

Town Planning Report

HOLLOWS ROAD, FLAGSTONE QLD 4280

INFO@PROPERTYPROJECTSAUSTRALIA.COM.AU
PROPERTYPROJECTSAUSTRALIA.COM.AU
ABN 13 167 478 766



Town Planning Report

HOLLOWS ROAD, FLAGSTONE QLD 4280

- PDA Development Permit for a Material Change of Use for Fast Food Premises, Showroom, Service Industry, Shop and Warehouse.
- PDA Development Permit for Reconfiguring a Lot for Subdivision Two (2) Lots into Seven (7) Lots with Access Easement.
- PDA Development Permit for Operational Works for New Road and Advertising Devices.

PDA Assessable Development (Permissible Development)

Prepared by Property Projects Australia Pty Ltd Prepared for BluePoint Flagstone Pty Ltd

20 June 2025

MELBOURNE OFFICE

LEVEL 1, 239 NICHOLSON STREET

CARLTON VIC 3053 AUSTRALIA

CONTENTS

1.	Ex	ECUTIVE SUMMARY	. 5
2.	SI	TE CONTEXT	. 9
2	. 1	Site Details	9
2	. 2	Development Scheme	. 15
2	.3	Site History	. 16
2	. 4	Development Application (DEV2025/1613)	. 19
3.	DE	EVELOPMENT PROPOSAL	21
3	.1.	Design Summary	. 21
3	.2.	Material Change of Use	. 22
	3.2	.1. Stage 1	. 23
	3.2	.2. Stage 2	. 23
	3.2	.3. Stage 3	. 23
	3.2	.4. Stage 4	. 24
	3.2	.5. Stage 5	. 24
3	.3.	Operational Works	. 25
	3.3	.1. New Road Construction	. 25
	3.3	.2. Advertising Devices (Signage)	. 25
3	.4.	Proposal Details	. 26
3	.5.	Infrastructure, Services and Assets	. 28
3	.6.	Supporting Information	. 29
	3.6	.1. Detail and Level Survey	. 29
	3.6	.2. Architectural Plans	. 29
	3.6	.3. Landscape	. 29
	3.6	.4. Traffic	. 30
	3.6	.5. Civil Engineering	. 31
	3.6	.6. Stormwater Management	. 31
3	.7.	Consultation - Assessment Manager	. 32
4.	As	SESSMENT PROVISIONS	33
4	.1	Relevant Considerations	. 33

5. KEY PLANNING MATTERS
5.1. Suitability of Proposed Land Uses
5.2. Key Built Form Parameters
5.2.1. Building Height and Gross Floor Area
5.2.2. Setbacks
5.2.3. Site Coverage and Landscaping
5.3. Traffic39
5.3.1. Road Network Upgrades
5.3.2. Hollows Road Extension
5.3.3. Servicing
5.4. Stormwater Management42
5.5. Hours of Operation42
5.6. Development Charges and Offset Plan43
6. Sufficient grounds44
7. CONCLUSION AND RECOMMENDATION45
TABLES
Table 1 - Site Details11
Table 2 - Development Summary21
Table 3 - Proposed Lot Summary25
Table 4 – Land Uses & Design26
Table 5 - Infrastructure, Services and Assets28
Table 6 - Compliance Summary33
Table 7 - Built Form Outcomes36
Table 8 - Development Charges Estimate43
Table 9 - Response to EDQ Prelodgement Meeting54
Table 10 - Response to State Assessment Benchmarks / Matters59

FIGURES
Figure 1 - Broader Context Plan - Aerial13
Figure 2 - Land Classification - Development Scheme14
APPENDICES
APPENDIX A Application Documentation and Searches46
APPENDIX B Detail and Level Survey47
APPENDIX C Architectural Plans48
APPENDIX D Landscape Concept Plan49
APPENDIX E Traffic Impact Assessment50
APPENDIX F Civil Engineering Services Report51
APPENDIX G Site Based Stormwater Management Report52
APPENDIX H Consultation Review53
APPENDIX I State Planning Assessment58
APPENDIX J EDQ Development Scheme Response61
APPENDIX K Code Response

1. EXECUTIVE SUMMARY

This Town Planning Report is submitted in support of a Priority Development Area (PDA) Development Application seeking a Development Permit for Material Change of Use, Reconfiguring a Lot and Operational Works. The application applies to land at Hollows Road, Flagstone QLD 4280, formally described as Lot 25009 and Lot 25007 on SP303120 within the Greater Flagstone PDA.

The proposed Material Change of Use seeks approval for four (4) Fast Food Premise tenancies, four (4) Showroom tenancies, two (2) Service Industry (Car Wash and Workshop) tenancies and one (1) Warehouse (Self Storage facility) tenancy. The application also seeks a Development Permit for Reconfiguring a Lot, involving the subdivision of two (2) existing lots into seven (7) freehold lots, including provision for an associated access easement. In addition, the application also seeks a Development Permit for Operational Works associated with advertising devices and new road, being the Hollows Road extension.

The proposed development delivers a well-considered, mixed use commercial precinct that supports the evolving needs of the Greater Flagstone community. The application seeks approval for a combination of land uses, including fast food premises, showrooms, a carwash, a workshop and a self-storage facility across a strategically positioned site located within the Major Centre Zone of the Greater Flagstone PDA. The scheme is designed to optimise the site's extensive frontage and access to key infrastructure, establishing a cohesive commercial destination that enhances local amenity and supports both convenience-based and destination-driven retail and service offerings. The layout incorporates an internal road network, an access easement, and trunk pedestrian linkages that improve connectivity through the site and integrate with the surrounding movement network.

The built form adopts a contemporary design language, with articulated façades, active frontages, and landscaping treatments that contribute to an attractive, safe, and accessible public realm. In doing so, the proposal shifts away from traditional low-amenity commercial formats and delivers a more urban, street-oriented centre that reflects best-practice development outcomes for emerging town centres.

Importantly, the development responds to the strategic intent of the Major Centre Zone by supporting job creation, enhancing service provision, and reinforcing Flagstone's role as a key regional node. Through its mix of uses, staging, and infrastructure upgrades, including extensions to Hollows Road, the project contributes meaningfully to the economic and functional development of the Greater Flagstone PDA.

This report provides a comprehensive assessment of the proposal against the Greater Flagstone Priority Development Area Development Scheme (Amendment No. 1, effective 28 February 2025), and is supported by technical reporting addressing traffic, engineering, stormwater and landscape considerations.

Design Overview and Vision

The proposed development has been architecturally designed by Verve Design Group to deliver a vibrant, contemporary commercial precinct that aligns with the intent of the Greater Flagstone Priority Development Area Development Scheme. The layout and built form respond

to the site's strategic location within the Major Centre Zone, offering a mix of uses that serve both the immediate residential catchment and the broader community.

The design adopts a modern language characterised by material articulation and a balanced mix of hard and soft finishes, acknowledging and balancing the specific spatial and functional requirements of the specific land uses. Built form elements are designed to maintain a human scale, with articulated façades, transparent glazing, and shaded pedestrian connections. Massing is varied and legible, with landscaped setbacks softening the interface with surrounding uses. Overall, the built form achieves a high-quality visual outcome that complements the emerging urban character of Flagstone while promoting engagement with the public realm.

Site planning has been informed by the site's multiple frontages, including New Beith Road, Hollows Road, Allis Street, and Homestead Drive, to ensure strong legibility, permeability, and ease of access. The four (4) fast food tenancies are strategically located to activate key corners / frontages within the site and are supported by drive-through queuing areas and landscaped dining zones that foster interaction with the public realm. Larger showroom tenancies and the warehouse are positioned for visibility and accessibility, while smaller-scale uses contribute to finer grain activation.

The external realm has been designed to respond to Queensland's subtropical climate, incorporating generous deep planting zones throughout car parking and pedestrian interfaces. The ground plane is designed to support comfort and connectivity, with wide footpaths, intuitive wayfinding, and integration with future active transport corridors identified in the PDA Structure Plan.

Overall, the design delivers a cohesive, flexible, and highly accessible commercial centre that contributes positively to the urban structure and supports the Development Scheme's vision for a connected, liveable, and well-serviced Flagstone community.

Bluepoint Property - Applicant

BluePoint Property is a specialist real estate investment and development group with a strong track record in delivering high-quality, design-led commercial projects across Queensland. With experience in the commercial and retail sectors, BluePoint is recognised for its ability to identify strategic land opportunities and transform them into vibrant, high-performing assets that serve local communities and deliver long-term value.

BluePoint's commercial portfolio demonstrates its capability to deliver complex, multitenanted centres that integrate architectural quality, tenant functionality and user experience. Their developments consistently prioritise design quality, access, activation, and adaptability, ensuring enduring relevance in a changing market.

Notable projects by BluePoint Property that underscore their capability to delivery complex mixed use retail precincts include:

■ Pallara Shopping Village: A mixed-use neighbourhood centre comprising a full-line major supermarket, specialty shops, medical and pharmacy uses, plus offices and a gym.

- Bargara Shopping Village: Another mixed-use neighbourhood centre founded on an major full-line supermarket and supplemented by a range of specialty shops, medical centre, quick-service restaurant and gym.
- Burleigh Waters Commercial and Medical Hub: A benchmark mixed-use office/medical/retail building providing on-grade parking and approximately 1,085m² of lettable area.
- Griffin Central: A convenience-based retail centre spread across two (2) buildings with a lettable area of approximately 1,400m², serving as a community hub in one of Queensland's fastest-growing suburbs.

With a proven ability to deliver financially and functionally successful commercial projects, BluePoint Property brings the necessary experience and capability to ensure the proposed Flagstone development is executed to a high standard and performs as a long-term community asset.

