ALLAN VAN PLANNING

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TOWN PLANNING REPORT

APPLICATION:

DEVELOPMENT PERMIT FOR MATERIAL CHANGE OF USE

Alterations to a Place of Worship

LOCATED AT:

51 Mayfield Road and 6 Kipling Street, Moorooka
(Described As Lot 53 on RP88314 and Lot 57 on RP77898)

APPLICANT:

Moorooka Islamic Society

DATE:

5 November 2026

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EXECUTIVE SUMMARY

Allan Van Planning have been commissioned by the applicant Moorooka Islamic Society, to prepare an application seeking a Development Permit for Material Change of Use – Alterations to a Place of Worship located at 51 Mayfield Road and 6 Kipling Street, Moorooka (Refer to Proposal Plans prepared by Pacifik Design Studio in **Appendix A**).

Under the *Brisbane City Plan 2014*, the subject site is located within the Low-medium Density Residential Zone (3 or 4 storey mix precinct). The Level of Assessment table of the Low-medium Density Residential Zone (3 or 4 storey mix precinct) prescribes Impact Assessment for Alterations to a Place of Worship.

The Nathan-Salisbury-Moorooka Neighbourhood Plan does not alter the Level of Assessment for the proposed development.

The Overlays identified on the site do not alter the Level of Assessment for the proposed development.

The subject site is currently improved with the Moorooka Mosque, which includes two buildings connected by a fly-over roof. The southern part of the site is vacant land.

The proposed development consists of minor alterations to the existing built form to mitigate against known noise issues and constructing an ancillary car park in the southern part of the site.

The scale of the proposed development is consistent with surrounding development and generally in accordance with the provisions of the *Brisbane City Plan 2014*.

The issues identified in an assessment of the *Brisbane City Plan 2014* Codes and Policies in **Appendix B** include:

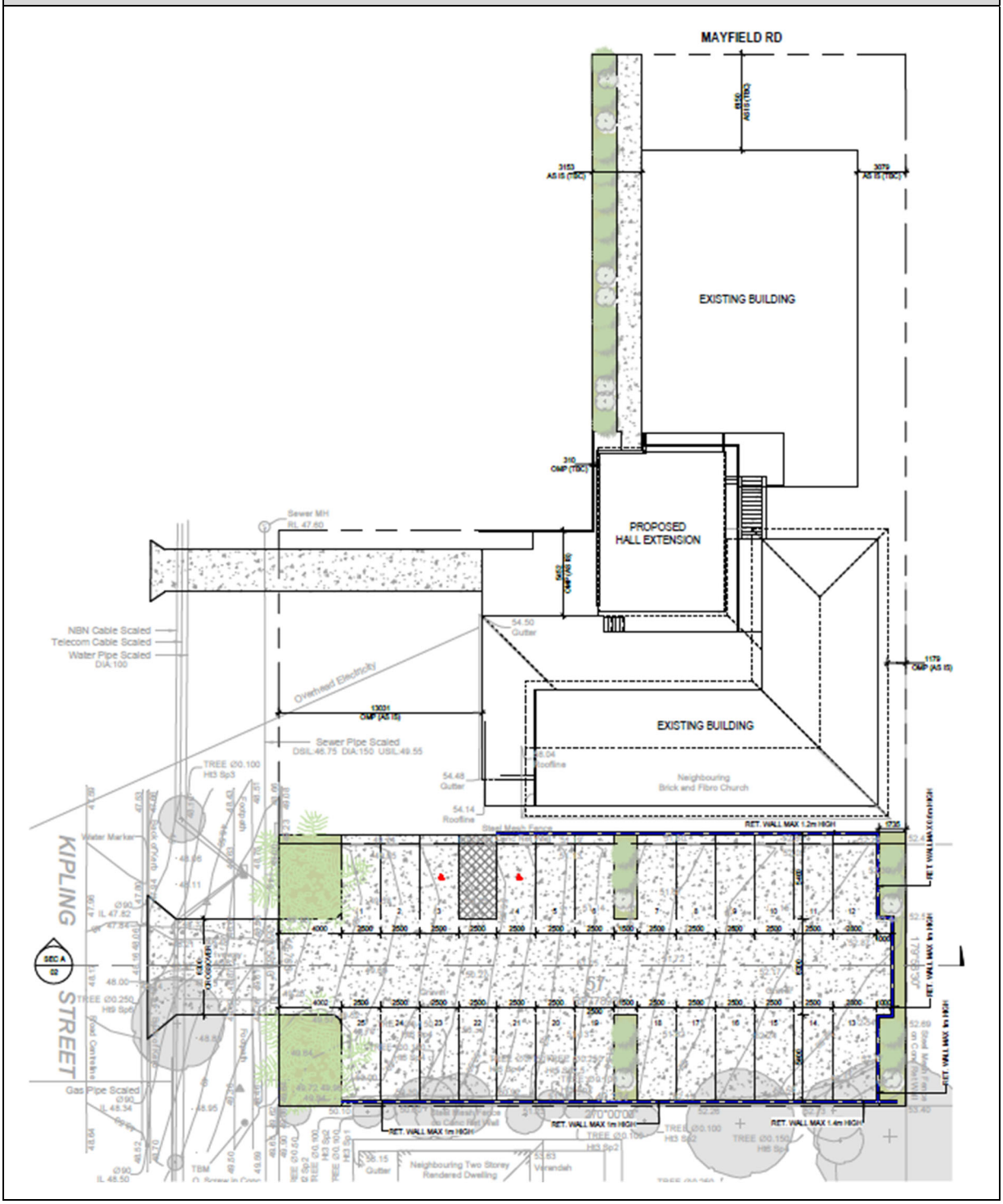
- Use within the Zone;
- Proximity to adjoining residential properties; and
- Street tree removal.

