

Prepared for: Rockhampton Regional Council

Prepared by: Mewing Planning Consultants and Morgan Wilson Planning Consultant

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Table of Contents

Executive Summary	4
1. Introduction	18
1.1 Scope and Objectives	18
1.2 Report Structure	19
2. Methodology.....	21
3. Literature, Policy and Context Review	22
3.1 Introduction	22
3.2 Baseline Review of Planning Framework	22
3.3 State and Regional Plans and Policies	30
3.4 Local Strategies, Plans and Policies.....	32
3.5 Major Projects / Infrastructure.....	34
3.6 Appeal Learnings	38
4. Demographic and Forecasting Review	43
4.1 Introduction	43
4.2 Population Growth Analysis	43
4.3 Employment Growth Analysis	44
4.4 Dwelling Trends	45
4.5 Planning Scheme Consequences.....	46
5. Consultation Findings	49
5.1 Background.....	49
5.2 Summary of Issues Raised in Consultation	49
6. Planning Act and Requirements for Planning Schemes	51
6.1 Introduction	51
6.2 What is a planning scheme required to do?	52
6.3 Categories of Assessment	52
6.4 Assessment Benchmarks	53
6.5 The regulated requirements.....	53
7. Planning Scheme Audit.....	54
7.1 Audit approach	54
7.2 Summary of scheme audit	55
8. State Planning Alignment.....	66
8.1 State Planning Policy	66
8.2 Planning Regulation 2017 and recent changes	79
9. Discussion of Key Issues	83
9.1 Council Vision and Strategic Direction.....	83
9.2 Legislation and Policy	83

9.3	Population Growth and Residential Land	85
9.4	Employment and Economic Growth.....	87
9.5	Planning for Rural Futures	88
9.6	Tourism	89
9.7	Design, Cultural Heritage and Character Protection.....	89
9.8	Natural Hazards	91
9.9	Environment and Ecology	91
9.10	Infrastructure	92
9.11	Other Specific Matters	93
10.	Recommendations	94
10.1	Recommendations of Planning Scheme Review	94
10.2	Risks and Benefits of Proceeding / Not Proceeding with Amendments	94
10.3	Recommendations for Future Study Reviews	95
Figures		
Appendix A: Literature and Policy Review		
Appendix B: Population, Dwelling and Employment Assessment (Bull & Bear)		
Appendix C: Consultation Findings Report.....		

Executive Summary

This Report presents the findings of a Statutory Ten Year Review (**Review**) of the Rockhampton Region Planning Scheme 2015 (**the Planning Scheme**), undertaken pursuant to the *Planning Act 2016* (**Planning Act**) and having regard to the *Planning scheme monitoring and undertaking a ten-year review* guidance document prepared by the State government.

The Planning Scheme commenced on 24 August 2015. The Planning Scheme was made pursuant to the *Sustainable Planning Act 2009* (**SPA**) and was prepared under the *Queensland Planning Provisions* (**QPP**). The QPP provided for a standardised format and approach to the preparation of planning schemes, as well as providing for mandatory content including operational rules, incorporation of a strategic framework, as well as standardised zones and land use definitions.

The preparation of the Planning Scheme was initially commenced after the 2008 amalgamation of the four (4) previous local government areas of Rockhampton City, Shire of Fitzroy, Shire of Livingstone, and the Shire of Mount Morgan, into the Rockhampton Regional Council. Preparation of the 2015 Planning Scheme was initially undertaken to consolidate the four previous planning schemes into a single planning scheme for the new Rockhampton Regional Council. However, in January 2014 the Livingstone Shire Council was restored as a separate local government, and the Planning Scheme did not ultimately have regard to the content and operation of the Livingstone Shire Planning Scheme.

Since the adoption of the Planning Scheme, Rockhampton Region has observed ongoing change.

As a result, there have been multiple amendments to the Planning Scheme, with the current version of the Planning Scheme being Version 4.4, which was adopted on 25 October 2023. The scheme amendments have been a mixture of minor, administrative, and major amendments.

Notwithstanding those amendments, the Statutory 10 Year Review process presents an opportunity to pause, regroup and review the performance of the planning scheme and framework, understand the changing statutory circumstances at a strategic State and local level, and contemplate best practice approaches to current and emerging trends that impact on the Rockhampton Region.

The Statutory Ten Year Review of the Planning Scheme is intended to support Council in undertaking an active monitoring of the local area context and the implications on the implementation of the planning scheme. The review methodology is based on the steps identified in the relevant State guideline 'Planning scheme monitoring and undertaking a ten-year review' and includes the following aspects:

- Identification of the current and emerging information base that underpins the planning scheme;
- Engagement with scheme users (professional staff and local industry groups) to gather information on the workability of the current planning scheme and identify the key strategic issues and directions that are envisaged to be facilitated through the planning scheme;
- Review of demographic trends and development activity and their alignment with the settlement pattern envisaged under the planning scheme;
- Technical audit of the planning scheme to identify gaps and opportunities for improvements and alignment with contemporary drafting standards and approaches;
- Identification of the applicable statutory framework (*Planning Act 2016* and *Planning Regulation 2017*) and review of the alignment of the planning scheme with the most recent versions; and
- Identification of the latest State policy context in terms of the integration and delivery of the current State Planning Policy 2017 (SPP) and the latest regional plan.

The Review has been prepared to assist the Council to resolve whether to retain the existing planning scheme, make amendments to the existing planning scheme, or prepare a new planning scheme. Ultimately, this is a decision to be made by the Council with the benefit of the outcomes of this Review together with a multitude of other administrative matters relevant to the Council.

The summary outcomes of the Review identify the following.

- The planning scheme's structure is fundamentally sound, the operation of the planning scheme is functional and effective, and the vertical integration of the planning scheme is well achieved. Overall, the Planning Scheme continues to be 'fit for purpose' in an operational sense.
- Engagement with professional staff and regular users of the planning scheme report generally high levels of satisfaction with the content and operation of the planning scheme, with no fundamental issues identified for address. A range of refinements and improvements were identified which would benefit the scheme in terms of efficiency and responding to local planning and development issues.
- Despite its age, and as a result of ongoing updates and amendments, the planning scheme broadly aligns with the latest State Planning Policy and its specific State interests, as well as operates and integrates within the overarching framework required by the *Planning Act 2016* and the *Planning Regulation 2017*. Some ongoing alignment is recommended.
- There are positive attributes and policy positions expressed throughout the planning scheme, which have been identified in the key issues, challenges and opportunities summary below.
- Nevertheless, content improvements to the current planning scheme are encouraged to appropriately reflect current strategic planning outcomes, reflect contemporary demographic and economic drivers, more fully integrate all State Planning Policy state interests, and reflect upon learnings arising from scheme use by the Council and industry and identified in the Review audit.
- It is also desirable to establish a more contemporary information base on which the planning scheme relies (through updating existing studies and mapping, and preparing new studies) so that the quality of, and confidence in, the scheme remains high into the future.
- There is a need for all relevant departments within Council to fully participate in any ongoing planning scheme amendments to ensure the appropriate integration of information, resolution of competing interests, and to build a shared ownership of any revised planning scheme.
- Ongoing industry and community participation will also be important to ensure that any revised planning scheme content is consistent with community and industry expectations.

The review of the key issues, challenges and opportunities identified in this **Section 9** of this Review Report has revealed a number of key issues that are relevant to the planning for the Rockhampton Region, which should be further contemplated in any ongoing planning scheme outcome.

1. Legislation and Policy

The planning scheme broadly aligns with contemporary legislation and policy, including the latest State Planning Policy and its specific State interests, as well as the overarching framework required by the *Planning Act 2016* and the *Planning Regulation 2017*. Some key aspects to note include:

- The scheme successfully takes a 'low regulation' approach, where appropriate. This comprises minimising the level of assessment for policy compliant and lower risk outcomes, and ensuring assessable development is pursued for development that warrants regulatory control.
- The current State Planning Policy 2017 (SPP) is broadly reflected in the Planning Scheme, and identified updates are largely a refinement of the current policy position. Further attention to specific aspects of housing, urban design, rural land / infrastructure buffering, extractive industry

interfaces, tourism outcomes, environmental mapping, offsets, coastal management, heritage and character, stormwater management, and other matters will enhance and improve the integration of the Planning Scheme with the SPP, as well as updates to mapping and terminology to reflect the latest mapping layers and terminology. Amendments to address less than appropriate integration of the SPP ought to be prioritised. In relation to mapping, the SPP guidance material *Integrating State Interests In A Planning Scheme – November 2021* notes at Section 1.2.1 that ‘...Mapping should be included in the planning scheme rather than the planning scheme referring to the SPP IMS.’

- The Planning Scheme currently reflects the Central Queensland Regional Plan, which is a limited content regional plan, and so no further alignment is required.
- Through updates to the Planning Regulation the State government has introduced a range of changes in response to particular housing issues such as supporting rooming and temporary accommodation, and facilitating secondary dwellings. While the Regulations apply where there is any inconsistency with the Planning Scheme, updating the Planning Scheme to include the changes will create a more cohesive and consistent planning process. Consideration to the interface between primary / secondary dwellings, as compared to dual occupancies, requires ongoing consideration for all local governments, since those changes have been introduced.
- The general format of the Planning Scheme remains fundamentally sound, and contains the appropriate contents that are required under the Planning Act. Further consideration of amendments to the operation of the decision rules may be warranted in relation to specifying that achievement of overall outcomes, performance outcomes and acceptable outcomes is required to achieve compliance with the assessment benchmarks in line with contemporary best practice, and to reinforce the strength and conviction of the overarching policy settings.
- In terms of code construction, the Planning Scheme currently relies primarily on zone codes to provide detailed development provisions, with only very limited recourse to specific land use codes (currently only two use codes). Further, no local plans are used. This approach is valid and remains consistent with the legislative framework. The use of precincts and sub-precincts is a reasonably standard approach to allow for a differentiation of planning provisions to reflect a specific geographical or locational circumstance. The strong reliance on zone codes enables a level of user ease and functionality. Further, the Tables of Assessment also reflect the differences in land use intent for each zone precinct or sub-precinct, which is relevant to questions of functionality. However, the zone codes are relatively long as a consequence, and some consideration to local area plans could reduce reliance on the broad number of zone precincts used, and thus the length of the zone codes.
- There are some locations for which Local Area Plans could progressively be explored, including Parkhurst, Rockhampton CBD, Gracemere and Mount Morgan.
- The use of overlays in the Planning Scheme is somewhat unusual. In particular, there are also a number of other overlay maps without a specific code and are either for information only or are referred to in zone codes as required. While somewhat unusual this approach operates appropriately within an e-plan environment where mapping is more easily accessible, and it assists user understanding. However, the use of overlay mapping elements without a code does potentially complicate aspects of the operation of the scheme by disaggregating information. There may be opportunity to aggregate some of the information overlays into a more typical map and code approach, particularly in relation to infrastructure and agricultural matters (from the list provided below), which would provide a simple structure to provide for protection and management of major infrastructure and utility land uses.
- There may be opportunity over time to make amendments to aspects of the planning scheme to consolidate and/or update aspects of the provisions, having regard to the comments provided in the audit (section 7) and given that the overall drafting is no longer bound by the QPP approach.

2. Population Growth and Residential Land

A key ambition of the planning scheme is to effectively manage population growth, by providing adequate capacity and diversity of housing to accommodate that population growth.

Attending to population growth is largely done within the urban area. The planning scheme clearly expresses its urban area visually in the Strategic Framework mapping and corresponding zoning maps, and accompanies this with clear policy expression within the Strategic Framework and throughout the balance of the planning scheme. The sequencing and intensity of development outcomes is expressed, having regard to the Strategic Framework mapping and expression of urban areas, urban infill and intensification areas, new urban areas and future urban areas.

In terms of the anticipated population growth, the Bull & Bear analysis identifies that the LGIP projections indicate the Rockhampton Regional Council population would increase from 86,104 persons in 2021 to 98,237 persons in 2036, representing average annual growth of 0.9% per annum, or an additional 12,133 persons. These LGIP projections are marginally below the 2018 medium QGSO series (which anticipates an additional 14,035 persons in the 2021-36 period, or growth of 1.0% per annum). The latest LGIP projections broadly correspond with the rate of population growth recorded in the 2021 to 2022 period. However, the 2023 QGSO projections anticipate significantly lower rates of population growth in the 2021-2036 period, being a low series projection of 5,586 additional persons (representing an increase of 0.4% per annum), a medium series projection of 7,313 additional persons (representing an increase of 0.6% per annum) and a high series projection of 8,986 additional persons (representing an increase of 0.7% per annum).

Accordingly, as summarised from the Bull & Bear assessment, the planning scheme provides adequate capacity to house the projected population to 2036 based on current growth projections.

In addition, it is noted that the current planning scheme identifies that it provides land for growth to 2031, and Bull & Bear confirm that there is sufficient land for growth to 2036, such that at some stage there will be a need to contemplate what happens for growth beyond 2036.

The planning scheme identifies the major greenfield areas (new urban areas) at Parkhurst and Gracemere. Analysis of residential building approvals points to these being concentrated within the outskirts of the Rockhampton community, in Parkhurst-Kawana and Norman Gardens to the north and Gracemere to the south west, which points to demand for detached dwellings in greenfield areas. There remains capacity within those greenfield areas for ongoing housing delivery. As identified by Bull & Bear, all projection data sets indicate Gracemere and Parkhurst – Kawana as the focal point for residential growth, which aligns with remaining capacity for detached dwellings.

The planning scheme provides clear encouragement to infill residential development, including housing choice by way of a range of dwelling types and densities, in particular locations. For example, within and surrounding the Principal Centre and other near centre locations. This reflects good planning practice - to accommodate population growth whilst managing efficiency of infrastructure and services, it is likely that there will continue to be a change in the way people live, with increased residential densities to be provided in urban areas. Logical locations for growth are those areas closest to existing urban areas and employment centres; as currently designated.

On the ground, it is clear that most of the residential development has been delivered through greenfield outcomes, rather than infill outcomes. Whilst there have been some particularly visible infill developments in the high density areas of Rockhampton City (along Victoria Parade), which are commended for their contribution to infill housing and City Centre vibrancy, in the balance of the planning scheme area there has been limited uptake of infill housing (refer Bull & Bear report in Appendix B, together with **Figure 4** to this report).

It is identified by Bull & Bear that whilst capacity remains to accommodate population growth in the majority of communities in the Rockhampton Region, this is predominantly through infill development. Given the limited uptake of infill housing, and the current challenges regarding

construction of higher density built form, there is an important policy decision to be made by the Council in terms of whether to continue to promote and pursue urban consolidation by way of promoting infill housing and increasing pressure on greenfield land supply, or alternatively identify additional future greenfield growth areas. Any exploration of growth areas is not urgent or pressing in the period to 2036; but future exploration will need to consider the surrounding environmental and natural resources, including productive rural land, and interface to key industrial areas.

It is good planning practice to continue to promote infill and higher density residential development in well-located parts of the existing settlement pattern, to promote urban consolidation, good use of existing infrastructure, and providing for amenity and access to services for existing and future residents. The planning scheme appropriately pursues these outcomes, whilst also being cognisant of its regional context (which may not currently have strong market desires for infill housing).

There would be benefit to including additional reference to affordable housing, social housing and community housing to clearly articulate the focus on providing a diverse range of housing types and provide guidance around the location and interactions for social/community housing projects.

In terms of rural residential housing, despite limited guidance from the Central Queensland Regional Plan (as compared to other regional plans throughout the State) there is limited contemporary planning support for expansion of rural residential areas given the inefficiencies on infrastructure networks and the broader impacts on environmental and natural resources (per capita housed). There is clear expression in the planning scheme (particularly in the Strategic Framework) that there are limited rural residential areas provided and that those areas are not expected to expand beyond the areas designated. It is recommended that a consistent position for planning of rural residential land be maintained, as that aligns to good planning practice. In addition, rural residential land beyond the northern boundary of the Council area, within Livingstone Shire, has the potential to constrain a logical future northern growth front, which will need to be addressed in time (through cross-border engagement).

Ultimately, the alignment of infrastructure to the delivery of the urban growth is a critical issue. While the overall settlement pattern remains generally appropriate, consideration of the timing of future growth will be important to ensure that the growth can be accommodated and serviced in a coordinated, efficient, and cost-effective manner. The Structure Planning PSP content is generally appropriate, but could benefit from added content relating to phasing in order to allow for improved infrastructure delivery coordination and affordability. In addition, Council-led local planning exercises (particularly in the greenfield growth areas) can potentially assist in the sequencing of development and infrastructure provision through identifying logical extensions of the existing settlement pattern, and providing an opportunity for the Planning Scheme to clearly delineate the nature, scale, and timing of future growth.

While the Planning Scheme has sought to facilitate a diversity of dwelling types, in practice detached dwellings remain the dominant housing type. Consideration of other approaches and incentives to deliver a diverse housing product may be required to achieve progress on this matter. This may include further consideration of non-Planning Scheme incentives and capital investments given that the parameters for infill residential development are already appropriate.

Future housing review and strategy is warranted because the existing study on which the planning scheme is based is dated, and relies on aged data.

3. Employment and Economic Growth

Assessment by Bull & Bear has identified an increase in total employment across the Rockhampton Regional Council over the relevant past planning period, as follows:

- 2011 to 2016 – average increase of 443 workers per annum; and
- 2016 to 2021 – average increase of 491 workers per annum.

By comparison, employment projections (as presented in the LGIP) anticipate employment growth in the forward planning period to be similar to those recent trends, as follows:

- 2021 to 2026 – average increase of 506 workers per annum;
- 2026 to 2031 – average increase of 362 workers per annum; and
- 2031 to 2036 – average increase of 489 workers per annum.

Employment is anticipated to remain highest in the localities of Rockhampton City, Park Avenue and Berserker throughout the projection period, whereas employment growth is anticipated to be highest in Rockhampton City (albeit at a declining rate of growth), Gracemere, The Range and Berserker.

Having regard to the recent employment trends and forward projections, together with the current Planning Scheme structure, it is clear that employment is intended to be focussed on the identified activity centres (focussed primarily on the Principal Centre, then progressively lower order centres) and identified industrial areas (particularly at Gracemere and Parkhurst). The Planning Scheme sets clear expectations about the importance of the activity centres hierarchy and the industrial areas.

Current analysis indicates that opportunity exists for employment growth on centres land, and it is identified (by Bull & Bear) that there is sufficient capacity remaining in the centres to accommodate increased employment, particularly within the Principal Centre. In this respect, some recalibration of the Principal Centre precincts could be pursued to prioritise particular activities into key focal locations.

The Rockhampton Region commercial centres study was completed in 2021 and provides a contemporary review of the centres hierarchy and network for the region. That study maintained the overall centres hierarchy, and provided targeted recommendations to improve the regulatory framework applying to centres in the current Planning Scheme.

There is also extensive industrial land provided in the Rockhampton Regional Council area, particularly at Gracemere. It is observed that there is no pressing need to provide additional industrial land, including in Parkhurst where capacity is lesser. This is because of the extensive land available in Gracemere, where ongoing industrial development should be prioritised. The key issue for progressive industrial development in Gracemere is the associated delivery of infrastructure. While there is a relatively large area of industrial land available, there have been issues of serviceability which have potentially constrained potential development. Increased attention to staging or phasing of development and infrastructure in Gracemere would be of benefit.

Specific recommendations for industrial areas are identified within the body of this report.

Ongoing attention should be given to the Stanwell–Gracemere corridor as the future of the Stanwell Power Station is resolved; with potential for alternate energy and industry opportunities to be pursued. The Planning Scheme should continue to remain up to date with potential opportunities.

Other employment locations include the CQU University (identified in a Priority Development Area) and the Rockhampton Airport (subject of existing master planning, but which would benefit from further master planning of a broader economic precinct).

The Council's Special Management Areas Overlay is appropriate, and represents good practice in ensuring that development does not compromise existing or future industrial development.

The heritage and character of parts of the Rockhampton Regional Council area, including the Rockhampton City Centre and Mount Morgan (amongst others), together with the rural areas and activities, support a range of opportunities for tourism. The Planning Scheme can assist in further supporting tourism through more refined approaches to regulating rural-tourism and eco-tourism, as well as working with peak tourism bodies to identify a consolidated approach to regional tourism.

Overall, an economic development study was completed prior to the preparation of the current planning scheme, and whilst the economic fundamentals as expressed within the planning scheme remain largely unchanged, the projections of that study run to 2031 such that reliance on this work completed as part of that report would require progressive review to reflect current data, existing and future trends and an appropriate planning horizon (as progressed in a preliminary way by Bull & Bear as part of this 10 year review). In time, an updated Economic Development and Employment Review, inclusive of or with a separate updated Industrial Land Use Review, is recommended.

4. Planning for Rural Futures

Agriculture / rural production is not a particularly significant contributor to the Rockhampton Region's employment base (employing only 1.5% of the population), however planning for rural futures remains important to the overall settlement pattern and balance of open space to urban areas. Rockhampton is Australia's beef capital, and agriculture and pastoral activity contributes to the economy beyond the indication provided simply by employment numbers.

A rural lands study was completed prior to the current Planning Scheme, and while this is now dated, given that the majority of the rural areas within the region will have remained unchanged in the period since its completion, the overarching findings of this study may remain relevant moving forward. Targeted review and updating will likely be required to reflect any land use changes within the rural area, any new key drivers and the contemporary legislative and policy framework relevant to development in rural areas, most notably the protection of agricultural land.

The planning scheme appropriately provides for rural and agricultural outcomes, including to identify and map a specified intensive horticulture precinct in the strategic framework, support the growth of an aquaculture industry, identify ALC Class A and Class B land as a single consolidated layer in overlay mapping and include specific outcomes in the strategic framework and Rural zone code relating to the use and protection of these areas. It is noted that the planning scheme does not have a specific Agricultural land overlay code to support the strategic framework outcomes and mapping, with the Rural zone code referring as required to the overlay mapping. In this regard, the overlay mapping is identified as being for 'information only', however the overlay mapping that identifies ALC Class A and B is referred to in the Rural zone code. This approach is generally appropriate, however does have some limitations particularly in terms of managing the interface between urban and rural land where 'reverse amenity' situations arise.

In terms of specific recommendations for rural futures, it is recommended that Council:

- Review and update the Rural zone code to reflect the SPP requirements for separation of incompatible uses, guidance on lot layout to maintain separation and buffering, and management and location of on-site infrastructure to support rural industry (having regard to contemporary SPP guidelines);
- Review overlay mapping to clearly identify ALC Class A and Class B land as separate areas;
- Acknowledge that rural land has the potential to cater to alternative uses, beyond the traditional agricultural and pastoral industries, including opportunities for projects that can offer a low carbon economy, tourism and rural value-add activities, and updates to the Planning Scheme to further emphasise these opportunities could be contemplated.

5. Tourism

The Rockhampton Regional Council area has an established tourism industry, with key focal points being Beef Week, Rockhampton's historic City Centre, and Rockynats. Rockhampton's existing and inherent urban and natural values provide it with an opportunity to further capitalise on tourism opportunities, which are distinct from those with a competitive coastal setting. The emerging tourism industry has capacity for well-managed expansion of a diverse range of experiences.

The Planning Scheme broadly pursues tourism outcomes through identification of Tourism and Ecotourism sites within the strategic framework, as well as including specific outcomes relating to broad support of tourism industries and opportunities. However, the strategic framework does not specifically talk to the mapped tourism sites, and it is unclear as to the policy position and development intention for these sites. It is further unclear as to how other tourism opportunities that rely on the region's natural advantages (such as agri-tourism, fishing, heritage trails etc), or that capitalise on the urban areas and heritage sites, may be supported or developed over time.

Tourism opportunities can be further resolved in part through an updated Economic Development and Employment Review, and progressive Planning Scheme amendments accordingly.

6. Design, Cultural Heritage and Character Protection

The design, cultural heritage and character aspects of Rockhampton are of significant importance. Rockhampton is a city with a strong and proud built environment, expressed through intact heritage precincts in the Principal Centre together with quality character housing in the suburbs.

The Planning Scheme currently attends to character by way of the Character overlay code, and to European cultural heritage by way of the Heritage place overlay code. The various zone codes and development codes provide provisions addressing particular aspects of design, form and landscape.

The Heritage, character and urban design study was completed for and largely adopted as part of the preparation of the current Planning Scheme. It is noted that Council has since undertaken updates to the Neighbourhood Character Overlay (now the Character Overlay) to which this study partly relates. Noting the subject matter (heritage and character), the majority of the findings of this study, particularly the identification of places of significance, will remain relevant moving forward.

However, new development has been variable in quality – there have been some positive (including award-winning) urban interventions and some sub-optimal design outcomes. In terms of aspects that are not best practice, examples include the unsympathetic infill development amongst character housing areas and the neighbourhood and street layouts in Gracemere greenfield estates.

Overall, the planning scheme would benefit from some additional detail and guidance in relation to contemporary, sustainable urban design (particularly outside the Principal Centre which has been subject to multiple urban design and renewal projects, including a number that have been successfully implemented), subdivision design, and streetscaping and landscaping outcomes. It is noted that some relatively recent subdivisions in Gracemere do not exhibit best practice neighbourhood and street layouts, and while the northern growth front of Parkhurst is generally attractive there is potential benefit in having clear and consistent design guidance or regulatory controls to ensure development delivers high quality and locally responsive urban areas (including landscaping).

It ought to be the Planning Scheme's ambition to raise the bar for design, whilst not overburdening investment due to over-regulation, and the appropriate balance can be achieved through increased attention to the drafting of codes and PSPs. In terms of specific observations:

- Parts of Rockhampton exhibit a classic Queensland timber and tin character, accommodating timber houses with expansive verandahs located on wide streets with mature vegetation. While the Character Overlay provides guidance on managing the demolition of character features, it is less successful in shaping new development amongst those character houses (including both structures and character landscapes and vegetation) to ensure that it contributes to, and is consistent with, the broader character and amenity of specified areas. A broader application to the neighbourhoods within which character housing exists could be explored. Other local governments, such as Brisbane City Council, have successful best practice character design codes that can be referenced.
- There are a number of new subdivisions that have been approved that are sub-optimal in terms of urban design. Additional guidance on urban design outcomes in the planning scheme would

assist in working with applicant's to deliver modern, connected, walkable and sustainable urban communities. In particular, a review of the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements could be pursued.

- There is no guidance in the current planning scheme in relation to passive design responses to regulate the temperature of communities. Additional guidance on urban design approaches and landscaping requirements would assist in delivering more comfortable and attractive urban communities.
- The landscape code and associated PSP would benefit from the preparation of landscape and streetscaping guidelines for the region, which can operate as a PSP and be called up as required in the relevant development codes. Street trees are critical to liveability and cooling the urban environment.
- Within the zone codes, some matters for consideration include the potential for increased provisions for landscaping, whether further attention to quality design could result in infill development on smaller lots, and whether plot ratio is a necessary tool in the HDR zone.
- Review the local heritage register and update mapping as required.
- The *Planning Act 2016* specifically references the identification, reflection and consideration of Aboriginal and Torres Strait Islander cultural heritage as part of the purpose of the Act in relation to heritage and cultural heritage matters. There is opportunity to further the scope of consideration within the Planning Scheme. This may include engagement with local indigenous parties and traditional owners to explore ways of implementing indigenous cultural heritage aspects into the Planning Scheme. Guidance for this process is provided in the guideline 'Advancing Aboriginal and Torres Strait Islander interests in land use planning'.
- The statutory interface between the Planning Scheme and the QDC is largely outside of the Council's control, however given that this largely relates to domestic residential projects, continued simplification of that interface through the Planning Scheme operation is appropriate.

In summary, whilst the current design, cultural heritage and character outcomes are adequate and functional, it is recommended that over time the following studies are progressed.

- Character Areas, Heritage and Design Guide Study, in order to identify additional / expanded character and heritage sites or precincts, and provide provisions to support the sites or precincts (including in respect of contemporary elements that ought to sit compatibly with that character).
- Urban Design Analysis and Guidelines – including preparation of design principles and guidelines for the Region and for various localities, capturing items stated above.

7. **Natural Hazards**

The planning scheme generally recognises and plans for natural hazards, including:

- Significant flood studies have been undertaken for high risk parts of the region (and are ongoing) to inform the flood mapping and associated overlay code within the planning scheme;
- Overlay mapping identifying land subject to bushfire hazard, coastal hazard and steep land is included within the planning scheme;
- The strategic framework clearly articulates the intention to avoid and mitigate exposure to the potential hazards, particularly for sensitive land uses; and
- Risk based overlay codes have been prepared that take a graduated approach to the type and level of risk and how it can be managed for various development types.

The guideline 'Integrating State Interests In A Planning Scheme' requires that the Coastal Management District be mapped in local planning schemes, and also suggests that a Coastal Hazard Adaptation Strategy may be warranted where there is a high exposure of urban areas to the hazard. In the Rockhampton context the majority of the coastal hazard area is in the eastern rural parts of the region, however given the high prevalence of flooding and the interaction between flood hazard and coastal processes a CHAS may assist in targeting mitigation efforts.

Specific recommendations for natural hazards include:

- Consider the preparation of a Coastal Hazard Adaptation Strategy (CHAS) to inform planning scheme approach to coastal hazard and flooding hazard.
- Include the Coastal Management District in overlay mapping.
- In December 2019, DSDMIP released the 'Natural hazards, risk and resilience – Bushfire – State Planning Policy – state interest guidance material'. The guidance material is provided to assist with the interpretation and application of the state interest policies and the assessment benchmarks contained in the SPP. The Guidance Material includes specific benchmark provisions in relation to the following key aspects (amongst others), which have not been incorporated within the Bushfire Hazard Overlay Code. These could be progressed as amendments to the Planning Scheme.

8. Natural Environment and Ecology

The Rockhampton Regional Council area is biodiverse and has a large range of environmental and ecological features and values. The Natural environment study was completed in 2019 and provides a reasonably contemporary review of the natural environment within the region. Noting the dynamic nature of natural environment policy, particularly the mapping of areas of significance, ongoing review of relevant mapping and data will be important. The overarching findings of the study, however, remain relevant to the Planning Scheme moving forward, and progressive updates to zoning and the Biodiversity Overlay can be made to align to the Study outcomes and ongoing State and other mapping and data.

The planning scheme generally provides appropriate planning mechanisms for managing those ecological features and values, and it generally aligns with the Biodiversity State interest. It identifies and maps Matters of State Environmental Significance (MSES), as well as Matters of Local Environmental Significance (MLES) further categorised as MLES (High) and MLES (General). In conjunction with the incorporation of a Biodiversity overlay code, the planning scheme appropriately implements the development approach of avoid, minimise, offset.

Based on our comparative review of current Biodiversity SPP mapping, we note that there are some elements that are required to be mapped that are not (for example the MSES – Declared fish habitat area in the Fitzroy River), and it also appears that a number of MSES elements have been consolidated into a single layer which makes it difficult to clearly identify what aspects have been included. It would be beneficial to review the mapping approach taken to ensure that all mandatory elements are separately identified to clearly show alignment with the SPP. Further, the SPP guidance notes that assessment benchmarks may include requirements for ecological assessments to be carried out to demonstrate compliance with and requirement for vegetation clearing. It is noted that no such reference to this is included in the current code in relation to vegetation clearing.

Further, it is recommended that Council consider inclusion of offsets for MLES and preparation of a local offsets policy to further strengthen ability to protect and manage vegetation clearing in urban areas (if desired, otherwise State offsets policy will apply only for MSES).

9. Infrastructure

Infrastructure planning in the Rockhampton Region can be conceived in two types – regional infrastructure and local infrastructure.

Regional infrastructure has the potential to catalyse other investment, and often has funding beyond simply Council. Major current or planned projects include the Rookwood Weir, Fitzroy to Gladstone Pipeline, Mount Morgan Water Pipeline, Rockhampton Ring Road, and Airport Precinct Upgrade. Ongoing and future updates to the strategic framework should include reference to these projects, to remain current and consider the implications on development for the region.

Provision of local infrastructure, including water supply, sewerage, stormwater, transport, and community infrastructure networks will continue to be required to support the population. It is important to note that provision of infrastructure services varies between the rural setting and the towns of the Region. The rural setting that extends across most of the Region and accommodates the majority of the population requires on-site provision of water (water tanks) and sewerage (septic systems). Towns will be serviced by urban infrastructure networks.

The LGIP substantively manages the delivery of much of this infrastructure (which is beyond the scope of this review), however there is an important interface with the planning scheme (including sequencing of future residential, commercial and industrial growth areas). The major active growth front for the region is in the Parkhurst locality to the north of Rockhampton, and the LGIP includes PFTI that can service the projected levels of development. Infill development has also been considered in the LGIP, and the trunk infrastructure network has been planned to accommodate projected overall growth. The planning scheme has been calibrated to facilitate greater density over time, and this will assist in achieving an efficient use of existing infrastructure and services.

Specific observations and recommendations for the Planning Scheme include the following.

- Within the Strategic Framework, the infrastructure and utilities theme could be expanded upon to identify specific infrastructure corridors and types, and the expectations of development as applicable to each of these. While there is broad intent to protect infrastructure and utilities, it could be further articulated and targeted in both the strategic framework or in the lower order parts of the scheme.
- The strategic framework provisions for the transport network are simple and somewhat generic (i.e. some precision could otherwise be provided to specific aspects of the road network, together with elements that provide a level of protection to Council in statutory assessment and appeals in terms of the safety and efficiency of the network).
- Provisions in the Reconfiguring a lot code relating to street design and layout do not comprehensively address permeability, legibility, and efficiency in terms of connections with the broader State controlled network. Review the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements. This may also include a supporting Planning Scheme Policy.
- Consider preparing Council led structure plans for the Parkhurst growth area to further sequence urban growth and infrastructure delivery.
- There is some concern about the interface between Rockhampton Regional Council and the Livingstone Shire Council on the northern boundary, particularly in relation to infrastructure delivery and timing due to major urban growth in Livingstone impacting on the function and operation of trunk infrastructure in Rockhampton. This is not a consequence of Rockhampton Regional Council's land use or infrastructure planning, but is a consequence of Livingstone Shire Council's approach, and would benefit from cross-border engagement and/or State level support together with some consideration within the Rockhampton LGIP for external demand generated by the Livingstone Shire outcomes.
- Review zoning around the ring road to ensure appropriate land uses are facilitated, and zone codes appropriately address access to the State road.

10. Other Specific Matters

- The current Planning Scheme is provided as an E-Plan platform, including interactive mapping and a development enquiry function. This is a good system, which is well regarded by the planning and development industry within Rockhampton. It is understood that the current service provider may not continue the service – in which case a suitable alternate E-Plan platform will be required. It will be important to maintain a similar (or improved) level of functionality.
- The structure of the planning scheme, including the approach to zone codes, assists to facilitate the development enquiry function, which reinforces in part a maintenance of the current Planning Scheme structure.
- There are a range of urban uses and activities that can be difficult to locate, create real or perceived nuisance for residents, and have the potential to disrupt the balance of zones. These include service stations, fast food outlets, telecommunication towers, and other activities, which usually locate opportunistically (given broad scheme provisions, and the routine use of 'need'). These uses are also frequently the subject of appeals (in other jurisdictions). A study that focuses on more precision to the planning for these uses could be a positive forward-looking action that is progressively pursued.

Recommendations of Planning Scheme Review

Section 25 of the Planning Act 2016 states the following:

(1) A local government must—

(a) review its planning scheme within 10 years after—

(i) the planning scheme was made; or

(ii) if the planning scheme has been reviewed—the planning scheme was last reviewed; and

(b) decide, based on that review, whether to amend or replace the planning scheme.

The Rockhampton Region Planning Scheme commenced in 2015, and as such is now subject to the statutory review as required under the Planning Act.

In accordance with Section 25(1)(b) of the Planning Act, and having regard to the review as described in the preceding sections of this report, it is recommended that Council maintain the current planning scheme, and continue to make progressive (and not urgent) amendments addressing aspects identified in this report. The current planning scheme is not significantly divergent from the current strategic direction of Council or the interests of the SPP, and does not require significant changes to the operational and functional aspects of the planning scheme.

Any progressive, future planning scheme amendments should consider the matters raised in this statutory review, however the final scope of the amendments will be subject to the subsequent planning scheme amendment process (including the preparation of reviews to previous studies and analysis) and be determined based on Council's preferred strategic vision and intent for planning and development in the local government area.

Risks and Benefits of Proceeding / Not Proceeding with Amendments

The principal risks in not proceeding with progressive recommended amendments include the following, noting that these risks arise if no action is taken over an extended period of time (in recognition that there is no pressing or urgent need for major amendments to the planning scheme).

1. The alignment of the Planning Scheme with the statutory and regulatory framework (such as the SPP) will likely become more fractured over time, creating an inconsistent local planning

instrument and eroding confidence in the ability of the local planning instrument to deliver good planning and development outcomes aligned to State interests.

2. Ongoing changes in future population growth, demographics and economic growth – and consequentially the capacity of land to accommodate that growth in the planning period toward 2036 - would not be appropriately reflected in the Planning Scheme, leading to a situation where the Planning Scheme is not actively and deliberately managing growth and infrastructure provision and growth being piecemeal and application/proponent led.
3. The proactive management of delivering good quality planning and development outcomes will reduce, such that poorer outcomes will detract from achieving the community interest.

The benefits of proceeding with the recommended amendments are multiple and include the following.

1. The scheme amendment process builds upon the strong foundation of the current Planning Scheme, and is part of the process of continuous refinement that has been underway since its commencement in 2015.
2. A scheme amendment reflects that the current strategic policy position remains generally appropriate, and ensures that there is a continuation of that strategic policy position into the future with minimal fundamental changes.
3. The preparation of revised supporting studies over time will provide a contemporary information base that can reflect the changing circumstances of the region and respond to new and emerging development trends and circumstances.
4. Technological improvements in the planning space have advanced, and there is now a strong ecosystem of e-planning products that can be utilised. E-planning systems provide a new and enhanced method of scheme preparation and review, as well as providing access to scheme users in a simple and efficient manner.

Recommendations for Future Study Reviews

Having regard to the discussion in this report, the following summarises possible study reviews that Council may contemplate to progressively attend to the utility of the planning scheme. Not all of these are essential or urgent, as the current planning scheme is 'fit for purpose', but they have each been identified as a 'menu' for ongoing consideration and to inform progressive amendments to the Planning Scheme over time.

- Residential Study Review – including assessment of demand, land availability, take-up, growth fronts, housing preference, and infrastructure servicing and sequencing.
- Economic Development and Employment Study Review – inclusive of or with a separate updated Industrial Land Use Study, to address contemporary projections and demands.
- Rural Lands Study Review – including review of fragmentation, land suitability, and emerging opportunities (including value-add opportunities).
- Character Areas, Heritage and Design Guide Study, in order to identify additional / expanded character and heritage sites or precincts, and provide provisions to support the sites or precincts (including in respect of contemporary elements that ought to sit compatibly with that character).
- Urban Design Analysis and Guidelines – including preparation of design principles and guidelines for the Region and for various localities, capturing items stated above.
- Coastal Hazard Adaptation Strategy, for the relevant parts of the Region.
- Potential Local Area Planning for the following localities:

- Parkhurst – The northern growth front may benefit from further integration and a local plan would assist in providing more detailed planning parameters that would strengthen Council oversight and provide additional certainty for applicants.
- Rockhampton CBD – The revitalization of the CBD has been a long term policy priority for Council. A local plan would provide a planning framework that could integrate the detailed urban design work that has recently been prepared, as well allocating specific land use preferences and requirements in the City frame which is currently frustrating redevelopment efforts. However, the zone code does currently work effectively.
- Gracemere – A local plan could assist in phasing of development outcomes in the industrial parts of Gracemere in order to prioritise and incentivise development, and also be used to manage the transition of historic residential land within the industrial area.
- Mount Morgan – Given the limited activity in Mount Morgan over an extended period of time, a local plan for the town could be used to try to reinvigorate development and investment interest (including in conjunction with targeted capital works / investments).
- Renewable Energy Activities Study – A review could establish a policy position on renewable energy activities (e.g. solar farms and wind farms), and identify particular locations and design preferences for broader inclusion into the Planning Scheme.
- Nuisance Urban Activities Study – There a range of urban uses and activities that can be difficult to locate, create real or perceived nuisance for residents, and have the potential to disrupt the balance of zones. These include service stations, fast food outlets, telecommunication towers, and other activities, which usually locate opportunistically (given broad scheme provisions, and the routine use of ‘need’ as an other relevant matter). These uses are also frequently the subject of appeals (in other jurisdictions, less frequently in Rockhampton to date). A study that focuses on more precision to the planning for these uses could be a positive forward-looking action.
- Airport Precinct Masterplan – It is noted that the airport itself has undergone a recent master planning process, however there is an opportunity to prepare a master plan for the land adjacent and close to the airport, in order to suitably leverage and capitalise on the airport growth. This master plan would also interrogate the constraints of the locality, as relevant to future growth.
- Mount Morgan Urban Renewal Review (and Local Area Plan) – Mount Morgan is a unique place, with an interesting history and uncertain future (given current population projections and social trends). A study to reflect upon and leverage the opportunities of Mount Morgan would be worthwhile, identifying planning guidance and incentives to encourage future activity and investment. This could include promotion of heritage and character, capturing township elements and focal points for investment, and capturing value from water pipeline investment.
- IT / Online Systems Review, should the current service provider cease its services.

1. Introduction

The Rockhampton Region Planning Scheme 2015 (**the Planning Scheme**) sets out the preferred land use strategy for the region. It seeks to achieve ecological sustainability and better outcomes for people, places, the environment, and the economy.

In October 2023, Mewing Planning Consultants and Morgan Wilson Planning Consultant were commissioned by Rockhampton Regional Council (**Council**) to undertake a *Statutory Ten Year Review* (**Review**) of the Planning Scheme.

The Review is to be undertaken pursuant to the *Planning Act 2016* (**Planning Act**) and having regard to the *Planning scheme monitoring and undertaking a ten-year review guidance* document prepared by the State government. The Review is intended to evaluate the technical performance of the planning scheme, determine whether the current planning scheme is delivering development and infrastructure outcomes that are consistent with current statutory expectations, and ultimately whether the planning scheme remains 'fit for purpose'.

The Review has been divided into five stages (refer **Figure A** below). Stage 1 provides a review of the legislative and development context. Stage 2 provides an audit of the planning scheme operation and workability, including through engagement with Council and industry stakeholders. Stage 3 identifies land demand estimates and comparative analysis for housing and employment. Stage 4 provides a review of the planning scheme's alignment with State and regional policy. Stage 5 compiles the preceding analysis into a consolidated report, including recommendations as to whether changes to the planning scheme are considered necessary, and the nature of supporting studies and work required to respond to issues regarding the current planning scheme.

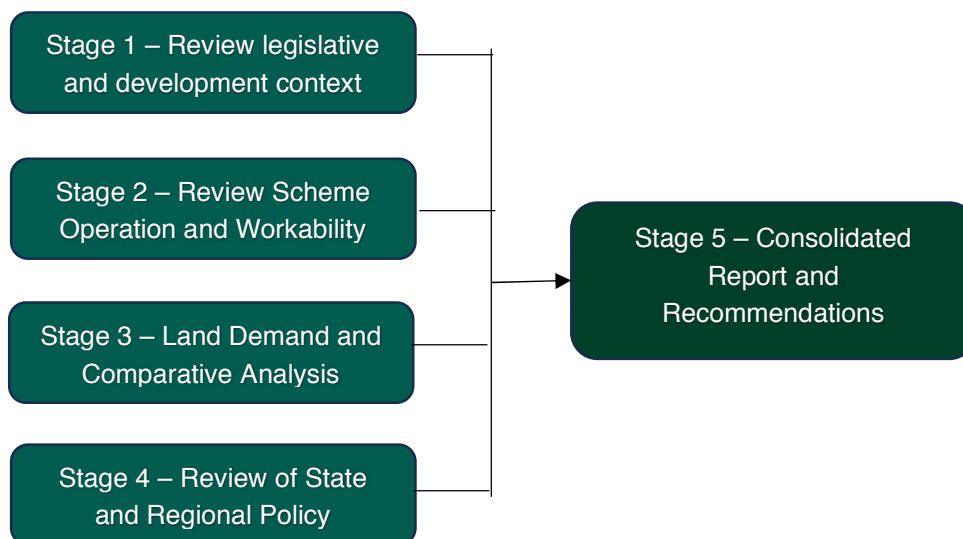


Figure A – Review Structure

1.1 Scope and Objectives

The statutory review of a planning scheme is a requirement under section 25 the Planning Act. While this provides a legal imperative for the Review, periodic assessment of the planning scheme is in reality always being undertaken as Council deals with the issues that emerge to challenge the operation and relevance of the planning framework.

Although comprehensive, the Review is not intended to be the sole influencing document that informs the detailed content of any amended planning scheme or new planning scheme. Rather, the review is a broad analysis of the performance and operation of the planning scheme in the current

legislative and development context. In particular, the review is undertaken of the currency of the planning scheme within the context of:

- The local government area setting, such as its levels of growth and demand and changing demographic profile;
- The delivery of infrastructure and development and its alignment with observed and planned growth;
- The current legislative context that underpins the overall governance of the planning framework;
- The latest state policy context including:
 - The approach and workability of the planning scheme in terms of delivery of the current State Planning Policy July 2017 (SPP) guiding principles;
 - Integration of the SPP state interest policies and latest State mapping elements;
 - The advancement of the applicable regional plan, being the *Central Queensland Regional Plan*;
- The strategic direction envisaged by the community and captured through the strategic elements of the planning scheme;
- The nature of amendments that have been made to the planning scheme during its operation and their continuing relevance;
- Experience of the Council and industry in the ongoing implementation and use of the planning scheme, as observed through development applications and appeals; and
- The scope of investigations undertaken to understand and inform the changes in the local government area and its context, over those ten years.

The Review is not intended to provide the detailed policy content or draft new provisions for any future amendments of the planning scheme. Simply put, the review is intended as an exercise in analysing the operation and performance of the scheme and identifying:

- What elements remain relevant and appropriate to regulate development; and
- Those elements that need updating to address changed or emerging circumstances.

1.2 Report Structure

The structure of this report is deliberately resolved in order to reflect the methodical approach taken to the Review, as follows.

- Section 1 – Introduction
- Section 2 – Methodology, providing an explanation of the Review approach, scope and intent
- Section 3 – Literature, Policy and Context Review, providing a baseline of the existing planning scheme and the available policy and background information context
- Section 4 – Demographic and Economic Forecasting Review, providing comparison of planning scheme assumptions on population and employment growth versus recently observed
- Section 5 – Council and Industry Consultation Outcomes, providing the outcomes of targeted engagement with key stakeholders and implications for the planning scheme

- Section 6 – Planning Act and Requirements for Planning Scheme, identifying the legislative requirements for a planning scheme
- Section 7 – Planning Scheme Audit and Analysis, providing review of alignment with legislative requirements, and operational efficiency of the planning scheme
- Section 8 – State Planning Alignment, providing assessment of alignment with current SPP, Planning Regulation and Regional Plans
- Section 9 – Key Issues, Challenges and Opportunities, providing a consolidated list of key issues that have been identified as requiring address in any new or amended planning scheme
- Section 10 – Recommendations, providing the recommendations of this report as to whether a new or amended planning scheme is required

2. Methodology

The following provides an explanation of the methodology adopted for the Review project.

Stage 1 - Review Legislative and Development Context

This stage provides a baseline for the project in terms of compliance with the overarching legislation, and in providing an understanding of the actual growth activity in comparison to the planning framework. A literature review of previous and current Council strategies, review of population projections, and analysis of strategic plans and projects assists in understanding future growth potential and provide assessment of capacity under the existing framework.

Stage 2 - Review Scheme Operation and Workability

This stage reviews the mechanics of the planning scheme – its format, its drafting, and its translation of strategic policy into development outcomes on the ground. Critical to this stage is engagement with Council development assessment staff and development industry stakeholders. Identification of key issues as nominated by ‘power users’ of the current planning scheme will allow the review to focus on those matters that have the greatest impact on the efficient operation of the scheme.

Stage 3 - Land Demand Estimates and Comparative Analysis

This stage reviews, based on current available population and employment projections, whether the current planning scheme accommodates sufficient zoned residential and employment land. This is intended to highlight, at a high level, whether any major planning scheme changes are required in the allocation / zoning of land for particular land uses and/or the assessment provisions that guide particular development outcomes on the ground.

Stage 4 - Review of Regional and State Planning Policy

One of the key elements in preparing a local planning scheme is that it appropriately reflects the State Planning Policies (**SPP**). The SPP, like the local planning scheme, is a living document and is changed from time to time to respond to new or changing circumstances, knowledge or policy focus. As a local planning scheme is prepared at a point in time, the integration of relevant SPPs may be time damaged as the focus of SPPs is refined and refocused. This stage undertakes a review of the Planning Scheme’s alignment to the SPP.

The regional plan for the Rockhampton LGA is the Central Queensland Regional Plan 2013. Whilst this was in effect when the planning scheme was drafted, an alignment review of this is also completed in this stage, for completeness.

Stage 5 – Consolidated Review Report

This stage is the culmination of the actions of proceeding stage. This includes a consolidation of earlier stage Review findings, to identify the key strategic planning matters for consideration and alignment of the planning outcomes on the ground. Ultimately, the key element of this stage is the final analysis of whether there are aspects of the current planning scheme that warrant either amendment or preparation of a new scheme through:

- being significantly divergent from the current strategic direction of Council or the interests of the SPP; or
- requiring significant changes to the operational and functional aspects of the planning scheme.

3. Literature, Policy and Context Review

3.1 Introduction

The Literature and Policy Review provides an initial overview of the current planning context that applies to the Rockhampton Region. The current planning context is informed by the planning scheme baseline position (including awareness of current status and prior amendments), existing and emerging Council strategy documents and reports, State and regional plans and policies, any major projects or infrastructure elements, and relevant Case law outcomes. The review and analysis of each of these elements assists to understand alignment between the Council and community's overarching ambitions for the Rockhampton Region, consideration of contemporary legislative environment, and whether these are suitably aligned within the current Planning Scheme.

3.2 Baseline Review of Planning Framework

3.2.1 Rockhampton Region Planning Scheme 2015

The *Rockhampton Region Planning Scheme 2015 (the Planning Scheme)* commenced on 24 August 2015. The Planning Scheme was made pursuant to the *Sustainable Planning Act 2009*, and was prepared under the *Queensland Planning Provisions (QPP)*. The QPP provided for a standardised format and approach to the preparation of planning schemes across Queensland, as well as providing for mandatory content including operational rules, incorporation of a strategic framework, as well as standardised zones and land use definitions.

The preparation of the Planning Scheme was initially commenced after the 2008 amalgamation of the four (4) previous local government areas of Rockhampton City, Shire of Fitzroy, Shire of Livingstone, and the Shire of Mount Morgan, into the Rockhampton Regional Council. Preparation of the 2015 Planning Scheme was initially undertaken to consolidate the four previous planning schemes into a single planning scheme for the new Rockhampton Regional Council. However, in January 2014 the Livingstone Shire Council was restored as a separate local government, and the Planning Scheme did not ultimately have regard to the content and operation of the Livingstone Shire Planning Scheme.

There have been multiple amendments to the Planning Scheme, with the current version of the Planning Scheme being Version 4.4, which was adopted on 25 October 2023. The scheme amendments have been a mixture of minor, administrative, and major amendments. Key amendments include the following:

- Alignment amendment 2017 (Version 1.1) – on the commencement of the new *Planning Act 2016*, the Planning Scheme was amended to align with the new terminology of the Planning Act, and review and update of assessment benchmarks to ensure the scheme operated appropriately under the new decision rules;
- Major amendment 2019 (Version 2.0) – the Planning Scheme was updated to include new mapping, planning scheme policies and overlay code provisions relating to flooding, as well as other zoning and land use matters relating to higher density uses;
- Major amendment 2023 – (Version 3.0) – incorporation of updated residential designations based on anticipated population growth, as well as including additional flood management areas in relation to the roll out of temporary flood barriers; and
- Major amendment 2023 (Version 4.1-4.4) – incorporating further changes to the flood hazard overlay mapping for both riverine and local catchments.

The Planning Scheme is identified as having appropriately incorporated the State Planning Policy for the following State interests (further analysis is contained in **Chapter 7** of this Review report):

- Housing supply and diversity
- Liveable communities
- Agriculture
- Development and construction
- Mining and extractive resources
- Tourism
- Biodiversity
- Coastal environment
- Cultural heritage
- Water quality
- Emissions and hazardous activities
- Natural hazards, risk and resilience
- Energy and water supply
- Infrastructure integration
- Transport infrastructure
- Strategic airports and aviation facilities
- Strategic ports

The Planning Scheme operates as a typical QPP scheme of that era, with a strategic framework (Part 3 of the Planning Scheme) providing the overall direction and policy intent for planning and development in the region. The strategic framework is based on six (6) themes, and provides strategic outcomes and land use strategies relating to:

- Settlement pattern;
- Natural environment and hazards;
- Community identity and diversity;
- Access and mobility;
- Infrastructure and services; and
- Natural resources and economic development;

Part 4 of the Planning Scheme is the Local Government Infrastructure Plan (LGIP). The LGIP has been updated via an interim amendment in 2020, and provides the basis for trunk infrastructure planning and sequencing for the region.

Part 5 of the Planning Scheme provides for the Tables of Assessment. Under the QPP format, this section also includes mandatory content relating to determining the category and levels of assessment, as well as instructions on *inter alia* how assessment benchmarks are applied to Accepted development, Code assessable development and Impact assessable development.

The QPP and later the regulated requirements under the *Planning Regulation 2017* provided for a standardised suite of zones to be used for a planning scheme. Part 6 of the Planning Scheme uses these standardised zones and purpose statements, and incorporates the following twenty-four (24) zones:

Residential zones category

- Low density residential zone code;
- Low - medium density residential zone code;
- High density residential zone code;

Centre zones category

- Principal centre zone code;
- Major centre zone code;
- District centre zone code;
- Local centre zone code;
- Neighbourhood centre zone code;
- Specialised centre zone code;

Recreation zones category

- Sport and recreation zone code;
- Open space zone code;

Environmental zones category

- Environmental management and conservation zone code;

Industry zones category

- Low impact industry zone code;
- Medium impact industry zone code;
- High impact industry zone code;
- Special industry zone code;
- Waterfront and marine industry zone code;

Other zones category

- Community facilities zone code;
- Emerging community zone code;
- Limited development (constrained land) zone code;
- Rural zone code;
- Rural residential zone code;
- Special purpose zone code; and
- Township zone code.

The zone codes include a standardised purpose statement which is consistent with the regulated requirements, overall outcomes for the zone code, and a table of Performance Outcomes (POs) and Acceptable Outcomes (AOs). The zone code tables are split, and provide for multiple separate tables that relate to a specific regulatory aspect (e.g. built form or provisions for a specific land use).

Notably, the Planning Scheme includes a number of precincts and sub-precincts within the respective zones, which relate to more specific areas within the overarching zone where different (or additional) provisions apply. The additional twenty-four (24) precincts and eight (8) sub-precincts relate to the following:

Residential zones category

Low density residential zone code

- Fitzroy River accommodation precinct
- Residential stables precinct

Centre zones category

Principal centre zone code

- Business services precinct
- Core precinct
- Denison Street precinct
- Quay Street precinct

Specialised centre zone code

- Gladstone Road and George Street precinct
 - Outdoor sales and services sub-precinct
 - Residential and food services sub-precinct
- Musgrave Street precinct
 - Mixed use sub-precinct
 - Outdoor sales and services sub-precinct
- Yaamba Road precinct

Recreation zones category

Sport and recreation zone code

- Rockhampton major sports precinct

Open space zone code

- Kershaw Gardens precinct

Industry zones category

Low impact industry zone code

- South Rockhampton Precinct

Medium impact industry zone code

- Gracemere Saleyards precinct

High impact industry zone

- Lakes Creek precinct
- Parkhurst precinct

Waterfront and marine industry zone code

- Fitzroy River industry precinct

Other zones category

Community facilities zone code

- Rockhampton health services precinct

Limited development (constrained land) zone code

- Mount Morgan mine precinct

Rural zone code

- Alton Downs precinct
- Cropping and intensive horticulture precinct

Rural residential zone code

- Baree and Walterhall precinct

Special purpose zone code

- Depot Hill rail precinct
- Rockhampton Airport precinct
 - Airport sub-precinct
 - Airport terminal sub-precinct
 - Business services sub-precinct
 - Airport expansion sub-precinct

Township zone code

- Kabra and Stanwell precinct

The Planning Scheme does not include any local plans.

The Planning Scheme uses a series of overlays (maps and codes) to regulate specific constraints and matters of local or state interest. Overlays for the Planning Scheme in Part 8 include:

- Acid sulfate soils overlay;
- Airport environs overlay;
- Biodiversity overlay;
- Bushfire hazard overlay;
- Character overlay;
- Coastal protection overlay;
- Extractive resources overlay;
- Flood hazard overlay
- Heritage places overlay;
- Special management area overlay;
- Steep land overlay; and
- Water resource catchments overlay.

It is noted that the Planning Scheme also includes a number of mapped overlays that are for information only and have no regulatory effect including:

- Agricultural land classification overlay;

- Bicycle network plan overlay;
- Coastal management district overlay;
- Defined storm tide event overlay;
- Mining leases overlay;
- Regional infrastructure corridors overlay;
- Road hierarchy overlay;
- Sewer planning area overlay;
- Transport noise corridors overlay; and
- Water supply planning area overlay.

There are two (2) types of development codes in the Planning Scheme; use codes which relate to a specific land use, and development codes which apply to common development activities. The development codes form Part 9 of The Planning Scheme, and each code includes a purpose statement, overall outcomes, and a table of Performance outcomes and Acceptable outcomes. The development codes are:

Use Codes

- Extractive industry code; and
- Telecommunications facilities and utilities code;

Development Codes

- Access, parking and transport code;
- Advertising devices code;
- Filling and excavation code;
- Landscape code;
- Reconfiguring a lot code;
- Stormwater management code;
- Waste management code;
- Water and sewer code; and
- Works code.

Part 10 of the Planning Scheme identifies where other planning frameworks are in operation that override the Planning Scheme and provide for an alternative planning and approval process. The Rockhampton Regional Council includes three (3) areas where alternative planning frameworks are in place for the following locations.

- Stanwell – Gladstone infrastructure corridor state development area (SDA). The SDA is created under the *State Development and Public Works Organisation Act 1971*, with the Coordinator General implementing and applying a land use plan and assessing and deciding all development within the declared area.
- Central Queensland University Rockhampton Priority Development Area (PDA). A PDA is declared under the *Economic Development Act 2012*, and development within the PDA is managed in accordance with a PDA development scheme administered by Economic Development Queensland.

