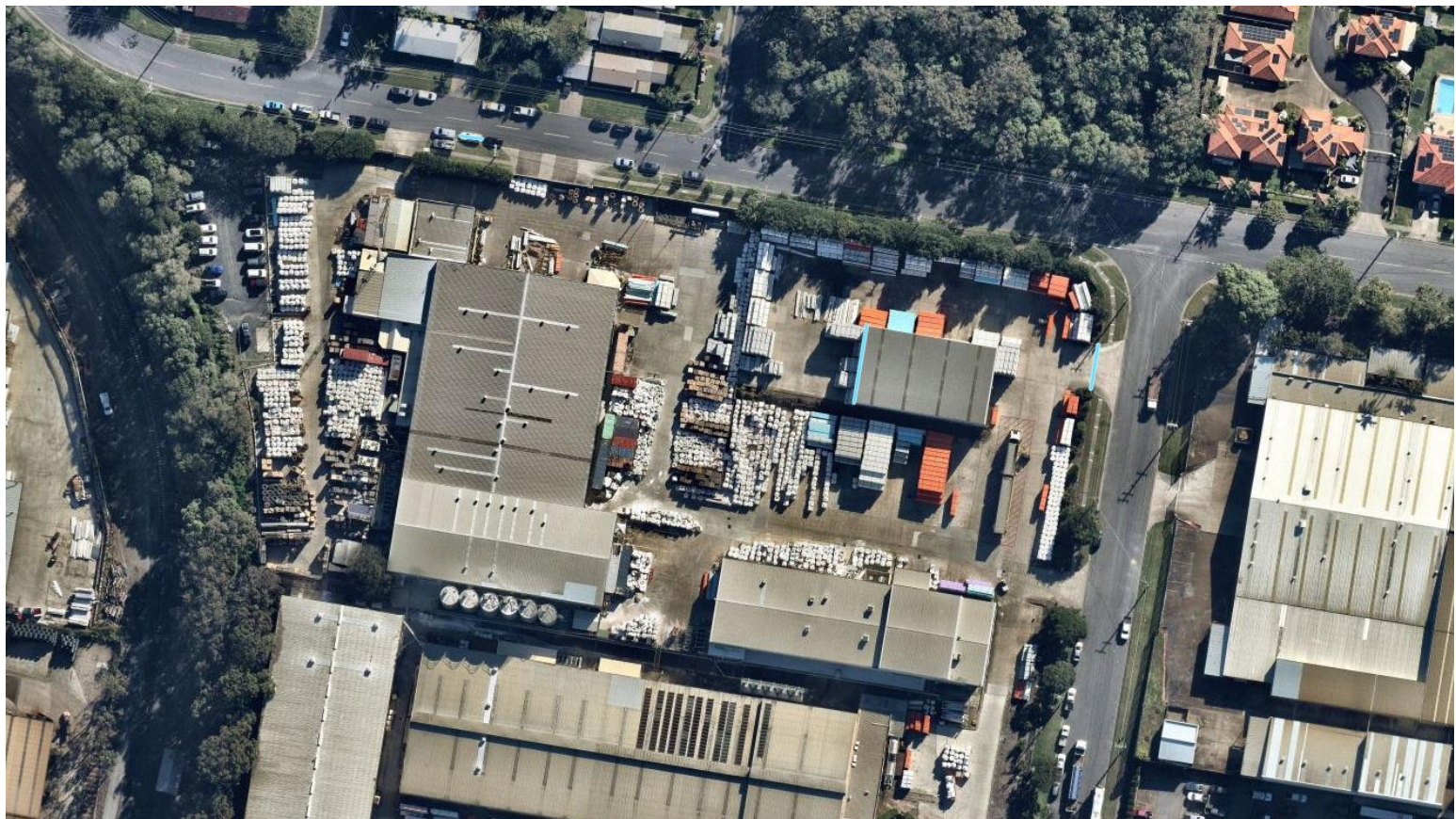


Planning Report

186 INGRAM RD ACACIA RIDGE QLD 4110

For: Pipemakers Australia Pty Ltd

Date: September 2026



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Version History

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Summary

Site and Planning Framework

Table A below provides a summary of the key site details and relevant planning framework information.

Table A – Site and Planning Framework Details

Site Details	
Address	186 INGRAM RD ACACIA RIDGE QLD 4110
Real Property Description	Lot 952 on SL7799
Area	20240m ²
Owner/s	METROLL INDUSTRIES PTY LIMITED
Local Planning Matters	
Local Government	Brisbane City Council
Planning Scheme	Brisbane City Plan 2014 – v37
Zone	INDUSTRY (GENERAL INDUSTRY A) ZONE
Local Plan	Acacia Ridge-Archerfield neighbourhood plan
Overlays	▪ Airport environs overlay ○ OLS - Horizontal limitation surface boundary ○ Procedures for air navigation surfaces (PANS) ○ BBS zone - Distance from airport 3-8km ○ LI - Zone D - 450 Candela - 1500m wide 4500m from runway strip ○ LI - Within 6km - Max intensity of light sources 3 deg above horizon ▪ Community purposes network overlay ▪ Critical infrastructure and movement network overlay ○ Critical infrastructure and movement planning area sub-category ▪ Industrial amenity overlay ○ Industrial amenity investigation area sub-category ▪ Road hierarchy overlay ○ Neighbourhood road ▪ Streetscape hierarchy overlay ○ Industrial street ○ <i>adjoining Neighbourhood street Minor (West)</i> ▪ Transport noise corridor overlay ○ Designated State Noise corridor - rail network: Category 0: Noise level <70 dB(A) ○ Designated State Noise corridor - rail network: Category 1: 70 dB(A) - 75 dB(A) ○ Designated State Noise corridor - rail network: Category 2: 75 dB(A) - 80 dB(A) ○ Designated State Noise corridor - rail network: Category 3: 80 dB(A) - 85 dB(A) ○ Designated State Noise corridor - rail network: Category 4: Noise Level > 85 dB(A)
State Planning Matters	
State Planning Policy	▪ Natural hazards risk and resilience ○ Flood hazard area - local government flood mapping area ○ Bushfire prone area ▪ Strategic airports and aviation facilities ○ Obstacle limitation surface area ○ Light restriction zone ○ Lighting area buffer 6km ○ Wildlife hazard buffer zone
Development Assessment Mapping	▪ SEQ regional plan triggers ○ SEQ major enterprise and industrial area (MEIA) ○ SEQ Regional Plan land use categories ▪ Urban Footprint ▪ Water resources ○ Water resource planning area boundaries ▪ State transport ○ Areas within 25m of a State transport corridor

