

DETAILED ASSESSMENT REPORT

APPLICATION FOR DEVELOPMENT APPROVAL

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SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Windansea Boardriders Incorporated
Owner:	State of Queensland
Consultant:	RPS Sunshine Coast
Proposal:	Development Permit for Material Change of Use (Club)
Properly Made Date:	7 August 2018
Information Request Date:	18 January 2019
Information Response Received Date:	27 March 2019
Decision Due Date:	3 April 2019
Number of Properly Made Submissions:	330 (19 were opposed to the development, and 311 were supportive of the development)
PROPERTY DETAILS	
Division:	3
Property Address:	Buderim Street, CURRIMUNDI
RP Description:	Lot 708 CG 3862
Land Area:	12.8ha
Existing Use of Land:	Environmental reserve and park
STATUTORY DETAILS	
Planning Scheme:	Sunshine Coast Planning Scheme (11 June 2018)
SEQRP Designation:	Urban Footprint
Strategic Framework Land Use Category:	Urban area
Local Plan Area:	Caloundra local plan area
Zone:	<i>Environmental management and conservation zone</i>
Assessment Type:	Impact

PROPOSAL:

The application seeks approval for a Development Permit for Material Change of Use of Premises (Club) for the Windansea Surf Club.

The application identifies the nature of the activity as follows:

The 'WindanSea Community Clubhouse' is proposed to occupy a small footprint of Lot 708 CG 3862, to the purpose of meeting the operational needs of the long-established board-riders club. Use of the Club will include the storage of competition equipment, hosting club meetings and the administration of Club competitions, along with other activities such as coaching, training and community gatherings.

Under the Sunshine Coast Planning Scheme 2014, the proposal is defined as a *Club*, being:

Premises used by persons associated for social, literary, political, sporting, athletic or other similar purposes for social interaction or entertainment. The use may include the ancillary preparation and service of food and drink.

The building comprises a small timber clad building of approximately 211m² (including an external deck) to be sited within a lease area on public land (State reserve, under Council's control) at the entry to the beach adjacent to the Buderim Street car park.

The site is state owned land under the care and control of Council.

