

Town Planning Assessment

Address	548 Kessels Road, MacGregor
Application	Development Permit for a Material Change of Use for Shop (Extension) and Veterinary Service
Applicant	Petbarn Pty Limited
Date	July 2026



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Prepared for: Petbarn Pty Limited

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Our reference: 26119

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Appendix B	State Assessment and Referral Agency Code Assessment
Appendix B	Certificate of Title and Easement Documentation
Appendix C	Architectural Plans

Summary

Site and Planning Framework Details

Table 1 – Site Details and Planning Framework	
Site Details	
Address	548 Kessels Road, MacGregor
RP Description	Lot 102 on SP249183
Site Area	26,630m ²
Owner	Unison Projects No. 1 Pty Ltd (A.C.N. 146 193 651) Refer to the Certificate of Title within Appendix C
Easements / Encumbrances	A review of the current title search has confirmed the site is subject to the following easements and encumbrances: - Easement B on RP869064 (burdening the land) - Easement C on SP121712 (burdening the land) Refer to Section 2.1.4 of this report for further details
Planning Framework	
Local Government	Brisbane City Council
Planning Scheme	<i>Brisbane City Plan 2014</i> (v36.00/2025) (City Plan)
Strategic Framework	Suburban Living Area
Zone	Specialised Centre Zone (Large Format Retail)
Neighbourhood Plan	Mt Gravatt Corridor Neighbourhood Plan (Kessels Road Precinct and Kessels Road corridor sub-precinct)
Overlays	- Airport Environs Overlay - PANS – Procedures for air navigation surfaces - BBS Zone – Distance from airport 3-8km - Bicycle Network Overlay - Primary cycle route (Kessels Road) - Community Purposes Network Overlay - Critical Infrastructure and Movement Network Overlay - Critical infrastructure and movement planning area sub-category - Road Hierarchy Overlay - Arterial Road (Kessels Road) - Transport air quality corridor overlay - Transport air quality A sub-category - Transport air quality B sub-category - Transport route – Category 2 (Kessels Road) - Transport noise corridor overlay - Designated State Noise corridor - State controlled road (MANDATORY area): Category 0: Noise Level < 58 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 1: 58 dB(A) - 63 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 2: 63 dB(A) - 68 dB(A)

	○ Designated State Noise corridor - State controlled road (MANDATORY area): Category 3: 68 dB(A) - 73 dB(A) ○ Designated State Noise corridor - State controlled road (MANDATORY area): Category 4: Noise Level > 73 dB(A)
State Designations	• SEQ Regional Plan Triggers ○ Urban footprint • Water Resources ○ Water resource planning area boundaries • State Transport ○ Area within 25m of a State-controlled road (Kessels Road)

Development Application Details

Table 2 – Development Application Details	
Proposal Overview	The site comprises multiple buildings and open-air car parking areas, with the proposed development relating to the existing building in the south-west corner and adjacent to Kessels Road. The existing building is currently spilt across two separate tenancy areas, occupied by Petbarn (Tenancy 1) and Autobarn (Tenancy 2). The Applicant is seeking to convert part of Tenancy 2 into a Greencross Vet Clinic (veterinary service), with the remaining area to be incorporated into the existing Petbarn (shop) as 'back of house' (non-retail floor space). The proposed vet clinic is being relocated from a nearby site at 2 Springfield Street, MacGregor (Lot 1 on RP110892), with both Greencross Vet Clinic and Petbarn having common ownership (Greencross Limited) with the Applicant seeking to co-locate both pet care businesses in a single location to reduce costs and maximise convenience and efficiency for customers. The proposed development does not result in the creation of any new gross floor area, with works limited to an internal fit-out and facades changes for new door openings. Existing vehicular access, refuse/servicing and car parking arrangements to be maintained. For further detail refer to Chapter 3 of this Town Planning Assessment and the Architectural Plans included in Appendix D.
Development Description	Development Permit for a Material Change of Use for Shop (Extension) and Veterinary Service
Defined Land Use	• Shop (extension) • Veterinary Service
Level of Assessment	Impact Assessment
Assessment Manager	Brisbane City Council
Referral Agencies	State Assessment and Referral Agency (SARA) for the following matters: • Material Change of Use of premises near a State transport corridor (Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 of the <i>Planning Regulation 2017</i>)
Public Notification	Yes – Minimum 15 business days
Applicant	Petbarn Pty Limited
Applicant's Representative	Jared Stewart, Principal Planner Mewing Planning Consultants GPO Box 1506, Brisbane Qld 4001 jared.stewart@mewing.com.au 0432 154 328

1. Introduction

This Town Planning Assessment accompanies a development application made Petbarn Pty Limited (the Applicant) over land located at 548 Kessels Road, MacGregor (the site).

The site comprises multiple buildings and open-air car parking areas, with the proposed development relating to the existing building in the south-west corner and adjacent to Kessels Road. The existing building is currently spilt across two separate tenancy areas, occupied by Petbarn (Tenancy 1) and Autobarn (Tenancy 2).

The Applicant is seeking to convert part of Tenancy 2 into a Greencross Vet Clinic (veterinary service), with the remaining area to be incorporated into the existing Petbarn (shop) as 'back of house' (non-retail floor space).

The proposed vet clinic is being relocated from a nearby site at 2 Springfield Street, MacGregor (Lot 1 on RP110892), with both Greencross Vet Clinic and Petbarn having common ownership (Greencross Limited) with the Applicant seeking to co-locate both pet care businesses in a single location to reduce costs and maximise convenience and efficiency for customers.

