

## **2.0 STRATEGIC FRAMEWORK**

### **2.1 INTRODUCTION TO THE STRATEGIC FRAMEWORK**

The Strategic Framework is made up of a number of different components that provide the overall policy directions in relation to growth and development in Rockhampton City.

The Strategic Framework includes the following components:

A Vision, which identifies the intentions for Rockhampton City as a whole. The vision is an overall statement of direction for the City, lifted from Council's Corporate Plan. However, it is not intended to be applied in the development assessment process, it is provided for information purposes only.

Desired Environmental Outcomes, which identify the key intended outcomes for the City. Desired Environmental Outcomes (DEO'S) are required by the Integrated Planning Act to provide the broad policy framework to guide the planning and development of the City throughout the life of the plan. The Desired Environmental Outcomes are boxed in the Strategic Framework.

Strategies Supporting the Desired Environmental Outcomes, are the part of the Strategic Framework that provides the policy direction to achieve the implementation of the Desired Environmental Outcomes.

DEOs are, of necessity, broadly expressed at a relatively high level of generality. Therefore, the outcomes can only be achieved through the development assessment process if individual development proposals are consistent with each relevant supporting strategy. An individual development proposal which exhibits a material conflict with a supporting strategy relevant to the proposed development is, for the purposes of interpreting and applying the City Plan, a proposal which is likely to compromise the achievement of the DEO to which that strategy relates.

Background, which allows the reader to understand the rationale for the policy direction set out in the Desired Environmental Outcomes and the Strategies. The 'Background' incorporates the reasons why this outcome is sought for the City. The Backgrounds are boxed and shaded and follow the Strategies. However, the Backgrounds are for information purposes only and, therefore, are not applicable to the assessment of a development application. Their purpose is to ensure the individual DEO'S and supporting strategies are clearly understood and applied.

Backgrounds are not directly relevant to the assessment of individual development applications. Their primary purpose is to ensure the individual DEO'S and supporting strategies are clearly understood and applied. However, Backgrounds are an aid to interpretation. In any case where there is dispute or uncertainty about the meaning or effect of a DEO, or an associated supporting strategy, the meaning or effect which is most consistent with, or best



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reflects, the content of Background material about that DEO or strategy must be preferred over any other.

**CHAPTER 2**  
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## 2.2 VISION

In accordance with the provisions of the Local Government Act 1993, Council has a corporate plan. Council's corporate plan includes a vision statement identifying a vision for the entire City of Rockhampton. Council's Planning Scheme is one means by which Council can seek to achieve this city wide vision. Consequently, Council's Planning Scheme has been prepared with the following Vision in mind.

*"Rockhampton will be a safe, clean, enjoyable place that retains and enhances the best parts of its heritage and natural environment. It will be attractive to residents, visitors, investors and business – providing opportunities for all. As the leading service centre for the region, we will ensure a healthy balance of strengths in health, education,, value added agriculture, community services, tourism and culture."*

(from the former Rockhampton City Council Corporate Plan 2001-2005)

### **Background**

Rockhampton is the capital of Central Queensland, being the major service centre in the Central Queensland Region. Rockhampton is strategically located at the junction of the Bruce, Capricorn and Burnett Highways, between Gladstone to the south, Mackay further north and Emerald to the west. Being a major regional centre, Rockhampton provides a range of administrative, commercial, retail, health, industrial, entertainment and cultural facilities which service both the City and the surrounding rural and coastal areas. Air, road and rail services link Rockhampton with other centres and rural areas in Central Queensland, as well as northern regional cities and the State Capital.

Rockhampton is located on the Fitzroy River – one of Queensland's largest River systems and the second largest river catchment in Australia. The Berserker Ranges and Mt Archer National Park are also located within the City's boundaries, and provide a green backdrop to the City. Various other natural assets, including waterways and wetlands, and natural reserves, contribute to the local biodiversity of the City. The City also has a unique built environment, with many of the original buildings and structures remaining intact. One of the main streets in town has been listed by the Australian Heritage Commission, on the Register of the National Estate, due to the integrity of its built form.

Rockhampton's population is around 60,000 people (2003 estimate), and although the growth rate is currently static, the region is expanding quite rapidly. In particular, the adjacent Capricorn Coast continues to grow, with a strong reliance on Rockhampton for higher order goods and services, including health services and sport and recreational facilities, and as the main employment base for the region.

Major growth opportunities for Rockhampton include the continued development of the Central Queensland University, regional transport, mineral processing and ancillary services, community and cultural facilities, the beef industry, and agricultural services.



New urban residential growth in Rockhampton will continue to occur in identified locations such as Norman Gardens and Frenchville, located to the north of the Fitzroy River. Revitalisation of older areas of Rockhampton is also likely to occur with medium density residential development to house, for example, the transient workforce associated with industrial developments occurring in the Central Queensland region, as well as aged accommodation to service the ageing population in the Central Queensland region. The City is also expecting to accommodate the region's commercial, retail and administrative growth, and some of the region's service and consumptive type industrial growth.

## **2.3 DESIRED ENVIRONMENTAL OUTCOMES**

### **The Desired Environmental Outcome Themes for Rockhampton City are:**

1. Rockhampton – Capital of Central Queensland
2. Natural Resources
3. Nature Conservation
4. Environmental Management
5. Commercial Centres (including shopping centres)
6. Commercial Centre Design Outcomes
7. Industry
8. Cultural and Urban Heritage
9. Residential Communities
10. Community Uses and Health Care Facilities
11. Emerging Communities
12. Infrastructure
13. Mobility (including transportation)
14. Open Space and Recreation

Each of these themes is discussed separately, as follows:



***Desired Environmental Outcome 1 – Rockhampton – Capital of Central Queensland***

‘Rockhampton continues to consolidate its ‘Capital of Central Queensland’ role in the region.’

**Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing certainty in relation to future development and investment in the City by dividing the City into 38 individual Planning Areas as depicted on *Map 6 ‘Planning Areas Key Map’*, with each Area having its own Intent and Level of Assessment Table to guide and control development.
2. Supporting key services in the City such as the airport, health facilities, a range of educational facilities, and regional community and sporting facilities by recognising these uses in their respective Planning Areas and providing for their consolidation and expansion in those Areas, where they do not unduly compromise the Intent of the Area or surrounding Areas.
3. Ensuring that Rockhampton retains and enhances its role as the key employment centre in the Capricorn Region by designating sufficient land throughout the City to accommodate the provision of additional residential, commercial and industrial development necessary to support the region beyond the life of the new City Plan.
4. Supporting key industries appropriately located in Industrial Areas that service local, domestic and international markets such as meat processing works, mineral processing and ancillary services, regional transport and agricultural services, by recognising these uses in their respective Planning Areas and providing for their consolidation and expansion in those Areas.
5. Supporting new ‘clean and green’ industries (characteristically those industries that do not generate pollution), including but not limited to call centres, IT businesses, technologically innovative industrial developments and research and investigation enterprises in the City, in preference to traditional polluting type industries, by providing for these uses in selected Planning Areas throughout Rockhampton.
6. Supporting major events and their necessary infrastructure such as the beef exposition at the showgrounds within the *Wandal Residential Area* and defence exercises on land within the *Airport Special Use Area*, by recognising these uses in their respective Planning Areas and providing for their consolidation and expansion in those Areas, where they do not unduly compromise the amenity or use of other land (including by or for their owners).



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7. Supporting the provision of well designed, functional and attractive facilities for tourists, such as accommodation buildings and restaurants, including mixed-use developments, by providing for these uses to locate in selected Areas and Precincts within South Rockhampton, including the Central Business District, where they are consistent with the Intent of the Area or Precinct.
  
8. Maintaining Rockhampton City and in particular the Central Business District as a positive place to shop, to access services or employment, or carry out business by, but not limited to:
  - Clearly identifying a hierarchy of centres throughout the City and directing uses that are consistent with the Intent for each centre into those centres;
  - Dividing the Central Business District Commercial Area into precincts, including a *retail core* and a *business services precinct* to focus commercial development into a central area; and
  - Providing incentives in relation to development in the CBD, particularly for the redevelopment of heritage buildings.
  
9. Maintaining and enhancing Rockhampton's role and position as the 'gateway' to the Central Queensland region, in terms of air, rail and motor vehicle, including ongoing improvements to road, rail and airport facilities to develop and strengthen its regional 'hub' role by, but not limited to the following:
  - Recognising existing and proposed infrastructure in the Planning Scheme; and
  - Ensuring new, sensitive developments such as child care centres and the like are located and designed so that they do not compromise the function of Rockhampton's transport infrastructure.
  
10. Creating liveable and attractive neighbourhoods thereby attracting new residents to the City, and protecting residential amenity by, but not limited to the following:
  - Providing for the continued existence and future upgrade of existing infrastructure such as parks and recreation areas, including improved linkages between existing infrastructure, where environmentally and culturally appropriate;
  - Supporting the establishment of compatible uses in terms of the type of use, height and scale of buildings and building design, etc.;
  - Strongly discouraging new residential development at locations where the impact of existing or planned non-residential development and land use are likely to mean that new development would have a poor level of residential amenity and/or create a likelihood of conflict between residential and non-residential uses; and



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- Maintaining the character of the Area (where present and recognised in this Planning Scheme).
11. Ensuring Rockhampton has a recognisable city centre by providing for the tallest buildings to locate in the Central Business District (CBD).
12. Ensuring Rockhampton retains and protects its natural, cultural and man-made assets that contribute to its unique character by, but not limited to:
- Developing a local heritage register to record places of heritage significance;
  - Allowing the flexible reuse of a heritage place, where the new use is not contrary to the Intent of the Area or Precinct;
  - Requiring cultural heritage assessments to be undertaken where there is likely to be items or areas of cultural significance;
  - Designing development so that it does not compromise views to the Berserker Ranges and Mount Archer; and
  - Including areas of environmental significance in Environmental Protection Areas.



### **Background**

Rockhampton is the major service centre located between the Brisbane/Sunshine Coast area and Mackay. Rockhampton is located approximately 650km north of Brisbane, while Mackay is located over 900km north of Brisbane.

Rockhampton City is the key service centre for Central Queensland, servicing the surrounding rural and urban areas of the region. Therefore, the employment base in Rockhampton stems from its role as the major service centre in the Central Queensland region. New growth in mineral processing, industry, mining and associated processing, residential growth on the Capricorn Coast, and continued investment in education and health will positively influence growth enhancing the City's central service role, resulting in increases in population and jobs in Rockhampton City.

