

Rockhampton

CENTRES' PLANNING STRATEGY

VOLUME 1 EXECUTIVE SUMMARY



This strategy forms part of the Rockhampton City Plan project.

June 2003

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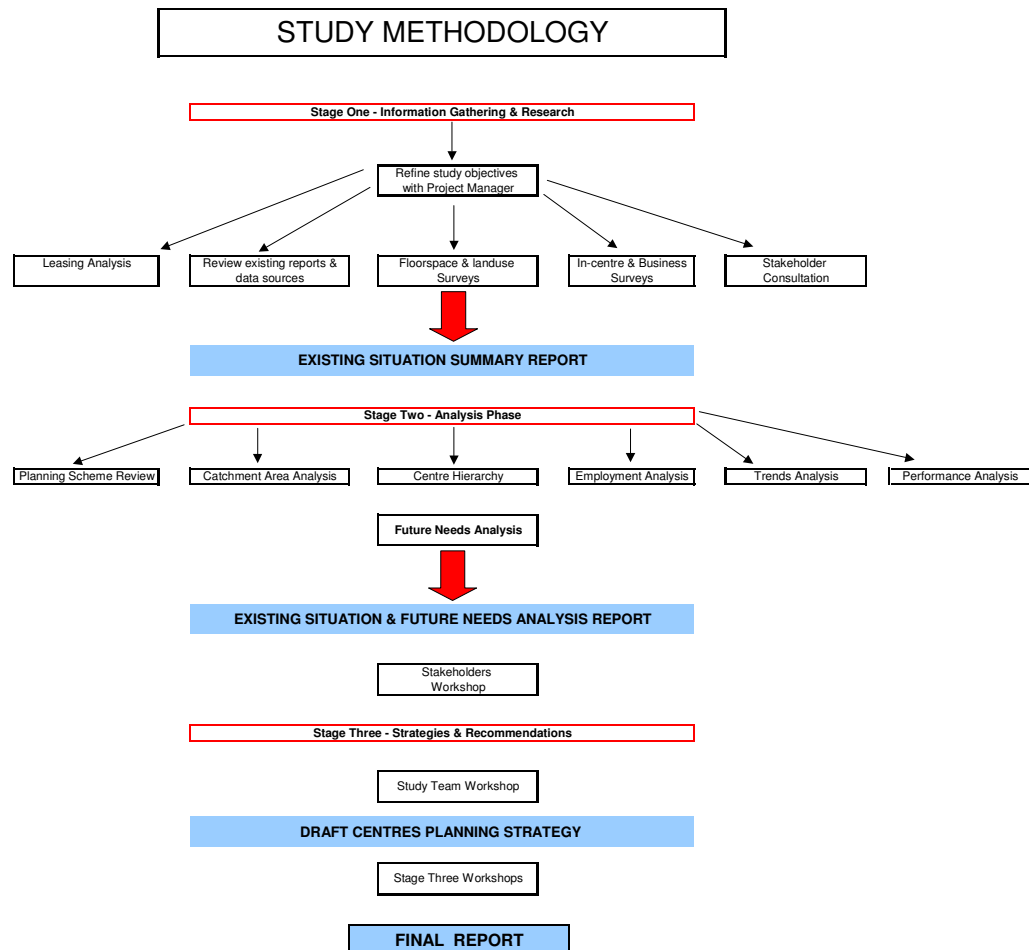
1.0 INTRODUCTION

Urban Economics was commissioned by Rockhampton City Council to prepare the Centres' Planning Strategy, as part of a Core Study Team comprising Urban Economics, Eppell Olsen & Partners and Humphreys Reynolds Perkins.

The Centres' Planning Strategy reviews the network of commercial and activity centres in Rockhampton and provides a framework from which to maximise the City's capacity to continue to service the needs of those within its bounds and its role as a service and administrative centre for the surrounding region.

In preparing an IPA Planning Scheme that will facilitate Rockhampton's role as the "leading centre for the region", it is important to ensure that the City's Planning Scheme has the flexibility to allow centres to maximise development opportunities, whilst maintaining the livability of the City for residents, and the viability of the City as a whole for investors and business operators.

The following chart illustrates the key tasks employed in the preparation of the Centres' Planning Strategy.



2.0 EXISTING SITUATION ANALYSIS

2.1 ROCKHAMPTON'S BUSINESS CENTRES

Urban Economics undertook a floorspace survey of business centres in Rockhampton City during August 2002, supplemented by an update of Council's landuse survey to examine the existing role, function and performance of Rockhampton's centres.

The following table summarises the key features of the centres investigated:



TABLE 2.1

Centre	Retail %	Office %	Services %	Entertainment/ Other %	Vacant %	Total M2
CBD	20.0	25.9	18.2	18.9	17.0	275,275
North Rockhampton	82.0	2.8	5.4	8.5	1.5	56,367
Musgrave St (incl. Northside)	42.6	19.3	13.0	14.0	11.2	39,825
Allenstown	80.5	4.3	12.1	1.2	1.9	8,507
Glenmore	87.4	0.0	9.1	0	3.5	2,168
Wandal	58.4	1.8	7.7	7.9	24.2	2,557
Richardson Rd	70.1	0.0	19.2	0.0	10.7	4,411
Park Avenue	68.5	0.0	20.8	0.0	10.7	1,777
Berserker Village	12.5	0.0	5.0	0.0	82.5	1,842
Dean St	69.8	1.6	10.7	0.0	17.9	4,155
Berserker St/ Elphinstone St	77.7	0.0	15.2	3.1	3.9	3,556
Berserker St	90.2	0.0	0.0	0.0	9.8	224
Highway Business	89.5	0.0	0.6	3.1	6.7	30,419

Some 86% of the 432,148m² of floorspace in centres is located within three precincts: the expansive multi-purpose CBD (64%), the retail-focussed North Rockhampton District Centre (Rockhampton Shopping Fair Kmart Plaza Aquatic Plaza) (13%) and the elongated Musgrave Street (9%).

Substantial growth has been evident in strip centres in particular, such as Musgrave Street and Highway Business Areas, together with the advent of Rockhampton Shopping Fair, and its substantial impacts on the nature of Rockhampton's centres' hierarchy.

The difference in vacancy rates has been particularly marked in the CBD, increasing from a low 2.9% in 1981, to 8.7% in 1989 and a retail vacancy rate of 17% (including Stockland City Centre Plaza) in 2002. It is noted that since August 2002, there has been increasing activity in the takeup of retail space in East Street, particularly since the removal of the former Mall.

The **CBD** incorporates a prominent professional service sector, signifying the traditional prestige associated with a CBD office location and the presence of supporting retail and commercial facilities. The CBD also incorporates a significant public sector including government departments, agencies and offices, with representation from all tiers of government. This presents stability for the office property market in the CBD and clearly demonstrates the regional significance of the Rockhampton CBD as an administrative centre.

