

SARA reference: 2401-38557 SRA Council reference: DA/79/2023

Applicant reference:

25 October 2024

The Chief Executive Officer Gladstone Regional Council PO Box 29 Gladstone QLD 4680 info@gladstone.qld.gov.au

Attention: Candace Canniffe

Dear Sir/Madam

SARA referral agency response—6 Jefferis Road, Beecher; Dawson Highway, Byellee; 836 Dawson Highway, Beecher

(Referral agency response given under section 56 of the Planning Act 2016)

The development application described below was confirmed as properly referred by the State Assessment and Referral Agency (SARA) on 10 January 2024.

Response

Outcome: Referral agency response – with conditions

For the preliminary approval for a material change of use for specific

uses:

Under section 56(1)(b)(i) of the *Planning Act 2016*, SARA requires that any development approval given by the assessment manager

must be subject to stated development conditions

For the preliminary approval for a material change of use including a

variation request:

Under section 56(2)(a) of the Planning Act 2016, SARA advises it

has no requirements for the variation request

Date of response: 25 October 2024

Conditions: The conditions in **Attachment 1** must be attached to any

development approval

Advice: Advice to the applicant is in **Attachment 2**

Fitzroy/Central regional office Level 2, 209 Bolsover Street, Rockhampton PO Box 113, Rockhampton QLD 4700

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Document Set ID: 6159467 Version: 1, Version Date: 29/10/2024 Reasons: The reasons for the referral agency response are in **Attachment 3**

Development details

Description: Preliminary approval Material change of use for a environment

facility, food and drink outlet, function facility, market, outdoor sport and recreation (golf course) and tourist park

(caravan / RV park)

Preliminary approval that includes a variation request

Variation request to vary the effect of the Our Place Our Plan Gladstone Regional Council Planning Scheme 2015 for the Byellee Waters Golf Course Master Plan

SARA role: Referral agency

SARA trigger: Schedule 10, Part 3, Division 4, Table 3, Item 1 (10.3.4.3.1) (Planning

Regulation 2017)

Development application for a material change of use involving

vegetation clearing

Schedule 10, Part 9, Division 4, Subdivision 1, Table 1, Item 1

(10.9.4.1.1.1) (Planning Regulation 2017)

Development application for a material change of use impacting state

transport infrastructure

Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1

(10.9.4.2.4.1) (Planning Regulation 2017)

Development application for a material change of use within 25m of a

railway corridor and a state-controlled road

Schedule 10, Part 17, Division 3, Table 6, Item 1 (10.17.3.6.1)

(Planning Regulation 2017)

Development application for a material change of use within a coastal

management district

SARA reference: 2401-38557 SRA

Assessment manager: Gladstone Regional Council

Street address: 6 Jefferis Road, Beecher; Dawson Highway, Byellee; 836 Dawson

Highway, Beecher

Real property description: Lot 1 RP602679; lot 1 RP607911; lot 2 RP607911; lot 5 RP601549; lot

31 PL646; lot 32 PL646; lot 102 SP297180

Applicant name: Clava Limited

Applicant contact details: c/- Place Design Group

GPO Box 775 Brisbane QLD 4000

grier.d@placedesigngroup.com

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Human Rights Act 2019 considerations:

Consideration of the *Human Rights Act 2019* sections 15 to 35 has been undertaken as part of this decision. It has been determined that this decision does not limit human rights.

Representations

An applicant may make representations to a concurrence agency, at any time before the application is decided, about changing a matter in the referral agency response (s.30 Development Assessment Rules). Copies of the relevant provisions are in **Attachment 4**.

A copy of this response has been sent to the applicant for their information.

For further information please contact Tracey Beath, Senior Planning Officer, on 07 4924 2917 or via email RockhamptonSARA@dsdilgp.qld.gov.au who will be pleased to assist.

