



Part 3 Planning Strategy

Division 2 Key Strategies

Chapters 1-16

Chapter 1 Introduction

The basic elements of the natural environment, the economy and the community are developed in the Planning Strategy through 15 key strategies. These strategies individually consider the most important aspects of life of Gold Coast City, from a land use perspective. They directly address basic needs for housing and transport and the protection of important natural resources and environmental values. There is special attention given to the location of employment areas and the facilitation of Gold Coast City's tourism industry, and a major emphasis on the rapid urban growth of Gold Coast City, as is the City's urban heritage and character.

These principal strategies apply to the whole City. They are used to inform the selection and arrangement of Land Use Themes, described later in this Part of the Planning Scheme.

Chapter 2 Nature Conservation

Over half of the total City area supports vegetation communities and other natural systems that provide habitat to a wide range of wildlife, including species that are regionally, nationally and internationally significant. The balance between growth and the protection of the City's valuable natural assets is imperative, if the City is to achieve ecological sustainability into the future.

In recognition of this, the City of Gold Coast Council has prepared a **Nature Conservation Strategy** which provides a wide range of measures to assist both Council and the community to protect and manage the City's most valued natural assets. These measures range from the use of statutory instruments, such as Local Laws and Planning Scheme provisions, through to voluntary arrangements between Council and landholders.

This Planning Strategy reflects those elements of the **Nature Conservation Strategy** that identify Planning Scheme measures as the appropriate mechanism, to protect the City's valuable natural assets. The Planning Scheme is also intended to support the implementation of the **Regional Nature Conservation Strategy for South East Queensland 2001-2006** to protect and manage areas supporting values of state and regional significance.

1.0 Key Issues

The City supports a wide diversity of ecological communities, including those recognised as being internationally significant for nature conservation (the world heritage listed rainforests at Springbrook and Lamington National Parks and the Southern Moreton Bay Wetlands listed as **Wetlands of International Importance** under the **RAMSAR Convention**). In fact, the City's location (where temperate and tropical environments overlap) and its varied landforms, altitude and vegetation have resulted in probably the richest biodiversity of any city in Australia. Gold Coast City is home to more species of birds, fish, amphibia and mammals than Kakadu and has a similar number of reptile species. Only in the Wet Tropics are comparable numbers of species found in these groups. Many wildlife species found in Gold Coast City are of regional and even national significance because they are restricted to specific habitats in the region or are under threat elsewhere.

The sustainable management of the City's biodiversity requires that a balance be achieved between protection of existing natural systems and the further growth of the City, thereby ensuring that natural areas will continue to provide habitats for wildlife and be enjoyed by future residents and visitors. Achieving such a balance is important not only for environmental reasons but also for cultural, economic, educational, scientific and social reasons. Sustainable management will have multiple benefits, including protection of the City's water and air quality and providing settings for sustainable nature based recreational activities, tourism, industries and lifestyles.

Sound land use planning is fundamental to sustaining biodiversity. As such, it must adequately respond to the plethora of regulation, and commitments that all three levels of government in Australia have made to the protect biodiversity.



In order to achieve an appropriate balance that accommodates the commitments to biodiversity protection, several key principles should be followed:

- the protection of core areas of natural vegetation, as large scale functioning habitat systems;
- the protection of endangered or otherwise significant natural areas, including habitat for priority plant and animal species, areas of high species richness, and habitat for migratory species;
- the linkage of core and significant areas to each other and to supporting remnant areas and between supporting areas;
- the recognition of small areas of natural vegetation for their importance as supporting areas for diversity of genetic material; and
- the encouragement of productive land uses that are compatible with the retention or enhancement of nature conservation values.

These principles are consistent with **DEO Ecol.1**.

As part of the City of Gold Coast's **Nature Conservation Strategy**, the City's ecological values were identified and mapped, along with the perceived levels of vulnerability of these communities to degradation. In addition, key threats to the retention of these values were identified. In response to this investigation, a Conservation Strategy Plan, **Planning Strategy Map PS3**, was developed to help guide actions to protect important nature conservation values. The Strategy Plan and associated text therefore provide critical guidance to land use and management decisions within the City's areas of natural vegetation.

2.0 Nature Conservation Policies

2.1 NC Policy 1

Retain and enhance a functioning and viable conservation network throughout the city.

2.1.1 Explanation

A viable conservation network must be retained and enhanced throughout the City. It is imperative that the 'blue print' for conservation, the Conservation Strategy Plan of **Planning Strategy Map PS3**, be adequately addressed in the evaluation of development in areas supporting nature conservation values to ensure that the location, scale and form of development is consistent with the conservation intent for the area.

2.1.2 Planning Objectives to Support NC Policy 1

NC 1.1 to ensure that the location, scale, density and nature of development is consistent with the intent of the Conservation Strategy Plan categories.

2.2 NC Policy 2

Ensure protection and management of ecologically significant areas throughout the city.

2.2.1 Explanation

The appropriate protection and management of ecologically significant areas (ie. areas of intrinsic ecological value or areas that function as part of a valued ecological community or network) is critical in maintaining the biodiversity of the City. Protection and management of these areas should occur through a number of responses, including, but not limited to:

- exclusion of activity from ecologically significant areas;
- the retention and protection of ecologically significant areas;
- buffering of ecologically significant areas from incompatible activity;
- linking of ecologically significant areas to other significant areas;
- the rehabilitation of the ecologically significant areas; and
- regulation of low impact activity within or adjacent to ecologically significant areas.



2.2.2 Planning Objectives to Support NC Policy 2

- NC 2.1 to ensure the protection and management of areas that support or provide a buffer to **Endangered** and **of Concern** regional ecosystems.
- NC 2.2 to ensure the protection and management of areas that support or provide a buffer to ecologically significant areas.
- NC 2.3 to ensure the protection and management of ecological corridors that are important to facilitate wildlife movement and the dispersal of genetic material.
- NC 2.4 to ensure the protection and management of ecologically significant areas.
- NC 2.5 to ensure the protection and management of ecologically significant corridors that provide a link between isolated ecologically significant areas.
- NC 2.6 to ensure the rehabilitation or regeneration of degraded areas, essential to the maintenance, enhancement or viability of ecologically significant areas.
- NC 2.7 to ensure the protection and management of areas that provide a buffer to natural watercourses.

Chapter 3 Population Growth Management

Gold Coast City has experienced an extended period of rapid urban growth that has lasted more than four decades. The City continues to experience very high levels of growth, largely through migration from other parts of the country. This strategy addresses the challenges and opportunities presented by population growth, and describes the preferred approach to accommodating new urban development while maintaining and enhancing the important environmental, economic and social attributes of Gold Coast City.

1.0 Key Issues

The **Regional Framework for Growth Management (RFGM)** provides a coordinated response to the opportunities and challenges posed by population growth in South East Queensland. It promotes balanced development, and contains initiatives, aimed at protecting the important environmental values of the region and encouraging a compact and efficient urban form. It also includes specific references to economic development and employment growth, recognising that population growth will not necessarily result in prosperity for the region.

Continued population growth at high rates will create many opportunities for Gold Coast City. It will also result in pressure on the local environment and create demand for infrastructure and services that can have an enormous impact on the City's resources. An appropriate growth management strategy must ensure that Gold Coast City meets its obligations under the **RFGM** and the **Integrated Planning Act 1997** for the accommodation of the planned population growth, while achieving the related objectives of promoting an efficient urban form and moving towards sustainable development outcomes. The increasing importance of maintaining and protecting the City's biodiversity and natural resources must be recognised, and always considered as a vital part of managing the population growth for the City.

1.1 Growth Scenarios

Low, medium and high growth scenarios have been prepared for Gold Coast City by the Queensland Department of Local Government and Planning. All three scenarios envisage an increase in population over time, largely as the result of the City's proximity to Brisbane, the diversification of the tourist industry, and increasing retirement based population movements and related 'sun-belt' migration factors. As Gold Coast City's population growth is largely dependent on migration, it will be susceptible to short-term fluctuations that are highly unpredictable.

Taking the medium series projections, Gold Coast City's population is forecast to be:

- 496,543 in 2006
- 572,809 in 2011
- 632,368 in 2016
- 683,567 in 2021
- 820,000 Capacity



Absolute population growth alone is not enough to assess the implications of growth for planning and development, particularly for residential development. Household formation projections and an understanding of trends in average household size are important indicators in determining the future levels of demand for land and housing resources. For Gold Coast City, household formation is expected to grow at a faster rate than population growth and average household size is expected to continue to decline.

1.2 Accommodating Growth

An assessment has been undertaken of the capacity of the City's designated residential land (under the former Albert Shire and City of Gold Coast Planning Schemes) to accommodate the forecast population. This assessment was limited to the land areas already zoned for residential or mixed use purposes and to land designated in the Strategic Plan for a preferred dominant land use which allows residential development but was not yet zoned for this purpose.

Taking into account land that is designated for residential purposes, it is suggested that Gold Coast City will be able to accommodate 820,000 persons if all the land is used efficiently.

This assessment indicates that the former planning schemes have allocated sufficient land to accommodate forecast population growth in Gold Coast City, both in terms of land zoned for residential purposes and land designated for future residential use in their strategic plans.

2.0 Growth Management Policies

The proposed **Population Growth Management Strategy** ensures that areas already identified for urban development are effectively used. Planning for population growth must be well informed by forecast activity and by monitoring of land use development trends. The new development created to accommodate future population in Gold Coast City must be consistent with the principles of ecologically sustainable development.

2.1 GM Policy 1

Ensuring that adequate provision is made to accommodate the forecast population of Gold Coast City, including regional commitments to planned population increase.

2.1.1 Explanation

Significant population growth will continue to shape the development of Gold Coast City for the foreseeable future. The City's land use and development system must be managed to ensure that the local economy continues to benefit from development, while creating liveable communities that are an asset to the City.

2.1.2 Planning Objectives to Support GM Policy 1

- GM1.1 to regularly monitor citywide population growth and land development trends and to make this information widely available.
- GM1.2 to investigate and report on localised development trends, with a particular focus on areas of high development activity.

2.2 GM Policy 2

Achieving the efficient use of land identified for residential purposes.

2.2.1 Explanation

The future extent of residential development is indicated on **Planning Strategy Map PS1**. It is acknowledged that a wide variety of domains and Local Area Plan (LAP) precinct categories are available for residential purposes.

It is also apparent that there is no need to identify any further land for residential purposes in the short and medium term (ie; before 2011). There may be no need to identify any further land for residential purposes in the long term (ie. after 2031), provided the existing identified residential land stocks are used efficiently.



2.2.2 Planning Objectives to Support GM Policy 2

- GM 2.1 to encourage the consolidation of existing urban residential areas, through infill residential development and through mixes of medium and high density development that can be demonstrated to be appropriate for each particular locality.
- GM 2.2 to encourage mixed residential densities in new urban developments.
- GM 2.3 to ensure that medium and high residential densities are achieved in locations that are close to major employment concentrations, service nodes and important amenity features of the city, including parkland, recreational waterways and the coast.
- GM 2.4 to provide for increased residential use in town centres, other commercial areas and transport nodes, where this enhances the mix of present uses and does not conflict with the principal functions of the location.
- GM 2.5 to identify and convert, where appropriate, existing or proposed residential land that would be better suited for non-residential purposes, especially for the establishment of employment generating activity.
- GM 2.6 to discourage very low density residential development in urban areas, unless such development is:
- part of a mix of sites in a local area;
 - distant from Activity Centres, including local and neighbourhood centres;
 - of difficult or steep terrain;
 - adjacent to flood prone land;
 - of recognised landscape or nature conservation value; and
 - necessary to maintain important elements of neighbourhood amenity and local character.

2.3 GM Policy 3

Protection of land identified for rural use, nature conservation areas, open space and for other non-urban purposes from urban residential development.

2.3.1 Explanation

Non-urban land that is in the vicinity of areas designated or used for urban purposes can be significantly affected by speculative activity. Unrealistic expectations that land will be converted to residential use can unnecessarily inflate land values and provide unsustainable increases in land value for properties intended for non-urban activities, with associated costs for bona fide non-urban activity. As there is already sufficient land designated for urban purposes, rural, open space and other non-urban land should not be encroached upon for residential purposes.

2.3.2 Planning Objectives to Support GM Policy 3

- GM 3.1 to contain urban development within planned urban designated areas.
- GM 3.2 to maintain a sharp division or 'hard edge' to the built-up urban area by favouring incremental development rather than dispersed development.
- GM 3.3 to clearly show the development intent for those parts of the City that are adjacent to the existing and proposed future limits of urban development.



Chapter 4 Infrastructure Planning and Provision

Infrastructure includes physical services, such as roads and water pipes, as well as social services, such as schools, health services and libraries. As new areas develop, it is important that services are provided at the right time and in a coordinated manner. Council has a major role in coordinating service provision or through this Planning Scheme. It needs to be supported by a detailed policy for staged development and redevelopment of the City. This strategy introduces the concept of three development categories for Gold Coast City, and provides the first step towards a development sequencing plan.

1.0 Key Issues

Council is a major provider and administrator of public infrastructure, such as water, sewerage, roads, drainage, libraries and community halls, parks and reserves. Other government agencies are important providers of major social infrastructure, such as schools, libraries, universities, hospitals, as well as police and emergency services.

The development industry is also a major player in the provision of primary infrastructure at the development stage, which, upon completion of the development becomes the responsibility of Council for maintenance and management. Whilst this process creates assets for the City, it also presents liabilities for the long term maintenance, upgrading and augmentation of certain services and facilities.

Increasingly, infrastructure facilities and services are becoming the responsibility of private providers and, while this has some advantages in the sourcing of funds, there remains a strong role for Council to provide guidance for the coordination of investment strategies in new development.

The provision of services needs to be timely and efficient, and requires effective programming, efficient delivery and comprehensive budgeting. Infrastructure provision and sequencing therefore needs to be linked to a comprehensive servicing and fiscal plan which provides a catalyst for the coordination of investment and development opportunities within a market-driven land release context.

1.1 The Intent of Sequenced Development

Sequenced development is the identification of a pattern of development that minimises the capital and recurrent cost of providing infrastructure and services, while maintaining a variety and choice of residential land. This then becomes the preferred sequence to which all service providers are committed.

Sequencing does not mean 'no growth'. Rather, it assists the growth of high quality, fully serviced development by ensuring that funding is available for an agreed standard of necessary infrastructure. Sequencing also aims to protect new communities from any deterioration in the quality of infrastructure and services resulting from ad hoc development patterns, and to ensure that services are provided with least cost to the community. State Treasury strongly supports sequenced development in the interest of improved coordination of infrastructure, the most efficient use of resources, and the optimum use of existing infrastructure.

If a proposed development lies outside the preferred development sequence, known as the Priority Infrastructure Plan area, then that development will be required to fund the cost of bringing forward the required infrastructure.

1.2 Development Scenarios

Development activity within the City is strongly oriented towards the conversion of rural land to urban use on 'Greenfield' sites. With the forecast high rates of population growth and the planned expansion of the urban area, this 'Greenfield' development will continue to play an important role in the local economy. Innovative techniques and improved subdivision design mean that 'Greenfield' development can become very economical to service.

There is also significant redevelopment activity taking place, along the Pacific coastline primarily in the tourist centres and high density residential areas. This is expected to continue over time. The redevelopment of existing areas to higher densities or to mixed uses can deliver important savings in infrastructure provision and can offer other community benefits, provided that adequate planning has been made for this activity.



A third type of development activity is represented by 'infill' development. This is where vacant or under-utilised sites in the existing built-up area, or immediately adjacent to the built-up area, are developed for urban purposes. This has the effect of consolidating the urban area, supporting existing infrastructure facilities and services, and enhancing existing communities. It can deliver infrastructure savings to the community in the long term by accommodating demand that could otherwise be taken up by 'Greenfield' development or by the sometimes costly redevelopment activity.

