



Town Planning Report

Material Change of Use (Office) and
Carry Out Building Works within the
Heritage Overlay

785 Ipswich Road, Yeronga, QLD,
4104

Prepared for Form Plus
Our Reference: 13200
23 September 2026



**Saunders
Havill**

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Executive Summary

This report is written on behalf of FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER INSTRUMENT 724002793 who seeks to develop land situated at 785 Ipswich Road, Yeronga QLD 4104 for the purposes of Material Change of Use and Building Works within the heritage overlay. In particular, the proposal will involve changing the existing use from Emergency Services (Fire Station) to an Office. The proposed building works involve a building extension and construction of a car park onsite.

To facilitate the intended development across the site, this application seeks approval for the following aspects of development:

- Development Permit for Material Change of Use (Office); and
- Development Permit for Building Work – Associated with the Car Park.

The proposed development is assessable development requiring Impact assessment. In accordance with the requirements of the Planning Act the application will be required to be publicly notified. The application requires referral to SARA for Queensland Heritage Places purposes.

This application is supported by a number of technical reports/plans, including:

- **Attachment A** – DA Form Searches prepared by Saunders Havill;
- **Attachment B** – Code Compliance prepared by Saunders Havill;
- **Attachment C** – Heritage Exemption Certificate prepared by Queensland Government;
- **Attachment D** – Proposal Plans prepared by FormPlus Group;
- **Attachment E** – Traffic Engineering Report prepared by Modus Transport and Traffic Engineering;
- **Attachment F** – Refuse Serviceability Report prepared by Modus Transport and Traffic Engineering;
- **Attachment G** – Landscape Concept Plan prepared by Andrew Gold Landscape Architect; and
- **Attachment H** – State Development Assessment Code (Queensland Heritage) prepared by Saunders Havill.

Having regard to the subject site and surrounds, the proposed development and the relevant planning framework, the following key considerations have been identified:

- Merits of the proposed use

This Town Planning Report, and supporting documents, have assessed the proposed development against the provisions of the Planning Scheme and other relevant legislation. We believe the development is consistent with the Planning Scheme and is appropriate for the locality. It is therefore recommended that the development application be approved, subject to relevant and reasonable conditions.



Project Summary

Property Summary

Site Address	785 Ipswich Road, Yeronga QLD 4104
Real Property Description	Lot 509 on SL1214
Site Area	1092m ²
Frontage	Frontage of approximately 39.7m School Road and 22.6m to Ipswich Road
Easements / Encumbrances	Nil
Contaminated Land Search / Environmental Management Register	Nil
Land Owners	FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER INSTRUMENT 724002793
Local Government	Brisbane City Council

Planning Framework Summary

Planning Scheme	Brisbane City Council City Plan
Zone	CF6 Community facilities (Emergency services)
Neighbourhood plan	Stephens district neighbourhood plan

Overlays

- Airport environs overlay
 - OLS – Approach and departure limitation surface boundary
 - Procedures for air navigation surfaces (PANS)
 - BBS zone – Distance from airport 3-8km
 - LI – Within 6km – Max intensity of light sources 3 deg above horizon
- Bicycle network overlay
 - Secondary cycle route
 - Local cycle route
- Critical infrastructure and movement network overlay
 - Critical infrastructure and movement planning area sub-category
- Heritage overlay
 - Local heritage place sub-category
 - State heritage place sub-category
- Industrial amenity overlay
 - Industrial amenity investigation area sub-category
- Road hierarchy overlay
 - Arterial road



- District road
- Neighbourhood street minor
- Transport air quality corridor overlay
 - Transport air quality A
 - Transport air quality B

Relevant Preliminary Approval & Precinct

Cultural Heritage

- State heritage place

Natural hazards risk and resilience

State Planning Policy Mapping

- Flood hazard area – local government flood mapping area

Strategic Airports and Aviation Facilities

- Obstacle limitation surface area
- Lighting area buffer 6km
- Wildlife hazard buffer zone

Development Assessment Mapping

- Queensland heritage place

Regional Plan

ShapingSEQ 2023 - Urban Footprint

Application Summary

Proposal overview

Office (within existing heritage building)

Type of Approval Sought

Development Permit for Material Change of Use (Office)
Development Permit for Building Works – Carparking (Ancillary)

Defined land use

Community Facility

Assessment Manager

Brisbane City Council

Category of Assessment

Impact Assessment

Referral Details

State Assessment and Referral Agency for:

- Department of Environment, Technology, Science & Industry (DETSI) (Concurrence) for a Material Change of Use to a Queensland Heritage Place (Schedule 10, Part 8, Div2. Subdivision 1, 15 (2))

Public Notification

Yes



Applicant Details

Applicant

FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER
INSTRUMENT 724002793
c/- Saunders Havill
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1. Introduction

Saunders Havill has been engaged by FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER INSTRUMENT 724002793 (*the Applicant*) to prepare this development application. The development application seeks approval for the following aspects of development:

- Development Permit for Material Change of Use (Office); and
- Development Permit for Building Work – Altering the land to accommodate Car Parking.

The application is made over land located at 785 Ipswich Road, Yeronga QLD 4104 formally described as Lot 509 on SL1214 (*the 'subject site'*). We note as part of this application, there will be a minor road dedication provided to Council as part of a future trunk road upgrade.

This Town Planning Report assesses the proposal against the relevant provisions of the *Brisbane City Council City Plan 2014 v37 effective date 18 September 2026 (the Planning Scheme)*, the Planning Act 2016 (*the Planning Act*) and other relevant legislation.

The Applicant is seeking to obtain approval to convert the existing heritage building into an Office, which we note has been previously considered by Brisbane City Council as part of a previous approval over the site (Council Reference: A004600347). The previous application was also assessed and approved under *City Plan 2014*, highlighting Council's support for the adaptive re-use of this heritage building to enhance the local community.

This report is accompanied by the following specialist reports/plans:

- **Attachment A** – DA Form Searches prepared by Saunders Havill;
- **Attachment B** – Code Compliance prepared by Saunders Havill;
- **Attachment C** – Heritage Exemption Certificate prepared by Queensland Government;
- **Attachment D** – Proposal Plans prepared by FormPlus Group;
- **Attachment E** – Traffic Engineering Report prepared by Modus Transport and Traffic Engineering;
- **Attachment F** – Refuse Serviceability Report prepared by Modus Transport and Traffic Engineering;
- **Attachment G** – Landscape Concept Plan prepared by Andrew Gold Landscape Architect; and
- **Attachment H** – State Development Assessment Code (Queensland Heritage) prepared by Saunders Havill.



2. Site Overview

2.1. Site Location

The subject site is located at 785 Ipswich Road, Yeronga QLD 4104 and is more formally described as Lot 509 on SL1214. The site has an area of 1092m², with frontage of approx. 39.67m to School Road and 22.63m to Ipswich Road. There are no existing easements identified that encumber the site. The site is appropriately positioned for an Office use, the site is located along a major road corridor with high frequency public transport options and a future large centre currently under construction on the eastern side of Ipswich Road.

2.2. Existing Building

On the southeast corner of Yeronga Park, the former Yeronga Fire Station is a two-storey timber framed structure, clad with weatherboards to the lower level and battened fibro sheeting to the upper level, beneath a red terracotta tiled gabled roof. A discreet awning with a pressed metal edging decorated with pateras and fluting shelters the engine room entrance to the School Road frontage and is supported by steel tie-rods fixed to the exterior of the first floor.

The following aerial photo extract (**Figure 1**) shows the location of the subject site:



Figure 1: Site location plan (Source: Brisbane City Plan 2014)

2.3. Site History

The subject site is located on the Department of Environment, Tourism, Science and Innovation (*DESTI*) Heritage Register – 602144 Yeronga Fire Station (Former). The site has a long history with the Brisbane and Queensland, the site was established as a Fire Station and opened on 18 April 1934. The new building housed the station facilities on the ground floor and a residence for the superintendent on the first floor. This combination of station and residence was the typical design for fire stations in Brisbane at this time.

2.3.1 Adaptive Re-use to Office

The Yeronga Fire Station was decommissioned in 1974 following the relocation of operations to the new Acacia Ridge Fire Station. Since that time, the building has been repurposed and occupied by the Queensland State Emergency Service as an 'Office'. We understand that a development approval for 'Office' was issued by Brisbane City Council in 2001. However, records indicate that the approval was never enacted.

Approval was also obtained in 2017 for a Material Change of Use to convert the existing building into a stand-alone office. However, this approval was also not enacted.

This development application seeks to formalise the adaptive reuse of the existing building, reflecting works and changes that have previously occurred over time. Specifically, the application seeks approval for the reclassification of the premises from an Emergency Services Facility to an Office, while retaining the building's established character and heritage significance.

2.4. Ownership and Encumbrances

The subject site is held in Fee Simple by FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER INSTRUMENT 724002793.

The site does not contain any easements or encumbrances.

A copy of the Current Titles Search, Registered Plan and relevant Easement documents is provided in **Attachment A – DA Form & Searches**.