- Port Alma Land Use Plan – a part of Port Alma is situated within the boundaries of the Rockhampton LGA. Gladstone Ports Corporation has prepared a land use plan for the overall port, and managed land use assessment and decisions on land within the boundaries of the port area.

The Planning Scheme is supported by twenty-one (21) Planning Scheme Policies (PSPs) in Schedule 6, which provide additional detail and guidance regarding standards, outcomes, and processes required to achieve compliance with the assessment benchmarks of the Planning Scheme. The PSPs for the Planning Scheme are:

- Advertising devices planning scheme policy;
- Air, noise and hazard assessments planning scheme policy;
- Bicycle network planning scheme policy;
- Bushfire management planning scheme policy;
- Car parking contributions planning scheme policy;
- Coastal protection management planning scheme policy;
- Ecological assessment planning scheme policy;
- Economic impact assessment planning scheme policy;
- Flood hazard planning scheme policy;
- Geotechnical report planning scheme policy;
- Landscape design and street trees planning scheme policy;
- Local heritage planning scheme policy;
- Local parks planning scheme policy;
- Road infrastructure and hierarchy planning scheme policy;
- Scenic amenity planning scheme policy;
- Sewerage infrastructure planning scheme policy;
- Stormwater management planning scheme policy;
- Structure plan planning scheme policy;
- Waste management planning scheme policy; and
- Water supply infrastructure planning scheme policy.

3.2.2 Current Planning Scheme Amendments Under Preparation

At the time of preparation of this report, there are three (3) major amendments to the Planning Scheme being prepared. The major amendments relate to:

- Flood Hazard Overlay – the amendment relates to refinement of the Flood Hazard Overlay code and Table of Assessment as it relates to the creation of additional lots;
- Specialised centre zone code – the amendment relates to specifying particular lots within the zone code to reflect new circumstances; and

- Residential densities – the amendment relates to proposed changes to minimum lot sizes and levels of assessment to allow for higher density residential development in certain locations.

The proposed amendments have been issued to the State government for review, and have not yet been publicly notified as required as part of the major amendment process.

3.2.3 Comments and Implications

The Rockhampton Region Planning Scheme 2015 was the first planning scheme prepared for the amalgamated regional Council. In the context of the Rockhampton Region, the amalgamated former LGAs were radically different in terms of population, rural or urban focus, and levels of development activity. This has led to the Planning Scheme needing to operate across a very wide range of circumstances and contexts, while maintaining a consistency of approach and implementation that delivers an effective and efficient planning and development system.

The Planning Scheme was prepared under the QPP, and in this regard is consistent in terms of format and approach with many planning schemes of this period. The Planning Scheme has been periodically amended to respond to major changes in the under-pinning planning legislation (notably the alignment amendments required under the *Planning Act 2016*), and as such the scheme operates generally consistently with the latest statutory requirements. While the Planning Scheme operates appropriately, the new legislative framework provides opportunity to review alternative approaches in terms of code construction and other operational matters.

In terms of code construction, the Planning Scheme currently relies primarily on zone codes to provide detailed development provisions, with only very limited recourse to specific land use codes (currently only two use codes). Further, no local plans are used. While this approach is valid and remains consistent with the legislative framework, it does result in long zone codes with a mix of both general and precinct-specific provisions. The zones apply across a very wide range of development contexts (as an example the low density residential zone applies in Mount Morgan as well as the suburbs of Rockhampton), and in this regard requires the zone code to include a range of sometimes overlapping and competing provisions depending on the location of the development.

It is this diverse range of development contexts that has probably led to the liberal use of zone precincts and sub-precincts within the Planning Scheme. The use of precincts and sub-precincts is a reasonably standard approach to allow for a differentiation of planning provisions to reflect a specific geographical or locational circumstance. The strong reliance on zone codes enables a level of user ease and functionality. Further, the Tables of Assessment also reflect the differences in land use intent for each zone precinct or sub-precinct, which is relevant to questions of functionality.

The use of overlays in the Planning Scheme is somewhat unusual. In particular, the inclusion of multiple overlays that are for information purposes only is not common across other similar planning schemes¹. Further, the inclusion of information elements within a regulatory overlay (such as in the current Flood Hazard Overlay) is potentially confusing. In most instances, the preferred approach is to create a planning scheme that is simple and does not contain extraneous information or information that does not assist in the regulatory function of the scheme.

While the Planning Scheme was prepared prior to 2015, a new single SPP commenced in 2017. Section 2.1 of the Planning Scheme notes that the scheme appropriately integrates the SPP, it does not include any reference to a date or which version of the SPP this refers to. It is noted that all seventeen state interests as identified in the 2017 SPP are referenced, however it is unclear if this means the current Planning Scheme has been amended over time to reflect the 2017 SPP. To some degree this is a technical matter only, given that the requirements of the SPP prevail over a planning scheme to the extent of any inconsistency. However, for clarity the integration of the SPP should be

¹ It is noted that other schemes do include maps that show useful information for broader context, in most instances this is limited to only a few matters.

noted with reference to the appropriate version to assist in understanding the operation and statutory relationship between the scheme and the SPP for development assessment purposes.

3.3 State and Regional Plans and Policies

The Planning Scheme operates within a broader statutory environment. This section provides a summary of the planning framework and planning scheme preparation process that must be given regard during the review process. A more detailed review and analysis of the implications of the various instruments is provided in **Section 8**.

3.3.1 Planning Act 2016

The *Planning Act 2016* provides the overarching legislation for planning and development in Queensland. The Planning Act aims to establish an efficient and accountable system of land-use planning and development assessment to lead to ecological sustainability which balances:

- the protection of ecological processes and natural systems at local, regional, state and national levels;
- economic development; and
- the cultural, economic, physical and social wellbeing of Queenslanders.

The purpose of the Act is:

...to establish an efficient, effective, transparent, integrated, coordinated, and accountable system of land use planning (planning), development assessment and related matters that facilitates the achievement of ecological sustainability.

3.3.2 Planning Regulation 2017

The *Planning Regulation 2017* is subordinate legislation to the Planning Act. It supports the principal legislation by detailing how the Planning Act operates. The regulation deals with practical matters such as:

- how development is categorised;
- who will assess a development application;
- the state matters for development;
- prescribes the current versions of planning instruments, such as the Development Assessment Rules and Minister's Guidelines and Rules;
- prescribes the current fees and charges for development assessment, tribunal proceedings and prescribed amounts related to local government infrastructure plans; and
- Minister's Guidelines and Rules.

The Planning Regulation also includes the regulated requirements which include standard zones, zone purposes and land use definitions that must be incorporated into a local planning instrument.

The Planning Scheme identifies at Section 2.4 that it complies with the regulated requirements.

3.3.3 Minister's Guidelines and Rules

The Planning Act requires that the Minister prepare guidelines to support the making of planning schemes (as well as a variety of other matters including the making and amending of LGIPs and PSPs).

The MGR sets out the detailed process to be followed for a range of plan making initiatives such as:

- what can be considered in setting a tailored plan-making process;
- how local planning instruments are made or amended;
- how infrastructure designations are processed;
- how certain compensation exemptions can apply where relating to natural hazards;
- the process for environmental assessment and consultation for infrastructure designations;
- the process for working out the cost of infrastructure for offset or refund relating to infrastructure for a development approval; and
- criteria for deciding a conversion application relating to infrastructure for a development approval.

3.3.4 Central Queensland Regional Plan 2013

Statutory Regional Plans are long-term strategic documents that guide land use planning for state and local governments. They also indicate and set direction through contemporary policy frameworks and spatial representation how our regions will grow and respond to change over time.

The purpose of a regional plans is to:

- set state policy frameworks to deliver defined outcomes in the region;
- guide local government land use decisions (reflected in local planning schemes);
- guide investment for governments and industry;
- prioritise key infrastructure;
- help manage conflicts and priorities between land uses; and
- maintain and protect our natural environment.

The current regional plan is the Central Queensland Regional Plan 2013. The regional plan was prepared under the now superseded *Sustainable Planning Act 2009*, and introduced a range of land use designations such as Priority Agricultural Areas, Priority Living Areas, and co-existence criteria. Much of this framework was reflected in the Planning Scheme through the application of appropriate zoning, with the intent of protecting rural land for rural production and protecting urban areas from encroachment by resource activities. Due to the geographical context of the Rockhampton Regional Council the regional plan has only limited influence in relation to resource encroachment. Notwithstanding, the regional plan was reflected in the preparation of the current planning scheme (which remains the case at the time of this Review).

3.3.5 State Planning Policy 2017

The SPP outlines 17 state interests arranged under five broad themes:

- liveable communities and housing;
- economic growth;
- environment and heritage;
- safety and resilience to hazards; and
- infrastructure.

The SPP also contains guiding principles to ensure the plan-making and development assessments systems are outcome focused, integrated, efficient, positive and accountable.

Local government uses the SPP when making or amending their local planning instruments, such as a local planning scheme. Local government will also assess aspects of development applications using the SPP if their local planning scheme has not integrated certain state interests.

The Planning Scheme commenced in 2015, however Section 2.1 of the Planning Scheme identifies the seventeen state interests from the current single SPP 2017 have been appropriately integrated.

3.4 Local Strategies, Plans and Policies

This aspect of the literature review has contemplated the local strategies, plans and policies prepared by Rockhampton Regional Council, under the two headline themes;

1. Existing strategies, plans and policies – comprising those documents that were in existence at the time of drafting and adoption of the current planning scheme.
2. Emerging strategies, plans and policies – comprising those documents that have come into existence since the adoption of the current planning scheme.

The review has set out for each strategy, plan and policy the background and purpose of the document, its relevance to the Planning Scheme, and how the document has been incorporated into the planning scheme or if there remain gaps yet to be incorporated into the planning scheme.

The detailed review of the relevant strategies, plans and policies is contained within the tables in **Appendix A**, and a summary of the gaps (and some other observations) arising from that review is provided below.

- The current planning scheme has been progressively updated since adoption to ensure it remains consistent with contemporary information. This includes updates to reflect residential growth projects, changes to the flood hazard overlay to reflect new technical data and broader refinements to the land use policies.
- A suite of planning and technical studies were undertaken in 2010 and 2011 to inform the preparation of the current Planning Scheme. Whilst these studies ultimately informed the current Planning Scheme, and thus their recommendations have been largely adopted, we have provided comment below on whether the studies retain currency in the contemporary context.
 - At the time of preparation of the planning and technical studies the Rockhampton Region was formed by the amalgamated former Rockhampton City, former Mount Morgan Shire and former Livingstone Shire and this local government area was reflected in the studies. Since this time, Livingstone Shire has de-amalgamated, meaning the planning and technical studies do not relate to the Rockhampton Region as it is formed today. This is relevant to the physical extent of land considered in each study along with any generated growth projections for the region.
 - Population distribution and residential development study, economic development study and industrial land use study – Each of these studies is dated and rely on projections that are based on aged data. Whilst the projections produced run to 2031, any reliance on this work completed as part of these reports would require updating to reflect current data, existing and future trends and an appropriate planning horizon. Review of the projections produced against actual growth and development activity may provide an opportunity to benchmark assumptions and approaches to inform future projections, increasing the relevance of any future work to actual activity within the region. However, it is noted that in respect of the Population distribution and residential development study, whilst it is outdated, the planning scheme has been subject of a major amendment (version 3) to reflect updated population figures in the strategic framework and the LGIP has also been updated, which provides some improved currency.

- Rockhampton urban design study: CBD, Musgrave Street, new planning scheme – This study considers urban design matters relevant to select areas of the CBD and inner city of Rockhampton. Whilst this area is well established and subject to only progressive change, the study will not reflect new urban interventions within the studied areas, nor contemporary approaches to urban design. Further, Council has undertaken a comprehensive urban design exercise for the Rockhampton CBD in 2017 (discussed below), which largely replaces the findings of this study.
- Rockhampton centres study – This study is dated and relies on aged data to produce relevant projections relating to the centres network and hierarchy. It is noted also that a Commercial Centres Study was completed for Council in 2021 (discussed below), which effectively replaces this 2010 study.
- Rural lands study – This study is now dated, however given that the majority of the rural areas within the region will have remained unchanged in the period since its completion, the overarching findings of this study may remain relevant moving forward. Targeted review and updating will likely be required to reflect any land use changes within the rural area, any new key drivers and the contemporary legislative and policy framework relevant to development in rural areas, most notably the protection of agricultural land.
- Heritage, character and urban design study – The recommendations of this study were largely adopted as part of the preparation of the current Planning Scheme. It is noted that Council has since undertaken updates to the Neighbourhood Character Overlay (now the Character Overlay) to which this study partly relates. Noting the subject matter (heritage and character), the majority of the findings of this study, particularly the identification of places of significance, will remain relevant moving forward. A contemporary review may, however, be required to identify any additional places of significance and also confirm the ongoing suitability of current policy positions.
- Natural environment study – This study is dated and relies on a regulatory framework which has significantly changed since preparation of the report. It is also noted that a more recent Natural Environment Study was completed for Council in 2019 (discussed below), which effectively replaces this 2010 study.
- Natural hazards and climate change study – This study was completed in 2010 and reflects the regulatory framework and technical approaches relating to natural hazards relevant at the time. Both regulatory and technical elements of natural hazards have been subject to much change and improvement since the completion of this study and, not the nature of the subject matter (natural hazards), it is considered that limited value could be taken from this study moving forward. However, it is noted that the Council has continued to refine the flood hazard mapping through major amendments to the Planning Scheme (versions 4.1 to 4.4) which has maintained some currency to flood hazard mapping beyond the outcomes of the Natural hazards and climate change study.
- The Corporate Plan 2022-2027 sets an overarching vision for the Rockhampton Region, to be “One Great Region. Live. Visit. Invest.”. This is to be achieved through a hierarchy of goals, efforts, specific mechanisms and key indicators organised under four themes (community, economic, environment and infrastructure), for which any future Planning Scheme should seek a high degree of policy alignment.
- Rockhampton CBD redevelopment framework – This framework provides the output of an extensive urban design exercise undertaken by Council for the CBD in 2017. This framework was prepared after the current Planning Scheme commenced and, in part, provides recommendations that could be used to inform targeted changes to the regulatory framework for the CBD. These include encouraging specific land uses in certain precincts, focussing on river activity, maximising laneway use, increasing rooftop activation, providing greater built form

guidance and encouraging better use of heritage places. The framework is designed to act as a vision for the CBD and any future policy framework formulated for this area within the Planning Scheme would need to consider its consistency with the overarching vision, directions and projects identified as part of the CBD redevelopment framework.

- Rockhampton CBD streetscape design manual – This design manual was prepared as part of the redevelopment framework project discussed above and provides dedicated urban design detail to implement the directions identified within the framework. The format and content of the design manual could be easily translated into a Planning Scheme Policy or similar and implemented in development assessment through Planning Scheme code provisions.
- Rockhampton Region commercial centres study – This study provides a contemporary (2021) review of the centres hierarchy and network for the region. Most importantly it was undertaken for the current region extent (post amalgamation) and also considers post COVID-19 factors, that are important considerations for centres. Whilst the overarching network of centres remains unchanged between this study and the previous study (discussed above), that was ultimately reflected in the current Planning Scheme, a number of targeted recommendations are made to improve the regulatory framework applying to centres that have been formulated as direct changes to the current Planning Scheme. Subject to review of the appropriateness of each change, these could be easily implemented to refresh the current planning policy and reflect this study.
- Natural environment study – This study provides a reasonably contemporary (2019) review of the natural environment within the region. Noting the dynamic nature of natural environment policy, particularly the mapping of areas of significance, a targeted review of the study may be required to update it to reflect current data. The overarching findings of the study, however, remain relevant to the Planning Scheme moving forward. The study identifies 15 specific geographic areas where it was determined that the current Planning Scheme provided insufficient protection of the relevant environmental values. Further, more detailed comments were provided on various elements of the Planning Scheme, particularly zoning and the Biodiversity Overlay to improve the relevant policy frameworks and align with current considerations. The recommendations of this report could be easily translated into changes to the Planning Scheme.

3.5 Major Projects / Infrastructure

A range of major projects and infrastructure activities are currently subject to planning or have recently commenced within the Rockhampton Region. Such projects have potential for implications on the planning for the region in broad terms, and for how aspects of the Planning Scheme may operate. Observations arising from a review of the available information for each of the major projects / infrastructure is provided below.

1. Rookwood Weir

The Rockwood weir project is being led by Sunwater and has recently been completed. The project involves the construction of a new weir across the Fitzroy River downstream of the township of Duaringa to the west of Rockhampton. The weir will provide increased access to fresh water from the river, having a yield of 86,000 megalitres at full supply level.

The project also involves improvements to nearby infrastructure including river crossings at Riverslea, Hanrahan Crossing and Folyvale Crossing, Thirsty Creek Road north of Gogango and the intersection of Third Street and the Capricorn Highway and Third Street in Gogango.

Whilst ultimate access to the water supplied by the weir project is subject to specific regulatory arrangements (such as water licences) under the Water Act, the weir is intended to support

improved access to water for the surrounding area. The weir is surrounded by a broad area of rural land that is subject to some, but very limited, irrigation dependent activities (such as cropping). The weir project has the potential to increase the feasibility of more water dependent rural uses from locating in this area, subject to water access being secured. Beyond water access, the improvement of various roads and river crossings as part of the project may improve road access to select rural areas providing additional land use opportunities.

2. Fitzroy to Gladstone Pipeline

The Gladstone Area Water Board (GAWB) is constructing a 117 kilometre water pipeline between the Lower Fitzroy River in Rockhampton and the existing water supply network at Yarwun, near Gladstone, to supplement supply to Gladstone from Awoonga Dam. The pipeline is expected to be complete and operational by 2026. As part of the project, there is a water treatment plant being constructed at Alton Downs.

The pipeline commences at Laurel Bank on the river, running to the west of Rockhampton city before generally following the Bruce Highway alignment south to Gladstone. Whilst the project is focused on improving water security for the Gladstone region and may be of limited benefit to the Rockhampton Region, the pipeline will run through an extensive rural area including the localities of Bajool and Marmor in the Rockhampton Region. The existence of this infrastructure in the region may provide future opportunities for increased water access in the south of the Rockhampton Region to support more water intensive uses (either urban or rural). Any such opportunity would, however, be subject to detailed investigations and extensive engagement with GAWB. Further, the water treatment plant at Alton Downs is within the Rockhampton Region, and should be reflected as relevant infrastructure in future amendments to planning documents.

Once the pipeline is established, the Planning Scheme would need to ensure that the corridor and associated infrastructure is mapped and that sufficient protection is provided from incompatible activities. Specific advice from GAWB may need to be sought regarding the technical requirements for such protections including such things as setbacks and separation distances.

3. Water pipeline to Mount Morgan

Council, in partnership with the State and Federal Governments, is constructing a 28 kilometre potable water pipeline from Gracemere to Mount Morgan. The pipeline is intended to improve water access for Mount Morgan, where water restrictions have been in place since 2021 and have required the trucking of water. The project is expected to be completed by September 2025.

The project will run south from Gracemere through primarily rural areas prior to ascending the range to Mount Morgan. Whilst the primary objective of the project is to improve water security for the township of Mount Morgan, future opportunity may exist to utilise this pipeline to improve water access to land south of Gracemere for either urban or rural development opportunities.

Once the pipeline is established, the Planning Scheme would need to ensure that the corridor and associated infrastructure is mapped and that sufficient protection is provided from incompatible activities.

4. Rockhampton Ring Road

The Federal and State Governments are progressing the staged planning, design and construction of the Rockhampton Ring Road. Once complete the ring road will connect the Capricorn Highway, east of Gracemere to the Bruce Highway north of Rockhampton at Parkhurst. The ring road will allow traffic using the Bruce Highway to bypass Rockhampton city whilst also providing improved access to the Capricorn Highway, particularly from the north. The ring road will ultimately be a four lane separated State controlled road and is wholly new construction. It will comprise a new crossing of the Fitzroy River located at Pink Lily while supporting additional access to Rockhampton at a new interchange on Rockhampton - Ridgeland Road.

The ring road is a long term project with the first package of works focussed on enabling infrastructure such as new interchanges and intersections. Once complete the ring road may impact on the land use pattern in the following ways:

- Removal of region/State level traffic from the city centre may have the potential to reduce the importance of uses that are focussed on opportunistic and transitory travellers such as service stations, restaurants and accommodation (although quality tourism uses within the city centre will still attract a range of travellers). An appropriate strategy will need to be determined to ensure that road dependent uses continue to be able to service their customers whilst avoiding reducing the quality of land use within the CBD.
- Removal of region/State level traffic from the city centre may also provide opportunities for the redevelopment of land previously constrained by major highway traffic, whereby improved amenity and access opportunities may be conducive to alternative uses that are more compatible with a city centre environment.
- The ring road alignment will increase the accessibility of land at Parkhurst, west of the city and near Gracemere. Consideration may be required as to how the Rockhampton Region can maximise the opportunities provided by this project, particularly through uses that benefit from proximity to higher order roads such as employment uses. Any such opportunities would need to be considered in the broader context of the regional land use pattern.
- The ring road will increase the strategic importance of Rockhampton – Ridgeland Road in providing access to the city centre. This provides opportunities, similar to those discussed above, in rural or undeveloped areas, whilst also presenting a constraint in more developed areas such as the suburb of Wandal, where land uses and infrastructure design may be less compatible with higher and heavier traffic volumes.

5. Rockhampton Airport Precinct Upgrade

Following completion of a terminal upgrade in early 2023, the Alliance airline hangar (housing aircraft and providing regional servicing) and further flood mitigation works, it is understood that Council is considering options to prepare a detailed master plan for the future long-term development of the broader airport precinct, particularly the Council owned land adjacent to the airport. This would also contemplate expansion of the Alliance airline facilities.

The Rockhampton Airport is strategically located to the immediate west of the city and is easily accessible from the CBD and the surrounding urban area. The airport primarily supports core aviation activities, with other uses largely providing an ancillary or supportive function to the primary aviation uses.

Significant land area exists surrounding the airport, particularly to the east of the main terminal complex, which is understood to be in Council ownership. A master planning exercise for the airport adjacent land could consider a range of land use opportunities including:

- Increasing the offering of industrial, transport, logistics and associated activities, particularly those focussed on aviation manufacturing, servicing and training, noting the potential to attract a skilled labour pool and/or provide local training opportunities. This may include expansion of the Alliance airline facilities (beyond that existing), which would continue to have a positive influence on this area including business to business relationships and providing catalyst investment.
- Diversifying the existing primary aviation activities to include more commercial activities such as retailing, dining and accommodation. Many airports are now diversifying to maximise the opportunities provided by their location and accessibility and Rockhampton Airport is well suited to exploring such opportunities.

- Supporting improved civic facilities as part of the airport precinct to provide a unique destination for locals and visitors. This may complement the range of existing open space and recreation uses surrounding the airport.
- Addressing potential for significant flooding in the locality, including to explore flood mitigation strategies which benefit the Airport and the locality more broadly.

6. Major Development Approvals

There are a number of major development approvals of strategic relevance within the Rockhampton Region, identified as follows.

- **Parkhurst and surrounds** – Land at Parkhurst, north of the Rockhampton CBD, has long been identified as a location for future urban development, being identified in the Strategic Framework in the current Planning Scheme as a new urban area. The following three projects comprise the major urban development progressed at Parkhurst (and shown in **Figure 1**, together with other development within the surrounding locality).
 - **Edenbrook Estate** (Council reference D-R/76-2005; approved 5 February 2007) was approved by way of a Preliminary Approval for a Material Change of Use overriding the Planning Scheme. Land use within the development is guided by the Edenbrook Conceptual Structure Plan which identifies a 105.79 hectare “traditional residential (>600m²)” precinct, a smaller 2.28 hectare “contemporary residential (>450m²)” precinct, a single community facilities and commercial use precinct in the east of the site and supporting open space, environmental and drainage areas. Based on information provided by Council, development of Edenbrook Estate has been progressing from the west, with the first stages of development completed (with dwellings) proximate to Belmont Road, while later stages are both approved or awaiting dedicated Reconfiguring a Lot approvals. Edenbrook Estate is anticipated to provide a total of 850 lots once complete. The Edenbrook Estate development is generally included in the Low Density Residential Zone under the current Planning Scheme.
 - The first stage of the **Ellida Estate** development (Council reference D/117-2017; approved 12 September 2018) was approved by way of a Development Permit for Reconfiguring Lot which supported 121 residential lots, a mixed use lot, parkland and balance lots. This initial stage is located in the far east of the broader Parkhurst locality. It is understood that Council is in receipt of subsequent development applications for later stages of the Ellida Estate development with these stages being focussed on the western extent of the broader development. These applications are currently under assessment and have not been approved. Ellida Estate is anticipated to have an ultimate development yield of 2,000 lots. The Ellida Estate development is located in the Low-Medium Density Residential Zone (eastern extent) and Low Density Residential Zone (balance) under the current Planning Scheme.
 - **Riverside Waters** (Council reference D/84-2014; 24 October 2019) was approved by way of a Preliminary Approval for a Material Change of Use overriding the Planning Scheme and a Development Permit for Reconfiguring a Lot to create 222 lots. Further development as part of the Riverside Waters development is anticipated to the north of the approved development to provide an ultimate yield of 350 lots. Based on information provided by Council, a smaller number of houses have been constructed on approved lots near Belmont Road. The Riverside Waters development is included in the Rural Zone under the current Planning Scheme which does not reflect the residential land use intent documented in the aforementioned approval.

The Parkhurst area is largely included in the Priority Infrastructure Area, with the exception of the northern part of Riverside Waters that is yet to be approved.

- Gracemere Springs** (Council reference D/159-2013; approved 22 March 2023 (change)) is a residential subdivision located at Washpool Road, Gracemere south of the established urban area. Council gave a Preliminary Approval for a Material Change of Use varying the effect of the Planning Scheme and a Development Permit for Reconfiguring a Lot as part of the approval. Development of the land is regulated by the approved “Gracemere Springs Local Plan” which varies the effect of the planning scheme through alternative categories of development and assessment and assessment benchmarks. The Development Permit component of the approval provides for the first five stages of the development comprising 122 lots. Future development in the south of the site will be subject to a separate Development Permit, although is covered by the Preliminary Approval. Reconfiguring a Lot is subject to Code Assessment under the Preliminary Approval where compliance is achieved with the relevant minimum lot size. The land is included in the Low Density Residential zone under the current planning Scheme, which is generally consistent with the existing approval. The land is within the Priority Infrastructure Area. Refer to **Figure 2** for the extent of development activity within Gracemere.
- Rockhampton Railyards** (Council reference D/66-2019; approved 21 September 2021 (change)) is a combined land holding located in the south of the Rockhampton CBD historically used for railway activities adjoining the Rockhampton Railway Station. Council granted a Preliminary Approval for a Material Change of Use including a Variation Approval which supports the reuse of part of the former railway yards for a range of land uses including primarily retail and industrial activities. The development is supported by the approved Rockhampton Railyards Local Plan Code, that provides alternative categories of development and assessment and assessment benchmarks for the land. A large part of the rail yards land is no longer subject to railway activities and this approval reflects the opportunity to adaptively reuse the land. The land is a significant land holding at the southern end of the Rockhampton CBD and its redevelopment could form a catalyst for similar regeneration in the surrounding area. The land is included in the Special Purpose Zone, and specifically the Depot Hill Rail Precinct, under the current Planning Scheme, which is reflective of its former use for railway activities.
- Gracemere Industry Park** (Council reference D/238-2014; approved 24 November 2014) is an industrial development located at Somerset Road, Gracemere comprising 32 industrial lots intended to be delivered across six stages. Council gave a Preliminary Approval to vary the effect of the Planning Scheme for the development. The purpose of the approval is to remove the Agricultural Land Overlay of the former Fitzroy Shire Planning Scheme from applying to the land. Development Permits for a range of matters including Reconfiguring a Lot and Material Change of Use will be required to facilitate the ultimate development of the land as intended. Review of available information shows that the first stages of the development have been delivered, including the creation of a new road called Enterprise Drive. This approval was granted prior to the commencement of the current Planning Scheme. The land has been subsequently included in various types of industry zones under the current Planning Scheme however remains in the Agricultural Land Overlay. Noting the existing approval, consideration should be given as to whether this overlay remains appropriate.

Residential development activity in Parkhurst, Gracemere and North Rockhampton is demonstrated in **Figures 1, 2 and 3** respectively, providing an indication of how that activity spatially relates to each other and in respect of the underlying zonings. Infill housing and housing choice approvals since 2015 (multiple dwellings, dual occupancies, retirement and residential care) across the Region is demonstrated in **Figure 4**, noting that this identifies a relatively low level of approval activity.

3.6 Appeal Learnings

Since the adoption of the planning scheme on 24 August 2015, the following appeals have been progressed within Rockhampton, with a summary of learnings provided against each appeal. These

learnings will be useful in progressing the planning scheme audit, to understand where weaknesses or strengths of the planning scheme may exist.

Appeal	Status and Learnings
Perpetual Property Group v Rockhampton Regional Council & Or [294/2015] Appeal filed 17/09/2015	Relates to a refusal of a development application for Reconfiguration of a Lot by instruction of the referral agency. Resolved by agreement. As such, limited learnings for the Planning Scheme operation.
Rockhampton Regional Council v Stephen Andrew John Jenkins [239/16] Appeal filed 20/01/2016	Relates to an Originating Application filed by Council, in respect of unlawful development of land at Berserker for operational works. Appeal discontinued by Council. As such, limited learnings for the Planning Scheme operation.
Crestwood Land Pty Ltd v Rockhampton Regional Council [36/2016] Appeal filed 11/02/2016	Relates to an Originating Application for a permissible change to an approval previously granted by the Court. As such, no learnings for the Planning Scheme operation.
Julia Mary McCoy v Rockhampton Regional Council [35/2015] Appeal filed 11/02/2016	Relates to an Originating Application to seek relieve for an extension to the currency period of an existing (lapsed) approval. As such, no learnings for the Planning Scheme operation.
MJ Hafner (trading as Vanbrogue Pty Ltd) v Rockhampton Regional Council [39/2016] Appeal filed 16/05/2016	Details of the appeal are unclear from the Notice of Appeal, and in any case the appeal does not appear to have progressed (i.e. no judgement).
Gateway Lifestyle Investment Holdings Pty Ltd v Rockhampton Regional Council [2318/2017] Appeal filed 27/06/2017	Relates to an Originating Application for a change to an approval previously granted by the Court. As such, no learnings for the Planning Scheme operation.
Vynque Pty Ltd v Rockhampton Regional Council & Ors [3862/2017] Appeal filed 11/10/2017	Conditions appeal relating to the decision of Council to approve a material change of use for an extractive industry at 184 Yeppoon Road, Norman Gardens. After progressing through the appeal process, it appears to have been resolved without

Appeal	Status and Learnings
	proceeding to trial. Therefore, there is no written judgement that allows for learnings for the Planning Scheme operation.
Perival Pty Ltd v Rockhampton Regional Council & Ors [3966/2017] Appeal filed 18/10/2017	<p>Appeal against the decision of Council to approve a material change of use for an Extractive Industry at 184 Yeppoon Road, Norman Gardens. The application related to an increase in the extent of the area intended to be used for Extractive Industry.</p> <p>The Judgement of Kefford DCJ related to procedural matters (i.e. whether the application was properly made and undertook public notification appropriately) and found that there is no proper foundation to the allegations against the procedural matters, and as such the Appellant's request for refusal on that basis was denied by the Court.</p> <p>Given the judgement relates to procedural matters, there are no particular learnings for the Planning Scheme operation.</p>
Caravan Parks Association of Queensland Limited v Rockhampton Regional Council & Or [4776/2017] Appeal filed 11/12/2017	<p>Relates to an Originating Application alleging an unlawful use of premises at Moores Creek Road, Park Avenue (a park) for a Tourist Park.</p> <p>The Originating Application was filed by Caravan Parks Association of Queensland Limited, against Rockhampton Regional Council and State of Queensland (together, the Respondents).</p> <p>It is understood that the Respondents suggested that the camping activities on the land were ancillary to the park.</p> <p>The Final Order of the Court identified the use of the premises for Tourist Park was deemed unlawful and must cease.</p> <p>There are limited learnings for the Planning Scheme operation, other than the interpretation of the term 'ancillary' in this context. It is also understood that in response to the outcome of the appeal, that the Planning Scheme was amended to enable the camping in the park, through introduction of the Kershaw Gardens precinct into the Open Space Zone.</p>
Craig Arnold v Rockhampton Regional Council [141/2018]	No documents available off eCourts.

Appeal	Status and Learnings
Appeal filed 29/05/2018	
Vynque Pty Ltd v Rockhampton Regional Council & Ors [4310/2018] Appeal filed 03/12/2018	<p>Relates to an Originating Application seeking a declaration that the whole of the subject site at 184 Yeppoon Road, Norman Gardens has existing lawful use rights for Extractive Industry, and can be used for the purposes of Extractive Industry without the need for further consent.</p> <p>The Court confirmed the existing lawful use rights for Extractive Industry.</p> <p>No learnings for the Planning Scheme operation.</p>
Gracemere Springs 2 Pty Ltd v Rockhampton Regional Council [71/2019] Appeal filed 17/04/2019	<p>No documents available off eCourts.</p>
Linfox Australia Pty Ltd v Rockhampton Regional Council & Or Appeal filed 18/05/2021	<p>Relates to an appeal against Council's approval of a Preliminary Approval for Material Change of Use for a Variation Request for Rockhampton Rail Yards Local Plan at 338-380 and 338-380A Bolsover Street, Depot Hill.</p> <p>Appeal was discontinued.</p> <p>No learnings for the Planning Scheme operation.</p>
Lorraway & Ors v Rockhampton Regional Council & Ors [2375/2023] Appeal filed 18/08/2023	<p>Relates to an appeal against Council's approval of a Material Change of Use for Quarry at Lot 3 Malchi – Nine Mile Road, Nine Mile. Appears to be an appeal by a group of local residents.</p> <p>Appeal has only recently been filed, and as such there are limited current learnings.</p>
Vynque Pty Ltd v Rockhampton Regional Council & Or [3292/2023] Appeal filed 09/11/2023	<p>Relates to an Originating Application filed by the Appellant, to make a Minor Change to a development approval for Material Change of Use for Extractive Industry at 184-198 Yeppoon Road, Norman Gardens.</p> <p>The Council has filed a Response Notice confirming it has no objections to the change.</p> <p>Given that it is an appeal relating to a minor change for a previous Court-determined approval, and Council has no objections to the change, there are limited learnings for the Planning Scheme operation.</p>

In summary, it is observed that there are not a substantial number of merits appeals that have been made in respect of development applications pursuant to the Rockhampton Planning Scheme. Further, there are no judgements of the Planning and Environment Court that provide content that provide case law content useful to understanding interpretation of the Planning Scheme.

4. Demographic and Forecasting Review

4.1 Introduction

Bull & Bear Economics was engaged to provide a review of the population, dwelling and employment context and projections presented within the Rockhampton Region Planning Scheme (including Local Government Infrastructure Plan (LGIP) Planning Assumptions) for the Rockhampton Regional Council and its component communities. The review of the Rockhampton Region Planning Scheme prepared by Bull & Bear is included within **Appendix B**.

4.2 Population Growth Analysis

The assessment considered population outlook data as of the 2018 and 2023 QGSO datasets, to provide insights into how the population outlook has shifted over time since the preparation of the planning scheme (noting 2015 commencement), benchmarked to the latest LGIP projections (effective from November 2019).

The LGIP projections indicate the Rockhampton Regional Council population would increase from 86,104 persons in 2021 to 98,237 persons in 2036, representing average annual growth of 0.9% per annum, or an additional 12,133 persons. These LGIP projections are marginally below the 2018 medium QGSO series (which anticipates an additional 14,035 persons in the 2021-36 period, or growth of 1.0% per annum).

However, the 2023 QGSO projections anticipate significantly lower rates of population growth in the 2021-2036 period, as summarised below:

- QGSO 2023 (low series): increase of 5,586 persons, representing an increase of 0.4% per annum;
- QGSO 2023 (medium series): increase of 7,313 persons, representing an increase of 0.6% per annum; and
- QGSO 2023 (high series): increase 8,986 persons, representing an increase of 0.7% per annum.

The latest LGIP projections broadly correspond with the rate of growth recorded in the 2021 to 2022 period. Should this rate of growth be continued, the LGIP projections for Rockhampton Regional Council appear plausible, and provide a more optimistic outlook for Rockhampton Regional Council than the 2023 QGSO series, which anticipate significant decline in the rate of population growth within the region.

All projection datasets indicate Gracemere and Parkhurst – Kawana as the focal point for residential growth, which aligns with remaining capacity for detached dwellings. Whilst capacity remains to accommodate population growth in the majority of the communities in Rockhampton Regional Council, this is predominantly through infill development, which is more challenging relative to a greenfield residential subdivision, particularly for attached dwellings (e.g. within the Principal Centre). In the current market, the constructability of attached dwellings is proving challenging across Australia, due to significant growth in the cost of construction inputs since COVID-19 in conjunction with reduced workforce productivity, which is relevant to ongoing delivery of dwelling outcomes.

Additional observations in respect of population growth include the following.

- Over the past six years, natural increase was positive in all of the SA2s analysed except for The Range – Allenstown. The largest average net natural increases were in Gracemere (average of 171 persons per annum), Frenchville – Mount Archer (average of 73 persons per annum) and Norman Gardens (average 60 persons per annum).
- Between 2017 and 2022, the gap between internal arrivals and internal departures (net internal migration) decreased significantly across Rockhampton. Several SA2s followed a similar trend including Berserker, Frenchville – Mount Archer, Lakes Creek, Park Avenue, Rockhampton – West, Rockhampton City and Rockhampton Surrounds – West. The SA2s where there were consistently more internal arrivals than departures (i.e. positive net internal migration) over the 2017 to 2022 period were Gracemere, Norman Gardens and Parkhurst – Kawana. Notably the SA2s where net internal migration represented the most significant proportion of population change was Berserker (negative net internal migration), Rockhampton – West (negative net internal migration), Parkhurst – Kawana (positive net internal migration), and Rockhampton City (negative net internal migration). In 2022, Parkhurst – Kawana had the highest increase in net internal migration while The Range – Allenstown had the largest decrease in net internal migration.
- As with Rockhampton, net overseas migration represented an inflow of residents between 2017 and 2020 across all SA2s with this inflow remaining relatively consistent across the four-year period. During this period the highest net inflows from overseas migration were in The Range – Allenstown (between 51 and 41 additional persons per annum) and Norman Gardens (between 35 and 45 additional persons per annum). In 2021, net overseas migration was negative across all SA2s however only by up to 12 persons in each SA2 (total loss of 73 persons across Rockhampton). In 2022, net overseas migration returned to pre-COVID levels for all SA2s.

4.3 Employment Growth Analysis

Over the last three censuses, employment within Rockhampton Regional Council increased by 4,699 workers, from 33,124 workers in 2011 to 37,793 workers in 2021. Comparatively, within the remainder of Central Queensland, employment increased by 4,224 workers, from 56,488 workers in 2011 to 60,712 workers in 2021. This indicates 52.5% of employment growth occurred within Rockhampton Regional Council. Hence, Rockhampton Regional Council has represented a growing proportion of Central Queensland employment, increasing from 37.0% of employment to 38.4% of employment.

Total employment (comprising full-time and part-time employment) declined marginally over the ten year period, with a decline in full-time employment but an increase in part-time employment. Between 2011 and 2021, full-time employment across Rockhampton Regional Council declined from 62.8% to 58.5% of the labour force; conversely, part-time employment increased from 25.5% to 29.1% of the labour force. Unemployment across the Rockhampton Region peaked in 2016 at 9.2% but has since fallen significantly to 5.7% as of the 2021 Census. Overall, the labour force participation rate fell by 1.3% points between the 2011 and 2021 Censuses.

The share of employment captured by Rockhampton Regional Council as a proportion of Central Queensland employment has grown, which has primarily been driven by growth in the following industries:

- Professional, scientific and technical services: increase of 12.4%, from 32.9% to 45.3% of total Central Queensland employment in that sector;

- Construction: increase of 6.8%, from 26.2% to 33.0% of total Central Queensland employment in that sector; and
- Financial and insurance services: increase of 5.9%, from 51.4% to 57.3% of total Central Queensland employment in that sector.

Over the last three Censuses, Rockhampton City SA2 has accounted for a declining share of total employment within Rockhampton Regional Council, with growth in employment opportunities most significant in Gracemere SA2. A comparison of LGIP and 2021 Census data indicates the LGIP appears to have overstated employment in Rockhampton City (i.e. Rockhampton Principal Centre) but underestimated employment in Gracemere by approximately 1,000 persons.

The LGIP indicates the SA2s with significant remaining employment capacity are Rockhampton City, Berserker, Park Avenue, Norman Gardens and Gracemere North and South. Should a continuation of historic trends occur, it is anticipated increases in employment will be significantly higher in Gracemere, Norman Gardens, Park Avenue and Berserker than Rockhampton City, reflective of relative strength in demand for industrial land relative to centres land. Whilst opportunity exists for employment growth on centres land (based on anticipated employment growth in health and professional services), it is recognised sufficient capacity remains to accommodate increased employment, particularly within the Rockhampton Principal Centre, which should remain the focal point for professional services within Rockhampton Regional Council.

4.4 Dwelling Trends

Between the 2011 and 2021 Censuses, the number of dwellings within Rockhampton Regional Council increased from 32,164 dwellings to 35,587 dwellings, representing an increase of 3,423 dwellings. Dwelling houses represented over 86% of total new dwellings over the ten year period. In the 2011 to 2016 period there was significant growth in dual occupancy dwellings and a corresponding decline in multiple dwellings and other dwellings. However, when considered alongside residential building approval data, this is suggestive of a reclassification of dwellings in this period, as opposed to significant changes in stock within these segments in this period².

At an SA2 level, the following key trends were identified:

- The proportion of dwelling houses was lowest in the SA2s of Berserker, Rockhampton City, and The Range – Allenstown, ranging between 71.2% and 77.6% in 2021;
- Berserker reported the highest proportion of dual occupancy dwellings in 2021. The SA2s of Norman Gardens, Park Avenue and The Range – Allenstown also reported a significant proportion of dual occupancy dwellings in 2021 (ranging from 9.9% to 11.3% of dwellings);
- Rockhampton City SA2 consistently reported the highest proportion of multiple dwellings, increasing from 16.8% to 20.6% of dwellings. A significant proportion of multiple dwellings were also identified in The Range – Allenstown SA2 and Frenchville – Mount Archer SA2; and
- Across Rockhampton Regional Council, average household size has decreased by 0.1 persons from 2.8 persons in 2011 to 2.7 persons in 2021.

In respect of dwelling approvals:

² This issue was identified in the data for both Rockhampton Regional Council and Central Queensland SA4 but was not apparent for Queensland. Therefore, limited observations have been reported for the 2011 to 2016 period for these dwelling typologies to reflect this apparent data issue.

- Since 2017, there has been a declining trend in the new residential dwelling approvals across Rockhampton Regional Council, decreasing from 327 dwelling approvals in 2017 to 194 dwelling approvals in 2022. Notably, 107 approvals were reported in the first quarter of 2023. Within the 2017 to 2023 YTD period, the lowest number of new residential dwelling approvals was recorded in 2021 with 132 approvals recorded.
- Houses were consistently the predominant dwelling approval type in Rockhampton Regional Council, with an average of 142 new house approvals per annum in the 2017 to 2022 period. Comparably, there have been an average of 15 middle semi-detached approvals, six middle attached approvals and 22 high dwelling approvals per annum in the 2017 to 2022 period. The number of middle semi-detached dwelling approvals peaked in 2017 (57 approvals), while middle attached dwelling approvals peaked in 2019 (20 approvals). The number of new high dwelling approvals peaked in 2017 at 62 dwellings approved.
- In 2022, new house approvals represented approximately 73.7% of total approvals. Comparably, middle semi-detached product comprised 10.3% of approvals, while middle attached product comprised 0.0% of total approvals. High product represented 16.0% of approvals. In the second quarter of 2023, new house approvals have comprised 76.6% of approvals while middle semi-detached product comprised 14.0% of approvals.

4.5 Planning Scheme Consequences

The 2023 QGSO projections highlight a slowing rate of population growth in for Rockhampton Regional Council relative to the rate of growth recorded in the past five years. Should the 2023 QGSO population projections transpire, this would suggest pressures on the need for additional housing and centres land would be lower than previously anticipated. Council's focus should be on ensuring population growth is appropriately sequenced within Rockhampton Regional Council on low density residential, low-medium density residential and high density residential zoned land.

In the past five years, residential building approvals have been concentrated within the outskirts of the Rockhampton community, in Parkhurst-Kawana and Norman Gardens SA2s to the north and Gracemere SA2 to the south west, which points to demand for detached dwellings within greenfield residential estates. There has been some semi-attached and attached dwelling development in Rockhampton Regional Council, although interest in this development type has fallen significantly since 2016-17, likely reflective of relative ease in establishing detached dwellings in greenfield residential estates as compared to infill development in inner Rockhampton. Additionally, the delivery of attached dwellings in the short term is likely to be challenging, given significant increases in the cost of construction inputs since COVID-19 adversely impacting development feasibility.

All SA2s in Rockhampton Regional Council recorded growth in the incidence of persons aged 65 years and over in the last three Censuses which points to a growing need for smaller dwelling typologies to accommodate this age cohort (i.e. allowing for downsizing opportunities). However, additional dwellings within Rockhampton Regional Council have typically had four or more bedrooms, pointing to a potential growing mismatch between dwelling size and household size. There may be an opportunity to consider incentivising the delivery of smaller dwellings within Rockhampton Regional Council, with the policy response varying by location (e.g. whilst the opportunity may be to incentivise unit development in Rockhampton City, in outer parts of the region, the opportunity may be to incentivise single storey dwellings on small allotments, dual occupancies and townhouses).

This points to the potential to undertake a detailed Residential Need Study, to comprehensively understand the composition of future dwelling demand at a small area level, determine whether there is sufficient remaining zoned and serviced land to accommodate future demand, investigate the opportunities to accommodate additional semi-detached and attached dwelling development and to determine whether scheme amendments are required to facilitate and incentivise dwelling diversity within the region.

The historic employment data highlights whilst Rockhampton CBD remains the focal point of employment opportunity, employment within this precinct has fallen over time. By comparison, employment growth has been highest in the communities which accommodate significant industrial land, suggesting growing demand for industrial land within Rockhampton. This points to a potential need to ensure remaining zoned industrial land is appropriately serviced and offers the range of allotment sizes and zoning required by the market. As part of the Planning Scheme review process, this points to the potential to undertake an Industrial Land Study to comprehensively understand the industrial land market within the region and to ensure industrial land is provided which continues to meet market expectations, recognising Rockhampton's role as a focal point for Central Queensland.

Across the Rockhampton Region four major infrastructure projects were identified, these include the Rockhampton Ring Road development, Mount Morgan Water Supply Pipeline, Fitzroy to Gladstone Pipeline and the recently completed Rookwood Weir, which are detailed below:

The Rockhampton Ring Road development is a long-term project for the Bruce Highway with the aim to improve flood resilience, freight efficiencies, road safety and reduce travel times. Construction on the 17.4-kilometre road began construction in late 2023 and will bypass the Rockhampton CBD, passing to the west past the Rockhampton Airport on the Western Corridor creating four new connections to Rockhampton (Gracemere/Capricorn Highway, West Rockhampton, Alexandra Street and Parkhurst). The first stage is anticipated to be completed by late 2025 (Infrastructure Partnerships Australia, 2024).

The Mount Morgan Water Supply Pipeline is a 28-kilometre water pipeline running from Gracemere to Mount Morgan and will provide long-term water security to the Mount Morgan community. The Pipeline project will deliver approximately 50 jobs, with construction beginning along Kabra Road in January 2024 (Saunders, 2024).

Early works have begun on the Fitzroy to Gladstone Pipeline project which is aimed at addressing the single source water supply risk imposed by the Awoonga Dam, as well as supporting Gladstone's emerging hydrogen and renewables industry. The Pipeline will have the capacity to transport 30 gigalitres of water per annum from the Fitzroy River to Gladstone and will deliver more than 400 jobs and 25 apprenticeships during the peak of its construction. The Pipeline is anticipated to be operational by 2026 (Gladstone Area Water Board, 2022).

The Rookwood Weir is the most recent major infrastructure project to be completed within the Rockhampton Region, as well as being the largest weir to be built in Australia since World War II. Completed in late 2023, the weir created 350 jobs throughout the construction process and will continue to create jobs throughout its operation. The weir allows for 86,000 megalitres of water to be available for agriculture, urban and industrial use thus boosting the economic growth across Central Queensland, having already injected \$270 million into the regional economy over its construction, (Dick & Butcher, 2023).

These projects will create significant employment stimulus during the construction period. Once fully constructed, the impacts of each project are anticipated to be as follows:

- **Rockhampton Ring Road:** It is intended the Rockhampton Ring Road Development will enhance the appeal of Gracemere and Parkhurst and facilitate the take-up of industrial land within these locations. It is also intended this activity has the potential to increase take-up rates of residential development in Gracemere, due to the proximity to employment opportunity. It is suggested a review of remaining industrial land supply and potential opportunities for this land with infrastructure upgrades is explored in more detail to ensure remaining capacity appropriately meets the need of prospective users;
- **Water Supply Pipelines:** The water supply pipelines are intended to provide water security to both Mount Morgan residents and support industrial development within Gladstone, which falls outside the Rockhampton Regional Council boundary. These projects are not anticipated to have significant impacts on employment opportunities or population growth within Rockhampton Regional Council during the operational phase; and
- **Rookwood Weir:** The Rookwood Weir is anticipated to assist in facilitating residential and industrial land take-up in Rockhampton through provision of a secure water supply, potentially bringing forward population and employment growth in locations such as Gracemere.

5. Consultation Findings

5.1 Background

To ensure that the planning scheme review identifies key issues, it is important that those who work within or administer the planning scheme have an opportunity to provide insights into the content and operation of the planning scheme.

On this basis, a critical part of the review process is the undertaking of consultation with key stakeholders who can provide detailed feedback and insight as to those aspects of the scheme that work well, identify implementation and delivery issues, identify opportunities for improvement, and any other aspects that are commonly encountered that reduce the effectiveness of the planning scheme.

A total of two (2) workshops were convened, grouped into the following categories:

1. **Workshop 1 – Internal Staff Workshop** – focusing on issues with the day-to-day operation, implementation and administration of the planning scheme and its effectiveness in regulating development; and
2. **Workshop 2 – External Stakeholders Workshop** – focusing on the experience of working with the planning scheme and potential issues that arise in undertaking development in the region.

Explanation of the workshop approach and attendees, and a collation of workshop feedback, is contained within the Workshop Outcomes Report in **Appendix C**, with a summary of the key themes arising from the workshops provided in **section 6.2** of this report (below).

5.2 Summary of Issues Raised in Consultation

The engagement workshops were a useful exercise in seeking to gain a wide range of feedback from multiple scheme users.

It is noted that the planning scheme is not the only mechanism that Council has to facilitate development and seek to achieve the strategic goals for the region. In this regard, responses to some of the comments provided during the workshops will not be a matter for the planning scheme, or will have some crossover with other Council obligations or processes.

In terms of matters that fall within the planning scheme, the following are the key matters identified during the workshops that have a common theme that may be further considered during the review.

- Urban growth – there is general agreement that there is sufficient land available in the northern urban growth front and other areas to accommodate expected demand. It is unlikely that any significant new growth areas will need to be identified in the life of the planning scheme.
- Development diversity – while the scheme is generally supportive of a range of dwelling types, there has been very little uptake. Additional incentives may be required to encourage a greater delivery and uptake of attached housing to achieve a greater density in appropriate locations and deliver a diversity of housing product that matches household requirements.
- E-Plan – there is strong support for the E-Plan platform from external users, particularly the development enquiry function. Any new planning scheme should seek to maintain a useable platform to assist in achieving an efficient planning system for the region.
- Interface to Livingstone Shire Council – the northern growth front in Parkhurst is adjacent to the Livingstone Shire Council boundary. The scale and type of development that is happening within Livingstone is having impacts on the roll out and sequencing of development and infrastructure

in the locality, and may benefit from more detailed master planning and infrastructure planning to better integrate and service development.

- Character Overlay – Rockhampton is an historical City, and parts of the City exhibit a classic Queensland timber and tin character, accommodating timber houses with expansive verandahs located on wide streets with mature vegetation. While the Character Overlay provides guidance on managing the demolition of character features, it is less successful in shaping new development (including both structures and character landscapes and vegetation) to ensure that it contributes to, and is consistent with, the broader character and amenity of specified areas.
- Urban Design – there are a number of new subdivisions that have been approved that are sub-optimal in terms of urban design. Additional guidance on urban design outcomes in the planning scheme would assist in working with applicants to deliver modern, connected, walkable and sustainable urban communities.
- Climate Change and Urban Design – there is no guidance in the current planning scheme in relation to passive design responses to regulate the temperature of communities. Additional guidance on urban design approaches and landscaping requirements would assist in delivering more comfortable and attractive urban communities.
- Planning Scheme consistency with QDC – the Planning Scheme and the QDC are intended to operate concurrently, with each instrument regulating a separate part of development and not overlapping. There is some confusion within the development community about how the two instruments are currently operating, and consideration and review of this may simplify the planning and approval process for typical and low risk development such as dwelling houses.
- Planning Scheme Drafting – instances where a Performance Outcome does not have a corresponding Acceptable Outcome is creating confusion for scheme users in terms of determining levels of assessment and/or compliance with certain codes. For all uses that are Accepted Subject to Requirements, Acceptable Outcomes that are clearly drafted and contain objective measures should be provided.
- Renewable Energy – the region is a resource centre, and is well placed and serviced by large energy infrastructure to be able to contribute to the renewable energy sector. The planning scheme can potentially provide strategic guidance and more detailed regulatory requirements in terms of identifying appropriate locations and creating a clear approval pathway for renewable energy infrastructure.
- Flood Overlay Mapping – the operation of the Flood Hazard Overlay mapping is a mix of regulatory and informational elements. While this provides for transparency in terms of providing all information, it results in a confusing regulatory environment where the triggering and applicability of overlay code provisions are unclear.

6. Planning Act and Requirements for Planning Schemes

6.1 Introduction

The Planning Act commenced on 3 July 2017, and replaced the *Sustainable Planning Act 2009*.

The Planning Act was a product of a planning reform process which was intended to provide for an efficient and accountable planning framework for Queensland, with particular focus on creating a standardised approach to planning and plan making. While the previous planning system required a local planning scheme to reflect State interests, the new Planning Act made the integration of State planning interests a central aspect of plan making.

The current Planning Scheme was prepared under the now superseded *Sustainable Planning Act 2009*. Although an alignment amendment was undertaken to achieve technical consistency with the Planning Act, these amendments were in many instances limited to updates to terminology and ensuring appropriate operation under the new decision rules, and did not result in (nor require) a complete address of all aspects of the more subtle changes to the planning environment. In particular, the changes to the Planning Act that were largely absent from alignment amendment processes include the following.

- Removal of standard approach – previously planning schemes were based on the Queensland Planning Provisions (the QPP) which were a set of mandatory requirements in terms of structure and content for planning schemes. In practice, few deviations from the standardised QPP format have been pursued since the commencement of the Planning Act, and the Rockhampton Region Planning Scheme generally maintains the standard QPP approach.
- Regulated requirements – while the standardised structure and content was removed, the Planning Act adopts what are termed ‘regulated requirements’ which specify the zones, zone purpose, and land use definitions that can be used in the planning scheme. As part of the alignment amendments, Councils were able to retain some variation and it is noted that the Rockhampton scheme does exhibit some purpose statements that are not strictly compliant with the regulated requirements.
- Inclusion of process guidelines – instead of locating process requirements for the making of planning instruments within the Planning Act or associated *Planning Regulation 2016*, the Planning Act introduces the Minister’s Guidelines and Rules (MGR) which provide for the processes and requirements when making or amending planning schemes or LGIPs as well as other plan making and assessment matters.
- Levels of Assessment – the Planning Act introduced the concept of categories of development and assessment as either Accepted Development or Assessable development (Code or Impact).
- A presumption in favour of approval in Code assessment – under the Planning Act, code assessable development must be approved if it meets the applicable assessment benchmarks or can be conditioned to meet the assessment benchmarks. There have been subtle changes to the operation of the decision process that are now becoming more common in contemporary planning schemes to provide a more robust assessment and decision process.
- The removal of the ‘conflict and grounds’ test, with movement to a balanced assessment of non-compliances and other relevant matters. This distinction has been routinely identified by the Planning and Environment Court, with judgements expressing that when taking a balanced assessment pursuant to the Planning Act a non-compliance with a provision or provisions within an assessment benchmark is not determinative. Consideration of the planning purpose and policy intent of the provision, and how that is reflected throughout the planning scheme, becomes relevant – which necessitates a particular approach and strength to drafting.

6.2 What is a planning scheme required to do?

Section 8(1) of the Planning Act states that:

A planning instrument is an instrument that sets out policies for planning or development assessment, and is either—

- (a) a State planning instrument; or*
- (b) a local planning instrument.*

Section 8(3) further provides that:

A local planning instrument is a planning instrument made by a local government, and is either—

- (a) a planning scheme; or*
- (b) a TLPI; or*
- (c) a planning scheme policy.*

As a local planning instrument, in accordance with Section 16(1) a planning scheme must:

- (a) identify strategic outcomes for the local government area to which the planning scheme applies; and*
- (b) include measures that facilitate the achievement of the strategic outcomes; and*
- (c) coordinate and integrate the matters dealt with by the planning scheme, including State and regional aspects of the matters.*

Typically, the strategic outcomes are consolidated in a single section of the planning scheme to provide an overarching policy intent for planning and development outcomes, with the ‘measures’ that facilitate the achievement being the subsequent codes and detailed provisions.

Further, the planning scheme must integrate the relevant State and regional aspects of the matters dealt with by the planning scheme. This means that the planning scheme must appropriately integrate State planning matters (generally as expressed through the single SPP) and regional planning matters (generally as expressed through the Central Queensland Regional Plan).

6.3 Categories of Assessment

The Planning Act at section 44 provides for three categories of development being prohibited, assessable or accepted development.

