



Department of  
**State Development, Infrastructure,  
Local Government and Planning**

██████████  
██████████  
18 May 2022

Mr Pat Vidgen PSM  
Electoral Commissioner  
Local Government Change Commission  
██████████

Dear Mr Vidgen

Thank you for your letter of 8 March 2022 to Mr Stephen Robbins, Acting Deputy Director-General, Local Government Group, Department of State Development, Infrastructure, Local Government and Planning about a proposed change to the Rockhampton Regional Council and Livingstone Shire Council Local Government Area (LGA) boundary. As your requests relate to land use planning matters the letter has been referred to me. I apologise for the delay in responding.

You have requested written advice about relevant information for the Rockhampton Regional Council and Livingstone Shire Council LGAs, in particular:

- existing planning schemes
- future developments and population growth
- information about resource sharing / reciprocal use of services arrangements between the relevant local governments
- matters of state interest of relevance to the boundary review
- other recommended actions the Change Commission should take to ensuring planning considerations and associated expert advice can be adequately incorporated in its review.

Please find my written response to these matters enclosed. I trust this information will be of assistance. Please note that some of the information provided is confidential and not suitable for publication. Confidential material has been marked up in the enclosed document.

If you require any further information, please contact ██████████, Regional Manager, Southern Region, Local Government Division, in the department by telephone on ██████████ or by email at ██████████ who will be pleased to assist.

Yours sincerely

Christopher Aston  
**Acting State Planner  
Planning Group**

Enc (4)

1 William Street  
Brisbane Queensland 4000  
PO Box 15009  
City East Queensland 4002  
**Telephone** 13 QGOV (13 74 68)  
**Website** [www.statedevelopment.qld.gov.au](http://www.statedevelopment.qld.gov.au)  
**ABN** 29 230 178 530

# **ATTACHMENT 1**

# Attachment 1

[Confidential text is highlighted in grey. Confidential text is not suitable for publication]

## 1. Existing planning schemes

Planning schemes are generally reviewed every 10 years and consider 15 year and 25 year planning horizons.

### Livingstone Planning Scheme 2018

The commencement date for the current Livingstone Planning Scheme was 1 May 2018.

The planning scheme recognises that:

*'The City of Rockhampton, which is located approximately forty kilometres inland of the major centre of Yeppoon, is the nearest principal hub of economic activity and service provision in the Central Queensland region. It is anticipated that the City of Rockhampton will continue to be a major focal point for the provision of centre activities, services and employment utilised by the residents of the Livingstone Shire Council planning scheme area.'*

In the Livingstone Planning Scheme 2018 the localities of Glendale, Glenlee and Rockyview are largely zoned rural, with the remainder being mostly rural residential. The great majority of existing dwellings, and hence population residing in these three localities, are on the land zoned rural residential. The rural residential land in these areas differs somewhat from other areas of rural residential zoned land in the LGA in that it may be considered peri-urban, forming a transition area to the urban area of the city of Rockhampton. Other rural residential areas in the shire generally surround smaller towns (e.g., The Caves, Cawarral, Mount Chalmers, Byfield, etc.) or are located in predominantly rural areas within the Livingstone LGA.

[Redacted text block]

[Redacted text block]

### Rockhampton Region Planning Scheme 2015

The commencement date for the planning scheme was 24 August 2015.

The planning scheme identifies two key growth areas for the city of Rockhampton, being the Gracemere area and the Parkhurst/North Rockhampton area. Parkhurst lies on the northern boundary of the

[Redacted text block]

Rockhampton LGA, astride the Bruce Highway and adjacent to the Livingstone LGA localities of Glenlee and Rockyview.



### Summary

The Rockhampton Region Planning Scheme 2015 includes a strategic intent for future urban growth to the current limits of its local government area in Parkhurst. This is reflective in current land use zonings. The Livingstone LGA localities of Glenlee and Rockyview abut Rockhampton's LGA and is mostly zoned rural with some areas of rural residential. There is a strategic intent in Livingstone Shire's planning scheme for additional rural residential and is primarily infill development between existing nodes of rural residential development. **Appendices 2 and 3** include a copy of the current strategic framework mapping and land use zonings for the areas of interest.

## **2. Future developments and population growth in the region**

The following figures are from the Queensland Regional Profiles published by the Queensland Government Statistician's Office, Queensland Treasury (23 March 2022).

### Central Queensland Region (6 local government areas)

Central Queensland comprises Banana Shire Council, Central Highlands Regional Council, Gladstone Regional Council, *Livingstone Shire Council*, *Rockhampton Regional Council*, Woorabinda Aboriginal Shire Council

- estimated resident population (ERP) of 228,264 persons as at 30 June 2020
- Average annual growth rate of 0.1% over five years
- Average annual growth rate of 0.7% over ten years
- Within the region, Rockhampton (R) LGA had the largest population with 81,999 persons
- Within the region, Livingstone (S) LGA had the fastest population growth over five years with 1.1%

### Livingstone Shire Council

- 38,617 persons is the estimated resident population (ERP) as at 30 June 2020
- Population projected to be 55,740 persons as at 30 June 2041
- Increase of 1.6% per year over 25 years

The main centres for population in the Livingstone LGA are Yeppoon and Emu Park, and planning for future population growth focuses on these localities and adjacent areas.

Development of the Glenlee area for rural residential subdivision has in recent years attracted opposition from Rockhampton Regional Council:

- In 2016 a development application (D/35-2016) was lodged with the Livingstone Shire Council proposing over 700 rural residential lots in Glenlee.
- The area is within the long-term northern growth corridor for the City of Rockhampton.
- Rockhampton Regional Council lodged a submission and objected to the development application on the grounds that it will constrain the long-term future growth of the City of

Rockhampton. Although this enabled the Rockhampton Regional Council submitter appeal rights, it did not formally lodge an appeal with the Planning and Environment Court.

- The development was approved with conditions on 21 November 2018 by Livingstone Shire Council
- Submitter appeal period ended on 24 December 2018.

A recent development application has been lodged for a further rural residential development (D/49-2022 and D/50-2022) involving 62 rural residential lots in the Glenlee locality. These applications are impact assessable meaning public notification will be required and assessment against the whole of the planning scheme. [REDACTED]

#### Rockhampton Regional Council

- 81,999 persons is the estimated resident population (ERP) as at 30 June 2020
- Population projected to be 104,153 persons as at 30 June 2041
- Increase of 1.0% per year over 25 years

As noted, planning for future population growth focuses on the localities of Gracemere and Parkhurst. The current scheme, with a planning horizon of 20 years (2036) is expected to contain sufficient land in these localities for the life of the scheme.

#### Central Queensland Regional Plan (2013)

The Central Queensland Regional Plan (CQRP) is 'part of a suite of policies and legislative instruments that guide land use planning and development in order to influence economic, social and environmental factors in Queensland'. The CQRP was developed in consideration of The Queensland Plan which enshrines a '30 year vision for the state'. The CQRP identifies Priority Living Areas (PLA) designed to identify areas to be retained for residential development, as opposed to resource or agricultural development. The Rockhampton PLA includes approximately the southern half of Glenlee and Rockyview.

### **3. Resource sharing / reciprocal use of services**

It is acknowledged that there will be cross use of council facilities by both residents of the Rockhampton Regional Council area and the Livingstone Shire Council area. Local government boundaries do not prevent residents from using services in other local government areas. For example, some local governments provide their library services not only to residents in their area but to all Queensland residents. Further, it is not unusual for residents outside a local government area to travel to the area to make use of sporting facilities.

All councils can adopt rates, charges and fees, as per the local government legislation, to provide infrastructure and services to communities.