An indicative distribution of these three types of development activity is shown on **Planning Strategy Map PS5**. The Priority Infrastructure Plan confirms the coastal strip between Labrador and Coolangatta as the prime focus for redevelopment activity (some infill activity will also occur in this area). The existing suburban areas further inland provide the greatest scope for infill development activity. Some infill activity, at significantly lower densities, is also expected to occur in existing park living estates.

The **Priority Infrastructure Plan** and **Planning Strategy Map PS5** clearly shows that the major focus of 'Greenfield' development is intended to be the urban (and some park living) areas within the Albert Corridor, between Oxenford and Beenleigh. This includes the major new urban area centred on Coomera.

The Priority Infrastructure Plan provides the timing for the provision of trunk infrastructure.

2.0 Infrastructure Planning and Provision Policies

2.1 IPS Policy 1

Ensuring the efficient, timely and environmentally responsible provision of infrastructure for servicing and developing the city.

2.1.1 Explanation

The cost savings and other community benefits achieved through the forward planning of major infrastructure facilities are among the most important advantages of integrated land use planning.

2.1.2 Planning Objectives to Support IPS Policy 1

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| IPS 1.1 | to provide for the advanced planning of infrastructure in order to minimise costs to development, whether by private or public providers. |
| IPS 1.2 | to ensure coordination between development activity in the City and the provision of infrastructure and services. |
| IPS 1.3 | to encourage the use of advanced technologies and innovative techniques for the provision of utilities and services within the City. |
| IPS 1.4 | to ensure the provision of utilities to service new development, prior to buildings being occupied and activities commencing. |

2.2 IPS Policy 2

Ensuring that areas proposed for new development are readily able to be serviced and are located where Council has made sufficient preparation for the funding of major works, within an efficient pattern of development.

2.2.1 Explanation

The provision of a clear development sequence for the City allows Council to direct new development to those areas where it will be most effective and where Council and others are best placed to provide services, thereby facilitating significant cost savings for both public expenditure and private development.



2.2.2 Planning Objectives to Support IPS Policy 2

- IPS 2.1 to identify and promote the most cost effective staging of development within each urban growth area identified for the City, based on the provision of services, such as roads, public transport, water supply, sewerage, drainage, power supply and telecommunications, and social infrastructure including schools, health facilities, local transport networks and urban parklands for active and passive recreation.
- IPS 2.2 to identify appropriate sub markets within new urban areas, and ensure that consumer choice is maintained in any adopted sequencing plan for development.
- IPS 2.3 to liaise with social infrastructure agencies and private providers, to ensure that a coordinated staging of development is achieved.

2.3 IPS Policy 3

Ensuring that areas identified for infill development or redevelopment have the capacity to accommodate further development.

2.3.1 Explanation

Infill development and redevelopment provide benefits where they can absorb excess capacity in the existing urban area. In some areas, there may be insufficient spare capacity to accommodate increased densities. However, infrastructure needs to be maintained, and eventually replaced, and it may still be more economical to augment existing services than to provide new services for Greenfield development.

2.3.2 Planning Objectives to Support IPS Policy 3

- IPS 3.1 to promote infill and redevelopment in areas with known spare capacity for infrastructure services.
- IPS 3.2 to augment infrastructure in existing built-up areas where excess capacity does not exist and further infill and redevelopment activity can be demonstrated to deliver benefits to the community.

2.4 IPS Policy 4

Ensuring that the funding of infrastructure is managed to provide the most effective return for the community's investment.

2.4.1 Explanation

There are many different ways in which infrastructure for urban development can be funded. It is desirable that a range of measures be implemented, to provide some flexibility in sourcing funds for development and to provide savings to the community.

2.4.2 Planning Objectives to Support IPS Policy 4

- IPS 4.1 to ensure that the substantive costs of servicing development will be met by the developer directly, or through the contributions made to Council, pursuant to a developer contributions policy adopted by Council for the purpose of funding relevant infrastructure.
- IPS 4.2 to encourage innovative funding arrangements for the provision of urban infrastructure, where this can be demonstrated to deliver significant benefits to the wider community.



Chapter 5 Activity Centres

The principal concentrations of activity in the City include the major catchment based service centres where retail, office and government functions are located, and the clusters of specialised activities that are not necessarily related to catchment areas. The first group includes traditional town centres and shopping complexes, while the second contains major industrial areas, universities and tourist nodes. These Activity Centres are the focus for employment and investment activity within the City. They are important as drivers of the local economy and as the locations for the delivery of important services. The Activity Centres are also the location of essential business, cultural and social interaction.

The purpose of this strategy is to provide a framework for the effective delivery of services, continuing investment and the generation of new employment in Gold Coast City's Activity Centres.

1.0 Key Issues

The system of Activity Centres (or major service, employment and investment centres) that exists in Gold Coast City performs a range of multiple functions. Some individual centres have specialised roles, while other centres share similar functions with many other locations. The mixed uses that together comprise these Activity Centres are of economic, social and cultural value. The system of centres directly impacts on how residents and visitors to Gold Coast City use the resources and facilities of the city.

Centres may be divided into two main groups, to highlight the relationship between consumption based activity located in the catchment based centres, and production based activity located in the Activity Clusters. Gold Coast City's economy is well served in consumption functions and less well represented in terms of productive activity. This is not unexpected, as Gold Coast City's tourism industry and the lifestyle/retirement component of the population are both heavily reliant on consumption based activity.

The term 'Activity Centre' has been used in this strategy to recognise the broad range of employment generating business, government and cultural activities within the city and their propensity to concentrate in particular locations.

The strategy seeks to deliver benefits for the community in promoting selected functions in particular centres. It provides a logical framework from within which to direct private investment and government decision making on the location and type of activity that relates to identified centres. A selective approach to centre development means that Council's own infrastructure expenditure can be used effectively.

The **Activity Centre Strategy 1998** identifies a role and function for each individual centres and relates each one to those of other centres within the City, contributing to a co-ordinated system of Activity Centres for Gold Coast City community. It seeks to promote a system of diverse, multi-faceted, environmentally, socially and economically sustainable Activity Centres which will enhance prosperity for the business and residential community.

The aim of the strategy is to achieve benefits from the clustering of certain functions, in terms of both economic and cultural considerations. It also assumes that community benefits flow from the selective allocation of particular services to those locations, where access to the service catchment can be optimised.

The strategy recognises that all members of society should have equitable access to facilities, employment opportunities, service and goods providers, many of which are concentrated into Activity Centres. Council therefore has an obligation to ensure that Activity Centres are accessible to those without access to a motor vehicle and those with disabilities. Council also has an obligation to ensure that Activity Centres are provided in locations which are convenient to residential catchments, and that existing and proposed Activity Centres are compact and diverse, to enable a wide range of services to be provided in close proximity to one another.



1.1 Employment Location

An assessment of employment activity, within Gold Coast City Activity Centre Strategy 1998, has revealed that. There are the following three categories of location:

- a network of traditional hierarchy based centres, accounting for 46% of all jobs;
- a number of specialist (at times, single purpose) employment nodes, accounting for 27% of all jobs; and
- dispersed employment, accounting for 27% of all activity.

This underscores the importance of Activity Centres for employment, as the catchment based centres and the specialised Activity Clusters together account for 73% of Gold Coast employment.

1.2 The Existing System of Centres

The location and size of individual Activity Centres are closely related to the historical development of the region and the influence of transport technology, as well as innovations in service industries, particularly in retailing. Gold Coast City differs from other similarly sized cities within Australia in that it does not have a single dominant business centre. The resulting mix of traditional town centres, tourist resort areas, major stand-alone regional shopping facilities and industrial and commercial precincts is now well established, and will inevitably continue to be a feature of Gold Coast City.

Gold Coast City has a large supply of retail and commercial floorspace, together with an extensive supply of vacant commercial land, which is capable of being developed for such purposes. The large stock of existing commercial land has allowed new centres to be developed, at the expense of the consolidation and rejuvenation of existing centres.

The future of centres within the city will be driven by a number of important factors, these being the availability of a relatively cheap source of transportation fuel, the finite volume of suitable residential land stocks, demographic and population trends, increasing community desire for time, convenient goods and services, and global and regional environmental concerns.

1.3 Regional Context

The boundaries of the City do not separate its Activity Centres from the economic forces that prevail in neighbouring Council areas. Accordingly, there is 'escape spending' across the northern and southern boundaries of the City, while Activity Centres also provide services and employment opportunities for people beyond the City's boundaries. This occurrence of employment and servicing 'exchange', across municipal and state boundaries, is likely to increase in the future.

The **RFGM** nominates key centres in each of the growth corridors which radiate from the Brisbane CBD. Gold Coast City has three key centres within its boundaries, in which a range of business and government activities are to be concentrated. Beenleigh is nominated as a Key Metropolitan Centre, since it is closely linked to the economy of Greater Brisbane. Robina and Southport are nominated as Key Regional Centres, in recognition of the wide range of goods, services and employment opportunities they accommodate. While Southport is the largest established business centre in Gold Coast City, Robina has been planned to provide similar services in a Greenfield environment.

These three key centres are strategically located within the City, to act as higher order centres for large residential catchments. Beenleigh is intended to serve the northern portion of the City, Southport the central portion and Robina the southern portion. The key centres nominated in the RFGM form the highest level of catchment based Activity Centres, throughout the city. All other catchment based centres fall into subordinate levels beneath these key centres.

1.4 The Preferred Activity Centre System

The existing range of Activity Centres will be managed and augmented to meet the future needs of residents, visitors, business and industry. New centres will be established where there is a clear need for additional service points as the urban area grows, or where there are opportunities for productive clusters of new activity that will provide a net increase in employment and investment opportunities for the City.

The preferred system of Activity Centres is shown in the Employment, Investment and Service Centres (Activity Centres) **Planning Strategy Map PS4**. Individual centres and clusters are shown in three major groups:

- catchment based centres;
- activity clusters; and
- specialist centres.



1.5 Catchment Based Centres

Catchment based centres, which are located throughout the city, consist of nodes of commercial activity where a relatively wide range of functions takes place. They are defined according to the particular range of functions they contain and the residential catchment size they are intended to service. In this strategy, the location of government and cultural services has a strong determining influence on the designation that applies to particular centres. While retailing is considered important to all catchment based centres, it is not the principal basis for establishing the differential rank of centres in the Activity Centre system.

Each of the major catchment based centres is shown on the Employment, Investment and Service Centres (Activity Centres) **Planning Strategy Map PS4** as one of the following:

Key Regional Centres (also known as Key Metropolitan Centres)	200-250,000 people
Regional Centres	100-120,000 people
Sub Regional Centres	40-60,000 people
District Centres	20-30,000 people

The populations served by the various centres are indicative only, and it is acknowledged that some centres located lower in the hierarchy may serve the whole City community for a particular service or function.

Planning Strategy Map PS4 does not show the location of Local Centres (with catchments of around 5,000-10,000 people) or Neighbourhood Centres (with catchments of less than 5,000 people).

The indicated population catchments represent ultimate populations that are possible within the life of the strategic land use designations, shown on the **Planning Strategy Map PS4**. The Key Regional Centres contain the highest order cultural, entertainment and administrative services, as well as high concentrations of retail, office and specialist support functions. This range of functions progressively decreases with each indicated level, down to the convenience stores, primary schools and community facilities of the Local and Neighbourhood Centres.

A detailed description of the range of indicative uses in these centres is provided in the **Land Use Theme Division**.

1.6 Activity Clusters

Activity Clusters are not usually catchment based. These are areas with high concentrations of employment, although they do not have to be compact. Unlike the Activity Centres they can extend over large areas. Indeed, it may not be practical to walk from one establishment to another, even though they are identified as being in the same cluster.

The concept of Activity Clusters recognises that there are benefits that accrue to firms which locate in the same area, in terms of the services that they can attract and support and also the linkages and opportunities that can arise from their interaction. In some clusters, a particular employment category or business activity may dominate. In others, the cluster may incorporate a range of different activity types. A cluster can also incorporate traditional business centres which have a role in the hierarchy of catchment based centres. The most common form of clusters evident in Gold Coast City are industrial precincts and areas of intense tourism activity. There are individual examples of specialised clusters, such as the airport or the universities.

Employment, Investment and Service Centres (Activities Centres) Strategy Map (Planning Strategy Map PS4) indicates areas that are suitable for employment generating development, consistent with the aims of this Strategy. **Planning Strategy Map PS4** identifies eight separate industrial Activity Clusters, and a further nine clusters which cater for diverse combinations of business and employment activity.

It is envisaged that new clusters of activity will emerge in different parts of the City over the life of this Planning Scheme.

The individual Activity Clusters, identified on **Planning Strategy Map PS4**, are further described in the **Land Use Themes Division**.



1.7 Specialist Centres

The Activity Clusters described above include a small number of centres that are very specialised in their activity mix and are characterised by high densities of development. Three of these centres have a very distinctive profile within the City and are considered worthy of individual attention. These are:

- Surfers Paradise;
- Sanctuary Cove (village); and
- Bundall.

Surfers Paradise is the pre-eminent tourist centre in the City. It has the appearance and size of a major catchment based centre however, its specialised functions mean that it stands outside the service centre hierarchy. Sanctuary Cove is a specialised tourist centre of a much smaller scale. Bundall has city wide significance as a major concentration of commercial office activity, with very few other functions.

These three specialist centres (and any possible new ones) are identified for special attention in terms of planning and development. They are further influenced by the other Key Strategies and are further described in the **Land Use Themes Division**.

2.0 Activity Centres Policies

The policies for Activity Centres encompass the intent of efficient service provision, encouragement of employment growth, and guidance for investment activity.

2.1 AC Policy 1

The provision of a viable system of catchment based Activity Centres to service the needs of the city's residents, visitors and businesses.

2.1.1 Explanation

An effective system of centres that deliver services to the community can provide desirable environmental, economic, social and cultural outcomes. There are benefits in concentrating functions in particular centres and in ensuring equitable access to these services across the City's urban areas.

2.1.2 Planning Objectives to Support AC Policy 1

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| AC 1.1 | to encourage the concentration of major retail, commercial, administrative, entertainment and cultural developments into Activity Centres which provide a variety of land uses. |
| AC 1.2 | to identify different classes of Activity Centre and to provide guidance on the appropriate range of functions and scale of activities that is expected for each class of centre. |
| AC 1.3 | to promote centres as the focus of cultural activities and to provide attractive environments for community activities. |
| AC 1.4 | to ensure that individual centres are able to achieve their potential roles within the identified system of Activity Centres. |
| AC 1.5 | to ensure that catchment based Activity Centres are highly accessible to the community by a range of transport modes. |
| AC 1.6 | to encourage multiple purpose trip making to Activity Centres. |
| AC 1.7 | to ensure that the design of individual centres is conducive to pedestrian movements between different land uses within the centre, to public transport interchanges, and to parking facilities. |
| AC 1.8 | to maximise efficient infrastructure use within existing and proposed Activity Centres. |
| AC 1.9 | to promote the aesthetic improvement of centres and to recognise their role in promoting a positive city image. |
| AC 1.10 | to maximise opportunities for the co-location, multiple use and sharing of facilities within centres. |
| AC 1.11 | to promote residential development within, and in close proximity to, Activity Centres, where this complements the primary functions of the centres. |



2.2 AC Policy 2

The recognition and facilitation of the development of Activity Clusters within the city as major locations for employment, investment and production activity.

2.2.1 Explanation

The identified Activity Clusters present the best prospects for new employment and continuing investment in the City. These are the areas that are likely to be the most productive in terms of wealth generation for the City. Land use intent and development processes should encourage the further growth and emergence of these Activity Clusters.

