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PLANNING APPLICATION

137 Nudgee Road, Ascot

Submitted to Brisbane City Council

Prepared by Flux Property Group c/- Ascot Property No.1 Pty Ltd

15 September 2026

FLUX™
PROPERTY

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Executive Summary

This impact assessable development application (DA), prepared by Flux Property Group c/- Ascot Property No.1 Pty Ltd, is made to Brisbane City Council (Council) for land at 137 Nudgee Road, Ascot, described as Lot 1 on RP98178. The 1,452m² site is on the north-eastern corner of Nudgee Road and Lamington Avenue. It is in the Low-medium density residential zone (3 or 4 storey mix zone precinct) and the Racecourse precinct neighbourhood plan area under the *Brisbane City Plan 2014* (version 37) (the planning scheme).

The DA seeks a Development Permit for a Material change of use for Food and drink outlet and Shop (the proposal). The proposal will replace a vacant former service station and car rental building with a two-storey, multi-tenanted building of 561.5m² GFA (414.6m² ground floor and a 146.9m² mezzanine), 20 car parking spaces and approximately 284m² (19.6%) of landscaping, including 169.4m² (11.7%) of deep planting. Vehicle access is from Lamington Avenue only.

This DA demonstrates that:

- the proposal is consistent with the Strategic Framework, which expressly anticipates local shopping and small-scale non-residential uses with access to public transport, providing neighbourhood convenience services within a walkable catchment of Suburban Living Areas;
- the proposal is consistent with the Racecourse precinct neighbourhood plan. It supports the role of Racecourse Road as the area's retail focus, and its scale is supported by both a community need and an economic need;
- the proposal is a small-scale, neighbourhood serving use. The Economic Need and Impact Assessment confirms that the net increase of approximately 411.5m² of floor space equals about 1.7% of the shopfront floor space in the nearby district centres and less than 3% of the retail floor space demand expected by 2046, and that impacts on existing centres will be limited. Departures from the Low-medium density residential zone code's 250m² benchmark and co-location outcomes are justified by the site's context and this demonstrated need;
- the site has been used for non-residential purposes for more than 70 years. The proposal results in no loss of residential land and is consistent with the established pattern of at least 14 shopfronts in residential zones along Nudgee Road;

- the amenity of the adjoining motels and surrounding area is protected through a 2.5m acoustic barrier, trading hours of 7:00am to 10:00pm, deliveries limited to 7:00am to 6:00pm, screened service areas and landscaped buffers, as confirmed by the Noise Impact Assessment;
- the two-storey building, with pitched gable roof forms, glazed shopfronts and landscaped frontages, responds to the residential character of the area and to Council's prelodgement advice;
- the 20 car parking spaces are appropriate for a centre type use approximately 200m from Doomben railway station and adjoining a bus stop, as demonstrated by the Traffic Engineering Assessment. The proposal generates approximately 28 peak hour vehicle trips, with all servicing on-site and no access to Nudgee Road; and
- the proposal delivers community and economic benefits, including reactivation of a vacant corner site, improved streetscape and landscaping, approximately $3.9 million in construction investment and approximately 16 ongoing direct jobs.

This DA demonstrates that the proposal is consistent with the applicable assessment benchmarks and other relevant matters. We look forward to obtaining a development permit in due course.

Table 1 below provides a summary of the proposal.

***Table 1** - Application Summary*

Applicant	Flux Property Group c/- Ascot Property No.1 Pty Ltd
Contact	Morgan Randle, Development Manager
Proposal	Development Permit for Material change of use for: • Food and drink outlet • Shop
Site Address	137 Nudgee Road, Ascot
Real Property Description	Lot 1 on RP98178
Site Area	1,452m²
Easements	Nil
LGA	Brisbane City Council
Planning Scheme	Brisbane City Plan 2014 (version 37)

Zoning	Low-medium density residential zone (3 or 4 storey mix zone precinct)
Neighbourhood Plan	Racecourse precinct neighbourhood plan
Relevant Overlays	Local: • Airport environs • Bicycle network • Road hierarchy • Streetscape hierarchy State: • State transport corridor (railway corridor)
Referral Matters	State Assessment and Referral Agency (SARA) – State transport corridor (railway corridor), Schedule 10, Part 9 of the Planning Regulation 2017
Category of Assessment	Impact assessable
Public Notification	Public notification is required to be carried out in accordance with the Act.
LGIP	The site is within the LGIP service areas for water, sewerage, stormwater, transport and parks. The LGIP mapping does not identify infrastructure that must be delivered by the proposal.

1. The Site

1.1 Site Address and Description

The address of the site is 137 Nudgee Road, Ascot legally described as Lot 1 on RP98178 and with an area of 1,452m².

1.2 Previous Use and Improvements

The site is improved by a vacant building which was used as a service station from the 1950s to 1980s. Several underground fuel tanks and a bowser are still located on the site and the site is listed on the Environmental Management Register (**Attachment A**).

In recent decades the site has been used by car rental businesses.

1.3 Site Tenure and Easements

The site is owned by Ascot Property No.1 Pty Ltd (ACN: 701 735 542) as identified in the Title Search provided under **Attachment B**. The Title Search and the survey plan (**Attachment C**) demonstrate the site is not burdened or benefited by easements.

1.4 Development Approval History

1.4.1 The Site's Development Approval History

There are no development approvals over the site on Council's Development.i online system.

1.4.2 Adjoining Sites Development Approval History

The adjoining site's approval history is detailed in **Table 2** below.

***Table 2** - Adjoining Sites Development Approvals*

Approval Reference No.	Approval Date	Description
A004162431	05 November 2015	**143 Nudgee Road, Ascot** Development permit for material change of use and to carry out building work for Short term accommodation (extension).
A001972826	29 November 2007	**10 Brassey Street, Ascot** Development permit for material change of use and preliminary approval for building work for Multi-unit dwelling.

1.5 Infrastructure and Access

The survey plan (**Attachment C**) and **Figure 1** below demonstrate the site is serviced by infrastructure as follows:

- **Electricity**: Via overhead powerlines along Lamington Avenue and underground power within the road reserves on both frontages.
- **Telecommunications**: Via underground telecom cables within the road reserve on both frontages.
- **Water**: Via a water main within the Nudgee Road road reserve and within Lamington Avenue.
- **Sewer**: Via a sewer main running through the eastern side of the site.
- **Stormwater**: Via kerb and channel discharge to Lamington Avenue.
- **Gas**: Via a gas main within the Nudgee Road road reserve and within Lamington Avenue.

The site is accessed via a crossover from Lamington Avenue.