2.5. General site observations

A site inspection has been carried out and the following observations, as relevant to the proposal, are made:

Characteristic	Observation
Existing land uses and improvements	The site features the former Yeronga Fire Station and two small secondary sheds. A small retaining wall is located on each frontage boundary, which is cut into the site by approximately 1m. The station is currently used as an office.
Surrounding land uses and character	The subject site is positioned to the south of Yeronga Park, the neighbouring uses and premises are residential dwellings and an under construction centre east of the subject site.
Topography	The BCC contours indicate the site falls approximately 2m from RL36m at the north-west corner to RL33.5m at the south-east of the site (6.5% grade fall).
Vegetation	No significant vegetation exists on the site.
Servicing	The subject site is serviced by reticulated water and sewerage infrastructure. The property provides for the required services to facilitate an office use.
Access	The subject site benefits from two existing crossovers, although the existing crossover on School Road is no longer utilised for vehicle access. The existing crossover on Ipswich Road is proposed to be modified for the proposed car park.

2.6. Utilities

The site is serviced by appropriate infrastructure for the adaptive reuse of the existing building. As such, an Engineering Services Report has not been provided. As shown below in **Figure 2** the site is already connected to appropriate sewer, water and stormwater infrastructure, in particular:

Sewer

There is an existing reticulated sewer main (150mm) which runs along the School Road frontage of the site and the site benefits from an existing sewer connection that is provided from the existing sewer manhole (MH124391) in the School Road frontage.

Water

The site benefits from an existing reticulated water main (225mm line) running along Ipswich Road and already contains an existing 20mm property connection. There is an existing inground hydrant (RHY40408) located along the Ipswich Road frontage of the site.



Stormwater

The site slopes towards School Road and Ipswich Road and all roofwater and surface water is able to discharge to the kerb and channel as a lawful point of discharge. The roofwater from the existing building discharges to an existing kerb adapter in School Road.

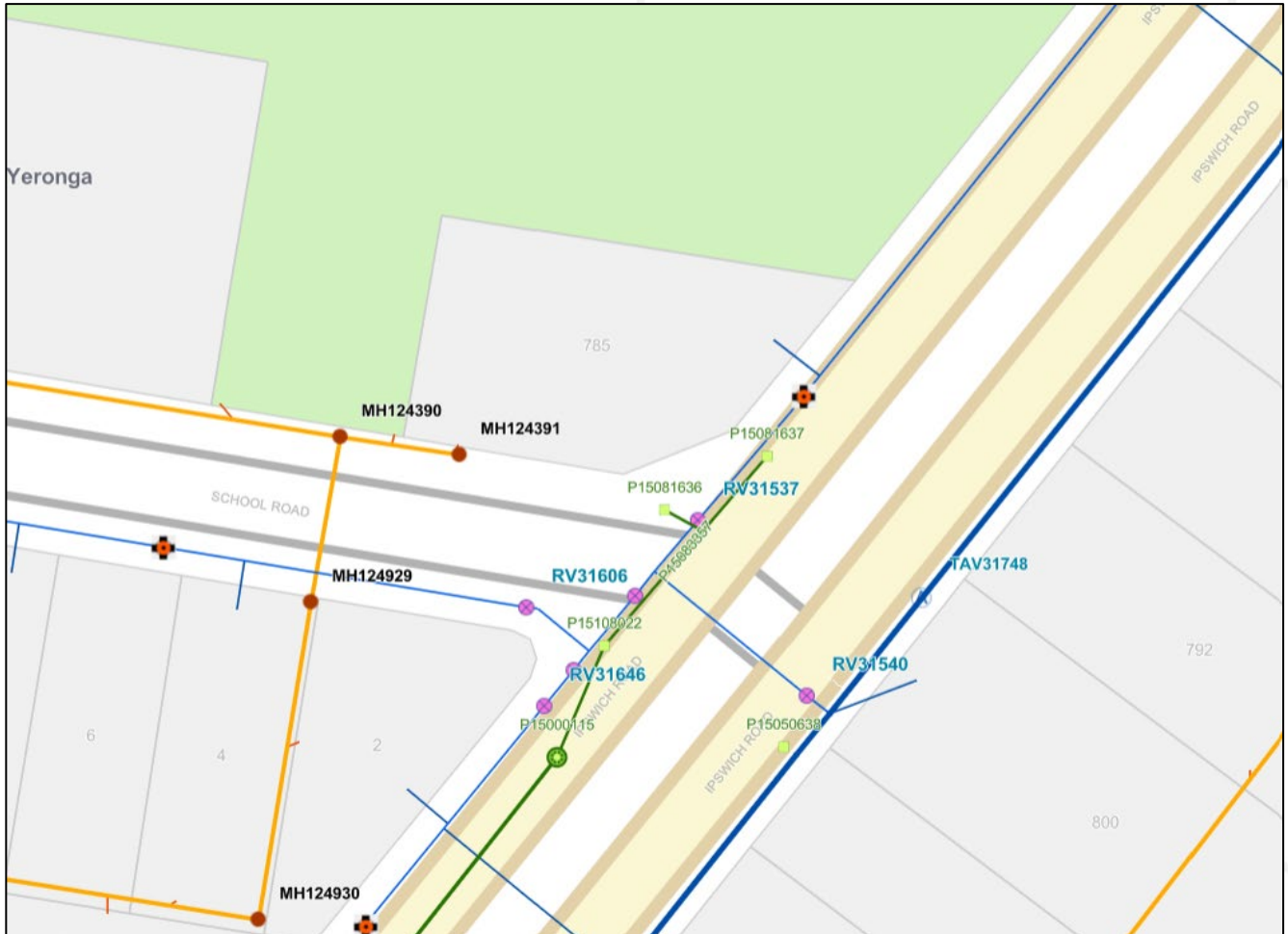


Figure 2: BCC Community Mapping (Source: Brisbane City Council)

2.7. Site photos

The following photographs **Figures 3 & 4** below are of the site and surrounds, these photos were taken during a site visit by Saunders Havill.



Figure 3: Corner of Ipswich and School Road



Figure 4: Ipswich Road Frontage



3. Approval History

3.1. Subject Site

An existing approval was issued over the subject site on 14 September 2017 for the following aspects of development (Council reference: A004600347):

- Development Permit for a Material Change of Use – Office; and
- Preliminary Approval for Building Work – Ancillary Carpark.

This approval was never enacted, and subsequent condition compliance was never started so this application has lapsed.

This application seeks the same aspects of development as that previously considered and approved by Council as part of A004600347 (refer to **Figure 5** below). In particular:

- The proposal involves a material change of use to allow the existing building to operate as an Office with no alterations proposed to the building itself;
- The only 'Building Work' associated with the proposed development relates to the construction of a new car park to provide appropriate carparking for the new use;
- Access to the site will continue to be provided from Ipswich Road and the proposed access is generally consistent with the previously approved access;
- The proposed development also allows for future road widening for Ipswich Road, although we understand that the extent of road widening is less than previously required which is reflected in the proposed plans.

Overall, the proposed development is similar that previously considered by Council, and the change of use to allow for the existing building to be utilised as an 'Office' is still considered an appropriate outcome.



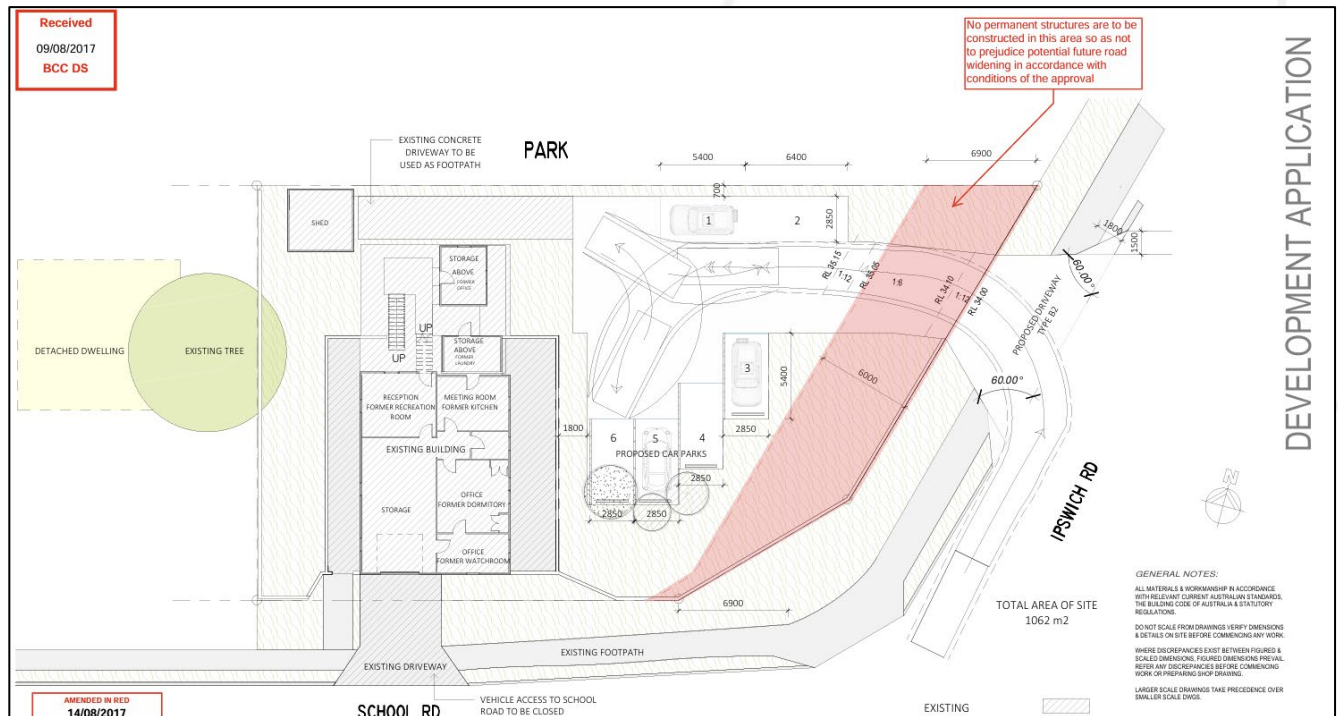


Figure 5: Previous DA Approved Plans (Source: Development.i)

3.2. Surrounding Sites

A search of Council's PD Online service found no relevant development approval history in the immediate vicinity of the subject site.