2.2.2 Planning Objectives to Support AC Policy 2

- AC 2.1 to support and encourage the co-location and agglomeration of industrial and commercial activity into identifiable precincts.
- AC 2.2 to enhance movement and accessibility within Activity Clusters.
- AC 2.3 to enhance access arrangements for identified Activity Clusters.
- AC 2.4 to promote the consolidation and redevelopment of Activity Clusters for uses which are consistent with the individual focus of each cluster.
- AC 2.5 to ensure the efficient use of infrastructure within Activity Clusters.
- AC 2.6 to ensure that land uses within Activity Clusters are compatible.
- AC 2.7 to provide appropriate supporting facilities, including parks, within Activity Clusters, to ensure that they are attractive places to work and do business.
- AC 2.8 to ensure that the layout and appearance of Activity Clusters is attractive and contributes to a positive city image.
- AC 2.9 to recognise that land use and development planning initiatives, in relation to Activity Clusters, must be coordinated with the strategies contained within the City's **Economic Development Strategy**.

2.3 AC Policy 3

The recognition and facilitation of the development of highly specialised Activity Centres within the city, as locations of major economic importance.

2.3.1 Explanation

The small number of very specialised Activity Centres have a high profile in terms of the city's economic development. Their role needs to be recognised and supported by land use planning and development initiatives.

2.3.2 Planning Objectives to Support AC Policy 3

- AC 3.1 to enhance the role of the major specialised Activity Centres within the city.
- AC 3.2 to improve the physical and functional linkages between the specialised centres and their surrounding communities, and other Activity Centres within close proximity.
- AC 3.3 to encourage the enhancement of the urban environment to a standard commensurate with the role of each centre.



Chapter 6 Tourism

Gold Coast City is Australia's most important tourism centre. The land use and development of the City must support and enhance those qualities that contribute to its tourism role. The relationship of tourist activity to other activities, notably residential use, needs to be managed to reduce potential conflicts. This strategy seeks to maintain the existing tourism orientation of the City and to support the further development of niche tourism markets for Gold Coast City, including special events, ecotourism and cultural tourism.

1.0 Key Issues

The tourism industry provides the largest number of employment opportunities within the City, and is by far the greatest earner of revenue. It is also important in supporting the other major industries of Gold Coast City, including the residential development industry which is closely linked to the city's identity as a centre for leisure based activity. Similarly, the vibrant education sector is supported by the fast growing population of the region, and the region's lifestyle and leisure attributes contribute to the attractiveness of Gold Coast City as a place to study.

The tourism identity of the City has shaped its urban form and the aspirations of its new residents. This has led, historically, to a degree of consistency between the expectations of the traditional visitors to Gold Coast City and the city image that is promoted by its residents. This convergence has been under threat in recent times. Some residents now feel excluded by the strongly commercial focus of Surfers Paradise and similar areas, while some tourists are dismayed by the extent and anonymity of recent suburban development. Gold Coast City cannot afford to allow the disparity between tourist and resident interests to widen further. Conflicts between residential and tourist uses must be minimised. Land use and development initiatives must ensure that new tourism developments are also accessible and attractive to local residents. Similarly, new residential development should contribute to the overall attractiveness of Gold Coast City as a visitor destination.

The City's land use and development strategies must therefore integrate the tourism strategy and, as new developments take place, their impact on tourism activity, both current and future must be considered.

1.1 Current Trends

In 2001/2002, there were 9.9 million visitors to Gold Coast City, including nearly one million international tourists. By Australian standards, this is a very high total number, with a very high proportion of international visitors.

These tourism numbers translate to an average of 77,600 tourists in Gold Coast City at any one time. In peak periods, the City's effective population increases by up to 140,000 persons, with important implications for the provision of infrastructure and services and for the management of land use.

Total visitor spending in Gold Coast City in 1998-1999 was estimated by Gold Coast City Tourism Bureau to be approximately 2.5 billion dollars, including some 750 million dollars spent by international visitors. These figures are of considerable significance to both the local and national economies by providing approximately 44,200 full time equivalent jobs in the same period.

Tourism is expected to continue as the City's principal industry for many years, with strategies to broaden the economic base to complement the tourist industry, not replace it. Many initiatives will arise from value-adding to the tourist industry and to those industries that support it.

To maintain its market share, Gold Coast City must continue to offer diversity to tourists and seize opportunities to promote and develop new tourism markets, such as the growing convention and exhibition industry and other special interest markets. The quality of its natural environment and the accessibility of its urban and rural attractions must also be maintained.

A particular opportunity has been identified in ecotourism, in response to the quality of the city's diverse natural assets. However, this should not impact on the biodiversity or other natural features of the area. Another opportunity exists in cultural tourism, where visitors experience both local history and modern local cultures, including that of the local indigenous population.



1.2 Tourism and Gold Coast City's Urban Form

The entire coastal strip reflects Gold Coast City's evolution as a tourism city. The original early settlements of Southport, Burleigh Heads and Coolangatta remain important business and service locations, while Surfers Paradise and Broadbeach exhibit the vitality and exuberance of sustained tourism development booms over the last four decades. Today, the coastal strip, stretching from Coolangatta to Main Beach, provides the most significant visual image of the City and is the most densely developed and diverse part of it.

The hinterland's natural assets and those of the Broadwater environs have also traditionally been of significant value for visitors. In more recent years, tourist activity has also extended into other areas of Gold Coast City, with resort hotels, golf courses and notably the theme parks adding to the City's attractions.

Planning Strategy Map PS6 indicates the physical extent of tourism activity across the City.

2.0 Tourism Policies

A fundamental aim of this strategy is that Gold Coast City maintains its position as **Australia's exciting tourism capital**. To achieve this, the City's broad land use and development initiatives will need to be integrated with those of the tourism industry, through the provisions of the Planning Scheme. This will require priority to be given to tourism in some key locations, and a commitment to reduce the potential for conflict with other uses in other areas.

2.1 To Policy 1

Ensuring the protection and enhancement of the existing attractions of Gold Coast City as a major tourist resource.

2.1.1 Explanation

Gold Coast City is undergoing rapid change. While the tourist industry itself is changing, there are important attractions in this City that must be preserved and enhanced as tourism resources.

2.1.2 Planning Objectives to Support To Policy 1

- To 1.1 to protect the key tourism attractions and resources of Gold Coast City.
- To 1.2 to preserve opportunities for continuing tourism activity, in both the coastal and hinterland areas of the City.
- To 1.3 to facilitate tourist accommodation and facilities that will add value to the City's diverse range of visitor attractions.
- To 1.4 to ensure that transport and access to all major attractions is provided efficiently and affordably.
- To 1.5 to ensure that the design, location and operation of tourism attractions and facilities is consistent with a positive City image.



2.2 To Policy 2

Encouraging diversification of Gold Coast City Tourism Industry.

2.2.1 Explanation

Gold Coast City has opportunities to maintain its current markets in tourism, as well as to exploit new market niches. This will help to insulate Gold Coast City from possible changes in demand for its traditional tourism products.

2.2.2 Planning Objectives to Support To Policy 2

- To 2.1 to encourage the development of facilities for the convention and exhibitions industry.
- To 2.2 to support and encourage the development of ecotourism opportunities, where such development does not adversely impact upon indigenous cultural heritage, biodiversity or other natural features of the area.
- To 2.3 to support and encourage the development of cultural tourism opportunities, where this does not adversely impact on indigenous cultural heritage resources.
- To 2.4 to support and encourage the development of facilities for major international events.
- To 2.5 to support and encourage the development of indigenous cultural tourism opportunities.

2.3 To Policy 3

The reduction of conflicts between tourism activity and residential activity within the city.

2.3.1 Explanation

Residential and tourism uses are generally compatible. However, a potential for conflict can arise in those parts of the City where tourism attractions and commercial accommodation facilities are concentrated. Careful design and location of tourist facilities and management of tourist activities can avoid these conflicts.

2.3.2 Planning Objectives to Support To Policy 3

- To 3.1 to concentrate mixed tourism and residential development in those areas of the City where tourism character is expected and accepted.
- To 3.2 to ensure that tourism attractions and facilities encourage access for and interest from local residents.
- To 3.3 to promote recreation activities, events and facilities that encourage participation by local residents.
- To 3.4 to ensure that new tourism developments and activities are designed to protect the residential amenity of adjoining areas.



Chapter 7 Natural Resources

Gold Coast City has important reserves of both renewable and non-renewable resources. The sustainable management of these resources requires that the use of renewable resources is carefully managed, having regard to the natural environment and biodiversity and ensuring that the harvesting of non-renewable resources occurs only where environmental and social impacts can be maintained at acceptable levels. This strategy introduces measures intended to conserve the City's major natural resources, with consequent economic values for the benefit of the community. It presents land use and development initiatives to support the following:

- managed use of extractive resources from the earth, including hard rock, sand, soils and gravel;
- managed harvesting of timber resources;
- managed water use and extraction; and
- managed use of good quality agricultural land.

This strategy therefore seeks to ensure the wise use of existing resources of economic value within the City. Accordingly, where it can be shown that there is an overriding community benefit, extractive industry development may be an appropriate use in areas of significant nature conservation value.

1.0 Key Issues

Natural resources provide the raw materials to construct all the artefacts of modern life, including cities, and to sustain life itself. While many of the natural resources used in Gold Coast City are imported from other areas, the City contains major reserves of important natural resources. These include extractive materials, timber, soils and, the most important of all, water. The proper management of these resources will ensure that the community will continue to benefit from them.

Extractive industry sites are located throughout the city and are indicated on **Planning Strategy Map PS1** and **Overlay Map OM23 - Extractive Resources**. Reserves such as State Forests and National Parks are indicated on **Planning Strategy Map PS6**. The City's principal drainage catchments are shown on **Planning Strategy Map PS2**. Good Quality Agricultural Land is identified on **Overlay Map OM2 - Good Quality Agricultural Land**.

1.1 Extractive Resources

The main extractive resources exploited in the City include:

- hard rock;
- sand and soil;
- gravel; and
- perlite.

These resources are extracted in their natural state for refining and processing, to become building materials for private and civil works. They are therefore of high economic value, in terms of both the end product and the direct and indirect employment generated. Without these resources, it would not be possible to meet growth demands or employment projections.

Some of these resources, such as hard rock, are used outside the City, due to their limited availability south of Brisbane. For hard rock, the main resources exist within the Darlington Range south west of Yatala and Ormeau. The Department of Natural Resources and Mines, Mineral and Extractive Planning Unit, has reaffirmed the high value of this resource on a regional scale and has advocated for its protection.

Other supplies of sand, soil, gravel and perlite can be found in various parts of the City, including off-stream alluvial deposits and some in-stream deposits.

Haulage routes are designated on **Planning Strategy Map PS1** and **Overlay Map OM23 - Extractive Resources** for currently approved extractive resource areas.

1.2 Timber

The exploitation of forest resources has a long history on Gold Coast City. In the early days of European settlement, the harvesting of Red Cedar and Hoop Pine was an important economic activity. Today, forestry remains an important primary industry for the City, with the harvested timber being milled both within the City and in other parts of South East Queensland.



There are slightly less than 5,000 hectares of state forest (and a declared timber reserve) in the City. However, significant areas of state forest are not currently intended for timber harvesting. There are also important areas of private forests, including major softwood plantations. In addition many land owners allow some timber getting as part of property development and management. Private forestry continues to be a viable rural industry in the City. Private forestry plantations and native forest operations are expected to continue to develop in the City in line with the development of this industry elsewhere in the region following the SEQ Regional Forest Agreement. Some further scope for plantation forestry still exists in the rural areas of the City.

As a renewable resource, timber should be managed for a sustainable yield, having regard also to nature conservation, recreation and landscape values.

1.3 Water

The water resources of Gold Coast City are extensive. The harvesting of water, for urban development occurs primarily within the Nerang River system, and from the Hinze and Little Nerang Dams which supply the southern parts of the city. Beenleigh and the northern parts of the city are currently serviced from the Brisbane area. However, Council has adopted a strategy to fully service the City's urban areas from its own water resources. There is also some harvesting of spring water for commercial purposes on the Springbrook plateau and other parts of the hinterland.

The existing water supply is sufficient to accommodate forecast urban growth in the medium term, with plans to augment capacity, if and when required. Recent trends in water consumption and proposed water conservation measures may result in the planned augmentation being significantly postponed.

The Albert River catchment, partly within Gold Coast City boundary, has been identified as a potential water source for areas to be developed in Beaudesert Shire.

All water resources and their catchments need to be protected to maintain water quality and, where appropriate, to safeguard the supply of water for urban areas within the City and beyond. This includes the need to protect natural ecosystems and human recreational values.

1.4 Good Quality Agricultural Land

Gold Coast City has a complex distribution of different land and soil types. Some of these are of recognised value for agricultural purposes and, as such, need to be managed and protected for future use. **State Planning Policy 1/92 Development and Conservation of Agricultural Land** is a major influence in that regard.

Sugar cane growing on the coastal flats in the northern parts of the City represents the principal agricultural activity. This activity, which is supported by the Rocky Point Sugar Mill, requires considerable areas of good quality agricultural land. The alluvial soils of the river valleys and the rich soils of the mountain plateau support small areas of viable agriculture.

Appropriate management of good quality agricultural land requires the maintenance of relatively large land parcels that are precluded from inappropriate development. It is also important that incompatible development is not allowed to encroach close to good quality agricultural land, to the extent that it may compromise long term agricultural practices. Land management practices should ensure that the productive value of agricultural soils is maintained and, where possible, enhanced.

2.0 Natural Resources Policies

2.1 NR Policy 1

Ensuring minimal environmental and social impacts from resource extraction and haulage activity.

2.1.1 Explanation

The extraction of materials from the earth can have significant impacts on the environment and also on adjacent activities. These impacts need to be reduced to acceptable levels throughout the life of the resource extraction activity. In turn, extractive activities need to be protected from encroachment by other land uses which may inhibit the continued operation of the extractive activity.



2.1.2 Planning Objectives to Support NR Policy 1

- NR 1.1 to provide for appropriate acoustic, environmental and visual buffers for extractive operations.
- NR 1.2 to ensure that comprehensive rehabilitation plans are in place, and carried out when commercial resource deposits are exhausted.
- NR 1.3 to ensure that existing and future haulage routes are protected, for long term use.
- NR 1.4 to ensure that urban or other non-compatible land uses do not restrict the operation of existing and future quarries.
- NR 1.5 to preserve appropriate sites for future resource extraction, in consultation with the Queensland Department of Natural Resources and Mines, having regard also to nature conservation objectives.
- NR 1.6 to ensure that potential offsite and downstream environmental impacts are managed, as part of extractive industry operations.

2.2 NR Policy 2

Ensuring that a sustainable yield of timber is maintained from the city's managed forests, consistent with ecological sustainability.

2.2.1 Explanation

As timber is a renewable resource, it is important that it is managed to provide sustainable yields and also to protect ecological, recreational and landscape values.

2.2.2 Planning Objectives to Support NR Policy 2

- NR 2.1 to encourage the use of rural land for plantation purposes where this does not conflict with nature conservation or agricultural objectives.
- NR 2.2 to facilitate obtaining viable timber resources from land approved for urban development, where this does not conflict with nature conservation or landscape protection objectives.
- NR 2.3 to ensure that timber getting and milling activities are managed to minimise amenity impacts on adjacent land uses.

2.3 NR Policy 3

Protecting the water quality of the Hinze and Little Nerang Dams and the proposed Lower Albert River Weir, in order to preserve the integrity of water supply sources.

2.3.1 Explanation

The designated water supply facilities and their catchments must be protected to maintain services for existing and forecast urban development.

2.3.2 Planning Objective to Support NR Policy 3

- NR 3.1 to manage land use and development in protected catchments to minimise impacts on water quality and water supply.

2.4 NR Policy 4

Protecting the quality of water in all natural drainage catchments.

2.4.1 Explanation

Land use and development can have severe detrimental impacts on water quality. The maintenance of water quality is essential to protect the operation of ecosystems and to preserve future options for water harvesting. It is also essential in maintaining the viability of the City's immense water based leisure activities.



