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2 November 2026

Ref: WTJQ26-125
Contact: Darcy Thynne



WILLOWTREE PLANNING

PLANNING ASSESSMENT REPORT:

Development Permit for Material Change of Use (Multiple Dwelling – 10 Dwellings)

42 Church Road, Zillmere QLD 4034
Lot 4 on RP86118

—

Prepared by Willowtree Planning Pty Ltd on behalf of Steller Church Pty Ltd

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WILLOWTREE
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In the spirit of reconciliation and recognition, Willowtree Planning acknowledges the Traditional Owners of this Country throughout Australia and their continuing and ongoing connections to land, waters and community. We show our respect to Elders – past and present. We acknowledge that we stand on this Country which was and always will be recognised as Aboriginal Land. We acknowledge the Traditional Owners of the Lands in this Local Government Area, belonging to the local Aboriginal People, where this proposal is located.

DOCUMENT CONTROL TABLE			
Document Reference:	WTJQ26-125 – Planning Assessment Report		
Contact	Darcy Thynne		
Version and Date	Prepared by	Checked by	Approved by
Version No. 1 – 2/11/2026	Sophia Constantine Town Planner	Darcy Thynne Associate (QLD)	Ben Russell Director (QLD)
			

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PART A PRELIMINARY

1.1 INTRODUCTION

This Planning Assessment Report has been prepared by Willowtree Planning Pty Ltd (Willowtree Planning) on behalf of Steller Church Pty Ltd (the Applicant) and is submitted to Brisbane City Council (Council) to support a development application made over the land at 42 Church Road, Zillmere QLD 4034, legally described as Lot 4 on RP86118 (the Site).

The proposed development involves ten (10) townhouse-style dwellings, each with its own ground-level access and car parking. The development will be four (4) storeys and under 11.5m in building height. The townhouse form suits this location and meets the demand for this type of housing in the area. It will also add to the housing supply and the range of housing choices available locally. The Site is located within a reasonable walking distance of a District Centre and Zillmere Station (approximately 15 minutes). While the Site is not strictly considered a Key Location under the Planning Scheme definition, the access to the nearby centre activities and availability of convenient alternative transport modes is to be noted.

Specifically, the Applicant is seeking development approval for the following aspects of development:

- **Development Permit** for **Material Change of Use (Multiple Dwelling).**

The Site is located in the *Brisbane Local Government Area* (LGA) and is mapped as being in the Low-medium density residential (3 or 4 storey mix) zone of the *Brisbane City Council City Plan 2014 - Version 37* (Planning Scheme). It is not located within a neighbourhood plan area, but is subject to a range of overlays which have been considered as part of the proposed design.

Pursuant to the tables of assessment within Part 5 of the Planning Scheme, the proposed development is categorised as **impact assessable** and will be assessed accordingly.

This Planning Assessment Report provides greater detail on the nature of the proposed development and provides an assessment of the proposal against the planning intent and code requirements of the relevant statutory documents.

Proposal Plans have been prepared to further detail the proposal and are included in **Appendix 4**. A series of technical reports have also been prepared in support of the proposed development and form part of the application material.

The proposal has been demonstrated to generally comply with the relevant acceptable outcomes, performance outcomes and overall outcomes of the assessment benchmarks.

The structure of the Planning Assessment Report is as follows:

- **Part A** Preliminary
- **Part B** Site Analysis
- **Part C** Proposed Development
- **Part D** Legislative and Policy Framework
- **Part E** Planning Assessment
- **Part F** Key Matters
- **Part G** Conclusion

In summary, the assessment has found the proposed development is appropriate for the Site both from a statutory planning and contextual perspective. It is therefore requested that the application be viewed favourably by Council and approved subject to reasonable and relevant conditions.

1.2 DEVELOPMENT SUMMARY

TABLE 1. DEVELOPMENT STATISTICS	
Site Details	
Address	42 Church Road, Zillmere QLD 4034
Legal Description	Lot 4 on RP86118
Site Area	1,012m2
Landowner	Steller Church Pty Ltd
Tenure	Freehold
Easements	None
Local Government	Brisbane City Council
Local Government Matters	
Planning Scheme	*Brisbane City Council City Plan 2014 Version 37*
Zoning / Precinct	Low-medium density residential (3 or 4 storey mix) zone
Neighbourhood Plan / Precinct	N/A
Overlays	▪ Airport environs overlay o OLS - Horizontal limitation surface boundary sub-category o Procedures for air navigation surfaces (PANS) sub-category o BBS zone - Distance from airport 3-8km sub-category ▪ Bicycle network overlay o Secondary cycle route sub-category ▪ Community purposes network overlay ▪ Critical infrastructure and movement network overlay o Critical infrastructure and movement planning area sub-category ▪ Dwelling house character overlay o Dwelling house character sub-category ▪ Potential and actual acid sulfate soils overlay o Potential and actual acid sulfate soils sub-category o Land above 5m AHD and below 20m AHD sub-category ▪ Road hierarchy overlay o District road sub-category ▪ Streetscape hierarchy overlay o Neighbourhood street minor sub-category
State Government Matters	
DAMS Mapping Layers	▪ SEQ Regional Plan land use categories – Urban footprint ▪ Water resource planning area boundaries
Application Details	
Approval Sought	Development Permit - Material Change of Use
Description	Multiple Dwelling (10 dwellings)
Assessment Manager	Brisbane City Council
Category of Assessment	Impact assessment
Public Notification	Required (15 business days)

Referrals	No
Applicant Details	
Applicant	Steller Church Pty Ltd
Applicant Representative	Darcy Thynne – Associate (QLD) Willowtree Planning Pty Ltd P: 0448 972 959 E: dthynne@willowtp.com.au
Reference	WTJQ26-125

PART B SITE ANALYSIS

2.1 SITE LOCATION AND CHARACTERISTICS

2.1.1 Site Identification

The Site is identified as 42 Church Road, Zillmere, legally described as Lot 4 on RP86118. The Site comprises a rectangularly shaped lot, with a total area of 1,012m^2 and approx. 15.2m frontage to Lancaster Street along the southern boundary.

See **Figure 1** below.

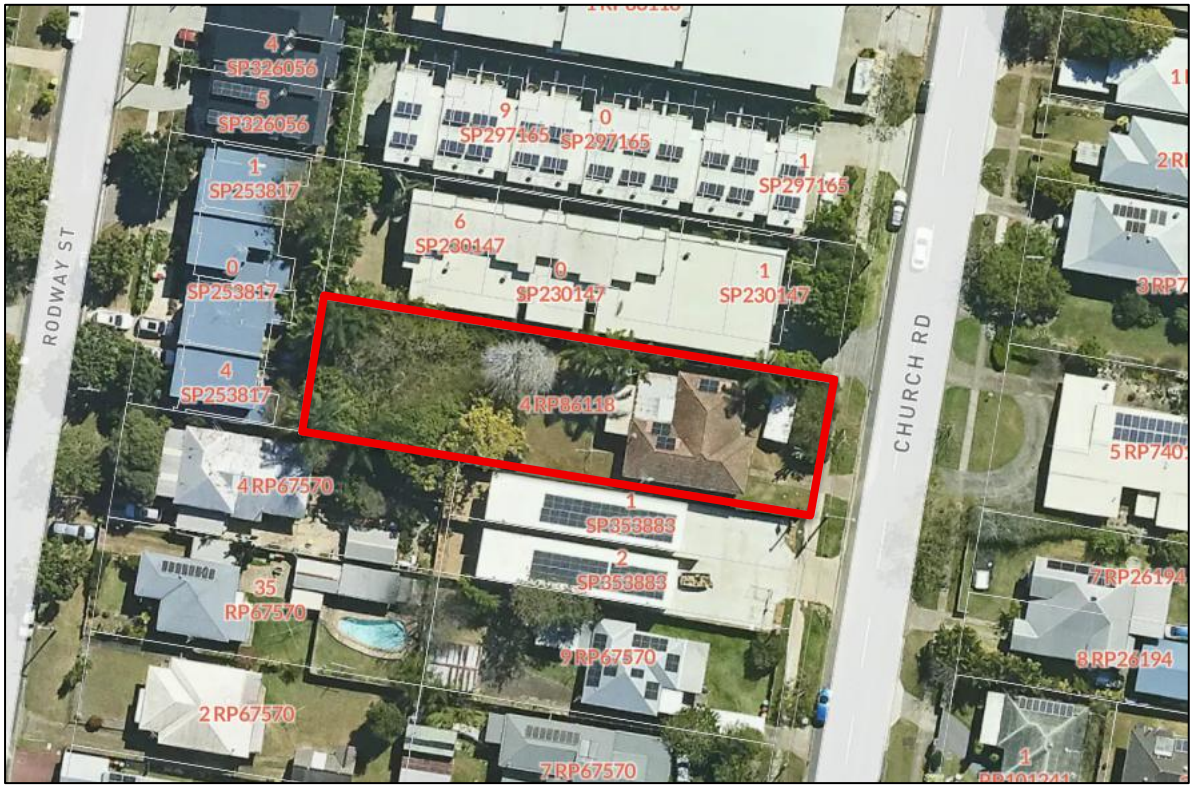


Figure 1. Cadastral Map (Landchecker, 2026)