4. Development Proposal

4.1. Proposal Summary

The development application seeks approval for the following aspects of development:

- Development Permit for a Material Change of Use (Office); and
- Development Permit for Building Work (Works to the site of a Queensland Heritage Place).

The Material Change of Use (MCU) aspect relates to a change of use only – formally changing the use of the building from 'Emergency Services' to 'Office'. No new works or alterations are proposed to the building itself. While the proposed plans identify a new roofed deck/structure at the rear of the existing building, we note that this work is authorised under an existing Heritage Exemption Certificate (Reference: EC-2026-06-00776) and does not form part of the proposed Building Work. However, it is proposed to use this outdoor space as ancillary space for the proposed Office, so it is included as part of the Material Change of Use aspect.

While the proposal primarily involves the formal change of use of the existing building, as a consequence of this change, it is also necessary to make alterations to the existing access and provide sufficient on-site car parking spaces to accommodate the peak car parking demands of the use.

The site contains an existing retaining wall along the Ipswich Road frontage. Part of this will need to be demolished to facilitate access to the development. Given the steepness of the site, earthworks are also required to create a level pad for the proposed car park which will alter the natural levels of the site. As the subject site contains a Queensland Heritage Place, this constitutes 'Building Work' under the *Planning Act 2016*.

4.2. Proposal Details

The proposed development retains the existing built form, with only minor works for the construction of a carpark ancillary to the sought use. As part of the carpark construction, there will be complementary landscaping softening the carpark area and complement the existing built form.

The proposed development provides for an additional 14 car parking spaces onsite to be accessed via compliant 6.5m wide crossover which acts as left in and left out for the development. Please see screenshots from the Proposal Plans prepared by FormPlus Group to illustrate the proposed works.



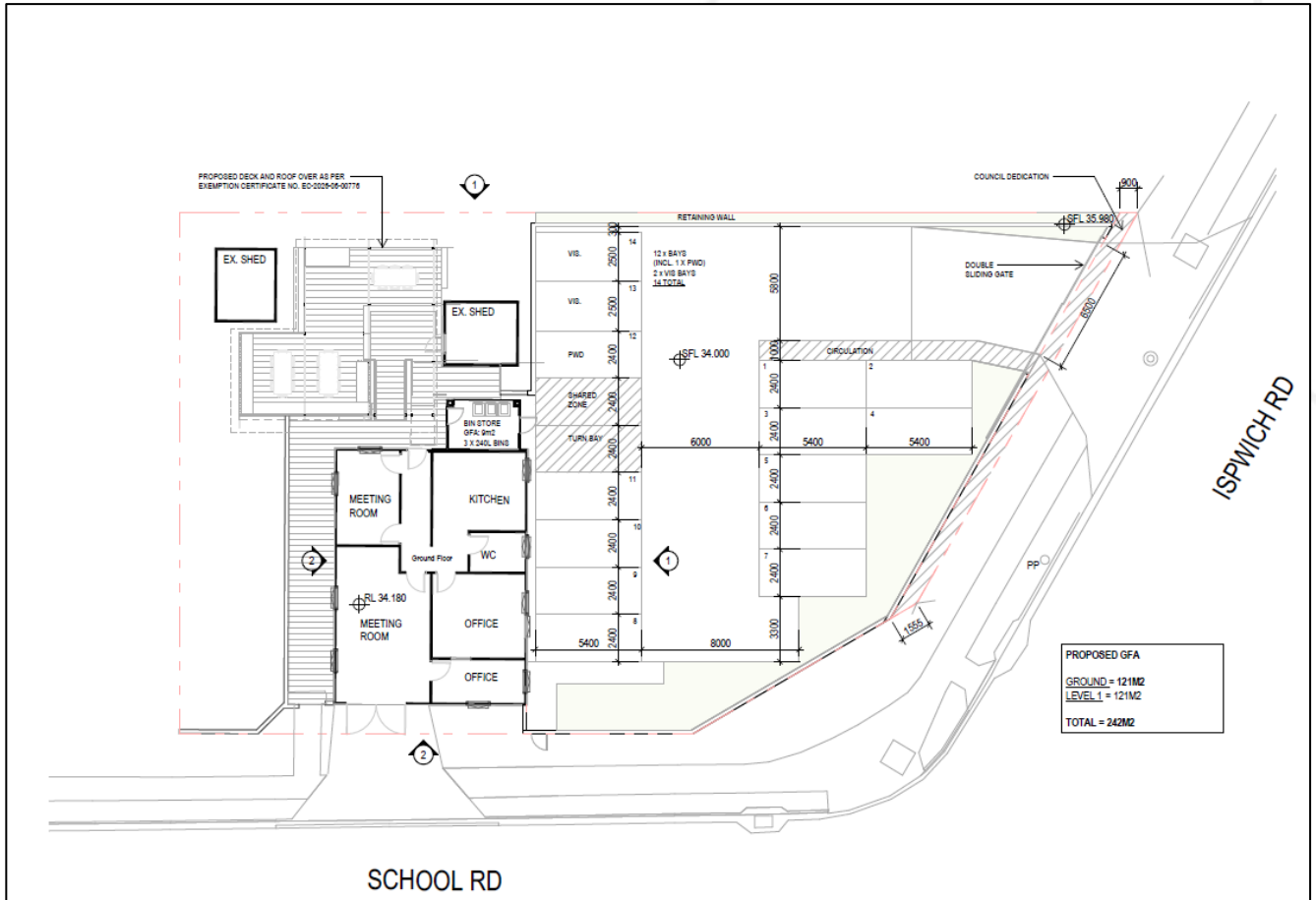


Figure 6: Site Plan – Ground Floor (Source: FormPlus Group)



Figure 7: School Road Perspective – Ground Floor (Source: FormPlus Group)



Figure 8: Ipswich Road Perspective – Ground Floor (Source: FormPlus Group)

Given the heritage constraints affecting the site, the proposal retains the existing building in its current location and no changes to the existing building are proposed.

4.2.1 Non-Assessable Building Works

As identified in Section 4.2 above, the proposed plans identify a new roofed deck/structure at the rear of the existing building. However, we note that this work is approved under an existing Heritage Exemption Certificate (Reference: EC-2026-06-00776) and does not form part of the proposed Building Work (refer to the Exemption Certificate in **Attachment C**). Please see a screenshot and highlighted elements of the Proposal Plan showing the non-assessable building works.

