



Project Waters

Preliminary Approval

Mixed Use Development Precinct



PROJECT WATERS DEVELOPMENT APPLICATION



342 Water Street and 62-68 Brunswick Street,
Fortitude Valley

Prepared for:
Metro Property Development

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EXECUTIVE SUMMARY

Application Details	Development Application for – - Preliminary Approval to include Material Change of Use (Development Permit) for Multiple Residential (1030-1080 units), Mixed Use Residential/Commercial and Retail (500m2-1000m2) and Indoor Sport and Recreation; and - Building Work (demolition) of a Heritage Place
Level of Assessment	UDA Assessable Development - Permissible Development
Registered Proprietors	Peter Thomas Sherwood
Applicant	Metro Property Development Pty Ltd
Contact Persons	Stephen Buhmann Senior Planner sbuhmann@brannock.com.au Ph: 07 3229 5322 Fx: 07 3229 5488
Site Details	- Lots 11 & 12 RP10552 - Lot 1 RP 10553 - Lot 1 RP 42507 - Lots 1, 5, 6 & 13 RP 81335 Other allotments for access purposes - - Lot 2 RP 881617 (owned by Brisbane City Council) - Lot 900 on RP881617 (ARS owned by Brisbane City Council) - Lot 901 on RP881617 (ARS owned by Brisbane City Council)
Assessing Authority	Urban Land Development Authority
Site Address	332-342 Water Street and 62-68 Brunswick Street, Fortitude Valley
Planning Instrument	Bowen Hills Urban Development Area Development Scheme
Precinct	Precinct 4: Water Street Precinct
Total Area	12,854m ²
Description of Proposal	The proposed development comprises a series of Residential Tower buildings ranging in height up to 20 storeys with ground floor Retail and mixed use “Soho Units” that will provide a mix of Commercial/ Residential and Retail uses. The existing drill hall will be retained and other heritage buildings are to be relocated within the site to create a heritage precinct, eventually to be converted into a recreational facility.
Site History & Characteristics	The site contains some historical components of the former Water Street Army Depot including a former military drill hall (built in 1884 and relocated to this site in 1925).
Surrounding Land Uses	The site is located on in close proximity to the Fortitude Valley between the Valley Centre and the RNA Showgrounds.
Significant Vegetation	No significant vegetation is contained within the site.

1.0 INTRODUCTION

This report has been prepared on behalf of Metro Property Development Pty Ltd in support of UDA assessable development – permissible development under the Bowen Hills Urban Development Area Development Scheme, Precinct 4 – Water Street Precinct, and in accordance with the *Urban Land Development Authority Act 2007*.

The application involves a Preliminary Approval for -

- Material Change of Use (Development Permit) for Multiple Residential (minimum 1030-maximum 1080 units), Mixed Use Residential/Commercial and Retail (minimum 500m2 and maximum 1000m2) and Indoor Sport and Recreation; and

over land at 332-342 Water Street and 62-68 Brunswick Street, Fortitude Valley.

The subject site is one of the largest single land holdings in the local area outside of the RNA. Water Street is amongst the first residential and retail developments within the ULDA plan for the region. Located at the junction of Bowen Hills, Fortitude Valley and Spring Hill the project strives to add to an exemplar precinct for inner city living and embraces Brisbane's growing demand for intelligent and environmentally responsive design for affordability. This offers opportunity to create a special urban design response.

This Report will address these components of Project Waters development project against the relevant provisions of the Bowen Hills Development Scheme and is supported by the following reports and information -

- Urban Design Report prepared by Deicke Richards
- Market Analysis and Project Positioning Report by Resolution Research Strategists
- Heritage Report prepared by Brannock & Associates
- Traffic Engineering Report prepared by TTM Group
- Site Based Stormwater Management Plan by Robert Bird Group
- Site Services Report by Robert Bird Group

2.0 SITE DETAILS

2.1 The Subject Site

The development site is located at the corner of Brunswick and Water Streets comprising of –

- Lots 11 & 12 RP10552
- Lot 1 RP 10553

- Lot 1 RP 42507
- Lots 1, 5, 6 & 13 RP 81335
- Lot 2 RP 881617 (owned by Brisbane City Council)

The total site area is approximately 12,854m². (see **Figure 1 – Aerial Photograph** and **Figure 2 – Locality Map**). A Cadastral Plan is attached as **Appendix C**. The site also has two Access Restriction Strips (ARS') owned by Brisbane City Council, located on the north-eastern corner of the site at the end of Diggles Close and also at the south-eastern corner of the site described as –

- Lot 900 on RP881617
- Lot 901 on RP881617

Preliminary discussions with Council Officers have been held regarding the two Access Restrictions Strips located along the boundary of the subject site as well as the adjoining Lot 2 owned by Brisbane City Council which is subject to an easement for access purposes in favour of the adjoining Bells Square development (refer to **Appendix A**).

The site has a varying topography which falls from Brunswick Street frontage from RL20.0 to RL15.0 at Water Street. Along Water Street from Brunswick Street to Baxter Street Corner, the land slopes down 4.5m, from RL15 to RL10.5. From the Baxter Street corner up to Diggles Close entry the site rises from RL10.5 to RL18 at a fairly regular slope. The rear northern boundary from Diggles Close through to Brunswick Street is relatively flat.

The whole site is located in the Bowen Hills Urban Development Area and identified on the Bowen Hills UDA Structure Plan (Map 2) as **Mixed Use**. The site is within **Precinct 4 – Water Street Precinct** (see **Figure 3**). Map 5: Frontages and Gateways identify Water Street as a **Secondary Active Frontage** (see **Figure 4**). Lot 1 RP 42507 is identified as a **Heritage Place** of Map 4 – former Water Street Army Depot (See **Figure 5**). The site is listed on the BCC Heritage Register as a local Heritage Place. Three site buildings are listed on the Queensland Heritage Register – the “Drill Hall”, “Caretaker’s Cottage” and “Orderly Room”.

2.2 Site History

The Project Waters site contains the former Water Street Army Depot, which is located at 342 Water Street, Fortitude Valley, and the former Jackson’s Furniture building, at 68 Brunswick Street, Fortitude Valley.

2.2.1 Former Water Street Army Depot site

The former Water Street Army Depot was established on this site by the Commonwealth government in the mid 1920s.

At that time a late nineteenth century drill hall (ca 1884), together with a series of other military buildings, were relocated to this site from another site in Boundary Street, Spring Hill. The site operated as a venue for volunteer military training from that period. The drill hall was the focal point of this military training, where volunteer recruits were taught aspects of military drill, weapons training and other related military exercises. Drill halls such as this one were constructed around the country to provide venues for volunteer military training.

Over time a series of other military buildings were constructed on this site for the purposes of military training, particular during World War II and in the early post-war period. Plans of this and other periods show a range of buildings scattered across the site. Some of these buildings have since been demolished or relocated.

The site closed as a military facility in the late 1980s, and it became part of the Australian College of Natural Medicine together with the adjacent site towards the corner of Brunswick Street. The College has since closed.

Please refer to the Cultural Heritage Assessment prepared by Brannock & Associates (**Appendix ***) of the Former Water Street Army Depot for further details of history and cultural heritage significance of the former Water Street Army Depot site.

2.2.2 The former Jacksons Furniture site

The former Jackson's Furniture site is located at 334-336 Water Street, and 62-68 Brunswick Street, Fortitude Valley.

This site contains the former Jackson's Furniture Depository building at the corner of Brunswick and Water Streets, together with a number of other adjoining and related buildings to both Water and Brunswick Streets.

Little is known about the history of the Jackson's Furniture Depository building. It was probably constructed in the early twentieth century, as part of the commercial and light industrial development of the Fortitude Valley area at that time. The building features relief lettering to the façade to Water Street proclaiming the name and enterprise of the store, which was a common method of store advertising in the 1910s and 1920s period.

2.2.3 Heritage listings

The former Water Street Army Depot site was entered in Schedule 1 of the Heritage Register Planning Scheme Policy of the Brisbane City Plan 2000 (the City Plan Heritage Register), as a local heritage place in January 2004. This heritage listing encompasses the whole site.

The former Water Street Army Depot is recognised as a heritage place in the Bowen Hills UDA. The site is included in the List of Heritage Places and identified in Map 4: heritage place map of the Development Scheme for the Bowen Hills UDA. The ULDA has not created its own heritage listings in the preparation of its Development Scheme for the Bowen Hills UDA – it has simply adopted existing heritage listings within the geographic area of the UDA. This heritage listing encompasses the whole site.

Some buildings and areas within the former Water Street Army Depot site were entered in the Queensland Heritage Register as a State heritage place under the *Queensland Heritage Act 1992* in December 2011, by the Queensland Heritage Council. While the entire site was nominated to this register, only the former drill hall, the caretaker's cottage and the former orderly room (as the three remaining nineteenth century buildings on the site) were entered in the Queensland Heritage Register.

The Jacksons Furniture site is **not** included in Map 4 – List of Heritage Places – in the Development Scheme for the Bowen Hills Urban Development Area of the ULDA, nor is it included in any other heritage register or list.

The Jacksons Furniture site (332-336 Water Street and 62-68 Brunswick Street) is located in the Demolition Control Precinct of the Brisbane City Plan 2000 of the Brisbane City Council. However the Development Scheme for the Bowen Hills UDA does not recognise the character protection provisions of City Plan.

As a result, for any proposed redevelopment of the Project Waters site, there are no statutory controls, mechanisms or considerations over the Jacksons Furniture site in terms of demolition control, character protection or cultural heritage conservation.

2.3 Surrounding Area

To the north of the site are two 5 storey commercial buildings setback from the street in a campus garden form. A tennis court occupies the south-eastern corner of this site. The interface with the site is poor with two levels of parking close by.

To the south are a number of low density older and newer developments that will redevelop over time under the provision of the Fortitude Valley Neighbourhood Plan (up to 8 storeys). Across Brunswick Street to the west is the low density residential area of Spring Hill with a number of character houses that are unlikely to be redeveloped in the future.

