



**Queensland
Government**

**Parklands Priority Development Area
Development Scheme**

MEDQ Submissions Report

Under the Economic Development Act 2012

November 2013

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1. Introduction

The public notification and submission period for the Parklands Priority Development Area (PDA) Proposed Development Scheme was undertaken from 29 July to 13 September 2013.

Following the end of the public notification, submissions received were considered and the proposed development scheme was amended as considered appropriate in response to issues raised. This report has been prepared to summarise the submissions considered by the Minister for Economic Development Queensland (MEDQ), provide information on the merits of the submissions and the extent to which the proposed development scheme was amended.

The MEDQ has also engaged with state agencies in the drafting of the proposed development scheme and has incorporated comments where appropriate. No comments received from state agencies during the notification period have resulted in further changes to the document.

The MEDQ has now made the development scheme which is available to view on the Department of State Development Infrastructure and Planning (DSDIP) website at www.dsdip.qld.gov.au. The MEDQ will publish a notice in the Gold Coast Bulletin and the Gold Coast Sun newspapers advising the public of this. Additionally, City of Gold Coast and each person who made a submission during the submission period will be notified that the scheme has been approved and that this report and the development scheme can be viewed on the DSDIP website.

2. Overview of submissions

A total of six submissions were received during the second submission period, including submissions from:

- community members
- external organisations
- City of Gold Coast (CGC).

3. List of all proposed amendments to the development scheme

Issue #	Section details	Nature of / reason for amendment
General		
1.	Throughout document	For accuracy, amend reference to Gold Coast City Council to read City of Gold Coast.
2.	Throughout document	For accuracy, amend minor typographical errors.
S3.2 Development assessment		
3.	Section 3.2.11 Interim use	<p>To clarify intent, add additional paragraph after paragraph one and amend the following paragraph to read:</p> <p><i>"In recognition of the temporary nature of some elements of the CGV, development requirements of the development scheme are not applicable to development that will be removed immediately after the completion of GC2018.</i></p> <p><i>Interim land uses with a life after the completion of GC2018, may occur if appropriately developed and operated and where located in areas which will not compromise the achievement precinct provisions in the longer term."</i></p> <p>Subsequently, amend footnote 7 to read:</p> <p><i>"Any temporary development or structures delivered as part of the CGV but intended for use after GC2018 are considered an Interim use."</i></p>
S3.3 PDA-wide criteria		
4.	Section 3.3.2 Centres design and function	<p>To clarify the intent of the community facility, amend the second dot point to read:</p> <ul style="list-style-type: none"> <i>"supports the opportunity for a community facility which is between 800m² - 1500m², in a location within 400m of the GCLR station and integrated with the mixed use node"</i>
5.	Section 3.3.2 Centres design and function	<p>To clarify intention for retail uses to be integrated within the mixed use node, add additional dot point which reads:</p> <ul style="list-style-type: none"> <i>"ensures retail uses contribute to establishing the mixed use node and are integrated with 'Main Street' or Hospital Boulevard and do not result in stand alone, disconnected retail activities"</i>

