

Late item 8.5.1

Ordinary Meeting

Thursday, 22 February 2018

commencing at 9:00am

Council Chambers, Corner Currie and Bury Streets, Nambour

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8 REPORTS DIRECT TO COUNCIL**8.5 CUSTOMER ENGAGEMENT AND PLANNING SERVICES****8.5.1 DEVELOPMENT APPLICATION FOR A MATERIAL CHANGE OF USE (MIXED USE DEVELOPMENT) - BRISBANE RD & 7, 9, 13 & 15 FIRST AVE, 11 SMITH ST, MOOLOOLABA**

File No: MCU17/2169

Author: Manager Development Services
Customer Engagement & Planning Services Group

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Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/MasterView/modules/ApplicationMaster/default.aspx?page=wrapper&key=1998676>

SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Abacus Funds Management Ltd
Proposal:	Development Permit for Material Change of Use for a Parking Station, Car Wash, Shop (including full line supermarket), Food & Drink Outlet, Shopping Centre, Multiple Dwellings (96 dwellings), Retirement Facility (97 independent living units), Residential Care Facility (30 aged care units), Short-Term Accommodation (104 hotel rooms), Function Facility, Hotel, Bar, Indoor Sport & Recreation and Resort Complex, over 7 Stages.
Level of Assessment	Code
Properly Made Date:	11 December 2017
Confirmation Notice Date:	20 December 2017
Information Request Date:	22 December 2017
Info Response Received Date:	7 February 2018
Decision Due Date:	Due 4 April 2018
Number of Submissions During Public Notification:	Not Applicable, development application subject to code assessment and did not involve public notification. Total of 5 public comments received for this application

PROPERTY DETAILS	
Division:	4 – Councillor J Connolly
Property Address:	7, 9, 13, 15 First Avenue, 11 Smith Street, Brisbane Road Carpark, Mooloolaba
RP Description:	Lots 64, 65, 66, 67, 68 & 69 on RP52440, and Lots 73, 92 & 93 on RP73433
Land Area:	6,778m ²
Existing Use of Land:	Public Carpark (179 car spaces) and visitor information centre
STATUTORY DETAILS	
Planning Scheme:	<i>Sunshine Coast Planning Scheme 2014</i>
SEQRP Designation:	Urban Footprint
Local Plan Area:	Mooloolaba / Alexandra Headland Local Plan Area: <ul style="list-style-type: none"> • Mooloolaba Hospitality Area (MAH LPP-1) • Key Site 1 – Brisbane Road Carpark
Zone:	District Centre Zone

PURPOSE

The purpose of this report is to seek Council's determination of a development application for a Development Permit for Material Change of Use for the redevelopment of the premises known as the Brisbane Rd Carpark, Mooloolaba for a mixed use development.

The assessment of this application has been carried out by an external independent assessment team based on the significant nature of this application and Council being the landowner of this property.

This application is assessed against the *Sunshine Coast Planning Scheme 2014* (the "planning scheme").

RECOMMENDATION

That Council approve Application No. MCU17/2169 and grant a Material Change of Use (Mixed Use Development) – Brisbane Rd & 7, 9, 13 & 15 First Ave & 11 Smith St, Mooloolaba subject to:

- (a) **reasonable and relevant conditions contained within Appendix A – Recommended Conditions of Approval**

FINANCE AND RESOURCING

If council were to approve this development, the applicant would be required to pay infrastructure charges. Council's Transport and Infrastructure Policy Branch has provided an estimate of the infrastructure charges required by this development to be \$3,416,000.

CORPORATE PLAN

Corporate Plan Goal: *Service excellence*

Outcome: 4.3 - Service quality assessed by performance and value to customers

Operational Activity: 4.3.4 - Position Development Services to effectively meet business requirements into the future with a focus on statutory compliance, ensuring timely decision making, positive customer experiences and strong industry engagement.

CONSULTATION

External Consultation

The application was referred to Department of State Development, Manufacturing, Infrastructure and Planning. The Department responded (see **Attachment 12**) with no requirements.

