

Planning Scheme Policy for **The Hughes and Seaview Bargara Masterplan Area**

Bundaberg Regional Council
Planning Scheme 2015 (Version 4.1)

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SC6.6 Planning scheme policy for the Hughes and Seaview Bargara masterplan area

SC6.6.1 Purpose

The purpose of this planning scheme policy is to provide:-

- (a) guidance for development within the area of land bounded by Hughes Road, Seaview Road, Watsons Road, and Bargara Road, Bargara;
- (b) alternative outcomes acceptable to Council that satisfy the overall outcomes of the Central coastal urban growth area code may be achieved;
- (c) alternative outcomes acceptable to Council that satisfy the Desired standards of service nominated within Part 4 – Local Government infrastructure plan.

SC6.6.2 Application

This planning scheme policy applies to assessable development on land between Bargara, Hughes, Watsons, and Seaview Roads. The outcomes nominated within the plan are alternative outcomes to those outcomes nominated within the **Central coastal urban growth area local plan code** and **Local Government Infrastructure Plan** and achieve the Overall outcomes and the Desired standards of service required by those parts of the planning scheme.

Map 1—Overall Masterplan provides an overall plan for the land use elements nominated within this masterplan. Maps 2 through to 6 provide location and alignment information for individual elements required by this masterplan. To comply with the masterplan, development is to comply with each element nominated.

SC6.6.3 How to read this policy

This masterplan:-

- (1) provides strategic recommendations for the future development of land between Bargara, Hughes, Watsons, and Seaview Roads. It identifies policy statements and environmental outcomes in relation to the pattern of settlement and land use, movement networks, environmental and open space networks, buffering and separation, and infrastructure delivery and staging;
- (2) is supported by a background planning report which includes an analysis of constraints and opportunities, identification of key issues, landowner intentions and council workshop outcomes for the area.

SC6.6.4 Land to which this masterplan applies

The masterplan:-

- (1) applies to land bounded by Bargara Road, Hughes Road, Watsons Road, and Seaview Road Bargara and as shown in **Figure SC6.6.1 Land that the masterplan applies**.
- (1) area comprises of approximately 141 hectares of land fragments into 62 lots ranging in size from 975m² to 6.3ha. Moneys Creek and its catchment and the north-east and north-west sections of the Masterplan area fall within the 1% AEP flood event. Agricultural activity is predominately between Hughes Road and Seaview Road and consists mainly of cropping of cane, horticulture and flower production. Bargara Road is the only State-controlled road affecting the plan area. Hughes Road is a sub-arterial road and Seaview and Watsons Roads are collector roads. Low density residential development is to the east, whereas a State high school is proposed on the northern side of Bargara Road. Rural land exists to the west and south of the Masterplan area;
- (2) area has been identified within the Emerging community zone and within the Central coastal urban growth area local plan of the planning scheme.



Figure SC6.6.1 Land that the masterplan applies

SC6.6.5 Background and context

While the Central coastal urban growth area local plan provides useful but high level direction and structure for the Masterplan area, a number of challenges within the locality are not appropriately addressed in enough detail within the local plan. Challenges, including land fragmentation, mix of land owner expectations, and a history of being retained for rural-urban buffering has required a more detailed plan to be prepared to better inform future development of the locality.

SC6.6.6 Overall outcome

Development within the masterplan area conforms to a pattern of settlement and land use that is generally in accordance with the land use and infrastructure elements identified on **Map 1—Overall Masterplan**.

SC6.6.7 Strategic outcomes

The strategic outcomes for the masterplan area are as follows:-

- (1) protect the rural residential character of expansive homes in spacious grounds in a rural setting;
- (2) locate urban density housing so that it does not conflict with areas of rural production, whether continuing rural production within the masterplan area or external to it;
- (3) medium-density housing, as an alternative residential form to conventional dwelling houses, is located in logical, accessible, and well-served locations;
- (4) non-residential uses generally do not establish within the masterplan area except for a service station, service industry, or similar use in the north-eastern corner of the masterplan area;
- (5) the opportunity to develop a sizable community or institutional facility at the northern end of Hughes Road—potentially a school, hospital, nursing home, sporting complex or similar activity requiring up to approximately 12 hectares;

- (6) limited land uses and works are appropriate within the Flood hazard area, provided they avoid increasing the severity of flood events on other land. Providing drainage easements would secure access and the extent of works.

SC6.6.8 Recommended land uses

The recommended land use structure is shown in **Map 2—Settlement Pattern and Land use**. The following outcomes are sought for each land use category.

SC6.6.8.1 Rural residential

The rural residential areas as depicted in **Map 2—Settlement Pattern and Land use**, generally in the vicinity of Wessells Road, is the preferred location for rural residential development.

Future development of the rural residential area is to achieve the following outcomes:-

- (1) lots are generally not less than 4,000m² ;
- (2) lots smaller than 4,000m² (not less than 2,000m²) may be appropriate when lot design, site constraints (such as hazard areas), and broader amenity outcomes have been considered;
- (3) each new lot is capable of accommodating a dwelling, appurtenant buildings, and effluent disposal areas outside any identified flood hazard area;
- (4) for any additional driveways access to Seaview Road, the driveway crossing is to be located adjacent to the property boundary to create shared access points;
- (5) where affected by waterways or overland flow paths, adequate stormwater drainage is provided;
- (6) additional lots fronting or accessing Seaview Road have frontages of not less than 40 metres;
- (7) drainage paths remain in private ownership but are included in a drainage easement in favour of Council;

Editor's note—there is no need for Council to acquire drainage paths. Drainage areas will continue to contribute to the large lot character of the rural residential areas.