Issue #	Section details	Nature of / reason for amendment
6.	Section 3.3.3 Street and movement network	<p>To reflect desire for connections into adjoining areas add additional dot point to read:</p> <ul style="list-style-type: none"> <i>“promotes delivery of vehicular, pedestrian and cycle connections as identified in Map 2, that provide opportunities to access areas adjoining the PDA*”</i> <p><i>*Subject to further investigations.”</i></p>
S3.4 Precinct provisions		
7.	Section 3.4.2 Precinct 1	<p>To clarify the intent of the statement, amend the end of first paragraph of the second column to read:</p> <p><i>“... establish a relationship with the private hospital entrance and ensure CPTED principles are delivered.”</i></p>
8.	Section 3.4.2 Precinct 1	<p>To clarify the intent of how the mixed use node might be delivered, amend last paragraph in the first column to read:</p> <p><i>“The precinct will also provide for a large part of the mixed use node area which will cater for mixed use development including office, retail and residential uses and is where active uses are located in close proximity to the intersection of Hospital Boulevard and 'Main Street' as described in the PDA-wide criteria and shown in Map 2.</i></p> <p><i>Active retail uses may be appropriate outside of the mixed use node on or integrated with 'Main Street' where they have a relationship with the GCLR station or where activating the civic park.</i></p> <p><i>Residential development within Precinct 1 should be located within the mixed use node.”</i></p>
9.	Section 3.4.2 Precinct 1	<p>To clarify the intent of how the mixed use node might be delivered, add a new dot point after the second dot point to read:</p> <ul style="list-style-type: none"> <i>“allows for retail uses to be located along “Main Street” outside the mixed use zone where integrated with or adjoining the GCLR station or where activating the civic park.”</i>
10.	Section 3.4.3 Precinct 2	<p>To clarify precinct intent, amend second paragraph and incorporate new paragraph to read:</p> <p><i>“Non-residential uses generally in proximity to Hospital Boulevard and 'Main Street' and contributing to the activation of that street and the mixed use node are considered appropriate in this location.</i></p> <p><i>Non-residential uses are also considered appropriate along Smith Street, provided it can be demonstrated</i></p>

Issue #	Section details	Nature of / reason for amendment
		<i>that the scale and nature of such uses do not adversely impact on adjacent residential amenity. Additional non-residential uses including home based businesses may be appropriate in Precinct 2 where they cater for the needs of the immediate community and will not undermine the viability of office and retail uses in the mixed use node or nearby centres."</i>
11.	Section 3.4.3 Precinct 2	<p>To clarify opportunities for non-residential development along Smith Street and the need to buffer development from this road, add two new dot points after dot point five to read:</p> <ul style="list-style-type: none"> • <i>"allow non-residential uses to locate along Smith Street where it can be demonstrated that the scale and nature of such uses do not adversely impact on adjacent residential amenity</i> • <i>provide for appropriate visual or landscape buffers along Smith Street to improve amenity for businesses and residents"</i>
12.	Section 3.4.4 Precinct 3	<p>To clarify precinct intent, amend third paragraph to read:</p> <p><i>"Any mixed use, office or residential development should not undermine the primary intention of this precinct to be used for recreation and park purposes and the form and interface of any buildings must compliment the park."</i></p>
13.	Section 3.4.4 Precinct 3	<p>To clarify precinct intent, add additional dot point to read:</p> <ul style="list-style-type: none"> • <i>"potential for development along the perimeter of the park where:</i> <ul style="list-style-type: none"> ○ <i>contributing to the mixed use node</i> ○ <i>not inhibiting stormwater management</i> ○ <i>not diminishing the functionality of the park</i> ○ <i>not affecting the creation of an identifiable park entrance</i> ○ <i>appropriately addressing vehicular access</i> ○ <i>not creating any large retaining walls or large solid fences"</i>
S4.0 Infrastructure Plan		
14.	Section 4.0 Infrastructure Plan	Amend word "credited" in fourth paragraph to read "offset".
15.	Section 4.0 Infrastructure Plan	Insert new sentence and footnote at end of section

Issue #	Section details	Nature of / reason for amendment
		<p>which reads:</p> <p><i>"Background reports are available from the DSDIP website*.</i></p> <p><i>*Available at www.dsdip.qld.gov.au/infrastructure-and-planning/parklands.html. Background reports should be read in conjunction with the land use plan, infrastructure plan and implementation strategy and any other document or guideline called up by the development scheme."</i></p>
S5.0 Implementation Strategy		
16.	Section 5.2 Delivery of the Commonwealth Games Village	<p>To clarify purpose of the delivery of the CGV amend last paragraph to read:</p> <p><i>"EDQ will seek innovative responses to the development of the CGV, to ensure a strong legacy for a vibrant, inclusive and connected mixed use community is delivered for use after GC2018."</i></p>
17.	Section 5.3 Health care and research and technology related development	<p>To clarify intent add additional action and outcome which read:</p> <p>Action:</p> <p><i>"work with developers and precinct partners to support delivery of co-working and incubation facilities to enable and promote flexible, creative and collaborative work spaces to generate innovative ideas and commercialisation opportunities"</i></p> <p>Outcome:</p> <p><i>"increase in provision of flexible and collaborative working environments".</i></p>

4. Summary of submissions

Areas of support

Issue #	Issue/comment
1.	Submitter provides in principle support for the Parklands PDA. The submitter welcomes the development scheme's focus on liveable outcomes with a variety of housing types and dwellings to encourage housing diversity and options for a range of families.
2.	Submitter is supportive of the broad content of the structural elements plan.

