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## Planning Report

**Material Change of Use – Short Term Accommodation (Holiday Home)**

*89 Midgen Street, Koorungal Qld 4025*

*Lot 505 on K94310*

**Prepared for: Mr Sean Doyle, Ms Kerry Doyle, & Mr Paul Cardillo**

**Reference: 5046 (v1.0)**

**20 February 2026**



**Report details**

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**Project Manager:** Mark Toombs

**Report title:** Planning Report  
Development Application – Material Change of Use (Short Term Accommodation)  
89 Midgen Street, Koorinal Qld 4025

**Author:** Mark Toombs

**Client:** Mr Sean Doyle, Ms Kerry Doyle, & Mr Paul Cardillo

**Date of Issue** 20 February 2026

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**T J Kelly Surveys Pty Ltd**



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*Principal Planner*

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## Application Particulars

**TABLE 1 – OVERVIEW**

SITE AND PROPOSAL DETAILS	
<b>Address of Site</b>	89 Midgen Street, Kooringal Qld 4025
<b>Real Property Description</b>	Lot 505 on K94310
<b>Total Area of Site</b>	607m <sup>2</sup>
<b>Local Government</b>	Brisbane City Council
<b>Planning Scheme</b>	Brisbane City Plan 2014
<b>Zone/Precinct</b>	Township (Kooringal Precinct – NPP-004)
<b>Land Owner/s</b>	Sean Edward Doyle Kerry Ann Doyle Paul Anthony Cardillo
<b>Development Component/s</b>	Material Change of Use – Short Term Accommodation (Holiday Home)

**TABLE 2 – ASPECTS OF DEVELOPMENT**

TYPE OF DEVELOPMENT	APPROVAL	LEVEL OF ASSESSMENT
Material Change of Use	Development Permit	Impact

**TABLE 3 – APPLICANT DETAILS**

APPLICANT	CONTACT DETAILS	OUR REF NUMBER
Mr Sean Doyle, Ms Kerry Doyle, & Mr Paul Cardillo	c/- TJ Kelly Surveys Pty Ltd Ph: (07) 5541 4722 PO Box 221 Beaudesert Qld 4285 Email: <a href="mailto:admin@kellynet.com.au">admin@kellynet.com.au</a>	5046 (v1.0)

## 1 Introduction

TJ Kelly Surveys Pty Ltd has been commissioned to prepare this development application for a Material Change of Use of the premises for the purpose of Short Term Accommodation. The existing dwelling on the subject land will be used as a holiday home for tourist related accommodation. No building work or site work is proposed.

This report addresses the merits of the proposed development with regard to the provisions of the *Brisbane City Plan 2014*, the *South East Queensland Regional Plan 2023 (ShapingSEQ)* and the *Planning Act 2016*.

The proposed holiday home is a low intensity use of a Township zoned property. The premises will be strictly managed to ensure any potential impacts are within acceptable levels and consistent with a dwelling house. The proposed use of a dwelling house for short term accommodation will not compromise the character of the locality and is not expected to have any adverse impact on the area. Council's favourable consideration of the application is warranted.

## 2 Site Details

### 2.1 Site Characteristics

The subject land is situated on Moreton Island at 89 Midgen Street, Koorinal.

The site is comprised of a single freehold allotment. Its' real property description is as follows:

- Lot 505 on K94310

The lot is of a regular configuration with an area of 607m<sup>2</sup>.

A cadastral plan is included in *Appendix 2*.

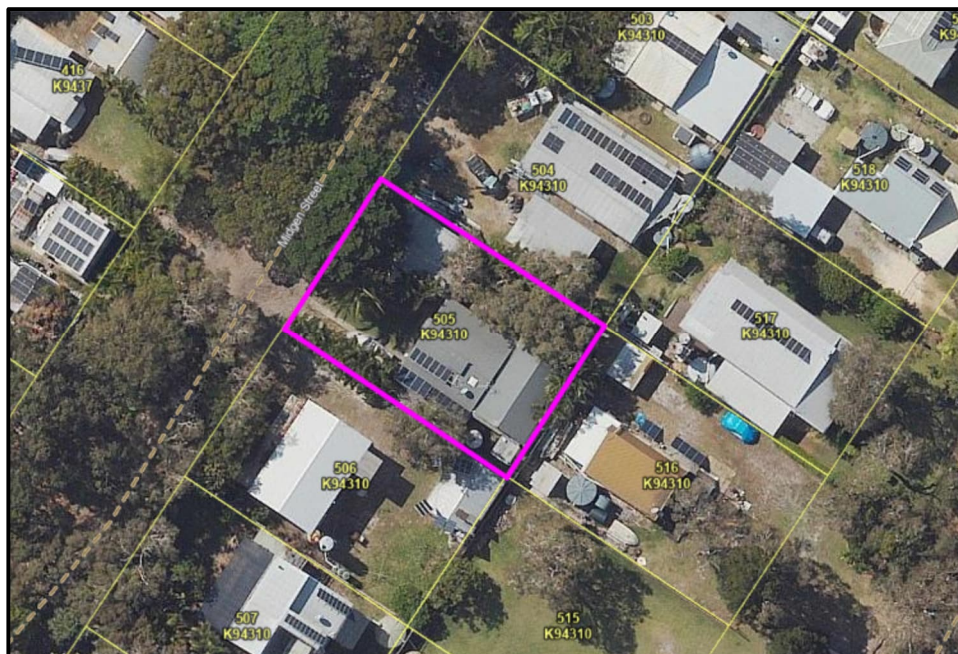
The Table below provides an overview of the key characteristics of the land:

Site Characteristics	Description
Existing Land Use	The land is used for residential purposes.
Existing Structures	The land is improved by a modest, single storey dwelling. Also on the site is a detached carport and storage shed.

