In the Planning and Environment Court

Held at: Cairns

No. 123 of 2014

Between:

GORDON ALLAN WELLHAM

Appellant

And:

DOUGLAS SHIRE COUNCIL

Respondent

JUDGMENT

Before His Honour Judge Everson

Date of Hearing:

07 November 2014

Date of Order:

07 November 2014

THIS MATTER HAVING on this day come on for hearing by way of appeal against the decision of the Respondent to approve, subject to conditions, a Development Application for a Material Change of Use for a Service Industry (Limousine/ Bus Depot and Electrical Sales and Service) ("the Application") on land located at 5957R Davidson Street, Craiglie, more particularly as Lot 57 on C22511 ("the land").

AND UPON HEARING the Solicitor for the Appellant and the Solicitor for the Respondent.

IT IS ADJUDGED THAT:

- The appeal be allowed; and
- The Application be approved subject to the conditions in the Development Approval package attached hereto and marked "A" which comprises pages 3 to 31.

Filed by:	All About Law
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	Registrar

Filed on:

ATTACHMENT "A"

APPROVED DRAWING(S) AND/OR DOCUMENT(S)

The term 'approved drawing(s) and/or document(s)' or other similar expression means:

Drawing or Document	Reference	Date
Site Plan	Exemplar Drawing 101, Revision B	22 January 2014
Car Parking and Pedestrian Flows	Exemplar Drawing 102, Revision B	22 January 2014
Ground Floor Proposed Plan	Exemplar Drawing 202, Revision B	22 January 2014
Main Building, East and West Elevations	Exemplar Drawing 204, Revision B	22 January 2014
Main Building North and South Elevations	Exemplar Drawing 205, Revision B	22 January 2014
Schematics	Exemplar Drawing 500, Revision B	22 January 2014
Ground Floor Existing	Exemplar Drawing 201, Revision A	6 December 2013
First Floor Existing and Proposed	Exemplar Drawing 203, Revision A	6 December 2013
Canopy Plan	Exemplar Drawing 206, Revision A	6 December 2013
Canopy Elevations	Exemplar Drawing 207, Revision A	6 December 2013
Landscape Overview	Exemplar Drawing 301, Revision A	6 December 2013
Landscape Plan	Exemplar Project no 1301, Drawing 302a	12 December 2013
Landscape Details	Exemplar Project no 1301, Drawing 302b	12 December 2013
Driveway Plan	Exemplar Project No 1301, Drawing 302c dated 12 December 2013 and as amended by condition 3	To be determined

ASSESSMENT MANAGER CONDITIONS

- 1. Carry out the approved development generally in accordance with the approved drawing(s) and/or document(s), and in accordance with:
 - (a) The specifications, facts and circumstances as set out in the application submitted to Council;
 - (b) The following conditions of approval and the requirements of Council's Planning Scheme and the FNQROC Development Manual.

Except where modified by these conditions of approval

Timing of Effect

 The conditions of the Development Permit must be effected prior to Commencement of Use, except where specified otherwise in these conditions of approval.

Amendment to Design

- 3. The proposed development must be amended to accommodate the following changes:
 - (a) provide a two (2) metre wide concrete footpath to the full width of the property frontage external to the land and landscape the verge between the footpath and the road pavement to Davidson Street (Captain Cook Highway) with plant material (not gravel or paving). The Driveway Plan, Exemplar Project No 1301, Drawing 302c dated 12 December 2013, is to be amended deleting the 'Manicured Turf and Exiting Verge' and including the concrete pathway and landscaping in accordance with the FNQROC Development Manual standard and any requirements of the Department of Transport and Main Roads;
 - (b) remove the existing grease trap, currently inside the premises;
 - (c) where it is proposed to provide onsite vehicle washing, provide a silt trap to the covered, vehicle wash bay area;
 - (d) remove the two (2) mango trees adjacent to the parking area in the rear yard adjacent to Council's sewer easement, by cutting the trunk above ground level and poisoning the remaining stump; and
 - (e) remove pole structures in the front of the building and in the road reserve.

 Details of the above amendments must be endorsed by the Chief Executive Officer prior to issue of a Development Permit for Operational Work.

Vehicle Wash Bay / Detailing Area

4. Where the land use includes a vehicle wash bay it must be undertaken in a covered and bunded area that is connected to Council's sewer with a silt trap and any other compliance requirements, in accordance with a Trade Waste Environmental Management Plan 2011. The infrastructure must be to the satisfaction of the Chief Executive Officer and compliance is to be achieved prior to the commencement of washing vehicles on the land.

Staff Parking

Staff vehicles are to be parked on the land.

Airconditioning Screens

6. Airconditioning units located above ground level and visible from the street must be screened with appropriate materials to improve the appearance of the building.

Sustainable Development

7. The office component of the Service Industry must comply as far as practically possible with the provisions of 4.6.7 of the Sustainable Development Code of the Douglas Shire Planning Scheme 2006, or a higher standard as required by the *Building Code of Australia* (BCA).

Damage to Council Infrastructure

8. In the event that any part of Council's existing sewer, water supply, stormwater and/or road infrastructure is damaged as a result of construction activities occurring on the site, including but not limited to; mobilisation of heavy construction equipment, stripping and grubbing, the applicant/owner must notify Council immediately of the affected infrastructure and have it repaired or replaced at the developer's/owner's/builder's cost, prior to the Commencement of the Use.

Water Supply Internal

9. When providing any water supply sub-metering, where installed, the infrastructure must be designed and installed in accordance with the *Plumbing and Drainage Act* 2002 and the *Water Act* 2000 at a location on the land agreed to by the Chief Executive Officer.

Vehicle Parking

10. The amount of vehicle parking must be as specified in Council's Planning Scheme which is a minimum of six (6) spaces. The car parking must be provided prior to the Commencement of the Use.

The car parking layout must comply with the Australian Standard AS2890.1 2004 Parking Facilities – off-street car parking and be constructed in accordance with Austroads and good engineering design having regard to the following:

- (a) The initial driveway access from the state-controlled road and the disabled driver car parking space and connecting pedestrian access to the building is to be sealed, drained and marked; and
- (b) The remaining driveway and vehicular manoeuvring areas must be appropriately gravelled with crushed rock, drained and marked.

All works are to be undertaken to the satisfaction of the Chief Executive Officer under a Development Permit for Operational Work.

