

**Town Planning Report
Code Assessment Application**

**Material Change of Use (Development Permit) for the
purpose of *Medium Impact Industry* on approved Lot 16
at 84 – 160 Christensen Road South,
STAPYLTON QLD 4207**

**Prepared for Burnside Developments Pty Ltd &
Yellowstone Investments Pty Ltd
By
iPlan Town Planning Pty Ltd**

November 2023



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APPLICANT EXECUTIVE SUMMARY

RiskSMART	No		
Site address	84 – 160 Christensen Road South, Stapylton QLD 4207		
Division	1		
Real property description	Part of Lot 334 on SP193431 (being approved Lot 16)		
Area of Site	12,345m ²		
Applicant’s name	Burnside Developments Pty Ltd & Yellowstone Investments Pty Ltd C/o I-Plan Town Planning Pty Ltd		
Zone / Neighbourhood Plan	High impact industry zone		
Overlays	▪ Acid sulfate soils overlay; ▪ Airport environs overlay; ▪ Bushfire hazard overlay; ▪ Environmental significance overlay; ▪ Flood overlay; ▪ Industry, community infrastructure and agriculture land interface area overlay; and ▪ Water catchments and dual reticulation overlay.		
Proposed use as defined in Gold Coast City Plan 2014	Medium impact industry		
Details of proposal	Material Change of Use (MCU) or Building Work (BA)		
	▪ Gross Floor Area (GFA)	4,950m ²	
	▪ Building height	11.5m	
	▪ Site Cover	6,076m ² or 49.2%	
	▪ Number of car parks	fifty-seven (57)	
	▪ Number of storeys	Two (2) storey	
	▪ Number of units / tenancies	One (1)	
	Reconfiguration of Lots		
	▪ Number of existing lots	N/A	
	▪ Number of new lots	N/A	
Application type	Aspects of Development	Type of Approval Requested	
		Preliminary Approval	Development Permit
	Material Change of Use (MCU)		✓
	Reconfiguration of a Lot (ROL)		
	Building Work (BW)		
	Operational Work (OW)		
	Categories of Assessment	Code Assessment	
Pre-lodgement / Consultation history	No		
Key planning issues e.g. vegetation, waterway corridors, overland flow	Minimum landscape depth along rear boundaries being less than 10m; heavy vehicle servicing and manoeuvring; previous subdivision approval.		
Referral agencies	Agency	Concurrence/ Advice	
	N/A		
Specialist reports provided	▪ Traffic Report prepared by Q Traffic Consulting.		
Public notification	No		

SITE DESCRIPTION AND LOCALITY (INCLUDING PHOTOS)

Property Description

Address of Site	84 – 160 Christensen Road South, Stapylton QLD 4207
Real Property Description	Part of Lot 334 on SP193431 (being approval Lot 16)
Area of site	12,345m ² (Total site – 25.182 Ha)
Zone	High impact industry zone
Owner	Burnside Developments Pty Ltd & Yellowstone Investments Pty Ltd

The subject site comprises part of Lot 334 on SP193431 and has an area of 12,345m². The land is identified as Lot 16 in the approved industrial subdivision and is contained in the *High impact industry zone* under the *Gold Coast City Plan 2016*. The site forms part of the *Proximity@YATALA Industrial Park* which is an expanding industrial estate containing a range of industrial uses. Currently all existing developments within the industrial park are located on one lot, being Lot 334 on SP193431, which has a total area of 25.182 hectares.

Lot 334 on SP193431 is divided by Christensen Road South with the subject site forming part of the newly subdivided industrial estate granted under Council file reference ROL201800026. At the time of lodgement, all civil works associated with the approved subdivision have been completed however the survey plan is yet to be sealed by Gold Coast City Council. The development is contained within approved Lot 16 having a frontage of 91.134m to Proximity Place.

Proximity Place is a newly constructed industrial cul-de-sac connected to Christensen Road South which identified as a distributor road on Council's *Functional road hierarchy map*. Both roads are fully constructed with concrete kerb and channel and a strip footpath in good condition to the ultimate alignment along the frontage.

