



LATE ITEMS ORDINARY MEETING

AGENDA

14 JUNE 2022

Your attendance is required at an Ordinary meeting of Council to be held in the Council Chambers, 232 Bolsover Street, Rockhampton on 14 June 2022 commencing at 9:00am for transaction of the enclosed business.

A handwritten signature in black ink, appearing to be "C. P.", written in a cursive style.

CHIEF EXECUTIVE OFFICER
13 June 2022

Next Meeting Date: 28.06.22

Please note:

In accordance with the *Local Government Regulation 2012*, please be advised that all discussion held during the meeting is recorded for the purpose of verifying the minutes. This will include any discussion involving a Councillor, staff member or a member of the public.

TABLE OF CONTENTS

ITEM	SUBJECT	PAGE NO
10	OFFICERS' REPORTS	1
	10.9 BOUNDARY REVIEW SUBMISSION	1
14	CLOSED SESSION	80
	15.2 MEMORANDUM OF UNDERSTANDING CONSIDERATION	
15	CONFIDENTIAL REPORTS.....	81
	15.2 MEMORANDUM OF UNDERSTANDING CONSIDERATION.....	81

10 OFFICERS' REPORTS

10.9 BOUNDARY REVIEW SUBMISSION

File No:	5827
Attachments:	1. Submission Summary Document ↓ 2. Submission Document ↓
Authorising Officer:	Evan Pardon - Chief Executive Officer
Author:	Angus Russell - Executive Manager Strategy and Planning

SUMMARY

The report seeks endorsement of Council's submission to the Local Government Change Commission in relation to the current northern boundary review.

OFFICER'S RECOMMENDATION

THAT Council's submission to the Local Government Change Commission be endorsed.

COMMENTARY

Council was given the opportunity to make a further submission to the Local Government Change Commission (LGCC) on the northern boundary review encompassing the localities of Glenlee, Glendale and Rockyview.

Council discussed the submission on 26 May 2022 and the submission was subsequently made by the Chief Executive Officer on 30 May 2022, comprising of the two documents attached to this report.

BACKGROUND

The proposed boundary review was originally referred to the LGCC for independent assessment and determination on 31 January 2019 by the Minister for Local Government.

PREVIOUS DECISIONS

Council has considered the boundary review on a number of occasions and has consistently advocated for the transfer of the Northern Suburbs of of Glenlee, Glendale and Rockyview from Livingstone Shire to Rockhampton Regional Council.

BUDGET IMPLICATIONS

Budget and financial implications of the boundary review are discussed in the submission.

LEGISLATIVE CONTEXT

Section 19 of the *Local Government Act 2019*:

- (1) *The change commission is responsible for assessing whether a local government change proposed by the Minister is in the public interest.*
 - (2) *In doing so, the change commission must consider—*
 - (a) *whether the proposed local government change is consistent with a Local Government Act; and*
 - (b) *the views of the Minister about the proposed local government change; and*
 - (c) *any other matters prescribed under a regulation.*
 - (3) *The change commission may conduct its assessment in any way that it considers appropriate, including, for example, by—*
 - (a) *asking for submissions from any local government that would be affected by the proposed local government change; or*
-

- (b) holding a public hearing (in the way set out in chapter 7, part 1) to ask the public for its views about the proposed local government change.*
- (4) However, the Minister may direct the change commission in writing to conduct its assessment of the proposed local government change in a particular way.*
- (5) Despite subsection (3), the change commission must comply with the Minister's direction.*
- (6) The change commission must let the public know the results of its assessment and the reasons for the results, by publishing notice of the results—*
 - (a) in a newspaper that is circulating generally in the local government area; and*
 - (b) in the gazette; and*
 - (c) on the electoral commission's website.*
- (7) The change commission must also give the results of its assessment to the Minister.*
- (8) The change commission may recommend that the Governor in Council implement the change commission's assessment*

Part 2, Division 1 of the *Local Government Regulation 2012*:

Section 8. What div 1 is about

This division prescribes, for section 19(2)(c) of the Act, the other matters to be considered by the change commission if a proposed local government change relates to a change of the boundaries of a local government area.

Section 9 Communities of interest

(1) The external boundaries of a local government area should be drawn in a way that has regard to communities of interest, including that the local government area should generally—

- (a) reflect local communities, for example, the geographical pattern of human activities (where people live, work and engage in leisure activities), and the linkages between local communities; and*
- (b) have a centre, or centres, of administration and service easily accessible to its population; and*
- (c) ensure effective elected representation for residents and ratepayers; and*
- (d) have external boundaries that—*
 - (i) do not divide local neighbourhoods or adjacent rural and urban areas with common interests or interdependencies, including, for example, economic, cultural and ethnic interests or interdependencies; and*
 - (ii) subject to the water catchment principle—follow the natural geographical features and non-natural features separating different communities; and*
 - (iii) do not dissect properties.*

(2) The water catchment principle is the principle that water catchment areas should generally be included in the local government area they service.

Section 10 Joint arrangements

(1) Regard should be had to whether or not a joint arrangement should be established instead of, or in combination with, a change to the external boundaries of a local government area

Section 11 Planning

The external boundaries of a local government area should be drawn in a way that—

- (a) helps in—*
 - (i) the planning and development for the benefit of the local government area; and*

- (ii) *the efficient and effective operation of its facilities, services and activities; and*
(b) has regard to existing and expected population growth.

Section 12 Resource base sufficiency

A local government should have a sufficient resource base—

(a) to be able to efficiently and effectively exercise its jurisdiction and operate facilities, services and activities; and

(b) to be flexible and responsive in the exercise of its jurisdiction and the operation of its activities, facilities and services.

LEGAL IMPLICATIONS

There are no relevant legal implications for consideration.

STAFFING IMPLICATIONS

There are no immediate staffing implications.

RISK ASSESSMENT

The risks and implications for Council are discussed in the Submission.

CORPORATE/OPERATIONAL PLAN

Corporate Plan 2017-2022:

4.4 Plan for future population and economic growth giving consideration to a diverse range of industries and services

5.2 Strong leadership that provides quality governance to support and service the community

CONCLUSION

The attached submission to the Local Government Change Commission is presented for endorsement.

BOUNDARY REVIEW SUBMISSION

Submission Summary Document

Meeting Date: 14 June 2022

Attachment No: 1

Rockhampton Northern Boundary Review Summary



Fairer for everyone.

ROCKHAMPTON REGIONAL COUNCIL

Contents

Message from the Mayor	3
Introduction	4
Connecting our community	5
Securing future growth and prosperity	7
A fair go for everyone	11
Common sense	12



2 | NORTHERN BOUNDARY SUMMARY

ROCKHAMPTON REGIONAL COUNCIL



Tony Williams
Mayor



Mayor's Message

This is a defining moment for our whole region.

This is a defining moment for our whole region. The decision that will be made by the State Government this year – whether Glenlee, Rockyview and Glendale will transfer back to Rockhampton Regional Council – will shape our community for decades to come. Before that decision is made, we have to ask ourselves 'What do we want our region to be?' The answer is simply this – better.

Just as every parent wants more for their children, and every worker wants a secure job and every person wants a place to call home. We want our region to be better and bringing the Northern Suburbs home will do that. And I believe it will do that not just for Rockhampton, but for Livingstone as well.

Because we will make these suburbs a true part of our community. They already are in everything but name – they live their lives in the Rockhampton region. They work here. They send their kids to school here. They shop here. They go to our libraries, our parks and they use our roads.

The residents of the Northern Suburbs want to come back. They have voted multiple times to transfer and have been blocked from coming home.

They want to contribute to the same community as you because they are a part of our region. In the years to come, these Northern Suburbs will be where we grow. It has the potential for thousands more people who will call our region home.

Rockhampton Regional Council will provide the services and infrastructure to nurture that growth. To create more jobs and more money flowing into our local economies. Provide more infrastructure and services to cater for our growing population.

Because the future we want is a bigger and better Rockhampton region. More people is the catalyst for so much more for all of us. More schools and more education opportunities, better healthcare, new businesses and the new jobs that come with them.

While we grow these Northern Suburbs, Livingstone will grow the Coast and both of our communities will benefit. This is the future of our region. And the decisions that are made now will impact on you and future generations.

I love the Rockhampton Region and I am proud to call it home. And I hope you do too. Because what happens next is in your hands. You have a choice to make, vote YES for the transfer to bring these suburbs home and secure our region's future.

You are important, your voice is important, and your vote is important. I hope you'll lend it toward a better future for all of us.



The Rockhampton Northern Boundary Review is a State Government process to evaluate whether the Northern Suburbs of Glenlee, Glendale and Rockyview (the Northern Suburbs) become a part of the Rockhampton Region Council area.

Boundary changes aren't a new thing and have been taking place across Queensland for over 100 years. They are used to help realign council boundaries to better service and connect communities as they change and evolve. Parkhurst, for example, moved from Livingstone Shire to Rockhampton City in 1984. Since that time, we've seen significant industrial, commercial and residential development in Parkhurst.

Why is this process underway?

You don't hear about most boundary changes as they are usually undertaken with agreement of the Councils involved. However, our two Councils are disputing why the changes to the Northern Boundary are necessary and should occur, and in such cases, your opinion is needed to assist the State Government make a final decision.

Why is Rockhampton Regional Council fighting to get the boundary changed?

This is an important change for the Rockhampton Region and there are many reasons why we continue to fight for the residents of the Northern Suburbs. This document addresses some of those reasons. A more detailed submission document provides evidence we feel is important for the Queensland Government to take these into consideration.

This summary provides some of the important points for you to consider when you vote and why you should vote YES to the northern suburbs boundary change and connect our community.



The Northern Suburbs are already part of Rockhampton

The Northern Suburbs are just that - the suburbs north of Rockhampton. The people who live there are already a part of the Rockhampton community.

Northern Suburbs residents may vote for and pay their rates to Livingstone Shire Council but are more connected to the community of Rockhampton. The majority of residents of the Northern Suburbs go to work, school and shop in Rockhampton. They eat out and enjoy their down time in our beautiful parks, gallery and theatre and play sport right here in Rockhampton. If you look at movement data between the two Councils over an entire year, Northern Suburbs residents spend 87% of their time in Rockhampton Regional Council area. The heatmap below shows just how much of Northern Suburbs residents' lives are spent in Rockhampton.



The residents of the Northern Suburbs have already said that they want to be a part of Rockhampton. Before de-amalgamation, residents there voted 75% in favour of staying a part of Rockhampton. In polling after the de-amalgamation in late 2014, the residents of Glenlee, Rockyview and Glendale voted 75%, 71.5% and 61.9% respectively to return to Rockhampton Regional Council. These results reflect their inherent connection to Rockhampton. But perhaps most importantly, they want to have a say about the facilities and services they use on a regular basis.



Working

Census data shows that 98% of Northern Suburbs residents either work within the Rockhampton Council area or locally within their own suburbs. When comparing recent movement data between the two Local Government Areas, it’s clear that the vast majority of Northern Suburb residents choose to work in Rockhampton.

Learning

The Northern Suburbs are part of the Parkhurst State School catchment and the Glenmore State High School catchment, and many residents attend the private schools right at their doorstep in Rockhampton. They are also in close proximity to the CQUniversity’s two Rockhampton campuses.

Playing

With everyone’s life being so busy, where and how we spend our down time is important to us. What we found is that people in the Northern Suburbs spend most of their down time right here in Rocky.

Caring

The closest emergency response services are provided from Rockhampton, including critical fire, ambulance and police services, which are approximately 10 to 12 min away, compared to the closest emergency service from Livingstone which are approximately 25 to 28 minutes from the Northern Suburbs. The Northern Suburbs also have ready access to the Rockhampton Base Hospital and two private hospitals in Rockhampton.

Rockhampton Riverbank

Our data shows that Northern Suburb residents spend more than twice as much time enjoying our beautiful riverbank than heading down to Yeppoon’s foreshore.

Southside Pool

We found that residents are nearly twice as likely to use the Southside Pool as the brand-new facilities at the Yeppoon Lagoon.

Kershaw Gardens

The Kershaw Gardens are truly one of the jewels of the region, with 25ha of beautiful green open space, a huge playground, and great BBQ facilities. It’s no wonder that the gardens are used by people from far and wide. The Kershaw Gardens are hugely popular with Northern Suburb residents, being up to 5 times more popular than any public open space areas anywhere in the Livingstone Shire.

The facts above only represent a small portion of the facilities, services and infrastructure provided by Rockhampton Regional Council and used daily by the residents of the Northern Suburbs, while their rates are largely used to support facilities and services on the Capricorn Coast. This hardly seems fair to either the ratepayers of the Northern Suburbs or the ratepayers of Rockhampton.

98% of Northern Suburbs residents work within the Rockhampton Council area

Northern Suburb residents voted 75% in favour of staying a part of Rockhampton



The Northern Suburbs are Rockhampton's growth corridor

Why are the Northern suburbs so important to the future growth of Rockhampton?

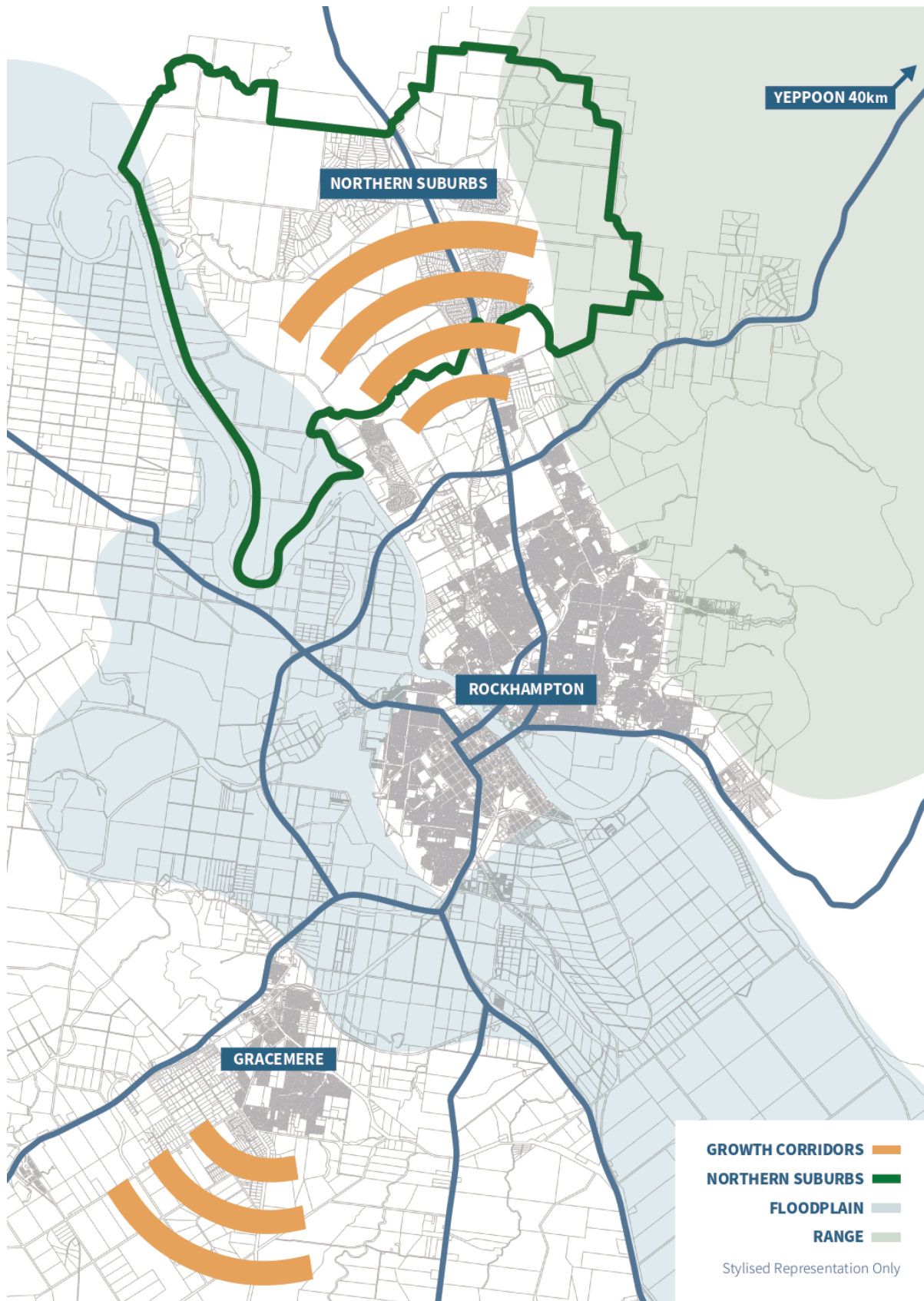
Rockhampton's future growth is constrained by the expansive Fitzroy River floodplain and the rugged Berserker Ranges. These natural features have shaped our growth over time and will continue to do so. They also present clear directions for future growth.

Livingstone Shire's growth is focused on the coastal towns of Yeppoon and Emu Park and their immediate hinterland.

Rockhampton's growth is currently focused on Parkhurst and Gracemere. Over the next 20 years Parkhurst's population will grow by some 10,000 people. With the longer-term in mind, Rockhampton needs to look beyond Parkhurst to the Northern Suburbs to support growth over the next 50 years.

Adding to the forecast growth is the mounting pressures of housing supply. Regional centres like ours are becoming more attractive to young families and first home buyers looking for affordable places to live and work. Planning for the future is a critical issue for our Region and now is the time to make decisions about how we choose to grow Rockhampton.

Over the next 20 years Parkhurst's population will grow by some 10,000 people



ROCKHAMPTON REGIONAL COUNCIL

Why planning for growth is so important

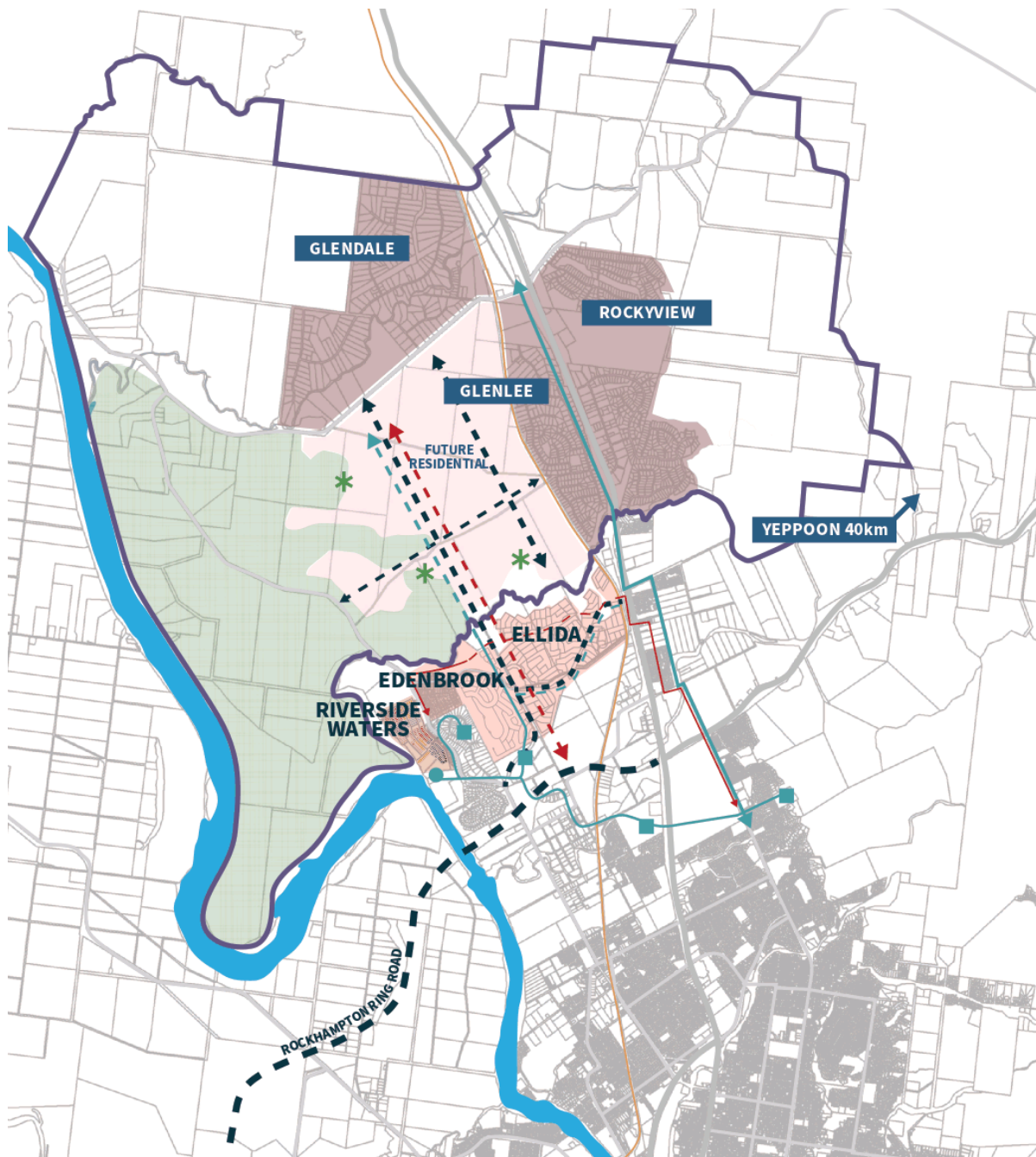
Why is it so important for this change to happen now when we are talking about growth that is potentially 20 years away?