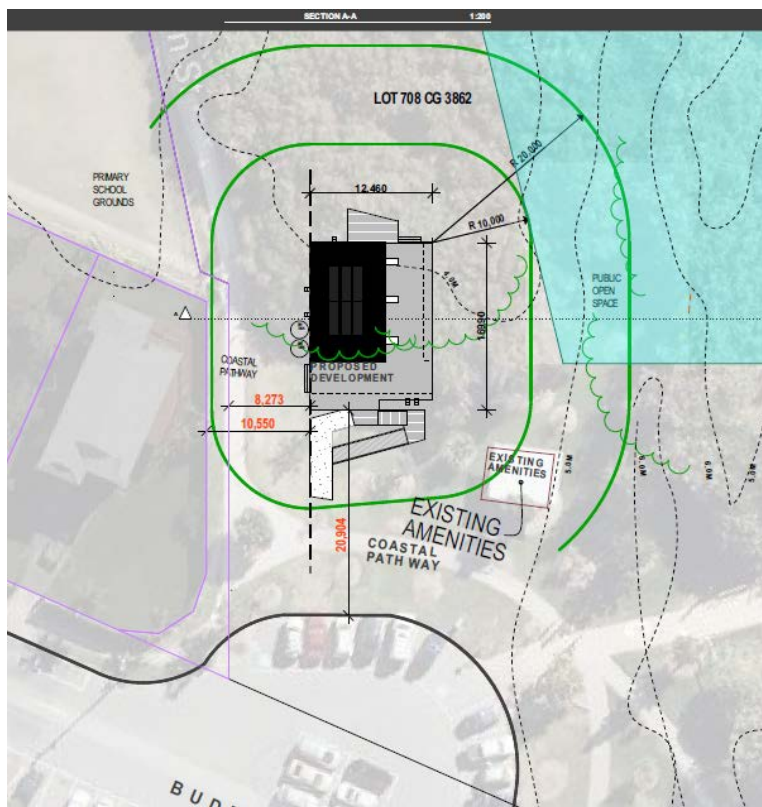


Figure 1: Excerpt from proposed site plan

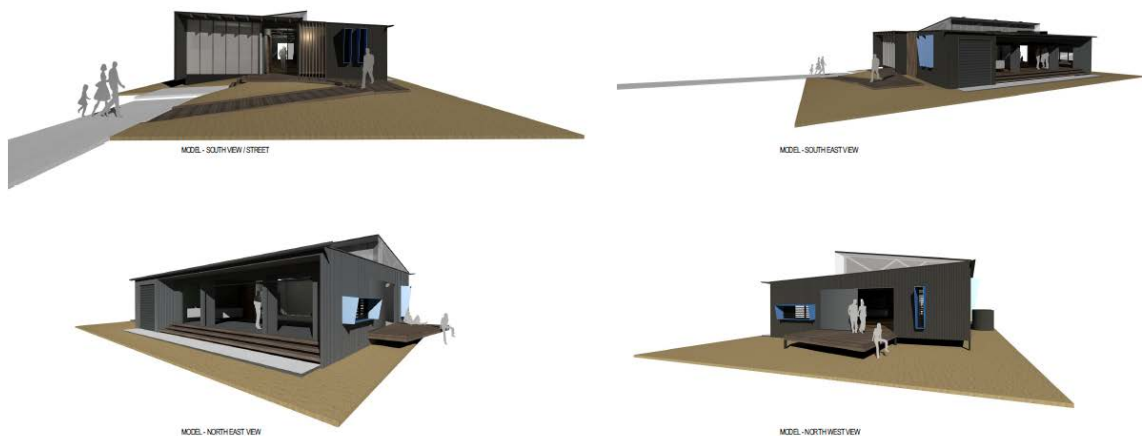


Figure 3: Proposed indicative images

The following table describes the key development parameters for the proposal:

MATERIAL CHANGE OF USE	DEVELOPMENT PARAMETERS	
	Required	Proposed
Gross Floor Area	There are no nominated development parameters in the planning scheme because of the zoning of the site.	178m ²
Building Height/Storeys	8.5 metres	5.36 metres
Setbacks	There are no nominated development parameters in the planning scheme because of the zoning of the site.	8.23m to nearest residential boundary 20.9m to front boundary
Parking	12 car spaces based on 1 space/15m ²	Nil

SITE DETAILS:

Site Features and Location

SITE AND LOCALITY DESCRIPTION	
Land Area:	12.8 hectares with an agreed lease area of around 178m ²
Existing Use of Land:	The site contains a small open park near the amenities building but is mostly vegetated in line with the Environmental Management and Conservation zoning
Road Frontage:	Approximately 50m to Buderim Street road reserve
Significant Site Features:	The site forms part of a significant environmental reserve

Topography:	Generally flat, forming part of the dune system
Surrounding Land Uses:	Residential dwellings and Currimundi State School and Currimundi Special School

