



DEVELOPMENT SIGNS

Notice of intention to commence public notification
Section 17.2 of the Development Assessment Rules

DA/1008/2014

Kirkwood LFR Development Pty Ltd

C/- Development Signs Australia Pty Ltd
admin@developmentsigns.com.au

07 33 555 030

03 November 2025

Gladstone Regional Council

PO Box 29, Gladstone Qld 4680

RE: Development application for:

Changes Proposed:

- **The inclusion of a Large Format Retail (Activity Group) and other complementary uses, including Childcare Centre, and Educational Establishment (Swim School), which are to be 'consistent' & Code Assessable or Accepted Development under the KRCCC, consistent with the planning scheme's policy of locating large format, land consumptive commercial uses within Specialised Centres.**
- **Gross floor area thresholds for a Shop use to delineate between a small-scale Shop (where less than 500m²) and a large-scale Shop (minimum GFA of 500m² and other than a department store, discount department store exceeding 2,500m² of GFA, or supermarket) classified within the Large Format Retail Activity Group.**
- **Amendments to assessment benchmarks to align with the changes proposed and new assessment benchmarks to**

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capture new uses proposed of Childcare Centre, and Educational Establishment (Swim School).

- **Amendments to the Kirkwood Road Commercial Centre Code (alignment changes, uses and assessment benchmarks). Changes to Conditions 1, 2, 5, 8, 13, 17, 18, 19, 22, 23, 33, 36, 39, 40, 42, 43, 52, 58.**

Where: Lots 1, 2 & 3 KIRKWOOD ROAD, KIRKWOOD QLD 4680

On: Lots 1, 2 & 3 SP341685

Dear Sir/Madam

In accordance with section 17.2 of the Development Assessment Rules, I intend to start the public notification required under section 17.1 on:

06 November 2025

At this time, I can advise that I intend to:

☒ Publish a notice in:

CQ Today

on

05 November 2025

and

☒ Place notice on the premises in the way prescribed under the Development Assessment Rules

05 November 2025

and

☒ Notify the owners of all lots adjoining the premises the subject of the application

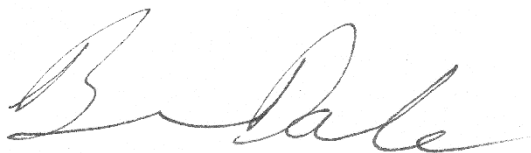
03 November 2025

DEVELOPMENT SIGNS

If you wish to discuss this matter further, please contact me on the above telephone number.

Yours sincerely

Ben Dale



03 November 2025



TOWN PLANNING REPORT

CHANGE ('OTHER') TO AN EXISTING VARIATION APPROVAL FOR DEVELOPMENT IN ACCORDANCE WITH THE KIRKWOOD ROAD COMMERCIAL CENTRE CODE DATED 18 DECEMBER 2015, PRELIMINARY APPROVAL FOR SHOWROOMS AND DEVELOPMENT PERMIT FOR RECONFIGURING A LOT (2 INTO 5 AND ROAD RESERVE)

ADDRESS: LOTS 1, 2 & 3 ON SP341685, KIRKWOOD ROAD, KIRKWOOD, QLD, 4680
PREPARED FOR: KIRKWOOD LFR DEVELOPMENT PTY LTD
DATE: 15 JULY 2025



Document Information

Issue Date	15 July 2025	Prepared for	Kirkwood LFR Development Pty Ltd
Prepared by	LM	Reviewed by	NH
Project No.	14769	Project Name.	Kirkwood Road, Kirkwood, QLD, 4680

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Executive Summary

This Town Planning Report is prepared by Human Habitats (HH) on behalf of Kirkwood LFR Development Pty Ltd (Applicant), in support of a Change ('Other') Application in accordance with Section 82 of the *Planning Act 2016* (Planning Act) over land at Lots 1, 2 & 3 on SP341685, Kirkwood Road, Kirkwood, QLD, 4680.

This application seeks a Change ('Other') to an Existing Approval (DA1008/2014), issued through the Planning and Environment Court (P & E Court) in Appeal 2977 of 2016 on 7 December 2017 described as:

- A Preliminary Approval under section 242 of the Sustainable Planning Act for development in accordance with the Kirkwood Road Commercial Centre Code dated 18 December 2015;
- A Preliminary Approval under section 241 of the Sustainable Planning Act for a material change of use of premises for showrooms; and
- Development Permit for Reconfiguring a Lot (2 into 5 and Road Reserve in 4 Stages).

The original approval took effect on 7 December 2017. An extension request was later sought on 26 July 2021 with Gladstone Regional Council (Council) extending the currency period of this approval from 7 December 2021 to 7 December 2027. Council agreed to extend the currency period in part until 7 December 2025. It is further noted that this approval benefits from extensions in accordance with the Minister's extension notices under the Planning Act, which results in the approval remaining in effect until **07/12/2027**.

This Change ('Other') Application is submitted concurrently to a request to further extend the currency period of the Development Approval. A five (5) year extension to the currency period is sought from the date of determination of this Change ('Other') as a result of new development intent from the Applicant.

The Applicant has identified a number of changes to Existing Approval in order to improve the functionality to deliver the project and implement staging, in addition to including land uses envisioned for the subject site based on current market demand and economic and community need. No changes are proposed to the site boundary of the Preliminary Approval.

Based on the Economic Need Assessments and data collected from Deep End Services, there is a demonstrable need for additional supermarket floorspace in the catchment due to limited existing supply and growing residential development. The new supermarket would improve consumer choice, stimulate competition, and provide economic benefits without undermining the viability of existing centres. Similarly, the LFR Activity Group responds to a substantial undersupply of national retailers in the broader Gladstone region, with the proposed 7,500m² of floorspace well within market capacity and expected to have minimal competitive impacts. The Childcare centre directly addresses a clear undersupply of places, with strong projected future demand and operational backing from a high-occupancy provider. Finally, the Educational establishment (Swim School) complements the site's mixed-use character, capitalising on collocation synergies with other community-focused services and addressing an evident gap in provision across the city. Collectively, these uses will deliver tangible community benefits, meet clear market needs, and support the ongoing growth and functionality of the Gladstone region.

Overall, the proposed development will not impact the fundamental vision of the relevant Kirkwood Road Commercial Centre Code (KRCCC) to facilitate an integrated approach to development of a Specialised centre of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades (refer to Figure 1 overleaf).

As an "other change" application, this application is assessed and decided in the context of the Existing Approval.



Figure 1: Rendered Perspective of Masterplan (Source: ThomsonAdsett, 2025)



1 Introduction

Under the provisions of the Planning Act, the proposed development involves a Change ('Other') to an Existing Approval (Preliminary Approval – DA/1008/2014) in accordance with Section 82 of the Planning Act and is assessable development.

This application seeks a Change ('Other') to an Existing Approval (DA1008/2014) which involved a Material Change of Use (Preliminary Approval) in accordance with Section 242 of the *Sustainable Planning Act 2009* (SPA) for development in accordance with the Kirkwood Road Commercial Centre Code. The Existing Approval is now taken to be a variation approval under the Planning Act.

The Existing Approval (DA1008/2014) was bound by the provisions of the KRCCC and the *Gladstone Plan 2006* which has now been superseded by the *Gladstone Regional Planning Scheme 2017* (Version 2).

The proposed Change ('Other') seeks the following key changes summarised below, but discussed in greater detail within Section 5 of this Town Planning Report:

- Administrative changes to bring the Preliminary Approval in line with *Planning Act 2016* and *Planning Regulation 2017* terminology (categories of assessment, assessment benchmarks, Preliminary Approval / variation request).
- Consistency changes to bring the Preliminary Approval in line with current Planning Scheme assessment benchmarks and terminology.
- Alignment of land use definitions to remain consistent with the *Planning Regulation 2017* and the removal of the 'Supermarket' definition from the KRCCC and align with the definition of Shop in accordance with the *Planning Regulation 2017*.
- The inclusion of a Large Format Retail (Activity Group) and other complementary uses, including Childcare Centre, and Educational Establishment (Swim School), which are to be 'consistent' & Code Assessable or Accepted Development under the KRCCC, consistent with the planning scheme's policy of locating large format, land consumptive commercial uses within Specialised Centres.
- Gross floor area thresholds for a Shop use to delineate between a small-scale Shop (where less than 500m²) and a large-scale Shop (minimum GFA of 500m² and other than a department store, discount department store exceeding 2,500m² of GFA, or supermarket) classified within the Large Format Retail Activity Group.
- Amendments to assessment benchmarks to align with the changes proposed and new assessment benchmarks to capture new uses proposed of Childcare Centre, and Educational Establishment (Swim School).
- Changes to the Staging to align with Phasing as per Masterplan of Preliminary Approval.
- Amendments to the Kirkwood Road Commercial Centre Code (alignment changes, uses and assessment benchmarks).
- Changes to Conditions 1, 2, 5, 8, 13, 17, 18, 19, 22, 23, 33, 36, 39, 40, 42, 43, 52, 58.

For this Change ('Other') and the provisions of the Planning Act to which this request is being made, the 'description' of the proposed development has been updated to reflect the terminology under the Planning Act for a Preliminary Approval that includes a variation request. As such, the development because of this Change ('Other') is now to be described as follows:

Development Approval for Preliminary Approval – Material Change of Use for Advertising Devices, Car Wash, Childcare Centre, Educational Establishment (Swim School), Food and Drink Outlet, Garden Centre, Hardware and Trade Supplies, Health Care Services, Indoor Sport and Recreation, Office, Service Station, Shop, Showroom, Veterinary Services, and Large Format Retail (Activity Group) over 3 stages and phases including a Variation Request to vary the effects of the Gladstone Regional Planning Scheme 2017 (Version 2) for development in accordance with the provisions of the Kirkwood Road Commercial Centre Code.



The above is herein referred to as the 'Proposed Development'. It is important to note that the only "new" uses in the preliminary approval aspect are the supermarket, child care centre, educational establishment (swim school) and that the "large format retail" activity group is reflective of the planning scheme's policy with respect to large format, land consumptive commercial uses in the Specialised centre zone (being the zone most akin to development under the Kirkwood Road Commercial Centre code).

1.1 Application Particulars

Table 1 - Site & Proposal Summary

Particular:	Detail:
Site Address	Lots 1, 2 & 3 on SP341685, Kirkwood Road, Kirkwood, QLD, 4680
Real Property Description	Lot 1 on SP341685 Lot 2 on SP341685 Lot 3 on SP341685
Total Site Area	57.657ha
Local Government Area	Gladstone Regional Council
Relevant Provisions	Gladstone Regional Planning Scheme 2017 (Version 2)
Zoning	Emerging Community Zone
Overlays	▪ Acid Sulphate Soils Overlay ▪ Airport Overlay ▪ Biodiversity Overlay ▪ Bushfire Hazard Overlay ▪ Building Heights & Frontage Overlay ▪ Flood Hazard Overlay ▪ Steep Land Overlay
Proposal Description	Change ('Other') to an Existing Approval (Preliminary Approval – DA1008/2014) for: ▪ A Preliminary Approval under section 242 of the Sustainable Planning Act for development in accordance with the Kirkwood Road Commercial Centre Code dated 18 December 2015; ▪ A Preliminary Approval under section 241 of the Sustainable Planning Act for a material change of use of premises for showrooms; and ▪ Development Permit for Reconfiguring a Lot (2 into 5 and Road Reserve in 4 Stages).
Pre-lodgement Advice:	Two (2) Pre-Lodgement Meetings with Council were held.
Category of Assessment	Impact Assessment
Easement(s)	▪ Easement A on SP118590 for the purposes of access ▪ Easement B on SP246153 for the purpose of electricity supply
Referral Agencies	▪ State Assessment and Referral Agency (SARA)

**Table 1 - Site & Proposal Summary**

Particular:	Detail:
	▪ Ergon Energy (Advice Agency)
Current Use	Vacant
Public Notification	30 business days
Applicant Contact	Nick Holt / Loic Morgan

1.2 Supporting Technical Documents

This Change ['Other'] Application is supported by the following accompanying plans and documents as described in Table 2:

Table 2 - Supporting Technical Documents

Document Name	Provided By:	Attachments
DA Form 1, DA Form 5, Extension Application Form	Human Habitats	Attachment 1
Property Searches	Human Habitats	Attachment 2
Landowner's Consent	Human Habitats	Attachment 3
Revised Architectural Plans & Masterplan	ThomsonAdsett Architects	Attachment 4
Economic Need Assessment	Deep End Services	Attachment 5
Civil Engineering Report	Bornhorst + Ward	Attachment 6
Traffic Impact Assessment	Rytenskild Traffic Engineering	Attachment 7
Environmental Assessment & Approvals Summary	S5 Environmental	Attachment 8
Letters of Intent	CADRE	Attachment 9
Response to KRCCC Codes	Human Habitats	Attachment 10
Revision of the Approval & KRCCC	Human Habitats	Attachment 11



2.3 Easements and Encumbrances

The subject site contains two (2) easements as identified in the survey plan provided as part of the recent ROL Approval (DA/6/2024) in Figure 3 and as detailed in the Smart Map provided within Attachment 2.

- EMT A on SP118590 – Gladstone Road Link Upgrades - Weegool Road; and
- EMT B on SP246153 – Ergon Electricity Easement.

The proposed development does not impact on the location and operation of these easements. For landowner's consent, Council consent has been provided for Easement A on SP118590 for access purposes, with Easement B on SP246153 being an 'excluded premises' in accordance with Schedule 2 of the Planning Act.