2.1.2 Existing Use / Improvements

The Site is currently improved by a single-storey detached dwelling house and associated structures, which will be demolished to facilitate the proposed subdivision. Vehicular access is provided via a single crossover at Church Road. The Site is within an established residential area and bordered by neighbouring houses to the south and multiple dwellings to the north and west.

2.1.3 Topography

According to Council's 2023 contours (extracted in **Figure 2** below), the Site falls from an elevation of 19m AHD along the western boundary to 17m AHD along the eastern boundary, with an average grade of 3.1%.

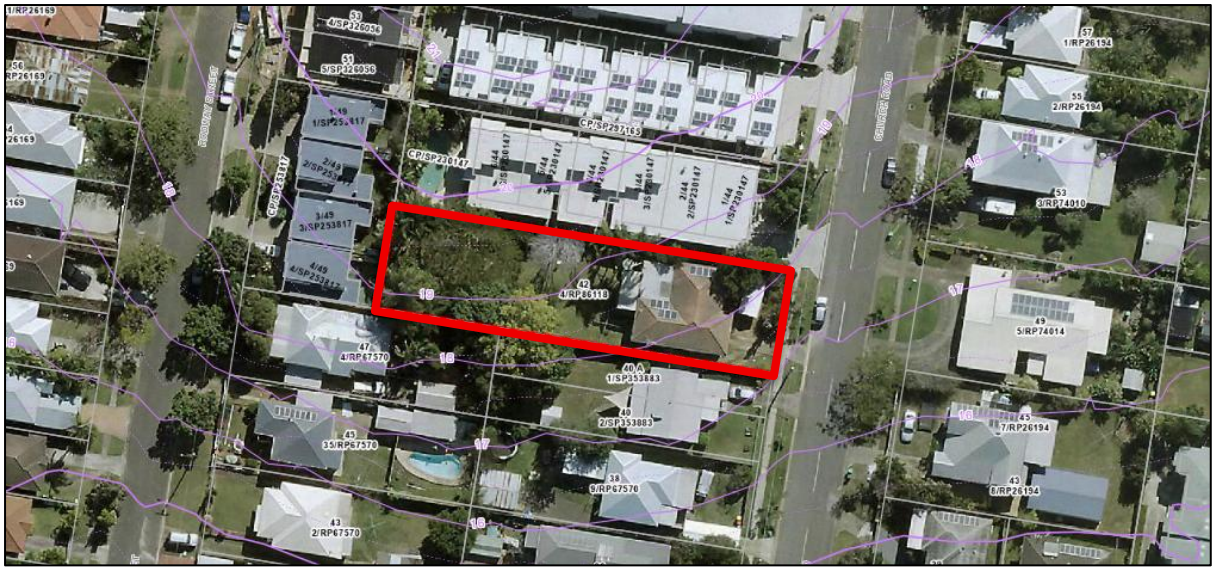


Figure 2. Contours Map (Brisbane City Council, 2026)

2.1.4 Encumbrances

The Title Search included at **Appendix 2** does not identify any easements over the Site.

2.1.5 Vegetation

The Site is not identified as being subject to any mapped environmental values. There is existing street tree which will be removed to make way for a new vehicle crossover.

2.1.6 Servicing

As identified on **Figure 3** below, the Site is proximate to existing infrastructure connections as follows:

- Sewer – existing 150mm reticulation main along Church Road (orange).
- Water – existing 100mm reticulation main along Church Road (blue) with the nearest fire hydrant located along the frontage of the southern adjoining site.
- Stormwater – existing 450mm drainage pipe along Harold Street (green).

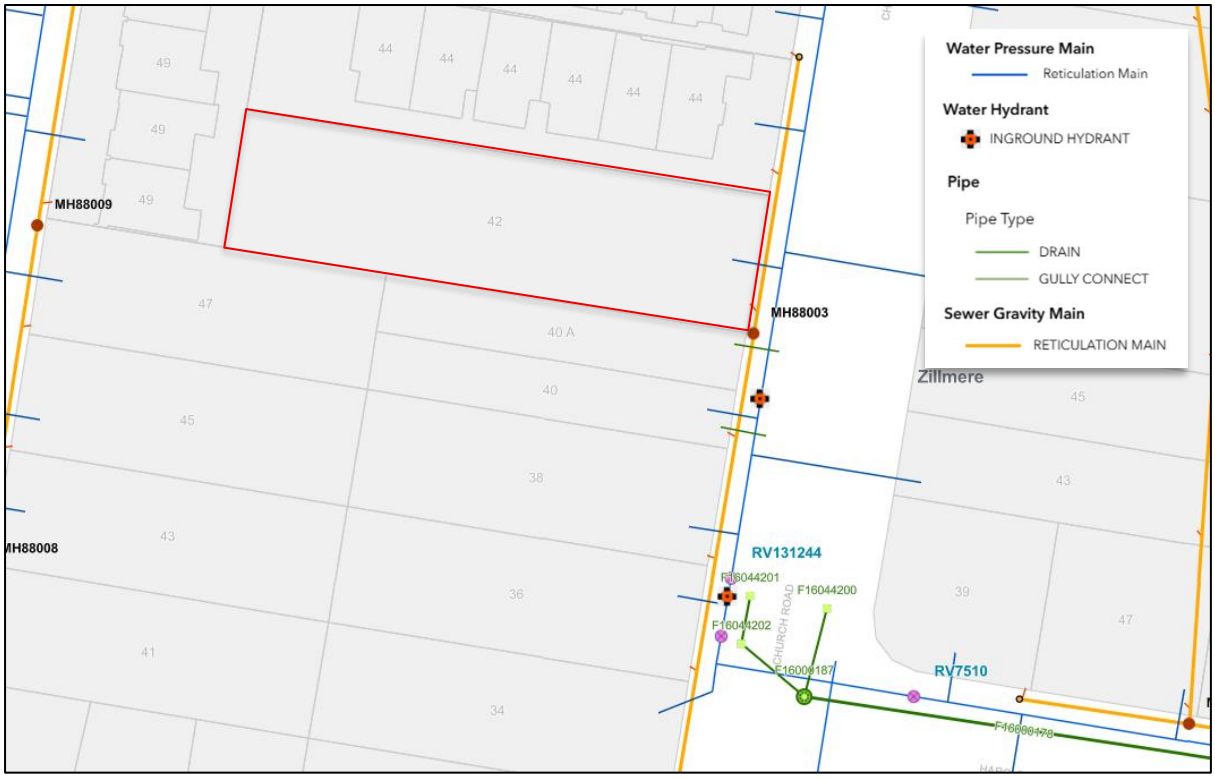


Figure 3: Infrastructure and Services Map (Brisbane City Council, 2026)

2.2 DEVELOPMENT HISTORY

Brisbane City Council's Development.i provides an online database of development applications lodged since 1 January 2004. According to Council's online records, there are no publicly available applications made over the Site since that time.

2.3 SITE CONTEXT

Contextually, the Site is situated in the suburb of Zillmere, on the northern side of the Brisbane region. Surrounding land uses are predominantly residential in nature, with a variety of nearby parks, schools, and centre activities. The Site is afforded close proximity to public transport connections including along Handford Road, with the closest bus stop being 270m walking distance of the Site.
The Site is afforded close connection to Sandgate Road, a major connecting road.

