

# DETAILED ASSESSMENT REPORT

## DEVELOPMENT SERVICES

<b>SUMMARY SHEET</b>	
<b>Applicant:</b>	Forest Glen Village Centre Pty Ltd
<b>Owner:</b>	Forest Glen Village Centre Pty Ltd
<b>Consultant:</b>	RPS Australia East Pty Ltd
<b>Proposal:</b>	<ul style="list-style-type: none"> <li>• Preliminary Approval (including a Variation Request) for a Material Change of Use to establish the Forest Glen Village Centre Plan of Development</li> <li>• Development Permit for Material Change of Use of Premises to Establish a Shopping Centre, Shop and Health Care Services</li> <li>• Development Permit for Operational Work (Earthworks).</li> </ul>
<b>Properly Made Date:</b>	25/07/2019
<b>Information Request Date:</b>	02/08/2019
<b>Information Response Received Date:</b>	24/12/2019 to Information request 14/08/2020 to Further Advice request
<b>Number of Properly Made Submissions:</b>	6 submissions were received, all of which were <u>in support</u> of the proposed development.
<b>PROPERTY DETAILS</b>	
<b>Division:</b>	7
<b>Property Address:</b>	354 & 370 Mons Road and 15 Grammar School Way, FOREST GLEN
<b>RP Description:</b>	Lot 8 RP 313590, Lot 7 SP 246654 & Lot 14 SP 314161
<b>Land Area:</b>	5.966ha
<b>Existing Use of Land:</b>	Vacant
<b>STATUTORY DETAILS</b>	
<b>Planning Scheme:</b>	<i>Sunshine Coast Planning Scheme 2014</i> (1 April 2019)
<b>SEQRP Designation:</b>	Urban Footprint

<b>Strategic Framework Land Use Category:</b>	Urban
<b>Local Plan Area:</b>	Forest Glen / Kunda Park / /Tanawha Local Plan Area
<b>Zone:</b>	Western part of the site adjacent Mons Road is located within the Local Centre zone  The remainder of the site is located within the Emerging Community zone
<b>Assessment Type:</b>	Impact Assessable (Variation Request component)  Impact Assessable (Development Permit for Material Change of Use component)  Code assessable (Development Permit for Operational Works component)

## PROPOSAL:

The application seeks approval for:

- Preliminary Approval (including a Variation Request) for a Material Change of Use to establish the Forest Glen Village Centre Plan of Development
- Development Permit for Material Change of Use of Premises to Establish a Shopping Centre, Shop and Health Care Services
- Development Permit for Operational Work (Earthworks)

Each aspect is explored in more detail below.

### Preliminary Approval for Material Change of Use of Premises (including a Variation Request to vary the effect of the Planning Scheme)

The applicant proposes to establish a Variation Approval, to vary the effect of the *Sunshine Coast Planning Scheme 2014*. The approval would introduce a new regulating document, entitled 'Forest Glen Village Centre Plan of Development', to guide the future assessment and levels of assessment of subsequent applications for development permits lodged over the site.

The application proposes a number of components to the Plan of Development that would give the land subject of the application development rights to align with a full service Local Activity Centre as defined in the *Sunshine Coast Planning Scheme 2014*. This includes the following components:

- a precinct plan that identifies a total of nine precincts across the development area.
- a maximum gross floor area allowances table that applies floor area limits to each of the proposed precincts on the site.
- a table that identifies the consistent, potentially consistent and inconsistent uses within each of the proposed precincts on the site.

- a supplementary table of assessment which identifies the level of assessment and relevant applicable benchmarks for all future development within the Plan of Development Area. The supplementary table of assessment identifies assessment benchmarks in the same way that the current planning scheme does for a Local Centre zone. Use codes and the 'Prescribed other development codes' (*Landscape code, Transport and parking code, Nuisance code, Stormwater management code, Waste management code* etc) are listed as applicable benchmarks for most assessable uses. The gross floor area limits identified in each precinct are tied to the table of assessment and any application exceeding the limits would trigger Impact assessment.
- a new local area code entitled 'Forest Glen Village Centre Code' that replaces the Forest Glen / Kunda Park / Tanawha Local Plan code that currently applies to this site. The code provides detailed requirements including acceptable outcomes, performance outcomes, overall outcomes that apply to development applications made within the Plan of Development Area.
- plans that define staging of the site and identifies the vehicle and pedestrian movement network through the site.

The proposed Plan of Development identifies a total of nine precincts including an open space precinct as shown below.



**Figure 1: Proposed Precinct Plan**

The nine precincts are described below:

**Precinct A** – This precinct allows a total gross floor area of 2,500m<sup>2</sup> and is the only precinct that supports a supermarket and shopping complex. The proposed development permit component of this application for the shopping complex including the proposed supermarket is located within Precinct A.

**Precinct B** – This precinct allows a total gross floor area of 1,400m<sup>2</sup>. This precinct accommodates the part of the site associated with the existing Forest Glen Shops that fronts Mons Road.

**Precinct C** – This precinct allows a total gross floor area of 3,840m<sup>2</sup>. This precinct accommodates the part of the site associated with a number of existing buildings that are currently used for a mix of industrial and commercial uses. This precinct has consideration for the existing buildings and uses occurring on the site and supports a mix of new uses that align with some of those existing uses. This precinct also allows a micro brewery as a potentially consistent use but does not support additional retail and shop uses.

**Precinct D** – This precinct allows a total gross floor area of 2,250m<sup>2</sup>. This precinct supports a mix of uses traditionally found in local centre zones with the inclusion of light Industrial uses, warehouse and micro brewery as a potentially consistent use. This precinct does not support additional retail and shop uses.

**Precinct E** – This precinct allows a total gross floor area of 2,400m<sup>2</sup>. The proposed development permit component of this application for Health Care Services is located within Precinct E. This precinct does not support additional retail and shop uses.

**Precinct F** – This precinct allows a total gross floor area of 6,000m<sup>2</sup> or a residential density of 80 equivalent persons / hectare. This precinct aligns with a medium density residential zone and supports a mix of residential uses. Retail and commercial uses are not supported with the exception of Food and Drink Outlets where forming part of a mixed use development.

**Precinct H** – This precinct allows a total gross floor area of 200m<sup>2</sup> if for a Shop, and 900m<sup>2</sup> otherwise. This precinct supports a mix of uses traditionally found in local centre zones with the inclusion of Showroom up to a maximum GFA of 900m<sup>2</sup>.

**Precinct I** – This precinct is open space area and is predominantly drainage reserve through the development area site. This precinct does not support urban development.

**Precinct J** – This precinct allows a total gross floor area of 1,000m<sup>2</sup>. This precinct supports a mix of uses traditionally found in local centre zones and includes indoor sport and recreation uses. This precinct does not support additional retail and shop uses.

It should be noted that the proposed Variation Approval does not seek to vary the effect of the Overlays of the *Sunshine Coast Planning Scheme 2014*. Overlays and the associated overlay codes relating to the site would continue to apply where relevant to all future development within the development plan area.



## Development Permit for Material Change of Use of Premises to Establish a Shopping Centre, Shop and Health Care Services

The Development Permit component of the application proposes three separate buildings to be located in the south eastern part of the site as the first stage of the overall development. Specifically the development involves the following:

- Building A, a single storey building proposing a 1,500m<sup>2</sup> supermarket and 400m<sup>2</sup> of supporting tenancies (310m<sup>2</sup> of retail in 4 tenancies and a 90m<sup>2</sup> café / retail tenancy).
- Building B, a single storey building proposing a 1000m<sup>2</sup> floor plate which is divided into a 600m<sup>2</sup> retail tenancy and a 400m<sup>2</sup> medical tenancy.
- Building C, a 2 storey building proposing a total of 2000m<sup>2</sup> of medical floor space.

