

Explanatory Memorandum

Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10 – Mooloolaba Masterplan and Key Site Review

31 July 2017



1. Short title

The amendment instrument to which this explanatory memorandum relates is the *Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10,* relating to the Mooloolaba Masterplan and Key Site Review.

2. Type of local planning instrument

The amendment to the *Sunshine Coast Planning Scheme 2014* constitutes a 'major amendment' in accordance with Section 2.3A.4 of *Statutory guideline 01/16: Making and amending local planning instruments*.

3. Entity making the Sunshine Coast Planning Scheme 2014 (Major Amendment)

The entity making the *Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10* is the Sunshine Coast Regional Council.

4. Land affected by the Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10

The Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10 generally applies to the planning scheme area with a particular focus on the Mooloolaba town centre within the Mooloolaba/Alexandra Headland local plan area (refer to Figure 1 – Mooloolaba Town Centre) and the specific sites identified in Table 4.1 – Land affected by the proposed Sunshine Coast Planning Scheme 2014 (Major Amendment).



Figure 1 – Mooloolaba Town Centre

Property Description	Address	Ownership Category	Map of Subject Land
Lot 0 on SP133630, Lot 38 and 39 on RP52440, Lot 77 on RP891727, Lot 0 on SP187087, Lot 32 on RP52440, and Lot 26 on RP901071	65-69, 71, 73, 77, 79-83, 85 and 87-97 First Avenue, Mooloolaba	Various	
Lots 407 to 417 on RP129684 Lot 418 and Lot 419 on RP129683, Lot 420 on RP22317, Lot 422 on RP129683, Lot 424 on RP129684, Lots 573 to Lot 575 on RP129684, Lots 96 to 101 on RP73433,	16, 18, 20 and 24 Walan Street, 5, 7, 9, 11, 13, 15, 19 and 21 Muraban Street, 14, 16, 18, 20, 22, 24 Smith Street, 1,3, 4, 5, 6, 7, 8 and 9 Naroo Court, Mooloolaba	Various	
Lot 100 on SP257414	River Esplanade, Mooloolaba	Private	

Table 4.1Land affected by the Sunshine Coast Planning Scheme 2014 (Major Amendment) No.10

Property Description	Address	Ownership Category	Map of Subject Land
Lots 64 to 69 on RP52440, Lot 73, Lot 92 and Lot 93 on RP73433	7, 9, 13, 15 First Avenue, 11 Smith Street, Brisbane Road Carpark, Mooloolaba	Council	

5. Purpose of the Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10

The purpose of the Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10 is to:-

- (a) amend the Height of buildings and structures overlay for a number of specific sites within the Mooloolaba/Alexandra Headland local plan area;
- (b) amend the Mooloolaba/Alexandra Headland local plan code, to include specific provisions relating to Key Site 1 – Brisbane Road Carpark, new Key Site 3 – Club Eatery and active street frontages to land in the High density residential zone fronting Walan Street;
- (c) amend the Mooloolaba/Alexandra Headland Local Plan Elements map (Figure 7.2.20A) to include additional road and pedestrian linkages, additional active street frontages, additional Gateway / Entry Points and add new Key Site 3 – Club Eatery;
- (d) amend the Mooloolaba/Alexandra Headland Local Plan Precincts map (LMP34), to expand the hospitality precinct to include new Key Site 3 – Club Eatery and create a new Mooloolaba Heart Street Activation precinct along Walan Street; and
- (e) amend the Mooloolaba/Alexandra Headland local plan table of assessment relating to business activities in the High density residential zone for the new Mooloolaba Heart Street Activation precinct along Walan Street.

6. Reasons for the Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10

Council prepared the *Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10* in response to Council's resolution to adopt the *Place Making Mooloolaba Master Plan* at an Ordinary Meeting of Council held on 10 December 2015 (OM15/246), of which this resolution included a requirement to take into consideration the vision and recommendations of the *Place Making Mooloolaba Master Plan*, in relation to future planning scheme amendments.

7. Details of the Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10

The details of the amendment to the *Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10* are outlined in **Table 7.1** below and **Appendix 1**.

Table 7.1 provides a summary of the amendment to the Sunshine Coast Planning Scheme2014.

Appendix 1 – Details of the Planning Scheme Amendment provides further details of those aspects of the amendment relate to specific sites.

