

# Strategic Directions Discussion Paper

Banana Shire Council

# 2010



**Banana Shire Council**  
**PO Box 412**  
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This *Strategic Directions Discussion Paper* introduces Council's initial intentions for preparing a new planning scheme under the *Sustainable Planning Act 2009*. It explains the benefits of Banana Shire having a contemporary system for regulating development and begins a discussion with the community about this. The document seeks the involvement of the community and various stakeholder groups as early as possible in the process.





Prepared with the assistance of—



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Town of Banana



## 1 INTRODUCTION—WHY A NEW PLANNING SCHEME

The Banana Shire Council has resolved to prepare a new planning scheme—to ensure that the places where we live, work and play are attractive and are sustainable for existing and future generations.

This document introduces Council's initial ideas as a way to start discussing them with the community.

A planning scheme organises land uses and sets out the rules for new development. It identifies the areas and circumstances for new development to progress social, environmental, and economic outcomes.

Following local government reform in March 2008, the new Banana Shire became responsible for also administering that part of the Taroom Scheme applying to the northern part of the former Taroom Shire. Council desires to have one planning scheme that applies consistently across the whole local government area.

### AN OBLIGATION TO 'BALANCE' AND PLAN

The Council has an obligation to plan for the future so that shire is sustainable not only for the present but for future generations. To do this, the Council needs to consider matters such as the arrangement of land uses, how to enable economic advancement, the infrastructure to support our communities, the health of the natural environment, and community development. Decisions about these matters require a careful balance—the present against the longer term, one area or site in favour of another, and one stakeholder—such as a State agency or community group—against another.

If the Council, on behalf of the broader Banana Shire community, fails to plan properly, it would

be to the detriment of our urban and rural communities for future generations. The long-term future of our diverse urban and rural communities depends on—

- good land-use and infrastructure planning—the purpose of a new plan;
- creating a sustainable economic climate—Council's economic development strategy would be mainly responsible for this; and,
- a facilitative corporate culture within the Council—Council's corporate plan explains this further.

### WHAT IS A 'STRATEGIC DIRECTIONS DISCUSSION PAPER'

Council started this project for the new planning scheme under the *Integrated Planning Act 1997* (the IPA) although plans to continue under the new *Sustainable Planning Act 2009* (the SPA). The IPA required Council to prepare a 'Statement of Proposals' setting out a summary of its intentions for the new plan—before starting to prepare it. The SPA and associated guidelines do not require Council to prepare such a document, however Council considers that it is good practice to inform the community and State government agencies of its broad expectations for the new plan and enable appropriate feedback early in the process—the purpose of this discussion paper.

The success of the new planning scheme depends on the interest, involvement and cooperation of all the stakeholders—the community, State agencies, property owners, the development sector, and the Council.

## 2 COMMUNITY INVOLVEMENT

Council wants to engage with the community to help develop the new plan. Many people





*the Council needs to consider a wide range of stakeholders*

have an interest in future land uses, infrastructure, or the region's natural features or resources. Some examples include –

- a business that wants to establish a new building or change a land-use would need to refer to the planning scheme to ascertain whether or not an approval is necessary and, if so, the applicable requirements;
- a landowner who wants to create new housing lots or a farmer seeking to realign property boundaries would need a planning approval under the planning scheme;
- a resident living near a proposed new feedlot may be interested in reviewing the plans, understanding the rules that apply, and making a submission about it;
- somebody wanting to build a house would probably not need an approval under the planning scheme, but may want some assurance about future uses nearby and potential risks associated with flooding, bushfire or other natural hazards;
- business owners wanting to sell their business premises may want to know what are the possible or acceptable uses for those premises;
- a business considering relocating to the Banana Shire would prefer an easy-to-use scheme that clearly sets out Council's requirements so as to avoid 'surprises';
- residents considering starting a small business to operate from their home would like straightforward rules that are easy to comply with – preferably without needing an approval;
- State government agencies have concerns such as ensuring that a new planning

scheme does not make it more difficult or expensive to provide their services or facilities or compromise long-term regional or State interests like conserving 'Good Quality Agricultural Land' or the State-controlled road network;

- property owners are often interested in protecting the value of their investment, including the extent and nature of uses allowable on their own and adjoining land;
- indigenous peoples would be concerned about protecting places of indigenous cultural heritage;
- the development sector prefers simpler and more efficient regulation that does not add to the cost of carrying out development such as a new estate or a new industrial building; and,
- the environment sector and the broader community are concerned to ensure that development does not adversely affect natural and ecological systems or processes.

The above illustrative list shows that the Council needs to consider a wide range of stakeholders in preparing the new plan. A broad community involvement would help make a better and more sustainable plan.





## PROCESS FOR MAKING A NEW SCHEME

Figure 1 shows the overall process that the Banana Shire Council needs to follow to put a new planning scheme in place.



Figure 1: Summary of the process for making a new planning scheme

## 3 SOME FACTS ABOUT THE SHIRE

### POPULATION CHANGE

It is understandable that many people within our communities appreciate what we have now and do not see the need for change. Whether appreciated or not, change occurs around us year-by-year, but it is often unnoticed. Council recognises that one of the most significant considerations for the future is the slow rate of growth and demographic change occurring within our communities.

One of the key socio-economic implications for preparing the planning scheme is that the current low rate of population growth is likely to continue —the trend is for Banana Shire’s population to grow at about only 50 persons per year.

While Council would prefer a higher level of growth, controlling factors are largely beyond its influence. The planning scheme therefore will need to assume a relatively low level of growth and development—but contain some flexibility in the event that the shire experiences higher growth rates.

Council has recently commissioned economic and demographic analyses to provide advice about changes in population, housing, employment and floor space throughout the shire.

Figure 2 compares the percentages of Banana Shire Residents by different age groups—we have a proportionally more younger people than the Queensland average. The 15-24 age group is a notable exception to this however.



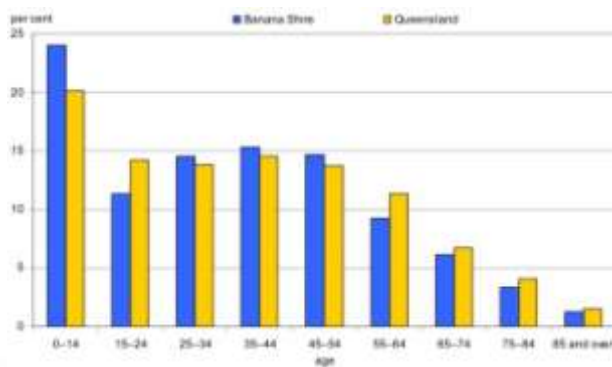


Figure 2—Estimated Resident Population by Age, Banana Shire & Queensland, 2008

Source—ABS, Population by Age and Sex, Regions of Australia, cat. no. 3235

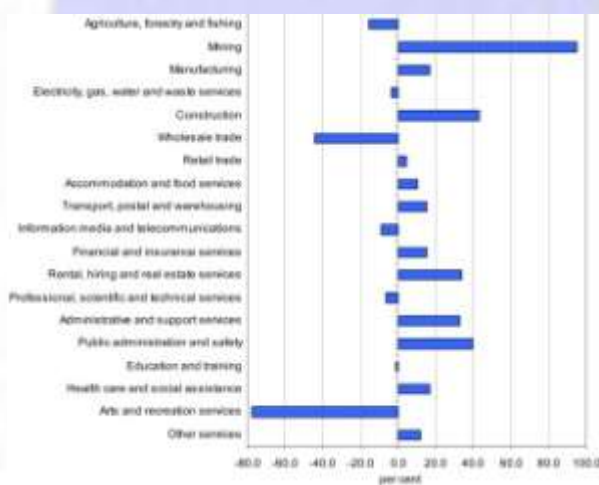


Figure 3—Percentage change of employed persons (a)(b) by industry (c), Banana Shire, 2001–2006

- (a) based on place of enumeration
- (b) aged 15 years and over and excludes overseas visitors
- (c) Based on 2006 Australian and New Zealand Standard Industrial Classification (ANZSIC)

Source—ABS, Census of Population and Housing, 2006, Time Series Profile

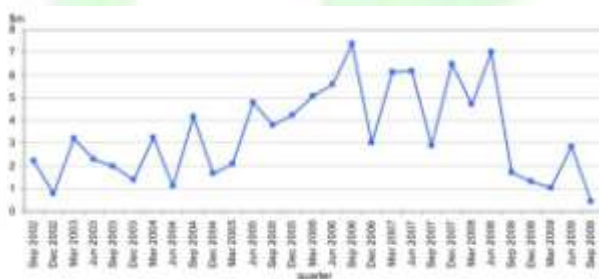


Figure 4—Total value of building approvals (a), Banana Shire, September quarter 2002 to September quarter 2009 (b)

## Quick facts

(source: Statistical Profile of the Banana Shire, Banana Shire Council, 2010)

Banana Shire Area—28,610 km<sup>2</sup>

Estimated resident population (2008)—15,429

Projected population (2026)—16,495

Unemployment rate (March quarter 2009)—2.9%

Mean taxable income (2006/07)—\$52,402

No. businesses (2006/07)—2,472

Value of building approvals (year ending Sept 2009)—\$5.6M

Value of agricultural production (2005/06)—\$273.4M

- (a) includes alterations, additions and conversions
- (b) figures are based on September 2009 release of ABS cat. no. 8731.0. The entire time period is fully revised at each quarterly release.

Source—ABS, Building Approvals, Australia, cat. no 8731.0.

Further statistics are available within the Banana Shire Council Local Government Area Statistical Profile produced by the Office of Economic and Statistical Research (January 2010).

## 4 PLANNING SCHEMES

### LEGISLATION

The new planning scheme would operate under the provisions of the *Sustainable Planning Act 2009* (the SPA).

The purpose of the SPA is to seek to achieve ecological sustainability. A planning scheme helps it do this by ‘managing the effects of development’.



## WHAT A PLANNING SCHEME CAN DO

A planning scheme is a *statutory instrument* and has the force of law.

It is important to explain what a planning scheme can and cannot do—its functions are often quite different to the expectations of the community. Its primary purpose is to regulate ‘development’. It is the Council’s main ‘tool’ for identifying and regulating where growth and change should occur. It does not have the role of proposing new works such as streetscape or CBD improvements, town bypasses, or park facilities.

A planning scheme can only deal with ‘development’. The SPA defines the term, but in summary it means —

- making a ‘material change of use of premises’ -e.g. changing a use, starting a new use, recommencing a use;
- ‘reconfiguring a lot’ —e.g. subdividing land, realigning boundaries; and
- carrying out ‘building work’ or ‘operational work’ —e.g. a new building or an extension, filling land, placing an advertising device, constructing a road.

The planning scheme does not necessarily require an approval of all ‘development’. However, it needs to state what development requires Council approval and whether a development needs to comply with particular codes.

Therefore, a planning scheme may be concerned with a range of issues in our rural and urban environments, including—

- location of new businesses or industries;
- the size, height and appearance of new buildings or works such as filling of land;
- new roads, for example in a new residential or industrial estate;
- the preferred location, timing and density of housing;

- protecting significant natural areas or features; and
- protecting the viability of farmland, for example by preventing unnecessary subdivision or encroachment of uses that are not compatible with farming practices.

The plan must also incorporate matters of State and regional significance.



Figure 5—Urban expansion, Moura

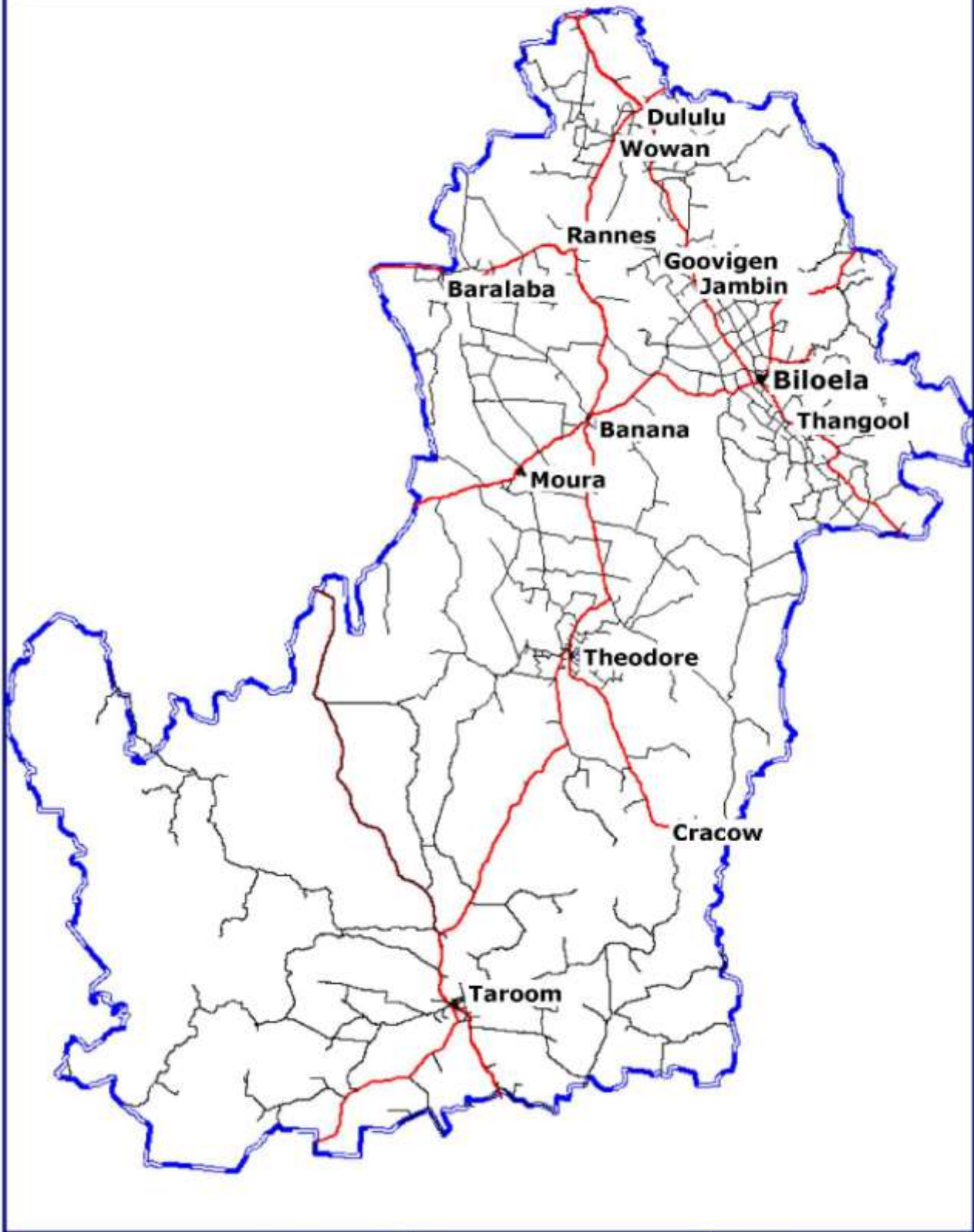
*the planning scheme can only deal with ‘development’*





Banana Shire Statement of Proposals

## Banana Shire Map





***“Planning is bringing the future into the present so that you can do something about it now.”***

*Alan Lakein*

A planning scheme cannot deal with uses and works that already exist lawfully—the new plan would not be able to affect or further regulate a use or other development once it is in place and complying with all required approvals or codes.