The site is generally level as a result of the approved bulk earthworks carried out as part of the original subdivision approval. The land has been previously cleared and is devoid of vegetation. Street furniture along the frontage is limited to street lighting poles with no existing street trees evident. As a result of the approved subdivision, the site is already provided with all necessary urban services including reticulated water and sewer.

In relation to stormwater infrastructure, the newly constructed bioretention / detention basin to the south of Christensen Road has been designed to address all stormwater quantity and treatment for the entire industrial estate hence negating the requirement for individual onsite treatment devices.

The subject site is surrounded by newly subdivided industrial lots to the south and west. The Stapylton Landfill Facility adjoins the subject site to the immediate north and east with the future Stapylton Sewage Treatment Plant further to the east. Further to the northeast is established extractive industry. No residential land or sensitive land uses are located in proximity to the subject site.

Given the industrial zoning of the site and its location within the industrial park, it is envisaged that land in the immediate area will continue to be used for industrial purposes in the long term, particularly medium and high impact industries operating 24 hours a day / 7 days a week.

The industrial nature of the locality is illustrated in the photographs of the surrounding locality below.

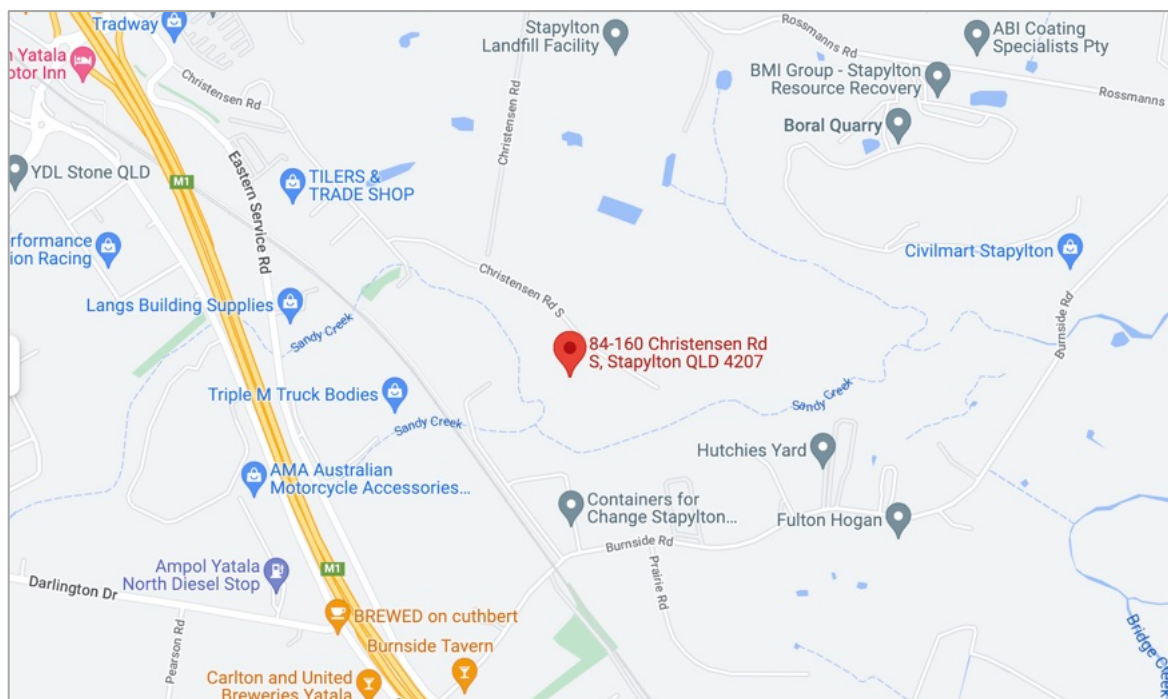


Figure 1: Site Locality (Source: Google 2017)

Photographs of Subject Site & Surrounds



Photograph 1: Aerial image of subject site and newly constructed road (Proximity Place) within the approved industrial estate. Whilst the survey plan is currently before Council for plan sealing, all civil works associated with the original subdivision approval including bulk earthworks, new road, services and stormwater detention / treatment have been completed.



