

DEVELOPMENT APPLICATION SEEKING A
DEVELOPMENT PERMIT FOR:

Material Change of Use for Shopping Centre

NORTH SHORE CENTRAL



on behalf of
ODG North Shore C1TC Pty Ltd

at
13 Market Place, 16-38 Main Street and 1 Yalbira Drive, 2 Rana Lane, 10 Okino
Place, Burdell

on
Lot 869 on SP361255, Lot 316 on SP221989 and Lot 2506 on SP358940

Date: 6 May 2026

Ref: 25544-190-01

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Brazier Motti have prepared this report for the sole purposes of ODG North Shore C1TC Pty Ltd for the specific purpose of a Development Application seeking a Development Permit for Material Change of Use (Shopping Centre) at 13 Market Place, Burdell.

In preparing this report we have assumed that all information and documents provided to us by others, such as the client, other consultants acting on the client's behalf or government agencies, to be complete, accurate and current.

Signed on behalf of Brazier Motti Pty Ltd

ANNE ZAREH

Associate/Senior Town Planner

Brazier Motti Pty Ltd



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1.0 INTRODUCTION

This town planning report has been prepared on behalf of the Applicant, ODG North Shore C1TC Pty Ltd, in support of a development application seeking a Development Permit for a Material Change of Use for an integrated Shopping Centre.

The North Shore Central involves the development of an integrated activity and community hub which links a variety of social and commercial activity for a growing community. It comprises a supermarket, a discount department store, a liquor store, 3 mini majors, 27 specialty shop tenancies, 10 food outlet tenancies and a fresh food shop.

The development application is made in accordance with section 51 of the *Planning Act 2016 (the Act)* and contains the mandatory supporting information specified in the applicable DA form, included in **Appendix A**.

The site is located within the boundaries of the Townsville City Plan 2014 and the assessment manager for the site is Townsville City Council. Referral will be required given the development threshold and potential impact on the state-controlled road network. The application is subject to impact assessment and therefore public notification will be required.

The report reviews the characteristics of the site and reviews the town planning and legislative implications of the proposal pursuant to provisions of *the Act*.

To assist in Council's determination of this development application, this planning report provides greater detail on the nature of the proposal in covering the following matters:

- Section 2:- A subject site description and approval background.
- Section 3:- A detailed description of the development proposal.
- Section 4:- A review of the relevant legislation provisions.
- Section 5:- Planning Framework and assessment of the proposal against the relevant code provisions of the North Shore Plan of Development and Townsville City Plan 2014.
- Section 6:- Conclusion and recommendation.



2.0 THE SUBJECT LAND

The subject land is located at 13 Market Street, 16-38 Main Street and 1 Yalbira Drive, 2 Rana Lane and 10 Okino Place, Burdell and formerly described as Lot 869 on SP361255, Lot 316 on SP221989 and Lot 2506 on SP358940. Lot 2506 has several street addresses due to the location of the different parts of the lot. *Figure 1* below shows the extent of the subject land which is prominently located in the North Shore town centre precinct.

It is noted that Lot 316 has been included for completeness as the proposed development relies on this lot for access purposes. It is also required to achieve an integrated development approach to allow cross utilisation of infrastructure and other embellishment, etc. The Certificate of Title confirming ownership of Lot 316 on SP221989 by IFM REAL ESTATE FIDUCIARY PTY is included in **Appendix B**. A copy of the Survey Plan is also included in **Appendix B**. Further, Lot 2506 on SP358940 has also been included for completeness as the boundary realignment (RAL26/0009) has not registered yet.

For the purpose of this report, the subject site refers to Lot 869 on SP248845, refer to section 3.0.

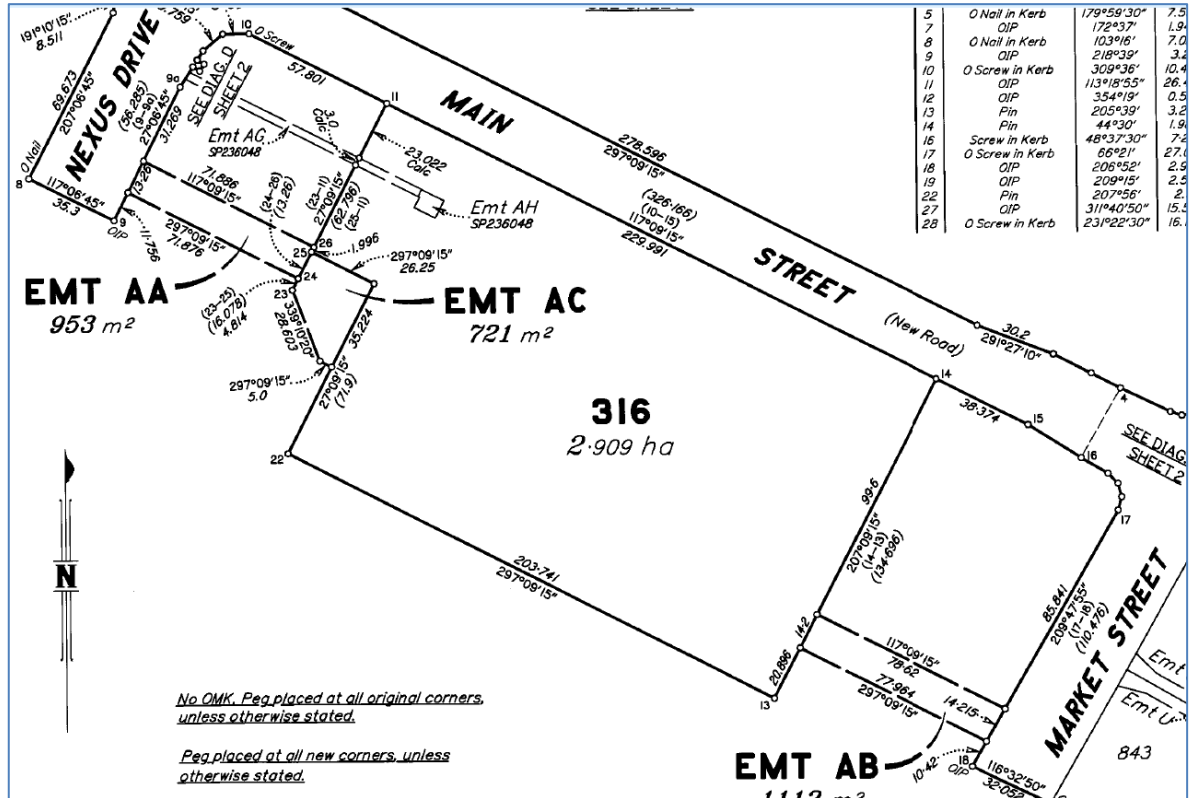
Figure 1: Aerial image of the subject land



Source: Queensland Globe

In terms of access to Lot 316, it is noted that whilst the main access is off Main Street, Lot 316 also gains access via access easements contained in Lot 869, refer to *Figure 2* below. The purpose of these easements will remain unchanged.

Figure 2: Location of access easement to provide legal access rights to Lot 316





3.0 THE SUBJECT SITE AND APPROVAL BACKGROUND

The subject site is located at 13 Market Street, Burdell and formerly described as Lot 869 on SP248845. As per above, it is noted that Lot 316 on SP221989 (16-38 Main Street) and Lot 2506 on SP358940 (1 Yalbira Drive, 2 Rana Lane and 10 Okino Place) have been included for completeness as the development relies on these lot for access purposes. Tenure arrangements will be secured between the landowners separately. Owner consents have been obtained for all three lots and are included in **Appendix A**.

Figure 3 below shows the extent of the subject site which encompasses a total area of 10.18ha. The site has road frontage to Main Street, Market Street and Nexus Drive.

Figure 3: Aerial image of the subject site



Source: Queensland Globe



Further, the subject site is located near the neighbourhood retail centre on Main Street (Woolworth, etc.) which is anchored by the North Shore Marketplace and the North Shore Tavern. The Arcare Aged Care facility and other retail and community facilities are also located in close proximity of the subject site. *Figure 4* below shows an overview of surrounding land uses.

The subject site is predominantly flat, with minimal variation in existing surface levels, which range from approximately 7.0 m to 8.0 m AHD. A detail survey has been undertaken and is attached in **Appendix D**.

Figure 4: Aerial image of the subject site and surrounding land uses



Source: Buchan

The Certificate of Title confirming ownership of the subject site by ODG NORTH SHORE C1TC PTY LTD is included in **Appendix B**. There are several access and drainage easements that burden the site; however, these are not an impediment to this development application. A copy of the Survey Plan is included in **Appendix B**.

North Shore Approval- Plan of Development

North Shore is subject to a Preliminary Approval for a Material Change of Use (uses in accordance with the Plan of Development for a Master Planned Community comprising Residential, Commercial & Open Space Planning Areas) which was approved over the estate by way of Consent Orders, decided on 29 March 2007.