Rockhampton also has an important 'Beef Capital' role in accommodating meat processing works, as well as support for the beef industry, including beef expositions that attract world wide interest. Tourism, though not a large industry in the City at present, is recognised as a growth industry in Queensland and particular opportunities exist to realise greater visitor numbers, particularly in relation to the City's purpose built tourist destinations and cultural heritage, which has national significance. The City also welcomes investment in new activities and industries, particularly 'clean' and 'green' industries (generally those industries that do not generate pollution), such as call centres, IT businesses, technologically innovative industrial developments, research and investigation enterprises, etc and to this end has designated Planning Areas throughout the City where these uses can locate.

The Rockhampton airport is an important regional facility located in the City, which is owned by Rockhampton Regional Council. The airport encompasses approximately 355 hectares of land and is improved by a variety of infrastructure. Whilst the airport is used predominantly for domestic flights, it is utilised on occasion as an international airport for civilian aircraft as well as defence aircraft. It is classified as an Airport of "National Significance" in the Guidelines to State Planning Policy 1/02. It is also utilised for defence purposes to bring national and international troops to Rockhampton for exercises at Shoalwater Bay, and as a base for defence purposes.

It is important to ensure the long term viability of the airport, in terms of:

- available land for the expansion of activities at the airport;
- making land available adjacent to the airport for uses that support or are dependant on the airport;
- preventing residential uses above the 20 ANEF contour, by encouraging buffer uses between 20 - 25 ANEF and allowing only non-residential development within the 25 - 35 ANEF contour; and
- preventing intrusions into the Obstacle Limitation Surface (OLS).



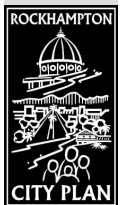


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The Rockhampton Showgrounds are located in the residential suburb of Wandal, not far from the CBD. Besides the annual show, the showgrounds cater to a range of uses throughout the year, including speedway meets, swap meets, conventions, career markets, home expositions, music jamborees and the occasional cattle sale. The showgrounds have also been used for the internationally renowned Beef Exposition that takes place every three (3) years as a result of the close association Rockhampton has with the Beef Industry. Whilst the use of the showgrounds for a variety of events throughout the year is supported, those events must be compatible with the residential nature of the locality.



## ***Desired Environmental Outcome 2 – Natural Resources***

'Valuable natural resources are conserved or, where required to support economic growth in Rockhampton, used sustainably.'

### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Recognising the valuable agricultural land in the *South Rockhampton Rural Area* on the Fitzroy River floodplain by, but not limited to:
  - Retaining land holdings of sufficient size that remain economical to farm; and
  - Providing for only compatible rural activities to locate in the Area, such as forestry and stables.
2. Ensuring the potential range of uses in the area of State Forest located within Rockhampton City is not compromised by inappropriate development on adjoining land, by including the State Forest and adjoining land in the *Berserker Range Environmental Protection Area*, where land use opportunities are limited.
3. Ensuring that existing extractive industry located in the Yeppoon Road Corridor can continue unimpeded by including the existing extractive industry site in the *Yeppoon Road Corridor Environmental Protection Area* where land is retained at broad acre densities and development opportunities are limited.
4. Ensuring that new development does not have detrimental impacts on water quality in the Barrage by, but not limited to the following:
  - Designing stormwater systems to avoid point discharge, which causes erosion and degrades the environment at the point of discharge;
  - Managing stormwater run-off to provide flows that contribute to the health of the water in the Barrage;
  - Providing treatment facilities to minimise pollution from waterborne pollutants such as litter, organic matter or sediment, etc. likely to be generated from development;
  - Installing erosion and sediment control mechanisms during construction so that site run-off does not increase sediment loads in the Barrage;
  - Providing effective buffers that assist in filtering run-off into the Barrage and installing fencing and water troughs to prevent the encroachment of animals; and
  - Objecting to development outside the City boundaries that has the potential to create detrimental impacts on water quality in the Barrage.

**Background**

Rockhampton must protect its natural resource assets to support future economic development and the long-term needs of the community. These resources include valuable agricultural land, State Forest, extractive minerals and water resources.

Water quality is of fundamental economic and social importance for the health and well being of Rockhampton City and adjacent urban areas. Water quality is also a major factor influencing aquatic biodiversity downstream of the Barrage, including the Great Barrier Reef Marine Park. Accordingly, land uses within the catchment of the Barrage will require careful management to avoid detrimental impacts on this valuable water resource.



### ***Desired Environmental Outcome 3 – Nature Conservation***

'Important natural assets are, as far as is practically possible, retained in a natural state to maximise biodiversity and to maintain their scenic and biological value.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing continuous open space networks along waterway corridors for the enjoyment of the City's residents and visitors to the City by requiring land adjacent to creeks and the Fitzroy River to be dedicated for park or drainage purposes.
2. Protecting the ecological values and biodiversity of Rockhampton's waterways, including the Fitzroy River, wetlands, lagoons, major urban creeks and their environs by, but not limited to the following:
  - Providing sufficient buffer distances between development and waterways;
  - Managing stormwater run-off such that it does not contribute to erosion and increased sediment load to waterways;
  - Installing treatment facilities on sites to minimise pollution from water borne pollutants entering waterways; and
  - Locating only compatible uses in flood prone areas such that hazardous or noxious substances or other materials will not pollute the waterways in times of flood.
3. Retaining and protecting riparian amenity (which will also assist in bushfire protection and providing a clear delineation between riparian corridors and private land) by, but not limited to the following:
  - Locating development a satisfactory distance away from rivers, creeks, waterways, and wetlands; and
  - Separating development and riparian corridors by roads, walkways, or similar, where Council considers public access to be desirable.
4. Protecting existing views to the Berserker Ranges and Mt Archer by controlling the height and location of development such that views are not compromised.
5. Protecting areas of ecological significance, including:
  - Areas of significant vegetation; and
  - Vegetation corridors that link major habitats and fauna habitats,

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by, but not limited to providing buffers of sufficient dimensions between ecologically significant areas and development to mitigate against any potential adverse impacts.

6. Protecting indigenous cultural heritage locations and their heritage assets such as:

- The natural areas in and around Rockhampton;
- Riparian corridors adjacent to waterways; and
- Any other areas of significance to the Darumbal Aboriginal people, the Torres Strait Islander people or other groups,

by, but not limited to requiring a cultural heritage assessment to be undertaken in relation to new development in areas affected or potentially affected.

7. Protecting the health of the Fitzroy River and the wetland areas located adjacent to the landfill site by continuing the ongoing rehabilitation of the landfill facility.

8. Minimising the impacts of waste products on the environment by requiring waste reduction, reuse and recycling programmes to be undertaken.

### **Background**

The protection of Rockhampton's natural environment from adverse impacts is an important part of maintaining biodiversity in the City and the region. Rockhampton City contains important ecological features, therefore protecting these features contributes to the maintenance of the natural environment in the City.

In addition to their ecological value, these natural features are important elements in relation to the setting of the City and, therefore, they are an integral part of the visual amenity and character of the City and its image. In particular, the Berserker Ranges and Mt Archer provide a significant green backdrop, visible from all parts of the City. The expansive views of the Fitzroy River from the CBD, Kershaw Gardens, and the two River crossings are also a unique part of the character of Rockhampton, and typical of other Queensland regional cities based on major river systems.

The final justification for retaining these features is recognition that the Darumbal people's cultural heritage can often be associated with the natural features that are located throughout Rockhampton City. Accordingly, the value of these natural assets is twofold.

As development occurs along waterways, including creeks and the Fitzroy River, Council will require land to be dedicated to Council for park or drainage purposes. In the long-term the vision for the Fitzroy River and creeks of Rockhampton is to have continuous open space networks along



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these corridors for the enjoyment of the community and the preservation of the natural environment.

In addition, locations of ecological value are often interconnected with 'green' corridors such as creeks, drainage lines or overland flow paths. Accordingly, the preservation and creation of these links will be an important consideration in planning for new development.



### ***Desired Environmental Outcome 4 – Environmental Management***

'New development in Rockhampton City is designed and managed to minimise adverse impacts on the environment, and biodiversity.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Controlling the impacts of development on waterways, particularly the Fitzroy River and the Fitzroy River Barrage by implementing water quality management strategies, including on-site water treatment mechanisms to manage the quality and quantity of stormwater leaving development sites.
2. Protecting ecologically sensitive locations (identified on the *Environmentally Sensitive Location Map* as remnant vegetation or wetlands) from unacceptable impacts that compromise the integrity of the area by undertaking only compatible development in accordance with an approved Environmental Management Plan (EMP).
3. Minimising air quality impacts that cause environmental harm or detrimentally effect residential amenity by implementing measures to control emissions whether they be air contaminants such as dust and particulate matter, odour emissions, or the like, such that they do not extend beyond the boundaries of the site.
4. Minimising noise and light impacts to ensure that the amenity and environmental integrity of an Area is maintained by, but not limited to:
  - Strategically locating plant and equipment such that impacts are minimised;
  - Sound proofing equipment and buildings and limiting their use;
  - Limiting hours of operation; and
  - Directing lighting away from adjoining property boundaries.
5. Reducing the production of industrial waste that may have an adverse impact on the environment by requiring industries to implement effective waste management strategies, including prevention, recycling and treatment.
6. Preventing land contamination by, but not limited to the following:
  - Storing chemicals and hazardous, toxic or noxious wastes in areas that are flood free and secure; and
  - Conducting operational activities in a manner that avoids the contamination of stormwater.
7. Mitigating the adverse impacts of flooding, bushfire and landslide on people, property and the environment by ensuring that only compatible



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development occurs (to an appropriate standard) in areas that are prone to flooding, bushfire and landslide.

8. Minimising water use and the amount of waste water generated in new development and subdivisions by, but not limited to the following:
  - Supporting water sensitive engineering solutions, including the reuse and recycling of waste water; and
  - Installing rainwater tanks.
9. Designing subdivisions to be energy efficient by, but not limited to the following:
  - Providing a high degree of pedestrian connectivity;
  - Providing higher order roads to accommodate public transport routes where warranted;
  - Providing walkways and cycle paths;
  - Retaining vegetation for shade on private land as intact clumps or stands; and
  - Providing street trees for shade on public land.
10. Minimising the loss of significant and/or valuable vegetation by requiring significant and/or valuable areas or tracts of native vegetation to be retained and protected from development.
11. Managing development to avoid excessive soil erosion, salinity and environmental harm by controlling the location of development and the filling and excavation of land such that impacts are minimised.
12. Minimising adverse impacts on surface water and ground water quality from waste water by requiring appropriate waste water treatment and disposal systems (either approved on-site systems or via Council's facilities) to be installed, prior to the land use commencing.

