

3. URBAN DEVELOPMENT

3.1 Explanation

"Urban Development" embraces development in those areas where residential uses of an urban density dominate and includes those other uses (principally commercial and retail, social and educational facilities and industry) which are required to service the residential areas and are normally integral components of such areas.

3.2 Key Issues

The key issues dictating the planning strategy in the Shire's urban areas and Permissible Areas for Rural Residential include:

- the expectation that the current high rates of population and tourism growth will continue for the life of the Strategic Plan;
- the serious impacts that such growth, if not properly managed, can have on the important natural and aesthetic resources, the protection of good quality agricultural land, the loss of character and livability and the costs of physical and social infrastructure;
- the advantages in facilitating higher densities and encouraging infill and redevelopment without compromising living standards for potential or existing residents and visitors;
- the need to limit high rise development to agreed locations;
- contemporary design of housing estates and other urban areas which have tended to lack community identity, character and focus;
- the continued availability of the current diversity of housing options, from high-rise units to rural retreats, recognising the limited suitability of some forms of development in the light of other sound objectives, such as the containment of urban areas, the preservation of important habitats and good quality agricultural land, the image and character of the Shire and the impact of high densities and substantial buildings on residential amenity;
- changes in household structure with significant single person and single parent households with a subsequent change in the housing form that meets their needs;
- the need to address effects of the State controlled road network, including the visual impacts and impacts of traffic noise, dust and vehicle emissions;
- the need to service urban areas with Local centre and General store development, at a limited range of sites, and providing clear expectations for local communities.

3.3 Urban Strategy

The following outlines the elements of the planning strategy to be employed in those areas shown as Urban and Permissible Area for Rural Residential on the Strategic Plan Map:

3.3.1 The principal element of the strategy is the allocation of Urban areas and Permissible Areas for Rural Residential which recognise the broadly different residential categories containing urban communities and

providing separation between communities with characteristic rural and natural landscapes and protecting good quality agricultural land and significant natural and scenic resources from urban expansion.

3.3.2 The Urban allocation indicates areas existing and preferred for predominantly residential use. A range of ancillary uses such as commercial and retail, social and education facilities and industry may also establish within Urban areas.

3.3.3 Areas within the urban designation possess significant natural attributes important to the character or environment of a locality or are needed to meet open space requirements of the community. Development proposals in these areas should seek to preserve significant habitat and provide for a integrated open space network.

3.3.4 Specific areas have been included within the Permissible Area for Rural Residential on the basis that they are considered to contain land suitable to this form of closer settlement within the time span of this Plan. This includes:

- areas relatively close to substantial urban settlements;
- areas of infill in locations where rural residential is the dominant land use;
- land which is topographically constrained for other more intensive land uses;
- those catchments where opportunities for higher forms of development are restricted due to the downstream hydrological characteristics.

3.3.5 Strategies and policies relating to matters such as lot configuration design, building siting, the location of commercial, transport and community facilities and the relationship between transport modes will be employed. These controls are aimed at improving social interaction and accessibility, primarily in new urban areas and commercial centres.

3.3.6 The spread of urban areas is contained in the interests of preserving the identity of individual communities, maximising the efficiency of urban infrastructure and minimising the loss of good quality agricultural and rural land and land possessing high habitat or scenic values. Containment strategies, such as urban renewal and infill techniques, are facilitated.

3.3.7 High-rise development will be limited to the existing coastal tourist node of Mooloolaba, Alexandra Headland, the Maroochydore Principal Activity Centre and a small strip of land at Marcoola.

3.4 Preferred Dominant Land Uses

3.4.1 Urban

The Urban allocation identifies areas suitable for residential premises of varying densities, but allows for retail, commercial, community services and general industrial activities required to serve the day-to-day needs of local communities and which are of a scale appropriate to these needs.

The Urban areas may include land which is considered to have significant ecological value and sensitive development options would be appropriate to adequately incorporate this land into the urban fabric with minimal impact.

3.5 Objectives and Implementation Measures

3.5.1 To Develop Upon and Consolidate Existing Residential Areas

Considerable emphasis has been given to consolidation and containment of the existing urban form and structure as shown on the Strategic Plan Map. Particular weight has been placed upon the containment of the creation of rural residential lots. This emphasis allows greater efficiencies in the delivery of social and physical infrastructure and provides greater protection for good quality agricultural and rural land and the considerable natural resources of the Shire.