Bicycle Parking

11. Provide secured, on-site bicycle parking in accordance with Table 10-1 of AUSTROADS Guide to Traffic Engineering Practice Part 14 – Bicycles for a minimum of two (2) parking spaces. The bicycle parking area must be constructed prior to the Commencement of the Use and to the satisfaction of the Chief Executive Officer.

Loading and Unloading

12. All loading and unloading must occur on the land.

Lighting

13. All lighting installed on the premises, including car parking areas, must be certified by Ergon Energy (or such other suitably qualified person). The vertical illumination at a distance of 1.5 metres outside the boundary of the subject land must not exceed eight (8) lux, measured at any level upwards from ground level.

External Works

- 14. Undertake the following works external to the land at no cost to Council:
 - (a) construct a two (2) metre wide concrete footpath to Davidson Street (Captain Cook Highway) frontage, adjacent to the land and connecting with the adjoining pathway and in accordance with the FNQROC Development Manual Standard Drawing \$1035; and
 - (b) landscape the verge between the footpath and the road pavement for Davidson Street (Captain Cook Highway) with plant material (not gravel or paving) for the whole width of the road frontage, excepting the vehicle crossover, to the requirements of the Department of Transport and Main Road.
 - c. All works in the road reserve need to be properly separated from pedestrians and vehicles, with any diversions adequately signed and guarded.

The external works outlined above constitute Operational Works. Three (3) copies of a plan of the works at A1 size and one (1) copy at A3 size must be endorsed by the Chief Executive Officer prior to commencement of such works. Such work must be constructed in accordance with the endorsed plan to the satisfaction of the Chief Executive Officer prior to the Commencement of the Use.

Stockpiling and Transportation of Fill Material

Soil used for filling or spoil from the excavation is not to be stockpiled in locations that can be viewed from adjoining premises or a road frontage for any longer than one (1) month from the commencement of the works.

Transportation of fill or spoil to and from the site must not occur within:

- (a) peak traffic times;
- (b) before 7:00 am or after 6:00 pm Monday to Friday;
- (c) before 7:00 am or after 1:00 pm Saturdays; or
- (d) on Sundays or Public Holidays.
- 16. Dust emissions or other air pollutants, including odours, must not extend beyond the boundary of the site and cause a nuisance to surrounding properties.

Storage of Machinery and Plant

17. The storage of any machinery, material and vehicles must not cause a nuisance to surrounding properties, to the satisfaction of the Chief Executive Officer.

Landscaping Plan

18. The site must be landscaped in accordance with details included on a Landscaping Plan. The completion of all landscaping works must be undertaken in accordance with the approved plan prior Commencement of Use. Landscaped areas must be maintained at all times to the satisfaction of the Chief Executive Officer.

Lawful Point of Discharge

19. All stormwater from the property must be directed to a lawful point of discharge such that it does not adversely affect surrounding properties or properties downstream from the development, to the requirements and satisfaction of the Chief Executive Officer.

Minimum Fill and Floor Levels

20. All floor levels in all buildings must be located 100 mm above the Q100 flood immunity, plus any hydraulic grade effect (whichever is the greater), in accordance with the FNQROC Development Manual and Planning Scheme requirements.

Street Fencing

- 21. Any proposed fences and/or walls to any road frontage are to be limited to the following:
 - (a) 1.2 metres in height if solid; or
 - (b) 1.5 metres in height if at least 25 per cent visually transparent; or
 - (c) 1.8 metres in height if at least 50 per cent visually transparent.

Refuse Storage

22. Refuse storage is required to service the site to the satisfaction of the Chief Executive Officer. The refuse bin enclosure must be roofed and enclosed.

Service Area

23. No washing of vehicles is permitted on the land other than as undertaken in regards to the requirement of Condition 4, above.

Crime Prevention Through Environmental Design

24. All lighting and landscaping requirements are to comply with Council's General Policy Crime Prevention Through Environmental Design (CPTED).

CONCURRENCE AGENCY CONDITIONS & REQUIREMENTS

Concurrency Agency	Concurrence Agency Reference	Date	Council Electronic Reference
Department of State Development,	SDA-0114-007493	24 January 2014	412628
Infrastructure and Planning			

Refer to Appendix 2: Concurrence Agency Requirements. (Please note that these conditions / requirements may be superseded by subsequent negotiations with the relevant referral agencies).

ADVICE

- 1. This approval, granted under the provisions of the *Sustainable Planning Act* 2009, shall lapse four (4) years from the day the approval takes effect in accordance with the provisions of section 339 and section 341 of the *Sustainable Planning Act* 2009.
- All building site managers must take all action necessary to ensure building materials and/or machinery on construction sites are secured immediately following the first potential cyclone warning and that relevant emergency telephone contacts are provided to Council officers, prior to commencement of works.
- This approval does not negate the requirement for compliance with all relevant Local Laws and statutory requirements.
- 4. For information relating to the Sustainable Planning Act 2009 log on to www.dsdip.qld.gov.au. To access the *FNQROC Development Manual*, Local Laws and other applicable Policies log on to www.douglas.qld.gov.au.

5. Infrastructure Charges

- 5. A monetary contribution to Council towards the provision of infrastructure is required in accordance with the Infrastructure Charges Notice attached to this decision. The contribution payable will be the lesser amount as calculated in accordance with:
 - (a) the Regulated Charge for non-residential development as detailed in the State Planning Regulatory Provision;

or,

(b) the Planning Scheme Policy.

Contributions must be paid at the rates applicable at time of payment. Payment is required prior to the issue of a Development Permit for Building Work.

LAND USE DEFINITIONS*

 In accordance with Douglas Shire Planning Scheme 2008, the approved land use of Service Industry is defined as:

Service Industry

Means any premises used, or intended to be used for trades and services that cater to the tourist and marine activities in Port Douglas. This includes the manufacturing of goods on the premises, depots for receiving goods to be serviced and any administration and minor sales functions associated with the use, where these are carried out on the same Site and are ancillary to the Service Industry activity. Service Industry uses are limited to uses, which are allied to tourist and marine activities in Port Douglas.

