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PLANNING REPORT

2 Tyler Street, Northgate

Prepared for 166 Toombul Pty Ltd A.C.N. 695 285 280

18 November 2026



GASKELL
PLANNING
CONSULTANTS

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Report Ref:	26.2547			
Version:	Date:	Prepared by:	Reviewed by:	Approved by:
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Executive Summary

Brisbane's need for additional visitor accommodation presents a significant planning opportunity to support new rooms in suitable, well-connected locations. Expanding supply is important to the city's tourism and business economy, its capacity to host major events and the lasting benefits of the Brisbane 2032 Olympic and Paralympic Games. Meeting that need requires accommodation across locations and price points, including accessible alternatives outside premium hotel precincts. The Property Council of Australia's 2026 Queensland Hotels Outlook reinforces this urgency, identifying sustained demand growth, constrained room delivery and a substantial forecast shortfall.

The subject land provides an opportunity to respond through a considered transition between an established residential neighbourhood and the Toombul Road commercial corridor. Its airport connections, proximity to Northgate railway station and longstanding non-residential use distinguish it from an ordinary suburban house lot. These attributes support purpose-built visitor accommodation, while its position beside low-scale housing calls for residential character, landscaped edges and carefully managed activity. The proposal combines these considerations in a built form responsive to the different environments on either side of the site.

The proposed development at 2 Tyler Street, Northgate would contribute 40 purpose-built guest rooms in an established urban location connected to Brisbane Airport, the arterial road network and Northgate railway station and community and sporting facilities. Its intended accessible market positioning responds to the Property Council's finding that recent supply is concentrated in higher-end products, excluding price-sensitive visitors. The project therefore contributes to an ongoing accommodation need extending beyond a single event.

Low-scale housing extends east along Tyler Street, while Toombul Road carries substantial traffic alongside commercial and industrial activity. The proposal responds with a landscaped building of residential expression, comprising two guest accommodation levels above ground-level parking and reception facilities. Recessed façades, grouped window bays, sunhoods, planted setbacks and screened parking provide a measured transition between the corridor and adjoining housing. The building has been reduced from the four-storey concept considered at pre-lodgement to three storeys. Support is sought on the combined merits of the site, revised design and demonstrated accommodation need. Privacy, acoustic protection, landscaping and the management of guest and service activity remain central to protecting adjoining residential amenity.

Approval is sought for a site-specific outcome that aligns a demonstrated citywide need with a well-connected corridor site and a moderated built form, supported by technical evidence addressing its interfaces and operational effects.

1 Project and assessment summary

Table 1: *Summary of application and project*

Applicant and Consultant Details	
Applicant details	166 Toombul Pty Ltd A.C.N. 695 285 280
Planning consultant	Gaskell Planning Consultants
Site Details	
Site address	2 Tyler Street, Northgate QLD 4013
Property description	Lot 1 on RP198835
Site Area	1,056m^2
Application Summary	
Approval sought	Development permit for a material change of use for Short-term accommodation
Planning scheme	Brisbane City Plan 2014, version 37, effective 18 September 2026
Zone and neighbourhood plan	Low density residential zone; Banyo–Northgate neighbourhood plan
Assessment category	Impact assessment
Referral agencies	No referral trigger identified
Proposal Summary	
Proposal	40 guest rooms in a three-storey building, with ground-level reception, parking and operational facilities and an ancillary live-in staff studio
Building	Three storeys
Landscape provision	Approximately 286m^2, or 27.1% of the site
Vehicle provision	19 car parking spaces including one accessible space
Access	Tyler Street
Council prelodgement	ASR-12699-F0P

2 Introduction

2.1 Overview

Gaskell Planning Consultants (GPC) has prepared this planning report on behalf of 166 Toombul Pty Ltd A.C.N. 695 285 280 (the applicant) in support of a development application over land at 2 Tyler Street, Northgate, described as Lot 1 on RP198835 (the subject land). The applicant seeks a development permit for a material change of use for short-term accommodation from Brisbane City Council (Council). The application is subject to impact assessment under the Planning Act 2016 and Brisbane City Plan 2014.

The proposed development comprises 40 short-term accommodation rooms across the two upper levels of a three-storey building, with reception, concierge facilities, car parking and an ancillary live-in staff studio at ground level. The subject land is well connected to Brisbane Airport, the arterial road network and Northgate railway station. Nearby sporting, entertainment and recreation facilities include North Brisbane Speedway, Brisbane Entertainment Centre, Brisbane Grammar School's Northgate Playing Fields, and Nudgee and Virginia Golf Clubs. These connections and destinations support the site's suitability for accommodation serving business, leisure and event visitors.

The building's residential expression responds to the site's location between the Toombul Road commercial corridor and adjoining low-scale housing. Building articulation, landscaped setbacks and screened parking help manage the transition to neighbouring homes and protect residential amenity.

This report describes the site and its surroundings, details the proposal and assesses its planning merits against the relevant State and local planning provisions. The assessment considers the need for additional visitor accommodation, the suitability of the location, building height and scale, residential amenity, and arrangements for access, parking, servicing and infrastructure. It concludes that the proposal is appropriate for the site given its arterial road frontage, transport accessibility, longstanding non-residential use and relationship to surrounding commercial and industrial activity.

2.2 Supporting Documentation

The report is to be read with the architectural drawings and specialist assessments forming the application package. The attachment schedule follows that established for the project:

- **Attachment A:** Architectural plans prepared by YATA Architecture.
- **Attachment B:** Traffic Impact Assessment prepared by Site Traffic Engineering.
- **Attachment C:** Civil Engineering Report prepared by Civil Works Engineers.
- **Attachment D:** Code Compliance Assessment prepared by GPC.
- **Attachment E:** Correspondence from JJ's Waste & Recycling.
- **Attachment F:** Letter of Support from S Entertainment Group.

2.3 Prelodgement Consultation

A pre-lodgement meeting was held with Council on 14 May 2026. Written advice was issued on 20 May 2026 under reference ASR-12699-F0P. The concept considered at that time comprised ground-level parking and operational facilities beneath three upper accommodation levels, forming a four-storey building. Council acknowledged several important locational attributes, including:

- Frontage to an arterial road.
- Connections to long-distance transport routes and Southern Cross Way.
- Walking access to Northgate railway station.
- Proximity to the Growth Node around Northgate station.
- Location opposite land in the Specialised centre zone.
- The site's established non-residential use history.

Council also raised concerns about the principle of the use, the four-storey height, building bulk, privacy, landscaping and operational amenity. Council also identified accessibility to centres, shopping and social, cultural, tourist and leisure facilities as an important consideration under the Short-term accommodation code. The application addresses this matter through the surrounding facilities described in Section 3.2 and the locational assessment in Section 7.2.

These identify the site's relationship with sporting and entertainment destinations, shopping precincts and visitor services, complementing the transport advantages acknowledged by Council. The proposal has subsequently been reduced to three storeys. The revised development incorporates two accommodation levels, articulated façades, landscaped setbacks, screened parking and defined management arrangements. These changes provide a substantive response to the matters raised, while the remaining departures are addressed on their planning merits in Sections 6 and 7.

3 Site Description and Local Context

3.1 The Subject land

The subject land is a corner allotment with an area of 1,056m^2. It has frontages of approximately 24.5m to Tyler Street and 36 metres to Toombul Road. The land is relatively flat and accommodates a single-storey commercial building toward its northern portion, hardstand areas and boundary landscaping.

