

5.4. MOSSMAN RETIREMENT FACILITY JOHNSTON ROAD, MOSSMAN - AMENDED PLANS

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GENERAL MANAGER Nicholas Wellwood, General Manager Operations

DEPARTMENT Development Assessment and Coordination

PROPOSAL Retirement Facility – Amended Plans

APPLICANT The Salvation Army & Douglas Shire Council
C/- Cardno HRP
PO Box 1619
CAIRNS QLD 4870

LOCATION OF SITE Johnston Road Mossman

PROPERTY Lot 1 on SP150474

LOCALITY PLAN

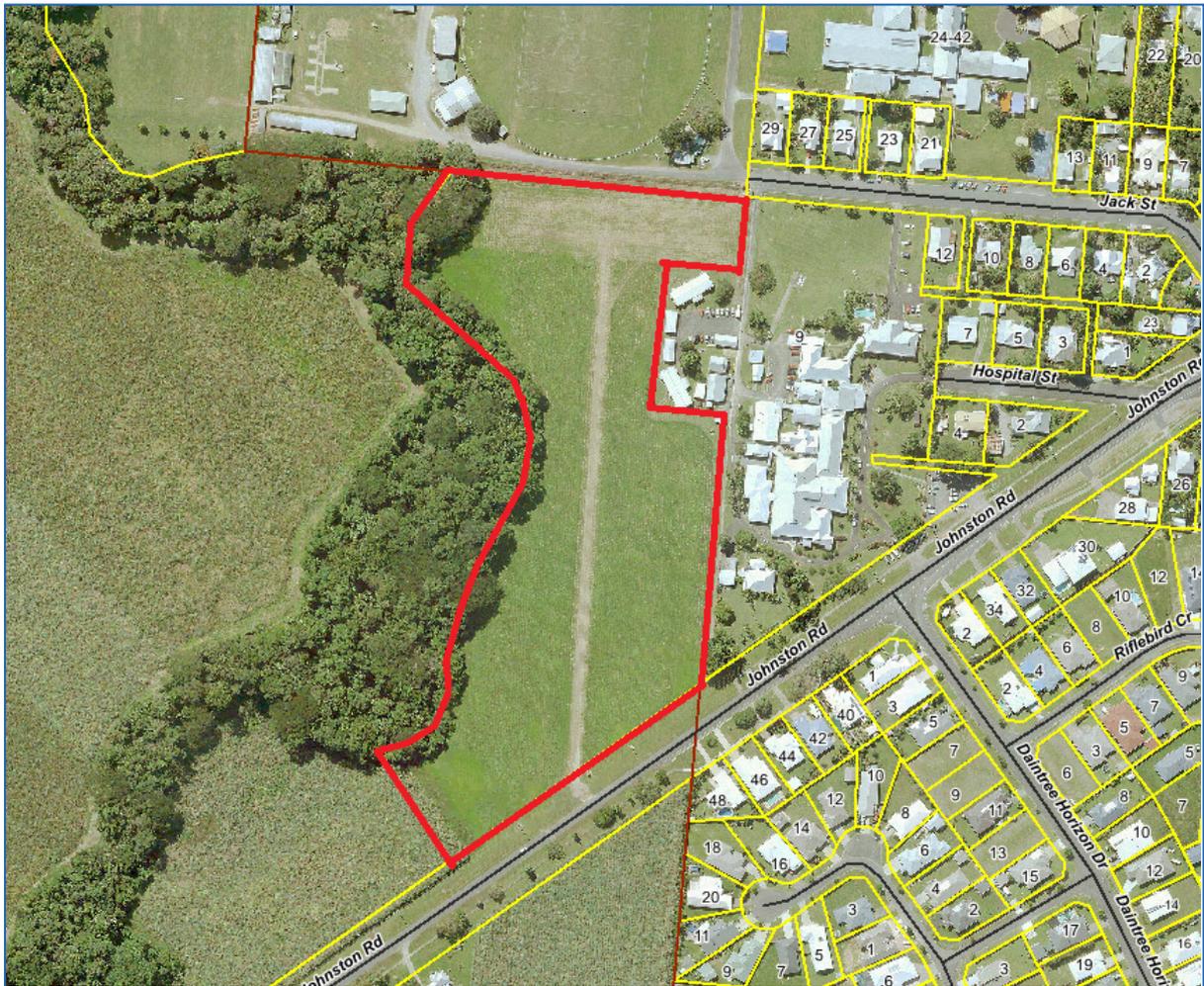


Figure 1 - Locality Plan

LOCALITY	Mossman and Environs
PLANNING AREA	Community & Recreation Facilities
PLANNING SCHEME	Douglas Shire Planning Scheme 2006
REFERRAL AGENCIES	None applicable
NUMBER OF SUBMITTERS	Not applicable
STATUTORY ASSESSMENT DEADLINE	Not applicable
APPLICATION DATE	24 December 2015 (original application)

RECOMMENDATION

That Council:

1. approves the following plans as being in accordance with the Design Guidelines that attach to the Development Lease Agreement between Douglas Shire Council and the Salvation Army (Queensland) Property Trust, subject to the design elements shown on the Landscape Master Plan being incorporated into the detailed landscape plans that are required to be submitted to Council in order to satisfy condition 31 of the negotiated decision notice dated 18 May 2016:

Sheet Name	Reference	Date
Site Plan prepared by Thomson Adsett Pty Ltd	15.0285.11 DA002 Rev 3	21 September 2017
Overall Roof Plan by Thomson Adsett Pty Ltd (excluding Roof Shades)	15.0285.11 DA003 Rev 3	21 September 2017
Floor Plan Part A prepared by Thomson Adsett Pty Ltd	15.0285.11 DA004 Rev 3	21 September 2017
Floor Plan Part B prepared by Thomson Adsett Pty Ltd	15.0285.11 DA005 Rev 3	21 September 2017
Floor Plan Part C prepared by Thomson Adsett Pty Ltd	15.0285.11 DA006 Rev 3	21 September 2017
Elevations prepared by Thomson Adsett Pty Ltd	15.0285.11 DA007 Rev 3	21 September 2017
Elevations prepared by Thomson Adsett Pty Ltd	15.0285.11 DA008 Rev 3	21 September 2017
Sections prepared by Thomson Adsett Pty Ltd	15.0285.11 DA007 Rev 3	21 September 2017

Sheet Name	Reference	Date
Entry Breezeway Through Chapel prepared by Thomson Adsett Pty Ltd	15.0285.11 DA014 Rev 1	21 September 2017
Internal Residential Wing prepared by Thomson Adsett Pty Ltd	15.0285.11 DA015 Rev 1	21 September 2017
Landscape Master Plan prepared by Andrew Prowse Landscape Architects	Mossman Aged Care Plus Centre Issue D	4 October 2017
Main Courtyard Landscape Plan prepared by Andrew Prowse Landscape Architects	Mossman Aged Care Plus Centre Issue D	4 October 2017
Typical Courtyard Landscape Plan prepared by Andrew Prowse Landscape Architects	Mossman Aged Care Plus Centre Issue D	4 October 2017
Main Courtyard Elevations prepared by Andrew Prowse Landscape Architects	Mossman Aged Care Plus Centre Issue D	4 October 2017
Entry Sign prepared by Andrew Prowse Landscape Architects (Entry sign only)	Mossman Aged Care Plus Centre Issue D	4 October 2017

(Note: Where a conflict between plans exists with respect to elevations and outdoor landscape design, the Andrew Prowse Landscape Architects Plans will prevail)

2. considers the abovementioned approved plans to be generally in accordance with the negotiated decision notice dated 18 May 2016.

