





# 3.3 Settlement pattern



### 3.3.1 Strategic outcomes

- (a) The pattern of settlement reinforces and protects the planned role and function of the centres hierarchy within the Fraser Coast.
- (b) Urban areas are compact with clearly defined boundaries that encourage strong neighbourhoods and provide attractive places for residents to enjoy whilst optimising the efficient delivery and use of infrastructure and services.
- (c) Urban development is predominantly focused in the major regional population centres of Maryborough and Hervey Bay.
- (d) Rural residential development is contained within identified rural residential areas.
- (e) The Fraser Coast is developed in a sustainable manner by incorporating urban design principles that create a positive and balanced context for people to engage with places and with others.
- (f) Adequate buffers are provided between incompatible land uses to protect resources, existing uses and the amenity of residents.
- (g) Development avoids or mitigates the adverse impacts of natural hazards (including flood, bushfire, landslide and coastal processes) in a manner so as to protect people, property, economic activity and the environment.

## 3.3.2 Elements and specific outcomes

### 3.3.2.1 Element 1 Compact and consolidated urban form

The physical form and structure of development within urban areas results in the creation of communities that have a compact urban form and walkable neighbourhoods, enjoy a variety of transportation options, incorporate natural landscapes and promotes diversity of housing whilst respecting the character of the diverse places within the Fraser Coast.

#### Specific outcomes

- (a) Urban development occurs on land within an urban area as identified on **Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern)** so as to:-
  - (i) achieve a compact and consolidated urban form;
  - (ii) optimise the efficient delivery and use of infrastructure and services;
  - (iii) minimise exposure to physical and environmental constraints and natural hazards;
  - (iv) minimise the impact of lands supporting environmental, rural production and landscape values; and
  - (v) enhance and preserve the discrete identities of individual cities, towns and villages of the Fraser Coast.
- (b) Urban development contributes to the form and structure of areas to achieve the following:-
  - (i) an effective and efficient transport network that supports access, mobility and connectedness;
  - (ii) increased use of public and active transport modes;
  - (iii) a diverse range of suitably located housing options that provide for affordable living <sup>1</sup>;
  - (iv) sustainable housing outcomes that promote energy efficiency, are climatically responsive to the sub-tropical living conditions of the Fraser Coast and, where possible, are readily adaptable to changing occupant needs over time; and
  - (v) a diversity of housing product that respond to the lifestyle, market and socio-economic demands of a diverse community.
- (c) Infill development:-
  - (i) is compatible with and sympathetic to the amenity and character of its setting;

Note—whilst the character of most established residential areas is intended to be maintained, development within the **Tourism Activity Centres** at Pialba, Scarness, Torquay and Urangan and the Pialba **Principal Activity Centre** is envisaged to contribute towards a higher density residential and vibrant, mixed use environment. Development in the Maryborough **Principal Activity Centre** is envisaged to maintain and respect the historic buildings and streetscapes that contribute to its local identity.

- (ii) includes higher density residential development comprising multi-unit (tourist and permanent) residential uses, aged care and student accommodation in well-served locations in Hervey Bay and Maryborough, with good access to public and active transport, commercial development, social services and facilities;
  - (iii) provides for adequate privacy and personal safety, is reasonably accessible to social infrastructure and does not contribute to social disadvantage; and
  - (iv) is connected to adequate infrastructure and services.
- (d) Development occurs in an orderly and efficient manner that provides for the logical and cost-effective extension of infrastructure networks to service new development.

1. Editor's note—In this context, the term affordable living not only refers to the affordability of the housing product itself (e.g. in terms of the initial purchase price or ongoing rent) but also takes into account the recurrent costs of living (e.g. travel costs) associated with occupying that particular housing product.

## 3.3.2.2 Element 2 Urban expansion areas and future urban areas

A significant proportion of future urban growth within the Fraser Coast is accommodated within identified urban expansion areas. These areas represent sustainable development opportunities and align infrastructure delivery with land use planning.

### Specific outcomes

- (a) Urban expansion occurs within the identified urban expansion areas of Doolong Flats/Ghost Hill, Eli Waters/Dundowran, Kawungan North East, Nikenbah, St Helens, Granville, north of Boys Avenue at Maryborough, Burrum Heads and Howard as identified on **Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern)**.

Note—the overlay mapping in **Schedule 2 (Mapping)** identifies that these urban expansion areas are subject to various mapped overlays. The relative weight to be given to these mapped overlays in the development assessment process needs to take into account the following:-

- (1) these urban expansion areas are intended to accommodate a significant proportion of the projected growth needs of the Fraser Coast to 2031;
- (b) where applicable, the outcomes of local area planning that has been undertaken by the Council; and
- (c) site-specific assessment and ground truthing of environmental and other physical constraints that has been undertaken by development proponents.

