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Town Planning Report

JUNE 2026



HICKEY OATLEY
planning + development



Document Information

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Executive Summary

Site Details	
Street Address	6, 10 & 14 Persse Road and 1129 Beenleigh Road, Runcorn
Real Property Description	Lots 1 – 4 on RP230278
Site Area	2,969m ²
Land Owner	<ul style="list-style-type: none"> Lots 1, 3 & 4 - Winton Pacific Pty Ltd Lot 2 – Wai Ling Hui; Cheuk Hei Au & Cheuk Yin Au
Local Government Area	Brisbane City Council
Planning Scheme	Brisbane City Plan 2014 v36.00/2025
Strategic Framework	Suburban Living Area
Zone and Precinct	Low density residential zone
Neighbourhood Plan	Kuraby neighbourhood plan
Overlay/s	<ul style="list-style-type: none"> Airport environs overlay Bicycle network overlay Community purposes network overlay Critical infrastructure and movement network overlay Dwelling house character overlay Road hierarchy overlay Streetscape hierarchy overlay Transport noise corridor overlay

Aspects of Development	
Type of Development	Material change of use
Type of Approval Sought	Development permit
Proposed Use	Multiple dwellings (14 Dwellings)
Category of Assessment	Impact assessment
Public Notification	Yes - 15 business days
Referral(s)	Not applicable

Applicant Details	
Applicant	Hickey Oatley Planning & Development Pty Ltd
Contact Details	P: 0401 349 601 E: mia@hickeyoatley.com.au A: PO Box 70, NEW FARM Q 4005
Consultant Team	<ul style="list-style-type: none"> Architect: Red Door Architecture Surveyor: ONF Surveyors Landscape Architect: The Landscape Group Civil Engineer: HCE Engineers Traffic Engineer: Colliers Acoustic Engineer: Colliers



1. Introduction

This report has been prepared in support of a development application to develop Multiple dwellings in the form of 2–3 storey townhouses on land located at 6, 10 & 14 Persse Road and 1129 Beenleigh Road, Runcorn formally described as Lots 1 - 4 on RP230278, referred to as the ‘site’ throughout this report.

The development application seeks a:

- Development Permit for a Material change of use for Multiple dwellings (14 Dwellings).

This report addresses the merits of the development with respect to the assessment benchmarks under the *Brisbane City Plan 2014* and the relevant sections of the *Planning Act 2016*. For the purposes of this report, the *Brisbane City Plan 2014* will be referred to as the ‘City Plan’ and the *Planning Act 2016* will be referred to as the ‘Planning Act’ hereon in.

This report provides the following information with respect to the assessment of the development proposal:

- Detailed site analysis;
- Description of the proposed development;
- Statutory planning overview including state and local planning frameworks; and
- A summation of the report, recommendations and conclusions.



Figures 1 – 3: Perspective of Proposed Street Elevations

Author: Red Door Architecture

2. The Site and Surrounds

2.1 SITE DESCRIPTION

As **Figure 4** illustrates, the site comprises four (4) existing allotments, is generally rectangular in shape and has a total area of 2,969m². The site has direct frontage to Persse Road and Victor Street and is separated from Beenleigh Road via an access restriction strip (Lot 5 on RP230278).



Figure 4: Site Cadastre (site outlined in green)

Source: Qld Government

The site is held in private ownership and is not burdened by any easements or covenants. Details of this ownership are included in **Table A** below.

Table A – Details of Property Ownership		
Property	Owner's Name	Tenure of Ownership
1129 Beenleigh Road	Winton Pacific Pty Ltd	24 years, 10+ months
6 Persse Road	Winton Pacific Pty Ltd	16 years, 10 months
10 Persse Road	Wai Ling Hui (a director of Winton Pacific Pty Ltd); Cheuk Hei Au & Cheuk Yin Au	7 years, 10+ months
14 Persse Road	Winton Pacific Pty Ltd	8 years, 1+ month

2.2 CURRENT USE

As **Figures 5 – 7** show, the site is improved as follows:

- 1129 Beenleigh Road comprises a single storey dental practice
- 6 Persse Road comprises a single storey Dwelling house
- 10 Persse Road comprises a single storey Dwelling house; and
- 14 Persse Road comprises a raised Dwelling house.

1129 Beenleigh Road and 6 and 10 Persse Road obtain vehicular access via independent crossovers to and from Persse Road, while 14 Persse Road obtains vehicular access via Victor Street.



Figure 5: Current Aerial Photo (site depicted by red outline)

Source: Metromap



Figure 6: View of Site from Beenleigh Road

Source: Google Street View



Figure 7: View of Site from Northern End of Persse Road

Source: Google Street View



Figure 8: View of Site from Southern End of Persse Road

Source: Google Street View



Figure 9: View of Site from Victor Street

Source: Google Street View

2.3 TOPOGRAPHY

In terms of topography, the site slopes 2.5m from south-western corner (62.0m AHD) towards its north-eastern corner (58.5m AHD).

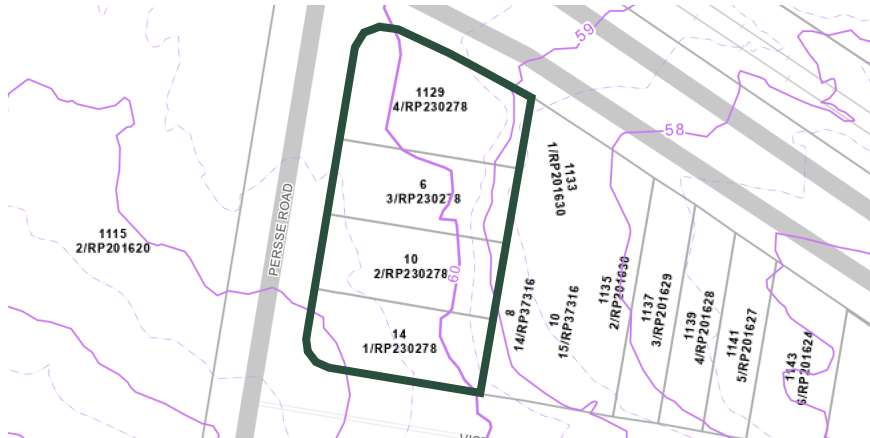


Figure 10: Site Contours (site outlined in green)

Source: Brisbane City Plan Interactive Mapping

2.4 VEGETATION

The Detail Survey in Appendix B demonstrates that the site mostly contains vegetation in its north-eastern and south-eastern corners along with three (3) street trees along its Victor Street frontage and another three (3) along its Perse Road frontage.

Aside from the street trees which are protected by Council's *Natural Assets Local Law*, none of the site's vegetation is protected by:

- Council's Biodiversity or Significant landscape tree overlays
- Council's *Natural Assets Local Law*; or
- State koala habitat or regulated vegetation.

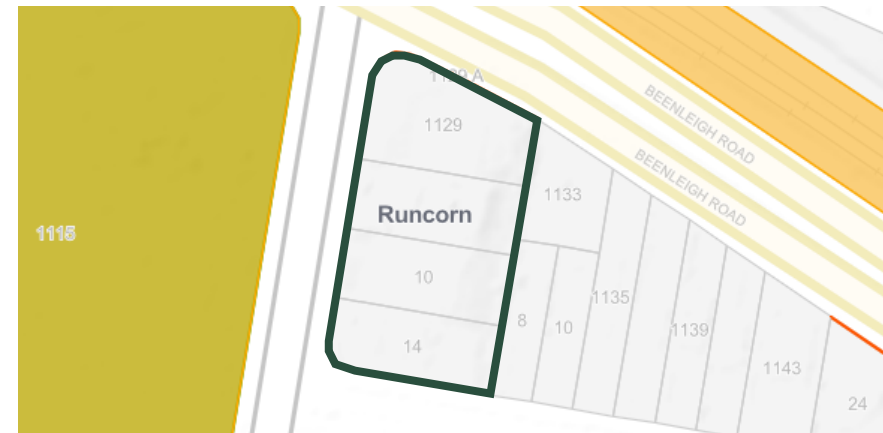


Figure 11: Natural Assets Local Law Map (site depicted by green outline)

Source: Brisbane City Council

2.5 FLOODING

Council's Flood overlay mapping and FloodWise Property Report indicate that the site is not identified as being affected by flooding or overland flow.

2.6 INFRASTRUCTURE

The site is connected to all necessary urban infrastructure including reticulated sewer, water, underground electricity and telecommunication services.

