

1 APPLICATION SUMMARY

Application information	
Address	25 - 27 Vista Street, 2959 Gold Coast Highway, SURFERS PARADISE QLD 4217
Lot and plan	Lot 2 RP48704, Lot 205 RP21845, Lot 6 SP243229
Site area	1231m ²
Type of development and proposed use	Development permit for a Material change of use for Multiple dwelling (25 units), Short-term accommodation (75 units), Food and drink outlet and Shop (neighbourhood store)
Categories of development and assessment	Code assessment
Properly made date	13 January 2026
Decision due date	28 September 2026
Applicant and Applicant's consultancy team	Baharr Pty Ltd – Applicant Studio Snell Architects – Architecture Urban Planning Services (UPS) – Town Planning Durie Design – Landscape Architecture Pekol Traffic & Transport (PTT) - Traffic Engineer EDGE Consulting Engineers - Civil Engineer & Hydraulic Engineer Acoustic Works – Acoustic Engineer Rhodium – Solid Waste Consultant RDWI – Wind Consultant
Owner details	Baharr Pty Ltd
City Plan version	Version 12
Zone / Precinct	High density residential zone
Overlays	Acid sulfate soils overlay code Airport environs overlay code Coastal erosion hazard overlay code Residential density overlay Light rail urban renewal area overlay code
Submissions	Not applicable

Referral agencies	Concurrency agency – State Assessment Referral Agency (SARA) <i>Reference: 2601-50424-SRA</i>
Officer's recommendation	Approval, with conditions

2 PROPOSAL

The purpose of this report is to assess an application for a Development permit for a Material change of use to establish Multiple dwelling (25 units), Short-term accommodation (75 units), Food and drink outlet and Shop (neighbourhood store) at 25-27 Vista Street and 2959 Surfers Paradise Boulevard, Surfers Paradise.

The City Plan defines the proposed land uses as follows:

Multiple dwelling

A residential use of premises involving three or more dwellings, whether attached or detached, for separate households

Short-term accommodation

- a. *The use of premises for:*
 - i. *providing accommodation of less than three consecutive months to tourists or travellers; or*
 - ii. *a manager's residence, office, or recreation facilities for the exclusive use of guests, if the use is ancillary to the use in (i); but*
- b. *does not include a hotel, nature-based tourism, resort complex or tourist park.*

Food and drink outlet

The use of premises for:

- a. *preparing and selling food and drink for consumption on or off the premises; or*
- b. *providing liquor for consumption on the premises, if the use is ancillary to the use in (a).*

Shop (neighbourhood store)

The use of premises for:

- a. *displaying, selling or hiring goods; or*
- b. *providing personal services or betting to the public.*

Table 5.5.3 of the City Plan categorises the land use as subject to Code assessment.

2.1 Brief description of proposed development

The development proposes a mix of permanent and short-term residential units, in addition to 2 x commercial tenancies at ground level. The development key details of the proposal are outlined in the table below:

Development Summary

Site area	1,231m2				
Height	30 storeys / 99.5m Podium: 3 storeys / 10.7m				
Setbacks		North	East	West (Surfers Paradise Blvd)	South (Vista St)
	Ground	0 – 1m	0m	0 – 1.4m	0 – 2.2m
	Level 1 - 3	1 – 2m	2m	0 – 1.4m	0.3 - 2.2m
	Level 4 - 28	3 – 4.7m	3 – 4.8m	3 – 4.6m	0.8 - 2.2m
Site cover	Podium – 85% Typical Tower – 48%				
Yield	100 units (94 x 2-bedroom, 6 x 3-bedroom) 75 Short term accommodation 25 Multiple dwelling				
Density	1 bedroom per 5.9m ²				
Communal space	650m ² located on level 3 Gym, BBQ area, pool, sauna and lounge/dining opportunities for the residents to utilise.				
Private open space	9 – 28m ²				
Commercial GFA	2 tenancies: Food and Drink Outlet: 116m ² Shop (Neighbourhood Store): 23m ²				
Car parking	44 car parking spaces provided Required (37 spaces)				
	LAND USE SCALE RATE REQUIREMENT				
	Long-Term Resident Parking				
	Multiple Dwelling	25 units	1.0 space per unit		25.0 spaces
	Short-term Accom.	75 units	1.0 spaces per 4 units		19.0 spaces
	less 5 spaces per car share space				-10.0 spaces
	Less 1 space per two M/C spaces				-2.5 spaces
	Total Resident Parking				31.5 spaces
	Short-term Parking				
	Resident Visitors	25 units	1 space per 10 multiple dwelling units		3.0 spaces
	Food and Drink	120m ² TUA	1.0 space / 100m ² TUA		2.0 spaces
Total Short-Term Parking				5.0 spaces	
Bicycle parking	6 x visitor 22 x resident				
Waste management	Commercial: 1,100L waste bin & 1,100L recycling bin Residential: 2 x 2,000L waste bin & 2 x 2,000L recycling bin				
Stormwater	Quality: 3x Full height Atlan filter cartridges				

management	Quantity: 19.26m ³ detention tank
Wind mitigation	— 1.4 m perimeter screen (Levels 14 to 28) — Full-height screen - maximum porosity of 50% (all Levels) 
Acoustic attenuation	 Ground Level 1 Solid Wall from Slab to Soffit 1.2m Solid Balustrade

The following drawings identifies the proposed development.

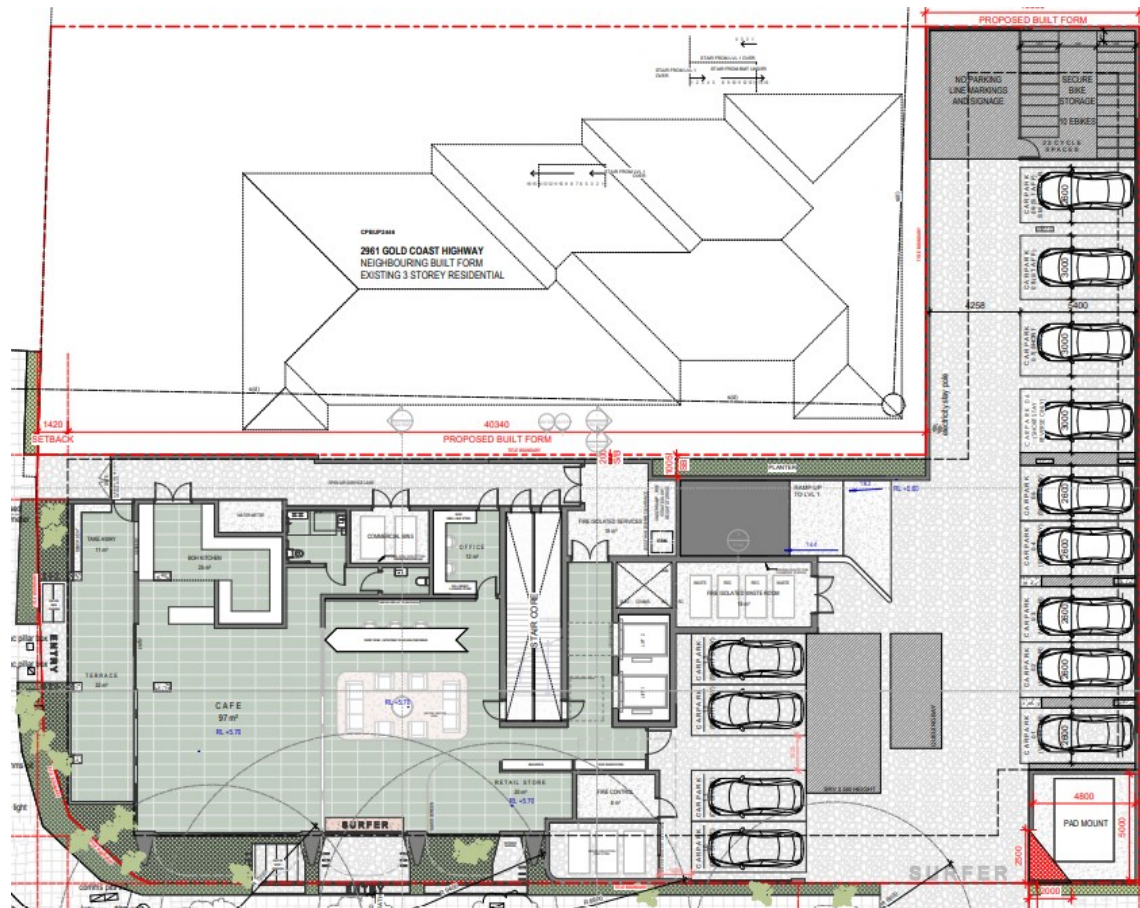


Figure 1: Proposed ground floor (source: Studio Snell)