<b>Easements</b>	The land is not burdened by any easements.
<b>Building Envelopes</b>	There is no building envelope over the land.
<b>Infrastructure Networks</b>	There is no municipal infrastructure servicing the dwelling. The dwelling is self sufficient in regards to water supply, on-site wastewater treatment and electricity supply (solar and generator).
<b>Frontage and Access</b>	Midgen Road is a sand track typical across Moreton Island. The site's frontage to the road is approximately 20 metres.
<b>Topography and Views</b>	The site is comprised of flat land sitting at an elevation of approximately 2m AHD. It has a north-west aspect.
<b>Existing Vegetation</b>	The site contains predominantly planted trees along the boundary fencing. There is no protected native vegetation on the site.
<b>Existing Waterways</b>	There are no waterways in close proximity of the subject land. The foreshore of Moreton Bay is approximately 140 metres west of the site.

The land is not included on the Contaminated Land Register or the Environmental Management Register.

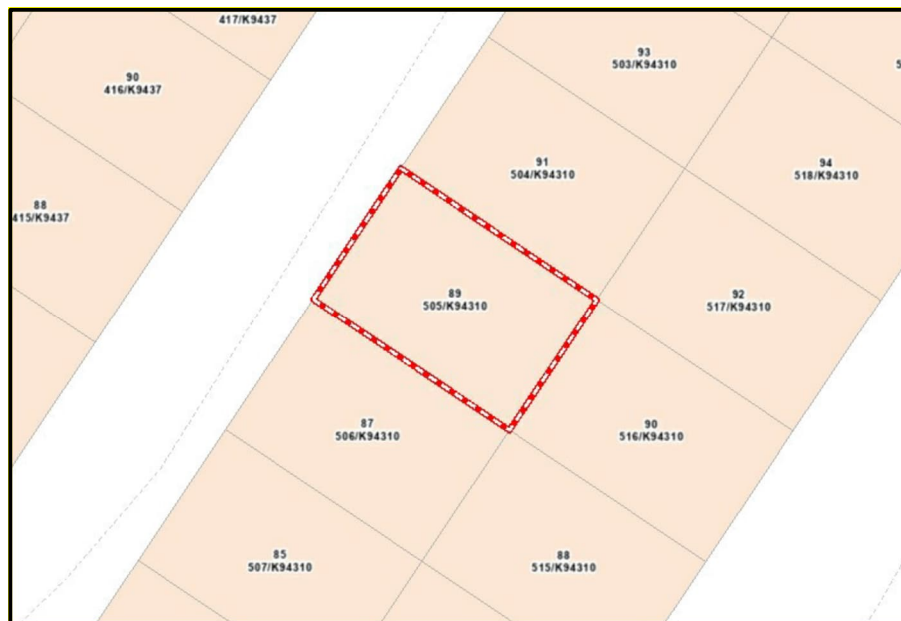
The aerial image below illustrates the residential character of Moreton Island.



**Figure 1** – Aerial Image (Source Queensland Globe 2025)

## 2.2 Site Context

The land is included in the Township Zone and the Koorngal Precinct NPP-004. Below is an extract from the City Plan Zone Maps.



**Figure 2** – Zoning map extract.

The Table below summarises the land uses immediately adjacent to the site:

Orientation	Adjacent Development
<b>North</b>	Adjoining the northern boundary is a Township zoned lot containing a single storey dwelling and associated domestic outbuildings.
<b>East</b>	Adjoining the eastern boundary is a Township zoned lot containing a single storey dwelling and associated domestic outbuildings.
<b>South</b>	Adjoining the eastern boundary is a Township zoned lot containing a single storey dwelling and associated domestic outbuildings.
<b>West</b>	Midgen Road forms the western boundary of the site. On the opposite side of the road are more Township zoned lots. All contain modest dwellings and associated domestic outbuildings.

**2.3 Site Photographs**



**Photo 1** View of the entrance to the site from Midgen Road.

**Photo 2** View from the subject land facing Midgen Road.





**Photo 3** The existing house will be retained in its current form. No building work is proposed. The above view is of the rear of the house.

**Photo 4** View of the rear part of the site. The area is screened by a 2.4 metre high acoustic fence.



### 3 Proposal

In accordance with the requirements of the Planning Scheme, a **Development Permit** is sought for the following:

- **Material Change of Use – Short Term Accommodation**

The purpose of the application is to obtain a development permit for Short Term Accommodation. The existing dwelling is to be used as a holiday home for short term rental.

The dwelling is a small single storey house containing three (3) bedrooms. The internal liveable floor area is 126.3m<sup>2</sup>. The non-liveable floor area comprising the unenclosed deck, verandah, garages and storage is 104.8m<sup>2</sup>.

The house is set back 12.55 metres from Midgen Street and 1.8 metres from the nearest side boundary (southern boundary).

There is no building work or site works proposed. The existing access will be retained.

The house will be used for short term rentals with the maximum number of guests limited to eight (8). A local Manager will be employed to greet guests as they arrive and ensuring numbers aren't exceeded. Guests will also be briefed on the expectations and policies around noise and behaviour. Guests will also be briefed on matters of emergencies. The Manager will also be available on call, if required to deal with any issues.

The house has been fitted with CCTV to allow the owners to monitor the property 24 hours a day, 7 days a week. This ensures the house and grounds are used responsibly by guests and well maintained without impacting any neighbouring residences.

The dwelling has also been fitted with compliant Smoke Alarms. Fire extinguishers are also available, in addition to a fire hydrant which is in place (spear pump) along the front boundary.

The key details of the proposal are represented in the following Table:

Material Change of Use	
<b>Proposed Land Use</b>	Short Term Accommodation (Holiday Home – Limit of 8 Guests)
<b>Building height</b>	4.5 metres approximately
<b>Gross floor area (GFA)</b>	126.3m <sup>2</sup>

<b>Non GFA area</b>	32m <sup>2</sup> - Deck 6.3m <sup>2</sup> - Verandah 79.5m <sup>2</sup> - Detached carport, garage and Storage
<b>Site coverage</b>	38% approximately
<b>Car parking</b>	Two (Lockup Garage & Detached Carport)
<b>Site access</b>	Existing access off Midgen Road.
<b>Setback from Road</b>	12.55 metres
<b>Setback from Southern Boundary</b>	1.8 metres
<b>Setback from Northern Boundary</b>	49 metres approx.
<b>Setback from Western Boundary</b>	190 metres approx.

