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APPLICATION REF  
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# Urban Planning Report

→ **Site**

163 Roxwell Street, **ELLEN GROVE**

→ **Proposal**

Secondary Dwelling within the Emerging  
Community Zone

→ **Approvals**

Building Works – Development Permit

March 2026



**Document Control**

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**Client:** Ben Tracy  
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## 1 DEVELOPMENT AND APPLICATION SUMMARY

### 1.1 Site Details

<b>Address</b>	163 Roxwell Street, Ellen Grove 4078
<b>Description</b>	Lot 110 on RP900144
<b>Area</b>	13,550m <sup>2</sup>
<b>Easements</b>	Nil
<b>Landowner</b>	Tristan Jayson Mitterstoger

### 1.2 Application Details

<b>Proposal</b>	Building Work – Secondary Dwelling
<b>Development Permit</b>	Yes
<b>Preliminary Approval</b>	No
<b>Level of Assessment</b>	Code
<b>Public Notification</b>	No
<b>Staging</b>	Nil

### 1.3 Local Government Assessment Framework

<b>Local Government</b>	Brisbane City Council
<b>Planning Scheme</b>	Brisbane City Plan 2014
<b>Zone</b>	Emerging Community
<b>Neighbourhood Plan</b>	Nil

### 1.4 State Government Assessment Framework

<b>SEQ Regional Plan</b>	Urban Footprint
<b>State Development Assessment Provisions</b>	Not Applicable
<b>State Planning Policies</b>	Not Applicable
<b>SARA Referral</b>	Not applicable

### 1.5 Supporting Documents

<b>Architectural Plans</b>	Prepared by Archibald AU
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### 1.6 Administration Details

<b>Applicant</b>	Ben Tracy
<b>Contact</b>	Mark Kierpal
<b>Phone</b>	07 3367 1582
<b>Email</b>	<a href="mailto:planning@urbicus.com.au">planning@urbicus.com.au</a>
<b>Project Reference</b>	URB26-004

## 2 SITE CONTEXT / DESCRIPTION / SERVICES

The subject site is located at 163 Roxwell Street, Ellen Grove and is improved by a dwelling house, ancillary structure and a swimming pool. The site is directly accessed off Roxwell Street. Roxwell Street is identified as a District Road under the Road Hierarchy Overlay.

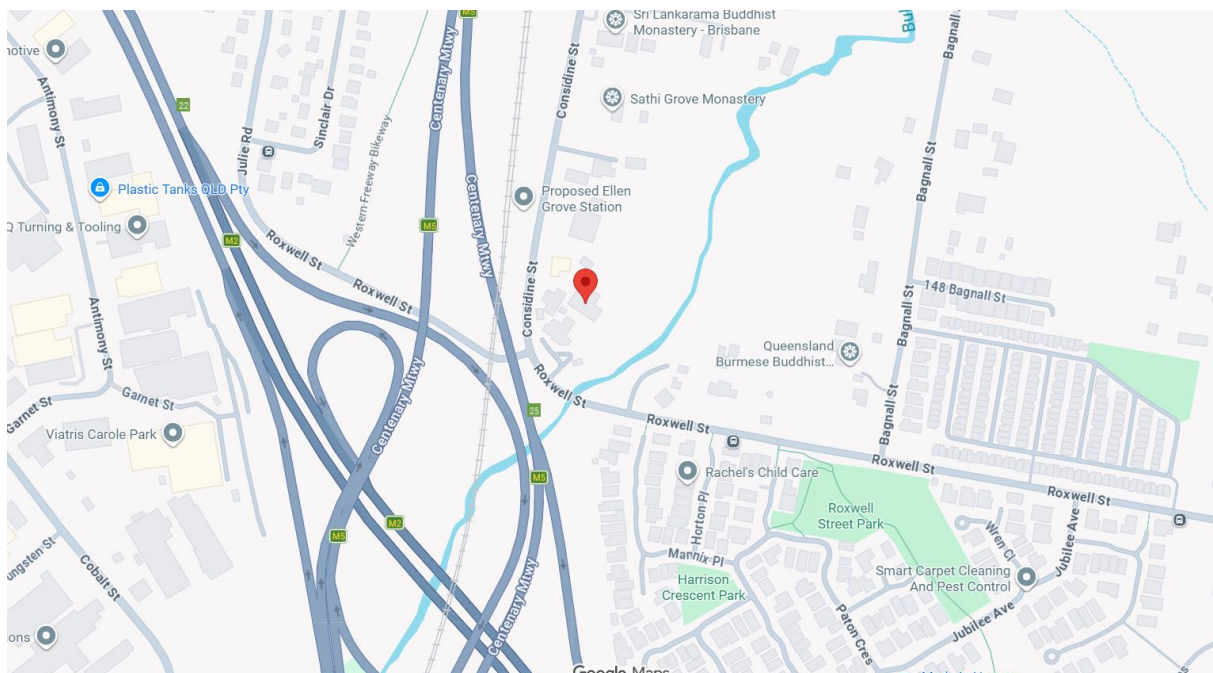
The pattern of development within the local area is characterised by substantial detached dwellings and subsequent ancillary uses.

