

## Part 3 Strategic framework

### 3.1 Preliminary

- (1) The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs within the planning scheme area for the life of the planning scheme.
- (2) Mapping for the strategic framework is included in Part 3 and Schedule 2.
- (3) For the purpose of describing policy direction for the planning scheme, the strategic framework is structured in the following way:
  - (a) the strategic intent;
  - (b) the following four themes that collectively represent the policy intent of the scheme:
    - (i) Shaping Townsville;
    - (ii) Strong, connected community;
    - (iii) Environmentally sustainable future;
    - (iv) Sustaining economic growth;
  - (c) the strategic outcomes proposed for development in the planning scheme area for each theme;
  - (d) the elements that refine and further describe the strategic outcomes;
  - (e) the specific outcomes sought for each, or a number of, elements;
  - (f) the land use strategies for achieving these outcomes.
- (4) Although each theme has its own section, the strategic framework in its entirety represents the policy intent for the planning scheme.

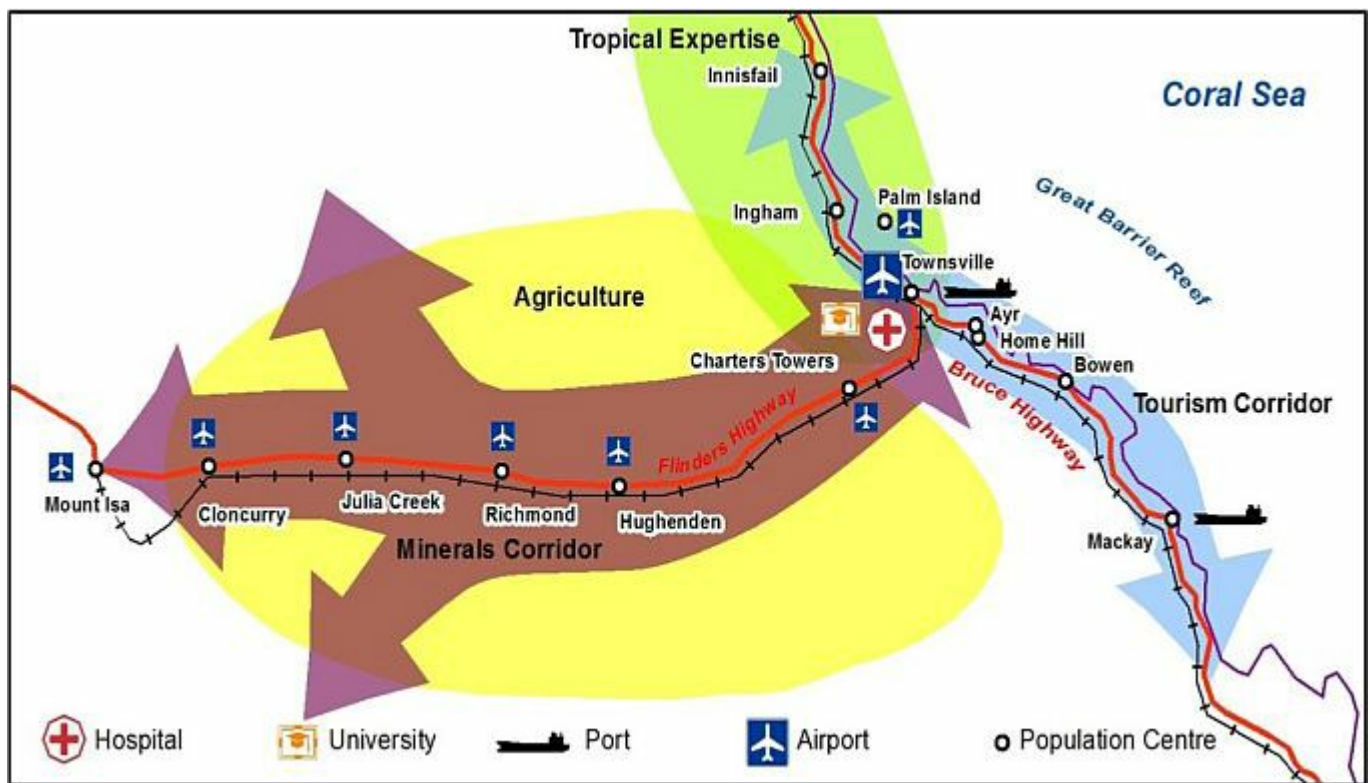
**Editor's note**—The planning scheme has adopted a 25-year planning horizon. However, the planning scheme itself (as a statutory document) is likely to have an operational life of up to 10 years before it is substantively reviewed.

### 3.2 Strategic intent

#### 3.2.1 Townsville today

Townsville is on the cusp of significant growth and change. It is already the largest city in Queensland outside the south-east. Its population of around 190,000 in 2011 is set to grow to between 270,000 and 300,000 people by 2031.

Townsville is the major economic and service centre for North Queensland. It is the primary port and freight hub, particularly for the agricultural areas of the surrounding region and for the North West minerals province. It provides the highest order community and commercial services for the region, including health and education facilities which serve the whole of North and North West Queensland. As a consequence of its strategic regional position, Townsville enjoys a diverse economic base, with strong projected growth (Figure 3.1 – Regional context plan).



**Figure 3.1 – Regional context plan**

Townsville is a bioregional junction for the Wet Tropics, Brigalow Belt and Einsleigh Uplands bioregions. In addition, the region includes the UNESCO World Heritage-listed Great Barrier Reef and Wet Tropics as well as the Ramsar-listed Bowling Green Bay wetlands. Townsville’s geographic location, tropical climate and unique environmental features are part of what makes Townsville a great place to live and underpins the region’s economy.

### 3.2.2 A second capital for Queensland

Townsville will continue to evolve as the second capital of Queensland and the largest city in Northern Australia. Statewide growth, a focus on regional development and the potential for decentralisation policies will contribute to the city’s increasing significance.

This enhanced role is reflected in significant growth in the city’s economy, population and cultural status. Planning, new development and infrastructure investment are part of this evolution.

The increasing sustainability of the city and the protection of its natural assets will be key hallmarks of Townsville’s growth and development.

### 3.2.3 Strong and connected community

As the [Townsville Community Plan](#) explains, a strong and connected community is cohesive even when people come from diverse backgrounds and abilities. It is a community that is safe and feels safe, enjoys sport and recreation activities, has a say in decision making including planning, and has pride in its culture and lifestyle.

Development, including buildings, streets and public spaces will be well-designed and contribute to the creation of exceptional places within the city. High-quality public spaces will be created to optimise community interaction. Good design also means places will feel safe.

Townsville’s open space network will meet the community’s needs and integrate with the natural landscape without compromising environmental and hydrological values. An emphasis on co-location and consolidation of sports and community activities will be followed, to best utilise resources.

Magnetic Island, Castle Hill, Mount Stuart, Mount Louisa, Mount Elliot, the Pinnacles, Cape Pallarenda, the Town Common and Cape Cleveland are some of the best known natural features of Townsville. The scenic amenity of such places is to be maintained.

The many small townships around Townsville, including Magnetic Island, Paluma and the beach communities north of

Black River, continue to be enjoyed and appreciated for their special attributes. Substantial changes to the function, scale and character of these communities are not anticipated.

### **3.2.4 Environmentally sustainable future**

Townsville is a biodiverse city with unique tropical landscapes and interconnected areas of high environmental significance. Townsville has some internationally recognised iconic environmental features such as the Great Barrier Reef (including, significantly, Magnetic Island) and Wet Tropics UNESCO World Heritage-listed areas and the Bowling Green Bay Ramsar wetlands as well as national, state and regionally significant environmental features.

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

An environmentally sustainable future requires strong and connected biological communities and fully functioning ecological processes. This will provide for a more robust and resilient landscape capable of withstanding minor and even extreme natural disturbances.

New development, including the growth of the city broadly, will protect the integrity of these natural assets and environmental values. The shape of the city has been determined in part to avoid expansion into sensitive and vulnerable areas and corridors.

The significant ecological, landscape and recreation values of Magnetic Island will be protected, including:

- the bold and dramatic landscape of rocky headlands and vegetated ridges;
- the secluded and natural sandy beaches;
- the natural character of the settled bays created by unbroken tree canopies and prominent fringe of coastal vegetation;
- the environmental parks and reserves, including the nationally significant Magnetic Island National Park and foreshore reserves such as Picnic Bay, Nelly Bay, Alma Bay, Geoffrey Bay and Horseshoe Bay;
- the high-value habitats, sensitive marine environments, including the fringing reef and middle reef; and
- the World Heritage values of the Great Barrier Reef.

Fragmentation, loss of habitat and other impacts of development (for example on hydrological regimes, water quality and spread of pest species), will be avoided. In areas where development is intended to occur, impacts will be minimised and mitigated. The ecosystem services provided by these natural assets and their importance in building resilience to the impacts of climate change are recognised and are to be protected.

Exposure of communities to natural hazards, such as bushfire, landslide, flood and coastal risks such as storm surge and sea level rise, will be avoided wherever possible.

### **3.2.5 Shaping Townsville**

To house Townsville's growing population, about 45,000 new homes will be needed over the next 25 years. New and expanded workplaces, shops and all the other activities associated with modern life will be needed in equal measure. This growth needs to be accommodated in a sustainable city form and through the creation of a series of great places within the city.