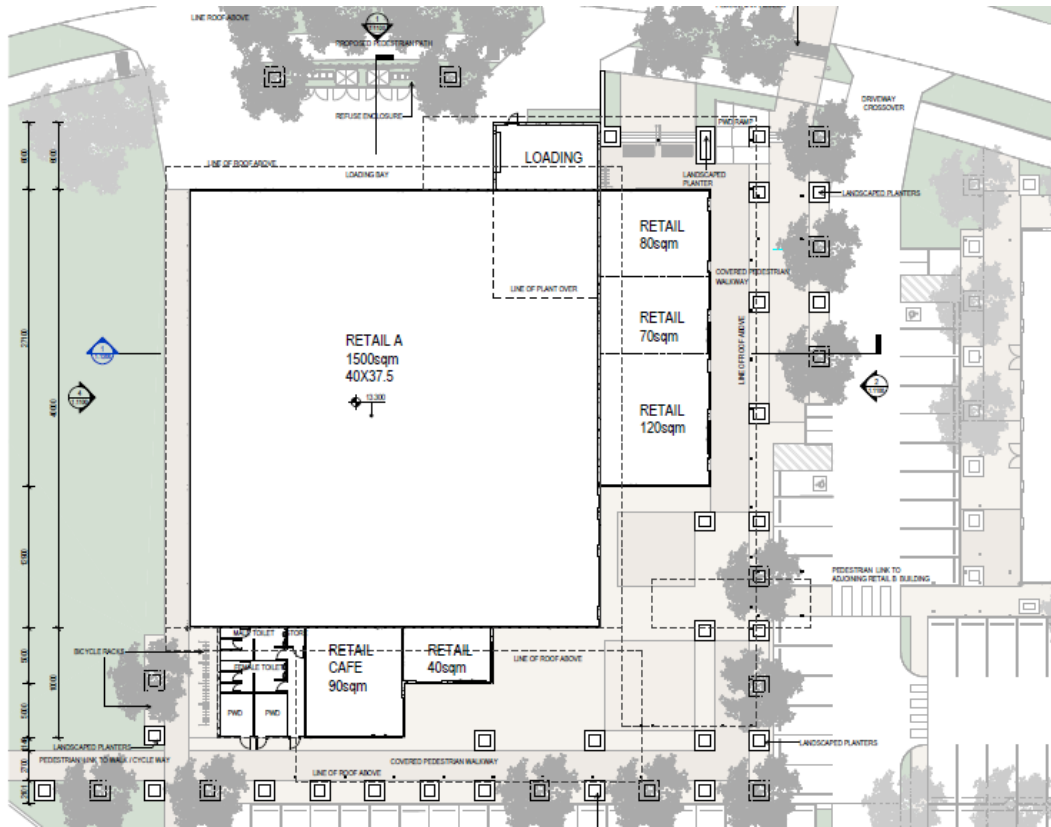
The development proposes a total 240 car parking spaces orientated to the south of the site with the buildings located north towards the proposed new road. On street parking is also incorporated into the proposed new road.

Access to the development is proposed from both the new internal road and from Grammar School Way as well as a driveway link connecting to Mons Road.

The overall site plan and the floor plans of each of the proposed buildings are included below in Figures 2 to 8.