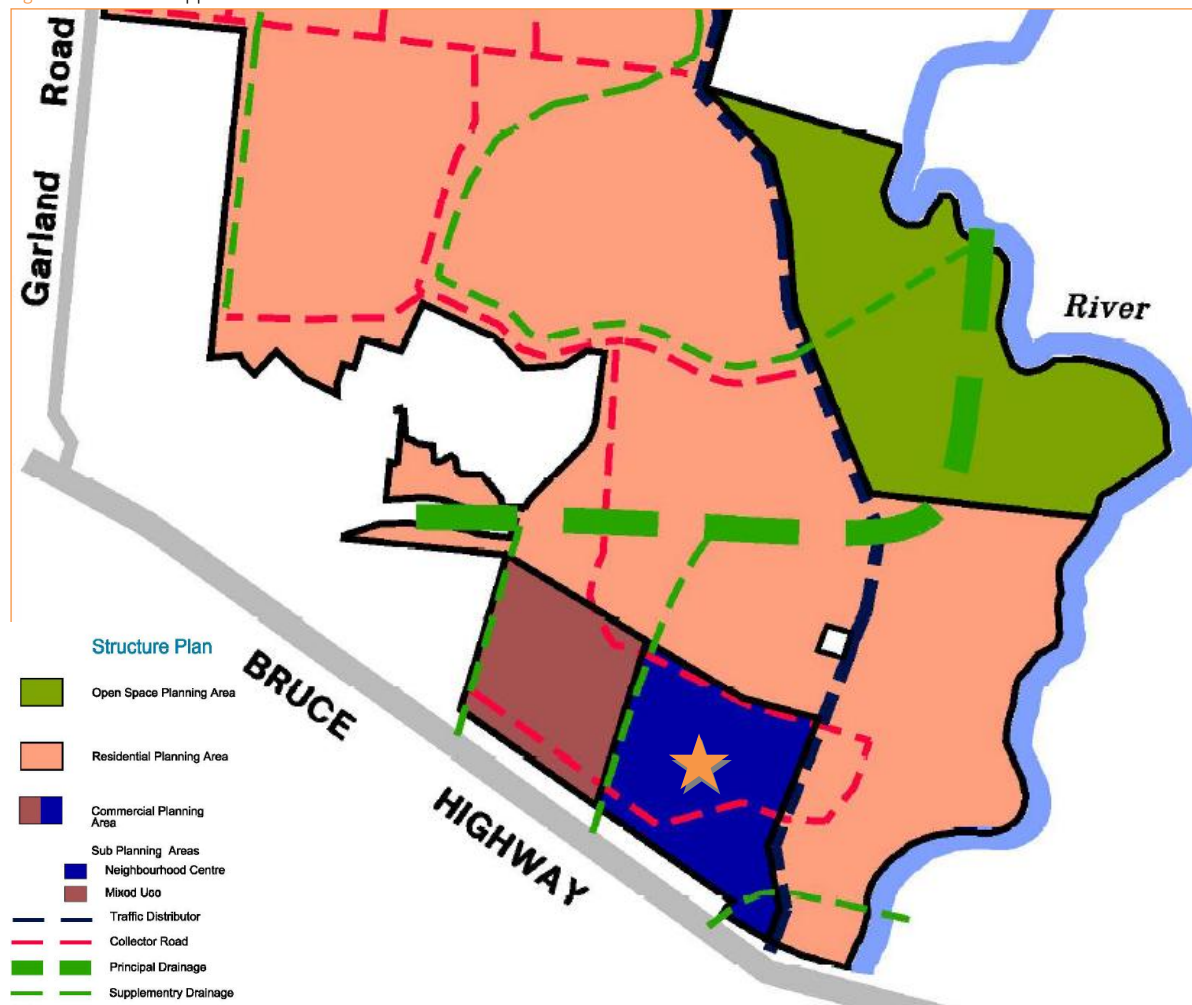
The Preliminary Approval confirmed land-use characteristics of the entire North Shore site including assessment of flora and fauna, drainage, stormwater management, engineering services, road network and commercial need. The approved Plan of Development provides a mechanism for planning and managing development over the entire site.

To allow flexibility and to permit response to development trends, the Plan of Development adopts a hierarchical approach. This approach provides opportunity for progressive detailed planning over the life of the development of the North Shore Estate.

The subject site is located within *the Commercial Planning Area*, and in particular *the Mixed-Use sub-area*. *Figure 5* below shows an extract of the POD Structure Plan and marked location of the subject site. **Further, the subject site forms part of Precinct 2 (C1).**



Figure 5: Extract of approved Structure Plan



Source: North Shore Plan of Development

Further Approval Background

On 5 April 2013, the Townsville City Council issued a development approval for a Preliminary Approval (PA) for a Material Change of Use pursuant to s.242 of the *Sustainable Planning Act 2009* (Qld) to override the North Shore Plan of Development. A copy of the PA and associated PoD is located in **Appendix C**.

The Preliminary Approval applies to the subject site which was formerly known as Lot 2500 on SP248845. The approval reference is MI12/0057, and the approved plan area shown in *Figure 6*. It included an additional area (C2) into the commercial planning area.

However, it is noted that the PoD attached to this Preliminary Approval is applicable to the Neighbourhood Centre (North) sub area (Commercial Planning Area C2) only. Commercial Planning Area C1, which includes the subject site, is assessable against the original North Shore Plan of Development.



Figure 6: Extract of approved Structure Plan



Source: POD dated November 2012



4.0 THE PROPOSAL

The development application seeks a Development Permit from Townsville City Council to facilitate the establishment of a new integrated shopping centre (North Shore Central). The development provides an anchor which interlinks a variety of social and commercial activity for a growing community. It comprises a supermarket, a discount department store, a liquor store, 3 mini majors, 27 specialty shop tenancies, 10 food outlet tenancies and a fresh food shop.

For the purpose of the Townsville City Plan 2014, the development represents a *Shopping Centre* as defined.

The planning scheme definition for this use is:

Shopping Centre - Shopping centre means the use of premises for an integrated shopping complex consisting mainly of shops.

The development proposal is illustrated in detail on the Buchan development plans which are included in **Appendix E**.

Figure 7 below shows the master planned integrated shopping centre in the context of the surrounding area. It shows the site is located immediately south of the existing North Shore Market Place. Both centres will be linked to ensure connectivity throughout the centre precinct.

Figure 7: Masterplan- Site Plan

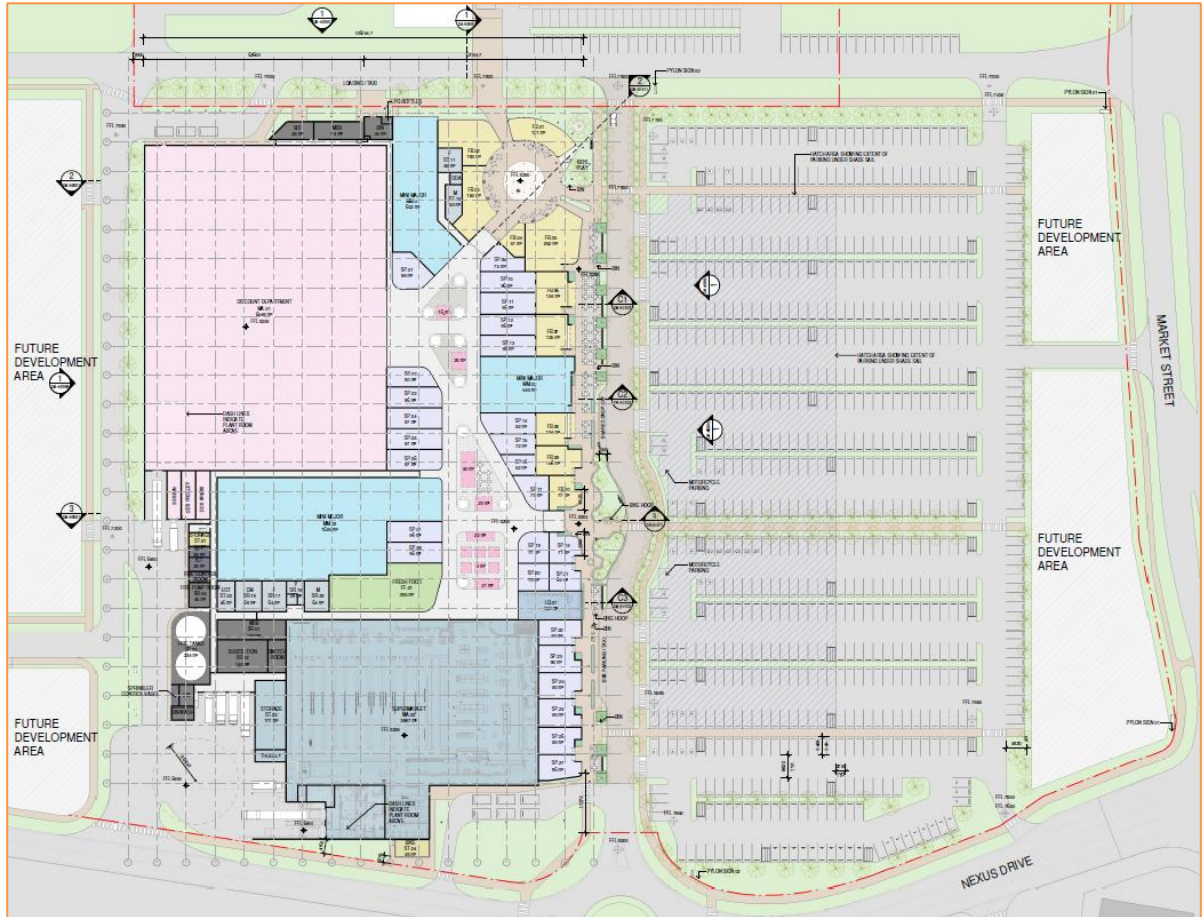


Source: Buchan



Figure 8 below shows the proposed development in the context of the subject site. The proposed commercial buildings and community activity areas will be located in the western portion of the site whilst the eastern portion will be occupied by car parking and road connection.

Figure 8: Ground Floor Plan



Source: Buchan

The total gross floor area (GFA) is 22,196m² and total site cover is 56,498m². The individual areas are demonstrated in Table 1 below.

