



Landscape Assessment and Building Height Strategy



Final report to
Gladstone Regional Council

July 2011

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INTRODUCTION

1.1 OVERVIEW

1.1.1 This report was commissioned for the purpose of reviewing the scenic amenity and landscape values of the Gladstone Regional Council Local Government Area (LGA) in order to inform the status of scenic landscape protection throughout the LGA and building height opportunities in built up areas, particularly in and around the Boyne Island and Tannum Sands localities.

1.2 STUDY AREA

1.2.1 Gladstone Regional Council (LGA) has commenced preparation of a community plan for the amalgamated local government area. The new LGA is located in Central Queensland approximately 550km north of Brisbane and surrounded by the Coral Sea to the east, Bundaberg and North Burnett Regional Council areas to the south, Banana Shire to the west and Rockhampton Regional Council to the North West.

1.2.2 The Gladstone Regional Council (LGA) comprises expanding urban areas, rural & rural residential areas, national parks, state forest, coastline, beaches and islands.

1.2.3 According to Gladstone Regional Council, the current population (increasing by approximately 2.4% per year) is approximately 50,000 concentrated in the urban areas of Gladstone, Calliope, Boyne Island, Tannum Sands and Agnes Water.

1.2.4 Establishing a common set of base data on landscape attributes and developing consistent policies in response to them will be an important tool for the region. This project provides the opportunity to develop and implement a strong policy direction for protecting landscape values and appropriately managing development.

1.3 INVESTIGATION RATIONALE AND METHODOLOGY

- 1.3.1 The following investigations are addressed within this report (Refer **Appendix 1** for process flowchart and governing methodology):
- 1.3.2 **SCENIC AMENITY:** A number of important landscapes within the Gladstone Regional Council LGA have been identified within Council discussion documents, community submissions, consultant reports and other publically accessible resources. These landscapes often include scenic values which, to date, have been largely protected via the presence of other constraint mechanisms such as steep slopes, mapped remnant vegetation, and land subject to freshwater and tidal inundation. However, the available resource reports and impact statements suggest that pressures on coastal resources are likely to intensify in the foreseeable future, and the specific management of coastal areas that have already experienced significant degradation of scenic values is beyond the intended scope of these investigations. However, the extensive use of the coastal resources in certain areas has served to reduce the regional abundance of scenic coastal landscapes, thus potentially increasing the regional significance of natural and non-urban landscapes within the Local Government Area. It is these visually significant non-urban landscapes and scenic resources that the following investigations and strategies seek to identify and protect.
- 1.3.3 **BUILDING HEIGHT STRATEGY:** Opportunities for increased building heights in built up areas, particularly in and around the Boyne Island and Tannum Sands localities, are the focus of this study. The high demand for housing throughout Australia has driven expansive low density and low-medium density urban development spreading out from urban centres, but the benefits of high density living located close to urban centres and transport hubs are the subject of various Government and independent reviews. Furthermore, recent high-rise approvals within the Boyne Island / Tannum Sands localities and the continued growth of other built-up areas have stimulated community

debate regarding building height expectations in the area, thus present a reasonable starting point for investigations. However, a critical component of the Building Height Strategy is its reliance on other planning studies, instruments, and designations (Refer **Appendix 1**), such that the ultimate location and extent of high rise development is not just a matter of visual amenity or landscape character, but of traffic, transport, infrastructure, population and other key elements.

1.4 RELEVANT DOCUMENTS

1.4.1 The following important documents have been consulted in the process of carrying out the above investigations:

- Gladstone City Council Planning Scheme (including applications, approvals and submissions) and related maps and plans
- Calliope Shire Council Planning Scheme (including applications, approvals and submissions) and related maps and plans
- Miriam Vale Shire Council Planning Scheme (including applications, approvals and submissions) and related maps and plans
- South East Queensland Regional Plan 2009-2031 (for strategic input)
- OUM (2007), *South East Queensland Regional Plan 2005-2026: Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, Queensland Government Office of Urban Management, Department of Infrastructure: Brisbane.
- DERM (2002), *State Coastal Management Plan*, Department of Environment and Resource Management: Queensland.
- DERM (2011), *Queensland Coastal Plan: State Planning Policy: Coastal Protection*, Department of Environment and Resource Management: Queensland.
- State Planning Policy 1/07 Housing and Residential Development.
- GRC (2010), *Towards a New Planning Scheme: A Discussion Document*, Gladstone Regional Council: Gladstone.
- GRC (2008-2010), *Summary of Issues Raised in Submissions and Officer Comments*, Gladstone Regional Council: Gladstone.

- GPC (2008), *Statement of Proposals: Land Use Plan Review for the Port of Gladstone and Port Alma*, Gladstone Ports Corporation Limited: Gladstone.
- QDEH (1994), *Curtis Coast Study Resource Report*, Queensland Department of Environment and Heritage: Rockhampton.
- Queensland Government Vegetation Management Act 1999.
- U.S. Department of Agriculture, Forest Service (1995), *Landscape Aesthetics: A Handbook for Scenery Management. Handbook Number 701*, USDAFS.
- Chenoweth, A et al (1997), *Coastal Landscapes of Queensland: Coastal Landscape Assessment Methodology*.

1.5 LITERATURE REVIEW OUTCOMES

1.5.1 *Scenic Amenity Evaluation Resources*

- 1.5.1.1 The development of scenic landscape values in Australia has previously been based on the systems developed by the United States Department of Agriculture, Forest Service (USFS) and initially applied in Australia by the Victorian Forests Commission and NSW Department of Planning in 1979 and 1981, respectively.
- 1.5.1.2 The USFS approach combines Scenic Quality with Visual Prominence in order to rate Scenic Amenity. This method assumes that scenic amenity increases with, inter alia:
- Naturalness;
 - Uniqueness of features; and,
 - Relative topographic relief.
- 1.5.1.3 Since those initial applications, a number of studies have been undertaken, and planning instruments developed, particularly for Integrated Landscape Assessment in Coastal Areas (as indicated at **Section 1.5.3**). The *South East Queensland Regional Plan 2005-2026* also provides *Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, which combines Scenic

Preference with Visual Exposure in order to determine a Scenic Amenity Rating for landscapes.

- 1.5.1.4 Both the USFS and SEQRP (Guideline 8) methodologies utilise a representative approach to landscape classification, which, as previously identified within the *Coastal Landscape Assessment Methodology* (Chenoweth et al), could potentially result in a reduction of scenic diversity, particularly where juxtaposed character areas contribute to high value scenic landscapes.
- 1.5.1.5 Accordingly, the classification systems from the USFS and SEQRP approaches that magnify this risk have not been incorporated into the *Gladstone Regional Council Scenic Assessment Methodology*.
- 1.5.1.6 A method for maximising the capture of juxtaposed landscape patterns that result in or contribute to high value scenic landscapes is discussed at **Section 2.4**.

1.5.2 **Remote Locations**

- 1.5.2.1 A criticism of previous scenic assessment models, including *SEQRP Guideline 8*, relates to the application of 'Experience Levels', 'Scenic Accessibility', 'Visual Exposure', and/or 'People Viewing Time', where that application often results in an emphasized level of protection for landscapes viewed regularly by large numbers of people.
- 1.5.2.2 The result may be a greater attributed importance to, for instance, highway background scenery than to National Park lookouts.
- 1.5.2.3 Accordingly, the 'People Viewing Time' approach has not been incorporated into the *Gladstone Regional Council Scenic Assessment Methodology* and Visual Exposure has been subject to further testing to establish what degree of importance should be attributed to 'regularly viewed' landscapes.

1.5.3 **Coastal Context**

- 1.5.3.1 The Gladstone Region Coastline has been the subject of a number of landscape assessments of varying scales and scope over the years including *The Curtis Coast Study Resource Report* (QDEH 1994), *A view of the Coast* (EDAW Australia 1996), and *The Coastal Landscape Assessment Methodology* (Chenoweth et al, 1997).
- 1.5.3.2 The *Coastal Landscape Assessment Methodology* proposed an integrated approach to Coastal Landscape Assessment.
- 1.5.3.3 The results of the above assessment for the portion of coast from Deepwater Creek coast to Colosseum Inlet evidenced:

“...very high and high scenic quality due to the high degree of naturalness, extensive sheltered waterways and the ocean beaches. In the north (in the Eurimbula, Deepwater and Rodds Bay sub-regions), the landform and patterns around the shores contribute highly to the scenic quality. Round Hill Head, Rocky Point and Bustard Head rated Very High in scenic quality. (Chenoweth et al, 1997).

- 1.5.3.4 Another outcome of the above assessment methodology was categorisation of scenic landscapes by levels of significance, so that areas of high scenic significance could be included in the relevant Regional Coastal Management Plans.
- 1.5.3.5 Subsequent to the *EDAW* and *Chenoweth* studies, the *State Coastal Management Plan 2002* incorporated the *Curtis Coast Regional Coastal Management Plan and Map No 10* entitled *Areas of State Significance (Scenic Coastal Landscapes)*.
- 1.5.3.6 Given the parameters of this assessment, the mapping outcomes are at least consistent with the *Curtis Coast Regional Coastal Management Plan*. However, the

Queensland Coastal Plan is proposed to supersede the above *Regional Coastal Management Plan*.

- 1.5.3.7 At the date of this report, the *Queensland Coastal Plan* had been approved by the Queensland Government but was not in effect. However, the *Queensland Coastal Plan* remains *relevant* to this study and *applicable* to at least part of the study area.
- 1.5.3.8 Conversely, the *SEQ Regional Plan (Guideline 8)* is in effect but does not, in a planning sense, apply to the study area that is the subject of this assessment. In this regard *Guideline 8* has been drawn upon and adapted for the purposes of this study as the reasonable basis for a tool for identifying potential areas of scenic significance throughout an entire region.
- 1.5.3.9 The most significant disagreements, or potential conflicts, between the approaches of the *Queensland Coastal Plan* and the *SEQRP Guideline 8* are discussed in detail at **Section 2.4**.

2.0 SCENIC ASSESSMENT METHODOLOGY

2.1 OVERVIEW

2.1.1 The following scenic amenity assessment investigates, inter alia, opportunities for the application of existing state planning instruments, approved state planning instruments and instruments currently applicable and relevant to other Local Government Areas, including, but not limited to, the ***State Coastal Management Plan (2002)***, the ***Queensland Coastal Plan: State Planning Policy: Coastal Protection (2011)***, and the ***South East Queensland Regional Plan 2005-2026: Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values***.

2.1.2 Although not directly applicable to the Gladstone Region, *Implementation Guideline No. 8* appears to identify some reasonable base parameters for regional scale scenic amenity investigations. The relevance of these parameters to the Gladstone Region is assessed throughout the report.

2.1.3 In addition to the above guideline, the *Queensland Coastal Plan* suggests that areas characterised by natural environments within 500m of the coastline or bank of a waterway qualify as areas of high scenic preference and are to be protected from development.

2.1.4 The significance of the above relevant and/or applicable planning instruments to this particular study is discussed in ***Sections 2.4 and 2.6***.

2.2 ESTABLISHING VISUAL PARAMETERS

2.2.1 Assessment of scenic values, as with the assessment of visual amenity and landscape character values, commences with the recognition of visual catchments and the need to identify important public viewing locations within those catchments.

- 2.2.2 **Public Viewing Locations** are defined within the *South East Queensland Regional Plan 2005-2026, Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, as: ‘Publically accessible outdoor locations such as roads, walkways, beaches, picnic areas, lookouts or viewing platforms.’
- 2.2.3 **Significant and Popular Viewpoints** are defined within the same document as: ‘Elevated public viewing locations where people can safely stop and rest to admire the view.’
- 2.2.4 A range of publicly accessible locations (roads, beaches, parks and lookouts) offer views of the regional landscape (Refer **Appendix 2**). These locations may include Significant and Popular Viewpoints and Other Public Viewing Locations as defined above. The mapping at **Appendix 2** is intended to provide a reasonable basis for determining what parts of the regional landscape might be clearly visible to the public and whether any parts of the regional landscape are likely to be hidden from public viewing locations (thus might be subject to further testing as indicated at **Section 1.5.2**).
- 2.2.5 As ‘Other Public Viewing Locations’ may include infinite locations along linear view corridors (roads, trails and beaches), additional viewshed mapping, known as visual exposure testing (or ‘visual immersion’ mapping), is required. Such mapping comprises a projection of all areas within the study area expected to be visible from a combination of linear view corridors and static viewpoints (Refer **Section 2.5** of this report for further discussion).

2.3 APPLICATION OF VISUAL EXPOSURE AND RELATED SYNTHESIS

- 2.3.1 **Visual Exposure** is defined within a 2001 joint publication by the Environmental Protection Agency and Department of Natural Resources and cited in the *South East Queensland Regional Plan 2005-2026, Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, as:

'a measure of the extent to which a place in the landscape is seen from important public viewing locations (e.g. roads, recreation areas, schools, golf courses).

- 2.3.2 One particular method of determining visual exposure relies on the human visual perception of the landscape from public viewer locations, that is, the relative attributes of direction, distance, slope and elevation (visual data which is directly relevant to the observer). Of these relative attributes, direction does not appear to be a significant contributing factor to visual exposure.
- 2.3.3 Distance is significant when considering one or two viewer locations in isolation, but that significance is reduced as more viewer locations (and view corridors) are introduced to the viewer location inventory and distance is transformed from a constant into a variable. Distance between viewer locations and scenic values might be more significant if a broad network of public roads and other viewer locations was not present, but that is not the case in the Gladstone region (Refer **Appendix 2**).
- 2.3.4 Differences in elevation (and, to a degree, slope) are typically able to be readily perceived from viewer locations throughout the region and, on the basis of thorough remote analysis coupled with field sampling and inference, land in elevated areas (including landscapes that contained steep to moderate slopes) was far more likely to be visually prominent and exposed than land in low-lying plains, with the obvious exception of some coastal foothills throughout the region. Thus, relative elevation presents as a legible and reasonable basis for predicting regional visual exposure in Gladstone Region and a slope component has been introduced to capture visually important elements that might otherwise have been overlooked in elevation mapping alone.
- 2.3.5 Visual exposure has been divided into ten categories (Refer **Appendix 3**) in order to test, and where necessary adapt, the existing **Scenic Amenity Look-up Table** model from *Implementation*

Guideline No. 8. There may be benefits in forgoing the ten-category system in favour of a more fluid model such as a linear progression, but the intent of the model is to determine one or two appropriate overlay code 'trigger points' and in this regard, the classification matrix approach appears to at least present a reasonable basis for the development of that code.

- 2.3.6 The initial results for visual exposure are illustrated at **Appendix 3**; **Section 2.4** discusses implications for the coastal landscape, and **Section 2.5** identifies further analysis and visual exposure mapping assumptions.

2.4 DETERMINING SCENIC PREFERENCE

- 2.4.1 **Scenic Preference** is defined within a 2001 joint publication by the Environmental Protection Agency and Department of Natural Resources and cited in the *South East Queensland Regional Plan 2005-2026, Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, as:

'a rating of the community's liking for scenery of open space compared to areas occupied by built structures, measured using photographs' (Department of Natural Resources, 2001).

- 2.4.2 **Scenic Amenity** is defined within the same document as:

'a measure of the relative contribution of each place in the landscape to the collective appreciation of open space as viewed from places that are important to the public'
(Department of Natural Resources, 2001).

- 2.4.3 The definition for **Scenic Preference** within the *Queensland Coastal Plan* merges the above SEQRP definitions for both **Scenic Preference** and **Scenic Amenity** into one definition, resulting in the following:

‘the rating of the community’s liking for scenery of open space compared to areas occupied by built structures, measured using photographs. The rating measures the relative contribution of each place in the landscape to the collective appreciation of open space as viewed from places that are important to the public

- 2.4.4 Furthermore, the definition for **Area of High Scenic Preference** within the *Queensland Coastal Plan* is:

‘an area within 500m of the coastline or 500m of the bank of a waterway or estuary and are characterised by natural environments with little or no built elements.’

- 2.4.5 Both of the above *Queensland Coastal Plan* definitions, coupled with the land-use planning policy intent to *‘protect areas of high and locally important scenic preference values...’*, have the potential to cause or exacerbate conflicts between the *Queensland Coastal Plan* and any mapping process that relies on the guidance of the *SEQ Regional Plan Guideline 8*.

