

Draft Sunshine Coast Planning Scheme

Review of Submissions

Local Area Key Issues Paper No. 18: Pelican Waters Golf Club

Key Issue:	Pelican Waters Golf Club
No. of submissions:	43 submissions
Major issues raised:	Support for and opposition to residential development on part of the Pelican Waters Golf Club site

1.0 INTRODUCTION

During the preparation of the draft planning scheme, Council received a request to change the zoning of the north western part of the Pelican Waters Golf Club site.

The Pelican Waters Golf Club site is located at 40 Mahogany Drive, Pelican Waters on the south-western edge of Pelican Waters residential community (Lot 1 and Lot 65 SP208108) .

This request was made in response to ongoing concerns about the financial viability of the golf club and the need to identify supplementary funding measures to guarantee its continued operation.

The proposal for part of the golf club to be made available for residential development would be a key part of the financial strategy to secure the future of the golf club.

In response to this request, Council resolved to include on the applicable zoning map, in the publicly notified version of the draft planning scheme, a symbol and the following notation in respect to the golf club site.

“Further investigation area where Council is seeking public input on the potential for residential development on part of the Pelican Waters Golf Club site”.

This notation was supported by the following note:

“The Further Investigation Area symbol does not represent an entitlement to use the subject land for urban purposes. Further investigations are to be undertaken by Council prior to the finalisation of the planning scheme to assess flood hazard and other land suitability issues before Council determines the appropriate zoning allocation”.

To support the public notification process an Information Sheet on the Pelican Waters Golf Club was made available on Council’s website and at local information sessions.

The Information Sheet outlined that a proposal had been submitted to Council regarding the potential for residential development on the underdeveloped part of the Golf Club site and encouraged community feedback on the proposal.

In response to this invitation, 43 submissions were received in relation to the Pelican Waters Golf Club, with 20 submissions (including 2 petitions with a total of 58 signatures) providing support and 19 submissions objecting to the proposal for residential development. 4 submissions do not indicate specific support or opposition to the proposal.

2.0 DRAFT SUNSHINE COAST PLANNING SCHEME

The subject land is located within the Urban Footprint under the South East Queensland Regional Plan 2009-2031.

Under the draft planning scheme, the Pelican Waters Golf Club site is included in the Sport and recreation zone of the Golden Beach/Pelican Waters Local plan area (refer to **Figure 1**).

On the zoning map the site is marked with a star to indicate that the site is a “Further investigation area where Council is seeking public input on the potential for residential development on part of the Pelican Waters Golf Club site”.

Figure 1: Extract of Zone Map ZM70 for Golden Beach/Pelican Waters Local plan area