Figure 6—Sugarloaf Cliff and Dawson River, south of Theodore

A new Planning Scheme CAN—	A new Planning Scheme CANNOT—
<p>regulate changing the boundaries of a lot (e.g. subdivision), changing the use of land, commencing a new use, intensifying the use of land, or recommencing an abandoned use —these are defined as ‘<i>development</i><sup>1</sup>’;</p> <p>require that new development provide and construct car parking, landscaping, buffering, erosion or sediment control, or connect to services such as water supply and sewerage;</p> <p>lessen the adverse effects of new development—for example excessive traffic in a residential street or lighting from a use at night;</p> <p>regulate the intensity of a use or building—building heights, distances from boundaries, hours of operation;</p> <p>identify whether or not development requires Council approval;</p> <p>specify what uses are acceptable or unacceptable on a property.</p>	<p>propose works programs such as upgrading roads or parks, or streetscape improvements;</p> <p>regulate uses or works that have already commenced lawfully—it cannot stop a use or add further conditions or requirements or require removal of lawful works;</p> <p>stop someone exercising an approval that remains valid;</p> <p>control animals—barking dogs, maximum number kept at a premises etc;</p> <p>change State Government decisions or processes;</p> <p>make a landowner carry out development (like start a new use or erect a building);</p> <p>regulate heavy vehicle parking or overgrown allotments—Council local laws can deal with these matters.</p>

1 see the full definition in the Appendix





## CORE MATTERS

The *Sustainable Planning Act 2009* requires that a planning scheme coordinate and integrate 'core matters'. There are three core matters (Division 3, section 89 of the SPA)—

- land use and development,
- infrastructure, and
- valuable features.

(See Appendix A for further details.)

## Banana Shire

...Shire of Opportunity

## QUEENSLAND PLANNING PROVISIONS

The *Sustainable Planning Act 2009* requires that a planning scheme reflect the State's standard planning scheme provisions. The new plan would therefore follow the structure and format contained in the State's *Queensland Planning Provisions* (commenced on 18 December 2009).

## 5 THE STATE'S INTERESTS

The Queensland Government is a key stakeholder that the Council will need to consult in preparing the new planning scheme. State agencies have the opportunity to review the draft scheme and their early input will assist the Council to consider and incorporate their interests. The Minister for Infrastructure and Planning is responsible for considering and approving the draft scheme prior to its public release and for its final approval.

The State's interests for the Banana Shire include —

- ensuring the efficient use of land, for example by protecting industrial land from non-industrial activity or future residential land from development that would compromise its longer-term use for housing;
- nature conservation and protecting biodiversity (e.g. water courses, remnant vegetation, ecosystems);
- cultural heritage (e.g. indigenous and European);
- protecting the environment from contaminants;
- protecting transport routes and corridors;
- integrating land-use and transport;
- managing State-controlled roads and access to them;
- facilitating appropriate industry and business development;
- primary industries (e.g. cropping, livestock, forestry, aquaculture);
- conserving water resources (water courses, groundwater, floodplains);
- conserving good quality agricultural land;
- conserving extractive resources;
- facilitating appropriate uses on State land including forestry and national parks;
- avoiding or mitigating the effects of natural hazards (e.g. flood, bushfire or landslide);
- considering social implications (e.g. for the elderly or for young people); and
- ensuring an effective and efficient system for assessing development proposals.



## 6 COUNCIL'S SIMPLIFIED APPROACH

Council is yet to fully consider the extent of additional investigations required to properly prepare a new planning scheme.

It would appreciate stakeholder input on this matter, but at this early stage does not consider that there is a need to make extensive changes to the principles in the two current planning schemes. Given this, it does not view major

*Council does not consider that it is necessary to carry out major investigations, studies or policy reform...*

investigations, studies or policy reform as necessary in order to prepare a new scheme.

There would however be some notable changes, as shown in the following table—some of these arise from the requirements in the new planning legislation.



Figure 7—Central Biloela





Current	Proposed (subject to State Government approval)
Style and format—Banana Shire Planning Scheme consistent with the IPA template; Taroom Planning Scheme consistent with a number of others in Queensland	Drafted in a style and format that is consistent with other Queensland Councils using the QPP required by the new <i>Sustainable Planning Act 2009</i>
The current planning schemes contain 'Desired Environmental Outcomes' (DEOs) but do not have a strong strategic focus that explains what the Council hopes to achieve or avoid.	The new planning scheme would contain a community statement, strategic vision and strategic framework. It would have a renewed strategic focus.
The planning schemes were prepared prior to Council's corporate plan.	The planning scheme would have a stronger connection with the Council's new corporate plan and economic development strategy, and be consistent with a <i>Long-term community plan</i> that the Council will need to prepare under the new <i>Local Government Act 2009</i> . These documents would work in partnership.
Settlement pattern—Each of the towns and villages in the shire generally have adequate land zoned for urban purposes. Both Biloela and Moura have high density Residential Accommodation precincts adjacent to the CBD. Biloela includes Rural Residential precincts on the north eastern fringe of the Town Zone. Taroom has adequate urban zoned land adjacent to the CBD.	Additional urban housing opportunities within Biloela; investigations in other towns; consider Park Residential adjacent to Biloela;
Industrial land—Moura and Biloela have land in the industrial precinct. The village areas have no industrial zoned land. Taroom appears to have adequate industrial land zoned available for future industrial uses.	opportunities for industry on the northern side of Raedon Street, Biloela  consider the implications of newly-developing LNG gasfields  The Council will consider how to make the planning scheme more flexible to enable industries to establish in appropriate locations that are not zoned in advance.
Other policies and strategies relating to matters such as economic development, natural resources, heritage, infrastructure, natural environment, etc  Home-based businesses are subject to impact assessment in both the towns and rural areas.	Relatively minor changes intended in relation to matters such as reconfiguring in the rural zone, the location of and extent of industrial land.  Home based businesses would probably be self-assessable or code assessable—thereby reducing the regulatory burden on small business.
Detailed provisions in the planning schemes—sometimes not easy to follow or understand; some overlays 'trigger' assessment unnecessarily; some definitions not workable. Taroom Scheme is a much simpler scheme than the current Banana Scheme.	intended to be more user-friendly and intuitive to follow;  written in plain English with simpler codes (noting however that the State will have expectations with respect to comprehensiveness);
Level of regulation is generally relatively low—the new scheme could still be less restrictive and more facilitative. Sufficient flexibility could be included to encourage the appropriate development in each town and village while protecting the existing rural and mining economic bases of the communities.	Council intends to ' <b>regulate development as little as possible and as much as necessary</b> '—regulate only if it is possible to 'value-add' for the long-term good of the community. Some refinement may be possible to the current schemes, particularly with the ability to use 'compliance assessment'. Applications would only be necessary where assessment can add value to the outcome 'on the ground'.
Banana Scheme—5 zones (Rural, Special Industrial, Village, Open Space, and Town Zones). Each zone has associated land use precincts—Commercial, Community, Highway, Industrial, Recreation, Residential, Residential Accommodation, Rural Residential, and Tourism.	The new scheme would have similar zones but would have an additional one to identify the possibility of other urban development subject to further more detailed investigation.









## 7 COUNCIL'S PROPOSALS

### 'STRATEGIC OUTCOMES'

This section sets out the Council's strategic directions relevant to its new planning scheme.

The planning scheme would contain a strategic framework to present Council's policy position on these matters. The scheme would probably contain seven themes —

- settlement pattern
- natural environment
- natural resources and landscapes
- economic development
- community identity and diversity
- access and mobility
- infrastructure and services.

### SETTLEMENT PATTERN

The location, distribution and density of housing, industry, and commerce can affect the efficiency, liveability, and environmental effects of human activity. The Council intends that the plan would facilitate new development that contributes to more efficient, pleasant, and sustainable places.

The plan would identify areas that are conveniently located and can be efficiently serviced and developed in an orderly way for housing, industry, commerce and other uses.

### STRATEGIC OUTCOMES —

Some possible outcomes are —

- the settlement pattern focuses on Biloela, Moura, Theodore and Taroom — with Biloela remaining the principal town and centre within the shire;

- each of the major towns has a vibrant and compact town centre at its core, surrounded by low-density housing, industrial development in discrete locations and other urban uses;
- opportunities for medium density housing in the most accessible and central parts of Biloela;
- an adequate, but not excessive, allocation of land for future residential, commercial, industrial, and community uses;
- rural residential or lifestyle housing is situated close to the towns in locations that do not compromise their later expansion or interfere with rural production — such development will generally not occur in other areas.

### NETWORK OF CENTRES

The intention is that the principal centre, Biloela, would continue to accommodate the highest level of government, administration, retail, business and community facilities within the local government area.

The other major towns, Taroom, Moura and Theodore would remain the focus for future residential, industrial, commercial and community purposes in their own districts — although the projections show relatively little need to expand.

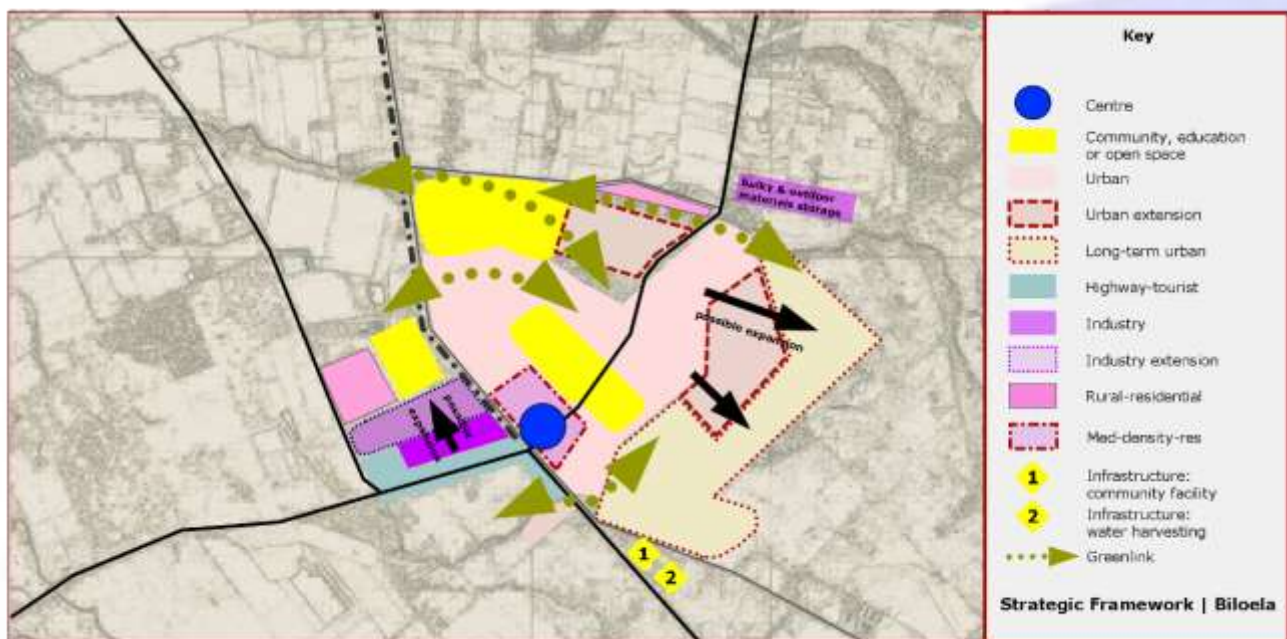
The plan would encourage any additional commercial and retail development to locate within or adjacent to the existing commercial

*Biloela would continue to accommodate the highest level of government, administration, retail, business and community facilities.*

areas of these towns.

The plan would identify the core retail and commercial area of each town centre. These areas





ought to be large enough to accommodate some growth while still endeavouring to consolidate business into centres that are strong and viable. The Council proposes to encourage a wide range of commercial, retail, entertainment, community, cultural, and government activities within the core business areas.

The plan would protect the heritage and character of buildings within the 'main street' of each town.

The various villages serve only as basic local service or community centres and are generally not likely to experience significant growth or expansion in the life of the planning scheme. Even so, the plan would be flexible enough to facilitate and recognise their role.

#### INFILL DEVELOPMENT

Development within the current boundaries of the existing towns and villages would make more efficient use of existing infrastructure—water supply, sewerage, and roads for example. This would be the preferred location for additional housing development—rather than in more remote areas. The towns typically include larger parcels of land that are capable of being further subdivided and developed with housing or

industry. The plan would therefore encourage new housing, industry and commerce to locate within the existing towns.

#### GREENFIELD AREAS

Previously undeveloped sites, mostly on the edge of existing settlements, which could readily connect to services and integrate with a current urban area are acceptable locations for new housing or industry. They would provide an alternative to development within a town.

Urban expansion depends on an assessment of constraints such as drainage, landslide and stability, access to services, road access and avoiding encroachment onto good quality agricultural land. Further, changes to zoning would be subject to Council and State government approval.