It also highlights the importance of the public sector's location and indeed relocation decisions in terms of influencing centre performance and in stimulating business confidence, particularly for regional centres.

Commercial office and service space such as medical services, financial institutions, real estate and travel agencies, comprised approximately half of all commercial space within the CBD, and some 85% of all commercial office and service space within the City, demonstrating the significance of the CBD as a commercial and administrative centre for the City.

Stockland City Centre Plaza provides the higher order retail activity within the CBD, incorporating 60% of the chain stores represented within the CBD. This centre is, however, located on the fringe of the CBD and lacks integration with the remainder of the CBD, reducing the subsequent benefits for the remainder of the CBD that may otherwise have ensued had the centre been more centrally located within the CBD.

The concentration of activity within **Rockhampton Shopping Fair, Kmart Plaza and Aquatic Drive** represents the largest concentration of floorspace outside the CBD, with a significant retail concentration and a combined occupancy rate of 99%.

This node incorporates the broadest range of higher order retail facilities, offering opportunities for comparison shopping amongst a number of national anchor and specialty stores.

The development and ongoing operation of Rockhampton Shopping Fair has had a profound impact on the distribution of retail facilities within Rockhampton City, with particular implications for the CBD and Kmart Plaza. Together, Rockhampton Shopping Fair and Kmart Plaza accommodate the largest retail offer for clothing and accessories within Rockhampton, the City's only cinema complex and the largest and most comprehensive representation of financial institutions.

However, parking, poor pedestrian linkages and centre layouts contribute to a disjointed node with low levels of connectivity or integration.

Rockhampton's earliest suburban centres, **Northside Plaza** and **Allenstown Plaza** are both Woolworths supermarket anchored shopping centres that provide for the weekly shopping needs of surrounding residents, have particularly high occupancy levels and offer convenient, accessible, community-based alternatives to the larger sub-regional centres and the CBD. Allenstown Plaza is complemented by a surrounding frame area incorporating niche or destination retailing and service activities, whilst Northside Plaza is surrounded by the extensive ribbon development extending along Musgrave Street. Neither centre is well integrated with the surrounding frame area, with poor pedestrian connectivity. There are opportunities for improving physical and perceptive connectivity particularly at Allenstown to create a vibrant, community focused node.

There are a range of centres such as Park Avenue, Dean Street, Richardson Road, Glenmore Village, Wandal, Berserker Street and Berserker St/Elphinstone Street node that provide a range of facilities that cater for the top-up, buy fresh shop including convenience store, bakery, butcher, newsagent, and chemist as well as services such as medical centres and

post office. These centres include traditional strip centres such as Richardson Road and the Berserker Street/Elphinstone Street node as well as the modern planned Glenmore Village.

Berserker Village is internally located within a residential area and suffers from poor levels of visibility and accessibility. The centre provides only a very limited array of convenience facilities and does not provide the full range of facilities that residents would expect to service their day-to-day needs.

Extensive ribbon development is evident along **Gladstone Road, Musgrave Street** and **Yaamba Road**. Strip facilities in Musgrave Street incorporate a mix of retail, motor vehicle sale and servicing facilities, restaurants, fast food and takeaway outlets, offices including Centrelink and medical facilities. Facilities within this precinct are generally vehicle oriented and focused on the exposure and profile of Musgrave Street to passing traffic.

Retail showroom and service facilities have developed in ribbon fashion along Yaamba Road to the north of Rockhampton Shopping Fair, incorporating a mix of showroom, service industry, and other Highway uses such as motels and service stations. This precinct relies on vehicle transport between showrooms and incorporates major chains such as Bunnings, Harvey Norman, Spotlight, BBQ's Galore, Tradelink, 40 Winks etc.

2.2 PERCEPTIONS AND USE OF CENTRES

In-centre and on-street surveys were conducted at Rockhampton Shopping Fair, Kmart Plaza, Stockland City Centre Plaza, the CBD, Allenstown Plaza and Northside Plaza to identify the shopping habits and preferences of shoppers.

Rockhampton Shopping Fair is clearly the dominant retail centre in terms of shopper visitation, with 45% of shoppers interviewed at suburban centres indicating that they visit the centre at least once a week. Northside Plaza was the next most frequented centre, with 36% visiting at least once a week, which is in part a reflection of the greater concentration of population to the north of the Fitzroy River.

The nature of centres is highlighted in the main reasons shoppers visit different centres, with Allenstown and Northside Plaza shoppers most likely to undertake major weekly food and grocery or top-up shopping, whilst Rockhampton Shopping Fair, Kmart Plaza and Stockland City Centre shoppers were more likely to visit these centres for a wider variety of purposes.

Glenmore Village, Dean Street and Wandal have a significantly more restricted role in servicing residents of their immediate surrounding catchment areas and do not draw regular trade from a wide catchment.

3.0 IMPERATIVES FACING CENTRE DEVELOPMENT

The in-centre and on-street surveys were utilised to derive Catchment Areas for the major centres in Rockhampton. Based on these surveys and the nature of activities within the CBD and North Rockhampton in particular, the overall Catchment Area for Rockhampton has been defined as a regional catchment, with Rockhampton servicing communities in Livingstone, Fitzroy, Mt Morgan, Duaringa and Banana Shires.

Whilst Rockhampton City has maintained a stable population base, the surrounding Livingstone and Fitzroy Shires have experienced significant population growth. Livingstone Shire in particular has recorded growth rates of 3.78% per annum between 1991 and 2001, substantially greater than the Queensland average of 2.05% per annum.

Centres in Rockhampton have an established role in servicing the weekly shopping and higher order goods and services needs of residents of the surrounding region. Rockhampton's centres are, therefore, well positioned to take advantage of the growth opportunities within the region.

The analyses within the Centres' Planning Strategy suggests that Rockhampton's hierarchy of centres is as follows:

- CBD – regional business and administrative centre
- Rockhampton Shopping Fair/ Kmart Plaza – large sub-regional and service centre
- Northside Plaza and Allenstown Plaza & Frame – centres providing for the major weekly shopping and service needs of their communities
- Musgrave St – convenience needs of immediate surrounding residents and commercial, administration and community facilities as a frame for the sub-regional retail centre.

Other facilities service specialist functions such as the retail showroom and bulky goods nature of Yaamba Road or the convenience day-to-day needs function of centres such as Glenmore, Wandal, Dean Street and Park Avenue.

The retail showroom or bulky goods sector has contributed substantial growth to the retail sector and is projected to continue to influence the nature and location patterns of retail in Rockhampton for the short to medium term at least.

