Part 3  Strategic Framework

3.1  Preliminary

(1) The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring that 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) there are six themes that work together to articulate the complete policy direction which include:
   (i) Settlement pattern theme.
   (ii) Economic development theme.
   (iii) Infrastructure theme.
   (iv) Strong communities theme.
   (v) Natural resources and landscapes theme.
   (vi) Natural environment theme.
(c) the strategic outcome(s) sought 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 of a number of elements;
(f) the land use strategies for achieving these outcomes.

(4) Although each theme has its own section, the strategic framework is read in its entirety as a policy direction for the planning scheme.

3.2  Strategic Intent

3.2.1  Yarrabah – Paradise by the Sea

3.2.1.1 Location and physical characteristics

(1) The Yarrabah local government area is located in the Far North Queensland Region, between the Cairns Regional Council local government area to the east and the Coral Sea to the west. The main Yarrabah township, situated at the northern end of the local government area, is approximately 10 kilometres due east of the city centre of Cairns across Trinity Inlet. Despite this proximity, access to Yarrabah into Cairns city centre is via a 52 kilometre sealed road.

(2) The ridge line of the Murray Prior range and the Malbon Thompson range is the western physical boundary of Yarrabah with the most prominent peaks at Mount Yarrabah (630m), Mount Murray Prior (774m), Mount Gorton (798m) May Peak (884m), Grey Peaks (644m north and 749m south), Bell Peak North (1026m) and Bell Peak South (939m). Much of this range consists of very steep, inaccessible terrain and incised ravines that drain directly to the Coral Sea. Several rocky outcrops push through the canopy along the range providing an accent to the predominant lush green forested hillside cover.

(3) In the north eastern corner of Yarrabah, Grant Hill (399m) and Cape Grafton (351m) form two distinctive forested headland features. Each is separated by low lying palustrine wetlands which are subject to periodic water inundation through much of the year. Another broad palustrine and estuarine
wetland system associated with Buddabaddoo / Saltwater Creek drainage network forms a dramatic open plain at the base of May Peak and Bell Peak North.

(4) There are no major river systems in Yarrabah. However, uniquely almost all water catchments in Yarrabah are contained entirely within the local government area.

(5) False Cape is the northern limit of the Yarrabah coastline which extends generally to Palmer Point, 35 kilometres to the south-south-east. The coastline consists of several steep headlands and a mix of sandy beaches and rocky foreshores. Parts of the foreshore, particularly around False Cape, Cape Grafton and along much of the southern half of Yarrabah’s coastline is virtually inaccessible due to the steep rocky cliffs that ascend directly from the water’s edge. The coastline also includes the near-shore islands of Rocky Island in Mission Bay and Gunjurra (Kunjurra) Island off Oombunghi Beach. The more distant islands, Green Island, Fitzroy Island and the Frankland Island group, are not part of Yarrabah local government area.

(6) In total, the Yarrabah local government area is 158.8km2 in area. Geographically, the land is triangular in shape, with a 35 kilometre length that tapers from 9 kilometres in width in the north to 4 kilometres in width in the south. The ridgeline of the Murray Prior Range/Malbon Thompson range forms the western boundary of the Yarrabah local Government area until it reaches a point that aligns almost due west of Palmer Point, where the boundary runs eastward to form the southern limit of the shire.

(7) There are four protected areas in, and adjacent to, Yarrabah:
   (a) Grey Peaks National Park;
   (b) Malbon Thompson Conservation Park;
   (c) Malbon Thompson Forest Reserve
   (d) Trinity Forest Reserve.

(8) Certain areas of indigenous cultural heritage and important landscapes are not specifically identified in the planning scheme due to cultural sensitivity.
Map 2 – Yarrabah Shire context map
3.2.1.2 Communities

(1) The Yarrabah local government area is home to a thriving and diverse aboriginal community of approximately 2400 people at the 2011 census (source ABS) making it the largest discrete aboriginal community in Australia. Of those, 99% identified as Aboriginal or Torres Strait Islander. Yarrabah has a large proportion of younger people with the median age of Yarrabah residents being 22. Most of the population is settled in the main township of Yarrabah adjacent to Mission Bay in the northern part of the shire. Other formal settlements are located along Back Beach Road to the south of the main Yarrabah township.

(2) Back Beach Road is the main north-south spine that connects the Yarrabah township to Oombunghi beach. It is a bitumen sealed road that connects a series of newer and smaller communities locally known as Mourigan, Djenghi and Oombunghi (see Map 3).

(3) Back Beach Road continues southward as a well-formed, but unsealed road into National Park from an area of the seasonal campsites by the ocean at Djilji to the mouth of Buddabadoo Creek. At this point the road turns to the west and inland providing access to several isolated homestead sites approximately 2.5 kilometres from the coastline. This road continues over the range into the Cairns region as a track linking to Pine Creek-Yarrabah Road near Pine Creek. There are no roads or any other communities in the remaining part of the shire south of Buddabadoo Creek. However informal recreational sites, such as Toombul, Clarkie Camp and Paul Pocket are distributed along the foreshore south of Buddabadoo Creek (see Map 2).

(4) Bukki Road extends eastward from Mourigan as an unsealed track providing access to a light scattering of home sites and camps that stretch along the western base of Grant Hill. Further seasonal camps and housing exist at the beach at Wungu.
Map 3 – Yarrabah Shire detail of settled areas
### 3.2.1.3 Historical administrative and tenure context and the ILUAs

1. The Yarrabah township was originally established as the Anglican Bellenden Ker Mission in 1892. It eventually became known as Yarrabah (an anglicised version of the local language word for meeting place, Eyerreba). Yarrabah was run as a Mission until 1961 when the management of the town was transferred to the Queensland government. The first Yarrabah Aboriginal Council was established at this time to act primarily as an advisory body to the Queensland government.

2. The Queensland government introduced legislation in 1984 that established a system of community level land trusts under Aboriginal ownership and administration. These trusts are known as a 'Deed of Grant in Trust' (DOGIT). Yarrabah received its DOGIT in 1986 with the trustee being the Council of the day, and became self-governing and responsible for major projects, housing, community buildings, roads, licenses and permits. However, under the DOGIT, residents do not have title on an individual basis and as such there is no underlying rate base that can generate revenue for the Council.

3. The Commonwealth Native Title Act 1993 provides for Indigenous land use agreements (ILUAs) between native title holders or claimants and other interested parties which outline how land and waters covered by an agreement will be used and managed into the future. There are a number of ILUAs that apply to Yarrabah each having varying planning significance.

4. In October 2011, the Yarrabah Local Government Indigenous Land Use Agreement ("the Local Government ILUA") was registered as part of a Native Title consent determination. This is an agreement between the Council, Council’s agents and contractors and the Gunggandji people.

5. The Local Government ILUA also includes draft planning scheme mapping in the schedules that attach to the ILUA that will be inconsistent with this planning scheme. It should be noted that this ILUA does not apply to the land that was transferred to the Gunggandji Mandingalbay Yidinji People RNTBC and Gunggandji RNTBC in 2015 and 2016 respectively. Since the transfer has occurred the RNTBCs have two decision making processes that relate to land development, one as trustee of the transferred land and one as the holder of Native Title rights and interests for all of the land subject to the determination.