In the light of these matters, urban expansion may be possible in the following areas—

- Biloele —
  - residential land to the east;
  - industry to the north of Raedon Street
- Moura —





- south-east
- west of Rogers and Hicks Streets.

Some possible challenges include the potential for growth in Theodore and Moura —

- if Theodore was not so constrained by flood-lia ble land, the Dawson River, cropping land, and coal resource areas, it may have been more suitable for further expansion;
- Moura is constrained by State-owned land surrounding the town;
- water security—having an adequate raw water supply for town use.

Council intends to investigate these as part of the preparatory work on the plan. It also proposes to investigate the right balance for growth across the shire.

#### HOUSING DENSITIES

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Housing densities in general are likely to remain relatively low — people are generally familiar with single houses on their own lots of around 800 m<sup>2</sup> or more within the urban area and on 2 hectares or more in low-density housing areas outside the towns. Council considers that this should be the subject of further investigation as smaller lots in the urban area may be able to make more efficient use of available land, infrastructure, and services. Smaller blocks, as small as 500 m<sup>2</sup> or 600 m<sup>2</sup>, may be possible in certain circumstances in the future.

To enable the retention of existing residents who may find it difficult to maintain a large house on their own, or residents of rural areas wanting to move to their nearest town, the plan intends to enable alternative housing options within the existing settled areas — dual occupancy and granny flats for example.

The planning scheme could identify areas for higher density, for example close to the Biloela commercial and community precincts.

#### PUBLIC SAFETY

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Intensive land uses would be located where they would be less susceptible to threat from hazards such as floods, bushfires, and landslip. Wherever intensive land uses are likely to be subject to natural hazards, the plan would expect such development to mitigate the effects of such hazards, for example by having habitable floors above the flood level.

#### RURAL LIFESTYLE HOUSING

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The plan would identify areas that are suitable for rural lifestyle housing. These are likely to be in locations where it is possible to consolidate existing rural lifestyle housing and where new dwellings are not likely to lead to fragmentation of land suitable for legitimate rural production.

Areas that have high environmental value or have risks associated with natural hazards are not likely to be suitable.

It would be necessary to consider the social implications of a low-density form of housing. Council prefers that rural lifestyle housing locate as close as possible to the major towns within the shire to make more efficient use of Council and State infrastructure and services. Council does not plan significant increases in such low-density housing however.

#### CLIMATE CHANGE

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The implications of climate change for future development in the shire is uncertain, however it is unlikely that the plan would be able to make any significant contribution to reducing our 'carbon footprint', given the relatively low level of development activity.



Council may need to consider factors such as the prospect of more severe weather events, (e.g. flooding) water security, ageing infrastructure etc.

## STATE INTERESTS

Several State planning policies are relevant for Council's consideration in developing its strategic framework in relation to these matters –

- *State Planning Policy 1/92 Development and the Conservation of Agricultural Land* requires that Council protect the finite resource referred to in the SPP as 'Good Quality Agricultural Land';
- *State Planning Policy 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide* requires that the plan identify natural hazards and avoid development that would compromise safety;
- *State Planning Policy 1/07 Housing and Residential Development*, while not applying to Banana Shire Council, nevertheless encourages Councils to identify housing needs and ensure that the planning scheme enables opportunities for a diverse range of housing choice.

## INDICATIVE 'STRUCTURE PLAN'

The following indicative structure plan summarises the above proposals. Such a plan intends to show the general proposals of this document and the spatial relationships between different key land uses.

## NATURAL ENVIRONMENT

The plan would endeavour to protect natural systems and processes.

## STRATEGIC OUTCOMES—

- an environmentally sustainable Banana Shire;
- protection from inappropriate development for areas of ecological significance;

- conservation and enhancement or restoration of areas that have high values in terms of ecology or biodiversity;
- minimisation of water pollution and air pollution;
- new development incorporates principles of ecological sustainability, at least within the ability of a planning scheme to influence such a matter.

## BIO DIVERSITY

The plan would identify and protect areas of ecological significance. It would contain assessment criteria for development on land adjacent to publicly-owned areas of ecological significance, including national parks and conservation reserves. These would be designed to minimise the adverse effects of development on ecological values within publicly owned land.

Development would retain areas that have high value in terms of ecology or biodiversity wherever possible.

Development should protect the values of natural features such as the national parks like Cania Gorge and Mount Walsh.

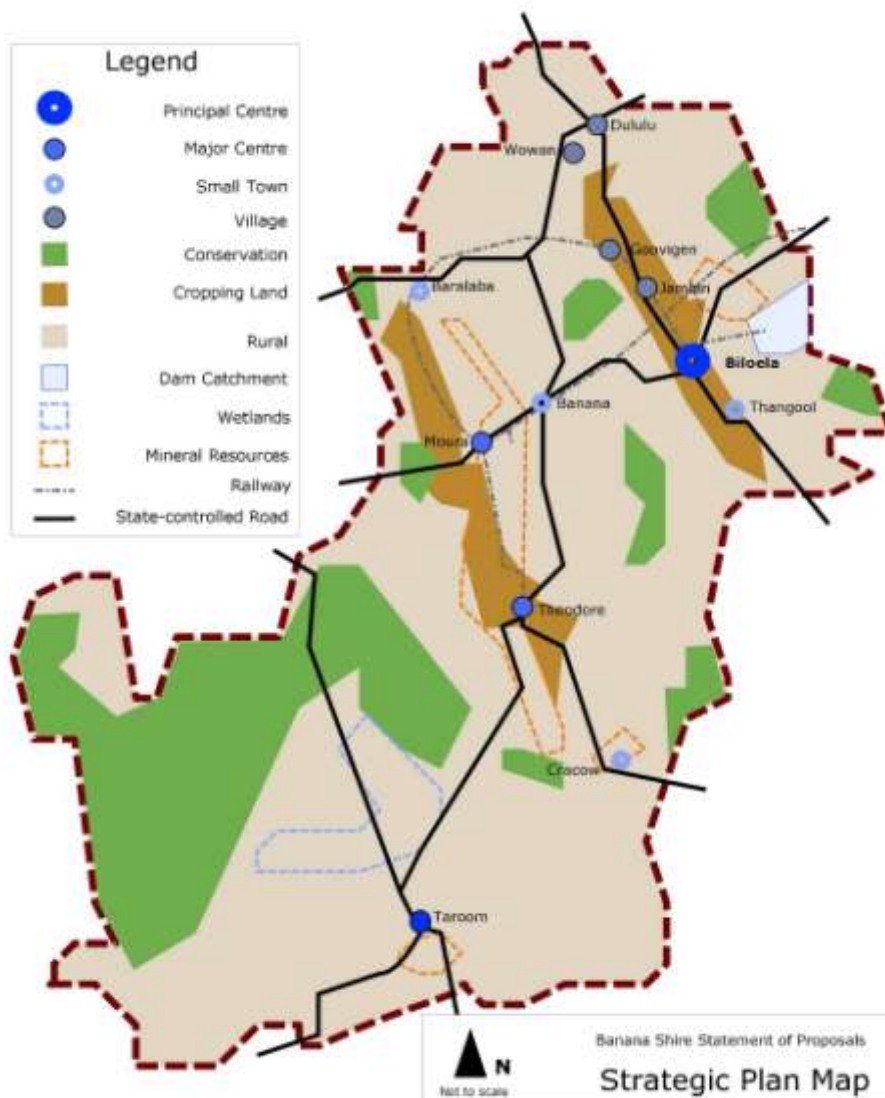
## WATERWAYS

New urban development and other potential contamination sources would be located away from water supply catchments. Sewerage may be necessary in situations where the intensity of a use is beyond the capacity of the land to accept effluent without adversely affecting surface or ground water.

The plan would contain appropriate standards in relation to water supply and sewerage systems for minimising the adverse effects on receiving waters.

Council will need to consider the new Temporary State Planning Policy 1/10 *Protecting Wetlands of*





The plan would manage development so that it does not compromise the long-term protection and use of the region's natural resources. Development, especially housing, adjacent to natural resources needs to be carried out in a way that does not create conflicts between different land uses.

#### STRATEGIC OUTCOMES—

- protection from inappropriate development for areas that have special scenic or aesthetic values;
- minimised land degradation;
- conservation of economically beneficial extractive and mineral resources, good quality agricultural land, and forestry resources.

*High Ecological Significance in Great Barrier Reef Catchments in preparing the scheme.*

#### AIR AND NOISE QUALITY

New residential development and other sensitive uses would locate away from industrial areas, sewage treatment plants, piggeries, feedlots, or intensive agriculture involving dusting or aerial and surface spraying. New industrial development or other potentially polluting activities would locate to minimise adverse impacts on existing and potential residential and other sensitive uses.

#### NATURAL RESOURCES AND LANDSCAPES

The plan would consider natural resources such as extractive and mineral resources, good quality agricultural land, water quality and catchments, forestry, and the rural landscape.

#### SCENIC AMENITY

Banana Shire has many areas of natural scenic amenity, including—

- National Parks such as Kroombit Tops, Precipice, Isla Gorge, Expedition and Palmgrove;
- State forests such as Theodore, Belmont, Ovenden and Roundstone;
- farming areas and rural landscapes such as —
  - those adjacent to the Burnett Highway
  - along the Dawson River near towns such as Taroona and Theodore; and



– along the Dee River.

Those that are in prominent locations, such as adjacent to or visible from highways, are particularly important for presenting a good impression for people passing through Banana Shire, but also provide a basis for residents to be proud of their locality. These visually appealing areas contribute to the overall appealing character of Banana Shire and the plan would therefore seek to protect them from inappropriate development.

#### GQAL & CROPPING LAND

Good Quality Agricultural Land (GQAL), or 'strategic cropping land' is probably the most significant long-term natural resource within the shire. Our communities are essentially based on the ability to produce an income from the land. This requires that farms be able to operate without interference from incompatible uses and with minimal regulation, but be able to adjust farm size to suit longer-term production needs.

Using mapping provided by the State government, the plan would identify different categories of GQAL and areas that are not GQAL. The plan would expect that all new lots be of a shape and size that suit their intended purpose — for farming land this would mean that the new lots would need to retain their viability for primary production. Minimum lot size in the rural areas would be affected by the quality and extent of GQAL. The plan would set a default minimum lot size in rural areas — Council will investigate this but it is unlikely to enable further subdivision.

The planning scheme would contain criteria for managing development that is more intensive so that it does not destabilise soil surfaces or increase soil erosion or salinity.

#### EXTRACTIVE AND MINERAL RESOURCES

The community as a whole derives significant and direct benefit from extraction of hard rock, gravel, sand, and other quarryable and mineral resources such as coal or gold. The broader public needs extracted material to construct buildings, roads, bridges — anything involving aggregate or concrete can only be made by extracting the natural resource from the ground. Such a resource can only be taken from the location in which it occurs naturally. If our society continues to consume materials based on extractive resources then someone needs to quarry or mine those resources before we can use them.

Uses that are not compatible with quarries and mines should not locate where they are likely to conflict with normal extractive operations. The plan would endeavour to discourage potentially conflicting uses from locating near to areas of extraction or to haul routes.

The planning scheme cannot regulate the establishment or maintenance of mines, open-cut coal mining for example. The Department of Employment, Economic Development and Innovation administers mining tenure under the *Mineral Resources Act 1989*.

#### FORESTRY

Council proposes to protect forest areas by including provisions in the scheme for requiring buffering between incompatible land uses.

The plan would encourage farm forestry on freehold land.

#### ECONOMIC DEVELOPMENT

The plan would facilitate and encourage economic activity within the shire, but is not able to directly create employment or start new businesses.





## STRATEGIC OUTCOMES—

---

- Towns that are 'alive' with a future and have —
- Adequate employment opportunities;
- Strong and viable employment areas, including commercial and industrial districts, that are located conveniently in relation to employment and their markets;
- New development locates and operates in a way that does not compromise the functioning and viability of adjoining or nearby economic activity;
- Businesses function competitively and attract investment.

## ACTIVITY CENTRES AND EMPLOYMENT

---

Town centres and industrial areas would be distinct and discrete locations for focusing commerce, retail, government, community activities, and industry in Biloela and the major towns, thereby creating commercially appealing and convenient places for trade and facilitating a strong sense of community.

## HOUSING AFFORDABILITY AND LOCATION

---

Banana Shire needs to continue to attract additional residents. One of its potential attractors is the relatively affordable housing that is available, at least in several locations. Families choose housing location based on a range of factors, many of them outside the direct influence of a planning scheme — for example the availability of long-term child care influences decisions about where to live.

## VALUE ADDING

---

The plan would facilitate activities that 'value-add' to primary produce. Industrial areas and appropriate rural locations would enable business to 'value-add', thereby increasing the region's output and prosperity.

## HOME-BASED BUSINESSES

---

Businesses carried out within a dwelling by people who live there are likely to provide an increasingly important role in the future. Home-based businesses often serve an 'incubator' role for newly established enterprises. Council intends that the plan facilitate low-scale businesses, currently referred to as *home-based businesses*, that have a negligible impact on residential amenity by not requiring planning approval. Home-based businesses that potentially have some impact may still be allowable provided their impacts are manageable.

## RURAL INDUSTRY

---

The plan would allow for developing value-adding industries where they have a direct relationship with the site or surrounding activities — for example processing or packing rural produce adjacent to the farm. Such development however would need to protect the rural character of the locality.

## GQAL AND PRIMARY PRODUCTION

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Good Quality Agricultural Land (GQAL) is a finite resource and is the foundation for many communities within Banana Shire. Without primary production that relies on the ability for the soil to create there would be no need for our communities to exist.

## INDUSTRIAL LAND

---

The plan intends to provide adequate land in designated areas for industrial development, most likely to be light and service industries, either associated with the rural sector or providing services to residents.

*towns that are alive with a future...*



Council would prefer if sites within the designated industrial areas were only developed for industrial or related uses, given the limited supply of such land and the likely conflict that could arise between industry and other activities.

Industrial development is not likely to occur within the smaller villages — however the plan would enable some limited small-scale and inoffensive commercial or industrial type of activities within them.