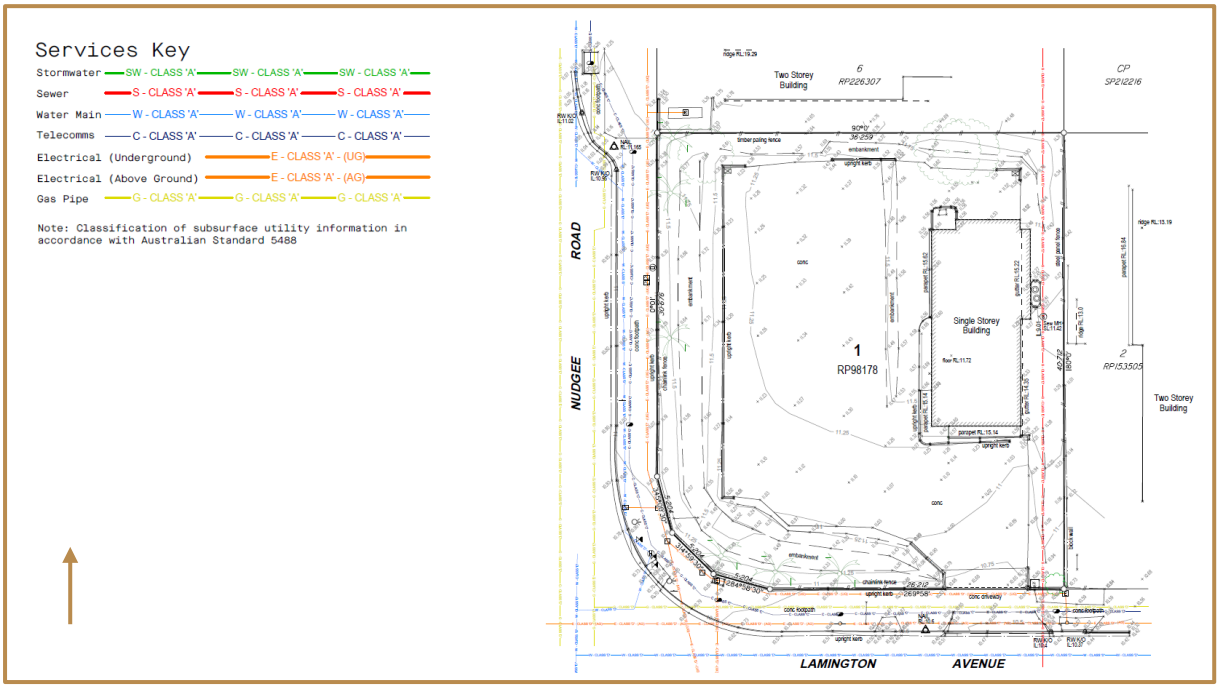


***Figure 1** – Infrastructure and Servicing*

2. Prelodgement Engagement

2.1 Brisbane City Council

A prelodgement meeting was held with Council on 10 July 2026. Key themes are summarised in **Table 3** below.

***Table 3** - Prelodgement Meeting Summary*

Key Feedback Item	Response
Land Use • Support of non-residential use, being Shop. • The proposed GFA of 666m² exceeds the planning scheme benchmark of 250m². • The size warrants assessment against the Centre or mixed use code. • An Economic Needs Assessment will be required to demonstrate need and no impact on other centres.	• The proposal's GFA has been reduced to 561.5m², inclusive of a 146.9m² above ground mezzanine which will be used for administrative purposes. • The proposal has been assessed against the Centre or mixed use code (**Attachment M**). • An Economic Need and Impact Assessment has been provided in Attachment I.
Built Form • Council supports building height of no more than 2 storeys and 9.5m. • Building entrance to be clearly visible from the road. • Both street frontages are to be landscaped. • Service / refuse areas to be screened from view. • Building articulation is required.	• The building is 2 storeys and below 9.5m in height. • The building has entry points along the southern façade, which is visible from both frontages. • Landscaping between 1.4m to 1.8m wide is provided along both frontages. • Service and refuse areas are along the eastern side of the building. These areas are screened. • The building is highly articulated with variation in materials, external walls and roof.
Landscaping • 3.75m wide verge required along both frontages. • Full-width pavement is recommended within verge. • A minimum of 10% deep planting is required. • Shade trees are to be provided at a rate of 1 / 6 car parking spaces.	• A 3.75m fully paved road verge is provided on both frontages. • 169.4m² (11.7%) of deep planting is provided.
Transport • Parking will need to be in accordance with the Transport, access, parking and servicing planning scheme policy	• 20 car parking spaces are provided. This is justified within the Traffic Report (**Attachment G**).

Key Feedback Item	Response
and a performance outcome can be justified by an RPEQ. • Servicing will need to be further investigated. • Refuse collection needs to be demonstrated. • Access from Lamington Avenue is preferred. • A corner truncation to achieve a minimum 3.75m is required.	• Servicing will be via a Medium Rigid Vehicle (MRV), which will be able to access and egress the site in forward gear. • Refuse collection will be via a rear-lift Refuse Collection Vehicle (RCV), which will access the site in a single reverse manoeuvre. • Access will only be obtained via Lamington Avenue. • A corner truncation has been provided, which requires land dedication. See the Traffic Report (**Attachment G**) for further detail.

3. Proposed Development

This DA seeks approval for a Development Permit for material change of use for Food and drink outlet and Shop.

The proposal will demolish the existing building and establish a multi-tenanted 562m² building with 20 car parking spaces and 284m² (19.6%) of landscaping.

An overview of the proposal is provided in **Table 4** and architectural plans have been prepared by Elevation Architecture and are provided under **Attachment D**. The proposal is also illustrated in **Figure 2** and **Figure 3** below.

Table 4 - Proposal Overview

Site cover	414.6m² (28.5%)
Gross floor area	Ground floor: 415m² Mezzanine: 147m² **TOTAL: 562m²**
Building height	7.5m / 2 storeys
Setbacks	Front (Nudgee Road): 1m Front (Lamington Avenue): 18m Rear (northern boundary): 3m Side (eastern boundary): 2m
Landscaping	Deep planting: 169m² (12%) Other landscaping: 115m² (8%) TOTAL: 284m² (20%)
Car parking	20 including 1 x PWD