- 2.4.6 However, the policy intent only applies where such areas *‘...were previously identified in a relevant planning scheme.’* and, in any case, *Queensland Coastal Plan Policies 4.1 and 4.2* (replicated as *Queensland Coastal Plan Scenic Amenity Performance Outcomes PO32 and PO33*, respectively), anticipate:

‘PO32. *The dominance of the natural character of the coast is to be maintained or enhanced when viewed from the foreshore unless the development is:*

- a) *within ports or airports*
- b) *within a maritime development area or aquaculture development area, or*
- c) *for minor public maritime infrastructure.*

'PO33. Development is to maximise opportunities to maintain and/or enhance natural scenic amenity values through the maintenance and restoration of vegetated buffers between development and coastal waters, where practicable unless the development is development specified in PO32 a) – c).

- 2.4.7 In this regard, the mapping for the relevant coastal areas of the Gladstone Region shall be consistent with those outcomes.
- 2.4.8 From carrying out reviews of Council discussion documents, community submissions, consultant reports and other publications, there appears to be, at the very least, a strong correlation between natural landscape elements and those landscape elements which are perceived by the Council, community, consultants and tourism planners as being important to the scenic values of the region, thus worthy of protection.
- 2.4.9 Field observations also confirmed that areas dominated by the above landscape units are more likely to be associated with significant scenic views and vistas and/or complex patterns of juxtaposed landscape features that together contribute to high value scenic landscapes. It is that measure of likelihood that provides a reasonable trigger for further detailed scenic analysis of development applications and confirms that such areas should be mapped within the Planning Scheme Overlay.
- 2.4.10 A further observation was made that the scenic preference values attributed to the more dominant landscape units appears to be a product of, inter alia, anthropogenic influence and relative abundance (Degree of naturalness and uniqueness of the landscape features).
- 2.4.11 These observations, along with Council and community discussion documents and resource reports, provide the framework for the *Gladstone Regional Council Landscape Unit Evaluation Table* provided at **Appendix 4**.

2.4.12 Some natural assets, such as parts of State Forests and National Parks, waterways, remnant vegetation and recognised habitats that do not otherwise meet the relevant criteria for scenic landscapes of regional or district significance, may not have been mapped. However, the protection afforded them by current legislation appears sufficient for the purposes of Scenic Amenity protection. The expectations with regard to the *State Coastal Management Plan* and the *Queensland Coastal Plan* have been accommodated within the broader study and the findings of a detailed literature review and investigations throughout the region, in relation to scenic values, are adopted in **Appendix 4**.

2.5 TESTING OF SYNTHESIZED VISUAL EXPOSURE DATA

2.5.1 Visual exposure testing is based on the concept of viewshed analysis (terrain models overlain with projected sight lines extending out from known viewer locations, resulting in the portion of 'visible landscape' or 'theoretical visual catchment' being revealed by the model) and does not model detailed variable landscape forms such as individual trees, structures and fine scale topography which may further limit views to an area from all reasonably accessible public viewer locations.

2.5.2 The testing applied to the visual exposure mapping in **Section 2.3** demonstrates that the vast majority of the study area is likely to be visible from the network of public viewing locations (Refer **Appendix 5**). Thus, in accordance with the discussion at **Section 1.5.2**, no further reviews of the visual exposure mapping in **Section 2.3** for the purposes of investigating the value of additional visual exposure or viewing time appears warranted.

2.5.3 Furthermore, interim mapping in **Appendices 3 and 5** has used broad scale terrain data, whereas final mapping is based on more detailed terrain data provided by Council. For these reasons, the interim mapping in **Appendices 3 and 5** is provided for illustrative purposes only.

2.6 SCENIC AMENITY RATING FROM COMBINED VALUES

2.6.1 The Scenic Amenity Rating is determined from a combination of Visual Exposure (**From Sections 2.3 and 2.5** of this report) and Scenic Preference / Landscape Unit Values (**Section 2.4**) and, in this regard, is perhaps similar to the earlier USFS model discussed at **Section 1.5.1**. However, the Scenic Amenity Look-up Table provided in **Appendix 6** has been adapted from *Figure 5* within the *South East Queensland Regional Plan 2005-2026, Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values* and modified to improve the capture of complex patterns of juxtaposed landscape features that together contribute to high value scenic landscapes.

2.6.2 Importantly, this assessment does not seek to dictate the extent or nature of future development. The outputs of this study are intended to guide the level of further investigation and enquiry, at development application stage, which might be reasonable in areas which are, or are likely to be, of high scenic value.

2.7 DETERMINING SCENIC SIGNIFICANCE

2.7.1 Scenic significance has been analysed and applied in terms of relative spatial importance as follows:

2.7.1.1 In addition to the classification methodology outlined in **Sections 2.3 to 2.6**, **Regional significance** typically applies to scenic landscapes that are, or are likely to be, perceived as important throughout the region, where such features may also, but not necessarily, be clearly visible from greater than 5km away and might be generally visible from up to 20km away as applied in the adopted Visual Exposure Testing process.

2.7.1.2 In addition to that stated above, and to the extent that it does not conflict, the approach adopted by the *SEQ 2001 Open Space and Recreation Policy Paper* is generally supported for areas of **Regional Significance**, and advocates:

“The characteristics of regional elements may exist singly or in combination to confer a degree of regional significance to a feature/place/item etc. In terms of open space and outdoor recreation, elements take on significance at the regional level for many and varied reasons. These change from region to region. Elements of regional significance can be identified under the following type of circumstances:

- *The element straddles two or a number of local authorities;*
- *A venue where people travel to from within and from outside a wider than local area to visit or use;*
- *Incorporates a catchment beyond the local scale;*
- *Lies between “local” and “state” levels in the hierarchy of spatial units or elements;*
- *A regional identity and regional consciousness exist;*
- *Visually dominant over a wider/extensive area beyond the local scale;*
- *Unique to the wider (regional) community as opposed to the local community;*
- *Formally evaluated through some universally acceptable process or measure of significance;*
- *High degree of awareness and agreement of the regional population exists as to its significance.”*
(Regional Planning Advisory Group 1993).

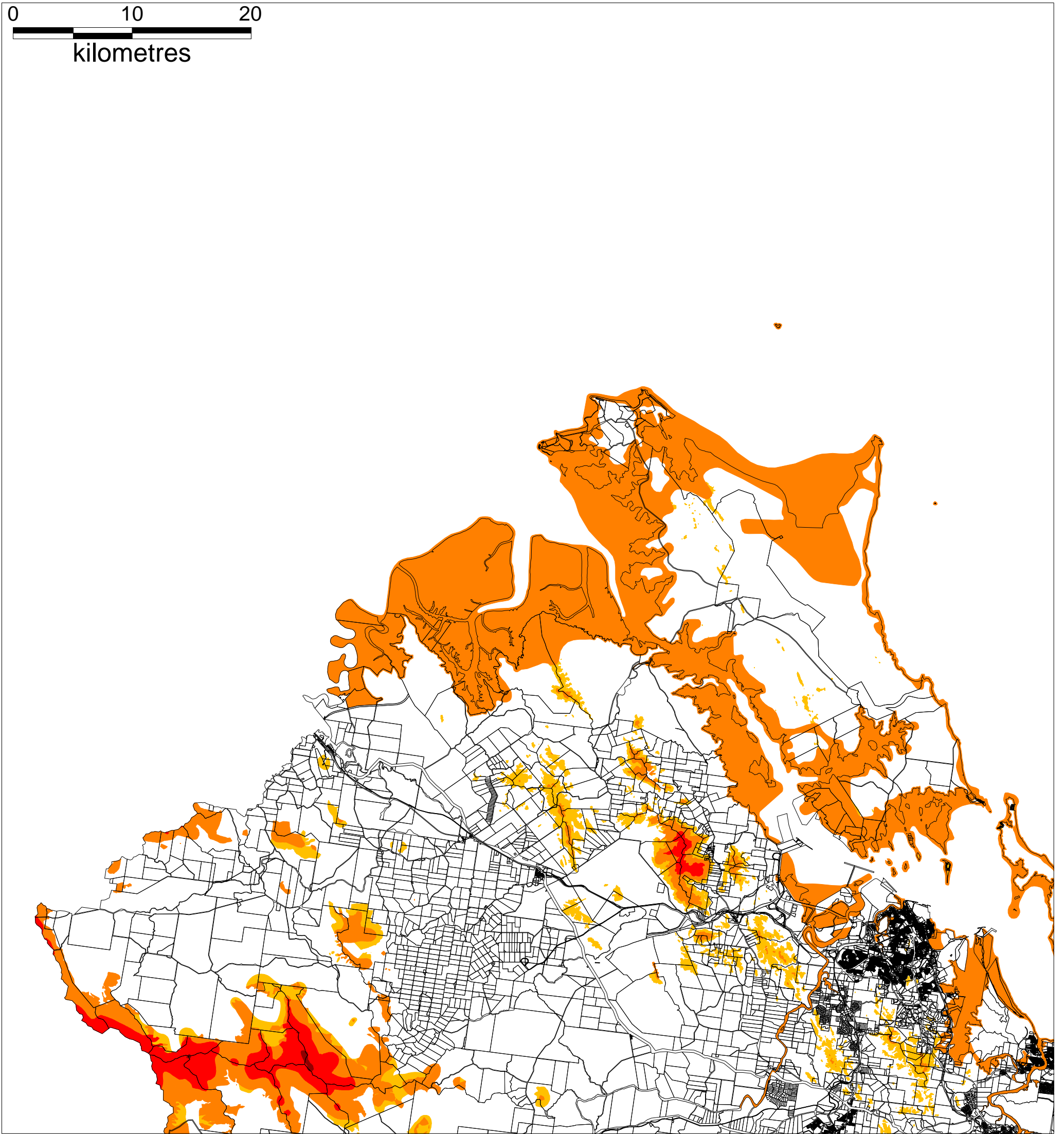
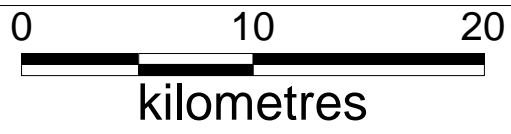
2.7.1.3 **District significance** typically applies to scenic landscapes that are, or are likely to be, perceived as important at the sub-regional or district scale where such

features may be clearly visible from at least 2km away and might be generally visible from up to 10km away as applied in the Visual Exposure Testing, but may not be clearly distinguishable from greater than 5km away.

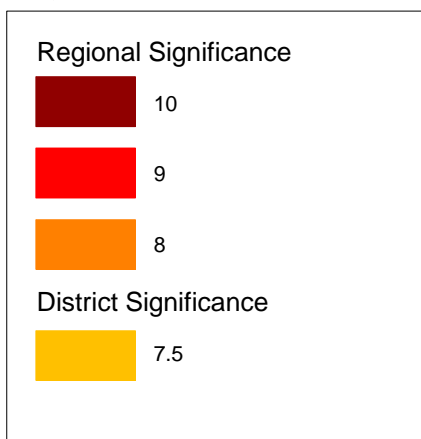
- 2.7.1.4 During discussions with Council, it became apparent that the future development of small urban areas that are surrounded by landscapes of high scenic significance, such as the Town of Seventeen Seventy, represented a potential risk to the surrounding scenic values and should be addressed within this report. In this regard, Impact Assessable Development in areas of District Scenic Significance would likely be subject to assessment against the code. Code Assessable Development in these areas may still present a risk to scenic values, but could reasonably be subject to a lower level of scenic assessment than Impact Assessable Development as discussed at **Section 2.8.3**.
- 2.7.1.5 **Local significance** applies to scenic landscapes that are, or are likely to be, perceived as important at the local scale where such features may not be clearly visible from greater than 2km away.
- 2.7.1.6 During Council discussions, the potential for some high-rise or high-density developments, located outside of mapped scenic amenity areas, to impact on high value scenic landscapes was identified as a risk. In this regard, it is likely that all impact assessable development throughout the region could be relevant to the integrity of the code as discussed at **Section 2.8.3**.
- 2.7.1.7 Areas with Scenic Amenity ratings of 8, 9 or 10 have been identified as likely to be **regionally significant**.

2.7.1.8 Areas of ***district significance*** (Scenic Amenity rating of 7.5), which include small coastal foothills, are also represented in the scenic amenity mapping for the region. Refer to ***Maps 1, 2, 3, 4 and 5*** on the following pages. Areas of limited ***Local significance*** do not appear on the current mapping and it is expected that these values may be reviewed in future and, where appropriate and relevant, incorporated into a landscape character overlay for the region.

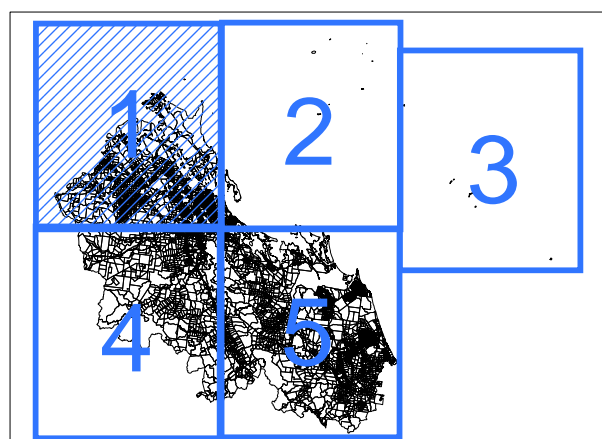
Draft Gladstone Regional Council Scenic Amenity Overlay - Map 1



Legend



Key Plan



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Based on Cadastral, Terrain and Vegetation Data provided by Gladstone Regional Council (Current as at October 2010).

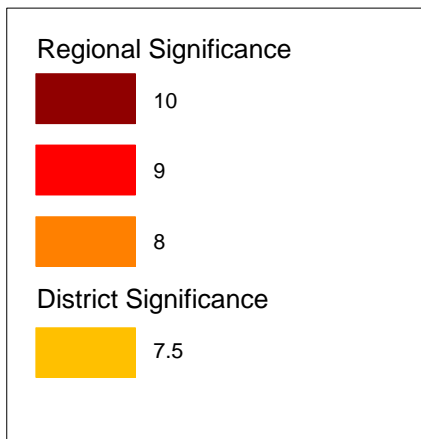
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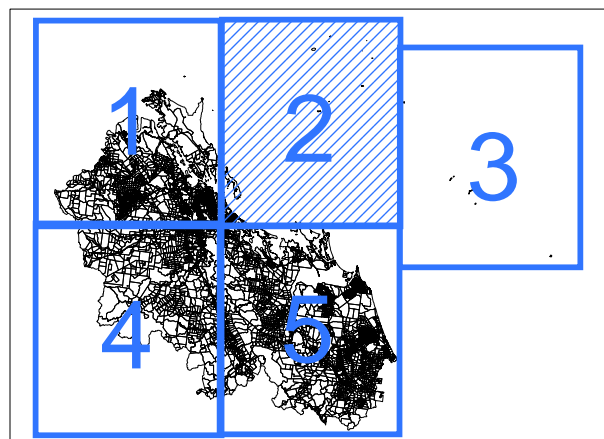
Draft Gladstone Regional Council Scenic Amenity Overlay - Map 2