EXECUTIVE SUMMARY

Development approval for the proposed Retirement facility was issued on 18 May 2016, by way of a negotiated Decision Notice. The Salvation Army (TSA) has been developing the detailed plans with the view to obtaining a building approval in order to commence construction works on the land. Several iterations of design plans have been supplied to Council, with Council and the Mossman District Nursing Home Committee expressing some concerns about the way the amended designs demonstrate compliance with the Design Guidelines that attach to the Development Lease between Douglas Shire Council and the Salvation Army (Queensland) Property Trust. Letters of concern have been sent to TSA in this regard on 6 September 2017 and 21 September 2017.

A Council workshop was held on 21 September 2017 where TSA was invited to discuss how they have addressed these concerns. A letter from TSA in response to Council's letter dated 21 September was received on 3 October 2017, and this letter was accompanied by further plans and perspectives.

The amended plans have addressed the majority of the town planning concerns raised by Council and are now considered to be sufficient to meet the Design Guidelines that attach to the Development Lease.

TOWN PLANNING CONSIDERATIONS

Background

At its meeting held on 17 May 2016, Council resolved to issue a Negotiated Decision that provides a development approval for the proposed Retirement facility in Johnston, Road Mossman.

Over the past 12 months, TSA has undertaken internal review of the approved development plans wherein the design was analysed to meet the needs of various stakeholders while ensuring that the development proposal remained a financially viable project. TSA are of the view that the current plans tabled at a Council workshop held on 26 September 2017 remain true to the design contained within the Negotiated Decision Notice, are consistent with the design guidelines within the development lease, and are acceptable to TSA's operational needs and will provide for a financially viable aged care centre into the future.

Council most recently expressed concerns in its letter to TSA dated 21 September 2017 and representatives of TSA attended a Councillor workshop on 26 September 2017 to discuss these concerns.

The purpose of this report to Council is to present how TSA has responded to each of the concerns raised within Council's letter. The report also serves to address the Design Guidelines that attach to the development lease. The Design Guidelines are included at Attachment 1.

Item 1 – Ensuring adequate natural light and ventilation through design

Council's comments in letter dated 21 September 2017 (edited for clarity):

The response from Mr Bentley (Thomson Adsett Architects) spoke about achieving this outcome via the roof design which would also assist with cross ventilation. The revised plans introduce this element in the dining area adjacent the kitchen and relies upon solar tubes for other communal living areas. Discussions at the meeting of 5 September did not imply that the one roof structure would remain and solar tubes would be introduced for the balance of internal communal spaces. The effectiveness of this treatment is yet to be explained and understood along with the number and size of these devices.

TSA's response:

Adequate natural light will enter the communal dining, lounge and sitting areas through large windows, assisted by a generous floor to ceiling height of 2700mm. The building has been designed with a wide eave overhang, which is desired in the North Queensland climate. These wider eaves will assist in controlling the level of direct sunlight and solar heat gain within the spaces.

The high level roof projects above the dining areas containing highlight windows to allow deeper light penetration to flood these areas and adjacent spaces with natural light.

The trussed roof structure is an economical design which is in keeping with the residential streetscape and offers long term flexibility for future modifications by minimising the number of internal load bearing walls.

To assist natural light penetrating the external façade, roof skylights will be utilised and located in strategic locations in the middle of the building. Skylights are efficient and effective methods of supplementing natural light into the interior spaces. The number and size of the skylights will be evaluated during the design development.

The floor to ceiling height, eave overhang and roof pitch all remain consistent with the original development approval plans.

Cross-ventilation has been achieved using a combination of opening windows and doors including window louvres to maximise the size of the permeable area. These window and door openings are located on opposing elevations allowing air to pass through the building, as depicted in Figure 2 below. The blue arrows indicate the opening window/door locations and ventilation paths.

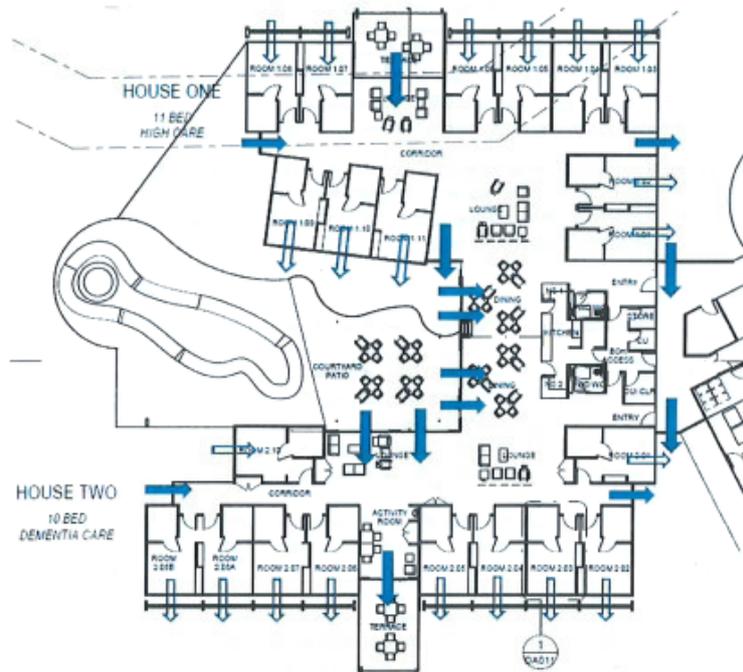


Figure 2 – Cross-ventilation (Wings)

Council officer's supplementary comments:

Supplementary perspectives were provided by TSA on 22 September 2017. In tandem with Figure 1 above, these perspectives show the design of the internal spaces that better explain how ventilation and lighting issues have been addressed. In particular the 'Entry Breezeway Through to Chapel' Perspective shows varying ceiling heights. This perspective also shows the proposed louvred walls that will allow ventilation to flow through the main foyer space into, and through, the building.

Further, the Internal Residential Wing Perspective demonstrates how light will access the semi-private communal areas through the combined use of glass louvres, a vaulted glass window, with supplementary use of solar-tubes to ensure adequate solar penetration into this area,

Finally, an additional perspective was submitted on 4 October 2017 that shows more details of the proposed treatment of the elevation facing the Main Courtyard. This perspective also shows sliding glass doors and full length louvres. This treatment will assist in achieving a good relationship between indoor and outdoor spaces and further promotes cross ventilation as shown in Figure 3, below.

