

IMPLEMENTATION GUIDELINE NO. 26

In accordance with Council resolution on 29 May 2025, this implementation guideline ceases to have effect from 1 July 2025



Adaptive Reuse of Character Places, Identified Places of Interest and Pre-1946 Buildings Located in Character Zones

Date of Resolution

These guidelines were originally adopted by Council on 19 June 2012 and took effect from the 25 June 2012, in accordance with section 2.3(2) of the Planning Scheme. The guidelines were amended by Council on 2 December 2014 and the amendments took effect on 8 December 2014.

Purpose of the Guideline

Please Note: For the purposes of this guideline, the term 'character place' includes character places listed in Schedule 2, identified places of interest listed in Schedule 3, and pre-1946 buildings located in Character Zones.

The purpose of this guideline is to support the restoration and conservation of Ipswich's historic places by clarifying Council's planning intent for the reuse, restoration and reconstruction of character places.

This guideline is intended to promote development that focuses on the retention, conservation and enhancement of heritage and character values through suitable site planning and car parking solutions and development planning application fees and infrastructure contributions relief. The guideline also provides clarification on the range of suitable reuse options for character places based on the applicable zone.

Council's Implementation Guidelines are intended to apply a standard approach to the interpretation and implementation of the relevant aspects of the Planning Scheme. They offer a degree of certainty and formality to applicants, Council and the community. This guideline does not change the level of assessment outlined in the relevant zone or code provisions.

Where an applicant is proposing a variation to the guideline the onus is on the applicant to demonstrate the facts and circumstances to support the variation.

1. Adaptive Reuse Provisions

The adaptive reuse of character places is supported where the use is compatible with the retention of the heritage and character significance of the character place and where the adaptive reuse maintains a scale, intensity and appearance consistent with the amenity and character of the locality.

Adaptive reuse concessions for development planning application fees, infrastructure contributions and car parking may also be considered where the above outcomes are achieved as further outlined in this guideline.

2. Council Development Planning Application Fees and Infrastructure Contributions Relief

Table 1 – Development Planning Application Fees and Infrastructure Contributions Relief identifies the amount of relief applicable for proposals that involve the adaptive reuse of existing character places where they provide for the restoration and maintenance of the character place, and offer a high degree of public access and visibility.

Please Note: Water supply and sewerage applications are administered and infrastructure contributions are levied by Queensland Urban Utilities. This implementation guideline does not change any applicable water supply and sewerage application fees or infrastructure charges and therefore does not offer any discount for these infrastructure networks.

The adaptive reuse may be a residential or non residential use, or both. However, as Public Parks and Local Community Facilities Infrastructure Contributions are not required for non residential development, contribution relief for Public Parks and Local Community Facilities is applicable to residential uses only.

Level of Community Access	Amount of Relief (%)			
	Applicable to residential uses only		Roadworks Contributions	Development Planning Application Fees
	Parks Contributions	Community Facilities Contributions		
Open Community Access, refer (1) below	75	75	75	75
Limited Community Access, refer (2) below	50	50	50	50
No Community Access, but High Public Visibility, refer (3) below	25	25	25	25

Table 1 – Development Planning Application Fees and Infrastructure Contributions Relief



This relief does not apply to new buildings or extensions to character buildings. The relief applies only to the existing floor space (or use area) of existing character places. The application of the relief is also reliant on the adaptive reuse conserving and restoring the external (pre 1946 buildings and surrounds) and internal fabric (where applicable) of the character place.

Reference should also be made to the Character Code, particularly Part 12, Division 10 Clause 31 - Adaptive Reuse of Character Buildings, Character Places and Identified Places of Interest in the Planning Scheme for further information on requirements relating to the reuse and conservation of character places

(1) Open Community Access

Open community access includes uses that remain open to the general public free of charge during normal operating hours. These uses include community uses such as a place of worship, community centre, community hall, art gallery or museum.

(2) Limited Community Access

Limited community access includes uses that are open to the public during normal business hours where the primary focus of the use is offering goods or services for sale, or where there is an entry fee applicable or where the use is restricted to fee paying members.

These uses include:

- business uses, such as a shop, professional office, real estate office, food premises or medical centre, where customers / clients attend on a regular basis;
- tourist facilities; or
- community, recreation, education or entertainment uses where an entry fee is charged or where entry is restricted to fee paying members.

