

CHAPTER 1 - INTRODUCTION AND INTERPRETATION

PART 1 INTRODUCTION

Division 1 Relationship to *Integrated Planning Act*

1.1 Purpose of Planning Scheme

- (1) In accordance with the *Integrated Planning Act 1997* (IPA), the local government for the Pine Rivers **Shire** has prepared this **planning scheme** as a framework for managing development in a way that advances the purpose of the IPA¹ by:-
 - (a) identifying assessable and self-assessable development; and
 - (b) identifying outcomes sought to be achieved in the local government area as the context for assessing development.

1.2 Planning Scheme Functions as part of IDAS²

- (1) The **planning scheme** functions as part of IDAS and must be read together with the IPA.

1.3 The Pine Rivers Shire Planning Scheme

The **planning scheme** for the Pine Rivers **Shire** includes:-

- (1) measures for the regulation of development within the Pine Rivers **Shire** excluding the North Lakes **Locality**;
- (2) the area identified as the North Lakes Locality; and
- (3) the Mango Hill Infrastructure Development Control Plan approved by Governor in Council 26 November 1998 and amended 23 December 2011 for North Lakes (Section 6.1.45 of the *Integrated Planning Act 1997*).

1.4 South East Queensland Regional Plan 2005-2026

- (1) Should there be an inconsistency between the South East Queensland Regional Plan 2005-2026 and the *PineRiversPlan*, the South East Queensland Regional Plan 2005-2026 prevails.

Division 2 Strategic Framework

2.1 Preliminary

- (1) This division reflects the desired environmental outcomes and summarises the approach taken by the **planning scheme** to achieve the desired environmental outcomes.
- (2) This division does not have a role in development assessment under the **planning scheme**.

2.2 Advancing the Purpose of the *Integrated Planning Act*

- (1) The actions **Council** must take to seek to achieve the Act's purpose are described in Section 1.2.3 of IPA and include requiring decision-makers to:-
 - (a) take account of both the short and long-term environmental effects of development at local, regional, state and wider levels;
 - (b) apply the precautionary principle that, if there are threats of serious or irreversible environmental damage, careful evaluation must be made to avoid where practicable serious or irreversible environmental damage including, if appropriate, assessing risk weighted consequences of various options;
 - (c) seek to provide for equity between present and future generations;
 - (d) ensure the sustainable use of renewable natural resources and the prudent use of non-renewable natural resources;
 - (e) avoid, if practicable or otherwise lessening, adverse environmental effects of development;
 - (f) supply infrastructure in a coordinated, efficient and orderly way, including encouraging urban development in areas where adequate infrastructure exists or can be provided efficiently; and
 - (g) apply standards of amenity, conservation, energy, health and safety, in the built environment, that are cost-effective and for public benefit.

2.3 Core Matters Dealt with in the Planning Scheme

- (1) **Council** is required to co-ordinate and integrate core matters dealt by the **planning scheme**, including any state and regional dimensions of the matters and to identify the desired environmental outcomes for the **planning scheme area**. Core matters are described in Section 2.1.3A of IPA as:-
 - (a) Valuable features, which include:-
 - (i) *resources or areas that are of ecological significance (such as 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);*
 - (ii) *areas contributing significantly to amenity (such as areas of high scenic value, physical features that form significant visual backdrops or that frame or define places or localities, and attractive built environments);*
 - (iii) *areas or places of cultural heritage significance (such as areas or places of indigenous cultural significance or aesthetic, architectural, historical, scientific, social or technological significance, and the present generation or past or future generations);*
 - (iv) *resources or areas of economic value (such as extractive deposits, forestry resources, water resources, sources of renewable and non-renewable energy and good quality agricultural land).*
 - (b) Land use and development, which include:-
 - (i) *the location of, and the relationships between, various land uses;*
 - (ii) *the effects of land use and development;*
 - (iii) *how mobility between places is facilitated;*
 - (iv) *accessibility to areas;*
 - (v) *development constraints (including, but not limited to, population and demographic impacts)*
 - (c) Infrastructure, which includes:-
 - (i) *the extent and location of proposed infrastructure³, having regard to existing infrastructure networks and their capacity and thresholds for augmentation.*

2.4 The Strategic Framework Process

- (1) The Strategic Framework process adopted for the **planning scheme** responded to the requirements of a series of IPA Guidelines published by the Queensland Government, Department of Local Government and Planning during the period 2000 to 2002⁴ to integrate planning for the core matters of land use and development, infrastructure and valuable features. This process included the following steps:-

- (a) at a broad level the principles of ecological sustainability contained in the draft guidelines were used as the basis for reviewing the following documents as part of the preliminary process of preparing the Strategic Framework:-
 - (i) *The National Strategy for Ecologically Sustainable Development*⁵;
 - (ii) *The Regional Framework for Growth Management 2000 (RFGM) and related strategies; and*
 - (iii) *The Corporate Plan*
- (b) at the local level the principles of ecological sustainability were also used to align and then review the outcomes of a series of land use, environmental, economic and infrastructure planning studies undertaken by **Council**;
- (c) the outcome of these review processes was the compilation of a range of broad level and local level issues, strategies and actions grouped by their relationship to each of the ecological sustainability principles;
- (d) in the next step these issues, strategies and actions linked to each of the ecological sustainable principles were classified according to their relevance to each of the core matters in order to determine their relevance to the **planning scheme**;
- (e) the sub-set of issues, strategies and actions relevant to the **planning scheme** core matters were then regrouped according to the ecological sustainability principles and a list of potential **planning scheme** strategies relating to each principle was produced. This was the initial basis for formulation of the desired environmental outcomes required for the **planning scheme**; and
- (f) the initial list of desired environmental outcomes then formed the basis for review and formulation of strategies and actions to be addressed through the **planning scheme**, and this process in turn assisted the review and refinement of the desired environmental outcomes.

