



Planning Scheme Policy for **The Elliott Heads** Local Plan Area

Bundaberg Regional Council
Planning Scheme 2015 (Version 6.4)

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Contents of Schedule SC6.9

SC6.9	Planning scheme policy for the Elliott Heads local plan area	S6.9-1
SC6.9.1	Purpose.....	S6.9-1
SC6.9.2	Application.....	S6.9-1
SC6.9.3	How to read this policy	S6.9-1
SC6.9.4	Site Description	S6.9-1
SC6.9.5	Background and context	S6.9-3
SC6.9.6	Planning scheme policy outcomes for the Elliott Heads local plan area	S6.9-3
Figure 6.9.2	Elliott Heads Structure Plan Concept	S6.9-10
Appendix SC6.9A	Infrastructure network maps	S6.9-11

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SC6.9 Planning scheme policy for the Elliott Heads local plan area

SC6.9.1 Purpose

The purpose of this planning scheme policy is to provide:

- (a) additional guidance for development on land included in the Emerging community zone at Elliott Heads;
- (b) outcomes acceptable to Council that satisfy the overall outcomes of the **Central coastal urban growth area local plan code**;
- (c) outcomes acceptable to Council that satisfy the **Desired standards of service** nominated within **Part 4 (Local government infrastructure plan)**.

SC6.9.2 Application

This planning scheme policy applies to assessable development on land within the Elliott Heads local plan area as identified in **Figure 6.9.1 (Elliott Heads local plan area)**. The local plan area is broadly bounded by Elliott Heads Road, Atkinsons Road, Shine Street, Welch Street, Moore Street, Saunders Street and the Elliott River foreshore.

Figure 6.9.2 (Elliott Heads structure plan concept) provides an overall plan for the settlement pattern and land use, movement networks, environmental and open space networks, buffering and separation, and infrastructure delivery for the local plan area.

Pursuant to section 4 of the *Planning Act 2016*, this planning scheme policy sets out policies for the Elliott Heads local plan area that support planning and development assessment policies already established within the planning scheme.

SC6.9.3 How to read this policy

This planning scheme policy:

- (1) provides additional guidance for the future development of land between Elliott Heads Road, Atkinsons Road, Shine Street, Welch Street, Moore Street, Saunders Street and the Elliott River foreshore in Elliott Heads; and
- (2) is supported by more detailed land use and infrastructure planning for the Elliott Heads structure plan area.

This planning scheme policy is to be read in conjunction with the **Central coastal urban growth area local plan code** of the planning scheme.

The additional guidance and outcomes provided within this planning scheme policy have been included in **Table SC6.9.6.1 Policy outcomes that support development assessment policies in the planning scheme**. These policy outcomes are not planning scheme assessment benchmarks and have been prepared as Performance outcomes and Acceptable outcomes for ease of reference when read in conjunction with the planning scheme assessment benchmarks established within the **Central coastal urban growth area local plan code**.

SC6.9.4 Site Description

This policy applies to land generally bounded by Elliott Heads Road, Atkinsons Road, Shine Street, Welch Street, Moore Street, Saunders Street and Elliott River foreshore in Elliott Heads, as shown in **Figure 6.9.1 (Elliott Heads local plan area)**.

The land locates within the Emerging community zone and the Central coastal urban growth area local plan of the planning scheme, earmarked to accommodate future urban growth.

The area comprises approximately 233 hectares of land, as well as 2.76 hectares of Community facilities zoned land, including the Elliott Heads State School. Elliott Heads Road (State-controlled Road) forms the western boundary of the local plan area and connects Elliott

SC6.9.5 Background and context

The Central coastal urban growth area local plan designates most of this land primarily for traditional low density residential development, some medium density residential development, and an environmental corridor following a central stormwater drainage path.

A Preliminary Approval for material change of use including a variation approval (overriding the planning scheme) was approved in August 2013 for a Master Planned Community, including low, medium and high density urban residential development, commercial development, and community land uses (known as South Beach Estate). This variation approval generally makes any subsequent applications for development in accordance with the approval code assessable.

To support the variation approval, the applicant entered into an Infrastructure Agreement (IA) in August 2013, which outlines the developer obligations for the provision of trunk and non-trunk infrastructure necessary to facilitate the development, including water supply, sewerage, roads, pathways and open space. The IA establishes the standard and location of services for the development and provides a framework for the calculation and timing of offsets for the provision of trunk infrastructure.

Following approval of Stage 1 of the South Beach development (formerly Elliott Heads Estate) in July 2020 it became apparent that the current approvals, including the underlying preliminary approval and supporting IA, impose obligations on the developer that make the development cost prohibitive. The current approvals and IA require a significant investment in infrastructure, including in the early stages of development, with any return on investment unlikely to be fully realised until later in the development. Additionally, the preliminary approval and IA assumed that most of the land would be developed by a single developer/proponent, introducing additional complications where aspects of the development are carried out by different developers.

In response to changing development pressures and circumstances since the original preliminary approval and IA were entered into more than 10 years ago, Council has undertaken more detailed land use and infrastructure planning for the Emerging Community zoned land at Elliott Heads. The completion of more detailed infrastructure planning for Elliott Heads is imperative given that this small coastal township currently lacks the necessary infrastructure to accommodate anticipated urban growth. This further planning ultimately seeks to respond to ongoing development pressures, address site specific challenges and constraints, and provide certainty for residents, landowners, and developers, while working towards establishing a more contemporary and simpler planning framework for the local plan area.

This planning scheme policy provides a more detailed structure plan and outcomes for the Emerging Community zone land at Elliott Heads that support planning and development assessment policies established within the planning scheme.

