

PLANNING REPORT

17 Gunner Street, Kedron QLD 4031

Prepared for Odessa Property Group

13 July 2026



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Executive Summary

The proposed reconfiguration represents a modest and orderly infill subdivision within an established urban residential area. Each lot is regular in shape, has direct frontage to Gunner Street, achieves a practical depth and width, that is capable of accommodating a future dwelling house, private open space, vehicle access, landscaping and services.

The subdivision does not introduce a new use, increase building height, create a rear lot, rely on a battle-axe arrangement, or establish an irregular subdivision pattern. Rather, it maintains a conventional street-front lot arrangement and provides an efficient residential infill outcome in an established locality with access to existing urban infrastructure.

The application is impact assessable under Brisbane City Plan 2014. Notwithstanding this category of assessment, the proposed development is considered to be supportable having regard to the physical characteristics of the site, the surrounding subdivision pattern, the capacity of each lot to accommodate a future dwelling house, and the ability for the development to be serviced subject to standard and reasonable conditions.

A planning summary of the subject land and proposal is provided below.

Site and Proposal Details	
Applicant	Odessa Property Group
Site Address	17 Gunner Street, Kedron QLD 4031
Real Property Description	Lot 3 on RP77165
Site Area	721m ²
Zone	Character residential zone
Zone Precinct	Character zone precinct
Neighbourhood Plan	Lutwyche Road neighbourhood plan
Overlays	• Airport environs overlay • Critical infrastructure and movement network overlay • Dwelling house character overlay • Road hierarchy overlay • Streetscape hierarchy overlay • Traditional building character overlay

Aspects of Proposed Development	
Type of Development	Reconfiguring a lot (1 into 2 lots)
Proposed Lots	Both 360.5m ² with 9.153m frontage and 39.469m depth
Category of Assessment	Impact assessable
Public Notification	Required
Referral Agencies	Not applicable
Consultant Details	Luke Butler Gaskell Planning Consultants (E): luke@gplan.com.au (P): 07 3392 1911

1 Introduction

This planning report has been prepared by Gaskell Planning Consultants on behalf of Odessa Property Group (the applicant), in relation to land located at 17 Gunner Street, Kedron QLD 4031 and described as Lot 3 on RP77165 (hereafter referred to as the 'subject land').

This application seeks approval for a residential subdivision of one (1) into two (2) allotments. The proposed subdivision results in lots which are compatible with the existing street network and development pattern, and which are appropriately sized and configured to accommodate dwelling houses.

To undertake the proposed development, approval is sought for a Development permit for Reconfiguring a lot (1 into 2 lots).

This planning report addresses the merits of the development with respect to the relevant assessment benchmarks under the Brisbane City Plan 2014 ('City Plan') and relevant sections of the *Planning Act 2016* ('Planning Act'). This development application is subject to impact assessment procedures.

The development application is supported by the following materials:

- **Attachment A:** Proposed Reconfiguration Plan prepared by GPC
- **Attachment B:** Code Compliance Assessment prepared by GPC
- **Attachment C:** DA Form 1
- **Attachment D:** Title certificate
- **Attachment E:** Owners consent

This report provides an assessment against the relevant provisions and finds the proposed development achieves the relevant assessment benchmarks under the City Plan and is consistent with the relevant aspects of the planning framework. Council's approval of the development application is sought, subject to reasonable and relevant conditions.

2 Site Description and Local Context

2.1 Site Details

The subject land comprises a single rectangular-shaped allotment with an area of 721m² and a relatively flat topography. The site has frontage to Gunner Street at the western boundary for approximately 17.5 metres. Vehicular access is obtained at the frontage across a turfed verge crossover.

The subject land is currently occupied by a detached house which was constructed after 1946. Available historical aerial imagery indicates that the existing dwelling was constructed after 1946. On this basis, its demolition is not expected to require planning approval under the traditional building character provisions, subject to confirmation against all applicable City Plan requirements.

Water and sewer connections will be provided to each proposed lot in accordance with the requirements of the relevant service authority. Based on Council contour mapping, stormwater can be discharged to Gunner Street with minimal earthworks.