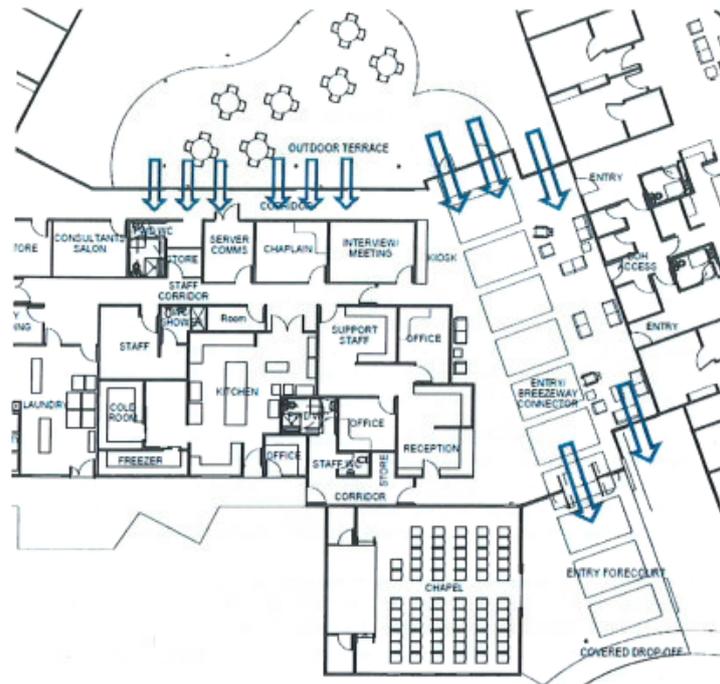


Figure 3 – Cross-ventilation (From the Central Courtyard space)

Concerns raised in Council's letter dated 21 September 2017 have now been satisfactorily addressed in relation to this item.

Item 2 – Cross ventilation and improved / stronger relationship and accessibility to quality outdoor areas

Council's comments in letter dated 21 September 2017 (edited for clarity)

From the revised drawings, it is evident that the level of detail required to adequately address this matter has either been misunderstood or under estimated. The level of detail provided in the plan is still conceptual in nature (e.g. proposed roof structures, quality of outdoor space to be provided) and how the design achieves weather protected external spaces and integrates internal with external spaces is neither demonstrated nor explained. Building material to be used adjacent to the courtyard area is not detailed.

The wide eaves and treatment along the Johnston Road with the angled posts and trellising is acknowledged and appreciated. The extent of eaves around other parts of the building and western walls cannot be ascertained from the details provided.

To demonstrate compliance with the design guidelines, particularly in relation to outdoor recreational spaces will require detailed plans that address the elements of the design guidelines such as weather protection, roof structures, building materials, landscaping / planter boxes or other landscape elements, level changes and the like. It is noted that the extent of the roof structure for the central court yard area does not correspond with the court yard area nominated on the site plan. Hence, the comment about the plans remaining conceptual in nature in relation to those specific elements. It is also suggested that two single sliding doors for the central courtyard area does not achieve adequate integration of indoor and outdoor spaces.

TSA's response:

All residential houses will have direct access to outdoor terraces and secure landscape courtyards achieving the 'home in the garden' principle. The courtyards will be fully accessible on a single level (no steps) with a wandering pathway through the landscaped courtyards, passing points of interest such as sculptures, raised garden beds (for resident use), outdoor seating, sensory and other garden ornaments.

Attachment 2 shows conceptual landscaping layouts of the generous central courtyard/external terrace, as well as a sample layout of a resident courtyard showing accessibility and function of these spaces. These external spaces will each have an awning structure to permit residents and their family to congregate outside in varying weather conditions. Included in each garden is attractive and full landscaping to assist with cooling tropical conditions as well as all-weather concrete footpaths to allow residents to use these gardens all year around.

Landscaping will be planted adjacent to resident bedrooms. A series of metal cables will extend between the feature raking posts to provide a path for climber type plants to thrive and grow. Plants will be encouraged to grow on these cables to reduce solar heat gain and to assist with cooling breezes before entering the building.

In addition to air-conditioned space, ceiling fans will be installed in common areas. Opening windows and doors form an important part of all elevations to promote and maximise natural cross-ventilation. This is indicated in the previous Figures 2 and 3 above.

The extensive ventilation and permeability of the main breezeway combines with the equally permeable linking corridor which connects the two residential wings of the centre. This is illustrated in the landscape concept, showing the external elevation of the link. This elevation highlights the extent of opening windows and doors along the central courtyard, which provides the passage of cross ventilation to this space and surrounding spaces.

Council officer's supplementary comments:

Matters relating to cross-ventilation have been addressed under Item 1 above.

TSA has supplied additional drawings to demonstrate the relationship between internal and external spaces following the Council workshop. These plans now demonstrate, albeit in a conceptual form, how the external appearance of the building will look when the development is completed.

The Landscape Master Plan prepared by Andrew Prowse Landscape Architects, which is accompanied by two further detailed plans of the proposed Main Courtyard Plan and Typical Courtyard Plan and Main Courtyard Elevations, show how the internal space will relate and flow into the external spaces through use of attractive landscaping elements such as:

- On-grade pathways that provide destinations throughout the outdoor landscape;
- Courtyard shade structure for the Main Courtyard adjacent to formally designed lawn space (potentially for Bocce), lined with seating;
- Seating nooks and other benches available along the pathways;
- Potential herb and vegetable planters (kitchen gardens) in various locations;
- Privacy screen planting;
- Gateway court and formal signage at the intersection of Johnston Street; and
- More generous planting treatment around the building, and generally across the site.

In tandem with the comments provided by TSA, it is agreed that the conceptual landscape is achieving the intent of the design guidelines. However, it is critical that the landscaping concepts shown in the Master Plan are carried through to the final plan and implemented.

The development permit contains a condition that requires detailed landscape plans be provided to Council for its assessment and approval. In order to achieve the guidelines, it is necessary that any endorsement of the current plans must reinforce the requirement for a landscape plan and that such landscape must achieve the level of design shown in the Landscape Master Plan prepared by Andrew Prowse Landscape Architects.

Item 3 – Increase the size of the verandahs fronting Johnston Road

Council's comments in letter dated 21 September 2017

The latest revised plans have the verandahs narrower in width than previous plans forwarded. The size of the verandahs needs to be proportional in terms of width and depth. The verandahs on the most recent revised plans are not in proportion.

TSA's response:

The current plans show an increased area of verandahs fronting Johnston Road. The verandahs are approximately double the previous area which will provide a functional outdoor space for residents. In addition to this verandah, each house has an alternative outdoor courtyard space, providing generous and inviting space for all residents.

Council officer's supplementary comments

The verandahs facing the street have a width of 4 metres and a depth of 6 metres, with the long dimension projecting out from the building into the open space. It is considered that there is ample space provided for these verandahs to function as useable spaces.

The verandahs facing the creek are also 4 metre x 6 metres. However, the short dimension projects out from the building into the open space.

Sufficient space is available for these verandahs to function as usable space, noting that the on Landscaping plans, direct access is now available to adjacent functional open space.

No further concerns are raised in relation to this particular item.

Item 4 – Increase the internal communal areas / lounge sitting areas

Council's comments in letter dated 21 September 2017

The plan detailing the dining area and areas used for circulation is noted, along with the appropriately scaled furniture has addressed the concerns raised in the dining area.

