Lord Mayor’s Taskforce into Retirement and Aged Care

INDEPENDENT RECOMMENDATION REPORT

Prepared for Brisbane City Council, December 2008
Brisbane’s population is ageing. While this means more people with a wealth of life experience, knowledge and wisdom within our community, it also presents us with challenges. Perhaps the most significant of these is how to guarantee a good supply of housing for older people and design our communities so they are age-friendly.

This report addresses these two issues. It was developed by an independent Taskforce consisting of representatives from industry peak bodies, community groups, retirement and aged care providers, the development industry and State and Federal governments.

The recommendations this report contains were not generated without debate. An issue of this magnitude demands robust discussion and the consideration of differing views. Ultimately, however, the recommendations outlined in the following report were endorsed by every member of the Taskforce.

It is our hope these practical strategies will help ensure older Brisbane residents can lead healthy, active and fulfilling lives in the years to come.

By 2026, an extra 41,000 people aged over 65 years will live in Brisbane, bringing the total of this age group to almost 156,000. Most of these people will want to stay in their own homes, and their own neighbourhood, as long as possible. This is known as ‘ageing in place’ and it’s a concept that underpins government policy at all levels. Others will be seeking retirement villages or residential aged care services (also referred to as nursing homes and hostels) with varying levels of care.

Increasingly, those who enter residential care will need high levels of support. In 1998, 58 per cent of aged care residents in Australia required high care. By 2007, this figure had jumped to 70 per cent. Greater numbers of residents will also prefer the privacy of a single room over a two, four or six-bed ward, reflecting a shift towards a more modern style of care.

The problem is, there’s already a shortage of housing for older people in Brisbane.

Existing aged care facilities are themselves ageing, their redevelopment hampered by increasing construction costs. Few cater for high care needs. As land values have skyrocketed, particularly in the inner city, nursing homes have been replaced by hip new apartments, designed with the young and able in mind. Housing for older people is being pushed to the outer suburbs where land is cheaper, but further away from vital services and facilities. As a result, older people are struggling to downsize or find an affordable, low-maintenance home or retirement village without moving out of their community.

In 25 years time, Australia will need four times the amount of aged care accommodation now available, a trend that will almost certainly be mirrored in Brisbane.

This is not an issue that Brisbane City Council (Council) can solve alone. True solutions require a partnership between residents, business, industry and all levels of government. However, Council can make it more attractive for developers to invest in high-quality housing for older people through the Brisbane City Plan 2000 (City Plan). This tool can also be used to influence the way communities are designed in the future.

A recent independent survey of residential aged care in Australia found that about 40 per cent of the sector was losing money and could not invest in building new places. Modern facilities are costly to build and operate, with the average return on investment for a single bedroom just 1.1 per cent per year. Developers are also finding greater profits in standard multi-storey developments than retirement villages.

While the City Plan already includes incentives to build retirement and aged care accommodation, more tangible financial offsets are needed. The Taskforce recommends Council reduce infrastructure charges for retirement and aged care accommodation by up to 50 per cent for the next three years and consider permanent reductions. Greater promotion of existing opportunities is also required.

Improvements could also be made to the ‘rules’ around new housing for older people. Retirement villages and aged care accommodation are currently assessed against the same criteria as used for a block of units. Existing regulations also do not distinguish between different forms of aged care (i.e. independent living units and low and high care facilities). This means new developments can be burdened with unnecessary requirements, bumping up development costs. This report includes recommendations to tailor the regulations and assessment criteria contained in the City Plan so they reflect the unique nature and social benefit of retirement and aged care accommodation. It also suggests clarifying and making it easier to interpret development rules.

Council’s development assessment (DA) process has been criticised by the development industry as contributing to project costs and timeframes. Council is currently streamlining the DA process with the aim of making it Australia’s most efficient by 2010. The Taskforce supports this important work and additionally recommends special priority be given to applications that propose new housing for older people over the next three years. Council officers involved in assessing applications must also be supported with additional reference documents and training.

1 Grant Thornton Aged Care Survey 2008
The recommendations detailed in preceding paragraphs propose mechanisms to improve the supply of housing specific to older people. Equally important is assisting older people to remain in their home or live in a dwelling that is integrated within the community.

The Taskforce recommends offering developers incentives to build more ‘universal housing’ or homes that are suitable for people of all ages and abilities (e.g. houses which include such features as wider hallways and doors and larger rooms that allow easy circulation). In partnership with the building and development industry, the Queensland Government and other interested parties, Council could even explore some form of requirement for new apartment buildings to include a number of units featuring ‘universal design’.

The report also highlights the need for tighter regulations around the design of retail centres and neighbourhoods so they are safer and more usable for older people. This could be as simple as better lighting, more public spaces for socialising and relaxing or pedestrian paths that are wide enough for wheelchairs and scooters.

Some of the ideas presented in this report cannot be addressed through town planning tools such as the City Plan. These recommendations will inform the work of other Council plans and projects. These range from suggestions to improve community-based transport to ways of increasing access to services and facilities.

It is the opinion of the Taskforce that providers of retirement and aged care accommodation must continue to work closely with local communities and Council to find appropriate locations for this form of housing. In the past, some communities have expressed concerns over the scale and bulkiness of older people’s housing. The Taskforce recommends that Council better regulate new development to ensure it is well-designed and attractive. It is critical that housing for older people integrates with the surrounding community and does not negatively impact on existing homes.

Council is in a unique position to recognise, understand and respond to the needs of our growing older population. This report aims to help Council undertake this important task.

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Glossary of Terminology

Universal Housing
Housing based on the principle of universal design, that is, an approach to the design of products, services and environments to be useable by everyone, to the greatest extent possible, without the need for adaptation or specialised design. Universal design is an inclusive design philosophy which spans age, gender and ability.

City Plan
The Planning Scheme for the City of Brisbane adopted by Brisbane City Council under the Integrated Planning Act, providing a comprehensive statement of intentions for the future development of Brisbane.

Older People
Used here to describe people aged 65 years or older, and particularly people whose age or frailty requires need-specific housing options.
Section 1 Introduction

1.1 Background
Australia’s population is ageing at a significant rate. Today, approximately one in seven Australians are aged 65 or older. By 2056, this will have increased to one in four. Such factors as increasing life expectancy, the ageing of ‘Baby Boomers’ and past falls in fertility rates have contributed to the ageing of our population. This trend will grow over coming decades.

