

Moreton Island Settlements Local Plan

1 Introduction

This Local Plan contains specific additional local planning requirements. Where it conflicts with the requirements of the City Plan, this Local Plan prevails.

In using this Local Plan, reference should also be made to Section 1.1—Using a Local Plan at the front of this chapter.

1.1 Values

Moreton Island's natural values are derived from the significance of its environmental, ecological, geological and biodiversity attributes. In recognition of these values it is listed in the *Register of the National Estate*. The reserved area is relatively undisturbed, retains most of its natural environment and is a major national park in South East Queensland.

Being a sand island, soils are low in nutrient, porous and susceptible to erosion. It has a well developed aquifer, with surface water bodies in the form of swamps and lakes. Because of the sandy nature of the substrata, the aquifer is relatively fast flowing towards the sea. The freshwater lakes support a unique combination of fauna with distinctive geographic distributions. The freshwater and fringing tea-tree vegetation groupings are identified as having a high conservation importance.

There are also very significant marine and inter-tidal habitats along the foreshore. These include salt marshes, tidal flats and sandy beaches of international importance, and seagrass beds and mangrove areas. This makes the island's environment important to biodiversity and ecological processes on local, regional and international scales.

Cultural values are determined by the wider community. The community includes the Indigenous traditional owners and early settlers, the current residents and visitors and the future residents and visitors. The communities in the settlements are small in number but active and conscious of their special character. They exhibit a strong desire to protect the natural environment and the distinctive character of the settlements.

The community at Tangalooma is somewhat different. However, the attraction is still the 'island' experience and the resort's natural attractions. The amenity of the settlements is founded on the solitude and naturalness of their location and their small scale. They remain natural in character with substantial natural vegetation and small scale buildings constructed generally of low impact materials.

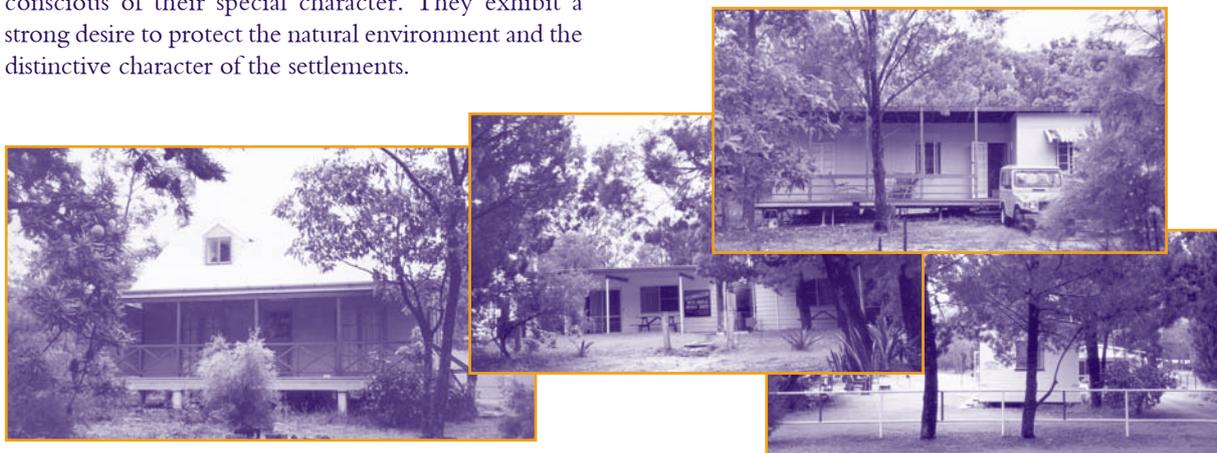
The history of the island is important to the region and the settlements. There are recorded Aboriginal sites and important post-contact sites and structures. While a detailed archaeological and historical record has not yet been compiled there is sufficient information available to support the island's significant historical value. A development permit for building work may only be issued in conjunction with a permit from Council authorising the installation of an on-site domestic waste water disposal system.

1.2 Planning Context

This Local Plan only affects proposals for assessable development and applies to all land in Moreton Island Settlements indicated on Maps A to E. This includes the townships of Bulwer, Cowan Cowan and Koorringal, and Tangalooma Resort.

These settlements and Moreton Island have special unique characteristics and attributes:

- the unique and sensitive environmental attributes of Moreton Island—the island is on the Register of National Estate and 95% of the island is a national park
- the special character of the settlements
- the 'wilderness' experience offered by their relative remoteness and their location at the interface of the environmentally significant Moreton Island National Park and Moreton Bay Marine Park
- the settlements will only ever have very limited services and infrastructure.



A growing demand to experience the uniqueness of the settlements and the island has resulted in increasing pressure from human activity on these wilderness values, and increased the risk of damage.

