

Report



Northeast Parkhurst Area

File No: 7795

Attachments:

[Northeast Parkhurst Area](#)

[Attachment 1 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Northeast Parkhurst Master Plan Consultant Report](#)

[Attachment 2 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Consultation Report](#)

[Attachment 3 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Site Analysis](#)

[Attachment 4 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Key Development Plan](#)

[Attachment 5 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Open Space Plan](#)

[Attachment 6 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Road Network](#)

[Attachment 7 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Sewer Catchment Plan](#)

[Attachment 8 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Stormwater Flow Paths](#)

[Attachment 9 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Water Sequencing](#)

[Attachment 10 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Land Use Area \(Structure Plan\)](#)

[Attachment 11 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Character Images Plan](#)

[Attachment 12 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Explanatory Master Plan](#)

[Attachment 13 to Strategic Planning Committee 21 July 2009 Report North...](#)

[Land Use Plan](#)

[Attachment 14 to Strategic Planning Committee 21 July 2009 Report North...](#)

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SUMMARY

Due to increasing pressure on the provision of additional land available for residential purposes in Rockhampton, the Northeast Parkhurst Area has been identified as a priority future growth area for the city.

In order to guide development in the area, Council decided to formulate the Northeast Parkhurst Master Plan, in order to provide a detailed local planning framework for the

Northeast Parkhurst Area (Cont.)

area within the broader framework of the previously adopted Parkhurst and Yeppoon Road Corridor Structure Plan.

The Council appointed Wolter Consulting Group Pty Ltd in February 2009 to undertake a detailed urban design Master Plan for the area. Wolter Consulting brought together a team of independent consultants to undertake a range of studies focusing on urban design, the environment, infrastructure services, community and heritage considerations and to incorporate this into the final Master Plan.

Extensive community and stakeholder consultation has informed the Master Plan and assisted in the contextual analysis and identification of site opportunities.

OFFICERS RECOMMENDATION

That **Committee resolves that:**

- A. The Northeast Parkhurst Master Plan be adopted as planning guideline to inform the assessment of development applications in the area and the investment of infrastructure by the Council.**
- B. The Northeast Parkhurst Master Plan be used as a strategic document in the formulation of a new Planning Scheme for the region.**

BACKGROUND

The Northeast Parkhurst Master Plan consists of this Committee Report as well as all the Appendices to this report¹

(i) Introduction

Sustained population and growth within the Rockhampton Regional Council area is placing increasing pressure on the provision of additional land suitable for residential purposes. The Northeast Parkhurst Area has been identified as a priority future growth area for the city and the need was identified for a Master Plan was identified to guide the future development of the area, based on the outcomes of the previously adopted Parkhurst and Yeppoon Road Corridor Structure Plan.

The purpose of the Master Plan is to analyse the urban context and encapsulate Council's vision for the area. It provides a comprehensive and integrated approach for future redevelopment with guidance as to the land use, form, scale, infrastructure and phasing of developments that will be acceptable. It also introduces new objectives, principles and design guidelines for future development within the precincts forming the Master Plan, having due regard for the surrounding context in the adjoining precincts.

The Northeast Parkhurst Area consists of two areas, Area 1 and Area 2. Although the Council's original intention was to formulate a Master Plan for both areas, it was

¹ This report must be read in conjunction with the Appendices. In the event of any discrepancy between the report and Appendix B, this report will take preference over Appendix B

Northeast Parkhurst Area (Cont.)

decided, due to budget constraints and project prioritisation, that the Northeast Parkhurst Master Plan will only cover Area 1 at this stage, with the master planning for Area 2 to be undertaken at a later stage. Area 1 covers the land located between Yaamba Road (Bruce Highway) to the west, McMillan Avenue to the east, Olive Street to the north and Limestone Creek to the south. Although the master planning is for Area 1 only at this stage, the master planning for Area 1 includes a wider 'buffer' area showing the links with the broader surrounding broader area.

(ii) Parkhurst and Yeppoon Road Corridor Structure Plan

The Northeast Parkhurst Master Plan provides more detailed planning within the framework of the Parkhurst and Yeppoon Road Corridor Structure Plan, which was adopted the Rockhampton City Council on 4 December 2007. The purpose of the Structure Plan was to provide a broad framework for development and identify future land uses and relevant key infrastructure for accommodating future growth in the Parkhurst and Yeppoon Road Corridor Environmental Protection Planning Areas. The Structure Plan was developed due to the fact that the current Rockhampton City Plan provisions for the area does not reflect the development pressures in the area, mostly due to higher than projected population growth and land take-up rates.

(iii) Master Plan Formulation and Consultation Process

The Master Planning process resumed in February and was completed by the end of June 2009. The process consisted of the following project stages:

- Stage 1: Project Definition and inception of the project
- Stage 2: Analysis of the site and relevant documentation
- Stage 3: Workshop with key stakeholders and individual meetings with Council departments
- Stage 4: Preparation of the draft Master Plan
- Stage 5: Public Exhibition and consultation on the draft Master Plan
- Stage 6: Finalisation of the Master Plan

The Master Plan process followed a consultative approach that allowed internal and external stakeholders and the residents of the area to play a greater role in decision making about design, development and planning. This consultation involved two key phases, including:

- Phase 1 - Internal Stakeholder Consultation, which involved meetings with key internal stakeholders meetings to help formulate the key features of the draft Master Plan as well as the circulation of draft versions of the Master Plan to them for input; and
- Phase 2 - Public Exhibition, which involved the public exhibition of the draft Master Plan with key stakeholders including Council's planning officers, councillors, landowners, residents and developers.