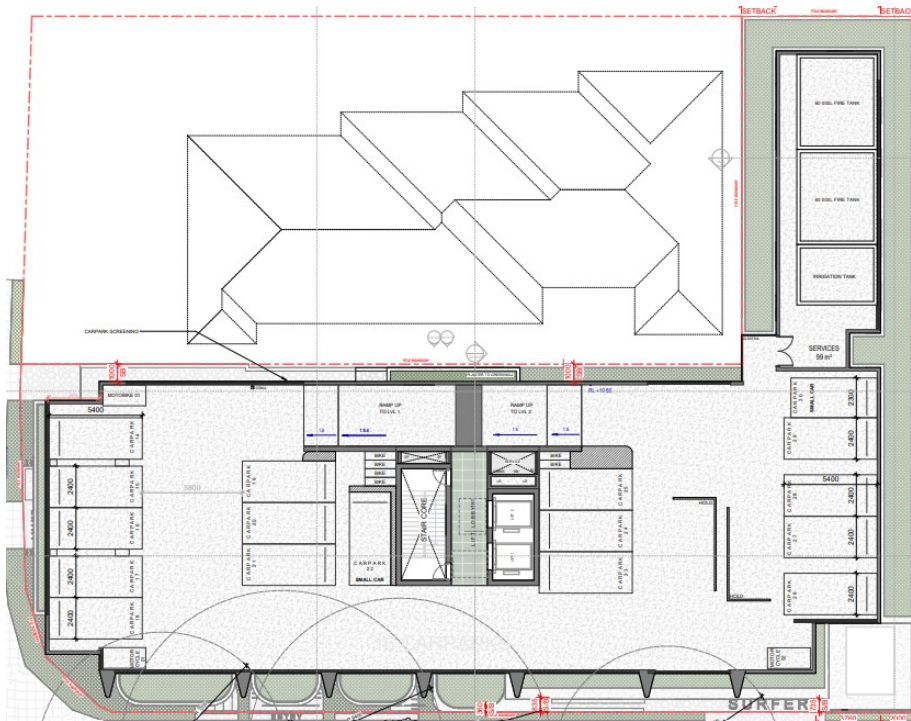


Figure 2: Proposed level 1 (source: Studio Snell)

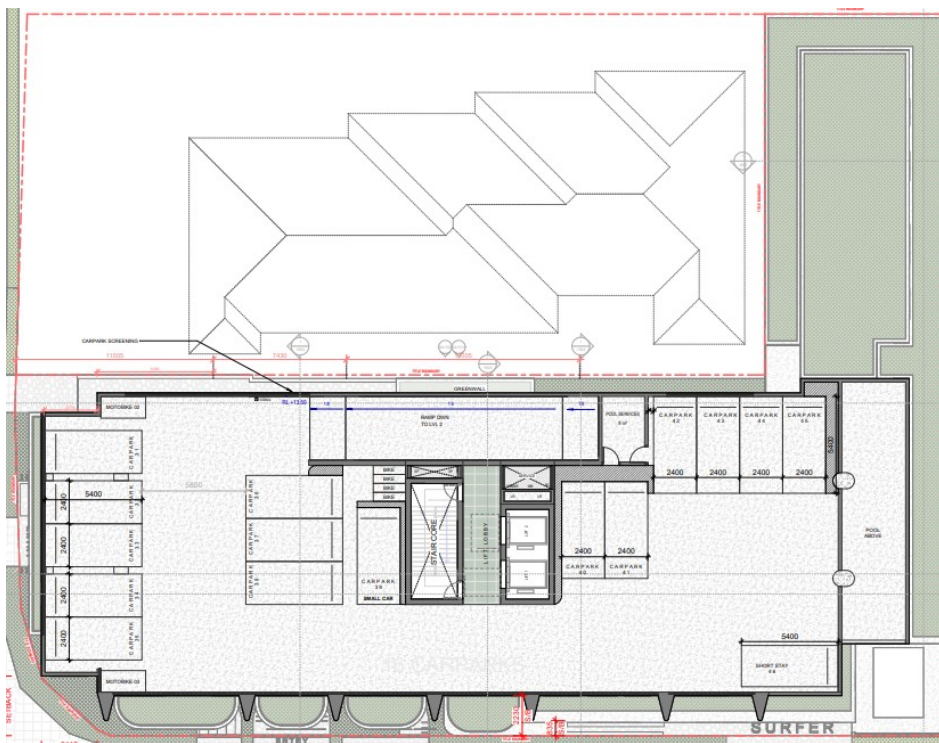


Figure 3: Proposed level 2 (source: Studio Snell)

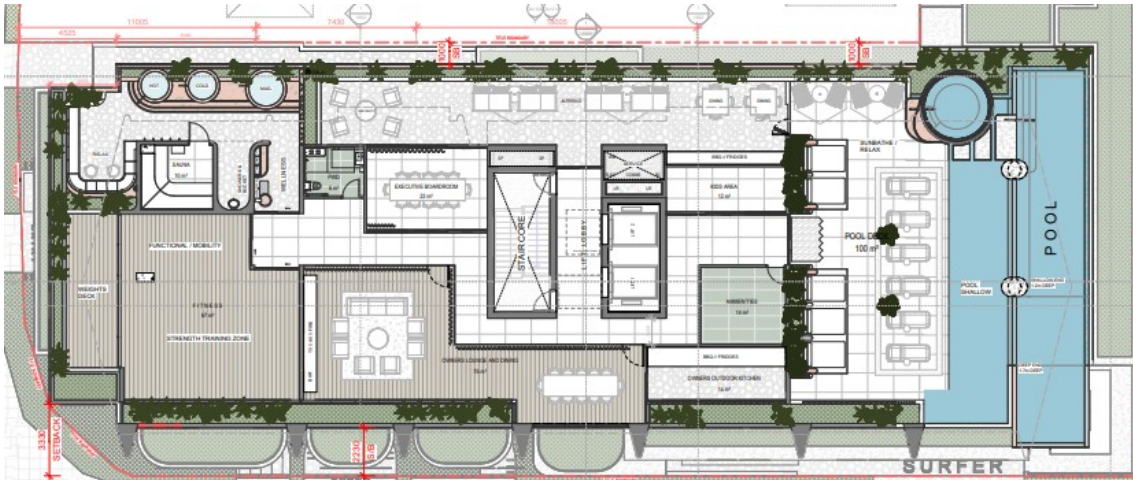


Figure 4: Proposed level 3 (source: Studio Snell)

