

Gladstone

URBAN DESIGN STUDY & STRATEGY



CLIENT

Gladstone Regional Council

This Urban Design Study and Strategy has been prepared on behalf of Gladstone Regional Council.



TEAM

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This document is intended to provide a resource to the Gladstone Regional Council Planning Scheme preparation process. The document represents a collection of ideas and strategies. It is not intended to be an exhaustive summary of analysis of every settlement in Gladstone but rather a selective summary of important themes, analysis, ideas and issues that have and will impact upon the future direction of the urban form in some of the major urban centres.

CONTENTS

Introduction	1
Review of existing planning scheme	2
Regional Structure	4
Emerging Themes	6
Potential for Change	8
The City Centre	10
The Valley	14
Gladstone South	18
Gladstone West.....	20
Kin Kora	22
Barney Point	26
Calliope.....	28
Boyne Island	32
Tannum Sands	36
Agnes Water & Seventeen Seventy	40
Character	44
Development Forms.....	47
Recommendations for the New Planning Scheme	59



INTRODUCTION

PURPOSE OF THE STUDY

The new Gladstone Regional Council (GRC) was formed in March 2008 and includes the former Calliope Shire, Gladstone City and Miriam Vale Shire Councils as well as the Gladstone Calliope Aerodrome Board.

As a result of the amalgamation, Council resolved to commence preparing a new planning scheme for the whole Gladstone Regional Council area to replace the existing three planning schemes.

The preparation of a consolidated planning scheme represents a significant milestone for the GRC post amalgamation. It is an opportunity for the Council, community and associated stakeholders to establish a new regional identity that looks to the future. The built form and character of towns and settlements throughout the region are a critical elements of this identity especially in an area experiencing different levels of growth associated with resource development.

Underpinning all of this is the sense of community and quality of life valued by residents (and visitors). Maintaining existing qualities such as a strong sense of community, affordable housing, good lifestyle and a clean and healthy environment, are as desirable outcomes as strong growth and employment. The new planning scheme is an important tool in how these outcomes will be delivered.

The aim of this Urban Design Study and Strategy is to identify an overall approach to urban design within parts of the Greater Gladstone Region relating to centres, commercial, and residential development. This involves understanding each centre and the relationships between them, as well as the pressures they are facing for growth and consolidation. Identifying areas for change and providing guidance for these areas will assist in providing Council with a clear direction for built form responses.

This study has been undertaken through a review of relevant planning studies, GIS and mapping data as well as an extensive tour of key town and places in the GRC area. Workshops and discussions

with Council officers have provided additional inputs into content and analysis.

Included in this study are recommendations for height, and built form typologies for a variety of centres and neighbourhoods throughout the region. It is envisaged that this report will assist in formulating urban design and development assessment criteria for the new planning scheme. In particular, the inclusion of robust design-based planning provisions will deliver good built form outcomes that manage growth and create areas of high amenity and character. Further, this study aims to develop urban design responses in key growth areas identified by GRC.

ISSUES & CHALLENGES

Cities and towns are complex and challenging. Getting the balance between growth and the maintenance of character can be difficult. The concept of density and indeed the very notion of change within existing communities is extremely difficult. Without information, discussion and genuine consultation the planning process can quickly derail.

There are a number of issues, questions and challenges which are important to the development of an urban design strategy. These are listed as follows:

- Understanding the difference between principal centres, neighbourhood centres and rural centres and describing these differences in building typologies
- Creating centres that are more than shopping centres but are mixed use centres for community interaction and exchange
- Allowing for growth and expansion of some areas within a defined urban form that creates a coherent and sustainable outcome
- Exploring the extent, detail and type of residential development within the City of Gladstone
- Understanding what are the communities expectations about height?
- Defining what are important streetscapes?
- Developing building typologies that complement the streetscapes?
- Identifying catalyst sites and centres and detailing the responses and qualities these buildings and spaces should have?
- Examining the appropriate form, height and scale of residential and other development in identified locations
- Identifying opportunities for public realm improvement to reinforce linkages
- Consolidating and defining the role and extent of industry areas
- Civilising car movement through the key areas
- Delivering of effective urban design outcomes in planning schemes
- Describing what are good built form outcomes for the Gladstone region?

REVIEW OF EXISTING PLANNING SCHEME

At present the Gladstone region operates under three separate planning schemes representative of the administrative situation prior to local government amalgamations. The preparation of the new planning scheme for the Gladstone region offers the opportunity to review and assess the performance of the Planning Schemes for Miriam Vale, Calliope and Gladstone. It also provides a starting point in which to identify key urban design outcomes that have been delivered through the life of these planning schemes.

MIRIAM VALE PLANNING SCHEME 2009

The Miriam Vale Planning Scheme (2009) is structured around seven localities where the major urban centres are identified as Agnes Water, Seventeen Seventy and Miriam Vale. This planning scheme is based on what appears to be a low growth scenario and is reflected by low density zones in centres and residential areas.

Design related provisions essentially revolve around Zone codes and Land Use Codes which in many ways is consistent with the new Queensland Planning Provisions (QPP) approach. Outside of this, Locality Codes generally provide broader land use, environmental and general amenity based provisions other than focussing on specific urban design requirements.

Zone Codes provide building and siting provisions such as building height, site cover and setbacks. There are no specific provisions around built form, building articulation, materials, streetscape and the like. In some cases the purpose of the Zone Code outlines a relevant design intent such as a, “built form with coastal qualities” (eg Tourist Commercial Zone Code). These type of outcomes need to be reflected more strongly in assessable provisions in the Zone code itself as a means to achieve urban design outcomes and is particularly relevant for Agnes Waters where tourism related development capitalises on its coastal location.

The Miriam Vale planning scheme also includes Use codes that provide more detailed design considerations. This includes aspects such as building treatments largely focusing on minimising building bulk along with open space and landscaping and amenity considerations.

The application of Locality, Zone and Use codes in the Miriam Vale planning scheme currently regulate built form and design outcomes. Notwithstanding, these provisions provide limited influence over these outcomes based on key parameters predominantly based on height, density, setbacks and the like. In some circumstances this has little impact in new development contributing positively to the character described in each of the locality codes.

CALLIOPE SHIRE PLANNING SCHEME 2007

Similar to the Miriam Vale Scheme, the Calliope Shire Planning Scheme (2007) is divided up into localities dominated by the settlements of Calliope and Boyne Island – Tannum Sands. Locality codes contain specific outcomes and probable and acceptable solutions for various zones (eg. residential and commercial zones) that seek to guide land use and built form outcomes.

A number of design related provisions are included as performance criteria in the locality codes. This provides a useful framework in which to provide design flexibility and innovation although it is noted that there is a lack of acceptable solutions which can assist in the assessment of proposals and in providing clear guidance for applicants undertaking design processes.

The Calliope Planning Scheme uses 'key site areas' as a mechanism employed to identify strategic areas in which some form of more intense development is envisaged (eg. Boyne Island – Tannum Sands). Criteria are attached to the overall outcomes for each relevant locality which in most cases describes broad land use outcomes, any environmental constraints and the site's relationship with the locality.

It is envisaged that the significance of these key sites necessitates the need for master planning to be undertaken. This is reflected in zone codes and key site tables within each locality that provide performance criteria which seems to reinforce overall outcomes. Notwithstanding, there is a lack of clear prescriptive criteria or acceptable solutions (where relevant) which inevitably has the potential to create uncertainty in the development assessment process. For instance the following extract relates to building height in the Boyne Island – Tannum Sands locality:

A greater maximum building height for sites within the Key Sites 1,2,3,4 & 6 is encouraged provided the overall outcomes of the Key Site are achieved and the following is met:

(i) in response to an outstanding building design and landscaping plan;

(ii) protection of adjoining resident's amenity, privacy and utility; and

(iii) Buildings cast shadows over less than 30% of an adjoining lot between the hours of 9:00 a.m. or 3:00 p.m. on 22 June in any year with the exceptions specifically referred to in the Key Site 1, Key Site 3 and Key Site 4 outcomes.

In consideration of key sites, the Calliope planning scheme does identify some use design related parameters relating to street presence, location of carparking, view corridors and the like.

THE GLADSTONE PLAN 2006

The Gladstone Planning Scheme (2006) is divided into six localities where each locality has a range of appropriate land use zones. Precincts are also utilised in some circumstances to provide finer grained provisions.

The City locality code provides some valuable centres design related provisions for the City Centre that address urban form, building orientation, streetscape and amenity. This responds to both the City Centre and Valley areas which are recognised as precincts in the locality code. The remaining localities generally refer to built form through predominantly residential density, building height and site cover.

Whilst the Gladstone scheme has some useful and relevant provisions that can be transferred into the new planning scheme, there are some anomalies to zoning in some localities. For instance, the high density residential areas in Barney Point appear to have never been taken up. The new planning scheme offers the opportunity to address these anomalies through a more concerted zoning approach that focuses on directing development into more strategic areas supported by services and transport.

The scale and complexity of the Gladstone urban area has changed since the introduction of localities in the current scheme. A number of 'areas for change' have been identified later in this report that fit within these larger localities but have the ability to develop in different ways through in some cases more intensive development. It is timely in the preparation of the new planning scheme to move away for broad based localities towards the QPP zoning approach supported by precincts to provide locally specific responses.

REGIONAL STRUCTURE

As the new local authority's name suggests, Gladstone is now a region with its own network of interconnected and interdependent centres and settlements.

Beyond the urban fringe of Gladstone City, residential development jumps to Tannum Sands, Boyne Island and Calliope. These settlements act as dormitory suburbs for Gladstone and are discussed in more detail later in this document. However, it is important for the image of all these places that a high degree of physical separation is maintained to ensure their individuality as places within a broader region, is retained.

The City of Gladstone itself is a resource city. But, unlike other cities such as Mackay, whose economy is also driven by nearby resource/extractive industries, the evidence of the impact of this industry activity is highly visible and dominates viewscapes around the town.

The city is set on a series of low hills with residential neighbourhoods clustering on the hills to take advantage of views, breezes and aspect. Long views from these neighbourhoods are outstanding no matter where one looks—east to the sea and islands south, north and west to mountains and coastal plains (Many Peaks Range, Calliope Range, Mt Larcom). The extent of industry in visually prominent locations detracts from picturesque views. This adds to Gladstone's strong visual contrasts creating some of the most unique landscapes of any Queensland city.

The City Centre is located on narrow ridgeline which runs generally north-south. The City's Main Street (Goondoon Street) runs along the top of the ridgeline. A traditional grid layout defines the City Centre which creates a very permeable network that assists both pedestrian and vehicle movement. Taller buildings up to 8 storeys cluster at the crest of the ridgeline in a small area around the main cross streets of Roseberry and Yarroon Streets. Shorter buildings occupy the lower slopes of the ridgeline. Indeed building height drops dramatically with distance from the main street even though distant views are still pleasant.

Further from the City Centre, building heights quickly diminish with distance. Surrounding the City Centre are a number of neighbourhoods—The Valley, Barney Point, South Gladstone, and West Gladstone. These areas generally contain the bulk of Gladstone's older housing stock and are similarly endowed with a grided network of streets which is modified to suit the topography of the location. Houses are of light weight construction, flexible in their use, able to be raised and extended or converted to other uses. These areas constitute an inner city ring as shown in Figure 1. Some signs of infill housing are present with older housing making way for attached housing and apartment style accommodation.

Beyond this from Breslin and Derby Streets, is the middle ring of neighbourhoods. Housing is generally post war housing, 60s and 70s containing a mix of housing styles and materials. Older forms of housing have timber cladding while newer areas have face brick and rendered masonry finishes. These areas are serviced by the large but poorly integrated Kin Kora Shopping Centre, a typical internal mall style shopping centre surrounded by parking.

A mix of road layout approaches from traditional grids in older areas to a more curvilinear pattern in newer areas is evident. The older road patterns are essentially modified grids with good levels of connectivity and legibility.

Newer areas rely on the arterial street network which has generated a poorly connected urban structure. This development is difficult to service and reflects an ad hoc approach to expansion and growth.

Beyond this, around Kirkwood Road, is the outer ring of suburbs. Recent developments have been created with curvilinear street patterns and culs de sac. Development tends to be in planned estates with coordinated house and land packages on highly altered sites enabling slab on ground building techniques. These areas have highly modified topographies and drainage regimes as a result of extensive retaining structures and earthworks.

Building style and design incorporates heavy weight material such as face brick and rendered masonry with little mixing or variation in style. Land use tends to be highly homogeneous and clearly delineated through specific building forms for each use.

Building forms are not generally suitable for redevelopment or adaptation to other uses or relocation.

INNER RING SUBURBS—GLADSTONE,
THE VALLEY, SOUTH GLADSTONE,
BARNEY POINT

MIDDLE RING SUBURBS—
WEST GLADSTONE, KIN KORA,
SUN VALLEY

OUTER RING
SUBURBS—CLINTON, TELINA,
GLEN EDEN

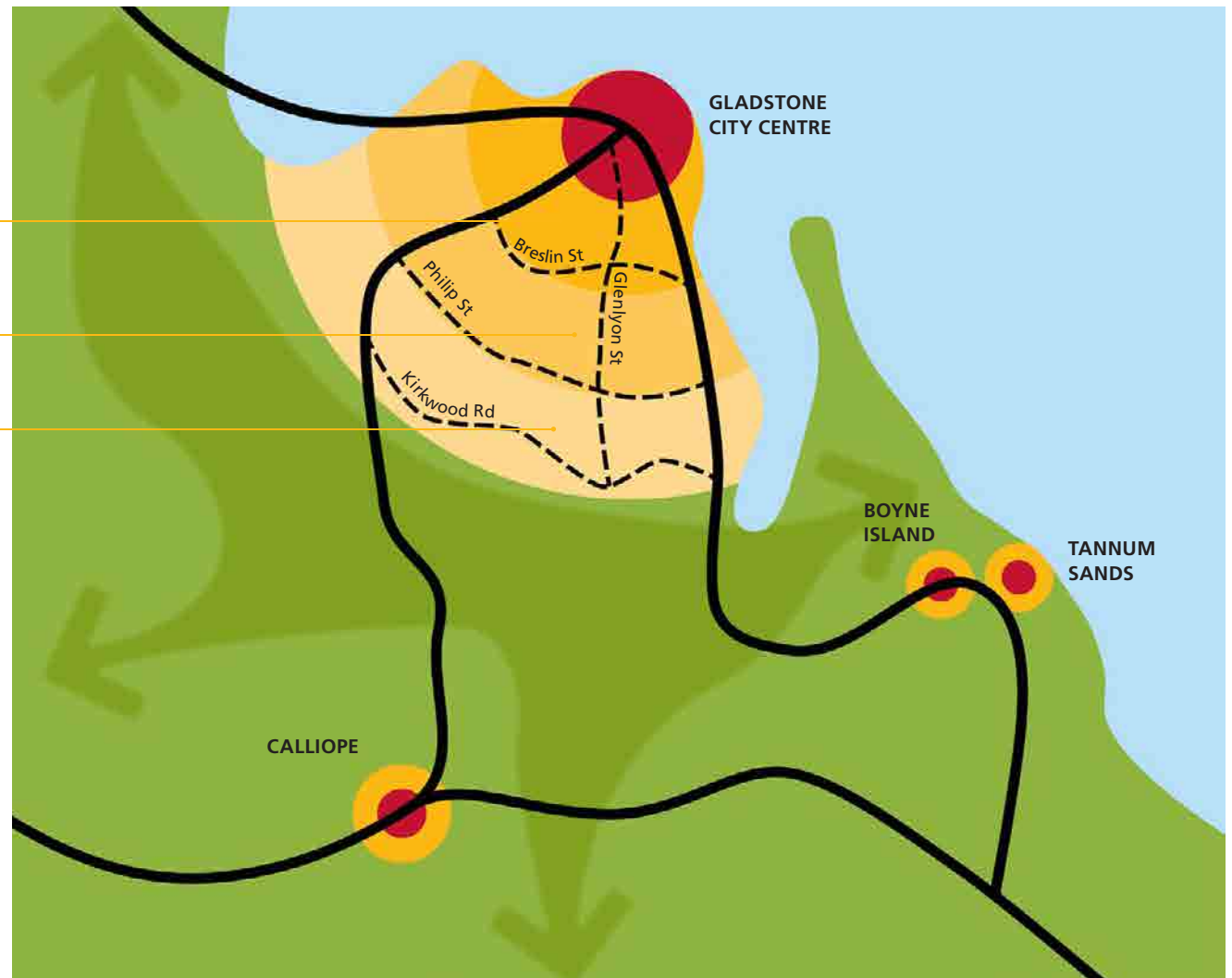


FIGURE 1 GLADSTONE'S REGIONAL STRUCTURE

EMERGING THEMES

GROWTH PRESSURE

Gladstone's resource and industrial nature has driven employment and therefore population growth in the region. The majority of the anticipated growth will be accommodated in the fully serviced centres of Gladstone, Boyne Island, Tannum Sands, Calliope and Agnes Water.

The Gladstone City Centre is, and will remain, the predominant commercial and administrative centre of the sub-region. Although Gladstone itself is experiencing considerable growth pressures, Boyne Island, Tannum Sands and Calliope are also experiencing strong growth pressure.

Not all this growth can be accommodated by continued urban expansion and as such, there is pressure for infill housing to cater for some of this housing need.

This growth is not likely to occur only in the City Centre where the focus is on short-term and hotel accommodation. There are opportunities for infill development and increased densities within the surrounding centres of Gladstone. Development is currently occurring in these areas although the density is not high enough to be able to achieve the targets which have been set by the State Government and GRC and they do not necessarily provide a desirable built form response.

To help achieve a more dense form of development and relieve some of the residential demand for growth, infill development will need to be part of the strategy. But infill of course needs to be sensitively considered in existing communities.

URBAN FORM

Council have prepared the 'Our Place OurPLAN' document which discusses the issue of urban form in Gladstone. It notes that *"a compact urban form can significantly reduce land and energy consumption. It can reduce the dependence on car usage by encouraging walking and cycling, and reduce the costs of providing infrastructure. By providing clear community edges, urban villages can be created providing a high level of self containment and strong community identity."*

This is an important aim in achieving a more sustainable form of development and indeed urban settlement. This requires the promotion of mixed use development in some of these centres. There are a number of benefits of mixed use development which include:

- More convenient access to services and facilities
- Reduced travel distances
- Reduced congestion
- Opportunities for social interaction
- Greater diversity in housing choice and household type
- A greater feeling of safety, with more 'eyes on streets'
- Greater energy efficiency and more efficient use of space, buildings and existing infrastructure
- More consumer choice of lifestyle, location and building type
- Greater urban vitality through enhanced street life and activity
- Increased viability of urban facilities and support for small business
- Increased pedestrianisation of neighbourhoods.

HEIGHT & DENSITY

The 'Our Place OurPLAN' document also discusses issues of increased residential densities. Council's document notes that at present, typical residential subdivisions in GRC are achieving in the order of ten to twelve dwellings per hectare. This is relatively low compared with other urban locations in Queensland and in other parts of Australia.