Table 1: Development Statistics- GLA

Tenancy	Area (GLA)
Discount Department	6724m ²
Supermarket	4207m ²
Mini Major	2666m ²
Specialty	2338m ²
Specialty (Food Outlet)	1290m ²
Fresh Food	385m ²
Kiosk	191m ²
Liquor	153m ²
TOTAL	17954m²



Positioning the buildings south of the existing shopping centre will benefit the locality and promotes connectivity. The proposed layout encourages a pedestrian-oriented focus while optimising the commercial operation.

The off-street location allows internal circulation loops, reducing crossover points and opens the road for smoother local traffic and bus services. The off-street placement also enables prominent signage and entry points to be visible from Market Street and Nexus Drive, without the dominance of a large-scale retail facade. The new link between Nexus Drive (south) and the existing private access (north) will be wide enough to incorporate bus parking, taxi parking, bike hoops and shared drop off zones.

The location also promotes connected walkways and cyclist paths to the shopping centre, fostering the precinct's walkable character and managing traffic conflict. It opens frontages and the opportunity for public realm enhancement.

The development demonstrates strong internal and external vehicular and pedestrian connection to adequately service the development.

The proposed development will incorporate the provision of 728 car parking spaces including sixteen PWD spaces. 700 of these spaces are contained within the subject site. Tenure (e.g. easements for access and parking) will be dealt with separately to allow cross utilisation between the land uses on the subject land.

The proposed new building height will vary with the highest section being 13.1m high (apex). *Figures 9 and 12* show the proposed building elevations from all perspectives. The proposed building is of a contemporary nature with appropriate articulation along north, south and east elevations.