Public Notification

Not Applicable.

Independent Assessment

The assessment of this application has been carried out by an external independent assessment team based on the significant nature of this application and Council being the landowner of this property. A copy of Council's nominated independent assessment team reports are attached as outlined below.

Attachment	Title	Author
3	Detailed Assessment Report	Ethos Urban
4	Architecture Assessment	Deicke Richards
5	Economics Assessment	Norling Consulting
6	Landscape Architecture Assessment	Vee Design
7	Traffic Engineering Assessment	Cambray Traffic Engineers
8	Odour & Waste Management	ASK Engineers
9	Acoustic Assessment	ASK Engineers
10	Civil Engineering Assessment	Bligh Tanner
11	Qualitative Wind Assessment	CPP

PROPOSAL

Development application seeking approval for a Development Permit for Material Change of Use for a Parking Station, Car Wash, Shop (including full line supermarket), Food & Drink Outlet, Shopping Centre, Multiple Dwellings (96 dwellings), Retirement Facility (97 independent living units), Residential Care Facility (30 aged care units), Short-Term Accommodation (104 hotel rooms), Function Facility, Hotel, Bar, Indoor Sport & Recreation and Resort Complex, over 7 Stages, at 7, 9, 13, 15 First Avenue, 11 Smith Street, Brisbane Road Carpark, Mooloolaba (Lots 64, 65, 66, 67, 68 & 69 on RP52440, and Lots 73, 92 & 93 on RP73433).

Key Design Elements

- 2 basement public carpark levels
- Ground level: supermarket, retail, food and drink, entertainment and hotel lobby
- 5 level podium
 - Ground level
 - Level 1: public carpark
 - Level 2: public carpark
 - Level 3: public carpark and retirement carpark
 - Level 4: residential carpark
- 3 towers; residential, retirement and hotel
- Maximum height of 45m (14 storeys)
- Public forecourt at the corner of Brisbane Rd and First Avenue
- Partial shared zone along First Avenue
- Majority of the servicing from Smith Street
- Separate access points to carparks (basement and podium) from Brisbane Road and Smith Street

Uses

- Parking Station (public car park)
- Car Wash
- Retail / Food & Drink Outlet: 624m² GFA
- Supermarket: 2,997m² GFA;
- Multiple Dwellings: 96 dwellings
- Retirement Facility: 97 independent living units
- Residential Care Facility: 30 aged care units
- Hotel
 - Short-Term Accommodation: 104 hotel rooms
 - Restaurant & Bar
 - Function Facility
 - Indoor Sport & Recreation
 - Resort Complex

Carparking

- Proposed total: 942
 - Public: 704 total owned by Council
 - Open (non-attributed) parking: 432
 - Additional parking to service the commercial land uses in the development: 272
 - Supermarket: 130
 - Retail: 28
 - Hotel: 114
 - Private: 238 total
 - Residential: 123 spaces (including 24 visitor spaces)
 - Retirement: 115 spaces (including 10 visitor spaces)

Staging

- **Stage 1:** basement car parking (B1, B2 & car wash), and Smith Street / Muraban Street / Site Access intersection upgrade.
- **Stage 2:** ground floor retail (shop, food and drink, supermarket, servicing and access), final streetscape works to along the Brisbane Rd frontage and the majority of First Avenue and Smith Street frontages, interim streetscape works along parts of First Avenue and Smith Street where fronting Stage 7 (hotel), landscaping of temporarily vacant land at the corner of First Avenue and Smith Street (Stage 7 (hotel)), and a new signalised intersection joining Walan Street with Naroo Court.
- **Stage 3:** podium levels 1, 2 and 3 (part) car parking.
- **Stage 4:** podium level 3 (balance) and level 4 car parking, interim podium top design treatment, and interim podium wall design where interfacing with vacant land at the corner of First Avenue and Smith Street (Stage 7 (hotel)).
- **Stage 5:** Tower A (multiple dwelling) and final podium top design, and an upgraded intersection at Brisbane Road / Walan Street / Hancock Street.
- **Stage 6:** Tower B (retirement facility and residential care facility).
- **Stage 7:** Tower C (Hotel) and balance final streetscape works along First Avenue and Smith Street.

