

REPORT TITLE	Extension Application for a Development Approval for a Material Change of Use – Impact – Air Services (Hangar Complex) located at Lot 6 SP296105 Airport Drive, WELLCAMP QLD 4350
AUTHOR	Planning Officer (Elliott Barber)
Application No.	MCUI/2014/716/E

PURPOSE OF REPORT

To consider an Extension Application for a Development Approval for a Material Change of Use – Impact – Air Services (Hangar Complex) located at Lot 6 SP296105 Airport Drive, WELLCAMP QLD 4350.

EXECUTIVE SUMMARY

The applicant submitted an Extension Application on 19 March 2026 under Section 86 of the *Planning Act 2016* to extend the currency period (relevant period) for an approved development at Lot 6 SP296105 Airport Drive, Wellcamp for a Material Change of Use for Air Services (Hangar Complex). The currency period (relevant period under the repealed *Sustainable Planning Act 2009*) is due to end on 7 November 2026, and the applicant has requested a four (4) year extension of the currency period until 7 November 2030.

The extension application has been assessed against all relevant matters, including consistency with the current local categorising instrument, the community's current awareness of the development approval, compatibility with existing surrounding development, any referral agency conditions and any representations made by the applicant.

Following assessment of these relevant matters, an extension to the currency period (relevant period) of four (4) years is recommended, with a new currency period (relevant period) until 7 November 2030. An updated Infrastructure Charges Notice (ICN) may be issued in accordance with Council's *Charges Resolution No. 7*.

RECOMMENDATION

APPROVED - Application No. MCUI/2014/716/E Extension Application for a Development Approval for a Material Change of Use - Code - Request to Extend Period Air Services Hangar, pursuant to the provisions of Section 87 of the *Planning Act 2016*.

Extend the currency period of the abovementioned Development Approval for a further four (4) years until 7 November 2030.

The above extension to the currency period of the approved development exhausts all applicable extensions to the current period afforded under the provisions of Section 275R of the *Planning Act 2016* (COVID-19 Extension to timeframes for undertaking approved development).

REASONS FOR RECOMMENDATION

The proposed extension has been assessed with regard to the relevant matters as identified within this report and is considered to be acceptable. It is considered reasonable to extend the approved development for the requested length of time, being for a period of four (4) years until 7 November 2030.

DELEGATE'S DECISION:

I have reviewed the report for this application in accordance with the Relevant Instruments, Statutory and Non-Statutory Provisions and in accordance with Council's process and procedures. I agree with the responsible officer's recommendation that the application be Approved subject to the reasons contained in the recommendation. I exercise delegation in accordance with the delegations adopted by the Toowoomba Regional Council.



Krys den Hertog
Principal Planner, Planning Branch

Decision Date: 10 April 2026

BACKGROUND

SITE DETAILS				
Site Address	Airport Drive, WELLCAMP QLD 4350			
Real Property Description	Lot 6 SP296105			
Site Area	35.47ha			
Owner	Wellcamp Business Park Pty Ltd			
SITE CHARACTERISTICS				
Current Land Use	Air Service (Hangar Complex)			
Site Frontage/s	Airport Drive – 2.35km Toowoomba Cecil Plains Road – 225m			
Road/s	Order of Road	Width of Road Reserve	Width of Pavement	Road Material
Airport Drive	Unallocated	28m	N/A	Unconstructed
Toowoomba Cecil Plains Road	Regional Arterial	20m	6.5m	Asphalt
Easements	The subject site is encumbered by four (4) separate easements established to facilitate stormwater drainage.			
Existing Structures	Approved Hangar Complex.			
Infrastructure	The subject site is capable of connection to all necessary infrastructure services (water, sewer, stormwater, telecommunications and electricity).			
Topography	The subject site generally falls gradually from east to west.			
Street Trees	Nil.			
Other Features	The subject site adjoins the Toowoomba Wellcamp Airport and is proximity to the airport's runway.			
PLANNING SCHEME SITE DATA				
Current Planning Scheme	Toowoomba Regional Planning Scheme 2012 (Version 28)			Adopted: 28/11/2025
Zone	Low Impact Industry Medium Impact Industry High Impact Industry			
Precinct	Wellcamp Low Impact Industry Precinct General Industry Precinct Heavy Industry Precinct			
Overlays	Airport Environs Overlay <ul style="list-style-type: none"> 13km Wildlife Hazard Buffer Zone Environmental Significance Overlay <ul style="list-style-type: none"> Waterways and Wetlands Buffer Flood Hazard Overlay <ul style="list-style-type: none"> Balanced 			
Infrastructure Charges Resolution	Charges Resolution No. 7.			Adopted: 19/08/2025
SURROUNDS:				
Direction	Land Use	Zone/Precinct		
North	Farming Operations (Cropping/Livestock Grazing)	Rural/100ha Minimum Precinct		
East	Vacant Land/Varying Industrial Uses	Low Impact Industry/ Wellcamp Low Impact Industry Precinct Medium Impact Industry/ General Industry Precinct High Impact Industry/ Heavy Industry Precinct		
South	Toowoomba Wellcamp Airport/Farming Operations Toowoomba Second Range Crossing (Cropping/Livestock Grazing)	High Impact Industry/ Heavy Industry Precinct Community Facilities Zone/Government Precinct Rural/100ha Minimum Precinct		