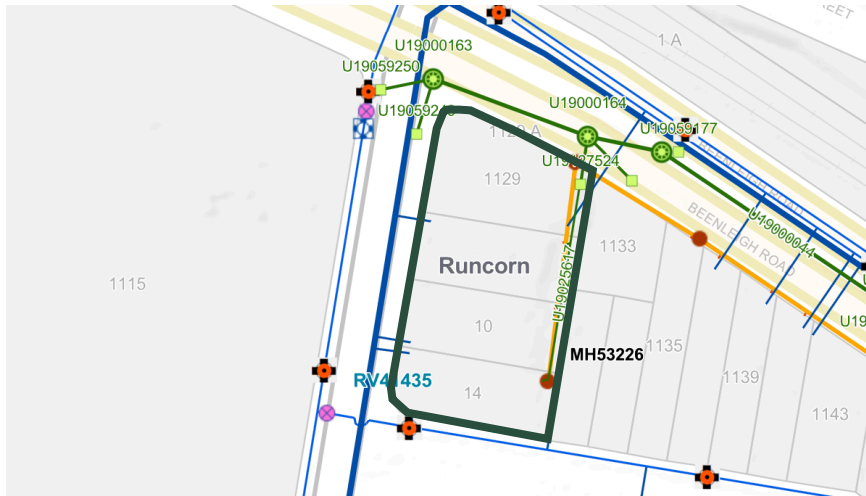


Figure 12: Utilities Map (site depicted by green outline)

Source: Brisbane City Council

2.7 APPROVAL HISTORY

Council's Development.i tool confirms that no relevant development applications have been lodged, or approvals issued, over 6, 10 or 14 Perse Road since 1 January 2004.

A Development Permit was however granted over 1129 Beenleigh Road on 22 March 2019 permitting the establishment of the current dental practice onsite (Council Ref: A005155596).

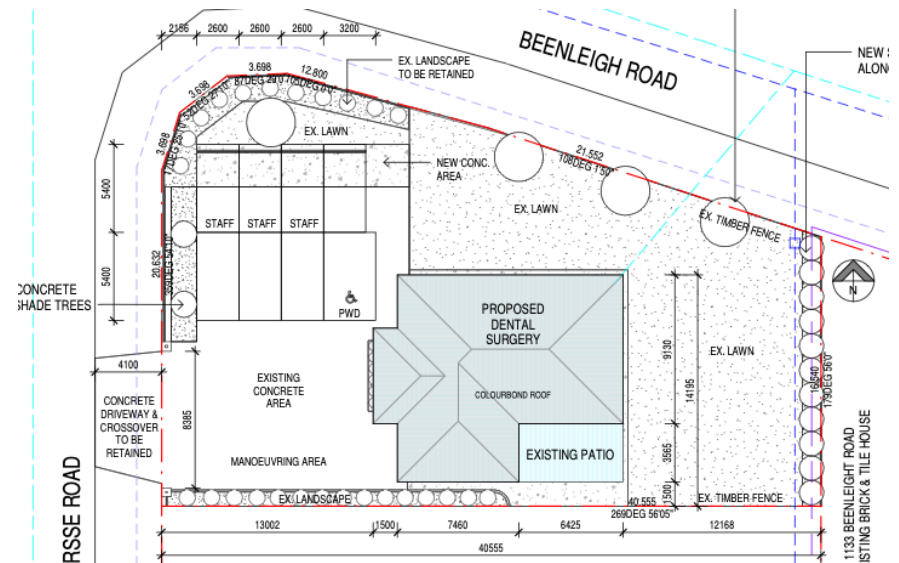


Figure 13: A005155596 Approved Site Plan

Author: Relevance Design & Construct



3. Surrounding Context

3.1 CONTEXT

The site is located in Runcorn, approximately 18km south of the Brisbane Central Business District.

The Walkability Plan in **Appendix C** demonstrates that site is well connected, located within convenient walking distance of a broad range of community, recreational, educational, healthcare and commercial facilities, including:

- Hair Park, which is located approximately 200 metres east of the site
- Lee Close Park, which is located approximately 250 metres south of the site
- Convenient shops and services, which are located approximately 400 metres (walking distance) north-west of the site
- Grove Park, which is located approximately 450m west of the site
- Mount River Patisserie, which is located approximately 450 metres (walking distance) north-west of the site
- Beenleigh Road Park, which is located approximately 550m east of the site
- Runcorn Medical Centre, which is located approximately 800m west of the site
- Dentist, which is located approximately 800m west of the site
- Runcorn All Hours Shopping Centre, which is located approximately 900m west of the site
- Runcorn State High School, which is located approximately 1.0 kilometres north-west of the site

- Sacred Heart Centre Chinese Catholic Community, which is located approximately 1.1 kilometres south-west of the site
- Runcorn Christian Church, which is located approximately 1.3 kilometres south-west of the site
- Runcorn Heights Development & Childcare Centre, which is located approximately 1.3 kilometres south-west of the site
- Runcorn Pool, which is located approximately 1.3 kilometres north-west of the site
- Warrigal Square, which is located approximately 1.4 kilometres north of the site
- Runcorn Plaza, which is located approximately 1.5 kilometres north of the site; and
- Warrigal Road State School, which is located approximately 1.7 kilometres north of the site.

3.2 CONNECTIVITY

The site is highly accessible, serviced by:

- High-frequency rail services with the pedestrian entrance of the Fruitgrove rail station located within 200m walking distance of the site. This station is located on the Beenleigh – Ferny Grove line and passes directly through the Brisbane CBD. Trains generally operate every 30 minutes both directions off-peak and every 10-15 minutes during weekday peak periods.
- High frequency bus services with inbound and outbound bus stops located within 150m walking distance of the site. These stops are serviced by Translink Routes 150, 156 and N154. Route 150 provides frequent services at approximately 15 minute intervals throughout the day between Browns Plains Station and the Brisbane CBD.



- Strategic road network connections, with Persse and Beenleigh Roads providing convenient access to both the Gateway and Pacific Motorways, facilitating efficient travel throughout the broader South East Queensland region.
- Foot with formal pedestrian footpaths provided along the site's road frontages that connect directly into the wider pedestrian and active transport network.

3.3 SURROUNDING LAND USES

The site immediately adjoins a Dwelling house to the east and is located opposite undeveloped vegetated land to the west, 2 storey townhouses to the south (raised above natural ground level, and the Beenleigh – Ferny Grove railway line to the north.

The broader precinct, bound by Beenleigh Road to the north, the Gateway Motorway to the east, Neimes Road to the south, and Brandon Road to the west, comprises a mix of Dwelling houses on a variety of lot sizes and townhouses at a variety of densities.



3.0 The Proposal

3.1 GENERAL OVERVIEW

As the Architectural Plans in **Appendix B** show, the proposal seeks to consolidate the site’s four (4) landholdings and construct a high quality, architecturally designed townhouse development which comprises:

- 8 x 3, storey, 3 bedroom attached Multiple dwellings; and
- 6 x 2 storey, 3 bedroom attached Multiple dwellings.

A summary of its key attributes is provided in **Table B** below.

Table B – Details of Proposed Development	
Key Parameters	Proposed Dwelling
Yield	<ul style="list-style-type: none"> • 14 x 3 bedroom dwellings
Building height	<ul style="list-style-type: none"> • 2 - 3 storeys • Maximum 9.5m above NGL
Site cover	<ul style="list-style-type: none"> • 48.1% of the site’s area (1,429m²)
Primary front setback (Victor Street)	<ul style="list-style-type: none"> • Ground level: 7.95m • Level 1: 7.96m • Level 2: 7.96m
Secondary front setback (Persse Road)	<ul style="list-style-type: none"> • Ground level: 4.77m to wall / 2.65m to roofed patio • Level 1: 4.77m to wall / 2.65m to balcony • Level 2: 4.77m to wall / 2.65m to balcony
Side (northern) setback	<ul style="list-style-type: none"> • Ground level: 4.0m to wall • Level 1: 4.0m to wall • Level 2: 4.84m to wall
Side setback (eastern) setback	<ul style="list-style-type: none"> • Ground level: 4.7m to wall / 2.5m to roofed patio

Table B – Details of Proposed Development	
Key Parameters	Proposed Dwelling
Landscaping	<ul style="list-style-type: none"> • Level 1: 3.5m to wall / 2.5m to balcony • 10.9% of the site’s area provided at ground level for deep planting (325m²)
Private Open Space	All dwellings are provided with a minimum of 35m ² of private open space with each area comprising a minimum dimension of 3m
Communal Open Space Access	<ul style="list-style-type: none"> • 5.1% of site’s area (151m²) • 1 consolidated area • All turns movement to / from Victor Street
Car Parking	<ul style="list-style-type: none"> • 28 resident car spaces • 4 visitor spaces
Bicycle Parking	<ul style="list-style-type: none"> • 14 resident spaces • 4 visitor spaces

3.2 BUILT FORM PARTICULARS

The proposed development makes a considered architectural statement on a prominent corner at the intersection of Persse Road and Beenleigh Road, a key gateway into the surrounding neighbourhood and within close proximity of Fruitgrove railway station.