To the east of the site is 'Bells Square' a strata titled residential property between 1 and 5 storeys. There is a parcel of land between the subject site and Bells Square that acts as an extension of Baxter Street and provides access to the adjoining development.

The Brunswick / Water Street corner of the site is a key corner from the west and Spring Hill. There is an existing character building on the corner. The Baxter Street corner viewed from the east and further from the Valley provides views to the site and to the former Exhibition Building beyond.

The site is at the nexus of two significant streets and pedestrian routes in the area. Brunswick Street connects the site to the Valley Centre and to the Royal Brisbane Hospital and Herston to the north. Water Street is the east-west cross street link from the site to Spring Hill, and ultimately the City, and to the north-east to the RNA and future marketplace.

3.0 BACKGROUND

A number of structured pre-lodgement/design development meetings between Metro Property Development and the ULDA have been held over the course of the pre-application process in order to gain feedback and concur on each element of the development. Metro Property Development has worked proactively with the ULDA to plan and design the development proposal taking into consideration the legislative provisions and identifying and resolving key issues that emerged.

The pre-application process has encouraged a strong partnership between Metro Property Development and the ULDA and has assisted in streamlining the overall application process and increasing certainty about the development outcome.

Urban Design Experts, Richard Kirke and John Byrne were engaged by the ULDA with the role of Urban Design Panel working closely with the Project's Urban Designer - Peter Richards of Deicke Richards and Architect - Liam Proberts of Bureau^Proberts.

This lead to the first application for Stage 1, which progressed through the ULDA assessment process significantly before the value engineering of the development was reviewed. Due to a more focused assessment of the construction costs and impacts on affordability, the application has been redesigned to provide a development at a more affordable rate. In addition, a new application for a Preliminary Approval has been formulated to demonstrate the developer's commitment to the intended development outcomes, and provide some level of certainty for the future development of the entire site.

4.0 PROPOSED DEVELOPMENT

4.1 Overall Development Concept

The Project Waters development envisages a new mixed use precinct with a range of residential apartments (minimum of 1030 – maximum of 1080 units) with mixed used residential/ commercial uses and a retail component (minimum of 500m² – maximum of 1000m²) to be delivered to the market across 2 Phases and 7 stages.

The site is within Precinct 4: Water Street Precinct under the Bowen Hills UDA Development Scheme, which allows for a maximum plot ratio of 4.0 and a maximum building height of 8 storeys (with potential up to 12 storeys for landmark buildings).

Whilst the proposed design outcomes demonstrate a departure from the Development Scheme requirements in terms of height and density, this has eventuated from extensive detailed planning and design of the precinct to achieve the best outcome for the site and maximise the urban potential in the precinct.

Metro Property Development have engaged prominent Experts in the field (including Peter Richards of Deicke Richards and Liam Proberts of Bureau^Proberts) to investigate appropriate urban design outcome for the site taking into consideration existing infrastructure and neighbourhood patterns, built form, views and vistas, surrounding density and height, urban character and topography.

Early on in the Project, detailed analysis was undertaken to develop a design strategy based on several development scenarios including compliant and non-compliant development proposals. The finding of the development analysis recognised that development with an 8 storey height limit across the site does not achieve the maximum plot ratio of 4.0 allowed in Precinct 4. A development of this built form and density is not economically feasible and has several disadvantages from a design perspective including a potentially monolithic built form, unrelenting skyline and a very enclosed urban landscape to the detriment of providing access and inviting public open space.

An alternative design scenario with heights ranging from 12 to 16 and 20 storeys was investigated and found that this built form approach achieves a higher development yield that is economically feasible, allows for a more dynamic skyline with a variety of podium and tower forms, and creates more opportunities for public realm and streetscape character. This design analysis formed the basis for further investigations through detailed design workshops with a variety of expert consultants in conjunction with the ULDA.

Key issues emerged from the preliminary design stage as follows:

- Response to the heritage on the site, particularly the drill hall, its preferred location and integration into the development or removal from the site;
- Connectivity through the site with streets, lanes and walkways to define 'a vibrant and diverse, high density local hub for the Valley';
- Potential to deliver a higher yield of residential units with a large portion of the product within the ULDA affordability targets – estimated at a minimum of 1030 units and a maximum of 1080 units with approximately 315 units targeting at an affordable price point (30%);
- Staging of the development and creating memorable addresses for each stage from within the site; and
- Built form and preferred heights of development on different parts of the site;
- Car parking provisions on the site can be limited, where the site is favoured by its proximity to a myriad of public transport opportunities;
- Areas identified for car parking can be located above ground, taking into consideration the slope of the land

These options have informed the preferred urban design strategy for the site and the design response has positively addressed these issues.

The urban design strategy has been formulated into the Urban Design Report prepared by Deicke Richards (**Appendix D**) that provides the urban design objectives and principles for the Project Waters development. In doing so, it documents the urban design rationale for a superior design outcome for the site.

4.1.1 Urban Design Principles

The following represent key urban design principles for the development of the site which contribute to a superior urban design outcome:

- **A precinct integrated with surrounding areas**

Project Waters strongly integrates with surrounding areas. A new street and additional pedestrian walkways connect the site with the surrounding areas providing a variety of routes and movement experiences.

Pedestrian routes connect throughout the site to Brunswick and Water Streets, with opportunities for future pedestrian connections northwards to Gregory Terrace.

- **An urban node that respects the history of the site**

Project Waters creates a new local hub and focal place for the residents and workers on the site and surrounding areas.

The Drill Hall and associated buildings have heritage significance and are retained and integrated into the development.

All streets and walkways lead to the heritage precinct

An urban green is located adjacent to the Drill hall to enhance the setting of the heritage precinct and reinforce the Project Waters site as an urban node.

- **A high quality public realm**

Project Waters has a clearly defined network of streets, public spaces and pedestrian laneways. The buildings placement, façade treatments and uses, define and activate the streets, public spaces and pedestrian walkways, including Water Street, Brunswick Street and Baxter Street extension.

The heritage buildings are set within a plaza in the north east corner of the site as the primary focal point for the precinct

A plaza on Water Street forms a welcoming entrance to the precinct. This place is visible from the corner of Brunswick and Water Streets as well as the corner of Baxter and Water Streets.

A plaza/shared zone on the Baxter/Water Street corner terminates the vista down Baxter Street. The Drill Hall is set in a plaza at the end of Diggles Close.

- **A higher density precinct**

Project Waters is a high-density precinct. Additional height and density 'grows' out of this urban fabric and is not imposed upon it.

Any additional height demonstrates minimal additional impacts. Taller elements over 12 storeys of buildings are setback 9m from side and rear boundaries and 3m from street alignments.

Taller tower forms are a response to the urban form and do not drive the urban form.

Tower footprints and facades align with site geometry, boundaries or surrounding streets and reinforce the geometry of the public realm

- **A rich and fine grained urbanism**

Project Waters is formed as fine grained urbanism of the surrounding area and the valley.

The through walk creates a number of development sites with individual addresses. This enables the development to be staged with a number of discreet developments.

A diverse range of architectural expression from a number of design teams will ensure a more diverse urban response that will reinforce the character of the Valley.

- **A respectful neighbour**

Project Waters is respectful of its context and neighbours.

Taller buildings are respectful neighbours, located in positions that do not create significant additional impacts on surrounding development. This includes the careful placement of the tallest buildings on the site.

As the site is large, taller elements are possible and are located to enhance the urban form and placemaking outcomes. Building scale on boundaries is varied but commensurate with recommended heights in the Development Scheme.

Further commentary of these urban design principles is provided in the Urban Design Report prepared by Deicke Richards (**Appendix D**). It is envisaged that the objectives and principles of the Urban Design Report will evolve throughout the life of the Project to respond to subsequent future Stages of the development. The urban design principles will inform the strategic direction allowing flexibility in the built form and character ideas to allow for creative design responses from a range of designers that can add value to the urban design framework.

4.1.2 Development Staging

The Project Waters development is a long-term project to be delivered over a timeframe of around 5-7 years. The site is a large land holding that which will continue to evolve as critical elements and constraints unfold. Currently, the staging of the site comprises of 2 components; Phases 1 and 2.

Phase 1 comprises the eastern portion of the site including the Baxter Lane extension and existing Drill Hall. Phase 2 contains the western portion of the site to Brunswick Street. The site is then further split into 7 stages.

- **Phase 1:** Stages 1-4 (and relocation of heritage buildings);
- **Phase 2:** Stages 5-7

Investigations have also been undertaken for future MCU Applications for Phase 1 including Stage 3 and 4 to understand the built form, podium treatment, ground plane and infrastructure requirements to ensure the first 4 stages complement each other and provide connections within the precinct (refer to Urban Design Report at (**Appendix D**)). Stages 5 – 7 remain subject to further investigation and detailed design.

The intention of the preliminary approved is to “lock in” an approval of the overall built form and development concept while still maintaining a degree of flexibility in the final architectural design for future stages. Importantly, this application for Preliminary Approval is supported by Development Permit applications for Stage 1 and 2 of the development which enables the urban design concepts and principles articulated with the preliminary approval to be fully realised and documented for greater practical appreciation and understanding of the intent for the site.

The indicative Staging and corresponding general infrastructure requirements for the overall development is currently outlined as follows (refer to the Preliminary Approval Plans at **Appendix J**)

PHASE 1

Stage 1

- Apartment building (presenting as 16 storeys of tower above podium level; 18 storeys where including the sleeved parking arrangements and podium levels);
- Mixed use tenancies at Ground Floor Level (street level) at corner of Baxter and Water Streets;
- Demolition of buildings on the Phase 1 site with the exception of listed heritage buildings (Drill Hall, Caretakers Cottage and Orderly Room)
- Relocation of former Orderly Room to group with Drill Hall;
- Approval for an adaptive reuse of the Drill Hall and associated buildings;
- Water Street road widening and kerb re-alignment to the front of the property;
- Baxter Lane extension (identified as Baxter Street on plans) to align with Stage 1 works and adjoining Lot 2 (converted by BCC to become new road);
- Removal of ARS to Baxter and Water Street corner of footpath.
- Expected yield of 164 apartment units.