### **Background**

Managing development to ensure its impacts do not adversely affect Rockhampton City's natural areas and natural processes is an important part of achieving ecological sustainability in the City. Accordingly, development will be assessed and managed so that Rockhampton's natural areas are not adversely affected by development.

The Fitzroy River has one of the largest catchment areas in the State, of which Rockhampton City is a small but important part. Maintenance of water quality in the Fitzroy River is important to support ecological processes and to safeguard water supplies for Rockhampton City and adjacent urban areas. It follows then that management of development in the City, as an urbanised area within the Fitzroy River catchment, is an important element of this City Plan.



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The Great Barrier Reef World Heritage Area lies downstream and deterioration of water quality in the Fitzroy River has the potential to adversely impact on the reef and other ocean ecosystems. Although Rockhampton City occupies only a proportionally small part of the Fitzroy River catchment it represents a large urban area close to the mouth of the Fitzroy and therefore has particular importance in ensuring downstream impacts on water quality are minimised.



***Desired Environmental Outcome 5 – Commercial Centres (including shopping Centres)***

'Commercial and retail development is accommodated in a hierarchy of centres throughout Rockhampton which provide for a range of services, retail, commercial, entertainment and employment activities.'

**Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing for additional retail/commercial growth in Rockhampton in a hierarchy of centres throughout the City which are of an adequate size and capacity to accommodate predicted growth beyond the life of this Planning Scheme, as follows:
  - The Central Business District (CBD), located in South Rockhampton and identified as the *Central Business District Commercial Area* will incorporate the highest order commercial, administrative, community, cultural, recreational, leisure, entertainment, and service activities for the City and the surrounding region, complemented by niche and destination retailing. City Centre Plaza is also an essential ingredient of the CBD, incorporating higher order retail activities that are to be integrated with the remainder of the CBD. It will also be complemented by a range of accommodation types for residents and tourists alike. A mix of uses combined with a range of accommodation types will inject life and vitality into the Area both during business hours and also after business hours ensuring the CBD retains its role as the highest order centre in Rockhampton.
  - Specialist Sub-regional Retail Centre, comprising the shopping facilities located in the *North Rockhampton Centre Commercial Area* incorporating both Rockhampton Shopping Fair and Kmart Plaza will provide comparison shopping and some entertainment facilities to service the higher order shopping needs of the residents of Rockhampton and the regional population. It will also incorporate limited entertainment, leisure type uses to ensure that it does not detract from the intended role and function of the CBD. The Specialist Sub-regional Retail Centre is intended to service the higher order comparison shopping needs of Rockhampton City and the surrounding region, and will primarily include supermarkets, department stores including discount department stores, variety stores including discount variety stores, direct factory outlets, specialist retailing, and the like. However, community and commercial uses (particularly offices) are not preferred in this centre unless of a local nature or where it can be clearly demonstrated, without doubt, that the use cannot be located in the CBD, or where it will not undermine the regional business role of the CBD. The range

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of gross leasable area in this centre is expected to be between 60,000 and 70,000m<sup>2</sup>.

- The District Centre, comprising of the shopping facilities located at Allenstown (including Allenstown Plaza) and identified as Precinct 1 within the *Allenstown Residential Consolidation Area* will provide for the major weekly or fortnightly shopping, service and community needs of surrounding residents, and will contain a limited range of commercial, community, entertainment and leisure uses. Allenstown is also the preferred location to service local communities south of Rockhampton, including Gracemere, which it already does. The District Centre is expected to accommodate primarily shopping facilities and commercial premises (personal services). Given the role of Allenstown, in terms of the wider catchment it services, it is likely that a second supermarket could be accommodated in the Allenstown District Centre in the future. To accommodate a second supermarket it is expected that a second supermarket would need to be accommodated on some land identified as Precinct 1 Expansion Area on the precinct plan for the Allenstown Residential Consolidation Area.
  
- Local Shopping / Neighbourhood centres, located at Glenmore, Park Avenue, Wandal, Dean Street, Elphinstone Street and Richardson Road, and identified as precincts within the respective Residential Areas primarily cater for the day-to-day needs of the surrounding population. Local Shopping/Neighbourhood centres may include a supermarket where focussed on the local needs of a growing community, but must not undermine the role and function of other centres in the centres hierarchy. These centres will not provide a sufficient range or depth of merchandise to fully cater for the major weekly or fortnightly shopping trip. There may be a need for an additional new local shopping/neighbourhood centre in the vicinity of Norman Road (maximum 2000m<sup>2</sup> GFA) or in other new residential areas where an overwhelming need can be demonstrated, to directly service the growing population in that area. A small centre in a specific location has been identified in the Area Intent for the *Parkhurst East Residential Area*.

Further centres may be considered for approval in other new residential areas to directly service the growing population in the relevant area where an overwhelming need can be demonstrated. However, at the date of adoption of the City Plan this issue has been given careful consideration in the context of existing and anticipated residential growth, and no areas (other than Norman Road and in the *Parkhurst East Residential Area*.) have been identified as likely to require the establishment of an additional Local Shopping/Neighbourhood centre. Unless there are very material changes to the residential growth patterns anticipated by the City Plan, it is intended that any additional locations for such centres will be identified as part of a review of the City Plan, and not by the



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approval of new centres on land presently identified in the City Plan for residential or other non-commercial development.

- The Specialist Centre, located at the Red Hill Quarry site on the corner of Yaamba Road and Richardson Road, and within the *Yaamba Road South Commercial Area* will provide for showrooms, together with non-retail uses that complement the mixed-use and higher order role of the Specialist Sub-regional Retail Centre. The uses must not impact on:
  - The higher order retail role of the North Rockhampton Specialist Sub-regional Retail Centre; or
  - The entertainment, community and business function of the CBD; or
  - The entertainment or community functions already existing in other neighbourhood or convenience centres,

and must not include traditional forms of retailing such as supermarkets, department stores including discount department stores, variety stores including discount variety stores, direct factory outlets, speciality stores<sup>1</sup>, and the like.

- Highway Business Areas located in both North and South Rockhampton, and identified as the *Musgrave Street Highway Commercial Area*, the *Yaamba Road South Commercial Area* and the *South Rockhampton Commercial Area* incorporate destination activities that act as a frame for the higher order centres. These centres will accommodate a limited range of commercial premises as well as showrooms and warehouses, but are not intended to accommodate supermarkets and specialty stores (except within Northside Plaza), department stores including discount department stores, variety stores including discount variety stores, direct factory outlets, or the like. Office activities within the commercial premises definition or other activities that would undermine the role of the CBD or the Specialist Sub-regional Retail Centre will not occur within these centres. These centres are located at Musgrave Street and Yaamba Road, North Rockhampton, and Gladstone Road in South Rockhampton.
- Local Shops / General Stores / Service Stations, are distributed throughout Rockhampton City and particularly in residential Areas, and will generally provide for a very localised service function. New local shops/general stores or service stations will not be constructed outside existing centres (except where these uses are expressly identified by a provision in Chapter 4 as consistent with the intent of the Area). Also, extensions that would constitute a material change in the scale of the use, beyond what would be reasonably expected or necessary to service the local area, will not be appropriate, nor will

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<sup>1</sup> Specialty stores are those typically found in a large shopping centre such as the Specialist Sub-regional Retail Centre.

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a proposal to change the use to a new use that by its nature services more customers from outside the local area than inside it. Local shops, general stores and service stations are not intended to develop, including by accretion of individual approvals, and whether by virtue of new development or extensions to existing development, into facilities which serve the functions of local shopping/ neighbourhood centres.

2. Maintaining the Central Business District as the central service centre for the region, providing the highest order goods and services to the region (including niche and destination retailing) where they are designed and located to be an asset to the CBD by, but not limited to:
  - Consolidating retail activity in one main area, namely the *Central Business District Retail Core Precinct*;
  - Requiring new development to be outwardly focused, with active uses that generate activity such as shops, cafes and restaurants located at ground floor level; and
  - Continuing capital expenditure on improving the urban environment of the CBD and the *Inner City North Residential Special Use Precinct*.
  
3. Maintaining the Central Business District as the central administrative centre for the region, providing for large scale offices including State Government departments and agencies' offices, where they are designed and located to be an asset to the CBD by, but not limited to:
  - Consolidating large and small scale offices in one main area, namely the *Central Business District Business Services Precinct*, but also in the *Central Business District Retail Core* by identifying these uses as consistent with the Intent for these Precincts; and
  - Allowing the tallest buildings to be constructed within parts of the CBD and, particularly, the *Central Business District Business Services Precinct*.
  
4. Maintaining the *Central Business District* and the *Inner City North Special Use Precinct* as the central entertainment and cultural centre for the region, providing the most entertainment and cultural facilities including cafes/restaurants, function centres, nightclubs, museums, performance centres, convention centre, cinemas and the like, where they are designed and located to be an asset to the CBD by providing for these uses to locate in selected precincts via the Intent of each precinct, such as the *Central Business District Retail Core Precinct* and the *Central Business District Business Services Precinct*..
  
5. Supporting the development of residential uses within the CBD, both for permanent and short-term accommodation and including mixed-use developments, where they are designed and located to be an asset to the CBD and provide support to an active 24 hour role for the city



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centre, by identifying these uses as consistent with the Intent for all Precincts within the *Central Business District Commercial Area*.