1.3 Planning Approach

Planning for the settlements must minimise negative impact on the values of the settlements, and be based on:

- constraining human activity
- protecting the unique environment of the island and Moreton Bay
- preserving the special character of the settlements
- implementing the recommendations of the **Moreton Island Settlements Ecologically Sustainable Development (ESD) Plan 1998** for the settlements
- applying the principles of ecological sustainability.

1.4 Ecologically Sustainable Development (ESD) Plan

The Local Plan uses the principles of ecological sustainability, with the precautionary principle as primary guidance for the use of land in the settlements.

The Local Plan is integral to the **ESD Plan** for the settlements, which deals with all aspects of the interaction of the settlements with their unique environment. The Local Plan supports the achievement of ESD outcomes as well as complementing a range of other statutory and management plans for the adjacent areas of Moreton Island National Park and Moreton Bay Marine Park.

1.5 Constraints to Growth of Settlements

Development must be in balance with the capacity of basic infrastructure services available on the island and the sensitive environment. Expansion of the settlements and subdivision of existing allotments are to be discouraged.

Development in the settlements should be of a type and form that is consistent with the natural and cultural values of the settlement and the capacity of the basic infrastructure services available on the island.

Factors influencing the limit to growth are:

- the ability to protect water quality, both underground and on the surface
- the capability of the water table to absorb sewage while maintaining adequate water quality for natural processes and water supply. The aquifer in the settlements is both the sewage disposal system and a source of water for human consumption

- the capacity and type of construction of roads, tracks and parking areas in and around the settlements, which should not require extension, major stabilisation, construction or maintenance
- the capacity to economically dispose of refuse in a manner that supports a sustainable environment
- the retention and preservation of native vegetation that should also be used to support land surface stability
- the preservation of natural land forming processes. In particular, beach erosion is identified as a significant constraint
- power generation by use of fossil fuels that causes pollution, is potentially noisy and is therefore not encouraged
- the protection of significant historical and cultural resources
- the application of the precautionary principle in determining development applications.

2 Development principles

- 2.1 Ground water is to remain free from any contamination caused by human habitation of the island.
- 2.2 Development is to be contained in the settlement boundaries of Bulwer, Cowan Cowan, Koorinal and Tangalooma.
- 2.3 Only low rise, small scale buildings are to be located in the settlements.
- 2.4 Power is to be supplied to residents and visitors principally by using renewable, non-polluting energy for power generation.

3 Area intents

Maps A to E indicate the localities and details of settlement areas of this Local Plan.

The planned role of each settlement respects the natural and cultural values of the island.

3.1 Bulwer

Bulwer is the main access point to the national park and provides basic services for visitors and the resident population. It is a service point for the northern end of the island and is located on the edge of the Bulwer Swamp. This function will continue, based on the principle of visitors to the island and settlement bringing the necessities for their visit with them from the mainland. It will also accommodate permanent and holiday residents in dwellings that are in keeping with the special character and values of the settlement,

but not in resort type accommodation. The most appropriate type of accommodation for visitors is in home based bed and breakfast style establishments, dispersed through the community.

3.2 Cowan Cowan

This settlement is residential, with permanent and holiday accommodation, predominantly in detached houses. Its role as a 'get-away', remote and in a natural setting, will continue. The settlement will rely on the mainland and other settlements for facilities and services. Bed and breakfast and home stay style visitor accommodation would be favoured. The nearby airstrip is used by Tangalooma Resort for some guest arrivals.

3.3 Koorinal

Koorinal has significant shoreline habitat areas, in particular mangrove areas, seagrass beds, salt marsh, tidal flats and sandy beaches.

The settlement functions predominantly as a residential area, but is also a service point for the southern part of the island. The area supports a fishing industry in the near vicinity and oyster farming on leases just north of Koorinal and at Toulkerrie.

The role of the settlement for holiday homes/'get-away' residential uses will continue. The service function of supplying fuel, food and provisions for permanent residents will also continue. This will be based on the principle of being a supplement to residents provisioning from the mainland. The most appropriate type of

accommodation for visitors is in home based, bed and breakfast style establishments, dispersed through the community.

3.4 Tangalooma

Tangalooma is a holiday resort. It has a wide range of services and infrastructure, as well as a variety of accommodation types for guests and staff. Access is by ferry, or by aircraft using the airstrip at Cowan Cowan. The role as a tourist resort will continue, and be based on the amenities of the resort as well as the natural attractions of the island and Moreton Bay. The main role for Tangalooma will be as a centre for tourism on Moreton Island. It will provide a range of tourist accommodation, activities and services. The nature and extent of these must not exceed the capacity of the settlement's environment to absorb their impact without detriment to the values of Moreton Island and the settlement.

4 Level of Assessment

The following table contains exceptions to the level of assessment, overriding the levels of assessment in Chapter 3.