Photograph 2: View of approved Lot 16 on the Proximity Place frontage.



Photograph 3: View of approved High Impact Industry use currently under construction and directly opposite the subject site.



Photograph 4: View of existing ARCO premises to the south-west of the subject site (cnr of Proximity Place and Christensen Road South).



Photograph 5: View of newly constructed wetland area to the south of Christensen Road incorporating stormwater bioretention works which is sized to treat all stormwater runoff from both the new road and industrial lots.

PREVIOUS RELEVANT APPLICATIONS/SITE HISTORY

The subject site is located in the *Proximity@YATALA Industrial Park* and comprises part of Lot 334 on SP193431, being approved Lot 16.

The subject site is included in the *High impact industry zone* and contains several established industrial tenancies. The site is subject to multiple development approvals with the most recent being the Reconfiguration of a Lot which was granted by Council on 23 August 2018 and amended by way of a Negotiated Decision Notice on 2 November 2018 (Council File Reference: ROL201800026). The approval involved the creation of seventeen (17) Standard Format Lots with common property. A subsequent minor change approval was issued on 5 February 2021 for the proposed realignment of boundaries and inclusion of additional common property (refer to Council Ref: MIN/2020/494). A further minor change approval has since been granted by Council for the reinstatement of staging with the subject lot contained within Stage 2.

All civil works associated with the subdivision approval have been completed including the construction of the new road identified as Proximity Place together with the stormwater bioretention basin and wetland area to the south of Christensen Road. Whilst the survey plan is currently before Gold Coast City Council for plan sealing, it is evident that approved Lot 16 is provided with all necessary urban services whilst any issues associated with the planning scheme overlays, including bushfire hazard and environmental overlays, have been addressed in the original subdivision approval. It is noted that the original Bushfire hazard assessment prepared by Land and Environment Consultants identified the subject lot within a hazard zone however based on the intended use and limited storage of chemicals onsite, no further issues are raised with respect with compliance with the original plan (refer to the original Bushfire hazard assessment and the accompanying email correspondence from Land and Environment Consultants).

DETAILED DESCRIPTION OF PROPOSAL

The proposed development is for a Material Change of Use (Development Permit) for the purpose of a *Medium impact industry* on approved Lot 16 at 84-160 Christensen Road South, Stapylton.

The subject site forms part of Lot 334 on SP193431 with the approved subdivision granted by Council involving the creation of seventeen (17) lots, common property, open space and new road. All civil works associated with this approval have been completed with the survey plan currently before Council for sealing.

The development statistics of the proposal are as follows:

- Gross floor area of 4,950m² including a 450m² ancillary office component;
- Site cover of 6,076m² or 49.2%;
- Building height a maximum of 11.5m above ground level;
- Landscape open space 490m² (or 4%); and
- Parking for a total of fifty-seven (57) cars including one (1) space for accessible parking.

Proposed Use

The proposed development is a purpose built facility for ARCO Architectural Systems with the following activities carried out onsite:

- manufacture of aluminium and steel roller shutters as well as high-speed overhead doors;
- warehousing, storage and distribution of steel and aluminium raw materials, components and finished goods;
- all powder coating and painting performed off site by an external supplier;
- storage of dangerous goods limited to LPG gas bottles (15kg) for forklifts and oxyacetylene cylinders (40kg) for welding processes in manufacturing;

The proposed activities include cutting, bending, welding and gluing of steel products with no spray painting nor powder coating activities carried out onsite. Any spray paint works carried out in minor quantities will be limited to hand held aerosols. The proposed manufacture of shutters and doors will be carried out using six (6) roll forming machines used to form steel shutter slat profiles.