6. In October 2012, an agreement between Council, Council’s agents and contractors and the Gunggandji and Mandingalbay Yidinji Peoples was registered as part of a Native Title consent determination. The Native Title determination is Mundraby and others on behalf of the combined Mandingalbay Yidinji – Gunggandji Claim v State of Queensland. The Gunggandji-Mandingalbay Yidinji People RNTBC represents the Gunggandji and Mandingalbay Yidinji Peoples of the wider Yarrabah area and manages their native title rights and interests in accordance with the Federal court determination. It should be noted that this ILUA does not apply to the land that was transferred to the Gunggandji Mandingalbay Yidinji People RNTBC. The RNTBC has two decision making processes, one as trustee of the transferred land and one as the holder of the native title rights and interests for all of the land subject to the determination.

7. Land use designations as required under SPA, for the lands transferred to the RNTBCs will be incorporated into the planning scheme. It is intended that this will occur after the RNTBCs have prepared a “country based plan” for their lands, resulting in the identification of land uses that require incorporation into the planning scheme.

8. Legislative reforms introduced in 2008 enable eligible people to become home owners on indigenous land by acquiring 99-year leases for private residential purposes. Under these reforms, trustees of indigenous land can grant leases up to 99 years for any purpose including home ownership over land they hold in trust, including any social housing located on that land. For a home ownership lease, land can be leased for an existing house or for vacant land, provided that a house is built within 8 years to the standards in the Building Act 1975. These leases cannot be sub-leased.

9. In Yarrabah township, Council is the trustee of land and the RNTBC’s hold the native title rights and interests over their respective areas of the town (Gunggandji PBC in the northern area and Gunggandji Mandingalbay Yidinji PBC in the southern area). Determining whether each lease meets the...
requirements of the planning scheme and gaining the applicable reconfiguration approval will be a matter to be considered with the granting of any lease. This first planning scheme for the Yarrabah Aboriginal Shire Council local government area will direct the future use and development of land to meet the environmental, economic and social needs of the community, including directing areas which may be developed for further housing. The planning scheme also identifies what types of development require planning approval and what planning standards need to be met.

3.2.2 Shaping our future

3.2.2.1 Yarrabah's first planning scheme

(1) This planning scheme is the first planning scheme for the Yarrabah Local Government area. The purpose of a planning scheme is not to simply record and properly set out a planned community through a series of land use zones, but to also look forward strategically for the longer term future of the community. If, for no other purpose, the first planning scheme for Yarrabah should seek to shape the future for the community. For Yarrabah this means:

- maintaining connection to country;
- recognising lore;
- increasing economic opportunity;
- making housing available for a variety of needs;
- acknowledging limited unconstrained land availability;
- improved land use co-ordination.

3.2.2.2 Maintaining connection to country

(1) The land and sea are very important elements that help define the Yarrabah community. There is a strong connection to country and this is important to the character and spirit of the people. Yarrabah has countless untouched beaches surrounded by Coral reefs, majestic rock formations and untouched lowlands and also has its own special flora and fauna.

(2) Yarrabah also has a rich history. Ochre paintings depict life well before European contact and include images of European arrival at Cape Grafton. Artefacts from significant people groups who have contributed to the formation of Cairns and the Far North can be found in the Yarrabah area.

(3) The people of Yarrabah will continue to fish, gather and hunt on land and sea in accordance with customs and to manage the land in accordance with local tradition. This planning scheme is not intended to prevent these customs and traditions. Through careful management of the land, its natural, landscape and cultural resources, the RNTBCs with the support of Yarrabah Council will provide the stewardship that will ensure that future generations will continue to care for, and enjoy their connection to Yarrabah country.

3.2.2.3 Recognising lore

(1) The term ‘lore’ refers to customs and stories learned from Dreamtime. Aboriginal lore is passed on through generations through songs, stories and dance and it governs traditional life. Aboriginal lore provides rules on how to interact with land, kinship and country. It also includes ancestral, spiritual connections and strong beliefs that attach to land that cannot be easily captured and articulated in a planning scheme. However lore is important for future generations, by providing a link from past, present and into the future, and ultimately providing for community and personal identity.

(2) It is therefore important that lore is recognised as an important strategic principle when land management decisions are made. As such, lore is an important local contextual concept that threads through the planning scheme.
3.2.2.4 Increasing economic opportunity

(1) Economic prosperity is an essential component to achieving the long term sustainability of Yarrabah as a properly functioning community. Yarrabah’s population of 2400 people includes a significant proportion of school age children. At present, work opportunities are limited, with the majority of the Yarrabah workforce engaged as either labourers or as community and personal service workers, or working in local government administration or social assistance services, within or outside the community.

(2) The key to increasing economic opportunity for the Yarrabah community go beyond the scope of what a planning scheme can achieve. However essentially increasing economic opportunity will involve:

- a focus on building up small business in the community;
- the allocation of land for future enterprise needs within the community;
- building up tourism opportunities that focus on taking advantage of adjoining Cairns’ role as an international gateway to the region.
- recognise and protect cultural heritage sites and trails in association with the RNTBCs and realise the recreational and economic opportunity that they could deliver.
- managing housing construction in Yarrabah through local employment and training.
- increasing opportunities for home ownership.
- improving transport links into and out of the community so that workplace and training opportunities can be reached.
- allowing ‘start-up’ business to establish as small-scale home occupations without excessive red tape.
- a continued focus on education and training opportunities.
- taking advantage of digital technologies and associated digital economy.

(3) The continued role of Yarrabah as an indigenous dormitory community that is largely ‘out of sight and out of mind’ needs to change. Yarrabah is not an isolated aboriginal community, being close to Cairns with good bitumen road access to the education, training and jobs that the Cairns city offers. This first planning scheme for the Yarrabah community represents an opportunity to promote the community as a place to invest and conduct business.

3.2.2.5 Making housing available for a variety of needs

(1) Housing in Yarrabah consists predominantly of detached housing on relatively large lots. In the main township, housing stock is in relatively poor condition and there are insufficient houses for the number of residents. Demand is high for the limited stock of housing available and this has led to two specific problems that are fairly unique to Yarrabah:

- Overcrowding (understood to average 5.6 persons per household in 2011 and now potentially 15 persons per household) which has social and health implications for the community;
- Displacement of residents outside the community to Gordonvale and Cairns or into bush camps.

(2) The population continued to grow, albeit at a fairly slow rate, through the early 2000’s. However this growth slowed in the 2006-2011 census period to a negligible rate. It is therefore difficult to make projections about population growth and housing needs for a community like Yarrabah, as there are no other similar statistical communities. However, it is certain there will be a need for more housing over time. At the past trend rate of 1.2% growth in population, the population will increase by a further 660 people that will need accommodation in Yarrabah through the life of the planning scheme. This will require 132 dwelling units of some form. If problems associated with overcrowding and displacement are to be reduced, this figure could be very conservative and current non-census
surveys suggest that 1500 dwellings of various types and sizes are required to properly address the current overcrowding and homelessness issue.

3.2.2.6 Acknowledging limited unconstrained land availability

(1) Yarrabah currently has sufficient space to cater for its population and its associated services and infrastructure. A lack of suitable land availability has not been an issue that has caused any concern when land has been sought for new development in the past, and is not likely to be a problem for some time to come. However the amount of land in Yarrabah that is constrained by one element or another is significant. Amongst others, such constraints include:

- Steep land in excess of 15%.
- Land containing vegetation of medium and high ecological significance, including endangered and of concern vegetation.
- Wetland areas, including the Great Barrier Reef Wetland Protection Area.
- Land subject to coastal hazards, including sea level rise and coastal erosion.
- Water resource catchments, including bore fields.
- Land of cultural significance.