Tyler Street forms the southern frontage and provides the existing vehicle access. Toombul Road forms the western frontage. A dwelling house adjoins the eastern boundary, while healthcare premises occupy the adjoining property to the north. Two street trees are located on the Toombull Road frontage.

The eastern boundary forms the principal residential interface. The site's two street frontages provide physical separation from development to the south and west and contribute to its distinct corner setting. A commercial premises is located directly north of the site. **Figure 1** provides a recent aerial of the site.

Figure 1: *Aerial image of the subject land*



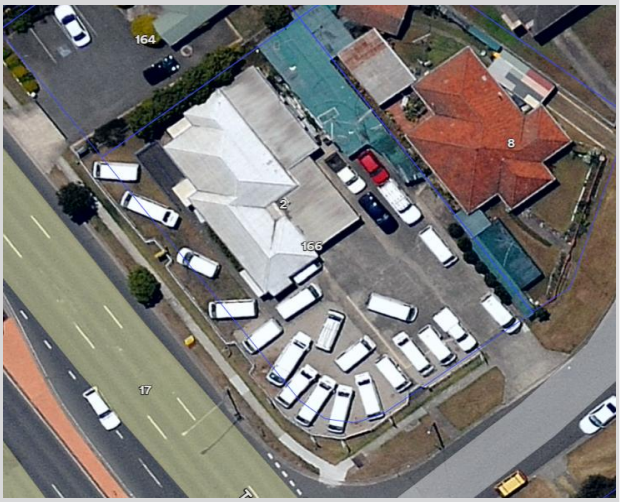
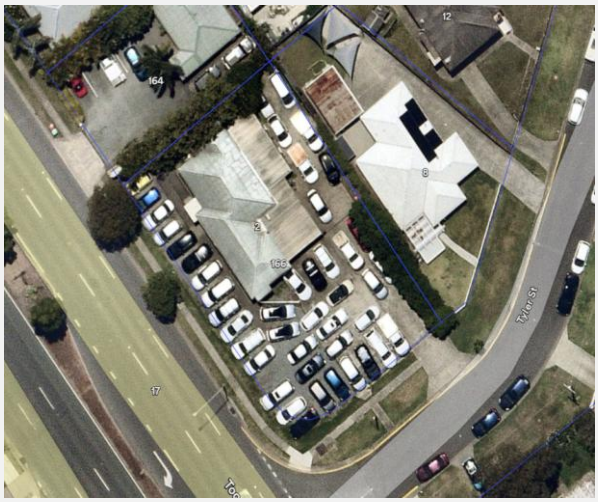
Source: Nearmap, 2024

3.2 Site History

The site has an established history of non-residential activity. Council records include early building approvals associated with a dwelling and a building card dated 14 May 1958 recording a doctor's surgery. A town planning permit was subsequently issued on 26 July 1985 for a Health care institution under Council reference 5316/85, at the former address of 166 Toombul Road. A Certificate of Classification was also issued for a professional or commercial building.

This history establishes an association with non-residential use over several decades. It distinguishes the subject land from a conventional dwelling house site within the interior of the neighbourhood and is relevant to the consideration of a further non-residential use. A more recent car sales activity has also been identified, although an approval for outdoor sales was not located.

Table 2: *Sequence of historical aerial images of subject land showing non-residential uses*

August 1987	August 1992
	
October 2019	**November 2026**
	

3.3 Surrounding Area

The subject land is located at the intersection of Tyler Street and Toombul Road in Northgate. Low-scale detached housing extends east along Tyler Street, and healthcare premises adjoin the northern boundary. Toombul Road is an arterial corridor carrying substantial traffic and accommodating an established mix of commercial and light industrial activity. Premises opposite the site include a service station, a takeaway food outlet and commercial and industrial tenancies.

The site's arterial frontage provides connections to the wider road network and Brisbane Airport, while nearby Northgate railway station provides access to the suburban rail network. **Figure 2** shows the subject land in relation to the surrounding street network, adjoining neighbourhoods and nearby destinations.

The site's position at the transition between the Toombul Road corridor and the residential neighbourhood informs the proposed design. The development uses a residential architectural character and landscaped setbacks to respond to the adjoining housing while making use of the site's access to the arterial road network.

Figure 2: *Aerial image of the subject land and surrounding context*



Source: Nearmap, 2026

3.4 Visitor Facilities and Broader Area

Northgate and the surrounding northeastern suburbs contain sporting venues, entertainment and education facilities, and shopping and recreation destinations relevant to short-term visitors. These facilities serve different groups, including sporting participants and spectators, event attendees and visiting families. Local shopping and dining precincts also provide everyday services for guests.

The selection of two suburban training venues for the Men's Rugby World Cup 2027 illustrates how a major event can generate visitor activity across the northeastern suburbs. The area's established sporting, entertainment and education facilities also provide reasons to visit throughout the year. Some destinations are in nearby Northgate, Nundah and Banyo, while others are accessible through the wider road and rail network. Together, they support the suitability of the site for short-term accommodation serving sporting, event, education and leisure visitors as well as airport travellers.

Table 3: *Surrounding facilities and relevance to the proposed accommodation*

Facility or precinct	Relevance to short-term accommodation
Brisbane Grammar School's Northgate Playing Fields	An established training and competition venue selected as an outdoor training venue for the Men's Rugby World Cup 2027.
St Joseph's Nudgee College	An education and sporting campus also selected as an outdoor training venue for the Men's Rugby World Cup 2027. Its school and sporting activities attract visiting participants, families and support personnel.
Brisbane Entertainment Centre, Boondall	A major venue for concerts, performances and other events, accessible via the northern road network and the Shorncliffe rail corridor.
Nudgee Golf Club	A golf destination that hosts the Queensland PGA Championship, attracting competitors and spectators.
Virginia Golf Club, Banyo	An established golf facility offering visitor access and recreational opportunities.
Albert Bishop Park criterium circuit, Nundah	A dedicated cycling circuit used for organised training and competition.
Eagle Farm and Doomben racecourses	Established racing and event venues that attract leisure and event visitors.
Nundah Village and Banyo Village	Local shopping precincts with supermarkets, dining and other services that support guests' day-to-day needs.

Skygate and DFO Brisbane	An airport precinct offering supermarket and specialty retail, dining and golf-based recreation.
Boondall Wetlands, its Environment Centre and Nudgee Beach	Destinations for walking, cycling, environmental interpretation and bayside recreation.
Australian Catholic University's Brisbane campus, Banyo	A tertiary education campus that may generate visits by academics, students and families.

Figure 3: *Subject land and nearby visitor facilities*



Source: Nearmap, 2026

3.5 Transport Accessibility

Toombul Road connects the subject land to the broader arterial network and Southern Cross Way, supporting access to Brisbane Airport and surrounding employment areas. Northgate railway station is within walking distance and provides access to the metropolitan rail network. Council expressly acknowledged the site's road and rail accessibility in its pre-lodgement advice.

The Traffic Impact Assessment identifies Northgate railway station as a major public transport interchange approximately nine minutes' walk from the subject land. Existing footpaths along Toombul Road provide pedestrian connectivity to the surrounding network. This accessibility

supports the accommodation use and provides an alternative to private vehicle travel for guests and staff.