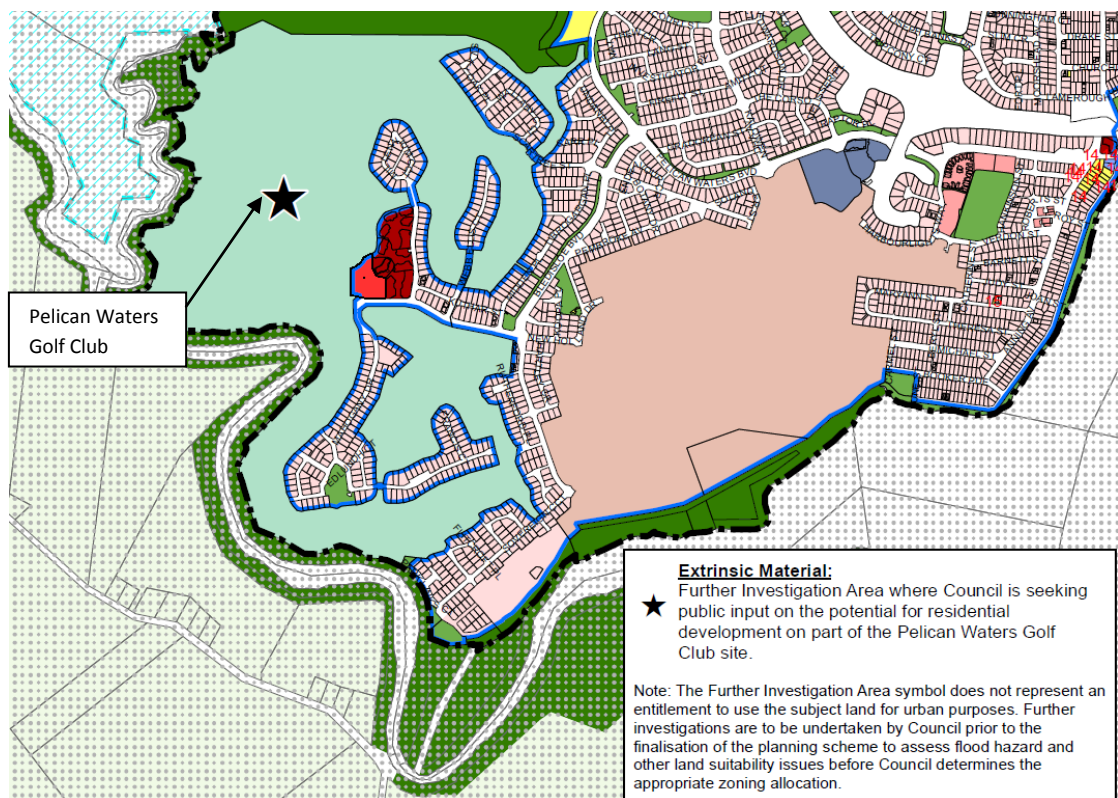


Figure 2 to 4 (below) include extracts of the Biodiversity, waterways and wetlands overlay map and Flood hazard overlay map in relation to the Pelican Waters Golf Club site. These are the major overlays that impact on this site.

Figure 2: Extract of Biodiversity, Waterways and Wetlands Overlay Map (i)

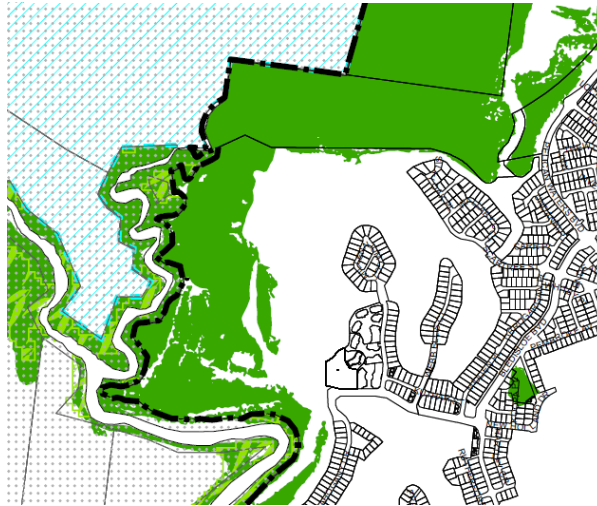


Figure 3: Extract of Biodiversity, Waterways and Wetlands Overlay Map (ii)