Areas of concern

Issue #	Issue/Comment	Response	Amendment Y=yes/N=no
General			
1.	CGC recommends consideration of a Design Review Panel similar to the Kelvin Grove Urban Village to monitor design standards.	Noted. DSDIP development assessment has historically utilised design review panels for major applications within PDAs.	N
2.	The submitter requests further clarification in relation to the public notification requirements within the proposed development scheme. The submitter notes that the word 'other circumstances' makes public notification discretionary for the MEDQ and suggest that this be tightened to provide greater certainty around the circumstances in which public notification would be required.	The development scheme specifically states that development for the purposes of the CGV is considered consistent with the intent of the development scheme and will not require public notification. MEDQ has purposely maintained the discretion to determine if an application is sensitive and necessitates public notification.	N
3.	CGC suggests the development assessment process be defined in a flow chart, which could be included in Sections 1.4 and 3.1.3.	Further information about the development assessment process is available on the DSDIP website and is not specific to the Parklands PDA and therefore is not contained in the development scheme.	N
4.	CGC suggests incorporating more visual references (images and diagrams) in the document for more effective communication- especially for non planning audiences	Noted. This is not considered necessary in the development scheme. The content of the development scheme is underpinned by the DSDIP guidelines which include visual references. Developers are also encouraged to participate in pre-application discussions.	N
5.	General typos – Page 14 - second paragraph delete “the” after the word precinct’s Page 14 – in Development in Precinct 1 will ensure urban design and land uses, - dot point two, change the word node to “nodes” as a	Amended. Not amended, there is still only one mixed use node, refer issue # 11 below.	Y

Issue #	Issue/Comment	Response	Amendment Y-yes/N-no
	<p>sequential amendment if amendment on Page 9 (above) is accepted,</p> <p>Page 14 - dot point three delete the word “and after Griffith University and insert a coma (,).</p> <p>Page 18 in the Table - Community Facilities after 1500sqm in delete “the integrated with” and replace with “area integrated within”</p> <p>Page 18 in the Table – Parks suggest sequential amendment recognising the new light rail station mixed use node suggest inserting the words “University Light Rail Station” before the words “mixed use”.</p> <p>Page 22 under “The actions” dot point three insert the word “energy” between the words “renewable” and “generation”</p>	<p>Amended</p> <p>Amended</p> <p>Not amended, there is still only one mixed use node, refer issue # 11 below.</p> <p>Amended.</p>	
Impacts to current tenants of Parklands			
6.	<p>Submitter is concerned about loss of Parklands and its current users for the purpose of a temporary event.</p> <p>Submitter is particularly concerned about impacts to the Gold Coast Show, harness racing and Big Day Out and believes loss of the Parklands facilities is a negative outcome and should have been put to public vote.</p>	<p>Noted. The Queensland Government has worked closely with City of Gold Coast in identifying Parklands as the preferred site for the CGV. A number of other sites were considered however they are constrained or not large enough to accommodate the complex arrangement of services required during games mode.</p> <p>The Queensland Government and City of Gold Coast have and will continue to work with users of Parklands in relocating their uses to other suitable sites.</p>	N
7.	<p>Submitter objects to the use of Parklands for the CGV due to loss of assets currently utilised on the Parklands site and income associated with those uses. Submitter suggests competitors would be happy with a bed, ensuite and transport to their sporting venues</p> <p>Submitter suggests there is an alternative state owned site opposite Parklands which is available for development. Another submitter has suggested use of the old Gold Coast Hospital site in Southport.</p>	<p>Noted. The Queensland Government has worked closely with City of Gold Coast in identifying Parklands as the preferred site for the CGV. A number of other sites were considered however they were not considered suitable.</p> <p>The site to the south of Parklands is constrained by endangered regional ecosystems and is affected by both state and federal legislation to protect this vegetation and habitat.</p> <p>The old Gold Coast Hospital is not large enough to accommodate the complex arrangement of services required during games time including but not limited to: transportation, parking, security, a food hall large enough to feed all the athletes and officials, media facilities and polyclinic services.</p>	N