The proposed development does not result in the creation of any new gross floor area, with works limited to an internal fit-out and facades changes for new door openings. Existing vehicular access, refuse/servicing and car parking arrangements to be maintained.

In order to undertake the proposed development, this development application comprises a Development Permit for a Material Change of Use for Shop (Extension) and Veterinary Service.

The development application is subject to assessment pursuant to the *Planning Act 2016* (**Planning Act**). The applicable planning scheme in this instance is the *Brisbane City Plan 2014* (**City Plan**).

The proposal is assessable development pursuant to the Planning Act and the City Plan. In this instance, an Impact Assessable development application is required. Brisbane City Council is the assessment manager, and referral is triggered to the State Assessment and Referral Agency (SARA) for State transport matters.

This Town Planning Assessment provides a comprehensive assessment of the proposed development having regard to the Planning Act and City Plan. Key components of the Town Planning Assessment comprise:

- an overview of the site details and local context (**Chapter 2**);
- a description of the proposed development (**Chapter 3**); and
- an assessment against the applicable town planning framework (**Chapter 4**).

The Town Planning Assessment is supported by the following material:

- Brisbane City Council Code Assessment (**Appendix A**);
- State Assessment and Referral Agency Code Assessment (**Appendix B**);
- Certificate of Title and Easement Documentation (**Appendix C**); and
- Architectural Plans, prepared by MCA Architects (**Appendix D**).

2. Site Details and Local Context

2.1 Site Details

2.1.1 Address and Real Property Description

The site is located at 548 Kessels Road, MacGregor and is more properly described as Lot 102 on SP249183. Refer to **Figure 1**.



Figure 1: Subject Site (depicted by green outline) (Nearmap, 2025)

2.1.2 Location

The site is located within the outer Brisbane suburb of MacGregor and is approximately 11 kilometres south east of the Brisbane Central Business District (CBD) and 1.5 kilometres west of Westfield Mt Gravatt Shopping Centre. The site is located along Kessels Road which is characterised by bulky good retailing such as shops, showrooms, hardware and trade supplies, outdoor sales.

2.1.3 Shape and Size

The site is regular in shape, with a total site area of 26,630m² and road frontage of approximately 111 metres to Kessels Road (aligning the southern boundary).

2.1.4 Ownership and Encumbrances

The registered owner of the site is Unison Projects No. 1 Pty Ltd (A.C.N. 146 193 651).

Having regard to the Certificate of Title (**Appendix C**) and summarised below in **Table 3**, the site is subject to two (2) existing easement which partially burden the land. This includes Easement C on SP121712 which applies over the internal driveway network and appears to facilitate vehicular access via the existing driveway crossover to Kessels Roads for the various businesses occupying

the multiple buildings on site. This easement is for 'right of way' and in favour of Brisbane City Council.

The proposed development is located entirely outside the easements areas and will not conflict with corresponding easement terms. A copy of the respective easement documents are contained in **Appendix C**).

Table 3 – Easement Details		
Easement Description	Burdening / Benefiting	Purpose
Easement B on RP869064	Burdening and in favour of Brisbane City Council	Underground Drainage
Easement C on SP121712	Burdening and in favour of Brisbane City Council	Right of Way

2.1.5 Current Use

The site is currently improved by four (4) buildings that are utilised for a variety of non-residential activities, including but not limited to Petbarn, Autobarn, Bounce Inc, Bob Jane T-Marts. The balance of the site is occupied by open air car parking / vehicular manoeuvring areas and landscaping, with a shared internal driveway network providing access to Kessels Road.

2.1.6 Vegetation and Ecology

The site contains minimal existing vegetation, with some landscape trees and groundcover vegetation present within garden beds adjacent to open air car parking areas and no street trees along the frontage to Kessels Road.

It's noted that the Brisbane City Council's mapping does not identify the site in either the Biodiversity Areas Overlay, Significant Landscape Tree Overlay, Waterway Corridors Overlay or Wetlands Overlay. In accordance with Brisbane City Council's Protected Vegetation Report, there is no record of any vegetation onsite being protected under *Natural Assets Local Law 2003* (NALL).

Furthermore, the subject site is identified as 'Category X' in accordance with the Regulated Vegetation Management Map and therefore does not contain any State significant vegetation.

2.1.7 Flooding

A review of Brisbane City Council's mapping indicates that the site is not affected by Brisbane river flooding, creek / waterway flooding or any overland flowpath.

2.1.8 Heritage and Character

A review of Brisbane City Council's mapping indicates that the site is not included in the Heritage overlay, Pre-1911 buildings overlay, Traditional building character overlay or Commercial character building overlay.

2.1.9 Roads and Verges

The site comprises a single road frontage to Kessels Road. The type and function of the road frontage is as follows:

- Frontage of approximately 111 metres;
- Designated as an State-controlled road;
- Kerb and channel construction, with concrete footpath within the verge;

- Two (2) way street, with six (6) travelling lanes (3 lane in each direction) and divided median strip.
- Verge width of approximately 4.5m; and
- No on-site car parking along site's frontage.

2.1.10 Infrastructure Networks

The site is presently serviced by reticulated water mains, electricity, telecommunications, stormwater drainage and sewerage.

2.2.1 Site Approvals History

Council's public scrutiny file (Development i) does not identify any current applications or approvals over the site.

3. Proposed Development

3.1 Overview

The site comprises multiple buildings and open-air car parking areas, with the proposed development relating to the existing building in the south-west corner and adjacent to Kessels Road. The existing building is currently split across two separate tenancy areas, occupied by Petbarn (Tenancy 1) and Autobarn (Tenancy 2).