Aerial images of the subject land captured both recently and in 1946 are provided at **Figures 1 and 2**, respectively.

Figure 1: Aerial image of the subject land



Source: Nearmap (image captured 12 March 2026)

Figure 2: Aerial image of the subject land (1946)



Source: Brisbane City Council

2.2 Local Context

The subject land is located in a residential area within the suburb of Kedron. The subject land is located within close proximity to schools and both the retail and commercial development along Gympie Road.

The surrounding locality is an established urban residential area comprising a range of allotment sizes, dwelling ages and built form outcomes. The area is not characterised by a uniform subdivision pattern. A mix of traditional residential lots, smaller frontage lots and contemporary infill housing outcomes are evident within the broader locality.

While the locality immediately surrounding the subject land is categorised predominantly by detached housing forms, it is notably located proximately to the threshold where increased densities, including townhouse and apartment typologies, are more common around key transport corridors.

Gunner Street presents as a suburban residential street with a conventional streetscape character. The proposed lots will maintain direct frontage to Gunner Street and will support future detached dwelling houses addressing the street. This assists in maintaining the established rhythm of street-front residential development and avoids the creation of rear lots or shared access arrangements that may otherwise be less compatible with the prevailing streetscape pattern.

A number of existing lots in the surrounding area exhibit characteristics that do not meet the 'acceptable outcomes' criteria of the Character residential zone (Character precinct), these include lots with widths of less than 14m and/or areas of less than 450m². A few of these examples are highlighted in **Figure 3** below.

In our opinion the proposed development represents an incremental form of residential infill development that remains consistent with surrounding low density residential character and reflects the emerging lot pattern in the surrounding area.

Figure 3: Aerial image of surrounding area



Source: Nearmap

3 Proposed Development

This application seeks approval for a Development permit for Reconfiguring a lot (1 into 2 lots), involving the subdivision of the existing lot into two residential lots. No new dwelling houses are proposed as part of this application. Future dwelling houses on the proposed lots will be subject to a separate building approval and any applicable planning requirements under the City Plan. The proposed reconfiguration simply establishes two residential allotments that are capable of accommodating future low density residential development.

The proposed lots are conventional in shape and orientation. Each lot will have a separate frontage to Gunner Street, allowing each future dwelling to provide a clearly identifiable pedestrian entry, independent vehicle access, private open space and service connections. A proposed subdivision plan is provided in **Attachment A**.

While the proposed lots do not comply with the acceptable outcomes of the Character residential zone (i.e. minimum area, frontage and rectangle dimensions), they are reflective of similar historic and recent developments in the surrounding area (refer to Section 2.2 and **Figure 3** above). Furthermore, as the lots are able to accommodate minimum rectangle dimension of 9m x 15m, consistent with the acceptable outcomes for the low-density residential development under the City Plan, there will be no issues accommodating a suitably sized dwelling house.

3.1 Stormwater and Servicing

Stormwater is proposed to be discharged to the kerb and channel in Gunner Street as the established lawful point of discharge. Water and sewer connections will be provided to each proposed lot via Gunner Street in accordance with the requirements of the relevant service provider and Council standards.

4 State Planning Framework

4.1 Planning Act 2016

The Planning Act provides the statutory planning framework for the State of Queensland and outlines the statutory process for preparing, assessing and deciding development applications. The Planning Act provides that development, which is categorised as assessable development will require a permit before it can be lawfully carried out.

Assessable development is required to be undertaken in accordance with Section 45 of the Planning Act, and requires a development application to be lodged to the assessment manager.

The City Plan categorises the proposed development as impact assessable development, requiring assessment against the items listed in Section 45(5) of the Planning Act, including the relevant assessment benchmarks under the City Plan and having regard to any other relevant matters identified.

4.2 State Assessment and Referral Agency

Referral agencies (and their jurisdictions) that are applicable to assessable development are set out in the *Planning Regulation 2017* ('Planning Regulation'). The Development Assessment ('DA') Mapping System identifies the subject land within the following State mapping layers:

- SEQ Regional Plan land use categories – Urban Footprint
- Water resources – Water resource planning area boundaries.