#### IMPORTANT ECONOMIC ASSETS

---

The plan would identify and reinforce economically important assets and infrastructure — town centres, tourist destinations, aerodromes, extractive resources etc.

#### COMMUNITY IDENTITY AND DIVERSITY

---

##### STRATEGIC OUTCOMES —

---

- high-quality lifestyle based on rural character and the shire's natural features and resources;
- vibrant and prosperous town centres;
- productive rural areas;
- new development in prominent or visually sensitive locations would be designed so as to protect or enhance character and amenity;
- new development acknowledges our heritage and our past;
- attractive towns that appeal to their residents and visitors;
- accessible and appealing public recreation spaces and parks;
- significant areas of native vegetation retained.

#### VILLAGES

---

Council does not anticipate any significant expansion of villages such as Banana, Dululu,

Goovigen or Wowan. The plan would seek to maintain the small-scale and historical nature of the shire's villages.

#### SOCIAL INFRASTRUCTURE

---

The plan would identify existing and proposed community infrastructure land and contain assessment criteria intended to protect such infrastructure from the possibility of adjacent incompatible land uses.

The State may identify additional land that it requires for community infrastructure.

#### INCOMPATIBLE LAND USES

---

The plan would endeavour to separate or buffer incompatible land uses.

#### SPORT AND RECREATION

---

The region is relatively well-resourced with respect to sport and recreation facilities. The plan would enable new facilities or ancillary club facilities within recognised and established sporting and recreation locations.

#### PARKS AND PUBLIC SPACES

---

Council does not anticipate that the scale and location of new development over the life of the plan would generate the need for major additional parks or public spaces. Existing ones should remain available for public recreation, sport or similar purposes.

#### CULTURAL HERITAGE

---

Each town and village within the shire has its own particular character, strongly influenced by the presence of heritage buildings, including those in their town centres but also dwellings and other buildings.





The plan would contain assessment criteria designed to protect the heritage values of buildings and precincts.

#### HOUSING DIVERSITY

---

The plan would facilitate a range of housing forms and densities in a variety of locations.

#### WALKABLE COMMUNITIES

---

The plan would contain development standards for parking, loading and pedestrian and cycle access so that new development is safe and accessible.

#### INDIGENOUS CULTURAL HERITAGE

---

The plan would identify areas that have a higher probability of containing sites or artefacts of significance to indigenous Australians. Development that may have an impact on cultural heritage values would be subject to assessment provisions in the plan.

### ACCESS AND MOBILITY

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#### STRATEGIC OUTCOMES—

---

- improved accessibility—new services, facilities, parks and open spaces are located conveniently;
- convenient and equitable places to live and work;
- improved opportunities and facilities for cycling and walking and for people who are mobility-impaired.

#### STATE ROAD HIERARCHY

---

Several State-controlled roads pass through Banana Shire, namely—

- Burnett Highway
- Dawson Highway

- Eidsvold-Theodore Road
- Fitzroy Developmental Road
- Leichhardt Highway

The Department of Transport and Main Roads is interested to ensure that development does not compromise the safety and efficiency of the road network.

#### WALKING AND CYCLING

---

Even though there are only a few dedicated cycling or walking tracks within or adjacent to the towns such as Biloela, there are considerable walking and cycling opportunities due to—

- relatively low traffic volumes;
- wide streets;
- the relatively compact and small nature of the communities; and
- the relatively flat topography within the towns.

#### FREIGHT TRANSPORT

---

Many of the major towns are on major transport corridors and should be able to accommodate businesses that depend on freight transport or provide services relating to it. Primary industries in the locality depend heavily on transport by road. Supplies can only be delivered and produce transported from farms by road.

#### AIR TRANSPORT

---

The plan would discourage development that is incompatible with aerodromes from locating close to the Council-operated airstrips within the local government area. Of particular interest are—

- Thangool Airport
- Taroom aerodrome
- Theodore aerodrome.



## INFRASTRUCTURE AND SERVICES

'Infrastructure' is a very broad term that includes —

- aerodromes and emergency services;
- flood mitigation;
- hospitals and other health infrastructure;
- irrigation;
- police and other justice administration facilities;
- public transport;
- rail;
- roads;
- schools;
- sewerage; and
- water supply.

## STRATEGIC OUTCOMES —

- services delivered to the community efficiently and equitably;
- adequate additional urban land that minimises the cost of infrastructure extension;
- urban expansion occurs in an orderly and efficient manner;
- infrastructure matches the demand expected from existing and future development;
- safe, efficient and convenient infrastructure networks.

## INFRASTRUCTURE AND URBAN EXPANSION

Much of the infrastructure listed above is the responsibility of the State government.

New urban development would connect to normal urban services such as water supply, sewerage, power and telecommunications. Such urban development would locate where it is the most cost-effective to provide and maintain. This

would ordinarily mean that urban expansion on the edge of each town would occur where Council is able to provide water supply and sewerage services without unnecessarily extending or upgrading trunk infrastructure.

Low-density housing or other development that does not need to connect to trunk infrastructure networks such as water supply and sewerage should not ordinarily locate on land where it is possible for Council to cost-effectively provide such infrastructure.

## INFRASTRUCTURE STANDARDS

The plan would use or adopt State or nationally-accepted standards for infrastructure or services.

The plan would anticipate that infrastructure would be designed to minimise the life cycle cost consistent with the standard of service.

Council is aware that the standards in the *Capricorn Municipal Development Guidelines* may not be appropriate in all circumstances in Banana Shire.

## PRIORITY INFRASTRUCTURE PLAN

Planning legislation requires that each planning scheme contain a Priority Infrastructure Plan (PIP). The purpose of the PIP is to ensure that essential infrastructure is planned, charged for and delivered at an affordable cost to support economic and social growth. The PIP would identify—

- existing and proposed 'trunk infrastructure' (i.e. the major items such as treatment plants, major mains, principal roads etc);
- a 'Priority Infrastructure Area' — the area which Council considers it is able to most cost-effectively service with the trunk infrastructure;





- the charges to be levied on development as a contribution towards the trunk infrastructure.

The priority infrastructure plan would adopt the State's template for low-growth local governments.

The Council has already made considerable progress with work towards the priority infrastructure plan. This work will ultimately form part of the new planning scheme.

#### AFFORDABILITY

The Council intends that the plan contain infrastructure standards that are affordable, cost-effective, and appropriate to Banana Shire.

## 8 FURTHER INVESTIGATIONS

Council intends to carry out only a basic level of research and investigation. Council anticipates that it would carry out or use the following investigations —

- *housing analysis*—Council plans to request the Department of Communities (Housing and Homelessness Services);
- *demographic analysis*—Council has forecasts prepared by the State's Planning Information and Forecasting Unit; Council has separately commissioned investigations into population, housing, employment and floorspace.

Council does not anticipate carrying out extensive investigations, particularly considering the relatively recent nature of existing planning schemes and the relatively low level of development activity.

## 9 PROPOSED STRUCTURE OF THE PLANNING SCHEME

The new plan would comply with the State government's standard planning scheme provisions set out in the 'Queensland Planning Provisions' (the QPP). The structure would be —

- Community statement
- Strategic vision
- Strategic framework
- Priority Infrastructure Plan
- Zones and Precincts
- Overlays
- Codes
- Defined terms
- Mapping
- Planning Scheme Policies.



## APPENDIX A—SOME PLANNING SCHEME TERMS

### PLANNING SCHEME

A **planning scheme** is an instrument that —

- (a) is made by a local government under division 2 and part 5; and
- (b) advances the purpose of this Act by providing an integrated planning policy for the local government's planning scheme area.

(See section 79 of the SPA.)

### DEVELOPMENT

**Development** is any of the following—

- (a) carrying out building work;
- (b) carrying out plumbing or drainage work;
- (c) carrying out operational work;
- (d) reconfiguring a lot;
- (e) making a material change of use of premises.

(See section 7 of the SPA for supporting definitions of the above.)

### CORE MATTERS

The following are the three '**core matters**' for the preparation of a planning scheme (section 89 of the SPA) —

#### LAND USE AND DEVELOPMENT

**Land use and development** includes each of the following—

- (a) the location of, and the relationships between, various land uses;
- (b) the effects of land use and development;

- (c) how mobility between places is facilitated;
- (d) accessibility to areas;
- (e) development constraints including, but not limited to, population and demographic impacts.

#### INFRASTRUCTURE

**Infrastructure** includes the extent and location of proposed infrastructure, having regard to existing infrastructure networks, their capacities and thresholds for augmentation.

#### VALUABLE FEATURES

**Valuable features** includes each of the following, whether terrestrial or aquatic —

- (a) resources or areas that are of ecological significance, including, for example, habitats, wildlife corridors, buffer zones, places supporting biological diversity or resilience, and features contributing to the quality of air, water (including catchments or recharge areas and soil);
- (b) areas contributing significantly to amenity, including, for example, areas of high scenic value, physical features that form significant visual backdrops or that frame or define places or localities, and attractive built environments;
- (c) areas or places of cultural heritage significance, including, for example, areas or places of indigenous cultural significance, or aesthetic, architectural, historical, scientific, social or technological significance, to the present generation or past or future generations;
- (d) resources or areas of economic value, including, for example, extractive deposits, fishery resources, forestry resources, water resources, sources of renewable and non-renewable energy and good quality agricultural land.





Figure 9—Theodore



# SUBMISSIONS

## HOW TO LODGE A SUBMISSION

All submissions need to be in writing and be —

- delivered to Council's offices,
- posted, or
- faxed.

Each submission should—

- include the name and address of each person making the submission;
- include the signature of each person making the submission;
- be submitted by the due date – **6 August 2010**; and
- be addressed to—

The Chief Executive Officer  
Banana Shire Council  
PO Box 412  
Biloela QLD 4715

Council has prepared a submission coversheet that will help you complete and send the submission.

## OBTAINING FURTHER INFORMATION

Further information is available by phone.

## REGISTER TO BE KEPT INFORMED

Complete and return the submission coversheet and tick the relevant boxes so that Council can register your interest and send you further information as it becomes available.

## NEXT STEPS

Council will consider all properly made submissions and use the information to prepare the draft planning scheme. Council will make the draft planning scheme available for public review and comment. This is likely to be in mid 2011.



## SUBMISSION COVER SHEET—STRATEGIC DIRECTIONS DISCUSSION PAPER

Council invites you to use this form as a coversheet and attach it to your detailed submission about any of the matters contained in the Strategic Directions Discussion Paper.

Submitted by — ☐ hand delivery; ☐ fax; ☐ post

☐ Submission received before close of business on **Monday 6 August 2010**

☐ Signed by every person making the submission

☐ Name(s) and address(es) of submitter(s) complete

☐ Cross-references made to sections in the Strategic Directions Discussion Paper (This will help Council understand your comments or suggestions.)

☐ Send me updates when they become available ( ☐ by e-mail; ☐ by post)

Name of submitter

---

Address of submitter

---

---

---

e-mail address (optional)

---

Phone number (optional)

---

Signature(s) of all  
submitter(s)

---

---

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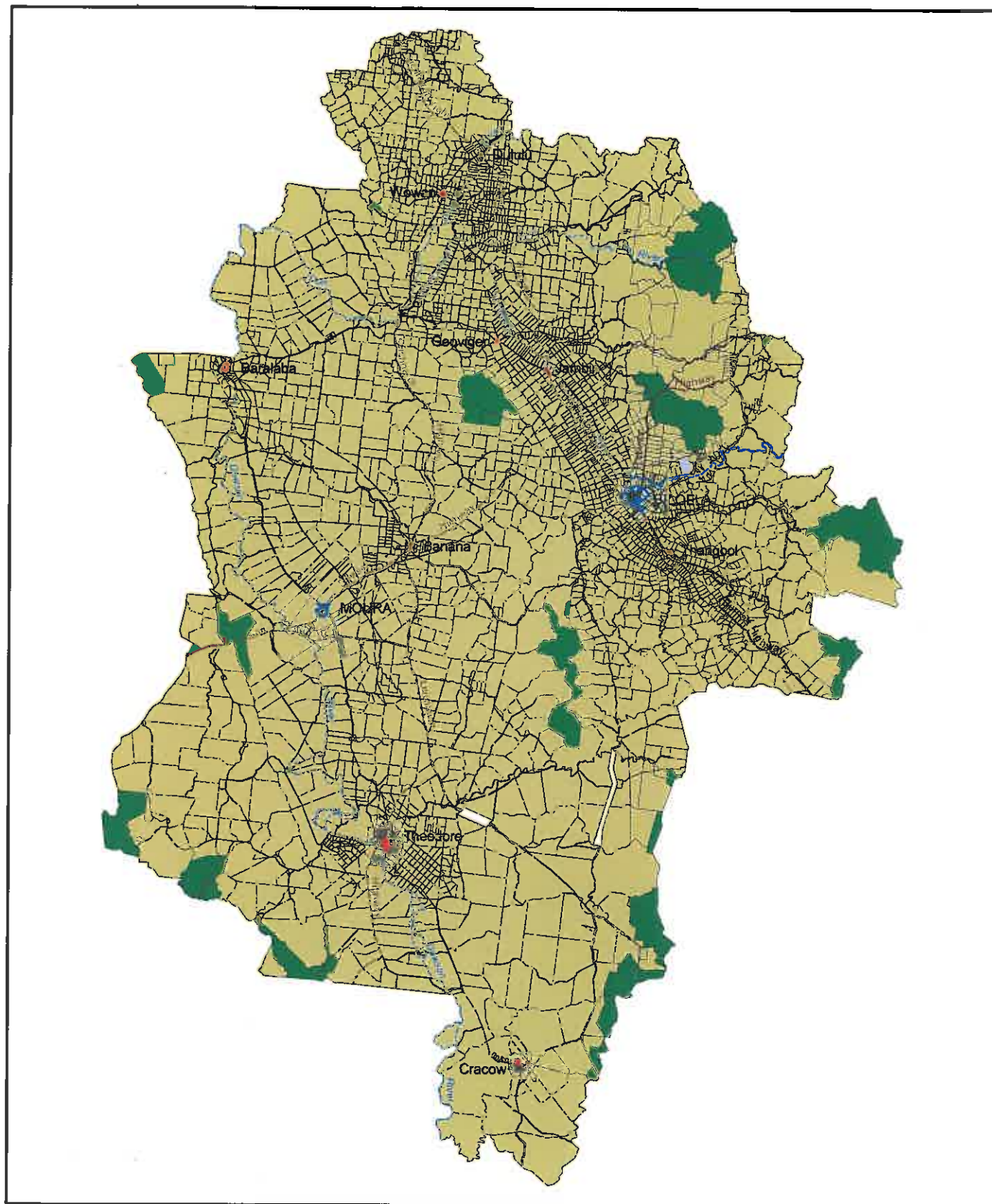
Date of submission

