

Our Ref: 9961

16 July 2026

Proposed MCU (Rooming Accommodation) in the Character Residential Zone

51 Thomas Street, Kangaroo Point QLD 4169



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APPLICATION REF

A007072084

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Annexures

- A Proposed Building Plans**
- B Code Compliance**
- C Strategic Framework**

Report Summary

Site Details

Applicant name	Fabian Andrew Carniel
Report prepared by	Gateway Survey & Planning (Adrian Webberley)
Site address	51 Thomas Street, Kangaroo Point QLD 4169
Real Property Description (RPD)	Lot 16 on RP11374
Site area	670 m ²
Zone	Character residential zone – Infill housing
Neighbourhood plan	Kangaroo Point south neighbourhood plan – Character residential precinct – NPP-002
Applicable overlays	Airport environs overlay Community purposes network overlay Critical infrastructure and movement network overlay Dwelling house character overlay Potential and actual acid sulfate soils overlay Road hierarchy overlay Streetscape hierarchy overlay Traditional building character overlay

Aspects of Development

Type of development	Material change of use
Proposed use	Rooming accommodation
Brief description of proposal	Rooming accommodation for more than 6 people
Category of assessment	Impact assessment
Referral agencies	—
Specialists reports provided	—
Pre-lodgement advice	Pre-lodgement meeting—11 May 2026 (A006989136)

1 Site Location & Background Review

This report has been prepared by Gateway Survey & Planning in relation to a proposed material change of use for Rooming Accommodation at 51 Thomas St, Kangaroo Point, legally described as Lot 16 on RP11374.

The proposal comprises the retention of the existing traditional dwelling, incorporating minor modifications and repositioning within the site to facilitate a more efficient site layout, together with the construction of a new detached dwelling to the rear. Both dwellings are proposed to operate as rooming accommodation, each providing five ensuite bedrooms with shared kitchen, dining, living and laundry facilities, resulting in a total of ten resident rooms. The development also includes on-site car parking, landscaping, deep planting and associated site works.

The proposal has been designed to retain the established character of the streetscape by preserving the existing traditional dwelling while providing a contemporary, complementary building to the rear of the site. The development delivers well-located rooming accommodation in close proximity to public transport, employment opportunities, educational facilities and the Brisbane CBD, contributing to housing diversity while maintaining consistency with the intended character and amenity outcomes of the Character Residential (CR2 Character (Infill Housing)) Zone.

1.1 Site Characteristics

Site Shape/Dimensions	Rectangular—18.28 × 36.57 m
Access	Existing crossover to Thomas Street located on the LHS of the lot.
Existing Vegetation	The site contains no protected or significant vegetation. There are no street trees within the site frontage.
Topography	The site is generally flat.
Flooding	The site is unaffected by flooding.
Infrastructure	All utilities (water, electricity, sewer and telecommunications) and stormwater are located within Thomas Street.
Easements	The lot is not affected by any easements.

1.2 Site History

The site is currently utilised for residential purposes and contains a pre-1947 dwelling.

Council's public records do not identify any recent development applications involving the property, and no further site history is relevant to this application.

1.3 Site Context and Surrounding Development

The site is located within an established residential neighbourhood characterised by a mix of traditional detached dwelling houses, contemporary townhouses and low-rise multiple dwellings. The locality has experienced ongoing residential renewal, with a number of recent infill housing developments and dual occupancy approvals contributing to increased housing diversity while maintaining the established residential character.

The site is well positioned within walking distance of a range of services and public transport, including bus services along Main Street and Shafston Avenue, the Kangaroo Point Green Bridge, the Kangaroo Point Cliffs precinct, local parks, retail and dining opportunities, and the mixed-use centres of Kangaroo Point and Woolloongabba. The Brisbane CBD is also readily accessible by active transport and public transport, making the site well suited to well-located rooming accommodation.



Figure 1. Site context (OpenStreetMap 2026).

1.3.1 Existing Dual Occupancy Approvals

The subject site is situated within an established residential neighbourhood that has experienced ongoing infill redevelopment consistent with the intent of the Character Residential (CR2 Character (Infill Housing)) Zone. Recent development approvals within Thomas Street demonstrate that appropriately designed low-rise residential development is being accommodated within the locality while maintaining the established streetscape character. These approvals indicate an emerging pattern of residential renewal and provide context for the proposed development.