Key Development Aspects

The key features of the proposed mixed use commercial development are as follows:

- Development of a multi-lot commercial precinct comprising tenancies for the following land uses:
 - Four (4) Fast Food Premise tenancies;
 - Four (4) Showroom tenancies;
 - Two (2) Service Industry (Car Wash and Workshop) tenancies; and
 - o One (1) Warehouse (Self Storage facility) tenancy.
- Total proposed Gross Floor Area (GFA) of approximately 25,487.5m².
- Subdivision of the site from two (2) existing lots into seven (7) freehold lots, supported by an access easement and a staged delivery.
- Provision of 452 on-site car parking spaces, distributed across the site to support each tenancy.
- Extension of Hollows Road through the site, enabling future connection to New Beith Road and Parkside Drive providing trunk functionality.
- Landscape and deep planting areas to be incorporated throughout the site, enhancing visual amenity and supporting climatic resilience with a total landscape area of 16,628.5m².
- Built form to remain low in scale, with a maximum building height of four (4) storeys (Tenancy 10) and 15.2m above ground level (Tenancy 2).
- Site layout and design configured to enable staged construction and flexible tenant delivery, with preliminary staging as follows:
 - Stage 1A: Fast Food Premises (Tenancy 5) and Hollows Road connection;
 - Stage 1B: Fast Food Premises (Tenancy 4);
 - Stage 1C: Fast Food Premises (Tenancy 6), Carwash (Service Industry) (Tenancy 7) and Showroom (Tenancy 8);
 - Stage 1D: Workshop (Service Industry) (Tenancy 9);
 - Stage 2: Fast Food Premises (Tenancy 3);
 - Stage 3: Showroom (Tenancy 1, Tenancy 2A and Tenancy 2B);
 - Stage 4: Warehouse (Tenancy 10) and western road connection; and
 - Stage 5: Reconfiguring a Lot (Subdivision and Easement).

Reasons for Approval

Assessment of the proposed development has been undertaken with careful consideration of both the strategic land use intent for the subject site and its physical and functional capacity to accommodate a mixed-use commercial precinct of this nature and scale. The proposal reflects a planned response to the Greater Flagstone PDA Development Scheme and the site's location within the Major Centre Zone, which seeks to support a diverse range of commercial, retail, and community-serving uses.

The site is well-positioned at the intersection of several key road frontages, providing high levels of visibility, access and connectivity. The development offers a mix of land uses including fast food premises, showrooms, retail, and self-storage carefully distributed to support both convenience-based and destination-driven commercial activity. This integrated land use mix responds directly to the strategic intent for the Major Centre Core, which promotes local economic development, employment generation, and the delivery of essential services to the growing Flagstone community.

The development has been designed to maximise activation, legibility, and public interface. Tenancies are oriented towards key frontages to engage pedestrian movement and reinforce a fine-grain urban character. Active built form, drive-through facilities, outdoor dining areas and landscaped pedestrian connections combine to create a high level of permeability and accessibility throughout the site. These design outcomes align with the Scheme's emphasis on creating safe, inclusive, and well-connected places.

Importantly, the proposal incorporates infrastructure upgrades that will provide tangible benefits beyond the site. These include the extension of Hollows Road through the site to facilitate a direct connection with New Beith Road and Parkside Drive, enhancing local traffic circulation and access. These works are anticipated to improve accessibility, alleviate local congestion, and contribute to the broader functionality of the town centre road network. Further, the site layout has been designed to support future integration with pedestrian and active transport infrastructure shown on PDA mapping.

The development also introduces new built form and landscaping outcomes on a currently vacant and underutilised parcel of land. Through high-quality design, material articulation and a well-planned urban structure, the proposal will transform the site into a functional and visually appealing commercial node that supports community needs, promotes local identity, and contributes positively to the evolving character of Flagstone.

In this context, the proposal represents a well-planned and timely commercial activation of a strategically located landholding within the Greater Flagstone Priority Development Area. It responds directly to the site's role within the Major Centre Zone and supports the delivery of essential retail, service, and employment-generating uses to meet the needs of the growing Flagstone community.

The proposal is consistent with the vision and strategic land use intent of the Development Scheme, aligns with broader planning objectives, and delivers significant public and private benefit. It is therefore recommended to Economic Development Queensland for approval on this basis.

2. SITE CONTEXT

2.1 Site Details

The subject site is located at Hollows Road, Flagstone QLD 4280, formally described as Lot 25009 and Lot 25007 on SP303120. The site has a total area of 65,950m² with frontages to the following roads:

- Approximately 150m to Homestead Drive on the southern boundary.
- Approximately 75m to Hollows Road on the southern boundary.
- Approximately 75m to Allis Street on the southern boundary.
- Approximately 415m to New Beith Road on the north eastern boundary.



Extract 1 - Subject Site Source - Queensland Globe

The site is burdened by the following easements:

- Easement J on SP303120 (47m²) burdens Lot 25009 on SP303120 and benefits Logan City Council for sewerage and drainage purposes.
- Easement M on SP303120 (73m²) burdens Lot 25009 on SP303120 and benefits Logan City Council for sewerage and drainage purposes.
- Easement K on SP303120 (293m²) burdens Lot 25007 on SP303120 and benefits Logan City Council for sewerage and drainage purposes.

A copy of the easement documents are provided within Appendix A.

The subject site comprises two (2) vacant and unimproved parcels of land located at Hollows Road, Flagstone, within the Greater Flagstone Priority Development Area (PDA). Formally described as Lot 25009 and Lot 25007 on SP303120, the site occupies a highly strategic position at the heart of the PDA's emerging urban core.

Surrounded by a diverse mix of existing and planned land uses, the site's immediate context supports its intended development for a mixed-use commercial precinct. To the northeast, the site adjoins established low-density residential dwellings, providing a direct residential interface and an immediate customer base for convenience-based uses. To the east, it shares a boundary with a childcare centre, while to the southeast, the site is framed by retail and food and drink outlets, contributing to a growing commercial cluster.

More broadly, the site sits near major community and recreational infrastructure, including:

- Flagstone State Community College
- Flagstone State School
- Flagstone Regional Park
- Flagstone Sports Precinct

These facilities, along with increasing residential density in the surrounding catchments, will continue to drive demand for accessible retail, food, storage and service offerings.

The site is also well-serviced by existing and planned public transport infrastructure. Two (2) existing bus stops are located within walking distance along Homestead Drive, while a future rail station is identified along the site's western boundary in the Endorsed Flagstone Context Area Plan. This establishes the site as a future multi-modal transport node, further strengthening its role within the PDA's urban structure.

The site is located within the Major Centre Core of the Major Centre Zone, as defined in the Greater Flagstone PDA Development Scheme. This designation supports the highest concentration of retail, commercial, community and civic functions within the PDA and encourages development that contributes to the creation of a vibrant, transit-oriented town centre. It reinforces the site's role in supporting Greater Flagstone's emergence as a key regional hub within South East Queensland.

The site also benefits from frontage to multiple constructed and partially constructed roads, including Homestead Drive, Hollows Road, Allis Street and New Beith Road.

This network ensures ease of access and future permeability, allowing the site to function as a central, legible and connected commercial precinct. As Flagstone continues to grow, the subject site is ideally placed to accommodate a development that delivers meaningful economic and community benefit. Its central location, transport access, and planning context position it to play a pivotal role in delivering on the vision for a vibrant, walkable and self-sustaining urban centre.

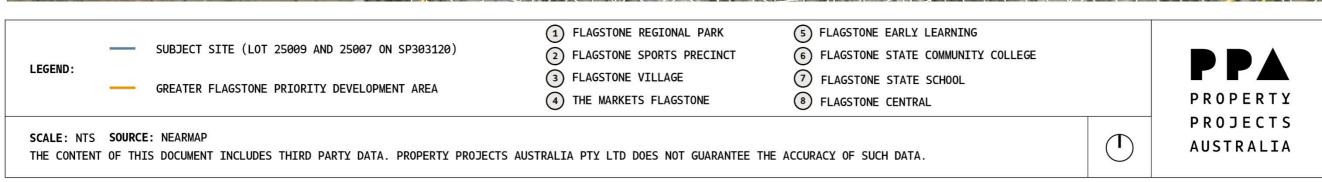
Table 1 - Site Details

Applicant:	BluePoint Flagstone Pty Ltd	
	C/- Property Projects Australia	
Address of Site:	HOLLOWS ROAD, FLAGSTONE QLD 4280 ("the subject site")	
	Refer to Figure 1	
Property Description:	Lot 25007 and Lot 25009 on SP303120.	
Area of Site:	Total Site Area: 65,950m² (6.595ha)	
	 Lot 25007 on SP303120 - 61,450m² (6.145ha) Lot 25009 on SP266307 - 4,500m² (0.450ha) 	
Easements / Encumbrances:	 Easement J on SP303120 (47m²) burdens Lot 25009 on SP303120 and benefits Logan City Council for sewerage and drainage purposes. Easement M on SP303120 (73m²) burdens Lot 25009 on SP303120 and benefits Logan City Council for sewerage and drainage purposes. Easement K on SP303120 (293m²) burdens Lot 25007 on SP303120 and benefits Logan City Council for sewerage and drainage purposes. 	
Land Owner:	Bluepoint Flagstone Pty Ltd A.C.N. 647 353 991 Refer to Appendix A	
Regional Plan:	South East Queensland Regional Plan 2023 ("ShapingSEQ") Refer to Appendix A	
Assessing Authority:	Economic Development Queensland ("EDQ")	
Priority Development Area:	Greater Flagstone Priority Development Area ("PDA")	
Development Scheme:	Greater Flagstone Urban Development Area Development Scheme - commenced 8 October 2011 ("Development Scheme")	
Local Government Area:	Logan City Council ("Council")	
Local Government Planning Scheme:	Logan Planning Scheme 2015 - Version 9.1 ("the planning scheme")	
Zone and Precinct:	Under the Development Scheme, the site is situated within the following designations: Major Centre Frame Major Centre Core (Map 3 of Development Scheme) Note, the Endorsed Flagstone Context Area One Context Plan shows the site as being located within the Town Centre Frame area. Note, the Development Scheme does not include reference to Town Centre Frame Area.	