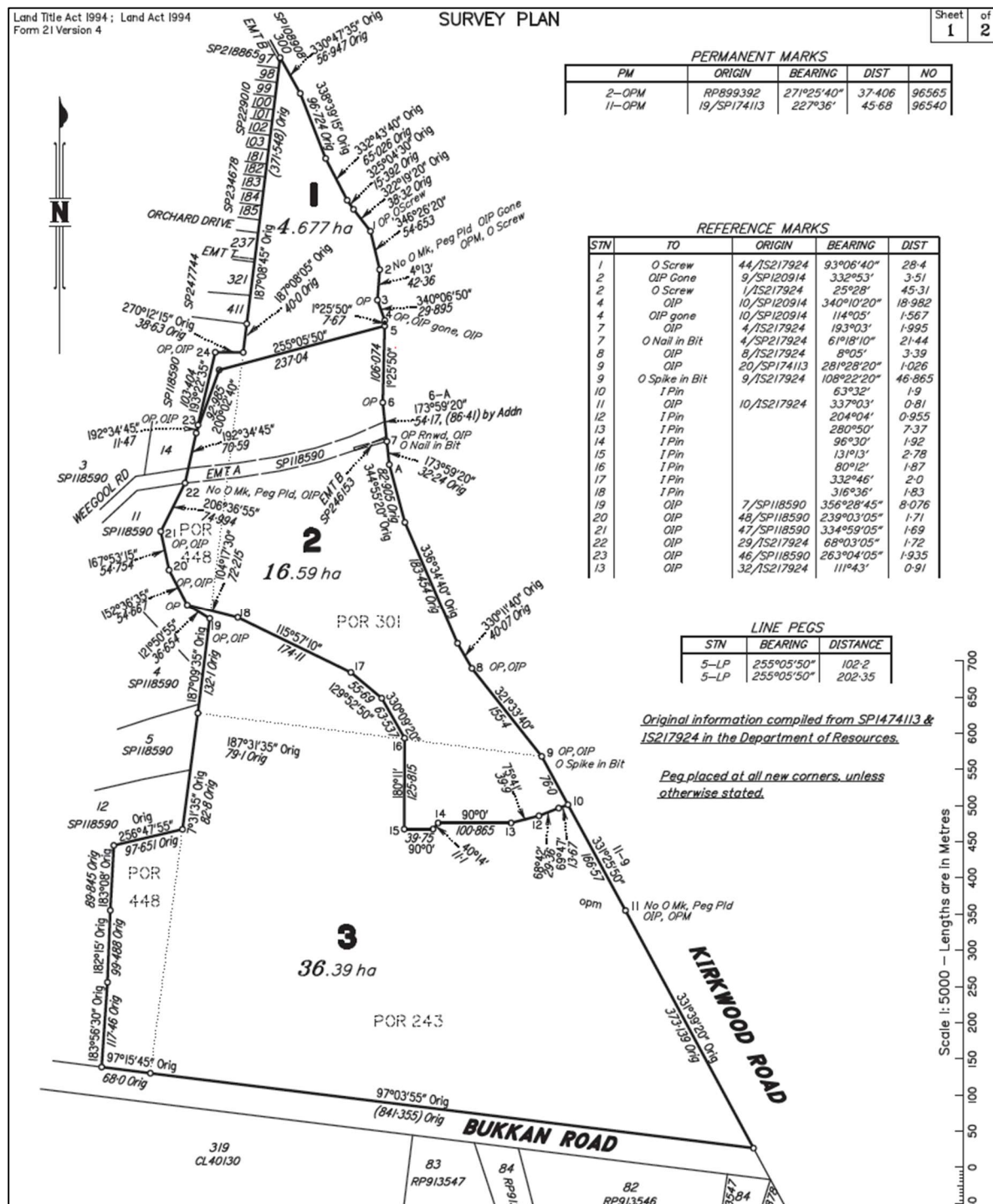


Figure 3: Approved Survey Plan (Source: Council Approval DA/6/2024)

2.4 Topography

The topography varies across the extension of the subject site with an overall fall of approximately 64m AHD across the entire site. The highest point of the site is approximately 82m AHD at the southern boundary, and the lowest point is approximately 18m AHD along the northern boundary of Lot 2 on SP341685.

A Contour Map of the subject site is provided below in Figure 4.

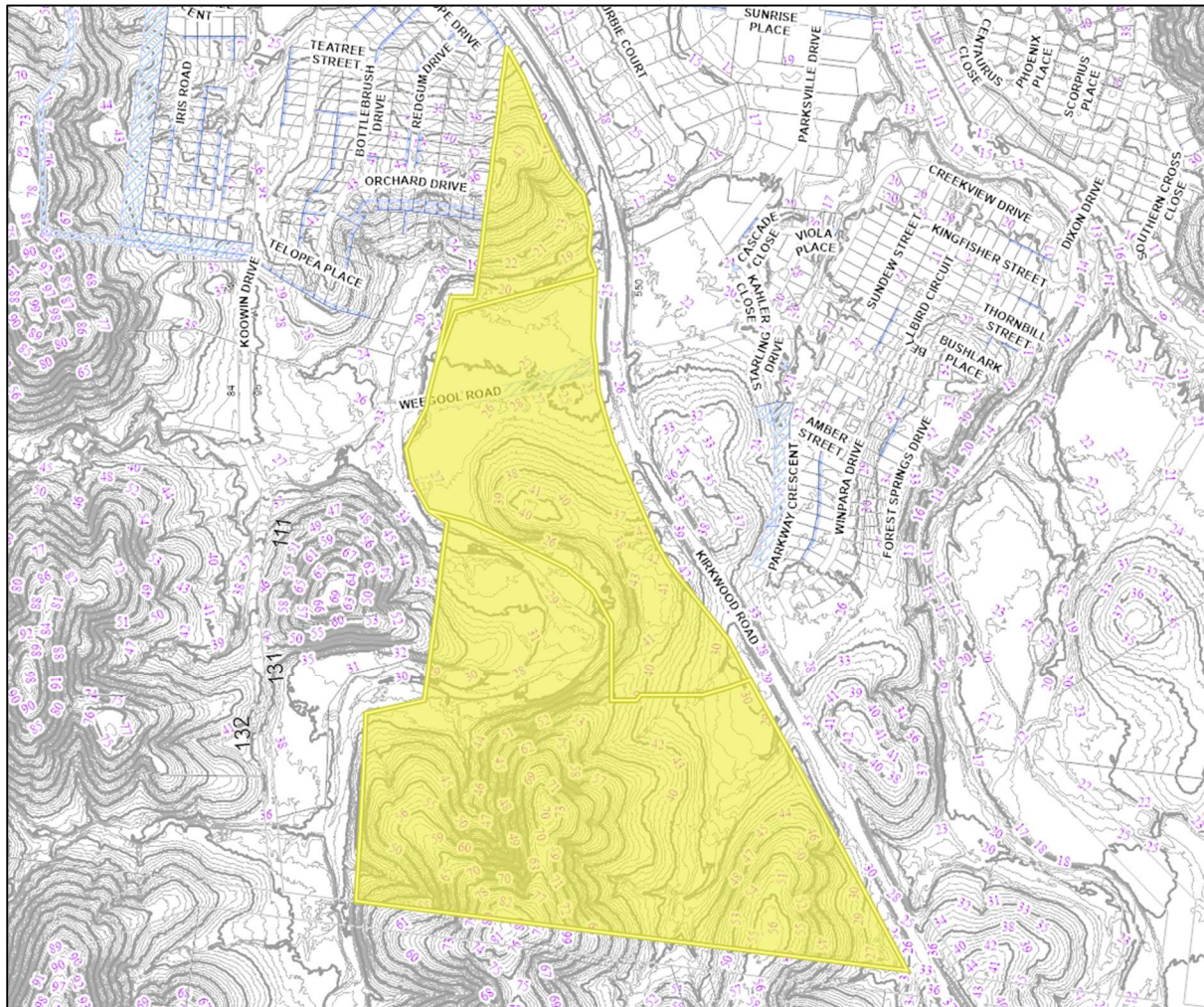


Figure 4: Site Contours [Source: Gladstone Regional Council Online Mapping, 2025]

2.5 Vegetation

The subject site is identified as containing areas of biodiversity value, specifically MSES (State Planning Policy) Wetland Values and Vegetation and Habitat areas in accordance with the Biodiversity Overlay of the Current Planning Scheme. Furthermore, the site is identified on the State Development Assessment Mapping System (DAMS) as containing native vegetation.

Notwithstanding, the subject site benefits from an approval under the EPBC Act, which was granted on 28 September 2023. The delegate determined that a 'proposed action' involving vegetation clearing of up to 52.16 ha of native vegetation, with a total of 13.51ha of native vegetation being retained, was a 'controlled action' and approved the proposed action subject to conditions.

The EPBC approved action area incorporated an indicative clearing area (purple) and a retained vegetation area (yellow) which is illustrated in Figure 5 overleaf. The approval is valid until 01 December 2038.

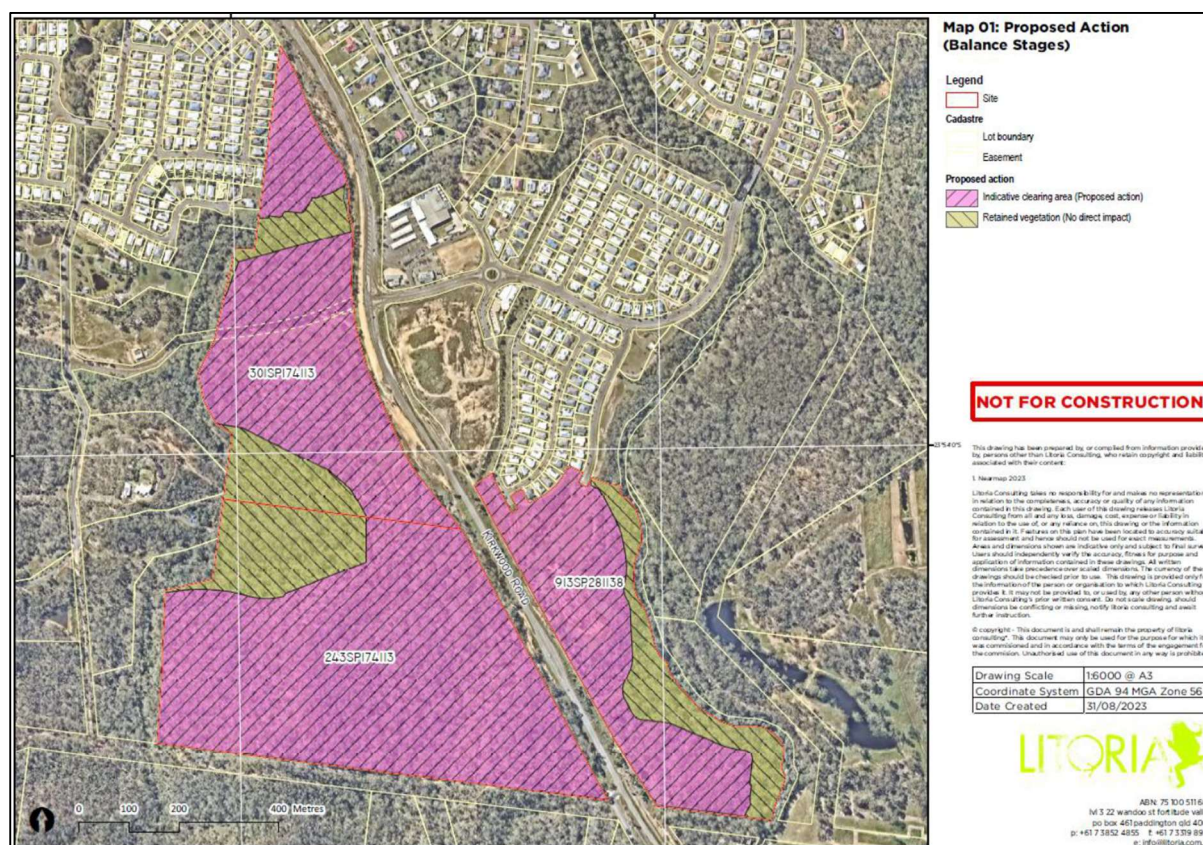


Figure 5: EPBC Approval for Vegetation Clearing [Source: DCCEEW, 2023]

In addition to the EPBC approval, a Flora Survey Report related to clearing native plants under a protected plant clearing exemption was submitted and approved under the Nature Conservation Act 1992 which allows clearing to be exempt under the relevant regulations, where completed within 3 years after the relevant flora survey was conducted. The Flora Survey Report was dated 14 July 2023, so the exemption remains valid until 14 July 2026.

An Operational Works Application will be submitted to Council in due course to facilitate the vegetation clearing in accordance with the EPBC Approval and Flora Survey Report. This application will remove the key environmental constraints over the subject site and minimise risk for future development applications.

2.6 Existing Services

The subject site will be serviced with proposed connections to nearby available urban infrastructure already established, including sewer, electricity, telecommunications, water, and stormwater drainage.

The proposed development will upgrade services, where deemed necessary, noting that an Infrastructure Agreement for road works and intersections will be entered into between the Applicant and Council.

The proposed services will be designed and connected in accordance with the Civil Engineering Report prepared by Bornhorst + Ward and provided in Attachment 6.

2.7 Site Context

As illustrated in Figure 6, the broader context demonstrates a growing region on the outskirts of Gladstone with increased density along the key road connections of Kirkwood Road and Dixon Drive and the establishment of new residential estates over greenfield land.

The Kirkwood Shopping Precinct, directly opposite the site to the east, remains the exclusive shopping district that caters for the surrounding locality, with the sole Woolworths supporting the existing and emerging residents of Kirkwood, New Auckland, and Telina.

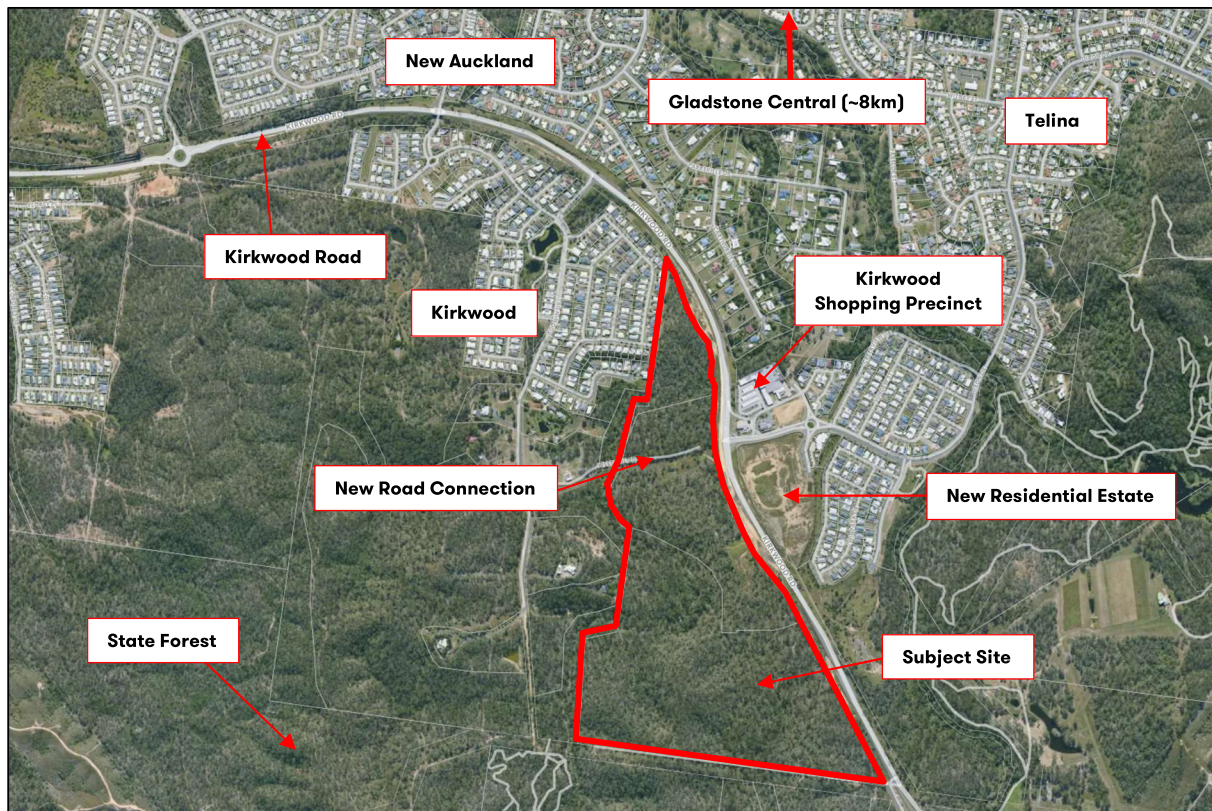


Figure 6: Site Context Map [Source: Landchecker, 2025]

The subject site is bound by the State Forest and Gladstone Mountain Bike Reserve to the south and predominantly to the west, with new residential housing forming along Koowin Drive. Carthurbie Creek also meanders across the site and continues along the western boundary. Kirkwood Road is the main road connection that runs completely along the full eastern boundary of the subject site and will support vehicle connectivity with the new road connection of Weegool Road that will be delivered as part of the existing approval.