The term may include but is not limited to the following activities:

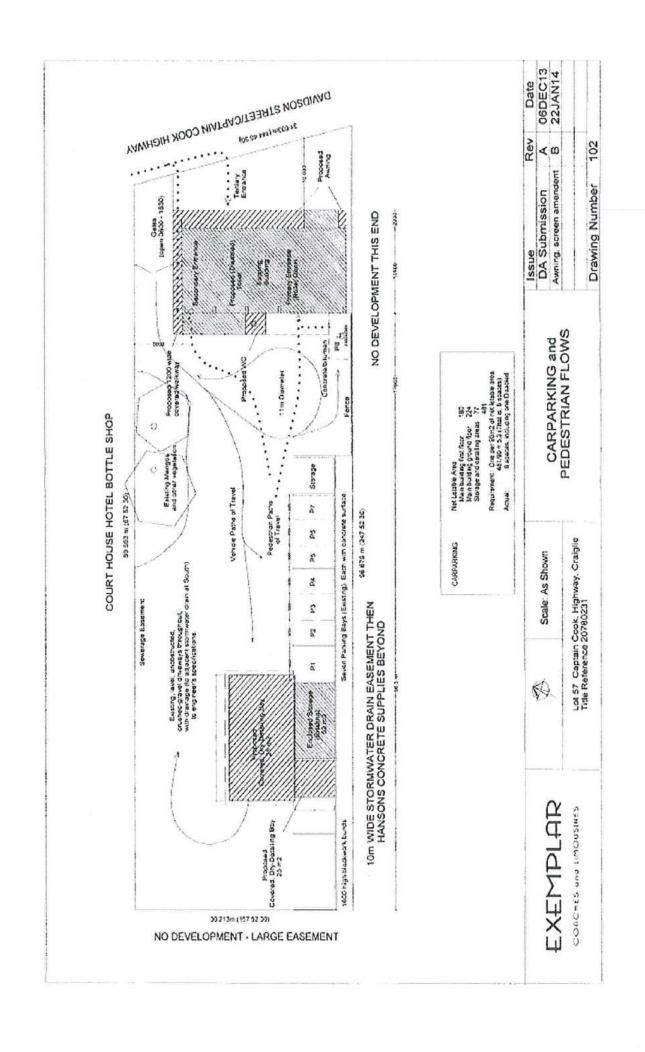
- Limousine/bus depot;
- Cleaning or detailing of motor vehicles;
- Catering business;
- Servicing of small items and appliances such as:
 - Bicycles;
 - Cameras;
 - Electrical appliances for domestic or office use; and
 - Marine equipment;
- Printing;
- Fishing gear manufacturing;
- Marine engineering;
- Bulk storage and ancillary sales of:
 - Indoor/Outdoor furniture;
 - Hardware supplies;
 - Raw materials;
 - Plants and Landscaping supplies;

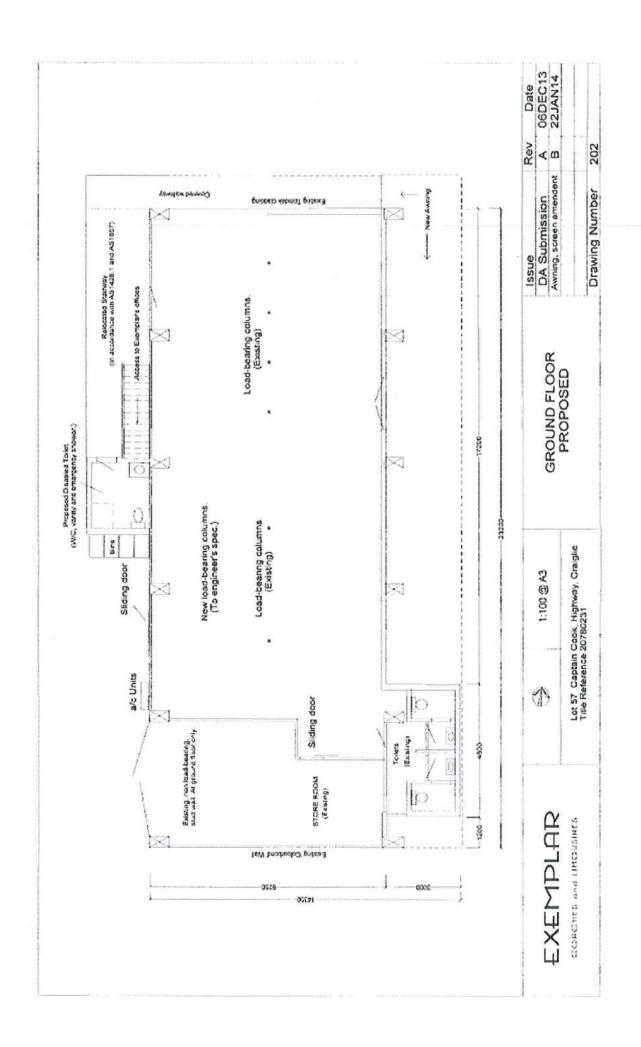
Any off-Site effects do not cause any detriment to the amenity of the area. In particular, the noise levels generated, any dust, fumes, odours or other emissions produced from the Site, the appearance of the Site and any traffic generated by the activities on the Site must be managed so as not to cause detriment to adjoining Sites.

