

ORDINARY MEETING 3 DECEMBER 2014	5.2
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FAR NORTH QUEENSLAND REGIONAL ORGANISATION OF COUNCILS  
DEVELOPMENT MANUAL (ISSUE 6) - PLANNING SCHEME POLICY NO.6

Michael Matthews-Project Engineer  
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**RECOMMENDATION:**

**That Council:**

1. **Adopt the proposed amendments for Issue 6 (03.14) to the FNQROC Development Manual being Planning Scheme Policy No.6 of the Douglas Shire Planning Scheme as modified, having regard to the submissions received; and**
2. **Place a notice in the Queensland Government Gazette, the Port Douglas and Mossman Gazette and on Council's website advising of Council's decision to adopt the amendments with an effective date of 1 January, 2015.**

**EXECUTIVE SUMMARY:**

The Far North Queensland Regional Organisation of Councils (FNQROC) has recently undertaken a review of the Regional Development Manual ("the manual"). The FNQROC Development Manual is a Planning Scheme Policy of Council.

At the June 3 Meeting Council resolved to:

1. Amend the Far North Queensland Regional Organisation of Councils Development Manual Planning Scheme Policy in accordance with Chapter 3 Part 5 of the *Sustainable Planning Act 2009*; and
2. Proceed to public consultation of the proposed amendments as required under the *Sustainable Planning Act 2009*.

The public consultation phase has now been completed. The *Sustainable Planning Act (SPA)*, Statutory Guideline 02/14 guides making and amending local planning instruments. Council must now consider every properly made submission received on the proposed amendments and decide if it will adopt the updated policy.

**BACKGROUND:**

The Far North Queensland Regional Organisation of Councils (FNQROC) has recently undertaken a review of the Regional Development Manual ("the manual"). The manual provides a comprehensive set of guidelines for carrying out various civil engineering works within the local government areas of: Cairns, Cassowary Coast, Cook, Douglas, Mareeba and Tablelands.

The purpose of these latest amendments (referred to as Issue 6), is to ensure the manual continues to be functional and up-to-date and to provide a consistent set of standards which can be referred to, particularly for the development of infrastructure and operational works.

The FNQROC Executive Officer has managed the review and amendment process, including the consultation phase.

The process to date has included:

- 10 January 2014 – advice sent to Councils and Industry of the final submission date of 28 February 2014 for Issue 6 of the Development Manual;
- 14 March 2014 – submissions edited into the manual for Council’s review;
- 1 & 2 April 2014 – Regional working group meeting to review submissions;
- 14 May 2014 – Proposed amended manual sent to councils for public consultation;
- 3 June 2014 - Douglas Shire Council resolves to amend the Far North Queensland Regional Organisation of Council’s Development Manual Planning Scheme Policy in accordance with Chapter 3 Part 5 of the *Sustainable Planning Act 2009* and to proceed to public consultation of the proposed amendments as required under the *Sustainable Planning Act 2009*.
- 20 June 2014 – Public Consultation open until 1 August 2014. Public notice was included in the Cairns Post and regional newspapers. Letters were also sent to those registered on the regional contact list;
- 23 July 2014 – Public consultation workshops on the proposed changes;
- 2 September 2014 – Regional working group meeting to review submissions from the public consultation;
- 31 October 2014 – Issue 6 of the Development Manual sent to Councils for final adoption after considering all public consultation submissions. (Submissions and proposed responses attached as appendix A).

The Regional Development Manual is a Planning Scheme Policy and amendments must follow Part 5 of the *Sustainable Planning Act 2009*. This includes a minimum 20 day consultation period, and review and response to any submissions received during the consultation period. Statutory guidelines 02/14 sets out the process for amending a Planning Scheme Policy.

**COMMENT:**

In accordance with the Statutory Guideline 02/14, Council must consider every properly made submission on the proposed changes and decide if it will:

1. Adopt the proposed amended Development Manual (Issue 6); or
2. Adopt the proposed amended Development Manual (Issue 6), with changes, or
3. Not proceed with the proposed amended Development Manual (Issue 6).