Yours sincerely

Anthony Walsh Manager Planning

cc Clava Limited, grier.d@placedesigngroup.com

enc Attachment 1 - Referral agency conditions

Attachment 2 - Advice to the applicant

Attachment 3 - Reasons for referral agency response

Attachment 4 - Representations about a referral agency response provisions

Attachment 5 - Documents referenced in conditions

Attachment 1—Referral agency conditions

(Under section 56(1)(b)(i) of the *Planning Act 2016* the following conditions must be attached to any development approval relating to this application) (Copies of the documents referenced below are found at Attachment 5)

No.	Conditions	Condition timing	
Preliminary approval - Material change of use			
10.17.3.6.1 – Material change of use within a coastal management district —The chief executive administering the <i>Planning Act 2016</i> nominates the Director-General of the Department of Environment, Science and Innovation to be the enforcement authority for the development to which this development approval relates for the administration and enforcement of any matter relating to the following conditions:			
1.	The proposed development must be carried out generally in accordance with the following plan: • Byellee Waters Golf Course Master Plan-Proposed Concept Plan prepared by Place Design Group dated 14/12/2023, DWG No. L01.01, revision E, as amended in red.	Prior to the commencement of use and to be maintained at all times	
2.	The proposed earthworks must be carried out generally in accordance with the following plans (as provided in Appendix C of the Stormwater Management Plan Byellee Waters Golf Course prepared by GHD Pty Ltd dated 17/09/24, reference 12598379 and revision 2):	Prior to the commencement of use and to be maintained at all times.	
	 Conceptual Earthworks Club House & Access Road prepared by GHD dated 16/07/2024, reference 12598379-GHD-00-00- SK-00001, revision P01. 		
	 Conceptual Earthworks Site Sections prepared by GHD dated 16/07/2024, reference 12598379-GHD-00-00-SK-00002, revision P01. 		
3.	The cabins shown on the Byellee Waters Golf Course Master Plan-Proposed Concept Plan prepared by Place Design Group dated 14/12/2023, DWG No. L01.01, revision E, as amended in red, must be located above-the level of Highest Astronomical Tide (HAT) plus 0.8m vertical elevation.	Prior to the commencement of use.	
4.	For the earthworks, only use clean materials which are free from prescribed water contaminants.	At all times	
5.	Development must prevent the release of sediment to tidal waters by installing and maintaining erosion and sediment control measures in accordance with the Best Practice Erosion and Sediment Control (BPESC) guidelines for Australia (International Erosion Control Association).	At all times	
6.	(a) In the event that the works cause disturbance or oxidisation of acid sulfate soil, the affected soil must be treated and thereafter managed (until the affected soil has been neutralised or contained) in accordance with the current <i>Queensland Acid Sulfate Soil Technical Manual: Soil management guidelines</i> , prepared by the Department of Science, Information Technology, Innovation and the Arts, 2014.	(a) Upon disturbance or oxidisation until the affected soil has been neutralised or contained (b) At the time the soils have been neutralised or	

(b) Submit certification from an appropriately qualified person on acid sulfate soil, confirming that the affected soil has been neutralised or contained in accordance with (a) above to palm@des.qld.gov.au] or mail to:

> Department of Environment and Science Permit and Licence Management GPO Box 2454 Brisbane Qld 4001

Note: Appropriately qualified person(s) means a person or persons who has professional qualifications, training, skills and experience relevant to soil chemistry or acid sulfate soil management and can give authoritative assessment, advice and analysis in relation to acid sulfate soil management using the relevant protocols, standards, methods or literature.

contained

10.9.4.1.1.1 – Development impacting state transport infrastructure and 10.9.4.2.4.1 - Material change of use within 25m of a railway corridor and a state-controlled road — The chief executive administering the *Planning Act 2016* nominates the Director-General of the Department of Transport and Main Roads to be the enforcement authority for the development to which this development approval relates for the administration and enforcement of any matter relating to the following conditions:

State-controlled road

- 7. (a) Prepare an updated Traffic Impact Assessment (TIA) report (originally prepared by PTT dated 7 June 2024 and Revision C). certified by a suitably qualified Registered Professional Engineer of Queensland (RPEQ) which addresses the following items, including but not limited to:
 - (i) the geometry for the channelised right turn (CHR) treatment at the Dawson Highway / Jefferis Road intersection must be compliant with the minimum requirements in accordance with Austroads Guide to Road Design Part 4A: Unsignalised and Signalised Intersections. The design must be updated with details including, but not limited to:
 - provide a deceleration length of 185m.
 - the taper length must be based on a 110 km/h design speed.
 - all painted medians and the proposed width of the right turn lane must be compliant with the minimum requirements for a CHR turn treatment.
 - (ii) the required length of the CHR lane (including entry taper) is based on the greater of:
 - 185m of deceleration length plus the forecast 95th percentile vehicle queue length while the railway crossing is inactive, as calculated by SIDRA.
 - 185m of deceleration length plus the forecast 95th percentile vehicle queue length while the railway crossing is active, as calculated based on the longest

- (a) and (b) Prior to the commencement of any of the proposed uses.
- (c) At all times

daily maximum closure time.