2.5 The Desired Environmental Outcomes (DEOs) and Planning Scheme Strategies to Advance Economic Development

The following six desired environmental outcomes express the outcomes sought to be achieved by **Council** to:-

- promote the creation of a diverse, efficient, resilient and strong economy
- enable the community to meet its present needs while not compromising the ability of future generations to meet their needs; and
- achieve an affordable and efficient pattern of development and land use.

(1) Urban Corridor DEO:-

Urban Corridor DEO:-

Urban land use and development are consolidated and contained within interconnected urban areas forming an urban corridor comprising the **localities** of Urban, Major Employment Centres, North Lakes, and bounded by the **localities** of Catchment, Semi-Urban and Coast and River Lands.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) urban land use and development occurs within the urban corridor with the exception of urban development within the village centres of Dayboro and Samford;
- (b) urban land use and development occurs in an ordered, efficient manner within the urban corridor;
- (c) the potential for land use and transport integration is facilitated, including provision in and around urban centres of appropriate higher densities and a greater mix of uses;
- (d) accessibility and mobility, including efficient public transport, are facilitated;
- (e) appropriate transport connections to improve access and mobility between and through urban areas are facilitated;
- (f) the planned physical separations between urban areas within the urban corridor are maintained;
- (g) future urban areas are progressively incorporated into the urban corridor and not developed as separated, isolated developments; and
- (h) urban areas are developed in an attractive manner with a good standard of residential amenity in the residential components.

(2) Business and Industry Activity and Employment

Business Industry Activity and Employment DEO:-

Land use and development maintains a network of multipurpose activity centres, including viable Principal Activity and Major Activity Centres within and outside the **Shire**, ranging from major employment centres serving the region to local business centres and village centres.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) business and **industry** areas are not encroached upon by incompatible land use and development;
- (b) business and **industry** land uses and development maximises use of available infrastructure and land;
- (c) compatible business and **industry** activities are co-located;
- (d) major business and industrial uses are located in two major employment centres;
- (e) general manufacturing activities and related business activities are encouraged to locate at Brendale;
- (f) low impact mixed business and **industry** and **ancillary** uses are encouraged to locate in the North Lakes Mixed Industry and Business Area (MIBA); and
- (g) high impact uses are encouraged to be located in the Narangba Industrial Estate.

(3) Centres

Centres DEO:-

Land use and development maintains and promotes a network of multipurpose activity centres ranging from major employment centres serving the region to local business convenience centres and village centres.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) centres are attractive, vibrant and integrated places for business and for community activities to occur;
- (b) business, commercial and community services and facilities are encouraged to locate in centres particularly at higher densities and intensity;
- (c) mixed land uses with active frontages (e.g. shop fronts direct to footpaths) and minimum setbacks are encouraged and other uses including commercial/business activities at the rear or above ground level are encouraged;
- (d) building and **site** works are integrated into the structure and design of the centres and facilitate a high standard of urban design;
- (e) high order community services and facilities are encouraged to locate in the Strathpine Central Business District (CBD);
- (f) low impact, high intensity producer services are encouraged to locate in the North Lakes Centre;
- (g) medium density residential development is encouraged around the centres and a high level of accessibility by public transport, walking and cycling is encouraged;
- (h) effective utilisation of **sites** and shared parking and access are encouraged; and
- (i) the roles and functions of centres are not to be diminished by inappropriate development and land use in areas adjacent to the centres.

(4) Urban Residential and Ancillary Development and Land Use

Urban Residential and Ancillary Development and Land Use DEO:-

Residential development and land use provides housing choices that match the housing needs of the community and maintain high quality living environments.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) **medium density residential uses** are encouraged to locate around centres and railway stations;
- (b) standard density residential development, cluster housing and attached flats are encouraged elsewhere;
- (c) residential street and pathway systems facilitate use of public transport and encourage walking and cycling;
- (d) working from home is encouraged provided the amenity of neighbouring properties and the local area are not adversely affected and safe vehicular access can be provided;
- (e) community services and facilities such as schools, **child care centres**, and **public** and **local utilities** that complement activities in centres are accommodated in urban areas;

- (f) a range of housing options are encouraged in appropriate locations to cater for the accommodation needs of Pine Rivers **Shire** residents through each stage of their lives; and
- (g) more intense forms of residential accommodation, such as units, town houses, duplexes, small lot housing, **retirement villages** and single **pensioner units**, are encouraged adjacent to centres and railway stations.

(5) Rural and Low Density Residential and Ancillary Development and Land Use

Rural and Low Density Residential and Ancillary Development and Land Use DEO:-

Development and land use satisfies the rural and semi-rural lifestyle aspirations of the community and maintains ecological processes and natural systems to a substantial extent.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed in accordance with the decision making principles stated in Section 2.2 (1) such that:-

- (a) land use and development is undertaken in a manner that maintains ecological processes and natural systems to a substantial extent;
- (b) land use and development complements or enhances significant scenic landscapes of the rural and low density residential areas and minimises potential for land degradation;
- (c) in rural areas a mix of appropriate traditional and new agricultural activities are encouraged; and
- (d) tourism and recreation activities are undertaken in a manner that does not adversely impact on the amenity of neighbouring properties and ecological processes and natural systems.

(6) Resource Availability and Usage

Resource Availability and Usage DEO:-

Identified resource areas (extractive materials and Mt Mee forestry) are managed and used in an efficient and environmentally responsible manner, and in accordance with principles of sustainability.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) identified resource areas are used for purposes which do not prevent the utilisation of the resource;
- (b) encroachment of incompatible land uses in close proximity of identified resource areas is avoided;
- (c) effective buffer distances or physical barriers are provided and maintained around **sites** used for **extractive industry** or forest harvesting purposes and haul routes;
- (d) **extractive industry** and harvesting operations are managed to minimise their impacts on the amenity of adjoining areas;
- (e) opportunities for sustainable **farm forestry** activities are provided which do not utilise existing native remnant vegetation;
- (f) the effects of haulage of materials by road transport or other alternative transport systems on the amenity and safety of other users are managed to minimise adverse impacts;
- (g) land use and development provide and maintain effective on-site stormwater and waste water management measures; and
- (h) development contributes towards catchment management measures identified in the **Council's** catchment management plans.

