



Department of
**State Development,
 Infrastructure and Planning**

Our reference: SDA-0615-021841
 Your reference: MCU15/0099

11 August 2015

The Chief Executive Officer
 Sunshine Coast Regional Council
 Locked Bag 72
 Sunshine Coast Mail Centre QLD 4560

Dear Sir/Madam,

Concurrence agency response—with conditions

39 Barns Lane COOLUM BEACH QLD 4573 (Lot 102 SP161821)

(Given under section 285 of the *Sustainable Planning Act 2009*)

The referral agency material for the development application described below was received by the Department of State Development, Infrastructure and Planning under section 272 of the *Sustainable Planning Act 2009* on 30 June 2015.

Applicant details

Applicant name: Bunnings Properties Pty Ltd
 Applicant contact details: PO Box 1559
 FORTITUDE VALLEY QLD 4006
chris.austin@rpsgroup.com.au

Site details

Street address: 39 Barns Lane COOLUM BEACH QLD 4573
 Lot on plan: 102 SP161821
 Local government area: Sunshine Coast Regional Council

Application details

Page1	SEQ North Region Level 8, Mike Ahern Building 12 First Avenue PO Box 1129 Maroochydore QLD 4558
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Proposed development: Development Permit for Material Change of Use (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant)
Development Permit to Reconfigure a Lot (1 Lot into 6 Lots)
Development Permit for Operational Work (Placing an Advertising Device)

Aspects of development and type of approval being sought

Aspect of Development	Type of Approval	Description	Assessment Level
Material change of use	Development permit	Showroom, Garden Centre and Food Outlet (Bunnings Warehouse); Service Station and Convenience Restaurant.	Impact
Reconfiguring a Lot	Development permit	1 Lot into 6 Lots and access easement	Impact
Operational Work	Development permit	Placing an Advertising Device - (8 wall signs + pylon sign)	Impact

Referral triggers

The development application was referred to the department under the following provisions of the *Sustainable Planning Regulation 2009*:

Referral trigger Schedule 7, Table 2, Item 2—State-controlled road
Schedule 7, Table 3, Item 1—State-controlled road
Schedule 7, Table 3, Item 2—Development impacting on State transport infrastructure

Conditions

Under section 287(1)(a) of the *Sustainable Planning Act 2009*, the conditions set out in Attachment 1 must be attached to any development approval.

Reasons for decision to impose conditions

Under section 289(1) of the *Sustainable Planning Act 2009*, the department must set out the reasons for the decision to impose conditions. These reasons are set out in Attachment 2.

Further advice

Under section 287(6) of the *Sustainable Planning Act 2009*, the department offers advice about the application to the assessment manager—see Attachment 3.

Approved plans and specifications

The department requires that the following plans and specifications set out below and in

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Attachment 4 must be attached to any development approval.

Drawing/Report Title	Prepared by	Date	Reference no.	Version/Issue
Aspect of development: Material change of use				
Site Plan of Layout, Ground Floor Plan, Scheme A	Group 4 Architects	5 June 2015	DA01	6
Stormwater Management Plan	Intelara	3 June 2015	8662.01	D
Yandina – Coolum Rd / School Rd Intersection Concept Roundabout Upgrade	TTM	28 September 2012	12BRT0037-01	A
Aspect of development: Reconfiguring a lot				
Proposed Lots 1 – 6 Over Lot 102 on SP 161821 Allotment Layout	RPS	4 June 2015	102995-195	
Stormwater Management Plan	Intelara	3 June 2015	8662.01	D
Yandina – Coolum Rd / School Rd Intersection Concept Roundabout Upgrade	TTM	28 September 2012	12BRT0037-01	A

A copy of this response has been sent to the applicant for their information.

For further information, please contact Ryan Longland, Senior Planning Officer, SARA SEQ North on 5352 9708, or email ryan.longland@dilgp.qld.gov.au who will be pleased to assist.

Yours sincerely



Garth Nolan
 Manager (Planning)

cc: Bunnings Properties Pty Ltd, chris.austin@rpsgroup.com.au
 enc: Attachment 1—Conditions to be imposed
 Attachment 2—Reasons for decision to impose conditions
 Attachment 3—Further advice
 Attachment 4—Approved Plans and Specifications

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Attachment 1—Conditions to be imposed

No.	Conditions	Condition timing
Development Permit - Material Change of Use – Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant		
Schedule 7, Table 3, Item 1—State-controlled road and Schedule 7, Table 3, Item 2—Development impacting on State transport infrastructure —Pursuant to section 255D of the <i>Sustainable Planning Act 2009</i> , the chief executive administering the Act nominates the Director-General of the Department of Transport and Main Roads to be the assessing authority for the development to which this development approval relates for the administration and enforcement of any matter relating to the following condition(s):		
1.	The development must be carried out generally in accordance with the following plans <ul style="list-style-type: none"> • Site Plan of Layout, Ground Floor Plan, Scheme A – Stage 1 prepared by Group 4 Architects, dated 5 June 2015, Drawing no. DA01, Issue no. 6. 	At all times
2.	(a) The design and construction of any excavation, filling/backfilling/compaction, retaining structures and other works involving ground disturbance must not de-stabilise the state-controlled road or cause similar adverse impact. (b) RPEQ certification must be provided to North Coast District, North.Coast.IDAS@tmr.qld.gov.au (quote reference TMR15-014362) within the Department of Transport and Main Roads, confirming that the development has been designed and constructed in accordance with part (a) of this condition.	(a) At all times. (b) Within 20 business days of completing the works
3.	(a) The development must be in accordance with the Stormwater Management Plan entitled Stormwater Management Plan, prepared by Intelara, dated 3 June 2015, Project no. 8662.01, Issue D (b) Any works on the land must not: <ol style="list-style-type: none"> i. create any new discharge points for stormwater runoff onto the state-controlled road; ii. interfere with and/or cause damage to the existing stormwater drainage on the state-controlled road; iii. surcharge any existing culvert or drain on the state-controlled road; iv. reduce the quality of stormwater discharge onto the state-controlled road. 	(a) At all times (b) At all times

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No.	Conditions	Condition timing
	<p>AND</p> <p>(c) RPEQ certification must be provided to North Coast District by email North.Coast.IDAS@tmr.qld.gov.au (quote reference TMR15-014362), within the Department of Transport and Main Roads, confirming that the development has been designed and constructed in accordance with parts (a) and (b) of this condition.</p>	(c) Prior to the commencement of use
4.	<p>Road works comprising the upgrade of the Yandina – Coolum Road / School Road / South Coolum Road roundabout including realignment of the central island in a south west direction and two departure lanes on each leg of the roundabout, for which approval under section 33 of the Transport Infrastructure Act 1994 must be obtained, must be provided generally in accordance with the Yandina – Coolum Rd / School Rd Intersection Concept Roundabout Upgrade, prepared by TTM, Drawing no. 12BRT0037-01, Rev A.</p> <p>The road works must be designed and constructed in accordance with the Department of Transport and Main Road's Road Planning and Design Manual.</p>	Prior to the commencement of use and to be maintained at all times
Development Permit – Reconfiguration of a Lot – 1 into 3 Lots		
<p>Schedule 7, Table 2, Item 2—State-controlled road—Pursuant to section 255D of the <i>Sustainable Planning Act 2009</i>, the chief executive administering the Act nominates the Director-General of the Department of Transport and Main Roads to be the assessing authority for the development to which this development approval relates for the administration and enforcement of any matter relating to the following condition(s):</p>		
5.	<p>The development must be carried out generally in accordance with the following plans</p> <ul style="list-style-type: none"> • Site Plan of Layout, Ground Floor Plan, Scheme A – Stage 1 prepared by Group 4 Architects, dated 5 June 2015, Drawing no. DA01, Issue no. 6. 	At all times
6.	<p>(a) The design and construction of any excavation, filling/backfilling/compaction, retaining structures and other works involving ground disturbance must not de-stabilise the state-controlled road or cause similar adverse impact.</p> <p>(b) RPEQ certification must be provided to North Coast District, North.Coast.IDAS@tmr.qld.gov.au (quote reference TMR15-014362) within the Department of Transport and Main Roads, confirming that the development has been designed and constructed in accordance with part (a) of this condition.</p>	<p>(a) At all times.</p> <p>(b) Within 20 business days of completing the works</p>

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No.	Conditions	Condition timing
7.	<p>(a) The development must be in accordance with the Stormwater Management Plan entitled Stormwater Management Plan, prepared by Intelara, dated 3 June 2015, Project no. 8662.01, Issue D</p> <p>(b) Any works on the land must not:</p> <ul style="list-style-type: none"> i. create any new discharge points for stormwater runoff onto the state-controlled road; ii. interfere with and/or cause damage to the existing stormwater drainage on the state-controlled road; iii. surcharge any existing culvert or drain on the state-controlled road; iv. reduce the quality of stormwater discharge onto the state-controlled road. <p>AND</p> <p>(c) RPEQ certification must be provided to North Coast District by email North.Coast.IDAS@tmr.qld.gov.au (quote reference TMR15-014362), within the Department of Transport and Main Roads, confirming that the development has been designed and constructed in accordance with parts (a) and (b) of this condition.</p>	<p>(a) At all times</p> <p>(b) At all times</p> <p>(c) Prior to submitting the Plan of Survey to the local government for approval</p>
8.	<p>Road works comprising the upgrade of the Yandina – Coolum Road / School Road / South Coolum Road roundabout including realignment of the central island in a south west direction and two departure lanes on each leg of the roundabout, for which approval under section 33 of the Transport Infrastructure Act 1994 must be obtained, must be provided generally in accordance with the Yandina – Coolum Rd / School Rd Intersection Concept Roundabout Upgrade, prepared by TTM, Drawing no. 12BRT0037-01, Rev A.</p> <p>The road works must be designed and constructed in accordance with the Department of Transport and Main Road's, Road Planning and Design Manual.</p>	<p>Prior to submitting the Plan of Survey to the local government for approval and to be maintained at all times</p>

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Attachment 2—Reasons for decision to impose conditions

The reasons for this decision are:

- To ensure the development is carried out generally in accordance with the plans of development submitted with the application
- To ensure state-controlled road infrastructure or the land supporting this infrastructure is not de-stabilised or damaged and that it is not adversely impacted through the addition or removal of lateral loads or additional surcharge load or through groundwater seepage or disturbance.
- To ensure that the impacts of stormwater events associated with development are minimised and managed to avoid creating any adverse impacts on the state transport corridor.
- To ensure the road works on, or associated with, the state-controlled road network are undertaken in accordance with applicable standards.

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Attachment 3—Further advice

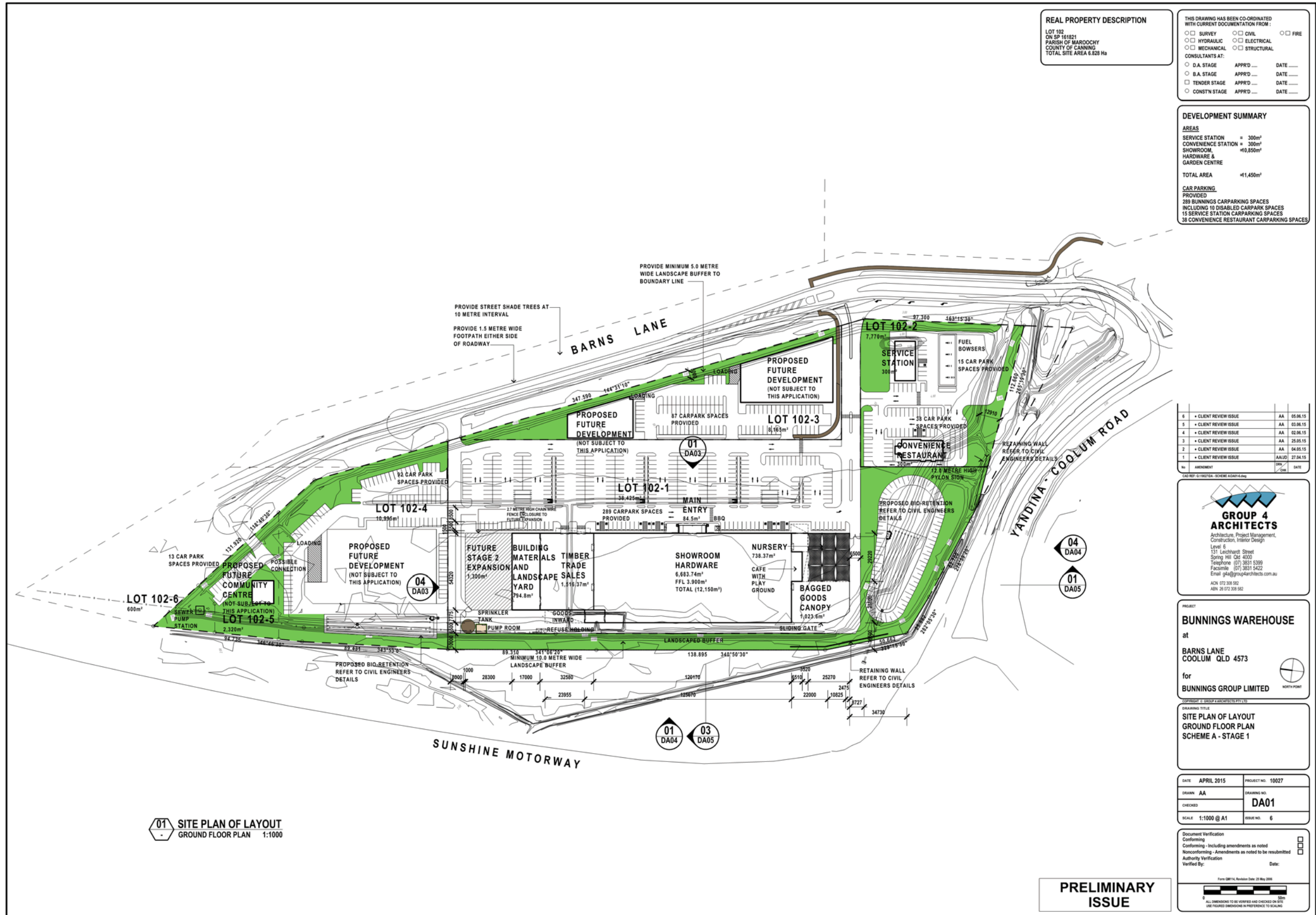
General advice	
1.	<p>Vehicle access between the Sunshine Motorway and Lot 102 SP161821 is not permitted.</p> <p>Vehicle access between Yandina – Coolum Road and Lot 102 SP161821 is not permitted.</p>
Further development permits, compliance permits or compliance certificates	
2.	<p>Road works approval: Under section 33 of the <i>Transport Infrastructure Act 1994</i>, written approval is required from the Department of Transport and Main Roads to carry out road works on a state-controlled road. Please contact the Department of Transport and Main Roads on North.Coast.IDAS@tmr.qld.gov.au (quote reference TMR15-014362) to make an application for road works approval. This approval must be obtained prior to commencing any works on the state-controlled road reserve. The approval process may require the approval of engineering designs of the proposed works, certified by a Registered Professional Engineer of Queensland (RPEQ). The road works approval process takes time – please contact Transport and Main Roads well in advance to ensure that gaining approval does not delay construction.</p>
Assessment manager	
3.	<p>Section 43 of the <i>Transport Infrastructure Act 1994</i> (TIA), requires that a local government must obtain the chief executive's written approval if it intends to approve the erection of an advertising device that would be visible from a motorway. The Sunshine Motorway adjacent to the site is a state-controlled road and is a declared motorway under section 27 of the TIA.</p> <p>Any application for Roadside Advertising referred in accordance with the above will be assessed against the Roadside Advertising Guide (RAG) prepared by Department of Transport and Main Roads dated 2 Aug 2013.</p> <p>The Assessment Manager should ensure that the proposed Sign identified in application reference no. OPW15/0295 complies with the following:</p> <ol style="list-style-type: none"> i. The sign is used for business identification purposes only (ie just business name and logo). ii. There are to be no variable message components on the sign. iii. Illumination is to be no more than 300 cd/m².