As a result of the proposed scale and intensity of the activities which includes operating hours of 24hrs, seven (7) days a week, and the potential off-site noise impacts resulting from manufacturing

works, the proposed land use constitutes *Medium Impact Industry* based on the following attributes defined under the *Gold Coast City Plan 2014*:

For the purposes of the planning scheme a medium impact industry is an industry activity that—

- a. *has one or more of the following attributes—*
 - i. *potential for noticeable impacts on sensitive land uses due to off-site emissions including aerosol, fume, particle, smoke, odour and noise;*
 - ii. *potential for noticeable off-site impacts in the event of fire, explosion or toxic release;*
 - iii. *generates high traffic flows in the context of the locality or the road network;*
 - iv. *generates an elevated demand on the local infrastructure network;*
 - v. *on-site controls are required for emissions and dangerous goods risks;*
 - vi. *the use is primarily undertaken indoors; and*
 - vii. *evening or night activities are undertaken indoors and not outdoors.*

As detailed above, the proposed activities do not involve metal forming or boiler making hence the intended use is consistent with all Industrial Thresholds prescribed in *Schedule 1 – Table SC1.1.3* of the *Gold Coast City Plan 2016*. The proposed ancillary office comprises a floor area of 450m² which represents 9% of the overall gross floor area. All activities associated with office are strictly ancillary to the primary use of the site being the manufacture of architectural products as well as the storage and distribution of finished products. Whilst the main factory will operate 24 hours a day, seven days a week, all evening and night activities will be carried out indoors.

Built Form

The proposed building has an overall height of 11.5m which is substantially below the maximum allowable height of 15m prescribed in the *High impact industry zone code*. The development is to primarily be a single storey industrial building with a two ancillary office area extending forward of the main building envelope towards the Proximity Place frontage. The main industrial building is to be significantly recessed from the road frontage being setback a minimum of 17m with the front office area achieving a minimum setback of 2m towards the northern end of the front elevation and 5m towards its southern end. Due to the irregular site frontage, being at the head of a cul-de-sac, the varying front setback provides visual contrast between the large scale industrial building and the main office entry when viewed from the adjoining footpath in Proximity Place.

The building is to be of a high quality contemporary finish and will be constructed from a variety of materials and finishes. The building is to feature significant articulation and will incorporate: colourbond finish external walls; metal roof sheeting and roller doors with a 15m deep cantilvered awning over the loading areas along the southern elevation; and painted tilt panel concrete walls and glazing to the front ancillary office.

The design of the development also ensures that the pedestrian entry and main office entry is easily identifiable and readily visible with pedestrian access to the site provided at the southern end of the 2 storey ancillary office linking the building to the adjoining footpath. The proposed built form will contribute positively to the streetscape whilst also providing for passive surveillance of the public domain.

Car Parking, Site Access and Servicing

Provision will be made for a total of fifty-seven (57) car parking spaces on-site, including one (1) space for disabled persons, where fifty-seven (57) are required in accordance with Table 9.4.13-3 of the *Transport code*. Parking is proposed to be located towards the front of the site and either side of the central ancillary office building. As shown on site plan no. AR-1001 Revision E, the main staff car park is located towards the southern side of the main office providing separation between the main staff and customer parking area (which is orientated toward the northern side of the office) as well as the service vehicle loading / unloading areas.

With respect to vehicular access, the design incorporates two (2) industrial type crossovers both being 9m wide to the Proximity Place frontage. Provision has been made for standing and manoeuvring of both Articulated Vehicle (AV) and B-Double Vehicles on-site. The layout accommodates on-site turning movements and enables both vehicles to enter and leave the site in a forward direction. It is important to note that B-Double Vehicle access will be limited to the southern crossover where onsite turning and manoeuvring is provided without impeding access to car parks.

In relation to refuse collection, a bin store enclosure is to be provided towards the eastern rear boundary with refuse collection vehicles able to access and service the development on-site. For

further details regarding the proposed traffic and parking requirements, please refer to the accompanying Traffic Impact Statement prepared by Q Traffic Consulting.