The Applicant is seeking to convert part of Tenancy 2 into a Greencross Vet Clinic (veterinary service), with the remaining area to be incorporated into the existing Petbarn (shop) as 'back of house' (non-retail floor space).

The proposed vet clinic is being relocated from a nearby site at 2 Springfield Street, MacGregor (Lot 1 on RP110892), with both Greencross Vet Clinic and Petbarn having common ownership (Greencross Limited) with the Applicant seeking to co-locate both pet care businesses in a single location to reduce costs and maximise convenience and efficiency for customers.

The proposed development does not result in the creation of any new gross floor area, with works limited to an internal fit-out and facades changes. Existing vehicular access, refuse/servicing and car parking arrangements to be maintained.

3.2 Application Particulars

Table 4 – Development Application Details	
Development Description	Development Permit for a Material Change of Use for Shop (Extension) and Veterinary Service
Defined Land Use	• Shop (extension) • Veterinary Service
Level of Assessment	Impact Assessment
Assessment Manager	Brisbane City Council
Referral Agencies	State Assessment and Referral Agency (SARA) for the following matters: • Material Change of Use of premises near a State transport corridor (Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 of the <i>Planning Regulation 2017</i>)
Public Notification	Yes – Minimum 15 business days

3.3 Proposed Development

A summary of the proposed development is provided as follows:

- The proposed new vet clinic has a gross floor area of 365m² and comprises a reception area, consultation rooms, treatment area, imaging / ultrasound rooms, operating rooms for surgeries, ward areas for recovery, laundry, staff room and toilets.

The clinic is by appointment only (no animal emergency) and will operate Monday to Friday, 8:00am to 6:00pm and Saturday, 8:00am to 1:00pm.

- The proposed extension to the existing Petbarn has a gross floor area of 485xm² and to be utilised for 'back of house' activities such as storage of pet care products delivered to the site. There is no increase to retail floor area with existing operating hours to be maintained.
- Site works are limited primarily to internal building work associated with the fit out of the tenancies (no increase to overall gross floor area), however there is some façade changes to accommodate a new entry door for the vet clinic, new fixed window (closing existing door opening), infill wall to match existing, signage / branding, installation of gas cylinder enclosure, and bin storage enclosure.
- A new covered and secure bin enclosure has been provided for the vet clinic, accommodating 1 x general waste bulk bin, 1 x recycling bulk bin, and 1 x clinical waste bin (collected weekly by Pets Eternal) and located directly adjacent to the existing loading bay. Refuse storage arrangements have been maintained for the existing Petbarn.
- The proposed development will maintain the existing vehicle access, parking and servicing areas on site, with a total of 115 on-site car parking spaces available (including 3 x PDW spaces). The on-site car parking allocation is sufficient to service the proposal noting there is no increase in overall gross floor area, the expanded Petbarn is for 'back of house' activities (non-retail floor area), the vet clinic is by appointment only and has a lower car parking rate (minimum 4 space per 100m² GFA) when compared with shop (minimum 5 spaces per 100m² GFA) under the Transport, Access, Parking and Services Code / Planning Scheme Policy).
- Refer to the Architectural Plans included in **Appendix D** for further details.

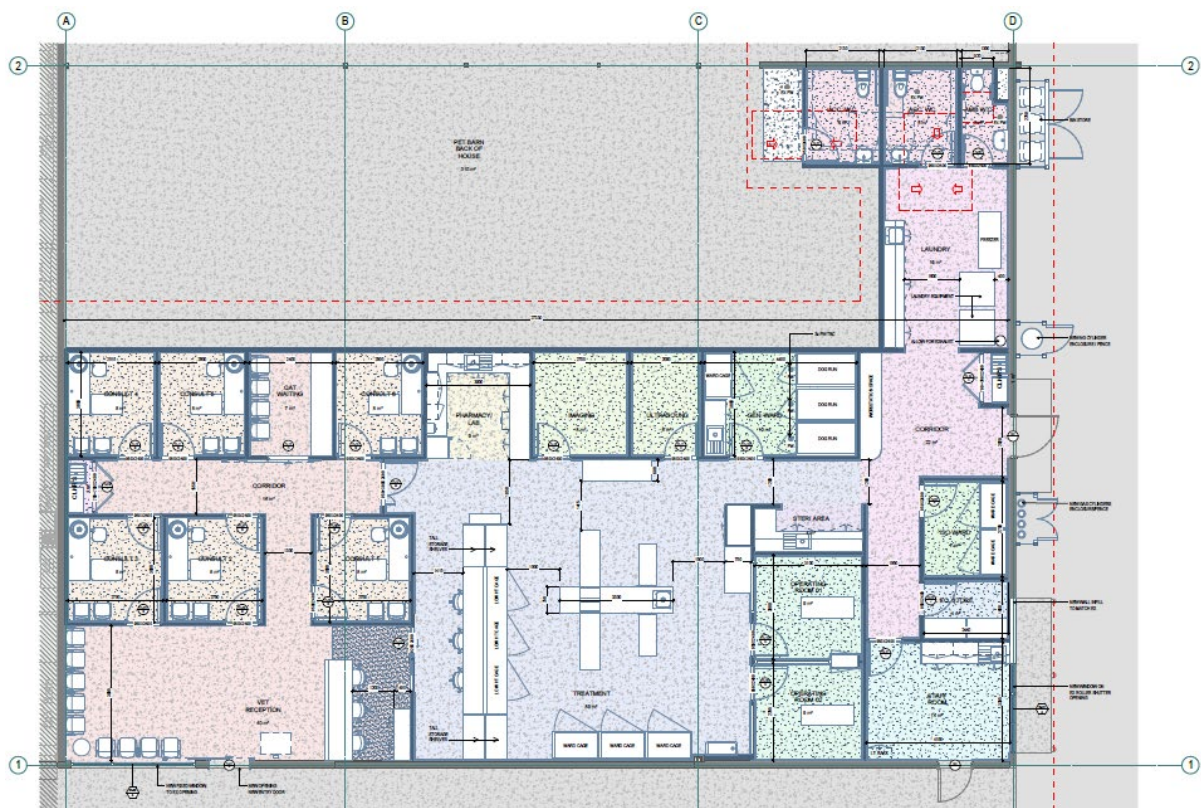


Figure 2: Floor Plan for Vet Clinic (MCA Architects, 2026)