A number of facilities have been identified as expanding their market presence in Queensland or have established a presence in other regional centres but have yet to establish a significant presence in Rockhampton and the surrounding Capricorn region including:

- Rebel Sport
- Freedom Furniture
- Department store (unlikely in medium term)
- The Warehouse
- Aldi & Bi-Lo
- Large paint/ decorator outlets Dulux, Taubmans, Bristol
- Carpet Call,
- Clive Peeter's
- JB Hi Fi
- Car Lovers
- Guests Furniture
- Queensland Pine Co
- Dick Smith Powerhouse
- Brisbane Car Sound
- Brand direct/ factory outlet centres

Based on its position within the region, regional growth potential and the existing performance and extent of centres in Rockhampton, it is estimated that the following could be accommodated in Rockhampton City within the lifetime of the new Planning Scheme:

- ***Approximately 15,000m² of new retail space within Rockhampton.*** This assumes (and is over and above) some obsolescence and replacement of older, poorly located or under-utilised space within the City together with redevelopment of existing space such as Kmart Plaza for new retail activities or Berserker Village for non-retail uses.
- Majority of new and replacement retail space in the form of bulky goods outlets.
- A new supermarket – there is demand for a new supermarket to service the southern

growth corridors. In maintaining and enhancing Rockhampton's regional service role, allowing the flexibility to accommodate such a supermarket within the City bounds has been assumed within the Centres' Planning Strategy.

- A new convenience centre to service the growth corridor of north-east Rockhampton.
- New commercial office premises to meet the changing needs of tenants and to replace untenatable D- grade space in the CBD.
- Facilities to cater for the needs of workers, including recreational activities, meeting places, restaurants, cafes and takeaway outlets.
- Small convention or meeting facilities.
- Quality CBD hotel & Serviced Apartment accommodation.
- Inner City residential. Including the provision of new purpose built buildings, including heritage buildings, particularly above ground floor level.
- Additional cinema screens.

Other factors influencing the future composition and character of the network of centres in Rockhampton City include:

- Proposed 5,000m² supermarket-anchored shopping centre in Yeppoon anticipated to open in 2004.

- Red Hill Quarry Site development, with plans by the Stockland Trust Group expected to incorporate a mix of retail showroom and non-retail uses.
- Kmart Plaza – future expiry of the Coles Myer headlease over Kmart Plaza. With Kmart Plaza and Rockhampton Shopping Fair both owned by AMP, discussions and planning are continuing for the potential redevelopment of Kmart Plaza.
- Developer and tenant interest in seeking to secure sites for at least one major supermarket in Rockhampton South.
- Proposed Woolworths-anchored shopping centre with Highway frontage at Gracemere.

4.0 STRATEGY DEVELOPMENT

In envisaging a network of centres that stimulates a vital and vibrant business environment; is sustainable and flexible within a planning framework; and promotes the role of Rockhampton as the premier service centre for the region, the Study Team has developed two provocative themes for Rockhampton's centres:

1) ***The CBD is a vital place for the region.***

Functioning as a compact, community, commercial and administrative centre, the CBD incorporates a blend of residential, employment, specialist retail, entertainment, hospitality and government functions, offering residents and workers an attractive and safe environment for parading and recreating, and presenting a confident and vibrant business environment for operators and investors.

2) ***There is a network of convenient commercial centres in suburban locations.***

The Centres' Planning Strategy provides the framework for facilitating the delivery or implementation of these themes.

A series of guiding principles has been developed:

- Maintain a centres' hierarchy
- Consolidate existing centres
- Apply a sequential development test – in centre, adjoining centre, out of centre
- Encourage an efficient geographic distribution of centres to service the needs of residents
- Facilitate priority in public sector policy and investment for centres
- Guide development potential through definition of the role of centres and mix of appropriate activities

The principles and actions of the Centres' Planning Strategy are founded on the following:

A. Maintain a Centres' Hierarchy

A centres' hierarchy presents a recognisable framework from which developers, investors, planners and residents can take confidence in the certainty of the direction of future public and private sector investment in centres and related infrastructure. Further, a defined centres' hierarchy presents the opportunity to curtail the current trends towards dispersed commercial activity in Rockhampton.

The difficulty in defining a centres' hierarchy for Rockhampton is, that common to many non-Metropolitan centres, the Rockhampton CBD no longer functions as the primary retail precinct within the City, with the highest order retail activities located at Rockhampton Shopping Fair. It is expected that market forces will continue to direct the location of the highest order retail facilities to North Rockhampton, particularly with the redevelopment potential of Kmart Plaza and its integration with Rockhampton Shopping Fair, as well as the development options identified for the Red Hill site.

Therefore, the Study Team recommends a hierarchy with the CBD functioning as the highest order business, community and cultural heart of the region, complemented by niche and destination retailing, and Rockhampton Shopping Fair functioning as a specialist higher order shopping centre. The proposed centres' hierarchy is, therefore, as follows:



TABLE 4.1: Centres' Hierarchy

CBD	Specialist Sub-Regional Retail Centre	District Centres	Local/Neighbourhood Centres	Highway Business	Other Centres
CBD	Rockhampton Shopping Fair/ Kmart Plaza	Allenstown	Park Ave Richardson Rd Glenmore Village Dean St Elphinstone St Wandal	Gladstone Rd Musgrave St Yaamba Rd	Specialist Centre - Red Hill General Stores/ Service Station

APPENDIX A includes the comprehensive definitions for centres within the hierarchy.

- a) **CBD** – incorporating the highest order commercial, administrative, community, cultural, recreational and service activities

for the surrounding region. Stockland City Centre Plaza is an essential ingredient of the CBD and incorporates higher order retail activities that are to be integrated with the remainder of the CBD.

- b) **Specialist Sub-regional Retail Centre** - Rockhampton Shopping Fair/ Kmart Plaza - providing comparison shopping and some entertainment facilities to service the higher order shopping needs of the regional population. Community facilities, commercial offices and cultural facilities would be actively discouraged from this precinct, unless of a localised nature and able to demonstrate that the development could not otherwise be accommodated within the CBD and would not undermine the regional business and community function of the CBD. A public transport interchange or focus is encouraged within this centre.
- c) **District Centres** - Allentown - providing for the weekly shopping, service and community needs of surrounding residents. It may incorporate some localised commercial offices such as accountants, investment planners, etc. that service a local catchment area, as well as medical centres, and small frame type retail activities such as pool supplies, picture framers, mower repairs, etc.

There is sufficient land zoned for local business purposes within the existing Planning Scheme to accommodate a second supermarket within the Allentown District Centre. This would require some site amalgamations but represents the preferred development pattern for a new supermarket to service the South Rockhampton and expanding Gracemere communities.

