



# TOWNSVILLE LAND USE PROPOSAL

## THE STRATEGIES

Final - August 2011



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## 1.0 ABOUT THE TOWNSVILLE LAND USE PROPOSAL

Townsville is on the cusp of significant growth and change. Under the state government's Townsville Futures Plan, Townsville is to evolve as Queensland's second capital and is a key focus for regionalisation in Queensland. It is already the largest city in Queensland outside the South East and the population is set to grow from around 191,000 now to between 270,000 and 300,000 people by 2031, and possibly over 300,000 people by 2036.

Townsville is also the major economic and service centre for the North Queensland community. It provides the primary freight and port hub for the north, particularly for the agricultural areas of the surrounding region and for the mining sector of the North West minerals province. It provides the highest order community and commercial services for the region, including regionally significant health and education facilities which serve the whole of North and North West Queensland. As a consequence of its strategic regional position, Townsville enjoys a diverse economic base, with strong projected growth.

In the face of this significant growth, Townsville City Council has recognised the need to proactively plan for an ecologically, socially and economically sustainable future. This document sets out Council's intentions for Townsville's evolution as a major city in the new millennium. It identifies the proposed major policy directions for managing growth and development over the next 25 years<sup>1</sup>, to 2036. In doing this, it aims to optimise Townsville's liveability, to optimise the benefits of growth and to deal effectively with the challenges it may bring.

The proposed strategies carry forward the community vision for Townsville (recently established through the Community Plan process run by Council). It also draws upon a series of recent, major strategic studies undertaken by Council (refer to section 3), together with consultation to date with key stakeholders including state agencies and industry groups.

This draft Townsville Land Use Proposal – The Strategies document is ultimately intended to provide the strategic framework<sup>2</sup> for the new planning scheme for Townsville. The planning scheme will be Council's primary tool for guiding and regulating development in Townsville, and will have statutory force under the *Sustainable Planning Act*. It will replace the current planning schemes for the former Thuringowa and Townsville city areas, and for the first time will provide an integrated planning strategy for the combined local government area.

Following the recent engagement processes for the Community Plan and vision, Council will consult with the community on this draft strategy to encourage debate and assist in refinement of key policy directions for the city prior to undertaking further investigations and preparing the detailed components of the new planning scheme.

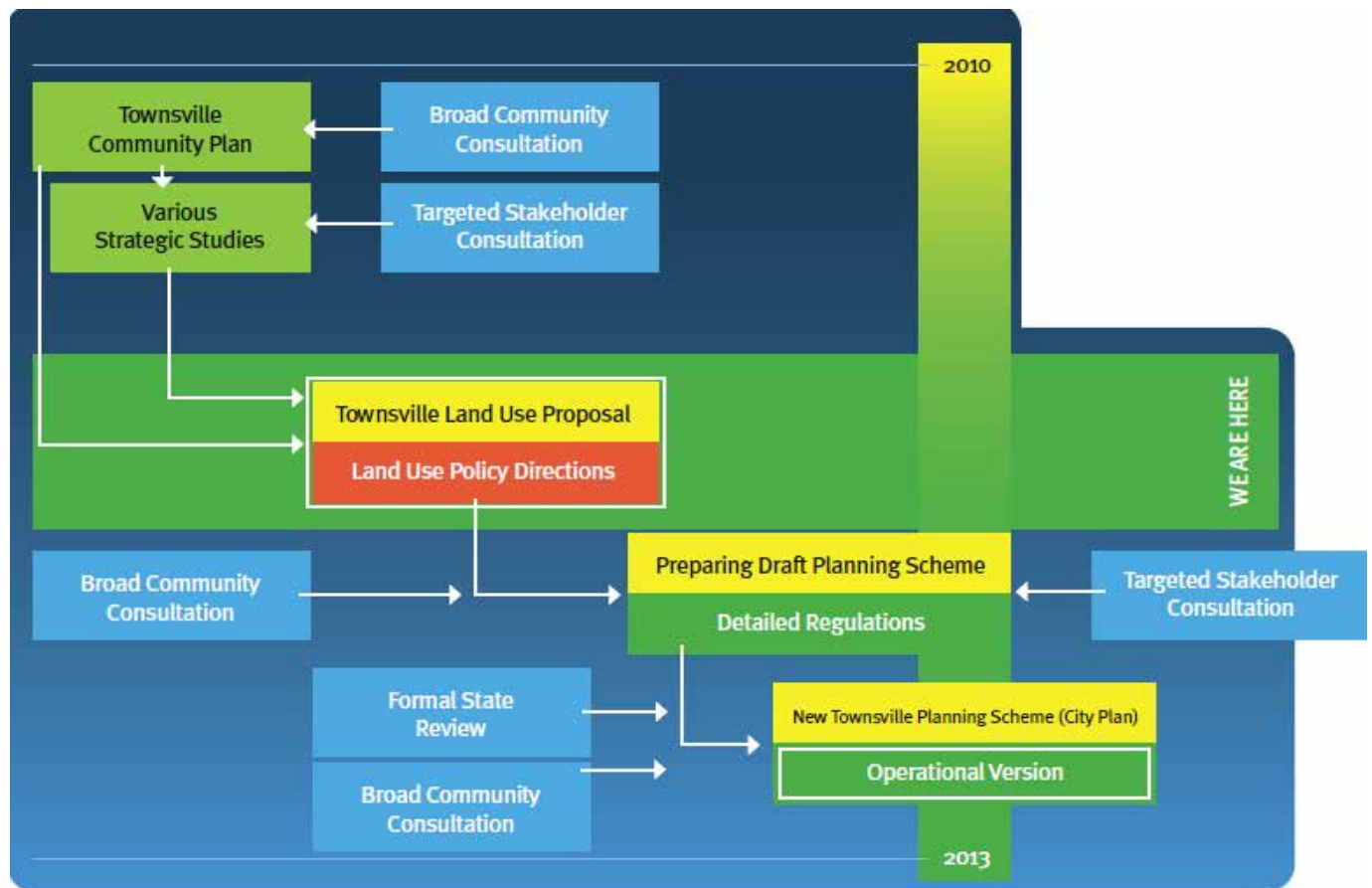
The following diagram outlines the process for developing the Townsville Land Use Proposal and, ultimately, the new planning scheme.

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<sup>1</sup> This is the planning horizon required to be adopted under the *Sustainable Planning Act* and the Queensland Planning Provisions.

<sup>2</sup> A strategic framework is a required statutory component of a planning scheme prepared under the *Sustainable Planning Act*.

Figure 1: Stages in Developing the New City Plan



## 2.0 VISION

### 2.1 The Community Plan

Townsville City Council has recently completed the Townsville Community Plan which provides the overarching vision for the city and establishes a touchstone for all of Council's planning activities. The Community Plan vision, which has been the result of significant community consultation, is:

*Townsville is the northern gateway to Queensland. Our well-built city connects people to their community, via an active lifestyle that is enjoyed by all who live and visit. We are leaders of positive environmental action. We are acclaimed for our business entrepreneurship, government enterprise, innovation, technology and cultural stewardship.*

Four key themes form the basis of Community Plan:

#### **Shaping Townsville**

*Our city will meet the diverse and changing infrastructure and service needs of the community.*

#### **Strong, Connected Community**

*A community that draws on the diversity, skills and expertise of residents to a community that has pride in its culture and lifestyle.*

#### **Environmentally Sustainable Future**

*Our community recognises and values the natural environment. We acknowledge the need for a sustainable future and seek to achieve this through solutions that minimise our impact on the environment.*

#### **Sustaining Economic Growth**

*The community recognises that it is fundamental to have a strong and balanced economic growth in order to enhance our city's way of life.*

Along with other policy arenas and programs of Council, the new planning scheme has a clear role in contributing to the achievement of the vision. The planning scheme is a key implementation tool in the delivery of positive development outcomes.

The strategies outlined in this document support the vision by establishing a suite of key planning policy directions, strategic outcomes and specific strategies by which to manage growth and development. The subsequent sections of this document reflect the four themes identified above.

### 2.2 Overarching Policy Directions

Other overarching documents which have provided important guidance for the Townsville Land Use Proposal are Council's Corporate Plan and Townsville City Economic Development Strategic Plan, as well as the Townsville-Thuringowa Strategy Plan, draft Townsville Area Transport Strategy prepared by the state government and the recently released draft Townsville Futures Plan.

These vision setting documents consistently advocate creating a vibrant city that is ecologically, socially and economically sustainable through a more compact urban form. In particular, the following key themes can be synthesised to establish the basic directions for the Townsville Land Use Proposal and the new planning scheme:

- protect and strengthen the lifestyle, image and community identity Townsville currently enjoys;
- protect sensitive and valuable environments, key features and views (which are also seen to underpin social and economic sustainability in the region );
- encourage a diverse range of businesses and industries in the region;
- ensure that the region has the necessary infrastructure, services and facilities to service the region and stimulate growth;
- promote a high level of connectivity and accessibility for the community;
- create a vibrant and culturally diverse city, which is evolving as a major Australian city; and
- encouraging a compact urban form focussed around well serviced, multifunctional nodes and activity centres.

The identified strategies respond to these overarching aims and identify appropriate ways in which they may be balanced and implemented through the new planning scheme.

### 3.0 MAJOR STRATEGIC STUDIES

Council has been undertaking a range of targeted studies over 2010-2011 to provide or refine base information and policy options to address core aspects of Townsville's future.

With the intention of continually improving and refining the data bases to assist in the planning process, work in many areas is also ongoing.

In addition to a review of the current planning schemes, infrastructure planning documents and other relevant material, those studies which have provided a primary basis for the development of the draft Townsville Land Use Proposal include:

- Residential Land Use Study (Urbis, May 2011);
- Industrial Land Use Study (Arup, May 2011);
- Rural Resources Study (Buckley Vann, April 2011);
- Cultural Heritage Study (Brannock and Associates, May 2011);
- Environment and Biodiversity Study (Chenoweth, May 2011);
- Open Space and Recreation Study (ROSS, May 2011)<sup>3</sup>;
- Scenic Amenity Study (GHD, May 2011);
- Draft CBD Master Plan Study (Urbis, June 2011);
- Centres Hierarchy Review Study (Urban Economics, May 2011);
- Natural Disaster Risk Management Study Landslide Hazard Study (PSM Consulting Engineers, September 2010);
- Natural Disaster Risk Management Study - Bushfire Hazard Study (C&R Consulting, July 2011);
- Flood Study (Townsville City Council, 2011).<sup>4</sup>

These studies collectively inform the future land use needs and development pressures likely to influence the region over the next 25 years. These studies have examined issues such as land supply requirements, housing needs and the function of major commercial precincts in the region, as well as documenting natural resources, values and constraints.

They have been undertaken within the context set by the Community Plan's vision and themes (refer section 2) and have addressed linkages, synergies and potential tensions between the studies through a series of interactive workshops and consultation between study teams.

The studies have involved targeted consultation with key stakeholders, including a range of Queensland government and Commonwealth agencies and relevant industry groups. Council has also been liaising with the Department of Local Government and Planning and development industry representatives about the planning scheme preparation process generally and the development of the proposed strategies outlined in this document. An ongoing consultation strategy will be implemented for the next phases of the planning scheme preparation.

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<sup>3</sup> Study still ongoing to develop trunk infrastructure plans for the priority infrastructure plan.

<sup>4</sup> Flood modelling has been completed for major urban areas and is under continuing review and improvement.

The recommendations of these studies have directly informed the draft strategies. In particular, they have provided the basis for determining the future settlement pattern. This document synthesises those outcomes and sets out Council's intentions for balancing competing policy outcomes in managing growth and change in Townsville over the next 25 years.

The particular strategies identified in this document identify where additional or more detailed work is proposed to be undertaken to advance recommendations and to provide the basis for the development of specific planning scheme mechanisms.



## 4.0 OPPORTUNITIES & CHALLENGES FOR TOWNSVILLE

### 4.1 Urban Land Use and Development Drivers

#### 4.1.1 Population Growth and Housing in Townsville

Townsville is currently undergoing significant population growth and demographic change that will be a primary influence on the shape of the future city.

Population projections determined by Queensland Treasury's Office of Economic and Statistical Research (OESR) have indicated that the local Townsville is expected to grow from its current (2011) estimated population of approximately 191,000, up to around 270,000 (medium series) by 2031. These projections were recently (May 2011) revised by OESR, with the 2031 population now potentially reaching 295,500 (medium series)<sup>5</sup>. Official projections are not available beyond 2031.

This represents a very significant quantum of growth. It requires a concerted planning response in order to maximise the benefits of Townsville's evolution as a major city, while protecting the lifestyle and qualities that are highly valued by the community.

As well as the overall amount of growth, there will be an ageing of the population and decreasing average household size (due in part to that ageing as well as changing family composition). By 2031 couple-only households will emerge as the dominant household type in Townsville. These demographic changes will drive a requirement for more diverse housing options, including a range of smaller dwellings and a greater diversity of housing stock at different price levels. Unless these changes are actively planned for, there is likely to be a mismatch between what people need and can afford, and the types and cost of housing available in Townsville.

In overall terms, Townsville will require at least 45,000 new dwellings for the period from 2011 to 2031. This compares to an existing net<sup>6</sup> land supply that is sufficient to accommodate around 65,000 new dwellings. Much of this current supply is made up of already approved greenfield<sup>7</sup> master planned developments on the city's edges (including Rocky Springs and the Bohle/Mt Low area).

Detached dwellings will remain the predominant form of housing required and sought by residents of Townsville, although this will be at levels lower than historical averages. In addition, there will be increasing needs for smaller as well as larger detached houses.

New detached houses will primarily be accommodated in greenfield areas. However, these new master planned communities will also accommodate a proportion of attached housing (as they have done to date).

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<sup>5</sup> While the planning horizon for the draft Townsville Land Use Proposal and new planning scheme is 25 years, official population projections are only available to 2031. All the strategic studies undertaken by Council have been based on the official projections, but consider the implications of growth beyond those projections, commensurate with the 25 year horizon.

<sup>6</sup> Net supply has been calculated based on relatively conservative assumptions to exclude potentially constrained land and on assumptions about likely density of development. Refer Residential Land Use Study (Urbis) 2011.

<sup>7</sup> Greenfield areas are described as currently undeveloped land generally on the edges of the city.

The requirement for new housing types has been projected to be as follows:

Dwelling Type	2011-2031 Proportions (rounded)	Dwelling No.
Detached	68%	30,858
Attached	32%	14,448
<b>Total</b>	<b>100%</b>	<b>45,306</b>

Source: Urbis, 2011

Across Townsville, this will mean the proportion of total attached dwellings to detached dwellings (that is, including existing as well as new dwellings) will shift to reflect changing requirements:

Dwelling Type	2011	2031
Detached	80%	74%
Attached	20%	26%
<b>Total</b>	<b>100%</b>	<b>100%</b>

Source: Urbis, 2011

Following a detailed analysis of housing need and demand<sup>8</sup>, Council believes that well located infill<sup>9</sup> development, together with a choice of housing in greenfield developments should be encouraged to best meet future housing needs. It is anticipated that housing will generally be distributed as follows:

Dwelling Type	2011-2031 Proportions (rounded)	Dwelling No.
Greenfield	78%	35,225
Infill	22%	10,080
<b>Total</b>	<b>100%</b>	<b>45,306</b>

Source: Urbis, 2011

The forecast infill dwelling requirements of at least 22% of all new dwellings reflects demand for dwellings in the core areas of the city as well as the need to provide smaller and attached housing options at more central and accessible locations. The policy directions set out in the following sections of this document address how and where this housing is best accommodated.

An accepted planning benchmark is that cities and towns should ensure that there is at least 10 to 15 years supply of available land to accommodate new greenfield development in order to keep a healthy supply position and avoid impacts on affordability. As mentioned above, the supply of greenfield land in Townsville (as represented by land that is already zoned or approved for residential development) is far in excess of this standard, and has been assessed as potentially providing over 25 years supply<sup>10</sup>. Rural residential land accounts for around 10% of this potential supply, which is well in excess of projected demand at around 3-4% of total dwelling demand.

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<sup>8</sup> This assessment has taken into account population growth and demographic changes by locality, dwelling approval trends to date, Department of Communities forecasts among other things. Refer Residential Land Use Study May (Urbis) 2011.

<sup>9</sup> Infill areas are described as established (generally inner) urban areas. Infill development can be described as that which utilises either vacant land within these areas or land that has previously been used for another urban purpose and may be redeveloped (this latter type is often referred to as "brownfield" land).

<sup>10</sup> This based on conservative assumptions about constraints affecting this land and rationalised having regard to existing approved development yields. Refer Residential Land Use Study May (Urbis) 2011.

Having regard to both actual housing needs and the cost of servicing additional greenfield areas, Council believes that it is important to contain the urban area to land that has already been allocated for development. This will also avoid further encroachment on natural resources outside the urban area.

#### **4.1.2 Economic Growth and Opportunity in Townsville**

Townsville has a diverse and healthy economy. This is driven by population growth, by the traditionally strong defence and port (transport) sectors and its regional position as the capital of North Queensland and transport hub for the North West minerals province. Townsville also has emerging competitive advantages in many other areas, as identified in the draft Townsville Futures Plan and Council's Economic Development Strategy.

Townsville's competitive strengths lie in its strategic transportation links, skilled workforce and lifestyle attraction, its metals manufacturing cluster and its capacity for research and innovation through the presence of key institutions. Revitalisation of the central business district (CBD) and improving linkages and collaboration between key economic precincts in the city are also seen as important opportunities to attract investment in the region.<sup>11</sup> The economic development strategy also recognises the importance of the city's natural environment and attractive lifestyle in underpinning its attractiveness to business investment.

