



**City Planning and Economic Development Services  
Development Services**

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*Dedicated to a better Brisbane*

10 February 2026

Ldk Healthcare Pty Ltd  
C/- Therefor Group Pty Ltd  
PO Box 436  
NEW FARM QLD 4005

**ATTENTION: Toby Heap**

**Application Reference:** A006934945  
**Address of Site:** 16 TWENTY-FOURTH AVE BRIGHTON QLD 4017

Dear Toby

**RE:** Information request in accordance with the Development Assessment Rules

Council has carried out an initial review of the above application and has identified that further information is required to fully assess the proposal.

The proposed development is for retirement and residential care facility (Stage 1: Building A and Stage 2: Building B) on the northern side of the site. Whilst the common material lodged with the application also identifies future Stage 3 of development on site, this later stage of development does not form part of the development permits sought and are not assessed as part of this application.

**Building height and transition**

1. The proposed Buildings A and B of 7 and 6 storeys exceed the acceptable outcome of 4 storeys, adjoin a character residential area and are in an area characterised by lower density residential typically up to 2 storeys in height. Whilst it is acknowledged the large site area may be able to support some additional height centrally located and well separated from external boundaries where it can be demonstrated it does not result in additional impacts, the height currently proposed does not reflect the context of the site and surrounding area, and part of the proposed Building B incorporates an eastern setback of 8.75m for 6 storeys which is not considered to provide a sensitive building height transition towards the site boundaries to be a compatible scale or reflect the intended form in accordance with PO8 of the Retirement and residential care facility code.
  - a. Reconsider the proposed overall height, having regard to the local context, adjoining character residential area, visual dominance, streetscape character, overshadowing and intended scale of buildings in the area.
  - b. Provide amended plans increasing the building height transition of Building B, so that the storeys above 3 storeys have an eastern setback no less than the main central core of Building B. The revised design must also show an apparent stepping down in built form towards the eastern boundary.
  - c. Provide shadow diagrams showing a comparison between the acceptable outcome height and proposed height, demonstrating there are no significant further shadowing impacts on adjoining and nearby residential properties, comparing summer and winter solstice and equinox at 9am, 12 noon and 3pm.

## **Staging**

2. Whilst it is appreciated the future intention and masterplan for the site have been provided, the application is limited to two stages.
  - a. Provide amended plans removing reference to Stage 3 and any subsequent buildings or improvements.
  - b. Provide amended/ separate staging plan (stage 1 and stage 2), illustrating how Stage 1 will function in the interim until fully operational. Currently, the plans illustrate the development within Stages 1 and 2 in place, but separate set of plans is required to show how the basement car parking level, ground level access, podium recreational space, slab or roof of Stage 1 will be finished prior to Stage 2 commencing. These details are important to ensure positive streetscape and visual outcomes can be achieved for this staged development. All streetscape works and basement car parking should be provided within Stage 1 and plans should show no partial overlap or partial car spaces construction for staging development.

## **Plans details**

3. The floor plans do not clearly show the context of existing adjoining development, and no distinction has been made between habitable/non-habitable rooms and structures. It is not clear from the code assessment, assessment report and plans whether building separation requirements have been achieved in accordance with AO8 and AO17.1-AO17.4 of the Retirement and residential care facility code.
  - a. Provide amended plans correctly showing adjoining development at the present time, depicting the location of habitable/non-habitable rooms and showing separation distances.

## **Ancillary uses**

4. In addition to several kitchen facilities throughout the development and a cafe, the proposal includes three restaurants, a wine bar and other facilities along the southern boundary which exceed the maximum gross floor area (GFA) in AO38.1 of the Retirement and residential care facility code. Although the applicant's response states no care co-located uses are proposed to be established, there are concerns whether these restaurants are truly only for residents.
  - a. Provide clarification and demonstrate the proposed facilities are of a suitable scale for residents of the facility only. Consideration should be given to reducing the number of "ancillary" restaurants and/or GFA.

## **Supporting material**

5. No code assessment has been provided for several applicable overlays including the Coastal hazard overlay code, Road hierarchy overlay code and Streetscape hierarchy overlay code.
  - a. Provide an assessment against the relevant codes, outlining how the proposal meets any performance outcomes sought.