While no dimensions or floor areas are provided for other internal communal areas, it would appear there is no change in this element. This remains an area of concern.

TSA's response:

The dining area of each house has been designed with careful consideration of the circulation requirements for residents with walkers, wheel chairs, and other mobility devices. The table and chair sizes shown on the plan are considered representative of those that would be purchased for the project. TSA has carefully considered these spaces, as outlined in Drawing DA010 and are strongly of the view that the layout is functional, flexible and generous in area. In comparison to other centres, the area proposed for this project is greater than other successful TSA centres.

Council officer's supplementary comments

The internal perspectives provided on 21 September 2017 show communal spaces that are both functional, and of sufficient width and arrangement, to provide for a variety of settings and uses. The Landscape Plans also show a much greater relationship between indoor and outdoor spaces. It is considered that the volume of circulation within the facility will be relatively low, and in this regard, not likely to cause significant problems.

Item 5 – Designated interconnected 'couples' rooms

Council's comments in letter dated 21 September 2017

It was agreed that this could be accommodated through the internal fit out of the rooms. It was agreed that at least one double room could be provided from the onset of the development to accommodate a couple.

TSA's response:

The plans show two designated interconnecting 'couples' rooms. These are essentially two single rooms with an interconnecting door. The rooms are located in House 2 and House 4, per Figure 4 below.

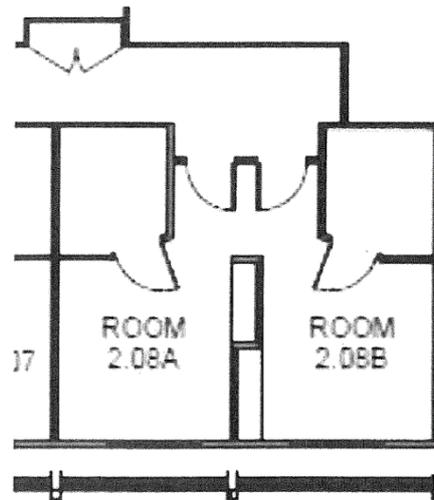


Figure 4 – Interconnecting rooms

In order to maintain flexibility over time, it is important that the ‘couples’ room is designed in such a way that allows for it to be converted back to two single rooms quickly, with relative ease and minimal cost.

Council officer’s supplementary comments

No further concerns are raised in relation to this particular item.

Item 6 – Room sizes

Council’s comments in letter dated 21 September 2017

Issue is raised with proposed room sizes. While this item was not discussed at the meeting of 5 September 2017, it is apparent the size of the rooms now proposed are significantly smaller than those detailed in the Development Approval and revised architectural plans forwarded to Council in February 2017. The room sizes have gone from 4 x 4 metres as originally approved; to 3.5 x 4 metres in February 2017; to now 3.4 x 3.6 metres. This is a 23.5% reduction in the size of the rooms as detailed in the Development Approval.

Changes to room sizes and other amendments to the communal and dining areas since February 2017 has been a unilateral decision by TSA Project Team and undertaken without any dialogue with Council or other stakeholders.

The room sizes now proposed, in conjunction with the reduced communal areas are a significant departure from the Development Approval. The revised plans do not achieve a satisfactory standard of amenity that TSA and their Project Team gave a commitment to deliver.

TSA’s response:

There has been an area reduction between the original approved plans and those tabled at the Council workshop. The reduction in area was needed to maintain the financial viability of the project and to accommodate TSA operational requirements, in particular travel distances around the centre.

In relation to the bedrooms, Council indicate that all rooms in the original development approval were 4 x 4 metres. The statement is not quite correct. The rooms in the original development approval varied in size depending on the location within the building. The typical approved room size is 3.65 x 3.6 metres approximately, wall to wall, excluding ensuite and entry corridor. There were some rooms that were larger. However, these were not in the majority.

The design review process undertaken did reduce the size of the rooms slightly but it is also standardised the rooms to achieve construction efficiencies.

The current plans show room sized at 3.4 x 3.6 metres approximately, wall to wall, excluding ensuite, entry corridor and built in-wardrobe. This results in a final area only slightly less than the original approved development approval typical room design.

The room design is such that it will accommodate the necessary lifters and wheel chairs used by staff and residents.

In comparison to other centres, the size of the bedrooms and the overall building is by no means small. It is considered that the current design is functional, will provide good amenity for residents and will maintain financial viability for the Centre and TSA.

Council officer's supplementary comments

The development approval included more variety in the configuration of individual rooms and the statement in TSA's response is correct when it states that not all rooms were dimensioned at 4 x 4 metres. The approved plans were at 1:500 scale, so it is quite difficult to measure dimensions on the plan with absolute accuracy.

The actual dimensions of individual rooms was not a specific consideration in the original planning assessment that led to the approval, with the planning assessment focussing on the overall design, layout and appearance of the development, in a more general sense.

The main planning consideration with respect to the current revised plans is whether the plans have been modified to such an extent that they could be no longer be considered to 'generally in accordance' with the development approval.

There have been a number of changes to the plan that have occurred since the development approval was issued, including:

- a contraction in the overall building footprint, into a more consolidated building with less use of internally focussed landscaped space;
- rearrangement of the 'back-of-house' access and parking off Johnston Road, into a single access arrangement off the new road;
- the chapel is no longer a detached structure and is not an enlarged 'multi-function' facility;
- roof form and the entry space has been significantly simplified.

Despite these changes, the overall configuration of the design, while different to the original approval, is not sufficiently different to the original development approval to warrant a new or changed application in this instance.

While the loss of space in some rooms is disappointing, the functionality of individual room sizes is an operational matter for TSA, rather than a planning code consideration.

Design Guidelines

The Design Guidelines that attach to the development lease are included at Attachment 1.

The principal theme underlying the Mossman Aged Car Plus Centre is to create a 'Home in a Garden' setting, providing a comforting and soothing environment for residents. The plans and perspectives that Council has requested demonstrate compliance with the Design Guidelines, particularly in demonstrating the relationship between indoor and outdoor space (i.e. a Home in a Garden setting).

However, it is important that the design intent shown on the current plans continues to be carried forward into construction and completion of the development. A detailed landscaping plan is required as condition of development approval. Those elements provided on the Landscape Master Plan must be included in the plans to be supplied to Council for its approval in order to satisfy the condition of development approval. Approval of the plans and perspectives as meeting the Design Guidelines is contingent on this requirement.

COUNCIL'S ROLE

Council can play a number of different roles in certain circumstances and it is important to be clear about which role is appropriate for a specific purpose or circumstance. The implementation of actions will be a collective effort and Council's involvement will vary from information only through to full responsibility for delivery.

The following area outlines where Council has a clear responsibility to act:

Regulator: Meeting the responsibilities associated with regulating activities through legislation or local law.

Under the *Sustainable Planning Act 2009* and the *Sustainable Planning Regulation 2009*, Council is the assessment manager for the application.