- Area within 25m of a railway corridor

Change Application Details

Table B below provides an overview of the change application.

Table B – Change Application Details

Change Application Details	
Development Approval Sought to be Changed	Council reference: A003906397 Development permit – Material change of use for Industry - Schedule 2 Uses - Plastic Manufacturing, Environmentally Relevant Activity 12(1)(a)
Approval Sought	Other change under section 82 of the Planning Act to change the development approval to: ▪ Increase the operational output to 15-20,000t/annum (<i>Planning Regulation 2017</i>, Schedule 20 trigger) ▪ increase the existing Warehouse 1 footprint
Proposed Use	High impact industry A005123228 – An application for a Material Change of Use – ERA 12(1) Plastic product manufacturing was applied for concurrently with an extension to High impact industry application and was granted on 16 December 2020. While the proposal seeks a change to the 2015 approval (Council ref: A003906397), the proposal seeks to align with the ERA approved under A005123228.
Category of Assessment	Impact assessment
Public Notification	Not required under Section 82(3)(a) of the Planning Act 2016
Assessment Manager	Brisbane City Council
Referral(s)	Schedule 10, Part 9, Division 4, Subdivision 1, Table 1 – State transport infrastructure generally (Aspect of development stated in schedule 20) (<i>Planning Regulation 2017</i>)
Applicant Details	
Applicant	Pipemakers Australia Pty Ltd
Applicant Representative	Therefor Group
Contact Person	Rhiannon Cochran (07) 3666 5200 rcochran@thereforgroup.com.au
Reference:	21-0285P/05

Supporting Material

Table C below provides an overview of the supporting material which accompanies this application and has been incorporated and referenced throughout this report.

Table C – Supporting Material

Document Title	Prepared By	Date
Owners Consent	-	16 September 2026
DA Form 1	Therefor Group	24 September 2026
Planning Act Form 5	Therefor Group	24 September 2026
Code Compliance Statements	Therefor Group	24 September 2026
Proposed Plans	Craft Building	21 September 2026
Air and Noise Assessment	Trinity Consultants	14 September 2026
Traffic Engineering Response	Benzie Traffic Engineering	15 September 2026

1. Introduction

On behalf of Pipemakers Pty Ltd, Therefor Group has prepared this planning report in support of a change application for the proposed development which is made over the land at 186 INGRAM RD ACACIA RIDGE QLD 4110, formally described as Lot 952 on SL7799 (**site**).

Specifically, this change application is seeking approval to amend the development approval issued by Council on 31 August 2015 (Council ref: A003906397) (**development approval**) in accordance with section 82 of the Planning Act to:

- Development permit – Material Change of Use (High impact industry)

The change application is subject to **impact assessment**.

This report addresses the merits of the proposed changes and provides an in-depth discussion and assessment of the changes in the context of the development approval and with regard to the relevant provisions of the state and local planning instruments, the *Planning Act 2016* (**Planning Act**) and other relevant legislation. The assessment does not revisit aspects of previously approved development which are unchanged.

In conjunction with the supporting material, this report aims to outline the facts and circumstances which weigh in favour of approval of the proposed changes, and demonstrate why the change application should be approved.

Specifically, this report provides the following to assist in assessment of the change application:

- An overview of the key aspects of the proposed development.
- A summary of the planning merit and alignment with the planning intent for the site and wider area.
- A site analysis which provides details of the key characteristics of the site and surrounding area, including relevant development approval/s.
- A summary of the technical analysis which has informed the design of the proposed development.
- An overview of the state planning framework as it relates to the site, including referral details and some commentary on the proposed development's alignment with the state planning interests, where relevant.
- An overview of the local planning framework as it relates to the site, including some commentary on the proposed development's alignment with the local planning intent.

1.1 History of Pipemakers

The site is currently occupied by an established High Impact Industry (Plastic Product Manufacturing) operated by Pipemakers Pty Ltd. Pipemakers is a longstanding Australian manufacturer specialising in the production and supply of polyvinyl chloride (PVC) and polyethylene (PE) pipes, conduits, and associated products for the civil, construction, infrastructure, mining, irrigation, and utilities sectors. The company has operated from the Acacia Ridge facility for more than three decades and forms part of a broader national manufacturing and distribution network servicing projects throughout Australia. Pipemakers has also been recognised by Approval Mark International for its adoption and achievement of Best Environmental Practice within the PVC manufacturing industry.