Refer to the architectural plans included in *Appendix 3*.

## 4 Planning Framework

### 4.1 Planning Act 2016

The Planning Scheme identifies Short Term Accommodation as being Impact Assessable development in the Township Zone. Accordingly, the development application is to be assessed in accordance Section 30 of the *Planning Regulation 2017*.

### 4.2 Referral Agencies

The *Planning Regulation 2017* identifies the triggers and thresholds for when development applications require assessment by the State. The referral triggers applicable to a Material Change of Use development application have been examined.

It is concluded that the proposed development does not trigger referral to the State Government or any other referral entity.

### **4.3 State Planning Policy 2017**

Pursuant to Section 2.1 of the Scheme, the Minister has identified that all relevant State interests articulated in the State Planning Policy have been incorporated in the Scheme, with the exception of the following-

- State interest – Natural Hazards, risk and resilience; and
- State interest – Strategic airports and aviation facilities.

In addition, it is noted that the following State interests are not relevant to Brisbane City –

- State interests – Agriculture;
- State interest – Cultural heritage; and
- State interest – Strategic ports.

In regards to the State interests pertaining to Natural hazards, risk and resilience the Scheme notes that the bushfire prone areas in the planning scheme does not reflect the State mapping layer. The issue of bushfire risk and management is addressed through the Scheme's Overlay Code and supporting Bushfire Report by Anderson Consulting.

Short term accommodation of the minor scale proposed accords with the relevant principles of the State Planning Policy as demonstrated through compliance with the Planning Scheme. The proposal does not have implications for State interests identified in the SPP.

### **4.4 South East Queensland Regional Plan 2023 (ShapingSEQ)**

The subject site is located within the Regional Landscape and Rural Production Areas for the purposes of the *South East Queensland Regional Plan 2023*.

A small scale short term accommodation development is consistent with the principles and policies of the Regional Plan.

## 5 Brisbane City Plan 2014

### 5.1 Strategic Framework

The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs in the planning scheme area for the life of the planning scheme.

The following five (5) theme that collectively represent the policy intent of the Scheme are as follows:-

- i. Brisbane's globally competitive economy;
- ii. Brisbane's outstanding lifestyle;
- iii. Brisbane's clean and green leading environmental performance;
- iv. Brisbane's highly effective transport and infrastructure; and
- v. Brisbane's City Shape.

The above theme's are examined below.

#### **Theme 1 Brisbane's Globally Competitive Economy**

The Strategic Outcomes pertaining to the City's globally competitive economy are not relevant to a short term accommodation use at the scale proposed. Notwithstanding, the proposal does not conflict with the prescribed outcomes in any way.

#### **Theme 2 Brisbane's Outstanding Lifestyle**

The strategic outcomes pertaining to the Element 2 of this theme seek to support appropriate tourist related accommodation. The relevant strategic outcomes are examined below.

Specific Outcomes	Land Use Strategies	Response
<b>S01</b> Brisbane's dwelling needs for future populations are met by matching growth to the existing and planned infrastructure in the city.	<b>L1</b> Increased densities within Growth Nodes on Selected Transport Corridors are identified through a neighbourhood planning process and are in accordance with the Brisbane CityShape theme to accommodate anticipated future population.	<b>Not applicable.</b>
<b>S02</b> Brisbane's housing is diverse in type and form, offering choice to different household	<b>L2</b> Residential development contributes to housing diversity, particularly	<b>Not applicable.</b>

<p>types and income levels and individuals with specific housing needs.</p>	<p>supporting ageing in place and assisted living and housing suited to households on different incomes, within each neighbourhood and across the city, as outlined in the applicable zone or neighbourhood plan.</p> <p>Small-scale complementary uses (care co-located uses defined activity group) that are suited to integration and co-location with retirement facilities and residential care facilities are facilitated to support the provision of specialised services and retail for residents and visitors.</p>	
<p><b>S03</b> Brisbane provides its temporary population ready access to suitable accommodation for business visitors, tourists and students.</p>	<p><b>L3.1</b> A range of accessible accommodation opportunities catering to a growing number of visiting professionals, temporary business visitors, tourists and students are conveniently located at or in proximity to major business and tourism destinations.</p> <p><b>L3.2</b> There are opportunities for accommodation of employees in residential precincts in proximity to centres.</p> <p><b>L3.3</b> New hotels and extensions to existing hotels are facilitated in the City Centre and other appropriate locations.</p>	<p><b>Complies.</b> Moreton Island is a key tourist destination for Brisbane. Converting the use of an established dwelling house for use as short term accommodation for tourists is aligned with the Scheme's strategic outcomes.</p> <p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p>
<p><b>S04</b> Brisbane's existing Rural Neighbourhoods are maintained without expansion.</p>	<p><b>L4</b> Given the challenges in providing infrastructure in Rural Neighbourhoods they are not envisaged to expand.</p>	<p><b>Not applicable.</b></p>
<p><b>S05</b> Brisbane's last remaining greenfield development areas are well planned and well delivered.</p>	<p><b>L5</b> Future Suburban Living Areas exhibit a strong sense of place and demonstrate best-practice urban design outcomes, including building on the landscape features of the locality and a high degree of legibility and permeability.</p>	<p><b>Not applicable.</b></p>
<p><b>S06</b></p>	<p><b>L6.1</b> Land is identified for a range of housing types including rooming accommodation, suitable to tertiary and international students, staff and visitors to major special-purpose centres or community institutions, such as hospitals, at appropriate locations proximate to education campuses or health institutions or along high-</p>	<p><b>Not applicable.</b></p>