The development features three-storey townhouses addressing Persse Road, stepping down to two-storeys where it interfaces with the adjoining Dwelling house at 1133 Beenleigh Road, ensuring a sensitive and considered transition in building scale. Notwithstanding the three-storey component, no dwelling exceeds 9.5m in height.



The proposed development will make a positive contribution to the visual character of the area through the use of high-quality materials, architectural features, and subtropical landscaping, delivering an outcome befitting its prominent corner location.

3.3 MATERIALS PALETTE

As the Architectural Plans in **Appendix B** show, the building incorporates the use of a variety of materials, finishes and colours to break up the built form, provide articulation and visual interest, and positively contribute to the existing streetscape. Specifically, it incorporates:

- Lightweight cladding in contrasting colours
- Decorative pattern features
- Batten screening
- Blade screening
- Window hoods; and
- Metal roof sheeting.

3.4 LANDSCAPING

The Landscape Group has prepared a Landscape Concept Plan for the proposed development, included at **Appendix E**.

The Plan outlines the hard and soft landscaping proposed to be delivered as part of the development, including:

- 325m² of deep planting. This includes 3 areas with a minimum 4m x 4m dimension and all areas being open to the sky and capable of accommodating large subtropical shade trees.
- 151m² of landscaped communal open space in the south-eastern corner of the site;

- landscaping within private courtyards achieving a minimum 2.0m wide landscaping strip along all external site boundaries; and
- Retention of 8 of the 9 street trees along Beenleigh Road, Persse Road and Victor Street. To offset the removal of 1 street tree on Victor Street required to facilitate vehicular access to the site, 3 new street trees are proposed to be planted; 1 on Victor Street and 2 on Persse Road, which will together balance and soften the overall built form.

3.5 ENGINEERING ASSESSMENT

A Civil Engineering Assessment Report and Stormwater Management Plan have been prepared by HCE Engineers and are provided in **Appendices D & E**. Together these confirm:

- The proposed development site has no flood levels or flags and therefore the risk of flooding is very low.
- Retaining walls with a maximum height of 1.2m are proposed along the eastern and western boundaries. The walls along the eastern boundary vary in height from 0.5m to 1.2m, with approximately 60% exceeding 1.0m. The tapering of the wall height serves to minimise visual impact, while the walls fronting Persse Road are internally facing, ensuring streetscape amenity is not adversely affected.
- Site runoff is to be discharged to the existing 375mm diameter stormwater pipe connecting the site to further infrastructure within Beenleigh Road.
- Stormwater quality treatment will be undertaken onsite with the proposed installation of a cartridge quality treatment system.
- The existing sewerage running parallel to the site's eastern boundary, within the site, is to be removed. A new DN160



connection is proposed to service the site from the existing maintenance structure within the verge of Beenleigh Road at the northeastern corner of the site.

- The existing water services connecting to the 750mm diameter trunk water main in Persse Road are proposed to be removed, and a new water connection is to be provided to the existing 150mm diameter water main in the northern verge of Victor Street.
- There is existing electrical, gas and telecommunications surrounding the site which may be used to service the development. The proposed development also sets aside a 5m x 5m area in the south-eastern corner of the site for a future pad-mount transformer, should it be required.

3.6 TRANSPORT ASSESSMENT

A Transport Engineering Report has been prepared by Colliers and is provided in **Appendix H**. This report concludes:

- The car parking supply is compliant with Council's *Transport, access, parking and servicing Planning scheme policy* (TAPS PSP) rates for resident and visitor car parking.
- The bicycle parking supply is compliant with Council's *Transport, access, parking and servicing Planning scheme policy* (TAPS PSP) rates for resident and visitor car parking.
- The consolidated single access / crossover to Victor Street is generally compliant with Council's TAPS PSP
- The development allows occasional access for vehicles up to the size of an MRV and regular access for vehicles up to the size of a refuse collection vehicle (RCV).
- Regarding refuse collection, an RCV can reverse manoeuvre and be wholly contained within the site while collecting from

the development's bulk bins. This strategy is compliant with the TAPS PSP given that Victor Street is a minor road.

- As the proposed development will not generate more than 12 vph during weekday peak hours, the traffic generated by the proposed development will not significantly impact the safety or operation of the external road network.

3.7 ACOUSTIC ASSESSMENT

An Environmental Assessment Report has been prepared by Colliers and is provided in **Appendix I**. This assessment concludes that the proposal is predicted to achieve compliance with the relevant assessment criteria subject to the implementation of the following recommendations:

- A 1.8m high acoustic barrier being constructed along the eastern boundary for the length of the visitor car parks.
- the external envelope of habitable rooms must comply with the minimum R_w for each building component specified in Schedule 1 of QDC MP4.4 to achieve a minimum transport noise reduction level for the relevant noise category by either one of the following:
 - a) Using materials specified in Schedule 2 of the QDC MP4.4;
 - OR
 - b) Using materials with manufacturer's specifications that, in combination, achieve the minimum R_w value for the relevant building component and applicable noise category.
- Solid balustrades are recommended for all residential balconies and outdoor recreation areas impacted by road traffic or rail QDC noise category of 2 or higher.
- Car parking and manoeuvring areas to have a low wheel squeal surface finish.



- Any grates or other protective covers in the car parks and access driveways must be rigidly fixed in position to eliminate clanging and be maintained.
- Speed bumps (if proposed) should be built into the finished surface of the car park / driveways and not be made of metal.
- Mechanical plant is to be acoustically screened from nearby sensitive uses.

4.0 State Planning Framework

The statutory framework for decision making in relation to land use and development in Queensland is contained in the *Planning Act 2016* and its subordinate legislation. Consideration of the Act and its subordinate legislation is explored in the following subsections of this report.

4.1 STATE PLANNING POLICY

The *State Planning Policy* (SPP) commenced on 3 July 2017 and expresses the State's interests in land use planning and development.

As prescribed by Section 30(2)(a)(ii) of the *Planning Regulation 2017*, the SPP is an assessment benchmark for assessable development that requires impact assessment and that the assessment manager must have regard to the SPP, Part E, to the extent it is not identified in the planning scheme as being appropriately integrated in the planning scheme.

Section 2.1 of the *City Plan* states all State interests are appropriately integrated into the *City Plan*, with the exemption of the following:

- Natural hazards, risk and resilience – The bushfire prone area in the *City Plan* does not reflect the State mapping layer; and
- Strategic airports and aviation facilities – The building restricted area is not identified in the *City Plan* and State interest policy (4) and Assessment benchmark (5), if the development and associated activities within the building restricted area, are not addressed.

An extract of the relevant SPP mapping provided in **Figure 14**, indicates that the following state interests are relevant to the site:

- Natural hazards (Flood hazard area – Local government flood mapping area); and
- Strategic airports and aviation facilities (Obstacle limitation surface area; Wildlife hazard buffer zone).

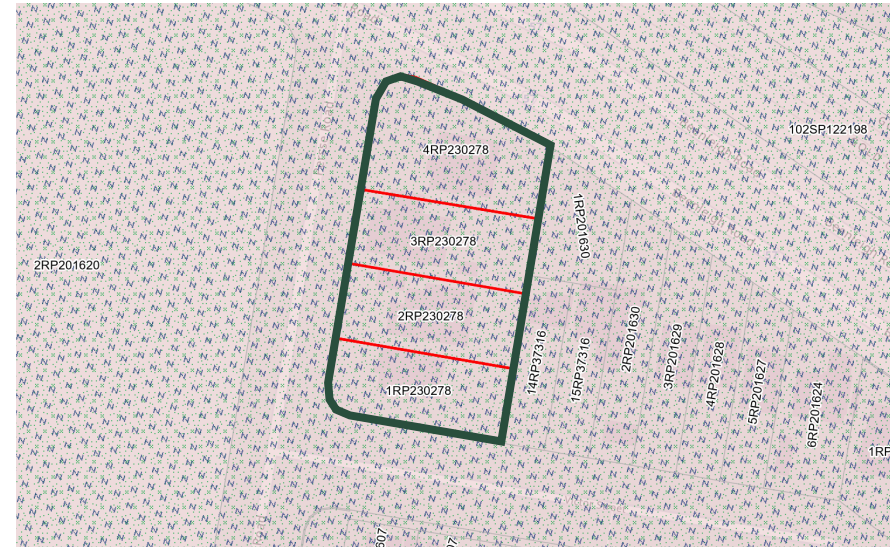


Figure 14: SPP Mapping (site depicted by green outline)

Source: Queensland Government

As the site is only affected by the State interests integrated into the *City Plan*, no further assessment against the SPP is required.

