

BOWEN HILLS TEMPORARY CARPARK TOWN PLANNING REPORT

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Bowen Hills Temporary Car
Park Town Planning Report
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REPORT

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SUMMARY

Table 1 Project Summary

Details		
Site Address:	39 Abbotsford Road, Bowen Hills QLD 4006	
Real Property Description (within and adjoining):	Lot 1 on SP287744	
Priority Development Area:	Bowen Hills	
Development Scheme:	Bowen Hills Urban Development Area Development Scheme	
Precinct:	6 – Montpelier Precinct	
Zone:	Residential high intensity zone	
Ward:	Central	
Proposal		
Brief Description/ Purpose of Proposal:	PDA Development Permit for a Temporary Car Park	
Application Details		
Aspect of Development	Preliminary approval	Development permit
Material Change of Use	☐	☒
Public Notification	☐ No	☒ Yes
Superseded Planning Scheme Application:	☒ No	☐ Yes

1 INTRODUCTION

RPS has been engaged by Park Genie to seek PDA development approval for a temporary carpark to be operated for two (2) years at 39 Abbotsford Road, Bowen Hills, described as Lot 1 on SP28774 with an area of 4,092m².

The application seeks:

- PDA Development Permit for a Material Change of Use for a Carpark (Temporary).

The site is subject to an existing development approval for 171 residential apartments, which has a currency period extended until 2021. The approved development is known as the TOPAZ Residences. The subject site currently remains vacant in anticipation of this development, and a temporary use of the site is proposed to utilise the land while it remains undeveloped in the meantime. The existing approval is currently being revised and will be lodged with EDQ in the coming months.

Because the proposed use is strictly temporary, it is intended to conduct minimal works, other than the formation of the access and the temporary stormwater treatment works specified. As part of the works, the site will not be converted into hardstand, and the carpark will operate following minor grading of the site's existing terrain.

Under the *Bowen Hills UDA Development Scheme* (the Scheme), the subject site is included within the Montpelier Precinct (Precinct 6) and has a residential high intensity zoning. The proposed works are permissible development under the Scheme (as not identified in column 1, 2 or 3B of the Precinct 6 – level of assessment table).

The proposed development is intended solely as a temporary use of the site before construction commences on the approved residential development. It represents an opportunity to make use of valuable inner-city land to meet an identified need and market demand for short term car parking in proximity to the Bowen Hills Railway Station. This report provides greater detail on the nature of the proposal and provides an assessment of the proposal against the intents and code requirements of relevant statutory planning documents.

Based on these assessments the proposal is recommended for approval subject to reasonable and relevant conditions.

2 SITE DETAILS

2.1 Site Particulars

Table 2 Real Property Description

Site Particulars	Details
Address	39 Abbotsford Road, Bowen Hills QLD 4006
Real Property Description	Lot 1 on SP287744
Site Area	4,092m ²
Land Owner	Cintra Property Pty Ltd (TTE)
Easements	Easement A on RP883486
Heritage Places	The site contains a Local Heritage Place, <i>Residence Abbotsford</i> . The site also adjoins another Local Heritage Place at 22 Cintra Road.
Road Frontages	Abbotsford Road: ~81 metres

A site context plan and cadastral plan are shown in **Figure 1** and **Figure 2** respectively.