In South East Queensland, the number of people aged 65 or older is expected to increase by 429,000 people between 2006 and 2026. Of this, an additional 41,000 people aged 65 or older will reside in Brisbane by 2026, bringing the total of this age group to almost 156,000. This trend will have significant implications on planning and service delivery and presents both challenges and real opportunities for the city of Brisbane.

The ageing of our population is clearly a reality of the future. In light of this, Lord Mayor Campbell Newman and Brisbane City Council’s Civic Cabinet established the Lord Mayor’s Taskforce into Retirement and Aged Care in August 2008. The role of the Taskforce is to advise Council on how to respond to and address current and emerging trends and needs relating to retirement and aged care accommodation in Brisbane. The Terms of Reference are provided in Appendix A.

The Taskforce comprises representatives from industry peak bodies and community groups, retirement and aged care providers, the development industry and State and Federal governments. Full details of the Taskforce membership are provided in Appendix B.

The key requirement of the Taskforce was to produce a report providing recommendations, opinions and advice on the options available to improve planning for retirement and aged care accommodation in Brisbane, through Council’s town planning framework.

The Lord Mayor’s Taskforce into Retirement and Aged Care is pleased to present this Recommendation Report.

1.2 Project Approach
The views of the Taskforce were captured through a series of workshops over a three month period. The Taskforce’s primary focus was to consider issues and trends affecting Brisbane’s older people that can be addressed through amendments to the City Plan and development assessment process.

The Taskforce focused on three key themes in preparing their recommendations:
1. Strategic Policy – the overall approach and strategic directions to the issues.
2. Development Policy – detailed requirements related to development.
3. Infrastructure Charging – issues and implications of the current approach.

The structure of this report reflects these key themes. Recommendations that are outside the scope of the City Plan have also been documented in this report.

This report does not attempt to address all issues affecting Brisbane’s older people. Rather, it proposes planning principles, development criteria and other initiatives to support Council’s desire to ensure that older members of society can remain within their own neighbourhoods as their housing needs change.
Section 2 Key issues

2.1 General
The Taskforce identified the following issues and trends relating to housing and the provision of services for older people in Brisbane:

- The significant ageing of the population over the next few decades and increase in demand for a range of housing options for older people, including affordable housing options, across the city.
- The increasing desire for people to ‘age in place’, within their own home and established community and social networks. This sees a significant increase in the demand for community care and the need for a range of housing options for older people, including universal housing, across the city and in each local area.
- The current shortage of housing options for older people in Brisbane, particularly in the inner and middle ring suburbs of Brisbane. This is despite the increasing demand for housing for older people closer to the CBD.
- The lack of affordable land parcels in the inner and middle ring suburbs, particularly located within close proximity to existing services. Such land is desirable to all market sectors and therefore extremely costly. This poses a significant challenge to the providers of housing for older people, as the nature of this form of housing does not provide the same financial returns as other forms of development (such as higher density residential units). Those providing housing for older people are therefore disadvantaged in the marketplace and pushed to develop land in the outer suburbs of Brisbane, where it is more affordable but more isolated in terms of proximity to services. As a result, housing for older people is not being developed in the areas it is actually needed.
- The need for larger land parcels to accommodate the predominant model for aged care housing and newer ‘integrated’ models with various levels of care within the one development (e.g. independent living units through to high care). There is also a trend towards providing larger facilities, as smaller facilities become financially unviable. Larger land parcels, however, are rarely available within the inner and middle ring suburbs of Brisbane. Those parcels that do become available are extremely costly and hard to secure (as discussed in point 4, above).
- The lack of land available for existing facilities to expand, particularly in the established areas of Brisbane.
- The trend to develop higher density housing for older people due to land scarcity and viability issues, and a greater acceptance of higher density living by older people.
- The increasing demand for higher care facilities in Brisbane due to the expected longevity of people and projected increase in mental health issues.
- The rising number of older people living alone, often with a lack of family support. It is crucial that these people are provided with housing options which allow them to maintain linkages with their community and established networks as they age.
- The increasing diversity of Brisbane’s older people, in terms of their preferences, affluence, health, care needs and ethnicity. Expectations on the standard of living for older people will also increase significantly in coming decades as ‘Baby Boomers’ move into this age group. This will impact on the size, location and quality of new developments and the provision of support services. Some existing facilities also risk becoming unviable without significant re-modelling and improvement.
- Community sensitivity to both new developments and the expansion of existing facilities for older people, particularly in established residential areas. Local communities often object to such developments and do not understand the nature of the industry and potential benefits of such housing. Community objection can result in proposed developments failing to gain development approval or developers having to make significant changes to be approved.
- Brisbane’s existing centres, services and facilities do not adequately cater for the needs of older people. This includes a lack of accessible transport options, civic space and recreation areas that cater specifically for the needs of older people. Inadequate footpath widths are also an issue, particularly to and around centres, reducing wheelchair and scooter mobility and creating conflict with cars and car parks.

2.2 Current City Plan and Development Assessment Process
In addition to the issues identified in section 2.1, the Taskforce identified a number of issues with the current City Plan and development assessment process:

2.2.1 Strategic Policy
- Strategic level policy does not adequately address the specific needs of older people, particularly in regards to the principle of ‘ageing in place’, accessibility and mobility, social inclusion, housing design and resource efficiency.
- Strategic level policy does not encourage universal housing and design, particularly in standard multi-unit dwelling developments.
- Strategic level policy does not encourage the establishment of housing for older people in local areas of need. Further, only a limited number of Local/Neighbourhood Plans address the specific housing needs of older people.
2.2.2 Development Policy

- Development criteria does not recognise the unique nature of housing for older people, the key issues being:
  - that both retirement villages and aged care accommodation fall under the definition of Multi-unit Dwelling. This approach causes much frustration in the industry as housing for older people is assessed and decided using the same general criteria for any other Multi-unit Dwelling.
  - all facilities tend to be considered under the same development criteria, regardless of the different levels of care and service provided (e.g. independent living units are assessed and conditioned the same as a high care facility).

These issues often lead to inappropriate requirements in relation to built form and scale, infrastructure, car parking and open space provision. This can result in significant delays in the assessment process, adding substantial costs to the development. Such additional costs may result in projects not proceeding as they are no longer viable.

- Development criteria does not adequately address the specific needs of older people, particularly in relation to centres, mobility and accessibility.

- Development criteria does not provide adequate guidance and certainty for those proposing and assessing development applications for retirement and aged care housing.

- Specific provisions in the existing Residential Design – Special Needs Code, which provide floor area bonuses for housing for older people, are not well understood or utilised.

- Only a limited number of Local/Neighbourhood Plans contain provisions relating specifically to housing for older people.

- There are no provisions about requirements for universal housing in standard multi-unit developments.