ATTACHMENTS

1. Attachment 1 - Design Guidelines **[5.4.1]**
2. Attachment 2 - Plans **[5.4.2]**

Title Reference [50445633]

Annexure E

Design Guidelines

THE SALVATION ARMY - MOSSMAN AGED CARE PLUS CENTRE

Design Guidelines

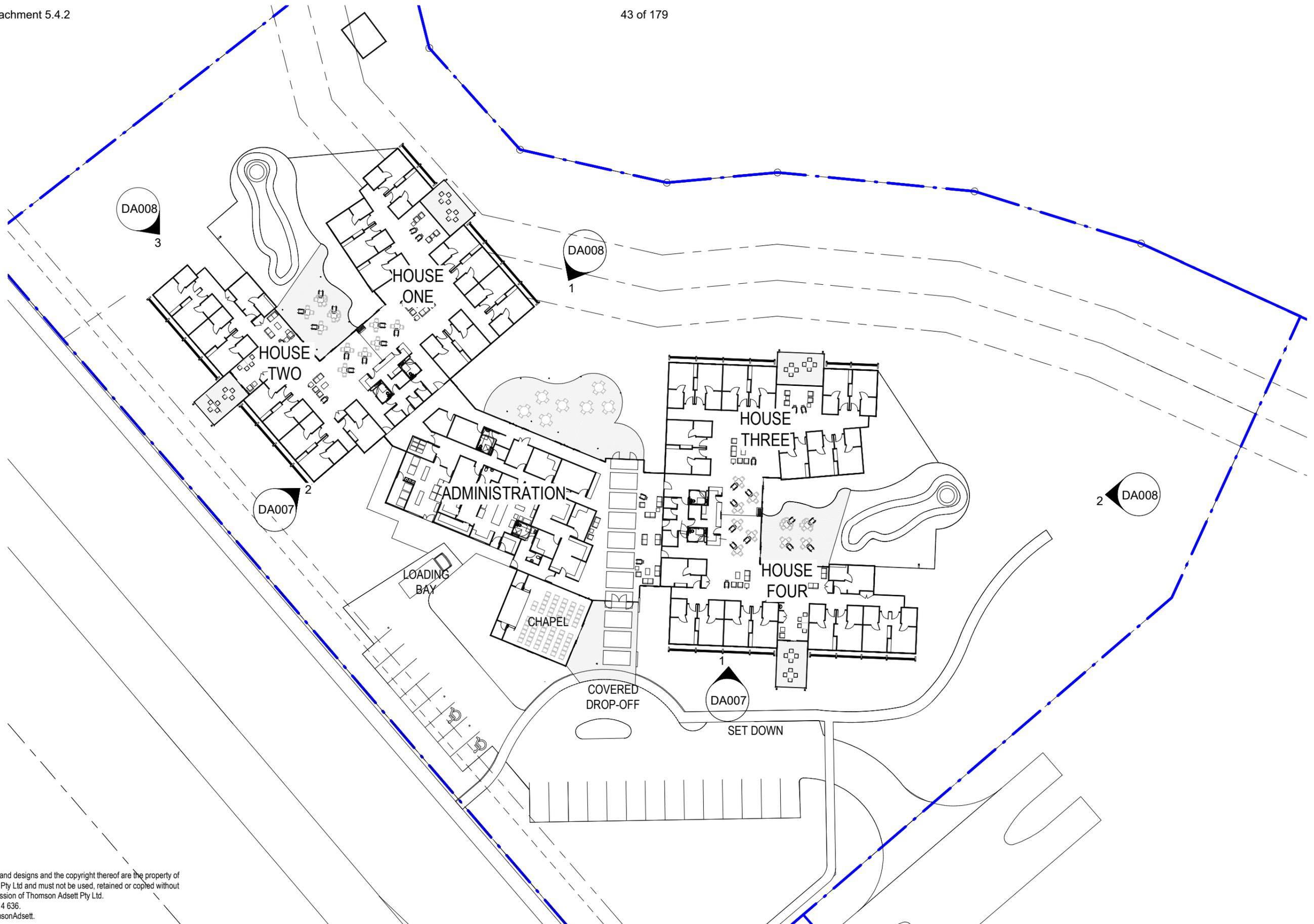
The principal theme underlying the Mossman Aged Care Plus Centre is to create a "Home in a Garden" setting, providing a comforting and soothing environment for residents.

The overarching tenet for the development is to respect the tropical climate and lifestyle and reflect these key aspects of living in Far North Queensland in the layout, design and finishes of the development, unless it compromises the requirements of The Salvation Army's aged care operational model.

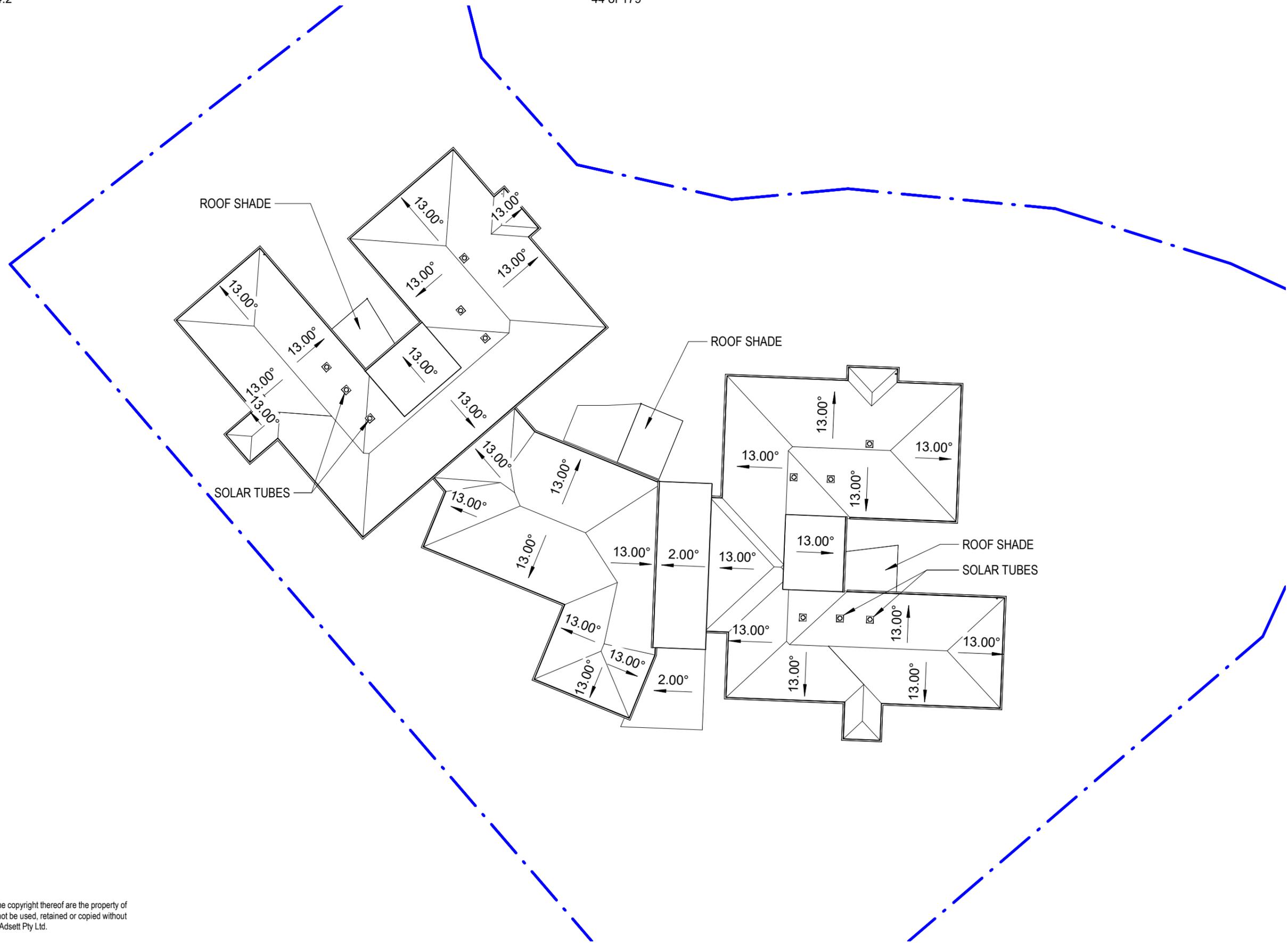
As a result, the development will incorporate climatically responsive design initiatives, characterised by pitched roofs, wide eaves to provide shade and protection to external walls. The development is to be characterised by light colours, permeable external building facades, cross ventilation, weather protected external extensions to living spaces, well insulated roofs, low thermal mass construction and the integration of external and internal spaces.

