



TOWN PLANNING REPORT

25 Victoria Terrace, Annerley

Other Change - Material Change of Use for a Multiple Dwelling
(18 units)



Prepared for E & DA Kaskabas

August 2026

BRISBANE
1/9 Camford Street,
Milton Qld 4064
(07) 3217 5771
mail@reelplanning.com

CENTRAL QUEENSLAND
138 East Street,
Rockhampton Qld 4700
(07) 4927 3878
mail@reelplanning.com

FAR NORTH QUEENSLAND
Unit 101, 27-29 Wharf Street,
Cairns City Qld 4870
(07) 4281 6885
mail@reelplanning.com

www.reelplanning.com

REEL PLANNING
Urban & Rural Strategies

VERSION NO.	DATE OF ISSUE:	PREPARED BY:
1	30/07/2026	TO
2	13/08/2026	TO

TABLE OF CONTENTS

1.0	EXECUTIVE SUMMARY	1
2.0	APPLICATION DETAILS	2
3.0	INTRODUCTION.....	3
4.0	THE SITE	4
4.1	SITE DESCRIPTION & EXISTING USE	4
4.2	TOPOGRAPHY.....	4
4.3	VEGETATION	4
4.4	ACCESS AND SERVICING	4
5.0	ADJOINING LAND USES AND THE LOCALITY	5
6.0	DEVELOPMENT HISTORY.....	6
7.0	PROPOSED CHANGES.....	9
7.1	BACKGROUND.....	9
7.2	PROPOSED CHANGE.....	9
8.0	STATE PLANNING INSTRUMENTS	10
8.1	OVERVIEW	10
8.2	PLANNING ACT 2016	10
8.3	OTHER CHANGE ASSESSMENT	10
8.4	PLANNING REGULATION 2017	11
8.5	STATE PLANNING POLICY.....	12
8.6	REGIONAL PLAN	12
9.0	LOCAL PLANNING INSTRUMENTS.....	12
9.1	CATEGORY OF ASSESSMENT AND ASSESSMENT BENCHMARKS	12
9.2	ASSESSMENT BENCHMARKS	13
9.3	STRATEGIC FRAMEWORK.....	13
9.4	ZONE CODE	20
9.5	STEPHENS DISTRICT NEIGHBOURHOOD PLAN	22
9.6	MULTIPLE DWELLING CODE	22
9.7	OVERLAYS.....	23
9.8	LOCAL GOVERNMENT INFRASTRUCTURE PLAN	23
9.9	TEMPORARY LOCAL PLANNING INSTRUMENTS	23
10.0	CONCLUSION	24

1.0 EXECUTIVE SUMMARY

This planning report has been prepared in support of an other change application for the proposed development, which is made over 25 Victoria Terrace, Annerley (formally described as Lot 1 on RP124953).

This change application is seeking approval to amend the development approval decided by Council on 01 September 2011 (and subsequently amended multiple times) for a Material Change of Use for a Multiple Dwelling (18 units), in accordance with section 82 of the Planning Act 2016.

The change seeks to amend the development approval to remove condition 9 which requires two (2) units to be provided as affordable housing accommodation.

The application justifies the removal of this condition with consideration of the following:

- The cessation of the National Rental Affordability Scheme;
- A government shift on who provides affordable housing;
- A comparison to the previous and current version of the planning scheme;
- Confirmation the application would be approved in its current form in accordance with the current planning scheme; and
- Whether condition 9 is a reasonable or relevant condition.

The application requires Impact assessment, pursuant to the Brisbane City Plan 2014 (Version 36). The site is included in the Low-medium density residential zone and is affected by several overlays.

This report addresses the merits of the proposed changes and provides an assessment of the changes in the context of the development approval and with regard to the relevant provisions of the state and local planning instruments. The assessment does not revisit aspects of previously approved development which are unchanged.

The planning report outlines the facts and circumstances which support the proposed changes and demonstrates why the change application should be approved

2.0 APPLICATION DETAILS

Address:	25 Victoria Terrace, Annerley
Lot Description:	Lot 1 on RP124953
Site Area:	1,176m ²
Current Use	Multiple dwelling
Applicant:	Mrs Diana A Kaskabas and Mr Efstratios Kaskabas
Land Owner:	Mrs Diana A Kaskabas and Mr Efstratios Kaskabas
Application Type:	Other Change – Material Change of Use for a Multiple Dwelling (18 Units)
Local Government Area:	Brisbane City Council
Planning Scheme:	Brisbane City Plan 2014 v36
Zone:	Low-medium Density Residential Zone
Precinct:	LMR2 (2 or 3 storey mix)
Overlays:	- Airport environs overlay - Community purposes network overlay - Critical infrastructure and movement network overlay - Dwelling house character overlay - Road hierarchy overlay - Streetscape hierarchy overlay - Traditional building character overlay - Transport noise corridor overlay
LGIP:	Priority Infrastructure Area
Category of Development:	Assessable development
Category of Assessment:	Impact assessment
Prescribed Assessable development (Planning Regulation 2017):	N/A
Assessment Manager:	Brisbane City Council
State Interests:	N/A
Referral Agencies:	N/A
Technical Plans and Reports:	Appendix A - Assessment against Assessment Benchmarks
Primary Contact:	Tim O'Leary – Reel Planning Email: tim@reelplanning.com Mobile: 0431 756 163

3.0 INTRODUCTION

This application is made on behalf of the Applicant, Mrs Diana A Kaskabas and Mr Efstratios Kaskabas, over land at 25 Victoria Terrace, Annerley (Lot 1 on RP124953). It seeks an other change to a Development permit for a Material Change of Use for a Multiple Dwelling (18 units).

The site is located within the Brisbane City Council local government area and assessment of the development is administered under the Brisbane City Council City Plan 2014 v36. Under the Planning Scheme, the subject site is located within the Low-medium density residential zone and the application is subject to Impact assessment.

The purpose of this report is to carry out an assessment of the proposal against the applicable planning instruments, including any relevant Local and State planning instruments.

The report begins with an overview of the site and a description of the proposal. This is followed by a detailed assessment of the relevant assessment benchmarks and matters prescribed in the State planning instruments and the Local planning instruments. The report concludes with a discussion on the overall compliance with those planning instruments.