2.6 The Desired Environmental Outcomes (DEOs) and Planning Scheme Strategies to Protect Ecological Processes and Natural Systems

The following five DEOs express the outcomes sought to be achieved by **Council** to effectively protect, retain or restore:-

- the life supporting capacities of air, ecosystems, soil and water; and
- biological diversity.

(1) Terrestrial Ecosystems

Terrestrial Ecosystems DEO:-

The biodiversity of terrestrial ecosystems and the landscape that incorporates these ecosystems are retained to a substantial extent.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) vegetation characterised as “endangered” is maintained unless there is an overriding public benefit demonstrated;
- (b) vegetation characterised as being of “exceptional value” is retained and maintained unless there is an overriding public benefit demonstrated;
- (c) vegetation characterised as “of concern” is retained and maintained to the maximum extent practicable;
- (d) vegetation characterised as “remnant” is maintained to the extent compatible with appropriate land use and development required for the achievement of the other DEOs;
- (e) important links between areas of remnant vegetation are established and maintained to the extent compatible with appropriate land use and development associated with the achievement of the other DEOs;
- (f) confirmed essential habitat of priority species such as, but not limited to, koala and migratory bird species are retained to the maximum extent practicable;
- (g) disturbance of erosion prone areas and potential acid sulphate soils is avoided and if disturbance does occur it is managed to avoid material or serious environmental harm; and
- (h) the integrity and habitat values of “endangered”, “exceptional value” and “of concern” vegetation is not substantially diminished or degraded by the effect of adjoining development.

(2) Aquatic Ecosystems and Waterways

Aquatic Ecosystems and Waterways DEO:-

The water quality, biodiversity of aquatic ecosystems (including **waterways**, wetlands, lakes, estuarine areas) and the integrity of their catchments are retained to a substantial extent and, where appropriate, rehabilitated.

(3) Water Quality - Storages

Water Quality - Storages DEO:-

The environmental and economic values of Lake Samsonvale and Lake Kurwongbah and the water intake point on the North Pine River as sources for clean and safe drinking water are protected.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) further loss or degradation of catchment vegetation is minimised and degraded areas are restored;
- (b) stream bed and banks are retained in their natural state and natural drainage channels, which have been modified, are rehabilitated where practicable;
- (c) natural drainage patterns and floodplains are retained;
- (d) overall stream health in the storage catchments is improved by:-
 - protecting or maintaining healthy streams (Stream Health Class a, b & c);
 - maintaining and, where practicable, improving the health of degraded streams (Stream Health Class d);
 - maintaining and, where practicable, improving the health of polluted streams (Stream Health Class e, f & g);
- (e) nutrient and sediment inputs to storages are managed through source controls;
- (f) the quality and quantity of stormwater flows are managed through an emphasis on source controls on new development to achieve water quality objectives;
- (g) point source inputs of wastewater reduce pollutant loads, as far as practicable, through the use of best management practices and cleaner production techniques;
- (h) disturbance of erosion prone areas and soils that potentially would input iron and manganese are avoided and if disturbance does occur it is managed to avoid material or serious environmental harm;
- (i) stocking and management of livestock and animal husbandry adjacent to the storages are consistent with the sustainable carrying capacity of the land;
- (j) best practice on-site wastewater treatment and disposal practices are utilised in unsewered areas; and
- (k) water allocation practices include provision for agricultural and environmental flows.

(4) Land Maintenance

Land Maintenance DEO:-

Land degradation is avoided and in areas where land degradation occurs as a result of development, the land is restored to a healthy, self-sustainable and stable condition.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) disturbance of land in beach erosion control districts, erosion prone areas and potential acid sulphate soils is avoided and if disturbance occurs it is managed to avoid material or serious environmental harm;
- (b) chemical contamination of land from agricultural and industrial activities is avoided;
- (c) sufficient ground cover is maintained on land to minimise erosion;
- (d) stocking and management of livestock and animal husbandry are consistent with the sustainable carrying capacity of the land;
- (e) stream bed and banks are retained in their natural state and natural drainage channels, which have been modified, are rehabilitated;
- (f) natural drainage patterns are retained;
- (g) development approvals for excavation and filling of land and operational works include **site** control measures to avoid land degradation, and finished works are restored and rehabilitated to a stable sustainable condition; and
- (h) cropping and horticultural practices are encouraged to be undertaken in accordance with **industry** best practice.

(5) Landscape Protection

Landscape Protection DEO:-

The significant natural landform and landscape features of the **Shire** are substantially retained, and where appropriate, enhanced to the extent practicable.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) inappropriate visual intrusion into significant scenic landscapes is avoided;
- (b) opportunities to enhance significant scenic landscapes are recognised and incorporated into the design and siting of land use and development; and
- (c) landscape elements are considered and, where appropriate, incorporated into the design and siting of land use and development.

2.7 The Desired Environmental Outcomes (DEOs) and Planning Scheme Strategies to Advance Community Wellbeing

The following eight DEOs express the outcomes sought to be achieved by **Council** to maintain and enhance the cultural, physical and social wellbeing of people and communities in the **Shire**.

(1) Community Needs

Community Needs DEO:-

A range of appropriate community facilities and services are provided to support and stimulate the lifestyle aspirations of the community.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) land use and development maximises the use of existing services and facilities and contributes to the provision of new facilities;
- (b) community facilities and services are co-located wherever practical, and integrated with centres to assist the revitalisation of centres and provide a focus for community activity;
- (c) community facilities and services in the urban area are accessible and conveniently located on the transport network where practicable; and
- (d) community facilities and services in the rural and rural residential areas are in part provided in the village centres.