SC6.9.6 Planning scheme policy outcomes for the Elliott Heads local plan area

Table SC6.9.6.1 Policy outcomes that support development assessment policies in the planning scheme

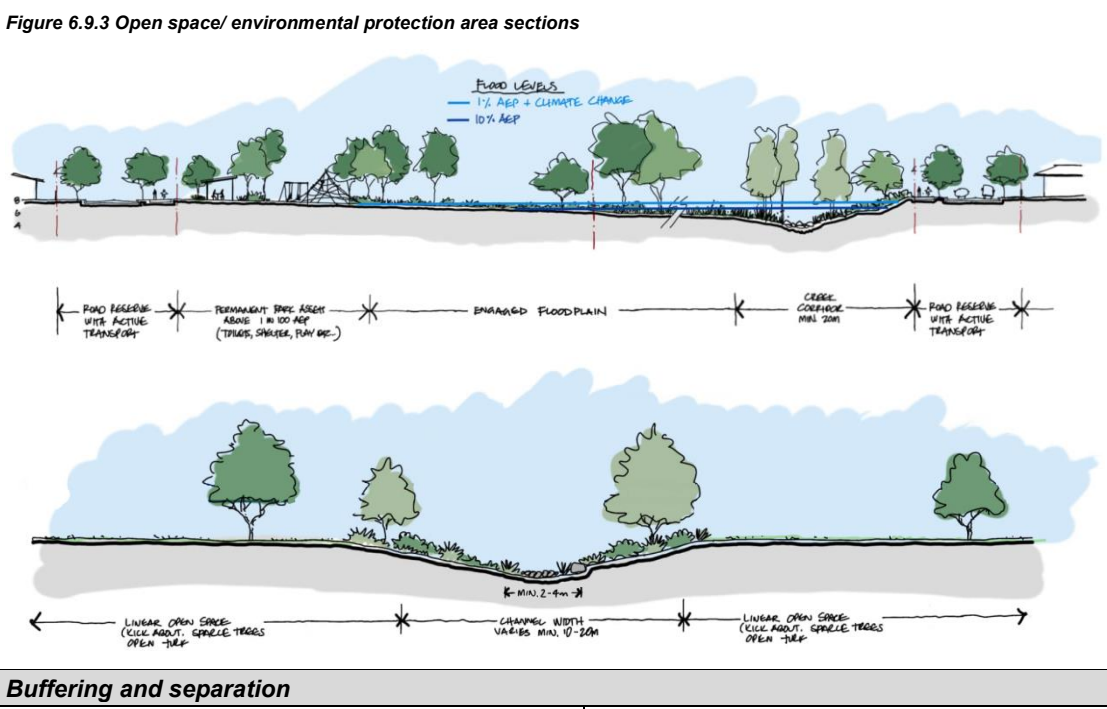
Performance outcomes	Acceptable outcomes
<i>Pattern of settlement and land use structure</i>	
PO1 The pattern of settlement and land use structure: - (a) appropriately responds to structure planning undertaken by the Council; (b) provides for the growth area to be developed as a series of high quality and discrete residential neighbourhoods offering a diverse mix of generally low to medium density accommodation ranging from dwelling houses on conventional size lots to appropriately located multi-unit residential development in various configurations;	AO1 <i>In partial fulfilment only of Performance outcome PO1: -</i> Development conforms to a pattern of settlement and land use structure that is generally in accordance with the structure planning elements identified on Figure 6.9.2 (Elliott Heads structure plan concept) .

Performance outcomes	Acceptable outcomes
<ul style="list-style-type: none"> (c) occurs in a logical sequence that ensures the timely and efficient use of land and provision of infrastructure; (d) avoids environmentally significant areas, and areas subject to an unacceptable risk from natural hazards; (e) rehabilitates and preserves natural features and landscape values including coastal streams, wetland areas, watercourses and drainage paths; (f) incorporates adequate buffering and separation between incompatible land uses; and (g) provides physical separation within and between the different communities that comprise the Central coastal urban growth area. 	
Movement Network	
<p>PO2 Development supports the establishment of an efficient, functional and integrated movement network that: -</p> <ul style="list-style-type: none"> (a) strengthens road and other connections within and external to the local plan area and Elliott Heads generally; (b) improves north-south connections, including: - <ul style="list-style-type: none"> (i) reinforcing Elliott Heads Road and Back Windermere Road as part of the north-south coastal link connecting the coastal communities between Burnett Heads and Elliott Heads; (ii) the extension of Shine Street south to Elliott Heads Road/ Saunders Street; and (iii) a new north-south collector road central to the local plan area; (c) improves east-west connections, with a particular focus on upgrading Breusch Road as a major collector road; (d) contributes to the efficient and safe functioning of major roads by providing access to development via local roads; (e) improves connectivity between residential neighbourhoods and to existing and proposed activity centres, open space and community activities within the Central coastal urban growth area; (f) promotes the use of pedestrian, cycle and public transport modes; and (g) provides for internal road and pedestrian connections along the linear network of open space. 	<p>AO2 <i>In partial fulfilment only of Performance outcome PO2: -</i></p> <p>Development provides for the transport infrastructure networks in a configuration generally in accordance with Figure 6.9.2 (Elliott Heads structure plan concept).</p> <p><small>Editor's note—Figure 6.9.3 below provides an indicative transect of internal 'esplanade' roads and pedestrian pathways along the linear open space areas.</small></p>
<p>PO3 Direct access to roads that form a boundary to the defined urban area of Elliott Heads is limited to: -</p> <ul style="list-style-type: none"> (a) ensure the safe and efficient movement of traffic and safe vehicle access; and (b) provide an appropriate interface between urban development and rural land. 	<p>AO3 <i>In partial fulfilment only of Performance outcome PO3: -</i></p> <ul style="list-style-type: none"> (a) no direct access is permitted to premises from Elliott Heads Road, Atkinsons Road and Raines Road, except for in the following circumstances: - <ul style="list-style-type: none"> (i) where providing access to the new local activity centre; (ii) where Council considers that access to a development only via the internal road network may not be desirable due to the nature of the use (e.g., traffic, noise impacts); (b) where direct access is supported to these surrounding roads, the development should