Achieving denser urban environments needs to be approached with sensitivity for existing communities with consideration given to issues of:

- Proximity to existing centres, services and public transport
- Areas experiencing land use change
- Built form (height, form and scale)
- Public/private open space
- Privacy
- Parking and access

Consideration of density must also be suited to the setting and context. There's no point increasing density in greenfield sites by advocating for twenty storey buildings. They would be out of scale, context and expectations. Smaller lot housing and townhouses however would be in keeping with the scale and context of a newly developing area and placed in proximity to neighbourhood centres will contribute to the life and activity of the centre, provide housing choice and contribute to a more compact walkable urban form.

BUILT FORM

In general, buildings should have the following principles for frontage and form:

- All buildings address and overlook streets and public spaces
- Taller buildings should have a distinct bottom, middle and roof. Upper levels of buildings are expressed differently, while lower floors respond to the street geometry
- The scale and height of buildings define the street and public realm. This will assist in establishing the hierarchy of public spaces and streets, promoting the legibility of the development. Built form reinforces the structure of the street system through aligning building fronts parallel to the streets
- Where buildings face public realm areas including streets, parks and walkways, significant overlooking and surveillance opportunities must be incorporated with positive crime prevention through environmental design (CPTED) practice. Where public use walkways are incorporated between or within sites, the buildings must front activated zones to these walkways in accordance with positive CPTED practice
- Buildings on corners address both street frontages. Corners are expressed as stronger visual elements promoting legibility of the urban form. Building entries on corners are an effective way of achieving architectural expression. Building awnings, truncated corner facades, well detailed and expressed corner facade treatments assist in addressing corners.
- Building design and set out takes into consideration views, aspect and privacy of those residential developments adjoining. This is particularly important in dealing with taller tower elements. As a minimum, 18 metres is maintained between towers (balcony to balcony) where there is a potential for overlooking to occur. This setback will ensure that an appropriate distance is maintained between tower elements that allows for privacy to be maintained as well as ventilation and solar access
- Building frontages treatment is a key element in setting the appropriate relationship of buildings to surrounding streets and public spaces and creating opportunities for active frontages
- Some streets (main streets) should have mandatory zero front setbacks. Zero setbacks at lower levels allow for perimeter forms of development whilst maintaining a human scale to the centre.

POTENTIAL FOR CHANGE

With increasing population growth it is natural that some of this intensification will be contained within existing urban areas where there is infrastructure, both hard and soft. These places are also generally easier to access for services etc.. However, not all areas are suited to infill development for higher density development. Generally, those areas considered appropriate will have the following characteristics:

- Close to existing centres
- Well serviced by existing infrastructure
- Close to existing services - schools, child care etc.
- Are located along bus routes or other public transport routes
- Have an appropriate underlying street network that has high levels of connectivity and permeability
- Road widths are sufficient of not less than sixteen to eighteen metres
- Have sufficient open space areas with a range of recreational experiences
- Have older housing stock
- Are close to employment opportunities
- Are flat to gently undulating land.

There are a number of areas within Gladstone, along with the towns of Calliope, Tannum, Boyne and Agnes Water, that have the potential to change and meet this demand for development intensity.

Using the criteria outlined above, it is possible to broadly map, particularly the areas in and around Gladstone, those areas considered suitable for infill development, or redevelopment for higher density residential uses. Figure 2 identifies these as areas for change.

As can be seen, within Gladstone those areas closest to the City Centre and the City Centre itself generally meet the above criteria. Other areas particularly those south of Philip Street are generally

unsuitable. Residential development in these areas has been ad hoc, with a poorly interconnected movement network in a local and district sense. Housing stock is more recent and the road layout is not conducive to redevelopment without radical intervention.

Within Gladstone a number of precincts have been identified for further investigation. These are discussed in more detail later in the report.

The boundaries for the precincts are in some instances arbitrary, some are based on edges formed by road or rail corridors whilst others, have been selected based on topographic or geographic features such as hills and waterways as well as main roads. The boundaries between The Valley and the City Centre is however based on a distinction in building form and topography. At Bramston Street which is a major gateway into the city, Goondoon Street flattens off towards The Valley but rises as it heads to the City Centre. Existing historical built forms occupy prominent corners in this location. These buildings signal a change in scale. These subtle differences also help in defining precinct boundaries.

Precincts are shown at Figure 3 and include:

- The City Centre (1)
- The Valley (2)
- Gladstone South (3)
- Gladstone West (4)
- Kin Kora (5)
- Barney Point (6)

These areas already contain existing centres, be they larger shopping complexes, or smaller local stores, and in most cases a mix of other uses. The street network and public transport services make them walkable and well connected. The topography within these areas is generally flat or gently undulating. The subdivision of these precincts has created lots which have the potential to be amalgamated and

redeveloped without major disturbance to their character.

Within Calliope, the immediate around surrounding the new shopping centre, has been identified as the focus area for change. In saying this, Calliope is expected to accommodate an additional 15,000 people by 2031 which may indicate that a broader area will need to be considered in the longer term.

Tannum, Boyne and Agnes Water have also been considered for development intensification. Again the focus surrounds the existing centres where increases in density can contribute to reinforcing these centres.

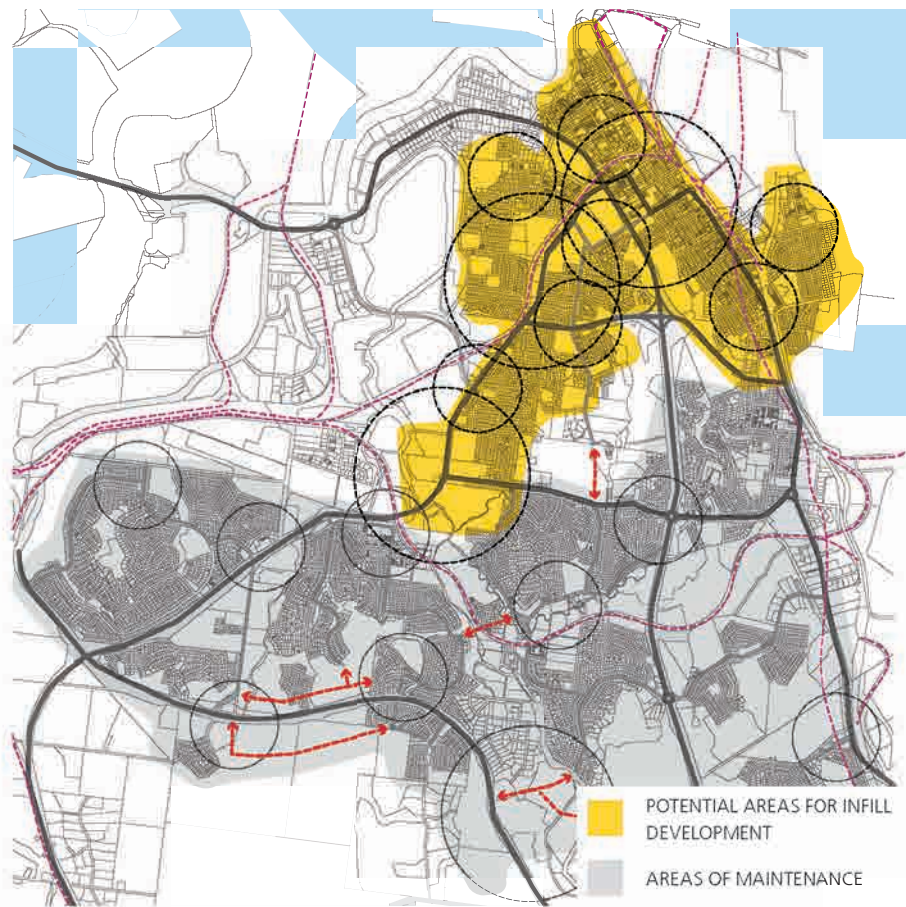


FIGURE 2 POTENTIAL AREAS FOR CHANGE

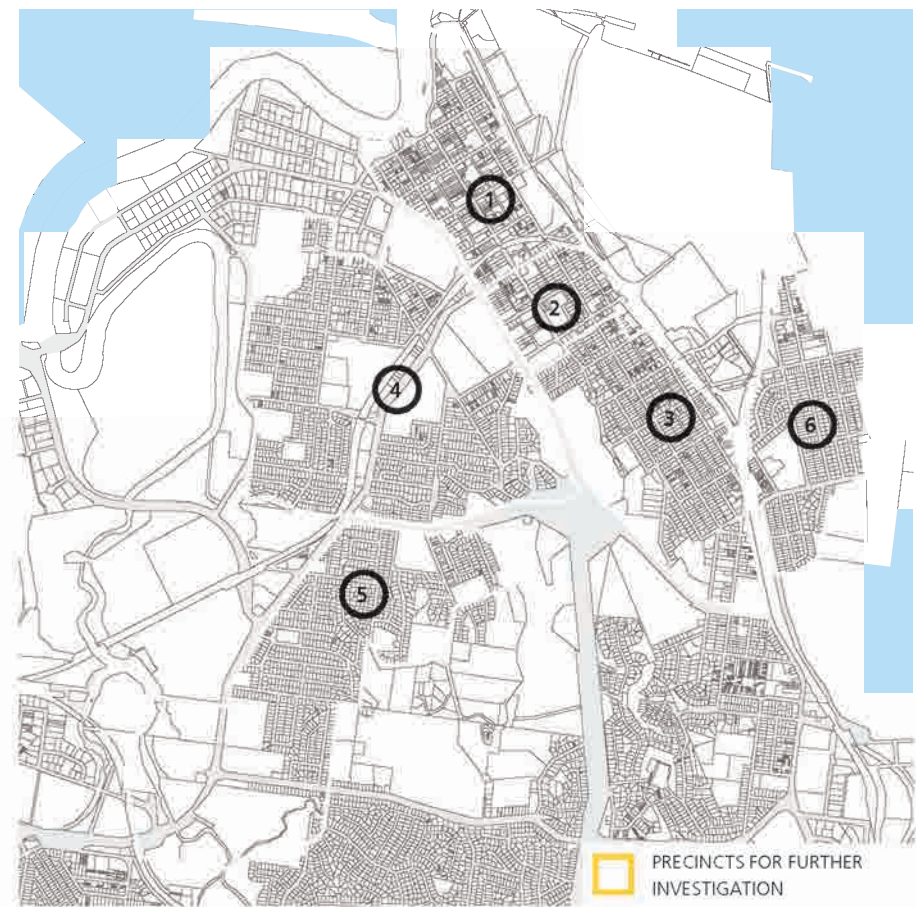


FIGURE 3 PRECINCTS FOR FURTHER INVESTIGATION

THE CITY CENTRE



DESCRIPTION

As previously described, the City Centre is located on narrow ridgeline which runs generally north-south with the main street, Goonoon Street, running along the ridgeline. A traditional grid layout defines the City Centre's street pattern which creates a very permeable network and assists with both pedestrian and vehicle movement. Taller buildings up to eight storeys cluster at the crest of the ridgeline in a small area around the main cross streets of Roseberry and Yarooon Streets. Shorter buildings occupy the lower slopes of the ridgeline with building height dropping dramatically with distance from the main street although distant views to the ocean and surrounding ranges remain evident.

The main street is lined with retail, business and commercial uses. These are generally 1-2 storeys with active frontages, parapets and awnings over the street. This creates a pleasant pedestrian environment. Recent significant streetscape improvements surrounding the new Council library assist in activating this strip. The pattern of shorter buildings is interspersed with a number of taller buildings (up to 8 storeys) which help to visually define the city centre when viewed from the surrounding areas. Historic buildings also punctuate the streetscape providing considerable visual interest in the built form.

There is a clearly evident change in character one block back from Goonoon Street. There is no consistency in building form and height within this area. Older housing stock is still in ample supply with a number having been converted to office and commercial premises, typical of regional centres. Newer buildings are generally residential apartment buildings or townhouses ranging in height up to 6 storeys. These buildings tend to be setback from streets and occupy larger development sites.

There has also been a recent trend towards the development of short-term accommodation buildings within the City Centre to cater for the demand of fly-in/fly-out businesses/industries.



ISSUES

Convenience Retail

Whilst the City Centre contains a range of retail, commercial, community and entertainment facilities, it lacks a convenience retail component. Residents and visitors need to walk into The Valley or drive to the surrounding suburbs where the larger centres are located to access convenience retail. Encouraging activity and vitality within the City Centre is a key strategy to be embraced. A smaller convenience retail offering within the City Centre will assist in this. This facility should be located centrally on Goondoon Street and provide for the day-to-day needs of residents, employees and visitors to the precinct.

Building Heights

Building heights along Goondoon Street are generally 1-2 storeys with active frontages, parapets and awnings over the street. These shorter buildings are interspersed with taller buildings of up to 8 storeys. Whilst the height of these buildings helps to visually define the City Centre, there is no consistency in the building form or height.

Additional taller buildings (up to 8 storeys) along the Goondoon Street frontage will encourage intensity of development and assist in reinforcing this as the key street within the precinct. Buildings are able to take advantage of their position on the ridgeline with expansive views in every direction. Historic buildings will provide

visual interest and should be retained.

There is currently little subtlety in the transition in height away from the main street. Buildings of 8 storeys are located next to those of 2 storeys. Whilst the older detached housing stock will remain for a number of years, a transition from residential to commercial is already evident with a number of home-based businesses. This will continue and these areas are encouraged to redevelop up to 6 storeys to provide a more consistent approach to height and built form moving away from the main street. Development on the slopes should take advantage of views and aspect with carparking etc located away behind or under the buildings.

Goondoon Street

Whilst height along Goondoon Street helps to reinforce its importance as the city's main street, the relationship between the building and the street is a key element in the story.

It is highly desirable to create active use frontages to promote street life and activity and to ensure there is adequate surveillance of the street day and night. It is equally important to help define the public realm through aligning building frontages and façades to front boundaries.

RESPONSES

Buildings that are located on active use frontages are required to be built to the front alignment and contain a range of land uses and activities that promote street life and activity. To facilitate the use and reuse of ground floor areas for a range of land uses over time it is stipulated that there be a minimum height of 4.5m (floor to floor).

The ground floor of buildings accommodate high pedestrian activity uses such as retail, entertainment or community activities, present an interesting façade with extensive use of windows and doors. Long single use frontages should be avoided. Large format retail uses such as supermarkets or discount department stores should be sleeved by smaller retail and similar uses along active street frontages.

Primary Active and Secondary Active frontages are identified in Figure 4. The built form typologies shown later in the document reflect the frontage type and assist in defining active streets.