Tropical landscaping including native and endemic species complemented by communal landscape elements must be incorporated to create attractive and functional passive recreational spaces.

The Mossman Aged Care Plus Centre is to provide a high level of care to residents of varying care requirements within a safe and restorative "Home in a Garden" ambience that appropriately responds to its setting.



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Project | MOSSMAN AGED CARE PLUS CENTRE
Client | JOHNSTON ROAD
MOSSMAN

Drawing Title | OVERALL ROOF PLAN
Date | 21/09/2017

Drawing Number | 15.0285.11 DA003
Scale | 1 : 500 3



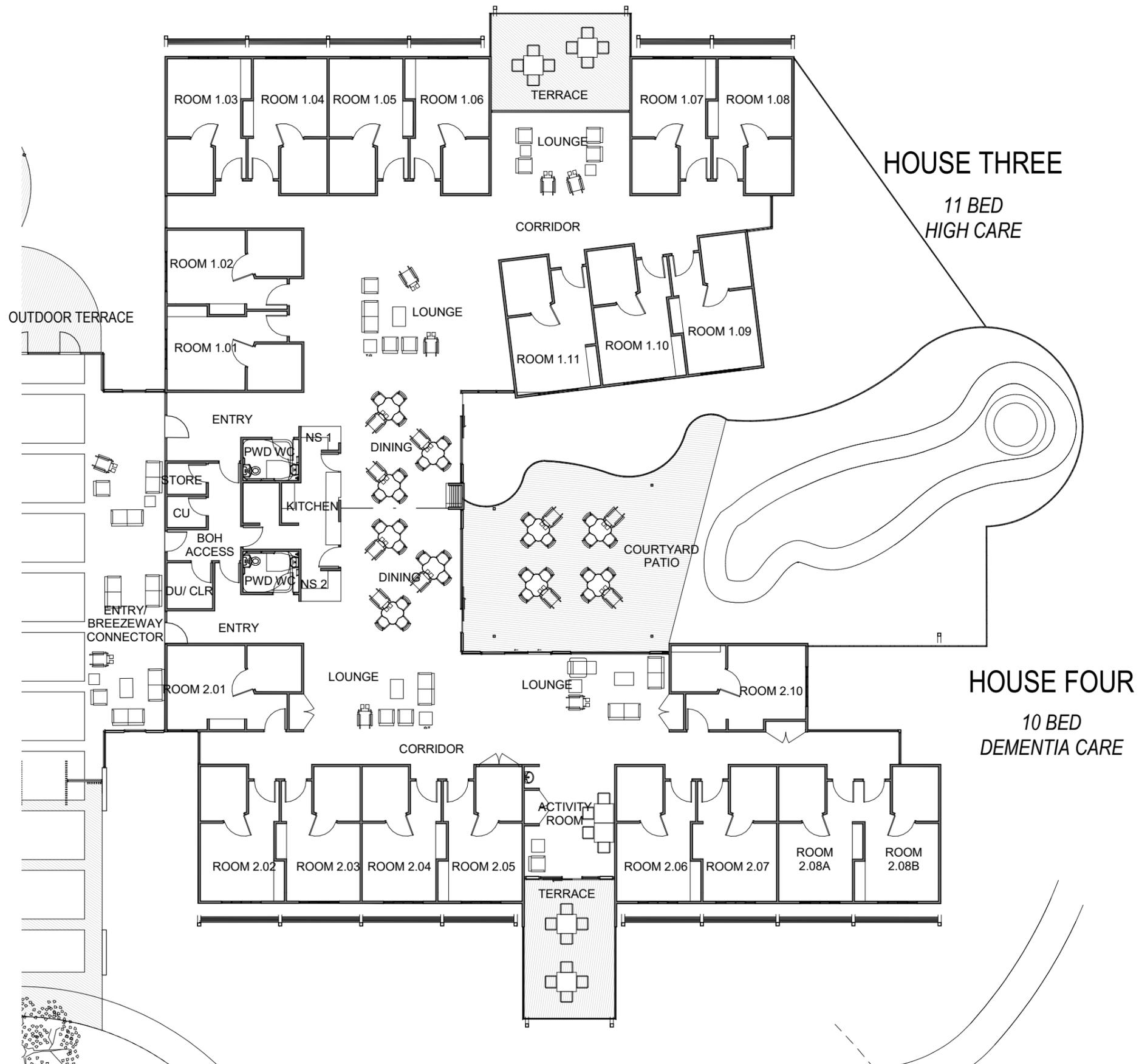
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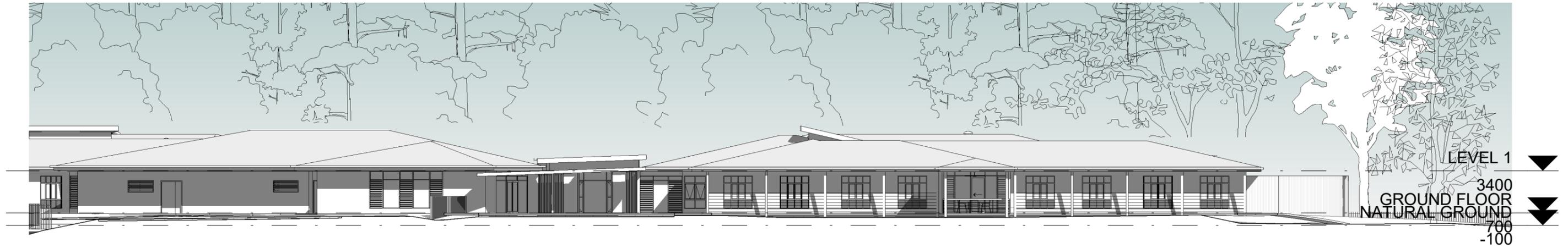
Project | MOSSMAN AGED CARE PLUS CENTRE
 Client | JOHNSTON ROAD
 MOSSMAN