### Location Context Table

<b>Distance to Brisbane City</b>	25 km (approx.)
<b>Nearby Roads and Arterial Routes</b>	Waterford Road – North to the site Bagnall Street – East to the site Roxwell Street – South to the site Considine Street – West to the site
<b>Nearby Services</b>	Forest Lake State School Carole Park State School Mater Private Hospital Springfield Proposed Ellen Grove Station
<b>Parks / Open Space</b>	Roxwell Street Park Harrison Crescent Park

**Table 2-1 Location Plan**

Source: Google Maps



**Figure 2-1 Location Plan**

Source: Google Maps

Site Description Table	
<b>Address</b>	163 Roxwell Street, Ellen Grove
<b>Feature</b>	Single frontage to Roxwell Street
<b>Lot Description</b>	Lot 110 on RP900144
<b>Existing Use:</b>	Residential
<b>Area:</b>	13,550m <sup>2</sup>
<b>Site Frontage:</b>	133.14m (approx.)
<b>Dimensions:</b>	Site is of irregular shape
<b>Improvements:</b>	Dwelling house, ancillary structure and a swimming pool
<b>Slope:</b>	RL43 to RL38 falls from western to eastern side boundary
<b>Lawful Point of Discharge</b>	Roxwell Street
<b>Access / Cross Over:</b>	Roxwell Street
<b>Road Hierarchy:</b>	District Road
<b>Footpath:</b>	Yes - grass
<b>Street Trees</b>	Nil
<b>Vegetation:</b>	Yes – Significant urban vegetation
<b>Flooding:</b>	Yes – Creek/waterway flood planning area & Overland flow flood planning area
<b>Easements:</b>	Nil

**Table 2-2 Site Description Table**

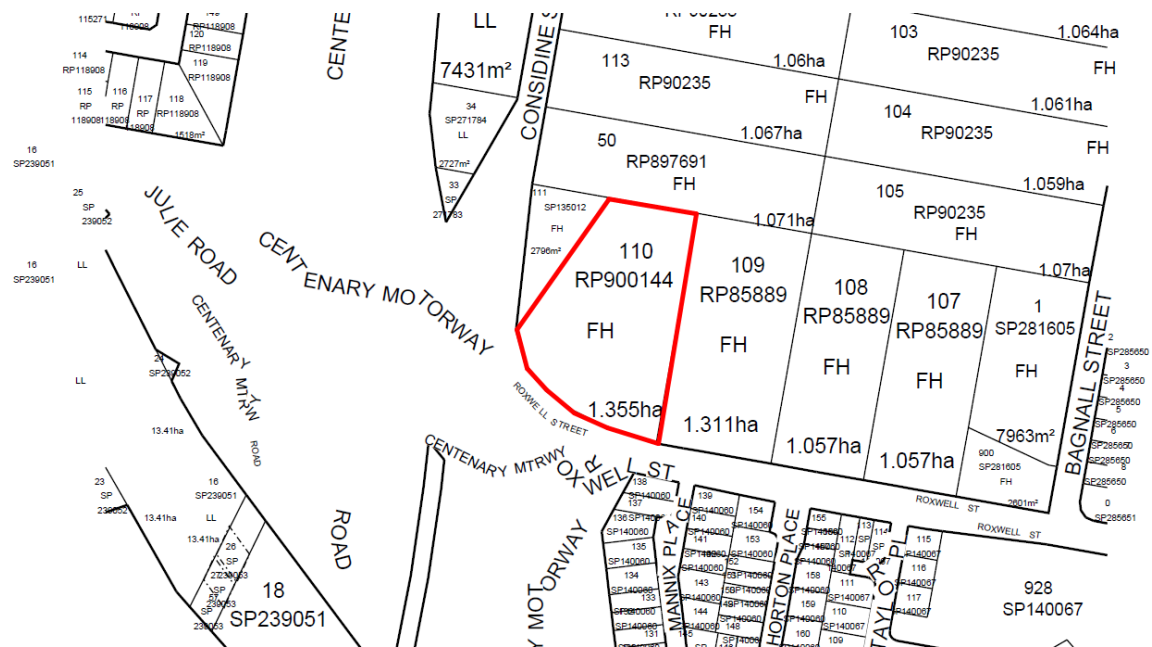


**Figure 2-2 Site Viewed from Roxwell Street**

Source: Google Maps



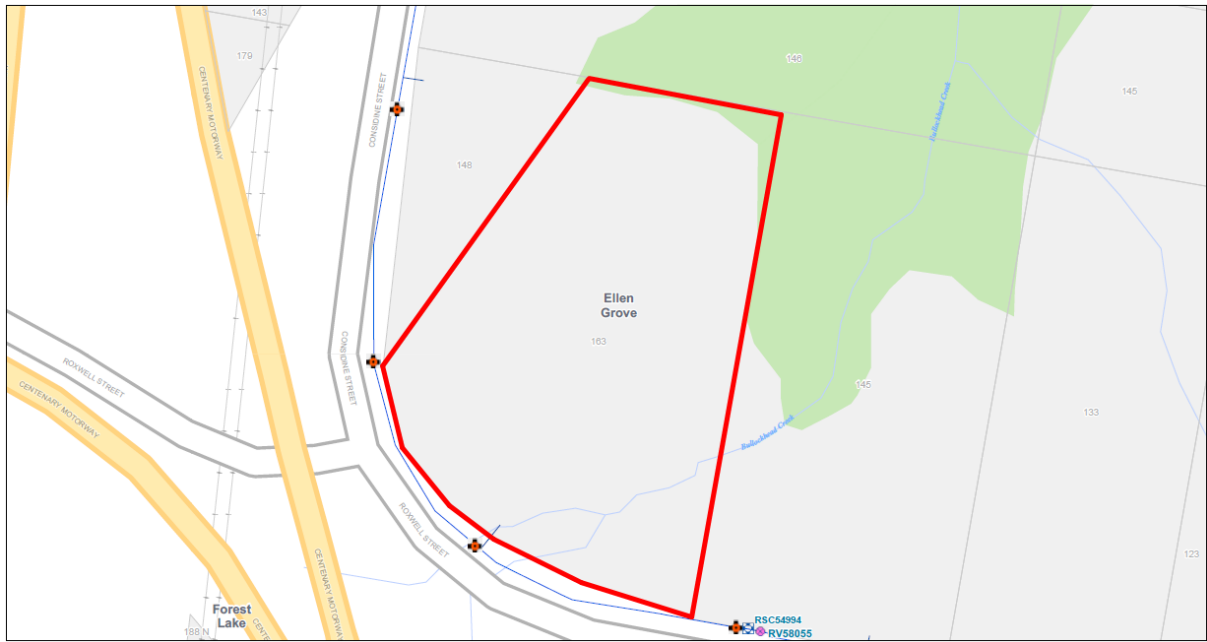
**Figure 2-3 Current Mapping Aerial**  
 Source: City Plan Interactive Mapping