These connections have a direct functional relationship with visitor accommodation. They support airport-related travel, business trips and other visits to Brisbane, while providing alternatives to private vehicle travel. Vehicle access from Tyler Street connects the development to the surrounding network through its lower-order road frontage and avoids a new direct access to Toombul Road.

Figure 4: *Summary of public transport (buses and trains) in proximity to site*



Source: BCC Community Maps, 2026

4 Proposed Development

4.1 Overview

The proposal involves redevelopment of the subject land for Short-term accommodation in a three-storey building, with 40 guest rooms across the two upper levels. The ground level contains the reception, lobby and concierge facilities, along with car parking and vehicle manoeuvring areas. A service bay, refuse and servicing facilities, staff and storage areas, and an ancillary live-in staff studio are also located at ground level.

Grouped window bays, façade recesses, shaded openings and textured finishes give the building a residential character. Together with landscaped setbacks, these design elements help the building transition from the Toombul Road corridor to the lower-scale residential setting along Tyler Street. The architectural plans are provided in **Attachment A**.

4.2 Development Parameters

Table 4: *Proposed development parameters*

Parameter	Proposed
Guest rooms	40
Building height	Three storeys, approximately 10.5–11.5 metres
Site cover	65.9%
Landscaping	286m^2, equivalent to 27.1% of the site
Eastern setback	1.7m to the ground-level parking edge and 3m to the upper levels, increasing to 5m at façade recesses.
Northern setback	2.55–2.8 metres
Tyler Street setback	2.85–3 metres
Toombul Road setback	3.2 metres, increasing to approximately 5.25 metres at façade recesses
Car parking	18 standard spaces and one accessible space
Servicing	Dedicated VAN service bay and private refuse collection
Vehicle access	Approximately 6.2-metre-wide crossover from Tyler Street
Rooftop	Plant area, with no communal rooftop terrace

4.3 Architectural Design

The building incorporates masonry construction and a contemporary building expression. The materials palette combines beige smooth and textured render, contrasting vertical panels, aluminium-framed glazing, metal Juliet balustrades and sunhood awnings. The longer elevations are articulated through recesses and smaller building components. Grouped windows create a regular domestic rhythm, while shading elements, parapet detailing and changes in finish provide depth and variation.

An entry feature near the corner of Tyler Street and Toombul Road gives the development a legible pedestrian address. The building has been reduced by one level from the concept considered at pre-lodgement. Its two accommodation levels above the operational ground floor moderate the vertical change at the residential edge.

Figure 5: *Perspective of project from Tyler Street*



Source: Yata, 2026

4.4 Landscape Design and Boundary Treatment

Approximately 286m^2, or 27.1% of the site, is allocated to landscaping. Planting is concentrated within the street setbacks and along the eastern boundary. This provides a green setting, softens the building's presentation and screens ground-level parking. The eastern landscape buffer is approximately 1.7 metres wide and accommodates screening trees, palms and shrubs. It exceeds the minimum one-metre buffer recommended in Council's preliminary advice.

A two-metre-high acoustic fence is proposed along the eastern boundary, with fencing and landscaping also provided along the northern interface. Street-facing planting, a landscaped corner and batten screening around the undercroft parking maintain an attractive pedestrian edge. The combination of planting and built screening provides an immediate boundary treatment, supplemented by the establishment and ongoing maintenance of vegetation.

Landscape establishment, maintenance and coordination with services and vehicle sightlines can be secured through reasonable conditions of approval.

4.5 Operational Arrangements

The accommodation will operate with an on-site management presence at all times. At least one administrative staff member will be on site, with generally two staff members present during business hours. Cleaning and maintenance contractors will attend as required. The ground-level live-in studio supports this arrangement.

The reception, lobby and concierge are located near the street corner. Refuse and service facilities are positioned toward the northwestern part of the site, away from the eastern dwelling. Guest accommodation is contained within the building, and no communal rooftop recreation area is proposed. The operating arrangements include management of guest arrivals, quiet hours, contractor attendance, waste collection and complaints. These commitments can be secured through an operational management plan required by a condition of approval.

The continuous management presence provides an identifiable point of responsibility for the use and a direct means of responding to matters affecting neighbouring amenity.

4.6 Access, Parking and Servicing

Vehicle Access

Vehicle access is provided from Tyler Street through a new crossover approximately 6.2 metres wide. Tyler Street is the site's lowest-order road frontage and connects directly to Toombul Road, avoiding a new direct access to the arterial corridor. The Traffic Impact Assessment prepared by SITE Traffic Engineering assesses the proposed crossover as suitable for the development's expected demands. This represents a site-specific response to the standard Type B2 crossover arrangement identified in the assessment, which specifies a minimum width of 6.5 metres.

The assessment also finds that available sight distance along Tyler Street satisfies the access sight-distance requirements identified for the 50km/h road environment.

Parking

The development provides 19 car parking spaces, including one accessible space, together with a separate VAN service bay. A performance-based parking response is advanced having regard to the development's operating characteristics and transport accessibility. The Traffic Impact Assessment identifies the following factors supporting a reduced parking provision:

- Northgate railway station is approximately nine minutes' walk from the site and is classified as a major public transport interchange.

- Generally, only two staff members remain on site throughout the day.
- Cleaning and maintenance contractors attend intermittently rather than occupying parking spaces for the entire day.
- A substantial proportion of airport-related guests are anticipated to arrive by taxi or rideshare without a private vehicle.

The parking justification therefore responds to the expected demand generated by the particular accommodation operation rather than relying solely on the numerical parking rate. The VAN service bay performs a separate servicing function and is distinguished from the guest and staff car parking supply.

Parking Layout

The Traffic Impact Assessment confirms that the standard car parking spaces provide minimum dimensions of 2.5 metres by 5.4 metres. The assessment identifies an approximately 1.2-metre blind-aisle extension beyond space V8, compared with the two-metre provision identified in City Plan. SITE supports this arrangement by reference to AS 2890.1 and the accompanying swept-path analysis. These matters form part of the performance-based assessment of the parking layout rather than an assertion that every element adopts the standard City Plan arrangement.

Traffic Generation and Network Impact

The Traffic Impact Assessment estimates approximately 120 vehicle trips per day and 16 trips during the PM peak hour, comprising ten inbound and six outbound movements. The peak inbound movement equates to approximately one vehicle every six minutes. Most development traffic is expected to connect through Toombul Road, a high-capacity arterial corridor.

SITE concludes that the additional traffic is minimal and is not expected to adversely affect the safe and efficient operation of the surrounding road network. Refer to **Attachment B**.

4.7 Servicing and Refuse Collection

The development provides a dedicated VAN service bay and a screened refuse storage area at ground level. Refuse collection will be undertaken by a private contractor using a low-clearance vehicle, reflecting the 2.6-metre car park clearance identified in the Traffic Impact Assessment. The proposed arrangement is a site-specific alternative to the standard servicing provision identified in the TIA, comprising regular access by a Small Rigid Vehicle and occasional access by a Refuse Collection Vehicle.

SITE supports the alternative servicing approach having regard to the development's operational requirements, the dedicated service bay and access from Tyler Street. The TIA also identifies the allowance for limited service-vehicle manoeuvring associated with minor-road access.