### **4. Matters of State interest of relevance to the review**

It is not disputed that the long term northern growth corridor for the City of Rockhampton is in the direction of Glenlee and Rockyview, and ultimately Glendale. Expansion north into Glenlee and Rockyview is the logical area of northern growth for the City of Rockhampton once residential development of Parkhurst has been realised. As noted above, these localities are partially developed with rural residential

subdivisions and the remainder of the localities is generally zoned rural. All three localities are also subject to constraints that would limit development of the remaining rural zoned land to some extent.

**Appendix 4** contains relevant planning scheme overlay mapping that identifies natural hazards that are identified as a State interest.

#### Glenlee

While Glenlee contains a significant amount of rural zoned land that could accommodate future residential development, a large portion of this land is in low lying land near the Fitzroy River and is flood prone. Despite this, Glenlee provides the most likely potential area for urban expansion north of Rockhampton.

#### Rockyview

The areas of Rockyview that remain zoned rural are generally constrained by natural constraints and matters of State interest (e.g., landslide hazard areas and bushfire hazard areas). As such Rockyview would potentially provide a limited capacity for urban expansion.

#### Glendale

Situated to the north of Glenlee on the western side of the Bruce highway, Glendale contains rural zoned land with only relatively small areas constrained by flooding and bushfire hazard. There remain opportunities here for potential future urban expansion, however this would logically be preceded by urbanisation of Glenlee from the south.

## **5. Other recommended actions**

The Electoral Commissioner requested written advice on *‘any other recommended actions the Change Commission should take to ensuring planning considerations and associated expert advice can be adequately incorporated into its review’*.

- A. If necessary to inform a view, the Electoral Commissioner may wish to seek independent advice to inform the likelihood and potential timing of a requirement for the urban area of the City of Rockhampton to expand north into the localities of Glenlee, Rockyview and Glendale.
- B. Should the boundary change proceed, it may be necessary to provide a mechanism such that the administration (e.g., assessment of development applications) of the Livingstone Shire Planning Scheme for the localities of Glenlee, Rockyview and Glendale is undertaken by the Rockhampton Regional Council until such time as the Rockhampton Region Planning Scheme can be amended to include the localities. Noting there is legislative precedent for such an arrangement used in the amalgamation or de-amalgamation of councils.

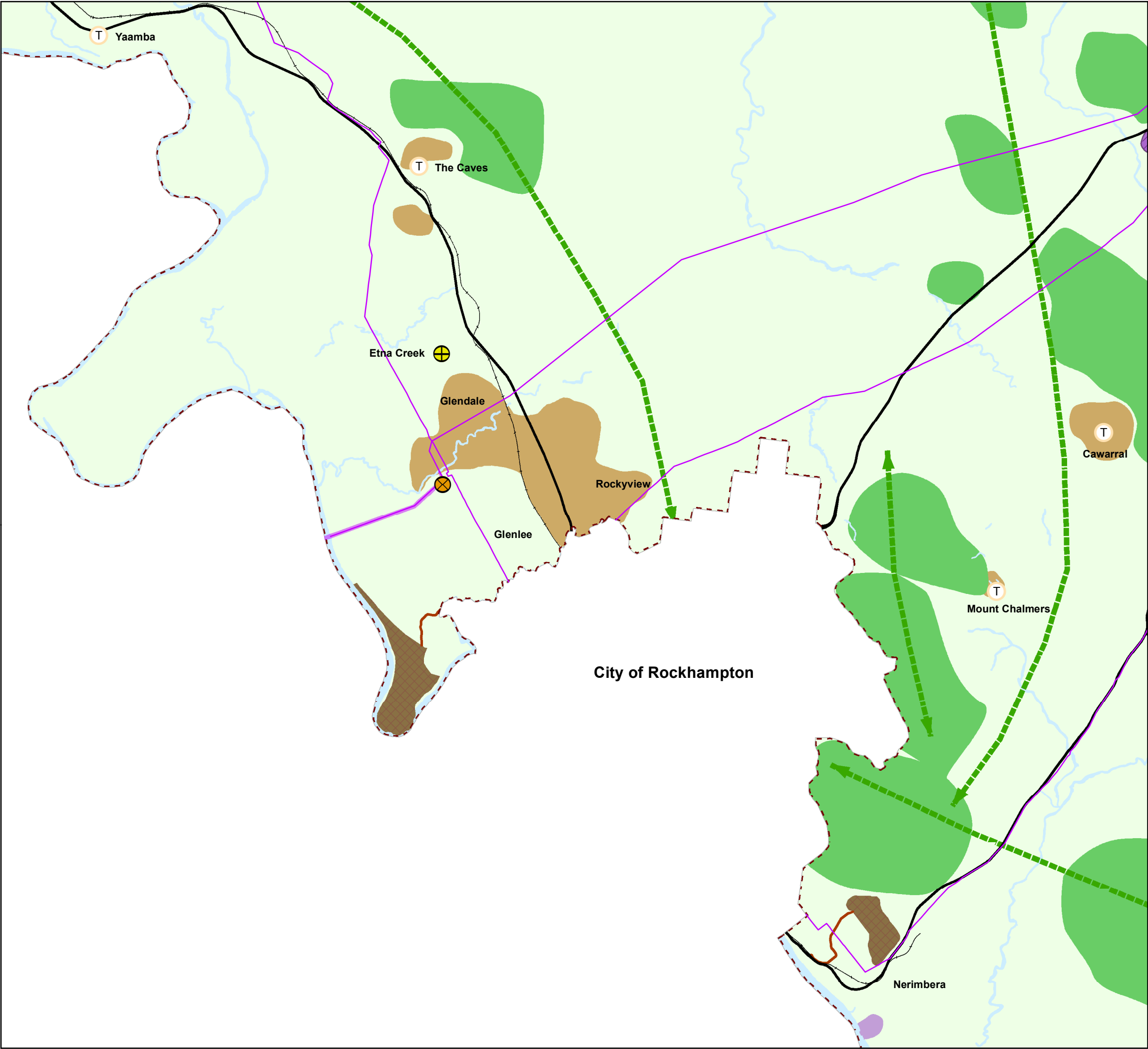
# **APPENDIX 1 to ATTACHMENT 1**

**CONFIDENTIAL – Appendix removed from  
publication.**

# **APPENDIX 2 to ATTACHMENT 1**

**Strategic Framework Mapping**





### Legend

- Major Centre
- Local Centre
- Township
- Airport
- Tourism and Ecotourism Development
- Maritime Development Area
- Major Social Infrastructure
- Major Infrastructure
- Major Electricity Infrastructure
- State Controlled Road
- Railway Network
- Nature Corridor or Link
- Stock Route
- KRA Transport Route
- Shoalwater Bay Military Training Area
- Extractive, Mineral and Forestry Resource
- Waterbody and Waterways
- Nature Conservation and Open Space
- Specialised Centre
- Future Industrial
- New Industrial
- Industrial
- Urban Infill
- Future Urban
- New Urban
- Urban
- Rural Residential
- Rural
- Planning Scheme Area