**Figure 2: Site Plan**



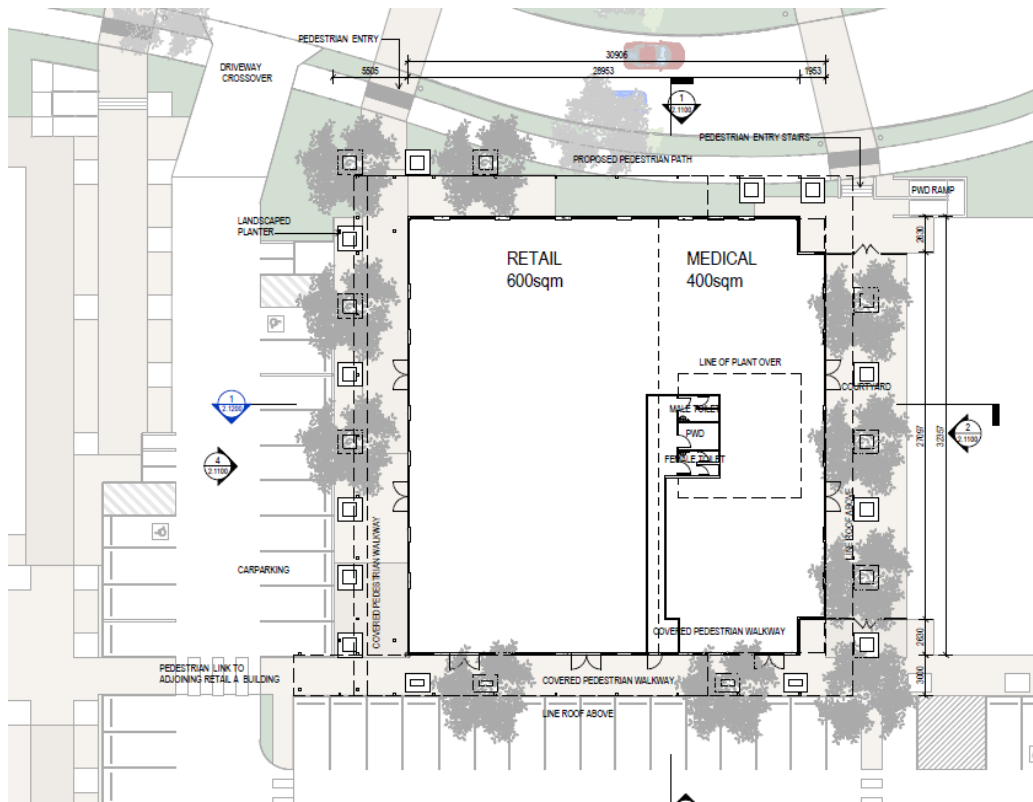
**Figure 3: Floor plan Building A**



**Figure 4: Perspective of Building A (supermarket) viewed from the proposed new road**

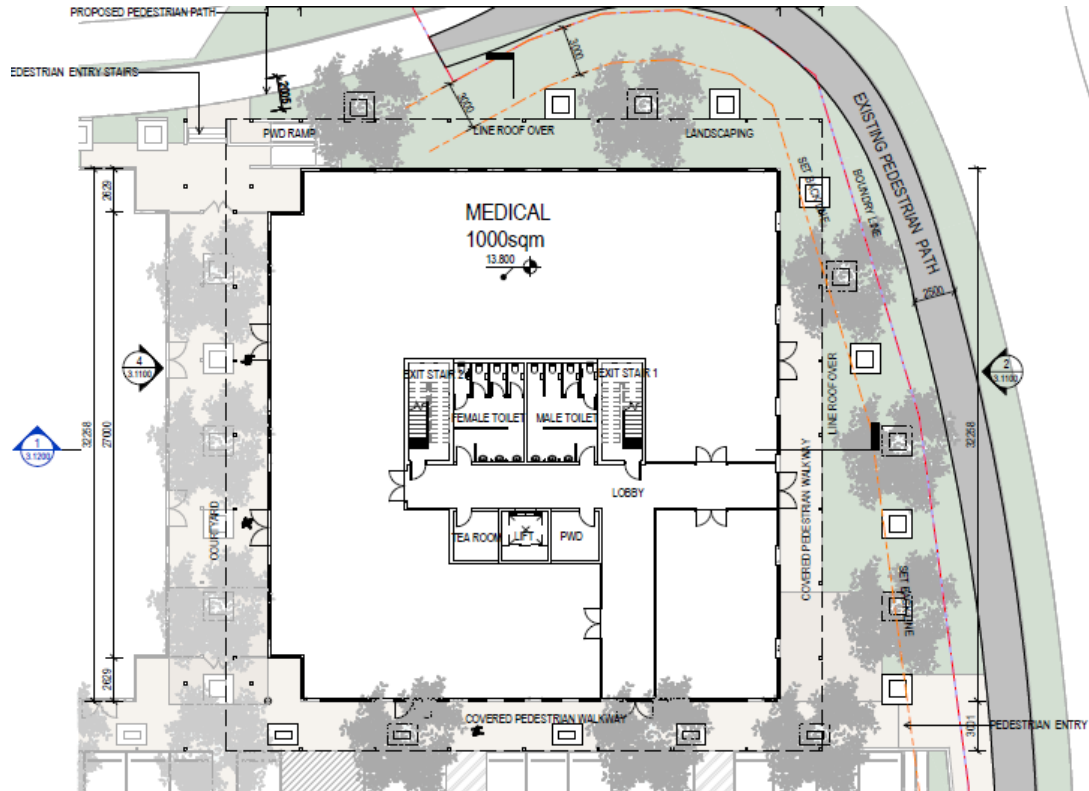


**Figure 5:** view taken from the new road looking south at the driveway between Buildings A and B



**Figure 6:** Floor Plan Building B





**Figure 7: Floor plan Building C**



**Figure 8: View of Building C (medical) from the corner of Grammar School Way and the proposed new road**

The Development Permit component would constitute the first stage of the development of the land, with the remainder of the site to be developed subject to future applications in accordance with the proposed Forest Glen Village Centre Plan of Development.

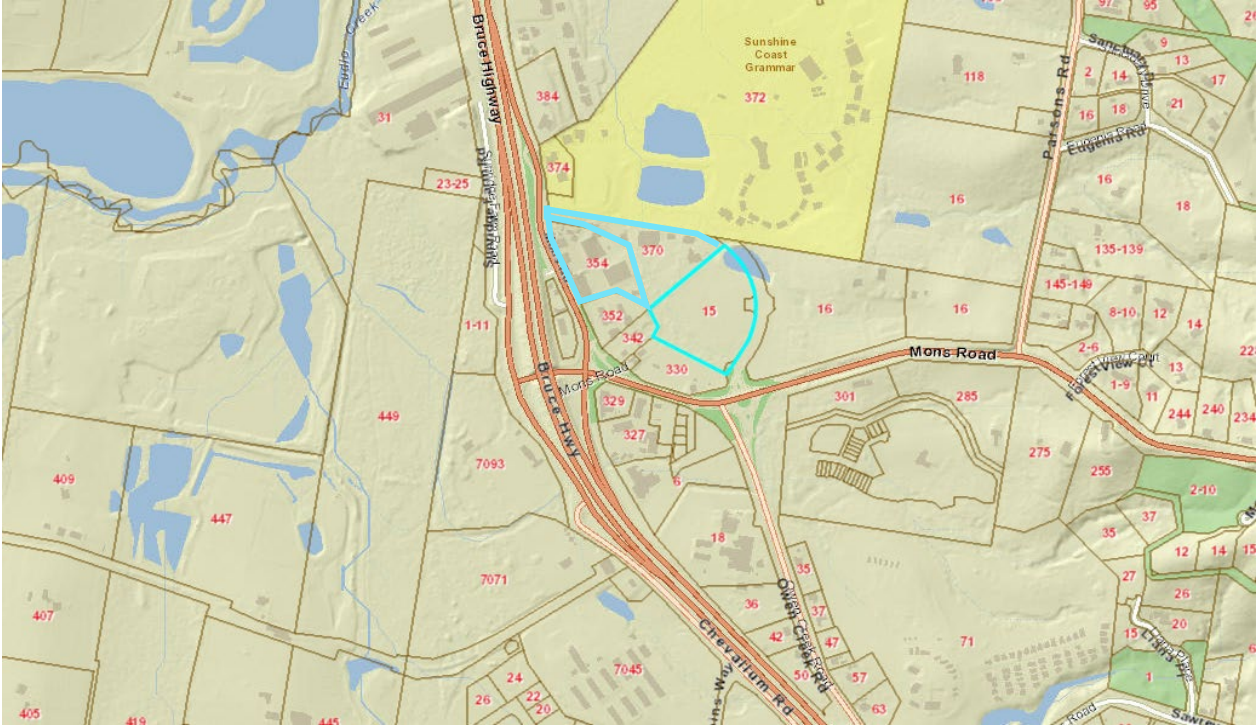


## SITE DETAILS:

### Site Features and Location

<b>SITE AND LOCALITY DESCRIPTION</b>	
<b>Land Area:</b>	5.966ha
<b>Existing Use of Land:</b>	<p>The site currently accommodates the Forest Glen local centre shops which are located at the western edge of the site addressing Mons Road. Directly behind the shops to the east is a number of existing industrial business uses including warehouses and light industry.</p> <p>The eastern part of the site is undeveloped.</p>
<b>Road Frontage:</b>	<p>The site has frontages to Mons Road in the west and Grammar School Way in the east.</p> <p>The application proposes a new road connecting through the site with the intention of linking Grammar School Way to Mons Road as part of any future redevelopment of that part of the site.</p>
<b>Significant Site Features:</b>	<p>There is a significant stand of mapped mature vegetation and drainage line that runs along the southern part of the site and extends north linking to the Grammar School property.</p>
<b>Topography:</b>	Relatively flat (less than 10% slopes).
<b>Surrounding Land Uses:</b>	<p>North- The northern boundary of the site is shared with the Sunshine Coast Grammar School.</p> <p>East - The area between Parsons Road and the subject site consists of Medium Density zoned land which will support the intended growth of the Forest Glen community. An approval for a Retirement Facility on the lot directly east of the site is currently under construction.</p> <p>Further to the east towards the Buderim escarpment is generally characterised by rural residential allotments.</p> <p>South - Across Mons Rd is the Forest Glen Industrial Zone adjacent to the Bruce Highway.</p> <p>Further south of the site is the Natures Edge Lifestyle Community which provides for over 50s residents on small home sites. Generally rural residential land along Tanawha Tourist Drive is located further to the South.</p> <p>Additionally, south-east of the site at 5 Owen Creek Road is a recent Council approval MCU17/2077 which approves 90 multiple dwellings.</p> <p>West - West of the site is the Bruce Highway and a mix of Industrial uses on the western side of the highway.</p>

The location of the subject site in relation to its surrounds is shown below in Figures 9 and 10:



**Figure 9 – Location Plan of the site**



**Figure 10 – Aerial photograph of the site**

## **Development History of Site**

A Development Permit for Material Change of Use of Premises (Warehouses) was issued on 7 April 2017 (Council Reference: MCU15/0314). This approval was over Lot 8 RP313590 only and comprised six warehouse buildings (with a total of 8 tenancies) to be undertaken in 3 stages.

A Development Permit for Operational Work for the purposes of Vegetation Clearing, Landscaping and Engineering Works, Road Works, Stormwater, Drainage Work & Earthworks has been approved over part of the subject site (Lot 14 SP314161) and over the land to the east (OPW18/0613). This approval was granted by Council on 12 March 2019 and included the road works for the Owen Creek Road extension (now called Grammar School Way) and the new roundabout which has been constructed.

The subject site has a number of other existing uses operating, including a mix of shop and commercial uses that address Mons Road at the west of the site and a mix of industrial uses including a transport depot and light Industry / warehouse type uses behind the shops.