4.0 THE SITE

4.1 SITE DESCRIPTION & EXISTING USE

The subject site is located at 25 Victoria Terrace, Annerley, formally described as Lot 1 on RP124953 (as shown in **Figure 1**). The site has an area of approximately 1,176m² and has dual frontage to Victoria Terrace and Clydesdale Avenue. The primary frontage of the site is Victoria Terrace. The subject site contains a Multiple dwelling that has commenced use.



Figure 1: Aerial Photograph of the Site (source: Nearmap)

4.2 TOPOGRAPHY

The subject site is relatively flat.

4.3 VEGETATION

The site contains landscaping to all boundaries whilst a large street tree is present on both frontages.

4.4 ACCESS AND SERVICING

The subject site is currently connected to all necessary urban services, including stormwater, sewerage, water and electricity. Vehicular access to the site is currently obtained via existing vehicle crossover on both Victoria Terrace and Clydesdale Avenue.

5.0 ADJOINING LAND USES AND THE LOCALITY

The subject site is located within the suburb of Annerley, which is predominantly a residential suburb with some large open green spaces and a connection to the motorway. The site is located approximately 4 kilometers south of the Brisbane CBD. The site is approximately 170m from Ipswich Road and within 200m of inbound and outbound high frequency bus stops on Ipswich Road. The site is also within 150m of Duke Street, which provides a direct connection to the Pacific Motorway.

The surrounding area is comprised of a mix of highset dwellings and multiple dwellings. (refer to **Figure 3**). There is a mixture of local parks and schools including Ekibin Park, Thompson Estate Reserve and Junction Park State School all within the local surroundings of the site.

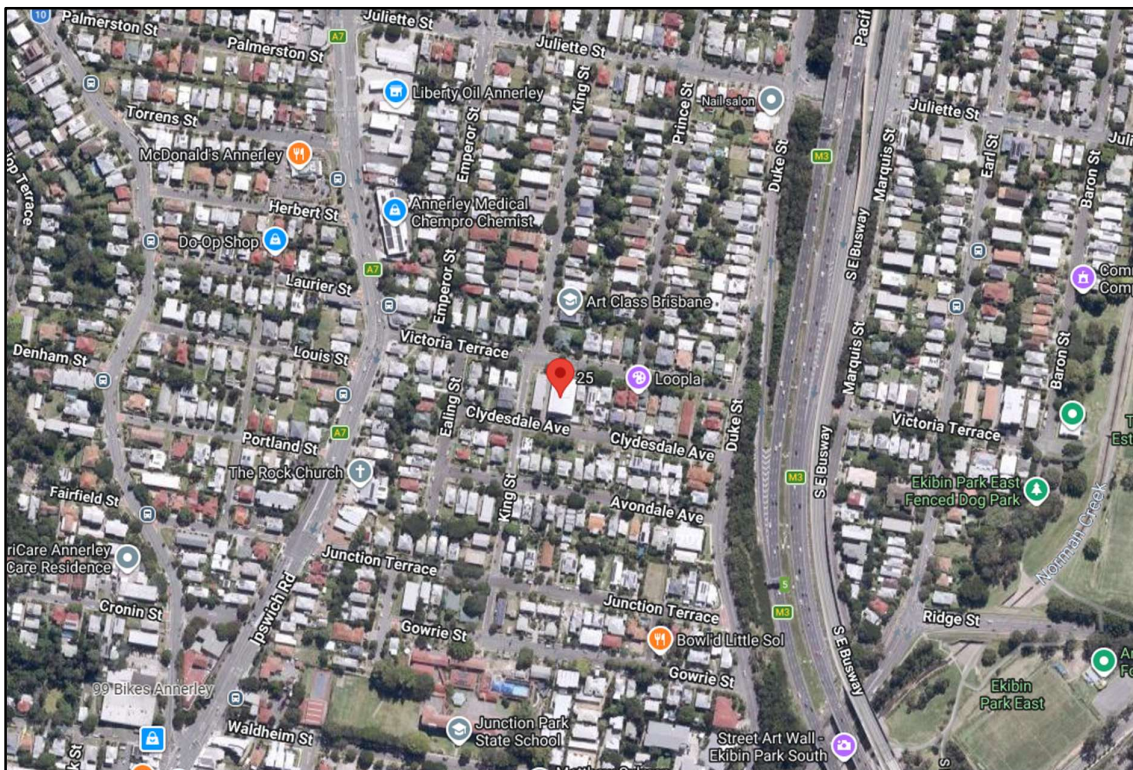


Figure 3: Aerial photograph of the locality (source: Google Maps)

The site directly adjoins a three (3) storey multiple dwelling to the east and the highset dwelling to the west.

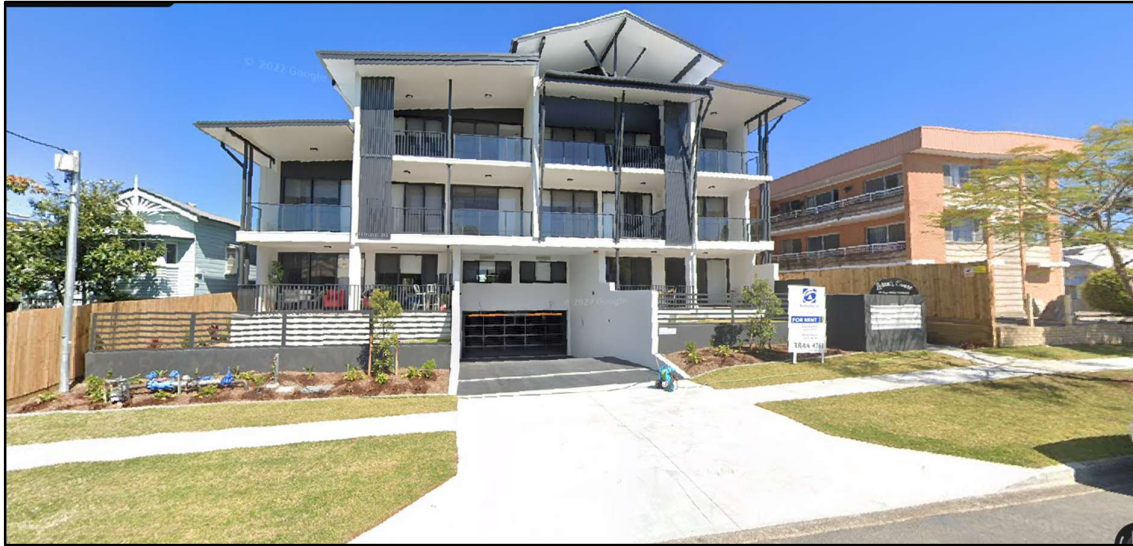


Figure 4: Directly Adjoining Buildings (source: Google Maps)

6.0 DEVELOPMENT HISTORY

The site has been subject to several development applications. The table below provides a summary of all development applications.

