contain places and attributes of cultural significance to Indigenous Australians.

Council will work with Traditional Owners to advance Aboriginal and Torres Strait Islander Interests in land use planning to value, protect and promote Aboriginal and Torres Strait Islander knowledge, culture and tradition.

3.3.4 Element -Activity centres

3.3.4.1 Specific outcomes

Nature of centres

- (1) A broad range of uses are encouraged at activity centres, appropriate to the identified hierarchy, to support vibrancy, community life and health and economic development and competition. Day and night-time activity is expected in Townsville's larger, higher level activity centres: CBD, Aitkenvale, Thuringowa Central, Hyde Park and future centres at Julago and Burdell. Residential development is also promoted in activity centres, in a form and density appropriate to the scale of the centre.

Editor's note-The future major centre at Burdell is planned within the North Shore emerging community area.

- (2) An activity centre contains a mix of uses is multi-functional and able to accommodate a wide range of community and commercial activities, consistent with the identified hierarchy. While the dominant building in activity centres is often a shopping centre, a shopping centre alone does not make an activity centre.

- (3) The planning scheme adopts a hierarchy for activity centres in Townsville, the purpose of which is to ensure optimum access to employment, services and facilities across the city, including public transport services, to support the efficient provision of infrastructure and to optimise public investment.
- (4) The hierarchy is made up of:
 - (a) the principal centre;
 - (b) major centres;
 - (c) district centres;
 - (d) local centres;
 - (e) neighbourhood centres; and
 - (f) specialised centres.

Editor's note-Townsville's hierarchy of activity centres is indicated on [Strategic Framework Map SFM-002](#). Local and neighbourhood activity centres are numerous and are not depicted on the map. They are identified through zoning.

- (5) Centres in newly developing areas expand commensurate with population growth in their primary catchments. While over the 25-year planning horizon of this planning scheme they may be expected to grow to a particular level in the hierarchy, they are not to perform at this level prematurely.
- (6) Development of retail and office activities occurs within the identified activity centres and mixed use areas. These activities do not locate in an out-of-centre location, except where specifically intended in a particular zone or precinct.
- (7) Showrooms and retail-based hardware stores are also located within the identified activity centres or mixed use areas. Their design and layout facilitates integration with other centre activities.

Principal centre - Townsville CBD

- (8) The principal centre is the Townsville CBD. This is the largest and most important activity centre in North Queensland. It accommodates the greatest extent of administrative, civic, cultural, commercial, retail, tourism and education facilities in Townsville, providing local, city and regional functions.
- (9) The principal centre provides the greatest diversity in employment and business opportunities, is a focus for public transport and offers the highest density housing choices in the city.
- (10) The principal centre strengthens its position as the heart of Townsville by expanding its retail functions, developing an identifiable and attractive community heart and major meeting place, and increasing its variety of cultural and entertainment activities. It is also strengthened by the establishment of a public realm that is unique and is an exemplar of successful placemaking.
- (11) Uses in the principal centre include:
 - (a) major office developments, including offices forming part of mixed use developments;
 - (b) the highest order retail functions, including a department store as a signature development;
 - (c) convenience and boutique retailing for the CBD's workforce, residents and visitors;
 - (d) dining and entertainment;
 - (e) additional higher education or training facilities;
 - (f) tourist accommodation, activities and services; and
 - (g) in-centre, high density residential accommodation.
- (12) Any additional department store in Townsville is to be located in the principal centre (CBD) and not in any other centre.
- (13) Major strategic facilities such as the constructed sports stadium, and proposed entertainment or convention centre which are anticipated for the 25-year planning horizon of the planning scheme are located adjacent to the city centre. The South Townsville Railyards and Dean Street precinct is a preferred location for the entertainment or convention centre.

Editor's note-Land within the Townsville City Waterfront Priority Development Area as identified in Part 10 Other plans and Schedule 2 Mapping of the planning scheme is regulated under the *Economic Development Act 2012*.

Major centres -Aitkenvale, Thuringowa Central, Hyde Park, Burdell (future) and Julago (future)

- (14) Major centres in Townsville support but do not undermine the role of the principal centre, offering diverse business, employment and residential opportunities. These activity centres are accessible to broad catchment areas across the city, offering higher-order shopping and commerce, entertainment, health, education and community facilities, as well as higher density housing choices. They are well serviced by public and active transport networks and increasingly offer active, pedestrian-focused street level environments.
- (15) **Aitkenvale** and **Thuringowa Central** major centres have a broad range of uses and increased vibrancy as community hubs. Integration and connectivity within the centres is improved. The centres contain an array of higher order retailing, with a broad range of commercial, community, cultural and entertainment services. Medium density housing is encouraged as an integrated component of development within the centres. Housing includes student and visitor accommodation to reinforce links with James Cook University and Townsville Hospital.
- (16) **Hyde Park** major centre evolves to become a unique and high amenity centre which takes advantage of the amenity potential of adjoining lakes and open space areas. Increased diversity of activity within the centre is encouraged, including integrated medium density residential components. Retail activities are consolidated.
- (17) Future major centres at **Burdell** and **Julago** accommodate a broad range of uses in an integrated, street-based format. They provide the main focal point for their respective communities. Ultimately the Burdell and Julago centres will include a diverse range of commercial and community facilities together with community meeting places and recreational facilities. Uses in the centre promote local employment and higher density residential development.
- (18) The centres are well-connected to the surrounding community, maximising accessibility by walking, cycling and public transport.
- (19) A new department store is not to be located within any of the existing or future major centres.

District centres - Idalia, Deeragun, Rasmussen, Annandale and Shaw (future)

Editor's note-The future district centre at Shaw is planned within the Greater Ascot emerging community area.

- (20) District centres provide a mix of activities and services that cater for the weekly and fortnightly needs of surrounding communities. Generally they do not attract people from beyond the district. They contain a diversity of commercial, community and entertainment-related uses, with supermarket-based retailing. They may also include medium density housing.
- (21) The **Idalia** district centre services the south-eastern suburbs, the Stuart industrial area and highway traffic. Its primary focus is in bulky goods retailing and service industries, with minor growth in traditional retailing, including supermarket shopping. This centre will become the second major bulky goods showroom development within Townsville (in addition to Domain Central), and will serve the south-eastern suburbs of Townsville.
- (22) **Deeragun** district centre becomes a more consolidated centre, with improved integration and connections. More non-retail uses including commercial and medical offices, tavern or casual dining uses are anticipated. Small retail showrooms may also be accommodated. Further outward expansion of the centre or the establishment of additional supermarkets does not occur.
- (23) Further development in the **Rasmussen** district centre accentuates the district role of this centre, and includes a mix of local commercial premises and community services.
- (24) **Annandale** district centre serves as the main activity centre for Lavarack Barracks and remains a predominantly retail centre, with a range of supporting commercial services. Only limited expansion of this centre occurs.
- (25) A new district level centre is also to be established at **Shaw** during the next 25 years. However, within the next 10 years, the centre develops only to a local centre role.

Local and neighbourhood centres

- (26) Local centres are convenience-oriented centres focused on a full-line supermarket and complementary and ancillary activities servicing the needs of surrounding communities. New local centres will be established commensurate with the growth of new communities at Julago, Cosgrove and Mount Low (the latter to be located on Mt Low Parkway, directly opposite North Shore Boulevard).

- (27) Neighbourhood centres are small-scale centres that provide a limited array of basic, lower order needs including convenience retail, local professional and community services. Existing centres in established suburbs are not anticipated to require significant expansion, although some minor expansion of uses may be warranted. New neighbourhood centres are anticipated in Burdell, Julago and elsewhere in newly developing areas where need can be demonstrated.

Specialised centres

- (28) Specialised centres incorporate major nodes of activity with a specific and limited function. These centres are intended to support and not to undermine other activity centres within the hierarchy.
- (29) The special regional business roles of Townsville Airport, Lavarack Barracks, the Port of Townsville, Domain Central, Fulham Road medical precinct, Bayswater Road medical precinct and James Cook University-Townsville University Hospital precinct, are recognised. These centres do not incorporate the breadth and depth of activities of other activity centres, but instead provide specific higher order, regional and national functions catering for a specific market or technological role and provide significant employment.
- (30) The long-term operation of the **Townsville Airport** is supported for both Department of Defence purposes and to satisfy the primary air transport needs of the Townsville and North Queensland regions. Townsville Airport precinct accommodates a range of businesses with a nexus with aeronautical activities, including offices and low impact industries and research and technology-related industries. Some complementary activities which cater to the needs of businesses and workers within the centres are appropriate. However, this centre does not accommodate office or retail activities to an extent that would undermine the principal centre or other centres.

Editor's note-Townsville Airport does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning and acknowledges the intentions of Townsville Airport's master planning document.

- (31) **Lavarack Barracks** is protected for ongoing Department of Defence-related purposes, including aviation, communications, logistics, administration, training, and accommodation and recreation facilities for Department of Defence personnel.

Editor's note-Lavarack Barracks does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning.

- (32) The **Port of Townsville** is protected for the benefit of the local and regional economy, and includes the continued sustainable, development of the port and of land within the Priority Port Master Planned Area. Port development is integrated with the CBD, Palmer Street and The Strand where practicable, to maximise community access to and use of waterfront areas.

Editor's note-The Port of Townsville does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning and acknowledges the intentions of Port of Townsville's master planning documents. The Priority Port of Townsville Master Planned Area is regulated under the *Sustainable Ports Development Act 2015* and implemented via the Priority Port of Townsville Port Overlay which is integrated within the Townsville City Plan.

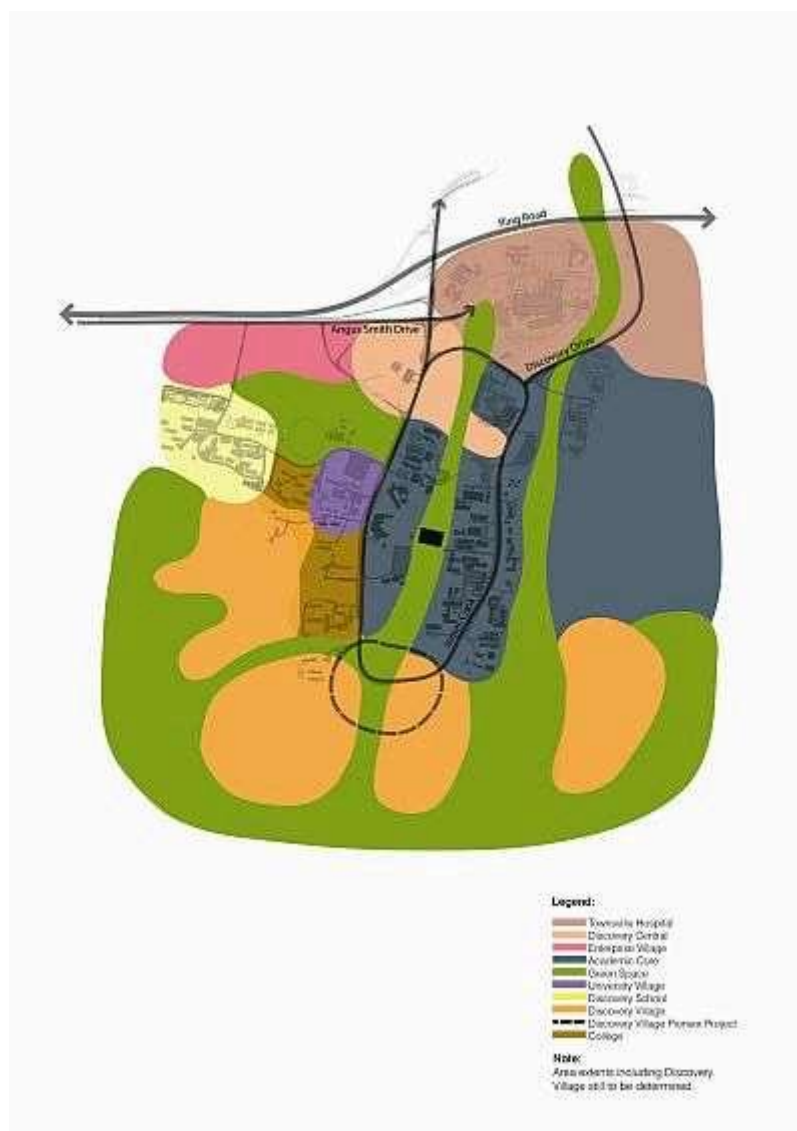
Editor's note-Land within the Port of Townsville is also included within the Townsville City Waterfront Priority Development Area and is regulated under the *Economic Development Act 2012*.

- (33) **Domain Central precinct** does not expand to include further retail uses, other than small facilities supporting the retail showroom function (such as food and drink outlets).
- (34) **Fulham Road medical precinct** will continue to be the focus of private acute medical services in the Townsville region. It accommodates medical facilities, including the hospital and medical centres catering for allied and specialist medical services. It also contains residential uses providing short-term accommodation, particularly to meet demand generated by the primary medical uses in the precinct, and aged care and retirement living and respite care.
- (35) **Bayswater Road medical precinct** accommodates a broad range of medical and associated services, and a mix of medical-oriented and low and medium density residential uses, in a vibrant, mixed use urban village with a strong sense of place and civic identity.