Growth is particularly anticipated in transport, storage and logistics industries, manufacturing (metals and food and beverage), the defence sector, education and research, the aviation industry, professional services, building and building supplies and tourism. The challenge for the new planning scheme is to facilitate the accommodation of these opportunities "on the ground" and to regulate development to mitigate any potential impacts on the community and environment.

Rural, extractive and other natural resources are also recognised as an important contributor to Townsville's economy. There are important interrelationships with surrounding regions, for which Townsville is an important port and service centre. New markets and opportunities are emerging which will help to build the rural economy. Whilst it is important to facilitate these new opportunities, the natural resource values of the area must also be protected.

The Townsville City Economic Development Strategy identifies that further economic growth is required to maintain quality of life for the city's residents, with in the order of 50,000 new jobs required by 2031, and nominates the following as key "productive precincts" with particular potential for economic growth:

- the CBD;
- Port of Townsville, Stuart industrial precinct and Townsville State Development Area;
- James Cook University, Townsville Hospital and Lavarack Barracks precinct;
- Townsville Airport precinct;
- Shaw Road/Northern Beaches industrial area; and
- Thuringowa Central.

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<sup>11</sup> Townsville City Economic Development Strategy (AEC 2010).

Key tourism precincts have been identified as Magnetic Island, Paluma, Rollingstone and Balgal Beach and the CBD locality.

As discussed above, the CBD and other major centres are important focal points for economic activity, as well as retail, office and services based employment. Their accessibility, amenity and attractiveness for business investment will be important for their future success. In demand terms, population growth to 2036 (and therefore growth in retail expenditure and employment) would generate significant demand for additional floor space to be accommodated in Townsville's existing and future centres. This has been assessed to be as follows<sup>12</sup>:

<b>Additional Space Required</b>	<b>2011-2036 Increase (m<sup>2</sup>)</b>
Traditional floor space	193,000 <sup>13</sup>
Bulky goods floor space	117,900
<b>Total Retail</b>	<b>310,900</b>
Total commercial floor space	240,000
<b>Total Retail and Commercial</b>	<b>550,900</b>

The city's major institutions, including the Port of Townsville, Townsville Airport, Townsville Hospital and James Cook University, are also important future contributors to future economic growth. In order to carry out and expand their core functions, they require better connections to other economic precincts, protection from incompatible activities and effective infrastructure to service their needs.

The industrial land requirements that flow from the need to facilitate economic growth are a key consideration for Townsville's future settlement pattern, together with housing demands and the need to improve people's accessibility to employment opportunities and services. Projected industrial land requirements into the future have been assessed<sup>14</sup> and are summarised below.

There are over 4,000ha of industrial land used for industrial purposes in Townsville at present (including the Port and industries in the Townsville State Development Area). The Townsville Industrial Land Demand Study (AEC Group 2008) recommended that Townsville plan for an additional 2300ha of industrial land by 2026, including 800ha of general industry land and 1500ha of heavy industry land. Based on subsequent investigations by Council, these are considered to be generous estimates of future demand and are likely to extend well beyond 2026.

Existing vacant industrial land is likely to provide a further supply of 400ha mainly suited to general (rather than heavy) industry. Large areas of currently underutilised industrial land, as well as the Townsville State Development Area may provide for a further supply of 650ha. However, the timing and availability of the Townsville State Development Area is uncertain at this stage and is unlikely to be readily available in the short term.

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<sup>12</sup> Centres Hierarchy Review (Urban Economics 2011). This study allocates this demand across the planned network of centres in Townsville.

<sup>13</sup> Likely to accommodate a second department store.

<sup>14</sup> Townsville Industrial Land Demand Study (AEC Group 2008) and Townsville Industrial Land Use Study (Arup 2011).

Overall, Council's investigations have suggested that over the 25 year planning horizon to 2036, there is likely to be a need for more general and heavy industry land. The Townsville Industrial Land Use Study (Arup 2011) has identified a number of candidate sites which may provide for these projected land requirements well beyond 2026, but require further investigation to confirm suitability.

## 4.2 Townsville's Natural Environment

Townsville's biodiversity is very extensive, incorporating areas of local, regional, state, national and international significance. Townsville has a large number of waterway and wetlands of high ecological value, an extensive coastal zone and unique islands which all contribute to the values of the adjoining Great Barrier Reef World Heritage area. There are also extensive areas of remnant regional ecosystems and protected regrowth vegetation, significant and endangered species and habitat areas (such as the Black Throated Finch), other highly valuable ecological communities, the Wet Tropics World Heritage area; and a large number of important ecological corridors.

Natural areas also underpin Townsville's character and identity. Significant landscape values are associated with the coast, the islands and elevated, vegetated mountains and ranges. The urban area is defined by prominent natural landscape features such as Castle Hill, Mount Louisa, Mt Stuart, the Town Common, the coastline and the Ross River and Bohle River corridors.

These values are extensively documented and assessed in the biodiversity, scenic amenity, rural resources and open space studies recently undertaken by Council.

There is broad recognition that these values are not just important for their ecological functions, but are critical for Townsville's social and economic sustainability as well. In a "triple bottom line" approach to sustainability, these natural resources can be seen to underpin Townsville's liveability and its attractiveness for new business and investment.

Many of Townsville's natural values could be at risk from fragmentation, loss of habitat and associated impacts of development (such as altered hydrological regimes, reduced water quality and introduction of pests), and will require appropriate levels of protection under the new planning scheme.

However, some of the issues associated with natural values are either beyond the jurisdiction or practical control of the planning scheme, and many require additional non regulatory mechanisms to be effectively addressed. Accordingly, the planning scheme will need to work in concert with other mechanisms, including state level policies and legislation, the regional natural resource management plan, other programs supporting improved land management outcomes, economic development strategies and the like.

There is also a range of natural hazards and constraints that accompany the city's natural values, including risks associated with bushfire, land-slip, storm surge, coastal erosion and flooding<sup>15</sup>. The nature and effects of these risks may vary into the future as a result of climate change.

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<sup>15</sup> These natural hazards have been examined in a number of the studies listed in section 3.

While past development commitments cannot be retrospectively removed or altered by Council, it is of particular importance that planning is cognisant of these risks and minimises their potential impacts on the community as well as on vital ecological processes.

## **4.3 Infrastructure**

### **4.3.1 Infrastructure Costs**

Council's review of infrastructure costs across the city has identified that outer greenfield areas are substantially more expensive to service than inner areas, and that there is a strong rationale to incentivise the development of infill areas with existing capacity, such as Townsville's CBD. Substantial overall savings on local infrastructure have been identified, despite a need in some locations to augment existing capacity.

Council currently has in the order of \$70,000 of infrastructure invested per residential property to provide the current levels of service to the community. Less than 50% of this cost is associated with the trunk infrastructure (i.e. dams, water and sewerage treatment plants, reservoirs, major water and sewerage mains and pump stations, major collector and arterial roads, and regional parks facilities). More than 50% of the infrastructure cost is attributable to local infrastructure (i.e. local roads, water mains, sewers, stormwater drains, pathways and parks etc).

When additional density is created in an existing infill area, the existing local infrastructure is already in place and generally will not require major upgrades. The existing trunk infrastructure may require upgrading or duplication, and as a general rule this might be slightly more expensive than constructing trunk infrastructure for a greenfield area. Because the trunk infrastructure is only part of the cost, the savings in infrastructure to the community for infill development could be as much as 50% for each property created.

### **4.3.2 Transport Infrastructure**

There has been a number of transport planning reports prepared for Townsville covering all transport modes, ranging from detailed modelling to network wide strategic planning. These indicate that the existing transport network has good capacity with only some links with a low level of service, generally related to major river crossings. Townsville has an extensive network of cycle and pedestrian paths (although disconnected in places) and reasonably high levels of bicycle usage. However, the city currently has a very low patronage of public transport.

Mixing of freight and general traffic due to limited access options to the port and an absence of freight by-pass routes is an ongoing issue for the city. While the new Townsville Port Access Road provides many benefits, the routing of freight through the city has been unavoidable to date. There are also many open railway level crossings which create conflict points and delays for traffic.

Accessibility between key precincts of employment and economic activity (discussed in section 4.1.2) will be an ongoing priority and challenge for the city. In particular, continued management of the road and rail freight networks to respond to the expected strong growth in freight from the North West minerals province is required.

Without the right land use and transport strategies in place, there will be increasing reliance on private vehicle use which will lead to increasing costs of living for households and greater traffic congestion. This may reduce the sustainability of the city through continued heavy reliance on fossil fuels and resultant carbon emissions.

To address the transport challenges as Townsville continues to grow, there is a need for strategies to increase employment self-containment in new residential areas and to encourage consolidation around existing key centres and public transport corridors. This will assist in reducing trip lengths and increase the attractiveness of the public and active (walking and cycling) transport modes. These outcomes will assist in managing traffic congestion, reducing fossil fuel usage and optimising the effectiveness of public investment in transport infrastructure.

### **4.3.3 Water, Sewerage and Stormwater Infrastructure**

The existing Townsville water and sewerage networks will need significant investment to meet the upcoming growth challenges. To date, the need to service multiple development fronts has strained public expenditure on such infrastructure, and this represents a major challenge in managing future growth of the city.

As well as the provision of water supply and sewerage networks, stormwater management is a major issue for the city, both in terms of the quantity of stormwater discharge and managing the impacts on water quality.

Efficiency and environmental benefits in the provision of water related infrastructure may also be gained by improved demand management approaches which would reduce demands for, and wastage of, water resources. Demand management is generally well recognised as a cost effective mechanism for meeting supply needs by deferral of future infrastructure needs.

### **4.3.4 Waste Infrastructure**

The Townsville Strategic Waste Infrastructure Review identified that by 2032 Townsville will be generating 250,000 tonnes of waste a year requiring land filling. Current facilities are well positioned geographically and able to support a service level of 85% of the residential dwellings being within 20 minutes of a domestic waste acceptance facility and 90% of the residential dwellings being within 30 minutes. Additional landfill capacity may be required within that planning horizon and is being investigated by Council.

### **4.3.5 Community Infrastructure**

Council has a recreation and open space strategy project underway which will identify demand for open space and recreational facilities over the planning horizon and the manner in which that demand can be met. This will build on the currently high levels of accessibility to open space the city currently enjoys.

In addition, Council will be initiating a comprehensive community infrastructure plan in the near future. This plan will identify community needs and appropriate levels of service, recognising that service providers include not only council, but also the state and federal governments and a range of non-government organisations.

The directions of the Community Plan reinforce the importance of adequate and timely provision of these services to support a strong community identity and social and economic sustainability. Accordingly, adequate planning and funding for these services and facilities is very important.

Best practice suggests land use policies that support consolidation, and enhanced accessibility to centres and employment (particularly by public transport, walking and cycling) will support the effective provision, co-location and multiple use of community facilities.

#### **4.3.6 The Priority Infrastructure Plan**

Council is required under the *Sustainable Planning Act* to prepare a priority infrastructure plan as part of the new planning scheme. The priority infrastructure plan will set out plans for trunk infrastructure and provide the basis of costings and contributions for that infrastructure, primarily covering the water cycle network, local roads, open space and land for community infrastructure (as required by the Act).

Accordingly, the priority infrastructure plan (supported by other implementation mechanisms such as a community infrastructure plan, capital works plan and other funding mechanisms) will need to facilitate the services, facilities and infrastructure to support and stimulate growth within the preferred settlement pattern. Detailed network planning may be required to determine specific infrastructure needs in key locations.



## 5.0 TOWNSVILLE LAND USE PROPOSAL - THE STRATEGIES

*The maps included in this part are diagrammatic illustrations of proposed strategies for Townsville. They are not intended to be cadastrally accurate.*

### 5.1 Shaping Townsville

#### Vision for Shaping Townsville

The Community Plan identifies the following aspiration for Townsville:

*Vision statement: Our city will meet the diverse and changing infrastructure and service needs of the community.*

*Theme statement: The community believe it is important that Townsville is well-designed, taking into account the local climate, while also preserving our heritage and traditional characteristics. The community also believe that it is important that any planning for the city is done proactively and facilitates lifestyle choices, including transportation, diversity of services and open space facilities.*

*Guiding principles:*

- *A vibrant, sustainable, connected urban form: creating places that provide for a great lifestyle.*
- *Preserve and enhance Townsville's heritage and character: the traditional character, identity and heritage of the city is retained, enhanced or complemented by development.*
- *A lively, diverse and connected city centre: Townsville's CBD will be recognised as Townsville's heart bustling with activity and creativity.*
- *Effective and adequate public infrastructure: the effective design and timely provision of adequate infrastructure will allow a growing population to enjoy a great lifestyle.*
- *Well connected Townsville: the provision of infrastructure such as public transport, roads, walking and bike paths, communications and digital networks enables access for all in our community.*

#### Settlement Pattern Response

In light of the major drivers of growth in Townsville, a strong rationale has emerged for how we should guide the city's future shape (or settlement pattern). The settlement pattern proposed by Council is driven by:

- the need to manage growth in a manner that best protects what the community values about Townsville, and optimises the benefits of a diverse and vibrant future community and economy;
- responding to changing housing needs, by ensuring that a range of housing types can be delivered;

- providing for affordable housing and affordable lifestyles, including a sufficient supply of serviced land, a range of housing choices and opportunities for inner city living where transport and other costs can be minimised, while still protecting important heritage places and character areas;
- achieving better accessibility and connectedness for communities by making sure people can live close to jobs and community facilities, facilitating (through design) opportunities for community interaction and “active transport” (walking and cycling), and promoting optimum access to public transport;
- the need to avoid further pressure on and loss of natural environment values and rural resources;
- the opportunity to have the city’s major centres evolve as vibrant and multi-functional community hubs, well linked by public transport;
- the need to ensure more efficient provision of infrastructure and community services by optimising access to and use of central facilities and minimising further spread of growth fronts requiring the provision of expensive new infrastructure; and
- protecting and reinforcing Townsville’s role as the major regional service and economic centre for North and Western Queensland.

This rationale embodies a balanced response to facilitating ongoing greenfield development in the outer areas of the city, supported by infill development in key central locations. It provides for a sensible and appropriate continuation of both forms of development to fulfil the city’s future industrial and residential land and dwelling needs. More importantly, it provides a blueprint for the achievement of the community’s vision.

### **Links to Queensland Planning Provisions**

This part of the Townsville Land Use Proposal deals with how we can shape Townsville in line with the Community Plan vision. Consistent with the Queensland Planning Provisions’ (QPP) intentions for the strategic framework in the new planning scheme, “shaping Townsville” is a key “theme” within which the following “elements” are addressed:

- settlement pattern and housing;
- rural residential areas and rural housing;
- heritage and character;
- activity centres;
- transport, access and mobility; and
- integrated infrastructure planning and provision.

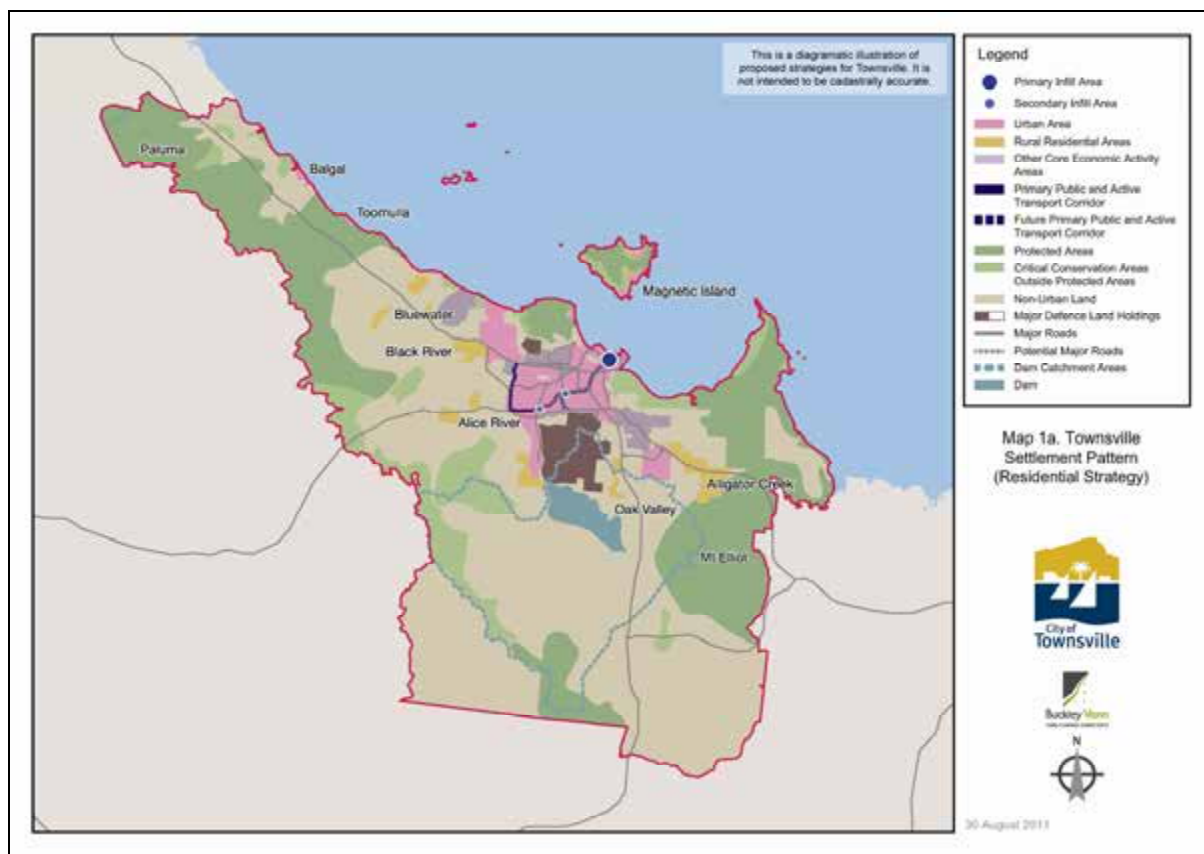
### **Shaping Townsville – Strategic Outcomes**