- d) **Neighbourhood or convenience centres** – existing centres at Glenmore, Park Avenue, Wandal, Dean St, Elphinstone St and Richardson Rd are to be maintained and

enhanced to cater for the local needs. These neighbourhood or convenience centres are intended to service the day-to-day needs of the immediate surrounding populations. These centres are intended to function as convenience centres, but may include a major supermarket when focused on the local needs of a growing catchment community. Convenience or neighbourhood centres must not undermine the role and function of other centres within the hierarchy. There may be capacity for a new convenience centre to be developed in north-east Rockhampton to service the Norman Gardens' growth corridor.

- e) **Specialist Centres** – The Red Hill site provides the opportunity to incorporate a greater representation of bulky goods and showroom operators that are currently not represented in Rockhampton, or who are looking for higher profile sites. Other non-traditional retail uses may also be appropriate on this site, together with non-retail uses that complement the mixed-use and higher order role of the North Rockhampton specialist retail centre. Development of the Red Hill site must not impact on the higher order retail role and function of the North Rockhampton Specialist Sub-regional Retail Centre, nor the business and community function of the CBD. It is not the intent of the Centres' Planning Strategy that the Red Hill site be developed for more traditional forms of retailing such as supermarkets, Discount Department Stores and specialty stores, nor is it to include a DFO or similar factory/ brand direct outlet centre.

- f) **Highway business** – Musgrave Street/ Yaamba Road is intended to incorporate destination activities that act as a frame for the Specialist Sub-regional Retail Centre. This precinct may include some localised professional services, however, it must be demonstrated that there is a need for commercial offices and government services etc or be demonstrated that such facilities could not otherwise be accommodated in the CBD. Consolidation of the existing business area focused on Musgrave Street and encouraging medium density housing surrounding Musgrave Street or retaining character housing is intended. Where possible, bulky goods and showroom activities are to be accommodated within existing Highway business areas or existing centres such as the North Rockhampton Specialist Sub-regional Retail Centre or the proposed Red Hill development. It is not intended that traditional retailing such as a major supermarket or discount department store, be accommodated within the Highway Business Areas. Such facilities are more appropriately accommodated within existing centres.

However, Northside Plaza is an integral element of the Musgrave St Highway Business Area. This centre is intended to continue to provide for the weekly shopping and convenience needs of surrounding residents. It is the intent of the Strategy that access and parking arrangements are to maintain a high level of convenience for shoppers. It is not intended that any redevelopment of the centre would include a second supermarket, discount department store or large variety or discount store. The centre will complement the Musgrave Street

Frame Area function and generally provide only a limited array of services and professional services focused on its convenience and weekly shopping function, maintaining the integrity and function of the Specialist Sub-regional Retail Centre and the CBD.

Some convenience retailing where servicing a local need may also be appropriate

- g) **General stores/ service stations.** There is some capacity for a very localised service function for stores and service stations that are conveniently located and accessible by motor vehicle and by pedestrians. There appears to be an oversupply of general stores dispersed throughout the City, reminiscent of a less mobile community. There is unlikely to be a need to retain disused or abandoned premises for future retail use, although those in higher profile locations may represent an opportunity to be retained for local businesses or home-based businesses. Service stations incorporating a convenience store present an alternative to the traditional general store, offering a range of top-up goods whilst focused on the vehicle oriented trip.

B. Consolidate existing centres

Development is to be encouraged within or adjacent to existing centres.

No new centres outside existing centres and the Red Hill development are envisaged within the lifetime of the Planning Scheme, except where there is a demonstrable need for facilities to service a local community or convenience need in emerging communities such as Norman Gardens.

Community facilities are to be located in centres or adjacent to centres in order to facilitate the development of centres that incorporate a range of activities and present a community focus for their catchment area.

Development bonuses for development within centres will encourage consolidation of existing centres, improving the relative attractiveness of sites in existing centres with respect to greenfield sites.

Continued ribbon development is to be discouraged.

C. Apply a Sequential Development Test

Development assessment is to pass a sequential development test, with priority given to development in centres, then adjacent or adjoining centres, and subsequently out-of-centre. Out-of-centre development must demonstrate that the development can not adequately be accommodated within or adjacent to an existing centre, that there is sufficient need and demand to warrant the out-of-centre development and that the proposed development would not significantly impact on the role, performance and development potential of existing centres.

D. Encourage an Efficient Geographic Distribution of Centres to Service the Needs of Rockhampton City and Region

Recognising the role that Rockhampton and its centres play in servicing the needs of residents of the City and the surrounding region, the Centres' Planning Strategy intends to promote a network of centres that are distributed throughout the City to best meet the existing and future needs of residents of the City and surrounding regions.

Where appropriate, new centres would be allowed for emerging communities when overriding need can be demonstrated for a new centre – (separately identified).

It is intended that centres would be conveniently located and accessible for residents of the Catchment Areas they service, serviced by public transport, bikeways and pedestrian networks, and promote convenient access and parking for vehicular traffic (separate Carparking Strategy).

E. Facilitate priority in public sector policy and investment for centres

In promoting and maintaining a centres' hierarchy, and generating investor confidence in the City, it is the intent of the Centres' Planning Strategy that centres are to have priority in public sector policy and investment from all tiers of government. This includes the location policy decisions of State and Federal Government departments and agencies and priority in investment in infrastructure to centres.

To date, such policies have largely been rhetorical, with little to no practical adoption of the policies between all levels of government. Without substantial over-arching government policy for centre development at the Commonwealth level, there is little chance that co-ordination of public sector capital expenditure and location policies will change significantly in the future to reflect initiatives such as local Centres' Planning Strategies.

However, Council must be perceived to co-ordinate its investment strategy in ensuring the priority for infrastructure development in centres.

F. Guide the development potential of centres through definitions of the role of centres and mix of appropriate activities

In creating a network of centres that is flexible to changing market and resident needs, and is sustainable for the lifetime of the Planning Scheme, the Centres' Planning Strategy defines a Centres' Hierarchy on the basis of the role of centres and mix of activities rather than simply relying on prescriptive and restrictive centre floorspace caps. Floorspace ranges have been identified where appropriate to clarify the role and development potential of particular centres.