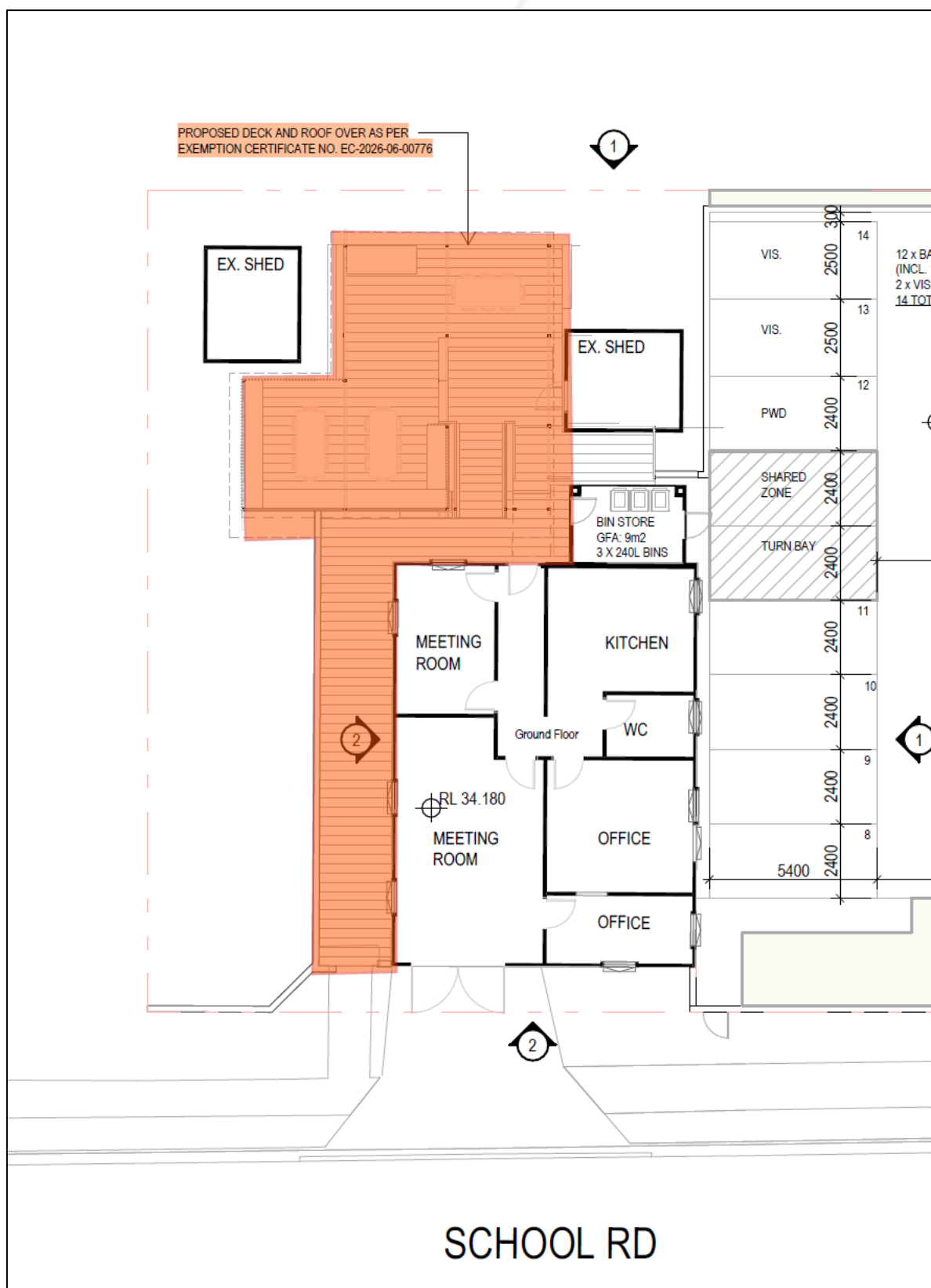


Figure 9: Non-Assessable Building Works Component – Ground Floor (Source: FormPlus Group)



The following building works is covered by this Exemption Certificate:

- Construction of a new raised timber deck.
- Minor excavation works for the footings of the proposed deck structure.
- Construction of a lightweight roof over the deck.
- Construction of new external stairs.
- Installation of integrated bench seating, screening and signage.
- Minor landscaping and associated site works.

However, it is proposed to use this outdoor area as ancillary space for the proposed Office, so it will need to form part of the Material Change of Use aspect and has therefore been included as part of the proposed plans in **Attachment D**.

4.2.2 Assessable Building Works

As identified above, the proposed development involves the regrading of part of the site to facilitate a new car parking area for the proposed development. As these works will alter the natural levels of the site (a Queensland Heritage Place), this constitutes 'Building Work' under the *Planning Act 2016*.

The existing site currently contains no formal off-street car parking spaces so the proposed car park will assist in alleviating any car parking issues within the surrounding area by providing sufficient on-site car parking to accommodate the design peak parking demand of the proposed use without any overflow of car parking to an adjacent premises or adjacent street.

As the proposed works generally involve cutting into the site, the car parking area will be lower than natural ground level, which will assist in maintaining views to the existing heritage place.

4.2.3 Site Access

Access to the proposed development is via Ipswich Road. While this is an Arterial Road (Major Road) and Primary Freight Route, access will be restricted to left-in, left-out and the vehicle crossover and access location has been specifically designed to minimise any impacts on the operation of this road. This has been further addressed in **Attachment E** - Traffic Engineering Report, prepared by Modus Transport and Traffic Engineering. It is noted that the proposed crossover is generally consistent with that previously approved by Council as part of the previous approval.

4.2.4 Car Parking Provision / Design

Modus Transport and Traffic Engineering have provided a full assessment of the car parking numbers required and car parking design/layout in accordance with City Plan 2014 and AS2890, the layout meets the requirements of both City Plan 2014 and Australian Standards as indicated in **Attachment E**. In particular, it is noted that the proposed car park provides a total of 14 on-site car parking spaces, which exceeds the minimum requirement of 8 car parking



spaces. This ensures that the proposed development meets the current and future demand for vehicle parking at the site.

4.2.5 Landscaping

The proposed works involve the removal of limited areas of turf and a small number of palms and ornamental shrubs from the site. However, as per the Queensland Heritage citation, these landscape elements are not identified as contributing to the cultural heritage significance of the former Yeronga Fire Station. The recognised heritage values of the place relate principally to the former fire station building, associated heritage fabric and its historic character and setting.

The proposed vegetation to be removed comprises recent and/or incidental landscaping that does not form part of the significance of the place. Accordingly, its removal will not adversely affect the cultural heritage values for which the place was entered in the Queensland Heritage Register. The works will maintain the prominence, legibility and appreciation of the heritage building and associated heritage elements.

To support the proposed application, a Landscape Concept Plan has been prepared by Andrew Gold Landscape Architects which provides an appropriate landscaping outcome, while retaining the key view corridors of the heritage place. Refer to **Attachment F**. A screenshot of the Landscape Concept Plan is provided in **Figure 6** below.



Figure 10: Landscape Concept Plan (Source: Andrew Gold Landscape Architect)

4.3. Supporting Information

The proposal plans and this Town Planning Report are supported by the following technical reports / plans.

Report / Plan	Prepared By	Location
Heritage Exemption Certificate and Plans	FormPlus Group & DETSI	Attachment C
Proposal Plans	FormPlus Group	Attachment D
Traffic Engineering Report	Modus Transport and Traffic Engineering	Attachment E
Refuse Serviceability Report	Modus Transport and Traffic Engineering	Attachment F
Landscape Concept Plan	Andrew Gold Landscape Architect	Attachment G
SDAP Code 14	Saunders Havill	Attachment H



5. Pre-lodgement Discussions

It is understood that a Prelodgement meeting was held with the previous tenant and Brisbane City Council prior to sale of property. The purpose of the Prelodgement was to identify the works for the future road widening.

Based on these discussions, we understand that a future land dedication (as identified in **Figure 7** below) will be required for the future widening of Ipswich Road. The proposed development has been designed to ensure that no works are proposed within this future road widening area.

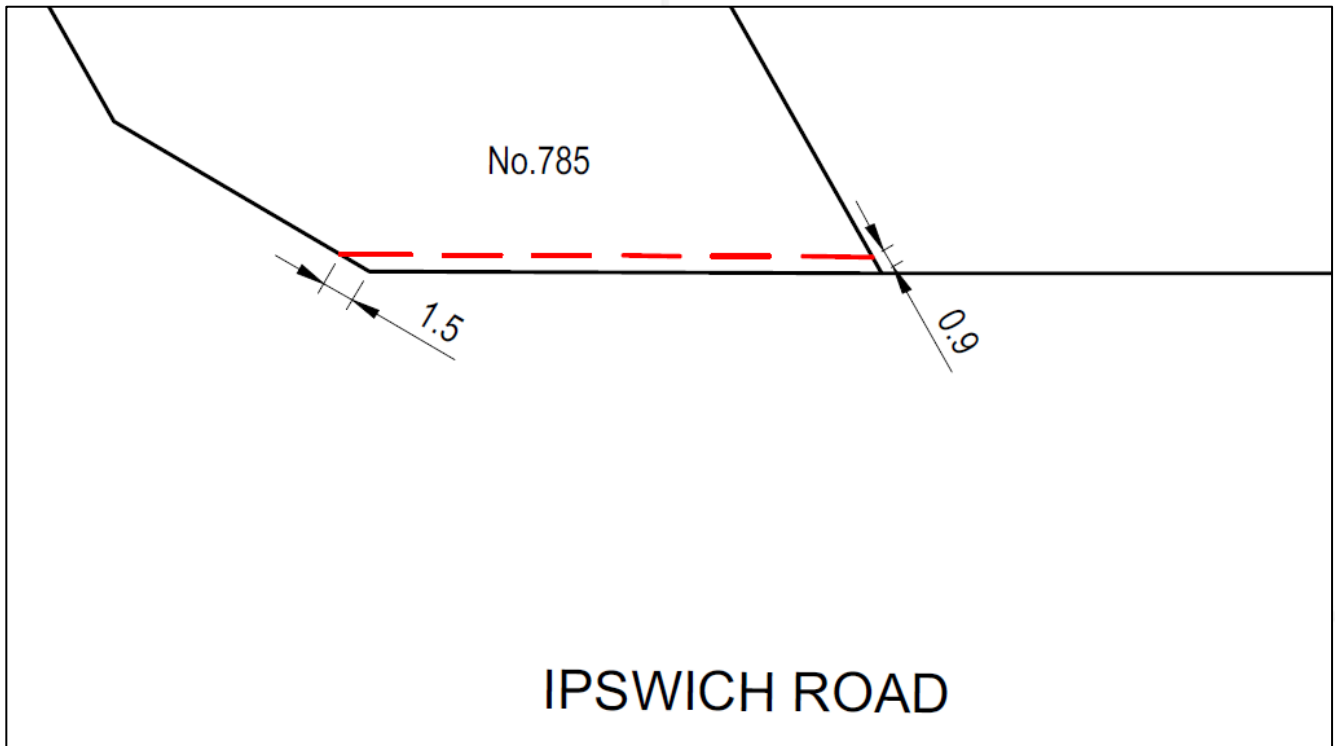


Figure 11: Road Widening Plan (Source: Brisbane City Council)

Due to the nature of the proposed development and the fact that a similar proposal has been assessed and approved by Council previously over the site, a formal Pre-lodgement Meeting was not considered necessary.