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

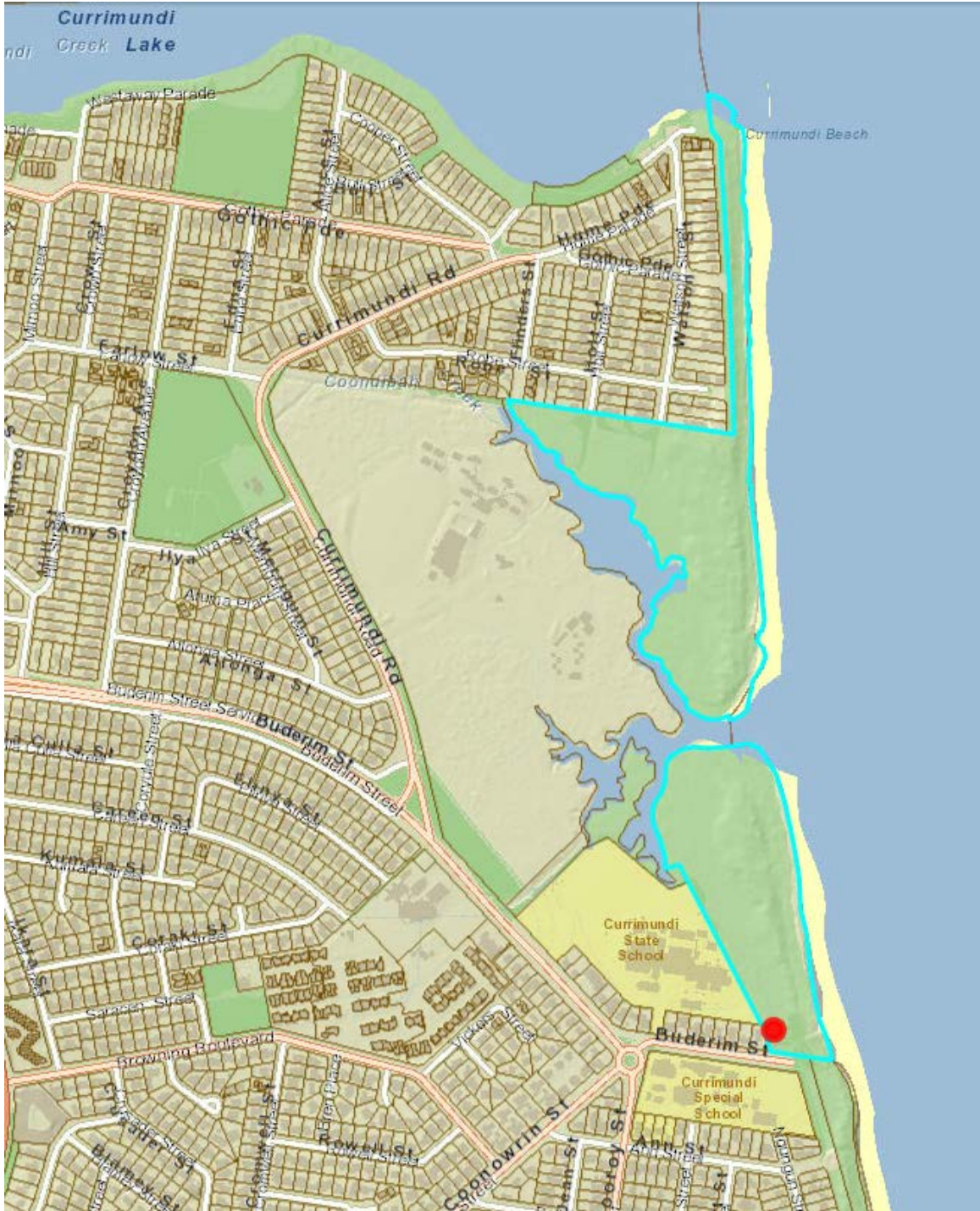


Figure 4: Locality Plan



Figure 5: Aerial Photo

Development History of Site

At Council's Ordinary Meeting of April 2017, Council resolved to support the creation of a lease area for the purposes of siting the future club building (subject to future material change of use application). The proposed building is now the subject of this report.

There is no further history of development approvals over the site.

ASSESSMENT:

Framework for Assessment

Categorising Instruments for Statutory Assessment

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

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

- any variation approval

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

Assessment Benchmarks Related to the *Planning Regulation 2017*

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

These assessment benchmarks are prescribed as being contained in:

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

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

South East Queensland Regional Plan (SEQRP)

The development is located within the Urban Footprint of the SEQRP. Having regard to the SEQRP, the development is consistent with the outcomes expressed and sought to be achieved by the SEQRP.

State Planning Policy (SPP), Part E

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

Notwithstanding, specifically with regard to the SPP for *Natural hazards, risks and resilience – Coastal hazards*, assessment against the state assessment benchmarks has been undertaken by council's Hydraulic Engineer. The *Coastal protection overlay code* of the *Sunshine Coast Planning Scheme 2014* was prepared to be in accordance with the 2013 version of the State Planning Policy. A 2017 version of the State Planning Policy has now been produced and the Coastal protection overlay code is yet to be updated to be entirely in accordance with the 2017 State Planning Policy.

In this case, the development is within the coastal management district and within the declared erosion prone area. Under both the State Planning Policy and Coastal protection overlay code the only way the development can be justified is if it is temporary and able to be abandoned. The nature of the structure is demountable, and this is considered to be sufficient to meet the provisions of the overlay code and the broader SPP provisions.

Assessment Benchmarks Related to the Planning Scheme

The following sections relate to the provisions of the Planning Scheme.