Address	Approval	Development
47 Thomas Street, Kangaroo Point	A004896854	Development Permit for Material Change of Use (Dual Occupancy) and Building Work within the Traditional Building Character Overlay. Approved 6 December 2018.
56 Thomas Street, Kangaroo Point	A005703702	Development Permit for Material Change of Use (Dual Occupancy). Original approval amended 14 October 2021.



Figure 2. Subject site and nearby approved dual occupancy developments within Thomas Street (Nearmap, 2026; Brisbane City Council PD Online, 2026)

1.4 Site Photos



Figure 3. Aerial image, August 2026 (Nearmap).



Figure 4. Google Street View (June 2022).

2 Proposal

The proposed development seeks approval for a Material Change of Use for Rooming Accommodation comprising two detached residential buildings. The proposal retains the existing traditional dwelling, incorporating minor modifications and repositioning within the site to achieve a more efficient layout, together with the construction of a new detached dwelling to the rear of the property.

Each dwelling contains five resident bedrooms, with every bedroom provided with a private ensuite. Shared kitchen, dining, living and laundry facilities are provided within each dwelling to support communal living. The development also includes on-site car parking, private and communal open space, landscaping, deep planting areas, refuse storage and associated servicing infrastructure.

The proposal has been designed to maintain the established traditional streetscape character through the retention of the existing dwelling, while providing a complementary contemporary building to the rear that is consistent with the low-rise residential character of the locality.

→ Refer to Annexure A—Proposed Plans



Figure 5. Front perspective (indicative).

2.1 Use and Functionality

The proposed development has been designed to provide high-quality rooming accommodation that balances private resident amenity with shared communal facilities. Each resident bedroom incorporates:

- A private bedroom suitable for long-term accommodation.
- An ensuite comprising a shower, toilet and vanity.
- Built-in robe/storage.
- Individual heating and cooling.

The common area in each dwelling will contain facilities for shared use to supplement the limited private facilities, including:

- Fully equipped kitchen, with cooking facilities (cooktop, oven, and rangehood), pantry, and storage for shared appliances and utensils
- Dining table
- Laundry
- Landscaped courtyard recreation space.

Use Definition

Rooming accommodation is defined in the *Planning Regulation 2017* and *City Plan 2014* as follows:

rooming accommodation means the use of premises for—

- (a) residential accommodation, if each resident—
 - (i) has a right to occupy 1 or more rooms on the premises; and
 - (ii) does not have a right to occupy the whole of the premises; and
 - (iii) does not occupy a self-contained unit, as defined under the *Residential Tenancies and Rooming Accommodation Act 2008*, schedule 2, **or** has only limited facilities available for private use; and
 - (iv) shares other rooms, facilities, furniture or equipment outside of the resident's room with 1 or more other residents, whether or not the rooms, facilities, furniture or equipment are on the same or different premises; or
- (b) a manager's residence, an office or providing food or other services to residents, if the use is ancillary to the use in paragraph (a).

*emphasis added

The development complies with the use definition as each resident:

- would have the right to occupy one or more rooms on the premises (their own private room and the common area)
- would not have the right to occupy the whole of the premises
- would have only limited facilities available for private use (noting private rooms do not contain fully equipped kitchens or laundry facilities)
- would share a common kitchen, dining, and laundry space with other residents in the dwelling.

2.2 Design and Siting

The development complies with the acceptable outcomes and performance outcomes for design and siting in the Dual Occupancy code, as follows:

Table 1. Summary of compliance with design and siting benchmarks in the Dual Occupancy code.

Design/Siting Benchmark	Acceptable Outcome	Proposed	
Site cover	Maximum 50% site cover	45% (297.86 m ²)	✓
Building height	Maximum 2 storeys / 9.5m	9.5 m	✓
Street frontage setback	Minimum 6m to wall	4.21 m	PO
	Minimum 4m to balcony	3 m	PO
Side setbacks	Minimum 1.5m up to 7.5m building height, then 1.5m + 0.5m for every 3m above 7.5m	2 m	✓
Rear setback	Minimum 6m to wall and 4.5m to balcony	6.01 to	✓

Table 2. Compliance with setback benchmark in the Kangaroo Point south neighbourhood plan.

Design/Siting Benchmark	Acceptable Outcome	Proposed	
Front setback	3 (m)	3 m and 4.21m	✓

The architectural design incorporates substantial articulation and formal variations to minimise visual bulk and reflect the scale of surrounding development in the Character residential zone.