2.4.2 Planning Objectives to Support NR Policy 4

- NR 4.1 to ensure that land use activities, potentially discharging wastes or contaminated runoff to waterways, are sited and managed to minimise such discharges.
- NR 4.2 to ensure that development proposals minimise nutrient contributions to waterways and water bodies.
- NR 4.3 to reduce the amount of sedimentation and urban runoff into local creeks and rivers.
- NR 4.4 to ensure that water extraction activity is managed to allow environmental flows and natural processes to be maintained.
- NR 4.5 to ensure that natural in-stream flows (including flooding and drainage patterns) are maintained within natural aquatic systems.

2.5 NR Policy 5

Ensuring the sustainable use of good quality agricultural land for viable rural pursuits.

2.5.1 Explanation

Good quality agricultural land is a finite resource that requires careful management to ensure its sustained productivity. This is an important economic consideration for the City and the region and, in some cases, is also of significance for convenient access to local produce.

2.5.2 Planning Objectives to Support NR Policy 5

- NR 5.1 to limit the development of areas identified as compromising good quality agricultural land to viable rural pursuits and associated support activities.

Chapter 8 Housing

Gold Coast City is well known for its array of luxury homes and high rise apartments. Sustained population growth has supported the development of extensive new suburban estates of detached houses and other accommodation forms. Whilst this suggests some diversity of accommodation options for residents, changing demographic trends and variable economic conditions mean there can be a mismatch between available housing options and the needs of the local population. The purpose of this strategy is to ensure that the available housing choices are consistent with the needs of existing and future residents.

1.0 Key Issues

Housing stock is a valuable asset of the City. Like all cities, Gold Coast City is required to provide a satisfactory range of accommodation options, in terms of tenure, size and type, that is designed for its inhabitants' particular needs. The variety of housing choice available must be able to meet the needs of people at different life cycle points. Housing choice should respond to different household sizes and compositions, and should make provision for special community needs, such as those people who are frail, aged or economically disadvantaged.

There are approximately 180,000 dwellings in the city, with some 5,000 new dwellings constructed each year. Almost 70% of Gold Coast residents occupy separate (detached) dwellings, while around 13% live in town houses and 14% occupy flats or units. A very small proportion of residents live in caravans, cabins or houseboats, or mixed use buildings.

Gold Coast City has a high proportion of people in rental accommodation (about 35%), when compared to the national average of 26%. Housing demand is high, with a population characterised by a high rate of mobility.

Ideally, Gold Coast residents should enjoy a variety and choice of housing which meets the needs and preferences of all households and is consistent with long term needs and demographic trends.

Changes in household structure and size have to a mismatch between diversifying housing demand on the one hand and the largely homogeneous supply of single family dwellings on the other. At the same time, housing is becoming increasingly expensive, and continued low density development, without associated services and facilities to support the resulting neighbourhoods, has meant increasing social costs to the community and economic costs for households in the outer suburbs.



To implement the theme of building sustainable communities the standards for housing provision should ensure that dwellings are affordable, ecologically sound, well designed for energy efficiency and well suited to the household's needs, with close and convenient access to services. These standards supports the concept of Smart Housing, promoted by the Queensland Department of Housing, that aims to encourage the design and construction of affordable, energy efficient, universally designed, safe and secure dwellings.

Particular housing needs, addressed in this strategy, relate to:

- an appropriate mix of dwelling types for the total population;
- aged and disabled accommodation;
- group homes, crisis centres and rehabilitation centres;
- youth, young adult housing and temporary accommodation; and
- affordable housing.

2.0 Housing Policies

2.1 H Policy 1

Achieving a range of housing options that are closely matched to the needs of the city's existing and future households.

2.1.1 Explanation

There is a degree of inertia attributed to the City's housing stock (ie. it is not very quick or flexible in adapting to new housing preferences). Demographic trends can change relatively quickly, particularly on Gold Coast City, which has high levels of in migration and high rates of resident mobility. It appears that innovation in housing construction and diversification of housing products are lagging behind changes in household size and emerging preferences for less traditional housing. Land use and development initiatives should be used to promote increased diversity in housing provision.

2.1.2 Planning Objectives to Support H Policy 1

- | | |
|--------|---|
| HP 1.1 | to ensure that a range of dwelling types and dwelling densities is provided in each neighbourhood and each suburban area. |
| HP 1.2 | to avoid creating residential areas with a single housing type and style that allows no opportunity for specialist housing needs in appropriate locations. |
| HP 1.3 | to encourage urban renewal programs to incorporate housing for the socially disadvantaged, aged and disabled. |
| HP 1.4 | to ensure that housing estate design avoids the creation of identifiable public housing developments and accommodation facilities that are used for crisis and temporary care or rehabilitation purposes. |
| HP 1.5 | to ensure that purpose built or redeveloped housing, for all specialist needs, complies with safe design Crime Prevention through Environmental Design (CPTED) principles. |
| HP 1.6 | to encourage diversity of choice in housing type, and promote designs appropriate to the varying needs of households as they move through life cycle changes. |
| HP 1.7 | to ensure that housing type and design is consistent with local climate and other environmental factors, including slope, aspect and solar access. |

2.2 H Policy 2

Facilitating the provision of housing designed for the aged and the disabled in a range of locations throughout the urban area.

2.2.1 Explanation

The aged and disabled require housing that is located within easy access to support facilities and which provides good amenity and easy maintenance. It needs to be designed to be functional and to minimise unnecessary difficulties or complications for the occupants, such as steps or split levels.



2.2.2 Planning Objectives to Support H Policy 2

- HP 2.1 to ensure that aged and disabled housing is located close to services, transport, shopping and recreation facilities.
- HP 2.2 to ensure that ready access to emergency services and care is available.
- HP 2.3 to ensure that opportunities exist for the placement of aged and disabled persons in higher levels of care, when circumstances arise.
- HP 2.4 to encourage public and private transport to be available at the development site.

2.3 H Policy 3

Enabling group homes, crisis centres and rehabilitation centres to be strategically located, in terms of service provision.

2.3.1 Explanation

Emergency housing and special needs shelter arrangements are important social infrastructure. These facilities need to be provided to meet demand and in locations that are easily accessible. It is important that these facilities are discreetly located in established residential areas and not isolated in non-residential areas.

2.3.2 Planning Objectives to Support H Policy 3

- HP 3.1 to ensure that the location of group homes, crisis centres and rehabilitation centres is appropriate, in terms of access to city services and facilities, including transport.
- HP 3.2 to ensure that the size, type or nature of group homes, crisis centres and rehabilitation centres is not likely to cause significant impact on the surrounding neighbourhood and residential amenity.
- HP 3.3 to ensure that the design of group homes, crisis centres and rehabilitation centres will provide anonymity to such facilities.
- HP 3.4 to ensure that group homes, crisis centres and rehabilitation centres are sensitively located near other community facilities.

2.4 H Policy 4

Providing housing options for youth in suitable locations throughout the urban area.

2.4.1 Explanation

Youth housing needs range to temporary accommodation to assist in times of family or economic crisis and secure and affordable longer term accommodation for students and people commencing work away from the family home.

2.4.2 Planning Objectives to Support H Policy 4

- HP 4.1 to encourage purpose built accommodation for youth and young adults in areas where services, employment, education and transport are available.
- HP 4.2 to allow for the conversion of existing buildings close to services to house youth, young adults and people in need of temporary accommodation.

2.5 H Policy 5

Providing a range of affordable housing options in suitable locations throughout the city.

2.5.1 Explanation

In the interests of social cohesion, affordable housing options should not be relegated to the most inaccessible, or least desirable locations in the city. Instead there should be some provision for affordable housing in a majority of neighbourhoods and suburban areas.



2.5.2 Planning Objectives to Support H Policy 5

- HP 5.1 to encourage housing developments that provide a proportion of low-cost housing, without compromising appropriate design and construction standards.
- HP 5.2 to discourage housing estates that provide only one form of housing.
- HP 5.3 to provide opportunities for integrated housing developments, where the housing unit cost can be reduced and a sharing of recreation facilities can be provided.
- HP 5.4 to encourage integrated provision of affordable housing with good access to public transport and other community services and facilities.

Chapter 9 Transport

Residents, visitors and businesses require an efficient and flexible transport system to make optimal use of the facilities and services offered by the City. When the transport system works efficiently and reliably, people are free to choose where and when they move, and goods can be delivered on time to meet commercial imperatives. However, when it begins to break down, choices and opportunities become limited, business finds it hard to compete, and traffic reduces the quality of the air and the livability of neighbourhoods.

Gold Coast City's transport system is reaching the point where it can adversely affect economic growth and people's quality of life.

This strategy aims to:

- create an urban form that reduces dependence on the private motor vehicle;
- maintain a safe and effective road network to cater for moderated growth in vehicle trips;
- increase the proportion of trips taken on public transport services;
- provide a pedestrian environment that is safe and attractive;
- encourage the use of cycling as a transport mode;
- encourage water transport alternatives;
- support the operation of air transport facilities; and
- ensure adequate provision of car parking, loading and access facilities.

It therefore seeks to increase the opportunities for non-car based trips within the City and to reduce the social, environmental and economic costs of providing transport infrastructure. To be effective, these initiatives must be closely coordinated with other initiatives, particularly those which seek to encourage urban consolidation close to high accessibility public transport services and in locations with good pedestrian and cycle accessibility to local attractions and services.

This strategy should be read in conjunction with the following maps:

- **Planning Strategy Map PS7 - Road System**
- **Planning Strategy Map PS8 - Public Transport System**
- **Planning Strategy Map PS9 - Cycling Network**

1.0 Key Issues

Much of Gold Coast City has developed over the past four decades, during a period dominated by enormous growth of the private motor car as the preferred transport mode in Australia. The existing urban pattern of Gold Coast City has therefore been shaped by widespread access to private cars, and the City and its population are largely dependent upon the car. Communities now extend over much larger areas, which are generally less clearly defined than traditional neighbourhoods.

More than 1.1 million trips are made each day in the City (estimated to increase to 1.8 million by 2011). Currently, only about 3% of these are by public transport, with over 80% being by private car or commercial vehicle. Car ownership continues to increase, with most trips in peak periods being drive alone and the average vehicle occupancy being about 1.3 persons and declining.

Traffic surveys report an average increase on the city's major roads of 4.3% per year and an increase in travel times of 2.6% per year. At these rates, the amount of traffic on the city's roads and the time taken to complete journeys could double in just 20 years.



Continued dependence on cars will lead to road congestion, with resulting increases in air and noise pollution. It can also have other negative health effects, in terms of traffic accidents and the stress and anxiety on individuals affected by congestion.

There are also negative social implications of an over reliance upon cars for those with no access to cars, due either to economic hardship, stage of life, physical handicap or personal choice. This can result in isolation, thus limiting opportunities for employment, social support, education or entertainment.

An integrated transport and land use strategy can support high quality alternatives to car travel and reduce the overall need to travel. Within this context, the road transport system can be expanded and managed to maintain its ability to meet growing transport needs, since 90% of travel by all modes occurs within the road reserve.

1.1 City Transport Plan

The City of Gold Coast Council released the **City Transport Plan in 1998**. This document is a planning study which supports, the provisions of this Planning Scheme.

A key element of the proposed public transport system will be possible line haul public transport routes along the coastal strip, linking with Gold Coast City railway and the emerging western Activity Centres of the city. A plan showing the proposed corridors for the upgraded possible line haul public transport routes is included in **Planning Strategy Map PS8**. These routes could be comprised of a future combination of light rail, transit lanes and/or bus lane/priority measures.

These corridors will be the subject of detailed investigations under the **City Transport Plan** implementation to establish the appropriate mode of public transport, alignment and land corridor requirements. It is expected that most of the corridors will be along major roads. In some cases, public transport will have its own lane, in others it will share the road with motor traffic.

The **City Transport Plan's** aims are consistent with the directions of the state government's **Integrated Regional Transport Plan (IRTP)**, which is a 25 year plan to guide the development of a transport system for South East Queensland, and the associated **Transport 2007 Vision**.

The **IRTP** adopted, as part of its strategy, the setting of targets for increased public transport use, walking and cycling. The **IRTP** target for public transport on Gold Coast City is 7% of all trips by 2011 or double the current proportion of trips. This is an ambitious but achievable target. Because population will increase over the same period, the actual daily usage of public transport in the city would need to increase by nearly 250% on 1995 levels.

The planning targets for all modes proposed for the **City Transport Plan** are:

	Current 1992	Trend 2011	Target 2011	Target 2031
Car as driver	55.5%	60 %	46%	34%
Car as passenger	26%	21.8%	27%	28%
Walking	12%	12 %	14%	15%
Cycling	3%	3 %	6%	8%
Public Transport	3.5%	3.2%	7%	15%
TOTAL	100%	100%	100%	100%

These targets are achievable, provided that significant changes occur in to existing transport and land use trends.

2.0 Transport Policies

Reducing car dependency and increasing the use of public transport and non-motorised modes requires the support of land use policies. The implications for this Planning Scheme are that land use and development should be managed to produce an urban form that promotes walking, cycling and public transport patronage. At the same time, the urban form and development codes should reduce the need to use cars for many of the trips that people need to make on a daily basis.



The following land use and development policies are proposed to achieve a sustainable transport system.

2.1 Tr Policy 1

Achieving an urban form that favours transit modes, reduces private motor car dependency and allows significant transport energy savings.

2.1.1 Explanation

The pattern of land use that results from transit oriented development increasingly favours non-motorised modes and public transport over the use of private cars for regular trips. This is more likely where residential areas are well provided with local facilities and services and where major employment areas and entertainment locations are located in close proximity to medium and high density residential accommodation. The decisions made on new development should be informed by their likely impact on travel demand and travel behaviour.

2.1.2 Planning Objectives to Support Tr Policy 1

- Tr 1.1 to promote compact communities with a diversity of activities and increased proximity to employment and community facilities, so that walking is an attractive option.
- Tr 1.2 to facilitate the development of a mix of residential forms, particularly medium density housing and housing for public transport dependent groups, such as the aged, in close proximity to line haul bus and rail terminals.
- Tr 1.3 to minimise low density urban sprawl (which disperses passenger demands for public transport) and subsequently reduce trip lengths, concentrate trips and make transport patterns more efficient.
- Tr 1.4 to facilitate intensification of development at locations close to existing or proposed public transport services.
- Tr 1.5 to provide retail, commercial and entertainment areas and attractions in designated Activity Centres or urban villages near major railway stations and public transport routes.
- Tr 1.6 to design access arrangements around public transport stations which would enable as many people as possible to benefit from the public transport services and to maximise potential patronage of the system.
- Tr 1.7 to discourage the establishment of low intensity commercial uses, such as showrooms, warehousing, industry, low density housing or large areas of undeveloped public open space around public transport nodes.

2.2 Tr Policy 2

Achieving and maintaining an effective road network.

2.2.1 Explanation

Even with a major swing to public transport use and to walking and cycling trips, the vast majority of travel will continue to be on the road system. The City's roads must therefore meet moderated growth in travel demands, giving priority, where necessary, to public transport and freight movements.

Many of the existing urban communities have not been provided with local arterial roads and, in the western areas, they often rely on direct connections between local roads and the Pacific Motorway system. This situation is most undesirable, from a transport efficiency and community impact perspective.

Future planning for Greenfield development must ensure the provision of access controlled secondary arterial roads, generally with 70-80 km/h posted speed, with auxiliary lanes and right turn protection. Such roads will improve safety and amenity within communities, and ensure efficient direct road based public transport operations.

Providing secondary arterial roads will also ensure local traffic, which accounts for the vast majority of trips, does not have to use the Pacific Motorway. Without the provision of secondary arterial roads, mixed local and long distance traffic on the motorway will reduce safety and result in undesirable congestion beyond the year 2011.



Transport infrastructure, particularly major roads, can have substantial impacts upon the natural environment in terms of fragmentation of ecosystems and overall environmental degradation. Wherever possible, new infrastructure should utilise existing transport corridors and run along the edge of significant natural areas.