(2) Effectively this leaves the main area of vacant unconstrained land to the narrow strip along Back Beach Road extending southward to Oombunghi which essentially follows the urban footprint contained in the Far North Queensland Regional Plan. There are some other areas, such as Bukki and Wungu that may be unconstrained. However these are presently isolated from easy and affordable infrastructure servicing capability.

(3) The implication of the limited supply of unconstrained land makes decisions about land use and long term issuing of residential leases in areas along Back Beach Road even more important. As an example, land that is identified as being suitable for urban development should not be locked away through the establishment of long-term rural residential leasehold lots, when such land is required to serve a different purpose sooner rather than later.

(4) The lack of unconstrained land in Yarrabah needs to be acknowledged and taken into account when future land use decisions are being made.

3.2.2.7 Improved land use co-ordination

(1) The purpose of land use planning is to order and regulate land use in an efficient and fair manner with the aim of reducing land use conflicts. Historically, Yarrabah has developed into a linear community and development has occurred along Back Beach Road as suitable unconstrained land has always been readily available. As such a number of uses are fairly widely distributed. For example the High School is fairly distant from the main Yarrabah township. However it is well located to take advantage of the nearby sports fields and swimming pool facilities. The hospital is also fairly distant from the main Yarrabah township. In this case, this is not a significant issue as most people do not rely on a hospital on a daily basis.

(2) However, as described in section 3.3.2.4, unconstrained vacant land is a fairly limited resource and needs to be planned and managed carefully. The introduction of this planning scheme represents the first step toward achieving a more consolidated, co-ordinated land use pattern with the ultimate aim of creating liveable, accessible and well-connected communities in Yarrabah.

(3) It is acknowledged that Indigenous Land Use Agreements (ILUAs) relate to the Yarrabah Local Government Area and that the ILUAs have established land use aspirations for the Local Government Area through Native Title processes. Where the land use aspirations established in the ILUAs relate to aspects of development that a Planning Scheme would regulate, it is intended that, after considering applicable opportunities and constraints such as those reference in section 3.2.2 and it
being determined appropriate, the land use aspirations established in the ILUAs be reflected in the Planning Scheme through a future amendment to the Planning Scheme as described in section 1.7, particularly where these land use aspirations have not been reflected in the Planning Scheme.

### 3.3 Strategic framework structure

1. Council's vision for Yarrabah is described in six themes which set the policy direction in this framework. These themes are as follows:
   - (a) Settlement pattern;
   - (b) Infrastructure;
   - (c) Economic development;
   - (d) Strong communities;
   - (e) Natural resources and landscapes;
   - (f) Natural environment.

2. The six themes are interrelated and are not to be viewed as stand alone. No particular theme overrides any other. The planning scheme facilitates the theme outcomes by:
   - (a) reinforcing Yarrabah as a district activity centre in the context of the wider Far North Queensland region;
   - (b) providing for the outcomes of the State Government’s Far North Queensland Regional Plan as they relate to Yarrabah;
   - (c) applying State Planning Policies;
   - (d) establishing a framework that provides policy direction to facilitate development that supports the needs of the community;
   - (e) permitting innovative planning outcomes where needed.

3. Yarrabah Shire proposes to be an increasingly self-reliant community that seeks to shape its future in order to improve the quality of life of its residents. Section 3.2.2 of the Strategic Intent specifically examines ways to achieve this, through:
   - connecting to country;
   - recognising lore
   - increasing economic opportunity;
   - making housing available for a variety of needs;
   - acknowledging limited unconstrained land availability;
   - improved land use co-ordination.

These four principles provide the rationale that supports the more specific detail contained within each Strategic Framework theme.
The planning scheme will also complement other initiatives of Council, including the “Our Story – Building our Future” document, to ensure that Yarrabah is able to take advantage of economic opportunities as they arise. The six themes below explain how the planning scheme will do this.

### 3.4 Theme 1 – Settlement pattern

#### 3.4.1 Strategic outcomes

1. The Yarrabah local government area is a self contained community that supplies adequate land for its future growth needs and provides all the associated land uses and services that are required to support the development of a thriving community.

2. The pattern of planned land use integrates existing and future development and maintains the natural and scenic qualities of the landscape. The planned expansion of urban areas is underpinned by community need while maintaining and enhancing access to services, recreational and social infrastructure.

3. Development is co-ordinated, sequenced and appropriately planned and constructed to provide an efficient and cost effective pattern of development.

4. Additional land is provided within the township to provide for business and industry growth. However high impact industries that impact on the quality of life of Yarrabah residents are not part of the land use pattern.

5. Further rural residential development is discouraged from the long-term settlement pattern in Yarrabah due to the lack of suitable constraint free land for the community’s future housing needs.

6. The location, scale and type of development will take into account the need to avoid putting people and property at risk from climate change and other natural hazards such as flood, landslide and bush fire.

7. As stated in 1.7 and 3.2 the RNTBCs have aspirations for the transferred lands, however the RNTBCs need time to prepare a plan that identifies land use activities that would be regulated by the Planning Scheme. It is acknowledged by Council that the Planning Scheme will require an amendment in the future which may incorporate land appropriately designated as determine by a “country based planning exercise” prepared by the respective RNTBCs. In the meantime, processes are in place to
accommodate any development that maybe proposed on the transfer lands (see Planning Scheme Policy 2 – Consultation and Owner’s Consent in Yarrabah).

(8) To require development for future urban purposes to avoid or minimise disturbance to/from creation or expansion of non-tidal artificial waterways such as urban lakes and nutrients that cause algal blooms.

3.4.2 Element – Yarrabah township

(1) The Yarrabah township is part of a network of activity centres that is specifically defined within the Far North Queensland Regional Plan 2009-2031 (“the Regional Plan”). The principal activity centre for the Far North Queensland region is Cairns City, which provides the highest concentration, range and density of activities and services for the entire region. Also of planning influence to the Yarrabah township are the existing district regional activity centres at Gordonvale and Mt Sheridan, and also into the future, the major activity centre planned for Edmonton and the business industry and employment areas to be delivered as part of future planning for Mount Peter growth corridor.

Editor's note: All of these places are part of the adjoining Cairns Regional Council local government area.

(2) The Yarrabah township is defined as a district regional activity centre under the Regional Plan. District regional activity centres generally contain a reasonably large concentration of business, employment and population. They provide a range of convenience retail and urban services and may contain small district or branch offices of government.

(3) While the Yarrabah township has a wide range of branch offices and community facilities, the range of retail and office uses is restricted partly due to space limitations and partly due to lack of immediate need.

(4) Land near to the Yarrabah activity centre is suitable for residential consolidation and some modest intensification of density. However such intensification of density will be occur very gradually over time and is not intended to be significantly different to the character of the existing residential area in terms of density.

3.4.2.1 Specific outcomes

(1) District regional activity centre development occurs in the Yarrabah district activity centre as shown on Strategic Framework Map SFM-002, unless constraints justify district regional activity centre development within the general location of the Local Centre shown on Strategic Framework Map SFM-002 at Mourigan.

(2) A mix of retail, commercial, community and administrative activities are provided within the Yarrabah district activity centre.

(3) Development is laid out in a logical pattern that encourages easy pedestrian access through and between public elements of the town.

(4) The range of facilities available in and around the Yarrabah district activity centre provides an opportunity for a modest increase in residential density close to the centre. However such increase in density should not be at the expense of the surrounding character of the area.

3.4.2.2 Land use strategies

(1) There are no specific Yarrabah township land use strategies.