Refer to **Figure 4** below.



Figure 4: Site Context Map (Nearmap, 2026)

PART C PROPOSED DEVELOPMENT

3.1 OVERVIEW

The application seeks development approval for a Multiple Dwelling development comprising ten (10) attached townhouse dwellings at 42 Church Road, Zillmere.

The proposed unit mix consists of ten (10) x 2-bedroom townhouses, each with an additional loft level. Each townhouse is arranged over four (4) storeys: a garage, laundry and store at Ground Level; open plan living, kitchen and powder room at Level 01; two (2) bedrooms, each with an ensuite, at Level 02; and a loft within the roof form above.

A total of 12 car parking spaces are provided, comprising ten (10) resident spaces (one single garage per townhouse) and two (2) visitor spaces at the eastern end of the common driveway.

The townhouses are arranged in a single row running east–west along the length of the Site, with a common driveway along the northern boundary. The building steps down the Site from west to east, with ground floor levels falling from RL 18.74 (Unit 10) to RL 17.39 (Unit 1) to follow the natural ground level. Each townhouse is capped by the loft level, with a maximum building height of 11.404m.

Each dwelling is provided with private open space in the form of a Ground Level courtyard on the southern side and a Level 1 balcony on the northern side, directly accessible from the primary living space. Combined private open space ranges from 28.27m² to 51.19m² per dwelling, with Unit 1 provided a larger 37.29m² balcony.

One (1) new vehicle crossover is proposed to Church Road, providing a 6m wide access to the common driveway. These townhouses are accessed by both pedestrians and vehicles via the common driveway. The existing street tree at the crossover location is proposed to be removed and replaced with a new street tree as indicated in the landscape concept page (**Appendix 7**).

The landscape strategy includes a deep planting area, trellis and ladder planting with climbers, and a raised garden area. A total of 102.13 m² (10.09% of the site area) is set aside for deep planting along the Church Road frontage, next to the bin and services enclosure, and along the full length of the rear boundary.

Perspectives of the proposed development are included in **Figure 5** and **Figure 6** below. Detailed Architectural Plans are provided in **Appendix 4**.



Figure 5. Perspective from Church Road (Thinktank Architects, 2026)



Figure 6. Perspective from Rear Boundary (Thinktank Architects, 2026)

3.2 DEVELOPMENT PARTICULARS

The summary of the proposed development particulars are identified in below.

TABLE 2. DEVELOPMENT PARTICULARS	
Component	**Proposed**
Building heights	4-storeys (Ground, Level 01, Level 02 and loft within the roof form) 11.5m maximum building height
Number of units	10 x 2-bedroom townhouses (plus loft)
Site Cover	58% (590.52m²)
Setbacks	Frontage (Church Road, east): 9.88m (Ground, to building); 9.81m (Level 02); 9.39m (loft); Level 1 (Unit 1 balcony): 3.701m Rear (west): 4.031 - 4.036m (Ground and Level 01); 4.015m – 4.049m (Level 02); 4.043m (loft) Side (north): 6m (Ground, common driveway); 2.91m (Level 01, to planter wall); 2.91m – 2.92m (Level 02); 4.43m (loft) Side (south): 2.8m (Ground, courtyards); 2.11m – 2.53m (Level 01); 2.51m – 2.53m (Level 02); 4.02m – 4.05m (loft)
Private open space (primary area)	Ranging from 28.27m² – 51.19m² (courtyard and balcony combined)
Landscaping	Deep planting 102.13m² (10.09% of site area)
Car parking	12, comprising 10 resident and 2 visitor
Bicycle parking	One (1) electric bike park and one (1) motorbike space per townhouse. Visitor bicycle parking: One (1)
Infrastructure and servicing	The proposed development will connect to the existing urban infrastructure and services. An in-ground detention / rainwater tank is located beneath the common driveway. For further details, refer to the Engineering Report and Stormwater Management Plan prepared by vT Consulting Engineers (**Appendix 5**).
Refuse	4 x 1100L bins (waste and recycling) stored within a screened bin and services enclosure at the Church Road frontage. Collection arrangements: 10.2m long rear-loading Refuse Collection Vehicle (RCV), which will reverse into the Site from Church Road and depart in a forward direction.

3.3 SUPPORTING TECHNICAL REPORTS

TABLE 3 below summarises the supporting technical documentation from relevant disciplines appended to the Planning Assessment Report.

TABLE 3. TECHNICAL REPORTING	
Discipline	**Details**
Civil Engineering	A Civil Engineering and Stormwater Management Plan has been prepared by vT Consulting Engineersand is provided in **Appendix 5**.
Traffic Engineering	A Traffic Impact Engineering Report has been prepared by Rytenskild Traffic Engineering and is provided in **Appendix 6**.
Landscape Concept Plan	A Landscape Concept Plan has been prepared by Thinktank Architects and is provided in **Appendix 7**.

PART D LEGISLATIVE FRAMEWORK

4.1 PLANNING ACT 2016

4.1.1 Assessable Development

Pursuant to Section 44(5) of the *Planning Act 2016* (Planning Act), a categorising instrument (being a regulation or local categorising instrument) may categorise development.

In the case of the proposed development, the local categorising instrument is the *Brisbane City Council City Plan 2014 Version 37*, in which the proposed development is categorised as assessable development.

4.1.2 Assessment Manager

This development application is made to the Brisbane City Council as the assessment manager, in accordance with Schedule 8 of the *Planning Regulation 2017* (Planning Regulation).

4.1.3 Category of Assessment

The category of assessment has been determined through sequential consideration of zoning, local or neighbourhood plans (where applicable) and overlays (where applicable), of the Planning Scheme and summarised in **TABLE 4** below.

TABLE 4. CATEGORIES OF ASSESSMENT	
Planning Scheme Component	**Category of Assessment**
Zone	
LMR2 Low-medium density residential zone (3 or 4 storey mix)	Assessable development – Code assessment If no greater than: a. 2 storeys and 9.5m in building height in the 2 storey mix zone precinct; or b. 3 storeys and 11.5m in building height in the 3 or 4 storey mix zone precinct; or c. 4 storeys and 14m in building height in the 3 or 4 storey mix zone precinct, where the site is 800m^2 or greater and a part of the frontage of the subject site is within a key location Otherwise, Assessable development—**Impact assessment**
Overlays	
Airport environs overlay	No change
Bicycle network overlay	No change
Community purposes network overlay	N/A
Critical infrastructure and movement network overlay	N/A
Dwelling house character overlay	N/A
Potential and actual acid sulfate soils overlay	No change
Road hierarchy overlay	No change
Streetscape hierarchy overlay	No change

Level of Assessment	
Resulting level of assessment	**Impact assessment**

4.1.4 Public Notification

This application, being subject to impact assessment, requires public notification to be undertaken for a period of fifteen (15) business days, in accordance with Section 53 of the Planning Act.

4.1.5 Infrastructure Charges

The proposed development would be subject to infrastructure charges under the *Brisbane Infrastructure Charges Resolution (No. 15) 2026* (as amended). Noting, the applicable infrastructure charges are applied against the increased demand only as estimated in below.

TABLE 5. INFRASTRUCTURE CHARGES ESTIMATE				
Type	**Existing Demand (per dwelling)**	**Development Demand (per dwelling)**	**Charges Calculation**	**Total Charges**
Multiple dwelling (1 or 2 bedroom dwelling)	0	10	$261,934 ($26,193.40 x 10)	$225,263.30 ($261,934 - $36,670.70)
Dwelling (3 or more bedroom dwelling)	1	0	$36,670.70	
			Total Charges Estimate	**$225,263.30**

4.2 PLANNING REGULATION 2017

4.2.1 Assessable Development and Referrals

Schedules 9 and 10 of the Planning Regulation set out aspects of development which are assessable or require referral. The Development Assessment Mapping System (DAMS) (extracted in **Figure 7** below) also assists by mapping development assessment triggers and referrals.

The Site and proposed development have been reviewed against the identified sections and the DAMS and it has been determined the development application will not trigger referral.