		the level of risks in terms of natural hazard management.
<p><b>S02</b>  Brisbane adopts a risk-management approach to natural hazards where both the planning scheme and development are responsive to evolving information about natural hazards and the consequential assessment of risk. Risk management balances the economic, social and environmental costs and benefits to the city.</p>	<p><b>L2.1</b>  Development accords with the hazard assessment and mapping for flood, bushfire, landslide, coastal hazards and acid sulfate soils.</p> <p><b>L2.2</b>  Development in locations susceptible to flood, bushfire, landslide, coastal hazards and acid sulfate soil disturbance addresses the predicted risks, in particular, increased rainfall intensity, changes in overall rainfall, rising sea levels and increasing air temperatures.</p> <p><b>L2.3</b>  Development responds to the identification of hazard-affected areas and the approach to their management is revised.</p>	<p><b>Complies.</b>  Refer to the accompanying bushfire management plan prepared by Anderson Consulting.</p> <p><b>Complies.</b>  Refer to the accompanying bushfire management plan prepared by Anderson Consulting.</p> <p><b>Complies.</b>  Refer to the accompanying bushfire management plan prepared by Anderson Consulting.</p>
<p><b>S03</b>  Brisbane's development is located, sited, designed and constructed to tolerate, not worsen, and adapt to natural hazards.</p>	<p><b>L3.1</b>  Development is only located in higher hazard- affected areas where there is an overriding need in the public interest for the development to be located in the hazard-affected area, such as some essential community infrastructure, and the impacts and risks from hazards are to be mitigated.</p> <p><b>L3.2</b>  Development for vulnerable, hard-to-evacuate and potentially hazardous uses is located according to ability to tolerate natural hazards, and its accessibility to the critical infrastructure and movement network.</p> <p><b>L3.3</b>  Development accords with the zoning and overlay provisions of the site which:</p> <ol style="list-style-type: none"> <li>a. allows for an optimal range of uses consistent with the nature and degree of natural hazards, recognising the value of land as a valuable community, economic and environmental resource;</li> <li>b. discourages the inappropriate use of land which is subject to unacceptable risk from natural hazards.</li> </ol> <p><b>L3.4</b></p>	<p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p> <p><b>Complies.</b>  The level of risk associated with the proposed use is within tolerable limits.</p> <p><b>Not applicable.</b></p>

	<p>Strategic assessment of natural hazards informs land use decisions. Development in areas severely affected by natural hazards (particularly in the case of flooding) is not further intensified for inappropriate uses and is otherwise hazard tolerant.</p> <p><b>L3.5</b> Development accords with the land use allocations and assessment benchmarks of overlays intended to meet particular risks from natural hazards.</p> <p><b>L3.6</b> Development in areas where natural hazards are able to be mitigated with site-based responses is designed, sited and constructed to protect the safety and amenity of users and provide resilience to natural hazards, including minimising cost and time to recover from natural disaster events.</p> <p><b>L3.7</b> Development within Growth Nodes on Selected Transport Corridors is to avoid areas affected by natural hazards or risks are able to be mitigated within the requirements of zones, neighbourhood plans and overlays.</p> <p><b>L3.8</b> Development does not directly or cumulatively increase the extent or severity of a natural hazard, or create adverse impacts on others.</p> <p><b>L3.9</b> Development avoids significant reduction of flood storage or conveyance capacity which adversely impacts on other parts of the city.</p> <p><b>L3.10</b> Development manages stormwater flows to protect the health and safety of landowners.</p>	<p>The site is not severely affected by hazards. Bushfire risks are considered to be within tolerable limits and can be managed appropriately as demonstrated by the accompanying Bushfire Management Plan by Anderson Consulting.</p> <p><b>Complies.</b> Refer to the subsequent sections of the report addressing the City Plan Codes. The proposed development complies with all relevant Codes.</p> <p><b>Complies.</b></p> <p><b>Not applicable.</b></p> <p><b>Complies.</b> The proposed use will not create any risks to others not associated with the subject land.</p> <p><b>Not applicable.</b></p> <p><b>Complies.</b> No building works or site works are proposed as part of the development. There will be no stormwater impacts associated with the change in use.</p>
<p><b>S04</b> Brisbane has adapted to the risks posed by natural hazards.</p>	<p><b>L4.1</b> Development is designed, approved and operated, taking into account the capacity of occupants to manage the predicted risk of natural hazards; to enable action to be taken to avoid,</p>	<p><b>Complies.</b></p>

	<p>mitigate and respond to risk and impacts from natural hazards.</p> <p><b>L4.2</b> Development in existing urban areas severely affected by natural hazards will transition to more hazard-tolerant uses over time, by avoiding further intensification of inappropriate uses and by encouraging more hazard-tolerant land uses.</p>	<b>Not applicable.</b>
<p><b>S05</b> Brisbane's emergency services and community are well prepared to respond to natural hazards.</p>	<p><b>L5.1</b> Development is operated in a way that minimises the risk to people and property from natural hazards.</p> <p><b>L5.2</b> Occupants and owners of development are informed with regard to natural hazard management for their properties.</p>	<p><b>Complies.</b></p> <p><b>Complies.</b> Guests staying on the subject premises are met on their arrival by a local Manager who will provide a briefing on all relevant matters including matters of emergencies.</p>

### Theme 3 Brisbane's Clean and Green Leading Environmental Performance

Specific Outcomes	Land Use Strategies	Response
<p><b>S01</b> Brisbane's Greenspace System's biodiversity, recreational and cultural values and functions are protected, restored and enhanced.</p>	<p><b>L1</b> The Greenspace System, the majority of which occurs outside the urban footprint in the SEQ Regional Plan, also extends throughout the urban footprint through a series of district and metropolitan parks, waterway networks, sport and recreation areas and lands supporting biodiversity areas or scenic amenity values. Zones that occur within the Greenspace System are:</p> <ol style="list-style-type: none"> <li>a. Conservation;</li> <li>b. Environmental management;</li> <li>c. Rural;</li> <li>d. Rural residential;</li> <li>e. Open space;</li> <li>f. Sport and recreation</li> </ol>	<p><b>Complies.</b> Whilst the subject land is in the Township Zone, it is noted that the proposed development will not have any adverse impacts on Moreton Island, which is an important piece of the City's Greenspace Framework.</p> <p>The proposed development does not require any site works or building works. Disturbance to the land and Bay is negligible.</p>
<p><b>S02</b> Brisbane's Greenspace System provides an effective network of greenspace links and contributes to a regional network.</p>	<p><b>L2.1</b> Development does not fragment environmental management, rural residential or rural lands.</p> <p><b>L2.2</b></p>	<b>Not applicable.</b>