PLANNING SCHEME DETAILS	
Planning Scheme:	Sunshine Coast Planning Scheme (11 June 2018)
Strategic Framework Land Use Category:	Outside the nominated Local Growth Management Boundary
Local Plan Area:	Caloundra local plan area
Zone:	<i>Environmental management and conservation zone</i>
Consistent/Inconsistent Use:	Inconsistent
Applicable Assessment Benchmarks:	The proposal is impact assessable and therefore assessable against the entire <i>Sunshine Coast Planning Scheme 2014</i> .

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

Land Use

The subject site is located outside of the nominated growth management boundaries within the Strategic Framework, but is adjacent to the local growth management boundary (identified in blue in the image below) for the Currimundi area.



Figure 6: Growth Management Boundaries

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

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

The Strategic Framework identifies a number of relevant matters for consideration regarding the growth management boundaries and location of sport and recreation facilities in open space areas such as

Settlement Pattern

- *Growth is contained within defined local growth management boundaries that apply and refine the land use categories in the SEQ Regional Plan. Urban development and rural residential development is contained within local growth management boundaries so as to protect biophysical and landscape values and natural resources, avoid natural hazards, maintain the individuality of communities and provide for the efficient delivery of infrastructure and services.*
- *Outside these areas, rural lands and natural areas are maintained predominantly for their rural enterprise, landscape and environmental values. These areas reinforce the character of the Sunshine Coast as a place with large areas of open space surrounding distinct and separate urban and rural residential areas. The Regional Inter-urban Break preserves the geographic separation between the Sunshine Coast and the greater Brisbane and Caboolture urban area.*

Natural Environment

- *The natural environment is protected and enhanced in a way that maintains and improves biodiversity, ecological processes, habitat and habitat connectivity, landscape character and amenity, economic and community wellbeing, resilience and capacity to evolve and adapt to the predicted impacts of climate change*
- *The largest possible land area is maintained for environmental protection purposes and environmental conditions.*

Community Identity, Character and Social Inclusion

- *Each community is provided with meeting places, community facilities and open space, and sport and recreation opportunities that promote social inclusion and healthy, active living.*
- *Open space and sport and recreation facilities are well located, and designed to encourage healthy, active living and to support the outdoor lifestyle enjoyed by residents and visitors to the Sunshine Coast.*

While the proposed development is suitably located for the WindanSea Boardrider's Club and broadly encourages active living and a healthy lifestyle, the proposed development comprises an urban land use, which is contrary to the Strategic Framework

of the Planning Scheme as it is located outside of the nominated growth management boundaries.

The subject site is located within the *Environmental management and conservation zone*, and a club is an inconsistent use within this zone.

The purpose of the *Environmental management and conservation zone* code is to provide for the protection and rehabilitation of land to maintain biodiversity, ecological processes, coastal processes, water quality, landscape character, scenic amenity, cultural heritage significance and community well-being.

As per the Purpose and overall outcomes of the *Environmental management and conservation zone code*, an inconsistent use is not intended to occur in the zone.

The code does allow for the location of *parks, environmental facilities* and associated activities to be established in the zone, where they:

- Support environmental values and provide for appreciation of environmental values;
- Promote nature based tourism and other low intensity, low key activities that are compatible with and connected to the protection of environmental values and;
- Provide opportunities for recreational pursuits that have a direct connection with, and are consistent with the protection and appreciation of the environmental values.

The planning scheme defines *park* and *environmental facility* as follows:

Park - *Premises accessible to the public generally for free sport, recreation and leisure, and may be used for community events or other community activities. Facilities may include children's playground equipment, informal sports fields and ancillary vehicle parking and other public conveniences*

Environmental facility - *Facilities used for the conservation, interpretation and appreciation of areas of environmental, cultural or heritage value*

While the WindanSea Boardrider's Club has a connection to the beach by the nature of their activities, the club requires paid membership to be a part of the organisation, and therefore would not be considered consistent with the intent of either of the definitions above which are primarily intended to cover free public recreation and environmental management and appreciation opportunities, consistent with the very limited range of small scale and low-key activities that are expected to occur in the zone.

