



Part 3 Planning Strategy

Division 3 Land Use Themes

Chapters 1-19

Chapter 1 Introduction

The pattern of Land Use Themes for the City of Gold Coast is shown on **Planning Strategy Map PS1**. These themes provide a broad indication of the type of activities and development envisaged for distinct parts of the City in order to achieve the **Desired Environmental Outcomes (DEOs)** and the intent of the Planning Strategy. As such, they provide a broad spatial expression to the main initiatives encompassed by the Planning Scheme.

The Land Use Themes are not domains or Local Area Plans (LAPs). Rather, they are indicative of the type of domains or LAPs that could be expected in the areas described. Implementation of the stated planning intent will occur through the provisions of the applicable domains or LAPs and any other relevant development code. However, Council will also have regard to the Land Use Themes as expressions of broad planning policy when considering proposals for impact assessable development that do not fully accord with applicable codes.

Chapter 2 Open Space/Nature Conservation

The purpose of this Land Use Theme is to acknowledge the ecologically significant areas, open space networks and physical features of the City, which have important value for nature conservation, recreation and landscape interest. Amongst others, these areas are particularly important in implementing the DEOs for Ecological Processes and the provisions of the **Nature Conservation Strategy** and the **City Image and Townscape Strategy**.

1.0 Planning Intent

The Open Space/Nature Conservation Land Use Theme is primarily focused on the hinterland, including vital connection corridors to the coast, and on the coastal marine park area. These corridors may have both conservation and recreation functions, requiring appropriate management to minimise any incompatibilities. Some significant pockets also exist within the urban areas of the coastal strip and its estuaries, particularly in the Coombabah, Burleigh and Currumbin areas. The Open Space/Nature Conservation Land Use Theme therefore encompasses a wide range of habitats, reflecting the importance of the designated areas for maintaining biodiversity as part of the overall strategy for achieving ecological sustainability.

In some areas, such as the hinterland ranges and foothills and the Inter Urban Break Management Area shown on **Planning Strategy Map PS1**, the preservation of landscape and other open space values will be of equal or greater significance.

Council will not favour any inappropriate development forms that erode the natural open space or recreation values of areas designated within the Open Space/Nature Conservation Land Use Theme. Where development occurs within these areas, it will be expected to clearly demonstrate the implementation of sustainable measures and practices, including the minimisation of impacts upon ecological processes and scenic amenity values. In addition to the measures that can be achieved through the planning and development process, Council may undertake the acquisition of some of the particularly valuable areas (having regard to the availability of funds and the level of threat to existing values). It will also encourage voluntary conservation agreements with private landowners and explore incentives for the cooperation of private landholders, to achieve corridor connections to areas of open space, which have important values for recreation purposes.



Chapter 3 Rural/Nature Conservation

The purpose of this Land Use Theme is to acknowledge both rural economic activity and the need to protect nature conservation, recreation and landscape interest values. It recognises that economically viable rural activity is dispersed widely throughout the hinterland areas of the City, and is often located in close proximity to land with high nature conservation values.

1.0 Planning Intent

The Land Use Theme is located in the hinterland area, generally between the Park Living and the Open Space/Nature Conservation Land Use Themes.

The area is broadly characterised by rural activity co-existing with valuable open space and nature conservation areas. These uses are generally compatible, provided that management practices reflect an appropriate balance, including the retention of any ecologically significant areas. Such land use management should generally not inhibit genuine *bona fide* rural activity.

Council will therefore seek to protect genuine rural pursuits and to facilitate new and expanded rural activity, whilst protecting nature conservation, open space and landscape interest values. Encouragement will also be given to uses that support nature conservation initiatives. There will be opportunity to consider the development of sustainable eco-villages, provided that gross densities are not unduly increased.

These areas may also be appropriate locations for a range of land uses that do not require access to urban facilities and services. Hobby farming, farm forestry and grazing of animals other than stock, such as horses, are appropriate in this Land Use Theme. Minor semi-rural uses, such as ecotourism, other tourism and recreation uses, plant nurseries and rural residential activity may also be appropriate, provided these do not conflict with the operation of economically viable rural activity and are consistent with the maintenance of identified conservation values.

All development will be expected to retain and enhance the rural landscape character through sensitive design and operation, thereby maintaining the visual and natural qualities that give these areas their particular ambience. Any clearing of land should take account of environmental values and the desire to retain viable natural habitats. Council will ensure that overall development densities are low, that no unreasonable demands are placed on existing services and facilities, and that water quality and catchment management objectives are met. The subdivision of land will be restricted to parcels of land viable for conservation or rural use, and appropriate design for potential bushfire hazard will be enforced. It is not intended that these areas be penetrated by urban or park living scale developments.

Chapter 4 Agriculture

This Land Use Theme acknowledges the need to protect land that is presently used and has the capacity for sustainable agricultural activity.

1.0 Planning Intent

The principal agricultural activity in the City is sugar cane growing, generally located in the Norwell district in the north east of the City. The Rocky Point Sugar Mill supports this activity, and is vital to retaining the viability of the industry in this location. Cane growing occurs on large parcels of land, generally of at least 20 hectares in area. Within the canelands, there are deposits of sand that are of resource significance, as identified on **Planning Strategy Map PS1**. This activity is also acceptable in this Land Use Theme.

Development in this area will be expected to implement **State Planning Policy 1/92 - Development and Conservation of Agricultural Land**, and to generally support the viability of the Rocky Point Sugar Mill. Within this constraint, other agricultural activities may also be possible, together with development that supports and is compatible with the cane growing industry. This may include tourism activities associated with the agricultural use of the land, in addition to the extractive industries mentioned above.

All development will be required to maintain the high scenic and tourism value of the canelands. The subdivision of land will be limited to agriculturally viable and sustainable holdings, and that necessary for other purposes that support or are essential to the agricultural industry.



Chapter 5 Park Living

The Park Living Land Use Theme acknowledges the lifestyle and amenity aspirations of those residents who choose to reside in a semi-rural or parkland environment on large lots that do not offer the full range of normal urban services. This Land Use Theme therefore has two main functions:

- to retain and enhance the present amenity of these areas, and manage the expectations for human services, infrastructure and transport so that these are not raised to the same level as that provided in the urban residential areas; and
- to reinforce that these areas have been established with a particular purpose in mind, that is, who choose to live in a park-like environment on large allotments. They are not intended to become the future urban areas of the city. Effectively, these areas are an end state form of development.

