

Draft Sunshine Coast Planning Scheme
Review of Submissions
Local Area Key Issues Paper No. 16: Zoning of Arundell Avenue/Mitchell Street Area

Key Issue:	Proposed Low impact industry zone
No. of submissions:	21
Major issues raised:	Suitability of Low impact industry zone in an area dominated by other uses Opportunities for residential and commercial development

1.0 INTRODUCTION

21 submissions related to the proposed zoning of an area immediately to the south of the Nambour Town Centre in the vicinity of Arundell Avenue, Daniel Street, Mitchell Street and Mill Lane.

This paper discusses the characteristics of this area and considers the appropriate zoning allocation to be applied to this area in the final planning scheme.

2.0 BACKGROUND

2.1 Identification and description of area

The Arundell Avenue/Mitchell Street Area is located on the southern periphery of the Nambour town centre (Refer **Figure 1**). The area is approximately 5.8 hectares in area.

Figure 1: Arundell Avenue/Mitchell Street Area



2.2 Existing land use pattern

The area is characterised by a diverse mix of land uses including low to medium impact industry uses, community uses, retail and commercial uses, and residential uses.

Prominent land uses in the area include:

- medium impact industrial uses, including heavy engineering workshops, automotive repair workshop and bulk retailing of engineering lubricants;
- a number of small to medium sized electrical workshops;
- an aluminium and glass light industrial workshop;
- a road transport company vehicle depot, workshop and office;
- a major automotive repair and service workshop;
- a self-storage warehouse;
- a landscaping supply depot;
- a kitchen/cabinetmaking workshop;
- a number of home businesses;
- a number of vacant light industrial premises;
- community uses occupying residential buildings;
- an employment agency;
- a number of retail businesses;
- a retail/service industry hardware supplies warehouse;
- two multiple unit dwelling complexes;
- a number of vacant sites that were formerly a part of the Sugar Mill site and are now undergoing rehabilitation for future use; and
- a small number of traditional detached dwellings, either occupied or vacant.

Figure 2 illustrates the diversity and distribution of land uses established in the area.

Figure 2: Distribution of land uses



2.3 Current approvals and recent developments

There are a number of current development approvals applicable to land in the area. The most significant approval relates to land immediately north of the subject area for the newly constructed Coles complex.

There are also a number of recently constructed developments in the area. These developments provide a further indication of the diversity of uses and activities continuing to establish in this area. These uses include townhouses, showrooms, motor vehicle workshop and office.

2.4 History of planning strategy documents

A number of planning strategy documents have been prepared in recent years that are relevant to the area. These documents have been prepared primarily as a response to the closure of the Moreton Central Sugar Mill in 2003 and have considered the area as part of broader land use planning for central Nambour.

The key documents are as follows:

- Nambour Business and Industry Land Needs Report (2006);
- Nambour Major Development Area Draft Structure Plan (2007); and
- Nambour Planning Area Supplementary Planning Report (2012).

The final recommendation of this work (from the 2012 Report) indicated that this area should be included in a 'business and industry precinct' in a future planning scheme to help counterbalance the foreseen displacement of industrial uses from other parts of the Nambour Town Centre Frame as a result of the duplication of the North Coast Rail Line.

