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## Part 3 Strategic Framework<sup>1,2</sup>

### 3.1 Preliminary

- (1) The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs within the planning scheme area for the life of the planning scheme.
- (2) Mapping for the strategic framework is included in Schedule 2.
- (3) For the purpose of describing the policy direction for the planning scheme, the strategic framework is structured in the following way:
  - (a) the strategic intent
  - (b) the following seven themes that collectively represent the policy intent of the scheme:
    - (i) Settlement pattern
    - (ii) Natural environment.
    - (iii) Community identity and diversity.
    - (iv) Natural resources and landscape.
    - (v) Access and mobility.
    - (vi) Infrastructure and services.
    - (vii) Economic development.
  - (c) the strategic outcome(s) proposed for development in the planning scheme area for each theme
  - (d) the element(s) that refine and further describe the strategic outcome(s);
  - (e) the specific outcomes sought for each, or a number of, elements;
  - (f) the land use strategies for achieving these outcomes.
- (4) Although each theme has its own section, the strategic framework in its entirety represents the policy intent for the planning scheme.

### 3.2 Strategic Intent

The Toowoomba Regional Council area is a Region of approximately 13,000km<sup>2</sup>, with dimensions of approximately 90km E/W and 185km N/S. The resident population of the Toowoomba Regional Council at 30 June 2009 was 159,098. The City and its Region hold the mantle of Australia's largest non-capital inland city.

As the principal regional centre for the whole of the Darling Downs, Southern and Western Queensland, and Northern and Central rural New South Wales, Toowoomba plays an important role as a gateway to communities and resources in these areas, as well as connecting these locations to South-East Queensland and beyond.

The Toowoomba Region promotes a diverse range of business, industry and tourism activity that is innovative, environmentally sustainable and generates a range of employment opportunities. The Toowoomba Region is underpinned by a vibrant and dynamic agricultural and pastoral sector. Emerging industries including energy (both renewable and non-renewable sectors) value adding to primary production, agri- and eco- tourism. Defence, logistics and knowledge based industries are supported. Readily accessible activity centres are located across the region providing a broad range of business uses and supporting infrastructure.

<sup>1</sup> Amended on 3 July 2017

<sup>2</sup> Amended on 4 August 2014

The Region is experiencing significant growth (a projected increase of 55,040 people between 2011 and 2031, with an estimated population of 210,484 by 2031)<sup>3</sup>. This population growth is supported by the provision of a full spectrum of government, commercial, infrastructure and community services provided at intensities that give due regard to the needs of robust mixed use urban centres and vibrant rural towns.

Our diverse communities have a strong sense of place linked to individual local heritage, character and identity. The rural qualities of our regional towns, townships and landscapes are an intrinsic part of our region's character and identity.

Toowoomba is a thriving compact city which is characterised by its rural context and its heritage. It is a principal regional activity centre that is connected to a network of attractive and vibrant rural towns by an integrated transport system.

A compact urban form promotes communities where people can live, work and play, and urban land is developed in a coordinated way to maximise infrastructure efficiencies and provide access to housing choice, community services and facilities, employment and transport options.

Integrated and timely infrastructure provision guides and services growth within the region. Delivery is prioritised to best utilise public resources and to ensure the community's needs are equitably met. A safe and equitable integrated transport system supports more compact urban growth, sustainability and accessibility, while providing effective connections to regional, state and national networks.

Development is designed and sited to respond to climate and seasons, is resource wise, reinforces cultural heritage and local character, and achieves innovation and design excellence.

Our valued scenic landscapes and regional greenspaces are protected and our natural areas and resources are well managed by landholders and community. Our diversified primary and secondary production is undertaken in an efficient and sustainable manner that is adaptive to technological advances and increased climate variability.

Protection of ecosystems and biodiversity networks ensures the retention of important flora and fauna, and its continued wellbeing. The condition of the surrounding atmosphere and health of aquatic networks is maintained to protect the health and amenity of our community and surrounds.

Development within the rural landscape does not compromise primary production, and considers cultural, heritage, environmental biodiversity and water network values. Development avoids areas of ecological significance, areas with development constraints and areas exposed to natural hazards. Impacts arising from the development or intensification of incompatible activities are avoided.

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<sup>3</sup> The projected population statistics are classified as 'Medium Series Population Projection' and are based on the Office of Economic and Statistical Research, Queensland Government – Population and Housing Profile, May 2011.

## 3.3 Settlement Pattern

### 3.3.1 Strategic outcomes

- (1) Open space, both natural and managed, is an intrinsic feature of the whole Region. From becalmed suburban tree-lined boulevards to the majestic Toowoomba escarpment and the numerous and extensive State Forests and National Parks, the Toowoomba Regional Council area is infused with a broad spectrum of parks, gardens, reserves and bushland that underlines its Toowoomba Garden City status.
- (2) Settlement opportunities range from a multitude of diverse vibrant rural towns to the highly urbanised forms within Toowoomba City and its suburbs and interspaced with the significant rural townships of Clifton, Crows Nest, Highfields, Millmerran, Oakey and Pittsworth. These settlements are interspaced by extensive areas of natural bushland and rural production, providing a strong sense of identity through their individual local character and built form responses. It is the intent of this plan that these towns remain viable places in perpetuity.
- (3) Toowoomba Regional Council area has a network of strong and dynamic towns. These towns support and service the needs and aspirations of the local communities and provide central place functions for their adjacent agricultural, manufacturing, Defence and extractive and mining industries. Population growth is directed towards the existing network of urban areas and towns rather than dispersed population growth throughout the rural area.
- (4) There are seven major urban areas and towns throughout the Toowoomba Regional Council area. These are:
  - (a) Toowoomba City
    - (i) Toowoomba City is the principal centre in the Toowoomba Regional Council area and Southern Queensland, as well as northern inland New South Wales, for employment, retail and commerce, government, community services, medical services, education, cultural and recreational activities. Located on the eastern edge of the Great Dividing Range escarpment, Toowoomba City is Australia's largest inland non-capital city.
    - (ii) Known as the 'Garden City', Toowoomba City hosts the Carnival of Flowers - the longest running floral event of its kind in Australia - each September and annual Easterfest music festival over the Easter weekend. There are more than 150 public parks and gardens in Toowoomba, including state heritage listed Queens Park and Picnic Point.
    - (iii) Toowoomba has an extensive heritage building portfolio including residential, commercial, industrial and community buildings. In addition, its network of mature tree-lined boulevards (dominated by camphor laurels) is a signature icon that one has entered the 'Garden City'.
    - (iv) As principal regional centre for the Darling Downs, Toowoomba provides the higher order retail, commercial, health, education, legal and government facilities for Southern Queensland.
    - (v) The future economic growth of the Toowoomba centre is maintained:
      - (A) through its principal regional centre function to the whole of the Toowoomba Regional Council area and Southern Queensland;
      - (B) the significant development potential associated with the emerging energy resources from the Surat Basin;
      - (C) the continued growth in development and employment associated with value-adding in food processing.
    - (vi) Toowoomba City has thriving and diverse neighbourhoods that have a strong sense of community and local identity. Toowoomba City and the surrounding urban areas continue to experience sustained growth in

residential, retail/commercial and industrial land uses. In response to these pressures, local planning will be undertaken to address issues such as growth management, infrastructure management, urban design and local character, and the transitioning of non-urban (predominately rural residential and rural) to urban areas and enterprise areas.

- (vii) The Toowoomba CBD is the civic, retail and commerce 'heart' of the Region. The Toowoomba City Centre Master Plan (TCCMP) outcomes are facilitated through the planning scheme by reinforcing the primacy of the City and providing the land use development framework for the centre over the next 20 years, which builds on the strengths of the City's natural and built assets such as parks, heritage buildings and streetscapes and laneways that sustain the CBD as a liveable centre.
- (viii) Residential growth will be accommodated through new urban areas in Drayton, Glenvale and Darling Heights, and urban infill at increased residential densities in the form of detached dwellings on standard and small lots, dual occupancy and multiple dwellings within:
  - (A) Walking catchments around centres offering a broad range of goods, facilities and services (being 800m around Major and 400m around District centres and designated Local centres within the centre hierarchy);
  - (B) Land that benefits visually from high quality parkland;
  - (C) Walking catchments around major non-industrial employment areas (land within 800m walk of 1000 or more non-industrial jobs);
  - (D) A central transport corridor bounded by Nelson, West, Jellicoe and Hume Street, and
  - (E) An 800m walking catchment of the University of Southern Queensland (Toowoomba campus).

Residential development outside of these areas will consist of detached dwellings on standard lots and dual occupancy.

Future urban areas outside the existing urban footprint are not released prior to 2031 and are protected from development which would compromise long-term growth options beyond 2031.<sup>4</sup>

- (b) Clifton
  - (i) Clifton is located approximately 40 kilometres south of Toowoomba and approximately 8.5km west of the New England Highway, which provides a high level of accessibility to Toowoomba City and Warwick.
    - (A) Clifton is a self-contained community that provides a range of services to its residents and performs a major centre role in the Region to service the surrounding rural hinterland and communities. Retail, commercial and community uses and services are focused within the town centre along the main street (King Street). The main industrial area is in the area southwest of the town, comprising a variety of lot sizes with strong links to the local road network and surrounding areas. Major community facilities include a secondary school and an area integrated sports and showground complex in the northeast of the town.
    - (B) The historic buildings and streetscapes of Clifton, which have been used in a number of Australian movies, are important elements that contribute to the local identity. The distinguished boulevard of boab trees that were planted to honour the men of WWI is an important cultural heritage feature in the main street. The cultural and tourism attractions also include the Clifton and District Historical Museum located in the former Butter Factor in Clifton and are enhanced by the Sister Kenny memorial and Rudd's Pub in the nearby township of Nobby.

<sup>4</sup> Amended on 29 November 2019

- (C) Residential growth will be accommodated through a mix of housing forms, including detached dwellings on standard and small lots, dual occupancy and multiple dwellings throughout the town.<sup>5</sup>
- (c) **Crows Nest**
- (i) Crows Nest is situated on the western slopes of the Great Dividing range, approximately 45 kilometres northeast of Toowoomba City on the New England Highway. The town is surrounded by state forests and national parks including nearby Crows Nest Falls, Ravensbourne and Geeham National Parks. Part of the Bicentennial National Trail runs through the town. Lakes Perseverance and Cressbrook dams, which provide the major water supply for Toowoomba, are located approximately 6km east of the town and are major water recreational facilities in the Region.
  - (ii) The town originated as a stopping place for timber haulers and is named after Jimmy Crow, a local aboriginal man who lived in a hollow tree and gave directions to early European settlers who passed with the bullock teams.
  - (iii) The town centre is focussed on the 'Village Green', a central park adjacent to the New England Highway with wide streets abutting the park. The park, which contains a statue of Jimmy Crow, is the centre for celebrations and events/festivals within the town. The central focus of the Village Green as an important community place is consolidated by the recreation reserve opposite (western alignment of the New England Highway) which includes the Crows Nest Regional Art Gallery in the former shire hall, swimming pool, bowls club and adjacent hospital.
  - (iv) The commercial centre is of a main street style with buildings aligned to the street front and continuous awnings over the footpaths that overlook the Village Green. Conservation of the town's historic buildings, character and unique town setting will be balanced with localised growth and significant increases in destination and passing tourist traffic. The existing retail, commercial and community functions will be preserved and opportunities to attract and diversify the centre's functions will be investigated through local planning.
  - (v) Crows Nest offers an attractive small town lifestyle that capitalises on 'tree change' lifestyle opportunities and provides a range of community facilities and services including primary and secondary schools, hospital/nursing home, sporting/recreational and cultural uses. With improved road access and public transport services, Crows Nest is within daily commuting distance to Toowoomba City. The New England Highway between Toowoomba and Crows Nest has become a minor tourist route with galleries, specialist nurseries, antique stores, art galleries and museums exploiting traffic passing to the nearby national parks and lakes and Bunya Mountains to the north.
  - (vi) Residential growth will be accommodated through a mix of housing forms, including detached dwellings on standard and small lots, dual occupancy and multiple dwellings within an 800m walking area around the town centre (being land within the Major Centre Zone within Crows Nest) and detached dwellings on standard lots and dual occupancy elsewhere throughout the town.<sup>6</sup>
- (d) **Highfields**

