



# Planning Scheme Analysis 2012 Update

Gladstone Regional Council

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This report has been prepared for:



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# Executive Summary

*In March 2008, the former shires of Gladstone City Council, Miriam Vale Shire Council and Calliope Shire Council were amalgamated to create the Gladstone Regional Council. Gladstone Regional Council is in the process of preparing a single new planning scheme to cover the new regional area, replacing the current three planning schemes, and helping to address the key issues and challenges facing the region. As part of this process, SGS Economics and Planning (SGS) was commissioned by Gladstone Regional Council to prepare a Housing Needs Assessment and Planning Scheme Analysis to make recommendations on planning scheme provisions for the new planning scheme. This report delivers the Planning Scheme Analysis, whereas a separate report delivers the Housing Needs Assessment. The Housing Needs Assessment (October 2010), was used to inform the previous version of the Planning Scheme Analysis (June 2011). As a result of changes in population forecasts the Planning Scheme Analysis has been updated in this version dated June 2012. However, the updates have only been included in this Planning Scheme Analysis (June 2012), and the original Housing Needs Assessment (October 2010) has not been updated.*

*This Planning Scheme Analysis report reviews the provisions of the three current planning schemes relating to housing as well as broad opportunities within the planning scheme to respond to the findings of the Housing Needs Assessment. This task has been undertaken in accordance with State Planning Policy 1/07 Housing and Residential Development (SPP), with the aim of facilitating the provision of housing that meets the needs of the Gladstone region. This report also touches on areas of housing policy (outside of the scope of the planning scheme) which may also be used by Council to address housing issues in the area.*

*This report reiterates the strategic housing objectives as outlined in the Housing Needs Assessment, and examines how these may be addressed through the new planning scheme. The report first summarises some possible responses to address the strategic housing objectives. It then examines the supply of housing in the region as a general indication of the capacity of **appropriately zoned land**. **The report then examines "well serviced locations" across the Gladstone region and possible planning responses to encourage a greater capacity and range of housing in these key areas.***

*The report then goes on to examine the current planning scheme, identifying areas that are currently contributing towards the strategic housing objectives and areas that may be changed in the new planning scheme. Finally the report recommends key elements of the new planning scheme, based (as required) on the Queensland Planning Provisions Version 3.0 (QPP v3.0) and summarises how these are used to address the strategic housing objectives. The most current version of the QPP available at the time, Version 3.0, was used in the preparation of this report. Any updates to the QPP should be considered as they become available.*

*The report identifies the following issues as being most important to address in the new planning scheme.*

### *Housing Diversity*

*Housing diversity should be encouraged through appropriate definitions and a range of zonings which will accommodate various complementary housing types while maintaining a minimum level of amenity within each zone. This may be achieved by adopting QPP v3.0 definitions and range of zonings.*

### *Supply of Zoned Land*

*Sufficient land must be zoned to ensure housing supply is not unnecessarily constrained. It appears from initial analysis that there is sufficient residentially zoned land and urban expansion areas. It is important that the planning scheme provisions maintain the ability of urban expansion areas and greenfield residential areas to be developed for residential purposes with an appropriate range of uses and housing diversity. However, urban expansion needs to be well planning focusing on areas which are well serviced and where new services can be most efficiently provided.*

### *Infill Housing*

*Infill housing should be encouraged in well serviced locations through appropriate zoning that allows for a greater diversity and density of housing. This is important to facilitate effective and attractive community nodes and activity centres, and to maximise the efficient use of existing infrastructure capacity. In order to ensure that other well serviced locations are not missed, higher density should also be allowed by code provisions that allow for intensification where certain locational criteria are met (i.e. within a certain distance of schools, bus stops, etc).*

### *Affordable Housing*

*The supply of affordable housing has become a major issue with the recent commencement of major projects in the resource sector. This has created unmet demand for housing and while relatively well paid workers in the resource sector can access affordable housing (relative to their income levels); award wage workers are under increasing housing stress. The provision of affordable housing should be encouraged through the planning scheme by allowing a greater range of housing including smaller, attached housing, of which there is currently a low proportion. This can be done by reviewing minimum lot sizes and zoning which allows for a greater diversity of housing. Housing costs can also be indirectly improved by developing more housing in well serviced locations where residents have potentially lower travel costs and better support services. **Council may also consider the application of an "Affordable Housing Code" which is applied to the development of managed affordable housing and offers some concessions for higher yield provided amenity of the surrounding area is maintained (e.g. increased units per site area, reduced car parking, relaxed open space requirements).***

### *Intensification over Time*

*Housing diversity and affordability should also be addressed by provisions which allow for gradual housing intensification over time. This is particularly important in the Gladstone context as consultation has indicated that there is currently low demand for smaller dwellings in the market,*

but where future demand is likely to be strong due to workers moving into the area and the trend towards smaller households. The planning scheme should allow for one into two subdivisions to create small lots and also allow for secondary dwellings as part of the dwelling house use without a restriction on their use (i.e. not only for relatives).

### *Existing Affordable Housing*

Existing affordable housing should be maintained where possible and the planning scheme should support current uses (e.g. long term caravan parks, or relocatable home parks) by zoning which reflects the current yield of the site (i.e. not up zoning which may encourage redevelopment for other uses). While this is no guarantee that these uses will be maintained, it may be effective if applied in combination with other Council policy.

### *Ageing Population*

The planning scheme should allow for a range of accommodation for the ageing population particularly independent retirement living, cared accommodation, and smaller dwellings. **The planning scheme should support the concept of "ageing in place". This concept allows households to remain in the same dwelling, or at least the same neighbourhood, though various stages of life. This may be addressed through appropriate use definitions, zonings, levels of assessment, and encouragement of housing diversity. "Ageing in place" in the same dwelling can be facilitated by encouraging universal or adaptable housing which allows for those with limited mobility.**

### *Special Needs Housing*

The planning scheme should allow for a range of accommodation for the special needs groups through appropriate use definitions, zonings, levels of assessment, and encouragement of housing diversity. Council should consider means of increasing the proportion of adaptable or universal housing to meet the current and future needs of persons with a disability, including the ageing population.

### *Non-Resident Workers Accommodation*

Non-resident workers accommodation must be provided on an appropriate scale and timing in conjunction with the progress of major projects, in order to minimise impacts on housing supply and costs throughout the community. Council should attempt to identify a range of suitable locations, ensuring that the use will contribute to the community in terms of economic activity (using local retail services), utilise existing infrastructure or extend infrastructure which will contribute to other development, and minimise potential social impacts (using an appropriate planning scheme policy). Non-resident workers accommodation must be of a high standard and should offer potential for reuse (either the buildings or infrastructure). Major project proponents must be required to adequately address potential housing impacts and work with Council to identify suitable sites and gain any necessary approvals for non-resident workers accommodation. A number of large scale projects for non-resident workers accommodation are in the planning stage, or commencing construction.



### *Visitor Accommodation*

*The number and scale of major projects in the region are resulting in a very high level of demand for short term visitor accommodation, which is making it difficult for all types of visitors to access necessary accommodation. This may cause wider economic impacts as visitors not associated with the resource sector and major projects, struggle to find accommodation and contribute to a range of businesses (both as customers and providing services). Adequate provision of tourist and visitor accommodation needs to be facilitated by the planning scheme encouraging development of tourist accommodation in appropriate locations, with code assessable processes where suitable.*

### *Sustainable Housing*

*The QPP (v3.0) includes "Suggested Overall Outcomes" for each zone which includes reference to development that is "designed to incorporate sustainable practices including maximising energy efficiency, water conservation and transport use". However, it should be noted that Section 86 of SPA prevents a planning scheme from including "building assessment provisions". These are defined in Section 30 of the Building Act 1975 (and include among other things certain provisions of the Building Act and Building Regulation, the Queensland Development Code (QDC) and the Building Code of Australia (BCA)). Current building assessment provisions include a number of sustainability measures.*

*Housing codes should also encourage social sustainability by requiring housing that addresses the street and public space to increase passive surveillance and discourage crime. Other development codes should also provide for active communities, with attractive and active public areas.*

# 1 Introduction

## 1.1 Background and Purpose

In March 2008, the former shires of Gladstone City Council, Miriam Vale Shire Council and Calliope Shire Council were amalgamated to create the Gladstone Regional Council. Gladstone Regional Council is currently in the process of preparing a new planning scheme to cover the new regional area and help address the key issues and challenges facing the region. These challenges include managing population growth, sustainable development of the Region as major industrial projects proceed, and advancing the purpose of the *Sustainable Planning Act 2009* (SPA). As part of this process, SGS Economics and Planning (SGS) was commissioned by Gladstone Regional Council to prepare a Housing Needs Assessment and Planning Scheme Analysis to make recommendations on planning scheme provisions for the new planning scheme. This report delivers the Planning Scheme Analysis as it relates to housing, whereas a separate report delivers the Housing Needs Assessment (October 2010). The Housing Needs Assessment (October 2010) was delivered as a separate document and examined the demographic and housing characteristics of the Gladstone region, including the current situation, recent trends and forecast changes. The Housing Needs Assessment (October 2010), was used to inform the previous version of the Planning Scheme Analysis (June 2011). As a result of changes in population forecasts the Planning Scheme Analysis has been updated in this version dated June 2012. However, the updates have only been included in this Planning Scheme Analysis (June 2012), as it is the document that directly relates to suggested actions and recommendations for the planning scheme. The previous Housing Needs Assessment (October 2010) has not been updated. This June 2012 version of the Planning Scheme Analysis also takes the opportunity to include changes to reflect the most current version of the Queensland Planning Provisions (QPP v3.0), and updated information regarding recent **development and housing capacity 'in the pipeline'** (i.e. under construction or approved but not yet commenced).

This Planning Scheme Analysis report reviews the provisions of the three current planning schemes relating to housing as well as broader opportunities within the planning scheme to respond to the findings of the Housing Needs Assessment. These tasks have been undertaken in accordance with *State Planning Policy 1/07 Housing and Residential Development*, to work towards the achievement of more affordable and diverse housing that better meets the needs of residents and visitors of the Gladstone region in the future.

## 1.2 Requirements of State Planning Policy 1/07 Housing and Residential Development (SPP)

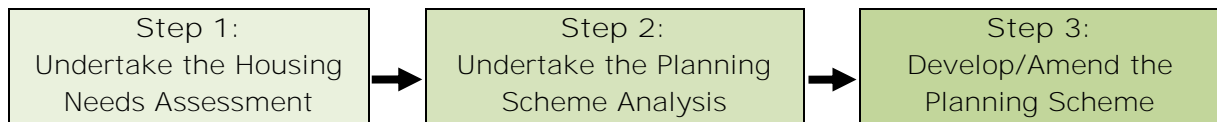
The Housing Needs Assessment and Planning Scheme Analysis have been prepared in accordance with State Planning Policy 1/07 Housing and Residential Development (SPP). The SPP has effect when a local government prepares a new planning scheme or amends an existing scheme. The outcome sort by the policy is for local governments to:

*"identify the housing needs of their community and analyse, and modify if necessary, their planning scheme to remove barriers to and provide opportunities for a range of housing options that respond to the housing needs of the community."*

Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007

The Queensland Department of Housing prepared a Housing Analysis Review (2010) for the Gladstone Regional Council, which provided a basis for preparing the Housing Needs Assessment. The Housing Needs Assessment was then used to inform the Planning Scheme Analysis.

A three step process is required to achieve the outcomes of the SPP as follows:



The key findings of the Gladstone Housing Needs Assessment were summarised in the previous Planning Scheme Analysis (June 2011), and have been updated in this version (June 2012) of the Planning Scheme Analysis to reflect more recent population projections. This Planning Scheme Analysis makes recommendations for Council to consider in developing its new planning scheme.

### 1.3 *Requirements of the Queensland Planning Provisions Version 3.0 (QPP v3.0)*

The initial planning scheme analysis performed by SGS in 2011 was prepared in accordance with the requirements of the Queensland Planning Provisions version 2.0 (QPP v2.0). Subsequently, the QPP has been updated to version 3.0. This version of the Planning Scheme Analysis (June 2012) has been prepared to incorporate the changes from version QPP v2.0 to QPP v3.0.

The QPP v3.0 is a State planning instrument under the *Sustainable Planning Act 2009* and sets out standard provisions for the development or revision of planning schemes in Queensland. Version 3.0 is the most current version at the time of preparing this updated Planning Scheme Analysis (June 2012). At the time of final planning scheme drafting a check should be made for any updates to the QPP v3.0 and any changes which may have implications in adopting the recommendations of this report.

Specifically, the QPP v3.0 provides a consistent form for planning schemes through a standardised structure, format, land use and administrative definitions, zones, levels of assessment, overlays, infrastructure planning provisions, development assessment codes and other administrative matters. Under the QPP v3.0, there are also provisions for local government to incorporate local content and variation to reflect the context of the local government area.

As part of this Planning Scheme Analysis, the strengths and weaknesses of the current planning schemes have been analysed to determine whether the key issues of the Housing Needs

Assessment are addressed or not. These strengths and weaknesses will also help determine how the OPP v3.0 should be customised to help meet the housing needs for the Gladstone region.

## 1.4 Structure of the Report

Following on from this introduction, this report includes the following sections:

Section 2 summarises the key findings from the Housing Needs Assessment.

Section 3 provides an overview of greenfield capacity in the region, including information about key growth areas.

Section 4 investigates the characteristics of well serviced locations and identifies current and expected future well serviced locations in the region.

Section 5 provides an analysis of current planning provisions for residential development, and identifies opportunities for the new planning scheme to encourage and support the identified range of housing options.

Section 6 sets out the recommended policy, strategies and actions using the opportunities and constraints identified within Section 5 of this report.

Section 7 provides a concluding summary, drawing out the key information gathered from the Planning Scheme Analysis and how this should be taken forward to develop a new planning scheme for the Gladstone region.

## 2 Key Findings from the Housing Needs Assessment

### 2.1 Summary of Housing Needs

The Housing Needs Assessment (October 2010) examined the demographic and housing characteristics of the Gladstone region, including the current situation, recent trends and forecast changes. This information has been used to better understand and forecast the housing needs of the Gladstone region in the future, and how to respond to future changes expected in the region. Because this version of the Planning Scheme Analysis (June 2012) utilises updated population forecasts the relevant data has been modified in this document only and therefore will differ from the information contained in the Housing Needs Assessment (October 2010). The population figures used in this report are contained in the following table.

Table 1 Projected Population (medium series) for the Gladstone Region between 2006 and 2031

	2006	2031	Change
Calliope Pt A – Calliope Precinct	4,440*	10,222	5,782
Calliope Pt A – Boyne Island Precinct	10,239*	26,336	16,097
Calliope Pt B	2,876	3,582	706
Gladstone	30,928	60,208	29,280
Miriam Vale	5,458	11,341	5,883
Total	53,941	111,689	57,748

Source: Queensland Government population projections, 2011 edition (medium series), Office of Economic and Statistical Research, Queensland Treasury (updated 7 September 2011).

\* Note: The 2006 populations figures for Calliope Pt A split have been estimated by SGS using the same proportion as 2008 (as provided by Council). The 2006 figures are reported here for consistency with the base data used throughout this report.

In 2006, the Gladstone region had a resident population of approximately 54,000, with population projections indicating that this figure will reach approximately 111,700 by 2031. This is a population increase of 107%, significantly higher than what is projected for Central Queensland (53%) and Queensland (53%) for the same period.

**Significant growth in the region's population will** continue to place pressure on the local housing market to provide the level of housing needed to meet future demand. The total number of dwellings (including for visitors) is expected to increase from 21,400 in 2006 to approximately 46,655 by 2031. Taking into account the need to construct new dwellings to accommodate dwelling

loss adds 300 dwellings, meaning a total of 25,600 new dwellings will be required by 2031. This equates to an average of 1,024 new dwellings per year.

The SGS dwelling demand model shows the projected need of various dwelling types from 2006 up to 2031. The forecasts show an increasing proportion of separate houses and flats, units and **apartments by 2031. This is balanced by a corresponding decrease in "other" dwellings, with semi-detached dwellings and townhouses remaining constant.** The proportional change over time is shown in Table 2 below.

Table 2 Dwelling Needs Forecast (Percentage) for the Gladstone Region between 2006 and 2031

Gladstone Region	2006	2031	Proportion of new stock 2006-2031
Separate house	83.0%	84.5%	85.7%
Semi-detached/row/terrace/townhouse	2.3%	2.3%	2.3%
Flat/unit/apartment	8.0%	8.5%	9.0%
Other	6.6%	4.7%	3.1%

Source: SGS forecasts from ABS Census data

This modelling is based on current housing preference by house type which is heavily influenced in Gladstone by the current housing stock and easy affordability of larger housing and residential lots. This may change significantly in the future as affordability declines and in the last two years there have been a significant number of projects involving units in the Gladstone City area. The future choice of housing will ultimately have to depend on the attractiveness of the dwelling type produced and how affordable it is.

Future housing needs to provide a certain level of diversity in order to meet the needs and circumstances of the community. Findings from the Housing Needs Assessment show that the Gladstone region currently has very little housing diversity. Separate houses account for 87% of all dwellings in the region, meaning only 13% of the housing market is made up of other dwelling types such as flats, units, townhouses, caravans and houseboats. Furthermore, larger sized dwellings (three or more bedrooms) account for 81% of the total housing market, meaning a limited supply of smaller dwellings. To achieve housing diversity, housing not only needs to be adequate in terms of type and size, but also needs to cover a range of price points, tenure options and locations. If the local housing market fails to supply the volume of housing, and also the type of housing that is required, housing costs are likely to continue increasing.

Modelling by the Department of Communities showed a notable disparity between the type of housing that is currently available in the region and the type of housing that is in demand. Specifically, there is oversupply of 2,750 large dwellings compared to the actual need for large dwellings to accommodate larger household types. There is a corresponding undersupply of 2,750 smaller dwellings compared with the actual need of smaller dwellings for smaller household types.

Being forced to live in a house larger than necessary may not be a significant issue when the cost of housing is low, but the extra cost does impact on affordability and also can result in maintenance issues for elderly households. It is important that future housing responds to this mismatch by increasing the proportion of smaller dwelling types in order to meet the growing number of smaller household types. This will also enhance affordability as housing will better suit household needs and circumstances (as smaller dwellings are generally cheaper than larger dwellings). Small dwellings generally will also have lower embedded energy (construction related) and operating costs (less heating, cooling and lighting energy requirements).

In general, housing affordability has significantly declined in the Gladstone over the past decade. Data from the Department of Communities shows that 30.7% of low and very low income households in private rental in the Gladstone region are spending more than 30% of their gross income on housing costs (in 2008). Additionally, 23.4% of low income households are spending more than 40% of their gross household income on mortgage repayments. Housing affordability issues have been exacerbated as major infrastructure projects associated with the resource sector commence within the region. The ULDA has recently increased its presence in the area, with the declaration of the Tannum Sands UDA on 9 September 2011 (potential for 1,500 dwellings) and the Toolooa UDA on 9 December 2011 (potential for up to 1,000 dwellings). According to the **Department of Communities' Gladstone Regional Council – Housing Market Report** (May 2011), in the preceding five years the median rent for dwellings in the region increased by 60% and vacancy rates have fallen sharply to a rate of 1.4%. According to the *Valuer-General's Property Market Movement Report (snapshot of the 2012 valuation)*, the median values for Gladstone LGA increased by 29.5% for single unit residential, and 33.3% for multi-unit residential. These are some of the highest in the State, with only other resource areas having similar levels of growth. Most areas of the State experienced little or no change, with many areas experiencing negative change. According to the *Gladstone Housing Quarterly Report (November 2011)*, vacancy rates for **private rental dwellings have "fallen sharply to a rate of 0.6% in September 2011"**. This Report also details that median sale prices for detached dwellings have increased by 8.9% from June 2010 to June 2011 (\$375,500 to \$410,000). During this same period the respective Queensland median fell by -1.7%.

A range of affordable housing options need to be identified and developed now in order to ease the transition and minimise the level of impact on the local housing market. Housing affordability can also be partly improved through the provision of non-resident workers accommodation. Firstly, the potential need for non-resident workers accommodation needs to be explored and adequate locations need to be identified and set aside. And secondly, a process that enables a quick turn around on approvals for non-resident workers accommodation needs to be established. The quicker accommodation can be provided to meet the needs of incoming workers, the less likely the local housing market will be affected.

Like the rest of Australia, the Gladstone region has an ageing population, with a significant rise in the 65+ years age cohort expected by 2031. This will require an increase in the number of smaller, more manageable dwellings as residents age. Based on the current living arrangements and population forecasts, approximately 620 additional persons will need to be accommodated in aged/retired care, nursing homes, and other non-private dwellings. This is an increase of 290% above the current number of persons in these dwelling types.

In addition, a large proportion of those aged over 65 years are likely to have a disability. SGS has examined the current rates of disability by age and how these are accommodated. Based on the forecast population, there will potentially be a need for additional housing for the following number of persons with a disability (2006-2031):

- Adaptable dwellings for 13,700 persons (it is expected that a large proportion of these will be elderly and will include elderly couples, both with some level of disability, thereby reducing the number of dwellings required);
- 351 places in cared accommodation/nursing homes; and
- 270 places in accommodation for the retired or aged.

The findings of the Housing Needs Assessment show that there are some significant challenges in providing the scale of housing required in the Gladstone region. There are also some significant challenges in facilitating and encouraging the range of housing types and costs to meet the needs of changing demographics and fostering social diversity. A range of strategies should therefore be put in place to help facilitate the provision of desired housing options in a positive and sustainable way. This should include a range of planning scheme measures (as recommended in this report), as well as other actions from a range of Council and external stakeholders. It should be noted that delivering adaptable housing through the planning scheme may be restricted by Section 86 of SPA which **prevents a planning scheme from including “building assessment provisions”**.

## 2.2 Planning Scheme Implications

The key outcomes of the Housing Needs Assessment has raised a number of issues to be addressed in the review of the current planning schemes, to address future housing needs, including the following:

- The Planning Scheme and approvals process must not create undue delays and complexity, so that the required volume of housing can be delivered. This is especially the case during peak times of housing demand. This may be achieved through limiting the need for applications to Council for planning approval and reducing the level of assessment for dwellings and accommodation where appropriate.
- Adequate supply of residential zoned land and urban expansion areas is important. These areas should be protected from uses that would compromise their future residential use. These areas must also be developed in an orderly manner and provide for a greater diversity of housing and services.
- Greater housing diversity is required in the region. The planning scheme should recognise various types of housing in its use definitions and set suitable levels of assessment for these in the various residential zones.
- The planning scheme needs to facilitate housing development of various types without undue regulation so the housing remains affordable.
- The planning scheme may provide relaxations for managed affordable housing via an Affordable Housing Code.
- Secondary dwellings should be facilitated as this will be especially important given current market reluctance to accept smaller dwellings, but forecast greater demand in the future as the population ages and as affordability may decline.



- Higher density housing development should be encouraged in well serviced locations through either specific precincts which allow for this or provisions in the housing codes with allow higher density if certain criteria are met (i.e. within 400m from a bus stop or shop).
- Special needs housing (cared residential, hostel, and retirement village) needs to be recognised and facilitated in the planning scheme.
- If possible the planning scheme should require a level of adaptable housing to be provided in larger developments, particularly at ground floor level.
- Non-resident workers accommodation is something that will continue to be required in the Gladstone Region, associated with major projects. The planning scheme should allow for non-resident workers accommodation and facilitate development that leaves a positive legacy for the community including new infrastructure for permanent housing, facilities that can be used by the community, and possible reuse of the temporary housing for other uses.
- Sufficient land needs to be allocated to allow for visitor and tourist accommodation as this is important for the local economy, and supply can be affected at times by the inflow of non-resident workers.
- Residential and dwelling codes should encourage sustainable design, including energy efficiency, and sub-tropical design (however, it should be noted that Section 86 of SPA **prevents a planning scheme from including "building assessment provisions"**, which currently include some sustainability measures).
- Car parking rates for all types of housing should be reviewed to ensure that the required level of parking is not too high and limiting the development potential. A lower rate of parking should be applied for housing with low levels of car use/ownership or areas well serviced by public transport (however recognising that these are limited). Housing such as affordable housing and retirement villages would be examples of housing where lower levels of parking should be considered.
- Preservation of current character, particularly in small urban centres, and coastal or island communities.
- The Reconfiguration Code should also be reviewed to ensure that minimum lot sizes are not restricting the diversity of housing that can be established.
- The Reconfiguration Code should also allow for gradual intensification over time through one into two small lot subdivisions.

## 2.3 Broader Housing Policy Issues

The Housing Needs Analysis has raised some key issues in regard to housing needs in Gladstone. While some of these can be directly addressed by the planning scheme, some are not and will need to be addressed by policy or a combination of the two. It is considered important that Gladstone has a robust housing policy that addresses issues beyond the planning scheme, while also supporting planning scheme measures. The housing policy is also considered an important tool in dealing with major project proponents, whose activities may impact on housing, and in working with housing stakeholders to achieve good community outcomes. Issues to be addressed outside of the planning scheme review (i.e. via a housing policy) include:

- The need for regular monitoring of housing indicators, including approvals, building activity, housing prices and rentals, vacancy rates, and housing diversity.

- Community housing groups need to be able to operate effectively and this includes gaining funding, working together, and sharing information and resources.
- The need for Council to work with other stakeholders to achieve required housing outcomes. These stakeholders include community housing groups, Department of Housing, Urban Land Development Authority, Commonwealth Government, and major project proponents.
- The capacity for building dwellings in Gladstone appears to be limited to a small number of builders and any significantly different housing products are not embraced by the local building contractors.
- Assistance may be offered to households under housing stress through not-for-profit and government intervention. This may include rental assistance, construction of affordable housing, and alternative housing options (short and long term).
- Management of impacts of major projects and the mismatch between resource industry incomes and other lower incomes (i.e. housing may be built to target resource industry workers, but other households may find these unaffordable).
- Bona fide affordable housing may be subject to infrastructure charges rebates, and generally infrastructure charges must strike a balance between recovering costs and maintaining affordability.
- Major project proponents should be required to address housing issues in their proposals (such as the condition for the Australia Pacific Liquefied Natural Gas (APLNG) project to prepare an Integrated Housing and Accommodation Strategy).
- A clear objective for the level of housing affordability in the region.

It is recommended that Council prepare and adopt a housing policy such that Council has a co-ordinated and robust role in working with the community and regional stakeholders to achieve affordable and appropriate housing, and support planning scheme measures. The combination of robust housing policy and targeted planning scheme measures will result in the most effective housing outcomes for the Gladstone Region.

It is noted that some progress is being made in the policy area through the combined efforts of Council, the State Government, and the major proponents in the resource sector. This includes:

- Housing strategies for major projects;
- Quarterly reporting on progress of the required housing strategies;
- Work towards a data collection and monitoring framework; and
- Work towards the establishment of a not-for-profit housing company (with use of funds provided by resource companies).

## 3 Housing Capacity

Most new housing development in the Gladstone region up to 2031 will be undertaken on greenfield land. The level of expected population growth in a given area is reflective of the level of greenfield capacity in that location, and therefore areas with significant greenfield capacity will accommodate a large proportion of new dwellings. It is important to understand the greenfield capacity of the region, in order to ensure that the planning scheme is drafted in a way which ensures good housing outcomes for such areas. At the same time it is important to recognise the contribution of infill development and redevelopment and higher densities. This is important in established areas to ensure that well serviced locations accommodate an optimum level of housing to capitalise on existing services and infrastructure.

### 3.1 Vacant Land Analysis

Most of the population growth and new housing development in the Gladstone region by 2031 is expected to occur in the Gladstone SLA, with the Boyne Island Precinct of Calliope Pt A SLA also expecting significant growth. The Calliope Precinct of Calliope Pt A SLA, and the Miriam Vale SLA both have the next level of growth. This reflects the greater level of greenfield capacity in these three areas. It is important that these future growth areas deliver an appropriate level of housing diversity and are well serviced in order to support the needs of the growing community. Greenfield development provides an opportunity to deliver a diversity of housing from the outset of development, rather than gradually through infill development.

The Gladstone Regional Council area is made up of a number of communities which comprise the SLAs. The various population forecasts and demographic characteristics of the component parts of the Gladstone Region are summarised in Table 3 below.

Table 3 Population Forecasts by Statistical Local Area (2006 to 2031)

Statistical Local Area (SLA)	Community	Character	Current Pop. (2006)	Forecast Pop. (2031)	Forecast Pop. Growth
Calliope Pt A – Calliope Precinct	Calliope (incl. Beecher and Burua)	Inland from Gladstone, near the Bruce Highway.	4,440*	10,222	5,782
Calliope Pt B – Boyne Island Precinct	Boyne Island – Tannum Sands – Benaraby – Wurdong	Population mainly in the coastal communities of Boyne Island and Tannum Sands (near the Boyne Island Smelter).	10,239*	26,336	16,097
Calliope Pt B	Rural West	Large western and northern area of LGA including Curtis Island and State Development Area.	2,876	3,582	706
Gladstone	Gladstone City	The central part of Gladstone, including the original business district and surrounds.	30,928	60,208	29,280
	Clinton – Byellee – Callemondah	Western extent of Gladstone suburban area, including airport and north to the port.			
	Kin Kora – Sun Valley	Residential suburbs and parkland area located south-west of the City.			
	New Auckland – Kirkwood	Suburbs west of the City and including a number of large emerging residential areas.			
	South Gladstone – Barney Point	Includes City waterfront industrial land, south of the City and beachside suburb of Barney Pt.			
	West Gladstone	Area immediately west of Gladstone City.			
	Telina – South Trees – Glen Eden – Toolooa	Southern edge of Gladstone either side of Gladstone/ Benaraby Rd, with most residential areas to the west of this road.			
Miriam Vale	Agnes Water – Seventeen Seventy	Coastal communities with a retirement and tourist focus.	5,458	11,341	5,883
	Rural South East – Miriam Vale	Large area in south east of the LGA, mainly rural but including towns such as Miriam Vale and Bororen.			
	Total Gladstone Region		53,941	111,689	57,748

Source: (Projections) Queensland Government population projections, 2011 edition (medium series), Office of Economic and Statistical Research, Queensland Treasury.