Drawing Title | FLOOR PLAN PART B
 Date | 21/09/2017

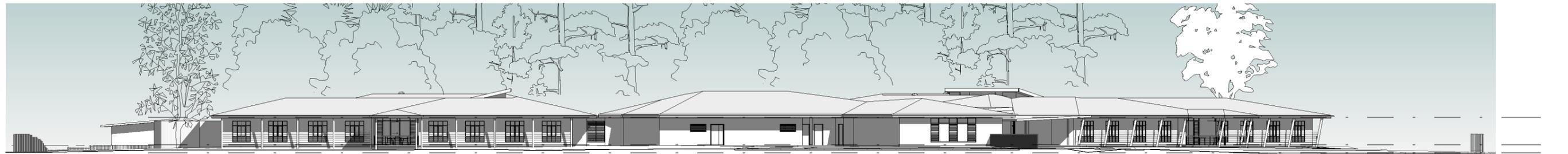
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1 ELEVATION 01
DA002 1 : 250



2 ELEVATION 02
DA002 1 : 400

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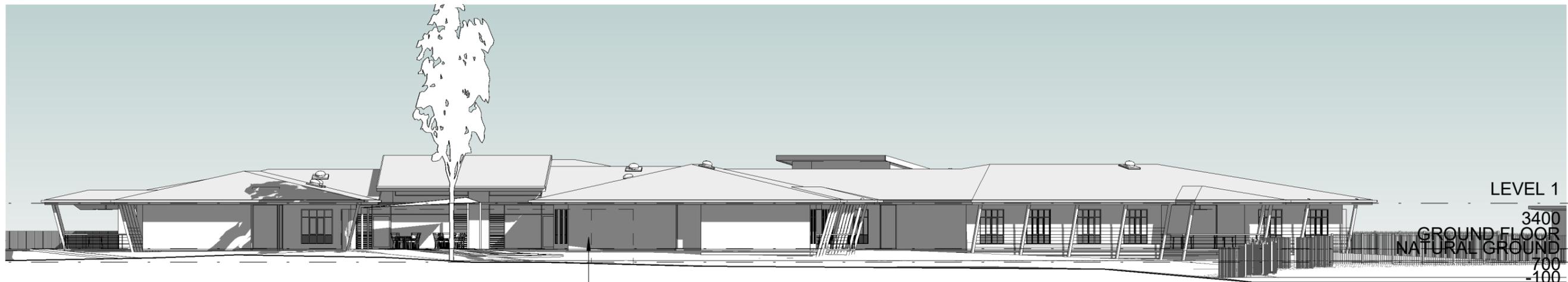
Project | **MOSSMAN AGED CARE PLUS CENTRE**
Client | **JOHNSTON ROAD
MOSSMAN**

Drawing Title | **ELEVATIONS**
Date | **21/09/2017**

Drawing Number | **15.0285.11 DA007
As**
Scale | **indicated 3**

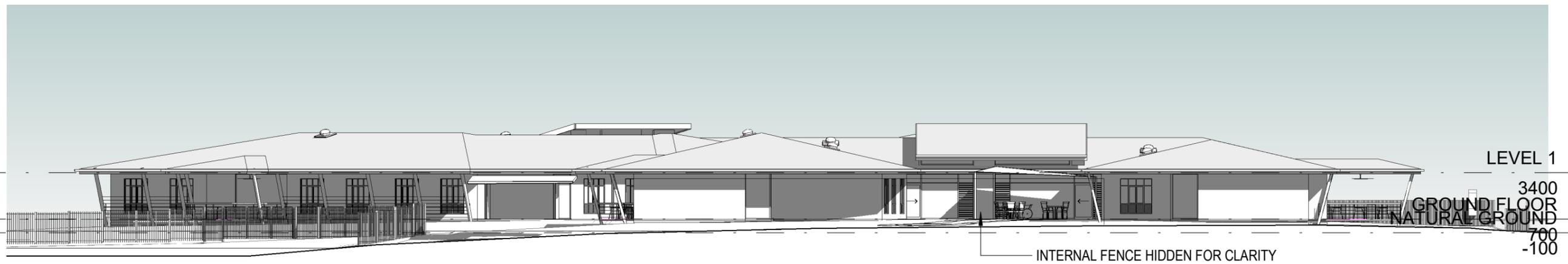


1
DA002
ELEVATION 03
1 : 400



2
DA002
ELEVATION 04
1 : 250

INTERNAL FENCE SHOWN
DASHED FOR CLARITY



INTERNAL FENCE HIDDEN FOR CLARITY

3
DA002
ELEVATION 05
1 : 250

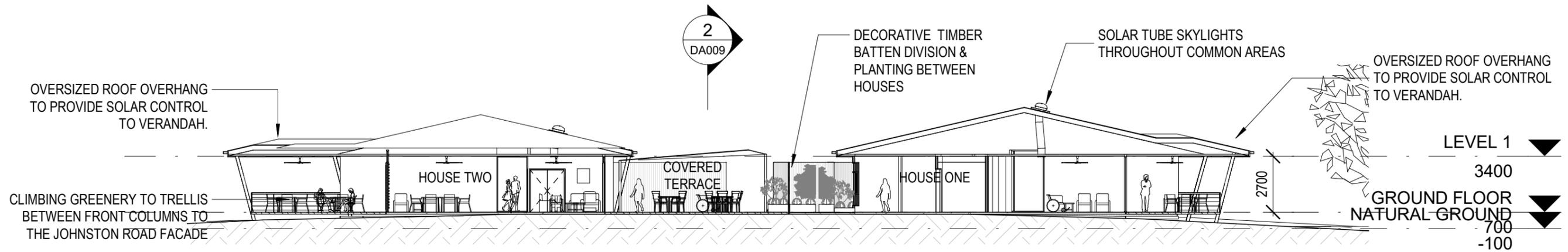
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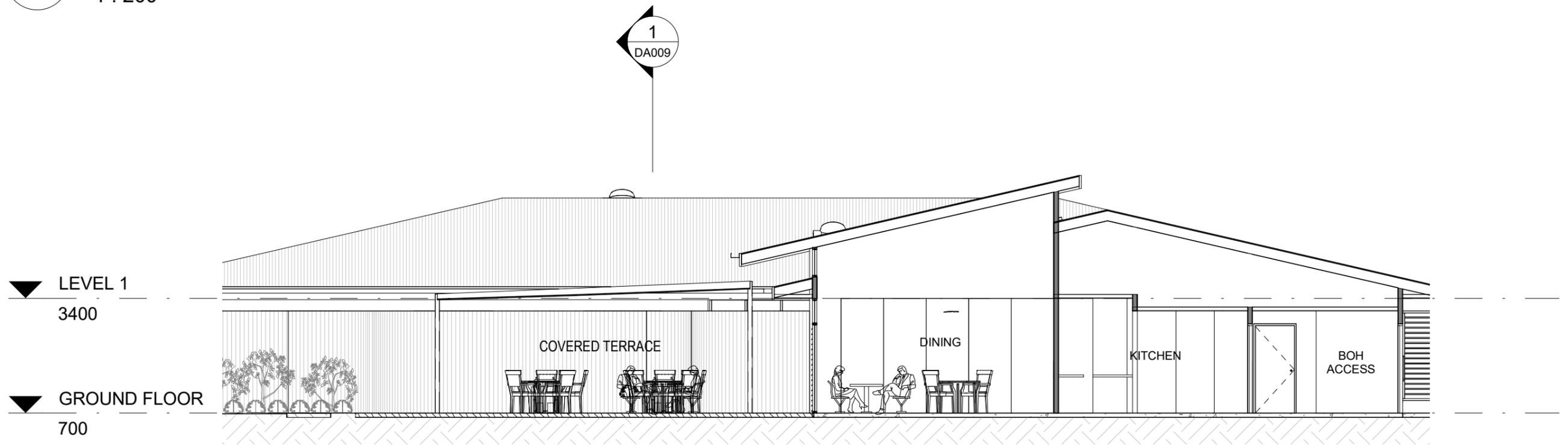
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Client | **JOHNSTON ROAD
MOSSMAN**