As the population grows so will its makeup change. Average ages are increasing and the typical household is reducing in size. By 2031, couple-only families are expected to be the dominant household type in Townsville. These changes mean that more housing options are needed in the future. There is also a need to facilitate affordable housing types in locations that support affordable living.

Whether traditional detached homes, inner city apartments or something in between, choice is needed to provide the lifestyle options that residents expect in a capital city, as well as options that everyone can afford. While detached houses will continue to be the most common housing option in Townsville's new and existing areas, about one third of new dwellings need to be smaller and in the form of townhouses or apartments, in order to meet these overall community needs, preferences and budgets.

A cornerstone of Townsville's evolution will be the revitalisation of the central business district (CBD) into a more vibrant and cosmopolitan place. The CBD will re-establish itself as the heart of the city, and attract the greatest investment in a diverse range of city uses, including residential. The CBD will be a great destination for the community and visitors.

The emphasis on the CBD as the city's principal centre is part of a broader strategy to make Townsville a more compact city, structured around a network of activity centres. Major centres at Aitkenvale, Thuringowa Central and Hyde Park, and new centres at Burdell and Julago, will be economic and community hubs. Over time, mixed use development within these centres will broaden their function beyond shopping to become great places to live, work, access services and recreate. New infill residential development will underpin these changes, comprising about a fifth of the city's residential growth to 2031. Similar changes at smaller scales – in keeping with an established activity centres hierarchy - will be promoted at other district, local and neighbourhood centres around the city.

All these changes will help sustain an enhanced public and active (walking and cycling) transport network over time. In particular, Ross River Road will become an initial focus for public transport linking the CBD, Aitkenvale and Thuringowa Central major centres and the James Cook University-Townsville Hospital precinct.

Inner urban lifestyles and sustainable built forms will be supported by green spaces and public places in the city's activity centres. Wherever possible, these spaces will connect with the wider open space network.

New communities at Burdell, Shaw, Cosgrove and Julago will emerge within the designated urban areas of Townsville. These places will be well-connected to the rest of the city and will boast ample local services and jobs, while protecting important natural assets.

A large majority of residential growth will continue to be implemented through greenfield development. Similar to infill areas, a mix of dwelling types will be provided in greenfield developments to meet existing and future community needs.

This planning scheme designates sufficient land supply for future greenfield development, well beyond the requirements of the next few decades. The city will not grow outwards beyond the areas designated in the foreseeable future. This will avoid further encroachment on natural assets and vulnerable coastal areas. The focus on infill development and major greenfield communities will also concentrate infrastructure investment, costing less than continued outwards growth in many directions. The Local Government infrastructure plan ([Part 4](#)) is based on this approach. Overall, this will help support a more sustainable Townsville.

Similarly, substantial lands have been allocated for rural residential development. Rural residential areas provide for semi-rural lifestyles, but no additional land for rural residential development beyond what is allocated in this planning scheme is intended.

Older suburbs will not experience substantial change. However, some new housing options in accessible locations are intended, allowing residents to continue to live in their neighbourhood as they age or their housing needs change.

The particular character of special neighbourhoods will remain identifiable and intact. Places of indigenous and non-indigenous cultural heritage are also protected.

The shape of the city will be such that an effective public transport system, focussed on the CBD and activity centres, can be achieved. Greater transport choice, beyond solely the car, is a goal of this planning scheme. Walking and cycling options will be enhanced through new development and new infrastructure investment. National, state and regional road, rail, sea and air freight networks are also identified, their prospects enhanced, and their future use protected from incompatible development.

### **3.2.6 Sustaining economic growth**

Townsville has a diverse and healthy economy. This is driven by population growth, by the traditionally strong defence, port and transport sectors and by Townsville's regional position as the capital of North Queensland and transport hub for the North West minerals province and North Queensland agricultural sector.

Strategic transport links, a skilled workforce and an attractive lifestyle, the metals manufacturing cluster and the presence of major institutions creating capacity for a knowledge-based economy, all provide Townsville's primary

competitive strengths. Revitalisation of the CBD, and improving links between key economic precincts in the city, are also important opportunities to attract investment. The importance of the city's natural environment and attractive lifestyle in underpinning its attractiveness to business investment is also recognised.

Growth is anticipated in transport, storage and logistics industries, manufacturing (metals, food and beverage), defence, the knowledge economy (including education and research), the aviation industry, health, professional services, building and building supplies and tourism. Further economic growth in these and other sectors is required to maintain quality of life for the city's residents. About 50,000 new jobs are required by 2031.

Townsville's key productive precincts needed to accommodate much of this growth include:

- the CBD;
- Port of Townsville, Stuart industrial precinct and Townsville State Development Area;
- James Cook University-Townsville Hospital;
- Lavarack Barracks and other Department of Defence landholdings;
- Townsville Airport and RAAF Base Townsville; and
- Thuringowa Central, Aitkenvale and Hyde Park major centres.

In planning for industrial land, twin strategies are being pursued. Consolidation is promoted in existing industrial areas like Shaw Road and Garbutt, while new land is also made available for industrial development at the Townsville Airport, Roseneath, Lansdown and the Townsville State Development Area. The significance and potential of the Townsville State Development Area is recognised. Industrial land is a valuable resource and is to be used for industrial purposes.

Industrial land, including potential future land resources at the Bohle Plains, Department of Defence landholdings and key infrastructure corridors and facilities are to be protected from encroachment of sensitive activities.

Rural, extractive and other natural resources are also recognised as important contributors to Townsville's economy. Their continued viability is ensured and their orderly development managed.

Tourism is also a major part of the regional economy, including nature-based and eco-tourism in key tourism areas at Magnetic Island, and at a smaller scale in Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach. The CBD remains a major focus for tourism activities and infrastructure.

### 3.3 Theme - Shaping Townsville

**Editor's note**—What did the [Townsville Community Plan 2011-2021](#) say about *Shaping Townsville*?

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

Five guiding principles were also set out:

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

#### 3.3.1 Strategic outcome

- (1) This planning scheme allocates land for housing, business and community uses, sufficient to meet Townsville's needs for at least 25 years.
- (2) The shape of the city becomes more compact and efficient, led by intensified development in and around the principal centre (CBD) and the major activity centres at Aitkenvale, Thuringowa Central and Hyde Park. This makes public transport, walking and cycling more convenient and viable, and supports investment in community facilities and other infrastructure.
- (3) A range of housing and lifestyle choices, including affordable and social housing choices, is provided in accessible and affordable locations.
- (4) Limited areas for rural residential lifestyles provide residents with a semi-rural living option. These areas do not

create conflicts with other rural uses, extractive industry operations or natural assets and environmental values, and do not expand further.

- (5) Townsville has areas of special residential character derived primarily from their architecture. Character residential areas are identified in which character is maintained by retaining character houses and ensuring sensitive redevelopment within these streetscapes.
- (6) The special character and scenic and environmental values of Magnetic Island and the small townships of Paluma and the northern beaches (Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach) are protected. These townships do not expand or accommodate any significant additional growth.
- (7) The history of Townsville and its people make a major contribution to the identity of the city and its communities. The cultural heritage of Townsville is conserved for the present and future Townsville communities.
- (8) The city is structured around a network of activity centres, ranging from the principal centre (CBD) to small neighbourhood centres. These activity centres are focal points for the city and its community. They accommodate the majority of future employment, community and commercial activities. Activity centres are also the focus for transport systems.
- (9) A hierarchy of activity centres exists to ensure that the scale and form of development is appropriate to the location, and that the centre plays an appropriate role within the wider city. The hierarchy contributes to an efficient, well-functioning and accessible city. While the scale and form of activity centres varies, all activity centres are founded on a mix of land uses, and are supported by residential areas that enhance each centre's viability.
- (10) Efficient, reliable and safe passenger and freight transport networks are provided to support the city's population and economic growth.
- (11) Infrastructure and community services are provided in an efficient way and at a standard that best meets community and environmental requirements.

### **3.3.2 Element - City shape and housing**

#### **3.3.2.1 Specific outcomes**

##### **City shape and urban containment**

- (1) The growth of Townsville will occur within the city's existing urban and rural residential areas, and in areas identified for urban expansion through the Emerging community zone. Urban and rural residential development does not occur outside land identified for these purposes.
- (2) On the edges of the urban area, urban uses are adequately buffered from nearby rural land and natural assets so that the productive use of rural land and ecological and biophysical processes and values are not compromised.

##### **Infill development**

**Editor's note**—The term "infill" refers to development within existing built up areas that generally involves higher density forms of housing.

- (3) Locations for significant infill development include the principal centre (CBD) and surrounds, North Ward, and in and around the Aitkenvale, Thuringowa Central and Hyde Park major centres. This infill development will have a focus on "place making" and enhancement of the public realm. These areas will boast a wide range of housing choices, taking advantage of nearby amenities and existing or planned public transport, and creating more compact, walkable and vibrant urban neighbourhoods.
- (4) Development in and around the principal centre (CBD) provides for a highly desirable inner city lifestyle. The highest and most intensive built form is focussed on the centre, framed by high-medium rise buildings. View corridors to Castle Hill along roads are maintained and access to and along Ross Creek and The Strand is maximised (Figure 3.2 – CBD and environs strategy plan).



[Click here](#) to view PDF high resolution map.