## **Building length**

6. The proposed buildings are approximately 86m in length and do not have substantial breaks in built form as envisaged by AO11.2/PO11 of the Retirement and residential care

facility code, with large sections of the facades without changes in the building line. To better demonstrate a suitable performance outcome against PO11, further breaks in the building form are required or a reduction in the overall length of the building interface.

- a. Amend the design of the buildings to include more frequent breaks in the building façade or widen and deepen the existing breaks in the building form to the eastern façade – refer to figure E of the Retirement and residential care facility code for guidance on the intended building breaks, expressive elements and frequency of variation in form.
- b. Alternatively, reduce the overall length of the buildings.

### **Equitable access and connection to the public realm**

7. Whilst it is acknowledged that the development provides for equitable ramps and walkways entering the site, there appears to be no equitable access provided from the Twenty-Fourth Avenue frontage. Noting that this street access allows for the shortest possible route for building occupants and visitors to gain access to the nearby foreshore parklands to the east, and that the development will house a very large number of occupants with mobility impairments, equitable access should be provided to this street frontage.
  - a. To address PO19 and overall outcome 2f. of the purpose of the Retirement and residential care facility code, provide amended plans, elevations and sections showing an equitable and direct path of travel from Twenty-Fourth Ave to the main pedestrian pathways.

### **Creative lighting and public art**

8. Creative lighting and public art have been identified as opportunities for this site in the applicant's Buildings that Breathe Report.
  - a. Provide confirmation in writing that public art and creative lighting will be included and can be conditioned as part of this development.

### **Verge width**

9. The existing verge fronting the site in Twenty-fourth Ave does not comply with the minimum width of 3.75 metres as stipulated in AO1 and Table 8.2.20.3.B of the Streetscape hierarchy overlay code. Achieving this minimum verge width will facilitate increased pedestrian movement and safety.
  - a. Provide revised plans that clearly demonstrate the provision of a linear dedication along the Twenty-fourth Ave frontage to ensure a minimum verge width of 3.75 metres is achieved.

### **Padmount transformer**

10. Considering the extensive site frontages and importance of protecting existing street trees, the proposed removal of the street tree to facilitate access to the pad-mount transformer (PMT) is not supported. The tree makes a significant contribution to the visual and environmental amenity of the streetscape and is to be retained in accordance with PO2 of the Streetscape hierarchy overlay code. Moving the PMT slightly to the north may allow access points to be between two street trees.
  - a. Provide amended plans, demonstrating a revised PMT location and retention of all street trees.

## **Containerised planters**

11. Further details are required to demonstrate the sustainability and viability of the landscaping over the long term. Specifically, additional information is required to ensure safe access will be provided to all containerised planters to allow efficient and effective maintenance to be undertaken in accordance with PO13 of the Landscape work code. Furthermore, no information has been submitted regarding proposed onsite stormwater harvesting, water tank storage volume and irrigation rates for the onsite landscaping.
  - a. Provide amended plans which illustrate:
    - i. How safe access is to be gained to all containerised planters within the development to allow efficient and effective maintenance to be undertaken.
    - ii. Proposed irrigation application rates (litres per m<sup>2</sup> per week or day) for the onsite landscape areas within the development;
    - iii. Stormwater harvesting capacity; and
    - iv. Proposed size, capacity and location of the water storage devices to service the irrigation requirements for this development using the methodology within the Landscape design planning scheme policy.

## **Access**

12. The traffic report states that swept path diagrams demonstrating the adequacy of the 6.5m wide B2 crossover are provided in Appendix B, but those diagrams do not appear to have been provided.
  - a. In accordance with PO3 of the Transport, access, parking and servicing (TAPS) code, provide vehicle swept path diagrams demonstrating that the B2 crossover is sufficient to accommodate manoeuvring of the largest vehicle requiring access to the site, with on-street parking opposite occupied.
13. The swept path diagrams do not demonstrate that the nominated 8m private RCV is able to manoeuvre to the RCV bay with the MRV bay is occupied, and the depicted MRV manoeuvre requires the MRV to occupy both the MRV and RCV bay. The proposed servicing arrangements is in effect a single MRV/RCV bay.
  - a. In accordance with PO15 and PO19 of the TAPS code, demonstrate with revised RPEQ swept path diagrams that the RCV and MRV bays can operate independently or demonstrate a single shared bay arrangement, with RPEQ comment on the frequency of servicing to justify no clashes with servicing times of the RCV/MRV.