A detailed assessment of the Performance Criteria for each of these items is provided in Code Compliance section of this report.

1 DEVELOPMENT SUMMARY

TABLE 1– Development Application Details		
Site Address	51 Mayfield Road and 6 Kipling Street, Moorooka	
Real Property Description	Lot 53 on RP88314 and Lot 57 on RP77898	
Area of Site	2097m^2	
Applicant	Moorooka Islamic Society	
Zone	Low-medium Density Residential Zone (3 or 4 storey mix precinct)	
Neighbourhood Plan	Nathan-Salisbury-Moorooka	
Overlays		
Description of Proposal	Alterations to a Place of Worship	
Proposal Details	Site Cover	No change
	Building Height	No change
	Existing Car Parks	3
	Proposed Car Parks	28
Application Type	Type of Approval Requested	
	Preliminary Approval	Development Permit
Material Change of Use		✓
Reconfiguring a Lot		
Building Work		
Operational Work		
Level of Assessment	Impact Assessment	
Pre-Lodgement/History	N/A	
Key Planning Issues	Use in the zone, proximity to adjoining residents, street tree removal	
Referral Agencies	N/A	
Specialist Reports	N/A	
Public Notification	Yes (15 Business Days)	

IMAGE 1 – Site Plan



2 SITE INFORMATION AND ANALYSIS

The features of the site are described in the section below. The subject site is depicted in the aerial photograph below.

IMAGE 2 – Aerial Photograph. Source: PD Online



2.1 Physical Description

2.1.1 Topography and Vegetation

The site has a gentle slope from east to west (towards Kipling Street) and is void of any significant vegetation.

2.1.2 Environment

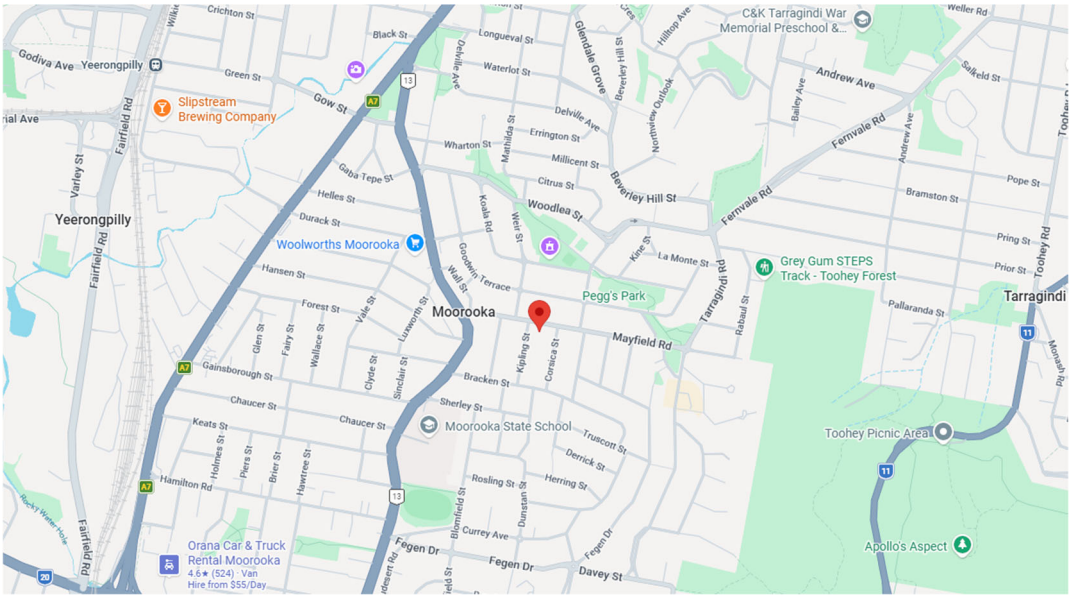
The subject site does not have any ecological or environmentally significant features that would be impacted by the proposed development.

2.1.3 Area and Site Frontage

The total site area is 2097m² comprising of an 'L' shape. The site has a road frontage of approximately 20 metres to Mayfield Road and a frontage of approximately 37 metres to Kipling Street.

2.1.4 Context – Surrounding Uses

IMAGE 3 – Locality Map. Source: Google Maps



Nearby land uses include dwelling house and multiple dwelling development. The site on the corner of Kipling Street and Mayfield Road is a 3 storey multiple dwelling development. The Moorooka 'high-street-including shops and restaurants is located 200m west of the site.