3.4.3 Element – Residential development

(1) The high levels of overcrowding in housing in Yarrabah has resulted in displacement of Yarrabah residents into other areas outside of Yarrabah, or, in unsuitable living environments such as overcrowded homes and illegal structures.
(2) Residential development is likely to continue to consist primarily of detached housing on individual lots. However opportunities for dual occupancy and multiple dwelling living should be available as an alternative particularly closer to the facilities in the Yarrabah township.

(3) A residential care facility is established in Back Beach Road. It is likely that either this facility will need some extension or another facility needed elsewhere to support the needs of the elderly allowing them to stay close to family and their community.

3.4.3.1 Specific outcomes

(1) Residential development occurs within the services boundary as shown on Yarrabah Priority Infrastructure Area Map YPIP-001. Settlement expansion beyond this boundary does not occur due to physical land constraints or is out of sequence with infrastructure delivery and costs.

(2) The majority of the projected population growth for Yarrabah will occur in new land subdivisions off Back Beach Road. Such development will extend to the south from Mourigan toward Djenjhi and Oombunghi as services become available.

(3) A proportion of the population growth will be accommodated through the development and redevelopment of low-medium density housing in and close to the main Yarrabah township.

(4) Rural residential development occurs outside the services boundary, in areas not likely to be needed for more higher density urban development.

(5) Areas of traditional transient camps in areas such as Wungu, Djiljii and along the foreshore to the north of the Yarrabah township are not intended to be converted into a permanent living option and will remain as informal seasonal camp sites.

Note: For clarity, the traditional transient camps are not considered to constitute ‘Outstations’ as defined in Schedule 1

3.4.3.2 Land use strategies

(1) Land in the vicinity of Bukki, the Range Road and west of Back Beach Road at Oombunghi and shown on Strategic Framework Map SFM-002 are investigation areas for future residential settlement. Investigation of future residential settlements in the vicinity of Bukki and west of Back Beach Road at Oombunghi and shown on Strategic Framework Map SFM-002, should consider agricultural activities as an interim and potential permanent preferred future land use.

3.4.4 Element – Business and industry development

(1) Advancing economic opportunity for the people of Yarrabah is essential for a good quality of life.

(2) The land presently available in Yarrabah to establish enterprise is presently limited. Land needs to be set aside and carefully planned so that when opportunities arise, it is available for use. Without careful land use planning, activities will establish in areas unsuitable for such activities, for example mechanical car repairs will occur in residential areas, in the streets, in parks or in the bush.

(3) At the same time, many enterprise activities do not cause amenity problems and can be conducted without nuisance from home. Such home based businesses can be the start of new and growing economic activity and planning regulations need to allow some latitude to cater for such home based enterprises.

3.4.4.1 Specific outcomes

(1) Industrial development remains concentrated in the vicinity of the Council works depot in Workshop Street in the short term.

(2) Future industrial land is separated from residential land and areas of high ecological value.

(3) Opportunities for the development of an ‘Enterprise Precinct’ are investigated in the vicinity of Nursery (Balamba) Road in the area shown on Strategic Framework Map SM-002. Such development will
occur in accordance with a structure plan that takes into account physical land constraints (flooding, high water-table etc), infrastructure servicing, distribution of land use activities and road layout. It is not intended that this area become a new activity centre in competition with the Yarrabah township. However it is acknowledged that this area may cater for a range of activities that are not represented in Yarrabah at present.

(4) Small scale retail and supporting commercial activities are focused around the Local Centre shown on Strategic Framework Map SFM-002 at Mourigan to cater for the needs of the expanding residential community along Back Beach Road and should constraints justify, District Regional Activity Centre development may be directed to this location. Opportunity also exists for a future neighbourhood centre in Djenjhi.

(5) Parts of the Emerging Community zone are suitable for interim commercial enterprise prior to any future commitment for more intensive urban development. Such commercial enterprises consist of those that can happily co-exist with the character and amenity of surrounding land. Such land use activities will generally be small scale and potentially include an agricultural supplies store, animal husbandry, cropping, garden centre, home based business, service industry, rural industry and the like. Any low impact industry proposals will be considered and determined on its likely impact on surrounding land, available infrastructure, and whether such uses will compromise future urban use of the land.

(6) Special (noxious and hazardous) industries are not supported within the Yarrabah local government area. High impact industries are generally not suitable due to proximity to sensitive land uses.

(7) Industrial areas are protected from sensitive land use activities.

Note: Sensitive land use activities are defined in Schedule 1: Table SC1.1.2.b-Defined activity groups.

3.4.4.2 Land use strategies

(1) A structure plan is developed for the ‘Enterprise Precinct’ investigation area in the vicinity of Nursery (Balamba) Road. The structure plan should consider agricultural activities as an interim and potential permanent preferred future land use.

3.4.5 Element – Natural hazards

(1) Yarrabah Shire is also part of a region that is subject to favourable wet tropical climate. Nonetheless it is also part of a region that may be subject to the predicted effects of climate change, including sea level rises, longer hotter dry spells and more intense wet seasons. In the longer term, the predicted sea level rises combined with potential shoreline erosion pose a significant risk to some urban land and to certain essential infrastructure. This planning scheme will start the process of considering such factors for longer term management and will avoid placing people and property in the future in risk situations or intolerable living conditions.

(2) More specifically, parts of the Yarrabah township are vulnerable to long-term coastal erosion, storm tide inundation and flooding during a Q100 flood event. There is an opportunity to not further develop such land for residential housing or establish long-term tenure and provide for a retreat strategy as an alternative.

(3) A strategy to address the potential long term impacts of natural hazards needs to seek to achieve an acceptable or tolerable level of risk, based on a fit for purpose risk assessment consistent with AS/NZ ISO 31000:2009 Risk Management.

(4) Development is to be located, designed and established in a way that protects the natural and built environment and humans from acid sulphate soil impacts.
3.4.5.1 Specific outcomes

(1) Future growth and development of buildings and infrastructure is located, designed and constructed in suitable locations which avoid natural hazards where possible (such as storm tide inundation and coastal erosion, flooding, bushfire and landslide) or where avoidance is not possible, development is designed and constructed to mitigate the risk to an acceptable or tolerable level.

(2) New residential development and long-term land titling arrangements over land identified as being part of the Erosion Prone Area or High and Medium Coastal Hazard Zone on the Coastal hazards overlay map does not occur unless it is supported by a strategy addressing the potential long term impacts of natural hazards (refer to 3.4.5 (3)).

(3) New residential developments will not be extended into areas where it is not possible to evacuate people to places of safety with only little advance warning.

(4) New essential community infrastructure (e.g. water, sewerage and power) is designed and constructed to ensure efficient functioning during a natural hazard event (such as flooding and bushfire).

(5) Development avoids and mitigates risks to personal safety and property damage.

(6) Development allows for natural coastal processes to occur without interference.

(7) Development does not increase the extent or severity of the natural hazard.

(8) Coastal protection measures are only undertaken as a last resort where erosion poses an immediate threat to public safety and property.

(9) Development does not transfer the impacts of a hazard from one site to another.

(10) Protect natural processes and landforms such as the function of the floodplain.

3.4.5.2 Land use strategies

(1) Hazard mapping will be refined and improved as technological advances are made in gathering and interpreting hazard data.

(2) A strategy to address the potential long term impacts of natural hazards is prepared on the basis to achieve an acceptable or tolerable level of risk, based on a fit for purpose risk assessment consistent with AS/NZ ISO 31000:2009 Risk Management.

3.5 Theme 2 – Infrastructure

3.5.1 Strategic outcomes

(1) Infrastructure and services are provided to Yarrabah’s communities in a planned, timely, economical and efficient manner in order to support community needs.