<sup>5</sup> Amended on 29 November 2019

<sup>6</sup> Amended on 29 November 2019

- (i) Highfields is located 12 kilometres north of Toowoomba on the New England Highway. The area originally attracted timber-getters and workers associated with the expansion of the railway line from Toowoomba to Ipswich through Highfields and Murphy's Creek. Dairying occupied the cleared hills.
  - (ii) Highfields has evolved to function as a significant satellite town, offering an attractive suburban and rural residential lifestyle with the convenience of proximity to Toowoomba City, as well as easy accessibility to the Defence force bases at Cabarlah and Oakey. Notwithstanding the close settlement relationship with Toowoomba City, Highfields will continue to grow as a self-contained community with a range of employment, retail/commercial, community and cultural facilities.
  - (iii) The original Highfields centre and the Cabarlah township in the north of the district straddle the New England Highway. Traffic volumes and speeds of the highway restrict pedestrian and east-west vehicle traffic movements. Future development is located on the western side of the New England Highway to avoid fragmentation of development, to capitalise on urban infrastructure and to maintain efficiency of highway functions. Land to the east of the highway is constrained by the escarpment. The New England Highway continues to provide a tourism focus, attracting day trippers from Toowoomba as well as long distance travellers.
  - (iv) Highfields has a distinct local suburban residential character with a more urbanised and dense town centre. An inter-urban break reinforces the character of a physically discrete settlement from Toowoomba City.
  - (v) Highfields Village (Highfields and O'Brien Roads) is the town centre and is the major activity centre for the district and northern catchment of the regional council area. Development consolidates the Highfields town centre and incorporates a mix of uses and increased residential population. The centre has a 'main street' style, with a Town Square that provides a community and civic focal point. A range of higher order retail (including bulky-goods) and commercial, community, entertainment and cultural facilities is accommodated in the centre.
  - (vi) Residential growth will be accommodated through expansion of new urban areas to the northwest of the town centre and increased residential density in and within an 800m walking area around the town centre (being land within the Major Centre Zone in Highfields).<sup>7</sup>
- (e) Oakey
- (i) Oakey is located 29 kilometres west of Toowoomba City. It has a diversified economy with well established links to surrounding agricultural (including broadacre cropping and grazing), Defence and expanding mining sectors and performs a major centre role to surrounding rural hinterland and communities in the west/northwest.
  - (ii) The town is located on the Warrego Highway, part of the national highway system, and offers a direct, quick link to Toowoomba City. The town is also located on the main rail link connecting southwest Queensland with Brisbane (via Toowoomba) which provides freight transport.
  - (iii) The town is named after the river oaks that dominate the creek which bisects the town. The creek system is retained and enhanced and provides a link to a number of major open space areas within the town.

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<sup>7</sup> Amended on 29 November 2019

- (iv) The town centre established in the northern section of Campbell Street near the railway line. The 'main street' style of the town centre has the character of a traditional Queensland country town with a long, wide main street (central parking) and continuous built form fronting the street. This character and heritage buildings are retained and enhanced as the focal point for commerce, retail and community activities within the town. The town centre was redeveloped in 2005 with significant landscaping and street tree planting and larger shops (supermarket) were sleeved behind buildings fronting and integrating with the main street.
  - (v) The Oakey Civic Precinct, to the south of the town centre, is located on the main street adjoining Bicentennial Park which includes a statue of famous local Australian racehorse Bernborough. The precinct includes the cultural/conference centre, library and aquatic centre. Other major community facilities include primary and secondary schools, hospital, RSL club and sporting grounds.
  - (vi) Major employment generators in the town include the abattoir and Army Aviation Centre. The Oakey Army Aviation Centre, which was established on the outskirts of the town during World War II, is also home to the Museum of Australian Army Flying. The University of Queensland has a campus for Equine Studies in the town.
  - (vii) Residential growth is accommodated in the form of detached dwellings on standard lots and dual occupancy within the existing town area and new urban area in the southeast of the town and through a mix of housing forms, including detached dwellings on standard and small lots, dual occupancy and multiple dwellings within an 800m walking area of the town centre (being land within the Major Centre Zone in Oakey) and within a 400m walking area of the Kerrytown Shopping Centre complex.<sup>8</sup>
- (f) Pittsworth
- (i) Pittsworth is a large rural town located approximately 40 kilometres southwest of Toowoomba. It is situated on the basalt upland, overlooking the alluvium floodplains of the Condamine River. This floodplain has some of the best quality soils in Australia with mixed farming - predominantly grains and cotton - grown in the area. Established around a pastoral station and later hotel (Beauaraba), the town was named after the 'Pitt' family who had large landholdings in the district.
  - (ii) Pittsworth is a self-contained community that provides a range of services to its residents and surrounding agricultural areas. It has a small manufacturing base. The annual Pittsworth Sprints consists of two days of car sprints against the clock on a set course around the Pittsworth Industrial Estate.
  - (iii) Yandilla Street is the town centre and performs a major activity centre role by providing a range of retail, commerce, community and entertainment services. Opportunities exist to conserve these existing functions and diversify the centre's functions while maintaining the character of the town centre.
  - (iv) The town centre has a main street style with small scale buildings that front the street. It contains a number of important heritage buildings including the former shire hall and council chambers and ANZ bank. It is planted with Silky Oaks and Jacarandas that enhance the amenity of the centre.
  - (v) Localised growth associated with surrounding agriculture and mining is anticipated. However, the location of Pittsworth on highly productive

<sup>8</sup> Amended on 29 November 2019

agricultural land constrains urban expansion. Future expansion of the urban area will be underpinned by community need and enhancement of services/facilities and will be managed through local planning.

- (vi) Residential growth will be accommodated through a mix of housing forms, including detached dwellings on standard and small lots, dual occupancy and multiple dwellings throughout the town.<sup>9</sup>
- (g) Millmerran
- (i) Millmerran is a rural town located on the Gore Highway approximately 75 kilometres southwest of Toowoomba. It is located near a lookout commonly used by the local aboriginal population prior to European settlement from which the town derives its name. European settlement is linked with the pastoral industry and began with the establishment of a number of pastoral stations including 'Yandilla'.
  - (ii) Millmerran performs a major service centre role to surrounding agricultural enterprises and has a small manufacturing base. A coal-fired power station is located to the south of the town.
  - (iii) Millmerran is a self-contained community that has a range of services including a hospital, primary and secondary (P-10) schools and good sporting facilities, including the Millmerran Indoor Sports Complex, a multi-purpose sports complex that is the largest single building in Millmerran.
  - (iv) Millmerran is home to a series of larger-than-life murals placed throughout the town to depict specific rural industries as well as, stages of the town's and district's history. The town character is dominated by grain silos.
  - (v) The commerce area of Millmerran is located in the main street (Campbell Street) which runs north from the Gore Highway. The street is characterised by centre median street tree planting and comprises a mix of building styles, including some heritage buildings. The centre continues to be the focus for retail, commerce and community functions.
  - (vi) New urban development occurs within the existing town and provides a variety of lifestyle choices, including detached dwellings on standard and small lot sizes, dual occupancy and multiple dwellings throughout the town and larger rural residential development in the southwest of the town.<sup>10</sup>
  - (vii) Two industrial estates have been developed, including an area to the northeast that accommodates heavy industry activities.
  - (viii) The Australian Camp Oven Festival, held in Millmerran, is a biennial event that occurs in even-numbered years.
- (5) Growth that aligns with the existing and planned community and network infrastructure, occurs in integrated and compact form to promote and create accessible and walkable communities. Opportunities for broadening the housing mix provide a variety of opportunities for all members of the community, irrespective of age, lifestyle, economic status and physical ability, providing the opportunity for the Region's residents to age in place. Such needs consist of providing a diversity of housing forms supported and reinforced by robust and appropriate economic and community based activities including education, health, employment, services and recreational facilities, that are dispersed throughout the Toowoomba Regional Council area not concentrated into an ever decreasing number of larger centres at the expense of smaller or more disparate centres. Diverse rural towns and townships retain their attractive and vibrant character which underpins the uniqueness of the Toowoomba Region area.

<sup>9</sup> Amended on 29 November 2019

<sup>10</sup> Amended on 29 November 2019

- (6) The greatest housing diversity occurs in infill areas within existing urban areas. Residential development in greenfield areas will initially be dominated by detached housing on lots over 500m<sup>2</sup> in area however greater diversity will develop around centres, parkland and employment areas as they establish under the guidance of local plans.<sup>11</sup>
- (7) The settlement pattern and built form of the region's urban areas and towns evolves to respond to the natural hazards affecting them so that people, property and infrastructure are more resilient to natural hazard risks over time, such that:
  - (a) In Toowoomba City and other greenfield expansion areas such as Highfields, Drayton and Westbrook, future urban development is compatible with the nature of flood risk to which it is subject through strategies of avoidance and floodplain protection, providing flood resilient urban and built form, minimising mitigation works and avoiding increasing disaster management or recovery responsibilities (including avoiding developing or expanding vulnerable uses in flood risk areas or higher risk overland flow path areas);
  - (b) In Oakey, greenfield and higher density infill development are oriented away from flood risk areas, flood resilient low density residential, industrial and commercial development occurs in areas of tolerable flood risk, and vulnerable uses are avoided and not expanded in flood risk areas;
  - (c) In Cooyar, future urban growth is avoided in flood risk areas and instead development focuses on long-term movement of the town area away from natural hazard risk;
  - (d) In Yarraman, residential and centres/industrial growth within the floodway of Yarraman Creek is avoided, flood resilient low density residential, industrial and commercial development occurs in areas of tolerable flood risk, and vulnerable uses are avoided in flood risk areas or higher risk overland flow path areas;
  - (e) In Maclagan and Quinalow, greenfield development occurs outside the floodplain, flood resilient low density residential, industrial and commercial development occurs in areas of tolerable flood risk, and vulnerable uses are avoided in flood risk areas; and
  - (f) In Jondaryan, future growth is encouraged well away from Lagoon Creek, flood resilient low density township development occurs in areas of tolerable flood risk, and vulnerable uses are avoided in flood risk areas.<sup>12</sup>
- (8) Built forms are responsive to the climatic conditions, local topographic constraints and the variability in climate that is projected to be caused through climate change. Through reinforcement of a compact urban form, lands within urban areas that have high biophysical status and scenic value are conserved. Further, Indigenous and European historic and cultural past is respected, while promoting modern architectural forms and styles. Places of natural and spiritual significance are respected and conserved.
- (9) Rural residential development is limited to the opportunities within existing rural residential areas.
- (10) Regionally significant and logistic industries will establish within the Charlton Wellcamp Enterprise Area provided that their impacts are contained within the estate borders. Other industries will be accommodated within existing industrial areas throughout the Region, both on existing vacant land and on sites that become available as existing industry relocates into the Charlton Wellcamp Enterprise Area.
- (11) Retail and business services will be accommodated within the network of activity centres with the Toowoomba City Centre continuing to provide the greatest amount and broadest range of activity and services to the Region. The major activity centres of Highfields, Kearneys Spring, Wilsonton, Clifford Gardens and the town centres of Oakey, Pittsworth, Crows Nest, Millmerran and Clifton will provide substantial retail, office and community functions. Other centres at the district and local levels throughout the Region will provide facilities and services at a more local scale.

<sup>11</sup> Amended on 29 November 2019

<sup>12</sup> Amended on 21 August 2020

- (12) Provision has been made for the following transport links between Toowoomba and South-East Queensland:
- (a) the Commonwealth Government's Inland Rail Alignment Study;
  - (b) the Gowrie-Grandchester rail project; and
  - (c) the Toowoomba by-pass.

### 3.3.2 Element – network of towns

- (1) The Toowoomba Region is characterised by a range of attractive and vibrant rural towns that are connected through an integrated transport system which is focused to the key regional centre of the Toowoomba City Centre.