West	Toowoomba Wellcamp Airport	Low Impact Industry/ Wellcamp Low Impact Industry Precinct Medium Impact Industry/ General Industry Precinct High Impact Industry/ Heavy Industry Precinct
Other Features	Nothing to note	

APPLICATION HISTORY			
Application No.	Description	Decision Date	Decision
MCUI/2014/716	Material Change of Use – Air Services (Hangar Complex)	11 September 2018	Approved
MCUI/2014/716/A	Negotiated Infrastructure Charges Notice	20 December 2021	Approved
MCUI/2014/716/B	Change to Development Approval	15 June 2015	Approved
MCUI/2014/716/C	Extension Application Development Approval	29 October 2018	Approved
MCUI/2014/716/D	Extension Application Development Approval	13 December 2022	Approved
Other	P&E Court Appeal <i>179/17 WAGNER INVESTMENT PTY LTD -V- TOOWOOMBA REGIONAL COUNCIL</i> filed 19/01/2017 and judgement delivered 27/05/2019.		
Relevant Applications			
MCUC/2013/1584	Material Change of Use - Code - Utility Installation (Sewage Treatment Plant)	6 June 2014	Approved
MCUC/2013/1584/A	Negotiated Decision Notice - Material Change of Use – Code - Utility Installation (Sewage Treatment Plant)	30 October 20214	Approved
MCUC/2013/1584/B	Change to Development Approval - Material Change of Use - Code - Request to Change Approval Utility Installation (Sewage Treatment Plant)	7 June 2023	Approved
MCUI/2018/5290	Material Change of Use - Impact - Preliminary Approval for a Variation Request	19 December 2018	Approved
MCUI/2018/5290/A	Change to Development Approval – Material Change of Use – Impact – Preliminary Approval for a Variation Request	13 September 2021	Approved
MCUI/2018/6109 & RAL/2018/6110	Material Change of Use - Impact - Combined Material Change of Use for Air Services and Reconfiguring a Lot for Subdivision by Lease	23 April 2019	Withdrawn
MCUC/2019/1477 & RAL/2019/1480	Combined MCU and RAL – Code – Material Change of Use for Air Services and Reconfiguring a Lot for Subdivision by Lease and Two (2) Access Easements	24 July 2019	Approved
MCUC/2019/1477/A & RAL/2019/1480/A	Request for Negotiated ICN - Combined MCU and RAL – Code – Material Change of Use for Air Services and Reconfiguring a Lot for Subdivision by Lease and Two (2) Access Easements	N/A	Under Assessment
MCUC/2019/1477/B	Change to Development Approval - Material Change of Use - Code - Air Services	23 September 2025	Approved

APPROVED DEVELOPMENT	
Type of Approval	Development Permit for a Material Change of Use
Approved Development	Air Services (Hangar Complex)
Level of Assessment	Impact Assessable
Gross Floor Area	<u>Stage 1</u> Hangar – 1,390m ² Office / Amenities – 265m ² <u>Stage 2</u> Office / Amenities – 265m ² <u>Stage 3</u> Hangar – 1,390m ² Office / Amenities – 265m ² <u>Stage 4</u> Office / Amenities - 265m ² <u>Total</u> 3,840m ²
Impervious Area	12,160m ²
Car Parking Spaces	Sixty-eight (68) parking spaces
Service Vehicle Provision	Articulated Vehicle (AV)
Original Submissions Received	Objection: Two (2)
	Support: Zero (0)
Currency Period Lapses	7 November 2026

