

Draft Sunshine Coast Planning Scheme
 Review of Submissions
**Local Area Key Issues Paper No. 21: Toral Drive/Jorl Court,
 Buderim, Residential zonings**

Key Issue:	Master Planned Community Precinct 'back zoned' to Rural residential or Low density residential and lack of residential densities close to Sippy Downs Town Centre and University
No. of submissions:	10
Major issues raised:	Lack of development potential Devaluation of properties Perception of poor planning outcomes

1.0 INTRODUCTION

Council received a number of submissions relating to residential land in the vicinity of Toral Drive and Jorl Court in the northern part of the Sippy Downs Local plan area. The area is immediately north of the Sunshine Coast University and future Sippy Downs Town Centre. Submissions have been received from various land owners in the area generally shown on **Figure 1**.

The submissions are predominately from home owners that have not yet secured development approvals for subdivisions or multiple dwellings. The main concern raised by submitters is that the area has not been appropriately zoned to allow future subdivision of land, and that this is unfair as many properties already have development approvals in place.

In addition, the submissions question the planning 'logic' behind zoning land within such close proximity to a future town centre and university as "Rural residential". Most of the submissions are critical of the decision to remove the Master Planned Community designation, as investment decisions by owners were made on the basis that the area had development potential.

2.0 EXISTING LAND USES AND CONTEXT

There are a variety of land uses in the area, with Jorl Court and the western end of Toral Drive being predominantly rural residential in scale and nature. The area is characteristic of a residential community which is undergoing major changes owing to the current 'Master Planned Community' designation of the precinct. Due to the size of the lots in the area (generally between 5,000m² and 6,000m²) and the proximity to the proposed Sippy Downs Town Centre, the area is undergoing significant transformation towards higher density residential development, particularly along Toral Drive.

The lots in the western end of Toral Drive currently contain large single detached houses. Numerous sites on the northern side of Toral Drive are currently large residential lots but have been approved for subdivision into low density residential lots (ranging in size from 600m-1200m²). A number of development applications have been received over lots near Stringybark Road, some of which have already commenced construction for a variety of higher density residential uses. The lots located on the corner of Toral Drive and Stringybark Road formerly (Lot 32 RP207953 & Lot 3 RP865187) are currently being developed for 69 multiple dwelling units. A large rectangular shaped lot that fronts the Sunshine Motorway south of Toral Drive (Lot 29 RP226599) is currently being developed in accordance with a court approval for 122 multiple dwelling units.

Jorl Court has been less impacted by development approvals for higher density and and has an established rural residential character with predominately large single detached dwellings on large lots.

Other notable uses in proximity include a local centre on the corner of Stringybark Road and Goshhawk Boulevard and a church and a child care centre that are located on the corner of Stringybark Road and the southern side of Toral Drive. On the southern side of the Sunshine Motorway are the Sippy Downs Town Centre, the University of Sunshine Coast, Siena Primary School and College.

Whilst reticulated water is available, no reticulated sewer is available to the area, other than along Stringybark Road and approximately 100 metres west into Toral Drive. This is a significant constraint to redevelopment in the area, and each material change of use approval or reconfiguring a lot approval has been conditioned to connect to the partially constructed line off Stringybark Road.

3.0 EXISTING PLANNING SCHEME PROVISIONS

The subject area is included in the 'Master Planned Community Precinct' under the Maroochy Plan 2000. Land within this designation is intended for residential premises of varying densities.