Performance outcomes	Acceptable outcomes
	<p>seek to limit/consolidate access (e.g., by providing internal connections to adjacent properties), and should where appropriate, provide connectivity to the internal road network.</p> <p>Editor's note – Any proposed access to/from Elliott Heads Road will be subject to assessment and approval by the Department of Transport and Main Roads which has indicated a preference for no new access points to Elliott Heads Road at locations not already supported by the Department through the Development Assessment process. Additional access points to Elliott Heads Road identified on Figure 6.9.2 (Elliott Heads structure plan concept) should not be misconstrued as having the support or approval of the Department and may involve (if approved) limited / restricted turning movements to protect the function and safety of Elliott Heads Road.</p>
Local activity centre	
<p>PO4 Development provides for the establishment of a local activity centre at Elliott Heads that:-</p> <ul style="list-style-type: none"> (a) is well-located relative to the catchment it is intended to serve and other existing or proposed centres; (b) is integrated with community facilities wherever possible; (c) is designed to encourage walkability from nearby residential neighbourhoods and has high levels of accessibility to and from the higher order elements of the transport network; (d) performs a role and function and has an intensity and scale commensurate with demonstrated need; (e) does not detrimentally impact on existing or approved activity centres; and (f) provides a high level of presentation to the surrounding area, including adjoining major roads. 	<p>AO4 <i>In partial fulfilment only of Performance outcome PO4:-</i></p> <p>Development provides for a local activity centre with a function and location generally in accordance with Figure 6.9.2 (Elliott Heads structure plan concept).</p>
<p>PO5 Development ensures that any new activity centre:-</p> <ul style="list-style-type: none"> (a) has a configuration and includes a range of uses that help create an active, vibrant centre and focal point for the community; (b) incorporates a high standard of architecture, urban design and landscaping that creates attractive and functional buildings, streets and places; (c) is compatible with the scale and intensity of existing or planned development in the neighbourhood; and (d) provides for and promotes active modes of transport including the provision of sheltered and comfortable spaces for pedestrians with footpaths, walkways and other public spaces adequately sheltered from excessive sunlight and inclement weather. 	<p>AO5 No acceptable outcome provided.</p>
<p>PO6 Development in the Elliott Heads local activity centre has a maximum building height of 3 storeys.</p>	<p>AO6 No acceptable outcome provided.</p>
Medium density residential development	
<p>PO7 Medium density residential development: -</p> <ul style="list-style-type: none"> (a) encourages and facilitates a compact land use pattern, increasing the number of people living close (i.e. predominantly within the primary walking catchment) to an existing or planned 	<p>AO7 Multi-unit residential development and other medium density residential development: -</p> <ul style="list-style-type: none"> (a) occurs in the Medium density residential areas identified in Figure 6.9.2 (Elliott Heads structure plan concept); and

Performance outcomes	Acceptable outcomes
<p>activity centre, community facility or public open space; and</p> <p>(b) is readily accessible to, and capable of being well-serviced by, public transport, bicycle and pedestrian routes.</p>	<p>(b) achieves a net residential density of not less than 30 equivalent dwellings per hectare, up to a maximum 50 equivalent dwellings per hectare.</p>
<p>PO8 Medium density residential development: -</p> <p>(a) provides for a range of housing types for smaller households such as integrated small lot housing, multiple dwellings (e.g., row or terrace housing, low-rise apartments / units) and retirement facilities;</p> <p>(b) has a low-rise built form with a maximum building height of 3 storeys and 11m;</p> <p>(c) is designed to complement the existing and intended character of the area, positively contribute to the streetscape and maintain a high level of residential amenity; and</p> <p>(d) is responsive to and protects existing natural environmental features of the site, such as established vegetation, waterways and overland flows.</p>	<p>AO8 No acceptable outcome provided.</p>
Low density residential development	
<p>PO9 Low density residential development:</p> <p>(a) provides for a compatible mix of low density residential activities such as dwelling houses and dual occupancy development;</p> <p>(b) may provide for other residential activities (other than a dwelling house or a dual occupancy) only where they are of a nature, scale and intensity that is consistent with the low density character of the locality, and have good access to public and active transport, employment, community facilities and public open space; and</p> <p>(c) provides for an attractive, open and relatively low density form of urban residential settlement that maintains a high level of residential amenity.</p>	<p>AO9 Low density residential development:</p> <p>(a) occurs in the Low density residential areas identified on Figure 6.9.2 (Elliott Heads structure plan concept);</p> <p>(b) provides for a minimum lot size of 400m²; and</p> <p>(c) achieves a net residential density not less than 10 equivalent dwellings per hectare, up to a maximum 25 equivalent dwellings per hectare.</p>
<p>PO10 Low density residential development has a maximum building height of 2 storeys and 8.5m.</p>	<p>AO10 No acceptable outcome provided.</p>
Community areas and activities	
<p>PO11 Development within the Potential Future School / Community Use Precinct as identified in Figure 6.9.2 (Elliott Heads structure plan concept): -</p> <p>(a) provides for community or institutional activities, including education (e.g., expansion of the existing primary school), health, sport and recreation and residential care and retirement facilities, that support the needs of the community and are integrated with their surrounding area; and</p> <p>(b) where not required for community activities, may be developed for residential and limited non-residential activities consistent with the surrounding area.</p>	<p>AO11 No acceptable outcome provided.</p>
<p>PO12 Development within the Tourist Park Precinct as identified in Figure 6.9.2 (Elliott Heads structure plan concept): -</p> <p>(a) provides for a tourist park for holiday accommodation;</p>	<p>AO12 No acceptable outcome provided.</p>