Private collection avoids reliance on Council's standard refuse collection fleet. Collection hours, access to the refuse storage area and coordination with guest and service activity will be managed as part of the operation of the premises. JJ's Waste & Recycling has confirmed that it can adequately service the development for refuse and waste collection and has raised no concerns with the proposed servicing arrangements. This provides operator support for private collection. Refer to **Attachment E**.

4.8 Civil Works and Stormwater

The proposal includes ground-level parking, associated pavements, service infrastructure and landscaped areas. The at-grade arrangement avoids a basement and limits the excavation associated with the development. The civil and stormwater response addresses site drainage, building and pavement levels, the receiving drainage system and service connections. The development incorporates drainage infrastructure to collect and convey runoff to a lawful point of discharge, with stormwater management forming part of the proposed civil works.

The detailed construction, connection and certification of civil infrastructure can be secured through the relevant subsequent approvals and conditions. Refer to the Civil Engineering Report at **Attachment C**.

5 State Planning Framework

5.1 Planning Act 2016

The Planning Act establishes Queensland's statutory framework for land-use planning, development assessment and related matters. The proposed material change of use is assessable development and requires a development permit. The application is subject to impact assessment. Under section 45(5) of the Planning Act, the assessment must address the applicable assessment benchmarks and prescribed matters and may have regard to other relevant matters.

The need for additional visitor accommodation, the site's longstanding non-residential history and its particular locational attributes are advanced as relevant matters alongside the assessment against City Plan. The application therefore presents both a response to the planning scheme and a broader planning justification for the proposed site-specific outcome.

5.2 State Assessment and Referral

State referral requirements are established under the *Planning Regulation 2017*, including Schedule 10, and in some instances are triggered by mapping layers in the development assessment mapping system.

The identified State development assessment mapping includes regional land use categories and water resource planning boundaries. The application does not rely on the presence or absence of a mapping layer alone to determine a referral requirement. The applicable development triggers and mapped interests inform that assessment. The review undertaken for the application has not identified a State referral requirement for the proposed development.

5.3 State Planning Policy

The State Planning Policy ('SPP') expresses the State's interests in land-use planning and development. The relevant State interests include the relationship of development to urban infrastructure, natural hazards and strategic airport and aviation facilities.

The subject land is within an established urban area. The proposal makes use of existing transport connections and provides an urban accommodation use within that setting. The airport context informs the building envelope, lighting, waste storage and construction requirements. Waste will be securely stored, external lighting will be controlled and the development does not include outdoor activities intended to attract wildlife.

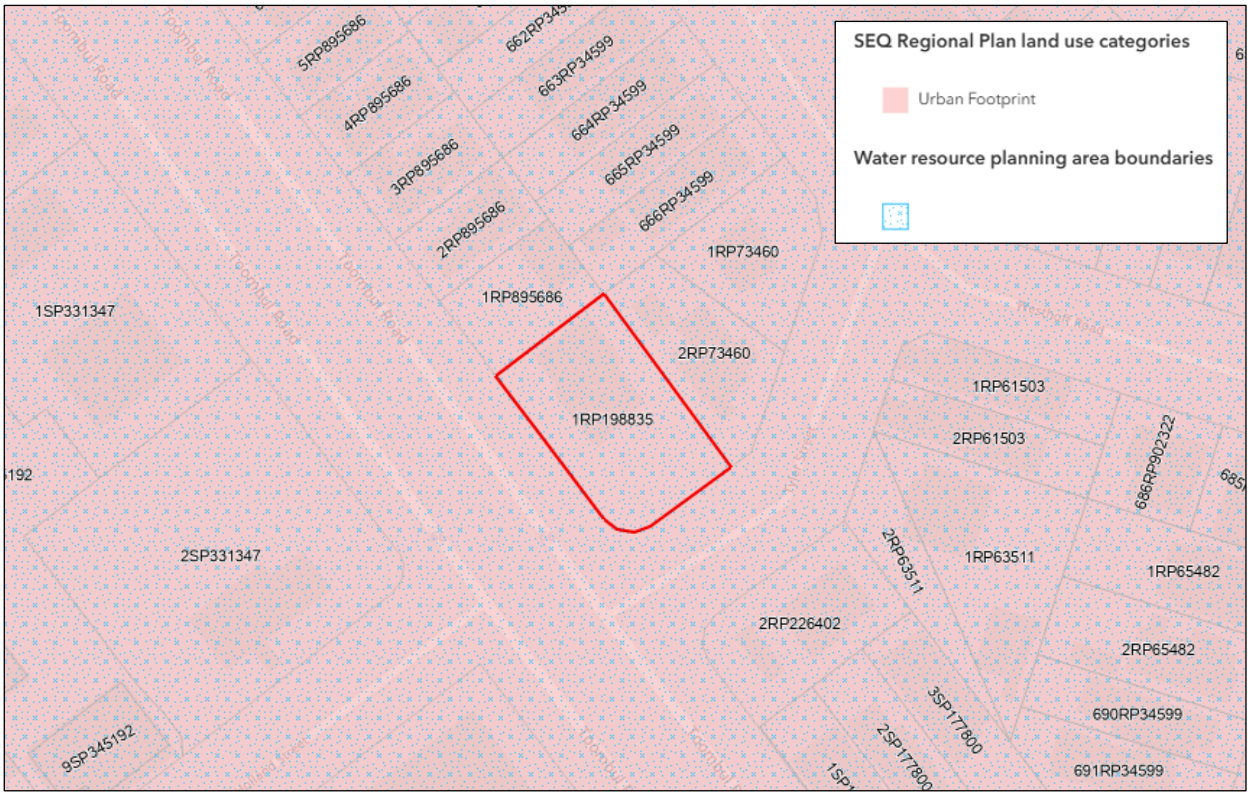
The permanent development and any temporary construction equipment remain subject to applicable aviation requirements. Any separate construction-related permissions, including those applying to cranes, will be obtained through the relevant regulatory processes. The local overlay and development code responses address the proposal's relationship with the identified site constraints. Refer to **Attachment D**.

5.4 South East Queensland Regional Plan 2023

The South East Queensland Regional Plan 2023 ('ShapingSEQ') provides the regional framework for accommodating growth and coordinating development and infrastructure. The subject land is within the Urban Footprint.

The proposal reuses an established urban site for accommodation connected to transport infrastructure and employment activity. It adds visitor capacity within Brisbane without extending the urban footprint or requiring the establishment of a new development area. These attributes support the efficient use of urban land and existing infrastructure. The proposal is compatible with the regional urban setting, with its detailed land-use, built-form and amenity considerations addressed under City Plan.

Figure 6: *ShapingSEQ 2023 land use categories mapping*



Source: Development Assessment Mapping System, 2026

6 Brisbane City Plan 2014

6.1 Overview

Brisbane City Plan 2014, Version 37, effective 18 September 2026, provides the local planning framework for the application. The subject land is within the Low density residential zone and Banyo–Northgate neighbourhood plan area. The assessment addresses the relevant Strategic Framework, zone, neighbourhood plan, overlay and development code provisions. A detailed response to the applicable assessment benchmarks is provided at **Attachment D**. The principal planning merits are discussed in Section 7.