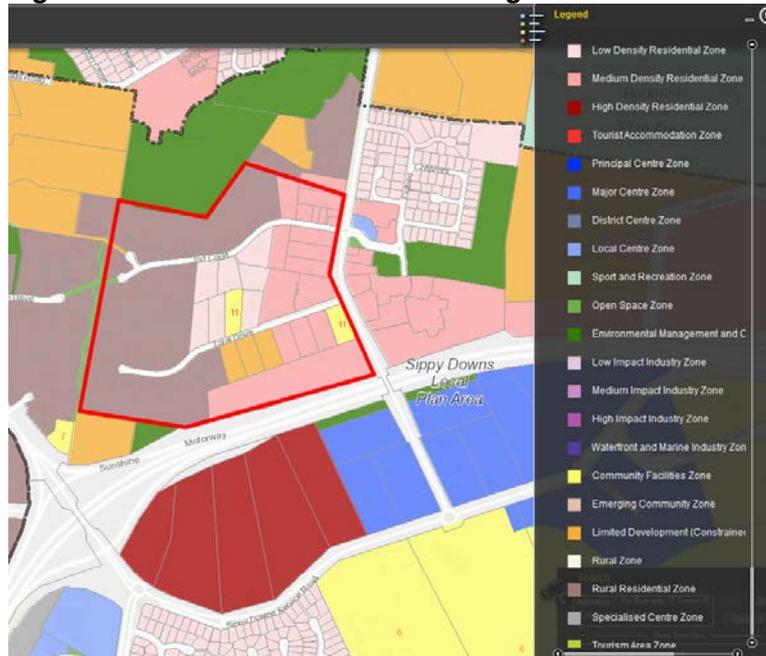
The intent for the precinct is for development to occur in accordance with a Local Area Structure Plan or other comprehensive Plan of Development approved by Council.

To date, there has been no approved master planning of the subject precinct. This is largely due to the absence of a "Master Developer" and multiple owners over multiple properties. This has led to an uncoordinated and disparate pattern of development.

4.0 DRAFT SUNSHINE COAST PLANNING SCHEME

The proposed zoning for the area under the Draft Sunshine Coast Planning Scheme is identified in **Figure 1** below.

Figure 1: Draft Sunshine Coast Planning Scheme Zones



Under the draft planning scheme the area has generally been zoned according to the established and approved land use pattern evident primarily in Toral Drive, (with the exception of some disparities between existing approvals and proposed zonings). The Medium density residential zone has been applied to those sites with existing multiple dwelling unit approvals in situ in the immediate vicinity of Stringybark Road at the eastern extremities of both Toral Drive and Jorl Court.

The Medium density residential zone transitions to the Low density residential zone half way along Toral Drive and extending north to Jorl Court. The remainder of the housing stock on the western extremities and the northern side of Jorl Court are contained within the Rural residential zone. Three sites on the southern side of Toral Drive (identified as wetlands on overlay mapping) are included in the Limited development (constrained land) zone.

The draft Sippy Downs Local plan code requires the following overall outcomes for this area:

- (m) *residential expansion occurs in the Stringybark Road area as large lots are developed for a range of residential dwelling types and densities in accordance with allocated zones. Development in this area occurs in an integrated manner and provides a high level of permeability and connectivity including new road links between Toral Drive and Jorl Court and Stringybark Road and Dixon Road (via Goshhawk Boulevard and Power Road).*

The Sippy Downs Local plan elements mapping (see **Figure 2** below) indicates a road linkage between Jorl Court and Toral Drive in a north/south alignment. This linkage reflects two subdivision approvals that exist over two lots in this location. It is noted that the area of 'character vegetation' shown on the southern side of Toral Drive no longer exists, and this map will be amended accordingly.

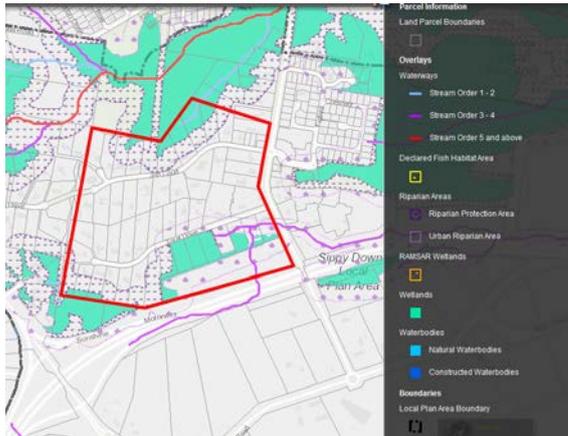
Figure 2: Sippy Downs Local Plan Elements Map