Performance outcomes	Acceptable outcomes
(b) incorporates a high standard of design and landscaping; and (c) is of a scale and intensity that is compatible with the preferred character of Elliott Heads.	
Environmental, open space and stormwater drainage	
PO13 Development provides for an integrated environmental, open space and stormwater drainage network that: - (a) effectively protects and links major areas of open space and areas of environmental significance, including waterways and drainage lines; (b) retains and protects riparian areas for their environmental values and to support a walkable waterfront; (c) where practical, contributes to the multimodal pedestrian and cycling network; (d) accommodates and conveys major stormwater flows, flood events and drainage affected areas, with drainage infrastructure adopting naturalised solutions to improve water quality and reduce on-going maintenance; and (e) contributes to the visual amenity and character of the urban landscape, including at the entrances to coastal townships.	AO13.1 Development provides for open space/ environment protection areas generally in accordance with Figure 6.9.2 (Elliott Heads structure plan concept) . Editor's note—the extent of the open space/environmental protection areas, including local flood and drainage affected areas, is indicative only and is to be determined at the time of any development application involving the affected land. AO13.2 The environmental and open space network, including watercourses and flowpaths, and local flood and drainage affected areas, are protected from development to ensure the drainage and flood conveyance functions of the network are retained, and where practical: - (a) environmental values are retained, enhanced or restored to their natural state; (b) provide for a naturalised stormwater drainage solution that: - (i) locates and designs flood storage (detention) in the form of engaged flood plains, naturalised creeks or ephemeral wetlands, as determined by the size and type of treatment required, with cross functionality to offer effective stormwater quality treatment; and (ii) where required, provides appropriate and coordinated extents of fill within the floodplain to achieve affluxes both within and external to the site; (c) provide linear open space that contributes to the open space, pedestrian and cycling networks; and (d) where not required as part of the open space or pedestrian and cycle pathway networks, are retained in private ownership. AO13.3 Where development is intended to benefit from a catchment-based solution, development: - (a) facilitates and does not prejudice achievement of the catchment-based solution; (b) where necessary, provides for temporary on-site stormwater management that addresses the requirements of Council's Flood hazard overlay code and Planning scheme policy for development works. Editor's note—Figure 6.9.3 provides indicative transects of the open space areas that contain and convey local flood and stormwater runoff.

Performance outcomes	Acceptable outcomes
<p>Figure 6.9.3 Open space/ environmental protection area sections</p> 	
<p>Buffering and separation</p>	
<p>PO14 Development incorporates adequate buffering and separation to major roads, collector roads that form a boundary to the local plan area and surrounding rural production areas so as to: -</p> <ul style="list-style-type: none"> (a) protect the function of the road network; (b) enhance roadside amenity and contribute to the visual amenity and character of the local plan area; (c) maintain the productive use of agricultural land classification (ALC) Class A and Class B land; (d) mitigate land use conflicts between rural activities and sensitive land uses; (e) contribute toward the creation of an inter-urban break between Coral Cove and Elliott Heads; and (f) protect the amenity and wellbeing of prospective residents within the Elliott Heads structure plan area. 	<p>AO14 Development adjacent to Elliott Heads Road, Atkinsons Road and Raines Road (i.e., roads that form a boundary to the defined urban area of Elliott Heads): -</p> <ul style="list-style-type: none"> (a) provides an amenity buffer incorporating: <ul style="list-style-type: none"> (i) fencing fronting the road (including any required acoustic fencing) that is articulated and executed to a high standard; and (ii) a landscaped area (including dense plantings) of at least 10 metres in width between the fence and the road; (b) provides for any dwelling house (including any domestic outbuilding) to be setback at least 10 metres from the designated road boundary; (c) incorporates larger lots adjacent to the boundary road that are wider to ensure that the effectiveness of the buffer is not compromised by boundary fences, and to provide an appropriate interface with adjoining rural and rural residential land; (d) where adjacent to ALC Class A or B land, other rural production areas or land that could foreseeably be used for agriculture, development provides agricultural buffers and separation areas to be designed, established, and maintained in accordance with the Planning scheme policy for Agricultural buffers. <p><small>Note—Figure 6.9.2 (Elliott Heads structure plan concept) identifies the indicative locations where agricultural land or acoustic/ amenity buffers will be required.</small></p>
<p>PO15 Development is appropriately staged and designed</p>	<p>AO15 Where development abuts land used for</p>