Figure 1 Locality Plan

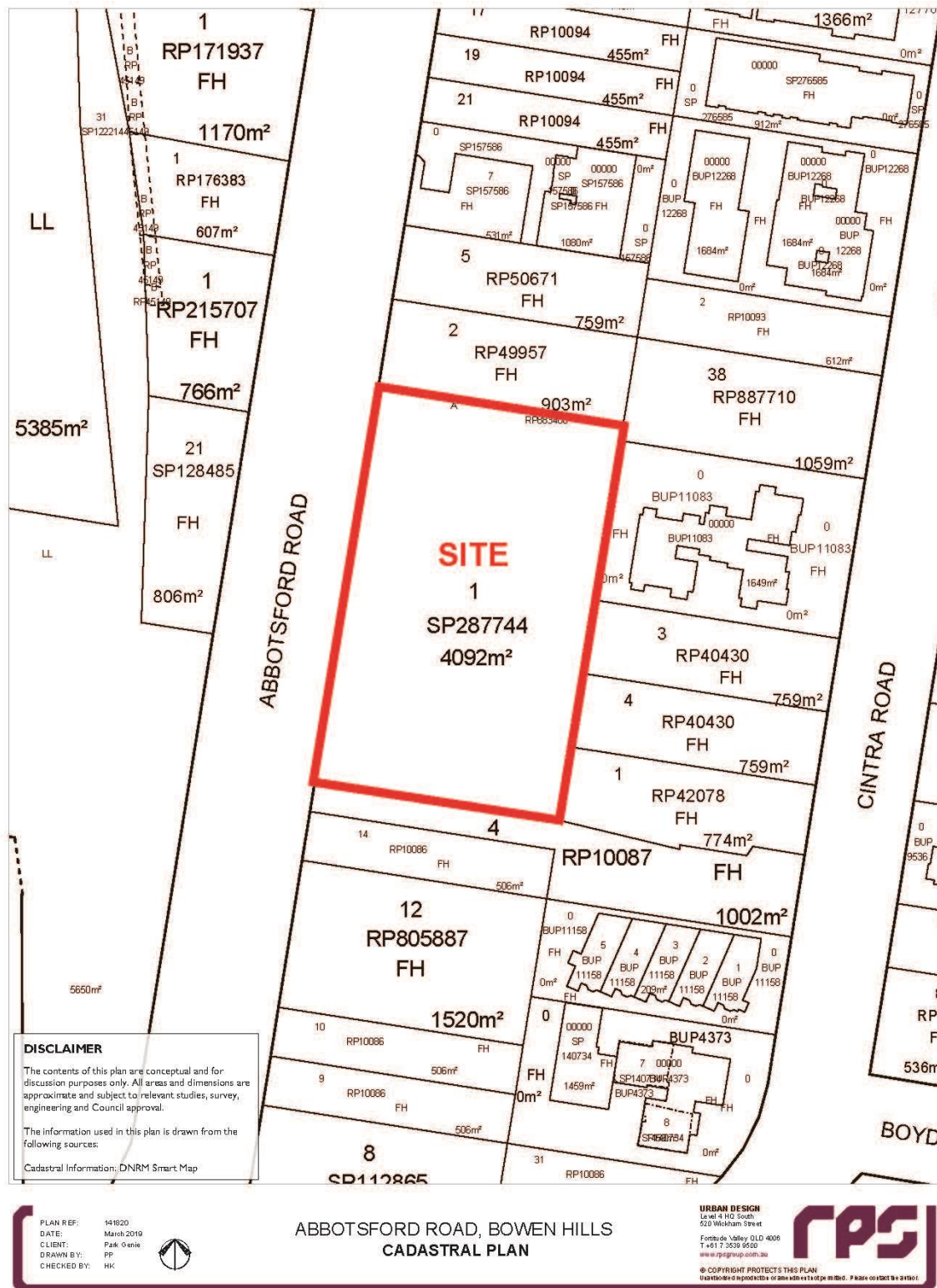


Figure 2 Cadastral Plan

2.2 Planning Context

The planning context of the site includes the following.

Table 3 Planning Context

Instrument	Designation
Northshore Hamilton PDA Development Scheme	
Precinct	<i>Precinct 6 – Montpelier Precinct</i>
Zoning	<i>Residential Very High Intensity Zone</i>

2.3 Surrounding land uses

Immediately surrounding land uses comprise the following.

Table 4 Surrounding Uses

Direction	Commentary
North	Residential dwellings.
East	Residential apartment buildings.
South	Residential dwellings.
West	Low-impact industrial/wholesale uses, comprising CNW Electrical Wholesale, Segafredo and DOMO (Furniture Store). Bowen Hills Station adjoins these uses. Pedestrian access to Bowen Hills Railway Station is located opposite the site on Abbotsford Road. An existing pedestrian crossing provided further to the North on Abbotsford Road.

Aerial Imagery and the site's zoning are shown in **Figure 3** and **Figure 4** respectively.