A preliminary approval may change the level of assessment identified in this table.

The trigger for assessment in the level of assessment table is material change of use and/or building work (associated with a use or structure specified in the level of assessment table) unless otherwise specified.

4.1 Moreton Island Settlements Local Plan Area

Self Assessment	Applicable Codes
1. House where complying with the Acceptable Solutions in the House Code and the Acceptable Solutions for a House in the Moreton Island Settlements Local Plan Code	Moreton Island Settlements Local Plan Code and House Code
Impact Assessment	Relevant Codes
Generally appropriate	
1. House where not complying with the Acceptable Solutions of the House Code or the Acceptable Solution for a House in the Moreton Island Settlements Local Plan Code	Moreton Island Settlements Local Plan Code and House Code
2. Any other material change of use and/or building work where: <ul style="list-style-type: none"> compatible with low density residential and tourist accommodation building work is in the form of houses and is consistent with the character of the settlement 	Moreton Island Settlements Local Plan Code
Generally inappropriate	
1. Any other material change of use	

5 Moreton Island Settlements Local Plan Code

This Code provides additional and/or alternative Acceptable Solutions to the Codes in Chapter 5 and takes precedence over the Codes in Chapter 5.

The purpose of this Code is to ensure that development in the Local Plan area is consistent with the Development principles and Precinct intents of this Local Plan.

5.1 Approval of assessable development

A proposal for assessable development in a settlement will only be considered where:

- the proposal is compatible with the intent, principles, objectives and environmental outcomes
- the proposal is consistent with the intended role and intended establishment of the settlement in which it is located
- all potential impacts of the proposal have been appropriately mitigated having regard to the objectives and principles and environmental outcomes detailed in this Local Plan.

All development is to be low impact and self-sufficient in terms of energy generation, water collection and effluent disposal. There is no intention to reticulate any of these services on Moreton Island. The townships are to be primarily comprised of allotments containing one dwelling each. New development that would provide service facilities to campers is unlikely to be approved.

5.1.1 Reconfiguring a lot

To ensure that environmental impacts are not increased and to assist in retaining the current character of the settlements, reconfiguring a lot other than by a rearrangement of boundaries is inappropriate.

5.1.2 Tangalooma Resort

This Local Plan does not apply to:

- any lawful existing use, lots or works, or
- any future development relating to:
 - any existing development approval, or
 - conditions attaching to an existing development approval.

5.2 General Performance Criteria

The general Performance Criteria for the settlements are derived from the values, planning context, approach and constraints outlined in Section 1 and the development principles in Section 2 of this Local Plan. They reflect the

natural and cultural values, role and land use constraints of the settlements, and incorporate the principles of ecological sustainability.

5.2.1 Land use and built form

Land use

- ensure development on any land in the settlements supports the role of the settlement
- protect or enhance the natural and cultural values of the settlements by ensuring that any proposal is low intensity and low impact
- monitor development on site and quickly redress any negative impacts
- limit the size of the settlements to the extent of freehold land and number of allotments existing at the time this Local Plan came into force
- use land, whether an individual site or the settlement as a whole, in a manner that will not adversely affect the natural values of Moreton Island.

Built form

- maintain the character and natural setting of the settlements by constructing buildings at an appropriate scale
- incorporate best practice for energy efficiency
- maintain the high levels of amenity of the settlements by designing to ensure the visual and acoustic privacy of nearby residents.

5.2.2 Natural values

The natural values of the settlements must be protected by using ecological sustainability principles, minimising interference with ecological systems, maintaining biodiversity and accommodating natural processes.

Ecological sustainability

- apply the precautionary principle in the assessment of impacts of land uses so that development may only proceed where there are no threats or potential threats of serious or irreversible damage and any environmental impacts can be reliably mitigated.

Ecology

- ensure that activities in the settlements do not adversely affect the natural water cycle, and preserve the quantity and quality of surface water and the aquifer as environmental resources for future generations

- minimise disturbance of ecosystems in or near the settlements by utilising best practice construction, landscaping and site development practices and minimising physical disturbance of soils, the water cycle and nutrient values.

Biodiversity

- protect natural vegetation by minimising site clearance, reinstating native vegetation and using native species from seed stock of the island when landscaping
- protect natural habitats in or adjacent to the settlements
- keep development clear of foreshore habitats and erosion-prone areas.

Natural processes

- accommodate the natural process of beach and land erosion, extreme weather conditions and fire by allowing for natural erosion, preventing any unnatural erosion, ensuring development is capable of withstanding extreme weather conditions, and mitigating the effects of fire hazard.

5.2.3 Cultural values

- sustain the cultural values of the settlements by protecting their character and cultural assets.