4.2 REGIONAL PLAN

The *South East Queensland Regional Plan 2023* (ShapingSEQ) provides a regional framework for growth management and sets the planning direction for sustainable growth, global economic



competitiveness and high-quality living. It establishes a blueprint for South East Queensland's future and notably recognises the current housing supply challenges facing the region.

ShapingSEQ identifies a requirement for 210,800 additional dwellings to be provided within the Brisbane Local Government Area between 2021 and 2046. To complement this, the Plan introduces dwelling diversity sub-targets that aim to guide the delivery of a wider range of housing types to meet the needs of evolving household structures. Achieving these supply and diversity targets is essential to delivering gentle density, accommodating population change, and providing greater housing choice through collaboration with local governments and industry.

Under ShapingSEQ, the subject site is located within the “Urban Footprint” regional land use classification and the Metro Sub-region. The Urban Footprint is intended to accommodate the region's future urban growth while the Metro Sub-region has “a strong focus on residential consolidation growth in high amenity areas, including around major urban centres and along high frequency public transport corridors”.

The proposed development directly supports the key strategies and intended outcomes of ShapingSEQ. It promotes development in and around established centres and along a high frequency public transport corridor, and contributes to the provision of diverse, low-density housing through the development of Multiple dwelling in the form of low-rise, attached 2 – 3 storey townhouses.

Specifically, the proposal is considered to contribute to the following growth outcomes:

- Outcome 1: Efficient Land Use
 - 1.2: Unlocking underutilised land in the Urban Footprint
- Outcome 2: Housing Supply
 - 2.1: Achieving the dwelling supply targets (including sub-targets) to 2031 and 2024
- Outcome 3: Housing diversity
 - 3.2 – Facilitate increased gentle density across SEQ in consolidation areas.

Section 26(2)(a)(i) of the *Planning Regulation 2016* prescribes the regional plan represents an assessment benchmark which the assessment manager must have regard to if it is not identified as being appropriately reflected in the planning scheme.

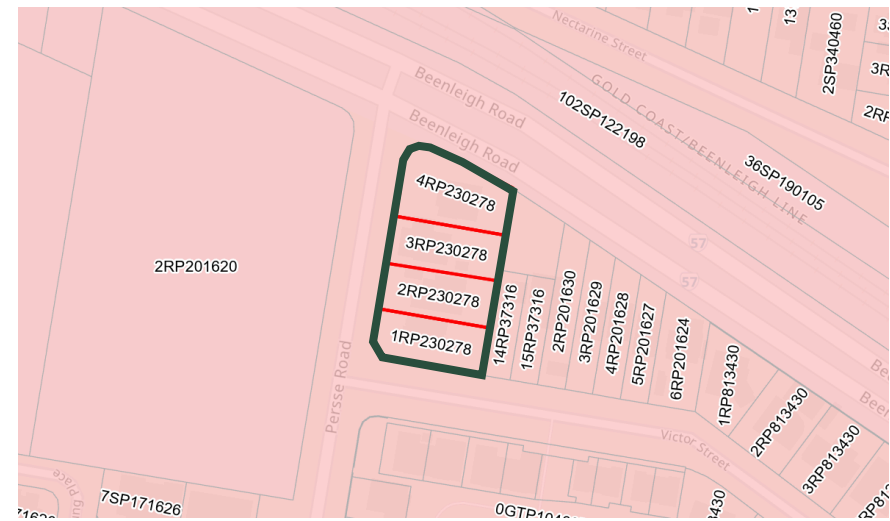


Figure 15: ShapingSEQ Mapping (site depicted by green outline)

Source: Queensland Government

4.3 REFERRALS AND STATE DEVELOPMENT ASSESSMENT PROVISIONS

Schedules 9 & 10 of the *Planning Regulation 2017* set out all referral agencies and their jurisdiction. An assessment against this criterion has been undertaken and is included in **Appendix A**. This assessment has determined that the proposal does not trigger referral to The Chief Executive or any other entity. As such, an assessment against the *State Development and Assessment Provisions* is not required.

4.4 KOALA HABITAT AREAS

Schedule 11 of the *Planning Regulation 2017* seeks to regulate development based on mapping affecting the site and the nature of the proposed development. As **Figure 16** shows, the site is not located within a koala priority area or a koala broad-hectare habitat area. Furthermore, it does not contain any areas of “core” or “locally refined” koala habitat. As such, Schedule 10, part 10 and Schedule 11, part 2 of the *Planning Regulation 2017* do not apply.

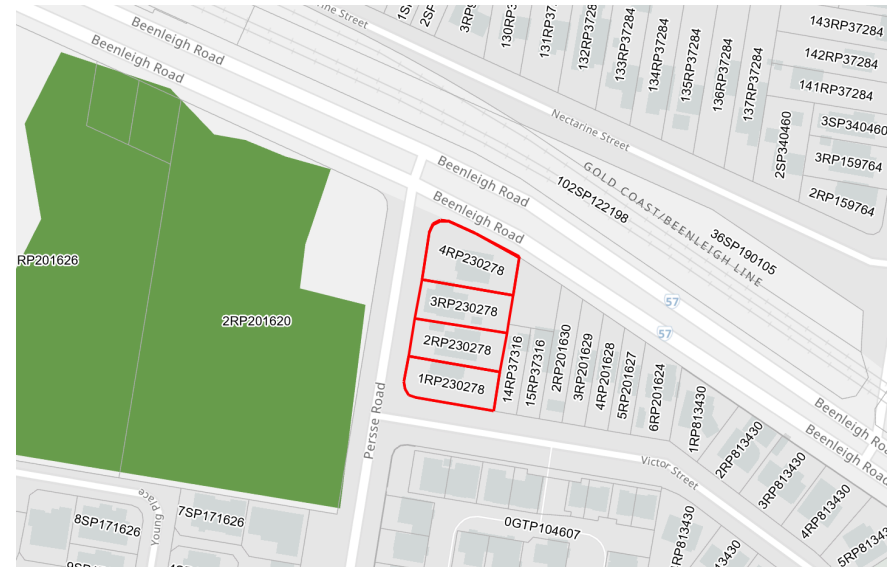


Figure 16: Koala Mapping (site depicted by red outline)

Source: Queensland Government

3.4 WALKABLE NEIGHBOURHOODS

Schedule 12A of the *Planning Regulation 2017* imposes mandatory assessment benchmarks for reconfiguring a lot proposals which involve:

- a) creating 2 or more lots; and
- b) the lot being reconfigured is wholly or partly in a prescribed zone under a local instrument applying to the lot; and
- c) no part of the lot being reconfigured is in either of the following zones under a local instrument applying to the lot –
 - (i) a rural residential zone stated in schedule 2;
 - (ii) a zone, other than a zone stated in schedule 2, that is of a substantially similar type to a zone mentioned in subparagraph (i); and



- d) at least 1 created lot is intended mainly for a residential purpose; and
- e) the reconfiguring is associated with the construction or extension of a road.

As the proposal seeks approval for a material change of use only, Schedule 12A of the Regulation does not apply to the assessment of this application.

5.0 Local Planning Framework

The *Brisbane City Plan 2014* is the local planning instrument relevant to the assessment of this application. The *City Plan* seeks to advance state and regional policies, through more detailed local responses, taking into account local context.

A detailed assessment of the relevant provisions of the *City Plan* is carried out in the following subsections of this report.

5.1 DEFINED LAND USE

The proposed development comprises the following land uses, which are defined under Schedule 1 of the *City Plan* as follows.

- 1) **Multiple dwellings** means “a residential use of premises involving 3 or more dwellings, whether attached or detached.”

5.2 STRATEGIC FRAMEWORK

The *City Plan* includes a Strategic Framework which sets the policy direction for the planning scheme. Of the five themes comprising the Strategic Framework, Theme 2: Brisbane's Outstanding Lifestyle and Theme 5: Brisbane's CityShape are particularly relevant to the proposed development, with the CityShape theme identifying a broad land use pattern for the city.

Under this, the site is included in the Suburban Living Area (refer **Figure 17**). Suburban Living Areas represent the majority of established residential suburbs in Brisbane, where growth occurs

in response to local needs and impacts on local amenity and values are carefully considered.