- (36) The **James Cook University-Townsville University Hospital precinct** contains the Townsville University Hospital and James Cook University (Bebegu Yumba, Douglas Campus) which together evolve into a world-class knowledge community with a focus on the tropics and on sustainability. The centre becomes a mixed use environment, integrating the existing institutions and forming an integral part of Townsville, with strong links to the CBD. It becomes a leader in sustainability, minimising the use of finite resources like land, energy, water and wastewater. Development provides exemplar projects in aspects like public transport, housing, public spaces and community development, as well in its traditional academic, research and healthcare focus. It also exhibits increased self-containment with many people living and working within the centre, although its emerging resident community is well-connected to the wider city by active and public transport.
- (37) The land use mix, and scale of development in the James Cook University-Townsville University Hospital centre reflects the role of the centre in the city. Its focus is as a knowledge community based on the university, hospital and research and technology activities. Other land uses which benefit and enhance the knowledge community occur, including employment, residential and retail. These other uses are sufficient to facilitate high levels of self-containment on the site. They do not occur at a level that serves a wider role within the city or which may detract from the planned functions of other centres. The level of development will also need to be commensurate with the capacity of infrastructure to serve the area. Development not related to the focus of the centre, but instead designed to compete with other centres, does not occur.

Editor's note-Development of James Cook University (Douglas Campus), which is undertaken in terms of a Ministerial Designation, does not fall within the regulatory jurisdiction of the Townsville City Plan.

- (38) The pattern of development is generally consistent with the strategy plan shown in Figure 3.7 - James Cook University-Townsville University Hospital strategy plan.



[Click here](#) to view PDF high resolution map.

Figure 3.7 - James Cook University-Townsville University Hospital centre strategy plan

Mixed use areas

- (39) The city contains a number of mixed use areas and corridors, many of which arose from historic strip commercial development. These areas generally evolve to facilitate improved relationship between buildings and the street, a pedestrian-oriented streetscape and improved visual amenity along major roads.
- (40) These areas contain a mix of uses including medium density housing (where compatible with the local amenity), convenience retail and small-scale offices and showrooms, community and service industry uses which do not compromise the intended role or successful functioning of centres.

Centre design

- (41) The design of centres and mixed use areas in Townsville achieves:
 - (a) strong integration and consolidation through built form and layout;
 - (b) a high quality public realm, with attractive, safe and useable public spaces and streets;
 - (c) active uses that attract people on key pedestrian circulation streets and major frontages;
 - (d) buildings constructed at or close to the street on key frontages and parking areas and access ways that do not dominate major frontages and pedestrian routes;
 - (e) a high level of pedestrian and cyclist accessibility and accessibility by public transport;
 - (f) a human scale and pedestrian comfort (shelter and shade), at street level;
 - (g) climate responsive design, with the opportunity to adopt sustainable building designs beyond current best practice; and
 - (h) connectedness between green spaces and the wider network of natural assets, where practicable.

3.3.4.2 Land use strategies

The planning scheme establishes the hierarchy of centres through zoning provisions. These provisions place emphasis on ensuring centres are diverse, accessible and well-designed community hubs. Major development in the district and major centres should be supported by a centre design master plan.

Centre provisions are closely aligned with intentions for medium and higher density living options.

A detailed structure planning process will be undertaken collaboratively between council and James Cook University which may over time be integrated into the planning scheme. A 'strategic infrastructure plan' covering the whole of the centre will also be developed.

3.3.5 Element - Transport, accessibility and mobility

3.3.5.1 Specific outcomes

Transport choices

- (1) The city provides choice in mode of transport. Transport systems are planned and built to conveniently and efficiently connect people with places of employment, services and leisure.
- (2) The shape of the city and activity centres network establishes the basis for optimum transport outcomes for the city. The pattern supports consolidation around the principal centre and major centres on the Ross River Road corridor, which is identified by council and the State Government as a core public transport corridor for the future.
- (3) The activity centres network and designation of industrial land also support increased employment opportunities closer to where people live, reducing trip lengths and improving the efficiency and effectiveness of public transport and pedestrian and cyclist networks, and reinforcing the significance of inter-regional freight networks.
- (4) The design of centres and residential areas incorporates a network of green and shaded walking and cycling routes, public transport and local roads that maximise connectivity and ease of mobility.
- (5) The planning scheme places importance on the creation of attractive, climate responsive and safe streets and public spaces, and requires structure planning of centres and greenfield residential areas to ensure that the development pattern allows for high levels of accessibility.

Road and freight network

- (6) National, state and regional road, rail, sea and air freight networks are protected from incompatible development and connections to the wider North and Western Queensland regions strengthened.
- (7) Appropriate design and access standards are established for development on and near major transport corridors and key freight routes.
- (8) Development is located and designed to mitigate adverse impacts on development from environmental emissions generated by transport infrastructure. Further encroachment on major transport corridors or key freight routes by sensitive land uses such as residential development is avoided and impacts are minimised where development already exists.
- (9) The planning scheme encourages co-location of freight and transport-related land uses in industrial areas with convenient access to the principal road and rail freight network. The Townsville State Development Area will be the pre-eminent location in this regard.
- (10) The defence and potential international roles for Townsville Airport will be protected from incompatible development.

3.3.5.2 Land use strategies

Better transport and accessibility outcomes for the city underpin the intentions for the development pattern and densities.

Key corridors and applicable standards for development on and near them are established by the planning scheme.

Council will work with the Queensland Government to develop high-quality public transport, cycling and walking networks, including dedicated bicycle facilities connecting major centres and catering for large volumes of cyclists. Council will also work with the Queensland Government to identify opportunities for park-and-ride facilities near designated public transport stops.

3.3.6 Element - Integrated infrastructure planning and provision

City shape

- (1) Townsville is served by integrated infrastructure and land-use planning such as that supports accessibility, employment, productivity, growth, connectivity, quality of life and achieves economic, environmental and social benefits.
- (2) Development occurs in a way that ensures the safe, efficient and cost-effective provision and operation of infrastructure networks.
- (3) Development of emerging community and low density residential zoned land only occurs when reticulated water, sewerage and stormwater services are available to service the land.
- (4) Where utilised, on-site provision of water, wastewater and stormwater infrastructure ensure that public and environmental health, safety, water quality and amenity are maintained.
- (5) Development occurs at a scale that is commensurate with the capacity of the strategic road network and provides access in a manner that protects the safety and efficiency of the network.
- (6) Development contributes to a connected active transport network. These networks are safe, direct, accessible and convenient for all users and are a viable alternative to the private vehicle.
- (7) The location and design of infrastructure or operational works minimise impacts on residential amenity, the natural environment and scenic values.
- (8) Transport noise impacts are managed by the siting and design of development. The need for acoustic screening is minimised, and where they are used acoustic walls are designed to mitigate visual impacts.
- (9) Community infrastructure is well located and accessible. Wherever practical, these facilities are established in the centre zone or are co-located with existing community facilities to create hubs of activity and social interaction.
- (10) A range of interconnected open space and recreation facilities is provided.
- (11) Townsville's major water supply infrastructure such as Lake Ross, Lake Paluma, Haughton River pipeline and Mount Spec pipeline are protected from incompatible development.

- (12) The safety, efficiency and functionality of regional infrastructure sites and corridors identified on overlay map OM-08.1, OM-08.2, OM-08.3, are protected from encroachment of incompatible development.

3.3.6.2 Land use strategies

Council's Local Government infrastructure plan (Part 4 of the planning scheme) documents plans for trunk infrastructure to support the settlement pattern, and development charges are to be levied in accordance with the *Planning Act 2016*.

Council will consider strategies to encourage development within the areas identified as primary infill focus areas in recognition of the overall savings to the community that strategy will facilitate.

Council will negotiate infrastructure agreements as required with development proponents and state agencies as part of the master planning of major development areas.

3.3.7 Element - Other hazards

~~Development involving the use, storage, and disposal of hazardous materials and prescribed hazardous chemicals, is located, designed and managed to minimise the health and safety risks to public health and safety, as well as adverse impacts on the natural environment.~~

- (1) [Where located in a natural hazard area, development involving the storage, handling or manufacturing of hazardous material or chemicals avoids risks to public safety and the environment as a potential impact of the natural hazard.](#)
- (2) Lawfully established higher impacting activities (including Major electricity infrastructure, extractive industries. Defence explosive ordnance depots, explosive facilities and reserves, hazardous chemical facilities, utility installations, high pressure oil and gas pipelines and sport and recreation facilities) are protected from encroachment by development (including sensitive land uses) that would compromise their ability to function safely, securely, efficiently and effectively.
- (3) Development considers the location of former mining activities and related hazards and adequately mitigates any potential for risk to people and property.

Editor's note-Sites of former mining activity may be identified through the historic mining permits resources (Mineral Occurrence and Geological Observation Data) and Abandoned Mines Layers of GeoResGlobe-Maps. However, applicants should be aware that the online mapping does not spatially represent all abandoned mines and their extent. Geotechnical investigation of past mining areas may reveal additional unmapped historic mine sites.

- (4) Sensitive and vulnerable land uses are separated from areas and activities that are hazardous, explosive or may cause environmental harm or nuisance.
- (5) Community health and safety, vulnerable land uses, sensitive land uses, and the natural environment are protected from the potential adverse impacts of emissions from higher impacts uses including industrial development, major gas, waste and sewerage infrastructure and sport and recreation activities.

3.4 Theme - Strong and connected community

3.4.1 Strategic outcomes

- (1) The character and identity of communities in urban and rural areas of Townsville evolves and strengthens through the city shape described in this strategic framework and through good urban design of places.
- (2) The architectural, cultural, historic, scenic, natural, social or spiritual qualities that create places of local heritage are conserved and enhanced.
- (3) Easy access is provided to community services and facilities, and to places to celebrate culture, history and identity. Public spaces and streetscapes are legible, attractive, green, shaded, safe, accessible for all abilities and functional.
- (4) A high-quality network of open space and recreation opportunities provides for the needs of the community, supports social interaction, connections to natural assets and landscape features, and reinforces the city's identity.
- (5) Strong connections to the natural environment and the protection of natural assets contribute to the health and wellbeing of the community.

3.4.2 Element - Urban design

3.4.2.1 Specific outcomes

Design

- (1) Design of the built environment (including buildings, streets and public spaces):
 - (a) is consistent with the existing or desired character of the local area;
 - (b) is oriented to the street and public places;
 - (c) enhances the quality of the street;
 - (d) is responsive to Townsville's [current and future](#) climate;
 - (e) creates a human scale at street level;
 - (f) protects and celebrates important views, landscape features and natural assets, and places of cultural heritage significance; and
 - (g) makes it easy to get around, especially when walking or cycling: development is designed to integrate with its surroundings and has ample, not a minimum of, connections.
- (2) Good design assists in the success of those areas that will be the focus for growth, change and economic activity.

Public realm

- (3) High-quality public spaces are created that optimise opportunities for community interaction.

Prevention of crime and antisocial behaviour

- (4) The design of development assists in preventing antisocial behaviour and supporting personal safety.

3.4.2.2 Land use strategies

Good urban design principles (including Crime Prevention Through Environmental Design Principles) form the basis of all planning scheme codes. At a citywide scale, they underpin the development pattern intentions.

3.4.3 Element - Open space network

3.4.3.1 Specific outcomes

Open space network

- (1) Townsville has an open space network that:
 - (a) meets the community's leisure, recreation and sporting needs;
 - (b) offers a diverse range of recreation opportunities and landscape settings that encourage healthy lifestyles and physical activity;
 - (c) is safe and attractive;
 - (d) provides equitable and convenient access to sport, leisure and recreation facilities, particularly by walking and cycling;
 - (e) supports community groups and has the capacity to adapt to changing needs over time;
 - (f) is cost efficient, with a focus on co-locating sports in hubs;
 - (g) is designed and maintained to a high standard, and is fit for purpose;
 - (h) incorporates the natural landscape so that people may connect with nature in their recreation;
 - (i) links recreation spaces and community hubs wherever possible; and
 - U) has minimal negative impacts on surrounding communities and land uses.

Types of open space

- (2) The open space network provides for the following primary functions:
 - (a) local, district and regional recreation parks, and corridor or recreation linkages and amenity parks provide informal sport and recreation opportunities; and
 - (b) district, regional and specialised sports parks provide for formal sports and boast a range of training and competition infrastructure.

3.4.3.2 Land use strategies

The open space network will primarily be delivered through the Local Government infrastructure plan mechanisms. However, planning scheme requirements for reconfiguration and urban development of all types reflect the need for integrated open space and accessibility networks and a high-quality public realm.