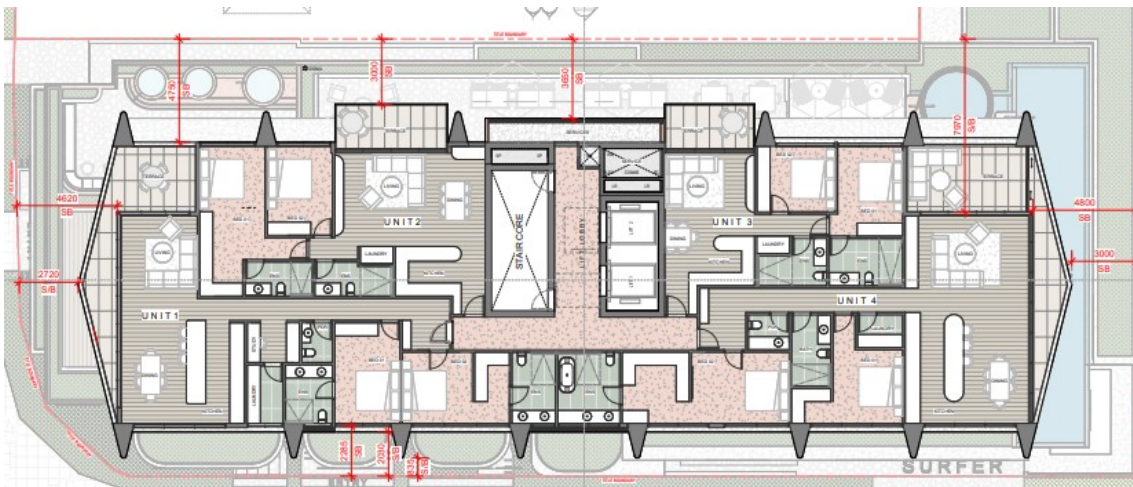


Figure 5: Proposed level 4 – 23 (source: Studio Snell)

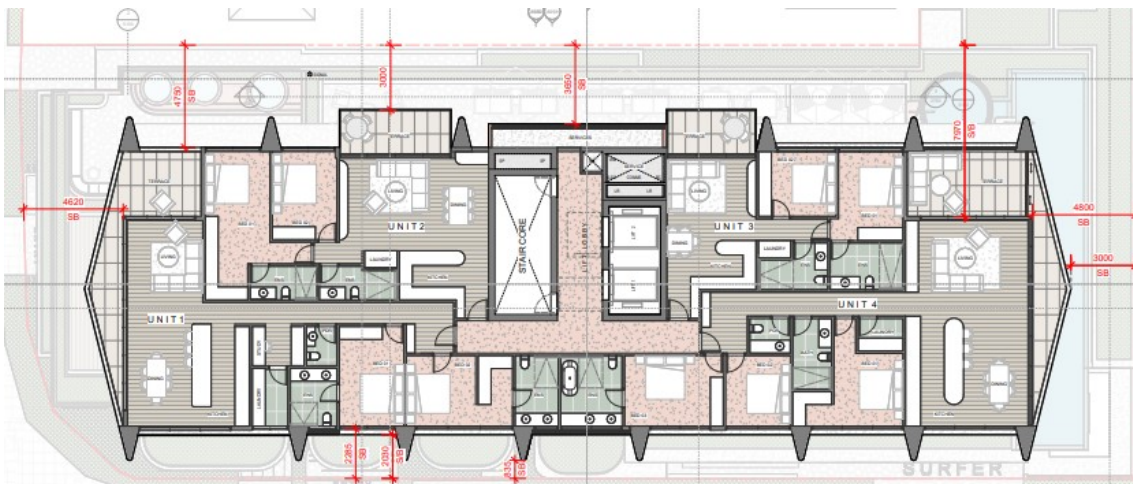


Figure 6: Proposed level 23 – 28 (source: Studio Snell)



Figure 7: Proposed southwestern and northern perspective (source: Studio Snell)



Figure 8: Proposed southern podium façade (source: Studio Snell)

3 KEY CONSIDERATIONS

The key consideration of the proposed development relates to podium and tower form:

Podium

The proposed development adopts a distinct tower and podium form which is considered to appropriately respond to the site and surrounding high-density residential context. The podium has a maximum height of 10.7 metres, marginally exceeding the 10.5 metre outcome. Along the northern interface, ground-level setbacks range from 0–1 metre, with the 0 metre setback primarily associated with services, access and the two-storey 'dog leg' portion of the development. This area predominantly interfaces with adjoining car parking and access areas, while only a limited portion adjoins private open space. At Level 1, the eastern podium setback increases to 2 metres, with the Levels 2 and 3 setbacks also generally maintained at 2 metres over a reduced extent of the site. Along the longer northern boundary with 2961 Surfers Paradise Boulevard, the podium is setback 1 metre at Levels 1 and 2, with a building cut-out at the north-western corner providing additional visual relief and assisting in managing the cumulative built form relationship should the adjoining site redevelop. Landscaping to podium roof areas, planter boxes, green walls, façade screening, building recesses and material variation further assist in softening the built form and reducing the appearance of bulk. The podium therefore responds to the differing adjoining interfaces, while maintaining appropriate amenity and providing an activated and landscaped streetscape outcome.

Tower

The tower incorporates setbacks ranging from approximately 3 metres to the north and east, with reduced setbacks to Surfers Paradise Boulevard associated with architectural fins and the main building line. Notwithstanding these alternative outcomes, the tower is sufficiently separated from surrounding existing and emerging towers, while its orientation, modulation, balconies, glazing and architectural detailing assist in reducing the perception of bulk and scale. The relationship with surrounding development, including established and under-construction towers, provides an appropriate spatial distribution of built form and assists in avoiding unreasonable building dominance or urban canopying associated with the Vista Street road frontage setback. Although the tower site cover of 48% exceeds the typical 30% outcome, the larger site area, tower orientation and architectural treatment maintain a comparatively slender appearance, sense of openness and important view corridors.

4 SITE CONTEXT

4.1 Subject site

The subject site:

- Has the following frontages to Vista Street: 46.47m and Surfers Paradise Boulevard: 22.17m
- Is currently vacant in preparation for this development
- Is located in the High density residential zone and the Frame area of the Light rail urban renewal area overlay
- Is connected to all relevant infrastructure such as water, sewer, electricity and telecommunications.

Shown below is the aerial and street view of the subject site.



Figure 9: Aerial view of the subject site street view of the subject site from Vista Street (source: Nearmaps and CoGC site visit 4 September 2026)

4.2 Local and immediate context

The local and immediate context:

- Is immediately north-east of the light rail station (50m) away to service the development.
- The Surfers Paradise Centre Zone is located approximately 300m north from the subject site.
- Is within walking distance (700m) of the Isle of Capri Shopping Centre located to the west and is approximately 2km to the Broadbeach Centre located to the south.
- Is also located less than 200m from the beach front to the east.

Shown below is a locality map of the subject site.



Figure 10: Locality map of subject site (modified from City Plan Interactive Mapping)

5 PLANNING ASSESSMENT

The proposed development triggers Code assessment and has been assessed in accordance with Section 45(3) of the *Planning Act 2016*.

Section 45(3) of the *Planning Act 2016* identifies:

- (3) A **Code assessment** is an assessment that must be carried out only –
- (a) against the assessment benchmarks in a categorising instrument for the development; and
 - (b) having regard to any matters prescribed by regulation for this paragraph.

5.1 State Planning instruments

The application has been assessed against the following instruments:

Instrument	Comment
State Planning Policy	The City Plan appropriately reflects all aspects of the State Planning Policy apart from aspects relating to natural hazards, risk and resilience (coastal hazards). The proposal does not trigger assessment against any assessment benchmarks relating to natural hazards, risk and resilience (coastal hazards).

South East Queensland Regional Plan	The proposal is consistent with the goals, elements and strategies; and the Southern Sub-regional directions of the South East Queensland Regional Plan 2023 (ShapingSEQ).
Planning Regulation 2017	The proposal triggers assessment against the State development assessment provisions: Material change of use of premises near a State transport corridor or that is a future State transport corridor - Schedule 10, Part 9, division 4 Subdivision 2, Table 4, Item 1 The application was referred to State Assessment Referral Agency (SARA) who was identified in Schedule 10 to act as a Concurrency Agency. This is discussed in section 6 within this planning report.