A number of submissions were received on the proposed amendments to the FNQROC Development Manual. The submissions are summarised in Attachment 1 to this report along with how the submissions were actioned by the FNQROC Engineers Working Group (“EWG”).

Council has representatives from Infrastructure, Water and Waste and Development & Environment on the EWG and they were involved in the review process.

It is recommended that Council adopt the proposed amended Development Manual (Issue 6).

As soon as practical after Council adopts the amended Development Manual, Council must place a notice in the Queensland Government Gazette, a local newspaper circulating in the area and on Council's website advising of Council's decision to adopt the amendments with an effective date of 1 January, 2015. A copy of the notice must also be sent to the FNQROC Executive Officer.

The FNQROC Executive Officer will collate member council notices and send an electronic copy of the amended Development Manual (Issue 6) with the notices to the Chief Executive of the Department of State Development, Infrastructure and Planning.

The FNQROC Development Manual was prepared to ensure a consistent set of development and engineering standards across the region. The manual is a living document that will be continually reviewed to ensure it remains contemporary and reflects the needs of the users.

It is recommended that Council adopt the proposed amended Development Manual (Issue 6), having regard to the submissions received.

**CORPORATE/OPERATIONAL PLAN, POLICY REFERENCE:**

The amendment to the FNQROC Development Manual supports Theme 2 of the Corporate Plan – Building a Sustainable Economic Base.

**CONSULTATION:**

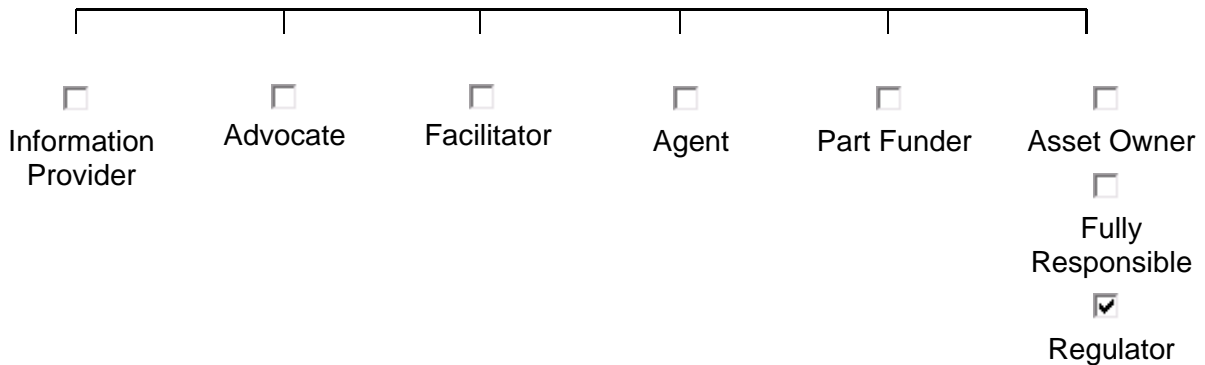
The public consultation period was undertaken from the 20 June 2014 to 1 August 2014. Council officers have been involved in and contributed to the review of the FNQROC Development Manual.

The FNQROC Executive Officer has prepared the consultation report attached (Attachment 1).

**COUNCIL'S ROLE:**

Council can play a number of different roles in certain circumstances and it is important to be clear about which role is appropriate for a specific purpose or circumstance. The review and amendment process has been a collective effort from participating Councils and the development industry.

The following areas outline where Council has a clear responsibility to act:



<b>Regulator:</b>	Meeting the responsibilities associated with regulating activities through legislation or local law.
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**RISK MANAGEMENT IMPLICATIONS:**

Without a process for continually updating the manual, Council will eventually have a manual that is not functional, failing to provide a consistent set of relevant standards to which developers and Council can refer. Additionally, an out of date manual will not provide standards for assets that are best practice for this region and which best meet the community's needs by way of design, asset life and maintenance costs.

**SUSTAINABILITY IMPLICATIONS:**

**ECONOMIC:** Financial sustainability of the Council would be at risk if infrastructure is under designed, has a shorter than optimum life or is costly to maintain. If Council's requirements are inconsistent with the manual then developers may not have the confidence to deliver projects in the Shire.