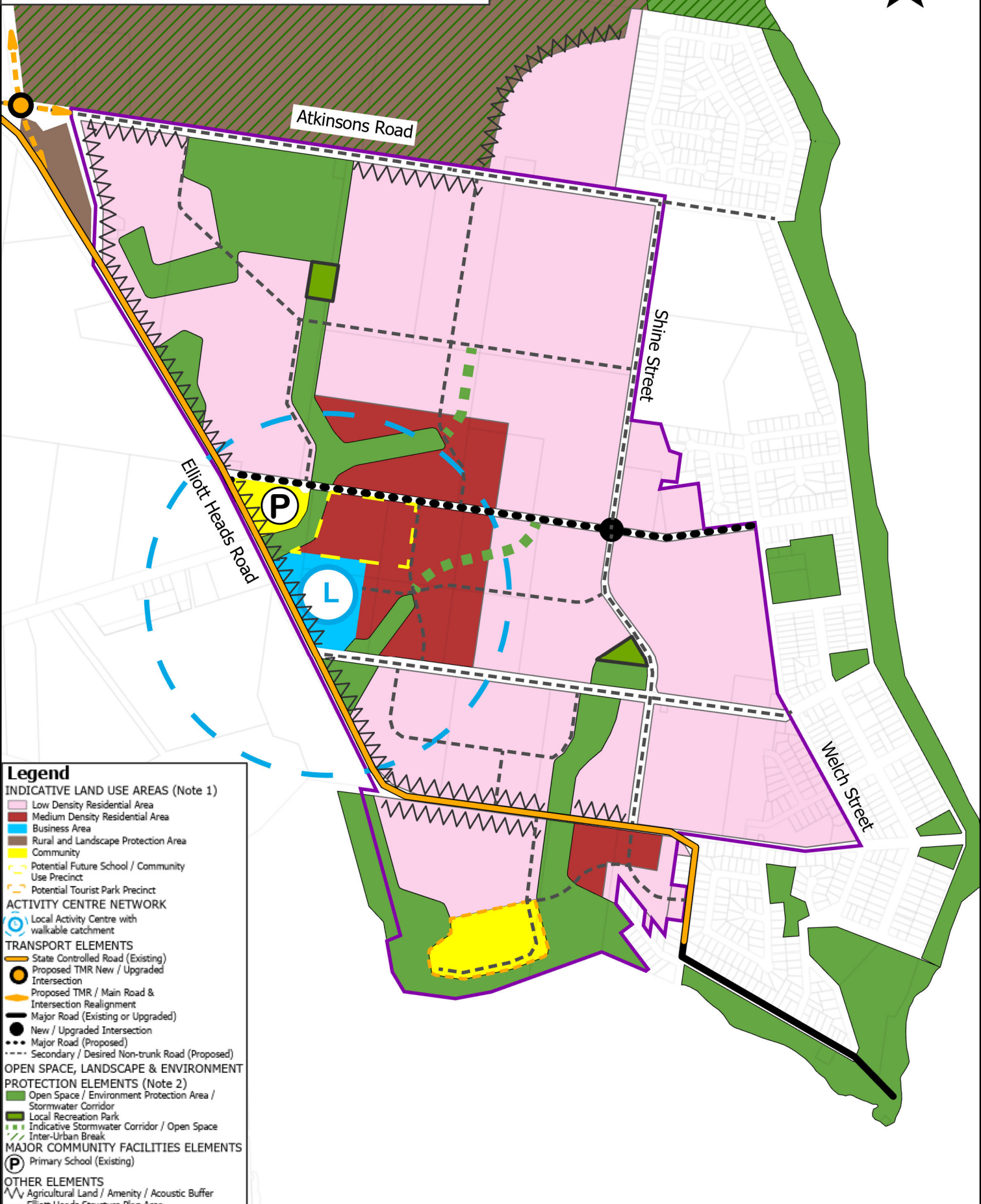
Performance outcomes	Acceptable outcomes
to ensure that land use conflicts are minimised between the proposed urban residential development and existing farming operations within the Elliott Heads structure plan area.	<p>agricultural purposes within the Elliott Heads structure plan area, temporary buffer treatments and separation areas are: -</p> <p>(a) designed, established and maintained in accordance with the Planning scheme policy for Agricultural buffers; and</p> <p>(b) designed such that the buffer may be extinguished and developed following the cessation of the adjoining agricultural activity.</p> <p>Editor's note – it is envisaged that the temporary buffer and separation 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.</p>
Infrastructure and services	
<p>PO16 Development within the local plan area is connected to urban services.</p>	<p>AO16 <i>In partial fulfilment only of Performance outcome PO16:-</i></p> <p>Development provides for development infrastructure, including trunk infrastructure, generally in accordance with the plans included at Appendix SC6.9A.</p> <p>Editor's note – the infrastructure plans at Appendix 6.9A include indicative sequencing and timing of development for the purposes of infrastructure planning and the delivery of trunk infrastructure.</p>
<p>PO17 Development does not adversely impact on the continued operation, viability and maintenance of existing infrastructure or compromise the future provision of planned infrastructure.</p>	<p>AO17 No acceptable outcome provided.</p>
Rural infrastructure	
<p>PO18 The safety and efficiency of existing rural infrastructure supporting primary production, including cane rail lines, is maintained.</p> <p>Editor's note - A large portion of cane rail within the local plan area has already been removed, and this will be taken into consideration in the assessment of development applications over the subject land.</p>	<p>AO18 No acceptable outcome provided.</p>
<p>PO19 Where the safe and efficient operation of the rural infrastructure can be demonstrated, elements of the cane rail are incorporated into road reserves, open space and pedestrian and cycle paths.</p>	<p>AO19 No acceptable outcome provided.</p>
<p>PO20 Where cane rail infrastructure is no longer required in all or part of the local plan area, development provides for the removal of the infrastructure, in liaison with the relevant asset owner/s.</p>	<p>AO20 No acceptable outcome provided.</p>

Figure 6.9.2 Elliott Heads Structure Plan Concept



Note 1:
The land use areas on this figure are indicative only and represent a conceptual response to the overall outcomes and assessment criteria of the Central coastal urban growth area local plan code. The exact location and spatial extent of the various land use areas within the Coastal urban growth area will be subject to more detailed ground truthing and site-specific assessment undertaken as part of the development application process.

Note 2:
The Open Space/Environment Protection Area indicates both existing and future strategic elements of the Open Space/Environment Protection network for the Central Coastal Urban Growth Area, or areas identified as being constrained for development due to environmental and/ or flooding constraints.



- Legend**
- INDICATIVE LAND USE AREAS (Note 1)**
- Low Density Residential Area
 - Medium Density Residential Area
 - Business Area
 - Rural and Landscape Protection Area
 - Community
 - Potential Future School / Community Use Precinct
 - Potential Tourist Park Precinct
- ACTIVITY CENTRE NETWORK**
- Local Activity Centre with walkable catchment
- TRANSPORT ELEMENTS**
- State Controlled Road (Existing)
 - Proposed TMR New / Upgraded
 - Intersection
 - Proposed TMR / Main Road & Intersection Realignment
 - Major Road (Existing or Upgraded)
 - New / Upgraded Intersection
 - Major Road (Proposed)
 - Secondary / Desired Non-trunk Road (Proposed)
- OPEN SPACE, LANDSCAPE & ENVIRONMENT PROTECTION ELEMENTS (Note 2)**
- Open Space / Environment Protection Area / Stormwater Corridor
 - Local Recreation Park
 - Indicative Stormwater Corridor / Open Space
 - Inter-Urban Break
- MAJOR COMMUNITY FACILITIES ELEMENTS**
- Primary School (Existing)
- OTHER ELEMENTS**
- Agricultural Land / Amenity / Acoustic Buffer
 - Elliott Heads Structure Plan Area