Approx Scale @ A3 1:120,000

0248

Kilometres

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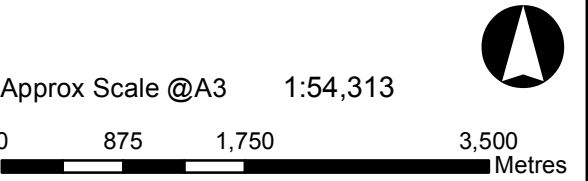
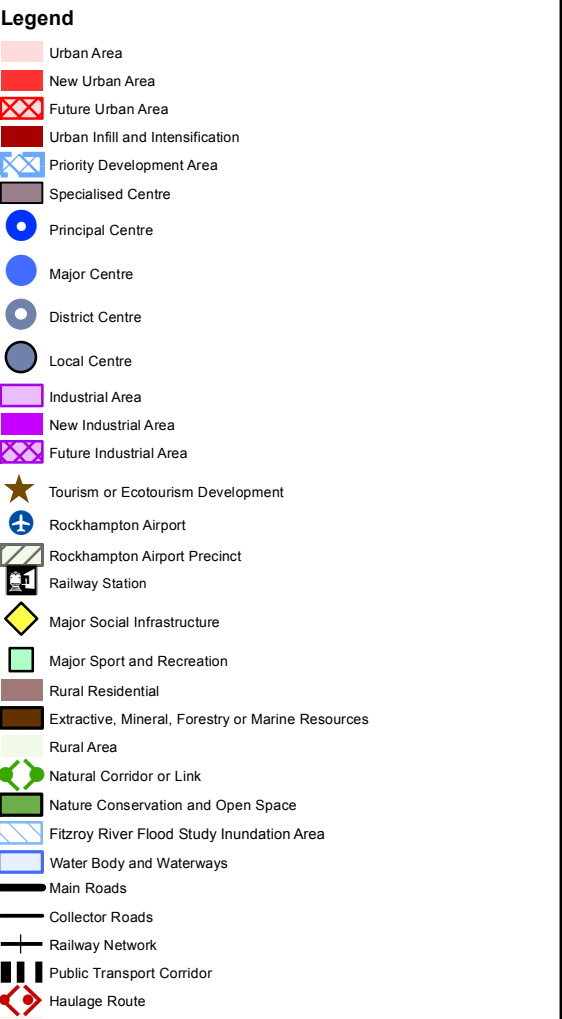
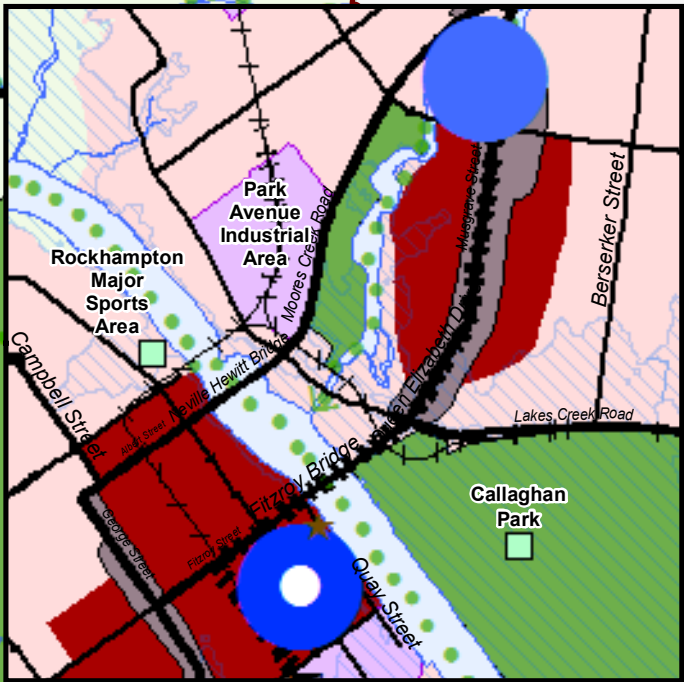
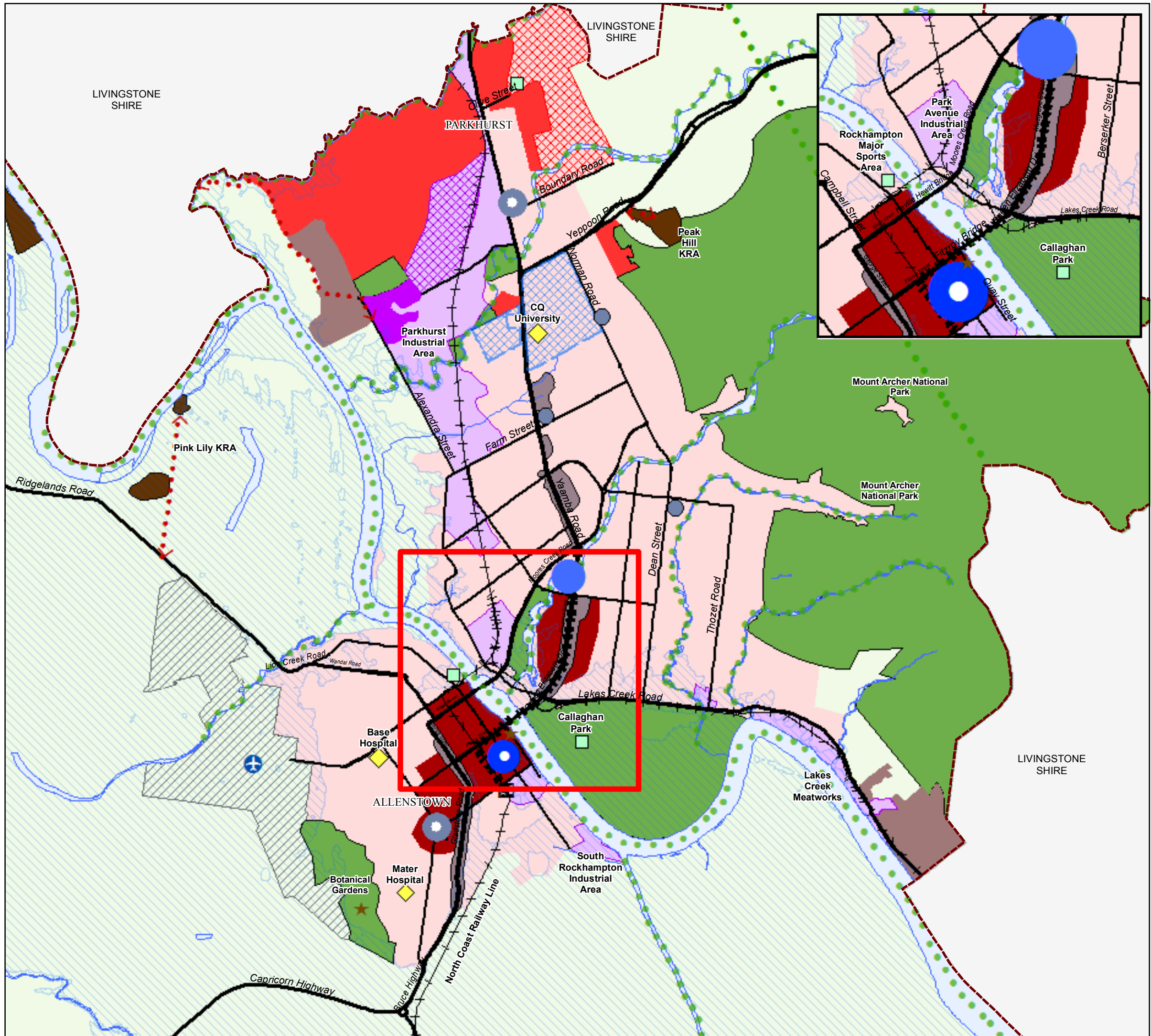
## Strategic Framework Map