Rockhampton Regional Council wants to prevent the large rural areas in the Northern Suburbs being cut up into rural residential lots. We want to ensure that this land can be available for future development, when large areas are needed for development down the track. This means that future communities can be planned properly to create better places to live, work and play. It also means that infrastructure can be planned and delivered in a logical and cost-effective way.

Even though the Northern Suburbs are vital for the future of Rockhampton, Livingstone Shire Council doesn't have any plans to develop the area to meet the Region's needs for urban expansion. Their focus is understandably on developing their own high-growth areas along the Coast.

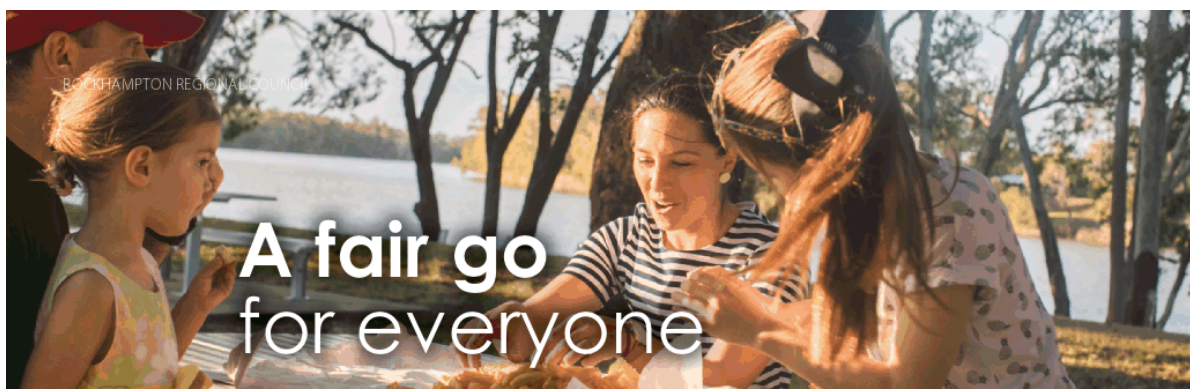
The concept plan illustrates potential new residential areas in Glenlee along with future road and infrastructure connections to service that growth. This area could accommodate up to 25,000 people over the next 50 years. The concept plan clearly demonstrates the linkages between Rockhampton and the Northern Suburbs to connect to the services that Rockhampton supplies. Only Rockhampton Regional Council is capable of delivering this infrastructure so that the Northern Suburbs can grow sustainably and without wasteful duplication of services.

The future residential area identified in the concept plan could accommodate up to 25,000 people over the next 50 years



CONCEPT STRUCTURE PLAN

WATER PIPELINE	—	ROAD	—
FUTURE WATER PIPELINE	- - -	RAIL LINE	—
RESERVIOR	■	NORTHERN SUBURBS	—
WATER TREATMENT PLANT	●	PLANNED ROADS	- - -
GREENSPACE	*	SEWER	—
		FUTURE SEWER	- - -



Northern Suburbs as part of RRC makes financial sense and is fairer for everyone

The bottom line for this Boundary Review is about getting a fair go for both the residents of Rockhampton and the Northern Suburbs. Any financial impact to Livingstone Shire Council from the boundary change will only be short-term. Their anticipated growth, which is currently outpacing Rockhampton, will see the number of ratepayers increase over time and effectively offset the loss of the Northern Suburbs.

Rockhampton Regional Council have put forward a proposal to mitigate some of the short-term financial pain, by offering to make payments to Livingstone Shire Council of 50% of the general rates and other charges such as road and environmental levies collected from the northern suburbs over the next 10 years. Unfortunately, this offer has been rejected.

What do we mean by a fair go?

A fair go for the residents of the Northern Suburbs - cheaper rates, improved services and a voice in the development of their suburbs and their city.

Currently, the Northern Suburbs pay their rates to Livingstone while they spend 87% of their time in Rockhampton and use services here. This is why keeping the Northern Suburbs in Livingstone is an attractive proposition for Livingstone Shire Council. While the Northern Suburbs and Rockhampton residents do use facilities on the Coast, it's largely for occasional recreation, not the day-to-day activities of life. Residents in the Northern Suburbs live, work and play in Rocky and deserve to have a say about the facilities and services they use.

A fair go for the residents of the Rockhampton - having one community contributing to the services and facilities of Rockhampton.

It is common for the residents of adjoining Council areas to freely use each other's public infrastructure and facilities. In the majority of cases its "swings and roundabouts" with a largely neutral effect, but the Northern Suburbs are somewhat unique in spending the vast majority of their time in Rockhampton and the effect is far from balanced.

If the Northern Suburbs are part of Rockhampton, then residents in those communities will contribute to the roads they drive on, the sporting fields they play on, the parks they play in, and other community facilities they use. They will help to support Rockhampton continuing to be a great place to live, work and play.



We know that this boundary change makes sense

The risk is that if it doesn't happen now, Rockhampton's long-term growth will be severely compromised by poor planning and investment decisions. It will place further stress on Rockhampton's overall financial position and reduce future investment in community infrastructure.

While having the rates come into Rockhampton would increase our revenue, this money would be used to essentially balance the books on the facilities and services already used by the residents in the Northern Suburbs and to assist in the planning and investment in Rockhampton's future.

Based on the conceptual plan for future growth and development of the northern suburbs, there would need to be a significant investment in trunk infrastructure, including upgrades and extensions to roads, water, sewerage and drainage infrastructure.

While this will be challenging, only Rockhampton Regional Council has recognised the critical need for development of the Northern Suburbs. And we need to start planning now.

Rockhampton's size and Rockhampton Regional Council's vision and capacity will ensure that our planning will deliver a sustainable future for the Northern Suburbs and the Region.

Voting YES to the change in the Northern Suburbs boundary will recognise they are already an integral part of the Rockhampton community. It will protect a critical growth corridor for future development and will ensure Rockhampton resident will not be faced with unnecessary financial burdens now and in the future.

Vote YES to secure the future of our Region.

“

Sam's story

This is my family's story on the Northern Suburbs.

We bought our new home in Rockyview as Rockhampton Regional Council.

My parents lived with us at Rockyview until last year.

Our business is located in Rockhampton.

Most of our customers are from the Rockhampton Region.

Five generations of my family have lived in Rockhampton.

Our children attend both Rockhampton Primary and Secondary Schools.

Our family are members of Rockhampton sporting clubs, including Frenchville Sports

Club, Glenmore Bulls, Rockhampton Basketball Association, Rockhampton Golf Club and Rockhampton Netball Association.

We attend a church in Norman Road Rockhampton.

A member of our family receives treatment at the Mater Hospital Rockhampton.

My Mother is a resident of Carinity Shalom Nursing Home.

My Father passed away last year and is buried at the Rockhampton Memorial Gardens.

At the last Council Election we had to drive all the way to Yeppoon to pre-poll as the Livingstone Council had not provided a pre-poll centre for the Northern Suburbs.

We are not Yeppoon people and never will be Yeppoon people.

We just want to come home to Rockhampton.

Sam

Rockyview.

”



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BOUNDARY REVIEW SUBMISSION

Submission Document

Meeting Date: 14 June 2022

Attachment No: 2

Rockhampton Northern Boundary Review Submission



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Contents

Executive summary	3
Boundary Review: Past to Present	4
Background	10
Communities of Interest	12
Regional Growth: Planning and infrastructure	26
Future infrastructure requirements for the northern suburbs	41
Financial assessment	48
Role of local governments	53
References and resources	55
Appendix A – Queensland Government Legislation	56

Glossary of terms

Term	Definition
DLGRMA	Department of Local Government, Racing and Multicultural Affairs (Queensland)
DTMR	Department of Transportation and Main Roads (Queensland)
ECQ	Electoral Commission Queensland
FRW	Fitzroy River Water
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
LGA	Local Government Area / Local Government Authority
LGCC	Local Government Change Commission (Queensland)
LSC	Livingstone Shire Council
Northern Suburbs	This refers to the 3 localities of Glendale, Glenlee and Rockyview
NRSTP	North Rockhampton Sewage Treatment Plant
OPL	Open Level Crossing (rail)
PDA	Priority Development Area
CQROC	Central Queensland Regional Organisation of Councils
QTC	Queensland Treasury Corporation
RRC	Rockhampton Regional Council

Notes:

When discussing the Local Government areas of Rockhampton Regional Council and Livingstone Shire Council, the terms "Rockhampton" and "Livingstone" will be used. The terms RRC and LSC will refer to the organisational institutions for those Councils.

ROCKHAMPTON REGIONAL COUNCIL

Executive Summary

Rockhampton Regional Council (RRC) welcomes the opportunity to provide a submission to the Local Government Change Commission (LGCC) in relation to the proposed transfer of the Glenlee, Rockyview and Glendale (Northern Suburbs) from Livingstone Shire Council (LSC) to RRC.

The *Local Government Act 2009* and *Local Government Regulations 2012* include important aspects of boundary decisions that have not been fully covered during the review process to date: including that of *Communities of Interest*. RRC believes that this is critical consideration in the decision to transfer the Northern Suburbs to the RRC local government area. After all, Northern Suburb residents spend 87% of their time in Rockhampton and just 13% in Livingstone.

This document will provide conclusive evidence that the Northern Suburbs are communities of interest with deep ties to Rockhampton, and that the residents of that area are best served by being part of RRC. Northern Suburb residents have overwhelmingly voiced the desire to be part of Rockhampton in surveys in 2016 and 2018, with 75% being in favour of becoming part of Rockhampton. Their frequency of accessing essential services, commercial and employment centres, as well as using RRC community facilities – *in preference to those in Livingstone* – demonstrates that the Northern Suburbs *are* part of Rockhampton.

Rockhampton has expanded to the north as far as it can. Geographic and environmental constraints have restricted where growth can occur, and the northern community of Parkhurst is set to become an employment, service and commercial centre for the Northern Suburbs. By not including the Northern Suburbs as part of Rockhampton, the boundary will divide a developing, cohesive community.

Meeting the needs of these growing communities requires appropriate planning to ensure not only that infrastructure is adequate for anticipated growth, but that delivery of high-quality services is sustainable – in terms of both infrastructure and financial capacity. The current northern boundary is the physical boundary for the provision of sewerage infrastructure and is the ‘handover’ point for water supply to LSC.

A logical, sequenced plan for development is critical and can only be delivered properly when there is clear leadership, effective planning and certainty for this growing community. This position virtually mirrors the intent of Section 11 of the *Local Government Regulations 2012*, which states that:

The external boundaries of a local government area should be drawn in a way that helps in the planning and development for the benefit of the local government area; and the efficient and effective operation of its facilities, services and activities; and has regard to existing and expected population growth.

The current planning environment simply cannot guarantee good outcomes for the Northern Suburbs and risks the opposite occurring.

There is a very real risk that any development will continue the trend of fragmentation, resulting in a much bigger headache, financially and strategically, when ad hoc land use and infrastructure planning will demand to be addressed. This compromises the ability to progress orderly urban growth and in fact may preclude it.

Not to be downplayed is the issue of financially responsible decision-making that affects both Councils with respect to the adequate provision of services to the Northern Suburbs. While LSC may face some short-term financial impacts if the proposed boundary change is implemented, the financial implications for RRC will be prolonged and considerable, particularly with respect to infrastructure and service provision.

With 97% of growth in LSC projected to occur along the Coast, LSC’s historic and future focus is not unreasonably on those areas – not in the Northern Suburbs.

ROCKHAMPTON REGIONAL COUNCIL

Taking all of this into consideration, one of the key objectives in this review is to, in effect, answer the question, "What is the role of local government?" RRC believes that it is about providing adequate and effective representation of the community's need; delivering services in a financially responsible way to its residents, thereby providing value for money; and facilitating the development of its communities through responsible planning for the future.

Local governments are the layer of government that is closest to communities; and, at its heart, RRC is the local government that is closest to the Northern Suburbs and in more ways than just geographic proximity.

BOUNDARY REVIEW: PAST TO PRESENT

Rockhampton Regional Council was formed in March 2008 following the amalgamation of the Rockhampton City, Livingstone Shire, Fitzroy Shire and Mount Morgan Shire Councils.

The newly elected Newman government subsequently considered an application from a party representing the former Livingstone Shire Council to de-amalgamate and as a consequence the State Government of the day established a process with the Boundary Commissioner to formally consider the merits of de-amalgamation and make recommendations to the Minister.

Queensland Treasury Corporation (QTC) rates a local government's financial viability in a scale that rises from 'very weak' to 'weak', to 'moderate', to 'sound' and so forth. Prior to amalgamation Rockhampton City Council and Livingstone Shire Council were both rated as 'moderate'. After amalgamation, the combined RRC retained its moderate rating.

As part of the Boundary Commissioner's task in considering the merits of de-amalgamation, an independent credit review and financial analysis was undertaken by the QTC which showed the new Livingstone Shire Council (LSC) would be a 'moderately' rated body with a neutral outlook while the remaining RRC had slipped to be rated financially 'weak' with a negative outlook. The analysis showed that Rockhampton would be financially unsustainable within two years without the implementation of immediate and drastic measures.

Against the recommendations of the Boundary Commissioner, the then-Minister for Local Government allowed the process to proceed and in 2013 with only former Livingstone Shire residents getting a vote, the decision was made to de-amalgamate from RRC effective 1 January 2014. At this time, a clear majority of residents located in Glenlee, Rockyview and Glendale voted against the proposed de-amalgamation, a majority position which was again reflected in a subsequent poll conducted by the Australian Electoral Commission in November 2014.

It should be noted again that the Rockhampton community were denied a voice in a decision that would consign them to a significant ongoing financial burden.

To avert the predicted financial disaster, RRC put a range of measures in place that impacted heavily on our residents, notwithstanding that the impact would rest with them. This included reduced levels of service and a direct impact on rates notices in what has been termed as the 'brutal budget' of 2013-14.

Service level reductions included frequency of the mowing of parks and regularity of similar services, ceasing operating of community halls and calling on volunteers to run tourist facilities like Mount Morgan Railway Station Museum and Archer Park Rail Museum. In addition, residents and businesses were impacted by a significant increase in rates, with an 8% increase for principal place of residence ratepayers and at least 10% for other residents and business owners. Rockhampton Regional Council 'cut the cloth to suit' and is now in a sustainable, but vulnerable position. Rockhampton residents have already paid a heavy price of a de-amalgamation of which they had no say, however of greater concern is the ongoing financial burden they are required to endure as a result of de-amalgamation.

RRC accepts that one third of the users of services and facilities within the Rockhampton region reside and pay rates in Livingstone Shire. Within 30 minutes of Rockhampton there are in excess of 24,000 people living outside of its Local Government Area (LGA) that use sporting grounds, pools, theatres, parks, libraries, water, sewerage and roads. Many of these facilities in particular are unique to the wider region and not provided in the Livingstone Shire LGA.

The cost of construction, delivery and/or maintenance of these facilities or services is met by the residents

ROCKHAMPTON REGIONAL COUNCIL

of Rockhampton with the absence of any contribution from those outside the Rockhampton LGA. While the inter-urban use of services consumed by others that neither reside nor contribute financially happens elsewhere, it is not to the same extent that occurs to Rockhampton from the residents of Livingstone. Rockhampton's comparative size to Livingstone, its proximity and the maturity of its facilities, infrastructure and services it provides in a regional context place it at a distinct and unique disadvantage.

It could be argued that there is a degree of quid pro-quo of Rockhampton residents embracing the Coast on a weekend for recreational activities. However, the population of Glenlee, Rockyview and Glendale, which are equivalent to 4.1% (2016) of Rockhampton's total population, are a special case. The extent to which their lives are entwined with Rockhampton through work, study, use of services – as well as recreation – is evidenced by movement data that shows just where residents of the Northern Suburbs go throughout their day.

The close proximity of these suburbs to Rockhampton has a financial impact on the services that Rockhampton Regional Council provides and its existing residents. With Rockhampton's urban area geographically constrained to the east (Berserker Ranges) and also to the south and west (due to flooding) its future growth corridor rests to the north and the three localities subject to the proposed boundary change.

The communities of Rockhampton and the Capricorn Coast are in relatively close proximity to each other and the natural course of movement by residents of both LGAs for employment, recreation and to access services is to be expected. The situation however with the suburbs subject to the proposed transfer is uniquely special. Access to facilities and services is not mutually balanced, but heavily skewed toward Rockhampton.

The residents of these localities identify themselves with Rockhampton more than the Capricorn Coast. All main road linkages (State Controlled Roads) for the three relevant suburbs to the main centre of the Livingstone Shire LGA, Yeppoon, traverse through Rockhampton. All administrative, retail and leisure centres that services residents from the three relevant suburbs are located in Rockhampton's LGA.

Further, a significant proportion of residents from these suburbs are employed by businesses and organisations situated in Rockhampton's LGA, and children from the three relevant suburbs study at educational institutions located in Rockhampton. These strong communities of interest are bound by connections through sporting clubs and recreational activities, weekly and ad-hoc shopping, workplaces, religious communities and places of worship, family doctors, dentists and allied health services, hospital and emergency services, government and administrative services, business services and cultural activities, as well as likely families and friends.

These residents are, for all intents and purposes, a part of the Rockhampton community with significantly less connection to the Livingstone LGA. This is reflected in the results of the two separate professional and independent polls that have been undertaken in recent years. To repeat the words of the former LSC Mayor, Cr Ludwig "when 83% of the community in those areas have clearly said by their vote that they want to stay with Rockhampton their wishes should be respected and acted upon."

The boundary change under consideration should proceed to ensure not only that the wishes of the residents of the affected suburbs are respected, but to rectify the current inequity of RRC residents being left with the significant financial burden of providing services to the benefit of the people of Glenlee, Rockyview and Glendale.

PAST BOUNDARY REALIGNMENT

Boundary changes are used to help realign council boundaries better service and connect communities as they change and evolve. Parkhurst, for example, moved from Livingstone Shire to Rockhampton City in 1984. Since that time, significant industrial, commercial and residential development has occurred in Parkhurst. If Parkhurst had remained with LSC it is likely that land would have been further fragmented and development focused on rural residential development as has been the case in Glenlee, Glendale and Rockyview.

At the time of this boundary realignment, Livingstone was given general rates from the locality for the following three years to mitigate any financial impact.

ROCKHAMPTON REGIONAL COUNCIL

PAST COMMUNITY CONSULTATION AND MEDIA COVERAGE**2013-2014**

At the de-amalgamation poll conducted on 9 March 2013 the localities of Glenlee, Rockyview and Glendale voted in excess of 75% to remain as part of the amalgamated Rockhampton Regional Council.

A report to the Ordinary Council meeting of LSC on 9 September 2014 noted that *"during community meetings held by the new Livingstone Shire Council across the Shire in March-April 2014, some community members attending these meetings again suggested that the above-mentioned localities should return to Rockhampton."*

In a separate poll commissioned by LSC and conducted by the Australian Electoral Commission in November 2014 the localities of Glenlee, Rockyview and Glendale voted 75%, 71.5% and 61.9% respectively to return to RRC. As identified in this submission, these localities share a clear community of interest with Rockhampton and the poll results have consistently indicated this.