2.2.2 Planning Objectives to Support Tr Policy 2

- Tr 2.1 to facilitate a functional road hierarchy, with regional and higher order traffic movements predominantly on highways and urban arterials, and local access movements on local streets.
- Tr 2.2 to require local arterial road systems to be designed and provided as part of urban development, thereby protecting the ability of regional roads to meet the needs of longer distance traffic.
- Tr 2.3 to provide for a continuous system of major roads to meet moderated traffic demands and to carry freight and public transport vehicles, with little direct access for individual properties.
- Tr 2.4 to reduce conflict between residential amenity and through traffic, by delineating between roads designed for the movement of through traffic and local streets which are to be designed as shared spaces for people and slow moving vehicles.
- Tr 2.5 to protect existing and future corridors for road infrastructure from incompatible land uses.
- Tr 2.6 to control the establishment of new land uses, allow for future integration with adjacent lands, to promote compatibility with the roads and streets, to which they have frontages.
- Tr 2.7 to discourage road networks which mean public transport services have to follow excessively circuitous or dead-end routes to be able to service passenger demands.
- Tr 2.8 to ensure that road networks in new communities will have a higher degree of connectivity, so as to encourage walking and cycling and support effective public transport.
- Tr 2.9 to ensure that streets in new neighbourhoods provide safe access and use by all street users in accordance with **Planning Scheme Policy 11 - Land Development Guidelines**.
- Tr 2.10 to ensure that new major road systems are located and designed to minimise disruption to significant nature conservation areas, particularly core habitat areas and wildlife corridors.



Department of Main Roads Plans for Infrastructure

Main Roads has a legislative responsibility to plan, construct and maintain an efficient and safe system of State controlled roads. Main Roads has a strategic interest in the whole of the road network, including roads for which local government is responsible.

Main Roads' **Plans For Infrastructure (PFI)** represents the documents that describe the Department's planning and proposed program of improvements for State controlled roads. Main Roads relies on the **PFI**s for the purposes of identifying the Department's road planning within local government planning schemes. **PFI**s constitute the following documents and are available for public inspection at the Main Roads District Office:

- **Roads Implementation Program (RIP)** – five year program of works; and
- **Statements of Intent for Link Development (SOI)** – including the 20 year vision for individual State controlled roads.

In the event that a specific development proposal requires road works, which are not consistent with Main Roads' planning intentions, this may require a contribution by the developer may be required to make a contribution towards the cost of providing these road works, within the constraints of the **Integrated Planning Act 1997**.

A development will be inconsistent with Main Roads' planning intentions, if the development:

- requires road works which are not planned by Main Roads;
- requires road works of a different scope or location than what is currently planned by Main Roads; or
- brings forward the delivery of planned road works or a component of those road works by one year or more.

2.3 Tr Policy 3

Increasing the effectiveness of public transport infrastructure and services.

2.3.1 Explanation

Public transport within the City includes buses, trains, minibuses, tour coaches and taxis. To achieve an increased proportion of trips by these modes will require a wide range of integrated strategies, some of which are related directly to land use and development activity.

2.3.2 Planning Objectives to Support Tr Policy 3

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| Tr 3.1 | to provide facilities that encourage the efficient operation of public transport, including set down areas, taxi stands, clearways, areas for the exclusive use of buses and taxis and bicycle storage areas. |
| Tr 3.2 | to facilitate new modes of transport, including protection of corridors, for light rail and 'smart shuttles' which use technology to match passengers with rides. |
| Tr 3.3 | to ensure the provision of sufficient public transport capacity within road corridors to meet Council's adopted public transport targets, while retaining sufficient capacity to carry the residual travel in private vehicles. |
| Tr 3.4 | to encourage the early construction of bus or rail stations so that their presence can influence the development of the new community and encourage a public transport culture from the start. |
| Tr 3.5 | to require new development to promote and support the use of public transport throughout the city, where such services can be reasonably provided. |
| Tr 3.6 | to integrate public transport facilities, where possible, in locations such as Helensvale, Coomera, Nerang and Robina, which are serviced by more than one mode of transport. |
| Tr 3.7 | to ensure that public transport facilities are readily accessible by disabled and other transport disadvantaged groups. |



2.4 Tr Policy 4

Providing a functional, safe, direct and attractive pedestrian environment.

2.4.1 Explanation

The comfort, safety and attractiveness of the pedestrian environment can have a major influence on people's decision to walk. While distance is an important consideration, the design of pedestrian facilities needs to take into account the whole walking experience. The associated pattern of land uses and public spaces is of great relevance to the quality of the pedestrian environment.

2.4.2 Planning Objectives to Support Tr Policy 4

- Tr 4.1 to encourage walking within new development through the provision of appropriately designed and located pedestrian infrastructure.
- Tr 4.2 to facilitate reasonable access and movement for people with impaired mobility, including the elderly, people with prams and people with disabilities, to encourage walking, through the provision of a mix of land uses in close proximity that enable people to easily fulfil local needs.
- Tr 4.4 to provide safe and secure walking paths that avoid conflict with fast moving traffic, and provide good visibility and opportunities for mixing with other people.
- Tr 4.5 to ensure that pedestrians are given priority in areas, including town centres, where walking is the preferred mode.
- Tr 4.6 to improve pedestrian circulation in major Activity Centres so that walking is comfortable, convenient and safe.
- Tr 4.7 to improve pedestrian safety on neighbourhood streets by limiting vehicle speeds through the use of physical design elements, in accordance with **Planning Scheme Policy 11 - Land Development Guidelines**.
- Tr 4.8 To ensure that the walking paths are integrated with the off road open space network linkages.

2.5 Tr Policy 5

Promoting the use of cycling as a transport mode.

2.5.1 Explanation

Particular attention should be given to the design and location of cycling facilities, so that cycling is a viable transport choice, and not considered only a recreational activity.

2.5.2 Planning Objectives to Support Tr Policy 5

- Tr 5.1 to provide for the development of high quality, direct bicycle paths (either within the road corridors or as separate paths), linking residential areas with schools, places of employment, public transport facilities, Activity Centres and recreation locations, including open space.
- Tr 5.2 to provide secure bicycle storage facilities and access to showers and change rooms at major employment centres, public transport stops and other appropriate destinations.
- Tr 5.3 to provide safe bikeway facilities to meet growing demands for recreational cycling experiences.
- Tr 5.4 to reduce conflict between pedestrians and cyclists on shared pathways.
- Tr 5.5 to promote direct cycle access in the development of new communities.
- Tr 5.6 to ensure that cycling paths are integrated with the off road open space network linkages.
- Tr 5.7 to set appropriate design standards for bicycle parking in all new developments.



2.6 Tr Policy 6

Encouraging the use of water transport as a viable alternate mode.

2.6.1 Explanation

Gold Coast City has numerous navigable waterways, both natural and man-made. There is potential to use these waterways for regular transport purposes, as well as for tourist and recreational boating.

2.6.2 Planning Objectives to Support Tr Policy 6

- Tr 6.1 to encourage the use of the City's natural and artificial waterways for water transport to offer a pleasant and congestion-free way to move around.
- Tr 6.2 to facilitate the controlled use of water-based transport and, in particular, water-based public transport services, where developments occur on major waterways.
- Tr 6.3 to maintain and protect opportunities for recreational boating and tourist cruise activity.
- Tr 6.4 to provide for necessary supporting infrastructure for water transport, including wharves, pedestrian facilities, car parking, bicycle parking and bus/ferry interchange facilities.
- Tr 6.5 to ensure, when developments are approved and promoted as having waterway access, such access can be maintained in a manner which ensures environmental quality and does not impose excessive costs on the general rate paying public.
- Tr 6.6 to maintain and enhance road, rail and water connections between Gold Coast City and the Port of Brisbane, particularly for the purposes of transporting freight.

2.7 Tr Policy 7

Protecting the use and operation of air transport facilities and services.

2.7.1 Explanation

Gold Coast City is well serviced with its own domestic airport and has good access to the Brisbane International Airport. There are also a number of minor airstrips within the City which cater for general aviation, though not developed to a high quality standard that can be relied upon for regular use. It is paramount for the economic prosperity of the City that this level of service by air transport is maintained, protected and developed to its optimum potential, in keeping with the tourism and transport needs of the City and adjoining regions.

2.7.2 Planning Objectives to Support Tr Policy 7

- Tr 7.1 to protect the air corridors and other facilities for aircraft using Gold Coast Airport, through appropriate height and land use restrictions, consistent with **State Planning Policy 1/02 – Development in the Vicinity of Certain Airports and Aviation Facilities**.
- Tr 7.2 to ensure that efficient land transport connections are maintained between Gold Coast Airport and the rest of the City, NSW and Brisbane.
- Tr 7.3 to ensure that the needs of small aircraft, through general aviation and charter flights, are considered in future airport infrastructure development proposals.
- Tr 7.4 to provide for the appropriate location and development of facilities for helicopters and other small aircraft.
- Tr 7.5 to balance the needs of future growth of commercial traffic at the Gold Coast Airport with the impacts of noise on surrounding communities and reduced capacity to handle charter and private aviation needs.
- Tr 7.6 to facilitate airport and land-based transport connections that meet the air transport needs of domestic passengers, freight and general aviation, while managing acceptable impacts on the surrounding communities.
- Tr 7.7 to encourage and support the expansion of commercial activities which need access to air cargo facilities or which support and service airport activities adjacent to Gold Coast Airport.



2.8 Tr Policy 8

Achieving adequate provision of vehicle parking, loading and access facilities.

2.8.1 Explanation

The provision of car parking facilities, either in association with other uses or as stand alone developments, has a significant impact on the operation of the City's transport system. Similarly, the provision of adequate loading facilities on site can reduce possible impacts and delays to transport and traffic operations. In addition, vehicle access to private land from public roads needs to be designed so that it is safe and functional.

2.8.2 Planning Objectives to Support Tr Policy 8

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| Tr 8.1 | to ensure that sufficient, accessible off-street parking and loading facilities are designed to meet the normal anticipated demands for each activity, while minimising the adverse effects of such facilities. |
| Tr 8.2 | to ensure that convenient parking is available for vehicles used by people with disabilities. |
| Tr 8.3 | to consider limits on parking provision for commercial developments or allowing developers to provide less parking in areas well served by public transport, in return for contributions to public transport improvements. |
| Tr 8.4 | to provide sufficient bus and coach parking and set down areas in the major tourist precincts and destinations. |
| Tr 8.5 | to provide public car parking in convenient locations to service areas of intensive activity financed, where possible, from developer contributions in lieu of on site parking. |
| Tr 8.6 | to support the provision of public transport infrastructure and other alternatives to private cars through appropriate development contributions, in lieu of on site parking. |
| Tr 8.7 | to set appropriate design standards for vehicle parking spaces and parking areas. |
| Tr 8.8 | to ensure that all business premises have provision for suitable areas for loading vehicles on site. |
| Tr 8.9 | to minimise safety and traffic problems by ensuring appropriate controls are provided for the number, size and position of vehicle access points to development consistent with facilitating a functional road hierarchy. |
| Tr 8.10 | to provide appropriate turning areas on sites to avoid compromising road safety with vehicles reversing on or off the site. |

2.9 Tr Policy 9

Ensuring that the design and operation of transport facilities encourages a safe, clean and attractive urban environment.

2.9.1 Explanation

Transport infrastructure, such as roads and railways and their associated traffic can dominate the urban landscape. This not only has a visual impact, but also can represent a safety and health problem for urban communities. It is essential that the negative impacts of transport systems and their operations are minimised.



2.9.2 Planning Objectives to Support Tr Policy 9

- Tr 9.1 to ensure that the design of transport facilities is functional, attractive and complementary to the character of the local area.
- Tr 9.2 to ensure that outdoor advertising, displayed on or adjacent to transport routes and facilities, is consistent with the local amenity, and does not create any safety hazards for drivers, passengers or operators of transport services.
- Tr 9.3 to provide for safe and secure travel on all parts of the transport system.
- Tr 9.4 to confine the transport of hazardous substances to designated routes, identified for the purposes of minimising risk.
- Tr 9.5 to minimise the impact of traffic and transport noise on local communities by appropriate design and, where necessary, by the provision of noise attenuation devices.
- Tr 9.6 to ensure that the design of new roads and transport facilities takes into account the potential for minimising any adverse impacts on air, water and soil quality.
- Tr 9.7 to encourage the development of vibrant centres for shopping, commercial activity and entertainment where public transport and pedestrians are given priority over through traffic.
- Tr 9.8 to ensure that the design and appearance of transport facilities and transport routes are consistent with the character of surrounding areas and contribute to the enhancement of the City's image and townscape.

Chapter 10 Energy Conservation

Urban systems are major consumers of energy. The arrangement and location of land uses and infrastructure and the design of new development have a strong influence on the efficiency of energy use. To become a more sustainable city, Gold Coast City must develop an urban form that promotes low energy consumption, avoids energy waste and makes better use of renewable energy resources. This can be achieved by a compact city structure, the increased integration of different land uses, and the introduction of innovations to conserve energy in all urban activities.

1.0 Key Issues

Both renewable and non-renewable resources are used to provide energy. Urban areas, in particular, are major consumers of energy, including electricity, gas and other fuels. Energy is required for development and construction, the movement of vehicles, commercial and industrial processes, the provision and operation of physical infrastructure, the operation of telecommunications and electronic data handling, lighting, heating, cooling, and numerous other purposes.

There are costs associated with high levels of energy use. As energy prices increase, some activities may be restricted or become too expensive to maintain. In social terms, high energy costs may restrict people's access to urban facilities and services, in particular where there are few transport options. High energy consumption can also have a serious impact on the natural environment, particularly where non-renewable resources are being depleted. There can also be problems associated with the production, storage and distribution of energy resources and their associated wastes.

Low energy options need to be explored, together with the use of alternative energy sources. This can be achieved by adopting energy efficient practices and by promoting the use of renewable energy resources. These are some options that offer both energy and cost savings that can be applied at the domestic, commercial and industrial level.

Energy conservation is a fundamental initiative that is consistent with ecological sustainability. It is highlighted here as a land use and development strategy in order to encourage energy efficient practices. This will provide significant support for building sustainable communities.

2.0 Energy Conservation Policies

Energy consumption, at the domestic, commercial and industrial levels, can be substantially reduced through achievement of the following:



2.1 EC Policy 1

Achievement of a land use pattern and urban form that helps reduce per capita energy demands.

2.1.1 Explanation

Cities with a compact form and extensive range of land uses in local areas have been found to be more energy efficient than those with low density urban areas which are dependent on private motor vehicles for transport.

2.1.2 Planning Objectives to Support EC Policy 1

- EC 1.1 to encourage urban consolidation, to promote energy efficiency.
- EC 1.2 to encourage the mixing of land uses, in order to facilitate multi purpose trips and to reduce the need to travel.
- EC 1.3 to promote the use of alternatives to the motor vehicle as a means of transport.
- EC 1.4 to encourage the sharing of infrastructure and services between different uses.

2.2 EC Policy 2

Encouraging developments that are designed for energy efficient use.

2.2.1 Explanation

The design of individual buildings, in terms of layout, materials, orientation on the site and relationship to surrounding uses, can have an enormous impact on energy demands. The application of innovative construction methods and incorporation of special design features can also reduce energy use.

2.2.2 Planning Objectives to Support EC Policy 2

- EC 2.1 to facilitate the use of new technologies in building and construction that reduce overall energy demand.
- EC 2.2 to encourage design of buildings and neighbourhoods for maximum utilisation of natural light.
- EC 2.3 to promote the use of appropriate insulation for buildings against heat gain and loss.
- EC 2.4 to reduce the penetration of infra red and ultra violet light into buildings through design or treatment of external glazing.
- EC 2.5 to encourage appropriate building design and siting, which maximises desirable aspects and reduces the need to artificially control internal temperature levels.
- EC 2.6 to encourage the use of ceiling vents and high ceilings to avoid the confinement of heat.
- EC 2.7 to maximise the use of natural breezes and air circulation to cool buildings and dry clothes.
- EC 2.8 to promote the use of appropriate landscaping species and planting to reduce the impact of heat gain or loss.