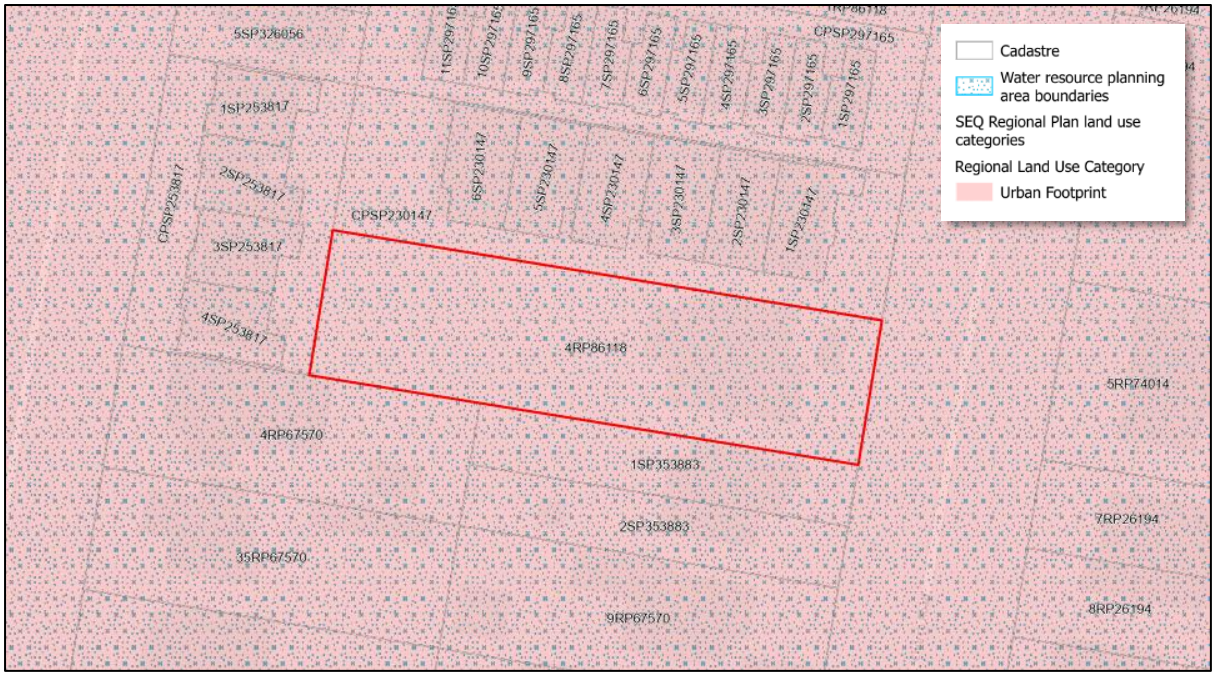


Figure 7. Development Assessment Mapping System (QLD Government, 2026)

PART E ASSESSMENT BENCHMARKS

This section of the Planning Assessment Report assesses the application against the relevant assessment benchmarks.

As this application is subject to impact assessment, the assessment benchmarks and the matters that the assessment manager must have regard to are those identified in Section 45(5) of the Planning Act and Sections 30 and 31 of the Planning Regulation.

5.1 STATE GOVERNMENT ASSESSMENT BENCHMARKS

5.1.1 Regional Plan

Section 30(2)(a)(ii) of the Planning Regulation requires that impact assessment must be carried out against the assessment benchmarks stated in the regional plan, to the extent the regional plan is not identified in the planning scheme as having been appropriately integrated.

The Site is within the area of the Shaping SEQ – South East Queensland Regional Plan 2023 (SEQ Regional Plan) and is included within the Urban Footprint. The proposal constitutes an urban activity which supports the intent of the Urban Footprint designation by providing further residential supply to accommodate future population growth and economic development.

In summary, the proposal facilitates the achievement of and is therefore consistent with not only the intent of the Urban Footprint classification but associated goals, elements, strategies, and planning principles under the *SEQ Regional Plan Regulatory Provisions*.

5.1.2 State Planning Policy

Section 30(2)(a)(ii) of the Planning Regulation requires the assessment manager to assess applications against the assessment benchmarks contained within Part E of the State Planning Policy (SPP), to the extent Part E is not identified in the planning scheme as having been appropriately integrated.

Pursuant to Part 2 of the Planning Scheme, the only aspects of the SPP not integrated include:

- State interest – Natural hazards, risk and resilience – The bushfire prone area in the planning scheme does not reflect the State mapping layer.
- State interest – Strategic airports and aviation facilities – The building restricted area is not identified in the planning scheme.

As identified in **Figure 8** below, the Site is mapped within the building restricted area. Given the proposed building development will not reach a height which penetrates or disturbs navigational air spaces, further investigation is deemed unnecessary and has not been undertaken.

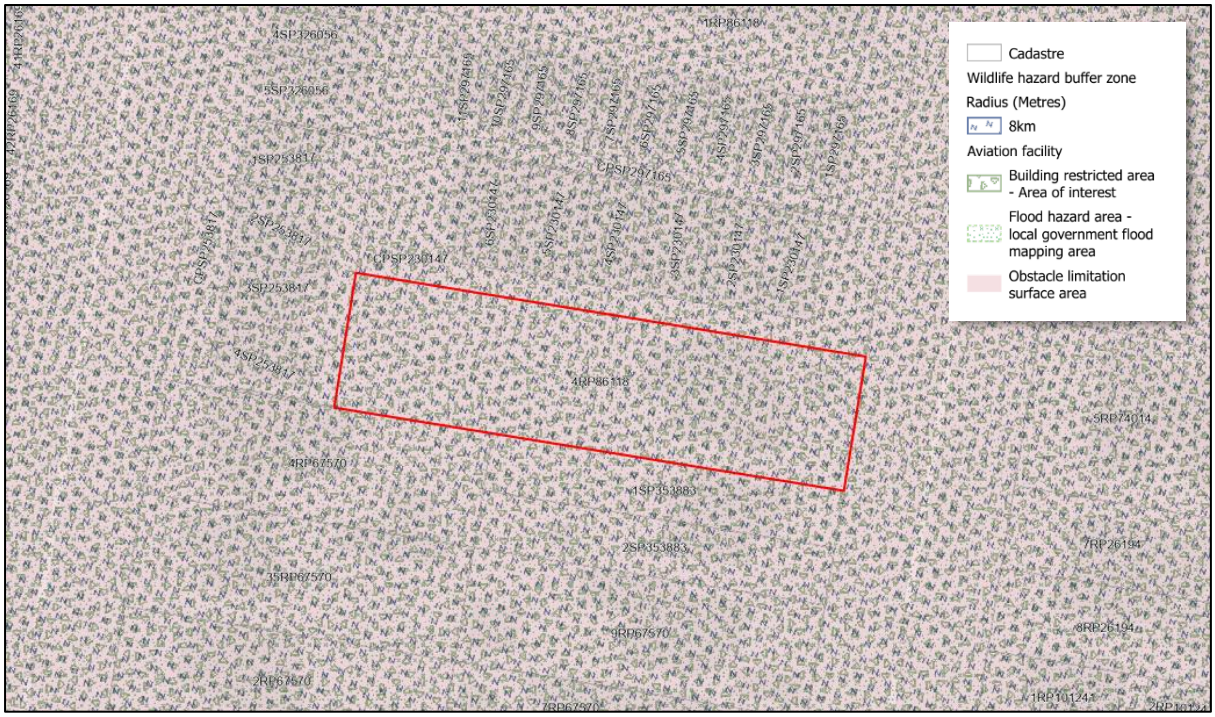


Figure 8. State Planning Policy Mapping (QLD Government, 2026)

5.1.3 Temporary State Planning Policy

Section 30(2)(a)(iii) of the Planning Regulation requires that impact assessment must be carried out having regard to any temporary SPP applying to the premises. In this instance, no temporary SPP applies to the Site or proposal.

5.1.4 State Development Assessment Provisions

Section 31(1) of the Planning Regulation requires that impact assessment must be carried out against the assessment benchmarks for the development stated in Schedules 9 and 10, where applicable.

In this instance, the proposed development does not trigger assessment against any of the State Development Assessment Provisions (SDAP).