	<p>Development in the Emerging community zone and Industry investigation zone protects the Greenspace System's values of those areas.</p> <p><b>L2.3</b> Development protects the inter-urban breaks between Brisbane and the Moreton Bay region, Somerset region, Redland City and Logan City which form part of the regional Greenspace System and provide links to greenspace in other local government areas.</p>	<p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p>
<p><b>S03</b> Brisbane's ecosystems provide ecosystem services which are maintained and enhanced.</p>	<p><b>L3</b> Development protects identified areas with high levels of ecosystem services which are to be integrated into the Greenspace System and infrastructure network of the city.</p>	<p><b>Not applicable.</b></p>
<b>Biodiversity Values</b>		
<p><b>S04</b> Brisbane has an ecologically resilient and robust network of well connected habitats containing a comprehensive, adequate and representative sample of ecosystems and species.</p>	<p><b>L4.1</b> Development protects areas of high ecological significance or high strategic biodiversity value, including koala habitats, in a network of biodiversity areas that also link into biodiversity areas, networks and systems in adjoining local government areas.</p> <p><b>L4.2</b> Development for an urban purpose is located outside areas of high ecological significance or high strategic biodiversity value.</p> <p><b>L4.3</b> Roads and other infrastructure corridors avoid areas of significant biodiversity value and if overriding needs result in infrastructure being developed in areas of significant biodiversity value, the development offsets the lost values in locations enabling a net positive biodiversity outcome by providing compensatory habitat that restores degraded areas within the identified network of habitat and ecological corridors.</p>	<p><b>Complies.</b></p> <p>The proposed development has a negligible impact on the local environment. No works are proposed.</p> <p><b>Complies.</b></p> <p><b>Not applicable.</b></p>
<p><b>S05</b> Brisbane achieves positive biodiversity development outcomes, where interface areas are provided by the development and offsets enable restoration of areas that form part of the Greenspace System</p>	<p><b>L5.1</b> Development provides an interface area to buffer against edge effects.</p> <p><b>L5.2</b></p>	<p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p>

and the city's biodiversity values.	<p>Development which results in the loss of native vegetation provides compensatory habitat that restores degraded areas within the identified network of habitat and ecological corridors.</p> <p><b>L5.3</b> Biodiversity areas are identified and incrementally restored, including through the use of environmental offsets.</p>	<p>The proposed development does not require any clearing or site works. There will be no impact on the established vegetation.</p> <p><b>Not applicable.</b></p>
<p><b>S06</b> Brisbane has safe movement routes and corridors for wildlife that are suited to species and benefit multiple species.</p>	<p><b>L6</b> Development for urban infrastructure provides for wildlife movement solutions at strategic locations as identified in the Streetscape hierarchy overlay.</p>	<p><b>Not applicable.</b></p>
<b>River, Waterways, Wetlands and Bay Values</b>		
<p><b>S07</b> Brisbane's waterways, wetlands and foreshores are protected, in particular their natural drainage, stormwater conveyance, visual amenity, landscape character, recreational, cultural and biodiversity values.</p>	<p><b>L7.1</b> Development along the Brisbane River corridor is managed on section by section, responding to the diverse local characteristics and values along its length.</p> <p><b>L7.2</b> Development continues to contribute towards an extended public open space network along the river.</p> <p><b>L7.3</b> Development in identified waterway corridors, wetlands and the Brisbane foreshore is sited, designed and managed to retain and enhance the performance of these locations for drainage, amenity, recreational, cultural and biodiversity values.</p>	<p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p>
<b>Natural Economic Resources and Rural Lands</b>		
<p><b>S08</b> Brisbane's natural resource assets, including extractive resources such as quarries, are identified and protected from encroachment by incompatible development, including sensitive uses</p>	<p><b>L8</b> Brisbane's natural economic resource areas for extractive resources and agricultural lands are identified and protected from fragmentation and inappropriate use.</p>	<p><b>Not applicable.</b></p>
<p><b>S09</b> Brisbane's agricultural production, scenic amenity and environmental values of rural lands are protected.</p>	<p><b>L9</b> Development of Brisbane's rural areas balances the demands for use of rural lands for a broad range of rural industries and food production with the biodiversity, scenic amenity, outdoor recreation, landscape character and rural lifestyle values of those rural areas.</p>	<p><b>Not applicable.</b></p>

<p><b>S010</b> Brisbane's aquatic habitats and fisheries are protected.</p>	<p><b>L10</b> Development incorporates site measures that protect water habitats, aquatic quality, fish passages and downstream fisheries from water pollution and sedimentation.</p>	<p><b>Not applicable.</b></p>
<p><b>S011</b> Water quality is protected from adverse impacts of development.</p>	<p><b>L11</b> Waterway corridors wetlands, drinking water catchments including receiving waters, water supply buffer areas, water resource catchments and high ecological value water areas as indicated on the State Planning Policy Interactive Mapping System, and areas of potential and actual acid sulfate soil are managed to contribute to protecting water quality by:</p> <ul style="list-style-type: none"> <li>a. overlays;</li> <li>b. siting and design;</li> <li>c. specification management.</li> </ul>	<p><b>Not applicable.</b></p>

#### **Theme 4 Brisbane's Highly Effective Transport and Infrastructure**

The Strategic Outcomes pertaining to the City's Transport and Infrastructure are not relevant to a short term accommodation use at the scale proposed. Notwithstanding, the proposal does not conflict with the prescribed outcomes in any way.

#### **Theme 5 Brisbane's City Shape**

The strategic framework maps include Moreton Island, and more specifically the subject land, in the Greenspace & Rural Neighbourhoods area. The element relevant to the subject land is Element 5.6 Brisbane's Greenspace System comprising Greenspace and Rural Neighbourhoods. The Specific Outcomes pertaining to this Element are examined below.