Drawing Title | **ELEVATIONS**
Date | **21/09/2017**

Drawing Number | **15.0285.11 DA008**
As
Scale | **indicated 3**



1 SECTION 01
DA004 1 : 200



2 SECTION 02
DA004 1 : 100

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Project | MOSSMAN AGED CARE PLUS CENTRE
Client | JOHNSTON ROAD
MOSSMAN

Drawing Title | SECTIONS
Date | 21/09/2017

Drawing Number | 15.0285.11 DA009
As
Scale | indicated 3



ENTRY BREEZEWAY THROUGH TO CHAPEL

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Project | **MOSSMAN AGED CARE PLUS CENTRE**
Client | **JOHNSTON ROAD
MOSSMAN**

Drawing Title | **ARTIST'S IMPRESSION**
Date | **21/09/2017**

Drawing Number | **15.0285.11 DA014**
Scale | **1**



INTERNAL RESIDENTIAL WING

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Project | **MOSSMAN AGED CARE PLUS CENTRE**
Client | **JOHNSTON ROAD
MOSSMAN**

Drawing Title | **ARTIST'S IMPRESSION**
Date | **21/09/2017**

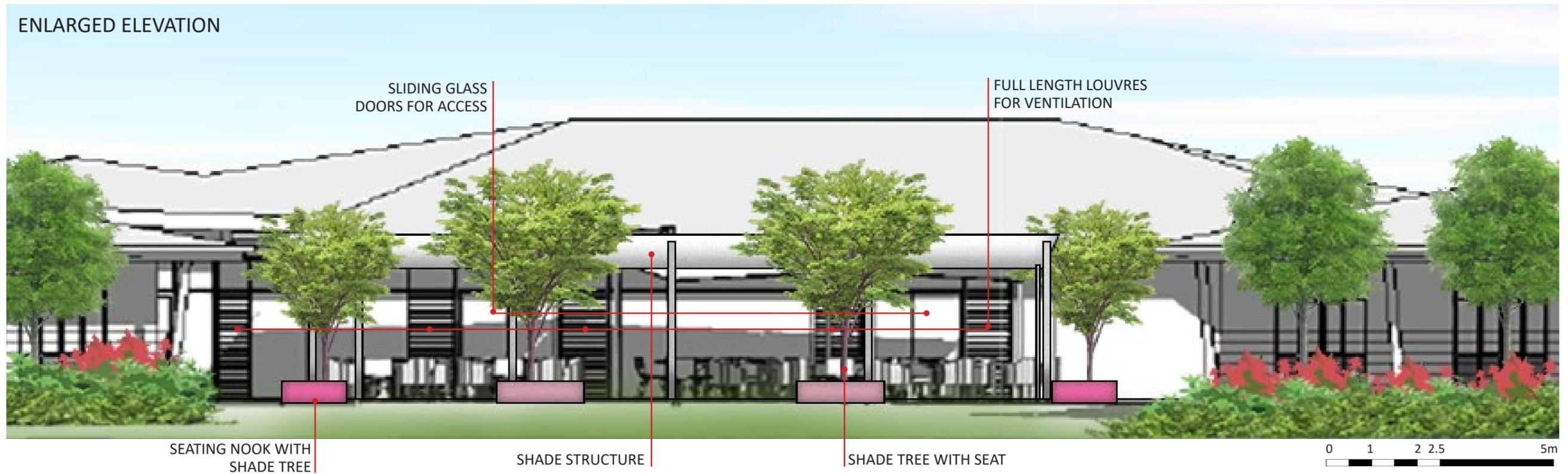
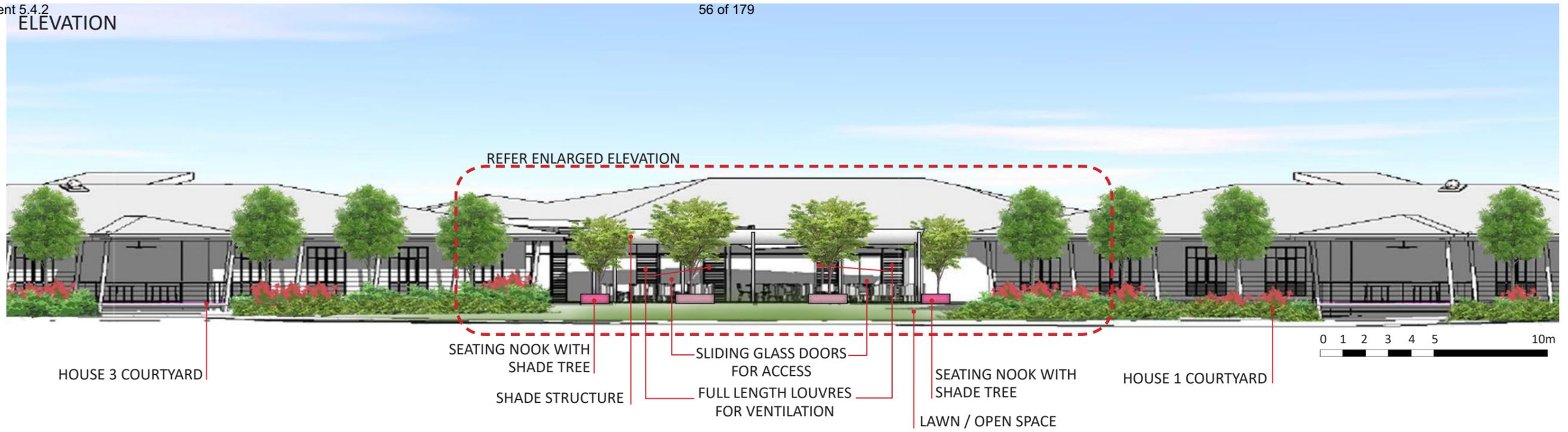
Drawing Number | **15.0285.11 DA015**
Scale | **1**







TYPICAL COURTYARD LANDSCAPE PLAN
MOSSMAN AGED CARE PLUS CENTRE
 JOHNSTON RD, MOSSMAN, QUEENSLAND
 4 October 2017- Issue D
 Ordinary Council Meeting - 10 October 2017



Aged Care Plus Centre

