

Draft Sunshine Coast Planning Scheme
Review of Submissions
Local Area Key Issues Paper No. 17: Zoning of nominated mixed housing areas (Mount Pleasant Road/Fairmeadow Road/Archie Street, Mary Street/Vernon Street/Washington Street)

Key Issue:	Proposed residential zonings for certain areas of Nambour
No. of submissions:	Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street Area - 15 Area 2: Mary Street/Vernon Street/Washington Street Area - 5
Major issues raised:	Opposition to proposed zoning change Support for proposed zoning change Loss of existing development entitlements

1.0 INTRODUCTION

Council received 20 submissions related to two areas in Nambour that are currently included in the Mixed housing precinct in Maroochy Plan 2000 but which are proposed to be included in the Low density residential zone in the draft planning scheme.

The two areas in question are:

- Mount Pleasant Road/Fairmeadow Road/Archie Street; and
- Mary Street/Vernon Street/Washington Street Area.

This paper discusses the characteristics of these two areas and considers the appropriate zoning allocation to be applied to these areas in the final planning scheme.

2.0 BACKGROUND

2.1 Identification and description of areas

Area 1 - Mount Pleasant Road/Fairmeadow Road/Archie Street Area

The Mount Pleasant Road/Fairmeadow Road/Archie Street Area is located approximately 1km to the east of the Nambour town centre (refer **Figure 1**).

The area is approximately 12.8 hectares in size and comprises 91 residential buildings. Four are dual occupancies or multiple dwellings with the remainder detached dwellings.

Although there are not many multiple dwelling units established in this area, there are a number of current development applications/approvals for this type of development as well as some development approvals that have previously lapsed.

Area 2 – Mary Street/Vernon Street/Washington Street Area

The Mary Street/Vernon Street/Washington Street Area is located approximately 300 metres to the south of the Nambour Town Centre (Refer **Figure 2**).

The Area is 11.2 hectares in size and comprises 104 residential buildings.

A number of these buildings (or complexes of buildings) contain dual occupancies or multiple dwelling units.

Figure 1: Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street Area



Figure 2: Area 2: Mary Street/Vernon Street/Washington Street Area

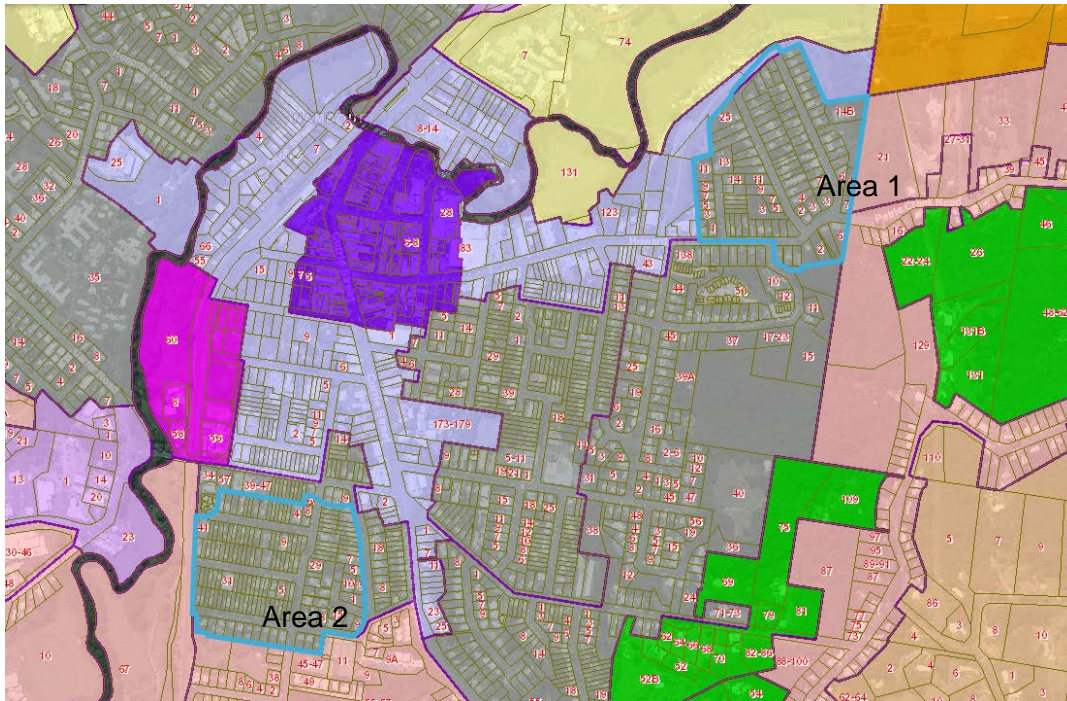


3.0 EXISTING PLANNING SCHEME PROVISIONS

3.1 Precinct and general precinct intent

Under Maroochy Plan 2000, both areas are almost entirely included in the Mixed housing precinct (refer **Figure 3**).

