

<b>ORDINARY MEETING</b> <b>23 FEBRUARY 2011</b>	<b>7</b>
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## CAIRNS AIRPORT DRAFT LAND USE PLAN 2010

Gerard Rosse GR : 8/27/3 : #3057671

### **RECOMMENDATION:**

That Council resolves to:

- A. Provide comments on the Cairns Airport Draft Land Use Plan to the Minister for Infrastructure and Planning and Cairns Airport Pty Ltd; and
- B. Acknowledge the significant role of the Cairns Airport to the regional economy and request that Cairns Airport Pty Ltd work in active partnership with Council during the ongoing planning and development of the Cairns Airport; and
- C. Raise concern in relation to the establishment of non-aviation retail / commercial development that is not informed by economic analysis and requests that the role and function of any non-aviation retail / commercial development be informed by studies to be undertaken during the preparation of the new planning scheme for the Cairns region; and
- D. Raise concern in relation to the establishment of the parallel runway and the associated vegetation clearing, noise impact on residential communities and impact on coastal processes, acknowledging that such works are not required for the next 20-25 years; and
- E. Seek clarification from the Minister on the relationship between Schedule 3 Part 1 Table 5 Item 7 of the *Sustainable Planning Act 2009* which states that assessable development is only Code Assessable development on Airport Land, and, Section 35(3)(c) of *Airport Assets (Restructuring and Disposal) Act 2008* which states that a land use plan may state that inconsistent development is assessable development requiring impact assessment under the Planning Act.

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### **INTRODUCTION:**

In accordance with the requirements of the Airport Assets (Restructuring and Disposal) Act 2008 (AAA08), Cairns Airport Pty Ltd (CAPL) has prepared a draft Land Use Plan (LUP) for Cairns Airport. CAPL is currently undertaking public consultation of the draft LUP and this report seeks Council endorsement of officer comments for submission to the Minister for Infrastructure and Planning and CAPL.

**BACKGROUND:**

In early 2008 the State Government announced plans to sell the Cairns Airport. In January 2009 it was announced the airport had been sold and was now a private entity. As part of the sale and the AAA08, the 'First Land Use Plan 2009' was prepared for the Airport site. The 'First Land Use Plan 2009' was adopted under the AAA08 following the sale of the Airport in January 2009 and was generally based upon the superseded Cairns Port Authority Airport Plan 2006.

On 29 April 2010 the Cairns Airport Pty Ltd released a Statement of Proposals for public consultation. On 26 May 2010, Council resolved to provide comments on the CAPL Statement of Proposals. Council officers commented on the following aspects of the Statement of Proposals:

- Planning Scheme Mapping
- The Priority Infrastructure Interface Plan
- Land Use Plan Process
- The Relationship with the Regional Centres Hierarchy
- The Airport Land Holdings.

CAPL subsequently prepared the LUP, which was released in December 2010 for public consultation which closes on 25 February 2011.

**COMMENT:**

As part of the public consultation phase, Council Officers have reviewed the draft LUP against relevant Council plans and policy. A table of officer comments in full are attached to this report.

In addition to drafting and administrative comments, significant matters relate to the following:

- Council officers acknowledge and support the CAPL plans to expand airport operations in order to support the Cairns economy, particularly those developments that improve and expand aviation related operations. However, Council officers have concerns with the aspects of the LUP surrounding the establishment of commercial / retail activity centres on Airport site. Of major concern are the plans' intention to promote growth in its employment base and economic diversity by establishing an activity centre between Cairns CBD and Smithfield that is inconsistent with the Far North Queensland Regional Plan 2009-2031 development outcomes.

Statements such as providing for *"major weekly/fortnightly retail shopping trips"*, *"Main Street" Activity Centre* and *"The gross lettable area of the precinct is more than 10,000m<sup>2</sup>"* have the potential to fracture the activity centre and retail hierarchy in Cairns should the development of non aviation based retail and commercial activities occur at this location.

A significant concern is that no supporting economic studies or background information has been prepared to inform and justify the proposed non aviation based retail and commercial activities on the site. This includes no investigation or study into the impact of such growth on the adjacent centres in Smithfield and the Cairns CBD along with the wider centres hierarchy in the Cairns region.

Should the Minister approve the LUP in its current form (including the retail and commercial land uses identified in the LUP), The Department of Infrastructure and Planning becomes the assessment manager of subsequent development applications within the airport land. Council will be an "Advice Agency" to any of those applications. A role which restricts Council's influence in the decision making process to one of advocacy.