Legend



Key Plan



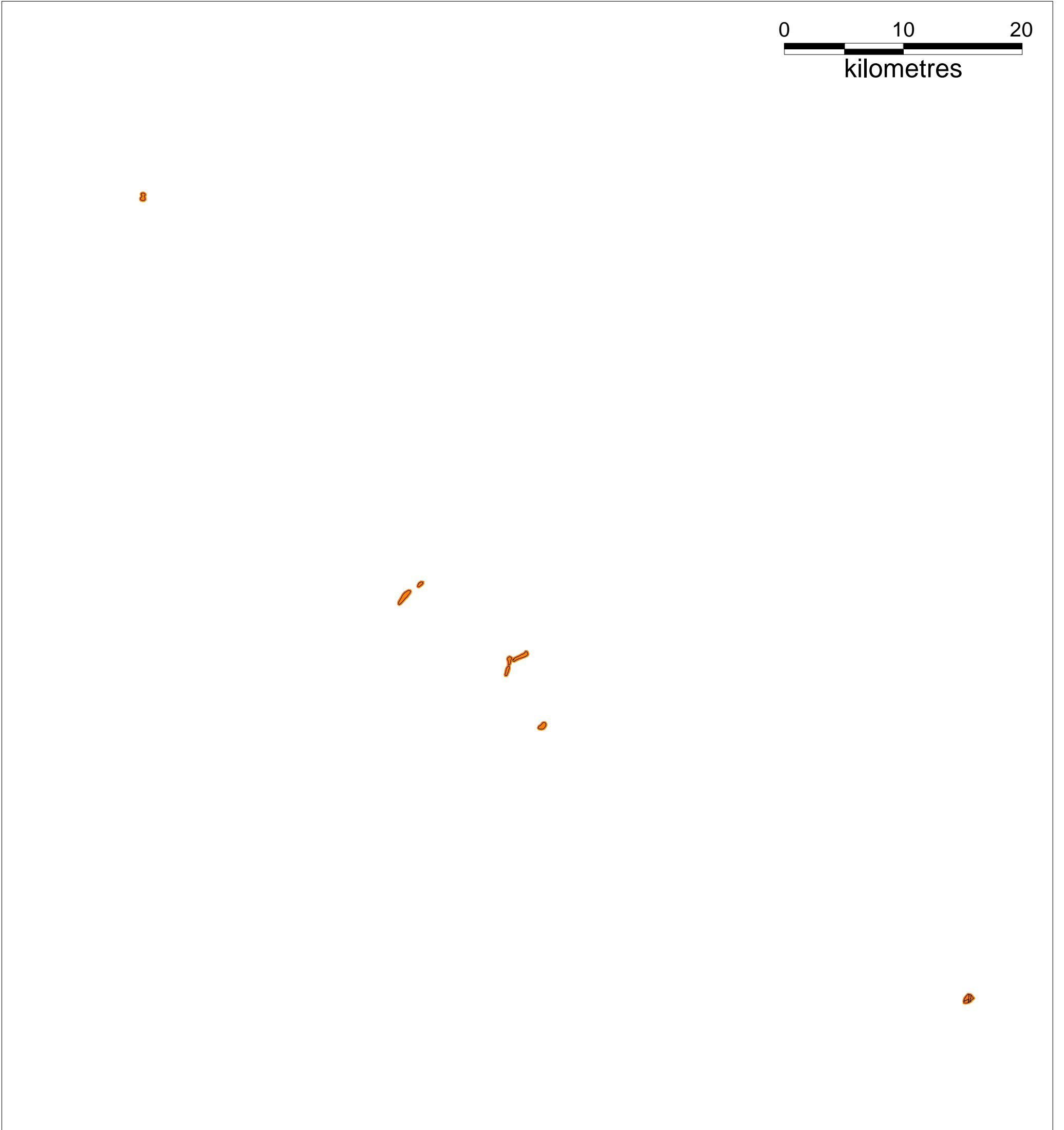
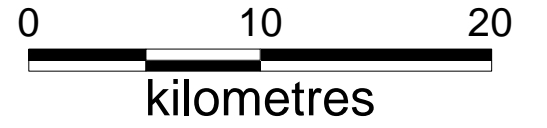
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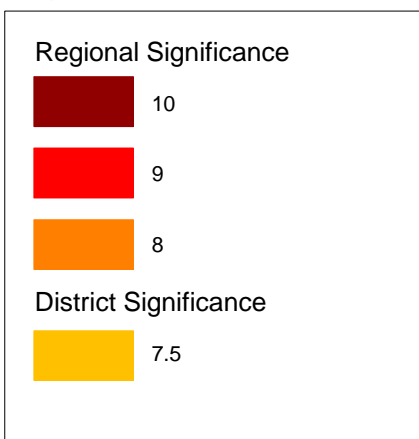
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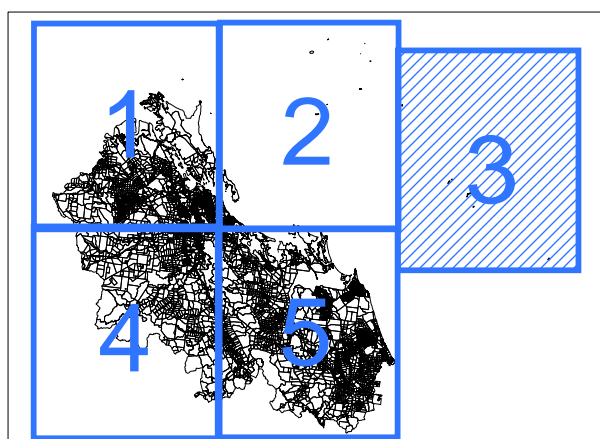
Draft Gladstone Regional Council Scenic Amenity Overlay - Map 3



Legend



Key Plan



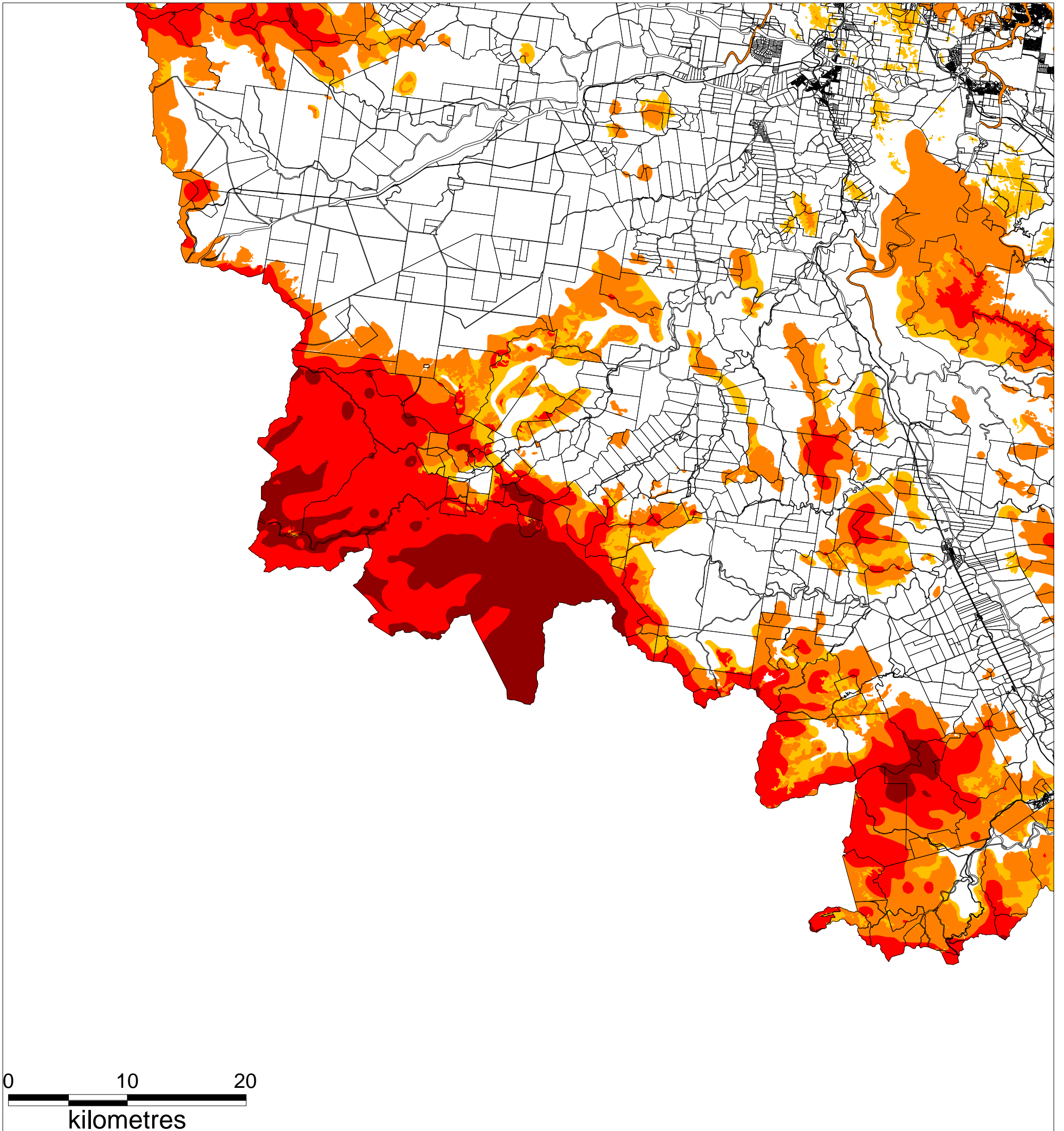
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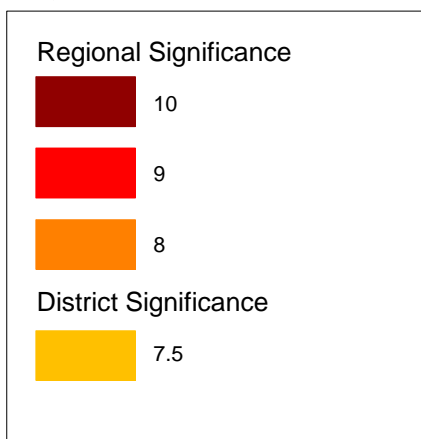
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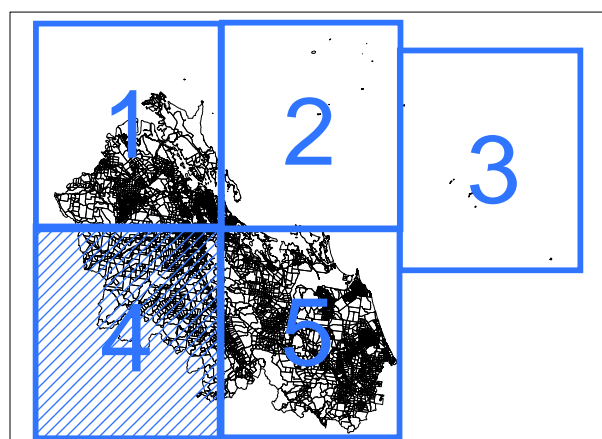
Draft Gladstone Regional Council Scenic Amenity Overlay - Map 4



Legend



Key Plan



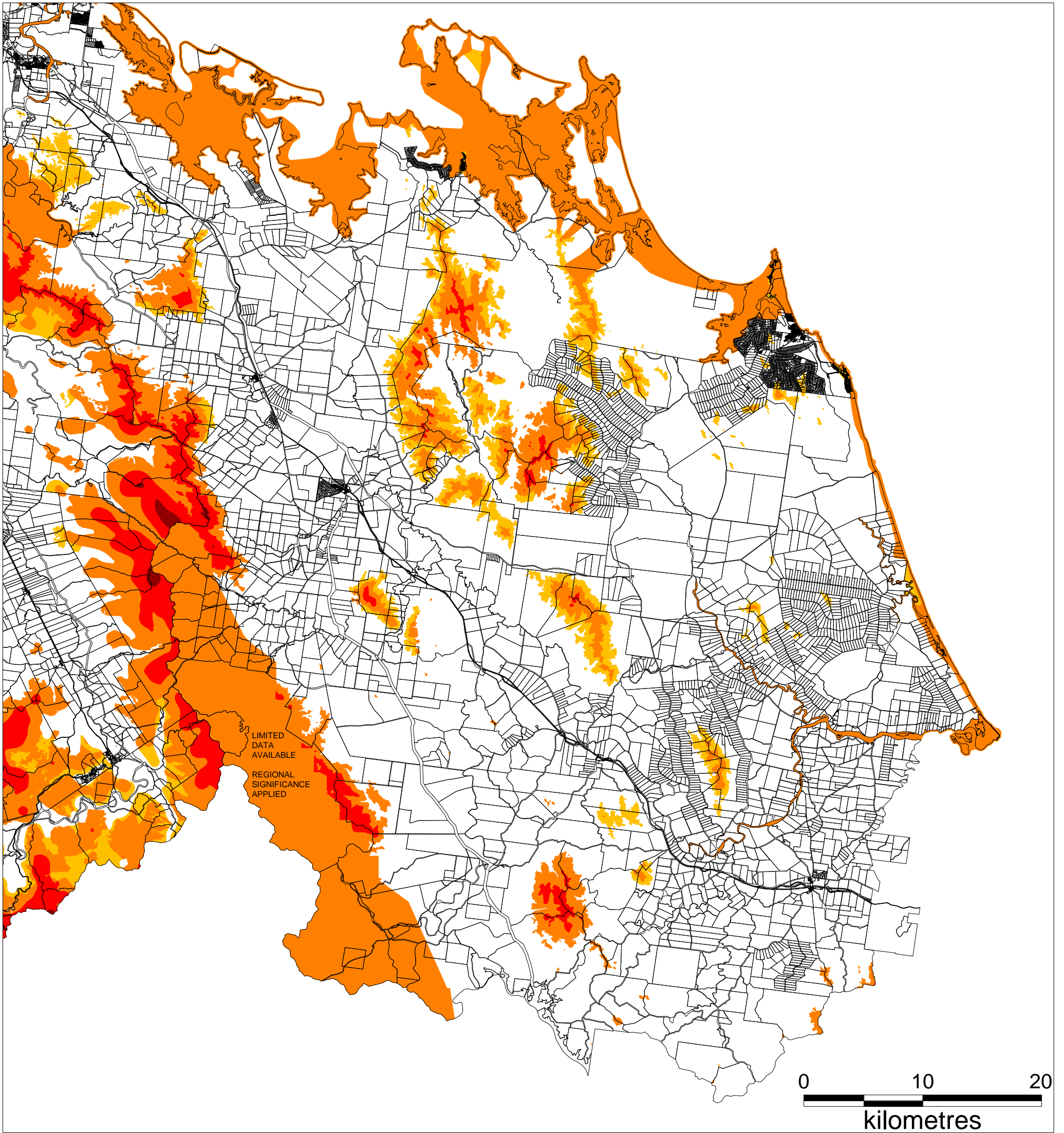
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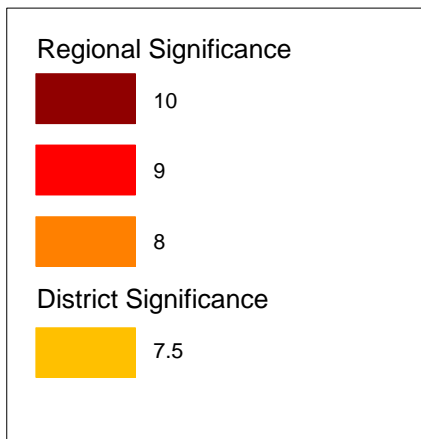
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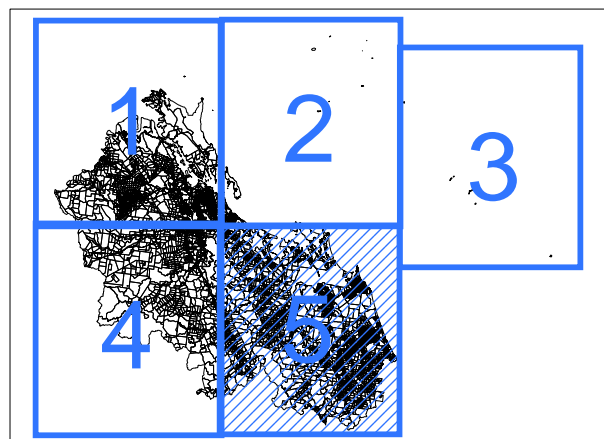
Draft Gladstone Regional Council Scenic Amenity Overlay - Map 5



Legend



Key Plan



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2.8 CONCLUSIONS

2.8.1 INTERPRETATION & APPLICATION

2.8.1.1 This document and related mapping overlays represent a scenic amenity overlay and assessment methodology that is intended to be read in conjunction with:

- The new *Gladstone Regional Council Planning Scheme*;
- The *State Coastal Management Plan* (where, and to the extent that, it applies) and, where appropriate;
- *The Queensland Coastal Plan*, comprising:
 - *State Policy for Coastal Management*; and,
 - *State Planning Policy for Coastal Protection*,

Referencing:

- *The Queensland Coastal Plan – State Planning Policy for Coastal Protection – Guideline*

2.8.1.2 The intent is to encourage detailed scenic analysis and, where appropriate, responsive design in those areas that contain scenic amenity values which are important to the community. Generally, higher scenic amenity ratings should attract higher levels of investigation.

2.8.1.3 The scenic amenity mapping is only intended to apply to Council applications and not to State Development Areas or Significant Projects as declared by the Coordinator General.