---

Send your submission to —

The Chief Executive Officer  
Banana Shire Council  
PO Box 412  
Biloela QLD 4715





# **ZONING** **Banana Shire Planning Scheme** **Map No. ZONE-1**

Scale 1:650 000  
 10 0 10 20 30 40  
 Kilometres



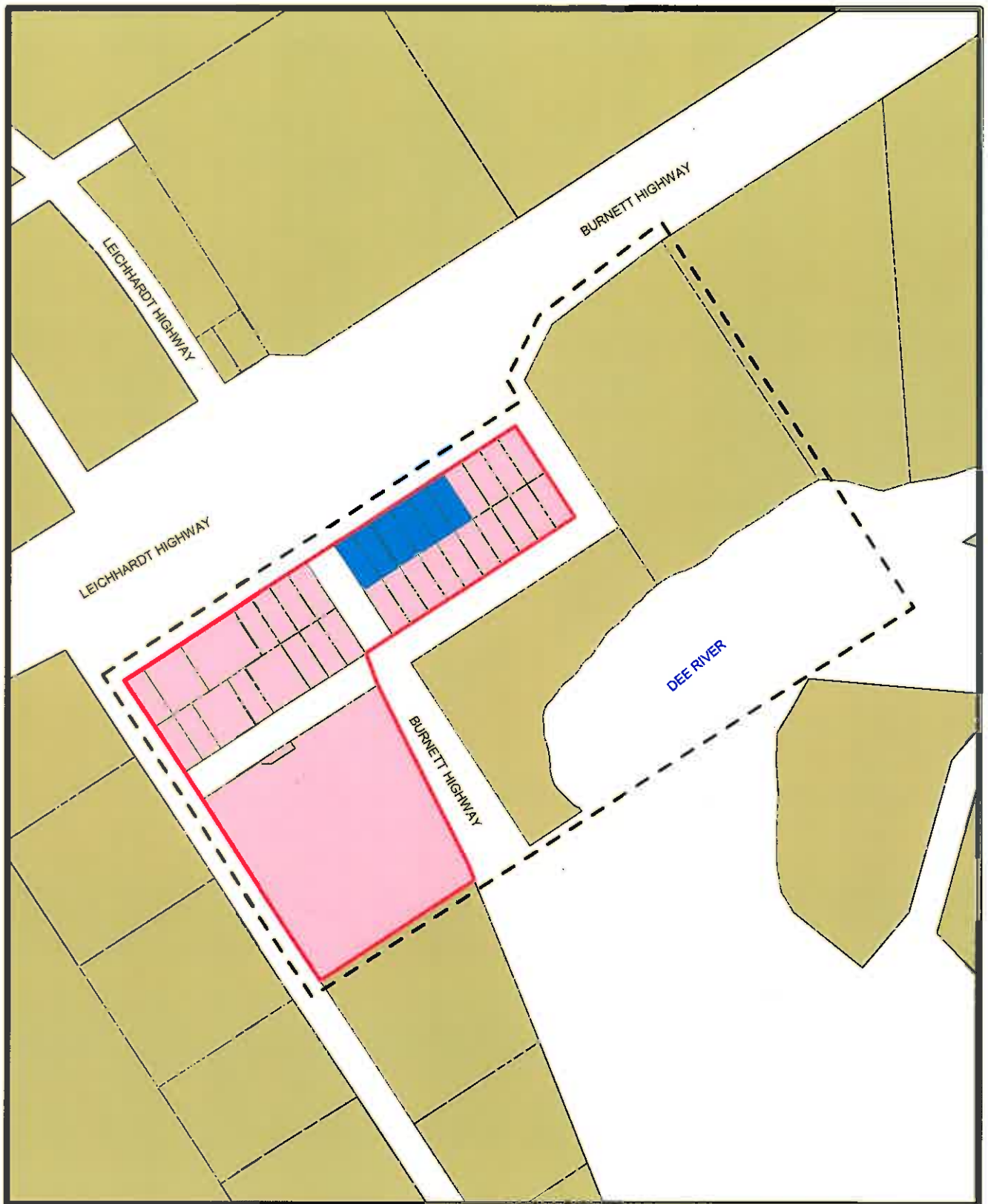
## **Key**

### **Zones**

- Open Space
- Rural
- Special Industrial
- Town
- Village

Digital Cadastral Database (DCDB) supplied by  
 Natural Resources and Mines.