1.0 Planning Intent

Park living is a very low-density form of housing, midway between conventional suburban and rural living. It reflects a specific choice of lifestyle where residents enjoy a semi rural/bushland environment, whilst still living close to a major urban environment. However, the level of amenity provided does not extend to the provision of many of the typical urban services, such as reticulated sewerage systems and close accessibility to comprehensive shopping centres and other services, and Council will not facilitate any expectations for such services in these areas. In most park living areas, the dependence on the car is high, as alternative means of transport are limited.

The park living areas are generally located on the fringe of the existing urban areas adjoining the hinterland. People residing in these areas do so primarily for lifestyle and amenity reasons, and there is a strong desire to maintain this amenity and character. Park living provides a buffer between the suburban and the rural and hinterland areas, and is an identifiable character element of the City. Some areas of Park Living also contain valuable ecological and biodiversity values that support large intact areas of bushland in the City.

All development will therefore be expected to retain the low residential density and open space character of the park living areas, and to maintain local conservation values, including any ecologically significant areas, including waterways and wetlands, habitat trees and wildlife corridor functions. Within the Inter Urban Break Management Area, maintenance of the non-urban landscape values will be of primary consideration. In all park living areas, land uses that would significantly disrupt the character and/or amenity of the area would be considered inappropriate. In areas of steep slopes and high potential bushfire hazard, park living development would not be considered appropriate. Sustainable eco-villages may be established on a merit basis in the Park Living Land Use Theme.

As it is not intended to provide a reticulated sewerage system to these areas, applications for subdivision and development will need to satisfy Council that household wastes can be satisfactorily disposed of on site and without detrimental environmental impacts. This may include consideration of the cumulative effect of such development on the natural systems. Council will also have regard to cumulative impacts in terms of limiting the need for any urban services and facilities, including social infrastructure and the demand for other than basic utility services such as water, electricity, telecommunications, sealed roads and garbage collection.

Chapter 6 Village Areas

This Land Use Theme acknowledges a number of existing villages in rural locations and the need to preserve their character and amenity. Like the park living areas, the villages should be seen as a generally low density urban and semi-rural environment carrying a limited population with a small degree of support by urban services. This is also a finite or end state Land Use Theme.

1.0 Planning Intent

The villages have a unique character and amenity that people seek out for reasons of lifestyle or appreciation of the surrounding environment. Because of their small size, they have strong social interaction and a strong identity, which is difficult to achieve in closely, settled towns and suburbs of the City. There is a potential to lose this character if village areas are expanded and new forms of housing style and subdivisions are introduced.



The most distinctive isolated villages in the City are:

- Jacobs Well;
- Cabbage Tree Point;
- Lower Beechmont;
- Tallebudgera;
- Tooraneedin; and
- Springbrook.

It is important for social, cultural and environmental reasons that the villages retain their unique identity, charm and character. These attributes also make the villages a tourist asset. However, this aspect should not be over-exploited, otherwise their ambience would diminish, and there would be an unreasonable intrusion on residential amenity. Accordingly, Council will have regard to the character, amenity and social structure of the village when assessing applications for development.

Further development of the villages should seek to reinforce their identity by respecting their finite edge or boundary. It should also strengthen the village focal point for social and tourism purposes. The existing lot size and development pattern should be maintained, and new buildings should be located and designed to be consistent with the village character. All development should ensure that there is minimal impact on adjoining nature conservation areas. To further assist in strengthening local character, Council will prepare LAPs for the villages, in accordance with City wide priorities and the availability of funds.

In most cases, the villages will not be provided with access to a wide range of services. Development will therefore need to consider the potential for ground water pollution from domestic waste water systems, and population levels will be held to that commensurate with existing services. However, the provision of water and sewerage to Jacobs Well and Cabbage Tree Point will be facilitated, consistent with Council's **Northern Wastewater Strategy**.

Chapter 7 Urban Residential

This Land Use Theme acknowledges residential uses and a range of other land uses that support local community needs. It identifies where the majority of the city's population will live, and encompasses a wide diversity of housing types and styles, as well as the provision of local and neighbourhood services and facilities. Open space, recreation and nature conservation areas are also acknowledged, as these form important elements of local character and neighbourhood amenity within urban areas.

These areas are the primary focus for the implementation of the **Population Growth Management Strategy** and the **Housing Strategy**.

1.0 Planning Intent

The **Population Growth Management Strategy** recognises the City of Gold Coast Council's commitment to the **Regional Framework for Growth Management (RFGM)** agreement, and proposes broad policies that suggest how future population commitments will be accommodated. The vast majority of this population will be housed within the Urban Residential Land Use Theme areas.

These areas will be characterised by extensive residential use, generally at medium to low densities. Other uses will include local and neighbourhood centres, parks, reserves and recreational facilities, religious, cultural and health facilities, and home based employment.

In accordance with **Growth Management Policy 2**, existing average residential densities will be increased by infill and redevelopment in appropriate parts of this Land Use Theme area, and new areas of urban development will be provided in locations that offer good access to planned facilities and services, especially public transport. However, development should not be facilitated in areas subject to an unreasonable level of risk from natural hazards.

A diverse range of dwelling types will be facilitated, with residential densities generally being greatest in areas offering close proximity to the main commercial centres. Medium and mixed densities will be encouraged in areas within reasonable proximity to the major activity centres, or in close proximity to neighbourhood and local centres where the development supports increased neighbourhood identity and amenity enhancement.



Neighbourhood and local centres are included within this Land Use Theme and, as such, are not specifically identified on the Planning Strategy Maps. Such centres provide a limited range of goods and services to satisfy the convenience requirements of an immediate catchment. Council will ensure that any new centre, or a proposal to expand an existing centre, does not exceed its genuine catchment requirements, and centres will not be permitted to expand to the point where they significantly compete with those designated on **Planning Strategy Map PS4**. Neighbourhood centres will typically provide a maximum of 3,000m² of retail floor space, and local centres will normally provide less than 8,000m² of retail floor space. However, the ultimate size of such centres will be determined through a comprehensive needs assessment and factors such as the size and location of other centres, vacancy rates in the locality, and any existing commercial development approvals not yet acted upon.