Table 1: Development History		
Application number	Decision date	Application summary
A002894857	16 May 2011 and 01 September 2011 (Negotiated decision notice)	Material Change of Use for a Multiple Dwelling. The conditions of approval required all 18 units to be provided for affordable housing. The applicant made change representations to reduce the number of units to be provided for affordable housing to six (6). The change representations were approved by Council.
A003628821	02 August 2013	Permissible Change to A002894857 to reduce the number of units required to be covenanted for affordable housing from 6 units to 2 Units. The application was approved by Council.
A004041997	18 April 2015	Permissible change to change the driveway design. The application was approved by Council.
A004123518	26 May 2015	Extension application to extend the relevant period for two (2)

		years. The extension was approved.
A004679797	20 July 2017	Extension application to extend the relevant period for two (2) years. The extension was approved.
A005208460	01 July 2019	Extension application to extend the relevant period for one (1) year. The extension was approved.
A005453400	03 June 2020	Extension application to extend the relevant period for 15 months. The extension was approved.
A005515498	14 November 2020	Minor change to alter a PWD car space, include fire stairs, internal unit changes and other minor design changes. The minor change was approved.
A005879252	09 December 2021	Minor change to enclose flyover roofs and addition of window screens and hoods. The minor change was approved.
A006217574	30 August 2023 (withdrawn)	Other change to remove the affordable housing aspect. The application was withdrawn prior to public notification commencing.

A002894857

The application was lodged as a four (4) storey Multiple dwelling with 25 units. As part of the information request, the applicant was requested to reduce the height (amongst other items). The height was not lowered, and Council issued an Outstanding Issues letter with the following statement:

Council maintains its position that the proposed building is not consistent with the low to medium density of the locality and does not comply with Part A, Section 4.3, P1 of the Residential Design - Low Density, Character and Low-medium Density Code. Amend the proposal by reducing the proposed 4 storey component to 3 storeys adjacent to the existing 3 storey unit development and reducing the proposed 3 storey component to 2 storeys to better integrate with the dwelling to the east. Following the reduction in height, ensure that the side boundary setbacks comply with A13.1 of the Residential Design - Low Density, Character and Low-medium Density Code.

Please note that A23 of the Residential Design - Low Density, Character and Low-medium Density Code advises that the plot ratio of low cost housing may exceed the plot ratio applicable to multi-unit dwellings in the area providing that height limits and setbacks are complied with. Should the proposal be amended to comply with the height and side boundary setbacks as specified above, Council would support a plot ratio of 1.0 over the site for affordable housing.

In response to the Outstanding Issues letter the applicant reduced the height of the multiple dwelling to a 2-3 storey mix, with the building reduced to two (2) storeys where adjoining the dwelling and three (3) storeys where adjoining the multiple dwelling.

The application was subsequently approved as the proposal including the height and number of storeys was considered to comply with P1 of the Residential Design - Low Density, Character and Low-medium Density Code.

Extension applications

Since the original approval, Council has approved four (4) extension applications, approving a total extension of six (6) years and three (3) months. The first extension application was decided and approved under the *Sustainable Planning Act 2009*. In accordance with s388 of *Sustainable Planning Act 2009*, Council had to consider the following matters:

- (i) the consistency of the approval, including its conditions, with the current laws and policies applying to the development; and
- (ii) the community's current awareness of the development approval.

The original application was assessed against City Plan 2000, with the most relevant assessment benchmark being the Residential Design - Low Density, Character and Low-medium Density Code. The Residential Design - Low Density, Character and Low-medium Density Code contained a provision that allowed additional plot ratio and less onsite parking where for affordable housing. The approval included a plot ratio of 1.09 instead of the acceptable outcome of 0.5. To comply with the acceptable outcome for parking, 25 car spaces were provided, the approved development provided 26, therefore complying with the acceptable outcome for parking.

At the time the first extension application was lodged, City Plan 2014 had commenced. The relevant version was version v01.01/2014 and the most relevant assessment benchmark was the Multiple dwelling code. The Multiple dwelling code removed affordable housing provisions and introduced changes to how the density of multiple dwellings was assessed, particularly in relation to gross floor area/plot ratio. The gross floor area/plot ratio provisions were replaced with site cover provisions. For sites in the Low-medium density residential zone, the acceptable outcome for site cover was 45%, whilst the corresponding performance outcome sought to ensure there was a balance between buildings and open space. The approved design resulted in a site cover of approximately 60%.

In approving the first extension, Council formed the view that the proposal that was approved in 2011 under City Plan 2000 was consistent with the provisions in City Plan 2014 even though the affordable housing provisions were removed and gross floor area/plot ratio was replaced with site cover provisions.

Subsequent extension applications were approved under the *Planning Act 2016*, under section 87 of the *Planning Act 2016*, assessment managers have broader discretion and *may consider any matter that the assessment manager considers relevant, even if the matter was not relevant to assessing the development application*. It is therefore considered that if Council was not supportive of the proposal or was of the view the proposal did not comply with the current laws and policies that they had grounds to not support the further extensions of time.

National Rental Affordability Scheme

The original application was lodged with the intention on accessing the National Rental Affordability Scheme (NRAS). NRAS was introduced in 2008 to help increase the supply of affordable rental housing. NRAS has been completely phased out in Queensland and will end nationwide this year. An equivalent program has not been introduced and is unlikely to be introduced.

In its place the Federal government has introduced other initiatives to assist with affordable housing, namely the Housing Australia Future Fund (HAFF). The HAFF will focus on the provision of affordable housing, which will be provided by charities, community housing providers and different levels of government rather than the onus being on private investment.