### SFM-04

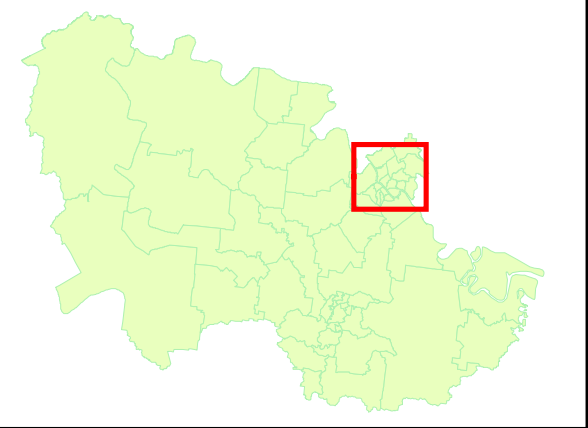
## Rockhampton and Surrounds

Version 1

LIVINGSTONE PLANNING SCHEME 2018



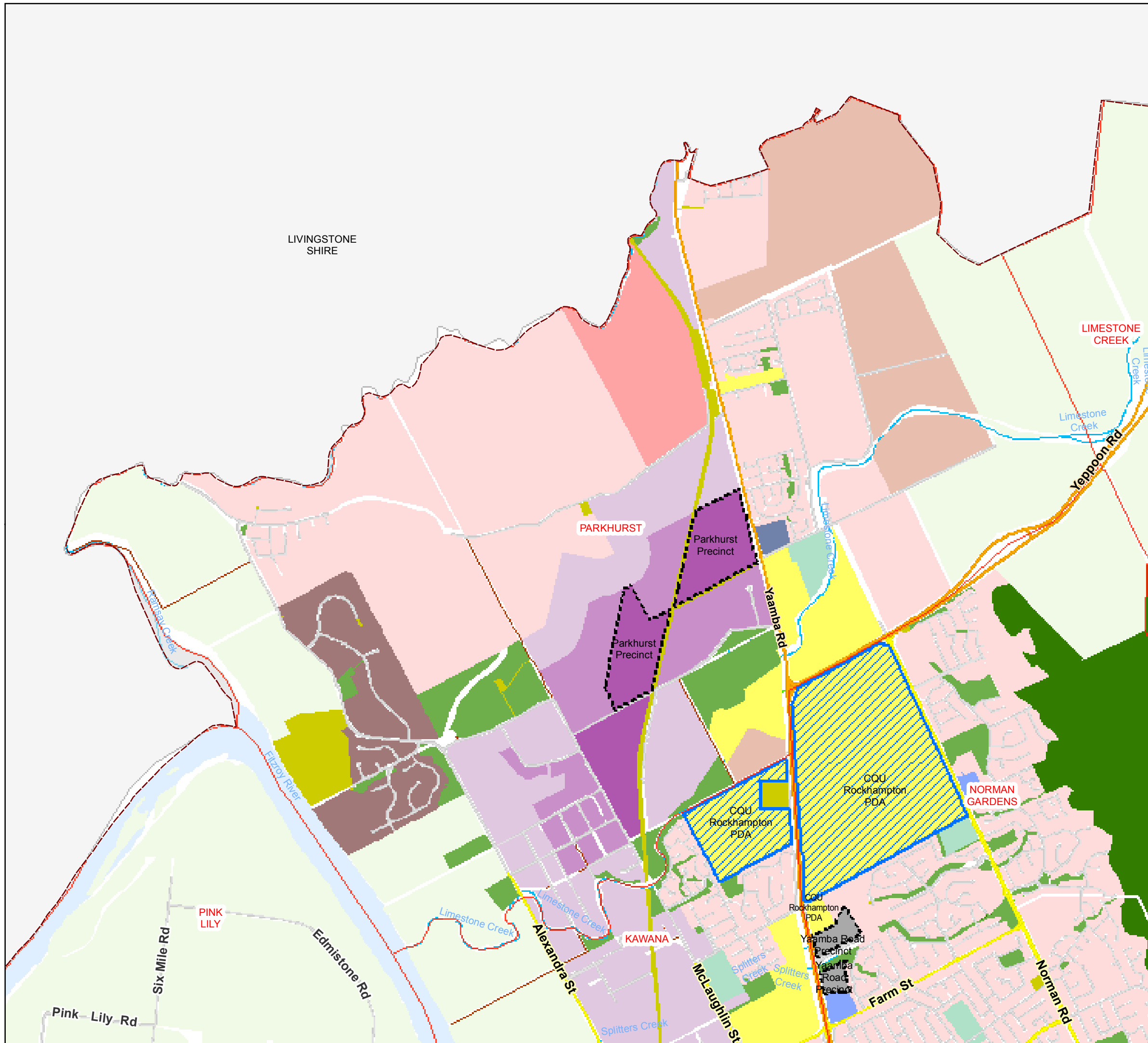
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# **APPENDIX 3 to ATTACHMENT 1**

**Zone Maps**





**Legend**

**Land Use Zones**

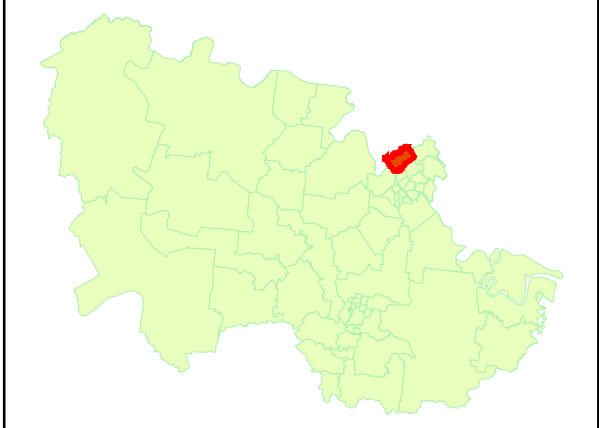
- Low density residential
- Low-medium density residential
- High density residential
- Principal centre
- Major centre
- District centre
- Local centre
- Neighbourhood centre
- Sport and recreation
- Open space
- Environmental management and conservation
- Low impact industry
- Medium impact industry
- High impact industry
- Special industry
- Waterfront and marine industry
- Community facilities
- Emerging community
- Limited development (constrained land)
- Rural
- Rural residential
- Special purpose
- Specialised centre
- Township
- Priority Development Area
- Strategic Port Land
- Sub-Precincts
- Precincts
- Locality Boundaries

GRGSP = Gladstone Road and George Street Precinct  
MSP = Musgrave Street Precinct  
RAP = Rockhampton Airport Precinct  
Source: RRC, 2019.