It was critical that a broad range of stakeholder views contribute to the decision making process and the public exhibition approach therefore aimed to meet this challenge to deliver a positive outcome for all parties by engaging with key stakeholders to proactively identify, consider and respond to a representative range of issues and opportunities.

Northeast Parkhurst Area (Cont.)

The first step of the public exhibition process was the provision of information about the Master Plan in order to inform local community of the public exhibition and included:

- Information on the Council website;
- A newspaper notice;
- Letters to all landowners within the Master Plan area; and
- An explanatory flyer detailing the Master Plan process.

The second step of the process was communication between Council's planning officers, councillors and consultants and the public exhibition attendees. On the day of the public exhibition, resources and information were provided to explain the process to date, the key features of the Draft Master Plan and the likely way forward. This helped stakeholders and the local community to gain understanding and acceptance of the project, as well as building relationships with Council's planning officers and councillors.

Throughout the public exhibition, key stakeholders were encouraged to provide comments on the proposed Draft Master Plan on forms available with a series of questions aimed at helping to shape the future of Northeast Parkhurst. In addition to the public exhibition, stakeholders were also encouraged to post and email comments to the Council for consideration. All submissions received were analysed to ensure they are considered in the formulation of the final Master Plan.

(iv) Proposed Northeast Parkhurst Master Plan

The proposed Northeast Parkhurst Master Plan is contained in the Northeast Parkhurst Master Plan Consultant Report and the Appendices to this report.

(a) Master Plan Purpose

The purpose of the Master Plan is to provide a detailed local planning framework for the area by guiding future development and enabling a sustainable vision for the Master Plan to be realised. The fundamental aims are to provide for protection of amenity, create a strong identity, and a sense of place. It also establishes a time limited schedule for development timing, building form and sunlight protection controls, pedestrian and vehicular access and circulation, and other operational requirements to resolve the many issues which have been identified within Council. The Plan will also guide Council to allocate its own resources and investment in infrastructure strategically in the area, guiding decisions on building and subdivision applications and stimulate new development. In order to give the Master Plan sufficient statutory status, it will be incorporated into the new planning scheme for the region.

(b) Master Plan Objectives

The Master Plan provides detailed urban design guidelines required to rejuvenate and protect the amenity of the area. It is also intended to realise the community's vision that Parkhurst have housing choice supported by community facilities. In order to achieve this, the Master Plan aims to achieve the following objectives:

Northeast Parkhurst Area (Cont.)

- Realising the strategic vision and the potential growth corridor for land uses identified within the Parkhurst and Yeppoon Road Corridor Structure Plan;
- Resolving the potential future conflicts between traffic, parking, pedestrian and cycleway networks in the area;
- Meeting the needs of the local community in terms of community infrastructure;
- Providing a framework for effective infrastructure provision;
- Enhancing the environmental qualities of the site whilst ensuring a proper balance between conservation and development;
- Reviewing the applicable policies and codes of the Rockhampton City Plan;
- Seeking a reasonable balance between private investment opportunity and public works expenditure;
- Guiding the development of Codes and Policies specific to the subject area; and
- Providing effective planning controls under the planning scheme to manage development and implement the planning framework.

In addition to the above broad objectives of the Plan, it also reinforces the following elements in the area:

- Creation of a permeable network of roads which caters for all modes of transport including green transportation options i.e. public transportation, walking and cycling;
- Promoting land use designation that promotes a diversity of housing choice;
- Provision of green space spines to create pedestrian friendly streetscapes connecting all precincts within the Master Plan;
- Provision of 'water sensitive urban design' (WSUD) areas to assist in the treatment of stormwater;
- Incorporating parkland areas with maximum surveillance opportunities in accordance with the crime prevention through environmental design (CPTED) principles;
- Promoting a holistic community with a mix of age groups, lifestyles and cultures;
- Provision of clear, direct access to the various precincts within the Master Plan area;
- Enhancing pedestrian accessibility, circulation and way finding;
- General improvements to the public open space are also recommended to improve the amenity of the Master Plan.

(c) Master Plan Precincts

In order to achieve the objectives of the Master Plan, it divides the area into five precincts, each with its own particular objectives and development parameters, including:

Precinct 1: Residential (Standard) Precinct

The Residential (Standard) Precinct is intended for low density traditional residential development accommodating detached dwellings on lots with a minimum average size of 600m². These lots will contain dwellings consistent in terms of height, bulk and scale with those already established in the existing area and wider Rockhampton to reflect the desired amenity and character of the locality.