**Figure 2-4 Land Parcel Map (Smart Map)**  
 Source: DNRM Smart Map

Urban Services	
<b>Water Supply</b>	Water is available in Roxwell Street. Water meter is not existing on the site.
<b>Sewerage Reticulation</b>	Subject site is not connected to sewerage reticulation.
<b>Stormwater Discharge</b>	Stormwater is currently being discharged lawfully to the Roxwell Street
<b>Road Hierarchy</b>	Roxwell Street is classified as an District Road.
<b>Other Services</b>	All others services e.g. Telstra, Gas, Electricity, Pay TV are readily available.

**Table 2-3 Urban Services Assessment**



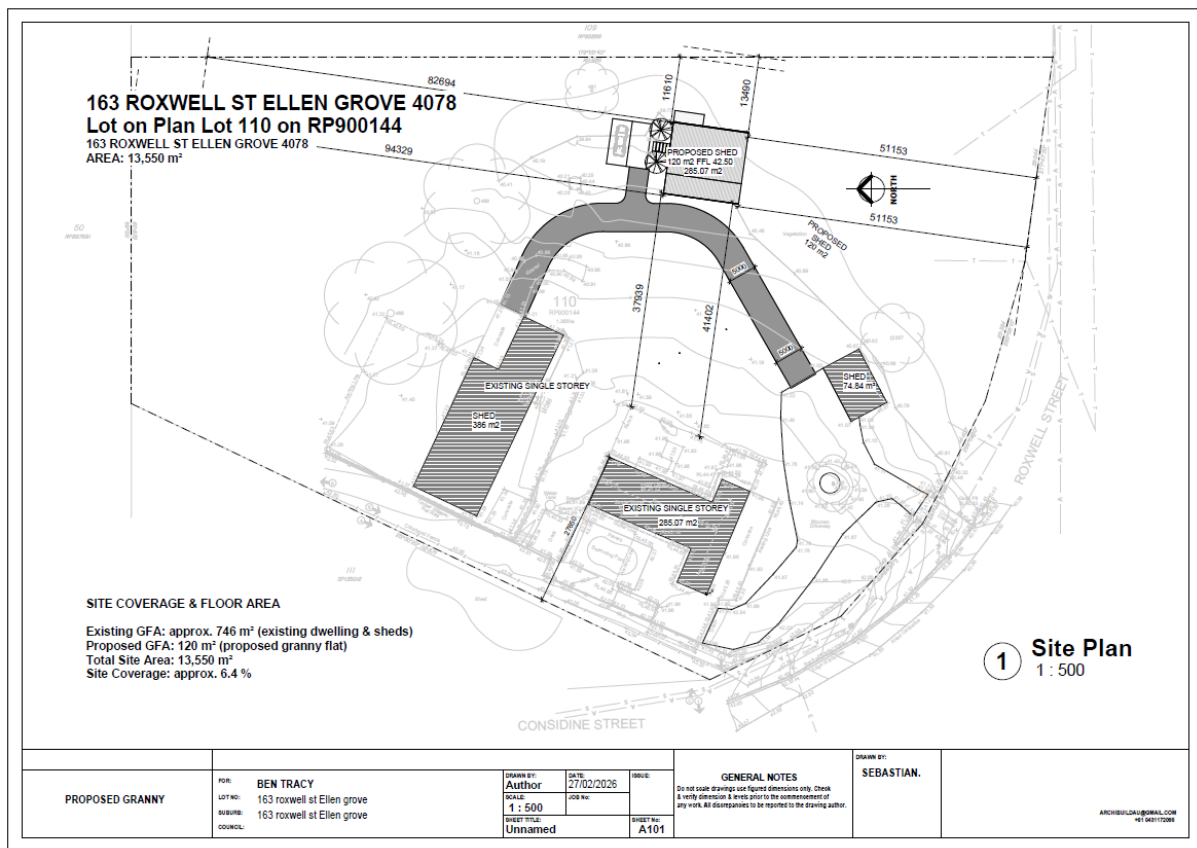
**Figure 2-5** As Constructed Services  
Source: Community Maps

**3 PROPOSED DEVELOPMENT**

The proposal seeks a Development Permit for Building Work for a Secondary Dwelling. The proposed dwelling house is compliant with the outcomes sought in the Dwelling House Code and is Accepted Development.

The trigger for this subject application is the proposed granny flat. This has an approximate GFA of 120m<sup>2</sup>.