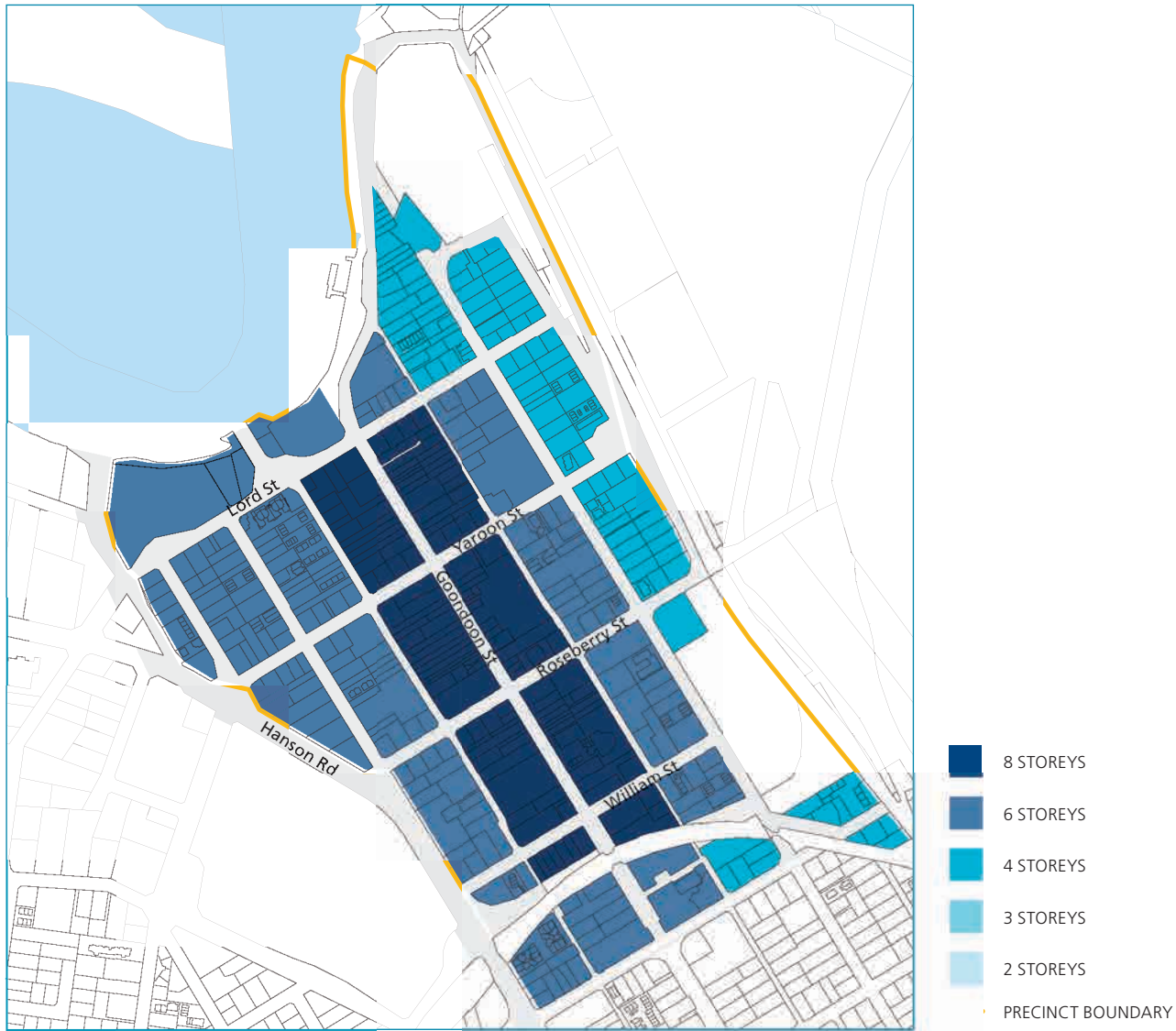


FIGURE 3 CITY CENTRE HEIGHTS PLAN

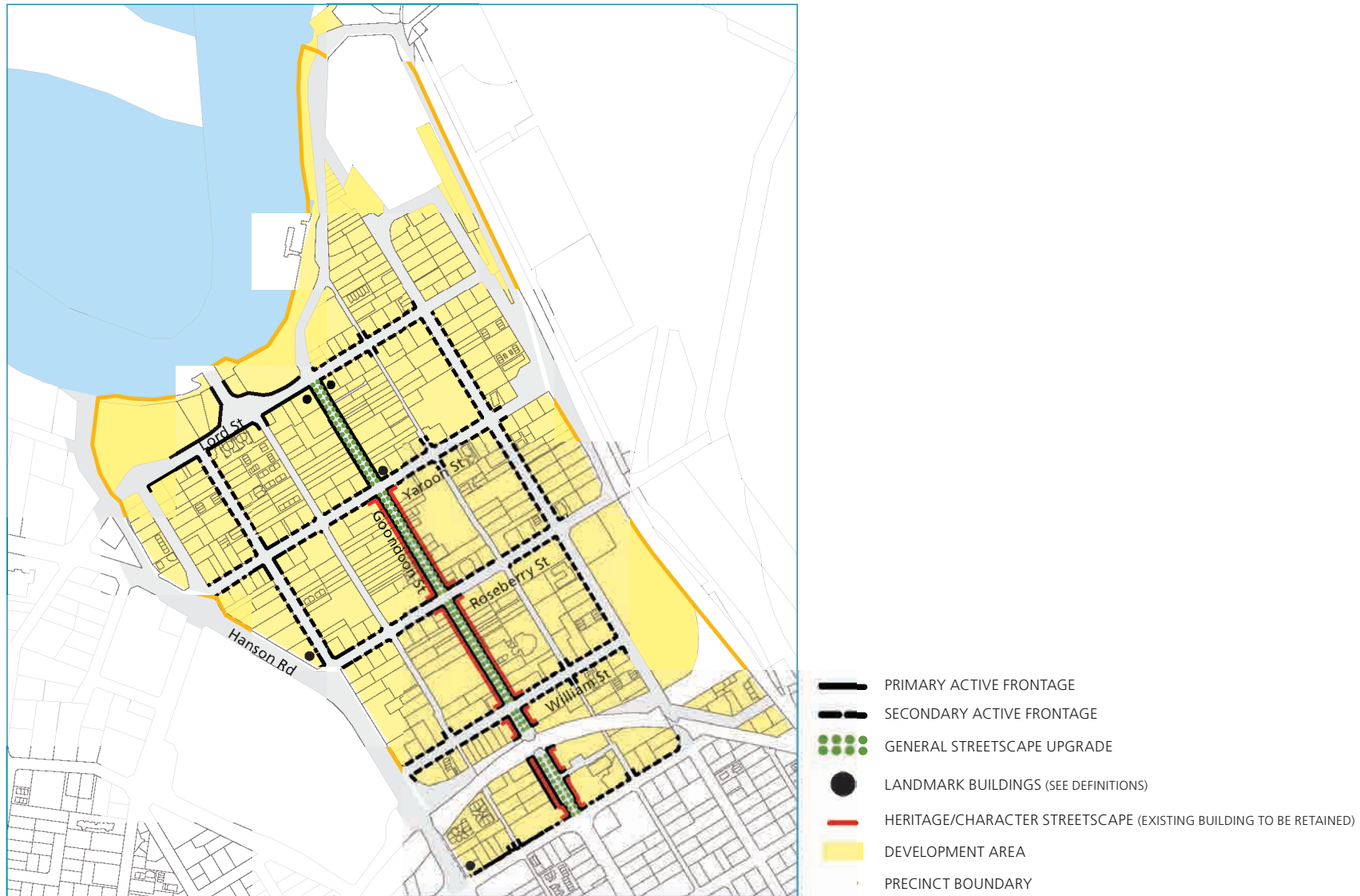


FIGURE 4 CITY CENTRE FRONTAGES PLAN

THE VALLEY



DESCRIPTION

The Valley, as it is locally known, is located immediately south of the City Centre and is an extension of it. Goondoon Street is the unifying element extending from The Valley through to the City Centre but there is a clear distinction between these two precincts. Bramston Street forms the boundary between the two precincts.

The Valley is a mixed-use area containing a range of services and facilities that supports the City Centre including parks and community services. It also contains one of Gladstone's two major shopping centres (Woolworths) and a range of associated specialty stores.

The buildings within this precinct are lower in scale than the City Centre but are generally built to the front alignment along the main streets of Goondoon and Tank Streets, creating well-defined and active streets.

Precincts like The Valley are important to cities in providing relatively affordable office and retail space for a range of uses. Residential and commercial uses off the main streets create a patchwork of uses. The only consistent theme is the relatively low-scale of the built form. This pattern of mixed-use is encouraged to remain. Controls on land use are needed to reduce potential conflicts between uses.



ISSUES

Streetscape

Recent developments along Goondoon Street do not reinforce the connection from the City Centre to The Valley. Buildings tend to be set back from Goondoon Street, are in some cases single storey, do not activate the street and provide no awnings for pedestrian comfort.

Reinforcing the streetscape of both Goondoon and Tank Streets within the Valley precinct will help identify them as the 'main streets'. This will provide a strong legible element that unifies the City Centre and The Valley. This is an important street for way finding and movement in the central city for both pedestrians and vehicles. Buildings along this street should be generally built to the front alignment with awnings over footpaths providing comfort and weather protection and allowing for the integration of this precinct functionally and visually to adjoining areas. It is acknowledged that this may not be able to be achieved in the short to medium term along some parts of Goondoon Road given that the Star of the Sea School occupies a significant part of this frontage. This however does not prevent investment by Council in improving the pedestrian realm in this location through street trees, seating, paving and the like. This would improve pedestrian comfort in this location and provide a unifying public realm treatment for the entire length of Goondoon Street.

This precinct also contains the prominent intersection of Dawson Road/Bramston Street and Glenlyon Street. This is an important gateway into the city centre from the west and is currently undervalued as a public statement and gateway gesture.

Mixed-use Development

This is a mixed use precinct providing a supporting role to the City Centre. There is considerable potential for additional mixed-use developments to take advantage of the amenity and facilities offered within The Valley. The four–six storey height limit and the affordability of this area, offer an alternative for smaller businesses who wish to be close to the action but are not able, or don't need, to locate within the City Centre.

RESPONSES

Goondoon and Tank Streets should be reinforced as main streets with the encouragement of taller buildings built to the front alignment and improved public realm elements (street trees, paving, lighting etc). Figure 6 shows the primary active frontages which should be reinforced as main streets in The Valley.

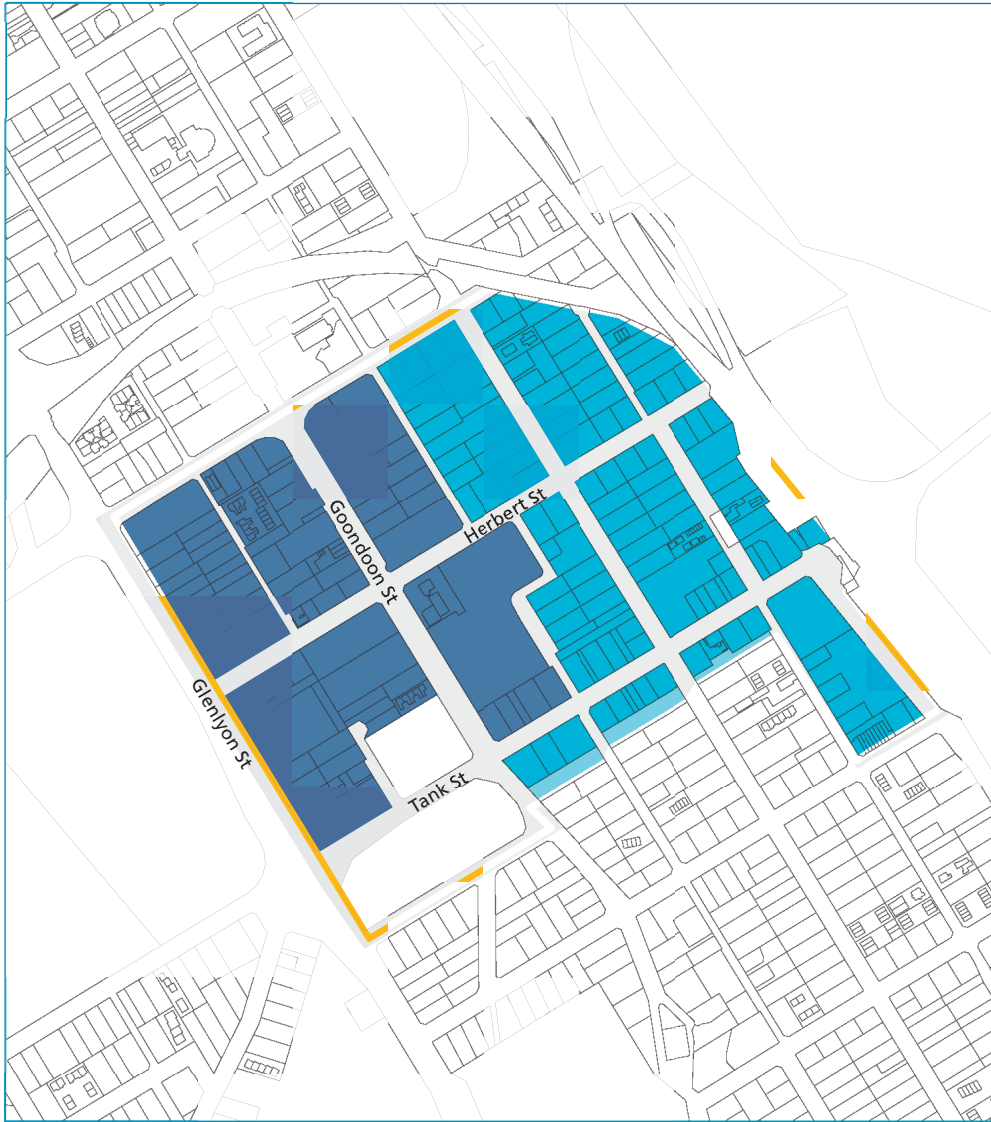
It is important to the walkability of this area that public realm elements which contribute to pedestrian comfort are integral to future development. This includes awnings, street trees, information and way finding signage, seating and lighting.

Away from the main streets of Goondoon and Tank Streets there is less of an imperative for buildings to be built to front alignments. In these areas the public realm should be informal with a greater emphasis on planting and footpaths.

Building typologies for this area are discussed later in this document and relate to Primary Active and Secondary Active Frontages.

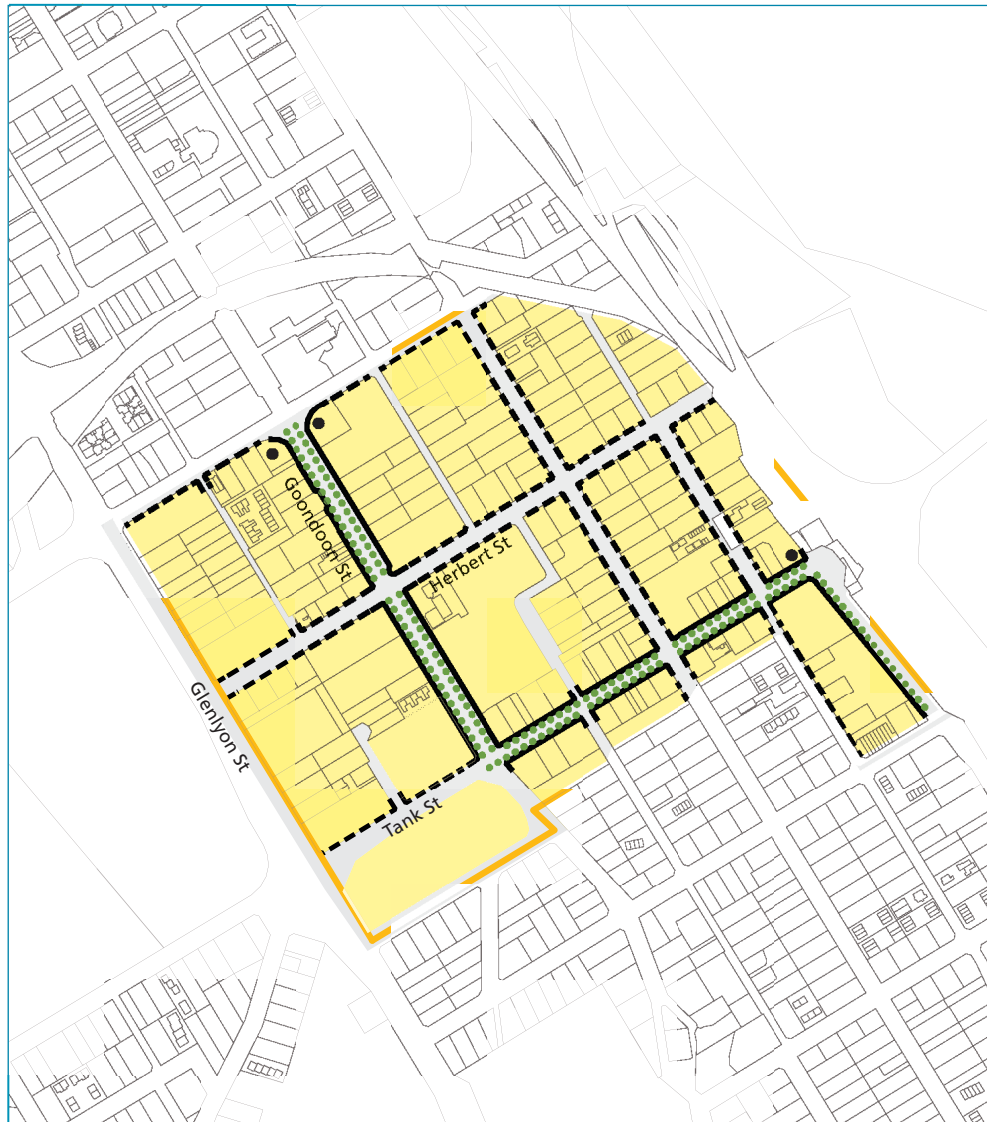
The gateway at the Dawson Road/Bramston Street and Glenlyon intersection requires some form of landscape threshold/gateway treatment which should create a sense of enclosure around the intersection and create a sense of arrival into the city centre. This should be undertaken as a matter of priority and should tie in with other city centre public realm improvements.





- 6 STOREYS
- 4 STOREYS
- 3 STOREYS
- 2 STOREYS
- PRECINCT BOUNDARY

FIGURE 5 THE VALLEY HEIGHTS PLAN



- PRIMARY ACTIVE FRONTAGE
- - - SECONDARY ACTIVE FRONTAGE
- GENERAL STREETScape UPGRADE
- LANDMARK BUILDINGS (SEE DEFINITIONS)
- DEVELOPMENT AREA
- - - - - PRECINCT BOUNDARY

FIGURE 6 THE VALLEY FRONTAGES PLAN

GLADSTONE SOUTH



DESCRIPTION

Gladstone South is located in a pocket between the Valley and Derby Street at the southern end of the original surveyed street grid of Gladstone. It is an older area with many older buildings and provides a southern gateway entry to the City Centre along Toolooa Street. Gladstone South is well connected to The Valley commercial area immediately to the north.

The precinct contains some Council facilities, open space areas and the Gladstone South Primary School, but is predominantly low-scale detached houses with a strip of commercial activities fronting Toolooa Street.

A small retail centre on the intersection of Toolooa and Bonar Streets, between Toolooa and Off Streets, services the Gladstone South precinct. The centre itself contains a small supermarket, bottle shop and takeaway. Most of these shops are ageing and the centre needs an uplift in appearance. It is not an attractive or inviting space.

Land along Toolooa Street adjoining this centre is zoned for commercial purposes. Higher density residential zoned land is located behind the commercial frontage.

ISSUES

Opportunity for Change

As Gladstone expands, this precinct becomes more strategically positioned as a city gateway. In its current form it does not contribute to the attractiveness of the City Centre or The Valley.

The nature of the housing stock, street pattern, block sizes and existing zoning mean it can easily transition to more intense forms of development with an increased density such as low-rise apartments and townhouses.

Gateway Entry

The aging nature of the centre is a blight on the area generally. Additional density and height in the locality may be an incentive to redevelop and attract greater patronage for the retail centre. Council investment in this gateway location in creating a more attractive public realm will help to uplift this centre and the location generally.



RESPONSE

The precinct presents a key opportunity to increase density within close proximity to the Gladstone City Centre. Its topography, towards Toolooa Street, is suitable for more intense residential or commercial uses. Development forms of 3 storeys with 4 on corners and along Toolooa Street are appropriate in this area. This would include the development of mixed-use buildings, shop-top housing, low rise apartments and townhouses. The introduction of a low-rise mixed-use typology (refer Development Form section) could assist in strengthening the existing centre but is also an effective tool to increase the density within the existing urban pattern.

The Toolooa retail centre has the potential to create a gateway entry into Gladstone. These buildings should reinforce this entry to The Valley and City Centre.

Investment by Council in some form of city wide centre improvement programme would significantly improve the urban quality and imageability of this precinct. It could also help to better link this area into The Valley Precinct promoting better access and legibility for visitors.

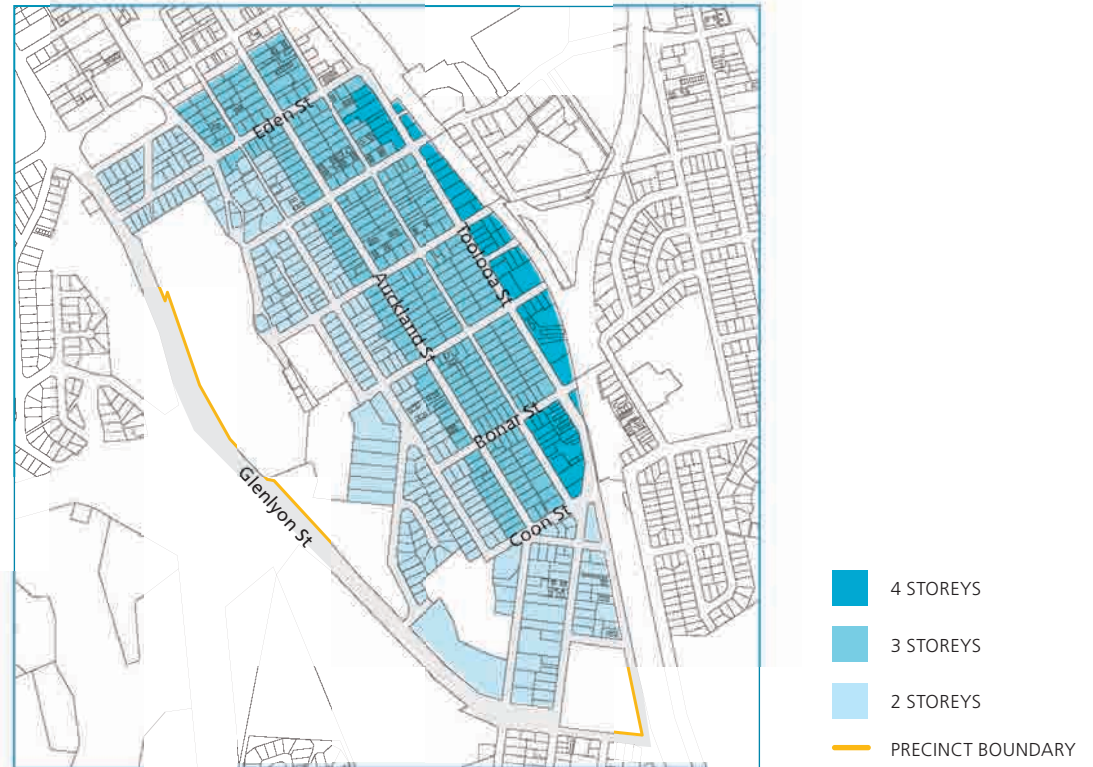


FIGURE 7 GLADSTONE SOUTH HEIGHTS PLAN



GLADSTONE WEST



DESCRIPTION

Gladstone West is a large precinct located west of Glenlyon Street, adjoining the city centre. Dawson Road, the primary route into Gladstone from the south west and airport runs through the centre of the precinct. This area contains a range of community uses including Gladstone Hospital, recreation and open spaces, schools and other services. Dawson Road has a large commercial development containing cinemas and a Supa IGA supermarket.