There has been clear shift away from small developers carrying the burden of providing affordable housing, instead well-funded housing providers or government have been given the mandate to provide affordable housing.

7.0 PROPOSED CHANGES

This section of the report provides a description of the proposal.

7.1 BACKGROUND

This change application seeks to change the development approval granted by Council on 01 September 2011 (and subsequently amended multiple times), which comprises a Development Permit for a Material Change of Use for a Multiple Dwelling (18 units).

7.2 PROPOSED CHANGE

The proposed change is limited to the removal of condition 9 (including part (a) and (b)), which reads as follows:

9) Affordable Housing

The use of a minimum of 2 of the Multi-Unit Dwelling units is limited to Affordable Housing Accommodation for a minimum continuous period of 10 years from the commencement of use. For the purpose of this condition Affordable Housing means accommodation for the low to moderate income households in accordance with an approved Affordable Housing Covenant and Management Plan.

The operator of the premises shall keep comprehensive records to document compliance with this condition and make such records available for annual inspection by Council if required. This requirement shall not supersede any other reporting system required by law.

GUIDELINE

This condition is imposed to ensure the development complies with Performance Criteria 23 of the Residential Design Low Density, Character, Low-medium Density Code given the significant relaxations granted. For any enquires about this condition, please contact the Regional Manager, Development Assessment South

9(a) Affordable Housing Covenant

Provide, free of cost and compensation to Council, a statutory covenant in favour of Council, registrable pursuant to the Land Title Act, providing for the use of the land and buildings for affordable housing purposes (minimum 2 Units), and enforcing the Management Plan. The covenant is to be on terms and conditions satisfactory to the Manager City Planning and the Chief Legal Counsel.

All costs including those of the Council associated with the negotiation, preparation and execution of the Management Plan and negotiation, preparation, execution and registration of the Covenant are payable by the applicant.

9(b) Affordable Housing Management Plan

Enter into an Affordable Housing Management Plan that provides for, but is not limited to, the following matters:

- a) The operation of the affordable housing for a minimum continuous period of 10 years;
- b) The approval by Council of persons who may manage the affordable housing premises;
- c) The criteria, to be set by Council in Council's sole discretion, against which a tenant will deemed to be eligible for affordable housing;
- d) The criteria, to be set by Council in Council's sole discretion, against which rent and outgoings will be charged to an affordable housing tenant;

- e) The proportion of premises and land that must be used for affordable housing (minimum 2 Units);
- f) The reports that must be provided to Council regarding the use of the premises and land for affordable housing; and
- g) That any assignment of the Covenant and Management Plan is prohibited without the written consent of Council which may be granted on terms and conditions as the Council in its sole discretion sees fit.

The Management Plan is to be on terms and conditions satisfactory to the Manager City Planning and Chief Legal Counsel.

Importantly the change does not result:

- in a new use;
- changes to approved and constructed built form;
- changes to landscaping and open space; and
- changes to access and parking.

8.0 STATE PLANNING INSTRUMENTS

8.1 OVERVIEW

This section of the report includes an assessment of the proposal against the State Planning Instruments. The State Planning Instruments are:

- Planning Act 2016;
- Planning Regulation 2017;
- State Planning Regulation; and
- Regional Plan.

8.2 PLANNING ACT 2016

Section 65 of the *Planning Act 2016* outlines the following test for imposing conditions:

(1) A development condition imposed on a development approval must—

- (a) be relevant to, but not be an unreasonable imposition on, the development or the use of premises as a consequence of the development; or*
- (b) be reasonably required in relation to the development or the use of premises as a consequence of the development.*

Noting that Version 36 of the Brisbane City Plan 2014, and particularly the Multiple Dwelling Code, does not include specific provisions requiring affordable housing it is considered that the retention of a condition requiring affordable housing is not relevant to or reasonably required as a consequence of the development.

The assessment contained within this report demonstrates that the approved and operating multiple dwelling complies with the current version of the planning scheme and therefore can be approved without the imposition of a condition requiring affordable housing.

8.3 OTHER CHANGE ASSESSMENT

The proposal is for an other change under section 82 of the Planning Act. Section 82 of the Planning Act prescribes the following for assessing and deciding the change:

- (1) This section applies to a change application, other than for a minor change to a development approval.*

- (2) *For administering the change application, and assessing and deciding the change application in the context of the development approval, the relevant provisions apply—*
- (a) *as if—*
- (i) *the responsible entity were the assessment manager; and*
 - (ii) *the change application were the original change application, with the changes included, but was made when the change application was made; and*
- (b) *with necessary changes.*

The *Planning Bill 2015* Explanatory Notes adds the following context regarding the assessment of an other change:

The intent of the reference to assessing and deciding the change application “in the context of the development approval” is that the proposed change should not be considered in isolation. Neither however is the entirety of the development including the change re-assessed. Instead, it is intended the change be assessed with reference to the context of the development approval already existing for the development.

Therefore, when assessing the change consideration should be given to that fact that the multiple dwelling is constructed and occupied. Consideration should also be given to the fact that the removal of the affordable housing component will not have any effect on the appearance of the multiple or how it operates. The multiple dwelling will still function in the same manner whether or not it contains an affordable housing component.

8.4 PLANNING REGULATION 2017

The Planning Regulation 2017 (PR 2017) is a categorising instrument that can:

- (A) Prescribe the assessment manager** for a development application;
- (B) Categorise development** as prohibited, assessable or accepted development or development a planning scheme cannot make assessable; specify the category of assessment for assessable development; and set out assessment benchmarks.
- (C) Prescribe referral agencies** for an application.

Each of these matters is addressed in turn below.

(A) Assessment Manager

The Assessment Manager prescribed in Schedule 8 of the Regulation is the Local Government – Brisbane City Council as the proposal involves assessable development under the Brisbane City Plan 2014.

(B) Categorising Development

- (i) ***Development a local categorising instrument is prohibited from making assessable development***

This application is not for development identified in Schedule 6 of the PR 2017 as development a local categorising instrument is prohibited from making assessable development.

(ii) Accepted Development

This application is not for development identified as accepted development in Schedule 7 of the PR 2017.

(iii) Prohibited Development

The application does not involve prohibited development identified in Schedule 10 of the PR 2017.

(iv) Assessable Development & Assessment Benchmarks

The application includes development identified as Assessable Development in Schedule 10.