Stage 2

- Apartment building (presenting as 13 storeys of tower above podium level; 16 storeys where including the sleeved parking arrangements and podium levels) adjoining Stage 1 building and the proposed pedestrian thoroughfare from Water Street to the Drill Hall
- Water Street road widening and kerb re-alignment to the front of the property;
- Expected yield of 139 apartment units

Stage 3

- Apartment building (presenting as 18 storeys of tower above podium level; 20 storeys where including the sleeved parking arrangements and podium levels) located along the Baxter Street frontage of the site, also to overlook public courtyard area
- Baxter Lane extension from the rear of Stage 1 and up to Diggles Close (plus associated parking)
- Removal of ARS from Diggles Close;
- Expected yield of 142 apartment units

Stage 4

- Apartment building (presenting as 18 storeys of tower above podium level; 19 storeys where including the sleeved parking arrangements and podium levels) adjoining Stage 3 building along Baxter Street;

- Expected yield of 133 apartment units;
- Adaptive reuse of Drill Hall and Caretakers Cottage;
- Shared access road and pedestrian plaza to the front of Drill Hall to be completed
- Completion of Phase 1 development

PHASE 2

Works required with DA approval for any part of this phase:

- Resolution of retained brick wall fronting the corner of Water Street & Brunswick Street;
- Sewer upgrade resolution to Water Street sewer (if required);
- Bus stop dedication for lane widening to Brunswick Street;
- Resolution of Heritage Walk pathway along shared boundary.

Stage 5

- Apartment building (presenting as 16 storeys of tower above podium level; 20 storeys where including the sleeved parking arrangements and podium levels) fronting Water Street and adjoining the pedestrian thoroughfare;
- Pedestrian plaza and walkway through the centre of the site;
- Completion of the Water Street road widening and kerb re-alignment;
- Expected yield of 166 apartment units

Stage 6

- Apartment building (presenting as 16 storeys of tower above podium level; 19 storeys where including the sleeved parking arrangements and podium levels) adjoining Stage 5 building and overlooking pedestrian thoroughfare which links Water Street to the Drill Hall;
- Overlooking the pedestrian access from Brunswick Street and along the northern boundary towards the Drill Hall;
- Completed pedestrian walkway through the centre of the site;
- Adaptive re-use of the former Orderly Room completed and dedicated surrounding lands
- Expected yield of 144 apartment units

Stage 7

- Apartment building (presenting as 18 storeys of tower above podium level; 20 storeys where including the sleeved parking arrangements and podium levels) fronting Brunswick Street and overlooking the pedestrian thoroughfare from Brunswick Street to the Drill Hall;
- Installation of dedicated bus lane;
- Completion of Access pedestrian pathway along shared boundary;
- Expected yield of 150 apartment units;
- Completion of the Project Waters residential component of development.

A Staging Plan is provided in the Urban Design Report at **Appendix D**.

4.1.3 Market Analysis and Project Positioning

Resolution Research Strategists have undertaken a development opportunity analysis comprises a detailed quantitative research study of the current and future macro / micro economic market conditions of Fortitude Valley in order to pinpoint underling demand for the site. The findings of this analysis are detailed in a Market Analysis and Project Positioning Report attached at **Appendix E**.

Some of the key finds of this Report include the following –

- *Fortitude Valley's apartment market, although still one of the most affordable apartment markets across inner Brisbane, is starting to showing signs of deteriorating affordability due to the uplift in prices due composition of the product in the off-the-plan market.*
- *The natural net effect this will be upwards pressure on rents, which is likely to result in a slowing rate of population growth amongst the younger workers who have traditionally called Fortitude Valley home and, in turn have been the key economic drivers of Fortitude Valley business.*
- *More importantly, the provision of one-bedroom apartment types have overwhelmingly demonstrated themselves to be the most popular choice for investors who currently account for around 95% of all off-the plan sales, and, in turn, are driving construction activity and fuelling jobs growth across the inner city.*
- *The construction price of two-bedroom apartments is placing pressure on the retail price of these products and the volume and size of these apartment types will require close examination in order to determine their appropriateness for the local market's needs.*
- *According to the latest figures provided by the Queensland Government, since 2001, Fortitude Valley's population has grown by an average rate of 7.9% annually, to reach 6,192 by 2009.*
- *By 2031, more than 22,000 new residents will have moved into Fortitude Valley – an estimated 1,000 new residents per year.*
- *In addition to the rise in permanent residential population, a further 75,000 new jobs are anticipated to be created in the Valley over the next 20 years as the suburb forms the natural expansion of the Brisbane CBD bringing with it, massive amounts of infrastructure and investment.*
- *Historical evidence shows that off-the-plan sales in Fortitude Valley account for between 1% and 55% of total sales and averaging 23% over the past ten years. Total sales volumes within*

Fortitude Valley have been recorded at an average of 381 sales annually. Off-the-plan sales average 107 annually.

- The peak sales volume of 692 in 2003 provides evidence of strong underlying demand, more importantly, almost half (46%) of all sales were made in the off-the-plan market (or 317 sales).*
- Post GFC sales volumes of settled sales have tracked under the long term average, however these sales volumes do not account for the off the plan sales secured across both Mosaic and M&A which are believed to total around 275 sales at the time of undertaking this research.*
- This data suggests that the proposed annual product injections of between 150 and 240 represent no threat to market oversupply, contingent upon the introduction of product at highly competitive price points and designs to those proposed within the subject development.*

It is evident from the Resolution Report that there is sufficient carrying capacity within the Fortitude Valley area to support the projected population envisaged by the ultimate Project Waters development.

4.2 Key Planning Components

In summary, the following components are those elements of the proposed development that are considered of highest importance to secure as part of the preliminary approval process.

4.2.1 Height of Buildings & Structures

The Fortitude Valley Neighbourhood Plan has heights of up to 30 storeys in the Valley Heart Precinct which extends to St Pauls Terrace, 150m from the site. The recently completed Green Square development on St Pauls Terrace is 14 storeys. The RNA Master Plan has building heights of 12-30 storeys with one precinct of 30 storeys. The Valley Gateway north of the Valley Heart is an area of low rise buildings with multiple ownerships and is in similar proximity to the Valley Heart as the Project Waters Precinct. The Valley Gateway has proposed heights of 20 storeys, subject to minimum site areas. Sites above 1500m² can develop as 15 storeys and sites above 5000m² can accommodate heights of up to 20 storeys. The Project Waters site is significantly larger with a total area of 1.3Ha and in the context of the Valley and RNA development; the subject site has the carrying capacity for more intense development.

From a citywide view, the proposed development fits well within with ultimate urban form and density of the RNA development and the Fortitude Valley contributing to the emerging high density nodes of inner city Brisbane (Refer to the cross section in the Urban Design Report, Pg. 2, **Appendix D**).

At a local context, the view from Water Street as one moves closer to Brunswick Street is the one that reveals the greatest visual impact of the development. The important corner of the site is quite prominent in this view with the proposed 4-8 storey street edge creating a strong urban presence and

interface with taller buildings behind. The taller elements have varying heights, better integrating these forms into the cityscape.

It is acknowledged that in the short-term, the proposed scale of the Project Waters development (refer to proposed heights of buildings in section 4.1.2 – Development Staging of this report) will have a strong presence at a local scale, however in the context of the ultimate urban density and heights envisaged by Bowen Hills, the RNA development and the Fortitude Valley, the impacts of the proposed taller buildings are not significant at a broader scale.

The Project Waters development has been designed to be respectful of its context and neighbours with taller buildings located in positions that do not create significant additional impacts on surrounding development.

As the site is a one of the largest single land holding in the UDA outside of the RNA, taller elements are considered possible while upholding and enhancing the urban form and place making outcomes of the Precinct. The taller elements of the proposed development are not imposed upon it, but additional height and density come out of the urban fabric. This design response will ensure the best outcomes can be achieved for the site.

4.2.2 Residential Unit Yield

Taking into consideration the relative carrying capacity of the site within the Fortitude Valley area, it is intended to provide a minimum unit yield within the range of 1030 units and 1080 units. For the purposes of securing this yield over the site, we request a condition to be included as a part of the preliminary approval stipulates a **minimum yield of 1030 residential units and a maximum yield of 1080 residential units.**

4.2.3 Car parking provisions

Given the future stages of the development are still subject to investigation, we request a condition of the preliminary approval to stipulate a **minimum and maximum range of car parking spaces** considered suitable on the site, calculated at a rate as follows:

- 40% of 1 bedroom units to receive a car park;
- 100% of 2 bedroom units to receive a car park;
- 1 visitor car park space per 20 units.

As an *indicative measure*, the approximate total number of car parking spaces is currently calculated to be 679 car parking spaces across the entire site (calculated for approximately 1038 apartment units). These calculations take into consideration the Brisbane City Council rate for CBD residential development and applying site specific considerations as appropriate for well located urban TOD sites such as Water Street and more generally Bowen Hills (refer to the TTM Traffic Report at **Appendix K**).

In addition to the car parking spaces, the development will emphasise alternative transport opportunities and provide bicycle parking and associated facilities at a rate of one space per unit and an additional one spaces per 400m² of GFA with an approximate total of 1290 spaces being provided across the stages of the development.

Secondary to the number of car parking spaces to be provided, the preliminary approval aims to secure the configuration of parking provisions across the site. Presently, parking areas are to be provided as two separate “car parking pods,” one for each Phase of the development. It is intended to use both underground basement levels (including semi-basement levels) as well as above ground car parking levels. We request that the ULDA include a condition of approval for the preliminary approval that **supports above ground car parking**. Allowing this flexibility across basement and above-ground parking is an important design feature of the project, as it takes into consideration the cross-fall of the site and supports an affordable product delivery.