(ERP) Australian Bureau of Statistics, Regional Population Growth, Australia, 2009–10, cat. no. 3218.0. PIFU population figures, 2008

\* Note: The 2006 populations figures for Calliope Pt A split have been estimated by SGS using the same proportion as 2008 (as provided by Council). The 2006 figures are reported here for consistency with the base data used throughout this report.

Table 4 below provides a breakdown of forecast dwellings required by 2031 in each of the SLAs identified above, based on the population forecasts shown in Table 1.

Table 4 Dwelling Forecasts by Statistic Local Area (2006 to 2031)

Statistical Local Area (SLA)	Current Dwellings (2006)	Dwellings Required at 2031	Change 2001-2031	Percentage Change	Percentage of Total New Dwellings
Calliope Pt A – Calliope Precinct	1,651	4,024	2,374	143.8%	9.4%
Calliope Pt B – Boyne Island Precinct	3,806	10,368	6,562	172.4%	25.9%
Calliope Pt B	1,143	1,508	365	31.9%	1.4%
Gladstone	12,386	25,536	13,149	106.2%	52.0%
Miriam Vale	2,372	5,219	2,827	120.1%	11.3%
Total Gladstone Region	21,358	46,655	25,297	118.4%	100%

Source: SGS forecasts from ABS Census data, 2008 and PIFU population figures, 2008

SGS has used Council mapping to estimate the vacant urban land in the various communities used in the PIFU forecasting. This has then been used to estimate the future population capacity based on two different dwelling density scenarios. The figures below are based on the following:

- Current residential and future residential zoning (urban expansion areas), as shown on current planning scheme maps;
- Rural and Rural Residential or other large lot residential areas have not been included;
- Only lots over 1,200sqm have been considered;
- The low population capacity estimate is based on a dwelling density of 12 dwellings per net hectare;
- The high population capacity estimate is based on a dwelling density of 15 dwellings per net hectare;
- **Occupancy rate was the same as PIFU’s estimated rate for 2006;**
- No allowance has been made for the loss of developable land due to constraints such as flooding and protected vegetation;
- No allowance has been made for residential approvals that are not indicated in the current planning scheme maps; and
- No allowance has been made for infill development (e.g. new units in mixed use zoning or redevelopment of existing housing for higher density housing).

Table 5 Review of Capacity Estimates by Statistic Local Area (2006 to 2031)

Statistical Local Area (SLA)	PIFU Population Increase 2006-2031	Low Population Capacity Estimate	High Population Capacity Estimate	Notes
Calliope Pt A – Calliope Precinct	5,782	5,762	7,202	Calliope has even greater capacity when considering additional land which can be readily serviced – Council indicates potential of approx. 15,000-16,000EP based on water supply capacity.
Calliope Pt B – Boyne Island Precinct	16,097	21,679	27,098	Council indicates that the capacity estimates will not be achieved due to environmental constraints; however there still appears to be adequate land to accommodate the forecast population increase.
Calliope Pt B	706	3,007	3,758	This is a predominantly rural area with little demand for new housing. In general this area is relatively not well serviced.
Gladstone	29,280	30,240	37,799	There are a number of large greenfield areas within the Gladstone SLA, however additional capacity not included in these figures is available through infill development at higher than current densities. Data from Council indicate a significant number of projects underway for multi-unit dwellings in this area.
Miriam Vale	5,883	7,556	9,445	Growth in this area is driven by lifestyle considerations, as it includes the coastal communities of Agnes Waters and Seventeen Seventy.
Total Gladstone Region	57,748	68,243	85,303	

This analysis shows a general correlation between PIFU forecasts and capacity as estimated by SGS Economics and Planning and Council. **In most cases the PIFU forecast figures are below the 'low population capacity estimate', and where this is not the case the difference is only 20 persons (Calliope Part A – Calliope Precinct).** The key areas of difference are:

- Boyne Island and surrounds appears to have more capacity, but this is subject to environmental constraints;
- Calliope appears to have greater capacity based on potential and infrastructure capacity;
- Gladstone may have greater capacity; and
- Calliope Part B has more capacity than indicated by PIFU but given this is associated with small rural communities, there are currently no significant drivers for the development of additional housing (nor relatively well serviced locations) and so capacity is unlikely to be utilised.

It is clear that some areas such as Calliope and New Auckland – Kirkwood have been subject to significant growth and this is likely to continue, with additional capacity existing. Some areas such as Agnes Waters may have capacity in terms of developable land but are limited by the level of services and available employment in the area. Where possible, growth should be directed towards areas which are well serviced (or those which are able to be efficiently well serviced). This includes infrastructure such as water and sewerage, as well as retail, services, parks, employment, and schools. See Section 4 of this report for further analysis of well serviced locations.

## 3.2 Growth Capacity Analysis

The State Office of Economic and Statistical Research (OESR) has released a 'Residential land development activity profile' for the Gladstone Region, for the September Quarter 2011. This identifies the broad hectare land supply as being approximately 2,160ha and capable of yielding 13,000 dwellings. This land supply includes lots greater than 2,500sqm in size, currently included in the planning scheme for residential development, and takes into account ownership issues, land fragmentation, existing approvals, and current residential densities. This report also includes residential approvals between 2003 and 2011. There was a significant decline in approvals from 2004, reaching a low of approximately 200 in 2006, and rising since then to be over 1,000 in 2008 and a high of approximately 1,500 in 2011. The number of approved, but not completed lots, at the time of reporting was 5,077. However, it is noted that some developments will not proceed as approved, or at all. The OESR in their earlier 'Broadhectare Study 2011 profile' identifies 824ha of land which will be used to accommodate major project construction workers. This report identified 2,408ha of broad hectare land for a yield of approximately 11,500 dwellings (higher area but fewer dwellings). This dwelling capacity figure includes the following dwelling types:

- 9,000 'standard urban density';
- 953 'low density'; and
- 1,545 'higher density'.

The additional consideration of existing vacant residential parcels below 2,500sqm in size boosts the potential yield by 1,236 dwellings to a total of approximately 12,800 or 13 years supply. This supply is based on the medium trend production of 1,107 dwellings per annum which compares with this report's current calculation of 1,024 dwellings per annum, on average required to supply the required dwelling numbers for the forecast population.

Council has prepared a 'Major Development Snapshot' dated March Quarter 2012, which details the significant residential projects in the region. It divides these developments according to the location (not SLAs as per previous data), type of dwellings, and the stage of the project (approved and under construction, approved but not commenced, and not yet approved). Table 6 summarises the data provided in the Major Development Snapshot, while Figures 1 - 4 present the data graphically.

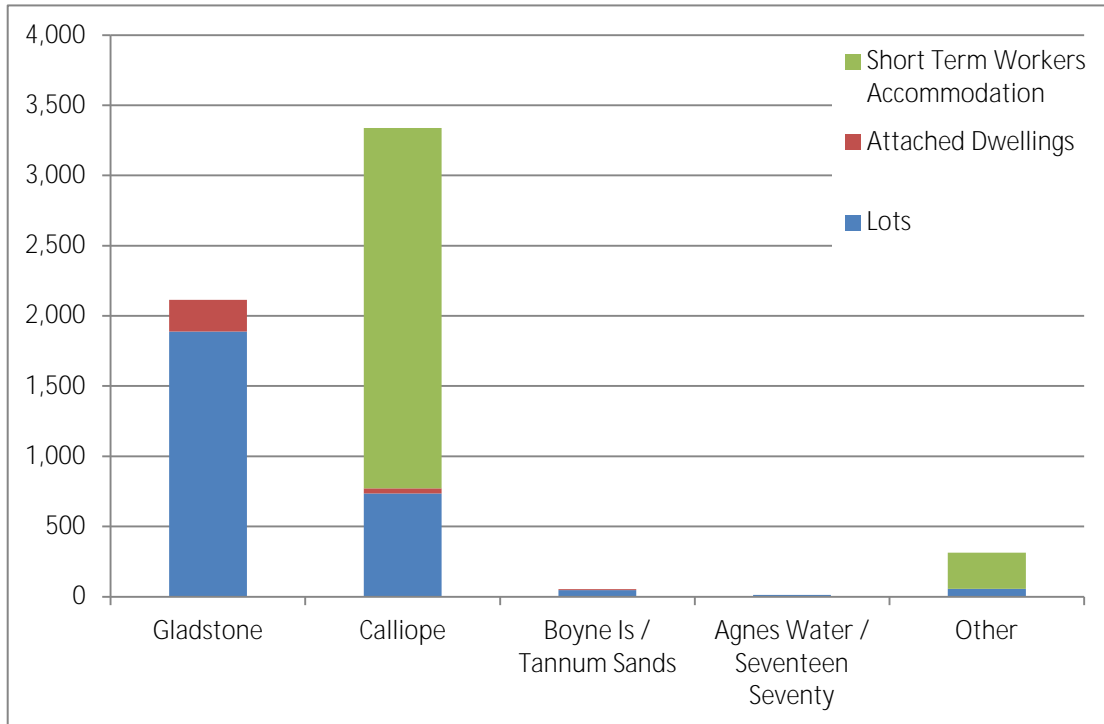
Table 6 **Development 'Pipeline' for Gladstone Region**

	Approved and under construction				Approved but not commenced				Not approved				Total			
	Lots	Units	Worker Acc	Total	Lots	Units	Worker Acc	Total	Lots	Units	Worker Acc	Total	Lots	Units	Worker Acc	Total
Gladstone	1,888	226	0	2,144	1,715	1,189	1,000	3,904	912	174	0	1,086	4,515	1,598	1,000	7,113
Calliope	736	36	2,565	3,337	1,027	0	3,000	4,027	38	9	1,072	1,119	1,801	45	6,637	8,483
Boyne Is / Tannum Sands	48	5	0	53	2,298	291	0	2,589	1,776	20	0	1,796	4,122	316	0	4,438
Agnes Waters/ Seventeen Seventy	13	0	0	13	171	6	0	177	6	0	0	6	190	0	0	190
Other	57	0	256	313	289	0	0	289	0	0	0	0	346	0	256	602
<b>Total</b>	<b>2,742</b>	<b>267</b>	<b>2,821</b>	<b>5,860</b>	<b>5,500</b>	<b>1,486</b>	<b>4,000</b>	<b>8,400</b>	<b>2,732</b>	<b>203</b>	<b>1,072</b>	<b>2,922</b>	<b>10,974</b>	<b>1,959</b>	<b>7,893</b>	<b>12,351</b>

Source: SGS Economics and Planning, based on Gladstone Regional Council Major Development Snapshot, March Quarter 2012

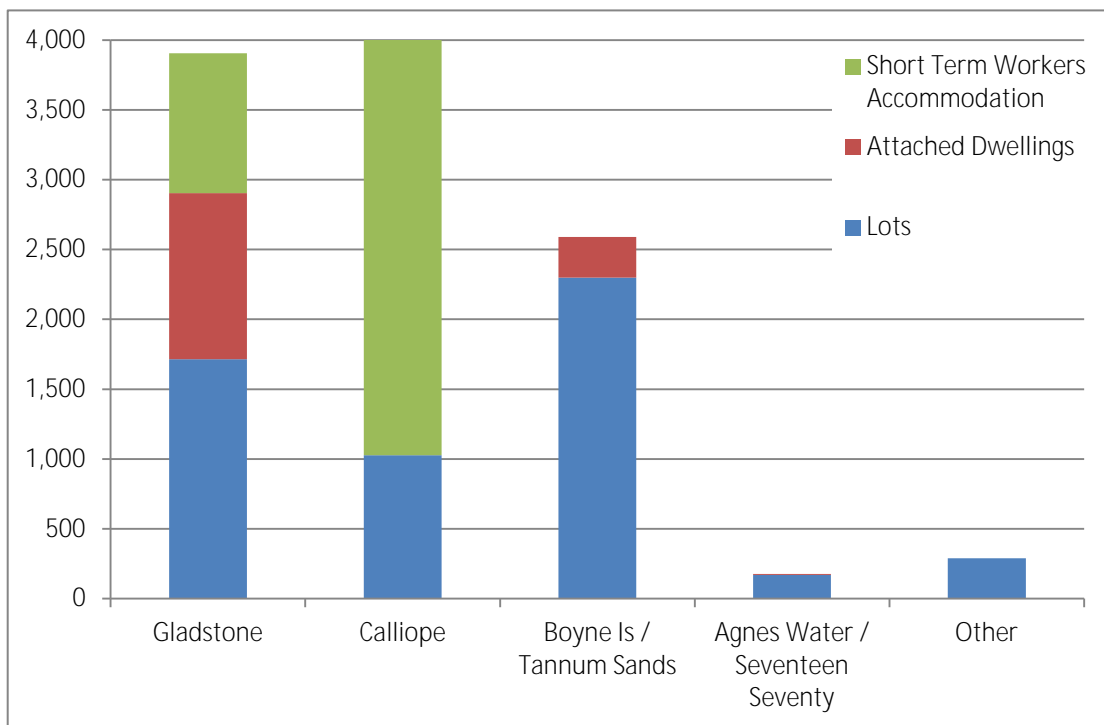


Figure 1 Residential Development Approved and Under Construction



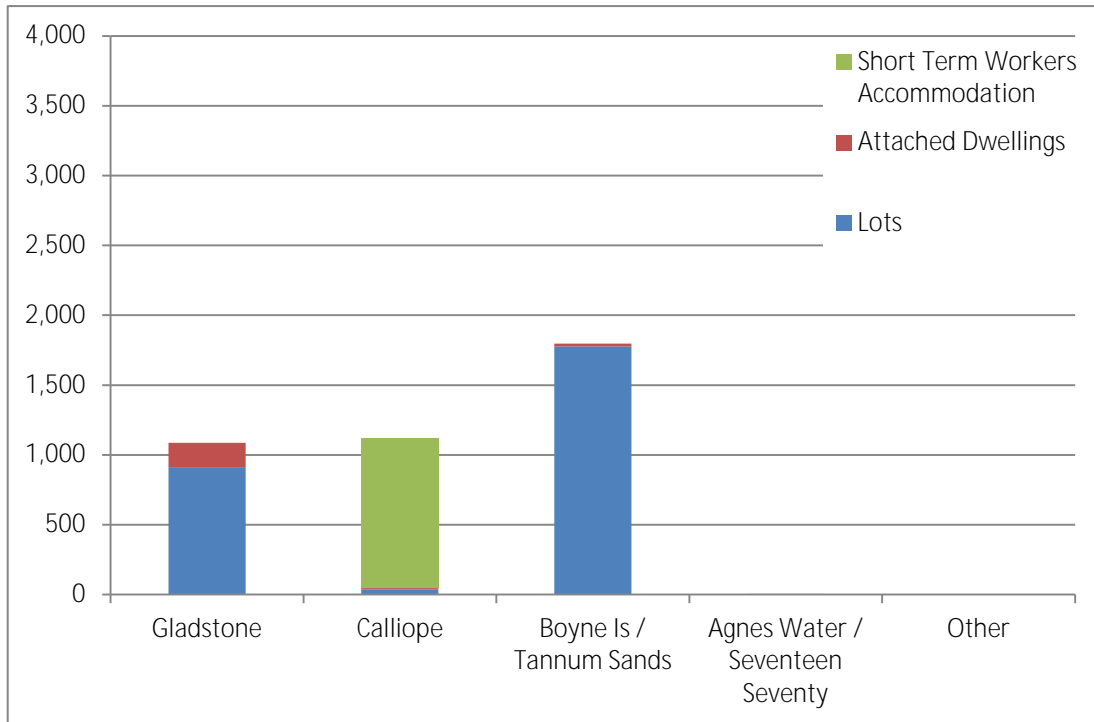
Source: SGS Economics and Planning, based on Gladstone Regional Council Major Development Snapshot, March Quarter 2012

Figure 2 Residential Development Approved and Not Commenced



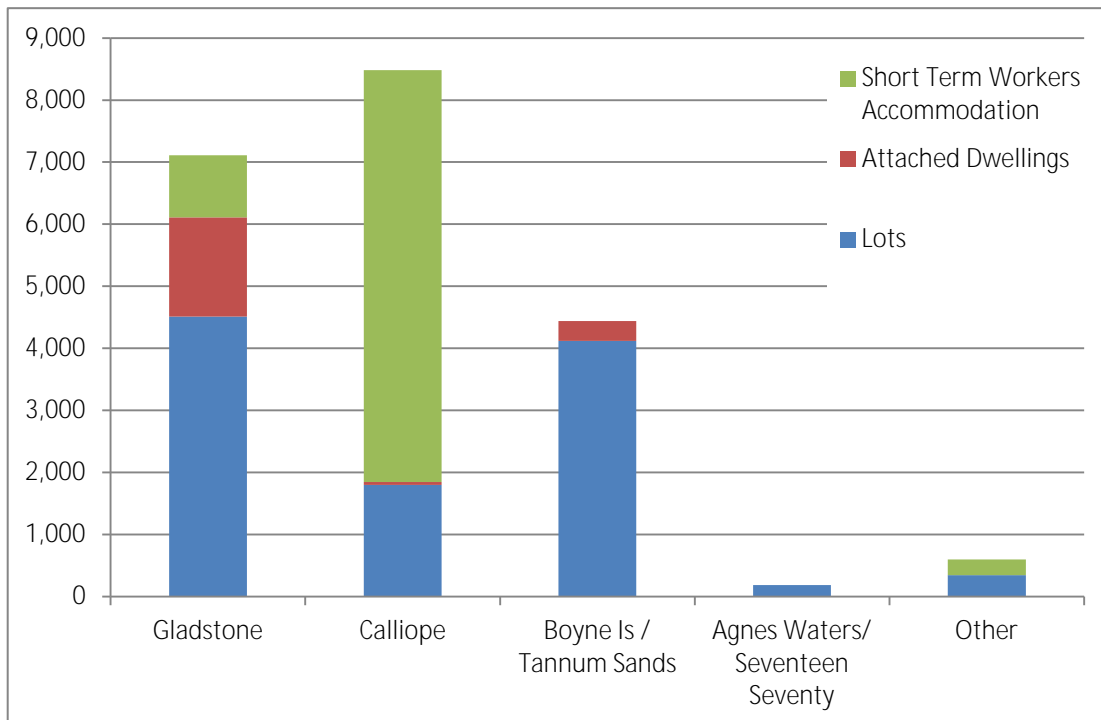
Source: SGS Economics and Planning, based on Gladstone Regional Council Major Development Snapshot, March Quarter 2012

Figure 3 Residential Development Not Approved



Source: SGS Economics and Planning, based on Gladstone Regional Council Major Development Snapshot, March Quarter 2012

Figure 4 Total Residential Development

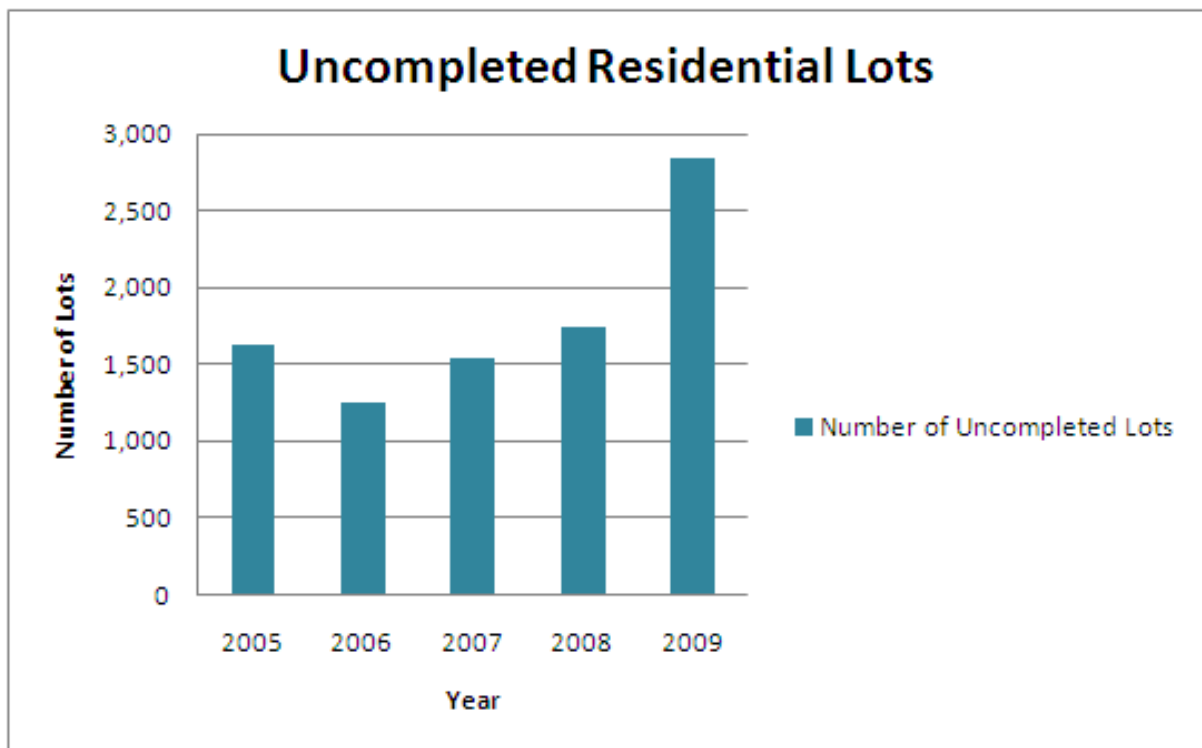


Source: SGS Economics and Planning, based on Gladstone Regional Council Major Development Snapshot, March Quarter 2012

Gladstone is experiencing most of the current development of residential housing, while Calliope has the highest development pipeline of short term workers accommodation. There is a significant volume of approved developments which have not yet commenced, well exceeding projects under construction, however typically some of the approved developments will not proceed in their current form or at all. It is interesting to note that the Boyne Island / Tannum Sands area has very little current activity, but has a very significant number of approved and proposed projects. This is dominated by the Riverstone Rise Master Plan Community with a Preliminary Approval for 2,000 lots.

The Regional Growth Issues Report from 2010 provided a snapshot of the number of approved, but uncompleted lots in the Gladstone region as illustrated in Figure 5 below. The graph shows that the number of uncompleted residential lots has been consistently increasing between 2006 and 2009. In 2009 there were 2,836 lots with Development Permits and over 3,000 lots included in Preliminary Approvals. The latest reporting from Council shows 3,009 lots and units under construction, and 6,968 lots and units approved (these figures exclude short term workers accommodation). **The supply of residential lots and units in the 'pipeline' remain high, however completing construction of lots and housing may be an issue given available skilled workers, and potential for some of these to seek employment in the resource sector.**

Figure 5 Uncompleted Residential Lots in the Gladstone Region (2005-2009)



Source: Gladstone Regional Council, Region Growth Issues Report, 2010

Planned residential development outlined above includes areas at Clinton, Toolooa and Tannum Sands, where the Urban Land Development Authority (ULDA) has declared Urban Development Areas (UDA). Within declared UDAs, the ULDA will facilitate the availability of developable land, the provision of infrastructure and a diversity of housing, including houses that are affordable to

households on incomes between \$40,000 and \$80,000 per year. The UDAs will provide a range of housing types, including the addition of housing lots which are smaller than those typically provided in the Gladstone market. The delivery of such diverse housing types will test market acceptance in the Gladstone area, noting however that these will be targeted at smaller households and lower income households.

The Clinton UDA is located six kilometres from the Gladstone Central Business District (CBD) and covers approximately 26 hectares. The intent for residential areas of this UDA is to provide for densities of up to 30 dwellings per hectare, with lot sizes ranging from 250sqm to 640sqm. Full development of the Clinton UDA is expected to take up to five years. Stage 1 (40 lots) is complete and approval has been granted for Stage 2 and 3 (74 lots).

In September 2011 a site in Tannum Sands was declared a UDA. It is located approximately 25 kilometres south east of the Gladstone CBD. The area is about 170 hectares in size and is bounded to the east by Tannum Sands Road, to the west by the Boyne River, to the north by Tannum Sands State High School and to the south by a residential subdivision (Pacific Ranch) along Dahl Road. It is estimated that the UDA may include 1,500 dwellings housing more than 3,000 people.

The Toolooa UDA was declared in December 2011 and covers approximately 180 hectares, surrounding an existing residential area centred on Dalrymple Road. The UDA is situated six kilometres south of the Gladstone CBD in the suburb of Toolooa. It is bounded by Philip St, Benaraby Rd, Glen Eden Drive and Glenlyon Rd. It is estimated that this UDA may eventually provide upwards of 1,200 dwellings as well as community facilities, recreation and open space areas.

Kirkwood Road Precinct has been identified as a future major growth area and the Kirkwood Road South Structure Plan was developed in 2004. It is important that planning for such areas provide for housing diversity and higher density development around activity centres and well serviced locations. Planning for higher density development and housing diversity at the outset facilitates a better provision of housing diversity for the area.

The current Gladstone City Plan and Calliope Shire Planning Scheme include an Urban Expansion Zone, with land preserved to accommodate any future unexpected or high population growth. **This type of zoning should also be provided for in the SPA planning scheme, but labelled "Emerging Communities Zone" consistent with the QPP v3.0.** Emerging Communities Zones should adjoin existing residential areas (where possible) to facilitate sequential development. This allows for more efficient extension and use of infrastructure and urban services. Development in the Emerging Communities Zones should be limited to ensure that land uses do not inhibit an efficient pattern of development in the future. Areas in the Emerging Communities Zone adjoining existing urban areas or infrastructure networks should be developed first, followed by outer areas. All urban development in the Emerging Communities Zone should be done under an approved structure plan with sets out the pattern of development and land uses. This may need to include more than the subject site in order to ensure good urban design, efficient land use, and infrastructure provision. The structure plan should allow for new centres, services and facilities as needed by the community. Housing diversity should be allowed for in the pattern of subdivision and the allocation of higher density zoning in well serviced locations.

## 4 Well Serviced Locations

### 4.1 Definition of a Well Serviced Locations

Well serviced locations should be the focus of new and higher density residential development. The SPP defines well serviced locations as:

*"locations with convenient access to facilities and services such as: centres, public transport, education facilities, hospitals and health centres, work places, community services and leisure opportunities, including those in emerging communities where these are scheduled for delivery."*

Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007

The SPP identifies that generally the size of a well serviced location is determined by the area that is within walking distance of a public transport stop and/or group of services. National and international practice has identified well service locations as being within a 5-10 minute walk from a public transport stop and/or group of services which translates to a distance of between 400-800 metres depending on the level of public transport and services, existing or planned (Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007). It should be noted that the sub-tropical climate of Gladstone may restrict acceptable walking distances, particularly in summer, unless key routes are well shaded. Many well serviced areas will align with activity centres, some of which have a range of residential development and some which currently do not.

It should also be noted that there are certain services which will particularly support the residents of special needs housing (e.g. social and medical services). These services will usually be included with other services in well serviced locations. Zonings that allow for higher density housing in well serviced locations should allow for the development of special needs housing.

### 4.2 Levels of Well Serviced Locations

The SPP identifies that generally the size of a well serviced location is determined by the area that is within walking distance of a public transport stop and/or group of services. The following categories are used in this report to identify well serviced locations:

- Level 1 - Local;
- Level 2 - Neighbourhood; and
- Level 3 – District / Regional.

Table 7 below sets out the criteria for the different levels of well serviced locations, including examples of services and land uses in these locations, catchment sizes and the range of housing options to be accommodated. SGS has prepared some corresponding maps which illustrate the different levels of well serviced locations throughout the Gladstone region. These maps assist in

identifying parts of the Gladstone region which contain lower density housing at locations that meet well serviced locations criteria. Refer to the figures included in Appendix A.

It should be noted that the catchment sizes are indicative only and for more detailed planning purposes need to be considered on a precinct by precinct basis. The effective catchment size must be considered in light of actually accessibility which is subject to topography, linkages, and comfortable paths. Where possible and the effective catchment size should be increased through means such as better paths, shading of key pedestrian routes, and activity along routes (for interest and safety).