The *Caloundra local plan code* further adds in the purpose and overall outcomes of the code that urban development within the Caloundra local plan area is limited to land within the urban growth management boundary so as to protect the integrity of foreshore and creekside environmental reserves. As noted above, the proposal is located on land outside the growth management boundary.

Additionally, the *Caloundra local plan code* seeks that the significant environmental values of Currimundi Recreation Reserve (located on the same parcel as the subject site) and other local environmental parks and reserves are protected and enhanced. The proposal results in the removal of mapped vegetation, including mapped character

vegetation, and is therefore considered to be inconsistent with the purpose and overall outcomes of the code.

In support of the proposed building location, the application contains the following information:

- *It is the advocacy of WindanSea Surf Club that the intended Club facility use, design and location can appropriately demonstrate that the proposal contributes to the character and identity of the identified land area and the provision of appropriate community facilities in an appropriate location, by improving opportunities for active living, community health and wellbeing. The proposed development is considered to be small scale.*
- *The development will not directly or indirectly increase the severity of coastal erosion either on or off the site. It is important to note that the development involves minimal vegetation removal which will maintain the protective function of landforms and vegetation and will not impact on coastal processes.*
- *The proposed development will not impact any significant views or places of cultural significance.*

Despite the statements noted above from the applicant, the extent of the zoning conflict is significant. The planning need for the land use in this location and the community benefit needs to be strong given these conflicts with the planning scheme.

A clubhouse for the WindanSea Boardrider's Club provides limited broader community benefit as it relates only to those persons who are members of the club and actively participate in surfing activities. Other than the benefits for the club, it has not been demonstrated that the community benefit outweighs the conflicts with the planning scheme.

Therefore, the proposal is considered unable to be justified given the nature of the inconsistency with the prescribed intent for the *Environmental management and conservation zone* of the *Sunshine Coast Planning Scheme 2014*.

Vegetation

The vegetation on site is mapped as an Of Concern Regional Ecosystem and a wetland under the provisions of the *Biodiversity, waterways and wetlands overlay code*.

The applicant has not provided a vegetation management plan showing the total required clearing footprint, instead providing advice that approval of the proposal would result in a native vegetation clearing exemption from the State which allows clearing for a 20m wide firebreak.

As a result of the State referral process, the proposed building has been moved from the location within the original application, to a new location approximately 10 metres west of the mapped vegetation. This change has assisted in reducing vegetation removal within a mapped wetland identified on the biodiversity, waterways and wetlands overlay. However, the revised location still results in impacts on vegetation sufficient to warrant the provision of biodiversity offsets.

Given the extent of vegetation clearing proposed, the proposal is also inconsistent with PO1 and PO3 of the Landscape code, which require that *development provides landscapes that, as far as practicable, retain and protect existing trees, vegetation and topographic features of ecological, recreational, aesthetic and cultural value and development provides for landscapes that contribute to and create a high quality landscape character for the site, street, local area and the Sunshine Coast* (through a number of measures).

The proposal does not include any landscape works to integrate the proposal into the setting or mitigate the effects of the clearing of mapped character vegetation.

The proposal is inconsistent with the Purpose and overall outcomes of the code because:

- the development does not retain, as far as possible, existing vegetation and topographic features for their biodiversity, ecological, wildlife habitat, recreational, aesthetic and cultural values.
- the development will not protect and enhance native flora and fauna, encourage ecological connectivity and mitigate the impact of increased urbanisation.

However, should approval be contemplated, conditions could be applied requiring provision of an accurate vegetation management plan, and provision of biodiversity offsets (through a subsequent Operational Works application) for the extent of vegetation clearing proposed.

Coastal protection

The site is located within the nominated Erosion Prone Area under the *Coastal protection overlay code*. As the nature of the structure is demountable, the proposal complies with the code, despite the development being sited within the erosion prone area.

However, should approval be contemplated, a condition could be applied to comply with the *Coastal protection overlay code*.

Bushfire hazard overlay code

The site is mapped as a medium bushfire hazard and a medium buffer area. The proposal will materially increase the number of people congregating on premises within a potential bushfire hazard area. The applicant has not completed the relevant assessment to confirm the level of bushfire hazard shown on the overlay map, including whether any building protection measures or fire fighting devices are required.