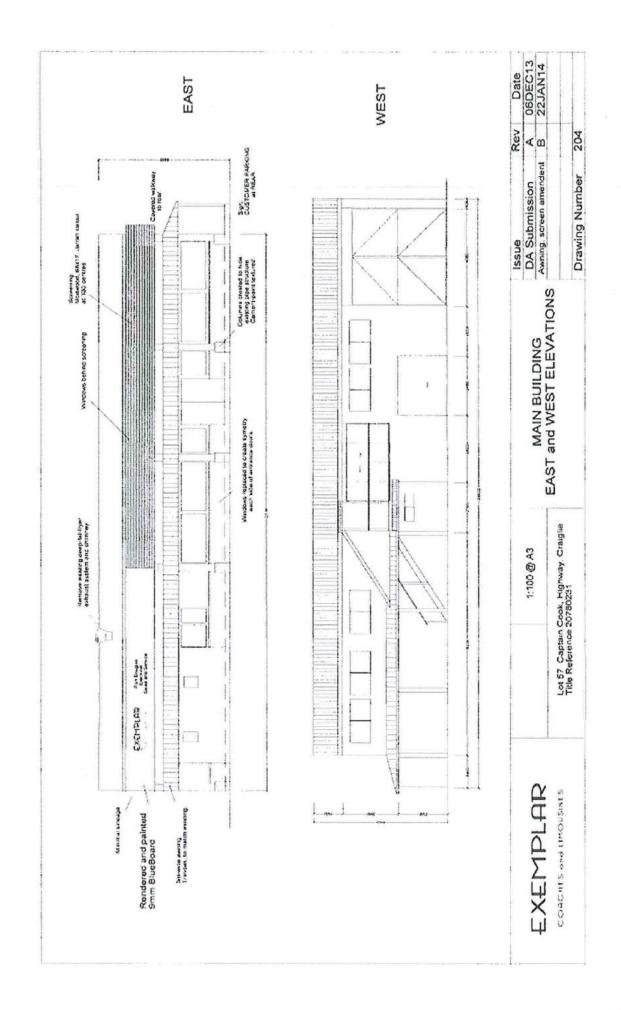
**** This definition is provided for convenience only. This Development Permit is limited to the specifications, facts and circumstances as set out in the application submitted to Council and is subject to the abovementioned conditions of approval and the requirements of Council's Planning Scheme and the FNQROC Development Manual.

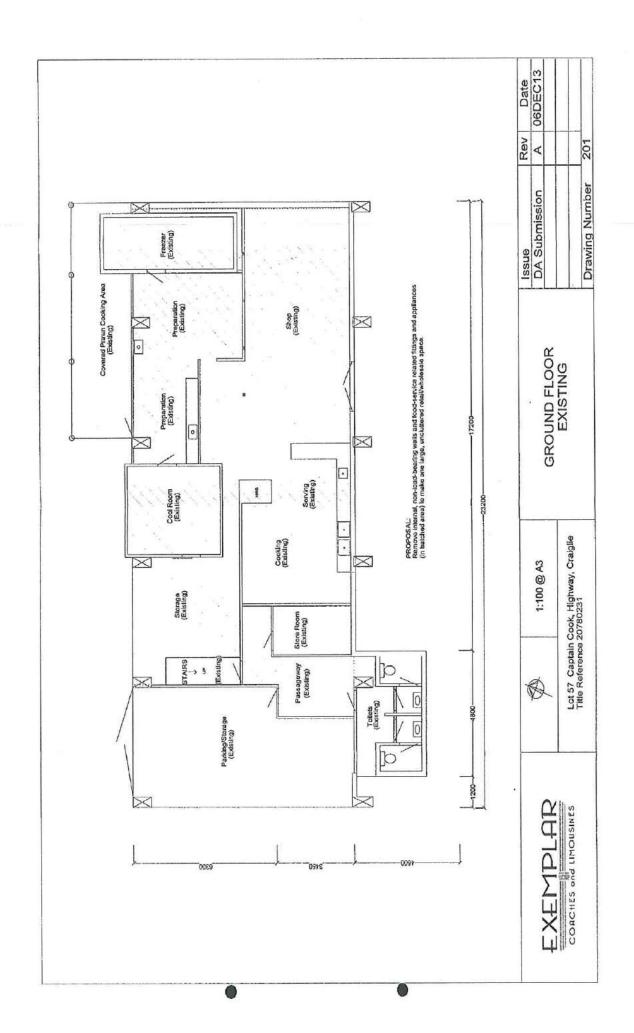
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DA Submission
Awning, screen amendment Drawing Number NO DEVELOPMENT THIS END 18% DOUGLAS SHIPE COUNCIL
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Doument Ne 4550 2 2 JAN 2016 5 APPENDIX 1: APPROVED DRAWING(S) & DOCUMENT(S) Percentage Utilisation: 507 m2 / 2810 m2 mountain Proposed 1200 wide covered markety SITE PLAN Proposed WC COURT HOUSE HOTEL BOTTLE SHOP O 2.810 m2 Exteding Mangas and other vegetaborn 507 m2 86 553 m (87 52 30) 290 + 52 = 342 96 879 m (247 62 30) Lot 57 Captain Cook, Highway, Craiglie Title Reference 20780231 Scale: As Shown Exating, level, unabsolucited, such as a four of the district of the district and the district and the district and the market of the district and the district of the market of the district and the district of Total site area: Utilised area: Existing Proposed 10m WIDE STORMWATER DRAIN EASEMENT THEN HANSONS CONCRETE SUPPLIES BEYOND Sewarage Executed 0 SITE EXEMPLAR CORCHES and LIMOUSINES 1600 nge alockwork aunosij Proposed od, Ory-Destring Bay 25 m2 36 213m (157 52 30) NO DEVELOPMENT - LARGE EASEMENT