The following editorial is taken from The Morning Bulletin on 1 December 2014 and indicates the LSC support of the proposed boundary changes.

So long Livingstone, residents vote to move to Rockhampton

THE results of the voluntary ballot given to the chosen Livingstone suburbs have been tallied, and all but one have chosen to return to Rockhampton.

Just three percent of votes stood between Nerimbera moving back, but in the end 52.6% of people wanted the boundaries to stay the same.

Glenlee, Rockyview and Glendale expressed a desire to be included in the Rockhampton Local Government Area, with 75%, 71.5% and 61.9% of votes in favour respectively.

The Local Government Boundary Review Poll was a voluntary ballot, and Livingstone Mayor Bill Ludwig said he was pleased to see such a high number of responses.

There was a response from 65.7% of eligible voters across all four suburbs. The highest response rate came from Nerimbera, with 75% of eligible voters returning their ballots.

"These results are not unexpected and are in line with the previous poll Livingstone Shire Council conducted in 2007 prior to the forced amalgamations," Cr Ludwig said.

"Council can now advance with the comprehensive financial and other reviews necessary to ascertain how and when possible changes can be best transitioned."

Cr Ludwig it is likely the result will have no impact on people's rates.

Rockhampton mayor Margaret said she was very pleased to welcome Glenlee, Rockyview and Glendale home and also thanked Livingstone for conducting the ballot so fairly.

She also said they will work to facilitate the move as quickly as they can.

Cr Ludwig said once council has completed mid-term budget reviews and long-term financial management plans the reviews can be scheduled, which should be as early as February.

Once that analysis is completed, which will look into what impacts the changes will have, Cr Ludwig said they will be in a position to sit down with Rockhampton for discussions.

"Council's primary focus and priority will be on ensuring that we get the process absolutely right and can realise a positive result for the community as a whole," he said.

"The question of timing will be dependent on both Councils working constructively and with 'goodwill' as they did when past boundary changes were successfully determined."

If the two councils reach agreement quickly it is likely the matter will be referred to the Local Government Change Commission for a further public interest review.

It will possibly be implemented in time for the 2016 Local Government Elections.

ROCKHAMPTON REGIONAL COUNCIL

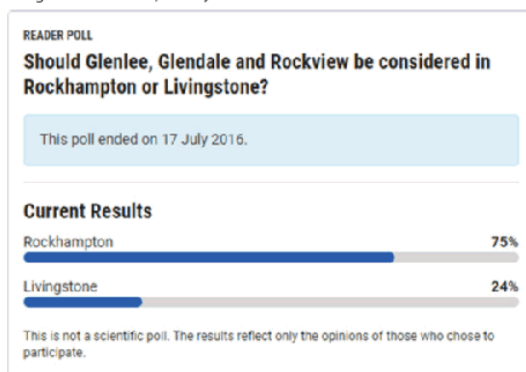
2016 - 2018

The residents of the affected suburbs of Glendale, Glenlee and Rockyview have consistently maintained a desire to remain/return to the Rockhampton LGA.

Two separate polls undertaken by both the Queensland Electoral Commission and Australian Electoral Commission have reflected this desire.

RRC originally submitted that the broader Livingstone LGA should not be part of any community polling / consultation in relation to the proposed change. There was an online poll open to all members of the public conducted independently by The Morning Bulletin in 2016 and 2018 and it suggested the wider public supported these suburbs moving to Rockhampton as demonstrated in reader polls conducted in local media.

Image 1: Reader Poll, 17 July 2016



Source: The Morning Bulletin

Image 2: Reader Poll, 15 April 2018



Source: The Morning Bulletin

ROCKHAMPTON REGIONAL COUNCIL

CURRENT REVIEW (2019-PRESENT)

January 2019	The Hon Stirling Hinchcliffe MP referred a proposal to the ECQ to undertake an independent assessment and determination of the request by RRC to transfer the suburbs of Glenlee, Rockyview and Glendale from LSC to RRC.
February 2022	The Queensland Treasury Corporation (QTC) produced a draft financial assessment for the LGCC, Boundary review of Livingstone Shire Council and Rockhampton Regional Council.
April 2022	A final report was produced by QTC, following input from LSC and RRC.
May 2022	On 13 May 2022, Council received correspondence from the Electoral Commission Queensland (ECQ) that confirmed that public consultation in the form of the survey would be undertaken in June 2022. The survey would amount to a 'Yes' and 'No' options for survey participants. An additional request was made asking both LSC and RRC to provide a brief, 250-word summary of key arguments to be included with the survey.
The future - June 2022	RRC and LSC will have prepared reports for the LGCC to consider in making a determination. LGCC will conduct a voluntary survey of LSC and RRC residents to inform their determination.

AREAS NOT YET ADDRESSED IN THE CURRENT REVIEW

While the QTC financial assessment report provides a scope of works that acknowledges the limitations of the report's findings, RRC believes that there is a risk that the report will form the bulk of the evidence used to make a boundary determination.

As noted in *Local Government Act 2009* principles and *Local Government Regulations 2012* (Appendix A), an important consideration that has not been fully covered to date in any of the past or current reviews is that of *Communities of Interest* and to a degree *Democratic Representation* with respect to the *Role of Local Governments*.

A significant area not fully addressed in the Review pertains to Section 11 of the *Local Government Regulations 2012*, and planning:

The external boundaries of a local government area should be drawn in a way that—

- (a). helps in—
 - (i) the planning and development for the benefit of the local government area; and
 - (ii) the efficient and effective operation of its facilities, services and activities; and
- (b). has regard to existing and expected population growth.

Given that the boundary is the frontier of Rockhampton's high-growth corridor, it is essential to consider planning implications. If the Northern Suburbs remain part of LSC there are very real risks that future urban and residential growth may be compromised or precluded from progressing.

This document will provide evidence that the Northern Suburbs are communities of interest with respect to Rockhampton, and that the residents of that area are best served by being part of RRC.

ROCKHAMPTON REGIONAL COUNCIL

RRC POSITION IF THE SUBURBS ARE NOT TRANSFERRED

In correspondence to the Deputy Premier on 6 May 2022, Mayor Williams noted that Council will seek compensation for services supplied by RRC to the Northern Suburbs, and that the State Government protects the area through a regulated planning mechanism, such as a Priority Development Area (PDA).

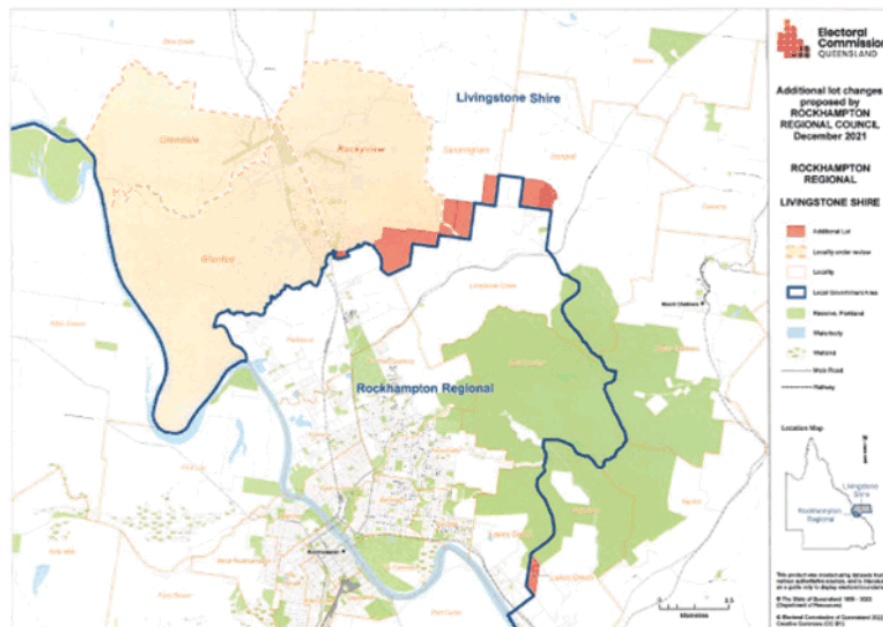
Another option that could be considered is re-amalgamation of the two Councils, which would see the LGA expand to its original footprint following the forced amalgamation of 2008.

ANOMALIES: LSC LAND PARCELS RECEIVING RRC SERVICES

Separate from the suburbs involved in the boundary review, there are a number of parcels along the northern boundary that receive RRC water and sewerage services, as well as local road access but pay rates to LSC (see the ECQ Map: Additional Lot Changes Proposed by Rockhampton Regional Council, December 2021).

RRC has sought support from LSC to jointly approach the Minister for State Development, Infrastructure, Local Government and Planning to request a change under section 18 of Local Government Act 2009 to have the parcels transferred to RRC.

Map 1: ECQ Map - Additional Lot Changes Proposed by Rockhampton Regional Council, December 2021



Source: Electoral Commission Queensland

ROCKHAMPTON REGIONAL COUNCIL

Rockhampton Regional Council	
Population	82,311
Land Area	657,027 hectares
JobSeeker	8.1%
SEIFA	951
Couples w/ children	44.8%
Single Parent Families	19.9%
Couples no children	37.5%

Livingstone Shire Council	
Population	39,125
Land Area	1,175,787 hectares
JobSeeker	5.5%
SEIFA	993
Couples no children	44.8%
couples with children	40.6%
Single Parent Families	13.6%

The Northern Suburbs: Glenlee-Rockyview-Glendale	
Population	3,779
Land Area	240,200 hectares
JobSeeker	1.8%
SEIFA	1083.4
Couples w/ children	46.2%
Couples no children	34.3%
Other Families	4.9%

Data Source: .id, Informed Decisions

Notes: Northern Suburbs data includes Sandringham and Etna Creek due to statistical aggregation. Northern Suburbs area is 9,422 ha.

ROCKHAMPTON REGIONAL COUNCIL

Map 2: Overview



Source: Rockhampton Regional Council

ROCKHAMPTON REGIONAL COUNCIL

CURRENT AGREEMENTS AND COLLABORATIVE ARRANGEMENTS WITH LSC

There is a Bulk Water Supply Agreement in place between RRC and LSC. The agreement stipulates a supply of at least 3 ML per day by RRC to LSC, which includes supply of water to The Caves Water Supply Scheme that services the Northern Suburbs. An annual supply of water is also agreed to, with a total quantity of 3,600 ML being the maximum deliverable amount. There are provisions in the agreement to vary the minimum deliverable daily amount or the maximum deliverable annual quantity.

The increased growth on the Coast may result in the need for an increase to the amount of daily or annual deliverable, which places greater pressure on RRC's water treatment and supply assets.

The agreement runs between 1 July 2020 and 30 June 2025, with an agreement review date of 1 July 2023. At least 6 months before the review date, the parties must meet to negotiate. It is anticipated that RRC will approach LSC before the end of the year about negotiating the agreement.

When the current agreement was agreed to, the access and consumption charges were reduced from the amounts that were charged as per the previous agreement. Given the capital investment that RRC is currently directing towards the Glenmore Water Treatment Plant, there may need to be consideration of increased charging for the supply of water to LSC.

RRC and LSC are both members of Central Queensland Regional Organisation of Councils (CQROC) and have recently collaborated with CQROC members to advocate for increased Australian Defence Force presence in the Region. If successful this initiative would bring substantial and ongoing benefits to both Rockhampton and Livingstone, including demand for over 12,000 new dwellings with the largest point of demand being associated with a proposed Army barracks on the northern fringe of Rockhampton.

Both RRC and LSC are involved in CQROC discussions concerning participation in the Queensland Water Regional Alliance Program (QWRAP). However, these discussions are only in the formative stages and have not produced any binding agreements at this stage.

There are no other arrangements in place for RRC to recoup or impose fees and charges for the use of other infrastructure by LSC or its residents. However, as residential land is developed in the Northern Suburbs, there will be a need for connecting trunk infrastructure to RRC water and sewerage networks, as well as potentially some road access issues to provide better connectivity to Rockhampton. There are potential mechanisms for cross boarder agreements for water and sewerage infrastructure and services, however there are no mechanisms to allow for charging for the impacts of development on RRC's local roads and community infrastructure.

There are limited means and mechanisms for RRC to levy infrastructure and use charges on new development outside of the local government area. This places greater pressures on RRC in terms of planning strategically and financially for the future of the Region.

COMMUNITIES OF INTEREST

The Queensland Government's *Local Government Regulation, Chapter 2, Section 9* (see Appendix A) states that local government boundaries should take into consideration communities of interest, namely that the communities within an area have common relationships that are based on:

- Geographic patterns of activity (work, live and engage in leisure activities);
- Accessible centre(s) of administration and services; and
- Effective representation for residents and ratepayers.

And, that boundaries:

- should not divide neighbourhoods or areas that share interdependencies, and
- should follow natural geographic features.

ROCKHAMPTON REGIONAL COUNCIL

Using the above conditions, the following information will demonstrate that the suburbs of Glenlee, Rockyview and Glendale are communities of interest with respect to Rockhampton and the Rockhampton LGA.

GEOGRAPHIC PATTERNS OF ACTIVITY

In order to better understand community connections, Rockhampton Regional Council engaged Roy Morgan to provide human movement data over a 2-year period through their *Roy Morgan Live* service for Glenlee, Rockyview and Glendale.

This movement data (gathered from mobile phone usage data) demonstrates conclusively that residents in these suburbs work, study, access services and use community facilities in Rockhampton to a significantly greater extent than for Livingstone.

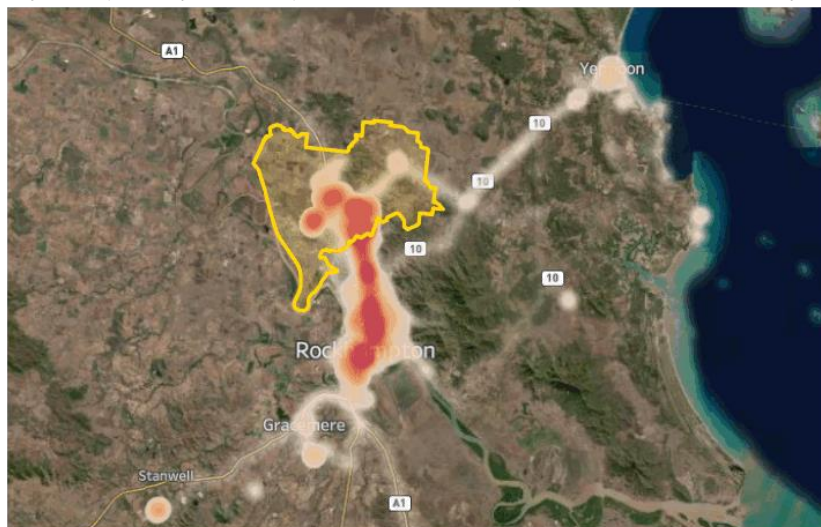
Analysis of human movement activity for Glenlee, Rockyview and Glendale shows:

- 87% of activity occurred in Rockhampton
- 13% of activity occurred in Livingstone

The majority of activity was during the week for travel to work, school, and the use of services and community facilities. Northern Suburb residents travelled to Livingstone primarily on the weekends to recreational areas such as beaches. This is in keeping with Rockhampton residents who also travel to Livingstone on the weekend for the beach, fishing and other recreational activities.

In addition to demonstrating the dominance of activity in Rockhampton.

Map 3: Density Heat Map – Total activity for residents in Glenlee, Rockyview and Glendale over a 12-month period



Source: Roy Morgan

ROCKHAMPTON REGIONAL COUNCIL

WORK AND EDUCATION

To determine where residents of Glenlee, Rockyview and Glendale work or go to school, data was analysed for the time of day and the frequency within a particular location, thereby establishing likely workplaces and schools.

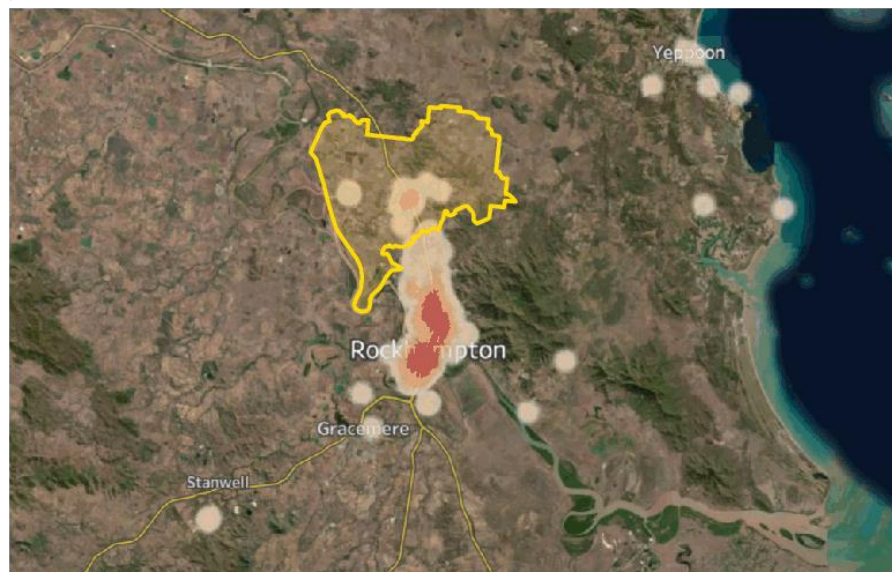
Analysis of work location shows:

- 95% of workplaces and schools are in Rockhampton
- 5% of workplaces and schools are in Livingstone

The locations within Rockhampton where most people worked or went to school were:

- Rockhampton City CBD
- Stockland Shopping Centre
- Parkhurst Shopping Centre
- Parkhurst State School
- Glenmore State High School
- Emmaus College (school on Bruce Highway)
- Heights College (school on Bruce Highway)
- Musgrave Street (major commercial district in North Rockhampton)
- Central Queensland University (Bruce Highway campus)

Map 4: Density Heat Map – Location of Workplace for residents in Glenlee, Rockyview and Glendale over a 12-month period



Map source: Roy Morgan

ROCKHAMPTON REGIONAL COUNCIL

These patterns of activity reinforce ABS Census data and suggest the following 2016 Census data generally remains current.

Rockhampton provides the major employment places for the region, including the localities and wider region. Overall, some 5,280 Livingstone Shire residents work in the Rockhampton Local Government Area (LGA) with a much smaller 1,306 RRC residents working in the Livingstone LGA (ABS Census 2016).

As an estimation of the subject localities, Table 1 provides the distribution of where residents living in the Northern Suburbs are employed. The main localities of employment are Parkhurst Kawana (Parkhurst Industrial Area) and Rockhampton City (Principal Centre) areas. Overall, 84% of employed people in this area work within the Rockhampton LGA with a further 14% working in their local area – 98% in total would work with the realigned Rockhampton LGA.

Table 1: Glenlee-Rockyview: Location of Employment

Place of Work Locality	Northern Suburb Residents (No.)
Rockhampton City (RRC)	425
Parkhurst - Kawana (RRC)	414
Glenlee - Rockyview (LSC)	275
Berserker (RRC)	168
The Range - Allenstown (RRC)	166
Park Avenue (RRC)	154
Norman Gardens (RRC)	107
Rockhampton - West (RRC)	40
Frenchville - Mount Archer (RRC)	39
Yeppoon (LSC)	37
Gracemere (RRC)	33
Lakes Creek (RRC)	26
Rockhampton Region - West (RRC)	20
Rockhampton Region - North (RRC)	19
Rockhampton Region - East (RRC)	15
Bouldercombe (RRC)	3
Emu Park (LSC)	3
Mount Morgan (RRC)	3
Total	1939

Data source: ABS 2016 Census - Employment, Income and Education

Very few residents travel from these localities to Yeppoon for employment - less than 2% of residents are employed on the Capricorn Coast. Residents, therefore, depend on Rockhampton for employment.

ROCKHAMPTON REGIONAL COUNCIL

COMMUNITY, LEISURE AND SPORTING ACTIVITIES

RRC owns and manages an array of cultural, sporting and entertainment facilities, including the Rockhampton Museum of Art, Rockhampton Botanic Gardens and Zoo, Kershaw Gardens, Pilbeam Theatre, Rockhampton Show Grounds and the Quay Street/Riverbank Precinct, as well as many public parks, pools and sporting fields. Rockhampton is also home to a number of elite sporting complexes operated by other sporting bodies that host regional, national and international events.