Figure 3: Extract from Planning Area Precinct Map 2 - Nambour



The intent of the Mixed housing precinct is as follows:

“These Precincts are intended to accommodate a wide range of housing forms at low to medium densities and offer housing choices to meet the needs of their respective communities...”

“Additional medium density residential development will be encouraged, however it is not intended that all traditional houses be redeveloped. Rather a variety of accommodation should be provided in environments that offer high amenity for existing and future residents.”

3.2 Specific intent for areas

Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street Area

The Mount Pleasant Road/Fairmeadow Road/Archie Street Area is included within Precinct No.4 – Nambour central residential (Mixed Housing) Precinct. A two (2) storey limit with a maximum height of 8.5 metres applies in this precinct.

The preferred landscape and built form for this precinct is described as follows:

“New premises should be low-rise and contribute to a high standard of residential amenity.”

“Where existing large lots are to be developed, small lot housing, semidetached dwellings and small clusters of group houses are preferred to large groups of multiple dwelling units.”

“Buildings should exhibit a residential character and respect the scale and amenity of adjacent existing development.”

Area 2: Mary Street/Vernon Street/Washington Street Area

The Mary Street/Vernon Street/Washington Street Area is included in Precinct No.3 - Nambour village residential (mixed housing) precinct. A two (2) storey limit with a maximum height of 8.5 metres applies in this precinct.

The preferred landscape and built form for this precinct is described as follows:

“Where existing dwellings or non-residential premises are to be redeveloped, traditional housing should preferably replace them. Small-lot courtyard, villa or group houses may be appropriate in certain locations, however proposals in areas of historic townscape character should demonstrate compatibility with the prevailing character.”

“A variety of design and development concepts should be explored in order to identify the most appropriate development for a particular site and its setting. Such concepts may include conversion of larger existing dwellings for multi-unit purposes, the clustering of compact forms of housing at the rear of lots, and sensitively designed infill buildings.”

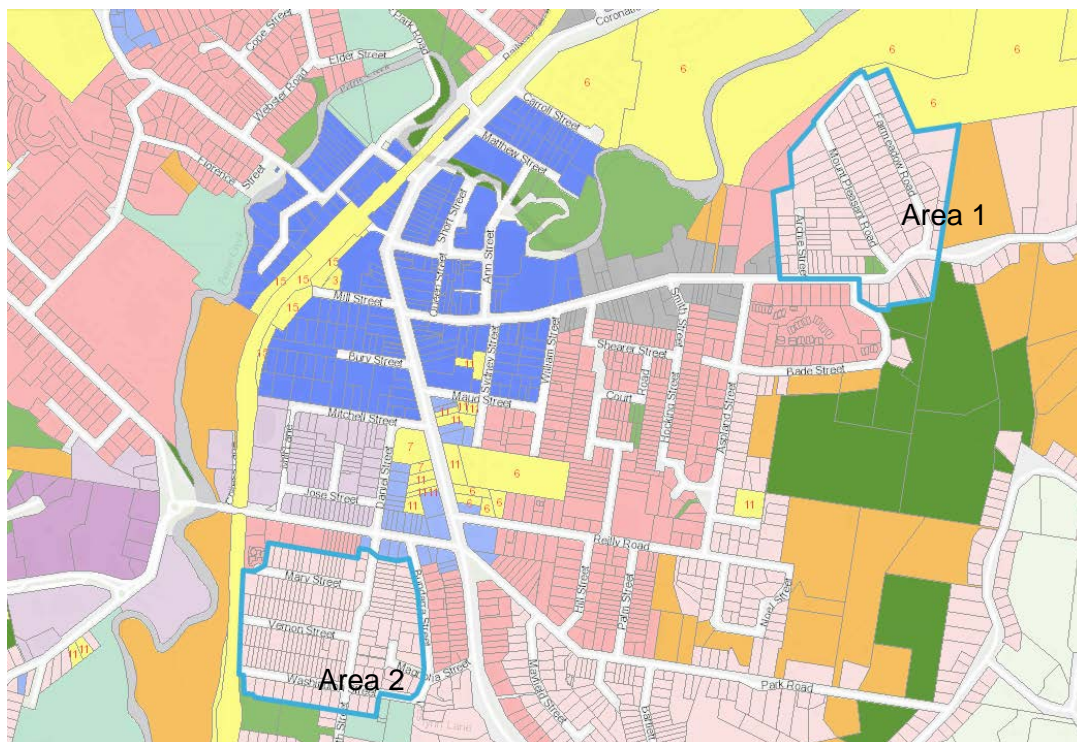
As a large proportion of the buildings in this area are of pre-1945 construction, Maroochy Plan indicates that the Code for heritage conservation applies to development in this precinct.