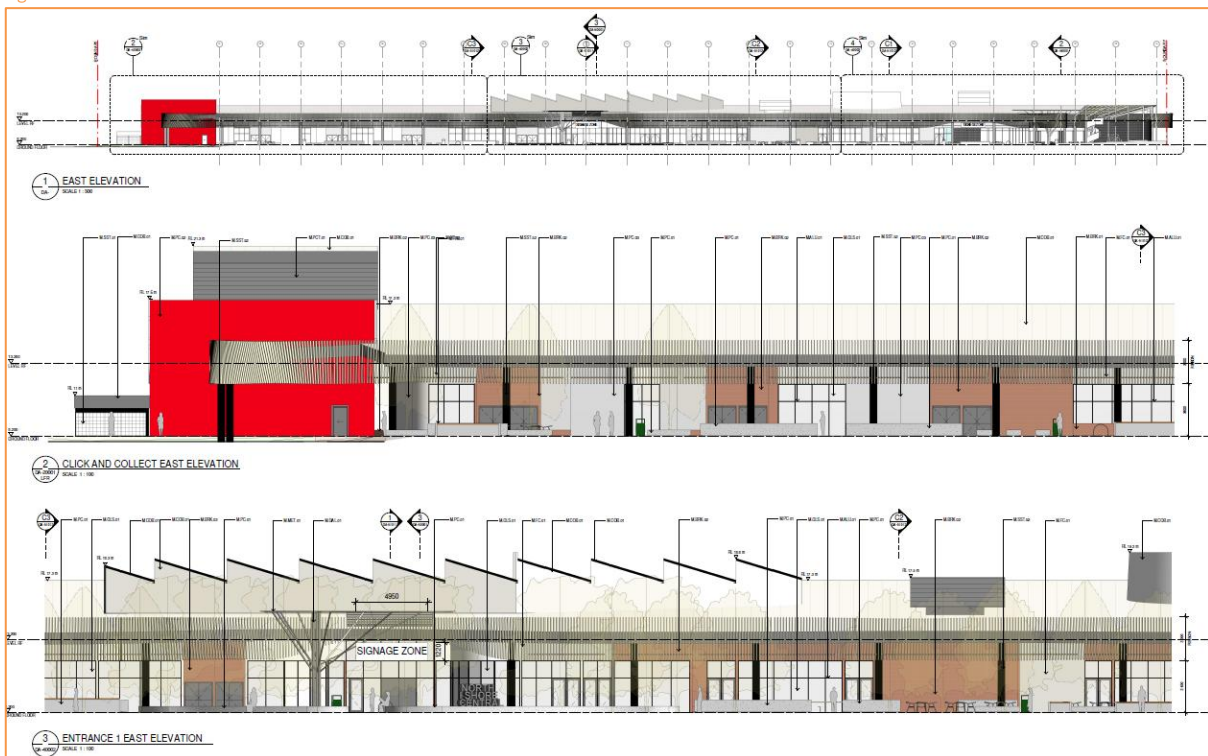


Figure 9: North Elevations



Source: Buchan

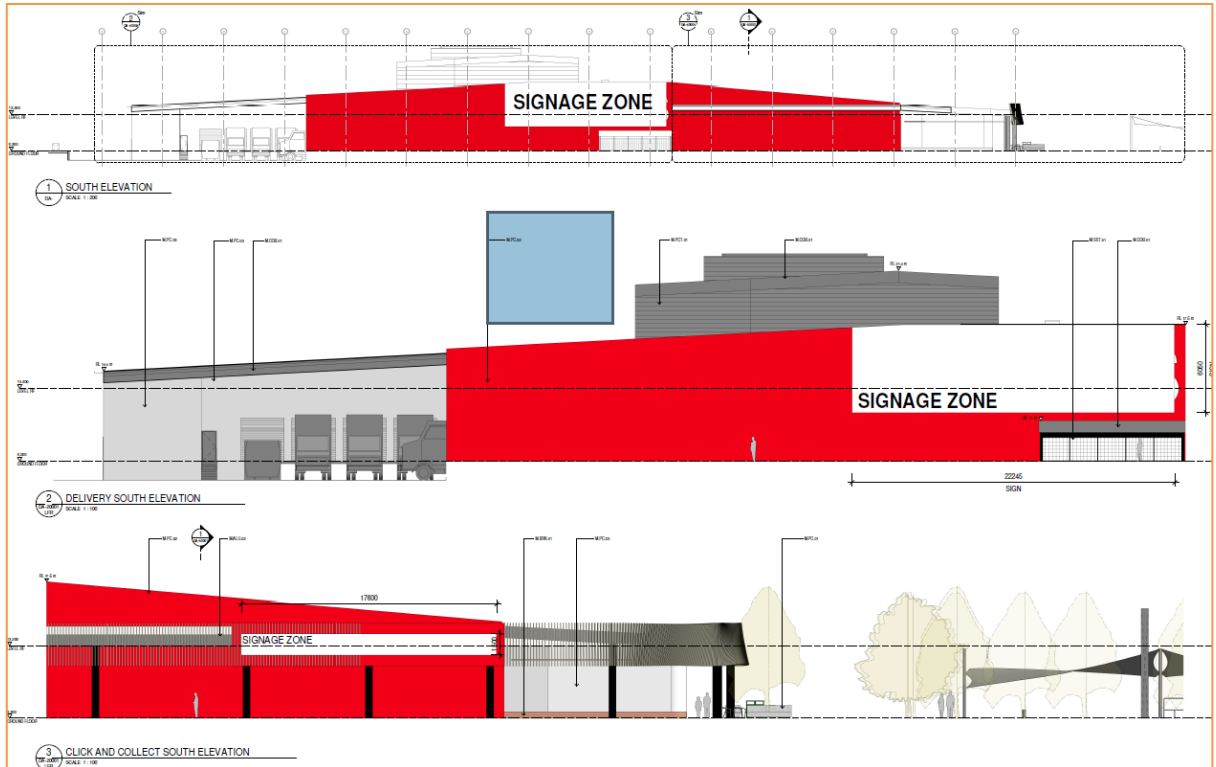
Figure 10: East Elevations





Source: Buchan

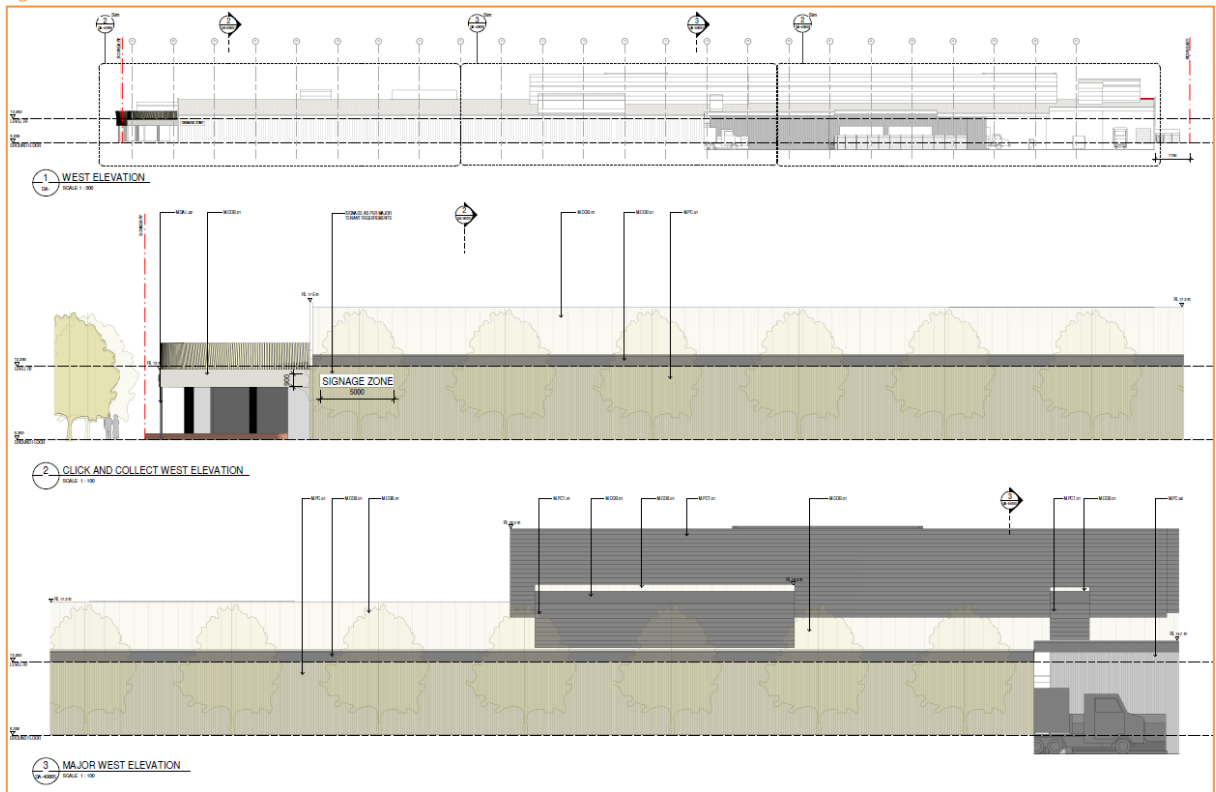
Figure 11: South Elevations



Source: Buchan



Figure 12: West Elevations



Source: Buchan

The architecture has been developed in response to local character and environmental surrounds. It seeks to integrate with the natural horizon dominated by Townsville's unique and identifiable mountain ranges. These mountain ranges, symbolic of time and nature, have been utilised in orientation and establishing a sense of place and destination for thousands of years. The North Shore Precinct seeks to create the north's new destination. A place identified as integrated city linked by landscaped boulevards and amenity providing strong connections to neighbouring surrounds. A place for gathering, a place to replenish and a place to orientate.

The design of the proposed development follows consideration of the site, the situation and form of the surrounding premises (including existing shopping centre to the north), and it also responds to the function and operation of Market Street and Nexus Drive.

The plans also account for commercial considerations to ensure the project is capable of being delivered. Further, the development will introduce a new shopping centre to Townsville and will provide diversity and choice.



5.0 RELEVANT LEGISLATION

5.1 COMMONWEALTH LEGISLATION

The application is not subject to assessment against Commonwealth legislation. It is not anticipated that development of this land will trigger assessment against the *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC), as it is not anticipated that the development will significantly impact upon a matter of national environmental significance.

5.2 THE PLANNING ACT 2016

The *Planning Act 2016* provides the framework for coordinating local, regional and state planning. Given the nature of the development, the application requires assessment against this legislation.

5.3 STATE ASSESSMENT AND REFERRALS

The Development Assessment Rules (DA Rules) incorporate a referral process, established through the *Planning Regulation 2017*, enabling relevant State agencies to have input in the assessment process. Schedule 10 of the *Planning Regulation 2017* outlines the triggers for the referral of the development application to other agencies. The referral agencies for the development application are summarised in the table below.

State referral triggers

Issue	Statutory Trigger	Referral Type
State Transport Infrastructure	Schedule 10, Part 9, Division 4 Subdivision 1, Table 1: - LGA 1- 8000m ² increase of GFA	Concurrence

The above referral aspect triggers assessment against State Code 6, refer to **Appendix G**.

5.4 STATE PLANNING POLICY

For the purposes of this development, we consider that separate assessment of the proposal against the provisions of the SPP is not required given that all relevant matters will be dealt with under the provisions of the planning scheme.

5.5 NORTH QUEENSLAND REGIONAL PLAN

The subject site is located within an urban area identified in the NQ Regional Plan. The development is consistent with the outcomes of the NQ Regional Plan as it further strengthens the residential sector to support Townsville's growing community at a convenient location with strong connections to public transport and principal roads.

5.6 ASSESSMENT MANAGER AND PLANNING SCHEME

Townsville City Council is nominated as the assessment manager for the application. The applicable planning instrument for this application is the *North Shore Plan of Development* and relevant sections of the *Townsville City Plan 2014*.

5.7 PUBLIC NOTIFICATION

The proposed development on the subject site requires public notification under the provisions of the *Planning Act 2016*.



6.0 THE PLANNING FRAMEWORK

6.1 LEVEL OF ASSESSMENT, ASSESSABLE BENCHMARKS & APPLICABLE CODES

The subject site is included within an existing approval area that overrides the planning scheme and allows development in accordance with the North Shore Plan of Development. As a consequence, assessment of the proposed development (MCU) requires consideration against the relevant parts of this instrument. However, this report also assesses the development against relevant benchmarks of the Townsville City Plan 2014 for completeness. This will ensure that current planning directions are met appropriately.

The site is located within the North Shore Plan of Development (PoD). As a result of a Preliminary Approval, the PoD applies to all development within the Structure Plan area, shown in *Figure 5* in section 3 of this report. The purpose of the PoD is to manage development within this area, through:

- (a) identifying the structure plan area and the planning areas, the major roads forming part of the road hierarchy and major drainage paths within the structure plan area; and*
- (b) identifying in respect of the planning areas within the structure plan area, assessment categories for development being exempt development, self assessable development and assessable development; and*
- (c) identifying in respect of the structure plan area, a structure plan area code for assessing assessable development; and*
- (d) identifying in respect of the planning areas within the structure plan area, planning area codes for assessing self-assessable development and assessable development.*

The Plan of Development includes a Structure Plan that identifies specific Planning Areas within the estate. The Plan of Development further identifies the level of assessment and the applicable codes required for any land use application. The subject site is located within the *Commercial Planning Area*, and in particular the *Neighbourhood-Centre sub-area*. Table 7.3 of the North Shore Plan of Development identifies a Shopping Centre with a GLA larger than 5000m² as impact assessable and therefore subject to assessment against the following benchmarks:-

- Structure Plan Area Code;
- Commercial Planning Area Code-Neighbourhood centre sub-area;

As per above, this report also assesses the development against relevant benchmarks of the Townsville City Plan 2014 for completeness. Hence, this report includes assessment against the following planning scheme benchmark:-

- Landscape code;
- Transport impact, access and parking code;
- Works code;
- Airport environs overlay code; and
- Flood hazard overlay code.

A detailed assessment against the overall or specific outcomes of the relevant codes, insofar as they are considered to be relevant, are addressed below.



6.2 STRUCTURE PLAN AREA CODE

Pursuant to Section 4.3 of the Plan of Development, the purpose of the structure plan area code is to deliver the overall outcomes for the structure plan area as follows (only relevant sections have been assessed):-

Table 1: Structure Plan Area- Overall Outcomes

Overall outcomes for the structure plan area	Response
1) <i>The structure plan area is to be an identifiable community, which is developed through detailed subdivision design, focused land use provision and clear building requirements.</i>	Precinct 2 identifies a neighbourhood centre land use footprint within the Commercial Planning Area. The subject site has been earmarked for commercial land uses. The proposed layout is well integrated into the existing North Shore settlement pattern, and in particular will offer an integrated approach with the existing shopping centre to the north. The proposed development responds to the growing community need as housing gets delivered in the future precincts of North Shore and surrounding suburbs.
2) <i>The structure plan area is to provide housing diversity to meet the evolving needs of various household types and lifestyles.</i>	Not applicable. The proposed development is for a shopping centre in an area earmarked for commercial uses. It provides a logical extension to the existing commercial footprint.
3) <i>The structure plan area is to be an integrated development that respects site character and provides access to open space and community facilities.</i>	The subject site provides an opportunity to deliver an integrated development to enhance and improve the commercial footprint at a centre location. The site is conveniently accessible by vehicular and pedestrian traffic.
4) <i>The structure plan area is to provide for a defined open space system that utilises natural elements and provides various recreational opportunities.</i>	The proposed development is well connected to external open space and recreational areas. Further, The development provides an anchor which interlinks a variety of social and commercial activity for a growing community.
5) <i>The structure plan area is to be developed to provide safe and functional access within the structure plan area and to external connections.</i>	The site is conveniently accessible by vehicular and pedestrian traffic. The proposed vehicular access will integrate into the existing road network. Access to the development is described in detail in the Traffic Impact Assessment which concludes that access is adequate to service the shopping centre.
6) <i>The structure plan area is to be designed to achieve tropical urban design outcomes.</i>	The proposed buildings will feature contemporary and articulated design treatments including recesses, awnings, overhangs and roof lines. The proposed shopping centre will feature tropical design elements that are anticipated for the area. The use of varied materials and screen/landscaping treatments will enhance the overall appearance and is climate responsive.



Overall outcomes for the structure plan area	Response
7) <i>The structure plan area is to be developed for community and commercial facilities to –</i> a) <i>service the residents of the structure plan area, residents of the region, and the travelling public; and</i> b) <i>ensure that residential amenity is not detrimentally affected.</i>	The proposal is a logical progression of an approved master planned area (North Shore) where a suitable site has been identified for a shopping centre. The evolving needs within the North Shore Community have been recognised, and the proposed development responds to a community need in a strategic location. commercial activity for a growing community. Its convenient location in proximity to the Bruce Highway in and out of Townsville CBD makes this an ideal place to service not only local residents but those from neighbouring towns and long haul commuters including transport and tourists.