3.4.4 Element - Strong and connected community

3.4.4.1 Specific outcomes

- (1) Townsville maintains the scenic amenity values and iconic features that contribute to its character and sense of place. Development in areas of high scenic amenity is limited to minimise the potential for deterioration of the scenic values.
- (2) Areas of high scenic amenity generally include elevated and vegetated areas which may also contain significant ecological and other environmental values. These include:
 - (a) mountainous backdrops, including Mount Elliot, Mount Cleveland, the Pinnacles, Many Peaks Range and Hervey Range to Paluma;
 - (b) significant hills and ridgelines within and framing urban areas, including Castle Hill, Mount Stuart and Mount Louisa; and
 - (c) coastal headlands, foreshores and waters, including The Strand, Magnetic Island, Cape Pallarenda, Cape Cleveland, Cleveland Bay and Halifax Bay.
- (3) Development is sited and designed to be sensitive to the landform, vegetation and other characteristics that contribute to scenic amenity values in all parts of the city.
- (4) Non-urban land is protected to define the edges to the city, and to protect non-urban landscape values. Urban and rural residential development does not occur in rural areas.

3.4.4.2 Land use strategies

A primary strategy implemented through the planning scheme is the containment of urban growth within the designated area.

Otherwise, planning scheme requirements for reconfiguration and development of all types reflect the intention to protect areas and features of scenic importance.

3.4.5 Element - Managing the impacts of development

3.4.5.1 Specific outcomes

Protection of amenity

- (1) Development mitigates the effects of new development on local character, noise and air quality, access to sunlight, breezes and privacy, and avoids commercial or through traffic in residential streets.
- (2) The interface between land zoned for industry and sensitive land uses is managed to protect the health, wellbeing, amenity and safety of the community and protect industrial activities from incompatible development.
- (3) The planning scheme does not protect private views, other than where proposed development is inconsistent with the described intent for a local area.
- (4) Negative social impacts caused by development are avoided or minimised.

3.4.5.2 Land use strategies

Zone designations, and in some cases precincts, represent the type and scale of development intended for an area. This forms the basis for the community to establish realistic expectations about the type of amenity in an area.

3.5 Theme - Environmentally sustainable future

3.5.1 Strategic outcomes

- (1) Townsville's natural assets, including its biodiversity, habitat values, ~~and~~ biophysical and ecological processes [and protective functions](#) are protected, enhanced and restored to provide life supporting capacities for present

and future generations.

- (2) The maintenance of biodiversity is dependent on a variety of biophysical elements, functions and processes including an interconnected network of wildlife corridors and habitats. Habitat areas and connecting corridors are retained, and degraded links are restored to provide a continuous network of natural assets that supports the ecological and biophysical functions necessary for ensuring sustainable landscapes.
- (3) The network of waterways and wetlands that contribute to terrestrial and aquatic biodiversity including fisheries, marine habitats and the Great Barrier Reef World Heritage Area, is protected from the impacts of development to maintain high standards of water quality and aquatic ecosystem health.

Editor's note-The Outstanding Universal Vales of the Great Barrier Reef World Heritage Area were declared by the United Nations Educational, Science and Cultural Organisation (UNESCO). The local expression of the Outstanding Universal Value of the Great Barrier Reef World Heritage Area is identified in the Master plan for the priority Port of Townsville.

- (4) Water quality is protected, particularly within the city's drinking water catchments and waters identified as having high ecological value.
- (5) The coastal zone is managed to protect, conserve and rehabilitate coastal resources, biological diversity and natural coastal processes.
- (6) Risk to life, property and ecosystems as a result of natural hazards is minimised, and development is managed to respond to the likely impacts of [climate change](#)~~current and future climate~~.

3.5.2 Element - Natural assets

3.5.2.1 Specific outcomes

- (1) Areas of importance for the maintenance of habitat, biodiversity, ~~and~~ biophysical and ecological functions [and protective functions](#) are protected. Development avoids or minimises direct and indirect impacts on areas having or supporting significant environmental values, ecological functions and biophysical processes.
- (2) As far as possible, natural areas are retained and integrated with the development to maintain and enhance the natural assets network.
- (3) Fragmentation of native habitat is avoided to maintain biodiversity and increase ecological resilience, including resilience to [climate change](#)~~current and future climate conditions~~.
- (4) Ecological corridors are maintained and where appropriate, rehabilitated and expanded, to support:
 - (a) the natural movement and proliferation of native species;
 - (b) ecological responses to [climate change](#)~~current and future climate~~;
 - (c) the maintenance of large scale migratory lifecycle processes; and
 - (d) connectivity between significant habitat areas and patches of remnant vegetation.
- (5) Development maintains suitable buffers to areas of significance, such as endangered and threatened ecological communities and remnant vegetation, wetlands and waterways and priority habitat to ensure the ongoing viability of the significant area and associated ecological functions and ecosystem services.
- (6) Corridors and buffers are of a width which provides for:
 - (a) movement of native fauna;
 - (b) viable habitat areas;
 - (c) minimisation of edge effects;
 - (d) maintenance of the hydrological functions of the waterway or wetland;
 - (e) appropriate recreational opportunities; and
 - (f) any additional maintenance and bushfire setback functions to be located outside the areas required for ecological purposes.
- (7) Appropriate public access to the city's natural assets is provided.

3.5.2.2 Land use strategies

The city shape and settlement pattern has been determined to avoid further expansion of urban or rural residential

development beyond existing designated areas. This will avoid increasing pressures on environmentally important values [and the protective functions they provide](#).

Some areas (predominantly those in the protected estate) are included in the Environmental management and conservation zone. Other natural areas of national, state, regional and local significance are identified in overlay maps and are to be protected and managed through the Natural assets overlay code.

The [Natural assets planning scheme policy no. SC6.9](#) assists in providing guidance to applicants regarding the range of values present across the mapped areas and how environmental assessments should be carried out.

3.5.3 Element - Integrated water cycle management and ecosystem health

3.5.3.1 Specific outcomes

Protection of waterways and wetlands

- (1) Wetlands, waterways and associated riparian areas are protected from threatening processes and where practical, enhanced to ensure ecological processes and ecosystem services are fully functional.
- (2) The proposed city shape and settlement pattern avoids further expansion of urban development into or nearer to important aquatic ecosystems.
- (3) Development is located outside wetlands and avoids adverse effects on wetlands.
- (4) Development is buffered from waterways and wetlands, with a buffer width sufficient to:
 - (a) maintain ecological and habitat functions;
 - (b) minimise potential edge effects; and
 - (c) allow for natural hydrological (including flood-related) processes to function effectively and unimpeded.
- (5) Where land is required for recreational, land management, bushfire hazard risk reduction and other appropriate purposes, these functions and land uses are located outside the areas required for ecological purposes and water quality improvement or are conducted in such a way that there are no adverse impacts on the environmental values.

Protection of water quality

- (6) Intensification of development within the Lake Ross, Lake Paluma and Crystal Creek catchments is avoided.
- (7) Water quality of both surface and ground waters, and the ecological and hydrological processes of catchments, are protected.
- (8) New development incorporates drainage, stormwater and waste water management measures that protect ground and surface water quality and the environmental values of water.
- (9) The release of acid and associated metal contaminants into the environment is avoided through appropriate standards for development involving filling or excavation, so that disturbance to acid sulfate soils is minimised and disturbed acid sulfate soils are appropriately treated.
- (10) Best practice water sensitive urban design (adapted to the Dry Tropics environment) and integrated water cycle management responding to regionally specific climate and water quality characteristics, form the basis for engineering standards.

Water use efficiency

- (11) Development, including landscaping, uses water efficiently as part of the total water cycle.

3.5.3.2 Land use strategies

Water resources are comprehensively protected through the Natural assets and Water resource catchment overlays, as well as through requirements under the Healthy waters and Works codes, as well as zone codes.

Council will continue to work as a partner of the Dry Tropics Partnership for Healthy Waters to improve the values of catchments in Townsville and the Reef.

3.5.4 Element - Coastal protection

3.5.4.1 Specific outcomes

Conservation of coastal resources

- (1) Coastal resources are conserved, and areas of high ecological significance or scenic amenity along the coast are protected.

Coastal risks

- (2) Exposure of communities to coastal hazards, including erosion and storm tide inundation, is minimised, taking into account the projected effects of ~~climate change~~current and future climate.
- (3) The settlement pattern avoids expansion of urban areas and smaller coastal settlements into environmentally significant coastal areas.
- (4) In areas designated for urban development, increase in risk to people and property is avoided.
- (5) Outside designated urban areas, only limited forms of development that are compatible with the risks occur within coastal hazard areas.

Public access

- (6) Public access to the foreshore is maintained and managed for current and future generations.

3.5.4.2 Land use strategies

The Coastal protection overlay and underlying zoning provisions direct development so that it will be compatible with the hazard and protect coastal processes and areas of high ecological significance.

3.5.5 Element - Natural hazards (bushfire, landslide and flood)

3.5.5.1 Specific outcomes

Avoiding increase to risk

- (1) The settlement pattern avoids further expansion of urban and rural residential uses into higher risk natural hazard areas.
- ~~(1)(2)~~ New development in areas within the existing settlement pattern that are subject to ~~bushfire, landslide or flooding~~natural hazards ~~are~~is compatible with the nature of the hazard under both present current and projected future climate conditions, and is sited and sited and designed to mitigate risk to people and property to an acceptable or tolerable level.
- ~~(3)~~ Vulnerable uses are avoided in natural hazard areas. ; and Vulnerable uses and critical infrastructure are only established or expanded in natural bushfire hazard areas where there is an overriding need to do so and people and property are not exposed to an intolerable level of natural bushfire hazard risk.
- ~~(4)~~ Critical infrastructure is sited and designed to function effectively during and immediately after a natural hazard event.
- ~~(2)(5)~~ Tourist activities in natural hazard areas do not expose additional people to an intolerable level of bushfire, flood or landslide natural hazard risk.
- ~~(6)~~ Development is sited and designed to avoid or mitigate the risk of isolation during and immediately after a natural hazard event.;
- ~~(3)(7)~~ Development supports and does not hinder disaster management response or recovery capacity and capabilities.
- ~~(8)~~ Development does not materially increase the extent or the severity of natural hazards, and the safety of people is maintained and damage to property is minimised.
- ~~(9)~~ Natural hazard mitigation measures avoid or mitigate direct and indirect impacts on areas, and maintains or enhance natural protective functions of landforms, vegetation and natural processes in managing the effects of the natural hazard.
- ~~(10)~~ Development involving the storage, handling or manufacturing of hazardous material or chemicals in a natural hazard area mitigates risks to public safety and the environment from the potential impact of the hazard.
- ~~(4)(11)~~ Significant areas of Townsville are already established within the floodplains of the Ross and Bohle

Rivers. Within these areas, the flood risk will be managed by avoiding intensification of development in high hazard areas and ensuring development is compatible with the hazard in other areas.

3.5.5.2 Land use strategies

Bushfire [hazard](#), Landslide [hazard](#) and Flood hazard overlays and underlying zoning provisions direct development so that it will be compatible with the hazard, [in both the current and future climate conditions](#), and the desired character for the area.

3.5.6 Element - Sustainability

3.5.6.1 Specific outcomes

- (1) Development is designed to sensitively respond to Townsville's [current and future](#) climate through its orientation, layout and design of the built environment.
- (2) Development minimises demands for energy use and otherwise promotes efficient use of energy.
- (3) Innovation in climate responsive and energy efficient and passive design is encouraged.
- (4) Development is located, designed and managed to avoid environmental harm or nuisance.
- (5) Development which meets its energy needs from self-generated renewable energy is encouraged.

3.5.6.2 Land use strategies

The city shape and settlement pattern established under the planning scheme provisions underpins the growth of a more sustainable Townsville in which transportation and fossil fuel use will be better managed.

Development requirements also seek development that is climatically responsive and energy efficient at the site and built form scale. However, the planning scheme does not duplicate the jurisdiction of the [Building Act 1975](#) in this regard.

Planning scheme provisions also address the expected environmental performance of development generally.

3.6 Theme - Sustainable economic growth

3.6.1 Strategic outcomes

- (1) Economic and employment growth is primarily located in Townsville's centres and industrial areas. The clustering of activities and employment in these areas facilitates improved transport networks (including public transport).
- (2) Industrial land is used efficiently, a timely supply of land to meet industry needs is available, and efficient and cost-effective provision of infrastructure is facilitated.
- (3) Sensitive uses are prevented from encroaching on the city's freight routes, special purpose areas, industrial areas and specialised centres, particularly Townsville Airport, Port of Townsville, the Townsville State Development Area, Lansdown and the Department of Defence landholdings, to ensure their ongoing efficient operation, minimise risks and avoid conflicts.
- (4) Farming activities and the productive capacity of all rural land is protected.
- (5) Within rural areas, new enterprises are encouraged that are associated with rural production or the natural environment, and which are not more appropriately located in urban areas.
- (6) Development in and adjacent to quarries and other extractive and resource areas does not prejudice the continued and future use of the natural resources.
- (7) Tourist ~~accommodation and attractions~~ activities are established in appropriate locations, [avoiding natural hazard areas where the risk to people and property is intolerable](#) and conflict between tourist activities and surrounding uses or values is minimised.
- (8) Home based business is supported as an important incubator for new enterprises. However, activities are limited to ensure adverse impacts on neighbours' residential amenity do not occur.