(C) Referral Agencies

This application does not require referral to any referral agencies.

8.5 STATE PLANNING POLICY

The State Planning Policy (July 2017) (SPP) commenced on the 3 July 2017 and is effective at the time of writing this report. The Planning Regulation 2017 (PR 2017) states the assessment must be carried out against the assessment benchmarks stated in Part E of the State Planning Policy to the extent Part E is not appropriately integrated into the planning scheme.

Section 2.1 of the City Plan 2014 states that the regulated requirements (relevant to this site) prescribed in the Planning Regulation 2017 dated 3 July 2017 are appropriately reflected in full in the planning scheme. As such, an assessment against the assessment benchmarks stated in Part E of the State Planning Policy is not required.

8.6 REGIONAL PLAN

The Regional Plan effective at the time of writing this report is the Southeast Queensland Regional Plan 2023 - Shaping SEQ. The site is in the urban footprint of this Regional Plan. Section 2.2 of the City Plan 2014 states that the Minister has identified that the planning scheme, specifically the strategic framework, appropriately advances the Regional Plan as it applies to the planning scheme area.

A key pillar of the Regional Plan is to increase housing supply and to provide dwelling diversity. The proposal has added to the housing stock, contributes to housing diversity and provides a mix of 1 and 2 bedroom units, which provide a more affordable option than the typical highset detached housing typology located throughout Annerley and other inner Brisbane suburbs.

9.0 LOCAL PLANNING INSTRUMENTS

This section of the report includes an assessment of the proposal against the Local Planning Instruments. The relevant planning scheme, and its associated planning scheme policies, is City Plan 2014 version 36.

9.1 CATEGORY OF ASSESSMENT AND ASSESSMENT BENCHMARKS

Table 2 below provides details of the Category of Assessment and Assessment Benchmarks of the Brisbane City Plan 2014.

-

TABLE 2 - SUMMARY OF CITY PLAN 2014 DESIGNATIONS

City Plan 2014 Component	Designation
Strategic Framework	Suburban Living Area

Zone (Precinct)	Low-medium Density Residential
Local Plan	Stephens District
Overlays	• Airport environs overlay • Community purposes network overlay • Critical infrastructure and movement network overlay • Dwelling house character overlay • Road hierarchy overlay • Streetscape hierarchy overlay • Traditional building character overlay
LGIP	• Priority Infrastructure Area

9.2 ASSESSMENT BENCHMARKS

The application is subject to Impact assessment and therefore requires an assessment against the whole Planning Scheme. The sections of the Planning Scheme considered to be relevant to the assessment of the application and their locations within the application documents are identified in **Table 3** below.

The assessment considered the assessment benchmarks only to the extent the matters are relevant to assessing and deciding the change application in the context of the development approval.

Assessment against the overlay codes has not been provided as the change does not result in any physical or operational changes that would require the reassessment of the proposal.

Table 3: Summary of Assessment Benchmarks

Assessment Benchmarks	Location of Assessment
Zone Code	
Low-Medium Density Residential Zone Code	Town Planning Report – Section 9.4
Neighbourhood Plan Code	
Stephens District neighbourhood plan code	Town Planning Report – Section 9.5
Development Code	
Multiple Dwelling Code	Town Planning Report – Section 9.6 Appendix A – Code Assessment

9.3 STRATEGIC FRAMEWORK

The strategic framework sets the policy direction for the Planning Scheme and has been assessed in terms of its relevance to the proposal. This involves specific outcomes relating to the appropriate development of the suburban living area of Brisbane over the lifetime of the Planning Scheme. The strategic framework is structured by way of its strategic intent and six themes that collectively represent the policy intent of the Planning Scheme.

The relevant Strategic Framework themes that are relevant to this proposal are:

- Theme 2: Brisbane's Outstanding Lifestyle
 - o Element 2.2 – Brisbane's Housing and Accommodation Choices
- Theme 5: Brisbane's City Shape
 - o Element 5.5 – Brisbane's Suburban Living Areas.

The relevant specific outcomes and land use strategies have been identified below, in which the proposed development is assessed against the relevant outcomes.

Table 5: Strategic Framework Assessment

Element 2.2 - Brisbane's Housing and Accommodation Choices		
Specific Outcomes	Land Use Strategies	Assessment
SO1 Brisbane's dwelling needs for future populations are met by matching growth to the existing and planned infrastructure in the city.	L1 Increased densities within Growth Nodes on Selected Transport Corridors are identified through a neighbourhood planning process and are in accordance with the Brisbane CityShape theme to accommodate anticipated future population.	Not applicable The site is not identified as a being a growth node; however, the development is consistent with the purpose of the Stephens district neighbourhood plan as the proposal involves a new housing type that meets the needs of the local community.
SO2 Brisbane's housing is diverse in type and form, offering choice to different household types and income levels and individuals with specific housing needs.	L2 Residential development contributes to housing diversity, particularly supporting ageing in place and assisted living and housing suited to households on different incomes, within each neighbourhood and across the city, as outlined in the applicable zone or neighbourhood plan. Small-scale complementary uses (care co-located uses defined activity group) that are suited to integration and co-location with retirement facilities and residential care facilities are facilitated to support the provision of specialised services and retail for residents and visitors.	Complies The proposed development contributes to housing diversity by providing a mix of one and two bedroom units that cater to a range of household types, income levels and life stages. Smaller units, particularly the ground floor units support ageing in place by offering accessible and lower maintenance dwellings in a well-serviced location close to public transport, services and community facilities. The development aligns with the intent of this outcome by delivering housing choice and diversity within an established neighbourhood.
SO3 Brisbane provides its temporary population ready access to suitable accommodation for	L3.1 A range of accessible accommodation opportunities catering to a growing number of visiting professionals, temporary business visitors,	Not applicable The site is not located at or in proximity to major business and tourism destinations.