5.2 Local categorising instruments

The application has been assessed against the following instruments:

Local categorising instrument	Comment
Temporary Local Planning Instrument	The proposal does not trigger assessment against any temporary local planning instruments.
Variation approval	The proposal does not trigger assessment against a variation approval.
City Plan (Version 12)	The proposal is within the City Plan area of the City of Gold Coast. This is discussed in section 5.3 below. <u>Local Government Infrastructure Plan</u> There is no new trunk infrastructure required as part of this development.

5.3 City Plan

The following is an assessment of the application against the City Plan.

5.3.1 Assessment against the Strategic framework

The proposal is Code assessment and does not trigger assessment against the Strategic framework.

The *Planning Act 2016* requires Code assessable development (bounded assessment) to be carried out only against the assessment benchmarks stated in the categorising instrument (City Plan) and have regard to matters prescribed by the regulation.

Section 43 (2) (c) of the *Planning Act 2016* states for Code assessment, a strategic outcome (Strategic framework) is not an assessment benchmark.

5.3.2 Zone

The site is located within the High density residential zone.

The purpose of the High density residential zone code is to provide for higher density multiple dwellings supported by community uses and small-scale services and facilities that cater for local residents.

The proposal is for a Multiple dwelling, Short-term accommodation, Food and drink outlet and Shop (neighbourhood store) and subject to meeting the outcomes of the zone code, is an envisaged development for the zone.

5.3.3 Assessment against the codes

Under the City Plan, compliance with a code can be achieved by either compliance with the purpose and overall outcomes of the code, or, compliance with either the performance outcomes or acceptable outcomes. Acceptable outcomes are generally quantifiable provisions, with the performance and overall outcomes generally qualitative and performance based.

The following assessment benchmarks identified in the City Plan for the site are listed below.

Zone code	Overlay / Overlay codes	Development codes
High density residential zone code	Acid sulfate soils overlay code Airport environs overlay code Coastal erosion hazard overlay code Light rail urban renewal area overlay code	Commercial design code High rise accommodation code General development provisions code Healthy waters code Driveways and vehicle crossings code Transport code Solid waste management code Vegetation management code

This is a 'report by exception' and only discusses issues where the development does not meet the relevant acceptable outcomes or where a relevant performance outcome does not have a stated corresponding acceptable outcome. This is outlined in the table below:

Code	Acceptable / Performance Outcome	Subject matter	Theme
Light rail urban renewal area overlay code	Overall outcomes	Creating communities Streets and spaces for people Design buildings to foster 'street life' Design buildings to foster	Built form and amenity

Code	Acceptable / Performance Outcome	Subject matter	Theme
		distinct Gold Coast character	
High density residential zone code	AO1/ PO1	Setbacks	
	AO2/ PO2	Site Cover	
	AO3/ PO3	Height	
High rise accommodation design code	AO1.1 / PO1	Tower base height	
	AO4.1 / PO4 & AO5.1 / PO5	Tower form design	
General Development provisions code	AO1/ PO1 & AO2/ PO2	Amenity protection	
	AO8 / PO8	Shadow impacts	
High density residential zone code	AO4/ PO4	Density	Density
High rise accommodation design code	AO11.1 and AO 11.2 / PO11	Communal open space	Transport
	AO12 / PO12	Private open space	
Transport code	AO1 / PO1	Car parking and travel demand	
	AO3 / PO3	Servicing	
	AO7.1 / PO7	Active transport network	

Compliance with other assessment benchmarks has been secured through the recommendation of conditions and therefore do not require any further discussion. This is outlined in the table below:

Code	Acceptable / Performance Outcome	Subject matter	Condition of compliance
Acid sulfate soils overlay code	AO1 / PO1 & AO2 / PO2	Acid sulfate soils	- Acid sulfate soils management plan - Certification of works – Environmental Assessment
Coastal erosion hazard overlay code	AO2 / PO2	Erosion protection	Certification of works – Civil Engineering
	AO4 / PO4	Restoration and replenishment of	Sand removal

Code	Acceptable / Performance Outcome	Subject matter	Condition of compliance
		beach sand	strategy
Driveways and vehicles crossings code	AO1 / PO1, AO2 / PO2 & AO3 / PO3	Design	– Vehicle crossing
	AO6 / PO6	Location	
	AO8 / PO8	Sight distances and lines	
General development provisions code	AO2 / PO2	Amenity protection	– Approved plans (acoustic report) – Hours of operation – Certification of works – Health and Regulatory Services
	AO5 / PO5	Building services	– Screening of visually offensive components
	AO10 / PO10	Stormwater drainage	– Approved stormwater management plan – Overland flow paths and hydraulics alterations
	AO11 / PO11	Infrastructure	– Electrical reticulation – Telecommunications network – Rectification of Council's infrastructure – Existing infrastructure, structures and services – Sewer connection – Water connection – Sub-metering – Fire loading

Code	Acceptable / Performance Outcome	Subject matter	Condition of compliance
Healthy waters code	AO1 / PO1 & AO2 / PO2	Erosion and sediment control	– Erosion and sediment control
	AO3 / PO3	Stormwater quality	– Approved plans (stormwater management plan) – Stormwater infrastructure construction – Maintenance of stormwater proprietary treatment devices (<i>specific condition</i>) – Certification of works - Civil Engineering
	AO5 / PO5	Stormwater quantity control	
	AO7 / PO7	Overland flow paths	– Overland flow paths and hydraulic alterations
Solid waste management code	AO1 / PO1	Waste and recycling storage and bin wash-down facilities	– Bin type, storage capacity and storage points
	AO4 / PO4	Waste servicing	– Storage point / waste room – Bulk bins – Waste chute – Certification of works – Civil Engineering (Solid Waste Management) – Pre-start inspection – Hold point inspection – Solid Waste
Transport code	AO5 / PO5 & AO6 / PO6	Public transport network	– Footpaths
	AO8 / PO8 & AO9 /	Active transport	

Code	Acceptable / Performance Outcome	Subject matter	Condition of compliance
	PO9	network	
	AO19 / PO19	General	- Off street vehicle and car parking facilities - Certification of works – Transport Assessment - Off street ramp signal management system

5.3.3.1 Assessment against the City Plan

Assessment has been undertaken below with respect to the following themes identified in the table above:

- Built form and amenity
- Density
- Transport

Reference to the applicable assessment benchmarks listed in the table above can be viewed in the City Plan. Where applicable, specific references have been included for clarity and ease of reference.

5.3.3.2 Built form and amenity

The subject site is located in the High density residential zone, the Frame area of the Light rail urban renewal area overlay and an unlimited building height (HX) overlay. The cumulative intent of these benchmarks is for more intense built form outcomes. Notwithstanding, development must be in keeping with the surrounding character and protect adjacent amenity.

The surrounding area consists of a few older walk-up developments and a several high rise developments of varying heights in the surrounding area both existing and under construction, which result in a varied and iconic skyline as viewed from the Nerang River (see below). It is evident from the figure that there is a shift for the construction and development occurring on larger sites. The figure below does not accurately capture multiple additional high rises which are near completion and those under construction in the locality.



Figure 11: Existing City skyline (source: NearMaps May 2025)

The development proposes a height of 30 storeys / 99.5metres and therefore provides the anticipated high-rise development sought within the area. The proposed development has two distinct elements being the podium and tower, assessment of both is undertaken below.

Podium

The podium has a total height of 3 storeys and 10.7 metres. Whilst this marginally exceeds the 10.5 metres sought in the High rise accommodation design code, this has been designed to provide services to the development including car parking, mechanical areas, access to the podium, MRV and SRV standing area, communal open space, 2 tenancies and protection of existing street trees. Despite the podium height, the associated impacts of bulk and scale are appropriately managed, specifically to the north and eastern adjoining amenity.