Northeast Parkhurst Area (Cont.)*Precinct 2: Residential (Mixed) Precinct*

The Residential (Mixed) Precinct is intended for residential development of a medium to higher density on lots with a variety of sizes to achieve generally an overall density of 22 - 30 dwellings per hectare. As such, this precinct will accommodate affordable housing options and choice and will provide easy access for pedestrians, cyclists and local vehicular traffic.

Precinct 3: Open Space Precinct

The Open Space Precinct is provided for informal open air recreation and outdoor cultural and educational activities, and may provide opportunities for active uses including sports or other events on a casual basis. Activities requiring permanent facilities, such as youth or sporting clubs could also be accommodated in this precinct, but only where they are located on large tracts of land and the activity occupies only a small part of the surrounding greenspace.

- *Sub Precinct 3(a): Natural Environmental*

The Natural Environment Sub-Precinct 3(a) will contribute to the scenic, landscape and open space character of the city of Rockhampton and immediate area of Northeast Parkhurst. Existing vegetation will be retained where possible and will contribute to the screening of residential uses.

- *Sub Precinct 3(b): Water Sensitive Urban Design (WSUD)*

The Water Sensitive Urban Design (WSUD) Sub-Precinct 3(b) has identified significant areas of land that are imperative to the management and treatment of stormwater in the area. Development within the sub-precinct will need to explore WSUD principles, in particular grassed swales to offer an alternative to the traditional conveyance approach to stormwater management. The sub-precinct seeks to minimise the extent of impervious surfaces and mitigate changes to the natural water balance, through on-site reuse of the water as well as through temporary storage.

Precinct 4: Specific Purpose Precinct

Development of land within the Specific Purpose Precinct is in accordance with the provisions set out in the Rockhampton City Plan.

Precinct 5: Centre Precinct

Development of land within the Centre Precinct is in accordance with the provisions set out in the Rockhampton City Plan.

(d) Master Plan Development Guidelines

The Northeast Parkhurst Master Plan contains development guidelines in the form of a Development Code as well as Level of Assessment Tables which outline the assessment criteria for future development in the Master Plan area in the processing

Northeast Parkhurst Area (Cont.)

of development applications in the area. The Master Plan's Development Code will inform the new Planning Scheme for the region's development code for the area. Until such time as the new Planning Scheme are implemented, the Master Plan will serve as policy guidelines which will inform the Council's decisions relating to infrastructure investment and the assessment of planning applications².

Although the original intention was that the Master Plan will be incorporated into the Rockhampton City Planning Scheme as an amendment to the Scheme, it is now likely that due to timing, resourcing and work priorities, the Master Plan will inform the new Planning Scheme rather than override the provisions of the Rockhampton City Planning Scheme.

PREVIOUS DECISIONS

The Rockhampton City Council resolved to adopt the Parkhurst and Yeppoon Road Corridor Structure Plan (with the intention to formulate a Master Plan for the area) at its meeting held on 3 December 2007.

The Rockhampton Regional Council resolved to progress with the Northeast Parkhurst Master Plan at its meeting held on 16 December 2008.

BUDGET IMPLICATIONS

Provision was made for the master planning in the 2008/2009 Budget of the Strategic Planning Section.

LEGAL IMPLICATIONS

The Master Plan will be used as a guiding document when infrastructure investment is considered and planning applications are assessed in the area. The Master Plan will also inform the new Planning Scheme for the Rockhampton Region.

STAFFING IMPLICATIONS

Internal staff was utilised to manage the project and liaise with the appointed consultant to ensure that the project objectives were achieved.

POLICY IMPLICATIONS

Although the original intention was that the Master Plan will be incorporated into the Rockhampton City Planning Scheme as an amendment to the Scheme, the Master Plan will now inform the new Planning Scheme rather than override the provisions of the Rockhampton City Planning Scheme. Until such time as the new Planning Scheme are implemented, the Master Plan will serve as policy guidelines which will inform the Council's decisions relating to infrastructure investment and the assessment of planning applications.

² In conjunction with the Rockhampton City Planning Scheme

Northeast Parkhurst Area (Cont.)

CORPORATE/OPERATIONAL PLAN

The Master Plan will contribute to and support the Rockhampton Regional Council's Vision statement to make the Rockhampton Region "*the most liveable community in the world*" - by protecting and enhancing the area's liveability through effective and sustainable strategic planning as well as desirable urban design.

The Interim Corporate Plan identifies Key Result Themes and Strategic Intents to ensure the Rockhampton Regional Council is delivering efficient and effective services to its communities and achieving the visions within this Interim Corporate Plan. The Master Plan will comply with and support the following objectives of the Interim Corporate Plan:

- Environment: Management of the region's development to encourage and support growth whilst protecting the environment for future generations
- Economic: A region that continues to grow providing opportunities for diversity in industry and sustainable employment for future generations
- Social: A Community that feels safe, engaged with Council and has access to a range of facilities and services that support the region's lifestyle choices

CONCLUSION

The purpose of the Master Plan is to provide a detailed local planning framework for the Northeast Parkhurst area, to build on the Parkhurst and Yeppoon Road Corridor Structure Plan. While the Structure Plan provides a broad framework for development in the area, the intention of the Master Plan is to realise the strategic vision of the Structure Plan and to include more detailed land use planning and infrastructure planning for the area.