Figure 3 Aerial Photograph

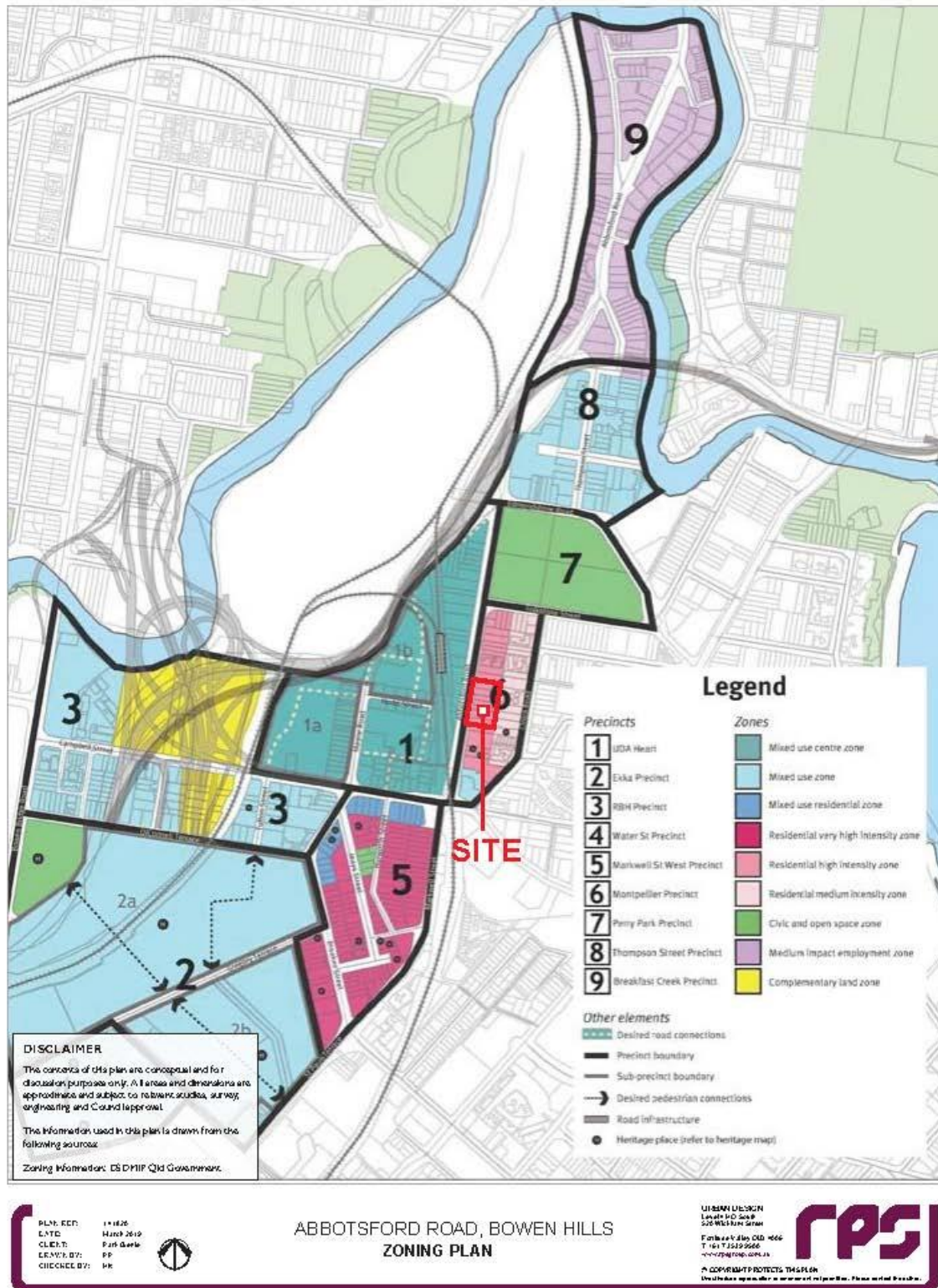


Figure 4 Zoning Plan

2.4 Existing approval

The site is subject to an existing approval (DEV2012/397), known as the TOPAZ Residences, consisting of the following:

- PDA Development Permit for a Material Change of Use for Multiple Residential (171 Dwelling Units); and
- PDA Preliminary Approval for a Material Change of Use for Commercial and Retail within a Heritage Place (208m²).

The development involves a mix of 1, 2 and 3 bedroom apartments, totalling 171 dwellings over 9 storeys. It includes a preliminary approval for the refurbishment of the local heritage place and its adaptive reuse for commercial and retail purposes.

The approval is still valid, with an extension of the currency period granted until 30 May 2021. The existing approval is currently being revised and will be lodged with EDQ in the coming months. Construction of the development has been delayed owing to market conditions.

An artist's impression of the development is shown below in **Figure 5**.



Figure 5 DEV2012/397 Approved Plans

2.5 Local Heritage Place

As identified, the site contains a local heritage place known as *Residence 'Abbotsford'*. The heritage place consists of a small timber and tin house that was built circa 1879 for local identity Francis Beattie. Beattie served as an alderman in the Brisbane Municipal Council and was elected Superintendent of the City Volunteer Fire Brigade. Abbotsford became a landmark in the Bowen Hills area, with Abbotsford Road being named after the residence. Its cultural heritage significance is attributed to the fact that it is one of the earliest extant residences in Bowen Hills and is therefore important in demonstrating the evolution and pattern of the local area's history. It is also recognised for its special association with Francis Beattie, who was an important figure in Bowen Hills' early history.

3 PRE-LODGEEMENT MEETINGS

3.1 Pre-lodgement Meeting 1

A pre-lodgement meeting was held with Economic Development Queensland (EDQ) on 9 October 2018. Key outcomes of the meeting are summarised as follows:

- EDQ's key concerns of the development are amenity to adjoining neighbours, traffic, and the protection of the heritage place on the site.
- Entry to the development is not supported from Cintra Road.
- 24 Hour operation of the use is not permitted.
- The application will require public notification.