4.0 DRAFT SUNSHINE COAST PLANNING SCHEME

4.1 Zone and zone intent

Under the draft planning scheme, both areas are proposed to be included in the Low density residential zone (refer **Figure 4**).

Figure 4: Extract from Zone Map ZM37 for Nambour local plan area



The Low density residential zone code describes the purpose of this zone as follows:

“The purpose of the Low density residential zone code is to provide for predominantly low density, low rise residential activities on conventional sized urban residential lots. Whilst primarily intended to accommodate dwelling houses, dual occupancies may also be located in identified areas along with other residential activities and small-scale services and facilities that cater for local residents.”

The Low density residential zone was considered to be the most appropriate zone for these areas because of their heritage and character attributes, and the relatively low development rate for medium density housing in these areas.

Local heritage places and neighbourhood character area overlay

In Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street Area, a local heritage place is identified at 3 Petrie Creek Road, Nambour - the site of the former Nurse Bade's Maternity Hospital.

The whole of Area 2: Mary Street/Vernon Street/Washington Street Area is identified as a neighbourhood character area. This allocation reflects the prevalence of pre-1945 housing in this area with many fine examples of the traditional Queenslander house.

The draft Planning scheme policy for the Heritage and character areas overlay code describes the heritage significance of this area in the following manner:

"The Magnolia Street precinct is a residential precinct which lies immediately to the south of the Nambour town centre. It was subdivided immediately after World War 1 and the predominant housing styles generally reflect this inter-War period. The precinct is characterised by a range of detached timber houses of modest size. These houses typically demonstrate many traditional Queensland timber house features such as corrugated iron roofs in hip and gable form at moderate roof pitches; timber and fibro-clad walls, a single floor level supported on stumps, and a solid core with attached or integrated verandahs. A focal point of the precinct is the Magnolia Street cul-de-sac and the attractive aspect available across the adjacent Currie Park."

5.0 SUBMISSIONS

5.1 Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street

15 submissions were received in relation to this area. The key arguments in these submissions follow.

Submissions supporting proposed zoning

1 submitter argued in support of the inclusion of this area in the Low density residential zone. This submitter contended that:-

- multiple dwellings built in this area under the current planning scheme have changed and adversely impacted upon the existing visually pleasant streetscapes;
- there needs to be a balance between unit development and single dwellings;
- unit and townhouse development places strain on existing utility infrastructure and produces significant runoff in times of heavy rain;
- a good stock of older dwellings on large blocks provides affordable housing close to schools for young families; and
- the residential 'green zones' relatively close to Nambour CBD with attractive shady streetscapes are under threat from higher density development.

The submitter also commented that people raising concerns at public meetings are not necessarily residents of the area and that the opinion of residents should prevail over those representing developers with no intent to live in the area.

Submissions against proposed zoning

14 submissions objected to the inclusion of this area in the Low density residential zone and requested that the area be included in the Medium density residential zone (or another zone equivalent to the Mixed housing precinct) in the final planning scheme. These submitters contended that:-

- the proposed zoning will reduce the development potential of the properties within the subject area, in some cases virtually removing any further development potential, including that of a second dwelling on the property;

- Nambour is a high growth area for the Sunshine Coast and it does not make sense to decrease densities in this area;
- decreasing development densities also reduces potential options for the development of affordable housing in the community;
- the subject area is within easy walking distance of the Nambour CBD, schools and the railway station;
- high quality development can be achieved on a number of properties without any adverse impact on the amenity of the area;
- the proposed zoning will have a lasting negative impact which will further slowdown the prospect of growth in housing, building and redevelopment;
- the viability of the existing centre is supported by the existing zoning - the centre depends on people being able to live within walking distance; and
- there are already existing and approved multiple dwelling units in the area.

A number of submitters also point out that they have a definite intent to undertake development in the area. They contend that they have made major investment in properties located in the area on the understanding that it would be possible to develop sites for multiple dwelling units.