**Figure 3.2 – CBD and environs strategy plan**

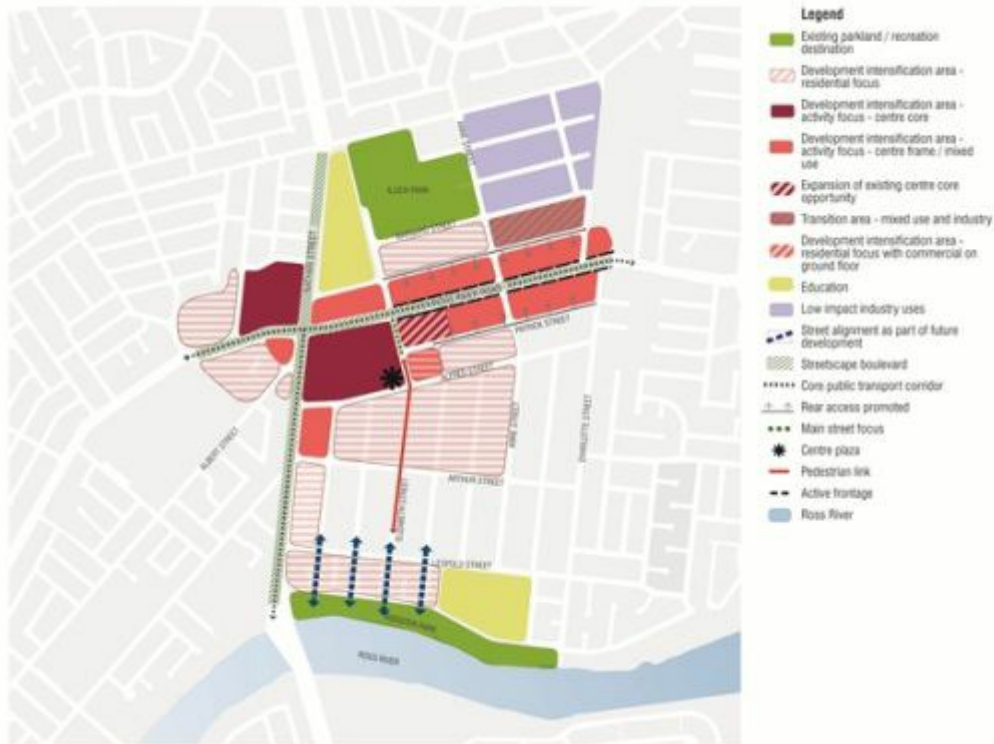
- (5) Development in North Ward facilitates medium density residential choices within a high amenity environment. Development is primarily focussed on walkable, mixed use village nodes, with a pedestrian-friendly, active frontage along The Strand. Built form reinforces gateway corridors along Gregory and Landsborough Streets, but does not intensify uses in areas subject to likely flooding or storm surge risk. Buildings exceeding 5 storeys in height do not occur in the Medium density residential zone fronting The Strand. Open space and strong visual connections are maintained between Castle Hill and The Strand (Figure 3.3 – North Ward strategy plan).



[Click here](#) to view PDF high resolution map.

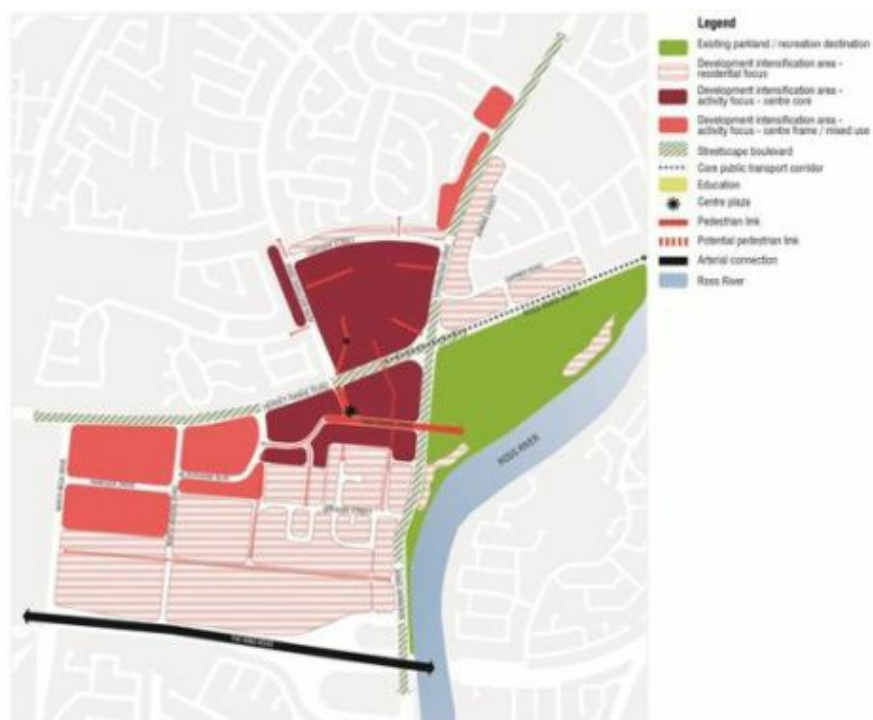
**Figure 3.3 – North Ward strategy plan**

- (6) Development in and around the Aitkenvale, Thuringowa Central and Hyde Park major centres assists in the evolution of vibrant urban neighbourhoods. A mix of uses is established within the centres and surrounding neighbourhoods are well-connected and integrated with the centres. A strong and positive sense of place is created by the establishment of active main street environments, more outward-oriented, street-focussed shopping centres and a boulevard-like streetscape along the major roads. Medium density residential uses increasingly occur within the centres and in the precincts surrounding them. Accessibility by walking, cycling and public transport is maximised (Figure 3.4 – Aitkenvale strategy plan, Figure 3.5 – Thuringowa Central strategy plan and Figure 3.6 – Hyde Park strategy plan).



[Click here](#) to view PDF high resolution map.

**Figure 3.4 - Aitkenvale strategy plan**



[Click here](#) to view PDF high resolution map.

**Figure 3.5 - Thuringowa Central strategy plan**





[Click here](#) to view PDF high resolution map.

**Figure 3.6 - Hyde Park strategy plan**

- (7) Outside the identified focus areas for infill development, smaller scale opportunities for greater housing choice (such as housing on smaller lots, townhouses, housing for the aged) are generally limited to locations near shops, community facilities or major streets, and avoiding Character residential zoned areas.
- (8) Design of neighbourhoods, streets and buildings is appropriate for Townsville's tropical climate and facilitates sustainable built forms. Infill development is well-integrated with existing communities, infrastructure and open space.
- (9) The scale of buildings is well-matched to the size of lots, allowing for primary orientation of buildings to the street and provision of open space at ground level that is appropriate to the character of the neighbourhood.

### Greenfield developments

**Editor's note**—The term "greenfield" refers to development areas that have not previously been used for urban purposes.

- (10) Greenfield developments use land and infrastructure efficiently. They accommodate a net residential density of at least 15 dwellings per hectare of land, achieved through a mix of lot sizes and house types, such as detached houses and dual occupancies, units, apartments and townhouses in appropriate locations.
- (11) Greenfield developments are designed to be well-connected and easy to get around, both within their boundaries and to the rest of the city. They are planned to support sustainable lifestyles, including pedestrian and cycle transport.
- (12) Design of greenfield developments will also:
  - (a) provide attractive streets;
  - (b) be climate responsive and sustainable;
  - (c) protect significant natural assets and ecological and biophysical processes;
  - (d) protect significant landscape features and areas of high scenic value;
  - (e) avoid natural hazards;
  - (f) provide residents with convenient and functional parks, community facilities and activity centres; and
  - (g) have their own recognisable character.

### Island, Beach and mountain townships

- (13) Townsville's northern beach and mountain townships (Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach) do not accommodate any significant additional growth and do not expand beyond current zoned land. Urban and rural residential development is subordinate to the natural character of the townships and respects and maintains the low-rise, village character and scale.
- (14) While some short-term, low-density, eco-tourism style accommodation may occur, the special character and

scenic and environmental values of these areas is protected.

- (15) No further growth is anticipated in the southern beach communities of Cungulla and Cleveland Palms, which are constrained by coastal processes, the impacts of nearby extractive resources and lack of services.
- (16) The character of Townsville's small communities is reflected in the small-scale, tropical architectural design elements and landscaped setting.
- (17) Residential and tourist accommodation is subordinate to the conservation values on Magnetic Island. Bayside settlements at Picnic, Nelly and Horseshoe Bays and Arcadia do not expand beyond their current extent. Within these areas, a variety of housing types is provided for residents and tourists, including detached housing, low-rise multiple dwellings and accommodation buildings.
- (18) Each village on Magnetic Island retains its role and sense of identity:
  - (a) Nelly Bay – will continue to serve as the primary service centre and gateway to the island, with tourist accommodation and centre facilities;
  - (b) Arcadia – will continue to serve as a predominantly residential area, with access to its own local shops, a new community hub, and some small-scale tourism accommodation;
  - (c) Picnic Bay – will continue to serve as a predominantly residential area, with access to its own local shops, a new community hub, and some small-scale tourism accommodation; and
  - (d) Horseshoe Bay – will continue to be a predominantly residential community, with some small-scale tourism accommodation and activities.