Item 8.1.1 Development Application for Material Change of Use (Showroom, Service Station and Convenience Restaurant), Reconfiguration of a lot (1 into 5 Lots) and Operational Works (Advertising Devices) - 39 Barns Lane, Coolum Beach
Attachment 2 Concurrence Agency Response

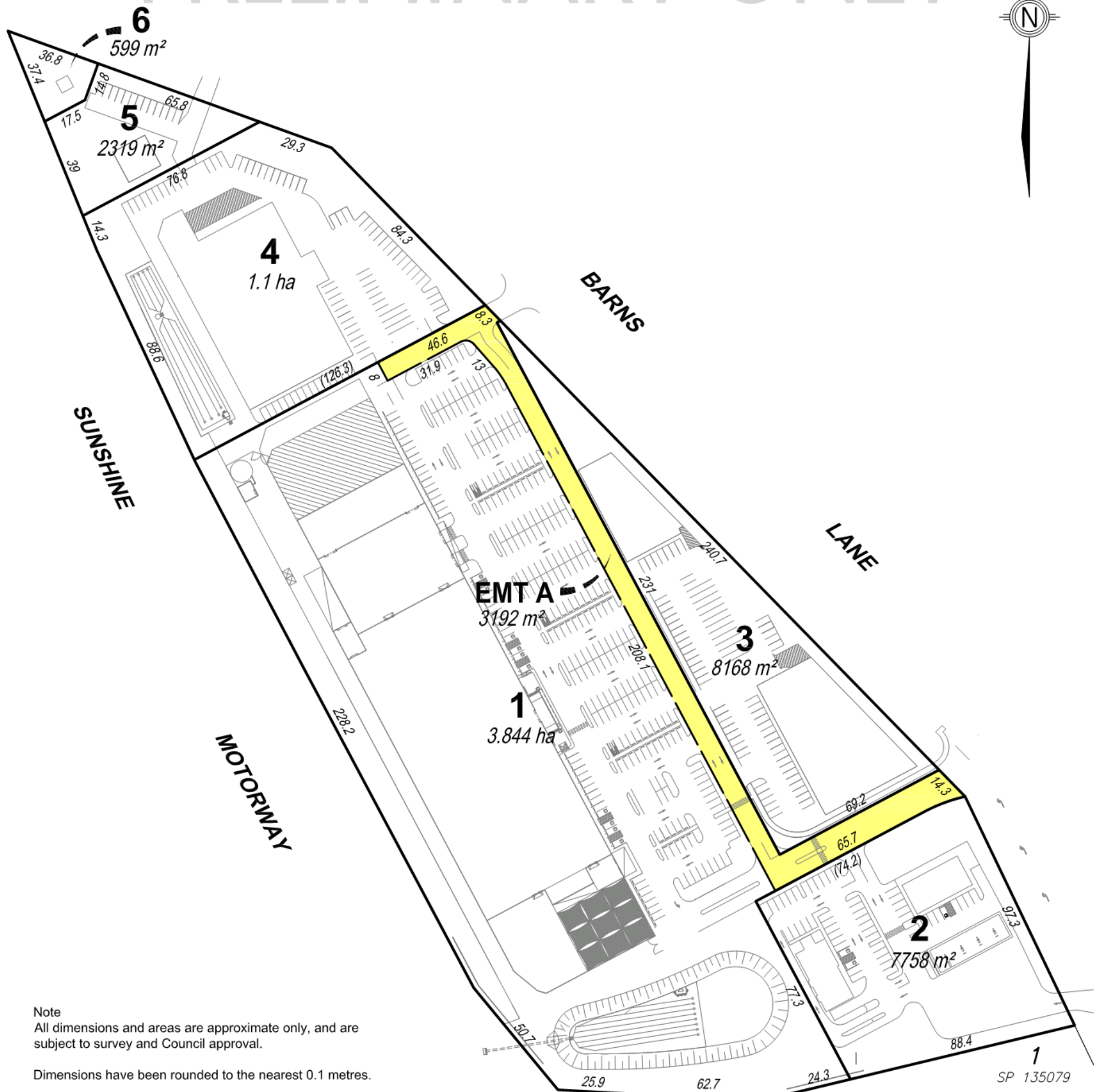
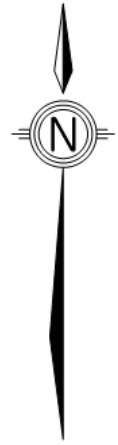
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Attachment 4—Approved plans and specifications



PRELIMINARY ONLY



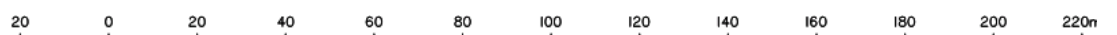
Note
All dimensions and areas are approximate only, and are subject to survey and Council approval.


Dimensions have been rounded to the nearest 0.1 metres.

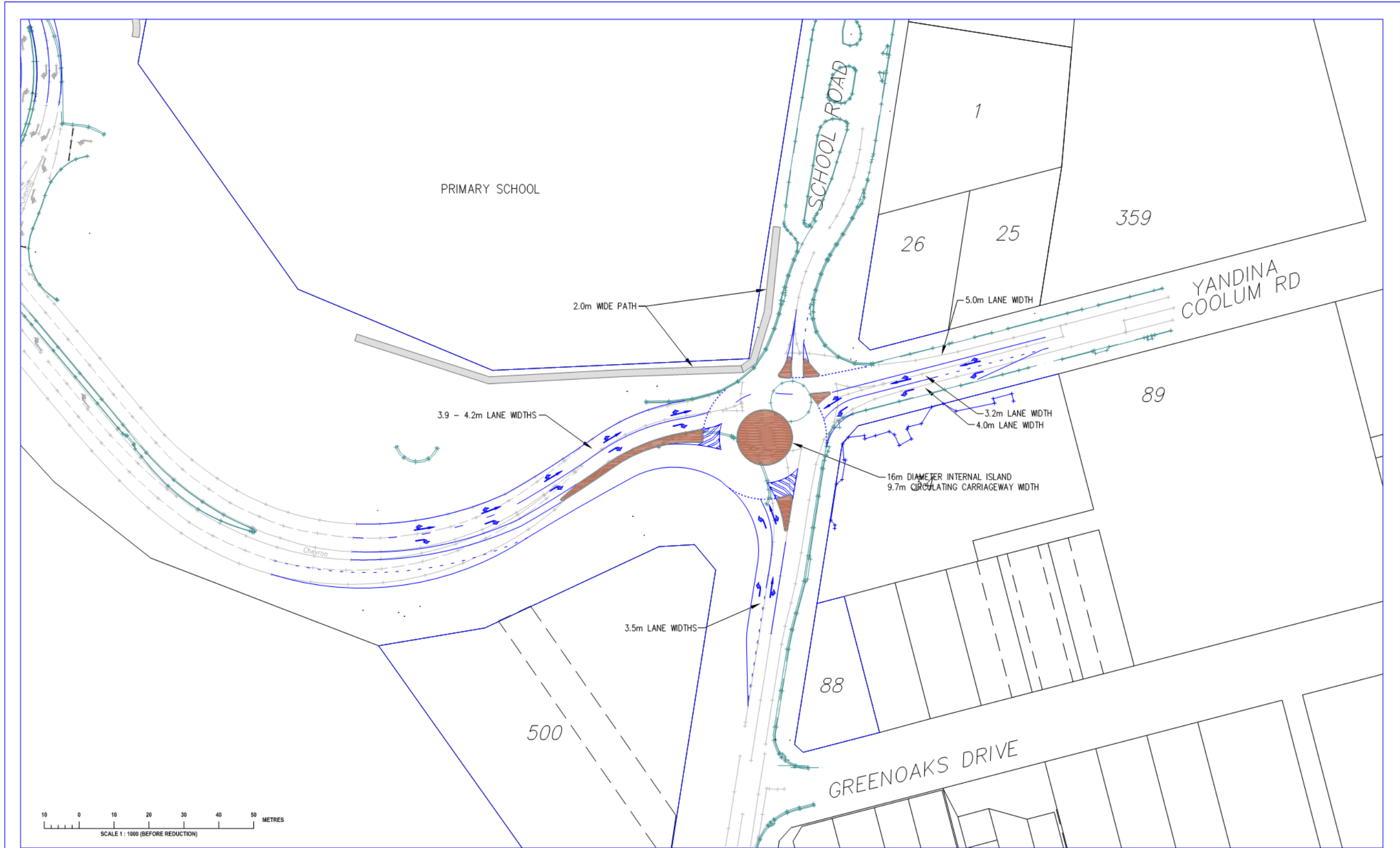
The boundaries shown on this plan should not be used for final detailed engineers design.

YANDINA COOLUM ROAD

EASEMENTS	PURPOSE	LOTS	BENEFITS LOTS
EMT A	Access	1	2, 3 & 4



PROJECT BUNNINGS WAREHOUSE		CLIENT BUNNINGS GROUP LIMITED		 RPS Australia East Pty Ltd ACN 140 292 762 ABN 44 140 292 762 743 Ann Street PO Box 1559 Fortitude Valley QLD 4006 T +61 7 3237 8899 F +61 7 3237 8833 W rpsgroup.com.au		
ob Ref 102995-2	Date 4 JUNE 2015	PROPOSED LOTS 1 - 6 OVER LOT 102 ON SP 161821 ALLOTMENT LAYOUT				
Level Datum	Comp By TJE					
Origin	Checked By					
	Dwg Name 102995-195-Pro					
	Locality COOLUM BEACH	Local Authority SUNSHINE COAST REGIONAL	Scale 1:1500	Sheet A3	Plan Ref 102995-195	Rev -



<table border="1"> <tr> <td>No.</td> <td>BY</td> <td>DATE</td> <td>DESCRIPTION</td> <td>APPD</td> </tr> <tr> <td colspan="5">REVISIONS</td> </tr> </table>		No.	BY	DATE	DESCRIPTION	APPD	REVISIONS					ASSOCIATED CONSULTANTS ASSOCIATED DRAWINGS AUTOCAD PLOTSCALE 1:1	NORTH POINT 	LEVEL DATUM SCALE 1:1000 ON A3 SHEET DESIGNED D.G. DRAWN D.G. CHECKED R.W.	TTM Consulting (Qld) Pty Ltd Traffic Parking Acoustics ABN 65 010 988 821 LV 1 - 129 Logan Road WOOLLOONGABBA QLD 4102 P.O. Box 1310 COORPAROO QLD 4151 Tel (07) 3327 9500 Fax (07) 3327 9501	PROPOSED BUNNINGS - COOLUM BEACH YANDINA-COOLUM RD / SCHOOL RD INTERSECTION CONCEPT ROUNDABOUT UPGRADE	JOB No. 12BRT0037 No. 1 OF 1 DWGS. DRAWING No. 12BRT0037-01 REV. A
No.	BY	DATE	DESCRIPTION	APPD													
REVISIONS																	

8.1.2 DEVELOPMENT APPLICATION FOR MATERIAL CHANGE OF USE (SHOWROOM, SERVICE STATION AND CONVENIENCE RESTAURANT), RECONFIGURATION OF A LOT (1 INTO 3 LOTS) AND OPERATIONAL WORKS (ADVERTISING DEVICES) - 39 BARNES LANE, COOLUM BEACH

File No:	MCU15/0100
Author/Presenter:	Principal Development Planner Planning and Environment Department
Attachments:	Att 1 - Proposal Plans129 Att 2 - Concurrence Agency Response139

Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/MasterView/Modules/Applicationmaster/default.aspx?page=wrapper&key=1654163>

SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Bunnings Group Limited
Proposal	<ul style="list-style-type: none"> Development Permit for Material Change of Use of Premises (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant) Development Permit to Reconfigure a Lot (1 lot into 3 lots) Development Permit for Operational Work (Placing an Advertising Device)
Properly Made Date:	09/06/2015
Information Request Date:	22/07/2015
Information Response Received Date:	22/01/2016
Decision Due Date	17/05/2016
Number of Submissions	816 properly made and 72 not properly made submissions. Of the 816 properly made submissions, 792 were in objection
PROPERTY DETAILS	
Division:	9
Property Address:	39 Barnes Lane, Coolum Beach
RP Description:	Lot 102 SP 161821
Land Area:	6.828ha
Existing Use of Land:	Vacant
STATUTORY DETAILS	
Planning Scheme:	Maroochy Plan 2000 (16 September 2013)
SEQRP Designation:	Urban Footprint
Strategic Plan Designation:	Urban Village Centre
Planning Area / Locality:	Planning Area No.11 – Coolum Beach

Planning Precinct / Zone:	Precinct No. 7 – Coolum West Gateway (Master Planned Community)
Assessment Type:	Impact

PURPOSE

The purpose of this report is to seek council's determination of an application over land at 39 Barns Lane Coolum Beach, for:

- Development Permit for Material Change of Use of Premises (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant)
- Development Permit to Reconfigure a Lot (1 lot into 3 lots)
- Development Permit for Operational Work (Placing an Advertising Device)

The application is before council because of the significant level of public interest, with 816 properly made submissions having been received.

The application is subject to assessment against the *Maroochy Plan 2000*, with no weight able to be applied to the *Sunshine Coast Planning Scheme 2014*.

EXECUTIVE SUMMARY

The proposal seeks approval to establish a 8,600m² gross floor area Bunnings Warehouse store, together with a freestanding Service Station and Convenience Restaurant (each comprising a gross floor area of 300m²). The proposal also seeks approval to subdivide the site into 3 allotments in order to enable development staging and to provide future development possibilities on separate land titles, as well as establish associated advertising devices.

The application has been lodged concurrently with two other applications over the same site by the same applicant. Each of the three applications is similar in nature, differing primarily with regard to the size of the proposed Bunnings store and the consequential number of new allotments proposed for future development. The application, which is the subject of this report, is known as "Scheme B".

The key issues presented by the application are that of scale, the nature of the proposal in serving a catchment area extending well beyond Coolum, and impacts to visual amenity. In relation to each of the matters, the application was found to conflict with the Maroochy Plan provisions that prescribe the intent for the Coolum West Gateway Precinct and the Coolum Beach Planning Area more broadly. The development is also in conflict with the Strategic Plan, Code for Reconfiguring Lots and Code for Town and Village Centres, and the application has not demonstrated sufficient grounds for approval despite these conflicts.

In particular, the assessment has found that the proposed 8,600m² Bunnings store is disproportionately sized for Coolum, would perform much more than just a local role and would compete with other stores in the trade catchment area that are already appropriately located within council's planning framework. The proposed Service Station and Convenience Restaurant uses would accentuate the above identified issues and contribute to the establishment of the site as a destination that detracts from the local Coolum character and takes the focus away from the existing beachside Village Centre Precinct.

The Maroochy Plan 2000 identifies that the residents of Coolum are prepared to forgo the provision of higher order and larger scale retail and commercial services in order to maintain

local character and identity. The conflict with this and other provisions of the Maroochy Plan warrants that the development ought not be approved.

Therefore, the application is recommended for refusal.

OFFICER RECOMMENDATION

That Council REFUSE Application Nos. MCU15/0100, REC15/0099 and OPW15/0295 for a Development Permit for Material Change of Use of Premises (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant), Development Permit to Reconfigure a Lot (1 Lot into 3 Lots) & Development Permit for Operational Work (Placing an Advertising Device) situated at 39 Barns Lane, Coolum Beach for the following reasons:

- (a) the proposal conflicts with the intent for the Coolum Beach Planning Area**
- (b) the proposal conflicts with the intent for the Coolum West Gateway (Master Planned Community) Precinct**
- (c) the proposal conflicts with the Urban Development strategy and the Retail and Commercial Centres Hierarchy contained in the Strategic Plan**
- (d) the proposal conflicts with the Code for Town and Village Centres**
- (e) the proposal conflicts with the Code for Reconfiguring Lots and**
- (f) the proposal has not demonstrated sufficient grounds in the public interest to justify or override the conflicts with the planning scheme.**

FINANCE AND RESOURCING

If council were to approve this development, the applicant would be required to pay infrastructure charges for trunk infrastructure.

Council's Infrastructure Policy Branch have advised that the total infrastructure charge estimated for the Reconfiguring a Lot component is \$55,440, and \$1,356,880 for the Material Change of Use component.

PROPOSAL

The application seeks approval for a Development Permit for Material Change of Use (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant), a Development Permit to Reconfigure a Lot (1 lot into 3 lots) and a Development Permit for Operational Work (Placing an Advertising Device) on land at 39 Barns Lane, Coolum Beach.

The application has been lodged by Bunnings Group Limited concurrently with two other applications over the same site. Each of the three applications is similar in nature, differing primarily with regard to the size of the proposed Bunnings store and the consequential number of new allotments proposed for future development. The application, which is the subject of this report, is known as "Scheme B" and proposes a Bunnings store having a gross floor area of 8,600m². The other two concurrent applications are known as "Scheme A" and "Scheme C", with proposed gross floor areas of 12,150m² and 5,850m² respectively.

The applicant states the purpose for the three concurrent applications is to maximise its potential options for achieving a development outcome over the site now that the land zoning has reverted back to Rural with the introduction of the *Sunshine Coast Planning Scheme 2014*.

The subject application has been lodged following council's approval, in December 2014, to allow assessment of the application under the superseded planning scheme (ie. the *Maroochy Plan 2000*). Had council refused to allow assessment under the superseded planning scheme, the landowner may have exercised a right to claim financial compensation as a result of lost land use entitlements by the taking effect of the Rural Zoning and other specific provisions of the Sunshine Coast Planning Scheme.

Each component of the subject application is described below:

Material Change of Use Component

The proposal is to establish a Bunnings Warehouse store (with a gross floor area of 8,600m²), together with a freestanding Service Station and Convenience Restaurant (each comprising a gross floor area of 300m²) located in the site's south east corner towards the junction of Barns Lane and Yandina-Coolum Road.

The proposed Bunnings store reflects the typical Bunnings layout and product lines, including its main "warehouse" retail floor, internal café, timber trade sales, building materials and landscape yard, outdoor nursery and bagged goods canopy.

The proposed tenants for the Convenience Restaurant and Service Station are either yet to be determined or not disclosed by the applicant. Planning staff anticipate that a common franchise fast-food restaurant would operate out of any approved Convenience Restaurant on the site.

The applicant purports that the proposed development concept closely reflects a previous approval issued by the Planning & Environment Court in 2003 (which has since lapsed) for showrooms and other uses over the site. The details of all past applications and approvals are tabulated later in this report.

The submitted plans depict three additional buildings on the site annotated as "*Proposed future development (not subject to this application)*". While shown on the submitted plans, these additional buildings were not formally included in the current application and are, therefore, not subject to assessment at this time. Any approval of the current application would first require removal of these buildings from the plans so as not to prejudice the assessment of any future applications. The future applications would be assessed under the Sunshine Coast Planning Scheme.