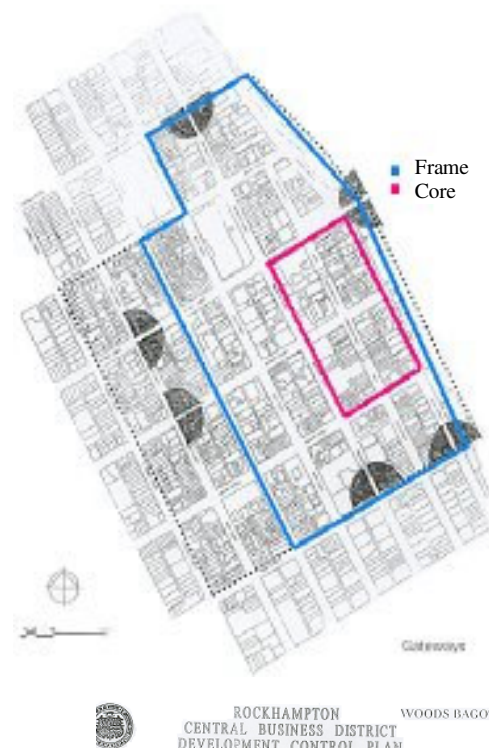
Strategies and Measures

TABLE 5.2 presents a summary of the strategies and measures or actions identified for each centre within the hierarchy in facilitating the meeting of these guiding principles.

Redefining the physical bounds of the CBD has been identified as imperative in realising the CBD's role as a regional commercial and administrative centre. A compact CBD focused on a clearly defined core and frame area will seek to re-energise a dispersed and disjointed CBD. At present the CBD encompasses some 27 blocks with large distances and poor levels of connectivity between key activities and anchors. Defining a more compact Core and Frame will provide a clear guideline for developers as to the intended development potential of the CBD and provide the basis for identifying priorities for infrastructure and urban design expenditure.

A more compact CBD will encourage greater movement of pedestrians through the CBD and contribute to increasing activity, vibrancy and vitality for the centre.

A Core and Frame Area is illustrated in the following map:



The remainder of the existing CBD designated area is suitable for an eclectic mix of residential and “clean” service trades activities to form a transition area to other more dispersed activities and residential areas.

Planned shopping centres, with the exception of the existing Stockland City Centre Plaza, are actively discouraged outside the Core area. Impact Assessment Reports would be required to accompany any applications for planned shopping centres outside the Core area.

The Impact Assessment Report must demonstrate:

1. That there is over-riding need for the proposed centre;
2. That the proposed centre would not impact on the role and function of the CBD; and
3. That the proposed centre would not undermine the centre hierarchy.

(The format for the Impact Assessment Report is detailed later in this Chapter).

Precinct Planning for the CBD clearly identifies the intended role of the CBD and its key activity areas. East Street is the traditional core retail precinct for the City and is developing as an important niche or specialist retail precinct. This is to be encouraged, with East Street between Fitzroy and William Streets to be defined as the Specialist Retail Precinct.

Drawing on William Street's gradual evolution to incorporate dining facilities and its natural linkages with the East Street Retail Precinct and the Riverside, there are opportunities to develop William Street between Quay Street and Alma Street as an alfresco dining precinct. William Street is an important link between the Riverside recreational precinct and the remainder of the Core CBD, and increasing active frontages along William Street through activities such as alfresco dining will increase the motivation for pedestrians to walk between facilities within the CBD. It will also encourage more residential development and, therefore, residents to locate in the CBD.

Council's commitment to the upgrade of the Riverfront precinct (depicted) creates much needed public space, parading areas and meeting places for the CBD. The importance will be to ensure the user friendliness of this area is

maintained and to create linkages between this Precinct, the Retail and dining precincts as well as destinations which encourage "parading". The Quay Street Riverfront has been identified as a Riverfront Recreational Precinct, and should be a focus for continued urban design, streetscaping and landscaping expenditure.



Inner City residential has dominated the property markets of major metropolitan centres in recent years and has contributed to increasing activity and vibrancy within CBD's. The Centres' Planning Strategy encourages the development of residential within the Rockhampton CBD, stimulating activity within the CBD during day and evening and providing an impetus for facilities such as cafes and restaurants, entertainment facilities, retailing, etc. Accommodation forms should include affordable housing, serviced apartments, tourist accommodation, retirement housing, higher density residential and student accommodation.

Incentives to re-use heritage buildings and other buildings in the CBD could be offered, such as monetary relaxations, including application fees, carparking contributions and headworks contributions.

Mixed-use developments that offer ground floor retail and residential in upper levels could be considered for development bonuses such as floor areas or building heights.

Impact Assessment

The sequential development test is to be applied for commercial activity in order to maintain the centres' hierarchy.

Impact Assessments demonstrating need and impact are triggered when certain floorspace thresholds have been exceeded when in-centre or adjacent to centres (as specified in TABLE 5.2), and for all proposed out-of-centre developments.

Out-of-centre developments must demonstrate:

1. Over-riding need for the proposed development;
2. That the proposed development would not impact significantly on the role and function of existing centres within the hierarchy; and
3. That the proposed development would not undermine the centres' hierarchy.

In-centre and adjacent centre developments will require the preparation of an impact assessment.

In-centre and adjacent centre developments requiring the preparation of an Impact Assessment Report must demonstrate that the proposed development would not significantly impact on the role and function of the centres' hierarchy.

In appraising the impacts of a development proposal, the following must be evaluated:

1. The potential change in performance of existing centres;
2. Potential changes to the role of existing centres as a result of the proposed development;

3. Potential impact on the intent and direction of the strategies and measures within the Centres' Planning Strategy;
4. The net change in employment;
5. The likelihood of increasing vacancy rates at existing centres;
6. Changes to the overall amenity of existing centres for shoppers and visitors; and
7. Potential changes to the range of retail, commercial and service activities available at existing centres.

Impact Assessments are to include:

1. Economic Impact Assessment Report
 - a. Description of the catchment area the proposed development would service, including analysis of the size, character and growth potential of the population within the catchment area.
 - b. Description of the location, gross floor area, tenancy mix, condition, and role of existing competitive facilities within the catchment area, including identification of vacancy rates;
 - c. Description of the proposed development including gross floor area, proposed tenancy mix, details of any pre-commitments or expressions of interest and timing;
 - d. Examination of the community need for the proposed development;
 - e. Assessment of the impact of the proposed development on the existing centres' hierarchy;
 - f. Assessment of other economic impacts including net employment effects; and
 - g. Statement of the beneficial and adverse effects of the proposed development with reference to the impact evaluation factors.

5.0 IMPLEMENTATION

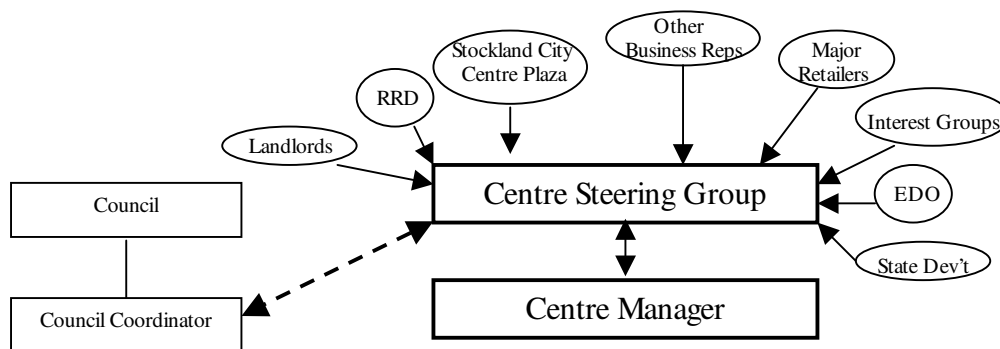
Implementation of the Centres' Planning Strategy requires public and private sector commitment and co-operation, amplified by public sector capital expenditure. A number of programs and grant schemes have been identified that may present a funding source for implementation of public sector expenditure on projects such as CBD revitalisation, etc.