2.8.2 LIMITATIONS

2.8.2.1 The landscape unit mapping is carried out at a broad scale based on available vegetation mapping and aerial photography and has not been aligned with cadastral information. The mapping does not represent the final level of detail needed in an application. Detailed site-level reviews against the

appended scenic amenity assessment tables may reveal sites which have multiple or variable scenic values or have been altered since this document was produced. Scenic values in certain areas may increase or decrease over time in response to lawful vegetation clearing, natural regrowth, creation of building areas, construction of lawful dwellings, exempt development, and other reasonable processes.

2.8.2.2 Accuracy of terrain data is not able to be quantified as a constant, however, Miriam Vale and Gladstone City contours appear to be based on detailed Light Detection and Ranging data (LIDAR) and the standard error in the less detailed Calliope data has been reduced by testing and minor modification based on overlapping LIDAR and broad scale terrain mapping. In any case, the mapping appears to provide a reasonable basis for broad scale scenic amenity mapping which is intended to trigger further detailed analysis at Development Application stage.

2.8.2.3 Accuracy of remnant vegetation data is also not able to be quantified as a constant and is based on Version 6.0 Remnant Vegetation mapping by DERM (Calliope and Gladstone City) and earlier versions of Remnant Vegetation Mapping (Miriam Vale) from Council records. However, the mapping appears to provide a reasonable basis for scenic amenity mapping which is intended to trigger further detailed analysis at Development Application stage.

2.8.2.4 Scenic Amenity mapping does not separately articulate areas of high visual amenity and important landscape character, however, from initial investigations, there appears to be a strong correlation between areas of moderate to high scenic value and those of high visual sensitivity / important landscape character.

2.8.2.5 For consistency, the mapping has not attempted to estimate or assume the extent of change as a result of existing approvals or significant projects being carried out.

2.8.3 DISCUSSION AND RECOMMENDATIONS

2.8.3.1 The following triggers for development assessment are recommended (Refer **Appendix 8** for proposed **Draft Scenic Amenity Overlay Code**):

2.8.3.2 AREAS WITH A SCENIC AMENITY RATING OF 8-10 REGIONAL SIGNIFICANCE (Including areas of high district and local significance):

- Refer **Sections 2.2 to 2.7** for classification methodology and further definitions.
- Areas are mapped on the Scenic Amenity Overlay.
- Areas are not typically expected to be suitable for conventional development.
- The Scenic Amenity Overlay and Code need not apply to Self Assessable Applications. Only Code and Impact Assessable Development should require assessment.
- Both Code and Impact Assessable Development in these areas may require detailed assessment in the form of a **Scenic Amenity Assessment Report**, prepared by a suitably qualified and experienced person.
- There may also be some benefit is establishing a **Planning Scheme Policy** which provides **Guidelines for Scenic Amenity Assessments**. If the development application is limited to small lookouts, interpretive trails, boardwalks or other low-visual impact structures that are intended to enhance the scenic experience, only a **Scenic Amenity Management Statement** may be necessary.
- The Scenic Amenity Overlay (in conjunction with the relevant *Coastal Management Plan* and other applicable planning instruments and designations at the time) should be consulted by Council when identifying future land use

designations under the planning scheme to ensure that areas of high scenic value are not placed at unreasonable risk of development.

2.8.3.3 AREAS WITH A SCENIC AMENITY RATING OF 7.5

DISTRICT SIGNIFICANCE (Including areas of high local significance):

- Refer **Sections 2.2 to 2.7** for classification methodology and further definitions.
- Areas are mapped on the Scenic Amenity Overlay.
- Areas are not typically expected to be suitable for conventional urban development. However, as identified in the discussions with Council mentioned at **Section 2.7.1**, some small areas of existing urban development that are surrounded by areas of high scenic significance, such as within the Town of Seventeen Seventy, may meet the criteria for district significance, but be suitable for urban development that maintains the existing scenic values.
- Again, the Scenic Amenity Overlay and Code is not intended to apply to Self Assessable Applications.
- Code Assessable Development in these areas may require a basic assessment in the form of a **Scenic Amenity Management Statement**.
- Impact Assessable Development in these areas may require detailed assessment in the form of a **Scenic Amenity Assessment Report**, prepared by a suitably qualified and experienced person.

2.8.3.4 AREAS WITH A SCENIC AMENITY RATING OF 5-7 LOCAL SIGNIFICANCE:

- Refer **Sections 2.2 to 2.7** for classification methodology and further definitions.
- Areas do not appear on the Scenic Amenity Overlay.
- Most areas are expected to be visually receptive to some form of development.

- However, as previously identified by Council, due to the potential for some high-rise or high-density developments to impact on high value scenic landscapes, it is recommended that all Impact Assessable applications located in areas not otherwise mapped with a scenic amenity rating of 7.5, 8, 9 or 10 should still be subject to the Scenic Amenity Code and basic assessment in the form of a ***Scenic Amenity Management Statement***.

2.8.3.5 AREAS WITH A SCENIC AMENITY RATING OF 1-4 URBAN LANDSCAPE VALUES

- Refer ***Sections 2.2 to 2.7*** for classification methodology and further definitions.
- Areas do not appear on the Scenic Amenity Overlay.
- The vast majority of areas are expected to be visually receptive to development.
- However, as previously identified by Council, due to the potential for some high-rise or high-density developments to impact on high value scenic landscapes, it is recommended that all Impact Assessable applications located in areas not otherwise mapped with a scenic amenity rating of 7.5, 8, 9 or 10 are still subject to basic assessment in the form of a ***Scenic Amenity Management Statement***.

3.0 BUILDING HEIGHT STRATEGY

3.1 SUMMARY OF ISSUES

- 3.1.1 The community has identified a need for a greater level of certainty as to building height limits in and around the Boyne Island and Tannum Sands localities.
- 3.1.2 This section identifies a framework, and opportunities, for increased building heights in built up areas, particularly in and around the Boyne Island and Tannum Sands localities, which is expected to assist in determining what mechanisms might be available and whether they provide the community with a reasonable level of certainty.
- 3.1.3 Recent high-rise approvals within the Boyne Island / Tannum Sands localities and the continued growth of other built-up areas have delivered increased development density in those locations, thus present a reasonable starting point for further investigations.
- 3.1.4 The critical component of the Building Height Strategy is its close relationship to other planning studies, instruments, and designations (Such as *State Planning Policy 1/07* - refer **Appendix 1**), such that the ultimate location and extent of high rise development requires input from other sources such as traffic and transport planning, infrastructure and population.
- 3.1.5 The primary goal for the strategy is to provide the basis for appropriate and consistent planning scheme controls that promote clear outcomes with regard to building height, bulk and scale.

3.2 RESULTS OF ANALYSIS AND RECOMMENDATIONS (FOR KEY SITES WITHIN THE BOYNE ISLAND / TANNUM SANDS LOCALITY):

3.2.1 Key Site 1 – Boyne Island Neighbourhood Centre:

- 3.2.1.1 The eastern portion has an approval for a seven storey building on its southern side and an approval for 6, 8, 10 and 12 storey buildings on its northern side, with the taller buildings located on the lower-lying parts of the site.
- 3.2.1.2 As the eastern portions of the key site are located well below the level of the existing adjacent intersection (Centenary Drive and Malpas Street), they are not particularly prominent at the local and district scale and are visually receptive to some increase in building height over the current acceptable solution.
- 3.2.1.3 The more elevated western portions, particularly those adjoining residential allotments, will need to respond more to privacy and overshadowing impacts and provide an appropriate transition between the low-medium density residential areas to the west and existing and approved commercial / mixed use / high density residential development to the east.
- 3.2.1.4 Recommend inclusion in a **Local Area Plan or Structure Plan as Precinct 1**.
- 3.2.1.5 Refer to **Map 1.1** for suggested precinct boundary.
- 3.2.1.6 Refer to **Map 1.2** for relevant local character components and visual values; and,
- 3.2.1.7 Refer to **Map 1.3** for a detailed building height review.

3.2.2 Key Site 2 – Tannum Sands Local Centre:

- 3.2.2.1 The site is presently dominated by commercial and short-term accommodation uses.
- 3.2.2.2 The site is located at the top of a hill and straddles two visual catchments.

- 3.2.2.3 The southern and western portions have recently been developed as a commercial centre and the Tannum Sands Hotel Motel remains on part of the eastern portion.
 - 3.2.2.4 The eastern portion (including the existing hotel and areas to the east) is subject to a proposal that the applicant is independently seeking views on.
 - 3.2.2.5 The tallest buildings proposed on the site are shown along or near a ridge line which separates the two visual catchments and positions the buildings in direct line of sight of the Hampton Drive approach from the west, thereby increasing the potential for visual impact.
 - 3.2.2.6 The proposed height of the buildings introduces a third, and much larger, “proposed built form visual catchment”.
 - 3.2.2.7 Future development of this site will need to respond to proximity and compatibility of existing and anticipated adjacent land use (increased setbacks for reduced overlooking / overshadowing, and adoption of other ‘good neighbour’ principles), protect the skyline from inappropriate development and make a strong contribution to enhancing the streetscape character.
 - 3.2.2.8 Recommend inclusion in a **Local Area Plan** as **Precinct 2**.
 - 3.2.2.9 Refer to **Map 1.1** for suggested precinct boundary.
 - 3.2.2.10 Refer to **Map 1.2** for relevant local character components and visual values; and,
 - 3.2.2.11 Refer to **Map 1.4** for a detailed building height review.
- 3.2.3 **Key Site 3 – Tannum Sands Tourist Area:**
- 3.2.3.1 The site is dominated by residential and tourist residential uses, with tourist apartments and permanent units occupying the most prominent outlooks.
 - 3.2.3.2 The landform grades steeply up from the foredunes to Millenium Esplanade and again up to parts of Ocean Street, thus the eastern portion of this Key Site has the potential to be exposed to the coastline. A number of coastal gullies also cut swathes through the foredune

complex, thereby increasing the exposure of the eastern-most parts of Key Site 3 to the foreshore.

- 3.2.3.3 The key site is generally not suited to an increase in the acceptable solution for building heights.
- 3.2.3.4 Future development of this key site will need to respond to proximity and compatibility of existing and anticipated adjacent land use (overlooking / overshadowing) and make a strong contribution to enhancing the streetscape character.
- 3.2.3.5 Refer to **Map 1.2** for relevant local character components and visual values.

3.2.4 **Key Site 4 – Tannum Sands Civic Site:**

- 3.2.4.1 The site comprises two separate allotments: the western lot is dominated by locally prominent hillside remnant vegetation which falls to an overland drainage path in the north; and the eastern lot is not as visually prominent, is partially cleared, contains some scattered regrowth and is bisected by an east-west overland drainage channel.
- 3.2.4.2 Some vegetation contained on the western lot appears to be locally important in terms of visual amenity and landscape character, particularly as viewed from Clearview Court and Timbertop Court.
- 3.2.4.3 Subject to appropriately addressing stormwater drainage issues, some development on the eastern lot may be capable of exceeding the current acceptable solutions for building height.
- 3.2.4.4 Future development of this site will need to respond to proximity and compatibility of existing and anticipated adjacent land use (overlooking / overshadowing) and make a strong contribution to enhancing the streetscape character.
- 3.2.4.5 Refer to **Map 1.2** for relevant local character components and visual values.

3.2.5 Key Site 5 – Eco Tourism Activities:

- 3.2.5.1 The site is relatively low-lying, but is subject to scenic amenity, landscape character and visual amenity considerations.
- 3.2.5.2 The site appears to have been developed for residential / tourist accommodation uses.
- 3.2.5.3 On the basis of extensive remote sensing and limited field investigation, no increase in the acceptable solution for building height and bulk is recommended for this site at this stage.

3.2.6 Key Site 6 – Boyne Island Community Resort:

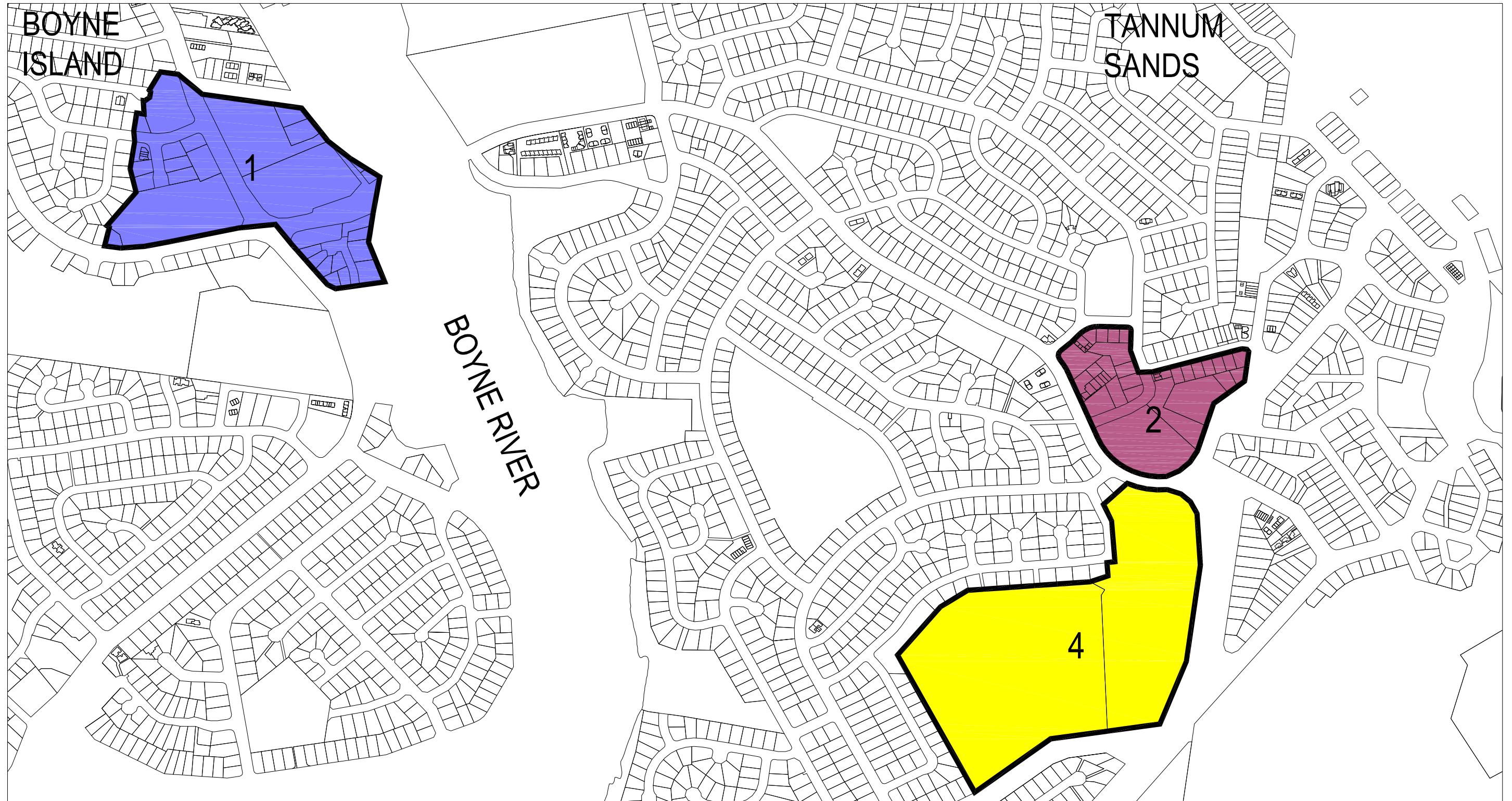
- 3.2.6.1 The site is large, relatively flat and low-lying, thus is not particularly visually prominent or constrained by important local views or limited by overlooking and overshadowing impacts on adjacent properties.
- 3.2.6.2 The eastern portion of the key site has an approval for several eight storey residential buildings and a 10 storey hotel building.
- 3.2.6.3 Visually, the site may be receptive to some increases in acceptable building height and density. However, there does not appear to be an acceptable solution for building height which can be applied across an entire lot within this key site.
- 3.2.6.4 Furthermore, the major considerations to inform the appropriate built form outcomes in this area might gravitate towards flooding (access and building immunity and emergency evacuation), traffic and transport (single access road and limited points of entry), and provision of open space (removing or limiting access to community recreation resources).