Table 7.1 Summary of planning scheme amendment

Planning Scheme Part	Summary of Amendment	
Part 1 (About the Planning Scheme)	Amend Table 1.2.2 (Local plans and local plan precincts) to include new Precinct MAH LPP-3 (Mooloolaba Heart Street Activation)	
Part 5 (Tables of assessment)	• Amend section 5.9.9 (Mooloolaba/Alexandra Headland local plan) table of assessment for Business activities in the High density residential zone, to reflect new active street frontages to Walan Street.	
Part 7 (Local plans)	Amend section 7.2.20 (Mooloolaba/Alexandra Headland local plan code) to:	
	 incorporate relevant provisions relating to:- 	
	 Key Site 1 – Brisbane Road Carpark, to include a new Performance Outcome to allow for increased site cover and podium height to provide for an integrated multi storey car park facility; 	
	 A new Key Site 3 – Club Eatery, to provide for a high quality, integrated, mixed use development and to provide height and site cover incentives for the development of a five-star international standard accommodation hotel; 	
	 inclusion of new Mooloolaba Heart Street Activation Precinct (MAH LPP-3) in the High density residential zone along Walan Street; 	
	 the new pedestrian through block linkages and road linkages shown on amended Figure 7.2.20A (Mooloolaba/Alexandra Headland local plan elements); and 	
	 Amend Figure 7.2.20A (Mooloolaba/Alexandra Headland local plan elements) to incorporate relevant outcomes from the Place Making Mooloolaba Masterplan relating to primary active street frontages, gateway/entry points, indicative road linkages/access points, future community/arts hub and to add new Key Site 3 – Club Eatery. 	
Schedule 2 (Mapping)	 Amend Local Plan Precincts Map LPM34 (Mooloolaba/Alexandra Headland local plan area) to include:- 	
	 Lot 100 on SP257414 (Club Eatery) in the Mooloolaba Hospitality Area (Precinct MAH LPP-1) (refer Appendix 1); and 	
	 Lot 418 and Lot 419 on RP129683, Lot 409, Lot 410, Lot 416 and Lot 417 on RP129684, Lot 407 and Lot 408 on RP129864, Lot 100 and Lot 101 on RP73433 in the Mooloolaba Heart Street Activation (Precinct MAH LPP-3) (refer to Appendix 1) 	
	• Amend Height of Buildings and Structures Overlay Map OVM34H (Mooloolaba/Alexandra Headland local plan area) to reflect proposed height changes for several specific sites (refer Appendix 1).	

8. Compliance with the Sustainable Planning Act 2009

This amendment was adopted and commenced under the *Sustainable Planning Act 2009* (repealed), pursuant to the transitional provisions under section 287 of the *Planning Act 2016*.

The Sunshine Coast Planning Scheme 2014 complies with the purpose and Section 88 (Key elements of planning scheme) of the Sustainable Planning Act 2009. In particular the Sunshine Coast Planning Scheme 2014 appropriately reflects the standard planning scheme provisions in version 3.0 of the Queensland Planning Provisions and coordinates and integrates State and regional matters through compliance with State planning instruments. The Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10 does not materially affect this compliance.

The Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10 was prepared in accordance with:-

- (a) Part 5 (Making, amending or repealing local planning instruments) of the *Sustainable Planning Act 2009;* and
- (b) Statutory guideline 01/16: Making and amending local planning instruments.

This amendment has been aligned to reflect the *Planning Act 2016* and Council's adoption and implementation of the *Sunshine Coast Planning Scheme 2014* (*Alignment Amendment*) *No. 9*, which commenced on 3 July 2017.

9. Compliance with State planning instruments

At the time of the gazettal of the *Sunshine Coast Planning Scheme 2014* in May 2014, the Minister identified that the *South East Queensland Regional Plan 2009-2031* and the *State Planning Policy* were appropriately reflected in the planning scheme. The *Sunshine Coast Planning Scheme 2014* (Major Amendment) No. *10* primarily addresses local issues and did not adversely affect the planning scheme's compliance with State planning instruments.

Particular aspects of the amendment that were identified as potentially relevant to State planning instruments are detailed in **Table 9.1** below.