3.6.2 Element - Industrial land

3.6.2.1 Specific outcomes

Sufficient land supply

- (1) Land within designated industrial areas is used efficiently, and industries with a similar or compatible nature are co-located.
- (2) The significance and potential of the Townsville State Development Area as a dry port, accommodating storage, transport and logistics activities, as well as port-related manufacturing is protected.
- (3) The industrial investigation area at Bohle Plains will not be developed prior to the establishment of:
 - (a) a demonstrated need for the land;
 - (b) the inclusion of the area in council's Priority infrastructure area; and
 - (c) detailed structure planning which identifies, avoids and buffers significant environmental values, areas and corridors; avoids natural hazards on the site; identifies appropriate mix of industrial activity, identifies appropriate buffers, nominates site layout and circulation networks; and appropriately integrates the site with surrounding land.
- (4) Interim uses in the industrial investigation area at Bohle Plains does not prejudice long-term suitability for industrial use.
- (5) Industrial development does not expand beyond the areas zoned for industrial purposes or identified as industry investigation area on the strategic framework maps.

- (6) In Roseneath, industrial uses with a transport and logistics focus are accommodated and are provided with adequate infrastructure, including roads, water, sewer and stormwater networks.
- (7) In Lansdown, industrial uses with a medium and high impact industry focus are accommodated and are provided with adequate infrastructure, including roads, water, sewer and stormwater networks. The creation and use of renewable energy including solar, wind and hydrogen is promoted.

Protection of industry land for industry

- (8) Industrial land is designed and remains available for intended industrial use and is protected from encroachment by uses that are sensitive to the impacts of industry.
- (9) Industrial development is not intended to occur outside the zoned industrial areas, other than service industries and some low impact industries which may be located within activity centres or mixed use areas.
- (10) Renewable energy industry development occurs within industrial areas, other than where they require a non-urban location. They are not to be established in Townsville's primary horticultural areas and should not give rise to conflicts which would prejudice the existing economic activity in the area or adversely affect environmental values, ecological processes or landscape character.
- (11) Retail and commercial activities within industry zones are limited to those that directly support the industries intended for the zones, or are for outdoor sales uses. Bulky goods retailing (showrooms) and retail hardware stores are not accommodated within industry zoned land and are instead located within activity centres or mixed use areas.
- (12) Subdivision requirements for industrial areas will be established to provide for a mix of lot sizes and, in particular, provision for larger lot sizes in Medium and High impact industry and Special purpose zoned areas.

Impacts of industry

- (13) Industrial development is managed to protect environmental values, avoid risk to life and property and reasonably protect the amenity of surrounding areas.
- (14) Alternative solutions to energy use and environmental performance are encouraged where impacts will be no worse than a conventionally designed development.

3.6.2.2 Land use strategies

Industrial areas are included in either the Low, Medium or High impact industry zone or Special purpose zone and the appropriate performance expectations for each are identified.

In addition, provisions are contained within residential zones, where relevant, to address potential reverse amenity issues from industrial areas and major infrastructure corridors. Council will work with the State Government to investigate the potential allocation of the Bohle Plains State land area to accommodate a range of industry types, including transport/freight-related activities. Industrial development of this area would desirably be contiguous with existing industry and appropriately integrate with the Townsville Ring Road.

Industrial land supply and demand will be monitored by council in order to determine when land in the Bohle Plains industrial investigation area may need to be made available.

Council will work with the relevant authorities to ensure the availability of gas and telecommunications infrastructure, as well as to investigate possible alternative freight routes which minimise existing conflicts within the urban area.

3.6.3 Element - Airport, seaport and Department of Defence land

3.6.3.1 Specific outcomes

Protecting special use areas

- (1) Townsville Airport, Port of Townsville and Department of Defence landholdings are recognised for their particular strategic and economic value to the community.
- (2) The safety and operational efficiency of these areas is maintained. They are protected from encroachment by sensitive uses.
- (3) Development in the vicinity of these areas, and the transport/freight routes which serve them, is compatible with the physical and operational characteristics of the special use areas. New development **will** be located and designed to minimise any potential impacts.

3.6.3.2 Land use strategies

While the planning scheme has no jurisdiction over these areas, it regulates development in the areas surrounding them to avoid conflicts and reverse amenity issues arising.

3.6.4 Element - Natural economic resources (including rural and extractive industry)

3.6.4.1 Specific outcomes

Protecting productivity

- (1) The productive capacity of all rural land is optimised within its environmental constraints.
- (2) Significant non-rural activities and intensive animal industries do not occur in Townsville's primary horticultural areas.
- (3) The function, connectivity and pasture productivity of the stock route network is maintained for sustainable use by travelling stock. The stock route network is protected from developments (on or near stock routes) that may adversely impact on the continued use of the network.

Editor's note-The stock route network is comprised of routes and reserves. The declared stock route network in Townsville consists of reserves only. The stock route network is identified in State Planning Policy mapping - agriculture - stock route network.

Avoiding fragmentation

- (4) Further fragmentation of rural land is avoided. A lack of viability for existing farms and small holdings does not justify their further subdivision or use for non-agricultural purposes.
- (5) Development complies with the nominated minimum lot size for each precinct which will generally range from 10ha for rural lifestyle precincts, to 40ha for horticultural-based precincts to 400ha for grazing-based precincts.

Diversification

- (6) Opportunities for diversification of activities within the rural areas is encouraged, provided that:
 - (a) the productive capacity of the land is maintained;
 - (b) conflicts with existing and intended rural activities in the surrounding area are avoided;
 - (c) the existing landscape and natural resource values [and protective functions](#) of the land are maintained;
 - ~~(e)~~(d) [the risk to people is not increased in areas of natural hazard unless site planning and operation can appropriately mitigate the risk to an acceptable or tolerable level.](#) and
 - ~~(d)~~(e) the development is not more appropriately located in another zone.
- (7) Industry uses that are not directly related to farming or which do not require separation from urban or rural residential areas are not appropriate in the rural zone. These should be contained within zoned industrial land. In particular, transport depots and food or meat processing industries are to be located in an industrial zone.
- (8) Intensive animal industries including feedlots and cattle handling facilities (for live export) are to be directed to the broader hectare lands of the predominantly grazing precincts where potential impacts can be better managed.

Protection of extractive resources

- (9) Identified areas of extractive resources and their associated haulage routes are protected from encroachment

of incompatible development. Buffers are provided to separate and mitigate the impacts of extractive operations and surrounding sensitive uses.

- (10) While houses may be established on existing lots within identified buffer areas and haulage routes, any development which would increase the intensity of people living, visiting or working within these areas is avoided.
- (11) Quarrying and extractive industry maintains the integrity of environmental and hydrological processes beyond site boundaries and minimises impacts on such values within the site.

3.6.4.2 Land use strategies

The rural land resources are primarily managed within the planning scheme through the Rural zone.

In addition, a number of overlays also assist in protecting the range of non-urban values, including Natural assets, Extractive resources, Bushfire hazard, Landslide hazard, and Coastal environment.

3.6.5 Element - Tourism

3.6.5.1 Specific outcomes

Diversity

- (1) A range of tourism opportunities and experiences, particularly nature-based, and event-based tourism, are encouraged, with the principal centre and its immediate environs a focus for larger tourist facilities.
- (2) Tourism within the principal centre and its immediate environs will be anchored by the Museum of Tropical Queensland and Reef HQ Aquarium, the North Queensland Stadium, education and research uses and accommodation facilities, with improved links to the Breakwater, Anzac Park and The Strand.
- (3) Tourist accommodation and dining will also continue to be encouraged in North Ward (with a focus on The Strand and Gregory Street), the Breakwater and Palmer Street, consistent with desirable built form and urban design outcomes for those areas.
- (4) Magnetic Island is a major tourism destination for Townsville and will maintain accommodation and recreation activities at a scale and form that is relative to the overall character of the island. Supporting infrastructure encouraged on the island includes service and convenience of commercial facilities, walkways, foreshore promenades, and gateway treatments at significant junctions for each village.
- (5) Small-scale, low-rise tourist accommodation and support facilities are to be facilitated at Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach. Tourism-oriented development in these northern townships focuses on protecting and emphasising the natural character attributes of the local area. The relationship between tourism, the environment and the availability and capacity of local infrastructure in these northern townships is managed so that it is sustainable.

~~(5)~~(6) Tourist activities do not increase the number of people in natural hazard areas, unless site planning and operation can appropriately mitigate the risk to people and property to a tolerable level.

Protecting values

- ~~(6)~~(7) Tourism-related development maintains or enhances Townsville's image, environmental values, ecological processes and scenic quality both within and outside of urban areas.
- ~~(7)~~(8) Outside the urban area, tourism-related development occurs where directly associated with rural activities or other natural resource values. However, such uses should not give rise to conflicts which would prejudice the existing economic activity in the area or adversely affect environmental values, ecological processes values, protective functions or landscape character.

3.6.5.2 Land use strategies

The relevant zones and precincts identified in the planning scheme establish appropriate performance requirements for tourism-related development in appropriate locations.

Part 5 Tables of assessment

Table 5.9.1-Assessment benchmarks for overlays**Bushfire hazard overlay (very high, high, or medium potential bushfire intensity and potential impact buffer)****Table 5.9.1-Assessment benchmarks for overlays**

Development	Categories of development and assessment	Assessment benchmarks for assessable development and requirements for accepted development
Bushfire hazard overlay (very high, high, or medium potential bushfire intensity and potential impact buffer)		
Material change of use for: (a) Child care centre; or (b) Detention facility; or (c) Educational establishment; or (d) Emergency services; or (e) Hospital; or (f) Industry activities involving manufacture or storage of hazardous materials in bulk; or (g) Multiple dwelling; or (h) Residential care facility; or (i) Retirement facility; or (j) Relocatable home park; or (k) Rooming accommodation; or (l) Shopping centre; or (m) Short term accommodation; or (n) Tourist park; or (o) Tourist attraction; or (p) Transport depot.	Assessable development – impact assessable	Bushfire hazard overlay code
Material change of use for: (a) Telecommunications facility	Assessable development – code assessment	Bushfire hazard overlay code
Material change of use for: (a) Utility installation	Assessable development – code assessment if: (a) provided by a public sector entity.	Bushfire hazard overlay code
Any other material change of use	No change to the category of development and assessment	Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for the relevant zone. Editor's note: This overlay code is not applicable to

Reconfiguration of a lot	No change to the category of development and assessment	Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for reconfiguration of a lot.
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Bushfire hazard overlay (medium hazard area)-

Development	Categories of development and assessment	Assessment benchmarks for assessable development and requirements for accepted development
Bushfire hazard overlay (medium hazard area)		
Any material change of use	No change to the category of development and assessment	Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for the relevant zone. Editor's note -This overlay code is not applicable to accepted development subject to requirements development.
Reconfiguration of a lot	No change to the category of development and assessment	Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for reconfiguration of a lot.