All development within this Land Use Theme will be expected to be supportive of planned transport infrastructure, including pedestrian access to local centres. Improved housing design solutions will be encouraged, and development will be required to be responsive to streetscape character and to reasonable neighbour amenity expectations. Development should not adversely impact upon any local environmental values, but strengthen these where possible.

Chapter 8 Industry

This Land Use Theme acknowledges the need to provide viable serviced industrial land that is protected from non-industrial uses that could diminish its value in supporting the effective implementation of the **Activity Centres Strategy** and Council's **Economic Development Strategy**. It indicates Council's preferred locations and broad planning intent for industrial development, including manufacturing, processing, repair and storage. This Land Use Theme does not include extractive or waterfront industries.

1.0 Planning Intent

The City's potential for industrial development is yet to be realised, and there is significant scope for major manufacturing and processing operations to be accommodated, without compromising important social and environmental assets. The Yatala/Staplyton area has been specifically designated for major industrial and economic development, and significant potential exists for further investment in other industrial areas.

Development in this Land Use Theme area will be expected to ensure that land remains available for legitimate industrial development and is not eroded by incompatible non-industrial developments, which could otherwise be located in other Land Use Themes.

The Industry Land Use Theme acknowledges the potential for industry to cause impacts on residential and other non-industrial activities. Accordingly, the spatial location of the various types of industrial activity is intended to avoid or reduce this impact. Additionally, appropriate environmental controls will be applied to industrial developments, including the provision of vegetated buffers, and industrial traffic will be encouraged to use appropriately designated road networks that avoid residential streets.

All development will be required to be attractively landscaped to complement the built form of the city and to respect local conservation values.

Chapter 9 Marine Industry

This Land Use Theme acknowledges all existing and future opportunities for waterfront or marine industries and the need to protect these important industrial resources. The principal objective of this Land Use Theme is therefore to retain the function of these waterfront sites for marine industry and to facilitate associated uses, where these would not diminish or constrain legitimate water based industries.

1.0 Planning Intent

There is great scope and strong demand for increased activity in boat building and related water based industries on Gold Coast City, and they represent a significant investment and employment opportunity for the City. However, there are few sites that are suitable for and available to marine industries. Marine industries generally require access to a water frontage that allows for the movement of a wide range of boats, particularly those with a deep draught.



Since many waterfront industry sites have high exposure to residential and public areas, there are often conflicting interests and competing interests for tourist uses. Some sites already offer retail and restaurant opportunities and are generally seen as an integral part of Gold Coast City's character and identity.

Development within the Marine Industry Land Use Theme areas will therefore be required to retain and protect identified sites for marine industry, and to facilitate any opportunities to expand existing marine industry activities. Associated activities, not directly related to marine industry (including tourist and retail uses), should be discouraged from using ground level space required for the industry. However, retail and tourist activities that are directly related to the primary marine-based function may be considered appropriate, provided there is no overall loss in marine industry opportunities.

Marine industry development should ensure minimal environmental impact. However, it is acknowledged that dredging may be necessary to maintain boat access. All development should be visually attractive to both the surrounding land environment and the waterway. Where appropriate, public access should be facilitated along the foreshore, and opportunities provided for passive recreation and transportation in association with marine industry sites.

Chapter 10 Extractive Industry

This Land Use Theme acknowledges major existing and future opportunities for extractive industry, and the need to protect these important natural resources. The principal objective of this Land Use Theme is therefore to retain the potential of these hard rock and sand resources for extractive industry and to facilitate associated uses where these would not diminish or constrain legitimate extractive industry activity.

1.0 Planning Intent

There are significant hard rock and extractive sand resources within the City's boundaries. Extractive industry products are in strong demand on Gold Coast City, and are a significant investment and employment opportunity for the City. The key locations for these resources are in the Darlington Range and in West Burleigh. Both these areas have excellent access to the Pacific Motorway, and have good prospects for continued extractive industry activity. The Darlington Range hard rock resource is of regional importance, due to the limited availability of alternative supplies of similar quality in the rest of South East Queensland.

As extractive industry activities are not compatible with residential use, buffer areas are to be maintained between conflicting uses. Extractive industry areas are to be protected from encroachment by land uses, which may inhibit the future extractions of the resource. Haulage routes have been identified to assist in ensuring that future development avoids any further land use conflicts.

Development within the Extractive Industry Land Use Theme areas will therefore be required to retain and protect identified sites for extractive industry and to facilitate any opportunities to expand existing extractive industry activities.

Extractive industry development should manage and minimise its environmental impact. While it is recognised that these natural resources will yield many years of hard rock and sand supplies, once the resources have been exhausted, the sites should be capable of rehabilitation and reuse.

Chapter 11 Airport Investigation Area

Gold Coast City Airport at Coolangatta is of great social and economic significance to Gold Coast City and regional communities. This Land Use Theme acknowledges the importance of the airport and the opportunities for airport related commercial activity.

Airport operations can seriously impact on surrounding areas. Similarly, airport operations can be constrained by surrounding land uses. It is important that the airport area is managed for its optimum development potential, in keeping with a long-term growth strategy, while protecting the amenity of surrounding areas.

1.0 Planning Intent

Gold Coast Airport is one the most vital transport infrastructure facilities and economic resources for tourism and business in this City. With the privatisation of the facility and the opportunities for a multi-purpose economic precinct, Gold Coast Airport offers the southern part of the City and the city as a whole important scope for diverse investment and employment opportunities.



Council will promote the long term development of a safe and functional airport through airport operator company consultation, pursuant to applicable legislation and policies, including the Commonwealth **Airports Act 1996** and the **State Planning Policy 1/02 - Development in the Vicinity of Certain Airports and Aviation Facilities**. This will cover the development and implementation of **Gold Coast Airport Master Plan**, being the definitive guide to the development of the land within the airport boundaries. The master plan is also of great importance in guiding the planning of surrounding land, in terms of possible environmental impacts and the need for complementary development.

To further limit the impacts of the airport on nearby residential premises, residential densities will be restricted, and land use activities that would be compatible with airport operations will be encouraged in appropriate locations. Appropriate building height provisions will be facilitated to ensure safe and efficient aircraft operations.