It may not be possible to accurately quantify the total cost to the community of premature urban expansion. However, there are considerable physical costs attributable to inefficient development in providing services and maintaining infrastructure, even where infrastructure is provided by an applicant, and there are social costs associated with matters such as isolation and limited community involvement. For these reasons, the Council will only facilitate proposals which logically expand on existing urban development.

An indication of a logical development sequence, is given in the Priority Infrastructure Plan.

Implementation

1. Council will generally only support applications for urban development in which the connection to all existing development infrastructure and the provision of social infrastructure can be achieved in an orderly and progressive manner.
2. Council is prepared to negotiate development parameters on innovative forms of urban development which may contribute towards this objective, even where such development may not satisfy all Planning Scheme requirements.
3. The Priority Infrastructure Plan will be used by Council to guide urban development and rural residential development in an orderly, cost efficient and socially effective manner.
4. Council will not support any further urban uses west of the mouth of Eudlo Creek other than the land shown Urban on the Strategic Plan Map.

3.5.2 To provide for a Diverse Range of Housing and Residential Lots

While it is anticipated that the single detached dwelling will remain the dominant form of housing within the Shire, consideration needs to be given to the particular and changing demographic and economic characteristics of the Shire. This will be achieved by adopting residential standards which encourage a diversity of housing types and housing mix which meet community expectations.

Implementation

1. Residential development will generally be in accordance with the desired character of the Planning Area and Precinct in which the premises are proposed to be situated.
2. The Planning Scheme's development provisions facilitate a range of lot sizes, housing types and higher density accommodation.
3. To allow for low cost housing and market demand for smaller housing, development in the urban residential Precincts, in accordance with local character. In the interests of ensuring that such development provides suitable home environments and integrates with existing neighbourhoods, impact assessable applications will be assessed against the provisions of relevant codes and the Statements of Desired Precinct Character contained in Volume 3. In addition, regard may be given to the Queensland Residential Design Guidelines (QRDG).
4. The development of high-rise apartment buildings is allowed for in the tourist nodes of Mooloolaba, Alexandra Headland and a small area at Marcoola, as well as in the Maroochydore Principal Activity Centre. It is not envisaged that such development will be supported outside those nodes.

3.5.3 To Encourage A Comprehensive and Integrated Set of Performance and Prescriptive Standards To Cover Low and Medium Density Residential Development

The successful adoption of the Performance and Criteria and Acceptable Measures will provide a comprehensive and integrated set of performance and prescriptive standards which will be applied to low and medium density residential development within the Urban areas.

Implementation

1. Council will assess applications for residential development in accordance with the Planning Scheme codes.
2. In some parts of the Shire, additional criteria will be applied as dictated by local conditions, which may relate to matters such as the protection of significant vegetation, natural resources, flood prone land and steeply sloping land. These are identified by the Special Management Areas and Planning Areas and Precincts.

3.5.4 To Ensure That The Physical Environment Can Sustain Urban and Rural Residential Development

Because the Shire's urban areas comprise significant areas of steep or slip-prone land, potential exists for inadequate drainage, slope retention and site planning to compromise the conditions of development below and to scar visually prominent features of the landscape. Substantial amounts of land are also flood-prone. Implementation criteria are intended to ensure sound planning prevents or minimises potential problems.

It is recognised that the protection of certain natural areas is necessary for the future image of the Shire and

the maintenance of its natural environmental integrity. Subsequently, development within the Urban areas and Permissible Areas for Rural Residential should have regard to areas of natural habitat.

In order to determine the potential effect of any proposal on areas determined to have environmental significance, Council may seek the submission of an environmental impact statement and/or management plan. The identification of areas is important in implementing the Planning Scheme's strategic measures.

Urban designated areas which contain significant stands of vegetation or fauna habitats may have their significance protected in a variety of ways, depending on the nature of the stand or habitat, ranging from habitat preservation measures to dedication of land. The appropriate development of a particular area can only be determined after an assessment has been made of its environmental and/or visual significance.

Information available from Council should be sufficient to enable a basic understanding of the significant features of the area involved. Developers are encouraged to hold pre-application or pre property-purchase meetings with Council officers.

Implementation

1. Applications for development in Urban areas which contain Vegetation Management Units (refer Figure 4-2.1.1(a) or on land adjoining areas shown as Conservation on the Strategic Plan Map, are likely to be subject to a request for an environmental assessment addressing any likely impact of the proposal on the important habitat elements of the identified area.