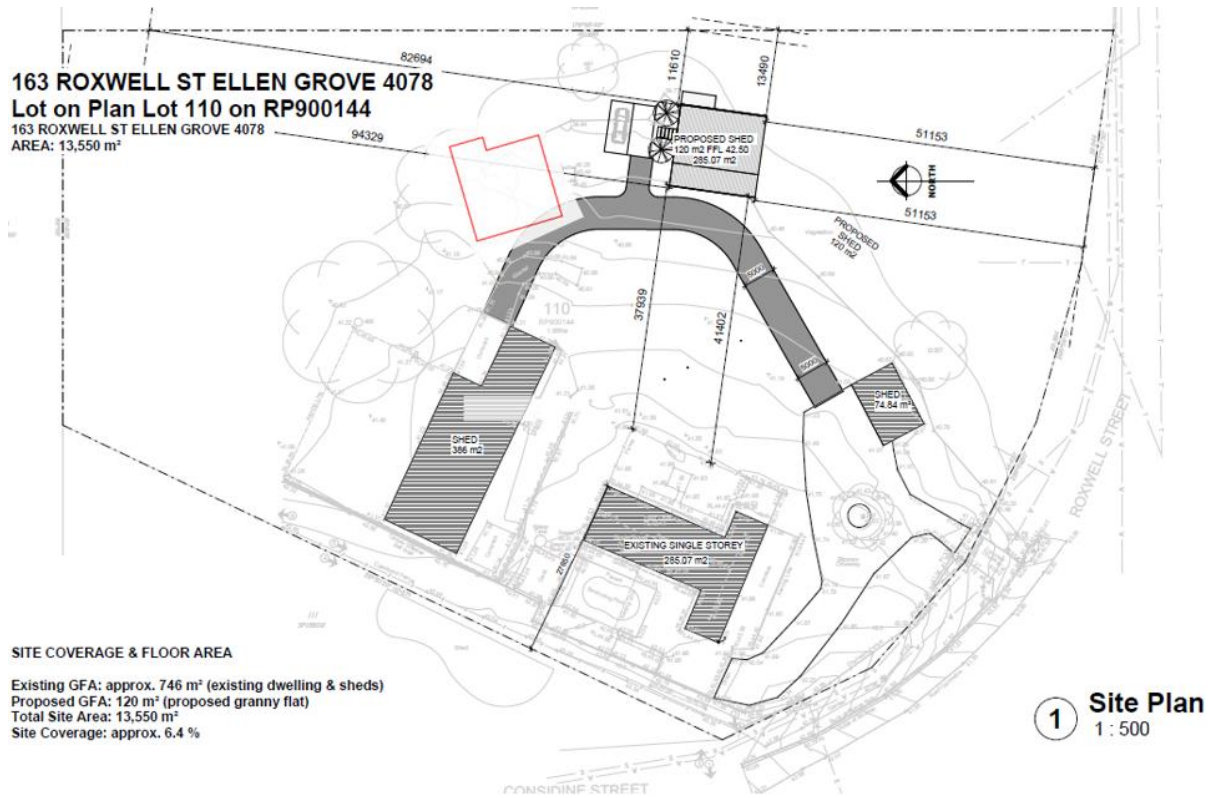
The current proposed location of the secondary dwelling is shown in Figure 3-1. However, the proposed location is to be amended in consultation with the building designer, revising the siting to better align with the location illustrated in Figure 3-2. This amendment is intended to minimise encroachment on significant overlays and to achieve a more compliant and suitable outcome for the secondary dwelling.