- Applications for retirement and aged care housing almost always require Impact Assessment. This can add substantially to development assessment times due to public notification and submission review processes and adds to project costs.

- Lengthy development assessment times (for both Code and Impact assessable applications) add substantially to project costs. This can result in projects becoming unviable. The time required to gain Council approval for residential aged care applications is also inconsistent with Commonwealth government funding timeframes.

2.2.3 Infrastructure Charging

- Current infrastructure charging policy overstates the real impacts of this form of development. As a consequence, the contributions required and conditions imposed on retirement and aged care housing can be excessive. This is likely to be because of the inappropriate assumptions made to calculate charges, such as:
  a. Independent living units (e.g. retirement villages) are assumed to be equivalent to Multi-unit Dwellings; and
  b. Low care and high care facilities are treated as a commercial use and charges are calculated on a floor space basis.
Section 3 Recommendations

3.1 Strategic Policy
The Taskforce recommends Council adopt the following set of principles to ensure the needs of older people are considered in planning and service delivery in Brisbane. These principles form a strategic framework and set the context for all recommendations made by the Taskforce.

1. Ageing in place
   - Providing opportunities to meet changing needs, including housing needs, associated with ageing within local communities.
   - Providing for universal housing in new or refurbished multi-unit developments to increase the supply of housing suitable for older people.

2. Accessibility/mobility
   - Locating housing for older people close to public transport and key facilities and services (such as centres, community facilities and civic spaces) and/or providing public transport to this housing.
   - Providing for access by older people to and within key facilities and public transport.
   - Considering the needs of older people and the location of older people’s housing in the expansion of the transport network.

3. Integration/social inclusion
   - Ensuring facilities for older people are integrated into the surrounding community.
   - Providing and designing civic spaces and the public realm having regard for the needs of older people.
   - Considering the needs of older people in the design of key facilities (shopping centres, community facilities, public transport, stations, etc).
   - Integrating allied facilities with housing for older people, including other community facilities, health services, and the like.

4. Design
   - Ensuring facilities, including housing, for older people are designed to meet the needs of both residents and operators.
   - Ensuring the design of facilities for older people, including housing, balances the response to their context in terms of appearance, style and scale, with the need to provide viable options for these facilities and to manage their impacts.
   - Encouraging new models for housing older people that are consistent with these principles.

5. Efficiency
   - Using resources (including land) efficiently in the provision of facilities for older people, recognising that this use may need incentives to be competitive in the marketplace.
   - Using infrastructure efficiently, having regard to the needs of older people.
   - Charging for infrastructure fairly having regard for the real demands placed on infrastructure by facilities for older people.
   - Assessing applications efficiently for the delivery of facilities for older people, particularly housing.

The Taskforce recommends these principles be reflected in the Strategic Plan of the City Plan. The Taskforce has reviewed the current Strategic Plan and has recommended amendments to better reflect these principles. These amendments are provided in Appendix C.

3.2 Development Policy
The Taskforce recommends Council adopt the following changes to key use definitions and design codes in the City Plan. These provisions build on work recently undertaken for Council on City Plan’s social planning provisions and Council’s recent work in the area of affordable housing.

In addition to these recommended changes, the Taskforce recommends that Council prepare an interim advice document to assist development assessment officers in their assessment of applications for older people’s housing. The interim advice document should assist in the interpretation and application of relevant acceptable solutions and performance criteria in the City Plan.

The Taskforce believes that the implementation of its recommended changes to the City Plan and the introduction of an interim advice document will assist in addressing the significant design, timing and cost issues associated with development applications.
3.2.1 Definitions of Housing for Older People

Include definitions for Residential Aged Care Facility and Supportive Older People’s Housing in the City Plan so that these facilities are no longer defined and assessed as a Multi-unit Dwelling. The recommended definitions are below.

Residential Aged Care Facility:
A use of premises for structured on-site 24-hour care residential accommodation with trained care workers employed on a rostered basis that provide support to older people who have limited abilities to live independently. This support involves assistance with everyday tasks associated with health care, nursing, personal care, meals and cleaning. This definition includes the use of premises for a nursing home and aged care hostel. This definition does not include care provided for older people in the person’s private home or care provided in a hospital or Supportive Older People’s Housing.

Supportive Older People’s Housing:
A use of premises for an integrated community including residential accommodation and communal facilities specifically built and designed for older people who may be retired and do not have children living permanently with them. This definition includes serviced apartments and self-contained dwellings where a low level of on-site or delivery of health care support and supervision is provided.

The Taskforce therefore recommends that Council convene a working party with representatives of State government, the building and development industry, universal housing advocates and other relevant stakeholders to develop a consensus position on universal housing and relevant technical and regulatory provisions.

3.2.2 Inclusion of Universal Housing Principles

It is recommended that a definition for Universal Housing be included in the City Plan to promote housing that can be easily adapted, if required, to cater for the changing needs of older people or people with a disability. This could be based on the definition of Universal Design favoured by the Australian Network for Universal Housing Design, as follows:

‘Universal design is an approach to the design of products, services and environments to be useable by everyone, to the greatest extent possible, without the need for adaptation or specialised design. Universal design is an inclusive design philosophy which spans age, gender and ability’.

This would allow inclusion of universal housing criteria to support the principle of providing further opportunities for Brisbane’s older people to age within their local communities.

The Taskforce, however, recognise that the introduction of universal housing principles will have significant implications for multi-unit dwelling developments and the broader building and development industry that were not represented on the Taskforce.

3.2.3 Amendments to the Residential Design – Special Needs Code

The Residential Design – Special Needs Code provides opportunities to address the particular needs of housing for older people. The Taskforce identified that the current provisions of this Code are not well understood and/or utilised and recommends the following amendments:

• rename the Code to Housing for Older People and People with Special Needs Code to recognise its specific relevance to facilities for older people;
• develop an improved purpose statement which better reflects the intention of the Code;
• express requirements in a more structured way by including acceptable solutions to enable more certainty and clearer guidance to Council officers, the industry and the community;
• enhance the existing Code to enable more structured guidance on site density, floor space and car parking matters;
• provide additional specific design requirements for purpose built developments; and
• introduce best practice urban design criteria.

Details of the recommended amendments to the Code are provided in Appendix D and discussed further below.

3.2.4 Car Parking

The Taskforce recommends that car parking rates be amended to reflect the reduced car ownership patterns common amongst older people in these facilities. The recommended amendments are:

• for a Residential Aged Care Facility – 1 car space for every 5 beds (or part thereof) as the total requirement (i.e. including staff and visitors); and
• for Supportive Older People’s Housing – 1 car space per unit plus 1 visitor space for each 5 units and 1 space for each two staff.