6. Supporting the adaptable re-use and redevelopment of heritage buildings in the CBD, where the integrity of the building is maintained, by offering incentives that may, for example, include a relaxation of the carparking requirements (including waiver or reduction of contributions which would otherwise be payable in lieu of physical spaces) where there is no ability to provide the carparking on-site.
7. Supporting the use of existing premises or the provision of new premises for educational and community uses by making both uses consistent with the Precinct Intent of the *Central Business District Retail Core Precinct* and the *Central Business District Business Services Precinct*.
8. Providing for low impact industrial uses in the *Central Business District Business Services Precinct* and the *Central Business District City Frame Precinct* by supporting the use and expansion of low impact industries where they do not compromise the amenity of the Central Business District as a whole, in accordance with the Area and Precinct Intents.
9. Ensuring that new commercial development is located in existing commercial centres (particularly the CBD) which have unspent capacity to service the existing and foreseeable future needs of residents in Rockhampton and the surrounding region, by designating a hierarchy of centres throughout Rockhampton catering to a range of commercial uses, with some centres identified as Commercial Areas in their own right and others identified as Commercial Precincts within Residential Areas; this will:
  - Maintain the viability and sustainability of existing centres;
  - Provide certainty to the owners and occupants of existing centres;
  - Encourage the reinvestment and rejuvenation of existing centres;
  - Prevent the spread of 'ribbon' development along arterial roads;
  - Enable centres to be more efficiently and effectively serviced with public transport;
  - Enable the proper and efficient use of the arterial road network;
  - Protect the integrity of non-commercial areas; and
  - Maintain the visual appeal and image of the City.
10. Ensuring new bulky goods retailing (showrooms) are appropriately located within existing centres by identifying them as uses consistent with the intent of a number of centres throughout Rockhampton and more specifically those centres with frontage to Musgrave Street, Yaamba Road, Gladstone Road and George Street.



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11. Supporting the construction of higher density residential development in designated centres and particularly the CBD to the extent that it does not compromise the integrity of the commercial/retail centre in question, by providing for higher density residential development to locate in designated centres, including the CBD, Allenstown District Centre and selected Local Shopping/Neighbourhood centres.
12. Minimising the impacts of convenience shopping and community facilities by providing for these uses to locate side by side in selected centres throughout Rockhampton.
13. Enabling small scale businesses to operate from residential premises where they are not of a scale or type that has a detrimental impact on the residential amenity of the Area or the capacity to undermine the viability of a Commercial or Industrial Area, by identifying them as uses consistent with the Intent for Residential Areas.
14. Protecting the role, performance and development potential of existing centres by strictly applying the provisions in the Area and Precinct Intents and the Level of Assessment Tables by which new commercial development is intended to be approved only in existing centres or areas expressly identified as anticipated new centres. This approach is intended to apply at least until the first review of the City Plan, except possibly where an overwhelming need not anticipated at the time of commencement of the Plan, and not able to be met by development in identified centres, justifies consideration of commercial development at other locations.

### **Background**

Commercial centres in Rockhampton are vital areas where people shop, congregate, work, seek entertainment, dine, reside, and carry out business. They accommodate a wide range of uses – but are primarily positioned for convenient and accessible shopping and/or services.

The Central Business District is Rockhampton's oldest centre. Rockhampton's Central Business District is located on the south side of the Fitzroy River, and is the first post European part of the City to be settled. The Central Business District set out in 1858, contains a large land area, considerably larger than most CBD's in the State. As a result, development in Rockhampton's CBD is distributed over a large land area, and many commercial developments appear disjointed and fragmented, particularly on the south-western side, furthest from the Fitzroy River.

Today, Rockhampton's Central Business District has a lesser retail presence than the major centres in North Rockhampton, primarily as a result of the post war population growth on the north side of Rockhampton, and also because the newer shopping centres provide shelter from the elements. However, the Central Business District is still the regional centre for administration and office activities, entertainment venues such as hotels



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and nightclubs, and cultural and community uses. There are also some educational facilities located within the Central Business District.

The Central Business District contains an extensive range of heritage buildings and places, which are of State and National significance. This heritage is a unique and valued part of the Central Business District. In addition to the heritage, the City centre contains many older pre war buildings, which along with the heritage buildings, give the City a unique character.

Other centres in Rockhampton are varied in history, size and form. Large stand-alone shopping centres are located in North Rockhampton, in the vicinity of Moores Creek Road, Musgrave Street and Yaamba Road. These are Rockhampton's 'Major' 'stand alone' shopping centres, with a range of Discount Department Stores and numerous specialty shops, which serve a regional role for the specialist shopping needs of the surrounding Shires, including the Capricorn Coast.

Other centres include older strip shopping areas and smaller 'stand alone' centres, which may contain a more diverse range of uses, including service stations and car yards. In addition, Rockhampton contains an established commercial area along its major entry points into the City, in both North and South Rockhampton, which are of a linear nature and intended to serve as primarily low impact, commercial, and retail warehouse areas. These centres are 'Suburban' or 'Comparative' in scale and purpose and are intended to primarily serve regional and local markets for low impact industries or bulky goods retailing, with accommodation buildings provided in selected locations.

The hierarchy of centres is important in terms of where new development or growth of commercial activities should be directed. It is anticipated that growth in recreational, cultural, entertainment, office, services, administrative, and wherever possible retail activities, will occur in the Central Business District. It is also anticipated that minor convenience centres will only cater to the local day-to-day convenience needs of the surrounding residents. Uses that cater to the needs of the wider community are not supported in these locations, and in the long-term should be relocated.

The strategies in this Desired Environmental Outcome are based on a Centres Strategy completed by the Council as a supporting document to the development of the City Plan. Further background information on commercial development in the City can be sourced from that document directly.





## **Desired Environmental Outcome 6 – Commercial Centre Design Outcomes**

'Rockhampton's commercial centres are safe, attractive and readily accessible spaces for all members of the community.'

### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Ensuring Rockhampton's commercial centres are attractive places to carry out business, providing safe and direct access for pedestrians, cyclists, public transport users and private motor vehicles by:
  - Designing 'in character' with traditional building forms, particularly where the commercial centres are located in older parts of the City;
  - Orientating commercial activity towards the street;
  - Providing clear pedestrian and vehicular entry and exit points;
  - Designing safe and convenient congregation/public meeting areas;
  - Designing development in accordance with Crime Prevention Through Environmental Design (CPTED) principles; and
  - Designing for climate, including the provision of landscaping.
2. Designing, where appropriate, new commercial development to integrate with existing commercial development by providing linkages to adjacent commercial development or other non-residential development, and/or nearby areas, such as community and health care facilities, including public spaces where people meet and congregate.
3. Retaining the character of the older commercial areas located in South Rockhampton by requiring new development to be compatible with existing development in terms of scale, bulk, setback, site cover, height and location of carparking.

### **Background**

Rockhampton's Commercial Areas are places where people congregate, shop, carry out business, dine, work or recreate, and reside, and are therefore important public places which require integration of a range of design elements. In particular, it is important that Rockhampton's centres are attractive places to carry out business, and provide safe and direct access for pedestrians, cyclists, public transport users and private motor vehicles.



### ***Desired Environmental Outcome 7 – Industry***

'Rockhampton's industrial development is consolidated in identified industrial locations throughout the City.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing for additional industrial growth in Rockhampton by identifying a number of different Industrial Areas located throughout the City of sufficient capacity to cater for a range of industrial uses from low to high impact industry, beyond the life of this Planning Scheme.
2. Maintaining Parkhurst as the primary focus for a range of industrial uses in Rockhampton by designating the core area of Parkhurst as a suitable location for high impact industry, and the periphery as a suitable location for low impact industry, as outlined in the respective Area and Precinct Intents.
3. Protecting the integrity of Industrial Areas by allowing only compatible uses to locate in Industrial Areas or in Areas adjoining Industrial Areas that would otherwise compromise the integrity of an Industrial Area.
4. Providing for the continuation of the meatworks and other existing industry at Lakes Creek by acknowledging the existence of these industries in a *Special Industry Precinct* within the *Norbank Estate Special Use Area*, and allowing for the controlled expansion of these industries, such that impacts in relation to noise, dust, light, odour and water quality are minimised.
5. Providing for additional low impact industrial development and the expansion of existing low impact industrial development in the *Musgrave Street Highway Commercial Area* and the *South Rockhampton Highway Commercial Area*, by supporting these uses where they satisfactorily manage impacts as outlined in the respective Planning Area Intents.
6. Providing for the expansion of existing low impact industrial development in the *Central Business District Business Services Precinct* and the *Central Business District City Frame Precinct*, by supporting the expansion of existing low impact industries where they can satisfactorily manage impacts, as outlined in the Precinct Intents.
7. Supporting the location of high impact industries that generate adverse environmental and amenity impacts such as noise, pollution or odour, etc. at Parkhurst, by providing for these uses to locate in the *Parkhurst High Impact Industry Industrial Precinct*.
8. Protecting non-industrial Areas and, particularly, residential areas and sensitive land uses such as schools, etc. from industrial traffic by requiring



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industrial uses to demonstrate that they can gain access to their premises via a major street, in accordance with the *Road Hierarchy Map* contained in Planning Scheme Policy No. 13 – Road Hierarchy.

9. Ensuring that industrial development promotes a high quality built form and landscaping by, but not limited to:
  - Orientating the building or buildings towards the principle road frontage;
  - Providing a facade that incorporates changes in surface level (both of the vertical and horizontal plane);
  - Incorporating devices that cast shadow onto the building, especially windows and doors; and
  - Providing opportunities for landscaping along the frontage of the site to any road.
  
10. Ensuring that industrial buildings do not adversely affect residential amenity by, but not limited to:
  - Requiring industrial buildings to be setback a satisfactory distance from residential boundaries;
  - Limiting hours of operation;
  - Controlling the height of buildings to minimise overshadowing;
  - Designing buildings to be of a high quality built form; and
  - Providing sufficient landscaping, strategically located on the site.
  
11. Investigating the potential for land in the *Airport Special Use Area* to be utilised for airport-related industrial development, by undertaking studies to ascertain existing impediments/constraints to development such as flooding, impacts on water quality, aircraft noise, access, etc. thereby supporting the preparation of a structure plan or similar, that satisfactorily addresses those impediments/constraints.
  
12. Ensuring that the operation of extractive industries located inside and outside the City's boundaries are not compromised by incompatible development, by providing for only compatible development to be located in proximity to the extractive industry.
  
13. Ensuring that industrial development, including extensions to industrial development, occurs in areas that are not constrained by flooding, by identifying a number of Industrial Areas within Rockhampton that are flood free.

### **Background**

Industry and ancillary activity is a significant generator of wealth in Rockhampton City, contributing more than 16% of the City's employment.

The current pattern of industrial activity in the City has remained static for many decades, with a number of industrial areas existing as a result of the



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City's historical and traditional pattern of industrial development. Industry originated close to the older part of the City, in south Rockhampton, with subsequent growth areas evolving in north Rockhampton due mainly to population growth in this area. However, residential expansion has gradually crept closer to industrial areas as these activities compete for scant land resources in the City, thereby limiting capacity to expand. The extent of flood prone land in the south of the City, has also limited the expansion of industry in this location.