#### Doolong Flats/Ghost Hill urban expansion area

- (b) The Doolong Flats/Ghost Hill urban expansion area is developed predominantly for residential purposes, incorporating a mix of densities and housing forms in interconnected neighbourhoods, while community and commercial facilities are provided to support the local community.
- (c) An open space network is provided that is sympathetic to local environmental values and creates opportunities for active transport, recreation and increased visual amenity. The Ghost Hill ridgeline includes a series of lookout paths that provide visual relief and offer views over Hervey Bay. Development is sensitively located to have regard to visual amenity of the Ghost Hill ridgeline.

#### Eli Waters/Dundowran urban expansion area

- (d) The Eli Waters/Dundowran urban expansion area is progressively developed as a residential community which recognises and appropriately responds to the physical and environmental constraints that have been identified. It comprises a series of separate, but interconnected residential development nodes that provide safe and pleasant living environments.
- (e) A range of densities and housing forms are catered for. The residential neighbourhood in the north-western section of the structure plan area, adjacent to the coast, incorporates a mix of permanent residential and tourist accommodation. A network of retail centres with associated community and sports facilities are appropriately located to service the main residential development nodes.
- (f) An area south of Pialba-Burrum Heads Road is subject to further investigation for future urban development.

#### Granville urban expansion area

- (g) The Granville urban expansion area is developed for an attractive and functional harbour with residential, retail, tourism, marine industry and open space uses that complement the harbour.
- (h) The balance area on the southern side of Walkers Point Road is subject to further investigation for future urban development.

#### Kawungan North East urban expansion area

- (i) The Kawungan North East urban expansion area is developed for a range of land uses including large format retail showrooms to complement the adjoining Pialba Principal Activity Centre, residential purposes including a mix of densities and housing forms, and mixed use and commercial activities.

#### Nikenbah urban expansion area

- (j) The Nikenbah urban expansion area is developed for a range of residential densities to accommodate the topographical features of the area, in particular on the southern side of the Ghost Hill ridgeline.
- (k) Commercial and Industrial activities are also identified to support the residential activities and surrounding rural activities to the west and south of the urban expansion area.

#### North of Boys Avenue urban expansion area

- (l) The urban expansion area north of Boys Avenue is developed for residential purposes and to meet short to medium term growth demands.

#### St Helens urban expansion area

- (m) The St Helens urban expansion area is developed for residential, rural residential, employment and industry activities, that serves as the northern extension of Maryborough's urban area.
- (n) A local activity centre provides for the convenience retail needs of residents and employees in the area. Employment and industry activities build upon the existing industrial estate on Phillip Court.

## 3.3.2.3 Element 3 Rural residential development

Rural residential development will continue to be recognised as a lifestyle choice for residents in the Fraser Coast, with further development being located in identified Rural Residential areas.

### Specific outcomes

- (a) Rural residential development is contained within allocated rural residential areas as identified on **Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a)(Settlement pattern)** and in further detail on the zoning maps.
- (b) Development in identified rural residential areas is characterised by very low density housing providing residents with an acreage lifestyle choice and high level of amenity.
- (c) Development in rural residential areas supports and is responsive to the prevailing character of its surrounds. The individual character of different rural residential areas is maintained through the application of the minimum lot sizes specified for precincts under the Rural residential zone.
- (d) Existing levels of service are maintained in established rural residential areas and a relatively limited range of infrastructure and services are provided for new rural residential development, with services such as water supply and sewerage predominantly provided on-site.
- (e) Residents of rural residential areas continue to rely upon the cities and towns to access employment opportunities, shopping facilities, community facilities and services, and other infrastructure.

## 3.3.2.4 Element 4 Hierarchy of centres

The Fraser Coast region is characterised by a range of vibrant and diverse coastal and rural towns and villages which are serviced by the two major regional population centres of Hervey Bay and Maryborough. There is a hierarchy of centres established within the Fraser Coast, with services and facilities provided at a scale commensurate with the role and function of each centre.