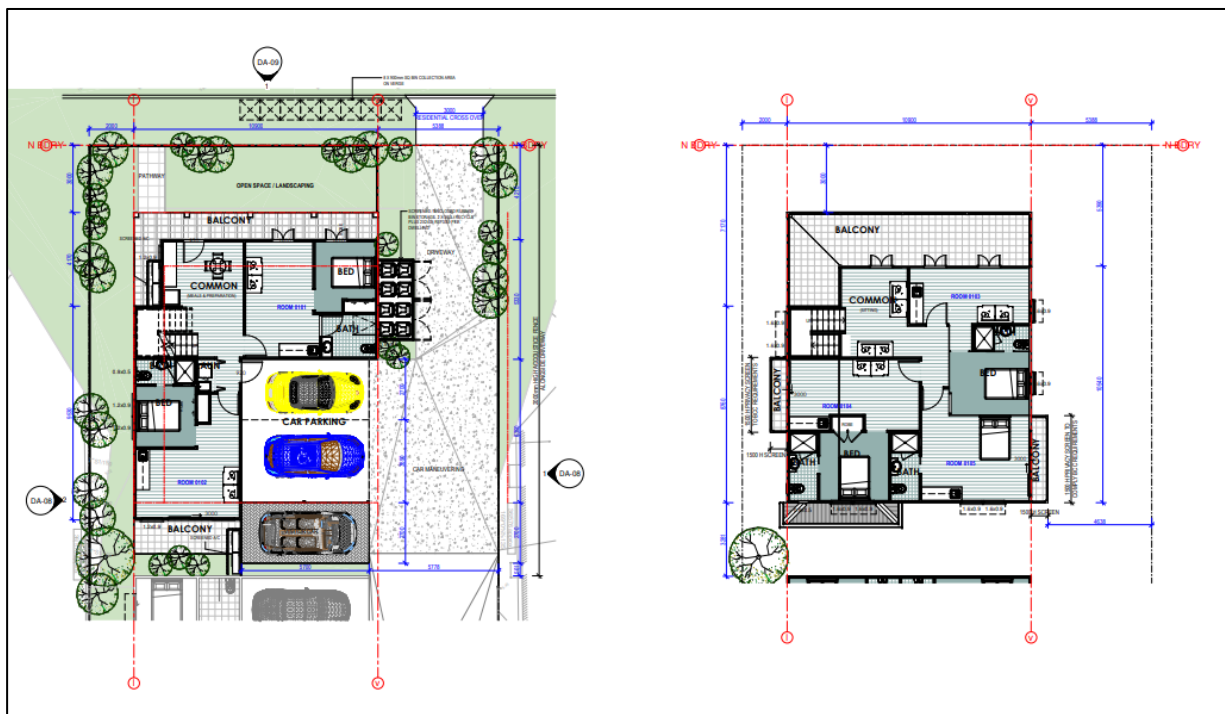


Figure 6. Extract of proposed site/landscape plan depicting the front dwelling

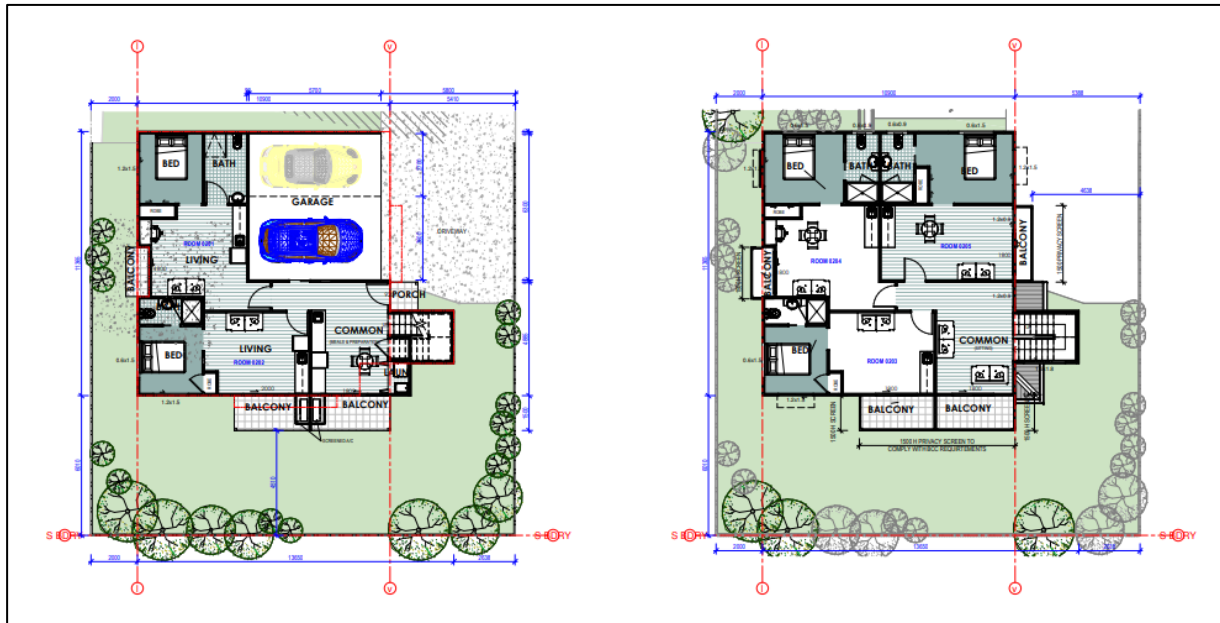


Figure 7. Extract of proposed site/landscape plan depicting the rear dwelling.

A performance outcome is proposed for a reduced front setback to bring the setback into line with the setback prescribed in the Kangaroo Point south neighbourhood plan.

Building Setbacks

The proposed development has been designed having regard to both the Dual Occupancy Code and the Kangaroo Point South Neighbourhood Plan. The proposal complies with the building envelope requirements of the Dual Occupancy Code, including the maximum building height, side setbacks and rear setbacks. The only variation to the Dual Occupancy Code relates to the front building and balcony setbacks.

The proposal also complies with the minimum 3.0 m front setback prescribed by the Kangaroo Point South Neighbourhood Plan. However, it does not comply with the neighbourhood plan side and rear setback requirements. These setback provisions are intended to accommodate development of up to eight storeys, whereas the proposed development is a two-storey dual occupancy of a substantially lower bulk and scale. The proposed setbacks provide appropriate building separation, maintain residential amenity and privacy, and achieve a built form that is consistent with the intended character of the locality.

2.3 Access, Parking, and Servicing

The development includes a consolidated vehicular accessway, including a 3.0 m wide driveway and crossover and a shared, semi-enclosed car parking area between the two proposed buildings. Kerbside refuse collection is proposed, and no on-site servicing is required.

Car Parking

The proposed development provides five on-site car parking spaces, comprising four resident car parking spaces (two per dwelling) and one dedicated visitor car parking space. In accordance with the City Frame parking rates within the Transport, Access, Parking and Servicing Planning Scheme Policy, the development requires a minimum of 1.3 resident spaces per dwelling, resulting in a requirement for three resident spaces, plus 0.15 visitor spaces per dwelling, resulting in a