Table 7 Criteria for the Different Levels of Well Serviced Locations

Location Type	Examples of Services and Land Uses	Catchment Size	Range of Housing Options
Level 1 – Local  Low level public transport and/or a small range of local services.	<ul style="list-style-type: none"> <li>Public buses with a low level of service (e.g. two to three services daily);</li> <li>Local shopping;</li> <li>Community facility;</li> <li>A local park for local level recreation activities (0.5–1ha); or</li> <li>A state school.</li> </ul>	400m radius	Dwelling house, small lots, duplexes and a limited range of small scale medium density housing.
Level 2 - Neighbourhood  Medium level public transport and/or a range of services that meet local and neighbourhood needs.	<ul style="list-style-type: none"> <li>Public buses with a medium level of service;</li> <li>A neighbourhood shopping centre;</li> <li>A public health centre;</li> <li>A neighbourhood park for neighbourhood level recreation activities (1-3ha); or</li> <li>A state school.</li> </ul>	400m radius	Dwelling house, small lots, duplexes, medium density housing and, in some instances, higher density housing.
Level 3 – District/ Regional  High level public transport services and/or a range of services that meet district and regional needs.	<ul style="list-style-type: none"> <li>Public buses with a high level of service (e.g. hourly service for a least part of the day);</li> <li>A district shopping centre;</li> <li>A regional shopping centre;</li> <li>A central business district;</li> <li>A hospital;</li> <li>A large park for district or regional level informal or structured recreation activities (3+ha);</li> <li>A TAFE college; or</li> <li>A university.</li> </ul>	800m radius	Dwelling house, small lots, duplexes, medium density housing and higher density housing. The proportion of medium and higher density housing will increase closer to the service point.

Source: SGS, adapted from Department of Local Government, Planning, Sport and Recreation & Department of Housing, 2007

## 4.3 Locations that are Currently Well Serviced

The Gladstone region currently has a number of well serviced locations that may be suitable for new and higher density residential development. Key service locations include:

- Gladstone central business district;
- Clinton/New Auckland;
- West Gladstone/Kin Kora;
- Barney Point;
- Boyne Island/Tannum Sands;
- Calliope; and
- Agnes Water.

The development of existing and future planned well serviced locations is very important in terms of providing the Gladstone Region with an effective network of activity centres that service the area at the appropriate level of service. It is also important that key services are located together to provide for a mix of services, employment, and housing that provide significant positive benefits. That is, key locations need to be identified and development in them supported to provide a level of development, intensification of use, mix of employment and services, and high level of amenity to act as key drivers for social and economic development of the region. Council will need to determine which area or areas will be the focus for the Region. The appropriate level of housing in key activity centres is vital for them to achieve strategic objectives and regional benefit.

### 4.3.1 Level 1 Well Serviced Locations – Local

#### Characteristics

Level 1 well serviced locations are primarily characterised by local shopping, a local park between 0.5-1ha and other community facilities such as primary and secondary education facilities. The catchment area for a Level 1 Local area is approximately 400 metres and typically includes a range of detached housing, small lots and duplex style housing accommodation.

Level 1 well serviced locations in the Gladstone region are identified in Appendix A.

#### Ability of level 1 well serviced locations to accommodate increased range of housing options

Level 1 well serviced locations are capable of supporting an increased range of housing options. Whilst these areas typically include a range of detached housing, small lots and duplex style or dual occupancy housing accommodation there is the ability to strengthen the provision of medium densities in suitable areas. Greater housing diversity of low to medium density may be appropriately accommodated around the following land uses:

- Local shopping centres;
- Community facilities;
- Local parks; and

- Secondary and primary education facilities.

A range of housing options may be appropriate in the form of duplexes, dual occupancy and detached housing.

Opportunities within the planning scheme

Recommendations and opportunities for within the planning scheme include:

- Allow for dwelling houses on lots less than 600sqm;
- Allow for multiple dwellings on larger sites where within 400 metres of a local park, education facility or centre;
- Encourage multiple dwelling units fronting public open space;
- Investigate areas along district routes and major roads which may also be suitable for further intensification (i.e. around bus stops or other public transport);
- Ensure housing diversity and higher density is allowed in appropriate locations within structure plans for new urban areas; and
- Allow for shop top housing.

### 4.3.2 Level 2 Well Serviced Locations – Neighbourhood

Characteristics

Level 2 well serviced locations are primarily characterised by local shopping, a medium to large park of at least 1.2 ha and other community facilities such as a public health centre and education facilities. Level 2 Neighbourhood areas generally have a catchment size of around 400-600 metres and typically include a range of detached housing, small lots, duplex style housing, medium density housing and, in some instances, higher density housing.

Level 2 well serviced locations in the Gladstone region are identified in Appendix A.

Ability of level 2 well serviced locations to accommodate increased range of housing options

An increased range of housing options could potentially be accommodated in areas which surround the local shopping centres, health centres and community open space. Additional housing options suitable for these areas may include a mix of small lots, duplexes, low-medium density and medium density style housing accommodation.

Opportunities within the planning scheme

Recommendations and opportunities for within the planning scheme include:

- Allow for small lot housing;
- Allow for multiple dwellings where within 600 metres of a neighbourhood park, education facility or centre;
- Investigate areas along district routes and major roads which may also be suitable for further intensification (i.e. around bus stops or other public transport);
- Explore incentives for provision of affordable housing in residential development;



- Residential zoning which allows for a mix of lot sizes and smaller scale attached dwellings integrated with detached dwellings;
- Special needs housing may be located closed to services and facilities; and
- Allow for mixed use development within centres.

### 4.3.3 Level 3 Well Serviced Locations – District /Regional

#### Characteristics

Level 3 well serviced locations are characterised by regional and district retail facilities; a range of education facilities; public transport stops or node; large parks and regional sports facilities (greater than 3ha); and a public hospital. The catchment size for district/regional level well serviced locations is approximately 800 metres but may be greater in some cases. These locations are likely to include a range of small lots, duplexes, medium density housing and higher density housing. Higher proportions of medium and higher density housing will be located closer to services.

Level 3 well serviced locations in the Gladstone region are identified in Appendix A.

#### Ability of level 3 well serviced locations to accommodate increased range of housing options

Level 3 well serviced locations are capable of accommodating higher densities than other well serviced locations. Housing should be predominantly medium to high density to make most efficient use of services and infrastructure. In key centres, particularly the Gladstone CBD there is the potential to significantly increase both short term and longer term housing to contribute towards a vibrant and active hub. Housing is characterised by multiple residential units, mixed use development, short term accommodation, and special needs housing (e.g. hostels, crisis housing, and student accommodation).

#### Opportunities within the planning scheme

Recommendations and opportunities for within the planning scheme include:

- Allow for multiple dwellings in a range of locations with development ensuring good access to services and facilities;
- Community facilities such as hospitals and TAFEs will allow for multiple dwelling units either as part of the site or surrounding;
- Higher density multiple dwellings should be encouraged around activity centres;
- Mixed use development should be encouraged within activity centres;
- Special needs housing of medium density should be facilitated;
- Allow for student accommodation close to tertiary education facilities; and
- Allow for provision of key workers/staff accommodation within proximity to relevant employment (e.g. staff quarters near hospitals).

## 4.4 Locations Expected to be Well Serviced in the Future

Areas expected to be well serviced in the future largely depend on the location and scale of development activity being undertaken and planned for the area. A number of projects have been recently completed or are currently underway in the region including: the Gladstone Airport Reconstruction Project, the Agnes Water/Seventeen Seventy Integrated Water Project, the Seventeen Seventy Foreshore Redevelopment Project, construction of the Agnes Water Community Centre Complex and the Kirkwood Road Project. Projects such as these provide increased opportunities for community development and can also attract other forms of investment and development to the area over time. As new activity centres are planned to meet the needs of a growing population there should be consideration given to how these centres can support higher density housing.

It is important that Gladstone Regional Council is aware of the opportunities associated with well serviced locations and endeavour to locate residential activity in well serviced locations where suitable. For example, it may be beneficial to develop units near hospitals to provide suitable dwellings for hospital workers. It is vital for the sustainable development of the region that key workers (award wage public service roles) can be attracted and retained, and one of the most important ways of doing this is through providing affordable housing. The location of such housing close to the place of employment provides additional travel cost savings and convenience for shift workers (with the need to also provide appropriate noise attenuation). This can be achieved through the alignment of residential development projects with future social infrastructure projects such as the development of education and training facilities, health centres, community facilities and services, and recreational and cultural amenities.

Council also needs to ensure that strategic planning facilitates the provision of a higher level of services for key nodes in alignment with expected growth. Service provision and growth can occur together to create a higher density, attractive, and well serviced node, with a significant amount of local employment.

It should be noted that a Neighbourhood Centre Zone (as per QPP v3.0) has been recommended for the north east corner of the intersection of Breslin Street and Boles Street (on current Commercial Zoning). This site is roughly between Gladstone State High School and Gladstone West Primary School, adding to the level of services currently in this area. There is also commercial land south west of the intersection of Glen Eden Drive and Gladstone Benaraby Road, which is proposed to be designated as a Neighbourhood Centre Zone (as per QPP v3.0). This site is along a current bus route. Lastly a site between Kirkwood Road and Parksville Drive has been identified as a future Local Centre (as per QPP v3.0).

## 4.5 Summary of Planning Scheme Recommendations for Well Serviced Locations

Zoning around well serviced locations needs to be carefully reviewed to ensure that appropriate levels of residential development, and housing diversity can be achieved. The degree of diversity

and intensification should increase with the importance of the services. The catchment area in which zoning is reviewed should also increase relative to the importance of the services. Increasing housing capacity and diversity in well serviced locations, increase housing choice through additional housing and housing diversity, but also provide residents in these areas with improved access to services, employment and transport. This can provide reduce travel costs for households (improving housing affordability), and provide better support for households having special needs. Increased housing in well serviced locations also enhance the services through support for additional services, activation of activity centres, and passive surveillance of public space in the day and evening.

## 5 Current Planning Provisions for Residential Development

### 5.1 Introduction

This section provides an overview of the current planning scheme provisions for residential development by analysing the three planning schemes currently in place in the Gladstone region. These include: Gladstone City Plan, Calliope Shire Planning Scheme and Miriam Vale Shire Planning Scheme. It also compares current provisions with the Qld Planning Provisions version 3.0 (QPP v3.0). This will be used to highlight where changes need to be considered and where current provisions respond well to local circumstances.

Section 5.2 lists the components of the strategic framework to be included in the new planning scheme, based on meeting the strategic housing objectives of the Housing Needs Assessment.

Section 5.3 provides an analysis of the current residential zones used in the current planning scheme and identifies issues to be addressed in the new planning scheme.

Section 5.4 outlines the degree of density of residential development under the current planning schemes and identifies issues to be address in the new planning scheme.

Section 5.5 lists the level of assessment for different types of residential development according to the relevant zone and identifies issues to be addressed in the new planning scheme.

Detailed analysis for each section is contained in appendices.

### 5.2 Components of the Strategic Framework

The strategic framework is now a mandatory component of the planning scheme under SPA and sets the policy position for the whole planning scheme area. The strategic framework in SPA is intended to be a stronger element of the planning scheme, with statutory weight that fundamentally changes the assessment process from a bottom up to a top down approach. As required by the QPP v3.0, the strategic framework must include the following headings:

- Strategic Intent;
- Theme;
- Strategic outcomes;
- Elements;
- Specific outcomes; and
- Land use strategies.

Residential development aligns predominantly with two themes identified in the QPP v3.0; the settlement pattern theme and economic development theme. The settlement pattern theme may include, but is not limited to, the following elements:

- Network of centres;

- Sub-regional narrative;
- Infill development;
- Broad hectare areas;
- Sustainable urban design;
- Urban encroachment;
- Compact urban form;
- Rural residential
- Transit orientated development;
- Climate responsive design;
- Climate change adaptation and mitigation; and
- Integrated land use and transport

The economic development theme may include, but is not limited to, the follow elements:

- Activity centres and employment;
- Housing affordability and location;
- Master planned areas;
- Innovative land use;
- Knowledge based industry;
- Value adding;
- Science and technology;
- Health and education;
- Industrial activities;
- Rural industries and primary production;
- Rural industry;
- Tourism industry;
- Fisheries; and
- Good quality agricultural land.

The strategic outcomes of the settlement pattern theme and economic development theme are described below. It is also noted that the following elements are included in other themes:

- Housing diversity, walkable communities, safe communities (Community identity and diversity);
- Land use and transport integration (Access and mobility); and
- Local public park infrastructure, community land and social infrastructure (Infrastructure and services).

## Strategic Outcomes

The QPP v3.0 provides a suggested strategic outcome for the settlement pattern theme, which states:

*"The pattern of planned land use integrates existing and future development and maintains the natural and scenic qualities of the landscape. The planned expansion of urban areas is underpinned by community need while maintaining and enhancing access for all to services, recreational and social infrastructure. The unique architectural, cultural, historic,*

*scientific, natural, social or spiritual qualities of places are conserved and enhanced by development.*

*Development that facilitates sustainable practices including water conservation, energy and transport is supported.*

*Rural residential development is directed to preferred nodes, where land suitable for agricultural uses is not compromised. Development of new or more intensive agricultural uses is located in physically suitable areas and separated from other incompatible land uses.*

*Industrial development is directed to areas separated from land uses that are sensitive or at risk from the impacts of industry.*

*The impacts of climate change and other natural hazards are considered in the location, scale **and intensity of development.***

The suggested strategic outcome for the economic development theme states:

*"Economic benefits are maximised through a range of strategies that promote appropriate land use and minimise conflicts with strategic economic infrastructure. Clustering, co-location and innovative land uses achieve synergies that utilise existing and planned infrastructure and provide opportunities for growth in primary industries and commercial and administrative activities. The provision of land for activities such as tourism, services, research and development and the arts ensures economic diversity and greater variety of **employment, as well as meeting the changing needs of the community.**"*

Table 8 below provides a synopsis of whether the strategic objectives for housing in the Gladstone region are currently addressed in the planning scheme, and what opportunities there are for the new planning scheme to address or further enhance the achievement of these objectives. The strategic objectives identified below come directly from the Housing Needs Assessment prepared by SGS Economics and Planning. The strategic objectives were developed based on extensive research into the current and forecast housing needs of the Gladstone region.

Table 8 Strategic Objectives Addressed in the Planning Schemes and Opportunities for the new Planning Scheme

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
1. Housing Needs versus Housing Market Capacity		
Sufficient housing to meet future needs	Yes – adequately zoned land and urban expansion areas	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities for increased densities in appropriate locations.</li> <li>• Explore opportunities for <b>secondary dwelling to be not limited to relative’s apartment</b> accommodation, and same level of assessment as dwelling house.</li> <li>• Incorporate outcomes for larger development (i.e. unit size and number of bedrooms per development).</li> </ul> <p><i>Reconfiguration</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review minimum lot sizes</li> </ul>
2. Affordable Housing		
<p>Increase the provision of affordable housing</p> <p>Affordable housing means housing with rent not exceeding 74.9 per cent of a Statistical Local Area’s market rent. Housing is considered affordable if households in the bottom 40% of the income range are paying no more than 30 per cent of their income on housing costs.</p> <p>Managed affordable housing means affordable housing that is managed by a not-for-profit affordable housing provider and is available to the stated target</p>	Yes – addressed in Gladstone and Calliope planning schemes	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to ensure that that are sufficient housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings.</li> </ul> <p><i>General</i></p> <ul style="list-style-type: none"> <li>• Opportunity to explore and include a definition of affordable housing.</li> <li>• Opportunity to encourage and provide incentives to include affordable housing in different parts of the City in different forms.</li> <li>• Local planning exercises to identify and protect caravan parks or other low cost housing.</li> <li>• Provide an Affordable Housing Code providing relaxations for managed affordable housing.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Explore opportunities for <b>secondary dwelling to be not limited to relative’s apartment</b> accommodation, and same level of assessment as dwelling house.</li> <li>• Small lot housing and attached dwellings to provide a potentially lower housing cost.</li> </ul>

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
group.		<p><i>Reconfiguration</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review minimum lot sizes</li> </ul>
Incentives for the provision of affordable housing	No mention of incentives for affordable housing	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to ensure that that are sufficient housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings.</li> <li>• Opportunity for DEOs (or strategies/objectives that follow) to identify a target for all new housing to be affordable.</li> <li>•</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to consider incentives for the inclusion of affordable housing in developments (i.e. through allowance for higher density, lower car parking, reduced setbacks). This would be done under the Affordable Housing Code as recommended above.</li> </ul>
Affordable housing that is integrated with the market housing	No specific mention of how affordable housing is integrated	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to ensure that that are sufficient housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings.</li> <li>• Opportunity for DEOs (or strategies/objectives that follow) to identify a target for all new housing to be affordable.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities include outcomes for larger development to incorporate affordable housing.</li> </ul>
State and community housing	No specific mention of affordable State or Community housing	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to ensure that that are sufficient housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings.</li> <li>• Opportunity for DEOs (or strategies/objectives that follow) to identify a target for all new housing to be affordable.</li> </ul>



Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
		<p><i>General</i></p> <ul style="list-style-type: none"> <li>Affordable Housing Code would make clear the relaxations which would apply to such development, providing certainty for these agencies.</li> </ul>
<p>Affordable housing that is well located and has good access to public transport, services, facilities and employment</p>	<p>This is not addressed directly in the strategic statements, however other outcomes include the need to access facilities and services.</p>	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>Specific mention should be made of the intent to ensure that there are sufficient housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings.</li> <li>Opportunity for DEOs (or strategies/objectives that follow) to identify a target for all new housing to be affordable.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>Opportunities for increased densities in locations with good access to a range of services, facilities and employment.</li> </ul> <p><i>Reconfiguring</i></p> <ul style="list-style-type: none"> <li>Encourage better street layouts to encourage accessibility and require the provision of walking and cycle paths.</li> </ul>
<p>3. Special Housing Needs</p>		
<p>Housing options to accommodate the ageing population</p>	<p>No – no specific mention of special needs housing</p>	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>Specific mention should be made of the intent to provide appropriate housing for a range of demographic groups with specific housing needs.</li> </ul> <p><i>General</i></p> <ul style="list-style-type: none"> <li>Opportunity to include a definition of adaptable housing and explore requirements for adaptable housing standards.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li><b>Opportunity to encourage adaptable dwellings to facilitate the concept of 'ageing in place'.</b></li> <li>Opportunities for accommodating the ageing population in appropriate well serviced locations to improve accessibility.</li> </ul>

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
		<ul style="list-style-type: none"> <li>• Opportunity to review level of assessment for different forms of aged persons and special needs housing.</li> <li>• Opportunity to include reference that a percentage of development complies with Australian Standard AS4299 – Adaptable Housing.</li> <li>• Opportunity to review level of assessment for retirement villages.</li> </ul>
Housing options to accommodate the disabled	No – no specific mention of special needs housing	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to provide appropriate housing for a range of demographic groups with specific housing needs.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• <b>Opportunity to encourage adaptable dwellings to facilitate the concept of 'ageing in place'.</b></li> <li>• Opportunities for encourage adaptable dwellings to be located in appropriate well serviced locations to improve accessibility.</li> <li>• Opportunity to review level of assessment for different forms of aged persons and special needs housing.</li> <li>• Opportunity to include reference that a percentage of development complies with Australian Standard AS4299 – Adaptable Housing.</li> </ul>
Housing for single person and couple only households	No – no specific mention of special needs housing	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities for increased densities in appropriate locations.</li> <li>• Allowing greater flexibility in the development of secondary dwellings (and there use).</li> </ul>
Non-resident workers accommodation	No – no specific mention of special needs housing	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review minimum areas for workers accommodation.</li> <li>• Opportunity to review level of assessment for workers accommodation.</li> </ul>
Provision of crisis, temporary and transitional housing	No – no specific mention of special needs housing	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Specific mention should be made of the intent to provide appropriate housing for a range of demographic groups with specific housing needs.</li> </ul>

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
		<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to allow a broader range of housing development that would suit crisis, temporary and transitional housing).</li> </ul>
<b>4. Appropriate Housing Diversity</b>		
A mix of housing sizes	Yes - <b>mentions “a range of safe, secure, appropriate, and affordable housing choices”</b>	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• Retain intent to provide a mix of housing types and sizes to meet demographic needs but also to allow for a diverse range of households.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review level of assessment tables for various forms of housing and allow for development on smaller sites.</li> </ul> <p><i>Reconfiguring</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review minimum lot sizes.</li> <li>• Opportunity to reduce minimum frontage requirements for corner allotments.</li> </ul>
A mix of housing types	Yes - <b>mentions “a range of safe, secure, appropriate, and affordable housing choices”</b>	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities for increased densities and variety of housing in appropriate (well serviced) locations.</li> </ul>
A mix of tenure types	No – no specific mention of need for a mix of housing tenure	<ul style="list-style-type: none"> <li>• The provision of a variety of housing types and adequate supply of housing will facilitate a mix of tenures – see opportunities above.</li> </ul>
<b>5. Visitor Accommodation</b>		
Sufficient housing for visitors and tourists	No – no specific mention of visitor accommodation/housing	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• The DEOs should address the need for visitor accommodation which may provide for broader housing needs (longer term affordable housing).</li> </ul>

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
		<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to allow for workers accommodation and facilitate short term development as needs arise, but contribute to longer term community development.</li> </ul> <p><i>Level of Assessment Tables</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review level of assessment tables for visitor accommodation such as workers accommodation, motels, hotels, tourist parks, etc.</li> </ul>
Protection of existing caravan parks and other forms of affordable housing	No – no specific mention of alternative housing such as caravans	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Incentives to provide affordable housing options when redeveloping caravan parks.</li> </ul>
6. Settlement Pattern		
Appropriate scale of development	Yes	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities for increased densities in appropriate locations.</li> <li>• Strengthen intent to develop new residential areas in line with efficient provision of infrastructure.</li> </ul>
Planning for strong and inclusive communities with social diversity and good access to services and community facilities	Yes	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Requirement to structure plan significant new residential areas.</li> <li>• Encourage efficient land use and mix of housing.</li> <li>• Opportunities for increased densities in appropriate (well serviced) locations.</li> </ul>
7. Housing Design*		
Housing that includes good sub-tropical design	No – no specific mention of sub-tropical design, however <b>Calliope mentions “improved efficiencies in design and construction in order to meet desired greenhouse emission targets”</b>	<p><i>Strategic Framework</i></p> <ul style="list-style-type: none"> <li>• The strategic framework should address the need for increased sustainability of housing including lower energy use, lower water use, and flexibility to allow for household changes.</li> </ul> <p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunity to review approach to sub tropical design guidelines (climate responsive design) and energy reduction.</li> <li>• Opportunity to incorporate requirements relating to water sustainability (i.e. water tanks).</li> </ul>

Strategic Objectives Sought	Addressed/Included in Current Planning Schemes Strategic Statements	Opportunities for the new Planning Scheme
Housing and Communities that reflect Crime Prevention Through Environmental Design (CPTED) principles, and concepts of socially integrated and inclusive communities	Yes – mention is made of a safe environment and safe housing	<p><i>Residential Development</i></p> <ul style="list-style-type: none"> <li>• Opportunities for increased densities in appropriate locations and activation of public open space.</li> <li>• Opportunity to review outcomes for development of attached higher density housing within proximity to community facilities, child care facilities and schools.</li> </ul>

\* It should be noted that Section 86 of SPA prevents a planning scheme from including “building assessment provisions”. Current building assessment provisions include a number of sustainability measures.

Opportunities for the planning scheme include:

- The strategic framework needs to address the full range of housing and housing design that contributes to sustainability including:
  - housing options to ensure that all households, regardless of income, can afford secure, safe, and appropriate dwellings;
  - appropriate housing for a range of demographic groups with specific housing needs;
  - the need for visitor accommodation which may also provide for broader housing needs (longer term affordable housing);
  - the need for increased sustainability of housing including lower energy use, lower water use, and flexibility to allow for household changes;
- Minimum lot sizes should be reviewed to allow for greater flexibility in housing;
- Secondary dwellings should be open to housing for anyone (not just relatives) with a relatively simple level of assessment, however care should be taken to ensure that there are no provisions to allow these to be separately titled in the future;
- Provision should be made for a greater variety of housing especially higher density attached dwellings in well serviced locations;
- Affordable housing may be encouraged through a Code which provides particular allowances for managed affordable housing;
- The provision of adaptable housing may be encouraged by planning scheme measures;
- Housing codes should require an appropriate level of energy and water efficiency through design measures;
- Housing should contribute to street activation and casual surveillance;
- Ensure adequate potential to develop visitors and tourist accommodation;
- Make allowance for non-resident workers housing that contributes to the local community; and
- Review definitions of various housing uses and review levels of assessment to ensure they are appropriate.

## 5.3 Zoning Analysis

SGS has examined the zoning used in the current planning schemes. Appendix C analyses the three current planning scheme zones, identifying the key features, acceptable locations and suitable housing options for each zone. The zoning analysis presented in Appendix C shows a number of strengths and weaknesses of the current planning scheme provisions in relation to residential development. Demonstrated strengths include:

- The designation of medium and high density development around the Gladstone City Centre and other commercial centres; this is particularly evident in the Gladstone Planning Scheme. This facilitates the efficient use of land and infrastructure, and a strong connection to places of employment and services. Adding residential uses in and around the city centre is also considered particularly important for the future of the area in promoting a vibrant, attractive, economically strong, and liveable CBD for the region.
- The designation of land for a variety of housing types, particularly in the Residential and Residential (Higher Density) Zones in the Gladstone Planning Scheme. This facilitates housing diversity and provides greater choice in the housing market in terms of housing type, size, affordability and tenure.

- Strong commitment to preserving the character or landscape attributes of particular areas. This is evident within each of the planning schemes with zones such as: Rural Character Zone (Miriam Vale), Rural Residential Zone (Calliope), Village Zone (Calliope), Island Settlement Zone (Gladstone) and Special Residential Zone (Miriam Vale). This facilitates greater choice in the housing market and provides numerous social and environmental benefits.
- Strong overlap with the QPP v3.0 classification of zones.

Some of the weaknesses demonstrated in the zoning analysis include:

- The designation of land characterised by low densities and full urban services is an inefficient form of urban development. A full range of urban services should be focused around medium to higher density areas, with only basic urban services located in low density areas.
- Despite the existence of medium and high density zones in Miriam Vale and Gladstone, this form of development is currently very limited and confined to land surrounding key centres. Higher densities need to be facilitated in suitable areas across the region in order to achieve greater land and transport efficiencies and vitality of centres.
- Higher density and more diverse housing types should be facilitated in a broader range of well serviced locations.
- Desired residential densities and housing mix has not been realised across the region, instead being largely characterised by large dwelling houses. The planning scheme should allow for sufficient diversity of housing without undue regulation. However, if the market demand does not currently exist then there should be flexibility in the planning scheme to allow for greater housing choice in the future. This could be through 1 into 2 lot subdivision, creation of duplexes, or secondary dwellings.
- Inconsistency across the three planning schemes in terms of structure and headings, layout and format of assessment tables and codes, and definitions and classifications. This can cause difficulty for applicants, resulting in approvals becoming more complex and costly.
- The zoning only allows for essentially two graduations of residential density which may be limiting in getting the right density and diversity of housing in the right locations, while also preserving residential character and amenity.

Overall, the zoning analysis demonstrates that the development controls in the current planning schemes need to be redeveloped not only to meet the requirements of the QPP v3.0, but also to accommodate future housing that meets the needs of the Gladstone region now and into the future.

## 5.4 Residential Density Provisions under Current Gladstone Region Planning Schemes

The zoning analysis has highlighted the main provisions of the residential zones included in the three planning schemes that currently apply to the Gladstone region. It is important to consider the current allowance for the density and height of development to see if this is suitable for the location in terms of maximising existing infrastructure, maximising access to well serviced locations, and character of the area.

### 5.4.1 Current Provisions

As indicated, the minimum lot size for dwelling houses in urban areas is generally 600sqm with a maximum density of one dwelling house per lot. The minimum lot sizes for duplexes and multiple unit dwellings can range from 800sqm to 1,000sqm. In Calliope master planned areas are permitted a minimum lot size of 450sqm.

In traditional urban residential areas (typically **“Residential” or “Low Density” residential zoning**) the maximum height is 8.5m, or two storeys with a maximum of 50% site cover for a house. The maximum site cover allowance generally decreases for attached dwellings or other housing forms. Medium density residential development in Miriam Vale is limited to a maximum height of 11m or 3 storeys and 50% site cover under 8.5m high and 40% site cover over 8.5m high.

The current Gladstone planning scheme allows for higher development in areas in and around the City with some precincts allowing 9-12m and some up to 26m in height. Where these are not altered by a locality code the maximum height is 9m and 40% site cover except for a dwelling house which is 50%.

The maximum allowable densities range from 1 unit per 60sqm in more urbanised areas, to 1 per 250sqm in lower density zones. In Gladstone the density of development increases with lot size. The following example is for the Valley Precinct:

- Sites less than 1,000sqm: 1 unit/ 190sqm;
- Sites between 1,001sqm and 2,000sqm: 1 unit/ 140sqm; and
- Sites greater than 2,001sqm: 1 unit/ 90sqm.

It is also noted that the Calliope planning scheme makes provision within the residential code to allow for greater intensification if the site complies with three or more, out of five criteria, which relate to well service locations.

Aged persons accommodation and accommodation buildings generally require a minimum lot size of 1,000sqm. This is considered generally appropriate for cared accommodation as these should incorporate significant open space and landscaping. However, there maybe a case for medium to high density independent retirement living located in well serviced locations, and this may incorporate communal open space and recreation facilities in a more compact arrangement.

The maximum density for aged persons accommodation is generally 1 unit per 250sqm of total site area. The maximum density for accommodation buildings, motels and resorts ranges from 1 unit per 125sqm to 250sqm. The maximum number of beds in an accommodation building is generally 1 bed per 17sqm of total site area.