Table 5.9.1-Assessment benchmarks for overlays**Bushfire overlay (very high, high, or medium potential bushfire intensity and potential impact buffer) Table 5.9.1 -****Assessment benchmarks for overlays**

<u>Development</u>	<u>Categories of development and assessment</u>	<u>Assessment benchmarks for assessable development and requirements for accepted development</u>
<u>Bushfire overlay (very high, high, or medium potential bushfire intensity and potential impact buffer)</u>		
<u>Material change of use for:</u> <u>(a) Community care centre; or</u> <u>(b) Community residence; or</u> <u>(c) Community use; or</u> <u>(d) Emergency services; or</u> <u>(e) Rooming accommodation.</u>	<u>No change if:</u> <u>(a) in an existing building and not involving more than minor Building work; and</u> <u>(b) in a Centres Zones category.</u> <u>Otherwise, Code Assessment</u>	<u>Bushfire hazard overlay code</u>
<u>Material change of use for:</u> <u>(a) Low, Medium and High impact industry and Special industry; or</u> <u>(b) Warehouse</u>	<u>No change if:</u> <u>(a) in an existing building and not involving more than minor Building work; and</u> <u>(b) in an Industry Zones category.</u> <u>Otherwise, Code Assessment</u>	
<u>Material change of use for:</u> <u>(a) Animal keeping; or</u> <u>(b) Rural workers' accommodation; or</u> <u>(c) Telecommunications facility, if not aerial cabling for broadband purposes.</u>	<u>Assessable development - code assessment</u>	<u>Bushfire hazard overlay code</u>
<u>Material change of use for:</u> <u>(a) Utility installation; or</u> <u>(b) Substation</u>	<u>Assessable development - code assessment if:</u> <u>(a) provided by a public sector entity.</u>	<u>Bushfire hazard overlay code</u>
<u>Any other material change of use</u>	<u>No change to the category of development and assessment</u>	<u>Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for the relevant zone.</u> <u>Editor's note- For any other material change of use, this overlay code is not applicable to accepted development subject to requirements development.</u>
<u>Reconfiguration of a lot</u>	<u>No change to the category of development and assessment</u>	<u>Bushfire hazard overlay code where the development is assessable development under the categories of development and assessment for reconfiguration of a lot.</u>

Part 8 Overlays

8.1.1 Bushfire hazard overlay code

8.1.1.1 Application

~~This code applies to development where the code is identified as applicable in the categories of development and assessment for the Bushfire hazard overlay. When using this code, reference should be made to section 5.3.2 and where applicable, section 5.3.3 located in Part 5.~~

8.1.1.2 Purpose

~~(1) The purpose of the Bushfire hazard overlay code is to ensure that development does not:~~

- ~~(a) increase the extent or the severity of bushfire hazard; or~~
- ~~(b) increase the risk to life, property, community and the environment.~~

~~(2) The purpose of the code will be achieved through the following overall outcomes:~~

- ~~(a) development is compatible with the nature of the bushfire hazard except where there is an overriding need for the development in the public interest and no other site is suitable and reasonably available for the proposal;~~
- ~~(b) where development is not compatible with the nature of the bushfire hazard and there is an overriding need for the development in the public interest and no other site is suitable and reasonably available for the proposal; and~~
- ~~(c) wherever practicable, facilities with a role in emergency management and vulnerable community services are located and designed to function effectively during and immediately after bushfire hazard events.~~

8.1.1.3 Assessment benchmarks

Table 8.2.2.3—Accepted development subject to requirements and assessable development (Part)

Performance outcomes	Acceptable outcomes
General—all development Editor's note —Applicants should also refer to the Mitigating bushfire hazard planning scheme policy no. SC6.8 for additional information.	
P01 Development maintains the safety of people and property.	No acceptable outcome is nominated.
P02 Highly vulnerable development does not occur in very high, high or medium potential bushfire intensity and potential impact buffer areas unless there is an overriding need for the development in the public interest and no other site is suitable and reasonably available for the proposal.	A02 The following uses are not located in a very high, high or medium potential bushfire intensity and potential impact buffer area: (a) child care centre; or (b) detention facility; or (c) educational establishment; or (d) emergency services; or (e) hospital; or (f) industry activities involving manufacture or storage of hazardous materials in bulk; or (g) multiple dwelling; or (h) residential care facility; or (i) retirement facility; or (j) relocatable home park; or (k) rooming accommodation; or (l) shopping centre; or (m) short term accommodation; or (n) telecommunications facility; or (o) tourist park; or (p) tourist attraction; or (q) transport depot; or (r) utility installation.
P03 Development mitigates the risk of bushfire hazard through the siting and design of the development. Editor's note —In demonstrating compliance with this performance outcome, applicants should be aware that setbacks and buffers for fire management purposes are in addition to any buffers or setbacks required for ecological purposes and are located outside of areas of ecological significance to the greatest extent possible.	No acceptable outcome is nominated.

P04 Development provides for an adequate and accessible water supply for firefighting purposes.	A04.1.1 The development is connected to a reticulated water supply where within a water supply area. OR A04.1.2 Where outside a water supply area a tank water supply is provided, at least one tank is within 100m of a class 1, 2, 3 or 4 building which has fire brigade fittings. Editor's note – Applicant should also refer to the Development manual planning scheme policy SC6.4 – SC6.4.11.7 On-Site Water Supply for additional information.
P05 Public safety and the environment are not adversely affected by the detrimental impacts of bushfire on hazardous materials manufactured or stored in bulk.	A05 Development does not involve the manufacture or storage of hazardous materials within a very high, high or medium potential bushfire intensity and potential impact buffer bushfire hazard area as identified on overlay map OM-02.
P06 Facilities with a role in emergency management and vulnerable community services are able to function effectively during and immediately after bushfire events.	No acceptable outcome is nominated.
P07 Additional lots are not created in bushfire hazard areas.	A07 Development does not involve the creation of additional lots in areas mapped as very high, high or medium potential bushfire intensity and potential impact buffer hazard on overlay map OM-02
P08 Development is designed to allow for efficient emergency access to buildings for firefighting appliances, including by avoiding long, narrow access arrangements.	No acceptable outcome is nominated.

P09 Development provides a fire break which also facilitates adequate access for firefighting and emergency vehicles, and safe evacuation.	A09.1 Lot boundaries and development sites are separated from hazardous vegetation by a distance of 20m where adjacent to very high or high potential bushfire intensity and 10m where adjacent to medium potential bushfire intensity.
	A09.2 The separation area mentioned in A09.1 contains a fire access trail that: (a) has a minimum cleared and formed width of 6m; (b) has vehicular access at each end; (c) provides passing bays and turning areas for fire-fighting appliances; and (d) are either located on public land, or within an access easement that is granted in favour of council and Queensland Fire Department (QFD).
	A09.3 Roads and trails: (a) have a maximum gradient of 12.5%; and (b) do not involve a cul-de-sac. Editor's note—Applicants should also be aware that Part 9 of the planning scheme sets out additional requirements for the construction of roads and other operational works associated with reconfiguration.

8.2.2 Bushfire overlay code

8.2.2.1 Application

This code applies to development where the code is identified as applicable in the categories of development and assessment for the Bushfire overlay. When using this code, reference should be made to section 5.3.2 and where applicable, section 5.3.3 located in Part 5.

8.2.2.2 Purpose

1. The purpose of the Bushfire overlay code is to ensure that development avoids Bushfire prone areas or, where avoidance is not possible the risk to life, property, the community and the environment is mitigated to a tolerable level.
2. The purpose of the code will be achieved through the following overall outcomes:
 - (a) all development is located, designed and operated to avoid the Bushfire prone area in the first instance;
 - (b) where avoidance is not possible, development must mitigate the risk to life, property, the community and the environment as a result of bushfire to an acceptable or tolerable level;
 - (c) *Vulnerable uses* and *Critical infrastructure* are not located within an area subject to bushfire hazard unless:
 - i. there is an overriding need;
 - ii. no other site is suitable and reasonably available; and
 - iii. where for *Critical infrastructure*, is located and designed to function effectively during and immediately after bushfire hazard events;
 - (d) development mitigates the risk to public safety and the environment from the storage, handling or manufacturing of *Hazardous materials and chemicals* in bushfire hazard areas;
 - (e) tourist activities do not increase the number of people in bushfire hazard areas, unless site planning and operation can appropriately mitigate the risk to people and property to a tolerable level;
 - (f) development supports and does not hinder disaster management response or recovery capacity and capabilities;
 - (g) revegetation and landscaping does not increase bushfire risk to people, property or the environment;

(h) the clearing of native vegetation for bushfire mitigation measures avoids adverse impacts on areas of environmental importance.

Note - The Bushfire prone area is mapped in Schedule 2 Mapping, SC2.5 Development Constraints Overlay Map OM-02 (Bushfire hazard) and is comprised of the following:

- (a) Medium potential bushfire intensity;
- (b) High potential bushfire intensity;
- (c) Very high potential bushfire intensity;
- (d) Potential impact buffer.

Note - A site-specific bushfire hazard assessment report and bushfire management plan prepared by a suitably qualified person may be required to demonstrate compliance with certain Acceptable outcomes and Performance outcomes of this code. The SC6.8 Mitigating bushfire hazard planning scheme policy includes guidance on the preparation of these reports and plans.

Editor's Note - The whole of the area shown on the Bushfire overlay map (that is, land in any of the identified categories of the Bushfire prone) is the Designated bushfire prone area for the purposes of section 7 of the *Building Regulation 2021*.

Editor's Note - Buildings in the Designated bushfire prone area are required to meet the mandatory bushfire provisions in the Building Code of Australia (BCA) - National Construction Code. This includes Deemed-to-Satisfy-Solutions AS3959-Construction of buildings in bushfire prone areas that applies to Class 1 (or NASH Standard - Steel Framed Construction in Bushfire Areas), 2 and 3 residential buildings and accommodation buildings and associated Class 10a structures such as garages, sheds and carports and Specification 43 that applies to Class 9a health-care building, Class 9b - early childhood centre or primary or secondary school and Class 9c residential care building and associated Class 10a building or deck.

8.2.2.3 Assessment benchmarks

Table 8.2.2.3 - Assessable development

<u>Section A - Development involving a material change of use</u>	
<u>A1 - Avoidance and siting</u>	
<u>Vulnerable uses and Critical infrastructure</u>	
<u>PO1 Vulnerable uses and Critical infrastructure are not established or expanded in the Bushfire prone area unless:</u> <u>(a) there is an overriding need;</u> <u>(b) no other site is suitable and reasonably available;</u> <u>(c) the development footprint is separated from the nearest Medium, High or Very high potential bushfire intensity areas by an Asset protection zone that achieves a radiant heat flux level of 10 kW/m² or less at the development footprint boundary.</u> <u>Note - SC6.8 Mitigating bushfire hazards planning scheme policy provide guidance on establishing overriding need for a Vulnerable use and Critical infrastructure in a Bushfire prone area.</u> <u>Note - SC6.8 Mitigating bushfire hazards planning scheme policy provides guidance on undertaking a bushfire hazard assessment and calculating radiant heat flux levels for separation distances (Asset protection zones) to assist in demonstrating compliance with PO1.</u>	<u>No acceptable outcome is nominated.</u>
<u>PO2 Critical infrastructure is located and designed to function effectively during and immediately after a bushfire event.</u>	<u>No acceptable outcome is nominated.</u>

<u>Development involving hazardous materials</u>	
<u>PO3 Development does not increase risk to public safety, property or the environment as a result of the storage, handling or manufacture of hazardous materials and chemicals.</u>	<u>AO3.1 Development involving the storage, handling or manufacture of Hazardous materials and chemicals is sited to achieve separation from the nearest Medium, High or Very high potential bushfire intensity areas by an Asset protection zone that achieves a radiant heat flux level of 10kW/m² or less at the boundary of the development footprint or outermost protection of buildings containing Hazardous materials and chemicals.</u> <u>Note - SC6.8 Mitigating bushfire hazards planning scheme policy provides guidance on undertaking a bushfire hazard assessment and calculating radiant heat flux levels for separation distances (Asset protection zones) to assist in demonstrating compliance with AO3.1.</u>
<u>Tourist activities</u>	
<u>PO4 Development involving Tourist activities does not increase the number of people in Bushfire prone areas, unless site planning and operation can appropriately mitigate the risk to people and property to a tolerable level.</u>	<u>AO4.1 Tourist activities:</u> <u>(a) include proactive operational and evacuation procedures for the management and evacuation of staff, occupants and visitors before and during a bushfire event; and</u> <u>(b) provide at least one communal building with capacity to accommodate staff and visitors located outside the Bushfire prone area or separated from the nearest Medium, High or Very high potential bushfire intensity areas by an Asset protection zone that achieves a radiant heat flux level of 10kW/m² or less at the outer most projection of the communal building.</u> <u>Note - SC6.8 Mitigating bushfire hazards planning scheme policy provides guidance on undertaking a bushfire hazard assessment and calculating radiant heat flux levels for separation distances (Asset protection zones) to assist in demonstrating compliance with AO4.1.</u>
<u>Other material changes of use</u>	
<u>PO5 Any other material change of use:</u> <u>(a) development is sited to avoid threat of piloted ignition due to heat exposure and direct flame attack;</u> <u>(b) development provides for safe and practical access for emergency services to an area between buildings and potential bushfire intensity areas that accommodates safe operational space for fire-fighting and equipment.</u>	<u>AO5.1 Development is sited to achieve separation from the nearest Medium, High or Very high potential bushfire intensity areas by an Asset protection zone that achieves a radiant heat flux level of 29 kW/m² or less at the development footprint boundary.</u> <u>Note - SC6.8 Mitigating bushfire hazards planning scheme policy provides guidance on undertaking a bushfire hazard assessment and calculating radiant heat flux levels for separation distances (Asset protection zones) to assist in demonstrating compliance with AO5.1.</u>
<u>A2 - Access, evacuation routes and support for emergency services</u>	
<u>PO6 Development is accessible by emergency service vehicles.</u>	<u>AO6.1 Development:</u>