Human movement data over the 12-month period highlights the high usage of these facilities by residents in the Northern Suburbs.

In comparison of similar leisure facilities in each of the LGAs (pools and foreshore), residents of the Northern Suburbs use Rockhampton infrastructure twice as often. When looking at library services, Northern Suburb residents use Rockhampton Library services over nine times as frequently as Livingstone Library.

Table 2: Human Movement Data at Community Facilities – 3 January 2021 to 3 January 2022

Community Facility	Annual Visitors from the Northern Suburbs (No.)
Rockhampton	
Kershaw Gardens (wider park)	682
Kershaw Gardens (playground area only)	502
Rockhampton Showgrounds	285
Rockhampton 2nd World War Memorial Swimming Pool (Southside Pool)	254
Rockhampton Riverbank Park	217
Botanical Gardens and Zoo	192
Rockhampton Airport	180
Pilbeam Theatre	152
Rockhampton Library (Southside)	28
Livingstone Shire	
Yeppoon Foreshore (Lagoon Pool)	136
Yeppoon Foreshore (Keppel Kraken)	109
Emu Park - Bell Park and Swimming Pool	81
Yeppoon Library	3

Data source: Roy Morgan

The high levels of movement data within Rockhampton, particularly when compared with counterparts in Livingstone, show that Rockhampton is the primary and preferred destination for work, education and recreation activities for the Northern Suburbs.

Despite the population of the Northern Suburbs equalling just over 4% of the Rockhampton population, residents in that area are very active in Rockhampton cultural and sporting activities, with indications that participation in some activities is increasing.

ROCKHAMPTON REGIONAL COUNCIL

Table 3: Cultural and sporting activities for Glenlee, Rockyview and Glendale residents

Culture, Sport & Recreation	Total	Members from Glenlee, Rockyview & Glendale (%)
Rockhampton Library Membership - March 2019	27,100	2.8%
Rockhampton Library Membership - August 2021	21,878	14% (3,085)
Pilbeam Theatre Tickets Sold 2017/18	55,915	1.8%
Rockhampton Basketball Association Membership 2019	667	7.8%
Rockhampton Touch Association - Senior 2019	823	10%
Rockhampton Touch Association - Junior 2019	482	17.6%
Rockhampton Hockey Association - March 2019	515	8.7%
Rockhampton Hockey Association - August 2021	571	8.75% (50)

Data source: Rockhampton Regional Council

ACCESSIBLE SERVICE CENTRES

Local Government Regulation also states that accessibility of services is an important factor in establishing boundaries for LGAs. For the residents in the Northern Suburbs, the most accessible essential services and administration centres are in Rockhampton. The table below compares the distance to service centres and community facilities in Rockhampton and Livingstone.

Services in Yeppoon are 2 to 4 times further away than counterparts in Rockhampton.

Table 4: Distance to Community Facilities

Locality	Community Facility	Distance (KM)	Community Facility	Distance (KM)
	Rockhampton		Yeppoon/Emu Park	
Glendale	Heights College	14	The Caves State School	11
	Parkhurst State School	10	Yeppoon State School	39
	Glenmore State School	15	Emu Park State School	43
	Glenmore SHS	15	Yeppoon SHS	37
	Parkhurst Shopping Centre	11	Yeppoon Central Shopping Centre	38
	Emergency Services	14	Emergency Services	37
	Rockhampton Base Hospital	21	Capricorn Coast Hospital	37
	North Rockhampton Library	19	Yeppoon Library	38
	RRC Customer Service Centre	20	Livingstone Customer Service Centre	39
Glenlee	Heights College	6	The Caves State School	12
	Parkhurst State School	4	Yeppoon State School	37
	Glenmore State School	8	Emu Park State School	41

ROCKHAMPTON REGIONAL COUNCIL

Locality	Community Facility	Distance (KM)	Community Facility	Distance (KM)
	Rockhampton		Yeppoon/Emu Park	
	Glenmore SHS	8	Yeppoon SHS	35
	Parkhurst Shopping Centre	4	Yeppoon Central Shopping Centre	36
	Emergency Services	7	Emergency Services	36
	Rockhampton Base Hospital	14	Capricorn Coast Hospital	35
	North Rockhampton Library	12	Yeppoon Library	37
	RRC Customer Service Centre	13	Livingstone Customer Service Centre	38
Rockyview	Heights College	10	The Caves State School	10
	Parkhurst State School	6	Yeppoon State School	34
	Glenmore State School	11	Emu Park State School	38
	Glenmore SHS	11	Yeppoon SHS	32
	Parkhurst Shopping Centre	7	Yeppoon Central Shopping Centre	33
	Emergency Services	10	Emergency Services	32
	Rockhampton Base Hospital	17	Capricorn Coast Hospital	32
	North Rockhampton Library	15	Yeppoon Library	33
	RRC Customer Service Centre	16	Livingstone Customer Service Centre	34

Date source: Google Maps

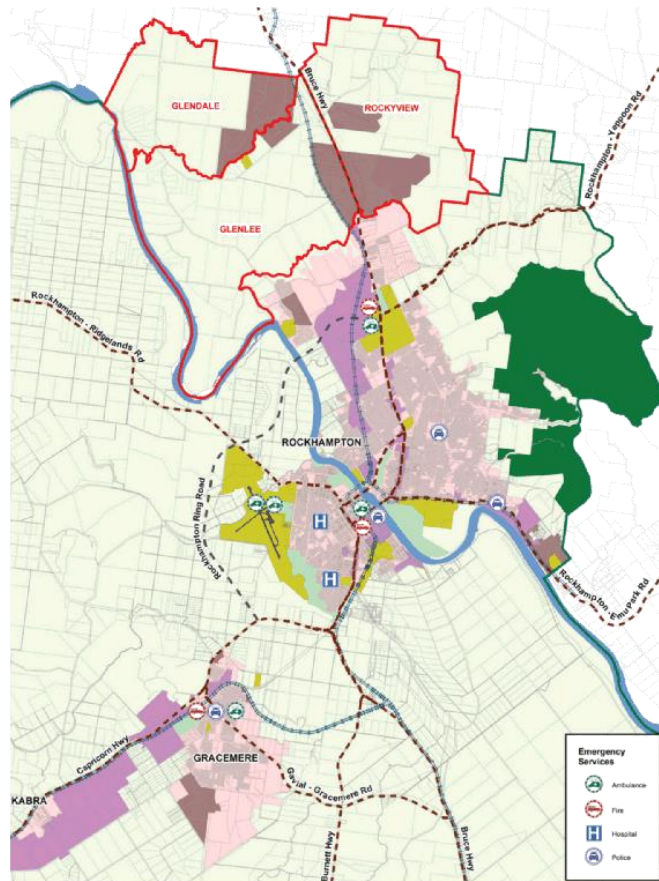
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ESSENTIAL SERVICES

Northern Suburb residents travel into Rockhampton for hospital services, rather than to the Capricorn Coast Hospital in Yeppoon. Rockhampton’s public and private hospitals are closer and provide more comprehensive services.

Emergency services (police, fire and ambulance) for the Northern Suburbs would all be dispatched from the nearest operations centres in Parkhurst and Rockhampton.

Map 5: Emergency Services



Source: Rockhampton Regional Council

Disaster management (flood, bushfire and climatic events) for the Northern Suburbs would be more easily and effectively coordinated within the Rockhampton Local Disaster Management Group (LDMG) and accommodated appropriately in Council’s Local Disaster Management Plan (LDMP). The members of the LDMG include Council representatives as well as from State and community services that can coordinate support more efficiently for the Northern Suburbs. Resources and services needed for recovery and resilience are located with Rockhampton.

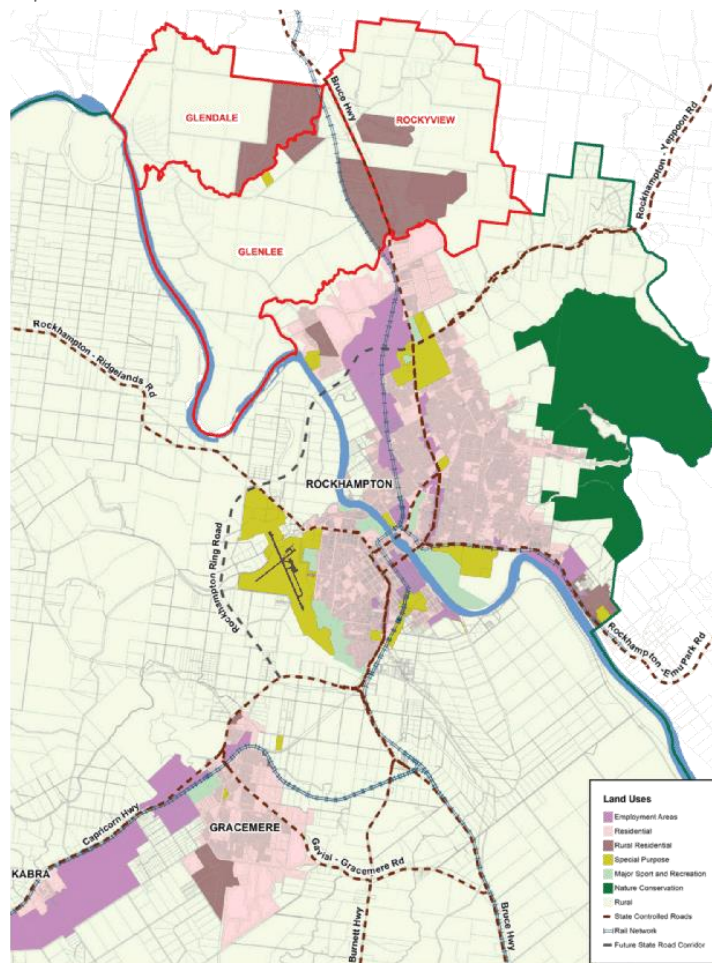
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COMMERCIAL CENTRES

Heatmap data conclusively demonstrates that Northern Suburbs residents frequent the commercial centres in the northern parts of Rockhampton, specifically Parkhurst, which is at the northern boundary, and is home to Parkhurst Shopping Centre. A significant amount of activity is along the Bruce Highway and Stockland Shopping Centre.

The commercial centres (Map 6: Land use) along the main arterials of Yaamba Road and Musgrave Street provide retail services within 6-10km for residential and commercial customers, including automotive, agriculture, household goods, and grocery and food outlets.

Map 6: Land use



Source: Rockhampton Regional Council

ROCKHAMPTON REGIONAL COUNCIL

EMPLOYMENT CENTRES

Rockhampton, by virtue of its size, has a greater variety and number of businesses than Livingstone. The Land Use Map (Map 6) highlights the accessibility of employment within Rockhampton and its proximity to the Northern Suburbs.

However, it is also worth noting that Rockhampton has experienced substantial growth in the number of new businesses across a greater number of industrial sectors.

Rockhampton has experienced higher growth in 14 of 20 industry sectors, than Livingstone.

The mutually beneficial relationship between Northern Suburbs and Rockhampton is evident, as Rockhampton provides more accessible employment opportunities for people in the northern areas of Rockhampton, and the Northern Suburbs provide available housing to accommodate growth in Rockhampton's industries and businesses.

Table 5: Registered businesses by industry in Rockhampton LGA and Livingstone LGA

Industry	Rockhampton		Livingstone	
	No.	Change 2020 to 2021	No.	Change 2020 to 2021
Agriculture, Forestry and Fishing	691	1	541	7
Mining	27	1	36	-5
Manufacturing	180	23	94	3
Electricity, Gas, Water and Waste Services	28	7	9	-4
Construction	850	45	679	24
Wholesale Trade	99	1	43	2
Retail Trade	335	19	121	6
Accommodation and Food Services	248	11	136	15
Transport, Postal and Warehousing	467	23	167	11
Information Media and Telecommunications	19	-8	21	4
Financial and Insurance Services	143	3	65	2
Rental, Hiring and Real Estate Services	501	17	301	4
Professional, Scientific and Technical Services	393	18	198	4
Administrative and Support Services	199	32	100	11
Public Administration and Safety	11	-8	3	0
Education and Training	76	7	48	3
Health Care and Social Assistance	387	26	122	7
Arts and Recreation Services	70	11	32	-3
Other Services	440	38	237	12
Industry not classified	5	-1	3	0
Total Business	5169	266	2956	103

Data source: id (informed decisions), based on ABS counts of Australian Businesses.

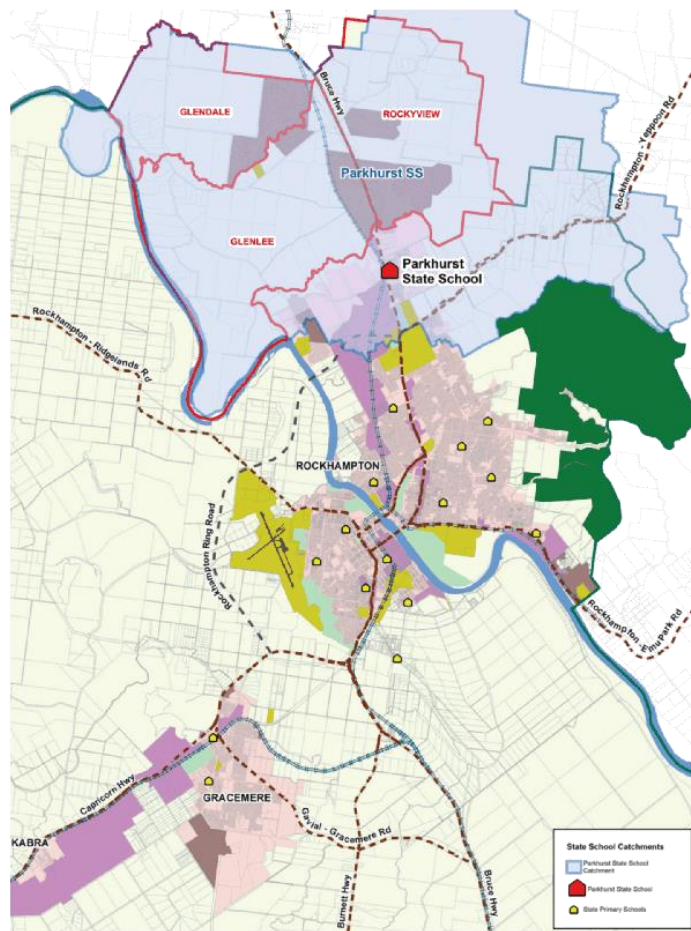
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EDUCATION AND CHILDCARE CENTRES

The Queensland Government school catchment maps identify that Rockyview, Glenlee and Glendale are within the catchment area for Parkhurst State School for primary education, and Glenmore State High School for secondary education. Both schools are in Rockhampton and are therefore the most logical location for students from the northern suburbs to attend school, not schools located within Livingstone.

The non-government schools most attended by Northern Suburb students are Emmaus College and The Heights College. Both of these are along Yaamba Road (Bruce Highway).

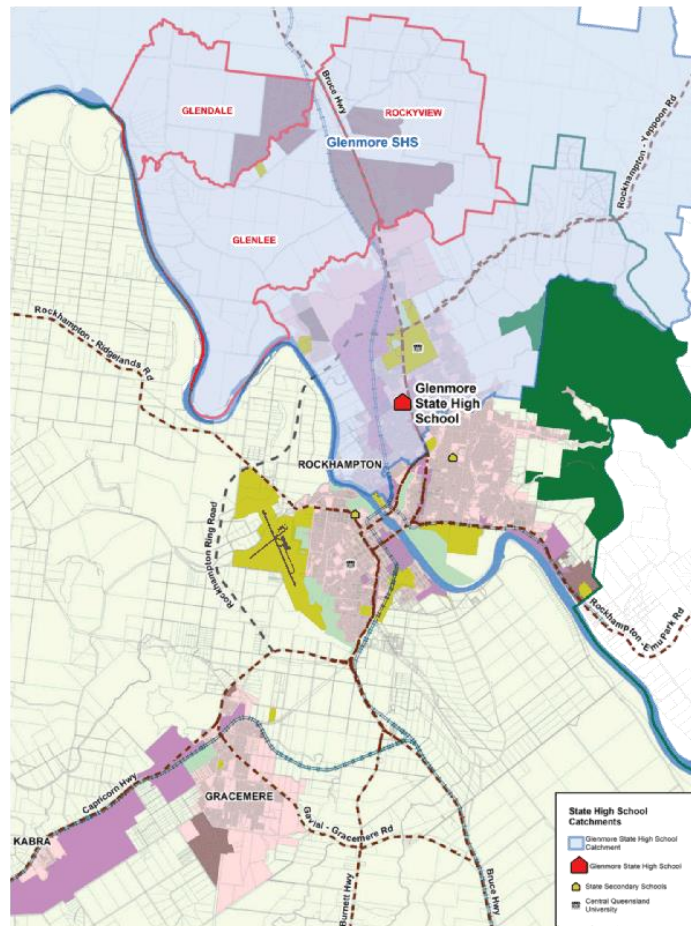
Map 7: Primary school catchment area for the Northern Suburbs



Source: Rockhampton Regional Council

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Map 8: High school catchment area for the Northern Suburbs



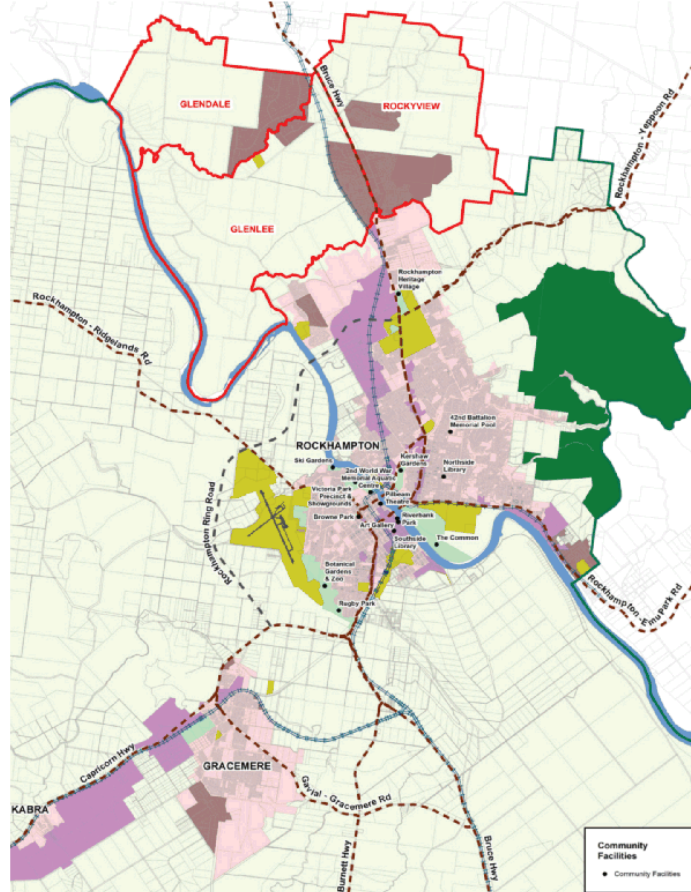
Source: Rockhampton Regional Council

COMMUNITY CENTRES

Heatmap data demonstrated that Northern Suburb residents use the community assets and facilities in Rockhampton to an overwhelming degree as compared to those in Livingstone. Proximity is one reason, as all major facilities and services are located within a 20km radius of Rockyview, Glenlee and Glendale. However, it is worth noting that Northern Suburb residents frequent some community facilities, such as the Southside Pool, despite these being a greater distance away. This is likely because of greater opportunities they provide due to their size, standard and overall patronage.

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Map 9: Community facilities within Rockhampton



Source: Rockhampton Regional Council

DIVIDING NEIGHBOURHOODS WITH INTERDEPENDENCIES

The current northern boundary has become a dividing line for the suburbs north of Rockhampton City. The suburbs of Norman Gardens and Parkhurst, with a combined population of 18,660, have experienced growth of 1.6% p.a. over the past ten years. Since January 2015 there have been 733 new private dwellings built at a value of \$246 million.

In addition to residential development, commercial centres have been created to meet the needs of the area, including a shopping centre in Parkhurst. The value of non-residential building approvals since January 2015 has been \$138 million. Future plans also exist for commercial development along Norman Road in Norman Gardens.