Landscaping

A total of 490m² (or 4%) of landscape open space will be provided on-site. A landscape strip varying between 0.5m and 6m is provided along the road frontage with the exception of the driveway crossover areas and the padmount transformer towards the south-west corner. The overall landscaping provision will soften the built form and hardstand areas and make a positive contribution to the new road streetscapes. It is noted that only a minor portion of the landscape strip is reduced to 0.5m, with the average depth of the landscaping along the frontage being in excess of 3m.

In relation to the eastern rear boundary, the required outcomes of the *Industrial design code* stipulate that a minimum landscape strip of 10m is required where adjoining land in a non-industry zone. The adjoining land is included in the *Community facilities zone* and contains the Stapylton Land Fill facility. As such, the adjoining use does not contain a sensitive land use for which visual screening is normally required whilst the original subdivision approval did not require an easement or covenant over the subject site whereby a landscape buffer was required. As such, the proposed development complies with the corresponding Performance Outcome of the Code.

Infrastructure

The site forms part of the *Proximity@YATALA Industrial Park* which has previously been supplied with all necessary urban services including water and sewer reticulation, all of which are to be maintained. As previously stated, all civil works associated with the approved subdivision including new road construction, stormwater drainage and connection to utilities have been completed with the plan sealing application currently before Council for endorsement.

With respect to stormwater quantity and quality requirements, the newly constructed bioretention basin has been designed to accommodate treatment for all new road and lots within the estate which has been acknowledged in subsequent development approvals granted within the estate including over approved Lot 11 to the west of the subject site. Consequently, onsite treatment of stormwater is not required.

PLANNING ACT 2016 REQUIREMENTS

Development Application Details

Type of Development	Code Assessment		Impact Assessment	
	Preliminary Approval	Development Permit	Preliminary Approval	Development Permit
Material Change of Use		✓		
Reconfiguring a Lot				
Operational Work				
Building Work				
Plumbing and Drainage Work				

Relevant Sections Planning Act 2016

The following sections of the *Planning Act 2016* are relevant to this application:

- 45(3) A code assessment is an assessment that must be carried out only –**
- (a) against the assessment benchmarks in a categorizing instrument for the development; and**
 - (b) having regard to any matters prescribed by regulation for this paragraph.**

In regard to the prescribed regulation, being the *Planning Regulation 2017*, the following sections apply in the assessment of this application:

Section 26 – Assessment Benchmarks generally

- (1) For section 45(3)(a) of the Act, the code assessment must be carried out against the assessment benchmarks for the development stated in schedules 9 and 10.**

(2) Also, if the prescribed assessment manager is the local government, the code assessment must be carried out against the following assessment benchmarks—

(a) the assessment benchmarks stated in—

(i) the regional plan for a region, to the extent the regional plan is not identified in the planning scheme as being appropriately integrated in the planning scheme; and

(ii) the State Planning Policy, part E, to the extent part E is not identified in the planning scheme as being appropriately integrated in the planning scheme; and

(iii) a temporary State planning policy applying to the premises;

(b) if the local government is an infrastructure provider—the local government's LGIP.

(3) However, an assessment manager may, in assessing development requiring code assessment, consider an assessment benchmark only to the extent the assessment benchmark is relevant to the development.

State Planning Policy

Part 2 State planning provisions of the *Gold Coast City Plan* Version 8 identifies that all aspects of the state planning policy have been appropriately integrated into the City Plan with the exception of *Natural hazards, risk and resilience (coastal hazards)* which is not applicable to the site.

The subject site is in excess of 2,500m² and the proposed development will result in an impervious area greater than 25 per cent of the net developable area. Whilst assessment against the *Healthy Waters Code* is applicable, the newly constructed bioretention basin has been designed to accommodate treatment for all new road and lots within the estate which has been acknowledged in subsequently development approvals granted within the estate. Consequently, onsite treatment of stormwater is not required.