However, should approval be contemplated, this aspect is capable of meeting the provisions of the overlay code subject to the provision of the required information as part of a future operational works application.

Car Parking

The *Transport and parking code* identifies that a club should provide parking at a rate of one space/15m² gross floor area. To comply with this rate, a minimum of 12 spaces would be required for the proposed use under the provisions of the code.

The application does not propose to provide any car parking for the use, but seeks to use the existing public car parking in the road network in proximity to the site. In support of this position, the applicant provided a Traffic and Parking Report which assesses the likely demand of the facility at 20 car parking spaces (maximum). The report includes a survey of parking demands on Buderim Street between 22 February 2018 and 11 March 2018. The report indicates that there were parking vacancies during this period. The report concludes that based on the proposed use the existing parking will be able to accommodate the additional demand without unreasonably imposing on residents who gain access to their houses from Buderim Street, the school, or the wider public who use the spaces when visiting the beach.

Regardless of the conclusions of the Traffic and Parking Report, by relying on existing public car parking spaces, the application is inconsistent with PO3 of the *Transport and parking code* which requires provision of on-site car parking for the demand anticipated to be generated by the development (20 spaces by the applicant's report). It is noted that the corresponding Acceptable Outcome AO3.1 provides that if a development is physically unable to provide the required number of parking spaces on site, the ability exists for the developer to enter into an infrastructure agreement with Council which provides contributions in lieu of unsupplied parking spaces. The applicant has not proposed an infrastructure agreement in lieu of the required spaces, noting in the parking assessment that:

Due to the 'community nature' of the proposed development and the survey information regarding on-street availability and demands, the 'normal' maximum parking demands generated by the development will be able to be accommodated in on-street locations on Buderim Street, without unreasonably imposing on the availability of parking for residents and local schools. The report further confirmed that traffic movements to and from the development will be 'modest' in traffic engineering terms and consistent with traffic volume limits for residential streets.

Accordingly, it is not considered necessary that any additional car parking be proposed, further to that presently existing within the road reserve".

The application does not meet PO3 of the *Transport and parking code* is fundamental and also causes the development to fail Overall Outcome (d) of the code which states that:

Development provides for on-site parking, access, circulation and servicing areas that are safe, convenient and meet the reasonable requirements of the development.

One parking bay for a waste collection vehicle, two motorcycle spaces and 4 bicycle spaces are also required to be provided by the code. These facilities are not provided, and the application proposes waste collection via wheelie bins to be placed on the kerb for normal weekly collection. The proposal is therefore inconsistent with PO5, PO6 and PO14 of the *Transport and parking code*.

A further point to note is that Council's public reserves and public parking areas will face increasing pressure into the future as Council seeks to meet the growth targets of the South East Queensland Regional Plan 2017. It is likely that public usage of the parking facilities in proximity to the site will increase in the short to medium term as a result of residents from nearby residential developments seeking beachside recreational opportunities.

Nuisance to neighbouring properties

The proposed building is located approximately 12 metres from the closest residential dwelling house. Given the proximity of the dwelling to the proposed club, it is likely that nuisance noise emissions from the development could adversely impact on the adjacent residential dwelling.

The applicant has not identified the proposed hours of operation for the building, despite a request to clarify the proposed hours of operation for the facility, including proposed day time and night time use and provision of an acoustic assessment if night time use was proposed. Instead, the applicant has stated that

where those activities do not include any amplified music or the like, it should be considered reasonable that such regular activities should be concluded by 10:00pm on any day of the week.

Therefore, it is uncertain whether the proposal could meet the requirements if after hours use was proposed in regards to potential impacts on the residential dwelling.

However, should approval be contemplated, conditions would be required to be applied to control the hours of operation and the use of amplified music and the like to day time use only, to ensure compliance with the overall outcomes of the Nuisance Code.

CONSULTATION:

Referral Agencies

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

Department of State Development, Manufacturing, Infrastructure and Planning (SARA)

The department is a concurrence agency for Clearing Native Vegetation matters. The department responded by letter dated 16 February 2019 and provided conditions of approval which included referencing a revised location for the proposed building.