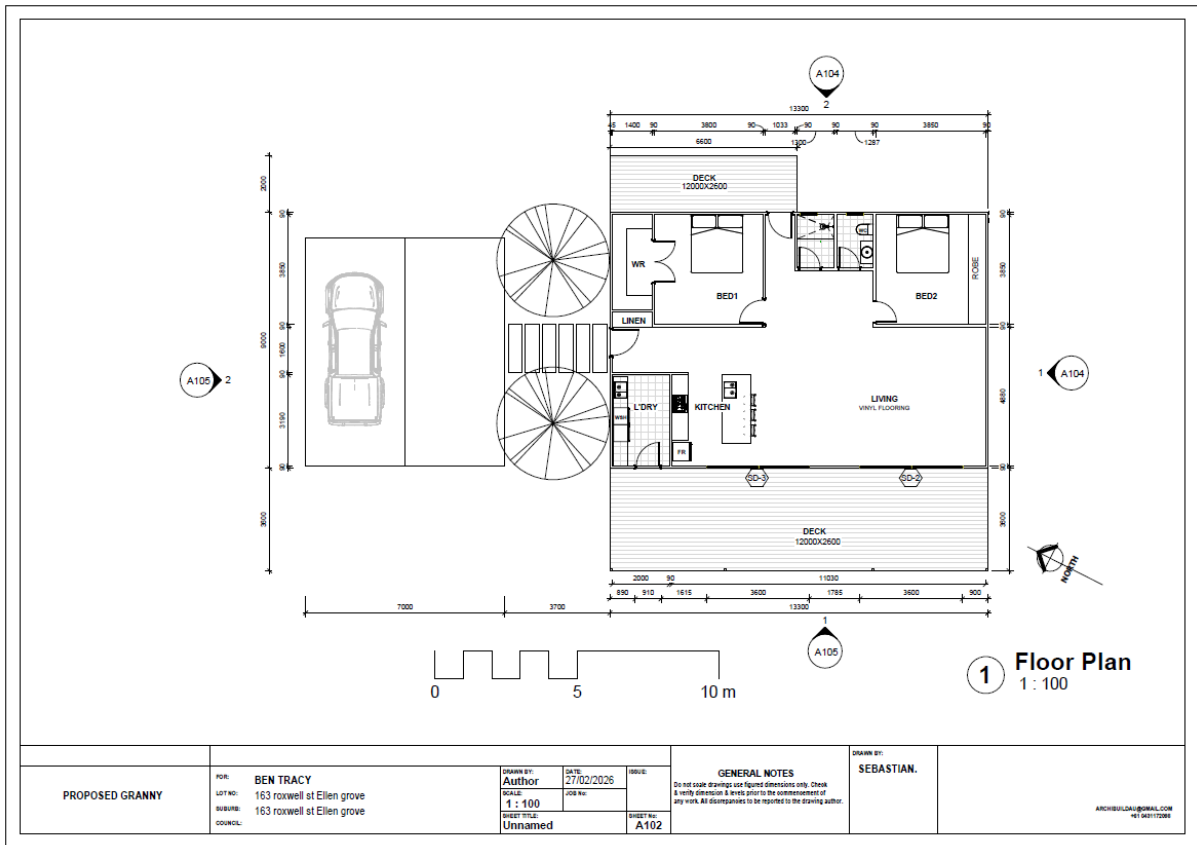
**Figure 3-1 Proposed Site Plan**

Source: Archibald AU

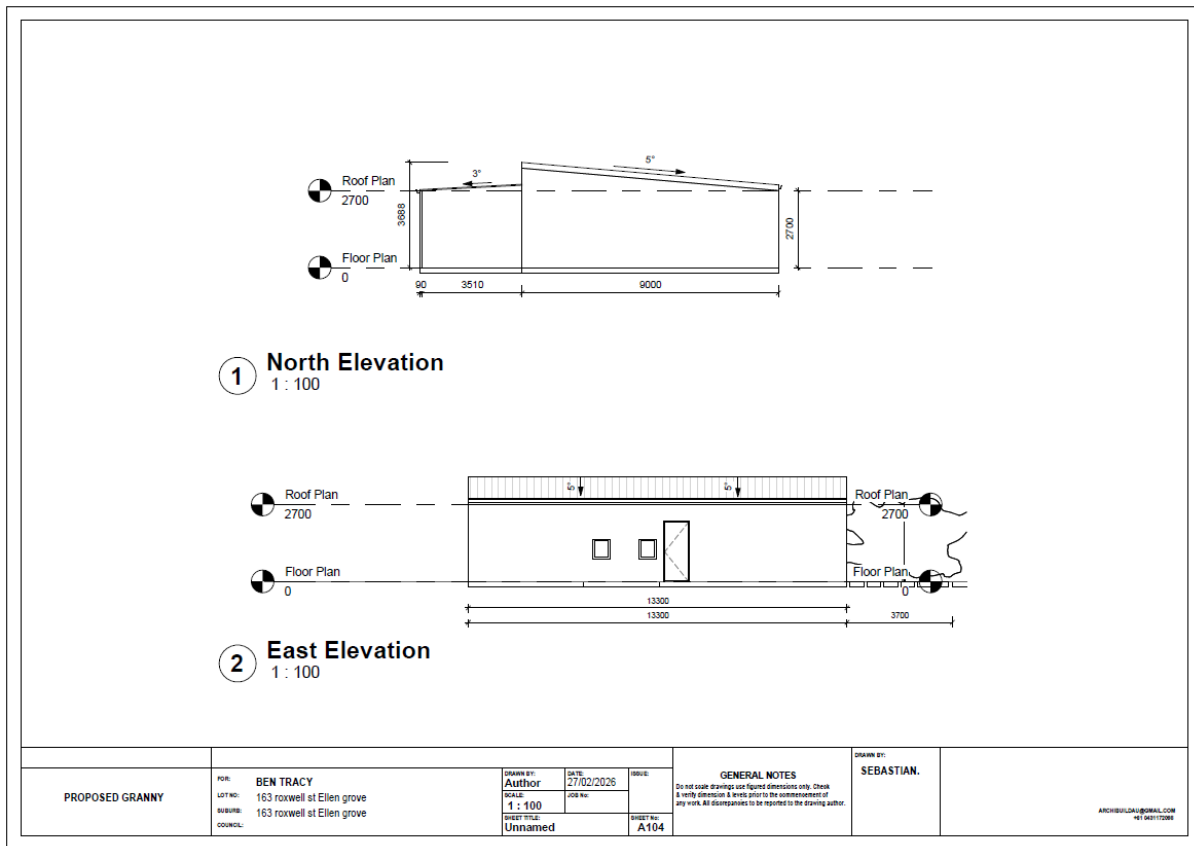
(Note: Siting of secondary dwelling to be amended in line with Figure 3-2)