- 3.2.7 **Summary:** From the above preliminary investigations, the key issues for increased building height in the Boyne Island / Tannum Sands area were found to be: site visual exposure, bulk and scale of surrounding development, character of surrounding area, proximity and compatibility of existing and anticipated adjacent land use, and streetscape character.




3.3 GENERAL RECOMMENDATIONS

- 3.3.1 That Gladstone Regional Council review the above building height recommendations against other inputs, such as, population, traffic, transport, need and general infrastructure servicing to determine whether any of the recommended heights and densities need to be revised (Particularly if and as relevant to *State Planning Policy 1/07, Part 4 and SPP1/07 Guideline, Sections 3.5 and 5 and Appendix 2*).
- 3.3.2 That Gladstone Regional Council considers the benefits of developing an integrated centres strategy, looking at opportunities and constraints to increased residential and commercial densities, particularly in relation to the above inputs.
- 3.3.3 That any further building height strategy inputs, particularly those within the former Gladstone City Council area, are also reviewed in terms of SPP1/07 and airport operations.

BOYNE ISLAND AND TANNUM SANDS MAP 1.1 - PRECINCTS



LEGEND

-  PRECINCT 1 - BOYNE ISLAND NEIGHBOURHOOD CENTRE
-  PRECINCT 2 - TANNUM SANDS LOCAL CENTRE
-  PRECINCT 4 - TANNUM SANDS CIVIC SITE



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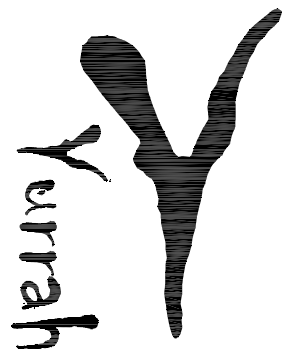
NOTE: THE PRECINCTS ABOVE ARE THOSE WHICH CONTAIN ALLOTMENTS THAT ARE, OR MAY BE, RECEPTIVE TO AN INCREASE IN BUILDING HEIGHT.

OTHER POTENTIAL PRECINCTS, SUCH AS KEY SITE 6, MAY BE RECEPTIVE TO INCREASED BUILDING HEIGHTS. THE LIMITS OF SUCH WOULD BE SUBJECT TO DETAILED PLANNING ON A SITE BY SITE BASIS. ULTIMATE EXTENT OF PRECINCTS IS SUBJECT TO COUNCIL REVIEW.

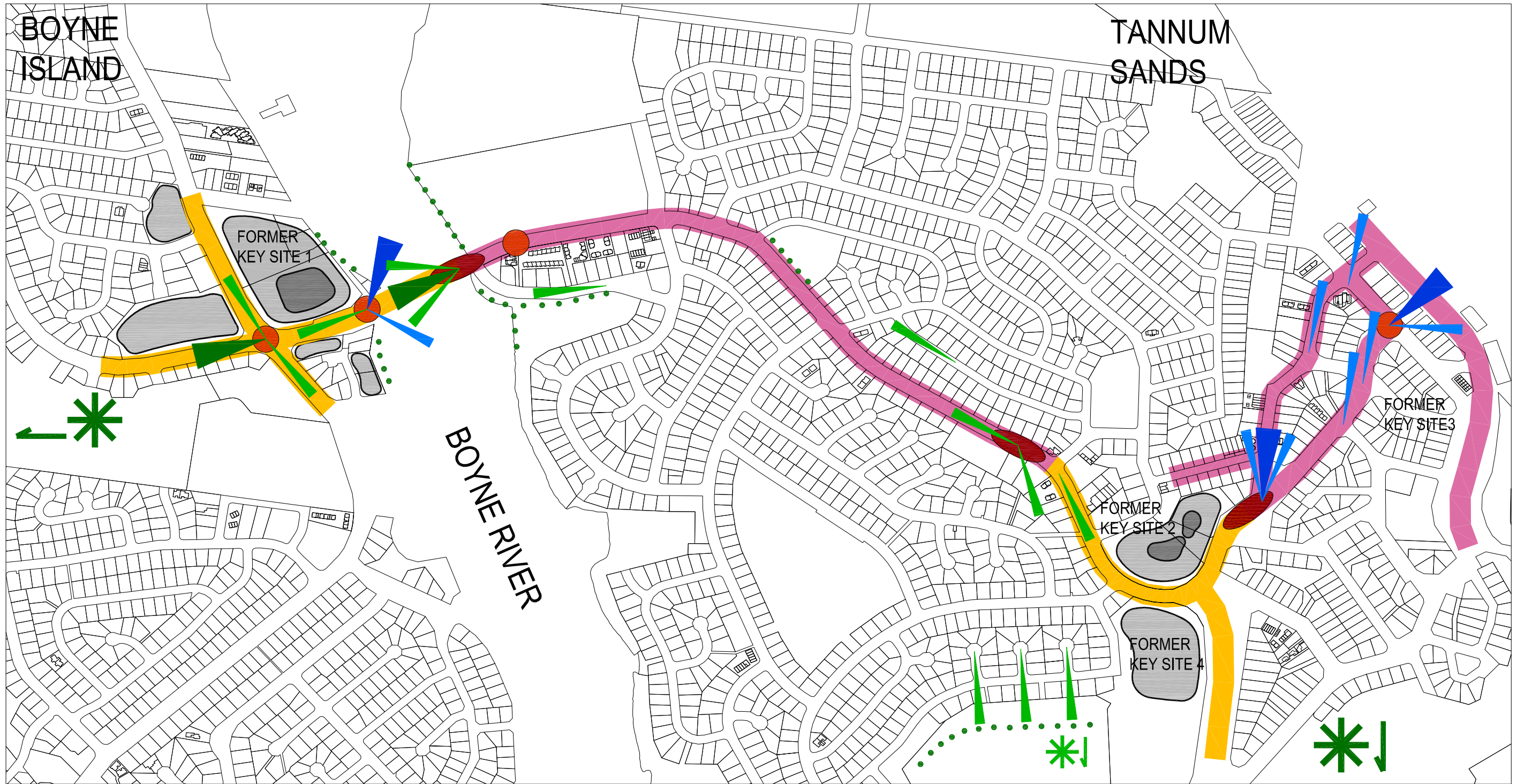
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BOYNE ISLAND AND TANNUM SANDS MAP 1.2 - CHARACTER COMPONENTS AND VISUAL VALUES



LEGEND

- | | | | | | |
|--|------------------------------------|--|---|--|---|
| | VEGETATED RIDGES | | OTHER VISUALLY SIGNIFICANT VEGETATION | | IMPORTANT RESIDENTIAL STREETSAPES AND ESPLANADES |
| | VEGETATED HILLS | | SIGNIFICANT WATER VIEWS | | OTHER IMPORTANT STREETSAPES: TRANSITIONAL CHARACTER |
| | VIEWS TO VEGETATED RIDGES | | MINOR WATER VIEWS | | TRANSITIONAL VIEWER LOCATIONS |
| | VIEWS TO VEGETATED HILLS / SKYLINE | | INVESTIGATION AREAS FOR MINOR INCREASES IN BUILDING HEIGHTS (GENERALLY UP TO 5 STOREYS HIGH) | | OTHER VIEWER LOCATIONS |
| | | | INVESTIGATION AREAS FOR SIGNIFICANT INCREASES IN BUILDING HEIGHTS (POTENTIALLY GREATER THAN 5 STOREYS HIGH), PARTICULARLY WHERE AMALGAMATING ALLOTMENTS | | |



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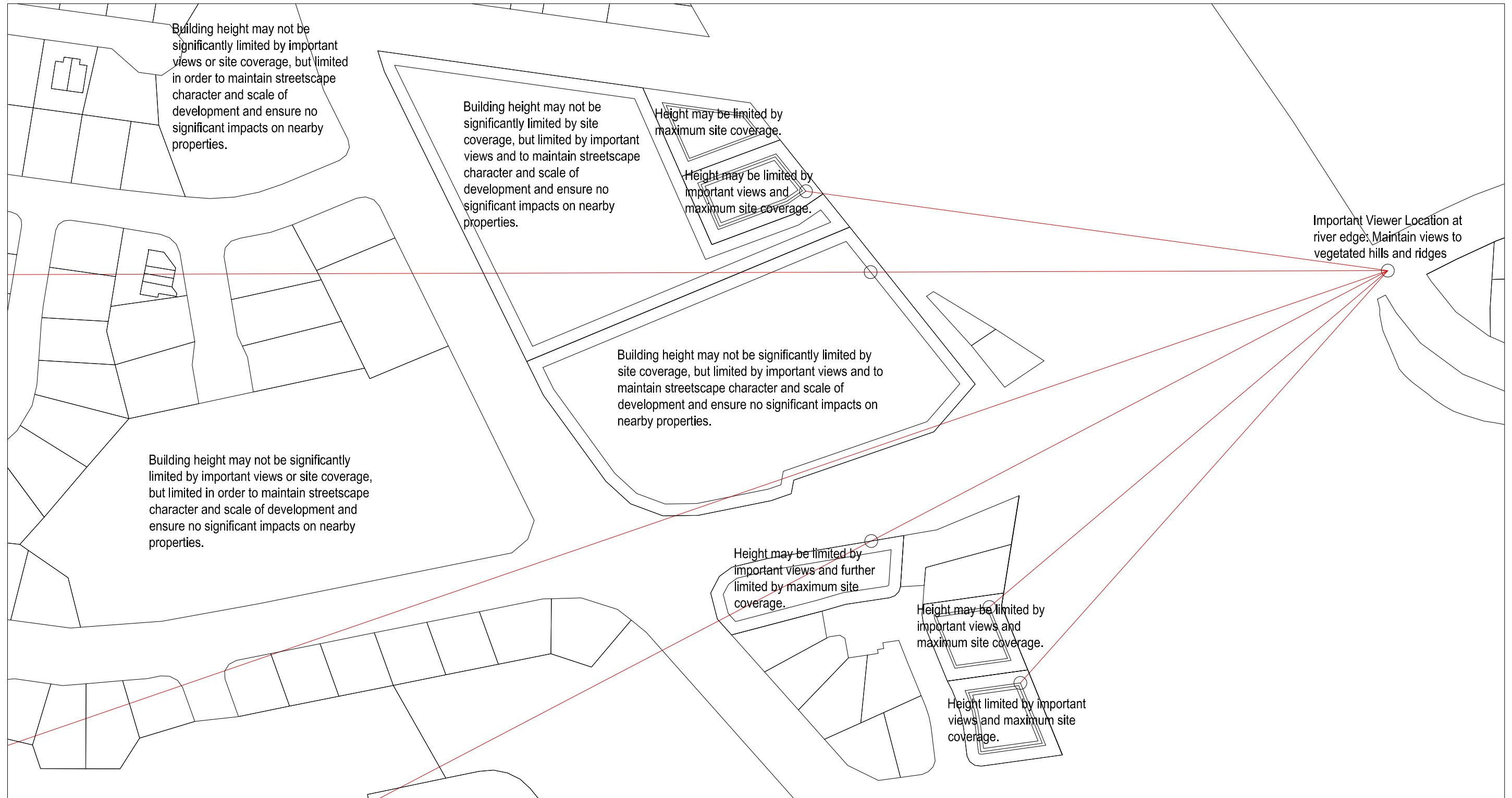
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BOYNE ISLAND AND TANNUM SANDS MAP 1.3 - BUILDING HEIGHT REVIEW - PRECINCT 1



ASSUMPTIONS: Default building heights for this assessment are based on 8.5m above natural ground for two storey buildings plus an additional 3m for each storey above that. Setbacks are based on Acceptable Solution S1.1 of the Calliope Residential Code (e.g.: a 5 storey building would have a maximum height of 17.5m above natural ground and a minimum setback from all boundaries of 8.75m). Maximum site coverage is based on the maximum site coverage of "Accommodation, building, & multiple unit residential" identified under Acceptable Solution S2.2 of the Calliope Residential Code.

KEY PERFORMANCE CRITERIA:
 PC1.1: The height, bulk, scale, form and character of buildings is compatible with the surrounding urban environment.
 PC1.2: Buildings address the street and are compatible with the streetscape character (particularly those buildings that are likely to be visible from the Transitional Viewer Locations indicated on Map 1.2).
 PC1.3: Buildings protect and maintain important views, including those indicated on Map 1.2.
 PC1.4: Buildings maintain privacy and access to sunlight and breezes for adjoining properties.

KEY ACCEPTABLE SOLUTIONS:
 AS1: Buildings do not exceed the site cover and setback acceptable solutions indicated in the applicable code for the nominated building type (or the building height is otherwise in accordance with the relevant code for the nominated building type).

Note: where existing approvals exceed the listed acceptable solutions for building height, the acceptable solutions on surrounding lots remain and the applicants for development on those lots will need to satisfy the relevant performance criteria should they wish to exceed the listed acceptable solutions.



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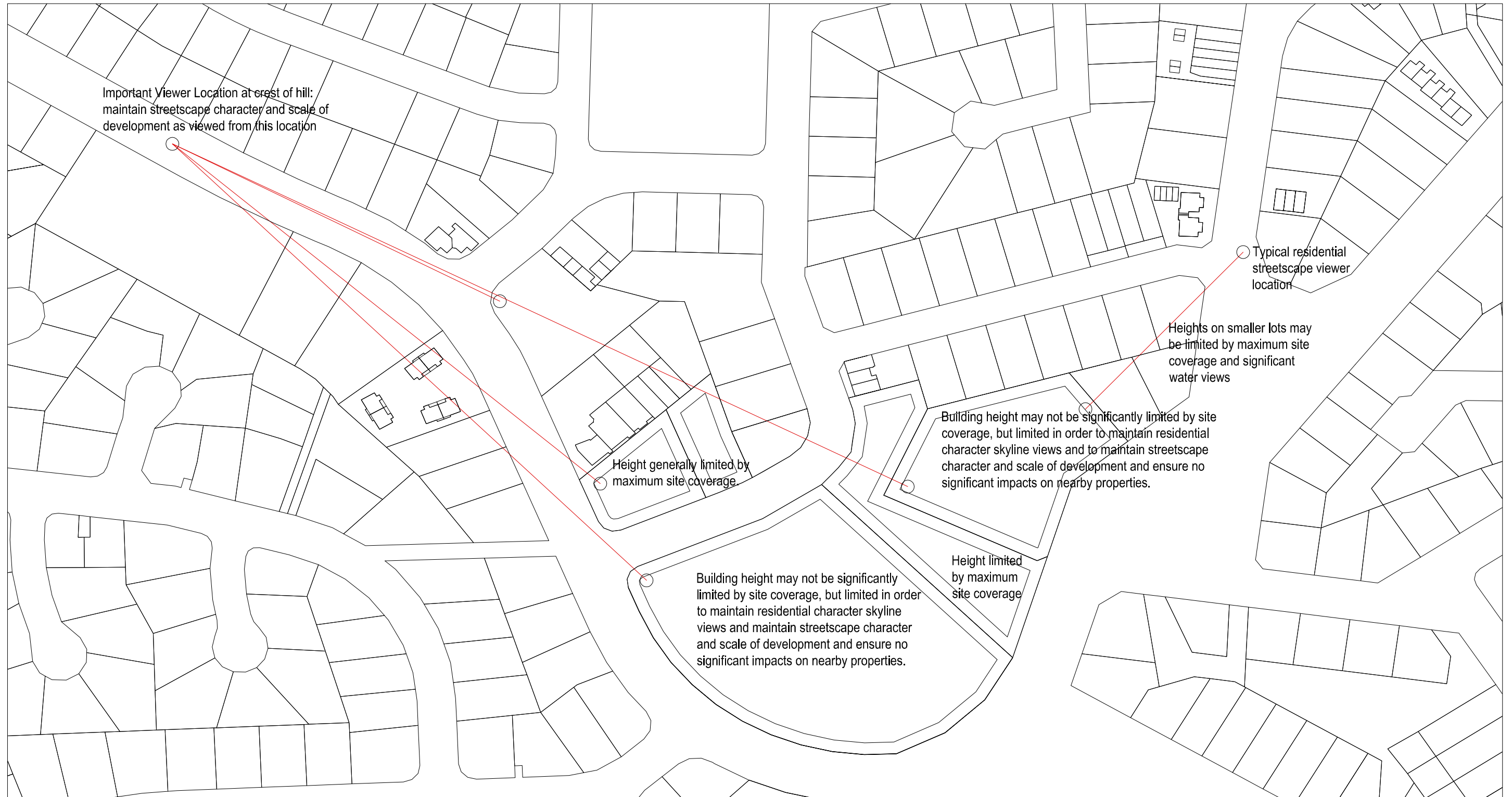
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BOYNE ISLAND AND TANNUM SANDS MAP 1.4 - BUILDING HEIGHT REVIEW - PRECINCT 2



ASSUMPTIONS: Default building heights for this assessment are based on 8.5m above natural ground for two storey buildings plus an additional 3m for each storey above that . Setbacks are based on Acceptable Solution S1.1 of the Calliope Residential Code (e.g.: a 5 storey building would have a maximum height of 17.5m above natural ground and a minimum setback from all boundaries of 8.75m) . Maximum site coverage is based on the maximum site coverage of "Accommodation, building, & multiple unit residential" identified under Acceptable Solution S2.2 of the Calliope Residential Code .