(2) Development is appropriately co-ordinated and generally sequenced to ensure that activities are appropriately serviced by infrastructure to maximise the efficient use of transport, energy and water resources.

(3) New essential community infrastructure (e.g. water, sewerage and power) necessary to support future growth and development is located, designed and constructed in suitable locations which avoid natural hazards where possible (such as storm tide inundation and coastal erosion, flooding, bushfire and landslide) or where avoidance is not possible, development is designed and constructed to mitigate the risk to an acceptable or tolerable level.

(4) New essential community infrastructure (e.g. water, sewerage and power) is designed and constructed to ensure efficient functioning during a natural hazard event (such as flooding and bushfire).

(5) Infrastructure delivery is carefully co-ordinated between all of the government tiers and agencies responsible for such infrastructure.
(6) New communities are developed so that growth does not jump ahead of the ability to deliver full services in a cost effective manner.

(7) Development provides infrastructure that is appropriate to its use and the planned level of service.

(8) Existing infrastructure (including telecommunications, electricity, roads, water and sewerage) is efficiently utilised.

3.5.2 **Element – Urban infrastructure**

(1) Different land uses generate different demands on urban infrastructure systems. Decisions about where development is located strongly influence future demand for infrastructure.

(2) Through the co-ordinated management of land use and infrastructure planning, Yarrabah Shire Council can ensure that new development makes use of any under-capacity in existing urban infrastructure (consolidation), rather than creating demand for new infrastructure in un-serviced areas. Many infrastructure related issues can be avoided by locating new development in locations that fit the function and capacity of the existing infrastructure system, with new areas extended sequentially in a logical manner from the existing network.

3.5.2.1 **Specific outcomes**

(1) Urban infrastructure satisfies demand and provides sufficient capacity to cater for future growth needs.

(2) New development within the services boundary as shown on Yarrabah Priority Infrastructure Area Map YPIP-001 is provided with the full suite of urban infrastructure including water supply, sewerage, sealed and kerbed roads, stormwater drainage, underground electricity and telecommunication.

(3) Other areas are not reliant on, and therefore need not be supplied with, urban infrastructure.

(4) Essential community infrastructure is located, designed and constructed to ensure efficient functioning during and after a natural hazard event.

(5) Water intake catchments such as Reeves Intake, the Oombunghi Creek Intake and the ground waters surrounding intake bores are protected from development that may impact on the quality of the water source.

(6) Land development occurs in accordance with the Priority Infrastructure Plan (refer to Part 4).

(7) Innovation in power generation and a greater reliance on renewable sources will be supported where environmental and amenity impacts are contained. Low key renewable or sustainable energy schemes such as small scale wind turbine generators, solar panels and the like will be supported where such proposals do not cause significant environmental harm and where nearby amenity is not unduly affected by way of visual appearance, noise or odour.

3.5.2.2 **Land use strategies**

(1) There are no specific Urban infrastructure land use strategies.

3.5.3 **Element – Water management**

(1) Water supply in Yarrabah is sourced from both creek catchments and underground water from bore fields close to the town. Water is treated and delivered to reservoirs in the hillsides above the town for reticulation to each home and business. There are no dam catchments in Yarrabah so good water management is vital for the health and well-being of the community, particularly through periods of dry weather.

(2) That urban development will avoid or minimise disturbance to natural drainage.

(3) That urban development carefully manages stormwater discharge, not just from residential developments in 3.5.3.1(4).
3.5.3.1 Specific outcomes
(1) Water infrastructure is provided for community health and well-being.
(2) Improved technologies and capture/treatment methods, such as water sensitive urban design and recycling will assist in reducing environmental impacts and waste.
(3) The construction phase of development incorporates erosion and sediment control measures to reduce sediment laden flows into natural waterway and wetland systems.
(4) New residential developments carefully manage stormwater discharge to reduce excessive flows, improve water quality discharge and protect the natural environment from adverse impacts.

3.5.3.2 Land use strategies
(1) There are no specific Water management land use strategies.

3.5.4 Element – Waste management
(1) Wastewater is delivered for treatment at sewage ponds at Bilma close to the mouth of Kappa Creek. The sewage ponds require significant separation from residential areas.
(2) The sewage ponds at Bilma are potentially vulnerable to storm tide hazard and sea level rise. Although not an immediate problem, some strategic consideration will need to be given to the future of the sewage ponds in terms of their location and vulnerability to natural hazards and the level of treatment undertaken.

3.5.4.1 Specific outcomes
(1) Waste is managed to minimise environmental, economic and social impacts and to meet the expectations of the community.
(2) Waste is managed in the following hierarchy:
   (a) avoidance of creating waste;
   (b) recycling of waste;
   (c) waste disposal.
(3) A waste recycling and disposal facility is located in Workshop Street.
(4) Disposal of waste by land fill does not occur in Yarrabah due to the physical constraints of the land including highly permeable soils and high ground water levels. All waste is transported outside the local government area for safe disposal at a suitable location.

3.5.4.2 Land use strategies
(1) There are no specific Waste management land use strategies.

3.5.5 Element – Roads and transport
(1) Most of the urban parts of Yarrabah are supplied with sealed bitumen roads.
(2) Unlike many other aboriginal communities, Yarrabah has a good all weather sealed access road connecting to Edmonton and Gordonvale townships (within the Cairns Regional Council local government area).
(3) While day to day needs of the community are catered for in the Yarrabah community, it is inevitable that a public transport service is necessary to transport residents to a wider range of training and employment opportunities available in the Cairns region.
3.5.5.1 Specific outcomes

(1) Active transport infrastructure plays an important role in the transport network within and beyond the Yarrabah local government area. Safe transport options that improve connectivity and accessibility should be promoted and considered for future development.

(2) A reliable public transport service is required to connect Yarrabah to communities in the Cairns region.

(3) Operational airspace associated with the Cairns International airport as shown on the Airport environs overlay map (OPM-002), and the helipad off Swamp (Canuto) Road as shown on Map 2, are protected from the encroachment of incompatible sensitive land use activity that may restrict the safe and efficient operation of the facility.

(4) New residential and commercial subdivisions are developed with bitumen sealed roads and associated stormwater drainage.

3.5.5.2 Land use strategies

(1) A public transport study is undertaken to investigate the long-term public transport options for the Yarrabah community. Such study should investigate both bus and ferry options as a means of transit to Cairns including feasibilities.

3.6 Theme 3 - Economic development

3.6.1 Strategic outcomes

(1) More economic opportunities are created for the residents of Yarrabah through education, employment and enterprise. Development proposals that achieve this outcome, without compromising other planning objectives, are encouraged.

(2) Economic security is underpinned by reliable and affordable infrastructure, including access, transport, energy, water, wastewater and communications.

(3) Over time an increasing relationship between the Mount Peter Growth corridor (Cairns Regional Council) and Yarrabah presents additional economic opportunities for the community, both within and beyond the Yarrabah local government area.

3.6.2 Element – Economic opportunity

(1) The development of a strong economy in Yarrabah is critical in delivering raised living standards for the community as a whole. The current absence of a range of economic opportunities contributes to a range of social problems in the community.

(2) There is evidence that economic enterprises have commenced in the past. However these have, for whatever reason, not been sustained so that they continue to contribute in a meaningful way to the Yarrabah economy. Investment in, and land provided for, economic enterprise needs to be carefully managed to guarantee on-going economic benefit to the community.