5.2 LOCAL GOVERNMENT ASSESSMENT BENCHMARKS

5.2.1 Local Planning Instrument

The *Brisbane City Council City Plan 2014 Version 37* is the applicable Planning Scheme for the Brisbane City Council and provides the relevant framework for development assessment and approval. The provisions of the Planning Scheme that are relevant to the proposed development are identified and addressed in the following sections of this report.

5.2.2 Assessment Benchmarks

TABLE 6 below includes a summary of the assessment benchmarks which have been identified as relevant to the development application as determined in **Part F** of this report.

TABLE 6. SUMMARY OF LOCAL ASSESSMENT BENCHMARKS	
Section	**Comment**
Strategic Framework	
▪ Theme 2: Brisbane's outstanding lifestyle ▪ Theme 5: Brisbane's CityShape	An assessment of the relevant strategic outcomes, specific outcomes and land use strategies has been provided in **Part F** of this report.
Zone Code	
Low-medium density residential zone code	An assessment of the relevant overall outcomes of the Low-medium density residential zone code is included in **Appendix 3**.
Overlay Code(s)	
▪ Airport environs overlay code ▪ Bicycle network overlay code ▪ Potential and actual acid sulfate soil overlay code ▪ Road hierarchy overlay code ▪ Streetscape hierarchy overlay code	An assessment of the relevant performance outcomes and acceptable outcomes is included in **Appendix 3**.
Development Code(s)	
<u>Use codes</u> ▪ Multiple dwelling code <u>Prescribed secondary codes</u> ▪ Filling and excavation code ▪ Infrastructure code ▪ Landscape code ▪ Outdoor lighting code ▪ Stormwater code ▪ Transport, access, parking and servicing code.	An assessment of the relevant performance outcomes and acceptable outcomes is included in **Appendix 3, Appendix 5** and **Appendix 6.** The following secondary codes are not applicable to the proposal: ▪ Park and planning design code ▪ Wastewater code

5.2.3 Strategic Framework

The Strategic Framework of the Planning Scheme forms the basis for ensuring development occurs in a compatible way for the life of the planning scheme. An assessment of the relevant strategic outcomes, specific outcomes and land use strategies has been provided in **Part F** of this report.

5.2.4 Zone Code

As shown in **Figure 9** below, the Site is located within the Low-medium density residential (3 or 4 storey mix) zone of the Planning Scheme.

The proposed development exceeds the anticipated building height of 3-storeys for the Site. However, this assessment considers the suitability of the development against the strategic framework, as well as other relevant matters addressed in **Part F** of this Planning Assessment Report.

A detailed assessment of the relevant overall outcomes, performance outcomes and acceptable outcomes provided in **Appendix 3**.



Figure 9. Zoning Map (Brisbane City Council, 2026)

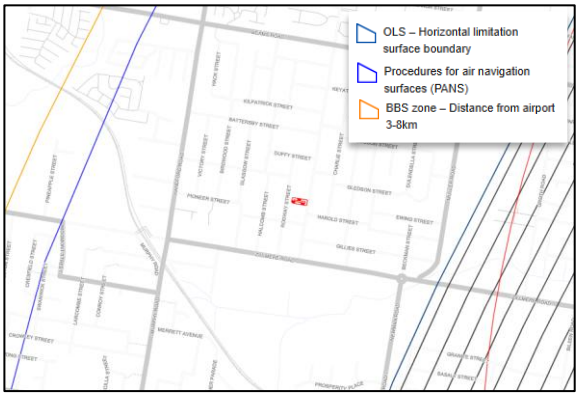
5.2.5 Local / Neighbourhood Plan Code

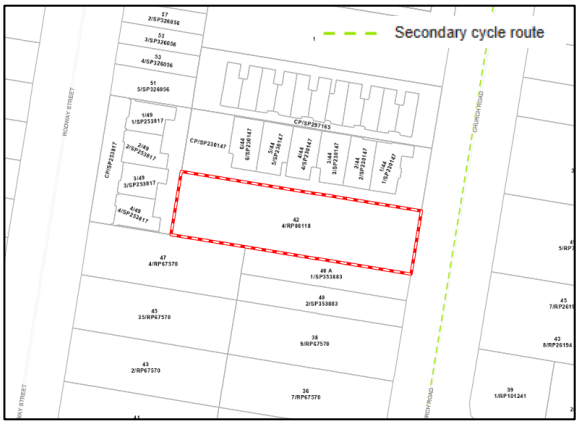
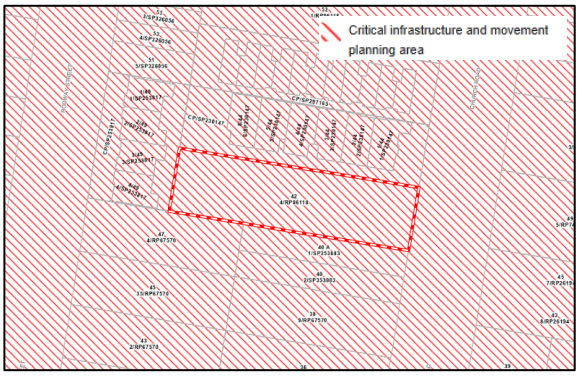
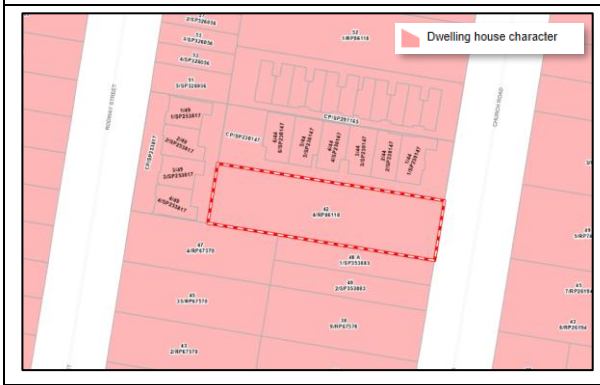
The Site is not located within a neighbourhood plan area.

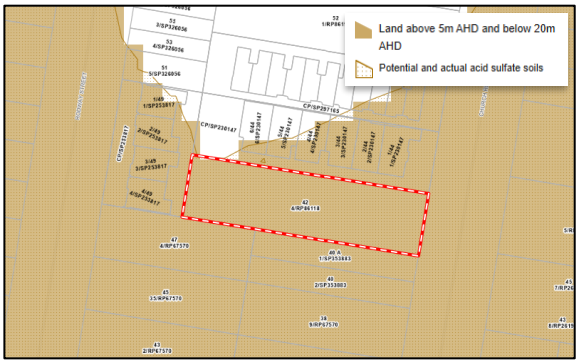
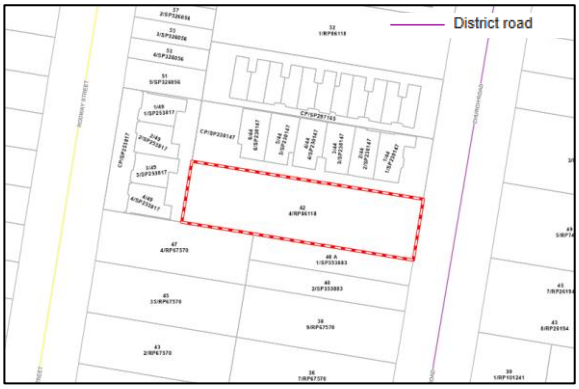
5.2.6 Overlay Codes

The Site is mapped as being subject to a variety of overlays as identified in **TABLE 1** of this report. A response to each overlay is included in **TABLE 7** below.

TABLE 7. RESPONSE TO OVERLAYS

Overlay Map	Response
	**Airport environs overlay** The Site is identified within the Airport environs overlay, in particular the following subcategories: ▪ OLS - Horizontal limitation surface boundary ▪ Procedures for air navigation surfaces (PANS) ▪ BBS zone - Distance from airport 3-8km Refer to **Appendix 3** for a detailed assessment against the Airport environs overlay code. Overall, given the height of the building, it is not anticipated that the proposal would conflict with navigational airspaces.