## **ASSESSMENT:**

This application requests three separate approvals. These are:

- Preliminary Approval (including a Variation Request) for a Material Change of Use to establish the Forest Glen Village Centre Plan of Development
- Development Permit for Material Change of Use of Premises to Establish a Shopping Centre, Shop and Health Care Services
- Development Permit for Operational Work (Earthworks)

The assessment of these applications is undertaken in the same order as that listed above.

## **Framework for Assessment**

### Categorising Instruments for Statutory Assessment

For the *Planning Act 2016*, the following categorising instruments may contain assessment benchmarks applicable to development applications:

- the Planning Regulation 2017
- the Planning Scheme for the local government area
- any temporary local planning instrument
- any variation approval

Of these, the planning instruments relevant to this application are discussed in this report.

### **Assessment Benchmarks Related to the *Planning Regulation 2017***

The *Planning Regulation 2017* (the Regulation) prescribes assessment benchmarks that the application must be carried out against, which are additional or alternative to the assessment benchmarks contained in Council's Planning Scheme. These assessment benchmarks may be contained within:

- the SEQ Regional Plan and Part E of the State Planning Policy, to the extent they are not appropriately integrated into the Planning Scheme; and
- Schedule 10 of the Regulation.



<b>PLANNING REGULATION 2017 DETAILS</b>	
<b>Applicable Assessment Benchmarks:</b>	<u>State Planning Policy</u> <ul style="list-style-type: none"> <li>• Part E</li> </ul>

### State Planning Policy (SPP), Part E

The assessment benchmarks of the SPP Part E that are relevant to the development proposal do not vary the current provisions of the Planning Scheme.

### **Assessment Benchmarks Related to the Planning Scheme**

The application has been assessed against the *Sunshine Coast Planning Scheme 2014*. The pertinent issues arising out of assessment against the codes are discussed below:

### Strategic Framework

The Strategic Framework is an Assessment Benchmark for Impact Assessable applications and considers the following matters:

- Settlement Pattern
- Economic Development
- Transport
- Infrastructure and Services
- Natural Environment
- Community Identity, Character and Social Inclusion
- Natural Resources
- Natural Hazards

The Strategic Framework sets the policy direction for the *Sunshine Coast Planning Scheme 2014* and forms the basis for ensuring appropriate development occurs within the life of the Planning Scheme.

The application has been assessed against each of the matters above. The pertinent issues arising out of assessment against the Strategic Framework are discussed below.

The site is identified as an Urban area in the Strategic Framework, is located within the local growth management boundary and is intended to accommodate urban development.

The Strategic Framework contains several policy directions that are of direct relevance to the consideration of this application, as follows:-

#### **Theme 1 – Settlement pattern, Element 1 – Character, lifestyle and environment attributes (Specific outcomes) s. 3.3.2.1**

*“The character, lifestyle and environment attributes of the Sunshine Coast are recognised as essential contributors to the region’s natural (competitive) advantage by:-*

- (i) protecting and enhancing the natural environment and undeveloped rural and coastal landscapes that create large, uninterrupted and diverse areas of open space which weave throughout the region and define the boundaries of urban and rural residential areas;*
- (iii) maintaining distinct, identifiable towns and neighbourhoods that sensitively respond to their setting and support strong, diverse communities with a sense of belonging;”*



**Theme 1 – Settlement pattern, Element 8 – Local settings and local planning responses (Specific outcomes)**

*“The Sunshine Coast is maintained as a community of communities where the character and identity of each community is recognised and protected in accordance with a local plan.”*

**Theme 2 – Economic Development, Element 2 – Sunshine Coast activity centre network (Specific outcomes) s. 3.4.3.1**

- (b) *Activity centres provide for a range of business investment and employment opportunities in a manner that is commensurate with the role and function of the activity centre as specified by the activity centre network.*
- (c) *Development does not undermine or compromise the activity centre network either by inappropriately establishing centre activities outside of an activity centre or proposing a higher order or larger scale of uses than intended for a particular activity centre.*
- (d) *Activity centres incorporate most or all of the following elements:-*
  - (i) *a main street or other externally focussed configuration with active or semi-active street frontages that connect to surrounding communities and community spaces;*
  - (ii) *high amenity public spaces that support and encourage social interaction, casual meeting and active lifestyles;*
  - (iii) *buildings and places which respect and contribute to the character and identity of their local area;*
  - (iv) *a vibrant, mixed use character, including special entertainment precincts in identified locations which provide a focus for business uses and entertainment activities that may operate after hours and include live or amplified music which creates a vibrant atmosphere. In mixed use activity centres generally, and special entertainment precincts and buffer areas in particular, residents should expect ambient noise levels to be relatively higher; and*
  - (v) *creative industries and cultural and community activities which contribute to economic and community vitality.*
- (e) *Activity centres are a focal point for community life accommodating a range of business, retail, education, entertainment, sport and recreation, health, cultural and community facilities, parks and civic spaces, together with a significant proportion of housing that creates opportunities for affordable living and meets transit oriented development and universal access and design principles.*

**Theme 4 – Infrastructure and services, Element 1 – Coordinated and sustainable infrastructure (Specific outcomes) s.3.6.2.1**

- (d) *Infrastructure is designed with sufficient capacity and flexibility to accommodate future needs and maximise infrastructure delivery options.*
- (e) *Infrastructure is designed to respond to the needs, scale, character and identity of local communities including coastal urban, rural town and village, rural residential and rural communities.*

- (h) *Infrastructure is located, designed, constructed and operated to avoid as far as practicable, or where avoidance is not practicable, minimise and mitigate, adverse environmental impacts.*
- (i) *Infrastructure is located and designed to protect the landscape amenity of the Sunshine Coast and make a positive contribution to the landscape character, identity and sense of place of the locality.*

Where applicable, the above statements are considered as part of the assessment below against the relevant codes.

### **PRELIMINARY APPROVAL INVOLVING A VARIATION REQUEST**

Under section 61 of the *Planning Act 2016*, a Preliminary Approval can also include a request for a variation approval, which varies the effect of a local planning instrument on premises the subject of the approval. A variation approval may establish new categories of assessment and assessment benchmarks for development and any related development and prevails over a local planning instrument to the extent of any inconsistency for the “life” of the approval, or until the development is completed. This type of preliminary approval may establish specific assessment provisions that will then apply in assessing any future development applications relating to the land. A Preliminary Approval may seek to:

- vary or add the provisions of a relevant code; or
- vary the level of assessment and assessment benchmarks for future applications.

The assessment of the part of a development application that is a variation request requires assessment of the proposed development. This is because the assessment of the proposed development is carried out against the planning instruments at the time the development application is made to determine whether the proposed future development is suitable for the site.

The outcome of this assessment informs the assessment and decision of the part of the development application that proposes to vary the local planning instrument. The proposed variations are not assessed unless the development the subject of the development application is to be approved. If the other parts of the development application are refused, any proposed variations will also be refused.