business visitors, tourists and students.	tourists and students are conveniently located at or in proximity to major business and tourism destinations.	
	L3.2 There are opportunities for accommodation of employees in residential precincts in proximity to centres.	Complies Whilst not directly targeted at workers, the development is conveniently located near centres (Buranda and Annerley) and within close proximity to transport options on Ipswich Road therefore providing accommodation opportunities in a convenient location.
	L3.3 New hotels and extensions to existing hotels are facilitated in the City Centre and other appropriate locations	Not applicable The proposal is for a multiple dwelling and not a Hotel.
SO4 Brisbane's existing Rural Neighbourhoods are maintained without expansion.	L4 Given the challenges in providing infrastructure in Rural Neighbourhoods they are not envisaged to expand.	Not applicable The site is not within a Rural neighbourhood.
SO5 Brisbane's last remaining greenfield development areas are well planned and well delivered.	L5 Future Suburban Living Areas exhibit a strong sense of place and demonstrate best-practice urban design outcomes, including building on the landscape features of the locality and a high degree of legibility and permeability.	Not applicable The site is within an established suburban living area and not a future suburban living area. Despite this the development provides a well-articulated and designed building that complements the surrounding built form.
SO6 Brisbane provides a variety of accommodation and housing near the city's major institutions and other Special Centres.	L6.1 Land is identified for a range of housing types including rooming accommodation, suitable to tertiary and international students, staff and visitors to major special-purpose centres or community institutions, such as hospitals, at appropriate locations proximate to	Complies Whilst not directly targeted at workers, the development is within close proximity to the Princess Alexandra Hospital and therefore provides accommodation suitable for hospital workers.

	education campuses or health institutions or along high-frequency public transport routes and with good access to urban services.	
	L6.2 Outside activity centres, Growth Nodes on Selected Transport Corridors and geographically nominated locations, rooming accommodation for students is supported where the surrounding amenity is maintained and there is good access to higher education campuses by way of public or active transport.	Not applicable The site is not located within proximity to higher education campuses.
	L6.3 Other special purpose institutions, for example defence bases, establish accommodation consistent with the applicable zone or neighbourhood plan, either on site or nearby where well served by transport and other urban facilities, as required to meet the particular housing choice needs for staff and visitors.	Not applicable The development is not associated with a special purpose institution.

Element 5.5 – Brisbane’s Suburban Living Areas

Specific Outcomes	Land Use Strategies	Assessment
SO1 Suburban Living Areas experience growth in response to local context and needs including centres, community facilities, medium and high density residential and industrial uses.	L1 The zoning pattern shows the development intent that is consistent with local values, constraints and opportunities in the Suburban Living Areas.	Complies The site is located within an established suburban living area and within the Low-medium density residential zone. The development reflects the intended residential development pattern of the locality. The development aligns with the zoning intent

		and responds to the local context.
SO2 Suburban Living Areas experience limited growth, providing predominantly detached housing for residents.	L2.1 Development for housing is restricted to detached housing and any on-site secondary dwelling in the majority of Suburban Living Areas.	Complies The development is not for detached housing. Despite this, the site is within the Low-medium density residential zone which caters for a mix of residential types including multiple dwellings. The multiple dwelling has been designed to complement the surrounding built form. In particular the multiple dwelling is limited to two (2) storeys where adjoining a dwelling house and incorporates three (3) storeys where adjoining a three (3) storey multiple dwelling.
	L2.2 Development is restricted in terms of the lot sizes, configurations and circumstances suitable for subdivision and small-scale housing infill development.	Not applicable The application does not involve a subdivision. It is noted that the existing lot size exceeds the minimum required lot size for a multiple dwelling.
SO3 Suburban Living Areas allow for adaptable small-scale multiple dwellings, retirement facilities and residential care facilities on well located sites to provide for intergenerational housing options catering to young people, families and supporting ageing in place and ageing in neighbourhood.	L3.1 Development for small-scale multiple dwellings is restricted to well-located sites in Suburban Living Areas. Zone, neighbourhood plan and development codes, and mapping indicate various criteria for determining well-located sites in those localities and circumstances. Development for retirement facilities and residential care facilities occurs on well-located sites in Suburban Living Areas. The scale and built form of retirement facilities and residential care facilities is commensurate with the size of the site and sensitive to the surrounding character and	Complies The proposal is for a multiple dwelling. The site is located in an established suburban living area. The site is in close proximity to centres (Buranda and Annerley), within walking distance of high frequency bus stops on Ipswich Road, close to a major hospital, close to parks and within close proximity to other services such as schools, medial centres, shops and food and drink outlets. The above characteristics make the site a well serviced and ideal for a multiple dwelling.

	amenity of Suburban Living Areas.	
	L3.2 Development for multiple dwellings in the Emerging community zone: a. is restricted to locations provided for in a neighbourhood plan; or b. is within 400m walking distance from a dedicated public pedestrian access point of a public transport stop or station with a service frequency of 4 or more services per hour in the peak periods of 7am to 9am and 4pm to 6pm and the edge: i. of a centre zone other than the Neighbourhood centre zone; or	Not applicable The site is not in the Emerging community zone.
SO4 The local character which is typically defined by features such as consistent block size and house spacing, an established road pattern, a predominance of detached housing, the presence of mature vegetation and gardens and by local topography is maintained.	L4.1 Infill development is limited to instances where the resulting lot size reflects that which predominates in the neighbourhood. L4.2 The siting, scale and lot coverage of new housing is consistent with the existing neighbourhood character of well-spaced houses and vegetated backyards.	Not applicable The application does not involve a subdivision. It is noted that the existing lot size exceeds the minimum required lot size for a multiple dwelling. Complies The proposal has been designed and constructed to provide a consistent built form and scale to that of surrounding development. The following elements have been included: • Limited to two (2) storeys where adjoining the dwelling house; • Three (3) storeys where adjoining a three (3) storey multiple dwelling; • Upper levels have been stepped in to ensure the highset part of the buildings are setback

		as far as possible from neighbouring buildings; • The use of opposing skillion roof forms to complement prevailing roof forms; • Variation in materials and recesses to provide visual interest; • Landscaped areas, including a large street tree on each frontage; • Useable and well positioned private open space. The above elements ensure the built form outcome is a reasonable outcome in the context of the locality.
	L4.3 Development supports high levels of local amenity and air quality and enhances these areas, contributing to the sustainability of the city through: a. the retention of mature and significant vegetation; b. the retention of private open space capable of supporting trees and gardens; c. increasing local shade cover along streets; d. local sustainability initiatives such as water-sensitive urban design.	Complies The proposal has been designed to provide landscaping that improves local amenity. In particular landscape areas have been provided throughout the site and a large street tree has been retained on each frontage. The proposal incorporates useable and well positioned private open space for residents.
SO5-SO8 – Not applicable as the site is not within a centre, does not involve a non-residential use and is not within an Emerging community zone.		