### **Rural residential areas**

- (19) Rural residential areas provide for semi-rural lifestyles in which the primary use of properties is residential, but some, generally domestic scale, rural uses occur. Activities that would significantly disrupt the amenity of these areas are not intended to occur.
- (20) New rural residential development does not occur beyond those areas zoned for rural residential purposes.
- (21) Rural residential development maintains the character of the area and minimises any intensification of impacts on water quality or nearby natural assets, ecological and biophysical processes, or other natural resources. Minimum lot sizes reflect the capacity of the land to assimilate the wastes produced by residents.
- (22) On the edges of rural residential areas, residential uses are buffered from nearby rural land and natural assets so that the productive use of rural land and ecological and biophysical processes and values are not compromised.
- (23) Rural residential areas do not offer the full range of urban services. Except in locations where sewer and water are or can be connected, new development establishes adequate on-site servicing at a standard that will not detract from neighbours' amenity, water quality or the quality of the local environment.

#### **3.3.2.2 Land use strategies**

Zoning designations closely reflect the strategic intentions regarding the extent of urban growth. Development outside these areas will not be supported.

Major greenfield areas are included in the Emerging community zone to facilitate master planning and orderly development in accordance with best practice neighbourhood planning principles for accessibility, density, land use mix, street networks and lot configuration.

Council will monitor the supply of new land for residential development to ensure at least 10 years' land supply is available and to prevent land supply placing any pressure on housing affordability.

The residential and centre zones reflect intentions for development at a range of densities. The Medium density residential and High density residential zones accommodate the city's key areas for infill development. Within these areas development is desired to capitalise on the proximity to activity centres, public transport and amenity attractors.

The Rural residential zone is used to precisely designate these areas, and the appropriate nature and intensity of development within them.

### 3.3.3 Element - Character and heritage

#### 3.3.3.1 Specific outcomes

##### Character residential areas

- (1) Townsville city contains a collection of character residential areas with different elements of importance. Common to all of these areas are:
  - (a) consistency in building and architectural style within a particular street or precinct of character significance; or
  - (b) built forms that are reflective of a period of pre-war or post-war change in Townsville.
- (2) Identified character areas are protected. In these areas, contributing character buildings are retained.
- (3) New development or additions and renovations to contributing character buildings within character areas are consistent with the established character in these areas, complementing traditional building elements and the scale of existing development.

##### Cultural heritage

- (4) Development on or near places of cultural heritage significance facilitates their active use but does not detract from their heritage significance and setting, including significant views to the place.
- (5) Places that have cultural heritage significance to Aboriginal or Torres Strait Islander peoples are protected. Consistent with the provisions of the *Aboriginal Cultural Heritage Act 2003*, development will take all reasonable and practicable measures to ensure Aboriginal cultural heritage is not harmed.

#### 3.3.3.2 Land use strategies

The planning scheme establishes a Character residential zone and Cultural heritage overlay which are devised to protect character areas and heritage places.

Places of indigenous cultural heritage are acknowledged and respected by this planning scheme, but are primarily protected by other legislation.

Council recognises that the city's natural assets are likely to contain places and attributes of cultural significance to Indigenous Australians.

### 3.3.4 Element - Activity centres

#### 3.3.4.1 Specific outcomes

##### Nature of centres

- (1) A broad range of uses are encouraged at activity centres, appropriate to the identified hierarchy, to support vibrancy, community life and health and economic development and competition. Day and night-time activity is expected in Townsville's larger, higher level activity centres: CBD, Aitkenvale, Thuringowa Central, Hyde Park and future centres at Julago and Burdell. Residential development is also promoted in activity centres, in a form and density appropriate to the scale of the centre.

**Editor's note**—The future major centre at Burdell is planned within the North Shore emerging community area.

- (2) An activity centre contains a mix of uses and is multi-functional. While the dominant building in activity centres is often a shopping centre, a shopping centre alone does not make an activity centre.
- (3) The planning scheme adopts a hierarchy for activity centres in Townsville, the purpose of which is to ensure optimum access to employment, services and facilities across the city, including public transport services, to support the efficient provision of infrastructure and to optimise public investment.
- (4) The hierarchy is made up of:
  - (a) the principal centre (CBD);
  - (b) major centres;
  - (c) district centres;

- (d) local centres;
- (e) neighbourhood centres; and
- (f) specialised centres.

**Editor's note**—Townsville's hierarchy of activity centres is indicated on [Strategic Framework Map SFM-002](#). Local and neighbourhood activity centres are numerous and are not depicted on the map. They are identified through zoning.

- (5) Centres in newly developing areas expand commensurate with population growth in their primary catchments. While over the 25-year planning horizon of this planning scheme they may be expected to grow to a particular level in the hierarchy, they are not to perform at this level prematurely.
- (6) Development of retail and office activities occurs within the identified activity centres and mixed use areas. These activities do not locate in an out-of-centre location, except where specifically intended in a particular zone or precinct.
- (7) Showrooms and retail-based hardware stores are also located within the identified activity centres or mixed use areas. Their design and layout facilitates integration with other centre activities.

#### **Principal centre - Townsville CBD**

- (8) The principal centre is the Townsville CBD. This is the largest and most important activity centre in North Queensland. It accommodates the greatest extent of administrative, civic, cultural, commercial, retail, tourism and education facilities in Townsville, providing local, city and regional functions.
- (9) The principal centre (CBD) provides the greatest diversity in employment and business opportunities, is a focus for public transport and offers the highest density housing choices in the city.
- (10) The principal centre (CBD) strengthens its position as the heart of Townsville by expanding its retail functions, developing an identifiable and attractive community heart and major meeting place, and increasing its variety of cultural and entertainment activities. It is also strengthened by the establishment of a public realm that is unique and is an exemplar of successful placemaking.
- (11) Uses in the principal centre (CBD) include:
  - (a) major office developments, including offices forming part of mixed use developments;
  - (b) the highest order retail functions, including a department store as a signature development;
  - (c) convenience and boutique retailing for the CBD's workforce, residents and visitors;
  - (d) dining and entertainment;
  - (e) additional higher education or training facilities;
  - (f) tourist accommodation, activities and services; and
  - (g) in-centre, high density residential accommodation.
- (12) Any additional department store in Townsville is to be located in the principal centre (CBD) and not in any other centre.
- (13) Major strategic facilities such as a sports stadium, entertainment or convention centre which may be needed during the 25-year planning horizon of the planning scheme are located adjacent to the city centre. The South Townsville Railyards and Dean Street precinct is a preferred location.

#### **Major centres - Aitkenvale, Thuringowa Central, Hyde Park, Burdell (future) and Julago (future)**

- (14) Major centres in Townsville support but do not undermine the role of the principal centre (CBD), offering diverse business, employment and residential opportunities. These activity centres are accessible to broad catchment areas across the city, offering higher-order shopping and commerce, entertainment, health, education and community facilities, as well as higher density housing choices. They are well serviced by public and active transport networks and increasingly offer active, pedestrian-focussed street level environments.
- (15) **Aitkenvale** and **Thuringowa Central** major centres have a broad range of uses and increased vibrancy as community hubs. Integration and connectivity within the centres is improved. The centres contain an array of higher order retailing, with a broad range of commercial, community, cultural and entertainment services. Medium density housing is encouraged as an integrated component of development within the centres. Housing includes student and visitor accommodation to reinforce links with James Cook University and Townsville Hospital.

- (16) **Hyde Park** major centre evolves to become a unique and high amenity centre which takes advantage of the amenity potential of adjoining lakes and open space areas. Increased diversity of activity within the centre is encouraged, including integrated medium density residential components. Retail activities are consolidated.
- (17) Future major centres at **Burdell** and **Julago** accommodate a broad range of uses in an integrated, street-based format. They provide the main focal point for their respective communities. Ultimately the Burdell and Julago centres will include a diverse range of commercial and community facilities together with community meeting places and recreational facilities. Uses in the centre promote local employment and higher density residential development.
- (18) The centres are well-connected to the surrounding community, maximising accessibility by walking, cycling and public transport.
- (19) A new department store is not to be located within any of the existing or future major centres.

#### **District centres - Idalia, Deeragun, Rasmussen, Annandale and Shaw (future)**

**Editor's note**—The future district centre at Shaw is planned within the Greater Ascot emerging community area.

- (20) District centres provide a mix of activities and services that cater for the weekly and fortnightly needs of surrounding communities. Generally they do not attract people from beyond the district. They contain a diversity of commercial, community and entertainment-related uses, with supermarket-based retailing. They may also include medium density housing.
- (21) The **Idalia** district centre services the south-eastern suburbs, the Stuart industrial area and highway traffic. Its primary focus is in bulky goods retailing and service industries, with minor growth in traditional retailing, including supermarket shopping. This centre will become the second major bulky goods showroom development within Townsville (in addition to Domain Central), and will serve the south-eastern suburbs of Townsville.
- (22) **Deeragun** district centre becomes a more consolidated centre, with improved integration and connections. More non-retail uses including commercial and medical offices, tavern or casual dining uses are anticipated. Small retail showrooms may also be accommodated. Further outward expansion of the centre or the establishment of additional supermarkets does not occur.
- (23) Further development in the **Rasmussen** district centre accentuates the district role of this centre, and includes a mix of local commercial premises and community services.
- (24) **Annandale** district centre serves as the main activity centre for Lavarack Barracks and remains a predominantly retail centre, with a range of supporting commercial services. Only limited expansion of this centre occurs.
- (25) A new district level centre is also to be established at **Shaw** during the next 25 years. However, within the next 10 years, the centre develops only to a local centre role.