Figure 2 *– Renders*

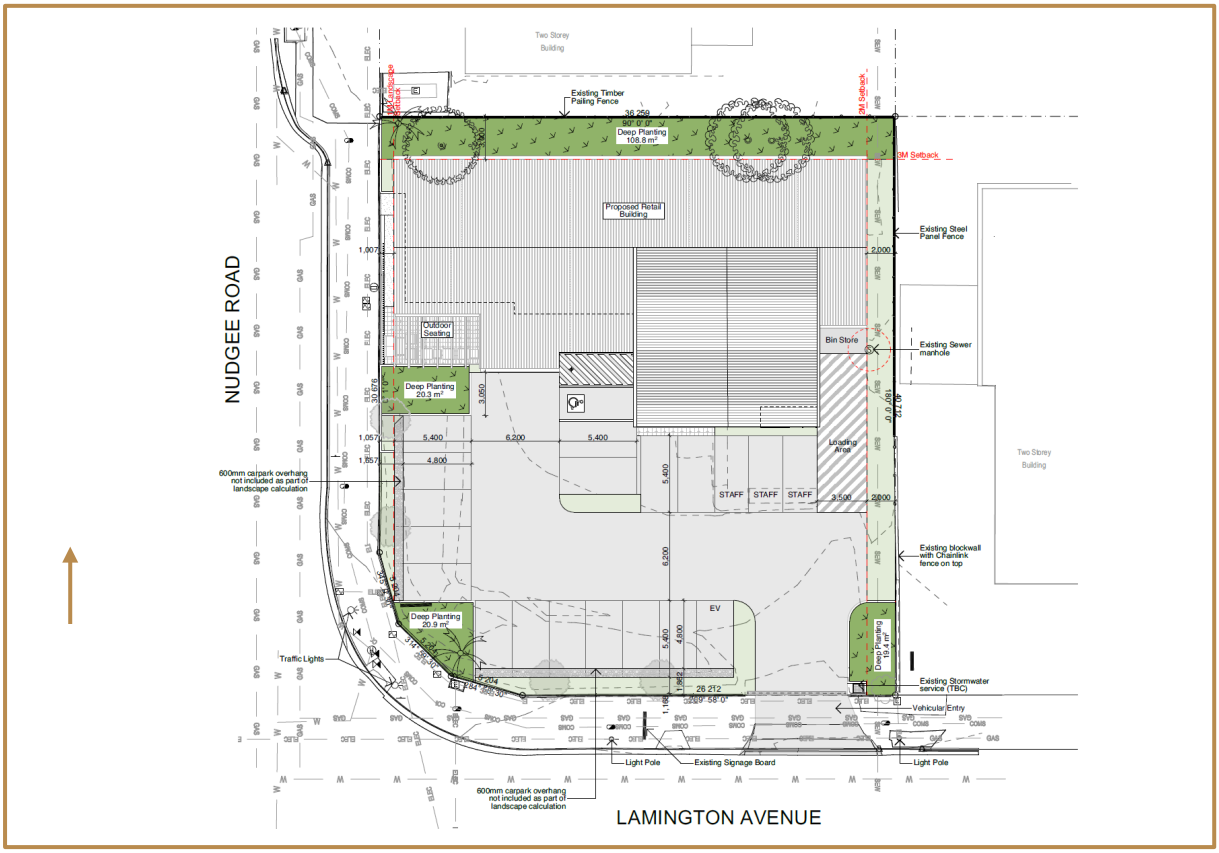


Figure 3 *– Site Plan*

3.1 Site Remediation Works

The site was used as a service station from the 1950s to the 1980s. It is included on the Environmental Management Register (EMR Site ID 190) for the notifiable activity "service stations – operating a commercial service station" (see **Attachment A**).

The existing site plan (**Attachment D**) identifies the approximate locations of the former fuel bowsers, and associated underground fuel storage infrastructure (S1 to S9). It is proposed the northern bowsers and fuel storage tank (S9) will be removed to accommodate the building. The remaining fuel storage tanks will be retained in situ.

3.2 Land Uses

The ground floor provides 414.6m² of GFA for Shop and Food and drink outlet uses, with potential tenancy divides allowing for a variety of tenancy options. A 146.9m² mezzanine is provided above, resulting in a total GFA of 561.5m².

3.3 Architectural Design

The proposal has been designed by Elevation Architecture and comprises a single, two-storey commercial building positioned along the northern boundary of the site, with the car park and landscaping located between the building and Lamington Avenue.

The ground floor is set at RL 11.60m AHD, the mezzanine at RL 15.50m AHD and the highest point of the roof at RL 19.10m AHD, approximately 7.5m above finished floor level.

The built form is broken into a series of gable roof forms (20° pitch, metal roof sheeting) that reduce the bulk of the building and reference the pitched roofs of the surrounding residential area. The external material palette comprises galvanised steel cladding, timber-look horizontal and vertical cladding, white Axon panel cladding and Colorbond "Monument" trims, providing articulation and variation across each façade.

The ground floor presents large areas of shopfront glazing and timber-look battening to the Nudgee Road and Lamington Avenue frontages, with a glazed canopy over an outdoor seating area facing the car park. A dedicated pedestrian entry is provided from Nudgee Road, and face-brick planter walls with integrated signage define the street edge. The bin store and loading area are located on the eastern side of the building, away from both street frontages, and are screened from public view.

See **Attachment D** for the Architectural Plans.

3.4 Infrastructure

An Engineering Report and Stormwater Management Plan has been prepared by Concept Engineers and is provided in **Attachment F**. The proposed servicing arrangements are summarised in the subsections below.

3.4.1 Water

The site is currently serviced by an existing DN20 water service (Asset ID WS136565) connected to the DN150 CI water main in Nudgee Road (Asset ID RS196537). The existing service will be upgraded to suit the proposal, with the final connection size to be confirmed by the hydraulic consultant at detailed design.

3.4.2 Stormwater

The site falls approximately 1.2m from north to south (an average grade of 2.63%) towards Lamington Avenue and is not affected by mapped flooding or overland flow. Roof water and surface runoff from the car park, driveway and landscaped areas will be collected by an internal pit and pipe network designed for the minor (10% AEP) storm event, with major (1% AEP) flows conveyed as overland flow. Flows will discharge via a kerb adaptor to the existing kerb and channel in Lamington Avenue, which is the lawful point of discharge.

The site is currently 64.1% impervious and will be 80.5% impervious post-development.

3.4.3 Sewer

An existing 150mm earthenware gravity sewer main (Asset ID LS152827) runs along the eastern boundary of the site, with two existing property connections (Asset IDs PC269247 and PC269246). The 150mm connection (PC269247) will be removed and the 100mm connection (PC269246) retained and upgraded to service the proposal. Final sizing will be confirmed by the hydraulic consultant at detailed design, and works near the sewer main will be undertaken in accordance with Urban Utilities requirements.

3.4.4 Electricity and Telecommunications

Low voltage (up to 1kV) and high voltage (1kV–33kV) overhead electricity lines are located along Nudgee Road and Lamington Avenue. Telecommunications infrastructure, including P50 and P100 conduits, is present along both frontages, with a P50 conduit located within the site. Medium pressure gas mains are located in both Nudgee Road and Lamington Avenue, with a high pressure gas main in Nudgee Road. Connections to electricity and telecommunications networks will be arranged with the relevant providers at detailed design, and existing assets in the verges will be protected during construction.

3.5 Waste and Servicing

A dedicated bin store accommodating 1,100L bins and a loading area are located on the eastern side of the site, screened from both street frontages. Servicing arrangements have been assessed in the Traffic Engineering Assessment (**Attachment G**) and are summarised as follows:

- Refuse will be collected on-site by a private contractor using a rear-lift Refuse Collection Vehicle (RCV), which enters the site from Lamington Avenue in a single reverse manoeuvre. Swept paths have been prepared in accordance with Council Standard Drawing BSD-3008-2.
- Deliveries will be made by vehicles up to an 8.8m Medium Rigid Vehicle (MRV), following a similar path to the RCV, with all servicing occurring wholly within the site.
- To protect the amenity of the adjoining short-term accommodation, deliveries and waste collection will be limited to between 7:00am and 6:00pm, and a 2.5m acoustic barrier will be constructed along the eastern boundary, as recommended in the Noise Impact Assessment (**Attachment H**).

3.6 Traffic and Transport

A Traffic Engineering Assessment has been prepared by Pekol Traffic and Transport (PTT) and is provided in **Attachment G**. It assesses site access, car parking provision and design, servicing, active transport and traffic generation. The key findings are summarised below.

3.6.1 Access

Vehicle access will be via a single 6.5m wide two-way crossover on Lamington Avenue, generally in the location of the existing access. This places access on the minor road frontage, as far as possible from the signalised Nudgee Road intersection, consistent with Council's prelodgement advice. The crossover achieves approximately 1.6m separation to the existing light pole, in accordance with Council Standard Drawing BSD-2022.