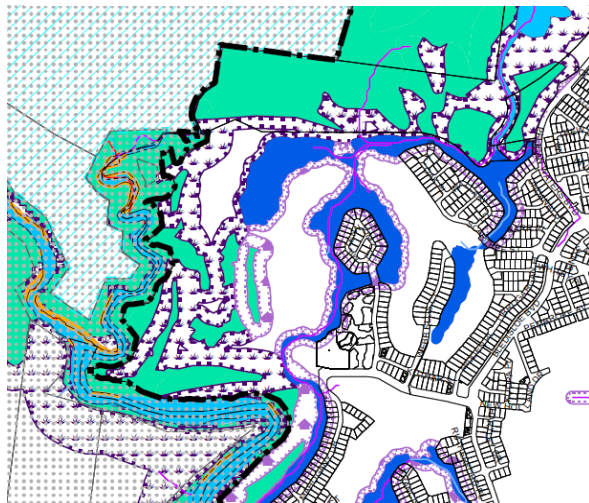
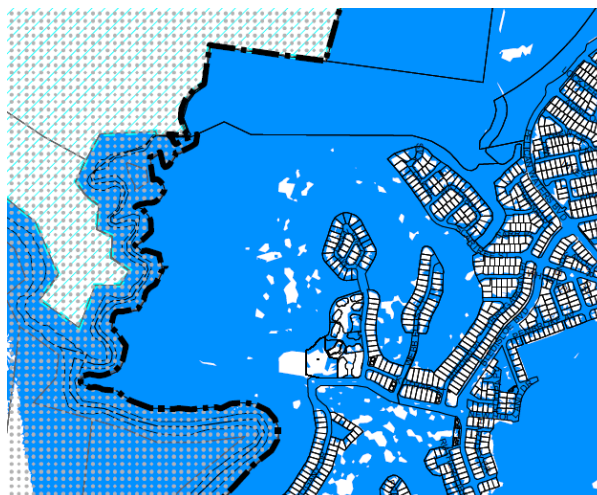


Figure 4: Extract of Flood Hazard Overlay Map



3.0 SUBMISSIONS

3.1 Pelican Waters Golf Club Submission

The submission requests that the land generally known as the Pelican Waters Golf Course be rezoned from its current Sport and recreation zone to a combination of the following:-

- Low density residential zone, Medium density residential zone and High density residential zone (20.3 hectares);
- Sport and recreation zone (110.8 hectares); and
- Environmental management and conservation zone (29 hectares).

The submission also proposes a number of other consequential amendments to the draft planning scheme, particularly in relation to the Local plan code and element map and the Height of buildings and structures overlay map.

The proposed concept master plan for the golf club as put forward by the land owners includes:-

- a residential village of approximately 250 dwellings adjacent to a redeveloped Clubhouse precinct;
- a redeveloped Clubhouse precinct including a larger clubhouse, café, restaurant and recreation centre;
- relocation of the existing 8th & 9th hole and driving range;
- a Low density residential area, comprising conventional housing lots (Area A3) with a maximum building height of 8.5 metres;
- a Medium density residential area, comprising conventional housing lots, dual occupancies and townhouses with a maximum building height of 8.5 metres (Area A2);
- a High density residential area, comprising 2 apartment buildings with a maximum building height of 11 metres; and
- a single 'contiguous' conservation area on the western and northern edges of the site, which may also incorporate a walking trail.

In support of the proposal, the submission contends that:-

- the Pelican Waters Golf Club makes a significant contribution to the Sunshine Coast community and is unsustainable in its present form;
- the re-designation of part of the golf course to facilitate residential development is critical for the long term viability of the Pelican Waters Golf Club and without diversification and a new revenue stream (income associated with residential land sales and increased members), the future of the existing golf club is 'precarious';
- the proposal provides an over-riding community need to ensure the long term viability of the golf club to the Sunshine Coast;
- the development concept plan offers compelling benefits;
- the development concept plan is viable;
- the development proposal advances key strategic objectives of the draft planning scheme;
- rezoning is not a planning approval; and
- the local community has been informed and consulted.

The submission identifies a number of issues requiring address in relation to the proposal including:-

- acid sulfate soils;
- biting insects;
- bushfire management;
- community engagement;
- ecological considerations;
- emergency access to and from residential areas;
- flooding, fill and water quality management;
- noise;
- sewerage and water supply;
- traffic; and
- visual amenity and building height.

The submission contends that each of these issues can be effectively managed and dealt with through a development application process.

The submission acknowledges that detailed technical assessments are required to confirm the impact of the extent and form of any residential development.

During the public display period for the draft planning scheme, the landowners of the Pelican Waters Golf Club also carried out consultation with the local community to inform members and local residents that the land had been identified as an 'Investigation Area' and to communicate details of the proposal.