3.2 Pre-lodgement Meeting 2

A second pre-lodgement meeting was held with Economic Development Queensland (EDQ) on 18 December 2018. In this meeting, EDQ confirmed the following with respect to the proposed development:

- An interim carpark use for two years is supported in principal by EDQ as a flexible land use arrangement.
- An application fee of \$2,364.00 has been confirmed.
- No infrastructure charges are payable for the application owing to the temporary nature of the use.
- EDQ are supportive of a proposed driveway location in the same location as the approved TOPAZ Residences.

4 PROPOSAL

4.1 Overview

The proposed development is for a temporary carpark, to be operated for a period of two (2) years on the site. The proposed carpark will not be line marked, however the parking layout provided below at **Figure 2** demonstrates that it will be capable of accommodating 105 parking spaces. Access is proposed as a left in only with a left out egress only onto Abbotsford Road. Parking bays will be demarcated by numbering and the manoeuvring and access/egress points will be signed.

The carpark will be operated by a private carparking operator, *Park Genie*, who facilitate booking and payment of parking spaces through the use of a phone app that involves customers pre-booking their parking space. Therefore, there is no requirement for the site to be fitted with entry/exit control structures to stop unlawful parking from occurring.

As the use is temporary, it is not intended to be surfaced with hardstand, and the existing land will be graded. Furthermore, the proposed operating hours of the carpark are limited to daylight hours (6am-7pm), and therefore no outdoor lighting structures are proposed. Overall, the works required to affect the development are extremely limited, making it a viable option as a temporary use of the site.

The proposed conceptual parking and manoeuvring layout is excerpted below at **Figure 6** and provided in **Appendix B**.