At a closer scale, the subject site adjoins a three-storey residential development to the north and a three-storey residential to the east which forms part of a larger development to the north. The podium has built to boundary elements to the north and west on the ground floor, along the eastern portion of the site. This portion of this is described / named the 'dog leg' for ease of reference and is shown in blue below.

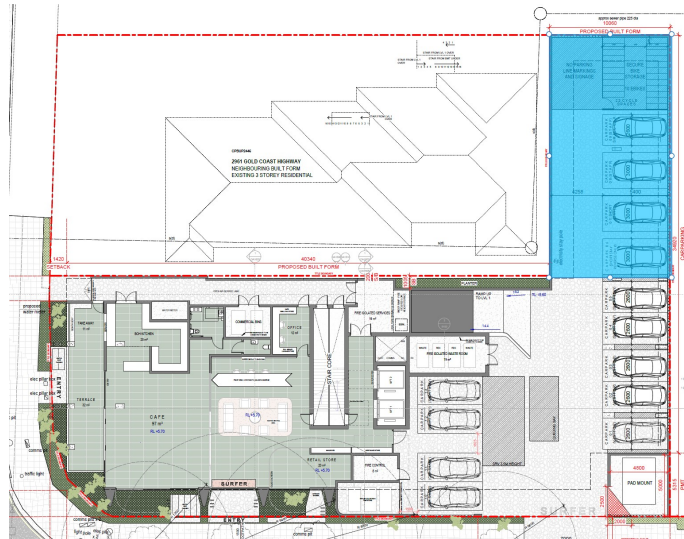


Figure 12: Location of 'dog leg' on subject site (modified from Studio Snell)

To the north, the proposed development demonstrates setbacks of 0 - 1 metre for services and access. This interface presents an anticipated outcome in the High density residential zone where services typically abut adjoining services. At the dog leg, the setbacks at 0 metres are for the full extent of the blue area at a height of 4.9 metres. This portion of the development interfaces with carparking and access of Artique (to the north) – there are no amenity impacts to protect (refer to below figure). The western portion of the dog leg interfaces to the rear of the western adjoining property. The western adjoining property orients the habitable living spaces to the north west. A small portion interfaces with the private open space area of a 3-storey Dual occupancy at 18 Vista Street which remains part of the Artique site. A patio/structure is located along the shared boundary which limits outlooks towards to the proposal. Moreover, the primary private open space area is located at the top level which is unimpacted by the built form at this portion of the site.



Figure 13. Subject site and surrounding ground level interface (Source: Nearmap)

Further along the eastern boundary with the shared interface to the Dual occupancy at 27 Vista Street, the area is utilised for carparking and is primarily enclosed with solid walls and screening as shown in the elevation drawing below. Planting is provided on the roof areas of the ground floor with cascading species and shrubs to assist in softening the built form appearance.

At level 1, the setbacks of the podium increase to 2 metres achieving the Acceptable outcome of the High density residential zone code. As shown in the figure above, the roof of this level is also completed with more extensive landscaping due to the availability of space. The setbacks to level 2 and 3 of the podium remain at 2 metres but are only for a much shorter portion of the property as the dog leg portion of the site remains at 2 storeys. Located on level 3 is the communal open space and pool area. This will align with the roof top areas of the adjoining eastern property, presenting a like for like interface of open space. The communal open space operating hours are limited to 7:00 am to 10:00pm each day. This will limit the potential noise or amenity impacts during night time and private hours of the development to the east.

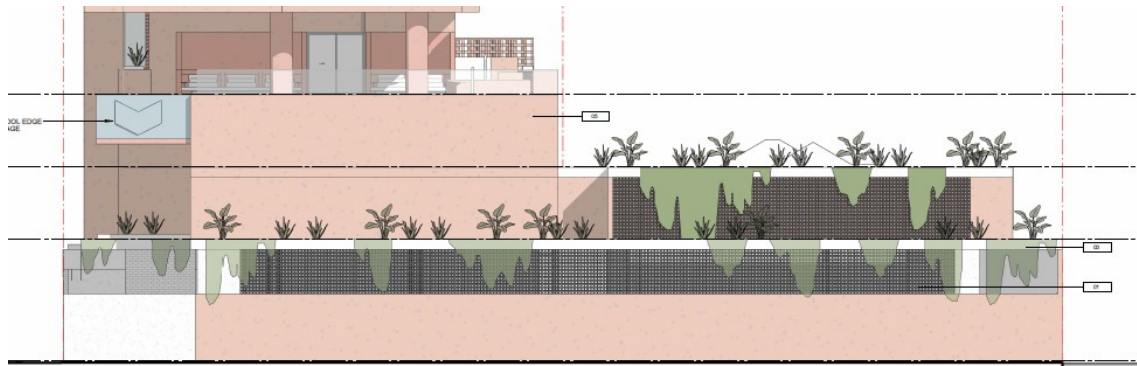


Figure 14: Eastern podium interface (source: Studio Snell)

To the north along the shared boundary with 2961 Surfers Paradise Boulevard (along the long northern boundary), at ground level the proposal includes an open-air service lane to the proposals building services, a built to boundary fire services room and a planter box. The extent of built form along the shared interface is limited, with an acoustic wall providing noise mitigation.

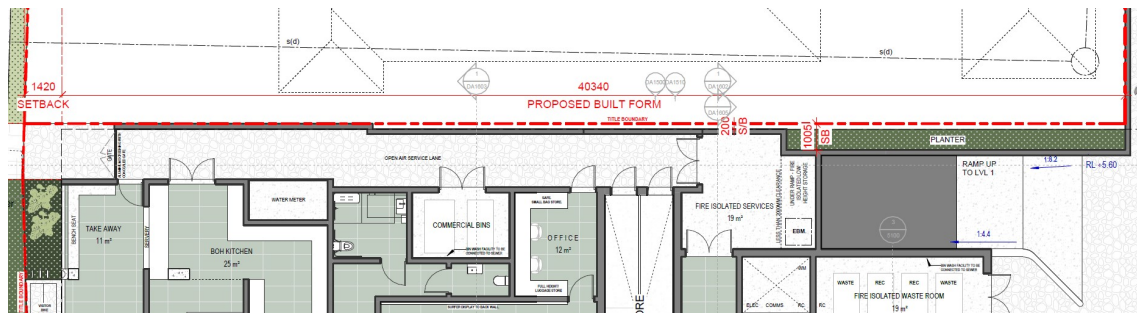


Figure 15. Ground floor shared boundary to 2961 Surfers Paradise Boulevard (Source: Studio Snell)

At levels 1 and 2, the podium setback is 1m to the shared boundary. The north-west corner of the podium includes a building cut-out of approximately 2.1m x 4.1m that provides visual relief at the streetscape and assists in managing cumulative impacts should the adjacent site re-develop. The podium includes the vehicle ramp for access to the car parking areas (refer to below figure). The façade includes car park ventilation screening and a green wall to assist in breaking down the visual monotony of the façade. Whilst including a long linear form, the extent of podium projecting to the adjacent premises is largely limited to 2 storeys that sits suspended in the area, limiting impacts of bulk and scale. The top of the podium includes a row of landscape planter boxes that provide visual interest and screening from the COS.