The western side of the precinct contains the hospital and a medium rise residential tower on the elevated areas. Streets run down the hill towards the river and parkland allowing generous views to the west. Redevelopment within this area is already occurring with a number of townhouse and low-rise apartments either recently constructed, or currently under construction. A smaller convenience store is located along Rossella Street and services the immediate catchment.

To the east of Dawson Road on the lower land are large areas of open space which includes the showgrounds. The rest of the eastern area is predominantly low density detached housing.

Streets through out the precinct are highly interconnected with generous block sizes (600-1000m²)

ISSUES

The hospital is remote from the town centre in a residential area. Development surrounding the hospital does not take advantage of this major employment node.

The nature of the housing stock, street pattern and existing zoning mean it can easily transition to more intense forms of development

The predominance of low density residential uses near to the town centre with elevated views to the town centre and beyond, does not take advantage of this strategically located land.

The area has no real focal place or node. The small cluster of shops on the corner of Tank Street and Fowler Lane , adjoining the showgrounds, could form the basis of a small local centre servicing the eastern parts of this precinct.



RESPONSE

This precinct presents a key opportunity to increase residential density within Gladstone. The area contains major institutions and facilities and is in very close proximity to, and very well connected with the City Centre. The age of the housing stock, together with the grided street pattern and topography means this precinct has considerable potential for redevelopment and intensification.

There are particular opportunities associated with the hospital. Hospitals are significant centres of employment and activity. Allowing an increase in density in this area would allow for the development of apartment style residential accommodation to house key workers. It would be a useful exercise for Council to engage with the Hospital to determine what housing needs they have and reflect this in the surrounding areas. The steeper parts of this precinct are less suitable for higher density development. The lower parts adjoining Dawson Road and surrounding Gladstone High School are well suited for higher density forms of development.

The area around the hospital and a small pocket to the east of Dawson Road on the lower slopes adjoining the school and showground is recommended for four storey residential development. Figure 8 shows recommendations for height in the locality. Building typologies suitable for this change in density are shown in the Development Form section.

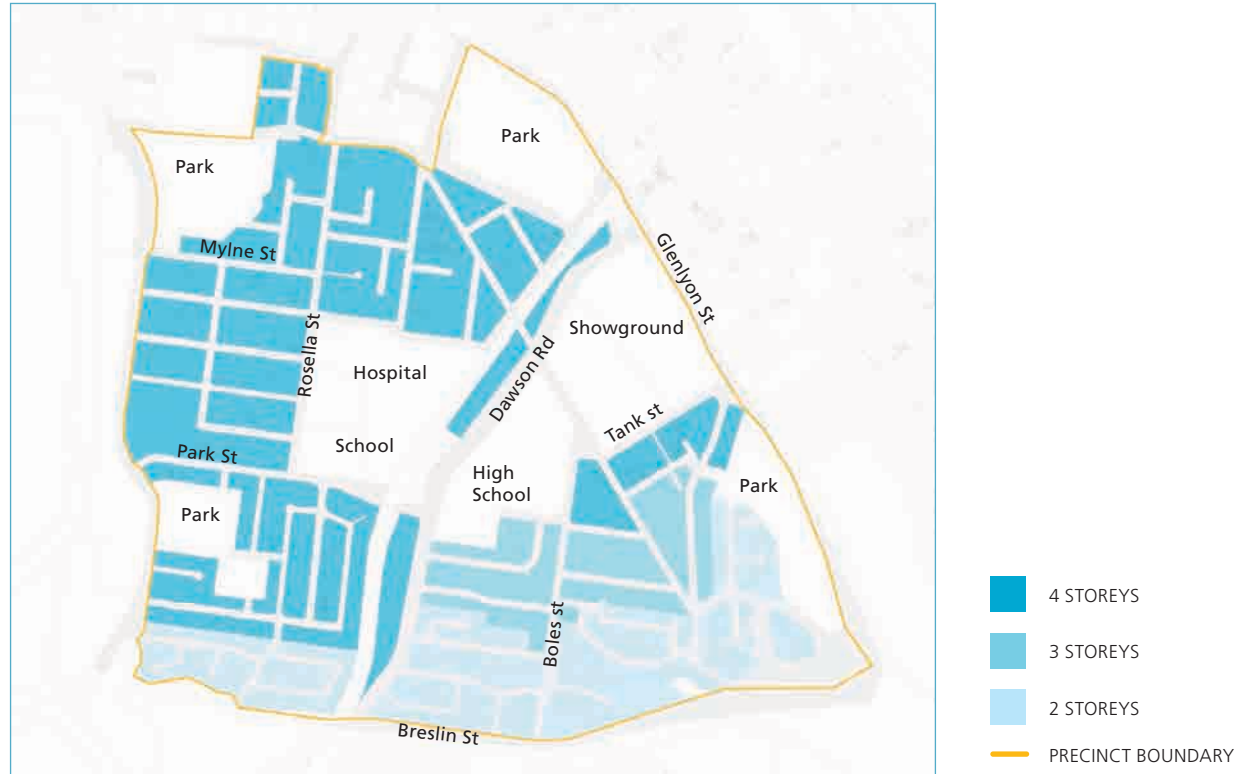
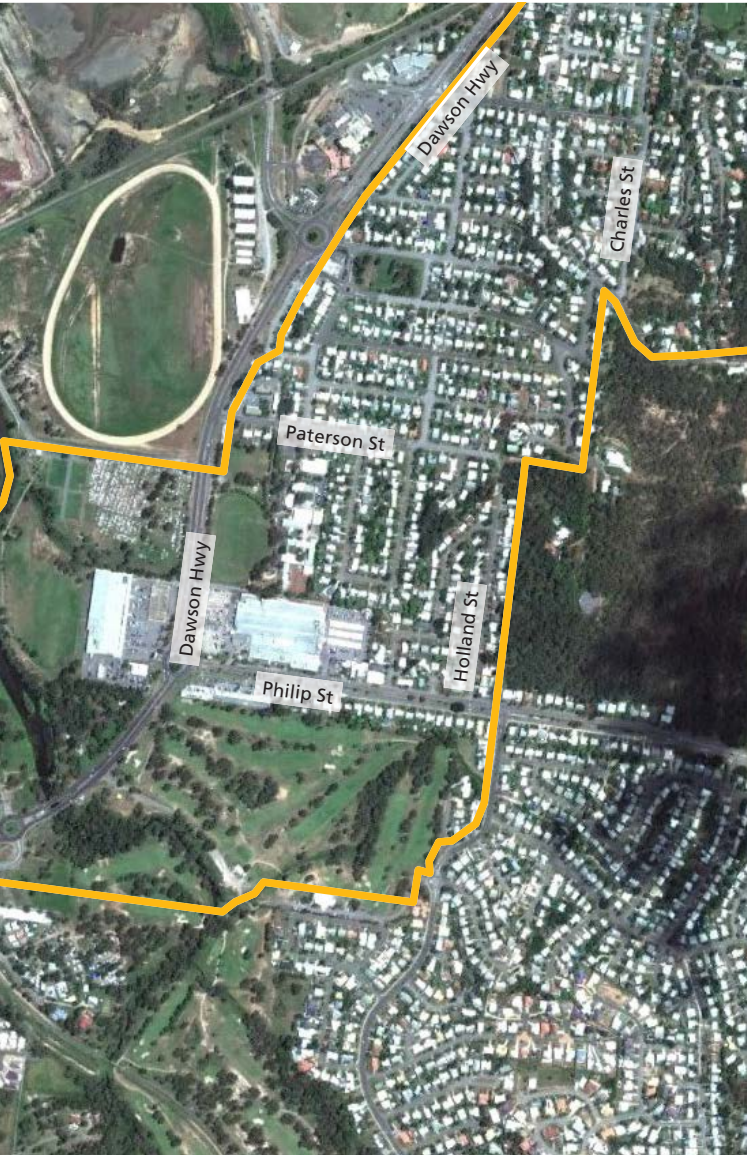


FIGURE 8 GLADSTONE WEST HEIGHTS PLAN



KIN KORA



DESCRIPTION

The Kin Kora Shopping Centre, located around the intersection of Philip Street and astride the Dawson Highway, is Gladstone's largest. It contains two supermarket anchor tenancies, Woolworths and Coles, and is supported by more than 45 specialty stores and services. Kin Kora is a major centre containing a broad range of services and facilities and is well connected by public transport. It provides a major retail function, servicing the broader Gladstone area.

The eastern half of the centre is surrounded by lower density detached housing along with a number of community facilities. The western half is surrounded by open space, park areas and a cemetery.

The eastern fringes of this precinct are dominated by low hills with views to the west. The topography in this location limits their potential for redevelopment. In contrast, there are pockets of older housing stock adjacent to the centre which are prime candidates for redevelopment and intensification. These areas need to take advantage of their close proximity to these services and public transport etc.

The western fringe of the Kin Kora precinct directly interfaces with Police Creek, Ferguson Park to the north and Lions Park to the south. These areas have reasonably high amenity that can be maximised through additional physical and visual connections between these key features of the landscape and surrounding residential areas.

ISSUES

Height & Density

At present the centre is surrounded by single detached dwellings. Most of this housing stock is older, perhaps 40 to 50 years old. Lot sizes are generous. Given this combination of lot size, age and condition of housing stock and proximity to a larger centre, it is appropriate to consider the transition of this precinct to higher density. Not all housing will transition, and in this respect a step change to a scale that is more domestic than that being offered in the city, is considered appropriate.

Connectivity

The centre suffers from a lack of connectivity with surrounding areas and in particular pedestrian connectivity across the precinct. For example residents of Harvey Road whose properties immediately adjoin the Kin Kora Shopping Centre, are literally a stones throw away but have no physical access to the centre. To walk to the centre is a journey close to one kilometre. If this area is to transition, additional pedestrian connectivity and access to the centre and surrounding open space is crucial.

More Than a Shopping Centre

The Kin Kora Shopping Centre is a single use centre with a significant retail offering and an abundance of parking. It is located on a major entry road to the city and is surrounded by generous open space areas, and yet fails to respond to its public edges. The centre has



poor visual connection with surrounding roads and parks and does not embrace its surroundings in a manner that could create a mixed use centre with much more than a retail offering. Given the nature and setting of the Kin Kora Precinct, there is potential to create more of a community focal point and town centre in this locality.

RESPONSE

Height

Given the nature and role of this centre it is appropriate for it to be a focus for the creation of greater density which can capitalise on the range of services and facilities provided. The density offering would be similar in scale to that in Gladstone West around the hospital. Four storey apartments would be located in close proximity to the centre with a maximum of three storeys generally in the locality (see Figure 9). The centre itself could contain buildings up to six storeys in height, mixed use in nature, that could sleeve parts of the site providing a better interface with streets and public spaces.

Connectivity

Connectivity will be a key component of additional density in the area. Without this, the centre will remain a 'drive to' destination and will not deliver a more compact urban form that promotes walkability. Access to the centre from surrounding residential areas for both vehicles and pedestrians is a minimum condition of increasing density.

The Dawson Highway is a barrier to movement and access to open space areas along Police Creek. The long term success of recreation strategies in this part of Police Creek must include better pedestrian connection across the Dawson Highway. This

should include the incorporation of 'at grade' pedestrian lights to facilitate movement between both parts of the Kin Kora Shopping Centre. Additional connections across the Dawson Highway would assist in increasing walkability throughout the area. As Dawson Road is state controlled road this will involve discussion with the Department of Transport and Main Roads.

Mixed Use Centre

Kin Kora has the potential to expand its role and provide a more mixed use centre, that provides a greater focus for social interaction for the local community. Figure 10 shows a potential intervention that could be explored to broaden the role of the centre and activate the open space areas that surround it. Figure 10 also shows potential connections from adjoining areas that should be explored as part of any future development of the site.

Small plaza spaces have been included to create gathering and activity spaces where pedestrian movement is concentrated. These spaces can be surrounded with finer grain retail offerings such as shops, cafes etc.



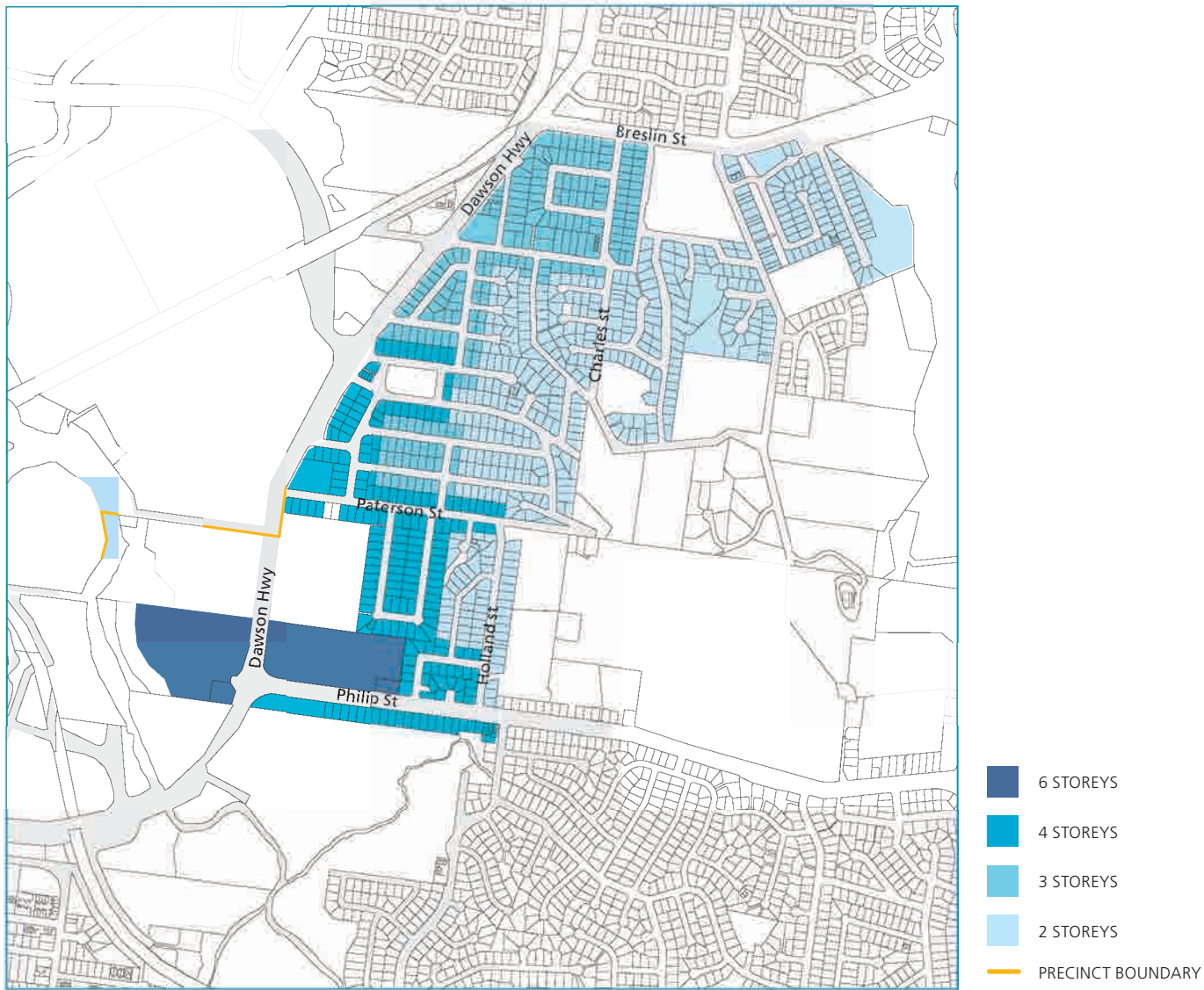


FIGURE 9 KIN KORA HEIGHTS PLAN



FIGURE 10 KIN KORA INTERVENTION PLAN

BARNEY POINT



DESCRIPTION

Barney Point is a scenic waterfront neighbourhood just east of the City Centre. It is an older area, having changed little over the years and is dominated by single detached houses up to two storeys in height. There are a few older apartment buildings, and closer to the water there are taller residential apartment buildings are located to take advantage of views.

Given its location on the water, Barney Point is an area of high amenity and one of the few places within Gladstone where views to the water aren't obstructed by industry. Barney Point and Friend Park are located to the north of the precinct and provide high quality open space areas for the immediate and broader community to recreate and enjoy the waterfront.

ISSUES

This pocket of residential is surrounded by industrial development and is located in one of the more low lying areas of the city. There is little in the way of other uses and the small shops on the corner of Friend and Barney Streets are rundown and in need of revitalisation.



RESPONSE

Without further investigation regarding the impacts of industry and climate change on the locality, it is recommended the status quo remain in place for this area.

This area should remain predominantly for detached houses up to 2 storeys in height. The current medium density area in the northern part of this precinct will remain providing residential developments up to 4 storeys in height. See Figure 11.

The shops on the corner of Friend and Barney Streets could be the basis for a small convenience store servicing this neighbourhood in the future and a focus for a further increase in density in the locality.

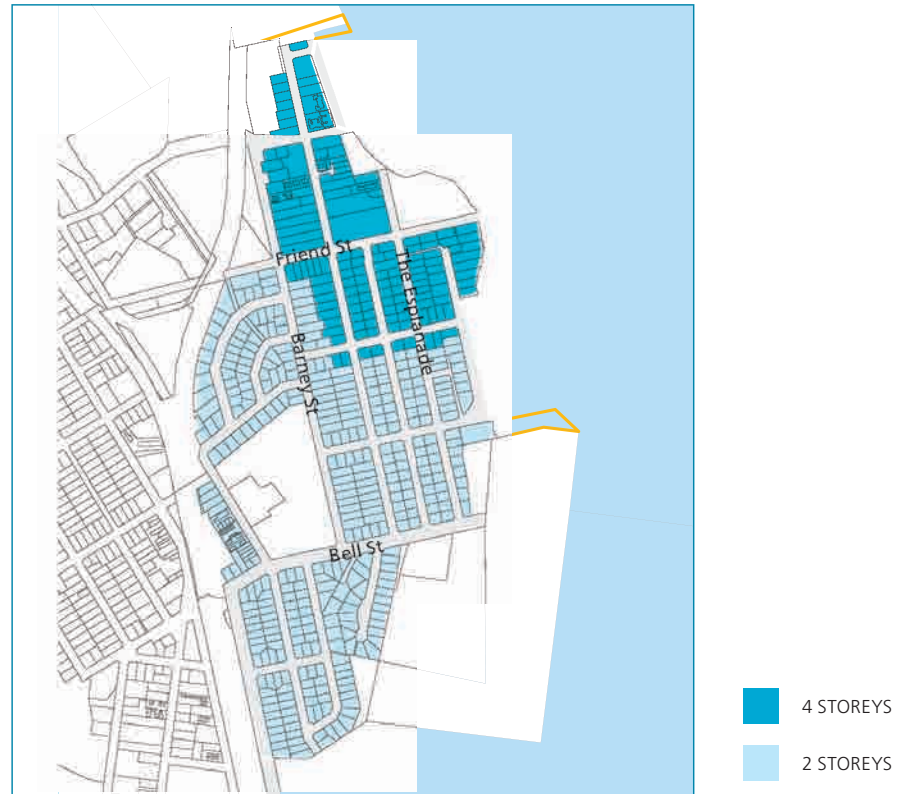


FIGURE 11 BARNEY POINT HEIGHTS PLAN



CALLIOPE



DESCRIPTION

Calliope is a rural community some 20-25 minutes from the centre of Gladstone. It was once a small rural hamlet but now acts as a satellite suburb for Gladstone. It is important in this regard that the character and identity of Calliope be retained and reflected in both the urban settlement pattern (through retention of rural land uses around the town) and the built form.

