

March 2026

Brisbane City Council

Proposed Section 81 Application Changes to approved Church Building 163 Park Rd Woolloongabba



Subject site – Google Streetview [↗](#)

This report examines a proposal under Section 81 of the Act to modify the plans for a 2 storey Place of Worship which was approved at 163 Park Rd Woolloongabba.

The proposal has been previous modified by a staging proposal. The current proposal is to address changes that have occurred during project delivery.

Council DA reference numbers are:

Development Permit	A005824372	6 May 2022
DA Modification (staging)	A006123804	14 October 2022

Background to Proposal

The building work has largely been completed and was undertaken by various contractors and volunteers managed directly by the church committee who lacked building work management experience. The proposed modifications related to changes that involve issues that occurred during construction and essentially derive from inexperienced site management, use of many and varied contractors, included a lot of volunteer work from the church congregation and committee. The resulting work was haphazard and mistakes were made with a result that there has been some non-compliance with the approved plans, specifically the yard work (parking and landscaping). Another significant aspect of the need for changes derives from the requirements of fire engineers with regard to sprinklers and external materials. The resulting work has led to significant changes to the approval.

Hours of operation

The church also wants to have the hours of operation altered to allow people time to vacate the building without forcing the clergy to ask people to leave immediately at the end of the service. The nature of pastoral activity often involves people staying after the service to consult with the clergy for spiritual guidance. The hours of operation currently approved block that. We propose that the hours of the meetings still be limited, but that hours of operation be more broad to allow people the chance to talk with their clergy after the church meeting. More irregularly, the church will need to host activities such as baptisms, funerals, weddings and annual church festivals like Xmas and Easter. Specifically, the church requests the hours change as follows:

Regular operating hours:

7 am to 7 pm 6 days a week

Meeting times:

Friday - Regular Operating hours and until 7:30 pm

Saturday - Regular Operating hours and until 9:00 pm

Sunday between 12:00 noon and 9:00 pm

Monday – Regular Operating hours and until 9:00 pm for a bible study – quiet activities by approx. 6 to 12 persons

Irregular meetings and hours

Baptisms, weddings, funerals excluded. Generally these meetings will self regulate to occur within regular operating hours because those hours are generally when people can attend, but occasionally (once or twice a year) this does not happen.

We also seek permission for non gathering activities, such as clergy working in their study (preparing sermons etc), prayer and meditation, and also the more prosaic need for after hours cleaning.

Other Modifications

1. Problems with cladding. The cladding of the existing building is actually not original. It is an aluminium/foam sandwich cladding product applied post 1946 (see below).



The cladding cannot be replicated on the lower floor because the fire engineer has advised it doesn't meet the non flammable materials requirements for class 9b buildings.

The existing cladding has to be removed, and the new cladding on the ground floor has to be non flammable. A 150 mm Hardiplank product was selected to counter the class 9b non flammable materials issue.

The exterior wall finish located beneath the aluminium/foam cladding is weatherboard. The weatherboards exposed thus far appear to be significantly damaged by dry rot and significant sections of the boards will need to be replaced, especially on the eastern side. The damage is considered extensive enough that all the weatherboards need to be replaced, and the fire engineer has specified that the replacement material must be non flammable as per the ground level cladding.

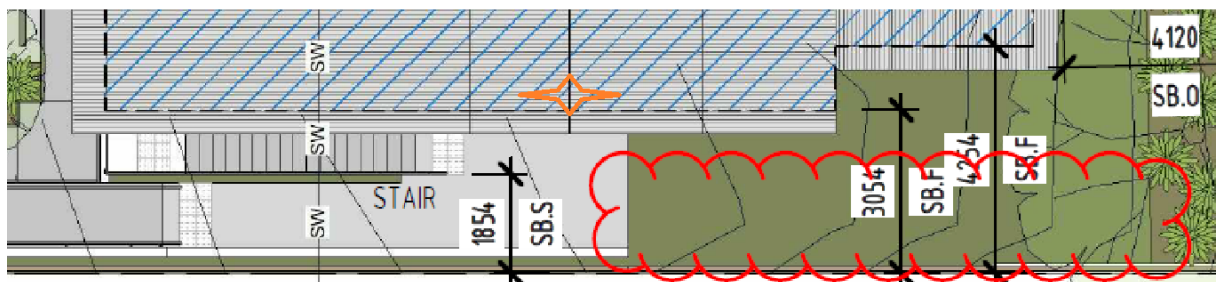
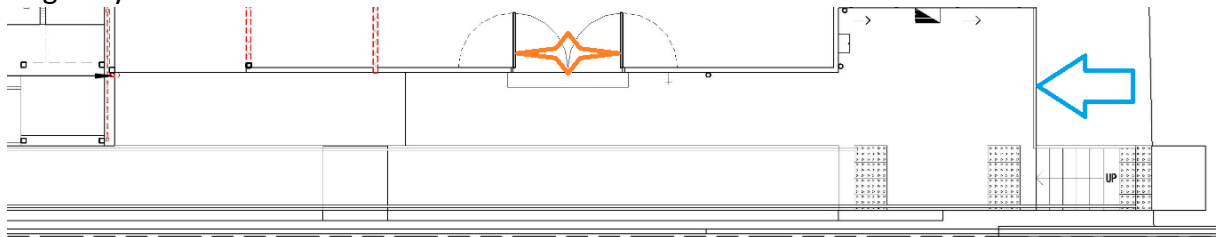
Requested changes: the plans are altered to reflect the requested change. Condition 6 needs to be altered to allow removal of the vinyl cladding