	<u>(a) has direct access (within 60m) to a constructed, public road capable of carrying emergency service vehicles;</u> <u>(b) is provided with a minimum 4 metre wide access driveway to the road frontage:</u> i. <u>with a gradient that does not exceed 12.5 per cent; and</u> ii. <u>allows a medium rigid vehicle (15 tonne fire appliance) safe and clear access including vertical clearance of 4.8m (5m to powerlines) and horizontal clearance of 6m.</u>
<u>PO7 Development:</u> <u>(a) provides opportunities for safe and efficient evacuation from the site;</u> <u>(b) does not worsen the evacuation capacity or capabilities of other land uses;</u> <u>(c) does not unduly burden disaster management response and capabilities.</u>	<u>AO7.1</u> <u>No acceptable outcome is nominated.</u>
<u>A3 - Water supply for fire-fighting purposes</u>	
<u>PO8 Development provides for an adequate and accessible water supply for firefighting purposes.</u>	<u>AO8.1 The development is:</u> <u>(a) connected to a reliable reticulated water supply with sufficient capacity for firefighting purposes (minimum sustained pressure and flow of at least 10 litres per second at 200 kPa); or</u> <u>(b) Where a reliable reticulated water supply is not available or does not have sufficient capacity for firefighting purposes, a dedicated static water supply (water tank) is to be provided:</u> i. <u>within the Asset protection zone and within 10 metres of each building (other than a class 10 building);</u> ii. <u>is either below ground level or of non-flammable construction;</u> iii. <u>has a take-off connection at a level that allows the minimum dedicated, static water supply to be left available for access by firefighters as set out in Table 1;</u> iv. <u>is protected from bushfire attack, including shielding of tanks and pumps;</u> v. <u>allows medium rigid vehicle (15 tonne fire appliance) clear access within six metres of the tank;</u> vi. <u>if serviced by a rural fire brigade, is provided with rural fire brigade tank fittings of a 50 millimetre ball valve and male camlock coupling and, if underground, an access hole of 200 millimetres (minimum) to accommodate suction lines; and</u>

	<u>vii. is clearly identified by directional signage at the street frontage.</u> <u>Note - Swimming pools, farm ponds and dams will not be accepted as reliable sources of static water supply in Queensland due to regular drought events.</u>
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A4 - Revegetation / rehabilitation and landscaping

<u>PO9 Landscaping, revegetation and/or rehabilitation does not result in an increase in the bushfire intensity level or increase the exposure of people or property to bushfire hazard.</u>	<u>AO9.1 Within the Asset Protection Zone established in accordance with AO1, AO3.1 and AO4.1:</u> <u>(a) Revegetation / rehabilitation required by other parts of the planning scheme does not occur;</u> <u>(b) Landscaping:</u> <u>i. comprises low threat vegetation; or</u> <u>ii. is designed and managed to ensure a potential available fuel load is maintained at less than 8 tonnes / hectare in the aggregate and fuel structure remains discontinuous.</u> <u>AO9.2 Outside the Asset Protection Zone established in accordance with AO1, AO3.1 and AO4.1, revegetation / rehabilitation and landscaping does not result in an increase in the bushfire intensity for people and property (i.e. buildings, structures and other assets) on adjoining land.</u> <u>Note - The preparation of a Vegetation Management Plan and/or Landscape Management Plan undertaken in accordance with the methodology in the QFES Bushfire Resilient Communities guideline may assist in demonstrating compliance with this Acceptable outcome.</u> <u>Note - Any planned revegetation / rehabilitation should be identified and classified in its 'remnant state' for the purposes of the Bushfire hazard assessment.</u>
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A5 - Bushfire mitigation in areas of environmental importance

<u>PO10 The clearing of native vegetation for bushfire mitigation measures avoids areas of environmental importance, or minimises direct and indirect impacts on areas of environmental importance and their associated ecological functions and biophysical processes.</u>	<u>AO10 The clearing of native vegetation for bushfire mitigation purposes (including Asset protection zones) does not occur in areas of Environmental importance identified in Natural Assets Environmental Importance overlay map (OM-8.0).</u>
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Section B - Development involving Reconfiguration of a lot

B1 - Subdivision layout

<u>PO11 Subdivision layout avoids bushfire hazard areas and does not exposure people and property to an intolerable level of bushfire risk.</u>	<u>AO11.1 Subdivision layout:</u> <u>(a) does not create new lots on ridgelines, saddles and crests where slopes exceed 15 per cent;</u> <u>(b) provides lots with a minimum area of 800sqm at the immediate interface with Medium, High or Very high potential bushfire intensity areas;</u>
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	<u>(c) does not create hatchet lots with direct interface with areas of Medium, High, or Very high potential bushfire intensity.</u> <u>AO11.2 All new lots are capable of siting a building envelope that can be separated from the nearest Medium, High or Very high potential bushfire intensity areas by an Asset protection zone that achieves a radiant heat flux level of:</u> <u>(a) 10 kW/m2 or less for lots intended for Vulnerable uses or Critical infrastructure;</u> <u>(b) 29 kW/m2 or less, otherwise.</u> <u>Note - A site specific Bushfire hazard assessment and Bushfire management plan prepared in accordance with SC6.8 Mitigating bushfire hazard planning scheme policy can assist with demonstrating compliance with AO11.1 and AO11.2.</u>
<u>PO12 Development is accessible by emergency service vehicles.</u>	<u>AO12.1 All new lots are capable of siting a building envelope that:</u> <u>(a) has direct access (within 60m) to a constructed, public road capable of carrying emergency service vehicles;</u> <u>(b) can be access via a minimum 4 metre wide access driveway to the road frontage:</u> <u>i. with a gradient that does not exceed 12.5 per cent; and</u> <u>ii. (allows a medium rigid vehicle (15 tonne fire appliance) safe and clear access including vertical clearance of 4.8m (5m to powerlines) and horizontal clearance of 6m.</u>
<u>B2 - Access, evacuation routes and support for emergency services</u>	
<u>PO13 Development provides a public road and fire trail network that:</u> <u>(a) separates new lots from ;</u> <u>(b) is accessible for fire-fighting vehicles;</u> <u>(c) provides operational space for fire-fighting, maintenance works and hazard reduction activities;</u> <u>(d) facilitates emergency access;</u> <u>(e) provides access and connections to reticulated and/or static water supply (where available).</u>	<u>AO13.1 The subdivision layout includes a perimeter road that:</u> <u>(a) has a two-lane carriageway and a road reserve with a minimum width of 20 metres;</u> <u>(b) forms connections with the broader road network with intervals of no more than 200 metres;</u> <u>(c) enables access to reticulated and/or static water supply for fire-fighting purposes;</u> <u>(d) accommodates hydrants that are located outside of parking areas;</u> <u>(e) does not include design elements that may impede access for fire-fighting vehicles or activities (for example traffic calming involving chicanes).</u> <u>(f) has a maximum gradient of 12.5 per cent.</u> <u>AO15.1.2 Where provide, fire trails are designed and constructed in accordance with the design parameters in Table 2.</u>

	<u>Note - Fire trails are for the purposes of land management and access to vegetation. They are not to be provided in lieu of perimeter roads.</u>
<u>PO14 Development has access to safe evacuation routes.</u>	<u>AO14.1 Development:</u> <u>(a) has access to a road network that has sufficient capacity to accommodate the evacuating population;</u> <u>(b) is connected to evacuation routes that direct occupants away from, rather than towards or through, bushfire hazard areas;</u> <u>(c) does not have a single point of access / egress and is provided with minimum road connections in accordance with Table 3.</u>
<u>B3 - Water supply for fire-fighting purposes</u>	
<u>PO15 Development provides for an adequate and accessible water supply for firefighting purposes.</u>	<u>AO15.1 The development is:</u> <u>(a) connected to a reliable reticulated water supply with sufficient capacity for firefighting purposes (minimum sustained pressure and flow of at least 10 litres per second at 200 kPa); or</u> <u>(b) where a reliable reticulated water supply is not available or does not have sufficient capacity for firefighting purposes, all new lots are capable of accommodating a static water supply that is:</u> <u>i. outside the bushfire hazard area; or</u> <u>ii. contained within the building envelope established in accordance with AO11.2</u> <u>Note - Swimming pools, farm ponds and dams will not be accepted as reliable sources of static water supply in Queensland due to regular drought events</u>
<u>B4 - Infrastructure design and location</u>	
<u>PO16 Infrastructure is designed and located to be resilient to bushfire</u>	<u>AO16 New or expanded infrastructure, such as water supply, electricity, gas and telecommunications are located underground, unless operation necessitates the location above ground.</u>
<u>B4 - Revegetation / rehabilitation and landscaping</u>	
<u>PO17 Landscaping, revegetation and/or rehabilitation does not result in an increase in the bushfire intensity level or increase the exposure of people or property to bushfire hazard.</u>	<u>AO17.1 Revegetation / rehabilitation required by other parts of the planning scheme does not occur within building envelopes established in accordance with AO11.2.</u> <u>AO17.2 Any proposed revegetation / rehabilitation and landscaping does not result in an increase in the bushfire intensity for people and property (i.e. buildings, structures and other assets) on adjoining land.</u> <u>Note - The preparation of a Vegetation Management Plan and/or Landscape Management Plan undertaken in accordance with the methodology in the QFES Bushfire Resilient Communities guideline</u>

	may assist in demonstrating compliance with this Acceptable outcome. Note - Any planned revegetation / rehabilitation and landscaping should be identified and classified in its 'remnant state' for the purposes of the Bushfire hazard assessment. Further guidance is provided in SC6.8 Mitigating bushfire hazard planning scheme policy
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B5 - Bushfire mitigation in areas of environmental importance

<u>PO18</u> The clearing of native vegetation for bushfire mitigation measures avoids areas of environmental importance, or minimises direct and indirect impacts on areas of environmental importance and their associated ecological functions and biophysical processes.	<u>AO18</u> The clearing of native vegetation for bushfire mitigation purposes does not occur in areas of Environmental importance identified in Natural Assets Environmental Importance overlay map (OM-8.0).
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Table 1: Dedicated static water supply requirements

<u>Use</u>	<u>Static Water Supply Requirement</u>
<u>Residential use on a lot with an area up to 1,000m²</u>	<u>5,000 litres per habitable building</u>
<u>Residential use on a lot with an area between 1,000m² and 10,000m²</u>	<u>10,000 litres per habitable building</u>
<u>Residential use on a lot with an area greater than 10,000m²</u>	<u>20,000 litres per habitable building</u>
<u>Industrial, Commercial or other uses</u>	<u>10,000 litres per 1,500m² of Gross Floor Area (GFA) up to 50,000 litres</u>

Table 2: Fire trail design requirements

<u>Width</u>	Contains a width of at least 20 metres including: 1. A trafficable area (cleared and formed): a. with a minimum width of 4 metres that can accommodate a rural firefighting vehicle; b. with no less than 4.8 metres vertical clearance from canopy vegetation; and c. with no adjacent inhibiting embankments or retaining walls. 2. A working area each side of the trafficable area: a. with a minimum width of 3 metres each side; and b. cleared of all flammable vegetation greater than 0.1 metre in height. 3. The balance (i.e. 10 metres width) managed vegetation area: a. sited to separate the trafficable area from the nearest Medium, High or Very high potential bushfire intensity areas; and b. comprising managed vegetation clear of major surface hazards.
<u>Access</u>	Access is granted in favour of the local government and Queensland Fire and Emergency Services Note - This access is commonly granted in the form of an easement that is to be maintained by the grantor.
<u>Egress</u>	Contains trafficable vehicle routes from and to low hazard areas, every 200 metres.

Table 3- Minimum road network connections

<u>Number of Residential Lots</u>	<u>Minimum Number of New Road Connections to the Existing Road Network</u>
<u>1-50</u>	<u>1</u>
<u>51-300</u>	<u>2</u>
<u>301-600</u>	<u>3</u>
<u>601+</u>	<u>4</u>

Recommended defined activity groups (for inclusion in Schedule 1) for bushfire hazard