Apart from the existing rural land uses around the fringes of the town there are limited employment generating activities. Development is overwhelmingly for single detached houses.

As noted in the Our Place OurPLAN document, Calliope has been earmarked to accommodate an extra 15,000 residents by 2031.

There are nominally two centres within the broad settlement that makes up Calliope. The town is spread out along a stretch of the Dawson Highway (Stirrat Street) with a new shopping centre located on the elevated eastern part of the community. An old centre—the traditional centre—is further to the west around the intersection of Taragoola/Stirrat Street and Sutherland/Stirrat Street. This older centre contains a very small cluster of uses which includes a licensed hotel and service station and shop, and Post Office.

ISSUES

Centre Layout and Integration

The new centre currently caters for all of Calliope, containing a Supa IGA and a range of other speciality shops. The centre does not address Stirrat Street and does not integrate well with adjoining development. The new centre has been built well back from the Dawson Highway with a large expanse of at-grade car parking in front. It offers little street activation and aside from a large sign on the corner of the intersection, does not appear to take advantage of its location which has extensive views to the north.

Planning for Growth

Calliope is designated as a major growth area for Gladstone. Growth in greenfield areas needs to be carefully planned so items like schools, child care, sewer and water, open space and road networks can be delivered and contribute to the well being and enjoyment of future residents. Calliope can be developed as a compact walkable urban area provided long term planning is undertaken up front to direct growth in an appropriate manner.



RESPONSE

Centre Layout and Integration

The centre should grow to create a town centre rather than just a shopping centre in this location—a social space that is recognised as the heart of community. The centre should develop with a 'new main street' with a greater mix of uses, better integrating Council's Administration Centre, other community uses and retail with adjoining residential development, and open spaces. Additional development fronting the Highway and a private street will strengthen the centre and assist in creating and activating streets. Development opposite the private street could mirror this with mixed-use, office or shop-top housing as options. Given the topography of the site, it is envisaged a large component of the site will remain as open space. This provides additional central green space for the precinct and could also provide a stormwater function.

A direct pedestrian, if not vehicular, link between the Council office precinct and the Calliope Central Shopping Centre will assist in strengthening the centre and encourage people to walk. Figure 13 shows a range of interventions which will assist in achieving this vision.

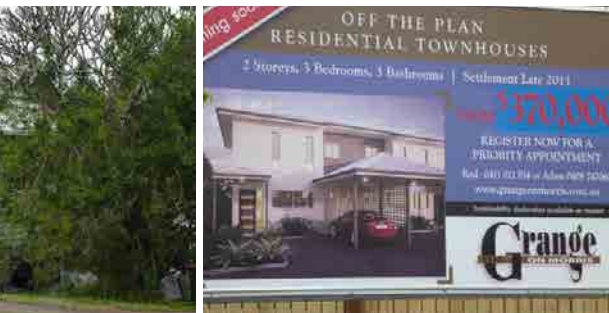
The older centre can continue to operate as more of a convenience centre for the western end of Calliope. Given the

amount of growth expected this centre may expand to include further retail offerings. The new centre will remain the dominant centre for the settlement.

Height, scale and character

Calliope is, and for the foreseeable future will remain two storeys in height. It is desirable to increase density in close proximity to centres and there is ample opportunity for this to occur around both centres. Development in the form of small lots and townhouse (attached housing) can assist in increasing density, provide housing choice and affordability and create a more compact walkable urban form. Some typologies for both small lot and attached housing are provided in the following section.

Calliope is a rural hinterland settlement and this setting should be reflected in the character of the built form. This should include buildings that are simpler in form with traditional roof forms, gables, hips and clearly visible roofs. Balconies are less expansive with timber balustrades and may be semi-enclosed in cooler months. Building materials are mainly timber and face brickwork.



Planning for Growth

With the anticipated level of growth, there is an opportunity to encourage different forms of housing within the precinct, located close to the centre and facilities. While the majority of housing surrounding the centre is single detached houses, new townhouses have recently been built on Morris Avenue. These are an example of an acceptable and sympathetic form of development which will allow for increased density close to the centre.

It is our recommendation that a structure plan be developed for the entire settlement of Calliope. It is our concern that the current rate of development will lead to an ad hoc development pattern that is inherently unsustainable, difficult to service with infrastructure, is poorly connected (physically and functionally) and provides little in the way of open space and other urban amenity. The structure plan should explore:

- Residential density, location and type
- Employment generating land uses and location
- Connectivity including road, cycle, pedestrian and open space connections
- Urban form
- Open space (both active and passive)
- Infrastructure provision (hard and soft).

An intervention plan has been prepared in Figure 13 which demonstrates how these structure planning principles could be implemented.

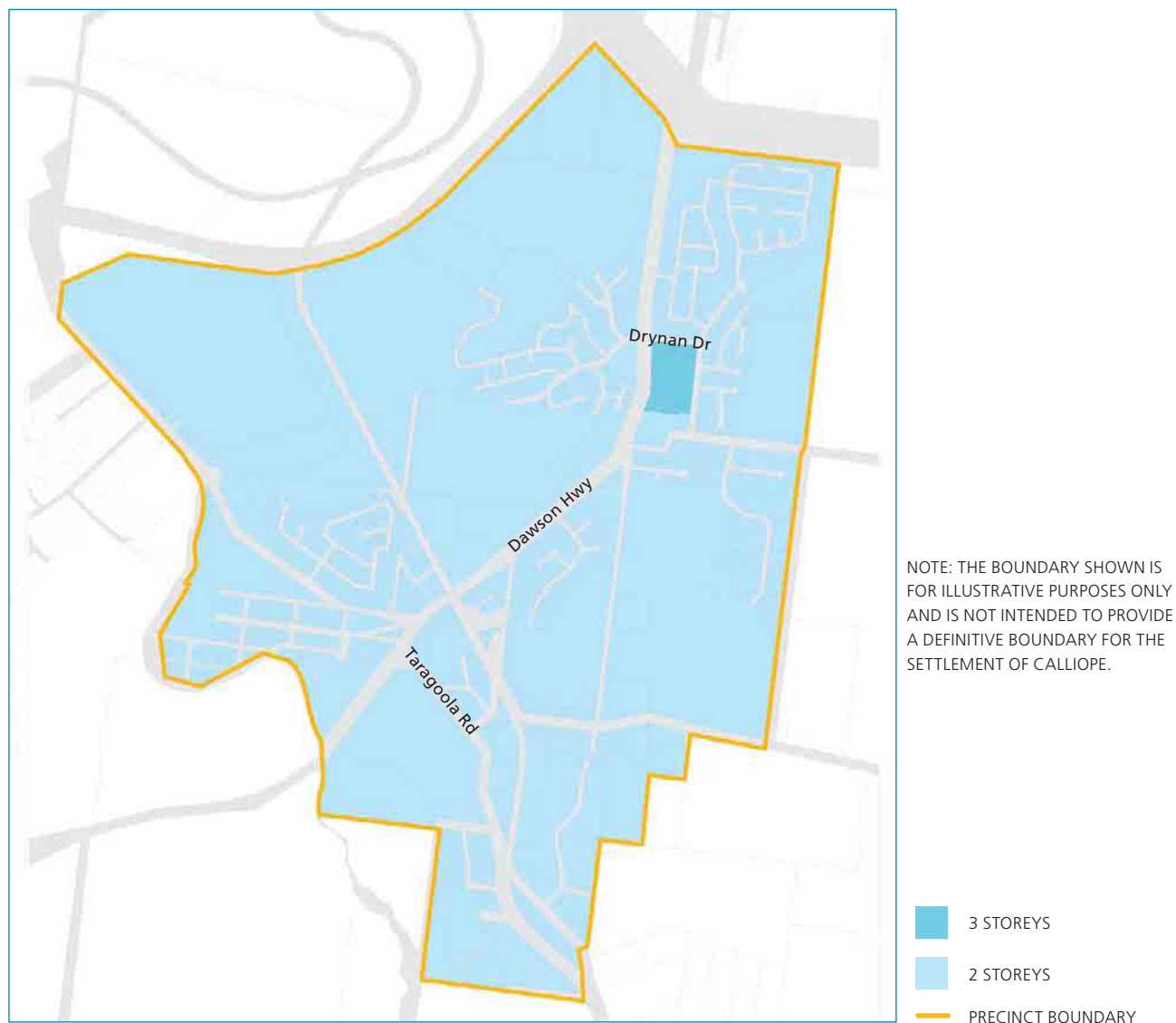


FIGURE 12 CALLIOPE HEIGHTS PLAN

THREE STOREY TOWNHOUSE OR LOW RISE APARTMENTS PROVIDE AN OPPORTUNITY TO INCREASE DENSITY AND ACTIVITY AROUND THE NEW CENTRE

PARKING AREAS ARE SLEEVED BY BUILDINGS

RAISED PAVEMENT DENOTES PEDESTRIAN CROSSING

NEW MAIN STREET ACTIVATED BY THREE STOREY MIXED USE BUILDINGS

THREE STOREY TOWNHOUSE OR LOW-RISE APARTMENTS OVERLOOK PARK WITH REAR ACCESS FROM THE NEW LANE CONNECTION

PEDESTRIAN LINK THROUGH PARK FROM COUNCIL ADMINISTRATION BUILDING TO SHOPPING CENTRE FORMALISES THE EXISTING DESIRE LINE














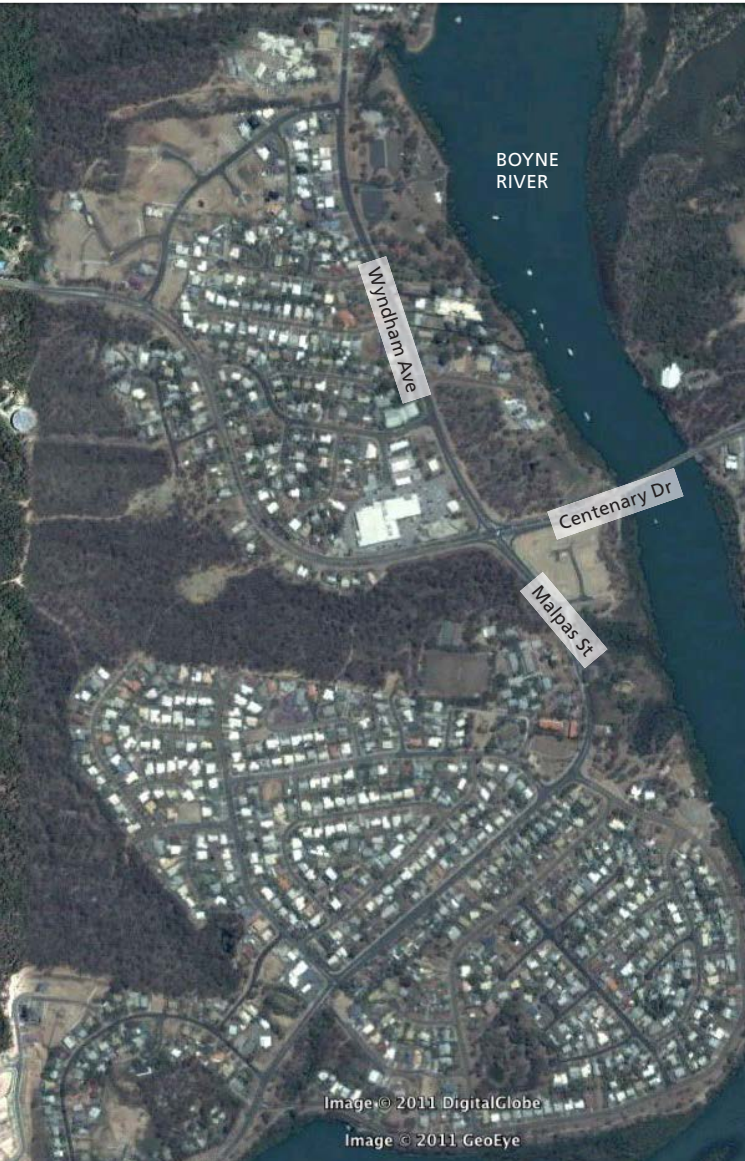
-  PRIMARY ACTIVE FRONTAGE
-  SECONDARY ACTIVE FRONTAGE
-  GENERAL STREETSCAPE UPGRADE
-  PROPOSED PEDESTRIAN CONNECTION
-  PLAZA
-  DEVELOPMENT AREA
-  PARKING AREA
-  PROPOSED NEW STREET CONNECTION
-  PARK
-  EXISTING BUILDINGS
-  EXISTING STREETS

FIGURE 13 CALLIOPE INTERVENTION PLAN

BOYNE ISLAND



DESCRIPTION

Tannum Sands and Boyne Island are closely related but physically separated by the Boyne River. They effectively form one conurbation south of Gladstone and act as a satellite settlement. Apart from the Boyne Smelters there is little else in the way of employment generating activities.

The Boyne Island settlement occupies the western bank of the Boyne River spread linearly along the main entrance road from the north along Malpas Street. New development, predominantly single detached dwellings, occupy the hill slopes behind Malpas Street and expand northward. A shopping centre (Boyne Plaza Shopping Centre) anchored by a Coles supermarket is located on the key intersection of Malpas Street, Centenary Drive and Wynndham Avenue. This shopping centre is typical of its age being a big box set well back from street frontages with an expanse of open air at-grade car parking, internally focused with poor pedestrian connectivity and no street address.

ISSUES

Boyne Plaza Shopping Centre

The overwhelming majority of Boyne Island is 2 storeys and will remain so in the foreseeable future. However those vacant parcels of land immediately adjoining the John Oxley Bridge to the east of Malpas Street have the capacity for much more dense forms of residential and mixed use development which can complement the centre and reinforce this node.

The oversized nature of this intersection however does not lend itself easily to the creation of main street in this location. Buildings do not currently address the streets or public spaces and there is little in the way of an inviting public realm which would encourage pedestrian movement into and through the centre. The current layout is not legible and works well for car use only and does not promote any sense of place for the locality. Its car dominance detracts from the ability to link the Boyne River with adjoining residential development.



RESPONSE

An alternative centre layout is explored at Figure 15 which promotes a more pedestrian based centre in this locality with development able to front Wyndham Avenue and activate at least this section of the centre.

The layout also unlocks a number of development parcels around the centre and adjoining the John Oxley Bridge to be accessed and interface directly with the centre. These development parcels would allow for a range of higher density residential and mixed use developments which will underpin the centre and add life and activity.

Residential towers up to 12 storeys would be acceptable provided Wyndham Avenue is reinforced as an active street frontage. Additionally some areas around the Boyne Plaza Shopping Centre between Gilbert Court, Hayes Avenue, Wyndham Avenue and Centenary Drive should be redeveloped for mixed use development that supports this node. Buildings up to four storeys would be considered appropriate in this locality (see Figure 14).

Given the location of Boyne Island a coastal character should be encouraged in the built form.





FIGURE 14 BOYNE HEIGHTS PLAN



FIGURE 15 BOYNE ISLAND INTERVENTION PLAN

TANNUM SANDS



DESCRIPTION

Tannum Sands is located across the Boyne River rising up to a hill top overlooking the ocean. It has a distinctly more coastal feel than its sister settlement of Boyne Island. Like Boyne Island, Tannum Sands contains a retail centre that serves this locality. This centre unlike the one at Boyne Island has developed over time and contains some elements that contribute to street activation. The centre contains a broad range of uses from landscape supplies to cafes, restaurants, retail and a tavern all of which have developed over time which shows in its fragmented form and layout.

Buildings are generally of a lower scale that do not dominate surrounding development and landscape.

ISSUES

Like Boyne Island, the majority of the locality will remain as 2 storey development. The centre however has the potential to develop a more street focused outlook creating a focal point for the community.

The shopping centre itself is roughly central to the broader Tannum locality and is ideally suited to support a more walkable neighborhood.

The current scale of development in Tannum Sands is commensurate with its coastal feel. It is understood an approval for a 9 storey development on the tavern site has been approved by Council. This is considered out of scale with the surrounding development. Its form and height need careful consideration and as such the planning scheme needs to articulate clearly defined centres of a scale and density commensurate with the character of the locality.

Again like Calliope, Tannum Sands and Boyne Island are experiencing significant growth pressures. However there is little in place with respect to strategic planning vision to direct or coordinate this growth.



RESPONSE

Height, Scale and Character

Figure 17 explores a strategy for the centre to create a more cohesive development form. The intention is to develop a centre that is more walkable by encouraging activation of streets.

Under this strategy the centre is consolidated and strengthened as a mixed use centre with Booth Avenue developed over time as a 'main street'.

A 9 storey tower is proposed adjoining the tavern, however a height limit of 4 storeys is considered more appropriate for the locality given the nature of adjoining residential uses.

A smaller node of cafes and restaurants is located overlooking Port Curtis at the intersection of Pacific Avenue and Ocean Street east of the Tannum Sands shopping centre. This node has buildings fronting onto both Ocean Street and Pacific Avenue with cafes and restaurants taking advantage of coastal views and vistas. Should these site redevelop, mixed use buildings up to 4 storeys in height would be acceptable provided the close relationship with street is maintained and active uses occupy the street level.

As with Boyne Island, the character of the built form should be overwhelmingly coastal.

Planning for Growth

Like Boyne Island, it is our recommendation that a structure plan be developed for Tannum Sands that considers the nature and form of growth. Development should be well connected to the existing centres and other activity nodes and supports a coherent development strategy for the entire settlement that promotes a more sustainable future.

The structure plan should explore:

- Residential density, location and type
- Non residential employment uses and location
- Connectivity including road, cycle, pedestrian and open space connections to existing centres and other activity nodes
- Urban form
- Open space (both active and passive)
- Infrastructure provision (hard and soft)
- Staging.