Overlays:	Under Council's planning scheme, the site is situated within the following overlays: Biodiversity Area Overlay Secondary Vegetation Management Area Bushfire Hazard Overlay Medium potential Potential Impact Buffer Flood Hazard overlay Critical infrastructure and movement planning area subcategory Flood Overlay Flood Investigation Area Landslide Hazard and Slope Overlay
Development Assessment Mapping System (DAMS):	The subject site is mapped to be within the following matters of interest: SEQ Regional Plan Triggers Urban Footprint Water Resources Water Resource Planning Area Boundaries State Transport Corridor Railway Corridor Areas Within 25m of a State Transport Corridor Area Within 25m of a Railway Corridor
Category of Assessment:	
Overlays (Greater Flagstone Development Scheme and DCOP)	Development Scheme Mapping: Map 3 - Centres and Transport Network Map 4 - Community Greenspace Network Map 5 - Community Facilities Map 6 - Scenic Values Map 7 - Development Constraints DCOP Mapping: Map 3 - Transport (roads) Map 4 - Transport (intersections) Map 5 - Transport (structures) Map 7 - Parks and Open Space Map 9 - State Community Facilities Map 10 - Water Supply Map 11 - Sewerage

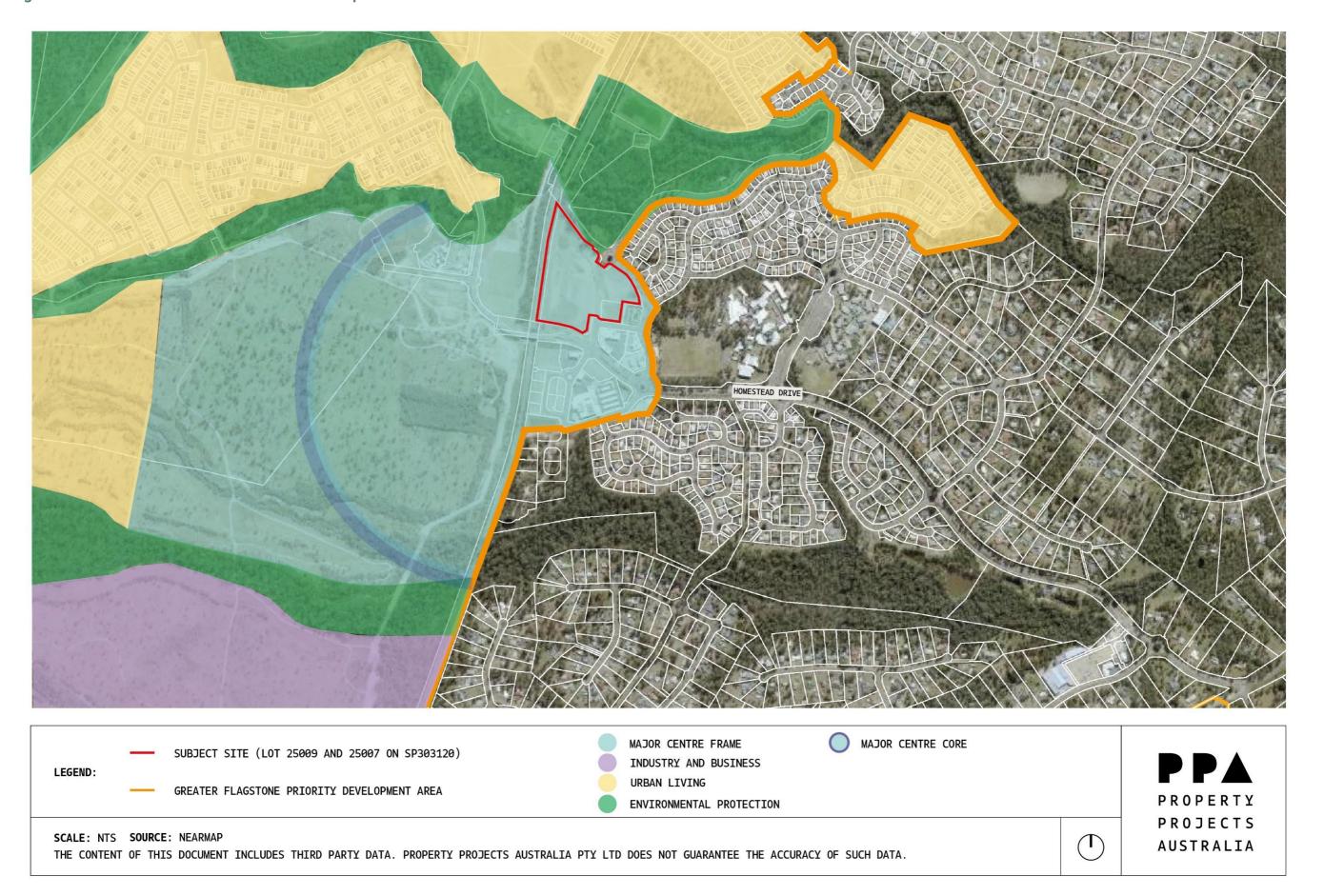
Figure 1 - Broader Context Plan - Aerial





PPA 13

Figure 2 - Land Classification - Development Scheme



PPA

14

2.2 Development Scheme

The Greater Flagstone Priority Development Area (PDA) Development Scheme commenced on 8 October 2011. As illustrated in Figure 1 - Broader Context Plan - Aerial, the site is situated within the Greater Flagstone PDA and within the Major Centre Zone as identified in Map 8 - Zones of the Development Scheme. The Major Centre Zone is divided into two (2) subcategories, Major Centre Frame, accounting for the balance area of future urban uses, and the Major Centre Core, where the highest order mixed use centre activities will occur.

The broader development intent of the Major Centre Zone set out in the Development Scheme is as follows:

■ The Major centre zone provides the central focus of the UDA and is <u>located around the proposed main railway</u> station and transport interchange. The Major Centre Zone accommodates the highest densities and the <u>greatest mix of land uses</u> including greenspace and community facilities.

Specifically, the development intent of the Major Centre Core is identified as:

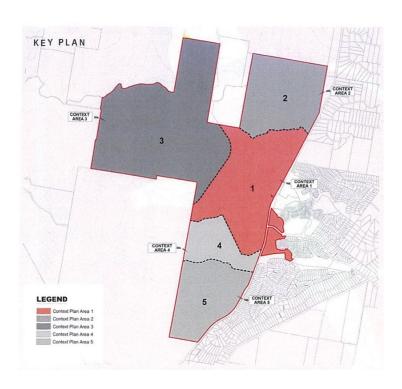
■ The Major Centre Core accommodated the highest order mixed use <u>centre activities</u>, <u>providing a mix of commercial, business</u>, professional, community, entertainment, <u>retail</u> and high density residential activities. The major centre is the most intense urban setting, forms the heart of the UDA and is <u>capable of servicing the whole urban development area</u>.

In terms of the immediate locality, the land directly to the south of the site is within the same designations under the Development Scheme. The site sits on the fringe of the Priority Development Area, with land on the adjacent side of New Beith Road (to the east) being outside of the Priority Development Area and zoned as Low Density Residential under the Logan Planning Scheme 2015.

The proposed development involves a mixed-use centre precinct, providing a range of services and businesses including quick-service restaurants, showrooms, a car wash and self-storage facilities, thereby aligning with the intent of the Development Scheme. Further discussion regarding the proposed land use and compliance with the Development Scheme is provided in **Section 5.1** of this Town Planning Report.

2.3 Site History

As illustrated within Extract 2, the subject site is located within Context Plan Area 1 of the Greater Flagstone PDA Development Scheme.



Extract 2 - Context Plan Area Legend (endorsed December 2015)

Source - Economic Development Queensland

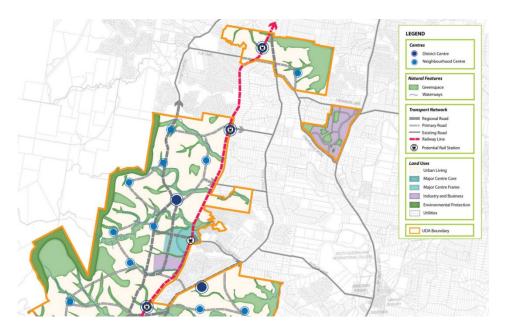
Within Context Plan Area 1, the site is identified within Stage 7 (Extract 3) and identified as Town Centre Frame.



Extract 3 - Context Plan Area Overview (endorsed December 2015)

Source - Economic Development Queensland

Within Map 2 (Vision) of the Greater Flagstone Urban Development Area Development Scheme, the site is identified within the Major Centre Frame / Major Centre Core (Extract 4).

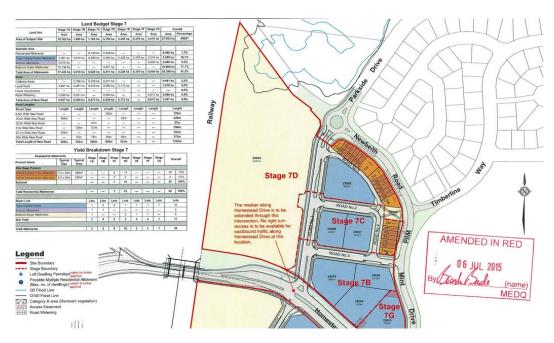


Extract 4 - Map 2 (Vision)

Source - Economic Development Queensland

EDQ granted a development approval (DEV2014/637) on 08 July 2015 for the following aspect of development:

■ Development Permit for Reconfiguring a Lot – Subdivision (two (2) lots into 37 lots, including ten (10) town centre frame lots, 22 terrace housing lots, two (2) service lots, three (3) balance lots, new road and access easements) in seven (7) stages.



Extract 5 - Approved Plan of Subdivision (110056-270 - Revision B)

Source - Economic Development Queensland

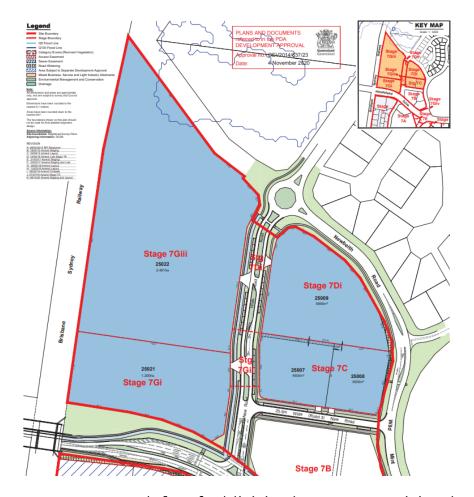
Extract 5 illustrates the Approved Plan of Subdivision associated with the development approval (DEV2014/637). The subject site (Lot 25007 and Lot 25009 on SP303120) is located within Stage 7C and Stage 7D (Extract 5).