6.3 COMMERCIAL PLANNING AREA CODE

- (1) *The commercial planning area is to comprise a range of retail uses, commercial uses, service industrial uses and associated activities that will service the growing development within the structure plan area and surrounding districts.*
- (2) *The neighbourhood centre sub-area is to maximise access to facilities and services for the residents of the structure plan area by encouraging medium to higher density housing components.*
- (3) *The shops and shopping centre within the neighbourhood centre sub-area are developed (GLA greater than 5000m² retail floorspace) where-*
 - (a) *either-*
 - (i) *the population of the suburbs of Bushland Beach, Mt Low Burdell, Deeragun Shaw and Jensen reaches 20,000 persons ; or*
 - (ii) *the population of the structure plan area reaches 1000 households; and*
 - (b) *the uses satisfy a public need that correlates with community spending patterns.*
- (4) *The commercial planning area is to be developed in an integrated and coordinated fashion with priority placed on safe pedestrian and vehicular movements.*
- (5) *The commercial planning area is designed to achieve a high level of integration and visual cohesion within the commercial planning area.*
- (6) *The commercial planning area is to be developed for visually attractive development which compliments both the natural and man-made features within the commercial planning area.*
- (7) *The commercial planning area is developed in a manner that ensures that the amenity of adjacent residential uses is not detrimentally affected.*
- (8) *The commercial planning area is to be designed to take account of the requirements of public transport operators and pedestrian and cyclist movement to and within the commercial planning area.*
- (9) *The commercial planning area is developed with pedestrian and cycle paths which link to the residential planning area.*
- (10) *The commercial planning area is provided with adequate on-site vehicle parking for all development in the commercial planning area and development is designed to permit the shared use of parking facilities.*
- (11) *Development is designed to, and where possible implements, the principles of Crime Prevention Through Environmental Design.*



Response

It is evident that the proposed development directly aligns with the intent of the Commercial Planning Area, and in particular the outcomes for the neighbourhood centre sub area.

The proposed development promotes the timely conversion of land for commercial purposes (North Shore Central). It responds to the third outcome of the commercial planning area code as the combined population of the Townsville northern beaches suburbs is approximately 29,000 (November 2025).

The proposed development contributes to achieving the purpose of the planning area intent. It provides for a new shopping centre to satisfy the community need and cost of living competition within the catchment. The proposed development is expected in the planning area and the site has been earmarked for a shopping centre.

The North Shore Plan of Development includes the land in the Commercial Planning Area, and in particular the neighbourhood centre sub-area recognising it as a key subregional hub within the City's hierarchy of activity centres.

The location also promotes connected walkways and cyclist paths to the shopping centre, fostering the precinct's walkable character and managing traffic conflict. It opens frontages and the opportunity for public realm enhancement.

In summary, the proposal represents a positive opportunity to maximise serviced urban land and provides for the logical development of a vacant site to service the surrounding catchment. The proposed development will add to the existing mix of uses in the overarching centre and create new public linkages throughout the site and ensure the overall amenity is maximised.

A detailed assessment against the relevant neighbourhood centre sub area code outcomes has been undertaken.

Table 2: Specific Outcomes and solutions for the neighbourhood centre sub area - Code Assessment

Performance outcomes	Acceptable outcomes	Assessment
Site Suitability		
O1 The site is to be suitable in size and configuration for the intended use.	S1.1. The site is a minimum of 600m ² in area. S1.2 The road frontage of the site is a minimum of 18 metres.	Complies The site is well in excess of 600m ² with adequate road frontages.
Built Form and Building Envelope		
O2 A building is to be compatible in the form and scale with the character of a commercial town centre.	S2.1 Building height is a maximum of 15m. S2.2. Maximum site cover is 75% of the site area.	Complies Refer to concepts in Appendix E . In general, the building design will provide a variation in awning and the façade and incorporates a mix in materials. The building height will not be exceeded with a maximum height of 13.1m. The height is typical and expected for a shopping centre of this scale and will allow for appropriate ventilation and climate responsive design as well as incorporation of plant equipment. It is not envisaged that the height will result in any amenity impacts given the commercial nature of the locality. The maximum site cover is not exceeded.
O3 Building setbacks are to be compatible with the achievement of a commercial character typical of a commercial town centre.	S3.1.A building has zero lot alignment to the road frontage.	
O4 Buildings are to be setback from the side boundaries to ensure	S4.1 Boundary clearances comply with Standard Building Regulation.	



the achievement of a streetscape typical of that of a commercial town centre. O5 Buildings are to be setback from the rear boundary to allow for appropriate access and servicing of the site.	S5.1 Boundary clearances comply with Standard Building Regulation.	Setbacks have been adopted to allow functional and practicable operation of the centre. Boundary clearances comply with applicable building standards.
Amenity		
O6 Footpath awnings are to be provided to all buildings having a zero-lot alignment to the road frontage. O7 Advertising devices are designed, located and constructed so as not to detrimentally affect- (a) The character and amenity of the Planning Area; and (b) The safety of road users.	S6.1 A 3-metre-wide cantilevered awning is provided to the road frontage. S7.1 Advertising devices are limited to: (a) One device that does not exceed 2m² per tenancy; and (b) Where more than one tenancy, one consolidated device per premises.	Alternate Outcome Refer to concepts in Appendix E. Zero lot boundaries are not proposed given the layout of the centre. The proposed internal access spine that traverses the subject site (north-south direction) will offer extensive awnings over the pedestrian and public seating areas. Advertising devices will be appropriately managed with future tenants.
Landscaping		
O8 Landscaping is to enhance the visual privacy and streetscape of the locality.	S8.1 Where the building does not have a zero alignment to the road frontage, landscaping is provided to a depth of 2 metres. S8.2 Where the site adjoins a residential use or a residential area, landscaping is a minimum of 2 metres wide at the common boundary. S8.3 Fences are a maximum of 1.2 metres in height if of solid construction and 1.8 metres in height if semitransparent.	Complies The overall landscape intent is shown on the concept plans and landscaping concept in Appendix I. Landscaping will be adopted where practicable. A detailed landscape plan will be submitted to Council at operational works stage. 
O9 Landscaping is to enhance the visual privacy and streetscape of the locality.	S9.1 A landscaped strip of a minimum of 2 metres in width and containing planting that will prevent headlight glare is provided along a frontage to a road which is a major collector street or higher in the road hierarchy.	Complies The overall landscape intent is shown on the concept plans and landscaping concept in Appendix I. Landscaping will be adopted where practicable. As part of the development, adequate provision has been made on site for landscaping to be established,



	S9.2 Where screen planting is provided along a frontage to a road, the tree planting is consistently spaced at a maximum of 750mm measured from the centres of trees. S9.3 Where screen planting is used along the side or rear boundary of a site, it consists of-a) mature plantings of clumping palms or compact trees with a maximum spacing of 3 metres (measured from their centres) providing a dense screen within 3 years of occupation; or (b) shrubs capable of growing to a height of 3 metres within 2 years of planting.	which will complement the local streetscape image and soften the proposed built form. Provision for shade trees to particular on-site parking spaces (outside shade sail area) will be provided to assist with patronage amenity. The proposed landscape design will ensure that appropriate sightlines for vehicles and pedestrians are established, while taking into account the location of infrastructure and utilities. A condition to provide detailed landscape plans to allow compliance assessment is expected by the applicant.
O10 Landscaping does not adversely affect stormwater management by ensuring that - (a) landscape works do not restrict the flow of water along the overland flow paths; (b) opportunities for water infiltration on a site is maximised by (where practical) (i) the use of permeable surfaces in preference to hard surfaces; and (ii) draining any hardsurfaces towards permeable surfaces.	S10.1 None applicable.	Can comply and will be confirmed at future OPW stage.
O11 Surface treatments and paving comprise functional, attractive and low maintenance component of the overall landscape scheme.	S11.1 Paving complies with AS 1428. S11.2 Paving materials clearly delineate between pedestrian and vehicular movement systems through contrasting material, colours or level changes. S11.3 Hard landscaping materials are not highly reflective, or likely to create glare, or slippery or otherwise hazardous conditions.	Complies The overall landscape intent is shown on the concept plans and landscaping concept in Appendix I. A condition to provide detailed landscape plans to allow compliance assessment is expected by the applicant.
Parking		
O12 Adequate on-site parking is provided for the needs of users and of visitors.	S4.1 On-site parking spaces are provided in accordance with the number of carparks specified in the transitional planning scheme.	Complies Refer to the Traffic Impact Assessment in Appendix G.



Infrastructure and servicing		
013 Adequate area for the storage of waste disposal is to be provided and must be- (a) screened from the road frontage and adjoining properties; and (b) an impervious area; and (c) located near a hose cock for cleaning purposes .	S13.1 Waste disposal areas are provided and fenced with a minimum height of 1.8 metres.	Complies, Waste disposal and associated bin wash areas have been clearly identified on the concept plans and these areas will be screened from public view points.
014 A building is to be suitably serviced with water supply, sewerage, drainage, power supply telecommunication services and facilities.	014.1 A building is provided with water supply, sewerage, drainage, power supply and telecommunication services and facilities to the standard specified in the transitional planning scheme.	Complies The proposed development can be adequately serviced by all required urban infrastructure. This has been confirmed by the engineering assessment, refer to Appendix F .
Particular development in the neighbourhood centre sub-area		
015 The neighbourhood centre sub-area is developed for an adequate number and range of retail uses and commercial uses to service the structure plan area and surrounding districts.	S15.1 None applicable.	Complies The proposed development involves the continuation of centre activities (commercial) as is envisioned for the planning area. The proposal represents a positive opportunity to maximise serviced urban land and provides for the logical development for a shopping centre to service the surrounding catchment and beyond. The nature and size of the proposed development is consistent with the intent of the Centre planning area and in particular the neighbourhood centre sub-area of North Shore. In summary, the proposed development fits entirely well into the existing and future centre setting and provides a significant community benefit. The proposal does not offend the existing amenity and integrates well into the established centre.
016 There is an economic need and a planning need for development for shops and a shopping centre in the neighbourhood centre sub-area.	S16.1 None applicable.	Complies The development responds to the third outcome of the commercial planning area code as the combined population of the Townsville northern beaches suburbs is approximately 29,000 (November 2025).
017 Development of premises does not adversely impact on the operational airspace, aviation facilities, radio facilities and public safety of the Townsville Airport.	S17.1 Development is designed or conducted to meet the following: (a) within a 6km radius of the Townsville Airport. Townsville Airport runways, significant external lighting, flare plumes, other bright light sources or straight parallel lines of lighting 500m to 1000m long are avoided or designed so that lighting does not increase the risk of aircraft incident and has regard to the CASA Guidelines. (b) within an 8km radius of the Townsville Airport runways, any interim use is to be conducted so that food and waste sources are to be covered or collected so that they are inaccessible to wildlife.	Complies. Refer to section 6.6.1.