**Figure 3-2 Amended Location of Proposed Secondary Dwelling (Red)**  
 Source: Archibald AU

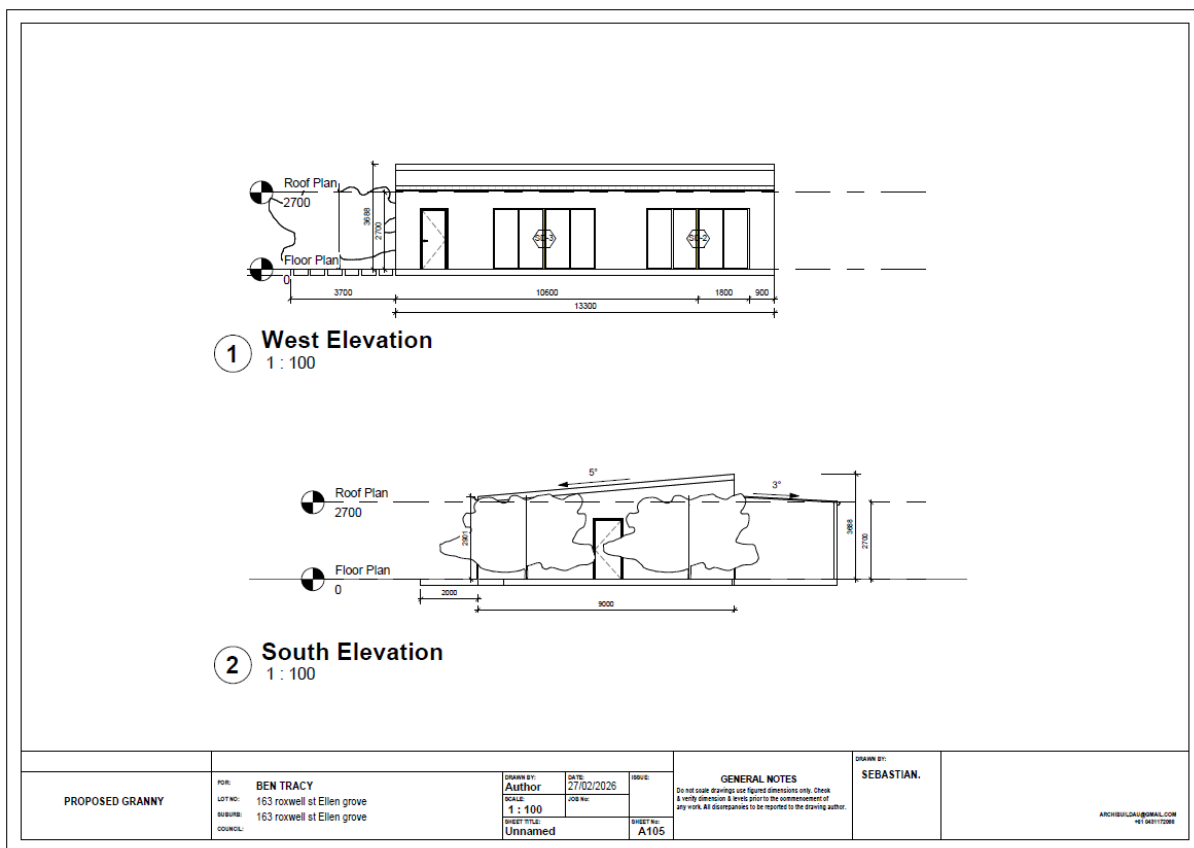


**Figure 3-3 Proposed Floor Plan**  
 Source: Archibald AU



**Figure 3-4 Proposed Elevations**

Source: Archibald AU



**Figure 3-5 Proposed Elevations**

Source: Archibald AU

## 4 LOCAL PLANNING REQUIREMENTS & ASSESSMENT

City Plan 2014 (CP2014) is the applicable planning scheme to this application. The relevant provisions are identified and addressed below.

### 4.1 Defined Use

The proposal is defined as a Dwelling House. The definition of a Dwelling House in BCP2014 is:

“Dwelling house means a residential use of premises involving—

- a. 1 dwelling and any domestic outbuildings associated with the dwelling; or
- b. 2 dwellings, 1 of which is a secondary dwelling, and any domestic outbuildings associated with either dwelling.”

### 4.2 Level of Assessment

The proposed development is subject to **Code Assessment** in accordance with Part 5 of the Planning Scheme as outlined in Table below.

Assessment Trigger	Table	Level of Assessment
<b>Use</b>		
Dwelling house code	5.7.1	Code
<b>Neighbourhood Plans</b>		
Western gateway neighbourhood plan	5.9.69.C	No Change
Carole Park/Ellen Grove precinct – NPP-005		
<b>Overlays</b>		
Airport environs overlay	5.10.2	Accepted
Bicycle network overlay	5.10.3	Accepted
Biodiversity areas overlay	5.10.4	Accepted
Bushfire overlay	5.10.5	Accepted
Community purposes network overlay	5.10.7A	Accepted
Critical infrastructure and movement network overlay	5.10.8	Accepted
Flood overlay	5.10.11	Accepted
Road hierarchy overlay	5.10.18	Accepted
Streetscape hierarchy overlay	5.10.20	Accepted
Transport noise corridor overlay	5.10.23	Accepted
Waterway corridors overlay	5.10.25	Accepted

**Table 4-1 Level of Assessment Table**

Accordingly, the level of assessment is **Code Assessable** as the proposal involves the construction of a secondary dwelling house in excess of the maximum of 80m<sup>2</sup>.

## 5 ASSESSMENT BENCHMARKS

### 5.1 EC Emerging Community Zone

The purpose of the emerging community zone is to:

- (a) identify land that is intended for an urban purpose in the future; and
- (b) protect land that is identified for an urban purpose in the future from incompatible uses; and
- (c) provide for the timely conversion of non-urban land to land for urban purposes.