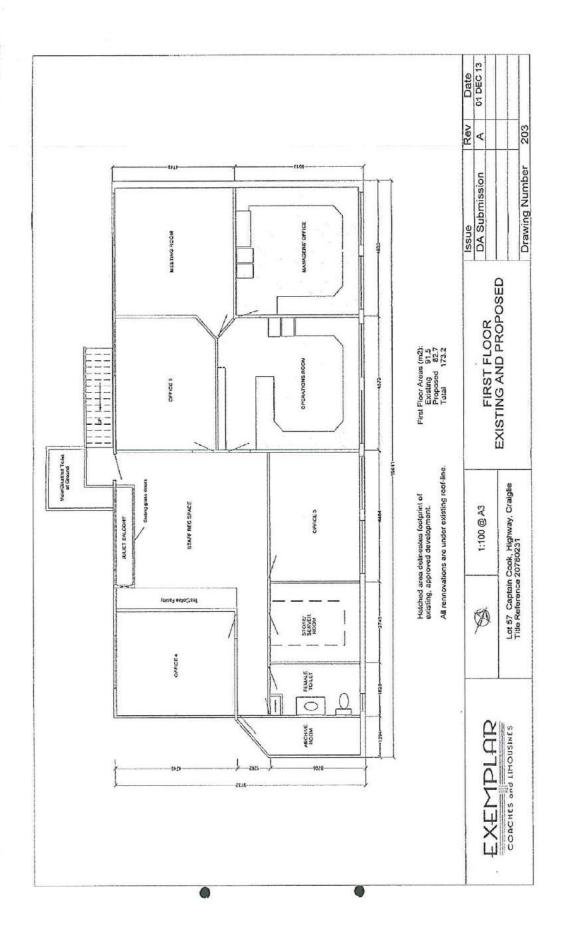
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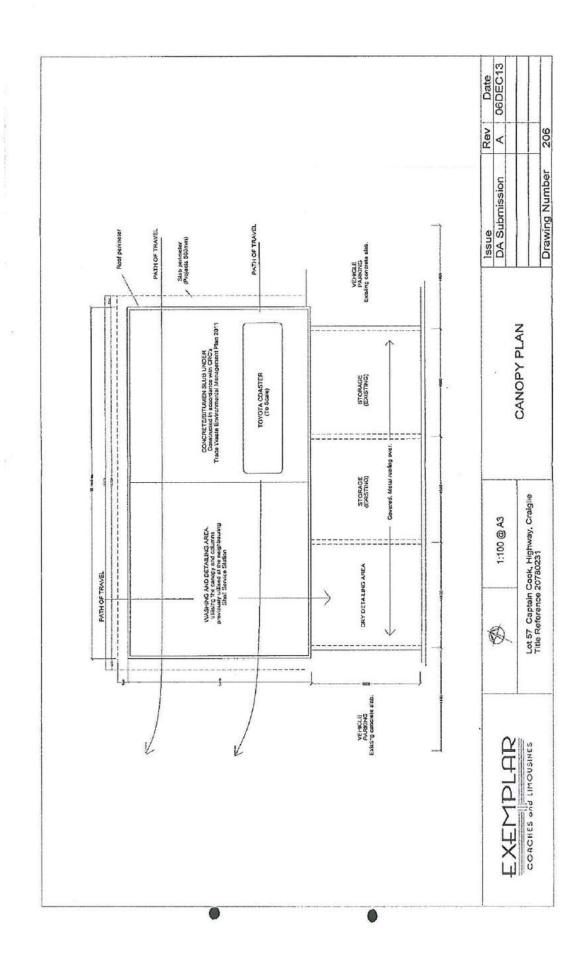