<u>Term</u>	<u>Land Use</u>
<u>Vulnerable use</u>	<u>Child care centre</u>

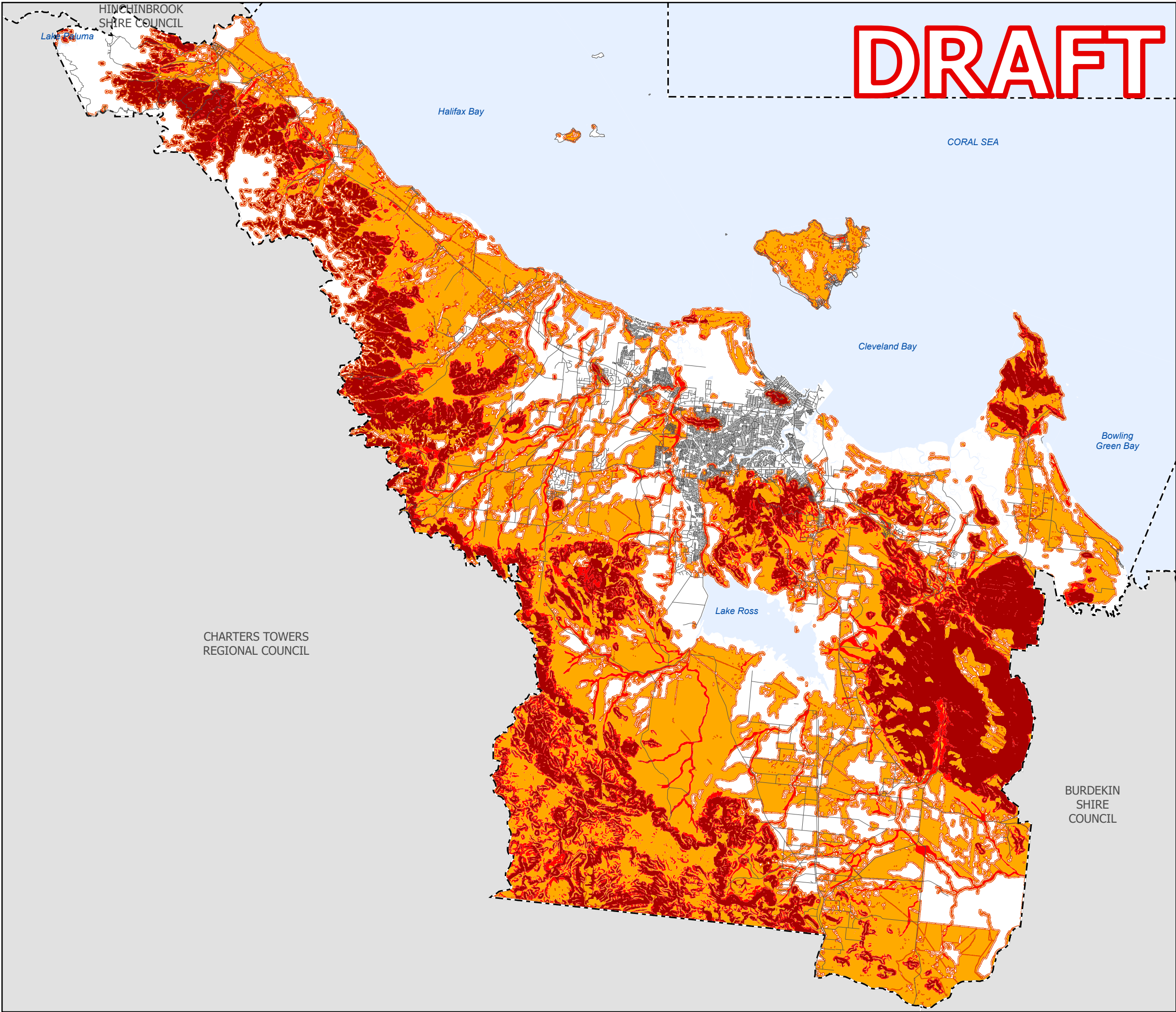
	<u>Community care centre</u> <u>Community residence</u> <u>Detention facility</u> <u>Educational establishment</u> <u>Place of worship</u> <u>Relocatable home park</u> <u>Residential care facility</u> <u>Retirement facility</u> <u>Rooming accommodation</u>
<u>Critical infrastructure</u>	<u>Battery storage facility^</u> <u>Community use</u> <u>Emergency services</u> <u>Hospital</u> <u>Major electricity infrastructure</u> <u>Renewable energy facility</u> <u>Solar farm^</u> <u>Substation</u> <u>Telecommunications facility</u> <u>Utility installation</u> <u>Wind farm^</u>
<u>Tourist activities</u>	<u>Hotel</u> <u>Nature-based tourism</u> <u>Resort complex</u> <u>Short-term accommodation</u> <u>Tourist attraction</u> <u>Tourist park</u>
<u>Hazardous materials and chemicals</u>	<u>Hazardous materials and chemicals that are present in the quantities identified in the <i>Work Health and Safety Regulation 2011</i>.</u>

^The current planning framework (i.e. Planning Regulation) makes these land uses Impact assessable development (with the exception of small scale facilities that may be Accepted development) and the Chief executive the prescribed assessment manager. However, as impact assessable the assessment manager can have regard to the Local government planning scheme. Therefore we recommend include of these uses as Critical infrastructure.

Recommended Administrative definitions (for inclusion in Schedule 1) for bushfire hazard

<u>Administrative term</u>	<u>Administrative definition</u>
<u>Asset protection zone</u>	<u>A specified area of land located between a building or development footprint and the nearest adjacent mapped Medium, High, or Very high potential bushfire intensity area, where vegetation is maintained in a low fuel state to reduce mechanisms of bushfire attack such as flame contact and radiant heat. The Asset protection zone enables emergency access and operational space for firefighting.</u> <u>The Asset protection zone may include a perimeter road, fire trail, driveway, open space subject to committed and ongoing maintenance schedules (i.e. parkland, golf course, sports ovals). Asset protection zones must be contained within the site and not extend onto public land (except for a dedicated road).</u>
<u>Hazardous materials and chemicals</u>	<u>Hazardous materials and chemicals that are present in the quantities identified in the <i>Work Health and Safety Regulation 2011</i>.</u>

Schedule 2 Mapping



Townsville City Council Planning Scheme Development Constraints Bushfire Hazard

- Bushfire prone areas**
- Very high potential bushfire intensity
 - High potential bushfire intensity
 - Medium potential bushfire intensity
 - Potential impact buffer

- Cadastre**
- Local government area
 - Adjoining local government area
 - Waterway or waterbody
 - Road network

Bushfire hazard area data developed by CSIRO and downloaded from Qspatial.
This data is to be used as a guide only for planning purposes.

Neither CSIRO nor the State of Queensland makes any statements, representations, or warranties about the accuracy, completeness, reliability or suitability of mapping information referred to in the report for any purpose. You should not rely on this information before verifying the reliability and suitability of these mapping based on your own inquiries and advice specific to your particular circumstances and purposes.
The CSIRO and the State of Queensland disclaim all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses (including direct and indirect losses), damages and costs you may incur as a result of this mapping being in any way inaccurate, out of context, incomplete, unavailable, not up-to-date or unsuitable for any purpose.

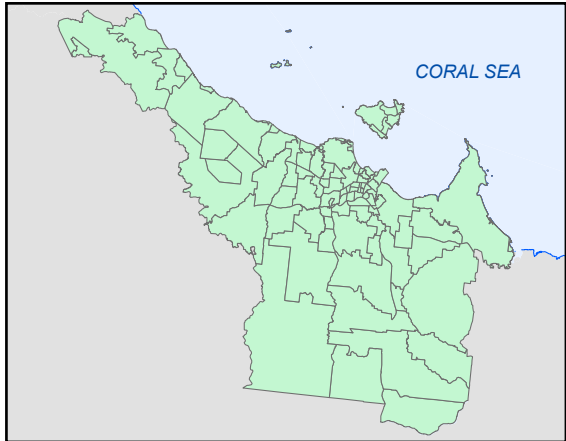
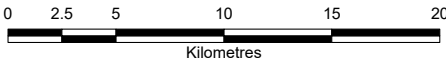
While every care is taken to ensure the accuracy of this product, Townsville City Council makes no representations or warranties about the accuracy, reliability, completeness or suitability for any particular purpose and disclaims all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses, damages (including indirect or consequential damage) and costs you may incur as a result of the product being inaccurate or incomplete in any way or for any reason.

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Amendment Number: 2025/01

Geocentric Datum of Australia 2020 (GDA2020)



Approx Scale @ A3 1:350,000



Overlay Map - OM-2.0

Schedule 6 Planning scheme policies

SC6.8 Mitigating bushfire hazard planning scheme policy

SC6.8.1 Introduction

Short Title -The planning scheme policy (PSP) may be cited as the Bushfire PSP.

SC6.8.1.1 Purpose

(1) The purpose of the planning scheme policy is to:

- ~~(a) support the outcomes presented in the Bushfire hazard overlay code; and~~
- ~~(a)(b) define how to conduct a Bushfire hazard assessment;~~
- ~~(c) provide guidance and information relating to the preparation of a Bushfire hazard assessment, and where necessary a Bushfire management plan.~~
- ~~(b)(d) identify information that the local government may require or request for a development application;~~

SC6.8.1.2 Legislative authority

This planning scheme policy is made under Chapter 2, Part 3 of the [Planning Act 2016](#).

SC6.8.1.3 Relationship to the Townsville City Plan

~~This planning scheme policy is to be read in conjunction with the assessment provisions specified in the Townsville City Plan, in particular, the Bushfire hazard overlay code.~~

This planning scheme policy applies when a proposed development is situated on land affected by the bushfire overlay map (within Bushfire prone areas) and when the Bushfire overlay code is a relevant assessment benchmark.

SC6.8.1.4 Terminology

Terms used in this planning scheme policy are as defined in [Schedule 1 – Definitions](#). A term used in the planning scheme policy which is not defined in Schedule 1 - Definitions is to be interpreted in accordance with [Part 1.3.1 Definitions](#).

SC6.8.2 Planning scheme policy details

SC6.8.2.1 Demonstrating an overriding need for Vulnerable uses and Critical infrastructure in Bushfire prone areas

- ~~(1) Vulnerable uses and Critical infrastructure should not be established or expanded in the Bushfire prone area unless an overriding need can be demonstrated.~~
- ~~(2) Demonstrating an overriding need will be relative to the bushfire hazard context of the site and bushfire risk of the development.~~
- ~~(3) Overriding need for Vulnerable uses and Critical infrastructure in the Bushfire prone area may be demonstrated by achieving one or more of the following:~~
 - ~~(a) The degree of social, economic, cultural and/or environmental benefits to the community outweighs the potential consequence of bushfire impacts on people, property and the environment;~~
 - ~~(b) The development provides an essential service to the community or significantly improves the community's access to essential services, that otherwise cannot be achieved by locating the development outside the bushfire prone area. Essential services may include telecommunications, electricity supply, water supply, wastewater treatment;~~
 - ~~(c) The development has a direct role in disaster management and natural hazard risk reduction;~~
 - ~~(d) The development mitigates the impacts of other natural hazards (such as landslide or flood hazard) to people, property and the environment.~~

SC6.8.2.1 Bushfire hazard assessment

A Bushfire hazard assessment (and where necessary a Bushfire management plan) may be required as part of a ~~an assessable Reconfiguring a Lot or Material Change of Use~~ development application as determined by assessment under the Bushfire hazard overlay code.

Where a Bushfire hazard assessment is required or is submitted, assessments are to be prepared and undertaken by a suitably qualified and experienced professional ~~in accordance with Section 10 of the Bushfire Resilient Communities: Technical Reference Guide for the State Planning Policy State Interest 'Natural Hazards, Risk and Resilience – Bushfire'~~

(herein referred to as the Bushfire Resilient Communities technical reference guide) prepared by the State of Queensland and dated October 2019, or any updated version.

As a guide, the features sought by council to achieve a comprehensive Bushfire hazard assessment are addressed below.

~~The Bushfire hazard assessment should have regard to the following—~~

- ~~(1) Australian Standard AS3959—2009: Construction of buildings in bushfire-prone areas.~~
- ~~(2) State Planning Policy and supporting guidelines.~~

~~**Editor's note**—A detailed guide on how to undertake this type of risk assessment is provided in QRA (2012) publication. Although this focuses on flooding the evaluation process can be applied for any natural hazard.~~

~~(1) A bushfire hazard assessment should provide:~~

- ~~(a) the name and qualifications or experience of the person(s) preparing the assessment;~~
- ~~(b) the use description;~~
- ~~(c) location of the extent and level of bushfire hazard in relation to the spatial extent of existing and forecasted land uses;~~
- ~~(d) details of the storage of any dangerous or hazardous goods to be kept on the site;~~
- ~~(e) details of existing vegetation, including slope and aspect characteristics of the site;~~
- ~~(f) details of weather conditions that influence bushfire intensity; and~~
- ~~(g) details of existing bushfire records and local knowledge.~~

~~(2) Risk appropriate development;~~

- ~~(a) mapping details of the proposed development through GIS overlays or comparison of hard copy mapping;~~
- ~~(b) a determination of the consequence of a bushfire hazard for each lot within the study area, and a qualitative assessment of

 - ~~(i) vulnerability;~~
 - ~~(ii) tolerability;~~
 - ~~(iii) a bushfire risk assessment to identify how development mitigation measures will work in conjunction with other risk management measures including building controls, mitigation infrastructure, early warning systems, community awareness and emergency managements to address the risk of bushfire, should it not be classed as a low hazard on the subject site; and~~
 - ~~(iv) recommendations.~~~~

(1) A Bushfire hazard assessment is prepared in accordance with the methodology set out in Section 5 of the Bushfire Resilient Communities technical reference guide.