More than 100m of sight distance is available to the east along Lamington Avenue, exceeding the 90m desirable minimum. Approximately 35m of sight distance is available to the intersection, which is acceptable given vehicles turning into Lamington Avenue travel at low speed (20–30km/h). Queuing space for one vehicle (approximately 6m) is provided within the site, as required by Council's Transport, access, parking and servicing (TAPS) planning scheme policy. A 2.0m × 2.5m pedestrian sight splay will be provided on the exit side of the driveway, with planting limited to 0.5m in height.

Pedestrian access is provided separately from Nudgee Road. The site is highly accessible by public transport, with Doomben train station within approximately 200m

walking distance and a bus stop (ID 002911, routes 301 and 303) on Lamington Avenue immediately east of the site.

3.6.2 Parking

The proposal provides 20 on-site car parking spaces, including one PWD space. PTT considers the site will operate similarly to a centre from a parking perspective, because:

- customers are expected to visit multiple tenancies in a single trip and the uses are not expected to peak at the same time;
- the site is close to Doomben train station and high-frequency bus services, and is well connected to surrounding residential areas by footpaths; and
- there is significant spare on-street parking capacity on Lamington Avenue east of the site.

Applying Council's maximum centre rates for sites near a public transport interchange (5 spaces per 100m² for ground floor uses and 2 spaces per 100m² for mezzanine uses) results in a maximum of 24 spaces. The proposed 20 spaces are consistent with these rates and are considered appropriate.

The car park has been designed in accordance with AS2890.1, including 2.6m × 5.4m customer spaces, 2.4m × 5.4m staff spaces, a 6.2m parking aisle and a 1.0m aisle extension that allows a B85 vehicle to turn around on-site. While bicycle parking is not required for this scale of development, three bicycle spaces can be provided if Council considers it necessary.

3.6.3 Trip Generation

Adopting a peak hour rate of 5 trips per 100m² GFA, the proposal is expected to generate approximately 28 two-way vehicle trips during the commuter peak hours. The surrounding road network has sufficient spare capacity to accommodate this small increase, and no external road upgrades are required.

3.7 Earthworks

The site has an average fall of approximately 2.63% to the south, with ground levels ranging from approximately RL 11.8m to RL 10.6m AHD. Earthworks are limited to establishing the building platform and car park, comprising approximately 253m³ of cut and 25m³ of fill, resulting in a net export of approximately 228m³. Downturn slabs (up to approximately 0.25m) and a low retaining wall are proposed at the south-western part of the site to manage level differences with surrounding ground.

Given the limited extent of excavation, the potential for acid sulfate soils will be confirmed through geotechnical investigation prior to construction, with an acid sulfate soils management plan prepared if required.

Erosion and sediment control measures, including sediment fencing, kerb inlet protection, a stabilised construction entry and stockpile management, will be implemented in accordance with IECA guidelines. See the Engineering Report in **Attachment F** for further information.

3.8 Landscaping

A landscape concept has been prepared by Mode Design and is provided in **Attachment E**. The concept uses layered, predominantly endemic subtropical planting consistent with the character of the local area, providing shade, visual amenity, screening to neighbouring properties and clear sightlines for casual surveillance in accordance with CPTED principles.

The landscape provision is summarised as follows:

- Deep planting: 169.4m² (11.7% of the site), exceeding the 10% minimum identified by Council at prelodgement. This includes a deep planting strip of approximately 108.8m² along the northern boundary capable of supporting large canopy trees.
- Other landscaping: 114.7m², comprising garden beds around the car park, raised planters with a natural ground base, and feature planting at the Nudgee Road and Lamington Avenue frontages.
- Total: 284.1m² (19.6% of the site), excluding a further 20m² of low planting within the 600mm car park overhang strips.

Larger shade trees and feature planting are located at the Nudgee Road / Lamington Avenue corner and the Nudgee Road pedestrian entry to create a clear point of arrival and soften the built form. Canopy trees within garden beds around the car park provide shade to parking areas, and dense shrub and groundcover planting along the northern and eastern fence lines provides a visual and acoustic buffer to the adjoining properties.

The planting palette includes Tulipwood (Harpullia pendula), Tuckeroo (Cupaniopsis anacardioides), Weeping Lilly Pilly (Waterhousea floribunda), Native Gardenia (Atractocarpus fitzalanii) and Magnolia "Little Gem", with an understorey of Lomandra, Dianella, Westringia, Dietes, Crinum, Cordyline and native groundcovers.

Existing services within the Nudgee Road and Lamington Avenue verges, together with required sight lines, constrain street tree planting. The existing concrete verge will be

retained, and larger shade trees are provided within the site along both frontages to compensate.



***Figure 4** – Landscape Plan*

3.9 Hours of Operation

The following hours of operation are proposed:

- Trading hours: 7:00am to 10:00pm, seven days a week.
- Deliveries and waste collection: 7:00am to 6:00pm only.

A Noise Impact Assessment has been prepared by Palmer Acoustics and is provided in **Attachment H**. It confirms that, with the following measures in place, noise from car movements, door slams, patrons and deliveries will meet the day and evening criteria of the planning scheme at the nearest sensitive receptors:

- a 2.5m acoustic barrier along the eastern boundary, constructed of material with a surface mass of at least 12kg/m² and no gaps;
- amplified music limited to 75dB(C) measured 3m from the nearest speaker, with speakers directed inwards and downwards and any external speakers oriented towards Nudgee Road; and
- mechanical plant acoustically and visually screened and designed to comply with section 440U of the *Environmental Protection Act 1994*.

3.10 Economics

In response to Council's prelodgement advice, an Economic Need and Impact Assessment has been prepared by Coolamon Consulting and is provided in **Attachment I**. The assessment defines a Primary Trade Area within approximately 1km of the site and finds:

- The Primary Trade Area population of 10,700 (2026) is projected to grow to 13,800 by 2046, supported by ongoing development around the racecourses, including Ascot Green opposite the site and Bernborough Ascot.
- Residents are affluent, with retail spending per person 36.3% above the Greater Brisbane average and spending on food catering and food and liquor more than 50% above average. Total retail spending in the trade area is projected to increase from $241.6 million to $369.5 million by 2046.
- The proposal replaces an existing vacant building of approximately 150m², resulting in a net increase of approximately 411.5m² of non-residential floor space. This equals around 1.7% of the 24,000m² of shopfront floor space in the Racecourse Village and Racecourse Road district centres.
- Expenditure growth will support approximately 14,200m² of additional retail floor space by 2046. The proposal would meet less than 3% of this demand, with an implied turnover of approximately $3.7 million (2.9% of projected expenditure growth).
- At least 14 existing shopfronts totalling more than 1,500m² already operate in residential zones along or near Nudgee Road within 1km of the site, including approximately 600–700m² at 275–277 Nudgee Road, Hendra. The proposal is consistent with this established pattern of small-scale local retail along the arterial road.

The assessment concludes the impact on existing centres and the centre hierarchy will be limited against all criteria, and that the proposal will complement, rather than compete with, the nearby district centres. The proposal is also expected to deliver the following economic benefits:

- construction investment of approximately $3.9 million, supporting 19 direct and indirect job-years and $3.1 million in value added; and
- once operational, approximately 16 direct full-time equivalent jobs (21 including indirect jobs) and $2.4 million in annual value added.