(3) Land needs to be set aside to allow for activities such as mechanical vehicle repairs in dedicated areas away from residential amenity impacts. Such area should be established as a multi-functional space with simple rules and controls to offer an alternative to such activity occurring in inappropriate areas such as residential zones, parkland or the bush.

(4) The Shire’s abundance of natural and cultural assets provide opportunities for establishing tourism-related development and infrastructure, such as indigenous educational and cultural experiences;

(a) In natural areas where amenity and environmental impacts can be managed; and

(b) Where there is community support, adequate facilities and risks from natural hazards can be avoided or managed.
3.6.2.1 Specific outcomes

(1) The attraction of new business, industry and economic activity is facilitated through the creation of a land area suitable for such purposes. In the absence of any specific land use study, the land marked as Enterprise Precinct on Strategic Framework Map SM-002 is considered to be the most suitable area for such purposes.

(2) Cultural tourism with its subsequent job generation is an increasingly significant component and opportunity in the Yarrabah economy. Such tourism opportunities will take advantage of Yarrabah’s proximity to Cairns City and its natural resource assets. Such tourism will respect cultural boundaries and will have no impacts on the natural and scenic amenity of the Shire.

(3) Eco-tourism in the form of short and multi-day walking trails and associated trail friendly enterprise and infrastructure based on traditional walk trails is encouraged.

(4) Home based businesses are established in dwelling houses where the nature and scale of the business is compatible with residential living amenity and the dwelling remains primarily for residential use.

(5) Other opportunities to grow the Yarrabah economy (eg – aquaculture farms, agricultural activities and the like) are carefully examined with a need to balance economic, social and environmental impacts. The provision for agricultural activities within the Enterprise Precinct on Strategic Framework Map SFM-002 should be considered as an interim and potential permanent preferred future land use.

3.6.2.2 Land use strategies

(1) Land identified as Enterprise Precinct on Strategic Framework Map SM-002 is subject to further studies to determine the suitability and extent of the land for economic development opportunities for the Yarrabah community.

(2) The Jetty Project has been shown on Strategic Framework Map SM-002 as an investigation area for future tourism enterprise.

(3) Development within natural areas where high environmental or cultural values exist, will be limited to:

(a) Small-scale maintenance buildings, depots and visitor facilities; and

(b) Essential infrastructure.

3.6.3 Element – Education

(1) Education and training is a key element in advancing Yarrabah to economic prosperity. Yarrabah has a primary school and a high school catering for students up to year 10 (year 11 is presently under trial). Beyond the year 11 trial, students are required to access education facilities outside Yarrabah.

(2) The Yarrabah community has a public library which serves a number of purposes including access to computers and the internet, equipment to watch DVD movies on DVD, and educational links including access to the RATEP (an Aboriginal Teacher Education Program) at James Cook University in Townsville for those training to be teachers.

3.6.3.1 Specific outcomes

(1) Education and training facilities continue to be promoted and developed in the Yarrabah community to provide further economic opportunities for residents working both within Yarrabah and beyond.

3.6.3.2 Land use strategies

(1) Investigate extension of high school through to Year 12 and school-based apprenticeship opportunities.
3.7  Theme 4 - Strong communities

3.7.1  Strategic outcomes

(1)  Development in Yarrabah is managed to enhance the character and identity of existing and future communities, providing services, facilities, parks, recreation areas, places to work, live and play and to celebrate culture, history and identity.

(2)  Co-operative planning assists in the timely provision of social infrastructure including educational facilities, sport and recreation facilities and health services.

(3)  The cultural differences of residents within the community are respected and the importance of maintaining and expressing cultural identity is recognised. Development that supports cultural diversity, identity and the rights of residents is encouraged and development that has negative impacts on the cultural diversity, identity and rights of residents will be avoided.

(4)  There are many sites of significance within Yarrabah including sites with cultural significance for some clan groups and sites with broader historical significance for the community. Development and land uses shall not detract from the significance of these sites.

(5)  Yarrabah offers a safe and healthy living environment for all residents.

(6)  New community infrastructure and future growth and development is located, designed and constructed in suitable locations which avoid natural hazards where possible (such as storm tide inundation and coastal erosion, flooding, bushfire and landslide) or where avoidance is not possible, development is designed and constructed to mitigate the risk to an acceptable or tolerable level.

(7)  Residents have access to appropriate social infrastructure, community services and adequate housing, including a greater variety of housing choice.

3.7.2  Element – Social infrastructure

(1)  Social infrastructure is the framework of community services and facilities that provide for quality of life and well-being. It is managed through various levels of government and non-government organisations and the private sector. In Yarrabah, there are many services provided including its own hospital, primary and secondary schools, pre-school, library and post office. Good planning aligns with service infrastructure provision as the community grows.

3.7.2.1  Specific outcomes

(1)  Access is available to a range of community services for all residents and is distributed on an equitable basis.

(2)  Social infrastructure is clustered into a series of co-located hubs for ease of accessibility.

3.7.2.2  Land use strategies

(1)  There are no specific Social infrastructure land use strategies.

3.7.3  Element – Healthy communities

(1)  Yarrabah will be a safe and healthy living environment for all residents. At minimum, development will not compromise the safety of residents or reduce environmental health conditions through elevated dust emissions, smoke nuisance, contaminated waste-water and the like. Wherever possible development will contribute to a safer and healthier environment.
3.7.3.1 **Specific outcomes**

(1) Yarrabah is an active community, providing opportunities for residents to make healthier life choices. Planning and development will make provision for open space, recreation areas and safe walking paths.

(2) Sport and recreation facilities are available for residents regardless of age or location.

(3) The sports fields and swimming pool facilities in Mourigan as shown as an active sport and recreation node on Strategic Framework Map SM-002 is consolidated as the main focus for organised sporting activities in the Yarrabah community. Elsewhere organised sport and recreation occurs while ensuring nuisances can be avoided at nearby sensitive land uses activities.

Note: Sensitive land use activities are defined in Schedule 1: Table SC1.1.2.b-Defined activity groups.

(4) Parks are provided and designed to suit user needs. They provide shade particularly over children’s play equipment and are safe and pleasant places for people to meet and interact.

(5) Parks are maintained in public ownership for community use.

(6) Additional parkland is provided in new residential communities to cater for the needs of those communities.

(7) The township is connected via a logical network of walkways, and where in high use, over time such walkways are sealed for all weather use.

3.7.3.2 **Land use strategies**

(1) There are no specific Healthy communities land use strategies.

3.7.4 **Element - Housing diversity and choice**

(1) Residents will have access to adequate housing, and to a range of housing types and tenures.

3.7.4.1 **Specific outcomes**

(1) While the majority of housing provided in the Yarrabah local government area will consist of detached housing, a greater variety of housing types will be encouraged to support a range of different housing needs and choices and to mitigate the overcrowding of the existing housing stock.

(2) A variety of lot sizes will be established in new emerging communities to cater for housing choice.

(3) Areas of campsite living are not seen as an alternative form of permanent residential housing choice.

(4) Battle-axe lots are generally avoided. A direct visual relationship from houses to the adjoining street (i.e. windows and doors to habitable rooms) will reinforce the existing character of the Yarrabah communities and assist in casual surveillance of street activity. However, Council may consider proposals for battle-axe lots on a case by case basis.

3.7.4.2 **Land use strategies**

(1) There are no specific Housing diversity and choice land use strategies.

3.7.5 **Element – Sense of community, place and identity**

(1) The strong sense of community, place and identity in Yarrabah is derived from a sense of separation from other parts of the region due to the mountainous undeveloped backdrop that frames the town and from connections to the sea. Development and land uses will not diminish the quality or access to these features for all Yarrabah people, now, and for generations to come.