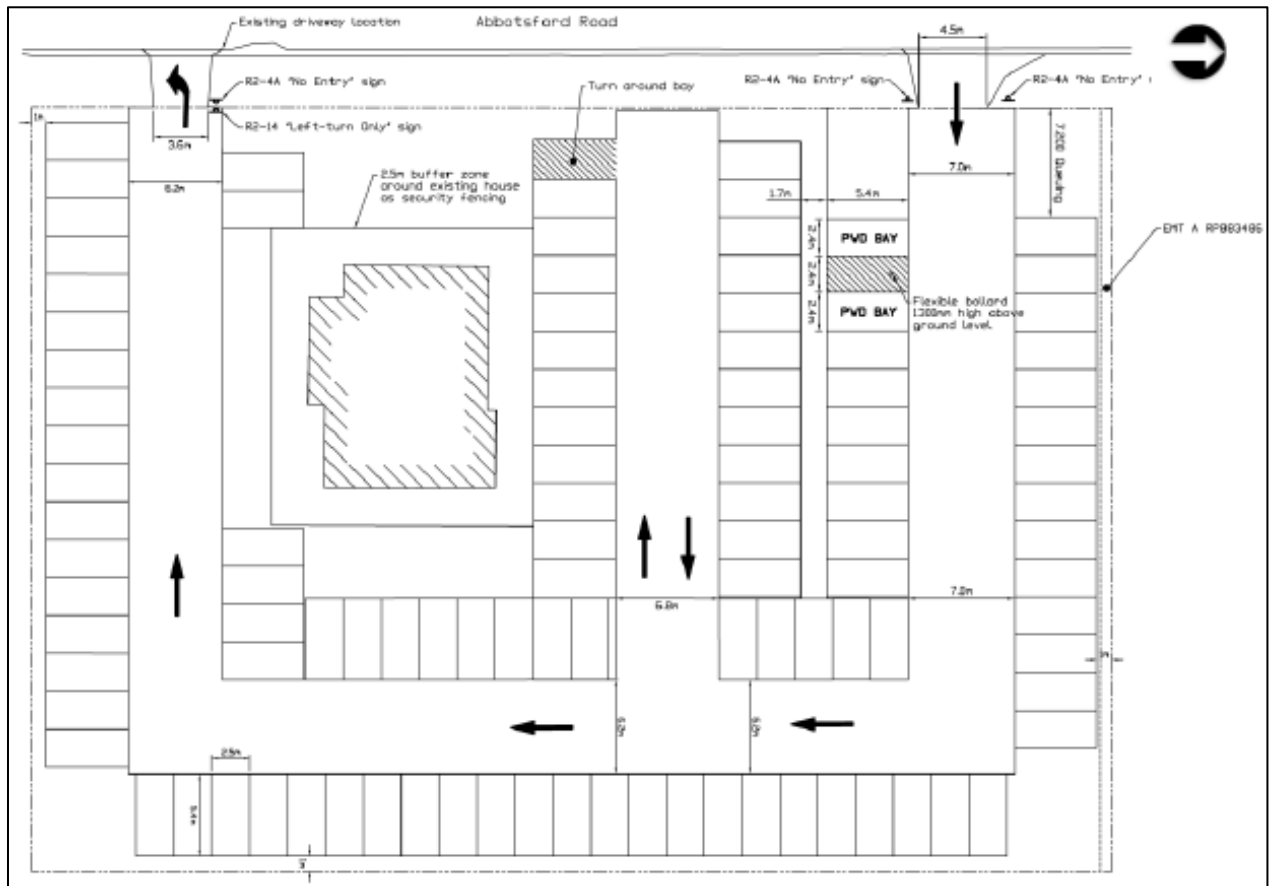


Figure 6 Proposed Carpark Layout

4.2 Heritage Place

The site contains a local heritage place, *Residence Abbotsford*, located approximately in the centre of the site. The heritage place will remain untouched as part of the operation of the carpark. As seen in **Figure 6** above, the heritage place is separated from the car park via a 2.5m buffer and security fencing, which reduces the risk of the heritage place being damaged by the carpark's operation. As the use is temporary, requires minor works to implement and provides appropriate protection measures of the heritage place, the proposed development will not result in significant detrimental impact upon the cultural heritage significance of the building.

4.3 Traffic

Abbotsford Road is identified as a Major Road in the Bowen Hills Urban Development Area structure plan, which restricts the access arrangements available to the site. Because of this, a strict left-in left-out arrangement is proposed for the development. A Traffic Engineering Advice letter has been prepared by PTT which outlines that the proposed access arrangement for the site complies with relevant queuing and site distance requirements. It also confirms that the design of the proposed carpark is in accordance with all relevant Australian Standards.

The Traffic Engineering Advice letter is provided in **Appendix C**.

4.4 Stormwater

The carpark will be operated on the site's existing uncovered terrain consisting of grass and dirt, meaning the development does not alter the site's impervious area. Therefore, the development's impacts on the stormwater network will be minimal. A Stormwater Management Plan has been prepared by BG Group which outlines control measures for the development's most likely impacts on the stormwater network.

The Stormwater Management Plan is provided in **Appendix D**.

4.5 Infrastructure Charges

As outlined in Section 3 of this report, EDQ have previously advised that no infrastructure charges are to apply to the application owing to the temporary nature of the use.

5 KEY PLANNING ISSUES

5.1 Amenity

It was noted by EDQ in pre-lodgement discussions that the development's suitability in terms of its impacts on neighbouring residential amenity should be demonstrated. Despite being surrounded by residential development, the proposed carpark is not anticipated to have a significant effect on the residential amenity of adjoining neighbours, as outlined below.

Firstly, with respect to acoustic amenity, all adjoining lots are located within a QDC MP4.4 Noise Category 2 or 3 area by virtue of their proximity to Abbotsford Road. Adjoining sites that front Abbotsford Road are also within a 70-80dB(A) area owing to their proximity to the railway line. The site and surrounding residential land uses are therefore located in an area with a high level of background traffic noise.

The temporary car park is proposed to be restricted to daylight hours (06.00am – 07.00pm) and no artificial lighting is proposed. The car park is envisaged to be utilised by daily commuters, meaning the turnover of the car park will be approximately 100 vehicles entering and exiting each weekday. Longer term parking (daily) associated with daily commuter parking rather than short term parking with high turnover. Furthermore, existing boundary fencing is to be maintained and made good (where necessary). As such, any noise associated with the proposed temporary car park use is considered consistent with the prevailing background noise in the immediate area.

5.2 Site Access

The site is located on Abbotsford Road, which is identified as a Major Road in the Bowen Hills UDA Development Scheme Structure Plan. Therefore, ensuring the proposed use has a suitable access arrangement that avoids disrupting the traffic flow of Abbotsford Road is critical.

The Traffic Engineering Advice Letter, prepared by PTT and provided in **Appendix C**, confirms that the proposed development is consistent with queuing requirements of AS2890.1 and Brisbane City Council's Transport Access Parking and Servicing Planning Scheme Policy (TAPS) Policy. Therefore, the function of Abbotsford Road is not anticipated to be impacted by the proposed development, even during peak modelling.

5.3 Stormwater Quality and Quantity

The development's suitability with respect to the stormwater network is also a key consideration, particularly given that the proposed development will not involve surface improvement works. Regarding stormwater quality, the following table identifies typical stormwater pollutants, their sources, and any measures that are to be implemented into the development to limit their impacts on the stormwater network.