Chapter 12 Major Activity Centres

As presented in the **Activity Centres Strategy**, the City contains many commercial nodes, which provide employment opportunities, goods, facilities and services to different population catchments. The Major Activity Centres Land Use Theme identifies the spatial location of the major centres and the relationships between them.

The nature and distribution of Activity Centres is intended to ensure that business and community facilities are not duplicated unnecessarily and that existing centres remain viable and prosperous into the future. The basis of the system of centres is that the majority of residents should enjoy close proximity to a common range of goods and services. As the required facilities and services become more complex and more specialised, they should be concentrated within centres that cater for increasingly larger catchment areas. The highest order centres should therefore provide a concentration of highly specialised activities, not generally found elsewhere in the city, in addition to the range of facilities, which can be expected within centres of a lower level designation.

The provision of such a hierarchy of centres has distinct advantages over a system where the same facilities are widely dispersed throughout the City. These advantages include convenience, transport efficiency and savings in the provision of urban services.

1.0 Planning Intent

The major Activity Centres within the City are identified as a series of blue dots of differing size on Land Use Themes **Planning Strategy Map PS1**, and also on Employment, Investment and Service Centres **Planning Strategy Map PS4**. Each major centre has been assigned a designation as either a District, Sub Regional, Regional or Key Regional node.

The role of each centre has been determined by its range of functions, its geographical location, intended catchment area and proximity to other centres. The range of functions contained within each centre is particularly important in determining its designation, in view of the fact that some centres may play a dominant role in only one business component, such as retailing.

Neighbourhood centres and local centres, which are part of the Urban Residential Land Use Theme, support the identified centres. Such centres are intended to provide convenience goods and services for a relatively small catchment. It is not intended that these centres expand to an extent that they significantly compete with those on **Planning Strategy Map PS1**.

For the life of this Planning Scheme, a sufficient number of higher order centres have been identified to cater for the needs of the City.

The following descriptions outline the typical composition of each type of centre. These descriptions, which may not necessarily reflect their existing composition, represent Council's preferred future direction for each centre.



2.0 Key Regional/Metropolitan Centres

These centres correspond to the centres identified within the **RFGM** as either Key Metropolitan Centres or Key Regional Centres. They will contain the highest order community facilities, together with facilities necessary to fulfil lower order functions. Such centres will potentially serve a catchment of between 200,000 and 250,000 people, and will ultimately provide the majority of the following components:

- a cultural/civic centre;
- a theatre complex;
- a cinema complex;
- higher education facilities, eg. university or TAFE;
- regional facilities for the Queensland government;
- regional facilities for the federal government;
- local government offices;
- regional private sector offices for administration and finance;
- family law courts;
- district courts;
- hospital (300 beds);
- regional shopping centre up to 100,000m² of retail floor space;
- district emergency services facilities;
- district community centre;
- high and medium density residential development;
- conference facilities;
- secondary, primary and pre-school education facilities;
- central library;
- Centrelink facilities;
- restaurants, hotels and service/sporting clubs;
- business, visitor and tourist accommodation;
- secondary retailing, bulk retailing and service station facilities; and
- public transport interchange or terminal facilities.

Key Regional/Metropolitan Centres within the City are Beenleigh, Southport and Robina.

Beenleigh has a close affinity with the Greater Brisbane area, but its future strength lies in its strategic placement in the Brisbane/Gold Coast corridor. As growth continues, Beenleigh will assume its role as the Key Metropolitan Centre for the northern part of the City. Specific measures aimed at promoting growth, prosperity and economic diversity are contained within the **Beenleigh Centre Development Strategy** and the Beenleigh LAP. In broad terms, commercial, residential and mixed use development will be facilitated within the existing core, which is not intended to expand beyond its present boundaries during the life of this Planning Scheme. Commercial development proposed outside the existing commercial core, which may pose a threat to the continued prosperity of the centre, is not envisaged.

Southport, which is the traditional business centre of the central Gold Coast, already contains many of the facilities and services that constitute a Key Regional Centre. Southport is central to a relatively large population, and is therefore suitable for considerable government and business investment. The intensification and consolidation of commercial development within the existing boundaries of the town centre will be facilitated, through the provisions of the Southport LAP. New commercial development is not envisaged outside the existing commercial area, which provides an adequate supply of land to cater for future growth. Appropriate forms of residential development within the commercial core will be facilitated (particularly medium rise tower development above street level), as will better utilisation of the Broadwater foreshore area.



The Robina Town Centre is the Key Regional Centre for the southern portion of the City. Robina is being developed as a new town in a Greenfield environment under the provisions of the **Local Government (Robina Central Planning Agreement) Act 1992**. Gold Coast City-Brisbane rail line and its proposed extension to Coolangatta offer opportunities to cater for a substantial catchment which, together with medium to high density residential development within and surrounding the centre, should ensure that its Key Centre designation is realised.

3.0 Regional Centres

Regional Centres are subordinate to Key Regional Centres in the hierarchy of business nodes. These centres are envisaged to provide a range of functions that will satisfy the requirements of large catchments of around 100,000 – 120,000 people. However, they will generally not contain the full range of government, service and administrative functions that are contained within Key Centres. Regional Centres are intended to also cater for Sub Regional and District functions.

Regional Centres are envisaged to ultimately provide the majority of the following components:

- health facilities (up to a 300 bed hospital);
- district level administration for emergency and other community based facilities;
- a regional shopping centre up to 60,000m², potentially accommodating a department store and specialist retail facilities;
- secondary retailing, bulk retailing including automotive retailing and service stations;
- private sector providers of finance, banking, insurance, property services and professional services;
- restaurants, hotels and service/sporting clubs;
- tertiary, secondary, primary and pre- school education facilities;
- medium to high density residential development;
- cinemas;
- post office, police station, fire station and ambulance facilities;
- library facilities;
- tourism accommodation; and
- public transport interchange.

Regional Centres within the City are located at Coomera, Nerang, Broadbeach and Coolangatta/Tweed Heads.

Coomera is designated as the major centre within the Gold Coast City/Brisbane corridor south of Beenleigh. It is central to the preferred growth front, and is strategically located on the Brisbane/Gold Coast railway corridor and the Pacific Motorway. Theme parks provide the major source of employment in the centre at present. However, a wide range of employment-generating developments will be facilitated. Specific controls in relation to Coomera Town Centre are contained within the Coomera LAP.