Issue #	Issue/Comment	Response	Amendment Y=yes/N=no
Structural elements plan			
8.	The submitter suggests there should be greater flexibility in the location of the proposed civic park which could occur in another location that connects well with the GCLR station and potential community facility. It may also be desirable for open space to be incorporated elsewhere within the PDA as well as the main park and civic park. This may affect PDA-wide criteria and Precinct provisions.	<p>The development scheme is aimed at providing a balance between flexibility and certainty. Some outcomes need to be protected and articulated in the scheme.</p> <p>The location of the civic park on the structural elements plan is indicative only and the PDA wide criteria and precinct provisions are sufficiently flexible to deal with this. Its ultimate location will be determined through the development assessment process.</p>	N
Open space			
9.	CGC has made a number of detailed suggestions regarding the function and design of the proposed civic park.	Noted. An application for the development of the proposed civic park has not yet been received. These comments will be kept on file for future reference. As ultimate asset owner, the future applicant will be asked to engage with CGC to ensure desired standards of service are achieved.	N
Mixed use node			
10.	CGC requests that the community facility is centrally located close to mixed use hub.	The development scheme already requires any community facility provided to be integrated with the mixed use node.	N
11.	<p>It was suggested the Mixed Use Node should be extended to Parklands Drive or a second mixed use node be established to allow opportunities for active uses to location closer to the Gold Coast Light Rail (GCLR) station. It was suggested that a new clause be inserted under 3.3.2 Centres design and function that reads:</p> <p><i>“Development adjoining the University Light Rail Station delivers a continuation of the mixed use node for the precinct which;</i></p> <p><i>provides commercial uses such as shops and convenience services in a mixed use form with other uses,</i></p> <p><i>contemplates pop-up retail in the proposed civic park e.g. coffee carts</i></p> <p><i>provides a built form that reinforces the linkage (visually and from a pedestrian movement perspective), between Parkland Drive, Main Street, the proposed civic park and reinforces the important connection relationship between the primary mixed use node, the light rail station and university”</i></p>	<p>The development scheme will maintain that only one mixed use node be established within the PDA, however precinct provisions have been amended to clarify the intent of the mixed use node, and allow for retail uses to occur in proximity to the University Light Rail station.</p> <p>The development scheme has been amended to reflect opportunities for retail uses outside of the mixed use node.</p>	Y

Issue #	Issue/Comment	Response	Amendment Y=yes/N=no
12.	CGC is concerned over the possibility of a stand alone shopping centre occurring in the PDA, particularly fronting Smith Street, and it not being integrated within mixed use node. Suggest incorporating new dot point under <i>“Development in Precinct 1 will ensure urban design and land uses”</i> which reads: <i>“do not encourage stand alone shopping/retail activities particularly along the Smith Street frontage”</i>	The PDA-wide criteria have been amended to reflect the intent of this statement.	Y
Street and movement network			
13.	Submitter is concerned about increased traffic flow along Parklands Drive, Hospital Boulevard and surrounding road networks, resulting from development of Parklands as well as traffic during the Commonwealth Games.	DSDIP has worked and will continue to work closely with CGC and TMR to assess impacts from development of Parklands PDA on the broader network and to ensure development contributes to necessary upgrades as determined by the service providers.	N
14.	Submitter is concerned about increased traffic along Smith and North Streets resulting from development of Parklands PDA. Submitter suggests that traffic be diverted down Nind Street which runs parallel to North Street and is believed to be underutilised and would assist in alleviating noise and pollution problems.	TMR is responsible for state controlled traffic routes and CGC is responsible for local traffic infrastructure. DSDIP has worked and will continue to work closely with CGC and TMR to assess impacts from development of Parklands PDA on the broader network and to ensure development contributes to necessary upgrades as determined by the service providers. Traffic analysis has indicated that with appropriate upgrades, traffic can be managed within acceptable standards of service.	N
15.	CGC is concerned that the market (including finance) may not support maximum parking rates.	The development scheme allows for applicants to propose alternative proposals to what is identified in the document where superior design outcomes can be demonstrated.	N
16.	CGC is concerned about whether the document has enough strength to ensure that ped/cycle link connections to Musgrave Ave and Nankina Street are delivered (the language appears too cautious to ensure outcomes)	The development scheme recognises that broader connections are an important element; however these connections will require further investigation prior to delivery. An additional dot point has been added to the PDA-wide criteria to reflect this.	Y
17.	CGC notes the need for ongoing collaboration in the preparation of a Traffic Impact Assessment.	Noted. No change to the development scheme is required.	N