A categorising instrument (such as a local planning scheme) may categorise assessable development under section 45 of the Planning Act as either:

- Code assessable; or
- Impact assessable.

It is noted that a local categorising instrument:

- cannot state that development is assessable development if a regulation prohibits it from doing so; however
- may state that development is prohibited development if a regulation allows it to do so.

6.4 Assessment Benchmarks

Section 45 of the Planning Act further provides that code assessment is an assessment that must only be carried out only against the assessment benchmarks identified in a categorising instrument for the development (and any other matters prescribed by regulation).

Impact assessment is an assessment that must be carried out:

- against the assessment benchmarks identified in a categorising instrument for the development;
- any other matters prescribed by a regulation; and
- may also have regard to ‘any other relevant matter’ other than personal circumstances, financial or otherwise.

Importantly, strategic outcomes (i.e. the strategic framework) can only be used to assess “impact assessable” development under section 42(2)(c) of the Planning Act.

Section 43 of the Planning Act requires that Assessment benchmarks must be stated in a regulation, a planning scheme, a TLPI, or a variation approval. It is noted that the SPP and any relevant regional plan are assessment benchmarks when not appropriately integrated into a planning scheme. It is important to note that Planning Scheme Policies, Implementation Guidelines, User’s Guides and Fact Sheets are not assessment benchmarks. These can be referred to in order to provide guidance in achieving an assessment benchmark, but have no regulatory effect in and of themselves.

6.5 The regulated requirements

Section 16(2) of the Planning Act notes that a regulation may prescribe requirements (the regulated requirements) for the contents of a planning scheme.

Relevantly, Schedule 2 of the Planning Regulation identifies the standard suite of land use zones that may be adopted within a planning scheme. Only these zones may be used, and the regulation specifies names, purpose statements and colours for mapping purposes. A different zone purpose statement may be used however if the Minister considers the change better reflects a local circumstance.

The current Planning Scheme identifies in Part 2 that the Planning Scheme has adopted the regulated requirements for:

- use terms; and
- administrative terms.

The Planning Scheme currently does utilise alternative zone purpose statements for all zones. It is noted that at the time of making the alignment amendment, a Council who had a planning scheme made and adopted under the *Sustainable Planning Act 2009* had the option to either adopt the regulated requirements or retain the current definitions and zone purpose statements. It is assumed that these have been given Ministerial approval as part of the State interest review process for the previous alignment amendments.

Additionally, Schedules 3 and 4 of the Planning Regulation identify and define the land use terms and administrative terms that may be used in the planning scheme. No additional land use terms or changes to land use terms are permitted, however a local planning instrument may include additional administrative terms where they do not change the effect of an administrative term specified in Schedule 4.

7. Planning Scheme Audit

7.1 Audit approach

The audit of the planning scheme is a fundamental aspect of the statutory 10 year review process. The audit provides an opportunity to review the mechanical and operational aspects of the planning scheme, as well as providing opportunity to identify specific areas of compliance and integration with relevant regulatory requirements, as well as State and local planning policies.

To focus the audit, a series of audit categories were identified. The categories represent the key compliance issues, strategic issues, and operational issues that the statutory review is required to consider, as well as providing for an efficient and effective way of analysing the scheme. The audit has considered the following.

- Operational and mechanical matters – This category relates to the functional aspects of the planning scheme. The guideline ‘Drafting a planning scheme - Guidance for local governments’ (2022) notes that under the *Planning Act 2016* a planning scheme is required to be:
 - Efficient;
 - Effective;
 - Transparent;
 - Integrated and coordinated;
 - Accountable;
 - Outcome focused and positive.
- Vertical integration – The planning scheme is based on a hierarchy of provisions. The strategic framework provides the overarching policy intent for the planning scheme, with the lower order codes providing further regulatory detail that seeks to implement and achieve the strategic vision. Further, within each code there ought to be a relationship between the performance outcomes / acceptable outcomes, and the purpose / overall outcomes (having regard to the bounded nature of code assessment stated in Part 5 of the planning scheme). This is known as vertical integration and is necessary for the appropriate functioning of the planning scheme.
- State Planning Policy Alignment – The State Planning Policy is a state instrument under the Planning Act and identifies the 17 state interests that must be considered and reflected as relevant.
- Other/General matters – This is a broad category and will consider the approach taken in other schemes to address key issues and legislative requirements, opportunities for improving the structure and delivery format, the implications of recent P&E Court decisions, and any other relevant matters.

The consistency of the Planning Scheme with the current State Planning Policy 2017 is provided in **Section 8** of this report. **Section 8** is intended to provide a strategic review of the integration of the SPP into the Planning Scheme.

This overall audit approach is considered to provide a balance between a robust and detailed analysis of the different elements of the planning scheme, and the broader strategic and statutory elements that require integration, with the intent to provide guidance on matters and aspects that may require further consideration and address in any future planning scheme preparation process.

7.2 Summary of scheme audit

A summary of the audit and commentary on the Planning Scheme are provided below.

7.2.1 General structure and format

A standard structure (as was required under the Queensland Planning Provisions (QPP) is no longer prescribed by the Planning Act or the Planning Regulation. The current Planning Scheme has adopted the consistent QPP format which provides for a clear, hierarchical and simple structure. Many (if not all) post-QPP schemes continue to generally follow this structure given its utility and ubiquity across Queensland. The Planning Scheme works well in this respect.

The Planning Scheme is generally well written using simple and straightforward English which is readable and understandable. The Planning Scheme is somewhat text heavy, and does not include informational graphics or diagrams which may assist in explaining concepts and requirements, particularly where there is a spatial element.

The structure of any retained, amended or new Planning Scheme should follow generally the same format as it is well understood and remains fit for purpose, unless there was a clear policy direction to pursue a novel approach.

7.2.2 Part 1 - Introduction

Part 1 is generally consistent with the informational requirements that set the legislative context for the Planning Scheme.

Any new or amended Planning Scheme should be updated to reflect the latest statutory instruments and planning horizons that would apply at the time of preparation and commencement. Further consideration of including or refining a locally contextual definition of 'Temporary uses' may be undertaken if required, noting that the regulated requirements include a 'Temporary Use' definition.

7.2.3 Part 2 – State planning provisions

Part 2 is generally consistent with the requirements to identify the State and regional dimensions that are integrated within the Planning Scheme.

The date and version of the SPP and regional plan which is ultimately reflected in the Planning Scheme should be clearly included, as well as reference to any zone codes where the purpose statement from the regulated requirements has been modified. For simplicity and consistency Council may also consider adopting the regulated requirements in their entirety which would assist in aligning the operation of the planning scheme with the Regulation.

A detailed review of integration of the State Planning Policy is provided in **Section 8** of this report.

The Central Queensland Regional Plan 2013 is dated, and is identified as part of a 'forward program' to update plans older than five years. The content of the CQ Regional Plan is somewhat redundant, given it was largely predicated on balancing agricultural and resource industry activities through the superseded concepts of the Priority Living Area (PLA) and the Priority Agricultural Area (PAA). It is noted that within the Rockhampton LGA there is no land identified within the PAA, and the current planning scheme provides clear support for a defined urban area and maintains opportunities for high value agriculture within specified precincts. In this regard, the planning scheme does not cut across the broad principles of the CQ Regional Plan, continues to appropriately advance the CQ Regional Plan, and is likely to remain generally in alignment with any updated version.

7.2.4 Part 3 – Strategic framework

Under the Planning Act a planning scheme is required to identify "strategic outcomes" (section 16(1)(a) refers).

While not specifically prescribed under the Planning Act these strategic outcomes have typically been contained within a “strategic framework”. The strategic framework can provide detail around the vision and intent for the region, as well as including outcomes and strategies that function as assessment benchmarks for Impact Assessable development. In this regard, it is important that the intent of the strategic framework is appropriately addressed in lower order codes so that they apply to code assessable development.

The current strategic framework is generally appropriate and consistent with the relevant legislative and best practice requirements in that:

- It sets out the broad policy position for the local government area;
- The policy position is strongly and clearly expressed in terms of the key planning desires;
- It adopts a ‘place based’ approach that provides a clear structure to describe and articulate the outcomes desired for individual parts of the region;
- Integrates and coordinates matters of State interest and the relevant aspects of the regional plan (noting comments also provided in **Section 8** of this report);
- Provides a vertically structured approach that includes strategic outcomes and specific outcomes that can function as an assessment benchmark;
- Sets a planning horizon that is consistent with the CQ Regional Plan (and to date there has been no change to the CQ Regional Plan that requires revision to strategic policy) ; and
- Includes a range of maps that assist in identifying and demonstrating the strategic outcomes sought for the LGA.

Key observations based on the audit include the following:

- While the provision of both strategic outcomes and specific outcomes as required under the QPP allowed for great detail, there may be opportunity to consolidate some of these provisions to reduce repetition and clearly focus on the desired intent;
- Ongoing and future updates to the strategic framework should include references to new projects (such as the Rookwood Weir, Mount Morgan pipeline etc) to remain current and consider the implications on development for the region;
- Updates to the strategic framework should include references to new and updated studies and guidelines to ensure that the latest policy position and information is reflected;
- Mapping elements should be updated to reflect ongoing changes to land use and any new development that has occurred, such as the growth front at Parkhurst or the changing industrial precincts in the northern suburbs;
- The inclusion of indigenous cultural heritage considerations and acknowledgements is required to align with the SPP and the Act (at present, there are no specific ‘best practice’ examples addressing this aspect within planning schemes);
- Additional reference to affordable housing, social housing and community housing may be included to clearly articulate the focus on providing a diverse range of housing types and provide guidance around the location and interactions for social/community housing projects;
- The infrastructure and utilities theme could be expanded upon to identify specific infrastructure corridors and types, and the expectations of development as applicable to each of these. While there is broad intent to protect infrastructure and utilities, it could be further articulated and targeted in both the strategic framework or in the lower order parts of the scheme;
- Further precise commentary could be included for specific land uses that have the potential to cause disruption to the land use distribution and intentions otherwise expressed (for example, the opportunistic-type uses of service stations, fast food, child care centres, telecommunication towers and the like). Specific reference in the strategic framework will provide a greater weight in any statutory assessment or potential appeal; and

- Some Strategic Frameworks include non-statutory ‘scene setting’ commentary for each theme or locality, with a view to assisting reader understanding. Our understanding of the application of such sections is that whilst it seeks to express some background from the planning scheme drafter’s perspective, it isn’t given substantive consideration in a statutory sense (as observed by the approach generally taken by the Court). Whilst it is a matter of personal preference, our view is that the current drafting approach of the Strategic Framework, which provides for a clear expression of the strategic expectations for the Region with statutory provisions, is preferable.

7.2.5 Part 4 – Local Government Infrastructure Plan

The Local Government Infrastructure Plan (LGIP) is an instrument that is intended to assist in coordinating land use planning and trunk infrastructure planning. Whilst the LGIP forms part of a planning scheme, it is separately prepared and amended under a process proscribed by the Minister’s Guidelines and Rules.

The LGIP has recently been subject to an interim amendment, and as such is considered to be consistent with statutory requirements. In preparing any new planning scheme it is recommended that:

- New and updated planning assumptions (for population and employment growth) are prepared to reflect the latest information and growth trends;
- The PIA is aligned with identified growth fronts to provide for a minimum of 10, but a maximum of 15 years, of development demand; and
- The sequencing of infrastructure is coordinated and directed towards the identified growth fronts and timing of delivery is planned accordingly.

7.2.6 Part 5 – Tables of Assessment

In determining an appropriate level of assessment for any particular form of development Council needs to consider the:

- Nature and scale of potential impacts;
- Ability of the planning scheme to regulate the impacts; and
- The ability to achieve the outcomes as expressed through the strategic framework.

In general, levels of assessment should be set to the lowest category of assessment possible consistent with the level of risk of the development, the risk tolerance (and pragmatism) of the local government, and the land use intentions that are being pursued through the planning scheme.

The current tables of assessment are reasonable in terms of assigning an appropriate level of assessment to development in the various zones. In most instances they take a pragmatic approach, and seek to regulate only to the extent necessary which accords with good planning practice and principle.

Aspects that may warrant further review include the following:

- Review of references to local plans given that the QPP no longer provide a strict template for structure and format (and the scheme doesn’t currently use local plans);
- Review of GFA thresholds in centre zones to ensure that they reflect the appropriate hierarchy and reinforce the desired scale and extent of development (examples of planning schemes that identify gross floor area thresholds for certain types of centre development, whether or not in the tables of assessment, include Moreton Bay City, Sunshine Coast Regional Council, Fraser Coast Regional Council). Any such thresholds may be informed by new or updated centres hierarchy and retail centres strategies;
- Review of general drafting for precision and use of objective measures;
- Review and alignment of food and drink outlets and the zones/locations where drive throughs may or may not be desired (for example, refer to Gold Coast City Council’s Neighbourhood Centre Zone tables of assessment);

- Review of Editor's notes in the Overlay Tables of Assessment that suggest that certain overlays are not applicable to development that is Accepted subject to requirement (ASTR). It is unclear if this is to acknowledge that ASTR development is typically low risk or small scale, however in relation to some overlays there may be circumstances where small cumulative impacts ultimately create larger impacts, or where the risk to development from an overlay should be more formally regulated;
- Review and inclusion of notes or specific provisions that identify the exemptions available for dwelling houses under Schedule 6 of the Regulation relating to the operation of overlays.

It is also important to note that the decision rules and hierarchy of provisions as set up under the previous QPP mandatory content should be considered for further modification. Currently, section 5.3.3(3) of the Planning Scheme states code assessable development:

c) that complies with:-

- (i) the purpose and overall outcomes of the code complies with the code;*
- (ii) the performance or acceptable outcomes complies with the purpose and overall outcomes of the code;*

This approach is favourable in terms of presuming approval of development, and essentially requires that Acceptable outcomes in every code are very comprehensive and address all strategic and policy objectives of the broader scheme. From our review (and our experience with other planning schemes) the current Planning Scheme does have gaps regarding the completeness of Acceptable Outcomes, with the consequent risk that development may not meet the overall objectives of the scheme but still merit approval against the lower order development code provisions (i.e. the Acceptable Outcomes). We would suggest that any amended scheme could adopt a more contemporary approach, which requires that code assessable development requires compliance with the purpose, overall outcomes and the performance outcomes / acceptable outcomes of the code. This approach widens the net in terms of applicable provisions, and has proven effective in other LGAs where it has been adopted (such as Brisbane City Council).

7.2.7 Part 6 – Zone Codes

Zones are the fundamental spatial and land use organising tool for the Planning Scheme. Available zones are identified in the regulated requirements and as such must be used when allocating zones to land in the LGA. The Planning Scheme adopts the zones as per the regulated requirements, however includes bespoke purpose statements. A new or amended planning Scheme should either adopt the purpose statements in the regulated requirement, or alternatively amend as required and include clarification in the scheme that identifies each code where the purpose statement has been altered.

The Planning Scheme is currently drafted on an approach of placing a greater extent of provisions within the zone codes (i.e. performance outcomes and acceptable outcomes in the standard tabulated approach, in addition to the purpose and overall outcomes). It is our understanding that this approach was partially adopted in order to better align the structure of the planning scheme with the functionality of the available e-planning system. Whilst other planning schemes adopt an approach of limiting the zone code content to just the purpose and overall outcomes that address key land use and built form requirements, and potentially a table of consistent and inconsistent uses³, there is no strict rule as to which approach is more successful, and our review identifies that Zone codes in the Planning Scheme function successfully and appropriately and have not been raised in consultation activities as being unwieldy or creating unnecessary complexity.

³ Where a list of consistent and inconsistent uses is included in other planning schemes, they are typically included as a table or tables within the overall outcomes of each zone, thereby setting a clear and higher order expression of intended (or not) uses. Some planning schemes that take the approach of providing for consistent and inconsistent use tables include Sunshine Coast, Scenic Rim, and Moreton Bay, amongst others.

The zone code approach results in the use of a number of precincts and sub-precincts. The outcome of the audit indicates that this approach is functional and appropriate. The precincts have vertical alignment to the strategic framework, which gives them relevance and importance. They are not over utilised such that they become problematic. There could be some benefits in tinkering with aspects of the structure of zone codes in respect of precincts, so that there is a clear expression of what is a generic zone provision and what is a precinct specific provision, and how those are distributed in the code (at present, there is some inter-mingling of the generic and precinct-specific provisions). Alternatively, some selected Local Area Plans could ultimately rationalise some zone precincts.

Key observations based on the audit include the following:

- The clarity, consistency and effectiveness of the zone code drafting is generally well achieved, allowing clarity for the users of the zone codes.
- There is no substantive conflict or duplication between provisions (except some minor items), no unnecessary or redundant provisions, and generally good policy alignment between the Strategic Framework and the overall outcomes, performance outcomes and acceptable outcomes.
- The diagrams included within some zone codes are helpful for the user to understand the building envelope outcomes.
- In terms of the residential zone codes, some matters for consideration include the potential for inclusion of specific overall outcomes relating to subdivision, increased provisions for landscaping, further attention of phasing, whether further attention to quality design could result in infill development on smaller lots, whether plot ratio is a necessary assessment tool in the HDR zone, and whether specific uses should be explicitly resisted (via overall outcomes and performance outcomes) in residential zones.
- In terms of the Principal centre zone code, a key aspect is that overall outcomes, unlike for other centre zone codes, have not provided any outcomes related to the land use mix contemplated by the zone or land uses not contemplated by the zone. This may be worthy of consideration to guide land use outcomes.
- In terms of the centre zone codes generally, these aspects for consideration relate to inclusion of overall outcomes for the management of potential amenity impacts on residential uses (or expression about reduced amenity in centres, pending Council policy positions), consideration to communal open space outcomes (akin to residential zones), inclusion of landscape provisions, whether there should be explicit retail floor area thresholds written into the codes (per comments in the Strategic Framework and the Tables of Assessment), and whether explicit reference to preferred and non-preferred uses should be made.
- In terms of the recreation zone codes, environmental zone codes, industrial zone codes and other zone codes. Of note for the Community facilities zone code is to include provisions with respect to the use of the zone when a community facility ceases, as we have observed pressure on these zones (which serve an important planning function) in other local government areas. A range of observations for consideration are also identified in respect of the Rural zone code.
- There are a range of precincts within the Specialised Centre Zone which include a range of uses (for example, residential) that may more neatly align with other standard zones, such as the Mixed Use Zone.

7.2.8 Part 7 – Local Plans

There are no local plans in the current Planning Scheme, and this section has been retained to maintain alignment with the QPP which were in force at the time of initial preparation.

Should no additional local plans be pursued, then this section may be deleted and the scheme renumbered accordingly.

Alternatively, Council may consider adopting local plans for specific areas where there is a specific land use, built form, character or technical outcome desired. This would reduce the length of some zone codes, reduce reliance on specific and precise precincts, and provide a vehicle for a specific and detailed planning framework to guide development in important areas. Potential areas that may benefit from a local planning process (albeit not essential to ongoing scheme operation) would include the following.

- Parkhurst – The northern growth front may benefit from further integration and a local plan would assist in providing more detailed planning parameters that would strengthen Council oversight and provide additional certainty for applicants.
- Rockhampton CBD – The revitalization of the CBD has been a long term policy priority for Council. A local plan would provide a planning framework that could integrate the detailed urban design work that has recently been prepared, as well allocating specific land use preferences and requirements in the City frame which is currently frustrating redevelopment efforts. However, the zone code does currently work effectively.
- Gracemere – A local plan could assist in phasing of development outcomes in the industrial parts of Gracemere in order to prioritise and incentivise development, and also be used to manage the transition of historic residential land within the industrial area.
- Mount Morgan – Given the limited activity in Mount Morgan over an extended period of time, a local plan for the town could be used to try to reinvigorate development and investment interest (including in conjunction with targeted capital works / investments).

7.2.9 Part 8 – Overlays

The Planning Scheme incorporates twelve (12) overlays including:

- Acid sulfate soils overlay;
- Airport environs overlay;
- Biodiversity overlay;
- Bushfire hazard overlay;
- Character overlay;
- Coastal protection overlay;
- Extractive resources overlay;
- Flood hazard overlay
- Heritage places overlay;
- Special management area overlay;
- Steep land overlay; and
- Water resource catchments overlay.

The overlays generally work appropriately, with the following observations noted.

- It is noted that there are also a number of other overlay maps without a specific code and are either for information only or are referred to in zone codes as required. While somewhat unusual this approach operates appropriately within an e-plan environment where mapping is more easily accessible, and it assists user understanding. However, the use of overlay mapping elements without a code does potentially complicate aspects of the operation of the scheme by disaggregating information. There may be opportunity to aggregate some of the information overlays into a more typical map and code approach, particularly in relation to infrastructure and agricultural matters (from the list provided below), which would provide a simple structure to provide for protection and management of major infrastructure and utility land uses.

Those maps include:

- Agricultural Land Class

- Bicycle Network
- Coastal Management District
- Defined Storm Tide Event Level
- Mining Leases
- Regional Infrastructure Corridors
- Road Hierarchy
- Sewer Planning
- Transport Noise Corridors
- Water Supply
- There are aspects of the SPP mapping which have not been reflected in the scheme, as identified in **Section 8**, and this should be addressed in any planning scheme amendments.
- The clarity, consistency and effectiveness of the overlay code drafting is generally well achieved, allowing clarity for the users of the zone codes.
- There is no substantive conflict or duplication between provisions (except some minor items), no unnecessary or redundant provisions, and generally good policy alignment between the Strategic Framework and the overall outcomes, performance outcomes and acceptable outcomes.
- In respect of the Biodiversity overlay code, aspects for consideration include:
 - Potential opportunity to include provisions relating to maintaining appropriate tree protection zones (to be supported by diagram imagery);
 - Further detailed input from specialists will be necessary to determine the best practice approach to Biodiversity management;
 - Alignment to the current SPP mapping and provisions will need to progressively occur (refer to **Section 8**); and
 - Potential to adopt an offsets policy, as per the recommendations of the Council's Natural Environment Study.
- In respect of the Bushfire hazard overlay code:
 - The purpose of the Bushfire overlay code broadly demonstrates consistency and integration of the State Planning Policy. Notwithstanding, the SPP seeks to "avoid" risk in natural hazard areas (as demonstrated within State Interest – Natural Hazards, Risk and Resilience assessment benchmark 4 and 5). The wording within the Overlay Code could be updated (in parts) to be more effective and provide clear alignment with the intentions sought within the SPP.
 - In December 2019, DSDMIP released the 'natural hazards, risk and resilience –Bushfire – State Planning Policy – state interest guidance material'. The guidance material is provided to assist with the interpretation and application of the state interest policies and the assessment benchmarks contained in the SPP. The Guidance Material includes specific benchmark provisions in relation to the following key aspects (amongst others), which have not been incorporated within the Bushfire Hazard Overlay Code, including:
 - Creation of development footprint plans / building protection zones;
 - Specific provisions where creating lots of more than 2,000m²;
 - Specific provisions where creating of 2,000m² or less;
 - Specific provisions where creating more than 20 lots;
 - Specific provisions where planning provisions or conditions of approval require revegetation or rehabilitation.

- Further detailed input from specialists will be necessary to determine the best practice approach to the management of land subject to bushfire hazard.
- Alignment to the current SPP mapping and provisions will need to progressively occur (refer to **Section 8** and to alignment mapping in **Figure 5**).
- In respect of the Character overlay code, it is observed that there could be further areas that would benefit from inclusion within the overlay. The Residential Character Design Area, is extremely limited in terms of geographical extent. While the demolition control area is somewhat larger, this does not provide sufficient opportunity for sensitive redevelopment and modernization of character areas including streetscapes, outbuildings, and landscaping.

This would be a matter for further policy exploration. In terms of best practice / appeal observations, we note that there are regular appeals relating to character housing matters in Brisbane, in respect of demolition of character houses and unsympathetic design. Where character is important (as it is in Rockhampton), strength of conviction is important in the planning scheme provisions to reinforce the character being protected. Brisbane's character overlay codes represent the most comprehensive codified outcomes are present.
- In respect of the Coastal protection overlay code, refer to comments in **Section 8** of this report, noting that there is some SPP mapping misalignment (as shown in **Figure 7**).
- The Special Management Areas Overlay is an appropriate, and good practice, tool for managing the potential impacts of more intensive land uses. This has been a successful approach to land use management in other local government areas, and should be continued for Rockhampton.
- Overlay mapping is often derived from State mapping layers, which creates the circumstance whereby the State mapping can be updated and render the planning scheme mapping out of date. There are various alternate practices to address this issue – none of them are perfect – including making reference to the State mapping, adopting the State mapping and progressively making updates, and so forth. Our view is that a planning scheme has the most utility where it is a single resource, with the overlay mapping containing all relevant state layers (and there can be a note on the mapping and in the planning scheme to cross-check with current State mapping).

7.2.10 Part 9 – Development codes

Development codes provide assessment benchmarks relating to either specific uses, or that relate to common development matters.

The development codes for the Planning Scheme are generally appropriate and effective in providing clear and achievable assessment benchmarks, and operate well within a performance based planning framework.

Other observations include the following.

- There are only two (2) use codes for the planning scheme, which reflects the zone prioritised approach that has been pursued. Although no issues have been raised during internal or external engagement activities with this approach, there is opportunity to consider additional use codes for complex or high-impact development, or uses that span a range of zones, so that the regulatory framework provides detailed guidance on expected development outcomes. Such land uses might comprise renewable energy facilities (wind farms, solar farms, and more modest urban elements), service stations, fast food, child care centres and so forth.
- The clarity, consistency and effectiveness of the code drafting is generally well achieved, allowing clarity for the users of the zone codes.
- There is no substantive conflict or duplication between provisions (except some minor items), no unnecessary or redundant provisions, and generally good policy alignment between the Strategic Framework and the overall outcomes, performance outcomes and acceptable outcomes.
- The codes could benefit from graphics in some instances, to assist user understanding (e.g. within the Telecommunications facilities and utilities code, and Advertising devices code).

- The preparation of design guidelines that relate to more intensive uses or Centre localities may be of some utility in terms of providing general principles and approaches. These could potentially live in a PSP and be referenced as required in the development codes.
- The landscape code and associated PSP would benefit from the preparation of landscape and streetscaping guidelines for the region, which can operate as a PSP and be called up as required in the relevant development codes. Currently the PSP provides for pragmatic delivery aspects, and we believe that content about the desired streetscape and landscape outcomes would be beneficial in terms of achieving improved liveability and reducing heat island effects. Further, the landscape code would benefit from ongoing updates to significant vegetation lists (perhaps also sitting separately to the planning scheme for ease of updating), and with greater protections in the planning scheme zone codes for locally significant vegetation (as defined by the PSP).
- The Telecommunications facilities and utilities code would benefit from some contemporary review, to ensure that the appropriate balance between the community expectations (relating to amenity, visual impact and other aspects) and operational requirements is achieved.
- In terms of managing regulatory burden through the planning scheme, one option for dealing with advertising devices is through a local law. Some local governments adopt this approach (such as Brisbane City Council), and it is simply a matter of preference for each local government. Regardless, we encourage Council to consider ongoing reflection of advertising outcomes, to ensure a local setting that is not cluttered by advertising devices (to the detriment of the landscape and built character).
- Aspects of the other development codes will be subject of technical inputs from specialist stakeholders (e.g. engineers).

7.2.11 Part 10 – Other plans

Part 10 of the Planning Scheme identifies where other planning frameworks are in operation that override the Planning Scheme and provide for an alternative planning and approval process. The Rockhampton Regional Council includes three (3) areas where alternative planning frameworks are in place for the following locations.

- Stanwell – Gladstone infrastructure corridor state development area (SDA).
- Central Queensland University Rockhampton Priority Development Area (PDA).
- Port Alma Land Use Plan (under the Transport Infrastructure Act).

The section provides detail on the specific areas, and provides links to the relevant plan and mapping. Currently, only the section that relates to the SDA clearly states that applications and approvals are the responsibility of another entity. It would be beneficial for each section to include a separate statement that development within each of these areas is beyond the jurisdiction of Council, and clarify to users which State department or unit should be approached in relation to approvals for development within these areas.

7.2.12 Schedules 1 and 2 – Definitions and mapping

The Planning Scheme must use the definitions as provided for in the regulated requirements. Where required additional administrative definitions may be employed, however they must not operate to alter the purpose or effect of the definitions in the regulated requirements.

Planning Scheme mapping should be cadastrally based, including any strategic framework mapping where elements are called upon in an assessment benchmark.

7.2.13 Schedule 3 – LGIP mapping and tables

This section should include all the relevant supporting material for the LGIP. The Minister's Guidelines and Rules provides details of the required information and mapping elements.

7.2.14 Schedule 4 – Notations under the Planning Act

This section should be periodically updated to include all decisions which affect the operation of the Planning Scheme. It is acknowledged that this list will always be changing and is a point in time list, however the preparation of a new or amended Planning Scheme provides opportunity to bring all notations up to date.

7.2.15 Schedule 5 – Designation of premises for development infrastructure

This section should be periodically updated to include all Ministerial Infrastructure Designations. It is acknowledged that this list will always be changing and is a point in time list, however the preparation of a new scheme provides opportunity to bring all notations up to date.

7.2.16 Schedule 6 – Planning Scheme Policies

Planning scheme policies (PSPs) support the planning scheme and provide information to assist in understanding and complying with planning scheme requirements (in particular, codes) and to identify information that may be required or requested to accompany a development application.

The current planning scheme has a comprehensive suite of PSPs. The PSPs operate generally appropriately, however in some circumstances are relatively simple and generic.

It is recommended that all PSPs be reviewed to refer to contemporary standards and best practice approaches relating to their respective technical matters (noting that there is specific subject matters expertise required in reviewing a number of the policies, for example engineering, ecological, traffic engineer, scenic amenity, landscape and other expert inputs would be warranted).

Specific review has been completed in respect of the planning-oriented studies, as follows.

- **Structure Planning PSP** – The PSP provides guidance to preparing a structure plan, to be used in certain circumstances. The general approach and content of the PSP, whilst concise, is sound. It attends to most of the key factors for structure planning a development outcome within a broader context, and notably provides stronger focus on alignment to infrastructure than many other comparable PSPs (the absence of such reference in others has resulted in unintended consequences for development and infrastructure alignment in some local governments). A critical factor that would warrant further specific focus in the PSP is the staging and sequencing of development of the locality, not just of the development itself. This is not currently clearly expressed, and is a major aspect for Council in rolling out ordered, logical and cost-effective development and infrastructure, particularly in the absence of specific local plans. Additional content could be drafted to specifically guide how Council would anticipate locality-based phasing of development and infrastructure. There are no particularly successful examples of other local government PSPs that pursue this approach (as local plans are often used in growth fronts), however there is potential for Rockhampton Regional Council to attend to content specific to its current and future growth front expectations.
- **Advertising Devices PSP** – The PSP has a specific purpose for calculating face sign area and other administrative aspects associated with the Advertising devices code. It is suggested that additional content could be included to identify the signage types stated in the Advertising devices code, including images. Examples of this approach are in the Moreton Bay City advertising devices PSP, and the Brisbane City Advertising Local Law.
- **Scenic Amenity PSP** – The PSP provides a structure for preparing scenic amenity assessments, which appears logical but would also benefit from specific commentary from a visual amenity expert. There are three specific unmapped scenic amenity areas that are identified, and it will be a matter for ongoing Council consideration as to whether additional scenic amenity values ought to be captured (including more precise local features, urban features or views, and so forth).

Additional PSPs may be considered to relate to the following matters to provide greater clarity for scheme users and more clearly define Council's land use and development intents:

- **Urban Design PSP** – setting out urban design principles (potentially for each urban area or similar geographical localities) for built form and subdivision design, including guidance on preparing site context and urban design reports;

- Landscape and Streetscape PSP – setting out landscaping and streetscaping principles and guidelines to provide for a consistent, coherent and attractive landscape environment.

8. State Planning Alignment

8.1 State Planning Policy

In preparing a planning scheme, the Planning Act requires that a planning scheme integrate and coordinate the matters of State interest as set out in the State Planning Policy (SPP). The current SPP commenced in 2017, and although the planning scheme commenced in 2015 it nominates the seventeen (17) State interests from the 2017 SPP as being reflected in the planning scheme. The actual date and version of the SPP that is reflected is not specified.

This section provides an overarching review of the seventeen (17) State interests, and identifies where amendments may be made to appropriately reflect and/or improve the integration of the relevant State interests into the planning scheme.

Each SPP theme has been assessed as either:

- Appropriately Integrated – the planning scheme reflects the element, with opportunity for improvements and refinements identified and only minimal corrections (i.e. new/revised mapping or terminology required);
- Substantially Integrated – the planning scheme reflects the element, with opportunity for improvement and refinements, requirement for revised or new studies and information base, and more substantive corrections to mapping and policy gaps;
- Partially Integrated – the planning scheme has a simple integration of the element and requires more significant improvement in relation to preparation of a more comprehensive information base and/or additional regulatory detail.

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
Housing supply and diversity	<p>Substantially Integrated</p> <p>The State interest relates to the planning scheme facilitating the delivery of diverse, accessible and well-serviced housing in areas that are accessible and well-connected to services, employment, and infrastructure.</p> <p>The planning scheme broadly reflects this State interest in that:</p> <ul style="list-style-type: none"> • The strategic framework identifies urban, new urban and future urban areas and includes specific outcomes that seek to deliver diverse and adaptable housing types in existing well located areas; • Provides for sufficient urban land to cater for projected growth out to 2031; • Includes residential zones that cater for a range of dwelling types and options; • Includes centre zones that allow for mixed use outcomes, including residential outcomes at increased densities; and • Calibrates levels of assessment so that simple residential development has a relatively low level of assessment where in an appropriate zone and not subject to hazards or constraints. <p>It is noted that while the planning scheme is generally facilitative of diverse housing types, the uptake has been relatively low</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>across the region. While there have been some positive housing diversity outcomes delivered, particularly for higher density housing where close to the residential amenity afforded by the CBD and Fitzroy River, other housing diversity (such as lower scale townhouses, apartments, and so forth) have been subject of a lesser level of delivery (refer to Figure 4).</p> <p>The Integrating State Interests in a Planning Scheme guideline notes that:</p> <p><i>In local government areas which have at least one urbanised area with a population greater than 10,000, there is a need to appropriately plan for residential growth and deliver housing choice, diversity and affordability that meets the current and future needs and emerging trends of the local government area.</i></p> <p>This is typically through the preparation of a ‘Housing Strategy’, which includes a land supply analysis and a housing needs assessment. It is noted that the demographic and housing studies used to inform the planning scheme are now somewhat dated, and a contemporary analysis of actual housing need and demand would be beneficial in the preparation of the planning scheme and maintaining ongoing alignment with the SPP.</p> <p>Recommendation:</p> <p>1. Preparation of a Housing Strategy, with particular focus on affordable and social housing types to align with the contemporary focus of the SPP.</p>
Liveable communities	<p>Substantially Integrated</p> <p>The State interest relates to the delivery of high quality urban places that promote attractive, adaptable, sustainable and functional communities.</p> <p>The planning scheme aligns with some of the State interest elements, and in particular:</p> <ul style="list-style-type: none"> • Provides for a mix of land uses through zoning that meet diverse demographic and economic needs; • Provides for higher density development in and around centres that are accessible and support employment and social activities; and • Incorporates open space and social and community infrastructure that supports vibrant communities. <p>However, overall the planning scheme would benefit from some additional detail and guidance in relation to contemporary sustainable urban design (particularly outside the CBD which has been subject to multiple urban design and renewal projects, including a number that have been successfully implemented), subdivision design, and streetscaping and landscaping outcomes. It is noted that some relatively recent subdivisions in Gracemere do not exhibit best practice neighbourhood and street layouts, and</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>while the northern growth front of Parkhurst is generally attractive there is potential benefit in having clear and consistent design guidance or regulatory controls to ensure development delivers high quality and locally responsive urban areas (including landscaping, per comments in section 7 of this report).</p> <p>Recommendation:</p> <ol style="list-style-type: none"> 1. Review the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements; 2. Consider preparation of an Urban Design Study (built form and streetscaping) including preparation of design principles and guidelines for various localities to inform either the planning scheme or operate as a Planning Scheme Policy; 3. Review the Landscaping Code and associated landscaping policy to align with the outcomes of the Urban Design Study (which would ideally incorporate analysis and identification of streetscaping outcomes). Street trees are critical to liveability and colling the urban environment.
Agriculture	<p>Appropriately Integrated</p> <p>The State interest in agriculture relates to protecting high quality agricultural land for productive rural activities.</p> <p>The planning scheme aligns well with the State interest, and in particular:</p> <ul style="list-style-type: none"> Identifies and maps a specified intensive horticulture precinct in the strategic framework; Supports growth of an aquaculture industry; Identifies ALC Class A and Class B land as a single consolidated layer in overlay mapping and includes specific outcomes in the strategic framework and Rural zone code relating to the use and protection of these areas. <p>It is noted that the planning scheme does not have a specific Agricultural land overlay code to support the strategic framework outcomes and mapping, with the Rural zone code referring as required to the overlay mapping. In this regard, the overlay mapping is identified as being for 'information only', however the overlay mapping that identifies ALC Class A and B is referred to in the Rural zone code. This approach is generally appropriate, however does have some limitations particularly in terms of managing the interface between urban and rural land where 'reverse amenity' situations arise.</p> <p>While the Rural zone code is broadly consistent with the SPP requirements, in relation of intensive rural industries and</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>associated rural industry infrastructure it refers to a now superseded SPP guideline.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review and update the Rural zone code to reflect the SPP requirements for separation of incompatible uses, guidance on lot layout to maintain separation and buffering, and management and location of on-site infrastructure to support rural industry (having regard to contemporary SPP guidelines). 2. Review overlay mapping to clearly identify ALC Class A and Class B land as separate areas.
Development and construction	<p>Substantially Integrated</p> <p>The State interest in Development and Construction relates to ensuring a sufficient supply of suitable land for urban purposes is maintained, and it is able to be efficiently supplied by supporting infrastructure.</p> <p>The planning scheme generally aligns with this State interest in that it identifies a long-term settlement pattern through the strategic framework and the zoning allocation, and incorporates an LGIP which aligns land use and infrastructure provision. Further, the planning scheme identifies on strategic framework mapping:</p> <ul style="list-style-type: none"> • The CQ University PDA and maintains appropriate zoning in the surrounding area to support urban outcomes on the PDA site; and • The Stanwell to Gladstone Infrastructure Corridor SDA. <p>While the SDA is identified in the strategic framework, it is noted that there is no overlay map or code that relates to linear infrastructure, and other zone codes do not include any specific reference to separation and protection from this corridor.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Preparation of a contemporary Housing Strategy, with particular focus on projected population, employment and settlement patterns. 2. Update LGIP to align with contemporary demographic and employment projections. 3. Review relevant zone codes (primarily Rural zone) and include references to appropriate separation and protection of the Stanwell to Gladstone Corridor SDA.
Mining and extractive resources	<p>Appropriately Integrated</p> <p>The State interest relates to the protection of mineral, coal, petroleum and gas resources to support the productive use of resources and avoid land use conflicts.</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>The planning scheme identifies all Key Resource Areas (KRAs) and associated separation areas and haulage routes and appropriately reflects the State interest.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review the Extractive resources overlay code and include further guidance relating to protection of transport routes (particularly in relation to existing urban areas). 2. Review the Extractive resources overlay mapping for ease of use (particularly the symbology and shading which are difficult to read).
Tourism	<p>Appropriately Integrated</p> <p>The State interest relates to the identification and support of areas for tourism development through appropriate zoning, provision of infrastructure, and protection of the natural value or asset that underpins the tourism opportunity.</p> <p>The planning scheme broadly reflects the State interest through identification of Tourism and Ecotourism sites within the strategic framework, as well as including specific outcomes relating to broad support of tourism industries and opportunities. However, the strategic framework does not specifically talk to the mapped tourism sites, and it is unclear as to the policy position and development intention for these sites. It is further unclear as to how other tourism opportunities that rely on the region's natural advantages (such as agri-tourism, fishing, heritage trails etc) may be supported or developed over time.</p> <p>However, there is limited detailed guidance or reference to tourism uses in the zone codes.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review zone codes and include references to support of tourism uses, locational attributes and potential incompatibilities as required. 2. Review strategic framework and include specific details of the mapped tourism and ecotourism sites. 3. Consider whether the use of the available Tourism zone may be appropriate for specific tourism sites such as (but not limited to) the Mount Morgan mine site. <p>Whilst not a specific planning scheme action, ongoing interaction with the relevant tourism authorities is encouraged to appropriately capture tourism outcomes and goals within the strategic planning direction.</p>
Biodiversity	Substantially Integrated

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>The State interest relates to the identification, protection and enhancement of matters of environmental significance.</p> <p>The planning scheme generally aligns with the State interest, in that it identifies and maps Matters of State Environmental Significance (MSES), as well as Matters of Local Environmental Significance (MLES) further categorised as MLES (High) and MLES (General). In conjunction with the incorporation of a Biodiversity overlay code, the planning scheme appropriately implements the development approach of avoid, minimise, offset. Based on our comparative review of current Biodiversity SPP mapping, we note that there are some elements that are required to be mapped that are not (for example the MSES – Declared fish habitat area in the Fitzroy River), and it also appears that a number of MSES elements have been consolidated into a single layer which makes it difficult to clearly identify what aspects have been included. It would be beneficial to review the mapping approach taken to ensure that all mandatory elements are separately identified to clearly show alignment with the SPP.</p> <p>The SPP guidance notes that assessment benchmarks may include requirements for ecological assessments to be carried out to demonstrate compliance with and requirement for vegetation clearing. It is noted that no such reference to this is included in the current code in relation to vegetation clearing.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> Review latest SPP mapping and ensure the planning scheme overlay remains up to date. It is noted that the SPP guidance (refer to Section 8.2.2) now requires that a planning scheme must include the following mapping elements where relevant: <ul style="list-style-type: none"> MSES – Protected areas (estate) MSES – Protected areas (nature refuge) MSES – Marine park MSES – Declared fish habitat area MSES – Strategic environmental areas (designated precinct) MSES – High ecological significance wetlands MSES – Legally secured offset area (offset register) Review the Biodiversity overlay code and consider drafting approach, potentially including a separate PO/AO that requires no clearing of MSES or MLES (High). Consider inclusion of offsets for MLES and preparation of a local offsets policy to further strengthen ability to protect and manage vegetation clearing in urban areas (if desired, otherwise State offsets policy will apply).

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>4. Consider inclusion of footnotes requiring submission of a vegetation management plan/ecological assessment to demonstrate achievement of PO1 and PO2 of the Biodiversity overlay code.</p>
Coastal environment	<p>Substantially Integrated</p> <p>This state interest aims to regulate development in the coastal environment and protect coastal resources, processes and landforms in the coastal management district. It is noted that this interest is distinct from the State interest relating to coastal hazards.</p> <p>The planning scheme generally achieves the State interest through appropriate mapping of the erosion prone area, and provisions in the strategic framework and coastal protection overlay code relating to facilitating coastal-dependent development and protection of coastal landforms, processes, and hydrological processes.</p> <p>However, it is noted that the SPP guidance (refer to Section 9.2.2) requires that the Coastal Management District must be identified in the planning scheme mapping. Currently this element is not mapped (the SPP mapping relates to areas adjacent to the Fitzroy River) – refer to Figure 7.</p> <p>Recommendation:</p> <ol style="list-style-type: none"> Review coastal overlay mapping and update to include the Coastal Management District and ensure all other layers remain up to date.
Cultural heritage	<p>Partially Integrated</p> <p>This State interest relates to conservation of cultural heritage including:</p> <ul style="list-style-type: none"> Aboriginal and Torres Strait Islander cultural heritage; World and national cultural heritage; and State cultural heritage. <p>The planning scheme generally aligns with the State interest. In particular, the planning scheme includes a Heritage overlay and code which identifies sites of State and local cultural heritage. These are primarily sites and locations where the built form has some heritage significance or character significance. The Heritage overlay code is relatively simple and primarily relates to demolition controls, however there are limited provisions relating to re-use or re-development of local heritage places.</p> <p>It is noted that Rockhampton has quite extensive residential areas where the built form character retains the classic Queensland timber and tin typology. Only small parts of these areas are included in the Heritage overlay mapping and code. There is</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>opportunity for more extensive areas to be included in either a heritage or character area.</p> <p>The commencement of the Planning Act and the new SPP also place greater emphasis on Aboriginal and Torres Strait Islander Cultural Heritage. While the scheme does make some reference to traditional owners and cultural heritage significance in the strategic framework, more extensive engagement with traditional owners should be undertaken and opportunities for exploring how indigenous cultural heritage can be incorporated into the scheme would improve alignment with the SPP.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review local heritage register and update mapping as required. 2. Consider undertaking a study to identify Character Areas and appropriate heritage and design guides that may inform a character area overlay and code. 3. Undertake engagement with local indigenous parties and traditional owners to explore ways of implementing indigenous cultural heritage aspects into the planning scheme. Guidance for this process is provided in the guideline ‘Advancing Aboriginal and Torres Strait Islander interests in land use planning’. 4. Potentially prepare a First Nations Strategy to inform the planning scheme.
Water quality	<p>Substantially Integrated</p> <p>The State interest relates to the protection of environmental values of Queensland waters, as well as ensuring development within water supply catchments and buffers protects the quality and reliability of water supply values.</p> <p>In relation to water quality objectives, the planning scheme includes assessment benchmarks in the Stormwater management code which relate to the protection of environmental values and management of ASS and off-site sediment transport which is broadly in line with the State interest. It is noted that the code refers to a now superseded SPP guideline to provide detail on technical objectives and management approaches.</p> <p>While there are no water resource catchments mapped in the DAMS mapping system, the planning scheme identifies a water resource catchment overlay through mapping and a specific code. The code is relatively simple and does not include any technical requirements of water quality objectives. The current SPP guidance notes that there are a range of specific water quality guidelines and planning scheme approaches that should be implemented to meet the State interest.</p> <p>Recommendations:</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<ol style="list-style-type: none"> 1. Review e-plan and revise the location of the Water resource catchment overlay mapping into the overlay section (currently identified as an information overlay only). 2. Review Stormwater management code and revise references to water quality objective guidelines (or prepare locally appropriate objectives). 3. Review Water resource catchments overlay code and update to include water quality objectives. Guidance on WQOs is provided in Section 11.1.3 of the guideline 'Integrating State Interests In A Planning Scheme'. 4. Review Tables of Assessment to ensure that high risk development identified in Section 11.1.3 of the guideline 'Integrating State Interests In A Planning Scheme' is appropriately reflected.
Emissions and hazardous activities	<p>Substantially Integrated</p> <p>The State interest relates to:</p> <ul style="list-style-type: none"> Protecting the natural and built environment from potential adverse effect of acid sulfate soils; Protecting major sport, recreation and entertainment facilities from encroachment; Protecting industrial development and specialist uses from encroachment; The consideration of strategic corridors for gas pipelines and for industrial land within an SDA; and Protecting identified existing and approved land uses or areas from encroachment. <p>The planning scheme generally aligns with and reflects the State interest. In particular, the planning scheme:</p> <ul style="list-style-type: none"> Includes strategic outcomes and specific outcomes that relate to the protection of major sporting facilities, utilities and industrial areas from encroachment; Adopts a zoning approach and settlement pattern that generally locates potentially hazardous or high emissions uses (such as industry or landfill) away from sensitive uses; and Incorporates ASS mapping and overlay codes that appropriately identify and manage ASS impacts. <p>The Stanwell to Gladstone Infrastructure Corridor SDA is noted in the strategic framework and identified in Part 10 of the scheme. While the SDA is identified, it is observed that there is no overlay map or code provisions that relates to linear infrastructure, and</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>zone codes do not include any specific reference to provide for separation from and protection of this corridor.</p> <p>It is also noted that while the industry zone codes include overall outcomes relating to providing appropriate separation, there are specified distances only in the Medium impact industry zone code. The guideline 'Integrating State Interests In A Planning Scheme' provides for default separation distances that may be used to ensure that appropriate buffers are in place for greenfield/undeveloped industrial locations.</p> <p>The State interest guideline also requires that High pressure gas pipelines are mapped in the planning scheme. Based on review of current SPP IMS mapping, the total network of High pressure gas pipelines is not mapped in the current planning scheme.</p> <p>It is understood that there may be a future SDA for the Bajool Explosive Reserve and the Gracemere Industrial Area. If declared, these should be reflected in the Planning Scheme.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review relevant zone codes (primarily Rural zone) and include references to appropriate separation and protection of the Stanwell to Gladstone Corridor SDA. 2. Consider inclusion of separation distances into industry zone codes to reflect the default distances in the State interest guideline (section 12.1.2.1). 3. Review and update planning scheme mapping to identify all High pressure gas pipelines.
Natural hazards, risk and resilience	<p>Substantially Integrated</p> <p>This state interest relates to identifying, avoiding or mitigating the risks associated with coastal hazards, bushfire, flooding and landslide.</p> <p>The planning scheme generally reflects the State interest. In particular:</p> <ul style="list-style-type: none"> • Significant flood studies have been undertaken for high risk parts of the region (and are ongoing) to inform the flood mapping and associated overlay code within the planning scheme; • Overlay mapping identifying land subject to bushfire hazard, coastal hazard and steep land is included within the planning scheme; • The strategic framework clearly articulates the intention to avoid and mitigate exposure to the potential hazards, particularly for sensitive land uses; and • Risk based overlay codes have been prepared that take a graduated approach to the type and level of risk and how it can be managed for various development types.

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>The guideline 'Integrating State Interests In A Planning Scheme' requires that the Coastal Management District be mapped in local planning schemes, and also suggests that a Coastal Hazard Adaptation Strategy may be warranted where there a high exposure of urban areas to the hazard. In the Rockhampton context the majority of the coastal hazard area is in the eastern rural parts of the region, however given the high prevalence of flooding and the interaction between flood hazard and coastal processes a CHAS may assist in targeting mitigation efforts.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Consider the preparation of a Coastal Hazard Adaptation Strategy (CHAS) to inform planning scheme approach to coastal hazard and flooding hazard. 2. Include the Coastal Management District in overlay mapping. 3. Continue with ongoing flood studies to further refine understanding of flood behaviour in urban areas.
Energy and water supply	<p>Partially Integrated</p> <p>The State interest relates to identification and protection of major electricity and water supply infrastructure.</p> <p>The current scheme identifies and maps the Stanwell Water Channel (owned and operated by Sunwater), as well as the major electricity transmission and distribution networks for the region. These maps are Information Only overlays, and based on our review there are no specific references or provisions within the planning scheme that seek to protect or manage this infrastructure. The strategic framework does include an 'Infrastructure and services theme', however the provisions included may carry limited weight and would only apply to development that was impact assessable.</p> <p>As such, the alignment of the planning scheme with this state interest is marginal, and there is opportunity to improve.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Update the strategic framework to include more detail on the protection, separation, buffering and land use intents relating to major water and electricity infrastructure. 2. Consider including a new overlay map and code that specifically relates to utilities and infrastructure. This can be based on the existing Telecommunications and utilities code, and focus on how potential encroachment of utilities and corridors is managed. 3. Review and update the scheme to better respond to Renewable energy opportunities, and provide greater

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>guidance on suitable locations and matters for consideration.</p>
Infrastructure integration	<p>Appropriately Integrated</p> <p>This State interest relates to the alignment and integration of land use and infrastructure planning.</p> <p>The current planning scheme generally aligns with this State interest. The major growth front for the region is in the Parkhurst locality to the north of Rockhampton, and the LGIP includes PFTI that can service the projected levels of development.</p> <p>Infill development has also been considered in the LGIP, and the trunk infrastructure network has been planned to accommodate projected overall growth. The planning scheme has been calibrated to facilitate greater density over time, and this will assist in achieving an efficient use of existing infrastructure and services.</p> <p>There is some concern about the interface between Rockhampton Regional Council and the Livingstone Shire Council on the northern boundary, particularly in relation to infrastructure delivery and timing due to major urban growth in Livingstone impacting on the function and operation of trunk infrastructure in Rockhampton. This is not a consequence of Rockhampton Regional Council's land use or infrastructure planning, but is a consequence of Livingstone Shire Council's approach, and would benefit from cross-border engagement and/or State level support together with some consideration within the Rockhampton LGIP for external demand generated by the Livingstone Shire outcomes.</p> <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Consider preparing Council led structure plans for the Parkhurst growth area to further sequence urban growth and infrastructure delivery. 2. In reviewing the LGIP ensure that external demand is factored in and infrastructure timing and capacity designed accordingly.
Transport infrastructure	<p>Appropriately Integrated</p> <p>The State interest relates to the protection and management of the State road and rail network to maintain a safe and efficient network.</p> <p>The planning scheme generally aligns with the State interest, and includes the appropriate mapping of State networks and transport noise corridor information as required by the SPP.</p> <p>It is noted that:</p> <ul style="list-style-type: none"> The strategic framework provisions for the transport network are simple and somewhat generic (i.e. some precision could otherwise be provided to specific aspects of the road

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>network, together with elements that provide a level of protection to Council in statutory assessment and appeals in terms of the safety and efficiency of the network); and</p> <ul style="list-style-type: none"> Provisions in the Reconfiguring a lot code relating to street design and layout do not comprehensively address permeability, legibility, and efficiency in terms of connections with the broader State controlled network. <p>Recommendations:</p> <ol style="list-style-type: none"> Review zoning around the ring road to ensure appropriate land uses are facilitated, and zone codes appropriately address access to the State road. Review and expand on the strategic framework approach to infrastructure in terms of protection and maintenance of a safe and efficient road network. Review the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements. This may also include a supporting Planning Scheme Policy.
Strategic airports and aviation facilities	<p>Appropriately Integrated</p> <p>The State interest relates to the protection of the safe and efficient operation of strategic airports.</p> <p>The planning scheme aligns well with the State interest, and includes overlay mapping and codes that relate to the airport OLS, wildlife hazards, light hazards, public safety areas and noise contours.</p> <p>It is noted that in relation to light hazards, the guideline ‘Integrating State Interests In A Planning Scheme’ includes additional provisions that relate to light intensity within the specified zones.</p> <p>Recommendation:</p> <ol style="list-style-type: none"> Review and update Airport environs overlay code to include light intensity provisions from the guideline ‘Integrating State Interests In A Planning Scheme’ (section 17.1.3.3).
Strategic ports	<p>Appropriately Integrated</p> <p>The State interest relates to the identification of strategic and priority ports and protection of the port from encroachment and development that may limit efficient operation.</p> <p>Only a small part of the Port of Gladstone is located within the Rockhampton LGA. The Port is mapped in the strategic framework mapping, as well as being included in the Special</p>

STATE PLANNING POLICY INTEREST THEME	REVIEW COMMENTS
	<p>purpose zone of the zone mapping and identified by symbology as being strategic port land.</p> <p>The surrounding land is primarily zoned for Rural purposes, which is broadly compatible with the intent for the port.</p> <p>While the planning scheme is generally aligned with the State interest, it is noted that:</p> <ul style="list-style-type: none"> • The strategic framework provisions for the Port are simple and generic, and whilst this is broadly acceptable given the limited intrusion of the port into the local government area, it would be worthwhile broadening the provisions to provide some detail on the ports scale and potential for integration across the local government areas; and • There is little consideration in the strategic framework about the transport network that connects the port to the road and rail system. <p>Recommendations:</p> <ol style="list-style-type: none"> 1. Review and update strategic framework infrastructure themes to better elucidate the function and opportunity of the port, including the supporting infrastructure and its protection and maintenance. 2. Consider including additional notes in the Tables of Assessment for the Special purpose zone that development within the Strategic Port will be subject to the port ILUP.

8.2 Planning Regulation 2017 and recent changes

The *Planning Regulation 2017* (the Regulations) is the subordinate legislation that supports the implementation of the *Planning Act 2016*. The Regulations identify a range of operational and implementation measures that seek to deliver the outcomes of the Planning Act through (amongst other things) identifying prohibited development, identifying the assessment manager, identifying referral agencies, and identifying development that a planning scheme does not have jurisdiction over. The Regulations override the Planning Scheme to the degree of any inconsistency, and provide a State wide mechanism for addressing operational planning matters.

Changes to the Regulations are made as required to address particular planning matters. This section provides a review of recent changes to the Regulation and the implications for the Planning Scheme.

8.2.1 Changes to secondary dwellings

As a common approach, many Planning Schemes have included provisions relating to secondary dwellings that require the occupants of the secondary dwelling to be in a familial relationship. The intent was based on the assumption (and intention) that very small dwellings, often attached to the primary dwelling, were generally used by either young or ageing members of the same family (i.e. granny flats or fonzie flats), and that regulating provision would minimise unwanted and un-planned densification of low density urban areas that may have amenity, character, and infrastructure capacity implications.

To provide people with more access to housing options, restrictions on who can live in secondary dwellings will no longer apply and the Regulation removes the restriction of how members of a household live together. This recognises that the relationships of occupants in a dwelling and how they interact with one another should not be considered in a planning assessment of how land is used.

The Planning Scheme currently does not include any provisions that requires occupants of a secondary dwelling to be members of the same household that occupy the dwelling house (noting that the Dwelling House definition refers to 1 dwelling for a single household, and a secondary dwelling, without attachment of that secondary dwelling to that single household), and as such is consistent with the Regulation. However, greater clarification could be provided to the current definition to ensure clarity of consistency with the Regulation.

A broader consequence arising from this change to the Regulations is whether the effect of primary / secondary dwellings with different households is now similar to a dual occupancy outcome. That is effectively moot in Rockhampton, where dual occupancies are broadly accepted with limited regulation (ASTR) within the residential zones.

8.2.2 Changes to emergency housing regulations and infrastructure designation pathway for social and affordable housing

These amendments allow the State or a local government to deliver emergency housing in response to an event (as defined under the *Disaster Management Act 2003*) without seeking a material change of use approval through the development assessment process. It also allows the use of the infrastructure designation pathway for development of social and affordable housing by a community housing provider or under a State funded program.

The emergency housing cannot be provided on land in a flood, bushfire or landslide hazard area identified in any State or local planning instrument, such as the State Planning Policy Interactive Mapping System or a local planning scheme. The changes also do not affect the need for approval where the development may impact on a State interest such as requiring the removal of protected vegetation or development on a Queensland heritage place. In these cases, approval for the use may still be required.

In relation to social and affordable housing, the changes to the Planning Regulation allow the infrastructure designation pathway to be used for social or affordable housing where it is carried out by a community housing provider or under a State funded program.

The operation of the Regulation overrides the operation and jurisdiction of the Planning Scheme in both of these circumstances, and as such no particular changes to the Planning Scheme are required. Council may consider noting these additional pathways in the relevant scheme section to provide information to applicants.