#### 3.3.2.1 Specific outcomes<sup>13</sup>

- (1) Toowoomba City is the key regional centre of Southern Queensland and northern inland New South Wales for employment, retail and commerce, government, community services, medical services, education, cultural and recreational activities.
- (2) The regional settlement pattern is reinforced through the maintenance of compact, mixed use distinctive rural centres which are separated by rural and natural landscape spaces.
- (3) Urban areas have a defined 'edge' to reinforce the identity of communities in the Region and maintain spaces between places (inter-urban breaks).
- (4) Local plans are produced over towns and villages as specific local needs emerge and resources become available.
  - (a) In response to the emerging urbanisation and sustained residential growth in and surrounding Highfields, Council has undertaken detailed local planning over Highfields and its surrounds. Local planning ensures that:
    - (i) there is a continuity in the character and identity of Highfields as it evolves from a low density locality dominated by large residential and rural residential and roadside tourism uses to a significant urban township distinct from but allied to the continued growth of the Toowoomba urban area in a way that honours and advances the character of the place;
    - (ii) Highfields remains physically distinct from the urban expansion of Toowoomba;
    - (iii) an urbanised Highfields is walkable for all members of the Highfields community;
    - (iv) connectivity for pedestrians, cyclists and the mobility assisted is achieved through dedicated and constructed footpaths, cycleways and combinations of the two;
    - (v) an integrated public transport system provides convenient connections throughout Highfields with good, efficient connections to Toowoomba City, Oakey and other key destinations in the Region;
    - (vi) water cycle infrastructure is provided in a manner in a sequenced and appropriately sized manner that facilitates urban growth;
    - (vii) the scale and character of Cabarlah is retained, tourist facilities, such as uses that attract and meet the needs of day-trippers and short-term accommodation, which have a direct relationship with the local or historic character of the Cabarlah area are retained in Cabarlah;
    - (viii) the form of development in the Highfields town centre focuses on the establishment of a 'Main Street' with 'sleeved' anchor stores provided in key locations, active street frontages along key streets, and a 'Town Square' which will function as a key civic node for Highfields;

<sup>13</sup> Amended on 29 July 2016

- (ix) the Highfields town centre, provides the focal point for the Highfields District, and comprises a diverse range of facilities and services including higher level retail, business, mixed use, residential, tourism and entertainment, educational, cultural, government and community facilities; and
  - (x) a diversity of housing forms, sizes and densities is provided in the Highfields area in the form of detached dwellings on standard and small lots, dual occupancy and multiple dwellings in proximity to the town centre, and detached dwellings on standard lots and dual occupancy elsewhere throughout the town, providing opportunities for universally accessible dwellings and affordable housing opportunities.<sup>14</sup>
- (5) Locate low impact industry and non-retail business in integrated locations that are accessible, provide client exposure and are not in core public transport nodes.
  - (6) The transport system is integrated with the pattern and sequencing of land use to ensure well-connected and accessible places in the Region.
  - (7) New centres support and maintain the focus of commercial and retail areas, employment and significant community and cultural activities where the needs of the population of the retail/service/entertainment catchment are justified.
  - (8) Many rural towns are based on a traditional grid street pattern. The expansion of these rural towns extends this grid pattern to reflect the traditional pattern and character of these places.

### 3.3.2.2 Land use strategies

- (1) Where the subject of a Structure Plan, Master Plan or Local Plan, that plan is implemented.

### 3.3.3 Element – compact urban form

- (1) A compact urban form promotes self-containment of communities that are:
  - (a) defined by a distinct urban boundary; and
  - (b) are provided with housing opportunities, community services and facilities, employment, adequate infrastructure and an integrated transport system.

#### 3.3.3.1 Specific outcomes

- (1) Safe, convenient and attractive suburban neighbourhoods, urban neighbourhoods and centres of activity meet the diverse and changing needs of the community and offer a wide choice of housing, leisure, local employment opportunities and associated community and commercial facilities.
- (2) Centres of activity, specialist centres, more intensive integrated employment areas, tertiary education and major community facilities are located within walking distance of existing or proposed public transport nodes.
- (3) A significant proportion of growth throughout the Region is achieved through infill and redevelopment of existing urban areas and rural townships on land with multiple transport options, adjoining or opposite high amenity parkland and within walking distance of:
  - (a) centres offering a wide range of goods, services and facilities (including those that meet daily convenience needs);
  - (b) high concentrations of non-industrial jobs; and
  - (c) the University of Southern Queensland.<sup>15</sup>
- (4) The growing diversity in housing needs of residents in the Region are met by providing opportunities to provide a broader spectrum of lot sizes, land tenures and housing types.

<sup>14</sup> Amended on 29 November 2019

<sup>15</sup> Amended on 29 November 2019

- (5) Land use and transport are integrated to promote more compact urban growth to connect people and places comfortably, conveniently and effectively.
- (6) The Region is provided with sufficient supply of land to:
  - (a) ensure population growth and emerging communities are accommodated within the urban boundary;
  - (b) ensure self containment of employment;
  - (c) accommodate a range of industrial and enterprise activities; and
  - (d) to encourage economic diversity and local employment opportunities.
- (7) There is a logical sequence to infrastructure delivery to ensure the effective and efficient delivery of land development and infrastructure services.

### 3.3.3.2 Land use strategies

- (1) Any development within the Westbrook Identified Growth Area (South-East Queensland Regional Plan 2009-2031) and the emerging community area of Drayton that will compromise long-term consolidated urban growth is avoided.
- (2) Structure planning of emerging community land will be undertaken progressively as part of the development assessment process.
- (3) New developments shall contribute to achieving dwelling yields in the order of:
  - (a) 15 dwellings per hectare net in Greenfield Development Areas;
  - (b) 30-40 dwellings per hectare net in designated infill areas and
  - (c) 60 dwellings per hectare net in the Principal Activity Centre (Toowoomba City Centre).
- (4) Designated infill areas are included within the Low-medium Density Residential Zone.<sup>16</sup>
- (5) Regionally significant industrial and enterprise activities are located at Charlton Wellcamp Enterprise Area. The area is the major hub for regionally significant industries and logistic activities.
- (6) Significant car-dependant uses such as bulky goods stores and service industry uses are located in or adjacent to the major activity centres of Wilsonton, Kearney's Spring and Highfields and the Specialist Retail Centres at Anzac Avenue and Boundary Street.

### 3.3.4 Element – suburban neighbourhoods

- (1) Suburban neighbourhoods provide the bulk of residential housing within the Toowoomba Regional Council area.
- (2) Suburban neighbourhoods provide housing, products and services of daily convenience and community and recreational uses to their immediate neighbourhood.

#### 3.3.4.1 Specific outcomes<sup>17</sup>

- (1) Suburban neighbourhoods consist primarily of detached houses and dual occupancies.
- (2) Suburban neighbourhoods are generally low in scale, with a sense of low rise buildings within a treed setting.
- (3) Suburban neighbourhoods have a feeling of openness at the street level and are characterised by street trees, which provide shade and character. Streets are shared by cars, bikes and walkers. They are often grid-based and connected up in a way that makes it easy to find your way around.
- (4) Suburban Neighbourhoods:
  - (a) are in the urban extent shown on the Strategic Framework Map SF1 – Settlement Pattern; and
  - (b) are included within the Low Density Residential Zone.

<sup>16</sup> Amended on 29 November 2019

<sup>17</sup> Amended on 29 November 2019

#### 3.3.4.2 Land use strategies<sup>18</sup>

- (1) Detached dwellings and dual occupancies are the only residential development form supported within Suburban Neighbourhoods.
- (2) New residential lots have areas that reflect the predominant lots sizes in the surrounding area (within infill areas) and a minimum lot size of 500m<sup>2</sup> within greenfield areas. New lots in the form of hatchet lots are not supported.
- (3) The clustering of dual occupancy is discouraged so as to promote a mix of low density housing forms within suburban neighbourhoods.

#### 3.3.5 Element – urban neighbourhoods<sup>19</sup>

- (1) Urban neighbourhoods promote the development of a compact urban form by facilitating medium density housing in areas with access to a mix of urban retail, commercial, service, community, entertainment uses, employment and high quality parkland to residents within walking distance.

##### 3.3.5.1 Specific outcomes<sup>20</sup>

- (1) Urban neighbourhoods:
  - (a) are focused around areas of mixed use, providing ready access to a range of shopping, community and other local services and employment, they are higher density and highly walkable;
  - (b) have good public transport access and have been developed or redeveloped over time at higher densities and with a mix of housing and uses;
  - (c) are often transit oriented;
  - (d) are in the urban extent shown on the Strategic Framework Map SF1 – Settlement Pattern; and
  - (e) included within the Low-medium Density Residential Zone.
- (2) Urban neighbourhoods have:
  - (a) a sense of enclosure at the street level provided by small building setbacks and with the constructed part of its character usually dominant;
  - (b) streets are characterised by large street trees, which:
    - (i) provide shade;
    - (ii) enhance the amenity and character of the streetscape; and
    - (iii) reflect and enhance the treed network of boulevard streets which defines and reinforces the Garden City status of Toowoomba's character.
  - (c) hard footpaths for walking trips and road corridor space that is shared by cyclists and cars.
- (3) Urban neighbourhoods are usually grid-based and connected in a way that makes it easy to navigate the area.

##### 3.3.5.2 Land use strategies<sup>21</sup>

- (1) At least 90% of the housing is within 800m of their central focus.
- (2) Walk to public transport stops is 400m.
- (3) Where the subject of a Structure Plan, Master Plan or Local Plan, that plan is implemented.

<sup>18</sup> Amended on 29 November 2019

<sup>19</sup> Amended on 29 November 2019

<sup>20</sup> Amended on 29 November 2019

<sup>21</sup> Amended on 29 November 2019

- (4) A broad range of residential housing forms are supported in urban neighbourhoods including detached dwellings on standard and small lots, dual occupancy and multiple dwellings.
- (5) The clustering of medium density forms of housing (dual occupancy and multiple dwellings) is discouraged so as to promote housing choice and manage the amenity impacts of this form of development.
- (6) New residential lots have a range of areas providing opportunities for housing diversity.
- (7) Hatchet lots are only developed for single dwellings.

### **3.3.6 Element – centres of activity**

- (1) These centres provide goods and services to surrounding residential areas and are the focus for higher density urban residential living.

#### **3.3.6.1 Specific outcomes**

- (1) Centres of activity:
  - (a) have concentrations of non-residential activities, including: shopping, offices, government, higher education and entertainment;
  - (b) come in various scales, from local to district and major, located in urban or rural situations as shown on the Strategic Framework Map SF1 – Settlement Pattern;
  - (c) are a focus of transport networks, and a hub for public transport and local pedestrian and cycling;
  - (d) contain housing in a variety of forms to provide residents with ready access to the range of uses and employment; and
  - (e) are important meeting places and focal points for their communities.
- (2) The constructed character:
  - (a) is dominant creating a strong sense of enclosure at the street level, with little or no building setback to the street; and
  - (b) has built form, mix and intensity of uses that are more varied in character than suburban and urban neighbourhoods.
- (3) Centres of activity are important meeting places and focal points for their communities, vibrancy flows from their mix of uses, level of activity and urban qualities, and these features are reinforced by well designed and located squares and urban parks.
- (4) Amenity in these localities is a product of the proximity to the provision of a diversity of urban goods and services; the amenity of a quiet leafy suburban or urban neighbourhood is not the outcome sought in centres of activity.
- (5) Streets:
  - (a) are usually grid-based and connected up in a way that makes it easy to way-find;
  - (b) are characterised by large street trees, which:
    - (i) provide shade;
    - (ii) enhance the amenity and character of the streetscape; and
    - (iii) reflect and enhance the treed network of boulevard streets which defines and reinforces the Garden City status of Toowoomba's character.
  - (c) have hard footpaths for walking trips;
  - (d) have road corridor space shared by cyclists and cars; and
  - (e) are utilised for the provision of infrastructure which is sensitive to the surrounding land uses.
- (6) Centres of activity are surrounded by suburban and urban neighbourhoods.

#### **3.3.6.2 Land use strategies**

- (1) Higher level centres, including Major and Specialist Retail Centres are located only where shown on a Strategic Framework Map.

- (2) District and Local Centres are established to serve the local population catchment, provide a range of weekly and convenience retail, commerce, medical, entertainment and community activities that support the local population catchment and located where they provide a focus for local community interaction such as near schools, parkland or community facilities, are convenient and safely accessibly by walking and cycling and are generally located on a public transport route.
- (3) At least 90% of the housing is within 400m of their central focus.
- (4) Walk to public transport stations and sub-regional facilities is 800 – 1,000m.
- (5) Where the subject of a Structure Plan, Master Plan or Local Plan, that plan is implemented.

### 3.3.7 Element – central business district (CBD)

- (1) The Toowoomba CBD is the principal regional activity centre and heart of non-residential activities, including shopping, offices, government, higher education and entertainment for the Toowoomba Region.
- (2) A variety of short term and long term accommodation facilities (e.g. hotels, motels) are available for interstate and international tourism.