A review of state interests in relation to this development application has identified no referral agencies applicable to the subject land or proposed development.

4.3 State Planning Policy

The State Planning Policy ('SPP') was introduced on 3 July 2017 as part of the new State planning system. The SPP defines the Queensland Government's policies about matters of state interest in land use planning and development and provides direction for the preparation of local planning instruments and assessment of development applications. As prescribed in Section 26(2)(a)(ii) of the Planning Regulation, the SPP represents an assessment benchmark and the assessment manager must have regard to the SPP, if it is not identified as being appropriately integrated in the City Plan.

The SPP Interactive Mapping identifies the subject land within the following layers:

- Natural hazards risk and resilience
 - » Flood hazard area – local government flood mapping area
- Strategic airports and aviation facilities
 - » Obstacle limitation surface area
 - » Wildlife hazard buffer zone
 - » Aviation facility.

Part 2 of the City Plan addresses State planning provisions and states that all aspects of the SPP, dated July 2017 have been integrated into the City Plan except for:

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

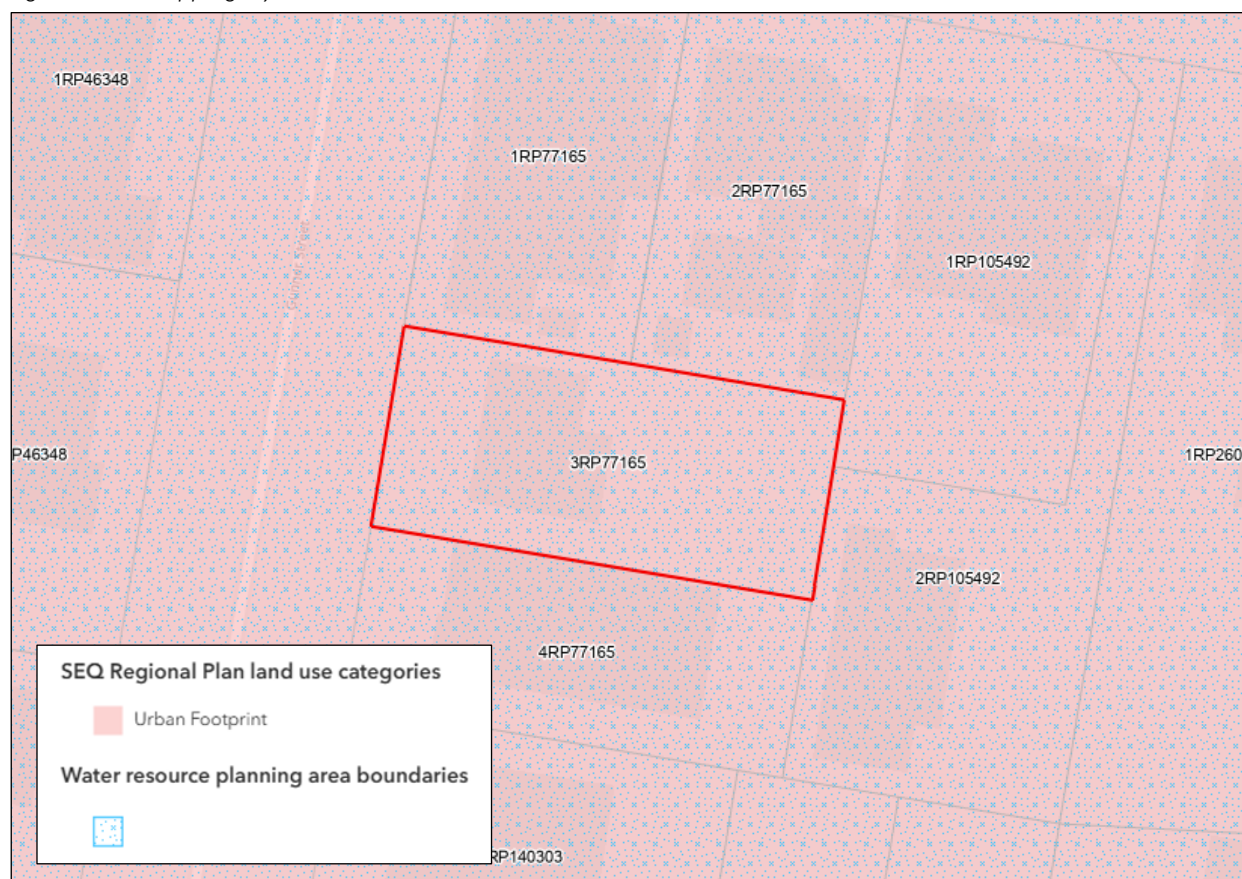
The subject land is located within the Building restricted area – Area of interest layer. The proposed development involves only a residential subdivision and does not involve any new uses or built form. Future development over the proposed lots will be subject to separate assessment processes. Accordingly, no further assessment against the relevant State interests is required.