8.2.3 Changes to regulation of rooming accommodation, dwellings houses and zone purpose statements

8.2.3.1 Rooming accommodation

Rooming accommodation is residential accommodation where each resident can only occupy one or more rooms on the premises as agreed, rather than the whole premises. Other rooms within the premises, facilities, furniture, or equipment outside of the residents' rooms are shared with the other residents at the premises. Rooming accommodations may also include a manager's residence, an office, or facilities to provide food or other services to residents as subordinate uses to the premises. These uses are required to only service the residents of the rooming accommodation.

The changes to the Planning Regulation will allow for small-scale rooming accommodation uses to not require planning approval from the local government in lower density residential zones (including general residential zone, low density residential zone and low-medium residential zone), where certain requirements can be met such as a limit on the number of rooms (5 rooms maximum), limits on extent of building work (minor building work only), no access to State roads and not being subject to hazard overlays..

Currently, the planning scheme makes all Rooming accommodation Impact assessable development in the Low-density residential zone, and makes Rooming accommodation Code or Impact

Assessable in the Low medium density residential zone which is contrary to the Regulation. As part of any new planning scheme, the levels of assessment for rooming accommodation should be made consistent with the Regulation.

8.2.3.2 Low density and low-medium density residential zones

The changes to the Planning Regulation update the zone purpose statements for the low density residential zone and low-medium density residential zone. The purpose of this change is to provide a consistent position on the types of housing expected in these zones. The changes to the Planning Regulation clarify that all low density residential built forms are supported in the low density residential zone and all low to medium density dwelling types are supported in the low-medium density residential zones.

Currently, the Planning Scheme does not incorporate the regulated requirement zone purpose statements for either the Low density residential zone or the Low-medium density residential zone, and adopts a bespoke purpose statement for each (which was allowed for under the alignment amendment process as the scheme's were translated over time to the new Planning Act).

While the Low density residential zone and the Low-medium density residential zone do provide broad support for a mix of low-medium density development where it maintains appropriate character and amenity, they are inconsistent with the Regulation. It would be necessary to adopt the amended zone purpose statements for the Low-density residential zone and Low-medium density residential zone to achieve strict compliance, notwithstanding that the Regulation will override the operation of the scheme to the extent of any non-compliance.

8.2.3.3 Dwelling houses in the high density and medium density residential zones

The changes to the Planning Regulation allow local governments to require a planning approval for dwelling house developments in the high density residential zone and medium density residential zone, if local governments choose to do so.

The purpose of the high density residential zone is to mainly provide for high density multiple dwellings. The purpose of the medium density residential zone is to mainly provide for medium density multiple dwellings. Development of lower density dwelling types in the high density residential zone and medium density residential zone may therefore require a planning approval be obtained from the local government.

Currently, a Dwelling house is Accepted Development within the High-density residential zone. Council may consider whether a policy position to limit such development is warranted in certain locations to retain well located land for higher density housing options.

8.2.3.4 Changes to how overlays apply

The changes to the Planning Regulation clarify which overlays in local government planning schemes can be applied to require planning approval for dwelling houses and rooming accommodation uses in lower density residential areas.

Prior to the changes, where any overlay applied to a premises, local government could require a planning application for a dwelling house.

The changes are intended to refine the circumstances where an overlay can require planning approval for dwelling houses and rooming accommodation in lower density residential zones. In general terms, dwelling houses cannot be made assessable development where:

- no 'relevant overlays' apply to the premises;
- only an overlay about bushfire hazard applies and the lot is less than 2,000m²; or
- a relevant overlay applies and does not result in the MCU becoming assessable development.

'Relevant overlays' are defined as being overlays relating to:

- bush fire hazards, coastal hazards, flood hazards or landslide hazards;

- safety hazards arising from historic mining activities, including, for example, mining subsidence and mining contamination;
- an overlay, or part of an overlay, that includes an overlay code and is about—
 - i. development of a local heritage place; or
 - ii. development in a place with traditional building character; or
 - iii. the protection of areas of natural, environmental or ecological significance, including the protection of the biodiversity, significant animals and plants, wetlands and waterways of such areas; or
 - iv. development within an area identified on a map titled 'ANEF' on the State Planning Policy Interactive Mapping System.

Having regard to the current Planning Scheme, only the Steep land overlay makes an otherwise Accepted dwelling house subject to Code Assessment. The other relevant overlays either do not apply to dwelling houses, or do not make development assessable. As such the current operation of the Planning Scheme operates within the Regulation. The inclusion of a note or additional explanatory provisions relating to the operation of the exemption for dwelling houses may be included within the planning scheme to clearly alert planning scheme users to the operation of the Regulation.

8.2.4 Walkable Neighbourhoods (Schedule 12)

Schedule 12 of the Planning Regulation came into effect following the adoption of the Planning Scheme, providing best practice outcomes for subdivision design (referred to as 'walkable neighbourhoods'). Whilst Schedule 12 operates in and of itself pursuant to the Planning Regulation, there is opportunity to achieve alignment in the Planning Scheme with aspects of Schedule 12.

Some positive aspects of Schedule 12 that are already addressed by the Reconfiguring of Lot Code include minimum frontage requirements, minimum lot sizes, parameters for access easements to rear lots, sediment / run off is managed during and after construction and maximum length of blocks.

Some positive aspects of Schedule 12 that could be further captured by the Reconfiguring of Lot Code include connections to water, electricity, sewerage, electricity and telecommunications, filling and excavation, pedestrian connectivity, footpath provision and street trees.

9. Discussion of Key Issues

Based on the outcomes of the review, this section provides an identification and discussion of the key issues arising from the review and the implications for the planning scheme.

9.1 Council Vision and Strategic Direction

In broad terms, the strategic policy ambitions of the planning scheme can be described as follows.

- A defined urban area with sequencing of future residential areas, with sufficient provision of housing to meet projected growth expectations.
- Encouraging of infill residential development, including housing choice (a range of dwelling types and densities), in specified locations.
- Accommodating employment growth within two primary industrial areas (Gracemere Industrial Area and Parkhurst Industrial Area), within activity centres, and within other discrete locations.
- Separating incompatible land uses.
- Pursuing the efficient use of existing infrastructure (sewer, water, roads, parks, transport).
- A focus on built form, streetscape and layout of subdivisions.
- Maintaining rural land and confining rural residential to identified areas.
- Protecting biodiversity values, managing resources and avoiding natural hazards.
- Adopting a 'risk tolerant' approach to specific development, including to provide for a greater extent of development as Accepted Development and Accepted Development subject to requirements.
- Pursuing a structure to the planning scheme that focusses on zone code content, to limit the extent of provisions, duplication and complexity, and assist in translation to effective online tools.

In terms of the translation of these strategic policy ambitions into the actual content of the planning scheme and their on-the-ground implications, observations are made in the following sections.

9.2 Legislation and Policy

The planning scheme broadly aligns with contemporary legislation and policy, including the latest State Planning Policy and its specific State interests, as well as the overarching framework required by the *Planning Act 2016* and the *Planning Regulation 2017*. Some key aspects to note include:

- The scheme successfully takes a 'low regulation' approach, where appropriate. This comprises minimising the level of assessment for policy compliant and lower risk outcomes, and ensuring assessable development is pursued for development that warrants regulatory control.
- The current State Planning Policy 2017 (SPP) is broadly reflected in the Planning Scheme, and identified updates are largely a refinement of the current policy position. Further attention to specific aspects of housing, urban design, rural land / infrastructure buffering, extractive industry interfaces, tourism outcomes, environmental mapping, offsets, coastal management, heritage and character, stormwater management, and other matters will enhance and improve the integration of the Planning Scheme with the SPP, as well as updates to mapping and terminology to reflect the latest mapping layers and terminology. Amendments to address less

than appropriate integration of the SPP ought to be prioritised. In relation to mapping, the SPP guidance material *Integrating State Interests In A Planning Scheme – November 2021* notes at Section 1.2.1 that ‘...*Mapping should be included in the planning scheme rather than the planning scheme referring to the SPP IMS.*’

- The Planning Scheme currently reflects the Central Queensland Regional Plan, which is a limited content regional plan, and so no further alignment is required.
- Through updates to the Planning Regulation the State government has introduced a range of changes in response to particular housing issues such as supporting rooming and temporary accommodation, and facilitating secondary dwellings. While the Regulations apply where there is any inconsistency with the Planning Scheme, updating the Planning Scheme to include the changes will create a more cohesive and consistent planning process. Consideration to the interface between primary / secondary dwellings, as compared to dual occupancies, requires ongoing consideration for all local governments, since those changes have been introduced.
- The general format of the Planning Scheme remains fundamentally sound, and contains the appropriate contents that are required under the Planning Act. Further consideration of amendments to the operation of the decision rules may be warranted in relation to specifying that achievement of overall outcomes, performance outcomes and acceptable outcomes is required to achieve compliance with the assessment benchmarks in line with contemporary best practice, and to reinforce the strength and conviction of the overarching policy settings.
- In terms of code construction, the Planning Scheme currently relies primarily on zone codes to provide detailed development provisions, with only very limited recourse to specific land use codes (currently only two use codes). Further, no local plans are used. This approach is valid and remains consistent with the legislative framework. The use of precincts and sub-precincts is a reasonably standard approach to allow for a differentiation of planning provisions to reflect a specific geographical or locational circumstance. The strong reliance on zone codes enables a level of user ease and functionality. Further, the Tables of Assessment also reflect the differences in land use intent for each zone precinct or sub-precinct, which is relevant to questions of functionality. However, the zone codes are relatively long as a consequence, and some consideration to local area plans could reduce reliance on the broad number of zone precincts used, and thus the length of the zone codes.
- Locations for which Local Area Plans could progressively be explored are as follows.
 - Parkhurst – The northern growth front may benefit from further integration and a local plan would assist in providing more detailed planning parameters that would strengthen Council oversight and provide additional certainty for applicants.
 - Rockhampton CBD – The revitalization of the CBD has been a long term policy priority for Council. A local plan would provide a planning framework that could integrate the detailed urban design work that has recently been prepared, as well allocating specific land use preferences and requirements in the City frame which is currently frustrating redevelopment efforts. However, the zone code does currently work effectively.
 - Gracemere – A local plan could assist in phasing of development outcomes in the industrial parts of Gracemere in order to prioritise and incentivise development, and also be used to manage the transition of historic residential land within the industrial area.
 - Mount Morgan – Given the limited activity in Mount Morgan over an extended period of time, a local plan for the town could be used to try to reinvigorate development and investment interest (including in conjunction with targeted capital works / investments).
- The use of overlays in the Planning Scheme is somewhat unusual. In particular, there are also a number of other overlay maps without a specific code and are either for information only or are referred to in zone codes as required. While somewhat unusual this approach operates

appropriately within an e-plan environment where mapping is more easily accessible, and it assists user understanding. However, the use of overlay mapping elements without a code does potentially complicate aspects of the operation of the scheme by disaggregating information. There may be opportunity to aggregate some of the information overlays into a more typical map and code approach, particularly in relation to infrastructure and agricultural matters (from the list provided below), which would provide a simple structure to provide for protection and management of major infrastructure and utility land uses.

- There may be opportunity over time to make amendments to aspects of the planning scheme to consolidate and/or update aspects of the provisions, having regard to the comments provided in the audit (section 7) and given that the overall drafting is no longer bound by the QPP approach.

9.3 Population Growth and Residential Land

A key ambition of the planning scheme is to effectively manage population growth, by providing adequate capacity and diversity of housing to accommodate that population growth.

Attending to population growth is largely done within the urban area. The planning scheme clearly expresses its urban area visually in the Strategic Framework mapping and corresponding zoning maps, and accompanies this with clear policy expression within the Strategic Framework and throughout the balance of the planning scheme. The sequencing and intensity of development outcomes is expressed, having regard to the Strategic Framework mapping and expression of urban areas, urban infill and intensification areas, new urban areas and future urban areas.

In terms of the anticipated population growth, the Bull & Bear analysis identifies that the LGIP projections indicate the Rockhampton Regional Council population would increase from 86,104 persons in 2021 to 98,237 persons in 2036, representing average annual growth of 0.9% per annum, or an additional 12,133 persons. These LGIP projections are marginally below the 2018 medium QGSO series (which anticipates an additional 14,035 persons in the 2021-36 period, or growth of 1.0% per annum). The latest LGIP projections broadly correspond with the rate of population growth recorded in the 2021 to 2022 period. However, the 2023 QGSO projections anticipate significantly lower rates of population growth in the 2021-2036 period, being a low series projection of 5,586 additional persons (representing an increase of 0.4% per annum), a medium series projection of 7,313 additional persons (representing an increase of 0.6% per annum) and a high series projection of 8,986 additional persons (representing an increase of 0.7% per annum).

Accordingly, as summarised from the Bull & Bear assessment, the planning scheme provides adequate capacity to house the projected population to 2036 based on current growth projections.

In addition, it is noted that the current planning scheme identifies that it provides land for growth to 2031, and Bull & Bear confirm that there is sufficient land for growth to 2036, such that at some stage there will be a need to contemplate what happens for growth beyond 2036.

The planning scheme identifies the major greenfield areas (new urban areas) at Parkhurst and Gracemere. Analysis of residential building approvals points to these being concentrated within the outskirts of the Rockhampton community, in Parkhurst-Kawana and Norman Gardens to the north and Gracemere to the south west, which points to demand for detached dwellings in greenfield areas. There remains capacity within those greenfield areas for ongoing housing delivery. As identified by Bull & Bear, all projection data sets indicate Gracemere and Parkhurst – Kawana as the focal point for residential growth, which aligns with remaining capacity for detached dwellings.

The planning scheme provides clear encouragement to infill residential development, including housing choice by way of a range of dwelling types and densities, in particular locations. For example, within and surrounding the Principal Centre and other near centre locations. This reflects good planning practice - to accommodate population growth whilst managing efficiency of infrastructure and services, it is likely that there will continue to be a change in the way people live,

with increased residential densities to be provided in urban areas. Logical locations for growth are those areas closest to existing urban areas and employment centres; as currently designated.

On the ground, it is clear that most of the residential development has been delivered through greenfield outcomes, rather than infill outcomes. Whilst there have been some particularly visible infill developments in the high density areas of Rockhampton (along Victoria Parade), which are commended for their contribution to infill housing and City Centre vibrancy, in the balance of the planning scheme area there has been limited uptake of infill housing (refer Bull & Bear report in Appendix B, together with Figure 4 to this report).

It is identified by Bull & Bear that whilst capacity remains to accommodate population growth in the majority of communities in the Rockhampton Region, this is predominantly through infill development. Given the limited uptake of infill housing, and the current challenges regarding construction of higher density built form, there is an important policy decision to be made by the Council in terms of whether to continue to promote and pursue urban consolidation by way of promoting infill housing and increasing pressure on greenfield land supply, or alternatively identify additional future greenfield growth areas. Any exploration of growth areas is not urgent or pressing in the period to 2036; but future exploration will need to consider the surrounding environmental and natural resources, including productive rural land, and interface to key industrial areas.

It is good planning practice to continue to promote infill and higher density residential development in well-located parts of the existing settlement pattern, to promote urban consolidation, good use of existing infrastructure, and providing for amenity and access to services for existing and future residents. The planning scheme appropriately pursues these outcomes, whilst also being cognisant of its regional context (which may not currently have strong market desires for infill housing).

There would be benefit to including additional reference to affordable housing, social housing and community housing to clearly articulate the focus on providing a diverse range of housing types and provide guidance around the location and interactions for social/community housing projects.

In terms of rural residential housing, despite limited guidance from the Central Queensland Regional Plan (as compared to other regional plans throughout the State) there is limited contemporary planning support for expansion of rural residential areas given the inefficiencies on infrastructure networks and the broader impacts on environmental and natural resources (per capita housed). There is clear expression in the planning scheme (particularly in the Strategic Framework) that there are limited rural residential areas provided and that those areas are not expected to expand beyond the areas designated. Rural residential land beyond the northern boundary of the Council area, within Livingstone Shire, has the potential to constrain a logical future northern growth front, which will need to be addressed in time through cross-border engagement).

Ultimately, the alignment of infrastructure to the delivery of the urban growth is a critical issue. While the overall settlement pattern remains generally appropriate, consideration of the timing of future growth will be important to ensure that the growth can be accommodated and serviced in a coordinated, efficient, and cost-effective manner. The Structure Planning PSP content is generally appropriate, but could benefit from added content relating to phasing in order to allow for improved infrastructure delivery coordination and affordability. In addition, Council-led local planning exercises (particularly in the greenfield growth areas) can potentially assist in the sequencing of development and infrastructure provision through identifying logical extensions of the existing settlement pattern, and providing an opportunity for the Planning Scheme to clearly delineate the nature, scale, and timing of future growth.

While the Planning Scheme has sought to facilitate a diversity of dwelling types, in practice detached dwellings remain the dominant housing type. Consideration of other approaches and incentives to deliver a diverse housing product may be required to achieve progress on this matter. This may include further consideration of non-Planning Scheme incentives and capital investments given that the parameters for infill residential development are already appropriate.

Future housing review and strategy is warranted because the existing study on which the planning scheme is based is dated, and relies on aged data.

9.4 Employment and Economic Growth

Assessment by Bull & Bear has identified an increase in total employment across the Rockhampton Regional Council over the relevant past planning period, as follows:

- 2011 to 2016 – average increase of 443 workers per annum; and
- 2016 to 2021 – average increase of 491 workers per annum.

By comparison, employment projections (as presented in the LGIP) anticipate employment growth in the forward planning period to be similar to those recent trends, as follows:

- 2021 to 2026 – average increase of 506 workers per annum;
- 2026 to 2031 – average increase of 362 workers per annum; and
- 2031 to 2036 – average increase of 489 workers per annum.

Employment is anticipated to remain highest in the localities of Rockhampton City, Park Avenue and Berserker throughout the projection period, whereas employment growth is anticipated to be highest in Rockhampton City (albeit at a declining rate of growth), Gracemere, The Range and Berserker.

Having regard to the recent employment trends and forward projections, together with the current Planning Scheme structure, it is clear that employment is intended to be focussed on the identified activity centres (focussed primarily in the Principal Centre, then progressively lower order centres) and identified industrial areas (particularly at Gracemere and Parkhurst). The Planning Scheme sets clear expectations about the importance of the activity centres hierarchy and the industrial areas.

Current analysis indicates that opportunity exists for employment growth on centres land, and it is identified (by Bull & Bear) that there is sufficient capacity remaining in the centres to accommodate increased employment, particularly within the Principal Centre. In this respect, some recalibration of the Principal Centre precincts could be pursued to prioritise particular activities into key focal locations.

The Rockhampton Region commercial centres study was completed in 2021 and provides a contemporary review of the centres hierarchy and network for the region. That study maintained the overall centres hierarchy, and provided targeted recommendations to improve the regulatory framework applying to centres in the current Planning Scheme.

There is also extensive industrial land provided in the Rockhampton Regional Council area, particularly at Gracemere. It is observed that there is no pressing need to provide additional industrial land, including in Parkhurst where capacity is lesser. This is because of the extensive land available in Gracemere, where ongoing industrial development should be prioritised. The key issue for progressive industrial development in Gracemere is the associated delivery of infrastructure. While there is a relatively large area of industrial land available, there have been issues of serviceability which have potentially constrained potential development. Increased attention to staging or phasing of development and infrastructure in Gracemere would be of benefit.

Specific recommendations for industrial areas are identified within the body of this report.

Ongoing attention should be given to the Stanwell–Gracemere corridor as the future of the Stanwell Power Station is resolved; with potential for alternate energy and industry opportunities to be pursued. The Planning Scheme should continue to remain up to date with potential opportunities.

Other employment locations include the CQU University (identified in a Priority Development Area) and the Rockhampton Airport (subject of existing master planning, but which would benefit from further master planning of a broader economic precinct).

The Council's Special Management Areas Overlay is appropriate, and represents good practice in ensuring that development does not compromise existing or future industrial development.

The heritage and character of parts of the Rockhampton Regional Council area, including the Rockhampton City Centre and Mount Morgan (amongst others), together with the rural areas and activities, support a range of opportunities for tourism. The Planning Scheme can assist in further supporting tourism through more refined approaches to regulating rural-tourism and eco-tourism, as well as working with peak tourism bodies to identify a consolidated approach to regional tourism.

Overall, an economic development study was completed prior to the preparation of the current planning scheme, and whilst the economic fundamentals as expressed within the planning scheme remain largely unchanged, the projections of that study run to 2031 such that reliance on this work completed as part of that report would require progressive review to reflect current data, existing and future trends and an appropriate planning horizon (as progressed in a preliminary way by Bull & Bear as part of this 10 year review). In time, an updated Economic Development and Employment Review, inclusive of or with a separate updated Industrial Land Use Review, is recommended.

9.5 Planning for Rural Futures

Agriculture / rural production is not a particularly significant contributor to the Rockhampton Region's employment base (employing only 1.5% of the population), however planning for rural futures remains important to the overall settlement pattern and balance of open space to urban areas. Rockhampton is Australia's beef capital, and agriculture and pastoral activity contributes to the economy beyond the indication provided simply by employment numbers.

A rural lands study was completed prior to the current Planning Scheme, and while this is now dated, given that the majority of the rural areas within the region will have remained unchanged in the period since its completion, the overarching findings of this study may remain relevant moving forward. Targeted review and updating will likely be required to reflect any land use changes within the rural area, any new key drivers and the contemporary legislative and policy framework relevant to development in rural areas, most notably the protection of agricultural land.

The planning scheme appropriately provides for rural and agricultural outcomes, including to identify and map a specified intensive horticulture precinct in the strategic framework, support the growth of an aquaculture industry, identify ALC Class A and Class B land as a single consolidated layer in overlay mapping and include specific outcomes in the strategic framework and Rural zone code relating to the use and protection of these areas. It is noted that the planning scheme does not have a specific Agricultural land overlay code to support the strategic framework outcomes and mapping, with the Rural zone code referring as required to the overlay mapping. In this regard, the overlay mapping is identified as being for 'information only', however the overlay mapping that identifies ALC Class A and B is referred to in the Rural zone code. This approach is generally appropriate, however does have some limitations particularly in terms of managing the interface between urban and rural land where 'reverse amenity' situations arise.

In terms of specific recommendations for rural futures, it is recommended that Council:

- Review and update the Rural zone code to reflect the SPP requirements for separation of incompatible uses, guidance on lot layout to maintain separation and buffering, and management and location of on-site infrastructure to support rural industry (having regard to contemporary SPP guidelines);
- Review overlay mapping to clearly identify ALC Class A and Class B land as separate areas;

- Acknowledge that rural land has the potential to cater to alternative uses, beyond the traditional agricultural and pastoral industries, including opportunities for projects that can offer a low carbon economy, tourism and rural value-add activities, and updates to the Planning Scheme to further emphasise these opportunities could be contemplated.

9.6 Tourism

The Rockhampton Regional Council area has an established tourism industry, with key focal points being Beef Week, Rockhampton's historic City Centre, and Rockynats. Rockhampton's existing and inherent urban and natural values provide it with an opportunity to further capitalise on tourism opportunities, which are distinct from those with a competitive coastal setting. The emerging tourism industry has capacity for well-managed expansion of a diverse range of experiences.

The Planning Scheme broadly pursues tourism outcomes through identification of Tourism and Ecotourism sites within the strategic framework, as well as including specific outcomes relating to broad support of tourism industries and opportunities. However, the strategic framework does not specifically talk to the mapped tourism sites, and it is unclear as to the policy position and development intention for these sites. It is further unclear as to how other tourism opportunities that rely on the region's natural advantages (such as agri-tourism, fishing, heritage trails etc), or that capitalise on the urban areas and heritage sites, may be supported or developed over time.

Tourism opportunities can be further resolved in part through an updated Economic Development and Employment Review, and progressive Planning Scheme amendments accordingly.

9.7 Design, Cultural Heritage and Character Protection

The design, cultural heritage and character aspects of Rockhampton are of significant importance. Rockhampton is a city with a strong and proud built environment, expressed through intact heritage precincts in the Principal Centre together with quality character housing in the suburbs.

The Planning Scheme currently attends to character by way of the Character overlay code, and to European cultural heritage by way of the Heritage place overlay code. The various zone codes and development codes provide provisions addressing particular aspects of design, form and landscape.

The Heritage, character and urban design study was completed for and largely adopted as part of the preparation of the current Planning Scheme. It is noted that Council has since undertaken updates to the Neighbourhood Character Overlay (now the Character Overlay) to which this study partly relates. Noting the subject matter (heritage and character), the majority of the findings of this study, particularly the identification of places of significance, will remain relevant moving forward.

However, new development has been variable in quality – there have been some positive (including award-winning) urban interventions and some sub-optimal design outcomes. In terms of aspects that are not best practice, examples include the unsympathetic infill development amongst character housing areas and the neighbourhood and street layouts in Gracemere greenfield estates.

Overall, the planning scheme would benefit from some additional detail and guidance in relation to contemporary, sustainable urban design (particularly outside the Principal Centre which has been subject to multiple urban design and renewal projects, including a number that have been successfully implemented), subdivision design, and streetscaping and landscaping outcomes. It is noted that some relatively recent subdivisions in Gracemere do not exhibit best practice neighbourhood and street layouts, and while the northern growth front of Parkhurst is generally attractive there is potential benefit in having clear and consistent design guidance or regulatory controls to ensure development delivers high quality and locally responsive urban areas (including landscaping).

It ought to be the Planning Scheme's ambition to raise the bar for design, whilst not overburdening investment due to over-regulation, and the appropriate balance can be achieved through increased attention to the drafting of codes and PSPs. In terms of specific observations:

- Parts of Rockhampton exhibit a classic Queensland timber and tin character, accommodating timber houses with expansive verandahs located on wide streets with mature vegetation. While the Character Overlay provides guidance on managing the demolition of character features, it is less successful in shaping new development amongst those character houses (including both structures and character landscapes and vegetation) to ensure that it contributes to, and is consistent with, the broader character and amenity of specified areas. A broader application to the neighbourhoods within which character housing exists could be explored. Other local governments, such as Brisbane City Council, have successful best practice character design codes that can be referenced.
- There are a number of new subdivisions that have been approved that are sub-optimal in terms of urban design. Additional guidance on urban design outcomes in the planning scheme would assist in working with applicants to deliver modern, connected, walkable and sustainable urban communities. In particular, a review of the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements could be pursued.
- There is no guidance in the current planning scheme in relation to passive design responses to regulate the temperature of communities. Additional guidance on urban design approaches and landscaping requirements would assist in delivering more comfortable and attractive urban communities.
- The landscape code and associated PSP would benefit from the preparation of landscape and streetscaping guidelines for the region, which can operate as a PSP and be called up as required in the relevant development codes. Street trees are critical to liveability and colling the urban environment
- Within the zone codes, some matters for consideration include the potential for increased provisions for landscaping, whether further attention to quality design could result in infill development on smaller lots, and whether plot ratio is a necessary tool in the HDR zone.
- Review the local heritage register and update mapping as required.
- The *Planning Act 2016* specifically references the identification, reflection and consideration of Aboriginal and Torres Strait Islander cultural heritage as part of the purpose of the Act in relation to heritage and cultural heritage matters. There is opportunity to further the scope of consideration within the Planning Scheme. This may include engagement with local indigenous parties and traditional owners to explore ways of implementing indigenous cultural heritage aspects into the Planning Scheme. Guidance for this process is provided in the guideline 'Advancing Aboriginal and Torres Strait Islander interests in land use planning'.
- The statutory interface between the Planning Scheme and the QDC is largely outside of the Council's control, however given that this largely relates to domestic residential projects, continued simplification of that interface through the Planning Scheme operation is appropriate.

In summary, whilst the current design, cultural heritage and character outcomes are adequate and functional, it is recommended that in time the following studies are progressed.

- Character Areas, Heritage and Design Guide Study, in order to identify additional / expanded character and heritage sites or precincts, and provide provisions to support the sites or precincts (including in respect of contemporary elements that ought to sit compatibly with that character).

- Urban Design Analysis and Guidelines – including preparation of design principles and guidelines for the Region and for various localities, capturing items stated above.

9.8 Natural Hazards

The planning scheme generally recognises and plans for natural hazards, including:

- Significant flood studies have been undertaken for high risk parts of the region (and are ongoing) to inform the flood mapping and associated overlay code within the planning scheme;
- Overlay mapping identifying land subject to bushfire hazard, coastal hazard and steep land is included within the planning scheme;
- The strategic framework clearly articulates the intention to avoid and mitigate exposure to the potential hazards, particularly for sensitive land uses; and
- Risk based overlay codes have been prepared that take a graduated approach to the type and level of risk and how it can be managed for various development types.

The guideline 'Integrating State Interests In A Planning Scheme' requires that the Coastal Management District be mapped in local planning schemes, and also suggests that a Coastal Hazard Adaptation Strategy may be warranted where there a high exposure of urban areas to the hazard. In the Rockhampton context the majority of the coastal hazard area is in the eastern rural parts of the region, however given the high prevalence of flooding and the interaction between flood hazard and coastal processes a CHAS may assist in targeting mitigation efforts.

Specific recommendations for natural hazards include:

- Consider the preparation of a Coastal Hazard Adaptation Strategy (CHAS) to inform planning scheme approach to coastal hazard and flooding hazard.
- Include the Coastal Management District in overlay mapping.
- In December 2019, DSDMIP released the 'natural hazards, risk and resilience – Bushfire – State Planning Policy – state interest guidance material'. The guidance material is provided to assist with the interpretation and application of the state interest policies and the assessment benchmarks contained in the SPP. The Guidance Material includes specific benchmark provisions in relation to the following key aspects (amongst others), which have not been incorporated within the Bushfire Hazard Overlay Code. These could be progressed as amendments to the Planning Scheme.

9.9 Environment and Ecology

The Rockhampton Regional Council area is biodiverse and has a large range of environmental and ecological features and values. The Natural environment study was completed in 2019 and provides a reasonably contemporary review of the natural environment within the region. Noting the dynamic nature of natural environment policy, particularly the mapping of areas of significance, ongoing review of relevant mapping and data will be important. The overarching findings of the study, however, remain relevant to the Planning Scheme moving forward, and progressive updates to zoning and the Biodiversity Overlay can be made to align to the Study outcomes and ongoing State and other mapping and data.

The planning scheme generally provides appropriate planning mechanisms for managing those ecological features and values, and it generally aligns with the Biodiversity State interest. It identifies and maps Matters of State Environmental Significance (MSES), as well as Matters of Local

Environmental Significance (MLES) further categorised as MLES (High) and MLES (General). In conjunction with the incorporation of a Biodiversity overlay code, the planning scheme appropriately implements the development approach of avoid, minimise, offset.

Based on our comparative review of current Biodiversity SPP mapping, we note that there are some elements that are required to be mapped that are not (for example the MSES – Declared fish habitat area in the Fitzroy River), and it also appears that a number of MSES elements have been consolidated into a single layer which makes it difficult to clearly identify what aspects have been included. It would be beneficial to review the mapping approach taken to ensure that all mandatory elements are separately identified to clearly show alignment with the SPP. Further, the SPP guidance notes that assessment benchmarks may include requirements for ecological assessments to be carried out to demonstrate compliance with and requirement for vegetation clearing. It is noted that no such reference to this is included in the current code in relation to vegetation clearing.

Further, it is recommended that Council consider inclusion of offsets for MLES and preparation of a local offsets policy to further strengthen ability to protect and manage vegetation clearing in urban areas (if desired, otherwise State offsets policy will apply).

9.10 Infrastructure

Infrastructure planning in the Rockhampton Region can be conceived in two types – regional infrastructure and local infrastructure.

Regional infrastructure has the potential to catalyse other investment, and is often has funding beyond simply Council. Major current or planned projects include the Rookwood Wier, Fitzroy to Gladstone Pipeline, Mount Morgan Water Pipeline, Rockhampton Ring Road, and Airport Precinct Upgrade. Ongoing and future updates to the strategic framework should include reference to these projects, to remain current and consider the implications on development for the region.

Provision of local infrastructure, including water supply, sewerage, stormwater, transport, and community infrastructure networks will continue to be required to support the population. It is important to note that provision of infrastructure services varies between the rural setting and the towns of the Region. The rural setting that extends across most of the Region and accommodates the majority of the population requires on-site provision of water (water tanks) and sewerage (septic systems). Towns will be serviced by urban infrastructure networks.

The LGIP substantively manages the delivery of much of this infrastructure (which is beyond the scope of this review), however there is an important interface with the planning scheme (including sequencing of future residential, commercial and industrial growth areas). The major active growth front for the region is in the Parkhurst locality to the north of Rockhampton, and the LGIP includes PFTI that can service the projected levels of development. Infill development has also been considered in the LGIP, and the trunk infrastructure network has been planned to accommodate projected overall growth. The planning scheme has been calibrated to facilitate greater density over time, and this will assist in achieving an efficient use of existing infrastructure and services.

Specific observations and recommendations for the Planning Scheme include the following.

- Within the Strategic Framework, the infrastructure and utilities theme could be expanded upon to identify specific infrastructure corridors and types, and the expectations of development as applicable to each of these. While there is broad intent to protect infrastructure and utilities, it could be further articulated and targeted in both the strategic framework or in the lower order parts of the scheme.
- The strategic framework provisions for the transport network are simple and somewhat generic (i.e. some precision could otherwise be provided to specific aspects of the road network,

together with elements that provide a level of protection to Council in statutory assessment and appeals in terms of the safety and efficiency of the network).

- Provisions in the Reconfiguring a lot code relating to street design and layout do not comprehensively address permeability, legibility, and efficiency in terms of connections with the broader State controlled network. Review the Reconfiguring of a Lot Code to provide greater guidance on good subdivision design including principles of permeability, walkability, climate response, and streetscape requirements. This may also include a supporting Planning Scheme Policy.
- Consider preparing Council led structure plans for the Parkhurst growth area to further sequence urban growth and infrastructure delivery.
- There is some concern about the interface between Rockhampton Regional Council and the Livingstone Shire Council on the northern boundary, particularly in relation to infrastructure delivery and timing due to major urban growth in Livingstone impacting on the function and operation of trunk infrastructure in Rockhampton. This is not a consequence of Rockhampton Regional Council's land use or infrastructure planning, but is a consequence of Livingstone Shire Council's approach, and would benefit from cross-border engagement and/or State level support together with some consideration within the Rockhampton LGIP for external demand generated by the Livingstone Shire outcomes.
- Review zoning around the ring road to ensure appropriate land uses are facilitated, and zone codes appropriately address access to the State road.

9.11 Other Specific Matters

- The current Planning Scheme is provided as an E-Plan platform, including interactive mapping and a development enquiry function. This is a good system, which is well regarded by the planning and development industry within Rockhampton. It is understood that the current service provider may not continue the service – in which case a suitable alternate E-Plan platform will be required. It will be important to maintain a similar (or improved) level of functionality.
- The current Planning Scheme structure, including the approach to zone codes, assists to facilitate the development enquiry function, which reinforces in part a maintenance of the current Planning Scheme structure.
- There a range of urban uses and activities that can be difficult to locate, create real or perceived nuisance for residents, and have the potential to disrupt the balance of zones. These include service stations, fast food outlets, telecommunication towers, and other activities, which usually locate opportunistically (given broad scheme provisions, and the routine use of 'need'). These uses are also frequently the subject of appeals (in other jurisdictions). A study that focuses on more precision to the planning for these uses could be a positive forward-looking action that is progressively pursued.

10. Recommendations

Section 25 of the Planning Act 2016 states the following:

(1) A local government must—

(a) review its planning scheme within 10 years after—

(i) the planning scheme was made; or

*(ii) if the planning scheme has been reviewed—the planning scheme was last reviewed;
and*

(b) decide, based on that review, whether to amend or replace the planning scheme.

The Rockhampton Region Planning Scheme commenced in 2015, and as such is now subject to the statutory review as required under the Act.

10.1 Recommendations of Planning Scheme Review

In accordance with Section 25(1)(b) of the Act, and having regard to the review as described in the preceding sections of this report, it is recommended that Council maintain the current planning scheme, and continue to make progressive (and not urgent) amendments addressing aspects identified in this report. The current planning scheme is not significantly divergent from the current strategic direction of Council or the interests of the SPP, and does not require significant changes to the operational and functional aspects of the planning scheme.

Any progressive, future planning scheme amendments should consider the matters raised in this statutory review, however the final scope of the amendments will be subject to the subsequent planning scheme amendment process (including the preparation of reviews to previous studies and analysis) and be determined based on Council's preferred strategic vision and intent for planning and development in the local government area.

10.2 Risks and Benefits of Proceeding / Not Proceeding with Amendments

The principal risks in not proceeding with progressive recommended amendments include the following, noting that these risks arise if no action is taken over an extended period of time (in recognition that there is no pressing or urgent need for major amendments to the planning scheme).

4. The alignment of the Planning Scheme with the statutory and regulatory framework (such as the SPP) will likely become more fractured over time, creating an inconsistent local planning instrument and eroding confidence in the ability of the local planning instrument to deliver good planning and development outcomes aligned to State interests.
5. Ongoing changes in future population growth, demographics and economic growth – and consequentially the capacity of land to accommodate that growth in the planning period toward 2036 - would not be appropriately reflected in the Planning Scheme, leading to a situation where the Planning Scheme is not actively and deliberately managing growth and infrastructure provision and growth being piecemeal and application/proponent led.
6. The proactive management of delivering good quality planning and development outcomes will reduce, such that poorer outcomes will detract from achieving the community interest.

The benefits of proceeding with the recommended amendments are multiple and include the following.

5. The scheme amendment process builds upon the strong foundation of the current Planning Scheme, and is part of the process of continuous refinement that has been underway since its commencement in 2015.

6. A scheme amendment reflects that the current strategic policy position remains generally appropriate, and ensures that there is a continuation of that strategic policy position into the future with minimal fundamental changes.
7. The preparation of revised supporting studies over time will provide a contemporary information base that can reflect the changing circumstances of the region and respond to new and emerging development trends and circumstances.
8. Technological improvements in the planning space have advanced, and there is now a strong ecosystem of e-planning products that can be utilised. E-planning systems provide a new and enhanced method of scheme preparation and review, as well as providing access to scheme users in a simple and efficient manner.

10.3 Recommendations for Future Study Reviews

Having regard to the discussion in this report, the following summarises possible study reviews that Council may contemplate to progressively attend to the utility of the planning scheme. Not all of these are essential or urgent, as the current planning scheme is 'fit for purpose', but they have each been identified as a 'menu' for ongoing consideration and to inform progressive amendments to the Planning Scheme over time.

- Residential Study Review – including assessment of demand, land availability, take-up, growth fronts, housing preference, and infrastructure servicing and sequencing.
- Economic Development and Employment Study Review – inclusive of or with a separate updated Industrial Land Use Study, to address contemporary projections and demands.
- Rural Lands Study Review – including review of fragmentation, land suitability, and emerging opportunities (including value-add opportunities).
- Character Areas, Heritage and Design Guide Study, in order to identify additional / expanded character and heritage sites or precincts, and provide provisions to support the sites or precincts (including in respect of contemporary elements that ought to sit compatibly with that character).
- Urban Design Analysis and Guidelines – including preparation of design principles and guidelines for the Region and for various localities, capturing items stated above.
- Coastal Hazard Adaptation Strategy, for the relevant parts of the Region.
- Potential Local Area Planning for the following localities:
 - Parkhurst – The northern growth front may benefit from further integration and a local plan would assist in providing more detailed planning parameters that would strengthen Council oversight and provide additional certainty for applicants.
 - Rockhampton CBD – The revitalization of the CBD has been a long term policy priority for Council. A local plan would provide a planning framework that could integrate the detailed urban design work that has recently been prepared, as well allocating specific land use preferences and requirements in the City frame which is currently frustrating redevelopment efforts. However, the zone code does currently work effectively.
 - Gracemere – A local plan could assist in phasing of development outcomes in the industrial parts of Gracemere in order to prioritise and incentivise development, and also be used to manage the transition of historic residential land within the industrial area.
 - Mount Morgan – Given the limited activity in Mount Morgan over an extended period of time, a local plan for the town could be used to try to reinvigorate development and investment interest (including in conjunction with targeted capital works / investments).

- Renewable Energy Activities Study – A review could establish a policy position on renewable energy activities (e.g. solar farms and wind farms), and identify particular locations and design preferences for broader inclusion into the Planning Scheme.
- Nuisance Urban Activities Study – There a range of urban uses and activities that can be difficult to locate, create real or perceived nuisance for residents, and have the potential to disrupt the balance of zones. These include service stations, fast food outlets, telecommunication towers, and other activities, which usually locate opportunistically (given broad scheme provisions, and the routine use of ‘need’ as an other relevant matter). These uses are also frequently the subject of appeals (in other jurisdictions, less frequently in Rockhampton to date). A study that focuses on more precision to the planning for these uses could be a positive forward-looking action.
- Airport Precinct Masterplan – It is noted that the airport itself has undergone a recent master planning process, however there is an opportunity to prepare a master plan for the land adjacent and close to the airport, in order to suitably leverage and capitalise on the airport growth. This master plan would also interrogate the constraints of the locality, as relevant to future growth.
- Mount Morgan Urban Renewal Review (and Local Area Plan) – Mount Morgan is a unique place, with an interesting history and uncertain future (given current population projections and social trends). A study to reflect upon and leverage the opportunities of Mount Morgan would be worthwhile, identifying planning guidance and incentives to encourage future activity and investment. This could include promotion of heritage and character, capturing township elements and focal points for investment, and capturing value from water pipeline investment.
- IT / Online Systems Review, should the current service provider cease its services.

Figures

PARKHURST, ROCKHAMPTON

Rockhampton Regional Planning Scheme Zoning Map and Residential Development Approvals

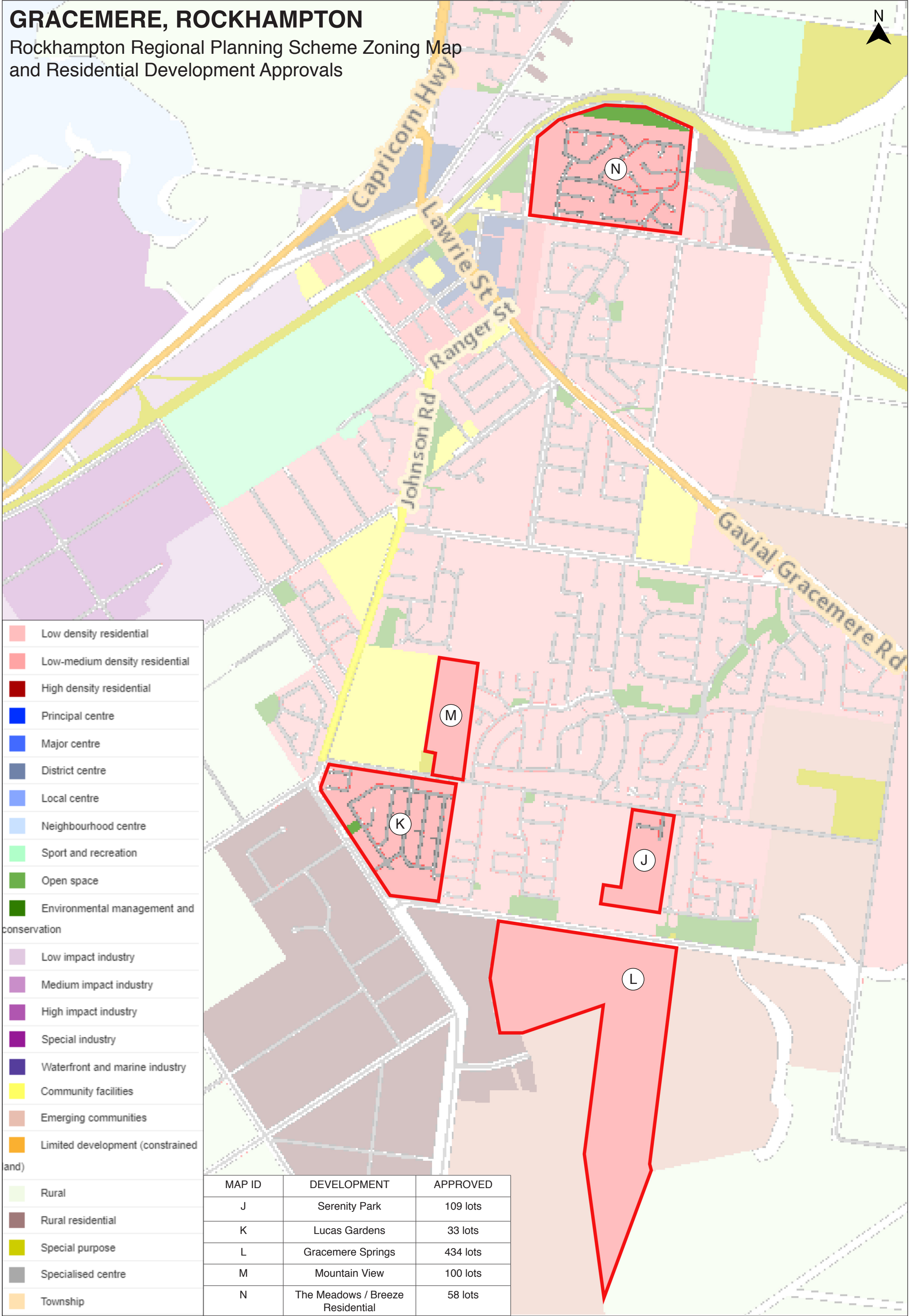


- Low density residential

Low-medium density residential
- High density residential
- Principal centre
- Major centre
- District centre
- Local centre
- Neighbourhood centre
- Sport and recreation
- Open space
- Environmental management and conservation
- Low impact industry

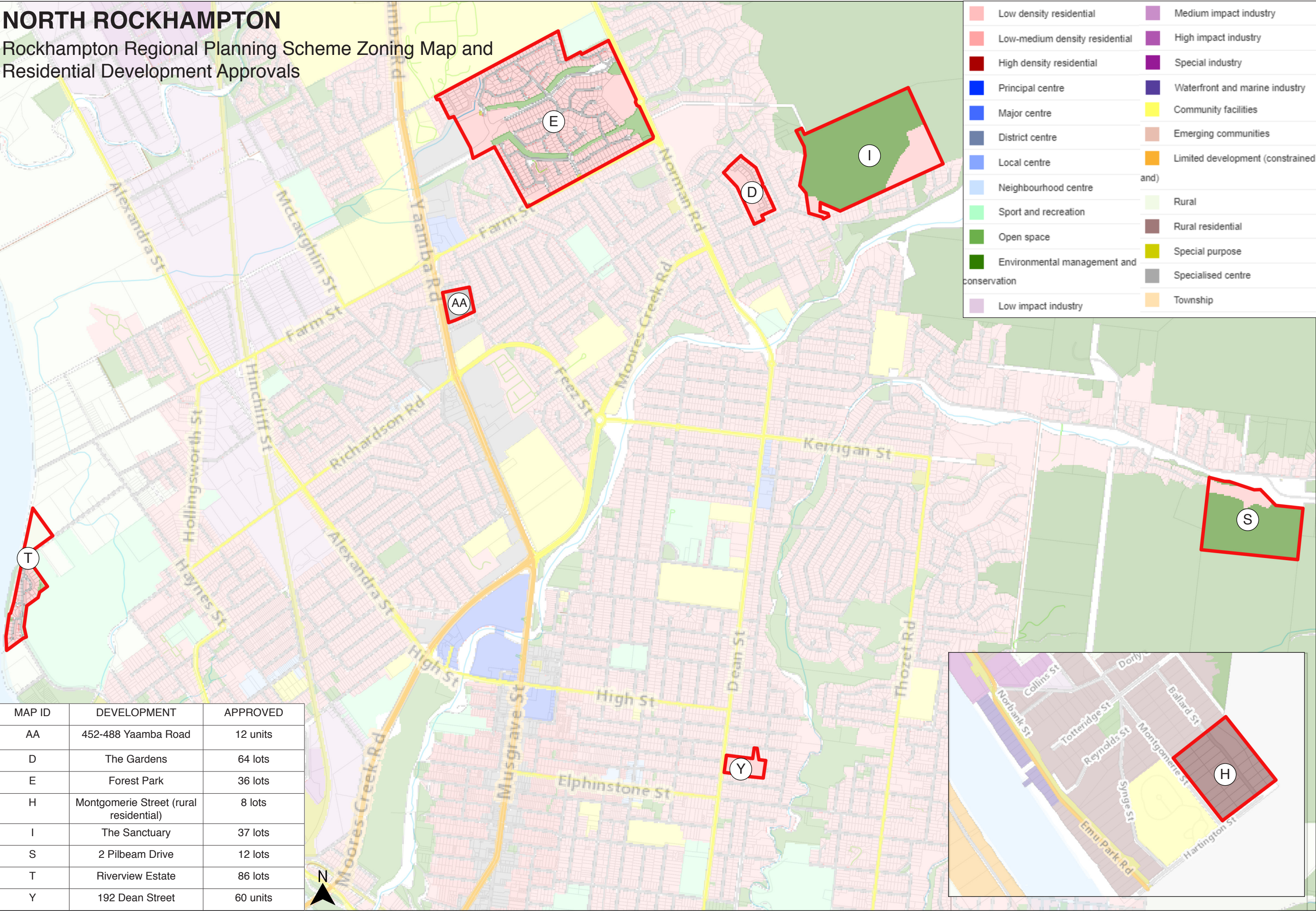
Medium impact industryHigh impact industrySpecial industryWaterfront and marine industryCommunity facilitiesEmerging communitiesLimited development (constrained and)RuralRural residentialSpecial purposeSpecialised centreTownship

MAP ID	DEVELOPMENT	APPROVED	ULTIMATE
A	Edenbrook	236 lots	850
B	Ellida	124 lots	2000
C	Riverside Waters	185 lots	350
D	The Gardens Estate	64 lots	64
E	Forest Park	36 lots	-
F	Crescentwood Estate	272 lots	-
G	Cascade Gardens	31 lots	-
I	The Sanctuary	37 lots	-
O	Korte's Resort	44 cabins	-
P	Domedios	55 relocatable home sites	-
R	Varsity Park Retirement Village	35 units	-



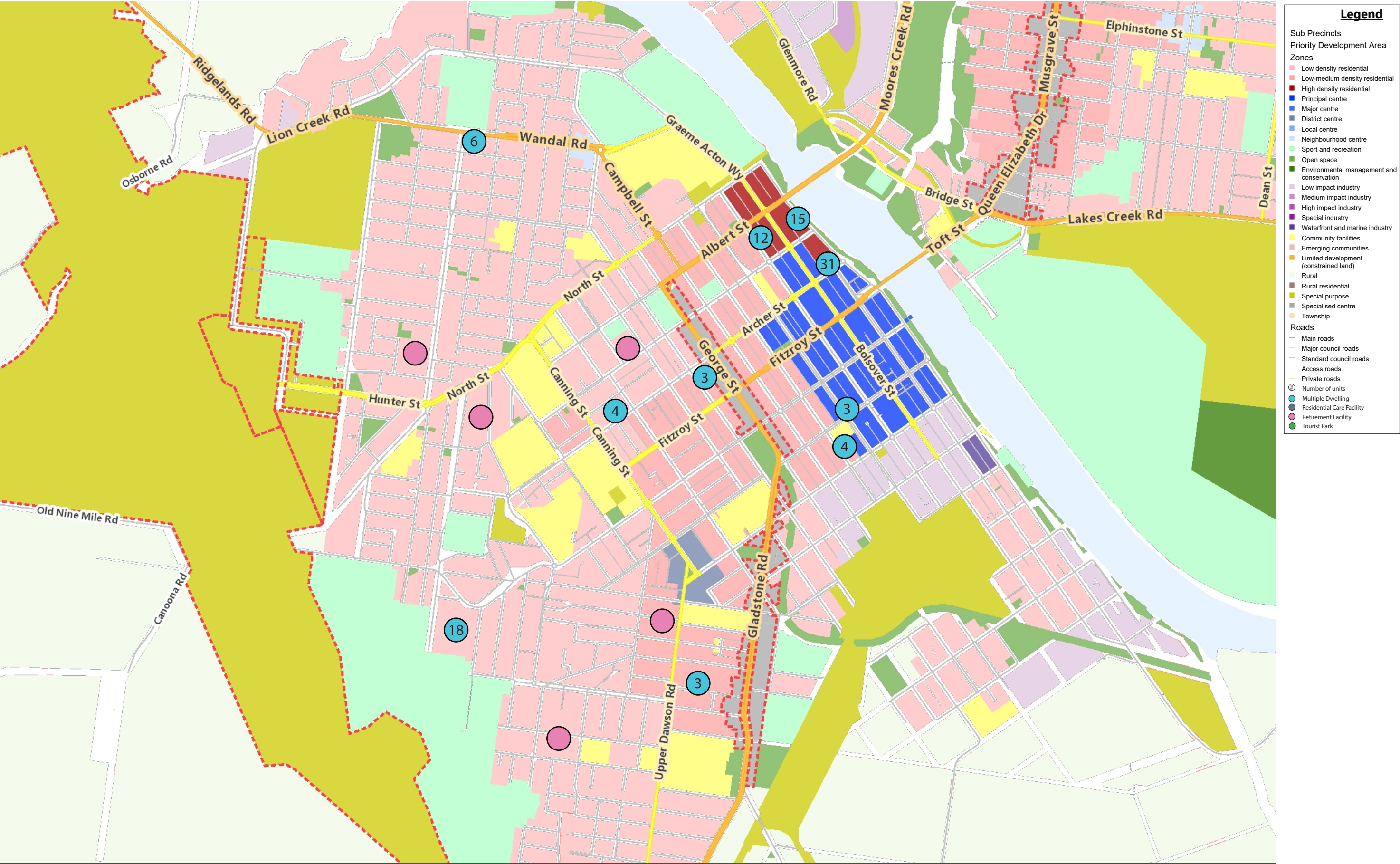
NORTH ROCKHAMPTON

Rockhampton Regional Planning Scheme Zoning Map and Residential Development Approvals



WEST ROCKHAMPTON AND ROCKHAMPTON CITY

Rockhampton Regional Planning Scheme Zoning Map and Residential Unit Development Approvals



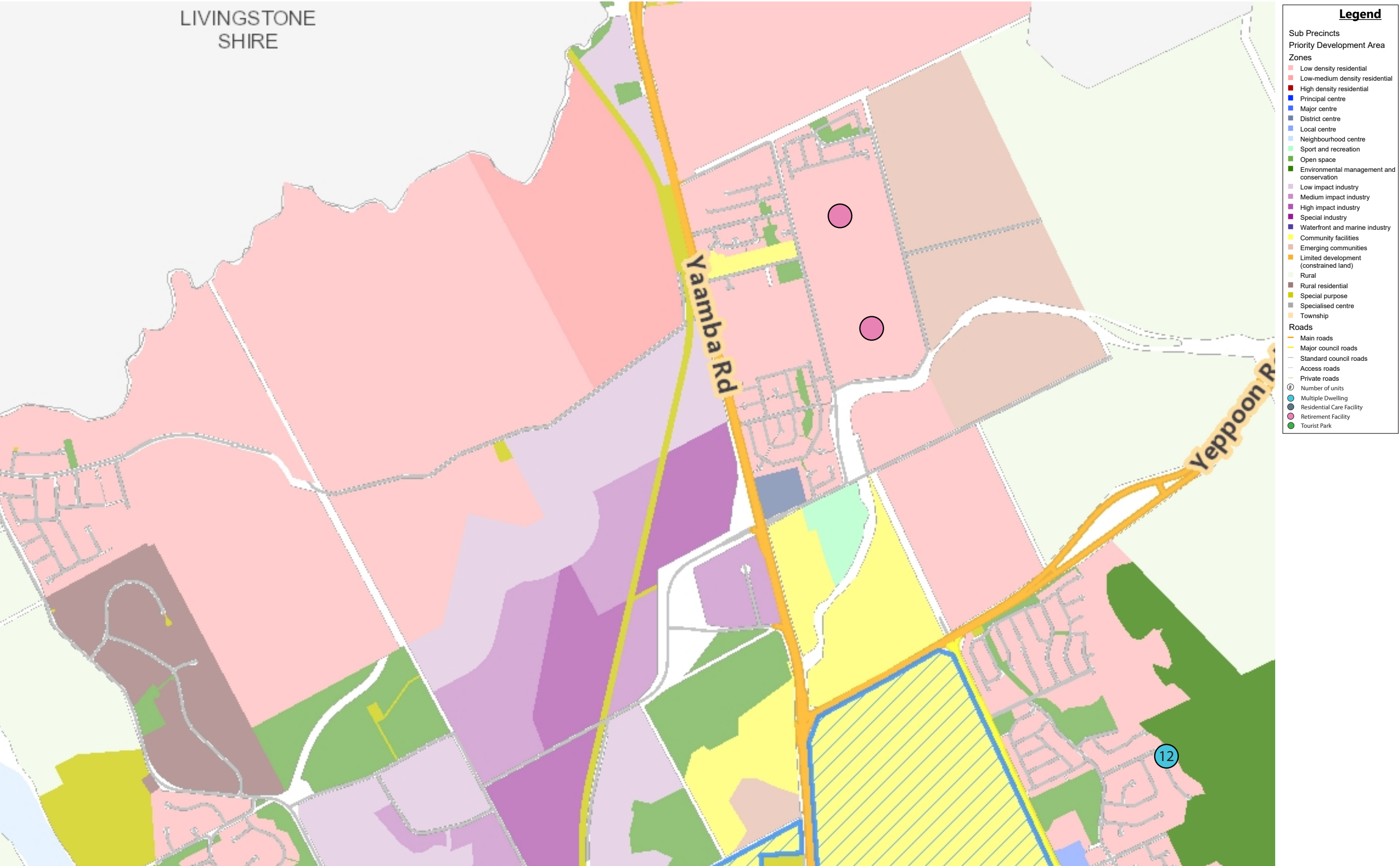
NORTH ROCKHAMPTON

Rockhampton Regional Planning Scheme Zoning Map and
Residential Unit Development Approvals