6. Statutory Framework

6.1. Planning Act 2016

The proposed development is assessable and subject to Impact assessment and pursuant to s45(5) of the Planning Act:

An impact assessment is an assessment that –

- (a) Must be carried out –
 - (i) Against the assessment benchmarks in a categorising instrument for the development; and
 - (ii) Having regard to any matters prescribed by regulations for this subparagraph; and
- (b) May be carried out against, or having regard to, any other relevant matter, other than a person's personal circumstances, financial or otherwise.

6.2. State Planning Policy

The following State interests, as identified in the State Planning Policy (SPP), are relevant to the subject site and proposed development:

Theme	Interest
Environment and heritage	Cultural heritage • State heritage place
	Natural hazards, risks and resilience ○ Flood hazard area – local government flood mapping area
Infrastructure	Strategic airports and aviation facilities ○ Obstacle limitation surface area ○ Lightning area buffer 6km Wildlife hazard buffer zone

We understand the Planning Scheme integrates these State interests appropriately and therefore assessment against the State Planning Policy is not required.



6.3. Regional Plan

The subject site is identified within the Urban Footprint under the SEQ Regional Plan (ShapingSEQ 2023). Furthermore, the site not identified within a SEQ Development Area.

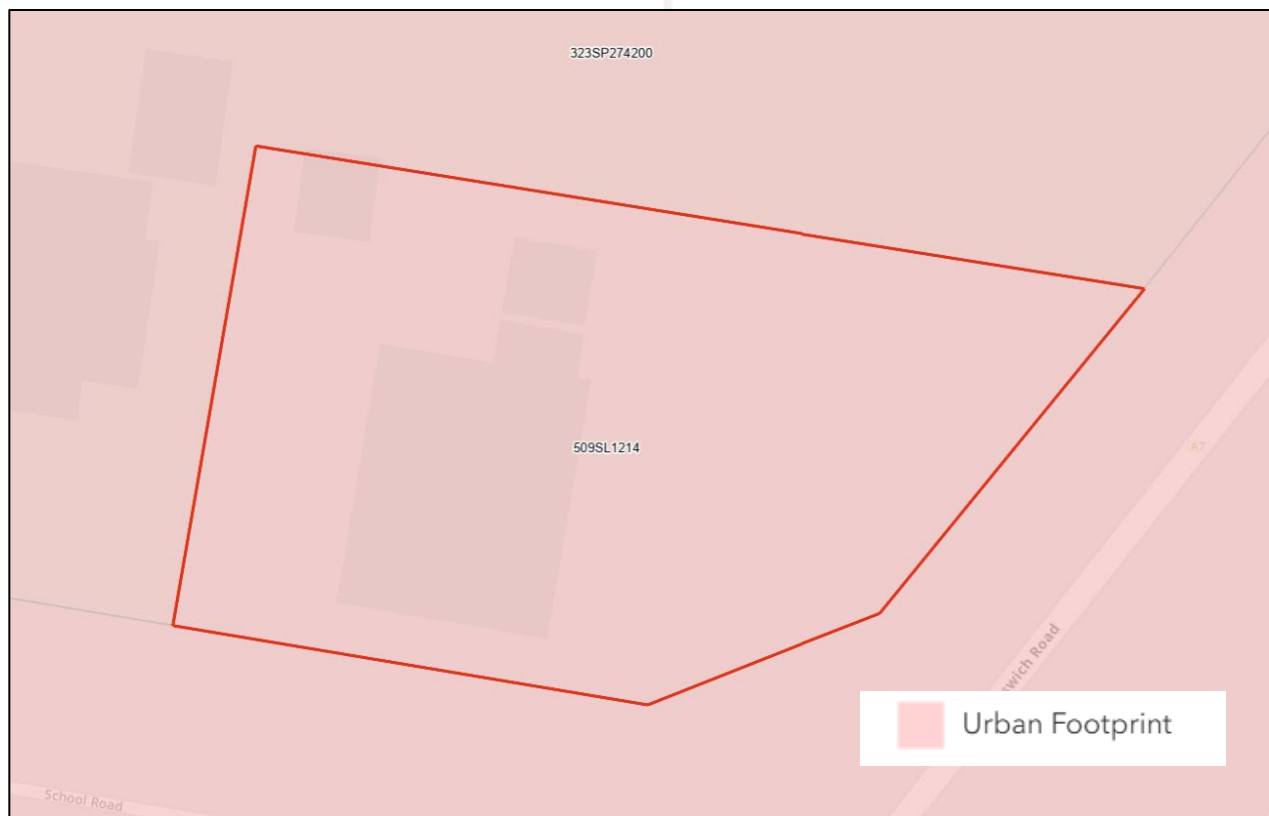


Figure 7 - Map extract showing Regional Plan designation (Source: DAMS mapping)

The Planning Scheme appropriately advances the SEQ Regional Plan (ShapingSEQ 2023).

6.4. Regulated Requirements Prescribed in the Planning Regulation 2017

The regulated requirements prescribed in the Planning Regulation are appropriately reflected in full in the Planning Scheme.

6.5. Designated Premises

The Subject Site is not a Designated Premises.

6.6. Referrals

The State Assessment Referral Agency is applicable in this instance as the application involves a development on a Queensland heritage place

The subject site is impacted by the following DAMS mapping layers:

- Queensland heritage place



Figure 8 - Map extract showing Heritage Place designation (Source: DAMS mapping)

An assessment of Schedules 9 and 10 of the Planning Regulation confirms that the application involves referral to the agencies specified in the following sections.

6.6.1 Matters Requiring Referral to the Chief Executive of the Planning Regulation 2017
The State Assessment and Referral Agency (SARA) acts as the referral agency for all matters that require referral to the Chief Executive of the Planning Regulation. The following provides a summary of the matters requiring referral to SARA.

Referral requirement	Referral agency and role	Assessment benchmarks	Location of Response
Schedule 10, Part 8, Division 2, Subdivision 1, Section 15 (2)	Department of Environment, Technology, Science & Industry (DETSI) (Concurrence) for a Material Change of Use to a Queensland Heritage Place	SDAP Code 14	Attachment G

A copy of the Development Assessment Mapping System (DAMS) searches is provided within **Attachment A**.



7. Local planning framework

7.1. Planning Scheme

The proposed development has been lodged pursuant to and assessed against the relevant provisions of the *Brisbane City Plan 2014 (Planning Scheme)* as detailed in the following sections.

7.2. Use Definition

The proposed development is for Material Change of Use (Office). For the purposes of the Planning Scheme, the proposal can be defined as incorporating the following uses:

Use	Definition
Office	a. means the use of premises for— i. providing an administrative, financial, management or secretarial service or function; or ii. the practice of a profession; or iii. providing business or professional advice or services; but b. does not include the use of premises for making, selling or hiring goods.

As defined under *Schedule 2* of the *Planning Act 2016* a Building Work component is identified as the following:

Schedule 2 - Definition

(b) for a Queensland heritage place, includes—

(i) altering, repairing, maintaining or moving a built, natural or landscape feature on the place;

As the proposed development involves altering the natural and landscape features of the site (earthworks affecting natural ground level), Buildings Work is triggered.

7.3. Category of Development and Assessment

The proposal is assessable development and triggers Impact assessment.



7.4. Applicable Assessment Benchmarks

As the application is subject to Impact assessment, it is assessable against the entire Planning Scheme, to the extent relevant. The following assessment benchmarks are considered relevant to the development application and have been addressed as part of this application in the location shown in the table below:

Assessment Benchmark	Responsible Consultant	Response Location
Strategic Framework	Saunders Havill	Planning Report
Stephens district neighbourhood plan Code	Saunders Havill	Attachment B
Centre or Mixed Use Code	Saunders Havill	Attachment B
Community Facilities Zone Code	Saunders Havill	Planning Report
Infrastructure Design Code	Saunders Havill	Attachment B
Landscape Work Code	Saunders Havill	Attachment B
Stormwater code	Saunders Havill	Attachment B
Transport, Access, Parking and Servicing Code	Saunders Havill	Attachment B
Bicycle Network Overlay Code	Saunders Havill	Attachment B
Heritage Overlay Code	Saunders Havill	Attachment B
Road Hierarchy Overlay Code	Saunders Havill	Attachment B
Streetscape Hierarchy Overlay Code	Saunders Havill	Attachment B

The other primary secondary codes (including the Filling and Excavation, Multiple Dwelling Code, Outdoor Lighting Code, Park and Planning and Design Code, Retirement and Residential Care Facility Code & Wastewater Code) are not considered relevant for this application and have not been assessed.