Several changes have been made to the development approval. Most recently, on 04 November 2020, EDQ approved an application (DEV2014/637/23) which granted approval for a change to a PDA development approval for the following aspect of development:

■ Development Permit for Reconfiguring a Lot – Subdivision (two (2) lots into 15 lots, including twelve (12) town centre frame lots, one (1) service lot, two (2) balance lots, new road and access easements) in eight (8) stages.

Extract 6 illustrates the Approved Plan of Subdivision associated with the revised development approval (DEV2014/637/23). The subject site (Lot 25007 and Lot 25009 on SP303120) is located within Stage 7C, Stage 7D(i), Stage 7G(i) and Stage 7G(iii) (Extract 6).

Note, the key change associated with the revised development approval was the removal of the 22 residential lots along New Beith Road.

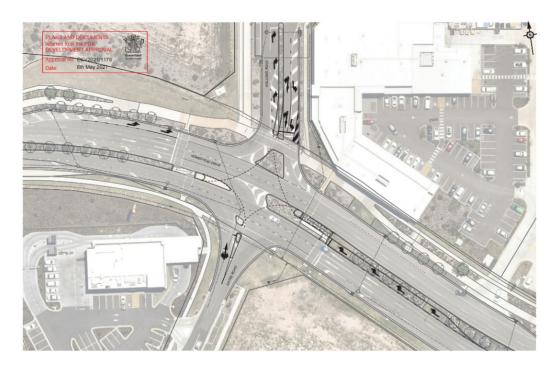


Extract 6 - Approved Plan of Subdivision (110056-270 - Revision K)

Source - Economic Development Queensland

On 06 May 2021, EDQ issued a PDA development approval (DEV2021/1179) for the following aspect of development:

■ Development Permit - Operational Works - Roadworks (Gates Road and Homestead Drive Intersection Modification).



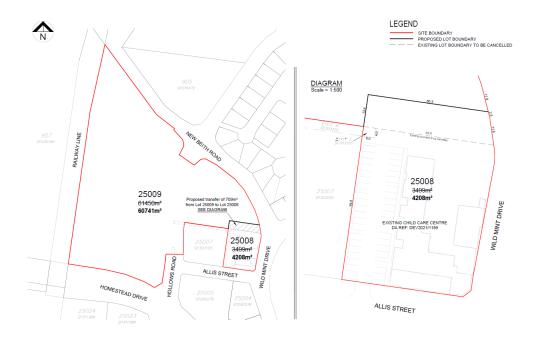
Extract 7 - Approved Homestead Intersection Layout Plan (20-0178 - Revision 1)

Source - Economic Development Queensland

Subsequently, the currency period of the development approval (DEV2021/1179/2) was extended on 13 November 2021 until 06 November 2026.

2.4 Development Application (DEV2025/1613)

A development application (DEV2025/1613) was recently lodged over a portion of the subject site (Lot 25009 on SP303120) and the adjoining lot (Lot 25008 on SP303120). The development application involves a material change of use to for an extension to the existing Childcare Centre and reconfiguring a lot (boundary realignment) component. The proposed boundary realignment seeks to transfer 709m² from Lot 25009 on SP303120 to Lot 25008 on SP303120 (Extract 8).



Extract 8 - Proposal Plan (25042_ROL - Revision 0)
Source - Economic Development Queensland

The Proposal Plans (Appendix C) associated with this development application have been prepared to reflect the boundary realignment associated with the above-mentioned development application.

3. DEVELOPMENT PROPOSAL

3.1. Design Summary

The proposed development involves the transformation of a vacant and strategically located site into a staged, mixed-use commercial precinct within the Major Centre Core of the Greater Flagstone PDA. The proposal seeks to establish tenancies for a range of uses, including Fast Food Premises, Showrooms, Service Industry (Carwash and Workshop), and a Warehouse (Selfstorage Facility) across a coordinated land use framework that supports both day-to-day convenience and broader service-based functions.

The site layout is structured around seven (7) freehold lots which will be developed over five (5) stages, allowing for progressive delivery of infrastructure and tenancies in line with demand. The configuration maximises the site's multiple frontages and access points, enabling flexibility in tenancy operation and staging while maintaining a cohesive built outcome. Key components of the development proposal include:

- Eleven (11) tenancies with a total GFA of 25,487.5m².
- 452 on-site car parking spaces and multiple crossovers from Hollows Road, Homestead Drive, and Allis Street.
- Internal circulation and drive-through queuing areas that are fully contained within the site to avoid external traffic impacts.
- Provision of individual access, loading zones, and landscaped buffers to delineate and support each tenancy.

A summary of the proposed land uses, staging, and floor areas is provided in Table 2.

Table 2 - Development Summary

Tenancy	Land Use	Stage	Lot	GFA
Tenancy 1	Showroom	Stage 3	Lot 2	9,066.5m²
Tenancy 2A	Showroom	Stage 3	Lot 2	3,111.5m ²
Tenancy 2B	Showroom	Stage 3	Lot 2	661.5m ²
Tenancy 3	Fast Food Premises	Stage 2	Lot 3	278m²
Tenancy 4	Fast Food Premises	Stage 1B	Lot 4	250m ²
Tenancy 5	Fast Food Premises	Stage 1A	Lot 5	270m²
Tenancy 6	Fast Food Premises	Stage 1C	Lot 6	150m ²
Tenancy 7	Carwash (Service Industry)	Stage 1C	Lot 6	63.5m ²
Tenancy 8	Showroom	Stage 1C	Lot 6	928m²
Tenancy 9	Workshop (Service Industry)	Stage 1D	Lot 6	308.5m²
Tenancy 10	Warehouse	Stage 4	Lot 1	10,400m²
Total GFA				25,487.5m ²

To support the scale of development and its integration with the surrounding area, the proposal includes several key infrastructure upgrades:

- Extension of Hollows Road to form a connection from Hollows Road / Allis Street with the New Beith Road / Parkside Drive roundabout.
- Extension of New Beith Road through to service proposed Lot 1.
- Upgrades to the Gates Road / Homestead Drive intersection, as previously approved.
- Installation of a trunk pedestrian linkage through the extended Hollows Road corridor.

In summary, the development represents a logically staged and well-integrated commercial precinct that responds to the structure and strategic land use intent of the PDA. It delivers critical infrastructure upgrades, supports economic activation, and facilitates a range of services and employment opportunities that will benefit the Flagstone community as it continues to grow.

The proposed layout and staging should be read in conjunction with the Architectural Plans provided at Appendix C.

3.2. Material Change of Use

This development application seeks a Development Permit for a Material Change of Use to facilitate the establishment of a mixed-use commercial precinct comprising the following land uses:

- Four (4) Fast Food Premise tenancies,
- Four (4) Showroom tenancies,
- Two (2) Service Industry (Car Wash and Workshop) tenancies and
- One (1) Warehouse (Self Storage facility) tenancy.

The proposed uses are distributed across seven (7) freehold lots and are to be delivered across five (5) coordinated stages in accordance with the development layout and staging plans provided within Appendix C. Note, Stage 1 includes four (4) substages.

As illustrated in Extract 9, the proposed development will be delivered in five (5) primary stages. Note, Stage 1 of the development includes four (4) substages. This approach facilitates logical sequencing, flexibility in delivery, and alignment with infrastructure rollout and market demand.



Extract 9 - Proposed Staging Plan (24072-DA02 - Revision P2)
Source - Verve Design Group

3.2.1. Stage 1

Stage 1 - Development Permit for a Material Change of Use for three (3) Fast Food Premise tenancies, two (2) Service Industry tenancies and one (1) Showroom tenancy.

- Stage 1 will be delivered in four (4) substages (Stage 1A, Stage 1B, Stage 1C and Stage 1D) to enable each tenancy to commence independently.
- The tenancies included within this stage include Tenancy 4, Tenancy 5, Tenancy 6, Tenancy 7, Tenancy 8 and Tenancy 9.
- The tenancies associated with Stage 1 are located on Proposed Lot 4, Proposed Lot 5 and Proposed Lot 6.

Development Permit for Operational Works - New Road.

- Works include the extension of Hollows Road, connecting the existing road to the New Beith Road / Parkside Drive roundabout, forming the southern leg of the roundabout.
- These works will be delivered in Stage 1A.

3.2.2. Stage 2

Development Permit for a Material Change of Use - One (1) Fast Food Premise tenancy.

■ Stage 2 will be delivered in one (1) stage and is associated with Tenancy 3 which will be located on Proposed Lot 3.

3.2.3. Stage 3

Development Permit for a Material Change of Use - Three (3) Showroom tenancies.

- Stage 3 will be delivered in one (1) stage.
- The tenancies included within this stage include Tenancy 1, Tenancy 2A and Tenancy 2B.
- The tenancies associated with Stage 3 are located on Proposed Lot 2.

3.2.4. Stage 4

Development Permit for a Material Change of Use - One (1) Warehouse tenancy.

■ Stage 4 will be delivered in one (1) stage and is associated with Tenancy 10 which will be located be located on Proposed Lot 1.

Development Permit for Operational Works for New Road.

■ Stage 4 involves the construction of the western leg of the roundabout providing vehicle access to Proposed Lot 1.

3.2.5. Stage 5

Development Permit for Reconfiguring a Lot - Subdivision.

- The proposed development involves the subdivision of two (2) existing lots into seven (7) freehold lots, supported by the creation of an access easement to ensure functional site integration and ongoing servicing (Extract 10).
- The access easement (Easement A) will burden Proposed Lot 1 and benefit Proposed Lot 3, Proposed Lot 4 and Proposed Lot 5.



Extract 10 - Proposed Lot Plan (24072-DA03 - Revision P2)

Source - Verve Design Group

PP▲ 24

Table 3 provides an overview of the subdivision component.

Table 3 - Proposed Lot Summary

Proposed Lot	Area
Proposed Lot 1	5,635m²
Proposed Lot 2	34,166m²
Proposed Lot 3	2,167.5m ²
Proposed Lot 4	2,284.5m ²
Proposed Lot 5	2,123.5m ²
Proposed Lot 6	5,714.5m ²
Proposed Lot 900 (Balance Lot)	To be confirmed
Hollows Road Extension	5,379m ²

3.3. Operational Works

As outlined above, this development application also seeks approval for additional components necessary to facilitate the full delivery and functionality of the proposed development.