3.0 EXISTING PLANNING SCHEME PROVISIONS

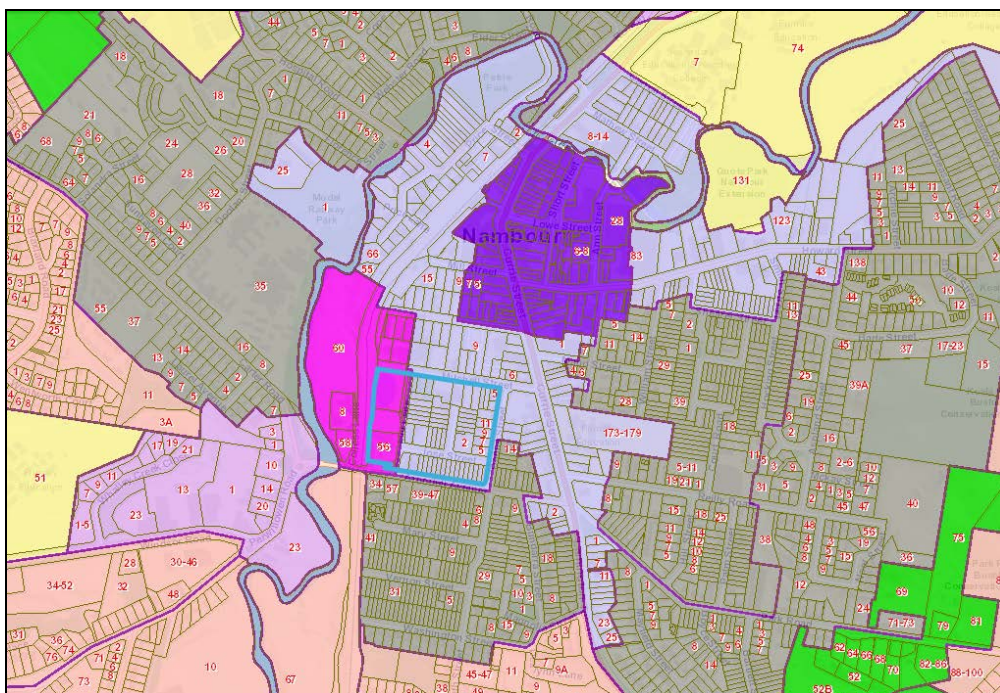
3.1 Maroochy Plan 2000

The Maroochy Plan 2000 Strategic Plan designates this area as an industry area and as part of the Nambour Major Activity Centre. The industry area designation identifies areas where industry uses are intended to be located with complementary and compatible ancillary activities.

The Major Activity Centre designation intends that the Nambour Town Centre and related areas serve the town and its hinterland and provide a service role to local industry and the rural sector.

Under Maroochy Plan 2000, the area is included partly in the Core industry precinct (area to the west of Mill Lane) and partly in the Town centre frame precinct (balance area) (Refer **Figure 3**).

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



Precinct No.18 - Moreton Mill (Core industry) recognises the former use of most of the land in this area for the Moreton Central Sugar Mill and also includes an intent that industrial activities continue in Price Street.

Maroochy Plan 2000 states that this precinct is intended to accommodate:

- *“industrial uses which have regional and sub-regional markets covering the Sunshine Coast Region and hinterland,*
- *major sugar industry plant and ancillary industrial activities, including transport operations, specialist service trades and automotive services and repairs, and*
- *business and commercial equipment services and repairs outlets (covering computers, office machines, communications equipment, office furniture and fittings, shop fittings).”*

The intent for Precinct No.2 Nambour centre frame (Town Centre Frame) is:

“to provide a range of commercial, business and service activities at a scale and intensity less than the scale and intensity of activities in the core. Uses such as business and professional offices, fast food establishments and service trades requiring proximity to the Town Centre should be located in this Precinct.

Uses that threaten the consolidation of the Town Centre Core Precinct as a major activity centre (i.e. large scale commercial development) will not be supported.

There is also a mix of housing in this Precinct. Some reuse of detached dwellings is encouraged provided it does not adversely impact on surrounding residential uses.”

4.0 DRAFT SUNSHINE COAST PLANNING SCHEME

4.1 Zone and zone intent

Under the draft planning scheme, the whole of the area is proposed to be included in the Low impact industry zone (Refer **Figure 4**).

The Low impact industry zone code describes the purpose of this zone as follows:

“The purpose of the Low impact industry zone code is to provide for a range of low impact industry activities and other activities that are ancillary to or compatible with low impact industry activities and do not compromise the operation of industrial activities or the integrity of the Low impact industry zone.”

All residential uses other than caretaker’s residence are identified as inconsistent uses in this zone. Most business uses are also identified as inconsistent uses in the zone.

The area was included in the Low impact industry zone because this was considered to be the best fit zoning allocation having regard to the range of uses already established in the area and the intent that this area does not evolve into a core commercial area that would compete with the central part of Nambour Town Centre.