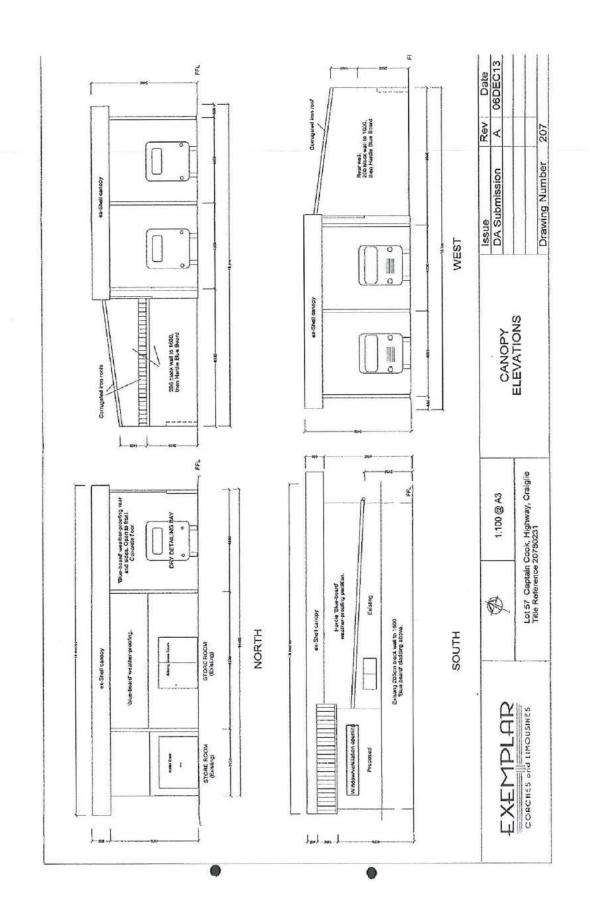


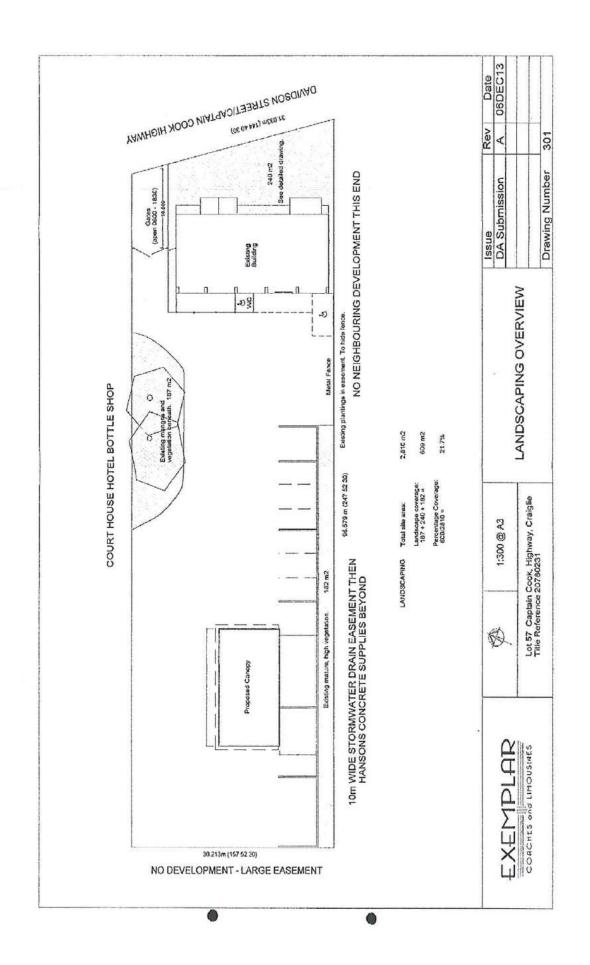


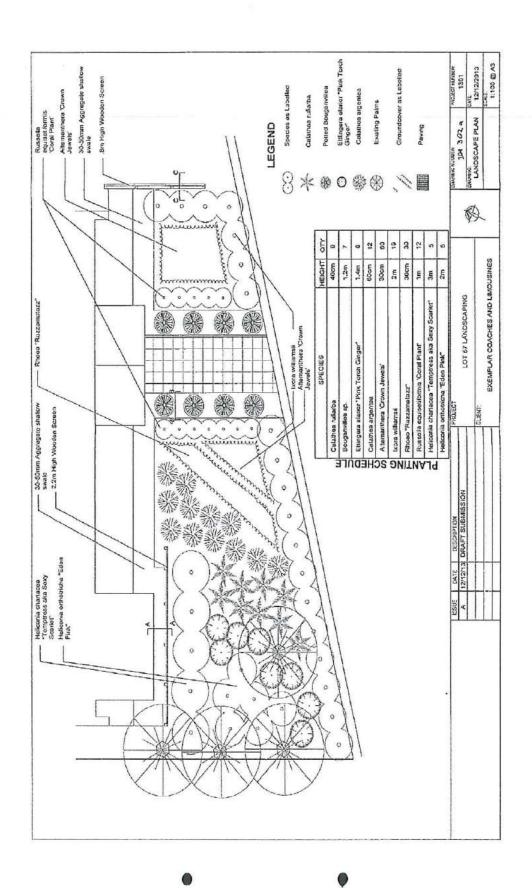


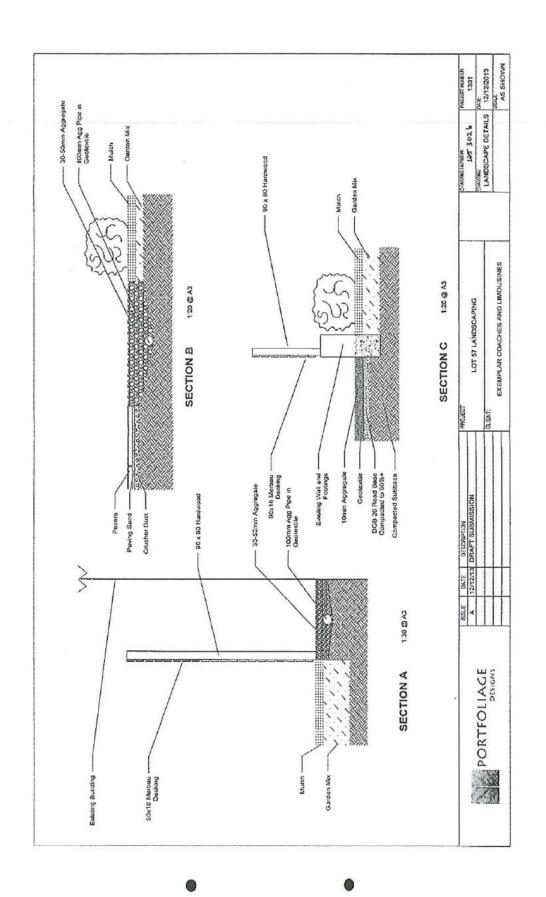


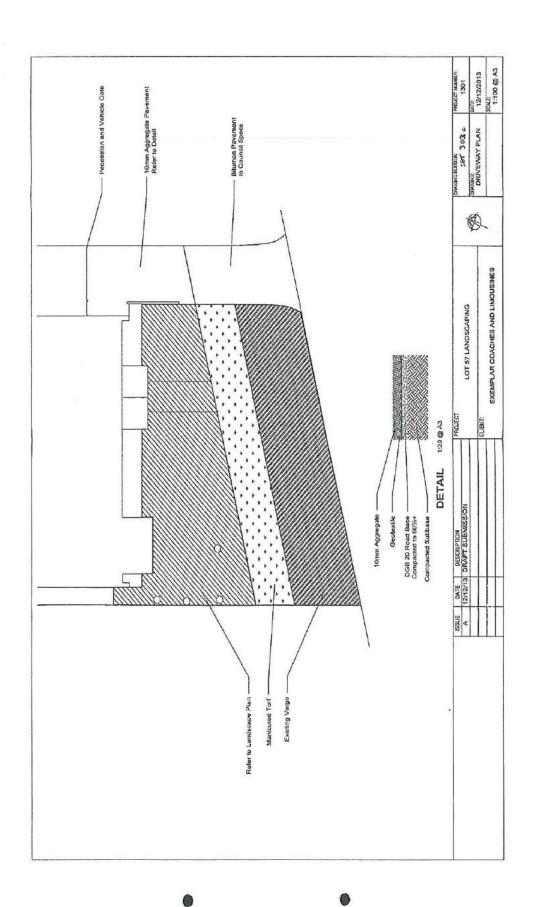


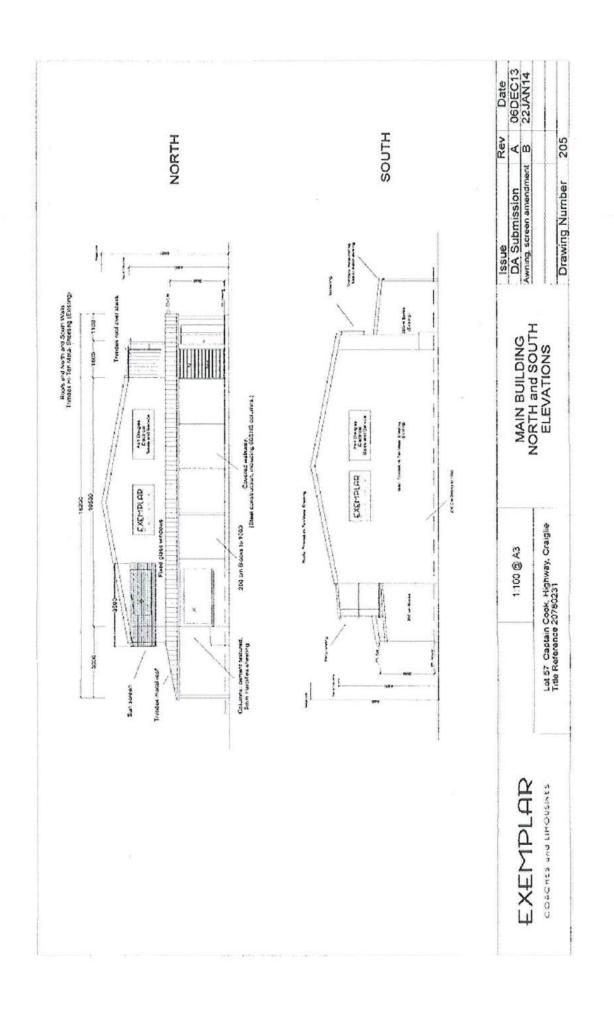


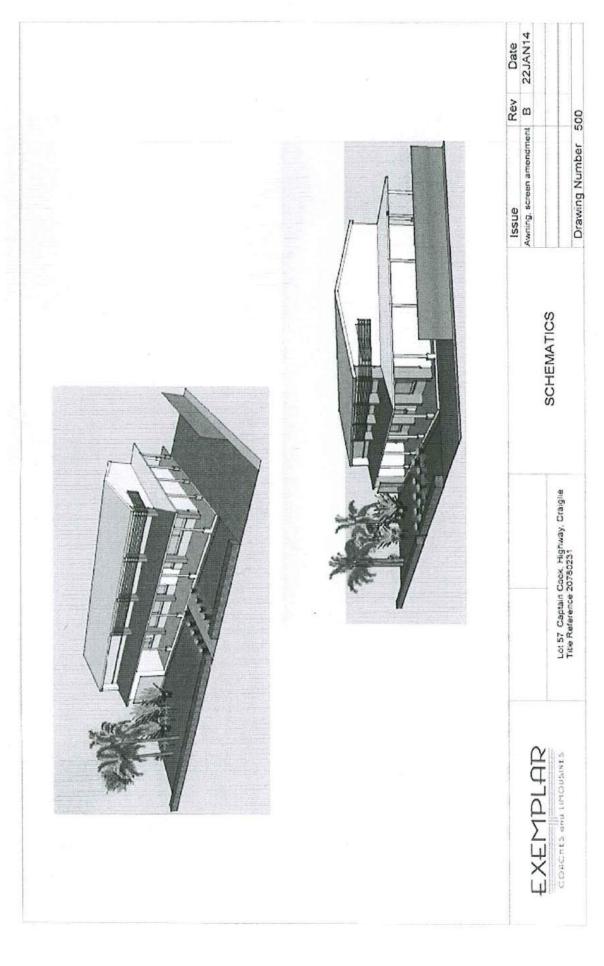












APPENDIX 2: CONCURRENCE AGENCY CONDITIONS & REQUIREMENTS

SDA-0114-007493



Department of State Development, Infrastructure and Planning

Our reference: SDA-0114-007493 Your reference: MCUC1/2013

Date: 24/01/2014

Mr Jeff Tate Chief Executive Officer Douglas Shire Council PO Box 723 Mossman, Qld, 4873

Att: Jenny Elphinstone

Dear Mr Tate

Concurrence agency response—with conditions 5957R Davidson Street, Craiglie, Old, 4877 (Given under section 285 of the Sustainable Planning Act 2009)

The referral agency material for the development application described below was received by the Department of State Development, Infrastructure and Planning under section 272 of the Sustainable Planning Act 2009 on 20 January 2014.

Applicant details

Applicant name: Gordon Wellham
Applicant contact details: 3 Captain Cook Highway
Craiglie, Qld, 4877

Site details

Street address: 5957 Davidson Street, Craiglie, Qld, 4877

Real property description: Lot 57 on C22511 Site area: 2 810 square metres

Local government area: Douglas Shire Council

Application details

Proposed development: Development permit for a material change of use for

service industry

Aspects of development and type of approval being sought

Department of State Development, Infrastructure and Planning Far North Queensland Regional Office Ground Floer, Carrie Port Authority PO 8ox 2358 Calms OLD 4870

Nature of	Approval	Brief Description of Proposal	Level of
Development	Type		Assessment
Material Change of Use	Development permit	Refurbishment of existing building for use as offices and wholesale / retail facility:	Code Assessment

Referral triggers

The development application was referred to the department under the following provisions of the Sustainable Planning Regulation 2009:

Referral trigger

Schedule 7, Table 3, Item 1- State-controlled road

Conditions

Under section 287(1)(a) of the Sustainable Planning Act 2009, the department requires that the conditions set out in Attachment 1 attach to any development approval.

Reasons for decision to impose conditions

Under section 289(1) of the Sustainable Planning Act 2009, the department is required to set out the reasons for the decision to impose conditions. These reasons are set out in Attachment 2.

Further advice

Under section 287(6) of the Sustainable Planning Act 2009, the department offers advice about the application to the assessment manager—see Attachment 3.

A copy of this response has been sent to the applicant for their information.

If you require any further information, please contact Joanne Manson, Senior Planning Officer, Regional Services - Far North Queensland on (07) 4048 1498 who will be pleased to assist.