FIGURE 18 TANNUM SANDS HEIGHTS PLAN



- PRIMARY ACTIVE FRONTAGE
- - - SECONDARY ACTIVE FRONTAGE
- GENERAL STREETSCAPE UPGRADE
- > PEDESTRIAN CONNECTION
- ▩ PLAZA
- DEVELOPMENT AREA
- Ⓟ PARKING AREA
- PROPOSED NEW STREET CONNECTION
- PARK
- EXISTING BUILDINGS
- EXISTING STREETS

FIGURE 17 TANNUM SANDS INTERVENTION PLANS

AGNES WATER & SEVENTEEN SEVENTY

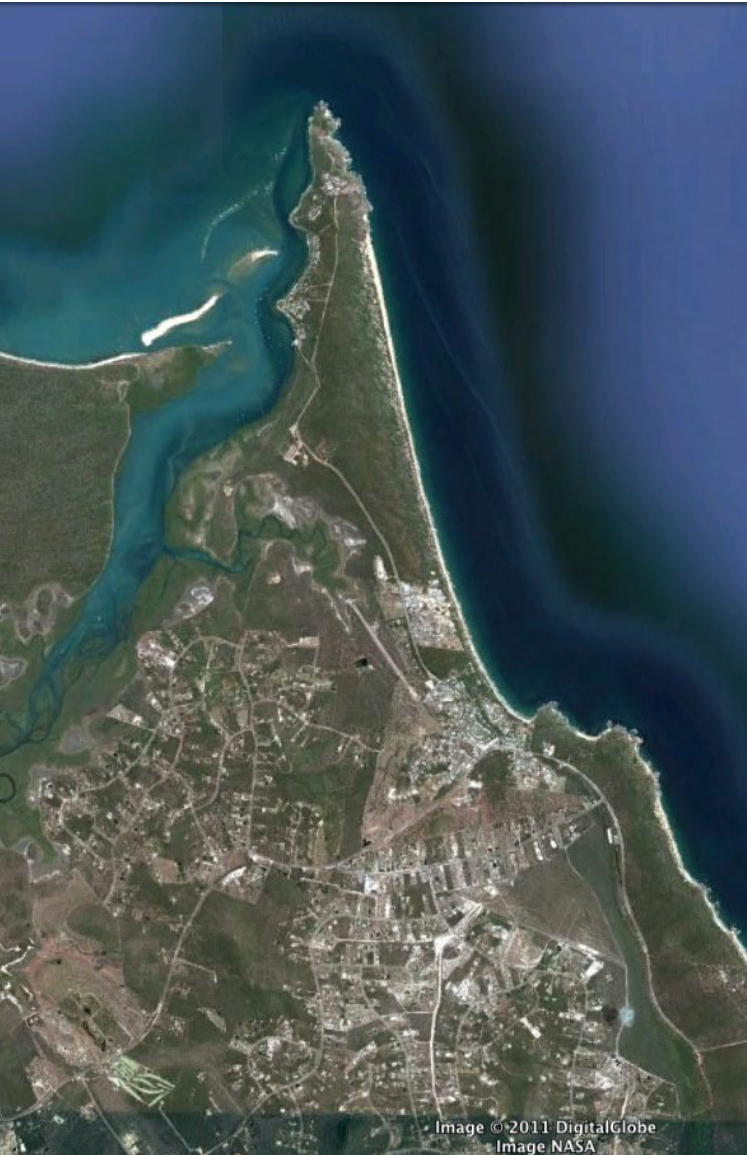


Image © 2011 DigitalGlobe
Image NASA

DESCRIPTION

Although two separate localities, they are physically and functionally linked and will be treated as one place for the purpose of this study. These are coastal destinations of considerable amenity. Agnes Water is the larger of the communities and is tucked behind the fore dunes and climbs its way up the hills behind. Development has a quintessentially coastal character.

This is generally represented by 2 storey buildings typified by expressive and generous roof forms, extended eaves, skillions, curves, propped awnings with light weight cladding, metal, timber and rendered masonry. Buildings tend to touch the ground lightly using post and beam construction as opposed to slab on ground footings.

ISSUES

Agnes Water is the entry point to the locality. It however lacks any public realm emphasis that marks the place as a destination—the point to begin exploration of a spectacular piece of coastline.

Arriving over a small crest from the west along Round Hill Road, the small cluster of shops and houses that make up Agnes Water forms around the intersection Round Hill Road and Captain Cook Drive.

The shops are generally setback from the road, typical of their age of construction. The road reserve is very wide in this location and this contributes to the poor visual appeal of the centre.

Roads pavements are overly wide given the amount of traffic which creates a pedestrian unfriendly approach to moving in and around this small coastal village. There is an absence of shade and footpaths do not correlate well with desire lines for pedestrian movement.

Some of the newer developments help to define the street with built forms maintaining a closer relationship with the street.

Height, Scale and Character

Agnes Water

Development along Agnes Street is 3 storeys and reinforces this locality as an important activity node. Most of this area towards the beach is designated for tourist accommodation and therefore development up to 3 storeys is appropriate. Away from this node



2 storey development is appropriate particularly given the visual sensitivities of this section of coastline. Should large scale residential developments seek to build three storey developments as part of integrated resort developments this may be acceptable provided it is not visible from the Agnes Water/ Seventeen Seventy beach or foreshore areas.

Seventeen Seventy

Seventeen Seventy is similar in scale at 2 storeys and arguably far less urban in its feel, containing individual beach homes displaying a similar coastal character as discussed above. Houses cluster on the slopes and headlands overlooking the coast and inlet. Some integrated resorts have started intruding on fore-dune areas between Agnes Water and Seventeen Seventy.

Road pavements are generally much narrower with an absence of kerb and channel in some locations which adds the character of the area. Houses tend not to have formal gardens. Instead the surrounding native vegetation tends to dominate and enclose houses, softening the visual impact of urban development.

Pedestrian Movement

The other major issue is the lack of pedestrian quality in the public realm. For an eminently walkable place the pedestrian realm should be comfortable and inviting.

Agnes Water and Seventeen Seventy are truly outstanding coastal destinations. They are connected by Captain Cook Drive which is the only road connection between the two settlements. The topography of the locality and the relative closeness of the settlements lends itself to a cycle connection. The bike path linking Agnes Water to Seventeen Seventy however has only been partially established and is poorly signed. Currently the bike path inexplicably stops before the main centre for Seventeen Seventy. With a cycle hire shop in Agnes Water there is an ideal opportunity to create a highly walkable activity node.

Indeed wayfinding signage in general is poor in this locality. The public realm within the Agnes Water centre does not promote pedestrian movement through either directional signage and information, shade and landscape or footpaths and walkways between activity points such as the shops and the beach. These elements are critical to the on going success of this locality as a tourist destination.

RESPONSE

There is a need to physically link both centres through the current bike path. A cycle plan that completes the current bike path and links major attractions needs to be completed as a matter of urgency.

In addition to cycle paths both on and off road, pedestrian linkages both on road and off should be encouraged. The area has outstanding natural beauty from beaches to headlands, National Parks and Conservation Areas. These are assets that should be capitalised on to add value to the experiences being offered to tourists and visitors. A comprehensive public realm strategy should be undertaken by Council.

A signage strategy is required to assist in wayfinding throughout the locality. Figure 18 demonstrates how some of these elements may be improved. This is not intended as a final design but as a demonstration of some of the principles discussed in this section of the report.

Height and built form are key issues for the locality. In general building height should be restricted to no more than 3 storeys to protect the outstanding visual amenity of the locality. The new planning scheme should also include a Development Code which details an appropriate response to both height and character issues for the locality.



AGNES WATERS ENTRY STATEMENT

DOUBLE ROW OF FORMAL STREET TREE PLANTING ALONG FOOTPATH / CYCLE PATH PROVIDES SHADE AND COMFORT

EXISTING SHOPPING CENTRE

SIGNATURE TREE PLANTING TO CENTRAL MEDIAN AND INFORMAL STREET TREE PLANTING PROVIDE ENCLOSURE TO ENHANCE PEDESTRIAN EXPERIENCE AND PROVIDE CUES TO REDUCE VEHICULAR SPEED



LARGE TREE THRESHOLD

OPPORTUNITY FOR NEW MIXED USE BUILDINGS WHICH CREATE A LANDMARK ENTRY FOR THE TOWN (MAX 3 STOREYS IN HEIGHT)

FORMAL STREET TREE PLANTING TO PROVIDE ENCLOSURE AND SYMMETRY TO STREETScape VISTA INTO THE TOWN CENTRE

EXISTING SERVICE STATION

SHADE STRUCTURES *

AGNES WATERS ENTRY STATEMENT

FIGURE 18 AGNES WATER INTERVENTION PLAN

* SHADE STRUCTURES CONNECTED BY PATHWAYS PROVIDE MEETING POINTS AND ESTABLISH A TOWN CENTRE WITH A PEDESTRIAN FOCUS

1 LOW PLANTING TO INCREASED MEDIAN AREAS PROVIDE PHYSICAL AND VISUAL CUES TO REDUCE VEHICULAR SPEED



FIGURE 18 AGNES WATER INTERVENTION PLAN (CONT.)

CHARACTER

The GRC area contains a number of distinctive residential settings from scenic coastal areas to rolling rural landscapes.

Buildings can be designed to acknowledge, interpret and express their context in order to enhance local character and identity. Character is expressed through the thoughtful interpretation of contextual design themes of the location such as the coast or traditional urban buildings, the massing and building form, geometry of building elements, roof lines, balcony scale and treatments, choices of materials and colours.



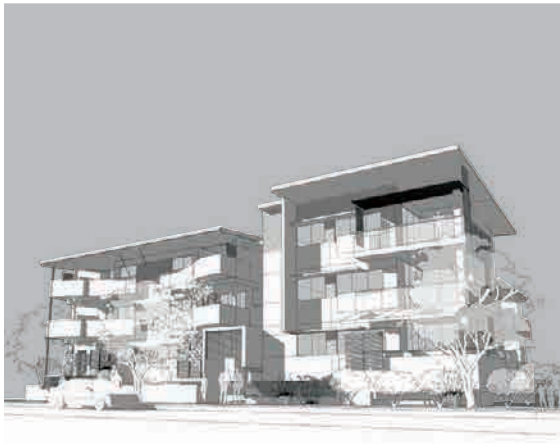
COASTAL CHARACTER



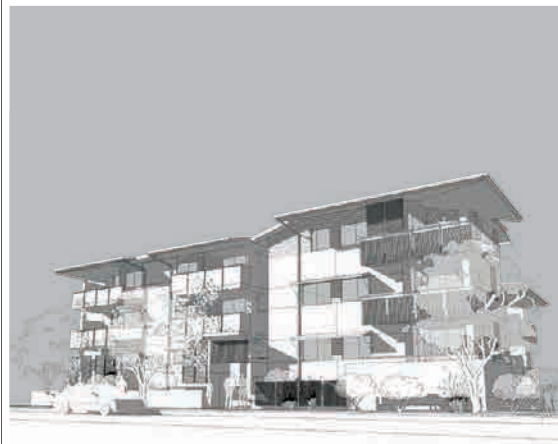
RURAL CHARACTER



URBAN CHARACTER



Coastal Character



Rural Settlement Character



Urban Character

Design Themes	Shorelines, bays, coves, headlands, waves, wind, sand, boats, horizontal lines, curves, more ephemeral	Traditional town, 'queenslander', farm houses and farm buildings, rural town industry, butter factory	Strong definition of streets and public spaces, more solid, more privacy required
Roof Form	More expressive / generous roof forms. Extended eaves, skillions, curves, propped awnings and eaves	More traditional roof forms, gables, hips, visible roof	Less expressive roof forms, smaller overhangs, walls dominate visually
Balconies	More open and larger for view and lifestyle, glass balustrades	Less expansive, timber balustrades semi-enclosed for cooler months	More enclosed and protected for privacy, masonry balustrades movable shutters and screens
Materials	Light weight, metal, timber, rendered masonry (base only)	Timber, face brickwork	Natural masonry, more solid, concrete, hardwearing surfaces
Colours	More modern colours, metal, borrowed from coastal landscape	Traditional, blends more with the landscape	Natural masonry, concrete
Elements	Visually light, canvas awnings, sails, masts, more horizontal, circular sections	More vertical, square sections	Vertical, with combinations of massing elements



DEVELOPMENT FORMS

BUILDING TYPOLOGIES

The following section details the language of the city as expressed through its built form. These typologies set out the built form response for the major interventions and changes in density proposed in this report.

The typologies respond to a number of elements including height, street type and precinct.

The typologies are essentially just envelopes—they are not buildings themselves. They define the space intended to be occupied by the buildings but do not represent designs. This is for the individual architect and designer to propose. The envelopes describes the relationship buildings should have with the street, adjoining sites and other buildings.

The envelopes simply define setbacks and street relationships. The articulation zone which skins the envelopes facing the public realm represents a space where those elements such as verandahs, awnings, balconies, eaves and roof overhangs, cantilevered wall and roof elements may extend into without penalty.

DEFINITIONS

Articulation—means designing a building, or the facade of a building, with clearly distinguishable parts.

Articulation Zone—an area from the main face of the building to the outermost projection where elements such as sun shading, balconies, roofs, eaves and overhangs can project into, to assist in articulating the façade.

Landmark buildings — fulfill one or more of the following townscape functions:

- Complete and/or frame vistas and views
- Create gateways and entries
- Increase legibility and add to the sense of place
- Provide a sense of scale at open spaces.

Landmark buildings are created through measures such as a change of scale, materials and or architectural treatment.

Main Face—the shortest distance measured horizontally to the plane in which the main facade of the building occurs not including any balconies, eaves, awnings or overhangs.

Outermost Projection (OMP)—Means the outermost projection of any part of a building or structure including, in the case of a roof, the outside face of the fascia, or the roof structure where there is no fascia, or attached sunhoods or the like, but does not include retractable blinds, fixed screens, rainwater fittings, or ornamental attachments.

Primary active frontage - buildings nominated as having primary active frontages on the frontages plan:

- activate the street for extended hours of the day and night by building up to the street edge, parallel to the street alignment and support a mix of uses

- ensure frontages address the street and have continuous awnings for shelter and shade
- are visually and physically permeable containing many windows and entrances, displaying activities and/or facilitating surveillance and interaction
- reinforce the priority of the pedestrian by addressing the street and including strongly expressed pedestrian entrances and contributing to comfort for pedestrians by delivering continuous awnings providing shelter over footpaths
- incorporate car parking that is located below ground where at grade or podium car parking is proposed it must be sleeved with active uses to ensure overlooking of the street increasing surveillance or appropriately and attractively screened,

Secondary active frontages - buildings with secondary active frontages as noted on the Frontages Plan:

- contribute to activating streets by building up to the street edge, parallel to the street alignment and supporting a mix of uses
- address the street and public realm but may have a wider variety of setbacks to allow for privacy to be maintained between street and dwelling and cater for courtyards, balconies and deep planting areas
- should have continuous awnings for shelter and shade
- must be respectful of the pedestrian public realm
- provide facades that contain well-detailed and articulated access points at frequent intervals along pedestrian networks, and do not include blank walls
- allow vehicle access points but locate and design them to minimise impacts on the public realm.

TYPE 1 ACTIVE FRONTAGE (PRIMARY & SECONDARY)

Description

This typology is for 'main street' areas along Goondoo Street in the City Centre. This typology is where buildings are required to be built to the alignment and contain ground floor uses which activate the street. These buildings are a maximum of 8 storeys in height with a one storey podium which defines the base of the buildings.

Development Standards

Setbacks		
Podium (one storey)	Front	0.0m
	Side	0.0m
	Rear	0.0m
Levels 2-8	Front	3.0m (to main face— does not include articulation zone)
	Side	3.0m (OMP or 9.0m where balconies overlook side boundary)
	Rear	18m (OMP)
Building Height		
Max number of storeys	8 storeys (Includes podium)	not including any basement
Lot Dimension		
Min Lot Size	1500m ²	
Min frontage	30m	
Miscellaneous		
Ground Floor Height	Floor to Ceiling	min 4.5m
Max building depth	32m (OMP)	
Max Floor Plate (above podium)	Commercial	1200m ² (in any single tower)
	Residential	1000m ² (in any single tower)
Awning	Continuous	All frontages (min 3.0m depth over footpath)



TYPE 2 ACTIVE FRONTAGE (PRIMARY & SECONDARY)

Description

This typology is for the mixed-use precincts (City Centre, The Valley and Kin Kora) where buildings are required to be built to front alignment such as along Tank Street. Two storey podiums define the street and public realm with ground floor uses activating these key streets. These buildings are up to 6 storeys in height.

Development Standards

Setbacks		
Podium	Front	0.0m
	Side	0.0m
	Rear	0.0m
Levels 2-6	Front	6.0m (to main face—does not include articulation zone)
	Side	3.0m (OMP or 9.0m where balconies overlook side boundary)
	Rear	18m (OMP)
Building Height		
Max number of storeys	6 storeys	not including any basement
Lot Dimension		
Min Lot Size	1500m ²	
Min frontage	30m	
Miscellaneous		
Ground Floor Height	Floor to Ceiling	min 4.5m
max building depth	32m (OMP)	
Max Floor Plate (above podium)	Commercial	1200m ² (in any single tower)
	Residential	1000m ² (in any single tower)
Awnings	Continuous	All frontages (min 3.0m depth over footpath)



TYPE 3 NON ACTIVE

Description

This typology occurs generally on those streets where 6 storey buildings are allowed but not required to provide any form of active frontage such as parts of the City Centre.

Development Standards

Setbacks		
Podium	Front	n/a
(None)	Side	n/a
	Rear	n/a
Ground–Level 4	Front	4.0m (to main face— does not include articulation zone)
	Side	3.0m (OMP or 9.0 where balconies overlook side boundary)
	Rear	18m (OMP)
Levels 5-6	Front	4.0m (to main face)
	Side	6.0m (OMP or 9.0 where balconies overlook side boundary)
	Rear	18m (OMP)
Building Height		
Max number of storeys	6 storeys	not including any basement
Lot Dimension		
Min Lot Size	1500m ²	
Min frontage	30m	
Miscellaneous		
Plot ratio	2.6	where the site is 1500m ² or greater otherwise 1.6
Ground Floor Height	Floor to Ceiling	min 4.5m
max building depth	32m (OMP)	
Max Floor Plate (above podium)	Commercial	1200m ²
	Residential	1000m ²
Awning	Non continuous	Building entry only



TYPE 4 ACTIVE–LOW RISE (PRIMARY & SECONDARY)

Description

This typology is for the mixed-use residential areas where an active frontage is required to activate the street. These buildings are a maximum of 4 storeys in height with a single level podium which defines the base of the buildings.

Development Standards

Setbacks		
Podium (one level only)	Front	0.0m
	Side	0.0m (where abutting another podium or non residential building otherwise 3.0m where adjoining residential areas or may be built to boundary where the podium is less than 1.5m in height)
	Rear	12m
Level 2–Level 4	Front	4.0m (to main face—does not include articulation zone)
	Side	3.0m (OMP or 9.0m where balconies overlook side boundary)
	Rear	12m (OMP)
Building Height		
Max number of storeys	4 storeys	not including any basement
Lot Dimension		
Min Lot Size	1400m ²	
Min frontage	30m	
Miscellaneous		
Plot Ratio	1.5	where the site is 1400m ² or greater otherwise 1.0
Ground Floor Height	Floor to Ceiling	min 4.5m
max building depth	24m (OMP)	
Awning	Continuous	Active frontage only (min 3.0m depth over footpath)



TYPE 5 NON ACTIVE LOW RISE

Description

This typology occurs where buildings are not required to be built to the alignment. This typology has a maximum height of 4 storeys.