Furthermore, no development on airport land is identified as Impact Assessable Development. The proposed LUP identifies assessable development to be only Code assessable development. This is reflective of Schedule 3 Part 1 Table 5 Item 7 of the *Sustainable Planning Act 2009*. The LUP acknowledges, as do Council Officers that it is unclear how this provision interacts with Section 35(3)(c) of *AAA08*, under which a land use plan may state that inconsistent development is assessable development requiring impact assessment under the Planning Act. In any case, the LUP does not make any development impact assessable.

Apart from the lack of holistic assessment that Impact Assessment provides, the removal of this assessment level from the LUP also eliminates the appeal rights of any 'Advice Agency' as outlined in the *Sustainable Planning Act 2009*.

- It is noted that a large area of green space as indicated under the First Land Use Plan 2009 has been altered. This area predominantly relates to the area of green space in the western commercial precinct areas that has been removed. It is recommended that these areas currently included in the Green Space zone be retained as such. The identification of these areas in the Mixed Aviation Zone and Commercial Precinct also conflicts with other Maps such as 7.7 (c) - Ecological values Overlay. Of further concern is the proposed establishment of uses over existing mangroves for the future second runway but also and more in the near future are the sites identified for the mixed aviation zones as identified in Attachment 1 of this report.

It is considered that the Cairns Airport Pty Ltd should consider potential environmental offset mechanisms to take into account the loss of this valuable mangrove habitat. Such measures should not be delayed until the runway is proposed in further detail, they could commence much sooner to provide advanced growth and habitat. This would help compensate for the loss of habitat for both the runway and the commercial areas as a long term strategic plan.

Airport Drive is an important contributor to the arrival experience in tropical north Queensland and should be regarded as scenic route between the airport and the city. The mangroves provide a sense of arrival and it would be a considerable loss to see this area filled in its entirety and converted to commercial aviation activity. With careful consideration of an appropriate width buffer along the Airport Drive, it is considered that the arrival experience could be retained whilst accommodating the aviation activity behind the buffer.

- Council officers agree that the development of some aspects of Core Airport Infrastructure (CAI) development should be exempt from the leverage of Trunk Infrastructure Contributions, especially those that do not add 'load' to existing networks. However, there is approximately 119ha of CAI area identified to be developed. The development of that area will impact on the existing networks due to its scale and demand and should be accounted for. Council officers consider that proposed development similar to those uses contained in the Planning Scheme that would normally require charges to be levied (e.g. commercial / retail, office buildings, industrial development) should also have charges levied against them.

It is considered that the rates pertaining to Transport (CAI and NCAI) are reasonable. As there is no relevant reference that Council is aware of that identifies traffic demand rates for airport development there is potential for the rates to be further rationalised.

With regards to demand rates for Industrial uses the type and intensity of use generated by these activities can be considered against the definitions and rates contained in the Planning Scheme and Trunk Infrastructure Charges Policy.

The rates pertaining to Water Supply and Wastewater (CAI and NCAI) are considered reasonable. It is noted that the CAI demand equivalencies 'were determined from actual measurement of demands generated by the existing core airport infrastructure at Cairns Airport'. In order to better understand the derivation and composition of demands to plan / provide infrastructure, additional information or notes on the methodology and results of the determination should be provided to Council. Council's Water and Waste Department provided the historical record of water billing information for the airport. It would be of interest to see the detail of how this information was used to determine the CAI demand rates tabled.

#### Economic Development Comments

- Aviation and the Airport in particular are critical components of the Cairns economy.
- Economic development considerations have been included throughout the body of the Council report.

- Particular areas of focus from an economic development perspective relate to the important role the airport can play in supporting the growth and diversification of the regional economy. This focus in the Plan's strategic vision, together with opportunity for employment generation, is strongly supported, both through RPT growth and the tourism industry, but very significantly through a diversified and broader aviation industry growth strategy. This includes education, training, maintenance facilities, freight and aviation-related commercial business activity.
- Where this growth is retail-focussed, it is recommended that this is developed within the context of a retail strategy for the wider area to maximise business opportunities and synergies with existing retail nodes.

### **CONSIDERATIONS:**

#### Corporate and Operational Plans:

This project is not being delivered under Council's Corporate or Operational Plans. However, the project reflects the following Corporate Plan Goals:

- Goal 1 - To ensure that the natural and built environments are managed and protected in a sustainable manner;
- Goal 3 - To take an integrated planning approach to development that creates a sustainable region reflective of our uniqueness and tropical lifestyle.
- Goal 4 - To plan, deliver and maintain the region's infrastructure such as roads, drainage and flood mitigation and provide a sustainable high quality water supply to meet current and future needs of the community.
- Goal 5 - To increase the region's capacity for long-term economic growth by supporting opportunities for local businesses and local employment.

#### Statutory:

Cairns Airport Pty Ltd was required to prepare the land use plan for the Airport pursuant to Section 33 of the *Airport Assets (Restructuring and Disposal) Act 2008* [Qld].