Aside from gross floor area, some other key aspects of the design concept as shown on the plans include:

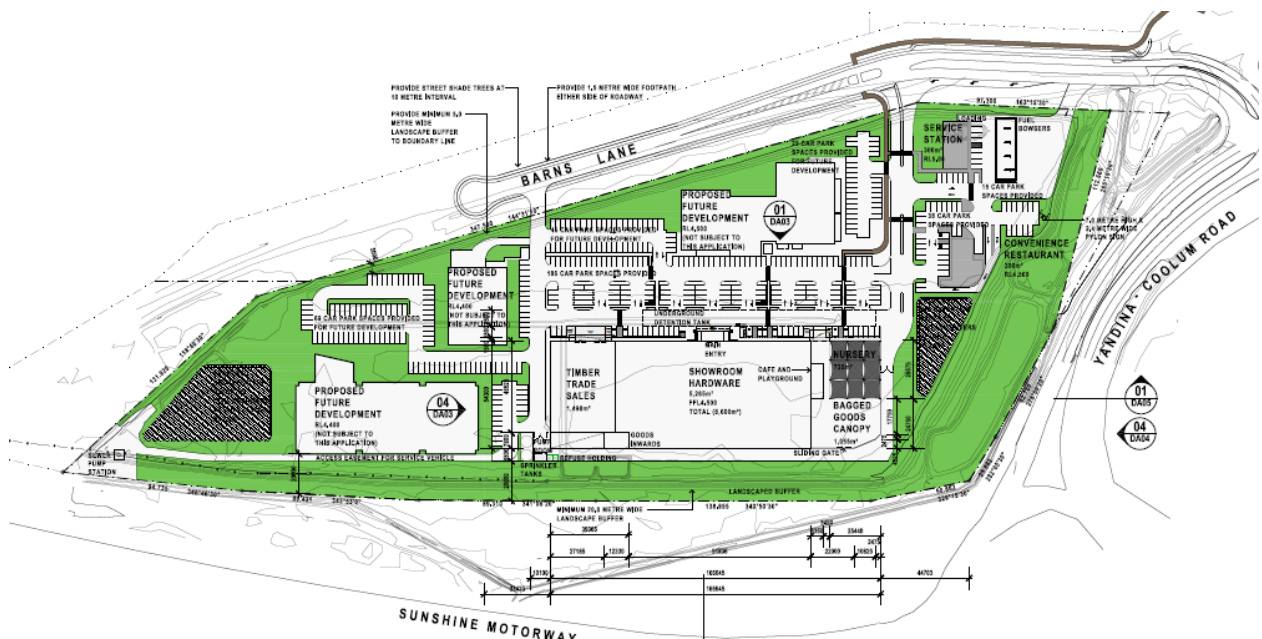
- a maximum building height of 9.5m for the Bunnings building (reducing to approximately 6.7m for the garden centre/nursery component)
- a maximum building height of 8m for the Service Station, and 5.7m for the Convenience Restaurant
- a total site cover of approximately 13.5%
- 239 car parking spaces, comprising 186 for the Bunnings building, 15 for the Service Station and 38 for the Convenience Restaurant
- minimum building setbacks of 5m to Barns Lane, approximately 40m to Yandina-Coolum Road and 26.5m to the Sunshine Motorway

- landscape planting buffers of approximately 20m to the Sunshine Motorway and 40m to Yandina-Coolum Road.

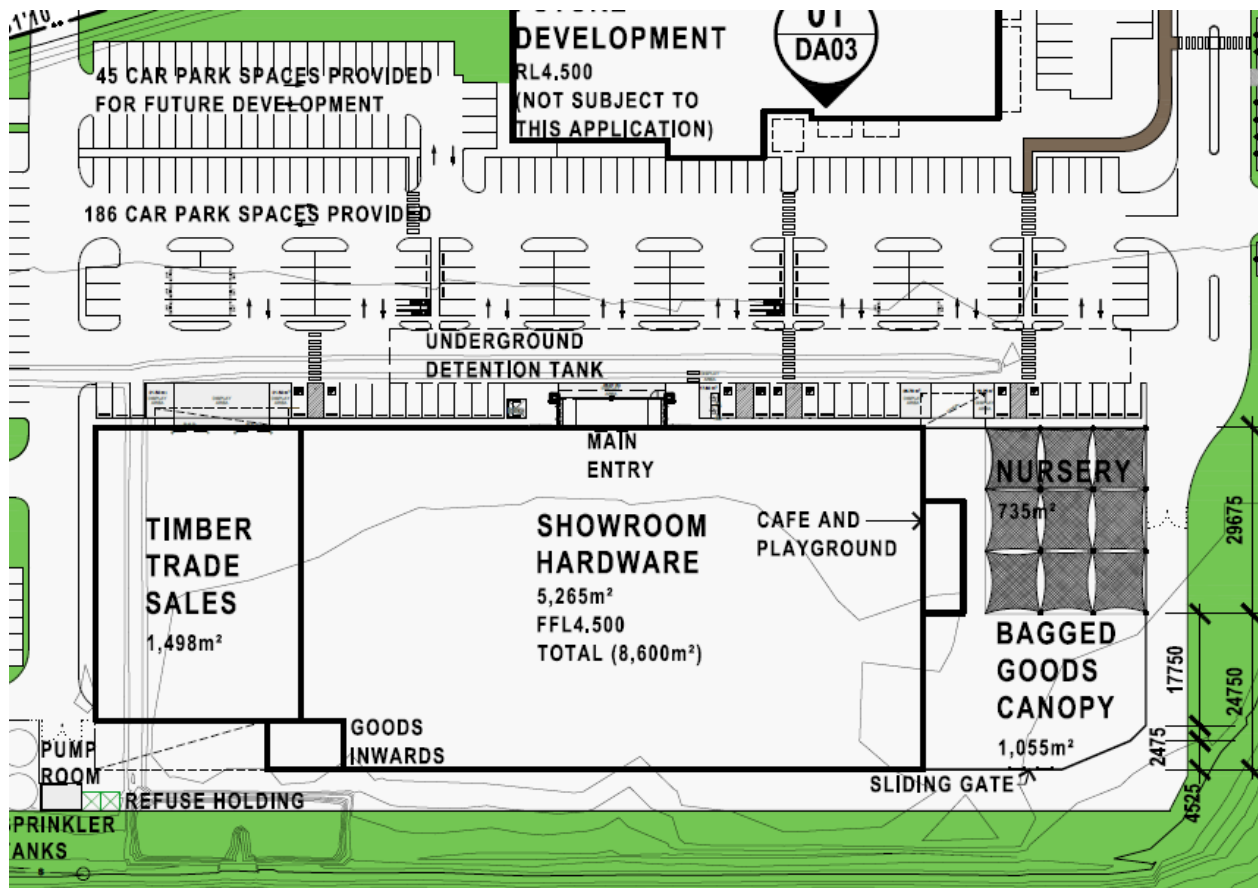
The Bunnings building is proposed to orient its main entrance eastward, with its back to the Sunshine Motorway (behind a landscape buffer). The Convenience Restaurant and Service Station are proposed in the south-east corner of the site, near the junction of Barns Lane and Yandina-Coolum Road.

The development would be served by three separate vehicle access points from Barns Lane, the first of which is an entry only that would provide convenient access for motorists to the proposed Service Station. The application proposes connections to, and extensions of, the existing pedestrian footpath network in the vicinity of Barns Lane.

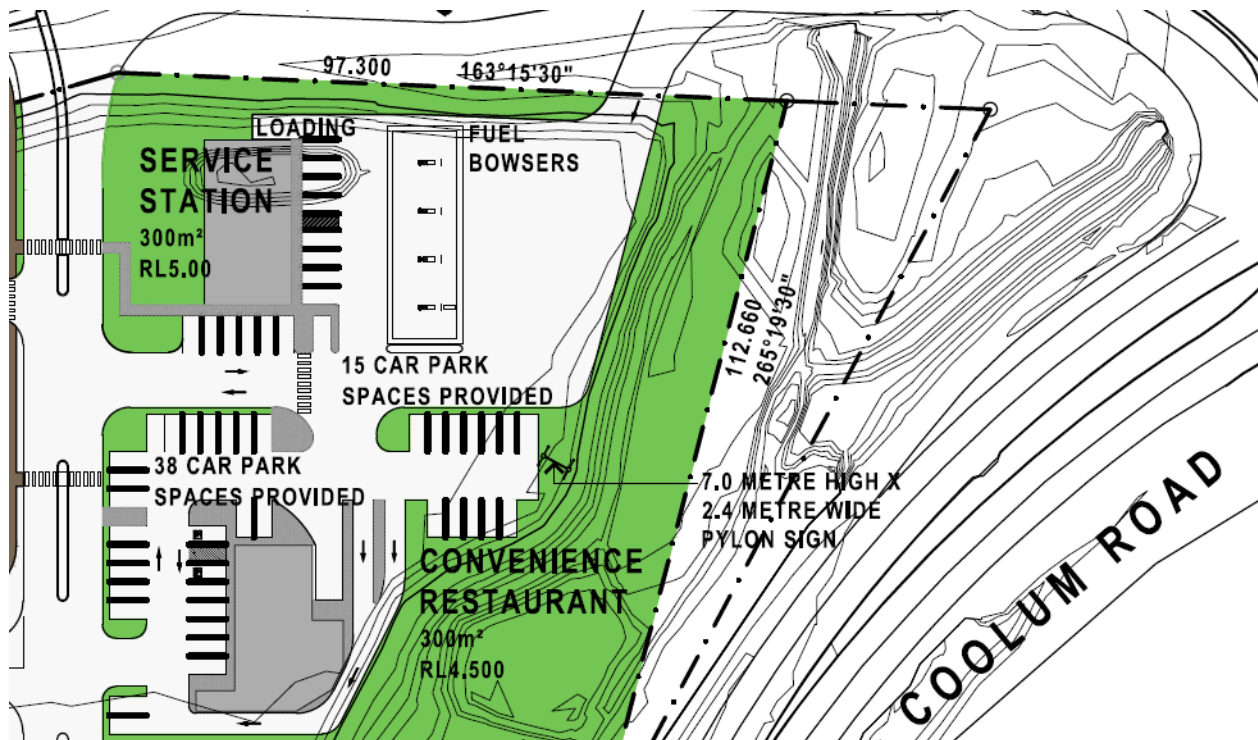
The proposed design concept is depicted in the images below:



Overall site plan



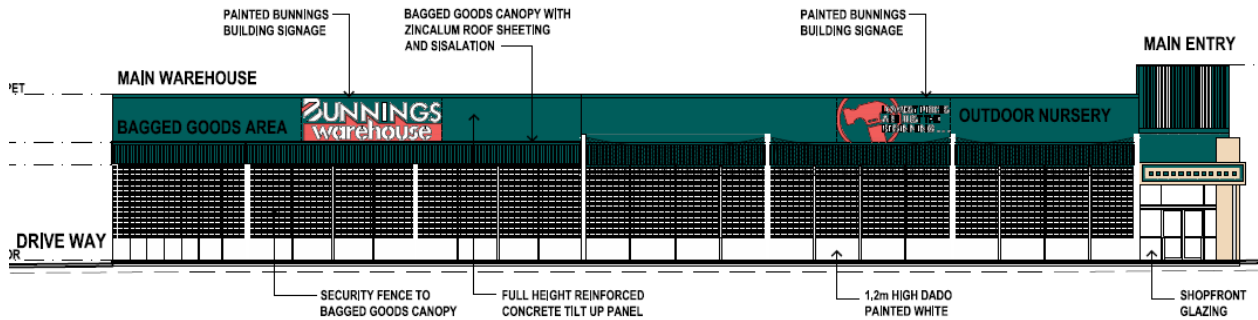
Bunnings Warehouse building



Service Station & Convenience Restaurant



East Elevation (view from Barns Lane)



South Elevation (view from Yandina-Coolum Road)



West Elevation (view from the Sunshine Motorway)

Reconfiguring a Lot Component

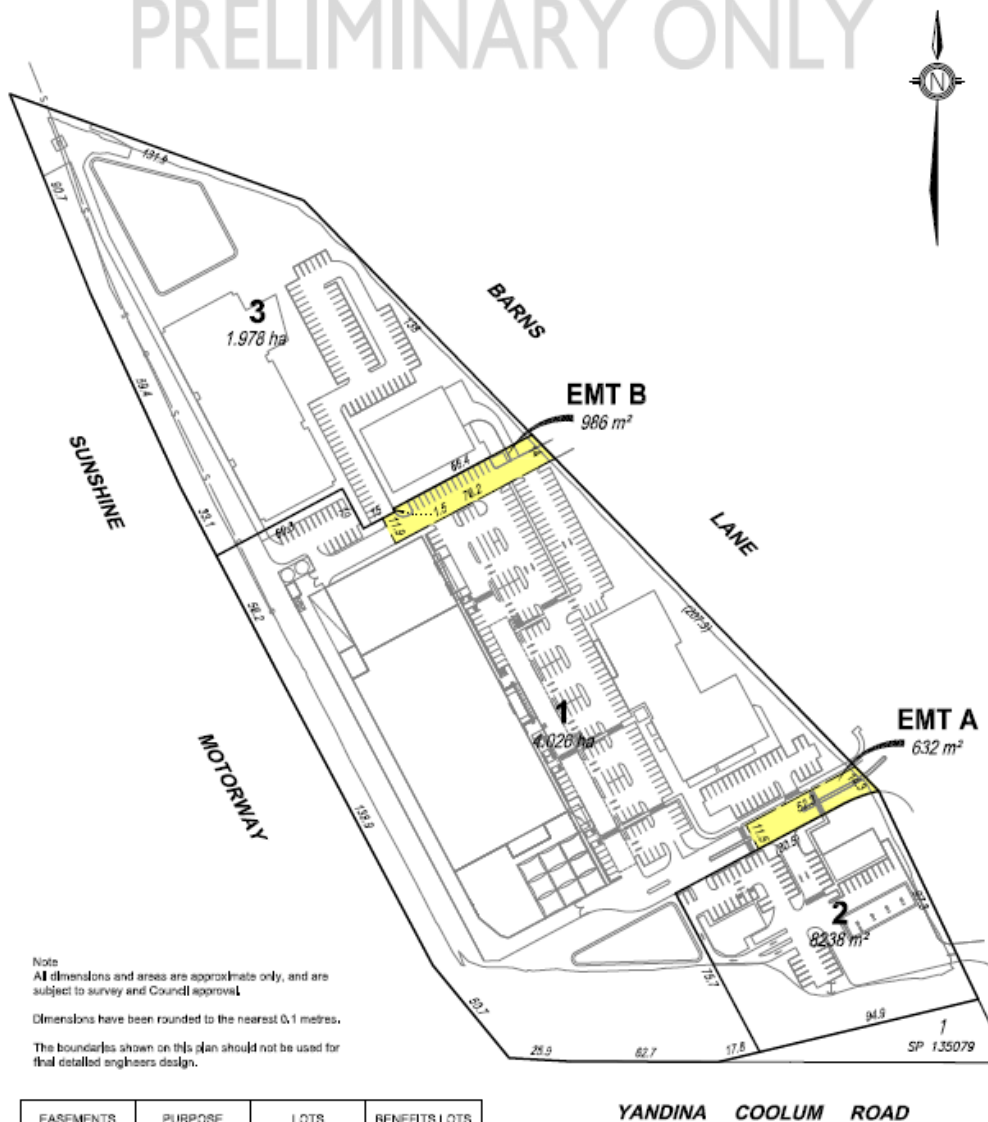
The applicant proposes to subdivide the overall site into 3 allotments in order to enable development staging and to provide future development possibilities on separate land titles.

Easements are proposed between the allotments to enable lawful access for all lots across the site and to the road network.

The proposed lots are described in the following table and accompanying image:

Proposed Lot	Proposed to Contain	Area
1	Bunnings Warehouse and associated parking	4.026ha
2	Service Station, Convenience Restaurant and associated parking	8,238m ²
3	Balance lot – future development & sewer pump station	1.978ha




PRELIMINARY ONLY



Operational Works Component (Advertising Devices)

The submitted application includes an Operational Work component seeking approval for 9 wall signs (painted to the building) and a single freestanding pylon sign (with a maximum height of 7m), described as follows:

Sign No.	Type/Sign Face Area (m ²)	Location	Example
1	Flush Wall Sign (3.2)	Main entrance facing east	Garden Centre
2	Flush Wall Sign (104.6)	Main entrance facing east	BUNNINGS warehouse
3	Flush Wall Sign (132.6)	Main entrance facing east	LOWEST PRICES ARE JUST THE BEGINNING...
4	Flush Wall Sign (4.8)	Main entrance facing east	Trade Timber
5	Flush Wall Sign (104.6)	Facing north	BUNNINGS warehouse
6	Flush Wall Sign (4.1)	Facing west	Goods Inward

Sign No.	Type/Sign Face Area (m ²)	Location	Example
7	Flush Wall Sign (19.75)	Facing south	
8	Flush Wall Sign (15)	Facing south	
9	Pylon Sign (6)	Facing in a general east to west direction (parallel with Yandina-Coolum Road), to be constructed just south of the Convenience Restaurant building	

The applicant states that a separate application for additional signage for the proposed Convenience Restaurant and Service Station will be made at a later time.

Almost all signage originally proposed on the western building elevation facing the Sunshine Motorway has now been removed by the applicant, but still exists on the southern building elevation facing Yandina-Coolum Road.