4. State Planning Instruments

4.1 Planning Act 2016

The Planning Act 2016 (the Act), Section 45(5) prescribes the matters an impact DA is to be assessed against, or have regard to. These are summarised as:

- Planning Regulation 2017 (the Regulation), including Schedule 9 and Schedule 10.
- State Development Assessment Provisions (SDAP).
- South East Queensland Regional Plan 2023 (SEQRP).
- State Planning Policy (SPP).
- Local Government Infrastructure Plans (LGIP).
- Temporary State Planning Policies.
- Temporary Local Planning Policies.
- Development approval for, and any lawful use of, the premises or adjacent premises.
- Common material.
- Local Planning Instruments.
- Any other relevant matter, other than a person's personal circumstance, financial or otherwise.

An assessment of each component is provided below.

4.2 Planning Regulation 2017

4.2.1 Schedule 9

Schedule 9 of the Regulation relates to building work under the Building Act 1975 and is not relevant to the proposal.

4.2.2 Schedule 10

Schedule 10 of the Regulation prescribes:

- what constitutes assessable development;
- category of assessment for development;
- assessment benchmarks for development;
- referral agencies for assessment of applications; and

- fees for referring the application.

The parts and referral trigger relevant to the proposal are summarised in **Table 5** below.

***Table 5** – Relevant Triggers*

State Interest	Triggers	Referral Agency	State Code
State Transport Corridor (railway corridor)	Schedule 10, Part 9, Division 4, Subdivision 2, Table 4	State Assessment and Referral Agency (SARA)	State Code 2: Development in railway environment

4.3 State Development Assessment Provisions

As outlined above, the proposal triggers referral to SARA for proximity to the railway corridor. An assessment against SDAP Code 2 is included in **Attachment J**.

4.4 South East Queensland Regional Plan 2023

The site is located within the urban footprint of the SEQRP, which preserves land capable of meeting current and future urban development needs. Under Schedule 10 of the Regulation the proposal is not prescribed assessable development.

An assessment against the SEQRP has been undertaken, specific to the following sections:

- Chapter 3, Part A: Goals, elements and strategies;
- Chapter 3, Part B: The regional growth pattern; and
- Chapter 3, Part C: Sub-regional directions.

The proposal complies with these sections of the SEQRP.

4.5 State Planning Policy

A review of the SPP Mapping identified the site as being subject to the following State interests:

- Natural Hazards Risk and Resilience
  - Flood hazard area – Local government flood mapping area
- Strategic Airports and Aviation Facilities
  - Obstacle limitation surface area
  - Wildlife hazard buffer zone
  - Aviation facility

The SPP has been reviewed relative to the subject site, in particular the development assessment requirements within Part E. The proposal complies with the SPP.

4.6 Local Government Infrastructure Plan

Council's online LGIP mapping demonstrates that the site is within the service areas for water, sewerage, stormwater, transport and parks.

The LGIP mapping does not show infrastructure that must be delivered by the proposal.

4.7 Temporary State Planning Policy

The site/proposal are not subject to a temporary state planning policy.

4.8 Temporary Local Planning Policy

The site/proposal are not subject to a temporary local planning policy.

5. Local Planning Instrument

The proposed development has been assessed against the relevant assessment benchmarks in the *Brisbane City Plan 2014* (version 37) – the local government planning scheme adopted within the Brisbane City Council Local Government Area at the time of lodgement.

5.1 Neighbourhood Plan

The site is within the Racecourse precinct neighbourhood plan area.

5.2 Zoning

The site is within the LMR2 Low-medium density residential (3 or 4 storey mix precinct) zone as illustrated in **Figure 5**.

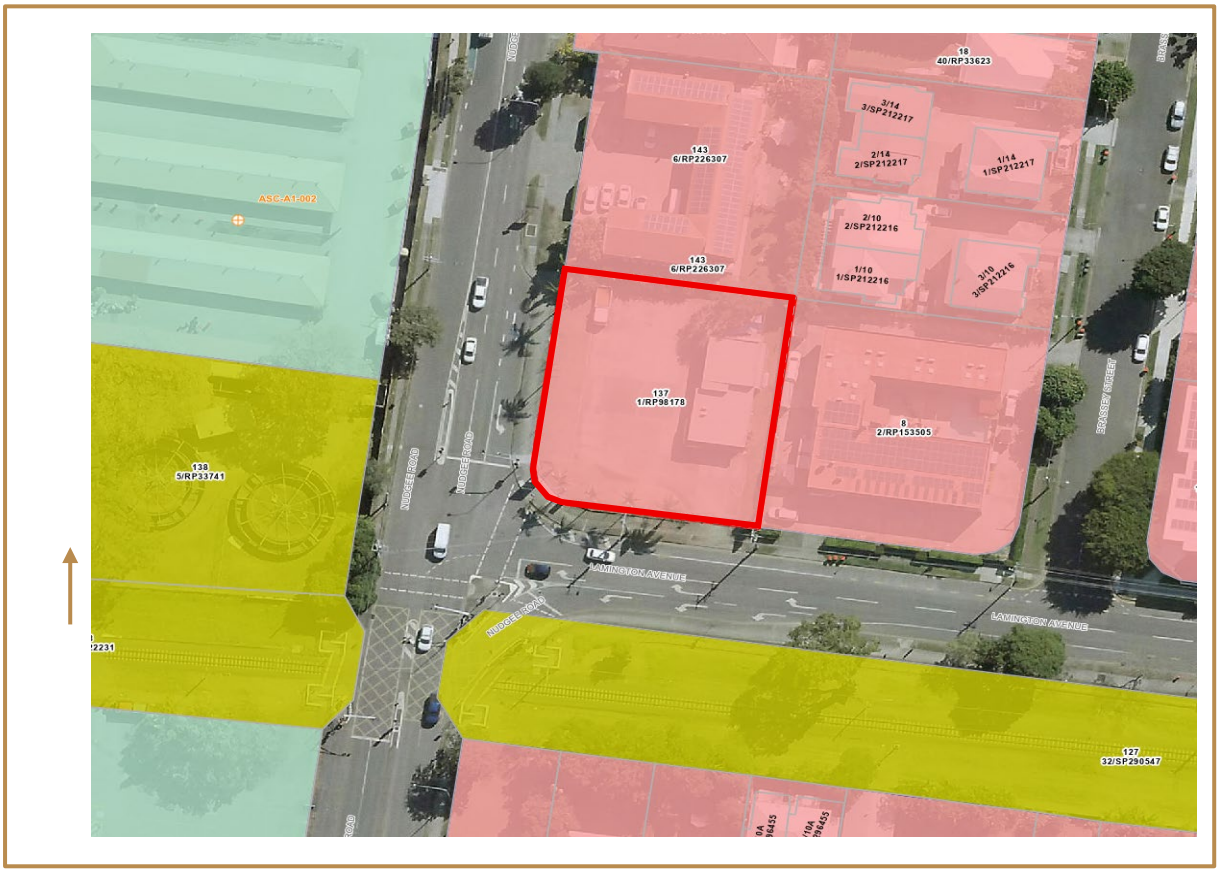


Figure 5 *– Zone Map*

5.3 Overlays

The site is identified as being affected by the overlays summarised in **Table 6** below.