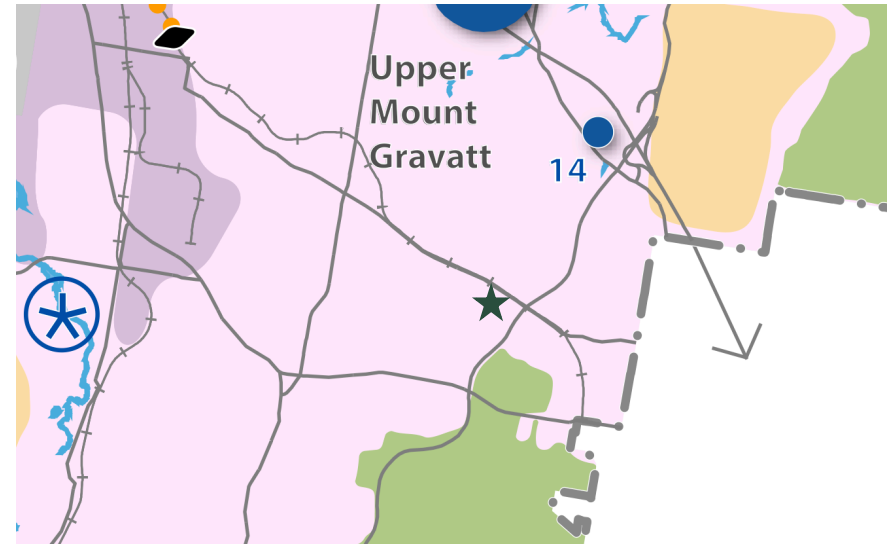


Figure 17: Extract of CityShape 2031 Land Use Strategic Framework Map (site location generally indicated by green star)

Source: Brisbane City Plan 2014 Interactive Mapping

5.3 ZONING

As **Figure 18** shows, the site and adjoining land is wholly included in the Low density residential zone.

The development location, use and form overall outcomes of the Low density residential zone include:

- “4 (a) Development provides for suburban living in dwelling houses of predominantly 1 or 2 storeys in height, on appropriately sized and configured vacant lots, which



maintain the low density detached housing suburban identity of the Low density residential zone.

(b) Development provides for other housing types at a house scale to provide housing diversity offering choice to different household types and individuals to suit residents through different life-cycle stages.

(c) Development maintains a low density character in which multiple dwellings are not accommodated.

...

(g) Development reflects and supports the high level of comfort, quiet, privacy and safety (including impacts of glare, odour, light, noise, traffic, parking, servicing and hours of operation) reasonably expected within a predominantly low density permanent residential environment.

...

5 (a) Development is of a formal and scale that reinforces a distinctive subtropical character of low rise, low density builds set in green landscaped areas.

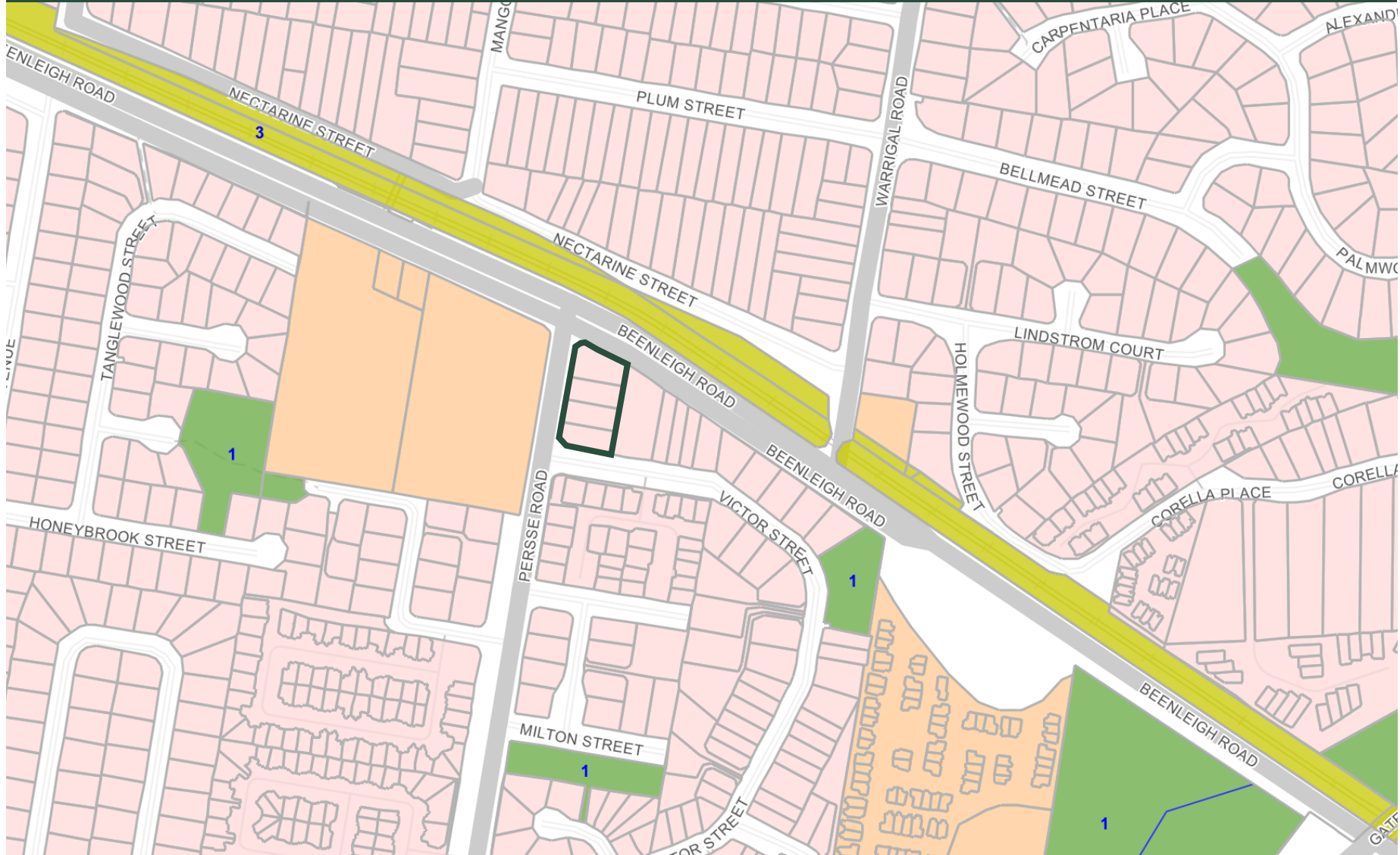
...

(g) Development is carried out in an orderly sequence, within the context of the neighbourhood and city.

(h) Development is well planned and integrated with surrounding land uses and infrastructure.

...”

Figure 18: Zoning map of site and surrounding land (site outlined in green)



Source: Brisbane City Plan 2014 Interactive Mapping

5.4 NEIGHBOURHOOD PLAN

The site is located within the bounds of Kuraby neighbourhood plan but as **Figure 19** shows, it is not located within a specific precinct or sub-precinct.

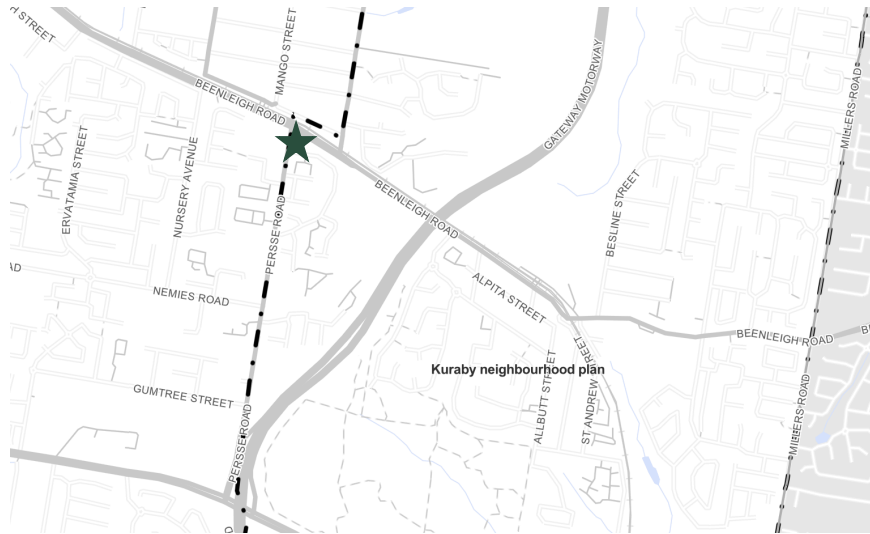


Figure 19: Extract of Neighbourhood Plan Map (site indicated by green star)

Source: Brisbane City Plan 2014 Interactive Mapping

While the Kuraby neighbourhood plan code does not include any specific varying provisions which apply to the site, the overall outcomes include of relevance:

...