- Regional Centres Program – “aims to enhance the economic and social development of Queensland’s regional centres, providing up to 50% subsidy of Council’s net costs for eligible projects, which include CBD revitalisation, tourist infrastructure or facilities, social and/or community facilities, streetscaping, recreation facilities and foreshore development...”
- Security Improvement Program – targeted towards implementation of strategies and infrastructure to improve security in public places, DLGP.
- Regional Solutions Program – Commonwealth Government grant scheme from Department of Transport and Regional Services from small-scale (\$1,000) projects to large scale \$500,000 grants. www.regionalsolutions.gov.au
- Regional Assistance Programme – Department of Transport and Regional Services scheme aimed at generating employment by “encouraging local community action to boost business growth and create sustainable jobs”. www.dotars.gov.au/regional/rap/index.htm
- Foundation for Regional and Rural Renewal – Department of Transport and Regional Services foundation to “provide a mechanism for the private sector to work with communities in regional Australia through grants for community capacity building, project facilitation and seeding grants for community and economic development initiatives” www.frrr.org.au

It is also the recommendation of the Centres' Planning Strategy that funding for a Centre Manager or management office for the CBD and other centres without a centralised management system in place be sought, and this could be established through grants' schemes such as the Regional Solutions Program, but ultimately intended to be sustained by contributions from land owners and tenants within centres.

The management office would be responsible to a Steering Group as illustrated in the following diagramatic:

Figure 5.1: Centre Management Structure



Specialist functions to coordinate advocacy and promotion of events and development for smaller centres such as Wandal, Park Avenue and Dean Street could also be specified within the responsibilities of the Centre Management Office, supported by contributions from these smaller centres.

Certainly, the responsibilities within the CBD would be more diverse and have regional ramifications requiring greater commitment, however, there are opportunities to utilise these resources at a City-wide level in maintaining and enhancing the vitality of centres. Responsibilities include:

- Coordinate marketing and promotions;
- Advocacy;
- Events' organisation;

- Initiate development/ redevelopment options discussion with landlords or tenants;
- Coordinate security; and
- Coordinate economic development initiatives for centres.

TABLES

TABLE 5.2**Centres' Planning Strategies**

Position in Hierarchy	Centre	Strategy	Measures	Priority
	All Centres	Consolidate existing centres	Promote development within or adjacent to existing centres	
			No new centres outside existing centres, including the Red Hill site, are envisaged within the lifetime of the Planning Scheme, except where there is a demonstrated need for facilities to service a local community or convenience need in an emerging community, such as Norman Gardens	
			Locate community facilities in centres or adjacent to centres in order to facilitate the development of centres that incorporate a range of activities and present a community focus for their catchment area	
			Discourage ribbon development	
			Provide development bonuses for development within centres, which will encourage the consolidation of existing centres	
CBD	CBD	Precinct Planning	East Street – Specialist Retail Precinct	A
			William Street – Eat Street/ Dining precinct	A
			Stockland City Centre Plaza – Retail Centre	
			Quay Street – Riverfront Recreational Precinct	
		Town centre management	Promote the intent to employ a Centre Manager/ Centre Management Office responsible for management, marketing, promotion, advocacy, business attraction for the CBD and other centres without centralised management	C
		Business Improvement District (BID) Scheme	Mobilise a management structure and business contribution to common areas similar to shopping centre mall areas, security, cleaning, events	C
		Centre improvement	Public sector expenditure	Ongoing
		Maintain & improve accessibility of CBD	Implement the strategies within the Carparking Strategy	A
			Undertake security audits & strategies to improve perceived security of the CBD	B
			Facilitate improvements to public transport infrastructure, convenient and accessible linkages for public transport users	C

Position in Hierarchy	Centre	Strategy	Measures	Priority
CBD	CBD	Pedestrian friendly environment	Public sector expenditure on a streetscape, shade structures, street furniture, security, lighting etc.	A
			Address footpath widths, street furniture, shade structures that would encourage an alfresco dining precinct in William Street	A
			Facilitate pedestrian linkages between major precincts, public transport interchanges, parking etc.	B
			Facilitate infrastructure and streetscape expenditure to improve pedestrian linkages between Stockland City Centre Plaza and Core	B
			Promote active frontages within the Core	Ongoing
			Investigate relevant grant schemes for regional development projects (discussed in Chapter 5.0) to assist in expenditure programs	B
		Compact CBD	Define Core Area as East St, Denham, Quay, William, Bolsover	
			Define Frame Area as bordered by Derby, Denison, Archer, Alma & Cambridge Streets	
			Remainder of CBD redefined as a transition area incorporating eclectic mix of residential and service trades	
		Mixed-use development	Provide development bonuses in relation to floor areas or building heights, where mixed-use development offers ground floor retail and residential in upper levels	
			Concentrate highest building heights in Victoria Pde/ Quay Street/ Fitzroy Street for residential, hotels and commercial office	
			Economic Impact Assessments for shopping centre applications outside the CBD Core	
		Riverfront parading precinct	Public sector expenditure on Riverfront improvements, boardwalks, picnic areas	B
			Develop linkages between Riverfront and Core, Queens Park, Kershaw Gardens that presents destinations to encourage use	C
			Urban design initiatives to link Denham and William Streets with Riverfront precinct	A
		Community Focus for CBD	Public sector expenditure on open space/ public spaces/ meeting spaces within the CBD eg. redevelopment of Council grounds as public space	C
			Encourage medium and high density residential in Frame areas	Ongoing