Heatmapping shows that Parkhurst in particular is used by Northern Suburb residents, who view this as their neighbourhood shopping centre.

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Image: Parkhurst Shopping Centre activity



Source: Roy Morgan

With residential development likely to progress in Norman Gardens and Parkhurst and subsequently in the three localities, the current northern boundary of Rockhampton will bisect this growing homogenous community.

EFFECTIVE REPRESENTATION FOR THE NORTHERN SUBURBS

Activity levels and proximity to services and community facilities demonstrate the close relationship the Northern Suburbs have with Rockhampton, particularly when compared with Livingstone.

Their location with respect to community facilities and disaster management services is particularly relevant, as these are managed by Rockhampton Regional Council. At present, the views and needs of the Northern Suburbs are not explicitly included or reflected in RRC decision-making on the location of community facilities or the provision of services.

By the same token, Livingstone Shire Council does not appear to have as strong a relationship with the Northern Suburbs as Rockhampton. According to LSC Strategic Planning, LSC do not have any medium- to long-term plans for the Northern Suburbs. The focus of LSC is on the development of their coastal community facilities and resources, such as the foreshore and lagoon. The community of Emu Park is also becoming a focus with the area experiencing significant growth.

It needs to be stressed that residents of the Northern Suburbs view themselves as part of Rockhampton. Past surveys and community consultation have overwhelmingly shown that they wish for RRC to provide representation for their area as a local government authority. Being part of and voting in RRC LGA gives them a say in how their local communities develop, as well as for the community facilities and services within their city - Rockhampton.

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REGIONAL GROWTH: PLANNING AND INFRASTRUCTURE

Adequate planning for and facilitation of growth requires vision and leadership along with effective planning. That planning needs to be focused on the long term, including beyond the typical 20-year horizon of Planning Schemes. Planning in the short to medium term also relies on having reasoned and reasonable Planning Schemes in place that factor in geographic constraints, capacity of existing and future infrastructure, and, most importantly, the creation of liveable areas to support community needs.

With housing supply being a critical issue across Australia, the role of regional centres to accommodate growth becomes increasingly important. Regional communities will become more attractive to families, retired couples and others looking for a supply of affordable housing in areas that provide needed services and desirable lifestyles.

COVID has had a huge impact on many aspects of our lives, and combined with the demand for housing, its impacts on supply chains have meant that development has not been able to keep pace. Over the last few years, both Rockhampton and Livingstone have seen elevated numbers of development applications.

For Rockhampton, the areas that are able to accommodate this growth are around Gracemere (southwest of the city) and to the north in the suburb of Parkhurst, which is against Rockhampton's northern boundary.

Rockhampton's growth corridor is to the north and planning for this growth must follow logical progression to avoid fragmentation of land and to ensure adequate delivery of infrastructure and services to residents.

Responsible planning will also ensure that community infrastructure is capable of managing growth. If networks need to be expanded or upgraded, Council would then be in a position to manage large, costly capital programs.

In the current situation, RRC is not in a position to plan for development but will be required to react to changes due to increased demand. And it is the RRC rate payers who will have to shoulder the burden of the expense.

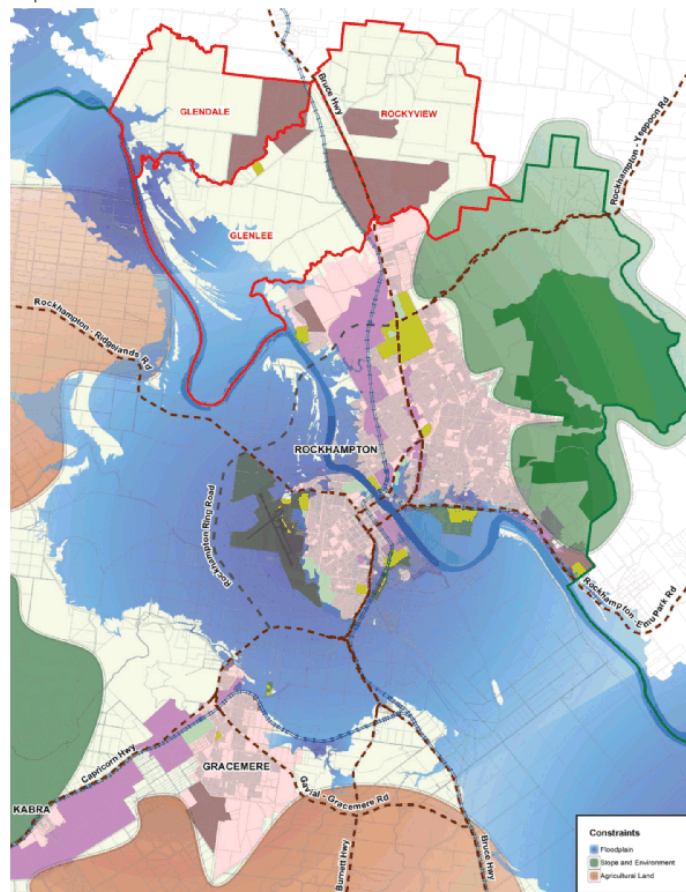
PLANNING CONSTRAINTS

The decision on where to plan for growth is dictated by a number of planning constraints, namely:

- Natural features such as floodplains and topography
- Designated of uses that guide how the land can be used and avoid conflicts between uses
- Environmental such as areas of significant flora and fauna
- Social/community influences such as the location of current services and facilities

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Map 10: Constraints



Source: Rockhampton Regional Council

The Constraints Map (Map 10) illustrates constrained land (Slope and Environment, and Floodplain) surrounding Rockhampton and the unconstrained areas located north of Rockhampton, the substantial bulk of which are located within the Northern Suburbs. The progression of development northward has been a result of these constraints.

The Fitzroy River runs through Rockhampton City. As a meandering river with an extensive floodplain, it dictates how land within the region can be developed and used. This feature cuts a swathe through a significant portion of land surrounding established urban areas.

To the east of Rockhampton sits Mt Archer and the Berserker Range, which creates a long arc of constrained land that is unsuitable for development.

The Constraints Map (Map 10) clearly shows that development can only progress to the north. While there is scope for continued growth in Gracemere, the north provides space for considerable residential development to occur.

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The Rockhampton Ring Road will have significant effect on land use and accessibility around Rockhampton City. The northern outlet for the Ring Road will be at the southern end of Parkhurst and provide improved connections between the northern and the south areas of Rockhampton.

The Rookwood Weir project will provide water security and economic developments for the greater Rockhampton Region, as well as Livingstone Shire Council. It is anticipated the project will increase the number and variety of growers and aggregate agricultural production within Rockhampton Region.

The Rookwood Weir project will provide water security for the greater Rockhampton region, as well as Livingstone Shire Council. It is anticipated that through an allocation program that the project will increase the number and variety of growers and the amount of productive agricultural land within Rockhampton.

Environmental corridors exist along Ramsay Creek and the Fitzroy River. Flooding from the Fitzroy River and local catchments occur adjacent to Belmont Road and Ramsay Creek. These areas have been preserved as part of an environmental corridor within the conceptual structure plan.

The corridors contain areas of high environmental significant including fauna and flora. Areas of significant vegetation and slope constraints are located within in the western area of the conceptual structure plan, along with medium to high bushfire prone areas. The preservation of these areas has been shown in the conceptual structure plan and provides a continual preservation corridor that will be retained and not compromised by future urban development.

PLANNING POLICY

One of the key issues facing Rockhampton is how to manage anticipated growth. As per Chapter 2 Part 2 Division 1 (Section 11) of the *Local Government Regulation 2012*:

The external boundaries of a local government area should be drawn in a way that—

- (a). helps in—
 - (i) the planning and development for the benefit of the local government area; and
 - (ii) the efficient and effective operation of its facilities, services and activities; and
- (b) **has regard to existing and expected population growth.**

The northern boundary of Rockhampton LGA has a significant impact on planning that must occur now to meet the growing needs of the whole Region.

Rockhampton LGA population is currently 84,532 (2021) and is anticipated to grow by approximately 20,000 to 104,153 by 2041 (QGSO Medium Series Population Projections 2018 ed). As population forecasts show, the areas in the north of Rockhampton are expected to accommodate a large proportion of this expansion.

Extrapolating the QGSO 20-year projections (CAGR of 1.05% pa) out to a 50-year horizon, Rockhampton's population could increase by some 58,000 people to a population of 142,500. If half of that growth was nominally attributed to North Rockhampton that would equate to 11,600 new dwellings required over the next 50 years. Urban development of Glenlee in particular will be critical to meet this scale of demand.

Inclusion of the Northern Suburbs as part of Rockhampton LGA also aligns with State, Regional and Local planning policy frameworks.

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State Planning Policy

The Queensland Government's State Planning Policy (SPP) is a key component of Queensland's planning system. The SPP expresses the State's interests in land use planning and development. Promoting State planning and development interests will help to secure a liveable, sustainable and prosperous Queensland. A State interest is defined under the *Planning Act 2016* (the Act) as an interest that the Planning Minister considers:

- affects an economic or environmental interest of the state or a part of the state; and
- affects the interest of ensuring that the purpose of the Act is achieved.

To further promote the intent of the SPP, planning for liveable communities and housing is required. The SPP states: "Liveable communities are well-serviced, accessible and attractive environments that provide the foundations for a healthy, sustainable and prosperous Queensland".

Effective planning for local community needs will:

- ensure a sufficient supply of land suitable for all forms of housing in all locations to meet the diverse and changing needs of different communities, now and into the future;
- guide the development and redevelopment of land in appropriate locations;
- maximise the effective use of existing infrastructure and services, and ensure that the provision of new infrastructure, services and facilities supports the timely delivery of complete and diverse communities;
- provide certainty to the property industry to ensure Queensland's future population growth is accommodated in an environmentally sustainable way;
- address the impacts and challenges of climate change through the effective design and siting of buildings, the integration of transport and land use planning, and the delivery of quality urban design; and
- reduce compliance costs and encourage good planning outcomes by avoiding or minimising regulatory barriers or inefficiencies.

The expansion of the local government boundary into a future growth area will ensure that these future communities are more easily managed, with a single local government authority responsible for managing the area under a unified planning framework. The proposed northern boundary realignment would enable the objectives of the SPP to be effectively met.

Central Queensland Regional Plan

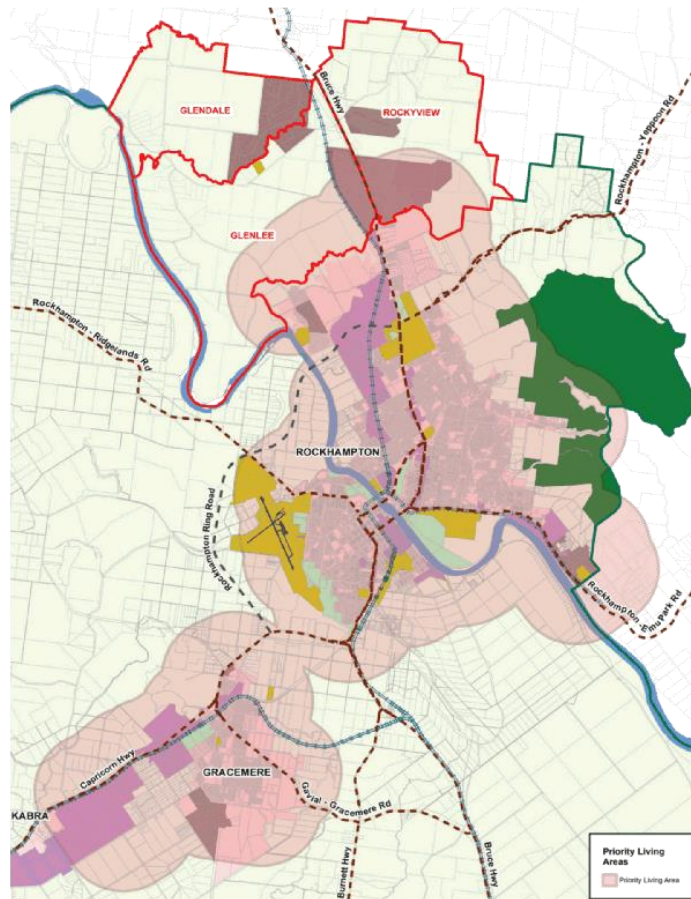
The Central Queensland Regional Plan identifies Rockhampton and the surrounding hinterland as a homogenous priority living area (PLA). The PLA is an extension of Rockhampton's current and future urban footprint and includes Glenlee, Rockyview and Glendale as part of the PLA (Map 11).

The PLA provides certainty to allow urban areas to expand, without being constrained by resource activities. Further safeguarding is achieved for these areas via appropriate provisions within local planning instruments. The PLA being established across two local government areas provides more complexity with planning regulations (alignment issues) and compromises certainty, regarding the intent of the Central Queensland Regional Plan.

It is worth noting that from the standpoint of the Central Queensland Regional Plan, the Northern Suburbs are viewed as part of a contiguous urban area for residential, commercial and industrial development.

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Map 11: Priority Living Areas



Source: Rockhampton Regional Council, Queensland Government data

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Rockhampton Region Planning Scheme

The *Rockhampton Region Planning Scheme* designates a significant portion of Parkhurst for future urban development, which will service the growth of Rockhampton until 2041. After this time, no further allocation of land has been undertaken, due to the constraints that have been outlined. The logical expansion into the future is to the north beyond Parkhurst, leveraging existing infrastructure networks located in Parkhurst and northern Rockhampton.

Should the suburbs be transferred to RRC, it is likely that RRC will have two planning schemes applied to the LGA. However, early preparation can be undertaken, pending the timing of the Boundary Commission outcome.

Unlike the *Sustainable Planning Act 2009*, there is no allowance for a consolidated scheme under the *Planning Act 2016*. Incorporating the new area into the Rockhampton Region Planning Scheme would result in a major amendment. There are two options in relation to how the Livingstone Shire Planning Scheme policy requirements could be incorporated into the Rockhampton Regional Planning Scheme:

1. Direct translation, whereby the current requirements of the Livingstone Shire Planning Scheme are integrated to Rockhampton Region Planning Scheme; or
2. Reassessment, whereby RRC undertake a reassessment of the area and determine appropriate planning controls.

With only limited growth projected in the localities of Glendale, Glenlee and Rockyview in the short-term, Planning Scheme administration and application (development assessment) in the new area would not have significant implications or cost for RRC.

Livingstone Shire Planning Scheme

Based on the *Livingstone Shire Planning Scheme*, the current primary settlement pattern within the northern suburbs of Glenlee, Rockyview and Glendale is rural residential and rural lifestyle allotments. The planning scheme, therefore, does not encourage or ensure logical, sequenced development that is properly coordinated with the infrastructure needed to service the area.

Any further development is expected to be infill development in the areas identified for rural residential. The land adjoining Ramsay Creek, west of the Bruce Highway, has been designated for rural purposes with no planned future urban growth being allocated within the 25-year planning horizon under the Livingstone Shire Planning Scheme.

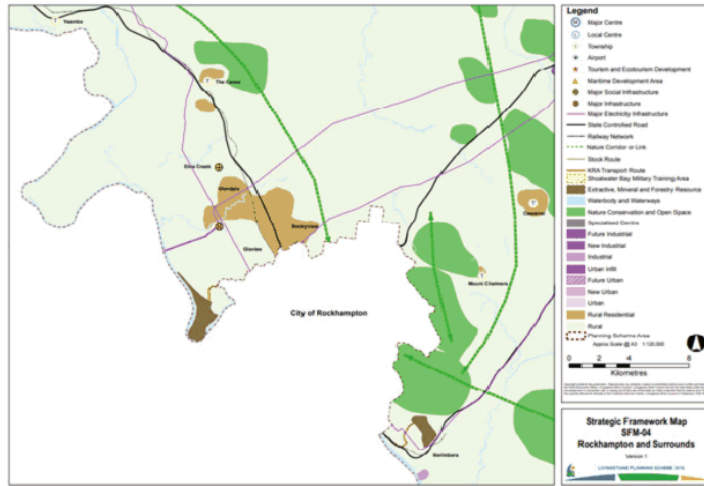
Section 3.2 - Strategic Intent of the Livingstone Shire Planning Scheme acknowledges that the rural residential settlements of Rockyview, Glendale and Glenlee have a high interaction with Rockhampton:

The peri-urban location of the rural residential settlements of Rockyview, Glendale and Glenlee means that there is high interaction and connectivity between these settlements and the urban places of Rockhampton.

While the Livingstone Shire Planning Scheme outlines that this is a peri-urban area, it needs to be stressed that these rural residential settlements are currently not serviced to an urban standard of infrastructure (for example no access to sewer). LSC, in its publicly available planning documentation, have no plans to incorporate infrastructure that would be suitable for residential development.

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Map 13: LSC Strategic Framework map, Rockhampton and surrounds



Source: Livingstone Shire Council

The current settlement pattern of these localities has seen rural residential sprawl occurring when rural land is subdivided along thoroughfares (predominately along the Bruce Highway). This has led to large parcels of very low-density residential development and ad hoc infrastructure, with limited transportation options (very high level of car dependency), and little to no civic or community facilities or amenities provided by LSC.

The thoroughfares in these subdivisions are limited to cul-de-sacs and local streets that feed into collectors. The public space in these areas is not well defined and poorly aligned and connected with the surrounding subdivisions.

ANTICIPATED DEMAND FOR RESIDENTIAL DEVELOPMENT

As noted above, the planning policy environment – as well as Local Government Legislation – references growth and the role of local government in managing that growth.

Both Rockhampton and Livingstone are expected to continue have sustained growth over the next 20 years.

Medium series forecasts for the next 20 years anticipate a 1.0% annual rate of growth for Rockhampton, and a 1.8% annual rate of growth for Livingstone, with the state-wide rate anticipated to be 1.5%. However, the rate of growth is anticipated to ramp up within the next 10 years and steadily increase.

Table 6: Population growth projections for Livingstone, Rockhampton and Queensland.

Industry	2016	2021	2026	2031	2036	2041
Livingstone	37,055	38,771	42,020	46,480	51,421	55,740
Rockhampton	81,589	84,532	88,680	93,444	98,567	104,153
Queensland	4,848,877	5,261,567	5,722,780	6,206,566	6,686,604	7,161,661

Data source: QGSO, Population Projects, Regions, Local Government Areas - medium series

What needs to be recognised, however, is that Rockhampton’s growth has expanded to the north as far as it can go in Parkhurst, where there are substantial residential, commercial, industrial and community centres are being created.

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The population of Norman Gardens and Parkhurst is anticipated to grow by 10,126 residents by 2041 with most of that growth in Parkhurst.

The opportunities for efficient expansion of the urban footprint are generally limited to the area around Parkhurst, Glenlee, Rockyview and Glendale (Map 12: Approved master plans and future residential areas). It is anticipated that these areas could accommodate thousands of new dwellings in close proximity to employment hubs in the Rockhampton CBD and key commercial and industrial areas.

There are three major residential developments underway in the northern areas of Rockhampton (Map 12). Development is progressing at pace at Edenbrook and Riverside Waters, with Ellida having been purchased recently by Maas Group and development is anticipated to progress in the near future.

Residential Development	Approximate Lots
Edenbrook	850 lots
Riverside Waters	350 lots
Ellida	2000 lots
Total	3200 lots

GROWTH IN LIVINGSTONE

Livingstone's population is projected to grow from 38,772 in 2021 to 55,740 in 2041 (QGSO 2018).

The vast majority of that growth (91.7%) is projected to occur in the Yeppoon and Emu Park.

Naturally, LSC will focus its efforts on supporting these coastal growth areas.

Case study: Mildura Rise Development Proposal

To illustrate the issues facing development of the Northern Suburbs, this case study looks at the proposed development of Mildura Rise, a residential subdivision in the suburb of Rockyview (Map 12: Residential developments in the Northern Suburbs).

The proposed development is 115ha in size and is located in Livingstone Shire Council. Under the current *Livingstone Shire Planning Scheme*, the land is identified in the *Rural Zone* with the current strategic intent supporting rural residential development on lots greater than 4,000m². A proposal has been put forward by a developer to develop the site with a mix of rural residential and low-density residential lots, in conjunction with a new local centre.

The developer's appointed planning consultant has stated:

"...it is evident through several recent approvals including to the west of the Bruce Highway on Dawson Road, that the northern corridor represents the logical expansion of greater Rockhampton City. The most notable aspect being the significant areas of available land that are devoid of flood plain impacts which currently limits urban growth to the south of the Rockhampton CBD."