Internal Referrals

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

- Urban Designer, Development Services Branch, Customer Engagement and Planning Services Group

- Principal Development Engineer, Development Services Branch, Customer Engagement and Planning Services Group
- Principal Development Engineer (Hydraulics), Development Services Branch, Customer Engagement and Planning Services Group
- Environment Officer, Development Services Branch, Customer Engagement and Planning Services Group
- Landscape Officer, Development Services Branch, Customer Engagement and Planning Services Group

Furthermore, internal referral of the application was undertaken to the following:

- Coordinator, Coastal Constructed Waterbodies and Planning, Environmental Operations Branch, Liveability and Natural Assets Group
- Senior Open Space and Recreation Planner, Environment and Sustainability Policy Branch, Liveability and Natural Assets Group
- Senior Property Officer, Property Management Branch, Business Performance Group
- Parks and Gardens Branch, Built Infrastructure Group

The comments received from the above teams are generally consistent with the concerns raised in the previous Council Ordinary Meeting report of April 2017 (attached to this report as Attachment 4).

- *There is concern on the level of detail expected on the building, land etc. when, 'in principle', the overall proposition to build on the foreshore conflicts dramatically with Council's endorsed planning scheme, strategies and policies (1st principle).*
- *The proposal is not considered to be consistent with **Council's Coastal Management Policy (Public Lands) 2014** – it does not align with key policy positions 7.1.1 and 7.3.1. It is suggested that the proposal requires detailed information about how the proposed infrastructure will provide a significant public benefit and protect and enhance natural coastal values*
- ***Shoreline Erosion Management Plan 2014** – The footprint of the structure is identified as being within the current climate design erosion prone area, i.e. the development would be exposed to the current design storm erosion and would from its inception be subject to erosion protection planning requirements.*
- ***Coastal Protection and Management Act 1995** – The site is located within the State Declared Erosion Prone Area with an identified 'high' storm tide inundation risk. It is suggested that the proposal should address the proposed location and development type.*
- ***Sunshine Coast Biodiversity Strategy 2010-2020** – The Biodiversity Strategy seeks to protect and enhance the region's biodiversity values, which includes coastal dunal vegetation and to maintain and improve the health of our natural areas. In the event the proposal is supported and vegetation is removed, offsetting measures should be incorporated to mitigate any vegetation/habitat loss.*
- ***Sunshine Coast Planning Scheme 2014** - Development impacts on ecologically important areas as identified by the Biodiversity, Waterways and Wetland Overlay*

Map will need to address the Biodiversity, waterways and wetland overlay code and the Vegetation Management Code. It should be noted that this does not take into account any potential offsetting requirements under the state's legislation. The Sunshine Coast Planning Scheme 2014 incorporates the State Planning Policy requirements with respect to the coastal environment, and coastal hazards and development location and type and these elements would be considered as part of a development application process.

- **Open Space Strategy 2011** – *The revised WindanSea proposal provides commentary about addressing open space related policies. However, some of these points are not adequately demonstrated or evidenced in the revised document – e.g. loss of public open space and impacts on park amenity, impact on use of the site by the wider community and function of the area for recreation, impact on existing native vegetation, loss of public car parking, management of the site drainage, ongoing maintenance and operation of the building and facilities.*
- *Future revised plans for development of the site should clearly illustrate all elements required to build and operate the clubhouse, including anticipated visitation/usage numbers and types (club and hire usage), vehicle access to the clubhouse (maintenance etc.), how the proposal will address increased parking demands, impacts on pedestrian access to the Coastal Path and beach access, extent of clearing and site disturbance and a result of construction and ongoing operations, how the development will manage and adapt to growth and changing needs over time.*
- *In consideration of the impacts on the environment, open space and existing community use of Ballinger Beach Park, the Club and Council should investigate land more suitable for development of this community facility, or consider purchasing some freehold land for development of the clubhouse.*
- *The site impacted is a State Reserve for Recreation under Council's control as Trustee. As such, and being within the Coastal Management District, the Department of Natural Resources and Mines must be included in the consideration of the proposal (and in the assessment of the development application/s required).*
- *The proposal is close to a public amenities building. Public access to the amenities building must not be compromised, nor should reliability on the availability of the public amenities be a consideration of the proposed building (the two assets stand alone).*
- *Concerns regarding setting a precedent of 'like' groups (e.g. kite surfers, paddle boarders, etc.) wanting use/tenure/constructed asset of/on coastline/foreshore which is a finite resource with competitive uses.*
- *The consideration of the appropriate structure is a complex and detailed task. Council requests a reservation of its rights to further discuss detailed siting and building designs/plans should the request be supported.*

Comments received from officers that identified why the proposal should be supported are documented below.