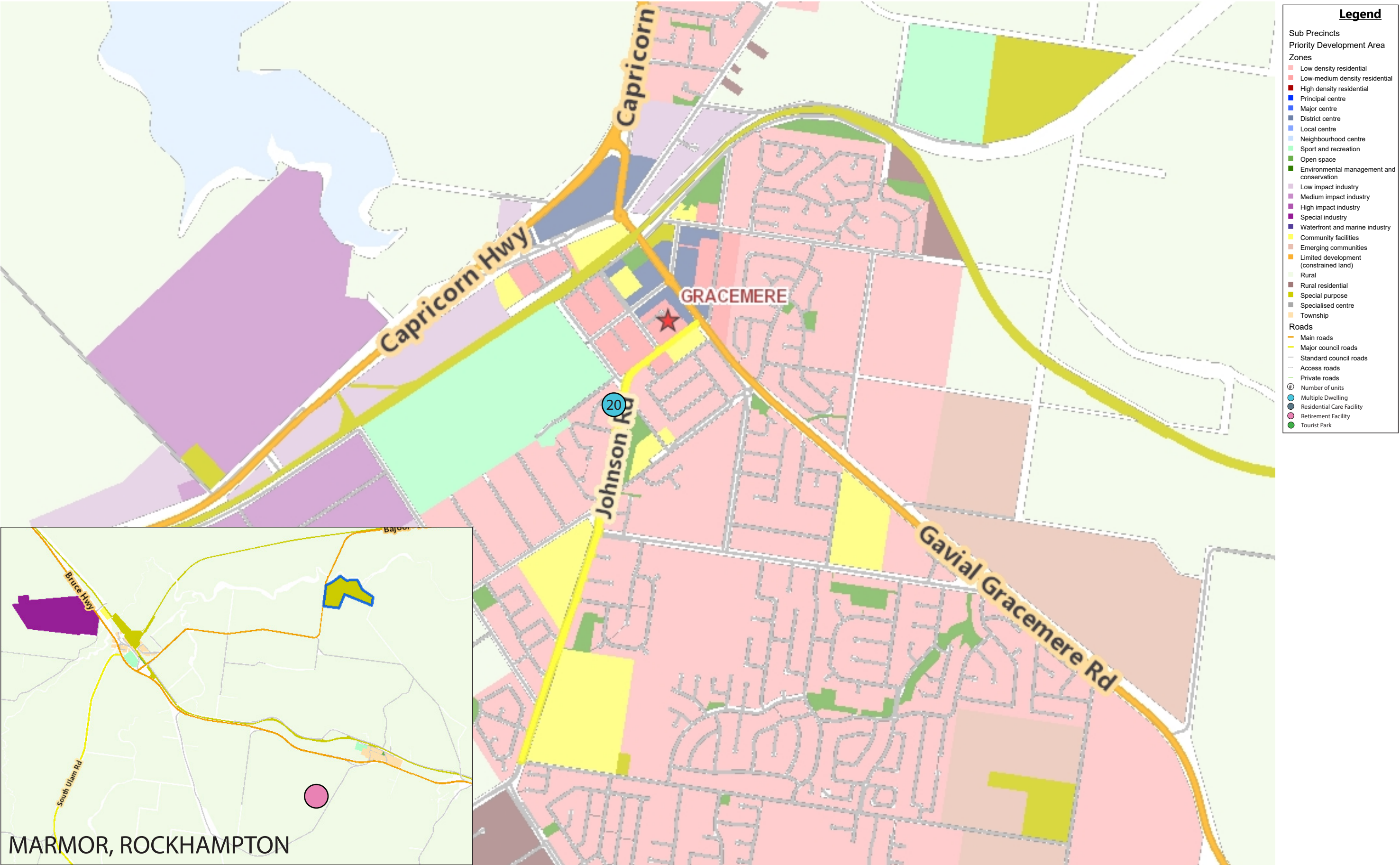
PARKHURST, ROCKHAMPTON

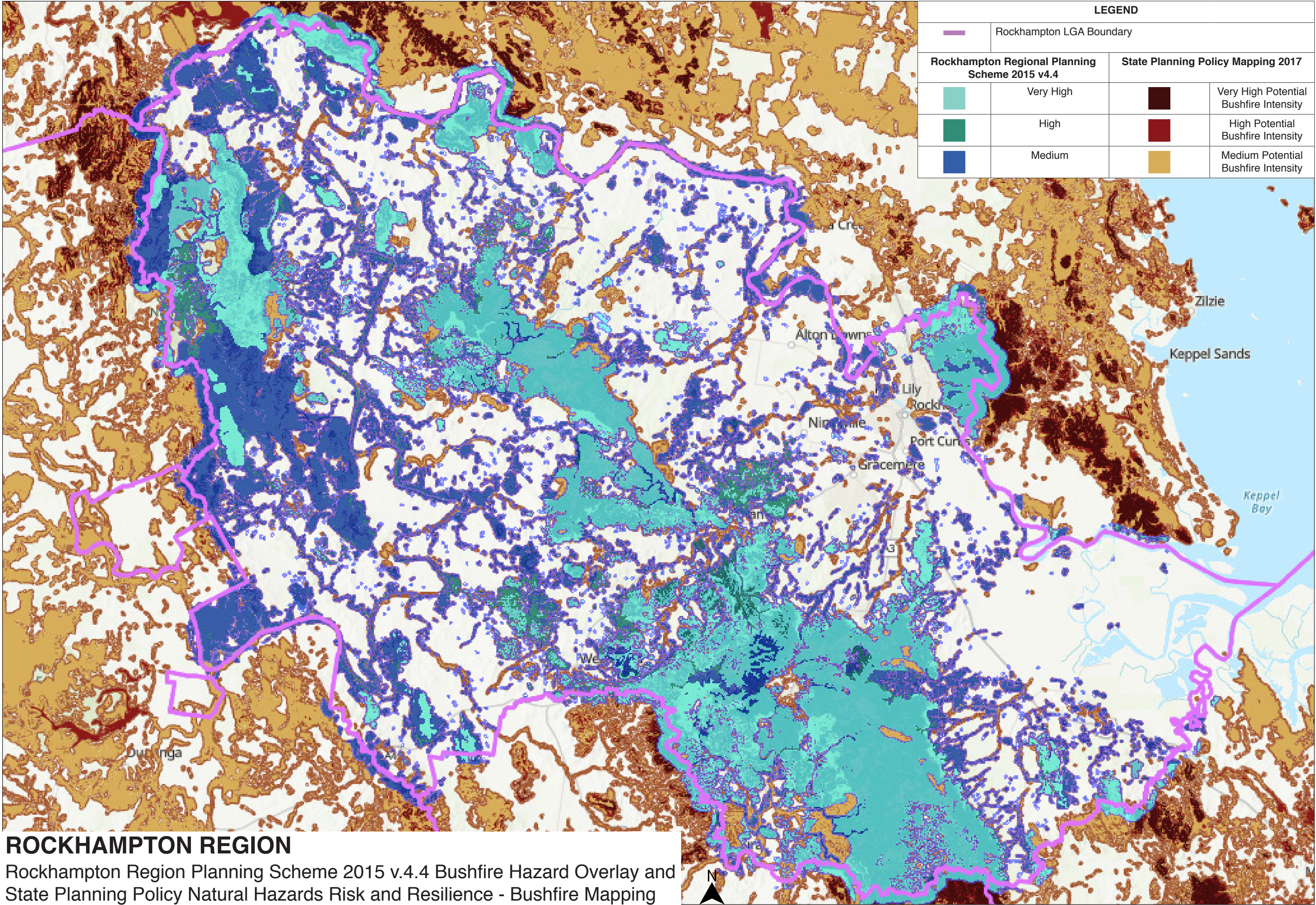
Rockhampton Regional Planning Scheme Zoning Map and
Residential Unit Development Approvals

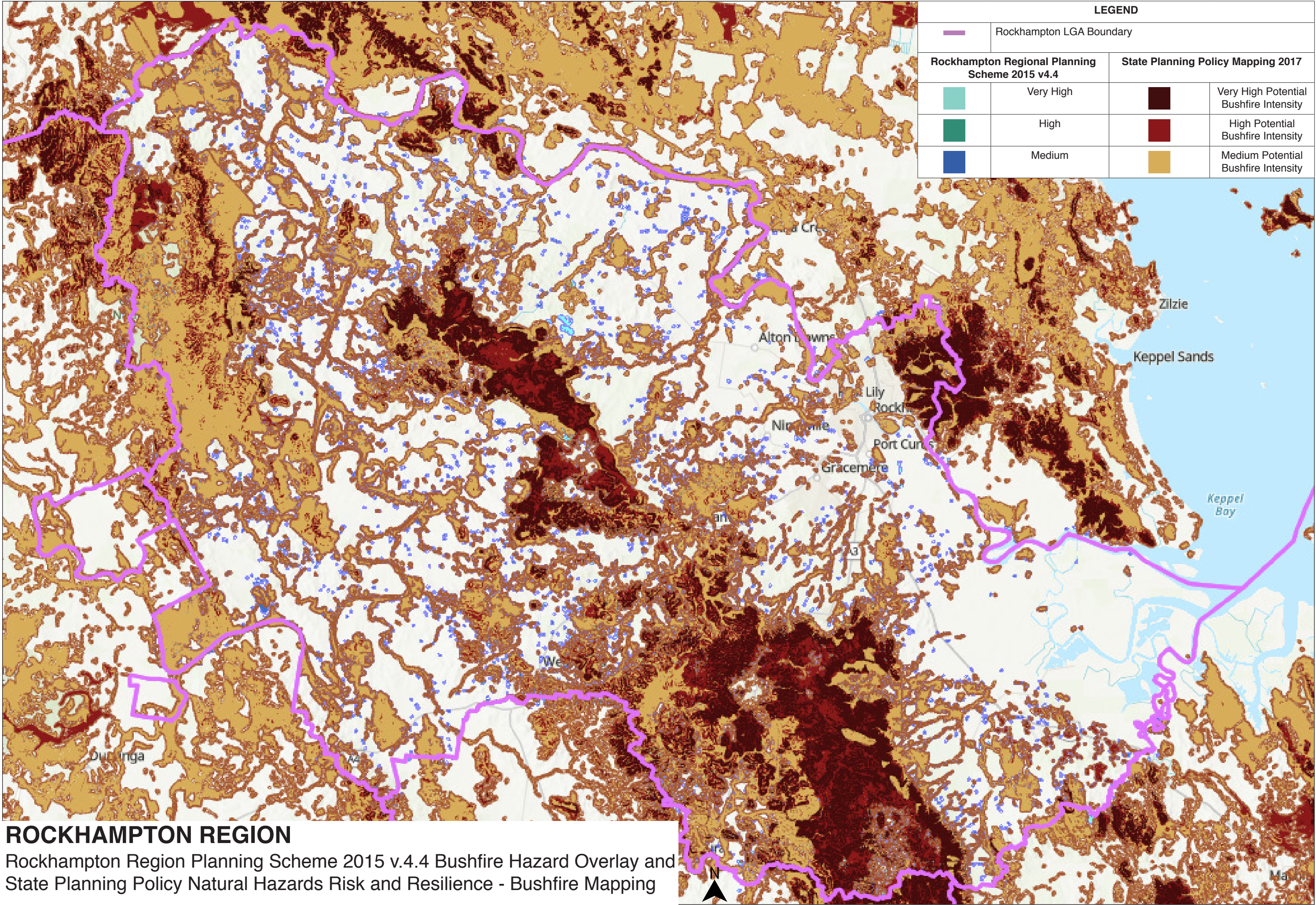


GRACEMERE, ROCKHAMPTON

Rockhampton Regional Planning Scheme Zoning Map and
Residential Unit Development Approvals







Appendix A: Literature and Policy Review

Rockhampton – Review of Emerging Strategies

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
Rockhampton Regional Council Corporate Plan 2022-2027	<p>Council's corporate plan has been developed to provide strategic guidance in its activities until 2027. The corporate plan includes a hierarchy of goals, efforts, specific mechanisms and key indicators under the themes of Council, community, economy, environment and infrastructure.</p> <p>The corporate plan also provides specific discussion of Council's corporate operations specifically Fitzroy River Water; regional waste and recycling; and the airport.</p>	<p>The following goals within the corporate plan have been specifically noted as being relevant to the planning scheme. More detailed "efforts" are provided under each goal within the corporate plan:</p> <ul style="list-style-type: none"> • 2.1 - Our places and spaces enhance the liveability and diversity of our communities • 2.3 - Our Region's heritage and culture are preserved and celebrated • 3.1 - We plan for growth with the future needs of the community, business and industry in mind • 3.2 - Our work attracts business and industry to our Region • 3.3 - Our work attracts visitors to the Region • 4.1 - Our Region is resilient and prepared to manage climate-related risks and opportunities • 4.2 - We pursue innovative and sustainable practices • 5.1 - Our Region has infrastructure that meets current and future needs 	<p>The corporate plan provides a recent and relevant high level strategic direction for the Rockhampton region. Various goals and efforts within the corporate plan have relevance to the planning scheme. It is specifically noted that:</p> <ul style="list-style-type: none"> • The Strategic Framework of the planning scheme encourages strong neighbourhoods and attractive places. • The planning scheme promotes heritage protection through the dedicated Heritage Place Overlay, supported by Strategic Framework provisions. • The planning scheme has been developed to cater for growth in the region to 2031. This growth horizon will need to be updated as part of the planning scheme review. • The Natural Resources and Economic Development theme of the Strategic Framework identifies various economic drivers for the region. These drivers would need to be reviewed as part of any planning scheme study focussed on economic activity / employment. • The Strategic Framework includes dedicated outcomes for

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			<p>tourism aimed at attracting visitors to the region. The manner in which these outcomes are implemented through development controls should be reviewed to ensure the approaches taken continue to align with current trends and drivers.</p> <ul style="list-style-type: none"> • The planning scheme includes protections against natural hazards, most notably through dedicated overlays for bushfire, coastal protection, flooding and steep land whilst also considering climate change, particularly through the Strategic Framework. The information that the current scheme provisions is based upon will likely require updating to reflect current best practice. • The planning scheme could be updated to include consideration of new and emerging technology such as alternative fuel sources and innovative practices such as increases in working from home. • The planning scheme's Strategic Framework includes an Infrastructure and Services theme which is implemented through various development codes. The planning scheme also includes a comprehensive

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			Local Government Infrastructure Plan.
Liveable Communities and Housing			
Rockhampton CBD Redevelopment Framework June 2017	<p>The CBD Redevelopment Framework is intended to provide a 20 year vision for the Rockhampton CBD. The framework relates to the area generally bounded by the river, Derby Street, Kent Street and Albert Street, with a “CBD Heart” area comprising the four blocks bounded by Quay, Fitzroy, Bolsover and William Streets.</p> <p>The framework is formed by a vision, 10 redevelopment objectives, 3 strategies and 10 sub-strategies. Six catalyst projects, other transformational projects and an implementation / delivery plan are also included.</p> <p>The overarching vision identifies that functionally the CBD will be “the economic and cultural heart of the region” while physically it will be “a dynamic place that is thriving, sustainable, connected and memorable”.</p>	<p>The framework provides guidance on the future development of the CBD. At a macro level the framework defines a clear “CBD Heart” that can be reinforced through the strategic and development level provisions of the planning scheme.</p> <p>Whilst many of the initiatives included within the framework represent either civic improvements (e.g. installation of a major events screen) or more administrative initiatives such as branding and place management programs, these provide a level of guidance which can be reflected in land use policy.</p> <p>At a more detailed level, various elements of the objectives, strategies and sub-strategies could be distilled into elements of the planning scheme. Of specific note are the following change making projects:</p> <ul style="list-style-type: none"> • A1b – Future CBD Fresh Food Market • A1k – River Jetty and Commercialisation of the River • A1l – Eat Street Markets and Riverside Dining Precinct • A2a – CBD Living Project • A2b – Second Storey Living Project • A2c – Strategic Site Identification for residential development • A2d – CBD Short-term accommodation 	<p>The CBD redevelopment framework provides a reasonably contemporary review of the urban design and development approach for the Rockhampton CBD. The document has a 20 year vision (i.e. to 2037) and therefore remains relevant to the planning horizon of the planning scheme.</p> <p>Noting the planning scheme was prepared prior to the preparation of the framework, there is a need to review the alignment of the planning scheme’s policy direction for the Rockhampton CBD with the framework. This is specifically noted as project C3h of the framework.</p> <p>Having regard to those change making projects identified as part of this review, the following is noted in relation to the planning scheme:</p> <ul style="list-style-type: none"> • the framework identifies specific land use projects such as markets, dining and cultural precincts that could be referenced as part of the Overall Outcomes in the Principal Centre Zone Code; • the importance and role of the Fitzroy River is subject to limited discussion in the Principal

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
		<ul style="list-style-type: none"> • B1e – Redefine Street Network Road Hierarchy • C1a – Creation of a Cultural Precinct • C1b – Laneway Activation Strategy • C1f – Rooftop Bar/Activation • C2a – CBD Streetscape Design Manual (reviewed below) • C3a – Smart City Design Standards • C3d – Built Form Guideline • C3h – Update Planning Scheme • C3i – Define a Heritage Quarter • C3j – Adaptive Reuse of Heritage Spaces 	<p>Centre Zone Code and this could be expanded, including the aspiration for a river jetty and broader commercialisation;</p> <ul style="list-style-type: none"> • the Principal Centre Zone Code acknowledges the existence of laneways in the CBD however does not discuss their potential role as an area for land use activation. This intent could be added to the zone code; • the Principal Centre Zone Code could include detailed design guidance for rooftops, focussed on activation opportunities; • the Principal Centre Zone Code currently includes limited built form guidance, generally focused on macro design elements such as height and setbacks. Further provisions could be included focussed on localised design features such as design details, shapes, colours and textures that reflect the unique design and architectural setting of the CBD. A detailed design guideline could also be developed; • the Principal Centre Zone Code includes overarching support for a mix of uses in the CBD, including appropriately located residential uses, however these statements could be reviewed to align with the greater emphasis

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			<p>on residential uses identified as part of the framework, such as city living and short-term accommodation;</p> <ul style="list-style-type: none"> the Heritage Place Overlay Code is primarily focussed on the conservation of existing heritage values. Whilst reuse of buildings is discussed, the code (specifically PO5 and the Overall Outcomes) could be expanded to provide further guidance on acceptable / desirable reuse, particularly in the CBD. <p>The review of the associated CBD Streetscape Design Manual below also provides further discussion relevant to the identified projects and the implementation of the broader framework.</p>
<p>Rockhampton CBD Streetscape Design Manual June 2017</p>	<p>The CBD Streetscape Design Manual has been developed as a direct product of the CBD Redevelopment Framework discussed above (see specifically project C2a of the framework). The manual provides detailed urban design guidance for the same study area as the framework.</p> <p>The manual identifies streets, laneways and pedestrian connections within the study area as one of seven typologies namely high street; urban avenue; esplanade; connector; ridge to river connections; CBD boulevard; and laneways and cross-block links.</p>	<p>The design manual provides detailed design guidance for streets within the CBD. Whilst these streets are primarily the responsibility of government, adjoining development will commonly involve/require works within the road, particularly the footpath. The design manual can be used to inform design standards within the planning scheme for streetscape works associated with development.</p>	<p>The planning scheme currently provides limited detailed streetscape design guidance. The Principal Centre Zone Code is limited to provisions for awnings and crossover locations while the relevant road cross sections, prescribed through a PSP, rely on the relevant hierarchy of the road and the equivalent cross section under the Capricorn Municipal Development Guidelines (CMDG). Broader regionwide guidance, such as the placement of street trees, is provided through the Works Code.</p>

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
	<p>Each of these typologies is provided with a cross section, intent plan and general design guidance.</p> <p>More detailed design guidance is also provided for streetscape infrastructure (such as loading zones, parking and cycle infrastructure), street tree selection and location, understorey planting, general landscape design, pavements, materials and street furniture.</p>		<p>The current planning scheme therefore is primarily focussed on the infrastructure function of roads (i.e. the movement of traffic) and does not include any locally specific content, as shown through the use of the regional standard (CMDG).</p> <p>The CBD Streetscape Design Manual provides detailed controls that could be incorporated into the planning scheme directly through a detailed planning scheme policy (or similar) that is referenced in provisions within the Principal Centre Zone Code or a dedicated streetscape overlay. As part of this work consideration could be given to expanding this concept beyond the CBD area, albeit with less detailed design guidance.</p>
Economic Growth			
Rockhampton Region Commercial Centres Study August 2021	<p>The Commercial Centres Study was prepared to identify a revised centres strategy for the region reflecting existing and future development and anticipated trends in demand for floorspace and services. The study acknowledged the existing centres hierarchy within the region, consisting of the Rockhampton CBD as the principal centre, a major centre at North Rockhampton, three district centres, five local centres, five neighbourhood centres and four specialised centres.</p>	<p>The study identifies a centres network and hierarchy that can be reflected in a planning scheme through strategic level provisions guiding the size, scale and location of commercial and retail development, zoning level provisions which identify the scale and nature of preferred land uses and more detailed design provisions that reflect the role of specific centres. Guidance is provided with respect to these elements for each order of centre within the identified hierarchy (principal, major, district, neighbourhood and specialised).</p>	<p>This study was completed after the current planning scheme commenced and provides a contemporary assessment of factors relevant to centres hierarchy and strategy as embodied in a planning scheme. Notably the study includes consideration of recent trends including the impacts of post COVID-19 activities on both retail and commercial land uses, which is an important cultural shift that is</p>

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
	<p>The study reviewed the activity in each existing centre, considered potential demand drivers and identified other key trends to ascertain the future demand for centre floorspace and services.</p> <p>The study recommended a centres hierarchy that was unchanged from existing conditions (as discussed above) however provided recommend changes to current settings and other recommendations for each type of centre. The study also provides guidance on changes to continue to manage out of centre development.</p>		<p>likely to impact on future centre demand.</p> <p>The planning scheme identifies a centres hierarchy through the Strategic Framework's Settlement Pattern theme, specifically the Centres element. The planning scheme currently supports one principal centre (Rockhampton), one major centre (North Rockhampton), three district centres, five local centres, five neighbourhood centres and three specialised centres. This centres hierarchy is then reflected in the zoning pattern of the scheme, with a zone provided for each order of centre. The 2021 study confirms that the current hierarchy and number/location of centres remains relevant for the region.</p> <p>The study provides a refreshed "focus" statement for each centre type, which could be used to update the equivalent existing content in the planning scheme, most relevantly the description of each centre in the Strategic Framework (see Table 3.3.2.2), which includes similar discussions of catchments and intended uses, along with the purpose statements for each centre zone.</p> <p>The study makes the following observations that are of note to specific development within centres:</p>

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			<ul style="list-style-type: none"> • allow ground level residential uses in the CBD; • allow short and long term residential uses in the Denison Street precinct; • support a limited line supermarket, rather than a full line supermarket, in the CBD; • review parking rates to promote the reuse of existing buildings in the CBD; • align the planning scheme with the CBD Redevelopment Framework (reviewed above); • maintain the existing extent of the Principal Centre Zone; • discourage offices in the Major Centre at North Rockhampton; • do not limit floor space at the Major Centre at North Rockhampton; • encourage the development of a new full-line supermarket at Gracemere within the district centre rather than through an expansion of Allentown centre; • remove support for a new supermarket at Parkhurst (Boundary Road); • Neighbourhood centres should not support small supermarkets and should focus instead on convenience shopping;

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			<ul style="list-style-type: none"> • consideration should be given to extending the Local Centre Zone at Berserker to the west; • remove support for a full line supermarket in the Gladstone Road specialised centre; • allow a full-line supermarket in the Yaamba Road specialised centre; • support transitioning of specialised centres from bulky goods retailing to trade base activities, warehousing, service industry, low impact industry and indoor sport and recreation; • remove specific allowances for offices in the Low-Medium Density Residential Zone; and • allow for the reuse of existing buildings in the immediate vicinity of the CBD, without intensification.
Environment and Heritage			
Natural Environment Study August 2019	<p>The Natural Environment Study was prepared to identify the natural environmental values of the Rockhampton region.</p> <p>The study identifies significant elements of the natural environment, determines threats to these values and discusses land uses that may be compatible with the identified values. The study provides a review of the existing overlay mapping, noting it is reasonably robust however</p>	<p>The study provides a review of the natural environment with a specific focus on the adequacy of the existing planning scheme overlay mapping. The study notes specific updates that may be required, including reflection of the most current State mapping under the State Planning Policy. The study also identifies specific biodiversity investigation areas where dedicated action may be required to ensure appropriate environmental protection is achieved.</p>	<p>The study provides a contemporary review of the natural environment of the region undertaken after the current planning scheme commenced. The current planning scheme includes the Biodiversity Overlay as the primary mechanism to implement environmental protection matters covered by this study, however this is complimented by other mechanisms such as the zoning pattern (particularly through</p>

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	<p>could be updated. Of specific interest, the study maps biodiversity investigation areas that are areas that may require specific consideration as to the adequacy of their protection through existing mapping / controls. Recommended actions are provided for each biodiversity investigation area.</p> <p>The study considers the natural environment through a protect, maintain and enhance framework. Of specific relevance is the identification of amendments to the planning framework to better reflect this approach.</p>	<p>The updates outlined by the report could be incorporated into revised planning scheme mapping and/or controls to reflect contemporary information.</p> <p>The study also identifies a range of targeted amendments to the planning scheme including the strategic framework, categories of development and assessment, overlay mapping and planning scheme codes to ensure environmental protection is appropriately integrated.</p>	<p>the Environmental Management and Conservation Zone) and development controls.</p> <p>The Biodiversity Overlay maps areas of significance and includes an overlay code to enforce requirements within that overlay. The overlay is also supported by higher order statements in the Strategic Framework, most notably under the Natural Environment and Hazards theme.</p> <p>The relevant provisions of the planning scheme were reviewed as part of this study and it is noted that the planning scheme has not been amended to reflect the findings and recommendations of the study.</p> <p>The following matters are of specific note:</p> <ul style="list-style-type: none"> • The study identifies 15 specific geographic areas, referred to as biodiversity investigation areas, where it was determined that insufficient protection of the natural environment was provided, with some areas subject to likely development pressure. The study maps these locations (see Figure 1-19) and provides targeted actions, all of which commence with a detailed localised mapping exercise to identify matters of significance. Undertaking detailed analysis of

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			<p>these locations as part of the planning scheme review would inform updates to the Biodiversity Overlay mapping. Five locations are also identified as potentially requiring rezoning to provide adequate protection (see specifically Table 1-12 of the study).</p> <ul style="list-style-type: none"> • The Biodiversity Overlay mapping was noted to potentially misalign with the equivalent Strategic Framework. It was recommended that alignment be achieved. Mapping updates were also suggested for both mapping layers to reflect current information and approaches. • It was suggested that the inclusion of a single conservation zone (the Environmental Management and Conservation Zone) may not adequately reflect the different types of environmental values, where some land is more valuable (and therefore more incompatible with certain land uses than others). The Planning Regulation supports this approach through the allowance for two more detailed zones, namely the Conservation Zone and the Environmental Management Zone, which form part of the standard suite of zones

Document	Background/ Purpose/ Findings	Relevance to Planning Scheme	Incorporation into Planning Scheme / Gap Analysis
			<p>permitted to be adopted through a planning scheme.</p> <ul style="list-style-type: none"> • It was noted that Council's Environmental Protection Strategy for no net loss of vegetation was not reflected and this should occur through dedicated provisions in the Strategic Framework and Biodiversity Overlay. This was also reflected in targeted comments suggesting that provisions be redrafted to more clearly articulate Council's policy intent for the natural environment. • It was suggested that the current provisions relating to clearing of vegetation may allow more significant clearing to occur as Accepted Development, which may not be intended. <p>The full listing of suggested amendments is provided in Table 3-1 of the study and would form the basis of incorporating this study into a new / reviewed planning scheme.</p> <p>It is noted that the study was completed in 2019 using the current information of the time. Various State environmental mapping layers are subject to regular updates and therefore any updating of the planning scheme should use the most up to date information.</p>

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Rockhampton – Review of Background Reports

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
Liveable Communities and Housing			
Population Distribution and Residential Development Study November 2010	<p>This report was prepared to support the drafting of the current planning scheme and was completed in November 2010. The purpose of the report was to understand the residential land requirements and housing needs of the Rockhampton Region to inform the land use and settlement pattern adopted as part of the planning scheme.</p> <p>The report considers population growth estimates for the region, combined with factors with a Council / community desire to maintain a sustainable and efficient urban form that increases density in well-served locations.</p> <p>The report estimated that 868 new dwellings would be required per year in the Rockhampton region until 2031. The report applied a range of assumptions to form different scenarios, with land requirements determined for each scenario. The analysis conducted concluded that 1,700 hectares of additional residential land would be required under the new planning scheme. Whilst the study provided some guidance around the location of this growth, the identification of a specific growth strategy or locations for growth were beyond the reporting.</p>	<p>The report provides for the future projection of dwelling and residential land demand within the region which is relevant to the ongoing growth management and settlement pattern roles of the planning scheme.</p> <p>Noting that the report was prepared to inform the current planning scheme, it would be relevant to compare the predictions outlined in the reporting with on the ground development that has occurred in the life of the planning scheme, to benchmark the appropriateness of various assumptions used, particularly dwelling split and density. Understanding the relationship between the development pattern of the region and those assumptions may assist in informing future residential land estimates undertaken using current data and the determination of a long-term growth pattern for the region toward a new planning horizon.</p> <p>The estimates in the study extend to a 2031 horizon, meaning they remain relevant to any future planning scheme and, where updated to reflect current data and appropriate assumptions, could be used to understand future land demands and inform a revised settlement pattern.</p>	<p>This report relies on data and assumptions that are significantly dated and will have likely, in the most part, been overtaken by development activity occurring in the region since 2010, particularly given that 2006 census data was relied upon (as the most recent at the time).</p> <p>Whilst the report includes estimates out to a horizon of 2031, these would need to be updated to include current data and updated assumptions.</p> <p>The report is also based on the regulatory framework applicable at the time of writing, namely State Planning Policy (SPP) 1/ 07 Housing and Residential Development, which was repealed in 2016 with the commencement of the Single State Planning Policy. It is also noted that the reporting was undertaken at a time when the former Livingstone Shire formed part of the amalgamated Rockhampton Region. Any reliance on this report moving forward would need to remove any residential demand/supply attributed to the now de-amalgamated Livingstone Shire</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
			to ensure relevance to the current Rockhampton Region is maintained.
Rockhampton Urban Design Study: CBD, Musgrave Street, New Planning Scheme June 2011	<p>This urban design study considers opportunities and principles for the core of the Rockhampton CBD (generally the area bound by the river, Derby Street, Denison Street and Archer Street) and the Toft Street / Queen Elizabeth Drive / Musgrave Street corridor in North Rockhampton, extending from the river north to the Bruce Highway intersection at Moores Creek Road. The study area notably includes the North Rockhampton Shopping Centre.</p> <p>Urban design analysis was undertaken of the two areas (CBD and Musgrave Street) separately, focussed on a range of factors. In the CBD focus was placed on anchor sites, a department store site, cultural locations, parks, a Quay Street spine, laneways, CPTED, parking and defining a core. In the Musgrave Street corridor focus was placed on flooding, identifying anchor sites, transit-oriented development, residential infill, pedestrian/cycle movement, streetscape treatment and corridor interface.</p> <p>For the CBD, the study developed a vision and urban design elements. This consisted of a reinforcement zone near the river, where character would be maintained, and an opportunity zone further west, where new development would be encouraged. This overarching approach was partnered with</p>	<p>The urban design study identifies a range of key drivers and place making outcomes for the two specific areas reviewed, along with broader urban design principles. While development has occurred within these areas since the study was completed in 2011, the underlying considerations remain relevant for these areas as part of a planning scheme.</p> <p>The study combines design elements that could be implemented through a planning scheme such as the provision of pedestrian links and general design guidance, elements that inform broader land use of the study areas and elements that would need to be implemented through a broader civic improvement programs or public infrastructure projects.</p> <p>A benchmarking exercise that assesses whether the directions identified have been delivered and if not, if they remain relevant, may assist in understanding the relevance of the identified design directions to the contemporary design context.</p>	<p>The urban design study was undertaken in 2011 however given the rate of redevelopment of the CBD and inner city of Rockhampton many of the principles and directions provided by the study would remain relevant.</p> <p>Broader land use directions, such as the location of a department store within the CBD, development of a cultural precinct and the encouragement of residential infill housing, may need to be reviewed to confirm they remain a community aspiration and are relevant to the contemporary considerations for these types of land uses.</p> <p>It is noted that Council has subsequently undertaken a detailed urban design exercise for the Rockhampton CBD in 2017, resulting in the preparation of a redevelopment framework and a streetscape design manual. The area of interest for this later work is similar to that covered by the 2011 urban design study for the Rockhampton CBD. This later work can be seen as a progression of the principles in the 2011 urban design study where it relates to the Rockhampton CBD.</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	<p>streetscape improvements, anchor sites, cross CBD links, a new green link on East Street, a new department store site in the north-west of the CBD, and a new cultural precinct in the south-west.</p> <p>The study also provided urban design principles for a range of different land use types including residential, industrial and commercial.</p>		
Economic Growth			
Rockhampton Centres Study November 2010	<p>The Commercial Centres Study was prepared to inform the development of a centres network and hierarchy for the current planning scheme. The study considered the profile of the region having regard to population / demographics, economic / spending patterns, business activity and employment. The study considered seven dedicated catchments as part of this analysis.</p> <p>The study also considered the existing centres network with specific consideration of both retail and commercial roles / drivers for centres.</p> <p>The key centres identified were Rockhampton CBD, South Rockhampton, North Rockhampton, Yeppoon, Emu Park, Gracemere and Mount Morgan, with detailed analysis undertaken of specific areas of interest in each broader locality (for example Allenstown and Wandal centres in South Rockhampton).</p>	<p>The study identifies a centres network and hierarchy that can be reflected in a planning scheme through strategic level provisions guiding the size, scale and location of commercial and retail development, zoning level provisions which identify the scale and nature of preferred land uses and more detailed design provisions that reflect the role of specific centres. Guidance is provided with respect to these elements for each order of centre within the identified hierarchy (principal, major, district, neighbourhood and specialised).</p>	<p>The study was undertaken in 2010 to inform the preparation of the current planning scheme. The data and assumptions used in the preparation of this study are dated and would need to be updated. In this regard it is noted that Council commissioned the preparation of a Commercial Centres Study in 2021 which largely replaces the 2010 study.</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	<p>Through analysis of existing conditions, local drivers and broader macro trends, the study determined retail, commercial / government and other service demand to define a preferred centres network and hierarchy. This hierarchy consisted of one principal centre (Rockhampton CBD), two major centres (North Rockhampton and Yeppoon), three district centres (Allentown, Yeppoon Central and Gracemere), 10 neighbourhood centres and two specialised centres.</p>		
<p>Economic Development and Employment Study December 2010</p>	<p>The Economic Development and Employment Study was undertaken to inform the preparation of the current planning scheme. The study was intended to identify drivers for economic and employment growth in the region, provide guidance on planning scheme controls and estimate future land requirements for various employment land types across the region.</p> <p>The study identifies key sectors being supplied within the region (i.e. input) and business within the region supplying sectors (i.e. output). Analysis of the region was undertaken using four planning areas and 21 subareas, with employment and land use projections prepared for each subarea across industrial; commercial office; retail; education; health; public order and safety; and other sectors.</p>	<p>The estimates of employment land demand, particularly the split between different industry sectors, provide a basis for ensuring the planning scheme provides sufficient supply of appropriately zoned and located land to satisfy anticipated demand.</p>	<p>This study was undertaken in 2010 to inform the current planning scheme and was based on current information available at the time of preparation. Any reliance on this report would require updating of the estimates to reflect current data and incorporating contemporary assumptions. The projection period of the report extends to 2031 and more detailed review of the findings may provide an opportunity to benchmark projections against on the ground development, informing future land use strategies along with realistic assumptions for future projections.</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	<p>Each planning area was anticipated to experience growth in employment land demand although this ranged from very low levels in areas such as Mount Morgan, the airport and rural areas to the highest levels at Stanwell (39.8 hectares), Yeppoon and Surrounds (32.9 hectares) and Parkhurst-Kawana (41.5 hectares). The Rockhampton CBD was anticipated to require 6.6 hectares of additional land primarily focused on the commercial office and other sectors.</p> <p>The demand projections provided extend to a planning horizon of 2031.</p>		
Industrial Land Use Study December 2010	<p>This study was completed to inform the preparation of the current planning scheme and specifically focussed on reviewing industrial land locations, having regard to their current use, level of constraint and surrounding land use (potential conflict). The study also reviewed the existing zoning pattern for translation into the (at the time) new planning scheme, determined land demand to 2031 and considered the establishment of a transport node in the region.</p> <p>The study identified emerging issues requiring consideration, namely land use conflicts due to expansion of industrial areas, underutilised land, emergence of inappropriate / illegal rural based industry, physical constraints and misalignment between land supply and</p>	<p>This study provides a targeted review of industrial land demand to determine future industrial land supply requirements across the region. It identifies emerging topics that may require a development policy response and identifies shortages of land supply that would need to be addressed through zoning pattern changes or alternative approaches (such as influencing the drivers of demand). The study is relevant to the planning scheme's role in determining settlement pattern and zoning, not only for industrial land but for other uses to avoid current and future land use conflicts.</p>	<p>The study was prepared in 2010 to inform the current planning scheme and the analysis undertaken is based on the current information available at the time of preparation. Whilst the planning horizon of the study remains relevant (2031), the estimates and the assumptions underpinning the study would need to be reviewed and updated using current data, including reflecting recent development activity, to provide contemporary estimates that can be relied upon for any future planning by Council for industrial land supply.</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	<p>demand, particularly for population serving industries.</p> <p>The study estimated that 180 hectares of industrial land was required to 2031, with existing vacant supply providing 1,122 hectares of developable land, thus a significant surplus. Key areas where supply was available were Gracemere-Stanwell and Parkhurst. The study identified notable shortages of various types of industry land (low impact, medium impact, high impact and noxious and hazardous) in the Rockhampton City area.</p>		
Rural Lands Study June 2011	<p>The Rural Lands Study was undertaken in 2011 to inform the current planning scheme. The study sought to identify an appropriate land use policy for the rural areas of the region, including consideration of subdivision, protection of environmental areas, industry opportunities and avoiding land use conflicts (particularly between urban and non-urban uses).</p> <p>The study provides a range of land use planning recommendations including specific guidance for rural uses such as grazing, cropping, intensive animal industries, mining and extractive resources and truck / heavy vehicle parking, whilst also considering the potential for rural residential and small rural lot subdivision.</p> <p>The study also recommended the establishment of three rural precincts</p>	<p>This study provides a review of the values and constraints of the expansive rural lands within the region and provides both land use policies based on location complemented by directions for specific and topical land uses. This framework is relevant to the ongoing land use policy for the Rural Zone and other non-urban land within the Rockhampton region.</p>	<p>The study was undertaken in 2011 and is therefore significantly dated, however noting the nature of rural areas, many of its findings may remain relevant to the current setting of this land, subject to specific review.</p> <p>Some specific elements of this study may need targeted review and updating to reflect contemporary practices and policies. In this regard the State Interests considered in the report are based on the relevant SPPs in force at the time and do not reflect the current State Planning Policy. It is specifically noted that the review relied on the identification of Good Quality Agricultural Land and Strategic Cropping Land, both of which are</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	(grazing; coastal horticulture; and cropping and intensive grazing) within the rural area, complemented by an environmental and coastal protection area, intended for natural / conservation purposes, and a non-rural investigation area, which was likely suited to conversion to urban use. The extent of each area and precinct was mapped as part of the study.		policy settings that have been replaced under the current SPP.
Environment and Heritage			
Heritage, Character and Urban Design Study December 2010	<p>This study was prepared to consider the non-Indigenous (historic) cultural heritage and character values of the region to provide recommendations for the (at the time) new planning scheme. Heritage refers to not only the appearance of a place but its historic, architectural, social or technological values while character refers more to how a place looks, particularly with regard to architectural style and streetscape presentation.</p> <p>Through an assessment of the region the study identified 83 heritage places, 454 potential heritage places and two heritage precincts (Quay Street and the historic town grid). The study identified 1,047 character sites and numerous character areas. The areas identified have been clearly mapped as part of the study.</p> <p>The study provided recommendations as to planning scheme drafting and controls</p>	<p>Heritage and character values are an important part of the community that are integrated into the planning scheme, in part reflecting the relevant State interest. Matters of local significance are, however, a matter for Council to determine, particularly with respect to local character.</p> <p>This study provides a comprehensive review of heritage and character matters in a manner that is easily transferred into a planning scheme for protection and regulation.</p>	<p>This study was prepared to inform the current planning scheme and its findings are generally reflected through elements of the planning scheme, most notably the Character Overlay and the Heritage Place Overlay. Noting that heritage and character matters, due to their nature, are likely to remain unchanged, the findings of this study remain relevant. There may, however, be a need to review the findings to understand:</p> <ul style="list-style-type: none"> the exact extent to which they were adopted in the current planning scheme, particularly the identification of certain sites or areas; where the findings were not adopted on the basis of the above review, whether current circumstances warrant reconsideration; and

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	to protect the identified heritage and character values including through the strategic framework, categories of development and assessment, zones, local plans, overlays, definitions and planning scheme policies.		<ul style="list-style-type: none"> whether there are additional areas, owing to the current approach / policy setting for heritage and character and contemporary knowledge and drivers, that may need to be protected through these policy mechanisms.
Natural Environment Study December 2010	<p>The Natural Environment Study was commissioned to identify areas of biodiversity and conservation significance to be reflected in the current planning scheme whilst also informing the preparation of the accompanying Priority Infrastructure Plan (PIP). The study is based on a review of available State and local studies and mapping along with consideration of land size, connectivity, condition, habitat, diversity, biophysical rating and infrastructure relationship. The study also provides a review of existing planning protections for matters of environmental significance.</p> <p>The study identified natural areas based on priority for protection (high, medium and low). These areas were mapped throughout the region.</p> <p>The study also included consideration of Indigenous cultural heritage issues.</p>	<p>The study identifies land that contains biodiversity or conservation values that should be protected, with priorities / levels for protection provided. The protection of areas of environmental significance is a matter that needs to be incorporated into a planning scheme.</p> <p>Depending on the priority, planning scheme controls (such as zoning and development outcomes) could be used to reflect the protection priority (for high priority locations other mechanisms would be required, such as acquisition). The study utilises mapping that could be adapted into zoning and/or overlay layers to trigger different requirements based on the findings of the study.</p>	<p>This study was undertaken in 2010 and whilst the natural environment is unlikely to have significantly changed since the study was completed it reflects the applicable regulatory framework of the time that has largely been replaced or updated. This includes areas of local significance identified in pre-amalgamation planning schemes, regulated vegetation / regional ecosystem / essential habitat mapping, threatened species records and State interest and technical guidelines.</p> <p>It is noted a new Natural Environment Study was completed in 2019 that largely replaces this 2010 study and means it is of limited relevance to any planning scheme review.</p>
Safety and Resilience to Hazards			
Natural Hazards and Climate Change Study December 2010	This study was prepared to provide a review of various natural hazards, namely storm tide and flooding, severe storms and cyclones, bushfire, landslide,	Natural hazards represent an important State interest that must be incorporated into a planning scheme. This report provides the basis for the consideration of each relevant	Since the preparation of this study, the State Government's approach to natural hazards, including the method for mapping hazard areas,

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
	<p>erosion prone land, acid sulfate soils, sea level rise and climate change, to inform preparation of the current planning scheme.</p> <p>The report reviews each type of hazard, identifying key points for consideration and relevant land use strategies to implement a specific outcome for each hazard.</p> <p>The report provides detailed hazard mapping of the region for flooding, acid sulfate soils, erosion prone land, bushfire, steep land, HAT and storm tide hazard.</p> <p>The report is based on the information available at the time of writing, including the applicable statutory planning context such as SPP 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide and SPP 2/02 Guideline Planning and Managing Development involving Acid Sulfate Soils, both of which have since been repealed.</p>	<p>hazard as part of a land use / development policy response within the planning scheme, including the mapping of hazard areas and the setting of development standards to avoid, or otherwise mitigate/minimise, hazard risks to people and property.</p>	<p>has significantly changed. This was partly reflected through the introduction of the new Single State Planning Policy in 2016 (replacing those SPPs referenced in this study) along with further updates to supporting guidance material, most recently for bushfire hazard. It is also noted that the science underpinning each hazard, particularly climate change, has evolved since this study was prepared.</p> <p>The current State regime requires local governments to undertake a Fit for Purpose Risk Assessment / Evaluation Report for each relevant natural hazard. Whilst this study represents a baseline for any future work, it is highly dated and requirements significant revision / updating.</p> <p>Also of note, this study was completed for the amalgamated Rockhampton region, including Livingstone Shire. Noting that Livingstone Shire has since de-amalgamated and includes the vast majority of the broader region's coastal areas, particularly the urbanised areas of Yeppoon / Emu Park, a lesser level of consideration for coastal hazards such as erosion prone land, storm tide inundation and sea level rise will be required. The current Rockhampton region</p>

Document	Background/ Purpose	Relevance to Planning Scheme	Commentary on Currency / Gap Analysis
			does, however, still include some coastal areas in the vicinity of Port Alma along with tidal areas of the Fitzroy River, meaning a level of consideration of these hazards will need to occur.

Appendix B: Population, Dwelling and Employment Assessment (Bull & Bear)

19 April 2024

Rockhampton Ten Year Planning Scheme Review – Economic Inputs

Mewing Planning Consultants



Document History

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Disclaimer:

This report has been based upon the most up to date readily available information at this point in time, as documented in this report. Bull & Bear Economics has applied due professional care and diligence in accordance with generally accepted standards of professional practice in undertaking the analysis contained in this report from these information sources. Bull & Bear Economics shall not be liable for damages arising from any errors or omissions which may be contained within these information sources.

As this report involves future market projections which can be affected by several unforeseen variables, they represent our best possible estimates at this point in time and no warranty is given that this particular set of projections will in fact eventuate.

Table of Contents

1	Introduction	1
1.1	Purpose of Study	1
1.2	Report Structure	1
2	Current and Future Demography of Rockhampton	2
2.1	Boundary Concordance.....	2
2.2	Socio-Economic Overview	2
2.2.1	Population by Age	2
2.2.2	Composition of Housing Stock	4
2.2.3	Historic Employment.....	8
2.3	Historic Population Growth	13
2.3.1	Components of Population Growth.....	17
2.4	Historic Residential Building Approvals	19
2.4.1	Rockhampton Regional Council	19
2.4.2	Rockhampton SA2s	20
2.5	Population Projections.....	22
2.5.1	Rockhampton Regional Council	22
2.5.2	Population Projections by Community	24
2.5.3	Distribution of Population Growth.....	26
2.6	Employment Projections.....	30
2.6.1	Projected Employment	30
2.6.2	National Skills Commission	31
2.7	Summary of Findings.....	33
2.7.1	Population Growth	33
2.7.2	Employment Growth	33
3	Implications for Planning Scheme Review	34
4	Appendices	36
4.1	Appendix A Boundary Concordance.....	36
4.2	Appendix B Age Profile	40
4.3	Appendix C Dwellings by Type	43
4.4	Appendix D Dwellings by Number of Bedrooms	47
4.5	Appendix E Workforce Characteristics	51
4.6	Appendix F Working Population by Industry	54

List of Tables

Table 2-1	Population by Age – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021	4
Table 2-2	Dwellings by Type – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021	5
Table 2-3	Dwellings by Number of Bedrooms – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021	7
Table 2-4	Distribution of Employment by SA2 – Rockhampton Regional Council, 2011 to 2021	9
Table 2-5	Workforce Characteristics – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021	10
Table 2-6	Employment by Industry – Rockhampton Regional Council and Central Queensland SA4, 2011 to 2021	11
Table 2-7	Working Population by Industry – Rockhampton Regional Council, 2011 to 2021	12
Table 2-8	Historic Population by Community – Rockhampton Regional Council, 2012-22	15
Table 2-9	Historic Population – Rockhampton Component SA2s, 2012 to 2022	16
Table 2-10	LGIP and QGSO Population Projections – Rockhampton Regional Council, 2021 to 2036	23
Table 2-11	Average Annual Population Projection Growth Rates – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2021-36	23
Table 2-12	Proportion of Broader Region Population – Rockhampton and Central Queensland SA4, 2021 and 2036	24
Table 2-13	LGIP Projected Population – Rockhampton Regional Council Communities, 2021 to 2036	24
Table 2-14	Historic and Projected Share of Population Growth by Community – Rockhampton Regional Council, 2012 to 2036.....	25
Table 2-15	LGIP Projected Population – Rockhampton Regional Council Communities by SA2, 2021 to 2036.....	26
Table 2-16	LGIP Projected Population Growth Distribution – Rockhampton Regional Council SA2, 2021 to 2036.....	28
Table 2-17	2018 QGSO Projected Population Growth Distribution – Rockhampton Regional Council SA2, 2021 to 2036	29
Table 2-18	Distribution of Population Growth under 2023 QGSO Medium Series Projections – Rockhampton Regional Council SA2, 2021 to 2036	29
Table 2-19	Existing and Projected Employment by Community – Rockhampton Regional Council, 2017 to 2036.....	31
Table 2-20	Employment Outlook by Industry – Australia, November 2021 and November 2026	32
Table 4-1	Concordance of LGIP Reporting Areas to 2021 SA2 and SA1 Boundaries.....	37
Table 4-2	Population by Age – Berserker, Bouldercombe, and Frenchville – Mount Archer, 2011 to 2021	41
Table 4-3	Population by Age – Gracemere, Lake Creek, Mount Morgan, 2011 to 2021	41
Table 4-3	Population by Age – Norman Gardens, Park Avenue, Parkhurst - Kawana, 2011 to 2021.....	42
Table 4-4	Population by Age – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range - Allentown, 2011 to 2021	42
Table 4-5	Dwellings by Type – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021	44
Table 4-6	Dwellings by Type – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021.....	44
Table 4-7	Dwellings by Type – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021	45

Table 4-8	Dwellings by Type – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range - Allenstown, 2011 to 2021	46
Table 4-9	Dwellings by Number of Bedrooms – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021	48
Table 4-10	Dwellings by Number of Bedrooms – Gracemere, Lakes Creek, Mount Morgan, 2011 to 2021	48
Table 4-11	Dwellings by Number of Bedrooms – Norman Gardens, Park Avenue, Parkhurst - Kawana, 2011 to 2021	49
Table 4-12	Dwellings by Number of Bedrooms – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range – Allenstown,, 2011 to 2021	50
Table 4-13	Workforce Characteristics – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021	52
Table 4-14	Workforce Characteristics – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021	52
Table 4-15	Workforce Characteristics – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021	52
Table 4-16	Workforce Characteristics – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range – Allenstown, 2011 to 2021	53
Table 4-17	Working Population by Industry – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021	55
Table 4-18	Working Population by Industry – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021	56
Table 4-19	Working Population by Industry – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021	58
Table 4-20	Working Population by Industry – Rockhampton – West and Rockhampton City, 2011 to 2021	60
Table 4-21	Working Population by Industry – Rockhampton Surrounds – West and The Range - Allenstown, 2011 to 2021	62

List of Figures

Figure 2-1	Total Employment – Rockhampton Regional Council and Central Queensland SA4, 2011 to 2021	8
Figure 2-2	Historic Population - Rockhampton Regional Council, 2012-2022	13
Figure 2-3	Historic Population Growth Rate – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2012-2022	14
Figure 2-4	Components of Population Growth – Rockhampton, 2017-2022.....	17
Figure 2-5	Components of Population Growth – Central Queensland SA4, 2017-2022.....	18
Figure 2-6	Historic Dwelling Approvals by Dwelling Type - Rockhampton Regional Council, 2017 to 2023 YTD	20
Figure 2-7	New House Approvals - Rockhampton Regional Council by SA2, 2017 to 2023 YTD.....	21
Figure 2-8	New Other Residential Approvals - Rockhampton Regional Council, 2017 to 2023 YTD	22

1 Introduction

1.1 Purpose of Study

Bull & Bear Economics was engaged by Rockhampton Regional Council in partnership with Mewing Planning Consultants and Morgan Wilson Planning Consultant to prepare a review of the Rockhampton Ten Year Planning Scheme. Our role within the project was to conduct a high-level analysis of the potential population demography and employment outlook for the region, based on historic data. This outlook was compared to both the latest version of the LGIP Planning Assumptions (effective from November 2019) and latest QGSO series projections (released early 2023). This report is not intended to suggest or identify a preferred outlook or alternative data for use within the LGIP, rather it is intended to analyse and illustrate how the population, dwelling and employment outlook may evolve should current growth trends continue to 2036.

The outcomes of this assessment were utilised to provide high level commentary on potential pressure points and implications for the Planning Scheme Review, including whether the Planning Scheme should be replaced, retained or amended.

1.2 Report Structure

This report is structured as follows:

- + **Section 1 Introduction:** This section provides an overview of the purpose of the study and outlines the report structure;
- + **Section 2 Current and Future Demography of Rockhampton:** This section considers historic data for Rockhampton and its component communities to inform a high level assessment of the population, dwelling and employment outlook, based on a continuation of recent trends. This chapter also compares this outlook against the latest version of the LGIP Planning Assumptions (effective from November 2019) as well as QGSO population projections (released September 2023) for Rockhampton Regional Council and its component communities; and
- + **Section 3 Implications for Planning Scheme Review:** This section provides insights into how this analysis informs potential planning scheme amendments, including recommendations on whether additional studies are required to inform the planning scheme review.

2 Current and Future Demography of Rockhampton

To provide a high level understanding of the appropriateness of the current scheme settings, consideration has been given to the current and future demography of Rockhampton Regional Council and its component communities, as defined under the LGIP.

2.1 Boundary Concordance

To provide a detailed overview of the historic growth within Rockhampton Regional Council, the assessment has considered both SA2 data and LGIP planning boundaries, which closely align with suburb boundaries. The LGIP planning boundaries have been established based on SA1 boundaries.

The assessment has mostly considered data at the SA2 level as it provides the required level of detail for the purpose of this assessment and also in recognition a range of data sources utilised in this assessment are not published at the SA1 level, such as employment and residential building approvals. Historic population data has been presented by LGIP planning boundaries, to provide further insights into where population growth has been concentrated within Rockhampton Regional Council at a small area level.

Appendix A provides a summary of the concordance between LGIP planning boundaries, SA1 boundaries and SA2 boundaries.

2.2 Socio-Economic Overview

To understand key socio-economic and demographic changes that have occurred within Rockhampton Regional Council and its component SA2s, consideration has been given to the outcomes of the 2011, 2016 and 2021 Censuses, benchmarked to Central Queensland SA4 and Queensland. This assessment has focused on the characteristics most relevant to the delivery of housing and employment land within Rockhampton Regional Council and are described below:

- + Population by age: to understand where the need for smaller and/or age specific typologies is most pressing. The age profile is also relevant in understand how the size of the working age population has changed over time;
- + Composition of housing stock in terms of dwelling type and dwellings by number of bedrooms: to understand potential mismatches in dwelling stock to resident need and to understand how the settlement pattern has shifted over time;
- + Workforce characteristics: to understand local employment opportunity for persons of working age; and
- + Composition of working population by industry: to understand how the composition of the local economy is shifting and how this translates to land use outcomes.

2.2.1 Population by Age

This section of the report has focused on the distribution of population by age based on Census data. The total population has not been reported, in recognition the Census tends to under enumerate population. Total population estimates are explored in detail based on estimated resident population counts (presented in Section 2.3 of the report).

Over the 2011 to 2021 period, the following trends within Rockhampton Regional Council were apparent:

- + The 0-14 years age group was the consistently the most significant age cohort. However, the proportion of persons aged 0-14 years has declined over time (decreasing from 21.3% of residents in 2011 to 20.3% of residents in 2021);
- + The 65 years and older cohort reported the most significant population growth in the 2011 to 2021 period, increasing by 2.9% points (from 13.7% of residents in 2011 to 16.6% of residents in 2021);
- + The 15-24 years and 45-54 years age groups reported the largest proportional decline in the 2011 to 2021 period (decrease of 1.6% points within each age group); and
- + The working age population (i.e. persons aged 15 to 64 years) has declined by 1.9% points in the 2011 to 2021 period (from 65.0% of residents in 2011 to 63.1% of residents in 2021).

As of the 2021 Census, Rockhampton was characterised by a higher proportion of persons aged 65 years and older and slightly lower proportion of working age population in comparison to the broader Central Queensland SA4. In comparison to Queensland, Rockhampton has a larger proportion of 0-14 year olds, smaller proportion of persons of working age and a smaller proportion of persons aged 65 years and older. This indicates overall, Rockhampton has a higher concentration of 65 years and older persons than the broader Central Queensland SA4 but is still a younger population than Queensland (largely due to the higher proportion of 0-14 year olds).

At an SA2 level, the following key trends were also identified:

- + Mount Morgan SA2 has consistently reported the highest proportion of persons aged 65 years and older, increasing from 20.6% of residents in 2011 to 28.5% of residents in 2021;
- + Aside from Mount Morgan, the SA2s of Rockhampton Surrounds – West, Bouldercombe and Norman Gardens reported the most significant increase in the proportion of persons aged 65 years and older (increase of between 4.9% and 6.4% points between 2011 and 2021);
- + In 2011, Rockhampton Surrounds – West SA2 reported the highest proportion of persons of working age (68.2% of residents), however in 2016 and 2021 Rockhampton City reported the highest proportion of working age persons (68.1% and 67.3% of residents, respectively);
- + Mount Morgan SA2 reported the smallest working age population over the ten year period, decreasing from 59.8% to 57.6% of residents, which aligns with the relatively high incidence of persons aged 65 years or older; and
- + Gracemere SA2 has consistently reported the most significant proportion of persons aged 0-14 years, increasing from 25.5% of residents in 2011 to 26.0% of residents in 2021. This aligns with significant residential subdivision activity within this SA2. Parkhurst – Kawana and Lakes Creek SA2s have also historically reported a significant proportion of persons aged 0-14 years; however, both SA2s have also reported a decline in the proportion of persons contained within this age cohort.

Table 2-1 summarises the distribution of population by age in Rockhampton Regional Council as of the 2011, 2016 and 2021 Censuses, benchmarked to Central Queensland SA4 and Queensland as of the 2021 Census and the change between the 2011 and 2021 Census. Appendix B provides a breakdown by SA2.