Table 9.1 Compliance with State planning instruments

Summary of amendment	State Interest	Summary of Compliance
Building height increases	State Planning Policy April 2016 – liveable communities	The proposal to reinstate building heights from the superseded <i>Maroochy Plan 2000</i> to some areas located within the High density residential zone and Tourist accommodation zone provides for additional housing for both permanent residents and visitors and results in positive urban design outcomes and public realm improvements. This relatively minor increase in the ultimate population capacity of Mooloolaba will also take advantage of both existing and planned infrastructure.
Site cover/podium height provisions for Key Site 1 – Brisbane Road Carpark	State Planning Policy April 2016 – liveable communities and tourism	The proposed site cover provisions for Key Site 1 – Brisbane Road Carpark, are intended to provide for the integration of a multi storey public car park in the redevelopment of the site for a high quality mixed use development. It is intended that the Brisbane Road multi storey car park facility will provide for the relocation and consolidation of car parking from the Mooloolaba foreshore to create an enhanced public realm and open space area along the foreshore and reinforce Mooloolaba as a premier tourist and event destination.
New Key Site 3 – Club Eatery	State Planning Policy April 2016 – tourism	The proposal to provide height and site cover incentives for proposed new Key Site 3 is intended to encourage the delivery of a five-star international standard hotel. This will reinforce Mooloolaba as the premier tourist destination of the Sunshine Coast, whilst providing for a built form that is compatible with development along the Mooloolaba Esplanade.

10. Consultation with government agencies

Council consulted various State agencies in the preparation of the *Place Making Mooloolaba Master Plan* which is the basis for this planning scheme amendment.

In accordance with the Sustainable Planning Act 2009 and Statutory guideline 01/16: Making and amending local planning instruments, Council sent a copy of the proposed Sunshine Coast Planning Scheme 2014 (Major Amendment) to the Minister for Infrastructure, Local Government and Planning (the Planning Minister), by letter dated 8 July 2016, for consideration of State interests and to seek approval for Council to proceed to public consultation.

On 20 September 2016, Council received approval from the Planning Minister, to proceed to public notification, with no conditions.

Post notification, Council forwarded the proposed amendment with modifications to the Planning Minister seeking approval to adopt the amendment, by letter dated 28 April 2017. Council received approval from the Planning Minister by letter dated 7 July 2017, that Council could adopt the amendment with no conditions although, noted Council's intention to align the amendment to the *Planning Act 2016*, prior to adoption.

11. Public consultation

No preliminary public consultation was undertaken in relation to the preparation of the proposed planning scheme amendment. However, an extensive community consultation process was carried out with key stakeholders and the broader community during the preparation of the *Place Making Mooloolaba Master Plan* in 2015.

In accordance with *Statutory guideline 01/16: Making and amending local planning instruments,* Council undertook public consultation during Stage 3 of the process for making a planning scheme 'major' amendment.

On 20 September 2016, Council received advice from the Planning Minister that the amendment appropriately integrated state interests and that Council may undertake public consultation on the proposed amendment, with no conditions.

Public consultation on the proposed *Sunshine Coast Planning Scheme 2014 (Major amendment)* occurred from **31 October 2016** to **9 December 2016**.

The consultation and communication strategy implemented during the public notification period involved the following:

- Media statement issued prior to the commencement of the public consultation period, advising of the proposed amendments and public consultation period;
- Notice placed in the Sunshine Coast Daily on Saturday, 29 October 2016;
- Notice published on Council's website and a copy placed at Council offices prior to the consultation period commencing;
- Copy of the proposed amendment, including a summary information sheet published on Council's website and made available for viewing at Council's offices during the consultation period;
- Letters sent to directly affected land owners and adjoining land owners advising of the proposed amendment, including a summary information sheet about the proposed amendment and public consultation period;
- Newsflash issued to all regular planning scheme users and community members that have previously expressed an interest in receiving information about planning and development matters; and
- Various phone, email and counter enquiries.

12. Consideration of public submissions

Council received a total of 1,929 submissions, of which 536 (28%) submissions were in support and 1,393 (78%) submissions objected to the proposed amendment.

Of the submissions in support, 246 were pro-forma submissions, which outlined the following matters:

 proposed building height increases are consistent with the character of Mooloolaba and will not significantly impact amenity;

- support for the proposed height increases to provide jobs, decrease urban sprawl and protect environmental areas;
- support for the increased street activation to improve amenity and stimulate the local economy;
- support for a five-star hotel to increase the tourism offering and quality of accommodation and retail businesses in Mooloolaba;
- support for increased height and site cover on the Club Eatery site, based upon a high quality, articulated design that will complement the area; and
- support for the proposed site cover and setback amendments relating to the Brisbane Road Carpark, to help offset the loss of foreshore parking.