KEY PERFORMANCE CRITERIA:

- PC1.1: The height, bulk, scale, form and character of buildings is compatible with the surrounding urban environment.
- PC1.2: Buildings address the street and are compatible with the streetscape character (particularly those buildings that are likely to be visible from the Transitional Viewer Locations indicated on Map 1.2.
- PC1.3: Buildings protect and maintain important views, including those indicated on Map 1.2.
- PC1.4: Buildings maintain privacy and access to sunlight and breezes for adjoining properties.

KEY ACCEPTABLE SOLUTIONS:

- AS1: Buildings do not exceed the site cover and setback acceptable solutions indicated in the applicable code for the nominated building type (or the building height is otherwise in accordance with the relevant code for the nominated building type) .

Note: where existing approvals exceed the listed acceptable solutions for building height, the acceptable solutions on surrounding lots remain and the applicants for development on those lots will need to satisfy the relevant performance criteria should they wish to exceed the listed acceptable solutions.



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4.0 ASSESSMENT RECOMMENDATIONS

4.1 SCENIC AMENITY ASSESSMENT RECOMMENDATIONS

- 4.1.1 Upon the *Queensland Coastal Plan: State Planning Policy: Coastal Protection* coming into effect, a final review of this policy (and any other relevant legislation) against the attached maps, previous sections and the following recommendations should be considered.
- 4.1.2 Review and/or adoption of the **Overlay Maps** at **Section 2.7** of this report.
- 4.1.3 Formulation of a **Scenic Amenity Overlay Code** to support and give effect to the **Overlay Maps**. A draft code is provided at **Appendix 8** and incorporates all recommendations previously made in this report.
- 4.1.4 Applying exemptions for **Self Assessable Development**.
- 4.1.5 Applying the **Overlay Code** to **Code Assessable Development** occurring on lots affected by the mapping.
- 4.1.6 Applying the **Overlay Code** to **Impact Assessable Development** occurring within *and* outside of mapped areas.
- 4.1.7 Establishing a **Planning Scheme Policy** which provides **Guidelines for Scenic Amenity Assessments**.
- 4.1.8 Consult the **Scenic Amenity Overlay** (in conjunction with the relevant *Coastal Management Plan* and other applicable planning instruments and designations at the time) when identifying future land use designations under the planning scheme to ensure that areas of high scenic value are not placed at unreasonable risk of development.
- 4.1.9 Establishing a **Planning Scheme Policy** which provides **Guidelines for Open Space Management Plans**.

- 4.1.10 Consider the benefits of undertaking regional landscape character mapping or developing a landscape character overlay for the whole of region.

4.2 BUILDING HEIGHT STRATEGY RECOMMENDATIONS

- 4.2.1 Review the suggested Increased Building Height Investigation Areas in the maps at **Section 3.3** against other inputs, such as, population, traffic, transport, need and general infrastructure servicing to determine whether any of the recommended heights and densities need to be revised (Particularly if and as relevant to *State Planning Policy 1/07, Part 4 and SPP1/07 Guideline, Sections 3.5 and 5 and Appendix 2*).
- 4.2.2 Consider developing an integrated centres strategy for other parts of the Gladstone Region, looking at opportunities and constraints to increased residential and commercial densities, particularly in relation to the above multiple inputs.
- 4.2.3 Ensure that any further building height strategy inputs, particularly those within the former Gladstone City Council area, are also reviewed in terms of SPP1/07 and airport operations.

4.3 RECOMMENDATIONS FOR ALL COMPONENTS

- 4.3.1 Consider whether and to what degree this assessment should be subject to further Council review and/or peer review and/or community consultation / engagement.

5.0 SOURCES OF INFORMATION

Calliope Shire Council Planning Scheme and related maps

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GRC (2010), *Towards a New Planning Scheme: A Discussion Document*, Gladstone Regional Council: Gladstone.

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OUM (2007), *South East Queensland Regional Plan 2005-2026: Implementation Guideline No. 8: Identifying and Protecting Scenic Amenity Values*, Queensland Government Office of Urban Management, Department of Infrastructure: Brisbane.

Queensland Government Vegetation Management Act 1999.

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U.S. Department of Agriculture, Forest Service (1995), *Landscape Aesthetics: A Handbook for Scenery Management. Handbook Number 701*, USDAFS.

6.0 APPENDICES

APPENDIX 1: INVESTIGATION PROCESS & METHODOLOGY

APPENDIX 2: VIEWER LOCATIONS

APPENDIX 3: VISUAL EXPOSURE

APPENDIX 4: SCENIC PREFERENCE

APPENDIX 5: VISUAL EXPOSURE TESTING

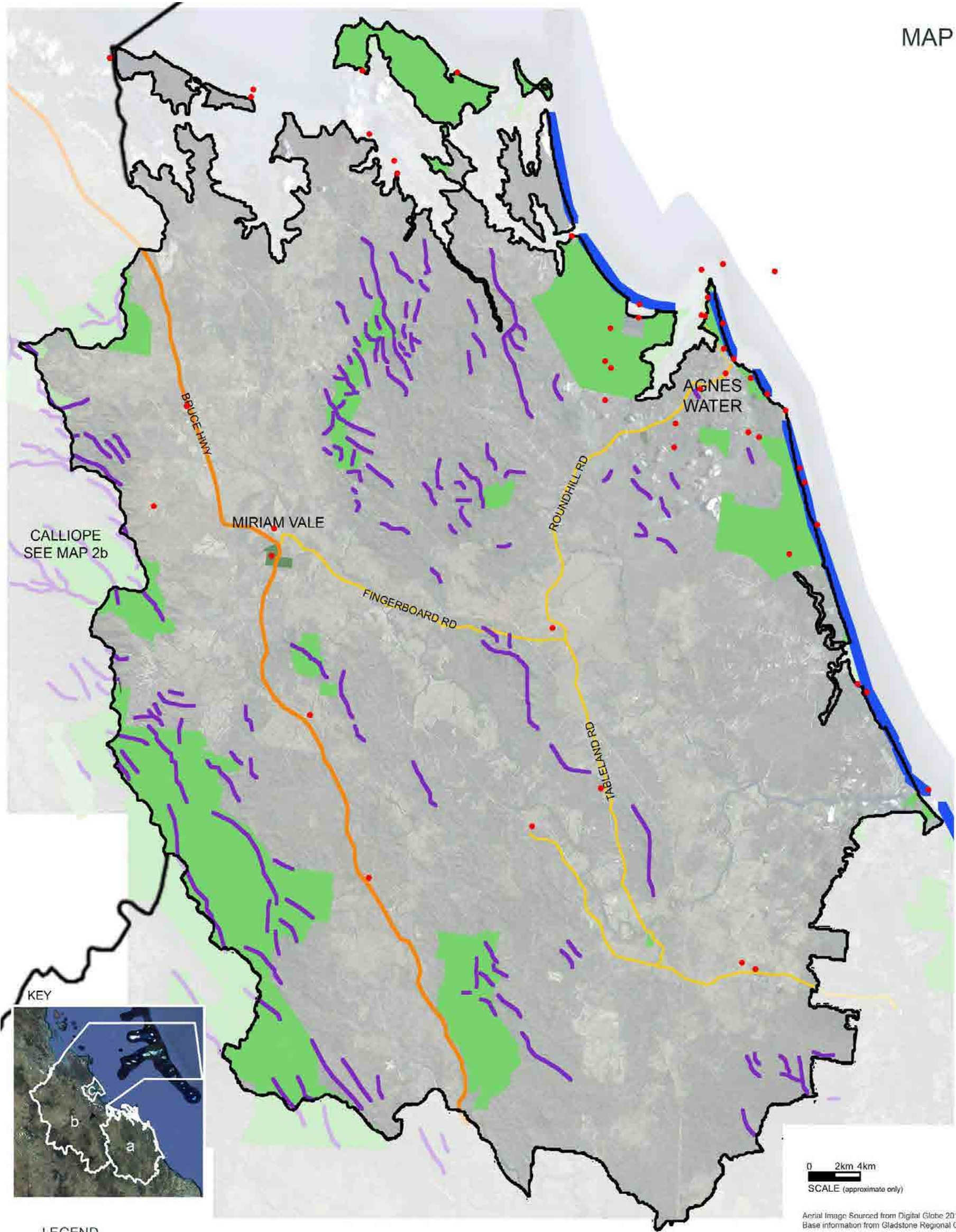
APPENDIX 6: SCENIC AMENITY RATING

APPENDIX 7: SCENIC SIGNIFICANCE

APPENDIX 8: DRAFT SCENIC AMENITY OVERLAY CODE

APPENDIX 2: VIEWER LOCATIONS

MAP 2a



0 2km 4km
SCALE (approximate only)

Aerial Image Sourced from Digital Globe 2010
Base information from Gladstone Regional Council 2010

LEGEND

- Potential Area of interest / viewer location
Reviewed in greater detail throughout study period.
Sourced From Panoramio, Digital Globe 2010/2011
and The Gladstone Region GAPDL, 2011, Retrieved
21/07/11 from <http://www.gladstoneregion.info/>
- Ridge Lines
Approximate Locations Shown Only
Terrain Data Sourced From GRC 2010
- Highway
Road Data Sourced From GRC 2010
- Major Roads
Road Data Sourced From GRC 2010
- Public Beach
Sourced From Digital Globe 2010
- National and Conservation Parks
Sourced From The State of QLD (Department of
Environment and Resource Management)
QLD Government 2010
- State Forests
Sourced From The State of QLD (Department of
Environment and Resource Management)
QLD Government 2010
- Council Parks
Sourced From GRC 2010 and Digital
Globe 2010
- Private Open Space
Sourced From Digital Globe 2010

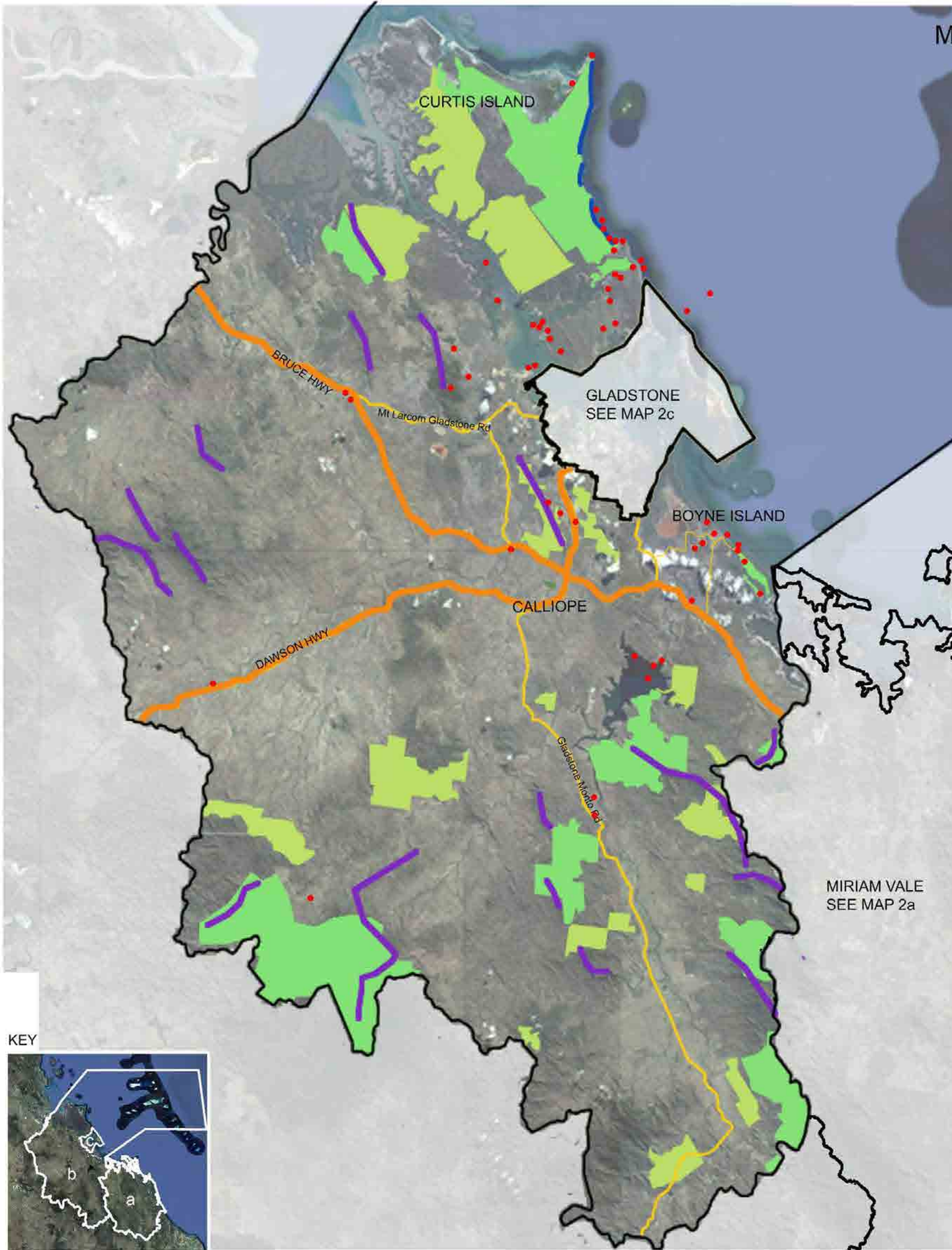


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at
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21/07/11 Final 001
date amendment issue
drawing
**Viewer Location Map
Miriam Vale Shire**
dwn JBL/LH chk NPI/AS north
job # 1009045-7
date As shown
scale As shown
dwg # **SK.2a**

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MAP 2b



KEY



LEGEND

- Potential Area of interest / viewer location
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and The Gladstone Region GAPDL, 2011, Retrieved
21/07/11 from <http://www.gladstoneregion.info/>
- Ridge Lines
Approximate Locations Shown Only
Terrain Data sourced from GRC 2010
- Highway
Road Data sourced from GRC 2010
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Road Data sourced from GRC 2010
- Public Beach
Sourced From Digital Globe 2010
- National and Conservation Parks
Sourced From The State of QLD (Department of
Environment and Resource Management)
QLD Government 2010
- State Forests
Sourced From The State of QLD (Department of
Environment and Resource Management)
QLD Government 2010
- Council Parks
Sourced From GRC 2010 and Digital
Globe 2010
- Private Open Space
Sourced From Digital Globe 2010