Constraints Analysis

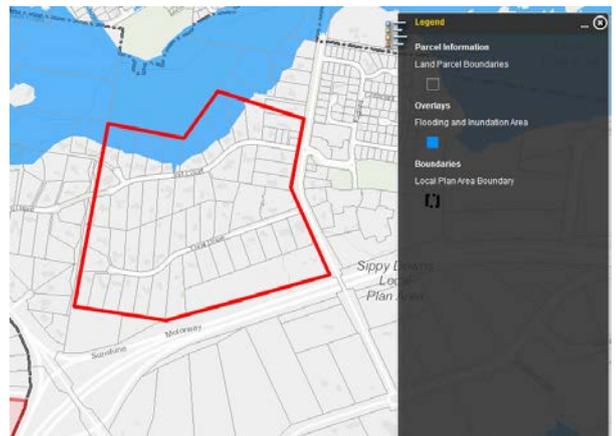
The area of interest is subject to a number of overlays under the draft planning scheme as follows:

Figure 3: Waterways and wetlands overlay



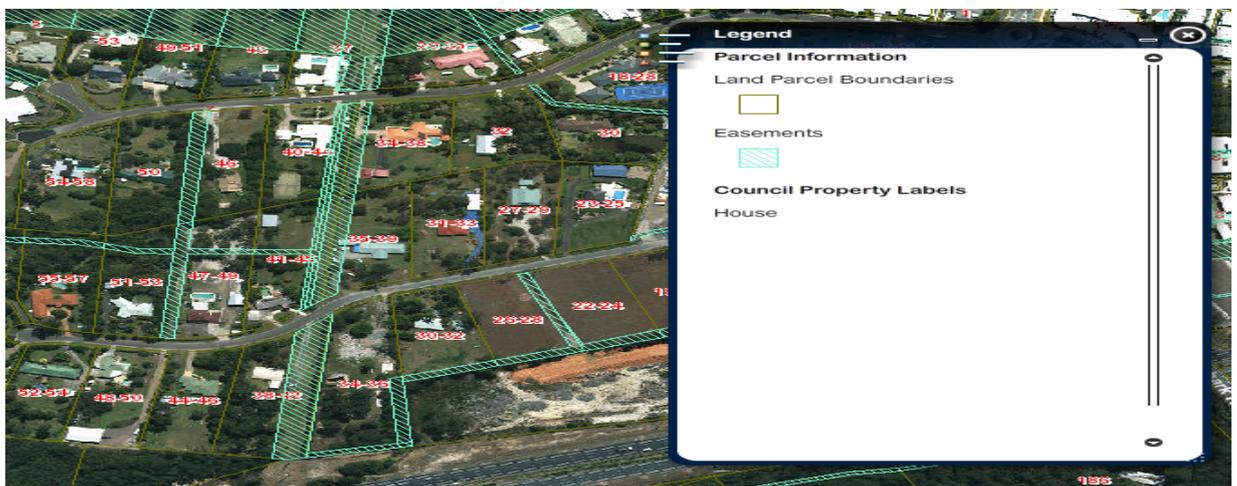
The draft Biodiversity, Waterways & Wetlands Overlay mapping indicate the presence of wetland and associated riparian buffer areas on the northern boundary (along the lines of Mountain Creek) and also on the southern side of Toral Drive. However, the wetlands that are identified on the southern side of Toral Drive (between 18-26) are no longer in situ, with significant vegetation clearing occurring in 2011.

Figure 4: Flood hazard overlay



The draft Flood hazard overlay mapping indicates that only the lots on the northern side of Jorl Court are affected by this constraint.

Figure 5: Easements



The easement forms the boundary between the Rural residential zone and the Low density residential zone in the draft planning scheme.