Editor's note—the extent of the drainage corridors as depicted on Map 1—Overall Masterplan is indicative only. The exact extent of the drainage corridor will need to be determined at the time of any development application.

SC6.6.8.2 Low density residential

The low density areas as depicted in **Map 2—Settlement Pattern and Land use**, make up most of the masterplan area.

Future development of the low density residential area is to achieve the following outcomes:-

- (1) the minimum lot size is 600m², enabling a density of up to 12 dwellings per hectare, subject however to site-specific characteristics and constraints;
- (2) lots smaller than 600m² may be appropriate, particularly when fronting open space or park or when integrated into a reconfiguring development project providing a mixture of lot sizes where the overall built outcomes have been considered;
- (3) development is connected to urban services in a logical and efficient manner;
- (4) the general pattern of streets and lot boundaries is grid-like, parallel or perpendicular to the current cadastre and providing an efficient use of land;
- (5) where located along Seaview Road adequate buffering to rural land on the western side of Seaview Road is provided and access to any new lots is via a local access road, not Seaview Road;
- (6) dwellings resulting from additional lots fronting Seaview Road are setback not less than 30 metres;
- (7) where affected by waterways or overland flow, adequate stormwater drainage using water sensitive urban design techniques are provided.

SC6.6.8.3 Medium density residential

The medium density areas as depicted in **Map 2—Settlement Pattern and Land use**, will provide alternative housing choices in locations near open space and other community infrastructure.

Future development of the medium density residential area is to achieve the following outcomes:-

- (1) medium density residential development is located to take advantage of existing or planned commercial and community land uses on land in the north adjacent to Bargara Road and in the south-eastern corner of the plan area between Wessells Road and Watsons Roads;
- (2) development demonstrates a high standard of design and provides a range of smaller dwellings to suit a range of smaller household structures. Development fronting Bargara Road is setback and provides a 10m densely landscaped buffer to the road;
- (3) there is no minimum lot size however development achieves a range of smaller dwelling types such as town houses, subject to site characteristics and constraints. Lots sizes within the medium density area should:-
 - (a) reflect an existing approval or an existing medium density residential development; or
 - (b) be large enough to allow for the establishment of a medium density residential land use (as detailed in item 4 below) in the future;
- (4) appropriate land uses include multiple dwellings, integrated small-lot housing, retirement facility, and resort complex. **Figure SC6.6.2 Typical medium density form** shows the form and density that can be achieved for a retirement / over age village that is supported by designated communal open space/s and community facilities;
- (5) development is connected to all urban services in a logical and efficient manner;
- (6) where affected by waterways or overland flows, adequate stormwater drainage using water sensitive urban design.



Figure SC6.6.2 Typical medium density form

SC6.6.8.4 Community

The community areas as depicted in **Map 2—Settlement Pattern and Land use**, provide opportunities for private and government owned community infrastructure to be established within the masterplan area.

Future development of the community area is to achieve the following outcomes:-

- (1) community land uses locate in the Community areas—on the existing Council offices/community centre site at the corner of Hughes Road and Watsons Road and on land owned by the Roman Catholic Trust fronting Hughes Road;
- (2) the existing council office buildings are a focus of activity for the local community and the buildings are capable of being adaptively re-used for a range of community based activities, medical offices and local small scale commercial enterprises and offices providing services to the local community;
- (3) the existing council office buildings provide the opportunity to connect to or integrate with medium density residential land uses on adjacent land;
- (4) while the community areas are preferably developed for community uses, development of these areas for residential purposes that are consistent with the surrounding land use designations is suitable.

SC6.6.8.5 Open space

The open space areas as depicted in **Map 2—Settlement Pattern and Land use**, provide opportunities for parks to be established within the masterplan area.

Future development of the open space areas is to achieve the following outcomes:-

- (1) a 2 hectare parcel of open space dedicated as a public park centrally located within the masterplan area providing a range of passive and active recreational activities in accordance with Council's **Desired standards of service** nominated within **Part 4 – Local Government Infrastructure Plan**. **Figure SC6.6.3 Typical 2ha open space** shows the typical layout of a local park;



Figure SC6.6.3 Typical 2ha open space

- (2) open space that is smaller than 2 hectares may be acceptable (at the discretion of Council) should the design, standard of embellishments, and the accessibility exceed the expected standards nominated by the **Local Government Infrastructure Plan**;
- (3) open space located within the Bargara Road reserve on the corner of Bargara Road and Seaview Road remains passive in nature and contributes to the landscaped gateway entry statement with a high standard of landscaping.

SC6.6.8.6 Service station and service industry

The service station and service industry area as depicted in **Map 2—Settlement Pattern and Land use**, provide opportunities for the establishment of a service station or low impact service industries to service the broader Bargara community close to the entry of the township.