The developer has stated that while there is a market for rural residential lots, there is a much greater demand for residential lots. Residential lots have greater market appeal and also are a better use of the land, given its proximity to existing low density land uses in Parkhurst.

In order to achieve standard residential lots (less than 4,000m²), LSC has advised the developer that reticulated sewer infrastructure would be required. As LSC does not have any sewerage infrastructure within the locality, they have referred the developer to RRC to request extension of Rockhampton's sewerage reticulation network.

Mildura Rise development is the first but likely not the last development of this nature that will request connection to the RRC sewerage network.

If RRC does not extend the sewerage network into LSC, development would be restricted to 4000m² rural residential lots with on-site sewerage infrastructure.

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While there is an agreement to supply bulk water into LSC from RRC via a metered connection point at the Ramsay Creek boundary, providing sewerage services to this development within LSC may be more challenging.

While not yet fully explored, there are a number of potential options for RRC.

RRC may decline to provide this service and refer the matter back to LSC. As noted above, this is likely to cause the development to revert to rural residential lots only delivering lower density and suboptimal land use outcomes.

A second option would be for RRC to agree to be the service provider within the current LSC boundary and take on ownership and maintenance responsibilities. The viability of this option would need to be explored further but would be on a commercial basis taking into account both capital cost recovery and ongoing operation and maintenance costs of infrastructure, both outside and inside of the current Council boundary. This would need to take into account trunk network and sewage treatment capacity and cost.

A third option would be a bulk service agreement with LSC, effectively at the current boundary, and potentially in a similar manner to the bulk water supply agreement. The viability of this option would also need to be explored further but would be on a commercial basis and would need to take into account trunk network and sewage treatment capacity and cost.

There are potential issues that would need to be resolved in relation to RRC's jurisdiction, the prevailing infrastructure charges regime, negotiation of agreements with the developer and/or LSC and the viability of providing services at a distance from the current sewerage network.

There is a risk that the costs incurred by the developer may render the proposal unviable and that it revert to being solely rural residential.

This case study demonstrated some of the issues associated with poorly planned development and interface issues across local government boundaries, both in terms of land use and infrastructure planning. The consumption of capacity within RRC's network from ad-hoc demands such as this also has implications for its infrastructure planning and delivery of services to other residential developments.

Transferring the three suburbs to RRC would provide a significantly improved planning environment, as the timing and nature of connections to the infrastructure network would be managed and coordinated during development of these areas.

Importantly, adequate infrastructure charges and ongoing rates would help alleviate the financial burden placed on RRC by new development in the area.

As RRC would be the infrastructure service provider, there would be a greater interest in providing planned infrastructure for the localities that cohesively connects to the existing municipal infrastructure networks. These benefits would ultimately be passed on to developers.

The risk currently is that the proposed infrastructure solution to service Mildura Rise development is being considered in isolation, with infrastructure sized for this development alone. In the event that another similar development occurs near Mildura Rise, or that existing rural residential subdivisions seek sewerage connections, infrastructure may not be sufficient to accommodate the sewer load. As these costs mount and accumulate, development may become prohibitively costly, curtailing much-needed residential development.

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WHAT ARE THE ISSUES THAT NEED TO BE ADDRESSED?

This future urban corridor will secure the growth of Rockhampton over the next 50 years. Without this area for expansion, Rockhampton's population growth and suburban development will be significantly compromised. With poor vision, leadership and planning it may in fact be precluded.

The current continuation of approvals for rural residential and rural lifestyle allotments by the Livingstone Shire Council, with very low population density and limited access to infrastructure, will lead to this area being compromised for future urban growth.

Analysis of the potential residential development area has been undertaken, which considers site constraints and potential residential yield. **Its yield has been estimated to accommodate some 10,000 new dwellings for 25,000 residents.**

With such potential, the issues that need to be addressed are:

- Measures to prevent further fragmentation of land and low density rural residential development; and,
- Effective land use and infrastructure planning that encourages and supports orderly growth and liveable, cohesive communities

Appropriate local area planning for the Northern Suburbs that creates a cohesive community

Mitigation against the risk of fragmentation

RRC is now dealing with the issues created by poor decisions made 40-50 years ago. Historical subdivision and fragmentation of land in Parkhurst has presented significant issues for land use and infrastructure planning. Without either a change in boundary or alternate planning regulation in place, the same issues will be repeated within the Northern Suburbs. These changes cannot wait until 2041 to be resolved.

Further fragmentation of land in the Northern Suburbs has the potential to cause ongoing and costly complications for Rockhampton, and even halt development from occurring. The risk is that there will be a lost opportunity to have cohesive communities and that the cost to fix costly past mistakes with land use and infrastructure planning.

The continued approach of planning ad hoc rural residential communities will compromise the ability to provide logical, well sequenced and well-coordinated urban development for the future of Rockhampton.

The Ministerial Direction Case Study highlights the real risk of fragmentation continuing unless there is the ability to provide a cohesive planning environment for the Northern Suburbs.

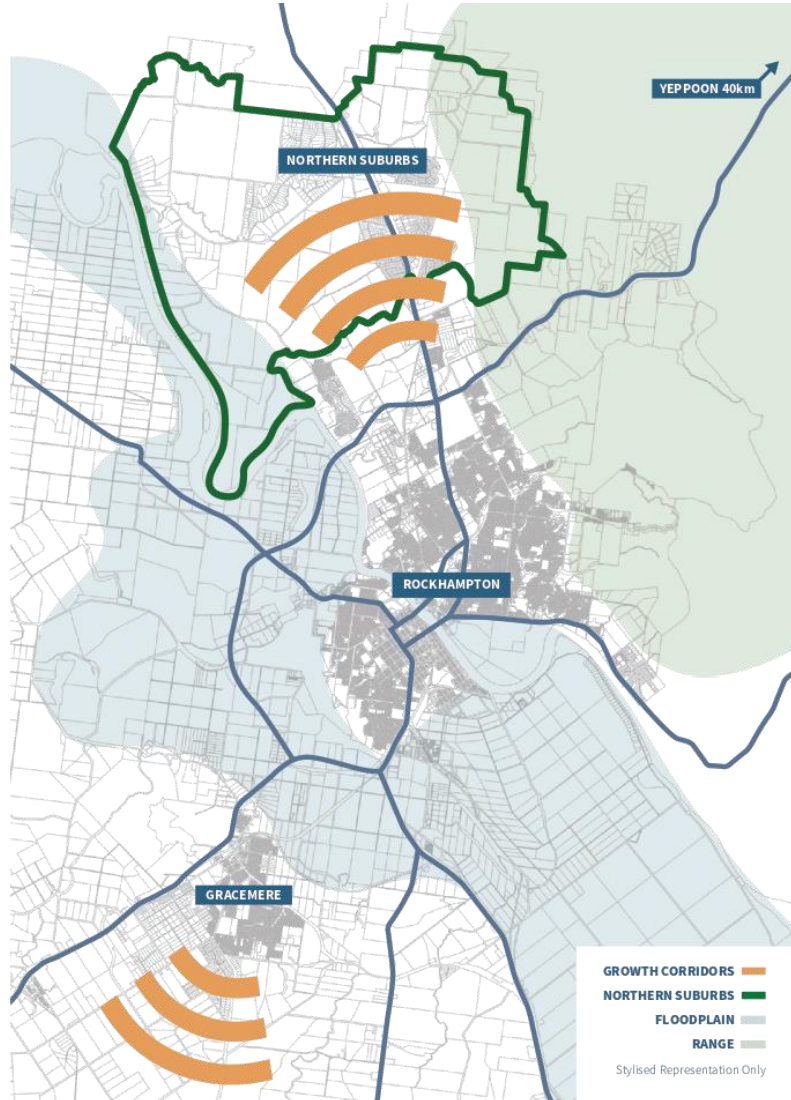
Planning needed to encourage growth

The demand for affordable housing has placed additional pressures on Local Governments to plan residential developments. Developers require certainty before investing in the Region. The Mildura Case Study shows that there is an urgent need to resolve the Northern Suburbs to ensure that residential areas can be developed.

Growth to the northern area of Rockhampton will ensure a contiguous pattern of growth that will align with existing infrastructure, environmental corridors and result in a logical expansion of the urban footprint. The proposed expansion to the LGA will secure a 60-year land supply and enable long-term planning for residential development.

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Map 14: Rockhampton's residential area expansion



Source: Rockhampton Regional Council

The Livingstone Shire Planning Scheme (Map 13) does not outline a local area plan to ensure a development is coordinated with the necessary infrastructure to service the area. Under this scenario, growth simply cannot occur. Developers of Mildura Rise have been directed to RRC to progress their development.

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Mildura Rise is not an isolated case and is one of several areas that are ripe for development. With Rockhampton constrained by the Yeppen Floodplain and Berserker Range, the Northern Suburbs are the only large-scale greenfield site in close proximity to Rockhampton that is suitable for development. Large greenfield areas along with areas with current developments noted in Map 12. The majority of the site is suitable for future residential development and provides a logical corridor to expand upon the growth occurring in Parkhurst and the Rockhampton Regional Council LGA.

The current planning environment must be addressed now to enable growth to occur.

Case study: Ministerial Direction – Draft Livingstone Shire Planning Scheme

On 16 January 2017, RRC lodged a submission in relation to the draft Livingstone Shire Planning Scheme (Map 13). The draft scheme at the time had designated new urban and rural residential land, within the Glenlee and Rockyview localities.

The submission detailed the following:

The management of future growth is important to achieve the greatest economic, environmental and social benefit. Rockhampton Regional Council under the Rockhampton Region Planning Scheme continues to encourage the redevelopment of existing infill areas while recognising current approvals and existing development rights. The Rockhampton city urban area is constrained to the east (Berserker Ranges) and south and west (due to flooding). Therefore the logical expansion into the future is to the north (Parkhurst and beyond). While it is unlikely that the land subject to the proposed changes will be required for urban development in the next 25-50 years, beyond this horizon, the further land will be required for urban expansion. The current Glenlee, Rockyview and areas beyond are already constrained by the existing park / rural residential settlement pattern. Establishing an additional area for such purposes will further constrain the development of a future planned community for urban purposes that are self-sufficient, providing for the greatest economic, social and environmental benefit.

Rockhampton Regional Council does not support the proposed strategic framework settlement pattern or zone framework for the Glenlee and Rockyview area because it would place a constraint on urban growth to the north in the longer term and due to the unreasonable demand, it will place on services provided by Rockhampton Regional Council in the short to medium term. In addition, in accordance with the Queensland Government Statisticians Office (QGSO) released new population projections in early 2016 there is no overriding need for additional land for urban development or rural residential development.

Within the localities of Glenlee and Rockyview, it is requested that areas proposed to be zoned emerging community revert to a rural zone and the rural residential places and new urban place as referred to under the strategic framework be changed to a rural place designation.

RRC has determined in reaching this position, that the Livingstone Planning Scheme has not properly addressed the following concerns and planning principles:

- (1) A demonstrated the residential need for additional new urban place / emerging community zone and rural residential land in the Glenlee and Rockyview localities from the current Livingstone Shire Planning Scheme 2005. Reference in this regard should be given to the latest State government population statistics and the contents of this submission;*
- (2) Rural residential places under the settlement pattern of the draft Livingstone Planning are reflected by both emerging community and rural residential zones as identified in the Glenlee and Rockyview localities. If there appears to be a conflict between the overall outcomes of the emerging community zone and the rural residential place specific outcomes/land use strategies;*
- (3) How an urban place is justified and how the adjoining rural residential places as identified under the settlement pattern of the draft Livingstone Planning Scheme in the Glenlee and Rockyview localities, will not constrain the efficient use of land for urban purposes;*

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- (4) *That the proposed settlement pattern of the localities Glenlee and Rockyview, being within a long-term future growth corridor for the Rockhampton City, doesn't impede the efficient and future coordinated pattern of urban development continuing from the locality of Parkhurst, including sequencing of development and infrastructure;*
- (5) *How social, economic and environmental issues arising from rural residential settlement patterns are addressed and provide justification for the expansion of rural residential areas in the Glenlee and Rockyview areas; and*
- (6) *The impact upon infrastructure and services located in the Rockhampton Regional Council Local Government Area are not adequately addressed.*

The Minister for Infrastructure, Local Government and Planning, was required to intervene, ensuring that the future growth corridor of Rockhampton was not compromised by out of sequence and unplanned development patterns. As a result, the new urban and rural residential areas were removed from the draft scheme. The primary grounds for the removal being the impact upon the future growth corridor of the Rockhampton LGA and no demonstrated planning need for the increased allocation additional land.

This involvement would not have been required if this area was contained within the one local government area, ensuring that any future development and infrastructure is logically sequenced with growth occurring in Parkhurst. Without intervention, social, economic and environmental outcomes sought by the State Planning Policy for liveable communities and the intent of the Central Queensland Regional Plan might have been compromised.

In spite of the Ministerial intervention in the LSC Planning Scheme, LSC subsequently approved a 575-lot rural residential development and a neighbourhood centre on Dawson Road, Glenlee (D-35-2016 Preliminary Approval overriding the planning scheme – Decision Date 20 November 2018 with a 10-year currency period).

This clearly demonstrates that in spite of its rural zoning within the LSC Planning Scheme, this important long-term growth area for Rockhampton is at risk of being significantly fragmented with volume of development that cannot be supported within normal urban infrastructure.

A structure plan to develop communities in the Northern Suburbs

The purpose of a structure plan is to anticipate future growth and provide direction to plan cohesive, liveable communities. A structure plan will also ensure that communities have the facilities, open spaces and connections to employment and commercial centres, as well as essential services.

The current rural-residential settlement pattern "ring fences" the future urban growth and constrains it to south of the border at a time when there is an unprecedented demand for housing. Unless a structure plan is developed that provides a defined settlement pattern, along with accessibility to the suitable infrastructure (water, sewer, roads etc.), the current settlement pattern of rural residential will continue. Not only does this limit the size and number of lots available for development, it also perpetuates the isolation of these areas, rather than integrating them through improved connections to established urban areas.

In coming years, when the urban boundary meets with the current rural residential areas, there will be an expectation that all areas will be serviced to an urban standard and major investment will be required, including sewerage, community facilities, parks and recreation and improving the connectivity and accessibility of the road network.

The ring fencing of rural residential will compromise the ability of Rockhampton to grow beyond these areas. If this area is to be maintained within the LSC LGA, then it is unlikely that new residential development will be serviced to an urban standard, resulting in the continuation of rural residential subdivision due to the need for larger allotments to accommodate onsite infrastructure needs (tank water and septic tanks).

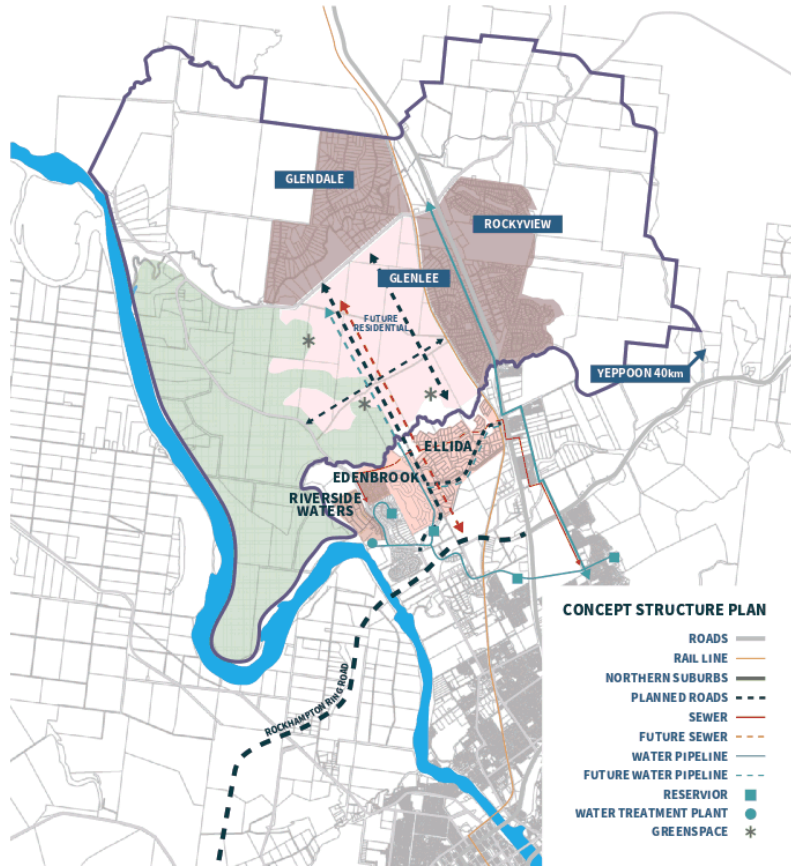
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If continued unchanged, this settlement pattern will compromise the ability of the region to grow appropriately and accommodate the future housing needs of Rockhampton.

Under both the *Rockhampton Region Planning Scheme* and the *Livingstone Shire Planning Scheme*, any proposed development of this size within a greenfield area requires a structure planning process.

A conceptual structure plan has been developed by Rockhampton Regional Council to demonstrate a logical and sequenced development in accordance with the requirements under both planning schemes.

Map 15: Northern Suburbs Conceptual Structure Plan



Source: Rockhampton Regional Council

The conceptual structure plan outlines future residential growth, linkages to future infrastructure such as roads, sewer and water and provides for an environmental corridor along Ramsay Creek and Belmont Road.

Given the dependencies on RRC road, water and sewerage infrastructures, planning and delivery would be more effective and efficient if the Northern Suburbs were part of the RRC LGA.

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FUTURE INFRASTRUCTURE REQUIREMENTS FOR THE NORTHERN SUBURBS

Adequate planning for development necessitates consideration of the infrastructure required for growth anticipated for the next 40-50 years. As stated earlier, the three localities are designated as rural and rural-residential. And while the Livingstone Shire Council's planning scheme identifies the suburbs as peri-urban, the area does not have urban-standard infrastructure in place.

It needs to be stressed that the Northern Suburbs are already reliant on Rockhampton's water and road infrastructure, and future development will see this increase because of Rockhampton's proximity and the capacity of existing infrastructure to meet demand.

Regardless of what LGA the suburbs are in, Rockhampton will be responsible – financially and operationally – for much of the infrastructure needed to support growth in this area. If planned development isn't undertaken sequentially, infrastructure projects to address ad hoc planning may not be financially viable for either Council, thereby halting further development.

The Northern Suburbs should be part of Rockhampton to ensure efficient and appropriate management of infrastructure.

WATER SUPPLY AND INFRASTRUCTURE

Water treatment, supply and distribution within Rockhampton is managed by Fitzroy River Water (FRW), a commercial business unit of RRC. The Region's water supply is from the Fitzroy River, where a barrage retains fresh water and prevents estuarine waters from entering. Water is treated at the Glenmore Water Treatment Plant, where it then enters the water distribution network.

Water for Livingstone is piped north using RRC infrastructure, where it is then metered at Ramsay Creek and enters the LSC water network. At this point, supply is directed north to the Mt Charlton Reservoir. The Mt Charlton Reservoir then feeds The Caves water supply pipeline, which services the Northern Suburbs.

In brief, The Caves Water Supply Scheme comprises the following infrastructure:

- Approximately 15 km of 600 mm diameter water trunk main;
- Distribution and reticulation mains supplying Rockyview, Glenlee, Glendale and The Caves areas;
- Small off-takes to scattered small customers;
 - One large customer being the Capricornia Correctional Centre;
- Mt Charlton Reservoir (9 ML) and associated water re-chlorination facility;
- The Caves Reservoirs (2 x 0.1 ML); and
- The Caves Pump Station to fill The Caves Reservoirs.

This boundary alignment would exclude the Mt Charlton reservoir, the two Caves reservoirs and The Caves Water Pump Station from being within Rockhampton LGA and would prolong the ongoing separation of key assets involved in the control and management of bulk water supply (i.e. Ibis Ave Water Pump Station and Mt Charlton Reservoir). From this perspective, it makes more sense for all assets in The Caves Water Supply Scheme to be controlled by one entity – Rockhampton Regional Council.