ShapingSEQ - South East Queensland Regional Plan 2017

The subject site is identified within the *Urban Footprint* designation of the *ShapingSEQ South East Queensland Regional Plan 2017*. Land within the *Urban Footprint* is intended to accommodate the full range of normal urban uses, such as housing, industry, business, infrastructure, community facilities and urban open spaces. As such the proposed use does not conflict with the Plan.

Referral Agencies – SARA

No referral agencies are triggered in the assessment of this application.

CATEGORIES OF DEVELOPMENT AND ASSESSMENT

Application Process – Code Assessment

The zoning for this site is *High impact industry zone* under the *Gold Coast City Plan*. Under Part 5.5 *Categories of Development and Assessment – Material Change of Use*, specifically Table 5.5.11 – *High impact industry zone (where not in a precinct)*, a proposed material change of use for *Medium impact industry* is *Accepted Development subject to requirements*. In this instance, the subject site is not located in a precinct. As such, the assessment criteria triggered include the *High impact industry zone code*, *Fire services in developments accessed by common private title code*, *General development provisions code*, *Healthy waters code*, *Industrial design code* and the *Transport code*.

In accordance with Section 5.3.3(2) of the City Plan, accepted development that does not comply with one or more of the nominated required outcomes in the relevant parts of the applicable code(s) becomes code assessable development unless otherwise specified.

The proposal does not comply with RO1, RO8 and RO9 of the *Industrial Design Code*, RO1 of the *Healthy Waters Code* and RO4 & RO7 of the *Transport Code* and therefore, this application is to be

assessed using the code assessment procedures of the *Planning Act 2016* and the *Development Assessment Rules (DA Rules)*. As the application is subject to code assessment only, it is not required to undergo public notification procedures.

Therefore, this application is to be assessed using the code assessment procedures of the *Planning Act 2016* and the *Development Assessment Rules (DA Rules)*.

As the application is code assessable it is not required to undergo public notification procedures.

PLANNING SCHEME ASSESSMENT

Relevant Sections of Gold Coast City Plan 2016

The following sections of *Gold Coast City Plan 2016* are relevant to this application:

Section 5.3.3(1) & (2) state:

- ***Accepted development does not require a development approval and is not subject to assessment benchmarks. However, certain requirements may apply to some types of development for it to be accepted development. Where nominated in the tables of assessment, accepted development must comply with the requirements identified as required outcomes in the relevant parts of the applicable code(s);***

And

- ***Accepted development that does not comply with one or more of the nominated required outcomes in the relevant parts of the applicable code(s) becomes code assessable development unless otherwise specified.***

The application has been assessed against the required outcomes and where applicable, the relevant performance outcomes of the applicable code(s) as discussed in detail below.

High Impact Industry Zone Code

The site is included in the *High impact industry zone*. As such, assessment against the purpose and overall outcomes of the *High impact industry zone code* is applicable.

The overarching purpose of the code is to 'provide for High impact industry uses.' It is intended that the purpose of the code be achieved through the overall outcomes set out in the code. In this instance the proposal is considered to be in compliance with the overall purpose of the *High impact industry zone code* with the proposed development providing for a medium impact industrial use in the existing *Proximity@YATALA Industrial Park*.

The development provides for a functional industrial building which has been designed to positively contribute to the streetscape, has a maximum height consistent with nearby industrial developments and is not located in proximity to any sensitive uses. The intended land use conforms with the overall outcomes of the zone and in particular, Overall Outcome 2(a) which states:

Land uses –

- i. *include a wide range of industrial activities which are appropriately located away from sensitive land uses, such as high impact industry, **medium impact industry**, marine industry, low impact industry, warehouses, research and technology and bulk garden supplies;*
- ii. *which are industry based and have the potential for significant amenity impacts may be considered, these include aquaculture and renewable energy facilities.*

The proposed medium impact industry use includes metal works including cutting and welding of metal and aluminium products by ARCO Architectural Systems for which the separation distance to the nearest sensitive receiving areas mitigates the potential for adverse impacts. This is demonstrated in detail in the assessment against the *Required Outcomes* of the applicable codes provided in the attached 'Appendix 1 – Required Outcomes Statement' pdf.