Specific Outcomes	Land Use Strategies	Response
<p><b>S01</b> The Greenspace System's values and functions are identified, retained and enhanced.</p>	<p><b>L1.1</b> Development protects land allocated for nature conservation, public open space and sporting and recreation uses.</p> <p><b>L1.2</b> Development intensity, land use allocation, siting and design protect the multiple values and functions of the Greenspace System.</p> <p><b>L1.3</b> Development does not fragment high-value biodiversity areas, areas</p>	<p><b>Not applicable.</b></p> <p><b>Complies.</b> The proposed use will have a negligible impact on the Greenspace System. There is no building work or site work required. The proposal simply involves the re-use of an established dwelling for tourist accommodation purposes.</p> <p><b>Complies.</b> The subject land is within an established residential area.</p>

	for large-scale rehabilitation, fauna movement and rural activities	
<b>S02</b> The Greenspace System is expanded to protect areas with green space values.	<b>L2</b> Development in the Greenspace System appropriately reflects the values of the site and ensures those areas of the site are protected or enhanced.	<b>Complies.</b> As previously stated, the proposed use will not have any adverse impact on the local environment.
<b>S03</b> The Greenspace System provides an effective network of green space links and contributes to a regional network.	<p><b>L3.1</b> Development supports the linkage of Greenspace System areas with open space and recreational and biodiversity values.</p> <p><b>L3.2</b> Development enhances the Greenspace System to enable green space areas to connect with communities, and integrate with regional green space in surrounding local government areas.</p> <p><b>L3.3</b> Development protects the inter-urban breaks between Brisbane City and Moreton Bay Region, Somerset Region, Redland City and Logan City, as part of the Brisbane Greenspace System.</p> <p><b>L3.4</b> Development is designed and managed to ensure Greenspace System areas provide physical breaks and buffers within the urban footprint.</p> <p><b>L3.5</b> Corridors within the Greenspace System reinforce the sense of identity of local communities and assist in floodway and drainage functions and safe wildlife movement.</p>	<p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p> <p><b>Not applicable.</b></p>
<b>S04</b> The Greenspace System protects koala habitats.	<b>L4</b> Development protects koala habitat in biodiversity areas as mapped in the Biodiversity areas overlay.	<b>Not applicable.</b>
<b>S05</b> The Greenspace System maintains and enhances the capacity of ecosystems to provide ecosystem services.	<b>L5</b> Development identifies and protects areas with high levels of ecosystem services from development impacts.	<b>Not applicable.</b>
<b>S06</b> Brisbane's existing extractive industry operations are managed to protect the Greenspace System.	<b>L6</b> Existing extractive industry operations are managed to best-practice environmental standards to protect the values and functions of the Greenspace System.	<b>Not applicable.</b>

<b>Rural Neighbourhoods within the Greenspace System</b>		
<b>S07</b> Rural Neighbourhoods are a very low-density setting of houses in a rural-like or natural landscape	<b>L7</b> Development does not further fragment viable rural land.	<b>Not applicable.</b>
<b>S08</b> Rural Neighbourhoods allow viable rural industries to operate within the context of rural activities, the Greenspace System rural living areas.	<b>L8.1</b> Development is not adversely impacted by the edge impacts of rural production areas.  <b>L8.2</b> Development protects rural residential amenity.	<b>Not applicable.</b>  <b>Not applicable.</b>
<b>S09</b> Rural Neighbourhoods protect biodiversity and landscape values and water quality.	<b>L9</b> Development is residential in terms of building access, extent and siting and building design and landscaping is appropriately managed to protect biodiversity, landscape values and water quality.	<b>Not applicable.</b> Whilst the site is not within a Rural Neighbourhood the development will not adversely impact on the biodiversity, landscape values or water quality.

In summary, it is held that the proposed short term accommodation is of a minor nature and scale which ensures it is aligned with the broad intent of the Scheme’s strategic framework as demonstrated above.

## **5.2 Land Use Definition & Assessment Level**

*Short Term Accommodation* is defined in the Scheme as follows:

Short-term accommodation—

- a. means the use of premises for—
  - i. providing accommodation of less than 3 consecutive months to tourists or travellers; or
  - ii. a manager’s residence, office, or recreation facilities for the exclusive use of guests, if the use is ancillary to the use in subparagraph (i); but
- b. does not include a hotel, nature-based tourism, resort complex or tourist park.

In accordance with the Scheme’s Assessment Table for a Material Change of Use, Table 5.5.27, Short Term Accommodation is identified as being Impact Assessable Development in the Township Zone.

### **5.2.1 Public Notification**

The application as stated in section 5.2 above is subject to the impact assessment process of the *Planning Act 2016*. It is therefore subject to the public notification process. The application will be placed on public display for a minimum period of fifteen (15) business days.

### **5.3 Assessment Benchmarks (Planning Scheme Codes)**

The assessment benchmarks include the following Codes:

#### **Zone Assessment Criteria**

- Township Zone Code

#### **Use Code**

- Short Term Accommodation Code

#### **Neighbourhood Plan Code**

- Moreton Island Settlements Neighbourhood Plan Code

#### **Overlay Codes**

- Airport Environs Code
- Bushfire Hazard Overlay Code
- Coastal Hazard Overlay Code
- Potential and Actual Acid Sulfate Soils Overlay Code
- Wetlands Overlay Code

#### **Secondary Codes**

- Landscape Works Code
- Transport, Access, Parking and Servicing Code.

The following secondary codes were reviewed, however it is held that they are not relevant to the assessment of the proposed holiday home by virtue of the fact that no works are required and no new or additional infrastructure is necessary.

- Filling and Excavation Code;
- Infrastructure Design Code;
- Outdoor Lighting Code;
- Stormwater Code; and
- Wastewater Code.

### 5.3.1 Township Zone Code

The purpose of the township zone is to provide for:

- a. small to medium urban areas in a rural or coastal area; and
- b. a variety of uses and activities to service local residents, including, for example, business, community, education, industrial, open space, recreation, residential or retail uses or activities; and
- c. tourist attractions and short-term accommodation, if appropriate for the area.

