

Pre-Lodgement Meeting Advice



COUNCIL REFERENCE: CRID533313

ADDRESS OF PROPERTY 58-68 Delancey Street Ormiston QLD 4160

PROPOSED USE Mixed Development

DATE/TIME OF MEETING 18/06/2020 10.30am – 11.30am

VENUE Redlands Performing Arts Centre (RPAC)

ATTENDEES:

Council Representatives	External Representatives (Name / Company)
Charlotte Hughes (A/Service Manager)	Cleveland Rural Pty Ltd
Michael Anderson (A/Principal Planner)	Stephen Lambourne
Juan Pardo Cortes (Assessment Engineer)	Michael Choi
Sara Jensen (Environmental Assessment Officer)	Warren Pryde
Simon Shaw (Senior Advisor Strategic Partnerships)	Mortons Urban Solutions - Gavin Johnson (Town Planner)
Noreen Orticio (A/Service Manager Strategic Economic Development)	

Proposal

An application for a preliminary approval/variation request that seeks to permit a mixed use development to be called “Hub 68 Centre of Excellence – Aging and Wellness.” A site specific code is proposed that will nominate development controls and to be generally modelled on the specialised centre zone and including additional assessment provisions. A maximum height of 8 storeys is proposed. Estimates of the scale of the development are:

- Private hospital 220 beds + 9 theatres GFA 18,000m²
- Day surgery GFA 1,200m² included in the private hospital
- Medical specialist suits GFA 5,000m²
- Child care centre 150 places GFA 2,000m²
- Specialist retail (pharmacy, florist, food etc) GFA 2,000m²
- Research institute GFA 5,000m²
- Independent living units and ancillary facilities 250 units GFA 30,000m²
- Community hub GFA 2,000m²
- Aged care GFA 10,000m²

The following plans were submitted in support of the pre-lodgment request material:

- Drawing 37801_SK005 Amend A – Site analysis plan (Aerial)
- Drawing 37801_SK005 Amend A – Site analysis plan

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An extract of the site analysis plan (aerial) is provided below in **Figure 1**:



Figure 1: Extract from Site analysis plan (aerial)

At the meeting an Economic needs assessment report was discussed however has not been submitted to Council as part of the pre-lodgement and has not been reviewed. Likewise a conceptual structure plan illustrating building setbacks and buffer areas was displayed however has not been submitted to Council.

The applicant identified the following questions to be addressed in the pre-lodgement meeting:

- General comments on the proposal and conflict with the existing zones;
- Proposed application type;
- Relationship of the proposal with the Redlands health and Wellness Precinct
- Site access over Council owned access restriction strip (owner's consent for the application);
- Vehicular access to Delancey Street;
- Built form;
- Adjoining residential properties – addressing potential amenity impacts; and
- Reports required to support.

City Plan

The property is contained within a split zone of low impact industry and recreation and open space zone within City Plan (v4.0) with the followings overlays applying to the site:

- Bushfire hazard overlay
- Environmental significance overlay
- Landslide hazard overlay
- Transport noise corridor
- Waterway corridors and wetlands overlay

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The level of assessment for the proposed uses would be impact assessable and therefore assessable against the entire City Plan.

SEQ Regional Plan

The subject site is located within the urban footprint within the SEQ Regional Plan.

The existing Redland hospital site is identified as an individual knowledge and technology precinct (Health – K25) in the SEQ Regional Plan, which is planned to contain a core of high level health, education, research or similar facilities and will provide opportunities for complementary and ancillary services to develop in the area over time.

ISSUES:

As identified above, the customer has raised a number of specific questions and these were discussed at the meeting. These questions are discussed under the key issues identified as follows:

- Conflict with City Plan
- Application type
- Site access and owners consent
- Built form
- Reports to support

Conflict with City Plan

In accordance with s45 (5) of the *Planning Act 2016* an impact assessment is an assessment that must be carried out against the assessment benchmarks in a categorising instrument (City Plan) and may be carried out against, or having regard to, any other relevant matter. As an impact assessable development application any preliminary approval for a material change of use and variation request would be assessable against the entire City Plan, including the strategic framework for the city.