The key industrial area of Rockhampton is located on the north side of the City in the *Parkhurst Industrial Planning Area*, incorporating the suburbs of Parkhurst and Kawana. There are large land holdings located in this area which have been set aside to accommodate industrial activity, including both low, medium and high impact industries.

Important to the future development of industrial activity in the *Parkhurst Industrial Area* is the provision of infrastructure, which as the area develops, will necessitate some expansion of the current level of service. Whilst it is serviced by a network of arterial and collector roads providing access to, from and within the estate, the existing road hierarchy allows heavy vehicles to penetrate residential areas, causing conflict between industrial and residential uses as well as reducing residential amenity.

Outside of the *Parkhurst Industrial Area*, the majority of land has been identified as suitable for industry that has a low impact on its host community, as compared to medium impact industry. There are two (2) other established industrial areas, known as "Park Avenue Industrial", in north Rockhampton and "South Rockhampton Light Industrial", in south Rockhampton. Both areas are also considered appropriate and convenient locations for low impact industries to service the needs of local residents.

The *Central Business District (CBD) Planning Area* also accommodates low impact industries primarily related to the warehouse and distribution industries and motor vehicle repairs. Whilst some low impact industries perform an important function and will be encouraged to maintain their economic contribution to the City, and where impacts can be managed, expand, new low and medium impact industrial development will not be permitted in this area, as it will compromise the integrity of other nominated industrial areas, and fragment industrial development. It is also contrary to the desired future character of the CBD Planning Area.

The *Norbank Estate Special Use Area*, located to the east of the City, on the north side of the River, accommodates the meatworks which is one of Rockhampton's largest employers. Any expansion of activity on that site will be required to address impacts on the nearby residential areas. In addition, it is inappropriate for land to be subdivided for new greenfield residential development in close proximity to the meatworks, as impacts from the meatworks are not compatible with residential uses, and the long-term viability of the meatworks may be jeopardised if residential development increases in close proximity to this operation. An example of inappropriate greenfield subdivision includes a previous proposal to develop a large



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parcel of land located in Cooper Street on Lot 1 on RP894253 and Lot 18 on RP891378. Other heavy industrial activities are located in the Lakes Creek area, which contribute to its mixed industry/residential character. Similarly, new industrial expansions or additions at these locations will be required to address impacts on surrounding residential areas. Likewise, residential development will need to incorporate measures to ameliorate existing industrial impacts, especially noise and odour.

One new area in the City has been set aside for future industrial investigation. This is in the "Airport" Planning Area located in West Rockhampton. A minor amount of industry has established in this area in recent years. However, future investigation will be required to address the constraints of flooding, potential impacts on water quality, aircraft noise, access, etc.

Rockhampton has the major airport in the Central Queensland region, with some airport-related industry establishing in the area adjacent to the airport. The airport is utilised regularly for defence purposes, with some defence related buildings and structures constructed at this location. Whilst there are obvious synergies in locating airport related industries and activities in proximity to the airport, land in this location is subject to flood inundation, noise exposure, and access issues. Consequently, studies will need to be completed to ascertain the feasibility of undertaking a flood alleviation program prior to any further industrial / defence related development occurring, and a Structure Plan prepared for the area addressing all relevant issues.

There are other Industrial activities and uses operating in isolated locations throughout the City, including Depot Hill, referred to as the *Depot Hill Special Use Area*, which are subject to severe flood inundation. These uses will not be permitted to expand their operations and are encouraged to relocate. The only other two areas of limited low impact industry are located in the *Musgrave Street Highway Commercial Area* and the *South Rockhampton Highway Commercial Area*. While it is not intended that these Areas contain a significant amount of additional industrial development it is recognised that there is limited capacity for some infill development, however, only where it will not have a detrimental impact on residential amenity, and is of a high quality design.

There is one important extractive industry resource located within the boundaries of Rockhampton City and another on land adjacent to the City boundaries. These two established quarries are located in the Berserker Range and at Nerimbera. The Peak Hill quarry (Berserker Range) is located to the north west of the City and is accessible from the Yeppoon Road, while the quarry at Nerimbera is operated by CSR and is located just outside of the City's south-east boundary. Both quarries impact on the existing residential amenity of the land around them, particularly in the case of the CSR quarry, which has significant impacts on the Lakes Creek and Nerimbera communities. Both quarries have an impact on the transport system, particularly the road network and associated infrastructure. These



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extractive industries are regarded as strategic resources for future growth and development of the City and its surrounding Shires.

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### ***Desired Environmental Outcome 8 – Cultural and Urban Heritage***

'Rockhampton's cultural and urban heritage, both indigenous and post European, is retained and conserved for future generations.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Ensuring heritage places including streetscapes, landscapes, buildings and structures of regional and local heritage significance are retained and protected by:
  - Developing a local heritage register to record places of heritage significance which will ensure their retention and protection into the future;
  - Requiring works to heritage places to be undertaken in accordance with the provisions of the ICOMOS Charter for the Conservation of 'Burra Charter' Places of Cultural Significance 1998; and
  - Allowing for the flexible reuse of a heritage place where the new use is not contrary to the Intent for the Area in question and will not have adverse impacts on the amenity of the Area such as increased traffic and noise, etc.
2. Ensuring that development having a common boundary with a heritage place is sensitive to that heritage place by designing development on adjoining allotments such that it does not:
  - Impede significant views from the heritage place;
  - Unreasonably overshadow the heritage place;
  - Have inappropriate setbacks that do not protect the values sought to be protected at the heritage place; or
  - Provide incompatible and unsympathetic landscaping to that existing at the heritage place.
3. Ensuring the Darumbal Aboriginal people's cultural heritage, as well as the Torres Strait Islander's cultural heritage is retained as an important part of the City by requiring a cultural heritage assessment to be undertaken in relation to new development in areas where there is likely to be items or areas of significance.
4. Ensuring the historic character of the CBD will be preserved and reflected in new proposals in the CBD, by designing new development to compliment and reinforce the valuable built form characteristics of the CBD, such as the richness of texture and detailing, its human scale, the continuous character facades and outstanding historic streetscapes.
5. Ensuring that the occupation of Rockhampton during WWII by almost 70,000 Australian and American armed forces troops is recognised by



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retaining and preserving, where practicably possible, any significant remnant of this period.





### **Background**

Rockhampton's cultural heritage provides reminders from the City's past about its history, origins, people and activities. The City's cultural heritage began with the Darumbal people as the original inhabitants of the region. There is also evidence of Torres Strait Islander occupation in the area. However, few places/remnants of Aboriginal or Islander cultural heritage have been identified and protected since the area was inhabited by Europeans.

To address this aspect of our cultural heritage, triggers have been incorporated into this Planning Scheme requiring developers of selected sites and/or of selected types of development to undertake Aboriginal/Islander cultural heritage assessments of the properties in question and if considered necessary, develop appropriate management plans.

Since European settlement of the area by the Archer brothers in 1853, Rockhampton's cultural heritage predominantly includes the buildings/structures in the Central Business District, which was the centre of the newly settled area. However, it also incorporates places and remnants of the Australian and American armed forces use of Rockhampton and the region during WWII.

Many of Rockhampton's buildings/structures, including streetscapes, are of State or National cultural significance and have been included on the State Heritage Register. Consequently, the Queensland Heritage Act protects them. However, there are other buildings/structures of local and regional significance which are not protected by the State legislation. Therefore, to acknowledge and protect the importance of these buildings/structures, a Heritage Register for Rockhampton City, for items of local or regional significance, is included in this plan. It is intended that over the life of this plan, the Heritage Register will be added to, to include those buildings/structures which the community identifies as containing important aspects of Rockhampton's cultural heritage. Inclusion on the Heritage Register will be contingent on the heritage values identified in the Burra Charter, and on the consent of the landowner. To maintain the viability of retaining these buildings/structures, appropriate new uses will be encouraged to establish, particularly in the CBD.

Heritage is an important part of the City. It allows identification with the rich City history, and promotes an understanding of the evolution of the City. Retaining places/remnants of Aboriginal cultural heritage, Torres Strait Islander heritage and heritage buildings/structures including significant remnants from WWII, allows a greater appreciation of the progress and events of the City's past, as well as leaving the City with a rich legacy of places, buildings and structures, which not only have local significance, but in some instances have national significance.



### ***Desired Environmental Outcome 9 – Residential Communities***

'Residential communities are attractive places to live, providing a range of housing types at different densities that positively contributes to the built environment, satisfies the needs of all members of the community in terms of life stages, lifestyle choices and affordability, are free from incompatible development and have access to a range of compatible urban services and facilities.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Maintaining residential amenity and, therefore, high quality and pleasant residential environments in Residential Areas and Precincts by providing an Intent for each Residential Area or Precinct that does not support development which reduces, disrupts or impacts on the residential amenity of the Area or Precinct, in terms of noise, light, traffic, vibration, odours, visual impact or the like.
2. Ensuring that development in residential areas is designed to be compatible with existing development in the area by, but not limited to the following:
  - Constructing buildings of a residential scale that are compatible in size, bulk and streetscape character;
  - Providing sufficient carparking on site such that it is appropriately located; and
  - Locating development on the site such that it responds to any topographical constraints.
3. Protecting the existing character of "Character Areas" by requiring pre-war buildings that are an important and integral part of the Area or street to be substantially retained, without compromising the integrity of the building.
4. Ensuring that new development and extensions to existing development in "Character Areas" (where there is a predominance of housing constructed prior to December 1939) is designed to compliment the character and style of that housing in terms of building form, building size and bulk, building materials, building height and building setbacks, etc. as reflected in the relevant Planning Area Intents.
5. Ensuring that housing choice that suits people of various life styles and life stages as well as affordable housing is available in Rockhampton, by providing for a range of housing types to be constructed in various locations throughout Rockhampton, including houses, duplexes, multi-unit dwellings, small lot houses, accommodation buildings, aged care



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accommodation, etc. as reflected in the individual Planning Area Intents.