These car parking rates are reflected in the recommended amendments to the Residential Design – Special Needs Code provided in Appendix D.
3.2.5 Urban Design Principles
The Taskforce recommends that the City Plan be amended to include urban design principles to:

- ensure housing for older people is well-designed and attractive;
- ensure housing for older people is compatible with the neighbourhood context;
- address community concerns over the scale and bulkiness of older people’s housing;
- ensure older people’s housing achieves a balance between safety/security and integration with the community;
- ensure that the surrounding built environment recognises the needs of older people and provides for people with limited mobility;
- ensure building setbacks retain the regular rhythm of spaces between buildings in residential areas;
- consider the needs of older people in and around shopping centres; and
- ensure quality and appropriate open space is provided in older people’s housing.

The recommended Housing for Older People and People with Special Needs Code provided in Appendix D addresses some of these aspects. The Taskforce considers that architectural input would be useful should the Council wish to pursue these matters further.

3.2.6 Density and Yield Provisions
The Taskforce acknowledges that existing provisions in the Residential Design – Special Needs Code provide the opportunity to achieve significantly increased gross floor area (GFA) in comparison to other multi-unit dwellings. However, these provisions need to be clarified to remove relative uncertainty and enable better use.

The Taskforce therefore recommends the inclusion of indicative plot ratio and GFA levels in the Residential Design – Special Needs Code to assist developers and Council in regards to possible development yields. The inclusion of such information will reflect the intent of the existing acceptable solution.

An indicative yield table for the Low-Medium Density Residential Area has been included in the amended Code provisions set out at Appendix D. The Taskforce believes that it would be appropriate to undertake a more accurate analysis (desirably with architectural input) to firm up the figures applicable for the implementation of this recommendation, and include similar tables for the Medium and High Density Residential Areas.

3.2.7 Amendments to Other Codes

3.2.7.1 Centre Design Code
The Taskforce supports the strengthening of the Centre Design Code to ensure the needs of older people are considered in centre design, particularly in relation to access, mobility and public space. In this respect, the Taskforce endorses amendments identified in recent social planning work undertaken for Council, such as ensuring good Crime Prevention through Environmental Design (CPTED) outcomes, consolidation of public space with adjoining developments, and continuous accessible paths within developments.

The Taskforce also recommends that the Non Discriminatory Access Code as well as the renamed Housing for Older People and People with Special Needs Code be listed as Secondary Codes for Centres.

3.2.7.2 Residential Design Codes
The Taskforce acknowledges that existing provisions in the Residential Design – Special Needs Code provide the opportunity to achieve significantly increased gross floor area (GFA) in comparison to other multi-unit dwellings. However, these provisions need to be clarified to remove relative uncertainty and enable better use.

The introduction of the principles of universal housing recommended in sections 3.1 and 3.2.2 would require appropriate amendments to Residential Design Codes in the City Plan.

To ensure it is used consistently, the Taskforce recommends that the renamed Housing for Older People and People with Special Needs Code be listed as a Secondary Code in each of the applicable Residential Design Codes.

3.2.7.3 Subdivision Code and Structure Planning Code
Recent work undertaken for Council in regards to City Plan social planning principles (not yet endorsed Council Policy) recommended amendments to the Subdivision and Structure Planning Codes to promote safer and more convenient pedestrian and cyclist connectivity within and between neighbourhoods and to key destinations. The Taskforce reviewed these recommended amendments and is fully supportive of the suggested changes to the City Plan.

The Taskforce also recommends that further analysis be undertaken in developing an amended footpath width to cater for assisted motorised vehicles and wheelchairs comfortably.

3.2.7.4 Community Use Code
Given some Residential Aged Care Facilities and Supportive Older People’s Housing will be developed in Community Use Areas, the Taskforce recommends that the renamed Housing for Older People and People with Special Needs Code be listed as a Secondary Code for this Area.
3.2.8 Level of Assessment

The Taskforce initially considered recommending that applications for Residential Aged Care Facilities and Supportive Older People’s Housing generally be subject to Code Assessment. However, the Taskforce recognised that this would have considerable implications for the community.

The Taskforce recognised that Council’s existing Neighbourhood Planning initiative provides a planning mechanism that can consider local issues, such as the need for appropriate housing for older people, in consultation with local communities and take precedence over the broader measures contained in the City Plan. It therefore recommends the Neighbourhood Planning process be utilised to:

- Coordinate research into local needs for older people’s housing, and
- Identify appropriate locations in local communities where older people’s housing can be given priority by making Residential Aged Care Facilities and Supportive Older People’s Housing Code Assessable.

3.2.9 Development Assessment Priority

The Taskforce notes that implementation of its recommended changes to the City Plan will help to address some of the significant timing and cost issues associated with development applications for housing for older people, due to an increased level of certainty in relation to such matters as car parking, building scale and infrastructure charging.

The Taskforce also recommends:

1. Council gives priority to applications for Residential Aged Care Facilities and Supportive Older People’s Housing for the next three years, after which the need for this is to be reviewed.
2. Formal training be provided to development assessment officers in regards to any endorsed Taskforce recommendations, including details of any various policy changes and interim advice document, and why these applications are to be given priority assessment.

3.3 Infrastructure Charging

The Taskforce recommends that:

1. Residential Aged Care Facilities and Supportive Older People’s Housing be subject to a discount on infrastructure charges of up to 50 per cent, for a period of three years.
2. A formal process of liaison be established between the industry and Council’s Infrastructure Coordination and Financing Unit with a view to:
   (a) coordinate research into occupancy rates of independent living units to better inform the infrastructure charging process and the appropriateness of treating low/high care facilities using commercial rates; and
   (b) assess the suitability of the new figures for traffic generation rates for retirement living/aged care facilities.
3. This research be overseen by a steering committee involving the industry, Council Infrastructure Officers and representatives of the relevant network providers to ensure the process is sufficiently rigorous and independent, and instils confidence of all parties; and
4. The need for the infrastructure charge discount recommended in point 1 above be reviewed at the end of the three year period in the light of any changes to these charges that may result from work undertaken through recommendations made in points 2 and 3 above.