4.4 South East Queensland Regional Plan 2023

The South East Queensland Regional Plan 2023 (ShapingSEQ) provides a framework for managing growth over the next 25 years and sets a vision for the next 50 years. The plan seeks to balance the economic and environmental issues, which compete in the region, through delivering viable long-term strategies. ShapingSEQ includes a number of regional policies and sub-regional outcomes, principles and policies to address growth management in SEQ. Of most relevance to the proposal is the regional growth pattern included in ShapingSEQ.

ShapingSEQ defines a spatial framework for the region and allocates land into regional land use categories. The subject land is contained within the 'Urban Footprint' (refer to **Figure 4**). When considering the nature of the proposed development and the subject land's location within the Urban Footprint, the intended use of the subject land accords with and promotes the outcomes, strategies and overall vision of ShapingSEQ.

Figure 4: DA mapping layers



Source: DSDIP, 2026

5 Brisbane City Plan 2014

5.1 Overview

Version 36 of the City Plan (effective 12 June 2026) is the local planning instrument that is used to assess the proposed development. The following sections provide a summary of the relevant provisions under the City Plan which are applicable to the proposed development. The level of assessment and applicable assessment benchmarks are also identified.

The table below provides a summary of City Plan provisions applicable to the subject land.

City Plan Aspect	Subject land
Zone	Character residential
Zone Precinct	Character
Neighbourhood Plan	Lutwyche Road neighbourhood plan
Overlays	- Airport environs overlay - Critical infrastructure and movement network overlay - Dwelling house character overlay - Road hierarchy overlay - Streetscape hierarchy overlay - Traditional building character overlay
Type of Development	Reconfiguring a lot (1 into 2 lots)
Category of Assessment	Impact assessable
Assessment Against Applicable Codes	City Plan, including: - Strategic Framework - Lutwyche Road corridor neighbourhood plan code - Character residential zone code - Subdivision code - Road hierarchy overlay code (Section C & D) - Streetscape hierarchy overlay code (Section A & B) - Filling and excavation code - Infrastructure design code - Landscape work code - Stormwater code - Transport, access, parking and servicing code

5.2 Impact Assessment

The application is impact assessable under the City Plan. The impact assessable category does not, of itself, indicate that the proposal is inappropriate. Rather, it requires Council to undertake a broader merits-based assessment having regard to the assessment benchmarks, the planning scheme as a whole, and any relevant matters. In this case, the proposed development is considered to have sufficient planning merit for the following reasons:

- the proposal maintains the residential use of the land;
- the subdivision creates only one additional residential lot;
- each proposed lot is regular in shape and has direct frontage to Gunner Street;
- each lot can accommodate a future dwelling house, vehicle access, private open space and services;
- the subdivision does not create a rear lot, access handle or irregular allotment pattern;
- the proposal supports efficient use of land within the urban area;
- the development can be serviced by existing urban infrastructure; and
- the proposal will not compromise the character of the streetscape or continued low density residential function of the locality.