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



5.0 SUBMISSIONS

5.1 Key Submission Arguments

21 submissions were received in relation to the area. None of these submissions argued in support of the inclusion of this area in the Low impact industry zone.

All submissions objected to the inclusion of this area in the Low impact industry zone. However, these submissions were not unified in their recommendations, with a range of zoning proposals recommended.

A summary of the key groups of submissions and arguments put forward in favour of each proposed zoning recommendation is provided below.

Support for the Local centre zone (or another zone equivalent to the current planning scheme precinct)

- Local centre zone would appropriately capture existing trade supplies businesses as well as existing/approved residential uses;
- only 3 existing businesses would be made inconsistent uses if the block (Mitchell Street, Mill Lane, Jose Street, Daniel Street) was included in the Local centre zone;
- Local centre zone would be more compatible with the new Coles development;
- residential uses can function in the Local centre zone without being adversely impacted by existing light industry and business/industry uses;
- Local centre zone provides a planning intent that supports the development and organic growth of a range of compatible land uses in light of an expanding centre, rather than constraining all development in this area to a limited range of uses; and
- The area is close to the Nambour CBD, local social services and in walking distance of the railway station. This supports the precinct accommodating a range of residential and commercial uses.

Support for the north western frontage of Mill Lane to be in the Major centre zone

- Mill Lane will become a key entrance to the town centre and should be appropriately zoned to emphasise this as a gateway location;
- It is questioned as to whether the proposed Low impact industry zone will attract the appropriate built form;
- It is also questioned as to whether the Low impact industry zone adequately captures the existing and approved uses in the area, such as the approved townhouse complex on the corner of Mitchell Street and Mill Lane; and
- The Major centre zone for the southern part of the Mill Site fronting onto Mill Lane is the preferred zone for this area.

Support for including the Mitchell Street/Jose Street block in a residential zone and the Jose Street/Arundell Avenue block in the Low impact industry zone

- including the area between Mitchell Street and Jose Street in a residential zone will support the Nambour Major Regional Activity Centre and take advantage of the areas' proximity to the town centre, public transport and the new Coles shopping centre; and
- including the area between Jose Street and Arundell Avenue as Low impact industry will appropriately recognise what this land is currently used for.

Support for including sites to the western side of Mill Lane in the Low impact industry zone

- The western side of Mill Lane is more appropriate for low impact industrial uses and would provide an appropriate land stock for these uses.

Support for including sites to the west of Mill Lane in the Medium impact industry zone

- The existing industrial area to the west of Mill Lane should be included in the Medium impact industry zone not the Low impact industry zone. The planning scheme should recognise existing businesses and reflect the current use of this area.

Arguments against including part or all of the area in the Low impact industry zone

- The affected area is adjacent to the Nambour CBD and the Mill site (Coles shopping centre). Furthermore the site is within walking distance of the Nambour train station and bus depot which connect the area to Brisbane and the rest of the Sunshine Coast. The proposed zoning for low impact industrial will not utilise or benefit from close proximity to this infrastructure and is therefore unsuitable;
- Jose Street and Tamper Street are relatively narrow roads and Arundell Avenue suffers from congestion throughout the day. These roads may not handle further industrialisation of the area and would not be suitable to support such businesses;
- Only 38% of the properties within the area are identified as being a consistent use in the proposed zone and therefore the majority of the properties are not represented by the current zone type;
- The change of zoning from Town centre frame precinct to Low impact industry zone will disadvantage the existing office or shop businesses, who will have difficulty expanding their operations;
- The streets around Daniel Street, Mitchell Street, Mill Lane and Jose Street are identified as key pedestrian/cycle linkages in the draft planning scheme. These designations are supported, but it is not seen how they could be practically possible, safe and amenable with an increase in low impact industries;
- The majority of uses associated with a Low impact industry zone will create noise, dust and other sensory disturbing elements that may be of concern to disabled users of the area and residents. This could affect the functioning of existing disabled services facilities;
- A development application for a low impact industrial use would likely be opposed by neighbouring residents;
- The proposed zoning change affects the current industrial owners decreasing the redevelopment potential and value of the land in the future;
- The majority of land best suited to low impact industrial uses, being the larger properties with slight or no slope and direct access to higher order roads has been maximised in the subject area already. There has been little or no expansion of low impact industrial uses in recent times other than re-use of residential buildings for service type industries. The majority of the land parcels in the area are less than 1,000m² in size and are in fragmented ownership. The development of industrial uses will rely on lot amalgamation to gain site efficiencies and economies of scale. Sloping land is unsuitable for development because of the need to establish level ground for deliveries and internal site circulation;
- Development of the area for low impact industrial purposes is seen to be unlikely in the short to medium term. Existing residential uses are unlikely to give way to low impact industrial uses for economic reasons, which would impede the development of industry. Council has not provided any incentive for industrial development in the area; and
- A low impact industry zone with a narrow range of consistent uses reduces the flexibility to cater for an inevitable situation where the planning scheme is overtaken by economic, political or social factors.