2.2 Existing Uses

2.2.1 Existing Improvements

The subject site is currently improved with the Moorooka Mosque, which includes two buildings connected by a fly-over roof. The southern part of the site is vacant land.

2.2.2 Existing Infrastructure

The site has existing connections to all basic infrastructure.

2.2.3 Site History

The subject site has no significant historical features relevant to the proposed development.

3 PRE-APPLICATION HISTORY

This section addresses the history of the subject site (including any previous applications / approvals) and identifies any pre-lodgement meetings / discussions regarding the proposed development.

3.1 Past Applications / Approvals

The subject site has not had any development applications relevant to the proposed development.

3.2 Pre-Lodgement Meetings

The applicant attended a formal pre-lodgement meeting with Council Planning Officers on 2 December 2025 (Council Ref: A006894552). A summary of the advice received in the meeting is described below:

- Consider integrating the sites together;
- Interface to adjoining residential properties;
- Additional landscaping.

3.3 Pre-Lodgement Consultation – Agencies / Community

The applicant did not engage in any Pre-Lodgement meetings/discussions with the any Referral Agencies or the Local Community. The proposed development is not considered to be of a scale that would warrant community engagement during the planning and design phase.

4 PROPOSAL DESCRIPTION

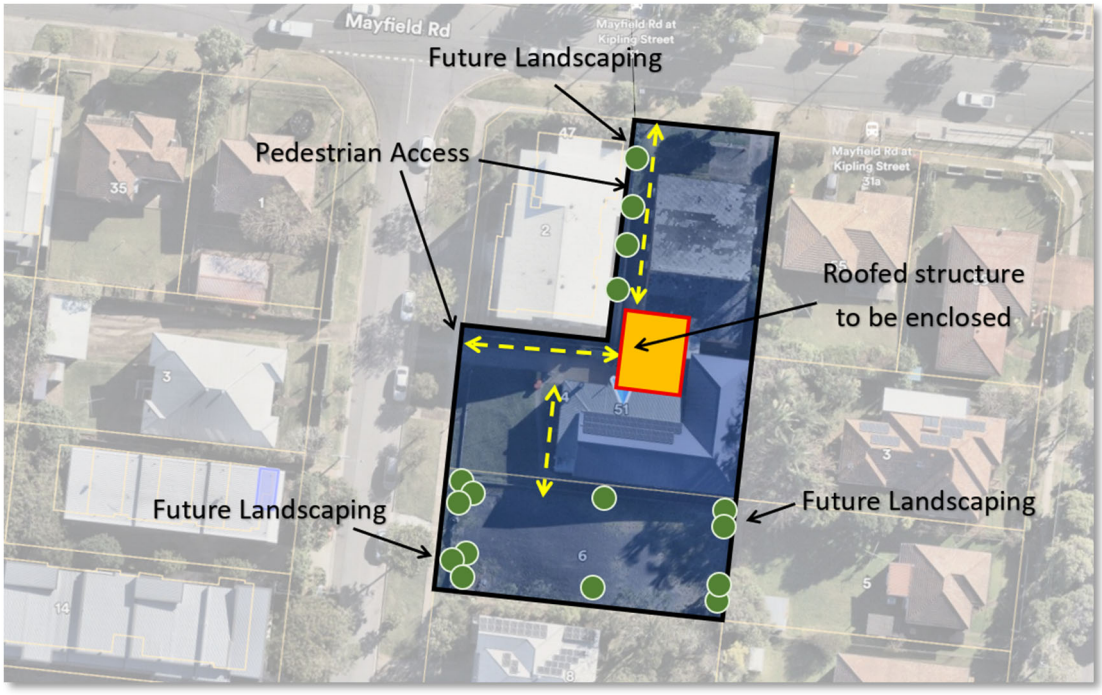
The applicant seeks Council's approval for Development Permit for Material Change of Use for Alterations to a Place of Worship located at 51 Mayfield Road and 6 Kipling Street, Moorooka in accordance with the Proposal Plans prepared by Pacifik Design Studio (Refer to **Appendix A**).

4.1 Proposal Detail

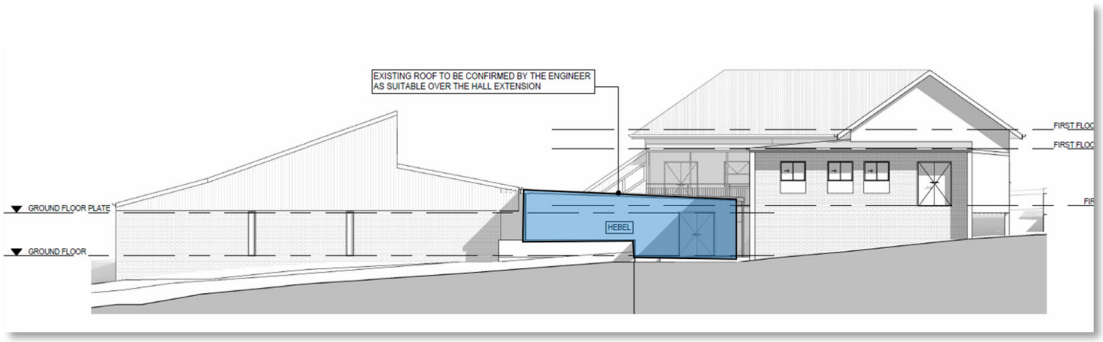
The proposed development consists of minor alterations to the existing built form to mitigate against known noise issues and constructing an ancillary car park in the southern part of the site.