#### **Local and neighbourhood centres**

- (26) Local centres are convenience-oriented centres focused on a full-line supermarket and complementary and ancillary activities servicing the needs of surrounding communities. New local centres will be established commensurate with the growth of new communities at Julago, Cosgrove and Mount Low (the latter to be located on Mt Low Parkway, directly opposite North Shore Boulevard).
- (27) Neighbourhood centres are small-scale centres that provide a limited array of basic, lower order needs including convenience retail, local professional and community services. Existing centres in established suburbs are not anticipated to require significant expansion, although some minor expansion of uses may be warranted. New neighbourhood centres are anticipated in Burdell, Julago and elsewhere in newly developing areas where need can be demonstrated.

#### **Specialised centres**

- (28) Specialised centres incorporate major nodes of activity with a specific and limited function. These centres are intended to support and not to undermine other activity centres within the hierarchy.
- (29) The special regional business roles of Townsville Airport, Lavarack Barracks, the Port of Townsville, Domain Central, Fulham Road medical precinct, Bayswater Road medical precinct and James Cook University-Townsville Hospital precinct, are recognised. These centres do not incorporate the breadth and depth of

activities of other activity centres, but instead provide specific higher order, regional and national functions catering for a specific market or technological role and provide significant employment.

- (30) The long-term operation of the **Townsville Airport** is supported for both Department of Defence purposes and to satisfy the primary air transport needs of the Townsville and North Queensland regions. Townsville Airport precinct accommodates a range of businesses with a nexus with aeronautical activities, including offices and low impact industries and research and technology-related industries. Some complementary activities which cater to the needs of businesses and workers within the centres are appropriate. However, this centre does not accommodate office or retail activities to an extent that would undermine the principal centre (CBD) or other centres.

**Editor's note**—Townsville Airport does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning and acknowledges the intentions of Townsville Airport's master planning document.

- (31) **Lavarack Barracks** is protected for ongoing Department of Defence-related purposes, including aviation, communications, logistics, administration, training, and accommodation and recreation facilities for Department of Defence personnel.

**Editor's note**—Lavarack Barracks does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning.

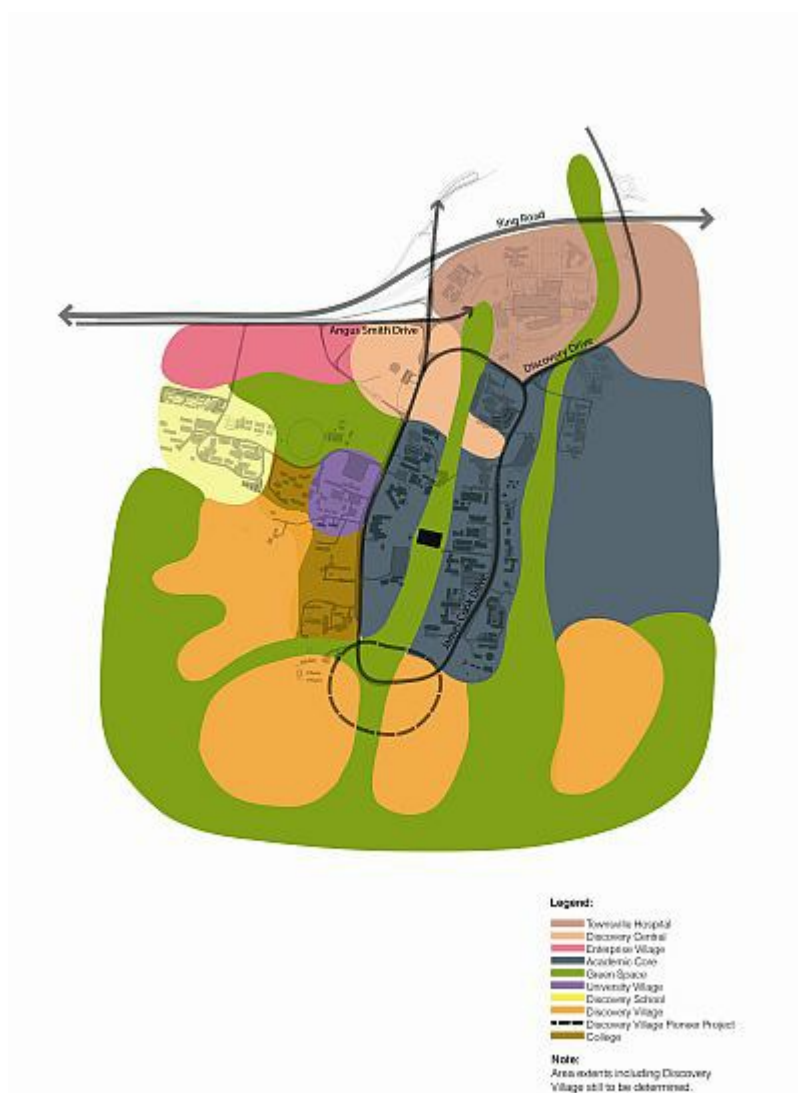
- (32) The **Port of Townsville** is protected for the benefit of the local and regional economy, and development of the port is integrated with the CBD, Palmer Street and The Strand where possible, to maximise community access to and use of waterfront areas.

**Editor's note**—The Port of Townsville does not fall within the regulatory jurisdiction of the Townsville City Plan. However, council recognises its important function through this zoning and acknowledges the intentions of Port of Townsville's master planning documents.

- (33) **Domain Central precinct** does not expand to include further retail uses, other than small facilities supporting the retail showroom function (such as food and drink outlets).
- (34) **Fulham Road medical precinct** will continue to be the focus of private acute medical services in the Townsville region. It accommodates medical facilities, including the hospital and medical centres catering for allied and specialist medical services. It also contains residential uses providing short-term accommodation, particularly to meet demand generated by the primary medical uses in the precinct, and aged care and retirement living and respite care.
- (35) **Bayswater Road medical precinct** accommodates a broad range of medical and associated services, and a mix of medical-oriented and low and medium density residential uses, in a vibrant, mixed use urban village with a strong sense of place and civic identity.
- (36) The **James Cook University-Townsville Hospital precinct** evolves into a world-class knowledge community with a focus on the tropics and on sustainability. The centre becomes a mixed use environment, integrating the existing institutions and forming an integral part of Townsville, with strong links to the CBD. It becomes a leader in sustainability, minimising the use of finite resources like land, energy, water and wastewater. Development provides exemplar projects in aspects like public transport, housing, public spaces and community development, as well in its traditional academic, research and healthcare focus. It also exhibits increased self-containment with many people living and working within the centre, although its emerging resident community is well-connected to the wider city by active and public transport.
- (37) The land use mix, and scale of development in the James Cook University-Townsville Hospital centre reflects the role of the centre in the city. Its focus is as a knowledge community based on the university, hospital and research and technology activities. Other land uses which benefit and enhance the knowledge community occur, including employment, residential and retail. These other uses are sufficient to facilitate high levels of self-containment on the site. They do not occur at a level that serves a wider role within the city or which may detract from the planned functions of other centres. The level of development will also need to be commensurate with the capacity of infrastructure to serve the area. Development not related to the focus of the centre, but instead designed to compete with other centres, does not occur.

**Editor's note**—Development of James Cook University (Douglas Campus), which is undertaken in terms of a Ministerial Designation, does not fall within the regulatory jurisdiction of the Townsville City Plan.

- (38) The pattern of development is generally consistent with the strategy plan shown in Figure 3.7 – James Cook University-Townsville Hospital strategy plan.



[Click here](#) to view PDF high resolution map.

**Figure 3.7 - James Cook University-Townsville Hospital centre strategy plan**

#### **Mixed use areas**

- (39) The city contains a number of mixed use areas and corridors, many of which arose from historic strip commercial development. These areas generally evolve to facilitate improved relationship between buildings and the street, a pedestrian-oriented streetscape and improved visual amenity along major roads.
- (40) These areas contain a mix of uses including medium density housing (where compatible with the local amenity), convenience retail and small-scale offices and showrooms, community and service industry uses which do not compromise the intended role or successful functioning of centres.

#### **Centre design**

- (41) The design of centres and mixed use areas in Townsville achieves:
- strong integration and consolidation through built form and layout;
  - a high quality public realm, with attractive, safe and useable public spaces and streets;
  - active uses that attract people on key pedestrian circulation streets and major frontages;
  - buildings constructed at or close to the street on key frontages and parking areas and access ways that do not dominate major frontages and pedestrian routes;

- (e) a high level of pedestrian and cyclist accessibility and accessibility by public transport;
- (f) a human scale and pedestrian comfort (shelter and shade), at street level;
- (g) climate responsive design, with the opportunity to adopt sustainable building designs beyond current best practice; and
- (h) connectedness between green spaces and the wider network of natural assets, where practicable.

#### **3.3.4.2 Land use strategies**

The planning scheme establishes the hierarchy of centres through zoning provisions. These provisions place emphasis on ensuring centres are diverse, accessible and well-designed community hubs. Major development in the district and major centres should be supported by a centre design master plan.

Centre provisions are closely aligned with intentions for medium and higher density living options.

A detailed structure planning process will be undertaken collaboratively between council and James Cook University which may over time be integrated into the planning scheme. A 'strategic infrastructure plan' covering the whole of the centre will also be developed.