Nerang is also strategically placed on major transport routes and is convenient to the greater population mass of the City. It is an important centre for government services, including those of the City of Gold Coast Council. The redevelopment and consolidation of the centre will be facilitated through the provisions of the Nerang LAP. In broad terms, further commercial development outside current boundaries is not envisaged, and medium to high density residential development (particularly in a mixed use configuration) will be facilitated within the existing business district. Although the Nerang Railway Station provides a major function for the centre, a major commercial node will not be permitted to develop adjacent to the railway station. This area will be appropriate for higher density residential development and local convenience facilities.

Broadbeach is one of the major employment concentrations within the City, containing facilities such as Jupiter's Casino and the Pacific Fair retail complex. The centre is centrally located to tourism and residential concentrations, but does not contain the variety of land uses and commercial functions found in Key Regional Centres. Spatially, Broadbeach is separated into three distinctive areas, Broadbeach Central, Jupiter's Casino and the Pacific Fair development. It is intended to diversify the functions in each of these three precincts, and improve transport and pedestrian links between them. The expansion of the commercial component of the centre beyond its present boundaries is not envisaged, but the development of high-density tourism and residential uses on its periphery will be facilitated. Specific directions for Broadbeach are contained within the Broadbeach LAP.



Coolangatta and Tweed Heads function together to provide the range of services and facilities required by the combined communities on both sides of the state boundary. Coolangatta remains a strong tourist centre within the City, and further tourist oriented development will be facilitated, while allowing for the diversification of activities within the centre. through the provisions of the Coolangatta LAP, Council will facilitate the commercial consolidation of the existing town centre and promote mixed use development.

4.0 Sub Regional Centres

Sub Regional business nodes, which are subordinate to Key Regional and Regional Centres, provide a range of services and facilities to cater for a catchment of between 40,000 and 60,000 people. They will not contain the range of government, service, community and retail facilities found in Key Regional and Regional Centres, but will provide a range of services and facilities consistent with the size of their catchment.

Sub Regional Centres will ultimately provide most of the following facilities:

- TAFE facilities;
- cinemas;
- medical centre and dental centre, potentially incorporating a small hospital;
- Sub Regional retail facilities up to 40,000m² in size, including a discount department store, full line supermarkets and specialty support retailing;
- secondary retailing, including bulk retailing, automotive retailing and service stations;
- medium density residential, including mixed use development;
- legal referral services;
- district library;
- Centrelink offices;
- secondary, primary and pre-school education facilities;
- places of worship;
- tourist accommodation;
- police station, fire station and ambulance facilities; and
- transport node or interchange.

Sub Regional Centres are located at Helensvale, Biggera Waters (Harbourtown), Runaway Bay, Burleigh/West Burleigh, and Palm Beach/Elanora.

Helensvale is well located adjacent to a railway station and the Pacific Motorway. The centre is intended to perform a subordinate role to Coomera. A diverse range of facilities and activities will be facilitated, including mixed use residential development. Good pedestrian and cycle accessibility will be required across major transport routes to link with surrounding residential communities. Specific controls in relation to Helensvale are contained within the Helensvale LAP.

Harbourtown Shopping Centre is seeking to establish a niche market based on factory direct outlets, which offer international and national brand names at discounted prices. The centre has potential to develop as a Sub Regional Centre that has a specialised retail and commercial identity. The site has approval for a maximum retail floor space of 50,000m².

Note: *This figure of 50,000m² derives from the expired Local Government (Harbour Town Zoning) Act 1990 and has no connection to the retail floor space definition contained in Part 4 Definitions, or to the maximum retail floor space provisions of the Integrated Business Domain Place Code in Part 5, Domains.*

Runaway Bay has a strong retail identity, with a range of other community facilities in the vicinity. It has a relatively well defined catchment, which includes the majority of the northern urban areas adjacent to the Broadwater. The diversification and intensification of the centre to include a broader range of community, entertainment and recreational facilities is envisaged. Medium density residential development in a mixed use configuration will be facilitated within the centre and on its periphery.



Burleigh Heads/West Burleigh consists of two distinct centres, linked by a narrow corridor of bulk retailing and light industrial activity. Burleigh Heads is a traditional town centre located on the beachfront, catering to a high density permanent residential and tourist population. West Burleigh is a predominantly retail and bulk retailing centre located west of Burleigh Heads. These individual components are incorporated into a single Sub Regional Centre, as they are considered to be complementary to each other and effectively act as one node when viewed in a citywide context. Higher density residential development is envisaged, particularly above street level in appropriate locations. Consolidation and intensification of the centre within existing commercial boundaries will be facilitated, but further extensive retail development in the vicinity of West Burleigh is not envisaged. Intensive tourism development, including hotels and resorts, will continue to be supported in the vicinity of Burleigh Heads. Specific controls in relation to Burleigh Heads and Burleigh West are contained in the Burleigh LAP.

Palm Beach and Elanora (The Pines) are also two separate nodes in close proximity that function in a complementary manner as a Sub Regional Centre. While the majority of the retail component is located at Elanora, the administrative, government and service functions are mainly concentrated at Palm Beach. Commercial development does not link the two nodes, and it is not intended to facilitate such a link. Medium to high density residential development within and in close proximity to Palm Beach and Elanora will be facilitated, along with improved transport links between the two nodes, particularly for pedestrians and cyclists. Additional retail development at Elanora is not intended, but the development of a diversity of other business types within existing commercial boundaries is envisaged. Additional retail development may be possible in Palm Beach, consistent with the needs of the immediate catchment. Specific controls in relation to Palm Beach are contained within the Palm Beach LAP.

5.0 District Centres

District Centres are subordinate to Key Regional, Regional and Sub Regional Centres, and provide a narrower range of business and community functions, catering to an ultimate catchment of approximately 20,000 to 30,000 people.

District Centres could ultimately provide the following range of facilities:

- secondary, primary and pre-school education facilities;
- some peripheral bulk retailing activity and a service station;
- local level commercial office space;
- local health facilities, including general practitioners and dentists;
- a branch library;
- possible fire, police and ambulance facilities;
- post office;
- district level shopping up to 12,000m² of floor space, including a full line supermarket, limited banking facilities and specialty retailing;
- places of worship;
- a hotel, local restaurant and dining facilities;
- medium density residential development; and
- public transport stop or node.