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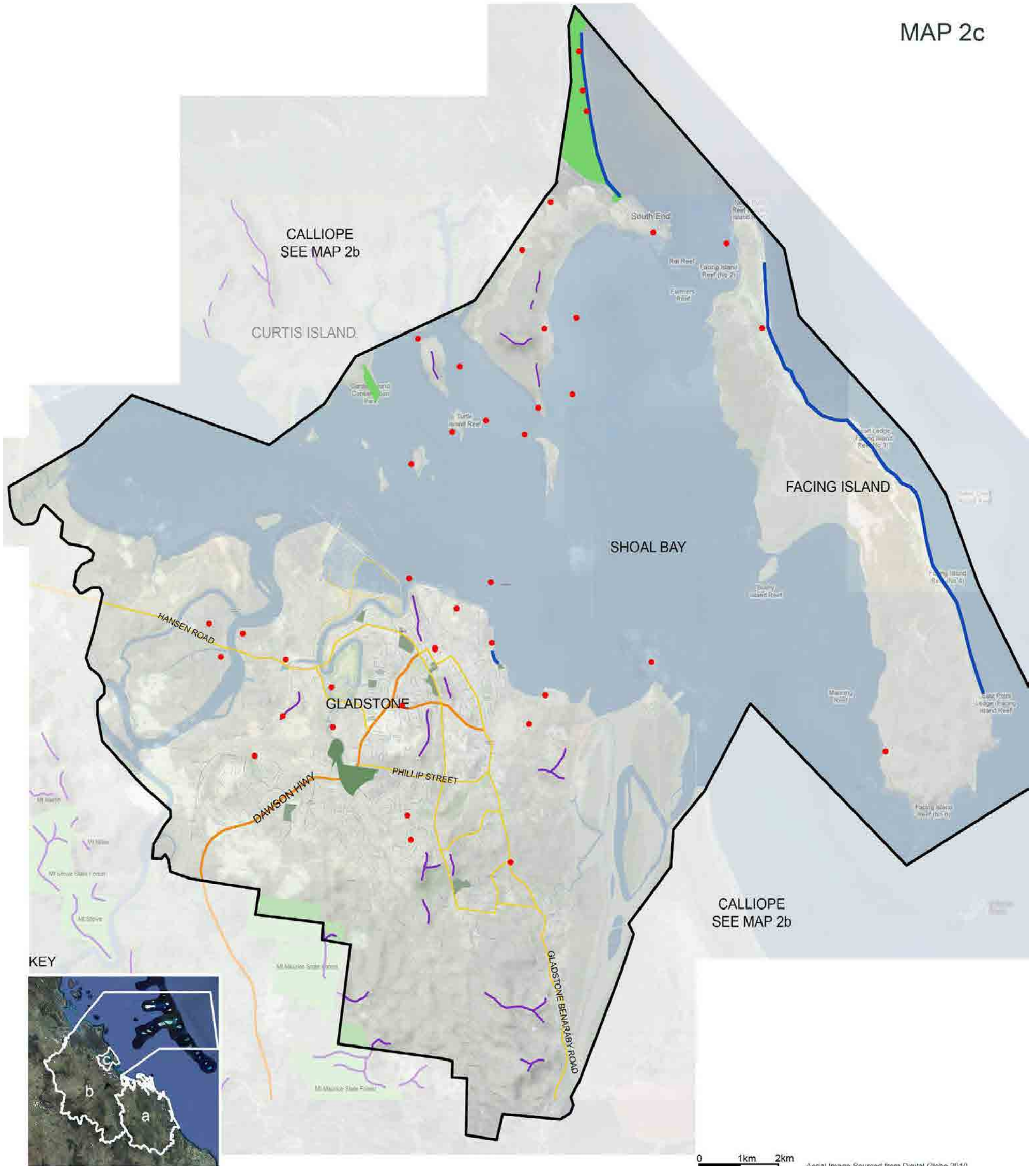
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drawing	issue
Viewer Location Map Calliope	
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MAP 2c



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LEGEND

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Viewer Location Map Gladstone

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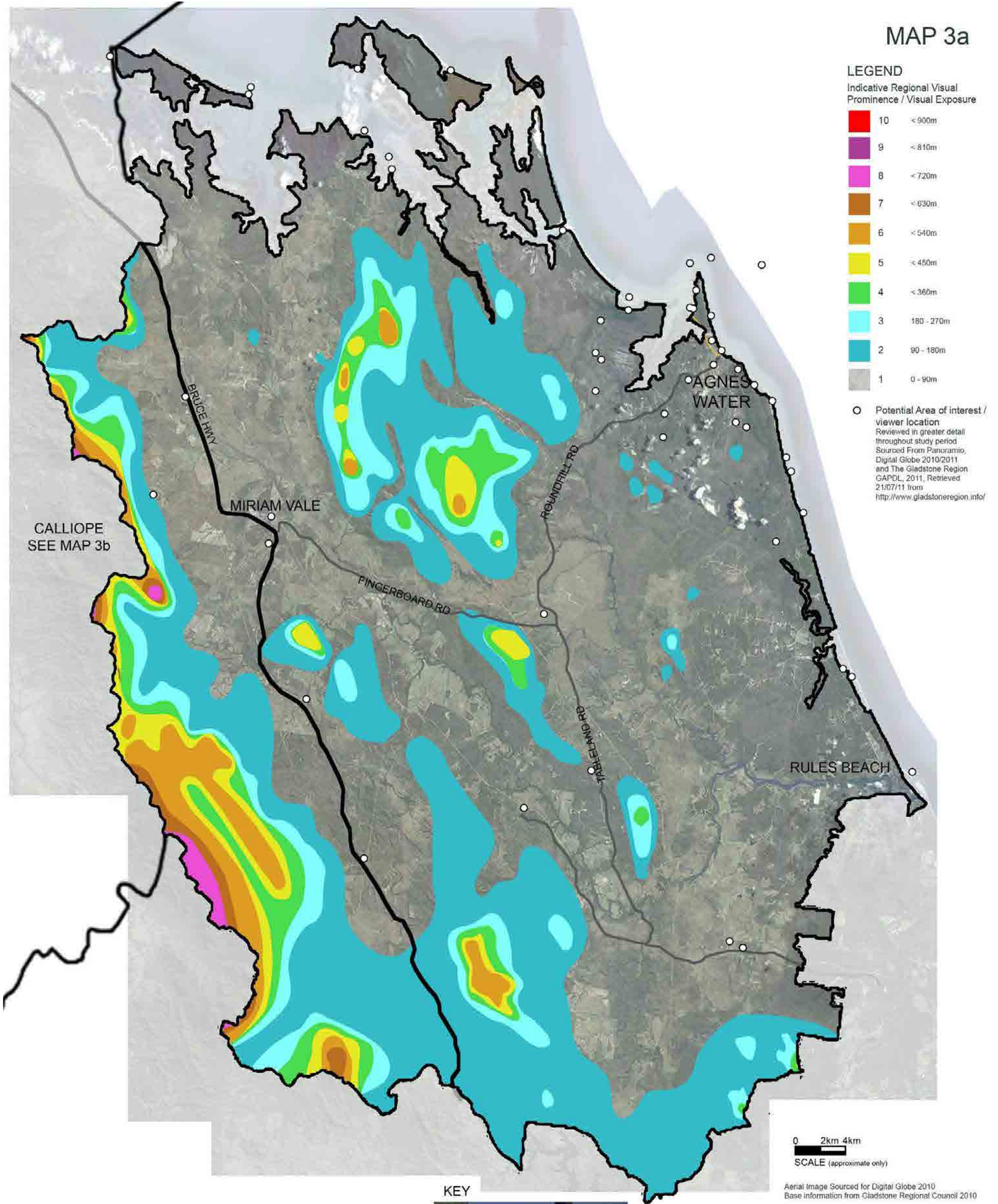
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APPENDIX 3: VISUAL EXPOSURE

TABLE 3a: Gladstone Regional Council Visual Exposure Table

Visual Exposure Score	Description (Approximate highest and lowest elevations within the region, divided into ten categories – slope component added to VE1 and VE2 to capture coastal and near-coastal foothills).
10	810m AHD to 900m AHD (and above)
9	720m AHD to 810m AHD
8	630m AHD to 720m AHD
7	540m AHD to 630m AHD
6	450m AHD to 540m AHD
5	360m AHD to 450m AHD
4	270m AHD to 360m AHD
3	180m AHD to 270m AHD
2	0m AHD to 180m AHD: steep and undulating landforms
1	0m AHD to 180m AHD: areas dominated by flat topography

MAP 3a



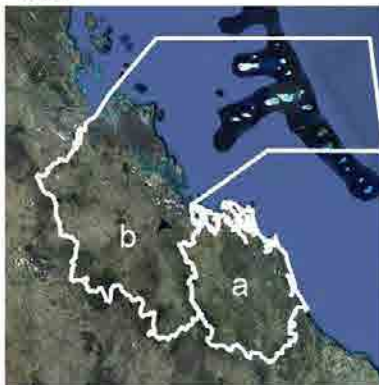
CALLIOPE
SEE MAP 3b

MIRIAM VALE

AGNES WATER

RULES BEACH

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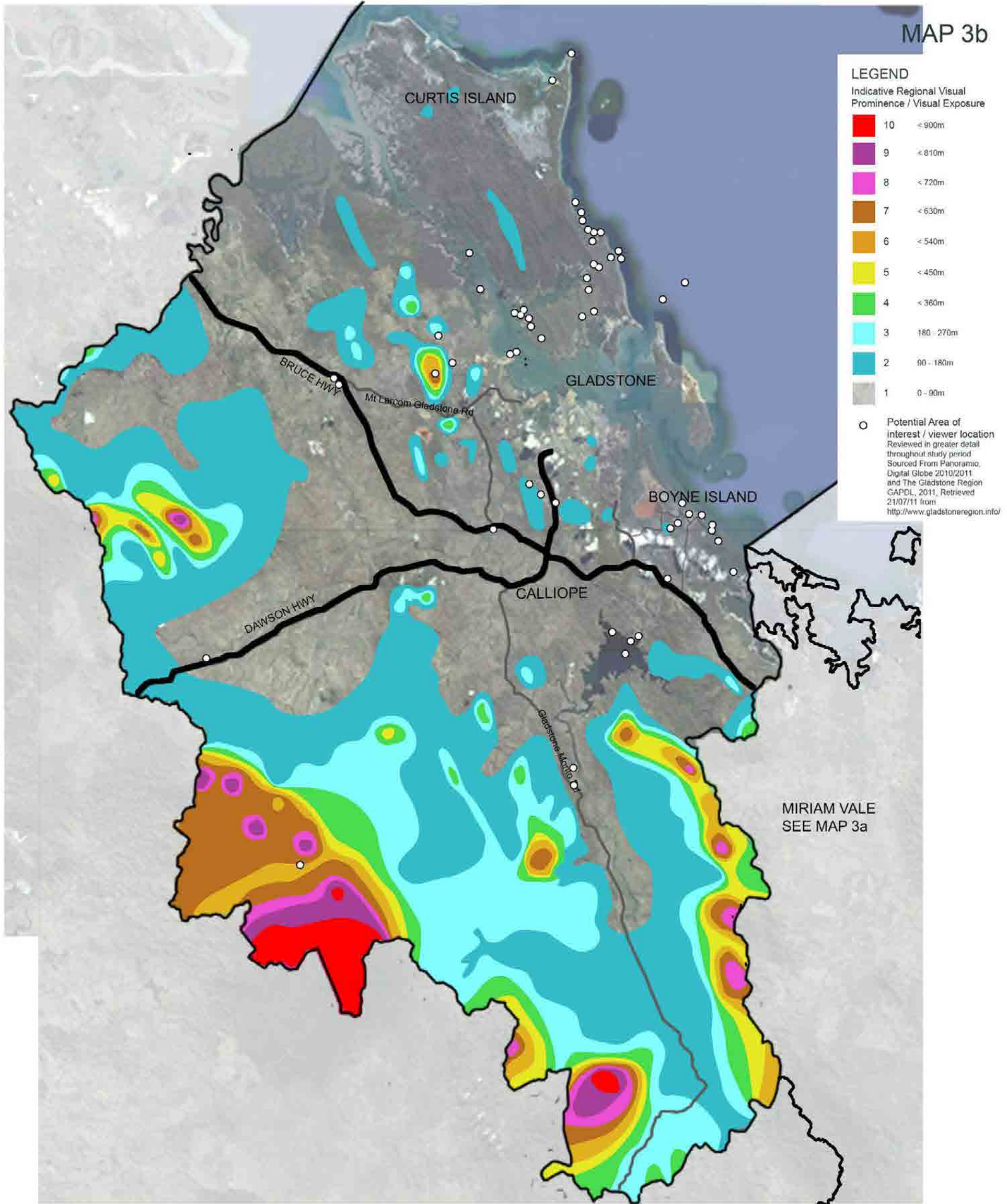
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Indicative Visual Exposure Miriam Vale		
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scale	As shown	
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		SK.3a

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MAP 3b

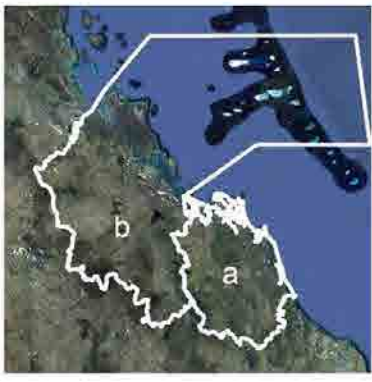


LEGEND
 Indicative Regional Visual Prominence / Visual Exposure

10	< 900m
9	< 810m
8	< 720m
7	< 630m
6	< 540m
5	< 450m
4	< 360m
3	180 - 270m
2	90 - 180m
1	0 - 90m

○ Potential Area of interest / viewer location
 Reviewed in greater detail throughout study period
 Sourced From Panoramio, Digital Globe 2010/2011 and The Gladstone Region GAPDL, 2011, Retrieved 21/07/11 from <http://www.gladstoneregion.info/>

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 scale As shown
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SK.3b

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APPENDIX 4: SCENIC PREFERENCE

TABLE 4a: Gladstone Regional Council Landscape Unit Evaluation Table

Scenic Preference Score	Description of Landscape Unit (listed in order of anthropogenic influence and relative regional abundance).
10	<p>Regionally rare natural landform & landscape elements:</p> <ul style="list-style-type: none"> • Natural rock escarpments and rocky / exposed headlands. • Vegetated headland or vegetated coastline – For steep coastlines, extend mapping beyond first ridge. For gently sloping land, adopt a width suitable for establishing a substantial vegetative buffer (e.g.: 50-100m, depending on vegetation type and composition). Width of buffer may also increase for low-lying areas that are likely to be visible from elevated Significant and Popular Viewpoints. • Undeveloped vegetated islands. • Exposed sand masses. • Sandy beaches. • Marine lowlands including mangrove flats. • Areas of open water that are natural or natural in appearance (coastline, lakes, estuaries), including visible sand bars and wave cut platforms.
9	<p>Occasional natural landscape elements:</p> <ul style="list-style-type: none"> • Vegetation dominated by mapped remnant vegetation communities.
8	<p>Regionally common natural landscape elements:</p> <ul style="list-style-type: none"> • Non-remnant forest cover (from aerial photography)
7	<p>Locally common semi-natural landscape elements:</p> <ul style="list-style-type: none"> • Plantation forest (from aerial photography) • Grazing land with scattered or patchy vegetation (< 50% cover: aerial) • May include approved and existing development that is set amongst vegetated hillsides / coastal headlands / other landscapes of high scenic significance, such as the Town of Seventeen Seventy.
6	<p>Regionally abundant rural landform & landscape elements:</p> <ul style="list-style-type: none"> • Expansive pastures and grasslands. • Expansive crops.
5	<p>Locally abundant rural / modified landform & landscape elements:</p> <ul style="list-style-type: none"> • Small pastures and grasslands. • Small crops. • Cleared easements and tracks without visible infrastructure. • Large parks and playing fields
1-4	<p>Urban influence and modified landscape forms:</p> <ul style="list-style-type: none"> • High density urban (commercial and residential) uses. • Other urban residential and industrial uses (including quarries and extractive uses and other large areas of disturbance). • Due to scale limitations, mapping may not include individual buildings on large tracts of land, buildings set amongst dense vegetation, some local roads, rail lines and power easements.