Future development of the service station and service industry area is to achieve the following outcomes:-

- (1) land for the purpose of providing local level service industries including a service station and ancillary service related uses are located at the corner of Bargara Road and Hughes Road;
- (2) access to the site is via Hughes Road, and subject to approval from the Department of Transport and Main Roads a left only exit to Bargara Road is provided to limit the pressure on the Bargara-Hughes Road intersection;
- (3) expansion of this area further along the Bargara Road frontage to accommodate other commercial and other large format development is not anticipated within this masterplan;
- (4) buildings and other structures shall be designed to an appropriate standard to reflect the prominent location of the site and contribute to the positive entry statement to the township of Bargara.

SC6.6.8.7 Other development

Other forms of development not anticipated by this masterplan may be supported within the area if compliance with the following principles can be demonstrated:-

- (1) development does not interfere with the long-term expectations of this masterplan or the logical rollout of urban infrastructure, including water, wastewater, stormwater drainage, and roads;
- (2) development does not create unmanageable amenity conflicts, including visual amenity or the release of contaminants from a site;
- (3) small-scale non-residential activities, especially those that provide a local service, may be acceptable in discrete locations.

SC6.6.9 Movement network

The movement network shown in **Map 3—Movement network**, creates a high quality streetscape that is safe and encourages pedestrian and cycle movements as well as facilitates the efficient movement of traffic and vehicle access.

SC6.6.9.1 Road network

The road network is developed consistently within the road layout shown in **Map 3—Movement network** and the following outcomes:-

- (1) Hughes Road is upgraded to a sub-arterial trunk road providing a key north-south access road linking Bargara and the central coastal southern suburbs. The 1.8km stretch of road is enhanced with streetscape treatments including landscaping, seating, pedestrian crossings and community art projects;
- (2) two additional main access points will feed off Hughes Road at Blain Street and another approximately 290m further south. Intersection upgrades at Bargara Road, Wessells Road and Watsons Road will also be necessary;
- (3) temporary access roads may be permitted to Hughes Road or Seaview Road until such time that access is available via an internal road. At such time that a permanent access is made available the temporary access road will be removed. **Figure SC6.6.4 Conceptual illustration of temporary road connections**, illustrates how temporary access roads can be constructed;



Figure SC6.6.4 Conceptual illustration of temporary road connections

- (4) a new trunk road will provide a direct connection across the masterplan area from the intersection at Seaview Road and Farquhars Road to the Bargara Road and Blain Street intersection. A collector road will pass through from the north-west to the south-east connecting Seaview Road and Hughes Road;
- (5) Seaview Road will be upgraded to form part of the north-south coastal link, connecting Burnett Heads with Elliott Heads;
- (6) three main access points will feed off Seaview Road requiring 2 new intersections and intersection upgrades at Wessells Road and Watsons Road;
- (7) no direct access to additional dwellings will be permitted from Bargara, Seaview and Hughes Road. An exception may be made for a small number of additional rural residential lots fronting Seaview Road where one additional second access may be permitted upon subdivisions. New access points are to be in accordance with section 6.5.8.1(4) of this policy;
- (8) internal local access roads will be based on a grid pattern and run parallel and perpendicular to Hughes Road and Seaview Road.

SC6.6.9.2 Pedestrian and cycle pathway network

The pedestrian and cycle pathway network is developed consistently within the layout shown in **Map 3—Movement network** and the following outcomes:-

- (1) Hughes Road will accommodate a multi-modal pathway along the eastern side of the road. A main pedestrian/cycle pathway will locate along the central north-south collector road;
- (2) the south section of Brumby Lane north of Wessells Road will function as a local road servicing the rural residential area and would ideally make provisions for pedestrians. A vehicular connection between Wessells Road and the new collector road is not considered necessary.