### **3.3.5 Element - Transport, accessibility and mobility**

#### **3.3.5.1 Specific outcomes**

##### **Transport choices**

- (1) The city provides choice in mode of transport. Transport systems are planned and built to conveniently and efficiently connect people with places of employment, services and leisure.
- (2) The shape of the city and activity centres network establishes the basis for optimum transport outcomes for the city. The pattern supports consolidation around the principal centre (CBD) and major centres on the Ross River Road corridor, which is identified by council and the State Government as a core public transport corridor for the future.
- (3) The activity centres network and designation of industrial land also support increased employment opportunities closer to where people live, reducing trip lengths and improving the efficiency and effectiveness of public transport and pedestrian and cyclist networks, and reinforcing the significance of inter-regional freight networks.
- (4) The design of centres and residential areas incorporates a network of walking, cycling, public transport and vehicle routes that maximise connectivity and ease of mobility.
- (5) The planning scheme places importance on the creation of attractive, climate responsive and safe streets and public spaces, and requires structure planning of centres and greenfield residential areas to ensure that the development pattern allows for high levels of accessibility.

##### **Road and freight network**

- (6) National, state and regional road, rail, sea and air freight networks are protected from incompatible development and connections to the wider North and Western Queensland regions strengthened.
- (7) Appropriate design and access standards are established for development on and near major transport corridors and key freight routes. Further encroachment on these corridors by sensitive land uses such as residential development is avoided and impacts are minimised where development already exists. Key routes include:
  - (a) the Bruce and Flinders Highways;
  - (b) the Ring Road;
  - (c) the Townsville Port Access Road;
  - (d) Woolcock Street;
  - (e) Duckworth Street-Nathan Street; and
  - (f) the rail lines.
- (8) The planning scheme encourages co-location of freight and transport-related land uses in industrial areas with



convenient access to the principal road and rail freight network. The Townsville State Development Area will be the pre-eminent location in this regard.

- (9) The defence and potential international roles for Townsville Airport will be protected from incompatible development.

### **3.3.5.2 Land use strategies**

Better transport and accessibility outcomes for the city underpin the intentions for the development pattern and densities.

Key corridors and applicable standards for development on and near them are established by the planning scheme.

Council will work with the Queensland Government to develop high-quality public transport, cycling and walking networks, including dedicated bicycle facilities connecting major centres and catering for large volumes of cyclists. Council will also work with the Queensland Government to identify opportunities for park-and-ride facilities near designated public transport stops.

Council will support the relocation of the South Townsville rail yards to the Townsville State Development Area.

### **3.3.6 Element - Integrated infrastructure planning and provision**

#### **City shape**

- (1) Land use and development patterns support the efficient and cost-effective provision of infrastructure and community facilities.
- (2) The city shape and activity centres hierarchy described in this strategic framework establish the basis for the most efficient provision of infrastructure to meet community needs over 25 years. In particular, it minimises the dilution of infrastructure investment across multiple development fronts. While upgrades will be required in the infill development areas, these costs will be less than those that would be involved in continued outward expansion of the urban area.
- (3) The settlement pattern supports the co-location of community services and facilities, including in activity centres, where accessibility to communities can be maximised and multiple use of facilities can be coordinated.
- (4) Major utilities and community facilities integrate sensitively with the surrounding environment through their built form and management of potential impacts.

#### **Safety and efficiency**

- (5) The safe and efficient operation or use of infrastructure installations and corridors are protected.
- (6) Encroachment of facilities by sensitive land uses is avoided and reasonable standards to manage impacts are established where development already exists. These facilities include:
  - (a) energy-related infrastructure including electricity transmission lines, substations, gas lines and the like;
  - (b) Lake Ross, Lake Paluma and other water supply areas;
  - (c) water and waste water treatment plants and major distribution facilities;
  - (d) solid waste treatment and disposal facilities;
  - (e) transport and freight networks;
  - (f) various Department of Defence landholdings and installations; and
  - (g) community facilities and infrastructure.
- (7) High standards of development infrastructure are established to effectively manage potential impacts on the community and the environment.
- (8) Whole of lifecycle infrastructure costs are minimised.

### 3.3.6.2 Land use strategies

Council's Local Government infrastructure plan ([Part 4](#) of the planning scheme) documents plans for trunk infrastructure to support the settlement pattern, and development charges are to be levied in accordance with the *Planning Act 2016*.

Council will consider strategies to encourage development within the areas identified as primary infill focus areas in recognition of the overall savings to the community that strategy will facilitate.

Council will negotiate infrastructure agreements as required with development proponents and state agencies as part of the master planning of major development areas.

## 3.4 Theme - Strong and connected community

**Editor's note**—What did the [Townsville Community Plan 2011-2021](#) say about *Strong and connected community*?

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

Seven guiding principles were also set out:

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

### 3.4.1 Strategic outcomes

- (1) The character and identity of communities in urban and rural areas of Townsville evolves and strengthens through the city shape described in this strategic framework and through good urban design of places.
- (2) The architectural, cultural, historic, scenic, natural, social or spiritual qualities that create places of local heritage are conserved and enhanced.
- (3) Easy access is provided to community services and facilities, and to places to celebrate culture, history and identity. Public spaces and streetscapes are attractive, safe, accessible for all abilities and usable.
- (4) A high-quality network of open space and recreation opportunities provides for the needs of the community, supports social interaction, enables connections to natural assets and landscape features, and reinforces the city's identity.
- (5) Strong connections to the natural environment and the protection of natural assets contribute to the health and wellbeing of the community.

### 3.4.2 Element - Urban design

#### 3.4.2.1 Specific outcomes

##### Design

- (1) Design of the built environment (including buildings, streets and public spaces):
  - (a) is consistent with the existing or desired character of the local area;
  - (b) is oriented to the street and public places;
  - (c) enhances the quality of the street;
  - (d) is responsive to Townsville's climate;
  - (e) creates a human scale at street level;
  - (f) protects and celebrates important views, landscape features and natural assets, and places of cultural heritage significance; and

- (g) makes it easy to get around, especially when walking or cycling: development is designed to integrate with its surroundings and has ample, not a minimum of, connections.
- (2) Good design assists in the success of those areas that will be the focus for growth, change and economic activity.

#### **Public realm**

- (3) High-quality public spaces are created that optimise opportunities for community interaction.

#### **Prevention of crime and antisocial behaviour**

- (4) The design of development assists in preventing antisocial behaviour and supporting personal safety.

#### **3.4.2.2 Land use strategies**

Good urban design principles (including Crime Prevention Through Environmental Design Principles) form the basis of all planning scheme codes. At a citywide scale, they underpin the development pattern intentions.

### **3.4.3 Element - Open space network**

#### **3.4.3.1 Specific outcomes**

##### **Open space network**

- (1) Townsville has an open space network that:
- (a) meets the community's recreation and sporting needs;
  - (b) offers a diverse range of recreation opportunities and landscape settings that encourage healthy lifestyles and physical activity;
  - (c) is safe and attractive;
  - (d) provides equitable and convenient access to sport and recreation facilities, particularly by walking and cycling;
  - (e) supports community groups and has the capacity to adapt to changing needs over time;
  - (f) is cost efficient, with a focus on co-locating sports in hubs;
  - (g) is designed and maintained to a high standard, and is fit for purpose;
  - (h) incorporates the natural landscape so that people may connect with nature in their recreation;
  - (i) links recreation spaces and community hubs wherever possible; and
  - (j) has minimal negative impacts on surrounding communities and land uses.

##### **Types of open space**

- (2) The open space network provides for the following primary functions:
- (a) local, district and regional recreation parks, and corridor or recreation linkages and amenity parks provide informal sport and recreation opportunities; and
  - (b) district, regional and specialised sports parks provide for formal sports and boast a range of training and competition infrastructure.

#### **3.4.3.2 Land use strategies**

The open space network will primarily be delivered through the Local Government infrastructure plan mechanisms. However, planning scheme requirements for reconfiguration and urban development of all types reflect the need for integrated open space and accessibility networks and a high-quality public realm.

### 3.4.4 Element - Strong and connected community

#### 3.4.4.1 Specific outcomes

- (1) Townsville maintains the scenic amenity values and iconic features that contribute to its character and sense of place. Development in areas of high scenic amenity is limited to minimise the potential for deterioration of the scenic values.
- (2) Areas of high scenic amenity generally include elevated and vegetated areas which may also contain significant ecological and other environmental values. These include:
  - (a) mountainous backdrops, including Mount Elliot, Mount Cleveland, the Pinnacles, Many Peaks Range and Hervey Range to Paluma;
  - (b) significant hills and ridgelines within and framing urban areas, including Castle Hill, Mount Stuart and Mount Louisa; and
  - (c) coastal headlands, foreshores and waters, including The Strand, Magnetic Island, Cape Pallarenda, Cape Cleveland, Cleveland Bay and Halifax Bay.
- (3) Development is sited and designed to be sensitive to the landform, vegetation and other characteristics that contribute to scenic amenity values in all parts of the city.
- (4) Non-urban land is protected to define the edges to the city, and to protect non-urban landscape values. Urban and rural residential development does not occur in rural areas.

#### 3.4.4.2 Land use strategies

A primary strategy implemented through the planning scheme is the containment of urban growth within the designated area.

Otherwise, planning scheme requirements for reconfiguration and development of all types reflect the intention to protect areas and features of scenic importance.