District Centres are currently located at Oxenford, Ashmore, Southport Park, Mermaid Waters, Treetops, Mudgeeraba and Tugun, with a future district centre proposed for Ormeau.

Oxenford is a small but well placed commercial centre likely to experience considerable growth, being one of the few established commercial areas within the rapidly growing Corridor. As its catchment population grows and the benefits of the new interchange over the Pacific Motorway are realised, Oxenford is intended to develop as an important and distinctive District Centre. Further growth beyond that level is not envisaged, as this would conflict with the higher order centres at Helensvale and Coomera.



Ashmore effectively has two predominantly retail nodes that are linked by peripheral commercial and community activities. Ashmore City and Ashmore Plaza are therefore complementary centres that together cater for the requirements of a district sized catchment. Extensive additional retail development is not envisaged. However, a diverse range of business activities will be facilitated within the existing centres to achieve consolidation and rejuvenation. Medium density residential development within, and in proximity to, these centres will also be facilitated, as will improved pedestrian accessibility.

Southport Park is a retail node centrally located within a district sized catchment, adjacent to bulk retailing, light industrial and educational facilities. Further retail expansion of this node is not envisaged. However diversification to include mixed use development, incorporating some bulk retailing activities and local scale dining facilities, is envisaged. Additional land for bulk retailing activities is not warranted in the life of this Planning Scheme. Medium density housing within and surrounding the node will be facilitated.

Mermaid Waters incorporates the existing retail centre located at the intersection of Bermuda and Markeri Streets. Diversification of the range of business functions in this node is envisaged, as is medium density housing within the node (in a mixed use format) and in the immediate surrounds. Entertainment and recreation activities will be supported, but further retail expansion is not envisaged. Council will seek to improve facilities for pedestrians and cyclists to ensure easy access to this centre.

Treetops Plaza Shopping Centre incorporates the existing retail centre located at the intersection of Bermuda Street and Reedy Creek Road. Diversification of the range of business functions will be facilitated, particularly showroom development and community facilities and services within the centre. Further retail expansion of this node is not envisaged, as it would conflict with Burleigh West and Robina. Council will seek to improve facilities for pedestrians and cyclists, linking the centre to the nearby community, residential and industrial areas.

Mudgeeraba provides a diverse range of commercial and community functions at a District Centre scale. Given the proximity of Mudgeeraba to the Robina Key Regional Centre, its future prosperity will depend upon its retaining a unique environment in which to do business. Its historic character is an important part of its attraction as a distinctive centre, and its strength lies also in its compact nature in which a diversity of business types are located in close proximity to each other. Accordingly, the consolidation and diversification of the centre within its present boundaries will be facilitated, and commercial extensions to the centre are not envisaged within the life of this Planning Scheme. Mixed use development and medium density housing will be facilitated in the town core. Specific controls in relation to Mudgeeraba are contained within the Mudgeeraba Village LAP.

Tugun is the closest business node to Gold Coast Airport, with consequential adverse impacts from aircraft noise, which constrain higher residential development that would otherwise occur in its catchment. Despite this disadvantage, Tugun stands to benefit from the airport through business and employment generation and tourism opportunities. Tugun currently provides a reasonably wide range of commercial and community activities, and is close to tourist resources such as the beach and the Currumbin Bird Sanctuary. Continued consolidation and diversification of land uses within the business node will be facilitated. Mixed use development, residential accommodation and tourist accommodation will be permitted, subject to suitable acoustic treatment and design.

A new town centre is proposed for Ormeau, in the general vicinity of Eggersdorf and Goldmine Roads. The new Ormeau Town Centre is intended to service the corridor area between Coomera Town Centre and the Yatala industrial area. It is envisaged that an additional rail station will be developed to support the new town centre as an important transit node. A modern town centre with retail, office, entertainment, community services and residential accommodation will be facilitated. This town centre will be designed according to 'new urbanist' principles.

6.0 Specialist Centres

The City of Gold Coast is a strong tourism destination, and certain specialist centres have developed within the City to reflect this. These centres are strong in a particular economic component, but do not contain the range of services and functions that would be typically expected within catchment based centres. These centres are individually unique, and no consistent checklist of activities or functions can be applied. Consequently, they have been assigned specialist designations.

Specialist centres within the City are located at Surfers Paradise, Bundall and Sanctuary Cove.



Surfers Paradise remains the focus of tourism activity, and it has a distinctive centre perceived by many people to be the heart of Gold Coast City. Whilst it physically dominates the City skyline and is an extremely concentrated node of commercial activity, the centre contains a relatively narrow range of activities and functions. Surfers Paradise is particularly strong in tourism retail, entertainment, tourist accommodation and recreational activities. It also has a strong commercial office space component and a major passenger terminal. However, it is under serviced with retail facilities for permanent residents, community facilities, government facilities and major health services. An appropriate diversification of land uses will be facilitated through the provisions of the Surfers Paradise LAP. These provisions will also ensure that its future development does not undermine the role and function of Southport and Broadbeach. In broad terms, the LAP will facilitate mixed use development to accommodate a range of tourism, residential, office and retail uses.

The Bundall centre is a specialist node that has developed to the west of Surfers Paradise to accommodate mainly commercial office demand, adjacent to the Evandale offices of the City of Gold Coast Council. The centre has a very limited range of functions, including office development, limited entertainment facilities, small indoor recreation activities, restaurants and a place of worship. Bundall, at present, is a centre that only effectively functions during business hours, with little activity beyond those hours. The centre is a high employment area for white collar workers, who use mainly private transport. Diversification of the existing range of land uses, including the introduction of residential and mixed use development, will be facilitated through the provisions of the Bundall Central LAP.

Sanctuary Cove is a retail, accommodation, entertainment and marine-based recreation activity node, which is the focus of a large tourist, resort development at Hope Island. The node is effectively outside the jurisdiction of Council's Planning Scheme, as it is covered by specific Queensland Government Legislation. Council will continue to promote and support the development of the Sanctuary Cove node. The development of large scale traditional retail development to a scale, which would compete with existing and future centres, is not considered desirable. Specific controls in relation to Sanctuary Cove are contained within the Hope Island LAP.