**Relative’s apartments are restricted to a maximum floor area of 60sqm, and are required to be** within 50m of a principle dwelling. In Calliope, workers accommodation must have a site area of 5,000sqm and is restricted to a maximum of 1 dwelling per 450sqm, and a maximum of 1 rooming unit per every 150sqm of total site area.

Smaller lot sizes and higher densities are permitted in accordance with master plan developments.



## 5.4.2 Issues and Opportunities

In general the density of development in Gladstone has been relatively low with a high proportion of detached dwellings. However, there are pockets of multi-unit dwellings in well serviced locations including Boyne Island, Gladstone City, and Agnes Waters. It appears from consultation in the area that the market is dominated by demand for larger detached dwellings on larger sites. However, this may change in the future with changing demographics and economic pressures, and as such there should be the capacity to deliver a range of housing to facilitate a diverse community. This should include smaller lots and attached dwellings in new residential areas, focused around well serviced locations.

There should also generally be a revision of density provisions to examine the potential to allow for greater density of development of all types of residential uses. Infill development and redevelopment of well serviced locations should also be encouraged. This should also include a review of residential density provisions as part of mixed use development. A higher level of residential uses within, and adjoining activity centres provides a higher level of well serviced housing (also potentially reducing travel costs). However, this also provides other benefits in terms of greater retail and service demand, more street level activity, passive surveillance and a generally more attractive activity centre.

The following opportunities exist for revision of the planning scheme:

- Well serviced locations should have different planning provisions to allow for higher density housing in a variety of forms. This may be a local area plan and/or higher density residential zoning depending on the circumstances.
- Residential codes should allow for greater residential intensification if a number of well serviced criteria are met.
- Current minimum lot sizes could be lower, particularly in well serviced locations, and similarly the minimum lot sizes for duplexes could be lower.
- Larger subdivisions or master plans should achieve a minimum density (e.g. xx dwellings/hectare). This could be achieved through a mix of lot sizes and incorporation of some attached dwellings.
- Height and density provisions may be increased in some well serviced locations, but this will need precinct by precinct analysis.
- Greater flexibility should be allowed in the minimum lot size and maximum site cover for development of other than detached dwellings, with a greater emphasis on setbacks, minimum open space requirements, and car parking and servicing.
- The maximum floor space limit for a relative apartment should be revised (taking into account the proposed new definition and not requiring use by a relative).
- The use of graduated planning standards allow for changing design requirements (such as private open space and car parking requirements) that are relative to the scale of development, and therefore allow for increased site yields and increased housing diversity.

## 5.5 Current Levels of Assessment

Current levels of assessment have been summarised in Appendix E. The main points to note are that the level of assessment should be consistent with the intent for each zone, and the level of assessment should be consistent with the potential impact of the development. That is, development (type, scale, and impact) which is intended for the zone should be self, compliance, or code assessable. Development which is not intended should be impact assessable, however some development will be consistent with the zoning intent, but should be impact assessable due to the scale of the project and its potential for adverse impacts. Recommended levels of assessment for each development type, by zone, are contained in Section 6.

## 6 Proposed Planning Scheme Measures

This section sets out recommended criteria for the new Gladstone Regional Planning Scheme. These are written from the point of view of addressing strategic goals for housing in the Gladstone Region. These include:

- Definitions;
- Zones with purpose statements and overall outcomes; and
- Suggested levels of assessment for residential uses within residential zones.

In some cases the new Queensland Planning Provisions version 3.0 (QPP v3.0) under the *Sustainable Planning Act 2009 (SPA)* dictate elements of new planning schemes. The QPP have been evolving over time and the latest version used in this report is version 3.0, dated October 2011. The restrictions and flexibility allowed under the QPP v3.0 are outlined for each section below. This section does not address Rural Residential uses and associated planning scheme measures as a separate study has been commissioned by Council to address this issue. This section also does not address home based business or home occupation as these are generally developed as part of existing housing and is not considered to have a significant influence on overall housing supply or diversity.

### 6.1 Definitions

Definitions are a mandatory component of a planning scheme under the QPP v3.0. Local governments may choose from a list of definitions but cannot add or change any except in the **“Development column of the tables of assessment”**.

All of the residential use definitions in the QPP v3.0 are considered suitable for the Gladstone Regional Council Planning Scheme. In fact the QPP v3.0 definitions provide a greater split between residential uses which have different requirements, design considerations, and potential impacts. Therefore levels of assessment can be more targeted and less restrictive. The QPP v3.0 definitions are also simpler and clearer to understand and apply. The greater distinction between various types of residential uses under the QPP v3.0 ensures that applications are not caught up addressing issues that do not relate to the use (i.e. retirement facility with a low level of health care, compared with cared residential facility with a higher level of health care). Some of the key definition changes are outlined below:

- A secondary dwelling does not need to be associated with a relative and is a part of the dwelling house definition giving it by default the same level of assessment and less restriction in its development and use.
- The need for a community management plan is removed from the dual occupancy definition, allowing for more flexibility in tenancy arrangements.
- The inclusion of a dwelling unit, which is a single dwelling within a premises containing non-residential use/s. This allows for shop top housing, which allows for greater housing choice in smaller centres, and increases access to well serviced areas.
- Multiple rural occupancy is not covered under the QPP v3.0, and this should be addressed in the Rural Living Study, commissioned separately by Council.

- The QPP v3.0 definitions make clear distinctions between various shared and supported accommodation including “community residence”, “hostel”, and “residential care facility”.
- The QPP v3.0 makes a clear distinction between a hotel (selling liquor) and a motel. The QPP v3.0 makes allowance for short term accommodation as part of the hotel use, and this is positive in terms of encouraging this type of housing.
- The definition of multiple dwelling is simplified.
- The definition of non-resident workforce accommodation combines the previous two related definitions to allow for this use associated with any kind of non-resident workers.
- The new definitions make a distinction between relocatable home parks, and tourist parks. Relocatable home parks are intended to provide long term accommodation, whereas tourist parks are for short term accommodation including cabins, tents, and caravans.
- The new definitions make a distinction between supervised and supported accommodation (for any age group of persons who cannot live independently) and a retirement facility (specifically designed for older persons who can live independently but allows for support).
- The definition for short term accommodation covers the previous motel definition and is now clear and simple.

There are approximately the same number of residential type use definitions under the proposed planning scheme as under the current planning schemes (not counting slightly different definitions under the different planning schemes). However, the proposed changes would result in more specific definitions that would better facilitate complementary residential uses in various residential zones.

The only use not covered by the QPP v3.0 is multiple rural occupancy, which should be recognised as a legitimate use as it allows for family succession of rural properties and is not considered to create any negative impacts (within the Planning Scheme limitations). This should be addressed by the Rural Living Study commissioned by Council, separately to this Housing Needs Analysis and Planning Scheme Analysis.

The following definitions as found in the QPP v3.0 are proposed to be used in the Gladstone Regional Planning Scheme in relation to accommodation activities. Appendix D contains a comparison of how these relate to current planning scheme definitions and notes about how the QPP v3.0 provides improved definitions.

Table 9 Recommended QPP v3.0 Definitions

QPP v3.0 - Use	QPP v3.0 - Definition	QPP v3.0 - Examples include	QPP v3.0 - Does not include the following examples
<b>Caretaker’s accommodation</b>	A dwelling provided for a caretaker of a non residential use on the same premises.		Dwelling house
Community residence	Any dwelling used for accommodation for a maximum of six persons who require assistance or support with daily living needs, share communal spaces and who may be unrelated. The use may include a resident support worker engaged or employed in the management of the residence.	Hospice	Dwelling house, dwelling unit, hostel, residential care facility, short-term accommodation

OPP v3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples
Dual occupancy	Premises containing two dwellings on one lot (whether or not attached) where the use is primarily residential.	Duplex	Dwelling house, multiple dwelling
Dwelling house	A residential use of premises for one household which contains a single dwelling.  The use includes out-buildings and works normally associated with a dwelling and may include a secondary dwelling.		Caretakers accommodation, dual occupancy, hostel, short-term accommodation, student accommodation, Multiple dwelling
Dwelling unit	A single dwelling within a premises containing non residential use(s).	<b>"Shop top"</b> apartment	<b>Caretaker's</b> accommodation, dwelling house
Hostel	Premises used for the accommodation of more than one household where each resident: <ul style="list-style-type: none"> <li>• has a right to occupy one or more rooms;</li> <li>• does not have a right to occupy the whole of the premises in which the rooms are situated;</li> <li>• does not occupy a self-contained unit;</li> <li>• shares communal rooms, or communal <b>facilities outside of the resident's room</b>, with one or more of the residents.</li> </ul> <p>It may include:</p> <ul style="list-style-type: none"> <li>• rooms not in the same premises; or</li> <li>• provision of a food or other service; or</li> <li>• on site management or staff and associated accommodation.</li> </ul>	Boarding house, monastery, rooming accommodation, off-site student accommodation	Hospice, community residence, dwelling house, short-term accommodation, multiple dwelling
Hotel	Premises used primarily to sell liquor for consumption  The use may include short-term accommodation, dining and entertainment activities and entertainment facilities.	Bar, pub, tavern	Nightclub
Multiple dwelling	Premises which contains three or more dwellings where the use is primarily residential	Apartments, flats, units, townhouses	Rooming accommodation, dual occupancy, duplex, granny flat, residential care facility, retirement facility
Non-resident workforce accommodation	Premises used to provide accommodation for non-resident workers.  The use may include provision of recreational and entertainment facilities for the exclusive use of	<b>Contractor's</b> camp, construction camp, single <b>person's</b> quarters, temporary	Relocatable home park, short-term accommodation, tourist park.

QPP v3.0 - Use	QPP v3.0 - Definition	QPP v3.0 - Examples include	QPP v3.0 - Does not include the following examples
	residents and their visitors.	workers accommodation	
Relocatable home park	<p>Premises used for relocatable dwellings (whether they are permanently located or not) that provides long-term residential accommodation.</p> <p>The use may include a <b>manager's residence and office</b>, food and drink outlet, kiosk, amenity buildings and the provision of recreation facilities for the exclusive use of residents.</p>		Tourist park
Residential care facility	A residential use of premises for supervised accommodation where the use includes medical and other support facilities for residents who cannot live independently and require regular nursing or personal care.	Convalescent home, nursing home	Community residence, dwelling house, dual occupancy, hospital, multiple dwelling, retirement facility
Retirement facility	<p>A residential use of premises for an integrated community and specifically built and designed for older people.</p> <p>The use includes independent living units and may include serviced units where residents require some support with health care and daily living needs. The use may also include a <b>manager's residence and office</b>, food and drink outlet, amenity buildings, communal facilities and accommodation for staff.</p>	Retirement village	Residential care facility
Short-term accommodation	<p>Premises used to provide short-term accommodation for tourists or travellers for a temporary period of time (typically not exceeding three consecutive months) and may be self-contained.</p> <p>The use may include a <b>manager's residence and office</b> and the provision of recreation facilities for the exclusive use of visitors</p>	Motel, backpackers, cabins, serviced apartments	Hostel, rooming accommodation, tourist park
Tourist park	<p>Premises used to provide for accommodation in caravans, self-contained cabins, tents and similar structures for the public for short term holiday purposes.</p> <p>The use may include, where ancillary, a <b>manager's residence and office</b>, kiosk, amenity buildings, food and drink outlet, or the provision of recreation facilities for the exclusive use of occupants of the caravan park tourist park and their visitors, and accommodation for staff.</p>	Camping ground, caravan park	Relocatable home park, tourist attraction, short-term accommodation

Source: Queensland Planning Provisions v.3.0, Growth Management Queensland, 2011

## 6.2 Draft Strategic Framework Input for Housing

The following input is suggested for the various themes under the strategic framework of the new planning scheme.

### 6.2.1 Settlement Pattern

The pattern of settlement includes a diverse range of well serviced housing, with areas of higher density development (housing and mixed use) focused around nodes of transport, services and employment. The range of housing available provides for various household types, cultures, and incomes.

As the pattern of settlement proceeds it provides housing through a combination of new neighbourhoods and infill development focused on well serviced locations. New settlements should make efficient use of existing infrastructure and well serviced areas as much as possible and otherwise should ensure the new services and facilities are provided. Urban growth will be focused on new areas of Gladstone, Calliope, Tannum Sands. Other areas will experience some growth but major growth will not be encouraged in areas which are difficult to service adequately. The Settlement Pattern Strategic Framework is outlined in Table 10 below.

Table 10 Settlement Pattern Strategic Framework

Elements	Specific Outcomes	Land Use Strategies
Network of centres Sub-regional narrative Infill development Broadhectare areas Sustainable urban design Urban encroachment Compact urban form Transit orientated development	Higher density housing is concentrated within a walkable distance of activity centres, with a graduation of density that is highest close to the centre and lower at the extremity of the walkable distance.	Land uses should allow for higher density and mixed uses in and around activity centres.
	Expansion of urban areas is concentrated around areas of employment, services and infrastructure provision. These will either be existing or can be efficiently provided.	Land use zoning provides sufficient land for residential uses, both current and through future development areas (subject to master planning).
	A compact urban form is achieved through in-fill development particularly in well serviced areas, and higher density and yields within broadhectare areas.	Land uses allow for higher density in well serviced areas.

## 6.2.2 Economic Development

The key elements of Economic Development related to housing include the elements of activity centres and employment and housing affordability. These are addressed in the table below.

Table 11 Economic Development Strategic Framework

Elements	Specific Outcomes	Land Use Strategies
Activity centres and employment Housing affordability and location	Housing is well located to support employment locations and activity centres	Land uses should allow for higher density and mixed uses in and around activity centres.
	Housing is affordable and accommodates a range of people and employees.	Land use zoning provides for a range of dwelling types and densities and allows design with facilitates lower development costs.
	Housing affordability is maintained through a range of housing diversity, including dwelling types, price points, and well serviced locations	Land uses allow for a range of dwellings in well serviced areas.

## 6.3 Zones

Zones are a mandatory component of a planning scheme under the QPP v3.0. Local governments may choose from the suite of zones. These have elements that are mandatory but include a local government purpose that “refines the broad, standard statement to reflect the local context”. The “Suggested Overall Outcomes” for each zone can be amended by the local government.

Suggested Zones from the QPP v3.0 to be used are listed below. This includes all the residential zones in order to provide flexibility in the level of residential intensification in various areas.

### Residential living (Level 2)

The purpose of the zone is to provide for predominantly dwelling houses supported by community uses and small-scale services and facilities that cater for local residents

### Residential choice (Level 2)

The purpose of the zone is to provide for a range and mix of dwelling types including dwelling houses and multiple dwellings supported by community uses and small-scale services and facilities that cater for local residents.



#### Apartment residential (Level 2)

The purpose of the zone is to provide for higher density multiple dwellings supported by community uses and small-scale services and facilities that cater for local residents.

#### Character residential (Level 2)

The purpose of the zone is to provide for a particular character of a predominantly residential area. The residential uses are supported by community uses and small-scale services and facilities that cater for local residents.

#### Tourist accommodation (Level 2)

The purpose of the zone is to provide for short-term accommodation in locations where there is a strong focus on tourist attractions supported by community uses and small-scale services and facilities.

#### Emerging Communities (Level 1)

The purpose of the zone is to:

- Identify land that is suitable for urban purposes and conserve land that may be suitable for urban development in the future, most likely beyond the life of the planning scheme;
- Manage the timely conversion of non-urban land to urban purposes; and
- Prevent or discourage development that is likely to compromise appropriate longer term land uses.

#### Mixed Use (Level 1)

The purpose of the zone is to provide for a mixture of development including business, retail, residential, tourist accommodation and associated services, service industry and low impact industrial uses.

#### Township (Level 1)

The purpose of the zone is to provide for small to medium size urban settlements located within a rural or coastal area. Development provides for a mix of uses including residential, retail, business, education, industrial, community purpose, recreation and open space that support the needs of the local rural community. Tourist facilities such as tourist attractions and short-term accommodation, of the area may be appropriate.

Table 12, below, provide details of the intent for each zone including the zone purpose, and suggested overall outcomes. In most cases these are considered appropriate; however some changes have been made to reflect local circumstances. This includes the second part of the zone purpose which requires local government input.

Any additions that are recommended for the Gladstone Regional context are highlighted in grey (i.e. **example**) and any sections to be removed are struck through (i.e. ~~example~~).

Table 12 Recommended Residential (and related) Zones

Residential zones category	
Residential living	
Level	2
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the residential living zone code is to provide for predominantly dwelling houses supported by community uses and small-scale services and facilities that cater for local residents</p> <p>(2) The local government purpose of the code is to provide for dwelling houses and dual occupancy on a range of lot sizes. The Residential Living Zone also allows for retirement living or special needs housing (Community Residence, Residential Care Facility, or Retirement Facility) in locations that are well serviced, provided residential character and amenity is maintained.</p>
Suggested overall outcomes ( <i>optional</i> )	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• A range of housing, predominantly detached dwelling houses, on a range of lot sizes is provided.</li> <li>• Dual occupancy dwellings are provided.</li> <li>• More intense residential development (within the desired character of the zone) will be located in well serviced areas.</li> <li>• Development provides for an efficient land-use pattern that is well connected to other parts of the local government area.</li> <li>• Development is designed to provide safe and walkable neighbourhoods.</li> <li>• Development facilitates other small-scale non-residential uses that integrate work and family and complement local residential amenity.</li> <li>• Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts.</li> <li>• Development reflects and enhances the existing low density scale and character of the area.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>• Development is supported by the necessary transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>• Development is reflective and responsive to the environmental constraints of the land.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>• Development is supported by necessary community facilities, open space and recreational areas and appropriate infrastructure to support the needs of the local community.</li> <li>• Non-residential uses may be supported where such uses directly support the day to day needs of the immediate residential community, do not detract from the residential amenity of the area and do not undermine the viability of nearby centres.</li> <li>• Natural features such as creeks, gullies, waterways, wetlands and vegetation and bushland are retained, enhanced and buffered from the impacts of development. Any unavoidable impacts are minimised through location, design, operation and management requirements.</li> </ul>
Residential choice	
Level	2
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the residential choice zone code is to provide for a range and mix of dwelling types including dwelling houses and multiple dwellings supported by community uses and small-scale services and facilities that cater for local residents.</p> <p>(2) The local government purpose of the code is to provide for a dwelling diversity and density between that of Residential Living and Apartment Residential. Multiple dwellings (up to three storeys) and Dual Occupancy Dwellings will be integrated with detached housing and dual occupancy living. Retirement living or special needs housing is provided in locations that are well serviced.</p>

<p>Suggested overall outcomes (optional)</p>	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• Development provides a range of residential dwelling choices including multiple dwellings and other residential development and short-term accommodation for visitors in locations clustered around or near centres and transport nodes.</li> <li>• Development allows for retirement and special needs housing (Community Residence, Residential Care Facility, or Retirement Facility) while maintaining standards of amenity.</li> <li>• Development encourages and facilitates urban consolidation and the efficient use of physical and social infrastructure.</li> <li>• Non-residential uses that provide for the everyday needs of the residential community are facilitated.</li> <li>• Development is supported by employment nodes, community facilities and services, transport and commercial hubs where appropriate.</li> <li>• Development provides for an efficient land-use pattern that is well connected to other parts of the local government area.</li> <li>• Development is designed to provide safe and walkable neighbourhoods</li> <li>• Development facilitates other non-residential uses that integrate work and family and complement local residential amenity.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>• Development is supported by transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>• Development provides a high level of amenity and is reflective of the surrounding character of the area.</li> <li>• Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other specific impacts.</li> <li>• The scale and density of development facilitates an efficient land use-pattern that supports walkable neighbourhoods that are well connected to employment nodes, centres, open space and recreational areas, community services and educational opportunities.</li> <li>• Non-residential uses may be supported where such uses directly support the day to day needs of the immediate residential community, do not detract from the residential amenity of the area and do not undermine the viability of nearby centres.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>• Development mitigates any adverse impacts on adjoining areas of environmental significance, including creeks, gullies, waterways, wetlands, coastal areas, habitats and vegetation and bushland through location, design, operation and management.</li> </ul>
<p>Apartment residential</p>	
<p>Level</p>	<p>2</p>
<p>Purpose (mandatory)</p>	<p>(1) The purpose of the apartment residential zone code is to provide for higher density multiple dwellings supported by community uses and small-scale services and facilities that cater for local residents.</p> <p>(2) The local government purpose of the code is to provide for multiple dwellings (up to five storeys) and other residential uses (not having the appearance of a Dwelling Housing or Dual Occupancy Dwelling). Multiple dwelling residential uses in the Apartment Residential zone are well serviced and/or close to high density employment nodes.</p>
<p>Suggested overall outcomes (optional)</p>	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• Development provides for high density multiple dwellings in locations clustered around or near centres, high density employment nodes, and transport nodes.</li> <li>• Development encourages and facilitates urban consolidation and the efficient use of physical and social infrastructure.</li> <li>• Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts.</li> <li>• Development in this zone is supported by a diverse range of community facilities, transport options, employment nodes and commercial and retail hubs.</li> <li>• A mix of uses is appropriate where the uses do not remove the ability for sufficient number of apartment dwellings to be provided to meet the demographic needs of the local area.</li> <li>• Apartment residential uses may be provided specifically for retirement living and special needs housing (Community Residence, Residential Care Facility, or Retirement Facility).</li> </ul>

	<ul style="list-style-type: none"> <li>• Development may include short term accommodation without a particular tourist focus.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency water conservation and public/active transport use.</li> <li>• Development is supported by the necessary transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>• The scale and density of development facilitates an efficient land-use pattern that supports walkable neighbourhoods that are well connected to employment nodes, centres, recreation areas, community services and educational opportunities.</li> <li>• Non-residential uses may be supported where such uses directly support the day to day needs of the immediate residential community, do not detract from the residential amenity of the area and do not undermine the viability of nearby centres.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>• Development mitigates any adverse impacts on adjoining areas of environmental significance, including creeks, gullies, waterways, wetlands, coastal areas, habitats and vegetation and bushland through location, design, operation and management requirements.</li> </ul>
Character residential	
Level	2
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the character residential zone code is to provide for a particular character of a predominantly residential area. The residential uses are supported by community uses and small-scale services and facilities that cater for local residents.</p> <p>(2) The local government purpose of the code is to maintain the specific character and amenity of residential settlements on the Harbour Islands.</p>
Suggested overall outcomes ( <i>optional</i> )	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• Development protects existing character from unsuitable development.</li> <li>• Development on the Harbour Islands provides for a range of residential dwelling choices that reflect the existing character low density residential uses only.</li> <li>• Development is sensitive to the existing historic character by incorporating design elements that are compatible and reflective of the established character.</li> <li>• The existing level of residential development on the islands is generally maintained.</li> <li>• Development that facilitates urban consolidation and the efficient use of physical and social infrastructure is encouraged where it complements and maintains the existing character.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>• Development is supported by transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>• Development will not be provided with significant new infrastructure due very low efficiencies.</li> <li>• Development provides a high level of amenity and is reflective of the surrounding character of the area.</li> <li>• Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts</li> <li>• The scale and density of development facilitates an efficient land use pattern that supports walkable neighbourhoods that are well connected to employment nodes, centres, open space and recreational areas, community services and educational opportunities.</li> <li>• Non-residential uses may be supported where such uses directly support the day to day needs of the immediate residential community, do not detract from the character, and do not undermine the viability of nearby centres.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>• Development mitigates any adverse impacts on adjoining areas of environmental significance, including creeks, gullies, waterways, wetlands, coastal areas, habitats and vegetation and bushland through location, design, operation and management requirements.</li> </ul>

Tourist accommodation	
Level	2
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the tourist accommodation zone code is to provide for short-term accommodation in locations where there is a strong focus on tourist attractions supported by community uses and small-scale services and facilities.</p> <p>(2) The local government purpose of the code is to provide for tourist accommodation of various styles (backpacker hostels, caravans, cabins, units) in locations which are attractive to tourists.</p>
Suggested overall outcomes ( <i>optional</i> )	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• Short-term accommodation is provided at a scale, density and in locations which service tourist needs</li> <li>• Development encourages and facilitates walking, cycling and public transport use (or regularly serviced by group transport such as shuttle buses or tour buses).</li> <li>• Development is reflective and responsive to the environmental constraints of the land and maintains a high level of accommodation amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impact.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>• Development facilitates opportunities for establishing tourist facilities and services within or adjacent to tourist accommodation to complement the tourist accommodation and enhance the attractiveness of tourist areas.</li> <li>• Development enhances and protects the specific features and values which are a tourist attraction.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>• <del>Development is generally located close to centres, community facilities and open space and</del> Development is served by a range of transport infrastructure that provides links to services and attractions, including safe and efficient public transport, and walking and cycling paths.</li> <li>• Other uses may be supported where character is maintained and the uses directly support the day to day needs of short-term residents and visitors.</li> <li>• Other uses do not detract from the residential amenity of the area or undermine the viability of nearby centres.</li> <li>• Natural features that form the basis of the tourist attraction such as creeks, gullies, waterways, wetlands, habitats, vegetation and bushland are retained, enhanced and buffered from the impacts of adjacent uses. Any unavoidable impacts are minimised through location, design, operation and management requirements.</li> <li>• Development is supported by infrastructure and social services to meet the needs of short-term residents.</li> </ul>
Other zones category (with a significant residential component).	
Emerging communities	
Level	1
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the emerging communities zone code is to:</p> <ul style="list-style-type: none"> <li>• identify land that is suitable for urban purposes and conserve land that may be suitable for urban development in the future;</li> <li>• manage the timely conversion of non-urban land to urban purposes;</li> <li>• prevent or discourage development that is likely to compromise appropriate longer term land uses.</li> </ul> <p>(2) The local government purpose of the code is to allow for urban expansion by identifying suitable land and ensuring it is not developed for conflicting purposes. Urban expansion is sequenced so that it expands from the edges of existing urban areas and minimises new infrastructure investment.</p>
Suggested overall outcomes	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• Land that is generally foreseen as suitable for urban purposes where detailed planning studies have not occurred which may contain pockets of land unsuitable for</li> </ul>

<i>(optional)</i>	<p>development due to scenic or environmental constraints.</p> <ul style="list-style-type: none"> <li>Interim development does not compromise the future development potential of the area for urban purposes and uses that are incompatible with residential uses are not encouraged.</li> <li>Subdivision of existing lots is generally not allowed unless in accordance with an approved structure plan.</li> <li>Development of land is based upon the provision of infrastructure, consideration of environmental constraints and desired settlement pattern for the area.</li> <li>Development is supported by transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>Land is developed in an orderly sequence and in accordance with a structure planning process.</li> <li>Land is developed in a sustainable manner to reflect the general form of the planning scheme area by integrating development sites, community infrastructure, open space and important natural features.</li> <li>At the time that the area is developed for urban communities, a range of residential dwelling choices are provided including dwelling houses and multiple dwellings.</li> <li>Significant historical, architectural, topographic, landscape, scenic, social, recreational and cultural features and associations, as well as natural habitat areas, wildlife corridors, wetlands and waterway corridors are protected and enhanced.</li> <li>Roads and other transport corridors are coordinated and interconnected to ensure pedestrian, bike, public transport and private vehicles have accessibility between neighbourhoods, centres and other locations.</li> <li>Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>Structure planning must allow for a range of supporting land uses as required by the new community.</li> <li>Greater housing choice and higher density housing will be located in well serviced locations.</li> </ul>
Mixed use	
Level	1
Purpose <i>(mandatory)</i>	<p>(1) The purpose of the mixed use zone code is to provide for a mixture of development including service industry, business, retail, residential, tourist accommodation and associated services, service industry and low impact industrial uses.</p> <p>(2) The local government purpose of this code is to provide for a mix of complementary uses in activity centres and strategic employment nodes that allow for a range of uses that create an active and attractive centre, that minimises trip generation.</p>
Suggested overall outcomes <i>(optional)</i>	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>A mix of uses and activities including retail, commercial, tourism, industry and a range of medium (up to 5 storeys) to high density (over 5 storeys) residential uses are provided.</li> <li>The scale, character and built form of development contributes to a high standard of amenity.</li> <li>Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>Development is supported by transport infrastructure which is designed to provide and promote safe and efficient public transport use, walking and cycling.</li> <li>Where industry uses and works are incorporated they are located, designed and managed to maintain safety to people, avoid significant adverse effects on the natural environment and minimise impacts on adjacent land use.</li> <li>Development is facilitated where uses provide a compact urban form.</li> <li>Development activates street frontages, promotes a mix of employment opportunities and enhances walking, cycling and public transport use.</li> <li>New development complements and preserves existing heritage and character.</li> <li>Development is reflective of and responsive to the environmental constraints of the land.</li> <li>Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> <li>Development has access to development infrastructure and essential services.</li> <li>Significant historical, architectural, topographic, landscape, scenic, social, recreational and cultural features and associations, as well as natural habitat areas, wildlife corridors, wetlands and waterway corridors are protected and enhanced.</li> </ul>