Character retention

- retain the current roles of the settlements
- maintain the character of the settlements, other than Tangalooma, as low to very low density residential, predominantly holiday or retirement homes, with only supplementary services available. Tangalooma is intended to retain its character as a holiday resort based around the natural attractions of its island location
- use the community's strong care and concern for their settlements to foster a sense of stewardship by involving the community in taking decisions under this Local Plan
- provide non-discriminatory access in accordance with applicable laws and Codes.

Cultural assets retention

- protect identified heritage places in accordance with relevant legislation and best practices. If a potential heritage place is discovered it shall be protected at least until its significance is established
- use and manage publicly owned land so as to further the goals, aims and objectives of the ESD Plan and this Local Plan.

5.2.4 Infrastructure

Power

- minimise pollution by the generation of power for each site from renewable and non-polluting fuel. Solar is preferred, with stand-by (supplementary) supply generated by either gas or petrol or diesel, in that order of preference.

Water

- collect water on site and use it in a self-sustaining manner
- use water supply from ground water sources for emergencies and stand-by purposes only
- minimise disruption to or interference with the natural water cycle in the settlements.

Refuse disposal

- dispose of household refuse to a refuse transfer facility provided for that purpose. The property owner is personally responsible for ensuring that refuse of any other kind including sludge from a septic tank, waste building materials, car bodies or unwanted white goods, is taken to an approved refuse receiving facility on the mainland.

Sewerage disposal

- dispose of effluent from toilets, ablutions, kitchens, laundries and stand pipes in a manner that will not impact on ground water.

Vehicle access

- retain current island standards of roads and tracks.

Stormwater

- ensure water from a development entering the natural stormwater system is of a quality equivalent to that occurring naturally
- retain natural stormwater systems and continue to use them for stormwater disposal.

5.3 Specific Performance Criteria and Acceptable Solutions

Performance Criteria	Acceptable Solutions
House	
<p>P1 Houses must blend with the landscape and minimise environmental impacts</p>	<p>A1 The house:</p> <ul style="list-style-type: none"> • has a gross floor area of less than 200m² • is not higher than 8.5m or 2 storeys • has an effluent disposal system complying with Schedule 1—Sewage Treatment Effluent Quality of this Local Plan • employs a rainwater collecting system that incorporates a minimum water storage capacity of 12,000 litres • entails the generation of electricity by means of solar power, with only emergency supplies that may be supplemented by use of either a gas, petrol or diesel generator, in that order of preference • is not in an erosion prone area shown on Maps B to E
All assessable development (other than a house)	
<p>P2 Impact assessable development must be compatible with low density residential and tourist accommodation and be in the form of houses and be consistent with the character of the settlement</p>	<p>A2.1 Ground water—A sewerage disposal system is provided that complies with the sewage treatment effluent quality standards in Schedule 1—Sewage Treatment Effluent Quality of this Local Plan</p> <p>A2.2 Roofwater collection—A rainwater collection system is employed that has a minimum water storage capacity of 12,000 litres</p> <p>A2.3 Traffic and carparking—The proposal does not include paving and sealing of roads or tracks. One carparking space per residential unit is provided</p> <p>A2.4 Noise—Noise sources are attenuated in line with good neighbour practices, relevant planning scheme policies and in compliance with the <i>Environmental Protection (Noise) Policy 1997</i></p> <p>A2.5 Dust and smoke—No perceptible dust or smoke is generated by any activity resulting from the proposed development</p> <p>A2.6 Erosion—Where a proposal involves erosion prone land it is designed and constructed so as not to interfere with natural processes. Sites affected by an erosion prone area designation are indicated on the maps in the Local Plan</p>

Performance Criteria	Acceptable Solutions
	<p>A2.7 Visual impact—No part of any building or structure is above the height of the tree canopy and any building is designed in sympathy with the surrounding built form and the natural surroundings</p> <p>A2.8 Privacy—The proposal is located, positioned and designed to ensure the visual and acoustic privacy of nearby residents</p> <p>A2.9 Power generation—Electrical power is generated on site by means of solar power, with only supplementary supplies by either a gas or a petrol or a diesel generator, in that order of preference. Potential hazards with the storage of liquid fuels and batteries are mitigated</p> <p>A2.10 Refuse—The proposal provides adequate on-site storage of refuse generated by the use until it can be disposed of on the mainland <i>Note: the term ‘refuse’ in this Local Plan is residue material, including sludge from either a septic system or a composting toilet system</i></p> <p>A2.11 Vegetation—The proposal is designed, constructed and operated to retain as much existing natural vegetation on site as practicable. Sound bushfire mitigation practices are used in vegetation retention</p> <p>A2.12 Impact costs—All environmental impacts of development are fully mitigated with all costs of mitigation borne by the applicant of the development</p>

Schedule 1—Sewage treatment effluent quality

The minimum quality of effluent discharging to a disposal area on land must comply with the following parameters:

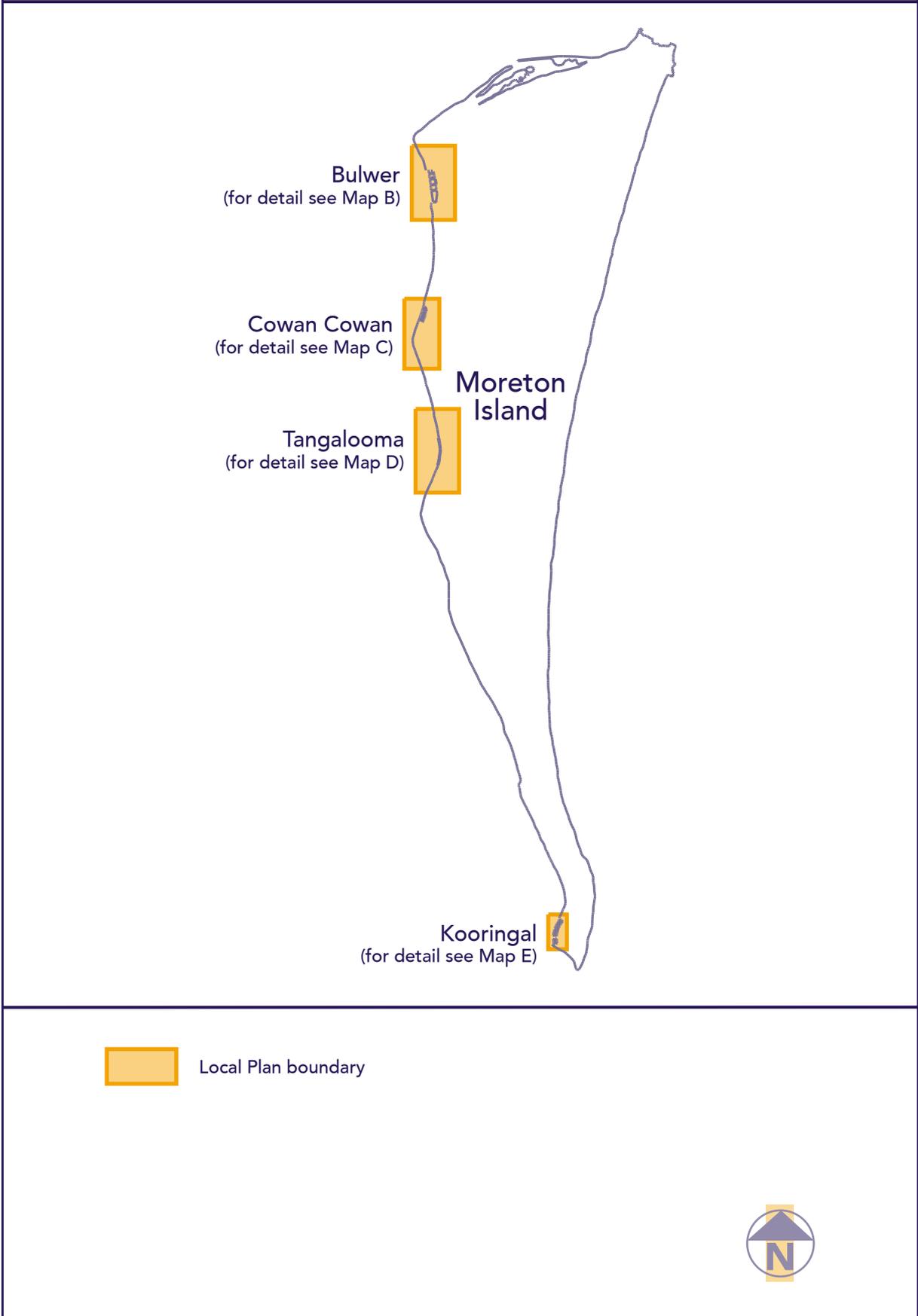
- BOD (Biochemical Oxygen Demand) <10 mg/L
- SS (Suspended Solids) < 5 mg/L
- TN (Total Nitrogen NO₃—N) <10 mg/L
- TP (Total Phosphorus PO₄—P) <10 mg/L
- Thermotolerant Coliforms (E Col/Faecal Coliform) <10 organisms/100ml.

Effluent flows are calculated at 130 litres per person per day if water saving devices are used, otherwise effluent flows are calculated at 150 litres per person per day.