It is noted that the proposed LUP has not been assessed for consistency against the Far North Qld Regional Plan 2009–2031. Despite this not being required prior to notification, Council officers believe this should have been undertaken prior to a draft document being released. It is unclear when this will occur however it is expected that the Department of Infrastructure and Planning will address this item prior to endorsing the LUP.

#### Policy:

The AAA08 gives head of power to the *Sustainable Planning Act 2009* and its inherent integrated development assessment system as the assessment process for development on airport land. Similar to the assessment process required under the *Transport Infrastructure Act 1994*, all referral triggers required under the Planning Act are applicable triggers for development on airport.

The AAA08 also states that local government is an Advice Agency for Impact assessable development.

It must be noted that no development on airport land is identified as Impact Assessable Development. Development that the LUP states to be assessable development is only code assessable development, under Schedule 3 Part 1 Table 5 Item 7 of the Sustainable Planning Act 2009. The LUP acknowledges it is unclear how this provision interacts with Section 35(3)(c) of AAA08, under which a land use plan may state that inconsistent development is assessable development requiring impact assessment under the Planning Act. In any case, the Cairns Airport land use plan does not make any development impact assessable.

The removal of Impact Assessment from the LUP also eliminates the Appeal rights of any *Advice Agency* as outlined in the *Sustainable Planning Act 2009*.

#### Financial and Risk:

Financial impacts and risks are still unclear in relation to development that may occur as a result of the proposed LUP. Of note is that no economic study or background information has been prepared to inform the proposed growth in non aviation based retail and commercial activities on the site. This includes no investigation into the impact of such growth on the adjacent centres in Smithfield and the Cairns CBD along with the broader centres of the Cairns region.

#### Sustainability:

Sustainability principles have been considered throughout the preparation of the LUP. The purpose of the *Sustainable Planning Act 2009* is to achieve ecological sustainable development

### **CONSULTATION:**

Consultation was undertaken for the Statement of Proposals in May 2010. Public consultation on the draft LUP commenced on 15 December 2010 and closes on 25 February 2011. Meetings have occurred between the Department of Infrastructure and Planning, Transport and Main Roads, Cairns Airport Pty Ltd and Council officers during this period.

A presentation to Councillors by Cairns Airport Pty Ltd on the Draft Land Use Plan has also occurred.

### **OPTIONS:**

That Council resolves to:

- A. Provide comments on the proposed Cairns Airport Draft Land Use Plan to the Minister for Infrastructure and Planning and Cairns Airport Pty Ltd; and
- B. Acknowledge the significant role of the Cairns Airport to the regional economy and request that Cairns Airport Pty Ltd work in active partnership with Council during the ongoing planning and development of the Cairns Airport; and

- C. Raise concern in relation to the establishment of non-aviation retail / commercial development that is not informed by economic analysis and requests that the role and function of any non-aviation retail / commercial development be informed by studies to be undertaken during the preparation of the new planning scheme for the Cairns region; and
- D. Raise concern in relation to the establishment of the parallel runway and the associated vegetation clearing, noise impact on residential communities and impact on coastal processes, acknowledging that such works are not required for the next 20-25 years; and
- E. Seek clarification from the Minister on the relationship between Schedule 3 Part 1 Table 5 Item 7 of the Sustainable Planning Act 2009 which states that assessable development is only Code Assessable development on Airport Land, and, Section 35(3)(c) of Airport Assets (Restructuring and Disposal) Act 2008 which states that a land use plan may state that inconsistent development is assessable development requiring impact assessment under the Planning Act.

OR

That Council not provide comments on the proposed Cairns Airport Draft Land Use Plan.

**CONCLUSION:**

The Cairns Airport is a significant component to the regional economy and it is imperative that any non-aviation retail / commercial development is undertaken with consideration to the surrounding trade area and regional centres hierarchy. It is essential that Council provide comments to both the Minister for Infrastructure and Planning and Cairns Airport Pty Ltd to ensure both support and issues raised can be considered by both parties. It is also important that Council seek clarification between the conflicting legislative provisions from the Minister to ensure the land use plan has been drafted appropriately to deliver an appropriate outcome for the Cairns region.

