Attachment A: Recommended City Plan updates

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 17 October 2017, Council endorsed a phased approach to re-define the city’s building height policy within City Plan. As part of this phased approach, Phase 2 identified eight (8) actions to be undertaken. This report responds to the following two (2) actions from Phase 2 of the building height strategy:

1) Utilise the findings from the Infill Capacity Assessment to inform potential updates to relevant overlay maps.
2) Review available existing development data to improve the baseline for relevant overlay maps.

The Infill Capacity Assessment is now referred to as the 5 year Growth Allocation Project (5 year GAP).

In response to the first action, the 5 year GAP was undertaken to determine City Plan’s theoretical planned dwelling capacity of the city’s infill/consolidation area and to understand the likelihood of the theoretical planned dwellings being realised as built dwellings, as the basis to then adjust building heights and densities. The 5 year GAP was undertaken in two parts. Part A determined whether building heights needed to change in order to achieve the dwelling targets set by the new South East Queensland Regional Plan 2017 (SEQ Regional Plan 2017), whilst Part B identified Priority Growth Areas and proposed City Plan changes to address the dwelling shortfall which was identified by Part A.

Part A of the 5 year GAP concluded that whilst the city has adequate theoretical planned dwelling capacity to meet the 2041 consolidation area dwelling targets within the new SEQ Regional Plan 2017, the realistic dwelling capacity based on historical conversion rates is lower than required.
As such, Part B of the 5 year GAP seeks to identify opportunities for additional planned dwellings within the consolidation area to ensure City Plan can deliver the next 5 years of dwelling supply as per the dwelling targets set out within the SEQ Regional Plan 2017. The key findings of Part B are presented in this report. To accommodate the next 5 years of dwelling growth, Part B has identified the following three (3) Priority Growth Areas within the city’s consolidation area:

1. Biggera Waters;
2. Labrador; and
3. Southport West.

This report also considers how the dwelling targets for the subsequent 5 year growth cohorts (i.e. 2021 beyond) will be planned for and included within City Plan. It is recommended that a work program be developed and presented to Council for future consideration. The work program is to determine a consistent approach for identifying future Priority Growth Areas and how to determine the appropriate City Plan provisions to support this additional growth.

Further, in response to the second action, a review of available existing development data has been undertaken. Through a filtering process of various inputs, it was revealed that the current built form on eight (8) properties throughout the City (except Light rail stage 3, The Spit, and those sites identified as part of Part B 5 Year GAP) exceed the building heights as mapped on the Building height overlay map. To support a sustainable city shape and taking into consideration the eight (8) identified properties, no further increases to building height are proposed.

In addition, four (4) draft City Plan submissions have also been reviewed as they were identified for further review during Phase 1 of the staged approach to implementing the building height strategy. Of the 4 submissions, 2 updates to the building height overlay map are proposed. These 2 updates relate to 2 properties along Frank Street, Labrador.

It is proposed that these City Plan policy recommendations included within this report (Attachment A) be endorsed to be included as part of City Plan Major update 3 package, which is to progress to State interest review in March / April 2018.

3 PURPOSE OF REPORT

This report specifically responds to two (2) actions identified in Phase 2 of the phased approach to re-define the City’s building height strategy in City Plan. The two (2) actions involve:
ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

1) Utilising the findings from the Infill Capacity Assessment to inform potential updates to relevant overlay maps.
2) Reviewing available existing development data to improve the baseline for relevant overlay maps.

To address these actions, this report has been structured into the following Sections:

- **Section A**: Provides background and a summary of the key findings from Part A of the 5 year GAP
- **Section B**: Provides summary of methodology, key findings and recommended changes from Part B of the 5 year GAP
- **Section C**: Provides summary of recommendations to respond to other key findings from Part A of the 5 year GAP
- **Section D**: Provide summary of the analysis undertaken to update City Plan based on available existing development data
- **Section E**: Provide summary of the analysis undertaken to update City Plan based on draft City Plan submissions

This report informs a number of proposed updates to zoning, building height and density recommended to be included within the City Plan Major update 3 amendment package, which is to progress to State interest review in March / April 2018.