The subject site will facilitate a new specialised centre of regional scale of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades that will service the emerging residential communities.

2.8 Site Photos

The following photographs have been taken of the subject site:



Figure 7: Site Photograph of Kirkwood Road (Source: Human Habitats, 2025)



Figure 8: Site Photograph of Weegool Road (Source: Human Habitats, 2025)



3 Pre-Application and Site History

3.1 Pre-Lodgement Meetings

An initial Pre-Lodgement Meeting with Council was scheduled on the 19 November 2024 with the project team to discuss the proposed development and pathways. The following key items were discussed:

- Proposal Details;
- Applicant's Overview;
- Referral;
- Site's History;
- Planning Scheme (Definition, Level of Assessment, Applicable Codes, Conditions);
- Key Considerations (Use, Staging, Infrastructure Charges); and
- Engineering (Water, Sewerage, Stormwater).

A further Pre-Lodgement Meeting with Council was scheduled on the 29 April 2025, which sought additional advice on updates to the proposed development. The following key items were discussed:

- Background of Subject Site;
- Planning Strategy with Development Applications;
- Additional Land Uses;
- Phasing/Staging;
- GFA Thresholds;
- OPW Vegetation Clearing;
- Council Assessment Timeframes;
- Required Supporting Technical Documents; and
- Infrastructure Agreement.

The proposed development has considered all matters discussed from the Pre-Lodgement Meeting and have addressed these concerns within the supporting technical documentation accompanying this application.



3.2 Approval History

A review of Council's Application Enquiry online system has identified three (3) development applications and approvals over the subject site, with the details of each application provided in Table 3. The Preliminary Approval (DA/1008/2014) remains the key relevant approval associated with this application. Please note that this is not an exhaustive list of historic approvals.

Relevant Environmental Approvals have also been provided in Table 4.

Table 3 - Planning Applications and Approvals

Application Reference	Description of Development	Date Approved	Lapse Date
DA/10762/2008	Preliminary Approval - Change of Zone from Urban Expansion to Residential - Development Permit for Residential Subdivision in Urban Expansion & Rural Zones, Staged Reconfiguring a Lot (5 into 516) and Multiple Unit (233 Units) Residential Over 5 Key Sites (Forrest Springs)	02/12/2009	Not Applicable
DA/1008/2014	The approval has three components: ▪ A Preliminary Approval under section 242 of the Sustainable Planning Act for development in accordance with the Kirkwood Road Commercial Centre Code dated 18 December 2015; ▪ A Preliminary Approval under section 241 of the Sustainable Planning Act for a material change of use of premises for showrooms; and ▪ Development Permit for Reconfiguring a Lot (2 into 5 and Road Reserve in 4 Stages).	7/12/2017 P & E Court Approval	07/12/2027
DA/6/2024	Reconfiguring a Lot - Code - 2 into 3 lots over land at Lot 243 & 301 Kirkwood Road, Kirkwood	23/04/2024	23/04/2028

Table 4 - Environmental Approvals

Application Reference	Description of Development	Date Approved	Lapse Date
EPBC Approval Ref: 2021/9135	'Proposed Action' for clearing vegetation to Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)	28/09/2023	01/12/2038
Flora Survey Report for Protected Plant Exemption		14/07/2023	14/07/2026

3.3 Preliminary Approval

The subject site benefits from the existing P & E Court approval 2977/16 dated 7 December 2017 which approved development application DA/1008/2014. This existing approval remains valid to 07 December 2027.

The development approval granted was lodged under Section 242 of the SPA which sought a Preliminary Approval to override the provisions of the 2006 Scheme to regulate development in accordance with the 'Kirkwood Road Commercial Centre Code' and set the regulatory framework to facilitate an integrated and coordinated approach to development of a commercial centre over the subject site.



The framework of the KRCCC applies the relevant Categories of development and assessment together with the Assessment benchmarks within the Travel Precinct, North Precinct, North West Precinct, North East Precinct, Central Precinct and South Precinct. Principally the following land use activities are envisaged within the Precincts:

- Bulky goods / large format retail (Showrooms, Hardware & trade supplies and Garden centre) to represents a minimum 70% of the centre's overall footprint; and
- Ancillary and complementary uses to support the operation of the centre and not undermine or jeopardise the existing future commercial centre hierarchy across the region to represent a maximum 30% of the centre's overall footprint being:
 - Office (the sum of existing GFA and proposed GFA less than 500m²)
 - Car wash
 - Food and Drink outlet (the sum of existing GFA and proposed GFA less than 1,500m²)
 - Health care services (the sum of existing GFA and proposed GFA less than 1,000m²)
 - Indoor sport and recreation (the sum of existing GFA and proposed GFA less than 3,000m²)
 - Service station
 - Shop (the sum of existing GFA and proposed GFA less than 6,000m²)
 - Veterinary services (the sum of existing GFA and proposed GFA less than 500m²).

Any land use not listed is considered a 'potentially consistent use' and requires impact assessment and may only occur where assessment has determined that the use is appropriate for the centre having regards to such matters as location, nature, scale and intensity.

Figure 9 below illustrates the Approved Phase Plan and ROL.

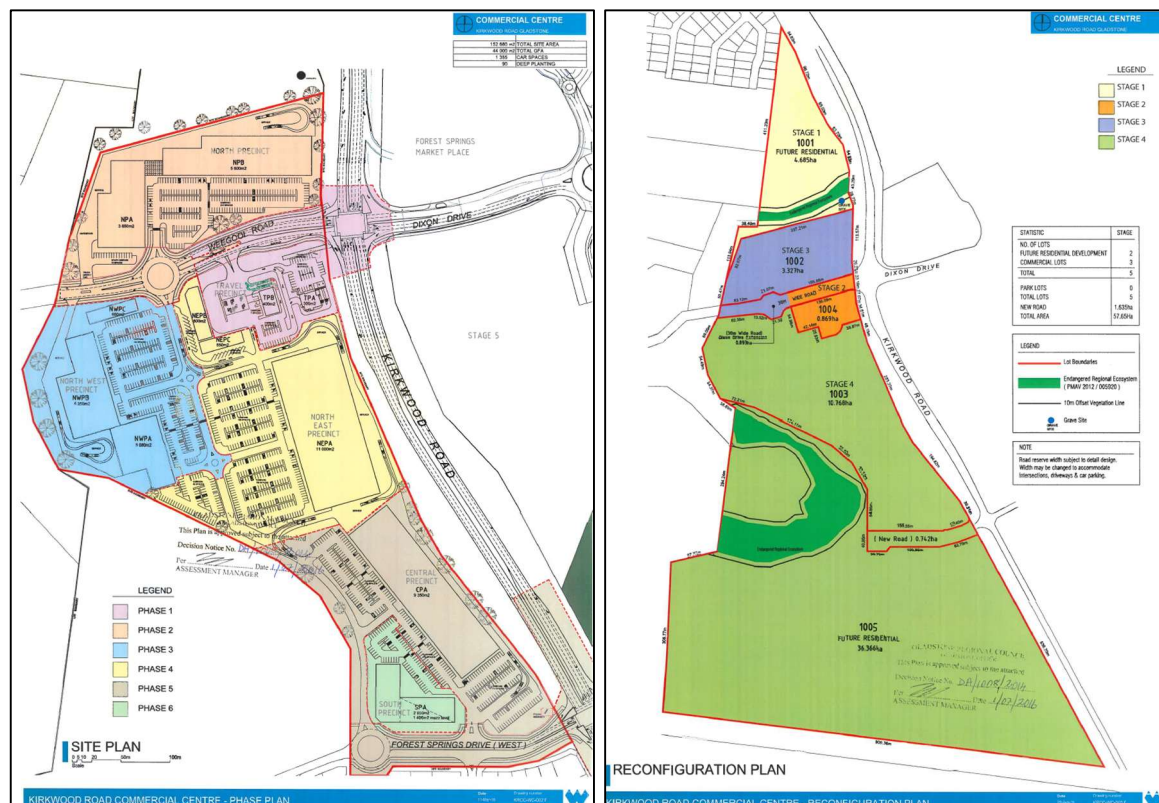


Figure 9: Approved Phase Plan & Reconfiguration Plan [Source: Walker Corporation Pty Ltd, 2016]



The proposed development remains consistent with the development intent and will not impact the functionality or fundamental vision of the relevant KRCCC. The intent remains a development for a specialised centre of regional scale of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades.

The other change must be assessed and decided in the context of the Existing Approval. The Existing Approval is not the categorising instrument for the purpose of this Change ('Other') Application.



4 Development Proposal

4.1 Other Change Application to Preliminary Approval

The proposed development seeks an 'Other' Change to Existing Approval (DA/1008/2014) to improve the functionality and staging required to deliver the project and include land uses envisioned for the subject site based on current market demand and economic and community need.

The proposed changes will not impact the fundamental vision of the KRCCC, which seeks to facilitate an integrated and coordinated approach to development of a Specialised centre of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades, where appropriate for the designated role and function of the centre.

Specifically, the key changes sought involve:

- Administrative changes to bring the Preliminary Approval in line with *Planning Act 2016* and *Planning Regulation 2017* terminology (categories of assessment, assessment benchmarks, Preliminary Approval / variation request).
- Consistency changes to bring the Preliminary Approval in line with current Planning Scheme assessment benchmarks and terminology.
- Alignment of land use definitions to remain consistent with the *Planning Regulation 2017* and the removal of the 'Supermarket' definition from the KRCCC and align with the definition of Shop in accordance with the *Planning Regulation 2017*.
- The inclusion of a Large Format Retail (Activity Group) and other complementary uses which respond to planning, economic and community need, including a supermarket, Childcare Centre, and Educational Establishment (Swim School), which are to be 'consistent' & Code Assessable or Self-Assessable under the KRCCC.
- Gross floor area thresholds for a Shop use to delineate between a small-scale Shop (where less than 500m²) and a large-scale Shop (minimum GFA of 500m² and other than a department store, discount department store exceeding 2,500m² of GFA, or supermarket) classified within the Large Format Retail Activity Group consistent with the planning scheme's policy of locating large format, land consumptive commercial uses within Specialised centres.
- Amendments to assessment benchmarks to align with the changes proposed.
- New assessment benchmarks to capture new uses proposed of Childcare Centre and Educational Establishment (Swim School).
- Changes to the Staging to align with Phasing as per Masterplan of Preliminary Approval (Condition 1).
- Changes to Operational Works Conditions to exclude vegetation clearing and the addition of a new Condition (18) to facilitate a standalone Operational Works for vegetation clearing.
- Removal of part of Condition 43 to enable right turns from Weegool Road into the Travel Precinct.
- Removal of Part C - Reconfiguration of a Lot permit and Conditions as they have been carried out in accordance with development approval DA/6/2024.

In addition to the above key changes, the application will seek the following specific changes to the KRCCC:

- Minor amendments to the Section 1.1 Kirkwood Road Commercial Centre Code (alignment changes and uses).
- Removal of Plan No.1 – Kirkwood Road Commercial Centre Location in Part 1.1.
- A Revised Plan No.2 – Kirkwood Road Commercial Centre Master Plan in Part 1.1.
- Changes to Section 1.9 to incorporate the Planning Regulation definitions rather than QPP definitions.

- Changes to introduce a 'Large Format Retail' Activity Group with a GFA cap of 7,500m².
- Amendments to Table 2.1.1 to include Large Format Retail (Activity Group), Childcare Centre, and Educational Establishment (Swim School) uses, and shop (where a supermarket) being consistent uses and subject to Code Assessment or Accepted Development. Amendments to Shop use to be separated by GFA thresholds. Amendments to Advertising Signs to be Accepted Development.
- Amendments to Section 2.3 'Inconsistent Uses' to remove [35] 'Supermarket'.
- Amendments to Part 3 to include the Large Format Retail (Activity Group), new land uses changes, and relevant changes to Specific Outcomes and Acceptable & Probable Solutions (now Assessment benchmarks).
- Revised Masterplan, Phase Plan, Schematic Plans, and removal of Reconfiguration Plan.

No changes are proposed to the Specific Outcomes of the South Precinct, Travel Precinct, and Central Precinct as part of this application. Changes to the Staging, Phasing and the inclusion of a 'Large Format Retail' Activity Group will involve all precincts of the masterplan. These changes to the Preliminary Approval (DA/1008/2014) have been clearly marked in word format to demonstrate the relevant track changes that are associated with this request. The changes made to the approval and KRCCC are provided in Attachment 11 for completeness.

Rendered perspectives of the proposed masterplan are illustrated in Figure 10 and Figure 11 below.



Figure 10: Rendered Perspective of the Proposed Development (Source: ThomsonAdsett, 2025)



Figure 11: Rendered Perspective of the Proposed Development (Source: ThomsonAdsett, 2025)



The proposed masterplan and land use groupings are illustrated in Figure 12 below. It is noted that the proposed masterplan maintains a minimum of 70% of the centre's ultimate building footprint for Showroom, Hardware and Trade Supplies, Garden Centre, and other land uses within the Large Format Retail (Activity Group). Smaller shops (under 500m² GFA) and supermarket uses remain within the 6,000m² GFA cap for retail development within the Existing Approval.