7.5. Strategic Framework

The application is Impact Assessable therefore assessable against the City Plan 2014 in its entirety. An assessment is provided below against the relevant sections of the Strategic Framework. The specific outcomes and land use strategies SO19-SO22 and L22 of Theme 2: Brisbane's outstanding lifestyle and Element 2.1 are relevant to the proposal. The specific outcome SO2 is relevant to the proposal.

Element 2.1 – Brisbane's identity

Table 3.4.2.1—Specific outcomes and land use strategies

Specific outcomes	Land use strategies	Response
Heritage, character and cultural values		
SO19 Brisbane important buildings and places that are important to the city's history are protected.	L19.1 Heritage places of important local (city-wide) or State cultural heritage significance or special significance to Aboriginal people are identified and protected in accordance with the principles of The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance.	The building is to be protected from any alterations or demolition. Furthermore, the proposed building work associated with the proposed car park does not detract from the heritage elements of the existing built form. The car parking and landscaping complement the existing built form and add streetscape value when viewed from Ipswich Road.
	L19.2 The adaptation or re-use of a heritage place that conserves the cultural heritage significance of the place is supported.	The heritage building is to be retained and re-used as an Office which will retain the significance of the place.
	L19.3 Development on or adjoining a heritage place protects the cultural heritage significance of the place.	As stated above, the heritage building is to be retained and re-used as an Office which will retain the significance of the place. No additional building is proposed with exception to proposed additional car parking spaces and landscaping. The car parking and landscaping complement the existing built form and add streetscape value when viewed from Ipswich Road.



SO20 Brisbane's distinctive suburban identity is reinforced by its character housing precincts.	L20.1 Character buildings built in 1946 or before are protected via overlays.	The site is protected by the Heritage Overlay (local and state heritage place).
	L20.2 Development proposals maintain the traditional building character housing that individually and collectively contributes to the distinctive character of the area and streetscape.	Not applicable. The surrounding character housing is protected and not impacted by the proposed development.
	L20.3 Traditional housing styles and materials, such as timber and tin and masonry construction, are recognised as being important to character areas and are retained. Surrounding development respects traditional design elements while allowing for compatible innovative design responses.	Not Applicable.
	L20.4 Development accords with neighbourhood plans which: a. refine character aspects and overlays to better balance the demand for growth with character protection; b. identify locally responsive strategies to better integrate character buildings and precincts with anticipated growth and development.	The proposed development is consistent with the Stephens District Neighbourhood Plan Code.
	L20.5 Other small shop and office buildings known as commercial character buildings: a. are protected from being demolished, removed or significantly altered and are afforded qualified commercial use for low-impact activities to ensure	Not Applicable. The site doesn't contain a commercial character building.



	their continued contribution to the local character and lifestyle of the city; b. fulfil a complementary role to other non-residential and centre uses in the growth areas of the city.	
SO21 Brisbane residents' appreciation of character areas, heritage buildings and the city's history is increased.	L21.1 Development and public domain design protects and directs attention towards local views of landmark heritage or character elements or iconic vistas identified in neighbourhood plans and overlays.	Not Applicable.
	L21.2 Development provides noteworthy information regarding the cultural or historic significance of a site through works such as local heritage trails and interpretive signage.	Given the scale of the site and the fact that it's privately owned, it is not considered appropriate or necessary to provide any additional works such as local heritage trails or interpretive signage.
	L21.3 Public domain design and public art complements or interprets local history and character elements.	Not Applicable
SO22 The cultural connections that Aboriginal people have to Brisbane are recognised, maintained and protected in accordance with the <i>Aboriginal Cultural Heritage Act 2003</i>.	L22.1 Public domain design promotes Aboriginal and Torres Strait Islander art and culture and acknowledges the history of Traditional Owners in locations of high cultural significance.	Not Applicable
	L22.2 Culturally significant sites and cultural landscapes are identified, protected and maintained.	Not Applicable
	L22.3	Not Applicable



Meeting Places of contemporary importance to the Aboriginal and Torres Strait Islander communities are protected and maintained.

Element 2.4 – Brisbane’s community facilities, services, open space and recreation infrastructure

Table 3.4.5.1 – Specific outcomes and land use strategies

Specific outcomes	Land use strategies	Response
SO2 Brisbane's existing and planned community facilities and services are protected and appropriately located.	L2.1 Potential amenity impacts from the development of community facilities or services in residential neighbourhoods will be considered in relation to the community benefit that the facility or service will provide to the broader community.	The existing use is not for community facilities and services.
	L2.2 Development protects the land allocated for community facilities such that if uses cease: a. where the community purpose is still required by the community, it is retained by integration with the new use; b. the land is re-used for another community purpose needed by the local community; c. the land is only to be used for another purpose where it can be shown that the use has relocated or is absolutely no longer required by the Brisbane community.	The proposed development will still protect Brisbane's existing and planned community facilities (refer to Section 9.1.1 below).



L2.3

The redevelopment of government and institutional sites for a use not fulfilling a community facilities purpose is to ensure that the use integrates with the surrounding area and provides greater and direct compensatory community benefits that meet identified needs.

The proposed development is an effective redevelopment of the existing community facility. The proposed office use integrates seamlessly into the surrounding area as the use is low impact, low traffic generating and no adverse impacts are created as part of the office use.

7.6. Stephens District Neighbourhood Plan

An assessment of the overall outcomes for the Stephens district neighbourhood plan is included below:

Overall Outcome	Response
a. Character housing is complemented by new housing types that meet the needs of the community.	The proposal does not include residential use or any new building. The existing State and local heritage building will be maintained which complements the surrounding character housing on School Road.
b. Multiple dwellings are not accommodated in the Low density residential zone	The proposed use is not within the Low density residential zone.
c. Development protects the functionality and efficiency of Ipswich Road by providing direct lot access from lower order roads.	Due to the site constraints/grades and need to protect the existing building, it is not possible to provide safe access to the site from the lower order road (School Road). Therefore, the proposed access to the site (left in/ left out via Ipswich Road) is the most appropriate given the circumstances and still protects the functionality and efficiency of Ipswich Road.
d. The traditional character of the commercial and shopping areas at Annerley Junction and Chardons Corner is reinforced and their pedestrian and landscape amenity enhanced.	The proposal is not located within any of the specified commercial and shopping areas.
e. Significant environmental features such as Toohey Forest, Rocky Water Holes Creek	The proposal does not impact upon Toohey Forest, Rocky Water Holes Creek or Stable Swamp Creek.



and Stable Swamp Creek are preserved for their ecological and recreational values.

As such, the proposed development achieves the overall outcomes sought from the Stephens District Neighbourhood Plan.

7.7. Community Facilities Zone

The subject site is within the Community Facilities (Emergency Services Precinct) Zone of the Planning Scheme as shown below.