- (iii) the calculations for the queue length must:
 - include justification for the percentage of heavy vehicles allocated to the Dawson Highway or alternatively include 15.5% of heavy vehicles for this section of the Dawson Highway consistent with the Department of Transport and Main Roads 2023 traffic count data.
- (iv) SIDRA model files for both Dawson Highway / Jefferis Road and Jefferis Road / Site access intersections must be provided.
- (v) updated proposed Dawson Highway / Jefferis Road intersection layout to demonstrate that there is no reduction in the length of the existing overtaking lanes.
- (vi) road widening works to accommodate turning lanes are to be designed and constructed in accordance with the requirements for the Principal Cycle Network.
- (vii) the length of the maximum design vehicle, taking into account matters including:
 - storage space when road traffic is stopped for a train
 - impacts on the sight line for any vehicle trying to exit Jefferis Road onto the Dawson Highway.
- (viii) include turn path assessments for the design vehicle and be in accordance with the Austroads Design Vehicles and turning Path Templates Guide (2013). In particular, the turn paths must:
 - be tangential
 - maintain a minimum 0.5m offset from the extremities of the design vehicle path (i.e. generally the extremity or edge of the vehicle body rather than wheel tracks) to a kerb, edge line (or pavement edge if no edge line present), safety barrier or centreline should be provided.
 - a minimum clearance of 0.5m outside the swept path should be provided to objects such as road furniture and utility poles.
 - 1m clearance must be maintained between opposing movement envelopes.
- (ix) include a Pavement Impact Assessment (PIA) in accordance with the Department of Transport and Main Roads' Guide to Traffic Impact Assessment (GTIA), addressing (and demonstrating) the potential pavement impacts during construction stage. The PIA must be certified by a RPEQ.
- (b) Submit the updated TIA required in part (a) of this condition to the Program Delivery and Operations Unit, Central Queensland Region (<u>Central.Queensland.IDAS@tmr.qld.gov.au</u>) within the Department of Transport and Main Roads.

	(c) Carry out the development in accordance with the updated TIA.	
	(c) Carry out the development in accordance with the updated TIA.	
8.	The proposed Channelised Left turn Lane (CHL) treatment must be designed and constructed in accordance with the EXTERNAL WORKS CONCEPT PLAN - SOUTH prepared by PTT dated 20/09/24, Drawing No 25-132-002B.	Prior to the commencement of any of the proposed uses.
9.	Direct access is not permitted between the Dawson Highway, the state-controlled road and the subject site.	At all times
10.	Carry out the stormwater management of the development generally in accordance with the Stormwater Management Plan Byellee Waters Golf Course prepared by GHD Pty Ltd dated 17/09/24, reference 12598379 and revision 2.	At all times.
Railw	yay corridor	
11.	(a) Provide golf course safety screens at the location shown on the Byellee Waters Golf Course Master Plan-Proposed Concept Plan prepared by Place Design Group dated 14/12/2023, DWG No. L01.01, revision E, as amended i2n red.	(a) and (b) Prior to the commencement of the outdoor sport and recreation (golf course)
	(b) The safety screens required in part (a) must be sufficient to prevent errant golf balls entering the railway corridor and be contained wholly within the subject site.	use and to be maintained at all times
12.	Provide safety measures suitable to prevent the maximum design vehicle breaching the boundary with the railway corridor along the internal access road shown on the Byellee Waters Golf Course Master Plan-Proposed Concept Plan prepared by Place Design Group dated 14/12/2023, DWG No. L01.01, revision E, as amended in red.	Prior to the commencement of the function facility or tourist park, which ever occurs first, and to be maintained at all times
13.	Fencing must be provided along the eastern site boundary with the railway corridor in accordance with the STANDARD FENCING 1.8m HIGH CHAIN LINK SECURITY FENCE WITHOUT RAILS USING 50mm DIAMOND MESH GENERAL ARRANGEMENT prepared by Queensland Rail, drawing number QR-C-S3230.	Prior to the commencement of use and to be maintained at all times
14.	Carry out stormwater and flood management of the development generally in accordance with sections 3 (Lawful point of discharge), 4.4.1 (Hydraulic results), 4.4.2 (Proposed Golf Course Access Road), tables and 8 and appendix C (Proposed earthworks layout) of the Stormwater Management Plan Byellee Waters Golf Course prepared by GHD Pty Ltd dated 17/09/24, reference 12598379 and revision 2.	At all times
15.	Any excavation, filling/backfilling/compaction, retaining structures, stormwater management measures, batters and other works involving ground disturbance must not encroach upon or de-stabilise the railway corridor, including all transport infrastructure or the land supporting this infrastructure, or cause similar adverse impacts.	At all times
16.	(a) Prepare a RPEQ certified Traffic Management Plan (TMP) in	(a) & (b)
	<u> </u>	i .