Table 5 – Proposed Development Parameters

Gross Floor Area	Shop (extension): 485m ² Vet Clinic: 365m ²
Building Height	Unchanged
Site Cover	Unchanged
Setbacks	Unchanged
Vehicular Access	Driveway crossovers to Kessels Road have been maintained (unchanged)
Car Parking	115 car parking spaces, including 3 PWD spaces (unchanged)
Hours of Operation	Shop (extension): Unchanged Vet Clinic: Monday to Friday – 8am to 6pm & Saturday – 8am to 1pm

4. Assessment against Statutory Planning Framework

4.1 Introduction

This Chapter of the Town Planning Assessment identifies the applicable components of the statutory town planning framework and provides an assessment against those components. A summary of the proposed development's compliance with the statutory town planning framework is provided at the conclusion of this Chapter.

4.2 State Planning Framework

4.2.1 Planning Act 2016

The Planning Act is the statutory instrument for the State of Queensland under which, amongst other matters, development applications are assessed by local governments.

4.2.2 Decision Rules

This development proposal involves assessable development under the City Plan and requires an Impact Assessable development application to be made to the Assessment Manager, in this case Council.

According to Section 45(5) of the Planning Act:

“(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.

Examples of another relevant matter—

- *a planning need*
- *the current relevance of the assessment benchmarks in the light of changed circumstances*
- *whether assessment benchmarks or other prescribed matters were based on material errors”*

Assessment benchmarks for Impact Assessment are described in Section 30 and Section 31 of the **Planning Regulation 2017 (Planning Regulation)**:

“(30)(1) For section 45(5)(a)(i) of the Act, the impact assessment must be carried out against the assessment benchmarks for the development stated in schedules 9 and 10.

(2) Also, if the prescribed assessment manager is the local government, the impact assessment must be carried out against the following assessment benchmarks—

(a) the assessment benchmarks stated in—

- (i) the regional plan for a region; and*
- (ii) the State Planning Policy, part E, to the extent part E is not identified in the planning scheme as being appropriately integrated in the planning scheme; and*
- (iii) a temporary State planning policy applying to the premises;*

(b) if the development is not in a local government area — any local planning instrument for a local government area that may be materially affected by the development;

(c) if the local government is an infrastructure provider— the local government’s LGIP.

(3) However, an assessment manager may, in assessing development requiring impact assessment, consider an assessment benchmark only to the extent the assessment benchmark is relevant to the development.”

“(31)(1)For section 45(5)(a)(ii) of the Act, the impact assessment must be carried out having regard to—

(a) the matters stated in schedules 9 and 10 for the development; and

(b) if the prescribed assessment manager is the chief executive—

(i) the strategic outcomes for the local government area stated in the planning scheme; and

(ii) the purpose statement stated in the planning scheme for the zone and any overlay applying to the premises under the planning scheme; and

(iii) the strategic intent and desired regional outcomes stated in the regional plan for a region; and

(iv) the State Planning Policy, parts C and D; and

(v) for premises designated by the Minister—the designation for the premises; and

(c) if the prescribed assessment manager is a person other than the chief executive or the local government—the planning scheme; and

(d) if the prescribed assessment manager is a person other than the chief executive—

(i)the regional plan for a region; and

(ii)the State Planning Policy, to the extent the State Planning Policy is not identified in the planning scheme as being appropriately integrated in the planning scheme; and

(iii)for designated premises—the designation for the premises; and

(e) any temporary State planning policy applying to the premises; and

(f) any development approval for, and any lawful use of, the premises or adjacent premises; and

(g) the common material.

At the time of the lodgement of the development application, the common material comprises the application material only. The application material includes an assessment of the proposed development against the relevant assessment benchmarks. Information arising from the Information Request stage and Public Notification stages will also form part of the common material to be assessed by the Assessment Manager.

4.2.3 Public Notification

Pursuant to Section 53 of the Planning Act, the notification stage of the development assessment process applies to an application if either of the following applies –

“(a) any part of the application requires impact assessment; or

(b) the application includes a variation request.”

As this development application requires Impact Assessment, public notification pursuant to the Planning Act is required.

4.2.4 State Planning Policy

The State Planning Policy was released on 3rd July 2017. It is a State planning instrument made under Chapter 2 Part 2, Section 10 of the Planning Act.

As prescribed in Section 26(2)(a)(ii) of the Planning Regulation, the State Planning Policy represents an assessment benchmark and the assessment manager must have regard to State Planning Policies, if it is not identified as being appropriately reflected in the planning scheme.

Part 2 of the City Plan identifies the State Planning Policy as being appropriately reflected in the planning scheme, except for the following State interests.

- 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.

The abovementioned State interests do not apply to the site and therefore the State Planning Policy is not directly applicable to the development of the site.

