



**City Planning & Sustainability
Development Services**

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Dedicated to a better Brisbane

30 July 2018

Village Retirement Group
c/- Saunders Havill Group
9 Thompson Street
BOWEN HILLS QLD 4006

Attention: Nikki Christmas
Application Reference: A004942635
Address of Site: 162 OCEANA TCE LOTA QLD 4179

Dear Nikki

RE: Information request under the *Planning Act 2016*

Council has carried out an initial review of the above application and has identified that further information is required to fully assess the proposal.

1. Masterplan

The information provided with the application suggests that there is an intention to develop the site to a greater extent than that applied for in the current application. In order for Council to fully understand the current application in the context of future development of the site, a Masterplan needs to be provided.

1.1.1 The Masterplan should include:

- an indication of the location and height of proposed future buildings/dwellings
- vehicle movement through the site to proposed future buildings
- pedestrian movement through the site
- any proposed subdivision of the site
- integration with the adjoining residential care facility and Lota House, including site management, servicing and administration.

2. Design

2.1 Building Height

Existing development on the site is single or two storeys in height with surrounding development being low density in scale. The proposed buildings of five to seven storeys in height is significantly greater in height than that of surrounding development and does not comply with AO14 or PO14 of the Community facilities code in that the proposed development is of a scale, height and bulk that is greater than surrounding development, nor is it consistent with reasonable expectations for built form which is apparent by the number of objections received from the community in relation to the application which is Code assessable.

The proposed height is also inconsistent with the Community facilities zone code where the overall outcomes specify that future development is to be generally consistent with the character of the area.

The zone code overall outcomes also require development to be of a scale, height and bulk that provides a high level of amenity and that transitions sensitively to surrounding uses. It is acknowledged that the site size is significant and that the development is somewhat buffered from nearby low density housing due to the separation provided by the road network and through the retention of existing mature trees. These alone provide only some justification for an increase in building height above that on surrounding land.

PO5 and PO6 of the Multiple dwelling code are not achieved as the bulk, scale and height of the proposed development is not consistent with the intended form and character of the local area (existing and future building heights in the local area are one and two storey), nor is the height consistent with the streetscape local context and intent of the area (the predominant height of existing buildings in the street is one and two storey). Furthermore, the topography of site exacerbates the perceived height of the buildings when viewed from the street and the proposed development will impact on significant view points and corridors in the local area, especially when viewed from Moreton Bay and the foreshore areas of Manly and Lota. It is noted that where the building heights exceed the canopy height of the trees to be retained the perceived height of the development will be further exacerbated, particularly at street level.

- 2.1.1 Provide revised plans that demonstrate compliance with PO14 of the Community facilities code; PO5 and PO6 of the Multiple dwelling code; and the overall outcomes of the Community facilities zone.
- 2.1.2 Provide a visual impact assessment that shows how the proposed development will be viewed from locations indicated on the attached diagram. The assessment should show the site as it is currently developed and as proposed.

2.2 Buildings that Breathe

Buildings that Breathe - 1 Orientate yourself

Overall Layout

The buildings are orientated around the ridge of the site. Buildings 1 and 2 face directly north south with the same floor levels across both buildings; while buildings 3 and 4 face north west to south east with the same floor levels across both buildings. Buildings 1 and 2 are at a 45 degree angle to Oceana Terrace, resulting in a geometry that is in contrast to the street and neighbourhood. Buildings 1-4 have a similar layout and form regardless of context, slope or orientation.

The pairing of the orientation of the buildings in terms of orientation and siting does not provide sufficient response to site and climatic orientation. The site has a substantial slope and as a result, where the ground level and subsequent levels are continuous across the large building footprints, the bulk and scale of the proposed buildings is substantial. As a result of the continuous floor plates, buildings 2 and 4 in particular are substantially above natural ground at the ground level and therefore do not step with the slope at their upper most levels, making them dominant and incongruous in the neighbourhood. Additional steps in the built form, which will require basement changes and steps in the overall heights will be required to ensure that the built form steps with the slope, reduces the appearance of the exposed basement and presents as an articulated form that is responsive to site.

