Refer 93 page attachment

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

(g) any action to be taken by the local government under the Planning Act, including deciding applications made to it under that Act; or

(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

This report provides an overview of a detailed land use and infrastructure planning investigation completed for the Upper Coomera Investigation Area, resulting in a draft Concept Plan.

The draft Upper Coomera Concept Plan identifies an opportunity for between 499 and 715 new dwellings (between 11 and 16 dwellings / net ha). An assessment of infrastructure requirements for the high yield identifies expected infrastructure costs for Council’s water, sewerage, stormwater, transport and park networks.

Subject to Council endorsement, implementation of the draft Upper Coomera Concept Plan is proposed for City Plan major update 2. This is recommended to include preparation of a Conceptual Land Use Map and adjustments to the Emerging community zone.

It is recommended Council endorses the draft Upper Coomera Concept Plan for targeted community engagement with land owners in the Investigation Area. Upon review of the feedback, a separate report will be provided to Council with recommendations for a major update to City Plan.

It is also recommended Council begin early consultation with the State Government to assist identification of State interests.

3 PURPOSE OF REPORT

The purpose of this report is to seek endorsement for the draft Upper Coomera Concept Plan to proceed to targeted community engagement with land owners, and early consultation with the State Government.

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.
4 PREVIOUS RESOLUTIONS

23 August 2016 - Council resolved (CP16.0817.006 – refer Attachment 1) to undertake planning for the Upper Coomera Investigation Area to inform a future City Plan update.

15 September 2016 – Council noted (CP16.0913.012) an Introductory Paper on the Upper Coomera Investigation Area project.

3 March 2017 – Council noted (CP17.0301.007) a project update report on the Upper Coomera Investigation Area project.

5 DISCUSSION

City Plan Investigation Areas – background

City Plan identifies 13 Investigation Areas inside the South East Queensland Regional Plan 2009-2031 (SEQRP) Urban Footprint. These areas are to be investigated for land use opportunities and constraints to determine if they can provide additional housing or employment for the City’s growing population. Until these investigations are undertaken and any amendments to City Plan are completed, these areas are to retain their rural residential character and intent.

A preliminary feasibility assessment of all the Investigation Areas (within the SEQRP Urban Footprint) identified the Upper Coomera Investigation Area as a high priority for Council to undertake detailed land use and infrastructure planning with targeted community engagement. The preliminary feasibility assessment identified potential for 638 dwellings.

Upper Coomera site analysis

The Courtney Drive, Upper Coomera Investigation Area comprises 50.4ha of Rural zoned land and 68.27ha of Rural residential zoned land. In total there are 29 properties with an average lot size of 3.8ha. Current use of the land is for rural residential purposes (refer Attachment 2 – aerial map).

A site analysis of the Investigation Area was completed to inform urban land use opportunities and constraints. The site analysis is included in the Draft Upper Coomera Concept Plan Report (refer Attachment 3). This involved a comprehensive analysis of a broad range of factors including visual amenity, slope, environmental and infrastructure issues which influence development opportunities.

To inform the site analysis, property owners were involved at the start of the project. This included an information evening on 28 November 2016 where 17 of the 29 properties were represented. Land owner permission was granted for many sites to assist with an ecological assessment of the Investigation Area.
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Subsequent meetings were held upon request, including meetings with two separate developers who have acquired interests over approximately 34ha (9 lots) of the Investigation Area.

Draft Upper Coomera Land Use Concept Plan

Following the site analysis work, a draft land use concept plan is provided for Council endorsement (refer Attachment 4). Subject to Council endorsement, approval is sought to undertake targeted engagement with the land owners in the Investigation Area. Upon review of feedback, a separate report will be provided to Council with recommendations for a major update to City Plan.

The draft Concept Plan identifies potential for between 499 and 715 new dwellings (between 11 and 16 dwellings / net ha) in three suburban neighbourhood precincts, based on different site characteristics. Outcomes for each precinct are provided on the draft Concept Plan to inform land owners and guide future development of a City Plan update.

Courtney Drive North East Precinct has gentler topography and accommodates most of the dwellings while also providing for a local recreation park. Courtney Drive South East Precinct is subject to steeper topography and includes areas above RL60m, which present issues for development to achieve acceptable water pressure.