4.2.5 Referral Jurisdiction and State Development Assessment Provisions

Section 55(2) of the Planning Act states that:

“For any other referral agency, a regulation may prescribe the matters the referral agency—

- (a) may, must or must only assess a development application against; and*
- (b) may, must, or must only have regard to for the assessment.”*

Part 4, Section 22(1) of the Planning Regulation states that:

“Schedules 9 and 10 prescribe—

- (a) for section 54(2)(a) of the Act, the referral agency for the development applications stated in the schedules; and*
- (b) for section 55(2) of the Act, the matters the referral agency—*
 - (i) may or must assess the development application against; and*
 - (ii) may or must assess the development application having regard to.”*

Under the State’s development assessment mapping system (DAMS) part of the land is identified in an ‘area within 25 metres of a State-controlled road’, being the site’s frontage to Kessels Road.

Pursuant to the Planning Regulation 2017, the proposed development requires referral to the State Assessment and Referral Agency (SARA) for the following matter:

- Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 of the Planning Regulation – Material change of use of premises near a State transport corridor.

Consequently, the development application is assessable against the State Development Assessment Provisions (SDAP), specifically State Code 1: Development in a state-controlled road environment.

4.2.6 State Development Assessment Provisions

The State Development Assessment Provisions (SDAP) set out the assessment benchmarks for the assessment of development applications where the Chief Executive is a referral agency.

The proposed development requires referral to SARA and accordingly, an assessment against the SDAP (State Code 1) in this instance is applicable and refer to **Appendix B** for a detailed response.

4.2.7 South East Queensland Regional Plan

The South East Queensland Regional Plan 2023 (**the Regional Plan**) provides a sustainable growth management strategy for the region that articulates strategic direction and certainty that will accommodate an increase in population in South East Queensland.

As prescribed in Section 26(2)(a)(i) of the Planning Regulation, the regional plan represents an assessment benchmark and the assessment manager must have regard to regional plan, if it is not identified as being appropriately reflected in the planning scheme.

The Regional Plan took effect on 15 December 2023 and is not yet reflected in the City Plan. The Regional Plan identifies the site in the Urban Footprint. The development application will support the strategies and outcomes of the Regional Plan.

4.3 Local Planning Framework

4.3.1 Brisbane City Plan 2014

The City Plan commenced on 30 June 2014 and is the relevant planning scheme for the assessment of development proposals within the City of Brisbane.

The City Plan version applicable at the time of this development application is v36.00/2026.

4.3.2 Defined land Use

The proposed development comprises the following land use, which is defined in Schedule 1 of the City Plan and reproduced below.

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 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.

Veterinary Service means the use of premises for—

- a. the medical or surgical treatment of animals; or
- b. the short-term stay of animals, if the use is ancillary to the use in paragraph (a).

4.3.3 Category of Assessment

Table 6 sets out the category of assessment for the relevant zone, neighbourhood plan and overlays.

The proposed development will be subject to the highest applicable level of assessment and therefore the application will be subject to **Impact Assessment**.

Table 6– Category of Assessment			
Zone	Application Triggers	Level of Assessment	Assessment Benchmarks
Specialised Centre Zone	MCU for Shop where not listed in the	Impact Assessment	The Strategic Framework Specialised Centre Zone Code

Table 6– Category of Assessment

	Specialised Centre Zone		Specialised Centre Code Infrastructure Design Code Landscape Work Code Outdoor Lighting Code Stormwater Code Transport, Access, Parking and Servicing Code
	MCU for Veterinary Service where not listed in the Specialised Centre Zone	Impact Assessment	The Strategic Framework Specialised Centre Zone Code Specialised Centre Code Infrastructure Design Code Landscape Work Code Outdoor Lighting Code Stormwater Code Transport, Access, Parking and Servicing Code
Neighbourhood Plan			
Mt Gravatt Corridor Neighbourhood Plan	MCU, if assessable development where not listed	No Change	Mt Gravatt Corridor Neighbourhood Plan Code
Overlays			
Airport Environs	MCU, other than for a dwelling house in the Procedures for Air Navigation Services—Aircraft Operational Surfaces (PANS-OPS) sub-categories, if assessable development in the zone or neighbourhood plan	Code Assessment	Airport Environs Overlay Code – Purpose, overall outcomes and outcomes in Section A
Bicycle Network	Not Applicable	Not Applicable	Not Applicable
Community Purposes Network	Not Applicable	Not Applicable	Not Applicable
Critical Infrastructure and Movement Network	Not Applicable	Not Applicable	Not Applicable
Road Hierarchy	Not Applicable	Not Applicable	Not Applicable
Streetscape Hierarchy	Not Applicable	Not Applicable	Not Applicable
Transport Air Quality Corridor	MCU for a development if in the Transport air quality B sub-category if assessable development in the zone or neighbourhood plan	Code Assessment	Transport Air Quality Overlay Code – Purpose, overall outcomes and outcomes in section B

Table 6– Category of Assessment

Transport Noise Corridor	Not Applicable	Not Applicable	Not Applicable
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4.3.4 Strategic Framework

The subject site is identified in the Suburban Living Area of the Strategic Framework mapping for the CityShape theme and is further contained within the Large Format Retail Zone Precinct of the Specialised Centre Zone.