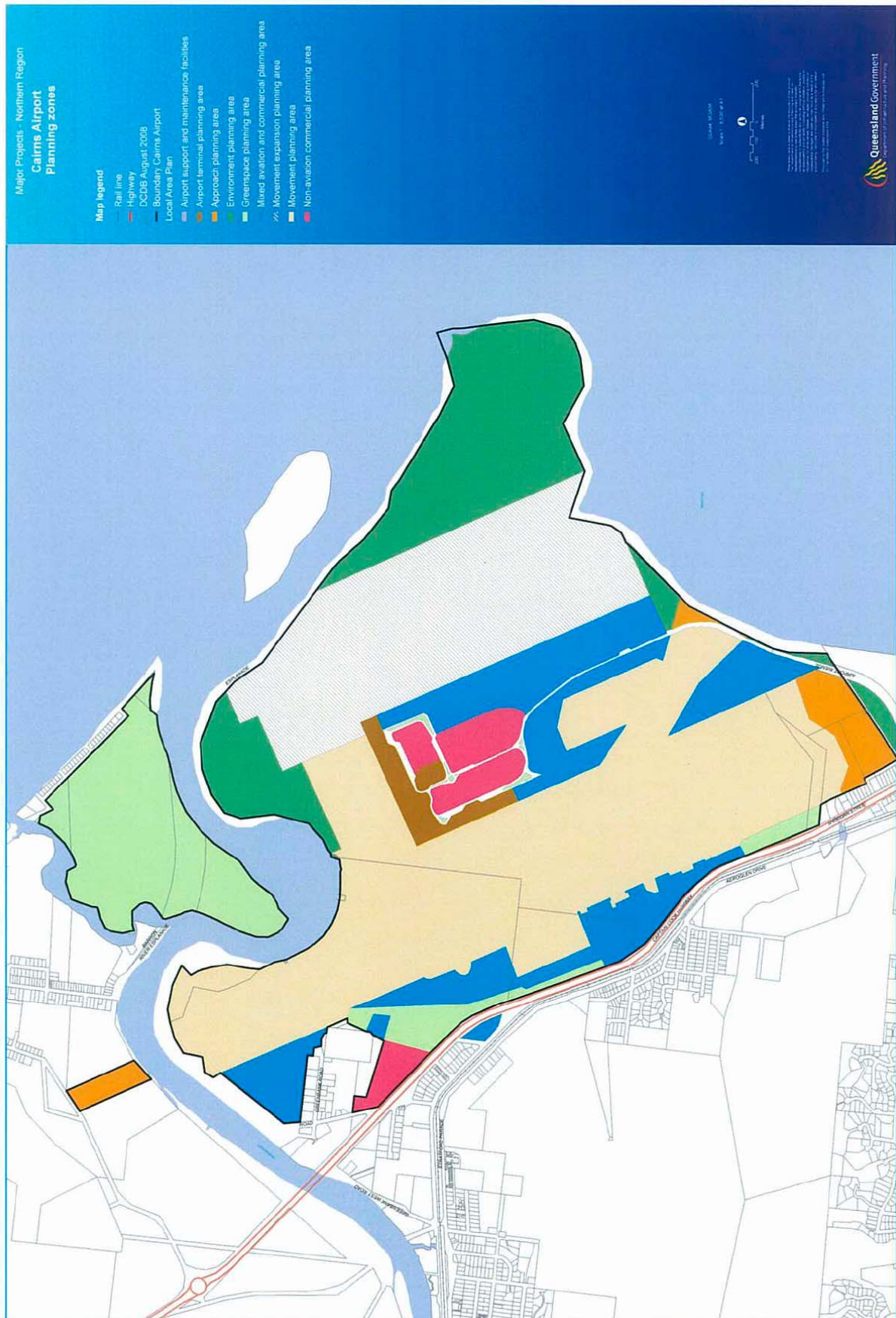
**ATTACHMENTS:**

- Attachment 1 – First Land Use Plan – January 2009 - Precinct Map
- Attachment 2 – Draft Land Use Plan 2010 - Airport Zone and Precinct Map
- Attachment 3 – Draft Land Use Plan 2010 - Airport Zone and Precinct Map with Aerial
- Attachment 4 – Council Officer Comments Table