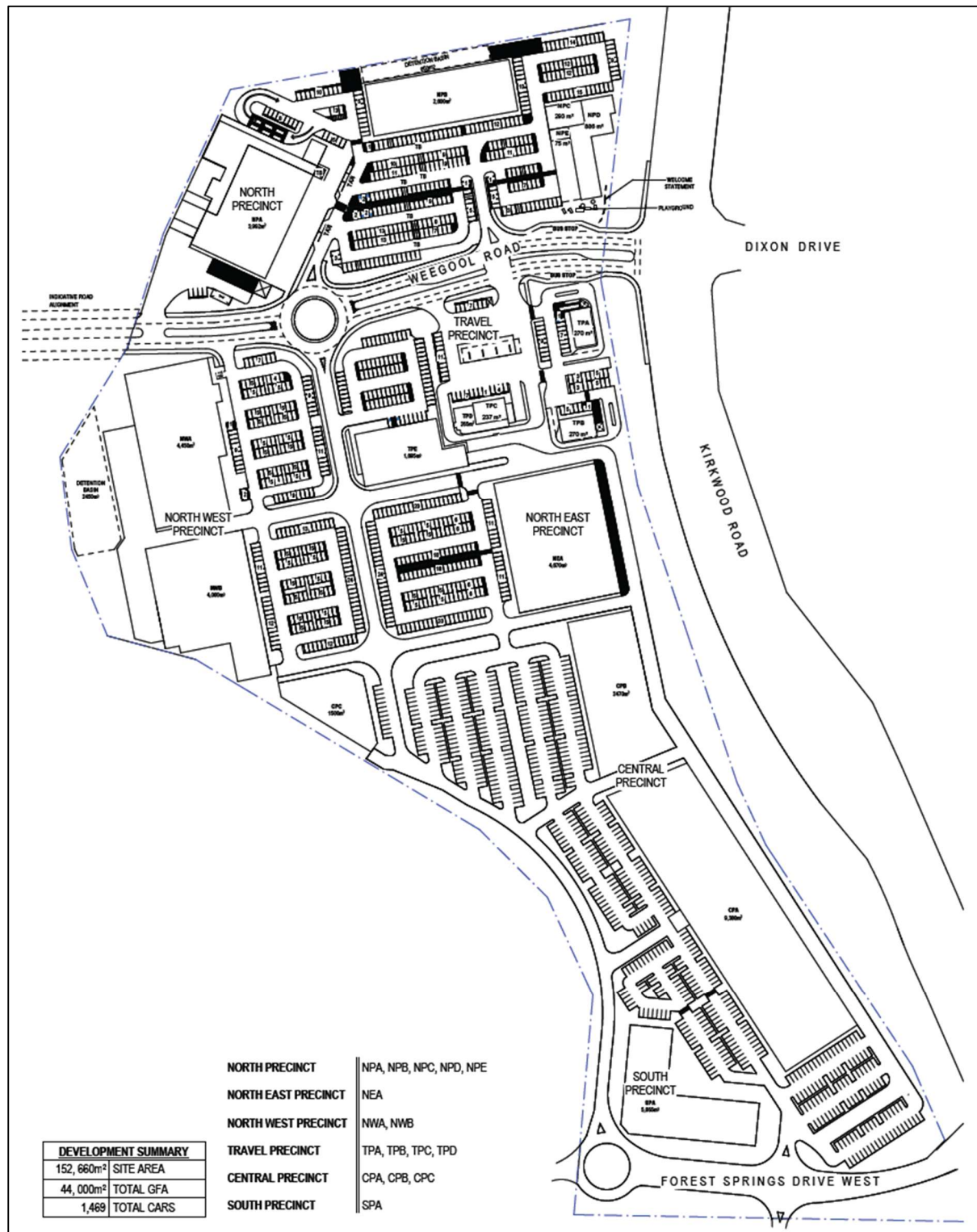


Figure 12: Proposed Masterplan [Source: ThomsonAdsett, 2025]



4.2 Request to Extend Currency Period

As part of this request, we will also be seeking an extension of time to the currency period of the Preliminary Approval (DA/1008/2014) for an additional 5 years to **07 December 2032**. The original approval was issued through the Planning and Environment Court (P & E Court) on 7 December 2017. An extension request was later sought on 26 July 2021 with Council to extend the currency period of this approval from 7 December 2021 to 7 December 2027. Council agreed to extend the currency period in part until 7 December 2025.

It is further noted that this approval benefits from extensions in accordance with the Minister's extension notices under the Planning Act, which results in the Preliminary Approval remaining in effect until **07/12/2027**.

The Applicant has contracted to purchase the subject site from Walker Gladstone Pty and will require the enactment of a number of separate approvals, which can take significant time for assessment in accordance with the statutory timeframes of the Planning Act and Development Assessment Rules (Version 2.0) (DA Rules). In addition, this extension of time reflects any potential risk from an appeal perspective and is necessary to facilitate the overall commercial masterplan across multiple stages. This proposal engineered by the Applicant demonstrates alignment and ongoing consistencies with the current Planning Scheme, enabling up-to-date amendments to enhance the functionality of the Preliminary Approval.

An Extension Application Form under section 86 of the Planning Act 2016 has been prepared and provided in Attachment 1 for further details.

4.3 Breakdown of Key Changes

4.3.1 Change to Phasing and Staging

The existing approval contemplates a total of 6 phases that were not associated technically with stages within the approval framework. The delivery of each phase was to occur in sequence which the completion of each phase requirements before commencement of a subsequent phase could occur.

The proposed changes now seek to simplify the phasing and introduce formal staging to the approval in order to facilitate a coordinated and structured delivery of land uses and outcomes within a structured and orderly manner. Staging is now directly aligned to the phasing as follows:

Stage 1 / Phase 1

- North Precinct
- North East Precinct
- North West Precinct
- Travel Precinct

Stage 2 / Phase 2

- Central Precinct

Stage 3 / Phase 3

- South Precinct.

As a result, please refer to the proposed Staging Plan in Figure 13 overleaf, which has increased the size of Phase 1 to include the previous first 3 phases, with Showroom and Large Format Retail (Activity Group) tenants to be delivered in Phase 1 and aligned to the provisions of the KRCCC. This is directed towards ensuring delivery of a Specialised centre outcome for the subject site, as envisaged by the Existing Approval.

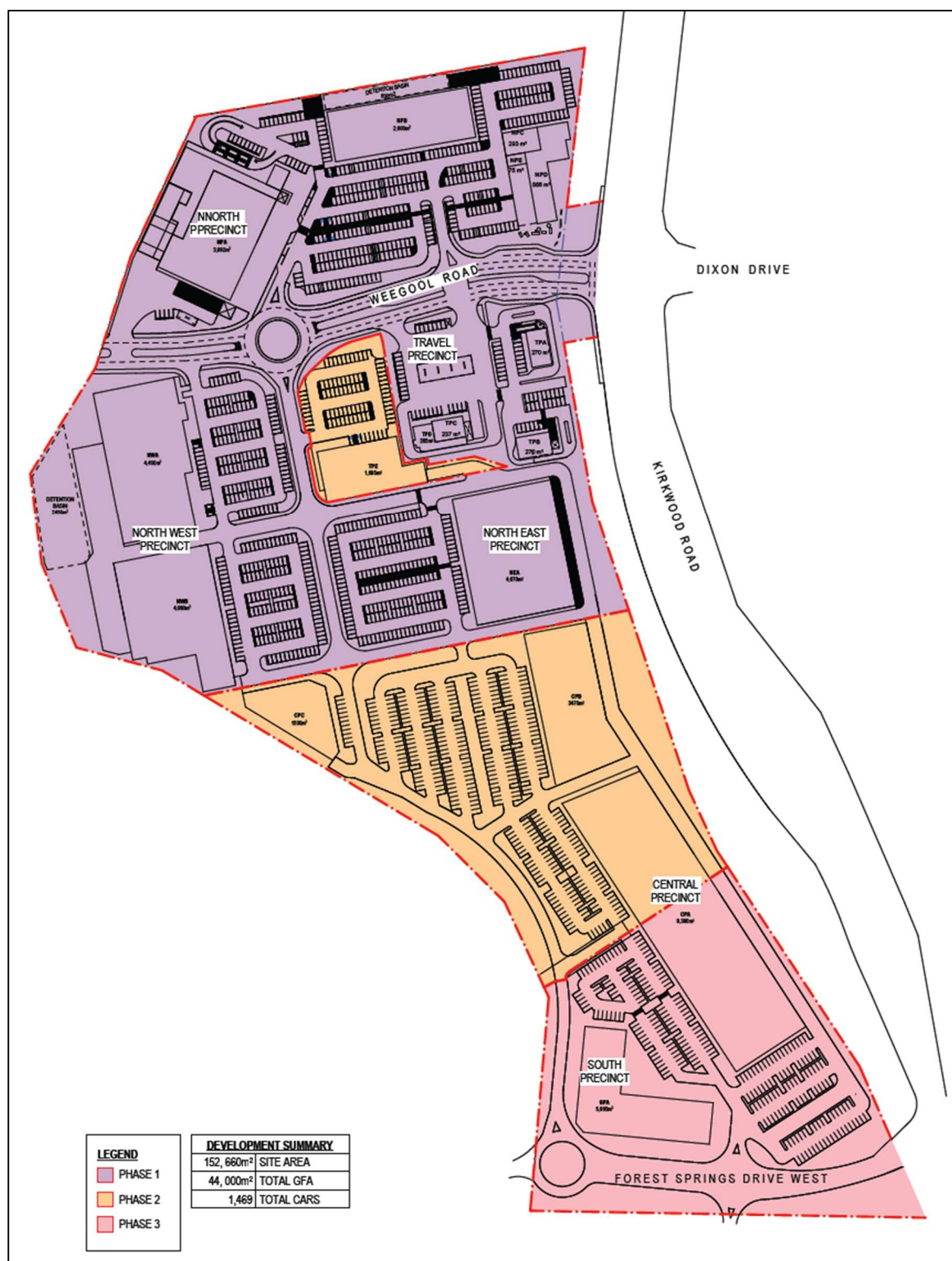


Figure 13: Proposed Phasing Plan [Source: ThomsonAdsett, 2025]

4.3.2 Proposed Uses of the Kirkwood Road Commercial Centre

Stage 1 for the Kirkwood Commercial Masterplan for the North Precinct, North East Precinct, North West Precinct and Travel Precinct has been identified, with new land uses, Large Format Retail (Activity Group), and Gross Floor Area (GFA) provided in Table 5 overleaf.

The only changes sought to the Central Precinct and the South Precinct relate to the inclusion of the Large Format Retail (Activity Group).



As noted, and underlined in Table 5, the proposed Change ('Other') Application is seeking to include one (1) Activity Group and additional uses within the Preliminary Approval, being Large Format Retail (Activity Group), shop (where a supermarket), Childcare Centre, and Educational Establishment (Swim School) uses, as defined by the Planning Regulation.

The Activity Group and definitions of these uses have been outlined below:

1. Large Format Retail (Activity Group)

- *Agricultural supplies store*
- *Bulk landscape supplies*
- *Food and drink outlet (where ancillary to and integrated with any other use in this Activity Group)*
- *Outdoor sales*
- *Service industry*
- *Shop (with a minimum gross floor area of 500m² and other than a department store, discount department store where exceeding 2,500m² of GFA, or supermarket)*

2. Childcare Centre

Childcare centre means the use of premises for the care, education and minding, but not residence, of children.

Examples of a Childcare centre – before or after school care, crèche, early childhood centre, kindergarten, vacation care.

3. Educational Establishment (Swim School)

Educational establishment means the use of premises for—

- (a) training and instruction to impart knowledge and develop skills; or*
- (b) student accommodation, before or after school care, or vacation care, if the use is ancillary to the use in paragraph (a).*

Examples of an Educational establishment – college, outdoor education centre, primary school, secondary school, special education facility, technical institute, university.

4. Shop

shop means the use of premises for—

- (a) displaying, selling or hiring goods; or*
- (b) providing personal services or betting to the public.*

Examples of a shop—betting agency, corner store, department store, discount variety store, hair dressing salon, liquor store, sex work business other than a home-based sex work business, supermarket

The Large Format Retail (Activity Group) has been incorporated into the planning framework of the KRCCC in accordance with discussions with Council. Whilst this activity group is proposed as a new inclusion into the KRCCC, it is important to note that this is not a new consideration under the Preliminary Approval or KRCCC. The KRCCC already contemplates Large Format Retail activities within the development, with a number of overall outcomes and performance outcomes within the KRCCC specifically referencing large format retail focused activities and the delivery of a large format retailing centre. On this basis, the inclusion of the Large Format Retail (Activity Group) is considered to be an avenue to provide clarity and transparency in the delivery of these consistent land uses/activities throughout the centre, on par with showrooms, hardware trade supplies and garden centres. Furthermore, we have introduced a GFA cap of 7,500m² for the Large Format Retail (Activity Group) to provide certainty that other uses, such as Showroom, Hardware and trade supplies, and Garden centre uses, will still remain integral to the centre's ultimate building footprint.



In addition, the Educational Establishment use is to be clearly defined as a swimming school only and does not allow a range of other-related tenants to be facilitated within this commercial centre. The Educational Establishment (Swim School) use is also consistent with the Existing Approval which contemplates indoor sport and recreation uses.

It is further noted that the Shop use is to now include a 'Supermarket' in accordance with the definition changes from the Queensland Planning Provisions and Superseded Planning Scheme to reflect the current legislation and definitions under the Planning Regulation. As such, the specific 'Supermarket' definition has been removed from the KRCCC to demonstrate consistency with the up-to-date planning frameworks for Queensland.

Table 5 – Proposed Uses in the KRCCC

Use / Activity Group	Use Definition / Activity Group (Planning Regulation)	Alignment with the KRCCC
North Precinct		
Shop	Shop means the use of premises for: (a) displaying, selling or hiring goods; or (b) providing personal services or betting to the public. Examples of a shop – betting agency, corner store, department store, discount variety store, hair dressing salon, liquor store, sex work business other than a home-based sex work business, supermarket	Consistent Use
<u>Large Format Retail (Activity Group)</u>	The Large Format Retail (Activity Group) includes: ▪ Agricultural supplies store ▪ Bulk landscape supplies ▪ Food and drink outlet (where ancillary to and integrated with any other use in this Activity Group) ▪ Outdoor sales ▪ Service industry ▪ Shop (with a minimum gross floor area of 500m² and other than a department store, discount department store exceeding 2,500m² of GFA, or supermarket)	Consistent Uses (Proposed under KRCCC)
<u>Childcare Centre</u>	Childcare centre means the use of premises for the care, education and minding, but not residence, of children. Examples of a Childcare centre – before or after school care, crèche, early childhood centre, kindergarten, vacation care.	Potentially Consistent Use (Proposed change to be a Consistent Use)
<u>Educational Establishment</u>	Educational establishment means the use of premises for: (a) training and instruction to impart knowledge and develop skills; or (b) student accommodation, before or after school care, or vacation care, if the use is ancillary to the use in paragraph (a). Examples of an Educational establishment – college, outdoor education centre, primary school, secondary	Potentially Consistent Use (Proposed change to be a Consistent Use)



Table 5 – Proposed Uses in the KRCCC

Use / Activity Group	Use Definition / Activity Group (Planning Regulation)	Alignment with the KRCCC
	school, special education facility, technical institute, university.	
Travel Precinct		
Food and drink outlet	Food and drink outlet means the use of premises for: (a) preparing and selling food and drink for consumption on or off the premises; or (b) providing liquor for consumption on or off the premises, if the use is ancillary to the use in paragraph (a). Examples of a food and drink outlet – cafe, coffee shop, drive-through facility, kiosk, milk bar, restaurant, snack bar, takeaway shop, tearoom	Consistent Use
Service Station	Service station means the use of premises for: (a) selling fuel, including, for example, petrol, liquid petroleum gas, automotive distillate or alternative fuels; or (b) a food and drink outlet, shop, trailer hire, or maintaining, repairing, servicing or washing vehicles, if the use is ancillary to the use in paragraph (a).	Consistent Use
North East Precinct		
<u>Large Format Retail (Activity Group)</u>	The Large Format Retail (Activity Group) includes: ▪ Agricultural supplies store ▪ Bulk landscape supplies ▪ Food and drink outlet (where ancillary to and integrated with any other use in this Activity Group) ▪ Outdoor sales ▪ Service industry ▪ Shop (with a minimum gross floor area of 500m² and other than a department store, discount department store exceeding 2,500m² GFA, or supermarket)	Consistent Uses (Proposed under KRCCC)
Shop	Shop means the use of premises for: (a) displaying, selling or hiring goods; or (b) providing personal services or betting to the public. Examples of a shop – betting agency, corner store, department store, discount variety store, hair dressing salon, liquor store, sex work business other than a home-based sex work business, supermarket	Consistent Use
North West Precinct		



Table 5 – Proposed Uses in the KRCCC

Use / Activity Group	Use Definition / Activity Group (Planning Regulation)	Alignment with the KRCCC
<u>Large Format Retail (Activity Group)</u>	The Large Format Retail (Activity Group) includes: ▪ Agricultural supplies store ▪ Bulk landscape supplies ▪ Food and drink outlet (where ancillary to and integrated with any other use in this Activity Group) ▪ Outdoor sales ▪ Service industry Shop (with a minimum gross floor area of 500m² and other than a department store, discount department store exceeding 2,500m² of GFA, or supermarket)	Consistent Uses (Proposed under KRCCC)
Shop	Shop means the use of premises for: (a) displaying, selling or hiring goods; or (b) providing personal services or betting to the public. Examples of a shop – betting agency, corner store, department store, discount variety store, hair dressing salon, liquor store, sex work business other than a home-based sex work business, supermarket	Consistent Use
Central Precinct		
No changes are proposed as part of this application, other than the inclusion of the Large Format Retail (Activity Group).		
South Precinct		
No changes are proposed as part of this application, other than the inclusion of the Large Format Retail (Activity Group).		

