Attachment A - Recommendations for updates to City Plan to address mapping anomalies
Attachment B - Recommendations for updates to City Plan in relation to Sovereign Island

1 BASIS FOR CONFIDENTIALITY

1.1 I recommend that this report be considered in Closed Session pursuant to section 275 (1) of the Local Government Regulation 2012 for the reason that the matter involves

(h) other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage.

1.2 I recommend that the report/attachment be deemed non-confidential except for those parts deemed by the Chief Executive Officer to remain confidential in accordance with sections 171 (3) and 200 (5) of the Local Government Act 2009.

2 EXECUTIVE SUMMARY

On 13 March 2018, Council endorsed the introduction of a new Low-medium density residential zone into City Plan, to be included as part of City Plan Major update 3 (G18.0313.017).

In addition to what was presented to Council on 13 March 2018, as part of the preparation of the City Plan Major update 3 amendment package, the following updates have been identified:

- **Mapping anomalies** – five (5) additional areas of the City have been identified where residential density and zoning do not align (e.g. where the current zoning is Low density residential with a mapped residential density of RD2 (1 dwelling per 300m²), or where the existing development density does not reflect the current zoning intent.

- **Established character of Sovereign Island** – the existing Medium density residential zoning, which applies to the north of Sovereign Island, was resolved to change to Low-medium density residential as part of Major update 3. However, given that all residential development within Sovereign Island consists of large dwelling houses, the proposed Low-medium density residential zone does not reflect the established built form and character. This is because the existing Medium density residential and proposed Low-medium density residential zoning allows for development such as dual occupancy, multiple dwellings and small lot housing. This type of residential development is considered to detract from the established character. To ensure this established character of the island is protected, it is proposed to include the entire island in a Low density residential zone – Sovereign Island precinct, with a building height of 12m.

The final drafted content will be presented to Council for consideration and endorsement with the entire Major update 3 amendment package, prior to submission for State interest review.
3 PURPOSE OF REPORT

The purpose of this report is to seek endorsement of the following proposed updates to City Plan:

i. rectify additional mapping anomalies in five (5) areas throughout the City; and

ii. introduce a new precinct to protect the established character of Sovereign Island.

4 PREVIOUS RESOLUTIONS

On 13 March 2018, Council endorsed the following (G18.0313.017):

1 That the report/attachments be deemed non-confidential except for those parts deemed by the Chief Executive Officer to remain confidential in accordance with sections 171 (3) and 200 (5) of the Local Government Act 2009.

2 That the proposed updates to City Plan, as identified in Attachment A, be endorsed to be included as part of City Plan Major Update 3.

3 That the proposed drafted content, as identified in Attachment B, be endorsed in principle to be included as part of City Plan Major Update 3.

4 That the proposed Low-medium density residential zone mapping, as identified in Attachment C, be endorsed in principle to be included as part of City Plan Major Update 3.

5 That the proposed drafted updates to the City Plan be brought back to Council for endorsement prior to submission for State interest review.

6 That a City Plan policy – Design and context, be prepared to include design guidelines for Low-medium density housing typologies, to be presented to Council at a future meeting for endorsement prior to being included in a Major Schedule 6 City Plan Policy amendment.

7 That the other recommendations, as identified in Attachment A, be further investigated and considered as part of a future update package.

5 DISCUSSION

5.1 Background

The Low-medium density residential zone was endorsed to be included as part of the City Plan Major update 3 amendment package on 13 March 2018 (G18.0313.017). This new zone originated from findings of the Building Height Study and the Major Building Height and Residential Density Anomalies (Phase 1) projects, to improve clarity for development in areas currently zoned Medium density residential or Low density residential. These studies identified a misalignment between the envisaged building height and residential density of these zones.
The methodology used to determine which areas across the City would be included in the new Low-medium density was as follows:

- currently identified in the Medium density residential zone with a residential density designation between RD1 (1 dwelling per 400m²) and RD5 (1 bed per 50m²) and a building height below 16m (3-4 storeys); and
- currently identified in the Low density residential zone with a residential density designation of RD3 (1 dwelling per 250m²) and RD4 (1 dwelling per 200m²).