6. Allowing members of the community the opportunity of having a horse stable or stables in a residential area by identifying the *North Rockhampton Stables Area* as a suitable location for stables provided all possible detrimental impacts are mitigated.
7. Providing for higher density residential development and a range of residential development types to occur in locations throughout the City and particularly the CBD, by supporting a range of accommodation types in Residential Consolidation Areas and in the Central Business District, as outlined in the respective Planning Area Intents. Relocated from DEO 11.
8. Ensuring that new housing is located in areas where it is accessible to essential urban services such as public transport, emergency services, health and welfare services, cultural or religious places, schools and childcare centres, local shopping facilities, open space and recreation facilities, other essential community facilities and places of employment, by identifying suitable areas with satisfactory access to essential urban services as *Residential or Residential Consolidation Areas* within the City.
9. Strongly discouraging new residential development, even if the proposal is consistent with some or all of the other supporting strategies above, at locations where the impact of existing or planned non-residential development and land use are likely to mean that new development would have a poor level of residential amenity and/or create a likelihood of conflict between residential and non-residential uses.

### **Background**

It is necessary that Rockhampton's housing reflect the social circumstances of Rockhampton City. In particular, Rockhampton's ageing population needs to be well served with appropriate services and facilities. Housing choice assists in the affordability of housing, and increases the types of households that are accommodated.

Housing also needs to be accessible to essential urban services, such as public transport, emergency services, health and welfare services, cultural or religious places, schools and childcare centres, local shopping facilities, open space and recreation facilities, other essential community facilities, and places of employment. These essential urban services will not always be appropriate within the residential area in question. It will depend on the size of the facility, the amount of activity generated by the facility, surrounding uses, and the potential for the use to have a detrimental impact on the residential amenity of the area. In some circumstances these facilities will be best located on the edge of residential areas or in adjoining



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areas that have been appropriately designated to accommodate the use in question.

Housing in Rockhampton should be able to be provided for a range of affordability levels. For example, different household sizes, such as one person-aged households, may have different housing needs from a young family.



**Desired Environmental Outcome 10 – Community Uses and Health Care Facilities**

'Rockhampton's important community uses and health care facilities are provided and maintained in locations where they are readily accessible to all members of the community.'

**Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Retaining important regional community uses and health care facilities throughout the City, for the health and economic enjoyment of the community, by providing for the controlled expansion of existing facilities where it can be demonstrated that the expansion of the use will not have a detrimental impact on amenity, and issues including but not limited to noise, carparking and privacy, can be satisfactorily addressed.
2. Encouraging the co-location of short-term accommodation and specialist medical facilities in proximity to Rockhampton's Public Hospital and the Hillcrest Private Hospital by providing for short-term accommodation and specialist medical uses to be located in *The Range North Medical Precinct*.
3. Ensuring that new community uses and health care facilities establish throughout Rockhampton in accessible locations where a need exists, by providing for uses to establish adjacent to existing uses and facilities or in designated centres, where it can be demonstrated that the use will not have a detrimental impact on amenity and issues including but not limited to noise, carparking and privacy, can be satisfactorily addressed.
4. Retaining existing community and health care infrastructure for alternate community and health care uses by allowing for the reuse of existing infrastructure, including alterations and expansions that extend the life of the facilities and accommodate new growth where it can be demonstrated that the use will not have a detrimental impact on amenity and issues including but not limited to noise, carparking, and privacy, can be satisfactorily addressed.
5. Ensuring that new or emerging residential areas are provided with necessary community uses and health care facilities by allowing such uses where a need can be demonstrated and where they are of a compatible type, scale and design and will not have a detrimental impact on residential amenity as outlined in the Planning Area Intents.
6. Ensuring that new community or health care facilities or expansions to existing community and health care facilities are designed to minimise impacts on the area by, but not limited to designing development to address the following:



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- Connectivity to outside areas or related activities;
- Management of impacts on sensitive receiving environments;
- On-site traffic and parking management;
- Appearance, scale and bulk of the built form; and
- Pedestrian access, safety, legibility, and comfort in using the facilities.

7. Promoting the quality of life and well being of all residents in Rockhampton by incorporating relevant strategies outlined in the *Rockhampton Community Health Plan* into the Planning Scheme.

**Background**

Rockhampton accommodates a number of public and private facilities that provide important and essential community services and health care to the region and the City, and include educational facilities, churches, hospitals, emergency services, institutions and local government facilities, hospitals, schools, TAFE and the Central Queensland University. All of these facilities are an important employment base for the City.

A 'sense of community', including an acceptance of new or different communities or cultures, which contributes to the creation and maintenance of a vibrant and cohesive City is desirable in all cities. Consequently, facilities that support this community life and strengthen the City's 'sense of community' will be encouraged in Rockhampton.

Existing, large scale community facilities such as the base hospital and the university are well established in Rockhampton and are encouraged to consolidate in their current locations. Smaller community facilities and services should generally be provided in close proximity to the community they serve. In some instances, these facilities will be appropriately provided in designated commercial centres, in other instances they will be appropriately provided in or adjacent to residential neighbourhoods, depending on their potential impact.

Education facilities are an important community resource for providing learning to all ages. Education is a major industry in the City, given the regional status of Rockhampton. Rockhampton is serviced by State and independent schools, pre-schools, TAFE and the Central Queensland University. All are encouraged to remain in Rockhampton. Their expansion and intensification is also seen as desirable, as long as it will not have a detrimental impact on the residential amenity of surrounding areas. The provision of additional educational uses in the Central Business District is particularly desirable.

The Central Queensland University (CQU) was established in 1967 and is located on the Bruce Highway in North Rockhampton. The Central Queensland University is described as the largest tropical university in Australia with campuses in a number of locations throughout Australia. CQU is also one of Australia's largest providers of education to international students. In recent times the University has convened classes in the CBD as



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part of the 'Smart City Concept'. This central city campus is a very supportive use for the Central Business District, and is encouraged in the provisions for the CBD. The University not only offers a diverse range of courses, including distance education activities, it also provides on-site accommodation for students. Consequently, the University plays a significant role in teaching, research and community service, in both the national and international arenas.

Similarly, the Central Queensland Institute of TAFE (CQIT) is also an important activity in Rockhampton. There are two campuses in Rockhampton. The main campus is located in Canning Street, outside the CBD, and the other is located in a 120 year old heritage building in Bolsover Street, in the CBD. The continued presence and further expansion of TAFE facilities in the CBD is encouraged. Like the University, the CQIT offers a wide range of courses.

The Rockhampton Hospital located on the corner of North Street, Quarry Street and Canning Street, South Rockhampton covers over 3 hectares. The Rockhampton Base Hospital is a large and fully equipped regional hospital, providing a broad range of specialty services. In addition to these services, a Rural Health Training unit is provided on-site with established rural health training programs.

Other hospitals and health care facilities are also important to Rockhampton, and many have located in the area adjacent to the Rockhampton Base Hospital. The expansion of related health care facilities in proximity to the Base Hospital as well as accommodation facilities for persons who have travelled from places outside of Rockhampton and who are visiting and wish to be close to family and friends in hospital, is desirable in this location.

The other major regional hospital, the Mater Private Hospital is located between Ward, Spencer and Jessie Streets at The Range in South Rockhampton. The hospital is located in a residential area and surrounded by residential dwellings. Whilst some carparking is provided on-site, many people, particularly staff, park in the street. Consequently, carparking spaces are at a premium in the surrounding residential streets, which has negatively impacted on the residential amenity in these streets. Therefore, any further expansion of the hospital, which has a further negative impact on the quality of life of surrounding residents, will not be supported.

In addition to the major facilities outlined above, there are a range of government and non-government community services located throughout Rockhampton City, which form an important part of the community fabric of the City. They include the local schools, churches, child care centres, pre-schools and recreation activities which provide the City with important services and facilities that are desirable to retain in the urban areas of Rockhampton.

Land in newly emerging areas in Rockhampton will require access to community services. These are to be located as part of, or immediately adjacent to, any planned centre for the area.



### **Desired Environmental Outcome 11 – Emerging Communities**

'New residential land subdivision and development occurs in identified areas within the City where environmentally valuable features are retained and protected, and urban services, recreational opportunities and parks are provided, along with a range of allotment sizes.'

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing for new residential development and subdivision to occur on land that is suitable for residential development and is able to be serviced with essential services and infrastructure for the life of this Planning Scheme, and potentially, beyond the life of this Planning Scheme until around the year 2015, by designating Residential Areas of sufficient size and capacity, including the *Norman Road Residential Area*, that is capable of catering for foreseeable residential growth in Rockhampton.
2. Ensuring that residential subdivision and development occurs in a sequenced manner by accommodating new subdivision and development in areas where infrastructure is planned to be extended or augmented in the foreseeable future, such as the *Norman Road Residential Area*.
3. Accommodating new residential growth in Residential Areas where urban services are available, by allowing new residential subdivisions in Residential Areas, where:
  - The subdivision occurs in a sequenced manner and where services and infrastructure are available;
  - The land does not have environmental or ecological significance;
  - Local and regional biodiversity and scenic values are protected;
  - The physical characteristics of the land ensure the land is suitable to development and is not subject to slope instability;
  - Development will not result in scarring of the landscape; and
  - The development will not cause or exacerbate existing land use conflicts in respect to major industrial uses or other land uses.
4. Ensuring that new land subdivisions in Residential Areas are developed to a high standard and quality, by designing new residential subdivisions to:
  - Reflect the preferred road network for the area, providing a high standard of access, safety, amenity and convenience for all users;





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- Provide reliable and constant connections to infrastructure that do not depend on private land owners to maintain or service parts of the infrastructure connections;
  - Provide public open space of an appropriate size and dimension to meet the recreational needs of future households or alternatively, provide a monetary contribution towards open space;
  - Provide an allotment layout that has proper regard to the topographical constraints of the land;
  - Provide a range of allotment sizes to meet the needs and requirements of the community and different household types;
  - Promote and provide for walking, cycling and public transport as alternative forms of transport to the private motor vehicle; and
  - Incorporate and promote the principles of Crime Prevention Through Environmental Design (CPTED).
5. Ensuring the integrity of Rockhampton's fringe in North Rockhampton and within the *Yeppoon Road Corridor Environmental Protection Area* is protected from residential development (except on existing lots) including rural residential development and subdivision, by requiring lots to be a minimum size of 100,000m<sup>2</sup>, given that smaller lots fragment land ownership, compromise future uses, and detract from environmental and scenic values, unless it can be demonstrated that all available Residential and Future Residential Areas are developed to their capacity.
6. Mitigating adverse impacts from flood, bushfire and landslide in accordance with the provisions of State Planning Policy 1/03 "*Mitigating the Adverse Impacts of Flood, Bushfire and Landslide*", by undertaking only compatible development in areas that are prone to flood, bushfire or landslide.
7. Maximising the use of existing infrastructure and services as well as the economic efficiencies in providing these services in a sequenced manner, by developing land in "Residential Areas" and "Precincts" prior to developing Areas designated as "Future Residential", such as the *Parkhurst Future (Post 2015) Residential Area*.
8. Minimising the risk of bushfire hazard in bushfire prone areas that have a medium or high level of bushfire hazard, by constructing only compatible uses at suitable densities in areas subject to medium and high bushfire risk, thereby ensuring the number of people and properties subjected to bushfire risk are minimised.
9. Maintaining broad acre land in Rockhampton in large parcels, to assist future development options, as compared to fragmented land ownership which frustrates integrated development, by designating developable land in North Rockhampton as a Future Residential Planning Area (*Parkhurst Future (Post 2015) Residential Area*), thereby



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providing Rockhampton City with available flood free land for future urban expansion, beyond the life of this plan.