Overall Outcome (3)(a) of the Specialised Centre Zone Code states *‘development in the zone supports the implementations of the policy direction set in the Strategic framework* in particular:

- i. Theme 1: Brisbane's globally competitive economy, Element 1.1 – Brisbane as a centre for global business and Element 1.3 – Brisbane's population-serving economy;*
- ii. Theme 4: Brisbane's highly effective transport and infrastructure networks and Element 4.2 – Brisbane's other infrastructure networks;*
- iii. Theme 5: Brisbane's CityShape and Element 5.4 – Brisbane's Special Centres.’*

The proposal is consistent with the abovementioned themes and elements, having regard to the following:

- The proposed development contributes to the Specialised Centre Zone by providing additional economic value and employment to the site and the surrounding area. The proposed land use support the current operation of the site for specialised centre activities (Theme 1, Strategic Outcome (m)).
- The proposed development allows for existing lawful specialised centre uses to continue to operate in the locality, with the building remaining able to be used for specialised centre activities in the future. The proposed land use will meet relevant health, safety and environmental standards (Theme 1, Element 1.3, Land Use Strategy 1).
- The proposed development provides opportunity for supporting services for business and the convenience of workers on site and residents the surrounding local area (Theme 1, Element 1.3, Specific Outcome 8).

4.3.5 Zone

The City Plan includes the subject site within the Specialised Centre (Large Format Retail) Zone.

The purpose of the Specialised Centre Zone is to provide for *‘1 or more specialised uses, including, for example, conference centres, entertainment centres, education and research facilities or university campuses.’*

The overall outcomes for the Specialised Centre Zone include:

- “(4)(a) Development provides for the continued operation of specialised centre uses that are identified as preferable in the relevant zone precinct together with anticipated, compatible and necessary complementary uses.*
- (b) Development contributes to the specific mix or type of activities envisaged in the zone precinct in an integrated and co-located manner to maximise site multifunctionality, efficient use of land and physical and social infrastructure, particularly where the proposed specialised centre purpose is not intended or cannot be easily accommodated in other centre zones at the scale or concentration required for optimal functioning.*

- (c) Development enables the re-use of land in the Specialised centre zone to occur in an integrated manner should a specialised centre purpose cease.*
- (d) Development that may limit the ongoing operation of an existing use or prejudice the establishment of a new use that is appropriate to the specific nature of the relevant zone precinct is not accommodated.*
- (e) Development for a use not anticipated in the relevant zone precinct may be accommodated where it is demonstrated that the proposal is safe, well designed, integrated with the surrounding area and offers compensatory community benefit."*

The overall Outcomes for the Large Format Retail Zone Precinct are as follows:

- "(8)(a) Development provides for large indoor or outdoor premises requiring direct vehicular access for handling, storage and display for sale, auction, hire or lease of goods and services.*
- (b) Development is in a form that utilises larger scale buildings or outdoor display areas with customer car parking around the buildings or outdoor display areas and may be stand-alone premises or integrated with other premises in the Large format retail zone precinct.*
- (c) Development for an ancillary use such as food and drink outlet, food service, office and on-site workshop for the sale, servicing, fitting and repair of products and accessories may also be accommodated where it is integrated by design, built form, access and landscaping with the balance of the premises.*
- (d) Development does not include a shopping centre.*
- (e) Development does not include a shop where the scale of the premises is smaller or where the goods or services are for department store, discount department store, discount variety store, supermarket or corner store."*

4.3.6 Neighbourhood Plan

The site is identified within the Mt Gravatt Corridor Neighbourhood Plan, and further contained within the Kessels Road Precinct (NPP-004) and Kessels Road Corridor Sub-precinct (NPP-004a).

The overall outcomes for the Kessels Road Precinct (NPP-004) are as follows:

- "(7)(a) This precinct reinforces its existing role as a showroom. The surrounding medium density residential areas support the Upper Mt Gravatt precinct and capitalise on high-frequency public transport.*
- (b) Uses considered consistent with the outcomes sought include showrooms where in the District centre zone precinct of the District centre zone, and medium density residential where in the Kessels Road medium density residential sub-precinct (Mt Gravatt corridor neighbourhood plan/NPP-004b), except where in the Low density residential zone.*
- (c) Development in the Kessels Road corridor sub-precinct (Mt Gravatt corridor neighbourhood plan NPP-004a):*
 - (i) reinforces and protects the showroom uses along Kessels Road, which require large floor plates not suitable within the Upper Mt Gravatt precinct (Mt Gravatt corridor neighbourhood plan/NPP-001);*
 - (ii) maintains allotments greater than 2,500m² unless facilitating the primary use/purpose of the sub-precinct;*
 - (iii) creates a network of shared driveways, access ways and service roads between sites to minimise access to Kessels;*

(iv) ensures that landscaped buffers to adjoining residential development minimise visual and amenity impacts.

...

4.3.7 Overlays

The City Plan includes a number of overlays which provide additional information in relation to State and local interests. This site is subject to the following overlay designations.

Table 7 – Overlays	
Overlay	Sub-category
Airport Environs Overlay	- PANS – Procedures for air navigation surfaces - BBS Zone – Distance from airport 3-8km
Bicycle Network Overlay	Primary cycle route (Kessels Road)
Community Purposes Network Overlay	
Critical Infrastructure and Movement Network Overlay	Critical infrastructure and movement planning area sub-category
Road Hierarchy Overlay	Arterial road (Kessels Road)
Transport Air Quality Corridor Overlay	- Transport air quality A sub-category - Transport air quality B sub-category - Transport route – Category 2 (Kessels Road)
Transport Noise Corridor Overlay	- Designated State Noise corridor - State controlled road (MANDATORY area): Category 0: Noise Level < 58 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 1: 58 dB(A) - 63 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 2: 63 dB(A) - 68 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 3: 68 dB(A) - 73 dB(A) - Designated State Noise corridor - State controlled road (MANDATORY area): Category 4: Noise Level > 73 dB(A)

4.3.8 Temporary Local Planning Instruments

There are no Temporary Local Planning Instruments applicable to the site.