As part of the preparation of the Major update 3 amendment package, which includes drafting and mapping associated with the introduction of this new zone, the following additional anomalies were identified:

- **Mapping anomalies** – five (5) areas of the City have been identified where residential density and zoning do not align (e.g. where the current zoning is Low density residential with a mapped residential density of RD2 (1 dwelling per 300m²), or where the existing development density does not reflect the current zoning intent).

- **Established character of Sovereign Island** – The existing Medium density residential zoning, which applies to the north of Sovereign Island, is proposed to change to Low-medium density residential with the introduction of the new zone. However, given that all residential development within Sovereign Island consists of large dwelling houses, the proposed Low-medium density residential zone does not reflect the established built form and character. This is because the existing Medium density residential and proposed Low-medium density residential zoning allows for development such as dual occupancy, multiple dwellings and small lot housing. This type of residential development is considered to detract from the established character.

These additional anomalies are discussed in more detail below.

### 5.2 Mapping anomalies

The table below provides a summary of the properties identified as additional anomalies and the proposed recommended changes.
Table 1: Summary of mapping anomalies

Area 1 – Surfers Paradise - Budds Beach

<table>
<thead>
<tr>
<th>Current version</th>
<th>Proposed updates</th>
</tr>
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</table>

Area description:
Several Low density residential zoned properties located in Surfers Paradise between the Nerang River and Oak Avenue.

Identified anomaly:
This area has a residential density designation of RD2 (1 dwelling per 300m²). This designation does not align with the envisaged development outcomes of the Low density residential zone (i.e. low rise, detached dwelling houses).

Recommendation:
Change the zoning of this area to the Low-medium density residential zone, based on the following:
- it formalises the current residential density designation; and
- existing built form in this area includes housing typologies envisaged for this zone (e.g. dual occupancy and multiple dwellings) which are in keeping with the existing residential density designation.
### Area 2 – Burleigh Heads – West Burleigh Road

**Current version**

**Proposed updates**

**Area Description:**
Several Low density residential zoned properties located in Burleigh Heads, adjacent to West Burleigh Road.

**Identified anomaly:**
This area has a residential density designation of RD2 (1 dwelling per 300m²). This designation does not align with the envisaged development outcomes of the Low density residential zone (i.e. low rise, detached dwelling houses).

**Recommendation:**
Change the zoning of this area to the Low-medium density residential zone, based on the following:
- it formalises the current density designation;
- it aligns with the proposed Low-medium density residential zoning to the north and south; and
- the properties are within proximity to the Burleigh Heads Shopping Centre.
Table 3: Summary of mapping anomalies

Area 3 – Currumbin – Kandra Avenue

<table>
<thead>
<tr>
<th>Current version</th>
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<tbody>
<tr>
<td>Division 15</td>
</tr>
<tr>
<td>Gold Coast Highway</td>
</tr>
<tr>
<td>Dallas Street</td>
</tr>
<tr>
<td>Kandra Avenue</td>
</tr>
<tr>
<td>Gabba Street</td>
</tr>
<tr>
<td>Currumbin Beach</td>
</tr>
<tr>
<td>Subdivision 4</td>
</tr>
<tr>
<td>Neighbourhood centre, Lake view dining precinct</td>
</tr>
<tr>
<td>Open space</td>
</tr>
<tr>
<td>Conservation</td>
</tr>
<tr>
<td>Major touristic, Wildlife park precinct</td>
</tr>
</tbody>
</table>

Subject areas:
- Council divisions
- Property boundaries
- Subdivision boundary
- Waterway or wetland

Zone:
- Low-density residential
- Low-medium density residential
- High-density residential

Local Government Act 2009
Area Description:
Several Low density residential zoned properties located in Currumbin, adjacent to the Gold Coast Highway.

Anomaly:
This area has a residential density designation of RD2 (1 dwelling per 300m²). This designation does not align with the envisaged development outcomes of the Low density residential zone (i.e. low rise, detached dwelling houses).