10. Minimising the risk of land located in areas such as the *Parkhurst Rural Area* (adjacent to the Fitzroy River) being alienated in times of flood by requiring flood free access to be provided to the land where the land is subdivided into allotments less than 100,000m<sup>2</sup>.
11. Ensuring the integrity of land located in the *Norbank Estate Special Use Area* is not compromised by inappropriate development, including residential greenfield subdivision, by developing land in accordance with the Area and Precinct intents and requiring lots to have a minimum allotment size of 4000m<sup>2</sup>.
12. Ensuring steep and environmentally sensitive land in the Berserker Foothills and the suburb of Lakes Creek is protected from inappropriate development, by including the affected land in the *Berserker Range Environmental Protection Area*.
13. Ensuring Residential Areas and Precincts are safe places to live by requiring residential subdivisions and development to be designed in accordance with Crime Prevention Through Environmental Design (CPTED) principles.



**Background**

Specific locations in the City such as the Norman Road Residential Area are appropriate for residential growth and development. Accordingly, further residential expansion should be channelled into this Area, rather than into isolated non-urban areas where services, access, and facilities such as open space and community facilities are not yet available.

Planning for new development in Rockhampton is more than the subdivision of land. The emerging community areas in Rockhampton are required to incorporate locations for parkland, and associated suburban development such as convenience shopping facilities and community facilities. New development is also required to be designed having regard to the existing and proposed road hierarchy for the City.

Most fringe areas of the City are unsuitable for closely settled residential development or rural residential development, as a result of natural features, flooding, scenic or natural values, the lack of infrastructure, and the need to preserve options for the City beyond the life of this plan.

Higher density residential development is particularly desirable in the Central Business District to support the CBD's rejuvenation, and because of its location adjacent to amenities and services. An increase in residential density is also desirable in 'Residential Consolidation Areas', where residential development up to three storeys in height is possible.



**Desired Environmental Outcome 12 - Infrastructure**

'Infrastructure is provided and augmented in a sequenced manner in Rockhampton, resulting in appropriate, efficient, affordable, reliable, timely and lasting infrastructure provision that is not compromised by new development and is sensitive to the environment'.

**Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing infrastructure of an appropriate standard and type to all development requiring infrastructure provision, by ensuring that all development is provided with a connection to essential services, including sewerage, water, electricity, street lighting and communication.
2. Ensuring the long-term viability of major infrastructure by locating only compatible uses in proximity to major infrastructure, including the State Gas Pipeline.
3. Ensuring that the costs to the community of providing infrastructure are reasonable and appropriate by installing infrastructure in an efficient, coordinated and sequenced manner.
4. Ensuring that the costs to the community of maintaining infrastructure are reasonable and appropriate by installing infrastructure that is cost effective over its life cycle and, therefore, does not have ongoing maintenance costs.
5. Ensuring infrastructure does not have a negative impact on the environment by requiring public utilities to incorporate provisions that minimise adverse environmental impacts in the short and long-term.
6. Providing the community with reliable and constant connections to infrastructure by ensuring that infrastructure is publicly owned and does not depend on private land owners maintaining or servicing parts of that infrastructure.
7. Providing for on-site sewage disposal to occur when connection to the sewerage network is unavailable, provided it meets the minimum health and environmental standards, by using best practice in the transportation, treatment and disposal of sewage wastes.
8. Ensuring that life and property can be reasonably protected from fire, by requiring an adequate water supply to be provided for domestic and fire fighting purposes.

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9. Conserving water resources by recycling wastewater where possible and using it for irrigation.
10. Ensuring that all uses are provided with sustainable wastewater treatment and disposal facilities, by connecting to Council's treatment facilities, or where this is unavailable, by selected best practice on-site disposal methods.
11. Providing for the continued use of Council's landfill facility for as long as possible, and foreseen, until around 2013-2014 (although it will continue to be used in some capacity for waste treatment/storage beyond this date) by including the land in the *Town Common Special Use Area* and identifying this use as consistent with the Intent of the Area.
12. Ensuring that stormwater from allotments does not cause damage or a worsening of the environment, infrastructure or other allotments by creating allotments that mitigate any potential impacts.
13. Ensuring that streets and roads are designed to function safely and efficiently, and to perform their intended role within the street network by, but not limited to designing roads and streets of a suitable standard to serve their intended use in terms of:
  - Width;
  - Surface;
  - Kerb and channel; and
  - Footpath provision.
14. Ensuring that equal access is provided to all infrastructure in new subdivisions by appropriately designing infrastructure to be accessible to all persons, including those persons with a disability.
15. Ensuring that Rockhampton continues to supply water to the region, including Yeppoon and Gracemere and other cities/shires such as Gladstone in the future, by providing for the necessary infrastructure to be installed in the lower Fitzroy, if required.

**Background**

Newly developing areas for residential growth have been identified as locations that can be adequately serviced by water supply and sewerage infrastructure, as well as being logical extensions to the road and stormwater drainage networks. Physical, ecological or scenic constraints do not prevent these areas from developing. Other areas for example, require extensive augmentation or extension of existing facilities at a cost to the Council and therefore, the Rockhampton community as a whole.

Water booster pumps or the like, are not supported as an appropriate infrastructure facility, given they have ongoing maintenance costs.



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All new development is required to connect to Council's water supply and sewerage network, except rural or rural residential development allowed in isolated locations throughout the City, where rural residential development is only required to be connected to Council's water supply network. New development is also required to incorporate required road reserve widths, carriageway surfaces, kerb and channel and pedestrian paths, in accordance with Council's codes or policies. All new development will be designed to ensure equal access by all persons, including those persons with a disability. In addition, stormwater drainage, including inter-allotment stormwater drainage, is required to be managed so that stormwater on the subject site or other properties is managed appropriately and disposed of at a lawful point of discharge.

Rockhampton currently supplies water to the region including Yeppoon and Gracemere and may also supply to Gladstone in the future. The expansion of existing services or provision of additional services to these Shires requires up front planning and costs to ensure that sufficient notice is available for additional services and that the up front funding of such services is carried out in an equitable manner. Additional water infrastructure may be required in the lower Fitzroy to meet this increasing demand in the future.

The Council's landfill is also an important facility for the community of Rockhampton. Its ongoing rehabilitation is important for the health of the Fitzroy River and the wetland areas adjacent to the landfill sites.

The State Gas Pipeline is an important source of natural gas for Rockhampton and surrounding areas. The pipeline requires protection from development likely to impact on the safety of the pipeline or the supply of natural gas.



***Desired Environmental Outcome 13 – Mobility (Including transportation)***

'Safe, accessible, efficient and convenient transport systems are provided in Rockhampton.'

**Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Ensuring that the safety, operation or function of the road network is not compromised in any way, by requiring development to be designed and located such that:
  - Vehicles are able to enter and exit the site in forward gear;
  - Vehicle manoeuvrability to and from the site meets Australian standards;
  - No direct access is provided to Major Urban Arterial, Urban Arterial, or Urban Sub-Arterial roads;
  - Uses that are significant traffic generators are not accessed from Urban Access Places or Urban Access Streets; and
  - New industrial uses gain access to their premises via roads contained in an Industrial Area or Precinct.
  
2. Ensuring that the proper function of essential transport infrastructure, including the airport and rail activities, are not compromised by inappropriate development, by locating only compatible uses in proximity to these facilities, or where this is not possible, due to historic development decisions<sup>1</sup>, require uses to be designed and located on allotments, incorporating noise mitigation features to minimise any adverse impacts.
  
3. Maximising the use of public transport infrastructure by locating commercial use and community/recreation use category uses in identified centres or on sites with direct access to a major street that are better served by public transport.
  
4. Ensuring that connective bicycle and pedestrian paths are provided within the City and specifically:
  - In new residential subdivisions;
  - Within larger developments that are likely to generate bicycle trips; and
  - Between residential areas and community/recreation/educational or commercial facilities,

by requiring the provision of new bicycle and pedestrian paths or a contribution towards the cost of providing bicycle and pedestrian paths,

<sup>1</sup> An example would be an existing motel located adjacent to a railway line that proposed to undertake extensions to provide more motel rooms.



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that are designed to provide access to all persons including persons with a disability.

5. Ensuring major centres are well serviced by public transport by requiring existing centres that are expanding or being redeveloped to incorporate a public transport interchange that is designed in accordance with the following measures:
  - Centrally located within the Area;
  - Close to one of the major entry / exit points into the Centre;
  - Designed to provide protection from the elements; and
  - Located to be both convenient and accessible to public transport operators and customers, to encourage its use.
6. Providing encouragement for the community to use alternative forms of transport to the private motor vehicle by requiring uses that are likely to generate significant numbers of bicycle trips, including but not limited to commercial and community uses, to incorporate bicycle facilities in a safe and accessible location, as well as adequate shower and bike locker facilities.
7. Ensuring that higher density residential development occurs in areas that are well serviced by public transport and a range of urban facilities, by providing for higher density residential development to occur in the *Central Business District Commercial Area* and in Residential Consolidation Areas located in both North and South Rockhampton, where access to public transport is readily available.
8. Encouraging higher density residential development to occur in centres that are well serviced by public transport, by providing for the development of multi-unit residential development above ground floor level in selected centres throughout Rockhampton, as outlined in the respective Planning Area Intents.
9. Ensuring that new development is linked to existing development and to other public transport and parking facilities by providing:
  - Clear, direct, safe and pleasant pathways between and through sites;
  - Access to public transport facilities; and
  - Connections to carparking areas.
10. Ensuring that integrated land use and transport planning is achieved in Rockhampton City, by requiring like uses to be congregated together to achieve efficiencies in relation to the provision of public transport and the provision and maintenance of road infrastructure.