3.3.1. New Road Construction

The application includes a request for an Operational Works Development Permit to facilitate the construction of a new road segment that forms a critical component of the broader Flagstone Road network.

Specifically, the proposed works involve:

- Construction of the southern leg of the New Beith Road / Parkside Drive roundabout, which will connect into the internal road network via Hollows Road;
- Partial construction of the western leg of the roundabout, in accordance with the ultimate roundabout configuration;
- Roadworks and verge upgrades to support the staging and activation of all lots, consistent with the internal access strategy and the PDA Structure Plan; and
- Coordination with the delivery of required stormwater infrastructure, landscaping, and pedestrian connectivity.

The delivery of this road infrastructure is essential to enabling staged access to key development lots, integrating the development with the regional transport network, and facilitating future development to the west of the site.

All works will be designed and delivered in accordance with EDQ Engineering Standards, supported by detailed design documentation to be submitted as part of the Operational Works approval process.

3.3.2. Advertising Devices (Signage)

The application also seeks approval for Advertising Devices associated with the proposed commercial uses within the development. Signage will be designed to complement the built

form and broader streetscape character, providing legibility and visibility while maintaining visual cohesion and compliance with the Greater Flagstone PDA Development Scheme and EDQ signage guidelines.

Advertising devices will be located on each lot in accordance with tenancy orientation and access arrangements and will generally comprise a combination of building-mounted and freestanding signs.

Refer to Architectural Plans (Appendix C) for further information on the advertising devices.

3.4. Proposal Details

An overview of the proposed development and its intended operation is provided below in Table 4.

Table 4 - Land Uses & Design

Aspect	Response
- 61 1	165550136
Defined Use:	■ Fast Food Premises means the use of premises for the preparation and sale of food to the public generally for immediate consumption off the premises. The term may include drive through facilities and ancillary facilities for the consumption of food on the premises. ■ Showroom means the use of premises primarily for the sale of goods of a related product line that area of a size, shape or weight that requires: ■ A large area for handing, display or stage; and ■ Direct vehicle access to the building by members of the public for loading and unloading items purchased or hired. ■ Warehouse means the use of premises for the storage of goods whether or not in a building, including self storage facilities or storage yards. ■ Shop means the use of premises for the display, sale or hire of goods or the provision of personal service or better to the public. ■ Service Industry means the use of premises for industrial activities that have no external air, noise or odour emissions from the site and can be suitably located with other non-industrial uses. Note: "Car Wash" is not a defined land use under the Greater Flagstone PDA Development Scheme. In accordance with advice from EDQ, this use is to be assessed as falling within the broader definition of Service Industry for the purposes of the application.
Building Form:	 Tenancy 2 features a maximum building height of two (2) storeys and 15.20m above ground level. Tenancy 10 features a maximum building height of four (4) storeys and 12.87m above ground level.

Aspect	Response
	■ Tenancy 1, Tenancy 3, Tenancy 4, Tenancy 5, Tenancy 6, Tenancy 7, Tenancy 8 and Tenancy 9 are limited to one (1) storey.
Site Cover:	The proposed development results in an impervious area of 49,316.5m ² which equates to 74.78% of the site area.
Materials & Finishes:	Refer to the Architectural Plans (Appendix C) for further information on the materials and finishes.
Landscaping:	The proposed development includes significant landscaping areas $(16,628.5m^2)$ across the site which equates to 25.21% of the site area.
Vehicle Access:	<pre>Vehicle ingress and egress will be facilitated via the following access arrangements: One (1) driveway crossover to Allis Street; Two (2) driveway crossovers to the New Beith Road extension; Several internal access points which will be established from the eastern and western legs of the new roundabout.</pre>
Pedestrian Access:	Pedestrian access is provided at multiple points around the site to support safe, direct and legible movement between public road frontages and tenancies. A primary pedestrian entry is located at the corner of Homestead Drive and Hollows Road, reinforcing the site's urban corner and aligning with the future cross-block pedestrian link identified in the PDA Structure Plan. Additional footpath connections are provided along Allis Street, Hollows Road, and Homestead Drive, linking parking areas, tenancy entrances, and future active transport corridors. All pedestrian pathways are integrated with landscape treatments and designed to maintain clear sightlines and DDA compliance.
Car Parking:	The proposed development provides a total of 452 on-site car parking spaces, distributed across the site to service the proposed tenancies. The parking allocation is as follows: Tenancy 1, Tenancy 2, Tenancy 3, Tenancy 4 and Tenancy 5: 397 car parking spaces, including seven (7) PWD spaces. Tenancy 6, Tenancy 7, Tenancy 8 and Tenancy 9: 40 car parking spaces, including three (3) PWD spaces. Tenancy 10: 15 car parking spaces, including one (1) PWD space.
Waste Storage / Collection:	Waste collection for the development is accommodated on-site via dedicated bin storage areas located adjacent to individual tenancies and shared waste enclosures, primarily within the central car park areas and along internal service lanes. Waste

Aspect	Response
	collection has been designed to occur entirely within the site, with collection vehicles entering and exiting in forward gear.
Servicing / Loading:	Servicing for the development is provided via multiple on-site loading zones integrated across the precinct, including within parking areas and designated loading bays behind tenancies. Each tenancy has access to an adjacent or nearby loading area that allows for deliveries, loading/unloading, and operational support without disrupting customer movement or external road traffic.

3.5. Infrastructure, Services and Assets

An overview of the proposed infrastructure services connections and stormwater management strategies are provided at Table 5.

Table 5 - Infrastructure, Services and Assets

Aspect	Response
Water:	The site will be serviced via existing water mains located within Hollows Road, Homestead Drive and New Beith Road. Connection to the potable network will be provided via new service connections established in consultation with the relevant authority. Dual connections for both potable and fire flow supply are anticipated. The existing network is expected to have adequate capacity to service the proposed development, subject to confirmation during detailed design.
Sewer:	Gravity sewer infrastructure is available adjacent to the site, with connection points available in the Hollows Road and Homestead Drive corridors. The development will extend internal gravity mains to service all proposed tenancies, with connection to the existing network subject to alignment and access requirements. Council access to any sewer infrastructure traversing under public roads or easements will be maintained.
Stormwater Quantity:	The lawful point of discharge (LPD) for the site is the existing infrastructure within Lot 905 on SP216472 via public road reserve, located to the north of the development. Stormwater from the development will be captured by an internal drainage network and directed to detention basins and stormwater infrastructure within Lot 905. Post-development flows will be controlled to predevelopment conditions in accordance with the EDQ Engineering Standards – Stormwater Management.
Stormwater Quality:	Stormwater quality will be managed via a combination of bioretention basins and proprietary treatment devices. The system

Aspect	Response
	has been designed to achieve compliance with State Planning Policy (SPP) water quality objectives. Refer to the Site Based Stormwater Management Plan (Appendix G).
Required Road Works:	The development includes the extension of Hollows Road through the site to connect to the New Beith Road / Parkside Drive roundabout. The western leg of the roundabout will also be partially constructed to service the development. Verge and pavement works are proposed along Allis Street, Hollows Road, and Homestead Drive to support the proposed access and ensure alignment with the PDA Structure Plan.
Electricity, Data and Telecommunications:	Existing power and communication infrastructure is available in proximity to the site. Final design and connection points will be confirmed during detailed design in consultation with telecommunications providers. Service conduits will be extended to each lot to enable future activation and independent supply.
Street Tree:	No street trees are proposed to be removed to facilitate development. Landscape treatments will enhance the public realm along all frontages and include new street tree planting consistent with the landscape concept plan.
Earthworks & Retaining:	Earthworks will include site levelling, road formation, and trenching for services. Finished surface levels have been designed to support positive drainage, maintain flood immunity, and enable staged delivery. Localised retaining will be required along boundary interfaces and driveway transitions.

3.6. Supporting Information

To assist EDQ in the assessment of this development application, several specialist reports have been prepared and are summarised below:

3.6.1. Detail and Level Survey

A Detail and Level Survey has been prepared by Simpson Rayner Surveys and is provided at Appendix B.

3.6.2. Architectural Plans

The Architectural Plans prepared by Verve Design Group are provided within Appendix C.

3.6.3. Landscape

Andrew Gold Landscape Architect has prepared a Landscape Concept Plan, which is provided at **Appendix D**. The proposal dedicates 16,628.5m² to landscaping and deep planting across the site. As outlined in the Landscape Concept Plan, the development proposes the following outcomes:

- Design Philosophy: Landscape zones have been shaped by internal circulation routes, tenancy frontages and functional desire lines to support intuitive movement across the site. Species selection focuses on drought-tolerant, low-maintenance, and subtropical varieties to ensure year-round greenery, resilience, and minimal upkeep. Planting zones have been designed to integrate with infrastructure corridors and site staging, avoiding conflict with services and enabling a coordinated delivery across all development phases.
- Internal Site Areas: Deep planting is incorporated into car park medians, boundary interfaces and high-traffic areas to provide shade, reduce urban heat, and soften hardstand surfaces. Turf and mixed planting beds are provided alongside fast food queuing lanes and pedestrian paths, enhancing comfort, legibility, and amenity for users. Landscaping is arranged to frame key gathering areas and dining zones while maintaining clear sightlines for vehicle and pedestrian safety.
- Streetscape Interface: Layered perimeter planting along Hollows Road, Homestead Drive, Allis Street and New Beith Road establishes a continuous green edge and reinforces the site's visual identity. Large canopy trees in verge treatments provide passive shading and visual relief, while feature planting at entry points and prominent corners contributes to place-making and legibility. Low shrub planting and spill-over garden beds soften built form edges adjacent to parking areas and tenancies.
- Environmental Performance: Landscaping supports microclimate regulation and stormwater outcomes through integrated WSUD elements (e.g. biofiltration zones where applicable), improved infiltration, and enhanced evapotranspiration. The landscape design contributes to reduced hardscape heat retention, supports long-term urban resilience, and complements adjacent infrastructure upgrades.