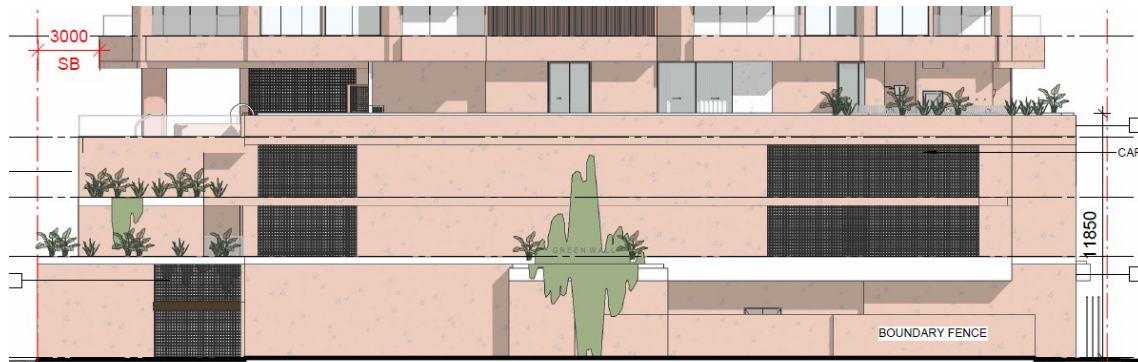


Figure 16: Proposed northern podium interface (source: Studio Snell)

To the streetscape, the podium presents a well balanced interface through a variation in materials, commercial uses, landscaping and screening. To both street frontages, the podium screening is further softened by landscaping and vertical elements which attract the pedestrian views up to the tower. Whilst there are alternative outcomes proposed for the podium to the streetscape, the landscaping, recesses and embellishments assist to soften the form and provide a high quality pedestrian interface. This includes the use of pedestrian entry to the south for the residential components and Shop and the Food and drink outlet to the east. Planting within the subject site on the ground floor and podium levels complements the existing trees within the road verge. Two (2) trees are being retained on site and conditions have been included in the Decision notice for the retention of the trees. Overall, the two trees and planting within the development creates a cohesive pedestrian experience for those travelling from the Light rail station located west of the site to the beach further east. The figure shown below provide high quality images of the proposed development as views from the south west corner demonstrating the podium.



Figure 17: Proposed south west view of the podium (Studio Snell)

Despite the podium intensity, the setbacks, appearance, embellishments and use of landscaping have demonstrated a balance between green space and built form, positive contribution to the streetscape character, allow for maintenance, provisions of car parking on site and commercial uses for activation to the street. On balance the podium presents as an appropriate outcome which has been designed to complement the surrounding locality and provide all the services required to support the proposed development.

Tower

The tower typical tower floorplate (shown below) achieves appropriate setbacks to the property boundaries with distances ranging from a pinch point of the balconies at 3 metres to the north and east and main building lines of 3.6 – 4.7 to the north and 4.8 to the east. The tower floor plate is regular in shape with balcony extensions which provide movement achieving a unique shape that provides movement and depth to the east and west views. At the tower levels (level 4 and above), the site does not directly interface with another tower as shown in the below figure.



Figure 18: Proposed tower in locality (modified from NearMaps and Studio Snell)

To the north, from level 4 upwards where the balconies of 3 metres and built form of 3.6 – 4.7 metres exists, the immediate interface is a 3-storey development and therefore the tower does not present any amenity or overlooking impact which require mitigation. In terms of bulk and scale, the setbacks, and architectural elements provide movement and modulation in the built form to assist in reducing the perception of bulk. Shown below is the typical tower floor plate. Should the northern property be redeveloped in the future, it would respond to the existing site characteristics which includes corresponding and complementing this proposed development.

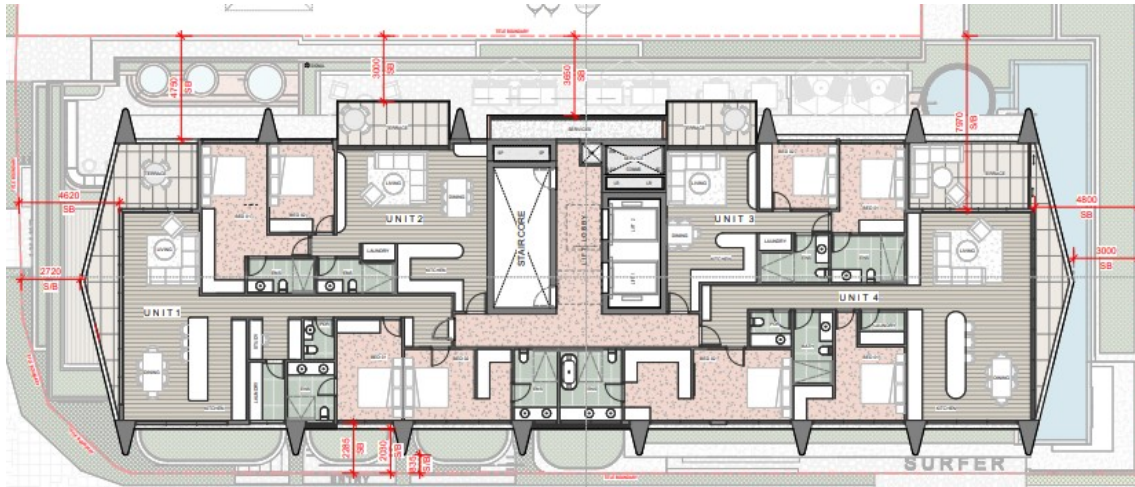


Figure 19: Proposed level 4 – 23 (source: Studio Snell)

To the east, the tower presents a pinch point of 3 metres to the balcony and the main building line at 4.8 metres. This is considered an acceptable outcome for the proposed height of the built form of 30 storeys within the High density residential zone and adjoining a Light rail station with the existing interface of a low rise development which is unlikely to be redeveloped.

To the south, the tower includes pinch points of 0.83m and a main building line setback of 2m-2.285m. The pinch points relate to the architectural fins which contribute to the buildings distinct design. The fins are intermittently spaces and include an angular geometry that limits bulk whilst providing articulation and visual interest. Regarding the main building line setbacks, whilst 2m is a reduced setback, when having regard to the surrounding context officers consider this acceptable. Across the road at 2957 Surfers Paradise Boulevard, a tower development is currently under construction that includes road boundary setbacks of 4.6m-6.79m up to level 32, which then step into 8.5m-10.81m up to level 51. The tower is on a north-south orientation, which differs to the east-west orientation of the proposal (refer to below figure). This development is currently under construction and therefore provides certainty in the street-to-street interface. Officers consider the relationship between both towers mitigates potential urban canopying and dominance from the streetscape.



Figure 20. Snip of tower floorplate at 2957 Surfers Paradise Boulevard (Source: DBI)

More broadly within the surrounding urban context, there are several constructed and under construction tower along Vista Street and within the city block (as shown below). As previously discussed, officers consider the western adjoining Dual occupancy is unlikely to re-develop given its age and inclusion within broader Artique. Given the surrounding spatial distribution of towers within the area, officers consider potential impacts to the streetscape regarding sense of building dominance, scale and bulk are suitably managed. Moreover, setbacks along the side boundaries and towards Surfers Paradise Boulevard are suitable and further assist in managing visual bulk as viewed from the surrounding public realm (refer to below figure).



Figure 21. Subject site and surrounding existing and under construction towers (Source: NearMap)

The overall development appropriately interfaces to the street as it provides a distinct 'tower and podium' form in terms of appearance. Specifically with the commercial uses and lobby presence on the ground floor. Additionally, there is continuity of materials and vertical elements from the podium and tower to provide a guided visual outlook for pedestrians to look up to the tower. The development proposes glazing and windows at the upper levels and screening and landscaping at the podium levels. This is shown below. These high-quality architectural elements ensure the built form will positively contribute to the streetscape and skyline.



Figure 22: Perspective from the south west of the development (source: DBI)

The tower has site cover of 48%. Whilst greater than 30% for a typical tower, the subject site is greater than 1000m², which typically results in a larger tower floor plate. The tower orientation as viewed from the east and west achieves a sense of openness and appears to be a much slenderer tower form than the numerical figure. The sense of openness is further enhanced using balconies at regular intervals on the east, west and north boundaries, high quality glazing materials and extended slab edges. The proposed site cover also assists in maintaining view corridors, most notably to the beachfront located east and the Nerang River to the west.