RRC previously negotiated with LSC to enable the Mt Charlton Reservoir to be used to provide both supply and pressure to parts of Parkhurst within Rockhampton LGA due to the favourable system pressure and more optimal system operating arrangements, which avoids any reliance on Boundary Hill Reservoir which was designed for bulk supply to the Capricorn Coast only. The Mt Charlton Reservoir is nearing 100 years old and is at the end of its life and in poor condition. Further, the above ground 600mm trunk main is also approaching end of life and is generally in poor condition. RRC acknowledges the conditions of these assets and the need to consider a replacement strategy if the boundary realignment were to occur, and/or if responsibility for all of the Caves Water Supply Scheme assets were to transfer to RRC.

ROCKHAMPTON REGIONAL COUNCIL

Bulk Water Agreement: Costs borne by RRC to supply water to Livingstone

There is a Bulk Water Agreement RRC and LSC, which runs between 1 July 2020 and 30 June 2025, with a review date of 1 July 2023. At least 6 months prior to the review date, the parties must meet to negotiate. RRC anticipates engaging with LSC towards the end of this calendar year.

The agreement assures a supply of at least 3 ML per day by RRC to LSC, which includes supply of water to The Caves Water Supply Scheme (which supplies the Northern Suburbs). An annual supply of water is also assured, with a total quantity of 3,600 ML being the maximum deliverable amount. There are provisions in the agreement to vary the minimum deliverable daily amount or the maximum deliverable annual quantity.

The increased growth on the Coast must also be considered as this may result in an increase in the total amount of daily or annual deliverable amounts supplied. This places a greater reliance on RRC's water treatment and supply assets.

It should be noted that when the existing arrangement was agreed to, the access and consumption charges reduced from the amounts that were charged as per the previous agreement. Given the capital investment that RRC is currently directing towards the Glenmore Water Treatment Plant, there will no doubt need to be a consideration of increased charging for the supply of water to LSC. Increases in Water and Sewerage charges to RRC ratepayers may be considered in the budget deliberations to meet some of these anticipated costs.

Changes to water allocations to LSC and linkages necessary to the completion of the Rookwood Weir may impact water supply and allocation to both Councils in the future, which may therefore change how the agreement is structured.

Water charges

LSC northern suburbs residents already pay more for water than RRC residents, at \$492 per annum compared to \$420 per annum in 2021-22.

The price path for water for LSC residents in the Caves Water Supply Scheme is set to increase by 32% over five years, as identified by LSC in the 2021/2022 Revenue Statement. Further, with the plans for LSC to progress towards a two-tier consumption charge by 2025/2026, residents will pay considerably more per kilolitre on the first tier compared to RRC residents.

If the three localities were to return to RRC, these properties would be included in the Rockhampton Water Supply Area and would be subject to a considerably lower water consumption charge.

Status of water infrastructure

In 2013 when RRC and LSC de-amalgamated, asset information for The Caves Pipeline and Mt Charlton Reservoir indicated that the asset's end of life was around 2019 for the pipeline and 2025 for the reservoir. Both were commissioned in 1925, indicating the assets are due for replacement. RRC are not aware of maintenance works undertaken by LSC, other than recent valve replacements, or whether any significant maintenance works undertaken to these assets.

The Caves water supply pipeline provides services to the northern areas of Livingstone, including the Northern Suburbs, and is known to have system leakage issues which have ongoing and future impacts for both LSC and RRC. The large volume of system leakage has impacts on unnecessary increased production volumes at the Glenmore Water Treatment Plant, which is managed by RRC.

If RRC take ownership of this pipeline, this would allow for system leakage to be repaired /mitigated and remove the significant volume of wasted water from the network.

As water demand grows, production volume will increase and likely require further capital upgrades. The reduction or mitigation of these leakage issues will reduce required production and could potentially delay capital upgrades at Glenmore Water Treatment Plant.

ROCKHAMPTON REGIONAL COUNCIL

Due to the low cost of water supplied to LSC from RRC and the potentially high cost of asset replacements in the Caves Water Supply scheme, there is not a significant driver for LSC to repair or mitigate these leaks in the network. This has a detrimental financial and environmental impact on RRC as water service provider. Until this addressed, residential development may be curtailed or stalled indefinitely.

Requirements for the Northern Suburbs

The Concept Structure Plan (Map 15) and earlier yield assessment show the potential for some 10,000 dwellings north of Ramsay Creek in Glenlee.

A significant water network would be required to service this area with upgrades required for the existing Rockhampton network as well as new infrastructure within the Northern Suburbs. Indicatively, it would likely require the following water infrastructure in the Northern Suburbs:

- 3 x 5ML reservoirs
- 11km of 450 water main
- Booster pump stations

It is estimated that this area would generate approximately 20ML per day (Maximum Day) demand. This additional demand is beyond the current capacity of the Glenmore Water Treatment Plant. As a result, significant upgrades would be required to accommodate this future growth.

The proposed change to the alignment of the northern boundary with LSC will aid in streamlining the provision of water services to this geographic area. At present, RRC provides drinking water to a number of areas in Livingstone Shire including the three suburbs in question. During de-amalgamation all assets were split based upon their geographical location. It has now been realised that for the northern areas, it would be beneficial for RRC to control the trunk infrastructure to enable the "supply system" to be optimised.

RRC's capabilities in meeting demand

RRC is adequately resourced to provide water services to the entire The Caves Water Supply Scheme without additional staffing resources. In part this is because the Rockhampton-based resourcing was predominantly used for this service delivery prior to de-amalgamation.

Future water supply will be required from the Glenmore Water Treatment Plant located in RRC LGA. The McLaughlin Street road corridor will provide the most direct and cost effective route to service any future proposed residential areas in the Northern Suburbs. RRC would assume considerable risk in the transfer of the three localities due to the poor condition of some key assets and their ability to provide sufficient water pressure and quality.

If the three localities are not transferred to RRC, an amendment to the current Bulk Water Supply Agreement between LSC and RRC would be required to reflect changes to service delivery to meet residential growth.

SEWERAGE INFRASTRUCTURE

In Rockhampton, sewerage infrastructure and services are managed by Fitzroy River Water, the commercial business unit of RRC that manages sewerage services and infrastructure.

No sewerage services are currently available within the Northern Suburbs, with all residents using septic tanks. As such, there is no impact on RRC sewerage infrastructure.

There are a number of properties in the Northern Suburbs that do utilise RRC's sewerage network, albeit with no agreement between Councils (*see Anomalies: LSC land parcels receiving RRC services*). The boundary between RRC and LSC runs along Dunluce Street, and properties located within LSC on the northern side of this street are connected to the RRC sewer main. Currently, there are no charging mechanisms in place whereby LSC residents are charged sewer rates directly from RRC nor is there any distribution of income from LSC if these properties are being levied for sewer rates by LSC.

ROCKHAMPTON REGIONAL COUNCIL

Required capacity for residential development

Future residential development will require a significant investment in trunk infrastructure and treatment facilities, if not incorporated into RRC's sewerage network.

The area of the Northern Suburbs is currently not seweraged. However, if available land is developed as residential lots (smaller than 4000m²), then there is a requirement for reticulated sewerage to be provided. In this instance the only viable option is for connection to RRC's sewerage network and treatment plant.

The provision of this service will also likely involve consumption of capacity and potential upsizing of existing trunk infrastructure within the RRC boundary. A current proposed development north of Angela Road is an example of this. The lot sizes are smaller than 4000sqm, and lots of this size require connection to a sewerage reticulation network.

LSC have indicated at pre-lodgement meetings with developers that they will need to liaise with RRC regarding connection to RRC sewerage network. Despite other developers in these localities signalling intent to develop land currently zoned as rural for residential purposes, LSC have not provided any future plans to provide sewerage infrastructure to these properties.

Development will require significant upgrade works to the existing RRC Sewer Network, which will result in upgrades to existing gravity sewer network, sewer pump stations and rising main into the Norman Road Gravity Network.

Rockhampton is preparing for growth

RRC is currently investing \$48 million in upgrades to the North Rockhampton Sewage Treatment Plant to increase its future capacity. The additional 25,000 EP capacity will be consumed in part by residential development in Parkhurst and other commercial development. An additional 25,000 potential residents north of Ramsay Creek may only be partially accommodated by that augmentation.

However, it must be noted that any future development that utilises RRC's sewerage network will consume spare network capacity and may impact on that infrastructure's ability to service forecast growth within the RRC boundary.

STORMWATER

Ramsay Creek is the geographical feature that separates RRC and LSC. In 2017, RRC undertook several flood studies for local creek catchments in the RRC urban area. Ramsay Creek featured as one of these creek catchments modelled.

Modelling indicated that a large proportion of the overland flow paths contributing to the Ramsay Creek local catchment are located within the LSC boundaries. The management of flooding and flood risk associated with rainfall events becomes complex when the catchment is split between the two Councils. The successful implementation of regional flood mitigation projects becomes difficult when a large proportion of the catchment is managed by another Council.

Council is progressing along the Australian Institute Disaster Resilience (AIDR) Floodplain Management Process across the urban catchments in the Rockhampton Region. A flood study has been conducted on the Ramsay Creek catchment and this will inform future flood management practices within the catchment. RRC are not aware of any Flood Studies or planned Flood management activities within the Northern suburbs of Rockyview, Glenlee and Glendale.

ROCKHAMPTON REGIONAL COUNCIL

Map 16: Ramsay Creek floodplain and flood extent



Source: GDA

If the Northern Suburbs are transferred to RRC, further analysis of Ramsay Creek, Belmont Creek and Sunderland Creek would be required to understand flood risk within these catchments and inform future floodplain management practices within these catchments, including investment to manage flooding.

WASTE AND RECYCLING

A contractor is currently engaged by LSC to collect waste bins in the Northern Suburbs. Residents of this area are able to use waste transfer stations managed by LSC, of which the closest is at The Caves. However, this is further away for most residents in the Northern Suburbs than the Rockhampton Regional Waste and Recycling Waste Transfer Station at Lakes Creek Road.

RRC has the capacity to manage the collection of waste bins within this area, as current human resources are sufficient to provide this additional service. Based on property numbers and previous experience it would be one full day allocated to collect in this area.

It is expected that additional costs for providing waste services would be recovered through rates. However, there may need to be some realignment of collection days across the Rockhampton Region.

With respect to recycling collection, a contractor is currently engaged by LSC to collect recycling waste bins in this area. It is assumed that RRC would add this area to the RRC Recycling Bin Collection Contract with the same contractor. Again, it is expected that costs for the service would be recovered through rate collected.

Recycling Processing at the Material Recycling Facility

As the Material Recycling Facility (MRF) is currently not operational due to a fire in November 2020, all recyclables collected from LSC are being delivered to and consolidated at the RRC Waste Transfer Station at Lakes Creek Road in Rockhampton. From this location, RRC staff are loading and coordinating the long-

ROCKHAMPTON REGIONAL COUNCIL

haul transport of these recyclables to an alternative MRF outside of the Central Queensland region. Costs associated with recycling processing is currently being offset by income collected through rates, however not all costs are being recovered while the local MRF is unavailable.

ROAD NETWORK

Northern Suburb residential developments have direct access to the Bruce Highway. As these are small developments, they do not generate significant traffic volumes and, for the short-term, have minimal direct impact on Rockhampton's road network.

DTMR are actively trying to reduce the number of road accesses along this section of the Bruce Highway, and new developments would most likely be required to use existing LSC roads and intersections.

The location of the North Coast Rail line also presents a significant constraint on the road network and the ability to access the Bruce Highway. Queensland Rail policy will not approve any additional at-grade, open level rail crossings (OLC), and as such, any future development will be required to use existing OLC or build grade separated interchanges over the rail line.

The Rockhampton Ring Road (in development) will cross Alexandra Street and presents itself as a good connection point for this northern development onto the Bruce Highway.

Future development: Impacts on RRC road infrastructure

Traffic from future developments north of Ramsay Creek will most likely travel south from LSC into RRC through existing and future road connections at Belmont Road, Alexandra Street extended (McLaughlin Street) and the Bruce Highway. The location of the North Coast Rail Line will force most of the increased volume of traffic onto the RRC road network.

Due to the size of the land parcels north of Ramsay Creek, additional local road connections between these parcels and the RRC road network may be needed. It is anticipated that:

- 5km of urban sub-arterial road to connect at Alexandra Street extended
- 4km of major urban collector road is needed to connect into the Ellida development
- 6km of road widening is needed on Belmont Road
- 2 x 100m bridges over Ramsay Creek

In addition, it is likely that another two major urban collector roads will be needed for east-west traffic across these areas.

The construction of new roads and upgrade of existing roads would be classified as significant trunk infrastructure, as it would be required to service Northern Suburb development. This presents a significant cost to RRC.

Specifically, Northern Suburb development will bring forward works identified in Council's Local Government Infrastructure Program (LGIP), as well as creating new projects not currently identified in the LGIP.

Traffic generated within these parcels will mostly travel south onto RRC road network. The magnitude of additional traffic generated by these parcels will have a noticeable impact on most collector type roads within the Rockhampton urban area. Some obvious and notable upgrades that will be required are:

- Duplication of Alexandra Street to 4 lanes
- Duplication of the Alexandra Street bridge of the over Limestone Creek
- Alexandra Street Overpass over North Coast Rail Line
- Duplication of Alexandra Street Extended to four lanes

Associated intersection upgrades along these corridors

ROCKHAMPTON REGIONAL COUNCIL

COMMUNITY FACILITIES**Operational Challenges**

Approximately, 38 hectares of parks and open space maintenance would be added to the RRC service area, necessitating additional resources to service these areas to at least the current standard. Existing parks and open space infrastructure would need to be assessed from an asset management perspective to establish maintenance requirements and inclusion into the capital renewal program. Customer expectations and service levels would need to be consistent with existing RRC standards.

Summary of parks and service levels

The following community assets have been assessed against similar parks and open spaces currently managed by RRC.

Table 8: Northern Suburb Parks and estimates for maintenance

Name of Park in LSC	Area (m2)	Amenities and embellishment	Facilities Target Service frequency	Open Space Target Service frequency
Glenlee Park	27,190	Cricket nets, tennis court, 2 BBQ's, toilets, playground, bins, shelter & irrigation	Cleaning - twice weekly Playgrounds - weekly Structures - annually	2-4 weekly
Red Gum Reserve	24,010	N/A	N/A	4-6 weekly
Sondra Lena Park	72,590	Park, playground, shelters, BBQ, toilets, fenced area, no irrigation	Cleaning - twice weekly Playgrounds - weekly Structures - annually	4-6 weekly
Retention Basins on Murphy Drive	33,420	N/A	N/A	4-6 weekly
Dick Olive Park	33,977	N/A	N/A	4-6 weekly
George Olive Park	162,571	George and Olive Street combined	N/A	4-6 weekly
Olive Park	25,210	Manicured garden beds with playground, BBQ's and shelters	Cleaning - twice weekly Playgrounds - weekly Structures - annually	4-6 weekly
Total	1939			

Source: Livingstone Shire Council and Rockhampton Regional Council

ROCKHAMPTON REGIONAL COUNCIL

FINANCIAL ASSESSMENT

Financial positions for both Councils have been outlined in the report, *Boundary review of Livingstone Shire Council and Rockhampton Regional Council: Financial Assessment for Local Government Change Commission (2022)*, that the LGCC commissioned from the Queensland Treasury Corporation (QTC), and which relied on information provided by both Councils.

The QTC Report provides a scope of works, which notes that the report will not include some forms of assessment. However, even taking these constraints into account, further interrogation of financial information publicly available for both Councils finds that the assessment did not adequately or correctly assess some financial aspects of the issue, namely:

- LSC's financial position in the QTC report differs from current and forecast figures published in LSC information
- LSC's stated future revenue may not include accurate growth projections
- Financial capacity of LSC rate payers was underestimated, particularly when compared to RRC rate payers
- The contribution that RRC makes to the Northern Suburbs was not adequately recognised, nor were impacts of growth fully considered
- The capacity of each of council to provide sufficient services to and manage growth in the Northern Suburbs was not addressed in the QTC report
- The economic benefits of planned progressive growth to the north were not adequately considered
- Perhaps most importantly, the financial impact on Northern Suburb rate payers was not a focus of the report and should have received greater consideration

Information used in further assessment

A request was made to LSC to provide updated financial information to guide the submission lodged in 2019. However, this information was not forthcoming, and RRC's original submission was therefore based largely upon information that existed at the time of de-amalgamation.

Information from the Queensland Government and data analysis portals using Australian and Queensland Government data, as well as publicly available information from the two Councils, will be used to support the above.

Livingstone's financial position

The QTC financial assessment report found:

"...the proposed transfer of the three suburbs is forecast to have a negative impact on LSC's financial profile and a marginal positive impact on RRC's financial profile" (Page 3).

"...LSC would likely have sufficient flexibility to continue to make repayments on the reducing debt balances" (Page 16)

"...LSC's assumptions regarding restricted cash may also be conservative" (page 16)

While RRC acknowledges that there are short-term financial implications for LSC, further assessment shows that there are substantial differences between the Operating Surplus Ratios forecast as a Base Case in the QTC Report (page 15) and the forecast in LSC's Annual Report 2020-21.

ROCKHAMPTON REGIONAL COUNCIL

Table 9: Comparison of QTC Report and LSC Annual Report (2020-21)

	QTC Report (Base Case)	LSC Annual Report 2020-21
2024-25	2.0%	3.9%
2025-26	4.3%	5.9%
2026-27	5.5%	7.5%
2027-28	4.4%	6.3%
2028-29	3.6%	5.5%
2029-30	4.6%	6.6%
2030-31	4.5%	6.5%

Source: QTC Financial Assessment for LGCC and LSC Annual Report (2020-21)

The LSC Annual Report notes that the net result excludes capital items. The QTC Report does not provide any qualifying information that would indicate that different modelling or other factors were considered in the Operating Surplus Ratios provided.

Further evidence suggests that the volume of rateable properties anticipated to generate revenue may have been underestimated, which would indicate that cashflow projections and operating surplus ratios also require adjustments.

RRC has considered the potential loss of revenue by LSC and would be open to negotiating arrangements with LSC for a period of time to mitigate these impacts, in the event of a localised operating surplus after all transferred expenses are taken into consideration, should the transition of the three suburbs to RRC occur. Any contribution by RRC would, however, be subject to consideration around the condition of transferred assets and the significant replacement requirements that would need to be funded by RRC in the future.

PROJECTED GROWTH IS ANTICIPATED TO PROVIDE LSC WITH REVENUE GREATER THAN FORECAST IN THE QTC REPORT

As noted in *Growth in Livingstone*, above, the high-growth areas for LSC are not in the Northern Suburbs. However, a Queensland Government report, *Residential land development activity profile: Livingstone (5) Local Government Area (LGA) (19 May 2022)*, shows that:

- Total lot approvals in Livingstone increased by 148% in year ending December 2021. For the same period, Rockhampton's increase was 53%.
- Of the total lot approvals for year ending December 2021, Livingstone represented 56% of total urban lots approved throughout Central Queensland. In comparison, Rockhampton's share of Central Queensland approvals was 27%.

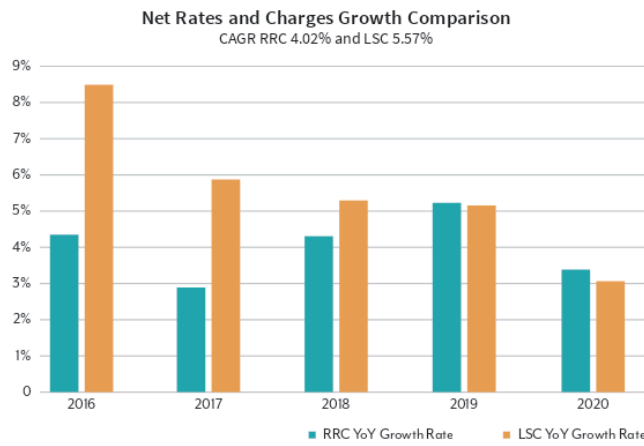
Both Councils currently have a very high capacity to raise their own source revenue with LSC attributing 83% of operating revenue in the 2021/2022 Budget to rates and charges, and RRC being less at 73% of operating revenue.

As noted in the *Growth in Livingstone* section of this report, over half of total urban development in Central Queensland is within Livingstone, meaning their opportunity to increase rateable properties is significantly higher than any other region.