Courtney Drive West Precinct is the most constrained due to slope, waterway corridors and bushfire hazard. This area presents some opportunities for larger lot subdivision, subject to acceptable resolution of bushfire management issues and acceptable design response on sloping land.

There are several properties in the south western corner of the Investigation Area (90-98 Courtney Drive) which have no area of land within a suburban neighbourhood precinct. These properties have a combination of constraints including steep slopes, waterway corridors, high value vegetation, bushfire hazard and elevation (for water pressure) that precludes development opportunity.

The draft concept plan was developed with consideration of the following key influences, discussed in greater detail in the Draft Upper Coomera Concept Plan Report (refer Attachment 3):

- **Slope assessment and visual amenity** – Lower residential yields are identified for land with steeper slopes. However, a marginal increase to yield at a suburban scale may be achieved with amalgamation of properties and acceptable earthworks/landscape response and built form outcomes.

  The planning density assumptions factor some earthworks to facilitate urban development outcomes and extension of Courtney Drive.

  Development applications will be required to address existing City Plan provisions, which require earthworks to be undertaken in a way that provides good quality amenity outcomes. The precinct and character intents for the proposed suburban neighbourhoods
emphasise this, by restricting large exposed retaining walls and referring to Council’s slope sensitive design guidelines.

- **Ecological assessment** – Urban development is not envisaged in areas with high value vegetation. High ecological value areas adjacent to Willowvale Reserve are identified as part of the greenspace network, and may contribute to an expanded reserve following residential development over the balance of sites concentrated along Courtney Drive.

Yaun Creek and a second watercourse leading into Willowvale Reserve, are identified as part of the greenspace network and will be required to be rehabilitated. These watercourses will assist management of stormwater, and once rehabilitated will contribute amenity for the new community.

Other degraded and/or small dry gullies were identified as lower constraint areas (for yield assumptions), and will be subject to detailed ecological and hydrological assessment as part of future development applications.

- **Bushfire hazard** – The investigation area includes areas mapped as very high bushfire hazard. This hazard influences the extent of urban development and design of the road network, contributing to the need for extension of Courtney Drive to Reserve Road. Potential development areas west of Courtney Drive will be subject to bushfire management plans, and may require special design responses to mitigate bushfire hazard risk.

- **Recreational open space** – Five locations were considered for a new local recreation park. The recommended location is the only option which meets the desired standards of service requirements in the Local Government Infrastructure Plan (LGIP). The recommended local recreation park site is adjacent to Yaun Creek and existing open space, and has an area of flatter land, large enough to enable a 1ha park. The location is central to residential population and close to land with potential to accommodate the greatest yields.

- **Water** – Network modelling completed by Gold Coast Water and Waste identifies a constraint to service areas above RL 60m. This has restricted the extent of urban development opportunities in the Investigation Area. Some augmentations (or upgrades) to the existing network are required to facilitate urban development of the Investigation Area (refer infrastructure cost implication section).

- **Sewerage** - Internal sewer reticulation will be connected to the existing trunk network located at the southeast of the site. Network modellers have based the connection point at an existing manhole on Richardson Crescent (part of the adjacent development to the south, located off Reserve Road). Some augmentations (or upgrades) to the existing network are required to facilitate urban development of the Investigation Area (refer infrastructure cost implication section).

- **Road network** – A key element of the road network is the extension of Courtney Drive through to Reserve Road as a minor residential collector to facilitate improved connectivity and mitigate natural hazard risk (emergency services access). The extension includes construction of an unformed road reserve on the southern boundary of the
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Investigation Area which forms part of the Stockland’s Highland Reserve development to the south.

- Public transport – The ability for a bus to service the area via Courtney Drive (extended through to Reserve Road) was explored. Due to the topography and earthworks required to achieve suitable grades, a bus connection via Courtney Drive is not feasible. There remains an opportunity to provide a bus connection along Baileys Mountain Road, which is planned in the transitional LGIP to be upgraded as an arterial road. A bus stop is located on Reserve Road which can service the majority of new residents.