(2) Newer communities farther away from the sea need to be provided with their own sense of place otherwise they may be perceived as not offering the same quality of life available in the traditional Yarrabah township.
3.7.5.1 Specific outcomes

(1) Land use activity maintains the ‘laid-back’ and ‘easy-going’ character including a combination of:
   (a) observance of cultural traditions;
   (b) access to land and sea;
   (c) retention of natural vegetation;
   (d) views of the hills and sea;
   (e) lower density development;
   (f) attractive and shady landscaping
   (g) open space;
   (h) walkable streets.

(2) Yarrabah’s emerging communities are established with a recognisable individual character and a distinctive sense of place.

(3) New residential communities along Back Beach Road are not continuous, each being defined by the open space, creek corridors planned to separate urban growth (as generally shown on Strategic Framework Map SM-002) to provide a sense of identity for each individual community.

(4) Important buildings in the community are designed to readily recognisable for their purpose and use.

3.7.5.2 Land use strategies

(1) There are no specific Sense of community, place and identity land use strategies.

3.7.6 Element – Arts and culture

(1) The manufacture of arts and crafts through the Yarrabah Arts Centre and other organisations, which includes the creation of pottery, painting, weaving and is an important activity for the community and will continue to provide a source of engagement and income.

3.7.6.1 Specific outcomes

(1) Cultural development and the arts are supported and encouraged within the community.

(2) Where appropriate, the public realm in Yarrabah close to the foreshore is promoted as a place for cultural activities, events, markets and festivals. Such activities should be focussed close to the main Yarrabah activity centre, the Community Hall or the cultural hub around the Menmuny Museum and the Yarrabah Arts Centre.

3.7.6.2 Land use strategies

(1) There are no specific Arts and culture land use strategies.

3.7.7 Element – Cultural heritage and traditional knowledge

(1) Respecting and utilising traditional knowledge to identify, protect, manage and promote indigenous culturally significant areas, places and place markers is an important element that contributes to creating a strong sense of attachment to the community.

(2) The Menmuny Museum will continue to display artefacts, photos, as well as many other historical documents relating to Yarrabah’s turbulent beginning and, along with the Yarrabah Arts, Crafts and Cultural Centre, will provide a focus for tourists visiting the community.

(3) Non-indigenous local heritage significant buildings and places, such as St Alban’s Church, are also identified and protected.
3.7.7.1 Specific outcomes

1. Traditional cultural landscapes and significant places are protected in partnership with traditional owners of those landscapes and places.

2. Traditional knowledge, skills and cultural practices are respected and, where appropriate, reflected in land management decision making, location and form of infrastructure and design of community spaces.

3. Sites of cultural significance, including sites with cultural significance for clan groups, and sites with broader significance for the community are protected.

4. Sites of cultural significance or other special interests are protected from inappropriate development or other inappropriate activities and where these areas are not mapped, the duty of care to protect and conserve places or cultural heritage significance is not diminished.

5. In the Gunggandji Cultural Heritage Protection Area, there be no development unless approved or consented to by the Native Title Party (see OPM – 007).

6. In the Gunggandji Special Interest Area, only development as approved or consented to by the Native Title Party can occur (see OPM -007).

7. Non-indigenous places or areas of cultural and heritage significance are protected and retained for their significance and importance to the history and identity of Yarrabah.

8. 

3.7.7.2 Land use strategies

1. Identification of both indigenous and non-indigenous places of significance is undertaken, and where relevant, recorded to ensure knowledge of these places is known and not lost through the passing of time, through a Cultural Heritage Register.

3.8 Theme 5 – Natural resources and landscapes

3.8.1 Strategic outcomes

1. Natural resources, including biological, energy, extractive, land, air and water 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.

2. Natural resources are well managed through federal, state, local government, regional resource management bodies, traditional owners and the community.

3. The use of land and its natural resources in Yarrabah is undertaken in a manner that does not irreparably deplete that resource, while also avoiding adverse impacts on landscape values, scenic amenity and the environment.

4. The scenic landscape of Yarrabah, which is characterised by a frame of steep forested hillsides, coastal headlands and natural views out to the Coral Sea, is preserved for low key environmental, cultural and recreational pursuits that do not detract from the natural beauty of the shire.

5. Extractive activities do not compromise natural landscape values.

3.8.2 Element – Primary production, forestry and fisheries

1. Primary production and forestry activity are not a significant part of the natural resource and landscape value in Yarrabah, primarily due to the highly constrained nature of the land.

2. An established pine plantation exists along Bukki Road that is ready for harvesting and there is a tea tree plantation off Balamba (Nursery) Road.
3.8.2.1 Specific outcomes

(1) The pine plantation in Bukki Road remains a small scale operation with land likely to be rehabilitated or used for other rural pursuits upon harvesting of the timber.

(2) Estuarine, marine and freshwater environments and their associated fish habitats are protected from the adverse impacts generated by new or intensified developments to ensure healthy and plentiful fish stocks.

3.8.2.2 Land use strategies

(1) Where land is identified as Agricultural Land Classification Class A and B and the land is included in the Rural Zone, the land is retained for rural activities. Where land is identified as Agricultural Land Classification Class A and B and is identified as an investigation area, such as the Enterprise Precinct and Future Residential Investigation Areas shown on Strategic Framework Map SFM-002, any investigation into the future use of the land should consider the provision of agricultural activities as an interim and potential permanent preferred future land use.

3.8.3 Element – Extractive industries

(1) Extractive industry is not a major activity in Yarrabah. However, out of necessity there are areas of generally small scale extractive activities, including sand extraction off Wungu Road (Bill’s Hill), rock quarrying at the northern end of Bukki Road and other small scale gravel pits generally close to Back Beach Road and Buddabadoo Road. These areas are also isolated from urban development and will remain this way so as not to generate noise and dust nuisance conflicts.

(2) The rock quarry at the northern end of Bukki Road is visible from Guyala lookout (see Strategic Framework Map SM-002). However the view from Guyala Lookout is mainly across the Yarrabah township and out to Mission Bay so that the view is not unduly impacted by this activity. This quarry will need to be carefully managed to ensure it does not detract from the high quality natural scenic qualities of the hillside when viewed from the lookout.

3.8.3.1 Specific outcomes

(1) Extractive activity areas are identified on Strategic Framework Map SM-002. These areas are protected from incompatible land use activity.

(2) Extractive industries do not detrimentally impact on scenic amenity values, particularly from vantage points, such as Guyala Lookout.

(3) Extractive industry areas are either progressively rehabilitated to a natural state or are rehabilitated upon completion of extractive activities.

3.8.3.2 Land use strategies

(1) There are no specific Extractive industry land use strategies.

3.8.4 Element – Water resources

(1) The natural water cycle from the mountain ranges to the sea is fully contained within Yarrabah due to the mountain ranges that define the western boundary of the local government area. This catchment is subject to some of the highest annual rainfalls in Australia which delivers significant flows to the Great Barrier Reef wetlands and the Coral Sea, particularly in the wet season.

(2) The sustainable management of this water cycle is important to the ecological health of local ecosystems and it is therefore a desirable planning objective to protect surface and ground water systems from inappropriate land use activity.
(3) Creeks, wetlands and the sea are an important resource for the community. Development and land uses will not be permitted to cause pollution or other negative impacts on water quality or the other qualities of these essential environments.

(4) To protect and enhance environmental values and water quality objectives and to require all development to meet water quality objectives.