The submission outlines the key findings and issues raised during the consultation undertaken by the Club, which were in relation to the Golf Club design and operations, impacts on traffic and infrastructure and the character of the development.

3.2 Other Submissions

In addition to the submission from the landowners of the Pelican Waters Golf Club, 19 submissions were received in support of the redevelopment proposal (including 5 form letters, 2 petitions with a total of 58 signatures). The reasons for support included the following:-

- the golf club is an important tourist & visitor attraction and contributes to the region by providing economic benefits, sporting facilities and supports local community groups;
- the on-going viability of the golf club is dependent on the club being able to 'diversify' its interests by providing housing products to the market;
- the redevelopment of part of the golf club will provide an increased environmental buffer to Bells Creek and conservation area; and
- additional community facilities will be provided.

19 submissions were opposed to the redevelopment proposal and raised the following concerns:-

- there will be increased traffic on Mahogany Drive and Bledisloe Boulevard associated with the 200+ extra residents;
- there will be increased flooding in the area as a result of the increase in impervious areas and a reduction in the amount of golf course lakes;

- there will be a loss of scenic outlook from Vardon Point Apartments, as the proposed towers are proximate to the existing units;
- the increased densities will devalue properties and bring an 'undesirable' element to the area;
- there are sufficient facilities (pools, tennis courts and the like) in the area that are underutilised;
- the golf course should be developed in accordance with the approved Master Plan only;
- the accuracy of reporting is questioned, namely estimated population and percentage increase in traffic movements; and
- opening up the golf course for redevelopment will set a precedent for 'uncontrolled' growth.

4 submissions did not raise a specific objection to the redevelopment proposal but requested further investigations related to particular issues.

4.0 CONSIDERATION OF SUBMISSION

The submission prepared on behalf of the landowners of the Pelican Waters Golf Club requests that the golf course be rezoned to facilitate future residential development on the site and is supported by a number of preliminary assessments.

The submitter acknowledges that future development applications will be required, some of which may be subject to impact assessment.

The Pelican Waters Golf Club site is subject to a range of land use constraints (e.g. flooding, biodiversity, waterways and wetlands) and any proposed development on this site would need to be subject to further investigation and a detailed development assessment process.

The issues raised in the other submissions (those in support of the redevelopment proposal as well as those opposed) are valid.

The long term viability of the golf club as a going concern is an important issue and the redevelopment proposal put forward by the land owner provides a way to secure that future. In contrast, residents in the local area have expressed concern about the potential impacts of the development. The reasonable expectations of many residents are that the golf course remains green space. Many have made lifestyle and investment decisions based upon this assumption. There are also a number of constraints that affect the subject land and these are of significance.

The number of submissions received in respect to the proposal does not provide a strong indication of community opinion either way. The absence of a large number of submissions perhaps suggests that the local community considers the redevelopment proposal relatively benign, although this cannot be concluded with any certainty.

On balance, it is considered that the redevelopment proposal (or a modified form of the development proposal) put forward by the land owners could reasonably be accommodated on the golf course site without significant adverse impacts on the community or the environment. There will most likely be positive economic effects for the golf club, the local area and the region if the development proceeds.

The redevelopment proposal now put forward is different to that put forward by Titanium Enterprises in 2004. It involves a smaller development footprint and provides for the establishment of fewer residential dwellings. It concentrates the development area in a central location and consolidates an environmental area adjacent to Bells Creek.

However, the draft planning scheme identifies flooding as a particular issue of concern on the golf course site and this issue needs further investigation. A preliminary flood study provided by the golf club indicates that there would not be any significant downstream impacts arising from filling required to accommodate the development, however, these claims have not been independently assessed. If this issue can be appropriately overcome, it is reasonable to assume that the proposed redevelopment could potentially satisfy the criteria for demonstrating overriding benefit in the public interest (as set out in the Strategic Framework) to allow limited development on land subject to flooding.