Approx Scale @A3 1:25,000

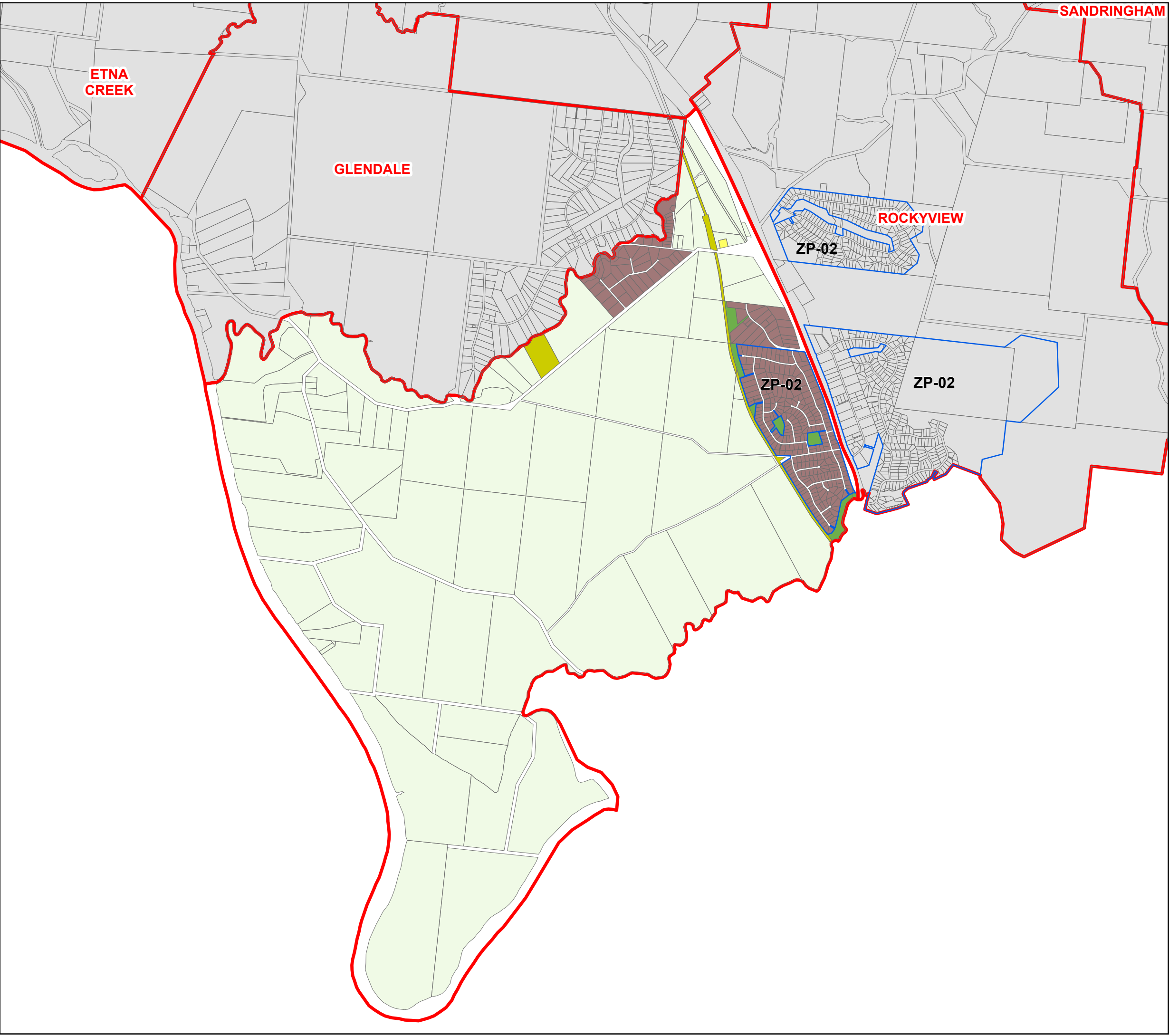
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**Map ZM-41**  
**PARKHURST**  
Rockhampton Regional Council  
Planning Scheme  
Zone and Precinct Map

Feb 2019



**Legend**

**Centre category zones**

- Neighbourhood centre
- Local centre
- District centre
- Major centre

**Environmental category zones**

- Environmental management and conservation

**Industry category zones**

- Low impact industry
- Medium impact industry

**Other category zones**

- Community facilities
- Emerging community
- Limited development
- Rural
- Rural residential
- Special purpose
- Specialised centre
- Township

**Recreation category zones**

- Open space
- Sport and recreation

**Residential category zones**

- Low density residential
- Low-medium density residential
- Medium density residential

**Tourism category zones**

- Major tourism

**Zone precinct**

- Zone precinct boundary

**Local plan**

- Local plan boundary

**Locality**

- Locality boundary

**Cadastrate**

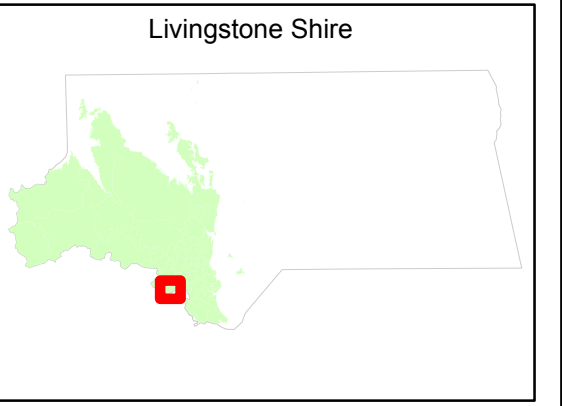
- Cadastrate

Scale @ A3 1:45,000

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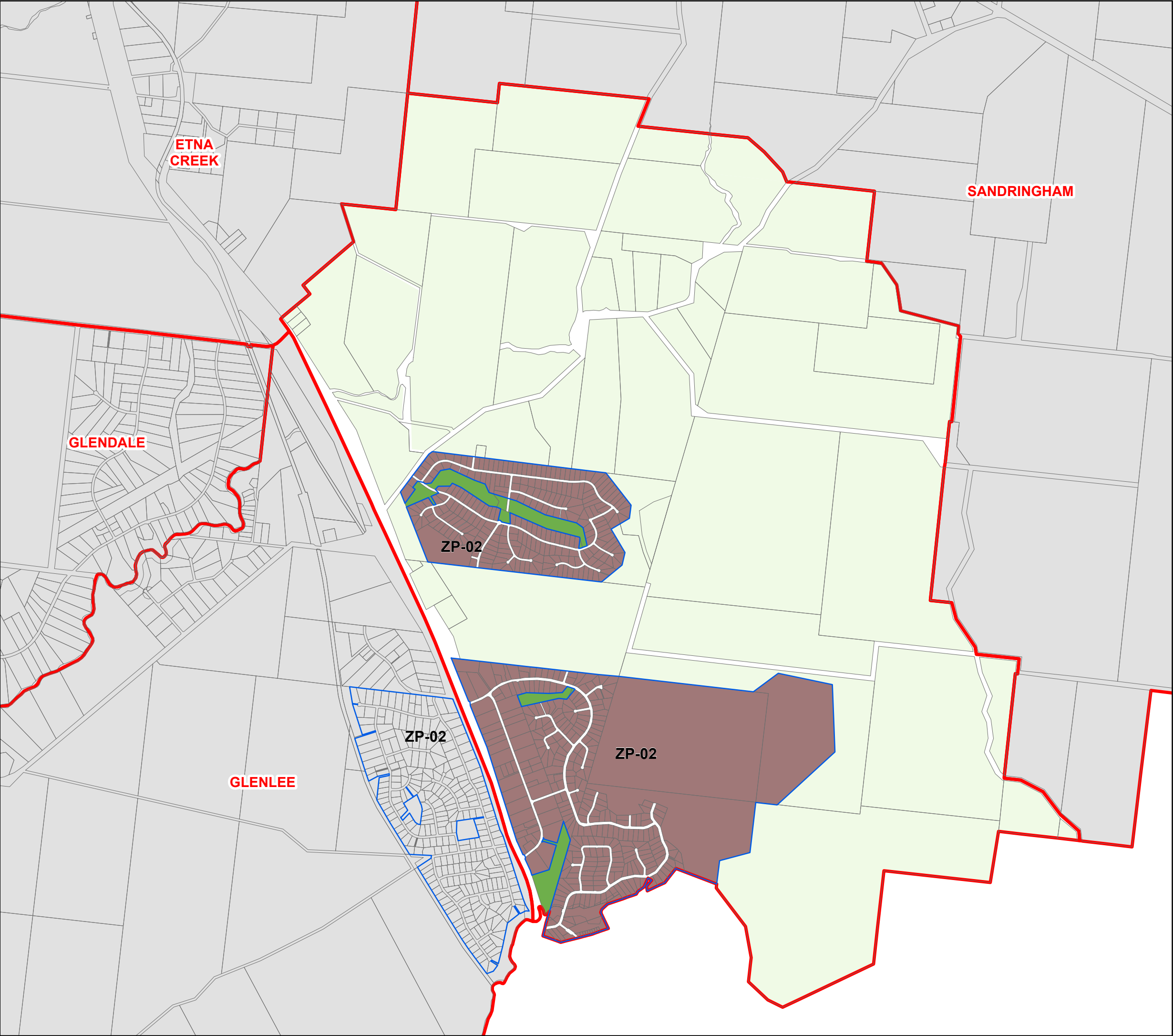
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**Zone Map**  
**ZM-22**  
**Locality of Glenlee**