5.0 DEVELOPMENT HISTORY

The majority of current approvals in the immediate area are in Toral Drive. Of these applications, only the 69 unit Multiple Dwelling approval on the corner of Toral Drive and Stringybark Road has actually been constructed.

The remaining lots and approvals have not been acted upon, largely due to the lack of reticulated sewer in the area. Currently, the sewer only travels about 100 metres into Toral Drive off Stringybark Drive.

The proposed zoning designations do not necessarily align with the extent of the approved development along Toral Drive. The furthestmost western approval is at 51- 53 Toral Drive, which will deliver five lots and a Dual occupancy.

Of note, are a number of refusals for higher density development further along Jorl Court and Toral Drive. The reasons for refusal included the proposals were not within reasonable walking distance to school, shops and transport and did not contribute to the rural character of that area.

6.0 CONSIDERATION OF ISSUES

Planning Considerations

The broad precinct based approach to this area under the Maroochy Plan 2000 has led to disparate and piecemeal development of the area in response to individual development applications. This is primarily due to the existing fragmented nature of landholdings and the lack of a local area structure plan to guide development in an integrated manner. The current issues with development in the area are demonstrative of the difficulties associated with the conversion of rural residential land to higher urban densities and the application of a broad master planned community precinct across multiple landholdings. For these reasons the continued inclusion of this area is the 'Emerging community zone' (the closest equivalent to the 'Master Planned Community Precinct' in the Draft Sunshine Coast Planning Scheme) is not supported.

The draft Sunshine Coast Planning Scheme has sought to allocate more specific land use zones to properties in this area, with residential densities generally radiating out from the local centre on Stringybark Road, and identifying some local structure plan elements and requirements in the proposed Sippy Downs local plan code (e.g. identification of a road link between Jorl Court and Toral Drive).

It is acknowledged however that the pattern of development that has been established as a result of the numerous subdivision and multiple dwelling approvals is a key consideration with respect to the issue of land being 'back zoned' from 'Master Planned Community', in particular to the Rural residential zone. It is reasonable that the sites that have current approvals in place should generally be afforded a zoning that aligns with the approved residential density. To this end, it is apparent that there are at least 3 properties that are approved for higher densities than their proposed rural residential zoning under the draft planning scheme.

Similarly, it is noted that the existence of several refusals for medium density development further to the west along Toral Drive and Jorl Court (on the basis that they are not within reasonable walking distance to schools, shops and transport) lend support to the proposed allocation of the Medium density residential zone in the draft planning scheme being limited to properties located closer to the local centre on Stringybark Road.

The majority of the existing approvals (and the majority of the submissions objecting to the proposed zoning) are in Toral Drive. If the furthestmost property with an approval in place were to be used as the 'line' between the Rural residential zone and Low density residential zone, this would occur at 51-53 Toral Drive leaving a balance of 6 properties at the end of the cul-de-sac.

Including all of the nominated rural residential lots in the Low density residential zone would allow the street to be developed in accordance with the approved (yet to be constructed) subdivision pattern. It is noted however that this is likely to ultimately result in rows of long, narrow subdivisions comprising multiple rear lots.

Due to the shape of the existing lots (and the lack of joint proposals between land owners), the most common subdivision layout has been that of a full frontage lot, with 4 or 5 lots behind it in a lineal fashion with a long shared driveway to the side. Unless there is collaboration between land owners, it is difficult to secure local road linkages through these properties. To this end, the inclusion of a requirement for amalgamation of properties into a larger development site may result in better outcomes.

There are three lots along Toral Drive which were included in the Limited development (constrained land) zone in the draft planning scheme due to the presence of significant vegetation. These properties were subject to illegal clearing in 2011, with a re-instatement order being issued by Council in May 2012 for rehabilitation of part of the site in the form of a 20 metre wide vegetation covenant at the rear of all three properties. These lots are to be included in the Low density residential zone, with that portion of the lots subject to the vegetation reinstatement order included in the Environmental management and conservation zone at the rear to reflect the covenant.