- Stormwater – Realignment of Baileys Mountain Road in the vicinity of Yaun Creek is expected to provide an opportunity for a green bridge structure over Yaun Creek and removal of the existing culvert crossing, addressing stormwater issues raised in initial community consultation. This will result in improved environmental outcomes. These will be trunk works in conjunction with the road realignment. Other water quality and quantity mitigation measures from development will need to be consistent with the Land Development Guidelines (e.g. development scale detention and water quality improvement).

Infrastructure cost implications

The Draft Concept Plan Report (Attachment 3) includes an estimated development yield (planned density) to inform infrastructure planning. The following table provides a breakdown of estimated trunk infrastructure costs for each network, anticipated financial infrastructure contributions and total estimated cost to Council (on the assumption that the area develops to the planned density):

<table>
<thead>
<tr>
<th>Network</th>
<th>Trunk Infrastructure</th>
<th>Estimated trunk infrastructure costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recreation</td>
<td>Local recreation park 1ha land assumes above Q100 and is an estimate based on values of similar land in region)</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Recreation</td>
<td>Local recreation park embellishments ($25 per 1m²)</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Stormwater</td>
<td>Yaun Creek green bridge (works associated with alteration to Baileys Mountain Road intersection with Reserve Road)</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Stormwater</td>
<td>Courtney Drive culvert extensions</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Stormwater</td>
<td>Courtney Drive extension to creek crossing</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Stormwater</td>
<td>Yaun Creek and tributary path crossing</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Transport</td>
<td>Intersection of Baileys Mountain Road and Courtney Drive</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Transport</td>
<td>Intersection of Courtney Drive and Reserve Road</td>
<td>[REDACTED]</td>
</tr>
<tr>
<td>Transport</td>
<td>Baileys Mountain Road and alteration to intersection with Reserve Road</td>
<td>[REDACTED]</td>
</tr>
</tbody>
</table>
ITEM 7 (Continued)
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<table>
<thead>
<tr>
<th>Network</th>
<th>Trunk Infrastructure</th>
<th>Estimated trunk infrastructure costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>Network augmentation and new trunk mains through investigation area</td>
<td></td>
</tr>
<tr>
<td>Sewerage</td>
<td>Network augmentation and new trunk mains through investigation area</td>
<td></td>
</tr>
</tbody>
</table>

**Total estimated trunk infrastructure costs**

<table>
<thead>
<tr>
<th>Infrastructure contributions ($28,311.20 per 3+ bedroom dwelling)</th>
<th>Low yield (499 dwellings)</th>
<th>High yield (715 dwellings)</th>
</tr>
</thead>
</table>

The transport infrastructure costs exclude costs for upgrading Courtney Drive from a rural residential road to a minor residential collector and extension through to Reserve Road. These works estimated at $8,000,000 are considered non-trunk (traffic volumes less than 3,000 vpd) and will be required as part of the development assessment process.

City Plan major update options analysis

Subject to Council endorsement to engage property owners on the draft Upper Coomera Concept Plan, a report with draft content for a City Plan major update will be brought back for consideration following consultation. To implement the draft concept plan in a future City Plan update, two zoning options have been considered.

**Option 1** (recommended): Emerging community zone

This option involves including future development areas in the Emerging community zone, together with a Conceptual Land Use Map. It is recommended that those areas currently in the Rural zone without urban development opportunities remain in the Rural zone.

The reasons for recommending the Emerging community zone include:

- The Emerging community zone purpose is the best fit for zoning of residential greenfield land. The purpose of the Emerging community zone code is to:
  
  (a) identify land that is suitable for urban purposes and protect land that may be suitable for urban development in the future;
  (b) manage the timely conversion of non-urban land to urban purposes; and
  (c) prevent or discourage development that is likely to compromise appropriate longer term land use.

- The boundary of suburban and greenspace areas can be subject to refinement through the planning assessment process, following consideration of more detailed site based technical assessments.
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- The Emerging community zone requires residential development to be impact assessable ensuring development proposals have consultation with adjacent property owners. This assists to ensure development integrates with adjacent sites and does not prejudice development opportunities.

- The Emerging community zone provides flexibility and requires development to establish its own built form parameters based on site characteristics. For example lot sizes, setbacks, and distribution of dual occupancy/multiple dwellings.

Option 2: Low density residential, Rural, Rural residential and Open space zones to reflect the precinct intents.