PVC pipes are manufactured through an extrusion process whereby heated material is forced through a die to form pipes of a specified diameter and configuration. Following extrusion, the newly formed pipe must undergo a controlled cooling and calibration process to ensure dimensional accuracy, structural integrity and product quality. The cooling process is a critical component of pipe manufacture, as insufficient cooling can result in distortion, warping and other defects that compromise product performance.

To facilitate this process, extrusion lines are intentionally designed to be of substantial length. The length of the extrusion line enables the gradual cooling and stabilisation of the pipe before it reaches the finishing and cutting stages of production. Consequently, the physical dimensions of the extrusion equipment directly influence the layout and design of the manufacturing facility, with elongated buildings required to accommodate the full production process.

The existing operation at 186 Ingram Road represents a long-standing industrial activity within Brisbane's General Industry Area and contributes to the supply of essential infrastructure products throughout Queensland. Pipemakers has continually invested in technology upgrades, operational improvements, and site enhancements to maintain the efficiency and competitiveness of the facility.

As manufacturing technology has advanced, modern extrusion systems have become increasingly sophisticated and efficient. Contemporary extrusion lines are generally longer than previous generations of equipment, enabling improved cooling, calibration and quality control outcomes within a single integrated production line. These technological improvements allow for enhanced manufacturing efficiency, increased product consistency, and reduced reliance on multiple pieces of equipment.

Pipemakers has recently invested in a new generation extrusion line to support its ongoing operations. In order to accommodate this upgraded equipment, a modest extension to the existing building is required. Importantly, the proposed extension is not sought to facilitate an increase in production capacity or a material intensification of the existing use. Rather, the extension is required solely to accommodate the physical dimensions and operational requirements of the upgraded extrusion line.

The proposed building extension will allow the new equipment to be housed entirely within the building and operated in a safe and efficient manner. The development will also deliver workplace safety benefits through reduced manual intervention in the manufacturing process, while improving equipment reliability and reducing maintenance requirements associated with older production systems. As such, the proposal represents a logical investment in the continued operation of a well-established industrial facility and supports the ongoing viability of an important manufacturing business within Brisbane's industrial area.

2. Site Analysis

2.1 Overview

The site is located at 186 Ingram Road, Acacia Ridge, being described as Lot 952 on SL7799. The site maintains a 97m frontage to Ingram Road and a 178m frontage to Landseer Street. The subject site's total area is 20,240m². The subject site is bound by adjoining industrial operations to the south and railway land to the west. Adjacent to the site across Landseer Street is low density residential area and across Ingram Road is further industrial operations.

In the broader context, the site is located in the suburb of Acacia Ridge and is located to the east of the Bradman Street, west of Pinelands Road, south of Beenleigh Road and north of Beaudesert Road. The surrounding area comprises of a mix of industrial land uses.

2.2 Development Application and Approval History

Subject Site

The site is currently occupied by an existing High impact industrial use for plastic manufacturing. **Table D** below provides an overview of the application and approval history of the site, where relevant.

Table D – Site Application and Approval History

Council Reference	Description	Approval Date
A001642397	An application for a Material Change of Use for an extension to General Industry	28 January 2000
A001638427 (DRS/USE/H04-910488)	An application for Industry (not identified in Schedule 2 - Installation of below ground Pentane Tank)	23 June 2005
A001610135	A Modification to the existing Industry Approval (DRS/USE/H05-924501)	25 October 2006
A003906397	An application Industry - Schedule 2 Uses - Plastic Manufacturing, Environmentally Relevant Activity 12 (1) (a) up to 2000 metric tonnes per month	31 August 2015
A005123228/A005082178	An application for a Material Change of Use – ERA 12(1a) Plastic product manufacturing concurrently with an extension to High impact industry application	11 December 2020

2.3 Plastic Manufacturing ERA (12a)

The existing activities require an Environmentally Relevant Activity (ERA) for Plastic Manufacturing (ERA 12(a)) under Schedule 2, part 2, subsection 12a of the Environmental Protection Regulations 2008. This has been sought and approved by the assessing authority (Council ref: A005123228; Permit ref: DAMC370502419).

This report and proposed changes do not require a reinterrogation to the scope of the ERA Approval. Notwithstanding, the ERA Approval is to be conducted in accordance with A005123228, and more specifically, the endorsed Site Plan dated 04/12/18, by Cyber Drafting & Design, Drawing 18182. As such, a future development application for Material Change of Use for Environmentally Relevant Activity 12(1a)-Plastic Product Manufacturing will be lodged for assessment to update the plan condition reference.

2.4 Site Characteristics and Servicing

Table E below provides an overview of the key site characteristics and servicing information.

Table E – Site Characteristics and Servicing Information

Site Characteristics	
Access and Frontage	The site has a 97m frontage to Ingram Road and a 178m frontage to Landseer Street, which have been constructed to an appropriate standard for industrial activities. The site gains access from four existing crossovers. There are two crossovers to Landseer Street which have widths of 6m and 15.6m respectively, as well as two crossovers to Ingram Road, both 7m in width.
Easement/s	No easements are located on the subject site.
Topography	The site has levels that vary between RL 55m AHD along the north eastern boundary to RL 50m AHD along the site's western boundary. This reflects the site's flat topography with minor variation.
Vegetation	The site does not contain any significant vegetation.
Waterways and Waterbodies	The site does not contain any mapped waterways or waterbodies.