Issues relating to transport and infrastructure are also relevant. The existing road, water and sewer infrastructure networks have been specifically designed to accommodate the demands of the Pelican Waters master planned community and these designs have not anticipated further urban development on the golf course site. Further investigation is required to confirm the impact of the redevelopment proposal on infrastructure networks and what mitigation measures may be required.

Ultimately, the redevelopment proposal is not sufficiently resolved to justify pre-zoning part of the subject site into a number of residential precincts. There is too much uncertainty about important details and the planning scheme completion process is not the appropriate place to resolve complex technical issues. These should more appropriately be addressed via a future development application process.

Therefore, it is considered appropriate to propose the following:-

- 110.8 hectares of the subject site (the final golf course area) be retained in the Sport and recreation zone;
- 29 hectares of the subject site (the environmentally sensitive area adjacent to Bells Creek) be included in the Environmental management and conservation zone; and
- 20.3 hectares (the potential redevelopment area) be included in the Emerging community zone.

This approach would confirm the minimum extent of land set aside for environmental and sport and recreation purposes whilst providing flexibility for a future development application for urban development to be made in respect to that area included in the Emerging community zone.

A development application over this area would provide further opportunity for more detailed technical assessment of specific issues related to the proposal. In particular, this process would allow Council to resolve the conditions for the approval of any development on the site including the resolution of constraining, the provision of infrastructure and an agreement that the proponent has no expectation for any further development on the site.

4.0 DIRECTION

That:-

- (a) The redevelopment proposal put forward for part of the Pelican Waters Golf Club be reflected in the final planning scheme by:-**
 - (i) retaining 110.8 hectares of the subject site (the proposed final golf course area) in the Sport and recreation zone;**
 - (ii) including 29 hectares of the subject site (the environmentally sensitive area adjacent to Bells Creek) in the Environmental management and conservation zone); and**
 - (iii) including 20.3 hectares of the subject site (the identified potential redevelopment area) in the Emerging community zone;**

- (iv) making amendments to the Golden Beach-Pelican Waters Local plan code and other parts of the planning scheme as necessary to provide for appropriate development of that part of the golf course to be included in the Emerging community zone and setting out the matters to be addressed before development proceeds; and
 - (v) making amendments to the tables of assessment to provide for development of the site, including reconfiguration of a lot and appropriate residential uses where nominated in accordance with an approved plan of development for reconfiguration of a lot, to be code assessable.
- (b) The golf club and all other submitters be advised that redevelopment of part of the golf club site will be subject to:-
- (i) the land owner entering into:
 - an agreement with the Council, prior to the approval of any development application, to guarantee the continued operation of the golf club in exchange for any implied development entitlements granted by the planning scheme; and
 - An infrastructure agreement with Council, prior to the approval of any development application, that ensures that all necessary infrastructure is supplied to the development at no cost to council;
 - (ii) the appropriate addressing of all technical matters associated with the redevelopment proposal through a comprehensive development assessment process;
 - (iii) further consideration of the appropriate configuration and final design of development in the identified potential development area as part of the development assessment process described in (b)(i) & (ii) above; and
 - (iv) an understanding that no other part of the golf course will be made available for urban development in the future.
- (c) Subject to (a) and (b) above, the redevelopment proposal will satisfy the criteria for demonstrating overriding benefit in the public interest (as set out in the Strategic framework) to allow limited development to occur on land subject to flooding, because:-
- (i) the development will guarantee the continued operation of the Pelican Waters Golf Club as a public golf course, improve the quality of associated community, sport and recreation facilities and make certain the retention of a large area of green space at the heart of the Pelican Waters master planned community into perpetuity;
 - (ii) arrangements will be put in place to guarantee that the benefits associated with the proposed redevelopment (and as offered by the land owner) will be delivered in a timely and appropriate manner; and
 - (iii) prior to any development proceeding the applicant will be required to demonstrate that there will be no worsening of off-site flooding conditions and no people or property will be placed at risk from flooding as a result of the development.