- 2.2.1 Provide stepped built forms that are responsive to slope and reduce the exposure of basement walls and connect the ground level more directly to the ground plane.
- 2.2.2 Provide site levels to each floor level and the adjacent proposed external ground level at each corner of the building to assess the changes in slope and height above ground.

Orientation

The building form and sunshading is not responsive to climate. There is insufficient response to orientation with regards to sunshading to the west, or increased openings to the north east. The building caps present as flat forms without articulation in terms of slope or solar orientation and from a distance will appear as a uniform, continuous structure of substantial bulk.

- 2.2.3** Provide elevational treatments that are responsive to solar orientation and breezes.
- 2.2.4** Provide sunshading devices that are particular to each orientation.
- 2.2.5** Provide stepped roof planes with large overhangs that are responsive to the slope, solar orientation and the requirement to provide shade and shelter to external walls and a subtropical building identity in this prominent ridgeline.

Context

The built form does not respond to the context of the street or orthogonal layout of the neighbourhood. The scale of the buildings does not transition with the housing across the street or respond to the dwelling house scale of the neighbourhood and pattern of development in the street. To provide a response to the neighbourhood:

- 2.2.6** Provide a reorientation of buildings 1 and 2 so that they are parallel to Oceana Terrace, with a stepped form that directly connects to the street and outdoor space. Provide a transition in scale to the buildings facing Oceana Terrace, with breaks in scale that reflect the dwelling house scale and pattern of the streetscape. For instance, the frontages of buildings 1 and 2 facing Oceana terrace are to step down to a two storey form, with breaks and recesses every 10m, with lightweight balconies to the street, to reflect the breaks in form of the residential street.

Bulk and scale and materials

The buildings appear as one large bulk and scale on the ridge. The form does not have enough fine grain articulation or variation between each building nor is the ground level provided with enough fine grain detailing:

- 2.2.7** Provide variation in the built form as noted above as a response to climate and orientation and slope as well as some material, colour and form variation to ensure that the user has some perception of identity with their dwelling and building. This will allow for the buildings to be reduced in bulk and scale from a distance as well as provide visual wayfinding and identity within the site. Fine grain detailing with a variation of material and colour, awnings and projections at the ground level to provide for a positive internal and external streetscape connection is required. There are some awnings indicated on the plans however the fine grain detail of the ground levels, basement treatments, and entrances and overall built form materials and finishes requires additional detail.

Buildings that Breathe - 2 Occupy outdoor spaces

There appears to be sufficient private outdoor spaces and balconies, communal open spaces and pathways. It is unclear as to the delineation between public and private pathways and outdoor spaces, which could result in some security and safety concerns.

- 2.2.8** Provide a diagram showing the separation of public and private areas. Provide a diagram showing building entrances and clear sight lines to each. Provide definition of each building entrance through variation in materials and finishes for wayfinding. Provide details of awnings and weather protection to each entry. Provide details as to the function of each communal outdoor space and provide areas of each private outdoor space.

Buildings that Breathe - 3 Illuminate with daylight

Amend the proposal to address the orientation and shading concerns raised above for external and internal spaces to ensure that adequate sun shading is provided.

2.2.9 Provide a response to orientation as detailed above.

Buildings that Breathe – 4 Shade and protect

Amend the proposal to address the details of materials and finishes, and fine grain response to the ground level and orientation as outlined above and reiterated below.

2.2.10 Provide a response to orientation as detailed above.

Buildings that Breathe – 7 Identity matters

The design is required to address the orientation and shading concerns raised above for external and internal spaces to ensure that adequate sunshading is provided.