Of the submissions objecting to the proposed amendment, 1,316 were pro-forma submissions, which outlined the following concerns:

- increased building height and site cover on the Club Eatery site will result in a very tall and bulky building, not in keeping with sub-tropical building design and landscape design and will risk casting shadows on the beach;
- 90% site cover for the Brisbane Road carpark site will not be consistent with the subtropical landscape and would result in the loss of visual amenity;
- increased density proposed for Walan Street and First Avenue will significantly worsen existing traffic issues without road widening to Brisbane Road;
- lack of commitment to providing additional road infrastructure before proposing additional density shows little consideration for the community and visitors.

In addition to the above items raised in the pro-forma submissions objecting to the proposed amendment, the following additional reasons were raised by individual submitters:

- height increase on the Club Eatery site is inconsistent with the existing streetscape;
- Mooloolaba building height transect is misleading;
- additional parking required;
- questioning the need for the planning scheme amendment the current planning scheme provisions should be maintained;
- need to protect Mooloolaba's character and natural environment;
- don't turn Mooloolaba into another Gold Coast; and
- need to limit growth.

Having considered all of the submissions, Council decided to proceed with the proposed planning scheme amendment with the following changes to the public consultation version of the amendment:

- strengthening the provisions relating to the Club Eatery site and delivery of a landmark building of exceptional urban design, that includes a sub-tropical design response;
- including a requirement for an architectural peer review of any submitted design for the Club Eatery site;
- strengthening wording for the Club Eatery site to ensure the development operates as a five-star international standard accommodation hotel; and
- requirement for the five-star international hotel component to be a minimum 50% of the development, by number of apartments/suites.

In addition to the changes in response to submissions, a change was made to the Mooloolaba/Alexandra Headland local plan code to duplicate the pedestrian linkage provision from the District centre zone, to apply to all zones in the local plan area, to be reflective of the locations of the new pedestrian through block linkages shown on Figure 7.2.20A (Mooloolaba/Alexandra Headland Local Plan Elements). The road connection provisions relating to Key Site 2 – Underwater World/Mooloolaba/Alexandra Headland Local Plan Elements). The road changed to reflect the new road linkage included on Figure 7.2.20A (Mooloolaba/Alexandra Headland Local Plan Elements).

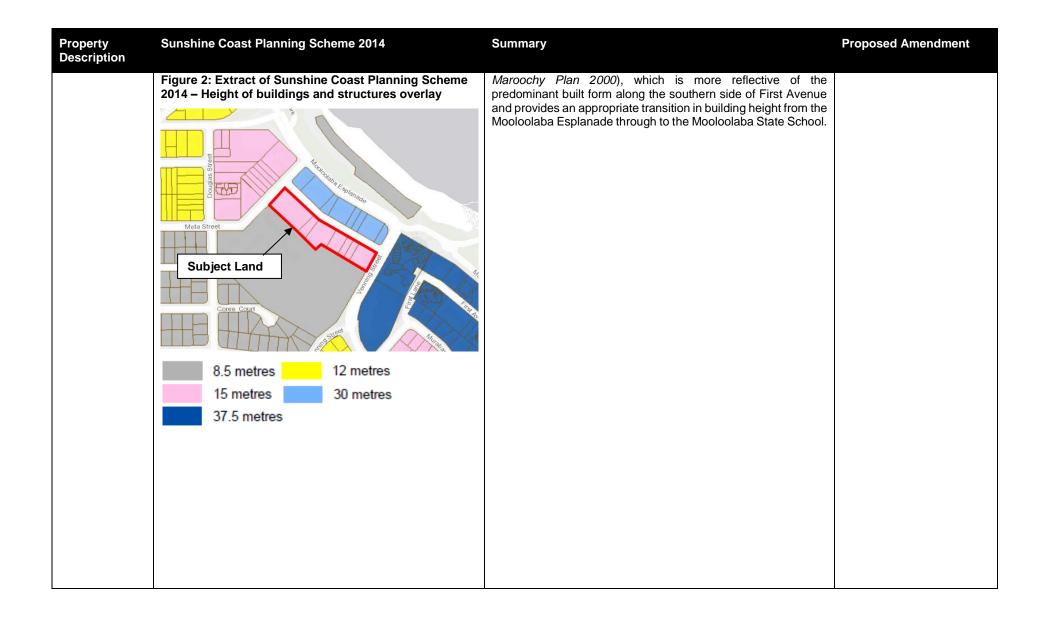
The changes were not considered to result in the amendment being significantly different to the version placed on public consultation, such that Council proceeded to seek the Planning Minister's approval to adopt the proposed amendment.