Development Standards

Setbacks		
Podium	Front	n/a
(None)	Side	n/a
	Rear	n/a
Ground–Level 4	Front	4.0m (to main face— does not include articulation zone)
	Side	2.0m (OMP or 9.0m where balconies overlook side boundary)
	Rear	12m (OMP)
Building Height		
Max number of storeys	4 storeys	not including any basement
Lot Dimension		
Min Lot Size	1400m ²	
Min frontage	30	
Miscellaneous		
Plot Ratio	1.5	where the site is 1400m ² or greater otherwise 1.0
Ground Floor Height	Floor to Ceiling	min 4.5m
max building depth	32m (OMP)	
Awning		not required



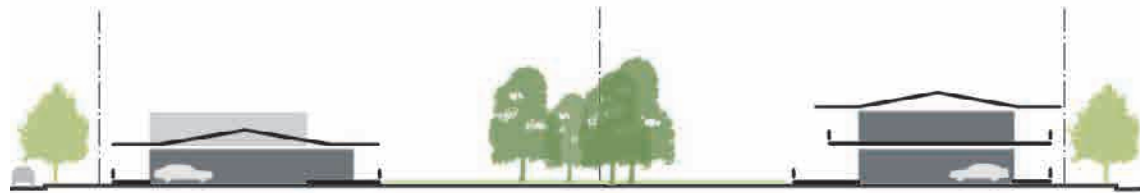
MEDIUM DENSITY RESIDENTIAL DEVELOPMENT TYPES

Small Lot Detached Houses

This form of detached housing enables growing communities to achieve increases in density within existing areas and street network patterns where laneways are not provided. The existing scale of the neighbourhood and the street layout is maintained. To achieve a safe and attractive street presence, restrictions are placed on the proportion of site coverage and the location of driveways and garages in relation to orientation.

Typical Design Outcomes

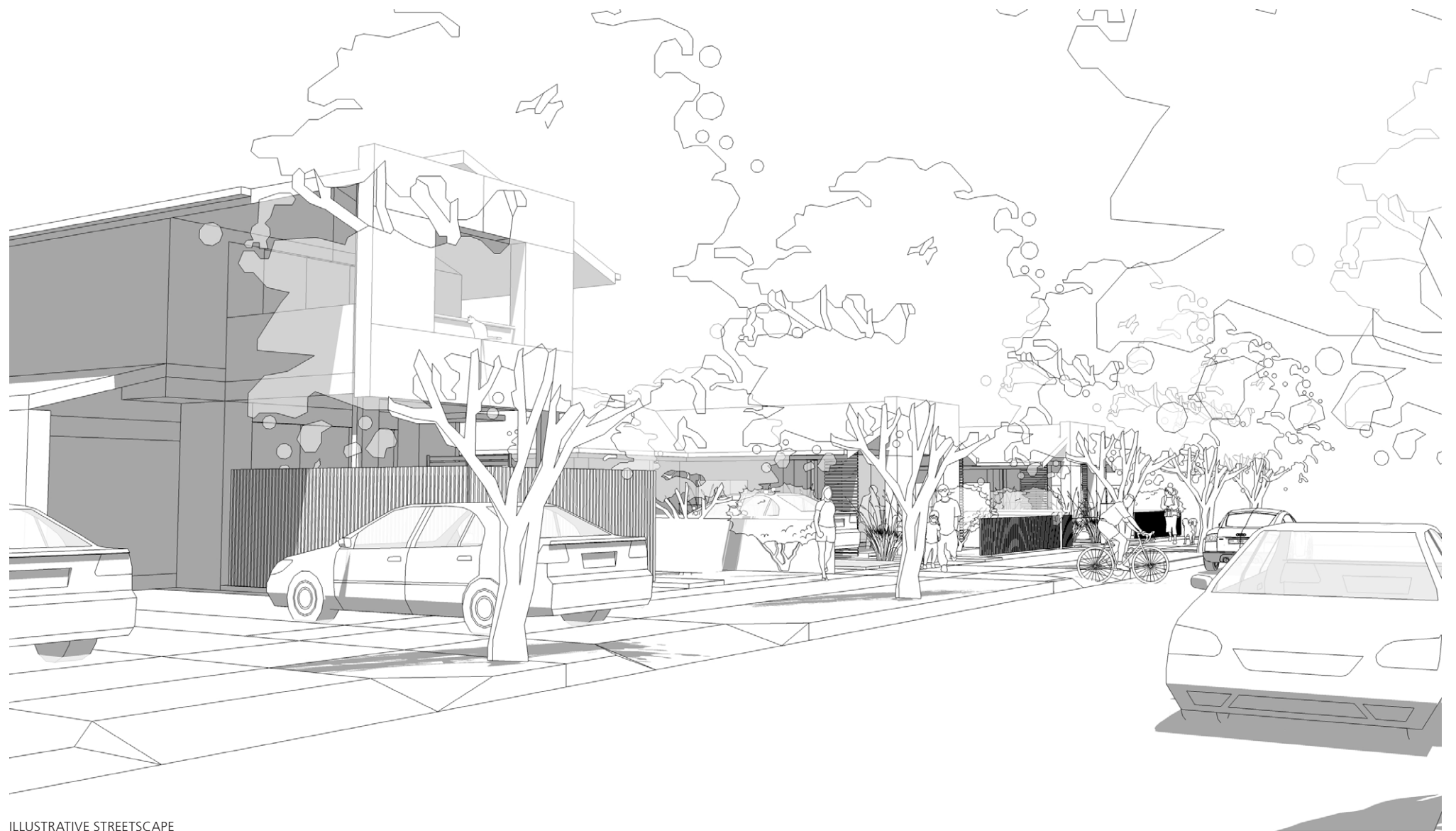
Location	Located close to centres this form of housing provides a mix that is compatible in scale with other detached housing. This type of housing provides for a mix of housing type.
Site Area	up to 450m ²
Height	1-2 storeys
Density	15 dwellings/hectare
Suitability	Infill
Lot Dimension	10m, 12m or 15 m frontages
Dwelling Size	80–200m ²
Car Parking	Tandem preferred
Titling	Freehold



ILLUSTRATIVE SECTION



ILLUSTRATIVE SITE PLAN



ILLUSTRATIVE STREETScape

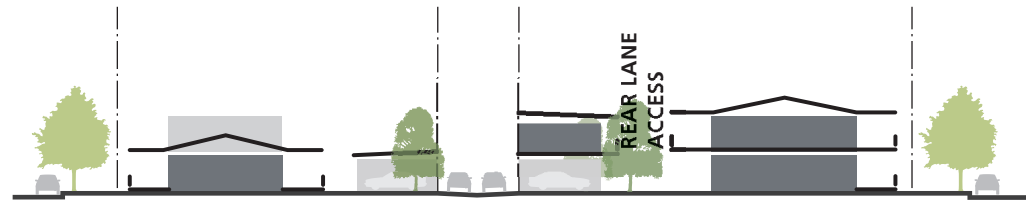
MEDIUM DENSITY RESIDENTIAL DEVELOPMENT TYPES

Attached Houses

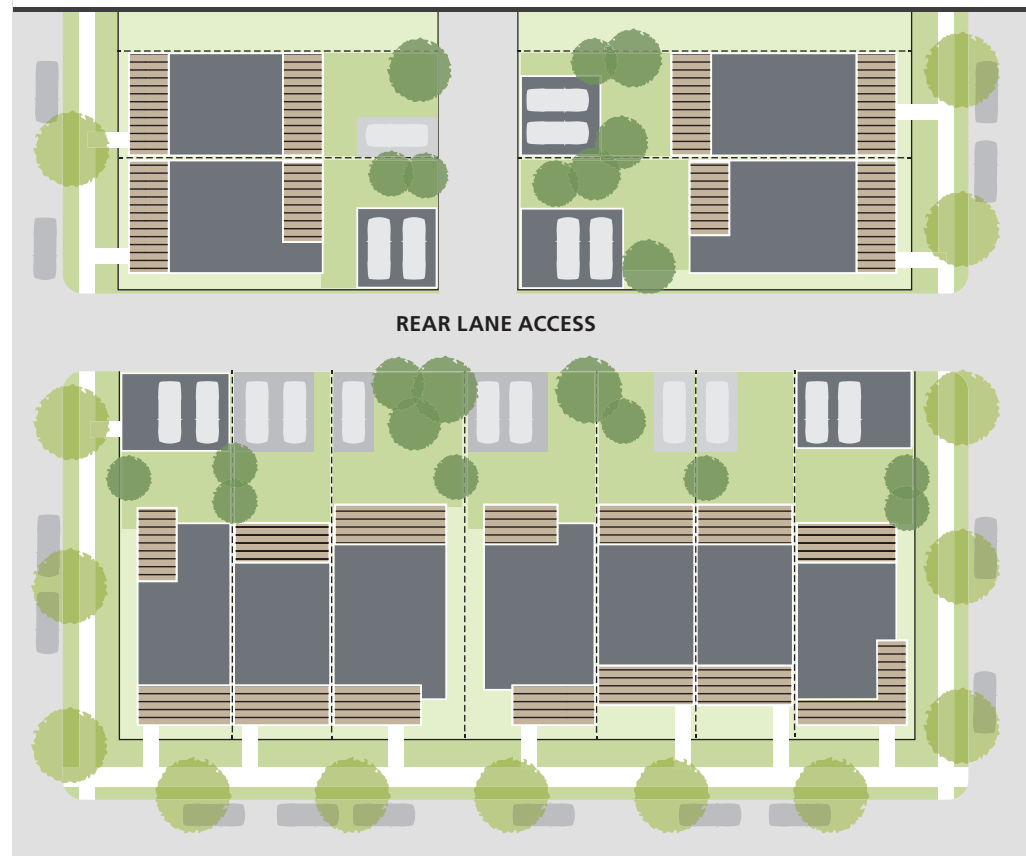
This form of attached housing provides sustainable and economical medium density housing with attractive individual street addresses. It also allows opportunities for home offices. Vehicle access and car accommodation is from a rear lane to ensure the streetscape is not dominated by garages and driveways. Their compatibility with other lower density housing in terms of height and scale makes them ideal for integration into new residential areas. This typology is suited to most areas in Gladstone, Calliope, Tannum Sands and Agnes Water.

Typical Design Outcomes

Location	Located within and surrounding local and neighbourhood centres close to retail and commercial uses as a transition to lower density housing. This form is useful on busier streets with limited vehicle access, where pedestrian usage, streetscape quality and character are important or overlooking parks and open spaces where a frontage street is not needed. Should be located in close proximity to public transport stops.
Site Area	from 120–300m ²
Height	1-3 storeys
Density	25 dwellings/hectare
Suitability	New, infill where existing rear lane
Lot Dimension	5m, 8m or 10 m frontages (10m on ends only)
Dwelling Size	100–160m ²
Car Parking	Single or double garage off rear lane
Titling	Community or Freehold



ILLUSTRATIVE SECTION

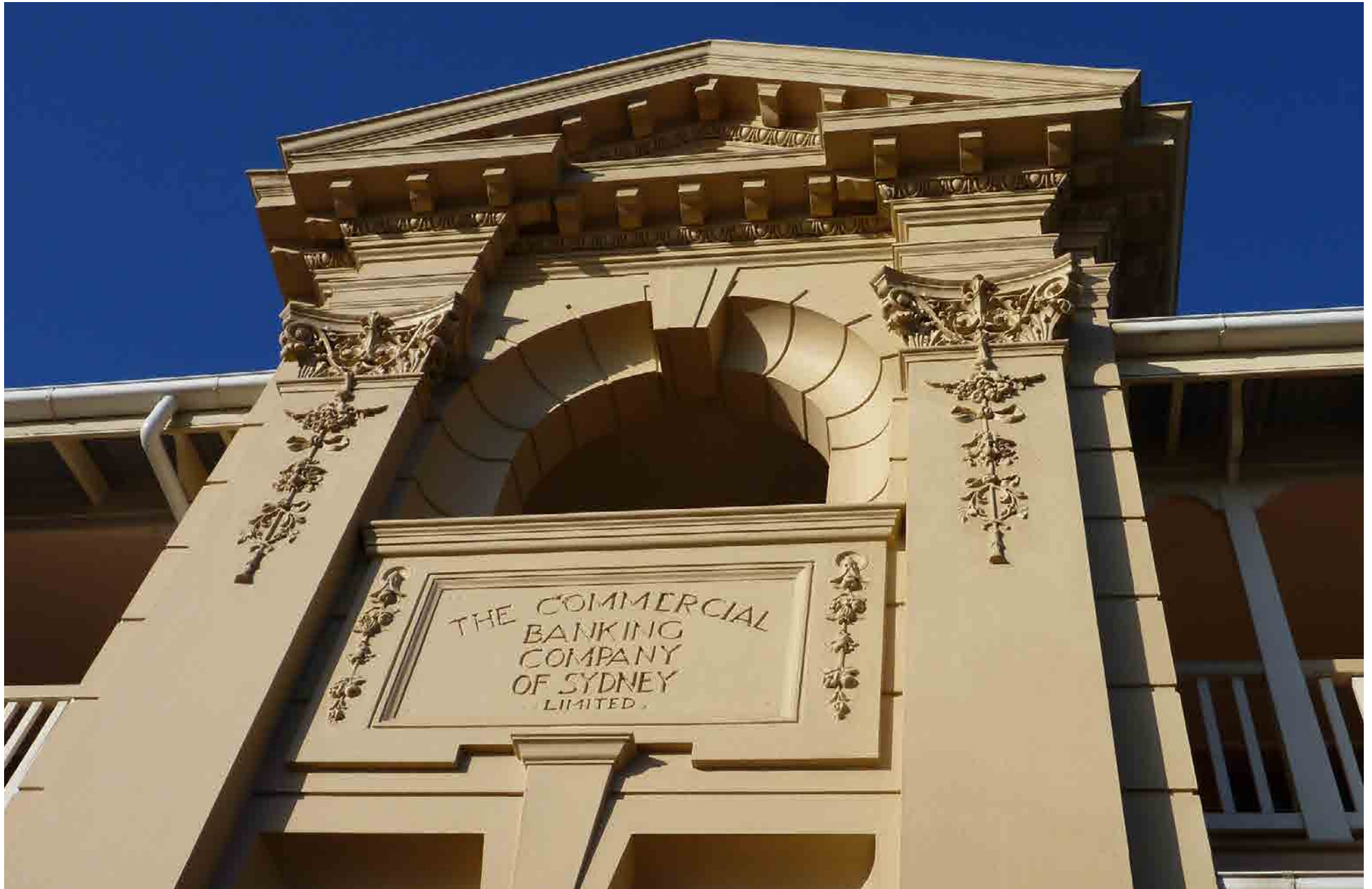


ILLUSTRATIVE SITE PLAN

NOTE: REAR LANE ACCESS IS PREFERRED FOR BUSIER STREETS. FRONT ACCESS IS POSSIBLE FOR LESS TRAFFICKED STREETS.



ILLUSTRATIVE STREETScape



RECOMMENDATIONS FOR THE NEW PLANNING SCHEME

The previous sections of this report have identified development constraints and opportunities for growth areas in the Gladstone region along with specific responses to address built form and design outcomes. This has been presented through relevant mapping (height overlays and Intervention plans), building typologies (including development standards) and supporting definitions.

These elements have the ability to form the basis of built form and design related provisions for the new planning scheme. The Queensland Planning Provisions (QPP) provides the framework in which to integrate these provisions and offers a level of flexibility in how and where these provisions can be expressed.

It is acknowledged a much broader piece of work is required to understand a preferred drafting approach for the new planning scheme that considers not only these urban design findings but also the recommendations from all the planning studies that have been undertaken in support of the new planning scheme. In any case, it is considered the recommendations produced herein can inform the overall drafting process and in particular the following issues:

- Applying either Level 1 or Level 2 QPP zoning although it is assumed that Level 2 zoning appears the best fit for the a region of the scale and complexity of Gladstone
- Conversion of zoning in the current planning schemes to QPP format with an emphasis on major centres and higher density residential areas
- Undertaking detailed Local Planning exercises for significant growth areas or places experiencing change
- How overlays will be utilised to describe constraints and other aspects of development
- The scope of Development or Use Codes that are intended to regulate development or land use types in a more detailed manner to Zone codes

In bringing together the findings expressed previously, a range of regulatory options and recommendations are discussed below.

1. GOOD URBAN DESIGN PRINCIPLES IN THE PLANNING SCHEME

Urban design does not cover one area of development or indeed relate to one element of development. The purpose of urban design is the creation of 'successful places'. As a result, urban design is both a process and outcome that is inherent in the places we create and the communities we build.

Therefore urban design should flavour all aspects of the planning scheme and other development related regulatory mechanisms from the design of roads and pedestrian paths, to buildings, centres, towns and cities. Hence, the planning scheme is a mechanism through its strategic framework, zones, overlays and other codes and provisions that articulates how we create places and establish expectations for development. This approach is not necessarily best suited to a 'standalone' urban design focussed code or otherwise. It is better reflected throughout relevant parts of the scheme using the concept of a line of sight emanating from the strategic framework through to codes, provisions and all aspects throughout the planning scheme.

Hence table 1 below offers a range of important urban design elements for neighbourhoods, centres, buildings and streets for inclusion throughout the planning scheme in order to facilitate good development outcomes. This is not comprehensive in its coverage but provides some overarching guidance about what good development is or should be. As described earlier, it will be imperative that Council undertake a process to resolve the overall structure of the new planning scheme in order to determine where urban design (and other) provisions will be best situated and communicated. The provisions included in the Tables 1-4 provided can be incorporated in the new scheme once this overarching framework is established.