APPLICATION DETAILS	
Name of Applicant	Wellcamp Business Park Pty Ltd (CN 118 827 599) c/- Precinct Urban Planning
Type of Application	Extension Application
Requested Extension	Four (4) years
Decision Making Period Ends	21 April 2026

CONSULTATION UNDERTAKEN

Referral Agency

The following referral agencies were applicable to the original application:

Referral Agency (Technical Agency)	Referral Role	Aspect of Development Requiring Referral	Response
Department of State Development, Manufacturing, Infrastructure and Planning	Concurrence	Proximity to State Controlled Road & Schedule 9 (<i>Sustainable Planning Regulation 2009</i>) threshold exceedance	Approval, subject to conditions, on 31 July 2014

Internal Referrals

Internal Referral Partner	Referral / Response
Development Infrastructure and Growth	Responded with no objection.
Water Infrastructure Services	Responded with no objection.
Infrastructure Charges Unit	May prepare an updated ICN in accordance with <i>Charges Resolution No. 7</i> .

Public Notification of Original Application

Public notification was undertaken for the original application in accordance with the requirements of Part 4 of the *Sustainable Planning Act 2009* (SPA).

Two (2) submission were received opposing the development.
Zero (0) submissions were received supporting the development.

A summary of the matters raised in the submission/s and the Council officer's previous assessment of the matters (undertaken at the time of assessing the original development application) are outlined in the Table below:

Issue	Officer's Assessment
<p><i>"The development application (and other previous and current applications) has been made 'piecemeal' and is part of a series of piecemeal applications made incrementally to intentionally obscure the ultimate scope, intensity and impacts of the airport"</i></p>	<p>It is acknowledged that several separate applications have been made in relation to the Airport.</p> <p>The application is required to be assessed in accordance with the Integrated Development Assessment System (IDAS) under the <i>Sustainable Planning Act 2009</i>. Accordingly, the proposed development application must be assessed on its own merits. The impacts of this proposal are assessed in accordance with the Planning Scheme and where relevant, other approvals and related applications have been considered.</p>
<p>In relation to the above statement:</p> <ul style="list-style-type: none"> • <i>"New additional activities within the approved terminal building"</i> • <i>"Additions to the approved terminal building GFA plus additional carparking".</i> • <i>"Changes to approved operational parameters including unlimited operating times (i.e. 7days/wk, 24hrs/day) and no limitation in aircraft type of seating capacity."</i> <p><i>"A series of applications have been made that separate the related components of the proposed airport and incrementally add to the intensity of the use."</i></p>	<ul style="list-style-type: none"> • The proposed development does not involve additional activities within the Airport Terminal building. The additional activities in the Terminal building are currently under assessment in Development Application MCUI/2014/782. • The proposed development does not involve additional GFA to the Airport Terminal building. The additions to the Terminal building and carparking are currently under assessment in Development Application MCUI/2014/782. • The proposed development does not involve changes to the operational parameters of the Airport. This aspect of the submitter's concerns is currently under assessment in Development Application MCUI/2014/782. • The Development Application MCUI/2014/782 currently under assessment, includes a significant proposed change to the intensity of the use (i.e. passenger numbers and aircraft standard). This application does increase the scale and intensity if the use, however the impacts of the use of hangars have been considered in the assessment of this application.
<p><i>"The development application has not demonstrated a need for the intensification of the use."</i></p>	<p>The proposed development will support the Brisbane West Wellcamp Airport's operations, and may introduce new employment opportunities to the residents of the Toowoomba Region. For example, the proposed development may be used for private charters, aircraft maintenance and repair.</p> <ul style="list-style-type: none"> • The proposed Hangars are stated as necessary to the Airport's operations, as such there is a reasonable need for the proposed development.