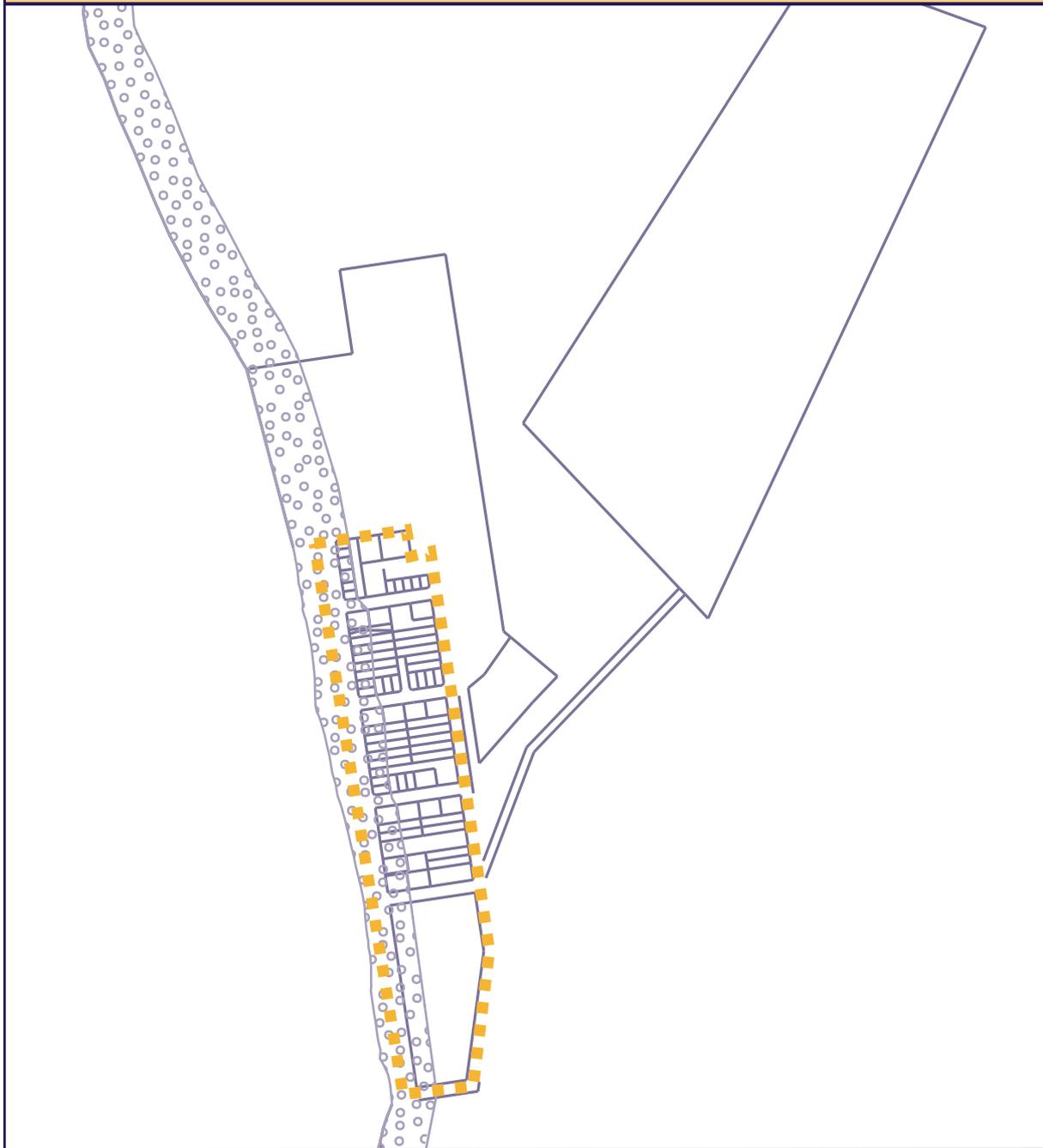
For the purpose of determining whether a system complies with these criteria it will be sufficient to provide either the manufacturer's specifications and test results from an identical system verifying compliance or a certificate from a suitably qualified engineer verifying compliance. In either case the land owner, together with the manufacturer and or suitably qualified engineer, will be responsible for any malfunction of the system or equipment, and will also be responsible for any environmental damage caused.

The sludge (by-products and residues) from on-site sewage/wastewater treatment system, septic tank, treatment plant, grease trap, composting toilet, electrical toilet or chemical toilet will not be disposed of on Moreton Island, but will be suitably contained and removed from the island and disposed of on the mainland in accordance with Council requirements.