2.2.11 Identity for each building is required as a response to climate and orientation and slope as well as some material, colour and form variation to ensure that the user has some perception of identity with their dwelling and building. The context with the street and the heritage place also requires additional consideration. This will allow for the buildings to be reduced in bulk and scale from a distance as well as provide visual wayfinding and identity within the site. Fine grain detailing through the use of variation of material and colour, awnings and projections at the ground level to provide for a positive internal and external streetscape connection is required. The appearance of the buildings on the ridgeline needs to be considered in more detail for this prominent site, particularly the silhouette of articulated roof lines with overhangs.

Buildings that Breathe – 8 Reduce energy and waste

Amend the proposal to address the orientation and shading concerns raised above for external and internal spaces to ensure that adequate response to orientation and neighbourhood context and pedestrian connectivity

2.2.12 Provide a response to orientation through diagrams and elevations and re-orientation of buildings to respond to solar orientation and street context. Provide diagrams clearly showing pedestrian connection and the separation of private and public pathways

2.3 Ancillary structures and utilities

Further details of the bin storage and collection zone are required, including details of screening. Consideration should be given to relocating the bin storage area in favour of a large tree and additional landscape treatment, such as spreading shade trees around the base of tower B1, or retention of the existing semi-mature delonix tree which is not currently shown on the tree survey.

In addition, the location of infrastructure, such as an electrical substation or padmount transformer are not shown on the proposed plans and will need to be included in the revised plans.

The location of these structures should be setback as far away from the front boundary as possible, with appropriate design and screening detail shown on the revised plans and the landscape plan.

2.4 Community facilities and administration areas

The community facilities/ancillary uses and administration areas in Buildings 3 and 4 are not labelled on the proposed plans.

- 2.4.1** Revised plans are to clearly label and delineate areas for community facilities/ancillary uses and administration areas.

3. Heritage Place

The site is a State Heritage Listed site and is also identified in the Local heritage overlay. The following concerns are raised in relation to the heritage values of the site acknowledging that advice has not been formally provided by the State at this time:

- the development may impact on panoramic views identified in the citation for the site. Similarly, the development may impact on the eucalypt woodland located on the site which is also identified in the citation.
- the removal of existing trees may diminish the heritage values of the site. The ecology report provided indicates a number of trees to be removed. Many of these trees are currently identified as being protected through a NALL.
- the introduction of new tower elements in the landscape may result in a detrimental impact on the setting of the place and, in particular, is likely to impact on the panoramic views described in the heritage citation.
- details of any restoration/conservation works and maintenance of Lota House have not been identified and may include alterations and demolition that require assessment.

If there is an intention to subdivide the lot on completion (the drawings provided indicate a site boundary in a different configuration than that currently present) it will need to be demonstrated that there is a sufficient buffer to the Heritage fabric and that the heritage values are protected.

4. Landscaping

4.1 Pedestrian pathways

Small pedestrian pathways and gates are nominated on the landscape concept plan to connect with the external pedestrian system. Any steps or ramps required to access the property must be contained wholly within the property boundary. Demonstrate that existing street trees are to be unaffected by the proposal.

- 4.1.1** Provide amended drawings that include further detail, including existing and proposed levels and site entries. Any steps or ramps required to access the property must be contained wholly within the property boundary.

4.2 Significant trees

The proposed development must maximise the opportunity to retain significant vegetation.

There are existing trees on the site that may be required to be retained to comply with purpose 3(d) of the Wynnum-Manly neighbourhood plan and PO1 of the Landscape works code, but the proposal does not include enough information to complete a full assessment. Whilst it is clear that there is the intention to retain a significant amount existing vegetation on site, there is a mismatch between the submitted information, or some information is missing.

An ecology report with a tree survey plan has been provided with some trees marked for further assessment by an arborist, and arborist report has been provided with a tree schedule and assessment of retention/removal of trees on site. Trees to be retained need to be clearly indicated with their identifying number of the landscape concept plan together with existing and proposed levels to demonstrate that proposed retentions are achievable.