- f) *Multiple dwellings are not accommodated in the Low density residential zone, including where in a potential development area.*

..."

5.5 TEMPORARY LOCAL PLANNING INSTRUMENT

Table C confirms the site is not affected by any existing temporary local planning instruments (TLPI) which suspend or otherwise affect the operation of the *City Plan*.

Table C – Assessment of Applicable TLPI’s	
TLPI	Applicability
TLPI 01/25 Colmslie Road Industry Precinct	Not Applicable The subject site is located at Persse Road & Beenleigh Road, Runcorn and therefore is not included in the Colmslie Road Industry Precinct.
TLPI02/25 Kurilpa Sustainable Growth Precinct	Not Applicable The subject site is located at Persse Road & Beenleigh Road, Runcorn and therefore is not included in the Kurilpa Sustainable Growth Precinct.

5.6 OVERLAYS

Table D below identifies all overlays applied to the land under the *City Plan* and provides a brief commentary on their applicability and effect on the proposed development.

Table D – Assessment against applicable <i>City Plan</i> Overlays	
Overall Outcome	Our Response
	<p>Airport environs overlay Given the site's proximity to Amberley airport, the site is impacted by three (3) Airport environs categories being:</p> <ul style="list-style-type: none"> • OLS – Approach and departure limitation surface boundary • Procedures for Air navigation surfaces (PANS) • BBS Zone – Distance from airport 3 – 8km. <p>An assessment against the <i>Airport environs overlay</i> code is provided in Appendix J of this report.</p> <p>Bicycle network overlay A secondary cycle route is mapped along both Persse and Beenleigh Roads. As such, a detailed assessment of the <i>Bicycle network overlay</i> code is provided in Appendix J of this report.</p>

Table D – Assessment against applicable City Plan Overlays

Overall Outcome	Our Response
	<p>Community purposes network overlay</p> <p>The Community purposes network overlay seeks for development which is assumed future urban development to contribute to the completion of the Community purposes network through the provision of existing and planned infrastructure for the parks network and land for the community facilities network in the Local government infrastructure plan.</p> <p>As the site is not mapped as being required for existing or planned long term community infrastructure, the overlay does not apply. Therefore, no further assessment of this overlay is required.</p>
	<p>Critical infrastructure and movement network overlay</p> <p>The Critical infrastructure and movement network overlay applies to the whole of Brisbane City, however, is relevant only to the development of specific uses including telecommunications, major electricity, emergency services and residential care facilities.</p> <p>As the proposal does not entail any of the abovementioned uses, this overlay and its corresponding code is not applicable.</p>

Table D – Assessment against applicable City Plan Overlays

Overall Outcome	Our Response
<p>The map shows a residential street layout with several lots. The lot at 1129 Beenleigh Road, 4/RP230278 is highlighted in red. Other lots shown include 6, 10, 14, 8, 10, 14, 15, 1135, 1137, 1139, 1141, 1143, and 24. The street names are Beenleigh Road, Perse Road, and Victor Street.</p>	<p>Dwelling house character overlay</p> <p>The Dwelling house character overlay applies to all land in residential zones and specifies requirements for the design of Dwelling houses. The overlay alters the level of assessment only where not complying with the identified requirements of the applicable code.</p> <p>As the proposal is not for a Dwelling house, this overlay is not applicable.</p>
<p>The map shows the same residential street layout as above. The lot at 1129 Beenleigh Road, 4/RP230278 is highlighted in green. The street names are Beenleigh Road, Perse Road, and Victor Street.</p>	<p>Road hierarchy overlay</p> <p>Under the Road hierarchy overlay, Beenleigh Road is identified as an “Arterial road”, Perse Road is identified as a “Suburban road” and Victor Street is identified as a “Neighbourhood road”.</p> <p>The proposal entails removing the site’s three existing crossovers to Perse Road and consolidating all access via a single crossover to and from Victor Street, a Neighbourhood road.</p> <p>A detailed assessment of the <i>Road hierarchy overlay code</i> is provided at Appendix J.</p>

Table D – Assessment against applicable City Plan Overlays

Overall Outcome	Our Response
	<p>Streetscape hierarchy overlay</p> <p>The site's Persse Road and Victor Street frontages are both identified as "Neighbourhood street minors" under the Streetscape hierarchy overlay while, Beenleigh Road is identified as a "Subtropical boulevard – out of centre verge width 3.75/4.25m".</p> <p>The purpose of this overlay is to provide for the assessment of the suitability of development in the 'Streetscape hierarchy' overlay. As such, an assessment against the <i>Streetscape hierarchy overlay code</i> is provided in Appendix J.</p>
	<p>Transport noise corridor overlay</p> <p>Given the site's proximity to Beenleigh Road, the Fruitgrove rail station and the Ferny Grove-Beenleigh rail line, it is identified as being affected by the following noise categories:</p> <ul style="list-style-type: none"> • Designated State Noise corridor – rail network: Category 1: 70 dB(A) – 75 dB(A) • Designated State Noise corridor – rail network: Category 2: 75 dB(A) – 80 dB(A) • Designated State Noise corridor – rail network: Category 3: 80 dB(A) – 85 dB(A) • Designated State Noise corridor – rail network: Category 4: >85 dB(A) • Noise corridor – Brisbane: Queensland Development Code MP4.4 Noise Category 1 sub-category • Noise corridor – Brisbane: Queensland Development Code MP4.4 Noise Category 2 sub-category • Noise corridor – Brisbane: Queensland Development Code MP4.4 Noise Category 3 sub-category.

Table D – Assessment against applicable City Plan Overlays

Overall Outcome	Our Response
	<p>As the proposal is for Multiple dwellings, an assessment of the <i>Transport noise corridor overlay code</i> is provided in Appendix I.</p>



5.7 CATEGORIES OF ASSESSMENT

Table E identifies the relevant category of assessment triggers under the *City Plan* applicable to the proposed development.

Having regard to these triggers, and as a consequence of the proposed land use, the proposed development is subject to **Impact assessment**.

Table E – Assessable Development under <i>City Plan</i>		
Table of Assessment	Category of Development & Assessment	Assessment Benchmark/s
Low density residential zone	Assessable development – Impact assessment	<ul style="list-style-type: none"> • Multiple dwellings code • Low density residential zone code • Filling and excavation code • Infrastructure design code • Landscape work code • Outdoor lighting code • Park planning and design code • Stormwater code • Transport, access, parking and servicing code • Wastewater code

Table E – Assessable Development under <i>City Plan</i>		
Table of Assessment	Category of Development & Assessment	Assessment Benchmark/s
Kuraby neighbourhood plan	No change	Kuraby neighbourhood plan code
Airport environs overlay	Assessable development – Code assessment	Airport environs overlay code
Bicycle network overlay	Assessable development – Code assessment	Bicycle network overlay code
Community purposes network overlay	Not applicable	Not applicable
Critical infrastructure and movement network overlay	Not applicable	Not applicable
Dwelling house character overlay	Not applicable	Not applicable
Road hierarchy overlay	Assessable development – code assessment	Road hierarchy overlay code
Streetscape hierarchy overlay	Assessable development – code assessment	Streetscape hierarchy overlay code
Transport noise corridor overlay	Assessable development – Code assessment	Transport noise corridor overlay code

5.8 ASSESSMENT BENCHMARKS

In support of this application, an assessment against all relevant assessment benchmarks has been undertaken. **Table F** below identifies the response location for each applicable code.

Code	Location
Multiple dwellings code	Appendix J
Low density residential zone code	Appendix J
Filling and excavation code	Appendix F
Infrastructure design code	Appendix F
Landscape work code	Appendix J
Outdoor lighting code	Not Applicable: The proposal does not involve the creation of park.
Park planning and design code	Not Applicable: The proposal does not involve the creation of park.
Stormwater code	Appendix F
Transport, access, parking and servicing code	Appendix H
Wastewater code	Not applicable: the site is serviced by reticulated sewerage.
Kuraby neighbourhood plan code	Appendix J
Airport environs overlay code	Appendix J
Bicycle network overlay code	Appendix J
Road hierarchy overlay code	Appendix J
Streetscape hierarchy overlay code	Appendix J
Transport noise corridors overlay code	Appendix I

5.9 LOCAL GOVERNMENT INFRASTRUCTURE PLAN

The relevant Local Government Infrastructure Plan (LGIP) is the LGIP contained in Part 4 of the *City Plan*. A review of this Plan confirms:

- the site is located within the Priority infrastructure area; and
- no future trunk infrastructure is planned on or adjoining the site.