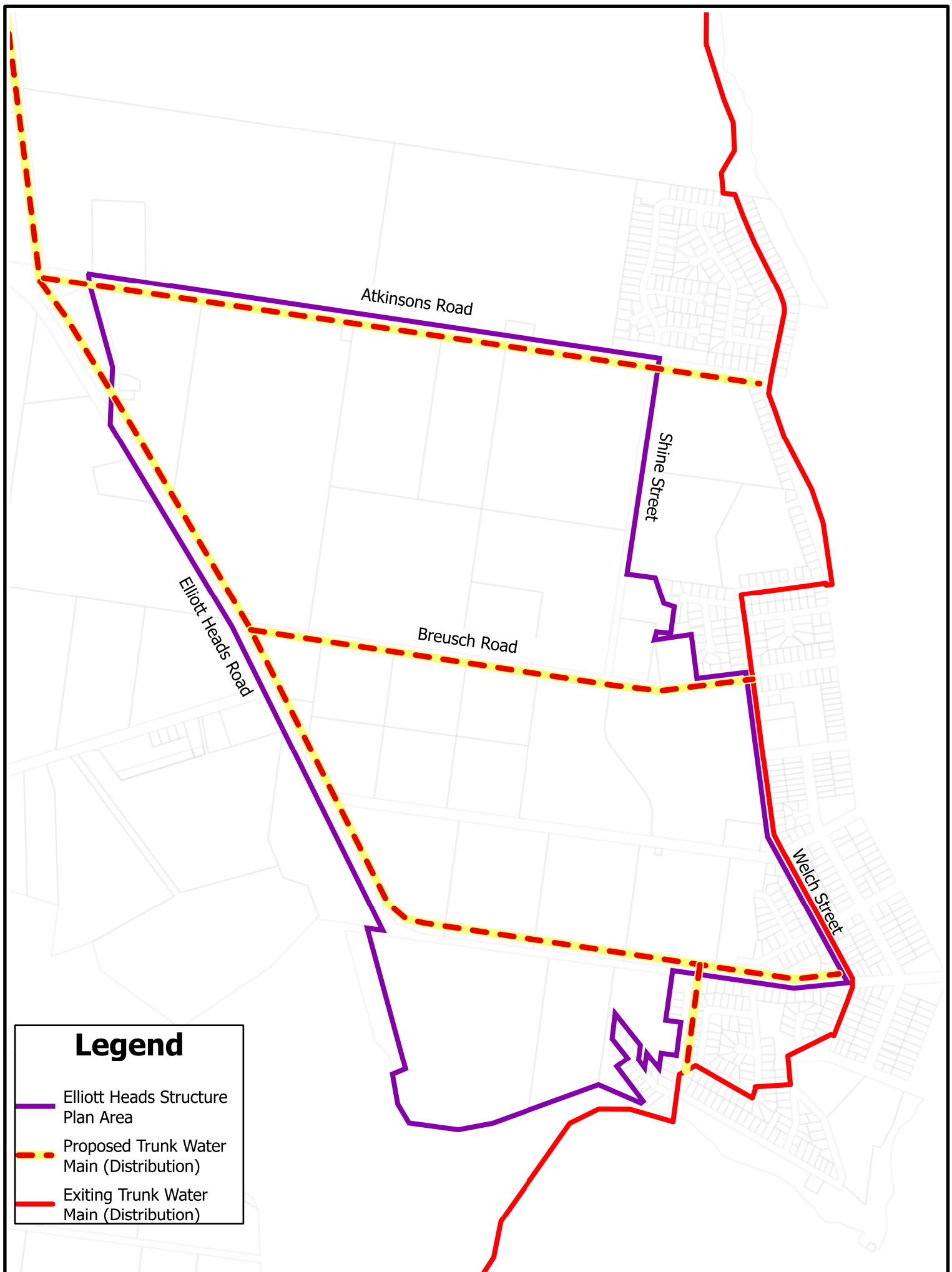
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Figure 6.9.2 Elliott Heads Structure Plan Concept