From the reports provided it is unclear where the trees are located within the site as a plan has not been provided with the arborist report and the tree schedule in the arborist report doesn't correspond to the tree schedule in the ecology report. Clarify abnormalities and resubmit the

vegetation management plan and an amended survey of existing vegetation by an AQF Level 5 quality arborist identifying trees by surveyed location, species, height, canopy spread, diameter at breast height and condition, with justification provided for proposed removal against the provisions of the Vegetation planning scheme policy.

- 4.2.1** Provide an updated ecology report and tree survey plan that clearly identifies the trees the arborist has proposed for removal and retention, including trees considered to be significant vegetation as defined in the Vegetation planning scheme policy. These reports must match the landscape concept plan.

Tree protection zones and structural root zones are required for trees to be retained. Design changes may be necessary when this information has been assessed.

- 4.2.2** Provide an amended landscape concept plan demonstrating retained vegetation together with existing and proposed levels. Retention of vegetation to match vegetation management plan so that all documents are consistent.

4.3 Retaining walls

It is not clear if retaining walls are required, although it seems the intent is to gently batter down towards the verge and existing trees. Design amendment may be required to comply with purpose 2(a) and performance outcome PO1 of the Filling and excavation code if any retaining walls exceed 1m in height are being proposed. Fill within the tree protection zone of retained vegetation is to be avoided.

- 4.3.1** Provide amended landscape concept plan drawings that indicate any retaining walls together with proposed top of wall and bottom of wall levels especially if near retained vegetation. Wall height should be reduced to no more than 1m high, and/or screened with vegetation. Where vegetation is proposed, detail must be provided to confirm that wall design, including footings and drainage, will allow for enough uncompacted topsoil to support healthy plant growth.

4.4 Water storage for irrigation

The proposal does not comply with PO12/AO12.2 and PO13/AO13.2 of the Landscape work code, as it does not include water storage to support the extensive proposed container planting on podium and roof levels.

- 4.4.1** Amend the proposal to include stormwater harvesting and sufficient water storage to maintain container planting, with reference to the Landscape design guidelines for water conservation planning scheme policy.

4.5 Green walls / container planting

Proposed green roofs / containerised planting are supported in principle as contributing to subtropical design excellence and building articulation required by the City Plan and described in the New World City Design Guide - Buildings that Breathe. Further detail is required to demonstrate that planting will be viable, including in terms of construction integration, sustainable water consumption and ongoing maintenance. Unless this information is provided, green walls / containerized planting cannot be considered an achievable long-term outcome and the proposal will not comply with PO4 of the Landscape works code. Maintenance access to green roof is required to be demonstrated.

It should be noted that any containerised planting will be subject to conditions that will require its ongoing maintenance. Accordingly, it is essential that long term maintenance needs including costs are considered in detail at an early stage of design development.

- 4.5.1** Provide amended drawings and supporting information to confirm the long term sustainability of proposed container planting, including:
- i) conceptual construction details including growing media, container size (internal widths and depths) and integration with building/structural design
 - ii) conceptual planting design

- iii) detailed estimates of required weekly water consumption for irrigation for each calendar month by an Irrigation Association of Australia certified irrigation designer, holding a Diploma of Irrigation
- iv) proposed size and location rainwater storage tanks or other non-mains water source for irrigation, sufficient to provide at least 95% of irrigation needs
- v) preliminary ongoing annual maintenance schedule for planting, growing media, irrigation and structural elements, including details of maintenance access.

5. Stormwater

The size of the proposed detention tank discussed in 4.1.3 and Appendix F of the site based stormwater management plan (SBSMP) is not in accordance with 7.5.4(3) of the Infrastructure design planning scheme policy (ID PSP) and is not acceptable. Provide detention sizing in accordance with AO6.2 of the Stormwater code and 7.5 of the ID PSP.