accordance with the Transport and Main Roads Technical Specification MRTS02 – Provision for Traffic which must demonstrates the development will not contribute to or worsen short stacking at railway level crossing (Crossing ID: LX005753-93-01) of the Moura Line at Jefferis Road. In particular, the TMP must:

- limit the length of the maximum design vehicle using the level crossing to 17m and identify any alternative routes of travel for vehicles exceeding this length;
- provide details of the physical controls such as but not limited to signage to be put in place to inform drivers of the necessary requirements for railway level crossing safety;
- provide details of the management measures, communication strategy and procedures to be put in place to regulate the entry and exit route and length of vehicles using the premises in relation to the railway level crossing.
- (b) Submit the TMP required in part (a) of this condition to the Program Delivery and Operations Unit, Central Queensland Region (Central Queensland.IDAS@tmr.qld.gov.au) within the Department of Transport and Main Roads.
- (c) Carry out the construction of the development in accordance with the TMP.

Prior to site works commencing

(c)
At all times during the construction of the development

- 17. (a) The development must ensure that there is no disruption to the safety, operational integrity and physical condition of railway level crossings.
 - (b) Provide RPEQ certification (including supporting documentation) to the Program Delivery and Operations Unit, Central Queensland Region (Central.Queensland.IDAS@tmr.qld.gov.au) within the Department of Transport and Main Roads, confirming that the development has been designed in accordance with part (a) of this condition. The supporting documentation must include written evidence from the railway manager (Aurizon) that confirms:
 - comparative Australian Level Crossing Assessment Model (ALCAM) assessments demonstrate the development will not worsen the safety risk at any railway level crossing used by development traffic; or
 - upgrade works have been agreed to by Aurizon to mitigate the development impacts. These works must be shown on detailed design drawings in accordance with AS1742.7:2016 Manual of Uniform Traffic Control Devices, Part 7: Railway and the relevant railway manager standards.
 - (c) Carry out the development generally in accordance with parts (a) and (b) of this condition.

- (a) At all times
- Prior to the lodgement of the first application for a development permit within the site or prior to the first use occurring on the site, whichever occurs first
- (c) At all times