5.2 Consideration of issues raised in submissions

A variety of proposals were put forward by submitters in relation to the zoning of the area, including:-

- including the former Mill Site land along the western side of Mill Street in the Major centre zone;

- including all land along the western side of Mill Street in the Medium impact industry zone;
- including the whole of the area in the Local centre zone;
- retaining existing use rights in the subject area (as granted by the Town centre frame precinct allocation under Maroochy Plan 2000) – no specific zone allocation specified; and
- including that part of the area bounded by Mitchell Street, Daniel Street, Jose Street and Mill Lane in an appropriate residential zone.

The diversity of zoning options identified by submitters is perhaps indicative of the mixed use character of much of this area and that fact that no standard zoning allocation represents a best fit.

Recent developments and current development approvals are evidence of the changing nature of this area to more of a residential and commercial focus.

The area is currently characterised by a range of uses that reflect its location on the periphery of the Nambour town centre. In many ways, the area is similar to other peripheral locations (e.g. Price Street and Matthew Street/Carroll Street) in terms of accommodating a mix and diversity of land use on the fringe of the town centre core.

These other areas are currently proposed to be included in the Major centre zone and the Town centre frame precinct in the draft planning scheme.

The intent of Precinct LPP2 (Town Centre Frame) as described in the Nambour Local plan code is as follows:

Overall outcomes

“Development in Precinct NAM LPP-2 (Town Centre Frame) provides for mixed use development with retail business uses at a scale and intensity less than in other parts of the Major centre zone.

Development in Precinct NAM LPP-2 also provides for low intensity, small scale industry uses where adverse amenity impacts to surrounding uses are avoided. Physical and visual accessibility from the town centre frame to Nambour’s transit hub and town centre core is maximised.”

Performance outcomes

“Development in the Major centre zone in Precinct NAM LPP-2 (Town Centre Frame) provides for:

- (a) mixed use development that incorporates medium and high density residential uses;*
- (b) a range of commercial and entertainment/catering business uses;*
- (c) retail business uses at a scale and intensity less than in other parts of the Major centre zone;*
- (d) showrooms; and*
- (e) low intensity and small scale industry uses, provided that there are not adverse impacts on surrounding uses.”*

This precinct allocation is the closest equivalent to the existing Town centre frame precinct under Maroochy Plan 2000 in terms of overall intent and the range of uses that are identified as consistent uses in the precinct.

On this basis, the Major Centre Zone with a Local Plan Precinct designation of Town Centre Frame would appear to be the most suitable land use allocation for the area and the allocation that best recognises the existing and preferred future intent for land uses in this area.

It is recognised that this zoning allocation will not provide protection for the existing more intensive industry uses located to the west of Mill Lane.

However, these uses have existing use rights and will be able to continue to operate at their existing scale and intensity until such time as they may be converted to other uses as provided for under the zone (and precinct).

This is considered to be an appropriate outcome having regard to the location of this area adjacent to the Nambour Town Centre and the range of non-industrial uses established and approved to established in this area.

6.0 DIRECTION

That:

- (a) the Arundell Avenue/Mitchell Street Area be included in the Major centre zone; and**
- (b) in Precinct NAM LPP-2 (Town Centre Frame) to allow for a range of business, service industry, community and residential uses.**