Pollutant	Source	Control Measures
Litter	Paper, Construction Packaging, Food Waste, Cement, Off – Cuts	A sediment control barrier along Abbotsford Road will assist in trapping any litter generated from the proposed use.
Sediment	Unprotected Exposed Soils, Stockpiles, Erosion	An Erosion and Sediment Control Plan has been prepared for the site, which proposes

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		methods for controlling the conveyance of suspended solids from the site into Council's stormwater system.
Hydrocarbons	Fuel and Oil Spills, Leaks from Machinery	Sediment control measures also protect against hydrocarbons. The measures proposed for the car park are undoubtedly an improved stormwater outcome given that the existing arrangement involves cars parking on the street, where protection measures against hydrocarbons and sediment are non-existent.
Toxic Materials	Cement Slurry, Asphalt Primer, Solvents, Cleaning Agents	None required – considered negligible given that the use is temporary and minimal upgrade works are involved.
Ph Altering Substances	Acid Sulphate Soils, Cement Slurry, Wash Water	None required – the site levels are not within the general trigger range for Acid Sulfate Soil contamination. Furthermore, as minimal improvements are intended for the site, no PH altering substances are likely to be generated from the carpark use.
Thermal Pollution	Vehicles and Machinery, Increased Impervious Areas	None required – also considered negligible given the recent removal of houses and ancillary facilities from the subject site.

In terms of Stormwater Quantity, the fraction of impervious area on the subject site has only decreased in recent history owing to the clearing of development from the site for the approved TOPAZ Residences development. This decrease means there is a net reduction in the expected stormwater run-off from the site, and subsequently no stormwater detention is considered necessary for the temporary use.

The Site Based Stormwater Management Plan, prepared BG Group, provides more information on the above and is provided in **Appendix D**.

6 STATUTORY PLANNING ASSESSMENT

6.1 Assessment manager and relevant considerations

This section assesses the application against relevant statutory planning provisions for the application.

Section 33 (2) of *Economic Development Act 2012* (the Act) identifies that Development includes making a material change of use of premises. PDA assessable development is –

- “(a) *Development that a relevant development instrument for a priority development area provides is a PDA assessable development, including PDA-associated development identified in the instrument....*”

As identified in section 6.4 of this report below, a material change of use for a temporary car park is permissible and assessable against the relevant identified assessment benchmarks.

Under Section 87 of the Act, the application will be considered against:

- (a) The main purpose of the Act;
- (b) Any relevant State interest;
- (c) Any submissions made during the submission period;
- (d) The Bowen Hills UDA Development Scheme;
- (e) Any PDA preliminary approval; and
- (f) Any preliminary approval under the *Planning Act 2016*.

6.2 Economic Development Act

The *Economic Development Act 2012* (the Act) was established with its main purpose being to;

- Facilitate economic development, and development for community purposes, in the State.

The main purpose is primarily achieved by establishing MEDQ to plan, carry out, promote or coordinate activities to facilitate economic development, development for community purposes, and providing a streamlined planning and development framework for particular parts of the State (declared as priority development area under the Act).

This application is consistent with the main purpose of the Act as it involves the promotion in the use of land that would otherwise be vacant and unused until the construction of the approved TOPAZ Residences. This is consistent with the planning framework of the MEDQ.

6.3 State Interests

6.3.1 State Planning Policy Interactive Mapping

The State Planning Policy Interactive Mapping System identifies the following interests relevant to the areas of works:

DEVELOPMENT AND CONSTRUCTION

Priority Development Area

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

None of these interests are considered relevant to the development. The site is not mapped in the Flood overlay under *City Plan 2014*. The Strategic Airports and Aviation Facilities interest is not relevant as no buildings or structures are proposed.

6.3.2 State DA Mapping

The State's DA Mapping system identifies the following interests relevant to the areas of works:

SEQ Regional Plan land use categories

Water resource planning area boundaries

Accordingly, no further assessment is deemed necessary.

6.4 Categories of assessment

The table below summarises the categorising instruments and categories of assessment applicable to this application.

Table 6 Categories of Assessment

Aspect of development	Categorising instrument	Category of assessment
PDA Development Permit for a Material Change of Use for a Carpark (Temporary)	<i>Bowen Hills UDA Development scheme</i>	Permissible

6.5 Bowen Hills Urban Development Area Development Scheme

Section 86 of the Act requires that a PDA development approval applied for be consistent with the relevant development instrument for the relevant priority development area.

The Bowen Hills UDA Development scheme at section 3.2.3 sets out development requirements as follows:

- (i) Maps that indicate the future development of the following:
 - The whole UDA
 - Designated parts of the UDA (precincts)
 - Designated parts of the precincts (sub-precincts)
- (ii) criteria for the whole UDA (UDA-wide criteria)
- (iii) zones, statements of intent, outcomes, preferred land uses and development parameters for each precinct (precinct criteria) and sub-precinct criteria
- (iv) tables specifying the level of assessment for development for each precinct (level of assessment table).

Under Section 3.2.5 of the Bowen Hills Urban Development Area (UDA) Development Scheme, UDA assessable development is consistent with the land use plan if:

- (i) The development complies with all relevant UDA-wide criteria and the relevant zone intents, or
- (ii) The development does not comply with one or more of the UDA-Wide criteria or zone intent but:
 - a. The development does not conflict with the UDA vision, and
 - b. There are sufficient grounds to justify the approval of the development despite the non-compliance with the UDA-wide criteria or zone intents.