6.4 DEVELOPMENT CODES

6.4.1 Healthy Waters Code

The proposed development is nominated for assessment against the Healthy Waters Code.

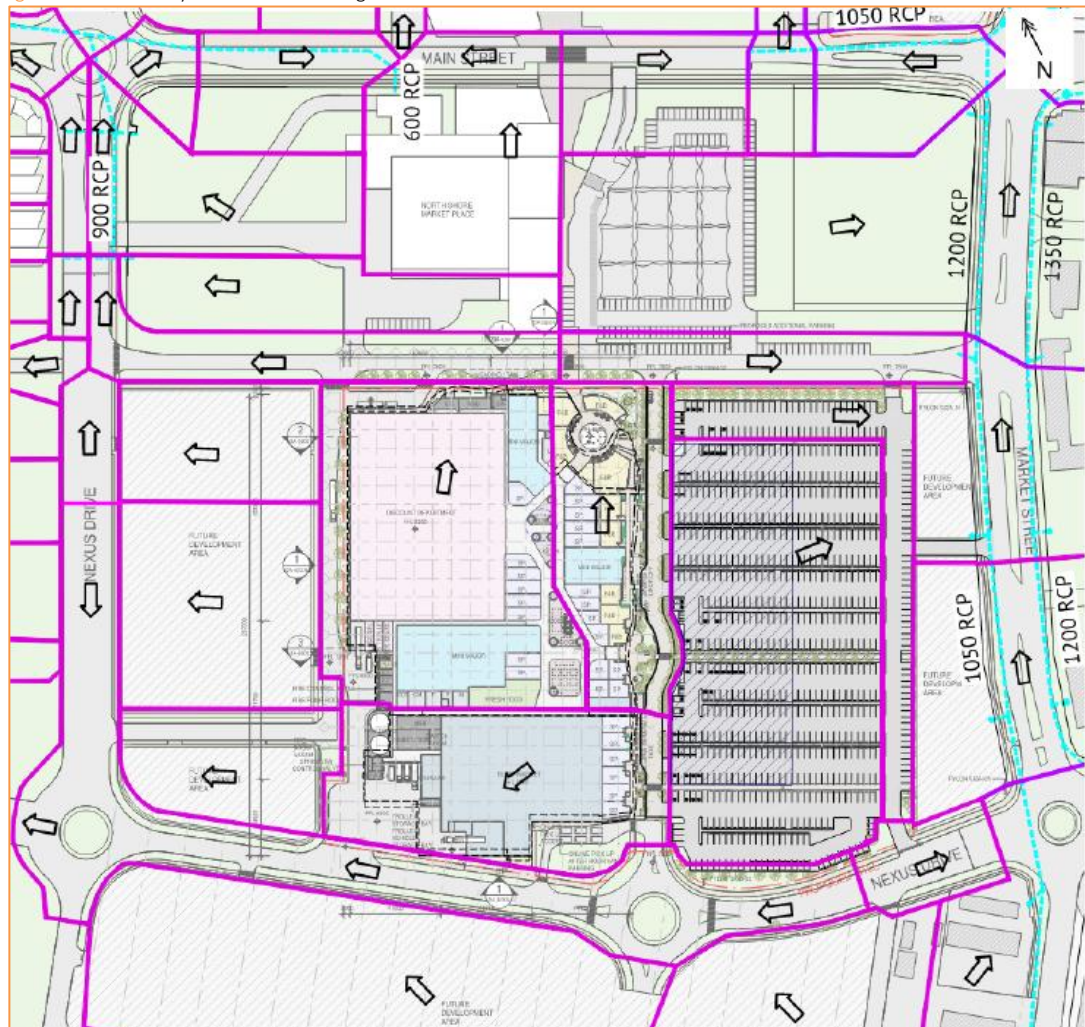
The purpose of this code is to *ensure development manages stormwater and wastewater as part of the integrated total water cycle and in ways that help protect the environmental values specified in the Environmental Protection (Water) Policy 2009.*

Response

Stormwater Drainage

Reference is made to the Engineering Report prepared by Premise in **Appendix F**. Stormwater drainage will be designed and constructed in accordance with the Townsville City Plan – Planning Scheme Policy – Schedule 6.4.4.4 Stormwater Drainage Design and associated reference documents. The development will be shaped to ensure positive drainage towards roadways or drainage reserves (ultimately east) as per Council requirements. The preliminary layout of the drainage strategy is shown in *Figure 13*.

Figure 13: Preliminary Stormwater Drainage Plan



Source: Premise



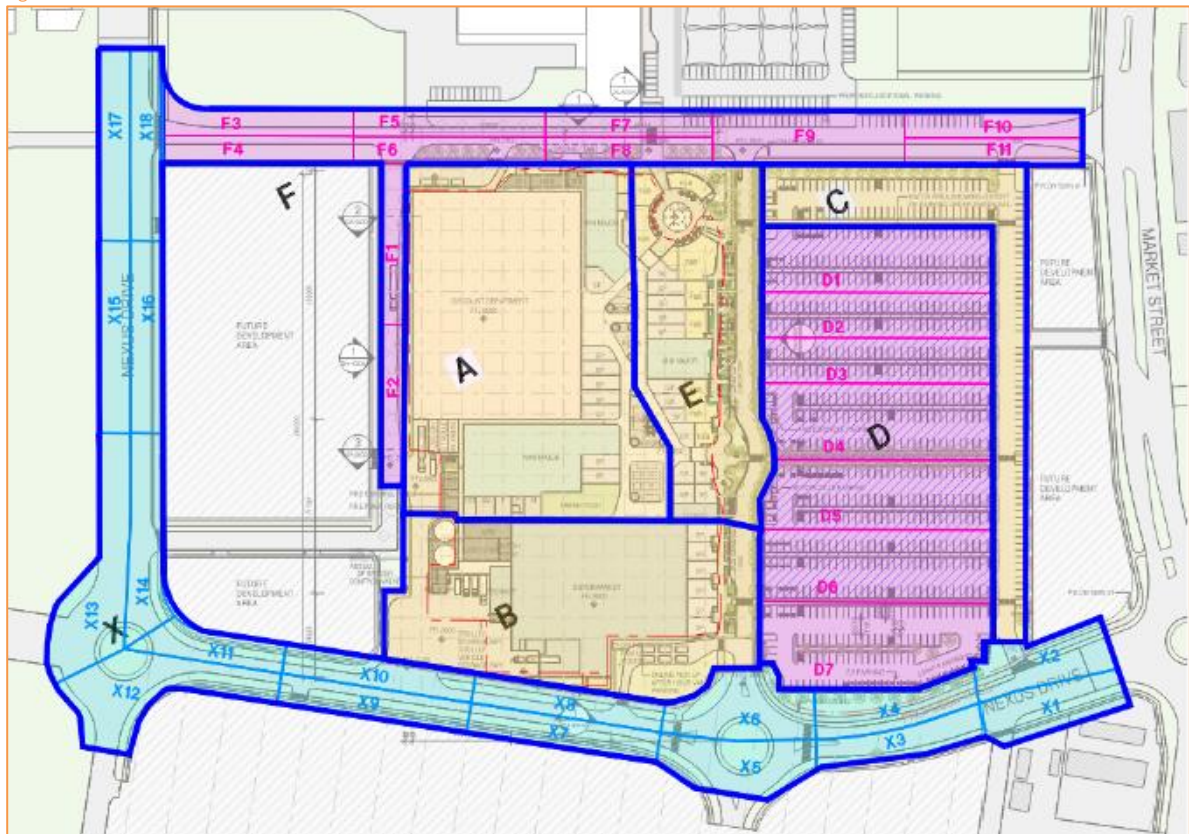
Minor system (Q5 – 18% AEP) stormwater flows within the commercial allotments will be collected and discharged to Council's underground stormwater at designated collection points. Flows falling within the Nexus Drive Road Reserve will be conveyed by kerb and channel, inverts, and kerb inlet pits and underground stormwater drainage pipes to the roads stormwater system before being discharged to the major drainage system as per Council standards.

Major system (Q100 – 1% AEP) stormwater flows, surplus to the minor system capacity, shall be transported via the roadway systems to the main drainage paths, and discharged as per normal Council requirements.

Stormwater Quality

The stormwater quality treatment for this development is made up of two (2) parts. The shaded blue area in *Figure 14* represents "Nexus Drive Catchments". The Orange and pink shaded areas in *Figure 14* represents "Internal Site Catchments".

Figure 14: Catchment Plan



Source: Premise

Catchment	Treatment Device Types
A	Proprietary Products
B	Proprietary Products
C	Proprietary Products
D	Swale (Internal) + Bio Basins (Type A) = [Treatment trains T1 – T9]
E	Proprietary Products
F	Proprietary Products OR Bio Basins (Type B) = [Treatment trains T20-T26]
X	Bio Basins (Type B) = [Treatment trains T20-T26]



The stormwater strategy is demonstrated in detail within the engineering report (**Appendix F**) prepared by Premise and shows compliance with the Healthy Waters Code. Detailed design will be provided at operational works stage. Standard stormwater conditions are expected to safeguard this development aspect. Hence, a detailed assessment against this code is not warranted.

6.4.2 Landscape Code

The proposed development is nominated for assessment against the Landscape Code.