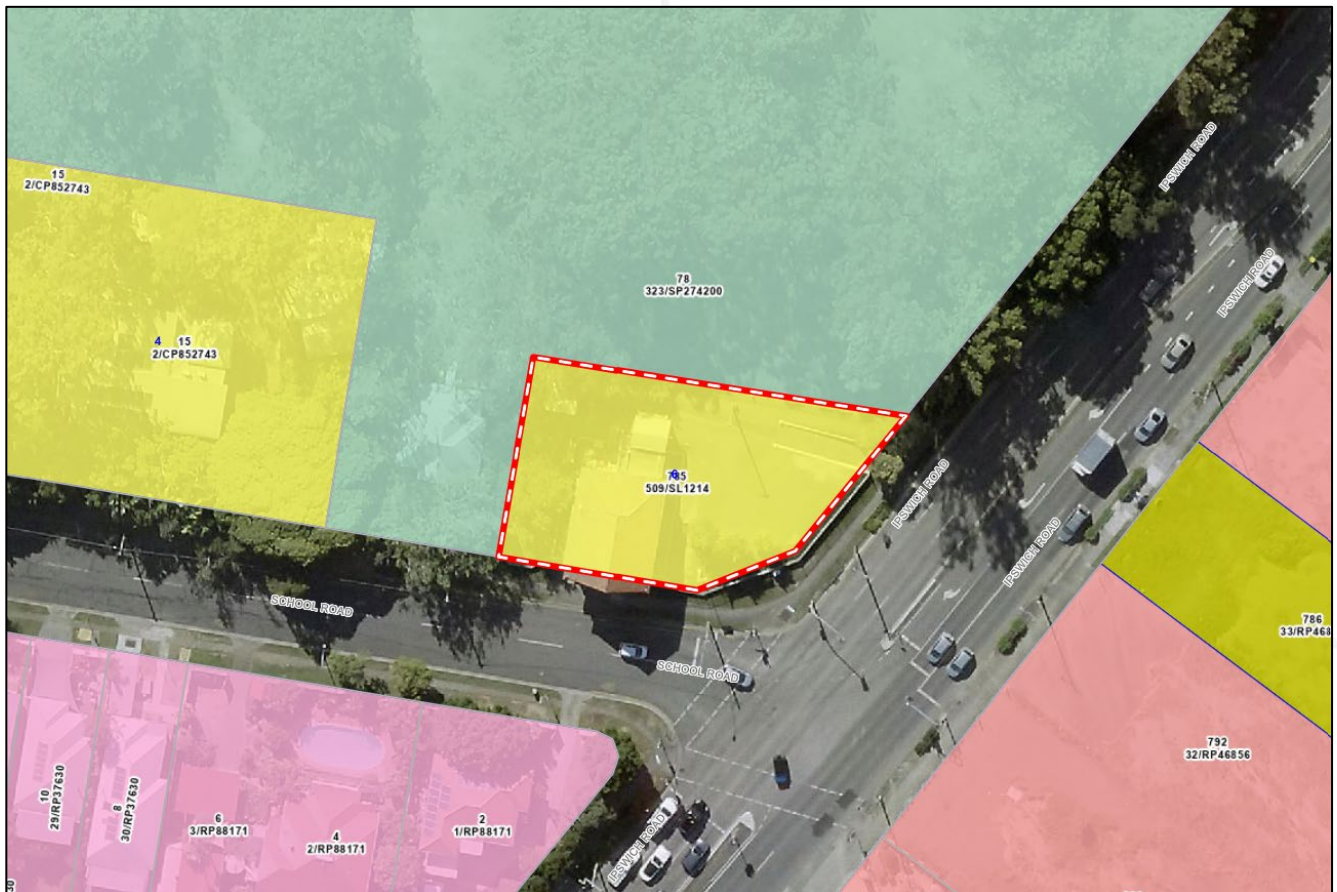


Figure 3: Planning Scheme zoning (Source: Brisbane City Plan 2014)

A review against the overall outcomes of the Community Facilities Zone has been undertaken by Saunders Havill.

4. Development Location and Uses Overall Outcomes

Overall Outcome	Response
a. Development provides for the continued use of the land for community facilities identified as appropriate for the particular Community facilities zone precinct.	The building was decommissioned for emergency services purposes in 1974. The ability to re-use this existing building for emergency purposes requires work that would alter the heritage fabric of the building internally and externally. As such, an alternative use which is low impact and requires no work damaging the heritage of the building is sought.
b. Development enables community facilities to play a key role in developing and maintaining community networks, services and community health and wellbeing and contributes to the city being well served with community buildings, facilities, spaces and activities meeting the diversity of community needs.	The proposed development is located in a previously decommissioned fire station which was converted to an office as part of the decommission in 1974. Whilst the development is for an office use, the proposal does not prejudice other sites for community uses.
c. Development provides for both privately owned community facilities and community facilities that are owned or operated by federal, state or local government.	The proposed private use has been previously supported by Brisbane City Council on two separate occasions, most recently in 2017 under City Plan 2014.
d. Development ensures that where a use within a Community facilities zone precinct ceases and is no longer fulfilling the intended purpose of the relevant zone precinct, that it is replaced with another community facility.	It is important to recognise that the use of the existing building as an 'Office' has already been considered and approved by Council twice (once in 2001 and once in 2017). Most recently (Council reference: A004600347), this application was assessed and approved under City Plan 2014, noting that the current planning provisions of the Community Facilities Zone Code and the Strategic Framework, as they relate to the Community facilities zone, have not materially changed since the approval was issued in 2017. In approving the previous application, Council accepted that the adaptive reuse of the former Yeronga Fire Station for Office purposes was an appropriate planning outcome having regard to the heritage status



	of the building, its historical transition away from an operational emergency services function, and the practical limitations associated with re-establishing an emergency services or alternative community facilities use within the existing heritage-listed building.
e. Development that limits the ongoing operation and expansion of an existing community facility or prejudices the establishment of a new community facility appropriate to the relevant zone precinct is not accommodated.	The proposed development located within the Emergency Services Precinct cannot operate as another emergency service use due to the work required to upgrade the building to a standard that would be required. Queensland Emergency Services decommissioned the building in 1974 as it was not fit for purposes.
f. Development in a particular zone precinct is predominantly for community facilities that are envisaged in that zone precinct, unless an appropriate adaptation of the premises for another community facility use can be demonstrated.	The physical scale of the building further limits its suitability for broader community facility functions. The existing building has a floor area of only 242m², which is substantially less than the indicative floor space allocations generally anticipated for many forms of community space, community service facilities or community group premises (as outlined in 'Chapter 13 Community facilities' of the Infrastructure design planning scheme policy. As a result, the building is unlikely to function effectively as a general community hub or multi-purpose community facility without relying on substantial additional space, ancillary facilities or external areas that are not readily available on the site.
g. Development improves the use of existing community facilities infrastructure to ensure accessibility and multiple uses.	The proposed development builds on the existing infrastructure for the newly proposed use. The upgrade of the existing site access along Ipswich Road is an excellent example to ensure the site is aligned with the current Australian Roads standards.
h. Development for a use not anticipated in the relevant zone precinct may be accommodated where it is demonstrated that the proposal is safe, well designed,	The proposed development retains the key heritage elements of the building, upgrades the existing landscaping and access to the site. This improves the safety and vehicle access to the site and revitalises the current



integrated with the surrounding area and offers compensatory community benefits.

unappealing landscaping elements along Ipswich Road.

The proposed development meets the criteria set out in the overall outcomes on the following basis:

i. Development:

- i. is appropriately located according to the type of proposed use;
- ii. is highly accessible and preferably integrated and co-located with complementary uses where possible;
- iii. is of a scale, height and bulk that provides a high level of amenity;
- iv. is generally consistent with the character of the area;
- v. transitions sensitively to surrounding uses.

- i. The proposed Office use is appropriately located along a major road and adjacent to a centre currently under construction. The site complements the surrounding Community Facility located to the west of the subject site, there are no extensions to the existing built form that would encroach on the neighbouring community use.
- ii. The site is highly accessible by providing an oversupply of car parking to ensure that impacts to Ipswich Road are minimised.
- iii. The proposal retains the existing built form with no proposed additional elements.
- iv. The proposal retains the existing heritage character of the Yeronga Fire Station as no building works to the existing building are proposed.
- v. The proposed development retains the existing two storey built form which is sought for neighbouring development and reflects a scale and intensity synonymous with the surrounding character.

- j. Development is supported by complementary uses of an appropriate scale and purpose which directly serve the employees and activities of the relevant zone precinct and do not compromise the commercial, retail or community service

The proposed development is supported by complementary uses of the neighbouring centre which is currently under construction approved under A005376233.



role and function of nearby centre activities.

5. Development Form Overall Outcomes

Overall Outcome	Response
a. Development for a major government facility or service is of a form tailored to the particular operational, functional and locational requirements of the use.	The proposed development is not applicable as this is not for a major government facility.
b. Development creates a variety of building forms, materials and facade treatments.	The proposed development as located on both State and Local Heritage Register does not propose alterations to the existing façade and retains existing materials and treatments. As such, this overall outcome is not applicable.
c. Development manages amenity impacts (including glare, odour, light, noise, traffic, parking, servicing and hours of operation) and provides a sensitive transition between a use in the Community facilities zone and adjoining sensitive uses.	The proposed development is for a low impact use, an Office within an existing built form. The proposed development is not seeking for hours of operation outside of 8pm or works starting prior to 6am. The proposal allows for a compliant number of car parking space to minimise on street parking with School Road. As such, the proposed development is seen to comply with the overall outcome.
d. Development supplies infrastructure, service and utilities at a level that is commensurate with the level of service demands generated by the use.	The proposed development utilises the existing infrastructure onsite. The site is connected to appropriate reticulated sewer, water and retains the existing gully inlet pits in the road reserve.
e. Development maximises road, rail, public transport and active transport connections and accessibility between community facilities and key destinations to ensure efficient and safe movement of people and goods and a high level of accessibility for visitors, patrons and employees of the community facility use.	The subject sites location along Ipswich and School Road benefits from numerous high frequency public transport options for employees and visitors. The proposal is walking distance to both the Yeronga and Yeerongpilly Train station with several bus network operating along Ipswich Road. This provides a high level of public transport outcomes for the site and high level of accessibility. As such, this proposal complies with the overall outcome.



- f. Development is designed, constructed and operated to maintain the safety and security of people and property.

The proposed development retains the existing built form and will incorporate fencing where appropriate to provide safety for employees and property. Therefore, complying with the overall outcome.

- g. Development achieves a satisfactory standard of environmental performance by adopting principles of innovative, sustainable and efficient design, construction and operation to encourage water conservation and responsiveness to climate.

The proposed development is limited with the adopting levels of environmental performance due to the nature of the heritage building. Where appropriate the Office will adopt innovative and sustainable solutions.

- h. Development for a community facility that is a major economic driver, such as a hospital, consolidates its role in facilitating growth in allied fields such as medical research and product development drawing visiting research academics and clinical professionals to the region and functioning as a major employment generator.

The proposed use sought is for an Office, as such this is not considered to be a key economic driver and is not applicable.

- i. Development responds to land constraints, mitigates any adverse impacts on environmental values and natural features, and addresses other specific characteristics as identified by overlays affecting the sites or in a code applicable to the development.