*“Strategic outcomes” are the overarching objectives that Council would like to achieve for Townsville through the planning scheme.*

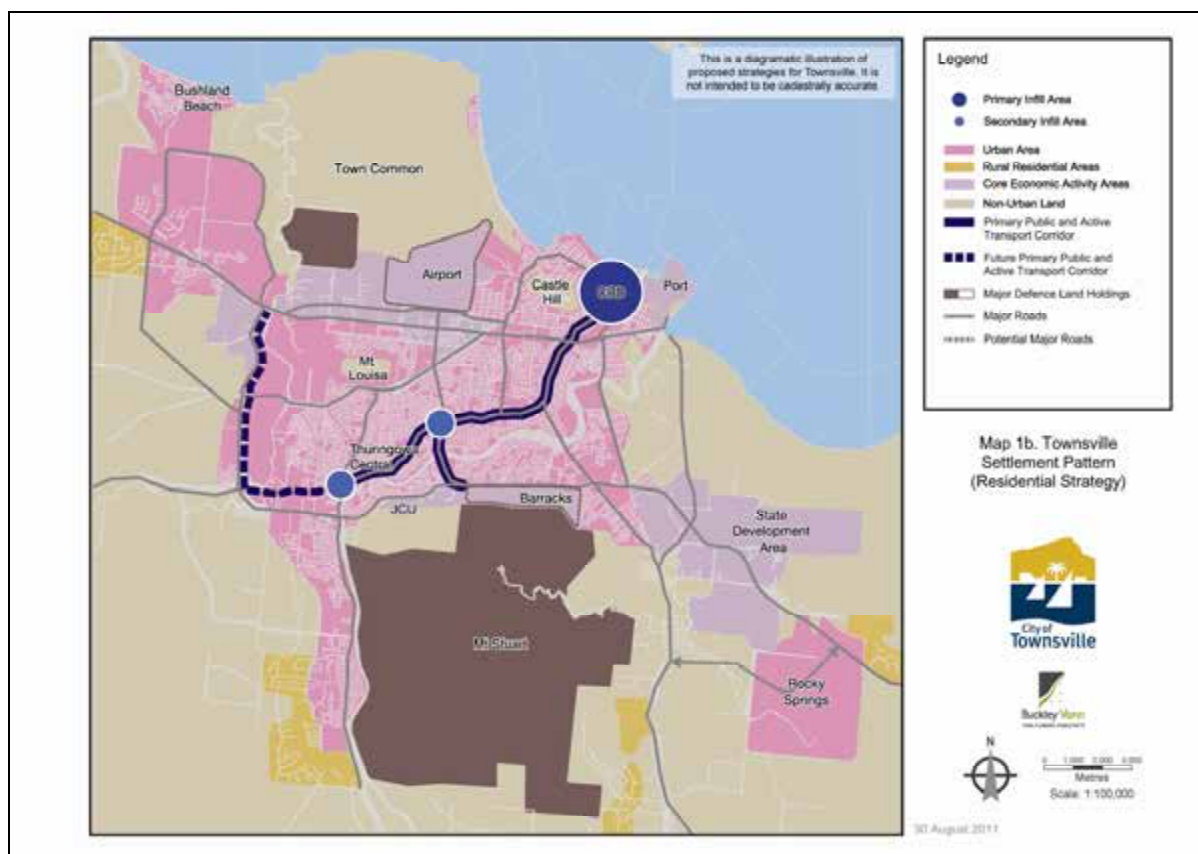
- (1) The designated settlement pattern provides for a balance of lifestyle choices that meets future community needs. It provides sufficient land for suburban housing and enhanced opportunities for other forms of housing in highly accessible locations.
- (2) Townsville has a more compact and efficient urban form that supports optimum use of active and public transport, community facilities and other infrastructure.

- (3) Urban and rural residential development is contained within designated areas.
- (4) More accessible and affordable lifestyle and housing opportunities are created with a primary focus on the central business district and its surrounds, and the major activity centres at Aitkenvale and Thuringowa Central.
- (5) Townsville has areas of special and unique residential character, derived primarily from the housing stock but also from the prevailing topography and vegetation. Within identified character precincts, the existing character housing is retained and any new development reflects dominant design elements.
- (6) The cultural heritage of Townsville makes a major contribution to the identity of the city and local communities. The cultural heritage of Townsville is conserved for the present and future Townsville communities, and new development reflects and respects cultural significance.
- (7) A hierarchy of defined activity centres form key focal points of Townsville's urban structure and accommodates the majority of future employment, and community and commercial activities in the city. These centres are the focus of movement systems, provide for a mix of uses and are supported by a residential land use pattern which enhances the centres' viability. The boundaries of centres are defined to accommodate the range and mix of uses appropriate to their function in the hierarchy.
- (8) Efficient, reliable and safe passenger and freight transport networks are provided to support the city's population and economic growth.
- (9) Infrastructure and community services are provided in an efficient way, minimising whole of lifecycle costs, and at a standard that best meets community and environmental requirements.

## Element 1: Settlement Pattern and Housing<sup>16</sup>



<sup>16</sup> These outcomes and strategies are consistent with the requirements of *State Planning Policy 1/07 Housing and Residential Development* to remove barriers to and provide opportunities for a range of housing options that respond to the housing needs of the community, and is based on an assessment of housing needs undertaken in accordance with the policy.



*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Urban Containment</b> Urban and rural residential development is contained within designated growth areas.	<ul style="list-style-type: none"> <li>Land to meet Townsville’s growth to 2036 and beyond is to be included in an urban or Rural Residential zone and indicated on the Residential Strategy maps. Development outside these zones will not be contemplated during the life of the new planning scheme.</li> </ul>
<b>Greenfield Residential Development</b> Within newly developing (greenfield) areas, development: <ul style="list-style-type: none"> <li>provides for the efficient use of land and infrastructure;</li> <li>responds to future housing needs by achieving a mix of</li> </ul>	<ul style="list-style-type: none"> <li>Council will monitor the supply of new land for urban residential development to ensure at least 10 years land supply is available to the market and to prevent land supply placing any pressure on housing affordability.</li> <li>Growth is to be accommodated in locations that are zoned for urban or rural residential purposes. Major newly developing (greenfield) areas are to be included in the Emerging Communities zone to facilitate master planning and orderly development.</li> </ul>

Specific Outcomes	Land Use Strategies
<p>dwelling types; and</p> <ul style="list-style-type: none"> <li>is designed to support more sustainable and well-connected communities..</li> </ul> <p><b>Infill Development</b></p> <p>Consolidation of residential development and a wider range of housing choices are facilitated through increases in residential density around major centres and nodes that are a potential focus for public transport. This will achieve a more compact, efficient and accessible urban form, and provide for a wider range of housing types.</p>	<ul style="list-style-type: none"> <li>Planning scheme provisions will require urban residential development in new (greenfield) areas to incorporate a diversity of lot sizes and housing forms, and an average net dwelling density<sup>17</sup> of 15 dwellings per hectare, providing a range of small to large lots sizes for detached houses and some provision for medium density housing.</li> <li>Medium and higher density outcomes will be balanced with design that responds to the city's tropical climate in terms of lot layout and built form design, and new residential development will be required to be well integrated well with existing communities and physical infrastructure.</li> <li>Rural residential subdivisions within the urban area indicated on the residential strategy map may be contemplated for conversion to urban densities except where the land is constrained (having regard to flood, bushfire, landslide or other hazard) or contains significant environmental values that are better managed by retaining the land in its current state.</li> <li>The extent of future development on Magnetic Island and in the small townships of the Northern Beaches (Balgol, Toomulla, Toolakea and Saunders Beach) is to be further investigated. These areas are not envisaged to accommodate any significant additional growth beyond current commitments. It is intended to preserve the special character and scenic and environmental values in these areas, and to avoid the major infrastructure costs of significant growth.</li> <li>On the edges of the urban area, sensitive urban uses will be required to be adequately buffered from nearby rural land so that the productive use of that land is not constrained.</li> <li>The new planning scheme will focus opportunities for higher density infill development in a limited number of central locations as indicated on Residential Strategy Map 1b: <ul style="list-style-type: none"> <li>primary locations will include the CBD and specific sites in the inner city (likely to include parts of North Ward, South Townsville and West End, where outside areas of potential flood or storm surge vulnerability and subject to further local investigations);</li> <li>secondary locations – the Aitkenvale and Thuringowa major activity centres;</li> </ul> </li> </ul>

<sup>17</sup> Net density is a measure of housing density expressed as dwellings or lots per hectare. It is calculated by adding the area of residential lots to the area of local roads and parks, and then dividing by the number of dwellings or residential lots created.

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>– a range of tertiary locations at nodes which are highly accessible to community and shopping facilities and potential public transport services. These locations are to be determined through further investigation, with initial focus on nodes along Ross River/Charters Towers Road.</li> <li>▪ Each location will adopt varying approaches to density, housing mix and built form reflective of local opportunities and characteristics. This will be determined through local area planning processes which will establish standards for urban design, density and built form.</li> <li>▪ Council will develop a range of incentives to encourage and facilitate higher density redevelopment within these areas.</li> <li>▪ Outside the focus infill areas identified above, smaller scale opportunities for low rise multiple dwellings (such as townhouses), housing for the aged, and housing on smaller lots are generally to be limited to appropriate locations near lower order centres, community infrastructure or major roads, avoiding identified character precincts. Accordingly, Council will review and refine the areas designated for medium density development under previous planning schemes.</li> <li>▪ The planning scheme will include areas intended to remain predominantly as detached housing in either a Residential Living zone or, where an identified character precinct, a Character Residential zone. These zones will primarily provide for a range of detached dwelling types on individual lots of varying size.</li> <li>▪ The new planning scheme will avoid requiring development (planning) applications for detached houses and dual occupancies in the residential zones other than where in the Character Residential Zone (<i>refer to outcomes and strategies set out in element 3 below</i>).</li> <li>▪ Planning scheme provisions guiding new subdivision and residential built form will require: <ul style="list-style-type: none"> <li>– a subdivision layout or building design that avoids the appearance of bulk and unvaried facades, creates attractive streetscapes and promotes a unique residential identity;</li> <li>– climate responsive and sustainable design features;</li> <li>– provision of a network of pedestrian, cycle, public transport and vehicular movement routes that maximise connectivity, permeability and ease of mobility;</li> </ul> </li> </ul>

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>– design and orientation to maximise amenity, and protection of open space and waterway corridors; and</li> <li>– location of dwellings within convenient walking distance of linear open space, local and district parks and centres.</li> </ul>



## Element 2: Rural Residential Areas<sup>18</sup> and Housing in Rural Areas

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Lifestyle and amenity</b> Rural residential areas provide for semi rural lifestyles in which the primary use is residential, but some, generally domestic scale, rural activities occur.	<ul style="list-style-type: none"> <li>▪ The Rural Residential zone will be used to designate those areas which provide for a very low density environment with semi-rural amenity. These are shown on Residential Strategy Map 1a and no rural residential development will be contemplated beyond these identified areas. Activities that would significantly disrupt the amenity and character of these areas are not intended to occur.</li> <li>▪ The planning scheme will provide flexibility for the establishment of cropping uses on rural residential zoned land subject to self assessable criteria which appropriately protect reasonable rural residential amenity, water quality and other environmental values.</li> <li>▪ On the edges of these zones, residential uses will be required to be buffered from nearby rural land such that the productive use of the rural land is not constrained.</li> <li>▪ Rural residential areas do not offer the full range of urban services. New development will be required to establish adequate on-site servicing at a standard that will not detract from neighbours' amenity or the quality of the local environment (and is sustainable having regard to Division 5, Section 13 of the <i>Environment Protection Policy (Water) 2009</i>.</li> <li>▪ Lot sizes in rural residential areas are to be established to protect existing character and minimise the impacts of further intensification. In particular, lots are to be of a sufficient size to avoid build up of nitrogen and phosphorous from on-site sewage treatment.</li> <li>▪ Further subdivision of rural residential areas identified as having multiple environmental constraints is generally to be avoided. Further investigation of the following areas will be undertaken by Council to determine extent of any further subdivision: Oak Valley within the Ross River Dam catchment area, Alligator Creek, and Magnetic Island.</li> </ul>
<b>Avoiding intensification</b> Rural residential development maintains the character of the rural residential locality and minimises any intensification of impacts on nearby ecological values or natural resources.	
<b>Housing in the Rural zone</b> Housing in rural areas supports the productive use of the land.	

<sup>18</sup> Rural residential is a generic term under the Queensland Planning Provisions, reference to rural residential land includes areas referred to as park residential under the existing planning scheme for the former Thuringowa Local Government Area.

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>▪ Further subdivision of land in the Rural zone land below nominated minimum lots sizes (generally 40-400ha) is not intended, particularly where this would primarily facilitate take up of rural land for lifestyle purposes.</li> <li>▪ In rural areas, houses and outbuildings are to be made self assessable, subject to appropriate separation from waterways in order to protect water quality.</li> <li>▪ Other than in the historic subdivision area at Cungulla or within the proposed extractive resources and water catchment overlay areas, up to two dwelling houses on a lot in the Rural zone are to be allowed through the planning scheme.</li> <li>▪ In some instances, more extensive provision for worker accommodation to service a particular rural activity may be warranted in the Rural zone. However, the planning scheme will require that such accommodation has a direct nexus to an on site or adjoining enterprise. Worker accommodation facilities not tied to a rural activity should be located in an urban zone. Worker accommodation facilities are not to be established in the Rural Residential Zone.</li> <li>▪ The historic subdivision at Cungulla is significantly constrained and is remote from urban services. These areas are to be included in the Rural zone with the establishment of a house limited to where the site: <ul style="list-style-type: none"> <li>- is greater than 1 ha;</li> <li>- has constructed road access;</li> <li>- contains an available building envelope clear of remnant vegetation; and</li> <li>- provides adequate separation to any existing or approved industry or other incompatible use.</li> </ul> </li> </ul>

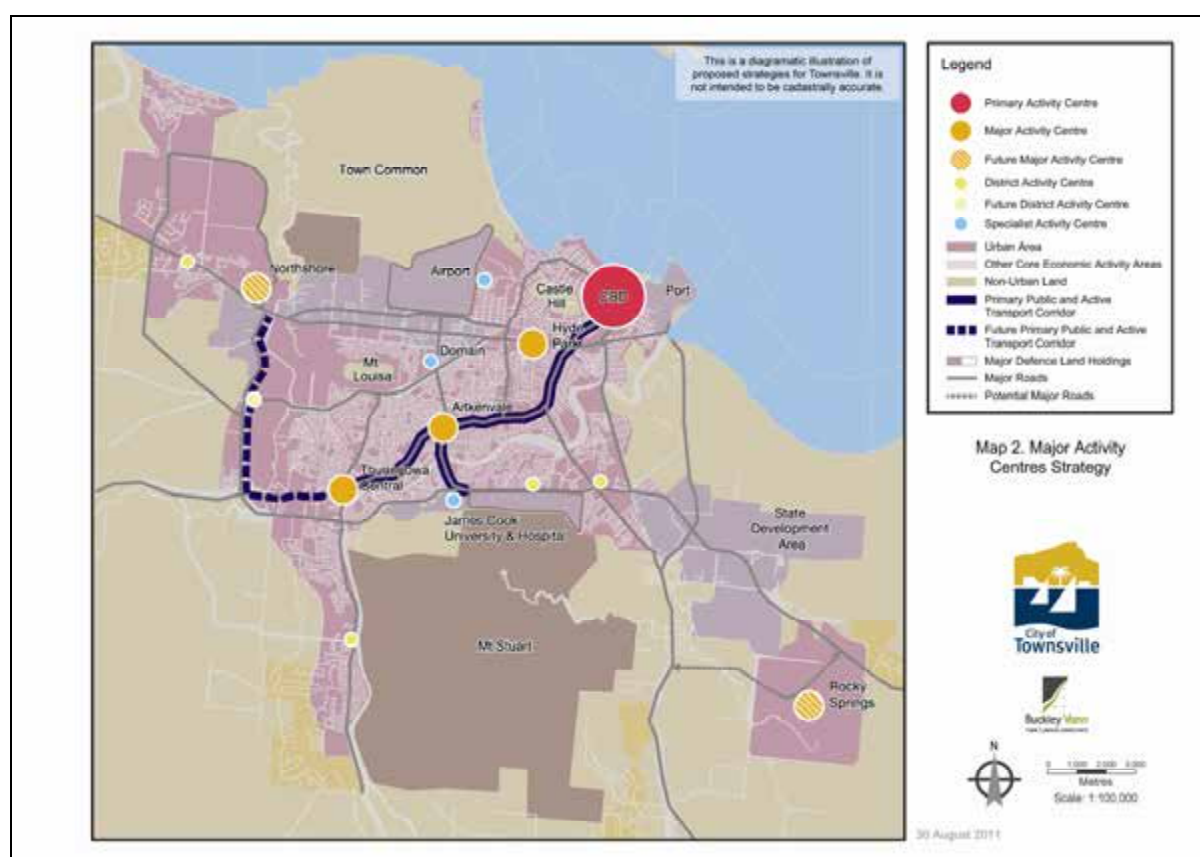
### Element 3: Heritage and Character

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<p><b>Character Areas</b></p> <p>The special character of identified parts of Townsville’s residential neighbourhoods is protected. New development is consistent with the established character in these areas.</p>	<ul style="list-style-type: none"> <li>▪ A number of specific character precincts are to be identified in the planning scheme to recognise and encompass those parts of the city that have special residential character value based primarily on the traditional built form.</li> <li>▪ Planning scheme provisions will strongly discourage demolition or removal of houses in these identified areas.</li> <li>▪ Limited new development in these areas will be facilitated where it will complement the traditional building elements and the general scale of development.</li> <li>▪ The planning scheme will identify and conserve cultural heritage, by listing places of (non-indigenous) cultural heritage and landscape heritage significance on a local heritage register, and identified on a planning scheme overlay map.</li> <li>▪ New uses for heritage places will be supported where it is demonstrated that they will be compatible with the cultural heritage significance of these places and minimise the impacts on or removal of significant fabric.</li> <li>▪ The cultural heritage significance of these places will also be a consideration in the assessment of any nearby development. Development that will have an adverse impact on cultural significance will be seen as inappropriate.</li> <li>▪ Consistent with the provisions of the <i>Aboriginal Cultural Heritage Act 2003</i>, development will be required to take all reasonable and practicable measures to ensure Aboriginal cultural heritage is not harmed.</li> </ul>
<p><b>Cultural Heritage Values</b></p> <p>Development on or near places of cultural heritage significance does not detract from their heritage significance and visual setting, or significant views to the place.</p>	
<p><b>Indigenous Cultural Heritage</b></p> <p>Places that have cultural heritage significance to Aboriginal or Torres Strait Islander peoples are protected.</p>	