(3) No Community Access, but High Public Visibility

No community access, but high public visibility includes uses:

- where members of the public, customers and clients are unlikely to attend (such as 'back office' / administration functions);
- multiple residential uses; and
- where the character place is identified on a Council heritage trail brochure, or the like, or where the place is prominent when viewed from a major public thoroughfare (such as a collector street or arterial road).

The categorisation of the level of community access and associated visibility shall be determined by the Development Planning Manager or relevant Team Coordinator.

This guideline does not alter the relief or exemptions for community organisations under Implementation Guideline No. 3. If a greater level of relief is applicable under this guideline, that level will apply.

The level of contribution relief is to be applied to any increased demand of the adaptive reuse when compared to the existing use. Any existing or deemed credit will be deducted from the contribution amount before the contribution relief in Table 1 is calculated.

3. Impervious Areas and Car Parking

Impervious surfaces (including buildings) should generally be limited to no more than 50% of the site for character places. To achieve this objective, the implementation guideline promotes reduced onsite car parking, minimising access requirements and the use of alternatives to impervious surfaces. Limiting the amount of impervious areas will also assist in the retention of established gardens and mature trees and the enhancement of highly distinctive streetscape and planting themes. Options to achieve these objectives include the following:

(1) On Street Car Parking

Part 12, Division 9 – Parking Code contains the parking requirements within Table 12.9.1 – Provision of Parking Spaces identifying the probable solutions and minimum provision.

On street car parking may be used to reduce the onsite car parking requirements as identified in Table 12.9.1 where the road has a minimum 8.0 metre pavement width or greater. The number of on street car parking spaces that can be used to offset the required onsite provision will depend on the available capacity taking into account matters such as the road frontage width of the property, the number of crossovers, and regulatory parking limitations of parking on the adjacent road.

Alternative off street parking areas may be used to justify a reduction of onsite parking where it can be demonstrated that the alternative parking spaces are available during the operating times for the proposed use and the owner / operator of the alternative parking spaces is agreeable to the proposed use.

Please Note: Council may require formal arrangements to ensure the availability of off street parking in perpetuity.

Such on street parking spaces, or alternative off street parking spaces should generally be within 100 metres of the site and be clearly identified in the Development Application proposal.



(2) Driveway Provision

Access driveways may generally be reduced to a minimum 3.0 metre width. This reduced width is generally acceptable for low turnover uses where adequate sight lines are available and where the reduced standard does not give rise to unacceptable queuing on the road.

The use of onsite driveway strips/tracks (500mm in width) may also be used to further reduce the extent of hardstand and impervious areas. Where driveway strips are used, the driveway crossover must be full 3.0 metre width construction in accordance with Council Standard Drawing.

(3) Reinforced Turf and Permeable Pavement Systems

Onsite car parking spaces may use reinforced turf to reduce the extent of impervious surfaces.

Vehicle manoeuvring areas may also utilise a permeable pavement system to reduce the extent of impervious surfaces. The use of these materials provide opportunities to soften the visual impact of required onsite car parking and reduce onsite stormwater management requirements.

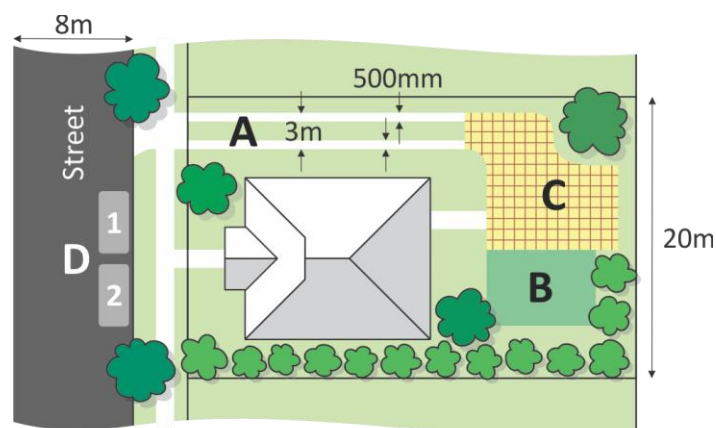
Generally onsite car parking proposed between the building and the street is to be avoided. However, where such provision is unavoidable the provision should be undertaken using pervious materials such as reinforced turf.