(2) Infrastructure Efficiency

Infrastructure Efficiency DEO:-

Reliable infrastructure is provided in a manner that minimises total life cycle costs, efficiently satisfies the desired standards of service and facilitates effective utilisation.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed in accordance such that:-

- (a) development infrastructure is provided in an orderly and progressive manner;
- (b) the use of existing infrastructure is maximised;
- (c) appropriate buffers are provided and only compatible land use and development occur in the proximity of infrastructure facilities;
- (d) corridors required for future infrastructure purposes are protected; and
- (e) the development of infrastructure is managed to minimise adverse effects on amenity.

(3) Transport Infrastructure

Transport Infrastructure DEO:-

Land use and development is undertaken in a manner that provides for safe, convenient pedestrian and cyclist mobility, encourages use of public transport, supports the provision of a transport system that provides appropriate levels of service, maximises the potential economic benefit of the transport system and maintains and protects existing and future transport corridors and linkages.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) land use and development facilitates the integration of all modes of transport wherever practicable;
- (b) the efficiency and effectiveness of the existing transport system and future transport corridors are protected and enhanced;
- (c) transport infrastructure facilitates economic development opportunities and supports the development of centres, mixed business and **industry** areas and resource based activities;
- (d) the impact of major **Council** transport projects on **Shire** residents are managed to reduce significant adverse impacts;
- (e) land use and development promotes and encourages well connected local public transport, walking and cycling networks;
- (f) a public transport system in the urban area linking all transport modes is supported;
- (g) safety and accessibility within local areas for pedestrians and cyclists is improved; and
- (h) a local road network is developed and maintained with due regard to road safety standards.

(4) Public Spaces

Public Spaces DEO:-

Public spaces are accessible, safe, functional and appropriate to meet community needs and reasonable lifestyle expectations.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) a network of pleasant public spaces is provided;
- (b) public spaces are integrated with business and community centres to provide vibrant and attractive centres and a focus for community activity;
- (c) public spaces facilitate the conservation of natural areas and the protection of natural processes;
- (d) public spaces are provided and maintained to satisfy the recreational and open space needs of **Shire** residents;
- (e) land use and development contributes to the provision of new public spaces and maximises the use of existing public spaces;
- (f) a hierarchical multi-functional open space network is established that meets target levels for development and management and recognises recreational, visual and environmental values;
- (g) an integrated public open space network is provided that:-
 - is well connected to local public transport system through integrated walking and bikeways networks to promote equitable access and use; and
 - connects with business and community centres to provide vibrant and attractive centres and a focus for community activity; and
 - is adaptable in diversity, size, location and development to retain flexibility to accommodate future changes in line with community needs and expectations.
- (h) public open space provides opportunity to maintain and protect areas of ecological significance and natural processes; and
- (i) new public open space associated with development contributes to an integrated open space network system that maximises the use of existing public open space.

(5) Public Health and Safety

Public Health and Safety DEO:-

Public health standards are maintained and risk associated with natural and other hazards is managed to an acceptable level as far as practicable.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) land use and development is managed to maintain a low level of risk exposure to natural hazards;
- (b) mosquito and biting midges problems in new development areas are considered;
- (c) crime prevention through environmental design (CPTED) is incorporated into the design of new development in centres and in major pedestrian and bike ways;
- (d) road safety considerations are included in the design of new roads;
- (e) buffer areas are maintained, where practicable, around major industrial areas and incompatible uses are not encouraged in close proximity;
- (f) high impact uses are encouraged to locate in the middle of the industrial areas and lower impact uses locate towards the periphery of the industrial areas; and
- (g) the effects of land use and development on the risk of inundation to downstream properties are minimised.

(6) Heritage Conservation

Heritage Conservation DEO:-

Significant cultural values are retained as far as practicable.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) land use and development maintains the significant cultural heritage values of individual places, groups of places and landscapes; and
- (b) infrastructure provision and operation maintains the significant cultural heritage values of individual places, groups of places and landscapes.

(7) Amenity

Amenity DEO:-

Reasonable and appropriate standards of amenity are maintained and promoted.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) significant scenic landscapes and ecological processes and natural systems are maintained;
- (b) land use and development is integrated into the pattern of streets and open spaces;
- (c) the amenity of existing residential areas is maintained or enhanced and the adverse impacts of intrusive uses, noise and through-traffic are minimised;
- (d) infill residential development, including medium density development, is sensitively designed to minimise adverse impacts associated with perceptions of lack of privacy, increased noise and traffic and changes to streetscape character;
- (e) the adverse effects of land use and development are contained within development **sites** to the extent practicable to avoid spillage of effects across boundaries and undue detrimental impact on neighbouring properties; and
- (f) major **public utilities**, industrial uses, and **extractive industry** are buffered and, where practicable, segregated from incompatible uses.

(8) Community Identity

Community Identity DEO:-

The distinct character and identity of the communities in the **Shire** is maintained.

Important Aspects of Interpretation and Broad Strategies to Achieve this Outcome

The effects of land use and development are intended to be managed such that:-

- (a) land use and development maintains or improves the identity and distinctiveness of communities and promotes a sense of identity and association with places in the **Shire**;

- (b) land use and development is complementary to the character of the surrounding area;
- (c) land use and development contributes to creating a heart for Strathpine;
- (d) land use and development is integrated with and contributes to the establishment of vibrant and attractive centres and public spaces including improvements to the landscaping and urban design of public spaces; and
- (e) where appropriate, land use and development contributes to the reinforcement of the **Shire's** image and identity.

2.8 Balancing Achievement of the Desired Environmental Outcomes

- (1) DEOs are sought to be achieved, or at the very least not compromised, during the effective life of the **planning scheme** and are the basis of review of the performance of the scheme at the end of that period.
- (2) The effective life of the **planning scheme** is a period of eight years (2011/12) from the date of the scheme coming into force and taking effect.
- (3) In preparing the scheme, **Council** has had regard to the potential for the **Shire** to accommodate development post 2011. The cumulative effects of land use and development that potentially may eventually compromise achievement of the DEOs post 2011/12 have been a consideration of **Council**. Land use and development which may not compromise the achievement of the DEOs in the period to 2011/12 but may, through the cumulative effects of development over a longer time frame, contribute to the DEOs being compromised will be deemed to compromise the achievement of the DEOs and will be dealt with accordingly through the IDAS process.
- (4) The **planning scheme** measures including **locality** and **zone** outcomes facilitate achievement of the DEOs. The **locality** and **zone** provisions are the "land use and development" balance intended for the **Shire** consistent with the achievement of the DEOs. The interpretation of a desired environmental outcome, which furthers the achievement of the **locality** and **zone** outcomes, is preferred over one which does not.