# VILLAGE OF DULULU Town Planning Scheme Map No. ZONE-2

Scale 1:5 000  
50 0 50 100 150 200  
Metres



## Key

### Zones

-  Rural
-  Village

### Village Areas

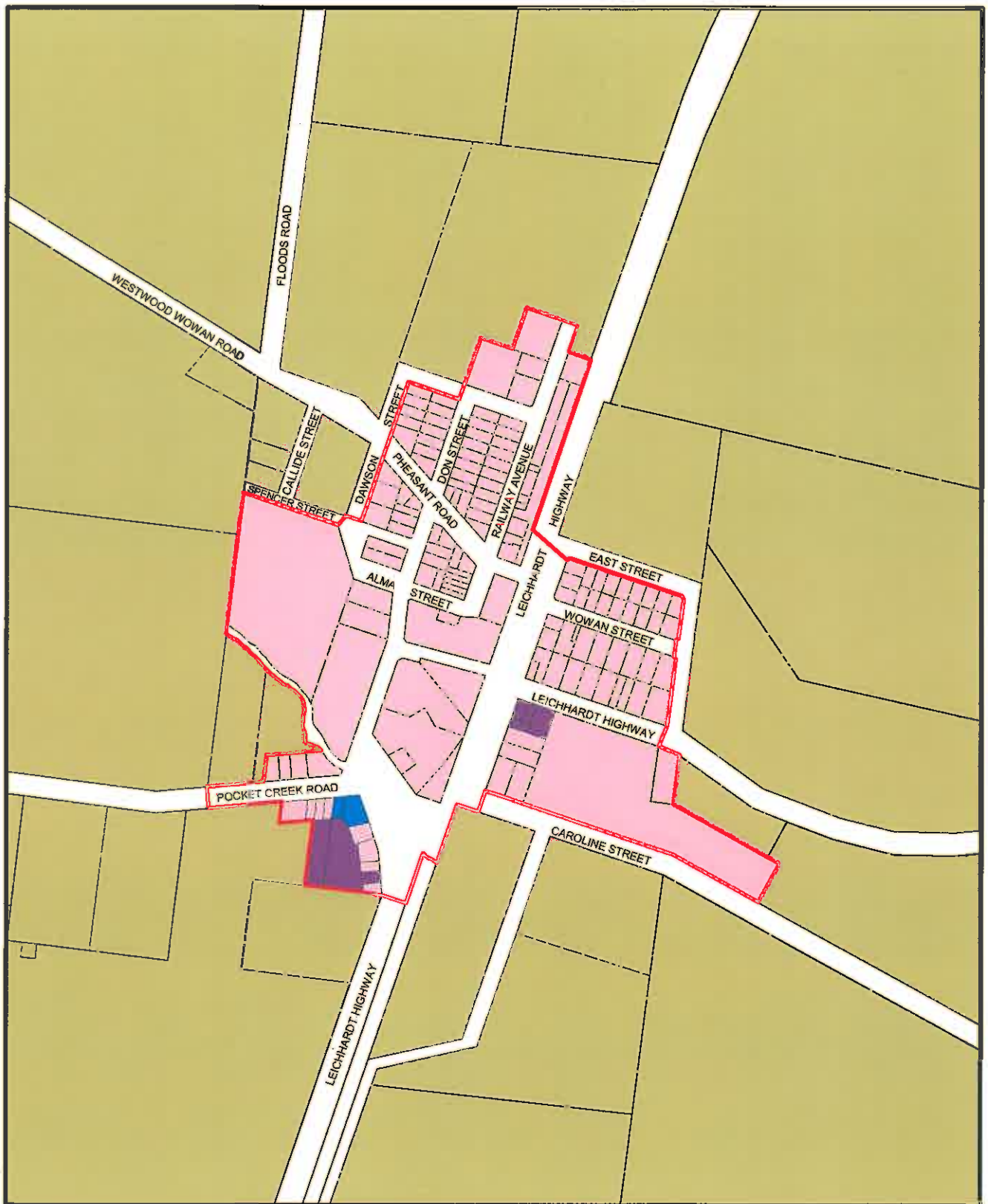
-  Central Business Area

### Overlay

-  Drainage Problem Area

June 2005





# VILLAGE OF WOWAN Town Planning Scheme Map No. ZONE-3

Scale 1:10 000  
100 0 100 200 300 400 500  
Metres



## Key

### Zones

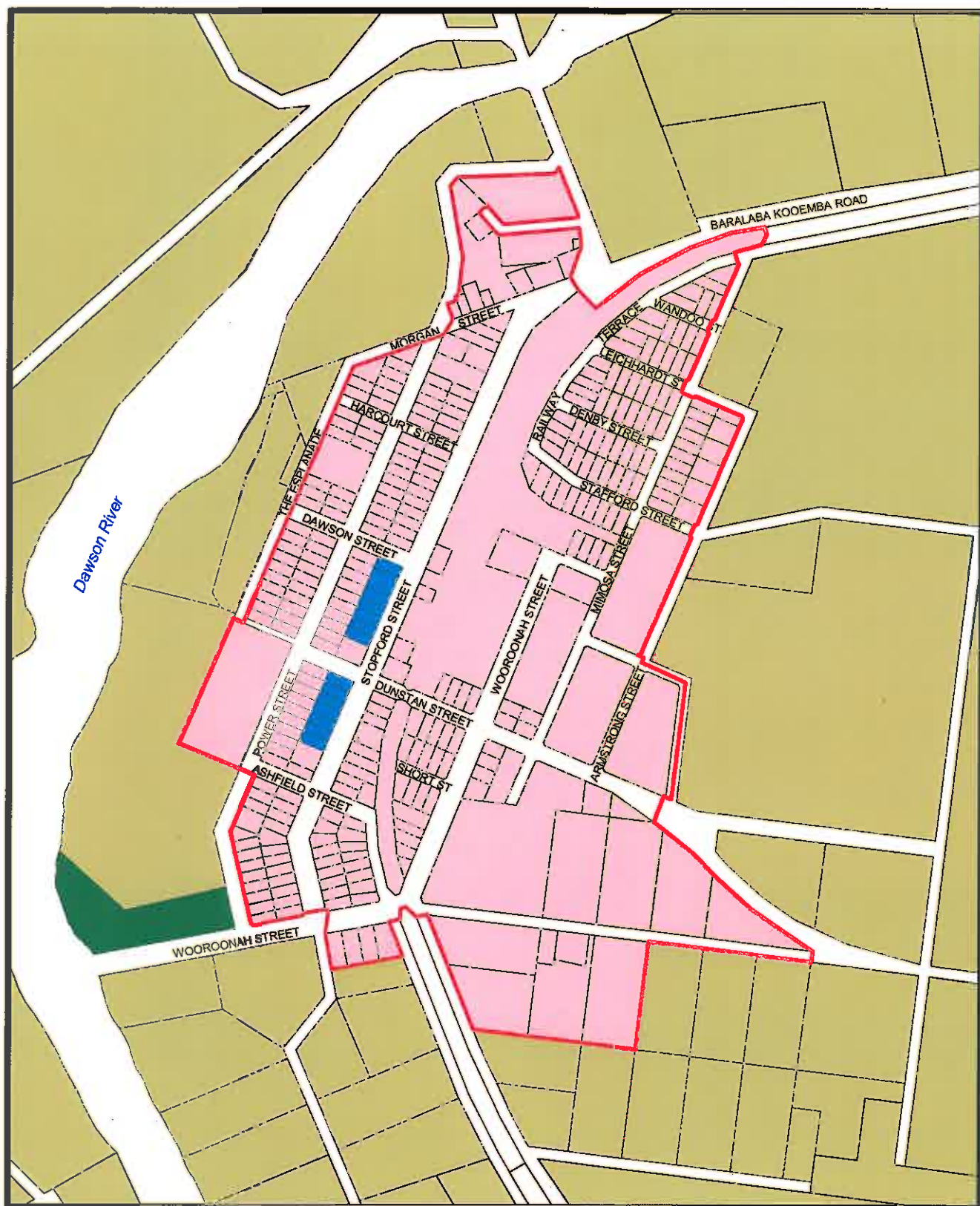
- Rural
- Village

### Village Areas

- Central Business Area
- Industrial Area

June 2005





# VILLAGE OF BARALABA Town Planning Scheme Map No. ZONE-4

Scale 1:10 000  
100 0 100 200 300 400  
Metres



## Key

### Zones

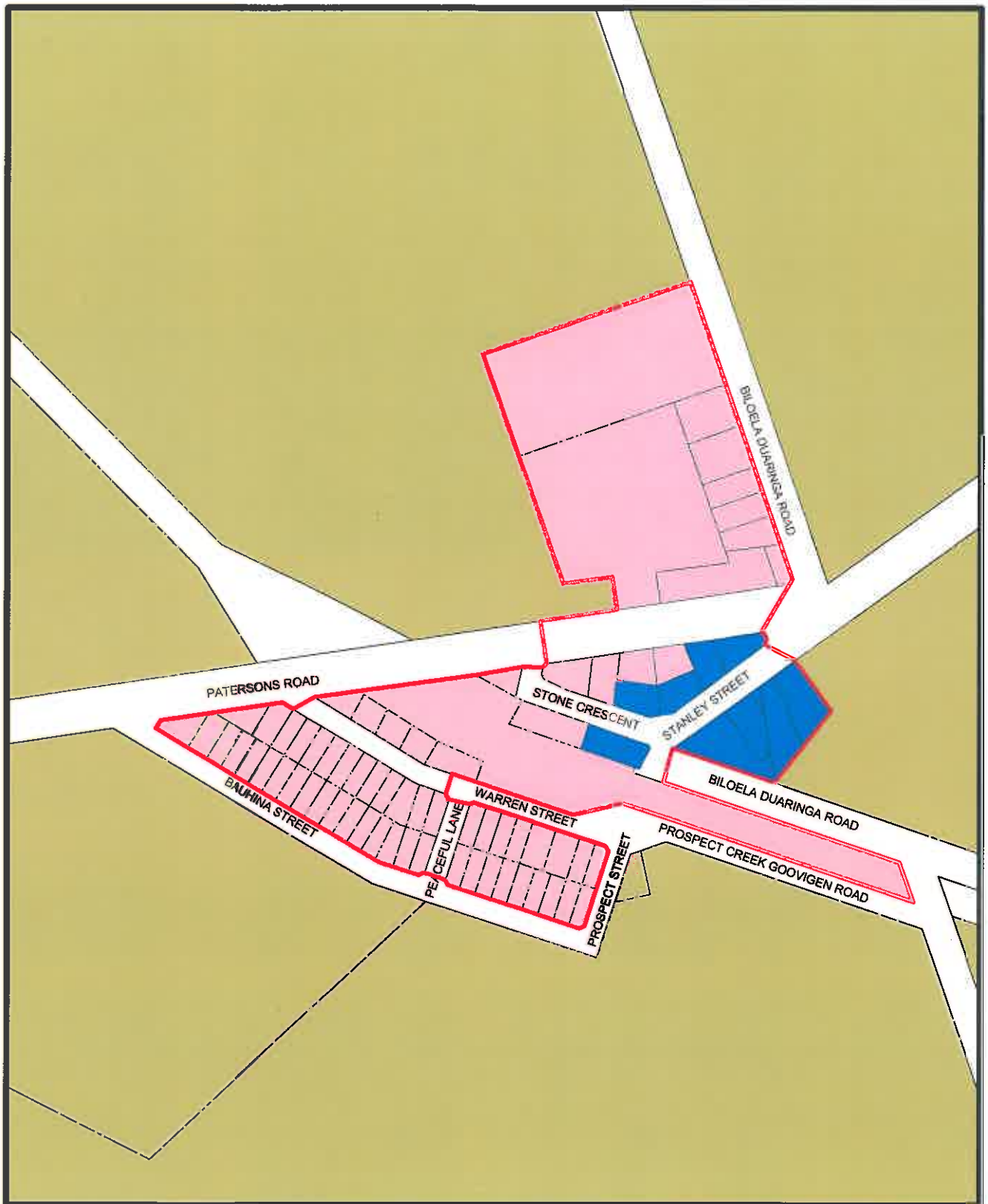
- Open Space
- Rural
- Village

### Village Areas

- Central Business Area

June 2005





# VILLAGE OF GOOVIGEN Town Planning Scheme Map No. ZONE-5

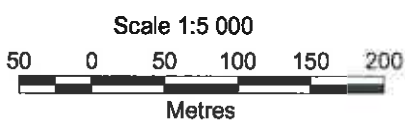
## Key

### Zones

- Rural
- Village

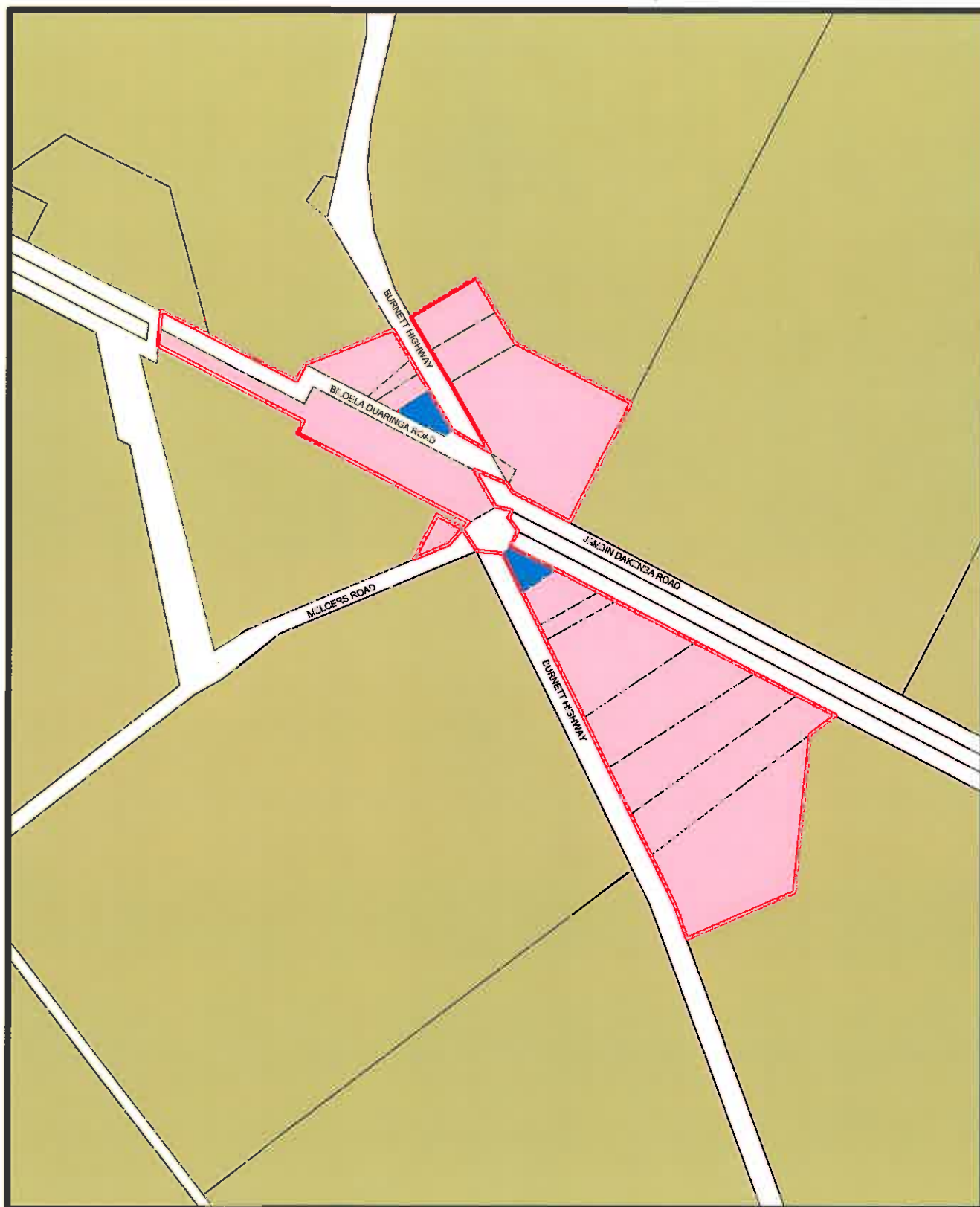
### Village Areas

- Central Business Area



June 2005





# VILLAGE OF JAMBIN Town Planning Scheme Map No. ZONE-6

Scale 1:10 000  
100 0 100 200 300 400  
Metres



## Key

### Zones

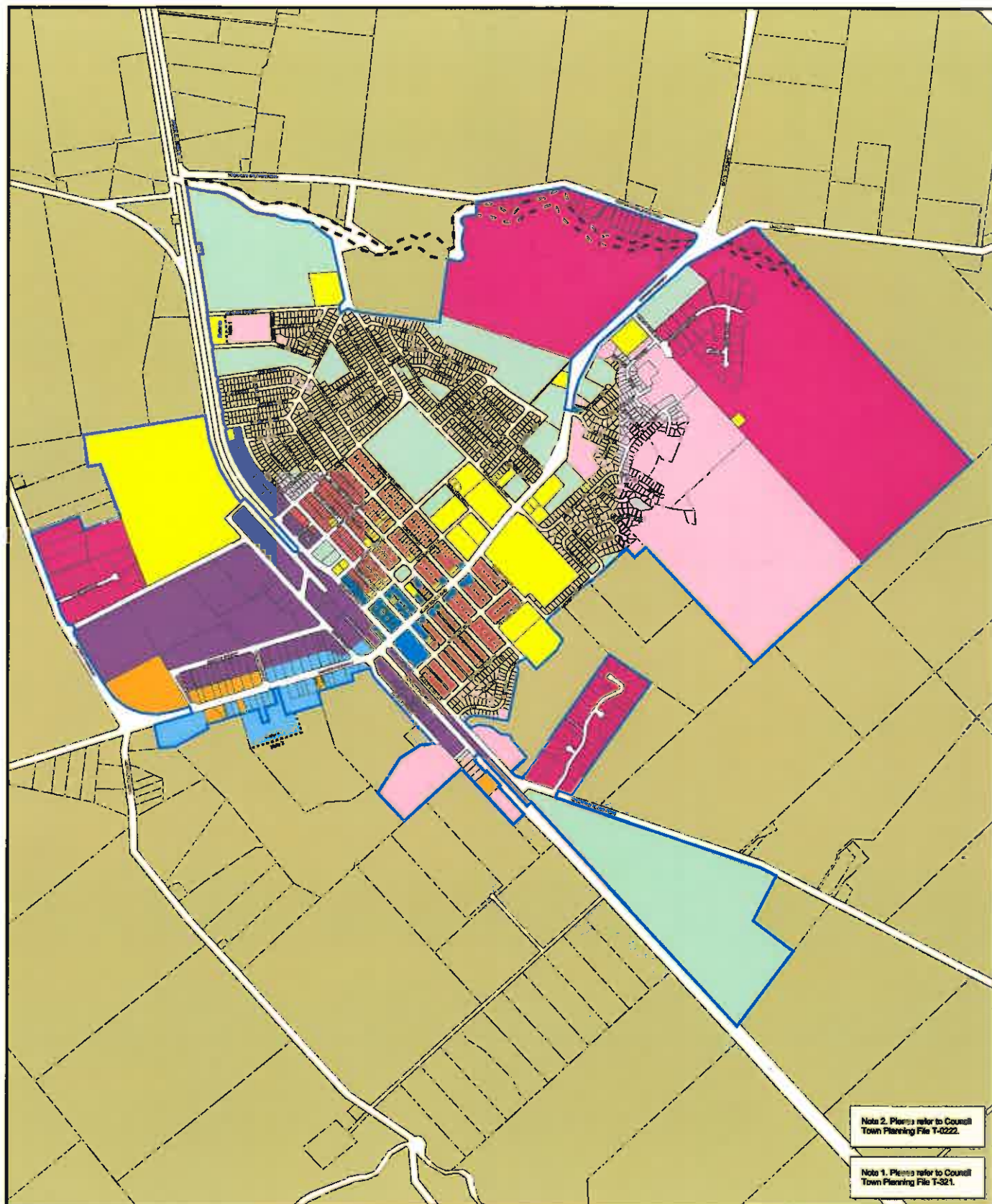
- Rural
- Village

### Village Areas

- Central Business Area

June 2005





# **TOWN OF BILOELA** **Town Planning Scheme** **Map No. ZONE-7**

Scale 1:20 000  
 500 0 500 1000  
 Metres



## **Key**

### **Town Precincts**

- |                           |                   |
|---------------------------|-------------------|
| Commercial                | Rural Residential |
| Community                 | Tourism           |
| Highway                   |                   |
| Industrial                |                   |
| Recreation                |                   |
| Residential               |                   |
| Residential Accommodation |                   |

### **Zones**

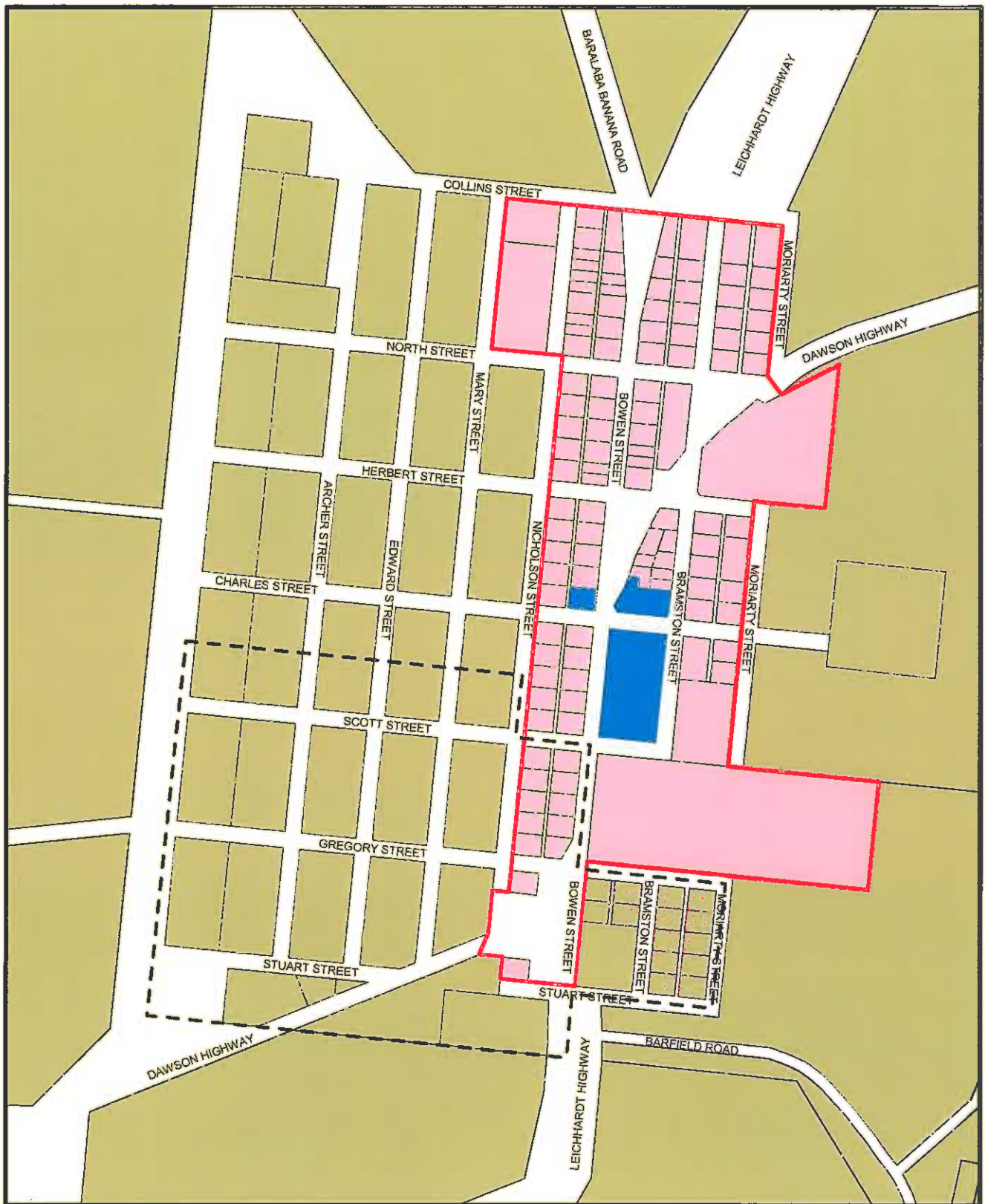
- Rural
- Town

### **Overlays**

- Drainage Problem Areas
- Non Cadastral Boundaries

June 2005 (Amended July 2008)