Through the use of setbacks, officers consider there is sufficient building separation to the surrounding towers to protect the adjacent amenity. The development will contribute to the City's skyline within Surfers Paradise situated between the Surfers Paradise Specialist Centre zone and Broadbeach Centre zone whilst maintaining distance from the surrounding towers. This being the Artique tower to the north at 43 metres, Palazzo Collanades at 35 metres to the west and 23 metres at the tower located on 17 Vista Street which is under construction. These distances and context are shown in the aerial below.



Summer Solstice 9 am

Summer Solstice 12 pm

Summer Solstice 3 pm

Figure 24: Summer solstice shadow diagrams (source: Studio Snell)



Figure 25: Equinox shadow diagram (source: Studio Snell)

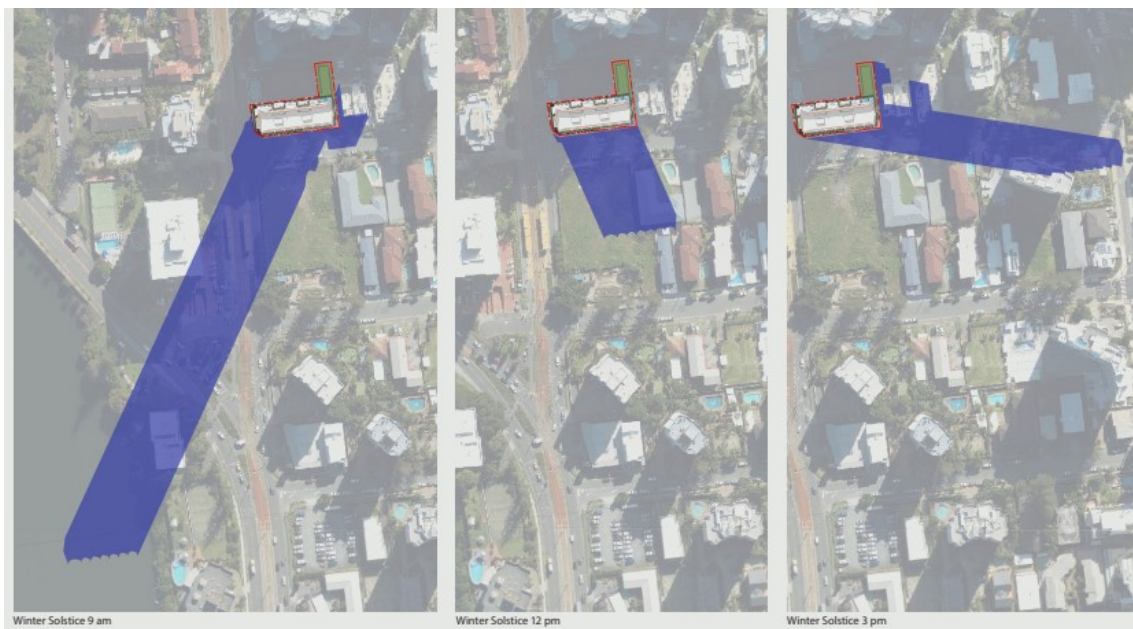


Figure 26: Winter solstice shadow diagram (source: Studio Snell)

All other aspects of the development such as privacy, safety, traffic, visual amenity and vibration for both the residential and commercial uses have been assessed and is considered to achieve the relevant assessment benchmarks. Noise and wind mitigation measures have been assessed and appropriately managed through the recommendations of the Acoustic report and the Pedestrian wind report; these are reflected in the Decision notice. The acoustic report provided an administrative error to the northern ground floor recommendation. The acoustic report identified a solid wall from Ground to soffit on the ground floor as shown below. The northern interface is an open service corridor and therefore cannot achieve this recommendation. In lieu of this, officers recommend an acoustic wall be added in addition to the property boundary fence to mitigate and noise from the service corridor. The ground to soffit recommendation remains suitable for the remainder of the ground floor. This has been reflected in condition 2 of the Decision notice.

Architectural site plan of a proposed development. The plan shows a large building footprint with various rooms labeled, including a 'PROPOSED BUILT FORM' and a 'PROPOSED BUILT FORM' with a 'PROPOSED BUILT FORM' label. A red box highlights the 'Ground' area. A blue line indicates the 'Solid Wall from Slab to Soffit'.

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Street and Surfers Paradise Boulevard. The site is well supported by surrounding commercial, recreational and transportation options. Additionally, the site also proposes two (2) commercial tenancies on the ground floor to provide services for this development and the locality.

There is existing capacity in the network for transport, sewer and water capacity to cater for the proposed development.

There is a mix of unit typologies provided within this development ranging from 2 – 3 bedroom units which appropriately contributes to the growing housing need on the Gold Coast. Each unit is equipped with balconies which directly adjoin a bedroom or living area. There is ample communal open space provided on site, however as it is not located on the ground floor it is not complemented by deep planting requires assessment. The communal open space is located on level 3 and is accessible via the internal lift and stairs. Both indoor and outdoor spaces are available which provide weather protection and pleasant shaded areas. Amenity and suitability of the built form has been previously assessed. Additionally, there are commercial uses on the ground floor which visitors and residents can use to socialise and have meals.

Based on the above assessment, the proposal is considered to achieve the following benchmarks:

- Overall outcomes of the High density residential zone code; and
- Performance outcome PO11 of the High rise accommodation design code; and
- Performance outcome PO12 of the High rise accommodation design code.

5.3.3.4 Transport

Car parking and travel demand – Transport Code

The table below summarises car parking requirements and provisions.

Land use	Yield	Component	Transport code AO requirements	Required spaces	Proposed spaces
Multiple dwelling	25 units	Residents	1 per unit	25	29 standard car spaces 3 small car spaces
		Visitor	1 per 10 units	3	3 spaces
Short term accommodation	75 units	Guest	1 per 4 units	19	7 standard spaces 5 motorcycle spaces (2 equivalent car parking space) 2 car share (10 equivalent car parking spaces)
Food and drink outlet	156m ²	Non- residential	1 per 100m ² TUA	2	2 spaces
Total				49	56 equivalent car spaces

Based on the above assessment, the development exceeds the required car parking outcomes. The car share spaces have been conditioned to be used exclusively by the Short-term accommodation guests only to ensure the Multiple dwelling units have dedicated car parking spaces.

Servicing

To achieve Performance outcome PO3 of the Transport code, the development must be designed to accommodate on site a Medium Rigid Vehicle (MRV) standing area with restricted manoeuvres from Vista Street allowed and a Small Rigid Vehicle (SRV) loading bay for food and beverage with full site manoeuvres required.

The development proposes a loading bay for a MRV on site with the ability of MRV to reverse into the site and exit in forward gear.

An SRV loading bay is required to service the Food and drink outlet, the submitted swept path assessment demonstrates that a SRV can enter the site in a forward gear and undertake a three-point turn to exit in a forward gear. PTT proposes that the SRV utilise the MRV temporary standing area to facilitate this manoeuvre.

Transport Assessment notes that the loading activity will temporarily block three (3) car parking spaces. These spaces are allocated to short term accommodation and car share uses, which typically operate at lower demand and loading activities are usually of short duration. On this basis, the temporary loss of these spaces is acceptable and will not materially affect the overall parking function.

The Short-term accommodation use requires a 12.5 metre coach loading area. Whilst the development does not provide this, the scale of the Short-term accommodation operation being 2 bedroom self serviced units is unlikely to generate the surge of arrivals via coach like a typical resort. The site is also less than 20 metres walking distance from the Northcliffe Light rail station. It is considered that this outcome remains reasonably within the community's expectations for the intended use.

Active transport network

To achieve Acceptable outcome AO7.1, the development is required to provide a minimum of 29 resident/ staff spaces Class B and 10 visitor spaces Class C. The development provides a total of 26 spaces Class B and 6 spaces Class C. The development is therefore assessed against Performance outcome PO7 which requires off street bicycle parking and end of trip facilities to be provided to encourage active transport. Facilities must meet user demand and be located in safe, convenient and accessible areas. Guidance is taken from Austroads, the development is required to provide a total of 16 bicycle spaces Class B for residents and staff in addition to five (5) spaces Class C for visitors.