2.9 Population Growth

- (1) The preparation of the **planning scheme** has been based on an assessment of the type, scale and timing of future anticipated development. Assumptions about growth and change and capacity for the **Shire** to accommodate development have been used to determine land requirements for development, pressures on the environment and demands for services and facilities.

Table 1.1.1 Population Projections Planning Scheme Localities 2002-2018

Locality	2003	2008	2011	2013	2018
Coast and River Lands	351	642	825	939	1,160
Urban	101,106	110,289	115,875	119,959	131,443
Major Employment Centres	563	828	993	1,096	1,293
North Lakes	2,536	7,434	10,416	12,211	15,375
Rural Living	5,918	6,303	6,497	6,687	7,456
Mountain Summit and Forests	978	1,049	1,088	1,127	1,293
Semi-Urban	8,414	8,808	8,461	8,496	8,669
Catchment	3,812	3,975	4,090	4,200	4,609
Village	2,331	2,353	2,368	2,382	2,437
TOTAL	126,010	141,681	150,613	157,097	173,733

2.10 Population Capacity Analysis

- (1) The following table highlights the current and projected future population capacities within the residential land stocks. These "ultimate" populations act as a cap to the overall growth within an area, to ensure that allocated growth does not exceed the determined ultimate yield for development.

Table 1.1.2 Population Capacity within Residential Land Stocks

COI ⁶ No.	Community of Interest Name	Dwellings/Lots 2002	Ultimate (2.5p/du) ⁷	Ultimate Dwellings/Lots	Ultimate (2.9 p/du)
10	Samford Valley	3,116	10,343	4,137	11,997
15	Cashmere and Joyner	969	3,030	1,212	3,515
20	Catchment including Dayboro	2,976	12,380	4,920	14,268
30	Kallangur, Dakabin and Murrumba Downs	7,611	32,611	13,007	37,696
40	Petrie	2,807	8,036	3,224	9,342
51	Bray Park, Lawnton, Strathpine and Brendale	10,548	36,764	14,941	42,305
61	The Hills District and Bunya	8,027	23,155	9,288	26,623
71	Albany Creek and Eatons Hill	7,119	20,586	8,227	23,776
81	Mango Hill and Griffin	1,826	39,781	15,869	46,020
91	Mt Nebo	143	585	226	655
	Total	45,142	187,270	75,051	216,197

2.11 Employment Growth

- (1) The following table indicates the projected growth in employment assumed during the preparation of the *planning scheme*.

Table 1.1.3 Summary of Employment Forecasts by Community of Interest

COI	Community of Interest	2003	2008	2013	2018
10	Samford Valley	1,401	1,502	1,606	1,713
15	Cashmere and Joyner	587	646	720	804
20	Catchment including Dayboro	1,313	1,290	1,302	1,373
30	Kallangur, Dakabin and Murrumba Downs	3,842	4,663	5,481	6,276
40	Petrie	2,066	2,173	2,315	2,406
51	Bray Park, Lawnton, Strathpine and Brendale	14,798	16,408	17,820	19,214
61	Hills District and Bunya	3,303	3,641	3,840	3,835
71	Albany Creek and Eatons Hill	2,593	3,153	3,489	3,496
81	Mango Hill and Griffin	2,219	5,579	8,712	11,347
91	Mt Nebo	79	78	77	77
	TOTAL	32,200	39,133	45,361	50,542

2.12 Strategic Framework Maps

- (1) The Localities Map
The division of the *planning scheme area* into *localities* is shown on Strategic Framework Map 1A - *Localities*.
- (2) Land Use and Development Map
The major land use allocations in the *planning scheme area* are shown on Strategic Framework Map 1B – Land Use.
- (3) Infrastructure Elements Map
The major infrastructure elements to support and service growth in the *planning scheme area* are shown on Strategic Framework Map 1C – Infrastructure Elements.
- (4) Environmental Features Map
The main environmental features in the *planning scheme area* are shown on Strategic Framework Map 1D – Environmental Features.

Division 3 Commencement of this Planning Scheme**3.1 Commencement of this Planning Scheme**

The planning scheme commenced on 15 December 2006.

This version incorporates all amendments that commenced up to the 15 December 2008.

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Division 4 Planning Scheme Structural Elements

4.1 Desired Environmental Outcomes⁹

- (1) The **planning scheme** has 19 desired environmental outcomes as follows:-
- (a) Urban Corridor
 - (b) Business and Industry Activity and Employment
 - (c) Centres
 - (d) Urban Residential and Ancillary Development and Land Use
 - (e) Rural and Low Density Residential and Ancillary Development and Land Use
 - (f) Resource Availability and Usage
 - (g) Terrestrial Ecosystems
 - (h) Aquatic Ecosystems and Waterways
 - (i) Water Quality – Storages
 - (j) Land Maintenance
 - (k) Landscape Protection
 - (l) Community Needs
 - (m) Infrastructure Efficiency
 - (n) Transport Infrastructure
 - (o) Public Spaces
 - (p) Public Health and Safety
 - (q) Heritage Conservation
 - (r) Amenity
 - (s) Community Identity

4.2 Local Government Area Divided into 9 Localities⁹

- (1) The **planning scheme** divides the local government area into the following 9 **localities** that cover the entire local government area and are identified on Strategic Framework Map 1A - Localities:-
- (a) Urban Locality
 - (b) Major Employment Centres Locality
 - (c) North Lakes Locality
 - (d) Coast and River Lands Locality
 - (e) Catchment Locality
 - (f) Semi-Urban Locality
 - (g) Rural Living Locality
 - (h) Village Locality
 - (i) Mountain Summit and Forests Locality

4.3 Some Localities Incorporate Precincts

Some **localities** incorporate **precincts**¹⁰ as follows:-

- (1) The Urban Locality incorporates **precincts** UL-1, UL-2, UL-3, UL-4, UL-5, UL-6, UL-7, UL-8, UL-9, UL-12, UL-13, UL-14, UL-15, UL-16 and UL-17.
- (2) The Major Employment Centre Locality incorporates **precincts** MEC-3 and MEC-4 inclusive.
- (3) The Semi-Urban Locality incorporates a **precinct** SU-1.
- (4) The Village Locality incorporates **precincts** VL-1 and VL-2.