### Specific outcomes

- (a) Development is consistent with and supports the hierarchy of centres for the Fraser Coast identified conceptually on **Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern)** and **Strategic Framework Map 2 (SFM-002) and 2a (SFM-002a) (Economic resources and development)** and described below:-
- (i) **Principal Activity Centres** are located at Maryborough (CBD) and Pialba in Hervey Bay. They:-
    - (A) contain the largest and most diverse concentration of urban activities;
    - (B) have high population densities; and
    - (C) are the key regional focus for employment and development including, government administration, cultural, entertainment, health, education and public and active transport facilities;
  - (ii) **District (Rural and Coastal) Centres** are located at Burrum Heads, River Heads, Tiaro and Howard. They:-
    - (A) contain a concentration of businesses and employment uses that primarily service local residents, tourism or primary production industries; and
    - (B) may also contain limited retail, government services, entertainment, residential and community facilities;
  - (iii) **District (Urban) Centres** are located at Eli Waters (Boat Harbour Drive), Doolong Flats (Rasmussen's Road), Torquay (Denmans Camp Road) and Urangan (Boat Harbour Drive and Elizabeth Street). They:-
    - (A) serve catchments of district significance within the coastal urban area; and
    - (B) accommodate concentrations of employment, business, services, commercial and retail services;
  - (iv) **Local Centres** provide for convenience and personal service shopping needs for a surrounding residential neighbourhood and typically provide local shopping, local employment, takeaway food premises and personal and community services;
  - (v) **Specialist Activity Centres** are located adjacent to the Hervey Bay Airport and at the Urangan Boat Harbour. They:-
    - (A) provide a wide range of retail, commercial, and entertainment facilities for visitors and convenience services for residents of the immediate surrounding area;
    - (B) contain tourist accommodation, mixed use development, cafes and restaurants, with medium/high density housing also located at the Urangan Boat Harbour;
    - (C) provide opportunities for industrial uses; and
    - (D) function as major transport hubs.
  - (vi) **Tourism Activity Centres** are located on the Esplanade at Pialba, Scarness, Torquay and Urangan. They:-
    - (A) provide a wide range of retail, commercial, and entertainment facilities for visitors and convenience services for residents of the immediate surrounding area; and
    - (B) contain tourist accommodation, mixed use development, medium/high density living, cafes and restaurants.
  - (vii) Development that proposes centre activities outside of an activity centre or a higher order or larger scale usage than intended for a particular activity centre is avoided.

## 3.3.2.5 Element 5 Sustainable built form and urban design

The design of buildings and urban spaces responds to the sub-tropical climate of the Fraser Coast and addresses key sustainability issues including energy and water efficiency. Locally responsive built form and urban design enhances the image of the Fraser Coast as an attractive and interesting place in which to live, visit and conduct business.

### Specific outcomes

- (a) Development:-
- (i) supports the creation of complete and vibrant communities based on contemporary planning and neighbourhood design principles, including providing for places that:-
    - (A) enhance the local economy, environment and community;
    - (B) are connected physically and socially;
    - (C) are inclusive and offer a diverse range of experiences;
    - (D) are sustainable, enduring and resilient;
    - (E) are welcoming and safe; and
    - (F) consider custodianship and maintenance over time;
  - (ii) reflects the preferred local character for places as expressed in zone codes, local plan codes and planning scheme policies;
  - (iii) incorporates sub-tropical and quality architectural design<sup>2</sup>;
  - (iv) is responsive to local climatic and environmental conditions;
  - (v) includes energy efficiency measures and incorporates renewable energy sources;
  - (vi) minimises the use of water by incorporating water conservation and water reuse measures where practical;
  - (vii) maximises opportunities for walking, cycling and supporting the viability of a quality public transport system;
  - (viii) provides access and facilities for the community;
  - (ix) creates quality spaces and places for community interaction; and
  - (x) avoids or mitigates the impacts of natural hazards such as flood, coastal processes, bushfire and landslide.
- (b) Residential environments:-
- (i) are characterised by a strong sense of community and a distinct identity that is influenced by elements such as landscape setting, the pattern of subdivision and the type and age of housing;
  - (ii) have a mix of contemporary, innovative and traditional architectural styles so that each city, town, village and community maintains and enhances its distinct character and identity; and
  - (iii) as far as practicable, protect and integrate the natural environment and landscape into communities.
- (c) New housing is designed to integrate with existing housing and community facilities, to ensure it contributes to cohesive neighbourhoods.
- (d) The unique built form of existing character areas in the Fraser Coast is valued and enhanced.
- (e) New development does not detract from the heritage and urban design values contained in key character areas. Building and landscape form in identified locations is retained and enhanced.

*2. Editor's note—the publication 'Sub-tropical design in South East Queensland – a handbook for planners and developers' provides some guidance about sub-tropical design.*



## 3.3.2.6 Element 6 Incompatible land uses

Appropriate buffering and separation between incompatible land uses is provided to avoid or minimise land use conflicts and to protect the health, wellbeing, amenity and safety of the community.

### Specific outcomes

- (a) The interface between land uses is effectively managed to:-
  - (i) protect sensitive uses from incompatible land uses; and
  - (ii) maintain the long term viability of existing land uses from encroachment by incompatible uses.
- (b) New land uses which are incompatible with existing sensitive uses are located and managed to protect the health, wellbeing, amenity and safety of the community from the potential adverse impacts of air, noise and odour emissions and hazardous materials.
- (c) Adequate buffers and separation distances are established and maintained between urban development, agricultural land class A and B and other incompatible land uses.
- (d) Adequate buffers are provided between rural land and land owned and operated by the Department of Defence to protect defence operations and ensure public safety.
- (e) Major infrastructure is protected from urban encroachment and other incompatible land uses to ensure its continued operation and viability.