Figure 20: LGIP Mapping (site indicated by green outline)

Source: Brisbane City Plan 2014 Interactive Mapping



5.10 INFRASTRUCTURE CHARGES

In accordance with Council's *Charges Resolution (No.14) 2025*, the applicable Council infrastructure charges applying to the development have been calculated as follows.

Table G – Estimated Infrastructure Charges				
Charging Category	Development Unit	Development Demand	Local Government Adopted Charge	Charge
Credits				
Lots	Lot	4	\$18,026.28	\$72,105.12
Demand				
Multiple Dwelling	3 or more bedroom dwelling	14	\$18,026.28	\$252,367.92
Levied Charge				\$180,262.80

The abovementioned charges are used to fund new projects and upgrades to Council's transport, community and stormwater trunk networks. Additional charges are also set to be levied by Urban Utilities to fund similar projects and upgrades to their sewer and water trunk networks.



6.0 Key Planning Matters

6.1 LAND USE

It is acknowledged that the proposed Multiple dwelling use conflicts with provisions of the City Plan that state Multiple dwellings are not accommodated in the Low density residential zone, namely:

- Overall Outcome (3)(g) of the *Kuraby neighbourhood plan code*; and
- Overall Outcome (4)(c) of the *Low density residential zone code*.

The above provisions were introduced by Council's v19.00/2020 amendment and represent a conflict of the use category, rather than any failure of the proposal to achieve the amenity, built-form, character or interface outcomes the zone and neighbourhood plan otherwise seek.

Under s 60(3) of the Act, this conflict does not necessarily mandate refusal. The following relevant matters are of such substantial weight that in our assessment, justify approval notwithstanding the conflict.

- **Higher-order and more recent State policy supports the use.** ShapingSEQ 2023, a matter to which the assessment must have regard, and which both post-dates the 2020 amendment and sits above the City Plan in the planning hierarchy, sets a clear "growth by consolidation" direction:
"Low-density residential areas have the potential to deliver more housing choice through gentle density, including low-rise attached dwellings such as dual occupancies, secondary

dwellings, row or terrace housing, townhouses and low rise apartments (up to three storeys). By gently increasing the number of houses within existing urban areas, close to existing services such as transport, education and shops, people will have more choice as to how and where they live."

The proposed development directly supports the above, delivering 14 x Multiple dwelling in the form of low-rise, attached 2 – 3 storey townhouses, along a high frequency public transport corridor and within close proximity of education and shops.

- **Established character and reasonable community expectation.** There are numerous Multiple dwellings in the vicinity of the site and most, are included in the Low density residential zone. As shown in **Figure 24**, the site is located directly opposite a townhouse development, with a further 16 townhouse developments at varying densities in the surrounding precinct south of Beenleigh Road. Community expectations of development are informed both by the City Plan and by the development already "on the ground". The established prevalence of this typology demonstrates that the proposed use is compatible with, and reasonably to be expected in, this locality.
- **The zoning understates the site's appropriate potential.** The site's locational attributes (i.e. being within 200m of the Fruitgrove rail station and on a high-frequency bus corridor, and close to activity centres, community facilities, parks and schools) are those the planning framework associates with the Low-medium density residential and Emerging community zones, both of which support Multiple dwellings consistent with the surrounding development pattern. This indicates the Low density residential zoning understates the site's

appropriate development potential and further reduces the weight to be given to the use conflict.

- **Need that the locality is planned, but constrained, to deliver.** The 3.09ha of Emerging community zoned land directly opposite at 1083 & 1115 Beenleigh Road is intended to deliver the density anticipated for this location. However, 2.29ha is mapped as, and physically contains, State core koala habitat (refer **Figures 21 & 22**), and another 1,585m² portion unaffected by the State mapping directly opposite the site is unlikely to realise meaningful density given its size, dimensions and vehicular access constraints. The locality is therefore planned to accommodate density it is substantially constrained from delivering, which heightens the importance of unconstrained, well-located sites such as the subject site in delivering the housing the area is intended to provide.



Figure 21: 1083 & 1115 Beenleigh Road's Zoning & Biodiversity Overlay Mapping



Figure 22: View of 1083 & 1115 Beenleigh Road from subject site

6.2 BUILDING HEIGHT

While the Low density residential zone code anticipates a building height of 1–2 storeys, the proposed three-storey form is considered appropriate in this location, for the following reasons:

- The proposed development complies with the overall maximum building height in terms of metres by not exceeding 9.5m above NGL;
- The three-storey form is confined to the western portion of the site addressing Persse Road, opposite the undevelopable vegetated land at 1129 Beenleigh Road, and steps down to two storeys where the site interfaces with the adjoining dwelling at 1133 Beenleigh Road. This produces a graduated transition in

built scale that protects the amenity and character of the adjoining low-density interface.

- ShapingSEQ 2023, a matter to which the assessment must have regard, sets a clear "growth by consolidation" direction. It provides that:

“Low-density residential areas have the potential to deliver more housing choice through gentle density, including low-rise attached dwellings such as dual occupancies, secondary dwellings, row or terrace housing, townhouses and low rise apartments (up to three storeys). By gently increasing the number of houses within existing urban areas, close to existing services such as transport, education and shops, people will have more choice as to how and where they live”.

The dwelling-typologies and gentle-density diagram in ShapingSEQ (refer **Figure 24**) confirms that "low-rise – attached" housing is characterised as 1–3 storeys, not 1–2 storeys. The proposed 2–3 storey attached townhouse development within 200m of the Fruitgrove rail station, is precisely the form and location ShapingSEQ identifies as suitable for gentle density.

- Were the site within the Low-medium density residential or Emerging community zones, a building height of 3 storeys and 11.5m would be supported, given the site satisfies the relevant locational test that being within the 400m walking-distance of a dedicated public pedestrian access point of a railway. The proposed 9.5m / 3 storeys therefore sits 2m below the height the planning framework regards as appropriate for equivalently located land.



Figure 4 – Dwelling typologies and gentle density

Figure 23: Dwelling Typologies and Gentle Density Extract

Source: ShapingSEQ

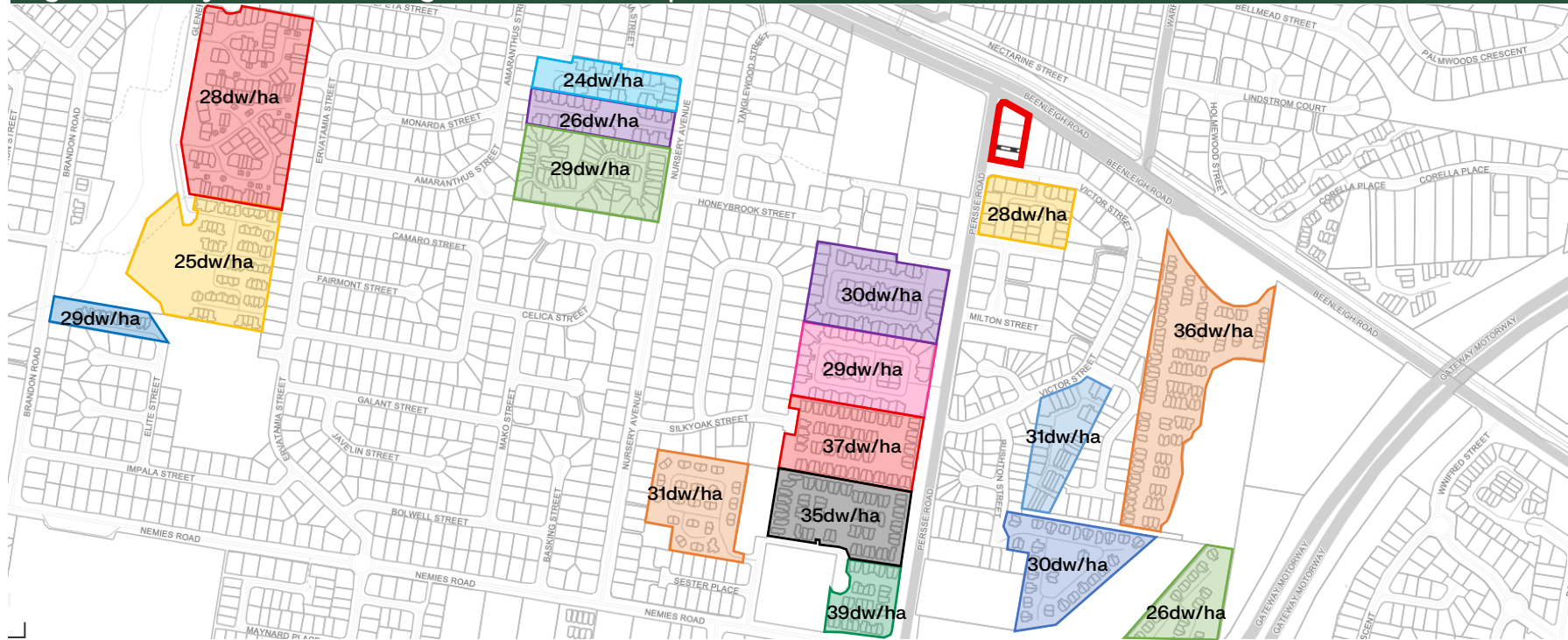
6.3 DWELLING DENSITY

While the *City Plan* does not explicitly prescribe a density for the site given its underlying Low density zoning, the proposed density is considered to be in keeping with that of surrounding townhouses developments (refer **Figure 24**).