The use of gravel for onsite car parking may be considered where the potential for pollutant generation of dust and silt can be managed. The use of gravel should be limited to low traffic areas, such as for staff parking that has minimal use and where the use of this material enhances the features of the character place. The edges of gravel parking areas need to be contained in order to ensure the gravel does not spread and is appropriately drained. Gravel surfaces may also be used in association with reinforcing systems.

(4) Covered and Overflow Car Parking

Covered onsite car parking areas should be minimal with generally no more than two covered spaces provided. The use of existing outbuildings or garages or parking underneath a post supported character building is preferred, particularly where they are appropriately located and compliment the features of the character place.

For high parking demand uses, overflow parking areas may be provided to cater for peak demand using pervious materials such as reinforced turf.



- A 500mm Driveway Strips (ie Car Tracks)
- B Reinforced Turf Parking (Overflow)
- C Permeable Paving / Gravel
- D On Street Parking

Figure 1 – Illustrative Example

4. Land Use Considerations

The following information is provided to assist with the interpretation of the relevant zone and overlay codes in relation to the establishment of non residential uses in character places listed in Schedule 2, identified places of interest listed in Schedule 3, and pre-1946 buildings located in Character Zones.

(1) Schedule 2 – Character Places and Schedule 3 – Identified Places of Interest

The character places listed in Schedule 2 or identified places of interest listed in Schedule 3 include a range of buildings and structures which are generally capable of use for a wide range of purposes.

The application of the incentives contained in this implementation guideline for the adaptive reuse of these buildings and structures is dependent on the suitability of the use having regard to the zoning of the subject site, zoning of surrounding land, and the potential impact on the amenity of surrounding uses. Consideration of the proposed hours of operation suitability is necessary, particularly having regard to the locality and surrounding uses.

Non residential uses are generally excluded or restricted in predominately residential areas to appropriate low key uses that serve the day to day needs of the local community and that maintain residential amenity.

Figure 1 illustrates the options highlighted above.

Home based activities, small scale professional offices and small scale accommodation may be considered appropriate in these instances.

Where the site is situated in a non residential setting (such as a commercial or industrial area) the range of potential uses is generally more extensive.

(2) Character Areas – Mixed Use Zone

The Character Areas – Mixed Use Zone provides for a mix of residential, commercial and community uses, often in prominent locations.

The historic character of this zone is maintained through the conservation of mature plantings, established gardens and pre-1946 buildings and structures. Preferred non residential uses include home based activities, small scale professional offices and small scale accommodation, particularly where a residential use of the building is retained.

Other adaptive reuse options require further consideration and must demonstrate compatibility with the surrounding area. This is to be achieved through mitigating the generation of odours, noise, waste, dust, traffic, lighting and electrical interference. Consideration of the proposed hours of operation suitability is necessary, particularly having regard to the locality and surrounding uses.

Appropriate uses may include:

- commercial uses and professional offices;
- medical centres (particularly where located in close proximity to the Ipswich Hospital);
- eating establishments;
- art and craft establishments;
- boutique shopping; and
- small scale community uses such as a child care centre, cultural centre, gallery, library, information centre and meeting rooms.

These uses should generally fulfil a local community need, operate hours consistent with the predominant use of the locality, and co-locate with other non residential uses where possible.

Further information on the range of suitable uses, particularly within specific sub areas, may be obtained having reference to the Character Areas – Mixed Use Zone Code contained in Part 4, Division 14 or the Township Character Mixed Use Zone Code contained in Part 9, Division 6 of the Planning Scheme.

(3) Character Areas – Housing Zone

The Character Areas – Housing Zone is predominately used for detached housing with non-residential uses generally excluded or limited to appropriate low key uses that serve the day to day needs of the local community, whilst maintaining residential amenity. Reference should be made to the Character Areas – Housing Zone Code contained in Part 4, Division 7, or in Part 8, Division 6, or within the Township Character Housing Zone Code contained in Part 9, Division 5 of the Planning Scheme when considering the adaptive reuse for a non residential use.

Home based activities, small scale professional offices and small scale accommodation may be considered appropriate in these zones. Consideration of the proposed hours of operation suitability is necessary, particularly having regard to the locality and surrounding uses.