SC6.6.9.3 Brumby Lane

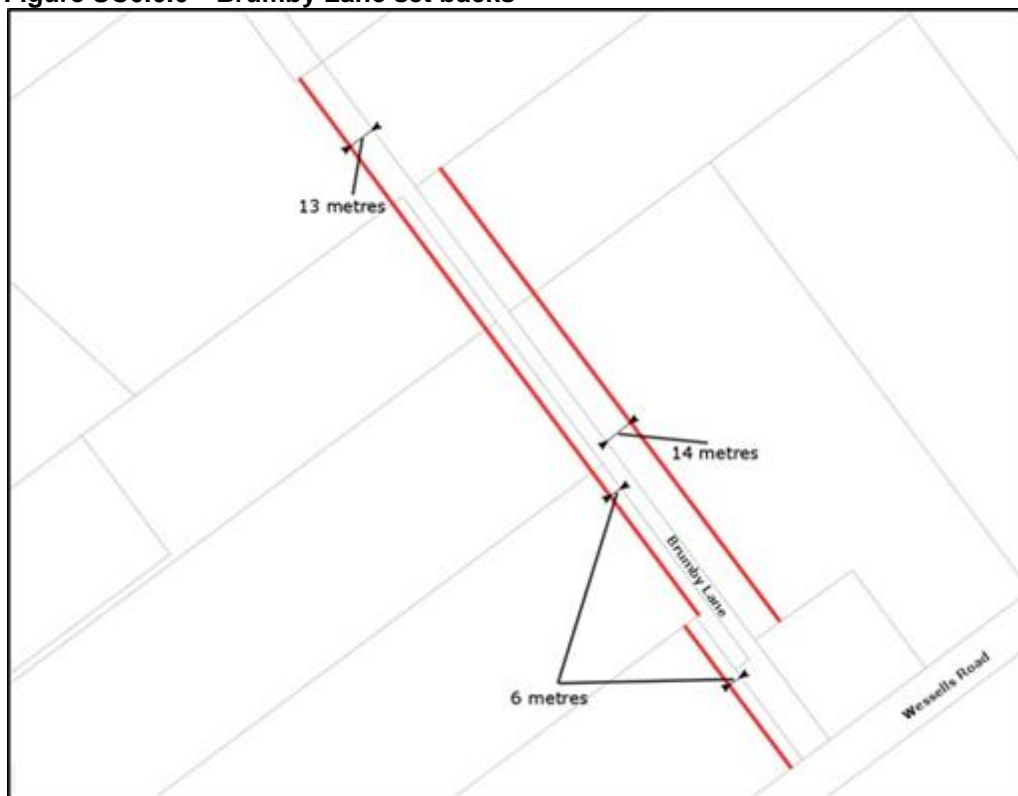
Brumby Lane will be transferred from private ownership into a public road providing a pedestrian and cycle access between the low density residential area and Wessells Road, consistent with **Figure SC6.6.5 Brumby Lane concept**. Vehicle through access from Wessells to the northern low density residential area is not required. Brumby Lane will:-

- (1) be dedicated as a public road despite not strictly complying with minimum standards nominated with the planning scheme;
- (2) remain a 'No through road' for vehicles;
- (3) provide a pedestrian and cycle link between Wessells Road and the low density residential area of the masterplan area;
- (4) new dwellings and appurtenant buildings on the eastern and western side of Brumby Lane (whether access is gained via Brumby Lane or not) be setback in accordance with **Figure SC6.6.6 Brumby Lane setbacks** to allow for future resumptions to allow for the widening of Brumby Lane should the need arise.



Figure SC6.6.5 Brumby Lane concept

Figure SC6.6.6 Brumby Lane set backs



SC6.6.10 Environment and open space network

The Environment and open space network shown in **Map 4—Environment and open space network**, protects existing waterways and land subject to the 1% AEP flood from development and retains the drainage function. Unless required to be utilised as a pedestrian and cycle pathway the majority of waterway corridors are to remain in private ownership.

SC6.6.10.1 Environmental protection

The Environmental protection (drainage) network as shown in **Map 4—Environment and open space** is to be protected from development to ensure the drainage and flood conveyance functions of the network are retained. The following outcomes are to be achieved within the Environmental protection (drainage) areas:-

- (1) drainage areas are not developed and are retained or returned to their natural state where practical;
- (2) drainage areas, unless required to be utilised as part of the pedestrian and cycle pathway network, are retained in private ownership;
- (3) easements in favour of Council are provided over drainage areas that are retained in private ownership. Easements are to allow Council access for maintenance.

Editor's note—The extent of the Environmental protection (drainage) shown on **Map 4—Environment and open space map** is indicative only and the actual drainage corridor alignment and extent will need to be determined at the time of any development application involving the affected land.

SC6.6.10.2 Local flood (1% AEP) event and flood investigation areas

Map 4—Environment and open space shows the extent of the 1% AEP local flood event at the time of writing and areas known to locals to be subject to flood but are not included in any flood hazard mapping, these areas are identified as 'Local flood investigation area' on map 4. The nature of flood extent mapping, particularly for localised flood events, is that it is subject to change as more accurate flood mapping is made available or as the flood characteristics are altered because of development within the catchment. For the most up-to-date flood extent mapping refer to Council's most recent resolution to adopt Flood hazard areas under section 13 of the *Building Regulation 2006*. The following outcomes are to be achieved within the Local flood (1% AEP) event areas:-

- (1) development is to demonstrate how it will avoid or minimise the risk to people and property;
- (2) the outcomes nominated within the Flood hazard overlay code are to be achieved.

SC6.6.10.3 Detention and stormwater quality improvement

Areas required for detention and stormwater quality improvements are shown on **Map 4—Environment and open space**. The following outcomes are to be achieved within detention and stormwater quality improvement areas:-

- (1) land subject to the detention and stormwater quality improvements areas is not developed for urban purposes. The area is enhanced using a range of techniques principally based around sensitive urban design to detain and improve stormwater quality;
- (2) the size and type of treatment is to be confirmed at the time of any development application involving the affected land.

SC6.6.10.4 Local park

Areas required for local park are shown on Map 4—Environment and open space. The outcomes for the local park are nominated within section SC6.6.8.5 Open space of this policy.

SC6.6.11 Buffering and separation

Land affected by Buffering and separation are shown in **Map 5—Buffering and separation**. The use of buffers, separation areas and nominated setbacks will mitigate environmental, visual and land use conflicts. Temporary and permanent buffer treatments are applied appropriately in accordance with section **SC6.6.11.1 Rural buffer treatment**, to ensure impacts from development are limited on agricultural uses.