Table 6 *– Overlay Summary*

Planning Scheme Overlay	Overlay Sub-Category
Airport environs overlay	• OLS – Critical limitation surface boundary • Procedures for air navigation surfaces (PANS) • BBS zone – Distance from airport 3-8km
Bicycle network overlay	• Nudgee Road and Lamington Avenue are Primary cycle routes
Community purposes network overlay	-
Critical infrastructure and movement overlay	• Critical infrastructure and movement planning area sub-category
Dwelling house character overlay	-
Potential and actual acid sulfate soils overlay	• Potential and actual acid sulfate soils sub-category • Land above 5m AHD and below 20m AHD sub-category
Road hierarchy overlay	• Nudgee Road is an Arterial Road • Lamington Avenue is a Primary freight access route and a Neighbourhood road
Streetscape hierarchy overlay	• Nudgee Road is a Subtropical boulevard (out of centre verge width 5m) • Lamington Avenue is a Neighbourhood street minor
Transport noise corridor overlay	• State designated noise corridor – rail network – Category 4: Noise level >85 dB(A)

5.4 Category of Development and Assessment

The proposal is defined as a 'Food and drink outlet' and 'Shop' under the planning scheme.

The category of development and the assessment benchmarks relevant to the proposal are identified in **Table 7** below.

***Table 7** – Categories of Development and Assessment Benchmarks*

Parameter	Category of Development	Assessment Benchmark
Low-medium density residential zone		
Food and drink outlet	Impact assessable	The Strategic Framework

Parameter	Category of Development	Assessment Benchmark
Shop		Low-medium density residential zone code
Racecourse precinct neighbourhood plan		
Food and drink outlet	No change	Racecourse precinct neighbourhood plan
Shop		
Overlays		
Airport environs overlay	Code assessment	Airport environs overlay code
Bicycle network overlay	Code assessment	Bicycle network overlay code
Community purposes network overlay	NA	NA
Critical infrastructure and movement network overlay	NA	NA
Dwelling house character overlay	NA	NA
Potential and actual acid sulfate soils overlay	NA	NA
Road hierarchy overlay	Code assessment	Road hierarchy overlay code
Streetscape hierarchy overlay	Code assessment	Streetscape hierarchy overlay code
Transport noise corridor overlay	NA	NA

5.5 Assessment Benchmarks

This section of the report provides an overview of the applicable assessment benchmarks.

***Table 8** – Assessment Benchmarks*

Assessment Benchmark	Comment
Strategic Framework	Element 5.5 of the Strategic Framework is relevant to the proposal. The proposal complies with this section, and an assessment has been included in **Attachment K**.

Assessment Benchmark	Comment
Neighbourhood Plan	An assessment of the proposal against the Racecourse precinct neighbourhood plan is included in **Attachment K**.
Overlay Codes	
8.2.2 Airport environs overlay code	An assessment against the applicable assessment benchmarks is included in **Attachment L**.
8.2.3 Bicycle network overlay code	
8.2.18 Road hierarchy overlay code	
8.2.20 Streetscape hierarchy overlay code	
Zone Code	
6.2.1.2 Low-medium density residential zone code	An assessment against the applicable assessment benchmarks is included in **Attachment K**.
Use Codes	
9.3.3 Centre or mixed use code	The proposal has been assessed against the applicable assessment benchmarks in **Attachment M**.
Development Codes	
9.4.3 Filling and excavation code	An assessment against the applicable assessment benchmarks is included in **Attachment N**.
9.4.4 Infrastructure design code	
9.4.5 Landscape work code	
9.4.7 Outdoor lighting code	
9.4.9 Stormwater code	
9.4.11 Transport, access, parking and servicing code	

6. Key Matters

The following section details the key matters considered in this application.

6.1 Strategic Framework, Neighbourhood Plan and Zone Code Compliance

The site is in the Low-medium density residential zone (3 or 4 storey mix zone precinct) and the Racecourse precinct neighbourhood plan area, but not within a precinct or sub-precinct of the neighbourhood plan. As the proposal is impact assessable, it has been assessed against the Strategic Framework, the Racecourse precinct neighbourhood plan code and the Low-medium density residential zone code (**Attachment K**).

Strategic Framework. The site is within the Suburban Living Areas (Element 5.5). SO1 anticipates growth in Suburban Living Areas in response to local context and needs, including centres and community facilities, and L7(a) expressly identifies *"local and district services and shopping with access to public transport services … and other small-scale non-residential uses … providing neighbourhood convenience services within a walkable catchment"* as uses that support Suburban Living Areas. The proposal is this type of use: a small convenience shop and café, approximately 200m from Doomben railway station and adjoining a bus stop, serving a walkable catchment.

Racecourse precinct neighbourhood plan. The proposal is consistent with the overall outcomes for the neighbourhood plan area. In particular:

- outcome (e) seeks for Racecourse Road to remain the focal point for retail, small business and café activity. The proposal adds only about 1.7% to the shopfront floor space of the Racecourse Road and Racecourse Village district centres, has no anchor tenant and will not challenge that role;
- outcome (h) seeks to rationalise access to arterial roads. No access is provided to Nudgee Road; all access is via Lamington Avenue; and
- outcome (k) provides for development of a greater scale where there is both a community need and an economic need. Both are demonstrated by the Economic Need and Impact Assessment (**Attachment I**).

Low-medium density residential zone code. The purpose of the zone includes providing *"small-scale services, facilities and infrastructure, to support local residents"*. Overall outcome (4)(m) anticipates individual small-scale non-residential uses, including shops, with a GFA of less than 250m² that serve local residents' day-to-day needs and do not undermine a nearby centre. The proposal meets the second and third subpoints. Although the proposal does not meet the arbitrary 250m² GFA limit, it still provides a small-scale non-residential use that does not challenge the centre hierarchy, or impact on the amenity and character of the residential area. In other words, the proposal meets the broader intent for small-scale non-residential uses, without being confined to an arbitrary GFA limit.

The proposal also co-locates two non-residential uses (outcome (4)(n)), and includes a food and drink outlet, which is considered under outcome (4)(p). Compliance with the overall outcomes and performance justifications are provided in section 6.2 and in **Attachment K**, which have regard to the site's long history of non-residential use, its corner location on an arterial road between motels and opposite the railway, and the demonstrated need for the proposal.

6.2 Delivery of a Small-Scale Non-Residential Use

Although the proposed GFA exceeds the 250m² benchmark in the zone code, the proposal remains a small-scale, neighbourhood-serving development:

- the ground floor is 414.6m², with a 146.9m² mezzanine, for a total GFA of 561.5m². Replacing the existing vacant 150m² building, the net increase in non-residential floor space is approximately 411.5m²;
- the building is two storeys, approximately 7.5m above finished floor level, with a site cover of 28.5% and 19.6% of the site landscaped;
- the proposal has no supermarket or other anchor tenant. It is about one-tenth the size of Racecourse Village (around 5,000m² of shopfront floor space, anchored by a 3,800m² Woolworths) and a small fraction of the Racecourse Road precinct;
- it is comparable in scale to the established cluster of shopfronts at 275–277 Nudgee Road, Hendra (approximately 600–700m²), which also operate in a residential zone along Nudgee Road; and
- it will serve a walkable local catchment of residents, workers, motel guests, rail users and racecourse visitors.