3.6.4. Traffic

A Traffic Impact Assessment has been prepared by Q Traffic within Appendix E. The key findings of the report are outlined below:

- Access and Circulation: The development will be accessed via one (1) driveway crossover to Allis Street, two (2) driveway crossovers to the New Beith Road extension and several internal access points which will be established from the eastern and western legs of the new roundabout. The proposed development establishes a safe and efficient vehicle access arrangement for all user types. Access locations have been designed to achieve adequate sight distances, separation from intersections, and suitable queuing capacity, in accordance with engineering design standards and the road hierarchy.
- Car Parking Provision: A total of 452 on-site car parking spaces will be provided, appropriately distributed across the site to serve individual tenancies. Car parking design is compliant with AS2890.1, with provision for accessible spaces, bicycle parking, and loading zones. Parking layouts support safe and legible vehicle movement, including a mix of one-way and two-way circulation patterns tailored to tenancy needs.
- Drive-Through Queuing: Queuing areas are integrated on-site for all four (4) Fast Food Premises, designed to accommodate a minimum of nine (9) vehicles per lane. These queues are fully internalised and separated from public roads, avoiding impacts to external traffic flow and ensuring safe ingress and egress during peak demand periods.
- Servicing and Manoeuvring: Servicing is accommodated on-site with dedicated loading bays and appropriate turning areas for design vehicles, including Articulated Vehicles (AV), Heavy Rigid Vehicles (HRV) and Refuse Collection Vehicles (RCV). Swept path assessments

- confirm that all vehicle movements can be completed safely within site boundaries and in accordance with AS2890.2 clearance requirements.
- **Network Integration and Upgrades**: The development includes the delivery of key transport infrastructure, including:
 - Extension of Hollows Road to the north, connecting to the New Beith Road / Parkside
 Drive roundabout;
 - Partial construction of the western leg of that roundabout as part of Stage 4; and
 - o Trunk pedestrian pathway connection along the Hollows Road corridor.

3.6.5. Civil Engineering

An Engineering Services Report has been prepared by Pinnacle Engineering and is provided at Appendix F. The key findings of the report are outlined below:

- Earthworks and Site Levels: Earthworks have been designed to create a level platform suitable for the staged delivery of tenancies, internal roads, and access crossovers. Finished surface levels are coordinated with stormwater drainage, access points, and adjoining road infrastructure. Earthworks volumes will be balanced where possible to minimise import/export and ensure efficient site preparation.
- Roadworks and Access Infrastructure: The development includes the extension of Hollows Road, forming the southern leg of the New Beith Road / Parkside Drive roundabout, along with partial construction of the western leg as part of Stage 4. Additional internal access roads and verge works will be constructed to support the delivery of the ultimate development whilst integrating with existing and future movement networks. Pavement design, verge crossfalls, and kerb profiles have been developed in accordance with EDQ Engineering Standards.
- Water Supply Infrastructure: The site will be serviced by the existing reticulated water network, which has sufficient capacity to support the proposed development. New service connections will be established from existing mains located within Hollows Road, Homestead Drive, and New Beith Road, subject to detailed design and connection approvals.
- Sewer Infrastructure: Gravity sewer infrastructure is available adjacent to the site and will be extended internally to service all proposed tenancies. Connection points and internal sewer layout have been designed to meet utility provider requirements, with adequate fall and alignment for each proposed lot.
- Electricity and Telecommunications: Electrical supply and communications infrastructure are available in proximity to the site. Each lot will be provided with service conduits and pits as required. Connections and load demands will be refined through design development in consultation with Energex and relevant telecommunications providers.
- Staging and Delivery: Civil infrastructure has been designed to enable logical staging across five (5) development stages. Key infrastructure items will be sequenced to ensure full servicing of each lot at time of activation.

3.6.6. Stormwater Management

A Site Based Stormwater Management Plan has been prepared by Pinnacle Engineering and is provided at **Appendix G**. The key findings of the report are outlined below:

■ Stormwater Quantity: The quantity of stormwater will be managed as follows:

- Stormwater from the post-development site will be managed via a combination of offsite and on-site infrastructure, including a regional dual-use bio-retention / detention basin, treatment / detention tanks, and proprietary treatment systems, consistent with previous approvals associated with the site (Peak Urban 2020-2021).
- The off-site basin manages minor storm attenuation and water quality treatment for Catchments A, Ext 1, and Ext 2, while Catchment B is treated locally using an underground treatment train. Major flows (1% AEP) are addressed through regional infrastructure.
- All systems discharge via public road reserve to the designated Lawful Point of Discharge (Lot 905 on SP216472) and ultimately Sandy Creek, with minor storms conveyed via pipes and major storms via a combination of piped and overland flow, in accordance with QUDM.
- Stormwater Quality: The stormwater management strategy incorporates bioretention basins, swales, and proprietary treatment devices, designed to achieve compliance with State Planning Policy (SPP) water quality objectives. Water quality treatment is integrated throughout the site, including:
 - o Bioretention basins within landscape zones adjacent to Tenancy 6 and 10;
 - GPTs (gross pollutant traps) within major trunk lines; and
 - Pre-treatment chambers adjacent to driveway inlets and discharge points.
- Flooding: All finished surface levels have been designed to ensure overland flow paths are maintained and flood immunity is achieved for all tenancies.
- Compliance and Maintenance: The stormwater strategy has been designed in accordance with the EDQ Engineering Standards Stormwater Management and the PDA Guideline No. 13. A maintenance regime for all stormwater quality improvement devices (SQIDs) is proposed and will be documented in an Operational Works application.

3.7. Consultation - Assessment Manager

A prelodgement meeting (PRE2024/860) was held with EDQ on 18 December 2024. A copy of the prelodgement meeting minutes and full response is provided at **Appendix H**.

4. ASSESSMENT PROVISIONS

4.1 Relevant Considerations

Section 33 of the *Economic Development Act 2012* (the Act) identifies a Material Change of Use as Development and is subsequently PDA Assessable Development, as identified at Section 33(3)(b), because it is:

"...(b) development that a relevant development instrument for a priority development area provides is PDA assessable development, including PDA-associated development identified in the instrument..."

In particular, the proposed Material Change of Use is categorised as Permissible Development under Section 3, Table 2, Column 3(a) of the *Greater Flagstone Development Area Development Scheme*. As such, it is understood public notification is not required as part of the proposal.

Section 87 of the Act details that the development application is to be assessed against the following:

- The main purpose of the Act;
- Any relevant State interest;
- The Greater Flagstone Priority Development Area Development Scheme;
- Any PDA preliminary approval in force for the relevant land; and
- Any preliminary approval under the *Planning Act 2016* in force for the relevant land.

Following a comprehensive assessment of the proposed development in alignment with the above (Appendix I), we provide Table 6 below which summarises the findings of these assessments for your ease of reference.

Table 6 - Compliance Summary

Benchmark	Proposal		
Purpose	The proposed development seeks approval for a mixed-use development that is aligned with the land use intent and assessment criteria outlined in the relevant development scheme. As such, the proposal is fully consistent with the purpose of Economic Development Act 2012.		
State Interests	An assessment against the relevant benchmarks associated we these matters of State interest has been undertaken. On balanche the proposed development complies with the relevant benchmark and, as such, does not adversely impact matters of State interest. Please refer Appendix I for further detail.		
Greater Flagstone PDA Development Scheme	The proposed development complies with the provisions of the Development Scheme as established in Appendix K .		

Preliminary Approval (Land)	Not applicable. There is no preliminary approval over the land which varies the provisions of the Greater Flagstone PDA Development Scheme.
Preliminary Approval (PACT 2016)	Not applicable. There is no preliminary approval over the land outlined within PACT 2016 which varies the provisions of the Bowen Hills PDA Development Scheme.

5. KEY PLANNING MATTERS

The following section provides further discussion regarding key aspects of the proposed development and clearly demonstrates that the proposed development is, on balance, an appropriate development outcome.

5.1. Suitability of Proposed Land Uses

The subject site is located within the Major Centre Core of the Major Centre Zone, as identified in the Greater Flagstone Priority Development Area Development Scheme. The purpose of this zone is to facilitate the development of a high-functioning, service-oriented town centre that accommodates a broad range of retail, commercial, entertainment, and community uses. The Major Centre Core is intended to serve as the primary focus of business, employment and activity within the PDA.

The proposed development is consistent with this intent and contributes meaningfully to the staged delivery of a flexible, mixed use commercial precinct that will support the emerging Flagstone community and its regional catchment. The proposal achieves this in the following ways:

- The proposed land uses, including, Fast Food Premises, Showrooms, Shop, Service Industry (Carwash), and a Warehouse (Self-Storage) are consistent with the non-residential and service-based functions anticipated in the Major Centre Core. These uses will support the day-to-day needs of the local population and establish a functional commercial anchor for future growth.
- The development is strategically located across multiple street frontages, including Homestead Drive, Hollows Road, New Beith Road and Allis Street. This enables a high degree of site accessibility, visibility and urban integration, consistent with the zone's role as a transit-supportive centre.
- The layout has been designed to encourage street-level activation, through the inclusion of active frontages, outdoor dining spaces, and internalised queuing and servicing areas, enhancing the quality of the public realm.
- The proposal will facilitate a range of employment-generating uses, supporting both construction-phase jobs and long-term economic activity within Flagstone. The mix of uses offers flexibility for a range of tenancies and business models, promoting local job creation across retail, food service, logistics, and operations.
- The proposal also integrates with key community infrastructure and transport networks, including proximity to existing bus stops and the future train station identified in the Flagstone Context Area One Area Plan, reinforcing its suitability as a central, accessible commercial precinct.
- While the car wash is not expressly defined under the Development Scheme, EDQ has advised that it may be appropriately categorised as a "Service Industry" use. It is minor in scale, functionally aligned with the precinct's commercial character, and has been designed to integrate seamlessly with adjoining tenancies and the broader site layout.

In summary, the proposed development aligns with the land use intent, strategic function and design principles of the Major Centre Core and represents a logical and well-integrated contribution to the delivery of the Flagstone town centre.

5.2. Key Built Form Parameters

5.2.1. Building Height and Gross Floor Area

The Greater Flagstone PDA Development Scheme (Amendment No. 1) establishes a simplified set of built form controls, with fewer prescriptive requirements than other PDAs. Specifically, the Scheme provides guidance on minimum and maximum building heights and maximum gross floor area (GFA), with limited quantitative criteria relating to setbacks, site coverage, or landscaping requirements.