## Element 4: Activity Centres



*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<p><b>Activity Centre Hierarchy</b></p> <p>Activity centres in Townsville form a hierarchy which protects the viability of each centre and facilitates optimum accessibility to employment, services and facilities for the community, a focus for public transport services.</p> <p>The hierarchy is made up of:</p> <ul style="list-style-type: none"> <li>the Principal Centre;</li> <li>Major Centres;</li> <li>District Centres;</li> </ul>	<p><b>General</b></p> <ul style="list-style-type: none"> <li>The planning scheme will facilitate a broad range of uses to be established within the identified hierarchy of centres which promote a mix of uses, enhanced vibrancy and, in the higher order district, major and principal centres, day and night time activity. Higher order centres are shown on Centres Strategy Map 2.</li> <li>Higher density residential development will be actively facilitated in the CBD (Principal Centre) and Major Centres. A mix of smaller scale, medium density residential opportunities may also be provided for in or adjoining other lower order centres.</li> <li>The identified centres provide for a high level of convenience and accessibility for the community. These centres will provide the focal points for employment, and commercial and community life. The planning scheme will strongly discourage business activities</li> </ul>

Specific Outcomes	Land Use Strategies
<ul style="list-style-type: none"> <li>Local Centres;</li> <li>Neighbourhood Centres;</li> <li>Specialised Centres.</li> </ul>	<p>outside these designated centres.</p>
<p><b>The Principal Centre</b></p> <p>The Principal Centre is the Townsville central business district (CBD) and functions as the highest order centre for North Queensland, accommodating the greatest extent of administrative, civic, commercial, retail, tourism, education and entertainment facilities in Townsville and for the surrounding region.</p> <p>The Principal Centre provides the greatest diversity in employment and business opportunities, is a focus for public transport and offers the highest density housing choices in the city that contributes to the vitality and viability of the centre.</p>	<ul style="list-style-type: none"> <li>It is anticipated that a further department store may be needed in Townsville during the life of the planning scheme. That department store is to be located in the CBD and will not be approved in any other centre.</li> <li>Service industries such as auto servicing and repairs may be accommodated in appropriate locations within centres.</li> <li>Local area planning will be undertaken for a number of centres to determine specific design guidelines. Overall, centre design parameters to be embodied in the planning scheme provisions will seek the following outcomes: <ul style="list-style-type: none"> <li>development strengthens the integration of the centre;</li> <li>active uses are provided on key pedestrian circulation streets and major frontages;</li> <li>a predominant built-to-street form is created on key frontages;</li> <li>car parking areas and access ways do not dominate major frontages and pedestrian routes;</li> <li>a high level of pedestrian and cyclist accessibility and accessibility by public transport is supported;</li> <li>human scale and pedestrian comfort is created at street level;</li> <li>design is climate responsive;</li> <li>a mix of uses and day time/night time activity is created; and</li> <li>design makes users feel safe and discourages crime and antisocial behaviour.</li> </ul> </li> </ul>
<p><b>Major Centres</b></p> <p>Major Centres in Townsville support but do not undermine the role of the CBD, offering diversity of business activity and employment opportunities. These centres service and are accessible to sub-regional catchments, offering higher order retail and commercial activities, entertainment, health, education and community facilities, as well as higher density housing choices. They are well serviced by</p>	<p><b>Principal Centre – Townsville CBD</b></p> <ul style="list-style-type: none"> <li>The planning scheme will establish development parameters and incentives that enable the CBD to re-establish its position as the heart of Townsville by strengthening its retail functions, developing an identifiable and attractive community heart and major meeting place, increasing variety of cultural and entertainment activities, reflecting the higher order regional role of the CBD.</li> <li>The CBD is primarily intended to accommodate: <ul style="list-style-type: none"> <li>additional office stock, including offices forming part of mixed use developments;</li> <li>further retail floor space focussing on: <ol style="list-style-type: none"> <li>highest order retailing facilities including establishing a department store as a signature development;</li> <li>convenience retailing for the CBD's workforce, residents and visitors (both from elsewhere in Townsville and from</li> </ol> </li> </ul> </li> </ul>
	<p>further afield); and</p>

Specific Outcomes	Land Use Strategies
public transport networks.	(c) leisure/boutique retailing and dining; <ul style="list-style-type: none"> <li>- additional higher education or training facilities;</li> <li>- Tourist related accommodation, activities and services; and</li> <li>- in-centre, high density residential accommodation;</li> </ul> <ul style="list-style-type: none"> <li>▪ The CBD's consolidation as the primary centre will also be achieved by establishing the key design parameters and incentives through the current CBD master plan process.</li> </ul>
<b>District Centres</b> District Centres provide a mix of activities and services that cater for the weekly and fortnightly needs of surrounding catchment populations. They support but do not undermine the role of higher order centres. They contain a diversity of commercial, community and entertainment related uses, with supermarket based retailing. They may also include medium density housing.	<b>Aitkenvale Major Centre</b> <ul style="list-style-type: none"> <li>▪ Aitkenvale is intended to broaden its current range of uses. The retail core of this centre provides a large array of higher order and comparison retailing, with a broader range of commercial, community, cultural and entertainment services, and higher density housing to be encouraged. Housing would include student and visitor accommodation to reinforce economic links with the James Cook University and Townsville Hospital.</li> <li>▪ An additional department store (to that which has already been approved) is not to be located within this centre.</li> <li>▪ Priorities for improved centre design in Aitkenvale will include: <ul style="list-style-type: none"> <li>- activating Elizabeth Street;</li> <li>- integrating the shopping centre with other parts of the centre;</li> <li>- providing an improved bus interchange;</li> <li>- creating better linkages with the CBD, Thuringowa Central, James Cook University and Townsville Hospital through high frequency public transport options.</li> </ul> </li> </ul>
<b>Local Centres</b> Local Centres are convenience oriented centres focused on top-up shopping and service needs of surrounding catchments, but do not undermine the role of higher order centres. They provide high levels of convenience and accessibility.	
<b>Neighbourhood Centres</b> Neighbourhood Centres are small scale facilities that provide a limited array of basic, lower order needs including convenience retail, local professional and community services and. They do not undermine the role of higher order centres.	<b>Thuringowa Central Major Centre</b> <ul style="list-style-type: none"> <li>▪ Future development in the Thuringowa Central Major Centre is intended to continue to diversify the range of activities within the centre, with a broad range of commercial, community, cultural and entertainment uses and higher density housing. Housing would include student and visitor accommodation to reinforce economic links with the James Cook University and Townsville Hospital. There is also capacity to continue to expand and diversify the retailing mix in this centre, although a department store is not to be established.</li> <li>▪ Priorities for improved centre design in Thuringowa Central will include: <ul style="list-style-type: none"> <li>- improving integration and connections within the centre, particularly across major roads;</li> <li>- establishing high amenity main street environments in the</li> </ul> </li> </ul>
<b>Specialised Centres</b> Specialised Centres incorporate major nodes of business activity with a specific and limited function.	



Specific Outcomes	Land Use Strategies
<p>They include:</p> <ul style="list-style-type: none"> <li>▪ Domain Central</li> <li>▪ James Cook University and Townsville Hospital precinct; and</li> <li>▪ Townsville Airport.</li> </ul> <p>These centres are intended to support and not to undermine other activity centres within the hierarchy.</p>	<p>long term, which may require reorientation of the car-based retail centres;</p> <ul style="list-style-type: none"> <li>- improving links with the James Cook University and Townsville Hospital through high frequency public transport options;</li> <li>- consolidating bulky goods / showroom activities and commercial offices south of Hervey Range Rd; and</li> <li>- improving links to The Riverway precinct and broadening its dining and entertainment focus.</li> </ul>
<p><b>Centre Design</b></p> <p>The design of centres in Townsville gives priority to:</p> <ul style="list-style-type: none"> <li>▪ improved accessibility to and within centres by walking, cycling and public transport;</li> <li>▪ strengthening the integration and consolidation of centres through built form and layout;</li> <li>▪ achieving attractive, safe and useable public spaces and active streetscapes.</li> </ul>	<p><b>Hyde Park Major Centre</b></p> <ul style="list-style-type: none"> <li>▪ The Hyde Park Major Centre is intended to operate as an interesting, unique and high amenity centre based around the Castletown retail core. Diversity of activity within the centre is encouraged, including higher density housing and mixed-use development. The bulk of retail activities are to be located within the Castletown and Hyde Park shopping centres, although dining and convenience retail is anticipated elsewhere.</li> <li>▪ A department store is not to be located within this centre.</li> <li>▪ Priorities for improved centre design in Hyde Park will include achieving: <ul style="list-style-type: none"> <li>- appropriate immunity to flooding and drainage characteristics;</li> <li>- improved public transport, pedestrian and cyclist connectivity to the CBD;</li> <li>- improved connectivity within the centre, including pedestrian access across Woolcock St and Kings Rd and integration of the showgrounds site with other centre uses; and</li> <li>- improved orientation and access to the lakes.</li> </ul> </li> </ul>
<p><b>Mixed Use Areas</b></p> <p>Identified areas along Ross River Road and Thuringowa Drive are intended to accommodate a mixed use of uses combined with medium density housing. Business activities are generally limited to convenience retail and small scale commercial, community and service industry uses.</p>	<p><b>North Shore and Rocky Springs Major Centres</b></p> <ul style="list-style-type: none"> <li>▪ These are planned town centres that are intended to accommodate a broad range of uses in an integrated, main street based development. They will provide the key community focal point for their respective catchments.</li> <li>▪ Ultimately the centres will include supermarkets, a discount department store, a significant range of comparison specialty retailers, retail showrooms, district medical services, commercial offices, tavern and eateries together with a range of community meeting places and recreational facilities. Uses in the centre promote a high number of local employment opportunities.</li> </ul>
<p><b>Out of Centre Development</b></p> <p>Development of business activities occurs within</p>	<ul style="list-style-type: none"> <li>▪ Higher density residential development within and adjoining these centres is encouraged.</li> <li>▪ In Rocky Springs, growth of the centre is to occur in stages in</li> </ul>

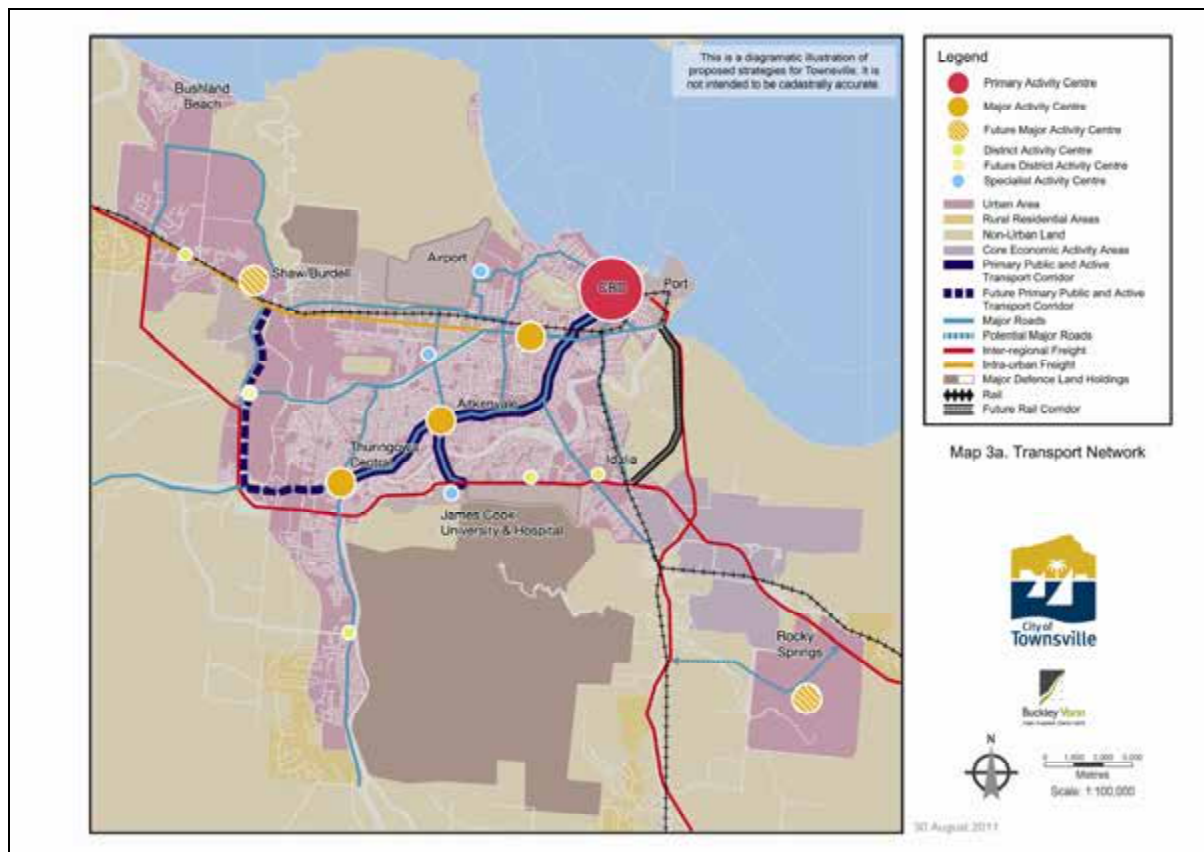
Specific Outcomes	Land Use Strategies
<p>identified activity centres, mixed use areas or as specifically provided for in industrial zones. Business activities do not locate in an out-of-centre location unless an overwhelming community need is demonstrated. Where this occurs, preference will be given to that development occurring at the edge of an existing centre, rather than in a stand-alone or more isolated location.</p>	<p>concert with the development of the surrounding master-planned community.</p> <ul style="list-style-type: none"> <li>The centres are to be designed to be well connected to the surrounding community, maximising its accessibility by walking, cycling and public transport.</li> </ul> <p><b>District Centres</b></p> <ul style="list-style-type: none"> <li>The Idalia District Centre services the south-eastern suburbs, the Stuart industrial area and highway traffic. Its primary focus will be in bulky goods retailing, and service industries, with minor growth in traditional retailing, including supermarket based shopping facilities. This centre is to become the second major bulky goods showroom development within Townsville over the planning horizon for this planning scheme (that is, in addition to Domain), and will serve the south eastern suburbs of Townsville. Appropriate access to the centre and internal circulation will require further investigation.</li> <li>Deeragun is to become a more consolidated centre, with improved integration and connections, as well as the delivery of non-retail uses including commercial and medical offices, tavern or casual dining uses. Small retail showrooms may also to be accommodated in the longer term. Further outward expansion of the centre or the establishment of additional supermarkets is not intended.</li> <li>Further development in the Rasmussen District Centre is only to accentuate the district role of this centre, and include a mix of support services, including local commercial premises and community services.</li> <li>Annandale serves as the key centre for Lavarack Barracks and is to remain a predominantly retail centre, and a range of supporting commercial services. Only limited expansion of this centre is intended.</li> <li>A new district level centre is also to be established at Greater Ascot during the 25 year horizon of the planning scheme. However, within the next 10 years, the centre is intended to develop to a local centre role.</li> </ul> <p><b>Local Centres</b></p> <ul style="list-style-type: none"> <li>The following existing and future local centres service localised catchment needs, primarily focused around a full-line supermarket and complementary and ancillary activities. Only limited expansion is anticipated at most of these centres and none are intended to expand to a level that would undermine the functioning or viability</li> </ul>