2.3 EC Policy 3

Encouraging the use of alternatives to non-renewable energy resources in new developments.

2.3.1 Explanation

Traditional energy sources are often based on non-renewable resources. New development can assist in reducing demand for these resources, utilising alternative, renewable energy.

2.3.2 Planning Objectives to Support EC Policy 3

- EC 3.1 to support the use of solar energy for domestic and commercial applications.
- EC 3.2 to encourage the innovative use of alternative energy sources, including wind, methane and geothermal energy.



Chapter 11 Community Facilities and Recreation Facilities

As the City continues to grow, additional community facilities and recreation facilities will be required to meet both the needs of existing and future residents in newly developing areas and the changing needs of communities in established areas. A wide range of facilities will therefore be needed in locations that are readily accessible to their intended catchment. These facilities will need to be developed and managed in a cost effective, efficient and equitable manner.

In recognition of these issues, successive **Recreation, Sport and Open Space (RSOS) Plans** and associated strategies have been prepared to provide a broad framework to guide the provision of recreation facilities. Additional studies were subsequently undertaken, including a review of aquatic recreation facilities, a study into major sports facilities, and the preparation of the Priority Infrastructure Plan.

This Planning Strategy draws upon the findings of those reports and describes the broad planning intent for the provision of community facilities and recreational facilities, where Planning Scheme measures are the appropriate mechanism for implementation.

1.0 Key Issues

Recreation may be divided into the two broad categories of passive and active land uses, with the provision of facilities occurring as a result of both public and private investment. Passive recreational areas facilitate a wide range of informal social activities, including nature appreciation. Active recreational areas primarily provide opportunities for organised sporting activities. In many instances, within sufficiently large reserves it is desirable to integrate the two to accommodate a comprehensive range of recreational and community facilities in a single, convenient location.

Whilst formal sporting facilities often occupy large areas of land, recent research suggests that informal sporting activities and activities such as walking for pleasure or for health benefits, are of increasing importance. However, the particular needs of local communities may vary significantly across the City, according to factors such as socio-economic and demographic considerations. It is therefore important that adequate public consultation is undertaken to determine local needs prior to significant investment being undertaken. Wherever possible, facilities should be designed to be flexible to meet changing demands and to incorporate multiple recreational opportunities to reduce the need to travel.

The following factors suggest an overall need for increased recreational open space within the City:

- the need to provide additional facilities commensurate with resident population growth;
- the additional demand upon some facilities from continuing growth in visitor numbers;
- some facilities are now at capacity or inadequate for the standard of sporting competition envisaged;
- increasing urban densities and reducing lot sizes;
- a general increase in available personal leisure time;
- an increase in public awareness of the benefits of exercise and relaxation; and
- increased participation rates in formal sports in the adult age groups, through masters' and veterans' competitions.

Additional opportunities for community and recreational open space and facilities, can be realised through both the acquisition and development of new reserves and the improved management and development of existing reserves. In view of land availability considerations, significant land acquisition, for recreation purposes is likely to be limited to the developing Greenfield areas and to opportunities presented by specific areas, such as floodplain locations. In the existing urban areas, additional recreation opportunities will be largely confined to smaller, strategic acquisitions, such as open space linkages, combined with measures to enhance the value of existing reserves for their local communities.



In all cases, it is important that community recreation facilities are adequately integrated into the urban environment, in order to encourage opportunities for social interaction and healthy lifestyles. Facilities should therefore be conveniently located to their intended catchment, and well connected to the surrounding urban area by readily identifiable, safe and attractive walkways that offer an appropriate level of shade and shelter for pedestrians. Facilities fulfilling a district or regional function should be well serviced by public transport. All recreational areas should be designed to be easily recognisable, safe environments that offer high levels of casual public surveillance and ease of access for mobility impaired users. As recreational facilities have the potential to adversely impact upon the amenity of surrounding areas, care must be taken in the location, design and operation of potentially intrusive uses to minimise such impacts.

In the new developing areas, it is important that adequate land is reserved for **RSOS** purposes from the earliest stages of planning, to ensure that facilities will be conveniently located and inexpensive to develop. Such land should be suitable for its intended purpose in terms of its size, shape and topography and be capable of being adequately serviced.

Wherever possible, Council should seek to achieve an integrated approach to the planning and delivery of **RSOS** facilities, ideally through the Local Area Planning process. The integration of Council, state and non-government needs can facilitate efficiencies in the provision of community facilities, particularly if co-location, multiple use and resource sharing can be achieved. To ensure the timely and equitable provision of facilities, a Benchmark Community Facilities Plan should be developed and linked with Council's land acquisition and capital works programs.

The distribution of existing and proposed district **RSOS** areas and facilities is mapped within the City of Gold Coast **RSOS Plan. Overlay Map OM21 - Public Open Space Management** illustrates the existing and proposed major public open space areas within the City.

2.0 Community Facilities and Recreation Facilities Policies

2.1 CFRF Policy 1

Ensure the timely and equitable provision of community facilities and recreation facilities, commensurate with population growth and reasonable community expectations.

2.1.1 Explanation

Population growth and changing community demands for sport and recreation facilities, will require additional resources to be provided both in the new developing and in the established urban areas of the City. Many existing sporting resources are already at, or nearing full capacity or are otherwise inadequate to cater for the full range of user demand. Open and equitable processes are required to ensure that adequate facilities can be provided in a timely manner at locations that are convenient to the intended catchment.

2.1.2 Planning Objectives to Support CFRF Policy 1

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| CFRF 1.1 | to develop a Community Facilities Plan that draws upon existing and further research to identify future needs, together with equitable processes that ensure the delivery of facilities in a timely manner. |
| CFRF 1.2 | to ensure that sport and recreation needs are fully addressed in all relevant Local Area Plans prepared under the Planning Scheme. |
| CFRF 1.3 | to ensure that development, within established urban and new Greenfield areas, makes equitable contributions to the provision of recreation facilities, commensurate with reasonable community expectations. |
| CFRF 1.4 | to facilitate a coordinated approach to sport and recreation facility planning by involving relevant state government agencies, private sector businesses and community groups in all aspects of the planning process. |
| CFRF 1.5 | to encourage, where appropriate, the integration of recreation facilities and the development of multi purpose indoor and outdoor sports complexes, and other community facilities that promote the shared use of facilities and that are flexible in their design to accommodate changing needs. |



- CFRF 1.6 to ensure that recreation facilities acquired through the development assessment process is well suited to its intended purpose. Its suitability is determined in terms of its size, shape, topography and service provision, including road access and capacity to be augmented, further developed and redeveloped to accommodate increased user demands and emergent recreational trends without adverse impacts on environmental values.
- CFRF 1.7 to ensure that the provision of recreation facilities incorporates a balance between formal sportsgrounds and areas for informal recreation, including interesting and safe walking environments.
- CFRF 1.8 to facilitate opportunities in appropriate parts of the City for the provision of private recreation facilities through the Planning Scheme provisions for relevant domains and LAPs.

2.2 CFRF Policy 2

Ensure that community recreation and sporting facilities are well integrated into the urban environment.

2.2.1 Explanation

The integration of residential areas with community facilities and transport systems including pedestrian and bicycle networks, encourages people to be physically active as part of their daily life. It also creates opportunities for greater social interaction, fewer private vehicle trips and increased viability of the community facilities. Planning for local areas should therefore include open space corridors that efficiently connect the various parts of the urban area and offer opportunities for a wide variety of functions (e.g. commuting to work, passive recreation, nature conservation, water catchment management, etc). Where formal recreational facilities are provided, they should be conveniently located and designed and operated, in order to minimise amenity impacts upon nearby residents.

2.2.2 Planning Objectives to Support CFRF Policy 2

- CFRF 2.1 to ensure that community facilities are conveniently located to service their intended catchment, in accordance with a hierarchy of open space and recreation facilities that offer high levels of accessibility.
- CFRF 2.2 to provide attractive pedestrian and bicycle environments within urban and open space areas that offer safe and convenient access to community facilities.
- CFRF 2.3 to facilitate the development of a fully integrated, quality open space system that links local systems with regional open space systems and enhances urban character and environmental values.
- CFRF 2.4 to ensure that public open space and community facilities offer safe and secure environments, through implementation of **Crime Prevention through Environmental Design (CPTED)** principles.
- CFRF 2.5 to ensure that the design and layout of community facilities and recreation facilities enable access for the mobility impaired.
- CFRF 2.6 to ensure that district and regional level community facilities and recreation facilities are well serviced by public transport systems, in addition to adequate provision for access by foot, bicycle and car.
- CFRF 2.7 to ensure that community facilities and recreation facilities are appropriately located, designed and operated to minimise environmental impacts, including adverse amenity impacts as the result of noise or light emissions and adverse traffic impacts.
- CFRF 2.8 to provide a high standard of landscape work and building design that complements the character of the local area and reinforces the intended function of any facilities provided.
- CFRF 2.9 to ensure that new development, adjacent to existing recreation facilities, is compatible with, and does not restrict, the operation of those facilities.



Chapter 12 Waste Management

Cities are places where resources are consumed on a large scale. They are also locations for the production of considerable amounts of waste. Waste can result in pollutants, which affect the quality of air, water and soils. Waste materials can be managed to protect the quality of the environment and to avoid health problems. The collection, storage and disposal of wastes represent a major activity in urban areas. In terms of ecological sustainability, it is important that land use and development measures are implemented to:

- eliminate or reduce the production of wastes;
- encourage the reuse and recycling of waste materials;
- provide sufficient land and facilities for the treatment of wastes; and
- minimise the environmental impacts of the collection, storage and disposal of waste materials.

This strategy is directed at all land use and development activity.

1.0 Key Issues

Traditional methods of dealing with urban wastes have been found to be environmentally unsustainable. Poor procedures for managing waste production can result in health problems for urban dwellers. Waste associated pollutants have degraded the quality of water, air and soils.

Some waste products, such as human effluent, require extensive treatment with sophisticated infrastructure and services. Others, such as solid wastes, are collected and managed in land fills, which can occupy large sites within or adjacent to urban areas.

Development practices and resulting urban patterns can influence the production of wastes, their treatment and management. Some waste products, like green waste, can be reprocessed and used as fertiliser and compost, whereas other toxic liquid and solid wastes need careful handling and secure, environmentally safe disposal areas.

In considering appropriate measures to respond to waste control issues, the following considerations are relevant:

- can the waste be broken down by natural processes?
- are there likely to be significant environmental effects (eg. pollution, degradation of ecosystems) if natural processes are used?
- will disposal of the waste impact detrimentally on air, water or soils?
- does the waste material offer any economical returns that can be recovered?
- are the wastes economically and industrially capable of being recycled?
- are there sufficient numbers of land fill sites provided within the City to sustain the planned population growth?
- what best practice solutions can be implemented to manage domestic, industrial and commercial waste?

New technology offers some opportunities for ways to deal with waste so as to reduce the financial and environmental impacts. These solutions need to be combined with measures to reduce the overall production of waste materials wherever possible.

The City of Gold Coast has initiated a recycling and waste minimisation program to reduce the amount of material being deposited in land fill sites. Under current waste management practices, there are sufficient existing landfill sites to service the city for the next 40 years. Achieving a reduction in the production of wastes will extend the life of these facilities.

2.0 Waste Management Policies

2.1 WM Policy 1

Eliminating or reducing the production of wastes.

2.1.1 Explanation

It is more desirable to change consumption patterns and reduce the production of waste than to treat it and dispose of it. Relying on effective treatment and disposal alone encourages increased consumption, rather than wise use of resources.



2.1.2 Planning Objectives to Support WM Policy 1

- WM 1.1 to encourage the reduction of wastes at their source.
- WM 1.2 to support innovations in land use and development activities that are designed to reduce the production of wastes.

2.2 WM Policy 2

Encouraging the reuse and recycling of waste materials.

2.2.1 Explanation

Waste material can present opportunities for productive reuse and recycling. This has the advantages of minimising the storage and disposal of waste materials, decreasing the demand on new resources and also encouraging the development of new economic activities.

2.2.2 Planning Objectives to Support WM Policy 2

- WM 2.1 to facilitate the recycling of waste products and the use of biodegradable and recyclable products and materials.
- WM 2.2 to encourage industrial and commercial developments to undertake waste minimisation and recycling.
- WM 2.3 to support the reuse of wastewater, including urban run off, treated sewerage effluent and run off from farmland, where this can be demonstrated to be environmentally appropriate.

2.3 WM Policy 3

Providing sufficient land and facilities for the treatment of wastes.

2.3.1 Explanation

The collection and disposal of solid wastes requires the dedication of land and facilities. This is an important infrastructure requirement for urban development. It is necessary to protect the operation of these facilities and to reduce their environmental impacts.

2.3.2 Planning Objectives to Support WM Policy 3

- WM 3.1 to ensure that all development makes adequate provision for the storage and handling of wastes.
- WM 3.2 to protect existing and proposed land fill sites from encroachment by incompatible land uses.
- WM 3.3 to ensure that management of existing and proposed land fill sites minimises the impact on adjoining areas.
- WM 3.4 to ensure that waste transfer stations are managed in an environmentally and user friendly manner.
- WM 3.5 to support the use of waste transfer stations, where economically and environmentally acceptable, and to reduce the incidence of illegal dumping.

2.4 WM Policy 4

Minimising the environmental impacts of the collection, storage and disposal of waste materials.

2.4.1 Explanation

Waste management practices can have a detrimental impact on the environment. It is necessary to ensure that the handling of wastes is done in a manner that is safe and effective.



2.4.2 Planning Objectives to Support WM Policy 4

- | | |
|--------|---|
| WM 4.1 | to ensure that wastes are treated and disposed of in an environmentally appropriate manner. |
| WM 4.2 | to encourage best practice in waste management. |
| WM 4.3 | to ensure that sufficient waste management sites are identified and available for use when needed. |
| WM 4.4 | to consider the potential long term use of waste disposal sites after they are de-commissioned. |
| WM 4.5 | to avoid the creation of disposal sites that would not be capable of rehabilitation and long term environmentally sustainable management practices. |
| WM 4.6 | to avoid creating disposal sites that may have a higher land use value or which could substantially impact on existing or future developments. |
| WM 4.7 | to ensure that the location of activities which give rise to airborne contamination, including odours, are controlled to protect amenity values. |
| WM 4.8 | to ensure that the wastewater treatment plants use best practice and environmentally sustainable practices in the disposal of waste water. |

Chapter 13 Natural Hazards Mitigation

The pattern of land use within the City, the location of development, and the provision of facilities and services should be designed to minimise the risks posed by natural hazards. Land that is subject to flood, fire, or land slip should only be developed where the potential risks can be satisfactorily reduced. The presence of unstable soils or biological hazards may require special design measures in order to accommodate land use and development activities. The urban form should not only be designed to minimise risk from such hazards, but also to be able to maintain important functions during major natural events, or to quickly respond and recover from these events, with essential services protected. The **Natural Hazards Mitigation Strategy** is an important consideration in land use planning and development.

1.0 Key Issues

All major urban areas need to have measures in place to be able to respond to events that threaten life and property. It is essential to prepare wisely for natural hazards that may occur.

Council has in place a comprehensive counter disaster plan, involving a range of Council departments and government agencies. However, this is only one part of the solution. A more sustainable approach is to design the development of the City itself to ensure that, when natural disasters occur, the impacts will be manageable and the loss of life and property will be minimised.

The City of Gold Coast is likely to experience the following natural hazards on a regular basis:

- flooding;
- cyclonic conditions;
- bushfires;
- landslips; and
- acid sulfate soil events.

Other events that have the potential to occur, on an unpredictable basis and with the potential for considerable damage and little to no human control, are:

- tsunamis;
- earthquakes;
- oceanic influences (king tides and storm surges);
- climate change (global warming/sea level rise); and
- biological diseases (diseases occurring locally or brought in from other parts of Australia or the world, eg. Ross River fever).