- *To support this proposal, the WindanSea Boardriders Club have engaged extensively with the local community including community groups and schools and already has a commitment of in-kind labour and resources of over \$100,000.00 from local businesses. The club, through advice provided by council*

staff, have also investigated a number of alternative locations and have found these to be unsuitable for club activities due to accessibility and capacity issues.

- In terms of sporting trends, Surfing Australia estimates there are 2.2 million surfers in Australia. As a result of surfing's appeal into the broader market and its inclusion into the 2020 Olympic Games, the sport has experienced increased demand for club based facilities in close proximity to coastal areas and in particular, high quality surf breaks. The local surf break at the end of Buderim Steet, Currimundi is well renowned as one of the Sunshine Coast's best and most popular surfing locations.
- Within a regional context, due to year round water access and a variety of quality surf experiences/locations, surfing clubs located on the Sunshine Coast have seen a notable rise in membership. This increased demand on clubs has placed pressure on committees to provide facilities expected by their membership. There is an expectation that most surfing clubs provide multi-use spaces that can cater for coaching, competitions, administration, meetings and storage.
- the proposal aligns with the Sunshine Coast Sport and Active Recreation Plan 2011-2026.

Public Notification

The application was publicly notified for 15 days between 21 November and 12 December 2018 in accordance with the requirements of the *Planning Act 2016*. A total of 397 submissions were received, of which 330 were determined to be 'properly made' in accordance with the *Planning Act 2016*.

Of the properly made submissions, 19 were opposed to the development, and 311 are supportive of the development.

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

ISSUES	COMMENTS
<p><u>For</u></p> <ul style="list-style-type: none"> • The proposal would be a good community use (through supporting other local clubs or schools in addition to the Windansea Boardriders club, including disabled surfers for example); • The proposal would support surfing culture which is important to the region; • The Windansea club needs permanent facilities; • The proposal promotes physical activity; 	<p>It is not agreed that the proposal has sufficient merit to overcome the inconsistencies with the Sunshine Coast Planning Scheme 2014 in terms of the fundamental zoning conflict and the non-compliances with the Strategic Framework as well as the purpose and overall outcomes of the Environmental management and conservation zone code, Caloundra Local plan code, Transport and parking code, and Landscape code.</p> <p>A clubhouse for the WindanSea Boardrider's Club provides limited broader community benefit as it relates only to those persons who are members of the club and actively participate in surfing activities. Other than</p>

<ul style="list-style-type: none"> • The design is aesthetically pleasing and low impact. 	<p>the benefits for the club, it has not been demonstrated that the community benefit outweighs the conflicts with the planning scheme.</p>
<p><u>Against</u></p> <ul style="list-style-type: none"> • Use of public land for a private purpose; • Inconsistency with the <i>Environmental management and conservation zone code</i>; • Amenity concerns including noise and disruption to adjoining and nearby residences; • Disruption to other park users, e.g. dog walkers and regular beach goers; • The facility is not necessary as there are other bonafide community facilities (halls and the like) in the vicinity which could be used by the club; • Approval of the proposal would set a precedent for allowing private development of public land; • Lack of parking provided for the proposal, reliance on public parking; • The facility would only be used by a small segment of the community – it is not a true community use. • The proposal clears native vegetation and could contribute to coastal erosion. 	<p>Assessment by planning officers is largely consistent with the matters raised in the submissions against the proposed development.</p>

CONCLUSION:

The proposed development does not comply with, nor can it be conditioned to comply with, the requirements of the Sunshine Coast Planning Scheme 2014, in particular the provisions of the Strategic Framework, *Environmental management and conservation zone*, *Caloundra local plan code*, *Transport and parking code* and the *Landscape code*. The application has not provided sufficient justification to overcome the inconsistency with the planning scheme and is considered unable to be justified given the overarching zoning provisions of the scheme.

The application is therefore recommended for refusal.