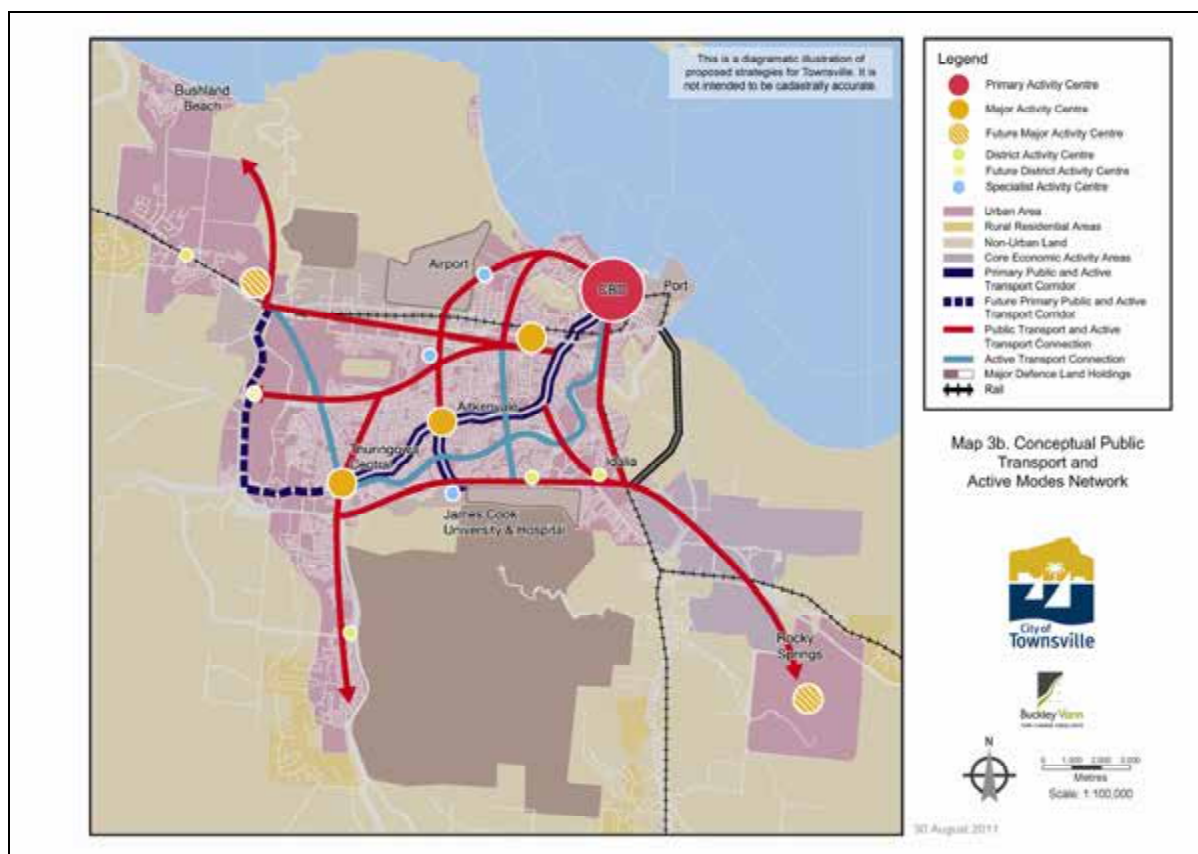


Specific Outcomes	Land Use Strategies
	<p>of higher order centres.</p> <ul style="list-style-type: none"> <li>- Vincent;</li> <li>- Garbutt Central;</li> <li>- North Ward;</li> <li>- Hermit Park;</li> <li>- Rising Sun, Mundingburra;</li> <li>- Mountain View Plaza;</li> <li>- The Precinct/Fairfield Waters Medical Centre, Idalia;</li> <li>- Bushland Beach;</li> <li>- Greenwood Drive;</li> <li>- Future Centre – Rocky Springs;</li> <li>- Future Centre – Cosgrove.</li> </ul> <p><b>Neighbourhood Centres</b></p> <ul style="list-style-type: none"> <li>▪ Existing centres in the established suburbs are not anticipated to require significant further expansion, although some minor expansion of uses may be warranted if need is established. It is not intended that the existing neighbourhood centres (including those on Magnetic Island) would expand beyond such a function to a local or higher order centre.</li> <li>▪ New neighbourhood centres are anticipated as being required during the life of the planning scheme in North Shore, Mt Low, Rocky Springs, and elsewhere in newly developing areas where need can be demonstrated.</li> </ul> <p><i>Local and neighbourhood centres are not depicted on the strategic framework map as these include numerous small scale centres throughout local neighbourhoods and are to be identified through zoning)</i></p> <p><b>Specialised Centres</b></p> <ul style="list-style-type: none"> <li>▪ The special regional business roles of Domain Central, Townsville Hospital - James Cook University precinct and Townsville Airport are to be recognised by the Specialist Centre zoning designation. These centres do not incorporate the breadth and depth of activities of other activity centres, but each provide higher order, regional functions catering for a specific market or technological role and provide significant employment. Some complementary activities are considered appropriate in catering to the needs of businesses and workers within these centres, potentially including: <ul style="list-style-type: none"> <li>- convenience retail, takeaway food and dining where need can be demonstrated that is not capable of being met by other designated centres;</li> <li>- research and technology industries at the university and hospital precinct;</li> </ul> </li> </ul>

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>- low impact industries as well as research and technology related industries at the airport; and</li> <li>- short term accommodation (other than at Domain Central).</li> </ul> <ul style="list-style-type: none"> <li>▪ These centres are not intended to develop to a level that would undermine the intended function or viability of other identified centres in the hierarchy described above, particularly with regard to the extent of retail and general commercial office uses.</li> <li>▪ Domain Central is not intended to expand to include further showrooms. In addition, retail uses, other than small facilities supporting the main retail showroom use (such as takeaway outlets for retail showroom customers) are not supported at this centre.</li> <li>▪ The university and hospital precinct is intended to accommodate specialist, knowledge-based activities including health and education services and related research and technology development. Retail activities are to be limited to those which serve the immediate needs of those residents or employed on-site. It is not intended to be developed as a residential area: residential development is to be limited to that which will accommodate students, employees and directly related visitors. Development is not to extend in to areas of landslip or bushfire risk, high scenic amenity or local, regional or state ecological significance.</li> </ul> <p><b>Mixed use areas</b></p> <p>Some areas along major roads on the frame of higher order centres may be included in a Mixed Use Zone. This is intended to facilitate redevelopment and the amalgamation of lots to achieve a more cohesive built form outcome. Only limited business activities are intended to be established within areas included in the Mixed Use zone, including convenience retailing and small scale commercial uses and service industries and community uses, together with medium density residential development.</p>

## Element 5: Transport, Accessibility and Mobility





*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Modal Choice and Connectivity</b> The city’s transport systems provide modal choice, and conveniently and efficiently connect people and significant places of employment, services and economic activity.	<ul style="list-style-type: none"> <li>The settlement pattern and centres hierarchy described above will establish the basis for optimum transport outcomes for the city, and are consistent with the draft Townsville Area Transport Strategy prepared by the state government. The pattern supports consolidation of significant infill development around the CBD and major centres on the Ross River Road corridor, which is identified by the state government as a core public transport corridor for the future.</li> <li>The centres hierarchy and designation of industrial land (<i>refer to the Sustaining Economic Growth theme</i>) also support increased employment opportunities closer to where people live, to reducing trip lengths and improve the efficiency and effectiveness of public transport and pedestrian and cyclist networks, and reinforce the significance of inter-regional freight networks.</li> </ul>
<b>Land Use - Transport Integration</b> Land use and development patterns support increases in use of active (walking and cycling) and public transport modes, including the	<ul style="list-style-type: none"> <li>Council will work with the state Government to develop high</li> </ul>

Specific Outcomes	Land Use Strategies
<p>achievement of:</p> <ul style="list-style-type: none"> <li>increased housing options close to the CBD and major centres;</li> <li>providing for accessibility to services and employment opportunities in outer urban areas; and</li> <li>design of centres and suburbs that promotes accessibility and ease of mobility.</li> </ul>	<p>quality public transport, cycling and walking networks, including dedicated bicycle facilities connecting major centres and catering for large volumes of cyclists.</p> <ul style="list-style-type: none"> <li>Planning scheme provisions will ensure the design of centres and residential areas incorporate a network of pedestrian, cycle, public transport and vehicular movement routes that maximise connectivity, permeability and ease of mobility, and to ensure new development does not undermine their efficiency or attractiveness to users. Major potential public and active transport routes are shown on Transport Network Map 3b.</li> </ul>
<p><b>Road and Freight Network</b></p> <p>The efficiency and effectiveness of the major transport corridors are protected.</p> <p>Inter-regional road, rail, sea and air freight networks are protected from incompatible development and connections to the wider north and western Queensland regions strengthened.</p>	<ul style="list-style-type: none"> <li>The planning scheme will place importance on the creation of attractive, climate responsive and safe streetscapes and public spaces in this regard, and will require structure planning of centres and emerging community areas to ensure that the development pattern allows for an appropriate integration of networks to promote high levels of accessibility.</li> <li>Council will review appropriate car parking rates for the CBD and other centres, particularly for office space and in centres residential uses.</li> <li>The planning scheme will identify the applicable function and design standards level for different elements of the road hierarchy, with a pedestrian priority created for local streets and within centres.</li> <li>Appropriate design and access standards will be established for development on and near major transport corridors, including those shown on Transport Strategy Map 3a. Further encroachment on these corridors by sensitive land uses will be avoided and reasonable standards to manage impacts where development already exists will be established. As far as possible, sound barriers are to be avoided and impacts managed through appropriate built form.</li> <li>The ongoing operation of key freight routes will be protected in the same way. Key routes include the following, as shown on Transport Network Map 3: <ul style="list-style-type: none"> <li>the Bruce and Flinders Highways</li> <li>the Ring Road</li> <li>the Townsville Port Access Road</li> <li>Woolcock Street</li> <li>Duckworth Street-Nathan Street and</li> <li>the rail lines</li> </ul> </li> <li>The planning scheme will encourage co-location of freight and</li> </ul>

Specific Outcomes	Land Use Strategies
	<p>transport related uses in industrial zoned land with convenient access to the principal road and rail freight network. The Townsville State Development Area will be the pre-eminent location in this regard.</p> <ul style="list-style-type: none"> <li>▪ Council will support relocation of the South Townsville rail yards to the Townsville State Development Area. This will act as both a catalyst for industrial development in the State Development Area and make available significant amounts of land for more appropriate land uses in proximity to the CBD.</li> <li>▪ The defence and potential international roles for Townsville Airport will be protected from incompatible development.</li> </ul>

## Element 6: Integrated Infrastructure Planning and Provision

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Settlement Pattern</b> Land use and development patterns support the efficient and cost effective provision of infrastructure services and community facilities.	<ul style="list-style-type: none"> <li>The settlement pattern and centres hierarchy described above will establish the basis for the most efficient provision of infrastructure to meet community needs over the 25 year horizon of the new planning scheme. In particular, it will minimise the spread of servicing requirements across multiple development fronts. While some upgrades will be required in the primary infill locations identified, these costs will be less than those that would be involved in continued outward expansion of the urban area.</li> </ul>
<b>Adaptability</b> Opportunities for co-location of infrastructure and multiple use of facilities are maximised. In particular, social infrastructure is adaptable to meet future community needs.	<ul style="list-style-type: none"> <li>The proposed settlement pattern supports the co-location of community services and facilities in centres where accessibility to communities can be maximised and multiple use of facilities can be coordinated.</li> <li>Council will prepare a community infrastructure plan to ensure future community needs are identified, appropriately quantified and a program established for meeting those needs. Council will work with state and federal government agencies in this regard.</li> </ul>
<b>Safety and Efficiency</b> The safe and efficient operation or use of infrastructure installations and corridors are protected.	<ul style="list-style-type: none"> <li>Council's priority infrastructure plan will document plans for trunk infrastructure to support the settlement pattern, and development contributions will be levied in accordance with the <i>Sustainable Planning Act 2009</i>. Council will investigate potentially discounted contributions within the areas identified as primary infill focus areas in recognition of the overall savings to the community that strategy will facilitate.</li> </ul>
<b>Minimising True Costs</b> Whole of lifecycle infrastructure costs are minimised.	<ul style="list-style-type: none"> <li>The planning scheme will establish appropriate development standards for the provision of on site infrastructure.</li> <li>Council will negotiate infrastructure agreements as required with development proponents and the state as part of the master planning of major development areas.</li> <li>The planning scheme will identify major infrastructure facilities and corridors and protect their future integrity by preventing further encroachment by sensitive land uses and establishing reasonable standards to manage impacts where development already exists. Such facilities include: <ul style="list-style-type: none"> <li>energy related infrastructure including (electricity transmission</li> </ul> </li> </ul>

Specific Outcomes	Land Use Strategies
	<p>lines, substations, gas lines and the like);</p> <ul style="list-style-type: none"> <li>– water and waste water treatment plants and major distribution facilities;</li> <li>– solid waste treatment and disposal facilities;</li> <li>– transport and freight networks;</li> <li>– various Defence land holdings and installations; and</li> <li>– community facilities and infrastructure.</li> </ul> <p>▪ To the extent that Council is able to regulate them, major community facilities will be required to integrate sensitively with the surrounding environment in their built form and potential impacts.</p>



## 5.2 Strong and Connected Community

### Vision for Building a Strong and Connected Community

*Vision statement: A community that draws on the diversity, skills and expertise of our residents to build a community that has pride in its culture and lifestyle.*

*Theme statement: Townsville community has a diverse make up of cultures, community groups and backgrounds which are recognised as key strengths in the community and something that needs to be embraced and nurtured. It was also identified that a well connected community builds a strong community.*

*Guiding principles:*

- *Strengthen community cohesion: Becoming a supportive and interconnected community that works together to make people feel comfortable and safe within their street, neighbourhood and the wider community;*
- *Value the richness of diversity: The diversity of cultures and community groups represented within Townsville are embraced so that we can all become champions of social inclusion;*
- *Develop a vibrant arts lifestyle: Embracing the richness and talent of the arts community;*
- *Nurture and value families: Providing opportunities to raise children within our unique lifestyle, and providing them with a great place to grow up;*
- *Develop a sense of safety: An environment in which the community feels safe to live, work and play.*
- *Provide active and passive sport and recreation opportunities: An environment where there is a choice of active and passive recreational activities contributes to the health and wellbeing of our city*
- *Open, honest and accountable leadership: Inclusive engagement and communication encourages community participation in local decision-making.*

### Community Response

There is significant community pride in Townsville and high levels of recognition of the city's lifestyle qualities, landscape character and iconic places. In guiding and regulating new development, the planning scheme will seek to strengthen this strong community base and ensure that changing community needs continue to be met.

Significantly, the planning scheme's focus will be on:

- accommodating community diversity in housing needs and lifestyle aspirations;
- protecting those values that underpin existing community identity and pride;
- creating new places and spaces that enhance that identity and pride in the city and maximise opportunities for community interaction;

- facilitating healthy and active lifestyles and transport choices; and
- facilitating accessibility to community services and facilities.

### **Links to Queensland Planning Provisions**

This part of the Townsville Land Use Proposal deals with how we can support a strong and connected community in Townsville. Consistent with the Queensland Planning Provisions' intentions for the strategic framework in the new planning scheme, "strong and connected community" forms a key "theme" for the new planning scheme, within which the following "elements" are addressed:

- urban design;
- open space;
- scenic amenity; and
- managing the impacts of development on the community.

Elements dealt with in other themes are also highly relevant to this theme, particularly housing diversity, access and mobility, character and heritage aspects.

### **Strategic Outcomes**

*"Strategic outcomes" are the overarching objectives that Council would like to achieve for Townsville through the planning scheme.*

- (1) The character and identity of communities in urban and rural areas of Townsville is protected and enhanced.
- (2) The unique architectural, cultural, historic, scenic, natural, social or spiritual qualities of places are conserved and enhanced.
- (3) High levels of accessibility are provided to community services and facilities, open space and opportunities for active and passive recreation, and to places to celebrate culture, history and identity.
- (4) A high quality network of open space and recreational opportunities provides for the diverse recreational needs of the community, facilitates social interaction, enables connections to nature and the landscape and reinforces the city's core identity
- (5) Good urban design reinforces community spirit and identity, and creates public space and streetscapes that are attractive, safe, accessible and usable.

## Element 1: Urban Design

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Crime Prevention</b> Development facilitates a high level of safety for users and the wider community.	<ul style="list-style-type: none"> <li>▪ The planning scheme will place a high priority on achieving good quality urban design in all parts of Townsville. In particular, careful design guidance will be established for those areas that will be the focus of growth and change over the life of the planning scheme: for greenfield areas, higher density infill residential areas and activity centres.</li> <li>▪ Urban design / master planning will provide for (amongst other things):               <ul style="list-style-type: none"> <li>– the creation of a sense of place and distinctive identity;</li> <li>– strong relationships between buildings, streets and public spaces;</li> <li>– reduction of building bulk through design features and creation of a human scale at street level;</li> <li>– appropriate building heights, having regard to the intended character of the locality and potential impacts of development;</li> <li>– protection of important views, landscape features and values, and places of cultural heritage significance;</li> <li>– a high level of integration with surrounding areas; and</li> <li>– high levels of accessibility, particularly by public transport, walking and cycling.</li> </ul> </li> <li>▪ The principles of crime prevention through environmental design will be incorporated into the new planning scheme, including the provision for:<sup>19</sup> <ul style="list-style-type: none"> <li>– maximum opportunities for casual surveillance;</li> <li>– exterior building designs which promote safety by avoiding concealed spaces or potential entrapment spaces;</li> <li>– adequate definition of private, semi private and public space;</li> <li>– adequate lighting especially of potential entrapment locations; and</li> <li>– appropriate way-finding mechanisms.</li> </ul> </li> <li>▪ Without duplicating the requirements of the <i>Building Act 1975</i>, the planning scheme will include development requirements that</li> </ul>
<b>Integration</b> Development facilitates the creation of integrated, attractive places in which pedestrian and cyclist permeability and accessibility is enhanced.	
<b>Built Form</b> Built form is: <ul style="list-style-type: none"> <li>▪ consistent with the existing or desired character of the locality in which it is located;</li> <li>▪ oriented to the street and public places;</li> <li>▪ enhances the existing streetscape; and</li> <li>▪ is responsive to local climatic conditions.</li> </ul>	
<b>The Public Realm</b> High quality public spaces are created that optimise opportunities for community interaction.	