The purpose of the zone will be achieved through the following overall outcomes:

Overall outcomes	Nature of proposal
<p>Development in the zone supports the implementation of the policy direction set in the Strategic framework, in particular:</p> <ul style="list-style-type: none"> <li>i. Theme 2: Brisbane’s outstanding lifestyle and Element 2.2 – Brisbane’s housing and accommodation choices;</li> <li>ii. Theme 3: Brisbane’s clean and green leading environmental performance and Element 3.1 – Brisbane’s environmental values;</li> <li>iii. Theme 5: Brisbane’s CityShape, Element 5.5 – Brisbane’s Suburban Living Areas, Element 5.6 – Brisbane’s Greenspace System and Element 5.7 – Brisbane’s Future Suburban Living Areas.</li> </ul>	<p>Complies. The proposed development will support the implementation of the policy direction set in the Strategic framework.</p>
<p>Development is carried out in an orderly sequence, within the context of the site and the city, and is informed by a coordinated and integrated structure planning process that demonstrates the development is:</p> <ul style="list-style-type: none"> <li>i. appropriate for the site’s location within the city and its local context;</li> <li>ii. accessible to necessary supporting infrastructure, services and facilities;</li> <li>iii. responsive to development constraints, character and environmental values and site characteristics.</li> </ul>	<p>To be conditioned.</p>
<p>Development including dwelling house, dual occupancy, rooming accommodation, multiple dwelling, a residential care facility and a retirement facility contributes to contained, sustainable and functional communities that provide housing:</p> <ul style="list-style-type: none"> <li>i. for suburban living generally as anticipated in the Low density residential zone; or</li> <li>ii. at a house scale to provide housing diversity offering choice to different household types and individuals to suit residents through different life-cycle stages; or</li> <li>iii. at a larger scale and greater dwelling density appropriate for the site’s location and commensurate with ease of access to services, facilities and high frequency public transport.</li> </ul>	<p>Complies. The proposed development is for a secondary dwelling which contributes to contained, sustainable and functional communities.</p>
<p>Development for a dwelling house, dual occupancy or multiple dwelling or where a reconfiguration to accommodate these uses, provides for dwellings at a density, mix and scale over the net developable area:</p> <ul style="list-style-type: none"> <li>i. at proximately 18 dwellings per hectare, predominantly comprised of dwelling houses up to 2 storeys in height; or</li> <li>ii. at proximately 24 dwellings per hectare, comprised of a mix of dwelling houses, dual occupancies and multiple dwellings up to 3 storeys in height, if any part of the lot frontage is within 400m walking distance from a dedicated public pedestrian access point of a public transport stop or station with a</li> </ul>	<p>Complies. The proposal is for a secondary dwelling.</p>

- service frequency of 4 or more services per hour in peak periods of 7am to 9am and 4pm to 6pm, and:
        - A. the edge of a centre zone other than the Neighbourhood centre zone; or
        - B. the edge of a zone that provides for the Special Centres identified in Section 3.7.5.1 L1.1 in Theme 5 of the Strategic Framework.
  - iii. if identified in a neighbourhood plan, at proximately;
    - A. dwellings per hectare or as indicated, predominantly comprised of dwelling houses up to 2 storeys in height and designed and sited to respond to the site constraints and ensure minimal disturbance to valued attributes, if identified as a Very-low density residential potential development area;
    - B. 12 dwellings per hectare or as indicated, predominantly comprised of dwelling houses up to 2 storeys in height, if identified as a Low density residential - dwelling houses potential development area;
    - C. 16 dwellings per hectare or as indicated, comprised of a mix of dwelling houses, dual occupancies and multiple dwellings up to 2 storeys in height, if identified as a Low density residential - dwelling houses and multiple dwellings potential development area;
    - D. 25 dwellings per hectare or as indicated, predominantly comprised of dual occupancies or multiple dwellings up to 3 storeys in height, if identified as a Low density residential - multiple dwellings potential development area.

Development for a relocatable home park or tourist park may be established or expanded in the Emerging community zone.

Not Applicable. The proposal is for a secondary dwelling.

Development for a non-residential use contributes to contained and vital communities and:

Not Applicable. The proposal is for a secondary dwelling.

- i. is of a bulk and scale compatible with the built form of future development intended in the immediate locality;
- ii. mitigates interface impacts on existing development;
- iii. where not indicated in a neighbourhood plan, accommodates only those uses that address local need where within an existing or future residential area, including:
  - A. community services and recreational facilities (childcare centre, club, community care centre, community use, educational establishment, emergency services, indoor sport and recreation, outdoor sport and recreation, park, place of worship, substation and utility installation);
  - B. centres serving the immediate neighbourhood (including shopping centre, shop, office, food and drink outlet, health care service, hotel, bar, small-scale service industry of less than 100m<sup>2</sup> gross floor area, service station and veterinary service);
  - C. small-scale non-residential uses.

Development:

Complies.

- i. does not adversely affect the character or environmental values of the site identified in a

<p>neighbourhood plan, an overlay or through the structure planning process; or</p> <p>ii. if unable to avoid impacting character or environmental values, mitigates impacts and ensures a compatible density, scale and form consistent with the outcomes of the zones, zone precincts, neighbourhood plans and overlays applicable to the site.</p> <p>Development is well planned and integrated with surrounding land uses and infrastructure.</p> <p>Development provides a connected and permeable transport network of roads and walking and cycling routes, which is consistent with the surrounding hierarchy.</p> <p>Development does not impinge on an existing or intended use of an adjacent area.</p> <p>Development provides appropriate mitigation measures including adequate buffer areas between incompatible land uses.</p> <p>Development for an interim use such as a dwelling house on an existing lot, animal husbandry, animal keeping, aquaculture, cropping or roadside stall does not prejudice future urban development.</p> <p>Development provides the infrastructure required to support the development.</p>	<p>Complies. The proposed development is well planned and integrated with surrounding land uses and infrastructure.</p> <p>Not Applicable. The proposal is for a secondary dwelling.</p> <p>Complies. The proposed development does not impinge on an existing or intended use of an adjacent area.</p> <p>To be conditioned.</p> <p>Not Applicable. The proposal does not involve development for an interim use.</p> <p>Complies. The proposed development will provide the infrastructure required to support the development.</p>
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## 5.2 Dwelling House Code