	**Bicycle network overlay** Church Road is mapped as a Secondary cycle route within the Bicycle network overlay. Refer to **Appendix 3** for a detailed assessment against the Bicycle network overlaycode. Overall, the proposal does not impede on the existing active transport opportunities available along Church Road.
	**Community purposes network overlay** Given the Site is not mapped within any sub-categories of this overlay, the proposal is not subject to assessment against the corresponding overlay code.
	**Critical infrastructure and movement network overlay** The Site is mapped as subject to the Critical infrastructure and movement network overlay. As the development is for Multiple dwelling use no further assessment is required.
	**Dwelling house character overlay** The Site is mapped as subject to the Dwelling house character overlay. As the development is not for a Multiple dwelling no further assessment is required.

	**Potential and actual acid sulfate soils overlay** The Site is mapped as subject to the Potential and actual acid sulfate soils overlay, in particular the following subcategories: ▪ Potential and actual acid sulfate soils ▪ Land above 5m AHD and below 20m AHD As the development does not involve excavation below 5m AHD no further assessment is required.
	**Road hierarchy overlay** Church Road is identified as a District road under the Road hierarchy overlay. Refer to **Appendix 3** for a detailed assessment against the Road hierarchy overlay code. Overall, it is anticipated that the proposal is in accordance with the intent of this overlay.
	**Streetscape hierarchy overlay** Church Road is mapped as a Neighbourhood street minor under the Streetscape hierarchy overlay. Refer to **Appendix 3** for a detailed assessment against the Streetscape hierarchy overlay code. Overall, it is anticipated that the proposal is in accordance with the intent of this overlay.

5.3 LOCAL GOVERNMENT INFRASTRUCTURE PLAN

The Site is identified as being located within Council's Priority Infrastructure Area. The Local Government Infrastructure Plan (LGIP) does not identify any existing or future trunk infrastructure that would be impacted by the proposed development.

PART F KEY MATTERS

A detailed assessment of the key matters relevant to assessment of the proposed development is included below.

6.1 LAND USE

The proposed Multiple Dwelling use provides ten (10) townhouse-style dwellings, consistent with overall outcomes 4(a)–(d) of the Low-medium density residential zone code. It delivers low-medium density residential development co-existing alongside other forms of residential development in the area, including dwelling houses.

6.2 BUILDING HEIGHT

AO3(a) and AO4.1 of the Multiple dwelling code prescribe a maximum building height in accordance with Table 9.3.14.3.B. For land in the 3 or 4 storey mix zone precinct of the Low-medium density residential zone that is not within a key location, the table nominates 3 storeys and 11.5m. AO4.2 also applies the Table 9.3.14.3.I building height transition of 3 storeys and 11.5m where the Site adjoins a lot containing a dwelling house.

The proposal has a maximum building height of 11.404m above natural ground level, which complies with the 11.5m limit. However, it includes four storeys. As depicted in **Figure 10**, the fourth level is contained wholly within the pitched roof form and functions as a loft. Because this space is habitable, it is a storey under the Planning Scheme definitions. The proposal therefore departs from AO3(a), AO4.1 and AO4.2 in the number of storeys only, and is assessed against PO3 and PO4 below.



Figure 10. North Elevation (Thinktank Architects, 2026)

Overall outcome 7(e) of the Low-medium density residential zone code states that *"development outside of key locations comprises low-medium density residential buildings of predominantly row house style multiple dwellings, dual occupancies and dwelling houses on small lots, up to 3 storeys in height"*. The proposal is a row house style multiple dwelling of ten (10) townhouses, the built form this outcome anticipates. Its external walls reach a maximum of 9.68m to the gutter, and the overall building height is below 11.5m. In height, bulk, siting and appearance, it presents as a 3-storey townhouse development with a pitched roof.

The loft provides habitable space within the roof volume of a 3-storey building. It adds no height above the 11.5m envelope, no additional dwellings, and no external elements such as balconies or terraces. The departure is therefore one of internal use of the roof space, not of building scale.

The building height PO3 for the following reasons:

(a) building height is consistent with the intended form and character of the local area including the predominant height of existing or approved buildings in the street; The development is within the 11.5m height the zone precinct anticipates. The fourth storey is read as roof rather than as an

additional floor, so the building's perceived scale is that of the 3-storey townhouse form intended by overall outcome 7(e).

(b) where building height is greater than the acceptable outcome for building height on sites adjoining or opposite the subject site, the development sensitively reduces height towards site boundaries to a compatible scale; adjoining sites are in the same zone precinct, with an acceptable outcome of 3 storeys and 11.5m. The proposal complies with the 11.5m transition height in Table 9.3.14.3.I. Above wall height, the roof pitches away from both side boundaries at 25 degrees. The loft is recessed approximately 4.0m and 4.4m from the side boundaries, beyond the side setback Table 9.3.14.3.C would require for a wall at that height. The upper part of the building therefore steps away from neighbouring properties rather than towards them.

(c) impacts on residential amenity and privacy from overlooking, visual dominance and overshadowing are minimised and adequate levels of natural light and breezes are maintained to habitable rooms, private and communal open space for both the development and residences on adjoining and nearby sites; the loft is contained within the roof and recessed from the side boundaries, so it adds no visual bulk at the boundaries beyond that of a compliant 3-storey building with a pitched roof. The shadow diagrams, DA800 - DA803 (**Appendix 4**) compare the proposal with a compliant 3-storey, 11.5m envelope on 21 June at 9am, 12pm and 3pm. They demonstrate that shadows attributable to the loft is negligible / falls within the shadow of the compliant building envelope. The loft has no balconies or terraces. Its windows facing the side boundary are treated with high sills to 1.5m above floor level, as shown in the sightline section at **Figure 11**, so the loft does not overlook neighbouring habitable rooms or private open space.

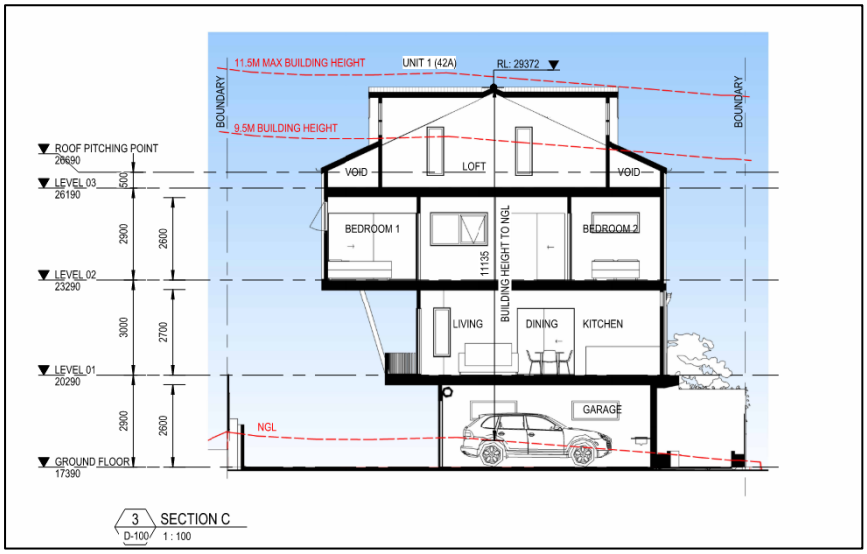


Figure 11. Section Drawings (Thinktank Architects, 2026)

(d) sufficient visual and acoustic privacy is achieved between dwellings without reliance on screening; each loft is separated from adjoining lofts by party walls, and its windows are oriented to the front and rear of the dwelling. There is no line of sight between lofts, so privacy within the development is achieved through layout rather than screening.

(e) the development is consistent with the setback pattern and contributes to the character of the streetscape; to Church Road, the development presents a single gabled end elevation of approximately 16m width, set back 9.812m from the front boundary. The loft forms part of this roof and does not read as an additional level from the street, as shown on the East Elevation (DA-300). The gable roof form contributes to the architectural character of the streetscape, consistent with AO10.1.

(f) adequate landscape buffering is achieved, including the retention and provision of large subtropical shade trees in deep planting areas; The development provides 102.13m² (10.09% of site

area) of deep planting within the front and rear boundary setbacks, which will support large subtropical shade trees. Planters and ornamental planting at the upper levels. Together, these soften the built form when viewed from the street and adjoining properties.

The building height PO4 for the following reasons:

(a) consistent with the anticipated density and assumed infrastructure demand; the development has ten (10) dwellings, the same yield a compliant 3-storey scheme would achieve on this Site. The loft adds floor area within each dwelling but no additional dwellings or households, so density and infrastructure demand are unchanged.