requirement for one visitor space. Accordingly, the proposal requires a total of four on-site car parking spaces and provides five spaces, exceeding the minimum parking requirement.

The proposed car parking complies with Table 14 of the Transport, access, parking and servicing planning scheme policy (TAPS PSP), for rooming accommodation:

Table 2. Car parking—planning scheme requirement (TAPS PSP) and proposed.

Parking Type	Prescribed Minimum Rate	Requirement	Proposed
Resident	1.3 spaces per dwelling (3+ bedroom)	$1.3 \times 2 = 2.6$ (3)	4
Visitor	0.15 spaces per dwelling	$0.15 \times 2 = 0.3$ (1)	1
Total		4	5

Refuse

The development provides a generous 3.5 m × 2.0 m covered bin storage area, as shown in Figure 6 below. The storage area is sufficient to accommodate the proposed bins while allowing convenient access for residents and transport of the bins to the verge for kerbside collection.

AO4 of the Rooming Accommodation Code requires storage for three mobile bins. This is intended to accommodate general waste, recycling and green waste. As the landscaping and gardens will be maintained by the property owner, residents will not be responsible for garden maintenance or the disposal of green waste under the rooming accommodation lease arrangements and associated house rules (Form R18). Accordingly, a green waste bin is not required. The development therefore provides storage for general waste and recycling bins only.

Each rooming accommodation dwelling contains five bedrooms and may accommodate up to 10 residents. On this basis, a conventional bin arrangement would comprise 2 × 240 L general waste bins and 2 × 240 L recycling bins per dwelling. To reduce the overall number of bins stored on site, the proposal instead provides 2 × 240 L general waste bins and 1 × 360 L recycling bin per dwelling. This provides equivalent waste and recycling capacity while reducing the total number of bins required and presented for kerbside collection.



Figure 2. Proposed bin storage (refuse and recycling).