4.3.9 Applicable Assessment Benchmarks

The following section comprises a summary of compliance against the assessment benchmarks of the applicable codes that apply to the proposed development.

Table 8 – Applicability of relevant assessment benchmarks	
Assessment Benchmark	Applicability
Zone Code	
Specialised Centre Zone Code	<u>Applicable</u> – Refer to response provided in Appendix A
Neighbourhood Plan Code	
Mt Gravatt Corridor Neighbourhood Plan Code	<u>Applicable</u> – Refer to response provided in Appendix A
Use/Development Code	
Specialised Centre Code	<u>Applicable</u> – Refer to response provided in Appendix A
Prescribed Secondary Codes	
Filling and Excavation Code	<u>Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve any filling or excavation works. As such, detailed assessment against the Filling and Excavation Code is unwarranted.
Infrastructure Design Code	<u>Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve any changes to existing servicing arrangements. As such, detailed assessment against the Infrastructure Design Code is unwarranted.
Landscape Work Code	<u>Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve any new landscape works. As such, detailed assessment against the Landscape Work Code is unwarranted.
Outdoor Lighting Code	<u>Not Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve the installation of any internal or external lighting systems that emits light that may have an impact beyond the site.
Stormwater Code	<u>Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve any changes to existing stormwater management arrangements. As such, detailed assessment against the Stormwater Code is unwarranted.
Transport, Access, Parking and Servicing Code	<u>Applicable</u> – The proposed development is for a material change of use within an existing building on site for a new vet clinic (veterinary service) and expansion to the existing Petbarn tenancy (shop) for additional 'back of house' space. Existing vehicle access, parking and servicing areas on site are to be maintained, with a total of 115 on-site car parking spaces available (including 3 x PDW spaces) adjacent to the existing building. The on-site car parking

	allocation is sufficient to service the proposal noting there is no increase in overall gross floor area, the expanded Petbarn is for 'back of house' activities (non-retail floor area), the vet clinic is by appointment only and has a lower car parking rate (minimum 4 space per 100m² GFA) when compared with shop (minimum 5 spaces per 100m² GFA) under the Transport, Access, Parking and Services Code / Planning Scheme Policy). Based on the proposed gross floor area totals and applicable car parking rates, the proposed development is required to provide a minimum of 39 car parking (Shop – 485m² GFA / 100 x 5 = 24.25 spaces & Veterinary Service – 365m² GFA / 100 x 4 = 14.6 spaces). A new covered and secure bin enclosure has been provided for the vet clinic, accommodating 1 x general waste bulk bin, 1 x recycling bulk bin, and 1 x clinical waste bin (collected weekly by Pets Eternal) and located directly adjacent to the existing loading bay. Refuse storage arrangements have been maintained for the expanded Petbarn tenancy.
Wastewater Code	<u>Not Applicable</u> – The proposed development is for a material change of use in an existing building and will not involve any changes to sewerage arrangement, with the site already connected to QUU's reticulated sewer network.
Overlay Codes	
Airport Environs Overlay Code	<u>Applicable</u> – Refer to response provided in Appendix A
Community Purposes Network Overlay Code	<u>Not Applicable</u> – The subject site is not mapped within any of the sub-categories under the Community purposes network overlay mapping and therefore does not trigger assessment against the corresponding overlay code.
Critical Infrastructure and Movement Network Overlay Code	<u>Not Applicable</u> – The proposed development is for a material change of use for shop and veterinary service in an existing building. The proposed land uses do not trigger assessment the Critical infrastructure and movement network overlay code.
Road Hierarchy Overlay Code	<u>Not Applicable</u> – The proposed development is for a material change of use in an existing building and does not result in any increase to gross floor area. Therefore, the proposed development does not trigger assessment against the Road hierarchy overlay code.
Streetscape Hierarchy Overlay Code	<u>Not Applicable</u> – The proposed development is for a material change of use in an existing building and does not result in any increase in gross floor area. Therefore, the proposed development does not trigger assessment against the Streetscape hierarchy overlay code.
Transport Air Quality Corridor Overlay	<u>Applicable</u> – Refer to response provided in Appendix A
Transport Noise Corridor Overlay Code	<u>Not Applicable</u> – The proposed development is for a material change of use in an existing building. The proposed development does not involve any residential / sensitive use and therefore does not trigger

	assessment against the Transport noise corridor overlay code.
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4.3.9.1 Specialised Centre Zone Code

The proposed development complies with most of the Overall Outcomes of the Specialised Centre Zone Code. To the extent that the development does not comply with all of the Overall Outcomes the development complies with the purpose of the Specialised Centre Zone Code and the outcomes under the Strategic Framework. For a detailed response refer to **Section 5** of this report.

A response to the Specialised Centre Zone Code is included in **Appendix A**.

4.3.9.2 Mt Gravatt Corridor Neighbourhood Plan Code

The proposed development complies with the applicable Acceptable Outcomes of the Mt Gravatt Corridor Neighbourhood Plan Code. Therefore, the development complies with the applicable Performance Outcomes, Overall Outcomes and subsequently the Purpose of the code.

A response to the Mt Gravatt Corridor Neighbourhood Plan Code is included in **Appendix A**.

4.3.9.3 Specialised Centre Code

The proposed development complies with the applicable Acceptable Outcomes of the Specialised Centre Code. Therefore, the development complies with the applicable Performance Outcomes, Overall Outcomes and subsequently the Purpose of the code.

A response to the Specialised Centre Code is included in **Appendix A**.

4.3.9.4 Airport Environs Overlay Code

The proposed development complies with the applicable Acceptable Outcomes of the Airport Environs Overlay Code. The development therefore complies with the purpose and overall outcomes of the code.