Recommendation:
Change the residential density overlay designation to LDR1 (1 dwelling per 800m²), based on the following:
- to maintain and protect the natural and scenic values of Currumbin Hill;
- to ensure it is consistent with the surrounding area, which has a residential density designation of LDR1 (1 dwelling per 800m²);
- to address the existing constraints; and
- existing development in this area consists of dwelling houses.
### Table 4: Summary of mapping anomalies

**Area 4 – Nerang – Eden Court**

<table>
<thead>
<tr>
<th>Current version</th>
<th>Proposed updates</th>
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</thead>
<tbody>
<tr>
<td><img src="image1" alt="Map of current version" /></td>
<td><img src="image2" alt="Map of proposed updates" /></td>
</tr>
</tbody>
</table>

Legend:
- **Subject area**
- **Cordial boundary**
- **Property boundary**
- **Suburb boundary**
- **Zone**: Low density residential
- **Scale**: Open space
- **Zoned development (commissioned land)**

**Note:**
UNAUTHORISED RELEASE OF CONFIDENTIAL REPORTS OR INFORMATION may be an offence under the *Local Government Act 2009* and other legislation and could result in disqualification from office and a penalty of up to 100 units.
Area description:
Several Low density residential and Medium density residential zoned properties located in Nerang, approximately 400m west of the Nerang Train Station.

Identified anomaly:
This area has the following anomalies:

- the southern portion of the development has a residential density designation of RD2 (1 dwelling per 300m²), while the northern area has no prescribed residential density, therefore the Low density residential zone provisions apply (1 dwelling per 400m²); and
- the Low density residential zoned area contains existing development with a residential density of RD2 (1 dwelling per 300m²). This existing development does not align with the envisaged development outcomes of the Low density residential zone.

Recommendation:
Change the zoning of this area to Low-medium density residential, and apply a residential density designation of RD2 (1 dwelling per 300m²) to the entire area, based on the following:

- existing development in this area has a density of RD2 (1 dwelling per 300m²) which is envisaged for the Low-medium density residential zone;
- the proposed changes will ensure consistency within the development; and
- the area is within 400m of the Nerang Train Station.
Table 5: Summary of mapping anomalies

Area 5 – Merrimac – Fairbank Court

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<thead>
<tr>
<th>Current version</th>
<th>Proposed updates</th>
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<tbody>
<tr>
<td><img src="image1.png" alt="Map of Area 5" /></td>
<td><img src="image2.png" alt="Map of Area 5" /></td>
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</table>

Area description:
Two lots, which include a dwelling house at 7 Fairbank Court, Merrimac (Lot 341 on SP114197) and a narrow lot ‘access restriction strip’ (Lot 998 on RP898498), approximately 1km from Gooding Drive, on the eastern side of the Gold Coast railway.

Identified anomaly:
This area has a residential density designation of RD2 (1 dwelling per 300m²). This designation does not align with the envisaged development outcomes of the Low density residential zone (i.e. low rise detached dwelling houses).

Recommendation:
Change the zoning of this area to the Low-medium density residential zone, based on the following:
- it formalises the current residential density designation;
- existing built form has examples of building typologies envisaged for this zone (e.g. small lot house); and
- the adjacent medium density residential zone is proposed to be included in the Low-medium density residential zone as part of Major update 3.

These proposed updates are detailed in Attachment A.
5.3 Established character of Sovereign Island

Sovereign Island currently consists of Medium density residential and Low density residential zoned areas, as shown in Figure 1 below.

![Figure 1: Existing zoning of Sovereign Island](image)

This zoning reflects the zoning that was previously applicable under the Gold Coast Planning Scheme 2003, where the currently zoned Medium density residential areas were included in the Residential Choice Domain, while the current Low density residential zoned areas were located within the Detached Dwelling Domain.

The Medium density residential zoned area currently has a mapped residential density of RD2 (1 dwelling per 300m²). As per the methodology applied to establish the new Low-medium density residential zone endorsed as part of City Plan Major update 3, this Medium density residential zoned land was proposed to be included within the new Low-medium density residential zone.

During a review of the proposed mapping, and in response to recent community concerns raised on Sovereign Island, it is considered that the Medium or Low-medium density residential zone is not the most appropriate zone for this area.

Sovereign Island has become an area made up entirely of large dwelling houses. The Medium density residential zone, which applies to the northern area, does not support the established character of the island.
As such, to protect the established and unique character of the entire Sovereign Island area, it is proposed to:

- change the zoning to Low density residential zone – Sovereign Island precinct;
- remove the RD2 residential density designation from the Residential density overlay map (the residential density designation will rely on the baseline density identified in the zone code of one (1) dwelling house or one (1) dwelling per 400m²); and
- change the 3 storey and 15m building height designation and 2 storey and 9m building height designation to 12m (no storeys) - consistent with the approach to remove ‘storeys’ from all building height designations resolved as part of Major update 2 to City Plan (currently with the State for review).