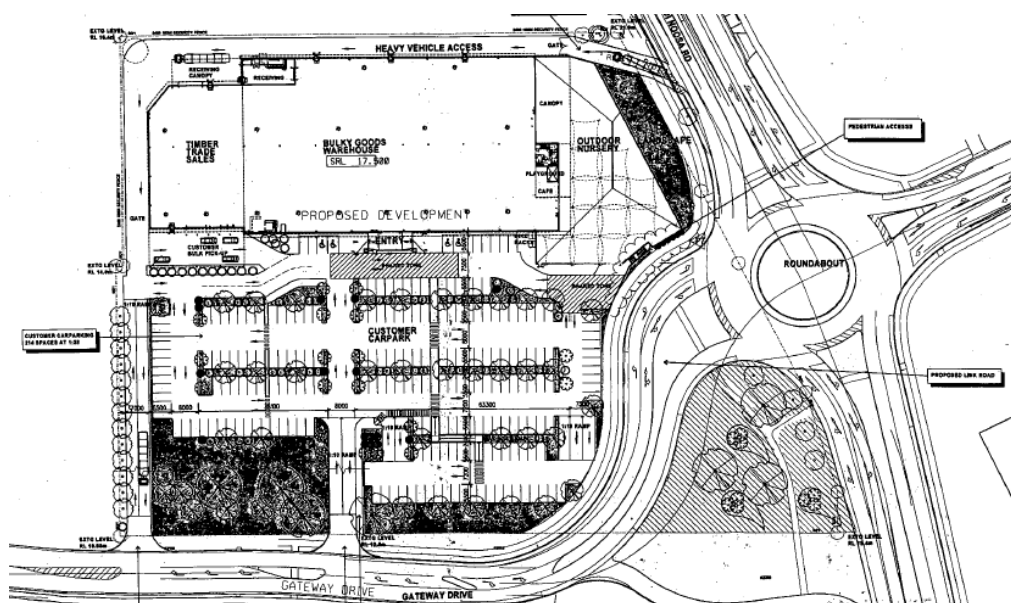
Comparison to Existing “Bunnings” Stores

To assist in providing context to the proposed development, the following sections describe the existing Bunnings stores in the Sunshine Coast area.

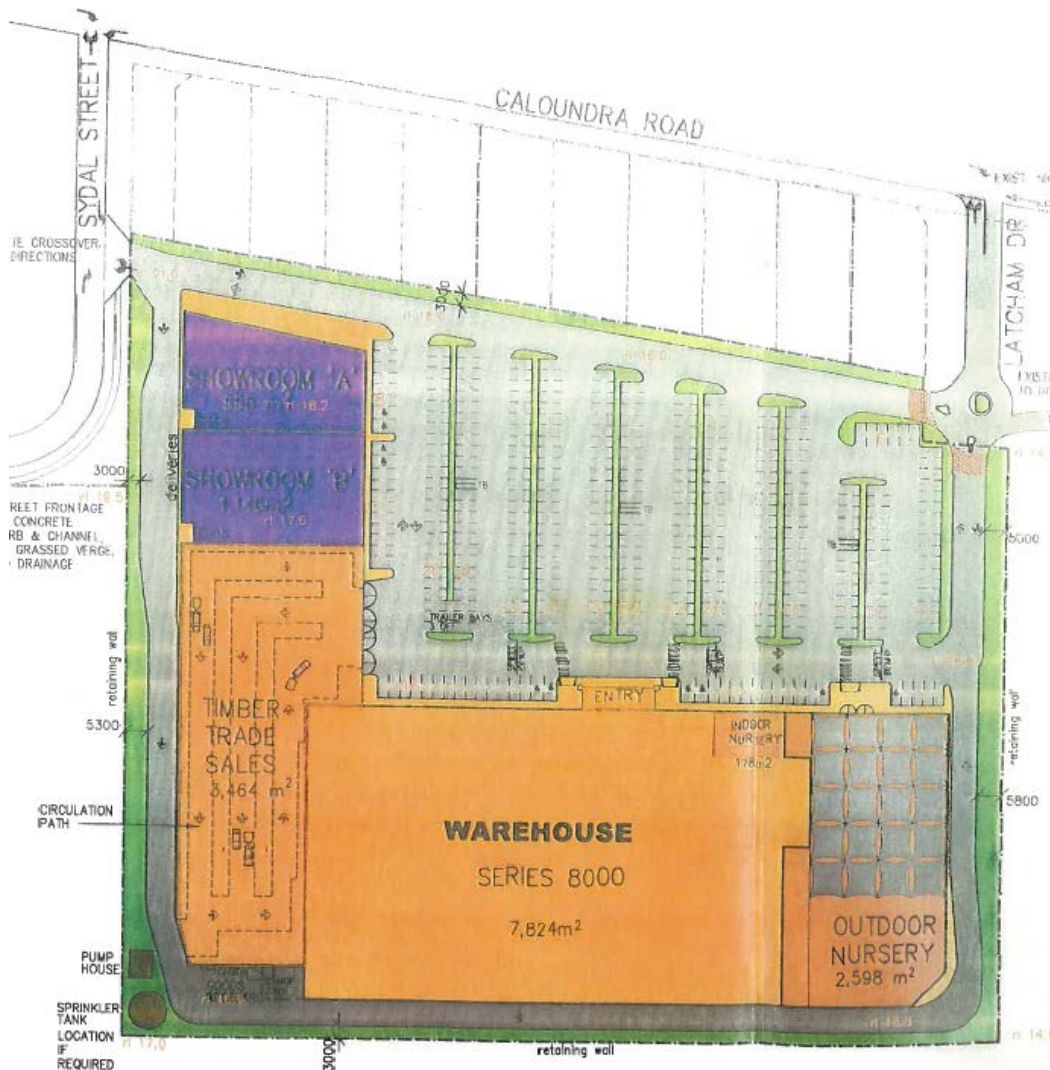
Noosaville

On 4 November 2010, the Planning & Environment Court dismissed an appeal by the applicant giving effect to a Material Change of Use approval for a Bunnings Warehouse at 178 Eumundi Noosa Road, Noosaville.

The application was assessed under the Noosa Plan, and its approval allowed a Bunnings store of approximately 7,750m² (inclusive of a 1,860m² nursery area).



Maroochydore (Dalton Drive)



SITE DETAILS

Background/Site History

The subject site was once the home of the “Llama Farm” tourist attraction and accommodated a rural produce store. The complex history of development applications and approvals that have occurred since that time include the following:

MCU01/0088 – Development Permit for Material Change of Use of Premises for Showrooms, Service Station, Convenience Restaurant, Garden Centre & Shopping Complex – Supermarket),

An application was submitted on 29 June 2001 seeking approval for a range of commercial uses including:

- Supermarket (2,750m²),
- Five Showrooms (in a modular format to allow a variety of tenancies, with a total of 4,900m² gross floor area),
- Service Station (300m²),
- Convenience Restaurant (300m²)
- stand alone Garden Centre (750m², plus additional 1,250m² outdoor growing area).

Plans submitted as part of the application indicated an additional 4 Showroom tenancies (2,800m²) as well as an Indoor Sports Centre (5,200m²) as possible future development. These 'future development' components did not form part of the application.

The application was impact assessable and attracted 126 properly made submissions.

A Negotiated Decision Notice approving the development was issued by Council on 27 November 2002, but was later appealed by submitters, mainly in relation to the approved supermarket component but also the quantum and scale of commercial development on the site. The Planning & Environment Court dismissed the appeal on 12 September 2003 and ordered that the development be approved subject to conditions.

The Service Station component was not granted a Development Permit but rather a Preliminary Approval only by the Court.

MCU01/0089 – Development Permit for Material Change of Use of Premises for Funeral Parlour & Special Use – Crematorium

An application was submitted on 2 July 2001 seeking approval for a Funeral Parlour and Crematorium in the site's north-western corner.

The application was run concurrently with the MCU01/0088 application mentioned above and attracted 2 properly made submissions, both objecting to the proposed development.

Council approved the development by Negotiated Decision Notice dated 26 November 2002, concurrent with its Negotiated Decision Notice for the commercial development mentioned above (MCU01/0088).

REC04/0206 – Application to Reconfigure a Lot (1 Lot into 4 Lots)

An application was submitted on 27 October 2004 seeking to subdivide the site into 4 lots to reflect the commercial development approved as part of MCU01/0088 and MCU01/0089 mentioned above.

The applicant withdrew the application by letter dated 31 July 2012 following requests by Council that a masterplan first be prepared for the site.

MCU05/0069 – Application for Material Change of Use of Premises (Shopping Complex – Supermarket, Showrooms, Convenience Restaurant, and Garden Centre)

An application was submitted on 24 May 2005 seeking approval for four Showrooms having a cumulative gross floor area of 8,315m², one of which was to accommodate a 5,815m² Bunnings Warehouse.

The four Showrooms, including the Bunnings store, were proposed in concert with, and additional to, the Supermarket, Showrooms and other commercial uses approved by the Court in 2003 (MCU01/0088 described above). The land area proposed to be occupied by the new uses was generally the same area at the rear of the site identified by the 2003 Court approval for unapproved 'future development' components including a possible future indoor sports centre.

The proposal was impact assessable and attracted 68 submissions (20 in support and 48 opposed).

Council refused the application in February 2006 and an appeal was subsequently lodged by the applicant. The appeal was heard in December 2006 and ultimately dismissed by Court judgement delivered on 7 March 2007. His Honour Judge Dodds concluded his reasons for dismissing the appeal as follows:

“....

The major impediment to the proposal the subject of the appeal is conflict with the planning scheme. The conflict lies in the type and intensity of the proposed development, in addition to that already approved particularly with the proposed “Bunnings” use.

It may be concluded from the evidence that what is proposed, together with that already approved, would be accessed by persons from across a wide area. Consumer’s choice would no doubt be enlarged. That, however, is a long way from showing existing facilities of the type proposed are inadequately provided for.

I do not consider any planning grounds sufficient to overcome the conflict with the provisions of the scheme are evident. The appellant has not discharged its onus.

Appeal 84 of 2006 is dismissed.”

MCU05/0218 – Development Permit for Material Change of Use of Premises (Service Station)

An application was made for a full Development Permit for the proposed Service Station that was only granted a Preliminary Approval in the original Planning & Environment Court approval of 2003.

Council approved the development by Decision Notice dated 20 July 2007.

MCU06/0100 – Development Permit for Material Change of Use of Premises for Car Washing Station

An application was made for a Car Washing Station to be constructed in association with the above described approved Service Station.

Council approved the application by Negotiated Decision Notice dated 10 October 2007.

MCU08/0105 – Application for Material Change of Use of Premises (Shopping Complex – Aldi Supermarket)

On 30 June 2008, an application was submitted to Council for a 1,500m² Shopping Complex. The proposal sought to establish an Aldi supermarket within the floor area previously approved for showroom purposes under the 2003 Court approval.

On 7 August 2008, Council issued an Information Request seeking further information to satisfactorily assess the proposal citing a range of inconsistencies with the planning scheme provisions. The application lapsed on 23 August 2010 after the applicant failed to respond to Council’s Information Request during the statutory timeframe.

EXT09/0064 and EXT09/0065 – Extension to the Relevant Periods for MCU05/0218 & MCU06/0100 for Service Station and Car Washing Station

On 3 November 2009, Council approved two separate requests to extend the life of the Service Station and Car Washing Station approvals.

EXT10/0029 – Application for Extension to the Relevant Period for MCU01/0088 Development Permit for Material Change of Use of Premises for Showrooms, Service Station, Convenience Restaurant, Garden Centre & Shopping Complex – Supermarket)

On 15 June 2010 a request was submitted to extend the life of the original 2003 Court approval by a period of 2 years.

On 13 September 2010, Council refused the request and the approval lapsed. The cited reasons for refusal were that:

- The Retail Centre Hierarchy provisions of the Maroochy Plan 2000 had changed since the time of the original application and the approval is inconsistent with the current provisions of the Maroochy Plan 2000
- The community awareness of the current development approval had diminished since the original approval resulting from the drawn out period of time between public notification, approval and the current request
- The community would have had further rights to make a submission and it was considered likely the community would exercise those rights.

The applicant appealed Council's decision not to extend the life of the approval, but then, on 16 June 2011, elected to discontinue the appeal.

This marked the end of the 2003 Court approval.

MCU12/0170 – Application for Material Change of Use (Showroom – Bunnings Warehouse) and Preliminary Approval Overriding the Planning Scheme (Showroom, Shopping Complex, Shop, Convenience Restaurant, Fast-food Store, Service Station, Car Washing Station and Indoor Recreation)

On 25 October 2012 (not long after Bunnings Group Limited had acquired the site outright in 2011), an application was submitted to Council for a 11,768m² Bunnings Warehouse (inclusive of a 2,000m² future expansion area).

The application proposed a fresh design concept over the entire site, and included components seeking subdivision into 4 lots and the creation of a planning framework (by Preliminary Approval Overriding the Planning Scheme) to guide development over the balance of the site for nominated commercial and non-residential uses.

On 28 November 2012, Council issued an Information Request together with advice that, in Council's opinion, the scale of the proposed development would unlikely satisfy the *Maroochy Plan 2000* provisions.

The applicant withdrew the application on 6 January 2015 after the *Sunshine Coast Planning Scheme 2014* had taken effect and zoned the land Rural, and after Council had granted requests to allow lodgement of fresh applications under the superseded planning scheme (see below).

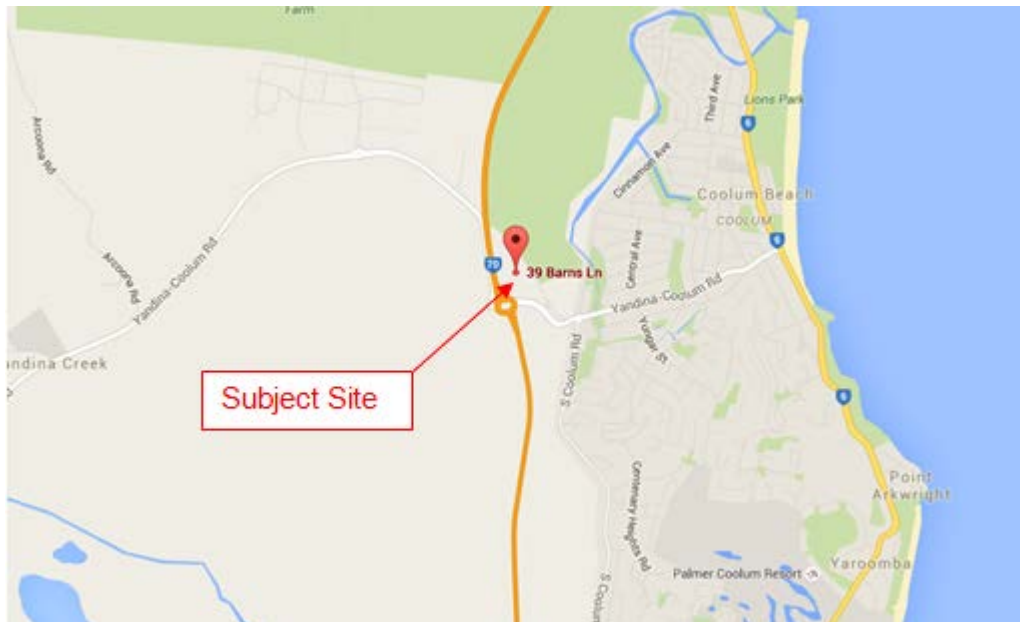
SPS14/0037, SPS14/0038 & SPS15/0130 – Requests to Assess and Decide a Proposed Development Application Under the Superseded *Maroochy Plan 2000* for a Material Change of Use for Showroom, Garden Centre and Restaurant (Bunnings Warehouse), Convenience Restaurant and Service Station

On 19 December 2014 and then 3 August 2015, Council approved three separate requests to apply the superseded *Maroochy Plan 2000* to three proposed development applications. Council's approval of these requests extinguished any possible landowner claim for financial compensation as a result of lost land use entitlements by the taking effect of the Rural Zoning and other specific provisions of the Sunshine Coast Planning Scheme.

The three proposed development applications were identified by the applicant as Schemes A, B and C. "Scheme A" is the subject of this report.

Site Description

The location of the subject site in relation to its surrounds is shown on the image below:



The site is 6.828ha in area, generally level, and occupies the land area between Barns Lane, Yandina-Coolool Road and the Sunshine Motorway. The site has a road frontage of 407m to the Sunshine Motorway, 250m to Yandina-Coolool Road and 577m to Barns Lane.

The site forms part of the entrance "gateway" to Coolool Beach to visitors/residents travelling via the Sunshine Motorway and Yandina-Coolool Road. The site is approximately 1.8km to the east of the Coolool foreshore and village precinct.

The site was originally low-lying but has since been filled in accordance with bulk earthworks approvals that stem from conditions of the 2003 Court approval (now lapsed).

The site is largely cleared, other than a strip of mature vegetation located along the site's southern boundary to Yandina-Coolool Road, western boundary to the Sunshine Motorway and northern boundary to Barns Lane.

An aerial image of the site as well as adjoining uses is shown on the image below.



Surrounding Land Uses

Land to the west and south of the site is vacant rural land previously used for cane production (now limited grazing) and performs a drainage/flood plain function. Land to the north and east is the Noosa National Park. Land to the south-east of the site is occupied by the Coolum State Primary School. Further south-east is a local shopping village and Woolworths supermarket on South Coolum Road.

ASSESSMENT

Framework for Assessment

Instruments for Statutory Assessment

Under the *Sustainable Planning Act 2009* the application must be assessed against each of the following statutory planning instruments to the extent they are relevant to the development:

- State Planning Policies
- the South East Queensland Regional Plan
- State Planning Regulatory Provisions
- any Structure Plan or Master Plan in place for declared areas
- any Preliminary Approval Overriding the Planning Scheme for the land
- the Planning Scheme for the local government area and
- any Temporary Local Planning Instrument in place for the local government area.

Of these, the statutory planning instruments relevant to this application are discussed in the sections that follow.