#### 3.3.7.1 Specific outcomes

- (1) The CBD is the centre and heart of the Toowoomba Region, is the biggest centre and has the widest range and greatest intensity of activity in the council area.
- (2) The CBD consists of a:
  - (a) well defined urban core comprising a mix of uses including areas of retail, commercial and civic focus;
  - (b) strong open space and recreation network;
  - (c) strong and clearly defined road hierarchy; and
  - (d) frame of supporting land uses.
- (3) The CBD is laid out in a grid and is at the centre of transport networks for public transport, cycling and pedestrians.
- (4) The CBD is urban, buildings dominate the streets, although the streets are important elements of its character.
- (5) The large scale and intensity of the CBD provides vibrancy unlike any other part of the council area.
- (6) The CBD is:
  - (a) important to the economy of the Region, both as a centre of production and consumption;
  - (b) the key focal point for the Toowoomba Region community;
  - (c) a place to work, do business, for entertainment or just to enjoy;
  - (d) a meeting place, with squares and urban parks; and
  - (e) a focus for alternative housing including high density living.
- (7) Amenity in these localities is a product of the proximity to the provision of a diversity of urban goods and services; the amenity of a quiet leafy suburban or suburban neighbourhood is not the outcome sought in the central business district.
- (8) Streets:
  - (a) are grid-based and connected up in a way that makes it easy to way-find;
  - (b) are characterised by large street trees, which:
    - (i) provide shade;
    - (ii) enhance the amenity and character of the streetscape; and
    - (iii) reflect and enhance the treed network of boulevard streets which defines and reinforces the Garden City status of Toowoomba's character.

- (c) have hard footpaths for walking trips;
  - (d) have road corridor space is shared by cyclists and cars; and
  - (e) are utilised for the provision of infrastructure which is sensitive to the surrounding land uses.
- (9) Laneways are preserved and enhanced within the CBD to provide efficient and safe pedestrian linkages throughout the area.
- (10) The CBD is surrounded by suburban and urban neighbourhoods.

### **3.3.8 Element – sustainable urban development**

- (1) Sympathetic design for climate creates more sustainable design and lifestyles that needs less energy use and provides for more affordable living.
- (2) The Toowoomba Region's climate varies from the coastal subtropical climate by being warmer in summer and cooler in winter with less rainfall except for the immediate area adjacent to the escarpment. This climate has become one of the defining characteristic of design in the Region.
- (3) Good design responds to the climate of the Region and the adopted lifestyles of its residents and visitors, while acknowledging the history and traditions of the place.

#### **3.3.8.1 Specific outcomes**

- (1) The amenity and sense of place of character areas, rural towns, new development and redevelopment in established urban areas respects, reinforces and strengthens the distinctive character of the locality.
- (2) The built form, native and planted vegetation, the setting, view corridors and key points of character and cultural difference that contribute to the uniqueness of individual communities and create their individual sense of place are retained and promoted.
- (3) Design that responds to the local subtropical climate ensures that orientation, siting and passive climate control options are achieved including good shelter and shade, indoor/outdoor living relationships, lightweight or post and beam construction, prominent roof forms and overhangs, hoods on windows and design for sun and breezes.
- (4) Efficient water reticulation systems and effective water-efficient landscapes are designed to reduce consumption of potable water.
- (5) Sustainable transport options such as walking, cycling and public transport are supported through promotion of a compact settlement pattern and provision for sustainable transport modes in new developments.

### **3.3.9 Element – rural landscape**

- (1) The rural landscapes of the Toowoomba Region are a valued visual and economic asset which are managed through best practice in agricultural and conservation techniques.

#### **3.3.9.1 Specific outcomes**

- (1) The integrity, viability and productivity of agricultural land and the rural landscape are protected and maintained for agricultural purposes.
- (2) agricultural land:
  - (a) that is outside of areas designated for urban development is conserved for current and future agricultural purposes (refer Strategic Framework Map SF4 – Natural Resources and Landscape); and
  - (b) is not degraded, alienated or fragmented, providing for its long-term and sustainable agricultural use.
- (3) Potential for conflict between farming activities and residential development is avoided.
- (4) Rural residential development is restricted to the identified Rural Residential area shown on Strategic Framework Map SF1 – Settlement Pattern or to lands inside the urban extent that are unsuitable for urban use.

- (5) Inter-urban breaks are maintained as viable rural areas to the south and west of Highfields to promote and enhance community identity.
- (6) Agricultural practices do not compromise the long term viability of agricultural land.
- (7) Innovative farming practices, value-adding activities and agri- and eco-tourism activities that broaden the economic structure of the agriculture sector are supported where they are sustainable, are associated with local primary production or local scenic and environmental values and do not restrict or undermine productive capacity, environmental integrity or landscape character.

### 3.3.10 Element – natural places

- (1) Natural places (areas of ecological significance, waterways, wetlands and ecological corridors) are the lungs, water source and ecological library that support the environmental, social and economic foundation to the sustainability of the Toowoomba Regional Council area. Without natural places the Toowoomba Regional Council area is diminished.

#### 3.3.10.1 Specific outcomes

- (1) Natural areas identified on Strategic Frameworks Map – Natural Environment are preserved and enhanced.
- (2) Natural places serve as essential functions as:
  - (a) green space;
  - (b) flora and fauna habitat;
  - (c) places of environmental diversity;
  - (d) the primary source of fresh water;
  - (e) a frame to urban and rural areas providing landscape character; and
  - (f) visual amenity to the whole Toowoomba Regional Council area.
- (3) These areas are generally not suitable for development and are preserved except for very low impact eco-tourism, passive recreation and maintenance of walking, fire and security trails.
- (4) On privately owned natural places, rural activities and associated development, including grazing, timber harvesting and cropping, do not intrude on the ecological, character or visual amenity values of the place.

### 3.3.11 Element – development constraints

- (1) Areas with development constraints and areas exposed to natural hazards are identified and managed to ensure that the risks to life, land use and natural systems are avoided or mitigated.<sup>22</sup>

#### 3.3.11.1 Specific outcomes<sup>23</sup>

- (1) Development in areas at risk of natural hazards (including the projected effects of climate change) is avoided or managed to minimise impacts from riverine and urban stormwater flooding, bushfires and landslides in the following ways:
  - (a) avoid areas with high exposure or vulnerability, and/or limited tolerability to the risk from natural hazards, such that urban development is not located in these areas;
  - (b) avoid locating vulnerable uses in areas of natural hazard risk;
  - (c) incorporate effective measures to mitigate or reduce hazard impacts in other areas such that new development:
    - (i) provides resilient urban design and built form;

<sup>22</sup> Amended on 21 August 2020

<sup>23</sup> Amended on 21 August 2020

- (ii) does not place undue burden on disaster management responsibilities of government; and
- (iii) avoids adverse changes to floodplain behaviour;
- (d) retreat from existing urban areas that are subject to intolerable risk of natural hazard through long term relocation and adaptation via floodplain management, development assessment and economic development initiatives; and
- (e) reduce or mitigate the risk from natural hazards exacerbated through climate change by avoiding areas with high exposure and establishing adaptation strategies to minimise vulnerability to projected riverine and urban stormwater flooding, bushfires and landslides.

### 3.3.11.2 Land use strategies<sup>24</sup>

- (1) Implement land use strategies that support natural hazard management initiatives such as floodplain management programs or works.
- (2) Maintain a floodplain protection approach to greenfield urban development by locating new lots away from risk areas and minimising the use of mitigation works to alter floodplain behaviour.
- (3) Locate new vulnerable uses outside the floodplain and avoid expansion of existing vulnerable uses within the floodplain.
- (4) Locate greenfield (and higher density infill, if relevant) urban development in the towns of Cooyar, Yarraman, Oakey, Maclagan, Quinalow and Jondaryan outside the floodplain.
- (5) Review and revise land use planning strategies for settlements as improvements to natural hazard information become available.

### 3.3.12 Element – incompatible land uses

- (1) The impacts of uses are contained within the site, designated area, estate or zoned area.
- (2) Land to accommodate population growth and future infrastructure networks is identified and potential impacts, including reverse amenity impacts, associated with noise, odour or visual amenity are mitigated or avoided.

#### 3.3.12.1 Specific outcomes

- (1) Appropriate separation is achieved between incompatible land uses by:
  - (a) ensuring that land accessible to the priority freight corridors is protected for industry, logistics and other low-density uses that require space or necessitate high volumes of commercial or freight trips;
  - (b) protecting rural activities from incompatible uses including residential or rural residential development;
  - (c) ensuring sensitive land uses or uses that are incompatible with a range of other land uses (noxious and hazardous land uses) are located with appropriately designated areas with industry incorporating separation buffers into ultimate design layouts, taking into account surrounding natural and built environments;
  - (d) preventing the encroachment of sensitive land uses into buffer areas around existing and future uses with potential off-site impacts;
  - (e) preventing incompatible land uses establishing in proximity to transport noise corridors to avoid impacts on the function and efficiency of transport corridors; and
  - (f) preventing the encroachment of sensitive land uses into separation areas around identified non-renewable resources and sites with potential beneficial uses.
- (2) The location of industry, intensive agriculture and sensitive land uses, particularly residential activities, is managed to protect the health, wellbeing, amenity and safety of

<sup>24</sup> Amended on 21 August 2020

communities and individuals from the impacts of air, noise and odour emissions and from the impacts of hazardous materials and to support and protect industry and intensive agriculture in appropriate locations.

- (3) The establishment of sensitive land uses in proximity to existing land uses with potential off-site amenity impacts, including industry, landfill sites and wastewater treatment facilities, is prevented.

### 3.3.12.2 Land use strategies

- (1) Protect the existing and future operational and service requirements of the Toowoomba Airport and the Army Aviation Centre (Oakey) by ensuring that development of land around the airport is compatible with the needs of the airport.
- (2) Ensure that sensitive and incompatible land uses:
  - (a) avoid adversely affecting the safety and efficiency of the operational airspace of the Toowoomba Airport and Army Aviation Centre (Oakey) and the functioning of aviation facilities;
  - (b) are compatible with forecast levels of aircraft noise within the 20 ANEF contour; and
  - (c) avoid increasing risks to public safety near the ends of airport runways.
- (3) Maintaining the following separation distances between areas zoned for industrial development and areas zoned for sensitive land uses:
  - (a) medium impact industry – 250m;
  - (b) high impact industry – 500m; and
  - (c) noxious and hazardous industry – 1,500m.
- (4) Do not include land within proximity to land uses with potential off-site amenity impacts within a zone that would support the establishment of sensitive land uses.

## 3.4 Natural Environment

### 3.4.1 Strategic outcomes

- (1) The Toowoomba Regional Council area possesses a rich and diverse natural environment with values for air quality, water resources and land based features interconnecting as viable and sustainable ecosystems. These functions are valued for their ability to provide ecosystem services of clean air, clean water, habitat and food and fibre production for the Region, Queensland and internationally.
- (2) The condition, extent, diversity and connectivity of the Region's natural assets are respected, protected, managed and enhanced. The ecological integrity and processes necessary for biodiversity to be resilient to climate change and other threats is maintained.
- (3) Ecosystem function and resulting ecosystem services are maintained and valued.
- (4) The relationship between ecosystem health and human individual and community health and well-being and the continuity of our society is recognised and respected.
- (5) Although the Region has been extensively cleared for agriculture, it still contains significant areas of remnant native vegetation, including:
  - (a) 21 regional ecosystems considered to be of high endangerment;
  - (b) 40 regional ecosystems considered to be of medium endangerment; and
  - (c) 66 regional ecosystems considered to be of low endangerment.

These areas provide habitat to a variety of endangered, vulnerable and rare flora and fauna and are conserved. Where appropriate environmental corridors are provided to enable biophysical connectivity for flora and fauna (refer to Strategic Framework Map SF2 – Natural Environment).
- (6) The regional landscape comprises significant elements which contribute to the character and sense of place of the Region, including:
  - (a) the Great Dividing Range, especially the Toowoomba escarpment;
  - (b) major tributaries of the Murray Darling Basin, including the Condamine River; and
  - (c) significant urban water storages.

### 3.4.2 Element – protect ecosystems with biodiversity values

- (1) Key environmental resources of regional and local significance, particularly those associated with water and biodiversity, including ecological corridors, are identified and conserved.

#### 3.4.2.1 Specific outcomes

- (1) The existing areas of ecological significance across the Toowoomba Regional Council area (approximately 31% of the Region), including endangered, of concern and least concern regional ecosystems and areas of endangered, vulnerable and rare species are retained and where possible enhanced and connected by environmental corridors.
- (2) The regions protected area estate is increased over time to better represent species conservation status that is important to the Region.
- (3) Conservation outcomes are improved and enhanced through the utilisation of voluntary nature conservation area agreements and Local Government areas of nature refuges.
- (4) A public information strategy is established to encourage community involvement in appreciating and understanding areas and species that are endangered, vulnerable and rare.
- (5) Corporate organisations are actively encouraged to participate in the conservation of endangered, vulnerable and rare species through involvement and investment in the protected area estate.