Township	
Level	1
Purpose ( <i>mandatory</i> )	<p>(1) The purpose of the township zone code is to provide for small to medium size urban settlements located within a rural or coastal area.</p> <p>Development provides for a mix of uses including residential, retail, business, education, industrial, community purpose, recreation and open space that support the needs of the local community.</p> <p>Tourist facilities such as tourist attractions and short-term accommodation, of the area may be appropriate.</p> <p>(2) The local government purpose of the code is to allow for a broad mix of complementary uses which services the needs of the immediate community and its catchment area, while contributing towards an active and attractive activity centre.</p>
Suggested overall outcomes ( <i>optional</i> )	<p>The overall outcomes sought for the zone are:</p> <ul style="list-style-type: none"> <li>• A range of residential, retail, commercial, industrial, administrative and cultural uses are provided.</li> <li>• A range of residential dwelling types and densities which reflect local housing needs are provided. This may include shoptop housing, detached dwellings, units, duplexes, special needs housing (Community Residence, Residential Care Facility, or Retirement Facilities) and short term accommodation.</li> <li>• Development protects and enhances the unique local or historic character of a town in a predominantly rural area.</li> <li>• Development services the needs of both local residents, residents of the surrounding rural area and visitors.</li> <li>• Development is designed to incorporate sustainable practices including maximising energy efficiency, water conservation and public/active transport use.</li> <li>• Development is reflective of and responsive to the environmental constraints of the land.</li> <li>• Development provides a high level of amenity, embraces sustainable practices and is reflective of the surrounding character of the area.</li> <li>• Development is facilitated where it has a direct relationship with the local or historic character.</li> <li>• Community facilities and infrastructure which directly supports the local community is facilitated.</li> <li>• Development has access to development infrastructure and essential services.</li> <li>• The location and type of industrial development is carefully considered to mitigate impacts on sensitive land uses.</li> <li>• Natural features such as creeks, gullies, waterways, wetlands, habitats, vegetation and bushland are retained, enhanced and buffered from the impacts of adjacent uses and any unavoidable impacts are minimised through location design, operation and management requirements.</li> <li>• Development responds to land constraints, including but not limited to topography, bushfire and flooding constraints.</li> </ul>

Source: Queensland Planning Provisions v.3.0, Growth Management Queensland, 2010; with amendments by SGS Economics and Planning

## 6.4 Levels of Assessment

The QPP v3.0 stipulates levels of assessment are provided for zones, local plans, overlays and reconfiguring a lot and operational works (if used) and that each zone, local plan and overlay have their own table. Levels of assessment are to be determined by the local government; however the QPP v3.0 recommends that the levels of assessment tables be grouped by categories of land use

such as residential or industrial. Table 13 provides recommended levels of assessment for the residential category of zones for relevant defined uses as proposed above to be included in the planning scheme. The aim in collating the following table has been to make sure that residential development that is consistent with the scale and character intended for each zone is subject to a minimal assessment process. At the same time development that may have a significant impact is given a higher level of assessment. In some cases impact assessable development may be a preferred use for the zone, but the scale of development, or potential impacts, means it must go through a higher level of assessment. It should be noted that overlay codes are expected to change the level of assessment. For example, where a flood overlay affects a building site it is **expected that the assessment table for the "flood" overlay will trigger at least a code assessable application and specific building design requirements to ensure an adequate level of flood immunity.**

Table 13 Recommended Levels of Assessment for Residential Zones

Level of Assessment	Use
Residential Living Zone	This zone is intended to provide for low density residential living, however housing choice should extend to a range of lot sizes and duplex dwellings (Dual Occupancy). Other types of group housing and non-private dwellings should be allowed to cater for a range of needs, provided a high level of residential amenity and character can be maintained. Height of development is generally no more than 2 storeys except for group housing or non-private dwellings on sites where there are ample setbacks to reduce the impact of additional height. Higher density should be focused around lower order well serviced areas.
Exempt	
Self Assessment	Dwelling House
Compliance Assessment	Dual Occupancy if on a lot over 800sqm
Code Assessment	<b>Caretaker's Accommodation</b> Community Residence if 2 storeys or less on a site over 1,000sqm Dwelling Unit Residential Care if 2 storeys or less on sites over 1,600sqm Retirement Facility if 2 storeys or less on sites over 1,600sqm
Impact Assessment	Hostel Hotel Multiple Dwelling Non-resident Workforce Accommodation Tourist Park Any other residential development not listed in this table
Residential Choice Zone	This zone is intended to provide for a mix of detached and other housing which can be integrated while maintaining residential character and amenity. Height of development is generally no more than 2 storeys for detached dwellings and 3 storeys otherwise except for group housing or non-private dwellings which may be more on sites where there are ample setbacks to reduce the impact of additional height. Higher density should be focused around well serviced areas (that are not suitable for the higher density Apartment Residential Zone).
Exempt	
Self Assessment	Dwelling House
Compliance Assessment	Dual Occupancy if on a lot over 600sqm



Code Assessment	<b>Caretaker's Accommodation</b> Community Residence if on a lot over 1,000sqm Dwelling Unit Hostel if on a site over 1,000sqm Multiple Dwelling if no more than 3 storeys and on a site over 1,000sqm Residential Care if no more than 3 storeys and on a site over 1,000sqm Retirement if no more than 3 storeys and on a site over 1,000sqm
Impact Assessment	Hotel Non-resident Workforce Accommodation Relocatable Home Park Short Term Accommodation Tourist Park Any other residential development not listed in this table
Apartment Residential Zone	This zone is intended to provide for higher density attached housing which maximises the use of infrastructure and services in well serviced areas. Lower density housing is not intended for this zone. Height of development is up to 4 storeys while additional height may be allowed under precinct planning or considered under higher levels of assessment.
Exempt	
Self Assessment	Dwelling Unit
Compliance Assessment	Dual Occupancy if on a lot over 600sqm
Code Assessment	<b>Caretaker's Accommodation</b> Community Residence if on a lot over 1,000sqm Residential Care if no more than 4 storeys and on a site over 1,000sqm Hostel Multiple Dwelling (if under the height limit and plot ratio limit in the Acceptable Solutions) Retirement if no more than 4 storeys and on a site over 1,000sqm Short Term Accommodation
Impact Assessment	Hotel Non-resident Workforce Accommodation Relocatable Home Park Tourist Park Any other residential development not listed in this table
Character Residential Zone	This zone is intended to maintain the character of island settlements. It is intended that existing housing is maintained or replaced and any vacant residential lots are developed for low density uses. The potential high cost of servicing, transportation issues, and environmentally sensitive areas, mean that additional housing in these locations is not desirable. Any replacement or new housing should be consistent with the density and style of existing development.
Exempt	
Self Assessment	Dwelling House (where complying with the Self Assessable criteria of the Character Residential Code)
Compliance Assessment	Dwelling Unit
Code Assessment	<b>Caretaker's Accommodation</b> Dual Occupancy if on a lot over 1,000sqm
Impact Assessment	Any other residential development not listed in this table

Tourist Accommodation Zone	This zone is intended to host a range of accommodation meeting the needs of various tourist groups. Housing will include self contained units, motel type units, backpackers, cabins, caravans, or tents. A range of low intensity and low impact non-residential uses will be allowed to service tourists, without them having to travel far. Compatible non-residential uses include convenience shops, restaurants, take-away food, hire services, and booking agents.
Exempt	
Self Assessment	
Compliance Assessment	
Code Assessment	<b>Caretaker's Accommodation</b> Hotel Multiple Dwelling Short Term Accommodation Tourist Park
Impact Assessment	Any other development not listed in this table
Emerging Communities Zone	This zone is intended to remain with limited development until adjoining residential zoned land is developed. This zone should not be subdivided or used for other than dwelling houses as other development may impede the sequenced development of land for urban purposes. Development is only intended to be allowed subject to structure planning which demonstrates how the land and surrounding areas will be efficiently developed with a suitable range of uses and lot sizes.
Exempt	
Self Assessment	Dwelling House
Compliance Assessment	
Code Assessment	<b>Caretaker's Accommodation</b>
Impact Assessment	Non-residential Workforce Accommodation Any other residential development not listed in this table
Mixed Use Zone	This zone is intended to accommodate a range of complementary uses. It will facilitate residential development in activity centres and close to high density employment nodes. Residential uses will be apartments either as a standalone development or mixed with office or retail uses. Residential uses will contribute to an active street frontage.
Exempt	
Self Assessment	Dwelling Unit
Compliance Assessment	
Code Assessment	Community Residence Hostel Hotel Multiple Dwelling if less than height limit and plot ratio for the zone or precinct Short Term Accommodation
Impact Assessment	Any other residential development not listed in this table

Township Zone	This zone is intended to allow for a broad mix of complementary uses which services the needs of the immediate community and its catchment area, while contributing towards an active and attractive activity centre.
Exempt	
Self Assessment	<b>Caretaker's Accommodation</b> Dwelling House
Compliance Assessment	
Code Assessment	Community Residence if 2 storeys or less on a lot over 1,000sqm Dual Occupancy if on a lot over 1,000sqm Dwelling Unit Hotel where complying with height and site cover limits Multiple Dwelling if no more than 2 storeys on a sites over 1,600sqm Residential Care if 2 storeys or less on sites over 1,600sqm Retirement Facility if 2 storeys or less on sites over 1,600sqm
Impact Assessment	Non-residential Workforce Accommodation Any other residential development not listed in this table

## 6.5 Draft Use Codes

### 6.5.1 Draft Dwelling House Code

The purpose of the Dwelling Housing Code is to facilitate the development of detached, affordable housing for residents, providing a liveable residential environment that contributes to community liveability and sustainability.

The purpose of the code will be achieved through the following overall outcomes:

- (a) Dwelling houses in the Residential Living, Residential Choice, Character Residential, Emerging Communities, and Township Zones, maintain a high level of amenity with a character of low-rise detached dwellings;
- (b) Affordable housing is provided through efficient land use, construction methods, and low running costs;
- (c) Development siting and bulk that allows for adequate privacy, sunlight, and breeze; and
- (d) Open space is provided.

Table 14 Draft Dwelling House Code – for self-assessable and assessable development

Performance outcomes	Acceptable outcomes
Building bulk and siting	
Self Assessable and Assessable Development	
PO1	AO1
The height of dwelling houses is consistent with the height of surrounding residential development and maintains amenity for neighbouring residences.	Building height is no more than 9m to the highest point of the roof above natural ground level.
PO2	AO2
Setbacks are consistent with surrounding residential development and ensure neighbouring dwellings have access to sunlight, breeze and privacy.	<p>On lots 15m or wider</p> <ul style="list-style-type: none"> <li>• Minimum front set back is 4m to a wall and 2m to a veranda (may be covered)</li> <li>• Rear setback is a minimum of 6m</li> <li>• Side setback is a minimum of 2m.</li> </ul> <p>On lots less than 15m wide</p> <ul style="list-style-type: none"> <li>• Minimum front set back is 3m to a wall and 1m to a veranda (may be covered)</li> <li>• Rear setback is a minimum of 6m</li> <li>• Side setback is a minimum of 1.5m.</li> </ul> <p>All setbacks are to the wall (eaves and verandas may be within the minimum setback).</p> <p>A built to boundary wall is permitted on one side</p>

Performance outcomes	Acceptable outcomes
	<p>boundary only, provided it is limited to:</p> <ul style="list-style-type: none"> <li>• A maximum average height of 3.5m</li> <li>• A maximum height of 4.5m</li> <li>• A maximum length of 9m;</li> </ul> <p>and</p> <p>it is no closer than 1.5m to a window of a habitable room of an adjoining dwelling;</p> <p>and</p> <p>the boundary wall is for a non-habitable room only with no windows or openings to the side boundary.</p>
PO3	AO3
Garages do not dominate the streetscape.	<p>On lots 15m or wider garages are set back at least 6m and at least 2m behind the building wall</p> <p>On lots less than 15m wide garages are set back at least 4.5m and at least 1m behind the building wall</p>
PO4	AO4
Houses are oriented towards the street and contribute towards an active and interesting streetscape	The main entrance of the house is visible from the street, with habitable rooms oriented towards the street.
PO5	AO5
Secondary Dwelling	<p>Only one secondary dwelling may be constructed as part of a Dwelling House limited to 70m<sup>2</sup> in floor area.</p> <p>The use of the secondary dwelling is not limited to a relative.</p>
Assessable Development	
PO6	AO6
Privacy between adjoining dwellings is maintained.	Windows and balconies with a direct view to adjoining windows or balconies are to be screened, opaque, or with a sill height of a least 1.5m above floor level.

Performance outcomes	Acceptable outcomes
Open space	
Self Assessable and Assessable Development	
PO7	AO7
The lot has sufficient open space outside of the building footprint for a range of residential activities.	Maximum site coverage of 50%. This excludes any area of veranda, decking, or patio.
Car parking	
Self Assessable and Assessable Development	
PO8	AO8
Adequate car parking is provided on site and does not impact on the level of street parking.	A minimum of one car parking space must be provided, unless a secondary dwelling is included on the lot, in which case a minimum of two car parking spaces must be provided.
Fencing	
Assessable Development	
PO9	AO9
Fencing maintains privacy while also allowing access to sunlight and breezes. Fencing does not dominate the streetscape.	Fencing is not required but any fencing must be a maximum of 1.5m high to the street and a maximum of 1.8m high to the remaining boundaries.
General	
Assessable Development	
P10	A10
Dwelling will be provided with the basic infrastructure required for residential development.	Dwellings will be provided with lawful infrastructure connections that would be required or expected of new development (in accordance with other planning scheme codes or policies) including road access, stormwater drainage, sewerage disposal, water supply, electricity, and telecommunications.
P11	A11
Houses are designed to be responsive to local climatic conditions.	Houses will have eaves with a minimum 600mm width overhanging all walls.  Houses are designed to capture cross flow ventilation.

## 6.5.2 Draft Dual Occupancy Code

The purpose of the Dual Occupancy Code is to facilitate the development of duplex type dwellings that provide efficient land use and a high level of residential amenity.

The purpose of the code will be achieved through the following overall outcomes:

- (a) Dual Occupancy dwellings in the Residential Living, Residential Choice, Character Residential, Emerging Communities, and Township Zones provide housing diversity;
- (b) Dual Occupancy dwellings provide diversity in terms of cost and maintenance;
- (c) Development siting and bulk that allows for adequate privacy, sunlight, and breeze; and
- (d) Open space is provided.

Table 15 Draft Dual Occupancy Code – for self-assessable and assessable development

Performance outcomes	Acceptable outcomes
<b>Building bulk and siting</b>	
<b>Self Assessable and Assessable Development</b>	
PO1	AO1
The height of duplex dwellings is consistent with the height of surrounding residential development and maintains adequate amenity for neighbouring residences.	Building height is no more than 9m to the highest point of the roof above natural ground level.
PO2	AO2
Setbacks are consistent with surrounding residential development and ensure neighbouring dwellings have adequate sunlight, breeze and privacy.	<ul style="list-style-type: none"> <li>• Minimum front set back is 3m to a wall and 1m to a veranda (may be covered)</li> <li>• Rear setback is a minimum of 4.5m</li> <li>• Side setback is a minimum of 2m.</li> </ul> <p>All setbacks are to the wall (eaves and verandas may be within the minimum setback).</p> <p>A built to boundary wall is permitted on one side boundary only, provided it is limited to:</p> <ul style="list-style-type: none"> <li>• A maximum average height of 3.5m</li> <li>• A maximum height of 4.5m</li> <li>• A maximum length of 9m;</li> </ul> <p>and</p> <p>it is no closer than 1.5m to a window of a habitable room of an adjoining dwelling;</p>

Performance outcomes	Acceptable outcomes
	and  the boundary wall is for a non-habitable room only with no windows or openings to the side boundary.
PO3 Garages do not dominate the streetscape.	AO3 Garages are set back at least 4.5m from the frontage, but at least 1m behind the front of the building.
PO4 Houses are oriented towards the street and contribute towards an active and interesting streetscape.	AO4 The main entrance of the house is visible from the street, with habitable rooms oriented towards the street.
<b>Assessable Development</b>	
PO5 Privacy between adjoining dwellings is maintained.	AO5 Windows and balconies with a direct view to adjoining windows or balconies are to be screened, opaque, or with a sill height of at least 1.5m above floor level.
<b>Open space</b>	
PO6 The lot has sufficient open space outside of the building footprint for a range of residential activities.	AO6 Maximum site coverage of 60%. This excludes any area of veranda, decking, or patio.
<b>Car parking</b>	
<b>Self Assessable and Assessable Development</b>	
PO7 Adequate car parking is provided on site and does not impact on the level of street parking.	AO7 A minimum of one car parking space must be provided for each of the dwellings.
<b>Fencing</b>	
<b>Assessable Development</b>	
PO8 Fencing maintains privacy while also allowing access to sunlight and breezes. Fencing does not dominate the streetscape.	AO8 Fencing is not required but any fencing must be a maximum of 1.5m high to the street and a maximum of 1.8m high to the remaining boundaries.



Performance outcomes	Acceptable outcomes
General	
Assessable Development	
P9	A9
Dwellings will be provided with the basis infrastructure required for residential development.	Dwellings will be provided with lawful infrastructure connections that would be required or expected of new development including road access, stormwater drainage, sewerage disposal, water supply, electricity, and telecommunications.
P10	A10
Dwellings are designed to be responsive to local climatic conditions.	Dwellings will have eaves with a minimum 600mm width overhanging all walls.

### 6.5.3 Draft Multiple Dwelling Code

The purpose of the Multiple Dwelling Code is to facilitate the development of multiple attached dwellings that provide more compact, low maintenance living, with communal space and a high level of amenity.

The purpose of the code will be achieved through the following overall outcomes:

- (a) Multiple dwellings in the Residential Living, Residential Choice, Apartment Residential, Tourist Accommodation, Mixed Use, and Township Zones provide housing diversity, (This Code should be used to assess development in the zones for activity centres, however the activity centres codes criteria will override this code where there is any conflict);
- (b) Housing diversity is provided through multiple dwellings, giving a more suitable dwelling size and price level for some households;
- (c) Multiple dwellings ensure that each dwelling has adequate light, breeze, and privacy;
- (d) Private open space is provide for all occupants; and
- (e) There is a range of multiple dwelling configurations including row or townhouses, low rise apartments, larger multi-storey apartments.

Table 16 Draft Multiple Dwelling Code – for assessable development

Performance outcomes	Acceptable outcomes
Building bulk and siting	
PO1	AO1
The height of multiple dwellings is consistent with the height of surrounding development and maintains adequate amenity for neighbouring residences.	Building height is as per the relevant zone code or local area plan. (may be up to: <ul style="list-style-type: none"> <li>• 2 storeys in Residential Living and Township</li> <li>• 3 storeys in Residential Choice</li> <li>• 5 storeys in Apartment Residential</li> </ul>

Performance outcomes	Acceptable outcomes
	<ul style="list-style-type: none"> <li>• 5 storeys in Tourist Accommodation</li> <li>• 5 storeys in Mixed Use).</li> </ul>
<p>PO2</p> <p>Building size and bulk must be consistent with the intentions of the relative zone or precinct.</p>	<p>AO2</p> <p>Site cover is limited to:</p> <ul style="list-style-type: none"> <li>• 50% in the residential living and township zones</li> <li>• 60% in the residential choice zone, mixed use, tourist and apartment zone.</li> </ul> <p>Max plot ratio is a maximum of:</p> <ul style="list-style-type: none"> <li>• 0.75 in Residential Living and Township</li> <li>• 1 in Residential Choice</li> <li>• 2 in Apartment Residential</li> <li>• 2 in Tourist Accommodation</li> <li>• 2 in Mixed Use.</li> </ul>
<p>PO3</p> <p>Setbacks are consistent with surrounding development and ensure neighbouring dwellings have adequate sunlight, breeze and privacy.</p>	<p>AO3</p> <p>Setbacks are:</p> <p>Residential Living</p> <ul style="list-style-type: none"> <li>• As per the Dwelling Housing Code</li> </ul> <p>Residential Choice</p> <ul style="list-style-type: none"> <li>• Minimum front set back is 3m to a wall and 1m to a veranda (may be covered)</li> <li>• Rear setback is a minimum of 4.5m</li> <li>• Side setback is a minimum of 3m.</li> </ul> <p>Apartment Residential, Tourist Accommodation, and Mixed Use</p> <ul style="list-style-type: none"> <li>• Minimum front set back is 4m to a wall and 2m to a veranda (may be covered)</li> <li>• Rear setback is a minimum of 6m</li> <li>• Side setback is a minimum of 1.5m for a wall less than 4.5m high; 2m for a wall up to 7.5m; and an additional 0.5 for every 3m or part of 3m by which the height exceeds 7.5m.</li> </ul> <p>Buildings are not set back more than 6m from the road frontage.</p> <p>Setbacks for multiple dwellings in centres will be set by the appropriate centre code.</p>

Performance outcomes	Acceptable outcomes
PO4	AO4
The building is are oriented towards the street or other public spaces and contribute towards an active and interesting streetscape.	<p>The main entrance or entrances of the building area oriented towards the street.</p> <p>Balconies and habitable rooms face the street.</p> <p>Where the building adjoins other public space such as parks, active areas of the building will overlook these areas.</p>
PO5	AO5
The appearance of the building bulk must be reduced by design elements.	The building includes balconies, shading devices, variations in material and building form.
PO6	AO6
The building will be designed for the climate.	<p>Units will be oriented to access sunlight where possible in winter and offer sunshade in summer.</p> <p>Windows and openings will allow for cross ventilation.</p>
PO7	AO7
Parking does not dominate the streetscape.	Parking is either basement level or on grade, but parking and garages must be behind the building setback to ensure that the building is the main streetscape element.
PO8	AO8
Privacy between adjoining dwellings is maintained.	Windows and balconies with a direct view to adjoining windows or balconies are to be screened, opaque, or with a sill height of at least 1.5m above floor level.
Open space	
PO9	AO9
The site allows sufficient communal area for recreation.	<p>A minimum of 25% of the site is provided as communal open space, with minimum dimensions of 5m.</p> <p>A lower level of communal open space (no less than 10%) may be accepted where public open space is adjoining (with same minimum dimension of 3m).</p>

Performance outcomes	Acceptable outcomes
<p>P10</p> <p>Each unit has sufficient private open space.</p>	<p>A10</p> <p>Each unit will be provided with the following private open space as a minimum dimension of 2m.</p> <p>Ground level (courtyard)</p> <ul style="list-style-type: none"> <li>• Studio – 12m<sup>2</sup></li> <li>• One bedroom – 20m<sup>2</sup></li> <li>• Two bedroom – 25m<sup>2</sup></li> <li>• Three bedroom – 35m<sup>2</sup>.</li> </ul> <p>Balcony</p> <ul style="list-style-type: none"> <li>• Studio – 5m<sup>2</sup></li> <li>• One bedroom – 7m<sup>2</sup></li> <li>• Two bedroom – 12m<sup>2</sup></li> <li>• Three bedroom – 15m<sup>2</sup>.</li> </ul>
<b>Car parking</b>	
<p>P11</p> <p>Adequate car parking is provided on site for residents and visitors.</p>	<p>A11</p> <p>Car parking should be provided in accordance with Councils car parking rates (either in a code or planning scheme policy), with the following provisions.</p> <p>Car parking rates should allow for a reduction in the required car parking if the site is well serviced by public transport.</p> <p>Car parking rates should also be related to the number bedrooms per unit rather than a flat rate for car parks per unit.</p> <p>Car parking areas should be screened from adjoining properties to avoid noise and lights, and preserve visual amenity.</p>
<b>Fencing</b>	
<p>P12</p> <p>Fencing maintains privacy while also allowing access to sunlight and breezes. Fencing does not dominate the streetscape.</p>	<p>A12</p> <p>Screen fencing must be erected to all side and rear boundaries to a height of 1.8m. Front fencing, (if provided) should be no more than 1.5m high.</p> <p>Front fencing must be articulated if longer than 15m.</p>

Performance outcomes	Acceptable outcomes
<b>Landscaping</b>	
P13	A13
Landscaping softens building bulk and improves visual amenity.	<p>Front landscaping of at least 1m is required.</p> <p>Rear landscaping of a least 2m is required.</p> <p>Landscaping will be placed to break up the appearance of building bulk, provide privacy and screen views from neighbouring dwellings.</p>
<b>General</b>	
P14	A14
Multiple dwelling units will be provided with the basic infrastructure required for residential development.	Multiple dwelling units will be provided with lawful infrastructure connections that would be required or expected of new development including road access, stormwater drainage, sewerage disposal, water supply, electricity, and telecommunications.
P15	A15
Utilities and services must be well integrated and not visually obtrusive.	Service areas including waste storage must be screened if outside of the building envelope.
<b>Affordable Housing Outcomes</b>	
P16	A16
Multiple dwelling units will be provided with the basic infrastructure required for residential development.	<p><b>If multiple dwelling units are provided as "affordable housing" (i.e. no more than 74.9% of market rent in the area) and are managed by a registered housing agency, charitable institution, or State Government and they comply with height limits and setbacks:</b></p> <ul style="list-style-type: none"> <li>• Plot ratio may be increased</li> <li>• On-site car parking rates may be reduced.</li> </ul>

## 6.6 Summary of Recommendations to Address Housing Issues

The table below sets out the main issues to be addressed in developing the new planning scheme for Gladstone Regional Council in order to address current and future housing issues. The Strategic Objectives sought are taken from the Housing Needs Assessment and are also included in Table 14 of Section 5.2 of this report (where they are used to highlight areas of the strategic framework of the planning scheme that need to be addressed).

Table 17 Summary of Planning Scheme Opportunities to address Strategic Housing Objectives

Strategic Objectives Sought	Opportunities for the new Planning Scheme	Opportunities for Planning Policy
<b>1. Housing Needs versus Housing Market Capacity</b>		
Sufficient housing to meet future needs	<p>Ensure adequate zoned land to accommodate forecast growth, including urban expansion areas. This should be reviewed on a regular basis to ensure that supply is not restricted. However development should proceed in an orderly manner ensuring efficient use of existing infrastructure and expansion of infrastructure networks.</p> <p>Infill housing should be encouraged in well serviced locations to boost supply and provide a range of benefits including:</p> <ul style="list-style-type: none"> <li>• <i>Improved use of local services and public transport</i></li> <li>• <i>Improved access to service for greater numbers of people</i></li> <li>• <i>Improved opportunities for social interaction</i></li> <li>• <i>Increased safety</i></li> <li>• <i>Revitalisation of existing areas , and</i></li> <li>• <i>Improved environmental outcomes (State Planning Policy, 1/07)</i></li> </ul> <p>The walkable catchment of well serviced areas should be enhanced (increased) through planning scheme measures that require shading of key routes.</p>	<p>Planning policy should include the requirement for regular monitoring and reporting on housing and subdivision activity and future supply.</p>
<b>2. Affordable Housing</b>		
Increase the provision of affordable housing	<p>There is little in the QPP v3.0 to specifically increase the provision of affordable housing. However the planning scheme should aim to provide a broad range of housing types and sizes so that households can choose housing that will be most suitable and affordable.</p> <p>Demand for non-resident workers accommodation can impact on affordability in the general housing market and therefore development of purpose building housing for this group should be facilitated in the planning scheme.</p> <p>Existing affordable housing such as long term caravan parks should be zoned so that existing uses are maintained if possible.</p> <p>While affordability is not a major issue in the area now, the planning scheme should allow for the</p>	<p>There are a range of non-statutory measures that Council could explore, in conjunction with other agencies to increase the provision of affordable housing.</p> <p>Existing affordable housing such as long term caravan parks may be retained though a range of measures.</p> <p>Major projects should be required to address potential housing impacts and take action to mitigate any significant adverse impacts.</p>

Strategic Objectives Sought	Opportunities for the new Planning Scheme	Opportunities for Planning Policy
	development of more affordable housing as it is needed. This may include one into two subdivisions and secondary dwellings.	
Incentives for the provision of affordable housing	While not included in the QPP v3.0, Council may explore the option of including an affordable housing code which allows development concessions for managed affordable housing. This may include lower car parking rates, higher density, and reduced open space requirements. However any such concessions would need to be applied carefully to ensure residential amenity is maintained.	Council may work with affordable housing providers to assist in the development of affordable housing.
Affordable housing that is integrated with the market housing	The planning scheme should allow for a range of housing types and affordable housing may be integrated with other housing. This may be through a range of lots sizes in a new residential area or affordable housing units built in a range of residential areas that allow for apartments.	The development of affordable housing should be encouraged in a range of well serviced locations.
State and community housing	Incentives for affordable housing (see above) would be available to these agencies.	Council should explore a range of options for working with these and other affordable housing providers.
Affordable housing that is well located and has good access to public transport, services, facilities and employment	The planning scheme should allow for a range of medium to higher density housing in well serviced locations. This not only allows for a range of housing, some of which may be more affordable, but also reduces living costs, by have the option to reduce transport related costs. It also allows the tenants of affordable housing good access to a range of important support services.	Council policy should encourage affordable housing providers to consider the location of development to reduce overall household costs and improve support service delivery.
<b>3. Special Housing Needs</b>		
Housing options to accommodate the ageing population	<p>The planning scheme should allow for a range of housing for the ageing population. This should include smaller dwellings to suit older people who <b>don't require a larger dwelling</b> and find it difficult to maintain. It should also include retirement living and aged care accommodation.</p> <p>Car parking rates for aged accommodation should be reviewed to ensure it is not too high.</p>	Acknowledgment of the growing needs of this sector both in housing and support services.