The proposed alterations to the existing built for is in the areas around the fly-over roof between the two existing buildings. This area is used as a 'foyer' for the place of worship and has triggered noise complaints from adjoining residents in the multiple dwelling development located at 2 Kipling Street.

The community has made an attempt to screen the area with temporary structures, however it is considered that the proposed fixed enclosure of the area is the best method to ameliorate against the noise concerns.

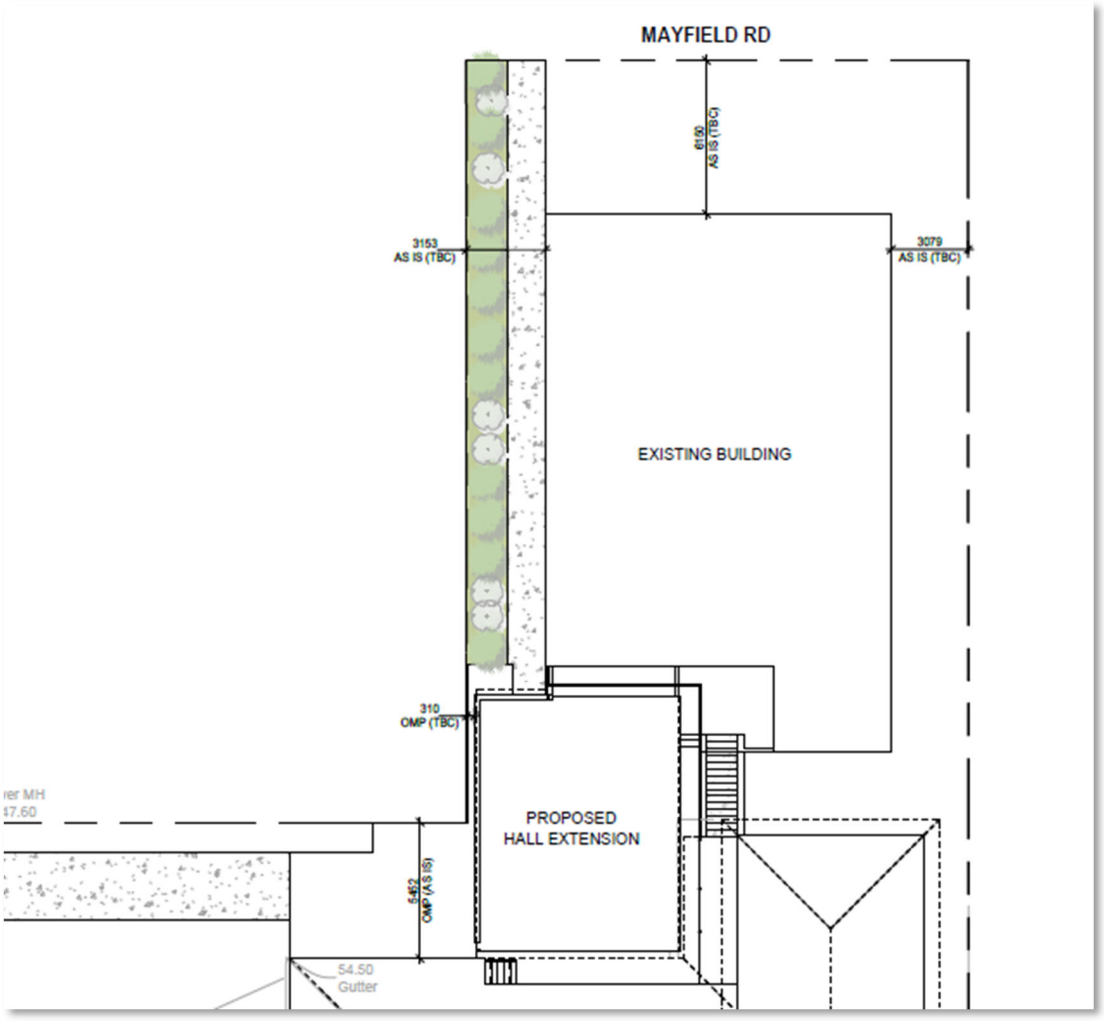






Whilst the proposed enclosure of the roofed area increases the total GFA of the place of worship by 85sqm, the area is effectively a 'foyer' for the other existing buildings and does not increase the demand for car parking or overall use area for the place of worship.