On this basis, the impact assessable status of the application should not prevent approval where the proposal can be demonstrated to achieve an acceptable planning outcome. The proposal is modest in scale and is not expected to generate unacceptable amenity, traffic, servicing or character impacts.

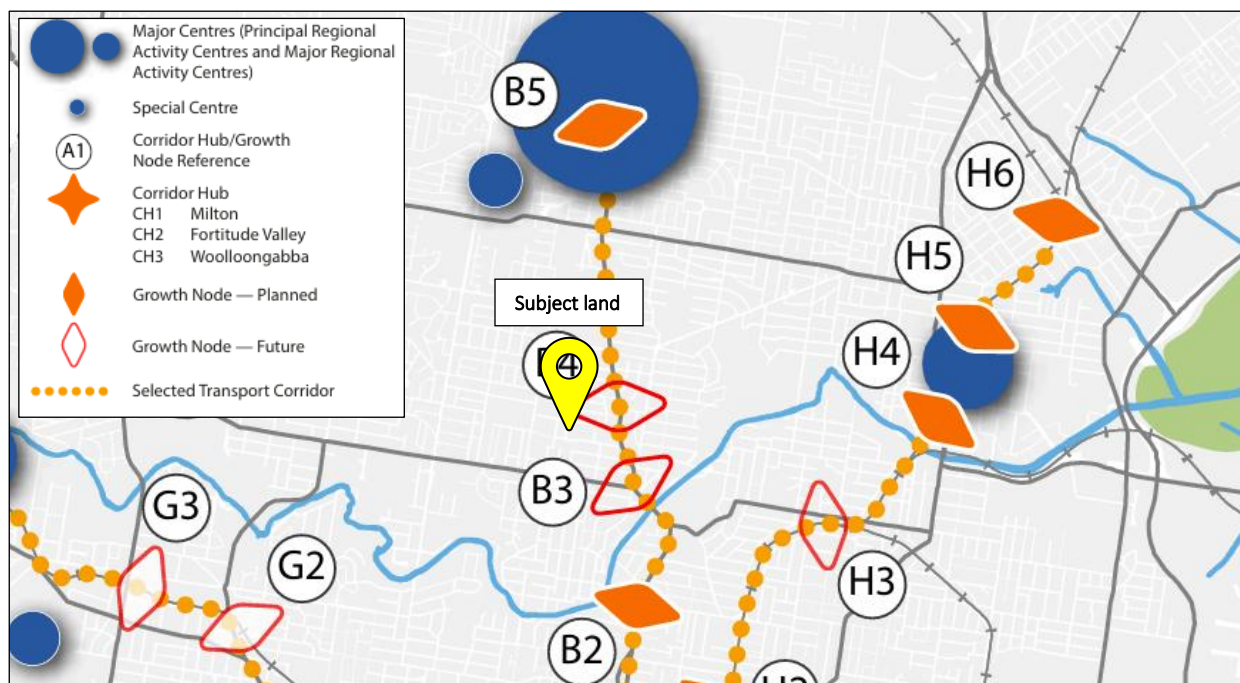
5.3 Strategic Framework

The subject land is located within Council's Suburban living area as identified on the Strategic Framework land-use maps, and sits within proximity to a designated future growth node (B4 Kedron) on the Gympie Road and Northern Busway transport corridor, approximately 400–500 m east of the site (refer to **Figure 5**).

Under the Strategic Framework, Growth Nodes on Selected Transport Corridors are intended to accommodate a more intense urban form and a broader mix of land uses and activities, tailored to the locality and the needs of the catchment. These nodes support incremental increases in residential density in surrounding neighbourhoods where such change aligns with established patterns, maintains character outcomes, and leverages proximity to higher-order transport and centre functions.

Given the site's location within the Suburban living area and its walkable relationship to the future Kedron Growth Node, the proposed subdivision is considered to be consistent with the Strategic Framework's direction for gradual, context-responsive intensification around key transport corridors. The proposal represents a modest increase in residential yield that aligns with the established subdivision pattern in the local area, maintains character outcomes, and supports the broader city-shaping intent of focusing growth in areas with strong transport accessibility and proximity to higher-order services.