Position in Hierarchy	Centre	Strategy	Measures	Priority
		CBD Residential	Relax monetary contributions, such as application fees, carparking contributions and headworks contributions where heritage buildings and other existing buildings are renovated (particularly above ground floor level) to incorporate residential accommodation	B
		Legibility for the Core	Public expenditure on gateway statements, streetscaping/ street furniture, public spaces	B
			Urban design initiatives to create compact promenade area along Quay Street with linkages to Core	B
		Safeguard key attractions/ anchors	Identify particular uses/ stores that act as anchors for the CBD	B
			RCC continue to use ownership of land to mobilise private sector investment through land banking of strategic sites for desired activities	B
			Use compulsory acquire powers to bring land back into use by private sector for uses that are in accordance with the Centres' Planning Strategy intent for CBD and Draft DCP	C
			Development of >2,000m ² or 20% of existing floor area, which ever is the greater, Impact Assessable	C
		Encourage diversity of activity	Precinct Planning	A
			Centre Management Office	C
Specialist Sub-regional Retail Centre	North Rockhampton	Integration between RSF and Kmart and Frame	Urban design initiatives to facilitate pedestrian linkages between RSF and Kmart Plaza	B
			Any redevelopment plans for two centres to include public space/ meeting space as linkage over Moores Creek	B
			Redevelopment plans should address the poor interface with Musgrave Street and seek to enhance urban design and pedestrian linkages with surrounding frame area	B
		Incorporate the highest order retail facilities	Any redevelopment plans to accommodate some proportion of space for bulky goods/ showrooms	
			Higher order Commercial, community, administrative and recreational facilities are intended to be located in the CBD, and will be discouraged from the Specialist Sub-regional Retail Centre unless of a local/ supporting nature	
			Development of >2,000m ² or 20% of existing floor area, which ever is the greater, be Impact Assessable	

Position in Hierarchy	Centre	Strategy	Measures	Priority
District Centre	Allentown	Masterplanning/ Concept Planning	RCC to fund BCC type Suburban Centre Improvement Program, or masterplanning process encompassing urban design, transport, economic development and community planning in association with intents of Carparking and Centres' Planning Strategies	A
			Gain private and public sector support	
		Community focus for Allentown	Development bonuses for developments that incorporate public spaces/ community meeting spaces	
			Streetscaping/ urban design initiatives, to be funded through SCIP/ BID	B
			Gateway statements	C
		Consolidate weekly shopping and service role of Allentown	Land use surveys identified sufficient Local Business land under the existing Planning Scheme to accommodate additional business activity including a second supermarket	
			Encourage the development of a second major supermarket in Allentown	
			DA process must demonstrate integration of activities within the centre and responsibility in terms of financial contribution	
			Development of >2,000m ² or 20% of existing floor area, which ever is the greater, be Impact Assessable	
		Define Core and Frame	Uses such as small “bulky” operators or secondary retailers such as picture framers, pool supplies, mower repairs, antique/ second hand outlets, appropriate for frame surrounding core area	
Highway Business	Northside Plaza	Maintain the weekly shopping and service role of Northside Plaza	Development of >2,000m ² or >20% of existing floor area, which ever is the greater, be Impact Assessable	
			Maintain a high level of convenience for shoppers to access and park at this centre	

Position in Hierarchy	Centre	Strategy	Measures	Priority
	Gladstone Rd, Yaamba Rd & Musgrave St/ Queen Elizabeth Dr	Consolidate existing commercial precincts	Development of >2,000m ² or >20% of existing floor area, which ever is the greater, be Impact Assessable	
		Restrain continued ribbon development	Prepare a Local Area Plan (LAP) for Musgrave Street that would coincide with the timeframe of any redevelopment of Rockhampton Shopping Fair and Kmart Plaza to examine urban design, planning, transport, social and economic imperatives for integrating with the Specialist Sub-regional Retail Centre	
			Maintain integrity of land designated for industrial purposes. Retail including bulky goods and retail warehouse would be actively discouraged from industry designated land	
			Maintain concentration of medium density and character residential surrounding Musgrave St to provide potential “walk-up” trade for convenience retailers	
		Function as frame/ destination precincts for facilities that are vehicle oriented	Whilst convenience, bulky goods, showrooms and destination retailing is envisaged within these areas, new supermarkets and new shopping centres are not. Applicants must demonstrate that supermarkets and new shopping centres of greater than 2,000m ² can not otherwise be accommodated within existing centres, that there is sufficient need to support their development within Highway Business Areas and that their development would not significantly impact on the role and function of existing centres	
			Parking arrangements to provide for vehicle oriented trip (Car Parking Strategy)	
		Centre Management Office	Encourage coordinated approach to activity within existing business areas including promotions, security, amenity, etc.	C

Position in Hierarchy	Centre	Strategy	Measures	Priority
Specialist Centre	Red Hill	Contribute to the vitality of Rockhampton City and improve the range and diversity of choice available for residents	Reserve proportion of floorspace component for bulky goods	
			Not intended to incorporate traditional retail such as supermarkets, DDS etc.	
			Must demonstrate that development would not significantly impact on the role and function of the centres' hierarchy	
			Development of >2,000m ² or 20% of existing floor area, which ever is the greater, be Impact Assessable	
Convenience / Neighbourhood Centres		Provide for the day-to-day convenience needs of local residents through a network of existing neighbourhood centres and appropriately located additional centres as required	Development of >2,000m ² or 20% of existing floor area, which ever is the greater, be Impact Assessable	
			Allow for the development of a neighbourhood centre to service the north-east Rockhampton community, potentially to locate in Norman Gardens	B-C
			Accommodate community facilities such as child care centres, community halls, community centres, in or adjacent to neighbourhood centres	
			Parking facilities to promote the convenience and accessibility of centres and to contribute to the overall vitality and activity of convenience centres (Centres' Planning Strategy)	
			Allow for flexibility to accommodate alternative compatible uses for Berserker Village	B - C
			Consolidate activity within existing centres	
			Discourage continued ribbon development	

APPENDIX A

APPENDIX A

CENTRE HIERARCHY DEFINITIONS

CBD – The CBD will function as the highest order commercial and administrative centre for Rockhampton City and the surrounding region. The CBD will incorporate the highest order commercial, administrative, community, cultural, entertainment, recreational and service activities and provide an important community focus for the region. Higher order retail activities are incorporated within Stockland City Centre Plaza and are encouraged within the Core of the CBD. Recreational activities and residential accommodation, including tourist accommodation, are appropriate elements of the CBD Core and Frame and are actively encouraged. Activities envisaged for the CBD include, but are not limited to:

Core	Frame
<ul style="list-style-type: none">• Commercial office• Government administration• Higher order retailing• Convenience retailing• Niche or destination retailing• Department store• Courts• Medical, specialist medical, hospital• Education including TAFE and University campuses• Public transport interchange• Residential• Tourist accommodation• Cafes and restaurants/ alfresco dining• Entertainment• Bars/ clubs• Cinema	<ul style="list-style-type: none">• Cultural activities including regional art gallery• Regional library• Convention centre/ meeting facilities• Public space and recreational areas• Service trades in frame• Home business/ Home occupation• Tourist accommodation• Residential• Retirement/ nursing home accommodation• Hospital• Education including TAFE and University campuses• Public transport interchange• Entertainment (excluding nightclubs)• Convenience retailing• Cafes and restaurants• Cinema