<p>In relation to the above statement:</p> <ul style="list-style-type: none"> • <i>Increased GFA (additional 519m2 terminal GFA plus a further 452m2 for an expanded building services building)</i> • <i>“Unlimited operating hours”</i> • <i>“Significant increase in carparking (increase from 123 carparks to 2,197 carparks)”</i> • <i>“New aircraft hangar and fuel storage facilities”</i> • <i>“No limitations of aircraft type or seating capacity”</i> • <i>“Have not demonstrated a need to accommodate and diminish land located in the high impact industry zone”</i> 	<ul style="list-style-type: none"> • The proposed development does not involve changes to the Airport Terminal building. The additional activities in the Terminal building are currently under assessment in Development Application MCUI/2014/782. • The proposed development does not involve changes to the operational parameters of the Airport. The additional activities and operating hours for the Airport is currently under assessment for Development Application MCUI/2014/782. In relation to the proposed development’s operating hours; reasonable and relevant conditions are recommended to be imposed to ensure compliance with Environmental regulations and policies. • The proposed development involves up to 68 car parks, however this will service the proposed development alone. In relation the increase from 123 to 2,197 carparks, this is currently under assessment in Development Application MCUI/2014/782. • There have been no development applications nor approvals for aircraft hangars on the subject site. It is considered that aircraft hangars are closely associated with the fundamental function of an Airport. It is acknowledged that the hangars may serve not only the approved airport but its possible future intensification. However, given that the proposed use is related to the airport, it is not considered that its need be further substantiated. The proposed development does not include fuel storage facilities. The Development Application for Fuel Storage is MCUI/2014/749. • The proposed development does not involve changes to the operational parameters of the Airport. Development Application MCUI/2014/782. • The proposed development is not located within the High Impact Industry Zone, however it is situated within the Medium Impact Industry Zone. The proposed development may generate similar emissions and/or impacts similar to industrial development. As a result, an industrial zoning is suited to the proposed development to address mitigation measures and setbacks to surrounding sensitive receptors. • The co-location of the hangars near the airport site is an imperative of the development. The proposal is not incompatible with surrounding industrial zonings and occupies a relatively small land area.
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<p><i>“The development will result in a range of adverse impacts on amenity and safety for nearby residents. The application has not assessed these impacts or demonstrated these impacts can be successfully (sic) mitigated.”</i></p>	<p>The proposed development may involve air/noise emissions from the taxiing of aircraft to/from the runway. However, noise modelling associated with the Airport approval (MCUC/2012/3399) and the MCUI/2014/782 development application (under assessment) has demonstrated that emissions associated from aircraft movements meets the appropriate environmental regulations/standards.</p> <ul style="list-style-type: none"> In regard to traffic impacts, as request by Council via an Information Request, the applicant submitted a Traffic Impact assessment. Council's Development Assessment Engineering have assessed the information provided and subsequently recommend reasonable and relevant conditions are to be imposed to ensure compliance with relevant road standards.
<p>In relation to the above statement:</p> <ul style="list-style-type: none"> <i>“Noise (such as arising from larger, noisier jet aircraft, increased on site operations / activities, 24 hour operations and increased traffic generation”.</i> <i>“Safety of surrounding residents where the size of the aircraft, frequency of flights and ability to manage these aspects are unknown.”</i> <i>“Traffic generation and road safety impacts on surrounding road access by residents in the area (these aspects have only been assessed in response to the information request for the MCUI/2014/782 application, but there has been no consideration of how this affects surrounding residents, access to their property and amenity.</i> <i>A significant range of road infrastructure upgrades are recommended in the Traffic Impact assessment Study but the funding for these upgrades and therefore certainty about them being provided has not been identified”</i> <i>“Outdoor Lighting Impacts (particularly arising from 24 hour operations)”</i> <i>“Impacts on rural amenity, quality of life, enjoyment on submitter's property and surrounding locality”</i> 	<ul style="list-style-type: none"> The proposed development does not involve changes to the overall operational parameters of the Airport. The introduction of larger aircraft and increased operations are under assessment in Development Application MCUI/2014/782. Traffic related noise associated with the proposed development is considered to be minor in comparison the peak noise expected from the Airport. The proposed development does not involve changes to the overall operational parameters of the Airport. The introduction of larger aircraft and increased operations are under assessment for Development Application MCUI/2014/782. In response to Council's Information Request a Traffic Impact Assessment was provided and assessed. Appropriate conditions are recommended to ensure compliance with the planning scheme and relevant standards. In addition, the proposed development will be accessed via an internal driveway/road and public access is from Toowoomba-Cecil Plains road which is a State Controlled Road. In relation to traffic and access impacts associated with the proposed development, the Department of Transport and Main Roads have assessed the proposal and have no requirements. Conditions are recommended which require the development to comply with <i>Australian Standard AS 4282 – Control of the Obtrusive Effects of Outdoor Lighting.</i> The proposed development will support the Airport's operations which are currently under assessment for Development Application MCUI/2014/782. <p>However it is noted that the subject site consists of a range of industrial zonings and forms part of the Charlton Wellcamp Enterprise Area Local Plan.</p>

	<p>The impacts/emissions associated with the proposed development will be largely contained within the proposed building/structures. In addition, conditions are recommended to ensure adequate mitigation of possible impacts including noise and air emissions, lighting and traffic.</p>
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ISSUES, RISKS AND RESPONSES – ASSESSMENT

Section 87(1) of the *Planning Act 2016* establishes the following for the assessment of extension applications:

“When assessing an extension application, the assessment manager may consider any matter that the assessment manager considers relevant, even if the matter was not relevant to assessing the development application.”