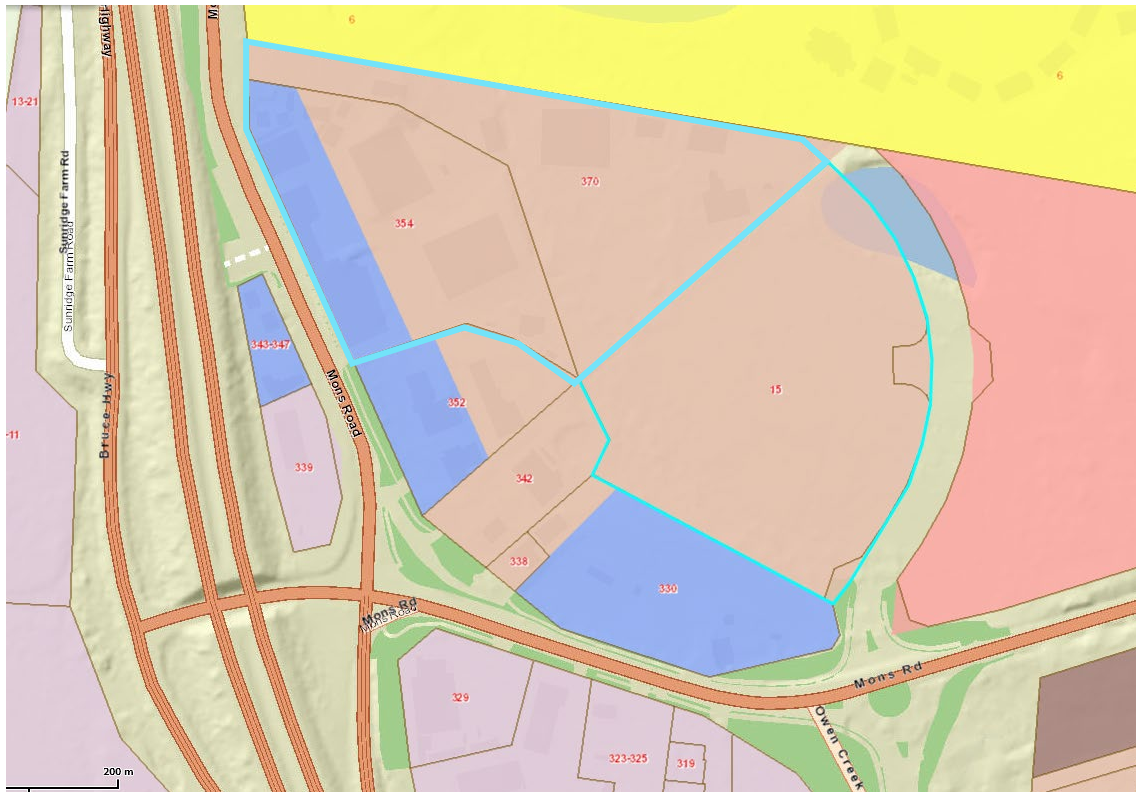
The proposed Forest Glen Village Centre Plan of Development allocates areas for future development for residential, commercial, community and industrial uses as well as open space areas.

The following key issues were pertinent to the assessment of the application:

- Emerging Community Zone
- Forest Glen Local Plan
- Economic Impact
- Open Space and Community Area
- Hydrology

#### Emerging Community zone

The subject site is located predominantly within the Emerging community zone of the Forest Glen / Kunda Park / Tanawha Local plan area, as shown in Figure 11 below.



**Figure 11 – Zoning map**

The purpose of the Emerging Community zone is to support urban development and enable structure planning to occur for large green field development sites and to ensure the orderly development of these areas for urban development.

The Emerging community zone makes most development impact assessable and specifically seeks for master planning to occur and to ensure that the future potential of the land to be used for urban purposes is not compromised and that sporadic or premature development is avoided.

The Purpose and Overall Outcomes of the Emerging community zone code intends for development to be *undertaken in accordance with a plan of development which is implemented via a variation approval or an amendment to the planning scheme.*

The code also states that: *A table of consistent and potentially consistent uses has not been provided for the Emerging community zone as development in this zone is intended to occur in accordance with a master plan. An approved plan of development may provide for a range of uses as appropriate to the site or area.*

This application has followed the planning scheme's intended process for developing the land. The application proposes a new regulating Plan of Development document and has included tables of assessment to guide future applications as well as a table that identifies the consistent and potentially consistent uses for each of the proposed precincts.

The application proposes a substantial extension of the existing Forest Glen Local Centre such that it would become a full service local centre. Accordingly, the proposed Plan of Development document generally follows the requirements that would normally be associated with a Local Centre (Full Service) zone in the *Sunshine Coast Planning Scheme 2014*. However, there are some differences between the proposal and a

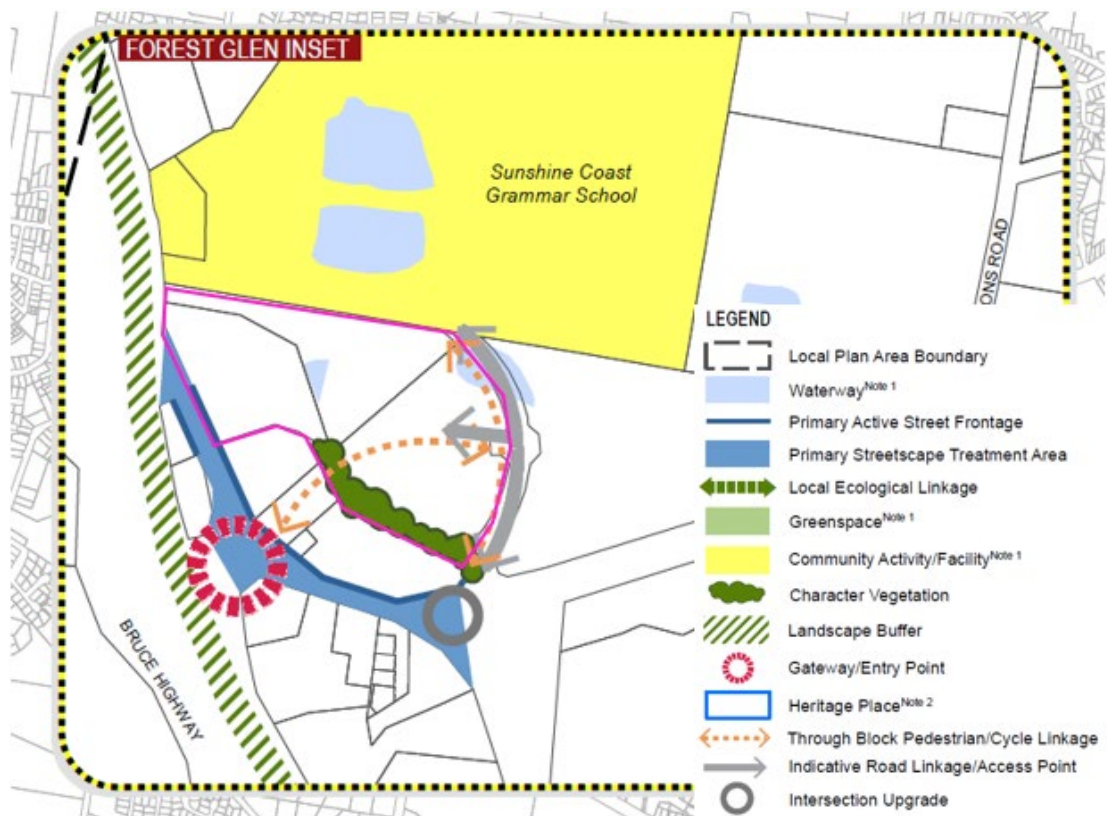
traditional Local Centre zone, which are intended to recognise the unique characteristics of the site and take into account the existing uses that have established historically and will continue to operate on parts of the site. The primary differences include:

- Inclusion of GFA caps to limit the size of the centre;
- Inclusion of Medium and High impact industry uses where for a Micro Brewery as Code assessable and as a potentially consistent use on part of the site;
- Inclusion of Warehouse and Light Industry uses as code assessable on part of the site noting that these uses are already existing on the site;
- Inclusion of Showrooms as a Consistent Use and Code Assessable in Precinct H;
- Increasing the gross floor area of a Supermarket to be Code Assessable from 1000m<sup>2</sup> to 1500m<sup>2</sup>.