Map A: Moreton Island Settlements Localities



Map B: Bulwer

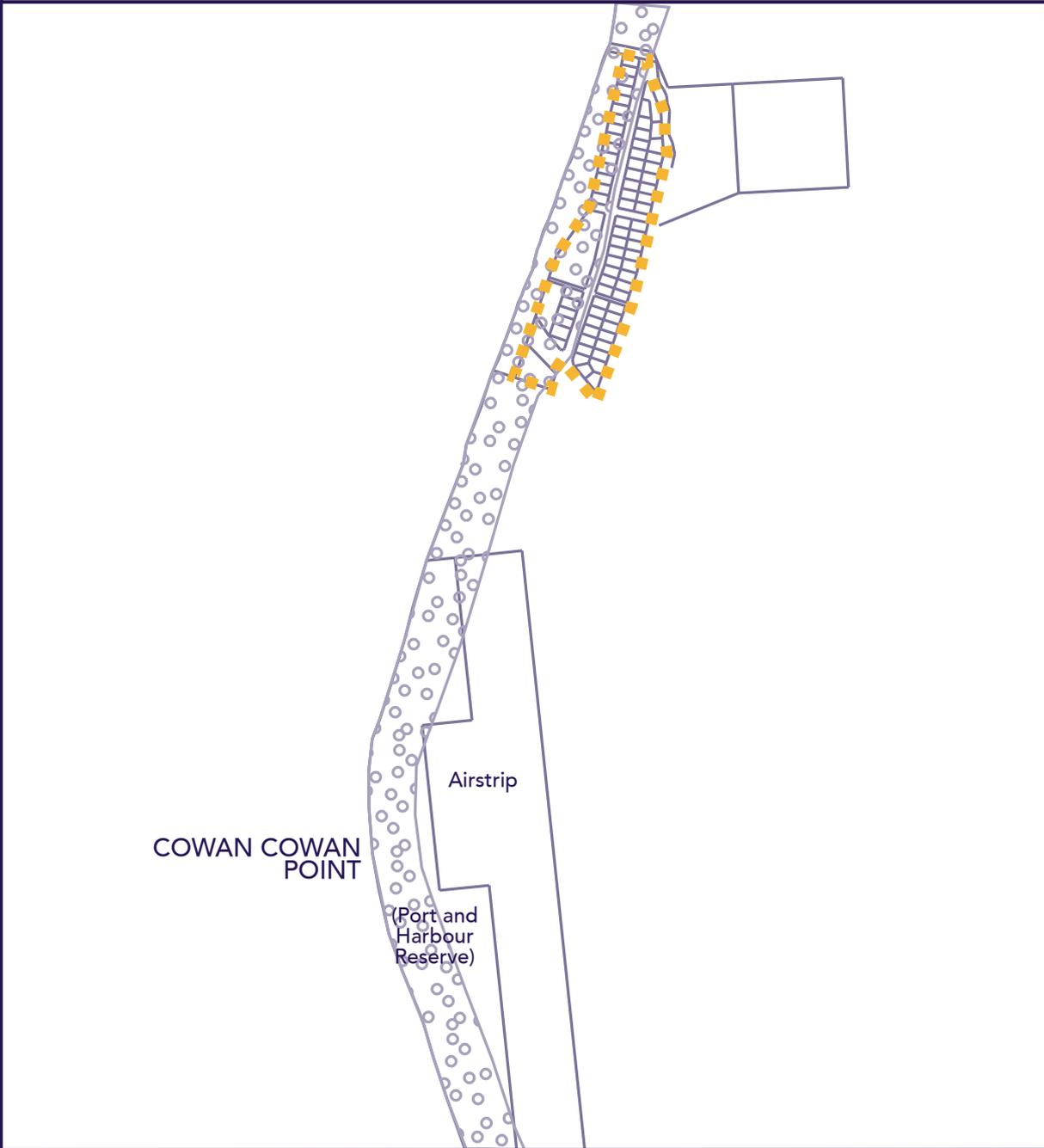


■ ■ ■ ■ Local Plan boundary

 Erosion prone land



Map C: Cowan Cowan

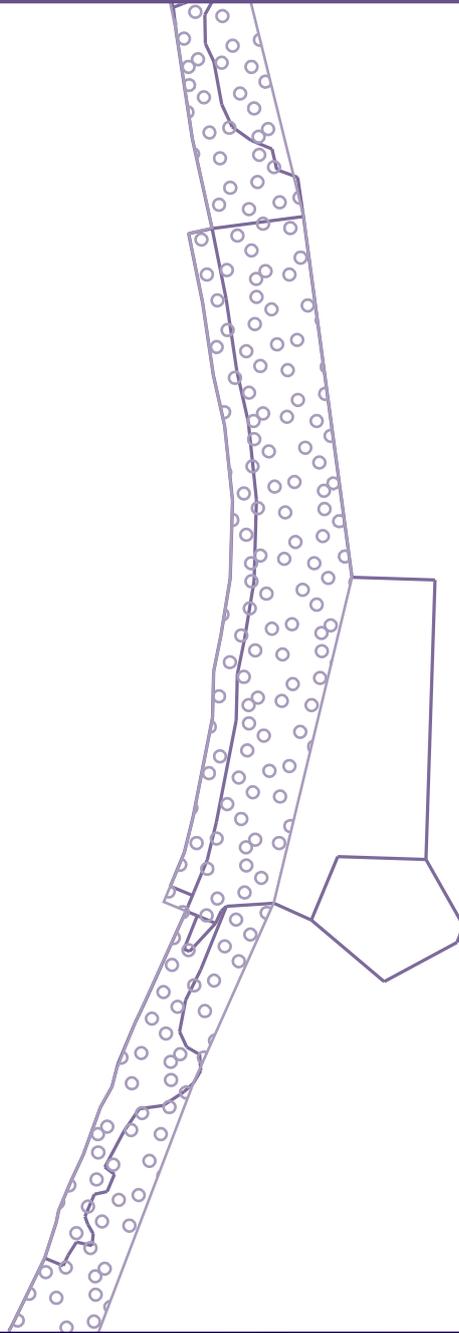