2. Development of land which is recognised as having conservation value is to provide for the adequate protection of the relevant significant habitat and other areas which are determined to have habitat areas of significance. In such cases, the Council may seek the dedication of land for that purpose. Developers are encouraged to negotiate the parameters of development and land dedication prior to lodging an application. Negotiation may include alternative means of preserving the significant areas.

3. Applications for development on land, displaying other sensitive environmental characteristics, and generally included in a Special Management Area under the development management provisions (in Volume 1) of the Planning Scheme, are likely to be subject to a request for a formal environmental assessment report outlining the manner in which the development is to be carried out to minimise environmental degradation, having regard to the guidelines for such assessment set out in relevant Planning Scheme codes and policies. The Council may request the submission of an environmental impact statement in some cases.

4. All applications are to address the possibility of impacts relating to steep or slip-prone land in accordance with the provisions of Section 18.0 of the Strategic Plan and relevant Planning Scheme codes.

5. All applications relating to land in flood-prone areas are to describe the known flood-plains and the characteristics of natural drainage and detail the drainage, landfilling, open space allocation and site planning to be adopted in addressing flood issues.

6. If, after assessing any environmental impact statements or environmental assessments, Council is not satisfied that a sensitive environment or habitat can adequately sustain a proposed development, it may not support the application.

7. Applications for development which adjoin or are within the near vicinity of land used or likely to be used for agriculture shall have regard to the State Government's 'Planning Guidelines – Separating Agricultural and Urban Land Uses' and State Planning Policy 1/92 as both require the provision of suitable buffering to good quality agricultural land. Similar considerations will apply to lands intended for commercial pastoral use.

8. All applications will be required to demonstrate that adequate stormwater systems can be provided for water quality and quantity management.

3.5.5 To Enhance the Amenity of Existing and Proposed Residential Areas and Permissible Areas for Rural Residential

Appropriate lot reconfiguration design and land use planning contribute towards the well-being of residents and the broader community. This can be achieved by ensuring reasonable accessibility to services, improving safety for motorists, pedestrians, cyclists and the community generally, maximising the potential of the landform and providing useable recreation space linked where possible to regional open space systems.

Implementation

1. Council will have regard to the following criteria for applicable applications in the Urban areas and Permissible Areas for Rural Residential shown on the Strategic Plan Map:

- the desired character of the Planning Area and Precinct in which the site is located;
- open space needs and the relationship of the area to the provision strategy set out in the Priority Infrastructure Plan;
- accessibility to the retail, commercial and community services required by occupants of the proposal;
- the impacts of any Local centre development on the amenity (including visual, character, traffic, noise, odours, vibrations, etc) of existing properties and streets;
- the adequacy of existing and proposed roads to cope with the level of traffic and on- street parking likely to be generated;
- the provision of appropriate buffering to address the impacts of traffic noise, dust and vehicle emissions and for visual amenity on land adjoining State controlled roads;
- the aesthetics of the proposal relative to the site's role in the locality and its visibility from major roads, public areas, coastline, environmentally or visually significant areas and tourist nodes;

- the noise impacts of developing land adjoining State controlled roads;
- the design and operational characteristics of the proposal which ensure its compatibility with the primarily residential nature of development in these designations; matters to be taken into account include noise, dust and smell nuisance, the impact of lighting devices, screening of service and parking areas, building height and bulk and traffic generation;
- the design and locational elements which contribute to the privacy of occupants of the proposed and neighbouring premises;
- the landscaped presentation and buffering of the proposal with regard to vegetation preservation, revegetation, the retention of natural features on the site and the use of native species;
- designs which have regard to the retention of significant vegetation, the revegetation of denuded areas, the establishment of landscaping to achieve a particular streetscape theme and the retention of valued habitat or corridors connecting valued habitat; and
- the adequacy of any existing or proposed buffer to any non-residential use which may exist or may establish on an adjoining property. In respect to buffering needed for agricultural and other productive rural uses, regard shall be given to guidelines issued by the State Government.