4 PREVIOUS RESOLUTIONS

On 30th May 2017, an introductory paper was presented to Council advising that this project had commenced.
On 17th October 2017, Council endorsed the following to be Phase 2 of the Building height sequenced approach:

1) Utilise the findings from the Infill Capacity Assessment to inform potential updates to relevant overlay maps.
2) Retain the 50% exceedance test in the Strategic Framework.
3) Investigate the introduction of the Low-Medium Density Residential Zone.
4) Fix the remaining anomalies between zoning, height and density across the city (excluding the Light Rail Stage 3 corridor and the Spit).
5) Review available existing development data to improve the baseline for relevant overlay maps.
6) Remove the optional Community Benefits Bonus Policy and replace with improved built form provisions that can be applied more broadly.
7) Strengthen the scheme’s existing amenity controls to improve built form outcomes.
8) Consider the introduction of an impact assessment trigger when exceeding the provisions shown on the Residential density overlay map.

On 13th March 2018, Council endorsed the following:

1 That the recommended next steps of Part A of the 5 year Growth Allocation Project be endorsed as per Attachment A.
   a) Part B of this project is to identify priority growth areas over the next 5 years to ensure 25,580 additional dwellings can be accommodated. This is to be based on economic analysis of these areas to ensure the planned dwelling supply is realistic.
   b) That residential density be investigated to be removed from the City Plan, as it currently operates, as it is misaligned with building height.
   c) That the drivers behind improving conversion rates from planned dwellings to built dwellings be further investigated.
   d) That consolidation area dwelling supply continues to be monitored within the city to inform future updates to City Plan.

2 That the background report for the Part A of the 5 year Growth Allocation Project be noted (Attachment B).

3 That a future report be bought back to Council for consideration containing Part B of the 5 year Growth Allocation Project.
5 DISCUSSION

5.1 Background

The 5 year GAP was identified as an important component in understanding appropriate building heights and residential densities across the city. This work determines whether the City has enough planned capacity to accommodate the projected dwelling targets as set out in the new SEQ Regional Plan 2017.

![Diagram](image)

**Figure 1 – How interconnected studies fit together to deliver sustainable City shape**

It was also highlighted that to promote the right type of growth at the right time, in the right location and supported by the right type of infrastructure, building height cannot be considered in isolation. Decoupling building height away from residential density considerations leads to unplanned additional growth, which in turn, leads to unintended consequences and risks for Council.

The 5 year GAP was undertaken in two parts, Part A and Part B. Part A determined whether building heights needed to change in order to achieve the dwelling target set by the SEQ Regional Plan 2017, whilst Part B identified Priority Growth Areas within the city’s consolidation area and proposed changes to City Plan to address the dwelling shortfall that was identified by Part A.
SECTION A: Key findings from Part A of the 5 year GAP

5.2 Part A of the 5 year GAP

REDACTED
SECTION B: Methodology, key findings and recommended changes from Part B of the 5 year GAP

5.3 Part B – Methodology

Below is an overview of the methodology used for Part B of the 5 year Growth Allocation Project.

Methodology for Phase 2:
Identify priority growth areas, having regard to:
1. Attractors of growth:
   - Transport &
   - Amenity
   - Employment
2. Extent of constrained lands, including environmental and natural hazard constraints.
3. Existing and planned trunk infrastructure capacity

Methodology for Phase 3:
Recommend appropriate height, density and zoning changes, based on:
1. Application of specific criteria to determine when each zone is to be applied.
2. Consideration of redevelopment opportunities based on existing land use pattern
3. Application of the Building height principles

Figure 2 – Methodology for Part B of 5 year GAP

5.3.1 Identify Priority Growth Areas

Phase 2 of the 5 year GAP identified Priority Growth Areas within the City’s consolidation area to accommodate future dwelling growth. The following approach was developed and applied:

a. Based on City Plan’s Strategic Framework, the core principles of growth were distilled into the key themes of transport, amenity and employment. Criteria were developed under each theme to rank statistical areas (SA2 level) based on their performance against these core city-shaping themes.

b. The infrastructure capacity of each SA2 was then considered including those SA2s where infrastructure capacity exists or is planned to exist to meet future development demand (based on current draft LGIP).
c. A shortlist of SA2’s was then developed. The top raking SA2’s were analysed to:
   i. identify SA2’s that are located within proximity of areas with excellent access to high frequency public transport, high amenity values and significant employment areas;
   ii. identify areas that have future capacity to accommodate additional growth (e.g. areas of Low/medium density residential zone that have capacity for a greater intensity of development); and
   iii. identify areas where land is highly fragmented and will adversely affect the likelihood of re-development (i.e. many property owners within body corporates, and very narrow/small lots).

d. Based on the shortlist of SA2’s, further analysis was undertaken at a more localised level to determine areas appropriate for re-development. A heat map of attractors and detractors to development was developed to assist in identifying Priority Growth Areas within the shortlisted SA2’s. This heat map is provided in Attachment B.