## **Carparking layout**

14. The RPEQ traffic report outlines the terminated end aisle treatment will be reviewed at detail design stage. The terminated end aisle within the basement level need clarification/confirmation during assessment phase. The terminated aisle extension of ~0.9m on basement level against the ramp in stage 1 and the basement lobby in stage 2 can likely be resolved by designating the adjacent parking spaces as small car spaces/allocated to staff and residents. The installation of bollards to control vehicle manoeuvring at the stage 2 basement lobby could also be implemented to protect pedestrians and prevent through vehicle movement.
  - a. In accordance with PO15 of the TAPS code, provide RPEQ swept path diagrams demonstrating egress/ingress to the parking spaces adjacent the end aisle and RPEQ comment on designating spaces for small cars and any bollard arrangement/s.

### **Acid sulfate soils**

15. The entire site generally sits at or below 5m AHD and the proposal involves basement level, meaning there would be more than 100m<sup>3</sup> of soil likely to be excavated/disturbed at or below 5m AHD requiring further investigation to address Potential and actual acid sulfate soils overlay code requirements.
  - a. Where the proposal includes soil disturbance at or below 5m AHD and involving excavating or removing equal to or greater than 100m<sup>3</sup> of soil, soil disturbance (including filling) greater than 500m<sup>3</sup> or filling equal to or greater than 0.5m average depth, provide an Acid Sulfate Soils (ASS) Investigation Report and Management Plan prepared by an appropriately qualified and experienced person, and prepared in accordance with relevant policies/guidance materials and technical guidelines/manuals such as:
    - i. State Planning Policy and SPP Guidance Materials;
    - ii. Queensland Acid Sulfate Soil Guidelines: sampling guidelines; laboratory methods guidelines/manuals; and
    - iii. Queensland Acid Sulfate Soil Technical Manual: Soil Management Guidelines.
  - b. At a minimum, a preliminary assessment should be carried out at early stages, including estimated volumes of soil disturbed (fill/excavated) at or below 5m AHD and likely management approaches, with confirmation of further investigation required to inform later planning for acid sulfate soils management.

### **Noise emissions**

16. The submitted code response to AO1.2 of the Retirement and residential care facility code has not committed to the hours of operation as outlined in AO1.2(c) for delivery vehicles associated with the residential care facility, retirement facility or any care co-located use, and hours of operation of a care co-located use.
  - a. Submit further information that addresses hours of operation as detailed in AO1.1 and AO1.2 of the Retirement and residential care facility code. Where compliance with AO1.1 and AO1.2 cannot be achieved, compliance with PO1 needs to be demonstrated. NOTE – amenity and outcomes prescribed in PO1 is not limited to noise.
  - b. Submit further information that addresses the provision of acoustically screening/boundary acoustic fences and noise emissions from mechanical plant/equipment and vehicle movements as per AO2 of the Retirement and residential care facility code. Where compliance with acceptable outcomes cannot be achieved, provide a Noise Report prepared in accordance with the Noise Impact Assessment Planning Scheme Policy demonstrating compliance with PO2 of the code.
  - c. Where the proposed restaurants and other facilities are not ancillary, confirm if they are co-located use(s) and confirm the GFA and hours of operation, along with a separate noise assessment that addresses noise criteria in PO2 of the Retirement and residential care facility code.

### **Air emissions**

17. Submit further information that addresses air emissions associated with cooking and refuse storage areas and demonstrates compliance as per AO3.1 and AO3.2 of the Retirement and residential care facility code. Where compliance cannot be achieved, compliance with PO3 needs to be demonstrated.