## 3.3.2.7 Element 7 Natural hazards

Given the diversity of physical and environmental settings within the Fraser Coast, the region is vulnerable to the potentially adverse impacts of a range of natural hazards including flood, bushfire, landslide and coastal hazards including any impact of climate change. Development will be appropriately located and designed in order to minimise the risks associated with these hazards.

### Specific outcomes

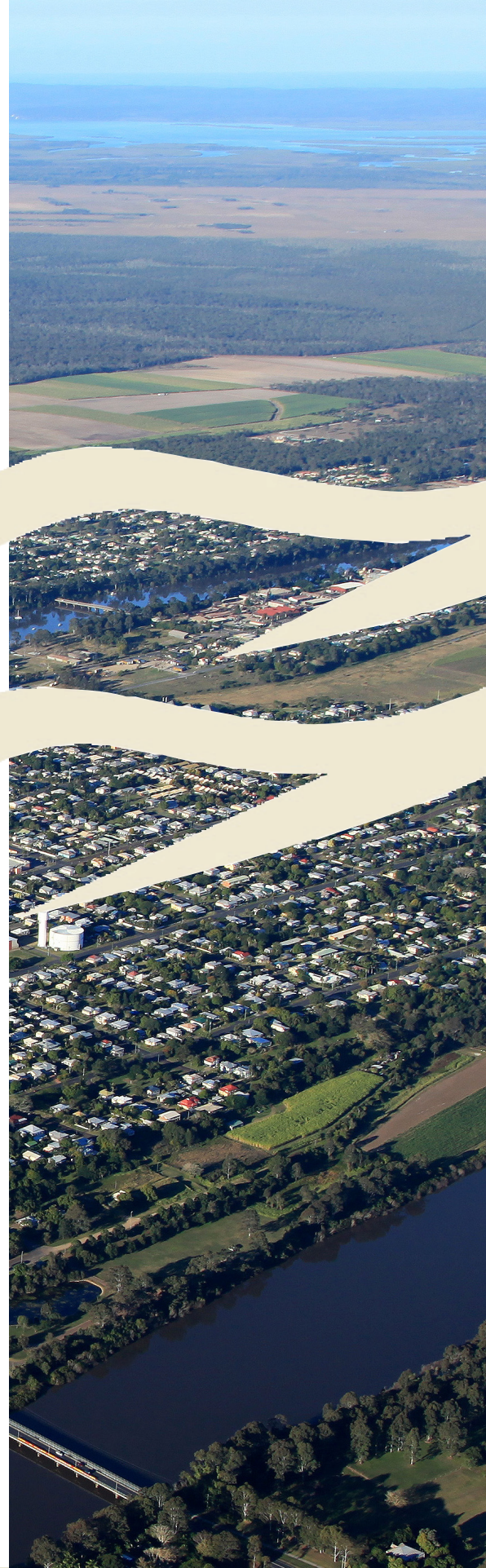
- (a) The potential adverse impacts to people, property, economic activity and the environment from natural hazards are minimised by ensuring that development:-
  - (i) avoids areas subject to (stream or coastal) flooding or otherwise mitigates against, is resilient to, and does not materially worsen flooding;
  - (ii) avoids confirmed medium or high bushfire hazard areas or otherwise incorporates fire breaks and other bushfire management measures to mitigate the risk of bushfire; and
  - (iii) avoids or manages the risk of landslide on steep land and/or confirmed landslide hazard areas.
- (b) Development in the coastal zone is planned, located, designed, constructed and operated to mitigate the social, financial and environmental costs arising from the impacts of coastal hazards.
- (c) In assessing the potential adverse impacts of natural and coastal hazards, the predicted effects of climate change are taken into account where appropriate.

### 3.3.3 Relevant strategic framework maps

**Strategic Framework Map 1 (SFM-001) and 1a (SFM-001a) (Settlement pattern)** conceptually identify elements of the strategic framework as relevant to the settlement pattern theme, including:-

- (a) land use categories including urban area, urban expansion areas and future urban areas, rural residential areas, rural areas, major sport and recreation open space areas and protected areas;
- (b) major elements of the Fraser Coast hierarchy of centres; and
- (c) major transport elements.

Note—the natural hazards element is not identified on the Strategic framework maps, but is reflected through measures in other parts of the planning scheme, including in Part 8 (Overlays).



Maps SFM-001 and SFM 001a  
**Settlement pattern**