Figure 5: Growth nodes along selected transport corridors



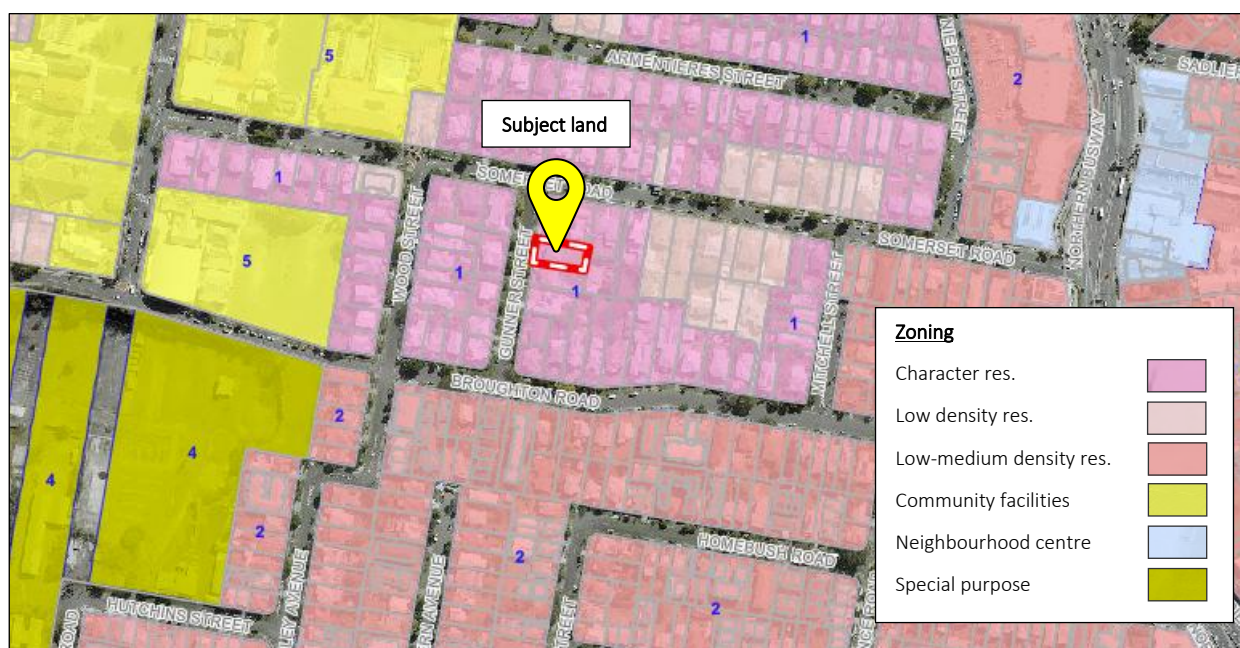
Source: Brisbane City Plan 2014 Strategic Framework Map SFM-003

5.4 Zone

The subject land is located in the Character precinct of the Character residential zone (refer to **Figure 6**). The purpose of the Character residential zone is to:

- ensure the character of a residential area is protected or enhanced; and
- provide for community uses, and small-scale services, facilities and infrastructure, to support local residents.

Figure 6: Zoning context



Source: Brisbane City Council

Development in the Character residential zone supports the implementation of the policy direction set in the Strategic Framework, in particular the following themes and elements.

Theme 2: Brisbane's outstanding lifestyle

Element 2.1 – Brisbane's identity

The proposal maintains and reinforces the established suburban identity of the locality by continuing the prevailing subdivision pattern and supporting dwelling forms that are consistent with the character and built form outcomes anticipated in the zone. The subdivision represents a modest, context-responsive change that respects the existing streetscape and contributes to the ongoing evolution of Brisbane's suburban neighbourhoods in a way that aligns with the city's identity and lifestyle values.