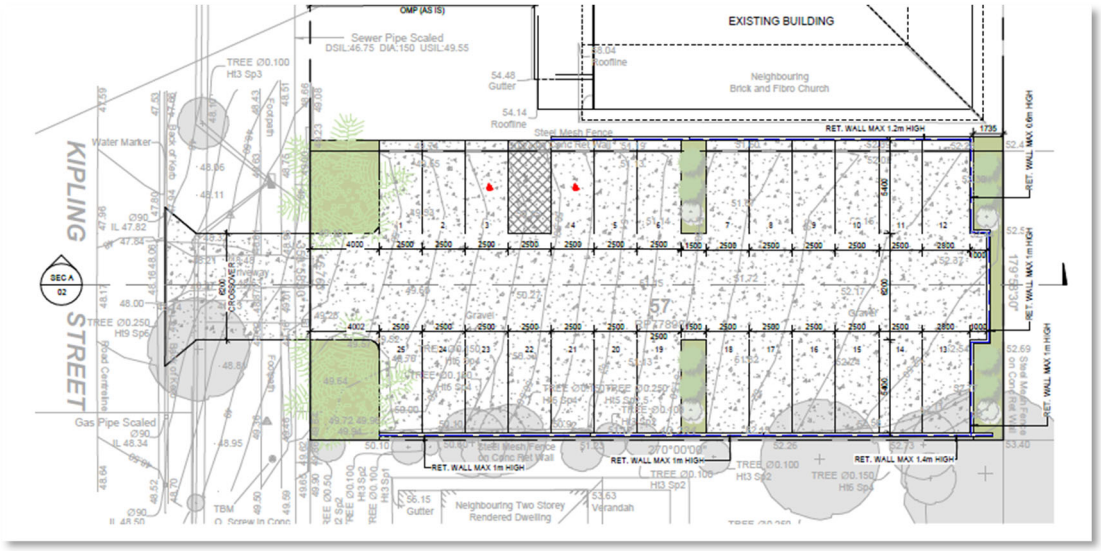
In addition to the enclosure of the roofed area, the entry pathway from Mayfield Road will have additional screen planting along the western boundary to soften the interface to the adjoining multiple dwelling development and further reduce noise:

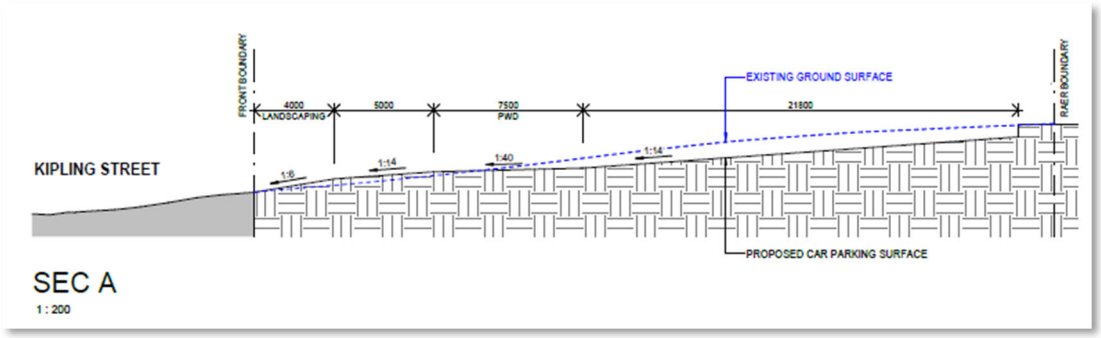


The proposed car park extension at the southern part of the site is a sensible addition to the place of worship to provide additional car parking facilities that is otherwise currently accommodated within the surrounding streets. The proposed car park will provide an addition 25 car parking spaces for the place of worship, which will be a significant benefit for the nearby residential properties.

The proposed car parking includes a central aisle and car parking either side. Due to the aisle width and car park depth requirements (6.2m and 5.4m respectively), this is the most efficient use of the land to maximise the number of spaces.

The design includes a landscape buffer at the front (4m deep), which provides the opportunity to ramp up to the site and minimise the overall earthworks. The gradients within the car park itself vary from 1:14 behind regular spaces and 1:40 behind the PWD spaces in accordance with the TAPS Policy requirements. The net result is some minor retaining structures to the side boundaries (up to 1.4m at the rear):





The proposed crossover is central to the site at 6 Kipling Street, which will result in the removal of one (1) street tree (Leopard Tree – weed species). The intention would be to replace the existing Leopard Tree with more appropriate native species from the planting schedule in the PSP:



The proposed driveway to the car park aligns with the multiple dwelling development at 5 Kipling Street. However, that development has dense vegetation in the front setback area and the front parts of the building is for non-habitable spaces (bathrooms and stairwell), therefore any potential headlight intrusion would not impact the residents:







Overall, it is considered that the proposed alterations to the existing place of worship will represent an improvement in the existing amenity of the adjacent residential properties. The proposed enclosure of the foyer area will reduce noise to the adjoining multiple dwelling development and the proposed car park will reduce the demands on street parking in the congested nearby streets.

The proposed development will also increase the on-site landscaping and provide the opportunity for addition native plants to replace the existing Leopard Tree in the frontage of the site.

Refer to Proposal Plans in **Appendix A** for further details.

4.1.1 Car Parking

The proposed development provides a total of 28 car parking spaces on the subject site in accordance with the Code.

4.1.2 Road Network

The site has a frontage to a fully constructed road. The Road Hierarchy Overlay defines the road as a Neighbourhood Road (Minor Road). There are no know road widening requirements for the subject site.