Version 2

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**Legend**

**Centre category zones**

- Neighbourhood centre
- Local centre
- District centre
- Major centre

**Environmental category zones**

- Environmental management and conservation

**Industry category zones**

- Low impact industry
- Medium impact industry

**Other category zones**

- Community facilities
- Emerging community
- Limited development
- Rural
- Rural residential
- Special purpose
- Specialised centre
- Township

**Recreation category zones**

- Open space
- Sport and recreation

**Residential category zones**

- Low density residential
- Low-medium density residential
- Medium density residential

**Tourism category zones**

- Major tourism

**Zone precinct**

- Zone precinct boundary

**Local plan**

- Local plan boundary

**Locality**

- Locality boundary

**Cadastrate**

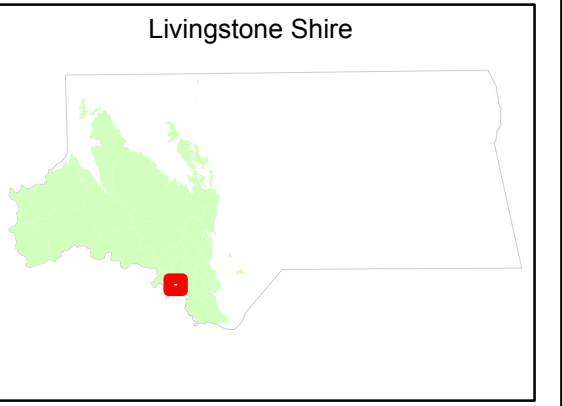
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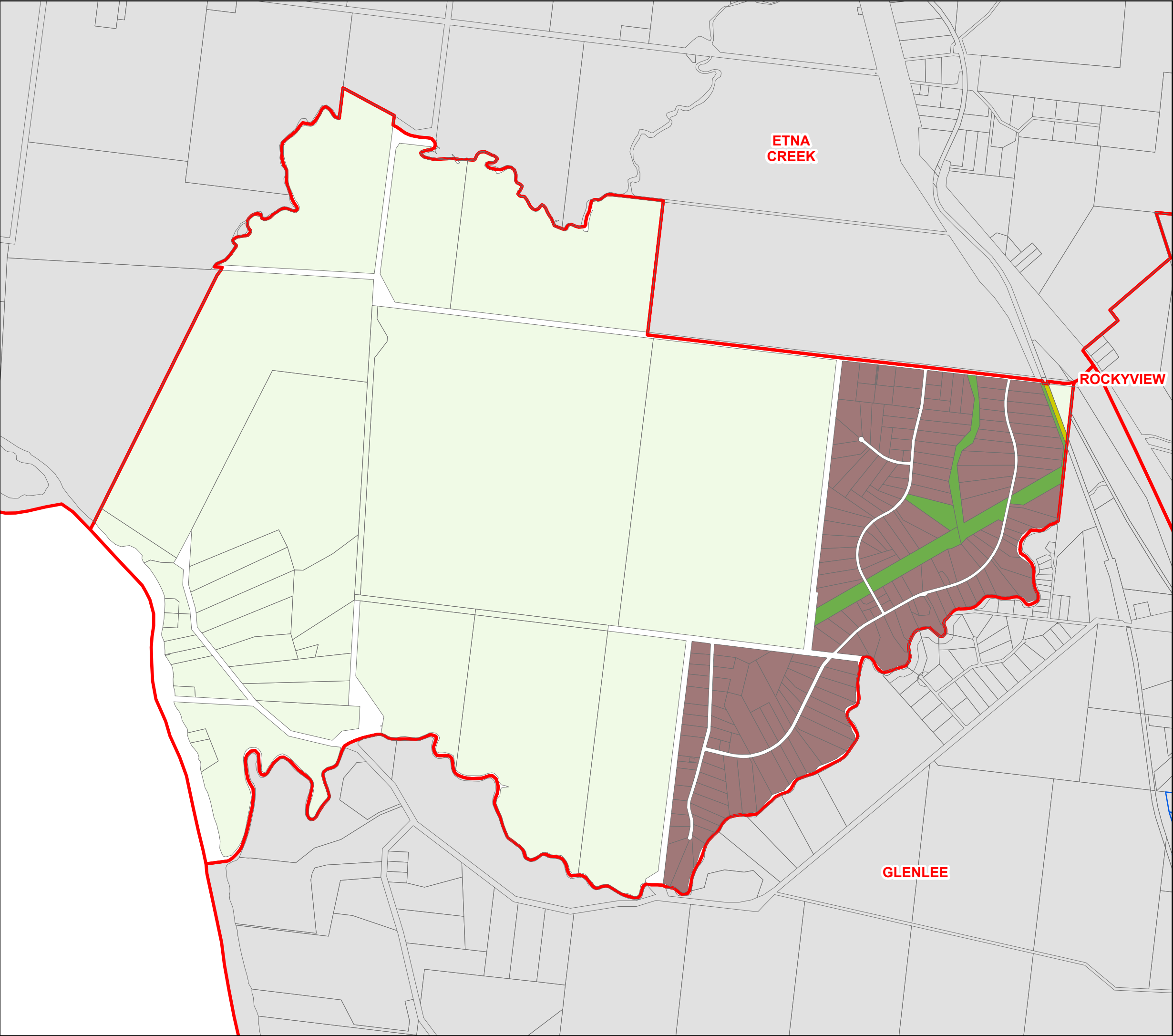


**Zone Map**  
**ZM-46**  
**Locality of Rockyview**

Version 2

LIVINGSTONE PLANNING SCHEME 2018





**Legend**

**Centre category zones**

- Neighbourhood centre
- Local centre
- District centre
- Major centre

**Environmental category zones**

- Environmental management and conservation

**Industry category zones**

- Low impact industry
- Medium impact industry

**Other category zones**

- Community facilities
- Emerging community
- Limited development
- Rural
- Rural residential
- Special purpose
- Specialised centre
- Township

**Recreation category zones**

- Open space
- Sport and recreation

**Residential category zones**

- Low density residential
- Low-medium density residential
- Medium density residential

**Tourism category zones**

- Major tourism

**Zone precinct**

- Zone precinct boundary

**Local plan**

- Local plan boundary

**Locality**

- Locality boundary

**Cadastral**

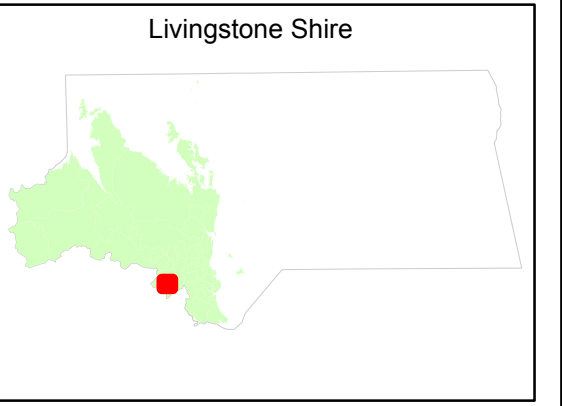
- Cadastral

Scale @ A3 1:25,000

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**Zone Map**  
**ZM-21**  
**Locality of Glendale**