4.3.3 Proposed Categories of Development and Assessment Changes to the KRCCC

Table 6 overleaf provides the Categories of development and assessment – Material change use in accordance with the framework of the KRCCC and simplifies the ongoing regulatory framework for uses that align with the KRCCC. Many of the uses identified within Table 6 remain consistent with the provisions of the KRCCC, however, it is noted that the key land use changes are:

- Large Format Retail (Activity Group);
- Shop, where less than 500m² of GFA and not a supermarket;
- Shop, where a supermarket;
- Childcare Centre; and
- Educational Establishment (Swim School).

These land uses will generally fall within the North Precinct, however, have been anchored and supported by principal Large Format Retail (Activity Group) and Showroom uses within the North, North East, and North West Precinct. In accordance with overall outcomes for the KRCCC, specifically Section 3.1(c), *ancillary and complementary uses to support the operation of the centre are incorporated into the development however to an extent which does not undermine or jeopardise the existing and future commercial centre hierarchy across the*



region. It is emphasised that these land use changes remain complementary to the showroom, bulky good and large format retailing Specialised centre that will be delivered as part of the Kirkwood Road Commercial Masterplan.

Table 6 – Categories of Development and Assessment – Material Change of Use

Use / Activity Group	Categories of development and Assessment (Existing KRCCC)	Categories of development and Assessment (Proposed)	Assessment benchmarks for assessable development and requirements for accepted development (Proposed)
Large Format Retail (Activity Group)	Not Prescribed	Accepted Development, subject to requirements and where: The sum of the existing GFA and the GFA proposed of Shop uses greater than 500m² is less than 7,500m². Code Assessable otherwise.	- Kirkwood Road Commercial Centre Code - Development design code - Landscaping code.
Shop, where less than 500m ² of GFA and not a supermarket	Code Assessable where the use of the existing GFA of this use and the GFA proposed is less than 6,000m ² . Impact Assessable (inconsistent use) otherwise.	Code Assessable where: The sum of the existing GFA and the GFA proposed is less than 6,000m² (excluding GFA associated with shop within the Large Format Retail (Activity Group)) Impact Assessable otherwise.	- Kirkwood Road Commercial Centre Code - Development design code - Landscaping code.
Shop, where a supermarket	Impact Assessment	Code Assessable where: - Located in the Kirkwood Road Commercial Centre Code North Precinct or North East Precinct; and - The sum of the existing GFA and the GFA proposed is less than 6,000m² of total Shop GFA (excluding GFA associated with shop within the Large Format Retail (Activity Group)). Impact Assessable otherwise.	- Kirkwood Road Commercial Centre Code - Development design code - Landscaping code.
Food and drink outlet	Self-Assessable where the sum of the existing GFA and the GFA proposed is less than 1,500m ² .	Accepted development where the sum of the existing GFA and the GFA proposed is less than 1,500m ²	- Kirkwood Road Commercial Centre Code - Development design code



Table 6 – Categories of Development and Assessment – Material Change of Use

Use / Activity Group	Categories of development and Assessment (Existing KRCCC)	Categories of development and Assessment (Proposed)	Assessment benchmarks for assessable development and requirements for accepted development (Proposed)
	Impact Assessable otherwise.		▪ Landscaping code.
Service Station	Code Assessable where located within the KRCCC Travel Precinct. Impact Assessable otherwise.	No Change	▪ Kirkwood Road Commercial Centre Code ▪ Development design code ▪ Landscaping code.
Showroom	Self-Assessable	Accepted Development, subject to requirements.	▪ Kirkwood Road Commercial Centre Code ▪ Development design code ▪ Landscaping code.
Childcare Centre	Impact Assessment	Code Assessment	▪ Kirkwood Road Commercial Centre Code ▪ Development design code ▪ Landscaping code.
Educational Establishment	Impact Assessment	Code Assessment	▪ Kirkwood Road Commercial Centre Code ▪ Development design code ▪ Landscaping code.

4.3.4 GFA mix and thresholds

It is noted that the Large Format Retail (Activity Group), which includes large format retailing activities, is now proposed to be included within the 70% minimum of the centre's ultimate building footprint as these uses remain consistent with the overall strategic intent of the KRCCC. A GFA cap of 7,500m² for the Large Format Retail (Activity Group) has been integrated to provide certainty that other uses, such as Showroom, Hardware and trade supplies, and Garden centre uses, will still remain integral to the centre's ultimate building footprint. The inclusion of these large format, land consumptive commercial uses is consistent with the planning scheme's strategic intent with respect to Specialised Centres.

No other changes to the GFA mix and thresholds are proposed. Notably, smaller scale “shops” and the new supermarket use will remain within the 6,000m² GFA cap contemplated by the Existing Approval.



5 Supporting Technical Documents

To ensure all relevant constraints and matters are comprehensively addressed, this development application is supported by the following specialist assessments:

- Economic Need Assessment (Attachment 5)
- Civil Engineering Report (Attachment 6)
- Traffic Impact Assessment (Attachment 7)
- Environmental Assessment & Approvals Summary (Attachment 8)

The above supporting technical documents have been summarised in the following sections.

5.1 Economic Need Assessment

Deep End Services have prepared two (2) Economic Need Assessment in Attachment 5 to accompany this Change ('Other') Application and support the additional uses of a LFR Activity Group, Shop (Supermarket), Childcare Centre, Educational Establishment (Swim School) within the KRCCC.

The report concluded the following:

Shop (Supermarket)

- The site is attractive for the proposed use given its location on a strong connector road through the southern part of Gladstone and connecting to major arterials.
- The supermarket would draw customers from across the southern suburbs of Gladstone, with additional business also coming from the nearby regional areas including Calliope, Boyne Island and Tannum Sands.
- The catchment currently contains 28,800 people with ongoing strong growth, particularly in the Primary sector, due to continuing and new residential development.
- There is only one full-line supermarket in the catchment area (Woolworths) and a mid-scale Drakes. The catchment is currently undersupplied with supermarket floorspace, which will increase with population growth, creating a clear need for an additional supermarket in the catchment.
- The proposed Coles will introduce a new national-branded supermarket to the catchment and only the second Coles supermarket in Gladstone.
- The trading impact on nearby centres will be almost entirely confined to full-line supermarkets and could be accommodated without leading to unreasonable detrimental impacts on the commercial viability of any other centre in the area.
- Although the one-off impact will be significant for the Kirkwood Shopping Centre (as the only other full-line supermarket-based centre in the catchment) it will not threaten the viability of this successful centre. All supermarkets will continue to trade successfully and support specialty retailers in their centres.
- The proposal would generate positive economic benefits associated with employment generation during construction and operation, and in the form of consumer benefits including improved access to supermarket shopping, enhanced choice and increased competition.

Overall, Deep End Services concluded that the proposed new supermarket responds to an identifiable need and will deliver a net positive benefit to the community.

LFR Shop

- The site is attractive for homemaker uses given its location on a strong connector road through the southern part of Gladstone and connecting to major arterials.
- A new homemaker centre on the KRCC site will attract customers from across a broad region extending south to Agnes Water and west to Biloela.



- The catchment currently contains 74,900 people with ongoing strong growth both within the Gladstone urban area and south through Tannum Sands, Boyne Island and Agnes Water.
- There is one major homemaker centre in Gladstone, the 21,500 sqm Home Gladstone, anchored by Bunnings. Elsewhere in Gladstone, homemaker retailers, including those in the LFR Shop category are dispersed across Gladstone CBD/Valley, Hanson Road, Gladstone Centre Plaza and Gladstone Central.
- Demand for additional floorspace will be driven by strong population growth. With constraints on expansion to existing centres, the KRCC site presents a good opportunity for a new homemaker centre, attracting new retailers into the region and reducing expenditure escaping outside Gladstone.
- An extensive list of LFR opportunities for the Gladstone market has been generated based on peer regional markets and supports the need for additional LFR in the region. It has also been shown that residents shop outside Gladstone ranging from as close as Rockhampton to as far away as Brisbane.
- Based on the undersupply of 61,000 sqm of national LFR tenancies within the Gladstone market, a cap of 7,500 sqm of LFR Shop floorspace is proposed as part of the development on the KRCC site.
- Resulting impacts from the development of the maximum of 7,500 sqm of Shop LFR floorspace would be relatively minor and would not influence the viability of any other centres within or beyond Gladstone
- The proposal would generate positive economic benefits associated with employment generation during construction and operation, and in the form of consumer benefits including employment opportunities, travel time savings and enhanced choice.

Childcare Centre

- There is a demonstrated need for additional childcare facilities across Gladstone, equating to approximately five to six new centres.
- The catchment currently has an undersupply of 130 places, with this projected to increase to 354 places by 2036.
- Assuming the proposed Harvey Road centre is developed by 2028, there remain an undersupply in the catchment area.
- A new childcare centre on the subject site will be well positioned to absorb the excess demand and presents an excellent location for such as centre, particularly given the proposed integration with a supermarket and swim school. The site is also on a major arterial road and well located with respect to the growing urban area.
- The subject site's childcare centre would be operated by Green Leaves whose existing nearby centre is understood to be running at very high rates of occupancy and who has provided a letter of support for the proposed facility (an important and relevant commercial consideration given that many proposed childcare developments do not have committed operators).

Overall, Deep End Services concluded that there is a strong need for the proposed 100-place childcare centre at the subject site.

Educational Establishment (Swim School)

- With an under provision of swim schools across Gladstone compared with the peer group, and written interest in the subject site from one of Gladstone's existing operators, there is clear demand for an additional swim school within the city.
- In growing areas, such as the southern suburbs of Gladstone, swim schools are typically developed within local or neighbourhood centres, where they are collocated with other community and commercial uses including childcare, gyms, shops and offices.
- The swim school proposal will relate well to its surrounding uses, being adjacent to the proposed childcare centre and supermarket and with other activity centre uses already operating on the opposite side of Kirkwood Road.

Overall, Deep End Services concluded that there is a strong need for the proposed swim school centre at the subject site.

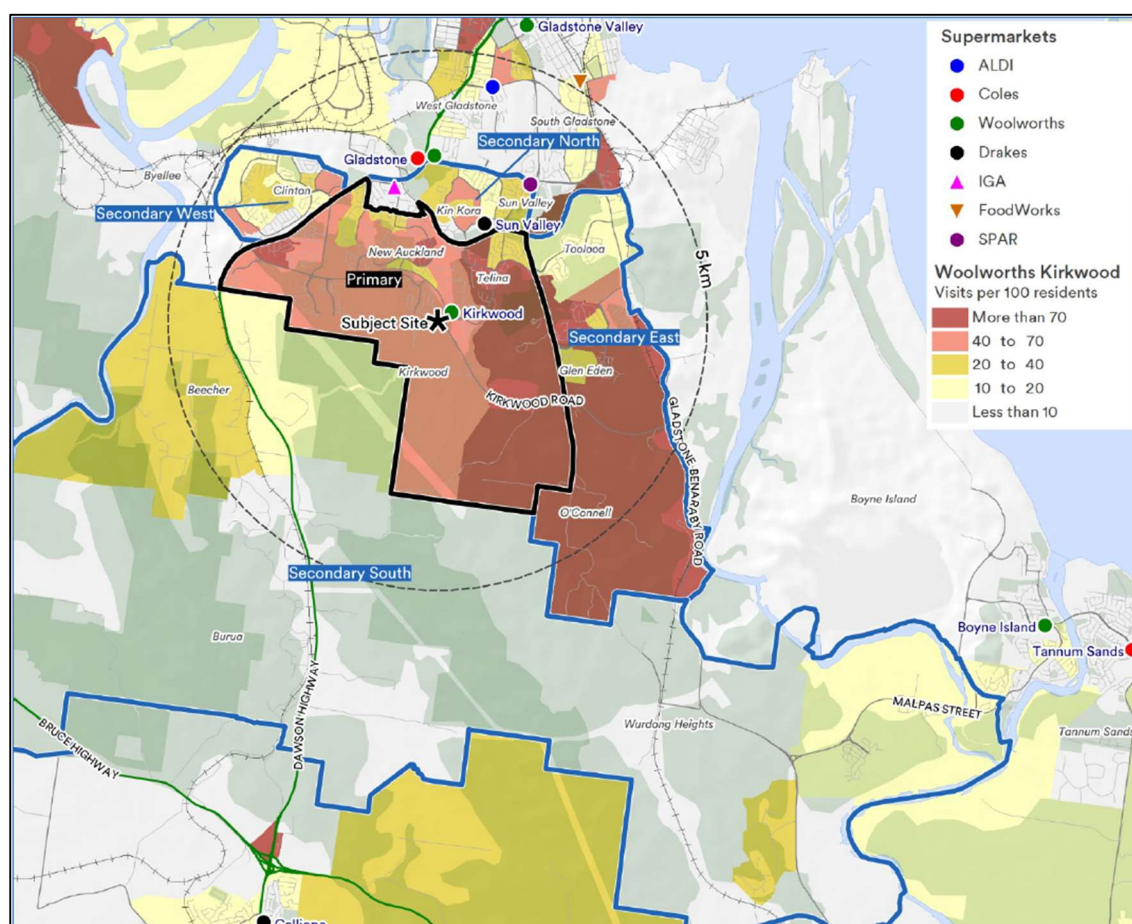


Figure 14: Catchment Area [Source: Deep End Services, 2025]

5.2 Civil Engineering Report

The Civil Engineering Report has been prepared by Bornhorst + Ward and has outlined a comprehensive report on serviceability and stormwater requirements pertaining to the subject site in accordance with the Council standards and best practise.

The report concluded:

- The proposed development site has no flood levels or flags for building or development purposes and is expected to be low risk;
- Carthurbie Creek will be the lawful point of discharge for the development site;
- Stormwater shall be conveyed internally via a pipe network and via overland flow paths for major storms;
- Stormwater quality treatment will be required per Gladstone guidelines as the development site exceeds the minimum of 2500m²;
- Major earthworks will be completed as part of the development's masterplan to level the site and provide appropriate road grades and to accommodate the proposed site levels. Detailed levels will form part of this application;
- The proposed development will require the road to be upgraded of the Kirkwood Road and Dixon Road intersection as well as construction of the Weegool Road reserve;
- Sewer and water connections are available to the site and are predominately within Kirkwood Road to the east of the development; and



- There is existing electrical and telecommunications along the Kirkwood Road frontage. These services may be used to service the development.

The report has determined the site can be appropriately serviced with urban infrastructure while supporting the proposed development and its use. Please refer to Attachment 6 for further details.

5.3 Traffic Impact Assessment

Rytenskild Traffic Engineering has been engaged to provide a Transport Impact Assessment (TIA) to accompany this Change ('Other') Application. The report assesses the proposed site access arrangements, provisions for on-site car parking, adequacy of the proposed car parking layout and design, provision for service vehicle access, provision for pedestrian and cyclist access, and impact on surrounding road network.