Gerard Rosse  
**Strategic Planning Officer**

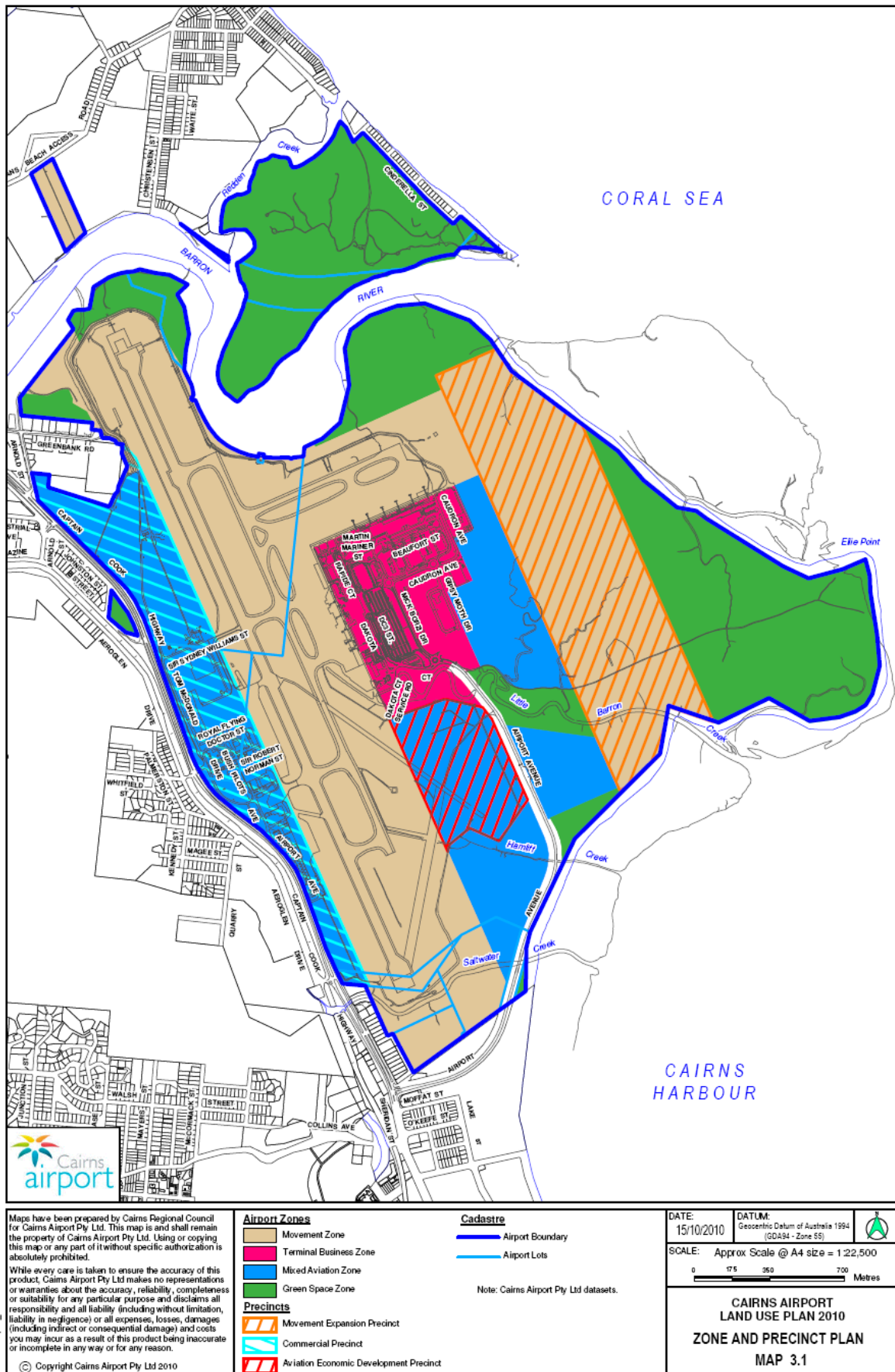
Peter Boyd  
**Manager Planning Strategies**