Strategic Objectives Sought	Opportunities for the new Planning Scheme	Opportunities for Planning Policy
Housing options to accommodate the disabled	<p>Special needs housing should be appropriately defined in the planning scheme and allowance made for this housing in suitable zones in well serviced locations.</p> <p>While not addressed in the QPP v3.0 Council should explore the opportunity to encourage or require a level of adaptable housing within certain developments.</p> <p>Car parking rates for special needs housing should be reviewed to ensure they reflect the likely use of private motor vehicles by residents.</p>	Council should work with housing developers to encourage the provision of adaptable housing.
Housing for single person and couple only households	The planning scheme needs to allow for a greater diversity of housing and allow for smaller dwelling options to suit small households. Allowance for small households could be increased through relaxation of secondary dwelling requirements (not only for relatives) and allowance of one into two subdivisions creating small lots.	Council should work with developers to encourage the provision of more smaller dwellings.
Non-resident workers accommodation	<p>Suitable locations for non-resident workers accommodation should be identified by Council, and developed to a suitable standard though specific code requirements. Such accommodation must ensure that existing residential amenity is maintained, and should allow for future reuse of the site, or at least the infrastructure provided for it. Potential social impacts of such development need to be carefully managed and this may be done through a planning scheme policy that needs to be addressed by proponents.</p> <p>Due to the usual scale of such development it is difficult to allow a level of assessment other than impact, however it is also important that such development is delivered to avoid impact on the supply of housing for the rest of the community (i.e. workers taking up rentals, and short term accommodation at high cost and making it difficult for locals to find or afford such housing.)</p>	<p>Council should work with major project proponents to ensure that non-resident workers accommodation is appropriately located.</p> <p>Non-resident workers accommodation should, where ever possible, contribute to the community in terms of economic flow on, provision of infrastructure, and enhancement of community facilities.</p> <p>The need for, and delivery of, non-resident workers accommodation needs to be addressed by major project proponents well in advance.</p>
Provision of crisis, temporary and transitional housing	Special needs housing should be appropriated defined in the planning scheme and allowance made for this housing in suitable zones in well serviced locations.	Council should work with housing providers to maintain and enhance the provision of crisis, temporary and transitional housing.



Strategic Objectives Sought	Opportunities for the new Planning Scheme	Opportunities for Planning Policy
<b>4. Appropriate Housing Diversity</b>		
A mix of housing sizes	This should be facilitated through a range of housing which is reflected in the housing definitions and various zones. The levels of assessments and code provisions should facilitate this.	Housing diversity should be monitored and encourage through various means.
A mix of housing types	This should be facilitated through a range of housing which is reflected in the housing definitions and various zones. The levels of assessments and code provisions should facilitate this.	Housing diversity should be monitored and encourage through various means.
A mix of tenure types	This can only be facilitated indirectly through the means outlined above.	Diversity of housing tenure should be monitored as well as rental rates and vacancies. Action should be encouraged by Council to address any issues.
<b>5. Visitor Accommodation</b>		
Sufficient housing for visitors and tourists	Tourist and short term accommodation is accommodated through this housing being provided for in various zones. Codes and levels of assessment should facilitate this type of development without unnecessary restrictions.	Provision of visitor accommodation should be monitored on a regular basis by Council and any issues addressed.
Protection of existing caravan parks and other forms of affordable housing	Existing affordable housing such as long term caravan parks should be zoned so that existing uses are maintained if possible.	Council may consider incentives for the retention of such housing. This may include rates and service rebates.
<b>6. Settlement Pattern</b>		
Appropriate scale of development	A variety of zones ensures that compatible housing styles and scales are located together and a consistent character and level of amenity is maintained within each zone. Where scale of development is inappropriate a higher level of assessment may apply (see recommended level of assessment table).	This should be addressed in broad terms, but no particular policy is necessary.
Planning for strong and inclusive communities with social diversity and good access to services and community facilities	Housing diversity (as outlined above) provides for a variety of household types which allows for social diversity. Higher density around well serviced locations facilitates the maintenance and development of these facilities which strengthens there function as a community hub and building strong social capital.	Housing policy should be based on the desired to support a strong and diverse community.

Strategic Objectives Sought	Opportunities for the new Planning Scheme	Opportunities for Planning Policy
<b>7. Housing Design</b>		
Housing that includes good sub-tropical design	The Strategic Statements in the planning scheme should address the issues of sustainability. The QPP v3.0 includes <b>"Suggested Overall Outcomes" for each zone</b> which includes reference to development that is "designed to incorporate sustainable practices including maximising energy efficiency, water conservation and transport use".	Council housing policy should support sustainable housing design which may be through education programs, rebates, and working with developers. This should especially highlight the long term life cycle benefits of sustainable housing features.
Housing and Communities that reflect Crime Prevention Through Environmental Design (CPTED) principles, and concepts of socially integrated and inclusive communities	<p>Housing, particularly in well serviced locations, should be designed to address the street and public spaced to enhance passive surveillance.</p> <p>Housing diversity (as outlined above) provides for a variety of household types which encourages a socially integrated and inclusive community. A range of appropriately scaled and designed special needs housing should be encourage in various zones through appropriate levels of assessment of code provisions.</p>	Housing policy should be based on the desired to support a strong, diverse, and safe community.

## 7 Summary

This planning scheme analysis highlights a number of key areas of the new planning scheme which must be carefully considered when drafting to facilitate strategic housing objects as identified in the Housing Needs Assessment. A number of the components of the planning scheme have been addressed in this report. This includes:

- Strategic framework;
- Different zones used;
- The capacity of zoned land to accommodate residential uses;
- Defined uses; and
- Zone purposes and overall outcomes.

Recommendations for all these elements are included in this report. The key for Gladstone Regional Council in drafting its new planning scheme is to ensure that the strategic housing outcomes are reflected in the planning scheme at the highest level, through a strong strategic framework, and this then supported through more detail in subsequent elements of the planning scheme. The planning scheme needs to facilitate residential development that offers more diversity, both in well serviced locations (infill and future greenfield) and within new residential areas. The various residential uses need to be more specifically defined and allocated to a range of zoning to ensure that there is place for all types of housing (without undue level of assessment) while providing for a consistent level of amenity with each zone.

Housing diversity particularly needs to address the needs of special needs groups, persons with a disability, and the ageing population (which will include a large proportion of those with a disability). This means specific special needs housing (e.g. supported accommodation and retirement living), a choice of smaller dwellings, and adaptable housing.

The nature of the local economy means that major projects will result in impacts (to varying degrees) on the housing market and these need to be carefully managed. Housing affordability needs to be maintained both through continuing housing capacity, housing choice, and managed affordable housing. Temporary and short term accommodation needs to be facilitated through appropriated zoning and levels of assessment to ensure that this demand does not impact on housing supply and affordability. However, temporary housing in particular needs to be delivered in a way with contributes to the local community (socially, economically, and environmentally).

Coupled with the proposed planning scheme measures it is recommended that Council prepare a supporting housing policy which outlines areas outside of the planning scheme where Council may act to promote affordable and diversity of housing choice in the region. This would also guide Council in its dealing with other housing stakeholders and major project proponents.

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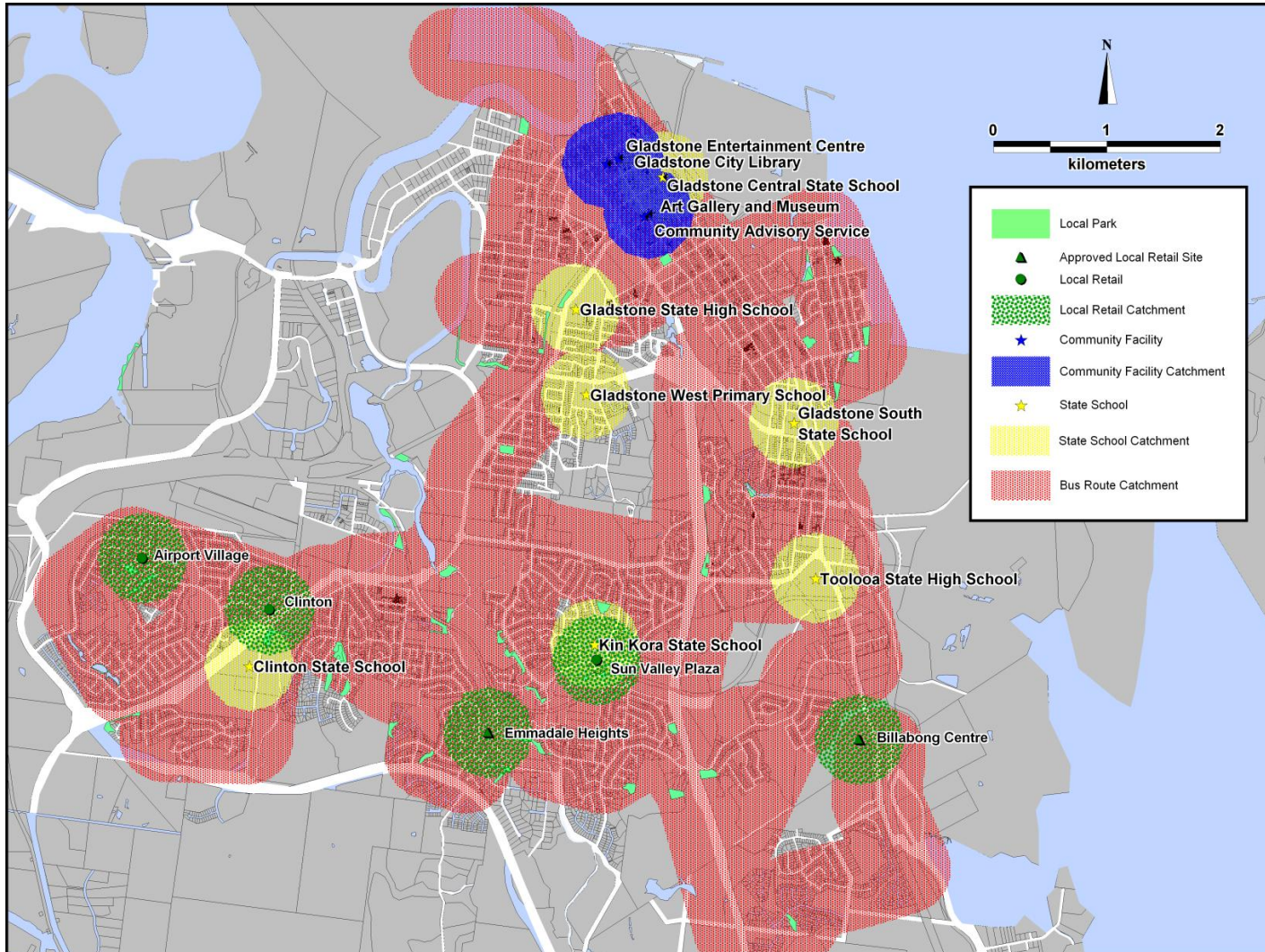
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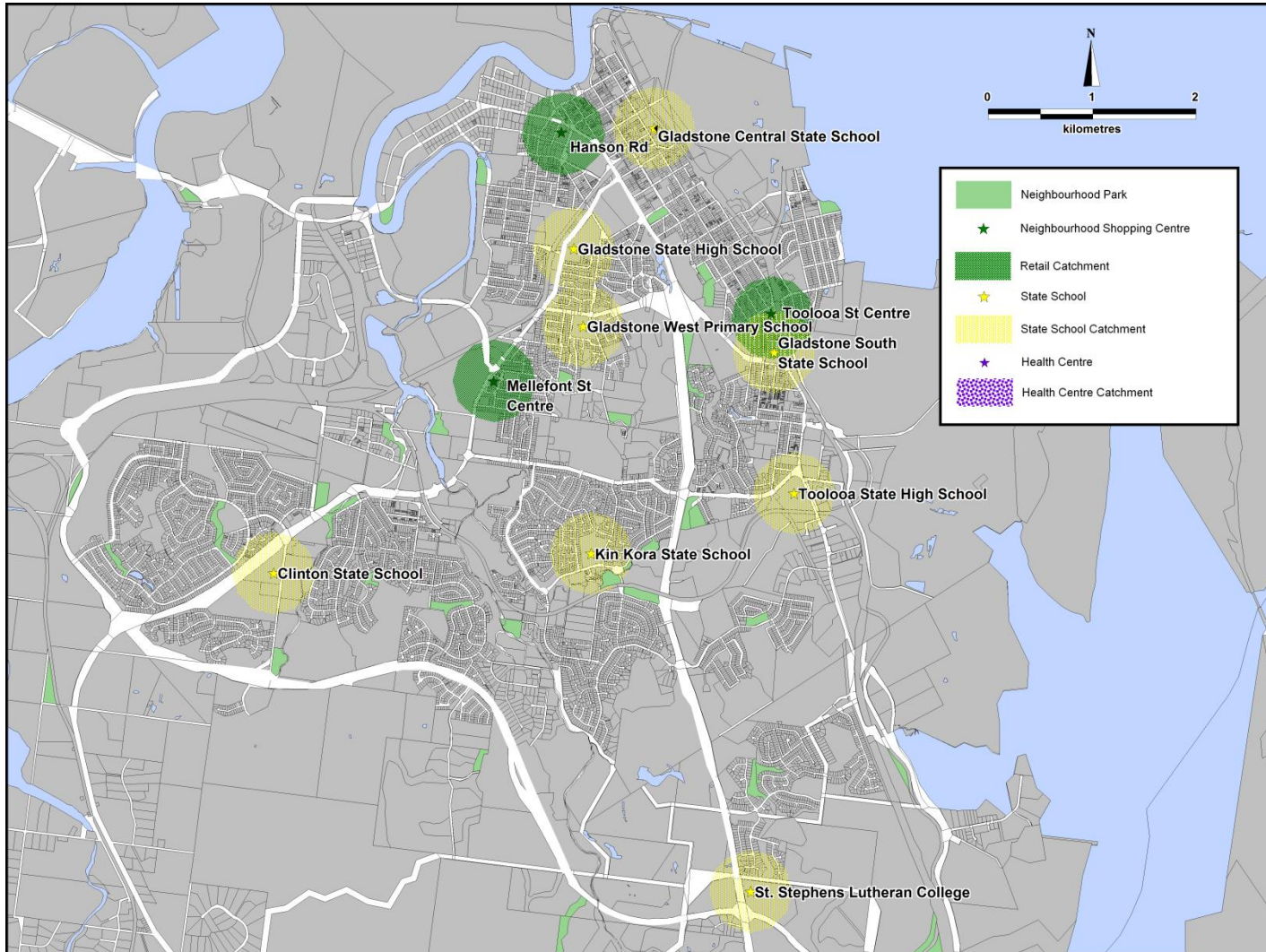
## Appendix A: Well Serviced Locations

Figure 6 Gladstone City Level 1 Well Served Areas



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

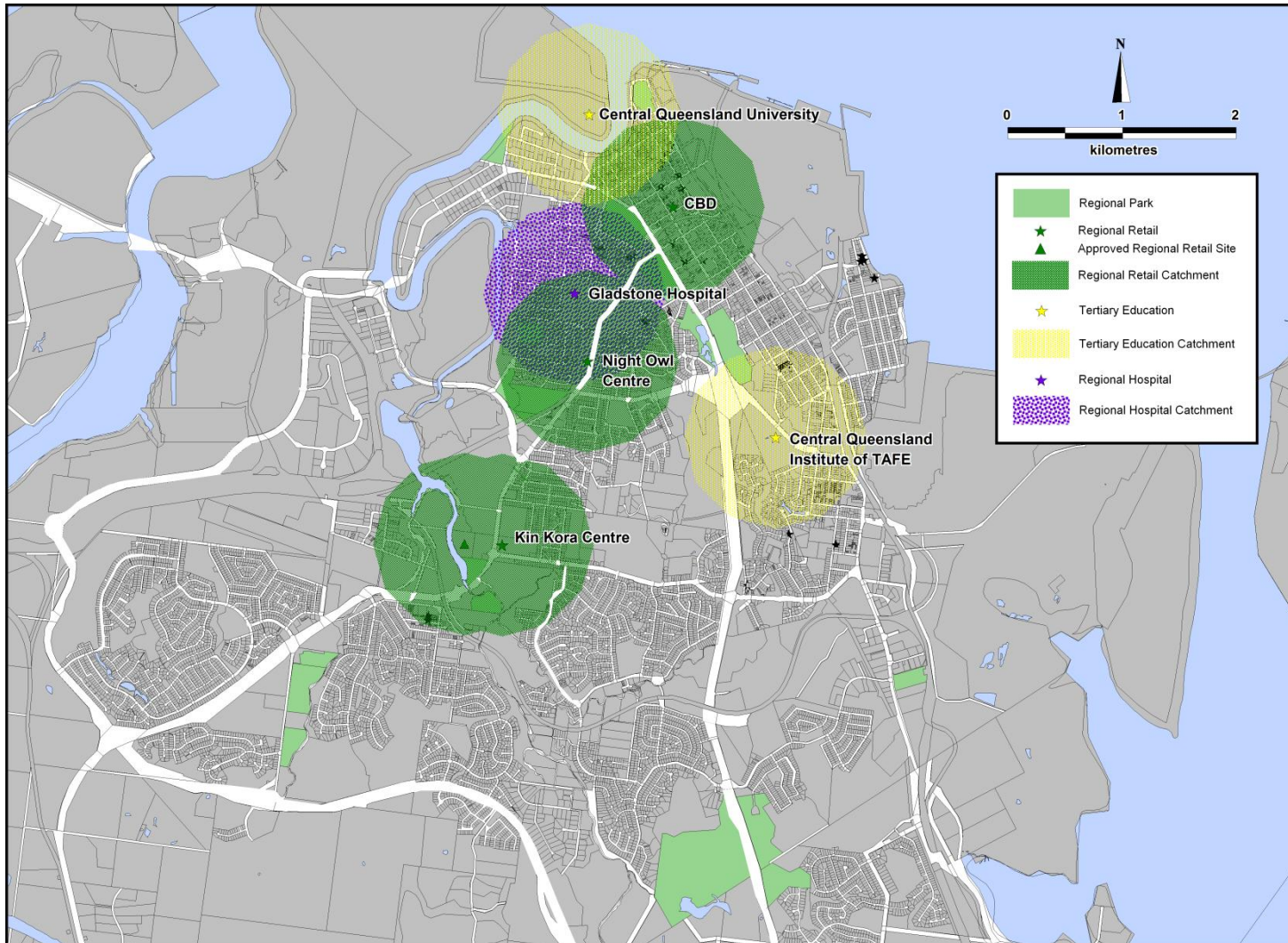
Figure 7 Gladstone City Level 2 Well Serviced Areas



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

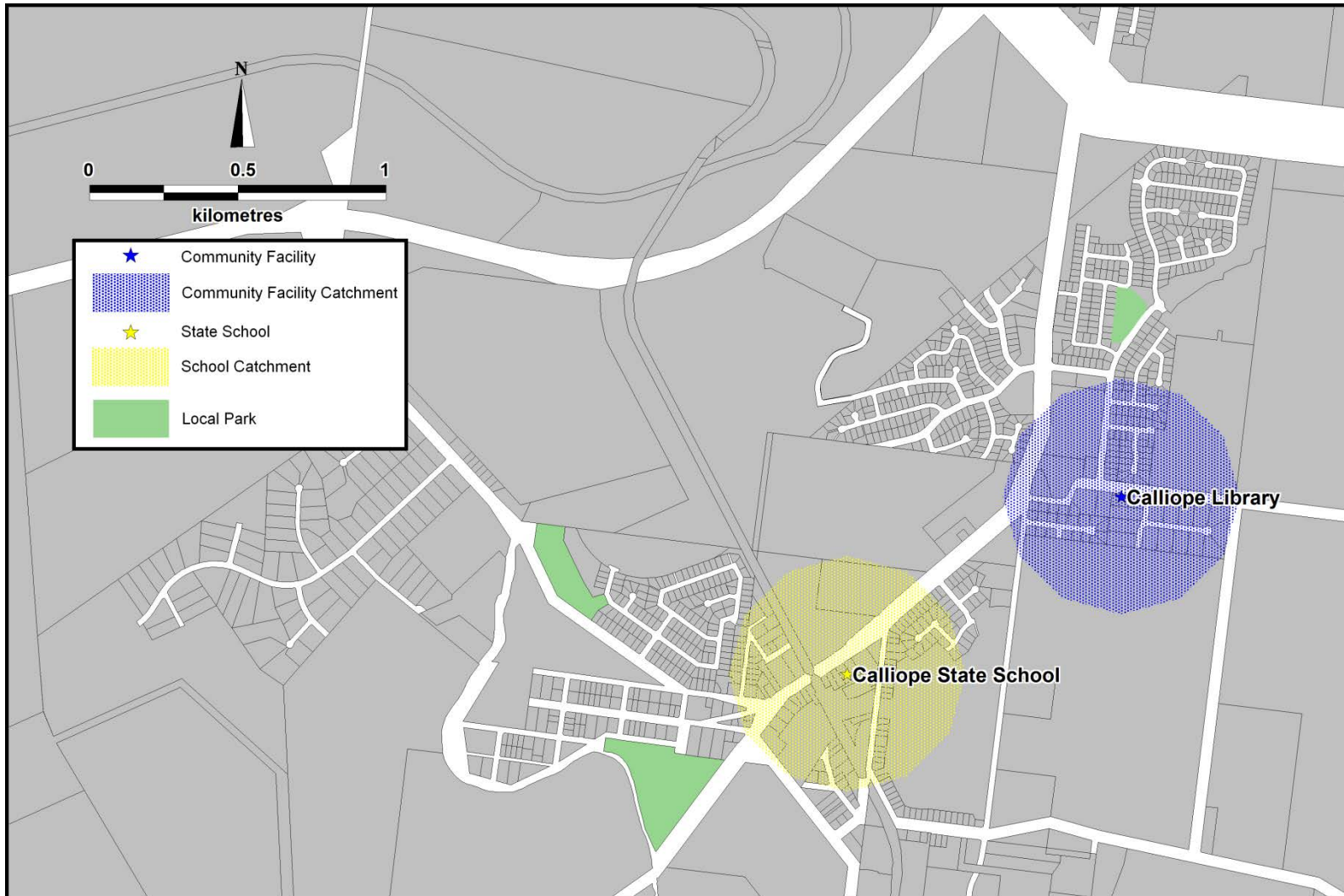


Figure 8 Gladstone City Level 3 Well Served Areas



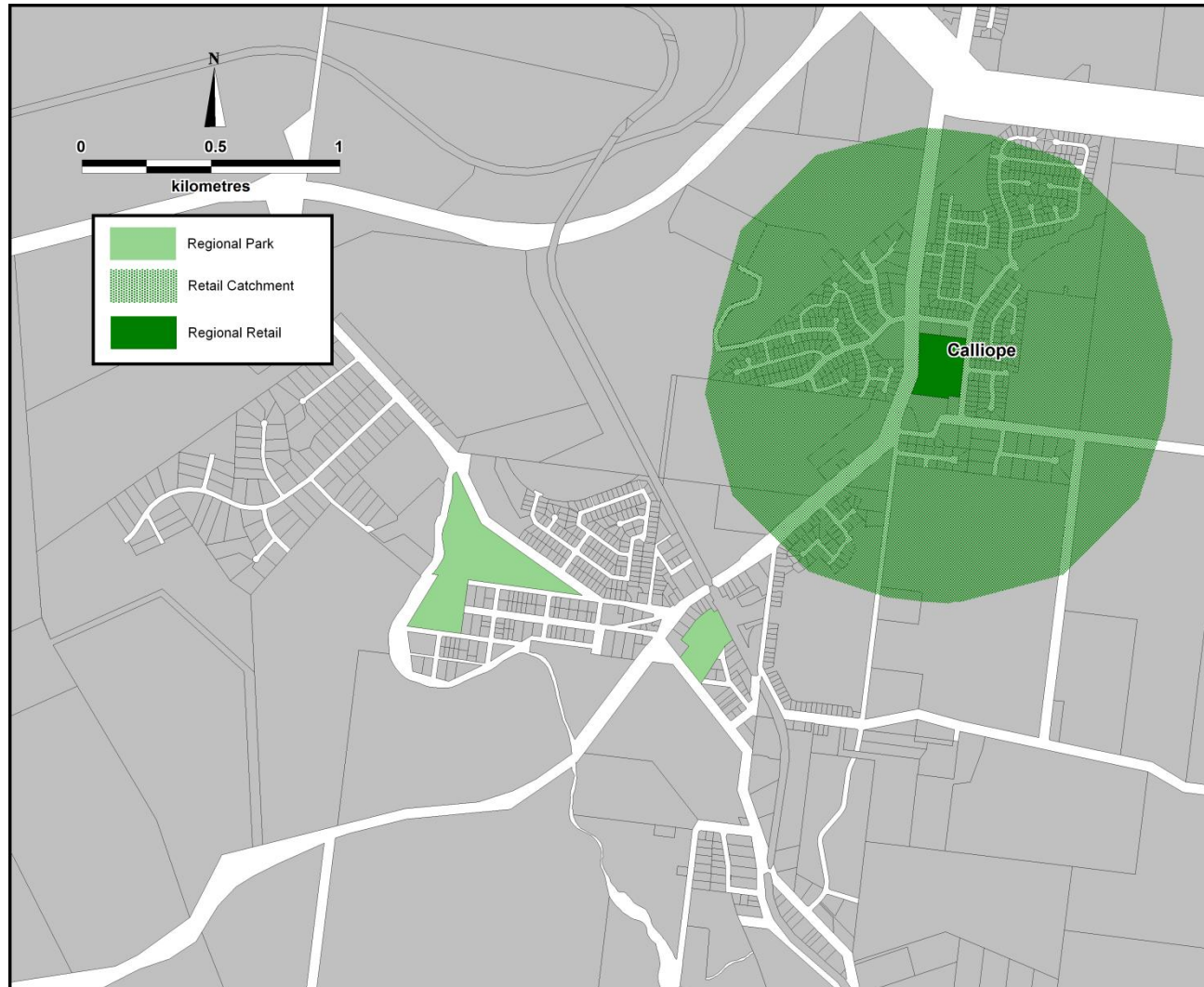
Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 9 Calliope Level 1 Well Served Areas



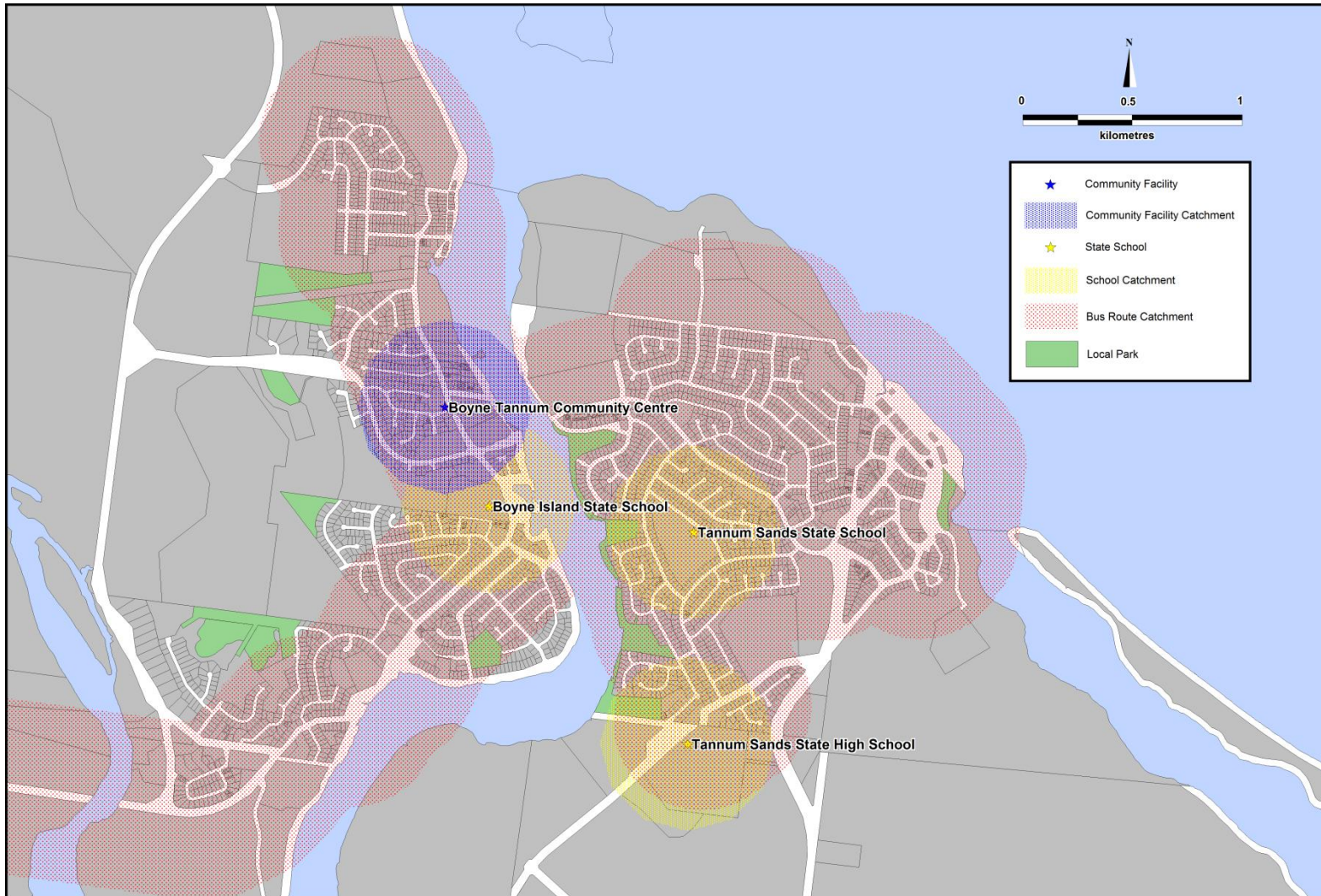
Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 10 Calliope Level 3 Well Serviced Areas