**ENVIRONMENTAL:** Less than industry standard designs, suitable to the tropical environment can lead to environmental impacts through the release of materials to the environment outside licence conditions. Difficult to maintain or under designed assets may also impact adversely on energy and resource use.

**SOCIAL:** Communities expect assets such as roads, bridges and water/wastewater systems to be safe and designed to the required standards and deliver value for money.

**ATTACHMENTS:**

Attachment 1 - Public Consultation Report

## Attachment 1 - Public Consultation Report

Submitter	Part, Section, Clause or Drawing No.	Submission	Remarks	Recommendation
	<b>User Guide</b>			
Cairns Strategic Planning	Introduction	Include in the user guide a statement that identifies the manual provides the minimum design standards and specifications	P&E law have identified that while each design guidelines and specification identifies it as a minimum standard the user guide does not and this should be amended.	Recommend inclusion
	<b>CP1 Construction Procedures</b>			
Mark Jeynes - FGF	Appendix A - p8 'Sewer Main construction'	WSA02-2002 has been replaced with WSA 02-2014		Recommended
Mark Jeynes - FGF	Appendix A - Test Requirements	Amend reference to test requirements: <ul style="list-style-type: none"> <li>• Q111A is now Q141B (AS 1289.5.3.1)</li> <li>• Q111C is now Q140A (AS 1289.5.4.1)</li> <li>• Q112 is now Q141A</li> <li>• Q110A is now Q142A (AS1289.5.1.1)</li> <li>• Q110B is now Q142B (AS 1289.5.2.1)</li> <li>• Q132A is now Q142E (AS 1289.5.5.1)</li> <li>• Q142c is (AS 1289.5.7.1)</li> </ul>	(note: no equivalent for Q1110B given)	Recommended

<p>RPS</p>	<p>Appendix P - 3b.</p>	<p>Amend to read</p> <p>b) Service plans shall be submitted in Grayscale 'PDF' format, digitally certified or with the certification (Appendix K) as per Section CP1.22 subsection 2 and with two (2) additional B&amp;W hard copy paper prints, produced for each service on the consultants drawing sheets. Both PDF and hardcopy plans must be legible.</p> <p>The plans shall be prepared according to the following scales and sheet sizes:-</p> <ul style="list-style-type: none"> <li>i. Stormwater Drainage - 1: 500 (A3 Sheets) - <b>A1 hardcopies printed at A3 (1:1000)</b></li> <li>ii. Sewerage - 1: 500 (A3 Sheets) - <b>A1 hardcopies printed at A3 (1:1000)</b></li> <li>iii. Water - 1: 500 (A3 Sheets) - <b>A1 hardcopies printed at A3 (1:1000)</b></li> <li>iv. Reservoir Sites - 1:200 (A3 Sheets)</li> <li>v. Pump Stations - 1:200 (A3 Sheets)</li> <li>vi. Treatment Plants - 1:200 (A3 Sheets)</li> </ul>	<p>If plans are going to be required at A3 with the scale 1:500 it will mean four A3 plans will be required to cover what was covered by one A1 sheet at 1:500. See attached example. This adds a significant amount of time to produce the plans, printing costs and extra clutter to each sheet. see link</p>	<p>Amended Stormwater, Sewerage and Water back to A1 as it was before. Also made amendment to require only 1 copy not 2.</p>
<p>Public Consultation workshop</p>	<p>Appendix Q clause 4.3</p>	<p>Amend to read:</p> <p>4.3 Final Release The balance of the security will be released within one (1) month after <b>the issue of the final works acceptance certificate following the expiry</b> <del>the expiry of the period of</del> of the defects liability <b>period</b>, provided all the works including any remedial works have been finally and satisfactorily executed.</p>		<p>Recommended</p>