The TIA concluded the following:

- The subject site is located on the western side of Kirkwood Road, adjacent to the signalised Kirkwood Road / Dixon Drive intersection. The site is formally identified as Lot 1 on SP341685 and has a total area of approximately 35.86 hectares.
- The proposal entails a mixed-use commercial development including a supermarket, large format retail (LFR), fast food restaurants, a service station, childcare centre, and swim school, with a total gross floor area of 44,000m². The site will be delivered in phases in accordance with the Preliminary Approval (DA/1008/2014).
- Vehicular access to the site is provided via a new fourth leg at the signalised Kirkwood Road / Dixon Drive intersection. This configuration is consistent with the approved Preliminary Approval and supports full turning movements.
- The proposed development includes 1,469 car parking spaces, which exceeds the minimum requirement of 1,258 spaces based on the approved rate of 1 space per 35m² GFA. Parking facilities have been designed to comply with AS2890.1 and include accessible bays, motorcycle bays, and online collection bays.
- Service vehicle access has been designed in accordance with Council requirements, with designated loading bays provided for each relevant land use. Swept path analysis confirms that HRVs and AVs can access and manoeuvre on-site in a forward gear.
- The internal road network, including the central roundabout, has been designed to facilitate safe and efficient movement within the site. The design is consistent with the Austroads Guide to Road Design, particularly Part 3: Geometric Design and Part 4B: Roundabouts, and aligns with the Planning Scheme Policy – Infrastructure Design and relevant IPWEA standard drawings. These standards ensure appropriate road hierarchy, intersection geometry, and provision for turning vehicles and pedestrian movements.
- Safe pedestrian connectivity is provided through dedicated footpaths linking parking areas with tenancies. Bicycle racks and end of trip facilities will be provided in accordance with the Planning Scheme.
- SIDRA analysis demonstrates that the upgraded Kirkwood Road / Dixon Drive intersection will operate satisfactorily under 2027 and 2037 design conditions, even with the proposed development traffic included.

Please refer to the TIA in Attachment 7 for further details.

5.4 Environmental Assessment & Approvals Summary

An Environmental Assessment and Approvals Summary has been prepared by S5 Environmental and provided in Attachment 8 to accompany this Change ('Other') Application.

The Environmental Assessment and Approvals Summary was undertaken to demonstrate the level of Environmental Impact Assessment that has been undertaken as part of this development proposal and summarise existing environmental approvals that are currently in effect.

The assessment provided an ecological overview and current state of the subject site, a breakdown of ecologically relevant legislative constraints, and existing environmental approvals, which are relevant to the proposed Change ('Other') Application.

Please refer to Attachment 8 for further information on the above.



6 Statutory Planning Provisions

6.1 State Framework

6.1.1 Planning Act 2016

Under the provisions of the Planning Act, the proposed development involves a Change ('Other') to an Existing Approval (Preliminary Approval – DA/1008/2014) in accordance with Section 82 of the Planning Act and is assessable development.

The Planning Scheme identifies that the development application was assessable development, subject to Impact Assessment and therefore, remains Impact Assessment as part of this Other Change ('Other') Application.

6.1.2 Assessment Manager

The assessment manager for this development application is Gladstone Regional Council, as determined by the Planning Regulation.

6.1.3 Public Notification

The proposed development is subject to Impact Assessment, therefore public notification will be required as part of the development application process in accordance with section 53(1) of the Planning Act.

A public notification period of 30 business days is to be carried out in accordance with section 53(4)(b)(i) of the Planning Act.

6.1.4 Referral Agencies

As outlined in Table 7, the development application will require referral to the State Assessment and Referral Agency (SARA), pursuant to Schedule 10 of the Planning Regulation. Specifically, the proposal has triggered the following referrals:

Infrastructure related referrals

1. Schedule 10, Part 9, Division 2, Table 2 – Material change of use of premises near a substation site or subject to an easement – Ergon Energy (Advice Agency only)
2. Schedule 10, Part 9, Division 4, Subdivision 1, Table 1, Item 1 - Aspect of development stated in Schedule 20 (exceedance of GFA Thresholds) – SARA – SDAP Code 6 Protection of state transport networks addressed in the Traffic Impact Assessment prepared by Rytenskild Traffic Engineering in Attachment 7.

It is to be acknowledged that the Preliminary Approval, specifically the Amended Concurrence Agency Response from the Department of Infrastructure, Local Government and Planning (DILGP) advised that the trigger for clearing of vegetation was determined not applicable. Accordingly, no referral is required for this aspect.

Consideration of the relevant assessment benchmarks prescribed under the Planning Regulation has been undertaken as part of this development application.

Table 7 - Referral Agencies and Triggers under the Planning Regulation

Matter of Interest	Schedule 10 Reference	Applicability
Airport Land	Part 1	No
Brothels	Part 2	No
Clearing native vegetation	Part 3	No
Contaminated land	Part 4	No
Environmentally relevant activities	Part 5	No
Fisheries	Part 6	No
Hazardous chemical facilities	Part 7	No

**Table 7 - Referral Agencies and Triggers under the Planning Regulation**

Heritage places	Part 8	No
Infrastructure related referrals	Part 9	Yes
Koala habitat area	Part 10	No
Noise sensitive place on noise attenuated land	Part 11	No
Operational work for reconfiguring a lot	Part 12	No
Ports	Part 13	No
Reconfiguring a lot under Land Title Act	Part 14	No
SEQ development area	Part 15	No
SEQ regional landscape and rural production area and SEQ rural living area	Part 16	No
Tidal works or work in a coastal management district	Part 17	No
Urban design	Part 18	No
Water related development	Part 19	No
Wetland protection area	Part 20	No
Wind farms	Part 21	No

6.2 State Planning Policy

The State Planning Policy July 2017 (SPP) commenced on 3 July 2017 and replaces State Planning Policy April 2016. The Planning Scheme adequately reflects the interests of the SPP aside from natural hazards, risk and resilience (bushfire) and strategic airports and aviation facilities (building restricted area). The subject site is not mapped as being impacted by any SPP and therefore no further assessment is required to support the proposed development application.

Notwithstanding, an assessment has been undertaken against the SPP to the extent of any inconsistency (refer to Table 8), noting it does not introduce any additional assessment benchmarks relevant to the site or proposal.

Table 8 - State Planning Policy Assessment Benchmarks

State Policy	Applicability
Liveable Communities and Housing	
Housing Supply and Diversity	Not Applicable The proposal does not involve a residential purpose.
Liveable Communities	Applicable The proposal supports liveable communities by providing employment opportunities and growth in a well-located and transformative area. This is further justified by the Economic Need Assessment prepared by Deep End Services and provided in Attachment 5.
Economic Growth	
Agriculture	Not Applicable



Table 8 - State Planning Policy Assessment Benchmarks

State Policy	Applicability
	The proposed development does not involve any agricultural component as part of this development application.
Development and Construction	Applicable The proposed development is generally consistent with the strategic intent for the local area.
Mining and Extractive Resources	Not Applicable The proposed development does not involve any mining or extractive resources as part of this development application.
Tourism	Not Applicable The proposed development does not involve any tourism component as part of this development application.
Environment and Heritage	
Biodiversity	Applicable The site is identified as containing areas of valued biodiversity. Notwithstanding, the site benefits from a number of environmental approvals which facilitate vegetation clearing. Refer to section 3.5 for further details.
Coastal environment	Not Applicable The site is not located in a coastal environment.
Cultural heritage	Not Applicable The site is not identified as containing areas of cultural heritage significance.
Water Quality	Applicable The site is greater than 2,500m ² . Bornhorst + Ward has addressed water quality in the Civil Engineering Report is provided in Attachment 6.
Safety and Resilience to Hazards	
Emissions and Hazardous Activities	Applicable The proposal has been designed to address any potential emissions from the proposed development, where deemed necessary.
Natural Hazards, Risk and Resilience	Applicable The site is mapped within the Flood hazard area - local government flood mapping area, Queensland floodplain assessment overlay, and Bushfire prone area. Notwithstanding, the proposed development has addressed the risks associated with natural hazards through the supporting technical assessments.
Infrastructure	

Table 8 - State Planning Policy Assessment Benchmarks

State Policy	Applicability
Energy and Water Supply	Applicable The proposed development will be appropriately connected to energy and water supply.
Infrastructure Integration	Not Applicable The proposal does not involve major transport infrastructure.
Transport Infrastructure	Applicable The proposal suitably considers the location of transport infrastructure as part of this development application.
Strategic Airports and Aviation Facilities	Not Applicable The site is not located in close proximity to an airport or aviation facility.
Strategic Ports	Not Applicable The site is not located in close proximity to a port.

6.3 Central Queensland Regional Plan 2013

As illustrated in Figure 15, the subject site is wholly contained in the Priority Living Area (PLA) within the *Central Queensland Regional Plan 2013* (CQRP).

The intent of the PLA is to include the existing settled area of a city, town or other community and other areas necessary or desirable for the future growth of the existing settled area and as a buffer between the existing or a future settled area and resource activities. The proposal involves an Change ("Other") to an Existing Approval (Preliminary Approval - DA1008/2014) for a Material Change of Use - Change in Zone (Urban Expansion to Commercial Zone), Showrooms (44,000m² in 6 Phases) and Development Permit for Reconfiguring a Lot (2 into 5 and Road Reserve in 4 Stages); thus, the application is consistent with the intentions of the PLA.



Figure 15: Areas of Regional Interest [Source: DAMS Mapping, 2025]



7 Local Planning Framework

7.1 Local Planning Instrument

The *Gladstone Regional Planning Scheme 2017* (Version 2) is the applicable Planning Scheme for the Gladstone LGA and provides the relevant framework for development assessment and approval. The provisions of the Planning Scheme are relevant to the proposed development are identified and addressed in the following sections of this report.

Part 1.5 of Planning Scheme describes the hierarchy of assessment benchmarks where there is inconsistency between the provisions in the planning scheme. As such, the following rules apply to development assessment to the extent of an inconsistency:

- a) the strategic framework prevails over all other components to the extent of the inconsistency for impact assessment
- b) relevant codes as specified in schedules 6 and 10 of the Regulation prevail over all other components to the extent of the inconsistency
- c) overlays prevail over all other components (other than the matters mentioned in (a) and (b) to the extent of the inconsistency
- d) local plan codes prevail over zone codes, use codes and other development codes to the extent of the inconsistency
- e) zone codes prevail over use codes and other development codes to the extent of the inconsistency
- f) provisions of Part 10 may override any of the above.

The assessment of the proposed development has been undertaken in accordance with the hierarchy of the Planning Scheme.

These local planning frameworks provide the relevant framework for development assessment and approval. The provisions of the Planning Scheme are relevant to the proposed development are identified and addressed in the following sections of this report.

7.1.1 Defined Uses

Schedule 1 of the Planning Scheme provides definitions for proposed uses.

Notwithstanding, changes have been proposed to include all relevant definitions to be in accordance with the Planning Regulation as part of this Change ['Other'] Application to reflect current legislation and demonstrate consistency with the up-to-date planning frameworks for Queensland.

As such, reference to the Queensland Planning Provisions and Superseded Planning Scheme in the KRCCC has been removed and replaced accordingly.

7.1.2 Level of Assessment

In accordance with the level of assessment for the original application for the Preliminary Approval (DA1008/2014), the application for a Change ['Other'] to the Existing Approval remains subject to Impact Assessment.

7.1.3 Assessment Benchmarks

The proposed development achieves compliance with the applicable provisions of the relevant assessment benchmarks.

The benchmarks applicable to the assessment of the proposed development is listed in Table 9 overleaf and the relevant codes are addressed in Attachment 10.



Table 9 – Relevant Planning Scheme Provisions

Assessment benchmark for assessable development and requirements for accepted development	Applicability	Comment
Zone Code		
Emerging Community Zone Code	Applicable	A response to Emerging Community Zone Code has been provided in Attachment 10.
Overlay Codes		
Acid Sulfate Soils Overlay Code	Not Applicable	Whilst the subject site is triggered by the Acid Sulfate Soils Overlay, the proposed development remains completely outside of the affected area. Accordingly, no response is required in accordance with Section 5.3.2 (5) of the Planning Scheme.
Airport Overlay Code	Applicable	A response to the Airport Overlay Code has been provided in Attachment 10.
Biodiversity Overlay Code	Applicable	A response to the Biodiversity Overlay Code has been provided in the Environmental Assessment & Approvals Summary prepared by S5 Consulting in Attachment 8.
Bushfire Hazard Overlay Code	Applicable	A response to the Bushfire Hazard Overlay Code has been provided in the Environmental Assessment & Approvals Summary prepared by S5 Consulting in Attachment 8.
Flood Hazard Overlay Code	Not Applicable	Whilst the subject site is triggered by the Flood Hazard Overlay, the proposed development remains completely outside of the affected area. Accordingly, no response is required in accordance with Section 5.3.2 (5) of the Planning Scheme.
Use Codes		
Development Design Code	Applicable	A response to the Development Design Code has been provided in Attachment 6.
Landscaping Code	Applicable	A response to the Landscaping Code has been provided in Attachment 10.
Operational Works Code	Applicable	A response to the Operational Works Code has been provided in Attachment 6.

7.1.4 Gladstone Regional Council Planning Scheme 2017

The Planning Scheme has been amended to align with the Planning Act by Minister rule made in accordance with Section 293 of the Act on 3 July 2017.

The Planning Scheme seeks to implement and integrate State and Regional Planning Policy within a detailed local framework the responds to the specific need and characteristics of the Gladstone Region. It provides a comprehensive approach to managing population growth, employment expansion, and the future distribution of



development and land uses, ensuring that planning decisions are reflective of the local context while aligning with broader regional and state objectives.

7.1.4.1 Strategic Framework

The *Gladstone Regional Plan Our Plan Our Future 10-Year Review* outlines the preferred land use strategy for the Gladstone Region, along with guiding planning controls for future land use and development. Gladstone has experienced a series of “booms” associated with major industry and port development. These booms have generated significant employment opportunities and have driven economic development within the region. The Strategic Framework focuses on balanced outcomes such as economic, community and environmental aspects. More specifically, the Strategic Framework – *Community living and Building Better – Our Urban Places* provides guiding principles for suburban growth and community connectivity, as illustrated in Figure 16.

Development occurring on the eastern side of Kirkwood Road will contribute to meeting increasing demand for housing and further support the growth of existing residential area under the development authority of existing approval DA/10762/2008. Lot 1 and Lot 3 on SP341685 will also assist in servicing this demand for housing in the surrounding area.

Section 3.3 Gateway to the World outlines important strategic outcomes and elements for economic growth within the Region. The Scheme outlines that the region's major shopping centres must reflect true mixed use centres in providing for a range of entertainment, community and residential uses and not just retailing, and Specialised centres are to provide for non-traditional centre activities such as showrooms, outdoor sales and bulky goods retailing.