Servicing Information

The map displays the Acacia Ridge area with proposed bus routes and stops. Key features include:

- Streets:** LANDSEER STREET, WINDSOR ROAD, WINDSOR STREET.
- Bus Stops:** MH86096, MH86048, MH86847, MH86861.
- Lot Numbers:** 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936

3. Proposed Changes

3.1 Proposed Changes

3.1.1 Intent and Rationale

The site benefits from a recent approval (Council ref: A005123228, approved 11 December 2020) which allowed for an increase in production capacity from 2,000 tonnes per month to 3,000 tonnes per month and extensions to the existing building.

While there are benefits associated with this approval, a detailed review has been undertaken and it is considered more appropriate to amend the existing 2015 approval (A003906397), under which the applicant currently operates, for the following reasons:

- the 2020 approval has not been acted upon
- the current operations and building locations are consistent with the plans approved under that of the 2015 approval
- We are satisfied that the 2015 approval can be modified to suit the needs of the applicant.

Overall, there are tangible benefits to proceeding via an Other Change to the 2015 approval, including maintaining consistency with the existing approved buildings and operations, avoiding reliance on an unacted approval, and providing a more streamlined approval pathway with fewer consequential changes to conditions.

An Other Change application, rather than a Minor Change application, is required because the anticipated annual throughput of approximately 15,000 to 20,000 tonnes per annum introduces a State referral trigger under Schedule 20 - *Development impacting on State transport infrastructure and thresholds* of the Planning Regulation 2017. Notwithstanding, the need for referral arises from the applicable assessment framework rather than any substantial increase in the scale, intensity or character of the approved development. The previous approvals did not identify this referral requirement and, accordingly, the shift to an Other Change process is procedural in nature.

Importantly, section 82(3)(a) of the Planning Act 2016 expressly provides that the public notification requirements under section 53 do not apply where a change application is not a minor change only because it results in a referral to a referral agency, additional referral agencies, or assessment against additional referral matters. In this instance, the application is pursued as an Other Change solely due to the introduction of a State referral. As such, the Act recognises that public notification is not warranted merely because of the referral trigger, further supporting the appropriateness of the proposed change pathway.

3.1.2 Overview

The proposed changes to the development approval are summarised as follows:

- Alterations to the existing extrusion building including an extension allowing product to remain indoors as it comes off the extrusion line
- Relocation of the opening (roller door) to the eastern side of the building
- Increase in the total annual output of the extrusion to 15-20,000t per annum
- Allow for other potential changes to the other buildings or operations around the extrusion shed.

The ongoing operation of the site is expected to remain in accordance with the relevant approvals onsite, with the exception the proposed intensification of production capacity.

3.2 Changed Particulars

3.2.1 Summary

Table F below provides a summary of the changed aspects of development.

Table F – Changed Aspects of Development

Component	Approved Development	Proposed Changes	Commentary
Building height	8.965m	Height to match	No change
Gross floor area (GFA)	6,146m ²	7,548.5m ²	Increase

Site cover	6,044m ² (29.8%)	7,318.5m ² (36.1%)	Increase
Car parking	64 (Council ref: A001610135)	86	Increase

3.2.2 Built Form

The proposed built form changes are limited to extensions and modifications to the existing extrusion building (Existing Industrial 1 – Refer to Proposed Plans). The works comprise an extension to the northern end of the building, enclosure of areas currently open to the elements, and relocation of an existing roller door. No additional stand-alone buildings are proposed and the established development footprint across the site will remain largely unchanged. The proposal increases the total gross floor area from approximately 6,044m² to 7,548.5m², representing an increase of approximately 1,504.5m². Despite the increase in floor area, the development maintains substantial on-site manoeuvring, parking, hardstand and landscaping areas across the 20,238m² site and retains the established industrial character of the facility.

Importantly, the additional floor area is not intended to facilitate a new industrial activity but rather improve the functionality of the existing extrusion process and allow product to remain under cover as it moves through the manufacturing process.

Overall, the proposed built form changes represent a logical and orderly expansion of the existing pipe manufacturing facility. The development remains consistent with the historic approvals applying to the site and does not result in a fundamental change to the scale, nature, or character of the approved industrial use.

3.2.3 Car Parking

A traffic engineering assessment prepared by Benzie Engineering Pty Ltd confirms that the proposal can be accommodated by the existing road network and access arrangements. Peak parking demand was observed at 36 vehicles, with spare capacity already available on-site.

3.2.4 Refuse

Whilst the proposed development includes an increase in gross floor area associated with the extension of the existing extrusion building, it is not expected to result in a material increase in refuse generation. Manufacturing waste is minimal, as any pipe that is not suitable for sale is shredded and reprocessed through the manufacturing system as feedstock for new products. As a result, the operation maintains a largely closed-loop manufacturing process, with only minor quantities of general industrial and office waste requiring disposal. Existing waste management arrangements are therefore considered sufficient to service the development.

4. Technical Analysis

The proposed development will involve works and other outcomes which require technical assessment. Technical reports have been prepared to accompany this change application and are summarised below.

4.1 Noise and Air Assessment

An Air and Noise Assessment prepared by Trinity Consultants Australia accompanies the application. The assessment confirms that the proposed extension and operational changes are not expected to result in unacceptable air quality or noise impacts.

The assessment notes that the proposal does not introduce additional extrusion machinery and, reduces the number of extrusion lines from nine to seven. Dust filtration systems remain in place and waste material generated during manufacturing continues to be reprocessed through the production cycle. Noise modelling undertaken as part of the assessment predicts compliance with the applicable planning scheme criteria and concludes that the proposal is not expected to adversely impact surrounding receivers.