Controllable hazards that can be managed at a human level by effective or preventative measures, are:

- mosquitos and biting midges;
- exposure to extreme levels of ultra violet light; and
- moderate to high temperature and humidity.

Notwithstanding the relative degree of impact or the fact that many natural disasters usually have a low probability of occurrence, all of the above can affect the lifestyle and health of residents. They can also impact on the City's services and infrastructure assets.

For most of the above events, land use and development measures can be implemented to reduce the level of risk to life and property. Key initiatives are to limit development in disaster-prone areas or to define any special provisions needed to permit development in these areas.

A modern approach to dealing with this type of problem is risk management, described in detail in **AS/NZS 4360:1995 - Risk Management**. In this approach, all likely risks, costs and possible remedial measures are systematically identified and assessed before adopting a final strategy to manage them.

Council is currently responding to threats posed by natural disasters, by developing planning strategies that are intended to mitigate the impacts of those natural disasters, which are most manageable.

In terms of flooding, predictive computer modelling is being developed to reflect best practice, and this will be applied within each of the City's catchments, on a priority basis. This modelling will be used by Council to establish appropriate planning requirements for new development and to investigate the potential benefits of various flood mitigation schemes. In areas such as the Nerang River flood plains, it will be crucial that absolutely no increase in existing flood levels occurs, due to the extent of existing flood problems.

In terms of bushfires, Council's **Bushfire Management Strategy** outlines a range of measures that will reduce the risk of severe fires to life and property. It also examines the impact of fire on the City's biological diversity. For planning purposes, it identifies the existing potential fire hazard for bushland areas within the City, and recommends design, construction and management measures commensurate to the particular level of hazard.

Other strategies are being developed to address concerns associated with landslips and acid sulfate soils. In addition, an investigation is being undertaken to determine the local impacts of sea level rise and tectonic plate rebound, as a result of predicted global warming.

2.0 Natural Hazards Mitigation Policies

2.1 NH Policy 1

Ensuring that further development in areas prone to natural disasters is restricted, unless it can be acceptably designed to minimise risk to life and property.

2.1.1 Explanation

The introduction of new development into areas subject to natural disasters such as flood or bushfire is unwise. It may be possible to minimise risk with appropriate design and through environmental management measures. This option can be supported where there is no long term detrimental impact on the environment and the risk to life and property is known and accepted.

2.1.2 Planning Objectives to Support NH Policy 1

- | | |
|--------|---|
| NH 1.1 | to accurately identify areas that are vulnerable to natural hazards, including flood, bushfire, landslip and storm surge, and to protect such areas from inappropriate development. |
| NH 1.2 | to avoid development in high potential bushfire hazard areas where environmental constraints preclude necessary risk reduction measures, such as clearing and provision of adequate access (these constraints may include high nature conservation values, high scenic amenity, steep slopes and unstable soils). |
| NH 1.3 | to identify and assess the development of future Council infrastructure that may be vulnerable to damage from natural hazards, so that this may be designed to minimise risk of failure during an event. |



2.2 NH Policy 2

Reducing the risk of damage to life and property from natural hazards in existing developed areas.

2.2.1 Explanation

Planning and development measures can be taken to improve the situation of existing developed areas in terms of risk of damage from flood, fire and other natural hazards. These measures may be implemented where redevelopment of existing areas is proposed, or where improvements to infrastructure and facilities are proposed which can have a positive impact on the risk exposure of the local area.

2.2.2 Planning Objectives to Support NH Policy 2

- NH 2.1 to identify existing populations and developments that are vulnerable to damage from natural hazards and to improve existing methods of disaster management.
- NH 2.2 to identify existing Council infrastructure, vital for public health and safety, that might be vulnerable to damage from natural hazards.
- NH 2.3 to protect the functional safety of important existing services, such as power and gas supplies and telecommunications, so that these services can be maintained during or soon after natural hazard events.

Chapter 14 Urban Heritage and Character

Since 1842, Gold Coast City has had a history of European settlement, and many formerly separate localities are now part of the modern city. Within the diverse communities and areas that make up Gold Coast City, these are places of cultural heritage significance and areas of substantial and recognisable character.

These include the rural hinterland and places whose history dates back for more than one hundred years. Gold Coast City also has a special place in the history of the development of leisure activity and resort living in Australia. Much of its architecture and urban design has a direct relationship to the special culture and lifestyle of Australia's most popular tourist destination. Some is relatively recent, appearing only in the last four decades.

This strategy recognises that Gold Coast City comprises a diverse range of local communities, each with its particular history and values and seeks to identify and conserve places and objects of significant heritage value within the City. It also provides the foundation for the conservation and enhancement of local character.

1.0 Key Issues

It is acknowledged that the concepts of heritage and character, and the process by which they are protected, need to be applied somewhat differently in Gold Coast City than they are in more conventional cities. As Australia's only 'post modern' city, the traditional approaches to determining what is worthy of heritage status or assessing the importance of local urban character are sometimes inappropriate. In other parts of Australia, holidays, leisure and recreation are often considered of less importance than agriculture, industrial production and administration. A fresh assessment of the urban heritage and character of Gold Coast City reveals that holidays and leisure also have integrity and validity as part of Australian life.

This **Urban Heritage and Character Strategy** acknowledges that a wide range of components of the City's cultural landscape are worthy of retention, and it provides the basis for conserving the character of areas within the City. The difference between heritage value and character is central to this strategy. The application entails the identification of places or objects that have significant architectural, historical, aesthetic or social values. It usually results in efforts to conserve and protect these places or objects.

In contrast, urban character is an evolving or developing quality, which has less to do with individual buildings or objects and more with the way that elements of the urban form are put into place. Heritage items are sometimes, but not always, important parts of urban character. In Gold Coast City, change is part of the ethos of the City, and evidence of that growth and development may contribute to a rich and complex urban character.



The principal aims of the **Urban Heritage and Character Strategy** are to retain significant places of heritage value and to ensure that as the city grows and develops, local character is recognised and conserved. The importance of individual places of heritage significance and areas of local character are both fundamental to this strategy.

The **Urban Heritage and Character Strategy** has significant value in:

- identifying and conserving places of cultural heritage significance;
- identifying and conserving local character areas within the City;
- promoting a 'sense of place';
- contributing to the visual attractiveness of the City; and
- recognising change, growth and development as essential characteristics of Gold Coast City's identity and vitality.

Key elements and relationships of the City's broad character areas are shown on Gold Coast City Character Areas **Planning Strategy Map PS10**.

2.0 Urban Heritage and Character Policies

The principal policies of the Urban Heritage and Character Strategy are:

2.1 UH Policy 1

The conservation of places of cultural heritage significance to the community.

2.1.1 Explanation

The strategy recognises that some places within the City are of such significance that their protection in perpetuity is warranted. It also acknowledges that these places often serve as icons or markers, linking the past and the present, for the benefit of the present community and future generations.

It is the intention of Council to work closely with organisations with a statutory responsibility for the conservation of cultural heritage and, in particular, with the state government through the provisions of the **Queensland Heritage Act 1992** to ensure that the **Queensland Heritage Register** truly represents the diversity and richness of the cultural heritage of Gold Coast City.

2.1.2 Planning Objectives to Support UH Policy 1

- UH 1.1 to support the conservation of places included in the **State Heritage Register**.
- UH 1.2 to ensure the conservation of places included in any list of places of local heritage significance adopted in a LAP.
- UH 1.3 to support the conservation of places included in the **Register of the National Estate**.
- UH 1.4 to encourage the conservation of places included in the **National Trust Register**.

2.2 UH Policy 2

The conservation and enhancement of urban character.

2.2.1 Explanation

Gold Coast City comprises a number of distinctive character areas, based upon geography, topography, land use and history. The lifestyle and cultural characteristics of its residents have further defined these areas. A broad assessment suggests that at least nine major character areas exist, although these can be further subdivided into localised character areas. (The nine broad character areas are shown on Gold Coast City Character Areas **Planning Strategy Map PS10**).

New development should respect and enhance the urban character, and aim to strengthen the sense of identity and community in the local area.



2.2.2 Planning Objectives to Support UH Policy 2

- UH 2.1 to conserve and enhance the distinctive landscape and history of the sugar growing area in the north of the City, and the special relationship between this area and the traditional town centre of Beenleigh.
- UH 2.2 to recognise the existing landscape character of the Albert Corridor in proposed new residential and industrial development.
- UH 2.3 to conserve and enhance the natural environment and undeveloped character of the Bay Islands between the Broadwater and the open waters of Moreton Bay.
- UH 2.4 to recognise the emerging urban character of Hope Island as a location for resort and recreation complexes of clustered, planned communities. These are of consistent and cohesive architectural expression, placed in a predominantly open space environment, and isolated from the rest of the City.
- UH 2.5 to conserve and enhance the predominantly open character of the Broadwater and the surrounding coastline, with an emphasis on boating and recreational activity.
- UH 2.6 to conserve and enhance Southport's urban character, derived from its role as the traditional administrative and commercial centre of the region.
- UH 2.7 to recognise the particular urban character of existing suburban estates.
- UH 2.8 to conserve and enhance the unique urban character of the City's canal estates, including the distinctive subdivision pattern and the architectural form of the housing contained within these estates.
- UH 2.9 to conserve and enhance the unique urban character of the beach strip and adjacent urban areas between Coolangatta and Main Beach, recognising the presence of specific local character within the beach strip.
- UH 2.10 to conserve and enhance the rural landscapes and open space character of Gold Coast City hinterland, its early settlements, river valleys and mountains.

Chapter 15 City Image and Townscape

Gold Coast City has a powerful city image. Its urban expression is unique in Australia and is directly associated with the natural features of the City, most significantly, the ocean coastline and the steep, forested escarpment of the hinterland. The term 'townscape' describes the arrangement and appearance of the City's urban settlements within this physical context.

The **City Image and Townscape Strategy** provides an overall framework for the built form that respects and celebrates Gold Coast City's physical setting. The strategy also invests meaning into the shape and style of new development with meaning and seeks to relate this to the existing strong identity of Gold Coast City as a distinctive urban culture.

1.0 Key Issues

The City's built form is varied and, yet it offers a few very strong elements that guide its legibility:

- the spine of tall buildings along the coastline;
- the irregular expanse of canal development behind the coastline;
- the low density, low rise urban areas and the villages of the hinterland;
- the dominant north-south orientation of the urban area, reinforced by the Pacific Motorway and Gold Coast City Highway;
- the rural landscapes of the cane lands and the hinterland valleys; and
- the natural landscapes of the Springbrook Plateau, the hinterland ridges and mountains, and southern Moreton Bay and its islands.

As Gold Coast City develops, its image and townscape should become stronger and more distinct. Those features, both natural and constructed, which give Gold Coast City its particular sense of place should be retained and protected. The relationship of the built form of the city, to the natural features must be consistent with the history and culture of Gold Coast City, including that of its indigenous population. It must also make sense as a unified City, which is composed of a number of diverse elements.



1.1 Intent of the Strategy

The principal aim of the **City Image and Townscape Strategy** is to retain and enhance Gold Coast City's physical features and its distinctive built form. **Figure 1** illustrates the distinctive profile of Gold Coast City. The strategy recognises that the City image is a product of this built form, combined with Gold Coast City's development history and the activity patterns of the residents, visitors and workers in the City. To the extent that the built form has meaning to the City's visitors and inhabitants, the City image is the physical expression of that meaning.

The **City Image and Townscape Strategy** has significant value in:

- consolidating a 'sense of place';
- confirming the development history of Gold Coast City (relating the past to the present);
- acknowledging the significance of the natural landscape, to the culture and identity of the indigenous population of Gold Coast City;
- expressing and responding to the local climatic conditions (the sub-tropical lifestyle);
- promoting the corporate theme of ecologically sustainable development;
- connecting the City's constituent localities and neighbourhoods to each other by embracing this diversity to form a distinctive and unique regional 'community of interest';
- contributing to the visual attractiveness of the City and its component parts;
- enhancing the City's image as a major tourist destination; and
- promoting a sense of enterprise and economic vitality.

The strategy recognises that change is embraced and celebrated as evidence of Gold Coast City's success and inventiveness. However, the test for any new development is how it enhances the existing city image. With each new development, the complexity of the townscape should be embellished, while the basic structure of the city should remain clear and distinct. At the same time, the outstanding natural features of the city must be protected. Any dilution of the strong identity of Gold Coast City's city image erodes one of its principal competitive strengths.

1.2 City Image and Townscape Maps

Key elements and relationships of the City's landscape and form are shown on the four City Image **Planning Strategy Maps PS11, PS12, PS13 and PS14**. These maps highlight the predominantly urban form of the City, and the major views and key elements that contribute to visual quality and primary scenic routes and gateways.

The following briefly describes the components of each map.

1.3 City Image – Urban Form: Planning Strategy Map PS11

This map describes the broad physical structure of the City in terms of its built form and natural landscape. It describes the City as a concentrated area of 'gold', which is the built up area of the City, surrounded by the 'green' which is the strong topographical structure of rural hinterland and plateau. **Figure 1** further assists in illustrating the City's urban form.

The identified elements should display a separate visual identity. Also, a physical distinction or contrast in image should be fostered that reinforces the different planning intent and resulting landscape themes. The major ridgelines and associated foothills are particularly important topographical features that contribute to the 'green' of the City. These should remain predominantly undeveloped and well vegetated, to protect the notion of the 'green behind the gold'. The interface between the various elements should generally remain distinct and clear, through appropriate development form and land use. All development should respect, promote and strengthen the intended character for each area.

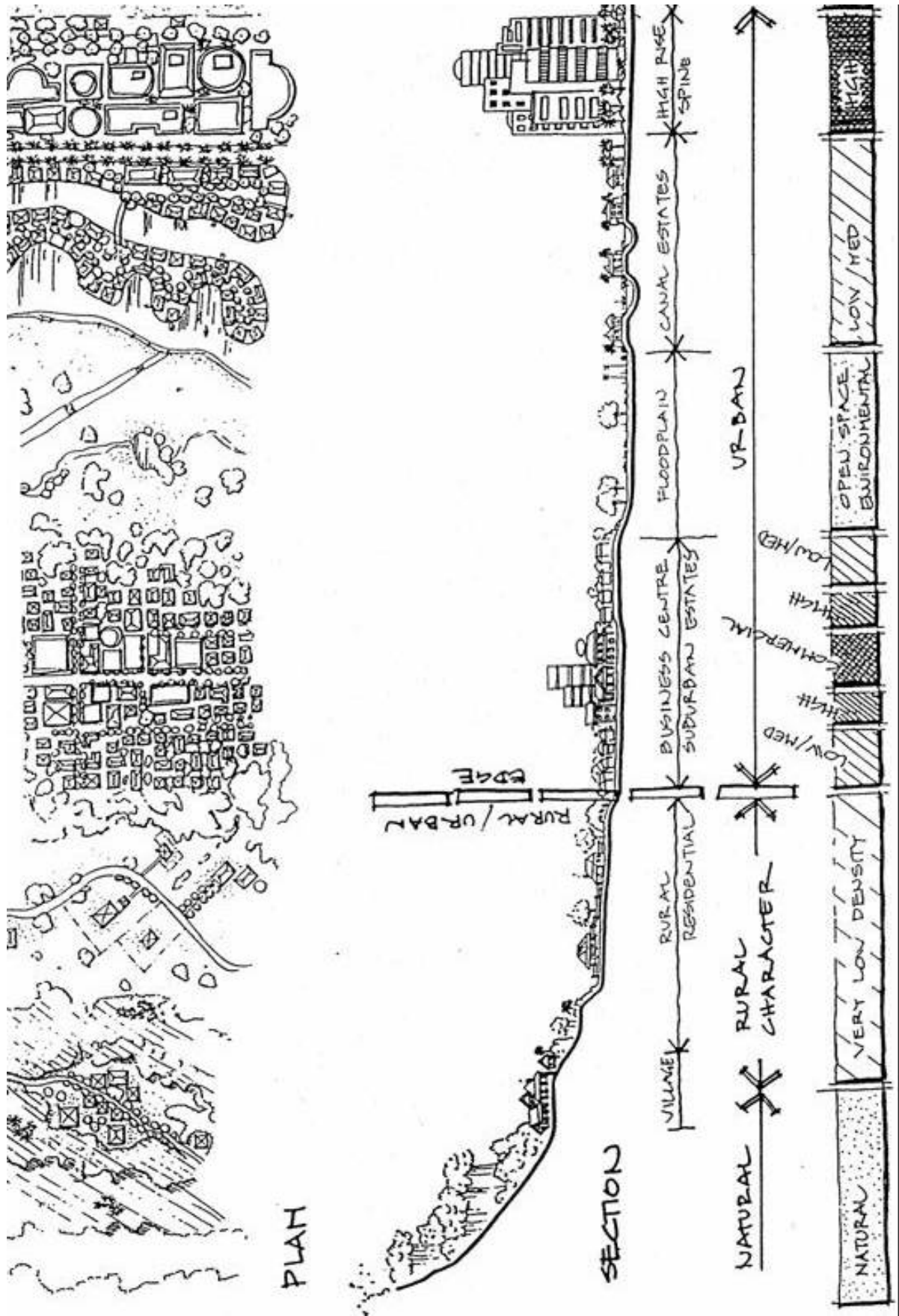


Figure 1: City Image and Townscape Profile Density Diagram



1.4 City Image – Major Views: Planning Strategy Map PS12

Views strongly contribute to the City's character and visual identity and often have both local and regional significance.