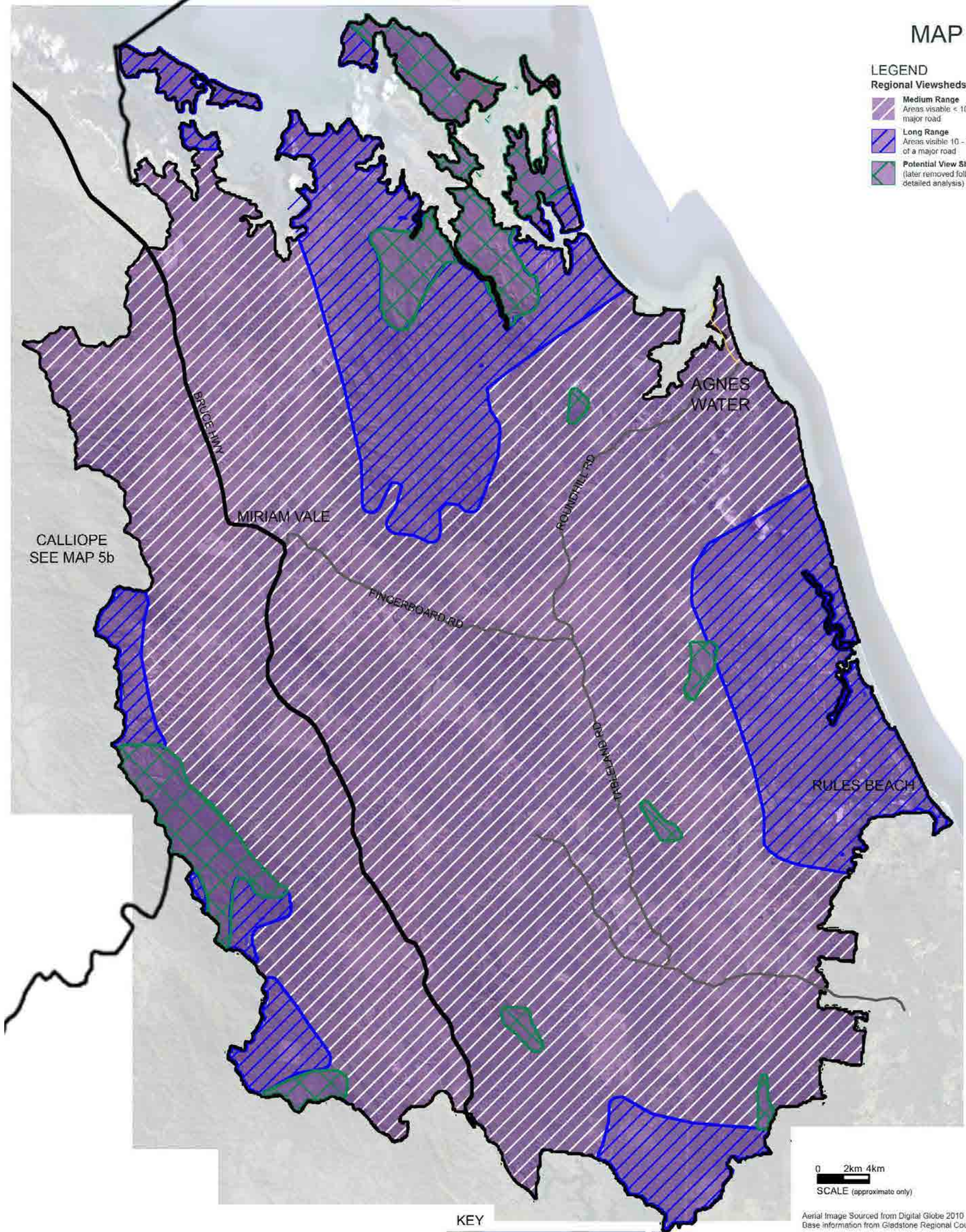
APPENDIX 5: VISUAL EXPOSURE TESTING

MAP 5a

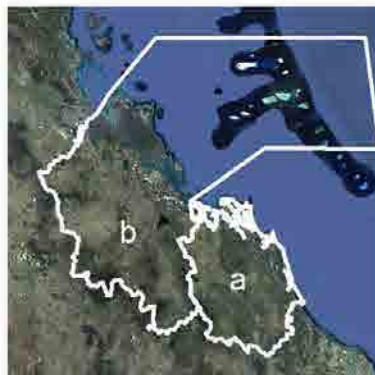
LEGEND

Regional Viewsheds

-  **Medium Range**
Areas visible < 10km of a major road
-  **Long Range**
Areas visible 10 - 20km of a major road
-  **Potential View Shadow**
(later removed following detailed analysis)



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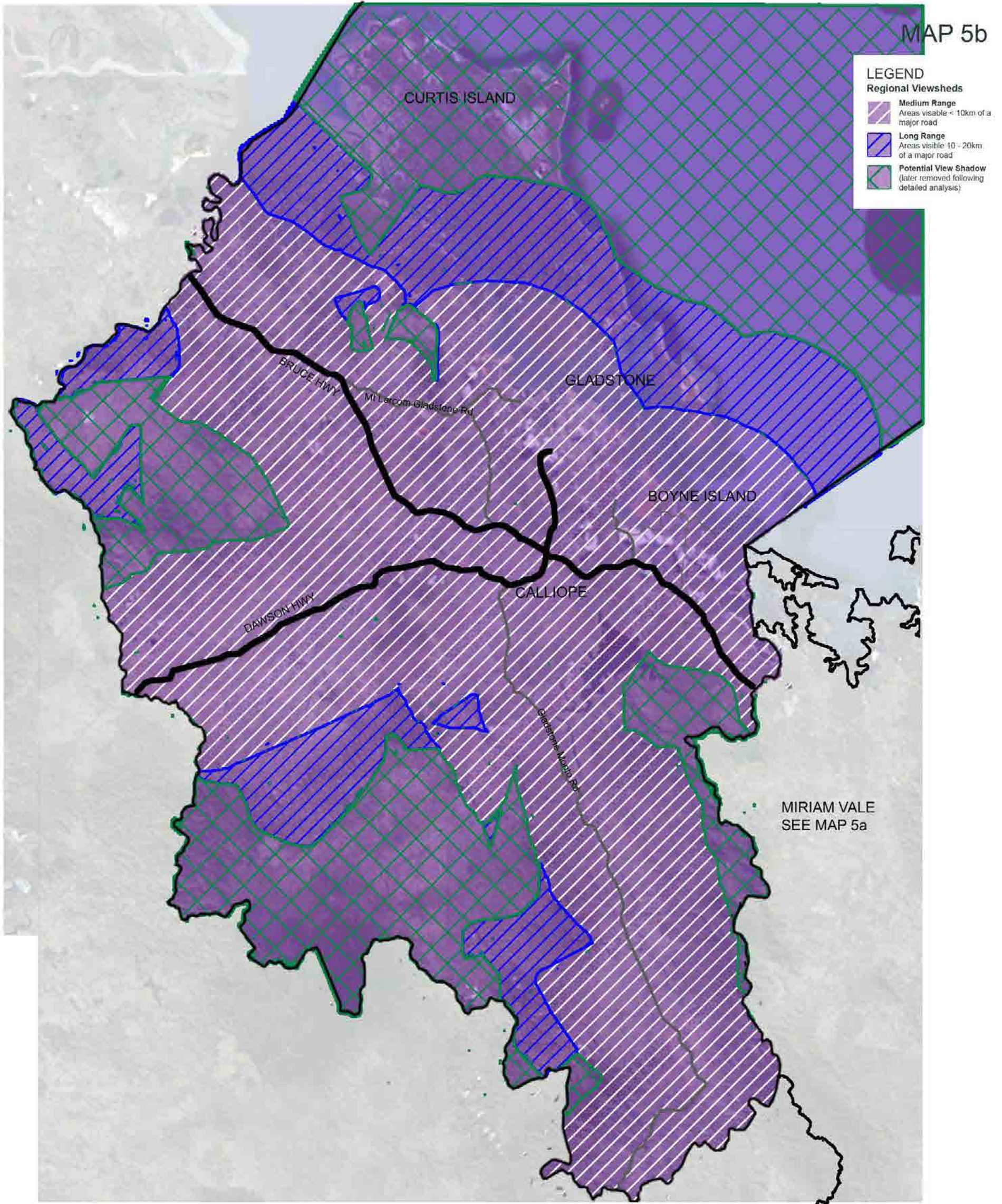
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drawing
**Viewshed analysis
Miriam Vale**

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dwg #
SK.5a

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MAP 5b

LEGEND
Regional Viewsheds

- Medium Range**
Areas visible < 10km of a major road
- Long Range**
Areas visible 10 - 20km of a major road
- Potential View Shadow**
(later removed following detailed analysis)

KEY



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Base information from Gladstone Regional Council 2010



SCALE (approximate only)

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scale As Shown dwg #
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APPENDIX 6: SCENIC AMENITY RATING

TABLE 6a: Gladstone Regional Council Scenic Amenity Look-Up Table

(adapted from *South East Queensland Regional Plan 2005-2026: Implementation Guideline No. 8: Identifying and protecting scenic amenity values*).

Scenic Amenity

Visual Exposure	10	1 to 4 (Urban Influence)	6	8	9	10	10	10
	9		6	8	9	9	10	10
	8		6	7.5	8	9	10	10
	7		6	7.5	8	9	9	10
	6		6	7.5	7.5	8	9	10
	5		5	7.5	7.5	8	9	9
	4		5	7.5	7.5	7.5	8	9
	3		5	7.5	7.5	7.5	8	9
	2		5	7.5	7.5	7.5	7.5	8
	1		5	5	5	6	7	8
		1 to 4	5	6	7	8	9	10
Scenic Preference / Landscape Unit Value								

APPENDIX 7: SCENIC SIGNIFICANCE

TABLE 7a: Scenic Amenity Significance

Scenic Amenity Rating	1 to 4	5	6	7	7.5	8	9	10
						Regional Significance		
					District Significance			
		Local Significance						
	Urban Landscape							

NOTE: Significance ratings are representative of scenic amenity values only. This table does not represent integrated assessment of historic and cultural values, which may require assessment under other legislation.

APPENDIX 8: DRAFT ASSESSMENT TABLES AND SCENIC AMENITY OVERLAY CODE

Gladstone Regional Council Planning Scheme

Constraint Code Scenic Amenity

Table 8a: ASSESSMENT INTENT TABLE

Highest mapped value within the subject lot/s as shown on the Scenic Amenity Overlay	LEVEL OF ASSESSMENT		
	SELF	CODE	IMPACT
8, 9 or 10	X	SAAR	SAAR
7.5	X	SAMS	SAAR
Not Mapped (1-7)	X	X	SAMS

- X** Overlay Code does not apply.
- SAMS** Overlay Code applies. Completion of a basic *Scenic Amenity Management Statement* may be required.
- SAAR** Overlay Code applies. Completion of a detailed *Scenic Amenity Assessment Report* may be required.

1.0 Purpose

This code seeks to ensure the long term protection, enhancement and management of important areas for their scenic value. This code supports and implements, at the regional level, state and national policies (including the **Queensland Coastal Plan**), legislation and strategies. For the purposes of this code, Scenic Amenity is defined as: “a measure of the relative contribution of each place in the landscape to the collective appreciation of open space as viewed from places that are important to the public” (Department of Natural Resources, 2001).

2.0 Application

2.1 This code applies to development indicated as **either Code Assessable or Impact Assessable** *[to be determined by Council]* by the **Table of Development** *[Or other appropriate mechanism/s to be determined by Council following drafting of the planning scheme]* for the area within which the development is proposed.

2.2 In particular, this code applies to **all Impact Assessable Development** (regardless of whether the subject lot/s contain mapped scenic amenity areas) and to **Code Assessable Development** on sites that include **Mapped Scenic Amenity Values**, as identified on **Overlay Map** *[Insert Map Reference]* – **Scenic Amenity**. For sites that contain the above mapped values, this code requires assessment of the entire site and not just the portion/s covered by the mapped scenic amenity values.

2.3 Notwithstanding the statements in 2.1 and 2.2 above, this code does not apply to development that does not exceed 250m² **total use area** *[or equivalent measure from adopted planning scheme]* and does not result in the clearing of any vegetation.

2.4 Performance Criteria and Specific Outcomes P1-6 apply to all development subject to this code.

3.0 Development Requirements

Performance Criteria and Specific Outcomes	Acceptable and Probable Solutions
Development that is <i>[Code Assessable or]</i> Impact Assessable <i>[to be determined]</i>	
Scenic Amenity Assessment	
<p>P1 Prior to commencing the development design, the scenic amenity values on, and visible from, the site must be identified and assessed by a suitably qualified and experienced person and the extent and nature of scenic amenity values and areas confirmed. For the purposes of this code, Scenic Amenity is defined as: “a measure of</p>	<p>A1.1 For sites that include mapped Scenic Amenity Areas of Regional Significance (Mapped Values of 8, 9 and 10 on Overlay Map <i>[Insert Map Reference]</i> – Scenic Amenity), the extent and nature of scenic amenity values / areas relevant to the site is confirmed within a Scenic Amenity Assessment Report, prepared by a suitably qualified and</p>

<p><i>the relative contribution of each place in the landscape to the collective appreciation of open space as viewed from places that are important to the public” (Department of Natural Resources, 2001).</i></p>	<p>experienced person in accordance with Planning Scheme Policy [Insert Policy Reference] – Guidelines for Scenic Amenity Assessments [or insert alternate source].</p> <p>OR</p> <p>A1.2 For sites that include Scenic Amenity Areas of High District Significance (Mapped Values of 7.5) but no areas of Regional Significance (Mapped Values of 8, 9 and 10), the extent and nature of scenic amenity values / areas relevant to the site is confirmed within a Scenic Amenity Management Statement (for code assessable development) or a Scenic Amenity Assessment Report (for impact assessable development), prepared by a suitably qualified and experienced person in accordance with Planning Scheme Policy [Insert Policy Reference] – Guidelines for Scenic Amenity Assessments [or insert alternate source].</p> <p>OR</p> <p>A1.3 For Impact Assessable Development on sites that do not contain any mapping, the extent and nature of important scenic amenity values / areas relevant to the site is confirmed within a Scenic Amenity Management Statement</p>
<p>Retention of Confirmed Significant Scenic Amenity Areas</p>	
<p>P2.1 Confirmed significant scenic amenity values</p>	<p>A2 Development does not occur within confirmed</p>

<p>must be protected and maintained.</p> <p>P2.2</p> <p>In accordance with the <i>Queensland Coastal Plan: State Planning Policy: Coastal Protection (2011)</i>, the dominance of the natural character of the coast is to be maintained or enhanced when viewed from the foreshore unless the development is:</p> <ul style="list-style-type: none"> a) within ports or airports b) within a maritime development area or aquaculture development area or c) for minor public maritime infrastructure. 	<p>significant scenic amenity areas, including, but not necessarily limited to, vegetated ridgelines, forested hillsides and exposed coastal areas that are dominated by natural visual values.</p>
<p>P3</p> <p>Confirmed significant scenic amenity values must not be negatively impacted by the development or by activity resulting from the establishment and operation of the development.</p>	<p>A3.1</p> <p>Development does not detract from important views to confirmed significant scenic amenity areas, including, but not necessarily limited to, vegetated ridgelines, forested hillsides and exposed coastal areas that are dominated by natural visual values.</p> <p>A3.2</p> <p>Buildings and other structures incorporate significant shading of external surfaces and have external finishes and colours that are of a low to moderate Light Reflectance Value (50% LRV or lower).</p>
<p>Layout</p>	
<p>P4.1</p> <p>Lot size, design and layout must support the protection of the sites confirmed significant scenic amenity values as experienced from public viewing locations.</p>	<p>A4</p> <p>Lot size, design and layout facilitates the implementation of any setbacks and vegetative buffers identified in the approved assessment report or management statement as required</p>

<p>P4.2</p> <p>In accordance with the <i>Queensland Coastal Plan: State Planning Policy: Coastal Protection (2011)</i>, development is to maximise opportunities to maintain and/or enhance natural scenic amenity values through the maintenance and restoration of vegetated buffers between development and coastal waters, where practicable unless the development is development specified in P2.2 a) – c).</p>	<p>to maintain the viability of the site's confirmed scenic amenity areas, particularly as experienced from public viewing locations.</p>
<p>Relationship with Other Codes</p>	
<p>P5</p> <p>The protection of confirmed significant scenic amenity values, particularly the nature and extent of buffers to those areas, should not prevent compliance with other codes such as those concerned with bushfire management and biodiversity.</p>	<p>A5</p> <p>No acceptable solution provided.</p>
<p>Management</p>	
<p>P6</p> <p>Management arrangements must facilitate the protection of confirmed significant scenic amenity values and all related buffers and setbacks.</p>	<p>A6.1</p> <p>Confirmed scenic amenity areas, buffers and setbacks, identified in the scenic amenity assessment report or management statement, are:</p> <ul style="list-style-type: none"> a) Dedicated as Public Open Space, where required for public access or for some other public purpose consistent with their scenic values; or b) Incorporated within Private Open Space and included within a Voluntary Statutory Covenant under the Land Title Act 1994.

	<p>A5.2 An Open Space Management Plan has been prepared in accordance with [Insert Planning Scheme or Policy Reference or insert alternate source].</p>
--	--