**Attachment 1 – First Land Use Plan – January 2009 - Precinct Map**



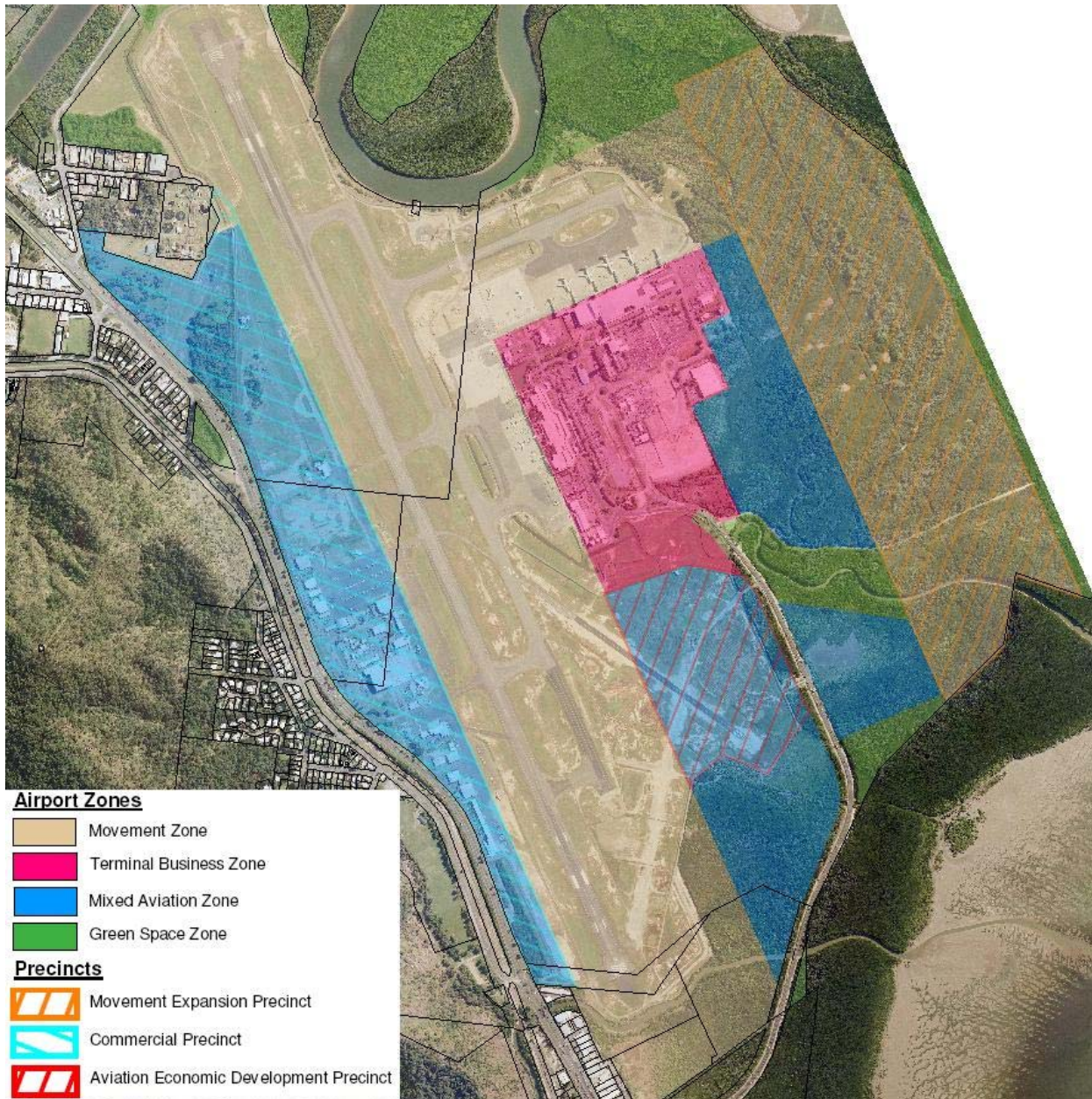


**Attachment 2 – Draft Land Use Plan 2010 - Airport Zone and Precinct Map**





**Attachment 3 – Draft Land Use Plan 2010- Airport Zone and Precinct Map with Aerial**



**Attachment 4 – Council Officer Comments Table**

Item	Page	Description	Council Comment
1	21-23	<p><b>STRATEGIC OUTCOMES - 2)</b> <i>Continued growth at the airport is ensured and realised through new commercial opportunities for mutual benefit and reward of the airport and the Cairns community. E02 - CAPL promotes employment growth by diversifying revenue streams through the establishment of various development and types. AND S02.1 Compatible land uses, such as light industry, commercial, retail and other employment-intensive activities are located on airport near major transport corridors.</i></p> <p><b>ELEMENT (3) - DIVERSIFY REVENUE STREAMS</b></p> <p><b>E05</b> <i>CAPL must protect its airport asset from the fluctuating aviation industry by diversifying revenue streams, as well as capitalising on the aviation compatible development and commercial potential of the airport site.</i></p> <p><b>S05.1</b> <i>Diversifying revenue streams has a primary intent to allow expansion and promotion of existing mixed aviation uses on airport in more appropriate long term locations. The flow on effects of this strategic outcome, is:</i></p> <p><i>i) potential development options for the western area; and</i></p> <p><i>ii) facilitate the highest and best use for the land, being cognisant of the possible development, built and environmental impacts.</i></p> <p><i>Land Use Strategies</i></p> <p><b>L05.1</b> <i>Commercial, retail and industrial land use designations are promoted in the Commercial Precinct.</i></p> <p><b>L05.2</b> <i>New development safeguards (where possible), the local government's city-wide centres hierarchy.</i></p> <p><b>L05.3</b> <i>Development (for uses other than core airport infrastructure) is appropriately analysed under land use plan provisions and the relevant legislation.</i></p>	<p>Council acknowledges and supports the Cairns Airport Pty Ltd (CAPL) plans to expand airport operations in order to support the Cairns economy, particularly those developments that improve and expand airport related operations. However, Council has concerns with the aspects of the CALUP surrounding the establishment of retail / commercial activity centres on site. Therefore the majority of comments below relate to those aspects.</p> <p>Cairns Regional Council (Council) consider the proposed Cairns Airport Land Use Plan (LUP) is inconsistent with the development outcomes of the Far North Queensland Regional Plan 2009-2031 (FNQRP).</p> <p>Relevant Sections of the FNQRP are listed below:</p> <p>FNQRP - Part E - 5 - Economic Development - 5.1 Economic Growth and Diversification - Explanatory notes -</p> <p>Pg 94 - "The increasing role of Cairns as a regional, domestic and international airport hub is likely to increase employment opportunities in aviation and related industries. This will include expansion into more sophisticated services of the education and training, finance, brokerage, insurance, aviation and marine industries." The FNQRP clearly identifies the Cairns International Airport as a centre supporting the aviation industry. It encourages the airport to diversify and strengthen its aviation related activities. It does not include diversification into a commercial, retail centre.</p>