Amenity buffers and the Bargara gateway buffer are constructed where identified on **Map 5—Buffering and separation** to provide treatments in areas of high visibility contributing to the amenity of Bargara.

SC6.6.11.1 Rural buffer treatment

Rural buffer treatments are applied on land adjacent or near land utilised for agricultural purposes to ensure the agricultural use can continue without restrictions. Within the masterplan area two types of rural buffer are identified:-

- (1) a permanent rural buffer is required to be constructed along Seaview Road as identified on **Map 5—Buffering and separation** so as to appropriately separate the agricultural land located on the western side of Seaview Road from the urban land uses within the masterplan area. The permanent buffer is to:-
 - (a) be designed and constructed so as to appropriately address PO8 of the Landscaping code, including the following:-
 - (i) provides a densely landscape setback to Seaview Road of 20m with dwellings set back 30m;
 - (ii) the buffer is retained in private ownership as the 'backyard' of the lots created from the development;
- (2) temporary rural buffer treatments are provided where new development abuts land used for agricultural purposes within the masterplan area. A temporary setback buffer of 40m to the existing agricultural activity that is consistent with **Figure SC6.6.7 Temporary agricultural land buffer concept**. The temporary buffer is extinguished and may be developed following the cessation of the adjoining agricultural activity.

Editor's note—It is envisaged that the 40m buffer area would form a stage of the urban development and would be conditioned accordingly by Council through the development approval that the stage that sits over the buffer area cannot be commenced until the adjoining agricultural activity is permanently ceased.

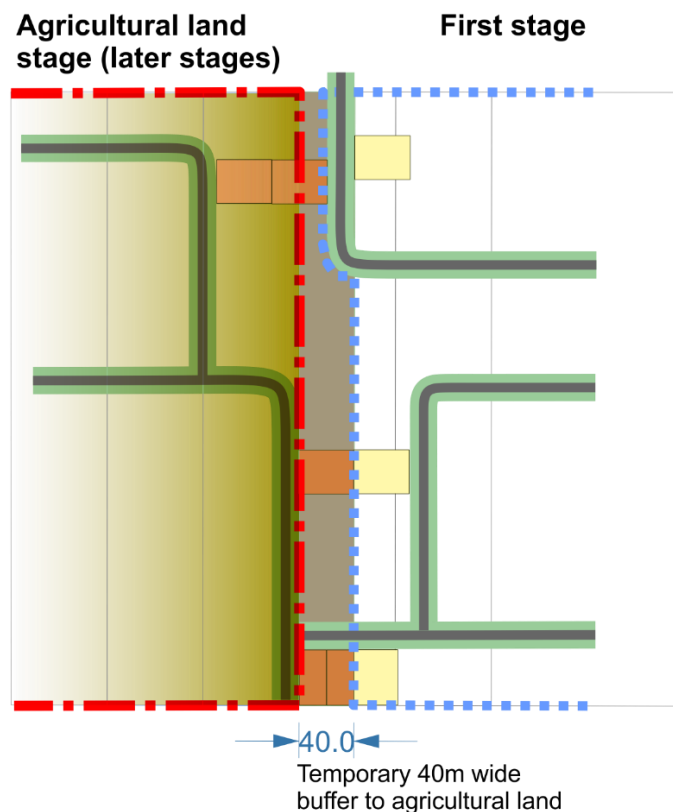


Figure SC6.6.7 Temporary agricultural land buffer concept

SC6.6.11.2 Bargara gateway buffer

The northern boundary of the masterplan area fronts Bargara Road which is a major entry road into the township of Bargara. Development fronting Bargara Road and identified within the Bargara gateway buffer area on **Map 5—Buffering and separation** is to ensure that:-

- (1) buildings and structures are set back at least 10 metres from the Bargara Road frontage;

- (2) building facades fronting Bargara Road are to present to the road reserve;
- (3) a high standard of landscaping is provided within the set back to complement and enhance the landscape treatment that is to be provided within the road reserve;
- (4) fences fronting Bargara Road are articulated and executed to a high standard commensurate with their prominent position in the landscape;
- (5) street tree planting along the adjacent road reserve contributes to a consistent and appealing streetscape;
- (6) advertising devices and other signs are not established along this frontage.

SC6.6.11.3 Amenity buffer

Land subject to the amenity buffer as detailed within **Map 5—Buffering and separation** is to ensure that a range of visual treatments to the adjoining public road. Treatments may include a well-articulated built form, high quality landscape treatments, entrance signage and high quality fencing utilising a range of materials and articulation measures.

SC6.6.12 Building setbacks

The following building setbacks and clearances should be applied through material change of use approvals or via the creation of Building Location Envelopes through the reconfiguring a lot process:-

- (1) buildings and structures are set back at least 10 metres from the Bargara Road frontage;
- (2) in the Rural Buffer area building and structures are set back at least 30 metres from the Seaview Road reserve and 10 metres from the vegetated buffer;
- (3) if in or abutting the Rural buffer treatment (agricultural land) area building and structures are set back 40 metres from the land being used for agricultural purposes;
- (4) building and structures are set back 6 metres on land within or abutting an Amenity buffer;
- (5) where land adjoins Brumby Lane buildings and structures are setback in accordance with **Figure SC6.6.2 Brumby Lane setbacks**;
 Editor's note—Figure SC6.5.2 is within section 6.5.8.3 of this masterplan.
- (6) in all other areas of the masterplan area as per the Planning Scheme and QDC.