Element 2.2 – Brisbane's housing and accommodation choices

The proposal contributes to housing diversity within an established suburban area by enabling an additional dwelling opportunity in proximity to higher-order transport and centre functions. This aligns with the Strategic Framework direction to provide a range of housing choices that respond to community needs, support affordability, and make efficient use of existing infrastructure. The subdivision delivers incremental growth consistent with the City Plan's approach to accommodating Brisbane's future population within well-located suburban areas.

Theme 5: Brisbane's CityShape

Element 5.5 – Brisbane's Suburban Living Areas

The subject land is located within the Suburban living area, where development is intended to maintain the city's suburban structure while allowing for small-scale, context-appropriate increases in residential yield. The proposal aligns with this intent by reflecting the established lot pattern, maintaining character outcomes, and supporting the broader CityShape strategy of focusing growth in areas with strong transport accessibility and proximity to designated growth nodes. Its location within walking distance of the future Kedron Growth Node further reinforces its strategic alignment, contributing to the planned intensification around key transport corridors without altering the overall suburban form.

Summary

The proposed development is considered to support the overall outcomes of the Character residential zone and specific outcomes of the Character precinct, including through the provision of suitably sized lots, consistent with the prevailing nature of historic and recent development in the area (refer to Section 2.2 of this report), and capable of accommodating 1-2 storey dwelling houses compatible in scale and design with surrounding pre- and post-1946 houses.

A full assessment against the Character residential zone is provided in **Attachment B**.

5.5 Neighbourhood Plan

The subject land is included within the Lutwyche Road corridor neighbourhood plan area. The purpose of the Lutwyche Road corridor neighbourhood plan code is to provide finer grained planning at a local level for the Lutwyche Road Corridor neighbourhood plan area.

The overall outcome of the neighbourhood plan most relevant to the proposed development is that established residential areas – including Kedron – are primarily for low density residential uses with character housing retained.

The existing dwelling house on the subject land is not a pre-1947 character dwelling. As such, its removal to facilitate infill residential development is in alignment with the broader intent of the Character residential zone code.

5.6 Subdivision code

5.6.1 Overview

This section of the planning report provides an assessment against the relevant performance outcomes of the Subdivision code including those relating to lot size and dimensions (PO1) and minimum rectangle dimensions (PO2).

5.6.2 Performance Outcome No. 1 (Lot size and dimensions)

Although the proposed lots do not meet the Character residential zone (Character precinct) acceptable outcomes for minimum lot size (450m²) or the 14 m × 20 m minimum rectangle, the subdivision is considered to comply with Performance Outcome PO1 on the following basis.

Relevant outcomes and standards can be achieved for the intended use

The proposed lots are 360m² with 9.153m width, which comply with the small-lot criteria applicable to the Low density residential zone which demonstrates that they can accommodate a dwelling house.

The lots are unconstrained, with flat topography, no overland flow, no significant earthworks are required to achieve an appropriate legal point of discharge to Gunner Street, and no overlays that would limit future dwelling design.

Each lot is of a useable shape capable of accommodating a compliant dwelling footprint, private open space, on-site landscaping, and all relevant built-form outcomes under the Dwelling house (small lot) code. As such, the lots enable full compliance with the planning scheme outcomes for the intended residential use.

Consistency with the zone, precinct and local context

While the Character residential zone includes a 450m² acceptable outcome, the prevailing subdivision pattern in the locality includes numerous lots below 450m². Refer to Section 2.2 of this report.

These historic and recent developments confirm that sub-450m² lots are an accepted and emerging pattern within the Character precinct, and that Council has repeatedly supported similar lot sizes where character outcomes are maintained.

Useable shape able to accommodate the minimum rectangle and anticipated development

Although the lots cannot accommodate the strict 14m × 20 m rectangle, they provide a regular, functional shape and dimensions consistent with small-lot housing outcomes. The sub-14m lot width is consistent with a number of existing developments in the local area.

This pattern demonstrates that frontages and lot widths below 14 m are characteristic of the locality, and that compliant dwelling forms are routinely delivered on lots of similar width. Refer to Section 2.2 of this report for more information.