4.2 Traffic Engineering Response

A Traffic Engineering Response prepared by Benzie Engineering Pty Ltd has also been provided in support of the application. The assessment confirms that the existing road network, access arrangements and parking facilities are capable of accommodating the proposed changes.

The assessment identified a peak parking demand of 36 vehicles. Traffic generation associated with the development is estimated at approximately 8 vehicle trips per hour during peak periods. Given the low level of traffic generation, the proposal is not expected to adversely affect the operation of the surrounding road network. The traffic engineering assessment concludes that there is no traffic engineering impediment to approval of the proposed Other Change application.

5. State Planning Framework

5.1 Planning Act 2016

The *Planning Act 2016* (**Planning Act**) and its subordinate legislation is the statutory framework for decision making in relation to land use and development in Queensland. The proposal is for an ‘other change’ under s82 of the Planning Act and the application is subject to impact assessment.

Section 82 of the Planning Act prescribes:

- (2) *For administering the change application, and assessing and deciding the change application in the context of the development approval, the relevant provisions apply—*
 - (a) *as if—*
 - (i) *the responsible entity were the assessment manager; and*
 - (ii) *the change application were the original change application, with the changes included, but was made when the change application was made; and*
 - (b) *with necessary changes.*

The *Planning Bill 2015* also states:

“The intent of the reference to assessing and deciding the change application “in the context of the development approval” is that the proposed change should not be considered in isolation. Neither however is the entirety of the development including the change re-assessed. Instead, it is intended the change be assessed with reference to the context of the development approval already existing for the development.”

As such, the proposed change, being to A003906397, should be considered in the context of the existing approvals which included A001610135.

5.1.1 Category of Assessment

In accordance with section 43 of the Planning Act, the relevant categorising instrument for this change application is the Brisbane City Plan 2014 (**planning scheme**). As identified in **Section 6.2.1** of this report, the planning scheme categorises the proposed development as **impact assessable**.

Section 45(5) of the Planning Act states:

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 matters outlined in section 45(5)(a)(i) above are identified in **Section 6.2** of this report and subsequently addressed.

With respect to section 45(5)(a)(ii), the matters Planning Regulation prescribes are:

- The matters stated in Schedules 9 and 10 of the Planning Regulation for the development.
- The planning scheme (see **Section 6**).
- The regional plan for the region, to the extent it is not identified in the planning scheme as being appropriately integrated.
- The State Planning Policy, to the extent it is not identified in the planning scheme as being appropriately integrated.
- Any designation applying to the premises.
- Any temporary State Planning Policy applying to the premises.
- Any development approval for, and any lawful use of, the premises or adjacent premises (see **Section 2.2**).
- The common material.

Unless otherwise stated, the following sections assess the change application against the above matters.

In respect to section 45(5)(b), an assessment of 'other relevant matters' is included in **Section 7** of this report.

5.2 Planning Regulation 2017

The purpose of the *Planning Regulation 2017* (**Planning Regulation**) is to prescribe instruments and address matters provided for under the Planning Act and provide the mechanics for the operation and implementation of the Planning Act.

5.2.1 Schedules 9 and 10 (Assessable Development and Referrals)

Schedules 9 and 10 of the Planning Regulation outlines various types of development which are prohibited development, assessable development or development requiring referral agency assessment. The Development Assessment Mapping System (**DAMS**) assists to identify development assessment triggers and referrals under the Planning Regulation.

The mapping (refer attached **Site Searches**) and the regulation has been reviewed in the context of this change application and the following is confirmed:

- The proposed development **is not** prohibited development.
- The proposed development **is not** assessable development.

The subject site is located within 25m of a state transport corridor (railway corridor) owned by Queensland Rail. In accordance with Schedule 10, Part 9, Subdivision 2, Table 4, Item 1 of the Planning Regulation 2017, the development application requires referral to the Chief Executive.

Table G – Referral Summary

Referral Trigger	Aspect of Development	Referral Agency	State Code(s)
Schedule 10, Part 9, Subdivision 2, Table 4, Item 1	Development application for a material change of use, other than an excluded material change of use, that is assessable development under a local categorising instrument, if all or part of the premises— (a) are within 25m of a State transport corridor; or (b) are a future State transport corridor; or (c) are— (i) adjacent to a road that intersects with a State-controlled road; and (ii) within 100m of the intersection	The chief executive	State Code 2– Refer Code Compliance Statements.
Schedule 10, Part 9, Division 4, Subdivision 1, Table 1	Development application for an aspect of development stated in schedule 20 that is assessable development under a local categorising instrument or section 21, if— (a) the development is for a purpose stated in schedule 20, column 1 for the aspect; and (b) the development meets or exceeds the threshold— (i) for development in local government area 1—stated in schedule 20, column 2 for the purpose; or (ii) for development in local government area 2—stated in schedule 20, column 3 for the purpose; and (c) for development in local government area 1—the development is not for an accommodation activity or an office at premises wholly or partly in the excluded area However, if the development is for a combination of purposes stated in the same item of schedule 20, the threshold is for the combination of purposes and not for each individual purpose.	The chief executive	No code

5.2.2 Schedule 20 (Development impacting on State transport infrastructure and thresholds)

Schedule 20 of the Planning Regulation 2017 identifies development that requires referral to the Chief Executive where the development is for a purpose listed in Schedule 20 and meets or exceeds a prescribed threshold. The purpose of the schedule is to ensure that development with the potential to generate significant transport impacts is appropriately considered against the State's transport infrastructure interests.