The following table identifies the matters relevant to the assessment of the extension application, any comments made by the applicant and the relevant assessing comments made by the assessing officer:

Relevant Matter	Relevant Comments
Compliance with current assessment benchmarks.	<p>Since the development approval was issued, the <i>Toowoomba Regional Planning Scheme 2012</i> (Version 28) has come into effect.</p> <p>The zoning, precinct and local area plan of the site has not changed in a manner that would affect the compliance of the development, since the approval (MCUI/2014/716) was issued on 11 September 2014.</p> <p>Furthermore, the development does not result in additional impacts on any State Interests, and the relevant assessment benchmarks, included in the current <i>State Planning Policy 2017</i>.</p> <p>It is therefore considered that the proposed development achieves an appropriate level of compliance with the current assessment benchmarks.</p> <p>It is therefore considered that the proposed development achieves an appropriate level of compliance with the current assessment benchmarks.</p>
The community's current awareness of the development approval.	<p>The original development application was subject to Impact Assessment and as such underwent Public Notification, during which two (2) properly made submissions were received.</p> <p>It is considered that the issues raised by the submitters were appropriately addressed as part of the original assessment.</p> <p>Given the development of the Toowoomba Wellcamp Airport over the adjoining property, it is considered that the establishment of aircraft hangars over the subject site would be development that is generally anticipated by the community, particularly where such development has been previously approved by Council.</p>
Compatibility with existing surrounding development.	<p>As outlined above the subject site is located adjacent to the Toowoomba Wellcamp Airport. The approved development involves the establishment of aircraft hangars adjacent to the airport runway. The hangars will store aircraft that will utilise the adjoining airport facilities.</p> <p>It is therefore considered that the approved development is compatible with the surrounding land uses.</p>
Referral agency conditions	<p>The referral (concurrence) agency requirements (conditions) included in the Referral Agency response issued on 31 July 2014 are still relevant and will not preclude establishment of the proposal</p>
Need for an updated Infrastructure Charges Notice to reflect the current version of <i>Charges Resolution No. 7</i> .	<p>The original Infrastructure Charges Notice was issued on 11 September 2014. Since the approval was issued, the <i>Infrastructure Charges Resolution No. 7</i> came into effect.</p> <p>Therefore, the Development Approval may require levying of Infrastructure</p>

	Charges under the Resolution. An updated Infrastructure Charges Notice may be issued following a decision on this Extension Application.
Applicant representations	<p>The applicant submits the following representations with the request to extend the period by four (4) years:</p> <ol style="list-style-type: none"> 1. <i>The progressive development of the associated uses within the business park have necessarily taken precedence over the establishment of this facility.</i> 2. <i>The need for contemporary hanger facilities is evident as part of emerging interest in flight training and ancillary airport activities on the subject land because of the maturing patronage profile for the Wellcamp Airport. Due to the specialised nature of the intended use and the specific conditions of the surrounding area, engagement with prospective tenants is ongoing and may be protracted.</i> 3. <i>Since the development approval was issued, the zoning, precinct and local area plan of the site has not changed in a manner that would affect the compliance of the development and the proposal maintains an appropriate level of compliance with the current assessment benchmarks.</i> <p><i>Based on the commitments identified above and the applicants' genuine intention to move forward with the stated development, they are seeking an extension to the currency period for four (4) years until 7 November 2030.</i></p>

FINANCIAL / RESOURCE IMPLICATIONS

Updated infrastructure charges may be applied in accordance with Council's *Charges Resolution No. 7*.

LEGAL ISSUES

The recommendation to approve the Extension Application is consistent with the provisions of the *Planning Act 2016*.

Human Rights Act 2019 CONSIDERATIONS

The *Human Rights Act 2019* provides that it is unlawful for a public agency to act or make a decision in a way that is not compatible with human rights, or to fail to give proper consideration to a human right. This necessitates understanding the human rights that are protected. When making decisions or taking actions, consideration needs to be given to how that may impact on a person's human rights. Where there is a restriction on a person's human rights the restriction must be no greater than is justifiable to protect the rights of others or the community at large.