Yours sincerely

Angela Foster

A/Manager (Planning)

angeles foodes

cc: Gordon Wellham, g.wellham@exemplaronline.com.au enc: Attachment 1-Conditions to be imposed

Attachment 2—Reasons for decision to impose conditions Attachment 3—Further advice

Department of State Development, Infrastructure and Planning Far North Queensland Regional Office Ground Floor, Caims Port Authority PO Box 2358

Our reference: SDA-0114-007493
Your reference: MCUC1/2013
Attachment 1—Conditions to be imposed

No.	Conditions	Condition timing
	I change of use	
State-c	ontrolled road - Department of Transport and Main Roads	
1.	Development must be carried out generally in accordance with the following plan and report, except as modified by these concurrence agency conditions: # Exemplar Site Plan, Drawing Number 101, Rev B 22 Jan 14 # Exemplar Development Application report, dated 14 December 2013 # Exemplar email dated 22 January 2013 providing revised drawings and development specifications.	From the date this approval takes effect and to be maintained at all times.
2.	Vehicles must enter and exit the subject site at the permitted road access location in a forward direction.	At all times
3.	The permitted road access location for the development is between Lot 57 on C22511 and Davidson Street (state-controlled road), that is the existing access adjoining the northern side boundary and generally in accordance with the site plan.	From the date this approval takes effect and to be maintained at all times.
4.	Direct access is not permitted between Davidson Street (state- controlled road) and the subject site at any location other than the permitted road access location.	At all times
5.	A, Provide vehicular access comprising an industrial standard driveway to the development at the permitted road access location. AND	A and B From the date this approval takes effect and to be maintained at all times.
	B. The vehicular access between the Davidson Street (state-controlled road) pavement and the property frontage must be designed and constructed in accordance with Far North Queensland Region of Council specifications with a minimum width of 6 metres and incorporate existing stormwater and drainage infrastructure.	
6,	Any landscaping on the subject land that is located between the existing building and the road frontage with Davidson Street (state-controlled road) must be planted in accordance with the Department of Transport and Main Roads' Road Landscape Manual 2004, section C5 – Safety Requirements and Landscape Design.	From the date this approval takes effect and to be maintained at all times.
7.	Ensure there is sufficient on-site carparking without a reliance on parking in the state-controlled road reserve.	From the date this approval takes effect and to be maintained at all times.
8.	All loading and unloading associated with the development must not be carried out within the state-controlled road reserve.	From the date this approval takes effect and to be maintained at all times.