The Kirkwood Road Centre, and the former approved Kirkwood Road Commercial Centre subject of this application, are identified and approved as the key locations for the delivery of these traditional and non-traditional centre activities along Kirkwood Road to service the southern growth corridor and broader Region. However, significant need for expansion of the Kirkwood Road Centre has been established, by both Gladstone Regional Council's Planning Scheme Review and Gap Analysis, and Deep End's Economic Need Analysis provided in support of this Change (Other) Application, with the Kirkwood Road Commercial Centre providing an optimal location for this expansion of retail and community activities. This is due to its proximity to the Kirkwood Road Centre and its location outside of a dedicated residential zone, earmarked for future Low Density Residential development. This is an essential consideration as the Strategic Framework clearly outlines that Centre activities are not supported in residential areas due to their inconsistency with the form, function and amenity of residential neighbourhoods. As a result, the remaining undeveloped land surrounding the Kirkwood Road Centre remains unsuitable for further Centre development.

The proposed Change seeks to introduce a Shop (Supermarket), Child Care Centre and Educational Establishment (Swim School) into the Kirkwood Road Commercial Centre, diversifying its offerings to better deliver a centre that meets the strategic requirements for the delivery of a true mixed use centre on Kirkwood Road. Their inclusion within the Kirkwood Road Commercial Centre is considered to result in an expansion of centre activities that are occurring in an integrated manner, commensurate with community needs and without any adverse impact on the viability of other centres within the region. This is outlined in further detail in Deep End's Economic Needs review provided in Attachment 5.

The inclusion of the Large Format Retail (Activity Group) in the KRCCC also strengthens the Scheme's intent in delivering non-traditional centre activities such as bulky goods retailing along Kirkwood Road. The KRCCC already clearly envisions Large Format Retailing as part of the approved development, with the Centre being identified as a specialised centre of regional scale focused on providing bulky goods and large format retailing opportunities and support retail, personal services, banking services, community services and service trades. The Code goes on to further identify Overall Outcomes and Specific Outcomes referencing the delivery of a large format retailing centre and large format retail focused activities. The introduction of the Large Format Retail (Activity Group) provides clarity and transparency in the delivery of these consistent land uses/activities throughout the Centre, on par with showrooms, hardware trade supplies and garden centres, further supporting the intent and directives outlined within the Strategic Framework.

Section 3.6 *Building it better: Our Urban Areas*, demonstrated the need to connect existing suburbs and emerging suburbs through well-designed land uses characterised by walkability and a neighbourhood structure focused on parks and shops.

Section 3.6.1 – Strategic outcomes of the Planning Scheme, with particular reference to the Gladstone area, states the following:

“Gladstone city's landform has been dominant in determining the structure of its urban development with roads, open space and development bypassing much of its steeper land.

In 2004 a structure plan was prepared for land south of Kirkwood Road and between the Dawson Highway and Auckland Creek. Land sufficient for approximately a further 2,500 potential lots was identified along with the inclusion of a school within the Kirkwood Road corridor. While the Kirkwood Road area has been substantially developed, remaining greenfield land will accommodate further new neighbourhoods for the region over the life of this planning scheme.”

Essential services, including retail and community offerings, are therefore required within Kirkwood to support existing and future residential growth and to align with the overall outcomes set out in the Planning Scheme.

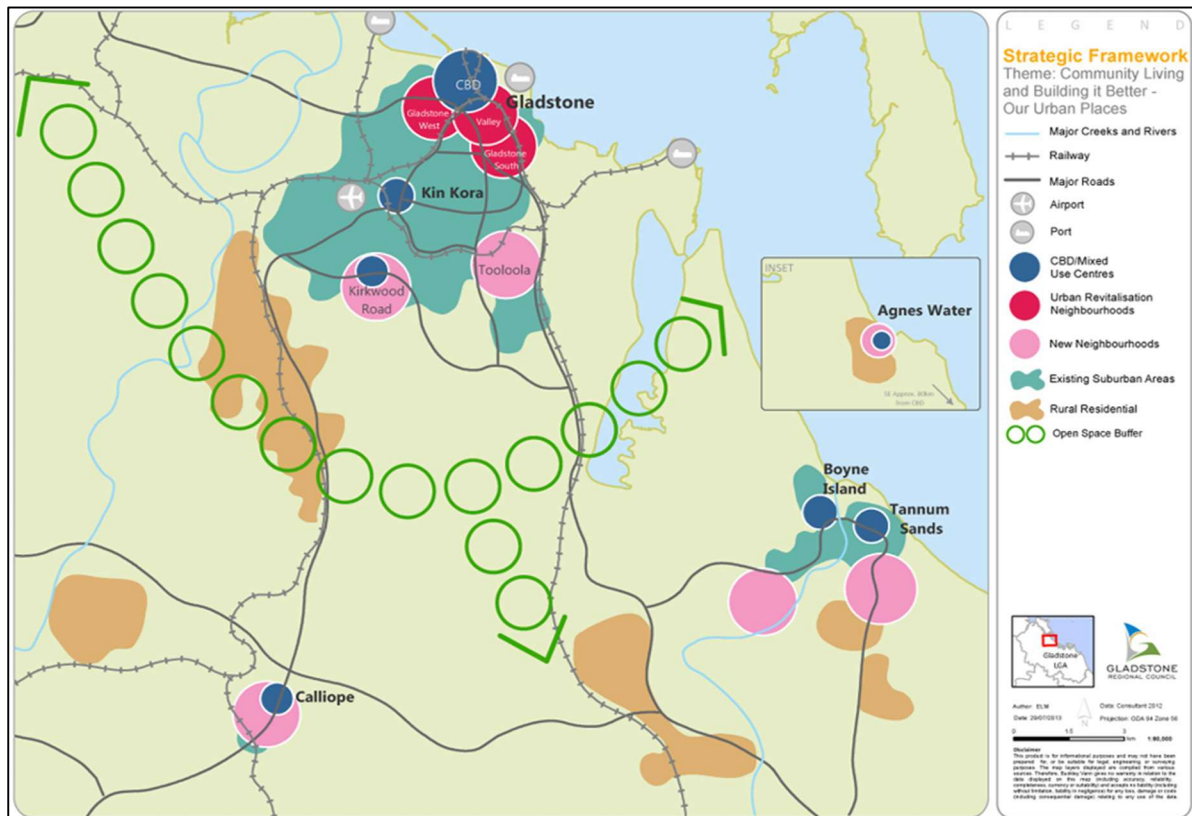


Figure 16: Strategic Framework (Source: Gladstone Regional Council, 2014)

Table 10 provides an overview of the Strategic Framework Provisions that pertain to the proposed development.

Table 10 – Strategic Framework Provisions		
Strategic Framework Themes	Applicable	Response
Gateway to the World	Applicable	A response has been provided in Attachment 13.
Community Living	Not Applicable	The proposed development does not facilitate housing for the community. No response is considered necessary in this instance.
Connecting Our Places	Applicable	A response has been provided in Attachment 10.
Building it Better: Our Urban Areas	Applicable	A response has been provided in Attachment 10.
Our Environment & Heritage	Applicable	A response has been provided in Attachment 10.
Our Rural and Coastal Townships & Places	Not Applicable	The subject site is not considered a rural or coastal location. No response is considered necessary in this instance.

7.1.5 Zoning

As illustrated in Figure 17, the subject site is located within the Emerging Community Zone in accordance with the Planning Scheme. The purpose of the Emerging Community Zone is as follows:

- Identify and conserve land that may be suitable for urban development in the future.*
- Manage the timely conversion of non-urban land to urban purposes when needed to meet community needs.*
- Development for the purpose of new urban communities is undertaken only where there is overriding community and economic need and in accordance with a Plan of development.*
Note—Future urban development must be provided with a Plan of development in accordance with the Plan of development planning scheme policy and a Community and economic needs assessment in accordance with the Community and economic needs assessment planning scheme policy.
- Prevent or discourage development that is likely to compromise appropriate longer term use.*

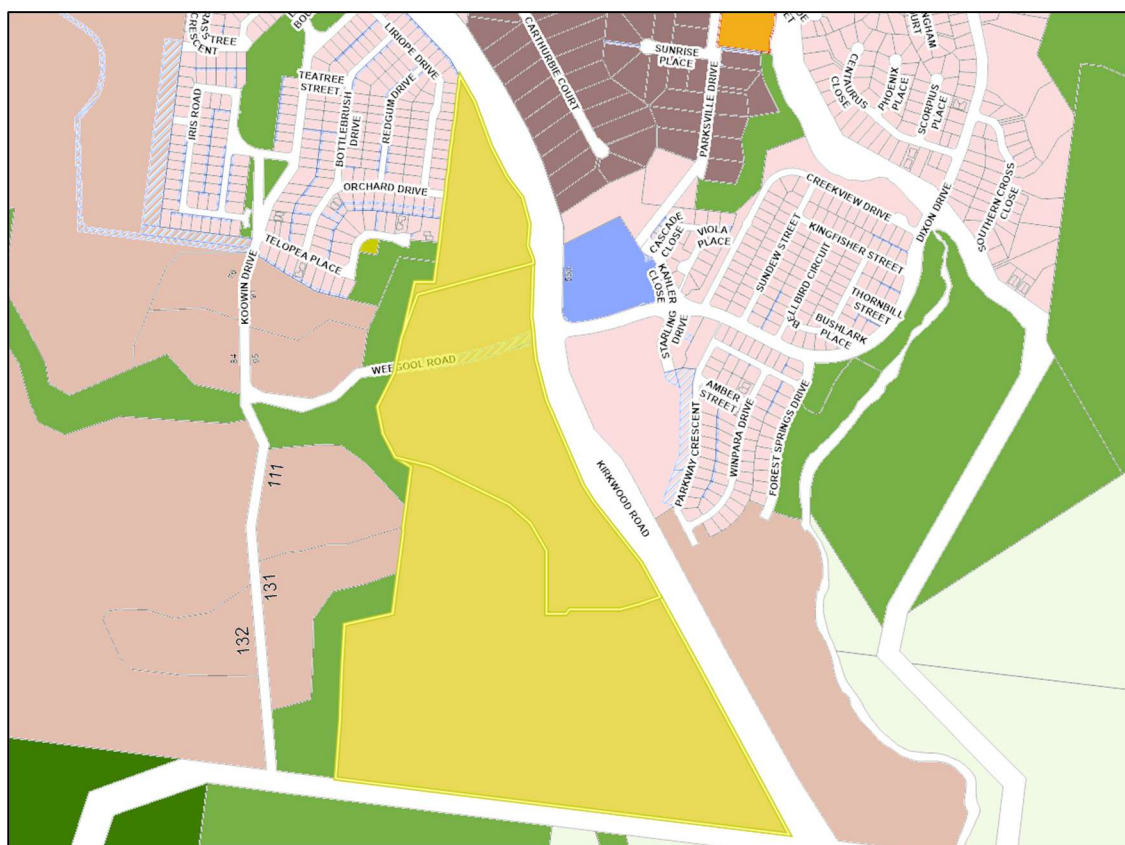


Figure 17: Zone Mapping [Source: Planning Scheme Mapping, 2025]

With regards to the purpose of the Emerging Community Zone, the subject site has been earmarked for suitable urban development, in accordance with the Existing Approval and as demonstrated in the Strategic Framework of the Planning Scheme.

The subject site, coupled with the Existing Approval, presents an ideal opportunity for the centre to respond to strong economic need for new land uses (supermarket, childcare centre and a swim school) (refer to the Economic Need Assessment in Attachment 5) and assist in the delivery and attraction of the Large Format Retail and Showroom tenants that will significantly contribute to the needs of the community.

This location is a better utilisation of urban land, than the nearby vacant residential land, as it allows for this land to be reserved for residential housing within a residential zone, which remains in short supply. Furthermore, the ease of access from the existing intersection on Kirkwood Road into the approved “Specialised Centre” offers a more suitable location to accommodate an additional supermarket.



An assessment of the overall outcomes of the Emerging Community Zone Code are provided in Table 11 below:

Table 11 – Overall Outcomes		
Overall Outcomes		Response
(a)	Development of land that is considered generally suitable for urban purposes only occurs after detailed planning studies have been undertaken to identify scenic, environmental and infrastructure constraints and opportunities.	Complies The subject site has a long-standing approval to facilitate development of the Kirkwood Road Commercial Centre. The proposed development has considered scenic, environmental and infrastructure constraints and opportunities.
(b)	Interim development does not compromise the future development potential of the area for urban purposes and uses that are incompatible with residential uses are not encouraged.	Complies The proposed development is designed to support future development potential across the masterplan are for uses that support urban environment that surrounds. The proposal has considered compatibility with nearby residential uses.
(c)	Development is based upon the efficient provision of infrastructure, consideration of environmental constraints and desired settlement pattern for the area.	Complies The proposed development will involve the efficient provision of infrastructure and consideration of environmental constraints.
(d)	Significant historical, architectural, topographic, landscape, scenic, social, recreational and cultural features and associations, as well as natural habitat areas, wildlife corridors, wetlands and waterway corridors are protected and enhanced.	Complies The proposal has been sympathetically designed to consider all relevant environmental and cultural matters appropriately, protecting and enhancing these values, where deemed necessary.
(e)	Proposed roads and other transport corridors are coordinated and interconnected to ensure pedestrian, bike, public transport and private vehicles have accessibility between neighbourhoods, centres and other locations.	Complies The proposed development will be designed around the new internal road network of Weegool Road that connects into Kirkwood Road. The Traffic Impact Assessment in Attachment 7 provides further details on the designs and layout of the proposed development.
(f)	Development responds to land constraints, including but not limited to topography, bushfire and flooding.	Complies The proposed development appropriately responds to the relevant land constraints, with supporting technical documents attached.



7.1.6 Overlays

The following Table 12 provides an overview of the Planning Scheme overlays that affect the subject site.

Table 12 - Overlays

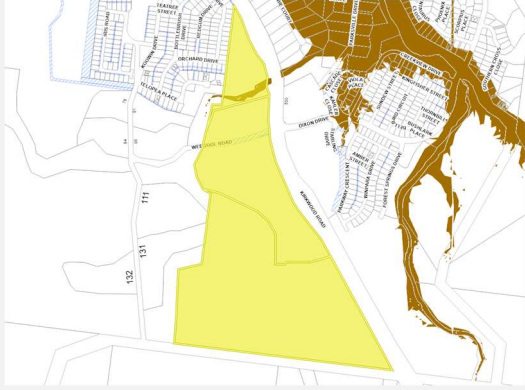
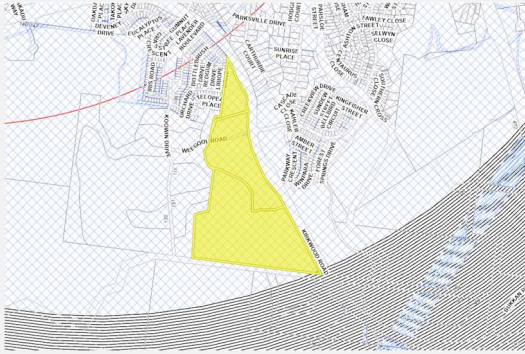
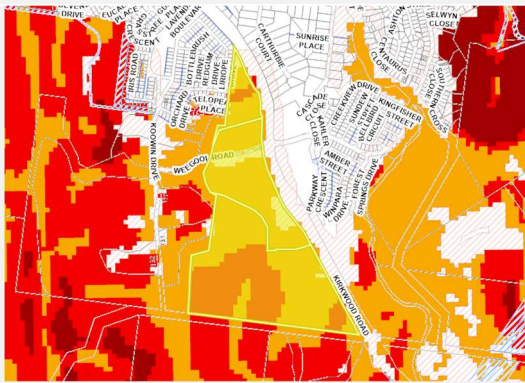
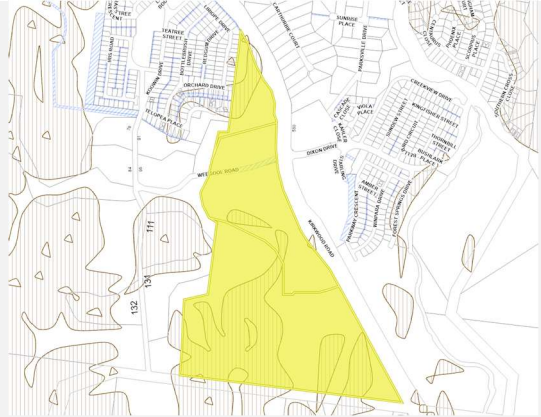
Overlay Mapping	Overlay Description
	PSO - Acid Sulphate Soils
	PSO - Airport
	PSO - Biodiversity
	PSO - Bush Fire Hazard

Table 12 – Overlays

Overlay Mapping	Overlay Description
	PSO - Flood Hazard
	PSO - Steep Land

Whilst the subject site is triggered by a number of these overlays, the proposed development remains completely outside of the affected areas of the Acid Sulphate Soils Overlay and Flood Hazard Overlay and, as such, no further assessment is required in accordance with Section 5.3.2 (5) of the Planning Scheme which states:

“5. Where development is proposed on premises partly affected by an overlay, the category of development or assessment for the overlay only relates to the part of the premises affected by the overlay.”