2.4 Landscaping

The proposal incorporates a coordinated landscape design that provides approximately 65 m² (10%) of deep planting across the site. A consolidated deep planting area is provided within the rear private open space, with additional landscaping along the front and side boundaries. The landscaping layout provides opportunities for the establishment of subtropical planting and shade trees, softens the built form, enhances the streetscape and contributes to the residential amenity of the development.

2.5 Earthworks and Stormwater

The topography of the site facilitates stormwater drainage by gravity to Thomas Street as a lawful point of discharge.

3 Assessment Benchmarks and Compliance

3.1 South East Queensland Regional Plan

The proposal involves a residential use within the Urban Footprint and is thereby consistent with the intent of the *South East Queensland Regional Plan 2023* (ShapingSEQ).

Provision of higher-density housing and diverse housing typologies in a high amenity area is highly consistent with the 'gentle density' outcomes within the Grow theme of ShapingSEQ.

3.2 State Planning Policy

The site is located in the following *State Planning Policy* mapped areas:

- Natural hazards and risk resilience
 - Flood hazard area—Local Government flood mapping area
- Strategic airports and aviation facilities
 - Obstacle limitation surface area
 - Wildlife hazard buffer zone.

The relevant State interests are incorporated in *City Plan 2014* through the following overlays:

- Flood overlay (not applicable to the site)
- Airport environs overlay.

In complying with the planning scheme, the proposal is taken to comply with the *State Planning Policy*.

3.3 Temporary Local Planning Instruments

Table 3. Current TLPIs in effect (Brisbane City Council).

TLPI	Description	Comments
02/25 (Qld)	Kurilpa Sustainable Growth Precinct	No effect on the site
01/25 (Qld)	Colmslie Road Industry Precinct	No effect on the site

3.4 Public Notification

The application requires impact assessment and, as such, is subject to public notification requirements pursuant to section 53 of the *Planning Act 2016*.

For this application type, the minimum public notification period is 15 business days.

3.5 Referral Agencies

No applicable referral requirements are identified in Schedule 10 of the *Planning Regulation 2017*.

3.6 Planning Scheme and Planning Scheme Policies

The categories of development and assessment for the proposal are prescribed under Part 5 of *City Plan 2014*, as follows:

Table 4. City Plan 2014 categories of development and assessment—rooming accommodation.

Rooming accommodation	MCU	Building work
Zone		
Character Residential zone	Impact assessment	Accepted development
Neighbourhood Plan		
Kangaroo Point South Neighbourhood Plan - Character residential precinct – NPP-002	No Change	No change (accepted)
Overlays		
Airport environs overlay	Not applicable	Not applicable
Community purposes network overlay	Impact assessment*	Not applicable
Critical infrastructure and movement network overlay	Not applicable	Not applicable
Dwelling house character overlay	Not applicable	Not applicable
Potential and actual acid sulfate soils overlay	Not applicable	Not applicable
Road hierarchy overlay	Impact assessment*	Not applicable
Streetscape hierarchy overlay	Impact assessment*	Not applicable
Traditional building character overlay	Impact assessment*	Not applicable

* Due to the category of assessment in the zone code.

For impact assessment, all *City Plan 2014* codes are applicable to the extent relevant. The following codes are relevant to the proposal:

Use Codes

- Rooming accommodation code
- Dual occupancy code

Zone Code

- Character residential zone code.

Secondary Codes

- Filling and excavation code
- Infrastructure design code
- Landscape work code
- Stormwater code
- Transport, access, parking and servicing code.

Overlay Codes

- Community purposes network overlay code
- Road hierarchy overlay code
- Streetscape hierarchy overlay code
- Traditional building character (design) overlay code
- Traditional building character (demolition) overlay code

Applicable Use Codes

The proposal comprises a material change of use for rooming accommodation and dual occupancy. Accordingly, the Rooming accommodation code and the Dual occupancy code are the relevant use codes identified by the City Plan 2014 assessment benchmarks for this proposal. The Multiple dwelling code is not an applicable use code, as the proposal does not involve a multiple dwelling development.

While the rooming accommodation component is accommodated within two self-contained dwellings, the proposal remains a dual occupancy containing two rooming accommodation dwellings, rather than a development for multiple dwellings.

It is noted that the building form is similar to the adjoining dual occupancies at 47 Thomas Street and across the road at 57 Thomas Street, as such it is believed the proposal building form should be assessed against the dual occupancy code to complement nearby similar nearby developments.

Accordingly, assessment has been undertaken against the Rooming accommodation code and the Dual occupancy code.