Statutory Instruments – State and Other

State Planning Policies

The State Planning Policy took effect in December 2013 and is applicable to this application.

The State Planning Policy has not been formally incorporated into the applicable version of the *Maroochy Plan 2000*. The application is, therefore, required to be assessed against the applicable components contained within Part E of the State Planning Policy: *Interim development assessment requirements*. The following State interests under Part E are triggered for the proposed development:

- Water Quality (land subject to Stormwater Management Design Objectives)
- Emissions and Hazardous Activities (land within a Management Area)
- Natural Hazards (land within a Flood Hazard Area & Potential Bushfire Impact Buffer)

The State interest requirements of the State Planning Policy are broad provisions that directly overlap with provisions already contained in the applicable version of the *Maroochy Plan 2000* (and which are discussed elsewhere in this report). However, for completeness, the following brief assessment is provided.

With regard to Water Quality, the application involves a total combined hardstand impervious area of 22,314m², which is 32% of the total site area (68,280m²) and is, therefore, subject to the water quality requirements of the State Planning Policy. Development is required to avoid or otherwise minimise adverse impacts on the environmental value of receiving waters arising from stormwater quality or flow.

The applicant did not provide information demonstrating compliance with the State Planning Policy. Nonetheless, council's hydrology specialist has advised that the proposed stormwater quality treatment system is able to be supported (other than for the reconfiguring a lot component, as discussed later in this report). If the development was to be approved, conditions could be imposed requiring water quality leaving the site to meet acceptable standards.

With regard to Natural Hazards, council's hydrology and ecology specialists are satisfied the proposed development would adequately avoid or mitigate the risks associated with the potential flood and bushfire hazards. Their reasons are explained later in this report under the assessment against the planning scheme codes.

South East Queensland Regional Plan

The site is located within the Urban Footprint of the South East Queensland Regional Plan. The proposal is for an urban use within the Urban Footprint. The proposed development is consistent with the regional land use intent, regional policies and desired regional outcomes for the Urban Footprint.

State Planning Regulatory Provisions

The following State Planning Regulatory Provisions are applicable to this application:

- South East Queensland Regional Plan 2009-2031 State Planning Regulatory Provisions
- State Planning Regulatory Provision (Adopted Charges)

The proposal is consistent with these State Planning Regulatory Provisions.

Statutory Instruments – Planning Scheme

The applicable planning scheme for the application is Maroochy Plan 2000 (16 September 2013). The following sections relate to the provisions of the Planning Scheme.

Volume 3 Local Area Provisions

The Maroochy Plan 2000 describes the detailed local planning provisions in Volume 3 as representing Council's specific planning intent for a particular locality or area, and prevailing to the extent of any inconsistency with the more general statements contained in Volume 2 (the Strategic Plan). The Volume 2 Strategic Plan provisions are discussed later in this report.

The subject site is located in the Coolum Beach Planning Area (No. 11), and more specifically the Coolum West Gateway Planning Precinct (No. 7), and has a Master Planned Community precinct class.

Vision Statement and Coolum Planning Area Provisions

The Vision expressed for Coolum is that it *"will remain a small coastal community focussed on its seaside location"* and that it *"will have a compact village centre and will provide only a limited range of goods and services to meet the immediate needs of residents and visitors to the locality."*

This Vision is reiterated in the following local planning provisions which apply to all development in the Coolum Planning Area.

"... It is also the role of this Planning Area to:

- ...
- *provide for Coolum Beach to remain a small scale tourist centre;*
- *provide for the Coolum Beach Village Centre to retain a small scale providing goods and services to residents of and visitors to Coolum.*
(Vol 3, Section 3.11.1)

"Coolum Beach will remain a casual, seaside village serving local retail, business, dining and entertainment needs only. The residents of Coolum have indicated they are prepared to forgo the provision of higher order and larger scale retail and commercial services in order to maintain local character and identity."
(Vol 3, Section 3.11.2(2)(a))

"Commercial and business activities will be concentrated in the area north of Beach Road, south of Margaret Street and east of Sunrise Street. This will be a small scale Village Centre, accommodating a mix of boutique retail, business and community facilities. Within this Planning Area, the scale of retail and commercial activities will be limited to serving the immediate catchment area of Coolum and will not serve a district or higher order function."

(Vol 3, Section 3.11.3(1)(a))

It is considered the proposed 8,600m² Bunnings Warehouse conflicts with all of the above provisions. It is clear from the expressed planning statements that development within Coolum is intended to be small scale with commercial uses predominantly located in the Village Centre Precinct. Most notably, local character, amenity and village identity were identified by locals as being of greater importance than the provision of higher order and larger scale retail and commercial services, which can already be accessed by a 15 - 20 minute vehicle trip to either Noosa or Maroochydore.

The proposed Bunnings store would trade to a catchment area well beyond Coolum. An independent economic peer review assessment commissioned by council advises the proposed Bunnings would draw approximately 85% of its trade from an identified Primary Trade Area of Coolum Beach, Peregian Springs, Yaroomba, Peregian Beach, Mount Coolum, Marcus Beach, Point Arkwright, Valdora, Yandina Creek, Verrierdale, and part of Maroochy River. An estimated 15% of its revenue would come from a secondary trade area (or "reference areas" as labelled by the applicant), which include the suburbs of Marcoola, Mudjimba, Twin Waters, Pacific Paradise, Eumundi, Eerwah Vale, North Arm, Bridges, Ninderry, Yandina and Kulangoor.

Council's independent economic expert is of the view that the resident population of the Primary Trade Area, which is likely to be 32,000 persons by 2021, is very small for a Bunnings Warehouse where, typically, Bunnings stores would serve catchments greater than 50,000 persons. This indicates the proposed Bunnings store is larger than what would ordinarily be expected for a population the size of Coolum, particularly when considering the context that Coolum residents already have the benefit of two existing Bunnings stores in close proximity.

The proposed development is large for Coolum, both in terms of its trade catchment and community expectations about proportionality to the population size, and is, therefore, considered in conflict with the above expressed planning intent for development in Coolum to remain small in scale and serving a local catchment only.

Coolum West Gateway Precinct Provisions

The subject site occupies the entire land area included in the Coolum West Gateway Planning Precinct (No. 7). As such, all provisions expressed for this Planning Precinct are applicable to the subject site.

The provisions identify that the site plays an important role as an entry statement into the Coolum Beach township, and that:

"Showrooms would be an appropriate use for this precinct, provided the following criteria were met to Council's satisfaction:

- *Buildings set within well landscaped grounds;*
- *Carparking located behind the buildings and not visible from the Sunshine Motorway and the Coolum-Yandina Road which forms the main entrance into the township;*
- *A range of goods and services which does not compete with the range of goods and services available in the Village Centre Precinct. Items for sale in this precinct should be restricted to larger scale items such as bulky goods.*"

The development complies with the first two statements insofar as it proposes a showroom that would sit behind a landscaped buffer, with its car parking unlikely to be visible from the Motorway or Yandina-Coolum Road. However, the proposed showroom would not be able to achieve compliance with the third test that it must be restricted to the sale of larger scale bulky goods items with a range that does not compete with those available in the Coolum Village Centre. Bunnings stocks a large range of goods, many of which are not bulky. Council's economic expert estimates the likely impact of the proposed Bunnings on other local hardware and related stores in the Primary Trade Area would be in the order of -15% to -25% and is likely to cause trading difficulties for these stores.

The list of existing stores identified by the applicant as being affected includes:

- Coolum Beach Mitre 10, located within the Coolum Village Centre Precinct
- Peregrin Beach Home Timber & Hardware
- Yandina Home Timber & Hardware
- Peregrin Garden Centre
- Poolwerx Coolum, located within the Coolum Village Centre Precinct
- PaintRight Coolum
- Coolum Reece Plumbing Centre
- The Rock Landscape and Garden Supplies
- Hume Doors and Timber
- Coolum Tile and Stone Studio
- Simon Home Frame & Truss, Sunshine Coast
- Lifestyle Windows
- Gowen Lea Timbers, Mudjimba
- Warehouse for Builders, Mudjimba
- Coolum Community Native Nursery

In addition to those stores identified by the applicant, submitters have also identified a number of other stores likely to be affected, including local mower sales/repairs, locksmiths, feedbarns, machinery hire shops, kitchen makers, and other similar stores within the trade catchment area. The potential impacts of a Bunnings Warehouse are wide reaching due to the diverse range of home improvement products stocked, including, but not limited to, bulk timber, bathroom and kitchen, builders hardware, building supplies, floor coverings, hand and power tools, lighting and electrical, nursery and garden supplies, paint and decorator supplies, and equipment hire.

Had the proposed Bunnings store been consistent with council's local planning aspirations for Coolum, as expressed through the retail hierarchy and local precinct provisions, the economic trade impact on other retailers would simply become a matter of commercial competition not regulated by the planning scheme. However, because the planning scheme does not envisage the subject site accommodating a hardware store having characteristics of the proposed Bunnings, the impacts on other lawfully established businesses, which themselves fit within the desired planning framework, must be given considerable weight. Any decision to allow a large, unanticipated commercial development could upset the orderly planning for commercial uses within the planning scheme area and cause negative trade impacts for existing retailers, which, for some of those retailers, may not have been reasonably expected to occur. Indeed, the Coolum West Gateway Planning Precinct itself specifically provides that any showroom on the site must not have a range of goods and services that competes with that available in the Village Centre Precinct.

The applicant points out that "*the proposed retail style and range of products is very different from that typically available in the Village Centre, which typically comprises boutique clothing and other smaller specialty retail, cafes, restaurants, and services such as banks and real estate agents*". While this may be true with regard to specialty retail, professional offices, boutique eateries and the like, the proposed Bunnings store would still compete with the range of goods and services provided by at least Coolum Mitre 10 and Poolwerx Coolum, both of which are located within the Village Centre Precinct. It would also compete with the large number of other stores listed above that are located within the Bunnings catchment area but not specifically within the defined Coolum Village Centre Precinct. It is considered the impact on these other store locations is still relevant to the assessment because, as explained above, a hardware store with the characteristics of the proposed Bunnings was not envisaged by the planning scheme to establish on the subject site.

For the reasons above, the proposed development is considered to be in conflict with the Coolum West Gateway precinct provisions.

It should be noted the Precinct provisions also allow for a range of other land uses including indoor recreation (ie. an indoor sports centre), outdoor recreation and government facilities where they are consistent with the intent and desired character of the precinct. When adding to these an allowance for small scale showrooms, it is apparent the subject site was intended to accommodate limited commercial and other services that, because of their typical design characteristics, are not easily located within established centre areas that are intended for more fine-grained development. As explained above, the proposed Bunnings store does not meet with this intent because it:

- is disproportionately sized for Coolum
- would perform much more than just a local role
- would compete with other stores that are already appropriately located within council's planning framework and
- would not provide an essential community service such as government or sport and recreational facilities for Coolum.

Proposed Service Station & Convenience Restaurant

Planning staff previously reported to Council in 2002 (prior to issue of the 2003 Court approval) that both a Service Station and Convenience Restaurant, where incorporating a drive-through facility, could be considered appropriate on the site. The assessment found that, because such uses are typically land consumptive in their design orientation around cars, an alternative location within Coolum's Village Centre Precinct along the coastal tourist strip would be a poor location for them. Such uses could jar with the intent for the village centre to primarily accommodate small retail outlets and boutique eateries with some residential units above ground level. This assessment is supported by the Village Centre Precinct provisions which expressly state:

"It is not expected that any further convenience restaurants will establish in this precinct, instead smaller boutique restaurants and eateries will be encouraged."

While the subject site does present an opportunity to establish a Service Station and Convenience Restaurant outside the coastal tourist strip, neither use is actually identified as a Preferred and Acceptable Use for the Coolum West Gateway precinct. Approval of these uses could potentially lead to an undesirable "highway service centre" becoming the entry statement to Coolum Beach. The site is well positioned to attract the patronage of passing Motorway users and would undoubtedly perform well as a small highway service centre. Such an outcome could conflict with the expressed intent for the site to be developed in such a way that creates an attractive and appropriate entry statement to what is currently a scenic beachside township with a busy but local and small scale (or "boutique") identity.

When combined with a proposed Bunnings store on the site, the ability of a Service Station and drive-through Convenience Restaurant to attract non-local passing trade from the Sunshine Motorway accentuates the overall proposal's non-compliance with Key Character Element 3.11.3(1)(a) that "...*Within this Planning Area, the scale of retail and commercial activities will be limited to serving the immediate catchment area of Coolum and will not serve a district or higher order function*".

For these reasons, the proposed Service Station and Convenience Restaurant are not recommended for approval as part of the development concept in its current form.

Comparison to Previous Commercial Approval

The applicant purports that the proposed development concept closely reflects the previous approval issued by the Planning & Environment Court in 2003 (which has since lapsed) for showrooms and other commercial uses over the site.

While there is some similarity between the two development concepts (eg. both involve Showrooms, Service Station and Convenience Restaurant uses), the current application differs in scale and expected trade catchment. The previously approved showroom floor space was limited to 4,900m² for the entire site and was designed in a modular format such that the floor space could be distributed across five smaller showroom tenancies. That development outcome would likely have resulted in a “home-maker village” type complex with smaller tenancies more directly targeted at the Coolum catchment area.

Despite the history of various commercial uses approved on the site, there has not yet been an approval issued for a very large format commercial showroom that would have the trade catchment area that Bunnings proposes, well beyond the immediate area of Coolum. The current application is considered to fail the same planning provisions that were challenged by Bunnings Group Limited’s last attempt to obtain an approval over the site, when the Planning & Environment Court dismissed its 2005 application for reasons that were summarised as:

“... ”

The major impediment to the proposal the subject of the appeal is conflict with the planning scheme. The conflict lies in the type and intensity of the proposed development, in addition to that already approved particularly with the proposed “Bunnings” use.

It may be concluded from the evidence that what is proposed, together with that already approved, would be accessed by persons from across a wide area.

...”

For the subject application, Bunnings are this time not attempting to co-locate with other previously approved commercial uses on the same site (which was the case in 2005) but, at 8,600m², the proposed stand-alone Bunnings store would still draw trade from a very large catchment area causing the same planning scheme conflicts that were previously considered by the Court.

Volume 2 Strategic Provisions

Volume 2 of the planning scheme contains the Strategic Plan which establishes the strategic policy to be considered in the assessment of impact assessable development. The Strategic Plan includes Desired Environmental Outcomes (DEO), Strategic Implementation Measures and further detailed measures to address broad strategic issues across the region.

While the subject application is assessable against the Strategic Plan in Volume 2, it is the Planning Area provisions in Volume 3 that represent council’s specific planning intent for each locality and, therefore, constitute the primary basis for assessment. The Preface statements to Volumes 2 and 3 specifically state that:

“It is an incorrect use of the Strategic Plan, and an incorrect interpretation of this Planning Scheme, to rely on anything in the Strategic Plan to support or justify as being consistent with the Planning Scheme, an outcome which is contrary to the Planning Area provisions or the provisions of a Structure Plan.”

This is the context for performing an assessment against the Strategic Plan in Volume 2.

Urban Development and Retail and Commerce Strategies

In the Strategic Plan mapping, Coolum Beach is identified as both “Urban” and a “Village Centre”.

Sections 3 and 4 of the Strategic Plan set out the Shirewide strategies for “Urban Development” and “Retail and Commerce”, and are supported by statements identified as Key Issues, Objectives and Implementation Measures.

Of relevance under the Urban Development strategy is Implementation Measure (1) of Section 3.5.6, which states:

“Approval is only likely to be granted to development of retail, commercial and service uses which are to be located on a specific site (in a Centre Precinct or site specifically identified) and which offer a service only to local communities (other than in the Maroochydore Principal Activity Centre) and are consistent with the intent for, and desired character of the Planning Area and Precinct in which it is to be situated. Consideration will be given to the characteristics of the proposed use, including its location and scale, which determine its accessibility to its locality and its ability to service areas beyond an immediate locality and consequently diminish the vital role played by such facilities in providing a community focus and identity.”

Of relevance under the Retail and Commerce strategy are the provisions relating to the Retail and Commercial Centres Hierarchy, providing for the desired location of centre activities and policies for limiting ribbon development.

Section 4.3.2 (Major Activity Centres – dot point 1):

“The Major Activity Centres at Nambour and Sippy Downs will complement the Principal Activity Centre, with the establishment of higher order retailing, commercial and service functions encouraged to establish here in preference to the lower order centres in the hierarchy”

Section 4.3.3 (Village Centres – dot point 4):

“The total gross floor area for commercial uses in Village centres may consist of no more than 1,000m² gross floor area on any single development site.”

Section 4.3.3 (Village Centres – dot point 7):

“Development within a Village centre which fragments the centre or creates a focus away from the established centre in that locality will not be supported”

Section 4.4.1 (Village Centres – Item 23):

“The existing David Low Way based facilities at Coolum are the Village centre. Retail and commercial activities in Coolum Beach will be concentrated between Beach Road in the south and Margaret Street in the north, to be consistent with the Coolum Beach Village centre Precinct in the Coolum Beach Planning Area in Volume 3 of this Planning Scheme.”

All of the cited provisions above build upon the local planning intent previously discussed for the Coolum Beach Planning Area in Volume 3. There is a clear policy direction within the Strategic Plan that the centre's hierarchy for the overall planning scheme area must not be compromised. Individual development within an identified Village Centre such as Coolum must not create a focus away from the established centre area, with commercial/retail development to be small scale and serving the needs of the local catchment only. Higher order retailing and commercial development is to be established in the higher order centres.