### 3.4.5 Element - Managing the impacts of development

#### 3.4.5.1 Specific outcomes

##### Protection of amenity

- (1) Development mitigates the effects of new development on local character, noise and air quality, access to sunlight, breezes and privacy, and avoids commercial or through traffic in residential streets.
- (2) The interface between land zoned for industry and sensitive land uses is managed to protect the health, wellbeing, amenity and safety of the community and protect industrial activities from incompatible development.
- (3) The planning scheme does not protect private views, other than where proposed development is inconsistent with the described intent for a local area.
- (4) Negative social impacts caused by development are avoided or minimised.

#### 3.4.5.2 Land use strategies

Zone designations, and in some cases precincts, represent the type and scale of development intended for an area. This forms the basis for the community to establish realistic expectations about the type of amenity in an area.

## 3.5 Theme - Environmentally sustainable future

**Editor's note**—What did the [Townsville Community Plan 2011-2021](#) say about *Environmentally sustainable future*?

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

Three guiding principles were also set out:

- *Valuing our natural environment and urban green spaces: The Townsville community recognises, protects, retains and enhances the values and condition of our natural environment, urban green spaces, and scenic amenity.*

- *Taking responsibility for the health of our local waterways, wetlands and marine areas: The community takes appropriate actions to maintain the values and condition of our local waterways, wetlands and the marine environments.*
- *Adopting an environmentally sustainable lifestyle at home, work and at play: the community understands that our activities have an environmental impact. Individually and collectively we take responsibility for undertaking appropriate actions at home, work and play to minimise these impacts.*

### **3.5.1 Strategic outcomes**

- (1) Townsville's natural assets, including its biodiversity, habitat values and biophysical and ecological processes are protected, enhanced and restored to provide life supporting capacities for present and future generations.
- (2) The maintenance of biodiversity is dependent on a variety of biophysical elements, functions and processes including an interconnected network of wildlife corridors and habitats. Habitat areas and connecting corridors are retained, and degraded links are restored to provide a continuous network of natural assets that supports the ecological and biophysical functions necessary for ensuring sustainable landscapes.
- (3) The network of waterways and wetlands that contribute to terrestrial and aquatic biodiversity including fisheries, marine habitats and the Great Barrier Reef, is protected from the impacts of development to maintain high standards of water quality and aquatic ecosystem health.
- (4) Water quality is protected, particularly within the city's drinking water catchments and waters identified as having high ecological value.
- (5) The coastal zone is managed to protect, conserve and rehabilitate coastal resources, biological diversity and natural coastal processes.
- (6) Risk to life, property and ecosystems as a result of natural hazards is minimised, and development is managed to respond to the likely impacts of climate change.

### **3.5.2 Element - Natural assets**

#### **3.5.2.1 Specific outcomes**

- (1) Areas of importance for the maintenance of habitat, biodiversity and biophysical and ecological functions are protected. Development avoids or minimises direct and indirect impacts on areas having or supporting significant environmental values, ecological functions and biophysical processes.
- (2) As far as possible, natural areas are retained and integrated with the development to maintain and enhance the natural assets network.
- (3) Fragmentation of native habitat is avoided to maintain biodiversity and increase ecological resilience, including resilience to climate change.
- (4) Ecological corridors are maintained and where appropriate, rehabilitated and expanded, to support:
  - (a) the natural movement and proliferation of native species;
  - (b) ecological responses to climate change;
  - (c) the maintenance of large scale migratory lifecycle processes; and
  - (d) connectivity between significant habitat areas and patches of remnant vegetation.
- (5) Development maintains suitable buffers to areas of significance, such as endangered and threatened ecological communities and remnant vegetation, wetlands and waterways and priority habitat to ensure the ongoing viability of the significant area and associated ecological functions and ecosystem services.
- (6) Corridors and buffers are of a width which provides for:
  - (a) movement of native fauna;
  - (b) viable habitat areas;
  - (c) minimisation of edge effects;
  - (d) maintenance of the hydrological functions of the waterway or wetland;
  - (e) appropriate recreational opportunities; and
  - (f) any additional maintenance and bushfire setback functions to be located outside the areas required for ecological purposes.
- (7) Appropriate public access to the city's natural assets is provided.

### 3.5.2.2 Land use strategies

The city shape and settlement pattern has been determined to avoid further expansion of urban or rural residential development beyond existing designated areas. This will avoid increasing pressures on environmentally important values.

Some areas (predominantly those in the protected estate) are included in the Environmental management and conservation zone. Other natural areas of national, state, regional and local significance are identified in overlay maps and are to be protected and managed through the Natural assets overlay code.

The [Natural assets planning scheme policy no. SC6.9](#) assists in providing guidance to applicants regarding the range of values present across the mapped areas and how environmental assessments should be carried out.

## 3.5.3 Element - Integrated water cycle management and ecosystem health

### 3.5.3.1 Specific outcomes

#### Protection of waterways and wetlands

- (1) Wetlands, waterways and associated riparian areas are protected from threatening processes and where practical, enhanced to ensure ecological processes and ecosystem services are fully functional.
- (2) The proposed city shape and settlement pattern avoids further expansion of urban development into or nearer to important aquatic ecosystems.
- (3) Development is located outside wetlands and avoids adverse effects on wetlands.
- (4) Development is buffered from waterways and wetlands, with a buffer width sufficient to:
  - (a) maintain ecological and habitat functions;
  - (b) minimise potential edge effects; and
  - (c) allow for natural hydrological (including flood-related) processes to function effectively and unimpeded.
- (5) Where land is required for recreational, land management, bushfire hazard risk reduction and other appropriate purposes, these functions and land uses are located outside the areas required for ecological purposes and water quality improvement or are conducted in such a way that there are no adverse impacts on the environmental values.

#### Protection of water quality

- (6) Intensification of development within the Lake Ross, Lake Paluma and Crystal Creek catchments is avoided.
- (7) Water quality of both surface and ground waters, and the ecological and hydrological processes of catchments, are protected.
- (8) New development incorporates drainage, stormwater and waste water management measures that protect ground and surface water quality and the environmental values of water.
- (9) The release of acid and associated metal contaminants into the environment is avoided through appropriate standards for development involving filling or excavation, so that disturbance to acid sulfate soils is minimised and disturbed acid sulfate soils are appropriately treated.
- (10) Best practice water sensitive urban design (adapted to the Dry Tropics environment) and integrated water cycle management responding to regionally specific climate and water quality characteristics, form the basis for engineering standards.

#### Water use efficiency

- (11) Development, including landscaping, uses water efficiently as part of the total water cycle.

### 3.5.3.2 Land use strategies

Water resources are comprehensively protected through the Natural assets and Water resource catchment overlays, as well as through requirements under the Healthy waters and Works codes, as well as zone codes.

## 3.5.4 Element - Coastal protection

### 3.5.4.1 Specific outcomes

#### Conservation of coastal resources

- (1) Coastal resources are conserved, and areas of high ecological significance or scenic amenity along the coast are protected.

#### Coastal risks

- (2) Exposure of communities to coastal hazards, including erosion and storm tide inundation, is minimised, taking into account the projected effects of climate change.
- (3) The settlement pattern avoids expansion of urban areas and smaller coastal settlements into environmentally significant coastal areas.
- (4) In areas designated for urban development, increase in risk to people and property is avoided.
- (5) Outside designated urban areas, only limited forms of development that are compatible with the risks occur within coastal hazard areas.

#### Public access

- (6) Public access to the foreshore is maintained and managed for current and future generations.

### 3.5.4.2 Land use strategies

The Coastal protection overlay and underlying zoning provisions direct development so that it will be compatible with the hazard and protect coastal processes and areas of high ecological significance.

## 3.5.5 Element - Natural hazards (bushfire, landslide and flood)

### 3.5.5.1 Specific outcomes

#### Avoiding increase to risk

- (1) New development in areas subject to bushfire, landslide or flooding hazard is compatible with the nature of the hazard.
- (2) Development does not materially increase the extent or the severity of natural hazards, and the safety of people is maintained and damage to property is minimised.
- (3) The settlement pattern avoids further expansion of urban and rural residential uses into hazard areas.
- (4) Significant areas of Townsville are already established within the floodplains of the Ross and Bohle Rivers. Within these areas, the flood risk will be managed by avoiding intensification of development in high hazard areas and ensuring development is compatible with the hazard in other areas.

### 3.5.5.2 Land use strategies

Bushfire, Landslide and Flood hazard overlays and underlying zoning provisions direct development so that it will be compatible with the hazard and the desired character for the area.

## 3.5.6 Element - Sustainability

### 3.5.6.1 Specific outcomes

- (1) Development is designed to sensitively respond to Townsville's climate through its orientation, layout and design of the built environment.
- (2) Development minimises demands for energy use and otherwise promotes efficient use of energy.
- (3) Innovation in climate responsive and energy efficient design is encouraged.
- (4) Development is located, designed and managed to avoid environmental harm or nuisance.

### 3.5.6.2 Land use strategies

The city shape and settlement pattern established under the planning scheme provisions underpins the growth of a more sustainable Townsville in which transportation and fossil fuel use will be better managed.

Development requirements also seek development that is climatically responsive and energy efficient at the site and built form scale. However, the planning scheme does not duplicate the jurisdiction of the *Building Act 1975* in this regard.

Planning scheme provisions also address the expected environmental performance of development generally.