# VILLAGE OF BANANA Town Planning Scheme Map No. ZONE-8

Scale 1:10 000

200 0 200 400

Metres



## Key

### Zones

-  Rural
-  Village

### Village Areas

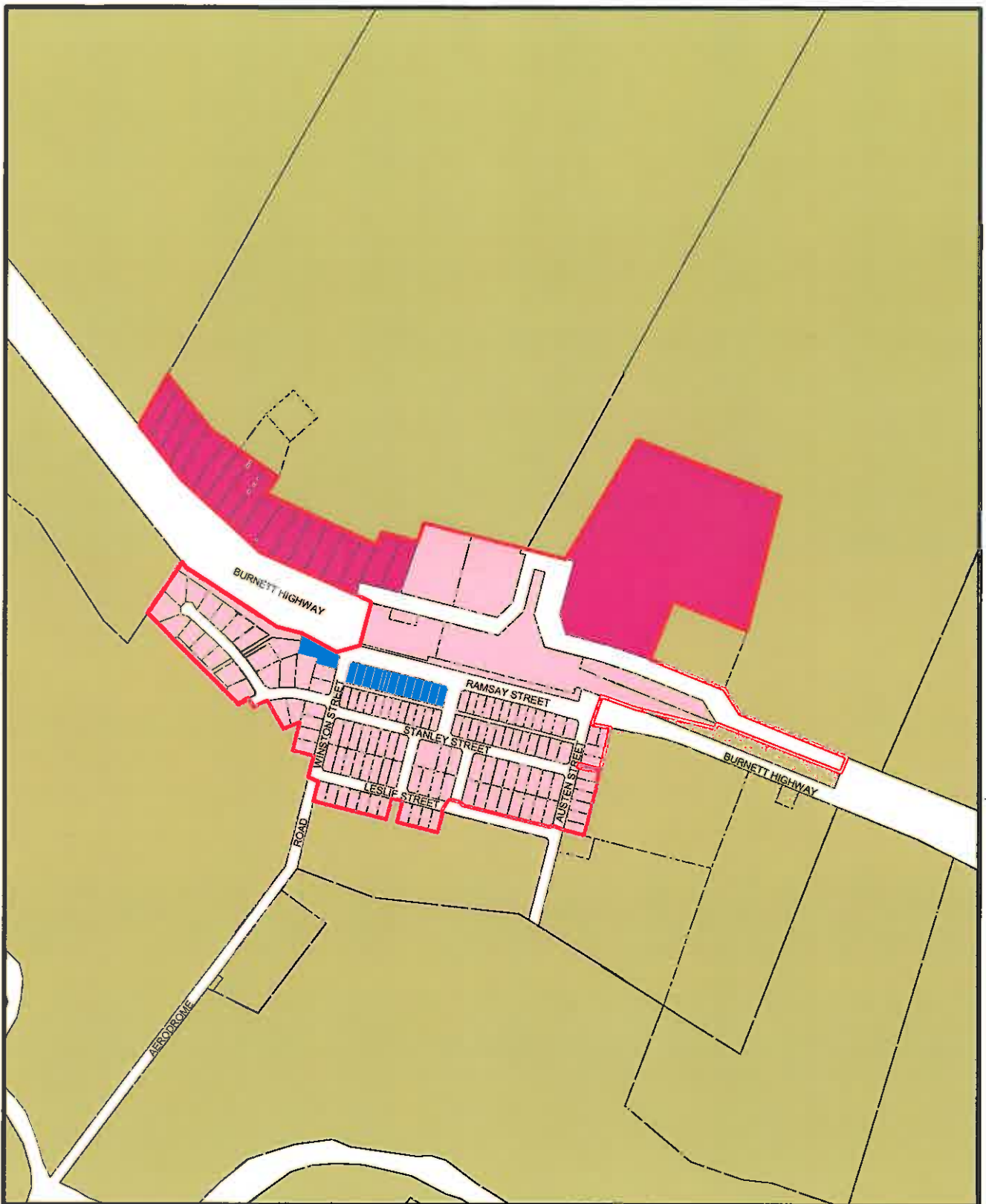
-  Central Business Area

### Overlays

-  Drainage Problem Area

June 2005







# VILLAGE OF THANGOOL Town Planning Scheme Map No. ZONE-9

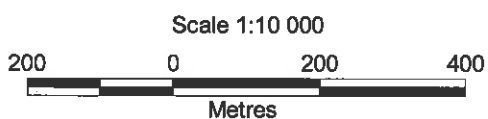
## Key

### Zones

-  Rural
-  Village

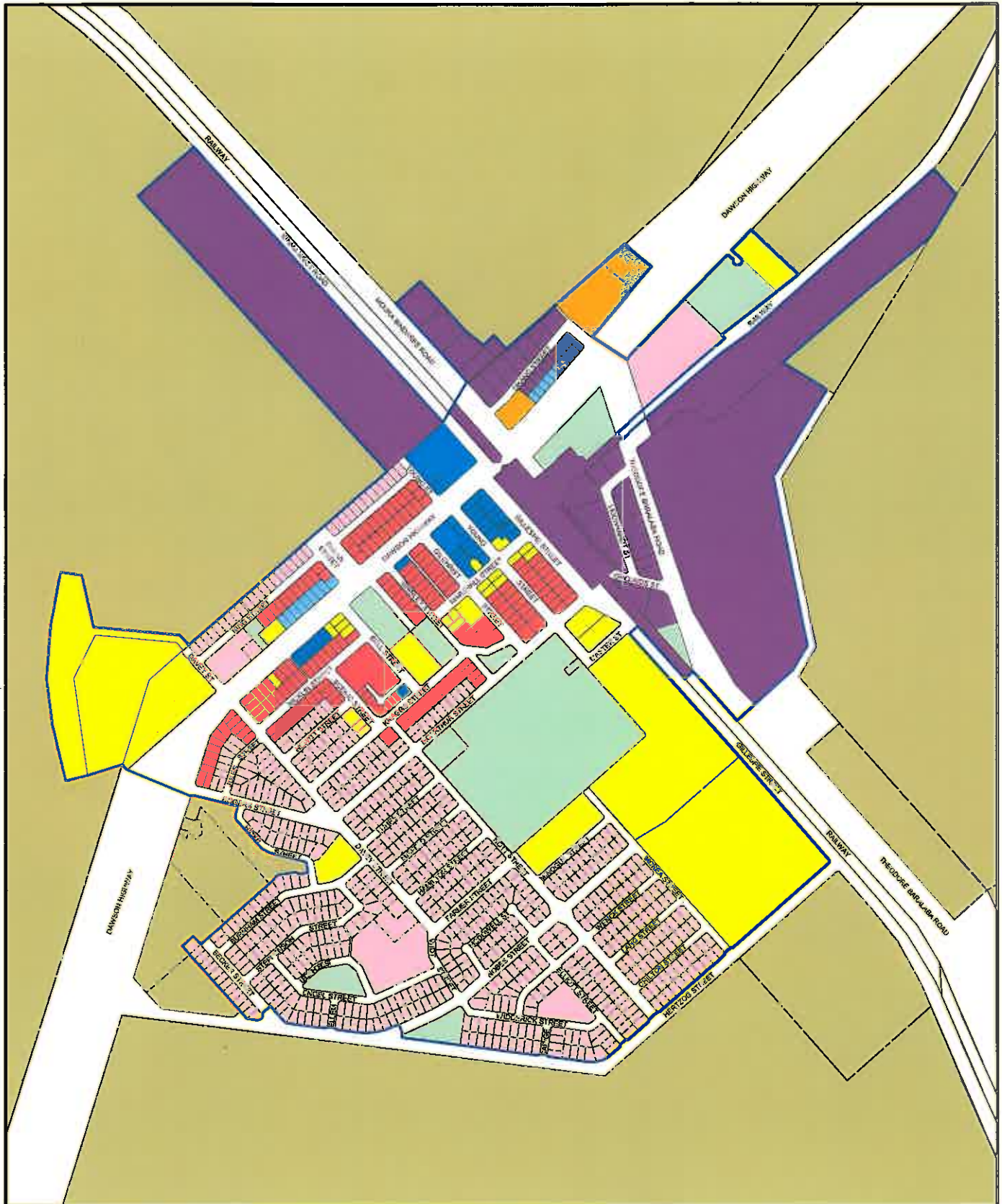
### Village Areas

-  Central Business Area
-  Rural Residential Area



June 2005





# **TOWN OF MOURA** **Town Planning Scheme** **Map No. ZONE-10**

Scale 1:10 000  
 1000 0 1000 2000  
 Metres



## **Key**

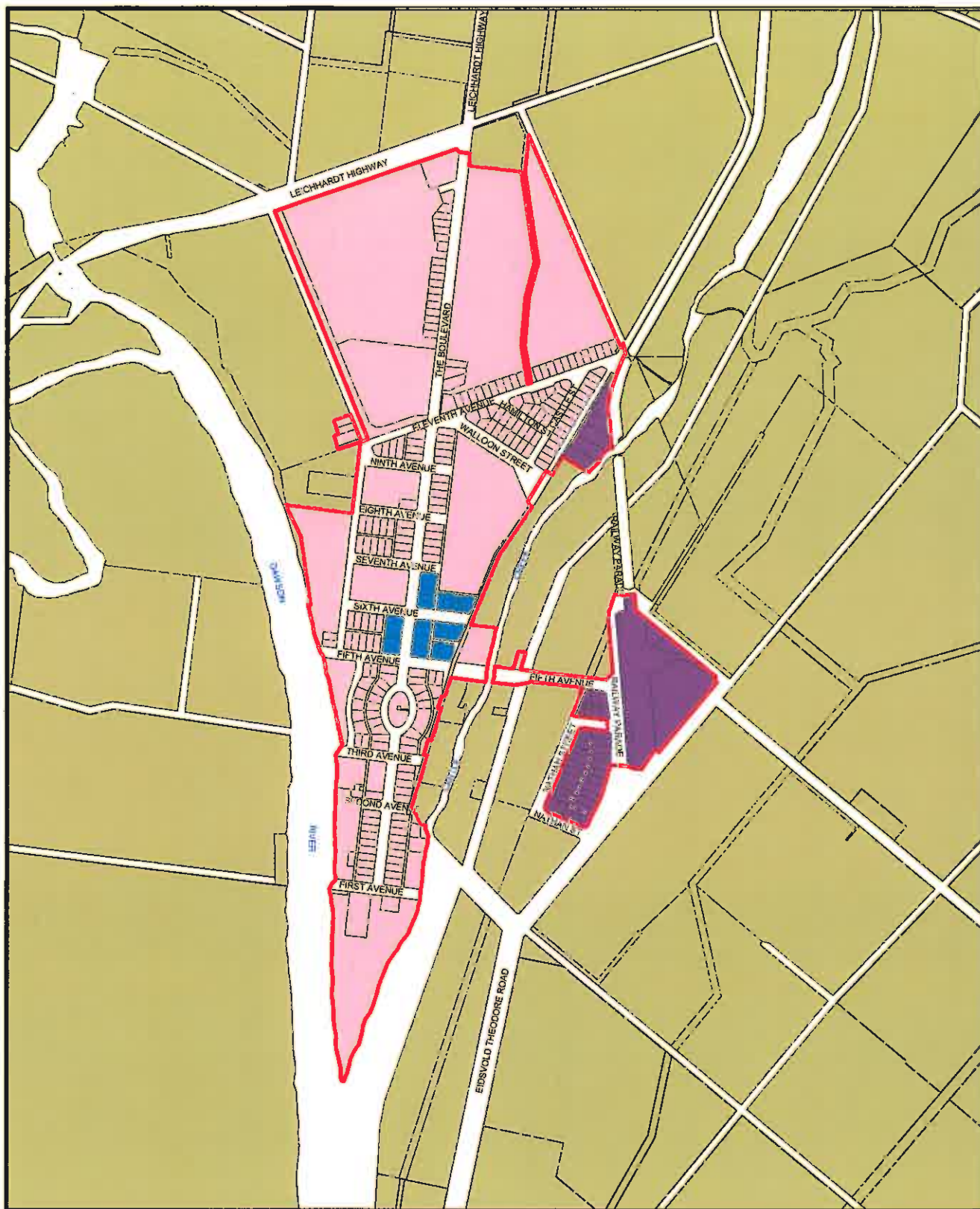
### **Town Precincts**

- Commercial
- Community
- Highway
- Industrial
- Recreation
- Residential
- Residential Accommodation
- Tourism