3.4 Other Aspects

The Taskforce acknowledges that a number of key ideas raised during the course of this project sit outside the scope of the Terms of Reference. The Taskforce has, however, captured these ideas and recommends that Council consider them when undertaking other relevant projects in the future. The ideas are summarised and grouped into the following key potential focus areas:

Potential Focus Area 1: Whole of City Approach

- Council engages across all levels of its departments to enable future delivery of services and infrastructure through a whole-of-Council ‘ageing strategy’ which responds to the ageing population and its needs.
- Council has a key role in relation to its older people in its service provisions and maintenance of the physical environment. It will be imperative that these enable safe and equitable access for older people.
Potential Focus Area 2: Community Engagement
- Ensure consultation strategies as part of all Neighbourhood Planning initiatives engage with older people, ethnic groups and older people’s housing and service providers in the development of policies.

Potential Focus Area 3: Recognise Diversity
- Recognise that the older population is an extremely diverse group and tailored strategies should cater for and acknowledge this diversity.

Potential Focus Area 4: Transport
- Consider the need for increased community-based transport, safe and well-lit footpaths and street signage improvements.
- Consider the needs of older people when upgrading basic transport infrastructure, including footpaths and public transport.

Potential Focus Area 5: Active Ageing
- Continue to improve pedestrian access by upgrading pavements in residential areas with priority given to areas with highest need, having regard to their numbers of older people.
- Consider the provision of a range of different types of meeting/social places in all communities, including inactive and active recreation choices suitable for older people (eg. pocket parks).
- Provide additional seating in appropriate locations to meet the needs of older people.
- Investigate opportunities for parks and open space areas to include recreation facilities, such as fitness stations, suitable for older people.
- Provide navigable crossings near housing for older people.

Potential Focus Area 6: Information Sharing
- Facilitate coordination and information sharing between Council and the Commonwealth government in regards to aligning development application timeframes.
Section 4 Conclusion

The Lord Mayor’s Taskforce into Retirement and Aged Care has identified a wide range of issues associated with the provision of housing and services for older people in Brisbane.

To respond to these issues, the Taskforce recommends amendments to the City Plan and development assessment process in the areas of:

1. Strategic Policy – the overall approach and strategic directions to the issues.
2. Development Policy – detailed requirements related to development.
3. Infrastructure Charging – issues and implications of the current approach.

The Taskforce believes that the implementation of its recommendations (set out in full in this report) will help to ensure that older people in Brisbane are able to age with dignity and quality of life consistent with their changing needs.
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Appendix A: Taskforce Terms of Reference

Brisbane City Council is committed to formulating and implementing best practice which will improve and maximise the welfare and residential amenity of ageing Brisbane residents. To that effect, Council has committed to the formation of a Taskforce into Retirement and Aged Care to consult, review and advise the Council regarding planning policies, processes and initiatives which impact on the lifestyle and residential amenity of ageing residents of Brisbane.

Role of the Taskforce

The Taskforce is to advise the Council on how to respond to and address current and emerging trends and needs relating to retirement and aged care accommodation in Brisbane. More specifically, the Taskforce into Retirement and Aged Care will:

- review existing town planning policy, in consultation with aged care providers and consumers, to ensure planning policy reflects a first hand appreciation of consumer needs and viable provider models
- review the current development assessment process as it applies to retirement and aged care accommodation
- investigate the value of undertaking ‘ageing impact’ statements to complement the formulation and implementation of new Council policies, changes to existing policies and the development assessment process
- review existing town planning policy and processes which impact on the provision, layout and physical access to social, recreational and economic infrastructure of Brisbane
- review town planning policy and processes which impact on the ease of mobility of ageing residents of Brisbane
- review existing Council planning regulations against the most recent Building Code of Australia as it relates to retirement and aged care accommodation and the Commonwealth Building Certification requirements
- investigate the demand of retirement and aged care uses on key infrastructure (i.e. water, sewerage, transport, community facilities and waterways) as a guide to the consideration of future infrastructure charging policy
- produce a report providing recommendations, opinions and advice on the options available to improve planning for retirement and aged care accommodation.

Other activities may be included in the role of the Taskforce through mutual agreement.

The Taskforce into Retirement and Aged Care will play an important role in setting direction, but does not have the authority to make policy decisions.

Membership

Membership of the Taskforce will consist of a Chairperson and up to 14 members with representation sought from peak industry groups, not-for-profit and private aged care providers, the development industry and the State government.

Appointment

All Taskforce members shall be appointed for a 90 day period, commencing the day the Taskforce first meets.

Ending an Appointment

A member’s appointment may be ended on the basis of one of the following:

- resignation of a Taskforce member
- regular non-attendance at meetings (members will be considered to have vacated their position if they have been absent from two consecutive meetings without an apology)
- failure to respect the protocols and confidentiality requirements set out in the Terms of Reference.

Chairperson

The Chairperson will be appointed by Council and will be responsible for facilitating all Taskforce meetings.

Secretariat

Secretarial support will be provided by Council officers from the City Planning Branch.

Reporting

The Taskforce will report through the Chairperson to the Chairman of Neighbourhood Planning and Development Assessment Committee.

A Taskforce Report will be compiled by an independent consultant and presented to Council for consideration.
Meeting Frequency

The Taskforce will meet approximately every fortnight over the 90 day period.

Meeting Protocols

• Taskforce members will respect the role of the Chairperson in the conduct of the meetings
• All members will respect the right of every member to speak and put forward their views
• Members will comply with the Chairperson’s decisions in relation to allocation of time to agenda items
• Minutes will be taken in each meeting and made available to members.

Confidentiality

Each member is required to agree to the confidentiality protocol upon appointment. In providing their agreement to uphold confidentiality, members need to understand that, from time to time, they may be required to review and comment on draft documentation that has not been formally considered by the Council’s decision-making bodies. In these circumstances, it is important for members to understand the status of such draft policy and the importance of maintaining confidentiality if they wish to have input at such a preliminary time. Members will be notified in advance of any confidential items.

Contact with the Media

Media enquiries relating to the work or operation of the Taskforce are to be managed according to Council’s corporate media policy guidelines. This states that all media enquiries must be directed to Council’s Media Unit or the Lord Mayor’s Office.

Where a member considers that there should be media comment in relation to any issues discussed by the Taskforce, the member must bring the matter to the attention of the Chairperson.