<sup>19</sup> Crime Prevention through Environmental Design (CPTED) Guidelines for Queensland will provide relevant guidance.

Specific Outcomes	Land Use Strategies
	<p>seek design which is more responsive to Townsville's climate, in particular:</p> <ul style="list-style-type: none"> <li>– subdivision design ensures lots are oriented to maximise solar access and prevailing breezes;</li> <li>– buildings and public spaces maximise cross ventilation and shade; and</li> <li>– appropriate "end of trip" cycling facilities are provided.</li> </ul>

## Element 2: The Open Space Network

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<p><b>Open Space Network</b></p> <p>Townsville has an open space network that provides:</p> <ul style="list-style-type: none"> <li>recreation and sporting parks in line with community needs;</li> <li>a diverse range of activity opportunities and landscape settings to encourage healthy lifestyles and maximise opportunities for engagement in physical activity;</li> <li>safe, attractive places and equitable and convenient access to recreation, sport and open space infrastructure; and</li> <li>spaces and facilities that support the ongoing viability of community user groups and have capacity to adapt to changing needs over time.</li> </ul>	<ul style="list-style-type: none"> <li>Council will ensure that provision of recreation and open space opportunities and infrastructure is designed and provided to: <ul style="list-style-type: none"> <li>accurately reflect community needs, mindful of the community’s differing economic, cultural and social values;</li> <li>be cost efficient, effective and provide for equitable access, with a focus on gaining efficiencies by co-locating sports in hubs;</li> <li>be utilised to the maximum extent appropriate;</li> <li>be designed and effectively maintained to a high quality, commensurate with the nature and use of the facilities and spaces;</li> <li>be safely and conveniently accessed and used by all existing and potential users;</li> <li>incorporate the natural landscape so that people have access to places that connect with nature and utilise natural features to establish recreation links;</li> <li>link recreation spaces and community hubs via recreation corridors wherever possible; and</li> <li>have minimal impacts on surrounding land uses.</li> </ul> </li> <li>A classification and hierarchy system has been developed for the open space network, based on primary function. It consists of: <ul style="list-style-type: none"> <li>local, district and regional recreation parks, corridor or recreation linkage and amenity parks: providing non-formal sport and recreational opportunities; and</li> <li>district, regional and specialised sports parks: providing for a variety of formal sporting activities through provision of a range of training and competition infrastructure.</li> </ul> </li> <li>Council’s planning for this network will focus on: <ul style="list-style-type: none"> <li>ensuring the majority of residential households are within easy walking distance of a local recreation park or an embellished recreation corridor;</li> <li>providing regional recreation parks near the major activity centres offering different experiences and opportunities through diversity of setting, design and embellishment;</li> <li>ensuring residential areas are connected to key</li> </ul> </li> </ul>

Specific Outcomes	Land Use Strategies
	<p>infrastructure (retail, commerce and community hubs) by recreation corridors or through the development of on-road and beside-road footpaths and cycleways;</p> <ul style="list-style-type: none"> <li>– as far as possible, pursuing the establishment of sports hubs through the provision of regional sports facilities; and</li> <li>– co-locating district recreation parks with community hubs such as schools, community centres, pools and the like, particularly in infill areas, areas with high percentages of families or other areas of identified need.</li> </ul> <ul style="list-style-type: none"> <li>▪ The planning scheme will establish specific standards for the provision of open space in new developments which will include <ul style="list-style-type: none"> <li>– land supply standards;</li> <li>– accessibility standards;</li> <li>– land characteristics standards;</li> <li>– design and embellishment standards; and</li> <li>– setting and diversity standards.</li> </ul> </li> </ul>

### Element 3: Scenic Amenity

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Iconic Features</b> Townsville maintains the scenic amenity values and iconic features that contribute to its character and sense of place.	<ul style="list-style-type: none"> <li>▪ The planning scheme will identify areas of high scenic amenity in an overlay map. These areas generally equate to elevated and vegetated areas which also contain substantive ecological value, including but not limited to: <ul style="list-style-type: none"> <li>– Magnetic Island, Castle Hill and Mount Louisa and other elevated parts of the city;</li> <li>– Cape Pallarenda, Mount Stuart<sup>20</sup>, Mount Elliot and Mount Cleveland;</li> <li>– the Pinnacles and Herveys Range to Paluma.</li> </ul> </li> </ul>
<b>Maintaining Scenic Amenity</b> Development in identified areas of high scenic amenity minimises adverse impacts on high scenic amenity values.	<ul style="list-style-type: none"> <li>▪ More specifically, it includes those areas that are mapped<sup>21</sup> to have a scenic amenity rating of 6 to 10 in urban areas, a rating of 7 to 10 in non urban areas or identified as a management area.</li> <li>▪ Within these areas development will be constrained to ensure the ongoing protection of valuable scenic areas, to maintain their contribution to the unique Townsville character and sense of place by limiting the extent of change.</li> </ul>
<b>Non Urban Landscape Values</b> Non urban land is protected to define the edge to the areas designated for urban or rural residential development and to protect non urban landscape values.	<ul style="list-style-type: none"> <li>▪ Development standards will be established that require building scale that does not detract from scenic amenity, that significant views to these areas are maintained and that other potential impacts on the landscape are minimised. Accordingly, development within these areas will require a detailed assessment of visual impact, and a planning scheme policy will be established to guide applicants in this regard.</li> <li>▪ The settlement pattern identifies land needed and intended for urban and rural residential development for the life of the planning scheme. Urban and rural residential development within rural zoned land will not be contemplated by Council.</li> </ul>

<sup>20</sup> Council acknowledges that much of the Mount Stuart area is under the control of the Department of Defence and is outside the jurisdiction of the planning scheme.

<sup>21</sup> This mapping is contained in the Scenic Amenity Study prepared for Council by GHD May 2011.

#### Element 4: Controlling the Impacts of Development on the Community

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Protection of Amenity</b> The community has realistic amenity expectations for its local area, based on the intended nature of development. Amenity is protected in accordance with those expectations.	<ul style="list-style-type: none"><li>▪ The planning scheme will establish zone designations, and in some cases precincts, to adequately represent the type and scale of development intended for an area. This forms the basis for the community to establish realistic expectations about the type of amenity that can be expected in an area. Council will seek to prevent intrusion of development that is not intended for an area and could seriously detract from residential amenity or create significant social impacts.</li></ul>
<b>Social Impacts</b> Social impacts and impacts on local amenity are avoided or minimised.	<ul style="list-style-type: none"><li>▪ Zoning designations will also seek to maintain buffers between residential areas and incompatible non residential development or infrastructure.</li><li>▪ Development standards will be established to mitigate the effects of new development on local character, noise and air quality, access to sunlight, breezes and privacy, and avoid commercial or through traffic in residential streets.</li><li>▪ The planning scheme will not protect private views, other than where development is inconsistent with the intent for a local area is proposed.</li><li>▪ The planning scheme will seek assessment of the social impacts of development that is major in nature or is inconsistent with the intentions for the area in which it is proposed.</li></ul>



## 5.3 Environmentally Sustainable Future

### Vision for Fostering an Environmentally Sustainable Future for Townsville

*Vision statement: Our community recognises and values our natural environment. We acknowledge the need for a more sustainable future and seek to achieve this through solutions that minimise our impact on the environment.*

*Theme statement: Our community values the natural environment of Townsville and recognises it as a key aspect of our lifestyle. Our community wants Townsville to be a leader in environmental sustainability, including embracing the use of renewable energy.*

*Guiding Principles*

- *Valuing our natural environment and urban green spaces: The Townsville community recognises, protects, retains and enhances the values and condition of our natural environment, urban green spaces, and scenic amenity.*
- *Taking responsibility for the health of our local waterways, wetlands and marine areas: The community takes appropriate actions to maintain the values and condition of our local waterways, wetlands and the marine environments.*
- *Adopting an environmentally sustainable lifestyle at home, work and at play: the community understands that our activities have an environmental impact. Individually and collectively we take responsibility for undertaking appropriate actions at home, work and play to minimise these impacts.*

### Environment Response

Townsville's biodiversity is very extensive, incorporating areas of local, regional, state, national and international significance, including world heritage areas and Ramsar sites. Ranging from coastal wetlands to tropical rainforests, diverse habitats provide refuge to thousands of species including several threatened or iconic species. As well as their ecological functions, these resources support the scenic amenity values and economic health of the region.

Having regard to the likely causes and implications of climate change, Council's overarching approach in developing this draft Townsville Land Use Proposal is to seek the most sustainable balance possible for the city by accommodating growth in a manner that:

- minimises additional loss of or pressure on Townsville's natural (including coastal) resources;
- maintains key habitat areas and corridors;
- supports the most efficient use of fossil fuels (especially as a result of transport patterns); and
- minimises the risk to people and development from natural hazards, taking into account the likely effects of climate change.

The approach to the planning and management of non urban land is to recognise the multiple values, resources and varying development pressures which exist, and allow for optimum productive use of land, without adversely impacting upon the underlying natural resource values.

## Links to Queensland Planning Provisions

This part of the draft Townsville Land Use Proposal deals with how an environmentally sustainable future in line with the Community Plan vision can be created. Consistent with the Queensland Planning Provisions' intentions for the strategic framework in the new planning scheme, an "environmentally sustainable future" is a key "theme" within which the following "elements" are addressed:

- biodiversity;
- integrated water cycle management and ecosystem health;
- coastal management;
- natural hazards; and
- managing impacts of development.

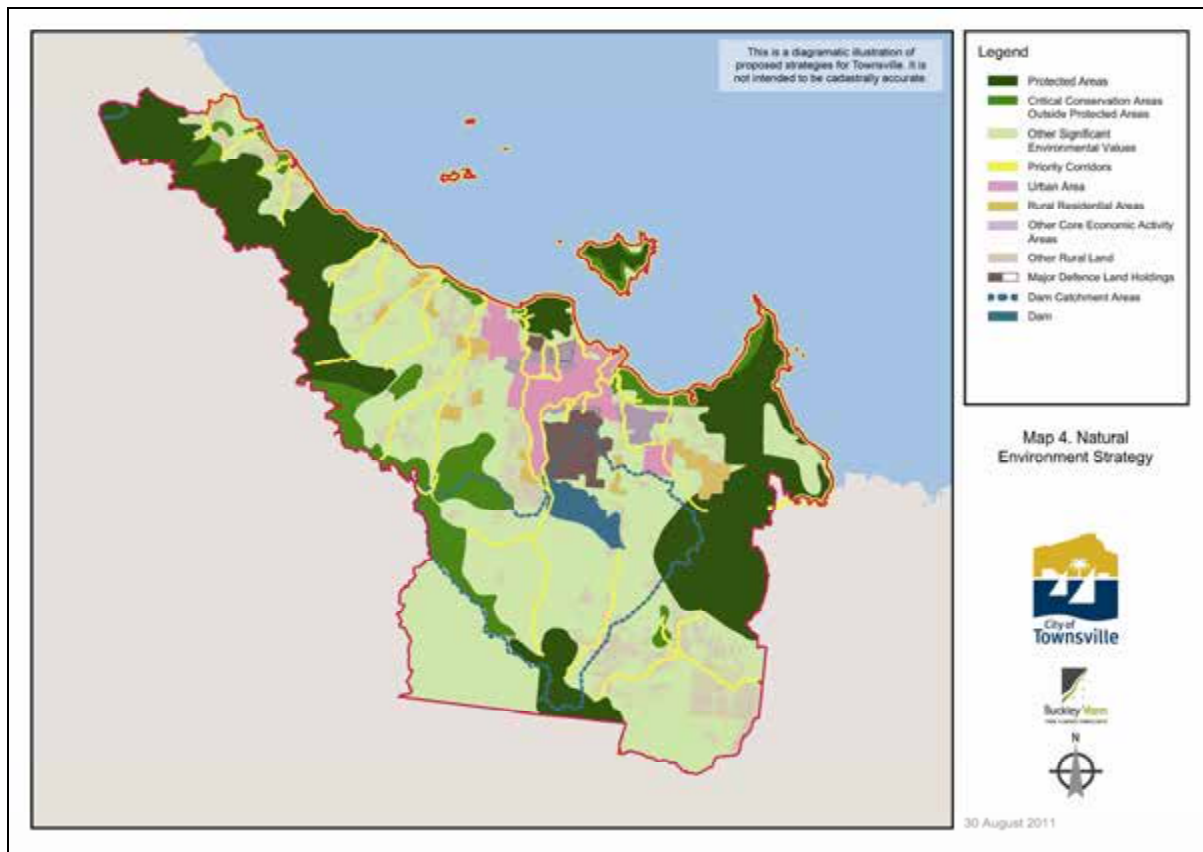
## Strategic Outcomes

*"Strategic outcomes" are the overarching objectives that Council would like to achieve for Townsville through the planning scheme.*

- (1) Townsville's natural environment, including its ecological processes and biodiversity values are conserved, enhanced and restored to maintain their life supporting capacities for present and future generations.
- (2) Biodiversity is dependent on a network of wildlife corridors that link the existing and future conservation estate. Habitat areas and corridors are retained, and degraded links are restored to provide a continuous habitat network.
- (3) The network of waterways and wetlands that contribute to terrestrial biodiversity, fisheries and marine habitats, including the Great Barrier Reef, is protected from the impacts of development to maintain high standards of water quality and waterway health.
- (4) Water quality is protected, particularly within the city's water resource catchments.
- (5) The coastal zone is managed to protect, conserve and rehabilitate coastal resources and biological diversity<sup>22</sup>.
- (6) Risk to life, property and ecosystems as a result of natural hazards is minimised, and development is managed to respond to the likely impacts of climate change.
- (7) The impacts of development on the natural environment are minimised.

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<sup>22</sup> This outcome is consistent with the draft State Planning Policy for Coastal Protection



## Element 1: Biodiversity

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Protecting Habitat</b> Development avoids ecologically important areas.	<ul style="list-style-type: none"><li>Ecologically important areas of national, state, regional and local significance will be identified in overlay maps. These have been assessed utilising the common nature conservation classification system (CNCCS) based on an assessment of at risk species, ecosystem value, size, condition, diversity, connection and other ecosystem values. They include areas of high ecological significance (HES) identified by the state and World Heritage Areas. Similarly, habitat corridors have been identified and classified according to their relative priority and the level of restoration that may be required.</li></ul>
<b>Minimising Fragmentation</b> Fragmentation of existing habitat is minimised to maintain biodiversity and increase ecological resilience to climate change.	
<b>Buffering</b> Appropriate buffers and separation distances are incorporated between development and significant vegetation, wetlands and waterways.	

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<sup>23</sup> Council notes that to the extent these values occur within Defence land, the primary purpose of that land is for Defence purposes and the regulation of such activities is beyond the jurisdiction of the planning scheme. It is acknowledged that the Department of Defence is committed to managing the environmental values on its holdings.

Specific Outcomes	Land Use Strategies
<p><b>Protecting Corridors</b></p> <p>Ecological corridors are maintained and where appropriate, rehabilitated, to support:</p> <ul style="list-style-type: none"> <li>the natural change in distributions of species and connectivity between populations of species over long periods of time;</li> <li>ecological responses to climate change;</li> <li>the maintenance of large scale seasonal / migratory species processes and movement of fauna; and</li> <li>connectivity between large tracts / patches of remnant vegetation.</li> </ul>	<p>Other areas will also be protected by the planning scheme. In particular, development will be required to:</p> <ul style="list-style-type: none"> <li>maintain the identified ecologically important features;</li> <li>buffer areas of significance;</li> <li>retain corridors, including retention of or rehabilitation of corridors;</li> <li>avoid direct and indirect impacts on important species;</li> <li>retain permeability through sites by retaining waterway corridors and ecological features and incorporating wildlife crossings of linear infrastructure;</li> <li>protect fish habitat areas and avoid barriers to fish movements;</li> <li>maintain the natural hydrological regimes of drainage catchments;</li> <li>transfer ecologically important features into Council ownership for conservation purposes; and</li> <li>restore degraded portions of sites and ensure use of local native species in landscaping.</li> </ul>
<p><b>Minimising Impacts</b></p> <p>Development incorporates appropriate mitigation strategies to minimise potential damage to environmental and habitat values.</p>	<ul style="list-style-type: none"> <li>Outside designated urban areas, development which is of a scale or nature that is likely to result in significant impacts on the areas identified to be of ecological significance will not be approved<sup>23</sup>.</li> <li>Within urban areas, Council will have regard to the extent of existing development approvals in areas designated for urban development. Any revised development proposal should not worsen the loss of or impact on significant values.</li> </ul>
<p><b>Protection of Fisheries</b></p> <p>Development avoids areas important to fisheries.</p>	<ul style="list-style-type: none"> <li>Corridors and buffers will be required to be of a width which provides for: <ul style="list-style-type: none"> <li>movement and viability of relevant fauna;</li> <li>minimisation of edge effects; and</li> <li>a riparian corridor that maintains the hydrological functions of the waterway;</li> </ul> </li> <li>Any recreational, maintenance and bushfire setback functions will be required to be provided in addition to the areas required for ecological purposes.</li> <li>Those areas identified for investigation for future industry use will require further examination of ecological values prior to determining developable areas. Developable areas will minimise encroachment into high value areas.</li> <li>Development will be required to ensure access to national parks and other land in the protected estate is not compromised.</li> </ul>

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>▪ A planning scheme policy will be developed to guide the requirements for ecological assessments and for appropriate landscape species.</li> </ul>

## Element 2: Integrated Water Cycle Management and Ecosystem Health

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Protection of Waterways and Wetlands</b> Wetlands, waterways and riparian areas are maintained, enhanced and restored to enhance water quality and maintain ecological functioning.	<ul style="list-style-type: none"> <li>▪ Important aquatic ecosystems have been identified and will be included in the planning scheme as an overlay map.</li> <li>▪ The proposed settlement pattern avoids further expansion of areas for urban development into or nearer to important aquatic ecosystems.</li> <li>▪ Outside the designated urban areas, any development within or near mapped wetland areas will be required to be located outside the wetland and avoid adverse effects on the wetland.</li> <li>▪ Within the designated urban areas, any development in the vicinity of mapped wetland areas will be required to be located outside wetland, and avoid adverse effects as far as possible (or otherwise minimise and offset those effects)<sup>24</sup>.</li> <li>▪ Development will be required to be buffered from waterways (depending on stream order and characteristics), with a buffer width sufficient for: <ul style="list-style-type: none"> <li>– ecological and habitat functions;</li> <li>– the minimisation of edge effects;</li> <li>– the hydrological (including flood related) functions; and</li> <li>– any recreational, maintenance and bushfire setback functions outside the areas required for ecological purposes.</li> </ul> </li> <li>▪ The water resource catchment of the Ross River Dam will be recognised and protected in the new planning scheme through an overlay. The Paluma Dam and Crystal Creek catchments are protected by virtue of the surrounding National Park tenure.</li> <li>▪ Minimum lot sizes within rural precincts that fall within the Ross River Dam catchment area are to be set at 400ha in order to preclude any further intensification of rural activity.</li> </ul>
<b>Protection of Water Resource Catchments</b> Intensification of development within the catchment areas of the Ross River Dam is avoided.	
<b>Water Quality and Ecosystem Health</b> Water quality of both surface and ground waters, and the ecological and hydrological processes of catchments are protected.	
<b>Healthy Waterways</b> New development incorporates drainage, stormwater and waste water management measures that protect ground and surface water quality and the environmental values specified in the Environment Protection Policy (Water).	