Issue #	Issue/Comment	Response	Amendment Y-yes/N-no
18.	The submitter is concerned that new proposed roads will run through the existing stormwater retention ponds at Parklands and result in localised flooding.	EDQ has undertaken detailed stormwater assessments and will reconfigure existing stormwater treatment and detention to take into consideration future development requirements. These facilities will also address the stormwater treatment and detention needs of the Gold Coast University Hospital and Gold Coast Private Hospital and will improve the flood immunity of the adjoining Sharks Rugby League football fields which previously were flooded in a 1 in 10 year flood event, and flooding will now be unlikely up to a 1 in 100 year flood event.	N
Precinct provisions			
19.	The submitter notes that the division of the PDA into three precincts provides a level of prescription that is not necessary. The submitter recommends that the precinct boundaries be removed and allow the design of the legacy development to emerge to provide the same desired outcomes, but potentially in a different precinct arrangement.	The use of precincts within the development scheme assists in the readability of the document. Due to the anticipated location of major roads, it is unlikely that development will straddle across a precinct boundary. The development scheme is sufficiently flexible to deal with different arrangements of land uses and superior design outcomes.	N
20.	CGC suggests the highest and best use along the Smith Street frontage may not be residential due to the impacts to amenity from passing traffic. It may be better suited for Health and Knowledge related uses where compatible with adjacent residential development. This may also require landscaped buffers along Smith Street. Suggest amending Precinct 2 intent, second paragraph to include a new sentence that reads: <i>“Non residential uses maybe considered to the Smith Street frontage provided they it can be demonstrated that the scale and nature of such uses does not adversely impact on adjacent residential amenity”.</i>	Noted. The development scheme has been amended to address this.	Y
21.	CGC suggests adding further clarification in Precinct 3 about mixed use development adjacent to the main park. In the second paragraph suggest adding the words: <i>“functionality of the park and relationship with other adjacent parks is not compromised, in particular by reducing the park’s size and configuration ” after the word “diminished”.</i>	Noted. There is potential the development will occur which will reduce the size of the park. However this will be determined in negotiation with CGC and the applicant if this is proposed. Further detail will be available once the preferred CGV developer is chosen. The precinct provisions have been amended to clarify intent.	Y
22.	CGC suggests adding further clarification in Precinct 3 about mixed use development adjacent to the main park. In paragraph three add to the existing sentence:	Noted, the development scheme has been amended to address this.	Y