SC6.6.13 Infrastructure delivery and staging

The masterplan's land use and density outcomes will generate approximately 1058 dwellings with a population of approximately 1990. The masterplan area is included in the Priority Infrastructure Area and all necessary trunk infrastructure to service the masterplan has been identified in the Local Government Infrastructure Plan.

SC6.6.13.1 Overall outcomes for infrastructure delivery and staging

It is likely that development will occur in the manner identified in **Map 6—Sequencing** from the mid-eastern section of the masterplan area first and secondly in the northern section of the study area, and progress toward the central section and south of the area over time. The provision of trunk and local infrastructure is to be:-

- (1) provided sequentially in a logical and orderly manner;
- (2) affordable and appropriate for its purpose and match the expected standards of individual land uses.

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- 1 Detention and stormwater quality improvement
- 2 Baraga Road amenity and character setback (10 metres wide)
- 3 Potential school, other institutional use, or residential
- 4 No direct access to Seaview Road from lots within the Low-density residential area; dwellings are setback not less than 30 metres from Seaview Road
- 5 Special opportunities area: adaptive reuse of existing buildings

Note: This plan is not intended to be cadastrally precise. Even though it shows elements in relation to property boundaries it is not the purpose or function of this plan to portray precise locations. It is conceptual and schematic only.



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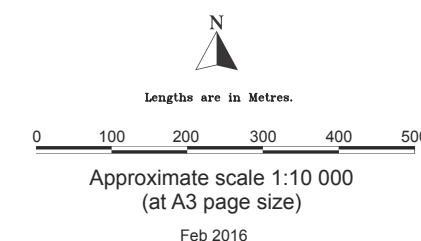
LEGEND

- Low-density residential
- Rural residential
- Medium density residential
- Service station and service industry
- Community
- Drainage corridor
- Open space
- Trunk collector road
- Collector road
- Access place road
- Bike route, multi-modal path
- Plan area

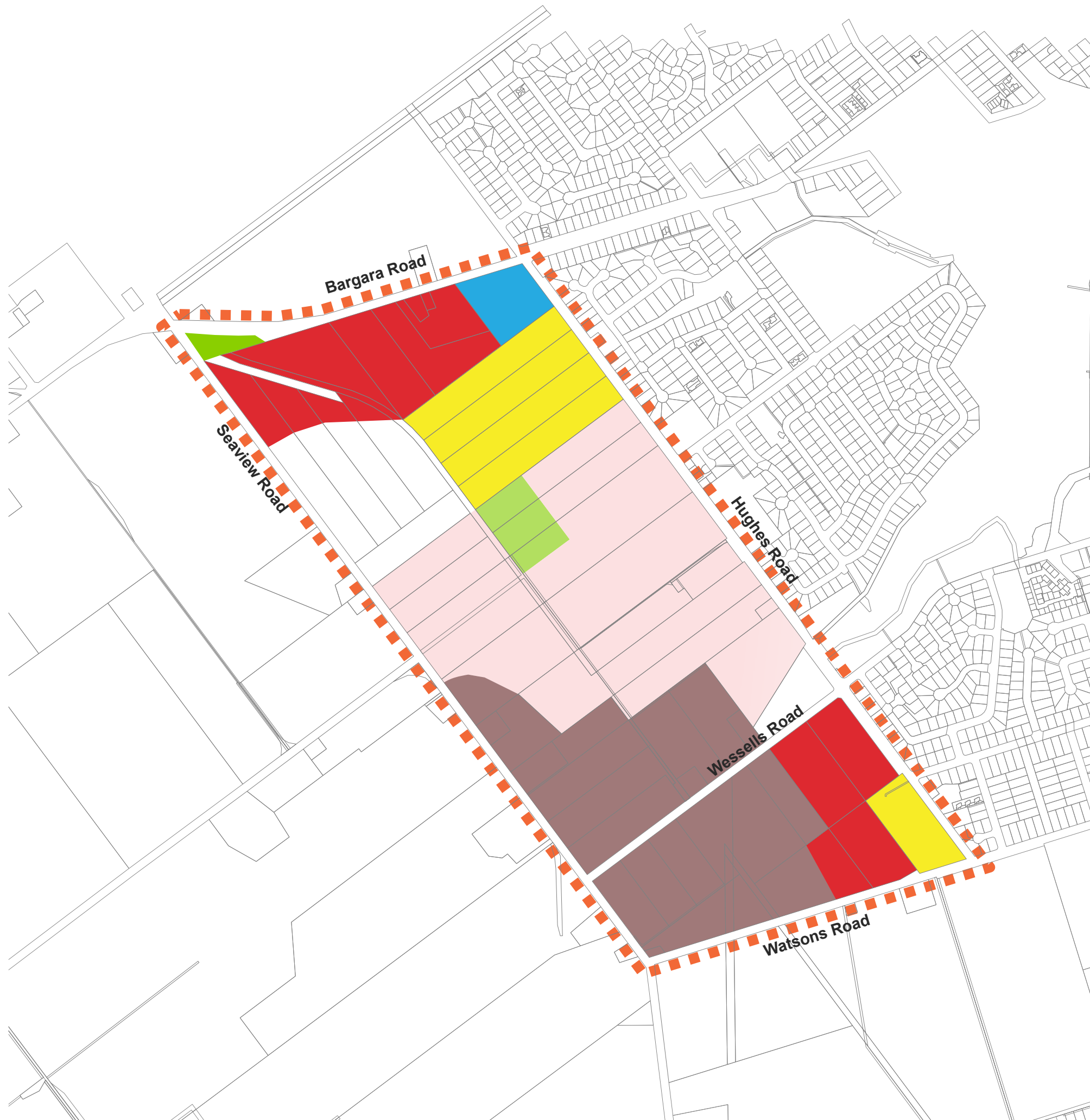
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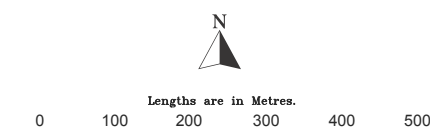
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LEGEND