Some submitters also point out that a number of dwellings in the area are approaching the end of their useful life and are much less likely to be attractive to the market if there is no uplift in development potential available.

Consideration of issues raised in submissions

The inclusion of this area in a Medium density residential zone (or equivalent) is a longstanding policy position dating back to at least 1985. The 1985 Maroochy Shire Planning Scheme included most (but not all) of this area in the 'Residential B' zone. This zoning was carried forward by Maroochy Plan 2000 which includes this area in the Mixed Housing Precinct.

However, during the preparation of the draft planning scheme, an assessment of zoning in Nambour was undertaken which raised concerns about the amount of land included in the Mixed Housing Precinct and the relatively low development rates in these areas. In response, the draft planning scheme sought to rationalise the amount of land for medium density housing by identifying relatively intact low density residential areas and including these areas in the Low density residential zone.

Whilst it is acknowledged that this area does have a degree of visual amenity at a streetscape level offered by the presence of mature vegetation and some traditional dwellings located on larger residential lots, many houses in this area are not significant in a streetscape context, are dilapidated and/or are ready for renovation/redevelopment.

To the extent that there are concerns that the character of this area may be adversely impacted by the development of more multiple dwelling units in the future, it is noted that there are specific provisions in the Nambour local plan code which require building forms to be "sympathetic to and respect the character of established residential areas" and "reflect the traditional Queensland style".

On balance, and having regard to the range of concerns expressed in submissions relating to this area, it is considered that Area 1: Mount Pleasant Road/Fairmeadow Road/Archie Street should be included in the Medium density residential zone in the final planning scheme.

5.2 Area 2: Mary Street/Vernon Street/Washington Street Area

5 submissions were received in relation to this area. None of the submissions argued in support of the inclusion of this area in the Low density residential zone.

All submissions objected to the inclusion of this area in the Low density residential zone and requested that the area be included in the Medium density residential zone (or another zone equivalent to the Mixed housing precinct) in the final planning scheme. These submitters contended that:-

- inclusion of the area in the Low density residential zone will have a major impact on the future development potential of the area;
- many existing properties in the area are already developed for multiple dwelling units and it is believed that similar structures can be developed in keeping with the character of the area;
- the current planning scheme provisions allow for up to 2-3 dwellings on the site of an existing dwelling house;
- some properties in the area are located next to commercial businesses;
- the inclusion of the area within the Medium density residential zone results in a logical planning outcome considering having regard to such matters as:-
 - surrounding land uses and patterns;
 - proximity to services and facilities;
 - the intent of the Strategic framework;
 - current best practice planning; and
 - the current precinct allocation in Maroochy Plan 2000.

A number of these submissions also note that these properties are seen as an investment by the owners and some were purchased on the basis of their perceived development potential.

Consideration of issues raised in submissions

The inclusion of this area in a Medium density residential zone (or equivalent) is a longstanding policy position dating back to at least 1985. The 1985 Maroochy Shire Planning Scheme included all of this area in the 'Residential B' zone. This zoning was carried forward by Maroochy Plan 2000 which includes this area in the Mixed Housing Precinct.

However, during the preparation of the draft planning scheme, an assessment of zoning in Nambour was undertaken which raised concerns about the amount of land included in the Mixed Housing Precinct and the relatively low development rates in these areas. In response, the draft planning scheme sought to rationalise the amount of land for medium density housing by identifying relatively intact low density residential areas and including these areas in the Low density residential zone.

The fact that this area is identified as a neighbourhood character area in the draft planning scheme and as an area of townscape significance in Maroochy Plan 2000 reflects the quality and cultural heritage significance of much of the existing housing stock in the area and the broader importance of this area as a relatively intact traditional housing precinct.

Whilst concerns exist about how best to make infill development compatible with character conservation objectives, it is acknowledged that the Heritage and character overlay code includes a number of provisions that seek to ensure that where it occurs, infill development is compatible with those elements that contribute to the character of an area.

Accordingly, it is considered that the need to conserve the significant character of the streetscapes in this area can be balanced with the imperative to allow for further infill development to support the development of the Nambour town centre and more sustainable land use outcomes generally.

On balance, and having regard to the range of concerns expressed in submissions relating to this area, it is considered that Area 2: Mary Street/Vernon Street/Washington Street Area should be included in the Medium density residential zone in the final planning scheme.

6.0 DIRECTION

That:

- (a) the Mount Pleasant Road/Fairmeadow Road/Archie Street Area be included in the Medium density residential zone; and**
- (b) the Mary Street/Vernon Street/Washington Street Area be included in the Medium density residential zone.**