Issue #	Issue/Comment	Response	Amendment Y=yes/N=no
	<i>"and building form and site interface must compliment the park i.e. no large retaining walls, large solid fences etc."</i>		
23.	The submitter recommends exempting further items of the Commonwealth Games Village (CGV) development from being PDA assessable development. The submitter believes that the development scheme should seek to fast track the CGV infrastructure and development that is in accordance with the CGV guidelines.	<p>The DSDIP development assessment team who will be assessing the CGV application have been working closely with shortlisted developers during the formulation of the CGV proposals to ensure the application process is streamlined and as simple as possible.</p> <p>The development scheme has been amended to clarify that PDA-wide criteria and precinct provisions are not applicable to temporary development which is intended to be removed from the site immediately after the games.</p>	Y
24.	CGC requests further information on the location of the DTMR bus turn around facility.	This will be determined in consultation with DTMR once internal road layouts have been determined.	N
Infrastructure			
25.	CGC requests clarification on whether the Infrastructure Agreements are between the land owner and EDQ and or council	Infrastructure agreements are entered into between the applicant and DSDIP in consultation with council.	N
26.	CGC requests clarification on how infrastructure will be funded. They ask whether funding will rely on CGC's infrastructure funding framework and suggest it would be beneficial to develop a specific infrastructure charging and offset plan for the PDA to create certainty. It is suggested this document contain maps and plans of infrastructure networks.	<p>Development contributions for the application for the CGV will be made in accordance with the Heads of Agreement and Infrastructure Agreement between EDQ and council.</p> <p>Future applications will make contributions in accordance with council's applicable funding framework or any future Infrastructure Agreement.</p>	N
27.	<p>CGC suggests that under Section 4.0 Infrastructure Plan paragraph 4, the word 'credited' should be replaced with 'offset'.</p> <p>Also suggest that this paragraph should be removed all together as all internal infrastructure within the PDA must be delivered by the developer in accordance with the Heads of Agreement and the Infrastructure Agreement.</p>	<p>The word credited has been replaced with offset.</p> <p>Development contributions for the application for the CGV will be made in accordance with the Heads of Agreement and Infrastructure Agreement between EDQ and council.</p> <p>Future applications will make contributions in accordance with council's applicable funding framework or any future Infrastructure Agreement.</p>	Y
28.	CGC notes that infrastructure background reports are called up for reference and suggest they be included in the Administrative Definitions in the back of the document or footnoted with a reference for where they can be reviewed.	Infrastructure reports will be available on the DSDIP website. The development scheme has been amended to reflect this.	Y

Issue #	Issue/Comment	Response	Amendment Y-yes/N-no
Implementation strategy			
29.	It is suggested that the development scheme does not focus on housing affordability and that the community working in the areas surrounding the hospital, university or surrounding industrial areas will struggle to afford market values. It is suggested that the development scheme should incorporate a greater emphasis on affordable housing as a key desired outcome.	While the provision of affordable housing is not prescribed in the Act and therefore not directly addressed in the development scheme, the government still has an active role in providing affordable housing in its various residential developments throughout the state. It is anticipated a portion of the athlete's accommodation will be provided as permanent dwellings with further opportunity for residential development after completion of the games. This housing is envisioned to have a positive impact on housing choice and diversity in the area.	N
30.	CGC provides suggestions to amend section 5.3 including an additional action and desired outcome to provide for flexible and collaborative working environments with developers and precinct partners. Suggest adding wording: <u>Action:</u> work with developers and precinct partners to support delivery of co-working and incubation facilities to enable and promote flexible, creative and collaborative work spaces to generate innovative ideas and commercialisation opportunities. <u>Desired outcome:</u> Provision of flexible and collaborative working environments.	Noted. The development scheme has been amended to address this.	Y
31.	CGC suggests the development scheme should incorporate further detail about sustainability measures including: <ul style="list-style-type: none"> • how the Urban Heat Island effect will be addressed • how peak energy demand and greenhouse gas emissions compared with minimum compliance will be addressed • need for ongoing measurement and monitoring and that this should be undertaken to ensure the performance of the infrastructure is maintained over the life of the asset. 	The intention of the implementation strategy is to provide high level guidance to developers seeking to promote sustainability measures in development. The detail of how these aspirations will be achieved will be determined through future masterplanning and in negotiation with applicants through the development assessment process.	N
Schedules			
32.	CGC requests all land uses need to comply with the provisions of the Development Scheme and reference documents including government buildings	All development applications regardless of the owner are subject to the provisions of the development scheme. Public housing is exempt development.	N