The range of uses proposed are generally inconsistent with the purpose of the recreation and open space and the low impact industry zone. It will therefore be necessary to demonstrate:

- How the proposed development addresses the strategic framework of City Plan and particularly the strategic intent for economic growth (3.2.3) within the City, including the centres hierarchy and the specialised centre zone already identified for a hospital, where specialist and general health services, health based education and training and related activities will cluster.
- Whether regard should also be had to any other relevant matter, such as a planning need, to demonstrate that the proposal would be a superior outcome to that sought by the City Plan.
- That the alternative location for health care services and medical research uses proposed will still result in a well-functioning hospital precinct at Weippen Street and will not detract from the vitality and enhancement of the Cleveland CBD.
- How these uses will interact with the hospital and other health care services currently being

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- provided in the hospital precinct and the Cleveland CBD.
- Whether the proposal intends to compete with the future hospital precinct or complement the precinct and the CBD; and describe how.
 - Why a use of the scale proposed, which potentially may meet a City wide need, should not be located within the higher order centres such as Cleveland or Capalaba (Principal) as identified within the Centres hierarchy at section 3.4.1.2.
 - That the loss of industrial and recreational and open space zoned land would not result in a shortage of these land uses within the City.

At the meeting an Economic Needs assessment which addresses the need for the listed facilities was described and it was stated that there is a need for such facilities within the Redlands. It was verbally indicated that an Economic Needs assessment, which focussed not only on need and demand but also supply for such development had been completed. It was also indicated that the report addressed the loss of industrial and recreational/open space by virtue of development of recreation and industrial zoned land within the City. This was not submitted as part of the pre-lodgement material and has not been reviewed.

Officers confirmed that given the inconsistency of the proposed uses with City Plan it would be necessary for the assessment to address not only economic need but also supply of land suitable for hospital based uses, especially given that City Plan identifies a specialised centre zone focussed around the existing Redland Hospital site. Officers noted that this site was also identified as an individual knowledge and technology precinct in the SEQ Regional Plan.

An economic supply and demand analysis of the child care, aged care and specialist retail is also required for Council to consider these uses, which are also not anticipated in the LII and ROS zones.

Application type

There are 3 potential options:

- (1) Material change of use for preliminary approval/variation request
- (2) Material change of use (MCU) for development permit
- (3) Planning scheme amendment to change zoning followed by option 1 or 2.

At the meeting Option 1 was discussed by the applicant as being the preferred option. While a preliminary approval can approve a concept design; sufficient information will need to be provided to Council to demonstrate the proposed built form outcomes, appropriate setbacks to address impacts on amenity/buffers requirements, access and parking; and to inform the codes which would be applicable under the proposed variation request.

Site access and owners consent

- Site access over Council owned access restriction strip is proposed (requiring owner's consent to lodge the application).
- It was advised that a request for owners consent had been lodged with Graham Simpson.
- Council officers advised they will follow this up with Graham Simpson.
- Providing owners consent to the lodgement of an application does not mean Council consents to an access in this location. Ultimately – the suitability of an access onto the State controlled

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road lies within the jurisdiction of the State, which will be assessed as part of the development application.

- It was however advised that the developer undertake pre-lodgement discussions with TMR regarding access from the State-controlled Finucane Road, prior to lodging a future application with Council.

Built form

- 8 storey maximum building height proposed. Height controls in LII and ROS zone codes are for 8.5m where adjoining low density residential (LDR) zoned land.
- Development height should provide a sensitive transition from low-rise buildings to the edge of the site to higher buildings central to the site.
- The site is a gateway site to Cleveland and is prominent given its location on a hill, therefore building height is particularly sensitive and further information will need to be provided to demonstrate the proposed building height is acceptable.
- The visual appeal and articulation of the built form when viewed from Finucane Road is also of importance. The development should avoid having unsightly components such as the underside of the building, back of house, service or loading areas visible from Finucane Road. Landscaping would be a key component to the site design to soften, and relate to the scale of, the built form. Streetscape perspectives, along with landscaping plans, will be important in the assessment of the application.

Amenity impacts

The site directly adjoins LDR zone land to the north. Residential amenity is paramount and there have been previous noise complaints from residents for the previous rural press use. Development should provide a suitable buffer to the LDR zoned land that includes a combination of landscaping and separation distance. Height controls have been considered previously, and should provide a transition in heights from north to south.

Noise, air quality and lighting reports will be required (refer following section).

Supporting reports

Reports required to support the application are identified below:

- An Economic Supply and Demand Study which address the points highlighted above and which demonstrates a planning need for the development, in that location.
- Bushfire hazard report – the western extent of the ROS zoned land is mapped as a potential impact buffer. PO1 of the bushfire hazard overlay code states:

*“Development involving the accommodation or congregation of vulnerable sectors of the community such as **childcare centres**, community care centres, educational establishments, detention facilities, **hospitals**, rooming accommodation, **retirement facilities** or residential care facilities, is not located on land subject to bushfire hazard, unless there is an overriding community need or the development is located in the specialised centre zone.”*

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- Lighting amenity given 24 hour operation – demonstrate that lighting will not impact on the residential amenity of the adjoining lots. Consider as part of planning report (vegetative buffer, all outdoor lighting directed down, shields installed...etc.). Advise providing a lighting plan with the MCU application.
- Air quality report, prepared by a suitably qualified person, detailing the predicted odour and air quality impacts from the proposed use upon surrounding land uses. The report must demonstrate that air quality will be not be adversely impacted and an odour nuisance will not be experienced by surrounding sensitive receptors.