2. Council will have specific regard to the following criteria for applicable lot reconfiguration applications and other applications which involve the layout of urban communities:

- the design and layout of accessways, demonstrating that the location of lots, retail and community facilities, schools, recreation or open space, roads and pedestrian and cycle paths facilitate and provide easy access between homes and the places where the community shops, gathers and recreates, with priority being given to non-vehicular modes of transport;
- the location of retail and community facilities to reflect their role as the focal point for the community in which they are located;
- the treatment of visually prominent parts of a site, such as crests; and
- the preservation of the semi-rural character of Permissible Areas For Rural Residential.

3. Further detail on lot reconfiguration is provided in the Code for Reconfiguring Lots.

4. Council will require the construction of concrete footpaths as part of residential developments.

3.5.6 To Provide for Retail Commercial and Service Industrial Activities Appropriate to Service the Residential Communities without Compromising Residential Amenity

Local retail, commercial and service uses should be part of the urban fabric, as they can desirably form a part of the community to which they provide a service. However, they may cause detrimental impacts on residential amenity because of their potential to generate traffic and people movements, to produce noise and smell and to shed light. The concentration of such activities maximises community focus objectives and localises any potential amenity problems.

Implementation

Council will take into account the following criteria when assessing applications for non-residential uses in Urban areas and Permissible Areas for Rural Residential:

1. Approval is only likely to be granted to development of retail, commercial and service uses which are to be located on a specific site (in a Centre Precinct or site specifically identified) and which offer a service only to local communities (other than in the Maroochydore Principal Activity Centre) and are consistent with the intent for, and desired character of the Planning Area and Precinct in which it is to be situated. Consideration will be given to the characteristics of the proposed use, including its location and scale, which determine its accessibility to its locality and its ability to service areas beyond an immediate locality and consequently diminish the vital role played by such facilities in providing a community focus and identity.

2. It is envisaged that local retail, commercial and service uses will be concentrated into nodes in urban communities. In new communities, these nodes will generally have been established at the conceptual and detailed site planning stages. In older ones, they will be on specifically designated or referenced sites characterised by the existence of shopping groups or centres which are adequately accessible to a locality. In all Planning Areas the preferred site for the Local centre will be clearly referenced. Applications for retail, commercial and service uses outside these sites will not be supported.

3. Consideration will be given to the impacts of noise, dust, smell, light and traffic on neighbouring properties by assessing the nature of the proposed activities, the proposed buildings and site layout, the roads from which access is obtained and the location and design of activity areas, parking areas, access points and sources of noise, smell or light relative to residential neighbours.

4. It is envisaged that local services and some service industries will form part of the community focus of the nominated Local centre sites. The Council is unlikely to support applications for development which may create significant impacts on residential amenity and should therefore be located in designated industrial areas. Consideration will be given to otherwise unacceptable proposals which can demonstrate compatibility because of the nature of their activities and/or the performance characteristics of the buildings in which they are to be located.

3.5.7 To Minimise the Impact of Multi-Storey Residential Development

The availability of land for Multi-storey residential development is necessary to satisfy demand for Residential and Tourist accommodation and to realise urban consolidation objectives. However, there are potential impacts on traditional low density residential areas because of possible effects on privacy, bulk and scale of development, traffic and construction activity. The Strategic Plan seeks to manage such development through localising activity nodes and controlling and guiding the impact of individual proposals.

Implementation

(1) In assessing Multi-storey residential applications, Council will have regard to the following criteria:

- Council is unlikely to support applications seeking Multi-storey residential premises unless the sites to which they relate are located in a nominated principal tourist area or in the immediate vicinity of a higher order centre or public transport node as identified by Planning Areas and Precincts;
- Council is unlikely to support development applications seeking low-rise multi-unit residential premises unless the sites to which they relate are located in the immediate vicinity of an established or planned centre, public transport terminal or existing concentration of similarly developed land as identified by Planning Areas and Precincts; and
- Applications are unlikely to be supported where they would compromise other objectives of the Strategic Plan and where existing land intended for medium density residential development in the locality is not adequately utilised.

(2) In assessing relevant applications relating to a particular proposal, the Council will have regard to the following criteria:

- the proposed scale and site planning relative to the existing or intended development on neighbouring property;
- the design, location and site planning of the proposal as it affects access to light and breezes, issues of privacy, traffic, shadowing and noise as is likely to be experienced on the site and on adjoining properties. Attention will be focussed on building design, setbacks and bulk relative to

building height, landscaping and screening, particularly along the street and property boundaries, the location of vehicular access, parking and manoeuvring areas and the useability and location of activity and recreation areas; and

- the location of access points so as to minimise traffic volumes on residential streets.