The following sections in this report address the relevant aspects of the UDA vision, the relevant UDA wide criteria and zone intent provisions of the Scheme.

6.5.1 Bowen Hills Vision

As the proposed development is for a temporary carpark only, many of the aspects of the vision, such as those relating to affordable housing and sub-tropical urban design, are not applicable to the proposal. However, the proposed use and the fact that its operation will be strictly temporary does not conflict with any components of the vision. Furthermore, the development may positively influence public transport ridership owing to its proximity to Bowen Hills Train Station, which is a prominent theme of the Scheme's vision. The development also improves the general accessibility of the Bowen Hills suburb by providing a reliable parking location, which is of relevance given that the Development Scheme identifies that the accessibility of Bowen Hills has historically been a hinderance to its development.

6.5.2 Bowen Hills Urban Development Area Structure Plan

The Bowen Hills Urban Development Area Structure Plan is similarly not particularly relevant to the proposed development owing to the nature of the use. An excerpt of the Structure Plan is shown below at **Figure 7**. The site has a residential designation and fronts Abbotsford Road, which is identified as a Major Road. The proposed development does not conflict with any of these designations as the proposed use is temporary and does not compromise the delivery of the approved TOPAZ Residences. The use is consistent with the conditions of Abbotsford Road and will not interrupt the function of this road, as demonstrated in the appended traffic advice. Therefore, the proposed development is consistent with the Structure Plan.

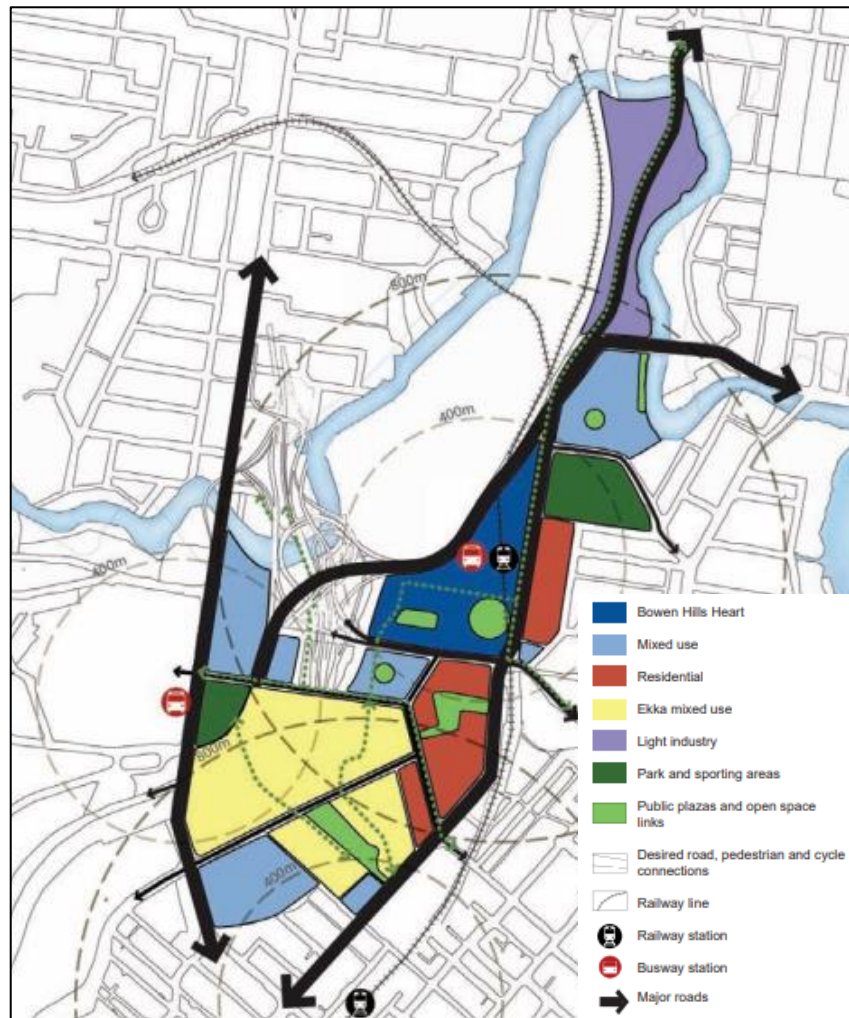


Figure 7 Structure Plan Excerpt

6.5.3 Land Use Plan: UDA Wide Criteria

The UDA Wide Criteria for the Bowen Hills PDA Development Scheme are as follows:

- Affordable housing;
- Urban design and sustainability;
- Transport, access, on-site parking and servicing;
- Environment; and
- Lot design.

As it can be inferred from the headings of these criteria, they predominately relate to development of buildings, and are therefore largely inapplicable to the proposed development. Much like the rest of the Bowen Hills UDA Development Scheme, the proposed development does not compromise the UDA Wide Criteria from being achieved. As the proposed use is strictly temporary, this is considered to be a substantially compliant with the UDA wide criteria.