6.2 Defined Use and Category of Assessment

The proposed development is defined as Short-term accommodation. The use provides accommodation for tourists and travellers for periods of less than three consecutive months, with ancillary reception, management and operational facilities. The live-in staff studio is ancillary to the principal accommodation use. The expression "hotel accommodation" is used in this report when discussing the visitor accommodation market. The development application is for Short-term accommodation under City Plan, rather than the separately defined use Hotel.

Table 5: *Category of development and assessment*

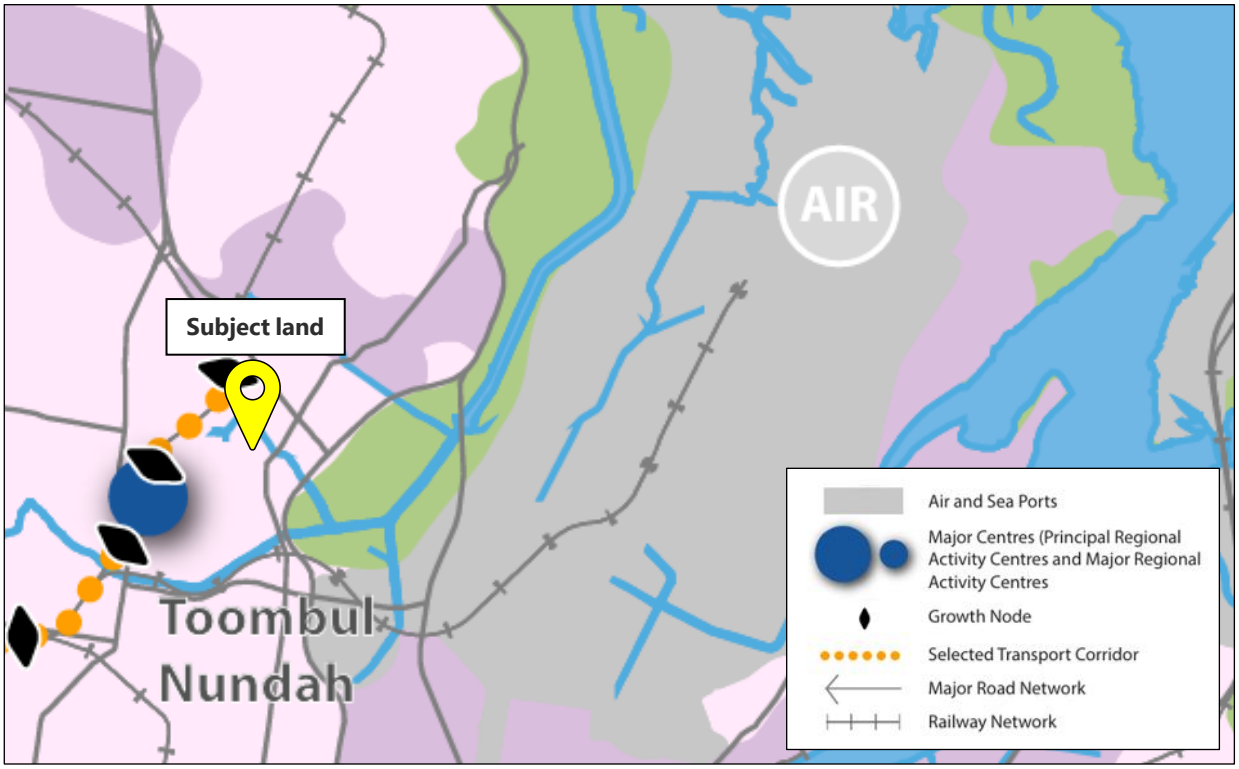
Aspect	City Plan provision	Assessment
Material change of use for Short-term accommodation	Table 5.5.1, Low density residential zone. Short-term accommodation is not expressly identified as accepted or code assessable in the project assessment.	Impact assessment

The application is assessed against the applicable City Plan benchmarks, with regard to the other relevant matters identified in this report.

6.3 Strategic Framework

The Strategic Framework recognises the different roles of Brisbane's residential neighbourhoods, transport corridors, centres and employment areas. The subject land's residential zoning places importance on the protection of adjoining low-scale housing. Its broader setting also includes the Growth Node around Northgate railway station, the Toombul Road arterial corridor and land in the Specialised centre zone.

Figure 7: *CityShape 2031 Land Use Strategic Framework map*



Source: Brisbane City Plan 2014 – Map SFM-002 (gazetted 29 November 2019)

The proposal responds to these combined circumstances through an accessible accommodation use and a building form that provides a transition to the residential neighbourhood. Proximity to the Growth Node does not alter the zoning of the subject land. It nevertheless provides relevant strategic context for the consideration of transport accessibility, land-use diversity and the efficient use of established urban infrastructure.

Table 6: *Strategic planning response*

Strategic consideration	Development response
Accessible urban development	Visitor accommodation is located within walking distance of Northgate station and connected to airport and arterial road infrastructure.
Integration with transport infrastructure	Vehicle access is provided from Tyler Street, with a pedestrian address and landscaped presentation to both frontages.
Transition to lower-intensity neighbourhoods	Two upper accommodation levels, articulated façades, planted setbacks and screened parking moderate the interface between the corridor and housing.

Protection of residential amenity	The eastern landscape buffer, acoustic fencing, controlled outdoor activity and continuous on-site management address the relationship with the adjoining dwelling.
Efficient use of urban land	The proposal reuses a site with a longstanding non-residential history and adds purpose-built accommodation within an established urban area.

Strategic support for accommodation in the wider Toombul–Nundah area provides further context for the role of visitor accommodation in Brisbane's northeast. The proposal is advanced on its own merits, having regard to the particular characteristics of the subject land.

6.4 Low Density Residential Zone

The Low density residential zone provides for low-density dwelling types, together with compatible community uses, small-scale services, facilities and infrastructure. The zone seeks a high level of comfort, quiet, privacy and safety, with buildings set within landscaped areas and integrated with surrounding development.

Figure 8: *Zoning of the subject land*



Source: Brisbane City Plan 2014 Interactive Mapping

The proposed accommodation use and three-storey form are not the conventional development outcome contemplated for the zone. Support is sought through a site-specific merits assessment addressing:

- The arterial corner location.
- Airport and rail accessibility.

- The established non-residential use history.
- The adjoining commercial and industrial corridor.
- The revised building envelope and residential expression.
- The protection of adjoining amenity.
- The demonstrated accommodation need.

The arterial corner supports consideration of a larger building, with the transition to the adjoining dwelling informing the treatment of the eastern elevation. The upper-level setbacks and façade recesses provide separation and break up the building mass above the landscaped boundary. Sections 7.3 to 7.5 assess the Tyler Street presentation, the extent of the height departure and the effects on the adjoining dwelling.

6.5 Banyo-Northgate Neighbourhood Plan

The subject land is within the Banyo–Northgate neighbourhood plan area and outside any mapped neighbourhood plan precinct. Land opposite the site across Toombul Road forms part of the Northgate Station precinct (NPP-001). The precinct outcomes apply to land within that precinct and provide context for assessing the proposal's relationship with surrounding development.

The neighbourhood plan envisages a mix of employment and residential uses around Northgate railway station, with mixed industry and business uses predominating east of the railway line. Across Toombul Road, the Northgate Station precinct provides for a mix of low impact industry, offices, shops and food and drink outlets on land in the Mixed industry and business zone precinct. The site's proximity to the station, nearby employment areas and existing shops and services supports its suitability for short-term accommodation. The accommodation would serve visitors to nearby businesses and other destinations, while guests would have access to local services and public transport.