3.5.8 To Provide for Rural Residential Development within the Permissible Area for Rural Residential with Regard to the Protection of Good Quality Agricultural Land and Valued Habitat

The Permissible Area For Rural Residential identifies locations within which rural residential may be supported and is based on areas which are committed to rural residential development or are appropriate for this use, having regard to location, topography, land resources and existing land uses. Development for rural residential purposes within the permissible area will be supported subject to the justification of the suitability of the land for rural residential on town planning grounds.

Implementation

(1) Applications for rural residential development shall be confined to the Permissible Areas for Rural Residential and the application shall justify the appropriateness of the proposed development on town planning grounds with particular regard to the protection of good quality agricultural land, valued habitat and water quality. This planning intent is reflected in the Planning Area and Precinct provisions (in Volume 3 of the Planning Scheme).

3.5.9 To Provide for Home Based Businesses which do not Impact on Surrounding Amenity

There is a growing demand for people to operate a low key business from their home for lifestyle reasons. These activities also have the benefit of reduced transportation and less demand on commercial areas. It will be necessary to ensure that the operation of any business does not impact on the amenity of others.

Implementation

(1) The Planning Scheme provides for home based businesses, which are of a restrictive nature and are likely to be undetectable to others, to be established without the need for development assessment by Council.

(2) Planning Scheme Code provisions define the Performance Criteria appropriate to acceptable home-based businesses and the performance standards to which they must operate.

3.5.10 To Provide for Increased Residential Densities in the Vicinity of Business Centres and Transport Nodes

The preferred urban forms of development include nodes and urban villages with a public transport interchange as a focus. The node would support higher densities of retail, commercial, industry and residential as well as civic and recreational spaces all within walking and cycling distances.

Implementation

(1) Local area planning has been carried out for the railway towns of Palmwoods, Woombye, Yandina and Eumundi. The resulting Planning Area and Precinct provisions allow for these towns to develop as effective urban nodes with increased residential density in close proximity to the business centres with particular care to maintain and enhance the individual character of each node.

(2) The Planning Scheme consolidates existing opportunities for medium density residential developments in the vicinity of the commercial nodes of Bundilla, Buderim, Coolum, Maroochydore and Nambour in a manner which enhances their scope as transport nodes.

3.5.11 To Protect Good Quality Agricultural Land from Urban and Rural Residential Encroachment

While recognising that urban development is an integral part of the Shire’s development, this should not unnecessarily occur to the detriment of the Shire’s agricultural and other rural resources. The State Government has issued a State Planning Policy, and associated guidelines, which seeks to protect this valuable resource.

Implementation

(1) In accordance with State Planning Policy 1/92: Development and the Conservation of Agricultural Land and its associated guidelines, the Council will

ensure that growth within the identified Urban areas and Permissible Areas for Rural Residential will not impact upon good quality agricultural land unless there exists an overriding need for development in terms of community benefit or strategic land use needs and appropriate sites are not available. Similar considerations will be applied to other productive rural lands. Any development shall also be in accordance with State Planning Guidelines: Separating Agricultural and Residential Land uses.

3.5.12 To Encourage the Design of Buildings and Landscapes which Relate to their Physical Context and are User Friendly

Building design can produce a more liveable building if the design has regard to local climate, effective use of passive (low energy) design principles, the appropriate use of native landscapes and the physical relationship to adjoining buildings or potential buildings. The visual character of the building is important if it is to be reflective of the Sunshine Coast and respect the immediate amenity in which it is to be located. The building design must not lose sight of its purpose and its accessibility to its users.

Implementation

(1) Development is designed to be in accordance with Council’s Planning Scheme Codes to ensure that:

- Site layouts, including building and landscape designs address local climate, and topography including such issues as the use of space, effective use of passive (low energy) design principles and site excavation;
- Landscape works appropriately incorporate the use of endemic and non-native species, and shade planting; and
- Pedestrian, disabled and vehicular access, vehicle parking and service areas are adequate, functional and do not unduly compromise other aspects of the development.

(2) Council in assessing applications will have regard to the visual character of a development to ensure that the character of the particular Planning Area, the immediate amenity and the historical and cultural character of the area in which it is located, has been considered. The visual character of a development will also integrate any associated infrastructure which must be designed as part of the total visual presentation.

(3) Buildings are designed in accordance with Council’s Planning Scheme Codes.