This option involves including suburban neighbourhoods in the Low density residential zone; local recreation park and some greenspace network (key watercourses) as Open space zone; and retaining existing zones over private greenspace (Rural and rural residential zones). This option is not recommended for the following reasons:

- Precise boundaries need to be defined to zone areas for Open space and Low density residential. As such, these boundaries should be refined or confirmed through the planning assessment process, following consideration of more detailed site based technical assessments.

- The Low density residential zone enables code assessable subdivision with a minimum lot size of 600m². This minimum lot size is not appropriate for some constrained parts of the Investigation Area and is too large for areas where greater density is envisaged. This could influence a developer's decision to keep lots larger to avoid impact assessable development, resulting in underutilisation of infrastructure.

- The Low density residential zone does not enable design flexibility e.g. ability to group multiple dwellings / dual occupancy development on lower constrained land, increased setbacks to address site constraints etc.

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

The Upper Coomera Investigation Area project is aligned to the following Corporate Plan objectives:

1.1 Our city provides a choice of liveable places
We can choose diverse lifestyle and housing options from rural to city living.

A. We plan for the future of the city
We make good choices that create a better future for the Gold Coast community

B. We manage the city responsibly
Our stewardship of the city provides value for money for ratepayers
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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

The activity supports the mitigation of the following Directorate Risk:

CO00510 – City Plan delivers inadequate and / or ineffective strategic/development policy (e.g. poor planning, built form, growth, social and environmental outcomes).

10 STATUTORY MATTERS

If approved, a future major update to City Plan for a new community in the Upper Coomera Investigation Area will follow the statutory plan making process. This will require providing a statement of the State interests and how these are integrated within the proposed update.

It is proposed to liaise with the State Government Department of Infrastructure, Local Government and Planning for early discussion on State interests and issues identification. The following State interests have been identified:

South East Queensland Regional Plan 2009-2031

Regional Policy 8.1 ‘Compact Development’ and 8.2 ‘Containing Growth’ are applicable to the Upper Coomera Investigation Area. These regional policies address the issues of providing a compact urban structure of well-planned communities through the following policies:

- 8.1.1 – Accommodate a higher proportion of growth through infill and redevelopment of existing urban areas to meet the dwelling targets.
- 8.1.2 – Focus higher density and mixed-use development in and around regional activity centres and public transport nodes and corridors.
- 8.2.1 – Accommodate regional growth in locations that provide superior transportation choices or otherwise reduce car use, particularly through supporting growth in established urban areas and redevelopment in and around existing urban centres and along priority transit networks and other high-frequency transit corridors.
- 8.2.2 – Make Development Areas contiguous with existing communities wherever possible or otherwise provide development with direct transport linkages to established urban areas early in the development.
Proposed future urban development of the Investigation Area is in line with the strategic
direction of the existing SEQ Regional Plan and will deliver a compact urban structure,
accommodating future residential growth.

ShapingSEQ – Draft South East Queensland Regional Plan

The proposed new community in Upper Coomera meets the goals of the Draft SEQ Regional
Plan as it contributes to a consolidated urban structure with a well-planned and compact
community. Access to public transport and active transport links are provided, as well as
access to employment and recreation activities. The proposed new community will replace
inefficiently zoned rural residential land with a new urban community with density to
complement site characteristics.

The Draft SEQ Regional Plan strategic themes of ‘Sustain’ and ‘Live’ are supported through
the identification and creation of conservation and open areas. This includes Yaun Creek and
other key waterway corridors for future rehabilitation to provide for biodiversity connections to
high ecological significant areas in nearby ranges of Willowvale and Upper Coomera
(Willowvale Reserve). The expansion of Willowvale Reserve will be achieved as a
consequence of concentrated urban development along Courtney Drive.

The proposed Upper Coomera new community is adjacent an established urban area and is
currently serviced by transport infrastructure. The integrated planning for the extension of this
urban area enables low overall infrastructure costs and planning for a new centrally located
1ha local recreation park.

State Planning Policy

The proposed new community for Upper Coomera is consistent with the State Planning
Policy (refer Attachment 3 - Draft Upper Coomera Concept Plan Report), including the
following State interests:

- Planning for liveable communities and housing - Housing supply and diversity and
  Liveable communities
- Planning for the environment and heritage – Biodiversity
- Planning for the environment and heritage – Water Quality
- Planning for safety and resilience to hazards – Natural hazards and risk resilience.
- State transport infrastructure.