Chapter 13 Community Infrastructure

The Community Infrastructure Land Use Theme acknowledges a wide range of essential public services and facilities, including those administered by the private sector. Examples of such facilities include:

- water treatment plants;
- sewerage treatment plants;
- transport terminals;
- railways;
- schools;
- hospitals;
- cemeteries;
- refuse disposal areas;
- defence facilities;
- emergency services facilities;
- government administrative centres; and
- correctional facilities.

Only those facilities requiring large land areas are included in this Land Use Theme, with small facilities being included within other Land Use Themes.

1.0 Planning Intent

Major land areas for community infrastructure purposes, which are vital to the efficient functioning of the City, necessitate adequate protection. Such protection should ensure no unwarranted intrusion from development that would detract from the efficient operation of the community infrastructure. In some cases, appropriate buffers may be required around the community facilities to minimise impacts on the amenity or visual quality of the surrounding area.



Any new facilities should be located in consultation with relevant service providers, having regard to environmental, social and economic considerations, including development sequencing. All facilities should be designed for energy efficiency and to ensure compatibility with the surrounding environment, in terms of access, landscaping, building design and nature conservation.

Chapter 14 Residential/Tourism - Pacific Coast

The Residential/Tourism – Pacific Coast Land Use Theme acknowledges the diversity of residential and tourism development along the Pacific Coast. It is located predominantly on the eastern side of Gold Coast City Highway from Coolangatta to Labrador, and includes the eastern foreshores of the Nerang River at Surfers Paradise.

1.0 Planning Intent

This Land Use Theme is distinct from the Urban Residential Land Use Theme, in that it recognises the need for both permanent residential accommodation and tourist accommodation, together with other related services and facilities.

However, the intended mix of permanent and tourist accommodation/facilities varies within this Land Use Theme. For example, there are character areas, such as Main Beach, Chevron Island, Budds Beach, Mermaid Beach, Burleigh Heads, Currumbin and Tugun, that each have a particular character and amenity that favours a strong permanent residential component, complemented by low intensity tourist development. By contrast, areas such as Surfers Paradise and Broadbeach are much more strongly oriented towards tourism, while Coolangatta, Tallebudgera and Palm Beach appeal more to family holiday makers and those wishing to stay in a less intensive tourist environment.

Not all the coastal strip is therefore suitable or acceptable for high intensity tourist accommodation and entertainment facilities. The intensive tourist accommodation and facilities should generally be concentrated in close proximity to the large coastal activity centres, commensurate with intended densities and holiday expectations. In other areas, it is intended that residential amenity be given predominant consideration to reflect the strong wishes of the existing communities.

It is therefore intended that the special character of the various parts of the coastal strip be respected in future development in order to retain distinctive urban areas that offer diverse lifestyle and leisure opportunities. Planning for new developments should be strongly informed by the **Urban Heritage and Character Strategy** and the **City Image and Townscape Strategy** of this Planning Scheme.

In recognition of the supporting services and related facilities required in this Land Use Theme, low intensity commercial development may be considered appropriate, provided that a predominant residential/tourism character is retained. More intensive retail or commercial development is not supported, as it would be better located in the major Activity Centres.

A diversity of high quality architectural styles and urban design is envisaged, reflecting local character and townscape considerations, and incorporating **Crime Prevention through Environmental Design (CPTED)** principles. **Overlay Maps OM4 - Residential Density** and **OM6 - Maximum Building Height** will be used to clearly articulate the desired outcome of density and built form for the various parts of the coastal strip.



Chapter 15 Resort/Residential - Hope Island

The Hope Island Land Use Theme acknowledges a combination of tourism, recreational and residential uses in a unique location on the lower reaches of the Coomera River, adjacent to Coombabah and Saltwater Creeks. Further development of the area is envisaged, consistent with a quality residential and tourism destination.

1.0 Planning Intent

The island is intended principally for high quality resort, recreation and marine-based activity, with low to medium building heights and densities, consistent with the **Urban Heritage and Character Strategy** and the **City Image and Townscape Strategy**. Extensive residential development is only envisaged in association with high quality resort facilities. Future development will, however, be expected to preserve the village character of Boykambil and Santa Barbara.

All development will be required to give particular attention to ensuring that flood hazards and environmental issues are satisfactorily addressed. Development within flood prone areas will therefore be required to accord with safe and effective flood mitigation measures. Such development must demonstrate that it does not lead to any decrease in the water quality standards or habitat values of the Coomera River, Coombabah Creek or Saltwater Creek. The management of any disturbance to acid sulfate soils will also be an environmental priority.

Development will also need to provide suitable infrastructure, including the upgrading of the Oxenford - Southport Road to a flood free standard, consistent with future traffic volumes. It will also need to have adequate regard to local nature conservation objectives.

Chapter 16 Conservation/Ecotourism - East Coomera/Yawalpah

This Land Use Theme acknowledges the environmental significance of the East Coomera/Yawalpah Conservation area, being 1,899 hectares of land fronting Moreton Bay between the Pimpama and Coomera Rivers. It envisages a sustainable level of development consistent with ecotourism principles. The area is intended as a regional open space resource and as a recreation area for the nearby Coomera community. However, development should not compromise the natural values and ecological functions of the locality and, in particular, those of the Moreton Bay Marine Park, including its value as a fish habitat.

1.0 Planning Intent

The conservation/ecotourism designation for East Coomera/Yawalpah identifies this area as a valuable environmental resource containing ecologically significant areas vegetation communities, including wetlands and mangroves. In addition, the area forms a valuable adjunct to the Moreton Bay Marine Park system and includes declared Fish Habitat Areas.

The preferred form of development is low key, environmentally focused tourist facilities that contribute to the preservation and rehabilitation of the natural ecosystems, and provide an interactive and educational experience. Such tourism uses include eco-cabins and low key resort accommodation, incorporating hotels, educational facilities and scientific research facilities.

Development may also include very low density residential uses, linked with small-scale existing uses and the continuation of existing agricultural activities. However, significant numbers of permanent residential dwellings are not envisaged, as ample capacity exists for residential development within the nearby Albert Corridor. Accordingly, urban services normally required by permanent residential communities shall not be provided within the East Coomera/Yawalpah Conservation area.