(b) aligned to community expectations about the number of storeys to be built, having regard to the intent for the zone precinct and the predominant height of approved buildings in the street; the community expectation expressed in overall outcome 7(e) is a row house style built form of up to 3 storeys outside key locations. The proposal delivers that form. Its height, setbacks and overall height are those of a 3-storey building, and the fourth storey is contained wholly within the roof. From the street and from neighbouring properties, the development is perceived as 3-storey townhouses with pitched roofs, which is the outcome the storey limit is intended to secure.

(c) proportionate to and commensurate with the site area and frontage width so as not to be overbearing on the street or adjoining development; the Site has an area of 1,012m^2 and a frontage of approximately 16.3m. Both exceed the 600m^2 and 15m minimums Table 9.3.14.3.B sets for the 3-storey form the development presents as. The building's footprint and height in metres are all commensurate with that form, so the development is not overbearing on the street or adjoining properties.

(d) designed to avoid a significant and undue adverse amenity impact to adjoining development; as outlined under PO3(c), the loft does not increase overshadowing, overlooking or visual dominance beyond that of a compliant 3-storey building with a pitched roof.

(e) sited to enable existing and future buildings to be well separated from each other and to avoid affecting the potential development of adjoining sites; the proposal does not affect the ability of adjoining sites to develop within their own 3-storey and 11.5m envelope. The recessed loft provides more separation at the upper level than the code requires.

(f) considerate of street conditions, the topography of the area and site slope; the Site falls approximately 1.35m along its length. Ground floor levels step from RL 18.74 to RL 17.39 to follow the fall of the land, keeping the building within the 11.5m height plane measured from natural ground along its full length.

(g) designed to maintain significant viewpoints and corridors; and *(h) designed and orientated to retain solar access to key public spaces and adjoining buildings;* the Site is not within an identified view corridor, and the development does not affect solar access to any key public space. Solar access to adjoining dwellings is maintained, as demonstrated by the shadow diagrams shadow diagrams, DA800 - DA803 (**Appendix 4**).

6.3 BOUNDARY SETBACKS

The development generally complies with the boundary setbacks in Table 9.3.14.3.C of the Multiple dwelling code, using the "3 storeys and up to 11.5m" requirements. There are three departures from the acceptable outcome being the front setback at the Unit 1 balcony and the rear setback (all levels).

TABLE 8: BOUNDARY SETBACKS						
	Front (Church Road)		**Rear**		**Side**	
	To balcony	**To wall**	**To balcony**	**To wall**	**Southern**	**Northern**
Required	4m	6m	6m		1.5m up to 4.5m BH 2.0m up to 7.5m BH 2.5m up to 11.5m BH	
Proposed	3.701m	9.39m-9.88m	4.031m – 4.043m		2.109m – 4.028m	2.91m - 6m

Front boundary setback

The development generally exceeds the front setbacks in Table 9.3.14.3.C. The only departure is the Level 1 balcony of Unit 1 is set back 3.701m instead of 4m.

The reduced setback achieves PO3/PO6 for the following reasons:

- The Unit 1 balcony is the development's primary address to Church Road. Bringing it forward strengthens the street edge, gives direct casual surveillance of the street and the entry, and modulates the façade, so the main building mass does not present as a continuous wall.
- The departure is limited to a single, open, one-storey balcony element about 0.3m forward of the acceptable outcome. Behind it, the main façade steps back to around 9.8m.
- The front setback includes a 32.43m² deep planting area with two shade trees and a replacement street tree. These soften the balcony and enclosure from the street, as shown on the Ground Floor Plan (DA-100) and the East Elevation (DA-300).

Rear boundary setback

The building is set back 3.93m - 4.05m from the rear boundary at ground, Level 1 and Level 2, and 3.51m - 3.55m at levels above, instead of the 6m in Table 9.3.14.3.C.

The reduced setback achieves PO3/PO7 for the following reasons:

- The rear boundary is only 16.3m wide, and the building presents its narrow end elevation to it, about 12m wide. The interface with the rear property is therefore limited in extent, not a full-width wall.
- The rear elevation is the end wall of Unit 10. It contains stairs, an ensuite and robes, with no large windows facing the rear boundary. The west end of the Unit 10 balcony is screened. Primary outlooks and private open space face north and south, away from the rear neighbour.
- The rear boundary is to the west. The development's shadow falls mainly to the south and east, so the reduced rear setback has limited effect on solar access to the rear property, affecting only early-morning shadow in midwinter.
- The rear setback is a continuous landscaped strip about 4m wide across the full rear boundary behind a 1.8m fence. The adjoining property is also setback with similar deep planting and primary outlooks away from this common rear boundary.
- The end elevation is broken up with feature walls, screens and varied cladding, and the gabled roof reduces apparent bulk at the upper level, as shown on the West Elevation, DA-301.
- The reduced setback does not prevent the rear lot from developing within its own setback envelope in the future.

6.4 SITE COVER

AO8 of the Multiple dwelling code requires site cover of no more than 45% in the Low-medium density residential zone. The proposal has a site cover of 58.9% (590.52m²).

The Site cover achieves PO8 for the following reasons:

- At ground level, the building covers only approx. 331.2m2 (32.72%) of the Site. Most of the additional site cover comes from the Level 1 balconies, which project over the driveway, so the ground plane remains largely open to driveway, courtyards and landscaping.
- The development is a row of ten (10) 3-storey-plus-loft townhouses, the row house form anticipated by overall outcome 7(e) of the Low-medium density residential zone code. Its footprint is consistent with that form on a long, narrow lot.
- Side setbacks meet or exceed Table 9.3.14.3.C, and the main front façade is set back about 9.8m, well beyond the 6m required. This keeps generous separation to the street and to the dwelling houses to the south.
- Recessed balconies, expressed party walls, planters and individual gabled roofs break the building into a sequence of individual townhouses, reducing its apparent bulk,
- Each dwelling has a north-facing balcony off its living area and a ground floor courtyard, giving two private outdoor spaces.
- Deep planting areas total 102.13m² (10% of site area) support shade trees, plus a replacement street tree.
- Courtyard planting, balcony planters and climbers on trellis ladders soften the building at every level and reinforce the subtropical character of the area.

6.5 SIDE-FACING BALCONIES

Due to the arrangement of the townhouses in a single row perpendicular to Church Road, only the front dwelling can physically address the street. Recognising this, Unit 1 has been designed to present to Church Road. This gives direct casual surveillance of Church Road and the Site entry, and defines the street edge. The balconies of Units 2–10 face north over the internal driveway and side boundary.

This achieves the PO9 and PO31 of the Multiple dwelling code for the following reasons:

- North-facing balconies give each dwelling winter sun and a sheltered outdoor living area directly off the main living space, consistent with AO31.5 and AO26.2.
- The balconies are recessed 3m into the northern façade, with planters at their edges. Together with the expressed party walls, column bays and trellis planting proposed between them, they break the long northern elevation into a repeated sequence of individual townhouse frontages, maintaining a human scale and casting strong shadows.
- The balconies overlook the shared driveway, visitor parking and each dwelling's entry, giving passive surveillance of the internal street that serves the development, consistent with PO23.
- Each dwelling also has a ground floor courtyard (about 14m² each) on the southern side, giving a balcony and a courtyard per dwelling, for usable space.

6.6 LANDSCAPING

The development provides a landscape scheme integrated across the Site at ground level, on the building façades and at balcony level. It includes:

- 102.13m² (10% of site area) of deep planting area with shade trees in the front and rear setbacks, plus a replacement street tree;
- planted courtyards along the southern boundary;
- raised garden planters along the Level 1 balconies;
- climbing plants on trellis ladders across the northern façade and on the bin enclosure.

The northern boundary adjoins the shared driveway. In accordance with AO28.2 of the Multiple dwelling code, a 1.5m landscape strip can't be provided there without compromising driveway widths. Instead, the planted trellis ladders and balcony planters are proposed to create continuous green edge along the full northern elevation (**Figure 10**). This softens both the building and the driveway as seen from the street and from 44 Church Rd. A 1.8m boundary fence screens headlights and noise from the adjoining property.