In assessing this application consideration has been given to the following section/s of the *Human Rights Act 2019*:

Section 15 – Recognition and equality before the law

Section 24 – Property rights

It is the opinion of the decision maker that no human rights have been limited.

CONCLUSION

The proposed extension has been assessed with regard to the relevant matters as identified within this report and is considered to be acceptable. It is considered reasonable to extend the currency period of the approved development for the requested length of time, being for a period of four (4) years until 7 November 2030.

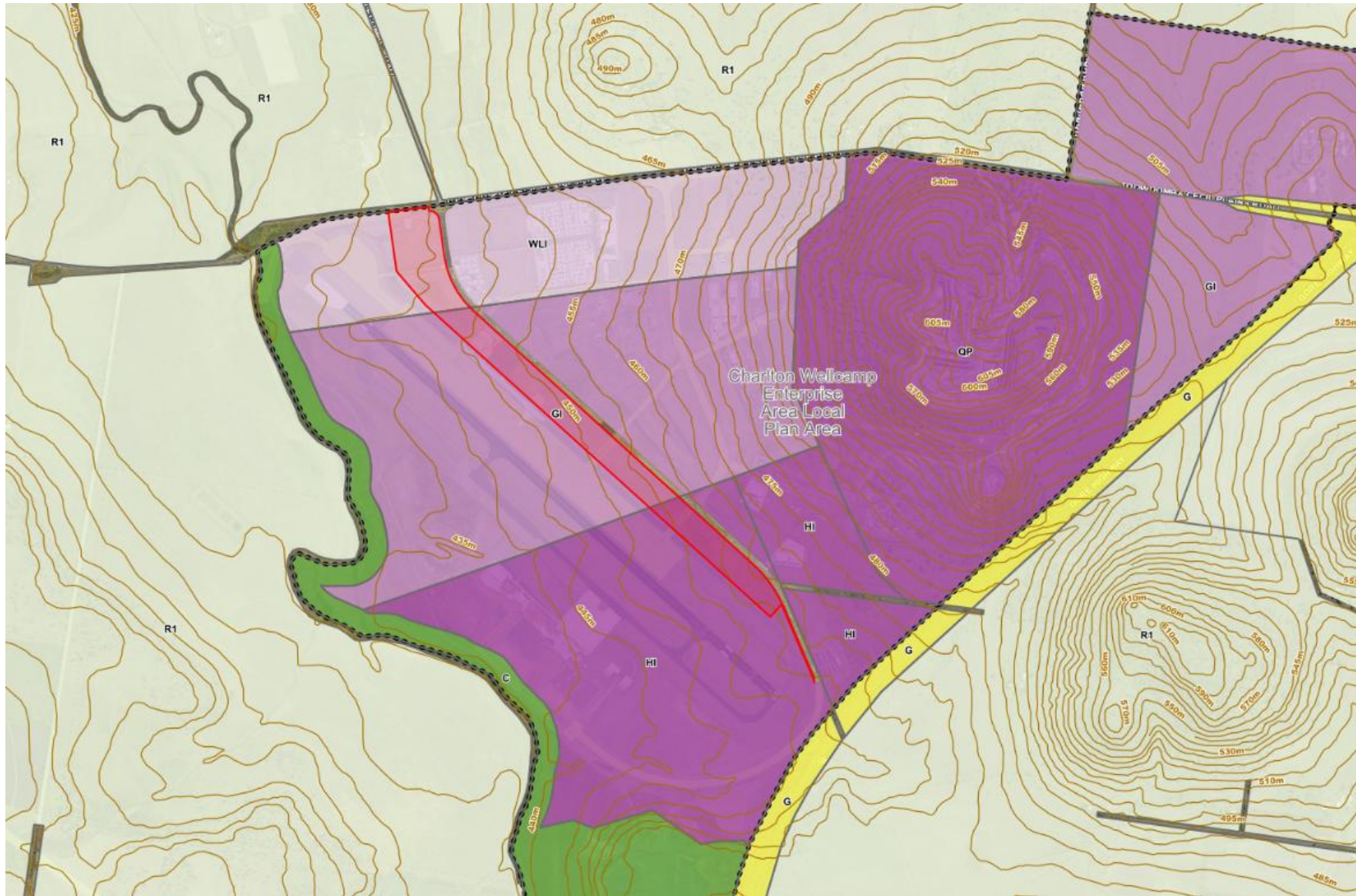
ATTACHMENT/S

Attachment	1	of	5	Aerial Imagery of Site Context
Attachment	2	of	5	Zoning and Terrain Mapping
Attachment	3	of	5	Approved Site Plan
Attachment	4	of	5	Approved Elevations
Attachment	5	of	5	Approved Plan – Architectural illustrations