Local Plan boundary

Erosion prone land



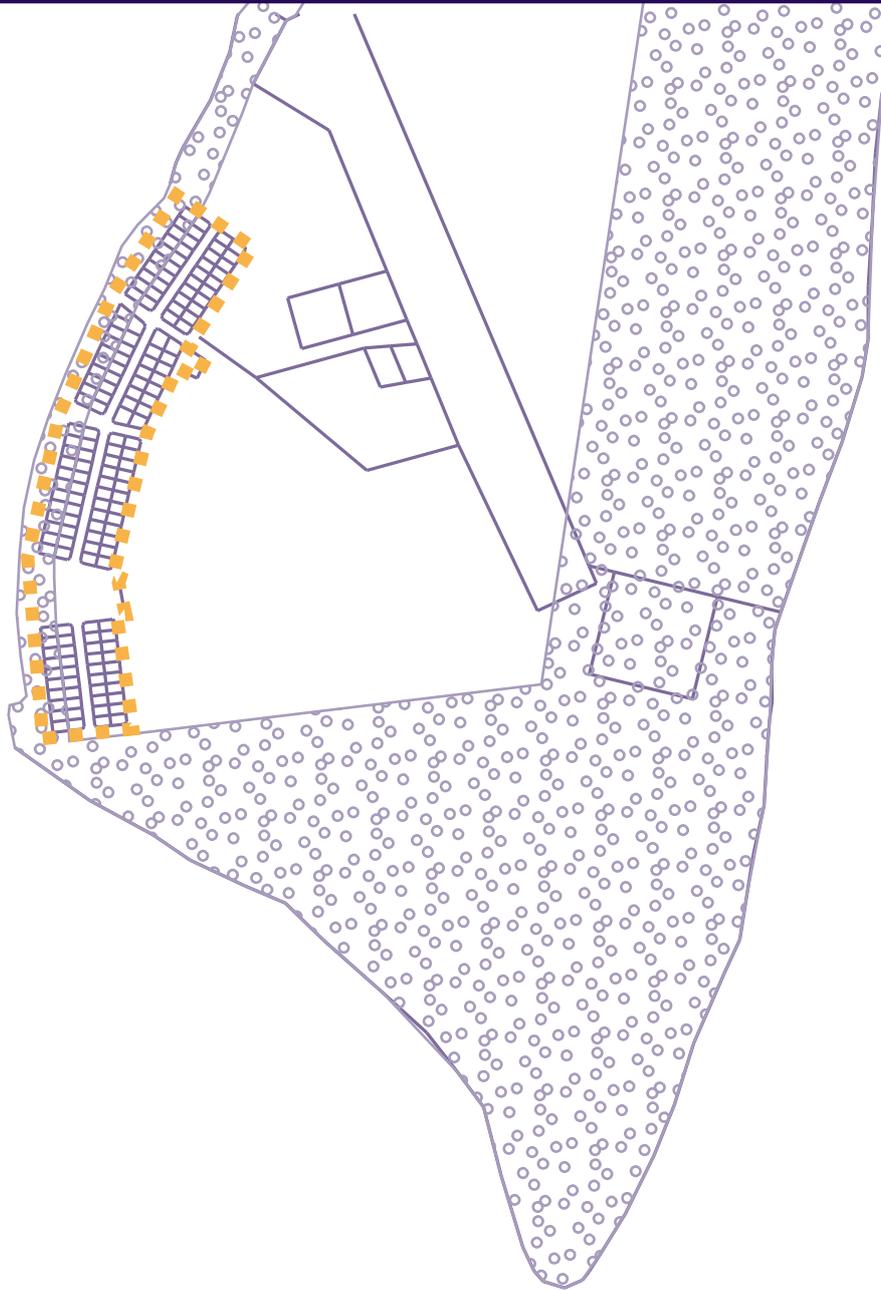
Map D: Tangalooma



Erosion prone land



Map E: Kooringal



Local Plan boundary



Erosion prone land