## 3.6 Theme - Sustainable economic growth

**Editor's note**—What did the [Townsville Community Plan 2011-2021](#) say about *Sustaining economic growth*?

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

Four guiding principles were also set out:

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

### 3.6.1 Strategic outcomes

- (1) Economic and employment growth is primarily located in Townsville's centres and industrial areas. The clustering of activities and employment in these areas facilitates improved transport networks (including public transport).
- (2) Industrial land is used efficiently, a timely supply of land to meet industry needs is available, and efficient and cost-effective provision of infrastructure is facilitated.
- (3) Sensitive uses are prevented from encroaching on the city's freight routes, special purpose areas, industrial areas and specialised centres, particularly Townsville Airport, Port of Townsville, the Townsville State Development Area, Lansdown and the Department of Defence landholdings, to ensure their ongoing efficient operation, minimise risks and avoid conflicts.
- (4) Farming activities and the productive capacity of all rural land is protected.
- (5) Within rural areas, new enterprises are encouraged that are associated with rural production or the natural environment, and which are not more appropriately located in urban areas.
- (6) Development in and adjacent to quarries and other extractive and resource areas does not prejudice the continued and future use of the natural resources.
- (7) Tourist accommodation and attractions are established in appropriate locations, and conflict between tourist activities and surrounding uses or values is minimised.
- (8) Home based business is supported as an important incubator for new enterprises. However, activities are limited to ensure adverse impacts on neighbours' residential amenity do not occur.

### 3.6.2 Element - Industrial land

#### 3.6.2.1 Specific outcomes

##### Sufficient land supply

- (1) Land within designated industrial areas is used efficiently, and industries with a similar or compatible nature are co-located.
- (2) The significance and potential of the Townsville State Development Area as a dry port, accommodating storage, transport and logistics activities, as well as port-related manufacturing is protected.
- (3) The industrial investigation area at Bohle Plains will not be developed prior to the establishment of:



- (a) a demonstrated need for the land;
  - (b) the inclusion of the area in council's Priority infrastructure area; and
  - (c) detailed structure planning which identifies, avoids and buffers significant environmental values, areas and corridors; avoids natural hazards on the site; identifies appropriate mix of industrial activity, identifies appropriate buffers, nominates site layout and circulation networks; and appropriately integrates the site with surrounding land.
- (4) Interim uses in the industrial investigation area at Bohle Plains does not prejudice long-term suitability for industrial use.
  - (5) Industrial development does not expand beyond the areas zoned for industrial purposes or identified as industry investigation area on the strategic framework maps.
  - (6) In Roseneath, industrial uses with a transport and logistics focus are accommodated and are provided with adequate infrastructure, including roads, water, sewer and stormwater networks.
  - (7) In Lansdown, industrial uses with a medium and high impact industry focus are accommodated and are provided with adequate infrastructure, including roads, water, sewer and stormwater networks.

#### **Protection of industry land for industry**

- (8) Industrial land is designed and remains available for intended industrial use and is protected from encroachment by uses that are sensitive to the impacts of industry.
- (9) Industrial development is not intended to occur outside the zoned industrial areas, other than service industries and some low impact industries which may be located within activity centres or mixed use areas.
- (10) Retail and commercial activities within industry zones are limited to those that directly support the industries intended for the zones, or are for outdoor sales uses. Bulky goods retailing (showrooms) and retail hardware stores are not accommodated within industry zoned land and are instead located within activity centres or mixed use areas.
- (11) Subdivision requirements for industrial areas will be established to provide for a mix of lot sizes and, in particular, provision for larger lot sizes in Medium and High impact industry and Special purpose zoned areas.

#### **Impacts of industry**

- (12) Industrial development is managed to protect environmental values, avoid risk to life and property and reasonably protect the amenity of surrounding areas.
- (13) Alternative solutions to energy use and environmental performance are encouraged where impacts will be no worse than a conventionally designed development.

#### **3.6.2.2 Land use strategies**

Industrial areas are included in either the Low, Medium or High impact industry zone or Special purpose zone and the appropriate performance expectations for each are identified.

In addition, provisions are contained within residential zones, where relevant, to address potential reverse amenity issues from industrial areas and major infrastructure corridors. Council will work with the State Government to investigate the potential allocation of the Bohle Plains State land area to accommodate a range of industry types, including transport/freight-related activities. Industrial development of this area would desirably be contiguous with existing industry and appropriately integrate with the Townsville Ring Road.

Industrial land supply and demand will be monitored by council in order to determine when land in the Bohle Plains industrial investigation area may need to be made available.

Council will work with the relevant authorities to ensure the availability of gas and telecommunications infrastructure, as well as to investigate possible alternative freight routes which minimise existing conflicts within the urban area.

### **3.6.3 Element - Airport, seaport and Department of Defence land**

#### **3.6.3.1 Specific outcomes**

##### **Protecting special use areas**

- (1) Townsville Airport, Port of Townsville and Department of Defence landholdings are recognised for their particular strategic and economic value to the community.
- (2) The safety and operational efficiency of these areas is maintained. They are protected from encroachment by sensitive uses.
- (3) Development in the vicinity of these areas, and the transport/freight routes which serve them, is compatible with the physical and operational characteristics of the special use areas. New development will be located and designed to minimise any potential impacts.

#### **3.6.3.2 Land use strategies**

While the planning scheme has no jurisdiction over these areas, it regulates development in the areas surrounding them to avoid conflicts and reverse amenity issues arising.

### **3.6.4 Element - Natural economic resources (including rural and extractive industry)**

#### **3.6.4.1 Specific outcomes**

##### **Protecting productivity**

- (1) The productive capacity of all rural land is optimised within its environmental constraints.
- (2) Significant non-rural activities and intensive animal industries do not occur in Townsville's primary horticultural areas.

##### **Avoiding fragmentation**

- (3) Further fragmentation of rural land is avoided. A lack of viability for existing farms and small holdings does not justify their further subdivision or use for non-agricultural purposes.
- (4) Development complies with the nominated minimum lot size for each precinct which will generally range from 10ha for rural lifestyle precincts, to 40ha for horticultural-based precincts to 400ha for grazing-based precincts.

##### **Diversification**

- (5) Opportunities for diversification of activities within the rural areas is encouraged, provided that:
  - (a) the productive capacity of the land is maintained;
  - (b) conflicts with existing and intended rural activities in the surrounding area are avoided;
  - (c) the existing landscape and natural resource values of the land are maintained; and
  - (d) the development is not more appropriately located in another zone.
- (6) Industry uses that are not directly related to farming or which do not require separation from urban or rural residential areas are not appropriate in the rural zone. These should be contained within zoned industrial land. In particular, transport depots and food or meat processing industries are to be located in an industrial zone.
- (7) Intensive animal industries including feedlots and cattle handling facilities (for live export) are to be directed to the broader hectare lands of the predominantly grazing precincts where potential impacts can be better managed.

##### **Protection of extractive resources**

- (8) Identified areas of extractive resources and their associated haulage routes are protected from encroachment of incompatible development. Buffers are provided to separate and mitigate the impacts of extractive operations and surrounding sensitive uses.
- (9) While houses may be established on existing lots within identified buffer areas and haulage routes, any development which would increase the intensity of people living, visiting or working within these areas is avoided.
- (10) Quarrying and extractive industry maintains the integrity of environmental and hydrological processes beyond site boundaries and minimises impacts on such values within the site.

### **3.6.4.2 Land use strategies**

The rural land resources are primarily managed within the planning scheme through the Rural zone.

In addition, a number of overlays also assist in protecting the range of non-urban values, including Natural assets, Extractive resources, Bushfire hazard, Landslide hazard and Coastal environment.

## **3.6.5 Element - Tourism**

### **3.6.5.1 Specific outcomes**

#### **Diversity**

- (1) A range of tourism opportunities and experiences, particularly nature-based tourism, are encouraged, with the principal centre (CBD) and its immediate environs a focus for larger tourist facilities.
- (2) Tourism within the principal centre (CBD) and its immediate environs will be anchored by the Museum of Tropical Queensland and Reef HQ Aquarium, education and research uses and accommodation facilities, with improved links to the Breakwater, Anzac Park and The Strand.
- (3) Tourist accommodation and dining will also continue to be encouraged in North Ward (with a focus on The Strand and Gregory Street), the Breakwater and Palmer Street, consistent with desirable built form and urban design outcomes for those areas.
- (4) Magnetic Island is a major tourism destination for Townsville and will maintain accommodation and recreation activities at a scale and form that is relative to the overall character of the island. Supporting infrastructure encouraged on the island includes service and convenience of commercial facilities, walkways, foreshore promenades, and gateway treatments at significant junctions for each village.
- (5) Small-scale, low-rise tourist accommodation and support facilities are to be facilitated at Paluma, Rollingstone, Balgal Beach, Toomulla, Toolakea and Saunders Beach. Tourism-oriented development in these northern townships focuses on protecting and emphasising the natural character attributes of the local area. The relationship between tourism, the environment and the availability and capacity of local infrastructure in these northern townships is managed so that it is sustainable.

#### **Protecting values**

- (6) Tourism-related development maintains or enhances Townsville's image, environmental values, ecological processes and scenic quality both within and outside of urban areas.
- (7) Outside the urban area, tourism-related development occurs where directly associated with rural activities or other natural resource values. However, such uses should not give rise to conflicts which would prejudice the existing economic activity in the area or adversely affect environmental values, ecological processes values or landscape character.

### **3.6.5.2 Land use strategies**

The relevant zones and precincts identified in the planning scheme establish appropriate performance requirements for tourism-related development in appropriate locations.