Elements	Urban Design Principles
Neighbourhoods	<ul style="list-style-type: none"> • In order to achieve more sustainable urban outcomes, all residential developments are formed as part of neighbourhoods or created as new neighbourhoods • Neighbourhoods are scaled upon a walkable catchment, generally a five minute walk or 400 metres • The neighbourhood is characterised by a neighbourhood centre as an identifiable, vibrant and memorable community heart. The centre contains a mix of uses, with retail, commercial, employment, community facilities and parks surrounded by housing within easy walking distance. A vibrant neighbourhood centre encourages (and justifies) the incorporation of a greater variety of housing types and densities close to the centre, for enhanced housing choice and a broader social mix • Centres are located in accessible locations on higher order streets. Transitions of land uses are compatible, with different land uses and housing forms from higher to lower densities achieved through the street patterns and along rear boundaries • Streets generally have compatible uses facing each other across the street • Streets have both a movement and place function where both need to be addressed as part of street and public realm design • The primary 'through' street network form the public transport routes. The street network provides a safe environment for all street users and minimises impacts from through traffic • The street layout has a legible pattern that provides choices of direct routes to neighbourhood centres, other community focal points and public transport routes • Streets are interconnected in a modified grid and define blocks of a walkable scale, generally between 1-1.5 ha in area, about 60-80m deep and 150-220m long

TABLE 1 URBAN DESIGN PRINCIPLES

Elements	Urban Design Principles
Centres	<ul style="list-style-type: none"> • The layout of each centre needs to respond to its particular setting and characteristics, including such matters as existing natural features, role in the centres network and relationship to transport networks • Centres contain a mix of uses creating a vibrant community heart • Buildings on main streets in the centre and along major movement corridors should be built to the street alignment for at least 90% of the street frontage • Higher density housing is located closer to neighbourhood centres and along busier streets and open spaces • Centres have a focal point as an identifiable community space • Bus stops should be located close to focal points and retail services • Buildings built to the street alignment provide an awning over the footpath for weather protection. Awnings may need to be set back from the kerb or include cut-outs to allow for street trees • The ground floor of buildings in centres provide active frontages accommodating high activity uses such as retail, entertainment or community activities, presenting an interesting façade with extensive use of windows and doors • Long single use frontages should be avoided. Large format retail uses such as supermarkets or discount department stores should be sleeved by smaller retail and similar uses along active street frontages • Buildings on corners must address both street frontages. Corners should be expressed as stronger visual elements, including feature building entries • Parks are incorporated in accessible and visible locations
Buildings	<ul style="list-style-type: none"> • Buildings face and overlook all types of streets including higher order through streets (collectors and sub-arterials) with entrances to buildings accessible and visible from the street. Setbacks between buildings and the street are varied as shown in the built form typologies • Front facades of large buildings are stepped and articulated to allow the planting of substantial vegetation • Car access and garages do not dominate the streetscape. Higher density housing forms are developed with rear vehicle access to achieve high quality streetscapes. Higher density housing is broken down in mass and scale and configured as collections of buildings with gaps for ventilation and light to enhance the landscape setting of buildings • On steeper land, lots are wide enough to minimise the use of retaining walls above ground. Visual impacts of retaining walls are minimised with construction of short stops separated by planting

Elements	Urban Design Principles
Streets	<ul style="list-style-type: none"> • The street network is created as a highly connected, legible and permeable grid • Networks promotes safe movements and provides direct pedestrian and cyclist access to the centre's focal point/transit opportunities • All streets should accommodate multiple transport modes to encourage activity and personal safety • Streets should accommodate on-street parking and vehicle movements without compromising walking and cycling safety and amenity • The street network should provide sufficient capacity for service vehicles, taxis and public transport stops and layovers as required • Focus internal street design around achieving a safe and attractive main street as the heart of the retail, entertainment and civic/cultural uses • Development on Main Streets with active frontages are provided with access from rear lane or other access streets for service vehicles and to parking areas to reduce potential conflicts with pedestrians and cyclists • Interconnected street network provides direct routes and choices of routes to the centre. • Through-streets with public transport routes linking to adjacent neighbourhoods

2. INCLUSION OF DESIGN / BUILT FORM RELATED OVERALL OUTCOMES IN ZONES CODES

QPP offers a suite of suggested or optional Overall Outcomes to include in each Zone. A perusal of these suggestions finds that they tend to focus on land use outcomes, amenity and responses to development constraints. Council have the option of inserting their own Overall Outcomes to better reflect the intent built form outcomes in QPP zones.

A range of Overall Outcomes are provided below that seeks to capture universal or region wide intents and also outcomes for 'areas for change' identified in this report. These focus on broader design related expressions and need to be considered in conjunction with other overall outcomes. They also provide an option for expressing built form outcomes that link effectively with land use outcomes intended in zones as discussed in more detail below.

Overall Outcome	Application
General - Residential Development (eg. Townhouses and apartments)	
<ul style="list-style-type: none"> • Development creates pleasant living environments that ensures privacy, access to sunlight, open space, ventilation and natural climate control • Development contributes positively to the local streetscape and character 	<ul style="list-style-type: none"> • Residential Choice Zone • Apartment Residential Zone
General - Centres Development (eg. Shopping Centres and Neighbourhood Centres)	
<ul style="list-style-type: none"> • Development creates a distinctive and vibrant urban centre with a built form character appropriate to the centres hierarchy • Development incorporates CPTED principles to ensure safer communities • Development creates integrated and accessible places that optimise opportunities for community interaction • Built form is oriented to the street and any public spaces including pathways • Built form enhances the existing streetscape • Car parking 	<ul style="list-style-type: none"> • All Centres Zones • Centres Development Use Code
The City Centre	
<ul style="list-style-type: none"> • Urban form is characterised by a high density core comprising of well articulated taller buildings that present a continuous pedestrian friendly ground level facade at a human scale • Development provides a transition in built form from the core spine along Goondoon Street and adjoining zones • The ground floor of buildings support high pedestrian activity throughout the day and night • Residential activities including short term accommodation are supported where appropriate amenity can be achieved in a mixed use environment 	<ul style="list-style-type: none"> • Principal Centre Zone

TABLE 2 OVERALL OUTCOMES

Overall Outcome	Application
The Valley	
<ul style="list-style-type: none"> Buildings fronting Goondoon and Tank Streets reinforce the main street function and provide high quality public realm Streetscapes support pedestrian movement and comfort The ground floor of buildings on primary active frontages support high pedestrian activity throughout the day and night Residential activities are supported where above ground and where appropriate amenity can be achieved in a mixed use environment. 	<ul style="list-style-type: none"> Major Centre Zone
Gladstone South	
<ul style="list-style-type: none"> Medium rise residential, mixed use and commercial development is supported within 400m of Tooloola Street The Tooloola centre is a southern gateway into the Gladstone City centre Mixed use development is encouraged in any development of the Tooloola centre Development contributes improving the public realm through streetscape enhancements and linkages to The Valley area 	<ul style="list-style-type: none"> Residential Choice Zone Apartment Residential Zone District or Local Centre Zone
Gladstone West	
<ul style="list-style-type: none"> Residential apartments are supported where in close proximity to the Gladstone Hospital and Gladstone High School 	<ul style="list-style-type: none"> Residential Choice Zone Apartment Residential Zone
Kin Kora	
<ul style="list-style-type: none"> Kin Kora is to expand its role into a mixed use centre that acts as a community meeting point for social interaction and recreation Development must connect between the two centres and also the surrounding area 	<ul style="list-style-type: none"> Major or District Centre Zone
Barney Point	
<ul style="list-style-type: none"> No variation to existing planning scheme provisions proposed 	<ul style="list-style-type: none"> Residential Living Zone Residential Choice Zone

Overall Outcome	Application
Calliope	
<ul style="list-style-type: none"> The north eastern centre functions as the town centre for the community while the southern centre provides convenience level services Residential development in close proximity to the town centre includes small lot dwellings houses and townhouses The town centre is to include a main street with a greater mix of commercial, retail and community uses Residential development reflects a rural character expressed through buildings that are simpler in form 	<ul style="list-style-type: none"> District Centre Zone Residential Living Zone Residential Choice Zone
Boyne Island	
<ul style="list-style-type: none"> Mixed use development is supported in close proximity to the Boyne Plaza Shopping Centre between Gilbert Court, Hayes Avenue, Wyndham Avenue and Centenary Drive Built form characterises a coastal character that effectively blends in with the landscape and natural environment Higher density development is supported in close proximity to the John Oxley Bridge 	<ul style="list-style-type: none"> District or Local Centre Zone Apartment Residential Zone
Tannum Sands	
<ul style="list-style-type: none"> Development in the Tannum Sands Shopping Centre provides a high level of walkability through enhanced streetscapes and active land uses at ground level Mixed use development is supported in the centre in order to facilitate Booth Avenue functions as a main street Built form characterises a coastal character that effectively blends in with the landscape, natural environment and surrounding built form Development in the Pacific Avenue centre includes low rise mixed use buildings 	<ul style="list-style-type: none"> Residential Living Zone Residential Choice Zone District or local Centre Zone
Agnes Waters and Seventeen Seventy	
<ul style="list-style-type: none"> Pedestrian and cycle connections are to connect Agnes Waters and Seventeen Seventy Built form characterises a coastal character that effectively blends in with the landscape and natural environment 	<ul style="list-style-type: none"> Tourist Accommodation Zone Residential Living Zone Residential Choice Zone Local Centre Zone

3. CREATION OF PRECINCTS WITHIN ZONE CODES

This report has undertaken an analysis of the major settlement areas (areas for change) throughout the region in order to consider their capacity for redevelopment. In some respects this would form the basis in which to commence more detailed local planning work that may further address local constraints and opportunities. Notwithstanding this, the locally specific recommendations for these 'areas for change' can be represented as precincts in relevant Zone codes.

Hence, the range of Overall Outcomes for each locality described in Table 2 can be expressed as a precinct and offer the opportunity to vary outcomes prescribed in the region wide elements of the code. For instance, the preferred centre related outcomes for Calliope and Gladstone West are different although logically they may both be within the District or Local Centre Zone. This precinct approach in the Zone code represents an alternative to Local Plans.

4. INCLUDE KEY BUILT FORM CRITERIA WITHIN ZONE CODES

Zone codes provide the most appropriate element of the QPP format in which to describe built form outcomes particularly relating to siting and density provisions. Zones are the primary organising layer of the planning scheme and provide the platform in which to clearly express land use outcomes. In addition to this, it is critical to support land use with appropriate built form provisions in terms of clearly articulating a desired future character of the area.

Table 3 relates the major settlements investigated in this report with a range of building typologies that provide parameters for density identified through minimum lot size and dimensions, plot ratio, building and podium height etc. These parameters can be written as Acceptable Outcomes in Zone codes to establish a clear expectation of how development is preferred in each zone.

In addition to this, there is the opportunity to include simple form based codes based on the building typologies described in this report particularly in areas likely to experience higher density development. This provides a level of certainty for both developers and the community in how development will be delivered. Form based codes may be presented in tables and conceptual diagrams similar to the format in this report. It is prudent to note that the intention here is to establish horizontal and vertical building envelopes for buildings with the flexibility to allow for design innovation.

Key Code Provisions (Building height in storeys is included in Height Plans earlier in this report)	Building Typology (refer Development Forms Section)
The City Centre	
<ul style="list-style-type: none"> Buildings nominated with active frontages are built to the front alignment Ground floor facades incorporate extensive use of windows and doors The ground floor of buildings are adaptable to support a range of uses Minimum ground floor height (floor to floor) is 4.5m Large scale format retail areas must be sleeved by small retail tenancies at street level Buildings have a distinct bottom, middle and roof. Upper levels of buildings are expressed differently, while lower floors respond to the street geometry. Development achieves continuity with adjoining buildings through awnings, shared plaza space and landscaping 	<ul style="list-style-type: none"> Type 1 Active Frontage Type 2 Active Frontage Type 3 Non Active (where not on a primary or secondary frontage) Type 4 Active
The Valley	
<ul style="list-style-type: none"> Buildings nominated with active frontages are built to the front alignment Development achieves continuity with adjoining buildings through awnings, shared plaza space and landscaping 	<ul style="list-style-type: none"> Type 1 Active Frontage Type 2 Active Frontage Type 3 Non Active (where not on a primary or secondary frontage) Type 4 Active
Gladstone South	
<ul style="list-style-type: none"> Architectural features express entries for building on corner sites 	<ul style="list-style-type: none"> Type 3 Non Active Type 4 Active Type 5 Non Active Low Rise Attached Houses

TABLE 3 KEY CODE PROVISIONS

Key Code Provisions (Building height in storeys is included in Height Plans earlier in this report)	Building Typology (refer Development Forms Section)
Gladstone West	
<ul style="list-style-type: none"> Development is responsive to topography where higher density development is not suitable in steeper areas 	<ul style="list-style-type: none"> Type 5 Non Active Low Rise Attached Houses Small lot detached Houses
Kin Kora	
<ul style="list-style-type: none"> Development is in accordance with the Intervention Plan (refer to earlier section in this report) where master planning must be undertaken that addresses: <ul style="list-style-type: none"> Inclusion of residential land uses into mixed use development Interface with streets and public spaces in relation to primary and secondary frontages including new street connections Increased walkability and legibility throughout the centre including at grade pedestrian lights at the Dawson Highway crossing Additional connections between the two centres Integration with the Police Creek recreation area through public plaza and pedestrian connections. 	<ul style="list-style-type: none"> Type 1 Active Frontage Type 2 Active Frontage Type 4 Active
Barney Point	
<ul style="list-style-type: none"> No variation to existing planning scheme provisions proposed 	<ul style="list-style-type: none"> n/a
Calliope	
<ul style="list-style-type: none"> Development of the centre is in accordance with the Intervention Plan (refer to earlier section in this report) where master planning must be undertaken that addresses: <ul style="list-style-type: none"> The inclusion of a 'main street' where development fronts this street Improved integration and connectivity with Council's Administration centre Provision of open space, landscaping and recreation areas Shop top housing. Residential buildings include traditional roof forms, gables, hips and clearly visible roofs along with balconies with balustrading and timber and face brick material 	<ul style="list-style-type: none"> Attached Houses Small lot detached Houses

Key Code Provisions (Building height in storeys is included in Height Plans earlier in this report)	Building Typology (refer Development Forms Section)
Boyne Island	
<ul style="list-style-type: none"> Development of the centre is in accordance with the Intervention Plan (refer to earlier section in this report) where master planning must be undertaken that addresses: <ul style="list-style-type: none"> Enhancing the pedestrian nature of the centre including connectivity throughout the Wyndham Avenue intersection via pedestrian and cycle linkages An active frontage of retail and commercial development along Wyndham Avenue Public access to the Boyne River New streets to increase permeability and connections through large land parcels The creation of a public plaza and focal point 	<ul style="list-style-type: none"> Type 1 Active Frontage Type 2 Active Frontage Type 3 Non Active
Tannum Sands	
<ul style="list-style-type: none"> Development of the Tannum Sands Shopping Centre is in accordance with the Intervention Plan (refer to earlier section in this report) where master planning must be undertaken that addresses: <ul style="list-style-type: none"> Enhancing Booth Avenue as a main street Improved pedestrian connectivity Active uses and building presence along Booth Avenue. 	<ul style="list-style-type: none"> Type 4 Active Type 5 Non Active Low Rise
Agnes Waters and Seventeen Seventy	
<ul style="list-style-type: none"> Buildings touch the ground lightly using post and beam construction as opposed to slab on ground Development is of a height and scale that is not visible from the beach or foreshore areas Buildings include expressive and generous roof forms, extended eaves, skillions, curves, propped awnings with light weight cladding, metal, timber and rendered masonry. 	<ul style="list-style-type: none"> Attached Houses Small lot detached Houses

5. BUILDING HEIGHT OVERLAY

QPP allows for overlays to identify areas that 'present opportunities for development'. In the context of this study the 'heights plans' recommended in this report can be transferred into an overlay map located in Schedule 2 of the planning scheme. This is a way to link the precinct provisions in Zone codes described earlier with the recommended spatial variations in relation to maximum building height. Building Height Overlay maps can function as an 'exception to the rule' in each zone where the Zone code can prescribe a building height for areas outside a designated a precinct.

The inclusion of such an overlay generally refers to maximum building height in storeys where zone provisions are seeking to establish a level of expectation for built form and bulk in an area or zone. These same principles can also be applied in establishing minimum building heights where certain built form outcomes in terms of scale and height are sought. This applies most readily to minimum 2 storey building heights in major centres such as the City Centre or even the Valley. For instance, the Goondoon Street corridor represents a suitable case to establish a minimum building height in order to create some level of uniformity in building scale and streetscape outcomes commensurate with that of an intense, mixed use centre.

The use of a Building Height Overlay can also alter the level of assessment. For instance, a proposal for a commercial tower in the City centre can be code assessable where complying with the Building Height Overlay Plan otherwise it reverts to impact assessment.

6. DEVELOPMENT OR USE CODES

It is considered that Development or Use codes compliment Zone codes by focussing on the more detailed aspects of a particular land use or development type. In the context of this study this relates largely to building design, articulation, parking areas, street activation and the like. Table 4 below identifies some key design related code provisions for potential Use codes for Multiple Dwellings and Centres Development. In many ways this is similar to the approach undertaken for the current Gladstone planning scheme which includes a Commercial code and Residential code.

These could form the basis of Use codes that would be triggered by most development likely to occur in the 'areas for change' identified in this report. A process of determining what elements would be included in Zone codes and Use codes would need to be undertaken in order to ensure all design elements are sufficiently captured.

7. URBAN DESIGN PLANNING SCHEME POLICY

It is recommended that a stand alone Urban Design related planning scheme policy not be prepared. It is considered unnecessary provided the following approach to drafting is followed.

- including more design related overall outcomes in Zone codes;
- the use of precincts within zone codes to articulate more locally specific provisions;
- incorporating Intervention Plans with criteria for further master planning within the precinct provisions of the Zone codes;
- applying building typologies or simple form based codes; and
- preparing Use codes for Multiple Dwellings and Centre Development.

Key Elements	
Multiple Dwelling Code	
<ul style="list-style-type: none"> Buildings: <ul style="list-style-type: none"> Are oriented to and address the street frontages Have a clearly defined front entry that is visible from the street; Provide opportunities for informal surveillance of streets and other public spaces from habitable rooms. 	
<ul style="list-style-type: none"> The building design ensures bulk is reduced through articulation and other design measures, including: <ul style="list-style-type: none"> Verandahs, porches or balconies Roof overhangs Window hoods / screens Awning and shade structures Variation to roof and building lines Windows recessed into the façade; Use of varying building materials and finishes Recesses 	
<ul style="list-style-type: none"> Vehicle parking: <ul style="list-style-type: none"> entry points are clearly visible from the main entrance and signed where appropriate is located underground or within the building in order to not be visible from the street 	
<ul style="list-style-type: none"> Ground level dwelling units have private open space that is: <ul style="list-style-type: none"> A minimum of 16m² in area per dwelling unit A minimum dimension of 4m Direct access from a living room Fenced to achieve privacy for occupants Above ground level dwelling units have private open space with: <ul style="list-style-type: none"> A minimum of 12m² A minimum dimension of 3m Direct access from a living room and capable of serving as an extension of the living areas 	

TABLE 4 KEY PROVISIONS FOR USE CODES

Key Elements	
<ul style="list-style-type: none"> Habitable room windows of a dwelling unit are separated a minimum of 9m from a habitable room window or private open space of another dwelling unit unless: <ul style="list-style-type: none"> Outlook from windows, balconies, and terraces of a dwelling unit is screened where a direct view within 9m is available into a habitable room or private open space of another dwelling unit Windows have translucent glazing or sill heights of at least 1.5m where within 9m of a habitable room or private open space of a dwelling unit. Screening is: <ul style="list-style-type: none"> A solid translucent screen or perforated panels or trellises which have a maximum of 50% openings Permanent and fixed, and designed to complement the development. 	
Centres Development Code	
<ul style="list-style-type: none"> Development includes fenestration and sun shading devices which: <ul style="list-style-type: none"> Shade buildings Reduce glare Assist in maintaining comfortable indoor temperatures Minimise heating loads Conserve energy Provide texture to building facades. 	
<ul style="list-style-type: none"> Car parking, service and loading bays are either integrated within, behind or under buildings 	
<ul style="list-style-type: none"> Buildings incorporate the following design elements: <ul style="list-style-type: none"> Variations in plan shape, such as curves, steps, recesses, projections or splays Variations in vertical profile, with steps or slopes at different levels Variations in the treatment and patterning of windows, sun protection devices or other elements Elements of a finer scale than the main structural framing Integrating landscaping elements to maximise their aesthetic value and use, including planting at various levels, particularly on podiums or low level roof decks Variations in materials, patterns, textures and colours 	
<ul style="list-style-type: none"> All materials and finishes are easily maintained and do not readily stain, discolour or deteriorate, or unreasonably reflect sunlight. 	
<ul style="list-style-type: none"> Roof top plant and equipment are: <ul style="list-style-type: none"> Contained within roof forms or plant rooms or Screened. 	
<ul style="list-style-type: none"> Side facades of buildings which are visible from the street or a public space provide windows, openings, doors, projections, balconies, awnings, articulation and variations in materials and colours where practical. 	