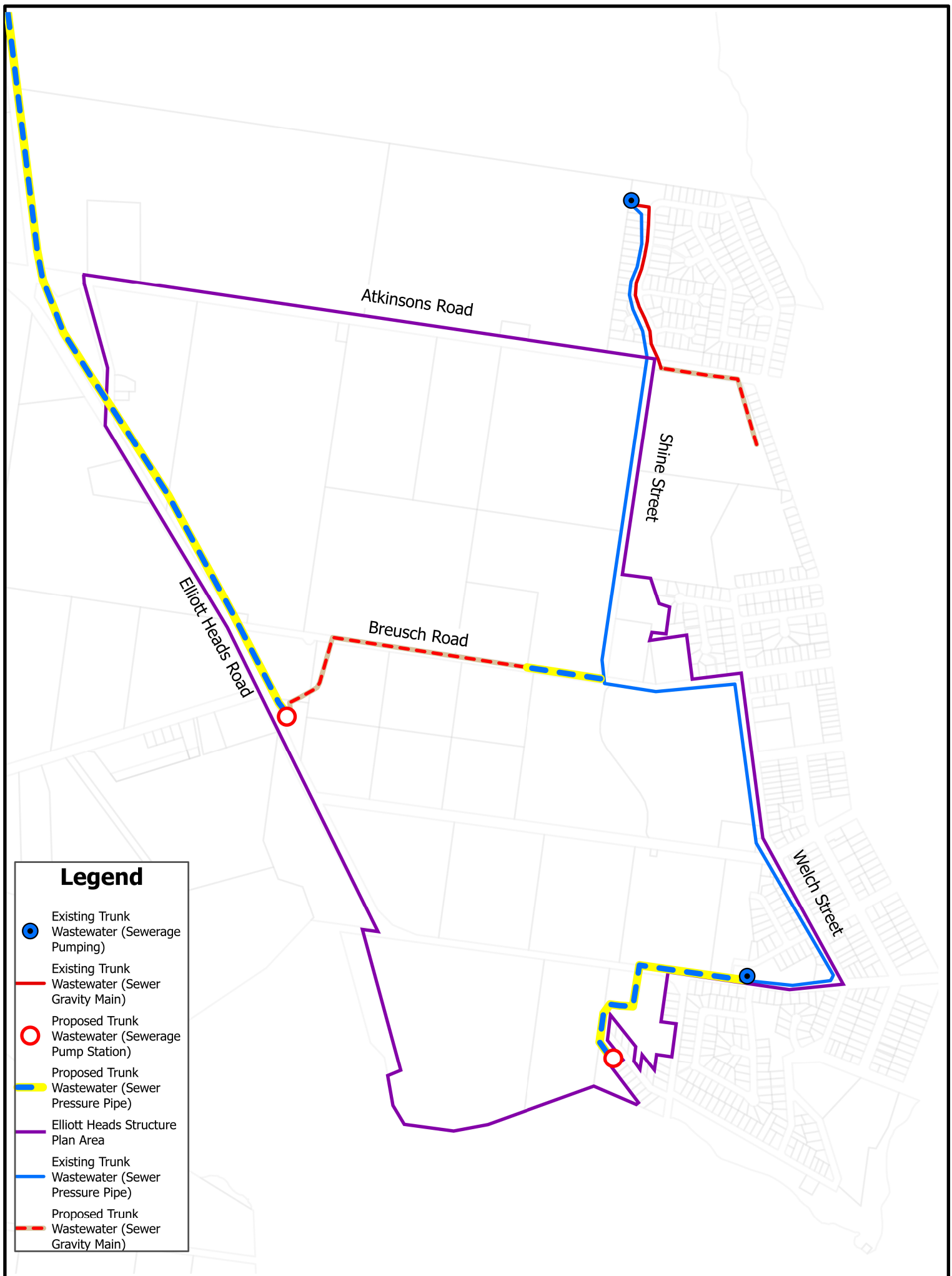


Appendix SC6.9A Infrastructure network maps

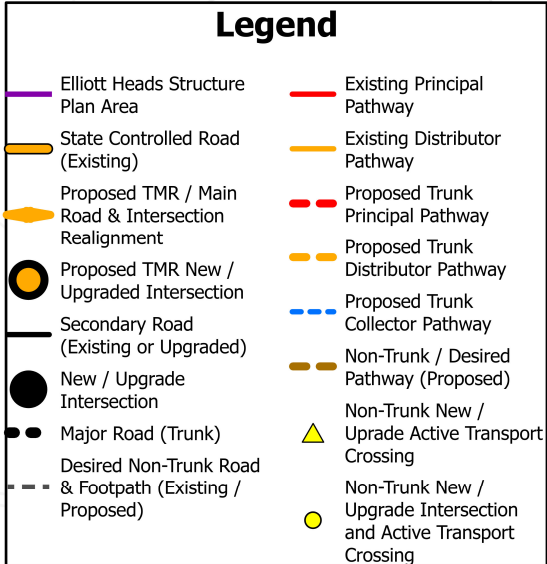


Legend

- Elliott Heads Structure Plan Area
- - Proposed Trunk Water Main (Distribution)
- Exiting Trunk Water Main (Distribution)



Not all Non-Trunk / Desired Pathways are identified and detailed designs will be subject to Walkable Neighbourhoods and Council requirements and standards as part of the development application process.

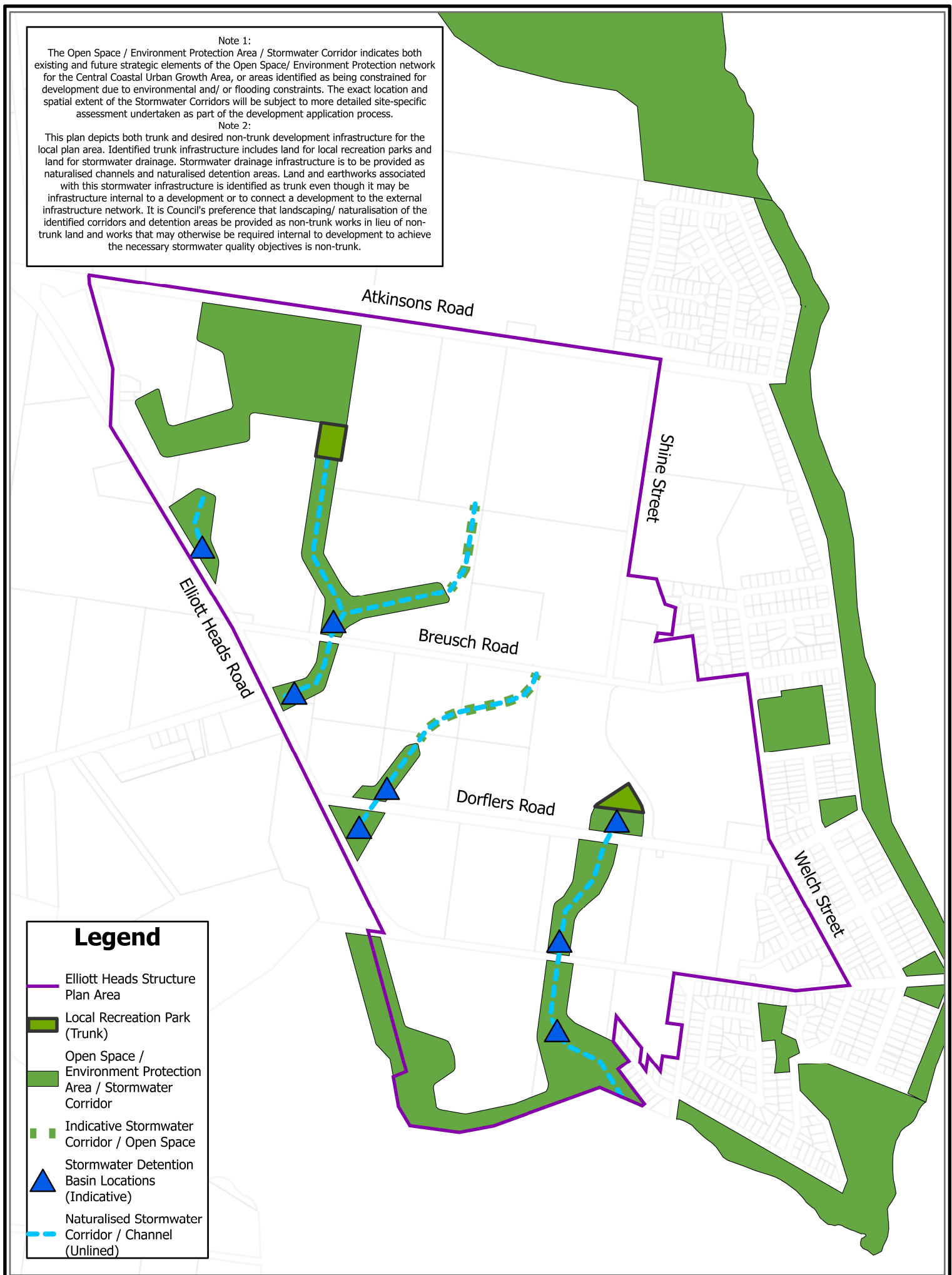
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Note 1:

The Open Space / Environment Protection Area / Stormwater Corridor indicates both existing and future strategic elements of the Open Space/ Environment Protection network for the Central Coastal Urban Growth Area, or areas identified as being constrained for development due to environmental and/ or flooding constraints. The exact location and spatial extent of the Stormwater Corridors will be subject to more detailed site-specific assessment undertaken as part of the development application process.

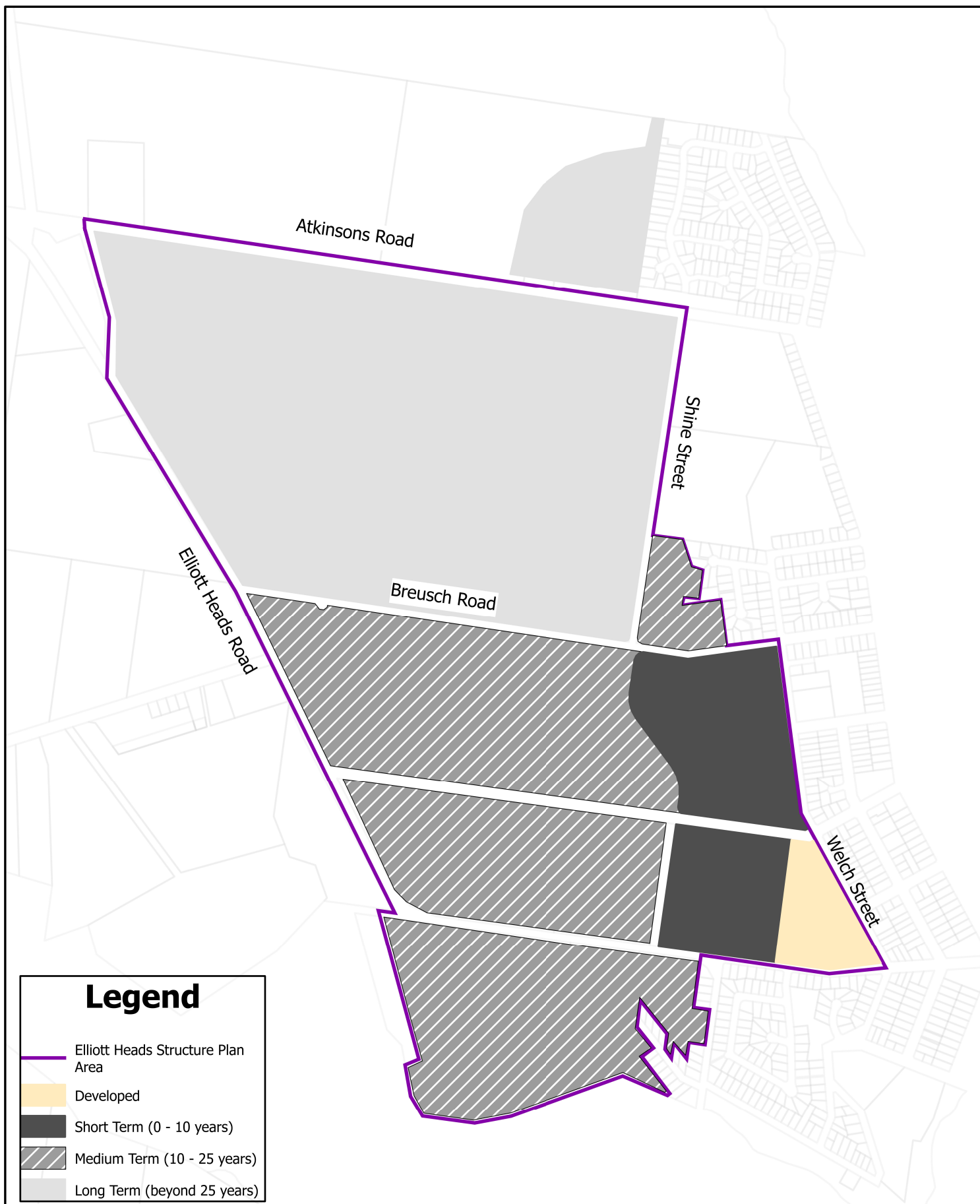
Note 2:

This plan depicts both trunk and desired non-trunk development infrastructure for the local plan area. Identified trunk infrastructure includes land for local recreation parks and land for stormwater drainage. Stormwater drainage infrastructure is to be provided as naturalised channels and naturalised detention areas. Land and earthworks associated with this stormwater infrastructure is identified as trunk even though it may be infrastructure internal to a development or to connect a development to the external infrastructure network. It is Council's preference that landscaping/ naturalisation of the identified corridors and detention areas be provided as non-trunk works in lieu of non-trunk land and works that may otherwise be required internal to development to achieve the necessary stormwater quality objectives is non-trunk.



Legend

- Elliott Heads Structure Plan Area
- Local Recreation Park (Trunk)
- Open Space / Environment Protection Area / Stormwater Corridor
- Indicative Stormwater Corridor / Open Space
- ▲ Stormwater Detention Basin Locations (Indicative)
- Naturalised Stormwater Corridor / Channel (Unlined)



Indicative Development Sequencing & Timing

Scale 1:13,000 on A4 Sheet

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