Section 4.1.4 of the SBSMP states that buildings to the east of the site will discharge to Moreton Bay via an existing pipe and headwall; however, the nominated pipe and headwall does not discharge to Moreton Bay, it outlets at the property boundary and flows overland through a vegetated area of road reserve. The increase in runoff to this area for all events will cause issues in the vegetated area, including but not limited to ponding, scouring and erosion, and will not be supported. Detention must be shown for this runoff and all flow should be directed to a single lawful point of discharge in accordance with ID PSP.

Section 4.1.1 of the SBSMP discusses rainfall data, however it is unclear which ARR data was used 1987 or 2016. Provide clarification of the data used.

No details of the existing or proposed stormwater system for this proposal have been submitted, the SBSMP and plans do not provide enough details to allow appropriate assessment.

Demonstrate that the proposal is in accordance with the requirements of the Stormwater code and Infrastructure design code.

5.1.1 Provide an updated SBSMP in accordance with these elements of CP2014 and signed by an RPEQ. The SBSMP must provide the following details:

- i) The existing and proposed private drainage within the site
- ii) The location and details of the proposed detention for the site including plans and sections of the detention structure(s)
- iii) The proposed stormwater water quality for the site including plans and sections of any structures
- iv) Invert levels of the proposed pit and pipe system.

An electronic copy of the MUSIC model for assessment is required.

The SBSMP will need to be signed by an RPEQ in accordance with PO1 and AO1 of the Stormwater code and 1.3.1, 1.3.2 and 1.4 and chapter 7 of the ID PSP.

Please note: the proposed buildings are numbered in reverse order in the engineering report and SBSMP when compared to the architectural plans this will need to be rectified.

6. Transport, access, parking and servicing

The proposed access, car parking and servicing is generally acceptable; however, the following additional information is required to allow a detailed assessment of the application against the Transport, access, parking and servicing code and planning scheme policy (TAPS PSP):

6.1 Visitor parking

The proposed plans show a roller shutter, which restricts entrance to the car park. AO15 of the TAPS code and Section 7.3 (5) of the TAPS PSP requires that visitor parking not be located behind a roller shutter in this way.

- 6.1.1** Demonstrate on plans that the security gate/fence/roller door has been relocated to allow unrestricted access to the visitor car parking spaces in accordance with 7.3 (5) of the TAPS PSP.

6.2 Carparking aisle width

- 6.2.1** Demonstrate on plans 6.2m aisles in accordance with AO15 of the TAPS code and 7.4.4 of TAPS PSP or provide a suitable performance solution demonstrating compliance with PO9 of the TAPS code provided in a RPEQ signed traffic report.

6.3 Basement ramps

The proposed plans show car parking ramps to basement levels at 1:5 grades, which is not in accordance with 7.6, and table 17 of the TAPS PSP.

- 6.3.1** Demonstrate on plans ramp grades of 1:6 in accordance with AO15 of the TAPS PSP and 7.6 of the TAPS PSP. While section 3.3 and table 3.2 of the TTM traffic report discuss ramp grades, no acceptable performance solution is provided; a long section demonstrating how the proposed ramp will perform is required in an updated RPEQ signed traffic report.

6.4 Cyclist facilities

PO/AO9 of the Community facilities code requires bicycle parking to be provided. The rate in the Transport, access, parking and servicing planning scheme policy for a multiple dwelling in lieu of retirement facility is to be applied.

- 6.4.1** Revised plans are to provide one secure bicycle parking space per unit.

7. Noise – Community Facility

The proposed retirement facility and its location near sensitive land uses/zoning has the potential to impact on the noise amenity of nearby sensitive uses and it needs to be demonstrated that an adequate level of amenity as per the code can be provided at such locations.

- 7.1.1** Submit further information demonstrating that the proposed use can comply with the hours of operation and acoustic barriers as prescribed in AO1.1 – AO2.2 of the Community facilities code. Where compliance cannot be achieved, submit for approval a Noise impact assessment report in accordance with PO2 of the code.