The proposed development constitutes a High Impact Industry (other than an abattoir) and is therefore captured by Item 18 of Schedule 20. Item 18 prescribes a referral threshold of "using machinery having an annual throughput of product of 10,000 tonnes". The proposed increase in production throughput to approximately 15,000 to 20,000 tonnes per annum exceeds this

threshold and accordingly triggers referral to the Chief Executive under Schedule 10, Part 9, Division 4, Subdivision 1, Table 1 of the Planning Regulation 2017.

Notably, while the threshold has been exceeded for a considerable period, neither the original development approval issued under the Sustainable Planning Act 2009 nor subsequent approvals and change applications affecting the site identified or triggered referral under Schedule 20 of the Planning Act. The referral requirement therefore arises due to the recognition of an existing statutory trigger rather than because of any new land use, materially different operational activity, or substantial intensification of development proposed as part of this application.

In this regard, the application seeks to regularise the assessment framework applicable to the established use and ensure the development approval appropriately reflects the current legislative requirements. The need for referral is therefore procedural in nature and should not be interpreted as indicating that the proposed changes are substantial or that the existing operation represents a materially different development to that which has previously been approved and lawfully established on the site.

5.3 Regional Plan

The site falls within the bounds of the South East Queensland Regional Plan 2023 (ShapingSEQ). ShapingSEQ provides the framework for managing growth, change, land use and development in the SEQ Region to the year 2046.

5.3.1 SEQ land use category

The SEQ Regional Plan defines a spatial framework for the region and allocates land into one of five regional land use categories. Under the SEQ Regional Plan the site is contained within the 'Urban Footprint'. As the proposal is for High Impact Industry within an existing industrial estate, it is clearly appropriate for the development of "urban activities".

5.4 State Planning Policy

The current State Planning Policy (July 2017) (**SPP**) relates to 17 separate State interests grouped together under 5 broad themes and provides direction to local governments in preparation of planning documents and assessment of development applications. Where one or more State interest policies are not integrated into a local government's planning scheme, the local government must, to the relevant extent, have regard to Part C (purpose and guiding principles), D (State interests) and E (State interest policies) of the SPP.

Pursuant to Part 2.1 of the planning scheme, the only items of the SPP which have not been integrated are:

- State interest – Natural hazards, risk and resilience – The bushfire prone area in the planning scheme does not reflect the State mapping layer.
- State interest – Strategic airports and aviation facilities – The building restricted area is not identified in the planning scheme.

State interest matters are spatially defined as layers included in the SPP interactive mapping system to assist local government, the community and industry understand and interpret where and how state interest policies apply in land use planning and development. An excerpt of this mapping is included below and a full copy of the SPP report can be found in the **Site Searches**.

The SPP Interactive Mapping System identifies the site as being affected by the State interest policies relating to Natural hazards, risk and resilience and Strategic airports and aviation facilities, which are not fully integrated into the planning scheme. Specifically, the site is affected by bushfire prone area mapping and aviation-related overlays including the obstacle limitation surface area, lighting area buffer, light restriction zone and wildlife hazard buffer zone.

Accordingly, regard has been had to the relevant State interest policies contained within the SPP. Having regard to the nature of the proposal, being modifications to an existing approved industrial facility, the development is not considered to prejudice the achievement of the applicable State interests.

5.5 Designated Premises

The site is not identified as being a designated premises.

5.6 Temporary State Planning Policies

No temporary State planning policies have been identified as being relevant to the site or this change application.

6. Local Planning Framework

6.1 Planning Scheme

The Brisbane City Plan 2014 (**planning scheme**) is the key local planning instrument which sets out the intent for development within the bounds of the Brisbane City Council local government area.

6.2 Category of Assessment and Assessment Benchmarks

6.2.1 Summary

Table H below summarises the category of assessment for the proposed development and the relevant assessment benchmarks of the planning scheme. As identified below, the change application will be subject to **impact assessment**.

Table H – Category of Assessment and Assessment Benchmarks

Provision	Category of Assessment	Assessment Benchmark/s	Response Location
Industry zone	Impact assessment	The planning scheme, including: - Industry code - Industry zone code - Filling and excavation code - Infrastructure design code - Landscape work code - Outdoor lighting code - Park planning and design code - Stormwater code - Transport, access, parking and servicing code - Wastewater code	Code Compliance Statements.
Acacia Ridge—Archerfield neighbourhood plan	No change	Acacia Ridge—Archerfield neighbourhood plan code	Code Compliance Statements
Airport environs overlay	Triggers assessment-- purpose, overall outcomes and outcomes in section A	Airport environs overlay code	Code Compliance Statements
Community purposes network overlay	Triggers assessment	Community Purposes Network Overlay Code	Code Compliance Statements
Industrial amenity overlay	Not applicable – no increase in persons	Industrial Amenity Overlay Code	Not applicable
Road hierarchy overlay	Triggers assessment - purpose, overall outcomes and outcomes in sections A, B and C	Road hierarchy overlay code	Code Compliance Statements
Streetscape hierarchy overlay	Triggers assessment - purpose, overall outcomes and outcomes in sections A and B	Streetscape hierarchy overlay code	Code Compliance Statements

6.2.2 Strategic framework

The Strategic Framework sets out the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs throughout Brisbane for the life of the planning scheme. As the proposal is assessable against the planning scheme, additional information has been provided below to demonstrate how the proposed changes are consistent with the planning scheme intent.