The identified General Views are those that encompass a broad viewing area of a significant scenic resource, while the Landmark Views are those which occur from a specific viewpoint toward a landmark and/or scenic resource. It is particularly important that inappropriate forms of development do not compromise landmark viewpoints.

The Primary View Boulevards and/or Connections are the major corridors from which one gets an immediate perception of the image of the City. Inappropriate development activity and changes to these corridors can significantly alter people's sense of legibility and perception of the City. Development within these corridors should therefore be designed and located to enhance and improve their visual amenity.

1.5 City Image - Visual Quality: Planning Strategy Map PS13

This map identifies some of the key elements that reinforce the City's positive visual quality and city image.

The identified Visual City Edges are important physical elements which assist in strengthening the elevated topographical areas of the hinterland. They should continue to be experienced as a continuous green backdrop and silhouette on the skyline. The natural coastal ecosystems (dunal areas, coastal cliffs, points and estuarine entries) should retain a clear natural character.

The City Edges – High Rise are clusters of high rise buildings centred on Surfers Paradise which form a physical and visual landmark when viewed throughout the City. It is intended that this edge remains clear and distinct by restricting clusters of high rise to a concentrated area, as identified, thereby providing enhanced legibility within the urban area.

Timeless gateways are the significant natural entry points into the various parts of the City that help shape an arrival experience. They comprise landscape features that should always be perceived as gateways protected from significant change, and strengthened over time.

The Visual Nodes are strategic focal points and primary urban centres which reinforce the image of the gold in front of the green. Large numbers of people view them, and their development should respond to the topographic and landscape features that make them strongly identifiable.

Areas of Major Visually Significant Remnant Vegetation retain remnant vegetation of ecological and visual value in areas of rapidly altering landscape. The landscape character of these areas is strongly defined by the remnant vegetation, which should be carefully integrated into any future development, through landscape work and the retention of open space areas. In many instances, the remnants assist in distinguishing the major vegetation communities endemic to the various parts of the city. Further information on these remnants is provided in the **Nature Conservation Strategy**.

1.6 City Image – Major Scenic Routes and Transitory Gateways: Planning Strategy Map PS14

Planning Strategy Map PS14 identifies significant scenic routes (by land or by water) and transitory gateways, through and into the City of Gold Coast.

The Scenic Routes – Land are visually significant corridors that pass through, or close to, landscape features. The Scenic Routes – Water represent three-water routes, passing visually significant landscape features. The scenic routes are significant for tourism and visitation and should be protected from inappropriate development, particularly in the immediate verge area. Built form, land use, aesthetics, siting and location associated with any proposed development, must have regard for the particular character of the scenic route and its contribution to the image of the City. Endemic vegetation should be protected and encouraged to enhance scenic value.

Note: *Transitory Gateways are visual gateways that define short term visual entries into particular parts the City. They are distinguished from the timeless gateways in that some may be altered with further growth. Transitory gateways should be emphasised, where possible, since all gateways assist in enhancing the City of Gold Coast's identity.*



2.0 City Image and Townscape Policies

2.1 CI Policy 1

Maintaining and enhancing the natural and physical features which contribute to the distinctive form of the city.

2.1.1 Explanation

The Broadwater and its largely undeveloped foreshore are significant contributors to the open space character of this area of the City. Council has had a long standing commitment to the preservation of this area of the City in its predominately undeveloped state. The City's natural attributes must be conserved and enhanced. As the city develops, particular care will be required where urban activity impacts upon those dominant natural features which form part of the City image.

2.1.2 Planning Objectives to Support CI Policy 1

- CI 1.1 to protect ocean beaches and dunal systems and mitigate the detrimental impacts of development activity.
- CI 1.2 to preserve and maintain the environmental quality of estuaries and the southern Moreton Bay and Broadwater islands.
- CI 1.3 to preserve the Broadwater and its foreshore as a major natural open space area of visual significance and a public recreational resource.
- CI 1.4 to preserve and maintain the environmental quality and biodiversity of rivers and streamside environments.
- CI 1.5 to preserve and maintain the natural lakes and wetland areas of the City.
- CI 1.6 to maintain the natural function and distinctive character of floodplain areas.
- CI 1.7 to ensure that the visual integrity of the forested foothills and prominent face slopes of the hinterland are preserved.
- CI 1.8 to ensure that the natural, undeveloped appearance of ridge tops and plateau is maintained.
- CI 1.9 to protect and maintain the landscape values of prominent areas of indigenous vegetation remaining within the City.
- CI 1.10 to preserve the existing natural landform character of the City, by restricting the extent of landform modification in new development.
- CI 1.11 to preserve areas of natural vegetation as a backdrop to local areas.

2.2 CI Policy 2

Achieving a built form in the urban areas which highlights the basic structural elements of the city's development pattern, maintains the clarity of the city image, and enhances the attractiveness of the urban landscape.

2.2.1 Explanation

The key elements of the townscape must be enhanced by any new development. Creative innovations in building and landscape design are welcome and necessary. The resulting developments must reflect the scale and style of the surrounding urban form, so that this positively contributes to the overall City image.



2.2.2 Planning Objectives to Support CI Policy 2

- CI 2.1 to emphasise the spine of tall buildings, parallel to the coast. Further, to relate the heights and concentrations of tall buildings to individual nodes and precincts, reflecting different levels of activity along the coastline, while maintaining a degree of variation in heights along the coastline itself.
- CI 2.2 to preserve the complex network of canals behind the coastline, and to enhance the distinctive form of buildings and streetscapes within the canal areas.
- CI 2.3 to maintain the low rise character of suburban residential locations.
- CI 2.4 to promote mixed building forms and heights in commercial activity nodes.
- CI 2.5 to encourage and enhance the prominent 'buildings in a landscape' form of major resorts, public buildings and recreation facilities within the urban areas of Gold Coast City.
- CI 2.6 to respect and protect the distinctive profile and appearance of buildings, streetscapes or urban spaces that form icons or landmarks within the City.
- CI 2.7 to preserve and protect the key cultural features of the built environment - those structures and landscapes that provide direct evidence of the social and economic identity of Gold Coast City.
- CI 2.8 to enhance the boulevard character of major north-south routes within the City, with particular attention to the gateway functions of Gold Coast City Highway and the Pacific Motorway.
- CI 2.9 to extend boulevard treatments to the significant east-west routes within the built up area of the City.
- CI 2.10 to develop an integrated system of open space, penetrating urban areas and linking urban communities to the hinterland and to the coast.
- CI 2.11 to preserve and enhance the vistas and views from town centres and related public areas to the hinterland mountains and to the coastline.
- CI 2.12 to ensure that the scale and form of signage is consistent with the built form and activity pattern of the surrounding locality.
- CI 2.13 to support infill development and redevelopment, and to encourage the design of new urban development which results in the definition of an edge to the predominantly urban areas of the city.
- CI 2.14 to ensure that the Inter Urban Break Management Area shown on **Planning Strategy Map PS1** is maintained as a non-urban landscape.

2.3 CI Policy 3

Maintaining the extent and diversity of the rural landscapes of the city and preserving their clear distinction from the urban areas.

2.3.1 Explanation

Gold Coast City contains a considerable area of modified rural landscapes. These are a distinctive and essential part of the City image. Activities in the rural areas vary enormously, ranging from intensively farmed caneland to dairy farms, pine plantations, extractive industries, rural residential estates and tourist facilities. While the viability of individual rural activities will continue to vary over time, the challenge will be to preserve as much as possible the existing open space character of the rural landscape.



2.3.2 Planning Objectives to Support CI Policy 3

- CI 3.1 to preserve the agricultural character of the cane lands.
- CI 3.2 to enhance the rural qualities of the hinterland valleys.
- CI 3.3 to maintain and enhance the rural residential character of hinterland settlements.
- CI 3.4 to enhance the rural living qualities of the extensive park residential precincts as a distinctive feature of Gold Coast City hinterland.
- CI 3.5 to maintain and enhance the rural vistas from the Pacific Motorway and the railway corridors.
- CI 3.6 to protect and enhance the routes for scenic drives which provide views and vistas of the coast and the hinterland.
- CI 3.7 to preserve and promote streamside environments as natural open space corridors for vegetation protection, wildlife habitat, recreational opportunities and landscape protection purposes.
- CI 3.8 to protect and promote the Hinze Dam catchment area as an asset of outstanding landscape interest.
- CI 3.9 to maintain and enhance the landscape quality of vistas from the hinterland towards the coast and views of the urban spine along the coastline.

Chapter 16 Pacific Innovation Corridor

Gold Coast City Council, with the support of the Queensland Government **Regional Economic Development Advisory Committee (REDAC)**, universities and businesses, is committed to facilitating the development of knowledge related industries. The **Pacific Innovation Corridor Strategy (PIC)** is a key initiative in achieving that goal. It seeks to encourage appropriate development by facilitating supportive physical environments, built upon a clustering of related businesses within industry specific sectors. With access to high speed, high capacity, low cost communications infrastructure, these businesses will be able to competitively access state, national and global business communities.

Each PIC Precinct is intended to develop a critical mass of businesses focussed upon specialised industry areas, such as Creative industries, Education, Environment, Food, Health and Medical Information and Communications Technology, Marine and Sport. These industry sectors complement the PIC and are also broadly located in close proximity to the Pacific Motorway, – the major communication spine within the Pacific Innovation Corridor.

1.0 Key Issues

To optimise the City's long term prospects for economic development, it is essential that the economic base is diverse, with particular encouragement given to those businesses that offer strong prospects for future economic/employment growth. The Planning Scheme has a significant role in facilitating the development of local environments that encourage growth in suitable industry sectors, and in facilitating the provision of infrastructure services, such as communications networks, essential for maintaining a competitive edge. These measures should be complemented by other actions outside of the Planning Scheme, such as Council's Gold Coast 2010 **Economic Development Strategy**, effective promotion and marketing, workforce education and training, and industry establishment incentive programs.

To attract businesses and facilitate their growth, local environments should offer suitable sites set within attractive surrounds. These local environments should offer a high level of accessibility to knowledge resources and to people. These considerations are common to most businesses and are reflected in the **Activity Centres Strategy** contained in this Division.

To attract the specific businesses targeted by this strategy, specialised centres and surrounding precincts catering for particular business requirements are needed. Such clusters of development should build upon existing business and social infrastructure to create a critical mass of related activity capable of maintaining the sustained growth of the particular business sector in the local area. These ten Activity Clusters which constitute the PIC are depicted on **Planning Strategy Map PS15**.



To be competitive in the global market place, businesses will require access to high capacity communication infrastructure. The provision of this infrastructure should also extend to the surrounding communities, to foster the development of home based business and other small enterprises that are capable of further supporting growth in the particular business sector. This infrastructure must be provided in a timely and cost effective manner, within a framework that ensures an equitable sharing of costs.

The above considerations are relevant to achieving most of the Desired Environmental Outcomes (DEOs) for economic development, but are particularly relevant to **DEOs.Econ.1, 3 and 6**.

2.0 Pacific Innovation Corridor Policies

2.1 PIC Policy 1

Cluster Development - To create a number of globally capable industry centres, characterised by a critical mass of similar and related firms, availability of an intensity of knowledge, research and development and innovation.

2.1.1 Explanation

The Activity Clusters, identified on **Planning Strategy Map PS.15**, present viable opportunities for the agglomeration of related knowledge-intensive businesses that are capable of competing nationally and globally in emerging markets. Land use planning and development processes should encourage growth within the desired business sectors and within those industries that support them.

2.1.2 Planning Objectives to Support PIC Policy 1

- PIC 1.1 to encourage the establishment and agglomeration of businesses and industries, together with other supportive land uses, that reinforce the planning intent depicted on **Planning Strategy Map PS.15**.
- PIC 1.2 to ensure the efficient, coordinated development of the identified **PIC** Activity Clusters through the Local Area Planning process.
- PIC 1.3 to ensure that the layout and appearance of **PIC** Activity Clusters is attractive to both business and residents and contributes to a positive City image.
- PIC 1.4 to ensure that planning initiatives, in relation to the identified **PIC** Activity Clusters, remain responsive to the City's **Economic Development Strategy**.
- PIC 1.5 to encourage mixed use communities that are able to embrace the emerging technologies and support the designated **PIC** Activity Clusters.

2.2 PIC Policy 2

Telecommunications Infrastructure- To ensure that Gold Coast is globally competitive in the availability, coverage, cost and capacity of telecommunications infrastructure. The Pacific Innovation Corridor Activity Centres represent a substantial aggregation of economic activity and are significant drivers of economic growth.

2.2.1 Explanation

To encourage the establishment of the businesses identified on **Planning Strategy Map PS15** and facilitate their continuing development high speed, low cost communications infrastructure, both within the Activity Centres and the surrounding areas.



2.2.2 Planning Objectives to Support PIC Policy 2

- PIC 2.1 to ensure that the identified Activity Clusters are developed having regard to Council's **Priority Infrastructure Plan**.
- PIC 2.2 to ensure the equitable provision of high capacity communications infrastructure, through Infrastructure Charges Agreements and by other means developed as part of the Local Area Planning process.
- PIC 2.3 to facilitate the provision of ducting for broadband cable installation in new developing areas, in major sites within developed areas, and as part of suitable major infrastructure works, consistent with a minimal impact upon the environment.
- PIC 2.4 to ensure that new Greenfield development proposals include, where relevant, areas suitable for the provision of necessary above-ground communications facilities which can be adequately buffered from residential areas.
- PIC 2.5 to ensure that all new buildings, within the area designated for high speed communication infrastructure on **Planning Strategy Map PS15**, make adequate provision for the installation of appropriate cabling. Such provision is also encouraged in the rest of the City, as the communications network expands.

Centres which constitute the pacific innovation corridor are:

Centre	Function
Beenleigh	Key Metropolitan Centre
Yatala	Advanced Design, Manufacturing & Distribution
Coomera	Marine Industry & Leisure
Oxenford	Film & Interactive Media
Southport	Medical, Education, Technology & Business Centre
Nerang	World-Class Environment
Surfers Paradise	International Tourism & Business
Robina	Technology, Education & Medical
Burleigh	Leisure, Professional, Mixed Business & Industry
Coolangatta	Tourism, Trade & Medical