Use Codes

Part 5.5 *Categories of Development and Assessment* of the City Plan, specifically Table 5.5.11 – *High impact industry zone (where not in a precinct)*, identifies the *Industrial design code* as the relevant use code for the proposed development. Compliance with the required outcomes, and where relevant, the performance outcomes of the code is demonstrated in detail in the attached 'Appendix 1 – Required Outcomes Statement' pdf.

Other Development Codes

The other development codes identified in Table 5.5.11 – *High impact industry zone (where not in a precinct)* as assessment benchmarks and required outcomes include the following:

- *Fire services in developments accessed by common private title code;*
- *General development provisions code;*
- *Healthy waters code; and*
- *Transport code.*

Compliance with the required outcomes, and where relevant the performance outcomes of the abovementioned codes is demonstrated in accompanying 'Appendix 1 – Required Outcomes Statement' pdf.

Overlays

The subject site, being part of Lot 334 on SP193431, is identified as being affected by the following overlays and is subject to assessment against the associated codes where applicable:

- *Acid sulfate soils overlay;*
- *Airport environs overlay;*
- *Bushfire hazard overlay;*
- *Environmental significance overlay;*
- *Flood overlay;*
- *Industry, community infrastructure and agriculture land interface area overlay; and*
- *Water catchments and dual reticulation overlay.*

In this instance, the proposed development does not trigger assessment against the relevant overlay codes. The proposal does not result in the excavation or filling of land below the 5m contour and as such, assessment against the *Acid sulfate soils overlay* is not required whilst the *Industry, community infrastructure and agriculture land interface area overlay* is not applicable as the proposed development is for *Medium impact industry* and does not involve a sensitive land use.

As the proposed development is for a material change of use in the 'Woongoolba flood mitigation catchment area' of the *Water catchments and dual reticulation overlay*, assessment against the *Healthy waters code* is not triggered by the overlay. However it is noted that assessment against the *Healthy waters code* is required under the categories of development and assessment tables for development in the *High impact industry zone* and as such, has been carried out. Compliance with the relevant acceptable outcomes and where relevant, the performance outcomes of the *Healthy waters overlay code* has already been addressed in the original subdivision approval for the estate (refer to Council file reference MIN/2020/494).

All aspects relating to the *Environmental significance overlay* including the interface to the waterway corridor and disturbance to native vegetation have been addressed as part of the previous subdivision approval and subsequent operational works approvals. This included the dedication of land for open space purposes. The original Bushfire hazard assessment prepared by Land and Environment Consultants (LEC) identified the subject lot within a hazard zone however based on the intended use and limited storage of chemicals onsite, no further issues are raised with respect with compliance with the original plan (refer to the original Bushfire hazard assessment and the accompanying email correspondence from LEC).

CONCLUSIONS AND RECOMMENDATIONS

The proposal is for a Material Change of Use (Development Permit) for the purpose of *Medium impact industry* on approved Lot 16 at 84-160 Christensen Road South, Stapylton.

The proposed development is an appropriate use for the *High impact industry zone* and the location of the site is suitable for the development of medium and high impact industrial uses given the separation distance to the nearest sensitive receiving areas. The proposed building is of a scale, form and intensity which is consistent with the surrounding area and provides a high level of amenity.

The building is to be of a high quality contemporary finish, significantly articulated and constructed from a variety of materials and finishes. Extensive landscape open space areas have been provided on-site which will soften the built form and make a positive contribution to the existing and future road streetscapes.

It has been demonstrated that the application is in accordance with the required outcomes, and where relevant, the corresponding performance outcomes of the relevant codes of the *Gold Coast City Plan 2016* and will not have any adverse impacts on surrounding areas.

Based on the findings of this report there appears to be no grounds to warrant the refusal of this application and it is recommended that the proposed development be approved subject to reasonable and relevant conditions.

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iPlan Town Planning Pty Ltd
November 2023