Table 2-1 Population by Age – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021

	Rockhampton Regional Council				Central Queensland SA4		Queensland	
	2011	2016	2021	Change (% points), 2011-21	2021	Change (% points), 2011-21	2021	Change (% points), 2011-21
0-14 years	21.3%	20.8%	20.3%	-1.0%	20.7%	-1.5%	18.7%	-1.5%
15-24 years	14.5%	13.8%	12.9%	-1.6%	11.9%	-1.4%	12.4%	-1.2%
25-34 years	13.5%	13.9%	13.6%	0.1%	12.9%	-0.6%	13.6%	0.1%
35-44 years	12.7%	12.0%	12.7%	0.0%	13.0%	-1.0%	13.3%	-1.0%
45-54 years	13.4%	13.0%	11.8%	-1.6%	12.9%	-1.4%	13.1%	-0.6%
55-64 years	10.8%	11.6%	12.0%	1.2%	13.0%	1.8%	11.9%	0.4%
65+ years	13.7%	15.0%	16.6%	2.9%	15.5%	4.1%	17.0%	3.8%
Working Age Population	65.0%	64.3%	63.1%	-1.9%	63.7%	-2.6%	64.3%	-2.3%
Total	100.0%	100.0%	100.0%	-	100.0%	-	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

2.2.2 Composition of Housing Stock

This section considers the composition of housing stock in Rockhampton Regional Council in terms of detached and attached product and dwellings by number of bedrooms. This analysis is intended to provide insights into how the housing stock has shifted over the past ten years, both in terms of major growth fronts and whether there is evidence of any shift towards semi detached and/or attached dwelling development in inner Rockhampton, or alternatively, whether growth has been predominately for detached dwellings in outer suburbs of Rockhampton.

2.2.2.1 Dwellings by Type

The Rockhampton Regional Council Planning Assumptions Report (Version 3, May 2019) categorises dwellings into Dwelling House; Dual Occupancy; Multiple Dwelling; and Other Dwelling. To best compare the report with historic Census data, the following definitions were used:

- + Dwelling House: a dwelling house in the context of the Planning Assumptions Report and a separate house under Census;
- + Dual Occupancy: referring to a land parcel with two semi-attached dwellings assigned to the land parcel under the Planning Assumptions Report and the varying definitions of semi-detached, row or terrace houses and townhouses used within the Census;
- + Multiple Dwelling: land parcels with multiple dwellings assigned to one land parcel under the Planning Assumptions Report and the varying definitions of flat, units or apartments under the Census; and
- + Other Dwelling: referring to dwellings/number of beds within a Hospital, Hotel, Relocatable Home Park, Tourist Park, etc. within the context of the Planning Assumptions Report and to other residential dwellings such as caravans, cabins, etc. under the Census.

The Census definition does not include non-residential locations such as hospitals, hotels, etc.

Between the 2011 and 2021 Censuses, the number of dwellings within Rockhampton Regional Council increased from 32,164 dwellings to 35,587 dwellings, representing an increase of 3,423 dwellings. Dwelling houses represented over 86% of total dwellings over the ten year period, with the majority of additional dwellings being detached dwellings. In the 2011 to 2016 period there was significant growth in dual occupancy dwellings and a corresponding decline in multiple dwellings

and other dwellings. However, when considered alongside residential building approval data, this is suggestive of a reclassification of dwellings in this period, as opposed to significant changes in stock within these segments in this period. This issue was identified in the data for both Rockhampton Regional Council and Central Queensland SA4 but was not apparent for Queensland. Therefore, limited observations have been reported for the 2011 to 2016 period for these dwelling typologies to reflect this apparent data issue.

Rockhampton Regional Council has a higher proportion of detached dwellings compared to both benchmark regions (Central Queensland SA4 and Queensland). As of the 2021 Census, Rockhampton also had a higher proportion of dual occupancy dwellings (7.1%) than Central Queensland SA4 (6.2%) but a lower proportion than Queensland (11.9%). Consistent with its regional locality, Rockhampton has a lower proportion of multiple dwellings than both Central Queensland SA4 and Queensland. The proportion of stock classified as detached dwellings in Rockhampton remained relatively steady in the 2011 to 2021 period, consistent with the Central Queensland SA4. Within Queensland as a whole, there was a shift away from detached dwellings towards alternative typologies, likely reflective of increased densities being delivered in capital city and coastal markets.

At an SA2 level, the following key trends were identified:

- + The proportion of dwelling houses was lowest in the SA2s of Berserker, Rockhampton City, and The Range – Allenstown, ranging between 71.2% and 77.6% of dwellings in 2021;
- + Berserker reported the highest proportion of dual occupancy dwellings in 2021. The SA2s of Norman Gardens, Park Avenue and The Range – Allenstown also reported a significant proportion of dual occupancy dwellings in 2021 (ranging from 9.9% to 11.3% of dwellings); and
- + Rockhampton City SA2 consistently reported the highest proportion of multiple dwellings, increasing to 20.6% of dwellings in 2021. A significant proportion of multiple dwellings were also identified in The Range – Allenstown SA2 and Frenchville – Mount Archer SA2.

Table 2-2 details the number and distribution of dwellings by type in Rockhampton Regional Council as of the 2011, 2016 and 2021 Censuses, benchmarked to Central Queensland SA4 and Queensland. Appendix C provides a breakdown by SA2.

Table 2-2 Dwellings by Type – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021

	Rockhampton Regional Council				Central Queensland SA4		Queensland	
	2011	2016	2021	Change 2011-21	2021	Change 2011-21	2021	Change (% points), 2011-21
No. of Dwellings								
Dwelling House	27,684	29,475	30,710	3,026	87,413	10,209	1,575,993	193,387
Dual Occupancy	1,011	2,576	2,540	1,529	6,497	3,630	259,746	105,653
Multiple Dwelling	2,757	1,824	1,930	-827	6,755	-160	307,809	65,049
Other Dwelling	712	809	407	-305	3,308	-1,969	35,922	-8,870
Total	32,164	34,684	35,587	3,423	103,973	11,710	2,179,470	355,219
% of Dwellings								
Dwelling House	86.1%	85.0%	86.3%	0.2%	84.1%	0.4%	72.3%	-3.5%
Dual Occupancy	3.1%	7.4%	7.1%	4.0%	6.2%	3.1%	11.9%	3.5%
Multiple Dwelling	8.6%	5.3%	5.4%	-3.1%	6.5%	-1.0%	14.1%	0.8%

	Rockhampton Regional Council				Central Queensland SA4		Queensland	
	2011	2016	2021	Change 2011-21	2021	Change 2011-21	2021	Change (% points), 2011-21
Other Dwelling	2.2%	2.3%	1.1%	-1.1%	3.2%	-2.5%	1.6%	-0.8%
Total	100.0%	100.0%	100.0%	-	100.0%	-	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

2.2.2.2 Dwellings by Number of Bedrooms

Over the last three Censuses, three bedroom dwellings were the most common dwelling type in Rockhampton Regional Council; however, growth was most significant for four or more bedroom dwellings over the ten year period. Between 2011 and 2021, the proportion of four or more bedroom dwellings increased by 2.1% points, from 28.4% of dwellings in 2011 to 30.5% of dwellings in 2021. In contrast, the proportion of three bedroom dwellings declined marginally, from 47.0% of dwellings in 2011 to 46.2% of dwellings in 2021. Notably, the proportion of 0-1 bedroom and two bedroom dwellings fluctuated over the past decade, with both dwelling types declining between 2011 and 2016 and increasing between 2016 and 2021.

In comparison to Central Queensland SA4 and Queensland, Rockhampton has a smaller proportion of 0-1 bedroom dwellings and four or more bedroom dwellings but a larger proportion of two bedroom dwellings and three bedroom dwellings. The proportion of four or more bedroom dwellings in Rockhampton has increased between 2011 and 2021 in line with broader SA4 and state wide trends, it has increased at a much lower rate. In contrast to state wide trends the proportion of 0-1 bedroom dwellings have been decreasing across Rockhampton, even though there is a growing proportion of persons aged 65 years and older. This could potentially relate to the challenges in marketing and selling smaller typologies in a regional Queensland market and the ability of prospective purchasers to obtain finance for smaller typologies.

At the SA2 level, the following key trends were identified:

- + In 2021, Mount Morgan, Rockhampton City, Berserker and Bouldercombe reported the highest proportion of 0-1 bedroom dwellings, ranging from 7.7% to 10.2% of dwellings. Bouldercombe also recorded the largest increase in 0-1 bedroom dwellings between 2011 and 2021 (increase of 2.2% points). Despite growth in the proportion and number of persons aged 65 years and older across all SA2s between 2011 and 2021, the number of smaller dwellings (0-1 bedrooms) has decreased in Berserker, Frenchville – Mount Archer, Lakes Creek, Mount Morgan, Norman Gardens, Parkhurst – Kawana, Rockhampton City and The Range – Allenstown. However as previously established, this could potentially relate to the relative challenges in delivering smaller product within a regional Queensland market;
- + Over the ten year period, Rockhampton City, Mount Morgan and Berserker reported the highest proportion of two bedroom dwellings, ranging between 30.7% and 37.8% of dwellings in 2021. Rockhampton Surrounds – West recorded the largest increase in two bedroom dwellings (growth of 3.5%);
- + In 2021, over half of all dwellings in the SA2s of Lakes Creek, Park Avenue, Frenchville – Mount Archer, Berserker, and Rockhampton – West were three bedroom dwellings;
- + Mount Morgan SA2 reported the largest increase in three bedroom dwellings (increase of 3.1%) while the SA2s of Parkhurst – Kawana and Gracemere saw the most significant decline (decrease of 6.2% and 6.1%, respectively);
- + The SA2s of Gracemere, Norman Gardens and Parkhurst – Kawana reported the highest proportion of four or more bedroom dwellings (ranging from 37.5% to 56.8% of dwellings).

Parkhurst – Kawana SA2 and Gracemere SA2 reported the largest increases in four or more bedroom dwellings (increase of 8.8% and 8.2%) while Bouldercombe reported the most significant decline (decrease of 5.7%).

Table 2-3 summarises dwellings within Rockhampton Regional Council by number of bedrooms under the 2011, 2016 and 2021 Censuses, benchmarked to Central Queensland SA4 and Queensland as of the 2021 Census and the change between the 2011 and 2021 Census. Appendix D provides a breakdown by SA2.

Table 2-3 Dwellings by Number of Bedrooms – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021

	Rockhampton Regional Council				Central Queensland SA4		Queensland	
	2011	2016	2021	Change (% points), 2011-21	2021	Change (% points), 2011-21	2021	Change (% points), 2011-21
No. of Dwellings								
0-1 bedrooms	1,408	1,276	1,323	-85	5,687	2	117,494	27,140
2 bedrooms	5,238	5,035	5,214	-24	11,956	349	324,350	56,400
3 bedrooms	12,749	12,720	12,990	241	33,272	586	708,472	48,768
4 or more bedrooms	7,702	9,132	8,576	874	32,769	8,048	730,438	192,724
Total	27,097	28,163	28,103	1,006	83,684	8,985	1,880,754	325,032
% of Dwellings								
0-1 bedrooms	5.2%	4.5%	4.7%	-0.5%	6.8%	-0.8%	6.2%	0.4%
2 bedrooms	19.3%	17.9%	18.6%	-0.8%	14.3%	-1.3%	17.2%	0.0%
3 bedrooms	47.0%	45.2%	46.2%	-0.8%	39.8%	-4.0%	37.7%	-4.7%
4 or more bedrooms	28.4%	32.4%	30.5%	2.1%	39.2%	6.1%	38.8%	4.3%
Total	100.0%	100.0%	100.0%	-	100.0%	-	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

2.2.2.3 Average Household Size

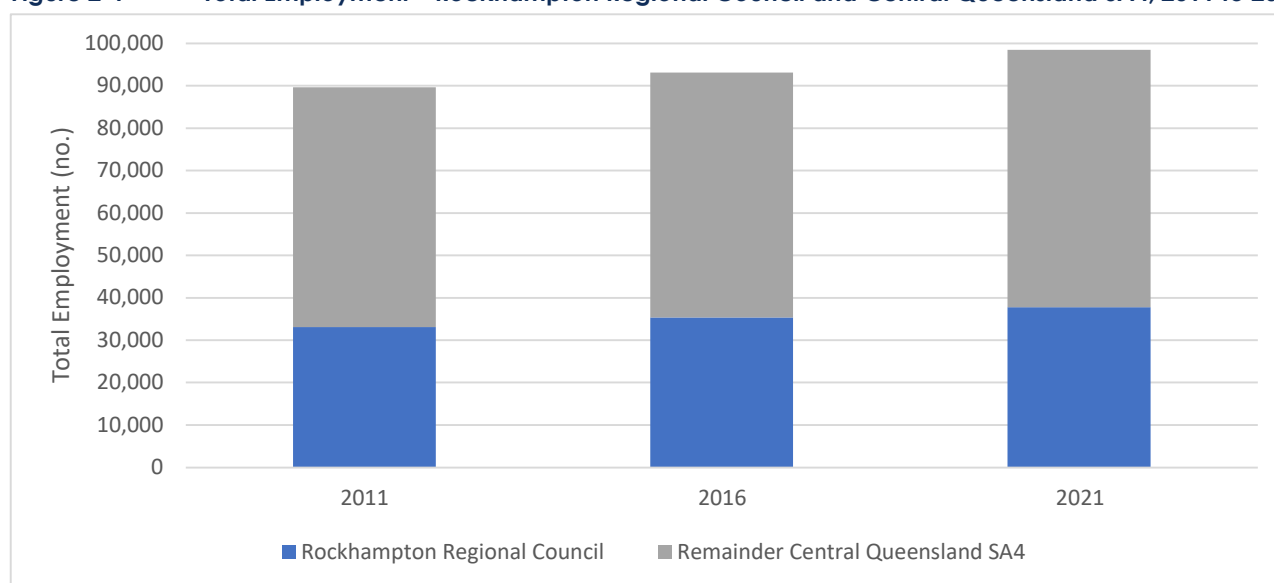
Across Rockhampton Regional Council, average household size has decreased by 0.1 persons from 2.8 persons per household in 2011 to 2.7 persons per household in 2021. This trend was seen across the component SA2s, whereby the largest decrease in average household size was identified in Lakes Creek and Rockhampton- West (0.3 persons per household decrease from 2011 to 2021). Between 2011 and 2021, the average household size in Lakes Creek decreased from 3.0 persons per household in 2011 to 2.7 persons per household in 2021, while in Rockhampton – West average household size decreased from 2.8 to 2.5 over the assessment period. Two SA2s reported no change in average household size over the same period, namely Mount Morgan (2.6 persons per household from 2011 to 2021) and Rockhampton Region- West (3.0 persons per household between 2011 and 2021). No increases in average household size were recorded. The 2021 average household size in Rockhampton was consistent with Central Queensland SA4 and Queensland at 2.7 persons per household.

2.2.3 Historic Employment

Over the last three Censuses, employment within Rockhampton Regional Council increased by 4,699 workers, from 33,124 workers in 2011 to 37,793 workers in 2021. Comparatively, within the remainder of Central Queensland SA4, employment increased by 4,224 workers, from 56,488 workers in 2011 to 60,712 workers in 2021. This indicates 52.5% of employment growth occurred within Rockhampton Regional Council. Hence, Rockhampton Regional Council has represented a growing proportion of Central Queensland employment, increasing from 37.0% of employment in 2011 to 38.4% of employment in 2021.

Figure 2-1 outlines the distribution of employment within Central Queensland SA4 as of the 2011, 2016 and 2021 Censuses.

Figure 2-1 Total Employment – Rockhampton Regional Council and Central Queensland SA4, 2011 to 2021



Source: Census of Population and Housing (2011, 2016 and 2021)

Within Rockhampton Regional Council's component SA2s, the most significant changes in the distribution of employment between 2011 and 2021 were as follows:

- + Rockhampton City SA2: the most significant decline in the distribution employment was reported in this SA2, decreasing from 30.2% of employment in 2011 to 24.2% of employment in 2021;
- + Parkhurst – Kawana SA2: the share of employment in this SA2 declined by 3.0% points, from 17.4% of employment in 2011 to 14.4% of employment in 2021; and
- + Gracemere SA2: the share of employment in this SA2 increased most significantly, from 4.1% of employment in 2011 to 6.5% of employment in 2021.

In 2021, total employment was most significant in the SA2s of Rockhampton City, The Range – Allenstown and Parkhurst – Kawana.

Table 2-4 details the distribution of employment in Rockhampton Regional Council by SA2 as of the 2011, 2016 and 2021 Censuses.

Table 2-4 Distribution of Employment by SA2 – Rockhampton Regional Council, 2011 to 2021

	No.			% of RRC		
	2011	2016	2021	2011	2016	2021
Rockhampton City	10,015	9,892	9,141	30.2%	28.0%	24.2%
The Range - Allentown	4,454	4,597	5,714	13.4%	13.0%	15.1%
Rockhampton - West	1,154	1,139	1,612	3.5%	3.2%	4.3%
Berserker	2,689	3,247	3,512	8.1%	9.2%	9.3%
Park Avenue	2,787	3,143	3,576	8.4%	8.9%	9.5%
Parkhurst - Kawana	5,771	5,508	5,460	17.4%	15.6%	14.4%
Norman Gardens	1,724	1,973	2,524	5.2%	5.6%	6.7%
Frenchville - Mount Archer	886	1,010	1,036	2.7%	2.9%	2.7%
Lakes Creek	854	1,143	987	2.6%	3.2%	2.6%
Gracemere	1,346	1,953	2,450	4.1%	5.5%	6.5%
Mount Morgan	368	442	349	1.1%	1.3%	0.9%
Bouldercombe	393	397	434	1.2%	1.1%	1.1%
Rockhampton Surrounds - West	683	893	998	2.1%	2.5%	2.6%
Rockhampton Regional Council	33,124	35,337	37,793	100.0%	100.0%	100.0%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Total employment (comprising full-time and part-time employment) declined marginally over the ten year period, with a decline in full-time employment but an increase in part-time employment.

Between 2011 and 2021, full-time employment across Rockhampton Regional Council declined from 62.8% to 58.5% of the labour force; conversely, part-time employment increased from 25.5% to 29.1% of the labour force. Unemployment across the Rockhampton region peaked in 2016 at 9.2% but has since fallen significantly to 5.7% as of the 2021 Census. Overall, the labour force participation rate fell by 1.3% points between the 2011 and 2021 Censuses, which aligns with the ageing population during this period.

Central Queensland SA4 and Queensland both reported higher labour force participation rates than Rockhampton (61.2% and 61.6% respectively) and lower unemployment rates (5.5% and 5.4% respectively). Full-time employment in Rockhampton was higher than Queensland overall but lower than the Central Queensland SA4. Part-time employment in Rockhampton was higher than the Central Queensland SA4 but lower than Queensland. Between 2011 and 2021, all regions analysed recorded a decline in the labour force participation rate and the proportion of full-time employment.

At the SA2 level, the following key trends were identified:

- + In 2021, the SA2s of Rockhampton Surrounds – West, Frenchville – Mount Archer and Norman Gardens reported the highest proportion of full-time employment (60.1-63.1% of the labour force). Over the ten year period, Mount Morgan has historically recorded below average levels of full-time employment, decreasing from 54.6% to 46.9% of the labour force. Notably, each component SA2 reported a decline in full-time employment between 2011 and 2021;
- + The Range – Allentown SA2 reported the highest proportion of part-time employment in 2021 (30.4% of labour force). The SA2s of Norman Garden, Park Avenue, Lakes Creek, Berserker and Bouldercombe also reported a significant proportion of part-time employment (29.2%-29.9% of labour force). The lowest proportion of part-time employment was recorded in Rockhampton Surrounds – West (26.6% of labour force). Notably, each SA2 reported an increase in part-time employment over the 2011 to 2021 period, which is consistent with broader regional trends;

- + In 2021, unemployment was highest in the SA2s of Mount Morgan, Rockhampton City and Berserker (ranging from 7.8% to 14.9% of labour force). Unemployment was lowest in Rockhampton Surrounds – West (1.9% of labour force). Over the ten year period, Mount Morgan reported the most significant increase in unemployment (increase of 2.9% points) while Bouldercombe reported the most significant decline (decrease of 2.2% points); and
- + The labour force participation rate was highest in the SA2s of Frenchville – Mount Archer, Gracemere and Mount Morgan (63.5%-64.5% of working age population) and lowest in Mount Morgan SA2 (35.0% of working age population). The Range – Allenstown SA2 reported the most significant increase in the labour force participation rate (increase of 2.0% points between 2011 and 2021) while Rockhampton Surrounds – West and Bouldercombe reported the most significant decline (decrease of 8.7% points and 6.9% points, respectively).

Table 2-5 summarises the workforce characteristics of Rockhampton Regional Council as of the 2011, 2016 and 2021 Censuses. Appendix E provides a breakdown by SA2.

Table 2-5 Workforce Characteristics – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2011 to 2021

	Rockhampton Regional Council				Central Queensland SA4		Queensland	
	2011	2016	2021	Change, 2011-21	2021	Change, 2011-21	2021	Change, 2011-21
Full-time employment (% labour force)	62.8%	57.7%	58.5%	-4.3%	59.6%	-5.3%	55.8%	-4.2%
Part-time employment (% labour force)	25.5%	27.9%	29.1%	3.7%	28.1%	4.0%	30.5%	2.3%
Total employment (% labour force)	94.7%	90.8%	94.3%	-0.4%	94.5%	-1.1%	94.6%	0.7%
Unemployment rate (% labour force)	5.3%	9.2%	5.7%	0.4%	5.5%	1.1%	5.4%	-0.7%
Participation rate (% of population > 15 years)	61.4%	59.9%	60.0%	-1.3%	61.2%	-3.2%	61.6%	-1.2%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

2.2.3.1 Employment by Industry

Consideration has been given to employment by industry as of the last three Censuses, to understand the drivers of employment outcomes both within Rockhampton Regional Council and its component SA2s.

As identified in Section 2.2.3, Rockhampton Regional Council accounted for a higher proportion of total employment within Central Queensland SA4 between the 2011 and 2021 Censuses. This outcome has primarily been driven by employment growth in the following sectors:

- + Professional, scientific and technical services;
- + Construction; and
- + Financial and insurance services.

On the other hand, Rockhampton Regional Council recorded a significant decrease in the share of total employment within the industries of information media and telecommunication; public administration and safety and arts and recreation services in the 2011 to 2021 period.

In 2021, employment within Rockhampton Regional Council comprised over half of Central Queensland employment in the following sectors:

- + Health care and social assistance (59.3% of total employment);
- + Financial and insurance services (57.3% of total employment);
- + Wholesale trade (53.9% of total employment); and
- + Information, media and telecommunications (52.4% of total employment).

Table 2-6 summarises employment by industry in Rockhampton Regional Council and Central Queensland SA4 as of the 2011, 2016 and 2021 Censuses.

Table 2-6 Employment by Industry – Rockhampton Regional Council and Central Queensland SA4, 2011 to 2021

	Rockhampton Regional Council			Central Queensland SA4			% of SA4		
	2011	2016	2021	2011	2016	2021	2011	2016	2021
Agriculture, Forestry and Fishing	458	637	564	4,190	4,796	4,700	10.9%	13.3%	12.0%
Mining	326	529	509	8,554	8,805	9,265	3.8%	6.0%	5.5%
Manufacturing	2,546	2,005	1,963	8,815	7,198	7,503	28.9%	27.9%	26.2%
Electricity, Gas, Water and Waste Services	1,133	1,166	1,300	2,262	2,602	2,708	50.1%	44.8%	48.0%
Construction	2,073	2,339	2,674	7,916	7,020	8,103	26.2%	33.3%	33.0%
Wholesale Trade	1,354	1,145	1,235	2,725	2,326	2,293	49.7%	49.2%	53.9%
Retail Trade	3,988	4,250	4,233	8,967	9,451	9,438	44.5%	45.0%	44.9%
Accommodation and Food Services	2,204	2,633	2,691	6,011	6,735	7,306	36.7%	39.1%	36.8%
Transport, Postal and Warehousing	2,331	2,386	2,273	5,206	5,649	5,453	44.8%	42.2%	41.7%
Information Media and Telecommunications	307	286	178	526	518	340	58.4%	55.2%	52.4%
Financial and Insurance Services	691	581	546	1,344	1,121	953	51.4%	51.8%	57.3%
Rental, Hiring and Real Estate Services	522	540	468	1,498	1,459	1,251	34.8%	37.0%	37.4%
Professional, Scientific and Technical Services	1,381	1,399	1,422	4,198	3,908	3,139	32.9%	35.8%	45.3%
Administrative and Support Services	642	868	946	1,911	2,472	2,782	33.6%	35.1%	34.0%
Public Administration and Safety	2,559	2,540	2,586	5,068	5,392	5,815	50.5%	47.1%	44.5%
Education and Training	3,491	3,937	4,350	7,391	8,772	9,536	47.2%	44.9%	45.6%
Health Care and Social Assistance	5,315	6,068	7,716	8,906	10,265	13,008	59.7%	59.1%	59.3%
Arts and Recreation Services	255	335	316	543	712	752	47.0%	47.1%	42.0%
Other Services	1,548	1,693	1,823	3,581	3,893	4,160	43.2%	43.5%	43.8%
Total	33,124	35,337	37,793	89,612	93,094	98,505	37.0%	38.0%	38.4%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Over the 2011 to 2021 period, the number of persons employed within Rockhampton Regional Council increased from 33,124 workers to 37,793 workers, representing an increase of 4,669 workers. The health care and social assistance industry reported the largest increase in workers, increasing from 5,315 workers to 7,716 workers. The manufacturing industry reported the largest decline in workers over this period, declining by 583 workers, from 2,546 workers in 2011 to 1,963 workers in 2021.

At an SA2 level, the following key trends were identified:

- ✦ The Range – Allenstown SA2 reported the most significant increase in workers with over a quarter of total employment growth occurring in this SA2. Between 2011 and 2021, employment increased by 1,260 workers to reach 5,714 workers in 2021. Employment within the Range – Allenstown SA2 was concentrated within the health care and social assistance sector;

- + The SA2s of Berserker and Gracemere also reported significant employment growth (increase of 1,104 and 823 workers). Employment growth in Berserker SA2s was largely driven by the health care and social assistance industry while the transport, postal and warehousing, and retail trade industries drove employment growth in Gracemere SA2; and
- + Rockhampton city reported a decline in employment, from 10,015 workers in 2011 to 9,141 workers in 2021 (decline of 874 workers). This outcome can be attributed to both industrial businesses within the transport, postal and warehousing sectors relocating out of the Rockhampton CBD and the declining performance of the Rockhampton CBD over time;
- + The Parkhurst – Kawana SA2 also saw a significant decline in employment in the 2011 to 2021 period, largely driven by decreasing employment in the manufacturing and retail trade sector.

Table 2-7 summarises the working population in Rockhampton Regional Council by industry as of the 2011, 2016 and 2021 Censuses. Appendix F provides a breakdown by SA2.

Table 2-7 Working Population by Industry – Rockhampton Regional Council, 2011 to 2021

	No.				%			
	2011	2016	2021	Change 2011-21	2011	2016	2021	Change 2011-21
Agriculture, Forestry and Fishing	458	637	564	106	1.4%	1.8%	1.5%	0.1%
Mining	326	529	509	183	1.0%	1.5%	1.3%	0.4%
Manufacturing	2,546	2,005	1,963	-583	7.7%	5.7%	5.2%	-2.5%
Electricity, Gas, Water and Waste Services	1,133	1,166	1,300	167	3.4%	3.3%	3.4%	0.0%
Construction	2,073	2,339	2,674	601	6.3%	6.6%	7.1%	0.8%
Wholesale Trade	1,354	1,145	1,235	-119	4.1%	3.2%	3.3%	-0.8%
Retail Trade	3,988	4,250	4,233	245	12.0%	12.0%	11.2%	-0.8%
Accommodation and Food Services	2,204	2,633	2,691	487	6.7%	7.5%	7.1%	0.5%
Transport, Postal and Warehousing	2,331	2,386	2,273	-58	7.0%	6.8%	6.0%	-1.0%
Information Media and Telecommunications	307	286	178	-129	0.9%	0.8%	0.5%	-0.5%
Financial and Insurance Services	691	581	546	-145	2.1%	1.6%	1.4%	-0.6%
Rental, Hiring and Real Estate Services	522	540	468	-54	1.6%	1.5%	1.2%	-0.3%
Professional, Scientific and Technical Services	1,381	1,399	1,422	41	4.2%	4.0%	3.8%	-0.4%
Administrative and Support Services	642	868	946	304	1.9%	2.5%	2.5%	0.6%
Public Administration and Safety	2,559	2,540	2,586	27	7.7%	7.2%	6.8%	-0.9%
Education and Training	3,491	3,937	4,350	859	10.5%	11.1%	11.5%	1.0%
Health Care and Social Assistance	5,315	6,068	7,716	2,401	16.0%	17.2%	20.4%	4.4%
Arts and Recreation Services	255	335	316	61	0.8%	0.9%	0.8%	0.1%
Other Services	1,548	1,693	1,823	275	4.7%	4.8%	4.8%	0.2%
Total	33,124	35,337	37,793	4,669	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

2.3 Historic Population Growth

Historic population data is published at the SA1 level and above. For completeness, the assessment has presented both datasets, recognising that the components of population data is available only at the SA2 level and above. The assessment has also considered the distribution of population growth within the priority infrastructure area (PIA).

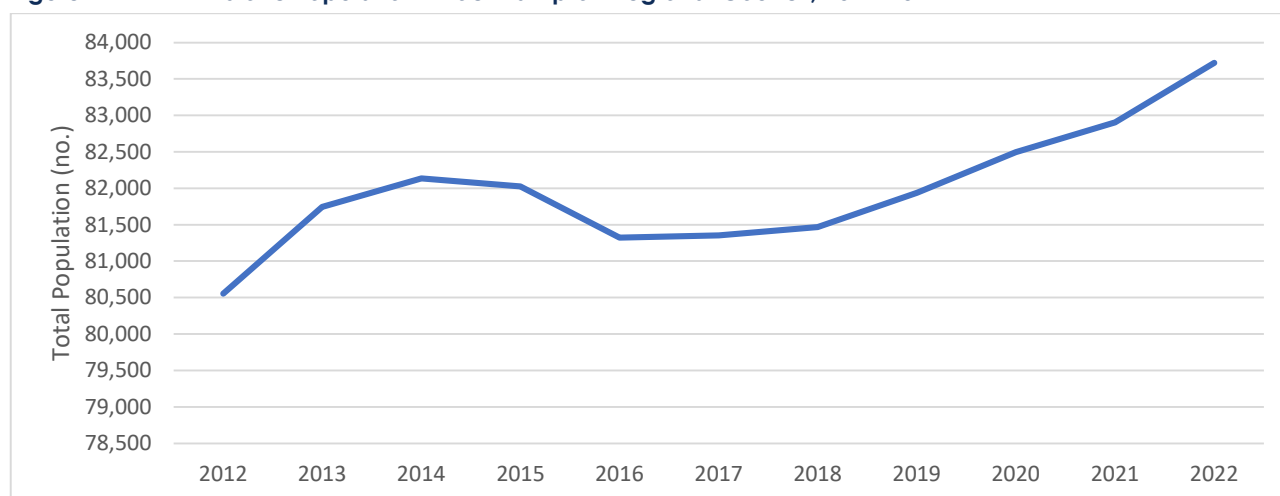
Between 2012 and 2022, the population of Rockhampton Regional Council increased by 0.4% per annum, or by 3,168 persons, from 80,555 persons in 2012 to 83,723 persons in 2022. The population of Rockhampton Regional Council increased in the 2012 to 2014 period but decreased in the 2014 to 2016 period. Since 2016, the population of Rockhampton Regional Council has consistently increased, with population growth between 2016 and 2022 accounting for over three quarters of total population growth over the 2012 to 2022 period. Notably, the rate of population growth has been increasing, with the following changes observed:

- + 2016 to 2018: average increase of 0.1% per annum;
- + 2018 to 2021: average increase of 0.6% per annum; and
- + 2021 to 2022: increase of 1.0% per annum.

This indicates Rockhampton Regional Council has been perceived as an increasingly appealing residential locality, particularly since 2018.

Figure 2-2 details the historic population within Rockhampton Regional Council between 2012 and 2022.

Figure 2-2 Historic Population - Rockhampton Regional Council, 2012-2022

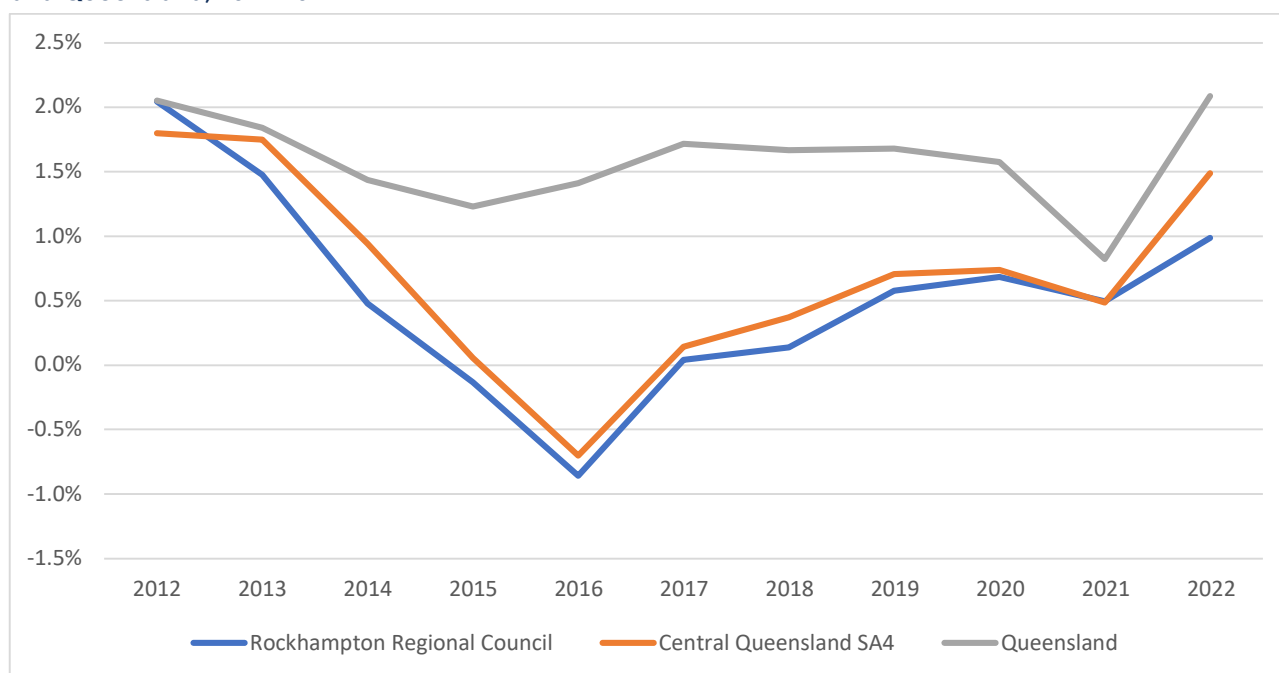


Source: ABS Regional Population by Age and Sex (2023)

Historic population growth in Rockhampton has predominantly aligned with population growth in the broader Central Queensland SA4. These trends broadly align with Queensland population growth. However, Queensland's overall population growth was not as significantly affected by the mining bust post 2012 compared to Rockhampton and the broader SA4. Between 2017 and 2020 the growth in population in Rockhampton and the broader SA4 was increasing while Queensland's population was growing but at a marginally declining rate.

Figure 2-3 details the historic population growth rate for Rockhampton Regional Council, Central Queensland SA4 and Queensland from 2012 to 2022.

Figure 2-3 Historic Population Growth Rate – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2012-2022



Source: ABS Regional Population by Age and Sex (2023)

Population growth over the past decade was largely concentrated in the PIA, with a total increase of 2,627 persons. Comparably, the population outside the PIA increased by 422 persons over the 2012 to 2022 period. Within Rockhampton, population growth (in terms of additional persons) was most significant in the following SA2s:

- + Gracemere SA2 (additional 3,060 persons between 2012 and 2022), primarily driven by growth in Gracemere South (increase of 2,627 persons);
- + Norman Gardens SA2 (additional 1,450 persons between 2012 and 2022), primarily driven by population growth in Norman Gardens (increase of 1,248 persons); and
- + Parkhurst - Kawana SA2 (additional 854 persons between 2012 and 2022), primarily driven by population growth in Parkhurst (increase of 1,068 persons).

Notably, several SA2s recorded a decrease in the overall population between 2012 and 2022. The most significant decreases (in terms of number of persons) were in The Range – Allenstown (decrease of 557 persons), Rockhampton – West (decrease of 395 persons) and Frenchville - Mount Archer (decrease of 363 persons).

A range of communities reported an overall decline in population over the ten year period; however, a number of these communities also reported population growth over the 2016 to 2022 period. These communities include Rockhampton City, Berserker, Park Avenue, Kawana, Kabra and Mount Morgan.

Table 2-8 summarises historic population growth within the communities in the PIA between 2012 and 2022, while Table 2-9 summarise historic population growth in Rockhampton Regional Council by SA2 for the same period.

Table 2-8 Historic Population by Community – Rockhampton Regional Council, 2012-22

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-22		2016-22	
												Change	Ave. Ann. Growth	Change	Ave. Ann. Growth
Rockhampton City	2,310	2,264	2,165	2,085	2,008	2,031	2,045	2,062	2,042	2,073	2,093	-217	-0.9%	85	0.7%
Depot Hill	1,115	1,104	1,075	1,071	1,058	1,054	1,050	1,024	1,014	1,011	1,003	-112	-1.0%	-55	-0.9%
Allenstown	2,992	2,962	2,951	2,910	2,844	2,871	2,839	2,809	2,762	2,790	2,786	-206	-0.6%	-58	-0.3%
The Range	5,600	5,631	5,648	5,598	5,514	5,444	5,398	5,371	5,377	5,281	5,239	-361	-0.6%	-275	-0.8%
Wandal	4,365	4,313	4,280	4,211	4,177	4,103	4,103	4,087	4,059	4,070	4,071	-294	-0.6%	-106	-0.4%
West Rockhampton	1,884	1,871	1,847	1,814	1,803	1,799	1,799	1,770	1,777	1,782	1,786	-98	-0.5%	-17	-0.2%
Berserker	7,471	7,491	7,276	7,175	7,018	6,973	6,952	6,968	6,988	7,107	7,163	-308	-0.4%	145	0.3%
The Common	3	2	2	1	0	1	1	2	3	4	4	1	2.6%	4	-
Park Avenue	5,462	5,517	5,505	5,365	5,173	5,181	5,171	5,217	5,309	5,342	5,364	-98	-0.2%	191	0.6%
Kawana	4,843	4,793	4,756	4,649	4,517	4,503	4,469	4,431	4,433	4,492	4,620	-223	-0.4%	103	0.4%
Parkhurst	2,044	2,174	2,279	2,406	2,523	2,604	2,717	2,842	2,965	3,066	3,112	1,068	3.9%	589	3.6%
Norman Gardens	9,259	9,492	9,687	9,778	9,907	10,075	10,158	10,273	10,375	10,425	10,507	1,248	1.2%	600	1.0%
Frenchville	9,520	9,570	9,332	9,241	9,166	9,065	9,017	9,034	9,041	9,066	9,149	-371	-0.4%	-17	0.0%
Koongal	5,207	5,250	5,136	5,034	4,843	4,823	4,789	4,796	4,797	4,783	4,790	-417	-0.8%	-53	-0.2%
Lakes Creek	363	376	375	380	383	398	399	419	429	429	449	86	2.0%	66	2.7%
Gracemere North	3,530	3,777	4,027	4,101	4,142	4,169	4,182	4,199	4,254	4,298	4,389	859	2.0%	247	1.0%
Gracemere South	5,738	6,228	6,769	7,182	7,383	7,455	7,567	7,741	7,821	7,844	7,960	2,222	3.0%	577	1.3%
Kabra	482	469	465	460	432	427	433	429	434	437	440	-42	-0.8%	8	0.3%
Mount Morgan	2,168	2,174	2,147	2,103	2,002	1,989	2,003	2,007	2,023	2,019	2,010	-158	-0.7%	8	0.1%
Walterhall	461	466	458	447	432	435	434	447	469	482	514	53	1.0%	82	2.9%
The Mine	5	9	12	16	19	15	11	8	4	0	0	-5	-100.0%	-19	-100.0%
Inside PIA	74,822	75,933	76,192	76,027	75,344	75,415	75,537	75,936	76,376	76,801	77,449	2,627	0.3%	2,105	0.5%
Outside PIA	5,733	5,812	5,944	5,999	5,978	5,907	5,869	5,906	5,976	6,081	6,155	422	0.6%	177	0.5%
Rockhampton Regional Council	80,555	81,745	82,136	82,026	81,322	81,322	81,406	81,842	82,352	82,882	83,604	3,049	0.3%	2,282	0.5%

Source: ABS Regional Population by Age and Sex (2023) and QGSO Estimated Resident Population by Statistical Area Level 1 (2023)

Table 2-9 Historic Population – Rockhampton Component SA2s, 2012 to 2022

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-22		2016-22	
												Change	Ave. Ann. Growth	Change	Ave. Ann. Growth
Rockhampton City	3,753	3,686	3,541	3,447	3,346	3,376	3,392	3,387	3,369	3,402	3,419	-334	-0.9%	73	0.4%
The Range - Allensdown	8,592	8,593	8,599	8,508	8,358	8,319	8,244	8,190	8,154	8,075	8,035	-557	-0.7%	-323	-0.7%
Rockhampton - West	6,366	6,294	6,233	6,128	6,079	6,003	6,006	5,963	5,946	5,954	5,971	-395	-0.6%	-108	-0.3%
Berserker	7,474	7,493	7,278	7,176	7,018	6,976	6,958	6,978	7,004	7,113	7,176	-298	-0.4%	158	0.4%
Park Avenue	5,462	5,517	5,505	5,365	5,173	5,183	5,174	5,223	5,318	5,343	5,372	-90	-0.2%	199	0.6%
Parkhurst - Kawana	6,887	6,967	7,035	7,055	7,040	7,109	7,191	7,281	7,410	7,559	7,741	854	1.2%	701	1.6%
Norman Gardens	9,488	9,773	10,020	10,161	10,339	10,489	10,557	10,675	10,786	10,828	10,938	1,450	1.4%	599	0.9%
Frenchville - Mount Archer	9,611	9,662	9,421	9,329	9,253	9,157	9,110	9,130	9,142	9,154	9,248	-363	-0.4%	-5	0.0%
Lakes Creek	5,279	5,331	5,232	5,145	4,968	4,967	4,933	4,955	4,969	4,944	4,963	-316	-0.6%	-5	0.0%
Gracemere	9,750	10,474	11,261	11,743	11,957	12,056	12,191	12,383	12,530	12,582	12,810	3,060	2.8%	853	1.2%
Mount Morgan	3,118	3,150	3,123	3,075	2,961	2,935	2,936	2,941	2,972	2,960	2,990	-128	-0.4%	29	0.2%
Rockhampton Regional Council	80,555	81,745	82,136	82,026	81,322	81,354	81,466	81,936	82,496	82,904	83,723	3,168	0.4%	2,401	0.5%

Source: ABS Regional Population by Age and Sex (2022)

2.3.1 Components of Population Growth

There are three components of population growth, namely:

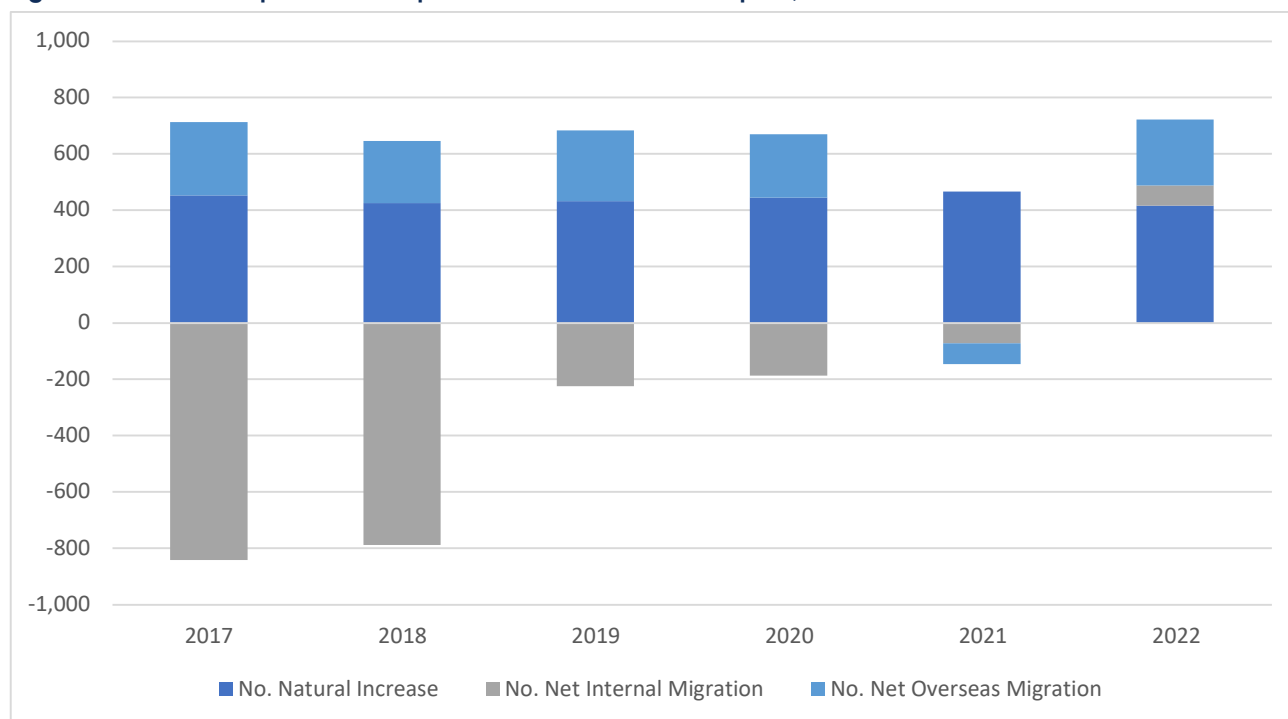
- + Natural increase, i.e. births less deaths;
- + Net internal migration, i.e. persons moving to a region (in this case Rockhampton / SA2s within Rockhampton) from other parts of Australia less persons moving out of a region to other parts of Australia; and
- + Net overseas migration, i.e. persons who migrate to Rockhampton / SA2s within Rockhampton from overseas less persons who migrate overseas from Rockhampton / SA2s within Rockhampton.

In the 2017 to 2022 period, natural increase has typically been the dominant driver of population growth, followed by net overseas migration. Whilst there was a net loss of ~800 persons to other regions of Australia (i.e. negative net internal migration) in both 2017 and 2018, there was a subsequent decline in the degree of negative net internal migration. In 2022, net internal migration to Rockhampton Regional Council was positive.

The scale of population growth attributable to natural increase remained relatively steady in the 2017 to 2022 period, accounting for a net increase of between 416 and 466 persons per annum. Overseas migration also remained relatively consistent over the six year period accounting for a net increase of between 221 and 261 persons per annum except in 2021, which was impacted by the COVID-19 pandemic. However, net overseas migration recovered to longer term trends in 2022.

Figure 2-4 provides an overview of the components of population growth within Rockhampton between 2017 and 2022.

Figure 2-4 Components of Population Growth – Rockhampton, 2017-2022

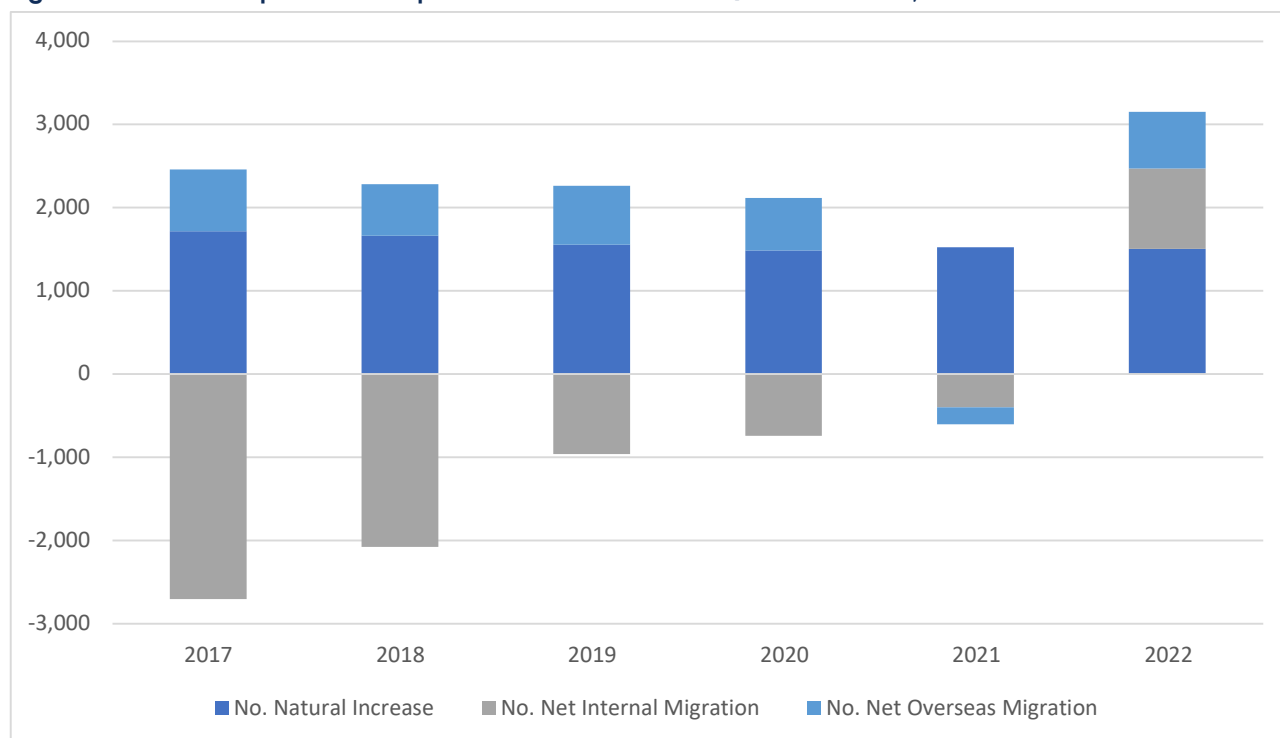


Source: Australian Bureau of Statistics (2023)

The components of population growth across the broader Central Queensland SA4 from 2017 to 2022 shows predominantly the same trends as across Rockhampton.

Figure 2-5 provides an overview of the components of population growth within Central Queensland SA4 between 2017 and 2022.

Figure 2-5 Components of Population Growth – Central Queensland SA4, 2017-2022



Source: Australian Bureau of Statistics (2023)

Across Rockhampton SA2s, the following trends were evident regarding the components of population growth:

- + Over the past six years, natural increase was positive in all SA2s analysed except for The Range – Allenstown. The largest average net natural increases were in Gracemere (average of 171 persons per annum), Frenchville – Mount Archer (average of 73 persons per annum) and Norman Gardens (average 60 persons per annum);
- + Between 2017 and 2022, net internal migration was consistently positive in Gracemere, Norman Gardens and Parkhurst – Kawana. Notably the SA2s where net internal migration represented the most significant proportion of population change was Berserker (negative net internal migration), Rockhampton – West (negative net internal migration), Parkhurst – Kawana (positive net internal migration), and Rockhampton City (negative net internal migration). In 2022, Parkhurst – Kawana had the highest increase in net internal migration while The Range – Allenstown had the largest decrease in net internal migration; and
- + Net overseas migration was highest in the Range – Allenstown (between 51 and 41 additional persons per annum) and Norman Gardens (between 35 and 45 additional persons per annum). In 2021, net overseas migration was negative across all SA2s however only by up to 12 persons in each SA2 (total loss of 73 persons across Rockhampton). In 2022, net overseas migration returned to pre-COVID levels for all SA2s.

2.4 Historic Residential Building Approvals

The purpose of this section is to understand the composition of residential building approvals at the SA2 level, based on SA2 and LGA data sourced from the ABS. Detailed data for building approvals by typology (i.e. houses, middle and high product) is only available from July 2016 onwards, with the latest data available at the time of report compilation in August 2023. As a result, the following data has been presented for 2017 to August 2023 period (referred to as 2023 YTD).

2.4.1 Rockhampton Regional Council

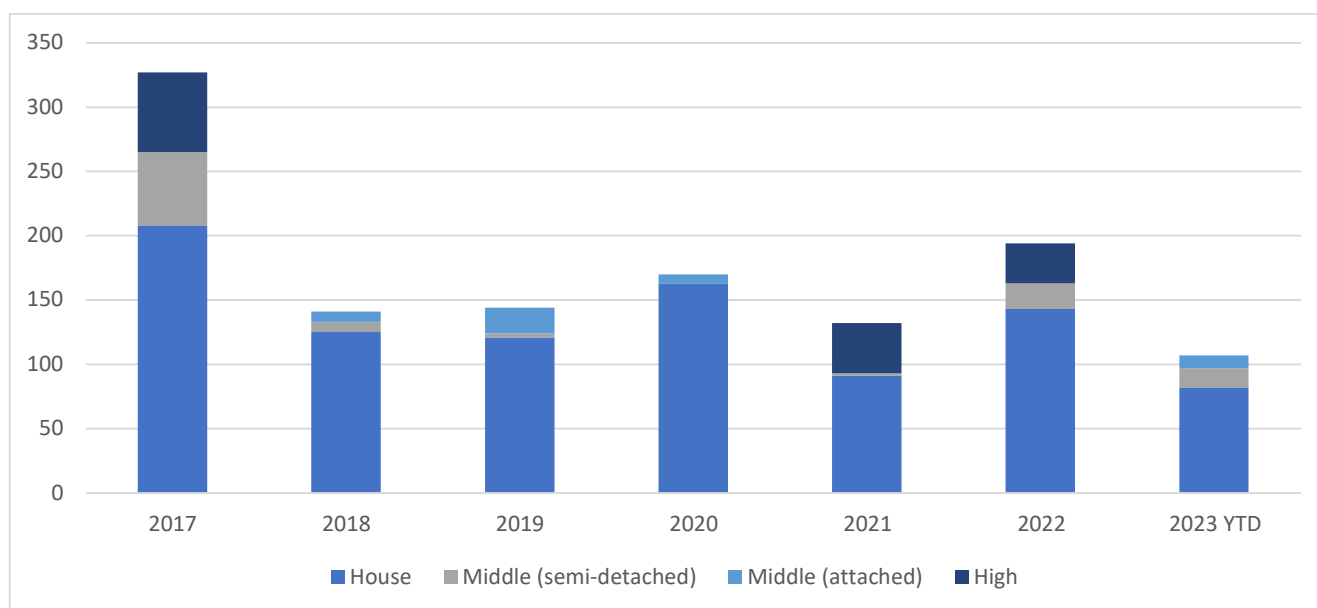
Since 2017, there has been a decline in the number of new residential dwelling approvals across Rockhampton Regional Council, decreasing from 327 dwelling approvals in 2017 to 194 dwelling approvals in 2022. Notably, 107 approvals were reported in the first quarter of 2023. Within the 2017 to 2023 YTD period, the lowest number of new residential dwelling approvals was recorded in 2021 with 132 approvals recorded.

Houses were consistently the predominant dwelling approval type in Rockhampton Regional Council, with an average of 142 new house approvals per annum in the 2017 to 2022 period. Comparably, there have been an average of 15 middle semi-detached approvals, six middle attached approvals and 22 high dwelling approvals per annum in the 2017 to 2022 period. The number of middle semi-detached dwelling approvals peaked in 2017 (57 approvals), while middle attached dwelling approvals peaked in 2019 (20 approvals). The number of new high dwelling approvals peaked in 2017 at 62 dwellings approved.

In 2022, new house approvals represented approximately 73.7% of total approvals. Comparably, middle semi-detached product comprised 10.3% of approvals. High product represented 16.0% of approvals. In the second quarter of 2023, new house approvals have comprised 76.6% of approvals whilst middle semi-detached product comprised 14.0% of approvals.

Figure 2-6 illustrates historic dwelling approvals by dwelling type in Rockhampton Regional Council between 2017 to 2023 YTD.

Figure 2-6 Historic Dwelling Approvals by Dwelling Type - Rockhampton Regional Council, 2017 to 2023 YTD



Source: Australian Bureau of Statistics (2023)

2.4.2 Rockhampton SA2s

This section details the distribution of new house and other residential dwelling approvals across the SA2s of Rockhampton Regional Council between 2017 and 2023 YTD.

2.4.2.1 New House Approvals

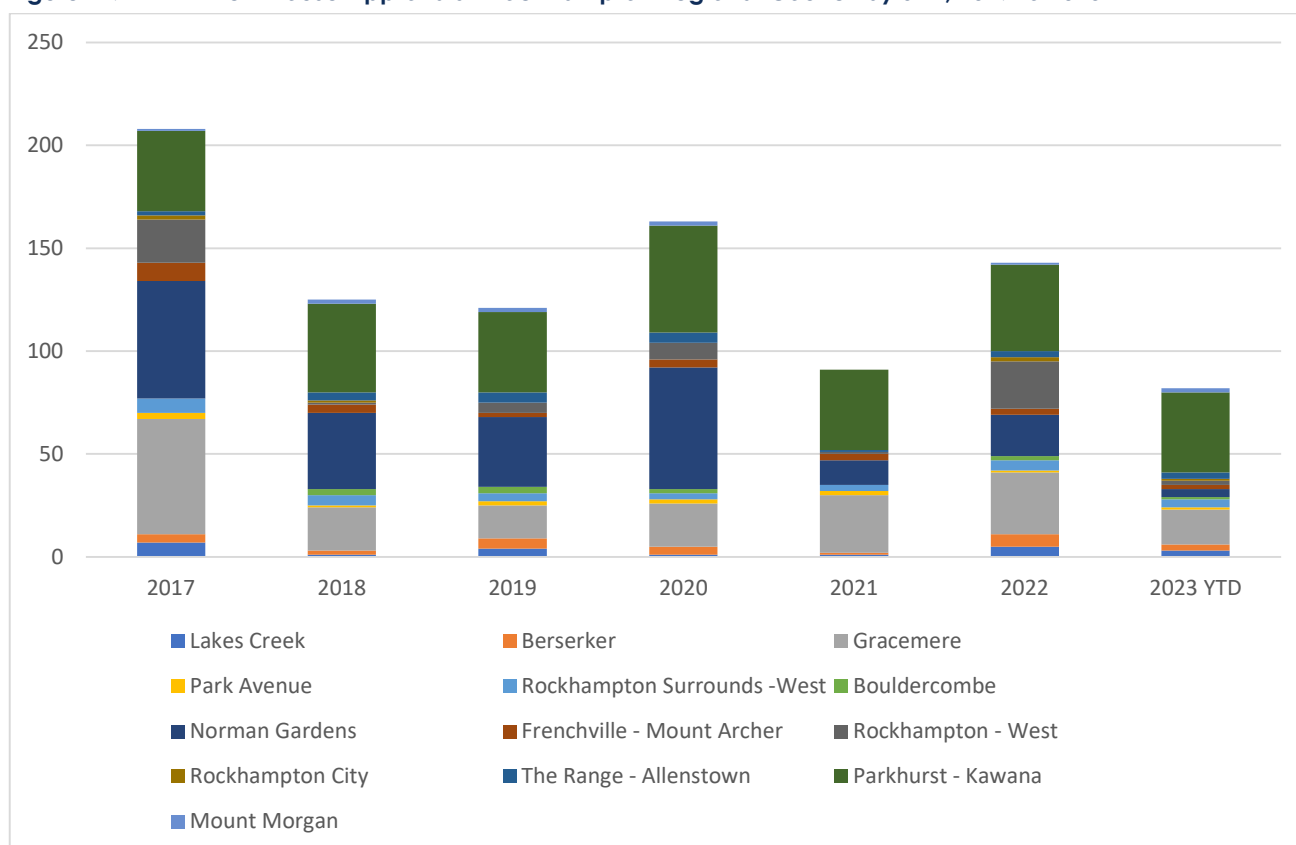
Over the 2017 to 2023 YTD period, new house approvals predominantly occurred in the SA2s of Parkhurst-Kawana, Norman Gardens, and Gracemere, which represent the major greenfield residential growth fronts in Rockhampton Regional Council. House approvals in Gracemere SA2 and Norman Gardens have been steadily decreasing, from 56 and 57 approvals in 2017 to 17 and four approvals in 2022 respectively.