Because of the scale of the proposed development and the higher order nature of Bunnings, and in combination with the Service Station and Convenience Restaurant components, it is considered the proposal would create a focus away from the Village Centre Precinct of Coolum Beach and diminish the established character and identity of Coolum as a local beachside community.

The proposed development is thus considered to be in conflict with aspects of the Shirewide "Urban Development" strategy and the Shirewide "Retail and Commerce" strategy.

Visual Amenity Strategy

The Visual Amenity Strategy in Section 7 of the Strategic Plan is also relevant to the proposed development. It outlines a strategy to protect the Shire's highest environmental values, land with aesthetic qualities and provides that visually important landforms should inform the design, character and intensity of development.

Of relevance to the proposed development are the following sections.

Section 7.4.2 (2):

"Specific attention will be focussed on development in the vicinity of the ridges between the railway towns and the coast (such as Kiel Mountain), isolated mountains such as Rosemount, Ninderry, Peregrin, Coolum and Eerwah, the Blackall and Conondale Ranges, Buderim Escarpments..."

Section 7.4.3 (1), (2) and (3):

"Council may request that it be demonstrated how a proposal on sites abutting the Bruce Highway, Sunshine Motorway and David Low Way and other major roads as identified by Council, or on sites close to and visible from these roads, is to project an attractive image to motorists travelling along the relevant road."

"Council may not support or may require modifications to proposals which may compromise the character of a rural, natural or otherwise intrinsically attractive scene. Unless the proposal is considered unacceptably intrusive, modifications may relate to elements such as buffering, landscaping, building setbacks and lot reconfiguration design."

"Council will seek to implement landscape works in the Shire's major road reserves. Where a development site abuts a State controlled road, such landscaping is to be provided as part of the buffering for visual amenity and for traffic noise, emissions and dust attenuation."

Section 7.4.4 (1):

"In assessing relevant applications for development of land in the Shire's rural towns and in discrete urban centres that display cohesive characters, the Council will

encourage the enhancement of that character having regard to the intent and desired character of the Planning Area and Precinct in which the site is situated...

Mt Coolum is identified as contributing to the picturesque natural setting of Coolum Beach and that the residents of Coolum Beach have chosen to forgo the provision of higher order and larger scale retail and commercial services in order to maintain local character and identity. It is clear that development within the Coolum Beach planning area is to be small scale in order to maintain the casual, seaside character and identity of the town. Natural and topographical elements of the planning area, including Mt Coolum and the greenspace alongside the Motorway (both the open canelands and melaleuca forests), should be given considerable emphasis, particularly in their role in maintaining and enhancing the character of the Coolum Beach planning area by providing a backdrop to its urban parts.

The following images have been provided by the applicant as to the likely appearance of the development from the Sunshine Motorway:



Council's urban design specialist has reviewed the proposal and raises concern about the bulk and scale of the proposed Bunnings Warehouse building which, at approximately 165m in length without articulation, may cause adverse visual impacts to the entry of Coolum Beach and potentially cause a large urbanised structure out of character with the open space and landscape setting of the Sunshine Motorway.

The proposed Bunnings building would be the largest building/floor area within the Coolum Beach area, including the industrial park.

If the site were instead to be developed with a series of individual, smaller scale buildings set within a landscape of trees, it would reduce the overall scale of the development to achieve a more suitable “coastal” character with a “casual” atmosphere. Council’s assessing landscape specialists are satisfied the proposed 20m wide landscape buffer would be sufficient to achieve an effective vegetative screen of the building over time. However, the presence of a massive structure behind a landscaped solution may still be noticeable to motorists, particularly given the 9.5m height of the proposed building on land which still yet requires additional fill to be placed in parts.

Further, a consequence of the building and its proposed 20m landscape buffer is that views across the site will be limited and some long distance views to Mt Coolum may be impacted.

Council’s urban design specialist is also concerned about other elements including the proposed signage facing Yandina-Coolum Road, the proposed sewage pump station adjacent to the Sunshine Motorway and the parking and drive-through facilities close to the boundary with Yandina-Coolum Road. These components of the development will likely be visible and, therefore, require further assessment should an approval of the development be contemplated.

Grounds Despite Conflict

In response to Council’s Information Request, the applicant formally contends the development application is not in conflict with any of the planning scheme provisions cited above and is, therefore, not required to satisfy the test prescribed in the *Sustainable Planning Act 2009* of demonstrating that sufficient grounds exist in the public interest to justify the development despite the conflicts.

The key reasons cited by the applicant include:

- the proposal will not prejudice the viability of the Major Activity Centres at Nambour and Sippy Downs, nor the Principal Activity Centre at Maroochydore. This point was agreed between previous Court experts for the 2005 Bunnings application
- the planning scheme does not mandate that showrooms cannot establish on the subject site and, in fact, are a consistent use in the Precinct
- the proposal will not be in a lower order centre
- the proposal will service a local catchment and will not compete with the Major Activity Centres by drawing customers from further afield
- population growth, retail demand trend changes, and changes in the retail landscape underscore that the proposal is appropriate to the Primary Trade Area
- demand for the proposal exists in the local Primary Trade Area
- the subject site is not actually shown on the Strategic Plan mapping as being within the part of Coolum identified as the Village Centre
- the proposal will not fragment the Coolum Village, and will not create a focus away from the main village centre because of the different role it plays to the subject site and the difference in the nature of uses
- the proposal will re-capture expenditure that is currently lost from Coolum Beach as a consequence of the area being poorly served by hardware stores
- the proposal will not impact the casual, seaside village character of Coolum
- the proposed Bunnings warehouse is a good match for Coolum and appropriate to the needs of the Primary Trade Area (local catchment)
- Coolum can viably host a Bunnings store

- the Code for Town and Village Centres is not applicable to the proposal and, therefore, the maximum 1000m² gross floor area requirement does not apply.

Some of the arguments put forward by the applicant have merit. As discussed in this report, there is clearly an aspiration in the Maroochy Plan 2000 for some form of commercial development on the site and for the subject site to play a different role for Coolool residents than the role played by the Village Centre Precinct. However, it is the heavy qualifiers the planning scheme places on that aspiration that the proposed Bunnings store is unable to meet, mainly to do with scale, trade catchment area and compatibility with the existing and desired character for Coolool to remain small and local and served by lower order retailing only.

Council's economic expert agrees the proposal will not have a significant impact upon the higher order centres at Maroochydhore, Nambour or Sippy Downs. This point is not in dispute for the proposal.

Council's expert also agrees with the applicant that, if approved, there would be benefits to the community with regard to improved range, price and convenience. These benefits are described as "significant" by council's expert. However, it must be remembered that community benefits relating to the improvement of consumer choice will exist for any new commercial development proposal, regardless of where it is and whether it fits within the planning for the local area. In this case, the planning scheme explicitly provides in Volume 3, Section 3.11.2(2)(a) that *"the residents of Coolool have indicated they are prepared to forgo the provision of higher order and larger scale retail and commercial services in order to maintain local character and identity"*. Thus, while community benefits would result from improved consumer choice, those benefits are not as valuable to Coolool residents as maintaining local character and identity. For this reason, there are not considered to be sufficient grounds in the public interest to justify the development despite the planning scheme conflicts.

Land Use and Works Provisions

The following codes that regulate land use and design are applicable to this application:

- Code for Town and Village Centres
- Design Code for Community Safety and Security
- Landscaping Design Code
- Transport, Traffic and Parking Code
- Operational Works Code
- Integrated Water Management Code
- Waste Management in Commercial and Community Uses Code
- Service Stations and Car Washing Stations Code
- Code for Reconfiguring Lots
- Siting and Design of Advertisements Code

The application has been assessed against each of the above applicable codes and, with the exception of both the Code for Reconfiguring Lots and Code for Town and Village Centres, is found to be compliant with, or can be conditioned to comply with, each. The pertinent issues arising out of assessment against the codes are discussed below:

Code	Discussion
Code for Town and Village Centres	The Code for Town and Village Centres applies to the development in that the application is Impact Assessable and, therefore, subject to assessment against the whole of the planning scheme to the extent relevant.

Code	Discussion
	<p>Acceptable Measure A1.1 of Element 1 of the Code is considered relevant to the proposal and stipulates that <i>“any premises used for commercial purposes and having a gross floor area of over 1000m² are located only in a Town Centre Core or Town Centre Frame precinct.”</i></p> <p>The proposed Bunnings Warehouse building would be used for commercial purposes and comprise a gross floor area of 8,600m²; but is not proposed within a Town Centre Core or Town Centre Frame precinct (rather within the Master Planned Community precinct). As such, the proposal must demonstrate compliance with Performance Criteria P1 which requires that <i>“premises must be of a type and scale consistent with the desired character of the Precinct and locality in which it is situated”</i>.</p> <p>Town Centre Core and Frame precincts include locales in Maroochydore, Nambour, Sippy Downs, Mooloolaba and Kuluin and are intended to provide for higher order and intense retail, commercial, community, civic and entertainment uses in Major Activity Centres and Major Tourist Nodes.</p> <p>As detailed in the above assessment section of this report, the proposed Bunnings store does not meet the intent of the Coolum West Gateway precinct and Coolum Beach planning area because it:</p> <ul style="list-style-type: none"> • is disproportionately sized for Coolum • would perform much more than just a local role • would compete with other stores that are already appropriately located within Council’s planning framework, and • would not provide an essential community service such as government or sport and recreational facilities for Coolum. <p>It is thus considered that the proposal is in conflict with Performance Criteria P1 of the Code for Town and Village Centres in that the proposal is not of a type and scale consistent with the desired character of the precinct and locality in which it is situated.</p>
Landscaping Design	<p>Council’s landscape specialist advises that the proposal complies with the Code for Landscaping Design. The key issue for assessment is the landscape buffer/screen to the Sunshine Motorway to which the planning scheme requires a 40m wide vegetated buffer (and 20m to other state-controlled roads including Yandina-Coolum Road).</p> <p>The applicant proposes a continuous 20m wide buffer to the Sunshine Motorway, and approximately 40m to Yandina-Coolum Road. Council landscape officers are confident that, with correct plant species (which can be imposed through conditions), a viable screen could be established to screen the proposed building within the buffer width proposed. It should be noted that vegetation screens like this require time to achieve the required size to appropriately screen the associated development.</p>

Code	Discussion
	<p>Council have successfully conditioned many vegetated buffers for commercial and residential development which adjoin state-controlled roads, including:</p> <ul style="list-style-type: none"> • Kawana Way vegetated buffer adjacent to Brightwater Estate • Frizzo Road vegetated buffer adjacent to Palmview Forest Estate • Mooloolah Connection Road vegetated buffer to screen the sand mine. <p>If an approval were to be granted, a condition is recommended that all landscape buffers adjacent to the Sunshine Motorway and Yandina-Coolum Road are amalgamated into the main Bunnings allotment (proposed Lot 1). This provides full maintenance responsibility to Bunnings and makes compliance easier to manage if vegetation is fragmented/removed to allow sight lines to signage etc.</p> <p>Landscaping proposed along the Barns Lane frontage has exceeded the 2m code requirement. The proposal includes a 5m wide landscaped frontage within the site, as well as street trees to the Barns Lane road reserve. The opportunity exists to further condition works (as a community benefit) to landscape small areas of turf in front of the school on Barns Lane, as well as provide street trees along the Yandina-Coolum Road to the roundabout.</p> <p>A selection of appropriate shade and screening trees can be conditioned as part of the internal landscape for the car park.</p>
Transport, Traffic and Parking	<p>Council's engineering specialists advise that the proposed development complies with the Code for Transport, Traffic and Parking. The following comments are provided:</p> <p><u>Pedestrian Connections</u> A shared pathway on Barns Lane is proposed to provide pedestrian and off-road cycle access to the site, connecting with the existing path adjacent to the Coolum State School set-down and bus stop area in the existing Barns Lane cul-de-sac. The proposed pathway also allows parents picking up children from the Coolum State School to park within the subject site and walk to the school during peak times.</p> <p><u>External Road and Street System</u> Vehicle access to the development is proposed via Barns Lane to Yandina-Coolum Road at an existing signalised intersection. The traffic signals were constructed as a condition of a previous development approval on the site, which has since lapsed. Yandina-Coolum Road is a State-controlled road. The Department of Transport and Main Roads has identified that operation of the current signalised intersection with the proposed development is acceptable but has conditioned that the adjacent Yandina-Coolum Road/School Road/South Coolum Road roundabout be upgraded by the applicant to improve traffic capacity. The upgrade involves increasing the size of the roundabout so that two approach lanes can be provided on both the Yandina – Coolum Road (eastern and western) intersection legs. Two approach lanes on the southern (South Coolum Road) leg,</p>

Code	Discussion
	<p>as recently implemented by Council, would be retained. The applicant's traffic report submitted as part of the application advises that such an arrangement mitigates the impacts of the proposed development on this intersection.</p> <p><u>Upgrades to Barns Lane</u> The existing Barns Lane carriageway along the frontage of the site is proposed to be upgraded to an urban road standard. Because there are presently no other uses on Barns Lane, staff and parents associated with the Coolum State School currently use cleared and levelled parts of the road reserve near the school as an informal car park. This would be removed as Barns Lane is upgraded and traffic generated by the development uses the road. Some formalised parking along the school frontage of Barns Lane is proposed to be incorporated into the road upgrade. If an approval were to be granted, it is recommended that the applicant be required to construct a new school parking and set down area within the Barns Lane road reserve but offline from the main carriageway and Bunnings entrance driveways. Council's engineers have reviewed this matter and believe that an acceptable design for an offline parking and set down area could be achieved.</p> <p><u>Site Access</u> The proposed development is to be provided with 3 access points from Barns Lane. Council engineers are satisfied that all proposed access points, sight distances, driveways and queuing arrangements could, subject to conditions, be located and designed in accordance with Council requirements.</p> <p><u>Cyclist Facilities</u> The applicant submits that several areas within the parking area are of suitable size to accommodate the required bicycle parking – spaces have not been shown on the proposal plans.</p> <p>Shower, change room and locker facilities are proposed for Bunnings staff in an amenities area located within the proposed mezzanine staff facilities area.</p> <p><u>Car Parking</u> Car parking spaces for the proposed development are as follows:</p> <ul style="list-style-type: none"> • Bunnings Warehouse – 186 • Service Station – 15 • Convenience Restaurant – 38. <p>Council's specialist engineer has advised that an adequate car parking quantity has been provided to the proposed development. If an approval were to be granted, appropriate conditions for parking quantity (disabled users, visitors, staff and service vehicles) would be recommended in compliance with Australian Standard AS2890.</p> <p><u>Service Vehicles</u> The applicant submits that the proposal has been adequately designed for the servicing requirements of the proposed development. As part of the applicant's submitted traffic impact assessment, a drawing was provided demonstrating that a 19m</p>

Code	Discussion
	<p>articulated vehicle (fuel delivery vehicle) can stand along the southern boundary of the proposed Service Station, clear of the vehicle access on Barns Lane and the fuel canopy, enabling unobstructed access.</p>
<p>Integrated Water Management</p>	<p>Council's specialist hydrologist has advised that the proposed development complies with the Code for Integrated Water Management. The following comments are provided:</p> <p><u>Flooding</u></p> <p>The site is subject to flooding from the Maroochy River. It has previously been filled to bring the majority of it above the 100 year ARI flood level. This filling has been done lawfully under earlier Operational Works approvals. It is understood that the filling resulted in some loss of floodplain storage and some very minor offsite impacts on peak flood levels during the critical 36 hour 100 year ARI event.</p> <p>The site is located in a critical section of the floodplain where floodwaters from the Maroochy River floodplain enter the nearby Stumers Creek. The significance of this flow from the Maroochy floodplain to Stumers Creek is critical as it is one of only two locations where the Maroochy River discharges to the ocean, the other being the Maroochy River mouth. Any change to the landform on the site which changes the distribution of flow between the Maroochy and Stumers Creek catchments cannot be permitted.</p> <p>A flood assessment report dated 26 April 2006 was submitted in support of the original fill platform. This report assessed flood impacts associated with filling of the lot to within 6 metres of its northern and western boundaries and 20 to 30 metres of its southern boundary. There was an acknowledgement in the 2006 report that filling in close proximity to the southern boundary would cause flood impacts. The subject application now proposes development to be contained within the existing fill platform so that no offsite flood impacts will result.</p> <p>Although access to the site is not possible by car during a 100 year ARI flood event and is inundated during a probable maximum flood, it is not a high risk scenario because:</p> <ul style="list-style-type: none"> • The site is not subject to flash flooding. The Maroochy River at Coolum has a long response time to peak flood levels occurring. Sufficient warning time can be given to evacuate the site. • The length of road inundated by floodwaters is very short, meaning that the evacuation route is very short. • No persons will be living on the site. <p>If an approval were to be granted, flooding related conditions can be applied to achieve compliance with the Code.</p> <p><u>Stormwater Quality and Lawful Point of Discharge</u></p> <p>The site is proposed to be graded to the south with discharge to an existing table drain in the Coolum-Yandina Road reserve. Analysis indicates that this table drain has very little grade but drains to the north then under the Sunshine Motorway to discharge to the west</p>