### **Background**

The transport system is a key element in the mobility, economic well-being and efficiency of Rockhampton City. It has an inseparable link with the way the





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City's land uses are planned. Rockhampton City is a Central Queensland 'hub' for most forms of transport and, accordingly, its importance to the City is elevated beyond that of a system that only serves the residents of the City. Traffic and transport planning in Rockhampton has important regional considerations, which is guided by the Integrated Regional Transport Plan for the Capricorn region. This Transport Plan is an important tool for the planning and management of Rockhampton City's transport systems.

The road hierarchy establishes the routes for traffic (particularly traffic between the City and destinations throughout Central Queensland and beyond) and identifies interconnectivity between suburbs and neighbourhoods, and discourages the use of local roads and streets by through traffic. The road hierarchy also assists to identify those locations in the CBD that will contain quieter streets, so that cafes, restaurants or residential development can be appropriately located.

Freight routes are also an important part of the road network, and for ensuring that residential streets are not inappropriately used for heavy vehicle haulage. The road hierarchy is identified in Planning Scheme Policy 13.

The rail system has historically been a cornerstone of Rockhampton's development, and still maintains important passenger and freight functions to and through the City. Noise buffering may be necessary where new development will be impacted by existing rail activities. End of trip facilities for the Tilt train, coordination with local transport, and links to the Central Business District are all important land use planning issues for rail facilities in the City.

The provision of transport, other than the private motor vehicle, is an important part of encouraging alternative means of transport. Public transport networks in the City provide vital links for less mobile people and efficient, safe and environmentally friendly ways of reaching destinations. The facilities, routes and set down facilities for buses will be an integral part of any major centre development, so that buses are made a part of the "front entrance" of the centre. Comfortable, shaded facilities also assist in their use and will be provided wherever and whenever possible.

Bicycle paths connecting major destinations such as the City Centre, shopping centres, community facilities, and the University with Rockhampton's residential areas, is an important way of increasing the viability of this appropriate means of transport. Accordingly, there may be some occasions where Council seeks to integrate bicycle paths within or adjacent to new development. In addition, end of trip facilities such as showers, storage lockers and bicycle racks need to be provided in major developments to accommodate staff (and/or visitors).

Pedestrian paths are also important to ensure people have direct and safe access through different parts of the City. Pedestrian paths are particularly important in centres, where pedestrian activity and access is an important part of the layout of these areas. Pedestrian paths in these locations should be visible by as many people as possible, to encourage casual surveillance. They should also be shaded, direct and easily distinguished from vehicle access. Pedestrian paths are also important in newly developing areas, so that access



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through a residential area to outside facilities is not prevented. Non-discriminatory access for those persons with a disability is also necessary for all new development that is accessed by the public.

Further, it is important to ensure that integrated land use and transport planning is achieved in Rockhampton City. In particular, the City Plan requires that:

- Industrial areas access the arterial road network via industrial or non residential roads only;
- Transit supportive development, such as higher density living is provided at locations in or close to Rockhampton's CBD; and
- Commercial development is provided at key centres which are accessed by public transport.



### ***Desired Environmental Outcome 14 – Open Space and Recreation***

'Readily accessible and safe Open Spaces and facilities for active and passive recreational purposes are accommodated within Rockhampton City'.

#### **Strategies Supporting the Desired Environmental Outcome**

The strategies supporting the Desired Environmental Outcome include:

1. Providing for new open spaces or improvements to those already existing in Rockhampton by requiring those who are subdividing land (reconfiguring a lot) or developing land (a material change of use) to make a contribution to Council in the form of land, money or works or a combination of these options.
2. Ensuring accessible areas of open space are provided throughout Rockhampton by requiring areas of open space to be centrally located in terms of the community to be serviced, with open space linkages provided to other open spaces, including riparian corridors, where environmentally and culturally appropriate, to create open space networks.
3. Ensuring open space areas to adequately service the needs of the community are available, by providing open space areas of an appropriate size in new residential subdivisions.
4. Providing for open space areas to be multifunctional, where environmentally and culturally appropriate, by designing open space areas of a sufficient size, shape and topography to cater for both the active and passive recreational pursuits of the community.
5. Ensuring organised recreational activities do not have a detrimental impact on the amenity of surrounding development by locating recreational activities, including associated lighting and carparking areas, away from residential properties and other sensitive land uses.
6. Ensuring that all open space areas are safe, by locating and designing them in accordance with Crime Prevention Through Environmental Design (CPTED) Principles.
7. Designing all open space areas to be accessible by all members of the community, including persons with a disability, by providing non-discriminatory access to all new open space areas.
8. Locating district sized parks in the most accessible and obvious locations by locating them with frontage to a major street and in proximity to other community and commercial facilities.
9. Ensuring that open space areas are of an adequate size and are economic to maintain, by requiring (except where there is an identified



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shortage of open space provided in an area, such as the CBD and other areas located in South Rockhampton) open space areas to be a minimum of 0.2 hectares in size.

10. Ensuring that open space areas have a tenure that guarantees they remain available to meet the recreational needs of the present community and future communities, by requiring the land to be dedicated to the crown as a form of public open space.
11. Dedicating land for open space that is of a satisfactory standard, by ensuring that land, amongst other things, is not:
  - Likely to serve primarily as a buffer to a transport corridor;
  - Affected by unreasonable hazards such as contaminated land and/or powerline easements;
  - Too narrow and unable to provide any real open space function;
  - Affected by any other easements;
  - Primarily a stormwater drainage reserve (unless it provides linkages to open space reserves alongside the floodplains of the river tributaries, such as Frenchmans, Thozet and Moores Creeks, or to other parcels of open space);
  - Subject to flooding in a 1 in 10 ARI flood event; and
  - Too steep (except where it is an area of natural, scenic or cultural value).
12. Preserving areas of natural, scenic or cultural value by requiring the dedication, where appropriate, of areas that contain those values, as public open space.
13. Encouraging movement along open space corridors by providing pathways of a satisfactory size and construction to serve both pedestrians and cyclists.
14. Ensuring new or upgraded outdoor sport and recreation facilities are available throughout Rockhampton to cater for a range of sporting events, by providing for outdoor recreation facilities to be located on land designated as public open space in all Planning Areas throughout Rockhampton, and particularly the *Central Queensland University Special Use Area*, subject but not limited to the outdoor recreation facility being compatible in terms of:
  - Impact on residential amenity and the environment;
  - Accessibility;
  - Design and layout; and
  - Location and scale.
15. Ensuring that new indoor and outdoor sport and recreation facilities including associated clubs (both licensed and non-licensed) do not have an adverse impact on the amenity of an area by locating only compatible sport and recreation facilities in that area.



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16. Ensuring that new indoor and outdoor sport and recreation facilities including associated clubs (both licensed and non-licensed) are compatible with surrounding development by locating and designing new development to minimise any adverse impacts associated with the use, including but not limited to noise generation, traffic management and light spillage.
17. Ensuring that clubs are a secondary/supportive use in relation to the sport and recreation facility by limiting the size of the clubhouse such that the recreation use remains the primary/dominant use of the land.
18. Ensuring that suitable areas are converted for recreational purposes by rehabilitating areas such as Council's landfill facility when the facility has reached the end of its life.

### **Background**

Rockhampton City is characterised by a limited number of small local parks within residential areas and larger reserves on the perimeters of built up areas. The majority of existing small local parks are located in the newer suburbs of North Rockhampton, in the more recent residential subdivisions, as compared to the older suburbs of South Rockhampton where small local parks are less common. All parks should be safe, accessible to all members of the community, and generally multifunctional (in a recreational sense). The significant areas of open space, which are of a regional size, are located at the Botanic Gardens in the southern part of the city, Kershaw Gardens in the northern part of the City, and Riverside Park within the CBD.

Council will not generally support the dedication of small parcels of land for parkland purposes, as a part of residential development. Larger parcels of land accessible to the community they serve, and located in proximity to other community and commercial facilities are preferred, given that the consolidation of parkland provision has management advantages and development cost efficiencies. Flat land of at least average quality, which is flood free, is also preferred. Land that primarily functions as a stormwater drainage reserve will not generally be supported as contributing to parkland dedications, unless it provides linkages to open space reserves alongside the floodplains of the river tributaries, such as Frenchmans, Thozet and Moores Creeks, or to other parcels of open space. Therefore, Council will only accept smaller land dedications as parkland when it can be demonstrated that the land can effectively be used to enhance existing open space areas, it is in accordance with an adopted Open Space Strategy, or it will also function as a flora or fauna corridor, etc.

Rockhampton City provides regional sporting infrastructure as well. There are a wide variety of sporting fields and facilities, including informal and formal recreation and sporting facilities, located throughout the City. The Central Queensland Community Sports Facility is the largest indoor sporting complex within the City and is located adjacent to the Central Queensland University. There is, however, a shortage of facilities of an appropriate size to cater for national and international sporting events in Rockhampton. Significant



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expenditure is required to upgrade the existing facilities or construct purpose built facilities.

Council will support Rockhampton's role as a venue for major sporting championships and events, and particularly, the development of major sporting facilities at the Central Queensland University, the development of high standard sporting facilities throughout the City, and the investigation of opportunities for new sporting facilities or the upgrading of existing facilities to national or international standards.

Accessibility to open space for active or passive recreation is an important element of Rockhampton's residential neighbourhoods. Provision of recreation facilities around the City with links to Rockhampton's scenic and ecological features where appropriate, and to motorised and passive transportation routes, are important aspects of city development.

Where active recreation facilities are provided, their impacts require management to ensure residential amenity is not adversely affected. This is particularly relevant for uses and activities which operate at night. Clubs, particularly licensed clubs, are required to manage impacts to adjoining or nearby residences in terms of:

- Noise generation;
- Light spillage;
- Traffic management and parking; and
- Suitability of location and use.

These clubs should also be restricted to a scale consistent and compatible with the amenity of the area where they are situated. Regardless of the location, commercial operations in respect to the clubs should not dominate the use of the land, ie. recreation should be the primary use of the site, with the clubhouse being a secondary, supportive use.

Council's existing Landfill site is located on Lakes Creek Road in North Rockhampton. Council is currently undertaking a program of progressive rehabilitation of those areas of the Landfill that have already been filled. The priorities of rehabilitation will be to provide for alternative uses, such as recreation or open space, to improve the appearance of the facility, and to enhance the buffer between the landfill and adjoining residential development.