18. The proposed development includes onsite cooking facilities, onsite basement car parking, and is located in proximity to nearby sites that may have vents and emissions. Air emissions from these sources have the potential to impact the air quality amenity of onsite sensitive uses and adjoining sensitive zonings. The development must demonstrate that outdoor air intakes achieve the required separations under AO22, specifically 6m separation from exhaust vent outlets where food or cooking odour is released and 15m separation from exhaust vent outlets from car parks.
- a. Provide further information and amended plans to demonstrate compliance with AO22 of the Retirement and residential care facility code in relation to onsite and nearby air emission sources, including all onsite air intake locations and all relevant emission sources.
  - b. Where compliance with AO22 cannot be achieved, submit an Air Quality Report prepared in accordance with PO22 of the Code. Further guidance for preparing such reports is available in the Air Quality Planning Scheme Policy.

### **Fuel burning or power generator**

19. The proposed development may include the use of fuel burning (e.g. gas boiler that involves fuel burning) or a back-up/emergency power generator. Such uses are defined as “Fuel Burning” in Schedule 1 Definitions – Industry Thresholds:

#### Medium impact industry – B

Fuel burning where not a utility installation, with an installed capacity of 0.1 MW or less, if:

- operating more than 100 hours per year;
- not involving coal combustion

#### High impact industry

Fuel burning where not a utility installation with an installed capacity of more than 0.1 MW, if:

- less than 10 MW;
- not involving coal combustion

#### Special industry

Fuel burning where not a Utility installation, with an installed capacity of 10 MW or greater or burning coal or coal products

- a. Submit further information outlining whether a power generator / fuel burning (e.g. gas boiler that involves fuel burning) is proposed. Such information is to include maximum fuel burning capacity in MW; potential hours of use, type and quantity of fuel stored, air quality controls and type of engine. In some circumstances an Air Quality Report may be required demonstrating compliance with PO1 of the Industry code. Further information must be provided in relation to potential future Fuel Burning or Power Generator to ensure adequate early designs and planning for these uses associated with the proposed multistorey development.

### **Hazardous goods**

20. Given the presence of building services infrastructure and potential for fuel or chemical storage associated with emergency generators, clarification on hazardous goods is required. Where there may be emergency generators, the proposed use has the potential to store and/or use various quantities of hazardous goods. Such goods have the potential to impact on human health and the environment.
- a. Submit further information detailing the Type, Quantity, Location, Class and Package Group of all existing/proposed dangerous goods. Where quantities

exceed AO3 of the Industry code, submit a Hazard Analysis Report in accordance with PO3 of the Industry code and Industrial Hazard and Risk Assessment Planning Scheme Policy. Note – Provide sufficient information and details to assist with determination of whether additional industry threshold/use should be triggered for the development.

21. As the site is within the Coastal hazard overlay, coastal protection for hazardous goods must be demonstrated.
  - a. Submit further information further clarifying and confirming that the proposal complies with the storage and handling provisions as prescribed in AO8.1 and AO8.2 of the Coastal hazard overlay code. If there may be requirement for storage, early design and planning would assist with demonstration of a performance outcome where there may be potential for fuel storage associated with emergency generator/boilers of a multi storey building. This can be demonstrated by the submission of a Chemical Hazards Flood Risk Report in accordance with PO8 of the Coastal hazard overlay code and the Management of Hazardous Chemicals in Flood Prone Areas Planning Scheme Policy.

### **Urban Utilities (UU)**

Council does not undertake water and sewer assessment of any planning applications. Contact UU on (07) 3432 2200 to discuss any water and sewer issues and whether you are required to submit an application to UU for assessment.

### **Responding to this request**

Your response should include a summary table which outlines any changes to performance outcomes and plans that have resulted from addressing the issues outlined above. The table should also include details of any supporting documentation.

If a response is not provided within the prescribed response period of three (3) months assessment of the application will continue from the day after the day on which the response period would have otherwise ended.

Email your response to [DSPlanningSupport@brisbane.qld.gov.au](mailto:DSPlanningSupport@brisbane.qld.gov.au) quoting the application reference number A006934945.

Please phone me on telephone number below during normal business hours if you have any queries regarding this matter.

Yours sincerely



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