<sup>24</sup> This strategy is consistent with Temporary State Planning Policy 1/10 Protecting Wetlands of High Ecological Significance in Great Barrier Reef Catchments

Specific Outcomes	Land Use Strategies
<p><b>Water Use Efficiency</b></p> <p>Development facilitates efficient water use and demand management and water related infrastructure is planned as part of the total water cycle.</p>	<ul style="list-style-type: none"> <li>▪ Council will investigate the Oak Valley rural residential area to examine opportunities to minimise further subdivision within the catchment.</li> <li>▪ Other forms of development which would intensify activity or use of the Ross River Dam catchment area (whether of a rural or non rural nature) are intended to be precluded from this area. Intensification of development within this area is also discouraged given its proximity to the Department of Defence training area.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Best practice water sensitive design (adapted to the dry tropics environment) and integrated water cycle management are to be established as the basis for engineering standards. Requirements will be based on regionally specific climate and water quality characteristics, and will be consistent with Council's Total Water Cycle Management Plan and State Planning Policy Guideline for Healthy Waters and Environment Protection Policy (Water). These standards will deal with: <ul style="list-style-type: none"> <li>- water use and reuse efficiency;</li> <li>- erosion and sediment control;</li> <li>- stormwater management (water quality and quantity);</li> <li>- groundwater protection;</li> <li>- flooding and floodplain management; and</li> <li>- avoiding disruption to natural hydrological processes.</li> </ul> </li> <li>▪ Water efficient landscaping principles will be established including: <ul style="list-style-type: none"> <li>- use of low water use plant species;</li> <li>- grouping species of similar water needs;</li> <li>- efficient use of lawn areas;</li> <li>- water retention treatments in garden beds;</li> <li>- design to maximise capture of rainfall and prevent runoff; and</li> <li>- a list of appropriate plant species for Townsville.</li> </ul> </li> </ul>



### Element 3: Coastal Management<sup>25</sup>

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Conservation of Coastal Resources</b> The conservation of coastal resources is maximised, and areas of high ecological significance or scenic amenity are protected.	<ul style="list-style-type: none"> <li>▪ The coastal zone and areas of high ecological significance will be identified in the planning scheme through an overlay map.</li> <li>▪ The settlement pattern has been determined to avoid expansion of the urban footprint into the coastal zone</li> <li>▪ With areas already committed to development, storm surge and erosion prone risk will be managed by avoiding any intensification of development in these areas and implementing development standards through codes in accordance with the requirements of the draft <i>State Planning Policy for Coastal Protection</i>.</li> <li>▪ Outside designated urban areas, only coastal dependent development<sup>26</sup> will be approved within coastal hazard areas, in accordance with the requirements of the draft <i>State Planning Policy for Coastal Protection</i>.</li> <li>▪ The planning scheme will identify and protect coastal areas of high scenic value in the manner identified under the Strong and Connected Community theme.</li> <li>▪ Development standards will also require that pedestrian access to and along the foreshore is provided and such access is appropriately designed to maintain environmental values.</li> </ul>
<b>Coastal Risks</b> Exposure of communities to the risk of adverse coastal hazard impacts is minimised, taking into account the projected effects of climate change.	
<b>Public Access</b> Public access to the foreshore is maintained and enhanced for current and future generations.	

<sup>25</sup> This part is consistent with the draft State Planning Policy for Coastal Protection.

<sup>26</sup> Coastal dependent development is defined in the Draft State Planning Policy for Coastal Protection as development that requires access to tidal waters to function.

#### Element 4: Natural Hazards (Bushfire, Landslip and Flood)<sup>27</sup>

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<p><b>Compatible Development</b> New development in areas subject to bushfire, landslide or flooding hazard is compatible with the nature of the hazard.</p>	<p><b>Bushfire</b></p> <ul style="list-style-type: none"> <li>▪ Areas of medium and high bushfire hazard are to be identified in the planning scheme in an overlay map, including a 100m buffer to high hazard areas and a 50m buffer to medium hazard areas.</li> <li>▪ The settlement pattern has been determined to avoid further expansion of the urban (and rural residential) footprint into hazard areas.</li> <li>▪ Highly vulnerable development or development that may start bushfires or is a potential hazard (such as that listed below) will be restricted from development in high bushfire hazard areas. <ul style="list-style-type: none"> <li>– aged care facility;</li> <li>– child care centre;</li> <li>– hospitals;</li> <li>– educational facilities;</li> <li>– shopping centres;</li> <li>– housing at urban or rural residential densities;</li> <li>– tourist facilities;</li> <li>– industries, commercial operations, storage facility or infrastructure involving hazardous or flammable material; and</li> <li>– facilities such as sawmills and junkyards.</li> </ul> </li> <li>▪ All development within medium and high bushfire hazard areas will be required to undertake a risk assessment in accordance with the relevant Australian Standards and State Planning Policy 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide. A planning scheme policy will be prepared to provide guidance in this regard.</li> <li>▪ Appropriate development standards will be established for hazard areas, consistent with AS 3959-2009 and including: <ul style="list-style-type: none"> <li>– the provision of separation areas between buildings and bushfire hazard;</li> </ul> </li> </ul>
<p><b>Avoiding Increase to Risk</b> Development does not materially increase the extent or the severity of natural hazards.</p>	
<p><b>Protection of the Floodplain</b> The hydraulic capacity and functioning of flood plains is maintained to the greatest extent possible.</p>	

<sup>27</sup> This part is consistent with the *State Planning Policy 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide*.

<sup>28</sup> A defined flood event is a requirement of *State Planning Policy 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide* and represents the level of flood risk which forms the basis of Council's planning.

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>– construction standards;</li> <li>– appropriate access for residents, fire fighters and emergency service workers;</li> <li>– adequate water supply and pressure;</li> <li>– site layout and design;</li> <li>– emergency management arrangements for fire protection or evacuation; and</li> <li>– suitable landscaping, to limit fire spread.</li> </ul> <p>In this regard, Council will adopt the most recent best practice guidelines available.</p> <ul style="list-style-type: none"> <li>▪ Council will review development densities in rural residential areas identified as at greatest risk from bushfire, including Bluewater Park, Alligator Creek and Oak Valley.</li> </ul> <p><b>Landslide</b></p> <ul style="list-style-type: none"> <li>▪ Land potentially subject to landslide hazard will be identified in an overlay map within the planning scheme.</li> <li>▪ Within these areas, further geotechnical investigations will be required in order to adequately avoid and mitigate risks, and development standards will be established to: <ul style="list-style-type: none"> <li>– effectively manage stormwater runoff;</li> <li>– minimise erosion and slope instability events on slopes exceeding an average gradient of 23°;</li> <li>– establish appropriate building design and construction measures;</li> <li>– reduce the visual impacts of buildings and associated works through suitable external building treatment and landscaping; and</li> <li>– encourage safe and efficient vehicular access onto steeply sloping land.</li> </ul> </li> <li>▪ A planning scheme policy will be prepared to provide guidance on the nature and extent of geotechnical studies that may be required.</li> </ul> <p><b>Flooding and Storm Tide</b></p> <ul style="list-style-type: none"> <li>▪ Council is currently undertaking updated and refined flood modelling and analysis, and has determined a defined flood event<sup>28</sup> which will represent the benchmark for managing flood risk. These areas will be identified in the new planning scheme as an overlay map. The defined flood event will be established at 100 year average recurrence interval (or 1 in 100 probability of that flood event in any year).</li> </ul>

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>▪ Council will also determine a defined storm tide event in accordance with the assessment factors established by the state government in the draft State Planning Policy for Coastal Protection.</li> <li>▪ The settlement pattern has been determined to avoid expansion of the urban footprint into the storm tide and flood prone areas.</li> <li>▪ However, significant areas of Townsville are already established within the flood plains of the Ross and Bohle Rivers, as well as within the coastal zone. Within these already committed areas, the flood and storm tide risk will be managed primarily by avoiding any intensification of development within the areas affected by the defined events. While existing dwellings and other development may be redeveloped to a similar level, any significant increase in intensity is to be avoided. Zoning designation over these areas (including South Townsville, Railway Estate and Hermit Park) will be adjusted to reflect this intention.</li> <li>▪ Where areas are identified as a for future focus for higher density infill housing, local area planning will review flood risks and ensure the design response avoids or decreases vulnerability to those risks.</li> <li>▪ The planning scheme will implement development standards through codes which will establish minimum habitable floor levels in any new development, and will otherwise seek to: <ul style="list-style-type: none"> <li>– maintain the safety of people on the development site from all floods up to and including the defined events;</li> <li>– minimise the potential damage from flooding to property on the development site;</li> <li>– ensure development does not result in adverse impacts beyond the development site on people's safety or the capacity to use land within the flood plain;</li> <li>– minimise downstream effects and alteration to the hydraulic capacity of the flood plane especially as a result of earthworks;</li> <li>– ensure essential infrastructure (such as. on-site electricity, gas, water supply, sewerage and telecommunications) maintains its function; and</li> <li>– establish design that allows for appropriate hazard warning times and evacuation routes.</li> </ul> </li> <li>▪ Council will also determine appropriate standards for flood mitigation works.</li> </ul>

## Element 5: Managing Impacts of Development on the Environment<sup>29</sup>

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Acid Sulfate Soils</b> The release of acid and associated metal contaminants into the environment is avoided.	<ul style="list-style-type: none"> <li>▪ The proposed settlement pattern has been determined to facilitate a more efficient and sustainable urban form, minimising demand for energy and fossil fuels into the future.</li> <li>▪ Areas prone to the potential impacts of acid sulphate soils will be identified in the planning scheme in an overlay map.</li> <li>▪ Appropriate standards for development involving filling or excavation will be established in accordance with <i>State Planning Policy 2/02 Planning and Managing Development Involving Acid Sulfate Soils</i>, so that disturbance to acid sulfate soils is minimised and disturbed acid sulfate soils are appropriately treated.</li> <li>▪ Without duplicating the requirements of the <i>Building Act 1975</i>, the planning scheme will include development requirements that seek design which is more energy efficient and climate responsive, in particular: <ul style="list-style-type: none"> <li>– subdivision design ensures lots are oriented to maximise solar access and prevailing breezes;</li> <li>– buildings and public spaces maximise cross ventilation and shade;</li> <li>– other building features are incorporated which reduce carbon dioxide use;</li> <li>– provision of land scaping and shade structure which provide solar protection; and</li> <li>– appropriate “end of trip” cycling facilities are provided.</li> </ul> </li> <li>▪ Without duplicating the requirements of the <i>Environment Protection Act 1994</i>, the planning scheme will include development requirements that seek to avoid and minimise potential air quality and noise related impacts.</li> <li>▪ The planning scheme will encourage innovation in climate responsive and energy efficient design approaches.</li> </ul>
<b>Climate Responsiveness</b> Development is designed to sensitively respond to Townsville's climate through its orientation, layout and design of built form.	
<b>Energy use efficiency</b> Development minimises demands for energy use and otherwise promotes efficient use of energy.	
<b>Air and Noise Pollutants</b> Development with the potential to cause environmental harm or nuisance as a result of air or noise emissions is appropriately located, designed and managed.	

<sup>29</sup> This part is consistent with *State Planning Policy 4/10 Healthy Waters*, and *State Planning Policy 2/02 Planning and Managing Development Involving Acid Sulfate Soils*.

## 5.4 Sustaining Economic Growth

### Vision for Sustaining Economic Growth

The Community Plan identifies the following aspiration for Townsville:

*Vision statement: The community recognise that it is fundamental to have a strong and balanced economic growth in order to enhance our city's way of life.*

*Theme statement: The community identified the importance of continuing to build a strong, balanced and sustainable economic base for Townsville. This vision can be achieved by continuing to embrace new technology and providing avenues for skill development and employment opportunity*

*Guiding Principles:*

- *Strong and diverse economy: The community recognises that sustaining a strong and diverse economy is vital for long term prosperity.*
- *An innovative and highly skilled city: we will create new skills and business opportunities.*
- *A community that benefits from Townsville's economy: we will ensure that the benefits of economic growth are shared throughout the community.*
- *A city that sustains and prospers from its environment: The community will partner with business and industry to create a more resource efficient economy that generates new sustainable development businesses and jobs*

### Economic Growth Response

The planning scheme will have a central role in achieving the vision for sustaining Townsville's economic growth. The approach proposed by Council is driven by:

- using existing industrial land more efficiently to make optimum use of existing infrastructure and supplement the supply of industrial land;
- ensuring there is sufficient land to accommodate economic activities over the planning horizon to 2036, and improving the balance between where people live and where jobs are located;
- providing the flexibility and opportunity to ensure a wide range of economic opportunities is available to the Townsville community;
- recognising and protecting core employment and economic precincts, and minimising land use conflicts associated with them;
- optimising investment in efficient and cost effective infrastructure to support economic growth; and
- protecting the natural environment and lifestyle attributes which underpin Townsville's attractiveness for investment.

### Links to Queensland Planning Provisions

This part of the draft Townsville Land Use Proposal deals with how we can sustain economic growth in line with the Community Plan vision. Consistent with the Queensland Planning Provisions'

intentions for the strategic framework in the new planning scheme, “sustaining economic growth” is a key “theme” within which the following “elements” are addressed:

- industrial land;
- other employment and enterprise precincts;
- natural economic resources (rural and extractive activities); and
- tourism.

The elements dealt with under other themes will also have relevance to sustaining Townsville’s economic growth, but are not duplicated here.

## Strategic Outcomes

*“Strategic outcomes” are the overarching objectives that Council would like to achieve for Townsville through the planning scheme.*

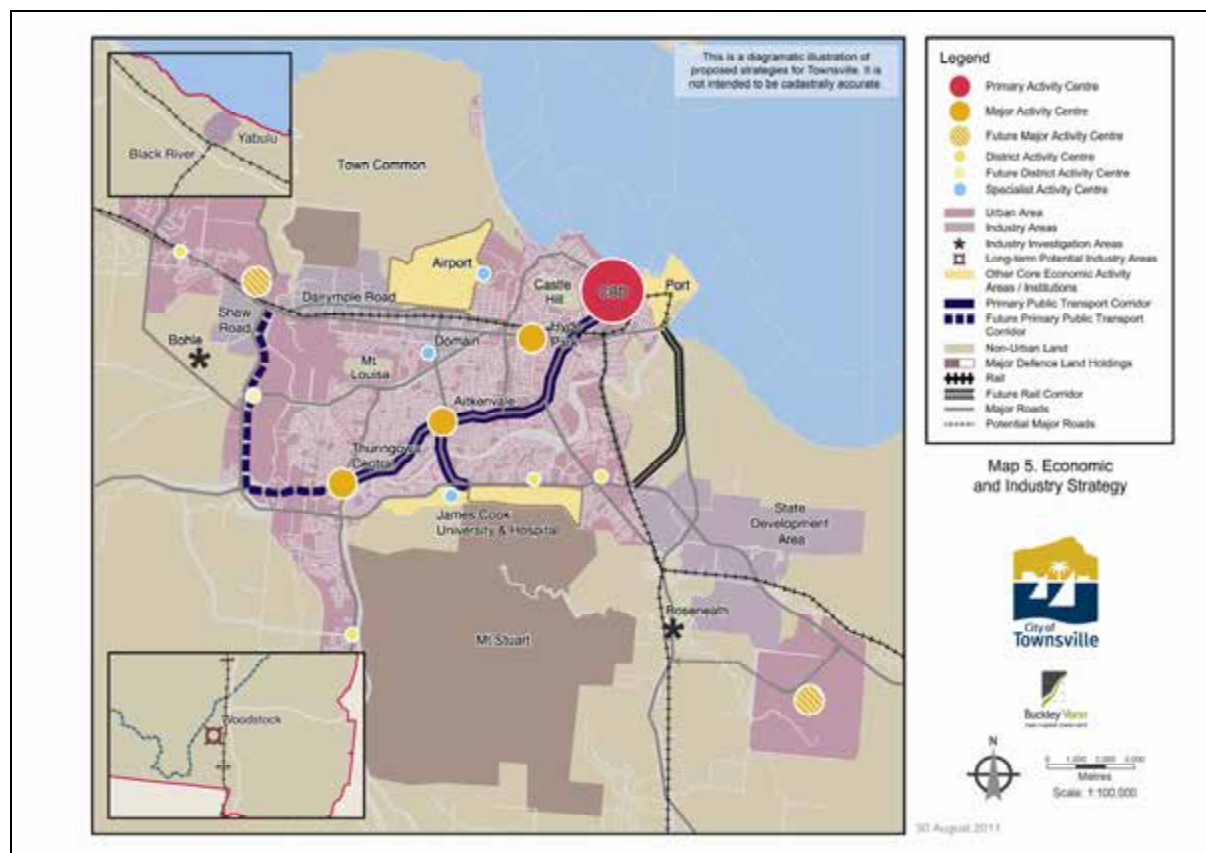
- (1) Economic and employment growth is primarily facilitated through Townsville’s identified centres and precincts of core economic activity.
- (2) Industrial activity occurs within the identified industrial areas. Industrial land is used efficiently, a timely supply of land to meet community needs is available and efficient and cost effective provision of infrastructure is facilitated.
- (3) Incompatible uses are prevented from encroaching on the city’s precincts of core economic activity and freight routes, to ensure their ongoing efficient operation, minimise risks and avoid conflicts<sup>30</sup>.
- (4) The clustering of activities and employment in major centres and precincts of core economic activity facilitates improved transport (including public transport) links.
- (5) The right-to-farm and productive capacity of rural land is protected, including good quality agricultural land, strategic cropping land as well as other rural land. Productive rural land is not alienated unless there is an overriding need for development in terms of public benefit and no other site is suitable for the particular purpose<sup>31</sup>.
- (6) Within rural areas, flexibility is provided to add value to the rural economy through new enterprises associated with rural production or the natural environment, and which are not more appropriately located in urban areas.
- (7) Development in and adjacent to extractive and other resource areas does not prejudice the continued and future use of the resource.
- (8) Tourist accommodation and attractions are established in appropriate locations, and conflict between tourist activities and surrounding uses or values is minimised.