A holiday home accords with the purpose of the Zone which makes provision for short term accommodation as articulated in clause c. above.

The proposed holiday home will not change the built form or natural landscape. The impact on the local environment will be negligible. The house is self sufficient and will not have any adverse impact on the Koorungal neighbourhood.

All relevant Overall Outcomes prescribed in section 6.2.6.9 of the Scheme for the Township zone are achieved. The proposal complies with the Township Zone Code. An assessment against the provisions of this code is included in *Appendix 1*.

### 5.3.2 Short Term Accommodation Use

The primary purpose of the code is to ensure development is designed and sited to minimise impacts on the amenity of a nearby residential dwelling or other sensitive use.

Being a holiday home which limits occupation to a family or single group, this form of short term accommodation is considered to be a low intensity, low impact use of an established dwelling. It is compatible with the residential neighbourhood in which is located. It achieves the purpose of the Code.

The proposed holiday home seeks approval for two (2) Alternative Design Outcomes with regard to Performance Outcomes PO1 and PO3. Justification for the alternative design solutions are articulated in the following Table.

Ref.	Planning provision	Proposed variation and justification
<b>AO1</b>	Development is on a site located in one of the following: <ul style="list-style-type: none"> <li>a. Principal centre zone; or</li> <li>b. Major centre zone; or</li> <li>c. District centre zone; or</li> <li>d. High density residential zone.</li> </ul>	<ol style="list-style-type: none"> <li>1. The site is included in the Township Zone however it is located on Moreton Island which is one of the key tourist destinations for the City;</li> <li>2. The nature and scale of the short term accommodation is suitable for the site and is compatible with the residential neighbourhood in which is established;</li> <li>3. A holiday home is a low impact, low intensity form of short term accommodation and will not detract from the character and amenity of Moreton Island;</li> </ol>

		4. The proposed alternative solution satisfies PO1 by virtue of its' location in a significant tourist destination and achieves the purpose of the Code.
<b>A03.2</b>	Development: a. provides a 2m high acoustic fence along a boundary with a sensitive use; b. ensures car parking areas used at night are acoustically screened from adjoining residential dwellings.	<ol style="list-style-type: none"> <li>1. The site is fully fenced including a 2.4 metre high solid acoustic fence along the northern and eastern (rear) boundaries. The fencing along the southern side boundary however is 1.5 metres in height. The existing fencing is considered appropriate given the layout and orientation of the holiday home. The side boundary with the lower fence is the 'back of house';</li> <li>2. Located along the southern boundary are three water tanks on the subject land, and on the neighbours side of the fence are two sheds. These structures effectively screen the holiday home from the neighbouring house;</li> <li>3. The fencing established includes a 2.4 metre acoustic fence around the outdoor entertaining area. The layout of the site does not provide any areas for outdoor activities or entertaining along the southern boundary;</li> <li>4. A holiday home is a low impact form of short term accommodation. The potential impacts are consistent with those typically associated with a dwelling house; and</li> <li>5. The alternative solution satisfies the Performance Outcome PO3 and achieves the purpose of the Code.</li> </ol>

The proposed holiday home complies with the Short Term Accommodation Code. An assessment of the proposal against the provisions of this Code is provided in *Appendix 1*.

### **5.3.3 Moreton Island Settlements Neighbourhood Plan Code**

The purpose of the Moreton Island settlements neighbourhood plan code is to provide finer grained planning at a local level for the Moreton Island settlements neighbourhood plan area.

The purpose of the Moreton Island settlements neighbourhood plan code will be achieved through overall outcomes including overall outcomes for each precinct of the neighbourhood plan area. The Overall Outcomes sought for this specific site are as follows:

- Koorinal precinct (Moreton Island settlements neighbourhood plan/NPP-004) overall outcomes are:
- a. Koorinal has significant shoreline habitat areas, in particular mangrove areas, seagrass beds, salt marsh, tidal flats and sandy beaches.
  - b. This precinct functions predominantly as a residential area comprising detached dwellings including some holiday homes.
  - c. Koorinal is a service area supplying basic fuel, food and provisions for the southern part of the island and additional provisions and services for residents and visitors are supplied from the mainland.
  - d. The precinct supports a fishing industry in the near vicinity and oyster farming on leases just north of Koorinal and at Toulkerrie.

- e. Visitor accommodation comprises home-based business activities in the form of bed-and-breakfast style establishments, dispersed through the community.
- f. Nature-based tourism is consistent with the outcomes sought in this precinct. Small-scale tourist park and short-term accommodation in the form of accommodation such as cabins, huts and tented camps which:
  - i. are in keeping with the special character and values of the settlement;
  - ii. have minimal impact on the natural environment and are also consistent with the outcomes sought in this precinct. Resort complex activities are not consistent with the outcomes sought in this precinct.

The proposed short term accommodation use achieves the purpose of the Code as articulated above. In particular, Overall Outcome b. supports holiday homes throughout the residential areas.

The holiday home achieves the Code's prescribed standards in terms of building design and scale. The Island's low density character will be maintained. There will be no change to the established built environment and natural landscape. Compliance with the Moreton Island Settlements Neighbourhood Plan Code is achieved. An assessment of the proposal against the provisions of this Code is provided in *Appendix 1*.

#### **5.3.4 Airport Overlay Code**

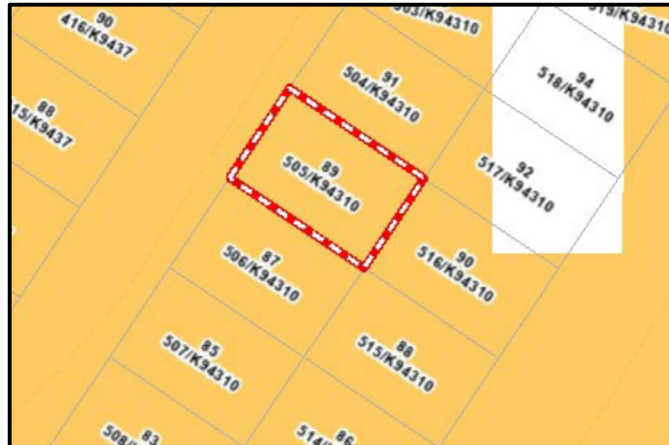
The purpose of the Airport Environs Code as it applies to this site is primarily to ensure development protects the safety and functioning of operational airspace of the Brisbane airport, and to protect the functioning of aviation facilities from incompatible land uses, buildings, structures and works.