As illustrated in **Figure 12** below, the rear deep planting area is 4.04 m wide. Once the boundary retaining works are included, it may be slightly less than the 4 m minimum in AO29.2. The difference is negligible and doesn't affect the area's capacity to support canopy trees.

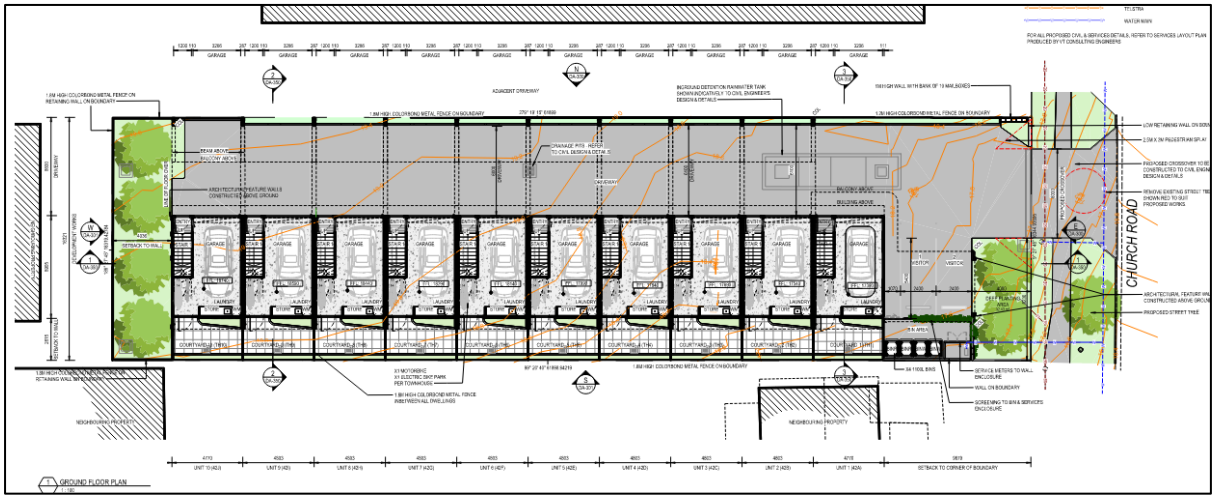


Figure 12. Ground Level Plan (Thinktank Architects, 2026)

6.7 COMMUNAL OPEN SPACE

The development does not provide the communal open space in AO30.1. AO30.1 of the Multiple dwelling code which calls for a minimum of 50.5m², which is 5% of the Site area for development consisting of 10 dwellings or more. PO30 is achieved instead through adequate private open space for each dwelling and the high-quality public open space within walking distance of the Site.

This achieves PO30 for the following reasons:

- Each dwelling has two private outdoor living areas: a ground floor courtyard and a north-facing Level 1 balcony, totalling on average 28m² per dwelling (51m² for Unit 1) and 306m² across the Site.
- The balconies are directly accessible from each dwelling's living area. They are edged with raised garden planters and look across the landscaped northern façade, giving residents a pleasant, planted outlook.
- The courtyards provide a second, private space at ground level for passive recreation.

- As illustrated **Figure 13** below, the Site is about a 5-minute walk from O'Callaghan Park, a major district park offering a wide range of recreation opportunities. Its facilities include an electric barbecue, basketball half courts, cricket practice nets, a picnic area and shelter, a playground, and sports facilities for rugby league, soccer, cricket, softball and Australian football, as well as the Zillmere PCYC.



Figure 13. Nearby Parks/Open Space (Google Maps, 2026)

6.8 PRIVATE OPEN SPACE

AO32.2 of the Multiple dwelling code requires each unit includes private open space with a minimum area of 35m^2, with a minimum dimension of 3m. Each dwelling has two private outdoor living areas: a ground floor courtyard and a north-facing Level 1 balcony, totalling about 28m^2 per dwelling (51m^2 for Unit 1) and 306m^2 across the Site

The corresponding performance outcome (PO31) requires development provide attractive and functional private open space for residents that is appropriately sized and located to enhance amenity and liveability for residents and is functional for the intended number of residents.

The proposal is expected to satisfy the performance outcome given the following determinations:

- Each dwellings POS is separated into two or three balcony / terrace components, ensuring separations of usage for outdoor living and utility purposes can be appropriately managed as to not compromise the amenity and quality of lifestyle.
- For two-bedroom townhouses, this design support inclusive family style living, reducing the need for extensive space and allowing for consolidation of outdoor living areas.
- The recessed balconies and planters also contribute to the articulation of the northern façade.
- Residents have access to O'Callaghan Park, about a 5-minute walk away, for active and larger-scale recreation.

6.9 CROSSOVER WIDTH

AO33.1 of the Multiple dwelling codes prescribes development ensures that vehicle access comprises no more than 30% of the street frontage width at the front boundary and is located away from the main pedestrian entry.

The proposed driveway crossover comprises 5.9m or 35% of the full 16.3m frontage, and the pedestrian entrance is sought via the internal driveway.

This achieves PO33 for the following reasons:

- The width is the minimum required for two vehicles to pass at the Site entry, so vehicles entering do not queue on Church Road and vehicles leaving can do so safely. It cannot be reduced without compromising safe access for ten dwellings and two visitor spaces.
- The driveway is kept to this minimum so the rest of the frontage can accommodate a 32.43m² deep planting area with two shade trees, a replacement street tree, a screened bin and services enclosure and the mailbox wall. None of these elements are reduced or displaced to accommodate vehicle access.
- One crossover serves the whole development, minimising interruption to the footpath and verge.
- Landscaping, not hardstand, remains the dominant element of the frontage, and the Unit 1 balcony overlooks the entry and the street.

6.10 CAR PARKING

The Transport, access, parking and servicing planning scheme policy requires 18 car parking spaces for the development: 15 resident spaces (1.5 per two-bedroom dwelling) and 3 visitor spaces (0.25 per dwelling). The development provides 12 spaces, a single garage for each townhouse plus two visitor spaces.

The reduced supply satisfactory PO13 of the Transport, access, parking and servicing code for the following reasons:

- The Site is about a 4-minute walk from bus routes 325, 326 and 327 and about a 14-minute walk from Zillmere railway station.
- Each townhouse has its own garage space.
- Each townhouse has a motorcycle space and an electric bicycle space, reducing reliance on private cars.
- Existing on-street parking demand on Church Road is low, leaving kerbside capacity for occasional overflow.
- Two visitor spaces equate to one space per 10 bedrooms, which is reasonable for the scale of the development and compares favourably with the policy rate for larger dwellings (one space per 16 bedrooms for four 4-bedroom units).

PART G CONCLUSION

In summary, this Planning Assessment Report has assessed the proposed Multiple Dwelling (10 dwellings) on the land at 42 Church Road, Zillmere and it has been determined that the proposal warrants approval for the following reasons:

- The proposal supports the housing supply, diversity, and affordability outcomes outlined in the State Planning Policy's state interests for housing supply and diversity, and aligns with the 'Grow' theme of the South East Queensland Regional Plan.
- The proposal is consistent with the community expectations for housing diversity as part of the *More Homes, Sooner: Low-Medium Density Residential Zone Review Citywide* amendment to the Low-medium density residential zone.
- The Site is well-suited to the proposed scale of development, benefiting from walkable access to public transport, quality social and community infrastructure, and a network of district centre zoning that supports everyday residential needs.
- The proposal delivers a high-quality built form outcome that creates a positive impact to the local area and character.
- The proposal does not give rise to any undue environmental impacts.

As demonstrated by the assessment provided in this Planning Assessment Report, the proposal generally complies with the outcomes sought by Planning Scheme and other relevant planning instruments, and has been found to be suitable for the Site.

In light of the merits of the proposed development and in absence of any significant adverse impacts, it is considered the proposed development warrants support by Council. As such, it is requested the proposed development be viewed favourably by Council and approved, subject to reasonable and relevant conditions.

Should you require any further clarification or confirmation on details contained within this Planning Assessment Report, please do not hesitate to contact the undersigned on dthynne@willowtp.com.au.

Yours faithfully,



Darcy Thynne
Associate (QLD)
Willowtree Planning Pty Ltd