In summary the development is considered to advance the strategic framework as it provides a development of a scale that is consistent with intended character of an established, well serviced suburban area. Further, the multiple dwelling includes a mix of unit sizes to provide housing choice, diversity and affordability.

9.4 ZONE CODE

As shown in **Figure 5**, the subject site is located within the Low-medium density residential zone. The purpose of the zone is to provide a variety of low to medium density dwelling types; and community uses, and small-scale services, facilities and infrastructure, to support local residents. Further, development provides for the co-existence of dwelling houses, dual occupancies and multiple dwellings.

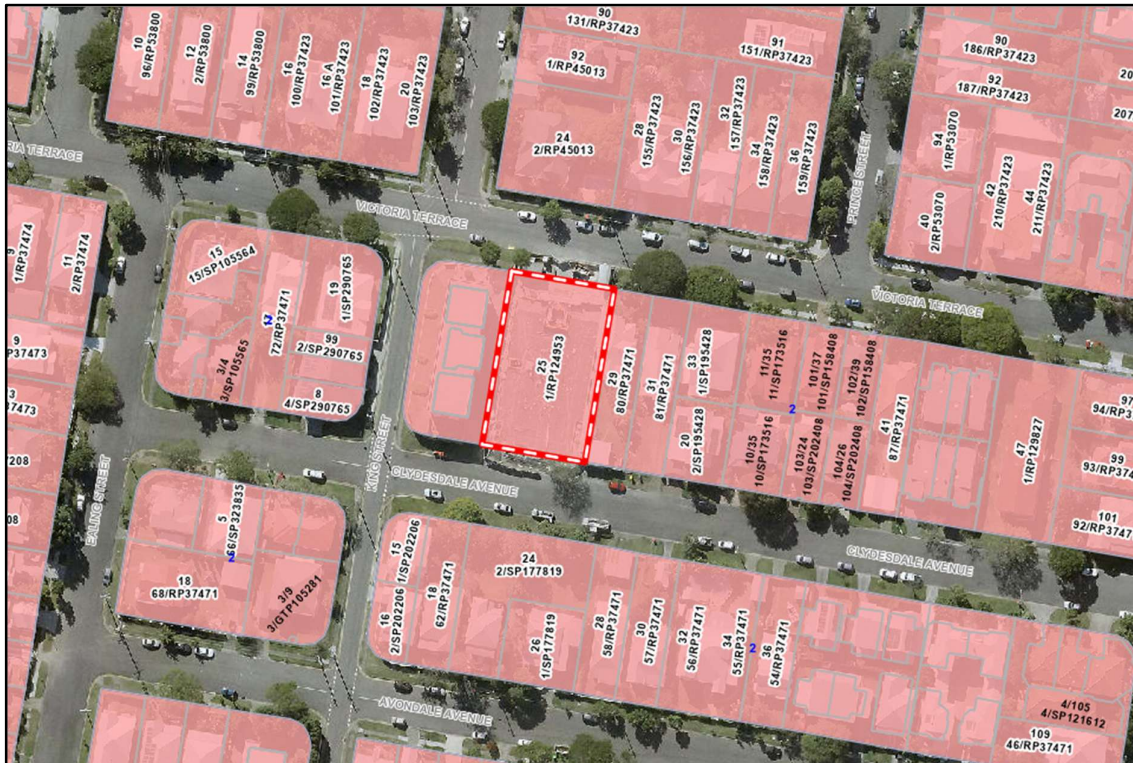


Figure 5: Zone Map (Source: City Plan 2014 Interactive Mapping)

The proposal provides a development that is consistent with the intent of the zone, in particular the proposal is consistent with the following overall outcomes of the Low-medium density residential zone code relating to development location and uses:

- (a) *Development comprises a mix of low and low-medium rise, low-medium density residential development;*
- (c) *Development supports the creation of a walkable neighbourhood with the potential for residents to live within walking distance of regular public transport, nearby centres, recreational opportunities and community facilities, and reduces vehicle-based trips to work, shops or centres; and*
- (d) *Development provides for co-existence of dwelling houses, dual occupancies or multiple dwellings.*

Response

The development is a low-medium rise development that is within walking distance of regular public transport and within close proximity to centres, a major hospital, community facilities and services and recreational opportunities. The development also incorporates elements to ensure it co-exists with the prevailing built form.

Within the 2 or 3 storey mix zone precinct the overall outcomes seek the following built form outcomes:

- a. *Development comprises a mix of dwelling types including dwelling houses, 2 to 3 storey low rise multiple dwellings (such as apartments and row houses) and dual occupancy, to provide housing diversity and a sensitive transition both to adjoining sites that contain dwelling houses and between busier roads or centres and lower density residential areas*
- b. *Development of low-medium rise, low-medium density residential buildings:*
 - i. *are of predominantly 2 storeys, or of up to 3 storeys in height where located within easy walking distance of a public transport node;*
 - ii. *are located on suitable sites, in accessible locations, near to public transport and larger centres or key destinations.*
- c. *Development for a residential use other than a dwelling house is of a scale and bulk that co-exists comfortably with an adjoining dwelling house, even though it might have a bulk and scale greater than a dwelling house.*
- d. *Development design, height and setbacks provide a sensitive transition at the edge of the site to an adjoining dwelling house or land in a lower density zone or zone precinct.*
- e. *Development for a residential use other than for a dwelling house incorporates setbacks and landscaping which contribute to a cohesive and compatible human-scale streetscape.*
- f. *Development responds to local characteristics, such as protection of view corridors, reinforces a green landscape character and responds to the surrounding character and architecture*

Response

The development is consistent with the overall outcomes for built form for the following reasons:

- The development contributes to a mix of dwelling types;
- The development is a low-medium rise development and contains a mix of 2-3 storeys;
- The site is within walking distance of high frequency inbound and outbound bus stops on Ipswich Road;
- Although the bulk and scale is greater than a dwelling house, the multiple dwelling has been designed to co-exist with the prevailing development form. In particular the development incorporates generous side setbacks, provides a building transition and is limited to two (2) storeys where adjoining a dwelling house and incorporates three (3) storeys where adjoining a three (3) storey multiple dwelling; and
- The proposal incorporates human-scale landscape areas throughout the site, and a large street tree has been retained on each frontage.