Firstly, it is considered the proposal directly aligns with the Strategic intent for “Housing for all” in Brisbane, which seeks to ensure the provision of housing in Suburban Living Areas is relevant to the various local contexts of building and landscape character of these areas. The proposal also contributes to the provision of additional housing choice to cater for residents’ housing needs and purchasing ability at all life stages, ensuring adaptability to the changing needs of the city over time. The proposal is intended to accommodate single dwelling houses in a manner consistent with established development context.

The Strategic Framework comprises the following five (5) themes that collectively represent the policy intent of the scheme:

- Brisbane's globally competitive economy;
- Brisbane's outstanding lifestyle;
- Brisbane's clean and green leading environmental performance;
- Brisbane's highly effective transport and infrastructure; and
- Brisbane's CityShape.

The themes and associated elements of the strategic framework have been reviewed in the context of their relevance to the application. While the application is categorised as impact assessable, this arises as a result of the Schedule 20 referral trigger rather than any material change to the nature, scale or character of the approved development. The proposal relates to the continued operation and improvement of a long-established industrial use and therefore does not warrant a detailed reassessment of the strategic framework.

6.2.3 Zone

As shown in **Figure 1** below, the site is located in the Industry Zone (IN1 Industry (General industry A)).



Figure 1. Zoning map (Brisbane City Plan 2014 Interactive Mapping)

The proposed development is required to be assessed against the provisions of the Industry zone code. Pursuant to section 6.2.5.2(1) of the planning scheme, the purpose of this zone is to provide for a variety of industry activities and other uses and activities that support industry activities and do not compromise the future use of premises for industry activities.

The proposed development seeks to improve the existing plastic manufacturing operation on site, which will continue to support industry activities and do not compromise the future use of premises for industry activities.

A full assessment of the proposed development against the provisions of the zone code is provided in the **Code Compliance Statements**.

6.2.4 Neighbourhood Plan

The site is located in the Acacia Ridge-Archerfield neighbourhood plan (neighbourhood plan).

The proposed development is required to be assessed against the provisions of the Acacia Ridge-Archerfield neighbourhood plan code. Pursuant to section 7.2.1.1.2 of the planning scheme, the purpose of the neighbourhood plan code is to provide finer grained planning at a local level for the Acacia Ridge—Archerfield neighbourhood plan area. A key matter sought for the neighbourhood plan area is to continue to provide a broad range of industrial and transport employment within the region

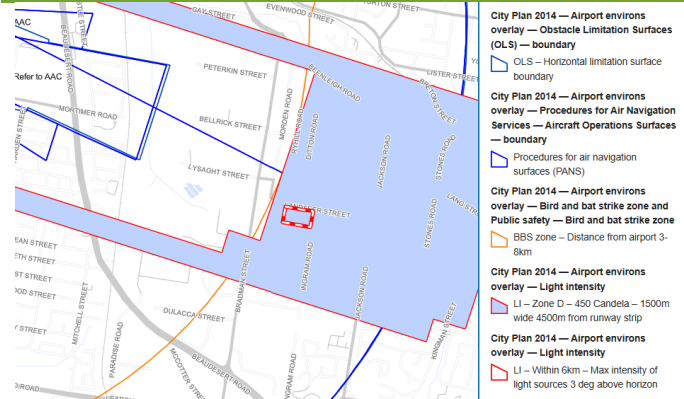
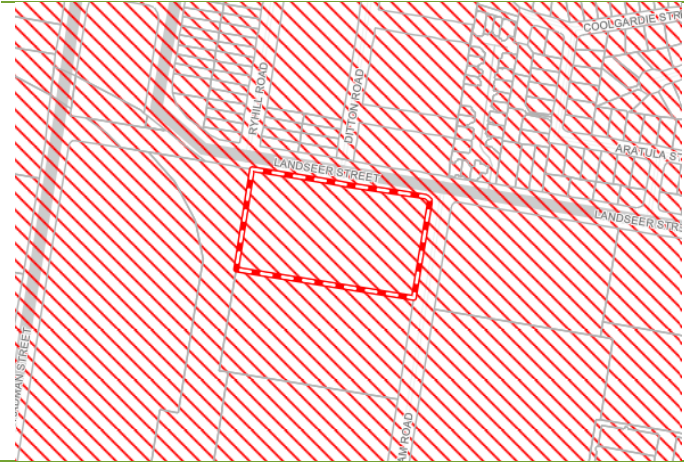
The proposed development seeks to improve the existing plastic manufacturing operation on site, which will continue to provide employment opportunities for the community.

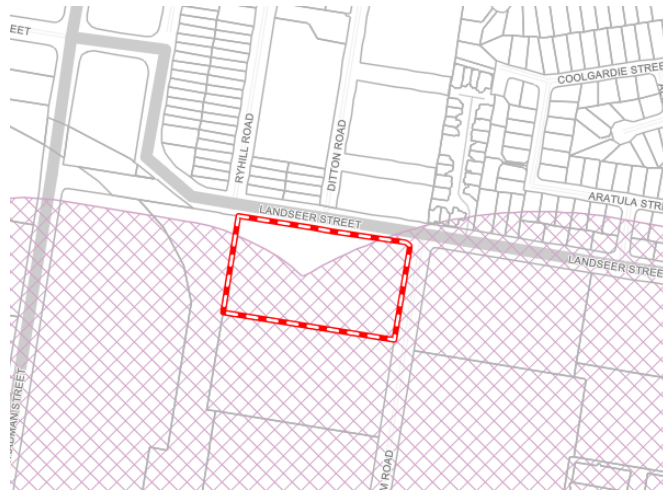
A full assessment of the proposed development against the provisions of the neighbourhood plan code is provided in the **Code Compliance Statements**.