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 11 Boyne Island Level 1 Well Served Areas



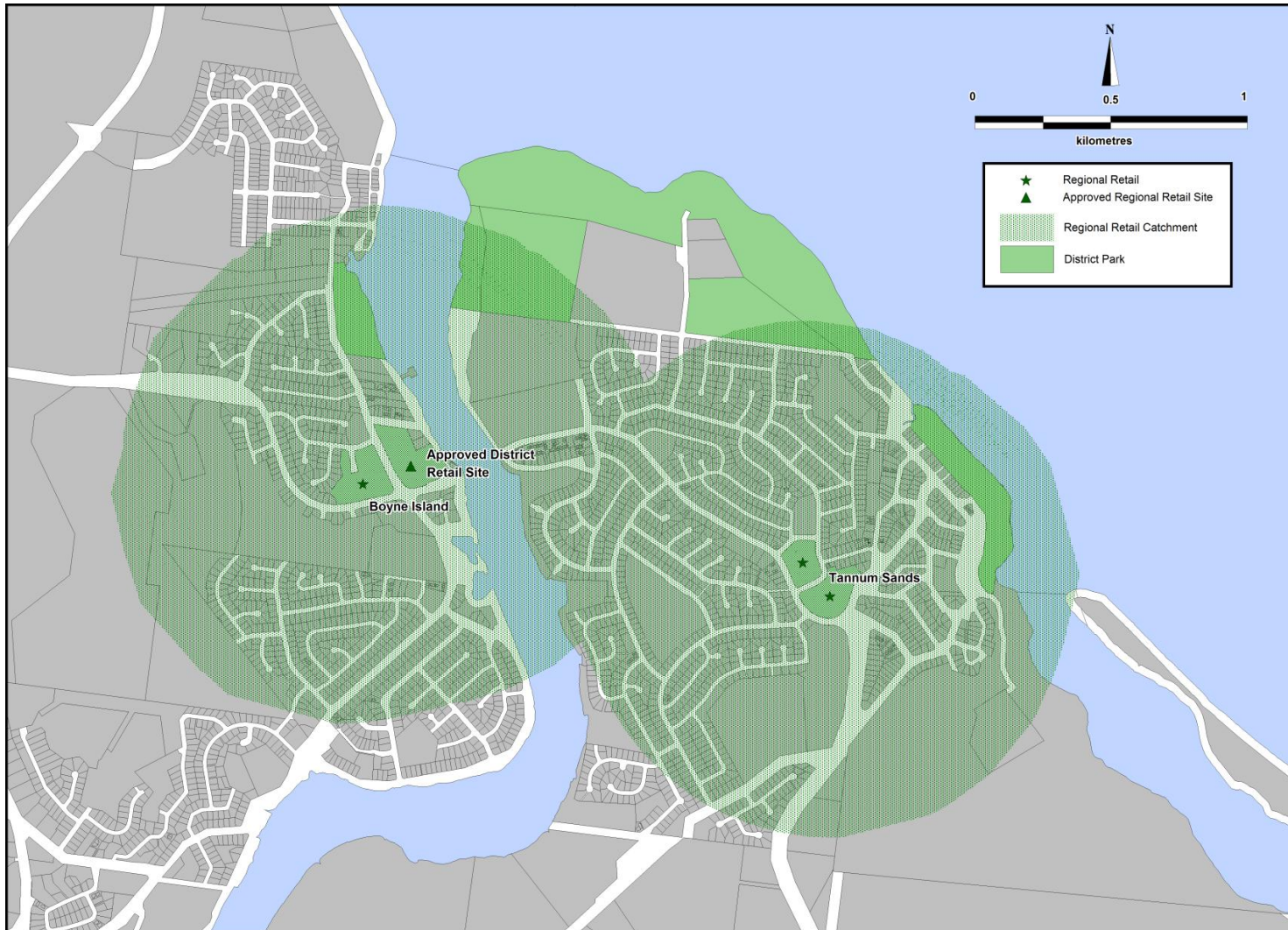
Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 12 Boyne Island Level 2 Well Serviced Areas



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 13 Boyne Island Level 3 Well Served Areas



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 14 Agnes Waters Level 1 Well Serviced Areas

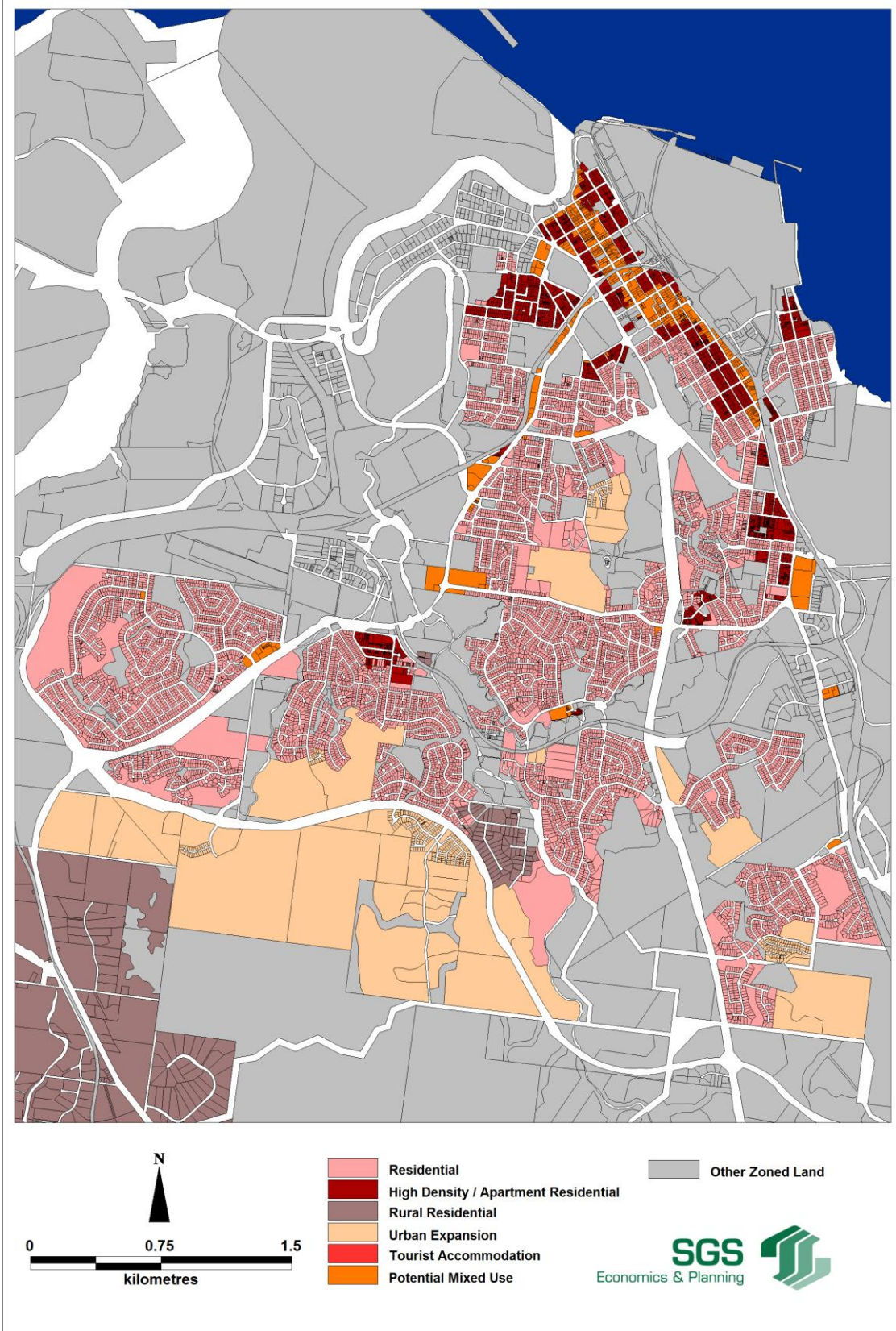


Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

## Appendix B: Residential Zoning Maps

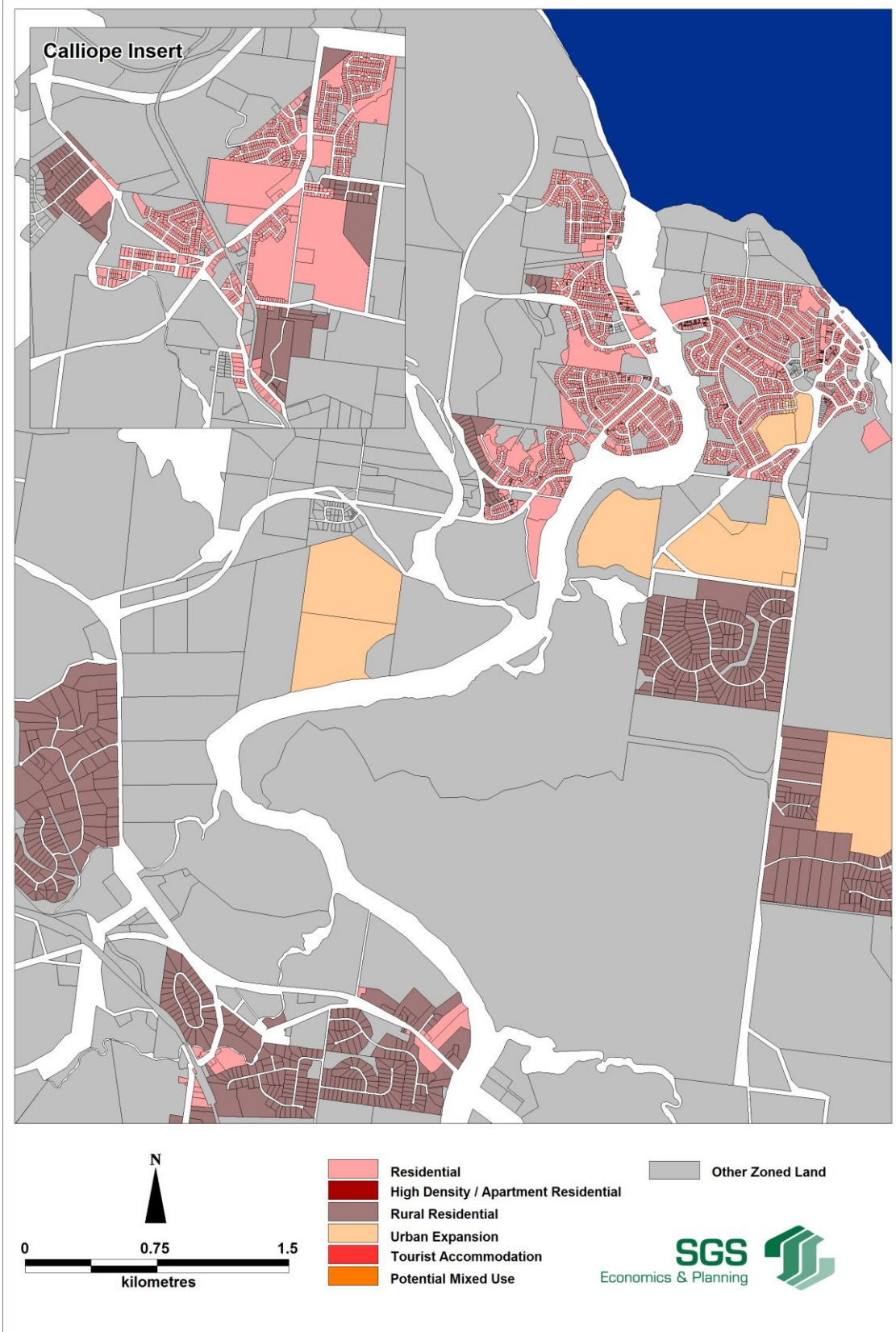


Figure 15 Gladstone Residential Zonings



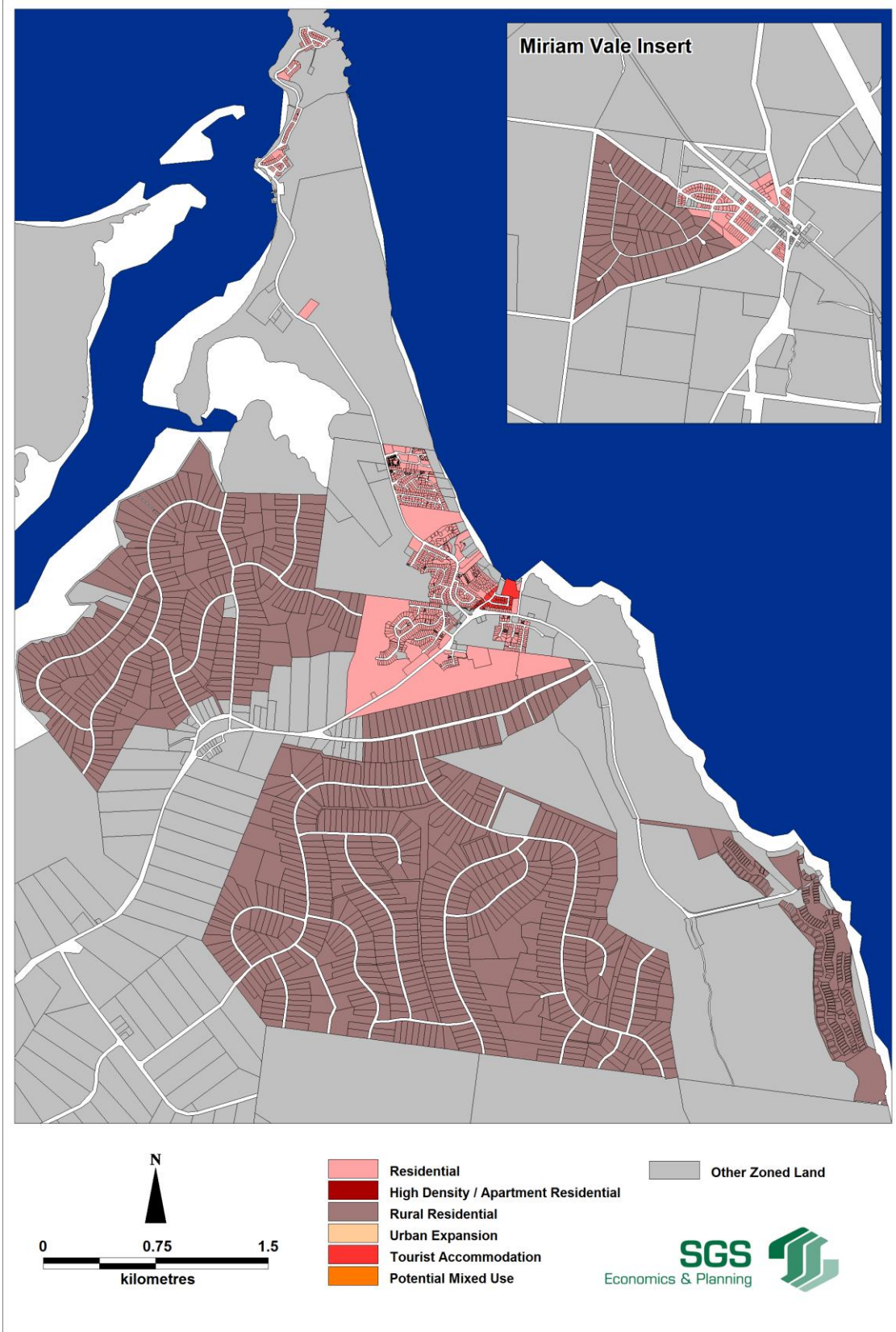
Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 16 Boyne Island/Tannum Sands Residential Zonings



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

Figure 17 Agnes Water Residential Zonings



Source: SGS Economics and Planning 2011, utilising base layers from Gladstone Regional Council

## Appendix C: Comparison of the Planning Scheme and QPP v3.0 Zones

Table 18 below analyses the three current planning schemes, identifying the key features, applicable locations and suitable housing options for each zone. The last column matches current zoning terminology used within the three planning schemes with the terminology used in the QPP v3.0 in order to identify any potential overlaps in the classification of residential areas.

Table 18 Analysis of Current Residential Zones in the Gladstone Region

Zone	Key Features	Locations	Types of Housing Facilitated	Related QPP v3.0 Zoning
Gladstone City Plan Zoning Schedule				
Residential Zone	<ul style="list-style-type: none"> <li>Designated areas intended to accommodate primary concentration of urban residential development.</li> <li>Primarily provides for detached housing.</li> <li>Provides for a mix of housing types in suitable locations such as duplex units, relocatable homes and integrated housing.</li> <li>Residential zones are ideally located in close proximity to community facilities and commercial centres.</li> <li>Residential development occurs in a sequential manner making efficient use of existing infrastructure.</li> </ul>	<u>City Locality</u> Hanson Road Precinct Dormitory Precinct <u>Eastern Harbour Locality</u> Barney Point Precinct <u>Suburban Locality</u> Northern Precinct Central Precinct Kin Kora Precinct Round Hill Precinct Urban Expansion Precinct	<u>City Locality</u> Dwelling house Residential secondary <u>Eastern Harbour Locality</u> <b>Caretaker's residence</b> Dwelling house Residential secondary <u>Suburban Locality Code</u> <b>Caretaker's residence</b> Dwelling house Residential secondary	Residential Living Zone  Residential Choice Zone  Character Residential Zone  Apartment Residential Zone
Residential (High Density) Zone	<ul style="list-style-type: none"> <li>Designated areas intended to predominantly accommodate multiple unit dwellings at high residential densities.</li> <li>Preferably located in close proximity to the city centre and other commercial centres.</li> </ul>	<u>City Locality</u> Waterfront Precinct Uptown Precinct Valley Precinct Dormitory Precinct <u>Eastern Harbour Locality</u> Barney Point Precinct <u>Suburban Locality</u>	<u>City Locality</u> Caretaker's residence Residential other (when the development is less than 26m in height and the TSA is greater than 1,500sqm) <u>Eastern Harbour Locality</u> <b>Caretaker's residence</b>	Residential Choice Zone  Apartment Residential Zone  Character Residential Zone

Zone	Key Features	Locations	Types of Housing Facilitated	Related QPP v3.0 Zoning
		Northern Precinct Central Precinct	Residential other Residential secondary <u>Suburban Locality Code</u> <b>Caretaker's residence</b> Dwelling house Residential other Residential secondary	
Park Residential Zone	<ul style="list-style-type: none"> <li>Designated areas primarily intended to accommodate detached residential allotments of around 6,000sqm in a semi-rural environment.</li> <li>Development has a very low impact on its surroundings and maintains the environmental and landscape values of the area.</li> </ul>	<u>Suburban Locality</u> Central Precinct	<u>Suburban Locality Code</u> <b>Caretaker's residence</b> Dwelling house Residential secondary Bed and breakfast	Rural Residential Zone  Character Residential Zone
Urban Expansion Zone	<ul style="list-style-type: none"> <li>Designated areas primarily intended to accommodate low density development on large allotments pending future housing demand (i.e. high population growth).</li> <li>Development occurs in accordance with a master plan and progresses sequentially as an extension to existing urban areas and infrastructure.</li> </ul>	<u>Suburban Locality</u> Urban Expansion Precinct Kirkwood Road South Precinct Round Hill Precinct Central Precinct	<u>Suburban Locality Code</u> <b>Caretaker's residence</b> Dwelling house Bed and breakfast	Emerging Communities Zone
Island Settlement Zone	<ul style="list-style-type: none"> <li>Designated areas in island communities, primarily intended to accommodate low density development.</li> <li>Development that has a very low impact on its surroundings and maintains the environmental and landscape values of the area.</li> </ul>	<u>Harbour Islands Locality</u>	<u>Harbour Islands Locality</u> <b>Caretaker's residence</b> Dwelling house	Character Residential Zone

Zone	Key Features	Locations	Types of Housing Facilitated	Related QPP v3.0 Zoning
Calliope Shire Planning Scheme Zoning Schedule				
Residential Zone	<ul style="list-style-type: none"> <li>Designated areas intended to accommodate primary concentration of urban residential development.</li> <li>Primarily provides for dwelling houses, but also permits a mix of duplex units, multiple unit development and relocatable homes and integrated housing where in close proximity to facilities and community centres.</li> </ul>	Boyne Island-Tannum Sands Locality	<u>Boyne Island-Tannum Sands Locality</u> Dwelling house Residential other Residential secondary Workers accommodation Bed and breakfast	Residential Living Zone  Residential Choice Zone  Character Residential Zone  Apartment Residential Zone
Urban Expansion zone	<ul style="list-style-type: none"> <li>Development only occurs when additional housing is required with an immediate and large scale response (i.e. high population growth).</li> <li>Land is commonly preserved in large lots or holdings pending development.</li> <li>Development occurs in accordance with a master plan or with strategic intent, usually as an extension to existing urban areas and infrastructure.</li> </ul>	Boyne Island-Tannum Sands Locality Calliope Frame Locality	<u>Boyne Island-Tannum Sands Locality</u> <b>Caretaker's residence</b> Dwelling house Workers accommodation <u>Calliope Frame Locality</u> Dwelling house Workers accommodation	Emerging Communities Zone
Village Zone	<ul style="list-style-type: none"> <li>Development in the townships that retain their small scale and local community focus by maintaining or enhancing the local character of the area.</li> <li>Residential development primarily provides for dwelling houses at a low density and scale.</li> </ul>	Calliope Frame Locality Calliope Rural Locality	<u>Calliope Frame Locality</u> <b>Caretaker's residence</b> Dwelling house Residential other (certain conditions) Residential secondary Workers accommodation	Township Zone

Zone	Key Features	Locations	Types of Housing Facilitated	Related QPP v3.0 Zoning
	<ul style="list-style-type: none"> <li>Generally characterised by small scale, but integrated settlements with a range of key community facilities and services such as schools, convenience shopping and community centres.</li> </ul>		Bed and breakfast <u>Calliope Rural Locality</u> <b>Caretaker's residence</b> Dwelling house Residential secondary (certain conditions) <b>Relative's apartment</b> Workers accommodation Bed and breakfast	
Miriam Vale Shire Planning Scheme Zoning Schedule				
Low Density Residential Zone	<ul style="list-style-type: none"> <li>Designated areas primarily intended to accommodate low density residential neighbourhoods.</li> <li>The scale and density of development is consistent with the existing character of the neighbourhood.</li> </ul>	Agnes Water Locality Seventeen Seventy Locality Miriam Vale Locality Turkey Beach Locality Rural Villages Locality (Bororen) Rural Villages Locality (Lowmead) Rural Villages Locality (Rosedale)	Dwelling house Bed and breakfast Dual occupancy <b>Relative's apartment</b>	Residential Living Zone
Medium Density Residential Zone	<ul style="list-style-type: none"> <li>Designated areas intended to accommodate a close settlement of residential uses.</li> <li>The scale and density of development is consistent with the existing character of the neighbourhood.</li> <li>Residential neighbourhoods are located close to community services and facilities and provide a high standard of residential amenity.</li> </ul>	Agnes Water Locality Seventeen Seventy Locality	Dwelling house Multiple dwelling Dual occupancy Accommodation building Bed and breakfast Caravan park <b>Caretaker's residence</b> <b>Relative's apartment</b> Retirement Village	Residential Choice Zone  Apartment Residential Zone



Zone	Key Features	Locations	Types of Housing Facilitated	Related QPP v3.0 Zoning
Tourist Commercial Zone	<ul style="list-style-type: none"> <li>• Designated areas primarily intended to accommodate tourism related activities such as accommodation, cafes, restaurants, shops and services.</li> <li>• Commonly located in close proximity to a range of facilities and services.</li> <li>• Development complements the character and coastal qualities of the area.</li> </ul>	Agnes Water Locality	Accommodation building Bed and breakfast <b>Caretaker's residence</b> Dwelling house Multiple dwelling Relative's apartment Tourist facility	Tourist Accommodation Zone
Special Residential Zone	<ul style="list-style-type: none"> <li>• Designated residential neighbourhoods intended to accommodate residential living in a manner that is sensitive to the natural environment.</li> <li>• Residential neighbourhoods are located close to community services and facilities and provide a high standard of residential amenity.</li> <li>• The scale and density of development is consistent with the existing character of the area.</li> <li>• The dominance of the natural character of the coastline is retained, including elements of vegetation and landscape.</li> </ul>	Agnes Water Locality	Dwelling house <b>Relative's apartment</b>	Environmental Management and Conservation Zone  Character Residential Zone

## Appendix D: Comparison of the Planning Scheme and QPP v3.0 Definitions

This section outlines the Use Definitions as contained in the QPP v3.0 and outlines how these relate to the current planning scheme definitions. It notes how the QPP v3.0 definitions change the use included in the current planning schemes.

Table 19 QPP v3.0 Clustering of Use Definitions

Activity group	Uses
accommodation activities	<ul style="list-style-type: none"> <li>• <b>caretaker's accommodation</b></li> <li>• community residence</li> <li>• dual occupancy</li> <li>• dwelling house</li> <li>• dwelling unit</li> <li>• home based activities</li> <li>• hostel</li> <li>• multiple dwelling</li> <li>• non-residential workforce accommodation</li> <li>• relocatable home park</li> <li>• residential care facility</li> <li>• retirement facility</li> <li>• short-term accommodation</li> <li>• tourist park</li> </ul>

It is noted that the QPP v3.0 Hospital definition also allows for “ancillary accommodation for employees and ancillary activities directly serving the needs or patients and visitors”, however it is not included in this table as it is not expected to provide a significant level of housing. This list does not include home based businesses and the like as they are primarily used as a dwelling and would be developed as a dwelling initially.

Table 20 QPP v3.0 Use Definitions and Comparison with Current Planning Schemes

QPP v.3.0 - Use	QPP v3.0 - Definition	QPP v3.0 - Examples include	QPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
<b>Caretaker's accommodation</b>	A dwelling provided for a caretaker of a non residential use on the same premises.		Dwelling house	Gladstone and Calliope <b>"Caretaker's Residence"</b> means the use of a dwelling unit by the proprietor or manager of an industry or business or a community or religious establishment which is carried on upon the same allotment or by a person having the care of the building, plant or site of such industry, business or establishment.  Miriam Vale <b>"Caretaker's Residence"</b> The use of a dwelling unit for accommodating a person having the care of premises used for business, commercial, industrial, charitable or sporting purposes or other non-residential uses on the same allotment.	The QPP v3.0 definition includes all uses in the GRC definitions but is more succinct.
Community residence	Any dwelling used for accommodation for a maximum of six persons who require assistance or support with daily living needs, share communal spaces and who may be unrelated.  The use may include a resident support worker engaged or employed in the management of the residence.	Hospice	Dwelling house, dwelling unit, hostel, residential care facility, short-term accommodation	Gladstone <b>"Institution" (Community Purpose)</b> means the use of premises for the purpose of incarceration or medical care or training or supervision, and ancillary accommodation, of a number of unrelated persons including any persons engaged in the giving of such care, training, or supervision. The term includes the use of premises for such purposes conducted by a government or statutory authority  The term does not include an "educational establishment" or "hospital".	The GRC <b>"Institution"</b> definition does not appear to readily fit with any of the QPP v3.0 definitions, but may be partly this definition and partly <b>"Residential Care Facility"</b> .