The existing Leopard Tree in the frontage of 6 Kipling Street is proposed to be removed and replaced with addition native trees in the frontage of the site.

The verge width along the frontage of the site exceeds 3.75m, therefore complies with the minimum requirements of the Streetscape Hierarchy Overlay Code.

4.1.3 Recreation / Landscaping Areas

Recreation areas are provided as part of the proposed development.

There are ample opportunities for landscaping throughout the site.

4.1.4 Infrastructure Arrangements

The site has access to all basic infrastructure expected in an urban locality. Future connections will be determined in a detailed engineering design in response to a condition of approval.

The proposed development is not providing an upstream stormwater connection for 5 Corsica Street to the east of the site. The adjoining property has a minor slope from front to rear of approximately 1m (from 53.5m AHD to 52.5m AHD):



A minor slope of that nature is able to be accommodated with minor on-site works to achieve a Lawful Point of Discharge in the kerb and channel. In addition, the likely development type on that site would be a 3 storey multiple dwelling development in response to the 'more houses sooner' policy recently adopted by the Brisbane City Council. That would allow for a development to be designed to discharge all roof water to the street.

Further to this, the sewer pipe that runs centrally across the site in a shallow depth (approx. 500mm below the existing ground levels), so any further built form would be built well above the minimum ground level at the rear of the site.

4.2 Staging

The proposed development is not of a scale that warrants staging.

4.3 Summary of Supporting Specialist Reports

The application does not require further 'Specialist Reports' to justify the proposed development.

4.4 Approval Requirements

The proposed development will require Building Approval for the proposed built form and Operational Works for the proposed earthworks.

5 ASSESSMENT FRAMEWORK

This section addresses the statutory documentation relevant to the proposed development and the subject site.

5.1 State Framework

5.1.1 Planning Act 2016

The *Planning Act 2016* provides the statutory planning framework for the State and has a purpose to:

> "*establish an efficient, effective, transparent, integrated, coordinated, and accountable system of land use planning, development assessment and related matters that facilitates the achievement of ecological sustainability*."

The proposal will be assessed in accordance with the Development Assessment Rules under section 68(1) of the *Planning Act 2016*.

5.1.2 State Planning Policies

The *State Planning Policy 2017* was introduced on 3 July 2017 and outlines the State interest policies and assessment benchmarks for land use planning in Queensland. These policies and assessment benchmarks are applicable to the assessment of development applications to the extent that the *State Planning Policy 2017* has not been identified in a local planning instrument.

A brief response of how the proposed development responds to these State Interest Policies is provided in the table below:

TABLE 2 – State Interest Policies and Assessment Benchmarks	
Planning for Liveable communities and housing	
Housing supply Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.	The proposed development is a non-residential use, therefore does not impact housing..
Liveable communities Liveable, well-designed and serviced communities are delivered to support wellbeing and enhance quality of life.	The proposed development is a non-residential use, therefore does not impact housing.
Planning for economic growth	
Agriculture The resources that agriculture depends on are protected to support the long-term viability and growth of the agricultural sector.	The subject site is located in an urban environment and will not impact the long-term viability of the agriculture industry.
Development and construction Employment needs, economic growth, and a strong development and construction sector are supported by facilitating a range of residential, commercial, retail, industrial and mixed-use development opportunities.	The proposed development is a non-residential use, therefore supports economic growth in the region.

Mining and extractive resources Extractive resources are protected and mineral, coal, petroleum and gas resources are appropriately considered to support the productive use of resources, a strong mining and resource industry, economical supply of construction materials, and avoid land use conflicts where possible.	The subject site is located in an urban environment and will not impact the long-term viability of the mining and extractive resources industry.
Tourism Tourism planning and development opportunities that are appropriate and sustainable are supported, and the social, cultural and natural values underpinning tourism developments are protected.	The subject site is not located in a tourism-based region of the state.
Planning for the environment and heritage	
Biodiversity Matters of environmental significance are valued and protected, and the health and resilience of biodiversity is maintained or enhanced to support ecological processes.	The development does not impact on any mapped biodiversity or habitat areas.
Coastal Environment The coastal environment is protected and enhanced, while supporting opportunities for coastal-dependent development, compatible urban form, and maintaining appropriate public use of and access to, and along, state coastal land.	The subject site is not located in a coastal region of the state.
Cultural Heritage The cultural heritage significance of heritage places and heritage areas, including places of Aboriginal and Torres Strait Islander cultural heritage, is conserved for the benefit of the community and future generations.	The proposed development will not impact on areas identified as containing cultural heritage values.
Water Quality The environmental values and quality of Queensland waters are protected and enhanced.	Best practice principals through design and construction will ensure that the future use of the site will maximise the opportunity to recover and reuse stormwater and minimise discharging into the catchment.
Planning for safety and resilience	
Emissions and hazardous activities Community health and safety, and the natural and built environment, are protected from potential adverse impacts of emissions and hazardous activities. The operation of appropriately established industrial development, major infrastructure, and sport and recreation activities is ensured.	The proposed development does not include a hazardous activity.
Natural hazards, risk and resilience The risks associated with natural hazards, including the projected impacts of climate change, are avoided or mitigated to protect people and property and enhance the community's resilience to natural hazards.	The subject site is not identified as being constrained by natural hazard areas.