Payment for Service

There are no sitting fees for participating in the Taskforce. Reasonable attendance expenses will be reimbursed to all members of the Taskforce.
Appendix B: Taskforce Membership

Chair
Cr Krista Adams
Deputy Chairperson, Neighbourhood Planning and Development Assessment Committee

Members
John McCafferty
Project Director for Aged Care and Retirement Projects, Paynter Dixon

Nick Xynias
Chair, Diversicare (Ethnic Communities Council of Queensland)

Mark Tucker-Evans
Executive Director, Council on the Ageing

Prof. Laurie Buys
Professor, Institute for Sustainable Resources, Queensland University of Technology

Shane Fracchia
CEO, Holy Spirit Care Services

Stephen Muggleton
Executive Director, Blue Care

Ross Smith
CEO, RSL Care

Jacqueline Kelly
CEO, Lutheran Aged Care & Queensland member of the National Aged Care Alliance

Jim Toohey
CEO, TriCare & member of the Queensland Aged Care Alliance

Andrew Macintosh
National Operations Manager, Aveo Live Well / FKP

Barry Ashcroft
Retirement Living Manager, Aged Care Queensland

Mike Edwards
Manager, Policy Branch, Queensland Health (Aged Persons Health)

Wayne Perry
Assistant Director, Allocation & Places Management, Department of Health & Ageing

Note: Dr. Sally Goold (Senior Australian of the Year 2006 and inaugural Chairperson and Executive Director of the Congress of Aboriginal and Torres Strait Islander Nurses) was initially appointed to the Taskforce but was unable to participate due to ongoing work commitments.

Project Team
Kim Mayberry
City Plan Review Team, Brisbane City Council

Robert Imrie
City Plan Review Team, Brisbane City Council

Ben Thomson
Community Services, Brisbane City Council

Jeremy Townsend
Community Services, Brisbane City Council

Greg Vann
Buckley Vann Town Planning Consultants

Suzanne Jackson
Buckley Vann Town Planning Consultants

Dee Elliott
Elliott Whiteing Pty Ltd
### Appendix C: Recommended Changes to Strategic Plan Provisions

<table>
<thead>
<tr>
<th>Taskforce Strategic Planning Principle</th>
<th>Relevant Strategic Plan Provisions (with proposed amendments shown in bold italics)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Ageing in place</strong></td>
<td>Strategy 3.2.2.1 – Enhance social diversity, social inclusion, choice and accessibility through:</td>
</tr>
<tr>
<td>• Providing opportunities to meet changing needs, including housing needs, associated with ageing within local communities.</td>
<td>(a) housing diversity and affordability – a wide range of housing types and tenures across the City, and in local communities, to meet the affordability, lifecycle and lifestyle needs of different households;</td>
</tr>
<tr>
<td>• Providing for universal housing in new or refurbished multi-unit developments to increase the supply of housing suitable for older people.</td>
<td>(c) social diversity – development that supports a wide social and cultural mix and Brisbane’s ageing population</td>
</tr>
<tr>
<td><strong>In Section 4.2 – Residential Neighbourhoods, “The Challenge” section recognises the need to:</strong></td>
<td>“encourage affordable and appropriate housing through the retention or provision of low cost housing, special needs housing (including for older people) and caravan parks.”</td>
</tr>
<tr>
<td><strong>In Section 4.2.2 “The Response”, add another dot point as follows:</strong></td>
<td>“provide for some housing which is adaptable to meet changing needs as people age.”</td>
</tr>
<tr>
<td><strong>Section 4.2.2 – Housing Choice and Affordability – is also relevant:</strong></td>
<td>“The City’s residential neighbourhoods are to provide sufficient housing choice to enable residents to remain in their neighbourhood through all the stages of their life if they wish. Housing choice requires a variety of housing types and tenures to be available across the City, and in each local area, and to enable access to housing for a wide range of income levels, age groups and physical ability.”</td>
</tr>
<tr>
<td><strong>In Section 4.2.2.5 – Access to Services and Facilities – the following is relevant:</strong></td>
<td>“Residential neighbourhoods are to contain a range of services and facilities that serve residents’ needs at all stages in their lifecycle. These include schools, community uses, smaller industrial areas, centres, and facilities designed to meet the particular needs of older people and those with special needs.”</td>
</tr>
<tr>
<td><strong>2. Accessibility/mobility</strong></td>
<td>Strategy 3.2.2.8 – Achieve a safe, secure, equitable and comfortable City through:</td>
</tr>
<tr>
<td>• Locating housing for older people close to public transport and key facilities and services (such as centres, community facilities, civic spaces) and/or providing public transport to this housing.</td>
<td>(b) equitable access – non-discriminatory access to public and private development, pedestrian ways and open space</td>
</tr>
<tr>
<td>• Providing for access by older people to and within key facilities and public transport.</td>
<td></td>
</tr>
</tbody>
</table>
### Taskforce Strategic Planning Principle

<table>
<thead>
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<th>Taskforce Strategic Planning Principle</th>
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</tr>
</thead>
<tbody>
<tr>
<td>• Considering the needs of older people and the location of older people’s housing in the expansion of the transport network.</td>
<td>Strategy 3.3.2.3 (d) accessibility – linking Centres with pedestrian ways, bikeways and public transport routes</td>
</tr>
<tr>
<td></td>
<td>Strategy 3.5.2.1 – Integrate the Movement System with the land use pattern to maximise efficient use and enhance accessibility of the Movement System through:</td>
</tr>
<tr>
<td></td>
<td>(a) housing density – a variety of housing densities that will help to reduce urban sprawl;</td>
</tr>
<tr>
<td></td>
<td>(b) journey to work – closer location of employment and housing to help improve the time and distance of journeys to work and increase use of public transport, cycling and walking as journey to work modes;</td>
</tr>
<tr>
<td></td>
<td>“housing and key services – locating housing, including housing for older people and people with special needs, with access to the movement system providing an alternative to the private car to access key services and facilities necessary for day-to-day life.”</td>
</tr>
</tbody>
</table>