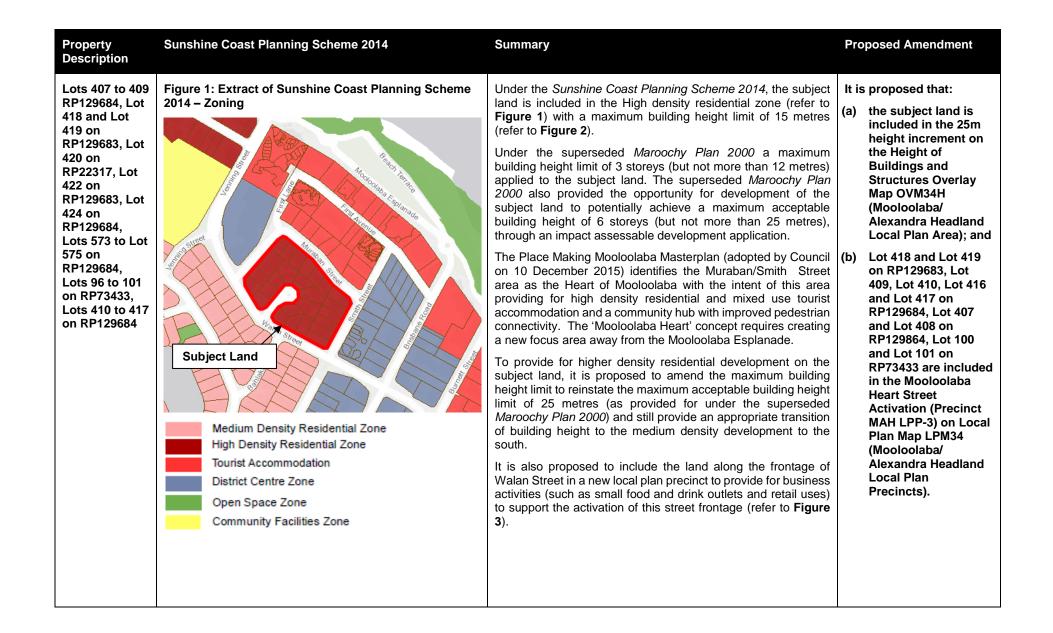
Further, the changes to the public consultation version of the proposed planning scheme amendment did not relate to a State interest or affect the amendments compliance with the *South East Queensland Regional Plan 2009-2031* or the State Planning Policy.