The above analysis identified the following Priority Growth Areas to be further investigated:

- Biggera Waters;
- Labrador; and
- Southport West.
It is noted that there were a number of other SA2’s that ranked highly in many criteria, but were lacking in one (1) or two (2) other criteria.

Where statistical areas have ranked low in certain criteria, it is recommended they be investigated further as part of subsequent statistical area planning for future 5 year growth cohorts.

5.3.2 Phase 3: Identify proposed City Plan changes

Within the identified Priority Growth Areas, to determine extent of changes to City Plan required to accommodate the next 5 years of dwelling growth, the following approach was applied.

Firstly, to determine the most appropriate zone for entire street blocks within the defined Priority Growth Areas, a specific set of criteria was established for four (4) residential zones of Low density residential, Low-medium density residential, Medium density residential, and High density residential. The criteria were distilled from the City Plan’s Strategic Framework, under the key themes of transport, amenity and employment. The criteria related to proximity to high frequency public transport, high quality amenity features such as the Broadwater, proximity to quality employment opportunities.

The building height principles were also considered in determining the most appropriate zone for entire street blocks.
The outputs from this approach are presented in the following zoning, height and density maps.
Figure 4: Biggera Waters area – Proposed zoning, building height and residential density changes

Summary of key changes to the Biggera Waters Priority Growth Area

- High density residential zone along Marine Parade responds to ‘Water Playground’ and ‘Beach City’ building height principles where increases in building height are supported, where appropriate, to maximise the recreational amenity of the Broadwater.
- Medium density residential zone on the adjoining side of Marine Parade and Bayview Street is an appropriate transition from the High density to the east and the Low-medium to the west.
- Low-medium density residential has been used in areas with good accessibility (i.e. street blocks with a grid and local bus service), and close to amenity features such as parks.
- The established large homes in canal areas and the least accessible areas have been retained as Low density residential zone. In acknowledging their close proximity to Harbour town, an RD1 designation has been applied.
Summary of key changes to the Labrador Priority Growth Area

- Extension of the existing High density residential zone to be on the western side of the Gold Coast Highway to respond to ‘Water Playground’ and ‘Beach City’ building height principles where increases in building height are supported to create a distinct visual landmark that responds to the amenity values afforded by the Broadwater. The area proposed to be increased is the existing Medium density residential zoned area and has an existing character of ‘high’ buildings.
- Medium density residential zone on the adjoining side of Muir Street is an appropriate transition from the High density to the east and the Low-medium to the west. In addition, Medium density residential zone has been proposed along the key east-west link of Musgrave Avenue.
- Given its proximity to the Southport CBD, the grid layout of the streets, and the established parks network, the Low-medium density residential zone is proposed throughout the remainder of this priority growth area.
Figure 6: Southport – Proposed zoning, building height and residential density changes
## Summary of key changes to the Southport Priority Growth Area

- High density residential zones have been applied along Marine Parade to respond to the ‘Water Playground’ building height principles, where increases in building height are supported, where appropriate, to maximise the recreational amenity of the Broadwater. The Southport PDA also includes land for High density residential development within proximity of the Broadwater.
- Medium density residential zone has been concentrated around:
  - Key east-west linkages of:
    - Southern side of Smith Street
    - Southern side of Queen Street
    - Nerang Street
    - Southern side of Musgrave Avenue
  - Within proximity of the Southport PDA.
  - Within proximity of the existing Light Rail.
- Given its proximity to the Southport CBD, the grid layout of the streets, and the established parks network, the Low-medium density residential zone is proposed throughout the remainder of this priority growth area.
In summary, it is considered that the recommended City Plan changes will increase the planned capacity of the City’s consolidation area and will assist in delivering the realistic dwelling supply required over the next 5 years as per the SEQ Regional Plan 2041. However, this is subject to improving the planned to built conversion rates.

SECTION C: Summary of recommendations to response to other key findings from Part A of the 5 year GAP

5.4 Residential density

Through Part A of the 5 year GAP, it became apparent that:

- residential density provisions are significantly misaligned with the building height provisions which sends mixed messages to the development industry who require clarity in the planning system when undertaking due diligence on re-development opportunities; and
- City Plan uses residential density to inform built form outcomes, as opposed to using it as a policy lever to ensure that adequate infrastructure capacity exists to support the proposed development.