As discussed later in this report, economic assessment supports the broader use of the subject Emerging Community zoned land to form an expansion of the Forest Glen Local Centre and elevation of it to a 'full service' local centre as defined by the Planning Scheme. The site is suitable and well located to provide for a master planned expansion of the existing local centre. The application presents an opportunity to redefine Forest Glen as a cohesive, pedestrian-friendly centre with safe access and parking arrangements, issues which have traditionally beset and constrained the Forest Glen local centre due to its location adjacent to the Bruce Highway.

### Forest Glen Local Plan

The Forest Glen local area plan Elements map outlined below in Figure 12 identifies requirements that directly relate to the subject site and are intended to be incorporated into any master plan for this site.



**Figure 12 – Forest Glen Local element plan**



The three land parcels in the planning scheme Elements map above have been outlined pink. The Elements map identifies three main requirements that are intended to be incorporated into any future development of this land:

- A definitive access location and road and pedestrian linkage through the site.
- Retention of the character vegetation along the southern boundary of the site.
- Maintaining a primary active street frontage and streetscape treatment area to Mons Road.

The proposed layout achieves all three of these requirements. It would deliver a road and pedestrian links through the site, protect the existing vegetation along the southern boundary within a reserve and maintain the existing Forest Glen shops that address the Mons Road frontage of the site to the west. The variation request document also carries these requirement through to all future development applications in this area. Additional details of how this application addresses each of these items is included below.

### *Road Linkage*

Fundamental to achieving the Overall Outcomes of both the Forest Glen town centre and the Emerging community zone is the delivery of a well-integrated and legible road network which enhances the functioning of the town centre and provides all of the needed infrastructure to maximise connectivity, permeability and ease of movement within the area. The area will grow and as the local centre proposed by the application is delivered it will naturally bring additional customers and traffic. The need for a public road solution is further emphasised by the fact that this application is proposing to elevate Forest Glen in the centres hierarchy to a 'full service' local centre.

The tenure of the internal movement network to a public road is necessary to deliver on the Overall outcome (f) of the Forest Glen local plan which requires this centre to *become a community hub and meeting place for the local community, providing a pedestrian friendly environment which is designed to promote community interaction*. Without a public realm and public infrastructure to support the development of the site, the intent of the town centre to be a place for the community to gather and interact is compromised.

The development proposes a new public road extending from the existing roundabout on Grammar School Way to service the proposed centre. The western half of the site which proposes to retain the existing uses in the interim would be serviced by a driveway in the first stage. The regulating Plan of Development document requires future redevelopment of that site to complete a full road connection through to Mons Road at that later stage.

As part of the first stage of development, the proposal would also provide a road reserve dedication from the proposed new road linking to the adjoining lot to the south of the site (Lot 6 SP246654). Any future redevelopment of the existing buildings at the west of the site or of the adjoining Lot 6 will require that road link to be constructed to ensure that the adjoining lots will have an alternative access location rather than maintaining their current access location from Mons Road within close proximity with the intersection.

### *Character vegetation*

The plan proposes to retain the existing vegetation along the southern boundary of the site within in a drainage reserve to ensure its long term protection. A pedestrian path including a boardwalk element and five viewing / sitting platforms have been proposed along the reserve serving as a pedestrian link promoting connectivity through the site and also creating an area for the community to recreate. The proposed platforms extend out over the reserve area. The applicant has provided artist impressions of the proposed linear reserve and walkway as shown in Figures 13 and 14 below.



**Figures 13 & 14 - View of the drainage reserve, path and viewing / sitting nodes**

The proposed platforms would be incorporated into an easement over the reserve to ensure that the ongoing maintenance of them remains the responsibility of the applicant / body corporate of the development.

**Primary Active frontage**

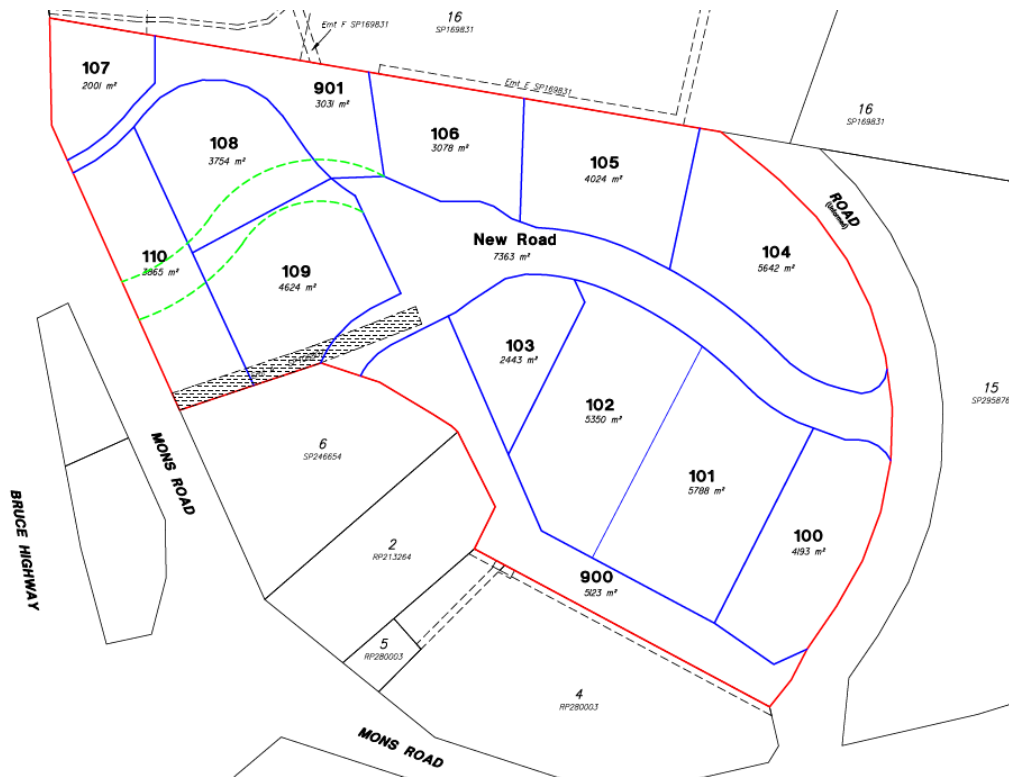
The area of the site identified for Primary Active street frontage accommodates the existing Forest Glen shops associated with the current Local Centre zoning boundary (refer to Figure 15 below of existing Mons Road frontage). The application proposes to retain the shops and the applicant has recently upgraded the frontage of the existing shops. The proposed Variation Approval would maintain the requirements of the Local Plan for development in this location to ensure an active frontage to Mons Road. The development would carry through the intent of the planning scheme for this part of Forest Glen.



**Figure 15** – view of the existing Forest Glen Shops fronting Mons Road

**Future Lot layout**

This application does not include a reconfiguration of a lot application component to create lots for each of the precincts. Given that the proposal creates a public road dissecting the site, there will be a need for a new survey plan to reflect the changes to the lot arrangement on the site that, in the absence of a reconfiguration of a lot application, would otherwise result in vinculum lots being established. The applicant has provided a draft concept subdivision plan aligning with each of the proposed precincts which is shown below in Figure 16. The proposed Forest Glen Village Centre Plan of Development includes a supplementary table of assessment for reconfiguring a lot that would enable code assessable applications to be lodged to enable development of the site for local centre uses.