Streetscape, local context and character

The subdivision maintains the established rhythm of narrow-frontage lots and detached dwellings that define the local character. The proposed lot widths align with the existing streetscape pattern and will not introduce a form inconsistent with the Character precinct. Future dwellings will maintain traditional front setbacks, roof forms, and landscaping outcomes, ensuring the character values of the precinct are preserved.

Development constraints

The site is unconstrained, with no overlays or physical limitations that would prevent compliant future development. The flat topography avoids the need for significant earthworks, retaining walls, or drainage interventions. As such, the lots fully satisfy PO1(e).

5.6.3 Performance outcome No. 2 (Minimum rectangle dimensions)

Although the proposed development does not comply with AO2.3 of the Subdivision Code, as the site cannot accommodate a minimum rectangle of 14m x 20m, it is considered to comply with PO2. The land is relatively flat, and the subdivision will not require significant earthworks to establish an appropriate legal point of discharge. The proposal also avoids any environmental or network-related constraints, ensuring that the intended performance outcome can be achieved notwithstanding the acceptable outcome. A full assessment against PO2 is provided below.

The development does not rely on excessive cut and fill.

The subject land has flat topography, and the creation of two lots can be achieved with minimal earthworks. No battering, benching or major regrading is required, and future dwelling construction can occur without reliance on substantial cut or fill.

The development does not intrude into areas of waterway or environmental significance.

The subject land is unconstrained, with no mapped waterway corridors, ecological overlays or environmental significance areas. The subdivision occurs entirely within an established residential block and does not encroach upon any protected environmental features.

Earthworks minimise adverse impacts on vegetation, natural features and topography.

Only minor, localised earthworks may be required at the operational works stage to establish compliant building pads, services and to achieve a legal point of discharge to Gunner Street. These works will not affect vegetation, natural landform or topographic character, and no retaining walls of a scale that would alter the visual or environmental qualities of the site are anticipated.

The development avoids adverse impacts on coastal resources and processes.

The site is located well outside any coastal hazard area and does not involve canals, artificial waterways or tidal environments. As such, the proposal has no interaction with coastal processes.

The development minimises adverse impacts to the utility of existing or proposed transport network elements.

The subdivision maintains the existing road layout and does not require modifications to transport infrastructure. Each lot can be serviced by a single crossover, and the proposal does not generate any earthworks or retaining structures that would affect road drainage, verge stability or the function of the transport network.

Summary

Given the flat topography, absence of environmental constraints, and the minor nature of any future earthworks, the proposal clearly satisfies PO2, notwithstanding that detailed earthworks design will be finalised at the operational works stage.

5.7 Overlays

The subject land is impacted by the following mapped City Plan overlays:

- Airport environs
- Critical infrastructure and movement network
- Dwelling house character
- Road hierarchy
- Streetscape hierarchy
- Traditional building character

Where the above overlays trigger assessment against the corresponding overlay codes, the proposed development is able to comply with all relevant acceptable outcomes including ensuring that the existing road reserve width and verge is capable of meeting the acceptable outcomes of the Road hierarchy overlay code and Streetscape hierarchy overlay code without requiring a linear land dedication.

6 Conclusion

This report supports a development application seeking approval for a Development permit for Reconfiguring a lot (1 into 2 lots) on land located at 17 Gunner Street, Kedron QLD 4031.

The proposed development represents a modest and appropriate infill subdivision within an established residential area. The proposal will create two regular shaped residential lots, each with direct frontage to Gunner Street and sufficient dimensions to accommodate a future dwelling house, appropriate vehicle access, private open space, landscaping and services.

While the application is impact assessable, the proposal does not create an unacceptable planning outcome. The development maintains the residential use of the land, supports efficient use of existing urban infrastructure, avoids rear lot or battle-axe arrangements, and preserves a conventional street-front subdivision pattern.

As outlined in the detailed code assessment (**Attachment B**), the proposed development is considered to achieve an acceptable planning outcome having regard to Brisbane City Plan 2014 and the broader planning framework.

The application is therefore recommended for approval by Brisbane City Council, subject to reasonable and relevant conditions.



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