This more flexible framework allows for a performance-based assessment of site planning and built form outcomes, enabling development to respond to site-specific context, land use mix, and urban structure while still achieving the overarching vision and intent of the PDA.

An assessment of the proposed development against the applicable prescriptive parameters provided within Table 1 of the Development Scheme for land within the Major Centre Core Precinct of the Major Centre Zone is provided in **Table 7** below. The proposed built form is fully compliant with the Development Scheme's controls and has been designed to achieve high-quality urban, functional and amenity outcomes across the site.

Table 7 - Built Form Outcomes

Aspect	PDA Requirement	Proposed	
Max. Building Height	Twelve (12) storeys	Four (4) storeys	
Min. Building Height	Two (2) storeys	One (1) storey	
Max. Gross Floor Area	 Retail / Entertainment - 100,000m² Commercial - 90,000m² Low Intensity Retail / Showroom - Not Applicable Service Industry, Large Scale Commercial Use, Low Impact Industrial Uses - Not Applicable 	25,487.5m ²	
Community Services (Indicative GFA)	40,000m²	Not Applicable	

While the proposed development complies with the maximum building height and gross floor area (GFA) provisions of the Greater Flagstone PDA Development Scheme, it does not meet the minimum building height requirement prescribed for sites within the Major Centre Precinct of the Major Centre Core, which anticipates a minimum of two (2) storeys.

This variation arises from the functional and operational characteristics of the proposed land uses. The development accommodates a mix of tenancies that are traditionally designed and delivered in a single-storey format, consistent with contemporary commercial development standards and market expectations. These uses typically rely on at-grade access, visibility from the street, and integration with on-site parking and servicing areas—all of which are critical to their operation and commercial viability.

Importantly, the adoption of single-storey built form does not detract from the strategic or visual intent of the Development Scheme. The proposal:

- Delivers a coordinated and legible site layout that ensures strong interface with street frontages, providing clear visual connections and accessibility;
- Achieves a human-scaled built form, supported by façade articulation, landscaping, and covered pedestrian pathways that contribute to place-making and pedestrian amenity; and
- Incorporates multiple tenancies and building forms across the site, avoiding repetitiveness and reinforcing the site's function as a vibrant mixed-use centre.

Further, the built form outcome remains aligned with the Development Scheme's broader vision for the Major Centre Core by:

- Delivering employment-generating, service-based uses in a format that responds to the area's current stage of growth and demand;
- Supporting the centre's role as a commercial and retail anchor for the surrounding community; and
- Integrating with the existing and future transport network, including bus stops and the proposed Flagstone train station, reinforcing accessibility and activation.

In this context, the reduced building height does not result in adverse impacts to amenity, functionality, or the delivery of a cohesive urban centre. Rather, it reflects a fit-for-purpose design response that aligns with the precinct's current development stage while preserving capacity for long-term intensification. The proposal is therefore considered to achieve the intent of the Scheme notwithstanding the variation to the minimum height provision.

5.2.2. Setbacks

The Greater Flagstone PDA Development Scheme does not prescribe specific setback requirements for development within the Major Centre Core. In the absence of quantitative benchmarks, the proposed setbacks have been assessed on a performance and merits basis, with careful consideration of the operational needs of individual tenancies, the strategic context of the site, and the vision for a centre of the proposed scale. Given the scale and complexity of the precinct, which includes several separate tenancies across multiple lots and stages, a uniform setback approach is neither practical nor desirable. Instead, setbacks have been varied across the site to respond to:

- Site geometry and interface conditions;
- Functional and access requirements of specific land uses (e.g. fast food drive-throughs, showroom frontage, warehouse servicing); and
- Streetscape integration and public realm outcomes.

The resulting built form provides:

- Appropriate separation between buildings, car parking, and pedestrian areas;
- Clear sightlines and entry legibility from public roads;
- Activation of key frontages and corner sites; and
- Landscaped edges that soften the interface with roadways / contribute to visual amenity.

This flexible but deliberate approach ensures that the development supports safe circulation, operational efficiency, and urban integration while reinforcing the site's role as a mixed use centre within a high-growth regional context.

In our view, the proposed layout as proposed is entirely consistent with the intent of the Development Scheme, represent best-practice commercial design, and deliver a well-considered, context-responsive built form outcome appropriate for a staged, master-planned centre.

5.2.3. Site Coverage and Landscaping

The Greater Flagstone PDA Development Scheme does not prescribe quantitative benchmarks for site cover or landscaping. In the absence of prescriptive requirements, a merits-based approach has been adopted to ensure the proposed development achieves an appropriate balance between built form, functional layout, and green interface treatments.

In our view, the proposed site coverage and landscaping outcomes represent a well-balanced and contextually appropriate response for a mixed use commercial precinct within a strategic Major Centre location. The built form is proportionate and human-scaled, avoiding visual dominance while integrating a landscape-led public realm that enhances overall amenity, legibility, and site identity.

Proposed Site Coverage and Landscaping Summary

- Total Site Area: 65,950m² (6.595ha)
- Total Site Coverage: 49,316.5m² (74.78% of the site area)
- Total Landscape Area: 16,628.5m² (25.21% of the site area)

Landscape Strategy

The landscape design has been developed to deliver a cohesive, climate-responsive, and contextually integrated public realm that enhances both the function and visual quality of the precinct. It responds to Flagstone's subtropical climate, reinforces the role of the site within the Major Centre Core, and supports the delivery of a green, accessible and high-amenity commercial hub. The strategy is underpinned by the following key principles:

- Green Interface Treatment: Landscape buffers and verge plantings are provided along Hollows Road, Homestead Drive, Allis Street, and New Beith Road, softening the built form and establishing a consistent green edge. Tree planting within verges and setbacks provides visual relief, integrates with the streetscape, and enhances passive surveillance. Planting treatments are coordinated with pedestrian paths, driveways, and queue lanes to maintain clear sightlines and achieve high-quality interface outcomes.
- Internal Amenity and Shade: Extensive soft landscaping is integrated into car park medians, boundary edges, and between tenancies, with canopy trees, shrub beds and turf zones contributing to microclimate moderation and reducing urban heat. Landscaping is designed to enhance pedestrian comfort, define circulation corridors, and frame outdoor dining areas adjacent to fast food premises.
- Wayfinding and Legibility: Planting arrangements highlight entry points, reinforce pedestrian desire lines, and delineate key spaces such as drive-through lanes and forecourts. This assists intuitive navigation across the site for both vehicles and pedestrians, while enhancing spatial clarity and access to tenancy frontages.

- Subtropical Character and Resilience: The planting palette incorporates low-maintenance, drought-tolerant and subtropical species that deliver seasonal interest and long-term visual consistency. The design supports urban resilience through water-efficient species selection and contributes to the broader landscape character envisioned for the Flagstone PDA.
- **Key Corners**: As illustrated within **Extract 11**, there is a significant degree of landscaping provided along each road frontage with an emphasis on ensuring the key corners of the ultimate development site establish a green and visually appealing appearance from the streetscape. The range of landscaping within the key corners of the site in conjunction with the variation in built form elements and appropriate boundary setbacks ensure the development actively responds to each street frontage.



Extract 11 - Overall Landscape Concept Plan (25.053 - Issue E)
Source - AGLA

The proposed landscape strategy ensures a visually balanced and functionally robust outcome, delivering a high-quality, climate-appropriate commercial environment that supports community interaction, wayfinding, and urban cooling in alignment with the intent of the Greater Flagstone PDA Development Scheme.

Please refer to the Landscape Concept Plan (Appendix D) prepared by AGLA for further detail.

5.3. Traffic

5.3.1. Road Network Upgrades

The proposed development is supported by a package of targeted road network upgrades, designed to respond to site access requirements, support broader connectivity within the

Major Centre Core, and align with the intended future road hierarchy as outlined in the Greater Flagstone PDA Structure Plan. These upgrades are detailed in Section 5.1 and 5.2 of the Traffic Impact Assessment prepared by Q Traffic (Appendix E) with further information provided below.

The development will deliver the following key infrastructure upgrades:

- Extension of Hollows Road: Construction of the southern leg of the New Beith Road / Parkside Drive / Hollows Road roundabout, delivering a critical north-south connector through the site. This upgrade enables access to the ultimate development and integrates with the existing and future road network.
- Partial Construction of the Western Leg of the Roundabout: As part of Stage 4, the applicant will deliver a portion of road which will operate as the western leg of the New Beith Road / Parkside Drive roundabout, consistent with ultimate roundabout design intent. This extension will facilitate access to Tenancy 10 / Proposed Lot 1.
- Upgrades to the Gates Road / Homestead Drive Intersection: The development supports signalised upgrades previously conditioned by EDQ for an adjacent development (DEV2021/1219), including:
 - Signalisation of the intersection;
 - Right-turn pocket construction; and
 - Road widening and pedestrian crossings.
- Construction of Internal Access Roads and Crossovers: Vehicle ingress and egress will be facilitated via one (1) driveway crossover to Allis Street, two (2) driveway crossovers to the New Beith Road extension with several internal access points which will be established from the eastern and western legs of the new roundabout. All vehicle access has been designed in accordance with Austroads and AS2890.1, with widths ranging between 6.0m and 9.0m to support safe entry and exit movements.
- Pedestrian and Verge Works: Verge upgrades and new footpaths will be delivered along all road frontages, including trunk pedestrian infrastructure along Hollows Road, consistent with the PDA Active Transport Network.

5.3.2. Hollows Road Extension

As outlined above, the proposed development involves the construction of a new portion of road which connects the southern leg of the New Beith Road / Parkside Drive roundabout to the constructed portion of Hollows Road. This portion of road is a critical north-south connector through the site which improves the existing road network and integrates with the future road network.

While the EDQ Trunk Infrastructure Mapping does not currently identify this road connection as trunk infrastructure, it is submitted to EDQ that this segment should be designated as trunk infrastructure for the following reasons:

- Strategic connectivity and broader benefit: The proposed road will connect the retail / commercial centre in the south with the residential catchment in the north, improving accessibility and exposure for both existing and future businesses while supporting transport the wider catchment area.
- Planned Infrastructure Intent: Hollows Road was previously identified as trunk infrastructure, and the proposed extension reflects the original planning intent,

including the design of the existing roundabout and adjacent road sections to accommodate this future link.