Department of State Development, Infrastructure and Planning

Our reference: SDA-0114-007493 Your reference: MCUC01/2013

Attachment 2-Reasons for decision to impose conditions

The reasons for this decision are:

Condition 1

The department's assessment of the development application was undertaken on the proposal details and the associated plans of development that detail how the proposed development is to be carried out.

Conditions 2 and 5

State Development Assessment Provisions State Code 19.1

- # To comply with PO6 conditions required to ensure:
 - the development maintains the safety and efficiency of the statecontrolled road

Conditions 3 and 4

State Development Assessment Provisions State Code 19.1

- # To comply with PO1 and PO2 conditions required to ensure:
 - safety and efficiency of the state-controlled road is maintained by limiting the number of direct access point; and
 - no additional direct access points are created to and from the development site to the state-controlled road.

Condition 6

State Development Assessment Provisions State Code 18.1

- To comply with PO3 condition required to ensure:
 - landscaping is undertaken in accordance with the Road landscape manual prepared by the Department of Transport and Main Roads

Conditions 7 and 8

State Development Assessment Provisions State Code 19.1

- # To comply with PO6 and PO7 conditions required to ensure:
 - sufficient on-site area for vehicle parking, including the loading and unloading of vehicles associated with the development is provided to mitigate impacts on the safety and efficiency of the state-controlled road

Findings on material questions of fact

- # The development application was properly referred to the Department of State Development, Infrastructure and Planning on 20 January 2014.
- # The development application contained a planning report and associated plans of development which the department relied on in making its referral agency assessment.
- # The applicant provided additional information on 22 January 2014 that demonstrated minor modifications to the design drawings and other development specifications.
- # Technical advice from the Department of Transport and Main Roads recommended the proposed development is supported subject to conditions.

Evidence or other material on which the findings were based

The development triggers referral agency assessment under the Sustainable Planning Regulation 2009.

Department of State Development, Infrastructure and Planning

- # The department undertook an assessment against in accordance with the provisions of Section 282 of the Sustainable Planning Act 2009.
- # The development application was assessed against the relevant code provisions prescribed in State Development Assessment Provisions; published by the Department of State Development, Infrastructure and Planning on 22 November 2013 version 1.1 (in effect 2 December 2013).
- # The Transport Infrastructure Act 1994 that prescribes requirements for other approvals required from the Department of Transport and Main Roads.

Our reference: SDA-0114-007493 Your reference: MCUC1/2013

Department of State Development, Infrastructure and Planning

Attachment 3-Further advice

General advice

Advertising devices

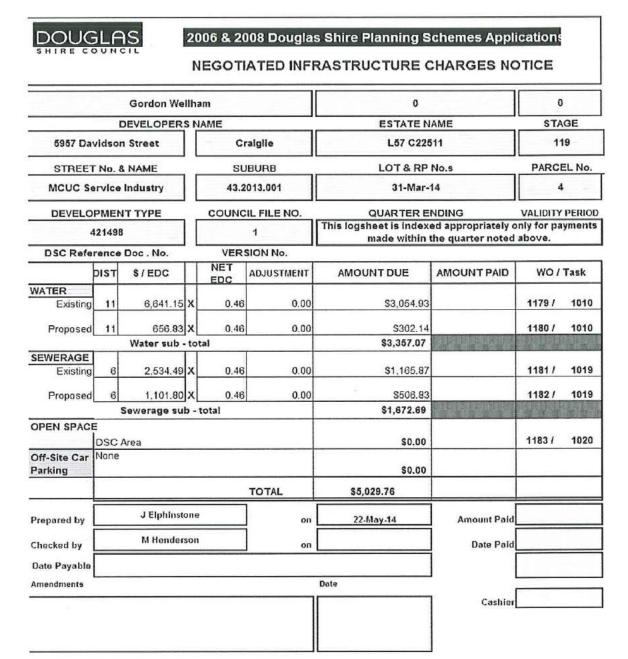
 Under section 43 of the Transport Infrastructure Act 1994, the local government must obtain the Department of Transport and Main Roads' approval if it intends to approve the erection, alteration or operation of an advertising sign or other advertising device that would be visible from a state-controlled road; and beyond the boundaries of the state-controlled road; and reasonably likely to create a traffic hazard for the state-controlled road.

Further permits, compliance permits or compliance certificates

Road Access Works

1. Under section 33 of the Transport Infrastructure Act 1994, written approval is required from the Department of Transport and Main Roads to carry out road works, including road access works and intersection upgrade works, on a state-controlled road. Please contact the Department of Transport and Main Roads on 4045 7151 (Ron Kaden) to make an application for road works approval. This approval must be obtained prior to commencing any works on the state-controlled road reserve. The approval process may require the approval of engineering designs of the proposed works, certified by a Registered Professional Engineer of Queensland (RPEQ).

APPENDIX 3: NEGOTIATED INFRASTRUCTURE CHARGES NOTICE



Note:

The Infrastructure Charges in this Notice are payable in accordance with Section 629 of the Sustainable Planning Act 2009.

Charge rates are subject to index adjustments. The total charge amount indicated on this notice is current at the date of issue, the total charge due at the date of payment may changer. Please contact the Development & Environment Douglas Shire Council prior to payment for review.

Charges are payable to: Douglas Shire Council. You can make payment at any of Council's Business Offices or by mail with your cheque or money order to Douglas Shire Council, PO Box 723, Mossman QLD 4873. Cheques must be made payable to Douglas Shire Council and marked 'Not Negotiable.' Acceptance of a cheque is subject to collection of the proceeds. Post dated cheques will not be accepted

Any enquiries regarding Infrastructure Charges can be directed to the Development & Environment, Douglas Shire Council on 07 4099 9444 or by email on enquiries@douglas.qld.gov.au