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18. The roadworks to upgrade the Jefferis Road / Dawson Highway Prior to site works intersection and the railway level crossing of the Moura Line (Crossing commencing ID: LX005753-93-01) must be provided generally in accordance with EXTERNAL WORKS CONCEPT PLAN - DETAIL prepared by PTT dated 20/09/24, Drawing No 25-132-001 and include the following: reinstatement of the railway level crossing adjustments to the railway level crossing signalisation. Public transport 19. (a) Submit RPEQ certified drawings of a dedicated bus setdown (a) facility for private/chartered buses to the Program Delivery and Prior to the approval of a Operations Unit, Central Queensland Region development permit for (Central.Queensland.IDAS@tmr.qld.gov.au) within the the function facility or Department of Transport and Main Roads, demonstrating the tourist park, whichever following: occurs first (i) the location of the bus setdown facility (b) (ii) the bus setdown facility has capacity to accommodate the Prior to the demand for private/chartered bus setdown and the swept path commencement of the of the maximum design vehicle; function facility or tourist (iii) the bus setdown facility has been designed in accordance park, whichever occurs with the Disability Standards for Accessible Public Transport first, and to be 2002 made under subsection 31(1) of the Disability maintained at all times Discrimination Act 1993; (iv) bus zone signs R5-20 at either end of the bus zone and pavement marking in accordance with AS1742.11 - Manual of uniform traffic control devices, Part 11: Parking controls; (v) lighting in accordance with AS/NZS 1158.3.1 – Lighting for Roads and Public Spaces, Part 3.1: Pedestrian Area (Category P) Lighting – Performance and Design Requirements; (vi) access and hardstand, and shelter with seats, for waiting and boarding/alighting passengers; and (vii) lay-by bus parking for the demand generated by the development. (b) Provide the bus infrastructure works generally in accordance with the drawings required in part (a) of this condition. 20. (a) Submit RPEQ certified drawings of a passenger loading zone/s to (a) the Program Delivery and Operations Unit, Central Queensland Prior to the approval of a Region (Central.Queensland.IDAS@tmr.qld.gov.au) within the development permit for Department of Transport and Main Roads, demonstrating the the function facility or passenger loading zone/s: tourist park, whichever occurs first (i) is located adjacent to the main pedestrian entrance/s to the function facility and tourist park receptions (b) (ii) has been designed with capacity to accommodate the Prior to the demand for taxi services and the swept path of a wheelchair

accessible taxi and is oriented parallel to the kerb

commencement of the

function facility or tourist

(iii) complies with:

- AS2890.5 Parking facilities, Part 5: On-street parking;
- AS1428.1 Design for access and mobility and AS2890.6 - Parking Facilities, Part 6: Off-street parking for people with disabilities;
- AS1742.11 Manual of uniform traffic control devices, Part 11: Parking controls;
- Disability Standards for Accessible Public Transport 2002 made under subsection 31(1) of the *Disability Discrimination Act 1992 and* Chapter 7 – Taxi Facilities of the Department of Transport and Main Roads TransLink *Public Transport Infrastructure Manual 2015*;
- AS/NZS 1158.3.1 Lighting for Roads and Public Spaces, Part 3.1: Pedestrian Area (Category P) Lighting – Performance and Design Requirements.
- (b) Provide the passenger loading zone works generally in accordance with the drawings required by part (a) of this condition.

park, whichever occurs first, and to be maintained at all times

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Attachment 2—Advice to the applicant

General advice

1. Terms and phrases used in this document are defined in the *Planning Act 2016*, its regulation or the State Development Assessment Provisions (SDAP) (version 3.0). If a word remains undefined it has its ordinary meaning.

SARA conditions

2. Condition 7a(ii)

- According to the Department of Transport and Main Roads' (DTMR) 2023 traffic count, 15.5% consist of heavy vehicles along this subject section of Dawson Highway, however the traffic impact assessment (TIA) has only incorporated approximately 5% of heavy vehicles based on their survey. This is less than one-third of the heavy vehicles in the DTMR's survey data.
- The TIA states that the level crossing is closed for an average 128 sec per train and the longest being 233 sec. However, 199 sec was adopted as part of the design closure time.
 DTMR consider the adopted 199 sec closure time is significantly lower when there are two days of the week which contain a closure time of approximately over 230 secs.

3. Condition 7a(v)

This section of the Dawson Highway forms part of the Fitzroy District Principal Cycle Network.

4. Condition 7a(vi)

A design vehicle (19m semi-trailer) cannot be stored within the Jefferis Road leg (turning from Dawson Highway into Jefferis Road) when the road traffic is stopped for a train as it only allows 18m of storage space, as illustrated on the External Works Concept Plan prepared by PTT, dated 20 September 2024, Drawing No 25-132-002B. Additionally, this will also impact on the sight line for any vehicle trying to exit Jefferis Road onto Dawson Highway.

State-controlled road

5. Road works approval

Under section 33 of the *Transport Infrastructure Act 1994*, written approval is required from DTMR to carry out road works on a state-controlled road. Please contact DTMR on CorridorManagement@tmr.qld.gov.au to make an application for road works approval. This approval must be obtained prior to commencing any works on the state-controlled road reserve. The approval process may require the approval of engineering designs of the proposed works, certified by a Registered Professional Engineer of Queensland (RPEQ). Please contact DTMR as soon as possible to ensure that gaining approval does not delay construction.