**Figure 16** - Concept subdivision plan (indicative only)

## Economic Impact

The *Forest Glen/Kunda Park/Tanawha local plan code* is clear in its purpose statement regarding the intended role of the Forest Glen local centre and its expansion over time. The Overall Outcomes of the code include the following statements:

- (c) *The Forest Glen Local Centre enhances its role and function as a local (not full service) activity centre providing for the day to day needs of residents of and visitors to the local plan area.*
- (e) *Whilst development in the Local centre zone provides for the expansion and enhancement of business uses, residents continue to rely upon Buderim or other nearby larger centres to fulfil most of their business needs.*
- (f) *Development in the Local centre zone and the adjacent Emerging community zone is designed to support the function of the Forest Glen Local Centre as a community hub and meeting place for the local community, providing a pedestrian friendly environment which is designed to promote community interaction.*
- (g) *Development in the Emerging community zone north of Mons Road:-*
  - (i) *provides opportunities for the coherent and orderly expansion of the Forest Glen Local Centre with complementary small scale business activities, whilst maintaining the role and function of this centre as a local (not full service) activity centre;*
  - (ii) *provides an internal road and pedestrian network that enhances the functioning and legibility of the Forest Glen Local Centre;*

The Planning Scheme identifies Forest Glen as a local centre only and specifically identifies the intent for it continue as “not full service” local centre.

The Strategic Framework (Theme 2 –Economic development) defines both a ‘full service’ and ‘not full service’ local activity centre and identifies Forest Glen as the later. They are defined as follows:

### **Local (full service) activity centres**

*Provide for a wide range of local shopping, local employment, commercial, cafes and dining, entertainment, community services together with residential development where it can integrate and enhance the fabric of the activity centre.*

### **Local (not full service) activity centres**

*Provide a local convenience function only, accommodating small scale services and facilities and supporting the role of higher order activity centres in the activity centre network.*

This application now proposes to significantly increase the size of the Forest Glen local centre bringing it more in line with the size and scale of a large full service local activity centre, and therefore in conflict with the current planning scheme provisions for Forest Glen.

The applicant submitted an economic impact assessment to justify the scale of development proposed and to establish maximum floor area caps that should apply to each precinct within the development area to ensure that the growth of the Forest Glen local centre does not impact on other centres, particularly Buderim.



The applicant's report states that the Forest Glen centre is already not fulfilling the limited role intended by the planning scheme. While it is catering to visitors, the convenience tenancy mix is not adequate for the needs of a portion of primary trade area residents. The lack of a convenience supermarket is assessed as a major weakness of the precinct.

The report identifies that Forest Glen has an existing total retail gross floor area of 6,500m<sup>2</sup> and expresses that this is very large for a local (not full service) activity centre. Most of this gross floor area is assessed as specialised and destination retail of the type (organic supermarket etc.) that is not typically found in a local (not full service) centre. These specialised uses cater to a broad range of patrons including regional residents, passing traffic, school traffic and local workers. These groups are considered to be the 'visitors' defined as a target market for Forest Glen in the local plan.

The report argues that planning for Forest Glen should reflect the current circumstances of the centre and that the area serves two primary functions:

- A local centre that meets the needs of local residents and local workers and
- A speciality and destination retail precinct that caters to a more diverse patronage base (passing traffic, school traffic, local workers, regional residents).

The applicant's assessment concluded that "*the proposed development will allow the increasing local residential population to be better serviced than is currently the case with no change to the intended role and function of any other centre*", and that "*all designated centres on the Sunshine Coast (including the Buderim Centre) will continue to be viable.*"

The applicant's report identified that an additional 4,600m<sup>2</sup> of retail uses including the proposed supermarket is able to be supported in the Forest Glen centre without impacting on the role and function of other centres as intended by the planning scheme.

Council commissioned an independent peer review of the economic impact assessment to determine the accuracy of the applicant's assessment and provide commentary on the outcomes and conclusions reached by the applicant's economic assessment.

The peer review identified that despite the existing Planning Scheme restricting the Forest Glen Local Centre to a (Not Full Service) Activity Centre, the peer reviewer shared the opinion that Forest Glen should be elevated to a Local (Full Service) Activity Centre.

*Forest Glen Local (Not Full Service) Activity Centre is an unusual centre. Whilst not containing a full-line supermarket, it provides a large quantum of retail and commercial floor space (6,500m<sup>2</sup>), with several elements not considered to be small scale or serving only a local catchment: Kunara Organic Marketplace; Chemist Warehouse; micro-brewery.*

The peer review identifies that the proposed development is likely to increase the retail and commercial floor space of the centre to beyond what would traditionally be considered a full service local centre, resulting in a gross floor area of approximately 12,500m<sup>2</sup>.

However, it identifies that *the fact that a full-line supermarket is not proposed would indicate there are few other centres of similar scale in this corridor likely to be significantly adversely impacted by the proposed development.*

It is important to protect the future role and function of existing designated centres on the Sunshine Coast, particularly those within proximity of Forest Glen, in the context of the uses that are being proposed. Historically, Forest Glen has been an orphan centre that

caters primarily to passing traffic and a mix of industrial uses with retail and other commercial offerings. The presence of organic retailers, Chemist Warehouse and similar uses indicates the precinct trades well beyond the role intended for a local (not full service) centre.

There has also been substantial growth in Forest Glen since the inception of the *Sunshine Coast Planning Scheme 2014* and Council have identified Forest Glen as requiring additional economic investigation to determine its position in the centre hierarchy and to determine the scale required for the centre to service the local community.

Based on the economic information provided, support for a local centre in Forest Glen that is of a scale aligning with a Full Service Local centre is unlikely to result in a detrimental impact to other centres in the area. However, to ensure that the Forest Glen centre remains at a scale that aligns with the economic assessments that have been done to date, it is essential that any Variation Approval and the Plan of Development document clearly limit the maximum floor areas permitted in this area. The gross floor area caps have been included in the document and have been tied to the proposed Tables of Assessment, making any use exceeding the floor area cap for each precinct Impact Assessable.

#### Open Space / community area

The *Forest Glen/Kunda Park/Tanawha local plan code* intends for the expansion of the Local Centre to provide a community hub with open space and areas for the community to gather. The overall outcomes of the local plan code requires the following for this site:

- *Development in the local plan area is supported by a network of open space that meets the needs of the local community*
- *Development in the Local centre zone and the adjacent Emerging community zone is designed to support the function of the Forest Glen Local Centre as a community hub and meeting place for the local community, providing a pedestrian friendly environment which is designed to promote community interaction.*

The Performance Outcomes of the code relating to this part of Forest Glen also states: *Development provides for attractive and usable public spaces that provide a focal point for community activity and interaction.*

The applicant states that the site provides areas for community interaction and gathering and through the proposed Stage 1 delivers a community hub in the form of constructed walkways, activated edges of buildings and covered courtyard entry spaces. The applicant has also provided a pathway and sitting / gathering nodes adjacent the drainage area along the southern boundary of the site. The applicant has also proposed an additional 10 metre wide landscape buffer area in private land adjacent proposed precinct H and J as shown below in Figure 17.



**Figure 17 – Landscape buffer**

Despite the provision of areas of space that would support community interaction, they are primarily private spaces associated with the entrances and courtyard areas at the front of private businesses. The pathway along the southern boundary of the site does provide opportunity for gathering with the nodes / viewing platforms proposed, but its linear nature and location adjacent the drainage area and away from any activity generating uses is unlikely to be sufficient to create the community hub anticipated by the planning scheme and expected in a town centre of the scale proposed. Given that the application seeks to create a new expanded town centre for Forest Glen, and is proposed at a scale beyond what the planning scheme currently intends for this location, there is considered a need for the new centre to facilitate a meaningful community hub space as expressed by the planning scheme for Forest Glen.