Item	Page	Description	Council Comment
2	24	<p><b>STRATEGIC OUTCOMES - 2)</b> <i>Development optimises flexibility to accommodate new business opportunities which add value to the public transport hub. - E02 CAPL advocates growth in its employment base and economic diversity by promoting activity centres on airport.</i></p> <p><b>S02.1</b> <i>Opportunities for promoting high-level skilled employment nodes in masterplanned business parks are encouraged where public ground transport networks can be adequately augmented.</i></p> <p><b>S02.2</b> <i>Appropriate land use provisions protect, where possible, the centre's hierarchy and settlement pattern of the local government planning scheme and regional plans.</i></p> <p><b>Land Use Strategies: L02.1</b> <i>Development on airport will promote an activity centre of more than 10,000sqm of gross floor area to the market based on the equidistance between the CBD Regional Centre to the south and Smithfield Sub Regional Centre to the north. These two recognised centres in the Far North Queensland Regional Plan and the Cairns Regional Council's planning scheme, are some 12km apart via road.</i></p>	<p>As with Item 1, Council recognises the intentions of CAPL to diversify on site activities to support its development into the future. Council considers that aviation related commercial activities are uses acceptable uses within the airport site. As per the intentions of the FNQRP Council encourages the diversification of aviation related activities on site (e.g. regional aircraft support and maintenance centre, regional training centres, regional freight and distribution centre etc).</p> <p>The reference made to E02 whereby CAPL advocates growth in its employment base and economic diversity by establishing an activity centre between Cairns CBD and Smithfield is inconsistent with the FNQRP development outcomes. The airport is identified (as above) as a centre supporting the aviation industry, not an activity centre as identified on Pg 22, FNQRP. A primary objective of the FNQRP is to ensure growth in the region that predominantly reflects the existing urban network and consolidates growth within and immediately adjacent to existing centres (Pg 12, FNQRP).</p> <p>Council notes the absence of supporting evidence (reports, studies) that justify the proposed commercial development in this location, and, the proposed developments impact on existing surrounding activity centres.</p>
3	29	<p><b>Theme 5 – Access &amp; Mobility - SPECIFIC OUTCOMES</b></p> <p><b>Land Use Strategies:</b></p> <p><b>L03.1</b> <i>Any development on the western periphery of Cairns Airport coordinates with possible grade-separated intersections of the Captain Cook Highway anticipated proximate to Arnold Street to the north and Airport Avenue to the south.</i></p> <p><b>L03.2</b> <i>The land comprising the existing cross runway (12/30) promotes principal access from Airport Avenue; the airport's arterial road forecast to be duplicated by 2020, subject to demand.</i></p>	<p>Council's position on this aspect is subject to the Dept of Transport and Main Roads review of the LUP.</p>