The proposed development responds to land constraints through upgrading the existing crossover to Ipswich Road. The proposal enhances the existing natural features through additional landscaping which creates an appealing streetscape outcome. As such, complying with the overall outcome and enhancing the subject site.

- j. Development for a use other than a community facility that is provided in conjunction with a community facility use incorporates a design that allows for reasonable adaptability and expansion, where necessary, of the community facility.

The proposed development is for a use other than a Community Facility Use. The purpose of the Office use is that it can be accommodated within the existing built form with minimal change. The proposed Office use represents an appropriate adaptive reuse of the former community facility building and does not prejudice any realistic ongoing requirement for the site to be used for emergency services or another community purpose. It is noted that the site will continue



to remain within the Community Facilities Zone so the proposed development doesn't limit the site from being used for another community facility use in future (if required).

9. Emergency Services Zone Precinct

Overall Outcome	Response
a. Development provides facilities for government bodies or community organisations that respond to community needs for the protection of persons, property and the environment, offering essential emergency services and disaster management responses, as well as supporting activities such as administration and training facilities.	The building was decommissioned as a fire station in 1974 following the relocation of operations to Acacia Ridge, reflecting that the premises could no longer reasonably accommodate the operational requirements of a contemporary fire and emergency services facility. It is therefore not a realistic expectation that the site is able to retained and reused for emergency services purposes. As such, this overall outcome is not applicable.

As such, the proposed development achieves the overall outcomes sought from the Community Facilities Zone Code and should be approved subject to relevant and reasonable conditions.



7.8. Overlays

The subject site is affected by the following Planning Scheme overlays:

Overlay	Comment
Airport Environs Overlay	The Airport Environs Overlay has no impact on the proposed re-use of the existing building.
Bicycle Network Overlay	The proposed development has been assessed against the Bicycle Network Overlay Code as outlined in Attachment B .
Critical Infrastructure and Movement Network Overlay	The Critical Infrastructure and Movement Network Overlay has no impact on the proposed re-use of the existing building.
Heritage Overlay	The proposed development has been assessed against the Heritage Overlay Code as outlined in Attachment B .
Industrial Amenity Overlay	The Industrial Amenity Overlay is not applicable for a Material Change of Use involving an Office.
Road Hierarchy Overlay	The proposed development has been assessed against the Road Hierarchy Overlay Code as outlined in Attachment B .
Streetscape Hierarchy Overlay	The proposed development has been assessed against the Streetscape Hierarchy Overlay Code as outlined in Attachment B .
Transport Air Quality Corridor Overlay	The proposed development has been assessed against the Transport Air Overlay Code as outlined in Attachment B .
Transport Noise Corridor Overlay	The proposed development has been assessed against the Transport Air Quality Corridor Overlay Code as outlined in Attachment B .



8. Infrastructure Planning

8.1. Local Government Infrastructure Plan

A review of the Local Government Infrastructure Plan (LGIP) in relation to the subject site and proposed development has been undertaken. It is noted that the subject site is within the boundaries of the Priority Infrastructure Area (PIA).

8.1.1 Trunk Infrastructure

The proposed development is affected by the following trunk infrastructure:

Trunk Infrastructure	Description
LGIP ID – ANN-RC-007 	Future road corridor project between Cracknell Road and School Road. The proposed plans identify the extent of land dedication required for the future widening of Ipswich Road. No works are proposed within this future land dedication area so the proposed development will not prejudice this future road widening.

8.2. Infrastructure Charges and Credits

The *Brisbane Infrastructure Charges Resolution (No. 14)* (the Resolution) was adopted by Council and came into effect on 1 July 2025. The Resolution is in accordance with the Planning Act and sets out certain requirements for infrastructure charges, including maximum charges that can be applied for different types of development.



9. Key Considerations

9.1. Merits of Proposal

An assessment of the proposal has been carried out against the relevant assessment benchmarks. The following provides a summary of the key matters relevant to the proposal:

9.1.1 Support for the Use

The site is located within the Community facilities (Emergency services) zone as the site was previously used for Emergency Services (Former Yeronga Fire Station). The purpose of the Emergency services zone precinct is generally to provide facilities for government bodies or community organisations that respond to community needs for the protection of persons, property and the environment, offering essential emergency services and disaster management responses.

While the importance of protecting Brisbane's existing community facilities and services is acknowledged, it is also important to note that the planning scheme (Community Facilities Zone Code and the Strategic Framework) also recognises that there may be circumstances where alternative land uses are appropriate.

Land Use Strategy L2.2 within Theme 2 of the Strategic Framework specifically states that:

"Development protects the land allocated for community facilities such that if uses cease:

- a) where the community purpose is still required by the community, it is retained by integration with the new use;*
- b) the land is re-used for another community purpose needed by the local community;*
- c) the land is only to be used for another purpose where it can be shown that the use has relocated or is absolutely no longer required by the Brisbane community."*

In this instance, the former Yeronga Fire Station was constructed in the 1930s for a specific emergency services function and has been entered in the Queensland Heritage Register and the Local Heritage Register so there are limits to what can be done to the Structural components of the building.

The building was decommissioned as a fire station in 1974 following the relocation of operations to Acacia Ridge, reflecting that the premises could no longer reasonably accommodate the operational requirements of a contemporary fire and emergency services facility. It is therefore not a realistic expectation that the site is able to retained and reused for emergency services purposes.

Furthermore, while the land remains within the Community facilities zone (and could conceivably be used for a different type of community facilities use), the heritage characteristics of the existing building significantly limit the range of alternative community purposes that could reasonably be accommodated without substantial works to the building.



Many community-oriented uses also have operational requirements that are difficult to accommodate within a constrained heritage building. For example, uses such as a Childcare Centre, Health care service or similar community activity generally require purpose-designed internal layouts, contemporary access arrangements, specialised amenities, servicing areas, acoustic separation, fire safety upgrades and, in some cases, dedicated outdoor or activity spaces. Retrofitting these requirements into the former fire station would likely necessitate a level of intervention that is inconsistent with the objective of conserving the building's heritage fabric, layout and setting.

The physical scale of the building further limits its suitability for broader community facility functions. The existing building has a floor area of only 242m², which is substantially less than the indicative floor space allocations generally anticipated for many forms of community space, community service facilities or community group premises (as outlined in 'Chapter 13 Community facilities' of the Infrastructure design planning scheme policy. As a result, the building is unlikely to function effectively as a general community hub or multi-purpose community facility without relying on substantial additional space, ancillary facilities or external areas that are not readily available on the site.

By comparison, an Office use can be accommodated within the existing building envelope with limited physical change, maintains active occupation and ongoing maintenance of the heritage place, and provides a low-impact use that is compatible with the site's location, access arrangements and surrounding land use context.

On this basis, the proposed Office use represents an appropriate adaptive reuse of the former community facility building and does not prejudice any realistic ongoing requirement for the site to be used for emergency services or another community purpose. It is noted that the site will continue to remain within the Community Facilities Zone so the proposed development doesn't limit the site from being used for another community facility use in future (if required).

Finally, it is also important to recognise that the use of the existing building as an 'Office' has already been considered and approved by Council twice (once in 2001 and once in 2017). Most recently (Council reference: A004600347), this application was assessed and approved under *City Plan 2014*, noting that the current planning provisions of the Community Facilities Zone Code and the Strategic Framework, as they relate to the Community facilities zone, have not materially changed since the approval was issued in 2017. In approving the previous application, Council accepted that the adaptive reuse of the former Yeronga Fire Station for Office purposes was an appropriate planning outcome having regard to the heritage status of the building, its historical transition away from an operational emergency services function, and the practical limitations associated with re-establishing an emergency services or alternative community facilities use within the existing heritage-listed building.



10. Conclusion

FORMPLUS PROPERTY 1 PTY LTD A.C.N. 685 033 890 TRUSTEE UNDER INSTRUMENT 724002793 who seeks to develop land situated at 785 Ipswich Road, Yeronga for the purposes of Material Change of Use (for an Office) and Building Work within the heritage overlay. In particular, the proposal will involve changing the existing use from Emergency Services (Fire Station) to an Office. The proposed building works involve the construction of a new car park onsite.

This Town Planning Report and accompanying specialist reports / plans have assessed the proposed development against the provisions of the *City Plan 2014* and other relevant legislation. Based on this assessment we believe that the proposal complies with the following key planning outcomes:

- The proposal development retains the key heritage fabric of the existing building;
- The proposed building works are ancillary to, and do not detract from, the built form of the existing heritage place;
- The proposal has been previously supported on two separate occasions by Brisbane City Council and is therefore considered a consistent planning outcome for the site;
- The proposed Office use represents an appropriate adaptive reuse of the former Yeronga Fire Station, noting the building is no longer suitable for contemporary emergency services purposes and its heritage constraints, limited floor area and established built form limit its practical use for alternative community facility purposes;
- The complimentary landscaping aspects enhance the streetscape appeal when viewed from both School and Ipswich Road, while maintaining appropriate view lines to the existing heritage place.

It is therefore recommended that the proposed development be approved, subject to relevant and reasonable conditions.