Planning for infrastructure	
Energy and water supply The timely, safe, affordable and reliable provision and operation of electricity and water supply infrastructure is supported and renewable energy development is enabled.	The proposed development will make an efficient use of existing infrastructure and the site is not located adjacent to any major infrastructure corridors.
Infrastructure Integration The benefits of past and ongoing investment in infrastructure and facilities are maximised through integrated land use planning.	The proposed development will make an efficient use of existing infrastructure and services available to the site.
Transport Infrastructure The safe and efficient movement of people and goods is enabled, and land use patterns that encourage sustainable transport are supported.	The proposed development will integrate into the existing transport network in the locality and benefit from nearby public passenger transport.
Strategic airports and aviation facilities The operation of strategic airports and aviation facilities is protected, and the growth and development of Queensland's aviation industry is supported.	The proposed development will not impact the safe operations to the surrounding strategic airports and aviation facilities.
Strategic ports The operation of strategic ports and priority ports is protected and their growth and development is supported.	The proposed development will not impact the safe operations to the surrounding strategic port.

5.1.3 Referral Agency Triggers

The Department of State Development, Infrastructure and Planning launched the State Assessment and Referral Agency (SARA). In accordance with the *Planning Act 2016*, a Referral Agency is responsible for the assessment of development application.

In accordance with the *Planning Regulation 2017*, the application does not trigger any referrals.

5.1.4 ShapingSEQ 2023

The subject property is identified in the *ShapingSEQ 2023* within the Urban Footprint regional land use category. Land within the Urban Footprint is intended to accommodate the full range of normal urban uses, such as housing, industry, business, infrastructure, community facilities and urban open spaces. The proposed development is in-keeping with the intent of the regional land use category.

5.2 Local Framework

5.2.1 Strategic Plan

The proposed development is directly consistent with the intent of the Low-medium Density Residential Zone (3 or 4 storey mix precinct), therefore complement the Strategic Plan.

5.2.2 Zone

The subject site is located in the Low-medium Density Residential Zone (3 or 4 storey mix precinct) in the *Brisbane City Plan 2014*. The proposed development complies with the purpose of the Low-medium Density Residential Zone (3 or 4 storey mix precinct) by enhancing the amenity of the nearby residents with the proposed alterations to the existing Community Facility (place of worship).

Assessment Benchmarks	**Applicant Response**
6.2.1.2 **Low-medium density residential zone code** 1. The purpose of the low-medium density residential zone is to provide for:	
a. a variety of low to medium density dwelling types; and	**Not applicable. The existing site is an established place of worship (Community Facility).**
b. community uses, and small-scale services, facilities and infrastructure, to support local residents.	**Complies – The proposed development is a minor extension to the existing place of worship (Community Facility). The proposed alterations are in response to complaints from nearby residents, including noise at the foyer and car parking.** **The proposed alterations do not increase the scale or demand of the existing place of worship, but will increase the amenity to nearby properties.**
2. The purpose of the zone will be achieved through overall outcomes for:	
a. zone role; b. development location and uses; c. development form; d. the following zone precincts: i. 2 storey mix zone precinct; ii. 3 or 4 storey mix zone precinct.	**Complies – The proposed built form is enclosing an existing roofed structure on-site.** **The proposed car parking is well landscaped and includes acoustic fencing to ensure the amenity of the adjoining residents is maintained.**
3. Zone role overall outcomes are: a. Development in the zone supports the implementation of the policy direction set in the Strategic framework, in particular:	**Complies – The proposed development is the enhancement of an existing Community Facility (place of worship), which has been entrenched within the community for 70 years.**

i. Theme 2: Brisbane's outstanding lifestyle and Element 2.2 – Brisbane's housing and accommodation choices; ii. Theme 5: Brisbane's CityShape, Element 5.3 – Brisbane's Major Centres and Element 5.5 – Brisbane's Suburban Living Areas and Element 5.8 – Brisbane's Growth Nodes on Selected Transport Corridors.	

Element 2.4 – Brisbane's community facilities, services, open space and recreation infrastructure Table 3.4.5.1—Specific outcomes and land use strategies	
SO1 Brisbane has a range of accessible multi-purpose community facilities, services and open spaces which meet the physical, social and cultural needs of the local and wider community.	
L1.1 Development provides land for community facilities where identified as trunk infrastructure in the Local government infrastructure plan.	**Not applicable. The subject site is an existing Community Facility. It is not mapped for trunk infrastructure.**
L1.2 Development for community services and indoor community facilities: a. is located in or near centres and public transport stations; oris encouraged to cluster around existing facilities and link with the active travel and public park network.	**Complies – The place of worship is located 200m east of the Moorooka 'high street'.**
L1.3 Development of community hubs in the City Centre, corridor hubs and Major Centres is actively encouraged.	**Not applicable. No community hub proposed.**