6.5.4 Land Use Plan: Precincts

The works are located within Precinct 6 (Montpelier Precinct) of the Scheme. Much of the precinct intent and outcomes relate to residential development, which is not relevant to the development. Of relevance, however, is that the site adjoins the Bowen Hills Heart Precinct (Precinct 1), located west across Abbotsford Road. The *Precinct intent* recognises:

While the precinct is being established and the Bowen Hills Railway Station is being upgraded, a strategy will be implemented that responds to market demand by providing additional car parking for the precinct in the short term.

The proposed development will provide accessible car parking to the Bowen Hills Heart Precinct in the short term, and therefore directly meets this item of the precinct intent. The proposed carpark improves the temporary accessibility of the Bowen Hills Heart area while the Precinct is still largely undergoing transition.

Therefore, the development is consistent with the outcomes and intent of the Bowen Hills Heart Precinct (Precinct 1) and does not conflict with the outcomes of the Montpelier Precinct (Precinct 6) owing to the temporary nature of the use.

6.5.5 Zone

The site is included within the Residential high intensity zone, indicating a preferred use of multiple residential. Given that the proposed carpark is temporary and there is an extent development permit approving residential re-development, the proposed development is not deemed to be in conflict with this zoning.

6.6 Bowen Hills PDA Development Scheme Review

EDQ has prepared a Proposed Bowen Hills Priority Development Area (PDA) Development Scheme Amendment (No. 2), which underwent public consultation from Monday 29 October to Friday 7 December 2018. The Development Scheme Review has not yet taken effect. A short assessment of the proposed amendment in relation to the development is provided in this section.

6.6.1 Vision

The updated vision of the Bowen Hills PDA includes a specific sub-section on transport and connectivity, envisioning the Bowen Hills PDA as well connected, accessible and permeable to all forms of vehicle movements. The proposed development improves the accessibility of the Bowen Hills PDA, and specifically the train station, by providing a reliable location for private car parking. The development's proximity to the train station also provides the opportunity for multi-modal transport, providing residents of Bowen Hills and neighbouring suburbs with additional transport options.

6.6.2 PDA-Wide Criteria

The proposed amendment to the Development Scheme involves the introduction of more PDA-Wide Criteria, however the Criteria still remain largely irrelevant to the proposed development. Of note is that one of the additional criteria relates to heritage places, specifically relating to the retention and protection of the cultural significance of heritage places. The proposed development is deemed to be consistent with

this criterion, given that it involves the preservation of the heritage place through appropriate buffering and safety fencing installation. All other relevant UDA-Wide Criteria are not relevant to the proposal.

6.6.3 Zone

The site effectively has the same zone under the proposed scheme amendment, being the high density residential zone. Therefore, no further commentary is considered necessary.

6.6.4 Precincts

The subject site is no longer included in a precinct under the proposed scheme amendment. The amended Scheme now only consists of two precincts. Precinct 1 remains to the west of the site across Abbotsford Road. However, none of the outcomes for this precinct are relevant to the proposed development.

6.7 Public Notification

EDQ have previously advised in pre-lodgement meetings that the application will require public notification.

7 CONCLUSION

RPS has been engaged by Park Genie to seek PDA development approval for a temporary carpark to be operated for two (2) years at 39 Abbotsford Road, Bowen Hills, described as Lot 1 on SP28774 with an area of 4,092m².

The application seeks:

- PDA Development Permit for a Material Change of Use for a Carpark (Temporary).

This report has demonstrated the proposal's consistency with those matters set out in Section 87 of the Act, the development requirements of the *Bowen Hills UDA Development Scheme*, and general planning issues associated with the use and site. In particular:

- This application is consistent with the main purpose of the Act as it promotes the use of a site that would otherwise remain unutilised before the construction of an approved apartment building;
- The use is strictly temporary and will not require extensive works to implement, meaning it will not affect the future developability of the land;
- The proposed development has demonstrated that it is consistent with the Bowen Hills UDA Development Scheme as a whole, and assists in meeting the intent of the Bowen Hills Heart precinct by providing parking for the precinct during its development and revitalisation;
- The intended operational methods of the carpark limit works required to affect the development, and limit amenity impacts on adjoining residential uses;
- Appropriate protection measures are to be implemented to successfully preserve the local heritage place contained within the site;
- The site meets relevant traffic and stormwater requirements; and
- The development is consistent with the draft Bowen Hills PDA Development Scheme Amendment given that it is strictly a temporary use.

Approval is sought subject to reasonable and relevant conditions.

Appendix A

MEDQ Application Form and Owner's Consent

Appendix B

Proposal Plan

Appendix C

Traffic Impact Statement

Appendix D

Stormwater Assessment