The purpose of this code is to *ensure landscaping in both the private and public domains is designed and constructed to a high standard, provides a strong contribution to the city image, is responsive to the local character, site and climatic conditions and remains fit for purpose over the long-term.*

Response

The overall landscape intent is shown on the concept plans and landscaping concept in **Appendix I**. Figure 15 shows the ground plane strategy with landscaping focal points being:

- Landscape buffer around car park perimeter;
- Landscaped internal vehicular and pedestrian spine (north-south direction);
- Street trees along discount department;
- Entry statement; and
- Trees to car parks where not covered by shade sail.

Given the nature of the development, it is considered that the development can be approved subject to conditions requiring detailed landscape design to be submitted as part of a subsequent operational works application. An assessment against this code concludes that compliance can be achieved.

Figure 15: Landscaping Masterplan



Source: Place Design Group



6.4.3 Transport Impact, Access and Parking Code

The proposed development is nominated for assessment against the Transport Impact, Access and Parking Code.

The purpose of this code is to *ensure appropriate provision for transport and end of trip facilities, and to facilitate, as far as practicable, an environmentally sustainable transport network.*

Response

A Traffic Impact Assessment (TIA) has been undertaken by SLR and is located in **Appendix G**.

The TIA concludes the following:-

- The developments proposed parking (car and bicycle) and servicing provisions align with the relevant TIAP Code assessment benchmarks;
- The design of access, car parking and servicing arrangements satisfies the relevant TIAP Code and AS2890 criteria;
- The developments proposed waste storage and collection arrangements are consistent with that required by the Development Manual;
- The proposed development is consistent with previous approvals and the IA (i.e. and major road network planning) and hence no consideration of Council's trunk road network, nor the state-controlled road network, is warranted;
- The intersection analysis documented herein demonstrates that all assessed intersections and site accesses perform within acceptable performance and safety thresholds at the ultimate development scenario, and also that the proposed form of Nexus Drive would operate at an acceptable level of service at the ultimate development scenario;

The traffic and transport aspects of the proposed development have been assessed against the requirements of the Transport Impact, Access and Parking Code and are considered to satisfy all of the relevant assessment benchmarks.

6.4.4 Works Code

The proposed development is nominated for assessment against the Works Code.

The purpose of this code is to *ensure development is provided with a level of infrastructure which maintains or enhances community health, safety and amenity and which avoids or minimises impacts on the natural environment.*

Response

An Engineering Report has been prepared by Premise and is included in **Appendix F**. It provides the civil detail of how the proposed development is to be provided with appropriate infrastructure.

The Engineering Assessment identifies that the proposal can be accommodated.

Water

The proposed development will be serviced with a reticulated water supply via underground uPVC mains connecting to an extension of Council's existing water mains. A DN200 water main extension along the northern and eastern side of the Nexus Drive extension, and a DN150 water main on the southern and western side of the Nexus Drive extension will provide the required peak hour water pressures and commercial flows. The existing and proposed water mains are shown in *Figure 16* below. There is a DN250 water main which runs parallel to Main Street and a DN250 water main on the southern branch of Nexus Drive.

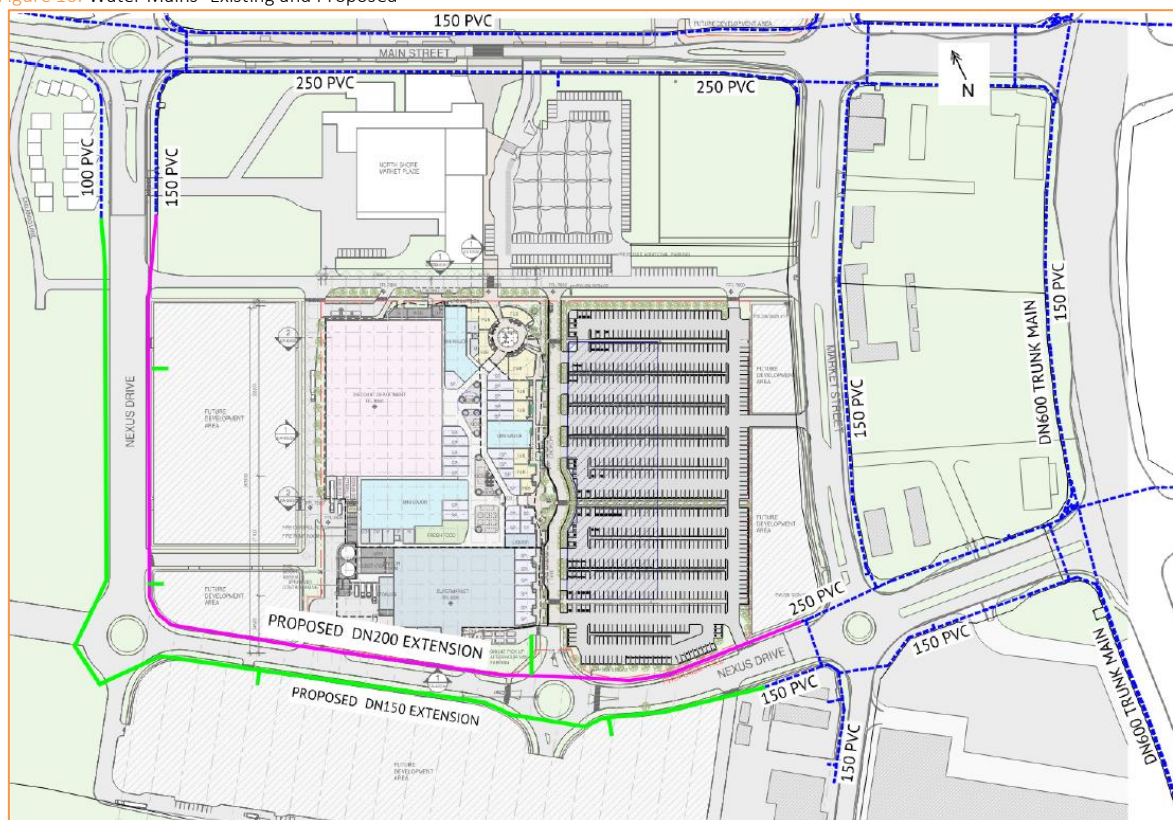


These existing mains will provide the connection to the proposed DN200 water main extension along Nexus Drive. Both existing DN250 water mains connect to the DN600 trunk main on North Shore Boulevard. The existing DN100 water main on the northern branch of Nexus Drive and the existing DN150 water main on the southern branch of Nexus Drive will provide the connection to the proposed DN150 water main extension along Nexus Drive. For further details refer to **Appendix F**.

Water demands have been calculated in accordance with Townsville City Council planning scheme and associated CTM code. The water demands were calculated based parameters from the CTM code for each Equivalent Person (EP). The EP was determined based on a population assessment for the proposed North Shore Town Centre development expansion along with the proposed nearby residential developments. Based on the population assessment of 1069 EP and demand parameters, the peak hour demand is 37.4 L/s, in addition to a commercial fire flow of 30 L/s.

Water modelling for the development has been performed using the WaterGEMS network model. This model includes the existing water infrastructure along with the existing water demands for all the Bushland Beach, North Shore, Sanctum and Mt Low areas that are located on the northern side of the Bruce Hwy. It has been updated to include the additional commercial and residential demands and proposed water main extensions. The water network modelling demonstrated the existing water network in the North Shore development area and the proposed DN200 and DN150 water mains along the Nexus Drive extension are sufficiently sized to service the proposed North Shore Town Centre development. The existing DN250 water main along Main Street is also sufficiently sized to service the additional commercial developments along Main Street along with the proposed 310 lot residential lifestyle community development to the west of the town centre.

Figure 16: Water Mains- Existing and Proposed



Source: Premise



Sewer

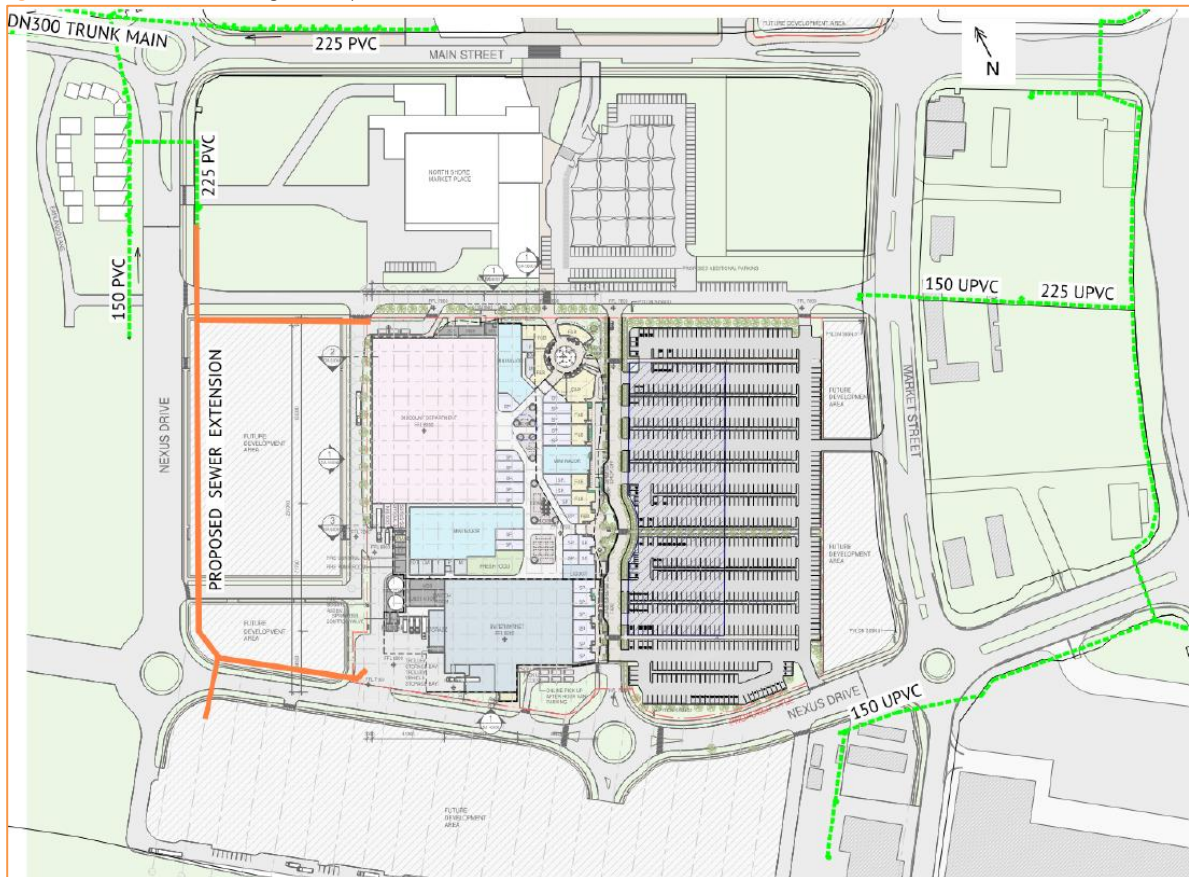
The proposed development will be provided with sewerage reticulation via gravity reticulation sewers connecting to Council's existing sewerage mains. The proposed connection to the existing trunk gravity main is on the eastern side of Nexus Drive at sewer manhole 9/BU2.