(2) A Bushfire hazard assessment:

- (a) includes a assessment of the nature and severity of the bushfire hazard affecting the site, and other relevant factors as detailed below;
- (b) addresses other site specific factors that are important in devising suitable bushfire mitigation strategies. These factors could include matters such as:

 - (i) likely direction of bushfire attack (i.e. key fire runs);
 - (ii) locations of evacuation routes and/or safety zones; and
 - (iii) identification of any risks on site and from nearby sites;
- (c) assesses the specific risk factors associated with the development proposal, including matters such as:

 - (i) the intended occupancy or population scale and any vulnerability attributes;
 - (ii) the estimated traffic generation;
 - (iii) the nature of activities and materials to be conducted/stored on the premises, including any hazardous material and chemicals;
 - (iv) the total extent of clearing, revegetation and landscaping proposed for the site, which is to be indicated on a site plan; and
 - (v) evacuation requirements;
- (d) identifies mitigation measures for the development that addresses radiant heat flux, ember attack and avoidance of direct flame contact potential;
- (e) addresses each of the performance and acceptable outcomes in the Bushfire overlay code and recommends mitigation actions for the proposed development including:

 - (i) road and lot layout for reconfiguration;
 - (ii) site layout including identification of proposed locations of buildings or building envelopes and asset protection zones;
 - (iii) accessways, driveways and evacuation routes;
 - (iv) appropriate land uses, including their operation;
 - (v) fire resistant landscaping, fuel reduction areas and buffers;
 - (vi) fire fighting requirements including infrastructure and water supply; and
 - (vii) any other specific measures.

(3) The evidence provided as part of a bushfire hazard assessment or management plan must, as a minimum:

- (a) be prepared following the methodologies of the Bushfire Resilient Communities technical reference guide and this policy;
- (b) use an approach that considers the mature 'remnant' vegetation classification, and must account for revegetation proposed that may ultimately constitute bushfire hazard. Fuel hazard assessments must have regard to expected mature 'remnant' Regional Ecosystems, rather than provide a snapshot in time and must consider vegetation within an assessment area extending 150m;
- (c) provide photographic evidence in addition to aerial imagery and/or vegetation mapping data to verify Bushfire prone areas and any vegetation identified as low hazard;
- (d) define all slopes (including effective slope and site slope) within a 150m assessment area with land contour information;

- (e) visually identify areas and extents of classified vegetation and excluded vegetation (if any);
- (f) visually identify areas where vegetation is proposed to be cleared or revegetated (if applicable);
- (g) provide any other features of the subject site and assessment area relevant to bushfire considerations relating to proposed development.

SC6.8.2.2 Bushfire management plans

~~Where a bushfire Bushfire management plans is required to respond to the risk, these are to be prepared and undertaken by a suitably qualified and experienced professional, to mitigate the potential impact of bushfire on proposed development should consider:~~

~~Where required, a Bushfire management plan is to include with the following:~~

- ~~(1) a discussion of proposed mitigation measures, the reduction of the hazard risk and the feasibility and reasonableness of these measures;~~
- ~~(2) identification of the key factors such as vegetation type, slope and aspect and include matters such as: likely direction of bushfire attack, environmental values that may limit mitigation options, location of evacuation routes and/or safety zones;~~
- ~~(3) an assessment of the specific risk factors associated with the development proposal, including matters such as the nature of activities and materials to be conducted or stored on the site, numbers and types of persons likely to be present, particular warning and/or evacuation requirements; and~~
- ~~(4) a plan for mitigating the bushfire risk. The plan should address all of the matters raised and recommend specific mitigation actions for the proposed development including:~~
 - ~~(a) road and lot layout and land use allocations;~~
 - ~~(b) firebreaks and buffers;~~
 - ~~(c) building locations or building envelopes;~~
 - ~~(d) landscaping treatments;~~
 - ~~(e) warning and evacuation procedures and routes;~~
 - ~~(f) firefighting requirements including infrastructure;~~
 - ~~(g) any other specific measures such as external sprinkler systems and alarms;~~
 - ~~(h) purchaser/resident education and awareness programs;~~
 - ~~(i) ongoing maintenance and response awareness programs; and~~
 - ~~(j) a description of the control measures that will be use to ensure compliance.~~

~~The level of detail required will vary with the nature of the development proposal and site, and with the type of development application.~~

~~The level of detail required to accompany a particular application should be determined in consultation with the assessment manager.~~

- ~~(1) The siting and layout of proposed development to:~~
 - ~~(a) avoid siting development on ridgelines or on slopes where the up-fill run of fire toward development could occur, on ridgelines, hillsides or in locations of complex topography including crests and saddles;~~
 - ~~(b) maximise separation of proposed development from potential bushfire intensity areas; and~~
 - ~~(c) locate development in proximity to access points and the public road network, enabling vehicle access from multiple points and directions away from potential bushfire intensity areas;~~
- ~~(2) The location and identification of development envelopes to separate development from potential bushfire intensity areas and / or incorporate low-fuel separation areas;~~
- ~~(3) Asset protection zones (APZs) which are specified areas of land that enables emergency access and operational space for firefighting. Vegetation is modified and maintained within the APZ to reduce fuel load and mechanisms of bushfire attack such as flame contact and radiant heat. The zone may include a combination of elements such as perimeter road and working area and open space where vegetation is managed in perpetuity;~~

(4) Provision of APZs:

- (a) achieve a radiant heat flux of 29 kW/m² or less for proposed development, unless the use is a *Vulnerable use, Critical infrastructure* or where the use involves storage, handling or manufacturing of *Hazardous materials and chemicals* in which case the APZ must achieve a radiant heat flux of 10 kW/m² or less;
- (b) are calculated in accordance with the methodology set out in Section 7 of the Bushfire Resilient Communities technical reference guide to determine the appropriate width. Calculation inputs and outputs are to be evidenced;
- (c) are measured from the canopy line of adjacent hazardous vegetation to the outermost projection of the proposed development footprint (including outdoor areas that form an essential part of the use) or buildings;
- (d) for reconfiguration of allotments is measured from the canopy line of adjacent hazardous vegetation to the boundary of the proposed building envelope. Where no building envelope is proposed, the APZ is measured to the proposed allotment boundary;
- (e) is contained within the bounds of the development site and cannot require fuel management on adjoining private land which does not form part of the development application;
- (f) can include perimeter roads, internal development roads and overlapping APZs from adjoining development. However, APZs are to avoid burdening public land. APZs on land to be dedicated to Council or on public land may occur, but only with agreement from Council, where it can be demonstrated that public benefit is provided and where ongoing risk mitigation is not unduly transferred to Council;
- (g) should be supported by information as to the maintenance standards as part of a bushfire management plan prepared in support of a development application, to achieve a low fuel condition. These provisions should consider the type of separation provided, including by roads, driveways, carparks, sports courts, swimming pools, dams, mown lawns or bare earth around sheds in rural areas;
- (h) should avoid or minimise the need for vegetation clearing. Siting of development to accommodate the APZ should be achieved. Areas intended for rehabilitation or revegetation are located outside any APZ; and
- (i) for staged development (intended to be completed over a series of two or more stages) must include consideration of interim approaches to bushfire protection. This may be in the form of temporary APZs around the perimeter of each development stage to the extent relevant. This approach may continue to require assessment against and compliance with AS3959 for relevant development, unless the temporary APZ can achieve 100 metres in width, providing sufficient separation between the development stage and hazardous vegetation. Where a temporary APZ is less than 100 metres in width, assessment against and compliance with AS3959 for relevant development will continue to be required as development of later stages is not guaranteed.

(5) Perimeter roads, access and road network layout:

- (a) the provision of perimeter roads are required for reconfiguration of allotments as a critical element of bushfire hazard mitigation by providing:
 - (i) passive surveillance of bushland areas;
 - (ii) a guaranteed separation of land use between development and hazardous vegetation;
 - (iii) direct access to the hazard interface for firefighting and land management (fuel load reduction) activities;
 - (iv) the ability for firefighters to fall-back from the area to safety, using the formal road network; and
 - (v) the ability for persons to evacuate the area using the formal road network.
- (b) fire trails are not provided in lieu of perimeter roads.
- (c) the design of the perimeter road reserve should:
 - (i) be a minimum of 20 metres in width clear of hazardous vegetation;
 - (ii) provide a two-lane sealed carriageway;
 - (iii) be connected to the wider public road network at both ends and at intervals of no more than 250 metres;
 - (iv) does not include design elements that may impede access for firefighting and maintenance for firefighting purposes (for example traffic calming involving chicanes);
 - (v) enables access to reticulated water supply (hydrants) for firefighting;
 - (vi) incorporates roll-over kerbs; and
 - (vii) has a maximum gradient of 12.5 per cent.
- (d) multiple egress opportunities are provided or identified to avoid one-way-in and one-way-out situations.
- (e) adequate internal access is achieved by reconfiguration design. Internal or site-based roads and road network shall incorporate the following features:
 - (i) width, vertical clearances and gradient which allow the two-way movement of firefighting appliances;

- (ii) construction standards of roads and any bridges which allow for the carrying of fully loaded fire appliances (28 tonnes or 8 tonnes per axle);
 - (iii) curves which have a minimum inner radius of 12 metres and are minimal in number;
 - (iv) maximum grades which do not exceed 12.5 per cent (1:8);
 - (v) the exclusion of cul-de-sacs, except where the cul-de-sac is provided with an alternative access linking the cul-de-sac to other through roads and length of the cul-de-sac limited to 250m and are not accessed from a perimeter road;
 - (vi) the head of any cul-de-sac incorporates a minimum turning circle of 12.5 metres in diameter; and
 - (vii) a road network which connects regularly (i.e. every 250m) to any access tracks and trails.
- (f) where fire trails are required to facilitate access to hazardous vegetation to enable land management activities and in case of emergency, the fire trail network is designed in accordance with the design specifications of the Queensland Fire Department set out at Table XX.

Table XX: Queensland Fire Department fire trail design specifications

<u>Parameter</u>	<u>Specification</u>
<u>Width</u>	<u>Contains a width of at least 20 metres including:</u> <u>1. A trafficable area (cleared and formed):</u> <u>a. with a minimum trafficable width of 4 metres that can accommodate a rural firefighting vehicle;</u> <u>b. with no less than 4.8 metres vertical clearance from canopy vegetation;</u> <u>c. with no adjacent inhibiting embankments or retaining walls; and</u> <u>d. appropriately drained and constructed to avoid erosion.</u> <u>2. A working area each side of the trafficable area:</u> <u>a. with a minimum width of 3 metres each side; and</u> <u>b. cleared of all flammable vegetation greater than 10 centimetres in height.</u> <u>3. The balance (i.e. 10 metre width) managed vegetation area:</u> <u>a. sited to separate the trafficable area from adjacent mapped medium, high or very high bushfire hazard areas managed vegetation; and</u> <u>b. comprising managed vegetation clear of major surface hazards.</u>
<u>Access</u>	<u>Access is granted in favour of the local government and Queensland Fire Department</u> <u>Note: This access is commonly granted in the form of an easement that is to be maintained by the grantor.</u>
<u>Egress</u>	<u>Contains trafficable vehicle routes into low hazard areas, with passing bays measuring 20m in length every 250 metres.</u> <u>Vehicles must be able to access and egress the trail network in a forward gear, either by way of vehicle turnaround with a minimum inner radius of 6 metres, or connections back to the formal road network every 250 metres.</u>

(6) Landscaping is managed to:

- (a) reduce vulnerability to bushfire attack;
- (b) avoid or minimise opportunities for ignition of landscaping features through plant selection. Refer to Section 8.4 of the Bushfire Resilient Communities technical reference guide for further detail on landscaping design and plant selection to minimise the level of bushfire risk or mechanisms of bushfire attack.
- (c) maintain areas of reduced fuel (a maximum of 8 tonnes per hectare) to slow advancing fire; and
- (d) provide for the retention of environmental values;
- (e) avoid use of organic garden mulch where possible, particularly where in immediate proximity to any building;
- (f) utilise low flammability plant species;
- (g) separate existing or new tree specimens to avoid canopy connectivity;
- (h) avoid shrub planting within the drip zone of any tree canopy within and APZ;
- (i) limit ground cover plantings to 1m in height, or 500m where within the drip zone of any tree specimen;
- (j) ensure turfed areas within an APZ are capable of being maintained and regularly mowed, with grass height not to exceed 100mm in height all times;

- (k) ensure fencing and retaining within an APZ is constructed of fire resistant or fire retardant materials, such as metal, concrete, stone or masonry; and
- (l) balance the needs of bushfire mitigation with revegetation and rehabilitation requirements, including where urban heat mitigation is required.

SC6.8.2.3 Construction of buildings in bushfire prone areas

- (7) Building design can have a significant impact on the likelihood of damage occurring due to bushfire.
- (8) Construction standards dependent on the Bushfire Attack Level are contained in the National Construction Code, with the Deemed-to-Satisfy provisions contained in Australian Standard AS 3959:2018 — Construction of Buildings in Bushfire Prone Areas, NASH Standard – Steel framed construction in bushfire areas and Specification 43 Bushfire protection for certain Class 9 buildings. Development for Class 1, 2, 3 and certain Class 9 buildings and associated Class 10 buildings in bushfire hazard overlay areas must be constructed in accordance with the National Construction Code requirements.
- (9) The Bushfire Resilient Building Guidance for Queensland Homes, prepared by the Queensland Government, provides detailed dwelling design principles for Queensland homes, which include guidance on retrofitting, designing for bushfire resilience, landscaping for bushfire prone areas and ongoing property maintenance. Applicants are strongly encouraged to consult this material at development design phase.