L1.4 Partnerships that enable the provision of community facilities are planned and encouraged.	**Complies – The existing place of worship has existing use rights and the proposed alterations will enhance the amenity of the nearby residential properties.**
L1.5 Development protects, maintains and enhances key civic spaces to provide for the informal recreation needs of workers, visitors and residents of the city centre and the wider city and regional population.	**Not applicable.**
SO2 Brisbane's existing and planned community facilities and services are protected and appropriately located.	
L2.1 Potential amenity impacts from the development of community facilities or services in residential neighbourhoods will be considered in relation to the community benefit that the facility or service will provide to the broader community.	**Complies – The existing place of worship has existing use rights and the proposed alterations will enhance the amenity of the nearby residential properties.** **The enclosure of the foyer area will mitigate against noise impacts and the proposed car park will enhance the traffic impacts in the nearby streets by providing addition on-site car parking.**
L2.2 Development protects the land allocated for community facilities such that if uses cease: a. where the community purpose is still required by the community, it is retained by integration with the new use; b. the land is re-used for another community purpose needed by the local community;the land is only to be used for another purpose where it can be shown that the use has relocated or is absolutely no longer required by the Brisbane community.	**Complies – The existing place of worship maintains the existing use rights.**

L2.3 The redevelopment of government and institutional sites for a use not fulfilling a community facilities purpose is to ensure that the use integrates with the surrounding area and provides greater and direct compensatory community benefits that meet identified needs.	**Not applicable.**
L2.4 Development enables community facilities and services, such as education institutions to provide broad community access to their facilities.	**Not applicable.**
L2.5 Development of non-community facilities and services on the site are complementary and ancillary to the community facilities and services and do not compromise the ability or capacity of the facilities and services to be delivered or operate.	**Not applicable.**

5.2.3 Neighbourhood Plan

The subject site is located in the Nathan-Salisbury-Moorooka Neighbourhood Plan in the *Brisbane City Plan 2014*. The site is not located in a specific precinct of the Neighbourhood Plan, therefore the Neighbourhood Plan does not prescribe additional assessment criteria for the site. A detailed assessment of the Neighbourhood Plan Code has not been provided.

5.2.4 Codes

TABLE 3 – Applicable Codes	
Development Code	
Community Facilities Code	Full assessment provided in **Appendix B**
Overlay Codes	
	Airport environs overlay OLS BBS zone LI PANS
	The proposed development is not an aspect of development triggered for assessment in the level of assessment table, therefore the Code does not apply to the assessment of this application.

	**Bicycle network overlay** Secondary cycle route The proposed development is not an aspect of development triggered for assessment in the level of assessment table, therefore the Code does not apply to the assessment of this application.
	Community purposes network overlay The proposed development is not an aspect of development triggered for assessment in the level of assessment table, therefore the Code does not apply to the assessment of this application.
	Critical infrastructure and movement network overlay Critical infrastructure and movement planning area The proposed development is not an aspect of development triggered for assessment in the level of assessment table, therefore the Code does not apply to the assessment of this application.
	Dwelling house character overlay Dwelling house character The proposed development is not an aspect of development triggered for assessment in the level of assessment table, therefore the Code does not apply to the assessment of this application.
	**Road hierarchy overlay** District road Neighbourhood road Full assessment of the overlay code is provided in Appendix B.
	**Streetscape hierarchy overlay** Neighbourhood street major Full assessment of the overlay code is provided in Appendix B.

Prescribed Secondary Codes	
Child Care Centre Code	Not applicable. The proposed development is not for the purpose of a Child Care Centre.
Filling an Excavation Code	Not applicable. The proposed development does not include assessable earthworks.
Infrastructure Design Code	Not applicable. The proposed development does not require alterations to existing service connections.
Landscape Code	Complies. The proposed development is capable of accommodating the required landscaping on-site. A detailed landscape plan will be prepared in response to conditions of approval.
Multiple Dwelling Code	Not applicable. The proposed development is not for the purpose of Multiple Dwellings.
Outdoor Lighting Code	All outdoor lighting will be designed in accordance with the minimum requirements of this Code. A full assessment has not been provided.
Park Planning and Design Code	Not applicable. The propose development is not a park.
Stormwater Code	The subject site is capable of achieving a legal point of discharge and the further outcomes of the Code are capable of being achieved in response to a condition of approval, therefore a full assessment of the Code has not been provided.
Transport, Access, Parking and Servicing Code	The proposed development is capable of achieving the minimum requirements of the Code. A full assessment has not been provided.
Wastewater Code	Not applicable. The subject site has access to sewer mains.

6 CONCLUSION

This report was prepared by Allan Van Planning on behalf of Moorooka Islamic Society, in support of an application seeking a Development Permit for Material Change of Use – Alterations to a Place of Worship located at 51 Mayfield Road and 6 Kipling Street, Moorooka.

The applicant contends that Council should favourably consider this development application on a planning merit basis for the following reasons:

- The proposed use is an established place of worship;
- The proposed development seeks to mitigate against known noise issues;
- The proposed development will provide significantly more car park spacing than the existing premises;
- The proposed development will provide sympathetic landscaping throughout the site and in the frontage; and
- The subject site is well located in terms of access to urban facilities, major employment and public transport.

In summary, the proposal is considered to have sufficient planning merit to justify Council's favourable consideration, and that the application is recommended for approval subject to reasonable and relevant conditions.