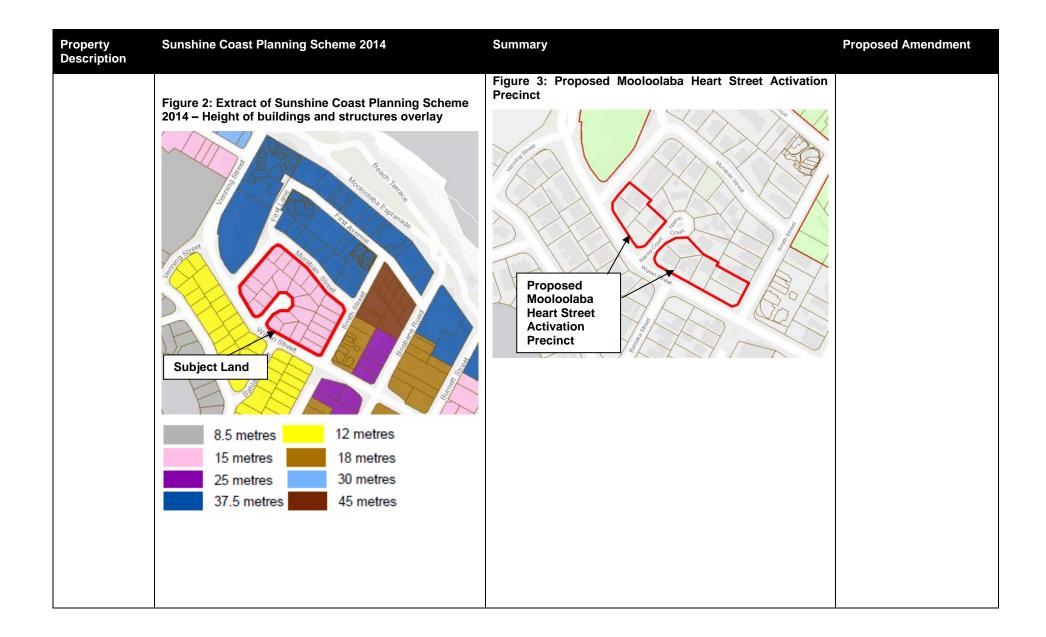
13. Background studies and reports

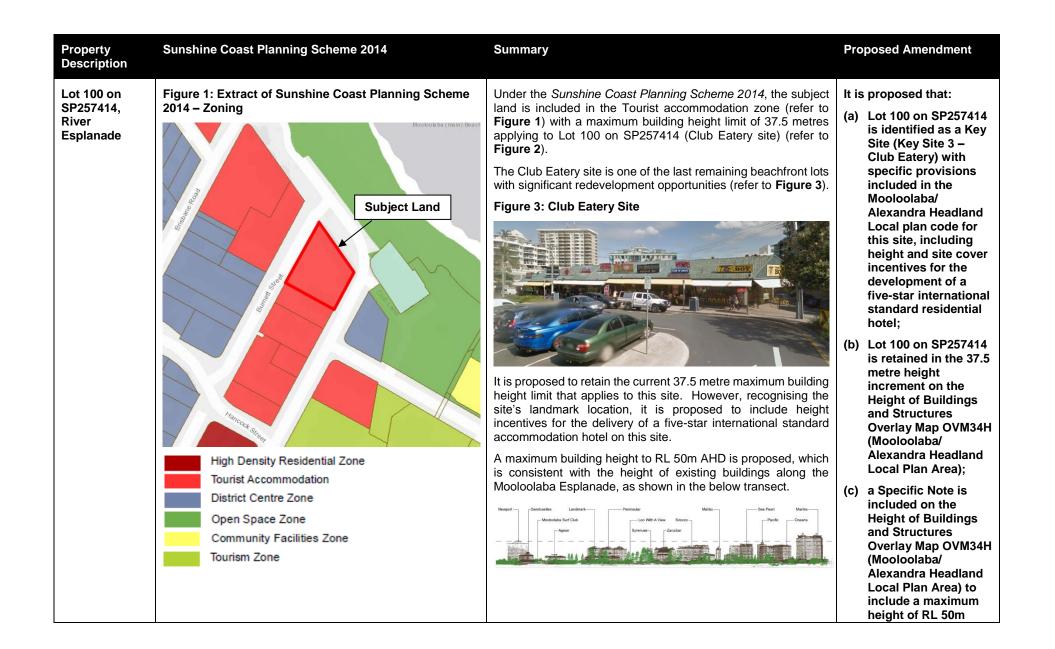
The Place Making Mooloolaba Masterplan informed the preparation of the *Sunshine Coast Planning Scheme 2014 (Major Amendment) No. 10.*