The purpose of the Dwelling house code is to assess the suitability of development to which this code applies. The purpose of the code will be achieved through the following overall outcomes:

Overall Outcomes	Nature of Proposal
<p>Development ensures that one dwelling house or one secondary dwelling is provided on a lot, each occupied by no more than one household.</p>	<p>Complies. Dwelling will only accommodate a single household</p>
<p>Development for a dwelling house, including a secondary dwelling or domestic outbuilding, incorporates design and siting to allow reasonable access to daylight and sunlight for neighbouring dwellings and private open space.</p>	<p>Complies. Proposed dwelling will not compromise existing sunlight levels for neighbouring dwellings.</p>
<p>Development of a dwelling house provides sufficient and safe vehicle access and parking for residents.</p>	<p>Complies. Proposed secondary dwelling includes the provision of 2 car parking spaces.</p>
<p>Development ensures that a dwelling house, including a secondary dwelling or domestic outbuilding, does not cause adverse drainage impacts or flooding of upstream, downstream or adjoining land.</p>	<p>Complies. The proposed dwelling will not affect current stormwater drainage situation.</p>
<p>Development ensures that the siting of a dwelling house and any built to boundary walls do not negatively impact on the privacy and amenity of adjoining residents.</p>	<p>Development does not include the construction of built to boundary walls.</p>
<p>Development for a dwelling house, including a secondary dwelling or domestic outbuilding, is of a height that is appropriate to the strategic and local context and meets community expectations. Development has a building height that is predominantly:</p> <p>i. 1 or 2 storeys in the Low density residential zone, Character residential zone, 2 storey mix zone precinct of the Low-medium density residential</p>	<p>Complies. Development is of a height that is appropriate to the strategic and local context and meets community expectations.</p>

- zone, 2 or 3 storey mix zone precinct of the Low-medium density residential zone, Rural residential zone, Environmental management zone, Rural zone or the Emerging community zone.
- ii. 3 storeys in the Up to 3 storey zone precinct of the Low-medium density residential zone or the Medium density residential zone.

**6 PERFORMANCE SOLUTIONS**

The proposal complies with all acceptable outcomes within applicable codes with the exception of the following:

Performance outcomes	Acceptable outcomes
<p><b>PO1</b> Development ensures that a building other than a dwelling house on the site:</p> <ul style="list-style-type: none"> <li>(a) is used for a domestic residential purpose, in conjunction with and subordinate to the dwelling house on the same site;</li> <li>(b) is smaller in size and scale than the dwelling house;</li> <li>(c) has the appearance of a building ancillary to the dwelling house;</li> <li>(d) is occupied by members of the same household who occupy the dwelling house.</li> </ul>	<p><b>AO1.2</b> Any development for a secondary dwelling is:</p> <ul style="list-style-type: none"> <li>(a) a maximum of 80m<sup>2</sup> in gross floor area;</li> <li>(b) located within 20m of the dwelling house;</li> <li>(c) occupied by 1 or more members of the same household as the dwelling house.</li> </ul>

**Nominated Performance Solutions – Gross Floor Area & Distance from the Dwelling House**

While the proposal does not comply with AO1.2 in relation to the maximum gross floor area and the separation distance from the primary dwelling, the development is considered to satisfy the intent of PO1, which seeks to ensure that secondary buildings remain ancillary, subordinate, and associated with the primary dwelling on the site.

The proposed secondary dwelling has a gross floor area of approximately 120m<sup>2</sup>, exceeding the 80m<sup>2</sup> prescribed by AO1.2. However, the subject site has a substantial area of 13,550m<sup>2</sup>, meaning the secondary dwelling represents only a minor portion of development on the allotment. The proposed secondary dwelling equates to approximately 0.9% site cover, contributing to an overall site coverage of approximately 6.4%. Given the generous lot size, the scale of the secondary dwelling remains proportionate and subordinate to the primary dwelling house. The proposal does not result in overdevelopment of the site and maintains the spacious large-lot residential character typical of the surrounding pattern of development.

The separation distance between the secondary dwelling and the primary dwelling also exceeds the 20m specified in AO1.2. However, locating the secondary dwelling closer to the primary dwelling would create a more centralised built form that is inconsistent with the spatial arrangement and character of development typically experienced on large rural-residential lots. The separation reflects the established development pattern within Ellen Grove, where properties are characterised by large allotments with dispersed ancillary structures such as sheds, secondary dwellings, and other outbuildings.

The proposed building footprint is partially located within mapped biodiversity and bushfire overlays. However, the extent of the encroachment is minor and only marginally affects the footprint of the secondary dwelling. The siting of the building has been positioned to ensure the development occurs within a safe and practical area of the site while maintaining appropriate separation from the primary dwelling. The proposal does not compromise environmental values or the safety of future occupants and remains appropriate having regard to the size and constraints of the allotment. It is noted the proposed development has been designed to retain the majority of existing on-site vegetation, with minimal clearing required where necessary to facilitate the works.

Despite the non-compliance with AO1.2, the proposal is considered reasonable having regard to the size of the lot and the minimal site coverage. The development achieves the intent and outcomes of PO1 and warrants approval by Council.

## 7 RECOMMENDATIONS

This urban planning report demonstrates that the proposed development and associated development application complies with relevant assessment benchmarks within the City Plan 2014 and relevant state government legislation and planning instruments. Any potential conflict with the planning scheme is limited and minor in nature and there are sufficient grounds to justify the development, despite such conflict.

Accordingly, the application should be approved subject to reasonable and relevant conditions.

## 8 APPENDICIES

### 8.1 Appendix A – Architectural Plans