4.3 Superior Design Outcomes

In accordance with section 3.2.5 of the Development Scheme, non-compliance with the development scheme requires a development proposal to demonstrate sufficient grounds to approve the development including the achievement of a *superior design outcome*.

The key areas of non-compliance are building height and density, however the proposed development is considered to achieve a superior design outcome to demonstrate sufficient grounds to approve the development despite the non-compliance.

The superior design outcomes (SDOs) for the Project were formulated throughout the extensive pre-application process with the ULDA and the involvement of the Urban Design Experts - Richard Kirke and John Byrne working closely with the Project's Urban Designer - Peter Richards of Deicke Richards and Architect - Liam Proberts of Bureau^Proberts.

The SDOs are detailed hereunder.

SUPERIOR DESIGN OUTCOME	JUSTIFICATION
STAGE 1 OUTCOMES	
Affordable Housing <i>“...residential and mixed use developments must have a minimum of 5% of the gross floor area of all residential dwellings as affordable to rent by households on the median household income...”</i>	As a general market target for the development as a whole, 30% of the total unit product will be delivered within the ULDA price points for affordability. Stage 1 building offers a residential unit product that is affordable in terms of generic unit size (70% of units (117 units) at or below 60m²) and in terms of rent and purchase (30% of units (50 units) at or below the ULDA purchase measure of \$385,000) and in terms of lifestyle

needs.

This is far in excess of the ULDA's minimum requirement for affordable housing (5%).

In addition, there are 150 confirmed NRAS allocations to be delivered within the first stages of the project.

Open Space

“For residential development, landscaping must cover a substantial area of the site and provide on-site recreation opportunities”

The overall site is 12 854 m2. The area of the site that is dedicated to open space or heritage outcomes is approximately 6290 m2 representing 49 % of the site.

The area will be divided into two core public recreation and activity areas being:

970 m2 dedicated to the heritage precinct at the northern edge of the site which will consist of clustered heritage buildings focused around the Drill Hall (which will have been refurbished for publically accessible adaptive reuse); and

1860 m2 dedicated to a central mixed function “parade ground” forecourt to the Drill Hall. This mixed use area will consists of:

- a shared pedestrian/vehicle access laneway across the northern portion of the site (approx. 250 m2) providing the private driveway access to the Phase 2 component of the site (shared with a Water Street access point) and the public pedestrian access to the heritage precinct;
- A large central public open space area forming the core open space component of the site (approx. 985 m2) available for outdoor leisure and recreation activity;
- A private recreation area for residential use incorporate pool and surrounds (approx. 625 m2)

The remaining area of significant open space is a large private “courtyard” forming an elevated podium park that will be dedicated to local residence. The area of approximately 1600m2 will provide significant recreation opportunities and importantly an open space buffer to the taller buildings on the highly exposed corner of Brunswick and Water Street.

In addition to these core public and private open space and recreation areas, are wide open space linkages connecting the open space core to the external connectivity network allowing access and legibility into and through the site. The key linkages are an east/west “heritage walk” connecting Diggles Close and Brunswick Street to the heritage precinct and a north/south main linkage connecting Water Street to the internal space. This linkage will provide a unique landscape opportunity that incorporates a series of terrace areas linked by steps, landscape beds, ramps and elevators to navigate the elevation change across the site.

The open space component of the site offers both

	residents and the wider public access into a unique area for inner city recreation in an area that is generally devoid of such valuable recreation open space.
Heritage Conservation – <i>“To help create place identity and a distinctive character for the UDA, development should seek to protect, incorporate, re-use or re-intepret the heritage, character, cultural features and history of the UDA and surrounding area”</i> (Section 3.7, Page 13)	Through design workshops with the ULDA, various options were considered including retaining the Drill Hall in situ, relocated it within the site and relocating it off site. The preferred option that benefits not only the development project but also the wider community was retaining the Drill Hall in situ as the key heritage building on the site. The cultural significance for the site is focused on the Drill Hall with the two remaining listed buildings (the “Cottage” and “Orderly Room” maintaining a respectful relationship to the core building. The heritage cluster will be adaptively reused to provide a mix of public access recreation (Drill Hall Gymnasium) and a small commercial presence to activate the site (Drill Hall Cafe). The remaining buildings will be allocation to a yet to be determine community reuse that will add to the vibrancy of the heritage precinct.
Delivery of Community Infrastructure	The adaptation of the Drill Hall and associated buildings will provide community infrastructure to service residents and the wider community. The adaptation will transform the Drill Hall into a community recreation facility and become a substantial part of the residential community’s leisure facilities. Through the adaptive reuse of the heritage buildings along with the co-placement with open space and connectivity linkages, their relevance and appreciation to the local and broader residential community is significantly enhanced. The cultural significance is therefore recognised by adopting the proposed heritage cluster as demonstrated in the attached Heritage Impact Statement (Appendix F).
Infrastructure Delivery – Precinct 4, Precinct Outcomes states that: <i>“A new road is required connecting Diggles Close to Water Street”.</i> This is also written into the Infrastructure Plan for Bowen Hills.	Baxter Lane connection An extension of Baxter Lane is proposed along the eastern boundary of the site. Baxter Street will operate as a two-way connection from Diggles Close through to Waters Street without transecting the site. Two way access has been provided as private vehicular access point located at the southern end of the Street for cars to gain access to both the Phase 1 car parking pods. The Phase 2 car parking area will obtain access via a private driveway/shared space at the northern end of the Baxter Street/Diggles Close connection (in addition to an access/egress form Water Street). Baxter Street will offer kerb side parking and two through carriageways along with a full western side

verge for landscape and services.

Although the full extent of this road does not need to function as a road to service the other stages of development, the completion will benefit not only Stage 1 but will improve access and circulation for pedestrians and vehicles within the site as development occurs.

This outcome is considered a key part of the movement network and public realm for the Project and delivers on a key infrastructure outcome required by the Development Scheme in the location preferred by the Development Scheme

5.0 SUPPORTING INFORMATION

5.1 Urban Design Rationale

This Urban Design Report prepared by Deicke Richards (**Appendix D**) provides the urban design objectives and principles for the Project Waters development. In doing so, it documents the urban design rationale for a superior design outcome for the site.

The document describes the design process and issues about the site. It explains the urban design vision for the site and key urban design objectives. A context analysis shows the strategic position of the site within the broader Valley, Spring Hill and Herston areas as well as more detailed analysis of the site and immediate surrounds.

The street and lots layout locates the preferred connections on the site for cars, service vehicles, pedestrians and cyclists and how these networks define a number of development sites. Public Realm describes the public and semi-public plazas, streets and landscapes on the site and the desired design detail sought.

The built form demonstrates the proposed development heights in different locations. The character indicates the design principles sought to create individual distinctive buildings. A shadow analysis shows the extent of impacts on surrounding areas.

It is envisaged that this Urban Design Report will form part of the formal approval documents and therefore become a reference document throughout the life of the Project to establish the framework in integration of subsequent future Stages of the development. The urban design principles will inform the strategic direction and detailed design for future stages.

5.2 Access, Traffic & Parking

A Traffic Engineering Report has been prepared by TTM Group (**Appendix F**). This report investigates the transport aspects associated with the proposed development. The scope of the transport aspects investigated includes:

- Parking supply
- Parking layout
- Access configuration
- Internal road layout
- Access design and location

- Access to suitable level of public transport
- Service vehicle operation

It is noted that no traffic impact assessment has been conducted as part of this report. It is expected that a detailed assessment will be carried out using the ULDA Bowen Hills traffic model on lodging of this application.

5.2.1 Parking

The proposed parking supply rate is based on constraining the commuter traffic generated by the proposed development, which is consistent with Transport-Orientated-Development (TOD) principles. The UDA Development Criteria states:

“In support of TOD principles priority should be given to pedestrian, cycle and public transport modes, over private vehicle use”.

Furthermore, the proposed parking arrangement has been designed to conform to the Car parking UDA Development Criteria as stipulated in section 3.8 – *Transport, access, on-site parking and servicing*, which states:

“On-site car parking areas, loading bays and service areas are either integrated within or under buildings and sleeved by active frontages, or are located away from the public realm behind buildings”

“...Slope should be used to create basement of semi-basement parking areas”

As an **indicative measure**, the approximate total number of car parking spaces is calculated to be 679 spaces across the entire development (calculated for approximately 1038 apartment units) based on the following rate of provision:

- 40% of 1 bedroom units to receive a car park;
- 100% of 2 bedroom units to receive a car park;
- 1 visitor car park space per 20 units.

Parking has been provided as two separate “car parking pods,” one for each Phase of the development. It is intended to provide parking using both underground basement levels as well as above ground car parking levels. This is an important design feature of the project, as it takes into consideration the cross-fall of the site, which has allowed for semi-basement car parking levels as part of the overall development layout.

In addition to the car parking spaces, the development will emphasise alternative transport opportunities and provide bicycle parking and associated facilities at a rate of one space per unit and an additional one spaces per 400m² of GFA with an approximate total of 1038 spaces being provided.

As mentioned previously, the site enjoys a high level of connectivity to the public transport network, therefore it is considered appropriate in terms of travel demand management strategies to reduce the overall parking supply and encourage residents to use alternative modes of transport.

It is noted that the ULDA have consistently approved similar residential developments in Bowen Hills with a parking rate of less than one space per unit including three sites for the applicant.

As stated in the TTM Traffic Report (**Appendix K**) TTM consider the Brisbane City Council rate for CBD residential development appropriate for TOD sites such as Bowen Hills as adjusted for site specific circumstances associated with the particular affordable product being targets for this development.

The development plan does not provide any spaces for the retail or commercial components which satisfies the 'maximum' criteria specified by the development criteria.

5.2.2 Site Access

Vehicular access to the site will predominantly be provided off the Baxter Street upgrade. The uncontrolled T-intersection provides excellent visibility to the right on Water Street, as well as straight ahead up Baxter Street. There is no expectation that the intersection would require upgrading as a result of the proposed development, having effectively operated as a four-way intersection with the access as the fourth leg.