4.4 Localities Divided into Zones

The **planning scheme** divides each **locality** into **zones** that cover the entire **locality** as set out in Table 1.1.4.

TABLE 1.1.4: Mix of Zones Contained in Each Locality

ZONES	LOCALITIES								
	Urban	Major Employment Centre	North Lakes	Coast & River Lands	Catchment	Semi-Urban	Rural Living	Village	Mt Summit & Forests
Residential A Zone	✓	✓		✓				✓	✓
Residential B Zone	✓	✓							
Special Residential Zone	✓			✓	✓	✓	✓	✓	✓
Park Residential	✓				✓	✓		✓	
Rural Residential	✓			✓	✓	✓	✓	✓	
Central Business	✓	✓							
Commercial Zone	✓	✓							
Local Business Zone	✓	✓		✓					✓
Neighbourhood Facilities Zone	✓							✓	
Urban Village Zone	✓								
Village Centre Zone								✓	
Home Industry Zone	✓								
Service Industry Zone	✓	✓						✓	
General Industry Zone	✓	✓							
Extractive Industry Zone		✓		✓	✓				
Future Urban Zone	✓	✓							
Rural Zone	✓	✓		✓	✓		✓	✓	✓
Conservation Zone	✓			✓	✓	✓	✓		✓
Park and Open Space Zone	✓	✓		✓	✓	✓	✓	✓	✓
Sports and Recreation Zone	✓	✓		✓	✓	✓		✓	
Special Facilities Zone	✓	✓		✓	✓	✓	✓	✓	✓
Special Purpose Zone	✓	✓		✓	✓	✓	✓	✓	✓

4.5 Some Zones Incorporate Sub-Precincts¹¹

Some zones incorporate **sub-precincts**¹²:-

- (1) The Residential A zone incorporates **sub-precincts** RA-1, RA-2, RA-3, RA-5, RA-6, RA-7, RA-8 and RA-9.
- (2) The Residential B zone incorporates **sub-precincts** RB-1, RB-2, RB-3, RB-4, RB-5, RB-6, RB-7, RB-8, RB-9 and RB-10.
- (3) The Park Residential zone incorporates **sub-precinct** PR-1 and PR-2.
- (4) The Rural Residential zone incorporates **sub-precinct** RR-1.
- (5) The Central Business zone incorporates **sub-precincts** CB-1.
- (6) The Commercial zone incorporates **sub-precincts** C-2, C-3, C-4 and C-5.
- (7) The Local Business zone incorporates **sub-precinct** LB-1.
- (8) The Home Industry zone incorporates **sub-precincts** HI-1 and HI-2.
- (9) The Service Industry zone incorporates **sub-precincts** SI-1, SI-2, SI-3, SI-4, SI-5, SI-6 and SI-7.
- (10) The General Industry zone incorporates **sub-precincts** GI-1, GI-2 and GI-3.
- (11) The Extractive Industry zone incorporates **sub-precincts** EI-1, EI-2, EI-3, EI-4, EI-5 and EI-6.
- (12) The Rural zone incorporates **sub-precincts** RU-1, RU-3, RU-4, RU-5, RU-6 and RU-7.
- (13) The Special Facilities zone incorporates **sub-precincts** SF-1, SF-2, SF-3, SF-4, SF-5 and SF-6.

4.6 Roads, Waterways and Reclaimed Land

- (1) If a road, **watercourse** or reclaimed land in the local government area is not shown as being covered by a **zone** on the **zone maps**, the following applies:-
 - (a) if the road, **watercourse** or reclaimed land is adjoined on both sides by land in the same **zone**, the road, **watercourse** or reclaimed land has the same **zone** as the adjoining land;
 - (b) if the road, **watercourse** or reclaimed land is adjoined on one side by land in a **zone** and adjoined on the other side by land in another **zone**, the road, **watercourse** or reclaimed land has the same **zone** as the adjoining land, and the centreline of the road or **watercourse** is the boundary between the two **zones**;
 - (c) if the road, **watercourse** or reclaimed land is adjoined on one side only by land in a **zone**, the entire road, **watercourse** or reclaimed land has the same **zone** as the adjoining **zoned** land.
- (2) If a road, **watercourse** or reclaimed land is not shown as being covered by a **precinct** or **sub-precinct** on the **zone maps**, subsection (1) applies as if the **precinct** or **sub-precinct** were a **zone**.
- (3) Further, sub-section (1) and (2) also applies to a closed road if the road is closed after the commencement of the **planning scheme**.

4.7 Planning Scheme has 15 types of Overlays¹³

- (1) The **planning scheme** has 15 types of overlays that apply to:-
 - (a) Biodiversity¹⁴;
 - (b) Waterways;
 - (c) Erosion Prone Areas;
 - (d) Salt Marsh Mosquitoes and Breeding Areas;
 - (e) Significant Cultural Heritage Sites;
 - (f) Acid Sulphate Soils;
 - (g) Significant Scenic Rural Landscapes;
 - (h) Major Flood Events;
 - (i) Bushfire Hazard;
 - (j) Potential Landslide;
 - (k) Protection of Extractive Resources;
 - (l) Industrial Buffers;
 - (m) Operational Airspace and Aviation Facilities;
 - (n) Infrastructure Facilities Buffers;
 - (o) Regional Plan.