Public open space is essential to place making and a desirable and community focused town centre is not achieved by a car dominated centre without public areas for people to congregate and recreate.

Council's Strategic Planning Branch were consulted and have identified the absence of an open space / meeting place within the proposed development as a major conflict with the intent of the planning scheme. Their recommendation was for an area of land centrally located to be dedicated as park to achieve the intent of the planning scheme.

The development is a large scale greenfield site and has not demonstrated that the overall outcomes of the Forest Glen local plan area can be delivered for the new town centre to justify the scale of the centre proposed. It is therefore, recommended that a plan amendment be incorporated into any approval granted that requires a land area to be provided as public urban plaza / park and achieving the intent of the planning scheme.

## Hydrology

Council's Hydrology Engineer has assessed the applicant's stormwater management plan for the site and has identified some outstanding issues that have not been resolved during the application.

The applicant's stormwater management outcome has proposed to adopt bioretention to deal with the water quality of the development. The cross sections provided are not consistent with the design criteria of Council's Planning scheme policy for development works, Healthy Waterways guidelines and Water by Design Bioretention Technical Design Guideline. The typical cross section for bioretention basin in Stage 1 appears to have retaining walls on all four sides and the wall height appears to be 800mm, with the filter media directly against the retaining wall. Council's policy for basins that include retaining in their design requires the length of retaining wall to be a maximum 50% of the total perimeter of the bioretention basin. In addition, the interface between the retaining wall filter media is required to be separated by 300mm wide and 100mm cover filter cloth.

The proposed bioretention basins are separated from the drainage reserve by a pedestrian connection. However, the entire bioretention interface with the drainage reserve is separated by a retaining wall with an average height of approximately 3m from the existing ground surface. On the other side, the bioretention basin is pressed against the proposed Stage 1 car parking area.

The application has not demonstrated that the design of the bioretention basin including the interaction with the retaining wall can comply with Council's design requirements within the allocated space proposed. As the basin is tightly fitted in between retaining wall and car park, this information is important to ensure adequate space availability for the proposed Stage 1 development.

It must also be noted that the drainage area is serving multiple purposes i.e. detention basin for peak flow mitigation, compensatory flood storage area, external catchments runoff conveyance path and environmental / character vegetation purposes. The detention water level is at 10.57 during 1% annual exceedance probability (AEP) flood event abutting the retaining wall. This means, for detention purposes, the retaining wall is a component of the detention basin. Council's policy does not support such high retaining walls as part of any of its contributed assets. The retaining wall proposed against the wall of the detention basin/drainage reserve/overland flow path does not comply with Council's design requirements and is not supported in its current form. The interface between the drainage reserve and footpath / bioretention basin with high retaining walls also poses a serious public safety risk. Therefore, no retaining wall should form part of the overland flow path / detention system and the outcome will require batters replacing the retaining wall to achieve an appropriate solution.

Council's hydrology engineers have recommended conditions and plan amendments to resolve all of the outstanding hydrology issues for this site.

## Planning Scheme Overlays

The *Sunshine Coast Planning Scheme 2014* identifies a number of overlays affecting the subject site, including:

- Acid Sulfate Soils
- Airport Environs
- Biodiversity, Waterways and Wetlands
- Bushfire Hazard
- Extractive Resources



- Flood Hazard
- Height of Buildings and Structures
- Regional Infrastructure
- Scenic Amenity

The proposed Variation Approval does not seek to vary the effect of the overlays of the *Sunshine Coast Planning Scheme 2014*. Overlays and the associated overlay codes relating to the site would continue to apply where relevant to all future development within the development plan area.

### **Other Assessment Matters**

In addition to the assessment benchmarks referred to above, the *Planning Regulation 2017* requires that impact assessment must be carried out having regard to:

- the regional plan for a region; and
- the State Planning Policy, to the extent the State Planning Policy is not identified in the Planning Scheme as being appropriately integrated in the Planning Scheme.

### **South East Queensland Regional Plan (SEQRP)**

The development is located within the Urban Footprint of the South East Queensland Regional Plan. Having regard to the South East Queensland Regional Plan, the development is broadly consistent with the outcomes expressed and sought to be achieved by the South East Queensland Regional Plan.

The South East Queensland Regional Plan provides a regional framework for growth management, and sets planning direction for sustainable growth, global economic competitiveness and high-quality living by:

- identifying a long-term sustainable pattern of development which focuses more growth in existing urban areas;
- ensuring land use and infrastructure planning are integrated;
- valuing and protecting the natural environment, productive land, resources, landscapes and cultural heritage; and
- promoting more choice of housing and lifestyle options.

The above components of the South East Queensland Regional Plan are discussed, where relevant, within the body of this report.

### **State Planning Policy (SPP)**

Since the time the *Sunshine Coast Planning Scheme 2014* commenced on 21 May 2014, a new SPP came into effect on 3 July 2017 and must be considered for development assessment to the extent the SPP is inconsistent with the Planning Scheme.

The proposal is consistent with the policy intent of the SPP and does not conflict with any of the identified state interests.

### **CONSULTATION:**

#### **Referral Agencies**

The application was referred to the following referral agencies in accordance with the *Planning Act 2016* and the *Planning Regulation 2017*:

## Queensland Treasury (SARA)

The department is a concurrence agency for the following reasons:

- State transport infrastructure – transport corridors and future corridors

The department responded to the state transport related matters by letter dated 8 November 2019 stating that conditions must be attached to any development approval. The requirements relate to access location and design and stormwater management.

### **Other External Referrals**

The application did not require any other external referrals.

### **Public Notification**

The application was publicly notified for 30 business days between 10 January 2020 and 25 February 2020 in accordance with the requirements of the *Planning Act 2016*. A total of 6 submissions were received, all of which were in support of the proposed development.

The following table provides a description of the matters raised in submissions received about the application, together with a statement of how those matters were dealt with in reaching a decision:

<b>ISSUES</b>	<b>COMMENTS</b>
<b>SUPPORTING ISSUES RAISED</b>	
The development will benefit the economy and promotes additional employment	Agree. The development would result in additional employment opportunities in Forest Glen and would result in economic stimulation of the area. Detailed economic assessment is provided in this report.
The development provides good architectural outcomes	The development includes a development permit and detailed design for stage 1, which includes three buildings including a supermarket, retail and medical uses. The detailed architectural designs are a modern design and would deliver the outcomes of the uses proposed.  Future development of the site will be subject to development applications to Council and the detailed architectural designs would be assessed at that stage.
The development respects the environmental values of the site	The development has proposed protection of the existing native vegetation on the site in the form of a 20 metre wide linear drainage reserve that runs along the southern boundary and dissects the site and links to the northern boundary. The applicant is proposing a boardwalk / footpath along its edge and a number of viewing / sitting platforms for the use and benefit of the community.

<p>The development improves the services available to the local community particularly a supermarket offering</p>	<p>The development would result in an improved offering of services to the community with a supermarket, and medical uses proposed within the first stage.</p>
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**CONCLUSION:**

Town planning and economic assessment supports the broader use of the subject Emerging Community zoned land to form an expansion of the Forest Glen Local Centre and elevation of it to a 'full service' local centre as defined by the Planning Scheme. The site is suitable and well located to provide for a master planned expansion of the existing local centre. The application presents an opportunity to redefine Forest Glen as a cohesive, pedestrian-friendly centre with safe access and parking arrangements, issues which have traditionally beset and constrained the Forest Glen local centre due to its location adjacent to the Bruce Highway.

The proposed development has been assessed against the *Sunshine Coast Planning Scheme 2014* requirements and satisfies the requirements of the Planning Scheme subject to reasonable and relevant conditions. The application is therefore recommended for approval.