The report is to include, but not limited to:

- methodology and criteria applicable to the development. Please note that calculations should be based on worst case scenario.
- all relevant operations including [waste storage, processing and effluent disposal]
- topography and prevailing winds (including the use of meteorological data programs such as TAPM)
- proximity of sensitive receptors
- control measures to be employed at the proposed development to achieved satisfactory emission levels and air quality objectives. Please note: where control measures involve structural works, plans must be provided indicating proposed works.

For further guidance on how to draft an air quality report, refer to the Redland City Plan Policy 6 – Environmental Emissions.

- Noise report to demonstrate the proposed development minimises impacts associated with noise emissions. The assessment must provide information which includes, but not limited to:
 - methodology and criteria in accordance with the relevant zone code.
 - location of existing and proposed residential dwellings and other sensitive receptors
 - proposed operational hours, site operations and activities
 - outdoor dining facilities, amplified entertainment and recreational areas
 - vehicles, car parking, service vehicle activities and loading bays
 - refrigeration equipment, pumps, compressors, mechanical ventilation equipment, vents and other applicable items of plant
 - any recommendations to ameliorate identified noise impacts.

For further information on how to draft an acoustic assessment, refer to the Redlands *City Plan Policy 6 – Environmental Emissions*.

- Traffic impact assessment.
- Stormwater report that address both quantity and quality.
- Waste management report. Consider both general and clinical waste and waste collection storage area and waste vehicle collection access located with residential amenity in mind.

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- Sewer and water reports including network capacity analysis.
- Visual impact assessment/architectural report of built form – given visual prominence and gateway location consider 3D building envelope and/or supporting analysis.

Other matters

- Mapped vegetation on the western part of the ROS zoned land includes mapped vegetation under the environmental significance overlay as MLES and MSES. Development should avoid, minimise or mitigate impacts on the mapped vegetation.
- The site does not contain any mapped koala habitat therefore the development would not constitute prohibited development under schedule 10 part 10 of the Planning Regulation. Part 2 of Schedule 11 is not applicable given the land does not include a koala habitat area.
- Landslide – the central part of the site is mapped as low landslide hazard. Address PO1 to PO6 of the landslide hazard overlay code. Planning Scheme Policy (PSP) 4 provides guidance of the level of reporting required to address PO1.
- Waterways corridors and wetlands – the north-west corner of the site is mapped as under the overlay. Maintain an appropriate buffer to the mapped area.

FURTHER ADVICE:

- **Cultural Heritage**

Please be aware that should any aboriginal, archaeological or historic sites, items or places be identified, located or exposed during the course of construction or operation of a development, the *Aboriginal and Cultural Heritage Act 2003* requires all activities to cease. For indigenous cultural heritage, contact the Department of Environment and Heritage Protection.
- **Transport Noise Corridors**

The State Planning Policy Interactive Mapping System identifies that the proposed development site is located within a designated Transport Noise Corridor. Future development located within these areas must comply with the requirements of the *Queensland Development Code MP 4.4 – Buildings in a transport Noise Corridor*. For further information please visit the Queensland Government website <http://www.hpw.qld.gov.au/construction/buildingplumbing/building/transportnoisecorridors/Pages/default.aspx>
- **Release of Water Contaminants**

Please be aware that prescribed water contaminants must not be released to waters, a roadside gutter, stormwater drainage or into another place so that contaminants could reasonably be expected to move into these areas. Refer to the *Environmental Protection Act 1994* for further information on the release of prescribed water contaminants.
Please note this includes but is not limited to: waste water from vehicle & truck wash bays.
- **Contaminated Land**

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Council's *Red E Map* system identifies that the proposed development site may have potential contaminated land. It is recommended that the appropriate investigation and potential testing of the site is undertaken prior to construction work to ensure its suitability for residential development. For further information on contaminated land visit the Queensland Government website: <https://www.qld.gov.au/environment/pollution/management/contaminated-land/>

Disclaimer

The aim of this Pre-Lodgement meeting is to provide initial advice on likely significant issues relevant to a development proposal to assist in the timely processing of applications. It is not intended to replace an in-depth investigation normally associated with the formal assessment of an application and possible need to consider any public submissions received as part of that assessment. While the advice is given in good faith, it in no way binds a decision by the Council.

Signed: **Council Coordinator**

A handwritten signature in blue ink that reads "C. Hughes".

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