4.8 Determining if Development is Assessable or Self-Assessable Under the Planning Scheme¹⁵

- (1) Assessment tables for the **zones** and overlays identify development that is assessable, self-assessable or exempt under the **planning scheme** as follows:-
 - (a) Tables 4.2 to 4.24¹⁶ for each **zone** contained in Chapter 4 Parts 2 – 24 for material change of use and associated works development;

- (b) Table 4.25¹⁷ for all **zones** contained in Chapter 4 Part 25 for other development not associated with a material change of use;
 - (c) Tables 5.1.1 to 5.15.1¹⁸ for overlays contained in Chapter 5 Parts 1 – 15 for material change of use and associated works development; and
 - (d) Tables 5.1.2 to 5.15.2¹⁹ for overlays contained in Chapter 5 Parts 1 – 15 for other development not associated with a material change of use.
- (2) The assessment tables also identify assessable development under the **planning scheme** that requires code assessment or impact assessment.
- (3) If development is identified as having a different assessment category under a **zone** than under an overlay, or under different overlays, the higher assessment category applies as follows:-
- (a) self-assessable prevails over exempt;
 - (b) code assessable prevails over self-assessable or exempt;
 - (c) impact assessable prevails over self-assessable, code assessable or exempt.

ZONE ASSESSMENT CATERGORY (or category for another overlay if more than one overlay applies)	OVERLAY ASSESSMENT CATEGORY			
	Exempt	Self assessable	Code	Impact
Exempt	Exempt	Self-assessable	Code	Impact
Self-assessable	Self	Self-assessable	Code	Impact
Code	Code	Code	Code	Impact
Impact	Impact	Impact	Impact	Impact

4.9 Types and Names of Codes²⁰

There are codes for:-

- (1) each **locality** and type of overlay; and
- (2) particular types and aspects of development:-
 - (a) Use Codes
 - (b) Reconfiguring a Lot Design Codes
 - (c) Reconfiguring a Lot Operational Works Design Codes
 - (d) Miscellaneous Development Codes

The codes are the following:-

(1) **LOCALITY CODES**

- (a) Urban Locality Code
- (b) Major Employment Centres Locality Code
- (c) North Lakes Locality Code
- (d) Coast & River Lands Locality Code
- (e) Catchment Locality Code
- (f) Semi-Urban Locality Code
- (g) Rural Living Locality Code
- (h) Village Locality Code
- (i) Mountain Summit and Forests Locality Code

OVERLAY CODES

- (j) Biodiversity Overlay Code
- (k) Waterways Overlay Code
- (l) Erosion Prone Areas Overlay Code
- (m) Saltmarsh Mosquito Treatment Areas Overlay Code
- (n) Significant Cultural Heritage Sites Overlay Code
- (o) Acid Sulfate Soils Overlay Code
- (p) Significant Scenic Rural Landscapes Overlay Code
- (q) Major Flood Events Overlay Code
- (r) Bushfire Hazard Overlay Code
- (s) Potential Landslide Overlay Code
- (t) Protection of Extractive Resources Overlay Code

- (u) Industrial Buffers Overlay Code
- (v) Operational Airspace and Aviation Facilities Overlay Code
- (w) Infrastructure Facilities Buffers Overlay Code
- (x) Regional Plan Overlay Code

USE CODES

- (a) Accommodation Units Code
- (b) Agriculture Code
- (c) Animal Accommodation Code
- (d) Aquaculture Code
- (e) Associated Unit Code
- (f) Bed and Breakfast Accommodation Code
- (g) Caravan/Transportable Home Park Code
- (h) Caretaker's Residence Code
- (i) Cattery Code
- (j) Child Care Centre Code
- (k) Community Facilities Code
- (l) Concrete Batching Plant Code
- (m) Dairy Code
- (n) Detached House Code
- (o) Detached Houses on Small Residential Lots Code
- (p) Display Home Code
- (q) Domestic Storage Code
- (r) Duplex Dwelling Code
- (s) Estate Sales Office Code
- (t) Extractive Industry Code
- (u) Farm Forestry Code
- (v) Home Business Code
- (w) Infill Housing Code
- (x) Intensive Animal Husbandry Code
- (y) Kennels Code
- (z) Major Telecommunication Facility Code
- (aa) Motel Code
- (bb) Multiple Dwelling Units Code
- (cc) Non-Intensive Animal Husbandry Code
- (dd) Pensioner Units Code
- (ee) Place of Worship Code
- (ff) Retirement Village Code
- (gg) Rural Industry Code
- (hh) Salvage Yard Code
- (ii) Service Station Code
- (jj) Tourist Cabins Code
- (kk) Veterinary Clinic Code
- (ll) Veterinary Hospital Code

RECONFIGURATING A LOT DESIGN CODES

- (a) Urban Residential Subdivision Design Code
- (b) Park Residential Subdivision Design Code
- (c) Rural Residential Subdivision Design Code
- (d) Industrial Subdivision Design Code
- (e) Commercial Subdivision Design Code
- (f) Rural Subdivision Design Code
- (g) Boundary Relocation Design Code
- (h) Subdivision by Lease Design Code
- (i) Access Easement Design Code
- (j) Subdivision in All Other Zones Design Code

RECONFIGURATING A LOT OPERATIONAL WORKS DESIGN CODES

- (a) Urban Residential Subdivision Works Design Code
- (b) Park Residential Subdivision Works Design Code
- (c) Rural Residential Subdivision Works Design Code
- (d) Industrial Subdivision Works Design Code
- (e) Commercial Subdivision Works Design Code
- (f) Rural Subdivision Works Design Code
- (g) Access Easement Subdivision Works Design Code

MISCELLANEOUS DEVELOPMENT CODES

- (a) Advertising Signs Code
- (b) Access and Parking Code
- (c) Setbacks Code
- (d) Site Earthworks Code
- (e) Infrastructure Works Code
- (f) Landscape Design Code

4.10 Codes Applicable to On-going Use²⁷

A code that is applicable to a material change of use is also applicable to the ongoing use that results from that change²².