- Low-density residential
- Rural residential
- Residential medium density
- Commercial and service industry
- Community
- Open space

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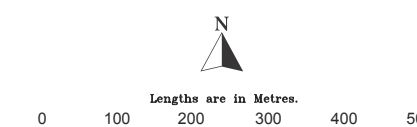
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LEGEND

-  Trunk collector road
-  Collector road
-  Access place road
-  Bikeway, bike route, multi-modal path
-  Intersection (new)
-  Intersection (upgraded)

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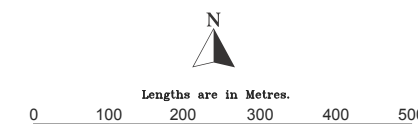
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LEGEND

-  Detention & stormwater quality improvement
-  Environmental protection (drainage)
-  Local flood (1% AEP) event
-  Local flood investigation area
-  Local park

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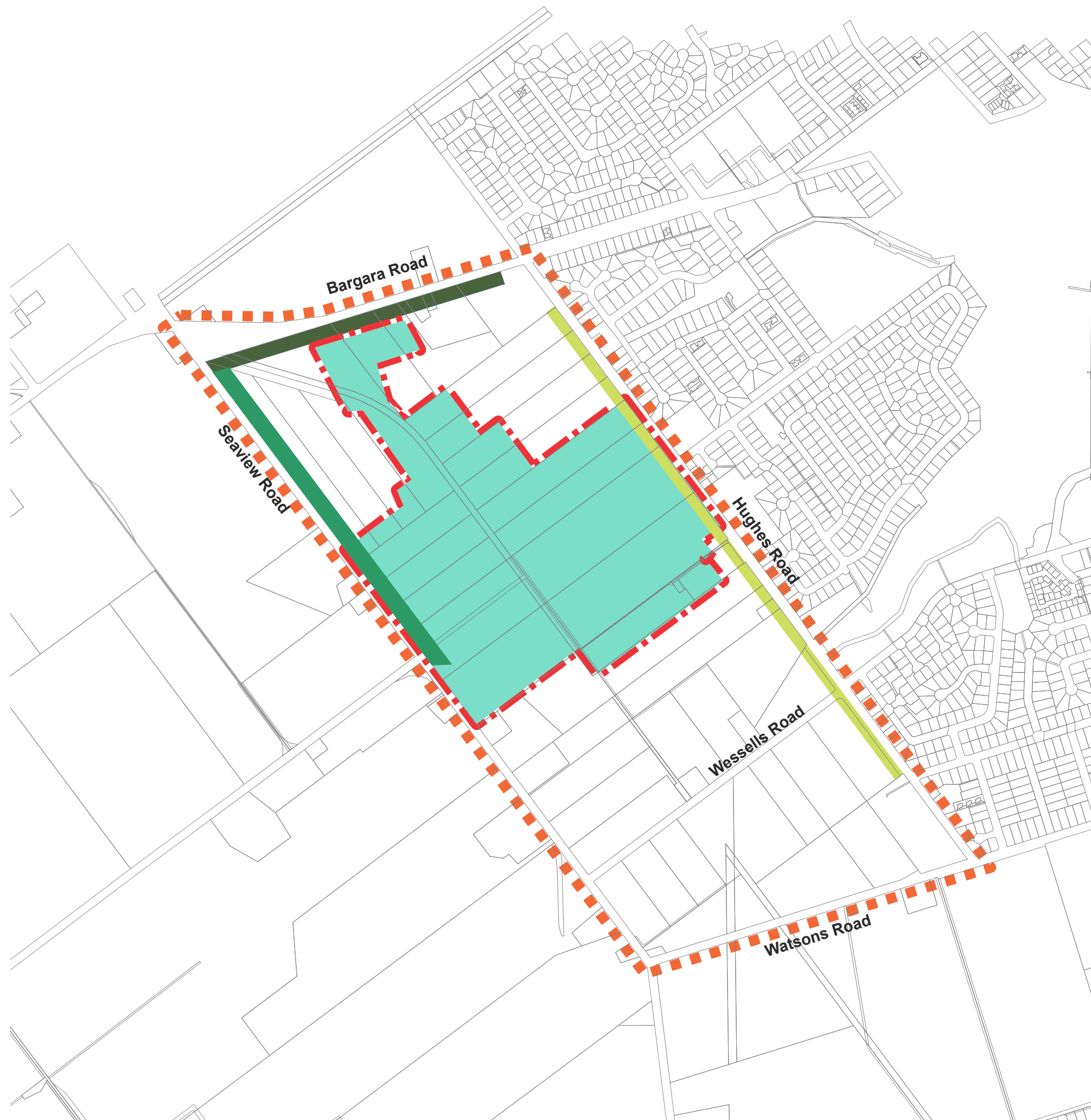
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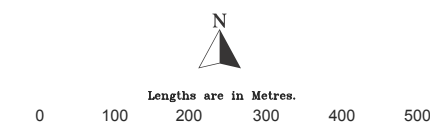
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LEGEND