2. Sprinklers and booster pump assembly. The fire engineer has required the installation of a fire sprinkler system and that system requires a boosters and the location of that booster installation has been modified by the works as executed. This affects the front landscape area adjacent the driveway.
3. Engineering of the side balcony required changes including a new support post and removal of the approved buttress structure that spanned over the driveway.
4. Errors in pouring the carpark slab. The concreter who poured the carpark slab did not set it out correctly, and poured it up to the east side boundary instead of leaving an approx. 2 m space for the ramp and landscaping on the east side. The slab was a monolithic pour (not using bessa-blocks for the east side wall) and was dug down to have foundations approx. 500 mm into the natural ground level on the east side, making the slab several metres deep on the eastern edge, and importantly, there

were no foundations poured to ground level about 2 m further west where the eastern edge was supposed to end. The slab work is considered too hard to rip up and redo, because the work would have affected the foundations of the slab and meant ripping up about half the value of the poured slab and doing over. We considered removing and repouring the slab, but quickly realised how prohibitively expensive that would be. We also realised council would might be amenable to approving a change in the side ramp instead. The error in the concrete pour led to the following changes to the plans:

- A) The side wheelchair ramp had to be moved northwards on the east boundary of the site, and this caused changes down the east side including changes to the area marked in red on the approved plans for adding landscaping (discussed below)
- B) The concrete extends to the east side boundary.
- C) A new retaining wall and steps were made necessary on the eastern side near the front of the building. It was no longer possible to keep that area at grade, or landscape it (see item 6 – landscaping – below).

5. Location of ramp from carpark to ground floor. The error in pouring the slab meant the ramp had to begin further toward the front of the building, extending down the side of the building past the side and having to have a landing to switch back towards the side door (shown by an orange star), instead of ending at the side door as originally shown.



Note the new retaining wall (blue arrow). This was made necessary because the ramp from the back extended so much further towards the front. The red cloud is a council mark up for a 1 m landscaping strip.

6. Landscaping changes.
 - Ramp and booster pump. The re-location of the booster pump increases impermeable site cover slightly. Visual appearance from street affected by booster pump assembly is affected by the pipes of the booster.

- The parking requirements, driveway and the number of spaces.
- The setbacks of the building

SUMMARY

The proposed changes does not alter the basic nature of the approved use. The appearance of the building is consistent with the approved structure and only a minor variation in terms of the slight differences in the appearance of cladding. The change in the cladding x-section/profile is evident upon close inspection but remains largely unnoticed from the street. The changes to the landscaping are mostly visible in the form of the booster pump requirement in the frontage. The low retaining wall and ramp to the eastern side are less visible and of less concern. The slightly narrower car parking spaces are still acceptable to the Australian Standard which is 2400 mm wide.

The primary use of the building and the site has not been altered. The proposal is not a material change of use.

Planning Considerations

Section 81

Planning Act - Section 81 - Assessing change applications for minor changes	Response
(1) This section applies to a change application for a minor change to a development approval.	-
(2) In assessing the change application, the responsible entity must consider—	-
(a) the information the applicant included with the application; and	(See remainder of report)
(b) if the responsible entity is the assessment manager—any properly made submissions about the development application or another change application that was approved; and	The proposal was code assessable, not impact assessable, therefore no submissions can be received as “properly made”
(c) any pre-request response notice or response notice given in relation to the change application; and	N/A
(d) if the responsible entity is, under section 78A(3), the Minister—all matters the Minister would or may assess against or have regard to, if the change application were a development application called in by the Minister; and	N/A
(da) if paragraph (d) does not apply—all matters the responsible entity would or may assess against or have regard to, if the change application were a development application; and	(See remainder of report)
(e) another matter that the responsible entity considers relevant.	I cannot comment on this
(3) Subsections (4) and (5) apply if the responsible entity must, in assessing the change application under subsection (2)(d) or (da), consider—	-
(a) a statutory instrument; or	The proposal is compliant with the planning scheme (See remainder of report)
(b) another document applied, adopted or incorporated (with or without changes) in a statutory instrument.	N/A
(4) The responsible entity must consider the statutory instrument, or other document, as in effect when the development application for the development approval was properly made.	The proposal is compliant (See remainder of report)

(5) However, the responsible entity may give the weight the responsible entity considers is appropriate, in the circumstances, to—	I cannot comment on this
(a) the statutory instrument or other document as in effect when the change application was made; or	The proposal is compliant (See remainder of report)
(b) if the statutory instrument or other document is amended or replaced after the change application is made but before it is decided—the amended or replacement instrument or document; or	The proposal is compliant (See remainder of report)
(c) another statutory instrument—	N/A
(i) that comes into effect after the change application is made but before it is decided; and	N/A
(ii) that the responsible entity would have been required to consider if the instrument had been in effect when the development application for the development approval was properly made.	N/A

Summary

The proposal changes are considered to comply with the requirements of the Planning Scheme, and the basic nature of the approval remains the same. The proposal is therefore recommended to council for approval subject to standard conditions.

kindest regards

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