In summary, no conflict is evident between the proposed development and the purpose and overall outcomes sought for the Low-medium density residential zone as it relates to a multiple dwelling.

9.5 STEPHENS DISTRICT NEIGHBOURHOOD PLAN

The site is located within the Stephens district neighbourhood plan area. The neighbourhood plan code provides limited direction; however the most relevant overall outcomes are:

- a. *Character housing is complemented by new housing types that meet the needs of the community.*
- b. *Multiple dwellings are not accommodated in the Low density residential zone.*

Response

The development is consistent with the overall outcomes as the multiple dwelling is a new type of housing and it has been designed to complement character housing in the locality. The site is within the Low-medium density residential zone and therefore does not accommodate multiple dwellings in the Low density residential zone.

In summary, no conflict is evident between the proposed development and the purpose and overall outcomes sought for the Stephens district neighbourhood plan area.

9.6 MULTIPLE DWELLING CODE

A full assessment against the Multiple dwelling code is provided in [Appendix A](#).

It is noted that the original application was assessed against the Residential Design - Low Density, Character and Low-medium Density Code contained in City Plan 2000. That code has been replaced by the Multiple Dwelling Code contained in Brisbane City Plan 2014. The provisions contained in both codes remain similar, however the Multiple dwelling code removed the affordable housing provisions and introduced changes to how the density of multiple dwellings was assessed, particularly in relation to gross floor area/plot ratio. The gross floor area/plot ratio provisions were replaced with site cover provisions.

The assessment contained within [Appendix A](#) demonstrates that the multiple dwelling is consistent with the current provisions and therefore can be approved despite the original approval being granted density relaxations for incorporating a limited affordable housing aspect (2 of 18 units).

In summary the proposed multiple dwelling complies with the code. Where compliance with the Acceptable Outcomes has not been strictly achieved, the proposal complies with the corresponding Performance Outcomes and the Overall Outcomes of the Code. The proposal therefore complies with the Multiple Dwelling Code in particular:

- The lot size exceeds the minimum site area and frontage width required for a multiple dwelling in the Low-medium density zone.
- The multiple dwelling provides a 2-3 storey mix, in particular the development is limited two (2) storeys where adjoining the dwelling house and three storeys where adjoining a three (3) storey multiple dwelling. The built form provides a clear transition to the adjoining highset detached dwelling to ensure a compatible scale.
- Upper levels have been stepped in to ensure the highest part of the buildings are setback as far as possible from neighbouring buildings.
- The building has been setback from both frontages to ensure the rhythm and pattern of setbacks is maintained.

- The development includes a reasonable balance between built form and open space to ensure the development provides a site cover that is consistent with the intended form, character and intensity of the locality.
- The building design incorporates opposing skillion roof forms to complement prevailing roof forms.
- The building incorporates variation in materials and recesses to provide visual interest.
- The development incorporates landscaping throughout the site and adequate private open space.
- The development incorporates compliant car parking spaces.

9.7 OVERLAYS

The site is affected by several overlays, however as the development is fully constructed and the other change does not request to change the footprint, or any other physical aspect of the proposal is still considered to comply with all relevant overlay codes.

9.8 LOCAL GOVERNMENT INFRASTRUCTURE PLAN

There is no future trunk infrastructure identified in the Local Government Infrastructure Plan applicable to the subject site.

9.9 TEMPORARY LOCAL PLANNING INSTRUMENTS

Temporary Local Planning Instruments (TLPI) are another local planning instrument that may be applicable to development. There are no current TLPI that are relevant to the site.

10.0 CONCLUSION

The application seeks approval to amend the development approval for a Material Change of Use for a Multiple Dwelling (18 units), in accordance with section 82 of the Planning Act 2016. In particular the change seeks to amend the development approval to remove condition 9 which requires two (2) units to be provided as affordable housing accommodation.

The original application was lodged with the intention of accessing the National Rental Affordability Scheme (NRAS). NRAS was introduced in 2008 to help increase the supply of affordable rental housing. NRAS has been completely phased out in Queensland and will end nationwide this year. An equivalent program has not been introduced and is unlikely to be introduced.

In its place the Federal government has introduced other initiatives to assist with affordable housing, namely the Housing Australia Future Fund (HAFF). The HAFF will focus on the provision of affordable housing, which will be provided by charities, community housing providers and different levels of government rather than the onus being on private investment.

There has been clear shift away from small developers carrying the burden of providing affordable housing, instead well-funded housing providers or government have been given the mandate to provide affordable housing.

The planning report outlines the facts and circumstances which support the proposed change and demonstrates why the change application should be approved

In accordance with section 82 of the Planning Act 2016, when assessing the change consideration should be given to that fact that the multiple dwelling is constructed and occupied. Consideration should also be given to the fact that the removal of the affordable housing component will not have any effect on the appearance of the multiple or how it operates. The multiple dwelling will still function in the same manner whether or not it contains an affordable housing component.

The proposal has been assessed against the relevant assessment benchmarks prescribed in the applicable Local and State planning instruments. The report and attachments demonstrate that the application complies with the relevant assessment benchmarks. The assessment demonstrates that the multiple dwelling is consistent with the current provisions and therefore can be approved despite the original approval being granted density relaxations for incorporating a limited affordable housing aspect (2 of 18 units).

Noting that Version 36 of the Brisbane City Plan 2014, and particularly the Multiple Dwelling Code, does not include specific provisions requiring affordable housing it is considered that the retention of a condition requiring affordable housing is not relevant to or reasonably required as a consequence of the development.

The proposal provides a development of a scale that is consistent with intended character of an established, well serviced suburban area. Further, the multiple dwelling includes a mix of unit sizes to provide housing choice, diversity and affordability.

On balance, it is considered the facts and circumstances outlined within this report are overall favourable to the approval of the proposed change to the development approval. As such, it is recommended the proposed other change application be approved.

Should you wish to discuss any aspect of this development please contact the undersigned on (07) 3217 5771.

Kind Regards,



Tim O'Leary | Principal Planner

REEL PLANNING