This existing 10.0m wide access will be narrowed to 7.5m, with scope for widening if/when the adjoining property to the east were to develop in the future. Access and egress points to both car parking pods (Phase 1 and Phase 2) are located at either end of the street. Vehicular access to the Phase 1 car parking pod is provided by a two-way access at the southern end of Baxter Street, located in between Stage 1 and Stage 3 of the development. The northern most access will also act as a shared zoned for pedestrian use, cutting across the site in front of the Drill Hall and providing access for vehicles to the Phase 2 car parking pod.

Additional vehicular access is provided off Water Street, as a "left in left out" arrangement to the Phase 2 car parking pod.

Ultimately, the existing access off Water Street will become a pedestrian thoroughfare and significant feature of the public realm on site. This pedestrian link through the site provides connectivity for pedestrians throughout the precinct, and clear pathway towards the public courtyard and recreational area to be themed around the heritage precinct.

5.2.3 Service Vehicle Arrangements

The service vehicle facility needs to accommodate the demands generated by the retail and residential components of the development. Brisbane City Council's 'TAPS Policy' provides a useful guide to determine the number of service vehicle bays required. The TAPS Policy allows for the different components of a mixed-use development to share these service bays. Details of proposed service vehicle arrangements are provided in section 7.1 of the Traffic Engineering Report at **Appendix F**.

5.2.4 Public Transport and Pedestrian Facilities

Fortitude Valley train station, is located approximately 550m to the south of the site, and provides access to all train lines going through the City Centre.

On-street bus stops are located on Brunswick Street adjacent to the site, and Gregory Terrace some 250m walk from the site. The Riverside Citycat stop is located approximately 1.5km to the south of the site.

Most of the streets in the area provide footpaths on both sides of the road, with the exception of Diggles Close which provides a footpath on the south side only. The signalised intersection of Brunswick Street, Bowen Bridge Road and Gregory Terrace provides pedestrian crossings on all approaches, while the signalised intersection of Brunswick Street and Waters Street provides crossings on only three of the four approaches.

No dedicated cycle lanes are provided in the immediate vicinity of the site, the nearest being provided on Gregory Terrace beginning some 300m west of the intersection with Brunswick Street. The nearest CityCycle station is 360m walk from the site at the intersection of Constance Street and St Pauls Terrace.

5.3 Stormwater Management

A Site Based Stormwater Management Plan (SBSMP) has been prepared by Robert Bird Group at **Appendix G**.

According to the SBSMP, the Brisbane City Council's FloodWise Property Report for the site indicates part of the subject site is located within an overland flow path which flows along Water Street. The BCC's flood flag map for Fortitude Valley shows the overland flow path occurs within Water Street.

According to the initial assessment of local flooding issues for Project Waters site prepared by Cardno dated 4 November 2011, the Project Waters site is located within the Water Street catchment which is a

highly urbanised catchment with an inadequate stormwater drainage system. The Cardno's assessment indicates that when significant overland flow occurs it will cause flooding to the properties fronting the street.

The finished floor levels and car park ramp entry levels of the development will be designed to be above the overland flow inundation in accordance with Council requirements. Further details will be provided at the operational works stage.

This Site Based Stormwater Management Plan demonstrates that under the proposed concept plan, stormwater runoff from the proposed mixed use development will be able to be treated to acceptable levels. The consideration of the proposed stormwater runoff and drainage demonstrates the viability of the proposed mixed use development, with regards to stormwater quantity and quality.

Further details of the proposed stormwater drainage system will be provided to Council in future applications (i.e. Operational Works submission), however this document demonstrates that sufficient treatment of stormwater runoff from the site is achievable under the current development proposal (refer to the Site Based Stormwater Management Plan as **Appendix G**).

5.4 Site Services

A Site Services Report has been prepared by Robert Bird Group at **Appendix H**. According to this Report, the site appears to be adequately serviced by public utilities.

Existing water and sewer reticulation mains are located immediately adjacent to the site. There is existing council piped stormwater infrastructure located immediately adjacent to the site.

The site has electrical and telecommunication services located adjacent to the site. Some upgrading of the services may be expected due to the increased density by the development proposal.

There are existing gas mains located adjacent to the site and future work for connections to the gas reticulation main would need to be undertaken in consultation with the asset owner.

As a result of the proposed increase in GFA of the site and the height of the buildings, some upgrading of the services may be required and this will be determined and addressed by the relevant service consultants at the detail design stage of the project.

6.0 PLANNING ASSESSMENT

This section assesses the application against the relevant provision of the Bowen Hills UDA Development Scheme.

6.1 Consistent Development with the UDA Land Use Plan

In accordance with the Development Scheme (Pg. 7), “permissible development” is consistent with the land use plan where:

- (i) *the development complies with the requirements about the carrying out of development for the UDA, or*
- (ii) *the development does not comply with the requirements about the carrying out of development for the UDA but:*
 - *the development does not conflict with the structure plan or otherwise compromise the vision for the UDA*
 - *there are sufficient grounds to approve the development despite the non compliance with the UDA development requirements.* [emphasis added]

RESPONSE:

The key areas of non-compliance are building height and density, however the proposed development is considered to achieve a superior design outcome to demonstrate sufficient grounds to approve the development concept despite the non-compliance.

The proposed development supports and compliments the vision of the Bowen Hills Urban Development Area as a prominent site within Precinct 4. The proposed development will support the transition between Bowen Hills as the northern gateway to the Centre of Brisbane and the high density node of the Fortitude Valley.

The development site is located in a landmark position within Bowen Hills UDA and the proposed design response will contribute to delivering the visions for the Precinct. In particular, the development will offer an affordable residential product including one and two bedroom units with a variety of designs, types and mixes to meeting the needs of a diverse community.

The development delivers high density housing within close proximity to public transport and major nodes in and around the local area. The site is located in an inner city urban context and the proposed development delivers a product that responds to the diverse community needs through the provision of affordable housing and sustainable, high quality urban design.

The Urban Land Development Authority (ULDA) was established to “...*help make housing more affordable and to deliver a range of housing options for the changing needs of the community.*” This is a key part of the Queensland Housing Affordability Strategy.

The key driver of this project is to deliver on the purpose of the ULDA, that is, to provide affordable housing for the changing needs of the community.

The development proposal integrates planning principles to support the vision of the UDA including:

- Retention of the heritage significant Drill Hall and associated buildings within an integrated heritage cluster as part of the public realm and connection to the historic character of the site;
- Creation of a number of key links to connection the site to the wider precinct to support a well connected place the live and/or work;
- Creation of an urban parkland core that provides inner urban recreation opportunities;
- Provides a new local hub and focal place for the residents and workers on the site and surrounding areas;
- Offering of an affordable housing product to the market targeting 30% affordable residential units across the project in terms of generic unit size (at or below 60m²) and in terms of rent and purchase (at or below the ULDA purchase measure of \$385,000). This is far in excess of the ULDA's minimum requirement for affordable housing (5%).
- A range of housing product including 1 and 2 bedroom units (including an ‘accessible housing’ option of 10%) with access to private balconies, communal open space and recreational facilities; and
- Quality urban design objectives and principles delivered through a superior design outcome;
- Economically responsive design that is adaptable to community needs and market forces;

Sufficient justification for the proposed non-compliance with the UDA development requirements is demonstrated by the achievement of a superior design outcome for the overall development concept. In addition, the proposed development is considered generally compliant with the UDA-wide Development Criteria and Precinct 4 requirements to support the achievement of the *Vision* for the Bowen Hills UDA. A detailed assessment of the relevant Development Requirements are detailed section 7.0 and 8.0 of this Report.

7.0 UDA WIDE CRITERIA

7.1 Affordable Housing

UDA-WIDE CRITERIA	COMPLIANCE RESPONSE
7.1.1 Housing Diversity	
<i>All residential development (including residential components of a mixed use development) must deliver housing choice to suit a variety of households including: families, singles, couples, work-at-home occupiers, students, retirees, group accommodation households and people with special needs by offering universal design and a variety in size, configuration, cost, adaptability, location and tenure.</i>	The proposed residential development delivers a product that provides affordable living options close to Brisbane's key employment nodes and public transport facilities. The development proposes a mix of both 1 and 2 bedroom units The proposed development will offer a variety of unit types and sizes which are heavily controlled in direct response to the affordability targets as set out in the Development Scheme. The proposed development has achieved a product that not only remains affordable but provides diversity and a mix of housing options (including units with and without car park) to meet the needs of a changing community. The residential product proposed responds to the market demand for affordable living options, close to the city and within walking distance to public transport. In terms of accessible housing, 10% of all dwellings in the project will be designed for accessible housing.
<i>Except as set out in section 3.5, all residential and mixed use developments must have a minimum of 5% of the gross floor area of all residential dwellings as affordable to rent by households on the median household income for the Brisbane City Council local government area (the affordable housing component).</i> <i>Where an applicant cannot demonstrate that this requirement will be achieved by the proposed development:</i> ▪ <i>the applicant will need to enter into a development agreement with the ULDA by which the applicant agrees to pay to the ULDA an equivalent monetary contribution prior to the development approval for building work being given</i> ▪ <i>if a subsidy is proposed by the applicant to achieve the affordability criteria – the subsidy must be protected by a legal arrangement to the ULDA's</i>	The proposed development seeks to implement mechanisms to maximise affordable housing outcomes for the project and the wider UDA area. The proposed development will target 30% residential unit product that is affordable in terms of generic unit size (at or below 60m²) and in terms of rent and purchase (at or below the ULDA purchase measure of \$385,000) and in terms of lifestyle needs. This is far in excess of the ULDA's minimum requirement for affordable housing (5%). The development will provide affordability in terms of lifestyle; providing access to employment, recreation, and leisure opportunities; creating a vibrant public realm, embodying sustainability and high quality urban design and encouraging the use of public transport. The proposed development complies with this outcome.

satisfaction.