### 3. Integration/social inclusion

<p>|  | Strategy 3.2.2.1 – Enhance social diversity, social inclusion, choice and accessibility through: |
|  | (b) integration – new development that integrates with existing development with equitable access and physical connections; |
|  | (c) social diversity – development that supports a wide social and cultural mix and Brisbane’s ageing population |
|  | Strategy 3.2.2.3 – Promote cultural diversity through: |
|  | (b) public spaces – a range of accessible, comfortable, attractive and safe public and semi-public spaces that foster social interaction and cultural activity for all in the community, including the multiple use of road space where appropriate.” |
|  | Strategy 3.2.2.8 – Achieve a safe, secure, equitable City through: |
|  | (a) design for safety – designing buildings, public spaces, pedestrian ways and bikeways to facilitate equitable access and casual surveillance and help reduce the risk and fear of crime |
|  | Strategy 3.3.2.3 – Maintain existing sites for, and promote the optimum location of community services and facilities, including emergency services and educational facilities, to meet community needs through: |
|  | (a) planning – locating and developing communities facilities, including electronic facilities as an integral part of planning and development of urban areas; |
|  | (c) co-location – co-location and shared use of community services and facilities, and efficient use of resources. |
|  | Strategy 3.4.2.1 – Facilitate and support the growth of the City's economy and employment, improving the business environment and furthering the City's role as the leading industrial and commercial economy in Queensland through: |
|  | (e) Centre design – integrating design and function within Centres and between Centres and their surroundings |
|  | (See also proposed changes to Section 4.2 – Residential Neighbourhoods set out in response to the ‘ageing in place’ principles above). |</p>
<table>
<thead>
<tr>
<th>Taskforce Strategic Planning Principle</th>
<th>Relevant Strategic Plan Provisions (with proposed amendments shown in bold italics)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>4. Design</strong></td>
<td>Strategy 4.2.2.2 Housing Choice and Affordability – is relevant:</td>
</tr>
<tr>
<td>• Ensuring facilities, including housing, for older people are designed to meet the needs of both residents and operators.</td>
<td>“The City’s residential neighbourhoods are to provide sufficient housing choice to enable residents to remain in their neighbourhood through all the stages of their life if they wish. Housing choice requires a variety of housing types and tenures to be available across the City, <em>and in each local area</em>, and to enable access to housing for a wide range of income levels, <em>age groups and physical ability</em>. Housing for older people and those with special needs balances the response to the context in terms of appearance, style and scale with the need to provide viable options for these facilities and to manage their impacts, including new models for this type of housing.”</td>
</tr>
<tr>
<td>• Ensuring the design of facilities for older people, including housing, balances the response to their context in terms of appearance, style and scale, with the need to provide viable options for these facilities and to manage their impacts.</td>
<td>(See also provisions and changes proposed in response to ‘ageing in place’ principles above).</td>
</tr>
<tr>
<td>• Encouraging new models for housing older people that are consistent with these principles.</td>
<td></td>
</tr>
<tr>
<td><strong>5. Efficiency</strong></td>
<td>(The first dot point is covered by other clauses and amendments above, and the changes proposed to the relevant code. The second and third dot points are addressed in section 3.3 of this report, whilst the fourth is addressed in section 3.2.9).</td>
</tr>
<tr>
<td>Using resources (including land) efficiently in the provision of facilities for older people, recognising that this use may need incentives to be competitive in the market place.</td>
<td></td>
</tr>
<tr>
<td>Using infrastructure efficiently, having regard to the needs of older people.</td>
<td></td>
</tr>
<tr>
<td>Charging for infrastructure fairly having regard to the real demands placed on infrastructure by facilities for older people.</td>
<td></td>
</tr>
<tr>
<td>Assessing applications efficiently for the delivery of facilities for older people, particularly housing.</td>
<td></td>
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</tbody>
</table>
Appendix D: Proposed Housing for Older People and People with Special Needs Code

Housing for Older People and People with Special Needs Code

1. Application
This Code will apply in assessing a material change of use and/or building work for a residential development for older people and people with special needs.

2. Using this Code
In using this Code reference should also be made to Section 1.1—How to use the Codes, at the front of this Chapter.

This Code is called up either as applicable to Residential Aged Care Facilities or Supportive Older People’s Housing, or as a ‘Secondary’ Code by some other Code. In the latter case, this Code is to be read as part of that other Code. The following Codes are likely to be referred to in assessing a proposal for residential development for older people and people with special needs:
- Residential Design Codes
- Transport, Access, Parking and Servicing Code (parking and servicing components).

3. Purpose
The purpose of this Code is to:
- Ensure an appropriate level of amenity for residents and surrounding properties
- Ensure that older people and those with special needs have access to appropriate accommodation, supporting care and facilities within the general area in which they have established social linkages
- Ensure development promotes the safety and security of residents
- Promote the provision of comfortable, stimulating and attractive living environments
- Ensure that residents can identify with their homes and personalise their living spaces
- Ensure that developments provide for the fulfilment of social and physical needs of residents
- Ensure that developments are appropriately integrated with the existing urban fabric and are visually compatible with the surrounding area
- Ensure that housing for older people and those with special needs is well located in regard to public transport, a range of services and community facilities.

4. Performance Criteria and Acceptable Solutions

<table>
<thead>
<tr>
<th>Performance Criteria</th>
<th>Acceptable Solutions</th>
</tr>
</thead>
</table>
| P1 Residents must have good access to onsite communal and social facilities. These facilities must be located to enable shared use with the surrounding community | A1.1 The development includes provision for social facilities including supervised care and communal buildings  
A1.2 Communal buildings are easily accessible and residents are able to easily navigate the site on foot or with the assistance of mobility aids. Their location enables shared use with the surrounding community |
| P2 Residents must have good access to public transport, a range of services and community facilities | A2.1 Development is located:  
- on any site within a Centre, Special Purpose Centre SP8, or Multi-purpose Centre; or  
- In a Low-Medium Density Residential Area, Medium Density or High Density Residential Area; or  
- In an Emerging Community Area where located in accordance with an approved Structure Plan; or  
- In a Community Use Area CU2 |
<table>
<thead>
<tr>
<th>Performance Criteria</th>
<th>Acceptable Solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>OR</td>
<td>A2.2: Supportive Older People’s Housing is located within 800 metres of an existing Multi-purpose Centre</td>
</tr>
<tr>
<td>OR</td>
<td>A2.3: A Residential Aged Care Facility where not located within 800 metres of a suburban centre must offer its own transport options to access such services</td>
</tr>
<tr>
<td>OR</td>
<td>A2.4: The use is located on or adjoining a site of an existing Residential Aged Care Facility and/or Supportive Older People’s Housing</td>
</tr>
</tbody>
</table>

P3: Ensure the design of facilities for older people and those with special needs, including housing, balances the response to their context in terms of appearance, style and scale, with the need to provide viable options for these facilities and to manage their impacts.

A3.1: Development complies with the Residential Design Code applicable to the Area, except that: the gross floor area may exceed the plot ratio applicable to Multi-unit and Single-unit Dwellings in the Area as follows:

Example only: Low-medium Density Residential Area

<table>
<thead>
<tr>
<th>Site Size (m²)</th>
<th>Approx GFA (m²)</th>
<th>Approx. Plot Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2 Storey</td>
<td>3 Storey</td>
</tr>
<tr>
<td>1000</td>
<td>500</td>
<td>720</td>
</tr>
<tr>
<td>2000</td>
<td>1460</td>
<td>2190</td>
</tr>
<tr>
<td>4000</td>
<td>3720</td>
<td>5500</td>
</tr>
<tr>
<td>5000</td>
<td>4920</td>
<td>7380</td>
</tr>
<tr>
<td>10000</td>
<td>10950</td>
<td>16400</td>
</tr>
<tr>
<td>20000</td>
<td>23700</td>
<td>35580</td>
</tr>
</tbody>
</table>

A3.2: Buildings have a height and setbacks not more than those stated in the acceptable solutions of the Residential Design Code for the relevant Area, provided that one additional storey may be permitted if the development does not cause overshadowing and provides setbacks at least 50 per cent greater than those normally required.