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<sup>30</sup> This advances the outcomes sought by Draft State Planning Policy: Air, Noise and Hazardous Materials 2009.

<sup>31</sup> This outcome reflects obligations under the State Planning Policy: Development and the Conservation of Agricultural Land 1/92 and the Draft Strategic Cropping Land State Planning Policy.

- (9) Home based business is supported as an important incubator for new enterprises. However, activities are limited to ensure adverse impacts on neighbours' residential amenity do not occur.





## Element 1: Industrial Land

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Industrial Infill</b> Land within designated industrial areas is used efficiently and development of industrial areas is consolidated.	<ul style="list-style-type: none"> <li>▪ The new planning scheme will facilitate more efficient use of land and infrastructure and promote infill development within existing industrial areas by: <ul style="list-style-type: none"> <li>– removing or reducing application requirements (maximising opportunities for self and code assessable development) within existing areas;</li> <li>– reviewing development parameters for aspects such as site cover and plot ratio; and</li> <li>– investigating incentives through infrastructure charges and other mechanisms.</li> </ul> </li> <li>▪ Zoning of industrial areas will generally provide for low impact industry designations closest to potentially sensitive uses with medium and high impact industry zones (including potential 24 hour operations) separated from sensitive uses by 500m and 1000m respectively<sup>32</sup>.</li> <li>▪ Council recognises the significance and potential of the Townsville State Development Area in providing a major stock of industrial land. However, the availability and timing of the area is uncertain. At such time as it becomes available, it is intended to act as a “dry” port, accommodating, storage, transport and logistic related activities, as well as port related manufacturing.</li> <li>▪ As indicated on Economic and Industry Strategy Map 5, potential new industrial opportunities will be investigated at: <ul style="list-style-type: none"> <li>– Roseneath: to accommodate a range of industry types, including transport/freight related activities;</li> <li>– Townsville Airport (as part of the airport specialised centre): to accommodate low impact, aviation and research and technology related industries; and</li> <li>– Bohle State land.</li> </ul> </li> <li>▪ Council will undertake initial investigations of the identified investigation areas to confirm their general suitability prior to including them in the new planning scheme. The planning scheme</li> </ul>
<b>Sufficient Land Supply</b> New land is made available for industrial development commensurate with demonstrated need and the ability to provide services.	
<b>Protection of industry land for industry</b> Industrial land is designed and remains available for intended industrial use and is protected from encroachment by development that is potentially sensitive to the impacts of industry.	
<b>Impacts of industry</b> Industrial development is managed to protect environmental values, avoid risk to life and property and reasonably protect the amenity of surrounding areas.	

<sup>32</sup> This is in compliance with draft *State Planning Policy: Air, Noise and Hazardous Materials 2009*.

Specific Outcomes	Land Use Strategies
<p><b>Investigation of ecological values</b></p> <p>Within industry investigation areas, new development is planned to avoid impacts on ecological systems and values.</p>	<p>will ensure development in the interim does not prejudice long term suitability for industrial use in these areas.</p> <ul style="list-style-type: none"> <li>▪ Council will undertake further local area planning work for Roseneath to address potential environmental and other constraints and guide appropriate development in the area.</li> <li>▪ Council will work with the state government to investigate the potential allocation of the Bohle State land area to accommodate a range of industry types, including transport/freight related activities. Industrial development of this area would desirably be contiguous with existing industry and appropriately integrate with the ring road.</li> </ul>
<p><b>Infrastructure</b></p> <p>Infrastructure is able to be supplied to industrial areas in a timely and cost effective manner.</p>	
	<ul style="list-style-type: none"> <li>▪ It is not intended that these investigation areas be developed prior to the establishment of: <ul style="list-style-type: none"> <li>– a demonstrated need for the land (which may depend on the status of the Townsville State Development Area);</li> <li>– the provision of necessary infrastructure to the land is incorporated in Council's priority infrastructure plan; and</li> <li>– detailed structure planning which identifies, avoids and buffers significant environmental values, areas and corridors and hazards on the site; identifies appropriate mix of industrial activity, identified appropriate buffers, nominates site layout and circulation networks; and appropriately integrates the site with surrounding land.</li> </ul> </li> <li>▪ Although not contemplated as being needed during the life of this planning scheme, Woodstock is identified as a long term possible site for heavy or noxious industry which requires separation from urban areas. The planning scheme will ensure development in the interim does not prejudice its long term suitability for industrial use.</li> <li>▪ Industrial land supply and demand will be monitored by Council in order to determine when land in the investigation areas may need to be made available. Amendments may be made to the planning scheme to facilitate development as these needs arise and as infrastructure can be made available.</li> <li>▪ Industrial development is not intended to occur outside the zoned industrial areas, other than service industries (such as cabinet makers, dry cleaners and motor vehicle workshops providing local community services) which may be located within most activity centre zones.</li> <li>▪ Retail and commercial activities within all industry zones will be limited to those that directly support the industries intended for the locality. Bulky goods retailing (showrooms) will not be</li> </ul>

Specific Outcomes	Land Use Strategies
	<p>accommodated within industry zone land and must be located within activity centres.</p> <ul style="list-style-type: none"> <li>▪ Subdivision requirements for industrial areas will be established to provide for a mix of lot sizes and, in particular, provision for larger lot sizes in medium and high impact industry zoned areas (5000m<sup>2</sup> – 2ha) while allowing for smaller lots in low impact industry areas (2000m<sup>2</sup> – 5000m<sup>2</sup>)</li> <li>▪ Development parameters will be established through planning scheme codes to: <ul style="list-style-type: none"> <li>– control the potential off site impacts of industries;</li> <li>– coordinate access, parking and servicing wherever possible (and particularly along major roads);</li> <li>– provide for appropriate buffering;</li> <li>– guide the design and location of nearby sensitive uses<sup>33</sup>;</li> <li>– encourage efficiencies and synergies in energy use and waste management;</li> <li>– optimise urban design outcomes at gateway locations and minimise visual impacts;</li> <li>– achieve efficient and fit-for-purpose subdivision and site design;</li> <li>– ensure high levels of connectivity and accessibility within industrial areas;</li> <li>– appropriate levels of servicing and stormwater management; and</li> <li>– ensure adequate control of potential pollutants.</li> </ul> </li> <li>▪ Council will work with the relevant authorities to ensure the availability of gas infrastructure and telecommunications infrastructure, as well as to investigate possible alternative freight routes which minimise existing conflicts within the urban area.</li> <li>▪ Council will encourage and support alternative solutions to energy use and environmental performance where impacts will be no worse than a conventionally designed development.</li> </ul>

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<sup>33</sup> As above.

## Element 2: Airport, Sea Port and Defence Land

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Protecting Special Use Areas</b> The existing and future safety and operational efficiency of Townsville Airport, Port of Townsville and Defence Land holdings, are not fettered as a result of encroachment potentially sensitive development. <sup>34</sup>	<ul style="list-style-type: none"><li>▪ The planning scheme will recognise these important institutions for their particular strategic and economic value to the community.</li><li>▪ Council will ensure that new development in the vicinity of these areas and the transport/freight routes which serve them is compatible with the physical and operational characteristics of the use. New development will be required to be located and designed to minimise any potential impacts.</li><li>▪ The planning scheme will identify key component facilities, and relevant operational areas or buffers (as appropriate) for the airport, Defence land and the Port, and will avoid the introduction of more intensive development within these areas.</li></ul>

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<sup>34</sup> This outcome is consistent with the requirements of *State Planning Policy 1/02 Development in the Vicinity of Certain Airports and Aviation Facilities*.

### Element 3: Natural Economic Resources (including Rural and Extractive Activities)

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Protecting Productivity</b> The productive capacity of all rural land is maximised within their ecological constraints.	<ul style="list-style-type: none"> <li>▪ The planning scheme will recognise the diversity of values and capacity of rural land within Townsville by identifying a range of precincts within the zone which provide the opportunity to direct development to appropriate areas and to maximise development opportunities relative to localised productive land values.</li> <li>▪ Good quality agricultural land and strategic cropping land are to be protected.<sup>35</sup> The productive capacity and “right to farm” for other rural land is also to be protected consistent with these principles.</li> <li>▪ In precincts with horticultural capacity, productive capacity of the land is to be maintained and the establishment of significant non rural activities and intensive animal industries is discouraged.</li> <li>▪ In grazing dominated precincts, the productive capacity of the land is to be maximised and appropriate non rural activities or intensive animal industries are to minimise impacts on farming operations.</li> <li>▪ Further fragmentation of rural land is to be avoided in order to protect the long term productive capacity of the land, avoid take up of land for primarily lifestyle purposes and maintain the existing rural character. This is to be controlled through the nominated minimum lot size for each precinct which will generally range from 40ha for horticultural based precincts to 400ha for grazing based precincts.</li> <li>▪ Boundary realignments are to be encouraged where net benefits can be achieved in terms of reducing the level of fragmentation, potential for improved land management practices and achieving a more sustainable rural land resource.</li> <li>▪ Newly establishing or intensifying residential development (and other sensitive uses) are to be buffered from rural zoned land</li> </ul>
<b>Avoiding Fragmentation</b> Further fragmentation of rural land (whether or not good quality agricultural land or strategic cropping land) is avoided. A lack of viability for existing farm units and small holdings does not justify their further subdivision or use for non-agricultural purposes.	
<b>Incompatible Development</b> The instances of incompatible uses locating adjacent to agricultural operations in a manner that inhibits normal farming practice are minimised. Where such instances do arise, measures to ameliorate potential conflicts should be devised wherever possible.	

<sup>35</sup> This is in accordance with the principles of *SPP1/92 Development and the Conservation of Agricultural Land* and draft Strategic Cropping Land SPP

<sup>36</sup> This is consistent with the requirements of *State Planning Policy 2/07: Protection of Extractive Resources*.

Specific Outcomes	Land Use Strategies
<p><b>Diversification</b></p> <p>Opportunities are facilitated for diversification of activities within the Rural zone provided that:</p> <ul style="list-style-type: none"> <li>the productive capacity of the land is maximised;</li> <li>conflicts with existing and intended rural activities in the surrounding area are avoided;</li> <li>the existing landscape and natural resource values of the land are maintained; and</li> <li>the development is not more appropriately located in another zone.</li> </ul>	<p>consistent with the <i>Guidelines for Separating Agricultural and Residential Land Uses</i>. Buffers are to be incorporated in the encroaching development.</p> <ul style="list-style-type: none"> <li>Activities that have a direct nexus with, and complement or value add to, farming activities are to be encouraged through the provisions of the planning scheme.</li> <li>Industry uses that are not directly related to a farming enterprise or which do not require separation from urban or rural residential areas will not be considered to be appropriate in the Rural zone. These should be contained within zoned industrial land. In particular, transport depots, food or meat processing industries and sales yards are to be located in a designated industrial zoning.</li> <li>Intensive animal industries including feedlots, and cattle handling facilities (for live export) are to be directed to the broader hectare lands of the predominantly grazing precincts where potential impacts can be better managed.</li> <li>Key development assessment criteria to be established by the planning scheme for industrial, tourism related or other potential development within the Rural zone are to include: <ul style="list-style-type: none"> <li>minimising impacts on nearby farming operations;</li> <li>avoiding the need for clearing of vegetation;</li> <li>avoidance of adverse impacts on water and soil quality and other ecological values;</li> <li>satisfactory bushfire, weed and pest management;</li> <li>suitable road access, water and other necessary infrastructure; and</li> <li>built form which is sensitive to the landscape character and minimises visual impact.</li> </ul> </li> <li>The planning scheme will support the establishment of home based businesses on rural zoned land that are of a scale and nature that are compatible with the rural character and amenity. Thresholds for home based businesses in the Rural zones will allow for the parking of one heavy vehicle not associated with a rural activity on the site, but do not extend to transport or storage depots.</li> <li>Key resource areas (KRAs)<sup>36</sup> and locally significant extractive resources, together with their haul routes and buffer areas, are to be identified in the new planning scheme.</li> <li>New extractive industries will be required to demonstrate adequate management of impacts and site rehabilitation.</li> </ul>
<p><b>Protection of Extractive Resources</b></p> <p>Identified extractive resources and their associated haulage routes remain available for economic utilisation.</p>	
<p><b>Environmental Impacts</b></p> <p>Extractive operations maintain the integrity of ecological and hydrological values beyond site boundaries and minimise impacts on such values within the site.</p>	
<p><b>Buffers to Extractive Operations</b></p> <p>Buffer areas are provided to separate and mitigate the impacts of extractive operations and surrounding sensitive uses.</p>	

Specific Outcomes	Land Use Strategies
	<ul style="list-style-type: none"> <li>▪ Council will work with the Department of Environment and Resource Management to determine the appropriate management of ecological and other values within other identified extractive resource areas. Generally, disturbance to such values with these non key resource areas is to be avoided.</li> <li>▪ While houses may be established on existing lots within identified buffer areas and haulage routes, any development which would increase the intensity of people living, visiting or working within these areas is to be avoided, or are located and designed to ensure no safety risk and no impediment to the extraction of the resource is created.</li> </ul>

#### Element 4: Tourism

*“Specific outcomes” identify the more particular objectives or policy positions for each element the planning scheme will deal with.*

*“Land use strategies” are the primary ways in which Council will seek to achieve the outcomes through the new planning scheme.*

Specific Outcomes	Land Use Strategies
<b>Diversity</b> A range of tourism opportunities and experiences, particularly nature-based and eco-tourism, are facilitated, with the CBD a focus for more intensive tourist facilities.	<ul style="list-style-type: none"><li>▪ The CBD will be promoted as a focus of tourism facilities and activities within Townsville, anchored by the Museum of Tropical Queensland and Reef HQ, education and research uses and accommodation facilities, with improved links to the Breakwater, Anzac Park and The Strand.</li><li>▪ Tourist accommodation and associated dining facilities will also continue to be facilitated in North Ward (with a focus on the Strand) and South Townsville (with a focus on Palmer Street), consistent with desirable built form and urban design outcomes for those areas.</li></ul>
<b>Protecting Values</b> Tourism development maintains or enhances Townsville's image, environmental values and scenic quality both within and outside of urban areas.	<ul style="list-style-type: none"><li>▪ Small scale and low rise tourist accommodation and support facilities are also to be facilitated on Magnetic Island, Paluma, Rollingstone and Balgal Beach.</li><li>▪ Outside the urban area, the planning scheme provides flexibility for tourism opportunities associated with rural activities or other natural resource values. However, such uses should not give rise to conflicts which would prejudice the existing economic activity in the area, or adversely affect natural resource values or landscape character (<i>as outlined under the natural economic resources element above</i>).</li></ul>



## 6.0 NEXT STEPS IN THE PROCESS

This draft Townsville Land Use Proposal has been prepared to form the basis of community and stakeholder consultation. To assist in the communication of Council's policy proposals, a short overview document will also be produced. That document will also detail when and how comments can be made to Council.

Following consultation, the draft Townsville Land Use Proposal will be revised and refined to form the strategic framework component of the new planning scheme. This will effectively provide the overarching blueprint for development in the city over the life of the planning scheme.

The detailed implementation provisions that will form the bulk of the planning scheme are being developed over the next 12 months. This will be guided by the feedback received on the draft Townsville Land Use Proposal and by further consultation that Council will undertake. (Refer also to the process diagram in section 1).

Subsequent stages will also involve formal review by the state government to ensure the planning scheme adequately addresses matters of state and regional interest, including the obligations of the various state planning policies.