In relation to Jorl Court, there are not as many subdivision approvals in place and the street generally retains a strong rural residential character. In addition, there has been significantly less objection to properties in Jorl Court being included in the Rural residential zone than in Toral Drive. Furthermore, land on the northern side of Jorl Court is subject to a number of constraints including flooding and vegetation, owing to its location close to Mountain Creek.

The inclusion of property at 40-44 Jorl Court in the Low density residential zone will provide an opportunity to complete the proposed future road link between Toral Drive and Jorl Court through a future development application over this lot.

Traffic Considerations

Both Jorl Court and Toral Drive are local streets terminating in a cul-de-sac. Both streets are currently classified as 'Access Streets' under the Maroochy Plan 2000. There is existing (unconstructed) road reserve linking Jorl Court and Waigarri Drive. This road reserve has been included in the Open space zone in the Draft Sunshine Coast Planning Scheme however a potential future road link in this location would greatly assist with local connectivity. It is noted that this road link is currently identified in the Maroochy Plan 2000 and it is considered that this position should be maintained in the draft Sunshine Coast Planning Scheme.

Under the Maroochy Plan 2000, 'Access Streets' ideally provide access to no more than 100 lots. However, the designation of the whole area as Master Planned Community Precinct under the Maroochy Plan 2000 has resulted in development potential that significantly exceeds 100 lots in the Toral Drive area. If the area were to be developed in accordance with all of the subdivision approvals plus the balance of sites yet to be developed, there would be potential for approximately 140 lots to be created off Toral Drive. This is a conservative estimate and does not take into account the approved Multiple Dwellings at the end of Toral Drive which will deliver 228 units. Technically speaking however, 'medium density' units typically generate less traffic per dwelling than a detached dwelling. Under the Draft Sunshine Coast Planning Scheme, both streets are similarly identified as Local Access Streets

The proposed road link between Jorl Court and Toral Drive will go some way toward assisting with local traffic circulation as drivers utilise the capacity of the Jorl Court roundabout. It is noted however that this link is not yet complete and the retention of the proposed Rural residential zoning of properties at 40-44 Jorl Court and 41-45 Toral Drive (if retained) is likely to hinder opportunities to complete this link via the development assessment process.

As previously noted a future road connection linking Jorl Court and Walgarri Drive would also assist greatly in local traffic circulation in the area. As stated above, it is considered that this section of road reserve should be identified as a potential future road link in the draft planning scheme, consistent with the current position under the Maroochy Plan 2000.

Summary

Most of the submissions in this area have been received from landholders in Toral Drive proposed to be included in the Rural residential zone. These submissions are generally seeking to be included in the Low density residential zone at a minimum. Some submissions have sought an extension of the Medium density residential zone. Submissions have been received in Jorl Court requesting a change from rural residential to low density residential, and one requesting a change from low density residential to medium density residential.

The current extent of the Medium density residential zone consolidates this type of development close to the local centre and Stringybark Road and generally aligns with existing approvals for medium density residential development. Further extension of the Medium density residential zone down Toral Drive is not supported, although some extension to this zone on the southern side of Jorl Court is appropriate.

Potential extension of the Low density residential zone needs to be considered in relation to existing development approvals and commitments, particularly in Toral Drive. In this context the Low density residential zone could be extended. As such it is proposed that the lots in Toral Drive currently proposed to be included in the Rural residential zone, be included in the Low density residential zone. Similarly the lots currently proposed to be included in the Limited development zone but which have now been cleared should be included in the Low density residential zone, with that portion of the lots subject to the vegetation reinstatement order included in the Environmental management and conservation zone.

It is considered that a requirement for amalgamation of lots in the Low density residential zone to create a minimum development site of 1 hectare be introduced in order to help prevent a continuation of the development pattern established by existing approvals in the area (i.e. rows of long, narrow subdivisions comprising multiple rear lots).