The Economic Need and Impact Assessment (**Attachment I**) confirms the population within 1km of the site will grow from 10,700 in 2026 to 13,800 by 2046, generating demand for approximately 14,200m² of additional retail floor space. The proposal meets less than 3% of this demand, and its implied turnover of around $3.7 million equals only 2.9% of projected expenditure growth. The assessment concludes that impacts on the centre hierarchy will be limited against all criteria.

The floor area above 250m² is therefore not a matter of scale that changes the character or function of the proposal. It allows a viable shop and café offer on a 1,452m² corner site that is unsuited to most residential uses, while remaining a small, local convenience use that complements rather than competes with the nearby district centres.

6.3 Amenity and Interface with Adjoining Premises

The site adjoins two short-term accommodation premises: the Ascot Budget Inn to the north and the Airway Motel to the east. The proposal has been designed to protect the amenity of these premises and the wider area:

- a 2.5m acoustic barrier is provided along the eastern boundary, adjoining the car park, driveway and loading area;
- trading hours are limited to 7:00am to 10:00pm, and deliveries and waste collection to 7:00am to 6:00pm;
- amplified music is limited to 75dB(C) at 3m from the nearest speaker, with speakers directed inwards and away from the adjoining premises;
- mechanical plant will be acoustically and visually screened, and kitchen exhaust will discharge vertically, away from the adjoining premises;
- outdoor lighting will be designed in accordance with AS 4282 to control light spill; and
- the building is set back 3m from the northern boundary and 2m from the eastern boundary, with deep planting and screening landscaping along both boundaries.

The Noise Impact Assessment (**Attachment H**) confirms that, with these measures, noise from car movements, door slams, patrons and deliveries will meet the day and evening criteria of the planning scheme at the nearest sensitive receptors.

6.4 Built Form and Streetscape

The building is two storeys, with a series of 20° gable roof forms, timber-look and white panel cladding, and face-brick planter walls that reflect the pitched-roof, residential character of the area rather than a typical commercial box. It addresses Nudgee Road with glazed shopfronts and a dedicated pedestrian entry, and Lamington Avenue with an outdoor seating area under a glazed canopy. Both frontages are landscaped with shade trees and feature planting.

The proposal responds to the advice provided at the prelodgement meeting: the building is no more than two storeys and less than 9.5m in height, the entries are clearly visible from the street, both frontages are landscaped, service and refuse areas are screened, and the building is articulated through variation in materials, walls and roof forms. Deep planting of 169.4m² (11.7%) exceeds the 10% minimum prescribed by the planning scheme.

The proposal also replaces a vacant, fenced former service station on a prominent corner with an active, landscaped building that improves the presentation of the Nudgee Road and Lamington Avenue streetscapes and provides casual surveillance of the street.

6.5 Car Parking

The proposal provides 20 on-site car parking spaces, including one PWD space and three staff spaces. Applying the TAPS planning scheme policy rates for a Food and drink outlet (12 spaces per 100m² GFA) and Shop (5 spaces per 100m² GFA) generates a requirement of between 28 and 67 spaces, depending on the final mix of uses.

The Traffic Engineering Assessment (**Attachment G**) demonstrates that the proposed supply is appropriate because:

- the proposal will operate in a similar way to a small centre, with customers visiting more than one tenancy in a single trip and the shop and café uses peaking at different times;
- the site is approximately 200m walking distance from Doomben railway station and adjoins a bus stop served by routes 301 and 303;
- the proposal serves a walkable local catchment, including the growing residential population around the racecourses and guests of the adjoining motels;
- applying Council's maximum parking rates for centre uses near a public transport interchange (5 spaces per 100m² for ground floor uses and 2 spaces per 100m² for mezzanine uses) results in a maximum of 24 spaces, consistent with the proposed 20 spaces; and
- recent observations show significant spare on-street parking capacity on Lamington Avenue east of the site.

Providing parking at the standard TAPS rates would require a significantly larger car park on a 1,452m² corner site, at the expense of landscaping, deep planting and the building's street address. The proposed supply strikes an appropriate balance between accommodating demand and encouraging walking, cycling and public transport use. The car park, access and servicing arrangements have otherwise been designed in accordance with the TAPS planning scheme policy and AS 2890.1.

6.6 Site Access and Traffic

Vehicle access is via a single 6.5m crossover on Lamington Avenue, generally in the location of the existing access and as far as possible from the signalised Nudgee Road

intersection, consistent with Council's prelodgement advice. No access is provided to Nudgee Road. All refuse and delivery vehicles (up to an 8.8m medium rigid vehicle) are serviced on-site.

The proposal is expected to generate approximately 28 two-way vehicle trips in the peak hour, which the surrounding road network can accommodate without upgrades. More than 100m of sight distance is available to the east, and the approximately 35m sight distance to the signalised intersection is acceptable given the low speed of turning vehicles. One vehicle can queue on-site, and a pedestrian sight splay is provided at the driveway (**Attachment G**).

7. Other Relevant Matters

The Act establishes that an assessment manager may have regard to other relevant matters, other than a person's personal circumstance, financial or otherwise, when undertaking an impact assessment. Generally, this does not include assessment benchmarks or matters prescribed by regulation. This part of the DA summarises other relevant matters relating to the proposal.

7.1 Council and Queensland Government Policy

The proposal aligns with, and supports, current Council and Queensland Government policy:

- The SEQRP promotes consolidation within the urban footprint, jobs and services closer to where people live, and walkable neighbourhoods with services close to home. The proposal delivers local convenience retail and employment within a walkable, transit-accessible location in an area experiencing significant residential growth.
- The SPP's liveable communities interest seeks well-designed, well-serviced neighbourhoods with convenient access to retail and community facilities, and the transport infrastructure interest supports uses near public transport that reduce reliance on private vehicles.
- Brisbane's Future Blueprint seeks to create a "city of neighbourhoods" where residents are close to the services they need, and includes actions to improve the amenity of local retail villages and bring empty shopfronts back into use. The proposal reactivates a vacant, underutilised site with a local shop and café offer.
- Council's Walkable Brisbane strategy aims to make walking a viable choice for short trips, noting that more than 80% of walking trips in Brisbane are under 1.5km.

The proposal enables short walking trips from surrounding homes, retirement living, the motels and the racecourses.

7.2 Community Benefit

The proposal will deliver a range of community benefits:

- convenient, walkable access to day-to-day retail and café services for existing and future residents, including the apartments at Ascot Green opposite the site and the retirement and aged care communities at Bernborough Ascot;
- local services for guests of the adjoining motels, rail commuters at Doomben station and visitors to the Eagle Farm and Doomben racecourses;
- reactivation of a vacant, fenced former service station on a prominent corner, improving the presentation of the Nudgee Road and Lamington Avenue streetscapes;
- improved safety through glazed shopfronts and outdoor seating that provide casual surveillance of both streets and the nearby bus stop;
- new shade trees, deep planting and subtropical landscaping on a site that currently has limited shade; and
- the removal of legacy service station infrastructure from part of the site, as described in section 7.5.

7.3 Economic Benefit

The Economic Need and Impact Assessment (**Attachment I**) estimates that the proposal will deliver:

- construction investment of approximately $3.9 million, supporting 19 direct and indirect job-years and $3.1 million in value added; and
- once operational, approximately 16 direct full-time equivalent jobs (21 including indirect jobs) and $2.4 million in annual value added to the local economy.

The proposal will also increase local choice, range and price competition, and capture local spending that would otherwise travel further afield, without adversely affecting the viability of existing centres.