This residential development is to be accessible, appropriate and designed in accordance with universal and sustainable design principles¹ to meet the changing needs of people and households over time.

The affordable housing component of a development must be distributed throughout the development and:

- (i) be finished to a suitable standard with all reasonable fixtures, services and appliances***
- (ii) achieve high quality design outcomes to avoid identifying them or setting them apart in the community.***

In terms of accessible housing, unit types have been designed to accommodate universal design principles. A minimum 10% of all dwellings in the project will be designed for accessible housing.

In addition to providing affordability in terms of unit size, rental and purchase price, the development will provide affordability in terms of lifestyle; providing access to employment, recreation and leisure opportunities; creating a vibrant public realm, embodying sustainability and high quality urban design and encouraging the use of public transport.

All units whether affordable or not, will be designed to a suitable standard to achieve high quality design outcomes for residents.

7.1.2 Mechanisms to Retain Affordability

The ULDA is seeking to maximise affordable housing outcomes in the UDAs over the long term.

Affordable housing product delivered using some level of subsidy will require mechanisms to ensure:

- affordable purchase product is not resold providing a windfall gain to the purchaser***
- affordable rental product remains affordable to the target group for a significant period of time.***

There are a number of ways of achieving this outcome.

- Where the affordable housing provider has been approved for the National Rental Affordability Scheme (NRAS) they will be required to retain affordability for ten years under Australian Government's program requirements.***
- Formal management agreements can be made with either the Department of Communities or a registered community housing organisation.***
- Establishment of a shared equity arrangement with an approved***

The proposed development seeks to implement mechanisms to maximise affordable housing outcomes for the project and the wider UDA area.

The National Rental Affordability Scheme (NRAS) is a long term commitment by the Australian and State Governments to address the shortage of affordable rental housing in regions of high growth, low affordability and limited existing affordable housing.

NRAS allocations focus on high-quality new development typically featuring:

- Close proximity to transport, schools, employment, medical services;
- Broad dwelling mix;
- Low maintenance costs post completion;
- Environmentally sustainable design;
- A proportion of dwellings suitable for people with physical or mental disabilities.

Given the synchronicity between the NRAS objectives and the ULDA's objectives and requirements for the Bowen Hills UDA, the Project Waters proposal is the right match for both the Bowen Hills UDA and the NRAS scheme.

Accordingly, the NRAS application for the Project is currently being prepared. If approved, this will ensure a substantial number of apartments in the Project will be rented at 20% below market rent to median-level income earners for 10 years post building

¹ Refer to "Smart and Sustainable Homes Design Objectives", Department of Public Works (2008). Booklet available from www.build.qld.gov.au/smart_housing/pdf/design_objectives_08

equity partner.

- **Limiting the trading of a dwelling to a particular target and income group through a title covenant. This means that affordable owner occupied units are only on-sold to other eligible buyers, with transfer of ownership occurring through a controlled process which excludes wills, private sales or bequests.**
- **Placing a covenant and management plan on the title of a property which ensures it is rented at affordable levels of rent to an identified target group for 15 years or more and managed by a registered Not For Profit community housing organisation.**

The preferred mechanism will be determined on a project by project basis between the ULDA and the development proponent at the time of development approval and will be set out in the development agreement.

completion.

As the density of commercial and residential development in Bowen Hills increases, and the workforce in and around Bowen Hills and the Fortitude Valley increases, the Project Waters NRAS allocation will have a significant effect on ensuring key workers (such as teachers, nurses, ambulance officers, police and fire-fighters), and other median-level income earners, have access to affordable housing close to their place of work.

This in turn will help ensure the ongoing vitality and sustainability of the Bowen Hills area.

7.2 Urban Design and Sustainability

UDA-WIDE CRITERIA	COMPLIANCE RESPONSE
7.2.1 Place-making	
Development is to contribute to a sense of place by: ▪ promoting place identity and distinctive character ▪ individually and collectively creating an attractive and appealing place for residents, workers and visitors ▪ contributing to permeability of the site and the surrounding area ▪ contributing to the legibility of the UDA ▪ contributing to a public realm that is inclusive, accessible and safe ▪ creating a positive relationship between public and private realms, in particular at street and first floor levels ▪ contributing to a wide range and rich variety of activities and uses	The proposed development acknowledges and responds to the unique attributes established by the Bowen Hills Heart Precinct. The design encourages a positive relationship between public and private realms and has consideration for the future development potential of surrounding and neighbouring sites within the Precinct and the adjoining Fortitude Valley Neighbourhood Plan area. In choosing this precinct as a place to live, the residents will be strongly connected to the local environment. The solution will make an unequivocal connection to the qualities of the local precinct and amplify them to create a sense of place and belonging that is appropriate in its context. The site is configured with streets, lanes and walkways that allow movement for cars, service vehicles, pedestrians and cyclists. The streets and public spaces define a number of development sites suitable for high density mixed-use development. The design utilises the road network, future transit nodes and pedestrian corridors in conjunction with building mass as a catalyst for the creation of good public places. Access and servicing to the site has

- ***providing opportunities for formal and informal gathering and interaction***
- ***connecting with the surrounding areas***
- ***encouraging pedestrian and cycle use***
- ***facilitating public transport access and use***
- ***helping to build and support a local economy***
- ***helping attract and retain a diverse population.***

retained street quality and enhanced the level of visual amenity.

The primary design strategy for movement on the site is to create a new pedestrian promenade connecting throughout the site and focusing around the Drill Hall. The promenade commences approximately half way along the Water Street alignment and runs north towards the Drill Hall. At the northern end of the site, a pedestrian T-intersection is created with access to both the Brunswick Street and Baxter Street alignments. The access towards Baxter Street near the Drill Hall is conceived as a shared zone, with vehicular access to the Phase 2 car parking pod also available in this location.

An additional pedestrian route is proposed, an east-west walkway from Brunswick Street to the new heritage precinct and public courtyard area. This walkway will be open to the air, but could also be built over in part by buildings, especially where the urban edge to the Brunswick Street and the new pedestrian thoroughfare (from Water Street to the Drill Hall) is reinforced. Its final position is variable based upon future detailed planning of this precinct.

The proposed development will attract a diverse population due to its range of housing product (1 and 2 bedroom units) that provides a large portion of affordable housing as well as associated recreation and communal open space facilities associated with the Drill Hall.

The principle of *Place making* has been a key objective of the design response for the overall concept. It is a fundamental principle to the creation of the identity and character of the Precinct. This outcome has successfully been achieved.

7.2.2 Heritage, Character and Culture

The removal or demolition of any building or structure forming part of a heritage place as identified on Map 4, will be considered only in those circumstances where the retention of the building or structure would prejudice the delivery of the identified precinct outcome.

In those circumstances where approval is given to remove or demolish an identified heritage building or structure, the heritage building or structure, its context and its heritage significance is to be appropriately documented prior to its removal or demolition and submitted to the ULDA.

Development on, or adjoining, a heritage place as identified on Map 4 must respect the heritage values of the site by sensitively managing the interface between development opportunities and

In response to these provisions, the following statements are made.

The proposed redevelopment of the former Water Street Army Depot has been conceived and prepared with regard to the cultural heritage significance of the site.

Five of the buildings within the site are considered to be unsuitable for being retained if relocated elsewhere within the site as this would effectively quarantine the site from any development in accordance with the Development Scheme of the Bowen Hills UDA.

Those buildings within the site that have been identified for demolition have been selected in order to deliver the identified precinct outcomes and create sufficient areas for possible redevelopment. The retention of these buildings would, it is considered, prejudice the delivery of these identified outcomes.

In any event the retention of all buildings on the site is not warranted given the assessment of cultural

the heritage place.

To help create place identity and a distinctive character for the UDA, development should seek to protect, incorporate, reuse or re-interpret the heritage, character, cultural features and history of the UDA and surrounding area.

heritage significance of the site that has been made, or to realise the conservation objectives of the site overall.

The drill hall has been assessed as being the major building of cultural significance at the site. Other buildings at the site, including the nineteenth century caretaker's cottage and the various storage and ward buildings, were supporting facilities to the drill hall's operation. Apart from the caretaker's cottage, the other buildings are much later or have been altered substantially.

As part of the proposed redevelopment of the site, the drill hall will be retained and adapted for use as a recreational and community facility for the enjoyment of the general public. It will remain in this current location and not be relocated within the site. This new use is a modern reworking of the original function of the building as a site of training and physical activity. This will consolidate the identity and character of this part of the Bowen Hills UDA, by protecting and incorporating the building into the wider development of this site. This conservation action will respect and make viable the heritage, character, cultural features and history of the Bowen Hills UDA and the surrounding area.

The demolition and retention of heritage significant buildings on the site is addressed as part of the application for Stage 1 of the development.

7.2.3 Private Open Space

Common private open space must be provided in all residential developments and:

provide for a mixture of outdoor uses and activities be positioned for good solar orientation be landscaped appropriately for a subtropical environment minimise water use respect privacy of users and residents, including those on neighbouring properties.

The existing Heritage Drill Hall is proposed to be adapted for use as a community and recreational facility.

This will provide residents and visitor common private open space with a range of community facilities on offer.

Ultimately, the podium space for Stages 1, 2, 3 and 4 will provide a common green sanctuary for residents.

7.2.4 Accessibility, permeability and movement

In support of TOD principles, priority should be given to pedestrian, cycle and public transport modes, over private vehicle use.

This priority applies both to movement within the UDA and to the UDA.

Map 6 details the public realm and movement networks proposed within the UDA and how they are intended to connect with the public realm and movement networks outside the UDA.

Development within the UDA must contribute to a network of pedestrian and

The subject site enjoys a high level of connectivity to the public transport network.

It has been demonstrated that the proposed development accords with Translink's requirements whereby public transport can be accessed within a 5 minute (400m) walk of the site.