The site is shown on the Overlay Map to be within the Procedures for Air Navigation Surfaces (PANS) area. Given the proposed development is simply a new use within an established dwelling and there is no building works or site works involved, the specific provisions of the Code are not applicable to the assessment of this development application.

The proposed development is aligned with the intent and purposes of the Airport Environs Code.

#### **5.3.5 Bushfire Hazard Overlay Code**

The Bushfire Hazard Overlay Code forms part of the assessment as the house is sited within a mapped hazard area, namely a Medium Hazard Area Sub-Category. Refer to the following Overlay Map extract.



**Figure 4** – Bushfire Hazard Overlay map.

The primary purpose of the Code is to provide for the assessment of the suitability of development in the Bushfire overlay.

A Bushfire Management Plan has been prepared in accordance with Planning Scheme Policy SC6.4 by a suitably qualified and experienced bushfire management consultant. The Bushfire Management Plan identifies site specific bushfire hazards, determines a Bushfire Attack Level of BAL-12.5, and demonstrates that risks to people and property can be effectively managed through maintenance, access, and vegetation management measures.

The Bushfire Management Plan includes an assessment against the Bushfire Hazard Overlay Code. Refer to the Bushfire Management Plan by Anderson Consulting dated 23 January 2026 included in *Appendix 5*.

### **5.3.6 Coastal Hazard Overlay Code**

The primary purpose of the Coastal Hazard Overlay Code is to provide for the assessment of the suitability of development in the Coastal hazard overlay.

The subject land is included in the Medium Storm-tide Inundation Area. Refer to the Overlay Map on the following page.



**Figure 5** Coastal Hazard Overlay Map.

The house to be used as a holiday home is existing and pre-dates the City Plan. No building work is proposed to the house. The proposal does not elevate or otherwise change the level of risk to people or property as a result of storm tide inundation.

The proposed development complies with the intent and purpose of the Coastal Hazard Overlay Code. An assessment of the proposal against the provisions of the Code is provided in *Appendix 1*.

### **5.3.7 Community Purposes Network Overlay Code**

The Community Purposes Network Overlay Code is not considered relevant to a proposed development of this nature and scale. Converting a dwelling house to a holiday home does not have implications with regard to community infrastructure.

### **5.3.8 Critical Infrastructure and Movement Network Overlay Code**

The Critical Infrastructure and Movement Network Overlay Code is not considered relevant to a proposed development of this nature and scale. Converting a dwelling house to a holiday home does not have implications with regard to critical transport infrastructure.

### **5.3.9 Potential and Actual Acid Sulfate Soils Overlay Code**

As stated throughout the report, no site works or building works are proposed. There will be no disturbance to the ground.

The proposed holiday home complies with the Potential and Actual Acid Sulfate Soils Overlay Code. An assessment of the proposal against the provisions of this Code is provided in *Appendix 1*.

### **5.3.10 Wetlands Overlay Code**

Moreton Island, including the subject land, is included on the Wetlands Overlay Map. Refer to the following Overlay map extract.



**Figure 6** Coastal Hazard Overlay Map.

The proposal does not require any site works. There will be no disturbance to the site nor any change to the impervious areas. There will be no environmental impacts on the surrounding wetlands as a result of the proposed change in use.

The proposed holiday home complies with the Wetlands Overlay Code. An assessment against the Code is included in *Appendix 1*.

### **5.3.11 Streetscape Hierarchy Overlay Code**

The Streetscape Hierarchy Overlay Code is not considered relevant to the assessment of the application. The site is within an established island residential neighbourhood and the proposed change in use will not result in any physical change to the streetscape.

### **5.3.12 Landscape Works Code**

The site has been developed for residential purposes. Fencing and landscaping has been established around all boundaries as shown on the proposal plans included in *Appendix 3*. No trees or landscaping will be removed as a result of the proposed change in use.

The proposed holiday home complies with the Landscape Works Code. An assessment against the Code is included in *Appendix 1*.

### **5.3.13 Transport, Access, Parking and Servicing Code**

The established parking and access will be retained. The Policy requires parking for short term accommodation at the rate of 0.5 spaces per room. The holiday home therefore is required to provide 1.5 spaces (2 spaces). This is achieved. The house has a lockup garage and a carport.

## **7 Conclusion**

The preceding assessment has demonstrated the merits of the proposal in respect to the relevant requirements of the *Brisbane City Plan 2014*, the *Planning Act 2016*, and the *South East Queensland Regional Plan 2023*.

The proposed Holiday Home (Short Term Accommodation) is a low impact, low intensity use of an established dwelling house. It is considered a suitable use of the premises given Moreton Island's role as a key tourist destination. The proposed change in use is not expected to have any adverse impact on the established character and amenity of the small residential neighbourhood of Kooringal.

Having assessed the proposal against the Planning Scheme the following points are noted:

- The proposed development complies with the Township Zone and the Moreton Island Settlements Neighbourhood Plan Code. The change in use is aligned with the planning intent for this locality;
- The proposed holiday home complies with the Short Term Accommodation Code;
- The proposed change in use requires no site works or building works. It complies with all relevant Overlay Codes, namely the Bushfire Overlay Code, the Coastal Hazard Overlay Code, Potential and Actual Acid Sulfate Solis Overlay Code, and the Wetlands Overlay Code; and
- The proposed change in use complies with the relevant secondary codes, namely the Landscape Works Code and the Transport, Access, Parking and Servicing Code.

Having regard to the facts and circumstances outlined in this report, Council is urged to provide its support to this proposal and issue the necessary development approval in accordance with the *Planning Act 2016*.

**TJ Kelly Surveys Pty Ltd**  
Ref 5046 Version 1.0  
20 February 2026