The proposal also provides a transition between the commercial and industrial activity along Toombul Road and the lower-scale housing to the north and east. The building's residential character, articulated façades and landscaped setbacks help it relate to nearby homes. Compatibility with established industry is a separate consideration. The assessment considers whether guests can be accommodated with an appropriate level of amenity while allowing nearby businesses to continue operating.

Overall outcome (3)(h) requires development to be of a height, scale and form consistent with the amenity, character, community expectations and infrastructure assumptions intended for the site. Where a greater height, scale and form is proposed, the outcome requires both a community need and an economic need for the development. The proposed three-storey form is assessed against the site's arterial frontage, the scale of nearby buildings, its relationship with adjoining properties and the capacity of local infrastructure.

The Property Council's findings on accommodation supply provide broader economic context for the proposed 40 rooms. The proposal would broaden accommodation choice for visitors to nearby businesses, sporting venues and other destinations, with access to Northgate station and the surrounding road network. The two guest floors accommodate those rooms while allowing

reception, parking and servicing to be consolidated at ground level within the building footprint. Section 7.4 assesses how that arrangement, including the height above Council's stated expectation, presents to Tyler Street and the adjoining dwelling.

6.6 Overlays

The relevant mapped overlays and the development's response are summarised below.

Table 7: *Overlay considerations*

Overlay	Development response
Airport environs	The airport setting informs the building envelope, controlled lighting and secure waste storage. Construction activities remain subject to applicable aviation requirements.
Critical infrastructure and movement network	Access is provided from Tyler Street, and the civil and traffic arrangements address the development's relationship with surrounding infrastructure.
Dwelling house character	The application is for Short-term accommodation. The mapped overlay has been considered in relation to the proposed use and works and is distinct from a Traditional building character overlay demolition trigger.
Industrial amenity	The accommodation is designed as a sensitive use within an established mixed setting. The planning response addresses guest amenity and the continued lawful operation of surrounding businesses.
Potential and actual acid sulfate soils	The at-grade arrangement limits excavation. Earthworks and any associated soil management obligations apply to the construction of the development.
Road hierarchy	Access is provided from Tyler Street, avoiding a new direct access to Toombul Road.
Streetscape hierarchy	Landscaped setbacks, screened parking and a defined pedestrian entrance provide an attractive frontage treatment. Frontage works and street-tree protection form part of the development's implementation.
Transport air quality corridor	The corridor setting informs the building's environmental design, including the relationship between guest accommodation, openings and ventilation.

Transport noise corridor	The building envelope and services will provide the internal acoustic environment required for the accommodation use, with façade and ventilation requirements coordinated through detailed building design.

The relevant performance responses are addressed in **Attachment D**, with the principal amenity considerations discussed in Section 7.

6.7 Assessment Benchmarks

The relevant assessment benchmarks include:

- Low density residential zone code.
- Banyo–Northgate neighbourhood plan code.
- Short-term accommodation code.
- Multiple dwelling code, to the extent relevant to built form, amenity, landscaping and open space.
- Applicable overlay codes.
- Filling and excavation code.
- Infrastructure design code.
- Landscape work code.
- Stormwater code.
- Transport, access, parking and servicing code.

The detailed Code Compliance Assessment at **Attachment D** identifies the relevant outcomes and the proposal's response. The application relies on performance-based assessment where the proposed use, height or design differs from the conventional outcome. Those matters are addressed through the site-specific planning justification below.

7 Key Planning Considerations

7.1 Overview

The proposal's planning merits arise from the relationship between a demonstrated accommodation need and the opportunity presented by this particular site. The key considerations are the suitability of the use, the proposed transition in built form, the protection of residential amenity and the capacity of the site and surrounding infrastructure to accommodate the development. These matters are assessed together, with the eastern residential interface central to the design response.

7.2 Suitability of the Proposed Use

The suitability of the subject land for short-term accommodation arises from the combination of transport accessibility, surrounding visitor destinations and its established non-residential setting.

Council's pre-lodgement advice acknowledged the arterial road frontage, connections to long-distance transport routes, walking access to Northgate railway station and proximity to the station Growth Node. Council also identified access to other facilities as a matter requiring particular justification. The facilities described in Section 3.2 directly inform that assessment.

The site is positioned to serve visitors accessing Brisbane Grammar School's Northgate Playing Fields, Nudgee College, Brisbane Entertainment Centre, Nudgee and Virginia Golf Clubs, Albert Bishop Park and the wider northeastern sporting and recreation network. Eagle Farm and Doomben racecourses provide further event destinations within the broader catchment.

These facilities provide a functional connection with short-term accommodation for sporting participants, spectators, visiting families and event attendees. The selection of Brisbane Grammar School and Nudgee College as Men's Rugby World Cup 2027 training venues further demonstrates the role of the northeastern suburbs in supporting major international sporting activity.

Access to shopping and visitor services also supports the accommodation use. Nundah Village and Banyo Village provide everyday retail services, while Skygate accommodates a broader shopping, dining and leisure offer. The location therefore combines access to visitor destinations with the services required during a short stay.

The proposed accommodation is not dependent on a single attraction or event. Airport-related travel, business activity, sporting participation, entertainment and visits to family or educational institutions provide a range of potential reasons for guests to stay in this part of Brisbane. This diversity supports a continuing accommodation role beyond the Brisbane 2032 Games.

The facilities are distributed across the local area and wider northeastern catchment. The relevant planning consideration is their accessibility through the surrounding road and public transport networks, together with walking access to Northgate station. This provides a substantive locational response to the Short-term accommodation code, considered alongside the proposal's design and amenity measures.

The site's longstanding healthcare use and arterial corner position further distinguish it from an internal suburban dwelling site. The proposed accommodation responds to those attributes through a residentially expressed building, landscaped boundaries and continuous on-site management.

The combination of transport connections, access to facilities and the site-specific design response supports the proposed use in this location.

7.3 Built Form and Residential Transition

The site occupies the corner where the Toombul Road corridor meets the lower-scale residential streetscape of Tyler Street. As shown in the Tyler Street perspective (Figure 5), the longer elevations are divided by façade recesses, grouped windows, sunhoods and changes in finish. These elements break up the upper floors into smaller components and give the street elevation a domestic window rhythm. The entry near the intersection gives the building a clear address and locates the principal pedestrian arrival point toward the arterial corner.

The landscaped corner and street setbacks provide a planted foreground, with batten screening reducing views into the undercroft parking. Along Tyler Street, these elements soften the base of the building as it is seen in the context of nearby housing. At the eastern boundary, the upper-level setbacks and façade recesses provide the principal separation from the adjoining dwelling, as discussed in Section 7.4.

7.4 Building Height, Scale and Setbacks

The proposed three-storey building is approximately 10.5–11.5 metres high, around 1–2 metres above the 9.5-metre height identified by Council alongside its two-storey expectation. The pre-lodgement concept has been reduced from four storeys to three. The revised envelope contains two guest floors above a ground level that accommodates reception, parking and servicing.

The arterial corner provides an appropriate setting for the larger building form. The most sensitive view of the additional height is from the east, where Tyler Street returns to a lower-scale residential setting. The relevant considerations at that interface are the separation of the upper floors, the extent of continuous wall visible from the adjoining property and the effect of the building on solar access.