	D4 Stormwater Drainage			
Public consultation workshop discussions CRC	D4.13 Allotment drainage/Catchdrain	<p>Amend to read:</p> <ol style="list-style-type: none"> <li>1. It should be noted that underground roof and allotment drainage systems as detailed in Section <del>5.18</del> 7.13.5 of QUDM shall not be permitted. All inter allotment drainage works shall be conveyed above ground via <b>open channel</b> catch drains <del>and/or by extension of</del> <b>linking to</b> Councils minor drainage system.</li> <li>2. <b>It should be noted that it is Council's preference for lots to drain towards the road reserve, drainage reserve or adjacent creek, stream or defined waterway where the site's characteristics lends itself to such a design.</b> All allotments that do not drain towards a road frontage shall be provided with stormwater services in accordance with the following:             <ol style="list-style-type: none"> <li>a. Where the allotment drains to an adjacent creek or drainage reserve, each allotment shall be provided with a 450mm x 450mm concrete or HDPE pit with galvanised grate. Each pit shall have a 150mm class SH UPVC outlet pipe discharging to the adjacent creek or drainage reserve. The pit shall be located at the lowest corner of the allotment and provision to facilitate entry of the roof pipe system for the future dwelling construction. The Outlet pipe shall be protected with a 300mm minimum concrete surround and suitable scour protection works to the creek bank or drainage reserve.</li> </ol> </li> </ol>	<p>The intention of the amendment is to highlight Council's preference of avoidance of inter-allotment easements, which creates maintenance burden and accessibility challenges to Council, as well as the property owners. (linked to MSC Local Government Specific inclusion) CCRC provided copy of GC Standard Drawing</p>	<p>Recommended with additional sentence at the end... "Maintenance of the easement within the property is the responsibility of the property owner."</p>

		<p><del>b. In all other instances</del> In instances where the site's characteristics does not lend itself to draining towards the road reserve, drainage reserve or adjacent creek, stream or defined waterway (e.g. hillslope developments), a catch drain shall be provided in an easement. The width of easement shall contain the ARI 100 year storm flow from the upstream catchment or be three (3) metre wide, which ever is greater. Property fences shall be designed as to not adversely interfere with the conveyance of stormwater through these catch drains, and/or cause undue blockages.</p>		
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	D6 Water Reticulation			
CRC W&W	D6.01 Scope Item 5	Replace "Department of Environment and Resource Management" with " the relevant state government department"		Recommended
CRC W&W	D6.04 Reference documents	last item Department of Energy and Water Supply		Recommended

<p>CRC W&amp;W</p>	<p>D6.07 Design Criteria Item 3 b.</p>	<p>See email about additional wording On-Lot Fire Systems      The purpose of fire provision specified in this manual is to meet network level fire fighting requirements. Water supply network design in accordance with this manual is not intended to cater for individual property fire fighting flow requirements. Provision for on-lot fire fighting requirements is the responsibility of the Building Owner. Council does not guarantee a standard of service available from its mains for such fire fighting systems. While a hydrant test certificate may indicate the FNQROC desired standards of service were exceeded at the time of the test, it should not be assumed that this level of service will be available at all times and during a fire event. Selection, or adoption, of flows and pressures in excess of the FNQROC desired standards of service is at the owners/hydraulic consultants risk. <b>Council does not permit direct pumped connections to its water supply network for boosted fire systems unless otherwise approved. <del>If a pumped fire fighting system is proposed, it is Council's preference not to allow a direct pump connection to its mains.</del></b> Council's preference is for a "break tank" that will serve as a physical hydraulic separation between the pump operation and the upstream hydraulic impact on Council's system.</p> <p><b>Any proposal to utilise boosted pumping directly from the mains must be supported by hydraulic analysis undertaken by a competent RPEQ engineer confirming that the main is adequately protected from very low pressures (ground water intrusion and implosion) and excessive transient water pressures associated with pump and valve operation (water hammer).</b></p>		<p>Recommended</p>
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	D7 Sewerage System			
CRC W&W	D7.05 item 4	Reword "The designer is required to demonstrate that <b>there is sufficient capacity in the downstream sewerage network</b> <del>the downstream capacity is available in the sewerage network</del> , from the proposed connection point to the nearest downstream trunk sewer."		Recommended
CRC W&W	Table 7.1 Equivalent Demands	remove "-" from before 0.6		Recommended
CRC W&W	D7.13 Item 5	Reword "The Property connections into maintenance shafts are not permitted." to " <b>Property connection branches are permitted to maintenance shafts only when in accordance with the manufacturer's instructions</b> ".	Some maintenance shafts can have connections made to them while some don't i.e. Poo pits	Recommended
CRC W&W	D7.13 Item 8	in first line after "...extend.." correct spelling of "within"		Recommended
CRC W&W	D7.16 Item 14	change "6 hours" to "4 hours". Include wording after generator "...to have standby generator <b>or diesel pump</b> ....."		Recommended with the inclusion "As approved by Council"
CRC W&W	D7.22 Item 1	change "6 hours" to "4 hours".		Recommended
CRC W&W	D7.22 Item 2	change "6 hours" to "4 hours".		Recommended
CRC W&W	New section "Creek Crossings" between D7.12 and D7.13	Where a sewer crossing of a water course is proposed the sewer is to have 1.5m cover. If the cover is less than 1.5m then the sewer is to be in DICL and concrete encased. Regardless of the cover if the water course is considered unstable and susceptible to erosion the sewer should be in DICL and concrete encased.	To be reviewed	Recommended