An assessment of the Airport and Environs Overlay Code is provided in **Appendix A**.

4.3.9.5 Transport Air Quality Corridor Overlay Code

The proposed development complies with the applicable Acceptable Outcomes of the Transport Air Quality Corridor Overlay Code. The development therefore complies with the purpose and overall outcomes of the code.

An assessment of the Transport Air Quality Corridor Overlay Code is provided in **Appendix A**.

4.3.10 Infrastructure Charges Matters

The following Local Government Adopted Charge rates are identified as applying to the proposed development in accordance with Brisbane City Council's *Brisbane Infrastructure Charges Resolution (No. 14) 2025*.

Table 9 – Estimated Infrastructure Charges (Local Government Adopted Charge)				
Defined Use	Quantity	Unit	Charge per Unit	Charge Amount
Development Demand (new development)				
Shop	485	m ² GFA	\$193.31	\$93,755.35
Veterinary Service	365	m ² GFA	\$139.06	\$50,756.90

Demand Credit (existing development)				
Shop	850	m ² GFA	\$193.31	(~\$164,313.50)
Total Adopted Infrastructure Charge				Nil ⁽¹⁾

⁽¹⁾ Pursuant to Section 16(5) of the *Brisbane Infrastructure Charges Resolution (No. 14) 2025*, a demand credit is only to be provided to a maximum amount equal to the development demand. Where the calculated development credits exceed the development demand, it results in no infrastructure charges being payable for the development application (no refund eligible).

5. Key Planning Matters

As demonstrated in Chapter 4 of this Town Planning Assessment, the proposed animal keeping at 548 Kessels Road, MacGregor achieves compliance with the relevant planning framework, in particular with the Planning Act, relevant parts of the State planning framework, and the Brisbane City Plan 2014.

In respect of the compliance with the City Plan, the development complies with the relevant acceptable outcomes of the applicable codes in most instances. There are some occasions where the development proposes alternatives to the Acceptable Outcomes, and on each occasion those alternatives satisfy the corresponding performance outcomes and/or overall outcomes. There are also other relevant matters that shall be considered in the assessment of the development application.

This Chapter provides an explanation of key planning matters for the proposed development, being the occasions where an alternative to an acceptable outcome is proposed, together with the overarching planning and design approach which incorporates other relevant matters. The key planning matters are expressed to assist in Council and the community's understanding of the project.

5.1 Land Use Outcome

The proposed development is for the conversion of a vacant tenancy area into a Greencross Vet Clinic (veterinary service) and a minor expansion of the adjacent Petbarn tenancy (shop) for additional 'back of house' (non-retail floor space). Whilst the zone and corresponding zone precinct are primarily intended to accommodate 'bulky goods' the development represents a complementary land use outcome and is appropriate for the following reasons.

The purpose and overall outcomes of the Specialised Centre Zone Code seek for the continued operation of specialised centre uses but makes allowances for other complementary uses where it can be demonstrated that the proposal is safe, well designed, integrated with the surrounding area and offers compensatory community benefits.

The existing building is currently utilised for centre activities in the form of shop (by Petbarn and Autobarn). Autobarn has ceased operating, with the development intent for their tenancy area to be converted into additional 'back of house' for Petbarn and to facilitate the introduction of a Greencross Vet Clinic (veterinary service). While veterinary service isn't included in the defined activity group for 'large format retail' (shop is), it is considered a complementary land use in that its a non-residential / business activity (not a sensitive land use) and has direct synergies with the existing Petbarn as both involve pet care services and have common ownership (Greencross Limited). The proposal will enable the Applicant to co-locate both their pet care businesses in a single location for the benefit of reducing operational costs and maximise convenience and efficiency for customers.

The proposed veterinary clinic is being relocated from a nearby site (2 Springfield Street, MacGregor) and will continue to meet this demonstrated community / economic need but in a more convenient and appropriate location (Specialised Centre Zone instead of Medium Density Residential Zone).

The proposed development is mostly limited to an internal fit-out of the existing building on site (minor façade alteration for new door openings), which means it can easily be retrofitted to accommodate bulky good activities in the future and therefore doesn't result in the permanent loss of specialised centre zoned land.

For the reasons expressed above the development complies with the Overall Outcomes and Purpose of the Specialised Centre Zone Code.

6. Conclusions and Recommendations

The report accompanies an application by Petbarn Pty Limited seeking approval of a Development Permit for a Material Change of Use for Shop (extension) and Veterinary Service to undertake the proposed development within the existing building at 548 Kessels Road, MacGregor.

An assessment has been undertaken with regard to the proposed development in order to assess the application against the applicable assessment benchmarks, including relevant City Plan codes, used by Council to assess the proposed development.

The information provided in this proposal report (and accompanying material) demonstrates that the proposed development complies with all relevant and applicable provisions of the statutory town planning framework.

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

Disclaimer

Mewing Planning Consultants prepared this report for the applicant stated in the report, for the purpose of the development application and not for any other purpose or use.

This report incorporates and relies upon information and assessment up to the date of preparation of this report and excludes any information arising, or event occurring, after that date which may affect the validity of the opinion of Mewing Planning Consultants stated in this report.

In preparing this report, Mewing Planning Consultants was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment. All information and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Mewing Planning Consultants at the date of this report, and upon which Mewing Planning Consultants relied.

Whilst Mewing Planning Consultants has made all reasonable inquiries it believes necessary in preparing this report, it is not responsible for determining the completeness or accuracy of information provided to it. Mewing Planning Consultants is not liable for any errors or omissions, including in information provided by another person or company.