It is proposed that the cross-block access from Baxter Street to the Phase 2 car parking pod be designed as a space shared by pedestrians and vehicles. Through the use of contrasting paving materials, planting, street furniture and outdoor seating an environment will be achieved where drivers understand intuitively to maintain low speeds

cycle-safe roads and highly interconnected, attractive and efficient bikeways that give a choice of routes connecting major activity nodes with each other and also linking them to residential areas.

Development is to give high priority to connectivity, directness of route and facilities by:

- ***providing access to existing and proposed pedestrian and cycle networks***
- ***prioritising pedestrian and cycle movements over vehicle movements***

and be aware that other people will be using the space.

Fortitude Valley train station, is located approximately 550m to the south of the site, and provides access to all train lines going through the central city.

On-street bus stops are located on Brunswick Street adjacent to the site, and Gregory Terrace some 250m walk from the site.

The signalised intersection of Brunswick Street, Bowen Bridge Road and Gregory Terrace provides pedestrian crossings on all approaches, while the signalised intersection of Brunswick Street and Waters Street provides crossings on only three of the four approaches.

No dedicated cycle lanes are provided in the immediate vicinity of the site, the nearest being provided on Gregory Terrace beginning some 300m west of the intersection with Brunswick Street. The nearest CityCycle station is 360m walk from the site at the intersection of Constance Street and St Pauls Terrace.

7.3 Transport, Access, On-site Parking and Servicing

UDA-WIDE CRITERIA	COMPLIANCE RESPONSE
7.3.1 Transport Corridors	
<i>Development does not unreasonably constrain future provision of public transport infrastructure (including rail, light rail, road, busway and cycle infrastructure) and does not adversely impact on the function or operation of existing or future public transport corridors including rail, light rail or busway corridors.²</i>	The impact of the wider Project Waters development has not been assessed in this report. It is expected that this is assessed in future using ULDA's Bowen Hills traffic model. Refer to the Traffic Report by TTM at Appendix F.
7.3.2 Car parking	
<i>On-site car parking areas, loading bays and service areas are either integrated within or under buildings and sleeved by active frontages, or are located away from the public realm behind buildings.</i> <i>The use of large blank screens to mask loading areas is not appropriate.</i> <i>Slope should be used to create basement</i>	As an <i>indicative measure</i>, the approximate total number of car parking spaces is currently calculated to be 679 car parking spaces across the entire site (calculated for approximately 1038 apartment units). These calculations take into consideration the Brisbane City Council rate for CBD residential development appropriate for TOD sites such as Bowen Hills and adjust the parking ratio to account for the particular circumstances associated with the affordable target market of the development (as

² As the planning for the future provision of infrastructure is ongoing, the ULDA may obtain advice from any public sector entity responsible for the planning for or provision of the infrastructure as to whether the proposed development is likely to constrain the provision of future public transport infrastructure or adversely impact on the function or operation of any existing or proposed public transport corridors. The ULDA may have regard to any such advice in deciding the development application.

or semi-basement parking areas.

Vehicle service areas, cross-overs and car parking must not detract from the character of active edges and the public realm.

Development is required to provide on-site car parking in accordance with the rates set out in the precinct development criteria or sub-precinct development principles.

Where a request is made to provide onsite car parking at a rate exceeding that prescribed for the precinct, the request must be accompanied by a strategy to maximise use of pedestrian, cycle and public transport opportunities over private vehicle use.

Where possible, underground car parking areas are to be naturally ventilated. Ventilation grills and structures should be integrated into the building design, located away from the primary street facade and oriented away from windows of habitable rooms and private open space.

stated in the TTM Traffic Report (**Appendix K**).

All parking provided is intended for the residential component, with no parking allocation for the retail component.

The proposed parking supply is based on constraining the commuter traffic generated by the subject site and is consistent with TOD principles.

The proposal provides a servicing area on the side of the access to the building. This is large enough to accommodate vehicles as large as a MRV. The service vehicle facilities are considered to be sufficient to service the demands for both the retail and the residential components of the development.

The development provides 1290 bicycle spaces both resident (1038 spaces) and visitor (252 spaces). This is based on the rates of 1 space / unit for residents and 1 space per 400m² for visitors

Parking areas are to be provided as two separate "car parking pods," one for each Phase of the development. It is intended to use both underground basement levels (including semi-basement levels) as well as above ground car parking levels. We request that the ULDA include a condition of approval for the preliminary approval that **supports above ground car parking**. Allowing this flexibility across basement and above-ground parking is an important design feature of the project, as it takes into consideration the cross-fall of the site and supports an affordable product delivery.

Further details of car parking, service vehicle arrangements and access is providing in the Traffic Report by TTM at **Appendix F**.

7.3.3 Circulation

Development is to support increased accessibility, permeability and movement for pedestrians and cyclists and appropriate movement by vehicles, including emergency vehicles.

Pedestrian and cycle way paths³ and high quality cycling facilities are to be incorporated in all new roads within sub-precincts.

Development is to be designed to include safe and highly visible connections to pedestrian and cycle networks through building and landscape design elements and treatments.

Ultimately, the existing access off Water Street will become a pedestrian thoroughfare and significant feature of the public realm on site. This pedestrian link through the site provides connectivity for pedestrians throughout the precinct, and clear pathway towards the public courtyard and recreational area to be themed around the heritage precinct.

The site is well located in terms of providing a high level of accessibility to public transport, with the Fortitude Valley train station within easy walking distance of the site. This reinforces the proposal to constrain resident car parking and encourage residents to use public transport.

The subject site enjoys a high level of connectivity to the public transport network.

It has been demonstrated that the proposed development accords with Translink's requirements whereby public transport can be accessed within a 5

³ See for example Austroads - Guide to Traffic Engineering Practice Standards for Pedestrian and Cycle Pathways.

minute (400m) walk of the site.

Bicycle facilities are provided in accordance with the ULDA requirement for one space per unit.

7.4 Environment

UDA-WIDE CRITERIA	COMPLIANCE RESPONSE
7.4.1 Acid Sulfate Soils (ASS)	
<i>The following site works will trigger an ASS investigation:</i> ▪ <i>development areas below 5m Australian Height Datum (AHD) involving the disturbance of greater than 100m³ of soil</i> ▪ <i>development areas below 5m AHD requiring the placement of greater than or equal to 500m³ of fill material in layer of greater than or equal to 0.5m in average depth</i> ▪ <i>development areas between 5m AHD and 20m AHD requiring the disturbance of greater than or equal to 100m³ of soil below 5m AHD.</i> <i>Acid sulfate soils will be treated in accordance with current best practice in Queensland.</i>	According to the Brisbane City Council's eBimap information system, the site is not in an acid sulphate soil (ASS) area. Acid Sulfate Soils (ASS's) are usually found below RL 5.0m AHD. The site is well above RL 5m AHD, therefore ASS's are unlikely to be encountered. In the event that future testing for ASS's indicates that ASS's do exist on the site, a suitable Acid Sulphate Soils Management Plan will be developed by an appropriately qualified consultant and implemented to minimise any potential impacts due to the disturbance of ASS's. Refer to the Site Based Stormwater Management Plan prepared by Robert Bird Group at Appendix G. Based on this information, ASS is unlikely to be an issue for the development.
7.4.2 Water Management	
<i>Development is to demonstrate, to the greatest extent possible, current best practice Water Sensitive Urban Design (WSUD) and Integrated Water Cycle Management (IWCM) principles for Australia.</i>	A Water Demand Management Plan is to be prepared with the relevant Stages of the proposed development. It is expected that the Plan will demonstrate that Project Waters will provide an ecologically sustainable design for the development. The design will aim to use Best Practise stormwater management by treating stormwater runoff to maintain healthy waterways.

8.0 PRECINCT 4: WATER STREET PRECINCT

The site is within Precinct 4: Water Street Precinct which allows for a maximum plot ratio of 4.0 and a maximum building height of 8 storeys (with potential up to 12 storeys for landmark buildings).

This section provides an assessment of the development against the Precinct 4 requirements.

8.1 Precinct Intent

The *Intent* of Precinct 4: Bowen Hills is -

The Water Street Precinct is intended to provide medium intensity, mixed use development with retail and restaurants at ground level and offices and residential above.

This precinct shares a significant interface with the RNA Showgrounds and may integrate with some of the RNA's redevelopment aspirations.

This precinct contains the Tivoli which is recognised as an important entertainment venue. New development within this precinct must balance the needs of the Tivoli as an entertainment and live music venue with the needs of new residents and other commercial operators.

RESPONSE:

Ultimately, the Project Waters development envisages a new mixed use precinct including a range of residential apartments (minimum of 1030 units and maximum of 1080 units) with retail (minimum of 500m² and maximum of 1000m²) and commercial uses to be delivered to the market across 7 stages.

Whilst there is a departure from the Development Scheme requirements in terms of height and density, this has eventuated from extensive detailed planning and design of the precinct to achieve the best affordability outcome for the site and maximise the development potential in the precinct.

The urban design strategy has been formulated into the Urban Design Report prepared by Deicke Richards (**Appendix D**) that provides the urban design objectives and principles for the Project Waters development. In doing so, it documents the urban design rationale for a superior design outcome for the site.

It is acknowledged that in the short-term, the proposed scale of the Project Waters development will have a strong presence at a local scale, however in the context of the ultimate urban density and heights envisaged by Bowen Hills, the RNA development and the Fortitude Valley, the impacts of the proposed taller buildings are not significant at a broader scale as demonstrated in the View Analysis.

The intensity of the development will be a higher density precinct with a wide range of building heights as recommended by the Urban Design Report (**Appendix D**). In general terms, the proposed building heights across the concept plan are lower towards the neighbours and boundaries and higher towards the centre of the site.

The proposed uses are consistent with the Mixed Use Zone providing a residential tower, commercial/retail uses at ground level, and recreational uses associated with the Drill Hall.

The Project Waters development will fit well within with ultimate urban form and density of the RNA development and the Fortitude Valley contributing to the emerging high density nodes of inner city Brisbane.