- Integrated Active Transport and Urban Design Outcomes: The road includes high-quality pedestrian and cyclist pathways on both sides, promoting active transport use and supporting safe, accessible movement within the centre and between residential and commercial areas.
- Network Capacity and Traffic Relief: The connection provides an alternative route that will reduce congestion on the surrounding road network, particularly along New Beith Road, and ensure sufficient capacity to accommodate both planned and future development.
- Proactive Infrastructure Delivery: Although the development could operate without this connection, the applicant is proactively delivering this segment in recognition of its significant functional and strategic benefit to the broader area.
- **Network Impacts**: The overall road design which is reliant on the Hollows Road extension ensures all vehicle queuing, manoeuvring, and service movements are internalised, resulting in no adverse impacts on the external road network and supporting safe and efficient traffic operations.

Overall, the proposed road network upgrades reflect the intended road hierarchy and staging pattern under the PDA Structure Plan, deliver immediate functional access to the subject site, provide strategic network improvements that benefit the wider Major Centre and are proportionate to the development's scale and role within the Flagstone Town Centre.

Further information confirming the trunk function of the Hollows Road extension is provided within Section 3.1.1 of the Traffic Impact Assessment prepared by Q Traffic (Appendix E).

Accordingly, the proposed upgrades are entirely consistent with the Greater Flagstone PDA Development Scheme and provide an infrastructure outcome that supports both local access and regional growth. On this basis, the works should be considered trunk infrastructure and an offset against the infrastructure charges payable should be applied.

5.3.3. Servicing

The proposed development incorporates a coordinated on-site servicing and loading strategy that is tailored to the operational needs of each tenancy while maintaining safe and efficient internal circulation across the precinct.

Key servicing outcomes include:

- Dedicated On-Site Loading Areas: Each tenancy is provided with either a direct or proximate loading zone, designed to accommodate Articulated Vehicles (AV), Heavy Rigid Vehicles (HRV) and Refuse Collection Vehicles (RCV). Loading areas are spatially distributed across the site to support the functional layout and staging of the precinct.
- Internal Manoeuvring: All service vehicle movements are confined to the site, with no reversing or turning within the public road reserve. Swept path analysis confirms that design vehicles can enter, load/unload, and exit the site in forward gear, in accordance with AS2890.2 and EDQ Engineering Standards.
- Service Separation from Customer Areas: Loading and servicing operations are physically separated from pedestrian entry points and customer car parking areas, minimising conflict and maintaining safe circulation paths for all users.

- Refuse Collection: Waste management is facilitated via dedicated bin enclosures located throughout the site. Refuse collection is to be undertaken on-site by rear-loading vehicles, with turning areas and collection points specifically designed to ensure full containment and compliance with clearance and manoeuvring standards.
- Timing and Operational Efficiency: Servicing is expected to occur outside of peak customer hours, reducing any potential for congestion or interface conflict. The layout and driveway geometry allow for simultaneous servicing of multiple tenancies without impacting general access or vehicle queuing.

Overall, the servicing strategy demonstrates a compliant, efficient, and site-responsive outcome, ensuring that operational demands are met without compromising safety, accessibility, or amenity.

5.4. Stormwater Management

The proposed development is supported by a comprehensive and integrated stormwater management strategy that addresses both site-specific stormwater controls and the function of the existing regional drainage network, which services a broader portion of the Flagstone Major Centre Core. The strategy has been prepared in accordance with the EDQ Engineering Standards – Stormwater Management and the State Planning Policy (SPP) stormwater quality objectives and is detailed in the Site-Based Stormwater Management Plan (SBSMP) prepared by Pinnacle Engineering (Appendix G).

The development is located within a broader drainage catchment that discharges into Lot 905 on SP216472 (north), which contains existing stormwater infrastructure constructed as part of early regional works. This infrastructure was originally designed to service both upstream and surrounding development within the Major Centre and plays a critical role in managing major overland flow paths and the regional detention of stormwater.

As outlined within Section 3.3 of the Site Based Stormwater Management Plan (Appendix G) prepared by Pinnacle Engineering the lawful point of discharge for the development site is Lot 905 on SP216472 which subsequently discharges in Sandy Creek. The proposed arrangement is consistent with the arrangement documented in the previously approved Stormwater Management Plan prepared by Peak Urban which is provided within Appendix H of the Pinnacle Engineering report.

Refer to the Site Based Stormwater Management Plan (Appendix G) for further details.

5.5. Hours of Operation

As outlined below, the hours of operation of each tenancy will vary:

- Showrooms (Tenancy 1, Tenancy 2A, Tenancy 2B and Tenancy 8): 7:00am to 6:00pm.
- Fast Food Premises (Tenancy 3, Tenancy 4, Tenancy 5 and Tenancy 6): 24 hours per day.
- Carwash (Tenancy 7): 24 hours per day.
- Workshop (Tenancy 9): 7:00am to 6:00pm.
- Warehouse (Tenancy 10): 24 hours per day.

The proposed hours of operation align with market conditions and a range of other nearby uses / facilities, including, McDonalds, Flagstone Tavern, Coles Flagstone, Swift Storage

Flagstone, Watson Chemists Flagstone, Snap Fitness 24/7 Flagstone and 7-Eleven (Service Station).

It is noted that the development site is significantly separated from nearby residential receptors. Further to the above, New Beith Road, which is located between the subject site and residential area, and the railway corridor, located to the west of the subject site, also contribute to background noise within the subject area.

Based on the above, the proposed hours of operation are appropriate for the location of the development site and anitpicated operation of each tenancy.

5.6. Development Charges and Offset Plan

The subject site is mapped within the Greater Flagstone PDA and is therefore subject to the development charges outlined within the Greater Flagstone Priority Development Area Development Charges and Offset Plan (DCOP). The associated charges contribute to funding the cost of Trunk Infrastructure which is proposed to service development within the PDA.

Table 8 provides an estimate of the charges and credits which will apply under the Development Charges and Offset Plan (DCOP) to the proposed development.

Table 8 - Development Charges Estimate

Charge Category	Development Scheme Land Use	Unit	Charge Rate	Gross Floor Area / Lot	Charge			
Material Change of Use								
Retail	Fast Food Premises	m ² GFA	\$320.00	948.0m²	\$303,360.00			
Retail	Showroom	m2 GFA	\$255.00	13,767.5m ²	\$3,510,712.50			
Industrial	Warehouse	m2 GFA	\$100.00	10,400.0m ²	\$1,040,000.00			
Industrial	Service Industry (Workshop / Car wash)	m² GFA	\$309.00	372.0m ²	\$114,948.00			
Sub Total				25,487.5m ²	\$4,969,020.50 (Charge)			
Reconfiguring a Lot								
Existing Lots (Credit)	Non-Residential Lot	Lot	\$10,186.00	Two (2)	(-) \$20,372.00 (Credit)			
Proposed Lots (Charge)	Non-Residential Lot	Lot	\$10,186.00	Seven (7)	\$71,302.00 (Charge)			
Sub Total				Five (5)	\$50,930.00 (Charge)			
TOTAL					\$5,019,950.50			

6. SUFFICIENT GROUNDS

Section 3.2.3 of the Greater Flagstone PDA Development Scheme (Amendment No. 1) states that PDA assessable development is consistent with the Land Use Plan if it complies with all relevant PDA-wide criteria and the relevant zone intents. However, development that does not comply with one or more criteria may still be considered consistent where:

- The development does not conflict with the vision of the PDA; and
- There are sufficient grounds to justify the approval, despite the non-compliance.

The proposed development is fully compliant with the land use intent, maximum building height, gross floor area, and all relevant PDA-wide criteria. The only item of non-compliance relates to the minimum building height requirement for development within the Major Centre Core, which anticipates a minimum of two (2) storeys across all sites.

A number of buildings within the development have been designed as single-storey structures, which reflects the operational and functional characteristics of the proposed commercial and retail land uses. Uses such as Fast Food Premises, Showrooms, Shops and Carwash are traditionally delivered in a single-storey format to allow:

- At-grade vehicle and pedestrian access;
- Efficient servicing and customer flow;
- Clear sightlines and tenant visibility;
- Flexibility in tenancy layout and delivery staging.

The single-storey form also avoids unnecessary vertical massing that would serve no functional purpose for the proposed uses and ensures efficient and market-aligned built form outcomes that support tenant viability.

Importantly, the proposal remains consistent with the vision of the Scheme and the strategic intent of the Major Centre Core, as it:

- Delivers a range of employment-generating and service-based land uses;
- Activates key frontages and pedestrian spaces through human-scaled built form and highquality landscaping;
- Provides a staged and flexible framework for development that can accommodate intensification over time; and
- Integrates with existing and planned infrastructure, including major transport corridors and the future rail station.

The reduced height outcome does not result in any adverse impacts to the functionality, amenity, or appearance of the centre. Rather, it reflects a fit-for-purpose design response aligned with the current development stage and commercial market conditions of the Flagstone PDA.

In this context, there are sufficient planning grounds to support the proposed variation, and the development is considered to remain consistent with the Land Use Plan for the purposes of assessment under Section 3.2.3 of the Development Scheme.

7. CONCLUSION AND RECOMMENDATION

This town planning report has been prepared by *Property Projects Australia Pty Ltd* on behalf of BluePoint Flagstone Pty Ltd ("the Applicant") in support of a development application lodged over land located at HOLLOWS ROAD, FLAGSTONE QLD 4280 being more formally described as Lot 25007 and Lot 25009 on SP303120.

Specifically, this development application seeks a development approval for the following aspects:

- PDA Development Permit for a Material Change of Use for Fast Food Premises, Showroom, Service Industry, Shop and Warehouse.
- PDA Development Permit for Reconfiguring a Lot for Subdivision Two (2) Lots into Seven (7) Lots with Access Easement.
- PDA Development Permit for Operational Works for New Road and Advertising Devices.

This town planning report demonstrates that the development application, on balance, is consistent with the purpose of the *Economic Development Act 2012*, the relevant State interests, and assessment provisions of the Greater Flagstone Urban Development Area Development Scheme applicable to the proposed development.

Therefore, pursuant to Section 85 of the *Economic Development Act 2012*, the development application is recommended for approval, subject to reasonable and relevant conditions.