Further guidance can be found in the Noise impact assessment planning scheme policy.

8. Fuel Burning or Power Generator

The proposed application may include the use of Fuel Burning or a Back-up/Power Generator. Such uses are defined as “Fuel Burning” in Schedule 1 Definitions – Industry Thresholds:

Medium Impact Industry - fuel burning for power generation with an installed capacity of 0.1 MW or less, if: operating more than 100 hours per year; and not involving coal combustion.

High Impact Industry - fuel burning for power generation with an installed capacity of more than 0.1 MW, if less than 10 MW; and not involving coal combustion.

- 8.1.1** Submit further information outlining whether a power generator is proposed. Such information is to include maximum fuel burning capacity in MW; potential hours of use, type and quantity of fuel stored, air quality controls and type of engine. (In some

circumstances an Air quality report may be required demonstrating compliance with PO1 of the Industry code).

9. Infrastructure charges

The following information is required to assist in calculating the applicable infrastructure charges for the proposed development:

9.1 Existing and/or Previous Lawful Use

- 9.1.1** Submit details of the existing lawful uses on the site by completing Prescribed Form B, found on Council's website at:

https://www.brisbane.qld.gov.au/sites/default/files/20150731-res_no.4_2014_-_res_no.5_20form_b_-_demand_credit_for_existing_or_previous_lawful_use_-_final-3_july_2015.docx

If the existing use commenced as a result of being either *exempt development*, and/or *self assessable development* the following must be provided as evidence:

1. The zoning at the time the use commenced
2. The relevant sections of Council's Planning Scheme which allowed the use to become lawful at the time the use commenced.

Pursuant to Section 16(4) of the *Brisbane Infrastructure Charges Resolution (No. 7) 2018 (BICR7)* the applicant is to provide evidence of all lawful uses for which the demand credit is to be applied. The BICR7 is not explicit in what constitutes evidence of past uses. However, Council will accept any details that clearly show they were in place on the property lawfully. This may include, any or a combination of, formal planning approvals, building approvals, old photographs, phone listings, advertisements, lease documents, etc. This list is not exhaustive and consideration will be given to any material that demonstrates lawful past uses.

- 9.1.2** Provide plans, which show the existing units including bedroom layout plans, which identify the number of bedrooms in each unit (in addition to the information provided in section 7.1 of the assessment report provided with the application).

9.2 Proposed Use

A 'bedroom' is clearly defined under the current *BICR7* and this definition includes rooms such as a study, rumpus room or other similar space.

- 9.2.1** Confirm the following number of bedrooms per unit type:

Unit Type A – 3 bedroom
Unit Type B – 3 bedroom
Unit Type C – 3 bedroom
Unit Type D – 2 bedroom
Unit Type E – 4 bedroom

Queensland Urban Utilities (QUU)

Council does not undertake water and sewer assessment of any planning applications. Contact QUU on (07) 3432 2200 to discuss any water and sewer issues and whether you are required to submit an application to QUU for assessment.

Responding to this request

Your response should include a summary table which outlines any changes to performance outcomes and plans that have resulted from addressing the issues outlined above. The table should also include details of any supporting documentation.

If a response is not provided within the prescribed response period of three (3) months assessment of the application will continue from the day after the day on which the response period would have otherwise ended.

Email your response to edaeast@brisbane.qld.gov.au quoting the application reference number A004942635.

Please phone me on telephone number below during normal business hours if you have any queries regarding this matter.

Yours sincerely



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Development Services
Brisbane City Council

Visual Impact Analysis - View Points

Moreton Bay, Wynnum Esplanade / Lower Esplanade, Manly Village / Esplanade, Manly Harbour / Davenport Dr, Manly Rd/Whites Rd roundabout, Oceana Tce near school, Lota Esplanade, Queens Esplanade