4.11 Planning Scheme Seeks to Achieve Outcomes²³

- (1) The **planning scheme** seeks to achieve outcomes that are identified according to the following levels:-
 - (a) desired environmental outcomes;
 - (b) overall outcomes for and purpose of a code;
 - (c) specific outcomes for a code; and
 - (d) probable solutions for a specific outcome or acceptable solutions for complying with a self-assessable code.

4.12 Probable Solutions for Code Assessable Development²⁴

A probable solution for a specific outcome provides a guide for achieving that outcome in whole or in part and does not limit the Assessment Manager's discretion under the IPA to impose conditions on a development approval²⁵.

¹ Under IPA, Section 1.2.1, the purpose of the IPA is to seek to achieve ecological sustainability by (a) coordinating and integrating planning at the local, regional and state levels; and (b) managing the process by which development occurs; and (c) managing the effects of development on the environment (including managing the use of premises).

² IDAS – integrated development assessment system – is the system detailed in Chapter 3 of the IPA for integrating state and local government assessment processes for development.

³ Schedule 10 of the IPA defines infrastructure as land, facilities, services and works used for supporting economic activity and meeting environmental needs.

⁴ IPA Guideline 1/00: Process for Preparing Planning Schemes – The Overview (draft), 2/00: Process for Preparing Planning Schemes – The Principles (Draft), 3/00: Process for Preparing Planning Schemes – Stage 1 (Determining the Strategic Framework); and IPA Plan Making Guideline – Stage 3 Drafting The Planning Scheme and Supporting Documents.

⁵ In the Intergovernmental Agreement on the Environment (Qld) 1992, the Commonwealth, State and Local Governments agreed that the concept of ecologically sustainable development should be used by all levels of government in the assessment of natural resources, land use decisions and approval processes.

⁶ COI = Community of Interest.

⁷ p/du = persons per **dwelling unit**.

⁸ The desired environmental outcomes are a key element of the **planning scheme**. The scheme measures are required to facilitate the desired environmental outcomes to be achieved. Measures facilitating the desired environmental outcomes to be achieved include the identification of relevant:-

- (a) self-assessable development; and
- (b) assessable development requiring code or impact assessment.

Development must not compromise the achievement of the desired environmental outcomes for the **planning scheme** area.

⁹ The **planning scheme** area is divided into **localities** consisting of **zones**. **Zones** are based on broad land use allocations and within a **locality** are related by a common interest or characteristics. Definitions of '**locality**' and '**zone**' are included in Chapter 7 Part 3 Administrative Definitions Schedule. It is necessary to identify the **localities** and **zones** and describe how they are represented in the **planning scheme**.

- ¹⁰ “**Precincts**” are defined in Chapter 7 Part 3 Administrative Definitions Schedules.
- ¹¹ Some **zones** are further divided into areas having certain features, (e.g. related to use, physical character) that affect the application of assessment categories or assessment criteria. It is necessary to identify any such sub-areas.
- ¹² “**Sub-Precincts**” are defined in Chapter 7 Part 3 Administrative Definitions Schedule.
- ¹³ Overlays provide the secondary organisational layer in the **planning scheme** and are based on special attributes of land that need to be protected or that may constrain development due to an environmental hazard or the value of a resource.
- ¹⁴ Includes remnant vegetation, koala habitats, ecological corridors and protected vegetation areas.
- ¹⁵ The scheme measures are organised to facilitate the ready identification of development that is assessable under the scheme and therefore subject to development approval or self-assessable and subject to compliance with applicable codes. Assessment tables identify assessment categories according to each **zone** and each type of overlay.
- ¹⁶ Tables 4.2 to 4.24 refer to material change of use and associated works undertaken at the same time as the material change of use. Also, see **planning scheme** explanatory notes giving examples that explain the type of development involved in different proposals.
- ¹⁷ Table 4.25 refers to other development including works not undertaken at the same time as the material change of use. **Planning scheme** explanatory notes give examples that explain the type of development involved in different proposals.
- ¹⁸ Tables 5.1.1 to 5.15.1 refer to material change of use and associated works undertaken at the same time as the material change of use. Also, see **planning scheme** explanatory notes giving examples that explain the type of development involved in different proposals.
- ¹⁹ Tables 5.1.2 to 5.15.2 refer to other development including works not undertaken at the same time as the material change of use. Planning scheme explanatory notes give examples that explain the type of development involved in different proposals.
- ²⁰ The scheme is structured to comprise two types of codes, area-based codes (i.e. codes that apply to each **locality** and to each type of overlay) and codes for particular types or aspects of development.
- ²¹ This section provides, in a general way, for all codes in the **planning scheme** that are relevant to the use of premises to be identified as being applicable to such use. Otherwise, the applicable codes identified in the assessment tables for material changes of use would be applicable only to the material change of use, not the consequence of that change, i.e. the use of premises. This is significant in the case of self-assessable development involving a material change of use. Section 2.1.23(3) of the IPA relates with respect to regulating the use of premises, and Section 4.3.4 with respect to an offence under the Act.
- ²² IPA, Section 2.1.23(3) (Local Planning Instruments Have Force of Law) relates with respect to regulating the use of premises, and IPA, section 4.3.4 (Compliance With Identified Code for Use of Premises) with respect to an offence under the Act.
- ²³ The scheme is based on a structure that organises ‘scheme policy’ according to a hierarchy of outcomes.
- ²⁴ Precise solutions in a code applicable for assessable development are ‘probable solutions’ and provide a guide for achieving the relevant specific outcome. Probable solutions may or may not be appropriate, or adequate, for individual proposals. Each proposal needs to be considered on its merits within the context established for the code by the specific outcomes and purpose (overall outcomes). A probable solution does not limit the decision-making discretion provided by the IPA.
- ²⁵ IPA, Chapter 3 (Integrated Development Assessment System (IDAS)), Part 5 (Decision Stage), Division 6 (Conditions).

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