Code	Discussion
	<p>through cane drain over which there is no easement. The land which contains these cane drains is initially owned by the Department of Main Roads and is then under private ownership.</p> <p>There is no detention requirement in order to mitigate against any increase in peak flood levels. However, non-worsening must be demonstrated for the local catchment.</p> <p>The applicant has proposed stormwater detention so that peak flows from the development are mitigated to existing rates. Given that the site eventually discharges to a cane drain this approach is necessary because the cane drains are sensitive to any changes in the way in which local catchment stormwater is discharged to them.</p> <p>Large underground detention tanks are proposed by the applicant. However, there are issues with the current design in that detention is proposed to be poorly distributed around the site such that each of the proposed development lots are reliant on each other for stormwater detention. This matter would be required to be resolved if an approval were to be granted.</p> <p><u>Stormwater Quality/Water Sensitive Urban Design (WSUD)</u> Stormwater is proposed to be treated to meet current best practice load based reduction targets. This is proposed to be achieved utilising two end-of-line bio-retention basins and Council's hydrology specialist advises that the design is now satisfactory, subject to resolution of some matters to do with how the basins are distributed among the proposed development lots with suitable access to them.</p>
Waste Management in Commercial and Community Uses	Council's specialist environmental health officer has advised that sufficient waste storage facilities have been provided for the proposed development which is readily accessible for Waste Collection Vehicles (WCVs). If an approval were to be granted, conditions could be applied which would ensure that waste storage and servicing would be safe, convenient and not impact upon amenity.
Service Stations and Car Washing Stations	<p>Notwithstanding the discussion in this report about the appropriateness of the land use, the following comments are provided in relation to demonstrating compliance with the design requirements of the Code for Service Stations and Car Washing Stations:</p> <ul style="list-style-type: none"> • The site is of a suitable area, frontage dimension, provided with appropriate vehicle crossings and can achieve appropriate landscaping. • The proposal could be conditioned to provide fuel pumps and inlets which are located in accordance with AS1940 "<i>The storage and handling of flammable and combustible liquids</i>". • The proposed 163m² ancillary retail floor area exceeds the preferred maximum of 150m². However, the non-compliance is considered to be minor and not anticipated to impact on the viability of the preferred distribution of Centres. In the event of approval, the proposal could be conditioned to comply if determined necessary. • Council's environmental health specialist advises that

Code	Discussion
	<p>sufficient waste storage facilities have been provided for the proposed development, readily accessible for Waste Collection Vehicles (WCVs). In the event of approval, conditions can be applied which would ensure that waste storage and servicing will be safe, convenient and not impact upon amenity.</p>
Code for Reconfiguring Lots	<p>The proposed reconfiguring a lot component of the application is not recommended for approval at this stage, even if Council were to approve the proposed land uses.</p> <p>The application proposes to subdivide the site into 3 allotments, whereby proposed Lot 1 and 3 are intended to accommodate 'proposed future development' not subject to this application. Any development within these allotments would be subject to future development applications assessed against the <i>Sunshine Coast Planning Scheme 2014</i>. Under the 2014 planning scheme the site is zoned Rural and located outside of the Urban Growth Management Boundary. Any subdivision of the site at this stage would create "development ready" allotments that are not able to be developed due to planning restrictions. In this way, the proposed subdivision is considered premature.</p> <p>A better approach would be, if Council were to approve the proposed land uses, for a strategic planning exercise to be undertaken by Council to determine whether development of the balance parts of the site should be contemplated and, if so, in what way. Until that exercise has occurred it would be unwise to approve the fragmentation of the balance land into development ready lots that might prejudice a future planning direction taken by Council.</p> <p>Until then, the proposed subdivision is considered to conflict with the Code for Reconfiguring Lots, which requires that "<i>Lot size and dimensions are consistent with the desired character of the precinct in which the lot is situated,</i>" (Element (2), P1) and "<i>Lot reconfiguration facilitates the creation of safe, convenient, functionally efficient and attractive environments, which are consistent with the desired character of the precinct in which the development site is situated</i>" (Code Purpose, item (a)).</p> <p>This approach is also consistent with the intent for the Coolum West Gateway Precinct, which states that "<i>Council considers that a Local Area Master Plan, overall master plan or other Development Plan for this precinct is required if the precinct were to be redeveloped</i>". It is further reinforced by the General Intent statements for the Master Planned Community precinct class, where it provides that "<i>Development which may prejudice the implementation of preferred future infrastructure servicing or land use activities is not intended</i>".</p>
Siting and Design of Advertisements	<p>The proposed development generally complies with the Code for the Siting and Design of Advertisements.</p>

Code	Discussion
	<p>The proposal seeks a total of ten signs, nine of which relate to flush wall signs attached to the north, south and eastern facing walls of the proposed Bunnings building. A single freestanding pylon sign is also proposed to be located in the site's south-eastern corner, advertising the proposed Bunnings Warehouse.</p> <p>The pylon sign is proposed to be 7m high, 2.4m wide and comprise a sign face area of 6m². The flush wall signs are proposed to comprise a combined sign face area of 362.5m².</p> <p>The key item of non-compliance is in regard to Acceptable Measure A2.1 of Element 3, which requires that no more than four flush wall signs are to be provided per site. The application instead proposes nine signs. Notwithstanding, the proposal is considered to still comply with Performance Criteria P2 for the following reasons:</p> <ul style="list-style-type: none"> • The proposed flush wall signs are considered to be proportional to the building on which they are to be placed and not contribute to visual clutter. • The proposed flush wall signs have been designed such that they are complimentary to the proposed Bunnings Warehouse in terms of height and width • The majority of proposed flush wall signs have been removed from the western building elevation facing the Sunshine Motorway. <p>However, if an approval were to be granted, it is recommended that conditions be imposed to remove the proposed signage on the southern building elevation (facing Yandina-Coolum Road and its intersection with the Sunshine Motorway). These signs are considered unnecessary and face a direction that is intended to be fully screened by buffer landscaping. Allowing signage on this building elevation may create an undesirable incentive (over time) for the store operator to modify landscaping such that the signage is visible to the Motorway and Yandina Coolum Road for advertising purposes.</p>

Special Management Areas

The following special management areas are applicable to this application:

- Acid Sulfate Soils (Area 1: Land at or Below 5m AHD)
- Possible Bushfire Prone Areas (Low Hazard & Medium Hazard)
- Flood Prone Land (Flood Prone Area)
- Steep Land (15-20% and less than 15% slope)
- Wetlands Buffer (Within 100m buffer of a Wetland)
- Airports (Obstacle Limitation Surface – 154.6)

The application has been assessed against each of the applicable codes and found to be compliant with, or can be conditioned to comply with, each. The pertinent issues arising out of assessment against the codes are discussed below:

Code	Discussion
Code for Assessment and Management of Acid Sulfate Soils	<p>Council's environmental health specialist has advised that, while acid sulfate soils (ASS) may potentially be disturbed as a result of excavation works, this is considered to be a minor risk as the majority of the site has already been filled.</p> <p>Excavations for services and underground petrol tanks may encounter ASS, to which an investigation and management plan would be required to be provided at Operational Works stage prior to any works commencing. It is noted that this was previously a requirement of the Court and would be carried through as part of this development if an approval were to be granted.</p>
Code for Development in Bushfire Prone Areas	<p>The site is mapped as a low and medium on the bushfire hazard overlay and thus triggers the Code for Development in Bushfire Prone Areas.</p> <p>Council's specialist ecologist advises that although a portion of the site is contained within a mapped medium bushfire hazard area (along the frontage of Barns Lane) the application meets the requirements of the Code. The site design allows for a separation distance of more than 1.5 times the height of the neighbouring vegetation insofar as the proposed buildings are set back behind the proposed car park and the Barns Lane road corridor. The road network to and from the development allows easy access for fire-fighting and other emergency services. If an approval were to be granted, a requirement to prepare a site bushfire evacuation plan could be imposed by conditions of approval.</p>
Code for Waterways and Wetlands	<p>The application triggers the Code for Waterways and Wetlands due to its proximity to a mapped significant coastal wetland. Acceptable measure A1.1 requires a 100m buffer to the wetland.</p> <p>Council's specialist ecologist advises that while the proposal does not achieve a 100m vegetated buffer to the perimeter of the significant coastal wetland, the very nature of the land parcel which is separated from the wetland by Barns Lane (which is a wide road corridor) creates a sufficient separation buffer from the wetland. The application proposes standard practice water quantity and water quality solutions to prevent off site releases of nutrients and stormwater flows, together with stabilisation and landscaping along the frontage of the site to Barns Lane.</p>

CONSULTATION

IDAS Referral Agencies

The application was referred to the following IDAS referral agencies:

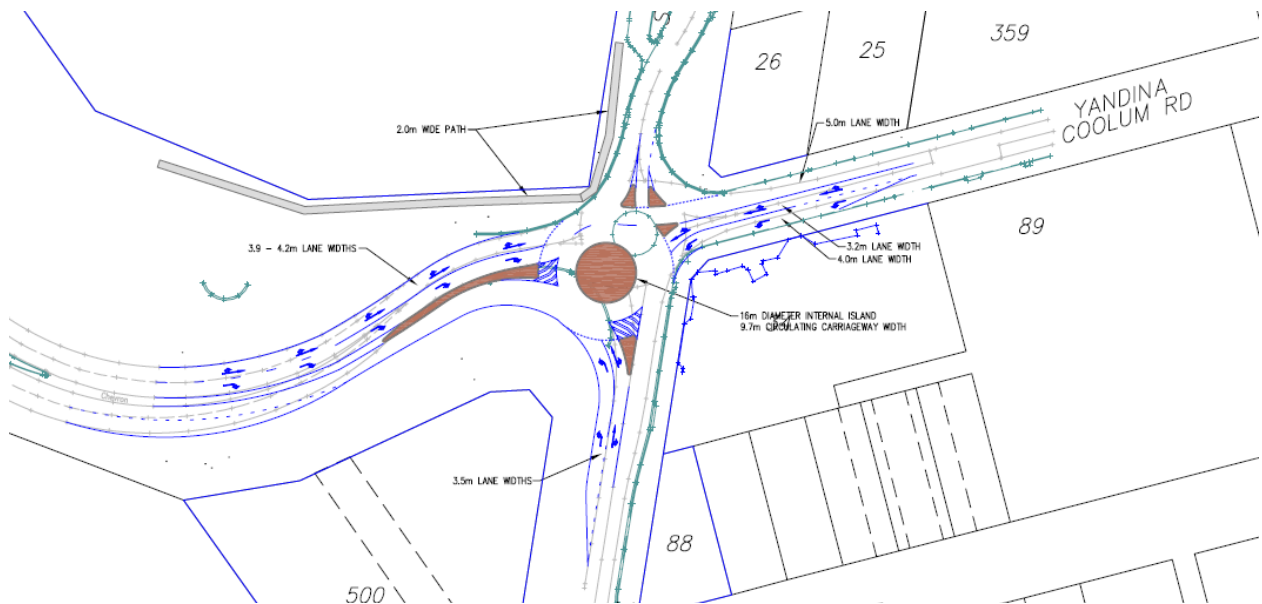
Concurrence

Department of Infrastructure, Local Government and Planning (SARA)

The department is a concurrence agency for State controlled road matters as well as development impacting on State transport infrastructure. The department responded by

letter dated 11 August 2015 stating that the development is supported subject to conditions, the key items of which are summarised as below:

- development must be carried out generally in accordance with the plans approved by the department
- the Yandina-Coolum Road, School Road, South Coolum Road roundabout must be upgraded such that the central island is realigned in a south west direction with 2 departure lanes on each leg (refer figure below)
- the site must not be accessed directly from the Sunshine Motorway or Yandina-Coolum Road.



Other Referrals

The application was forwarded to the following internal council specialists and their assessment forms part of this report:

- Development Engineer, Engineering and Environment Assessment Unit
- Hydraulics and Water Quality Specialist, Engineering and Environment Assessment Unit
- Landscape Officer, Engineering and Environment Assessment Unit
- Environment Officer, Engineering and Environment Assessment Unit
- Ecology Specialist, Engineering and Environment Assessment Unit
- Urban Designer, Planning Assessment Unit
- Traffic Engineering, Engineering and Environment Assessment Unit

The application was also forwarded to the following internal council Branches for comment:

Social Policy

Because the Coolum West Gateway precinct provisions refer to an indoor sports centre and also a "possible "government facility" node housing ambulance, police, fire and other necessary functions serving Coolum Beach and beyond", the application was referred to council's Social Policy Branch to determine if there is a current need for council to secure additional land for community facilities or open space at this location.

Council's Senior Social Policy Officer responded advising the adopted Open Space Strategy and the Social Infrastructure Strategy have not identified the need for land at the subject site for the purposes of Open Space or Social Infrastructure.

Economic Development Branch

Council's Economic Development Branch advised that it is broadly supportive of the proposed redevelopment of the site. Support was also given to the findings of council's independent economic assessment.

Economic Development Branch advised that even a smaller Bunning store of 5,850m² would result in an estimated 70 additional retail jobs delivering a broader total economic impact of approximately \$15M per year and 113 ongoing jobs, according to economic modelling.

The Branch is broadly supportive of the applicant's proposition that the development would not have significant impacts on other higher order centres, nor compromise the role of Coolum Beach and its intended function. However, it was stated that a smaller store size of 5,850m² is better matched to the role and function of Coolum within the overall centre hierarchy and relevant trade area catchments.

Strategic Planning Branch

Council's Strategic Planning Branch advises that, as a result of the nature and scale of the proposed Bunnings Warehouse, the proposed development is expected to service a catchment area that is well beyond the immediate area of Coolum Beach and is likely to have an adverse impact on the local hardware and related specialty stores in Coolum Beach and Peregian Beach as well as other large format hardware stores in Noosaville and Maroochydore.

The Branch advise that this is inconsistent with the *Maroochy Plan 2000* provisions, in particular the intent of the Coolum West Gateway (Master Planned Community) Precinct, the intended role and function of the Coolum Beach Village Centre and the overall intent and desired character of the Coolum Beach Planning Area, which is intended to:

- provide a scale of development that maintains the casual, seaside village character of the planning area and a level of service that meets the day-to-day needs of the residents and visitors to the immediate catchment area of Coolum Beach
- not compete with the range of goods and services in the Coolum Beach Village Centre
- not serve a district or higher order function or compete with higher order centres.

Public Notification

The application was publicly notified for 15 days in accordance with the requirements of the *Sustainable Planning Act 2009*. 816 properly made submissions and 72 not properly made submissions were received. Of the total properly made submissions, 792 were against, 4 were for and 20 were neutral in regards to the proposed development.

Of the 816 submissions received, a total of 722 were in the form of a template proforma letter, some with additional information added to the standard text.

The following table provides a summary and assessment of the issues raised by submitters.

Issues	Comments
AGAINST	
Planning	
Changing the planning scheme	The application is for a Development Permit for Material Change of Use, Reconfiguring a Lot and Operational Works to be assessed against the superseded <i>Maroochy Plan 2000</i> (the planning scheme). It does not propose to change the planning scheme.
Proposed Bunnings does not comply with the definition for Showroom	Although there are some characteristics of Bunnings that might better fit into the definition of a “Shop”, the overall operation of a Bunnings store as primarily a trade showroom with sale of many bulky goods has been accepted by staff to constitute a “Showroom” for the purpose of assessment in this instance.
<p>Proposed development conflicts with the following provisions contained with Volume 2 (Strategic Plan) of the Maroochy Plan 2000:</p> <p>Section 4.3.3 (Village Centres – dot point 7)</p> <p><i>“Development within a Village centre which fragments the centre or creates a focus away from the established centre in that locality will not be supported”</i></p> <p>Section 2.6 (2)(g)</p> <p><i>“Implement and support Council’s Sports Strategy Plan and Open Space Strategy which provide mechanisms to achieve useable open space for recreational or sporting purposes.”</i></p>	<p>A Bunnings Warehouse of the scale proposed is considered would create a focus away from the established centre. Further discussion regarding this item is provided in the above assessment section.</p> <p>Council’s Social Policy Branch have advised that the adopted Open Space Strategy and Social Infrastructure Strategy has not identified the need for this land at the site.</p>
<p>Proposed development conflicts with the vision statement for the Coolum Beach Planning Area, specifically:</p> <p><i>“Coolum Beach will remain a casual, seaside village serving local retail, business, dining and entertainment needs only.”</i></p> <p><i>“The residents of Coolum have indicated they are prepared to forgo the provision of higher order and larger scale retail and commercial services in order to maintain local character and identity.”</i></p> <p><i>“The Coolum Beach township will continue to develop as an attractive</i></p>	It is agreed the development would conflict with these provisions, for the reasons explained in this report.

Issues	Comments
<i>coastal village, with a growing number of boutique eateries, shops and tourist facilities."</i>	
Proposed development fails to demonstrate compliance with the intent of the Coolum Beach Planning Area, specifically the Coolum West Local Centre (4) Intent.	The site does not form part of the Coolum West Local Centre precinct. Rather it forms the Coolum West Gateway precinct.
Quanda Road industrial estate (Coolum Eco Industrial Park) is a better suited location.	It is agreed there are other locations within the Sunshine Coast region that would be better suited for a large scale Bunnings store. The proposed Bunnings is not identified in the planning scheme as a consistent use in the industrial zoned land at Quanda Road.
Bunnings take up too much room	The proposed development would comprise a total site cover of only 13.5%. The planning scheme does not specify a maximum site cover/plot ratio for the particular planning precinct, rather containing statements of intent which restrict the scale and intensity of development on the site in order to retain local character and identity. The proposal is considered not to achieve these outcomes for the reasons explained in this report.
Council have previously rejected previous Bunnings applications	Each application is assessed on its merits and, therefore, earlier planning decisions are not directly relevant to the current assessment.
Proposal does not comply with the <i>Sunshine Coast Planning Scheme 2014</i>	The application must be assessed against the superseded <i>Maroochy Plan 2000</i> . Council's assessment is bound to the <i>Maroochy Plan 2000</i> only.
The proposed development will create a risk to safety for parents and children of Coolum State School.	Any approval of the proposed development could be conditioned to provide a satisfactory standard of traffic, parking and pedestrian upgrades to ensure safety to other users of Barns Lane.
'Rezoning' of the site is not in keeping with the planning scheme.	The application does not propose to 'rezone' the land.
The site is better suited for 'holiday apartments with cafes and shops underneath'	Multiple Dwelling Units, Restaurant and Shop are not identified as consistent land uses for the Coolum West Gateway (Master Planned Community) precinct.
Council should purchase the site and construct a park or half park/half reserve	Council's Social Policy Branch have advised that the adopted Open Space Strategy and Social Infrastructure Strategy has not identified the need for formal parkland in this location.
It is inappropriate to locate a 'convenience [fast food] restaurant' next door to the Coolum State School	There are no provisions of the planning scheme that require separation of convenience restaurants from schools.