### **Zones**

- Rural
- Town





# VILLAGE OF THEODORE Town Planning Scheme Map No. ZONE-11

Scale 1:15 000

200 0 200 400 600

Metres



## Key

### Zones

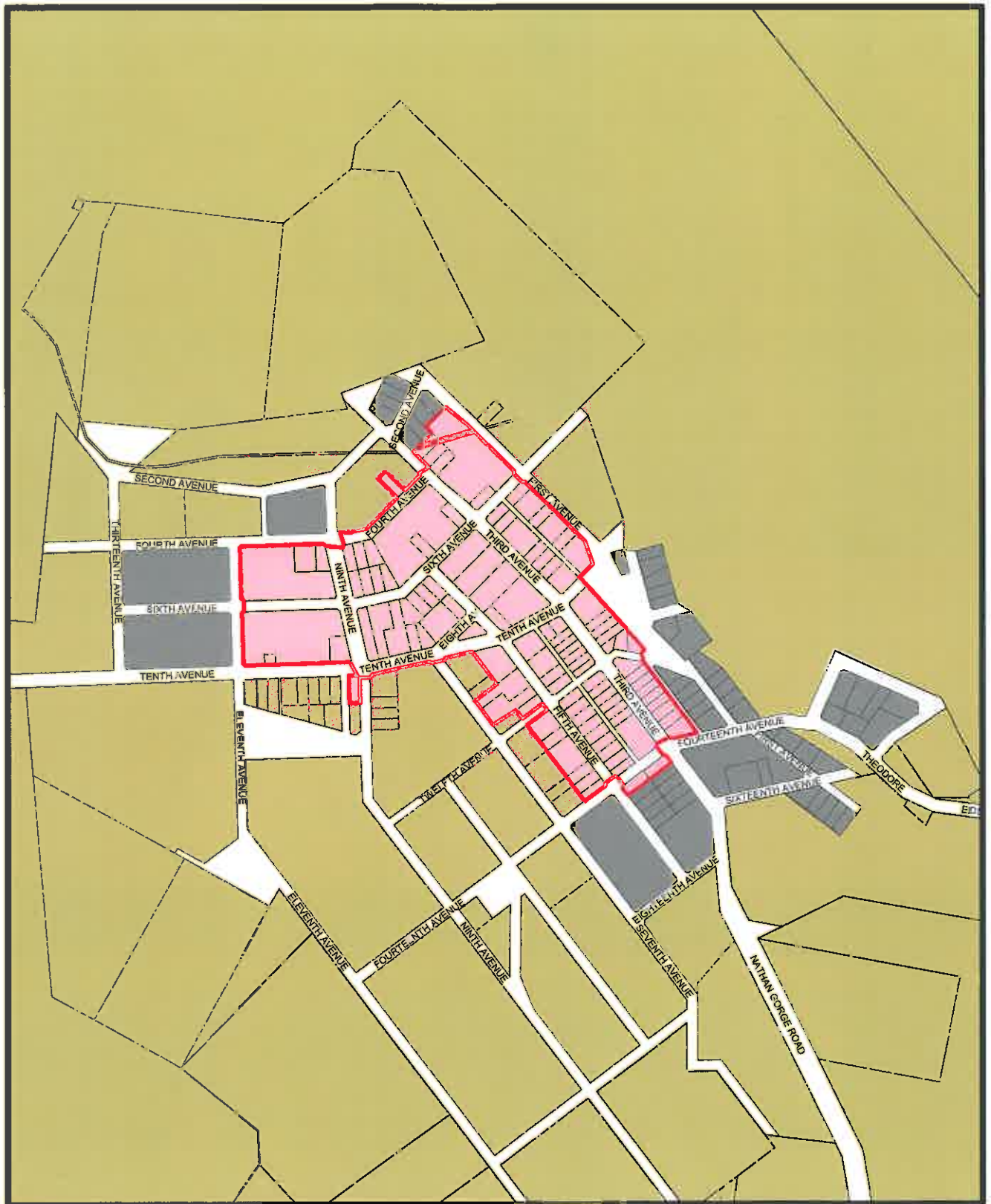
- Rural
- Village

### Village Areas

- Central Business Area
- Industrial Area

June 2005





# VILLAGE OF CRACOW Town Planning Scheme Map No. ZONE-12

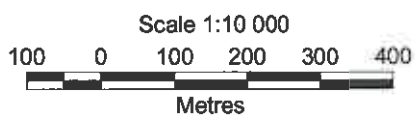
## Key

### Zones

- Rural
- Village

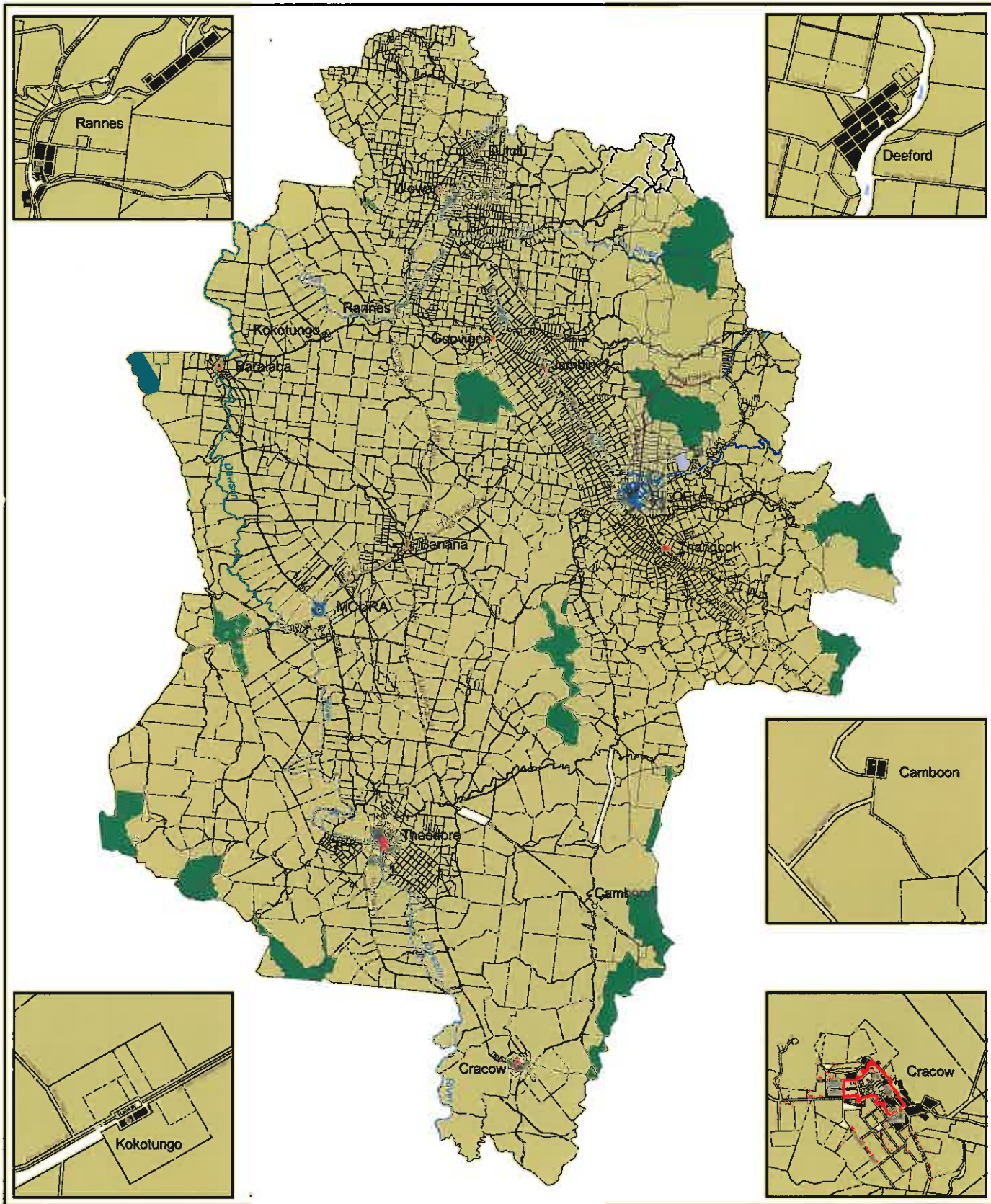
### Zone Areas

- Rural - Historically Subdivided



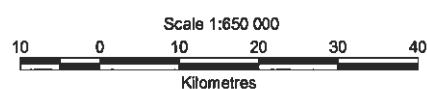
June 2005





# **HISTORICALLY SUBDIVIDED AREAS** **Banana Shire Planning Scheme** **Map No. ZONE-13**

Refer to Planning Policy No. 1 for lots affected by historical subdivisions.



## **Key**

### **Zones**

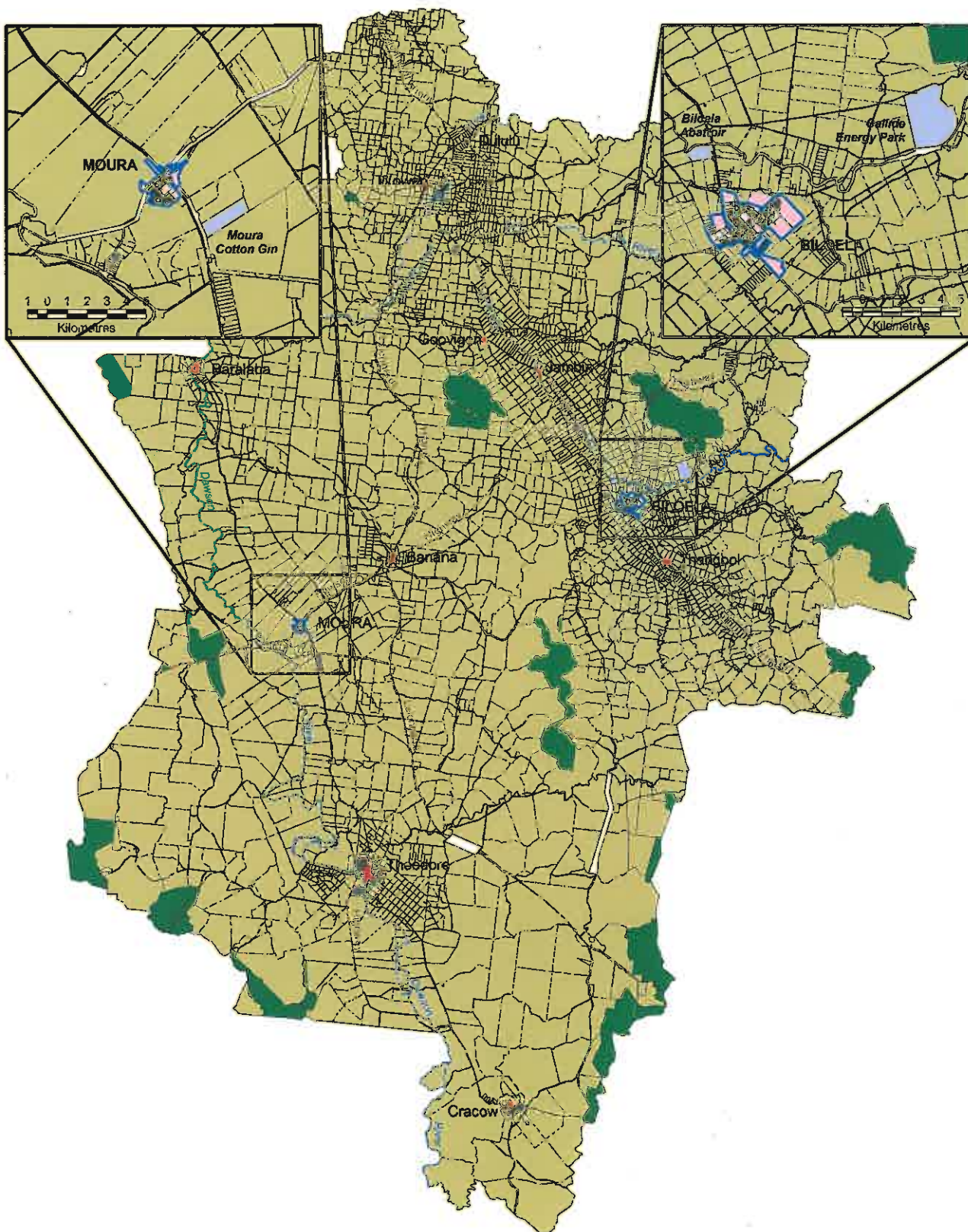
- Open Space
- Rural
- Special Industrial
- Town
- Village

### **Zone Areas**

- Rural - Historically Subdivided

Digital Cadastral Database (DCDB) supplied by Natural Resources and Mines.





**SPECIAL INDUSTRIAL ZONE**  
**Banana Shire Planning Scheme**  
**Map No. ZONE-14**

Scale 1:650 000  
 10 0 10 20 30 40  
 Kilometres



**Key**

**Zones**

- Open Space
- Rural
- Special Industrial
- Town
- Village

Digital Cadastral Database (DCDB) supplied by  
 Natural Resources and Mines.








June 2005



Disclaimer:

### Legend:

#### ZONING

-  Commercial (Co)
-  Industrial (In)
-  Open Space and Recreation (OSR)
-  Rural (Ru)
-  Rural Residential (RR)
-  Small Town (ST)
-  Urban (Ur)

-  Detailed Zoning Map Sheet
-  Area and Reference

N

0 15 30  
kilometres  
1:700,000

Amendments:

© Campbell Hoggison Town Planning Pty Ltd 2003 - 2006

## TAROOM SHIRE COUNCIL PLANNING SCHEME ZONING MAP

### LOCAL GOVERNMENT AREA TAROOM SHIRE

Drawn by: S.L.B.

Drawing No:

Date: 30 - 06 - 03

SHEET 1 OF 4

Ref: W621\_281102










[illegible]

--- Main Transport Route

**—+ Rail Line**

## Commercial (Co)

-  Commercial (Co)
-  Industrial (In)
-  Open Space and Recreation (OSR)
-  Rural (Ru)
-  Rural Residential (RR)
-  Small Town (ST)
-  Urban (Ur)



10

**TAROOM SHIRE COUNCIL  
PLANNING SCHEME  
ZONING MAP**

**TOWN OF TARROOM**

Drawing No:

**SHEET 2 OF 4**