A3.3: The length of unarticulated building elevations or other structures visible from the street, or public open space is not greater than 15 metres.

P4: Maximise sharing of mutually beneficial features of developments providing for older people and those with special needs (such as community facilities and open space) with the surrounding community.

A4: Community facilities and open space components of these developments are located on the site to enable interfacing with surrounding public realms (streets or parks) or otherwise accessible to non-residents, where possible.
<table>
<thead>
<tr>
<th>Performance Criteria</th>
<th>Acceptable Solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>P5 Development must provide appropriate lighting to ensure safe movement of occupants</td>
<td>A5.1 Lighting is provided to driveways, property entrances, pathways, communal areas and stairwells</td>
</tr>
<tr>
<td>within the site, whilst protecting the amenity of adjoining sites</td>
<td>A5.2 Outdoor lighting complies with the requirements of the AS4282 – Control of the Obstructive Effects of Outdoor Lighting</td>
</tr>
<tr>
<td>P6 Exposure of new residents to inappropriate noise must be minimised</td>
<td>A6 Noise impacts on residential and communal rooms located within 150 metres of a Centre, Industrial Area, rail corridor, road corridor (suburban routes,</td>
</tr>
<tr>
<td></td>
<td>motorways and arterial routes) or within a noise exposure contour 20ANEF or greater are mitigated to comply with the requirements of the Noise Impact</td>
</tr>
<tr>
<td></td>
<td>Assessment Planning Scheme Policy</td>
</tr>
<tr>
<td>P7 The development is sited to take into account the relationship to adjoining</td>
<td>A7.1 Buildings are set back an equal or greater distance from the street as buildings on adjoining sites</td>
</tr>
<tr>
<td>premises and the street</td>
<td>OR</td>
</tr>
<tr>
<td></td>
<td>Where there are no buildings on adjoining lots buildings are set back a minimum of 6 metres</td>
</tr>
<tr>
<td></td>
<td>A7.2 Buildings address the street by having a front door and/or living room window facing the street</td>
</tr>
<tr>
<td></td>
<td>A7.3 In the case of an integrated development with internal lane ways, building design and access must address any private lane ways</td>
</tr>
<tr>
<td>P8 Appropriate access and circulation routes for emergency entry and exit must be</td>
<td>A8 Emergency access, circulation and signage complies with the Transport, Access, Parking and Servicing Planning Scheme Policy</td>
</tr>
<tr>
<td>highlighted</td>
<td></td>
</tr>
<tr>
<td>P9 Car parking is adequate for the use, convenient and ensures maximum accessibility</td>
<td>A9.1 Car parking is provided as follows:</td>
</tr>
<tr>
<td>to and from the site for residents, visitors and service providers</td>
<td>(a) for Residential Aged Care Facilities – 1 car space for every 5 beds (or part thereof), as the total requirement (i.e. including staff and visitors); and</td>
</tr>
<tr>
<td></td>
<td>(b) for Supportive Older Person’s Housing – 1 car space per unit plus 1 visitor space for each 5 units and 1 for each two staff</td>
</tr>
<tr>
<td>P10 Non discriminatory access must be provided to:</td>
<td>A9.2 Twenty per cent of car parking spaces or garage areas have a minimum dimension of 6.0 metres long by 3.8 metres wide to allow for wheelchair</td>
</tr>
<tr>
<td>• the buildings from adjoining roads and public areas;</td>
<td>manoeuvring</td>
</tr>
<tr>
<td>• adjoining public open spaces or commercial and community services; and</td>
<td>A10 No Acceptable Solution provided</td>
</tr>
<tr>
<td>• the closest public transport option</td>
<td></td>
</tr>
<tr>
<td>P11 The need for privacy must be considered in designing the arrangement of</td>
<td>A11 Screen fencing and planting is used to buffer communal areas</td>
</tr>
<tr>
<td>buildings, active recreation facilities and landscape areas</td>
<td></td>
</tr>
<tr>
<td>Performance Criteria</td>
<td>Acceptable Solutions</td>
</tr>
<tr>
<td>---------------------</td>
<td>----------------------</td>
</tr>
</tbody>
</table>
| **P12** The pedestrian movement system must provide comfortable vantage points to rest, socialise and observe surrounding activities, and must allow for interesting exercise routines, and must provide a variety of circulation options | **A12.1** A series of changing views are provided along recreation walkways by means of building location, planting schemes or gradients  
**A12.3** A variety of places to sit are provided at intervals along recreation walkways  
**A12.3** Resting areas (seats and shade) are incorporated into the walkway design and provide hand rails where necessary |
| **P13** The development must maintain a sense of individuality and ‘address’ to enable residents to identify with the development on a human scale, resulting in a vibrant and identifiable environment | **A13.1** Appropriate flowering trees are included as an underlying theme to the planting design  
**A13.2** Planting is used to frame views and soften the hard appearance of built structures  
**A13.3** Plants that provide interest through variations in colour, texture and form through seasonal changes are selected  
**A13.4** Appropriate species are used that provide a spectacular floral display or emit a pleasant fragrance as focal points  
**A13.5** Appropriate trees in common landscape areas have a minimum tub size of 45L  
‘Appropriate’ is defined as tree or plant species that do not drop potentially unsafe matter such as fruit and massive leaf litter |
| **P14** Development must provide sufficient landscaping and recreation areas for residents needs which are usable, safe and attractive and must be sufficient to satisfy the following:  
- Private open space  
- Useable communal open space situated at or near the ground level  
- Buffering to any existing incompatible uses  
- Outdoor seating furniture | **A14** The provision of landscaping and recreation areas is not less than 30 per cent of the area of the site, including indoor recreation areas, roof top recreation areas and outside recreation areas (whether or not they are open to the sky) |
| **P15** Shade must be provided throughout the development | **A15** Appropriate shade trees are provided in common areas, covering walkways and in private courtyards, where not otherwise sheltered  
‘Appropriate’ is defined as tree or plant species that do not drop potentially unsafe matter such as fruit and massive leaf litter |