New house approvals within the Parkhurst -Kawana SA2 have increased over this period, from 39 approvals in 2017 to 42 approvals in 2022. Approvals within this SA2 peaked at 52 approvals in 2020. Notably, the number of house approvals within the Norman Gardens SA2 increased significantly between 2021 and 2022, from 12 approvals to 20 approvals. Within the second quarter of 2023, Gracemere and Parkhurst -Kawana SA2s have reported the highest number of new house approvals.

On average, new house approvals were lowest within the Rockhampton City SA2 (average of one approval per annum) and Mount Morgan SA2 (average of one approval per annum).

Figure 2-7 illustrates the number of new house approvals recorded in Rockhampton Regional Council by SA2 between 2017 and 2023 YTD.

Figure 2-7 New House Approvals - Rockhampton Regional Council by SA2, 2017 to 2023 YTD



Source: Australian Bureau of Statistics (2023)

2.4.2.2 New Other Residential Approvals

Since 2017, new other residential dwelling approvals (comprising middle and high dwellings) occurred predominantly in Rockhampton City SA2, except in 2022. The number of new other residential dwelling approvals decreased from 62 approvals in 2017 to 31 approvals in 2022. The majority of approvals in Rockhampton City SA2 were driven by high dwellings (average of 13 approvals in between 2017 and 2022).

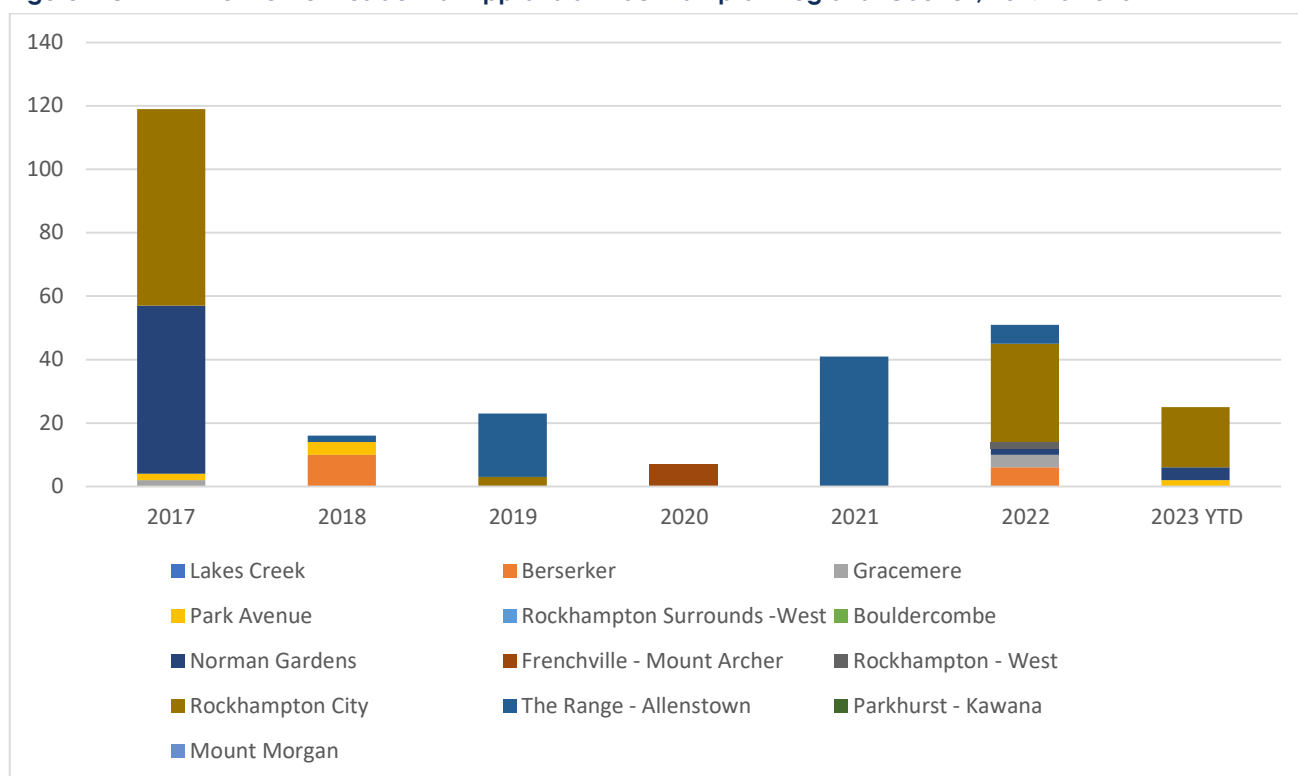
Norman Gardens SA2 also recorded a significant number of new other residential approvals in 2017 (53 approvals), however the number of approvals decreased significantly, with only two approvals recorded in 2022. The analysis indicates that new other residential approvals within Norman Gardens have primarily been for middle semi-detached product.

The Range - Allentown SA2 recorded an average of 10 new other residential dwelling approvals across the assessment period, with the number of approvals increasing from zero approvals in 2017 to six approvals in 2022. The other residential approvals within The Range - Allentown have primarily been for middle attached product (particularly in 2019) and high product (particularly from 2021). No new other residential approvals were recorded in the Lakes Creek SA2, Rockhampton Surrounds- West SA2, Bouldercombe SA2, Rockhampton- West SA2, Parkhurst- Kawana SA2 or Mount Morgan SA2 over this period.

As of August 2023, new other residential approvals have primarily occurred in Rockhampton City, with a small number of approvals reported in Park Avenue and Rockhampton Surrounds- West SA2s. The approvals were all for middle semi-detached and attached product.

Figure 2-8 illustrates the number of new other residential approvals within Rockhampton Regional Council by SA2 for the 2017 to 2022 period.

Figure 2-8 New Other Residential Approvals - Rockhampton Regional Council, 2017 to 2023 YTD



Source: Australian Bureau of Statistics (2023)

2.5 Population Projections

This section has provided an overview of the population outlook for Rockhampton Regional Council, both city wide and at a small area level based on various publicly available datasets.

2.5.1 Rockhampton Regional Council

The Rockhampton LGIP and 2018 QGSO medium series anticipate a similar number of additional persons within Rockhampton Regional Council between 2021 and 2036 (between 12,000 to 14,000 additional persons), with the LGIP representing the more conservative estimate of the two. However, the 2023 QGSO population projections present a more pessimistic outlook for Rockhampton Regional Council under all three (low, medium and high) projection series, with the high series anticipating only 8,986 additional persons within Rockhampton Regional Council between 2021 and 2036. This is at odds with recent growth trends as identified in Section 2.3, which identifies the rate of population growth in Rockhampton Regional Council has been increasing since 2018.

Section 2.4.1 of the report illustrated historic population growth within Rockhampton Regional Council varied significantly in the 2016 to 2022 period, as detailed below:

- + Low growth (2016 to 2018): average of 72 persons per annum;
- + Medium growth (2018 to 2021): average of 752 persons per annum; and
- + High growth (2021 to 2022): average of 819 persons per annum.

Applying these alternative growth trajectories to 2022 estimated resident population estimates would translate to the following population outcomes in Rockhampton Regional Council by 2036:

- + Low growth: 84,803 persons by 2036;
- + Medium growth: 95,008 persons by 2036; and
- + High growth: 96,008 persons by 2036.

Table 2-10 details the population projections prepared for the Rockhampton LGIP, medium series population projections for Rockhampton Regional Council as prepared by QGSO in 2018, and the low, medium and high series population projections released in 2023.

Table 2-10 LGIP and QGSO Population Projections – Rockhampton Regional Council, 2021 to 2036

	2021	2026	2031	2036	Change, 2021-36	Ave. Ann. Growth, 2021-36
Rockhampton LGIP	86,104	89,623	94,448	98,237	12,133	0.9%
QGSO (2018)						
Medium series	84,532	88,680	93,444	98,567	14,035	1.0%
QGSO (2023)						
Low series	82,904	85,362	86,985	88,490	5,586	0.4%
Medium series	82,904	85,511	87,805	90,217	7,313	0.6%
High series	82,904	85,640	88,589	91,890	8,986	0.7%

Source: QGSO (2023)

As detailed above, QGSO anticipates average annual population growth rates of between 0.4% (2023 low series) and 1.0% (2018 medium series) for Rockhampton between 2021 and 2036. The 2018 QGSO population projections medium series anticipated a consistent population growth for Rockhampton and Central Queensland SA4 of 1.0% which is lower than the State with an estimated 1.6% average annual population growth rate between 2021 and 2036.

The 2023 edition QGSO population projections anticipate higher population growth in the Central Queensland SA4 than in Rockhampton Regional Council across all series, ranging from 0.7% (low series) to 1.0% (high series). The Central Queensland SA4 estimated annual average population growth rate between 2021 and 2036 is expected to be lower than the state average which ranges between 1.0% (low series) and 2.0% (high series).

Table 2-11 details the average annual population projection growth rate from 2021 to 2036 as per the QGSO population projections for Rockhampton, Central Queensland SA4 and Queensland.

Table 2-11 Average Annual Population Projection Growth Rates – Rockhampton Regional Council, Central Queensland SA4 and Queensland, 2021-36

	Rockhampton	Central Queensland	Queensland
QGSO (2018)			
Medium series	1.0%	1.0%	1.6%
QGSO (2023)			
Low series	0.4%	0.7%	1.0%
Medium series	0.6%	0.9%	1.5%
High series	0.7%	1.0%	2.0%

Source: QGSO (2023)

The 2018 edition QGSO population projections anticipated Rockhampton Regional Council to account for a marginally growing proportion of Central Queensland SA4's population while Central Queensland SA4's population would account for a decreasing proportion of Queensland's population. Under the 2023 edition QGSO population projections, Rockhampton Regional Council's population is anticipated to account for a decreasing proportion of Central Queensland SA4's population decreasing from 35.9% in 2021 to between 34.6% and 34.1% in 2036. Central Queensland SA4's population is also anticipated to account for a decreasing share of Queensland's population under the 2023 edition QGSO population projections.

Table 2-12 details the proportion of Rockhampton's population to the broader Central Queensland SA4 population and the proportion of Central Queensland SA4's population to the total Queensland population in 2021 and 2036 as per the QGSO 2018 and 2023 edition population projections.

Table 2-12 Proportion of Broader Region Population – Rockhampton and Central Queensland SA4, 2021 and 2036

	Rockhampton as a Proportion of Central Queensland SA4		Central Queensland SA4 as a Proportion of Queensland	
	2021	2036	2021	2036
QGSO (2018)				
Medium series	36.6%	36.9%	4.4%	3.9%
QGSO (2023)				
Low series	35.9%	34.6%	4.4%	4.2%
Medium series	35.9%	34.4%	4.4%	4.0%
High series	35.9%	34.1%	4.4%	3.7%

Source: QGSO (2023)

2.5.2 Population Projections by Community

The Rockhampton LGIP anticipated the population of Rockhampton Regional Council would increase from 86,104 persons to 98,237 persons over the 2021 to 2036 period. At ultimate development, it is estimated Rockhampton Regional Council would accommodate 131,915 persons.

Within the priority infrastructure area (PIA), the population is anticipated to increase from 76,934 persons in 2021 to 88,960 persons in 2036, with an ultimate capacity of 116,199 persons. Outside of the PIA, the population is anticipated to increase from 9,169 persons to 9,277 persons over the fifteen-year period, with an ultimate development capacity of 15,716 persons.

Table 2-13 details the projected population figures by community as indicated by the Rockhampton LGIP.

Table 2-13 LGIP Projected Population – Rockhampton Regional Council Communities, 2021 to 2036

	2021	2026	2031	2036	Ultimate Development (Capacity)
Rockhampton City	2,637	2,836	3,047	3,173	7,297
Depot Hill	1,283	1,283	1,283	1,283	1,408
Allentown	3,381	3,341	3,344	3,342	4,088
The Range	5,459	5,459	5,459	5,472	6,877
Wandal	4,499	4,499	4,499	4,499	5,923
West Rockhampton	2,149	2,149	2,149	2,149	2,803
Berserker	7,821	7,899	7,901	7,914	10,000
The Common	0	0	0	0	0

	2021	2026	2031	2036	Ultimate Development (Capacity)
Park Avenue	5,555	5,555	5,555	5,555	6,641
Kawana	4,188	4,188	4,188	4,188	4,649
Parkhurst	2,502	3,861	6,211	8,527	14,008
Norman Gardens	10,543	10,561	10,561	10,638	11,939
Frenchville	8,916	8,934	8,936	8,964	10,505
Koongal	4,430	4,430	4,430	4,424	5,430
Lakes Creek	218	218	218	218	282
Gracemere North	4,498	5,061	5,667	5,650	7,608
Gracemere South	6,811	8,031	9,522	10,769	12,330
Kabra	3	3	3	0	0
Mount Morgan	1,961	1,961	2,088	2,086	4,167
Walterhall	63	63	91	91	169
The Mine	17	17	20	20	76
Total Inside PIA	76,934	80,348	85,173	88,960	116,199
Total Outside PIA	9,169	9,275	9,275	9,277	15,716
Rockhampton Regional Council	86,104	89,623	94,448	98,237	131,915

Source: Rockhampton Regional Council LGIP (2019)

Over the 2012 to 2022 period, the PIA has accounted for an increasing share of population growth, increasing from 86.2% of population growth between 2012 and 2022 to 92.2% of population growth between 2016 and 2022. The LGIP anticipates the share of population growth in the PIA to decline to 90.6% of total population growth between 2021 and 2036.

Historically, population growth in The Range, Frenchville and Wandal has declined; however, the LGIP anticipates population growth within these communities, with Frenchville expected to account for 9.1% of total population growth over the projection period. The share of population growth in the communities of Gracemere South, Norman Gardens, Parkhurst and Gracemere North has also been significant over the past decade (between 28.2% and 72.9% of total population growth). The LGIP anticipates the share of growth to decline in these areas but to remain significant (accounting for between 5.8% and 11.0% of population growth), which appears to align with the assumption of residential zoned land exhausting over the projection horizon.

Gracemere South, Norman Gardens and Frenchville are anticipated to account for the highest shares of growth over the projection period (9.1% to 11.0% of population growth), which is broadly consistent with historic trends.

Table 2-14 details the historic and projected share of population growth by community for the 2012 to 2036 period.

Table 2-14 Historic and Projected Share of Population Growth by Community – Rockhampton Regional Council, 2012 to 2036

	Historic (ABS ERP data)		Projected (LGIP)
	2012-22	2016-22	2021-36
Rockhampton City	-7.1%	3.7%	3.2%
Depot Hill	-3.7%	-2.4%	1.3%
Allentown	-6.8%	-2.5%	3.4%
The Range	-11.8%	-12.1%	5.6%

	Historic (ABS ERP data)		Projected (LGIP)
	2012-22	2016-22	2021-36
Wandal	-9.6%	-4.6%	4.6%
West Rockhampton	-3.2%	-0.7%	2.2%
Berserker	-10.1%	6.4%	8.1%
The Common	0.0%	0.2%	0.0%
Park Avenue	-3.2%	8.4%	5.7%
Kawana	-7.3%	4.5%	4.3%
Parkhurst	35.0%	25.8%	8.7%
Norman Gardens	40.9%	26.3%	10.8%
Frenchville	-12.2%	-0.7%	9.1%
Koongal	-13.7%	-2.3%	4.5%
Lakes Creek	2.8%	2.9%	0.2%
Gracemere North	28.2%	10.8%	5.8%
Gracemere South	72.9%	25.3%	11.0%
Kabra	-1.4%	0.4%	0.0%
Mount Morgan	-5.2%	0.4%	2.1%
Walterhall	1.7%	3.6%	0.1%
The Mine	-0.2%	-0.8%	0.0%
Total Inside PIA	86.2%	92.2%	90.6%
Total Outside PIA	13.8%	7.8%	9.4%
Rockhampton Regional Council	100.0%	100.0%	100.0%

Source: QGSO (2023) and Rockhampton Regional Council LGIP (2019)

2.5.3 Distribution of Population Growth

The distribution of population growth under the LGIP and QGSO medium series projections has also been considered. In comparing these figures, the QGSO medium series projections for Statistical Areas Level 2 (SA2s) has been utilised, recognising that this is the smallest level of data available and only series of projections released by the QGSO at this level. To best understand the geographic distribution of growth under each data source, the projection areas identified in the LGIP have been grouped into the relevant SA2 (see Table 2-9). However, it is noted that the SA2s extend beyond the PIA, hence it is not clear where population growth outside the PIA will occur.

Table 2-15 details the projected population by community and SA2 as indicated by the Rockhampton LGIP.

Table 2-15 LGIP Projected Population – Rockhampton Regional Council Communities by SA2, 2021 to 2036

	2021	2026	2031	2036	Ultimate Development (Capacity)
Berserker	7,821	7,899	7,901	7,914	10,000
Berserker	7,821	7,899	7,901	7,914	10,000
The Common	0	0	0	0	0
Frenchville - Mount Archer	8,916	8,934	8,936	8,964	10,505
Frenchville	8,916	8,934	8,936	8,964	10,505
Gracemere	11,312	13,095	15,192	16,419	19,938
Gracemere North	4,498	5,061	5,667	5,650	7,608

	2021	2026	2031	2036	Ultimate Development (Capacity)
Gracemere South	6,811	8,031	9,522	10,769	12,330
Kabra	3	3	3	0	0
Lakes Creek	4,648	4,648	4,648	4,642	5,712
Koongal	4,430	4,430	4,430	4,424	5,430
Lakes Creek	218	218	218	218	282
Mount Morgan	2,041	2,041	2,199	2,197	4,412
Mount Morgan	1,961	1,961	2,088	2,086	4,167
Walterhall	63	63	91	91	169
The Mine	17	17	20	20	76
Norman Gardens	10,543	10,561	10,561	10,638	11,939
Norman Gardens	10,543	10,561	10,561	10,638	11,939
Park Avenue	5,555	5,555	5,555	5,555	6,641
Park Avenue	5,555	5,555	5,555	5,555	6,641
Parkhurst - Kawana	6,690	8,049	10,399	12,715	18,657
Parkhurst	2,502	3,861	6,211	8,527	14,008
Kawana	4,188	4,188	4,188	4,188	4,649
Rockhampton - West	6,648	6,648	6,648	6,648	8,726
Wandal	4,499	4,499	4,499	4,499	5,923
West Rockhampton	2,149	2,149	2,149	2,149	2,803
Rockhampton City	3,920	4,119	4,330	4,456	8,705
Depot Hill	1,283	1,283	1,283	1,283	1,408
Rockhampton City	2,637	2,836	3,047	3,173	7,297
The Range - Allentown	8,840	8,800	8,803	8,814	10,965
The Range	5,459	5,459	5,459	5,472	6,877
Allentown	3,381	3,341	3,344	3,342	4,088
Inside PIA	76,934	80,349	85,172	88,962	116,200
Outside PIA	9,169	9,275	9,275	9,277	15,716
Rockhampton Regional Council	86,103	89,624	94,447	98,239	131,916

Source: Rockhampton Regional Council LGIP (2019)

The LGIP indicates Rockhampton Regional Council's population is anticipated to increase by 12,136 persons over the 2021 to 2036 period. This growth will primarily occur within the projection areas in Parkhurst - Kawana SA2 (49.6% of growth) and Gracemere SA2 (42.1% of growth). The population growth attributed to Parkhurst - Kawana SA2 is expected increase over time, from 38.6% of total growth between 2021 and 2023, to 61.1% of total growth between 2031 and 2036. Whilst the share of population growth attributed to the communities within Gracemere SA2 is anticipated to decline, from 50.6% of total growth between 2021 and 2026 to 32.4% of total growth between 2031 and 2036.

Population growth is anticipated to be mostly contained within the PIA, increasing from 97.0% of total growth between 2021 and 2026, to 99.9% of total growth between 2031 and 2036.

Table 2-16 considers the distribution of population growth under the LGIP projections. The projection areas utilised in the LGIP have been organised by relevant SA2 to broadly compare with the QGSO projections.

Table 2-16 LGIP Projected Population Growth Distribution – Rockhampton Regional Council SA2, 2021 to 2036

	No.				% of RRC			
	2021-26	2026-31	2031-36	2021-36	2021-26	2026-31	2031-36	2021-36
Rockhampton City	199	211	126	536	5.7%	4.4%	3.3%	4.4%
The Range - Allentown	-40	3	11	-26	-1.1%	0.1%	0.3%	-0.2%
Rockhampton - West	0	0	0	0	0.0%	0.0%	0.0%	0.0%
Berserker	78	2	13	93	2.2%	0.0%	0.3%	0.8%
Park Avenue	0	0	0	0	0.0%	0.0%	0.0%	0.0%
Parkhurst - Kawana	1,359	2,350	2,316	6,025	38.6%	48.7%	61.1%	49.6%
Norman Gardens	18	0	77	95	0.5%	0.0%	2.0%	0.8%
Frenchville - Mount Archer	18	2	28	48	0.5%	0.0%	0.7%	0.4%
Lakes Creek	0	0	-6	-6	0.0%	0.0%	-0.2%	0.0%
Gracemere	1,783	2,097	1,227	5,107	50.6%	43.5%	32.4%	42.1%
Mount Morgan	0	158	-2	156	0.0%	3.3%	-0.1%	1.3%
Bouldercombe	0	0	0	0	0.0%	0.0%	0.0%	0.0%
Rockhampton Surrounds - West	0	0	0	0	0.0%	0.0%	0.0%	0.0%
Inside PIA	3,415	4,823	3,790	12,028	97.0%	100.0%	99.9%	99.1%
Outside PIA	106	0	2	108	3.0%	0.0%	0.1%	0.9%
Rockhampton Regional Council	3,521	4,823	3,792	12,136	100.0%	100.0%	100.0%	100.0%

Source: Rockhampton Regional Council LGIP (2019)

The 2018 QGSO medium series projections indicate the Rockhampton Regional Council population will increase by 14,035 persons over the 2021 to 2036 period. These projections also expect a significant portion of total population growth between 2021 and 2036 to occur in Gracemere (47.7% of growth) and Parkhurst – Kawana (24.4% of growth) SA2s.

These projections also anticipate Norman Gardens to account for a significant portion of total population growth (25.4% of growth between 2021 and 2036). Norman Gardens was not identified as a significant growth area in the LGIP projections; however, it must be remembered that the LGIP projections by SA2 only cover the areas within the PIA so cannot be used for a direct comparison.

The 2018 QGSO population projections anticipated a decrease in population between 2021 and 2036 in several SA2s including Frenchville – Mount Archer (decrease of 643 persons), Park Avenue (decrease of 199 persons), Rockhampton – West (decrease of 99 persons) and The Range – Allentown (decrease of 322 persons).

Table 2-17 summarises the anticipated distribution of population growth under the 2018 QGSO medium series projections.

Table 2-17 2018 QGSO Projected Population Growth Distribution – Rockhampton Regional Council SA2, 2021 to 2036

	No.				% of RRC			
	2021-26	2026-31	2031-36	2021-36	2021-26	2026-31	2031-36	2021-36
Rockhampton City	167	165	86	419	4.0%	3.5%	1.7%	3.0%
The Range - Allentown	-175	-78	-70	-322	-4.2%	-1.6%	-1.4%	-2.3%
Rockhampton - West	-62	-43	5	-99	-1.5%	-0.9%	0.1%	-0.7%
Berserker	208	160	211	579	5.0%	3.4%	4.1%	4.1%
Park Avenue	-85	-69	-45	-199	-2.0%	-1.5%	-0.9%	-1.4%
Parkhurst - Kawana	1,299	1,196	925	3,421	31.3%	25.1%	18.1%	24.4%
Norman Gardens	904	1,333	1,322	3,560	21.8%	28.0%	25.8%	25.4%
Frenchville - Mount Archer	-173	-257	-213	-643	-4.2%	-5.4%	-4.2%	-4.6%
Lakes Creek	36	32	43	111	0.9%	0.7%	0.8%	0.8%
Gracemere	1,879	2,149	2,663	6,691	45.3%	45.1%	52.0%	47.7%
Mount Morgan	3	16	29	49	0.1%	0.3%	0.6%	0.3%
Bouldercombe	32	10	19	61	0.8%	0.2%	0.4%	0.4%
Rockhampton Surrounds - West	114	148	147	408	2.7%	3.1%	2.9%	2.9%
Rockhampton Regional Council	4,149	4,763	5,123	14,035	100.0%	100.0%	100.0%	100.0%

Source: QGSO Population Projections (2019)

The 2023 QGSO medium series projections represents a much more pessimistic outlook, indicating the Rockhampton Regional Council population will increase by 7,313 persons (approximately half of the population growth expected in the 2018 QGSO population projections). These projections also expect a significant portion of total population growth between 2021 and 2036 to occur in Gracemere (38.7% of growth) and Parkhurst – Kawana (66.6% of growth). Population growth in Parkhurst – Kawana SA2 is expected to account for a higher proportion of total population growth in the 2021 to 2036 period relative to the LGIP projections (49.6%) and 2018 QGSO projections (24.4%). Similar to the LGIP projections, the 2023 QGSO projections anticipate limited growth within Norman Gardens SA2 over the 2021 to 2036 period (221 additional persons representing 3.0% of total growth).

The 2023 QGSO population projections anticipate a more significant decrease in population between 2021 and 2036 in several SA2s, but within similar parts of Rockhampton Regional Council than the 2018 QGSO data, including Berserker (decrease of 138 persons), Bouldercombe (decrease of 101 persons), Lakes Creek (decrease of 45 persons), Park Avenue (decrease of 284 persons), Rockhampton – West (decrease of 418 persons), Rockhampton City (decrease of 70 persons) and The Range – Allentown (decrease of 23 persons).

Table 2-18 summarises the anticipated distribution of population growth under the 2023 QGSO medium series projections.

Table 2-18 Distribution of Population Growth under 2023 QGSO Medium Series Projections – Rockhampton Regional Council SA2, 2021 to 2036

	No.				% of RRC			
	2021-26	2026-31	2031-36	2021-36	2021-26	2026-31	2031-36	2021-36
Rockhampton City	31	-54	-47	-70	1.2%	-2.3%	-2.0%	-1.0%
The Range - Allentown	79	-71	-30	-23	3.0%	-3.1%	-1.3%	-0.3%
Rockhampton - West	-129	-178	-110	-418	-5.0%	-7.8%	-4.6%	-5.7%
Berserker	-15	-87	-35	-138	-0.6%	-3.8%	-1.5%	-1.9%
Park Avenue	-57	-128	-99	-284	-2.2%	-5.6%	-4.1%	-3.9%

	No.				% of RRC			
	2021-26	2026-31	2031-36	2021-36	2021-26	2026-31	2031-36	2021-36
Parkhurst - Kawana	1,346	1,851	1,675	4,872	51.6%	80.7%	69.4%	66.6%
Norman Gardens	222	-30	29	221	8.5%	-1.3%	1.2%	3.0%
Frenchville - Mount Archer	20	-27	25	17	0.8%	-1.2%	1.0%	0.2%
Lakes Creek	44	-58	-31	-45	1.7%	-2.5%	-1.3%	-0.6%
Gracemere	987	951	893	2,830	37.9%	41.5%	37.0%	38.7%
Mount Morgan	17	14	16	46	0.6%	0.6%	0.6%	0.6%
Bouldercombe	-40	-41	-19	-101	-1.5%	-1.8%	-0.8%	-1.4%
Rockhampton Surrounds - West	103	154	148	405	4.0%	6.7%	6.2%	5.5%
Rockhampton Regional Council	2,607	2,294	2,412	7,313	100.0%	100.0%	100.0%	100.0%

Source: QGSO Population Projections (2023)

All projection data sets indicate Gracemere and Parkhurst – Kawana as the focal point for residential growth, with aligns with remaining capacity for detached dwellings. Whilst capacity remains to accommodate population growth in the majority of communities in Rockhampton Regional Council, this is predominantly through infill development, which is more challenging relative to a greenfield residential subdivision, particularly for attached dwellings (e.g. within Rockhampton CBD). In the current market, the constructability of attached dwellings is proving challenging across Australia, due to significant growth in the cost of construction inputs since COVID-19 in conjunction with reduced workforce productivity.

2.6 Employment Projections

This section provides an overview of the employment outlook both City wide and at a small area level based on publicly available data sources.

2.6.1 Projected Employment

Census data has indicated total employment within Rockhampton Regional Council has increased as follows:

- + 2011-16: Average increase of 443 workers per annum; and
- + 2016-21: Average increase of 491 workers per annum.

By comparison, employment projections (as presented in the LGIP) anticipate employment growth in the 2021-26 and 2031-36 period to be similar to historic trends, as detailed below:

- + 2021-26: Average increase of 506 workers per annum;
- + 2026-31: Average increase of 362 workers per annum; and
- + 2031-36: Average increase of 489 workers per annum.

Employment is anticipated to remain highest in the communities of Rockhampton City, Park Avenue and Berserker throughout the projection period. Within Rockhampton Regional Council, employment growth is anticipated to be highest in Rockhampton City, Gracemere South, The Range, Berserker and Gracemere North.

The LGIP projections anticipate an increasing share of employment in Gracemere South (increase of 1.6% points between 2021 and 2036), Rockhampton City (increase of 1.0% points between 2021 and 2036) and Gracemere North (increase of 0.9% points between 2021 and 2036). On the other hand,

the share of employment in Park Avenue and Berserker is expected to decline in the 2021 to 2036 period (decrease of 1.7% and 0.2% points, respectively).

Table 2-19 summarises existing and projected employment in Rockhampton Regional Council by community for the 2017 to 2036 period.

Table 2-19 Existing and Projected Employment by Community – Rockhampton Regional Council, 2017 to 2036

	Existing (2017)	2021	2026	2031	2036	Ultimate
Rockhampton City	10,148	11,362	12,541	13,262	13,722	39,508
Depot Hill	764	767	768	770	771	719
Allentown	1,874	1,968	2,089	2,127	2,182	8,114
The Range	3,319	3,909	4,104	4,310	4,526	4,394
Wandal	754	813	832	853	874	1,097
West Rockhampton	215	225	228	231	235	1,383
Berserker	4,252	4,493	4,631	4,732	5,142	27,562
The Common	35	35	35	35	35	35
Park Avenue	4,875	5,211	5,245	5,260	5,276	15,476
Kawana	2,733	2,833	2,915	3,033	3,309	6,881
Parkhurst	1,992	2,014	2,021	2,118	2,174	7,125
Norman Gardens	2,196	2,450	2,514	2,582	2,903	17,190
Frenchville	832	904	928	953	979	1,748
Koongal	286	304	310	316	325	166
Lakes Creek	198	206	208	211	214	343
Gracemere North	845	867	1,223	1,363	1,411	9,290
Gracemere South	455	583	866	1,067	1,422	8,692
Kabra	0	0	0	0	101	2,028
Mount Morgan	759	759	759	793	846	2,888
Walterhall	0	0	0	0	0	0
The Mine	0	0	0	0	0	0
Total Inside PIA	36,532	39,702	42,218	44,013	46,447	154,639
Total Outside PIA	1,254	1,274	1,286	1,300	1,314	65,183
Total Regional Area	37,786	40,976	43,504	45,313	47,760	219,822

Source: Rockhampton Regional Council LGIP (2019)

2.6.2 National Skills Commission

The National Skills Commission published a short to medium term outlook for employment by industry for Australia. Employment across Australia is anticipated to increase by 1,176,169 workers, from 12,951,840 workers in November 2021, to 14,128,010 workers in November 2026. Close to two thirds of employment growth is anticipated in the industries of health care and social assistance; professional, scientific and technical services; education and training; and accommodation and food services. Historically, health care and social assistance and education and training have been significant industries of employment in Rockhampton Regional Council; hence, it is expected that the region will also benefit from significant employment growth from these sectors. Employment growth in these sectors points to growing demand for centres land, although it is anticipated this can be met by remaining capacity in existing and designated centres, as opposed to zoning additional centres land. Employment growth in health care and social assistance employment would also be accommodated in the Rockhampton Base Hospital.

Table 2-20 details anticipated employment growth in Australia by industry between November 2021 and November 2026.

Table 2-20 Employment Outlook by Industry – Australia, November 2021 and November 2026

Industry	Employment level - November 2021	National Skills Commission Projections		
		Projected employment level - November 2026	Projected employment growth - five years to November 2026	
			No.	%
Agriculture, Forestry and Fishing	316,058	332,224	16,166	5.1%
Mining	271,311	287,252	15,941	5.9%
Manufacturing	864,282	887,335	23,053	2.7%
Electricity, Gas, Water and Waste Services	134,117	136,667	2,550	1.9%
Construction	1,143,650	1,210,014	66,364	5.8%
Wholesale Trade	359,024	365,595	6,571	1.8%
Retail Trade	1,281,291	1,336,400	55,109	4.3%
Accommodation and Food Services	849,474	961,855	112,380	13.2%
Transport, Postal and Warehousing	655,279	695,227	39,948	6.1%
Information Media and Telecommunications	192,526	193,231	704	0.4%
Financial and Insurance Services	528,364	561,592	33,228	6.3%
Rental, Hiring and Real Estate Services	235,535	250,452	14,917	6.3%
Professional, Scientific and Technical Services	1,226,627	1,433,259	206,632	16.8%
Administrative and Support Services	448,328	477,114	28,786	6.4%
Public Administration and Safety	921,685	980,844	59,159	6.4%
Education and Training	1,115,598	1,265,236	149,638	13.4%
Health Care and Social Assistance	1,900,136	2,201,129	300,993	15.8%
Arts and Recreation Services	234,259	257,966	23,707	10.1%
Other Services	543,823	564,146	20,323	3.7%
All Industries	12,951,840	14,128,010	1,176,169	9.1%

Source: National Skills Commission (2022)

2.7 Summary of Findings

This section summarises the primary findings regarding population and employment growth within Rockhampton Regional Council.

2.7.1 Population Growth

The Rockhampton Regional Council Planning Scheme commenced in August 2015. This report has considered population outlook data as of the 2018 and 2023 QGSO datasets, to provide insights into how the population outlook has shifted over time since the preparation of the planning scheme, benchmarked to the latest LGIP projections (effective from November 2019).

The LGIP projections indicate the Rockhampton Regional Council population would increase from 86,104 persons in 2021 to 98,237 persons in 2036, representing average annual growth of 0.9% per annum, or an additional 12,133 persons. These LGIP projections are marginally below the 2018 medium QGSO series (which anticipates an additional 14,035 persons in the 2021-36 period, or growth of 1.0% per annum). The latest LGIP projections broadly correspond with the rate of population growth recorded in the 2021 to 2022 period.

However, the 2023 QGSO projections anticipate significantly lower rates of population growth in the 2021-2036 period, as summarised below:

- + QGSO 2023 (low series): increase of 5,586 persons, representing an increase of 0.4% per annum;
- + QGSO 2023 (medium series): increase of 7,313 persons, representing an increase of 0.6% per annum; and
- + QGSO 2023 (high series): increase 8,986 persons, representing an increase of 0.7% per annum.

All projection data sets indicate Gracemere and Parkhurst – Kawana as the focal point for residential growth, with aligns with remaining capacity for detached dwellings. Whilst capacity remains to accommodate population growth in the majority of communities in Rockhampton Regional Council, this is predominantly through infill development, which is more challenging relative to a greenfield residential subdivision, particularly for attached dwellings (e.g. within Rockhampton CBD). In the current market, the constructability of attached dwellings is proving challenging across Australia, due to significant growth in the cost of construction inputs since COVID-19 in conjunction with reduced workforce productivity.

2.7.2 Employment Growth

Over the last three Censuses, Rockhampton City SA2 has accounted for a declining share of total employment within Rockhampton Regional Council, with growth in employment opportunities most significant in Gracemere SA2.

The LGIP indicates the SA2s with significant remaining employment capacity are Rockhampton City, Berserker, Park Avenue, Norman Gardens and Gracemere North and South. Should a continuation of historic trends occur, it is anticipated increases in employment will be significantly higher in Gracemere, Norman Gardens, Park Avenue and Berserker than Rockhampton City, reflective of relative strength in demand for industrial land relative to centres land. Whilst opportunity exists for employment growth on centres land (based on anticipated employment growth in health and professional services), it is recognised sufficient capacity remains to accommodate increased employment, particularly within the Rockhampton CBD, which should remain the focal point for professional services within Rockhampton Regional Council.

3 Implications for Planning Scheme Review

The 2023 QGSO projections highlight a significant deterioration in the population outlook for Rockhampton Regional Council relative to the rate of growth recorded in the past five years. Should the 2023 QGSO population projections transpire, this would suggest pressures on the need for additional housing and centres land would be lower than previously anticipated. Council's focus should be on ensuring population growth is appropriately sequenced within Rockhampton Regional Council on low density residential, low-medium density residential and high density residential zoned land.

In the past five years, residential building approvals have been concentrated within the outskirts of the Rockhampton community, in Parkhurst-Kawana and Norman Gardens SA2s to the north and Gracemere SA2 to the south west, which points to demand for detached dwellings within greenfield residential estates. There has been some semi-attached and attached dwelling development in Rockhampton Regional Council, although interest in this development type has fallen significantly since 2016-17, likely reflective of relative ease in establishing detached dwellings in greenfield residential estates as compared to infill development in inner Rockhampton. Additionally, the delivery of attached dwellings in the short term is likely to be challenging, given significant increases in the cost of construction inputs since COVID-19 adversely impacting development feasibility.

All SA2s in Rockhampton Regional Council recorded growth in the incidence of persons aged 65 years and over in the last three Censuses which points to a growing need for smaller dwelling typologies to accommodate this age cohort (i.e. allowing for downsizing opportunities). However, additional dwellings within Rockhampton Regional Council have typically had four or more bedrooms, pointing to a potential growing mismatch between dwelling size and household size. There may be an opportunity to consider incentivising the delivery of smaller dwellings within Rockhampton Regional Council, with the policy response varying by location (e.g. whilst the opportunity may be to incentivise unit development in Rockhampton City, in outer parts of the region, the opportunity may be to incentivise single storey dwellings on small allotments, dual occupancies and townhouses).

This points to the potential to undertake a detailed Residential Need Study, to comprehensively understand the composition of future dwelling demand at a small area level, determine whether there is sufficient remaining zoned and serviced land to accommodate future demand, investigate the opportunities to accommodate additional semi-detached and attached dwelling development and to determine whether scheme amendments are required to facilitate and incentivise dwelling diversity within the region.

The historic employment data highlights whilst Rockhampton CBD remains the focal point of employment opportunity, employment within this precinct has fallen over time. By comparison, employment growth has been highest in the communities which accommodate significant industrial land, suggesting growing demand for industrial land within Rockhampton. This points to a potential need to ensure remaining zoned industrial land is appropriately serviced and offers the range of allotment sizes and zoning required by the market. As part of the Planning Scheme review process, this points to the potential to undertake an Industrial Land Study to comprehensively understand the industrial land market within the region and to ensure industrial land is provided which continues to meet market expectations, recognising Rockhampton's role as a focal point for Central Queensland.

Across the Rockhampton region four major infrastructure projects were identified, these include the Rockhampton Ring Road development, Mount Morgan Water Supply Pipeline, Fitzroy to Gladstone Pipeline and the recently completed Rookwood Weir, which are detailed below:

The Rockhampton Ring Road development is a long-term project for the Bruce Highway with the aim to improve flood resilience, freight efficiencies, road safety and reduce travel times.

Construction on the 17.4-kilometre road began construction in late 2023 and will bypass the Rockhampton CBD, passing to the west past the Rockhampton Airport on the Western Corridor creating four new connections to Rockhampton (Gracemere/Capricorn Highway, West Rockhampton, Alexandra Street and Parkhurst). The first stage is anticipated to be completed by late 2025 (Infrastructure Partnerships Australia, 2024).

The Mount Morgan Water Supply Pipeline is a 28-kilometre water pipeline running from Gracemere to Mount Morgan and will provide long-term water security to the Mount Morgan community. The Pipeline project will deliver approximately 50 jobs, with construction beginning along Kabra Road in January 2024 (Saunders, 2024).

Early works have begun on the Fitzroy to Gladstone Pipeline project which is aimed at addressing the single source water supply risk imposed by the Awoonga Dam, as well as supporting Gladstone's emerging hydrogen and renewables industry. The Pipeline will have the capacity to transport 30 gigalitres of water per annum from the Fitzroy River to Gladstone and will deliver more than 400 jobs and 25 apprenticeships during the peak of its construction. The Pipeline is anticipated to be operational by 2026 (Gladstone Area Water Board, 2022).

The Rookwood Weir is the most recent major infrastructure project to be completed within the Rockhampton region, as well as being the largest weir to be built in Australia since World War II. Completed in late 2023, the weir created 350 jobs throughout the construction process and will continue to create jobs throughout its operation. The weir allows for 86,000 megalitres of water to be available for agriculture, urban and industrial use thus boosting the economic growth across Central Queensland, having already injected \$270 million into the regional economy over its construction, (Dick & Butcher, 2023).

These projects will create significant employment stimulus during the construction period. Once fully constructed, the impacts of each project are anticipated to be as follows:

- + **Rockhampton Ring Road:** It is intended the Rockhampton Ring Road Development will enhance the appeal of Gracemere and Parkhurst and facilitate the take-up of industrial land within these locations. It is also intended this activity has the potential to increase take-up rates of residential development in Gracemere, due to the proximity to employment opportunity. It is suggested a review of remaining industrial land supply and potential opportunities for this land with infrastructure upgrades is explored in more detail to ensure remaining capacity appropriately meets the need of prospective users;
- + **Water Supply Pipelines:** The water supply pipelines are intended to provide water security to both Mount Morgan residents and support industrial development within Gladstone, which falls outside the Rockhampton Regional Council boundary. These projects are not anticipated to have significant impacts on employment opportunities or population growth within Rockhampton Regional Council during the operational phase; and
- + **Rookwood Weir:** The Rookwood Weir is anticipated to assist in facilitating residential and industrial land take-up in Rockhampton through provision of a secure water supply, potentially bringing forward population and employment growth in locations such as Gracemere.

4 Appendices

4.1 Appendix A Boundary Concordance

Table 4-1 Concordance of LGIP Reporting Areas to 2021 SA2 and SA1 Boundaries

LGIP Planning Boundary	Relevant SA2	Relevant SA1	
Rockhampton City	Rockhampton City	<ul style="list-style-type: none"> 30803121705 30803121704 30803121706 	<ul style="list-style-type: none"> 30803121708 30803121707
Depot Hill	Rockhampton City	<ul style="list-style-type: none"> 30803121710 30803121701 	<ul style="list-style-type: none"> 30803121709
Allentown	The Range - Allentown	<ul style="list-style-type: none"> 30803122207 30803122206 30803122221 30803122220 	<ul style="list-style-type: none"> 30803122218 30803122219 30803122222 30803122205
The Range	The Range - Allentown	<ul style="list-style-type: none"> 30803122217 30803122216 30803122204 30803122203 30803122202 30803122201 30803122213 	<ul style="list-style-type: none"> 30803122214 30803122212 30803122215 30803122209 30803122211 30803122210 30803122208
Wandal	Rockhampton - West	<ul style="list-style-type: none"> 30803121616 30803121601 30803121603 30803121604 30803121620 30803121619 	<ul style="list-style-type: none"> 30803121621 30803121618 30803121617 30803121615 30803121602
West Rockhampton	Rockhampton - West	<ul style="list-style-type: none"> 30803121606 30803121605 30803121610 30803121607 30803121611 	<ul style="list-style-type: none"> 30803121614 30803121613 30803121612 30803121608
Berserker	Berserker	<ul style="list-style-type: none"> 30803120517 30803120518 30803120501 30803120519 30803120504 30803120505 30803120507 30803120503 30803120502 	<ul style="list-style-type: none"> 30803120506 30803120508 30803120513 30803120509 30803120510 30803120515 30803120514 30803120512 30803120511
The Common	Berserker	<ul style="list-style-type: none"> 30803120516 	
Park Avenue	Park Avenue	<ul style="list-style-type: none"> 30803121403 30803121402 30803121401 30803121410 30803121413 30803121412 30803121411 	<ul style="list-style-type: none"> 30803121409 30803121408 30803121406 30803121407 30803121405 30803121404
Kawana	Parkhurst - Kawana	<ul style="list-style-type: none"> 30803121502 30803121508 	<ul style="list-style-type: none"> 30803121513 30803121512

LGIP Planning Boundary	Relevant SA2	Relevant SA1	
		<ul style="list-style-type: none"> 30803121507 30803121509 30803121510 30803121511 	<ul style="list-style-type: none"> 30803121514 30803121515 30803121516 30803121517
Parkhurst	Parkhurst - Kawana	<ul style="list-style-type: none"> 30803121504 30803121501 30803121505 	<ul style="list-style-type: none"> 30803121506 30803121503
Norman Gardens	Norman Gardens	<ul style="list-style-type: none"> 30803121323 30803121324 30803121321 30803121320 30803121306 30803121304 30803121305 30803121303 30803121302 30803121311 30803121309 	<ul style="list-style-type: none"> 30803121310 30803121312 30803121316 30803121315 30803121314 30803121313 30803121319 30803121322 30803121301 30803121318
Frenchville	Frenchville - Mount Archer	<ul style="list-style-type: none"> 30803120809 30803120824 30803120823 30803120821 30803120812 30803120820 30803120825 30803120819 30803120811 30803120810 30803120818 30803120814 	<ul style="list-style-type: none"> 30803120816 30803120817 30803120803 30803120804 30803120802 30803120806 30803120805 30803120813 30803120801 30803120807 30803120822 30803120808
Koongal	Lakes Creek	<ul style="list-style-type: none"> 30803121111 30803121104 30803121101 30803121103 30803121102 30803121107 	<ul style="list-style-type: none"> 30803121108 30803121109 30803121105 30803121106 30803121110 30803121101
Lakes Creek	Lakes Creek	<ul style="list-style-type: none"> 30803121113 	<ul style="list-style-type: none"> 30803121112
Gracemere North	Gracemere	<ul style="list-style-type: none"> 30803121015 30803121018 30803121025 30803121021 30803121024 	<ul style="list-style-type: none"> 30803121012 30803121011 30803121002 30803121013 30803121008
Gracemere South	Gracemere	<ul style="list-style-type: none"> 30803121001 30803121003 30803121007 30803121006 30803121005 30803121004 	<ul style="list-style-type: none"> 30803121023 30803121020 30803121022 30803121017 30803121016 30803121010

LGIP Planning Boundary	Relevant SA2	Relevant SA1
		▪ 30803121026
Kabra	Gracemere	▪ 30803121014
Mount Morgan	Mount Morgan	▪ 30803121208 ▪ 30803121204 ▪ 30803121209 ▪ 30803121203 ▪ 30803121210 ▪ 30803121207
Walterhall	Mount Morgan	▪ 30803121202
The Mine	Mount Morgan	▪ 30803121201

4.2 Appendix B Age Profile

Table 4-2 Population by Age – Berserker, Bouldercombe, and Frenchville – Mount Archer, 2011 to 2021

	Berserker				Bouldercombe				Frenchville – Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
0-14 years	21.4%	19.2%	20.0%	-1.4%	22.0%	21.0%	18.0%	-4.0%	20.4%	20.1%	20.2%	-0.2%
15-24 years	15.3%	15.7%	14.2%	-1.0%	9.8%	8.0%	10.0%	0.2%	15.2%	13.9%	12.0%	-3.2%
25-34 years	14.5%	15.1%	15.3%	0.7%	9.1%	9.0%	7.7%	-1.5%	12.9%	13.5%	13.9%	1.1%
35-44 years	12.5%	11.9%	12.4%	-0.2%	13.1%	13.2%	12.1%	-0.9%	12.7%	11.8%	13.2%	0.5%
45-54 years	12.5%	12.7%	11.7%	-0.9%	16.6%	16.5%	13.8%	-2.7%	13.7%	13.4%	11.9%	-1.8%
55-64 years	9.2%	9.9%	11.4%	2.2%	15.0%	16.9%	17.9%	2.9%	11.7%	12.1%	11.8%	0.1%
65+ years	14.5%	15.5%	15.1%	0.6%	14.3%	15.5%	20.4%	6.1%	13.3%	15.2%	17.0%	3.6%
Working Age Population	64.1%	65.3%	65.0%	0.9%	63.7%	63.5%	61.6%	-2.1%	66.2%	64.6%	62.8%	-3.4%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-3 Population by Age – Gracemere, Lake Creek, Mount Morgan, 2011 to 2021

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
0-14 years	25.5%	26.8%	26.0%	0.5%	23.0%	22.8%	20.4%	-2.6%	19.6%	15.1%	13.8%	-5.8%
15-24 years	14.1%	13.7%	12.9%	-1.2%	14.5%	13.6%	13.0%	-1.5%	9.0%	9.6%	9.1%	0.2%
25-34 years	16.9%	17.2%	14.3%	-2.5%	15.6%	14.6%	15.5%	-0.1%	8.7%	8.5%	7.4%	-1.3%
35-44 years	13.3%	12.2%	14.3%	1.0%	13.2%	13.4%	13.3%	0.0%	11.3%	9.8%	8.7%	-2.6%
45-54 years	12.7%	11.2%	10.5%	-2.2%	12.4%	12.5%	11.7%	-0.7%	14.9%	14.3%	13.1%	-1.8%
55-64 years	8.9%	10.1%	10.3%	1.4%	10.2%	10.3%	12.0%	1.8%	16.0%	17.6%	19.2%	3.3%
65+ years	8.6%	8.9%	11.7%	3.1%	11.1%	12.8%	14.2%	3.1%	20.6%	25.1%	28.5%	8.0%
Working Age Population	65.9%	64.3%	62.3%	-3.5%	65.8%	64.4%	65.4%	-0.4%	59.8%	59.7%	57.6%	-2.2%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-4 Population by Age – Norman Gardens, Park Avenue, Parkhurst - Kawana, 2011 to 2021

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
0-14 years	21.8%	21.3%	20.4%	-1.4%	19.4%	19.0%	19.9%	0.4%	22.6%	22.6%	21.9%	-0.7%
15-24 years	14.9%	13.7%	12.6%	-2.3%	14.3%	13.4%	12.8%	-1.5%	14.9%	13.2%	12.9%	-2.1%
25-34 years	14.1%	14.4%	13.5%	-0.6%	14.4%	14.9%	14.9%	0.6%	14.6%	14.4%	14.3%	-0.3%
35-44 years	13.8%	13.4%	13.9%	0.0%	11.6%	11.5%	11.7%	0.1%	13.2%	12.4%	14.2%	1.0%
45-54 years	13.9%	12.7%	12.0%	-1.9%	11.7%	12.3%	10.9%	-0.8%	13.0%	12.7%	11.0%	-2.0%
55-64 years	10.4%	11.5%	11.6%	1.2%	11.3%	10.5%	10.5%	-0.8%	10.5%	11.3%	10.7%	0.2%
65+ years	11.1%	13.0%	16.0%	4.9%	17.3%	18.4%	19.3%	2.0%	11.2%	13.4%	15.0%	3.8%
Working Age Population	67.1%	65.7%	63.6%	-3.5%	63.3%	62.6%	60.9%	-2.4%	66.2%	64.0%	63.1%	-3.1%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-5 Population by Age – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range - Allenstown, 2011 to 2021

	Rockhampton – West				Rockhampton City				Rockhampton Surrounds – West				The Range - Allenstown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
0-14 years	19.3%	17.9%	17.3%	-2.0%	17.4%	13.8%	15.1%	-2.3%	20.1%	18.6%	18.3%	-1.7%	20.3%	19.6%	18.7%	-1.6%
15-24 years	14.7%	13.4%	12.9%	-1.8%	16.0%	13.3%	13.3%	-2.7%	12.4%	12.7%	10.8%	-1.6%	16.0%	16.4%	15.9%	-0.1%
25-34 years	12.0%	13.7%	14.4%	2.4%	13.4%	13.9%	14.2%	0.8%	10.0%	10.3%	10.9%	0.9%	11.3%	11.4%	11.9%	0.7%
35-44 years	12.5%	11.3%	10.8%	-1.7%	12.0%	11.5%	11.8%	-0.2%	13.8%	12.0%	12.5%	-1.3%	11.7%	10.4%	10.7%	-1.0%
45-54 years	13.2%	13.3%	12.5%	-0.7%	14.0%	14.9%	13.1%	-0.9%	16.5%	16.3%	13.3%	-3.2%	13.6%	13.1%	12.6%	-1.0%
55-64 years	10.7%	12.0%	11.9%	1.2%	11.7%	14.5%	15.0%	3.3%	15.6%	14.5%	16.1%	0.5%	9.7%	10.9%	11.8%	2.1%
65+ years	17.7%	18.4%	20.1%	2.5%	15.5%	18.1%	17.6%	2.0%	11.7%	15.5%	18.1%	6.4%	17.3%	18.1%	18.3%	1.0%
Working Age Population	63.1%	63.7%	62.6%	-0.5%	67.1%	68.1%	67.3%	0.2%	68.2%	65.9%	63.6%	-4.7%	62.3%	62.4%	63.0%	0.6%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

4.3 Appendix C Dwellings by Type

Table 4-6 Dwellings by Type – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021

	Berserker				Bouldercombe				Frenchville - Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
Dwelling House	2,653	2,644	2,660	7	746	769	784	38	3,287	3,340	3,365	78
Dual Occupancy	51	490	527	476	0	0	0	0	50	117	125	75
Multiple Dwelling	540	200	176	-364	0	0	0	0	424	353	364	-60
Other Dwelling	93	103	67	-26	31	40	38	7	0	0	4	4
Total	3,337	3,437	3,430	93	777	809	822	45	3,761	3,810	3,858	97
% of Dwellings												
Dwelling House	79.5%	76.9%	77.6%	-2.0%	96.0%	95.1%	95.4%	-0.6%	87.4%	87.7%	87.2%	-0.2%
Dual Occupancy	1.5%	14.3%	15.4%	13.8%	0.0%	0.0%	0.0%	0.0%	1.3%	3.1%	3.2%	1.9%
Multiple Dwelling	16.2%	5.8%	5.1%	-11.1%	0.0%	0.0%	0.0%	0.0%	11.3%	9.3%	9.4%	-1.8%
Other Dwelling	2.8%	3.0%	2.0%	-0.8%	4.0%	4.9%	4.6%	0.6%	0.0%	0.0%	0.1%	0.1%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-7 Dwellings by Type – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
Dwelling House	3,207	4,334	4,524	1,317	1,790	1,802	1,823	33	1,434	1,438	1,613	179
Dual Occupancy	31	117	87	56	3	131	133	130	11	9	19	8
Multiple Dwelling	83	50	91	8	211	109	123	-88	40	39	18	-22
Other Dwelling	112	124	78	-34	0	0	0	0	33	78	24	-9
Total	3,433	4,625	4,780	1,347	2,004	2,042	2,079	75	1,518	1,564	1,674	156
% of Dwellings												
Dwelling House	93.4%	93.7%	94.6%	1.2%	89.3%	88.2%	87.7%	-1.6%	94.5%	91.9%	96.4%	1.9%
Dual Occupancy	0.9%	2.5%	1.8%	0.9%	0.1%	6.4%	6.4%	6.2%	0.7%	0.6%	1.1%	0.4%

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Multiple Dwelling	2.4%	1.1%	1.9%	-0.5%	10.5%	5.3%	5.9%	-4.6%	2.6%	2.5%	1.1%	-1.6%
Other Dwelling	3.3%	2.7%	1.6%	-1.6%	0.0%	0.0%	0.0%	0.0%	2.2%	5.0%	1.4%	-0.7%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-8 Dwellings by Type – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
Dwelling House	2,931	3,417	3,639	708	1,992	1,967	2,027	35	2,066	2,246	2,580	514
Dual Occupancy	232	440	475	243	151	329	256	105	74	332	262	188
Multiple Dwelling	232	117	98	-134	184	40	75	-109	223	54	36	-187
Other Dwelling	90	91	9	-81	5	12	12	7	110	157	48	-62
Total	3,485	4,065	4,221	736	2,332	2,348	2,370	38	2,473	2,789	2,926	453
% of Dwellings												
Dwelling House	84.1%	84.1%	86.2%	2.1%	85.4%	83.8%	85.5%	0.1%	83.5%	80.5%	88.2%	4.6%
Dual Occupancy	6.7%	10.8%	11.3%	4.6%	6.5%	14.0%	10.8%	4.3%	3.0%	11.9%	9.0%	6.0%
Multiple Dwelling	6.7%	2.9%	2.3%	-4.3%	7.9%	1.7%	3.2%	-4.7%	9.0%	1.9%	1.2%	-7.8%
Other Dwelling	2.6%	2.2%	0.2%	-2.4%	0.2%	0.5%	0.5%	0.3%	4.4%	5.6%	1.6%	-2.8%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-9 Dwellings by Type – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range - Allenstown, 2011 to 2021