6.2.5 **Overlays**

Table I below provides an overview of the overlays which are mapped over the site.

Table I – Summary of Overlays

Overlay Mapping	Summary
	Airport environs overlay ■ OLS - Horizontal limitation surface boundary ■ Procedures for air navigation surfaces (PANS) ■ BBS zone - Distance from airport 3-8km ■ LI - Zone D - 450 Candela - 1500m wide 4500m from runway strip ■ LI - Within 6km - Max intensity of light sources 3 deg above horizon
	Community purposes network overlay
	Critical infrastructure and movement network Overlay ■ Critical infrastructure and movement planning area sub-category



Industrial amenity overlay

- Industrial amenity investigation area sub-category



Road hierarchy overlay

- Neighbourhood road



Streetscape hierarchy overlay

- Neighbourhood street minor
- Industrial street



Transport noise corridor overlay

- Designated State Noise corridor - rail network: Category 0: Noise level <70 dB(A)
- Designated State Noise corridor - rail network: Category 1: 70 dB(A) - 75 dB(A)
- Designated State Noise corridor - rail network: Category 2: 75 dB(A) - 80 dB(A)
- Designated State Noise corridor - rail network: Category 3: 80 dB(A) - 85 dB(A)
- Designated State Noise corridor - rail network: Category 4: Noise Level > 85 dB(A)

6.3 Temporary Local Planning Instrument/s

The site is not identified as being subject to any TLPs.

6.4 Planning Scheme Policies

The relevant planning scheme policies have been addressed as part of the response to the assessment benchmarks.

6.5 Local Government Infrastructure Plan

Identify if the site is identified in the Priority Infrastructure Area (PIA). The proposal is not subject to a Local Government Infrastructure Plan.

7. Other Relevant Matters

7.1 Introduction

Pursuant to Section 45(5)(b) of the Planning Act, an impact assessable change application may be carried out against any other relevant matters, other than a person's personal circumstance, financial or otherwise.

This section identifies multiple relevant matters which are presented as relevant to Council's consideration of the proposed development, and within a balanced assessment framework, weigh in favour of approval.

7.1.1 The proposal is not subject to a Local Government Infrastructure Plan.

The site contains an established and lawfully operating pipe manufacturing facility that has operated from the site for a considerable period. The proposed changes do not introduce a new land use or materially alter the character of the approved industrial activity. Rather, the application seeks to facilitate the continued operation and expansion of an existing industrial use through amendments to an existing development approval under which the applicant currently operates.

7.1.2 Historical Development Approvals

A review of historical development approvals affecting the site indicates that several development applications and subsequent changes have been approved over time, including approvals issued under both the Sustainable Planning Act 2009 and the Planning Act 2016. Notwithstanding the ongoing operation of the manufacturing facility and the scale of production occurring on the site, none of these approvals identified the requirement for referral arising from the annual throughput threshold applicable to a High Impact Industry under Schedule 20 of the Planning Regulation 2017 (or its predecessor legislative framework).

The current application therefore provides an opportunity to regularise the assessment framework applying to the site and ensure all relevant State interests are appropriately considered. In this regard, the need for referral should not be interpreted as evidence of a significant increase in impacts or a fundamentally different development outcome, but rather recognition of a statutory trigger that has not previously formed part of the assessment process.

7.1.3 State Referral Trigger is Procedural in Nature

The requirement for an Other Change application arises because the proposed annual throughput of approximately 15,000 to 20,000 tonnes per annum exceeds the Schedule 20 threshold for a High Impact Industry, being machinery having an annual throughput of product of 10,000 tonnes per annum or greater.

Importantly, section 82(3)(a) of the Planning Act 2016 anticipates circumstances where a change application is not a minor change solely because a referral agency is required. In those circumstances, public notification is not required merely because the change results in referral to a referral agency, additional referral agencies or additional referral matters.

Accordingly, while the application must be pursued as an Other Change, the legislative framework recognises that such circumstances may arise as a procedural consequence of a referral trigger rather than because the development represents a substantial departure from the approved development.

7.1.4 Existing Industrial Context

The site is located within an established industrial area and continues to operate for industrial purposes. The proposed extension to the existing extrusion building, relocation of a roller door and increase in production output are consistent with the historical and approved use of the site. The proposal does not introduce sensitive uses, alter the site's industrial function, or result in an incompatible interface with adjoining land uses.

7.1.5 Planning Outcome

Having regard to the above matters, the proposal represents a logical and orderly evolution of an established industrial operation. The proposed changes are appropriate when considered in the context of the site's approval history, existing operations, industrial setting and the procedural circumstances that have necessitated referral under the current legislative framework. These matters support approval of the proposed Other Change application.

8. Conclusion

In summary, this report, and the supporting material, has provided a comprehensive assessment of the proposed changes to the development approval in accordance with requirements and framework of the Planning Act and applicable common law, and confirms that the proposed development satisfies all relevant matters of assessment and is able to be approved.

On a balanced assessment, it is considered the facts and circumstances outlined within this report and the supporting material are overall favourable to the approval of the proposed changes to the development approval. As such, it is recommended the proposed change application be approved



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