The upper levels are generally set back approximately three metres from the eastern boundary, increasing to approximately five metres at façade recesses. This variation interrupts the upper-level wall and provides greater separation from the dwelling at the recessed sections. The northern setback is approximately 2.55–2.8 metres. The eastern landscape buffer provides screening at ground level, while the upper setbacks and recesses moderate the perceived scale above it.

The 65.9% site cover reflects a consolidated footprint with parking and operational areas beneath the accommodation. Approximately 27.1% of the site remains allocated to landscaping, including the street setbacks and eastern buffer.

YATA's shadow diagrams identify no overshadowing of the eastern dwelling between 9am and 3pm at the summer and winter solstices (refer to Section 7.5 and Attachment A). The rooftop is reserved for plant, with no communal terrace above the third storey. Taken together, the articulated upper floors, eastern setbacks, ground-level screening and demonstrated solar access provide a site-specific basis for supporting the proposed height.

7.5 Residential Amenity

Privacy and Building Separation

The eastern dwelling is the principal sensitive interface. The proposed 1.7-metre landscape buffer and two-metre acoustic fence provide ground-level separation and screening. No projecting guest balconies or communal outdoor gathering areas are proposed toward that boundary.

The upper-level setbacks and recessed façade sections provide separation between the accommodation rooms and adjoining premises. Privacy protection forms part of the performance response for eastern-facing openings. Fixed screening, obscure glazing or equivalent treatments can be secured where necessary through conditions specifying an effective privacy outcome.

The resulting arrangement directs the principal arrival and reception activity toward the street corner and limits external guest activity beside the dwelling.

Solar Access

The shadow assessment prepared by YATA Architecture indicates that shadows fall predominantly over the subject land and adjoining road reserves. The assessment identifies no overshadowing of the eastern dwelling between 9am and 3pm at the summer and winter solstices. The site's orientation therefore assists in accommodating the proposed building while maintaining solar access to adjoining housing. Refer to **Attachment A.**

Landscaping

The landscape plan prepared by YATA Architecture (sheet no. DA401 of the architectural set) identifies an integrated landscaping and planting palette across a comprehensive spectrum of growing media, including trees, shrubs, groundcover and climbers selected from a range of climate-appropriate species. Refer to **Attachment A**.

Noise, Lighting and Operation

The proposed fencing, parking screens and distribution of reception and service facilities provide the principal physical measures for managing operational amenity. Continuous on-site management provides oversight of guest arrivals, conduct and servicing and a direct point of contact for neighbouring residents.

Quiet hours, contractor attendance, waste collection, late arrivals and complaint handling will be managed through the operation of the premises. Acoustic detailing should focus on the eastern dwelling, including noise from vehicle manoeuvring, car doors, after-hours arrivals and mechanical plant. The proposed two-metre acoustic fence is a ground-level treatment. Its performance will depend on its detailed construction and the location and height of the relevant

noise sources. External lighting and potential headlight spill will also be managed at the crossover and eastern boundary.

7.6 Transport and Industrial Amenity

The design of guest rooms also needs to account for noise from Toombul Road and nearby commercial and industrial activity. Façade construction, glazing and ventilation can be specified in response to the exposure of individual rooms, with the applicable acoustic and air-quality requirements informing the detailed design.

Where closed windows form part of the environmental response, mechanical ventilation will maintain suitable internal conditions. The proposal is not advanced on the assumption that surrounding businesses must reduce their lawful operations to accommodate it. The accommodation's environmental design responds to its established corridor setting.

Similarly, the transition argument relates to urban form and land-use compatibility. It does not rely on an unverified claim that the building will reduce road or industrial emissions experienced by neighbouring properties.

7.7 Access, Parking and Servicing

The proposal is supported by the Traffic Impact Assessment prepared by SITE Traffic Engineering, reference 80825, Revision 1, dated 22 October 2026. Access from Tyler Street maintains the road hierarchy by avoiding a new direct connection to Toombul Road. SITE supports the approximately 6.2-metre crossover as suitable for the development and finds that available sight distance satisfies the requirements identified in its assessment.

The parking and servicing arrangements incorporate site-specific performance responses. These include the reduced car parking supply, crossover width, blind-aisle extension and use of smaller service vehicles in place of the standard servicing arrangement. The parking response is supported by walking access to Northgate railway station, intermittent contractor attendance and the anticipated use of taxis and rideshare services by airport-related guests. The layout provides 19 car parking spaces, including one accessible space, and a separate VAN service bay.

Refuse collection is proposed through a private contractor using a low-clearance vehicle suited to the ground-floor parking arrangement. The dedicated service bay and screened refuse area provide for servicing within the development, with collection activity managed through the operation of the premises. The estimated traffic generation of 120 daily trips and 16 PM peak-hour trips represent a relatively contained contribution to the surrounding network. SITE concludes that the development is not expected to adversely affect the safe and efficient operation of that network.

The proposal is therefore advanced on the basis of the assessed operational demands and performance responses, rather than an assertion of numerical compliance with every standard parking and servicing provision. Refer to **Attachment B**.

7.8 Civil Infrastructure and Stormwater

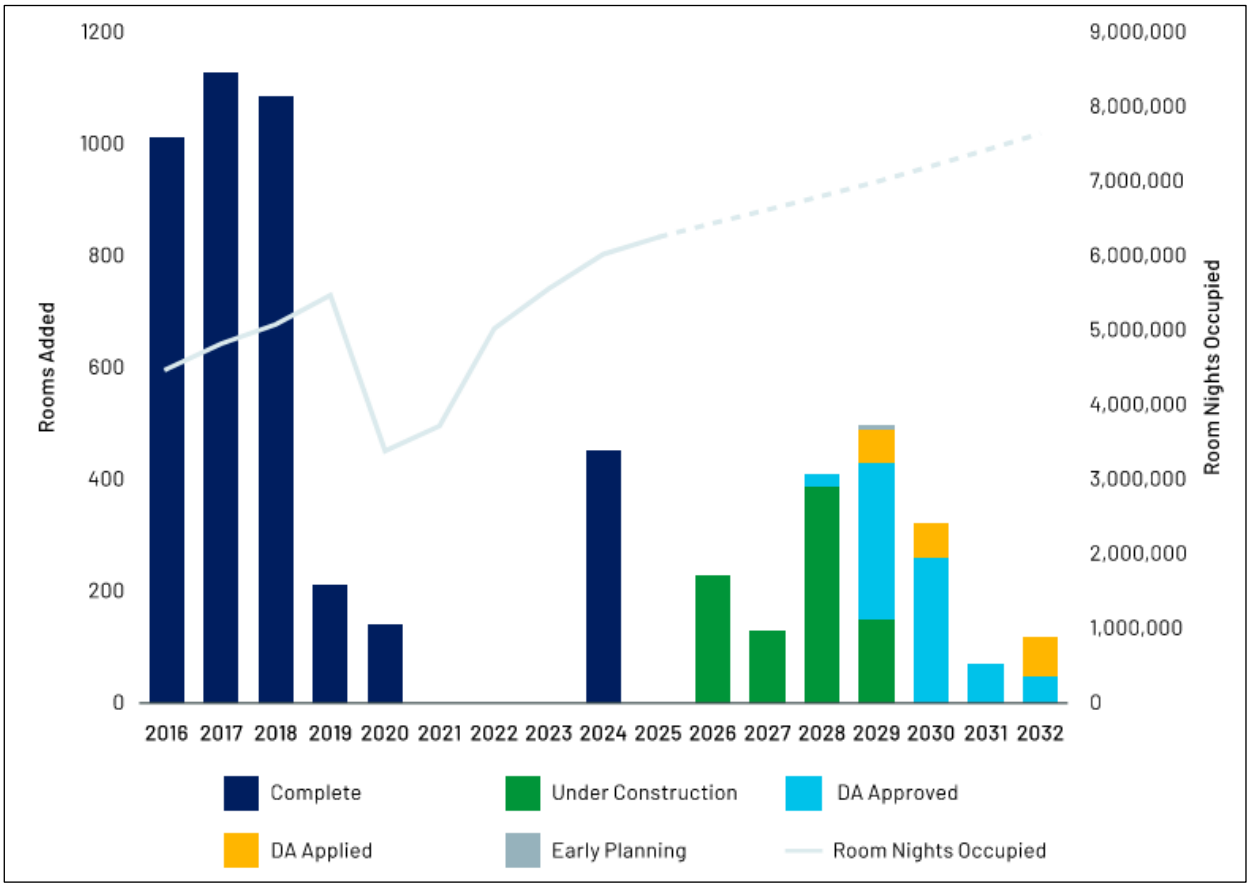
The at-grade ground floor avoids the substantial excavation generally associated with basement parking. The civil response incorporates the development's building levels, pavement runoff, drainage infrastructure and service connections. Stormwater will be managed through a lawful discharge arrangement, with the associated infrastructure delivered as part of the development.