Changes in the draft State Planning Policy do not affect the proposed new community.

11 COUNCIL POLICIES

Not applicable.
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12 DELEGATIONS

Not applicable.

13 COORDINATION & CONSULTATION

<table>
<thead>
<tr>
<th>Name and/or Title of the Stakeholder Consulted</th>
<th>Directorate or Organisation</th>
<th>Is the Stakeholder Satisfied With Content of Report and Recommendations (Yes/No) (comment as appropriate)</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Architect</td>
<td>Planning &amp; Environment</td>
<td>Yes</td>
</tr>
<tr>
<td>Executive Coordinator Environment</td>
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</tr>
<tr>
<td>Special Coordinator Strategic Infrastructure Planning</td>
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<tr>
<td>Executive Coordinator Planning Assessment</td>
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<tr>
<td>Coordinator City Plan Team</td>
<td>Planning &amp; Environment</td>
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</tr>
<tr>
<td>Executive Coordinator Transport Planning &amp; Policy</td>
<td>City Infrastructure</td>
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<td>Coordinator Stormwater – City Assets</td>
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<td>Coordinator Infrastructure Demand</td>
<td>Gold Coast Water &amp; Waste</td>
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<td>Executive Coordinator Parks</td>
<td>Community Services</td>
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</tr>
<tr>
<td>Coordinator Catchment Management</td>
<td>Gold Coast Water &amp; Waste</td>
<td>Yes</td>
</tr>
</tbody>
</table>

14 STAKEHOLDER IMPACTS

External / community stakeholder impacts

Property owners in the Upper Coomera Investigation were advised in writing at the start of the planning investigation and invited to an information evening on 28 November 2016. A project update letter was provided to land owners in March 2017.

Subject to Council approval, a second round of community engagement is recommended in June 2017, with a letter to land owners including the Council endorsed draft concept plan. It is proposed to hold a 20 business day consultation period for the draft concept plan including a drop-in ‘talk to a planner’ consultation event, to assist land owners with providing informed feedback.
Based on discussions with property owners and developers to date, submissions are expected to be received on the following issues:

- location of the local recreation park;
- extent of greenspace network, particularly buffers to Yaun Creek and second watercourse leading to Willowvale Reserve; and
- requests for additional development yield over slope constrained land.

**Internal (Organisational) Stakeholder Impacts**

Internal stakeholders (refer section 13) have been involved in the preparation of the draft concept plan and are satisfied with the outcomes of this report. Internal stakeholders will continue to be involved in preparation of a draft City Plan update.

**15 TIMING**

Targeted community engagement with property owners is proposed for June 2017. Depending on the extent of community feedback, draft content for a major update will be brought back together with a report on community feedback in August 2017.

Implementation of the final Upper Coomera Concept Plan is proposed for City Plan Major update 2.

**16 CONCLUSION**

A detailed land use and infrastructure planning investigation has been completed for the Upper Coomera Investigation Area. The investigation concludes there is an opportunity for between 499 and 715 new dwellings (between 11 and 16 dwellings / net ha) and identifies expected improvements to trunk infrastructure to facilitate the new community.

It is recommended Council endorses the draft Upper Coomera Concept Plan for targeted community engagement with land owners in the Investigation Area. It is also recommended to write to the State Government to assist early identification of State interests.

Following community engagement, a report will be provided to Council with draft content for a major update to City Plan. An options analysis identifies the preferred approach for the major update is to apply the Emerging community zone over areas with future urban development opportunities. This would include preparation of a Conceptual Land Use Map and adjustments to the Emerging community zone.

**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.
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2 That the Draft Upper Coomera Concept Plan is endorsed for targeted community engagement with land owners in the Courtney Drive, Upper Coomera Investigation Area.

3 That proposed content for a City Plan major update to implement the Draft Upper Coomera Concept Plan is brought back for consideration by Council, with a review of the feedback from community engagement.

4 That the Director Planning and Environment write to the State Government Department of Infrastructure, Local Government and Planning for early identification of State interests.

Author: Justin Collofello
Principal Regional Planner
3 May 2017

Authorised by: Dy Currie
Director Planning & Environment