	<b>S6 Sewerage Reticulation - Specification</b>			
CRC W&W	S6.01 Item 7	Reword "Smart Sewers are to be designed and constructed in accordance with <b>SEQ Water Supply and Sewerage Design and Construction Code</b> – <del>Nusewers Design and Construction Specification with the modification or clarification to this document detailed in Appendix B of Design Manual – D7 – Sewerage Systems</del> "		Recommended
CRC W&W	S6.02 reference documents	Delete "Queensland Urban Utilities Sewerage Standards" and Replace with " <b>SEQ Water Supply and Sewerage Design and Construction Code</b> "		Recommended
	<b>Mareeba Shire Council LG Specific</b>			
Public Consultation meeting	D4.13 additional clause	Council to reconsider inclusion within the LG specific changes proposed to D4.13 within the default may resolve the issue.		No Action needed

	Standard Drawings			
Cheshire Kerbing Pty Ltd	S1000	Reduce the height of the kerb by 30mm	We have had many complaints concerning the layback Kerbs in Subdivisions being too high for modern day cars. Then the required a vehicle crossing to be constructed. To do this the kerb is saw cut in the invert of the channel forming a cold joint and allowing water to penetrate under the Kerb and road causing failures. If the height of the kerb is reduced by 30mm which would eliminate the need to cut in vehicle crossings. This would cut cost and maintain the integrity of the initial construction. (copy of proposed drawing amendment in DM5 hyperlink	Not recommended. We would have to decrease crest height of road and will not fit stormwater pipe.
Public Consultation workshop	S1010 CRC to default	Add note re low density residential min 1.3m		Recommended
Public Consultation workshop	S1015		Footpath issue, need to review - change variable footpath to variable verge and have note re footpath. Needs further discussion. Also need consistency between S1015, S1035 and S1110	Recommended. Also recommended to amend 'footpath' to 'verge' and include note for Cook shire council "fibre can be used in lieu of reinforcement fabric"
Public Consultation workshop	S1016	Need to change back to 2.5% and need to consider groundfill sights as well		Recommended

Public Consultation workshop	S1035			Recommended change back to 2.5%. Recommend change 90mm pvc to 100mm pvc and Installation of approved Kerb Adaptors and pull in roofwater outlet across verge amended drawing.
Tablelands Regional Council	S3005	Proposed to add a concrete surround to sectional elevation	To mitigate cracking of around the joint that is currently causing maintenance problems in TRC	not recommended. Not needed with heavy duty fibre glass
Public Consultation workshop	New road hierarchy drawing	Alignments differ on the drawing on either side and these all need to be consistent with what is in Table D6.2 (D6.10)		
Public Consultation workshop	MSC LG Specific drawing - Standard kerb & channel NIB crossing	Keep out of development Manual		Recommended