In all cases, development should complement the area's natural ecological processes, thereby ensuring the integrity of the local environment and implementation of Council's intent to preserve East Coomera/Yawalpah in a largely natural state. Development should therefore be clustered on the least environmentally sensitive portions of any particular site. It should also ensure that no adverse impacts occur to any nearby ecologically significant areas, particularly wetland systems and declared Fish Habitat Areas.

Development within the area will be implemented under the provisions of the East Coomera/Yawalpah Conservation LAP.



Chapter 17 Flood Plain Management – Merrimac/Carrara

The purpose of this Land Use Theme is to acknowledge the spatial dimensions of the Merrimac/Carrara Flood Plain, within which development should be managed in a sustainable manner to achieve identified engineering, environmental and social outcomes.

1.0 Planning Intent

The Merrimac/Carrara Flood Plain is the last, significant, largely undeveloped remnant of the Nerang River flood plain system. It is identified as a special management area due to the flood prone nature of the area, the need to resolve competing demands for residential, tourism and recreational development, and the need to provide due consideration to the area's visual and ecological significance. As such, the flood plain offers an opportunity to provide an extensive open space resource that complements nearby urban development for the City.

All development will be required to accord with the provisions of the Guragunbah LAP, which are derived from a community based planning process used to formulate the Merrimac/Carrara Flood Plain Structure Plan and Hydraulic Master Plan. This process facilitated broad community input from key stakeholders, community representatives and technical advisers, through a series of meetings and workshop sessions, to produce a negotiated outcome for private development and sustainable public benefit.

The Hydraulic Master Plan primarily ensures that development within the Merrimac/Carrara Flood Plain component of the larger Nerang River flood plain system does not disadvantage others within that system. As such, it provides the hydraulic parameters by which changes to the Merrimac/Carrara Flood Plain can be achieved without aggravating existing flooding problems. It also recommends two broad areas within which future amendments are currently envisaged. These are the development of a more sophisticated hydraulic computer model and the possible implementation of further flood mitigation schemes.

The adoption of a new computer model is not anticipated to alter flood immunity requirements for development, but will mean that a precise and comprehensive analyses of development proposals and flood mitigation strategies can be undertaken. Ongoing maintenance and extension of the existing Department of Natural Resources' model, in the interim period, may result in some minor variations to the performance standards contained in the Hydraulic Master Plan.

Major flood mitigation schemes, with the potential to significantly reduce currently predicted flood levels will be expensive and perhaps difficult to implement. More modest flood mitigation measures also have the potential to have some impact on flood levels. In either case, it is likely that while such schemes are primarily aimed at reducing the existing flood problem, they will produce some additional development potential within the Merrimac/Carrara Flood Plain.

The costs and benefits of a particular flood mitigation scheme should be allocated in an equitable manner, having regard to a full economic accounting of all public and private benefits and costs arising from such schemes. The Master Plan also foreshadows possible 'developer flood mitigation scheme arrangements' when Council or government is unable, or otherwise not prepared, to fully fund all necessary works.

Whilst land use planning is constrained by the need to accommodate the major flood flow paths and retardation areas, the size of most land holdings offers some flexibility in locating flow paths and storage systems, provided they are linked to optimise their flood hydraulic characteristics in the public interest. Geotechnical considerations are also seen to constrain the pattern of development.

Development within the Merrimac/Carrara Flood Plain Land Use Theme area is generally envisaged to be components of linked waterways, urban residential/tourist development and 'dry' open space networks. Areas of urban development should be clustered within the least environmentally significant locations to maximise opportunities to create large useable and/or visually prominent areas of open space and to minimise disruption to natural systems. Commercial and industrial development is not envisaged beyond limited convenience shopping and tourist facilities. All development should facilitate the provision of continuous open space systems that are highly visible from major transport routes and that enable the provision of pedestrian and cyclist systems, active recreation areas and other community facilities.



Chapter 18 Investigation Area – Robina/Bond University

This Land Use Theme acknowledges the potential of Bond University to act as a 'growth pole' for investment in its immediate vicinity and, in particular, within the area linking the university to the Robina Town Centre.

1.0 Planning Intent

The largely undeveloped land to the west of Bond University has good potential for future investment as a commercial/industrial and research area, with strong linkages to both Bond University and Robina Town Centre. A Master Plan for this area will help realise its investment and employment generation potential. While the general intent is to facilitate mixed uses, with an emphasis on strong employment based industries, there is also considerable scope for supporting residential, recreational, commercial and industrial development. The preservation of existing significant areas of nature conservation value will also be recognised.

Development in the area will be expected to achieve the integration of residential, recreational, commercial, industrial and open space land uses in a manner that ensures that the area develops as a major concentration of specialised employment within the City. Improved transport and information technology linkages to the Robina Town Centre and Bond University should be facilitated, and the environmental quality of the area should be enhanced

Chapter 19 Investigation Area - Gold Coast Harbour

This Land Use Theme includes the entire Gold Coast Harbour area (extending as far north as Gold Coast City Seaway) and the surrounding land, including the Spit, the Broadwater, Wave Break Island and areas of the Southport and Labrador foreshore. It acknowledges the unique natural and built aspects of the Harbour and the need for it to be developed in an integrated and coordinated manner.

1.0 Planning Intent

Gold Coast City Harbour presents a unique opportunity to create a major marine gateway to the City in the form of an internationally significant harbour, with a range of complementary leisure and entertainment uses. The area is currently the subject of a major joint planning study between Council, the Department of Natural Resources and Mines and Queensland Transport. This study will culminate in the preparation of a comprehensive action plan and LAP for the harbour.

Preferred future development will build on the existing themes of leisure, recreation, tourism and entertainment, whilst optimising the economic benefits of the harbour for the City. It is therefore intended that an attractive, safe and mixed use environment is achieved to accommodate a variety of local community and tourist needs. This environment includes areas of quality recreational infrastructure, including environmental reserves and open space around the entire perimeter of the harbour to facilitate walking, cycling and other personal transport. Provision will also be made for specialised economic uses, such as the film industry, and for the conduct of major events.

Planning will facilitate the integration of relevant land, water and air space activities, including provision for marinas and jetties, landing facilities for helicopters and seaplanes, and necessary dredging operations. It will also address relevant environmental considerations, including beach protection requirements, the control of potential point source pollution, and the protection of ecologically significant areas, habitat values, including habitat for migratory birds recognised under international treaties.