8.2 Precinct Outcomes

The precinct outcomes are as follows:

- *A new road is required connecting Diggles Close to Water Street.*

Response:

The revised design for the site offers to extend Baxter Street to provide suitable two-way access crossovers to both phases of the development, while improving the streetscape of the existing Lane and access opportunities for neighbouring properties.

The extension to Baxter Lane will align with Stage 1 of the development works where the adjoining Lot 2 (BCC owned) will be converted to become new road.

Upon completion, the Baxter Street extension will provide private access for tenants, while promoting Baxter Street along the eastern boundary of the site to act as a main thoroughfare for ingress and egress for the site and the local community.

- *On secondary active frontages, buildings must be built to their front alignments to define streets and public places. Facades on these frontages are to contain well-detailed and articulated access points and awnings are to be located at key entry points.*
- *On tertiary frontages, buildings must address the street and public realm but may accommodate a wider variety of setbacks for courtyards, deep planting areas and balconies.*

Response:

Development within Project Waters defines and activates a network of streets and public spaces. Both primary and secondary frontages are proposed on development edges as part of the design response.

At their front alignments, and in key locations across the site, the design will present retail uses and public spaces to clearly define access points. This is prevalent at the interface between buildings in Stages 2 and 5, where the proposed pedestrian linkage from Water Street provides a major access link to and from the site.

All other frontages within the site and along Brunswick Street are Secondary active frontages. Secondary Activity Frontages are defined in the Urban Design Report (**Appendix D**).

These frontages will incorporate residential uses, no more than 1.5m above street level taking into account slope where dwellings directly overlook the street or walkway. Individual entrances to each dwelling will be provided. Awnings will be provided only above key entries to ground floor uses and apartment buildings.

- *Car parking must be delivered within the building footprint and setback from street alignments.*

Response:

Complies. All car parking is intended to be delivered within the building footprint, using a combination of above and below ground configurations.

- *Development around the Tivoli must be located and designed to deliver and maintain reasonable levels of amenity. In particular, new residential development must incorporate high levels of noise insulation to reduce the transmission of low frequency bass noise into bedrooms.*

Response:

It is expected that each Stage of development can comply, using an Environmental Noise Impact Assessment Report to suitably justify the mitigation strategies for construction and ongoing maintenance of a high level of noise attenuation.

8.3 Preferred Land Uses

The following uses are “Preferred Land Uses” within Precinct 1:

- child care centre
- community facility
- educational establishment
- food premises - where located at ground level and not exceeding 250m² of GFA per tenancy
- home based business
- indoor sport, recreation and entertainment
- market
- medical centre

-
- multiple residential
 - office
 - other residential
 - service industry - not exceeding 250m2 of GFA per tenancy
 - shop - where located at ground level and not exceeding 250m2 of GFA per tenancy
 - visitor accommodation.

The development proposal comprises a range of Residential Towers with ground floor Retail and mixed use “Soho Units” that will provide Commercial/Residential uses. The existing Heritage Listed Drill Hall will be converted (at a future stage) into a recreational facility for community use.

These uses are consistent with the preferred uses in the Precinct.

8.4 Level of Assessment Table

The proposed development is Permissible Development under the Bowen Hills UDA Precinct 4 – Level of Assessment Table.

An assessment against the specific development requirements is provided hereunder.

8.5 Development Requirements

DEVELOPMENT INTENSITY AND BUILT FORM REQUIREMENTS:			RESPONSE
Maximum plot ratio:	4.0		The ultimate plot ratio is estimated at approximately 4.6. Although the plot ratio for the entire development is in excess of the maximum plot ratio for the precinct, it is relevant to consider the project outcomes, which provide a large area of the site (almost 50% of the site) as public space/community uses (including the re-use of the Drill Hall) and an affordable housing product which utilises various design techniques in aid of delivering a cost-efficient product for the current market.
Maximum building height:	8 storeys (with potential for up to 12 storey landmark buildings)		Section 4.1 and 4.2 of this Report addresses urban design strategy and principles that informed the density and built form of the Project Waters development and how it achieves a superior design outcome. The overall height of the project responds to the density appropriate to the site and is ameliorated by the lightness of the upper storeys as well as the use of a lighter structure. These design decisions are predominantly made in response to the affordability target for the site. As demonstrated in the Urban Design Report by Deicke Richards (Appendix D), the proposed building heights respond to the emerging urban density and heights envisaged by Bowen Hills, the RNA development and the Fortitude Valley.
Frontage setbacks:	Ground level	0-3 metres with continuous awnings to the front of non-residential buildings	Pending future design resolution for the various stages of development, it is expected that each building on the site will present to its main street frontage at a suitable setback to remain in keeping with the built form requirements of Precinct 4. For example, Stages 1 and 2 are expected to retain a 3 metre setback along the Water Street alignment, with Retail/Soho uses at the ground plane maintaining a consistent form along the Water Street and Baxter Street property boundary.
	Levels 2-6	0-3 metres	
	Above level 6	0-6 metres	
Minimum side	up to level 4	0 metres	Again, the boundary setbacks are not resolved at this point of the overall

boundary Setbacks:	Levels 5 & 6	3 metres	project design, but are intended to be respectful of the development scheme requirements and will be resolved on a stage-by-stage basis.
	Level 7 and above	6 metres	
Minimum rear Boundary setbacks:	up to level 4	6 metres	As above.
	Levels 5 & 6	9 metres	
	Level 7 and above	9 metres (18 metres to adjacent towers)	
Car Parking:	For residential	On average – 1 space per dwelling (including visitor parking)	As an <i>indicative measure</i> , the approximate total number of car parking spaces is calculated to be 679 spaces across the entire development (calculated for approximately 1038 apartment units) based on the following rate of provision: • 40% of 1 bedroom units to receive a car park; • 100% of 2 bedroom units to receive a car park; • 1 visitor car park space per 20 units.
	For office	A maximum of 1 space per 100m ² of GFA	
	For other business and retail uses	A maximum of 1 space per 50m ² of GFA	<i>This figure is subject to change pending the staged development process and associated design changes which may occur over the life of the project.</i> While this figure demonstrates a non-compliance with the residential provision of parking as indicated in the Precinct 4 development requirements, the supply is based on constraining the commuter traffic generated by the proposed development, which is consistent with Transport-Orientated-Development (TOD) principles. The UDA Development Criteria states: <i>“In support of TOD principles priority should be given to pedestrian, cycle and public transport modes, over private vehicle use”.</i> As mentioned previously, the site enjoys a high level of connectivity to the public transport network, therefore it is considered appropriate in terms of travel demand management strategies to reduce the overall parking supply and encourage residents to use alternative modes of transport.
	For all other uses	As per the planning scheme for the local government for the area	

The proposed parking supply is therefore considered acceptable on the basis of travel demand management principles required to encourage residents to use public transport or walk/cycle as opposed to travelling by private vehicle.

It is noted that the ULDA have consistently approved similar residential developments in Bowen Hills with a parking rate of less than one space per unit including three sites for the applicant.

The development plan does not provide any spaces for the retail or commercial components which satisfies the 'maximum' criteria specified by the development criteria.

9.0 APPROVAL DOCUMENTS

This Preliminary Approval application is made s70 of the Urban Land Development Act 2007:

*(1) A **UDA preliminary approval** is a UDA development approval that—*

- (a) approves development, but does not authorise UDA assessable development to take place;*
- and*
- (b) approves development—*
 - (i) to the extent stated in the approval; and*
 - (ii) subject to the conditions of the approval.*

It is recognised that the Preliminary Approval (PA) process assists in the staging of development approvals with the purpose being that formal endorsement and approval of the development land uses, concept design and functionality is achieved at the PA stage with final detailed design being undertaken at the Development Permit stage (being consistent with the PA).

We therefore request that the following documents/plans form part of the list of approved documents as a part of this application:

- **Urban Design Report (Appendix D)**
- **Preliminary Approval Development Schedule (Appendix I)**
- **Preliminary Approval Plans (Appendix J)**

All other documents/plans which accompany this application are provided as relevant supporting material for the overall development concept for the site. It is envisaged that they provide sufficient information for the ULDA to approve the proposal.

The final conditions of approval will endorse these documents as approved and condition that subsequent development be undertaken in accordance with the Preliminary Approval plans and documents. Importantly the Preliminary Approval does not authorise development to proceed – that requires a subsequent, more detailed Development Permit application and approval.

In conjunction with this preliminary approval, applications for a MCU Development Permit for Stages 1 and 2 are to be lodged which are consistent with the Preliminary Approval and which, when approved, will authorise the development to proceed.

10.0 CONCLUSION

This report has been prepared on behalf of Metro Property Development Pty Ltd in support of a UDA assessable development – permissible development under the Bowen Hills Urban Development Area Development Scheme, Precinct 4 – Water Street Precinct, and in accordance with the *Urban Land Development Authority Act 2007*.

The application is for a Preliminary Approval, to include a –

- Material Change of Use for Multiple Residential (minimum of 1030 units to a maximum of 1080 units), Mixed Use Residential/ Commercial and Retail (minimum 500m² to a maximum of 1000m²) and Indoor Sport and Recreation; and
- Building Work (demolition) of a Heritage Place.

over land at 332-342 Water Street and 62-68 Brunswick Street, Fortitude Valley.

The Project will provide a benchmark for future development, not only in Bowen Hills but for the wider inner city area. Through the series of detailed design workshops with experts in the field of urban design, architecture, and planning we have been able to establish an urban design framework that recognising the development potential of the site as one of the largest single land holdings in the Bowen Hills area other than the RNA.

As the first step in securing the development outcomes for the site, the preliminary approval demonstrates the development opportunities for creating a place for people to live, work and recreate that creates a sense of place and respects the history of the Project Waters site.

The Project has demonstrated superior design outcomes which are highlighted through the Urban Design Report for the whole of site, as well as the future staged development proposals. This has been demonstrated through various outcomes, specifically affordable housing, heritage conservation, community infrastructure and urban design to support the *Vision* for the Bowen Hills UDA.

For this reason, the development application is recommended for approval by the ULDA.