The construction of drainage and other civil works will maintain appropriate boundary conditions and protect adjoining land from adverse changes in runoff. Detailed engineering, connection works, construction certification and any applicable soil management requirements can be secured through subsequent approvals and reasonable conditions. Refer to **Attachment C**.

7.9 Need for Additional Visitor Accommodation

The Property Council of Australia's 2026 Queensland Hotels Outlook, prepared by CBRE Hotels Research; Cordell's, identifies a structural shortage of accommodation as demand strengthens and room delivery remains constrained. This establishes an important planning consideration in support of additional accommodation in suitable locations, particularly where development broadens visitor choice and integrates with surrounding uses.

Figure 9: *Greater Brisbane hotel demand and supply forecast by development stage*



Source: CBRE Hotels Reasearch; Cordell's

Existing Supply Pressure

For Brisbane, the Outlook records occupancy of 76% in the year to March 2026 and average daily rates 64% above 2019 levels. Annual delivery has slowed from more than 1,000 rooms during 2016–2018 to around 90 rooms since 2019. These findings demonstrate pressure on existing capacity and a substantially weaker recent supply response. They establish a citywide accommodation issue rather than a need dependent solely on the Games period.

Forecast Shortfall

The Outlook forecasts a Brisbane capacity gap of approximately 374,000 occupied room nights in 2032 even if the probability-adjusted development pipeline is delivered, measured against its forecast occupancy of 81%. Across South East Queensland, the report identifies a room shortfall of approximately 5,200 on a gross pipeline basis, increasing to around 7,400 after delivery risk is applied.

The Brisbane room-night estimate and regional room estimate are different measures. Both nevertheless point to the importance of additional supply and the consequences of an inadequate development response.

Diversity and Visitor Choice

The Outlook identifies a concentration of recent supply in premium precincts and higher-end products. It also identifies the risk that increasing rates will displace more price-sensitive visitors. The applicant's intended accessible market positioning responds by providing another accommodation option outside premium hotel precincts. The enduring planning benefit is the addition of purpose-built rooms and greater visitor choice. The application does not depend on a regulated tariff commitment.

Contribution of the Proposal

The proposed 40 rooms make a direct contribution to the broader supply task. The location has a credible relationship with airport travel, surrounding business activity and the metropolitan transport network. These connections support an ongoing accommodation role beyond the immediate Games period.

The surrounding sporting, entertainment and education facilities give the proposal a further locational purpose. The development provides an accommodation option for visitors accessing the destinations identified in Section 3.2, including established facilities participating in major international events. This connects the citywide need for additional rooms with identifiable visitor activities in the northeastern suburbs and strengthens the case for additional accommodation outside Brisbane's premium central hotel precincts. The development therefore responds to an existing and continuing need through the reuse of an accessible urban site.

The accommodation need supports consideration of the proposed departures and the development's community and economic contribution. It adds weight to the site-specific design and locational merits rather than replacing the assessment of amenity and infrastructure.

Source: Property Council of Australia, 2026 Queensland Hotels Outlook, May 2026, prepared by CBRE Hotels Research, printed pages 2–5 and 20–27.

A letter of support from S Entertainment Group, a national and international management group operating for more than 30 years, is provided at **Attachment F** and identifies the site's airport access, proximity to golf clubs and local amenities, and road and public transport connections as providing an efficient base for hotel operations, guest transfers and service delivery. The operator anticipates demand from sporting teams and event organisers (including as an official hotel for PGA Queensland), FIFO workers associated with the Brisbane 2032 Games and the broader workforce, and business and leisure travellers.

7.10 Overall Planning Merits

The proposal combines a demonstrated accommodation need with a site that has a direct functional relationship to airport travel, rail infrastructure and surrounding employment activity. The arterial corner position and longstanding non-residential history distinguish the land from an internal suburban dwelling site. The revised building reduces the earlier concept by one level and adopts a residential expression, articulated elevations and landscaped setbacks. Screening, on-site management and the distribution of guest and service activity address the adjoining residential interface.

The resulting planning case rests on the combined merits of:

- A well-connected location suited to visitor accommodation.
- An established association with non-residential activity.
- A reduced and articulated building envelope.
- A landscaped transition to adjoining housing.
- Defined operational and amenity controls.
- A direct contribution to Brisbane's accommodation supply.

These matters provide a substantive basis for approval of a site-specific accommodation outcome.

8 Conclusion

This planning report supports a development application by 166 Toombul Pty Ltd A.C.N. 695 285 280 for a Material change of use for Short-term accommodation at 2 Tyler Street, Northgate. The proposal comprises 40 guest rooms across two upper accommodation levels, with ground-level reception, parking, operational facilities and an ancillary live-in staff studio.

The subject land provides an appropriate opportunity to contribute to Brisbane's visitor accommodation supply. Its airport connections, walking proximity to Northgate railway station and arterial road access have a direct relationship with the proposed use. The established non-residential history and location at the edge of the Toombul Road corridor further distinguish it from an internal suburban dwelling site.

The revised three-storey building provides a considered transition between the commercial and industrial corridor and adjoining low-scale housing. Residentially expressed façades, recesses, planted setbacks and screened parking moderate its presentation, while management and interface treatments protect neighbouring amenity.

The Property Council's 2026 Queensland Hotels Outlook establishes a substantial and continuing need for additional rooms. The proposal responds through purpose-built accommodation in an accessible location and an intended market position that broadens visitor choice.

Having regard to the applicable assessment benchmarks, site characteristics, revised design and other relevant matters, the proposal represents a supportable development outcome. Approval of the development application is respectfully sought, subject to reasonable and relevant conditions.