Railway corridor

6. Works on a railway corridor

Pursuant to section 255 of the *Transport Infrastructure Act 1994* (TIA), the railway manager's written approval is required to carry out works in or on a railway corridor or otherwise interfere with the railway or is operations.

All works in the railway corridor such as but not limited to pipeline crossings and service and

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utility connections, and level crossing upgrades will require approvals to be obtained from the railway manager such as a licence to enter and construct and a wayleave agreement.

Please be advised that this referral agency response does not constitute an approval under section 255 of the *Transport Infrastructure Act 1994* and that such approvals need to be separately obtained from the relevant railway manager.

Any modifications to the railway level crossing at Jefferis Road (crossing ID: LX005753-93-01) will be designed and constructed by the railway manager (Aurizon) or its approved contractor at the applicant's expense. The applicant is responsible for obtaining any necessary approvals, contract arrangements, and/or other agreements from the railway manager.

The railway level crossing adjacent to lot 101 on SP297180 (crossing ID: LX005959-93-01) is an occupational (private) crossing, unlike public crossings its use is limited by licences and agreements between the railway manager and landowner. If this crossing is to be used in relation to the development, you will need to obtain a valid occupational crossing licence or other crossing agreement from the railway manager for any changes to the use of the crossing. This includes any changes to vehicular traffic associated with the use or development on the land or any changes to the volume or composition of the vehicular traffic using the crossing, including the maximum design vehicle.

The applicant should contact the Aurizon at CorridorEnquiries@aurizon.com.au in relation to obtaining the necessary approvals.

7. Consult DTMR in relation to compliance with the railway level crossing conditions. For assistance with any requirements for Australian Level Crossing Assessment Model (ALCAM) assessments, please contact RAPTTA@tmr.qld.gov.au. ALCAM assessments will be undertaken by the railway manager (Aurizon) and will require the provision of RPEQ certified traffic information.

Attachment 3—Reasons for referral agency response

(Given under section 56(7) of the *Planning Act 2016*)

The reasons for the SARA's decision are:

- SARA assessed the development against the following code(s) of the State Development Assessment Provisions (SDAP), version 3.0:
 - State code 1: Development in a state-controlled road environment.
 - o State code 2: Development in a railway environment.
 - o State code 6: Protection of state transport networks.
 - State code 8: Coastal development and tidal works
 - o State code 16: Native vegetation clearing
- The development complies with the assessment benchmarks of State code 1 of SDAP (version 3.0), subject to the implementation of conditions, in that the development:
 - o does not adversely impact the structural integrity or physical condition of the state-controlled
 - o does not adversely impact the function and efficiency of the state-controlled road
- The development complies with the assessment benchmarks of State code 2 of SDAP (version 3.0), subject to the implementation of conditions, in that the development:
 - o does not adversely impact the structural integrity or physical condition of the railway or rail transport infrastructure within the railway corridor
 - o does not compromise the operating performance of the railway corridor
- The development complies with the assessment benchmarks of State code 6 of SDAP (version 3.0), subject to the implementation of conditions, in that the development:
 - o does not result in a worsening of the physical condition or operating performance of the state transport network
- The development complies with the assessment benchmarks of State code 8 of SDAP (version 3.0), subject to the implementation of conditions, in that the development:
 - o is designed and located to protect life, buildings and infrastructure from the impacts of coastal erosion
 - o maintains coastal processes
 - o conserves coastal resources
 - accounts for the project impacts of climate change
 - o avoids impacts or, where the matters of state environmental significance cannot reasonably be avoided, impacts are reasonably minimised and mitigated
- The development complies with the assessment benchmarks of State code 16 of SDAP (version 3.0) in that the development:
 - o avoids clearing

Material used in the assessment of the application:

- the development application material and submitted plans
- Planning Act 2016
- Planning Regulation 2017
- the SDAP (version 3.0), as published by SARA
- the Development Assessment Rules
- SARA DA Mapping system
- section 58 of the Human Rights Act 2019

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Attachment 4—Representations about a referral agency response provisions

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Attachment 5—Documents referenced in conditions

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