In addition to the above, the proposed development:

- does not create any adverse:
 - amenity or character consequences for the surrounding area;
 - internal amenity issues;
 - traffic issues,
- is well-located with easy access to high frequency transport, activity centres, community facilities, parks and schools.
- is appropriately located to provide infill development in the form of Multiple dwellings.
- complies with many of the metrics set out in acceptable outcomes in the *Multiple dwelling code*.

Figure 24: Analysis of Surrounding Residential Development Densities





7.0 Planning Assessment

7.1 TYPE OF APPROVAL SOUGHT

This application seeks development approval under the City Plan for:

- Development Permit for a Material change of use for Multiple dwellings (14 Dwellings).

7.2 REASON FOR APPROVAL

Section 45(5) of the Act specifies that the assessment of Impact Assessable applications –

(a) *“must be carried out only –*

- against the assessment benchmarks in a categorising instrument for the development; and*
- having regard to any matters prescribed by regulation 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.*

Examples of another relevant matter –

- *A planning need*
- *The current relevance of the assessment benchmarks in the light of changed circumstances*
- *Whether assessment benchmarks or other prescribed matters were based on material errors.”*

As detailed in the preceding sections of this report:

- it is acknowledged that the proposed land use and building height are in conflict with the overall outcomes sought for the site under the *City Plan*;
- notwithstanding the above, the proposed development largely complies with the general acceptable outcomes informing the design and function of Multiple dwellings including those relating to built form, servicing, landscaping and amenity; and
- the proposed development complies with all relevant matters prescribed by the regulation, including, of particular relevance, the higher order ShapingSEQ and its growth outcomes.

Despite the identified non-compliance with the *City Plan*, we believe regard should be given to the following relevant matters:

- **Site suitability.** The development consolidates four parcels of underutilised land into a regular allotment of 2,969 m² whose size and dimensions are well-suited to a multiple dwelling development.
- **Location and accessibility.** The site is highly accessible, in close proximity to frequent public transport, activity centres, community facilities, parks and schools, achieving the regional plan’s and City Plan’s intent for consolidation in well-serviced locations and efficient use of existing infrastructure.
- **No material constraints.** The site is free of flooding, ecological and similar constraints and can be fully serviced by existing urban infrastructure with no capacity or external upgrades required.
- **Transport.** Based on the accompanying traffic assessment, the development is not expected to result in an unacceptable impact on the safety or operation of the external road network. It is projected to generate only 12 vph during weekday peak hour periods, removes all vehicular access from Persse Road in



favour of sole access from Victor Street (a minor road), and complies with the TAPS PSP for resident and visitor car and bicycle parking.

- **Amenity.** The development produces no unacceptable odour, light or noise impacts: refuse is stored within a screened enclosure, outdoor lighting complies with AS 4282-1997, and the development accords with the acoustic recommendations in Appendix I.
- **Compatibility and community expectation.** There are numerous Multiple dwellings in the vicinity of the site. The prevalence of existing townhouse developments in the area reasonably supports both the compatibility of the proposal and a reasonable community expectation that further townhouse development will occur in this location.
- **Housing need and policy support.** There is a well-documented housing supply and affordability challenge across Brisbane and South East Queensland, and strong demand for townhouse product in Runcorn. Acknowledging this demand and the area's potential for providing well-located housing, Council's *Sustainable Housing Strategy* identifies as one of its initiatives converting underutilised industrial and commercial zoned land in Runcorn for a mix of dwelling options, such as well-designed townhouses, to unlock housing supply. The proposal gives effect to that policy intent on an unconstrained, uncontaminated site, without the remediation burden affecting existing industrial land.
- **Meeting need that cannot be met nearby.** The Emerging community zoned land opposite (1083 & 1115 Beenleigh Road) is supported under City Plan to provide Multiple dwellings but is constrained from doing so by its ecological values. The subject site can deliver well-located housing that the locality is

planned to accommodate but cannot otherwise readily provide.

- **Design and streetscape contribution.** The proposal delivers a superior architectural and landscape outcome that makes a positive contribution to local character on a prominent corner and provides an engaging street interface that materially improves casual surveillance along Beenleigh Road, Persse Road and Victor Street.

7.3 RECOMMENDED CONDITIONS OF APPROVAL

It is recommended that this development application be approved subject to reasonable and relevant standard Council conditions and that the list of Approved Plans / Documents reflect **Table H**.

The only non-standard condition we recommend being imposed is as follows:

- Should a pad-mount transformer not be required, the area set aside for one is to be incorporated into the adjoining communal open space.

Table H – Recommended List of Approved Plans / Documents		
Drawing or Document	Number	Date
Site Plan	DA-005 Revision A	16-JUN-2026
Site Plan Layout – Ground Floor	DA-010 Revision A	16-JUN-2026
Site Plan Layout – Level 1	DA-011 Revision A	16-JUN-2026
Site Plan Layout – Level 2	DA-012 Revision A	16-JUN-2026
Site Plan Layout – Roof Plan	DA-010 Revision A	16-JUN-2026
Unit Floor Plan – Type A	DA-020 Revision A	16-JUN-2026



Table H – Recommended List of Approved Plans / Documents		
Drawing or Document	Number	Date
Unit Floor Plan – Type B	DA-025 Revision A	16-JUN-2026
Area Plans	DA-030 Revision A	16-JUN-2026
Area Plans	DA-031 Revision A	16-JUN-2026
Building Elevations – Type A	DA-040 Revision A	16-JUN-2026
Building Elevations – Type B	DA-041 Revision A	16-JUN-2026
9.5m NGL Offset 3D	DA-050 Revision A	16-JUN-2026
Street Elevations	DA-060 Revision A	16-JUN-2026
Street Elevations	DA-062 Revision A	16-JUN-2026
Internal Road Elevation	DA-065 Revision A	16-JUN-2026
Cover Sheet & Overall Plan	D26017-CS-001	15-JUN-2026
Landscape Plan	D26017-LP-07 Issue C	15-JUN-2026
Image Sheet: Planting Palette	D26017-DT-091 Issue C	15-JUN-2026
Civil Engineering Assessment Report	26083 Revision 0	17-JUN-2026
Stormwater Management Plan	26083 Revision 0	17-JUN-2026
Transport Engineering Report	26BRT0168 Revision 1	19-JUN-2026

Table H – Recommended List of Approved Plans / Documents		
Drawing or Document	Number	Date
Environmental Noise Assessment	26BRA0041 R1_0	19-JUN-2026



8.0 Conclusion & Recommendations

The development application seeks a Development Permit for 14 x townhouses on land located at 6, 10 & 14 Persse Road and 1129 Beenleigh Road, Runcorn formally described as Lots 1 – 4 on RP230278.

The proposal has been assessed against all relevant assessment benchmarks and based on the assessment undertaken and having regard to the relevant matters presented, it is recommended that Council exercise its discretion and **approve this development application subject to reasonable and relevant conditions** under section 60(3)(b) of the Act.



Disclaimer

This report is dated 19 June 2026 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Hickey Oatley opinion in this report. Hickey Oatley prepared this report on the instructions, and for the benefit only, of Winton Pacific Pty Ltd (Instructing Party) for the purpose of a development application (Purpose) and not for any other purpose or use. To the extent permitted by applicable law, Hickey Oatley expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

In preparing this report, Hickey Oatley was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment.

All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Hickey Oatley at the date of this report, and upon which Hickey Oatley relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Hickey Oatley has no control.

Whilst Hickey Oatley has made all reasonable inquiries it believes necessary in preparing this report, it is not responsible for determining the completeness or accuracy of information provided to it. Hickey Oatley (including its officers and personnel) is not liable for any errors or omissions, including in information provided by the Instructing Party or another person or upon which Hickey Oatley relies, provided that such errors or omissions are not made by Hickey Oatley recklessly or in bad faith.

This report has been prepared with due care and diligence by Hickey Oatley and the statements and opinions given by Hickey Oatley in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

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development

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