- (6) The physical condition, ecological health and environmental values of areas of ecological significance are protected, managed and where possible enhanced.
- (7) Ecosystem resilience to climate change is promoted through improved ecological connectivity across landscapes.

#### 3.4.2.2 Land use strategies

- (1) The threatened ecological communities that are listed under the Environment Protection and Biodiversity Conservation (EPBC) Act are conserved, including:
  - (a) Darling Downs grassland of national significance such as natural grasslands on basalt and fine-textured alluvial plains of northern NSW and southern Queensland;
  - (b) semi-evergreen vine thickets of the Brigalow Belt bioregion of national significance;
  - (c) White Box-Yellow Box-Blakely's Red Gum Grassy Woodland; and
  - (d) areas of Brigalow.
- (2) Other threatened ecological communities which are conserved include:
  - (a) tall open forest of state significance on eastern escarpment;
  - (b) reptiles of national significance such as the Grassland Earless Dragon (*Tympanocryptis* sp.);
  - (c) nationally important wetlands including:
    - (i) Lake Broadwater,
    - (ii) the Gums lagoon,
    - (iii) the Condamine River floodplain; and
    - (iv) a number of salt lakes and claypans of the Balonne-Condamine river basin;
  - (d) naturally occurring springs.
- (3) Identify areas of ecological significance (including biodiversity corridors) and adjacent areas that protect areas of ecological significance identified in the overlay; and identify waterways and wetlands and adjacent areas that protect waterways and wetlands identified in the overlay.
- (4) Avoid re-zoning rural zones to urban zones in areas of ecological significance.
- (5) Where development in ecologically significant areas must occur (for example, essential community infrastructure) impacts are to be minimised and residual impacts offset.
- (6) Biodiversity offsets designed to compensate for development impacts on areas of ecological significance are delivered consistent with the Queensland Government Environmental Offsets Policy and other applicable biodiversity/environmental offset policies.

#### 3.4.3 Element – waterways, wetlands and aquifers

- (1) The waterways, wetlands and aquifers that originate in and traverse the Toowoomba Regional Council area have local regional and national significance. The environmental values and functions of waterways, wetlands and aquifers are ecologically robust and sustainable. They contribute to the environmental, economic and social identity and cohesion of Toowoomba. To compromise these resources is to compromise the very essence of the Toowoomba Regional Council area.

##### 3.4.3.1 Specific outcomes

- (1) Hydrological processes occur in surface water, underground water (the Great Artesian Basin) and alluvial basalts. These water resources are utilised in a sustainable manner in many different land types e.g. irrigated cotton, dry land wheat and irrigated small crops, while maintaining natural flows and recharge rates.
- (2) A priority is placed on the conservation of intact riparian areas due to their ability to support a broad range and intensity of natural values for waterways and habitat for local

species (for example Crows Nest Creek in Crows Nest National Park, Palm Tree Creek and Buckamara Creek and Klein Creek, Highfields).

- (3) Land management practices, both rural and urban, recognise the local environmental values that are achieved through reduced runoff of sediment and nutrients into natural hydrological systems.
- (4) Activities in non-sewered localities manage on-site waste disposal in a responsible and sustainable manner.

#### **3.4.4 Element – air quality**

- (1) Air and acoustic quality are important factors in maintaining quality of life, amenity, health, liveability and well-being of the community and the natural environment. Air and acoustic impacts are not bound by cadastral or administrative boundaries. Many urban and rural activities generate noise and odours that are a function of everyday activities; where these activities do not create a hazard, these impacts are considered to contribute to the ambient or background noise and odours normally associated with these places.

##### **3.4.4.1 Specific outcomes**

- (1) Legislative guidelines provide for clean air in the Region.
- (2) Land uses are planned and integrated in a manner to reduce the generation of concentrated pollutants.
- (3) The Region interacts with neighbouring and regional air sheds by not being a source of or contributor to poorer air quality.
- (4) The community values and contributes to fresh and clean air and reduced emissions by actively undertaking activities such as active green transport.
- (5) Existing legitimate urban, rural and transport functions are not compromised by encroachment by incompatible sensitive land uses.

#### **3.4.5 Element – climate change**

- (1) Climate change projections for eastern Australia suggest that future climate will be characterised by:
  - (a) lower annual average rainfall;
  - (b) more intense extreme rainfall events;
  - (c) higher average temperatures;
  - (d) more frequent occurrence of extreme temperatures; and
  - (e) more frequent extreme fire danger days.
- (2) Small changes in temperature and rainfall conditions and be associated with large changes in extreme weather events, such as heat waves, stronger winds, increased lightning and higher intensity rainfall.
- (3) Changes in extreme weather events that are projected for eastern Australia include:
  - (a) an increase in hot days and warm nights and a decrease in the frequency of cold nights;
  - (b) an increase in both daily precipitation intensity (rain per rain-day) and the number of dry days, leading to longer dry spells interrupted by heavier rainfall events; and
  - (c) El Nino becoming drier and La Nina becoming wetter.
- (4) These projections suggest that changes in the flood, bushfire and storm risk can be expected.

##### **3.4.5.1 Specific outcomes<sup>25</sup>**

- (1) Rural activities through careful forecasting and risk management, design climate sensitive infrastructure and plan for greater flexibility and adaptation to climate variation.

<sup>25</sup> Amended on 21 August 2020

- (2) Urban sectors, including development and community, incorporate climate-sensitive design to minimise risk, and to efficiently use resources in buildings and operations and to minimise carbon footprints.
- (3) Community is informed of climate impacts (i.e. hotter and drier climates) in terms of personal safety and health and well being (i.e. heat, floods and shade).
- (4) Risk profiles for Local and State Government infrastructure provide adaptation strategies to maintain community assets and services (for example design, implementation and resource-use monitoring).
- (5) Government and community review and assess situations of natural disasters (such as flooding, severe storms, landslip and bushfire) due to climate risk assessments.
- (6) Sustainable transport options such as walking, cycling and public transport are supported through promotion of a compact settlement pattern provision for sustainable transport modes in new developments.
- (7) Increase community resilience to the projected impacts of climate change.
- (8) Reduce the generation of greenhouse gases.
- (9) The need to travel and the distance travelled by private vehicle (through medium density and mixed use development) is reduced and the use of integrated active transport (e.g. cycle and walking tracks) and public transport is increased.
- (10) Energy and water efficiency are improved through the siting, orientation, density and design of buildings and their surrounds ensuring subdivisions allow for the orientation and shape of buildings that minimise wall surface exposure to the west and east and take advantage of natural ventilation.
- (11) Infrastructure and services, transport, energy and water are efficient.
- (12) Opportunity for development of permanent plantations (i.e. carbon sequestration) is facilitated in suitable areas.
- (13) Greenhouse gas emissions from waste is minimised and support capture and reuse of landfill gas.

#### **3.4.6 Element – environmental offsets**

- (1) The process of development may result in unavoidable impacts on environmental values. Opportunities exist for the establishment of environmental offsets as a mechanism to mitigate or ameliorate these impacts. In order to maximise environmental benefit, it is highly desirable that state agency requirements for environmental offsets in terms of the location for offsets, mechanisms used to achieve offsets and the environmental outcomes sought closely are aligned with the natural environment strategic outcomes.

##### **3.4.6.1 Specific outcomes**

- (1) Environmental offsets ensure that there is a nil net loss of environmental values and offsets are directed to areas of ecological significance.
- (2) Where impacts on areas with significant biodiversity values cannot be avoided, measures are taken to offset those impacts in accordance with the principles of the Queensland Government Environmental Offsets Policy.

## 3.5 Community Identity and Diversity

### 3.5.1 Strategic outcomes

- (1) Toowoomba is a growing regional city with an increasingly cosmopolitan heart that has retained the 'country town feel' that is greatly valued by residents and visitors.
- (2) The self-reliant and self contained qualities of rural towns that are an intrinsic part of the Region's character and identity are retained and enhanced.
- (3) Community facilities and housing options respond to and provide for the diversity of our communities.
- (4) All members of the community, irrespective of age, lifestyle, economic status and physical ability, are provided with the opportunity to make the choice to age in place. This is achieved by providing a diversity of housing forms supported and reinforced by robust and appropriate economic and community based activities including education, health, employment, services and recreational facilities. These services and facilities are dispersed throughout the Region, not concentrated into an ever decreasing number of larger centres at the expense of smaller or more disparate centres.
- (5) Toowoomba Region's proud sporting tradition is an important component of the communities' identity and heritage. Continuation of this tradition important and is achieved through the provision of a hierarchy of sporting parks, facilities and community support networks.
- (6) Residents enjoy a range of community services and facilities appropriate to their needs and feel a strong sense of community identity, safety and security in the Toowoomba Regional Council area as a whole and the specific neighbourhood in which they reside.
- (7) The supply and construction of private schools in the Toowoomba Region reflects the socioeconomic profile of the population, its religious and ethnic mix, access to existing private schools within the Region and patterns of preference among families.
- (8) A community that is planned, designed and managed so that it is sustainable, safe and able to respond to the changing environment and community landscape.
- (9) A continuous supply and cater for a balanced range of community facilities, including cultural and physical activity opportunities, natural environments and attractive landscapes, to meet community needs is ensured through:
  - (a) parks and facilities - a wide range and equitable distribution of high quality, usable parks and recreation facilities;
  - (b) recreation diversity - parks and recreation facilities of different types and scales, containing different landforms, fauna communities, vegetation types and features, and maximising opportunities to protect cultural, recreational, ecological and aesthetic values; and
  - (c) facilities and infrastructure - high quality physical activity facilities that are appropriate for potential users.

### 3.5.2 Element – rural community identity

- (1) Rural communities are characterised by a broad spectrum of activities that are often interspaced by considerable distances. These activities extend from conventional agricultural practices to localised service industries to highly sophisticated agro-industrial complexes. Rural towns on the other hand often have a very broad spectrum of uses and services that often exceed that anticipated for the population being served. Both of these situations are reflected in a very high level of independence and a heightened sense of place and belonging.

#### 3.5.2.1 Specific outcomes

- (1) The Region's diverse rural communities have a strong sense of place linked to individual local character and identity.

- (2) Places of local cultural heritage significance are conserved and enhanced.
- (3) Industrial and enterprise activities that are associated with and subsidiary to principal rural land uses are supported where these activities broaden the economic base of the locality and the Toowoomba Regional Council area provided that the rural production of the locality and the amenity of adjoining property owners are not compromised.
- (4) Non-residential and enterprise activities that locate within or adjacent to rural towns are supported where these activities broaden the economic base of the town, provided that the amenity of adjoining property owners is not compromised.

### **3.5.3 Element – Toowoomba City identity**

- (1) The Toowoomba CBD is the centre and heart of activities, including shopping, offices, government, higher education and entertainment. It is the focus of community identity for the whole Region.

#### **3.5.3.1 Specific outcomes**

- (1) Toowoomba is a compact city which is characterised by its rural context and heritage; it has a vibrant cosmopolitan heart as well as diverse neighbourhoods with their own distinct character and identity.
- (2) Places of cultural heritage and neighbourhood character significance are conserved and enhanced.
- (3) New buildings are of their time but consider the surrounding cultural heritage and neighbourhood character values of the streetscape and locality.

### **3.5.4 Element – urban design**

- (1) Toowoomba has an urban history of over 150 years. The City itself and all of the rural towns have fundamental features that are intrinsic to their character and design. The urban design characteristics contribute to their identity, sense of community, sense of place and liveability.
- (2) Land uses are arranged across a spectrum from natural to rural to urban. This ordering system ensures that an appropriate mix of uses and intensities of development are located within urban centres and rural towns. There is a priority on promoting a mix of housing, employment and community activities in walkable, transit-focused centres.

#### **3.5.4.1 Specific outcomes**

- (1) Activity centres address and interact with the street in a main street format, avoiding large sections of inactive buildings on street frontages or building frontages separated from the street by large areas of open car parking.
- (2) Centre developments seek to integrate pedestrian use and car parking with adjoining developments, public spaces and recreational uses.
- (3) Built form outcomes respond to the natural features of their site and have been designed to embrace these elements. Buildings have been designed to respond to the landform, not landform to the buildings.
- (4) Front building elements, such as verandahs and front porches, have been encouraged. Promotion of these elements has been achieved through relaxed building setbacks that promote socialisation, passive surveillance, subtropical living and improved street amenity.
- (5) Carports and garages are best located towards the rear of the main building or well integrated into the surrounding streetscape/architecture. Reduced side setbacks enable informal side driveway access to the rear of the building.
- (6) Narrow lots are best accessed via a rear lane or otherwise have single or tandem car spaces only.