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
Dual occupancy	Premises containing two dwellings on one lot (whether or not attached) where the use is primarily residential.	Duplex	Dwelling house, multiple dwelling	<p>Gladstone and Calliope  <b>"Duplex Unit" (Residential Secondary)</b> means the use of two dwelling units, whether attached or unattached, for residential accommodation and situated on one allotment or parcel in a community management plan.</p> <p>Miriam Vale  <b>"Dual Occupancy"</b>                      The use of premises for two self contained dwelling units (whether attached or detached) such as a duplex on a single lot.</p> <p>Miriam Vale  <b>"Multiple Rural Occupancy"</b>                      The use of premises for the accommodation in the form of two (2) dwelling houses located on an allotment having an area greater than in the rural locality which is held in common ownership by the residents of the dwellings, and where associated with a bona fide use of land for a rural use.</p>	<p>The GRC and OPP v3.0 definitions are similar however the QPP v3.0 definition does not mention any requirement for a community management plan arrangement. The definition should not mention the need for a community management plan, as other tenancy arrangements are possible, and should not be excluded.</p> <p>Miriam Vale allows for two dwelling houses on one lot in a rural locality, where the land is held in common ownership. This is similar to the dual occupancy definition included in the OPP v3.0 except that the use is not primarily residential (rather being primarily rural). This is something which should be allowed under the planning scheme to enable the ongoing succession of rural enterprises. This should be addressed in detail under the Rural Living Study commissioned by Council.</p>

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
<p>Dwelling house</p>	<p>A residential use of premises for one household which contains a single dwelling.</p> <p>The use includes out-buildings and works normally associated with a dwelling and may include a secondary dwelling.</p>		<p>Caretakers accommodation, dual occupancy, hostel, short-term accommodation, student accommodation, multiple dwelling</p>	<p>Gladstone and Calliope  <b>"Dwelling House"</b> means the use of premises, being a single dwelling unit, for the purpose of domestic accommodation by a single family or an occupier having a right to the exclusive use thereof and has exclusive right to the allotment within which it is located. The term includes ancillary outbuildings ordinarily associated with the residential use of the dwelling house.</p> <p>Miriam Vale  <b>"Dwelling House"</b>                      The use of premises as a self contained single dwelling unit. This term also includes a home occupation where conducted by a resident of the house and not involving any employees or customers/patients to the house. The term does not include "home business", "home occupation" or "contractor's depot".</p> <p>Gladstone and Calliope  <b>"Relative's Apartment" (Residential Secondary)</b>                      means the use of premises for a second dwelling unit on a single allotment for the purpose of occupation by a member or members of the immediate family of the household residing in the first dwelling unit. The relative's apartment may also be used for occupation by a carer for the occupant(s) of the relative's apartment where the:</p> <p>(i) relative's apartment does not have title separate to that of the dwelling house;                      (ii) relative's apartment does not exceed a gross floor area of 60 square metres;                      (iii) total site cover of all buildings on the site does</p>	<p>The OPP v3.0 definition allows for a secondary dwelling as part of the use therefore, potentially making it easier to construct a secondary dwelling. This is considered a much needed change to allow for flexibility in future residential development in Gladstone.</p> <p>The OPP v3.0 definition also does not restrict the use of the secondary dwelling to a relative, which is considered a beneficial change. The OPP v3.0 definition makes a secondary dwelling, for use by any person, an integral part of the definition of a dwelling house.</p>

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
				<p>not exceed 50%; and (iv) relative's apartment is linked to and forms part of the dwelling house, architecturally, structurally and visually.</p> <p><b>The term does not include a "caretaker's residence", "caravan and relocatable home park" or "duplex unit".</b></p> <p>Miriam Vale <b>"Relative's Apartment"</b> The use of premises for a secondary dwelling unit on a single allotment for occupation by a relative of the occupier of the dwelling house. The relative's apartment must not have a separate title to that of the dwelling house, must not have a GFA greater than 60 square meters, and the total site cover of all buildings on the site does not exceed 50%. The term <b>does not include a caretaker's residence or dual occupancy.</b></p>	
Dwelling unit	A single dwelling within a premises containing non residential use/s.	<b>"Shop-top"</b> apartment	Caretaker's accommodation, dwelling house	<p>Gladstone <b>"dwelling unit"</b> means any building or part of a building comprising a self-contained unit used for the exclusive residential use of one household.</p> <p>Miriam Vale <b>"dwelling unit"</b> Means a building or part of a building comprising habitable rooms and spaces used, or capable of being used as a separate (self contained) living unit whether or not it includes a laundry or garage. Where dual key apartments are proposed, these will be counted as two (2) dwelling units.</p>	The GRC definitions here are used as administrative rather than use definitions. The OPP v3.0 makes the useful distinction between a dwelling (which could be any of the other uses defined here) and an individual dwelling unit as part of a mixed use development (this could be shop top housing or the like).

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	QPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
<p>Hostel</p>	<p>Premises used for the accommodation of more than one household where each resident:</p> <ul style="list-style-type: none"> <li>• has a right to occupy one or more rooms</li> <li>• does not have a right to occupy the whole of the premises in which the rooms are situated;</li> <li>• does not occupy a self contained unit;</li> <li>• shares communal facilities outside of the residents room, with one or more of the other residents.</li> </ul> <p>It may include:</p> <ul style="list-style-type: none"> <li>• rooms not in the same premises; or</li> <li>• provision of food or other services; or</li> <li>• on site management or staff and associated accommodation.</li> </ul>	<p>Boarding house, monastery, rooming accommodation, off-site student accommodation.</p>	<p>Hospice, community residence dwelling house, short term accommodation, multiple dwelling</p>	<p>Gladstone, Calliope and Miriam Vale</p> <p><b>"Accommodation Building"</b> (Residential Other) means the use of premises, comprising more than one rooming unit, for the purpose of residential accommodation of unrelated persons. The use includes boarding houses, hostels and the like.</p> <p>The term may include such ancillary uses as are normally associated with the specific type of accommodation building being considered i.e. entertainment and catering facilities for a youth hostel and any other activity necessarily required for the conduct of the use.</p> <p><b>The term does not include a "motel" or "aged person accommodation".</b></p> <p>Miriam Vale adds the following: The use includes uses commonly known as: motels, boarding houses, guest houses, back packer hostels, unlicensed hotels, homes for disabled persons, homes for disadvantaged persons, serviced rooms, residential clubs and attached accommodation for the family of the owner, or the manager. But excluding bed and breakfast, <b>caretaker's residence, dual occupancy, dwelling house, hotel, multiple dwelling and retirement village.</b></p>	<p>The definition in the OPP v3.0 is limited but does <b>allow for some "staffed supervised care"</b>. The GRC definitions are broader and includes for example a back packers hostel, which is <b>included under "short term accommodation" in the QPP v3.0</b>. The QPP v3.0 provides the benefits of more specific definitions for hotels, community residence and those dwellings offering a higher degree of care or no care (e.g. back packers).</p>



OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
Hotel	<p>Premises used primarily to sell liquor for consumption.</p> <p>The use may include short-term accommodation, dining and entertainment activities and entertainment facilities.</p>	Bar, pub, tavern	Nightclub	<p>Miriam Vale</p> <p>The use of premises for the sale of liquor for consumption either on or off the premises. The term includes dining and entertainment activities that may be associated with the premises, yet does not include accommodation building.</p>	<p>The Miriam Vale definition does not allow for accommodation, and this should be included as it is in the QPP v3.0. The QPP v3.0 makes a clear distinction between short term accommodation associated with liquor sales (hotel) and other short term accommodation (including motels).</p>
Multiple dwelling	A residential use of premises which contains three or more dwellings where the use is primarily residential.	Apartments, flats, units, townhouses	Rooming accommodation, dual occupancy, duplex, granny flat, residential care facility, retirement facility	<p>Gladstone and Calliope</p> <p><b>"Multiple Unit Residential" (Residential Other)</b> means the use of premises for residential purposes, comprising more than two dwelling units in one or more buildings on a lot, together with private recreation facilities and open space, whether or not the premises are subdivided afterwards by community title plan or otherwise.</p> <p>Calliope adds: The term does not include an accommodation building, aged persons accommodation, caravan and relocatable home park, or duplex or temporary workers accommodation.</p> <p>Miriam Vale The use of premises which comprise or are intended to comprise three or more self-contained dwelling units on any one allotment such as flats, home units, townhouses and ancillary facilities, but does not include accommodation building, caretaker's residence, dual occupancy, dwelling house or hotel.</p>	<p>The QPP v3.0 definition is clear without imposing any unnecessary restrictions, or qualifications.</p>

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
<p>Non-resident workforce accommodation</p>	<p>Premises used to provide accommodation for non-resident workers.</p> <p>The use may include provision of recreational and entertainment facilities for the exclusive use of residents and their visitors.</p>	<p><b>Contractor’s camp, construction camp, single person’s quarters, temporary workers accommodation</b></p>	<p>Relocatable home park, short-term accommodation, tourist park.</p>	<p>Gladstone and Calliope  <b>“Workers Accommodation” (Residential Temporary)</b> means the use of premises comprising any group of dwelling units and rooming units for the purpose of accommodation of a temporary nature for employees, and their families or dependants, of major industrial projects.</p> <p>Miriam Vale  <b>“ Rural Workers Accommodation”</b>                      The use of premises for the accommodation of workers (and their dependents) employed to assist with rural activities, mining, quarrying, forestry, construction and the like, being located near the premises where the workers are employed. The term includes all forms of temporary accommodation (whether or not they are self-contained) and all ablution facilities and associated plant and equipment.</p>	<p>The OPP v3.0 successfully combines the GCR definitions as it allows for both rural based work and urban based work. This definition is important for Gladstone as it needs to allow for high levels of temporary workers associated with major projects. Standards for non-resident workforce accommodation and locational criteria should be outlined in a specific code.</p>
<p>Relocatable home park</p>	<p>Premises used for relocatable dwellings (whether they are permanently located or not) that provides long-term residential accommodation.</p> <p>The use may include a <b>manager’s residence and office</b>, food and drink outlet, kiosk, amenity buildings and the provision of recreation facilities for the exclusive use of residents.</p>		<p>Tourist park</p>	<p>Gladstone and Calliope  <b>“Caravan and Relocatable Home Park”</b> (Residential Temporary) means the use of premises for the purpose of residential accommodation of a permanent or temporary nature which:</p> <p>(a) comprises the establishment of caravans, relocatable homes, tents or the like; and                      (b) includes ancillary activities such as the use of buildings, recreation and entertainment facilities and kiosks which cater exclusively for the residents of the premises and a managers office and residence.</p> <p><b>The term does not include a “motel”.</b></p>	<p>The GRC definitions combine relocatable homes and caravans, which does not differentiate between long term and shorter term accommodation and the needs associated with each.</p> <p>This definition is important in recognising the importance of alternate housing in this setting and the affordability that comes with it.</p>

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
Residential care facility	A residential use of premises for supervised accommodation where the use includes medical and other support facilities for residents who cannot live independently and require regular nursing or personal care.	<b>Children’s home, convalescent home, nursing home</b>	Community residence, dwelling house, dual occupancy, hospital, multiple dwelling, retirement facility	<p>Miriam Vale  <b>“Retirement Village”</b>                      The use of premises for the residential accommodation by elderly or retired persons where the premises:</p> <p>a) include dwelling units and/or rooming units and/or nursing home facilities which provide for independent living, serviced accommodation, residential aged care and/or high care facilities;                      b) provide on site opportunities for social and recreational pursuits, including communal facilities; and                      c) are of an integrated design and layout and are managed.</p>	The OPP v3.0 definition clearly sets out the fact that this use includes medical care and caters for those who cannot live independently. This is important in allowing for development of these uses, which have a growing need in the Gladstone Region.
Retirement facility	<p>A residential use of premises for an integrated community and specifically built and designed for older people.</p> <p>The use includes independent living units and may include serviced units where residents require some support with health care and daily living needs.</p> <p>The use may also include <b>a manager’s residence</b> and office, food and drink outlet, amenity buildings, communal</p>	Retirement village	Residential care facility	<p>Gladstone and Calliope  <b>“Aged Persons Accommodation” (Residential Other)</b> means the use of premises, comprising one or more rooming units or dwelling units, principally for the purpose of accommodating aged persons. The term includes such ancillary activities as the rendering of occasional medical or other professional care to the aged persons residing therein, and any other activity necessarily required for the conduct of the use.</p> <p><b>The term does not include a “hospital” or an Institution”.</b></p> <p>Miriam Vale  <b>“ Retirement Village”</b>                      The use of premises for the residential accommodation by elderly or retired persons where the premises:                      a) include dwelling units and/or rooming units and/or</p>	The OPP v3.0 definition makes clear that this use is specifically for older people and independent living units, while allowing for some level of care. This is an important type of housing which will demand a greater need in the future as the Gladstone population ages.

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
	facilities and accommodation for staff.			nursing home facilities which provide for independent living, serviced accommodation, residential aged care and/or high care facilities; b) provide on site opportunities for social and recreational pursuits, including communal facilities; and c) are of an integrated design and layout and are managed.	
Short-term accommodation	Premises used to provide short-term accommodation for tourists or travellers for a temporary period of time (typically not exceeding three consecutive months) and may be self-contained.  The use may include a <b>manager's residence and office</b> and the provision of recreation facilities for the exclusive use of visitors.	Motel, backpackers, cabins, serviced apartments	Hostel, rooming accommodation, tourist park	Gladstone and Calliope <b>"Motel" (Tourist Facility)</b> means the use of premises comprising more than two rooming units where such accommodation is provided in serviced rooms or suites containing ablution facilities, whether or not being self-contained in terms of food preparation and laundry facilities, and related car parking, together with a caretaker's residence and ancillary facilities, for the purpose of overnight accommodation of travellers. The term includes a restaurant, when conducted on the same allotment, principally for the use of house guests.  The term does not include "accommodation building" or "multiple unit residential".	The OPP v3.0 definition is clear, without any unnecessary complications. The OPP v3.0 definition allows for self contained units or normal motel units.
Tourist park	Premises used to provide for accommodation in caravans, self-contained cabins, tents and similar structures for the public for short term holiday purposes.  The use may include,	Camping ground, caravan park	Relocatable home park, tourist attraction, short-term accommodation	Gladstone <b>"Caravan and Relocatable Home Park" (Residential Temporary)</b> means the use of premises for the purpose of residential accommodation of a permanent or temporary nature which:  (a) comprises the establishment of caravans,	The Gladstone definition combines relocatable homes and caravans, which does not differentiate between long term and shorter term accommodation and the needs associated with each.  The OPP v3.0 definition is

OPP v.3.0 - Use	OPP v3.0 - Definition	OPP v3.0 - Examples include	OPP v3.0 - Does not include the following examples	Gladstone Regional Council (GRC) Similar Definitions	Notes
	<p>where ancillary, a <b>manager's residence and office</b>, kiosk, amenity buildings, food and drink outlet, or the provision of recreation facilities for the use of occupants and their visitors, and accommodation for staff.</p>			<p>relocatable homes, tents or the like; and</p> <p>(b) includes ancillary activities such as the use of buildings, recreation and entertainment facilities and kiosks which cater exclusively for the residents of the premises and a managers office and residence.</p> <p><b>The term does not include a "motel".</b></p> <p>Gladstone and Calliope <b>"Resort" (Tourist facility)</b> means the use of premises for the purpose of accommodation, entertainment and servicing of tourists, and developed as an integrated facility. A resort typically will consist of a combination of facilities including accommodation, sport and recreation facilities, licensed premises and indoor entertainment, as well as related transport facilities.</p> <p>The term may include other activities described in this Planning Scheme only when they are developed and provided in an integrated manner for the principal purpose of accommodating, entertaining and servicing tourists.</p> <p>Miriam Vale <b>"Caravan Park"</b> The use of premises for the parking and/or sitting of two or more campervans, caravans, cabins, relocatable homes or tents for the purpose of short term accommodation. This use may include any <b>manager's office/residence, amenity buildings,</b> recreational and entertainment facilities and shop with a GFA less than 50□m which cater exclusively for the occupants of the caravan park.</p>	<p>limited to relatively basic dwellings options such as tents, caravans and self contained cabins. This allows for more affordable housing options for tourists or travellers.</p> <p>The GRC definitions (Gladstone and Calliope) include the definition of a <b>"resort" which would</b> generally be a higher standard of dwelling and would come under the QPP v3.0 definition of short term accommodation.</p>

## Appendix E: Summary of Current Residential Density Provisions

The three tables below list the current residential zones under each planning scheme and provide information about minimum lot size, development density and identify any similar zones between the three planning schemes.

Table 21 Gladstone City Plan Residential Zones

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Residential Zone	<p>600sqm (or 300sqm - 600sqm in accordance with a plan of development)</p> <p>* (700-1,000sqm in accordance with the Kirkwood Road South Structure Plan)</p>	<p><u>Uptown and Waterfront Precincts</u>                      Dwelling house: max 1 p/lot;                      For sites &lt;1,000sqm: 1 unit/120sqm;                      For sites 1,001sqm-2,000sqm: 1 unit/90sqm;                      For sites &gt;2,000sqm: 1 unit/60sqm.</p> <p><u>Valley Precinct</u>                      Dwelling house: max 1 p/lot;                      For sites &lt;1,000sqm: 1 unit/190sqm;                      For sites 1,001sqm-2,000sqm: 1 unit/140sqm;                      For sites &gt;2,000sqm: 1 unit/90sqm.</p> <p><u>Dormitory Precinct</u>                      No solution specified.</p> <p><u>Barney Point Precinct</u>                      No solution specified.</p> <p><u>Hanson Road Precinct</u>                      No solution specified.</p> <p><u>Northern Precinct</u>                      Dwelling house: max 1/p lot.</p> <p><u>Round Hill Precinct</u>                      No solution specified.</p> <p><u>Kin Kora Precinct</u>                      No solution specified.</p> <p><u>Central Precinct</u>                      No solution specified.</p> <p><u>Urban Expansion Precinct</u>                      No solution specified.</p>	<p>Calliope Residential Zone.                      Miriam Vale Low Density Residential Zone.                      Miriam Vale Medium Density Residential Zone.</p>

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Residential (Higher Density) Zone	600sqm (or 300sqm - 600sqm in accordance with a plan of development)	<p><u>Uptown and Waterfront Precincts</u>                      For sites &lt;1,000sqm: 1 unit/120sqm;                      For sites 1,001sqm-2,000sqm: 1 unit/90sqm;                      For sites &gt;2,000sqm: 1 unit/60sqm.</p> <p><u>Valley Precinct</u>                      For sites &lt;1,000sqm: 1 unit/190sqm;                      For sites 1,001sqm-2,000sqm: 1 unit/140sqm;                      For sites &gt;2,000sqm: 1 unit/90sqm.</p> <p><u>Hanson Road Precinct</u>                      Dwelling units: 1 unit/100sqm.</p> <p><u>Dormitory Precinct</u>                      Dwelling units: 1 unit/250sqm.</p> <p><u>Barney Point Precinct</u>                      Dwelling units: 1 unit/100sqm.</p> <p><u>Northern Precinct</u>                      Dwelling units: 1 unit/100sqm.</p> <p><u>Central Precinct</u>                      Dwelling units: 1 unit/250sqm.</p>	Miriam Vale Medium Density Residential Zone.
Park Residential Zone	4,000sqm (6,000sqm average)  * (>6,000sqm in accordance with the Kirkwood Road South Structure Plan)	<p><u>Central Precinct</u>                      Dwelling units: 1 unit/250sqm.</p>	Calliope Rural Residential Zone.



Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Urban Expansion Zone	50ha (or in accordance with a master plan)	<u>Central Precinct</u> No solution specified. <u>Kirkwood Road South Precinct</u> No solution specified. <u>Urban Expansion Precinct</u> No solution specified. <u>Round Hill Precinct</u> No solution specified.	Calliope Urban Expansion Zone.
Island Settlement Zone	600sqm	No solution specified.	
Rural Zone	50ha	<u>Southern Precinct</u> No solution specified.	Calliope Rural Zone. Miriam Vale Rural Zone.

Table 22 Calliope Shire Planning Scheme Residential Zones

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Residential Zone	Dwelling house: 600sqm; Duplex: 900sqm; Multiple unit residential: 1,000sqm; Aged persons accommodation: 1,000sqm; Accommodation building/motel/resort: 1,000sqm; Master planned residential development: 450-600sqm. (unsewered lots may vary depending on capability of the site)	Dwelling house: N/A; Duplex: N/A; Multiple unit residential and aged persons accommodation: 1 unit p/250sqm of TSA; Accommodation building, motel, resort: 1 unit p/125sqm of TSA; Master planned residential: 1 dwelling p/600sqm of TSA; Workers accommodation: 1 dwelling p/450sqm of TSA and 1 rooming unit p/150sqm of TSA.	Gladstone Residential Zone. Miriam Vale Low Density Residential Zone. Miriam Vale Medium Density Residential Zone.
Rural Residential Zone	4,000sqm (6,000sqm average) for allotments with full pressure water supply; 10,000sqm (15,000sqm average) for allotments without full pressure water supply.	<u>Boyne Island Tannum Sands Locality</u> Workers accommodation: 1 dwelling p/450sqm of TSA and 1 rooming unit p/150sqm of TSA. <u>Calliope Frame Locality</u> <b>Workers accommodation: all 'plots' having a minimum of 130sqm.</b>	Gladstone Park Residential Zone. Miriam Vale Rural Character Zone.
Rural Zone	Boyne Island-Tannum Sands Locality: 30ha; Calliope Frame Locality: 30ha; Calliope Rural Locality: 250ha (ranging from 30ha to 250ha depending on relevant land classification).	<b>Workers accommodation: all 'plots' having a minimum of 130sqm.</b>	Gladstone Rural Zone. Miriam Vale Rural Zone.
Urban Expansion Zone	50ha (or in accordance with a master plan)	No solution specified.	Gladstone Urban Expansion Zone.

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Village Zone	Dwelling house: 600sqm; Duplex: 900sqm; Accommodation building and multiple unit residential less than 2 storeys on serviced lots: 1,000sqm; Aged persons accommodation on serviced lots: 1,000sqm. (unsewered lots may vary depending on capability of the site)	Dwelling house: N/A; Duplex: N/A; Accommodation building and multiple unit residential: 1 unit/250sqm; Aged persons accommodation: 1unit/250sqm; <b>Workers accommodation: all 'plots' having a minimum of 130sqm.</b>	

Table 23 Miriam Vale Shire Planning Scheme Residential Zones

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Low Density Residential Zone	600sqm; Dual occupancy: 800sqm.	Dwelling house: max 1 p/lot; Dual occupancy: max 1 unit p/150sqm of TSA; <b>Relative's apartment: max 60sqm in floor area and within 50m of principle dwelling.</b>	Gladstone Residential Zone.
Medium Density Residential Zone	Multiple dwelling: 800sqm; Dual occupancy: 800sqm; Dwelling house: N/A.	Multiple dwelling: max 1 unit p/150sqm of TSA; Max beds in accommodation building is 1 bed/17sqm of TSA; <b>Relative's apartment: max 60sqm in floor area and within 50m of principle dwelling.</b>	Gladstone Residential Zone. Gladstone Residential (Higher Density) Zone.
Rural Character Zone	Where connected to a reticulated sewer system: 4,000sqm; Where not connected to a reticulated sewer system: 2ha	Dwelling house: max 1 p/lot; <b>Relative's apartment: max 60sqm in floor area and within 50m of principle dwelling.</b>	Gladstone Park Residential Zone. Calliope Rural Residential Zone.
Rural Zone	200ha	Multiple rural occupancy: max of two dwelling houses only on sites with a min area of 10ha and where rural uses demonstrate a need for a second dwelling.	Gladstone Rural Zone. Calliope Rural Zone.
Tourist Commercial Zone	Not specified	Multiple dwelling: max 1 unit p/150sqm of TSA; Max beds in accommodation building is 1 bed/17sqm of TSA; <b>Relative's apartment: max 60sqm in floor area and within 50m of principle dwelling.</b>	Gladstone Tourism Infrastructure Zone.

Zoning Terminology	Min Lot Size	Density	Similar Zones in Calliope and Miriam Vale
Special Residential Zone	Where connected to a reticulated sewer system: 2,000sqm; Where not connected to a reticulated sewer system: 4,000sqm.	Dwelling house: max 1 p/lot.	

## Appendix F: Summary of Current Levels of Assessment

Barriers to housing diversity and affordable housing can be addressed through the level of assessment that applies to housing forms. The current levels of assessment for residential development, as they apply to each planning scheme, are set out in the three tables below.

Table 24 Current Levels of Assessment in the Gladstone Plan

Zone	Locality	Housing Types	Level of Assessment	Level of Assessment Criteria
Residential Zone	City Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Impact assessable if: duplex unit on an allotment less than 800sqm and/or which has not previously been deemed suitable by Council for a duplex as part of a reconfiguration approval.
		Residential Temporary	Impact	
	Eastern Harbour Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Impact assessable if: duplex unit on an allotment less than 800sqm and/or which has not previously been deemed suitable by Council for a duplex as part of a reconfiguration approval.
		Residential Temporary	Impact	
	Suburban Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Impact assessable if: duplex unit on an allotment less than 800sqm and/or which has not previously been deemed suitable by Council for a duplex as part of a reconfiguration approval.
		Residential Temporary	Impact	
Residential (Higher Density) Zone	City Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Impact	
		Residential Other	Code/Impact	Code assessable if: the development is 26m less in height from the natural ground level and the total site area is 1,500sqm or greater.
		Residential Secondary	Impact	
		Residential Temporary	Impact	
	Eastern Harbour Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Impact	
		Residential Other	Code/Impact	Impact assessable if: development is 3 storeys or more in height.
		Residential Secondary	Self/Code/Impact	Impact assessable if: development is 3 storeys or more in height. Self assessable if: duplex is less than 3 storeys in height.
		Residential Temporary	Impact	

Zone	Locality	Housing Types	Level of Assessment	Level of Assessment Criteria
	Suburban Locality	<b>Caretakers' Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Code/Impact	Impact assessable if: development is 3 storeys or more in height.
		Residential Secondary	Self/Code/Impact	Impact assessable if: development is 3 storeys or more in height. Self assessable if: duplex units less than 3 storeys in height.
		Residential Temporary	Impact	
Park Residential Zone	Suburban Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code	
		Residential Temporary	Impact	
Urban Expansion Zone	Suburban Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Code	
		Residential Other	Impact	
		Residential Secondary	Impact	
		Residential Temporary	Impact	
Island Settlement Zone	Harbour Islands Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Impact	
		Residential Temporary	Impact	
Rural Zone	North West Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Code	
		Residential Other	Impact	
		Residential Secondary	Impact	
		Residential Temporary	Impact	
	Eastern Harbour Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Code	
		Residential Other	Impact	
		Residential Secondary	Impact	
		Residential Temporary	Impact	
	Suburban Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Impact assessable if: a duplex.
		Residential Temporary	Impact	
	Gladstone Frame Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: a relatives apartment.
		Residential Temporary	Impact	
	Harbour Islands Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Impact	
Residential Temporary		Impact		

\* Development is only self assessable if it complies with the assessment criteria of the relevant code(s).



Table 25 Current Levels of Assessment in the Calliope Shire Planning Scheme

Residential Zone	Locality	Housing Types	Level of Assessment	Level of Assessment Criteria
Residential Zone	Tannum Sands Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Code/Impact	Code assessable if: a) development is an accommodation building with 2 habitable storeys or less; or b) development is multiple unit residential with 2 habitable storeys or less, with 1 unit/250sqm on sites >1,000sqm.
		Residential Secondary	Code	
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.
Rural Residential Zone	Tannum Sands Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: relatives apartment.
	Residential Temporary	Code/Impact	Code assessable if: workers accommodation.	
	Calliope Frame Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: relatives apartment.
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.
Rural Zone	Tannum Sands Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: relatives apartment.
		Residential Temporary	Code Impact	Code assessable if: workers accommodation.
	Calliope Frame Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: relatives apartment.
	Residential Temporary	Code/Impact	Code assessable if: workers accommodation.	
	Calliope Rural Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: relatives apartment.
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.
	Urban Expansion Zone	Tannum Sands Locality	<b>Caretaker's Residence</b>	Code
Dwelling House			Self	
Residential Other			Impact	
Residential Secondary			Impact	
Residential Temporary			Code/Impact	Code assessable if: workers accommodation.

Residential Zone	Locality	Housing Types	Level of Assessment	Level of Assessment Criteria
	Calliope Frame Locality	<b>Caretaker's Residence</b>	Impact	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Impact	
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.
Village Zone	Calliope Frame Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Code/Impact	Code assessable if: a) accommodation building or multiple unit which are 2 habitable storeys or less on serviced lots >1,000sqm and at 1 unit/250sqm of site area; or b) aged persons accommodation on serviced lots >1,000sqm and at 1 unit/250sqm of site area.
		Residential Secondary	Code	
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.
	Calliope Rural Locality	<b>Caretaker's Residence</b>	Code	
		Dwelling House	Self	
		Residential Other	Impact	
		Residential Secondary	Code/Impact	Code assessable if: a) duplex on an allotment >1,000sqm; or b) relatives apartment.
		Residential Temporary	Code/Impact	Code assessable if: workers accommodation.

\* Development is only self assessable if it complies with the assessment criteria of the relevant code(s).

Table 26 Current Levels of Assessment in the Miriam Vale Shire Planning Scheme

Residential Zone	Housing Types	Level of Assessment	Level of Assessment Criteria
Low Density Residential Zone	Accommodation Building	Impact	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Code	
	Dual Occupancy	Code	
	Dwelling House	Self	
	Multiple Dwelling	Impact	
	Multiple Rural Occupancy	Impact	
	Relatives Apartment	Code	
	Retirement Village	Impact	
Medium Density Residential Zone	Rural Workers Accommodation	Impact	
	Accommodation Building	Impact	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Code	
	Dual Occupancy	Code	
	Dwelling House	Self	
	Multiple Dwelling	Code	
	Multiple Rural Occupancy	Impact	
Relatives Apartment	Code		

Residential Zone	Housing Types	Level of Assessment	Level of Assessment Criteria
	Retirement Village	Code	
	Rural Workers Accommodation	Impact	
Rural Character Zone	Accommodation Building	Impact	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Impact	
	Dual Occupancy	Impact	
	Dwelling House	Self	
	Multiple Dwelling	Impact	
	Multiple Rural Occupancy	Impact	
	Relatives Apartment	Code	
	Retirement Village	Impact	
	Rural Workers Accommodation	Code	
Rural Zone	Accommodation Building	Impact	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Code	
	Dual Occupancy	Impact	
	Dwelling House	Self	
	Multiple Dwelling	Impact	
	Multiple Rural Occupancy	Code/Impact	Code assessable if: site exceeds 10ha. Impact assessable if: site is equal to or less than 10ha.
	Relatives Apartment	Code	
	Retirement Village	Impact	
Tourist Commercial Zone	Accommodation Building	Code	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Code	
	Dual Occupancy	Impact	
	Dwelling House	Code	
	Multiple Dwelling	Code	
	Multiple Rural Occupancy	Impact	
	Relatives Apartment	Code	
	Retirement Village	Impact	
Special Residential Zone	Accommodation Building	Impact	
	Caravan Park	Impact	
	<b>Caretaker's Residence</b>	Code	
	Dual Occupancy	Impact	
	Dwelling House	Self	
	Multiple Dwelling	Impact	
	Multiple Rural Occupancy	Impact	
	Relatives Apartment	Code	
	Retirement Village	Impact	
Rural Workers Accommodation	Impact		

\* Development is only self assessable if it complies with the assessment criteria of the relevant code(s).