Specialist Sub-regional Retail Centre - The Specialist Sub-regional Retail Centre is formed by the Rockhampton Shopping Fair and Kmart Plaza centres and any future redevelopment of the two centres. The Specialist Sub-regional Retail Centre is intended to service the higher order comparison shopping needs of Rockhampton City and the surrounding region. The centre is intended to have a retail focus, with a full range of merchandise and services available, offering opportunities for comparison shopping, including discount department stores and supermarkets, as well as a full range of specialty shops and services. The Specialist Sub-Regional Retail Centre is intended to service the population of the City and surrounding region, with a GLA range of between 60,000m² to 70,000m². Activities within the Specialist Sub-regional Centre are expected to include:

- Supermarkets
- Discount Department Stores
- Department store/ s
- Discount variety store/ s
- Specialist retailing
- Moore's Creek public open space/ recreational area
- Cinema complex & family entertainment activities
- District library
- Bulky goods/ retail showrooms
- Public transport interchange
- Local community facilities and commercial offices < 5,000m²
- Food court
- Restaurants/ dining facilities (1,500m² GLA, excluding Aquatic Place).

District Centres – generally service a series of neighbourhoods comprising approximately 5,000 to 8,000 households, and provide facilities that cater for a major weekly or fortnightly shopping trip. They also serve as neighbourhood centres for the immediate surrounding population. Lettable retail area in district centres normally ranges between 5,000m² and 15,000m². The function of the centre rather than its size is critical, providing for the weekly and convenience shopping and service needs of its Catchment community. Such a centre is often at the focus of the local public transport system and usually incorporates services such as financial institutions and community facilities. The store mix of a district shopping centre generally includes a major supermarket, a full range of food stores and personal services as well as a variety or discount store.

Large district centres may incorporate two full-line supermarkets focused on the major weekly shopping needs of the surrounding community. Non-retail facilities including commercial and community facilities would complement the intent of the large district centre. However, commercial facilities should not exceed 2,000m².

Activities within a district centre may include, but are not necessarily limited to:

- Supermarket/ s
- Specialty stores
- Discount or variety store
- Service station
- Child care centre
- District library
- Primary school
- Local commercial offices/ professional services (<2,000m²)
- Community centre
- Indoor sports/ recreation centre
- Swimming pool
- Church
- Fast food outlets
- Tavern
- Medical centre
- Medium density residential in the Core

Neighbourhood or Convenience Centres – are differentiated from higher order centres in that they do not generally provide sufficient range or depth of merchandise to fully cater for the major weekly or fortnightly household trip. These centres do not include a department store, variety store or discount department store. They normally provide only 1,000m² to 5,000m² of lettable commercial space, have less than 20 specialty shops and their merchandise mix is highly biased towards food items. Smaller centres located on major arterial roads are frequently referred to as convenience centres.

These traditional neighbourhood centres are usually traditional strip rather than planned centres, and have historically located centrally within a residential area. These centres normally serve between 1,000 and 3,000 households in the Primary Trade Area depending on their composition, location and competition.

Neighbourhood centres are intended to be located at the entry to the residential communities they service, provide at-grade parking facilities and are accessible by a network of pedestrian and bikepaths.

Facilities within neighbourhood centres may include, but are not necessarily limited to:

- Convenience supermarket
- Specialty stores
- Child care centre
- Community hall
- Local professional offices <500m²
- Medical centre

Specialist Centre –A mix of activities including retail showroom and bulky goods operators together with non-retail activities is intended in the Specialist Centre. The Specialist Centre is intended to provide a mix of activities that would service Rockhampton City and a regional catchment community, without compromising the role and function of the CBD and the Specialist Sub-Regional Retail Centre. Retail floorspace in the order of 20,000m² GLA is expected, complemented by a mix of non-retail activities to create a specialist activity node.

Retail Showroom Facilities differ from traditional retail centres in the size, nature and range of products sold. Retail showroom facilities can be defined to include those bulky goods' retailers that cater for home improvement/ homeware products, garden centre products and indoor/ outdoor entertainment/ leisure/ recreational products. Retail showroom facilities encompass a broad range of large stores involved in the sale of large goods such as furniture, domestic hardware, floor coverings, household appliances and electrical goods, including computers. Other retailers attracted by the large floor areas, cheaper rents and the type of customers attracted to these centres, include toy and sports retailers, auto accessory outlets, soft furnishings and home improvement specialists. These non-traditional forms of retailing represent an appropriate mix of retail activities for the Red Hill Specialist Centre.

Highway activities may also be accommodated on sites with frontage to Yaamba Road. It is not the intent of the Specialist Centre that more traditional forms of retailing such as a supermarket, discount department store or variety store be incorporated, nor are facilities such as a Direct Factory Outlet (DFO), or similar factory outlet centre intended or to be developed on this site. Some convenience retailing to service the needs of the local residential community is appropriate.

Traditional retail space is not to comprise more than 10% of the total retail area on site. Further, no more than 10% of floor area of any single tenancy is to accommodate the sale of goods and services other than those generally intended for this site, with the exception of:

- a) food – where servicing a local community convenience need;
- b) clothing – where ancillary to the tenant's operation of bulky goods and showroom activities such as sporting goods, baby goods; and
- c) household goods – where ancillary to the tenant's operation of bulky goods and showroom activities.

Single tenancies within the traditional retail component of the site are not intended to be greater than 200m².

Activities envisaged within this node include, but are limited to:

- Retail showroom/ bulky goods
- Building suppliers eg. Electrical, plumbing, tiles, bricks etc.
- Landscape supplies/ garden centre
- Motel
- Service station
- Auto service activities eg. tyres, brakes, mufflers, car wash
- Vehicle sales yards
- Pool supplies
- Fast food outlets
- residential

Highway Business Areas – these areas represent mixed use areas incorporating destination retailers, vehicle orientated activities such as vehicle sales yards, service stations, auto service activities, bulky goods and showrooms and non-retail activities such as accommodation, service industry, building supplies. The Musgrave Street/ Yaamba Road areas present the opportunity to function as frame areas for the Specialist Sub-Regional Retail Centre, consolidating activity within existing business areas. No new supermarkets or discount department stores are intended, although some local convenience facilities may be accommodated where supported by need.

General Stores/ Service Stations – general stores and service stations are intended to provide a limited range of goods and services (especially outside normal working hours) to cater for the top up or day-to-day needs of residents of the immediate surrounding area or motorists. Generally less than 200m² in retail area, these stores provide only a very basic range of goods that cater for the immediate, buy fresh or top-up needs of residents. Service stations with convenience outlets would generally be located on major roads, whilst general stores may be located within local communities and with access to a series of pedestrian and bikepaths.