Issues	Comments
The proposed development does not represent a community benefit	As explained in this report, there are likely to be benefits to the local community as a result of increased consumer choice. However, these benefits are not considered sufficient to justify an approval in this case.
A Bunnings warehouse is not a consistent use for the site	<p>The proposed Bunnings store has been accepted under the definition of a 'Showroom' under the <i>Maroochy Plan 2000</i>.</p> <p>While the local precinct provisions refer to the potential establishment of showrooms on the subject site, it is the proposed scale and trade catchment area of the development that makes the use inconsistent with the planning scheme in this case.</p>
Traffic	
Increase in traffic will cause congestion on nearby road network	<p>Both the Sunshine Motorway and Yandina-Coolum Road are State-controlled roads and thus under the jurisdiction of the State Government (Department of Transport & Main Roads).</p> <p>The application was referred to the State Assessment Referral Agency (SARA), from which conditions were imposed by the State that require the applicant to upgrade the Yandina-Coolum Road/School Road/South Coolum Road roundabout to improve traffic capacity via increasing the size of the approach to 2 lanes on both eastern and western legs.</p> <p>The applicant's traffic impact assessment advises that such an arrangement mitigates the impacts of the proposed development on this intersection.</p>
The proposed development will remove the ability to park at the Coolum State School	<p>Barns Lane currently provides an informal surplus parking area for users of the Coolum State School.</p> <p>The applicant proposes to upgrade Barns Lane along the full frontage of the site, to include a parking lane on the eastern side of the road (roughly where Coolum State School surplus parking occurs). The applicant also proposes to provide 239 parking spaces.</p> <p>If Council were to approve the application, it would be possible to require construction of a new separate school parking and set down area within the Barns Lane road reserve but offline from the main carriageway and Bunnings entrance driveways.</p>

Issues	Comments
Tanah Street will see an increase in traffic movements as a result of the proposed development, causing potential impacts to residents safety.	<p>Tanah Street is identified as being a District Collector street on Council's road hierarchy mapping, and is located approximately 2.5 kilometres south east of the site.</p> <p>It is not expected that Tanah Street will experience a noticeable increase in traffic movements as a result of the proposed development.</p>
The applicant's traffic impact assessment did not properly analyse peak hour traffic volumes.	The applicant's traffic impact assessment was reviewed by the Department of Transport & Main Roads in their role as concurrence agency for the development.
The proposed upgrades to the School Road/Yandina-Coolum Road/South Coolum Road intersection would result in faster vehicle movements. In combination with the above point, the proximity of the existing pedestrian footpath to the road would increase the risk of safety to children attending the Coolum State School.	<p>Yandina-Coolum Road is a State-controlled road and thus under the jurisdiction of the State Government (Department of Transport & Main Roads).</p> <p>It is the Department's responsibility to assess traffic and pedestrian safety as a result of any proposed upgrades to the State road network.</p>
Economics	
There are existing service stations in close proximity to the site	Staff concerns about the proposed Service Station are more about the role it would play attracting non-local traffic from the Sunshine Motorway and, therefore, contributing to the site becoming a 'destination' node and not serving the immediate catchment area only.
Existing businesses will not be able to compete with the proposed development	This is a concern for the reasons stated in this report. Given the planning scheme does not envisage a showroom having the characteristics of the proposed Bunnings, the likely impacts of up to 25% on existing retailers within the trade catchment area is a relevant consideration.
Lack of need for proposed development	As explained in this report, there are likely to be benefits to the local community as a result of increased consumer choice. However, these benefits are not considered to cause sufficient need to justify an approval in this case.
Viability of proposed development given existing Bunnings in Noosaville and Maroochydore	The likely trade success and viability of a new Bunnings store in Coolum is a matter for the applicant.
Retention of 'village atmosphere' to maintain the tourism industry	The proposed development would be out of character with the planning scheme's vision for Coolum to remain small scale with a casual, seaside character.
<p>A Bunnings warehouse would result in an oversupply of home improvement retail floor space and that the population of Coolum is not large enough to sustain such a development.</p> <p>The proposed development will cause</p>	Council's economic expert anticipates the impact on other traders within the catchment area to be in the order of -15% to -25%. Council's expert considers the proposed Bunnings would cause trading difficulties for existing retailers.

Issues	Comments
local businesses to close, resulting in a loss of 'specialty' products which a Bunnings warehouse will not stock.	
The planning scheme limits commercial development to 1,000m ² in the Coolum township, to which the proposal significantly exceeds and is thus expected to compete with.	The proposal conflict with Acceptable Measure A1.1 of Element 1 and the associated Performance Criteria of the Code for Town and Village Centres where it stipulates that <i>"any premises used for commercial purposes and having a gross floor area of over 1000m² are located only in a Town Centre Core or Town Centre Frame precinct."</i>
<p>The proposed Service Station and Convenience Restaurant would intercept travelers and take business away from the Coolum Village. It would also compromise the Strategic Plan in that:</p> <p>Section 3.5.6 (Implementation Point 1) To Provide for Retail Commercial and Service Industrial Activities Appropriate to Service the Residential Communities without Compromising Residential Amenity</p> <p><i>'Approval is only likely to be granted to development of retail, commercial and service uses which are to be located on a specific site (in a Centre Precinct or site specifically identified) and which offer a service only to local communities...'</i></p>	<p>The applicant's economic impact assessment submits that a new service station and convenience restaurant on the site is justified on the basis of consumer demand and standard rates of provision for the Primary Trade Area which would see sufficient demand by 2019 to support additional service stations.</p> <p>Notwithstanding, staff have concerns with the appropriateness of the proposed Service Station and Convenience Restaurant at this location and the role it would play in making the site a destination centre and not serving the immediate catchment only.</p>
A Bunnings Warehouse would reduce the value of properties in the surrounding area.	The planning scheme does not regulate development in terms of potential impacts on the value of land and property.
Visual Amenity	
Visual impacts of proposed development at entrance to Coolum.	Council's urban design specialist advises that the proposed Bunnings store does is not consistent with the preferred character and intent for the Coolum Beach planning area. This issue is discussed at length in this report.
The proposal conflicts with the intent of the Coolum Beach Planning Area in that it does not provide for <i>'an entry statement consistent with a casual, seaside village serving local retail, business...'</i> and that <i>'passing tourists/travellers will not be drawn into the Village by an entry such as this.'</i>	<p>The Coolum Beach Planning Area (Coolum West Gateway precinct) refers to an entry statement in the following way:</p> <p><i>"Provision should be made in this precinct for an entry statement which introduces the motorist to the Coolum Beach township. This entry statement could be in the form of a small park with appropriate signage."</i></p> <p>In the event of approval, Council could require a design which includes landscaping of the entry to</p>

Issues	Comments
	<p>Coolum Beach in accordance with the planning area intent.</p> <p>However, the presence of a service station and convenience restaurant could lead to the site becoming a small 'highway service centre', making the entry statement to Coolum Beach at odds with the planning scheme's preferred character statements.</p>
Environment	
<p>Proposed Bunnings warehouse will degrade the environment</p>	<p>The proposed development is to be located on a cleared site (as such would require minimal clearing of vegetation), and is not constrained by any identified waterways.</p> <p>Drainage from the proposed development has been designed such that there would be a 'non-worsening' outcome, and that current best practice load based reduction targets are able to be met.</p> <p>In terms of the mapped wetland buffer, Council's specialist ecologist has advised that the nature of the site allows for a separation buffer from the proposed development to the mapped wetland via Barns Lane. Further, the applicant proposes a water quantity and quality treatment system which is to prevent off site releases of nutrients and stormwater flows as well as long-term stabilisation and landscaping to the frontage of the site along Barns Lane.</p>
<p>The applicant's stormwater management plan does not address how contaminants associated with the proposed development will be managed, nor how <i>'scheduled water quality objectives will be maintained and the environmental values protected.'</i></p>	<p>Council's specialist hydrologist advises that the proposed stormwater quality treatment system is able to meet current best practice load based reduction targets.</p>
Environmental Health	
<p>The site is not a suitable location for a Service Station due to possible safety and health issues</p>	<p>The Code for Service Stations and Car Washing Stations does not require a separation distance to schools, only that facilities are no closer than 5m to any boundary of the site. Council's environmental health specialist advises that the site is of a suitable area, frontage dimension, provided with appropriate vehicle crossings and can achieve appropriate landscaping. It is also advised that any approval could be conditioned to provide fuel pumps and inlets which are located in accordance with AS1940 "The storage</p>

Issues	Comments
	<i>and handling of flammable and combustible liquids</i> ".
Increases in traffic will cause health issues as a result of increased CO2 emissions.	The planning scheme does not regulate health issues as a result of traffic related emissions.
Construction noise will impact on children attending the Coolum State School.	If Council were to approve the development, a Construction Management Plan would ordinarily be required at the time of obtaining Operational Works approvals. A Construction Management Plan would be required to include measures that mitigate impacts such as noise to surrounding land uses.
The location of the proposed Service Station and Convenience Restaurant in respect of the Coolum State School will encourage children to purchase 'junk food'.	The planning scheme does not regulate the location of Service Stations and Convenience Restaurants in relation to schools.
Miscellaneous	
Increased rubbish in surrounding streets and beaches.	The planning scheme does not regulate this issue.
Products offered are low quality, not locally sourced and put infrastructure at risk.	The planning scheme does not regulate product quality and source.
FOR	
Suitability of the Site	
Lack of environmental/topographical constraints.	It is agreed the site is largely cleared and topographically level and, therefore, presents limited environmental constraints to development.
Within an existing urban area with good exposure.	The site is located on the outer fringe of Coolum's urban area, surrounded for the most part by the Noosa National Park and cane lands. The site's frontage to the Sunshine Motorway and Yandina-Coolum Road provides potential for exposure.
Separation to adjacent roads.	The site has significant buffering to the Sunshine Motorway and Yandina-Coolum Road. These roads are under the control of the State and could potentially undergo road widening in the future.
Zoned Master Planned Community.	The site is zoned Master Planned Community under the <i>Maroochy Plan 2000</i> , and is identified as being potentially suitable for showrooms subject to the qualifying statements discussed at length in this report. The site's zoning under Maroochy Plan 2000 also supports indoor recreation, outdoor recreation and government facilities.
Close proximity to Coolum village centre.	The site is approximately 1.8km to the west of the Coolum Village Centre, and is not considered

Issues	Comments
	particularly proximate.
Designated 'Urban Footprint' under the SEQ Regional Plan.	<p>The site is designated as 'Urban Footprint' under the SEQ Regional Plan. However the provisions of the Regional Plan specifically provide that:</p> <p><i>"The Urban Footprint does not imply that all land included can be developed for urban purposes...."</i></p> <p><i>Land in the Urban Footprint may be unsuitable for urban development for other reasons, including constraints such as flooding, land slope, scenic amenity, and the need to protect significant biodiversity values.</i></p> <p><u>Local government planning schemes are the main instrument that will establish and refine the desired use of land and the preferred timing of development within the Urban Footprint."</u></p>
The site has a history of planning approvals	<p>The site's application history is provided in the background section of this report. Despite the history, there are no current approvals over the site.</p> <p>Each application must be assessed on its own merits.</p>
The land is a developed commercial site, not natural bushland.	It is agreed the characteristics of the site have changed in the recent past with filling and traffic lights installed, making the site more suitable for commercial development.
State Government	
The Department of Transport and Main Roads have supported the application.	<p>The Department is a concurrence agency for state controlled road matters as well as development impacting on state transport infrastructure.</p> <p>It is Council's jurisdiction as assessment manager to decide whether the proposal complies with the land use aspirations for the subject site.</p>
Centres Hierarchy	
The proposed development will not materially impact on the higher order centres such as Maroochydore, Nambour and Sippy Downs.	As explained in this report, this is not one of the matters in dispute.
<p>The proposed Bunnings Warehouse will capture 'escape expenditure' from the Coolum catchment and will not attract expenditure from outside the catchment.</p> <p>The proposed development will cater only to an existing established retail/service provider catchment.</p>	<p>Council's third party economic expert has advised that the proposed Bunnings store would capture expenditure from a Primary Trade Area of Coolum Beach, Peregian Springs, Yaroomba, Peregian Beach, Mount Coolum, Marcus Beach, Point Arkwright, Valdora, Yandina Creek, Verrierdale, part of Maroochy River as well as 2 reference areas including the suburbs of Marcoola, Mudjimba, Twin Waters, Pacific</p>

Issues	Comments
	<p>Paradise, Eumundi, Eerwah Vale, North Arm, Bridges, Ninderry, Yandina and Kulangoor.</p> <p>This large catchment area exceeds the intent expressed in the planning scheme for the site to cater to a local Coolum catchment only.</p>
<p>Previous similar developments did not attract the same level of concern from Council</p>	<p>The proposed development has different characteristics to the earlier approvals on the subject site, and similar characteristics to the more recent Bunnings application that was dismissed by the Planning & Environment Court in 2007.</p>
Economics	
<p>The population of the Coolum primary trade area has increased by 5,250 people and is expected to continue. At the same time, growth in hardware trade has increased – resulting in a need for additional hardware retailing options</p>	<p>Council's economic expert advises that the majority of Bunnings stores serve catchments of greater than 50,000 persons, with many servicing more than 100,000 persons. The population of Primary Trade Area is currently 28,000 persons and expected to increase to 32,000 by 2021.</p> <p>The expert also advises proposed development would likely cause trading difficulties for the hardware and similar specialist retailers in the catchment area.</p>
<p>Bunnings consistently demonstrate the provision of community benefit including providing construction and operational positions.</p>	<p>It is agreed the development would create jobs during its construction and operational phases, as it would for store proposed at any other location.</p>
<p>Bunnings will increase property value for Coolum.</p>	<p>The planning scheme does not regulate development in terms of potential impacts on the value of land and property.</p>
<p>A Bunnings on the subject site will reduce traffic congestion as customers/employees will not have to travel to Noosa or Maroochydore.</p>	<p>It is not considered likely that a Bunnings on the site would reduce overall traffic congestion as a result of shoppers not needing to travel to Noosa or Maroochydore. In any case, the Bunnings stores at Noosaville and Maroochydore were assessed with regard to their own traffic impacts and determined to warrant approval in each case.</p>
<p>A Bunnings Warehouse would attract new businesses to the Coolum area.</p>	<p>Whether or not new businesses would establish in the Coolum area as a result of Bunnings is unknown. However, Council's economic expert advises that Bunnings would have a negative impact on many existing traders.</p>
<p>Bunnings have a low impact on the environment and are a good corporate citizen.</p>	<p>It is agreed the development, subject to conditions of approval, would not have a significant impact on the environment. Whether or not Bunnings are a "good corporate citizen" is not relevant to the planning scheme assessment.</p>
Visual Amenity	
<p>The proposed development will allow the entrance to Coolum Beach to be</p>	<p>It is agreed that approval of the development would enable conditions to be applied requiring</p>

Issues	Comments
cleaned up and beautified.	new landscaping and tidy management of the site. However, as discussed in this report, the proposal is of an overall scale that would be out of character with Coolum Beach and, therefore, impact on visual amenity over the long term.
Community	
The majority of locals want the jobs and facilities that will be provided.	It is agreed the development would create new jobs and greater consumer choice for stocked goods. However, these benefits are not considered sufficient to justify the conflicts with the planning scheme as explained in this report.

CONCLUSION

The application seeks approval for a Development Permit for Material Change of Use (Showroom, Garden Centre and Restaurant, Service Station and Convenience Restaurant), a Development Permit to Reconfigure a Lot (1 lot into 3 lots) and a Development Permit for Operational Work (Placing an Advertising Device) on land at 39 Barns Lane, Coolum Beach.

While the intent for the Coolum Beach planning area and Coolum West Gateway precinct supports limited showroom development (subject to qualifiers on the scale and trade catchment of those showrooms), the proposed Bunnings store is not consistent with these provisions because it:

- is disproportionately sized for Coolum
- would perform much more than just a local role
- would compete with other stores that are already appropriately located within Council's planning framework and
- would not provide an essential community service such as government or sport and recreational facilities for Coolum.

In addition, the proposed Service Station and Convenience Restaurant would exacerbate non-compliance with the local planning provisions by potentially leading to the establishment of "highway service centre" entry statement to Coolum Beach and by drawing passing trade from the Sunshine Motorway, accentuating the non-local trade catchment of the development.

The proposed subdivision of the site into 3 allotments is considered premature until such time as Council decide to approve commercial development on the site and then perform further local planning work to determine the desired extent and configuration of any future commercial development. Any subdivision as a result of the subject application would create "development ready" allotments that are not able to be developed due to current planning restrictions that apply over the land through operation of the *Sunshine Coast Planning Scheme 2014*.

The development proposal is in conflict with the planning scheme, and community benefits that may arise from job creation and improved consumer choice for shoppers are not considered sufficient to justify an approval at this location.

The application is recommended for refusal.