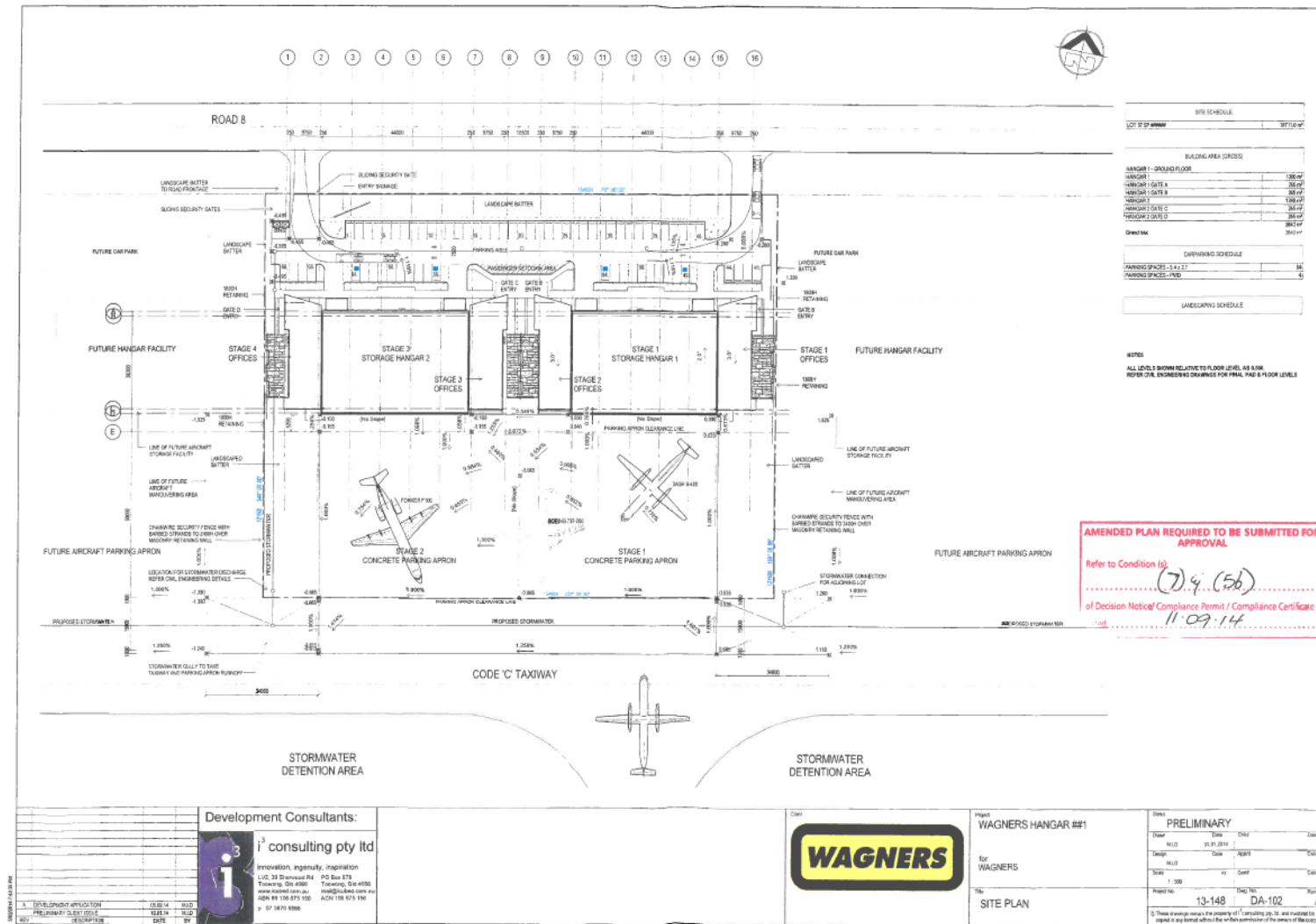
ATTACHMENTS



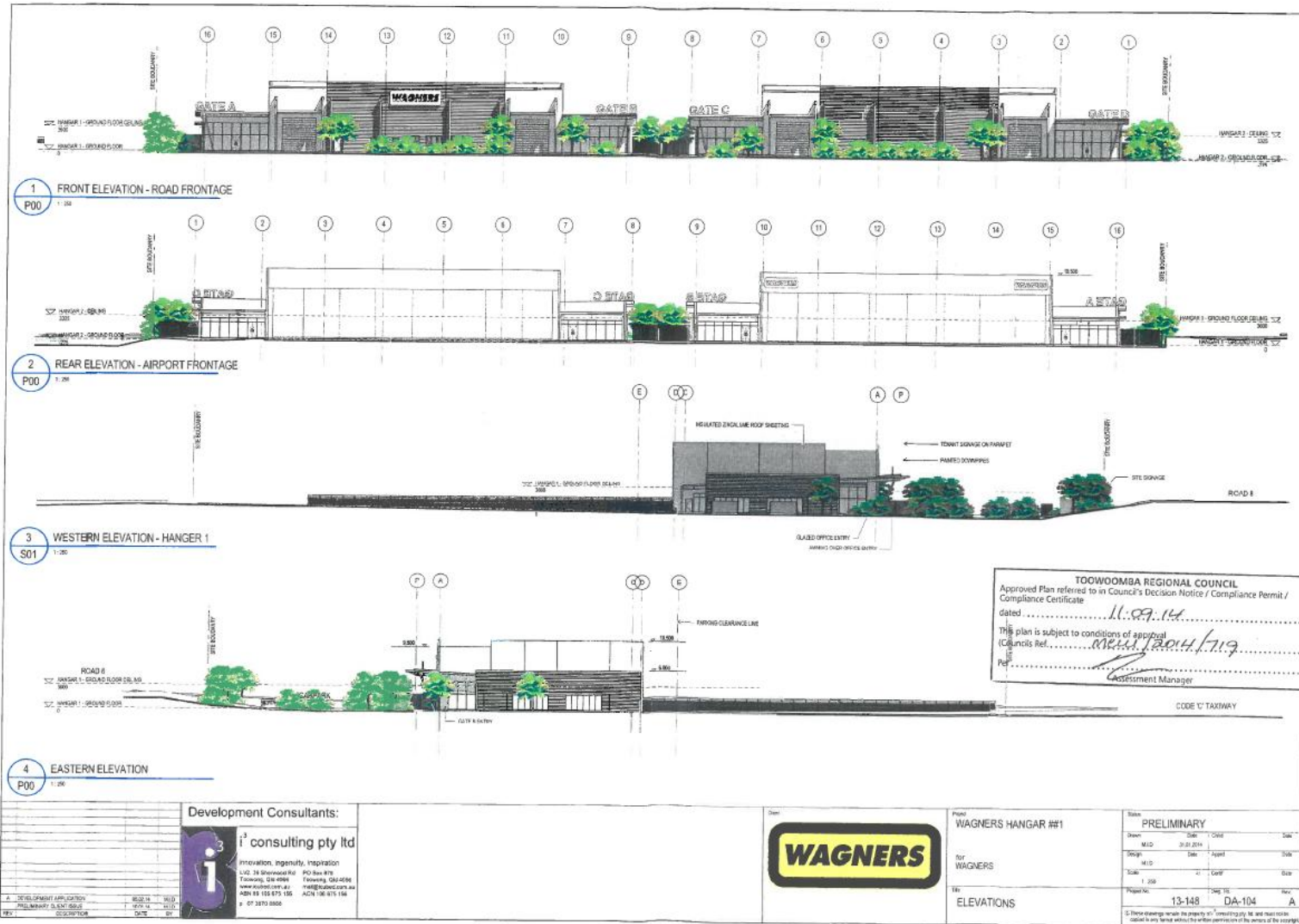
Attachment 1 of 5 Aerial Imagery of Site Context



Attachment 2 of 5 Zoning and Terrain Mapping



Attachment 3 of 5 Approved Site Plan



1 ARCHITECTURAL PERSPECTIVE 01

2 ARCHITECTURAL PERSPECTIVE 02

3 ARCHITECTURAL PERSPECTIVE 03

TOOWOOMBA REGIONAL COUNCIL
 Approval Plan referred to in Council's Decision Notice / Compliance Permit /
 Compliance Certificate
 dated 11-09-14
 This plan is subject to conditions of approval
 (Council's Ref. MCUI/2014/716)

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WAGNERS

WAGNERS HANGAR #1

ARCHITECTURAL ILLUSTRATIONS

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