→ Refer to Annexure B—Code Compliance

Strategic Framework Assessment

In addition to the assessment against the applicable use, zone, neighbourhood plan and overlay codes, the proposal has been assessed against the relevant provisions of the Strategic Framework under Part 3 of Brisbane City Plan 2014, including Theme 2—Brisbane's Outstanding Lifestyle (Elements 2.1 and 2.2) and Theme 5—Brisbane's CityShape (Element 5.5), consistent with the matters identified during Council's pre-lodgement advice.

→ Refer to Annexure C—Strategic Framework

3.7 Prescribed Accepted Development – Existing Building Relocation

The proposed works to the existing dwelling comprise raising, repositioning and minor alterations to the building. The relocation is considered to constitute prescribed accepted development under Table 5.3.4.1 of City Plan 2014.

The building is not rotated away from its primary street frontage and is proposed to be relocated with a 4.21 m front setback. AO1.2 of the Traditional building character (design) overlay code requires the building to be set back from the road alignment, excluding eaves, awnings, stairs and garages, within 20% of the average front setback of the nearest residential buildings constructed in 1946 or earlier fronting the same street. As demonstrated within this report, the proposed 4.21 m front setback complies with this requirement. Accordingly, the relocation of the existing dwelling satisfies the prescribed accepted development provisions and does not require further assessment under the Traditional building character (design) overlay code.

3.8 Infrastructure Charges

The development is subject to infrastructure charges in accordance with the Brisbane Infrastructure Charges Resolution (No. 15) 2026 (BICR).

Schedule 2 of the BICR prescribes the adopted charges for defined uses, including rooming accommodation. For rooming accommodation, the adopted charge is calculated based on the quantity and type of *suites*. *Suite* is defined in Schedule 1 of the BICR:

suite means a number of connected rooms that:

- a) for Rooming accommodation:
 - i. comprises one or more bedrooms and facilities within the suite, for which a person ("occupant") has:
 - 1. an exclusive right to occupy a bedroom, to the exclusion of other occupants;
 - 2. shared use of, and responsibilities for, facilities within the suite, together with other occupants; and
 - ii. typically contains 2 or 3 bedrooms and does not contain more than 5 bedrooms;

Each proposed rooming accommodation dwelling comprises five bedrooms and is therefore classified as a suite with 3 or more bedrooms for infrastructure charging purposes. The adopted charge for this demand unit is \$18,793.33 per suite. Applying a demand of two suites and a credit for one existing lot results in the infrastructure charge calculated in Table 6:

Table 5. Applied adopted charge (AC) and total charge (AC × ED).

Category	Demand Unit	Extra Demand (ED)	Applied Adopted Charge \$/unit (AC)	Charge \$ (AC × ED)
Rooming accommodation	Suite with 3 or more bedrooms	2	\$18,799.33	\$37,586.66
Lot	Lot	-1	\$18,793.33	(\$18,793.33)
Total Charge				\$18,793.33

4 Recommendation & Conclusion

The proposed development provides an appropriate form of infill residential development within the Character (Infill Housing) Zone and contributes to housing choice in a highly accessible inner-city location. The site is well served by public transport, employment opportunities, community facilities and local services, making it well suited to accommodate additional housing density in accordance with the strategic intent of the planning scheme.

The proposal has been designed to achieve a high standard of residential amenity while responding appropriately to the surrounding streetscape and adjoining properties. The development incorporates suitable landscaping, private open space, vehicle access, waste management and servicing arrangements, ensuring that the development integrates appropriately with the locality and operates without unacceptable impacts on neighbouring properties or the surrounding road network.

This report demonstrates that the proposal is consistent with the intent and outcomes of the Character (Infill Housing) Zone, the applicable neighbourhood plan, the Rooming accommodation code, the Dual occupancy code, and the relevant assessment benchmarks under Brisbane City Plan 2014. Where applicable, the proposal satisfies the acceptable outcomes of the relevant codes and planning scheme policies, or otherwise achieves the corresponding performance outcomes.

More broadly, the development advances the strategic intent of *Brisbane City Plan 2014* and the *South East Queensland Regional Plan 2023* (ShapingSEQ) by facilitating urban consolidation through infill development within the existing suburban living area and urban footprint. The proposal provides a gentle density outcome in a high-amenity, well-located inner-city area, which is consistent with the Grow theme of ShapingSEQ and the planning scheme's intent to accommodate growth in locations with strong access to services, employment and public transport.

Accordingly, it is considered that the proposal represents an appropriate planning outcome and warrants approval by Council, subject to reasonable and relevant conditions.