The table below summarises the bicycle parking requirements and provision.

Land use	Yield	Component	Transport code AO requirements	Required spaces	Austroroads	Required spaces	Proposed spaces
Multiple dwelling	25 units	Class B	1 per unit	25	1 per 3 units	9	32
		Class C	1 per 12 units	2	1 per 12 units	3	-
Short term accom.	75 units	Class B	1 per 40 units	2	1 per 40 units	2	-
		Class C	1 per 20 units	4	-	0	-
Food & drink	156 m ² TUA	Class B	1 per 100m ² TUA	2	1 per 25m ² TUA	5	-
		Class C	1 per 50m ² TUA	3	2	2	6
Class B				29	Class B – Residents/ staff	16	32
Class C				9	Class C – visitors	5	6

Total	38	-	21	38
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Based on the above, the development provides sufficient bicycle parking spaces for residents/ staff and for visitors.

The submitted plans show four that the six (6) visitor spaces Class C are located on the ground floor with 4 spaces located near Vista Street frontage and two (2) spaces near the Surfers Paradise Boulevard.

Based on the above assessment the proposal achieves the following benchmarks:

- Overall outcomes OO(2)(e)(ii) of the Transport code;
- Acceptable outcome AO1 of the Transport code;
- Performance outcome PO3 of the Transport code; and
- Performance outcome PO7 of the Transport.

6 INFRASTRUCTURE CHARGES

The final estimated infrastructure charge is \$1,621,501.27.

An excerpt of this is provided below.

Charges Resolution No. 1 of 2025				
	Qty		Rate	Gross Charge Amount
Accommodation (short term) 2 bedroom	75 Dwellings	@	\$ 13,588.46	\$ 1,019,134.50
Commercial (retail)	139 sq m Gross Floor Area	@	\$ 244.60	\$ 33,999.40
Impervious area	227 Square Metres	@	\$ 13.58	\$ 3,082.66
Residential uses 2 bedroom	25 Dwellings	@	\$ 27,177.14	\$ 679,428.50
				\$ 1,735,645.06
Net Charge Summary				
Gross Charge Amount		Applied Credit Amount		Net Charge Amount
\$ 1,735,645.06		\$ 114,143.79		\$ 1,621,501.27
Applied credit details	LOT2 RP48704 credit applied previous Dwelling house. LOT205 RP21845 credit applied previous Dwelling house. LOT6 SP243229 credit applied previous Dwelling house.			

7 REFERRALS

7.1 Technical advisors

This application has been assessed by internal technical advisors who have provided comments and reasonable and relevant conditions. If not previously included, technical advisor comments and an overview of the recommended conditions are provided in the table below:

Technical advisor area	Conditions/Comments (if not included within report)
Arborist	General: - Approved Arboricultural Impact Assessment & Tree Protection Plan Environmental and Landscaping:

	- Vegetation clearing - No damage to retained vegetation Construction Management: - Certification of works – Arboriculture - Supervision of works – Arboriculture - Bond
Architecture Assessment	Amenity: - Screening of visually offensive components Construction Management: - Certification of works – Architecture Assessment
Civil Engineering	General: - Amended drawings - Approved plans Property: - Lots to be amalgamated - Restrictions regarding council stormwater infrastructure - Private infrastructure - Requirement to register Council easement's – "Water Supply" - Restrictions regarding council easements and sewer and water supply infrastructure Amenity: - Screening of visually offensive components Engineering: - Electrical reticulation - Telecommunications network - Rectification of Council's infrastructure - Existing infrastructures, structures and services - Vehicle crossing Sewer and Water Works: - Sewer connection - Water connection

	- Sub-metering - Fire loading Solid Waste Management: - Bin type, storage capacity and storage points - Residential storage point / waste room – Bulk bins - Waste chute Stormwater Drainage: - Stormwater Infrastructure Construction - Overland flow paths and hydraulic alterations - Maintenance of stormwater quantity and proprietary treatment devices (specific condition) Construction Management: - Certification of works – Civil Engineering - Certification of works – Civil Engineering (Solid Waste Management) - Pre-start inspection - Hold point inspection – Solid Waste - Erosion and sediment control - Sand management strategy - Dewatering management plan
Environmental Assessment	Construction Management: - Acid sulfate soils management plan - Supervision of works – Environmental Assessment - Certification of works – Environmental Assessment
Health and Regulatory Services	General: - Approved acoustic report Amenity: - Hours of operation and loading and unloading - Nuisance Construction Management: - Certification of works – Health and Regulatory Services

Landscape Assessment	Environmental and Landscaping: - Landscaping works Engineering: - Existing structures and services Construction Management: - Certification of works – Landscape Assessment
Plumbing and Drainage	Plumbing and Drainage Act 2018: - Plumbing and drainage works
Transport Assessment	Transport: - Off street vehicle and car parking facilities - Off street bicycle parking facilities - Loading and unloading (excluding waste collection vehicles) - Off street ramp signal management system Engineering: - Footpaths Construction Management: - Certification of works – Transport Assessment

7.2 External referrals

The application was referred to the following external agency(s):

7.2.1 Concurrence agency(s)

State Assessment Referral Agency (SARA)

Reference: 2610-50424 SRA, response provided on 5 March 2026

Trigger: Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 (10.9.4.2.4.1) – Material change of use of premises near a state transport corridor or that is a future state transport corridor

Conditions: vehicle access, construction management plan, earthworks, dilapidation report, balustrade design and stormwater management.

8 PUBLIC NOTIFICATION

No part of the application required public notification.

9 CONCLUSION

Council is in receipt of an application for a Development permit for a Material change of use (Code assessment) to establish Multiple dwelling (25 units), Short-term accommodation (75 units), Food and

drink outlet and Shop (neighbourhood store) at 25 - 27 Vista Street and 2959 Surfers Paradise Boulevard, Surfers Paradise.

After a detailed assessment, it has been determined the proposal meets the purpose of the Strategic framework, the High density residential zone and applicable overlay and development codes.

It has also been determined the proposal meets the requirements of the relevant assessment benchmarks and is recommended for approval based on the following reasons:

- The proposal achieves a high quality and articulate built form which complements the adjoining properties and street front as intended by the Light rail urban renewal area overlay code, the High density residential zone code and the High rise accommodation design code.
- The proposed tower setbacks, site cover and height present a more intense outcome as sought due to the locality of the subject site which is also walking distance to the Northcliffe Light rail station.
- The proposed landscaping and vegetation management site appropriately screens the built form and provides a soft pedestrian interface at the ground floor and podium levels.
- The development has considered amenity impacts such as noise, privacy, overlooking and hours of operations for the commercial use to achieve an appropriate outcome for the locality.
- The proposed tower is located outside of the Airport Environs OLS mapped in the City Plan ensuring no impacts to the functions of the Gold Coast Airport.
- There is sufficient water, waste, transport, sewer and relevant infrastructure capacity in the network to cater for the additional density proposed on site.
- Through the proposed proprietary treatment devices, the proposal will achieve the outcomes of the Healthy waters code.

It is recommended the application be approved, subject to conditions.

10 NOTIFICATIONS

The following property notifications will be applied:

- Stormwater

11 RECOMMENDATION

It is recommended that Council resolves as follows:

That under Delegated Authority, the Manager Major Assessment approves (with conditions) the issue of a Development permit for a Material change of use (Code assessment) to establish Multiple dwelling (25 units), Short-term accommodation (75 units), Food and drink outlet and Shop (neighbourhood store) at 25 - 27 Vista Street and 2959 Surfers Paradise Boulevard, Surfers Paradise, in accordance with the Attachment entitled: Decision notice – Approval (with conditions).

Author:

Elizabeth Belmont

Senior Planner

Authorised by:

Lara Dawes

Manager Major Assessment

September 2026