The following comparison demonstrates differential rates of growth of the two Councils' revenues post de-amalgamation, noting that 2015 is the first full year and 2021 data has not yet been published. This underscores the assertion that LSC is growing at a faster pace and is likely to be able to navigate the boundary change sufficiently.

ROCKHAMPTON REGIONAL COUNCIL

Image 3: Net rates and charges, comparison of RRC and LSC



Source: Rockhampton Regional Council

LSC COMMUNITY AFFORDABILITY CONSIDERATIONS

The QTC report notes that LSC “advised that community affordability considerations may constrain council’s ability to raise rates and charges.” However, when looking at demographic data of the two LGAs, data shows that there is greater financial capacity within LSC residents.

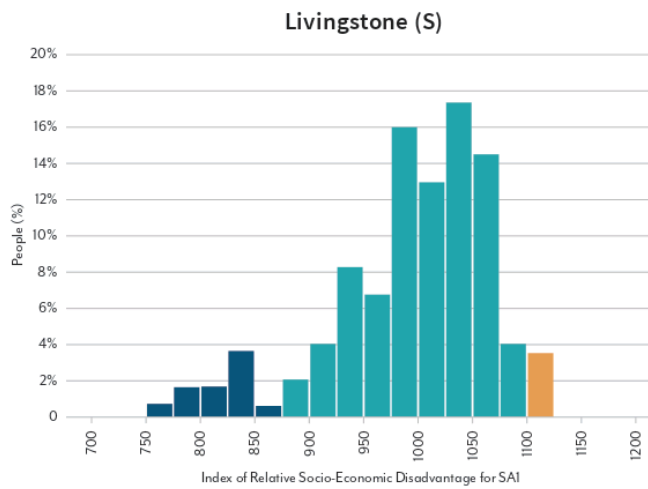
Table : Socio-economic comparison of LSC and RRC

	LSC	RRC
SEIFA – Socio-Economic Indexes for Areas (1000=average)	993	951
Mean personal annual income	\$66,676	\$63,024

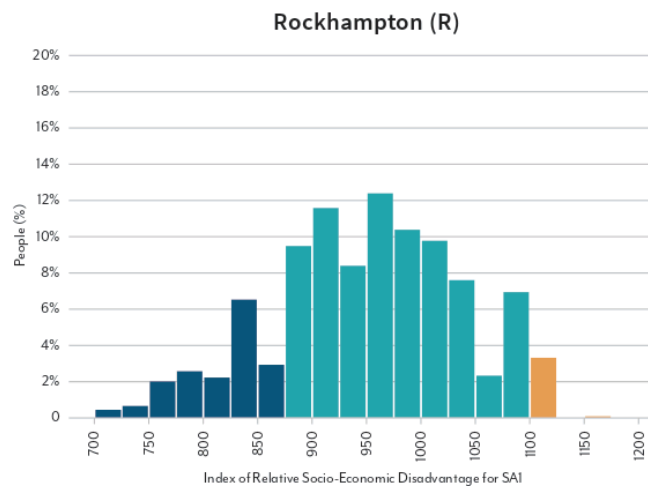
Data source: Social Health Atlas of Australia: Queensland Local Government Area, Published 2022

Of note is that while the SEIFA rankings are similar between the two LGAs, the proportion of people within Livingstone above 1000 SEIFA points is greater than Rockhampton.

ROCKHAMPTON REGIONAL COUNCIL



Rockhampton (R): percent distribution of usual residents across SA1 scores



Capital expenditure put forward by LSC for the three suburbs appear to be significantly underestimated

The QTC financial assessment report notes: “Given the disparity between the estimates provided by LSC and RRC, the asset conditions and potential renewals may require further investigation.”

Even by pre-amalgamation assessments, the investment required in capital expenditure is far greater than LSC have put forward to the QTC. LSC have anticipated a reduction of \$1.9 million in capital expenditure over a 6-year period if the Northern Suburbs were transferred to RRC, signifying the amount they would have anticipated spending on the Northern Suburbs for this period.

ROCKHAMPTON REGIONAL COUNCIL

As noted in *Future infrastructure requirements for the Northern Suburbs*, above, RRC anticipates substantial investment in trunk infrastructure is required for residential development. From this, it is understood that LSC have no plans to make the necessary investment in residential development of the Northern Suburbs.

The scale of investment that is required to meet the needs of the Northern Suburbs must be evaluated accurately in order to undertake responsible planning to ensure growth can progress. It is not a case of 'if' the Northern Suburbs will grow, but 'when'. Given the dramatic development in Parkhurst along the border, it is apparent that a growing community is developing north of Rockhampton.

Residential development will require investment in trunk infrastructure if it is to occur, and the cost will be substantially more than the \$1.9 million forecast by LSC. As there is already a reliance on RRC infrastructure, as well as an assumption that any development will be incorporated into RRC networks, the cost for development must be considered in context of a financial assessment of the two Councils, both in terms of a base case (status quo) and scenario model (transfer of the localities to RRC).

RRC ALREADY BEARS A FINANCIAL BURDEN BY PROVIDING SERVICES AND INFRASTRUCTURE USED BY THE NORTHERN SUBURBS

As has been pointed out, RRC owns a lot of the infrastructure networks and assets used by Livingstone, including water supply, roads, community facilities and sewerage to a lesser extent. Additionally, when looking at activity levels of the Northern Suburbs, it is apparent that there is extensive use of RRC infrastructure *in preference to that offered by LSC*. This is not occasional usage, but day-to-day use of infrastructure and services that provide a high degree of liveability.

The only service for which RRC receives compensation from LSC is for bulk water supply to Livingstone, which, as detailed earlier, is likely to require changes to applied charges when the Bulk Water Agreement is due for review.

As outlined in *Future infrastructure requirements for the Northern Suburbs*, RRC is anticipated to continue bear infrastructure costs regardless which Council has ownership of the three localities. If growth progresses, those costs will increase, and there are no mechanisms for receiving compensation from LSC or their rate payers for the construction, upgrade, expansion or use of RRC infrastructure.

RRC HAS A SIGNIFICANT ASSET BASE THAT CAN MANAGE GROWTH

The QTC financial assessment report evaluates the financial positions of the two councils without regard to the impacts of growth across the Region or where that growth may occur.

Growth in the Northern Suburbs area is a given. It will progress. The impacts on water, sewerage and road infrastructure have already been detailed in this report. RRC is planning for growth and our forecasts reflect the investment that will be required.

Rockhampton has been working hard to keep its Operational Budget in surplus. During the de-amalgamation, the process suggested that without intervention, the removal of the LSC portion of its operations would leave the remaining Rockhampton Region as a financially Weak council. The repeated impact of Natural Disasters as well as the need to invest in Economic Development has meant very little room to move each year.

Following de-amalgamation, rating structures were changed to yield additional revenues. Since 2013, Council has increased its rates revenue by 32%, with very minimal property growth over this time.

RRC's forecast Net Financial Liabilities ratio for the 2021/2022 Budget is at 73% which is above the sustainable range of 60% and Council is not forecast to meet the 60% target until 2028.

RRC has a significant borrowing program over the period of 2024/2025 through to 2030/2031, with total borrowings forecast at \$54,000,000 as per RRC's adopted 2021/2022 budget. Conversely, LSC has no forecast borrowings over the same period, with the Net Financial Liabilities ratio to dip below 0% in 2026/2027, demonstrating LSC's capacity to fund their future capital program via debt rather than solely relying on cash.

RRC's asset sustainability ratio is above the targeted 90% benchmark for the 2021/2022 Budget, however future years are well below the target. In short, RRC has limited flexibility in its forward budget.

ROCKHAMPTON REGIONAL COUNCIL

Economic benefits of planned progressive growth to the north must be considered

As highlighted in the *Case Study on Mildura Rise*, there are significant economic benefits to growth that is planned holistically and progressively, and which actively avoids fragmentation of land as it is being developed.

As water and sewerage infrastructure required to support growth is already owned and managed by RRC, these economic benefits are primarily realised through RRC's planning and delivery of this infrastructure.

THE RATEPAYERS IN THE THREE SUBURBS WILL BE SUBSTANTIALLY BETTER OFF FINANCIALLY

The impact on properties within the three communities is not fully known on an individual basis as the updated rating information has not been received, however Council has utilised valuation data from Queensland Globe to model the expected rate revenue, based on the LSC adopted Revenue Statement for 2021/2022. RRC has also modelled the same valuation data using RRC's Revenue Statement to provide a comparison.

The rating data modelled does not include any water consumption charges as this information is captured and charged by LSC. Council has overall water consumption data for the "Caves Water Supply Scheme", which includes water consumed by the three northern suburbs, together with other users, such as the Capricorn Correctional Centre and other residential settlements further north, such as The Caves. During 2020/2021, the average daily consumption was 3.92ML/day for the Caves Water Supply Scheme. In 2014, the average daily consumption was 2.8ML/day, so there has been a considerable increase in water consumption in this area since de-amalgamation.

RRC modelled waste collection charges and water access charges based on the number of properties in the three suburbs currently serviced by the waste contractor, who is currently collecting general waste and recyclables on behalf of LSC. As Council is not privy to this information as it can only be determined by LSC, it has been assumed that if the property is receiving a waste collection service, then it is expected that there is a dwelling on the land and therefore would be connected to water also.

Despite the lack of water consumption charging data, the rate modelling has identified that rates for the majority of properties would decrease if they were to merge into RRC's Rating structure. An exercise of rates comparison suggests that the impact, excluding water consumption charges, could be near to \$498,000 in total or an average of \$383 less per property. Waste collection alone would reduce from \$519 per service per year to \$458 per service per year. Overall, the model has identified that total charges (excluding general rates) would be 20% less if the properties were transferred to RRC. This represents a substantial benefit to the affected ratepayers.

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ROLE OF LOCAL GOVERNMENTS

The information above culminates in one key concept: the role of local governments. Queensland State Local Government Act includes a set of principles in Chapter 1.4.2 (see Appendix A), the first four of which are:

- (a) transparent and effective processes, and decision-making in the public interest; and
- (b) sustainable development and management of assets and infrastructure, and delivery of effective services; and
- (c) democratic representation, social inclusion and meaningful community engagement; and
- (d) good governance of, and by, local government

These principles are at the heart of this submission.

The current situation in Northern Suburbs provides neither transparent nor effective processes and decision-making that is in the public interest. This is evidenced by an over-complicated planning environment for developers, which may impact on the ability of the Region to grow and flourish.

This leads on to the second principle. The current approach will ensure that development is anything but sustainable. Ad hoc growth means that infrastructure will be reacting to demands, rather anticipating and planning for growth. As highlighted in the Mildura Rise Case Study, the financial imposition on RRC infrastructure means that Council will be constrained in recovering costs as well as in its ability to plan holistically, which will create a significant financial burden that RRC rate payers will have to bear.

The third and fourth principles reflect the position that residents and rate payers of the Northern Suburbs find themselves in. They are paying fees and charges for infrastructure and services that they don't use or benefit from. Activity data demonstrates their inextricable linkages with Rockhampton. As such, their voices, needs and futures are not reflected in the current local government boundary.

SOCIAL ECOLOGICAL MODEL

It is widely acknowledged that local governments are the layer of government closest to communities and their residents. The diagram below outlines the layers (or ecology) of society around people and communities.

Image 5: Social ecological model



Source: Rockhampton Regional Council

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Local governments are the layer of government most aware and responsive to their needs. Rockhampton, in consideration of the impacts of growth in those communities and in its understanding of where Northern Suburbs residents live, work, study, play and access services, is the local government that has been and will continue to be most aware and responsive.

Local governments are also effective advocates for the needs of their communities and are often called on to represent communities to state and federal levels of government. Rockhampton has been a champion for the Region and is recognised as a service and cultural hub of Central Queensland. As the Northern Suburbs represent the primary growth corridor for Rockhampton, RRC is best placed to provide democratic representation.

PUBLIC VALUE

Public value describes the value that residents see governments create through the provision of efficient services. It articulates not only the relationship between those that provide and receive those services, but also the beneficial nature of that relationship. Providing services is more than just a transaction. By doing the things it does, local governments create liveable communities, encourage investment, develop opportunities for residents to be involved, and generate activity with considerable flow-on benefits.

It's clear that the RRC provides public value for the residents of the Northern Suburbs. Activity mapping demonstrates just how much value RRC provides them, particularly when compared with LSC.

Public value is not only created when the beneficiary recognises those benefits, but also when the local government is able create efficiencies on their behalf. RRC is the only local government authority that is able to create efficiencies in the provision of services to the Northern Suburbs, primarily through adopting a strategic approach to planning and service delivery. What's more, those benefits have a far-reaching impact that affects the residents across the Rockhampton Region.

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APPENDIX A – QUEENSLAND GOVERNMENT LEGISLATION, REGULATIONS AND LOCAL GOVERNMENT CHANGE COMMISSION (LGCC) TERMS OF REFERENCE

LOCAL GOVERNMENT ACT 2009

SECTION 19 LGA 2009- ASSESSMENT

- (1) The change commission is responsible for assessing whether a local government change proposed by the Minister is in the public interest.
- (2) In doing so, the change commission must consider—
 - (a) whether the proposed local government change is consistent with a Local Government Act; and
 - (b) the views of the Minister about the proposed local government change; and
 - (c) any other matters prescribed under a regulation.
- (3) The change commission may conduct its assessment in any way that it considers appropriate, including, for example, by—
 - (a) asking for submissions from any local government that would be affected by the proposed local government change; or
 - (b) holding a public hearing (in the way set out in chapter 7, part 1) to ask the public for its views about the proposed local government change.
- (4) However, the Minister may direct the change commission in writing to conduct its assessment of the proposed local government change in a particular way.
- (5) Despite subsection (3), the change commission must comply with the Minister's direction.
- (6) The change commission must let the public know the results of its assessment and the reasons for the results, by publishing notice of the results—
 - (a) in a newspaper that is circulating generally in the local government area; and
 - (b) in the gazette; and
 - (c) on the electoral commission's website.
- (7) The change commission must also give the results of its assessment to the Minister.
- (8) The change commission may recommend that the Governor in Council implement the change commission's assessment

LOCAL GOVERNMENT PRINCIPLES (CHAPTER 1.4.2)

THE LOCAL GOVERNMENT PRINCIPLES ARE—

- (a) transparent and effective processes, and decision-making in the public interest; and
- (b) sustainable development and management of assets and infrastructure, and delivery of effective services; and
- (c) democratic representation, social inclusion and meaningful community engagement; and
- (d) good governance of, and by, local government; and
- (e) ethical and legal behaviour of councillors, local government employees and councillor advisors.

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LOCAL GOVERNMENT REGULATIONS 2012**PART 2 CHANGING A LOCAL GOVERNMENT AREA, NAME OR REPRESENTATION****DIVISION 1 CHANGING BOUNDARIES OF A LOCAL GOVERNMENT****Section 8 What Division 1 is about**

This division prescribes, for section 19(2)(c) of the Act, the other matters to be considered by the change commission if a proposed local government change relates to a change of the boundaries of a local government area.

Section 9 Communities of interest

(1) The external boundaries of a local government area should be drawn in a way that has regard to communities of interest, including that the local government area should generally—

- (a) reflect local communities, for example, the geographical pattern of human activities (where people live, work and engage in leisure activities), and the linkages between local communities; and
- (b) have a centre, or centres, of administration and service easily accessible to its population; and
- (c) ensure effective elected representation for residents and ratepayers; and
- (d) have external boundaries that—
 - (i) do not divide local neighbourhoods or adjacent rural and urban areas with common interests or interdependencies, including, for example, economic, cultural and ethnic interests or interdependencies; and
 - (ii) subject to the water catchment principle—follow the natural geographical features and non-natural features separating different communities; and
 - (iii) do not dissect properties.

(2) The water catchment principle is the principle that water catchment areas should generally be included in the local government area they service.

10 Joint arrangements

(1) Regard should be had to whether or not a joint arrangement should be established instead of, or in combination with, a change to the external boundaries of a local government area.

(2) A joint arrangement includes the following—

- (a) a joint local government;
- (b) a joint standing committee;
- (c) joint action by agreement;
- (d) the joint exercise of local government jurisdiction or the joint operation of an activity, facility or service;
- (e) an agreement on, or extension of, an activity, facility or service outside a local government area;
- (f) a contribution for the operation of an activity, facility or service outside a local government area;
- (g) resource sharing by local governments;
- (h) any other type of arrangement of a joint nature the change commission considers appropriate, including an arrangement not dealt with under the Act.

11 Planning

The external boundaries of a local government area should be drawn in a way that—

- (a) helps in—
 - (i) the planning and development for the benefit of the local government area; and
 - (ii) the efficient and effective operation of its facilities, services and activities; and
- (b) has regard to existing and expected population growth.

12 Resource base sufficiency

A local government should have a sufficient resource base—

- (a) to be able to efficiently and effectively exercise its jurisdiction and operate facilities, services and activities; and
- (b) to be flexible and responsive in the exercise of its jurisdiction and the operation of its activities, facilities and services.

58 | NORTHERN BOUNDARY SUBMISSION DOCUMENT

ROCKHAMPTON REGIONAL COUNCIL

LOCAL GOVERNMENT CHANGE COMMISSION**TERMS OF REFERENCE**

Pursuant to section 19(4) of the Local Government Act 2009, the Minister for Local Government directs the Local Government Change Commission to conduct its assessment of the proposed Local Government change in the following way:

- Consult with the affected Local Government and residents of the affected communities to gauge the level of support for the Local Government boundary change.
- Conduct a review of the financial sustainability of Livingstone SC and Rockhampton RC to determine whether proceeding with implementation of the proposed boundary change (or not) will adversely impact the immediate and/or ongoing financial position and sustainability of the two Local Governments. Both local government authorities shall have input into their respective financial sustainability reviews, such input to be considered prior to any decision on a boundary change being made.
- Provide advice to the Minister for Local Government on the boundaries of each Local Government area taking into account:
 - communities of interest that may exist between the two Local Government Authorities;
 - relative financial disadvantage and the likely impact on service use and capacity to raise own source revenue;
 - reasonable town planning requirements to accommodate population growth;
 - reciprocal use of services and infrastructure; and
 - the enhancement of mutual lifestyle and economic development opportunities.
- Provide advice to the Minister for Local Government on the number and distribution of divisions in Rockhampton RC should the Local Government boundary change occur.
- Provide advice to the Minister for Local Government about the timing of the implementation of the potential Local Government boundary change taking into account;
 - the impact on each Local Government's long-term financial sustainability;
 - likely changes that will impact on rateable properties in the foreseeable future;
 - reasonable town planning requirements to accommodate population growth;
 - the reciprocal use of services and infrastructure across both regions;
 - preparation of their electoral rolls; and
 - the identification of divisional boundaries and associated quotas.
- Determine the classification of each Local Government area
- Consult with the impacted communities regarding the name of each Local Government area

Provide advice to the Minister for Local Government on the number of Councillors for Livingstone SC and Rockhampton SC should the Local Government boundary change occur.



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14 CLOSED SESSION

In accordance with the provisions of section 254J(3) of the *Local Government Regulation 2012*, a local government may resolve to close a meeting to the public to discuss confidential items, such that its Councillors or members consider it necessary to close the meeting.

RECOMMENDATION

THAT the meeting be closed to the public to discuss the following items, which are considered confidential in accordance with section 254J(3) of the *Local Government Regulation 2012*, for the reasons indicated.

15.2 Memorandum of Understanding Consideration

In accordance with section 254J(3)(g) of the *Local Government Regulation 2012* it is considered necessary to close the meeting to discuss negotiations relating to a commercial matter involving the local government for which a public discussion would be likely to prejudice the interests of the local government.

15 CONFIDENTIAL REPORTS

15.2 MEMORANDUM OF UNDERSTANDING CONSIDERATION

File No: 10486

Attachments: 1. MOU

Authorising Officer: Angus Russell - Executive Manager Strategy and Planning
Evan Pardon - Chief Executive Officer

Author: Steven Ellis - Coordinator Community Master Planning

In accordance with section 254J(3)(g) of the *Local Government Regulation 2012* it is considered necessary to close the meeting to discuss negotiations relating to a commercial matter involving the local government for which a public discussion would be likely to prejudice the interests of the local government.

SUMMARY

Council to consider entering into a Memorandum of Understanding.