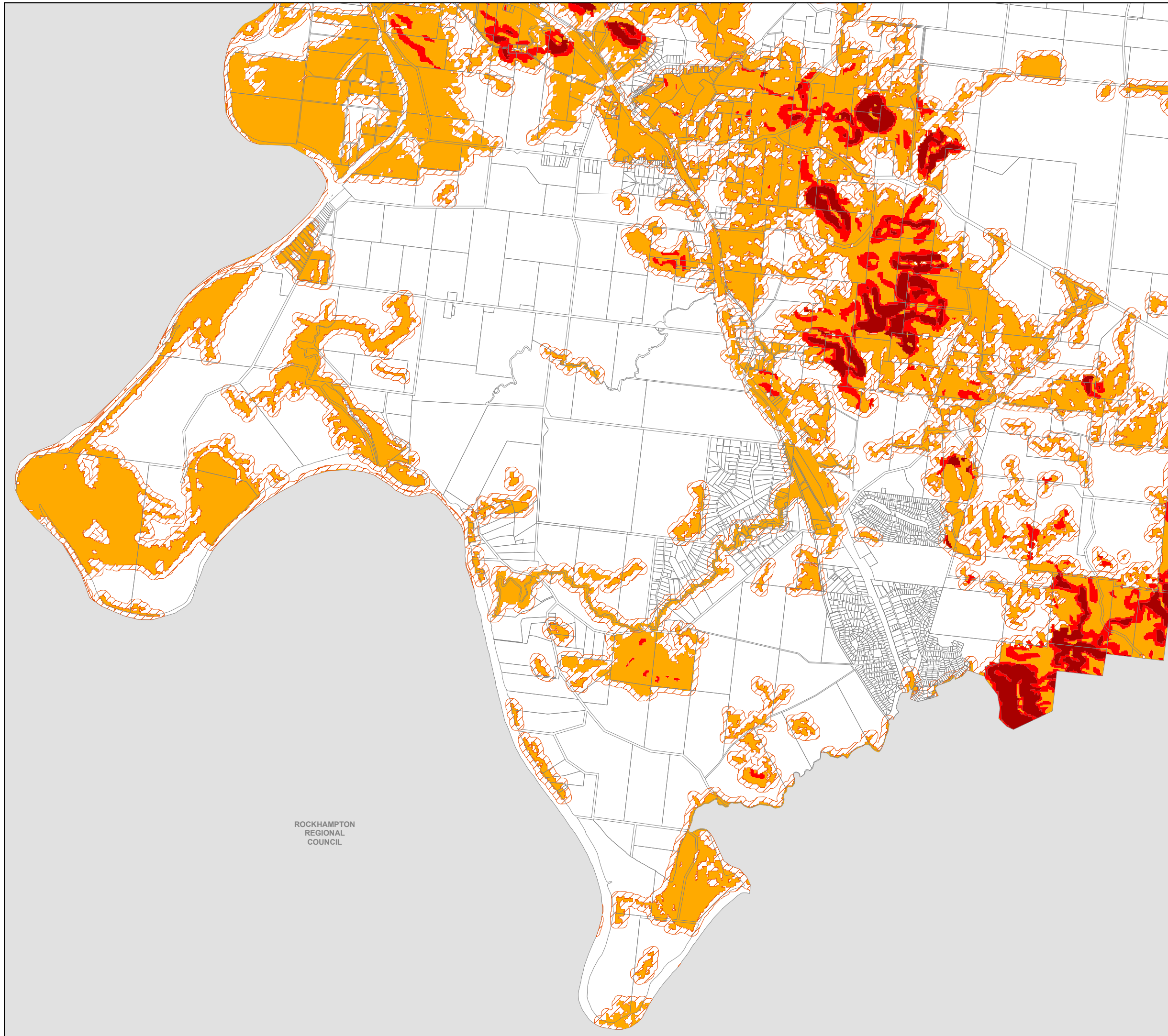
Version 2

LIVINGSTONE PLANNING SCHEME 2018

# **APPENDIX 4 to ATTACHMENT 1**

**Natural Hazard Maps**





ROCKHAMPTON  
REGIONAL  
COUNCIL

# Legend

## Bushfire Hazard Area

- Very high potential bushfire intensity
- High potential bushfire intensity
- Medium potential bushfire intensity
- Potential impact buffer

## Cadastral

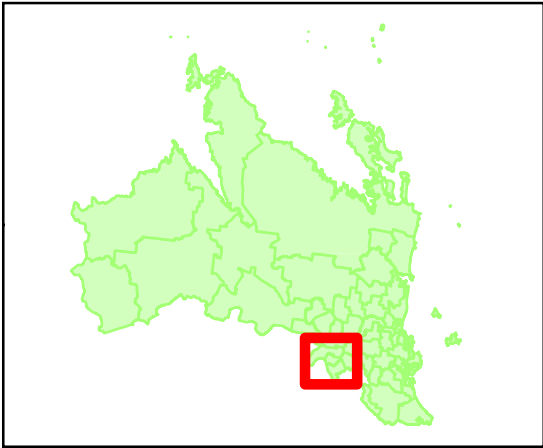
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Scale @ A3  
1:70,000

0 1 2 3 Km

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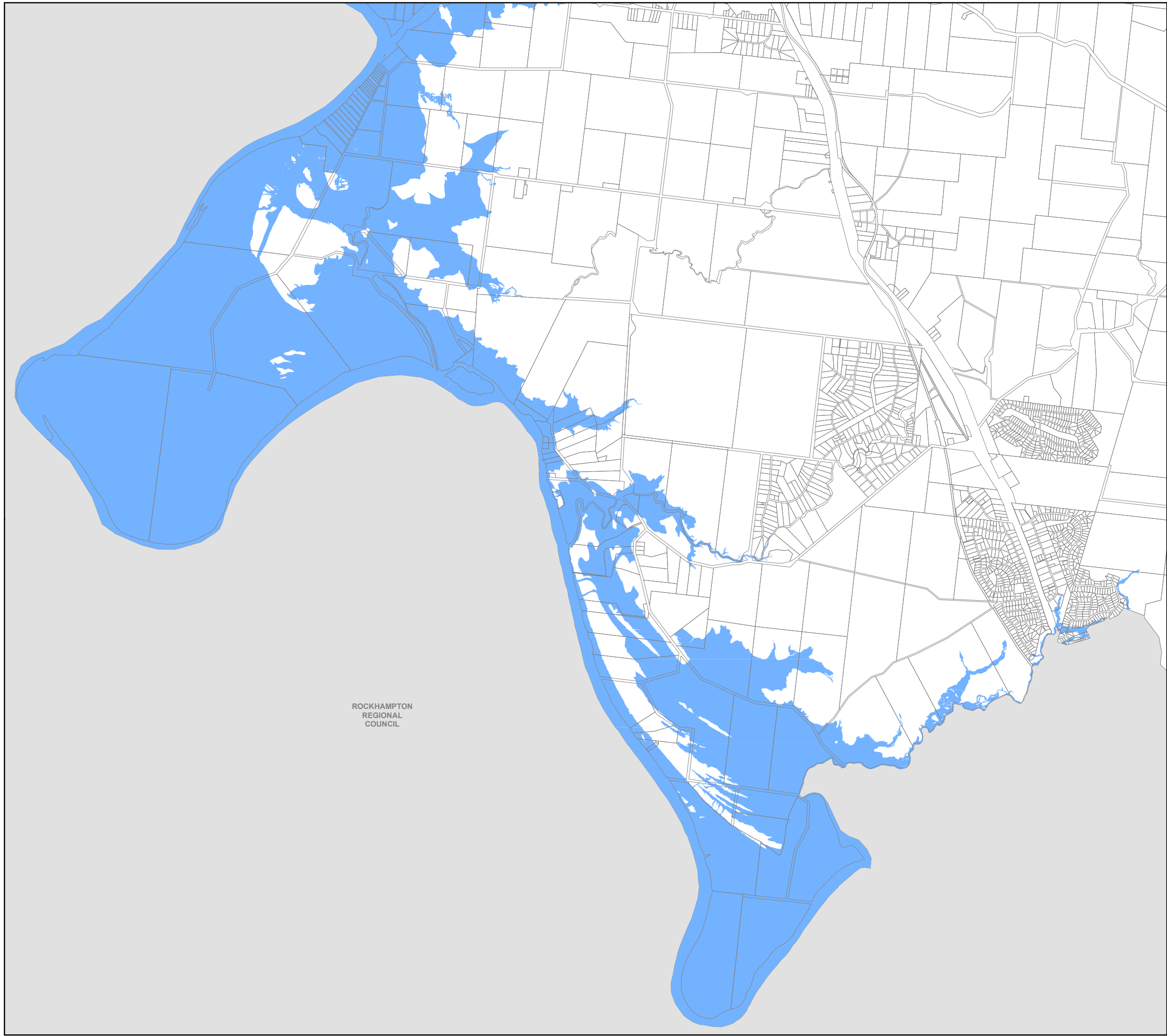