### 3.5.5 Element – community facilities and services

- (1) Toowoomba is a place where each resident is connected to the community and also where local residents rely on the community for cultural activities, entertainment, recreation, education, and their unique lifestyle.
- (2) A variety of short term and long term accommodation facilities (e.g. hotels, motels) are available for interstate and international tourism.

#### 3.5.5.1 Specific outcomes

- (1) Social and cultural infrastructure and services are planned, coordinated and delivered in a timely manner to support the regional settlement pattern and desired community outcomes.
- (2) Social infrastructure is multipurpose, flexible and adaptable, enabling it to respond to changing and emerging needs of the community.
- (3) Social infrastructure is well located and accessible in relation to residential development, public and passenger transport services, employment and educational opportunities.
- (4) Community facilities and services are co-located and integrated to improve service delivery and form accessible hubs and focal points for community activity.
- (5) Community facilities and services that include vulnerable uses avoid locating or expanding in identified flood risk areas or higher risk overland flow path areas.<sup>26</sup>
- (6) The Toowoomba Region provides for the following community services and facilities:
  - (a) regional community care facilities and health services including specialist teams and outpatient clinics;
  - (b) an integrated services approach model which includes partnerships with other health providers including general practitioners, other government agencies and non-government organisations;
  - (c) provision of outreach community health services at the local level, using multi-purpose community centres or similar local outlets;
  - (d) a variety of general practitioners and specialist medical centres which are located in the neighbourhood centres and close to other community services in order to strengthen neighbourhood hubs and town centres;
  - (e) major sub-regional community/cultural facilities;
  - (f) district level multi-purpose community facilities;
  - (g) district community centres which may include a library, district youth centre and some performance/theatre space;
  - (h) local community centres, which are designed to provide space for local activities and services; and
  - (i) library services which form part of a broader regional level civic cultural facilities.
- (7) Child care is provided in central and conveniently accessible locations, adjacent to complementary land uses such as schools and community centres.
- (8) A hierarchy of community facilities is provided and includes the following key elements:
  - (a) Neighbourhood level services and facilities, located to service a population of approximately 5,000 – 12,000 people generally within a five to ten minute walk of the centre.
  - (b) District level services are located to service a population of approximately 20,000 – 50,000 people.
  - (c) City Wide (sub-regional) level services are located to service a population of approximately 80,000 -120,000 people.

<sup>26</sup> Amended on 21 August 2020

### 3.5.6 Element – sport and recreation

- (1) Areas of public open space provide a mixture of passive and active recreation opportunities for a full spectrum of the community.

#### 3.5.6.1 Specific outcomes

- (1) Sporting facilities and programs as well as outdoor recreation opportunities are planned and developed in an integrated manner to ensure that the community's needs are addressed.
- (2) Open space, sport and recreation and community facilities are provided, designed and delivered to best practice standards and maintained in public ownership for community use.
- (3) High quality, highly accessible sport, recreation and leisure opportunities and facilities are provided at regional, district and local neighbourhood levels that enable and promote community participation in active and passive recreation activities.

### 3.5.7 Element – urban parks and public spaces

- (1) An integrated open space network is provided to meet the recreational and leisure needs of the community. Activity centres incorporate attractive, high-amenity public areas at locations that encourage and support social interaction, casual meeting and active lifestyles.

#### 3.5.7.1 Specific outcomes

- (1) Public spaces and urban parks are integrated high-quality environments that create memorable places and promote interaction between people.
- (2) Pedestrian connectivity between key features/areas through the use of public spaces and other pedestrian linkages is established.
- (3) Community facilities and public spaces are safe, accessible, conveniently located and include linkages to the adjacent pedestrian and cycleway networks.
- (4) Open spaces for outdoor recreation, built spaces and facilities for recreation and sport, and community facilities and spaces to enable community activity and healthier lifestyles are provided.
- (5) An integrated open space network is provided.
- (6) The provision of open space includes the following typologies:
  - (a) Local recreation parks:
    - (i) provide a limited range of recreational opportunities for local residents;
    - (ii) contain infrastructure for recreation uses;
    - (iii) generally cater for short duration visits.
  - (b) District recreation parks:
    - (i) are larger parks (generally 5ha – 10ha) providing a range of facilities and activity spaces for recreation;
    - (ii) have facilities to cater for larger groups and are appealing to a range of users; and
    - (iii) service a number of suburbs or a whole town depending on population density.
  - (c) Regional recreation parks:
    - (i) are major recreation parks that offer a wide range of recreation opportunities to a very broad cross-section of the Region's population and visitors;
    - (ii) are generally large in size and established for recreation and sport;

- (iii) are well known amongst residents and visitors; and
- (iv) are major destinations on the Darling Downs.
- (d) Recreation corridor or recreation linkage:
  - (i) these liner parks and recreation corridors are embellished to provide pedestrian linkages that connect recreation facilities, other types of open space, residences, community infrastructure and commercial areas or to form a circuit, or to create linkages and access via land beside riversides, creeks and waterways; and
  - (ii) the land contains infrastructure to facilitate recreation use, including:
    - (A) formed paths; and
    - (B) attractive recreation settings.
- (e) Public sports parks:
  - (i) primarily cater for a variety of formal sporting activities through the provision of a range of training and competition infrastructure, including:
    - (A) facilities specifically for undertaking competitive organised activities;
    - (B) ancillary facilities for clubs or organisations to support sporting activities, including canteens, clubhouses and storage; and
  - (ii) provide free unrestricted access to the public at times when formal sport is not being undertaken.

### 3.5.8 Element – housing diversity and affordability

- (1) Toowoomba has traditionally been composed of a continuum of compact urban and rural communities. In earlier periods these communities had a broad spectrum of housing options and forms. Despite this, the production of new suburban housing since the post WWII era and especially post 1970, has been dominated by the fully detached house on a relatively large suburban block. The net result has been that modern suburbs and extensions of rural towns have been car dominated and dominated by detached housing with very little alternative housing provided by the market. It is the intent of this scheme to provide opportunities to increase housing choice and therefore provide a variety of housing forms to improve affordable living options, to provide housing for people of all income levels and to allow people the opportunity to age in place.

#### 3.5.8.1 Specific outcomes

- (1) The community has equitable access to affordable, suitable and good quality housing through:
  - (a) allowing for higher densities within the Toowoomba City Centre in close proximity to education, medical services, and places of employment and transport nodes;
  - (b) improving the diversity of housing choice in new communities and in existing communities in proximity to existing infrastructure, centres, transport nodes and open space;
  - (c) promoting innovative housing forms, such as co-housing, sustainable and flexible housing in appropriate locations, that are able to adapt to a variety of housing needs;
  - (d) encouraging innovative and creative design that promotes and assists the delivery of a more compact urban form;
  - (e) providing for a greater diversity of housing types in centres and around transport nodes to meet the changing lifestyle needs and age profile of the community; and
  - (f) providing for increased housing diversity whilst maintaining the existing character and identity of individual communities.
- (2) There is a more balanced approach to housing provision with a greater emphasis on infill, mixed density and smaller dwellings while supporting development in greenfield areas.

- (3) Encourage innovative and creative design that promote and assist the delivery of a more compact urban form.
- (4) Enhance the liveability and sustainability of the Region by:
  - (a) encouraging home based businesses;
  - (b) promoting a greater diversity of non-residential activities within conventional suburban environments;
  - (c) ensuring that new residential developments are ready to support the establishment of public transport services at the earliest opportunity by ensuring that appropriate support infrastructure is incorporated from the earliest stage; and
  - (d) protecting natural landscapes from development.

### **3.5.9 Element – cultural diversity and heritage**

- (1) Communities of the Toowoomba Regional Council area value and share the diverse cultural heritage and intergenerational knowledge and skills that are a feature of the Region.

#### **3.5.9.1 Specific outcomes**

- (1) Protect and maintain traditional Aboriginal cultural landscapes and culturally significant places in land use, planning and management arrangements in partnership with the traditional owners of those landscapes and places and maintain or improve traditional owners' access to cultural resources.
- (2) Places of European, Indigenous, Archaeological or Paleontological cultural heritage significance are conserved by having regard to:
  - (a) the character, appearance, location and setting of items of cultural significance;
  - (b) whether any proposed landscaped treatment would be in keeping with the character and appearance of both the item of cultural significance and the surrounding area; and
  - (c) the impacts of irreversible damage to a place of cultural significance or its setting.
- (3) The adaptive reuse of places of cultural heritage significance is supported where the use does not irreversibly remove or destroy items of cultural heritage significance or where the amenity of adjoining property owners is not compromised.

## 3.6 Natural Resources and Landscape

### 3.6.1 Strategic outcomes

- (1) Scenic landscapes are valued and protected and natural resources are well managed.
- (2) The protection and conservation of water resources is critical to the sustainability of all activities in the Region.
- (3) Diversified rural production is:
  - (a) sustainably managed;
  - (b) adaptive to changing markets and the highest and best use of land; and
  - (c) efficient and adaptive to changing climatic conditions.
- (4) The economic benefits of extracting non-renewable resources are balanced against:
  - (a) socio-economic and environmental impacts; and
  - (b) the long term sustainable use of the land for non-extractive renewable activities.
- (5) Land and energy resources are sustainably managed to allow communities to meet present and future needs while not compromising the ability of future generations to meet their needs.
- (6) Development in and adjacent to natural resource areas is managed to prevent and otherwise minimise impacts on the continued and future use of the resource.
- (7) Use of the land and its natural resources is undertaken in a way that does not cause an adverse impact on the environment.
- (8) Natural ecosystems and water resources are critical to the sustainability of all activities in the Region and are to be protected and conserved.

### 3.6.2 Element – scenic amenity

- (1) The scenic landscapes and landscapes of rural and heritage value help define the character and identity of Toowoomba. Changes to the essential characteristics of landscape are undertaken in a measured and informed manner.

#### 3.6.2.1 Specific outcomes

- (1) Areas identified as high scenic amenity are protected by integrating built elements or significant disruptions into the landscape through design that minimises visual impacts.
- (2) Inter-urban breaks are maintained as non-urban areas supporting activities that reinforce their natural and rural character with no further fragmentation of allotments in the area.
- (3) Large intrusions onto this landscape, such as extraction, mining, wind turbines and large solar collectors are designed, located and operated to mitigate negative amenity impacts. (It is acknowledged that State legislation has the primary role in administering the development of resource projects (mining) and that this is not a Council responsibility).
- (4) Waterways are an integral part of the landscape, providing environmental water and use for production of rural products.
- (5) Natural resources of soil, water (ground and surface) air, mineral and plants are identified and well managed.
- (6) Land and water planning and management are well-advanced and take into account condition of assets (i.e. salinity, managing soil erosion and ground water table levels).
- (7) Innovative farming practices that are sustainable and broaden the economic structure of the agriculture sector are supported.

### 3.6.3 Element – water resources

- (1) The protection and conservation of water resources is critical to the sustainability of all activities in the Region.

### 3.6.3.1 Specific outcomes

- (1) Surface and ground water resources are utilised in a sustainable manner to meet community and rural production needs without compromising the ecological health and function of water networks.
- (2) The quality of water in existing and future drinking water catchments is protected from inappropriate land use activities.
- (3) Access to adequate water resources is necessary to sustain the variety of production systems in the Region particularly the irrigated agricultural industry.
- (4) Water allocation is balanced with environmental water to sustain the health of the Region's important waterways and wetlands.
- (5) Water use and reuse is undertaken in a safe and efficient manner to ensure protection and sustainability of the Region's water resources.

### 3.6.4 Element – sustainable production

- (1) Diversified rural production and natural resource uses are undertaken in an efficient and sustainable manner that is adaptive to technological advances and increased climate variability.
- (2) Ensure agricultural land is protected from development that leads to its alienation or diminished productivity.
- (3) Ensure climate change impacts and opportunities are considered in land use planning and land management.

#### 3.6.4.1 Specific outcomes

- (1) The integrity, viability and productivity of agricultural land and the rural landscape is protected and maintained for agricultural purposes.
- (2) Agricultural land (refer to Strategic Framework Map SF2 – Natural Resources and Landscape):
  - (a) that is outside of areas designated for urban development is conserved for current and future agricultural purposes;
  - (b) is not degraded, alienated, fragmented, compromised or inhibited through the encroachment of inappropriate uses or practices that will result in the loss or permanent reduction of its long term productivity;
  - (c) potential for conflict between farming activities and residential development is avoided; and
  - (d) is protected to provide for its long-term and sustainable agricultural use consistent with the state planning policy.
- (3) The facilitation of viable farm units through the amalgamation of titles of small lot holdings within rural areas is encouraged.
- (4) Rural residential development is located in areas that do not compromise future urban growth and is serviced by infrastructure that is efficient and cost effective.
- (5) Rural residential development is restricted to the identified Rural Residential area shown on Strategic Framework Map SF1 – Settlement Pattern, or where located in the Urban Footprint, to lands that are unsuitable for urban use.
- (6) Inter-urban breaks are maintained as viable rural areas to the south and west of Highfields and around new Greenfield development areas to promote and enhance community identity.
- (7) Land use planning in the rural sector considers the long term impacts of climate change (e.g. water availability).
- (8) Opportunities for development of permanent plantations (i.e. carbon sequestration) are facilitated in suitable areas.