To address these issues, Officers have investigated the removal of the Residential Density overlay mapping from City Plan and concluded that:

a) Building height provisions, together with site cover and setbacks are better provisions to inform the planned built form outcomes sought by City Plan. In this regard, the Residential density provisions are not intended for this purpose and therefore City Plan should be updated to clarify the intent of these provisions. This body of work has been undertaken as part of the Community Benefit Bonus Policy review, which is presented in Item 8 within this Agenda.
SECTION D: Review of existing development data

5.5 Existing development data review

On 17 October 2017, Council resolved to undertake a phased approach to re-define the City’s building height strategy. This approach identified a need to review the available existing development data to improve the baseline building heights across the City (except for Light rail stage 3 and The Spit), and where considered appropriate, undertake updates to the Building height overlay map.

This approach was outlined in the Building Height Study as a critical step towards repositioning the Building height overlay map as the accurate and up-to-date policy expression of building height across the City.
The undertaking of this review has drawn on the following available data sources:

- Council’s records (particularly those relating to development applications);
- the current building height overlay map in City Plan; and
- LIDAR data 2014 – which is a remote sensing method used to examine the surface of the Earth and make digital 3D representations of areas, buildings etc.

From these data sources, the following filters were applied to determine which properties should be further reviewed to improve the baseline building height on the Building height overlay map:

- **Filter 1**: Development must be constructed
- **Filter 2**: Development exceeds the current Building height overlay map (excluding Hx designations)
- **Filter 3**: Exclude development located in the Light rail stage 3 and The Spit
  - Exclude sites identified as an ‘area of opportunity’ in the 5 year growth allocation project

Upon application of Filters 1 and 2 to the abovementioned data sources, it was revealed that a total of 43 existing buildings exceed the current Building height overlay map. This was further refined by applying Filter 3, resulting in eight (8) properties being identified for review.

Please note that there are 33 existing buildings exceeding the current building height overlay map in the Light Rail Stage 3 and the Spit (areas not subject to this review), with two (2) existing buildings exceeding the current building height overlay map in the Priority Growth Areas identified in Part B of the 5 year GAP.

5.5.1 **Review of identified properties**

As outlined above, eight (8) properties have been identified for review to determine if any changes should be made to improve the baseline building height on the Building height overlay map and involved a further filtering process as identified in the diagram below:
As outlined in the figure above, the first filter is asking if there are ‘clusters’ of existing buildings, which exceed the current Building height overlay map in a particular area. This is an important consideration due to the fact that the current approach to mapping the baseline building height throughout the city occurs in ‘blocks’ or ‘clusters’ in areas which have or are intended to have similar attributes (e.g. land uses). This approach ensures the emerging city shape is sustainable and the city can accommodate the right type of growth, in the right location, at the right time.

When applying this further filtering process, it was revealed that all identified properties are isolated occurrences – meaning they did not occur in distinct clusters around a particular area of the City, suggesting that on the whole, the current mapped baseline building heights are accurate.

Had the identified properties occurred in distinct clusters, it is considered reasonable to conclude that the mapped building heights were out of date or circumstances had changed in that particular locality (for a variety of reasons) and would have required the updating of the Building height overlay map to respond to these changed circumstances.

SECTION E: Review of draft City Plan submissions

5.6 Submission review

On 17 October 2017, Council resolved to undertake a phased approach to re-define the City’s building height strategy. This approach included a review of the draft City Plan submissions that referenced the building height study, to determine if any site specific changes could be supported (excluding the Light rail stage 3 corridor and The Spit).

Analysis of the draft City Plan submissions revealed that of the 549 submissions received, a total of 39 submissions requested specific changes to building height and the City’s response to these submissions referenced a future building height study. Of the 39 submissions, only
10 submissions were identified as being in scope for further review (i.e. the remaining 29 submissions were identified as being within the Light Rail Stage 3 corridor and/or The Spit).

The 10 submissions were reviewed and revealed:

- six (6) submissions did not warrant any change to the building height designation as they already aligned with the citywide building height principles and the underlying zoning building height intent; and
- the remaining four (4) submissions warranted further a detailed investigation to determine if site specific changes to building height could be supported.
ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

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ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
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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.