Overlay Map  
OM12-11  
Bushfire hazard area



Version 2



LIVINGSTONE PLANNING SCHEME 2018



# Legend

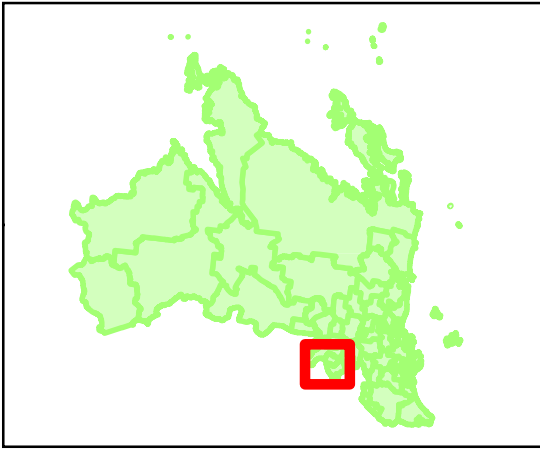
-  Flood Hazard Area
-  Cadastre



Scale @ A3  
1:60,000



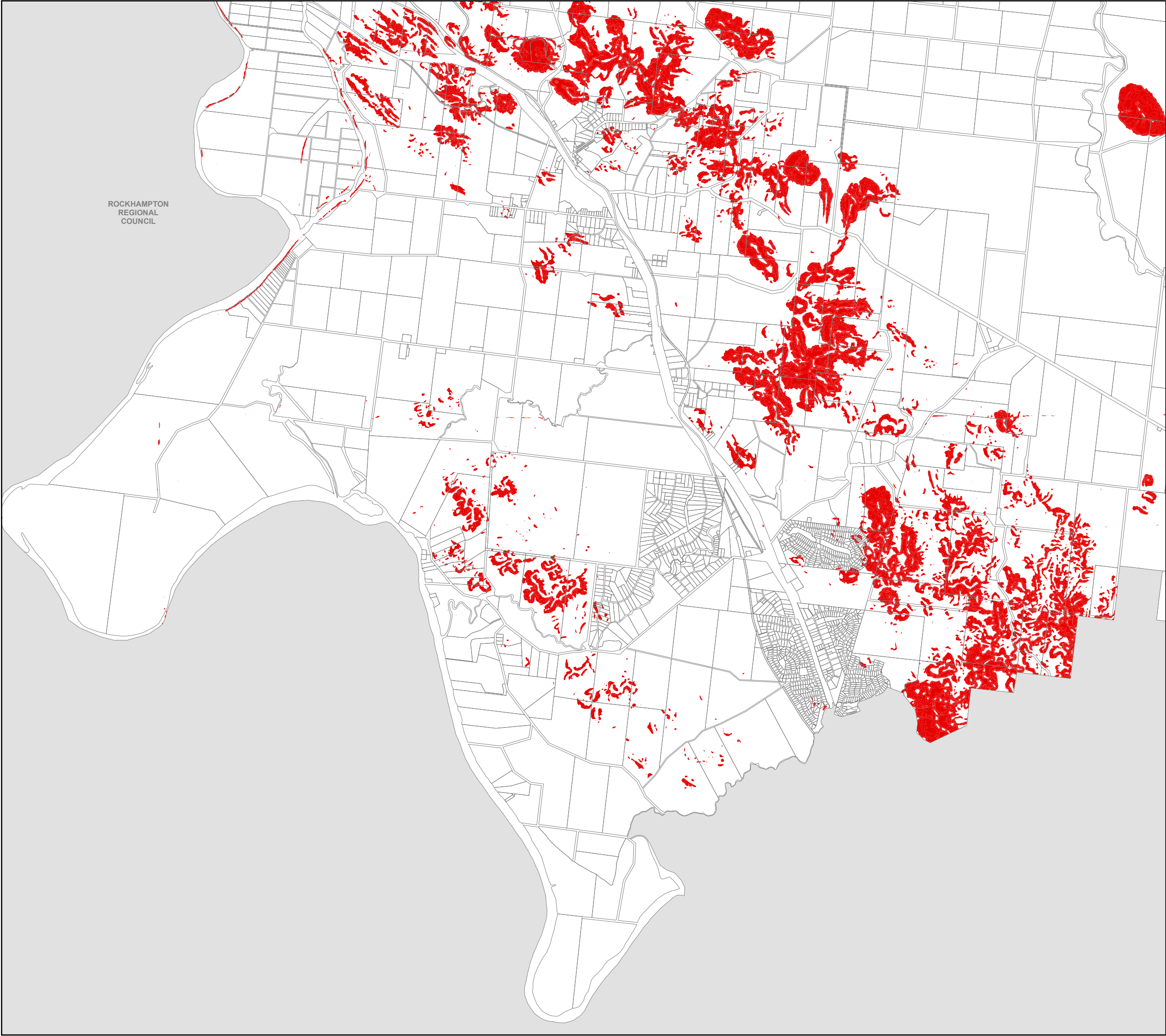
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**Overlay Map  
OM17-04  
Flood Hazard Area**


Version 1





**Legend**

 Landslide Hazard Area

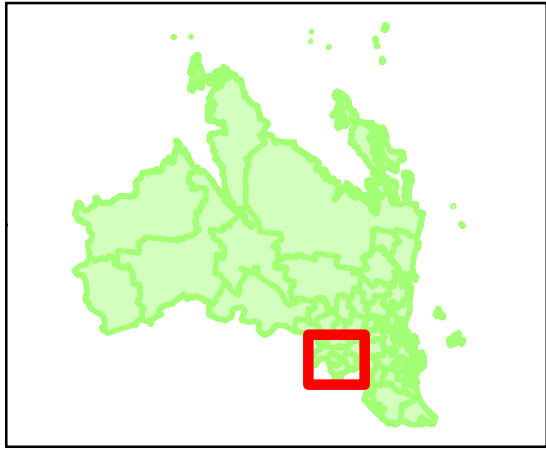
 Cadastre

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Scale @ A3  
1:75,000

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**Overlay Map  
OM18-09  
Landslide Hazard Area**

Version 1