### 3.6.5 Element – natural economic resources

- (1) Extractive resources and associated haulage routes are protected and extraction only occurs where socio-economic benefits exist and where negative impacts on communities, agricultural land and other natural environmental values can be mitigated to acceptable levels.
- (2) This Region contains a portion of the Surat Basin which is currently undergoing an expansion in the mining, gas drilling and exploration activities. The regions resources include non-renewable resources and consist of minerals, coal, water, timber, gas and extractive resources (rock, sand and soil). Extractive and mineral resource sectors contribute to the local and global economies and communities. The location and impacts of mining will vary as resource information becomes available. However extractive industries can be planned and integrated into regional land use patterns.
- (3) Impacts and benefits of resource projects are well identified and analysed across existing regional community, economy and environmental sources. Cumulative and regional impacts of multiple, sequential resource projects are monitored and reported. Secondary impacts resulting from an expansion in the resource sector need to be mitigated and managed. These could include impacts on new residential developments on water quality and the impacts of a transient population largely unaware of resource management issues in the area, e.g. weed seed spread from increased traffic. Emissions and impacts from resource projects are identified and sustainably managed, comply with legislation and are publicly reported.

#### 3.6.5.1 Specific outcomes

- (1) Extractive resources and associated haulage routes of State or regional significance are protected from developments, including fragmentation, that could potentially prevent or severely constrain current or future extraction.

### 3.6.6 Element – stock routes

- (1) Ensure the function, connectivity and pasture productivity of the Stock Route Network is maintained for sustainable use by travelling stock on hoof.

#### 3.6.6.1 Specific outcomes

- (1) The Stock Route Network is protected from developments (on or near the stock routes) that have potential for conflict between use of the network and use of adjoining areas. The stock route network's use or capacity for the primary purpose of travelling stock on hoof is maintained.
- (2) Potential for conflict between use of the network and use of adjoining areas is avoided.

## 3.7 Access and Mobility

### 3.7.1 Strategic outcomes

- (1) Toowoomba Region is serviced by a road, rail and air network that provides practical transportation options which ensures the continuity and establishment of robust and complete communities by providing connection and mobility for all.
- (2) A sustainable integrated transport system provides effective rural and urban road and rail as well as air connections for the safe and efficient movement of people, the provision of services and distribution of freight, within and beyond the Region, without significantly diminishing the amenity of the communities that transport networks transect.
- (3) The Region's road network comprises:
  - (a) quality rural and urban roads that support the needs of the community and the functions of freight, passenger transport and active transport;
  - (b) higher order arterial roads that support significant inter-regional and intra-regional vehicle movements;
  - (c) connected highways that support intra-regional vehicle movements and freight movements;
  - (d) local roads dedicated to local people, which enhances the level of amenity experienced within neighbourhoods; and
  - (e) roads which retain character elements identified within the Region through comprehensive landscaping and inclusion of pedestrian and where appropriate separate cycle networks.
- (4) The Region offers sustainable travel choices and significant investment in viable alternatives to individual car-based travel, through well established public, passenger and active transport infrastructure and services including car share, bus services, cycle and pedestrian networks.
- (5) Investment in the transport system is based on minimising the impacts of transport on the health of the community and the environment, while addressing the accessibility needs of all community members. These opportunities are maximised by promoting compact walkable mixed-use communities that are highly self contained, maximising short trips and minimising long trips for social, commercial, entertainment and recreation activities and especially the daily commute.
- (6) Pedestrian and cycle networks are designed to provide safe, efficient and legible connections between residences, centres and other logical destinations. Integrating the Region's natural environment with the pedestrian and cycle network is a key feature in providing an enjoyable and safe facility.
- (7) Car parking is designed to meet the logical needs of uses and patrons; it should not dominate or detract from the amenity of use or destination or deter the use of active and transport passenger modes.
- (8) Investment in our future transport system is supported through the protection and preservation of transport infrastructure corridors from encroachment by incompatible uses. Protection of future transport corridors will assist in provision of the Toowoomba Bypass, Gowrie-Grandchester rail project, Commonwealth Government's Inland Rail Alignment Study and greater capacity within the Toowoomba Airport.
- (9) Options to enable larger aircraft to land within the Region will be explored with the Army Aviation Airfield at Oakey to be considered as one option.
- (10) Safe, integrated, accessible and well connected local communities, both physically and through community participation and ownership, including provision of active transport infrastructure for connectivity, mobility and accessibility for residents and encouragement of physical activity through more walking and cycling trips whether for recreation or to and from nearby destinations. *Transport Planning and Coordination Act 1994* (TPCA) defines

active transport infrastructure as – Infrastructure for use in connection with active transport, including the following:

- (a) a path or walkway for use by pedestrians;
- (b) a path, lane or other infrastructure for use by cyclists;
- (c) a device or facility designed and constructed for parking bicycles; and
- (d) an end-of-trip facility.

### 3.7.2 Element – integrated transport system

- (1) An effective, efficient, safe, equitable transport system is provided which:
  - (a) is supported by compact urban growth;
  - (b) integrates all modes of transport;
  - (c) conserves community character; and
  - (d) enhances liveability.

#### 3.7.2.1 Specific outcomes

- (1) Existing and planned key sites, corridors and buffer areas for transport infrastructure and services across the Region (including recreation trails) are identified and protected.
- (2) Transit orientated development delivers appropriate housing densities and a mix of uses around major transit stations.
- (3) Centres (including Toowoomba CBD) prioritise walking, cycling and public transport over private transport access, by incorporating a mix of land uses to reduce trip making and generate a critical mass for public transport, integrating parking areas, improving traffic management, and improving cycle and walking environments and streetscapes.
- (4) The treed network of boulevard streets creates the spine and visual frame of greenery which defines and reinforces the Garden City status of Toowoomba.

### 3.7.3 Element – active transport

- (1) A comprehensive walk and cycle network, including end-of-trip facilities, is integrated with road, open space and public transport networks.

#### 3.7.3.1 Specific outcomes

- (1) Car dependency is reduced through the encouragement of a modal shift to walking and cycling either alone, as part of a journey or combined with public transport.
- (2) Walking and cycling are viable travel options and networks provide safe, convenient and accessible links between residential areas and activity centres and other key community destinations, attractions and the provisions of end-of-trip facilities.
- (3) Active transport integrates with other modes of travel by providing new or upgrading networks that increase accessibility, are CPTED compliant and meet relevant disability access standards.
- (4) Active transport is facilitated through the provision of supporting infrastructure (signage, lighting, seating, bike parking and other end-of-trip facilities) to encourage commuter and recreational use of the network by a broad range of people.
- (5) Travel trips are shorter and reduced through trip-chaining by providing a mix of community, commercial and retail uses at local neighbourhood, major neighbourhood and other centres of activity.
- (6) Safe and accessible, well connected on-road cycleway and off-road pathway links within residential areas and to key destinations for pedestrians, cyclists and other users of mobility devices are provided.
- (7) Street trees create a pleasant microclimate of dense shade, increased humidity and floral aromas which enhance the attractiveness of walking and cycling.

### 3.7.3.2 Land use strategies

- (1) Development facilitates the implementation of the principal cycle network in accordance with the Toowoomba Cycle Network.

### 3.7.4 Element – public transport

- (1) A public transport network is created which facilitates an efficient, effective, equitable and responsive public transport system that supports the travel requirements of residents and visitors to the Region and reduces reliance on private car-based travel.

#### 3.7.4.1 Specific outcomes

- (1) A safe, convenient, accessible and reliable public transport system connects residential areas to activity centres and other key community destinations and attractions and provides connections between urban and rural communities.
- (2) Public transport provides commuters with logical connections and supporting infrastructure (signage, timetables, routes, shelter/seating and lighting) in safe and convenient locations between residences, public transport nodes and routes and destinations (centres, community and sporting facilities, etc).
- (3) A safe and efficient public passenger transport system is supported by a compact land use pattern and facilitates a reduction in travel by private vehicle.
- (4) Development facilitates the provision of public transport by ensuring the road and intersection design caters for bus turning movements and the incorporation of bus stop facilities where appropriate.

### 3.7.5 Element – road network

- (1) A safe and functional road network is created that connects to and enhances state and national transport networks while providing a safe and attractive local street network and balancing the needs of all road users.

#### 3.7.5.1 Specific outcomes

- (1) The road network has clear physical distinctions between roads in the hierarchy based on function, legibility, convenience, vehicle speed and public safety, vehicle numbers, vehicle type and amenity.
- (2) Roads are designed and constructed to serve as public and active transport corridors.
- (3) Higher order roads, including State-controlled roads, are preserved as through routes for inter-regional and intra-regional vehicle movements.
- (4) Local street networks are designed and constructed to offer high levels of connectivity between higher order roads while at the same time being of a configuration that promotes slow traffic speeds where pedestrians and cyclists take precedence.
- (5) New sub-regional, regional and national access corridors are located:
  - (a) in accordance with Strategic Framework Map SF5 – Access and Mobility;
  - (b) to ensure that existing community and greenfield development areas, identified on Strategic Framework Map SF1 – Settlement Patterns, structure, sense of place and connectivity is not compromised.
- (6) Car parking demand is managed by recognising that within centres multiple activities are often undertaken as part of a single trip.
- (7) Street trees are conserved and enhanced, and all streets are landscaped to a high standard including mature trees and where appropriate under-planted with grass or groundcovers thus enhancing Toowoomba's status as the Garden City.

#### 3.7.5.2 Land use strategies

- (1) In accordance with the Toowoomba City Centre Master Plan, the completion of the city centre outer circulating road is achieved.

- (2) Shared or multiple use of car parking areas, particularly large car parks, is encouraged when car parking spaces service two or more land uses with varying peak usage times (e.g. restaurants and entertainment uses which generate peak parking demands in periods when retail or office uses are relatively inactive).
- (3) Where activities are clustered with major centres and located in close proximity to public transport nodes to encourage public transport usage and reduce reliance on private motor vehicles the amount of car parking required is reduced to take account of:
  - (a) proximity to major public transport facilities;
  - (b) single trip, multi-purpose activity centres; and
  - (c) visual and environmental impact of large scale car park construction that would detract from the amenity or cultural heritage significance of the site.
- (4) Small scale retail uses (e.g. General Stores and Cafes) which form a minor component of predominantly residential developments and which predominately serve a walkable catchment may attract no onsite parking.
- (5) Location and design of car parking facilities should not jeopardise access and convenience of active and passenger transport choices.

## 3.8 Infrastructure and Services

### 3.8.1 Strategic outcomes

- (1) Infrastructure and services:
  - (a) are planned, delivered and managed in an integrated manner to promote efficient development;
  - (b) support the desired quality of life for current and future generations whilst protecting the surrounding environment;
  - (c) are delivered to ensure the timely provision of infrastructure, guides and services growth within the Region;
  - (d) are resilient to, and are designed to operate during or recover quickly from, natural hazard events;<sup>27</sup> and
  - (e) are prioritised to best utilise public resources and to ensure the community's needs are met.
- (2) The Region's water is managed in a holistic total water cycle basis to secure a sustainable supply to our water-wise community.
- (3) Council is committed to securing our community's water needs in the long term by ensuring:
  - (a) the principal water source of Cooby Dam is preserved and enhanced to ensure that water supply is not compromised;
  - (b) alternative water supply methods, including bores, are maintained to ensure that the demands for water resources are met; and
  - (c) further implementation of water efficient technologies are highly supported within the Region to ensure the efficient use of this resource.
- (4) Public and environmental health is protected through effective wastewater and stormwater management.
- (5) Environmental impacts due to the generation of waste are minimised through improved consumption behaviour, effective recycling infrastructure and practices and the reduction of emissions from landfills.
- (6) Up-to-date information and communications technology is accessible to all sectors of the community.
- (7) Energy infrastructure has sufficient capacity and is located in areas able to support the needs of the Region and considers low emission energy generation.