Limited changes are proposed to zonings at Jorl Court, primarily to reflect existing development approvals and provide some extension to the Medium density residential zone for properties close to the local centre. This area has an established rural residential character, existing development approvals in this street are generally for larger lots. Properties in Jorl Court are also more constrained, particularly on the northern side of the street.

Traffic issues are an important consideration for development in this area and further development in the area will have some impact upon the functionality of the local network.

7.0 DIRECTION

That:

- (a) properties along Toral Drive currently proposed to be included in the Rural residential zone in the draft planning scheme are included in the Low density residential zone;**
- (b) properties along Toral Drive currently proposed to be included in the Limited development (constrained land) zone in the draft planning scheme are included partly in the Low density residential zone and partly in the Environmental management and conservation zone;**
- (c) properties in Jorl Court, currently proposed to be included in the Low density residential zone are included in the Medium density residential zone (as indicated in Figure 6);**
- (d) some properties on the southern side of Jorl Court currently proposed to be included in the Rural residential zone are included in the Low density residential zone (as indicated in Figure 6);**

- (e) other properties along Jorl Court are retained in the zones as proposed in the draft planning scheme (no change);
- (f) appropriate provisions are added to the Sippy Downs Local plan code which requires the amalgamation of lots to create a minimum development site of 1 hectare in the Low density residential zone in this area prior to subdivision occurring; and
- (g) the Sippy Downs Local Plan Elements Map and code is amended to identify a possible future road link between Jorl Court and Walgarri Drive and the Open space zone is removed from the road reserve in this location.

Figure 7 below shows the proposed new zones for this area.

Figure 6: Proposed zoning changes Toral Drive/Jorl Court

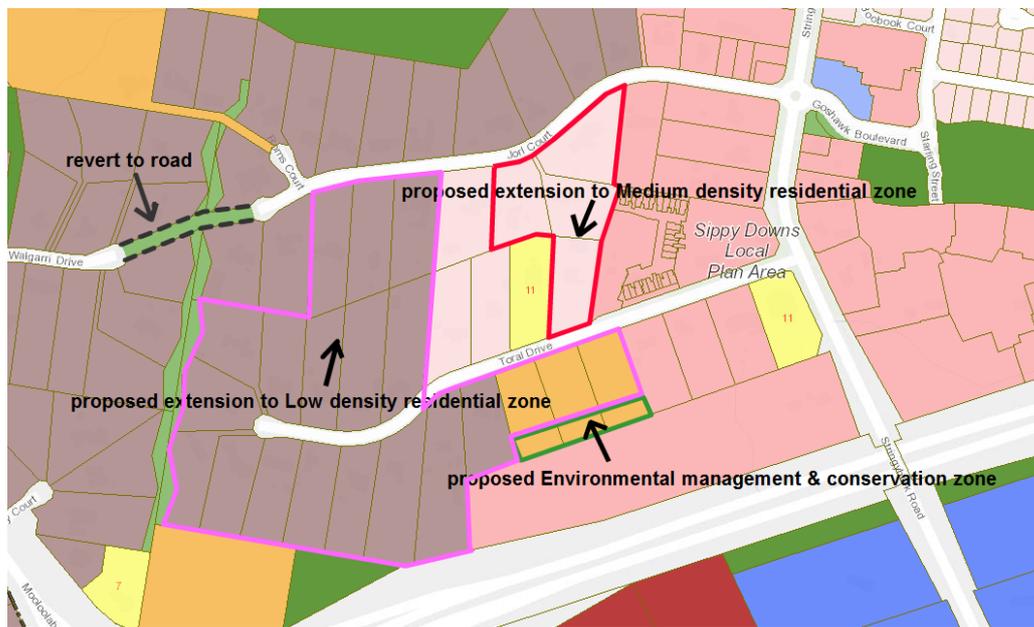


Figure 7: Proposed new zones Toral Drive/Jorl Court