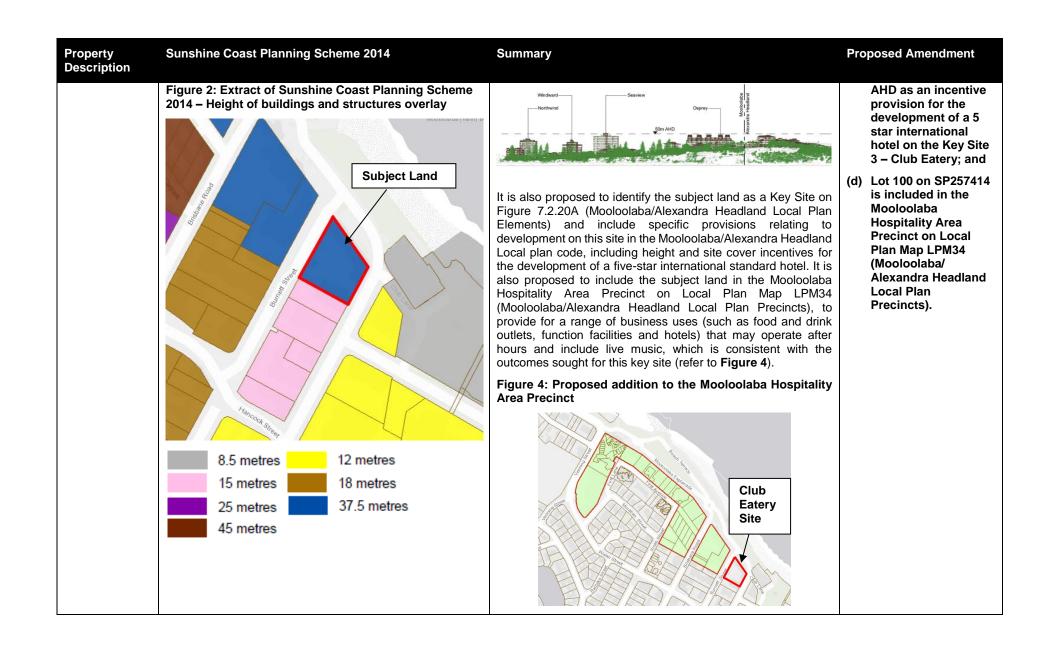
Property Description	Sunshine Coast Planning Scheme 2014	Summary	Proposed Amendment
Lot 0 on SP133630, Lot 38 and 39 on RP52440, Lot 77 on RP891727, Lot 0 on SP187087, Lot 32 on RP52440, and Lot 26 on RP901071, First Avenue, Mooloolaba	Figure 1: Extract of Sunshine Coast Planning Scheme 2014 – Zoning	Under the Sunshine Coast Planning Scheme 2014, the subject land is included in the High density residential zone (refer to Figure 1) with a maximum building height limit of 15 metres (refer to Figure 2). Under the superseded Maroochy Plan 2000 a maximum building height limit of 4 storeys (but not more than 15 metres) applied to the subject land. The superseded Maroochy Plan 2000 also provided the opportunity for development of the subject land to potentially achieve a maximum acceptable building height of 6 storeys (but not more than 25 metres), through an impact assessable development application. The predominant built form along the southern side of First Avenue consists of multi-unit residential buildings of between 6 to 8 storeys in height. Along the northern side of First Avenue, the predominant built form ranges in height from 10-12 storeys (which is approximately 30 metres). Figure 3: Corner of First Avenue and Venning Street, looking north-east along First Avenue Unit exist along First Avenue to be storey in height form ranges in height from 10-12 storeys (which is approximately 30 metres).	It is proposed that the subject land is included in the 25m height increment on the Height of Buildings and Structures Overlay Map OVM34H (Mooloolaba/ Alexandra Headland Local Plan Area).











Property Description	Sunshine Coast Planning Scheme 2014	Summary	Proposed Amendment
		MAH LPP-1, Mooloolaba Hospitality Area	
Lots 64 to 69 on RP52440, Lot 73, Lot 92 and Lot 93 on RP73433	Figure 1: Extract of Sunshine Coast Planning Scheme 2014 – Zoning	Under the <i>Sunshine Coast Planning Scheme 2014</i> , the subject land is included in the District centre zone (refer to Figure 1) and identified as a key site (Key Site 1 – Brisbane Road Carpark) in the Mooloolaba/Alexandra Headland Local plan code. The Mooloolaba/Alexandra Headland Local plan code includes specific provisions for the redevelopment of this key site. The <i>Place Making Mooloolaba Master Plan</i> (adopted by Council on 10 December 2015) recommends the relocation and consolidation of car parking along the Mooloolaba foreshore into a new Brisbane Road multi storey car park facility, to provide for an enhanced public realm and open space area along the foreshore. In order to accommodate this additional car parking, it is proposed to increase site cover and podium height for development on this key site. It is therefore proposed to include a new performance outcome in the Mooloolaba/Alexandra Headland Local plan code relating to site cover and podium height requirements for development in the District centre zone (Key Site 1 – Brisbane Road Carpark).	It is proposed that the Mooloolaba/Alexandra Headland Local plan code is amended to include a new performance outcome relating to site cover and podium height for development in the District centre zone (Key Site 1 – Brisbane Road Carpark). This also includes setback provisions to reflect the new podium height.