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ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

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Figure 13 – 23 Rankin Parade and West of Tedder Avenue, Main Beach
6 Alignment 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. The proposed updates are recommended for inclusion in the Major update package to be sent for State interest review in March 2018.

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

An independent peer review of the assumptions and inputs for the 5 year GAP was undertaken and this has informed this project and its findings.

14 STAKEHOLDER IMPACTS

The policy improvements to City Plan recommended by this report will form part of the Major update 3 package to be sent for State interest review in March / April 2018.

Internal stakeholders will be consulted as the update progresses through the statutory process.

Under the statutory process, the Major update 3 package to be sent for State interest review will be required to undergo a 30 business day public consultation period (with all submissions reviewed and considered) prior to its adoption.

15 TIMING

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

16 CONCLUSION

In conclusion, this report responds to the following two (2) actions from Phase 2 of the building height strategy:

1)  *Utilise the findings from the Infill Capacity Assessment to inform potential updates to relevant overlay maps.*

2)  *Review available existing development data to improve the baseline for relevant overlay maps.*

In response, the purpose of Part B of the 5 year Growth Allocation Project was to identify opportunities for additional planned dwellings within the consolidation area to ensure City
Plan can deliver the next 5 years of dwelling supply as per the dwelling targets within the new South East Queensland (SEQ) Regional Plan 2017. This project is to inform recommended updates to zoning, building height and density within City Plan Major update 3.

Policy changes to City Plan have been recommended to deliver the additional planned dwellings required to achieve the 5 year dwelling targets under the SEQ Regional Plan.

In addition, this report also provides a summary of the review of available existing development data, with City Plan changes proposed to improve the baseline for the Building height overlay map.

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 Attachment A be endorsed as the recommended policy changes to City Plan.
3. That Attachment B: Background paper be noted.
4. That Attachment C: Review of available existing development data be noted.
5. That a report be bought back to Council with the drafted changes to City Plan to implement the policy changes contained in Attachment A.
Attachment A – Recommendations for policy changes

1. The following zoning, building height and residential density changes be endorsed:

Note: The proposed density is shown in red text. The proposed height is shown in blue text in metres.
ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

Note: The proposed density is shown in red text. The proposed height is shown in blue text in metres.
ITEM 10 (Continued)

PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES
AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

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Note: The proposed density is shown in red text. The proposed height is shown in blue text in metres.
2 That detailed infrastructure planning be undertaken as a result of the recommended zoning, height and density changes endorsed herein.

3 That a feasibility assessment be undertaken of the proposed City Plan changes to determine whether the conversion rate of 20% is achievable. If unachievable, that a report be bought back for Council’s consideration prior to inclusion as part of Major update 3 to City Plan.

4 That a monitoring program be established of the City’s new dwellings to monitor the delivery of the dwelling targets and make adjustments as required.

5 That a work program for statistical area planning be developed and presented to Council for future consideration to determine how the dwelling supply shortfall can be addressed for the subsequent 5 year growth cohorts, being from 2021 to 2041.

6 The following density changes be endorsed:
   - The Residential density overlay map within City Plan be renamed to “Development density for infrastructure capacity”.
   - The following density category definitions be updated:
     - RD5 be changed from 1 bedroom per 50sq.m to 1 dwelling per 110sq.m
     - RD6 be changed from 1 bed per 33sq.m to 1 dwelling per 75sq.m
     - RD7 be changed from 1 bed per 25sq.m to 1 dwelling per 50sq.m
     - RD8 be changed from 1 bed per 13sq.m to 1 dwelling per 25sq.m.
   - The following categories are introduced for infrastructure planning and future updates to City Plan, and to be used within the areas of the city where Tall and Super-tall buildings are anticipated:
     - RD9 – 1 dwelling per 20sq.m
     - RD10 – 1 dwelling per 10sq.m
     - RD11 – 1 dwelling per 5sq.m
   - That the ‘Density provisions’ within the City Plan codes be updated ensure that development demonstrates adequate infrastructure capacity exists to support the proposed development density. Further, where ‘Density provisions’ are exceeded, appropriate policy responses are investigated to ensure development appropriate addresses its impacts.
ITEM 10 (Continued)
PART B OF 5 YEAR GROWTH ALLOCATION PROJECT & BUILDING HEIGHT UPDATES AS PER PHASE 2 OF THE STAGED BUILDING HEIGHT STRATEGY
PD98/1132/04/51

REDACTED