7.4 History of Non-Residential Use

The site has been used for non-residential purposes for more than 70 years. It operated as a service station from the 1950s to the 1980s and has since been used by car rental businesses. The existing single storey building of approximately 150m² is vacant.

The proposal therefore continues the established non-residential use of the site, rather than introducing a non-residential use into an existing residential setting. The site's characteristics reinforce this: it is a corner site at a signalised intersection on Nudgee Road, an arterial road; it adjoins motels on both of its side boundaries; and it faces the Doomben railway corridor to the south and Eagle Farm Racecourse to the west.

7.5 Contaminated Land

Because of its former service station use, the site is listed on the Environmental Management Register (EMR Site ID 190) (**Attachment A**).

The former bowsers and underground fuel storage infrastructure are identified on the existing site plan (S1 to S9). The northern bowsers and fuel storage tank (S9) will be removed to accommodate the building, and the remaining tanks will be retained in situ beneath the car park.

The proposed Food and drink outlet and Shop are commercial uses. They are not sensitive land uses, and the proposal does not include a basement or other accessible underground facility. The building and car park will seal almost the entire site. A commercial use is therefore well suited to the site, whereas residential redevelopment would require more extensive investigation and remediation. Furthermore, the cost of full site remediation makes residential development financially unfeasible resulting in commercial development being the only plausible redevelopment opportunity for the site and local community.

7.6 No Loss of Residential Land

The proposal does not result in the loss of any dwelling or land currently used for residential purposes. The site has been used for non-residential purposes since the 1950s and has characteristics that make it less suited to residential development, including:

- its listing on the Environmental Management Register and the presence of retained underground fuel tanks;
- exposure to elevated road traffic noise from Nudgee Road (Category 3) and rail noise from the Doomben line; and

- its position at a signalised arterial road intersection, between two motels.

The proposal therefore does not reduce the supply of residential land or compromise the housing outcomes sought for the Low-medium density residential zone. The surrounding residential area, including the higher density development at Ascot Green, is retained and will benefit from improved access to local services.

7.7 Existing Non-residential Uses

Nudgee Road and its surrounds contain an extensive and well-established pattern of non-residential uses within residential zones. The Economic Need and Impact Assessment (**Attachment I**) identifies at least 14 shopfronts, totalling more than 1,500m² of floor space, within 1km of the site, all in the Low density residential, Low-medium density residential or Character residential zones. These are listed in Table 9.

***Table 9** - Existing Non-Residential Uses in Residential Zones within 1km of the Site*

Business	Address	GFA (m²)	Zone	Distance (km)
Rogue Hair Hamilton	115A Nudgee Road, Hamilton	100	Low-medium density residential	0.1
The Ironing Shop	317 Lancaster Road, Ascot	75	Low-medium density residential	0.2
Doomben Snack Bar	46 Lamington Avenue, Ascot	130	Low-medium density residential	0.3
Hamilton Takeaway	62 Nudgee Road, Hamilton	70	Low-medium density residential	0.4
Chambers and Crosthwaite Antiques	26 Nudgee Road, Hamilton	130	Low-medium density residential	0.6
Brickhouse Café	277 Nudgee Road, Hendra	200	Character residential	0.8
Nudgee Road Antiques and Design Centre	277 Nudgee Road, Hendra	200	Character residential	0.8
Montra Massage & Spa	Shop 1/275 Nudgee Road, Hendra	100	Character residential	0.8
Barber Street	Shop 2/275 Nudgee Road, Hendra	100	Character residential	0.8

Business	Address	GFA (m²)	Zone	Distance (km)
Zailee Studio	Shop 3/275 Nudgee Road, Hendra	100	Character residential	0.8
Asian Republic	270 Nudgee Road, Hendra	130	Low density residential	0.8
Complete Blinds	2 Jackson Street, Hamilton	50	Low-medium density residential	0.9
Vine Property Agents	97 Manson Road, Hendra	100	Low density residential	0.9
The Brass	116 Manson Road, Hendra	85	Low density residential	0.9

Of particular note is 275–277 Nudgee Road, Hendra, where a café, antiques centre, day spa, barber and studio operate together, with a combined floor space of approximately 600–700m² in the Character residential zone and the Commercial character building overlay. This cluster is comparable in scale to the proposal and demonstrates that a small group of complementary non-residential uses can operate successfully alongside residential uses on Nudgee Road. In addition, a McDonald's food and drink outlet has recently been approved at 330 Nudgee Road, Hendra, also in the Character residential zone.

These uses show that Nudgee Road functions as a mixed corridor, where small-scale retail, food and service uses serve the surrounding residential neighbourhoods. The residential zoning of the site and these premises does not reflect this established role. The proposal is consistent with this pattern, and like these existing uses it will make an important contribution to the community by providing local services within walking distance of residents, adding activity and surveillance to the street, and supporting local businesses and employment.

7.8 Accessibility to Public and Active Transport

The site is highly accessible by public and active transport. Doomben railway station is approximately 200m walking distance away, a bus stop served by routes 301 and 303 adjoins the site on Lamington Avenue, and both frontages are primary cycle routes with existing footpaths. Locating local services at this transit-accessible corner supports walking, cycling and public transport use, and reduces the need for local residents to drive to larger centres for everyday needs.

8. Conclusion

This impact assessable DA seeks a Development Permit for a Material change of use for Food and drink outlet and Shop over land at 137 Nudgee Road, Ascot, described as Lot 1 on RP98178, with an area of 1,452m².

The proposal has been assessed against the relevant assessment benchmarks of the Brisbane City Plan 2014 (version 37) and the relevant State planning instruments. As demonstrated in this report and the supporting technical reports, the proposal:

- is consistent with the Strategic Framework, which anticipates small-scale local shopping and convenience services with access to public transport within Suburban Living Areas;
- is consistent with the overall outcomes of the Racecourse precinct neighbourhood plan, supporting the role of Racecourse Road as the area's retail focus while meeting a demonstrated community and economic need;
- delivers a small-scale, two-storey development of 561.5m² GFA that serves local residents' day-to-day needs and, as confirmed by the Economic Need and Impact Assessment, will have limited impact on nearby centres. Departures from the zone code's 250m² benchmark and co-location outcomes are justified by the site's non-residential history, its context, demonstrated need and mitigation of amenity impacts;
- protects the amenity of the adjoining motels and surrounding area through a 2.5m acoustic barrier, controlled trading and delivery hours, screened service areas and landscaped buffers;
- provides 20 car parking spaces, which the Traffic Engineering Assessment demonstrates are appropriate for a centre-type use within 200m of Doomben railway station and adjoining a bus stop;
- provides safe access from Lamington Avenue, with no access to Nudgee Road and all servicing on-site, and will not adversely affect the operation of the road network;
- can be appropriately serviced by existing water, sewer, stormwater, electricity and telecommunications infrastructure;
- continues more than 70 years of non-residential use of the site, results in no loss of residential land, and is consistent with the established pattern of non-residential uses along Nudgee Road; and

- delivers community and economic benefits, including reactivation of a vacant corner site, improved streetscape and landscaping, approximately $3.9 million in construction investment and 16 ongoing direct jobs.

Approval of the proposal is therefore recommended, subject to reasonable and relevant conditions. We look forward to a favourable response from Council.