Note: Or, alternative staging / timing of works where agreed to with Council.

External works

The development involves streetscape and road upgrades around the frontage of the site (Stage 2):

- Brisbane Road: building outs, landscaping and outdoor dining;
- Smith Street: build-outs and streetscaping; and

- First Avenue: building outs, landscaping, outdoor dining and partial shared zone.

The development results in additional traffic impacts on the local road network, and is required to contribute to external upgrades at the following intersections:

- Round-a-bout to be constructed at the intersection of Muraban Street, Smith Street and the proposed site access (Stage 1);
- Signalised intersection must be constructed joining Walan Street with Naroo Court (Stage 2); and
- Upgraded intersection must be provided at Brisbane Road / Walan Street / Hancock Street (Stage 5).

Note: Or, alternative staging / timing of works where agreed to with Council.

The redevelopment of this underutilised public asset for a mixed use development will provide a benefit to the local community and economy. Of note, the increase in the number public car parking spaces occurring as part of the development, from the existing situation, results in a strong public benefit that reflects, and is commensurate with the status of the land as a public asset.

ASSESSMENT

The subject site is currently used as a public carpark containing 179 spaces (refer to **Attachment 1 – Aerial map**) that has a long history of planning investigations and development proposals over the site.

The proposal involves the significant re-development of an underutilized public asset, which will benefit the community and local economy. The development incorporates a mixture of uses; 5 star hotel, full-line supermarket, shops, food and drink outlets, restaurant and bar, function facilities, apartments, and retirement and aged care living.

The development will result in a 704 carparking spaces owned by council, with 432 non-attributed (open) carparking spaces. This is important in the context of increasing carparking demand within the immediate area, and the planned Mooloolaba foreshore works that will remove carparking from the locality. The development will contribute to planned external intersection works; the extension of Naroo Court and the intersection of Brisbane Road / Walan Street / Hancock Street, to mitigate impacts on the local road network.

The site is located within the District Centre Zone (refer to **Attachment 2 – Zoning Map**) and Mooloolaba / Alexandra Headland Local Plan, the planning intent for which includes:

“...high quality, integrated, mixed use development incorporating a range of centre activities and residential accommodation...well designed, accessible and integrated public car parking...a range of entertainment activities including food and drink outlets, function facilities, bars and hotels...not more than one full line supermarket... outstanding building, streetscape and landscape design which is highly articulated and epitomises sub-tropical and sustainable design and that recognises the landmark nature of the site...provides an attractive and pedestrian friendly central community meeting space such as a village square or plaza...”

The development includes a highly articulated and attractive podium and ground level active uses to engage with the street. Further, the development does not result in more than one full line supermarket being established within the Mooloolaba District Activity Centre Zone and will therefore support existing and future retail needs for the local area.

The proposal incorporates landscaping and streetscaping along each street frontage, and a partial shared zone within First Avenue to prioritize pedestrian movement, and assist with revitalizing the Zanzibar arcade link to Mooloolaba Esp. The development includes three (3) towers that have been orientated and designed to include slender forms facing First Avenue to maximize coastal views for the development and surrounding properties. The proposed building form incorporates some performance solutions relating to podium height, site cover

and setbacks, and tower setbacks, which have been assessed and found to achieve the relevant performance and overall outcomes of the planning scheme codes. The development has minimized impacts to adjoining properties where practical, to be commensurate with the amenity expectations within the District centre zone.

The development achieves the overall intent of the planning scheme, and has been subject to detailed assessment as contained within **Attachments 3 to 11**. The development application largely complies with Acceptable Outcomes of the Codes. Where the development has proposed a performance solution, it has been assessed to achieve the relevant Performance Outcome or Overall Outcome of the code, or has been conditioned / amended in red to comply. Accordingly the Applicant's Plans and Documents are recommended for approval where incorporating amendments contained within the conditions and/or amendments in red.