### 3.8.2 Element – Coordinated infrastructure planning and delivery

- (1) The infrastructure and services provided within the Region satisfy the demand and ensure sufficient capacity for future generations.
- (2) The use of new technologies is promoted to enable sustainable outcomes to be achieved.

#### 3.8.2.1 Specific outcomes

- (1) Sustainable, equitable, efficient and cost-effective infrastructure is supplied by council, delivery agencies or developed in a coordinated and sequenced manner that meets community needs and enhances the amenity of the locality.
- (2) Existing and planned key sites, corridors and buffer areas for utilities infrastructure and services are identified and protected across the Region (refer to Strategic Framework Map SF6 – Infrastructure and Services).
- (3) Essential infrastructure including potable water supply, waste disposal, stormwater management, energy and telecommunications is planned for and delivered prior to or at the time of development and proceeds in accordance with the scale and type of current

<sup>27</sup> Amended on 21 August 2020

and future development, location of growth, sequencing and timing identified in the Local Government Infrastructure Plan (LGIP)<sup>28</sup>.

- (4) Essential infrastructure avoids natural hazard risk areas unless it is designed to continue function during and immediately following a natural hazard event.<sup>29</sup>

### **3.8.3 Element – integrating water management and infrastructure**

- (1) Water infrastructure is provided and sustainably managed on a total water cycle basis to maintain the wellbeing of the community and the environment.
- (2) The implementation of new technologies assists in reducing the environmental impacts of development upon the natural environment. Methods implemented included water sensitive urban design principles within developments, encouragement of improved consumption behaviour, effective recycling practices and reduction in emissions.

#### **3.8.3.1 Specific outcomes**

- (1) The impact of stormwater runoff generated by development is managed to:
  - (a) address increased flows on the catchment;
  - (b) minimise impact on receiving water; and
  - (c) manage and improve water quality.
- (2) The sustainable management and use of rural and non-potable water supplies is supported.
- (3) The planning, design and provision of water infrastructure in new development incorporates sustainable and efficiently integrates water cycle management practices, including innovative water capture, treatment, storage and re-use, to reduce and manage demand.

### **3.8.4 Element – waste water management infrastructure and services**

- (1) Waste management and recycling infrastructure and practices meet the needs of the community and minimise environmental impacts.
- (2) The treatment of waste water for reuse has been encouraged when safe and viable.
- (3) Development for urban purposes including community infrastructure is planned, designed, constructed and operated to manage stormwater and waste water in ways that protect the environmental values specified in the Environmental Protection (Water) Policy 2009 and are consistent with any relevant Total Water Cycle Management Plan, Healthy Waters Management Plan, and groundwater protection planning.
- (4) Healthy waters are maintained. This includes water quality, physical and chemical properties of water as well as the management of the frequency of stormwater flows.

#### **3.8.4.1 Specific outcomes**

- (1) Sustainable and efficient practices are designed to minimise the amount of waste generated by development.
- (2) The collection, storage, treatment and disposal of waste is undertaken in a manner that protects the health and safety of people and the environment and that does not adversely impact on the amenity of the locality.
- (3) Community infrastructure is planned, designed, constructed and operated to manage stormwater and wastewater in ways that help protect the environmental values specified in the Environmental Protection (Water) Policy 2009.
- (4) Prepare a Total Water Cycle Management Plan including provisions for sewage management and for Urban Stormwater quality management.

<sup>28</sup> Amended on 9 June 2017

<sup>29</sup> Amended on 21 August 2020

- (5) Waste disposal activities and facilities are not located in areas with highly permeable soils or a high groundwater table and take account of topography and existing facilities.
- (6) Receiving water environmental values are protected from the impacts of waste water (other than contaminated stormwater and sewage) on water quality.

### **3.8.5 Element – utility infrastructure and services**

- (1) The Region:
  - (a) has access to up-to-date information and communications technology;
  - (b) is serviced by energy infrastructure that keeps pace with future growth; and
  - (c) supports the use of viable low emissions energy sources where appropriate.

#### **3.8.5.1 Specific outcomes**

- (1) Strategic support to utility infrastructure and services in accordance with the scale and type of development, location of growth, sequencing and timing identified in the LGIP<sup>30</sup> is provided.
- (2) A reliable and sustainable energy supply, which incorporates sustainable practices to reduce demand and greenhouse gas emissions such as the use of renewable energy and low emission technology, is provided.
- (3) Reticulated gas is provided as an additional energy source for existing and new urban and industrial growth.
- (4) Fibre optic cable/broadband infrastructure is distributed throughout the Region.
- (5) Communication infrastructure is capable of adaption or expansion over time and is co-located with other services to improve network efficiencies and minimise the impact on people, the environment and the amenity of the locality.

### **3.8.6 Element - waste management and recycling**

- (1) Waste is managed in the Region holistically to minimise adverse impacts on the environment using the waste hierarchy and the triple bottom line principle.

#### **3.8.6.1 Specific outcomes**

- (1) Waste is recognised as a resource.
- (2) Waste reduction is the preferred option, followed by reuse, recycling, other recovery, treating and finally disposal.
- (3) Integrated local solutions for waste management and resource recovery are developed.
- (4) Waste generated through construction and demolition approvals and in commercial and industrial development approvals is reduced.

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<sup>30</sup> Amended on 9 June 2017

## 3.9 Economic Development

### 3.9.1 Strategic outcomes

- (1) The Toowoomba Region has a strong, prosperous and progressive economy that contributes to the health and wellbeing of both rural and urban communities and contributes to the character and liveability of the Region.
- (2) The Region promotes a diverse range of business, industry and tourism activity that is innovative, environmentally sustainable and generates a diverse range of employment opportunities.
- (3) Toowoomba City is the principal activity centre for the Region and provides a mix of businesses, industries and services which are readily accessible to our local and regional communities.
- (4) Our rural communities have strong and viable economies which support and are underpinned by a sustainable rural production sector. Readily accessible activity centres are located across the Toowoomba Regional Council area.
- (5) The Toowoomba Region supports two prime sectors of regional growth:
  - (a) energy, through the Surat Energy province includes coal, coal seam gas, coal seam gas water, ethanol and power station development has the potential to more than triple the Gross Regional Product and create more than 16,000 new jobs in the Region over the next 22 years;
  - (b) food processing, centred on value adding to agricultural production from the Darling Downs; and
  - (c) in addition the Region has also fostered and expanded upon its expertise in offering administrative (Federal, State and Local Government), quality health and education services (both public and private); local tourism, fibre composite advanced manufacturing, agribusiness and aviation/Defence.
- (6) Energy and allied industries provide a significant opportunity to maximise economic outcomes for the Region. The on-going development of the Region's energy resources will provide significant flow-on effects to supply chain businesses from mining services and other sectors including construction, infrastructure, transportation and accommodation.
- (7) The Commonwealth Government's Inland Rail Alignment Study, completed in 2010, established that the North-South Rail Corridor connecting Melbourne and Brisbane along the Western Corridor will meet future freight demand nationally and internationally between 2030 and 2035 or earlier if the total tonnage of 25-26 million tonnes per annum is reached. The current interstate tonnage is approximately 5.2 million tonnes per annum. It is anticipated that this corridor will alleviate freight demands on the Melbourne-Sydney and Sydney-Brisbane coastal routes. It will also bring a national freight focus to the Toowoomba Regional Council area, enhancing market access and facilitating development, particularly the Charlton Wellcamp Enterprise Area.
- (8) The Charlton Wellcamp Enterprise Area, located 13km west of Toowoomba at the junction of the Warrego, New England and Gore highways, provides much needed industrial land for the Region. The Toowoomba Regional Council sees the area as having potential to be a key catalyst for business growth, leading to a more self-sustained economy.
- (9) Economic development in the Region is supported by an efficient, sustainable and responsive freight system that meets the needs of the community and industry in the Region.
- (10) Economic development opportunities are promoted in the parts of the Region (including Cooyar, Oakey, Maclagan, Quinalow, Yarraman and Jondaryan) that are impacted by natural hazards to assist these communities to orient away from identified risk areas over time.

### 3.9.2 Element – Economic growth

- (1) The economic diversity of the Region provides employment and investment opportunities for residents and contributes significantly to the stability and economic robustness of the regional economy.

#### 3.9.2.1 Specific outcomes

- (1) Expansion of the services sector and growth of specialised technology-based manufacturing is supported with supportive locations and infrastructure.
- (2) Local plans are produced to facilitate the establishment and ensure the sustainability of significant employment hubs and accommodate business and industry activities that capitalise on the strategic location and competitive strengths of specific localities in the Toowoomba Regional Council area.
- (3) The Charlton Wellcamp Enterprise Area covering a development area of 2,000 hectares, has the potential to provide employment for between 12,000 – 15,000 people and increase the Toowoomba area's Gross Regional Product by about 30%.
- (4) Council has developed the Charlton Wellcamp Enterprise Area local plan in order to respond to the domestic and regional industrial needs of the Toowoomba Regional Council area as well as the anticipated industrial infrastructure needs that are generated through the energy sector evolving out of the Surat Basin.
- (5) The Charlton Wellcamp Enterprise Area local plan identifies and addresses the opportunities and constraints presented by provision of intermodal facilities, transport and warehousing, general industry, extractive and heavy industry, commercial centres, the protection of conservation areas and the establishment of recreation areas, in a financially responsible manner that achieves the efficient sequencing of serviced industrial land on what is effectively a greenfield site. The following apply to this area:
  - (a) Uses considered incompatible with and activities that could compromise the long term viability and continuity of the Charlton Wellcamp Enterprise Area are not supported and where appropriate are avoided;
  - (b) The activities of one sector or use within the local plan area does not adversely impact on the amenity or viability of the other activities within the Charlton Wellcamp Enterprise Area local plan area;
  - (c) Social infrastructure including appropriate retail, commercial, educational, and child care facilities are provided for in a manner that services the needs of employees without compromising the amenity or viability of the other activities within the Charlton Wellcamp Enterprise Area local plan area;
  - (d) The local plan provides facilitates intergovernmental and cross sectoral interests to ensure that development does not compromise or negatively impact the current or future operation of the Warrego Highway, Western Railway, or the Proposed Toowoomba Bypass or Moree to Toowoomba section of the Melbourne to Brisbane inland rail line;
  - (e) Environmental values are identified and protected; and
  - (f) Land suitable for employee recreation activities and linear parkland adjacent riparian features are identified and utilised for relaxation and recreation purposes.

### 3.9.3 Element – Activity centres and employment

- (1) The Region is served by a strong and dynamic CBD and complimented by a network of district, town neighbourhood and mixed-use villages.

#### 3.9.3.1 Specific outcomes

- (1) Activity centres include a mix of land uses and supporting infrastructure, providing for future growth of a broad range of business uses to support employment growth.
- (2) Development facilitates a greater range of non-retail uses in all activity centres, with an increased focus on commercial uses, community and entertainment activities.

- (3) Encourage the relocation of large-scale industrial, warehousing, transport and storage businesses from the Toowoomba Principal Activity Centre to release these sites for higher and better use.
- (4) Provide for a range of land uses to be incorporated into activity centres appropriate to their roles and functions in the network.
- (5) Prevent out-of-centre land use and development that would detrimentally impact on the function and viability of existing activity centres.
- (6) Facilitate the development of activity centres that meet community, visitor and business needs.

### **3.9.4 Element – Creative and knowledge-based industries**

- (1) The Region has a thriving creative industry sector and supports innovation and clusters of science and technology, health, education and training.
- (2) The education and knowledge is diversified and competitive State, private and corporate education opportunities are available to all members of the community through either formal or virtual facilities and supported with appropriate telecommunication, learning and accommodation infrastructure.

#### **3.9.4.1 Specific outcomes**

- (1) Creative and knowledge-based activities are supported and facilitated and located within proximity to like uses including areas in and around the University of Southern Queensland, Toowoomba Health Hub (Toowoomba Base Hospital) and other hospital support precincts, and the Queensland Government Research Facility (Tor Street Laboratories).
- (2) The expansion and diversification of existing and educational facilities (including residential components) are supported and facilitated.

### **3.9.5 Element – Tourism**

- (1) The Region has a diverse range of tourist attractions including its natural features, parklands, community events and a broad range of local food and wine products and locally made art and crafts.
- (2) Close proximity to Brisbane and the Gold and Sunshine Coasts make the Region an attractive destination for day trippers and overnight stays.
- (3) The regions distinct seasons offer a unique opportunity in the Queensland tourism market.

#### **3.9.5.1 Specific outcomes**

- (1) Strengthen the Toowoomba Regional Council area as a tourist destination through the development of attractions, events and facilities targeting day-trippers and overnight stays.

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