Furthermore, it is noted that the above listed overlays are not considered to have any adverse impact on the proposed development, with all supporting technical documents and previous approvals addressing any potential concerns.

Whilst these overlays exist over the subject site under the Gladstone Regional Planning Scheme 2017 (Version 2), a detailed assessment had been undertaken at the time of the Preliminary Approval with appropriate conditions set to largely capture the existing site constraints. Accordingly, no overlay assessment benchmarks are considered applicable to development associated with the Kirkwood Road Commercial Centre.

7.1.7 Kirkwood Road Commercial Centre Code

The subject site benefits from a Preliminary Approval, which references the provisions of the KRCCC. The purpose of the KRCCC is to facilitate an integrated approach to development of a specialised centre of regional scale of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can (in light of the changes proposed) include supermarkets, as well as shops, retail, personal services, banking services, community services and service trades in line with proposed GFA caps.

The proposed development has been appropriately designed to consider the ultimate vision of the KRCCC. Specifically, the proposed development demonstrates full compliance with the overall outcomes of the KRCCC, contributing to a bulky goods and large format retailing centre with supporting complementary uses in an integrated and co-located manner to maximise site multi-functionality and efficiency of land uses.



The overall outcomes for the KRCCC are extracted below in Table 13 with responses provided for consistency.

Table 13 – Overall Outcomes of the KRCCC	
Overall Outcome	Response
(a) Development contributes to a bulky goods and large format retailing centre in an integrated and co-located manner to maximise site multi-functionality and efficiency of land use;	Complies The proposed development remains consistent with the strategic intent to facilitate a bulky goods and large format retailing centre with supporting complementary uses through the inclusion of a Large Format Retail (Activity Group) and the additions of a Childcare centre and educational establishment (Swim School) uses, which all support the strategic direction of the KRCCC.
(b) Development results in no more than 30% of the centres ultimate building footprint being used for land uses other than Showrooms, Hardware and Trade Supplies and Garden Centres;	Complies The proposed development will not result in more than 30% of the centres ultimate building footprint being used for land uses other than Showrooms, Hardware and Trade Supplies and Garden Centres, noting that the inclusion of a Large Format Retail (Activity Group) has been incorporated within this ratio given it has always been contemplated within the Preliminary Approval and KRCCC, and is consistent with the planning policy for Specialised centres in the planning scheme.
(c) Ancillary and complementary uses to support the operation of the centre are incorporated into the development however to an extent which does not undermine or jeopardize the existing and future commercial centre hierarchy across the region;	Complies The proposed development has included ancillary and complementary uses that will support the viability and functionality of the centre whilst not undermining or jeopardizing the existing and future commercial centre hierarchy across the region. The Shop (supermarket) use will not undermine the centre's hierarchy, given there is an existing need, and a gap in the both the planning scheme and the existing approval. Trading impacts will be almost entirely confined to full-line supermarkets, not smaller scale supporting specialities, given its proposed location in a Specialised centre focused on showrooms and large format retail.
(d) Development is appropriately located according to the activities envisaged in the centre, and building and landscape design are of a scale, height, bulk and nature that provide a high level of amenity, are generally consistent with the character of the area, transition sensitively of the surrounding uses, and reinforce the subtropical nature of the city	Complies The proposed development remains similarly located to that of Plan No 2 Kirkwood Road Commercial Centre Layout and will be designed with appropriate building and landscape elements that are consistent with the character of the area.
(e) Development provides appropriate vehicular access, manoeuvring and parking and does not adversely affect the efficiency of the transport network;	Complies The proposed development facilitates the internal road connection of Weegool Rd and has been designed to accommodate appropriate car parking and road functionality within the masterplan area.



Table 13 – Overall Outcomes of the KRCCC

Overall Outcome	Response
(f) The Kirkwood Road is protected as an arterial road and major road transport corridor for the City and the region	Complies The proposed development maintains the envisaged road hierarchy for Kirkwood Road and the other surrounding road networks.
(g) The Centre is provided with infrastructure, servicing and utilities commensurate with the level of service demands for the centre;	Complies The proposed development will be serviced with proposed connections to nearby available urban infrastructure already established, including sewer, electricity, telecommunications, water, and stormwater drainage.
(h) An open space buffer is provided along the Cathurbie Creek corridor	Complies A buffer is provided along the Cathurbie Creek corridor, as approved and remains unchanged as part of this application.
(i) The local significance of the Cathurbie Creek historical grave site is acknowledged and;	Complies The proposed development maintains the local significance of the Cathurbie Creek historical grave site.
(j) Development minimises adverse impacts on health, safety and amenity of adjoining residential areas.	Complies The proposed development manages and minimises any adverse impacts to nearby residential areas.



8 Relevant Matters

This section of the report outlines the relevant matters for the proposed development. Specifically, Section 45(5) of the Planning Act prescribes that Impact Assessable development applications:

45 Categories of assessment

(5) An **impact assessment** is an assessment that—

(a) must be carried out—

(i) against the assessment benchmarks in a categorising instrument for the development; and

(ii) having regard to any matters prescribed by regulation for this subparagraph; and

(b) may be carried out against, or having regard to, any other relevant matter, other than a person's personal circumstances, financial or otherwise.

The Planning Act further provides examples of other relevant matters:

- A planning need;
- The current relevance of the assessment benchmarks in the light of changed circumstances; and
- Whether assessment benchmarks or other prescribed matters were based on material errors.

The following key matters are highlighted in support of the proposed development:

- The proposed development remains consistent with the fundamental vision of the KRCCC to facilitate an integrated approach to development of a Specialised centre of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades. The new uses respond to a planning, community and economic need that is not catered for in the planning scheme or Existing Approval.
- The Change ['Other'] Application seeks to develop a long-standing undeveloped and primarily vacant lot within a strategic location of Gladstone as a Specialised centre and will effectively deliver that centre.
- The Economic Need Assessment justifies the new intended land uses within the KRCCC and the local catchment to support the existing and emerging residential community and offer diversity of choice for customers within the surrounding suburbs in a convenient location.
- The proposal furthers the intent of the Strategic Framework of the Planning Scheme by facilitating commercial activities within an appropriately designated centre, rather than an out-of-centre location. The hierarchy of centres established for the Gladstone Region through both the current Planning Scheme and DA/1008/2014 are maintained and their viability strengthened.
- The subject site is identified as a key commercial land in Gladstone, being located ~8km from Gladstone Central and identified as one of seven major centres which is being earmarked for significant economic growth and residential intensification, contributing to the future expansion of the Gladstone region.
- The site is well-located on the key road network of Kirkwood Road that provides efficient vehicular linkages to Glenlyon Road, the Dawson Highway, Gladstone Airport, and the Gladstone CBD from a broader connectivity perspective.
- The relevant matters identified in the Economic Need Assessments outlined in Section 5.1.
- The Planning Scheme and Existing Approval do not current cater for the need for an additional supermarket in the catchment, as identified by Council's planning scheme review [discussed further below].

8.1 Other Relevant Non-Statutory Policy

8.1.1 Gap Analysis Report by Reel Planning

Reel Planning had been engaged by Council to complete a ten-year review of the Planning Scheme. As part of the review, Reel Planning analysed demographic data, economic reports and existing land use patterns to identify critical gaps in the superseded planning framework, which has informed future plan-making pathways.

The Gap Analysis Report was finalised and publicly issued in April 2024. The report included a Gladstone Region Background Study completed by Norling Consulting Pty Ltd: Business and Property Economics which identified two (2) key economic gaps in relation to Kirkwood Road and the immediate area:

- The population, employment, and land supply study prepared by Norling Consulting has identified that there is insufficient land located within the centre zones and the expansion of the existing major centres is heavily constrained. The ideal locations that were identified included the Kirkwood Road corridor.
- The Kirkwood District Centre is well located in an emerging residential community and should expand by another 4,000m², accommodating a second supermarket. Figure 18 shows that there are no vacant centre zoned lands to accommodate this expansion. Whilst the vacant residential zoned land opposite the existing centre was referenced by Norling, it currently contains an approval for residential development. The subject site is therefore the most logical location for the expansion of an additional supermarket given the existing Preliminary Approval (DA1008/2014) and access to the main intersection of Kirkwood Road and Dixon Drive.

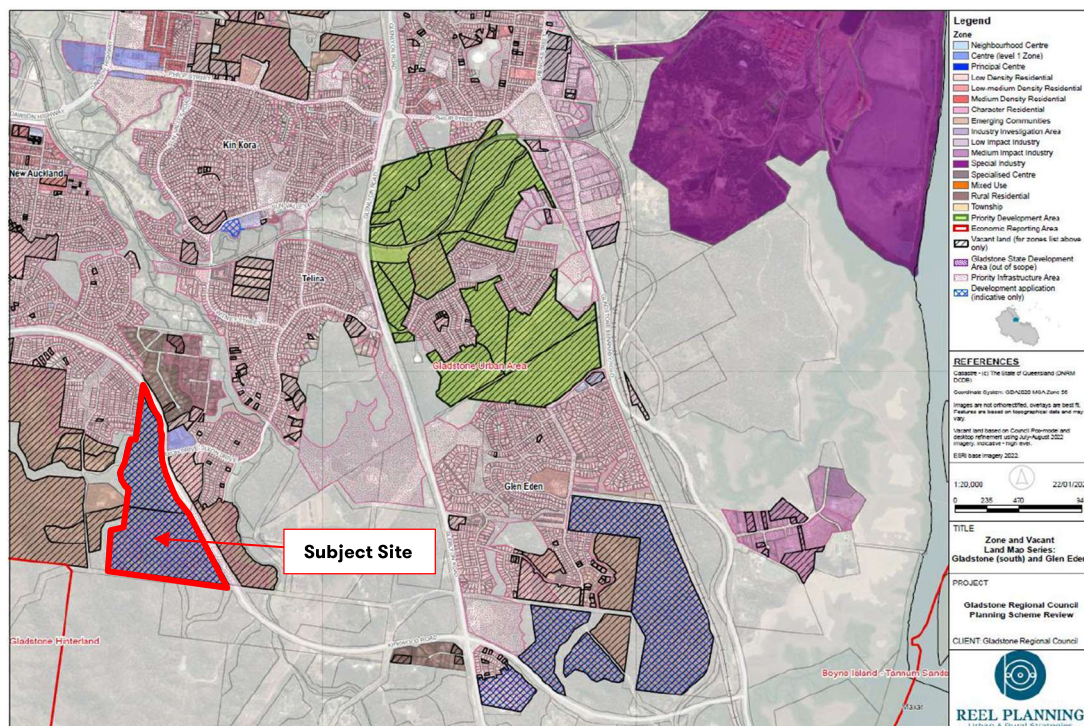


Figure 18: Extracted Figure 1.2 from Gap Analysis Report [Source Reel Planning, 2024]

This Change ('Other') Application seeks to facilitate the commercial masterplan in line with the KRCCC and involves the facilitation of a specialised centre of regional scale focused on providing bulky goods and large format retailing opportunities with the inclusion of complementary uses.

The proposed development will enable significant employment and job opportunities for the immediate area, serve the needs of workers, visitors or businesses, and will not adversely impact the establishment or ongoing operation of uses (including existing centres) nearby. It is therefore considered that the proposed uses to be included within the Preliminary Approval as part of this Change ('Other') Application are consistent with the economic need for the surrounding area and will assist in addressing planning, economic and community need, choice and competition, and population growth and community expectations. The uses proposed are expected to deliver substantial employment opportunities, generate positive economic activity and support broader community need consistent with the strategic objectives of the Planning Scheme review.



9 Conclusion & Reasons for Approval

This Town Planning Report is prepared by Human Habitats on behalf of the Applicant with respect to the Change ('Other') Application to an Existing Approval (Preliminary Approval – DA1008/2014) in accordance with Section 82 of the Planning Act located at Lots 1, 2 & 3 on SP341685, Kirkwood Road, Kirkwood, QLD, 4680.

Technical assessments have been undertaken regarding the proposed development to address potential impacts of the development and to respond to the relevant provisions of the Planning Scheme, in the context of the existing approval for development in accordance with the Kirkwood Road Commercial Centre Code. These will form part of Council's assessment of this application.

It is our view that the proposal should be supported for the following reasons:

- Commitment by the Applicant to act on the long-standing approval and develop the subject site in accordance with the vision of the KRCCC together with the purpose and overall outcomes of the Emerging community zone.
- The proposed development remains consistent with the fundamental vision of the KRCCC to facilitate an integrated approach to development of a specialised centre of regional scale focused on providing showroom, bulky goods and large format retailing opportunities and supporting complementary uses that can include supermarkets, shops, retail, personal services, banking services, community services and service trades, where appropriate for the designated role and function of the centre.
- The proposed development supports a high-quality architectural design which features new commercial development opportunities and road connectivity.
- The Economic Need Assessment supports the additional uses to be integrated within the KRCCC masterplan and demonstrates that there are no unacceptable impacts.
- The proposed development addresses the relevant assessment benchmarks of the Planning Scheme and remains consistent with the underlying planning scheme policies.
- The supporting technical documents appropriately address all potential land use constraints.
- The proposal provides sufficient carparking and vehicular manoeuvring arrangements, facilitating safe access arrangements for vehicles and pedestrians throughout the subject site.
- The proposal addresses potential land use conflicts with nearby residential uses through sensitive design and implementation of noise mitigation measures.
- The proposed development can meet the demands of infrastructure efficiency.

Overall, the Change ('Other') Application is considered to demonstrate general compliance with the Planning Scheme and vision of the KRCCC, noting that the proposed changes will facilitate a positive outcome that will contribute to the economic growth and liveability of the local catchment.

Based on the assessment provided within this report and the analysis of the supporting documents, it is considered that the proposed development is well justified.

We therefore recommend that Council favourably consider the proposed development and approve the application, subject to relevant and reasonable conditions.