	Rockhampton – West				Rockhampton City				Rockhampton Surrounds - West				The Range - Allenstown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings																
Dwelling House	2,397	2,383	2,460	63	1,336	1,229	1,253	-83	1,104	1,151	1,222	118	2,741	2,755	2,760	19
Dual Occupancy	110	206	179	69	21	94	119	98	13	0	3	-10	264	311	355	91
Multiple Dwelling	97	107	174	77	285	308	362	77	0	3	0	0	438	444	413	-25
Other Dwelling	3	3	3	0	53	58	27	-26	39	37	28	-11	143	106	69	-74
Total	2,607	2,699	2,816	209	1,695	1,689	1,761	66	1,156	1,191	1,253	97	3,586	3,616	3,597	11
% of Dwellings																
Dwelling House	91.9%	88.3%	87.4%	-4.6%	78.8%	72.8%	71.2%	-7.7%	95.5%	96.6%	97.5%	2.0%	76.4%	76.2%	76.7%	0.3%
Dual Occupancy	4.2%	7.6%	6.4%	2.1%	1.2%	5.6%	6.8%	5.5%	1.1%	0.0%	0.2%	-0.9%	7.4%	8.6%	9.9%	2.5%
Multiple Dwelling	3.7%	4.0%	6.2%	2.5%	16.8%	18.2%	20.6%	3.7%	0.0%	0.3%	0.0%	0.0%	12.2%	12.3%	11.5%	-0.7%
Other Dwelling	0.1%	0.1%	0.1%	0.0%	3.1%	3.4%	1.5%	-1.6%	3.4%	3.1%	2.2%	-1.1%	4.0%	2.9%	1.9%	-2.1%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

4.4 Appendix D Dwellings by Number of Bedrooms

Table 4-10 Dwellings by Number of Bedrooms – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021

	Berserker				Bouldercombe				Frenchville - Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
0-1 bedrooms	224	206	205	-19	35	40	47	12	112	92	99	-13
2 bedrooms	834	799	809	-25	103	103	108	5	379	347	382	3
3 bedrooms	1,270	1,274	1,321	51	300	318	297	-3	1,645	1,631	1,636	-9
4 or more bedrooms	377	369	302	-75	200	196	156	-44	1,158	1,178	1,039	-119
Total	2,705	2,648	2,637	-68	638	657	608	-30	3,294	3,248	3,156	-138
% of Dwellings												
0-1 bedrooms	8.3%	7.8%	7.8%	-0.5%	5.5%	6.1%	7.7%	2.2%	3.4%	2.8%	3.1%	-0.3%
2 bedrooms	30.8%	30.2%	30.7%	-0.2%	16.1%	15.7%	17.8%	1.6%	11.5%	10.7%	12.1%	0.6%
3 bedrooms	47.0%	48.1%	50.1%	3.1%	47.0%	48.4%	48.8%	1.8%	49.9%	50.2%	51.8%	1.9%
4 or more bedrooms	13.9%	13.9%	11.5%	-2.5%	31.3%	29.8%	25.7%	-5.7%	35.2%	36.3%	32.9%	-2.2%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-11 Dwellings by Number of Bedrooms – Gracemere, Lakes Creek, Mount Morgan, 2011 to 2021

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
0-1 bedrooms	117	131	124	7	46	46	39	-7	114	150	113	-1
2 bedrooms	150	154	158	8	313	310	333	20	383	378	370	-13
3 bedrooms	1,219	1,351	1,417	198	978	968	987	9	459	477	473	14
4 or more bedrooms	1,406	2,137	2,231	825	366	374	342	-24	211	207	149	-62
Total	2,892	3,773	3,930	1,038	1,703	1,698	1,701	-2	1,167	1,212	1,105	-62
% of Dwellings												
0-1 bedrooms	4.0%	3.5%	3.2%	-0.9%	2.7%	2.7%	2.3%	-0.4%	9.8%	12.4%	10.2%	0.5%
2 bedrooms	5.2%	4.1%	4.0%	-1.2%	18.4%	18.3%	19.6%	1.2%	32.8%	31.2%	33.5%	0.7%

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
3 bedrooms	42.2%	35.8%	36.1%	-6.1%	57.4%	57.0%	58.0%	0.6%	39.3%	39.4%	42.8%	3.5%
4 or more bedrooms	48.6%	56.6%	56.8%	8.2%	21.5%	22.0%	20.1%	-1.4%	18.1%	17.1%	13.5%	-4.6%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-12 Dwellings by Number of Bedrooms – Norman Gardens, Park Avenue, Parkhurst - Kawana, 2011 to 2021

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings												
0-1 bedrooms	71	63	48	-23	85	72	87	2	100	79	75	-25
2 bedrooms	333	390	401	68	476	450	471	-5	268	272	274	6
3 bedrooms	1,356	1,365	1,424	68	1,105	1,038	1,076	-29	1,178	1,126	1,167	-11
4 or more bedrooms	1,301	1,678	1,662	361	345	365	298	-47	621	837	908	287
Total	3,061	3,496	3,535	474	2,011	1,925	1,932	-79	2,167	2,314	2,424	257
% of Dwellings												
0-1 bedrooms	2.3%	1.8%	1.4%	-1.0%	4.2%	3.7%	4.5%	0.3%	4.6%	3.4%	3.1%	-1.5%
2 bedrooms	10.9%	11.2%	11.3%	0.5%	23.7%	23.4%	24.4%	0.7%	12.4%	11.8%	11.3%	-1.1%
3 bedrooms	44.3%	39.0%	40.3%	-4.0%	54.9%	53.9%	55.7%	0.7%	54.4%	48.7%	48.1%	-6.2%
4 or more bedrooms	42.5%	48.0%	47.0%	4.5%	17.2%	19.0%	15.4%	-1.7%	28.7%	36.2%	37.5%	8.8%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-13 Dwellings by Number of Bedrooms – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range – Allenstown,, 2011 to 2021

	Rockhampton – West				Rockhampton City				Rockhampton Surrounds – West				The Range - Allenstown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No. of Dwellings																
0-1 bedrooms	133	57	133	0	113	104	111	-2	52	63	63	11	206	173	179	-27
2 bedrooms	550	527	545	-5	492	442	480	-12	131	151	157	26	826	712	726	-100
3 bedrooms	1,147	1,155	1,150	3	543	510	553	10	397	401	358	-39	1,152	1,106	1,131	-21
4 or more bedrooms	467	469	432	-35	175	168	126	-49	315	358	286	-29	760	796	645	-115
Total	2,297	2,208	2,260	-37	1,323	1,224	1,270	-53	895	973	864	-31	2,944	2,787	2,681	-263
% of Dwellings																
0-1 bedrooms	5.8%	2.6%	5.9%	0.1%	8.5%	8.5%	8.7%	0.2%	5.8%	6.5%	7.3%	1.5%	7.0%	6.2%	6.7%	-0.3%
2 bedrooms	23.9%	23.9%	24.1%	0.2%	37.2%	36.1%	37.8%	0.6%	14.6%	15.5%	18.2%	3.5%	28.1%	25.5%	27.1%	-1.0%
3 bedrooms	49.9%	52.3%	50.9%	1.0%	41.0%	41.7%	43.5%	2.5%	44.4%	41.2%	41.4%	-2.9%	39.1%	39.7%	42.2%	3.1%
4 or more bedrooms	20.3%	21.2%	19.1%	-1.2%	13.2%	13.7%	9.9%	-3.3%	35.2%	36.8%	33.1%	-2.1%	25.8%	28.6%	24.1%	-1.8%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

4.5 Appendix E Workforce Characteristics

Table 4-14 Workforce Characteristics – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021

	Berserker				Bouldercombe				Frenchville - Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Full-time employment (% labour force)	61.3%	54.6%	56.2%	-5.1%	62.0%	60.6%	58.7%	-3.3%	63.6%	58.8%	61.4%	-2.2%
Part-time employment (% labour force)	24.3%	28.3%	29.3%	5.0%	25.2%	27.4%	29.1%	3.9%	26.6%	28.9%	28.0%	1.4%
Total employment (% labour force)	92.0%	87.9%	92.2%	0.2%	94.5%	92.8%	96.7%	2.2%	95.9%	92.6%	95.5%	-0.4%
Unemployment rate (% labour force)	8.0%	12.1%	7.8%	-0.2%	5.5%	7.2%	3.3%	-2.2%	4.1%	7.4%	4.5%	0.4%
Participation rate (% of working pop.)	56.8%	56.5%	57.1%	0.3%	61.6%	58.5%	52.9%	-8.7%	66.5%	64.3%	64.5%	-2.0%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-15 Workforce Characteristics – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Full-time employment (% labour force)	63.7%	57.9%	57.3%	-6.4%	63.5%	57.4%	58.0%	-5.5%	54.6%	47.0%	46.9%	-7.8%
Part-time employment (% labour force)	24.7%	26.5%	29.2%	4.6%	24.8%	28.3%	29.5%	4.6%	24.1%	26.9%	28.7%	4.6%
Total employment (% labour force)	95.5%	90.1%	93.8%	-1.7%	94.6%	89.6%	93.5%	-1.1%	88.0%	81.5%	85.1%	-2.9%
Unemployment rate (% labour force)	4.5%	9.9%	6.2%	1.7%	5.4%	10.4%	6.5%	1.1%	12.0%	18.5%	14.9%	2.9%
Participation rate (% of working pop.)	67.3%	65.1%	64.3%	-2.9%	64.2%	61.6%	61.5%	-2.7%	38.8%	38.3%	35.0%	-3.8%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-16 Workforce Characteristics – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Full-time employment (% labour force)	64.7%	60.1%	60.1%	-4.5%	61.9%	56.7%	57.2%	-4.7%	62.9%	59.4%	59.8%	-3.2%
Part-time employment (% labour force)	25.7%	28.5%	29.8%	4.1%	26.5%	27.3%	29.9%	3.4%	25.1%	28.4%	28.9%	3.8%
Total employment (% labour force)	96.1%	93.0%	96.0%	-0.1%	94.0%	89.8%	93.5%	-0.5%	94.6%	91.8%	95.0%	0.5%
Unemployment rate (% labour force)	3.9%	7.0%	4.0%	0.1%	6.0%	10.2%	6.5%	0.5%	5.4%	8.2%	5.0%	-0.5%
Participation rate (% of working pop.)	66.5%	64.0%	63.5%	-3.0%	58.9%	57.7%	57.3%	-1.6%	63.4%	61.2%	62.8%	-0.6%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-17 Workforce Characteristics – Rockhampton – West, Rockhampton City, Rockhampton Surrounds – West and The Range – Allenstown, 2011 to 2021

	Rockhampton – West				Rockhampton City				Rockhampton Surrounds – West				The Range - Allenstown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Full-time employment (% labour force)	62.5%	57.5%	59.5%	-3.0%	60.7%	50.8%	53.2%	-7.6%	65.5%	61.4%	63.1%	-2.5%	62.3%	58.4%	58.3%	-4.0%
Part-time employment (% labour force)	25.0%	28.5%	28.8%	3.8%	24.7%	28.6%	28.5%	3.9%	25.8%	25.0%	26.6%	0.8%	26.6%	27.9%	30.4%	3.8%
Total employment (% labour force)	95.6%	91.8%	95.3%	-0.3%	90.4%	84.5%	88.0%	-2.3%	97.9%	93.8%	98.1%	0.2%	94.9%	91.5%	94.8%	0.0%
Unemployment rate (% labour force)	4.4%	8.2%	4.7%	0.3%	9.6%	15.5%	12.0%	2.3%	2.1%	6.2%	1.9%	-0.2%	5.1%	8.5%	5.2%	0.0%
Participation rate (% of working pop.)	59.7%	58.8%	60.4%	0.6%	52.8%	50.6%	52.0%	-0.8%	68.3%	65.9%	61.4%	-6.9%	57.7%	56.5%	59.7%	2.0%

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

4.6 Appendix F Working Population by Industry

Table 4-18 Working Population by Industry – Berserker, Bouldercombe and Frenchville – Mount Archer, 2011 to 2021

	Berserker				Bouldercombe				Frenchville - Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No.												
Agriculture, Forestry and Fishing	0	4	5	5	70	68	76	6	5	3	0	-5
Mining	5	0	9	4	40	29	26	-14	4	3	3	-1
Manufacturing	123	139	52	-71	79	76	83	4	29	21	33	4
Electricity, Gas, Water and Waste Services	3	5	9	6	0	0	5	5	5	3	7	2
Construction	134	140	126	-8	44	68	79	35	70	107	77	7
Wholesale Trade	53	60	62	9	6	6	13	7	13	5	5	-8
Retail Trade	591	648	734	143	21	16	29	8	80	97	88	8
Accommodation and Food Services	282	345	432	150	6	7	7	1	45	49	63	18
Transport, Postal and Warehousing	133	129	128	-5	55	54	32	-23	15	36	22	7
Information Media and Telecommunications	40	8	24	-16	7	0	0	-7	5	3	8	3
Financial and Insurance Services	93	64	83	-10	0	0	0	0	10	5	8	-2
Rental, Hiring and Real Estate Services	75	54	78	3	3	7	0	-3	9	10	7	-2
Professional, Scientific and Technical Services	206	232	242	36	0	5	0	0	53	62	64	11
Administrative and Support Services	108	151	141	33	4	8	17	13	15	33	26	11
Public Administration and Safety	127	164	156	29	14	9	9	-5	54	45	50	-4
Education and Training	156	306	276	120	32	33	37	5	278	280	342	64
Health Care and Social Assistance	280	479	611	331	0	7	10	10	139	176	164	25
Arts and Recreation Services	56	80	92	36	0	0	0	0	14	17	21	7
Other Services	224	239	252	28	12	4	11	-1	43	55	48	5
Total	2,689	3,247	3,512	823	393	397	434	41	886	1,010	1,036	150
% of Employment												
Agriculture, Forestry and Fishing	0.0%	0.1%	0.1%	0.1%	17.8%	17.1%	17.5%	-0.3%	0.6%	0.3%	0.0%	-0.6%
Mining	0.2%	0.0%	0.3%	0.1%	10.2%	7.3%	6.0%	-4.2%	0.5%	0.3%	0.3%	-0.2%

	Berserker				Bouldercombe				Frenchville - Mount Archer			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Manufacturing	4.6%	4.3%	1.5%	-3.1%	20.1%	19.1%	19.1%	-1.0%	3.3%	2.1%	3.2%	-0.1%
Electricity, Gas, Water and Waste Services	0.1%	0.2%	0.3%	0.1%	0.0%	0.0%	1.2%	1.2%	0.6%	0.3%	0.7%	0.1%
Construction	5.0%	4.3%	3.6%	-1.4%	11.2%	17.1%	18.2%	7.0%	7.9%	10.6%	7.4%	-0.5%
Wholesale Trade	2.0%	1.8%	1.8%	-0.2%	1.5%	1.5%	3.0%	1.5%	1.5%	0.5%	0.5%	-1.0%
Retail Trade	22.0%	20.0%	20.9%	-1.1%	5.3%	4.0%	6.7%	1.3%	9.0%	9.6%	8.5%	-0.5%
Accommodation and Food Services	10.5%	10.6%	12.3%	1.8%	1.5%	1.8%	1.6%	0.1%	5.1%	4.9%	6.1%	1.0%
Transport, Postal and Warehousing	4.9%	4.0%	3.6%	-1.3%	14.0%	13.6%	7.4%	-6.6%	1.7%	3.6%	2.1%	0.4%
Information Media and Telecommunications	1.5%	0.2%	0.7%	-0.8%	1.8%	0.0%	0.0%	-1.8%	0.6%	0.3%	0.8%	0.2%
Financial and Insurance Services	3.5%	2.0%	2.4%	-1.1%	0.0%	0.0%	0.0%	0.0%	1.1%	0.5%	0.8%	-0.4%
Rental, Hiring and Real Estate Services	2.8%	1.7%	2.2%	-0.6%	0.8%	1.8%	0.0%	-0.8%	1.0%	1.0%	0.7%	-0.3%
Professional, Scientific and Technical Services	7.7%	7.1%	6.9%	-0.8%	0.0%	1.3%	0.0%	0.0%	6.0%	6.1%	6.2%	0.2%
Administrative and Support Services	4.0%	4.7%	4.0%	0.0%	1.0%	2.0%	3.9%	2.9%	1.7%	3.3%	2.5%	0.8%
Public Administration and Safety	4.7%	5.1%	4.4%	-0.3%	3.6%	2.3%	2.1%	-1.5%	6.1%	4.5%	4.8%	-1.3%
Education and Training	5.8%	9.4%	7.9%	2.1%	8.1%	8.3%	8.5%	0.4%	31.4%	27.7%	33.0%	1.6%
Health Care and Social Assistance	10.4%	14.8%	17.4%	7.0%	0.0%	1.8%	2.3%	2.3%	15.7%	17.4%	15.8%	0.1%
Arts and Recreation Services	2.1%	2.5%	2.6%	0.5%	0.0%	0.0%	0.0%	0.0%	1.6%	1.7%	2.0%	0.4%
Other Services	8.3%	7.4%	7.2%	-1.2%	3.1%	1.0%	2.5%	-0.5%	4.9%	5.4%	4.6%	-0.2%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-19 Working Population by Industry – Gracemere, Lakes Creek and Mount Morgan, 2011 to 2021

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No.												
Agriculture, Forestry and Fishing	54	67	65	11	13	13	5	-8	23	20	22	-1

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Mining	14	28	40	26	0	0	6	6	21	9	16	-5
Manufacturing	65	62	76	11	433	507	540	107	9	3	0	-9
Electricity, Gas, Water and Waste Services	26	27	21	-5	13	15	4	-9	0	8	6	6
Construction	164	197	313	149	58	72	95	37	24	14	12	-12
Wholesale Trade	39	58	52	13	10	36	3	-7	0	0	0	0
Retail Trade	85	219	330	245	40	63	32	-8	43	52	32	-11
Accommodation and Food Services	49	160	187	138	25	33	5	-20	17	26	25	8
Transport, Postal and Warehousing	284	423	584	300	12	34	21	9	11	14	9	-2
Information Media and Telecommunications	3	4	5	2	3	0	0	-3	0	3	0	0
Financial and Insurance Services	4	10	7	3	0	3	0	0	0	9	0	0
Rental, Hiring and Real Estate Services	48	50	30	-18	0	9	0	0	0	15	5	5
Professional, Scientific and Technical Services	26	25	35	9	30	21	12	-18	9	3	3	-6
Administrative and Support Services	17	49	52	35	32	36	26	-6	3	14	3	0
Public Administration and Safety	95	83	80	-15	13	24	14	1	25	39	33	8
Education and Training	137	185	183	46	96	160	99	3	73	82	70	-3
Health Care and Social Assistance	161	179	257	96	40	65	92	52	96	121	101	5
Arts and Recreation Services	12	21	15	3	4	7	0	-4	3	0	4	1
Other Services	63	106	118	55	32	45	33	1	11	10	8	-3
Total	1,346	1,953	2,450	1,104	854	1,143	987	133	368	442	349	-19
% of Employment												
Agriculture, Forestry and Fishing	4.0%	3.4%	2.7%	-1.4%	1.5%	1.1%	0.5%	-1.0%	6.3%	4.5%	6.3%	0.1%
Mining	1.0%	1.4%	1.6%	0.6%	0.0%	0.0%	0.6%	0.6%	5.7%	2.0%	4.6%	-1.1%
Manufacturing	4.8%	3.2%	3.1%	-1.7%	50.7%	44.4%	54.7%	4.0%	2.4%	0.7%	0.0%	-2.4%
Electricity, Gas, Water and Waste Services	1.9%	1.4%	0.9%	-1.1%	1.5%	1.3%	0.4%	-1.1%	0.0%	1.8%	1.7%	1.7%

	Gracemere				Lakes Creek				Mount Morgan			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Construction	12.2%	10.1%	12.8%	0.6%	6.8%	6.3%	9.6%	2.8%	6.5%	3.2%	3.4%	-3.1%
Wholesale Trade	2.9%	3.0%	2.1%	-0.8%	1.2%	3.1%	0.3%	-0.9%	0.0%	0.0%	0.0%	0.0%
Retail Trade	6.3%	11.2%	13.5%	7.2%	4.7%	5.5%	3.2%	-1.4%	11.7%	11.8%	9.2%	-2.5%
Accommodation and Food Services	3.6%	8.2%	7.6%	4.0%	2.9%	2.9%	0.5%	-2.4%	4.6%	5.9%	7.2%	2.5%
Transport, Postal and Warehousing	21.1%	21.7%	23.8%	2.7%	1.4%	3.0%	2.1%	0.7%	3.0%	3.2%	2.6%	-0.4%
Information Media and Telecommunications	0.2%	0.2%	0.2%	0.0%	0.4%	0.0%	0.0%	-0.4%	0.0%	0.7%	0.0%	0.0%
Financial and Insurance Services	0.3%	0.5%	0.3%	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	2.0%	0.0%	0.0%
Rental, Hiring and Real Estate Services	3.6%	2.6%	1.2%	-2.3%	0.0%	0.8%	0.0%	0.0%	0.0%	3.4%	1.4%	1.4%
Professional, Scientific and Technical Services	1.9%	1.3%	1.4%	-0.5%	3.5%	1.8%	1.2%	-2.3%	2.4%	0.7%	0.9%	-1.6%
Administrative and Support Services	1.3%	2.5%	2.1%	0.9%	3.7%	3.1%	2.6%	-1.1%	0.8%	3.2%	0.9%	0.0%
Public Administration and Safety	7.1%	4.2%	3.3%	-3.8%	1.5%	2.1%	1.4%	-0.1%	6.8%	8.8%	9.5%	2.7%
Education and Training	10.2%	9.5%	7.5%	-2.7%	11.2%	14.0%	10.0%	-1.2%	19.8%	18.6%	20.1%	0.2%
Health Care and Social Assistance	12.0%	9.2%	10.5%	-1.5%	4.7%	5.7%	9.3%	4.6%	26.1%	27.4%	28.9%	2.9%
Arts and Recreation Services	0.9%	1.1%	0.6%	-0.3%	0.5%	0.6%	0.0%	-0.5%	0.8%	0.0%	1.1%	0.3%
Other Services	4.7%	5.4%	4.8%	0.1%	3.7%	3.9%	3.3%	-0.4%	3.0%	2.3%	2.3%	-0.7%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-20 Working Population by Industry – Norman Gardens, Park Avenue and Parkhurst - Kawana, 2011 to 2021

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No.												
Agriculture, Forestry and Fishing	4	13	16	12	3	19	5	2	13	23	26	13
Mining	8	4	5	-3	5	25	44	39	139	314	241	102
Manufacturing	22	39	17	-5	150	131	131	-19	1,186	691	783	-403

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Electricity, Gas, Water and Waste Services	5	7	0	-5	245	519	482	237	338	223	189	-149
Construction	63	108	94	31	235	244	230	-5	526	613	732	206
Wholesale Trade	16	12	19	3	100	118	135	35	336	315	363	27
Retail Trade	171	386	476	305	664	585	861	197	891	825	503	-388
Accommodation and Food Services	93	219	237	144	287	262	326	39	244	242	157	-87
Transport, Postal and Warehousing	43	64	63	20	133	114	98	-35	384	312	444	60
Information Media and Telecommunications	6	9	5	-1	32	29	21	-11	42	53	22	-20
Financial and Insurance Services	11	12	17	6	51	42	49	-2	67	70	20	-47
Rental, Hiring and Real Estate Services	14	20	38	24	46	26	35	-11	96	70	45	-51
Professional, Scientific and Technical Services	45	50	35	-10	45	57	37	-8	102	96	112	10
Administrative and Support Services	33	56	51	18	35	75	62	27	112	101	148	36
Public Administration and Safety	25	43	31	6	320	279	409	89	212	226	241	29
Education and Training	909	580	954	45	139	269	245	106	387	564	552	165
Health Care and Social Assistance	203	272	389	186	171	197	205	34	355	349	439	84
Arts and Recreation Services	12	20	11	-1	8	15	17	9	46	47	33	-13
Other Services	41	59	66	25	118	137	184	66	295	374	410	115
Total	1,724	1,973	2,524	800	2,787	3,143	3,576	789	5,771	5,508	5,460	-311
% of Employment												
Agriculture, Forestry and Fishing	0.2%	0.7%	0.6%	0.4%	0.1%	0.6%	0.1%	0.0%	0.2%	0.4%	0.5%	0.3%
Mining	0.5%	0.2%	0.2%	-0.3%	0.2%	0.8%	1.2%	1.1%	2.4%	5.7%	4.4%	2.0%
Manufacturing	1.3%	2.0%	0.7%	-0.6%	5.4%	4.2%	3.7%	-1.7%	20.6%	12.5%	14.3%	-6.2%
Electricity, Gas, Water and Waste Services	0.3%	0.4%	0.0%	-0.3%	8.8%	16.5%	13.5%	4.7%	5.9%	4.0%	3.5%	-2.4%
Construction	3.7%	5.5%	3.7%	0.1%	8.4%	7.8%	6.4%	-2.0%	9.1%	11.1%	13.4%	4.3%
Wholesale Trade	0.9%	0.6%	0.8%	-0.2%	3.6%	3.8%	3.8%	0.2%	5.8%	5.7%	6.6%	0.8%

	Norman Gardens				Park Avenue				Parkhurst - Kawana			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Retail Trade	9.9%	19.6%	18.9%	8.9%	23.8%	18.6%	24.1%	0.3%	15.4%	15.0%	9.2%	-6.2%
Accommodation and Food Services	5.4%	11.1%	9.4%	4.0%	10.3%	8.3%	9.1%	-1.2%	4.2%	4.4%	2.9%	-1.4%
Transport, Postal and Warehousing	2.5%	3.2%	2.5%	0.0%	4.8%	3.6%	2.7%	-2.0%	6.7%	5.7%	8.1%	1.5%
Information Media and Telecommunications	0.3%	0.5%	0.2%	-0.1%	1.1%	0.9%	0.6%	-0.6%	0.7%	1.0%	0.4%	-0.3%
Financial and Insurance Services	0.6%	0.6%	0.7%	0.0%	1.8%	1.3%	1.4%	-0.5%	1.2%	1.3%	0.4%	-0.8%
Rental, Hiring and Real Estate Services	0.8%	1.0%	1.5%	0.7%	1.7%	0.8%	1.0%	-0.7%	1.7%	1.3%	0.8%	-0.8%
Professional, Scientific and Technical Services	2.6%	2.5%	1.4%	-1.2%	1.6%	1.8%	1.0%	-0.6%	1.8%	1.7%	2.1%	0.3%
Administrative and Support Services	1.9%	2.8%	2.0%	0.1%	1.3%	2.4%	1.7%	0.5%	1.9%	1.8%	2.7%	0.8%
Public Administration and Safety	1.5%	2.2%	1.2%	-0.2%	11.5%	8.9%	11.4%	0.0%	3.7%	4.1%	4.4%	0.7%
Education and Training	52.7%	29.4%	37.8%	-14.9%	5.0%	8.6%	6.9%	1.9%	6.7%	10.2%	10.1%	3.4%
Health Care and Social Assistance	11.8%	13.8%	15.4%	3.6%	6.1%	6.3%	5.7%	-0.4%	6.2%	6.3%	8.0%	1.9%
Arts and Recreation Services	0.7%	1.0%	0.4%	-0.3%	0.3%	0.5%	0.5%	0.2%	0.8%	0.9%	0.6%	-0.2%
Other Services	2.4%	3.0%	2.6%	0.2%	4.2%	4.4%	5.1%	0.9%	5.1%	6.8%	7.5%	2.4%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-21 Working Population by Industry – Rockhampton – West and Rockhampton City, 2011 to 2021

	Rockhampton – West				Rockhampton City			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No.								
Agriculture, Forestry and Fishing	11	20	9	-2	36	66	36	0
Mining	0	0	10	10	64	72	48	-16
Manufacturing	28	27	18	-10	324	251	160	-164
Electricity, Gas, Water and Waste Services	12	11	11	-1	289	108	299	10
Construction	63	67	147	84	491	514	524	33
Wholesale Trade	19	10	19	0	667	451	494	-173

	Rockhampton – West				Rockhampton City			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Retail Trade	74	59	81	7	1,000	937	672	-328
Accommodation and Food Services	99	94	72	-27	840	964	941	101
Transport, Postal and Warehousing	141	126	117	-24	995	931	602	-393
Information Media and Telecommunications	6	3	0	-6	150	166	82	-68
Financial and Insurance Services	3	0	6	3	432	357	328	-104
Rental, Hiring and Real Estate Services	31	39	30	-1	169	218	170	1
Professional, Scientific and Technical Services	31	28	29	-2	742	719	755	13
Administrative and Support Services	24	14	43	19	188	236	207	19
Public Administration and Safety	152	85	92	-60	1,447	1,413	1,405	-42
Education and Training	230	284	434	204	485	612	240	-245
Health Care and Social Assistance	162	189	406	244	1,121	1,347	1,615	494
Arts and Recreation Services	19	34	48	29	50	66	57	7
Other Services	49	49	40	-9	525	464	506	-19
Total	1,154	1,139	1,612	458	10,015	9,892	9,141	-874
% of Employment								
Agriculture, Forestry and Fishing	1.0%	1.8%	0.6%	-0.4%	0.4%	0.7%	0.4%	0.0%
Mining	0.0%	0.0%	0.6%	0.6%	0.6%	0.7%	0.5%	-0.1%
Manufacturing	2.4%	2.4%	1.1%	-1.3%	3.2%	2.5%	1.8%	-1.5%
Electricity, Gas, Water and Waste Services	1.0%	1.0%	0.7%	-0.4%	2.9%	1.1%	3.3%	0.4%
Construction	5.5%	5.9%	9.1%	3.7%	4.9%	5.2%	5.7%	0.8%
Wholesale Trade	1.6%	0.9%	1.2%	-0.5%	6.7%	4.6%	5.4%	-1.3%
Retail Trade	6.4%	5.2%	5.0%	-1.4%	10.0%	9.5%	7.4%	-2.6%
Accommodation and Food Services	8.6%	8.3%	4.5%	-4.1%	8.4%	9.7%	10.3%	1.9%
Transport, Postal and Warehousing	12.2%	11.1%	7.3%	-5.0%	9.9%	9.4%	6.6%	-3.3%
Information Media and Telecommunications	0.5%	0.3%	0.0%	-0.5%	1.5%	1.7%	0.9%	-0.6%
Financial and Insurance Services	0.3%	0.0%	0.4%	0.1%	4.3%	3.6%	3.6%	-0.7%
Rental, Hiring and Real Estate Services	2.7%	3.4%	1.9%	-0.8%	1.7%	2.2%	1.9%	0.2%

	Rockhampton – West				Rockhampton City			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Professional, Scientific and Technical Services	2.7%	2.5%	1.8%	-0.9%	7.4%	7.3%	8.3%	0.9%
Administrative and Support Services	2.1%	1.2%	2.7%	0.6%	1.9%	2.4%	2.3%	0.4%
Public Administration and Safety	13.2%	7.5%	5.7%	-7.5%	14.4%	14.3%	15.4%	0.9%
Education and Training	19.9%	24.9%	26.9%	7.0%	4.8%	6.2%	2.6%	-2.2%
Health Care and Social Assistance	14.0%	16.6%	25.2%	11.1%	11.2%	13.6%	17.7%	6.5%
Arts and Recreation Services	1.6%	3.0%	3.0%	1.3%	0.5%	0.7%	0.6%	0.1%
Other Services	4.2%	4.3%	2.5%	-1.8%	5.2%	4.7%	5.5%	0.3%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Table 4-22 Working Population by Industry – Rockhampton Surrounds – West and The Range - Allentown, 2011 to 2021

	Rockhampton Surrounds – West				The Range - Allentown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
No.								
Agriculture, Forestry and Fishing	221	300	278	57	5	21	21	16
Mining	13	34	49	36	13	11	12	-1
Manufacturing	12	11	13	1	86	47	57	-29
Electricity, Gas, Water and Waste Services	193	236	258	65	4	4	9	5
Construction	66	84	127	61	135	111	118	-17
Wholesale Trade	18	7	10	-8	77	67	60	-17
Retail Trade	8	9	11	3	320	354	384	64
Accommodation and Food Services	14	11	22	8	203	221	217	14
Transport, Postal and Warehousing	26	102	115	89	99	47	38	-61
Information Media and Telecommunications	0	0	0	0	13	8	11	-2
Financial and Insurance Services	0	0	5	5	20	9	23	3
Rental, Hiring and Real Estate Services	6	0	5	-1	25	22	25	0
Professional, Scientific and Technical Services	14	20	16	2	78	81	82	4
Administrative and Support Services	22	16	0	-22	49	79	170	121

	Rockhampton Surrounds – West				The Range - Allentown			
	2011	2016	2021	Change, 2011-21	2011	2016	2021	Change, 2011-21
Public Administration and Safety	0	0	5	5	75	130	61	-14
Education and Training	34	38	43	9	535	544	875	340
Health Care and Social Assistance	17	4	12	-5	2,570	2,683	3,415	845
Arts and Recreation Services	7	4	3	-4	24	24	15	-9
Other Services	12	17	26	14	123	134	121	-2
Total	683	893	998	315	4,454	4,597	5,714	1,260
% of Employment								
Agriculture, Forestry and Fishing	32.4%	33.6%	27.9%	-4.5%	0.1%	0.5%	0.4%	0.3%
Mining	1.9%	3.8%	4.9%	3.0%	0.3%	0.2%	0.2%	-0.1%
Manufacturing	1.8%	1.2%	1.3%	-0.5%	1.9%	1.0%	1.0%	-0.9%
Electricity, Gas, Water and Waste Services	28.3%	26.4%	25.9%	-2.4%	0.1%	0.1%	0.2%	0.1%
Construction	9.7%	9.4%	12.7%	3.1%	3.0%	2.4%	2.1%	-1.0%
Wholesale Trade	2.6%	0.8%	1.0%	-1.6%	1.7%	1.5%	1.1%	-0.7%
Retail Trade	1.2%	1.0%	1.1%	-0.1%	7.2%	7.7%	6.7%	-0.5%
Accommodation and Food Services	2.0%	1.2%	2.2%	0.2%	4.6%	4.8%	3.8%	-0.8%
Transport, Postal and Warehousing	3.8%	11.4%	11.5%	7.7%	2.2%	1.0%	0.7%	-1.6%
Information Media and Telecommunications	0.0%	0.0%	0.0%	0.0%	0.3%	0.2%	0.2%	-0.1%
Financial and Insurance Services	0.0%	0.0%	0.5%	0.5%	0.4%	0.2%	0.4%	0.0%
Rental, Hiring and Real Estate Services	0.9%	0.0%	0.5%	-0.4%	0.6%	0.5%	0.4%	-0.1%
Professional, Scientific and Technical Services	2.0%	2.2%	1.6%	-0.4%	1.8%	1.8%	1.4%	-0.3%
Administrative and Support Services	3.2%	1.8%	0.0%	-3.2%	1.1%	1.7%	3.0%	1.9%
Public Administration and Safety	0.0%	0.0%	0.5%	0.5%	1.7%	2.8%	1.1%	-0.6%
Education and Training	5.0%	4.3%	4.3%	-0.7%	12.0%	11.8%	15.3%	3.3%
Health Care and Social Assistance	2.5%	0.4%	1.2%	-1.3%	57.7%	58.4%	59.8%	2.1%
Arts and Recreation Services	1.0%	0.4%	0.3%	-0.7%	0.5%	0.5%	0.3%	-0.3%
Other Services	1.8%	1.9%	2.6%	0.8%	2.8%	2.9%	2.1%	-0.6%
Total	100.0%	100.0%	100.0%	-	100.0%	100.0%	100.0%	-

Source: ABS Census of Population and Housing (2011, 2016 and 2021)

Appendix C: Consultation Findings Report

Rockhampton 10 Year Statutory Review Project

Workshops with Internal Staff and External Stakeholders

Engagement Outcomes Report

19 December 2023

Prepared by:

Mewing Planning Consultants

Morgan Wilson Planning Consultant

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Table of Contents

1	Introduction	1
2	Stakeholder engagement process	2
2.1	Categories of Workshops	2
2.2	Engagement Format	2
2.3	Stakeholder Identification	2
3	Summary of Workshop Outcomes	4
3.1	Workshop 1 – Internal Staff	4
3.2	Workshop 2 – External Stakeholders Workshop	6
4	Conclusion	9

Appendices

Appendix A Workshop Agenda's

1 Introduction

The Rockhampton Regional Council Planning Scheme commenced in 2015. Under Section 25(1) of the *Planning Act 2016*, a local government must review its planning scheme within 10 years after the planning scheme was made, or if the planning scheme has been reviewed, within 10 years after the planning scheme was last reviewed.

To this end, Council has engaged a consultant team to undertake the 10 year review of the planning scheme. The review of the planning scheme encompasses a range of steps including:

- Review of the local government area setting, considering things such as the levels of growth and demand and changing demographic profiles;
- Identifying the delivery of infrastructure and its alignment with planned and observed growth;
- Analysis of the current legislative environment that underpins the overall governance of the planning scheme and regulatory framework;
- Alignment with the latest State Planning Policy;
- Understanding the strategic direction envisaged by the community and the strategic policy and corporate documents of Council; and
- Review of the operation of the planning scheme and its effectiveness in delivering the desired outcomes.

To ensure that the review identifies key issues, as part of the review it is important that those who work within or administer the planning scheme have an opportunity to provide insights into the content and operation of the planning scheme.

On this basis, a critical part of the review process is the undertaking of consultation with key stakeholders who can provide detailed feedback and insight as to those aspects of the scheme that work well, identify implementation and delivery issues, identify opportunities for improvement, and any other aspects that are commonly encountered that reduce the effectiveness of the planning scheme.

2 Stakeholder engagement process

Stakeholder engagement for the project was included in the review methodology, and was envisaged as being undertaken early in the overall review. This would allow the consultant team to gather feedback on key issues that would assist in focusing the review of the more technical aspects on key issues.

2.1 Categories of Workshops

A total of two (2) workshops were convened, grouped into the following categories:

- Workshop 1 – Internal Staff Workshop – focusing on strategic directions and issues with the day-to-day operation, implementation and administration of the planning scheme and its effectiveness in regulating development; and
- Workshop 2 – External Stakeholders Workshop – focusing on the experience of working with the planning scheme and potential issues that arise in undertaking development in the region.

The agenda for each workshop is provided in **Appendix A**.

2.2 Engagement Format

The engagement format was based on a workshop style approach. This was intended to provide for an open and semi-formal engagement exercise within a collegiate atmosphere, encouraging open discussion and dialogue on a wide range of matters.

The workshops were held on the 14th of November 2023. Each workshop ran for approximately 2 hours and included a presentation by the consultant team on the review process, the statutory requirements of the review, identification of potential issues and critical documentation, and the approach and methodology that the review team would be following.

The presentation was followed by facilitated discussion on key issues, seeking identification and detailed feedback from the attendees on key issues that applied to their interactions with the planning scheme.

2.3 Stakeholder Identification

Stakeholders for each workshop were identified collaboratively between the consultant team and Council project officers. In identifying the attendees, the intent was to ensure a broad representation of planning scheme users who would be able to provide insights into various aspects of the planning scheme.

For Workshop 1, a broad range of internal staff were identified. This included town planning staff from the development assessment team, engineering, economic development, infrastructure and compliance teams.

For Workshop 2, a broad range of local industry operators (including developers, engineers, town planners, architects, builders, real estate agents, certifiers) were provided an opportunity to comment on the parts of the scheme that they typically interact with.

Table 2.1 identifies the stakeholders who attended each workshop.

Table 2-1 Stakeholders who attended each workshop

Workshop 1 – Internal Staff Workshop	Cameron Wyatt (Coordinator Strategic Planning) Alyce James (Strategic Planner) Amanda Omara (Coordinator Development Assessment) Jamie McCaul (Coordinator Development Engineering) Karen Moody (Coordinator Health and Environment) Emma-Leigh Castley (Senior Environmental Health Officer) Stuart Harvey (Coordinator Infrastructure Planning) Angela Arnold (Coordinator Building, Plumbing & Drainage)
Workshop 2 – External Stakeholders Workshop	Grant Mathers (Councillor) Cameron Wyatt (Coordinator Strategic Planning) Alyce James (Strategic Planner) Wayne Knobel (Building Certifier) Brett Whitehead (Building Certifier)

	Ben Krenske (Building Certifier) Jacob Weir (Engineer) Dale Webb (Designer) Gideon Genade (Town Planner) Nirmala Kumar (Town Planner) Bristi Basak (Town Planner) Lachlan McMurtrie (Engineer) Pat O'Driscoll (Real Estate Agent)
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3 Summary of Workshop Outcomes

A summary of the matters raised in each of the workshops is described below.

3.1 Workshop 1 – Internal Staff

The consultant team provided an initial presentation on the review process, the statutory requirements of the review, identification of potential issues and critical documentation, and the approach and methodology that the review team would be following.

The workshop was held as an open forum, with the floor open to all commentary. As comments were made, group discussion was guided by the consultant team as facilitators to interrogate issues further and particularly to confirm linkages to the planning scheme.

Feedback from the Internal Staff Workshop is summarised in **Table 3.1**. The feedback is presented generally in the order received and there is no ranking or prioritisation to the issues raised.

Table 3-1 Summary of Issues – Workshop 1 – Internal Staff

ISSUE	STAKEHOLDER COMMENT
GENERAL MATTERS	
URBAN FORM AND GROWTH	Concern that there is some misalignment between the settlement pattern as envisaged through the strategic framework, the PIA, and current approvals particularly in the northern growth front at Parkhurst
	The vast bulk of new residential growth is occurring on the northern fringe of the City, and there are emerging interface issues with adjoining Livingstone Council which is allowing for rural residential development in this area while relying on Rockhampton infrastructure
CLIMATE RESPONSE AND HEAT MITIGATION	The current scheme does not consider climate change and such matters as heat island effects. Further consideration of a specific policy and additional provisions around streetscaping, revegetation and tree preservation would assist in addressing this matter
EMPLOYMENT LOCATIONS AND OPPORTUNITIES	The current planning studies are outdated and have been overtaken by events. Concern that key employment areas are not well located with regard to residential locations, particularly the large Gracemere industrial area relative to the northern residential growth front
	With a potentially large influx of semi-permanent workers to take advantage of the major infrastructure projects that are commencing, there is concern the scheme has limited guidance on how and where temporary workers may be accommodated
INFILL RESIDENTIAL DEVELOPMENT	While the scheme is generally facilitative of infill development, there has been very little take-up of attached housing product
PUBLIC TRANSPORT	The planning scheme requires the provision of bus stops within new subdivisions, however the bus network is very limited and is unlikely to be extended to service new outer suburbs in the short to medium term. This is an imposition on developers and also leads to improper use of the areas for informal parking
SCHEME FORMAT AND OPERATION	Council staff are generally positive about the format and operation of the scheme as it relates to the local context
SCHEME GRAPHICS	There are only limited graphical elements in the planning scheme and support for additional diagrams and drawings that better explain outcomes to be provided

ISSUE	STAKEHOLDER COMMENT
INTERFACE BETWEEN QDC AND PLANNING SCHEME	There is some concern and confusion about the operation and implementation of scheme provisions where they interact with the QDC, and which provisions take precedence
SPECIFIC MATTERS	
URBAN DESIGN AND STREETSCAPING	Landscaping and streetscaping guidance is minimal, and inclusion of a specific policy with detailed guidance would assist in creating attractive and comfortable streetscapes
	There is very little (or no) provision in the planning scheme or in other local laws around the preservation and/or retention of existing trees as part of site development, which can lead to sites being cleared and only minimally landscaped which has poor amenity and environmental outcomes
BUSHFIRE HAZARD	There is concern that the current Bushfire Hazard Overlay Code does not include sufficient rigour to address and mitigate bushfire risk and may not reflect current State Planning Policy requirements
	There is concern that the current levels of assessment are not appropriate and potentially allow for some uses to escape regulatory controls
RENEWABLE ENERGY	The scheme has only limited provisions relating to renewable energy uses, and only includes basic guidance.
	Any renewable energy use should be required to rehabilitate the site for rural production
CHARACTER OVERLAY	Concern that the current character overlay code is not providing sufficient protection or guidance for identified character areas
	The current character overlay focuses on demolition aspects, however design controls are limited and, in many cases, not triggered for new development which leads to a fragmentation and loss of desired character and amenity
SUBDIVISION DESIGN	The design of subdivisions in some instances is quite poor in newer areas, with a high proportion of culs-de-sac and minimal variation in lot size and housing type
	Urban design principles are only minimally referenced in the scheme which makes assessment and negotiation for better outcomes difficult
SECONDARY DWELLINGS	The Low density residential zone code and the Low medium residential zone code do not contain any provisions on secondary dwellings which creates uncertainty around managing impacts and how planning and building approval processes operate
FLOOD HAZARD MAPPING	Flood hazard mapping for the planning scheme provides a number of regulatory and information layers. The implications of these various layers and their operation in terms of development assessment triggers and requirements is confusing for both Council staff and applicants, particularly the local catchment DFE
HOME BASED BUSINESS	There is ongoing concern that home based businesses are operating without approvals, or are operating beyond the scale approved and contributing to amenity complaints.
OUT OF CENTRE USES	The planning scheme is quite generous in allowing for 'small scale' non-residential uses to establish within residential areas which leads to a potential dilution of existing centres. Further guidance in the scheme on the scale and extent of non-residential uses in residential areas would be useful

ISSUE	STAKEHOLDER COMMENT
TELECOMMUNICATIONS FACILITIES	There is concern that the current Telecommunications use code purports to address safety issues, and there is a strong suggestion that the local government assessment should be limited to amenity and separation distances only
EXTRACTIVE INDUSTRIES	There is concern that there is very limited guidance on rehabilitation and maintenance of haulage routes for extractive industry uses and additional provisions around this matter would assist in conditioning monitoring and maintenance
CBD PRIORITISATION AND REVITALISATION	There is a strong policy to reactivate the CBD, with encouragement for office based uses to consolidate within this area and minimise office based employment escape to other centres
CBD PARKING RATES	The re-use of existing buildings in the CBD is encouraged, however there are issues with existing businesses being reluctant to lose street based parking to allow for urban design improvements

3.2 Workshop 2 – External Stakeholders Workshop

The consultant team provided an initial presentation on the review process, the statutory requirements of the review, identification of potential issues and critical documentation, and the approach and methodology that the review team would be following.

The workshop was held as an open forum, with the floor open to all commentary. As comments were made, group discussion was guided by the consultant team as facilitators to interrogate issues further and particularly to confirm linkages to the planning scheme.

Feedback from the External Stakeholders Workshop is summarised in **Table 3.2**. The feedback is presented generally in the order received and there is no ranking or prioritisation to the issues raised.

Table 3-2 Summary of Issues – Workshop 3 – External Stakeholders

ISSUE	STAKEHOLDER COMMENT
GENERAL MATTERS	
SCHEME OPERATION	The planning scheme is generally appropriate and user friendly, particularly in comparison to other local schemes
	There was strong support for the planning inquiry function on the Rock-e-plan portal and it is considered to be a very useful feature
IMPLEMENTATION	There is concern that for Accepted development subject to requirements, some applicable codes have only Performance Outcomes and no Acceptable Outcomes, creating confusion about the compliance of otherwise simple and low risk development
DEMAND	There is an observed high demand for housing within the LGA, particularly for standard residential lots (400-600m ²)
	While small lot housing does get taken up if built, there is limited demand and the planning scheme is not seen as being an impediment to delivery of smaller lots or attached housing product
	Higher density housing demand is emerging particularly in the riverfront and near CBD areas. Additional height limits could be considered to incentivise further development

ISSUE	STAKEHOLDER COMMENT
NORTHERN GROWTH FRONT	There is an emerging interface issue on the northern growth front, with the interface with Livingstone Shire Council complicating infrastructure provision and roll out
INTERFACE BETWEEN QDC AND PLANNING SCHEME	There is confusion about the operation and implementation of the Tables of Assessment for building work assessable against the scheme versus a Material Change of Use, and further clarity is required to clearly identify and streamline this process
INDUSTRIAL LAND	There is a shortage of serviced industrial land that is development ready
	Th Gracemere Industry Area is somewhat sterilised by the existing incompatible residential uses, and some rezoning may be necessary to allow for a first mover to establish and act as a catalyst
CBD REDEVELOPMENT	The CBD areas that have historically been commercial areas (High Street, Denham Street etc) have now been rezoned for residential purposes, which does not facilitate the re-use of existing tenancies for commercial or business purposes and creates a disincentive for revitalising the area
SPECIFIC MATTERS	
BUSHFIRE PROVISIONS AND TRIGGERS	There is concern that in some instances overlay mapping is outdated and triggers assessable development when the hazard has been dealt with.
	The requirement for subsequent MCU development to address hazards (such as bushfire) when the bushfire management plan has been assessed and approved as part of previous ROL approvals is too onerous and does not improve outcomes
	Industry would prefer that if detailed design is done upfront, it is approved and should not require additional plans/studies in OPW
STORMWATER QUALITY REQUIREMENTS	Stormwater quality requirements for attached housing are considered to be particularly onerous and inflexibly applied, which impacts on the available yield for development in some circumstances
DWELLING SETBACKS AND SITE DESIGN	There is strong support for the planning scheme to defer to the QDC for setbacks as the current arrangement is confusing and does not lead to better outcomes
BUILDING ENVELOPES	There is confusion regarding whether class 10a structures (sheds) can be located outside of approved building envelopes on an ROL approval
SHEDS AND OVERLAY TRIGGERS	Simple development such as a carport (non-enclosed standalone structure) can be triggered for a full assessment against the flood overlay which is not economically feasible
TRANSPORT DEPOT	A Transport Depot is Impact Assessable in a Low Impact Industry Zone, however is routinely approved and with the same conditions as any other code assessable industry use. This is too onerous and does not result in better outcomes
INDUSTRIAL LAND AND LANDSCAPING	The industry believes that site based landscaping requirements for industrial uses is impractical, and attention would be better directed at landscaping of industry precinct streetscapes to provide appropriate amenity
SECONDARY DWELLINGS IN RURAL AREAS	More support is needed for the provision of secondary dwellings in the Rural zone, particularly to more easily allow for multi-family and extended family living and working arrangements on a single property

ISSUE	STAKEHOLDER COMMENT
CONDITIONS OF APPROVAL	<p>Certifiers are concerned that conditions of approval specify that footings must be approved/designed by an RPEQ, which creates confusion as a certifier is still required to inspect all footings and this cannot be devolved to an RPEQ</p>
CHARACTER OVERLAY	<p>There is concern that the Character Overlay Code:</p> <ul style="list-style-type: none"> • applies primarily to demolition and does not provide sufficient design guidance; • is site based and does not protect the broader character of a street or locality; • is focused on the built form of the dwelling and does not provide sufficient guidance on other important character features such as fences or vegetation; and • there is no linkage to a local heritage register.
INDUSTRY USE DEFINITIONS	<p>There is concern that the industry use definitions are in some circumstances not applied appropriately. In particular, the 'example' uses in the thresholds are implemented as being a strict threshold which can unnecessarily capture low risk and suitable development</p>
TABLES OF ASSESSMENT	<p>There is concern that for development that is identified as being Accepted subject to requirements, in some circumstances there are no Accepted Outcomes identified in the relevant code which creates confusion as to what development category actually applies</p>
FLOOD OVERLAY CODE AND MAPPING	<p>ASTR needs to be very simple for simple and low risk development</p> <p>There is confusion regarding the implementation of the flood hazard overlay mapping, particularly the application of some elements which are for information only or do not have any specific provisions in the overlay code e.g. the purple line identifying the local catchment DFE</p>

4 Conclusion

The engagement workshops were a useful exercise in seeking to gain a wide range of feedback from multiple scheme users.

It is noted that the planning scheme is not the only mechanism that Council has to facilitate development and seek to achieve the strategic goals for the region. In this regard, responses to some of the comments provided during the workshops will not be a matter for the planning scheme, or will have some crossover with other Council programs, obligations, or processes.

In terms of matters that fall within the planning scheme, the following are the major matters identified during the workshops that may be further considered during the review:

- Urban growth – there is general agreement that there is sufficient land available in the northern urban growth front and other areas to accommodate expected demand. It is unlikely that any significant new growth areas will need to be identified in the life of the planning scheme;
- Development diversity – while the scheme is generally supportive of a range of dwelling types, there has been very little uptake. Additional incentives may be required to encourage a greater delivery and uptake of attached housing to achieve a greater density in appropriate locations;
- E-Plan – there is strong support for the E-Plan platform from external users, particularly the development enquiry function. Any new planning scheme should seek to maintain a useable platform to assist in achieving an efficient planning system for the region;
- Interface to Livingstone Shire Council – the northern growth front in Parkhurst is adjacent to the Livingstone Shire Council boundary. The scale and type of development that is happening within Livingstone is having impacts on the roll out and sequencing of development and infrastructure in the locality, and may benefit from more detailed master planning and infrastructure planning to better integrate and service development;
- Character Overlay – Rockhampton is an historical City, and parts of the City exhibit a classic Queensland timber and tin character, accommodating timber houses with expansive verandahs located on wide streets with mature vegetation. While the Character Overlay provides guidance on managing the demolition of character features, it is less successful in shaping new development (including both structures and character landscapes and vegetation) to ensure that it contributes to, and is consistent with, the broader character and amenity of specified areas;
- Urban Design – there are a number of new subdivisions that have been approved that are sub-optimal in terms of urban design. Additional guidance on urban design outcomes in the planning scheme would assist in working with applicant's to deliver modern, connected, walkable and sustainable urban communities;
- Climate Change and Urban Design – there is no guidance in the current planning scheme in relation to passive design responses to regulate the temperature of communities. Additional guidance on urban design approaches and landscaping requirements would assist in delivering more comfortable and attractive urban communities;
- Planning Scheme consistency with QDC – the Planning Scheme and the QDC are intended to operate concurrently, with each instrument regulating a separate part of development and not overlapping. There is some confusion within the development community about how the two instruments are currently operating, and consideration and review of this may simplify the planning and approval process for typical and low risk development such as dwelling houses;
- Planning Scheme Drafting – instances where a Performance Outcome does not have a corresponding Acceptable Outcome is creating confusion for scheme users in terms of determining levels of assessment and/or compliance with certain codes. For all uses that are Accepted Subject to Requirements, Acceptable Outcomes that are clearly drafted and contain objective measures should be provided;
- Renewable Energy – the region is a resource centre, and is well placed and serviced by large energy infrastructure to be able to contribute to the renewable energy sector. The planning scheme can potentially provide strategic guidance and more detailed regulatory requirements in terms of identifying appropriate locations and creating a clear approval pathway for renewable energy infrastructure;

- Flood Overlay Mapping – the operation of the Flood Hazard Overlay mapping is a mix of regulatory and informational elements. While this provides for transparency in terms of providing all information, it results in a confusing regulatory environment where the triggering and applicability of overlay code provisions are unclear

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APPENDIX A

AGENDAS

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ROCKHAMPTON PLANNING SCHEME STATUTORY REVIEW PROJECT

COUNCIL STAFF WORKSHOP

14 NOVEMBER 2023

ATTENDEES: CAMERON WYATT (ROCKHAMPTON REGIONAL COUNCIL)
ALYCE JAMES (ROCKHAMPTON REGIONAL COUNCIL)
OTHER PROFESSIONAL STAFF TBC (ROCKHAMPTON REGIONAL COUNCIL)
MORGAN WILSON (MORGAN WILSON PLANNING CONSULTANT)
LEO MEWING (MEWING PLANNING CONSULTANTS)

AGENDA

1. INTRODUCTIONS
2. CONTEXT OF THE STATUTORY REVIEW
3. THE REVIEW APPROACH TO BE UNDERTAKEN
4. STRATEGIC ISSUES – DOES THE SCHEME ADDRESS AND REFLECT COUNCIL STRATEGIC DIRECTIONS ON HOUSING / BUSINESS / INDUSTRIAL / ENVIRONMENTAL / HAZARD MATTERS?
5. IDENTIFICATION AND DISCUSSION OF KEY PLANNING SCHEME WORKABILITY MATTERS
 - i. GAPS – SUFFICIENT REGULATORY GUIDANCE IN THE SCHEME?
 - II. PROBLEM USES / OPPORTUNITY USES
 - III. CODES PROBLEMS / IMPROVEMENTS / OPPORTUNITIES
 - IV. LEVELS OF ASSESSMENT – CALIBRATED CORRECTLY?
 - V. CUSTOMER INTERACTIONS – TYPICAL COMPLAINTS?
 - VI. PSPS – RELEVANT, UP TO DATE, PROVIDE APPROPRIATE GUIDANCE?
 - VII. OPPORTUNITIES – WHAT COULD BE BETTER? OTHER SCHEMES THAT WORK WELL?
6. OPEN DISCUSSION AND QUESTIONS

ROCKHAMPTON PLANNING SCHEME STATUTORY REVIEW PROJECT

STAKEHOLDER WORKSHOP

14 NOVEMBER 2023

ATTENDEES: CAMERON WYATT (ROCKHAMPTON REGIONAL COUNCIL)
ALYCE JAMES (ROCKHAMPTON REGIONAL COUNCIL)
STAKEHOLDERS TBC
MORGAN WILSON (MORGAN WILSON PLANNING CONSULTANT)
LEO MEWING (MEWING PLANNING CONSULTANTS)

AGENDA

1. INTRODUCTIONS
2. CONTEXT OF THE STATUTORY REVIEW
3. THE REVIEW APPROACH TO BE UNDERTAKEN
4. IDENTIFICATION AND DISCUSSION OF KEY PLANNING SCHEME MATTERS FOR REVIEW FOCUS
 - I. STRATEGIC ISSUES – DOES THE SCHEME ADDRESS AND REFLECT COUNCIL STRATEGIC DIRECTIONS ON HOUSING / BUSINESS / INDUSTRIAL / AGRICULTURAL ACTIVITIES?
 - II. PROBLEM USES / OPPORTUNITY USES
 - III. CODES PROBLEMS / IMPROVEMENTS / OPPORTUNITIES
 - IV. ZONING – ENOUGH AND APPROPRIATE
 - V. LEVELS OF ASSESSMENT – CALIBRATED CORRECTLY?
 - VI. MANAGING HAZARDS AND ENVIRONMENTAL MATTERS
 - VII. DEALING WITH COUNCIL – HELPFUL / RESPONSIVE / EFFICIENT
 - VIII. OPPORTUNITIES – WHAT COULD BE BETTER? OTHER SCHEMES THAT WORK WELL?
5. OPEN DISCUSSION AND QUESTIONS