-  Rural buffer treatment (agricultural land)
-  Rural buffer
-  Bargara gateway buffer
-  Amenity buffer

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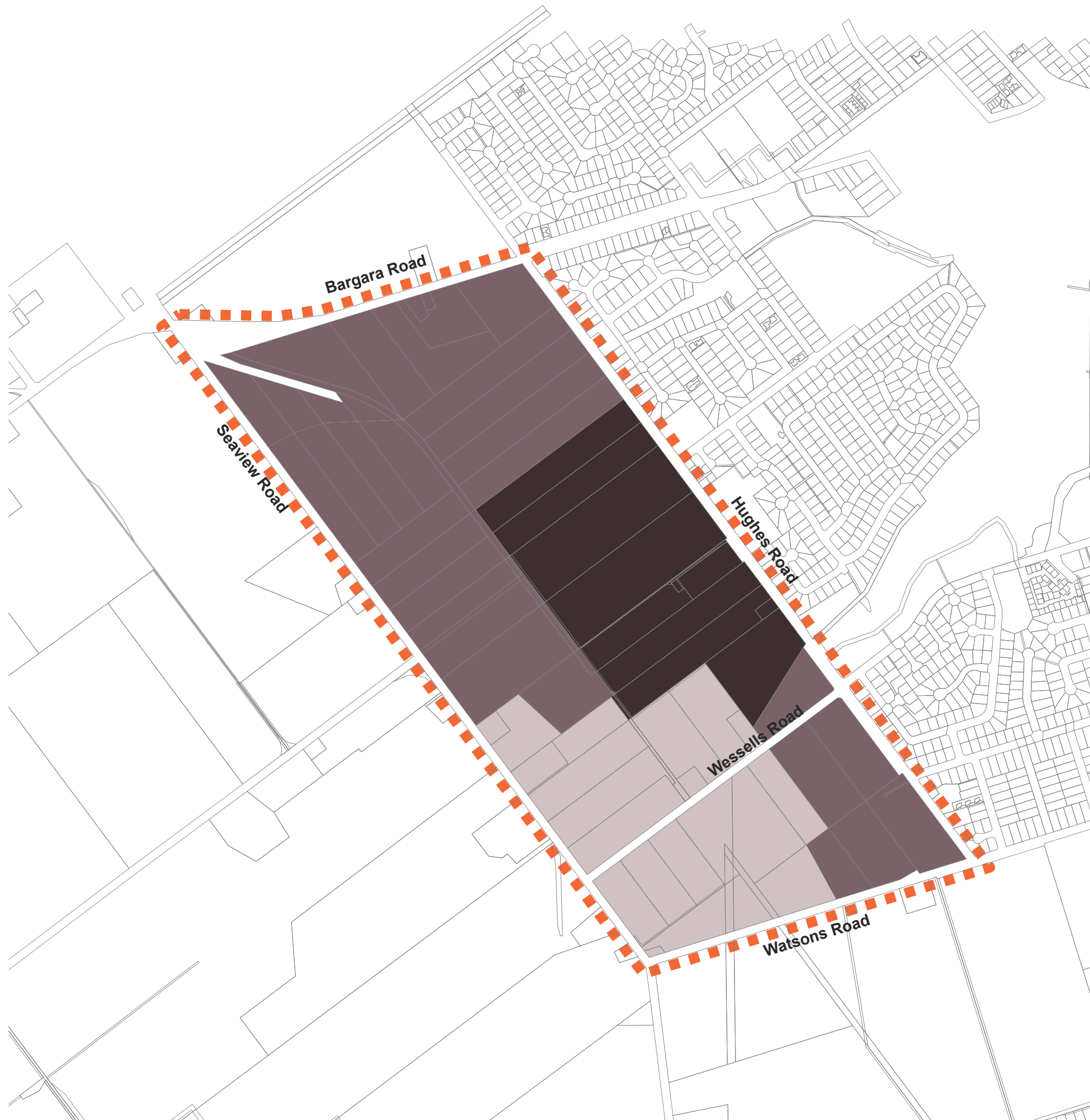
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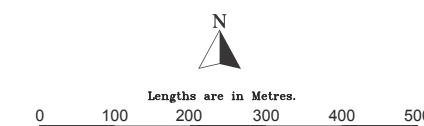
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LEGEND

- Sequenced for short-term
- Sequenced for medium-term
- Not sequenced

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