The shopping centre will be serviced by Sewer Pump Station P/S BU2 which is located on the western side of Yalbira Drive, to the northeast of the development. Sewer Pump Station BU2 was designed by UDP Consulting Engineers in June 2008 to service the western half of the North Shore town centre. The pump station was designed to service an Equivalent Population (EP) of 3,532 EP.

Since the design of Sewer Pump Station BU2, residential and commercial developments have been constructed. Therefore, a sewer catchment capacity analysis has been undertaken, identifying demands in terms of an EP for all current and proposed residential and commercial areas. This capacity analysis indicates that all existing and future residential and commercial developments can be adequately serviced by Pump Station BU2. For further details refer to **Appendix F**.

The proposed gravity sewer line will direct flows north to the existing DN300 trunk main via the existing DN225 reticulation sewer on Nexus Drive as shown in *Figure 17* below. The sewerage network shall be designed and constructed in accordance with the Townsville City Plan – Planning Scheme Policy and Water Systems Australia Specification WSA-03. The location and sizing of the internal sewerage infrastructure will be verified as part of the detailed design of the development planning approvals.

Figure 17: Sewer Mains- Existing and Proposed



Source: Premise



Power and Communications

Negotiations with relevant utility service providers for the supply of electricity and telecommunications will be undertaken.

Earthworks

The subject site will be shaped to ensure positive drainage towards roadways or drainage reserves. Grading will be in accordance with Council requirements for non-residential allotments. The subject site will be filled to a 100- year flood immunity standard in accordance with Schedule 6.4 Development manual planning scheme policy of the Townsville City Plan and State Government requirements. All allotment earthworks will be carried out to Level 1 testing and inspection by a NATA registered geotechnical inspection and testing authority.



6.5 OVERLAY CODES

6.5.1 Airport Environs Overlay

The proposed development is nominated for assessment against the Airport Environs Overlay Code.

The purpose of this code is to *ensure development does not negatively impact on the operations of the Townsville Airport, RAAF base or any other aviation facilities. Any development is to ensure that safety is maintained throughout the airport's operational airspace by reducing the effect of aircraft noise on people and minimising risk to public safety near airport runways.*

Response

The subject site is identified in Operational Airspace more than 90m above ground level and located 8km from the airport runway.

The development is considered consistent with the overall outcomes, performance outcomes and acceptable outcomes of the code. The proposed building height will not interfere with the operational airspace. A detailed assessment against the code is not warranted.

6.5.2 Flood Hazard Overlay

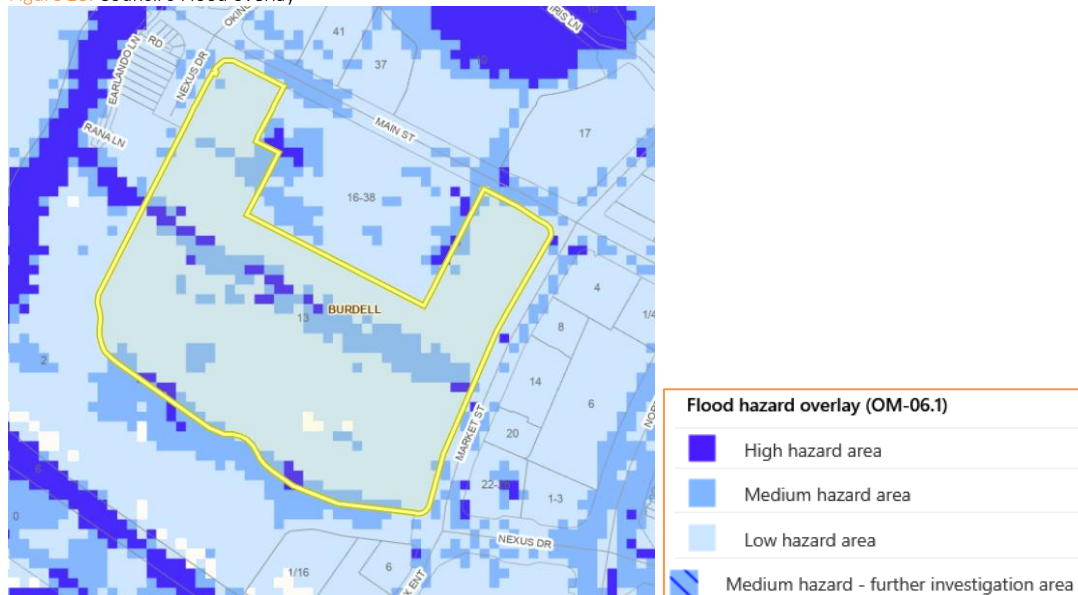
The proposed development is nominated for assessment against the Flood Hazard Overlay Code.

The purpose of this code is to *manage development outcomes in flood hazard areas so that risk to life, property, community, economic activity and the environment during future flood events is minimised, and to ensure that development does not increase the potential for flood damage on-site or to other property.*

Response

The subject site is identified in low, medium and high hazard flood areas, refer to *Figure 18* below.

Figure 18: Council's Flood overlay



Source: TCC Mapping



Flood Impact Assessment

A Hydraulic Impact Assessment has been prepared by Engeny and is included in **Appendix J**. Key outcomes of the assessment are summarised as follows:

- The developable area of the site remains flood free in the 1% AEP event, satisfying relevant flood immunity requirements.
- Minor boundary refinements were applied in the hydraulic model to resolve localised artefacts impact from the proposed site fill. The refinements are confined within the site, do not rely on flood storage, and will be formalised during the detailed civil design phase to maintain equivalent hydraulic performance and avoid the minor adverse flood that occur at property interfaces.
- Minor localised flood level increases are predicted at the south-western corner of the site of less than 20mm which are contained within the existing drainage channel and future road corridor in the 1% AEP flood event.
- In the 1% AEP flood event, localised flood level increase of up to approximately 140 mm is predicted along sections of Market Street due to redistribution of surface flows associated with the revised internal catchment configuration. The increase is contained within the road reserve and does not impact existing private properties.

As per the HIA, it is anticipated as part of the detailed design the impacts will be refined further, with the finalisation of local channel works necessary for site filling. A condition of approval to manage this aspect is expected.



7.0 CONCLUSION

This proposal details a development application to Townsville City Council seeking a Development Permit for a Material Change of Use for Shopping Centre (North Shore Central) at 13 Market Street, Burdell. In summary, the proposed development is recommended for approval based on the following reasons:

- The proposal constitutes development that seeks to implement additional commercial floor space within an established centre.
- The proposal complies with the codes nominated by the plan of development and planning scheme as being relevant to the assessment of a proposal of this nature.
- The intended proposal is in character with the locality, ensuring amenity within the area will be maintained.
- The proposed development directly responds to the commercial planning area code as the combined population of the Townsville northern beaches suburbs is approximately 29,000 (November 2025). Hence, there is a community need for the shopping centre expansion.
- The proposed development is located in an area where there is strong community awareness of centre activities.
- The proposal complements a long-standing use (North Shore Shopping Centre) that is known to the community.
- The new building is of contemporary nature and integrates well into the existing commercial setting.
- The proposed development is located in an area appropriate for the nature of the use and traffic generated by it. This has been confirmed by a traffic impact assessment.
- Parking is considered to be adequate to meet the demand of the staff and customers as confirmed by the supporting traffic impact assessment.
- The proposed development is one that is expected at this location and provides a continuation of retail opportunities.
- The proposed development maximises utility of established infrastructure improving efficiencies.
- The proposed development is easily accessible and in close proximity to public transport.
- The potential impacts on amenity have been addressed appropriately. The Noise Impact Assessment by SLR confirms that the development can comply with the required noise criteria.
- The plans account for commercial considerations to ensure the project is capable of being delivered.

As demonstrated by the assessment provided within this report, the proposed development complies with the outcomes sought by the North Shore Plan of Development, the Townsville City Plan and other relevant planning instruments. On the basis of the assessment contained within this report, Townsville City Council is requested to favourably consider the development proposal, subject to reasonable and relevant conditions.