(5) To enhance catchment water quality over time.

(6) To require development for future urban purposes to avoid impacts on groundwater or minimise disturbance to groundwater in 3.8.4(2).

3.8.4.1 Specific outcomes
(1) Yarrabah’s water resource is sustainably managed to ensure the ecological health of the local ecosystems.

(2) Water catchments, including Reeves Intake, Oombunghi Intake and the aquifer ground water supplies, are protected from inappropriate land use activity that may compromise the quality and characteristics of the water resource.

3.8.4.2 Land use strategies
(1) There are no specific Water resources land use strategies.

3.8.5 Element – Scenic amenity
(1) Yarrabah is set within an environment framed by high mountain ranges making the community virtually invisible from view from any mainland area outside the local government area. The mountain backdrop is seen from all parts of Yarrabah and in combination with its location beside the sea provides a tremendous sense of place for the community. Great care is needed to protect this high quality scenic amenity so as not to distract from Yarrabah’s unique identity.

(2) Pine Creek Road is a highly scenic entry way to the Yarrabah community. Acting as a green gateway, any development along Pine Creek Road should be restricted. Guyala Lookout will remain an important place for viewing the Yarrabah township and Mission Bay.

3.8.5.1 Specific outcomes
(1) Views to Mission Bay, Murray Prior Range, Malbon Thompson Range, Grant Hill, Cape Grafton, Oombunghi Beach and Fitzroy Island are protected through the location and design of development.

(2) Development does not detract from the natural beauty of Yarrabah, including the forest, hillslopes, wetlands, creeks and beaches. In particular views from lookouts, open spaces and the water as well as along roads and community areas will be maintained.

(3) Pine Creek Road is protected from inappropriate development including vegetation clearing activity and signage other than that required for the safe movement of vehicles and delivery of essential infrastructure. Guyala Lookout is maintained with open views over the Yarrabah township across to Mission Bay.

3.8.5.2 Land use strategies
(1) There are no specific Scenic amenity land use strategies.
3.9 Theme 6 - Natural environment

3.9.1 Strategic outcomes

(1) Yarrabah has a high level of ecological bio-diversity which is important to the community. Development and land uses will not cause loss, fragmentation or degradation of habitat that could reduce bio-diversity.

(2) The beaches and coastline are an important part of the lifestyle and culture of the community. Development is set back from the coastline and beaches and will be designed to avoid negative impacts on these fragile environments and to allow for allow for natural fluctuations of the shoreline.

(3) Development that has the potential to compromise the air and acoustic environment is separated from natural areas and sensitive land uses.

(4) The community's connections to the land and the importance of traditional activities are acknowledged and respected.

3.9.2 Element – Biodiversity conservation

(1) Yarrabah is part of a region that is internationally renowned as a biodiversity hotspot. The community sits between two World Heritage listed areas: the forests of the Wet Tropics along the ranges to the west and the international icon of the Great Barrier Reef Marine Park to the north and east. The forests contain a wide variety of vegetation types that support plant and animal species that are unique, rare or endangered. A significant proportion of this land is isolated and inaccessible to all but the most experienced hikers. Yarrabah also contains significant freshwater biodiversity and wetlands particularly the estuarine lagoons at the Saltwater Creek / Buddabadoo Creek confluence and the two wetland valleys between the Murray Prior Range and Grant Hill, and Grant Hill and Cape Grafton.

(2) Yarrabah’s network of high biodiversity values connects to areas outside the local government area (i.e. into the Cairns Regional Council Government area). Activities that may impact on biodiversity conservation areas across the two local government will require co-ordination and co-operation to ensure no loss of ecological integrity.

(3) Matters of state environmental significance are maintained and development in, or adjacent to, areas of environmental value and are planned, designed, constructed and operated to minimise or prevent the loss of degradation of these values.

(4) Development considers matters of national environmental significance and the requirements of the *Environmental Protection and Biodiversity Conservation Act 1999* (Cwlth).

3.9.2.1 Specific outcomes

(1) Yarrabah’s biodiversity values, identified as matters of state environmental significance (MSES) on the Biodiversity overlay (mapped on OPM-002 – Sheet 1 of 2 and Sheet 2 of 2), are protected from incompatible development. Potential impacts on biodiversity values and habitat connectivity are managed, and where appropriate, enhanced to restore ecological integrity and habitat connectivity.

(2) Development considers potential impacts on matters of national environmental significance, particularly the Wet Tropics World Heritage Area and the Great Barrier Reef World Heritage Area identified in the Strategic Framework Maps SFM-001 and SFM-002 and the requirements of the *Environmental Protection and Biodiversity Conservation Act 1999* (Cwlth).

(3) Weeds and pests are a significant threat to Yarrabah’s biodiversity values and development and land management practices avoid exacerbating such threats and appropriately manage existing areas of weed and pest infestation.

3.9.2.2 Land use strategies

(1) There are no specific Biodiversity conservation land use strategies.
3.9.3 Element – Coastal management

(1) Yarrabah’s coastline consists of a variety of shoreline environments which all play an important role in affording protection to the Coral Sea and the Great Barrier Reef. The extensive area of natural coastline contributes significantly to the high quality appearance and desirability of the region for residents and visitors alike. The coast provides the community with an enormous sense of place – a “paradise by the sea” and development is to protect identified world heritage listed, regionally significant and locally important natural coastal landscapes, views and vistas.

(2) The Murray Prior Range in the north and the Malbon Thompson Range contain Yarrabah’s fast-flowing, short creek catchments that spill either directly to the sea or drain via adjacent coastal wetland plains. Many of these flow to the coast without any human intervention. However development will need to be carefully managed to ensure that the quality and quantity of water reaching the coast is uncontaminated.

3.9.3.1 Specific outcomes

(1) Coastal resources, including foreshores, coastal wetlands, mangroves, marine ecosystems and sand dunes are protected, managed, and where appropriate, rehabilitated.

(2) Natural coastal processes such as sand dune erosion and accretion are allowed to occur without intervention in all areas, unless where a strategic asset requires protection.

(3) Waterways and wetlands are managed and maintained so as not to diminish the natural quality and quantity of water delivered to the Coral Sea,

(4) Coastal dependent development is carefully planned, constructed and managed to minimise impacts on the coastline.

(5) Land use activity does not disturb areas of land that are prone to the release of acid sulfate or any other metal contaminant producing soils.

(6) The community’s access to the foreshore is maintained, and where appropriate, enhanced in a way that protects public safety and coastal resources.

3.9.3.2 Land use strategies

(1) There are no specific Coastal management land use strategies.

3.9.4 Element - Air and acoustic environmental protection and hazardous materials

(1) There are no generators of significant air or acoustic problems or hazardous materials within Yarrabah Shire and there are none that have an influence from beyond the Shire’s boundaries. It is possible that new industries may establish with the potential to cause nuisance and in these instances the key planning approach is separation. Where this is not possible, mitigation measures will need to be implemented.

3.9.4.1 Specific outcomes

(1) The air and acoustic environment and hazardous materials are carefully managed to maintain the health and well-being of the community and the natural environment.

Note: Air and acoustic impacts are avoided and/or mitigated to comply with appropriate standards, Environmental Protection (Air) and Environmental Protection (Noise) Policy standards.

(2) Industries that have the potential to have greater air and acoustic impacts and/or hazardous materials are separated from sensitive land uses with a preference for location within the area marked as Enterprise Precinct on Strategic Framework Map SM-002.
3.9.4.2 Land use strategies

(1) There are no specific Air and acoustic environmental protection land use strategies.