Resulting from these proposed changes, consequential updates to the Strategic framework, Tables of assessment, Low density residential zone code and maps are also proposed and are outlined in Attachment B.

6 ALIGMENT TO THE CORPORATE PLAN, CORPORATE STRATEGIES AND OPERATIONAL PLAN

The City Plan is identified as a key deliverable in ensuring the themes of the Corporate Plan are achieved. Accordingly, all the themes (the best place to live and visit, prosperity built on a strong diverse economy and people contribute to a strong community spirit) of the Corporate Plan are applicable. A robust City Plan is essential to achieve the desired outcomes detailed in the Corporate Plan.

The City Plan is an initiative in the Operational Plan.

7 GOLD COAST 2018 COMMONWEALTH GAMES IMPACT

Not applicable.

8 FUNDING AND RESOURCING REQUIREMENTS

Not applicable.

9 RISK MANAGEMENT

This activity supports the mitigation of Planning and Environment Directorate Risk number CO000510:

‘City Plan delivers inadequate and/or ineffective strategic/development policy (e.g. poor planning, built form, growth, social and environmental outcomes - including flood impacts).’

10 STATUTORY MATTERS

The proposed changes to City Plan constitute a major amendment under the Minister’s Guidelines and Rules, July 2017 (MGR). The proposed updates are recommended for inclusion in the Major update 3 amendment package to be sent for State interest review.
The drafted outcomes resulting from these recommended policy changes to City Plan will be presented to Council for consideration prior to commencing the statutory amendment process and being submitted for State interest review.

11 COUNCIL POLICIES

Not applicable.

12 DELEGATIONS

Not applicable.

13 COORDINATION & CONSULTATION

The proposed changes will progress through the statutory process set by the MGR. This process will include public consultation of the proposed changes.

14 STAKEHOLDER IMPACTS

Not applicable.

15 TIMING

This matter is proposed to be progressed as part of the City Plan Major update 3 amendment package to be sent for State interest review in May 2018.

16 CONCLUSION

In conclusion, this report has presented proposed changes to City Plan in relation to:

- additional identified mapping anomalies; and
- the zoning, height and density outcomes to support the established and unique character of Sovereign Island.

Mapping anomalies relate to areas which are currently zoned Low density residential, with a residential density of RD2 (1 dwelling per 300m²), or areas where the existing development does not reflect the current zoning (i.e. Low density residential zoning where existing development has a density of RD2. A total of five (5) areas across the City were identified.
This report has made recommendations to address the misalignment between zoning and residential density. These recommendations represent propose zoning changes, changes to the residential density designation as per the residential density overlay or a combination of both. Recommendations were based on the existing built form, surrounding built form (both existing and planned) as well as other relevant area characteristics.

Based on a review of the proposed mapping as part of the Major update 3 amendment package and recent community concerns, it has also been identified that the Medium density residential zone, which applies to the northern area of Sovereign Island, does not reflect the established character. Recognising the unique character of Sovereign Island the introduction of a Sovereign Island precinct is proposed. The intent of this zone precinct, in addition to mapping changes, will retain the established character of Sovereign Island as well as providing greater consistency in relation to built form.

The final drafted content will be presented to Council for consideration and endorsement with the entire Major update 3 amendment package, prior to submission for State interest review in May 2018.

17 RECOMMENDATION

It is recommended that Council resolves as follows:

1. That the report and attachments be deemed non-confidential except for those parts deemed by the Chief Executive Officer to remain confidential in accordance with sections 171 (3) and 200 (5) of the Local Government Act 2009.

2. That the proposed City Plan mapping changes as identified in Attachment A be endorsed to be included in City Plan Major update 3.

3. That the proposed City Plan updates as identified in Attachment B be endorsed to be included in City Plan Major update 3.

4. That the proposed drafted updates to the City Plan be brought back to Council for endorsement prior to submission for State interest review.

Author: Lisa Kubler  
A/Supervisor City Plan

Authorised by: Alisha Swain  
Director Economy, Planning & Environment

29 March 2018