Item	Page	Description	Council Comment
4	35	<p><b>4.3 Mixed Aviation Zone Code -</b>  <b>O02</b> Development minimises the impacts of developments on adjoining properties.  <b>P02.1</b> The amenity of nearby residential areas is maintained by relocating aviation uses to the eastern side of the main runway.  <b>P02.2</b> Land uses have a nexus with the adjacent land uses off airport.  <b>P02.3</b> The reverse impacts of the local government's sewerage treatment plant are considered in future land uses on airport.  <b>P02.4</b> Adjoining uses to the Green Space Zone respect both the primary green space values of that zone; and also the role of green space in providing visual and spatial relief from areas of built form.</p>	<p>It is noted that the area of green space as indicated under the 'first' LUP has been altered. Areas of green space in the western commercial precinct area have been removed. It is recommended that areas currently included in the Green Space zone be retained as such.</p>
5	36-37	<p><b>4.3 Mixed Aviation Zone Code - IN THE COMMERCIAL PRECINCT</b>  <b>O07</b> Development creates a future commercial employment node supported by public transport and provision of convenience needs for airport employees.  <b>P07.1</b> The precinct accommodates shopping facilities which provide for day-to-day needs of airport employees and visitors, as well as major weekly/fortnightly retail shopping trips.  <b>P07.2</b> The gross lettable area of the precinct is more than 10,000m2.  <b>P07.3</b> Where expansion or a change to a current use is proposed, development is commensurate with the future planning of the precinct.  <b>P07.4</b> Development continues to allocate priority to aeronautical activities where available land in other precincts is limited in the short term.  <b>P07.5</b> Development complements the functionality of the local and regional centre's hierarchy.</p>	<p>P07.1 - "as well as major weekly/fortnightly retail shopping trips." and P07.2 - "The gross lettable area of the precinct is more than 10,000m2." - this has the potential to fracture the activity centre and retail hierarchy in Cairns and is contradictory to P07.5</p> <p>It is not documented where 10,000m2 GLA originates from. It is recommended that any reference to such an area be removed as this quantum of retail floor space would undermine the existing, established retail centre hierarchy. See Comments for Item No.2.</p> <p>The Commercial Precinct area is approx 65ha, however the developable area has not been identified.</p>

Item	Page	Description	Council Comment
6	37	<p><b>O08</b> The neighbourhood character of surrounding areas are protected through well designed development ensuring appropriate relationships between off airport spaces, the streetscape, surrounding off airport development and other regional activity centres.</p> <p><b>P08.1</b> A non-aviation enclave may incorporate 'main street' and other urban design/master planning elements to promote a sense of place.</p> <p><b>P08.2</b> Consistent non motorised linkages and shared open spaces throughout the activity centre will help foster an important sense of place, and promote social interactions between neighbouring tenants, staff and visitors to the precinct.</p> <p><b>P08.3</b> The activity centre will embrace the large tenancy trend where exposure is beneficial and associated car parking can create convenient services for consumers.</p> <p><b>P08.4</b> Future development in this precinct is reliant on landside stormwater augmentation and management.</p>	<p>The establishment of a "Main Street" Activity Centre is not consistent with the FNQ Regional Plan and has the potential to the potential to fracture the activity centre and retail hierarchy in Cairns. Establishing large tenancy trends where exposure is promoted (via highway assumed) is not considered an appropriate outcome for this site.</p>
7	37	<p><b>O09</b> Development incorporates the existing visual character of the area.</p> <p><b>P09.3</b> The natural processes and values of the adjacent unnamed creeks towards the northern and southern ends of this precinct are managed and enhanced through appropriate earthworks.</p>	<p>The statement "managed and enhanced through appropriate earthworks" is very open ended and does not provide clarity to the extent of earthworks required on the site. Clarification of expected works should be listed as part of P10.1,.</p>
8	37	<p><b>O010</b> Development is provided with a high level of accessibility and mobility.</p> <p><b>P10.1</b> Future traffic generation of new development on the western periphery of Cairns Airport ensures the safe and effective operation of the State controlled road network.</p>	<p>Council's position on this aspect is subject to the Dept of Transport and Main Roads review of the LUP.</p>



Item	Page	Description	Council Comment
9	38	<p><b>O012</b> Development shall provide convenient and efficient facilities and services for the fly-in/fly-out market.</p> <p><b>P12.1</b> Hotels and commercial buildings should be landmark/iconic buildings and worthy statements as part of the gateway area to Mackay and the Whitsunday and Hinterland regions.</p> <p><b>P12.2</b> Ancillary convenience services and facilities as well as retail and commercial premises on airport will provide staff and travellers with easier access to convenience goods and services, achieving greater traffic containment on airport and establishing an airport city - a self sufficient community and employment hub.</p>	<p>The following statement - "Hotels and commercial buildings should be landmark/iconic buildings and worthy statements as part of the gateway area to Mackay and the Whitsunday and Hinterland regions" is not relevant to the LUP and should be removed.</p> <p>With regard to P12.1 refer to previous comments regarding retail / commercial activities on site.</p>
10	83	<p><b>6.10.1 Sustainable Development Overlay Code</b></p> <p><b>P01</b> Development achieves a high level of energy and water efficiency and minimises emissions and environmental impacts.</p> <p><b>A01.1</b> Development and subsequent Building Work shall:</p> <p><b>a)</b> comply with NQA Sustainable Buildings Policy77; or</p> <p><b>b)</b> achieve a certified Green Star Rating.</p>	<p>The reference to achieving a certified Green Star Rating does not have a level to accompany it - I.E. - 4/5 Star etc and what Certification it comes under (I.E. National/State body).</p>
11	84	<p><b>TABLE A04.2 - Stormwater Quality Criteria - Acceptable Level (PPM ETC?)</b></p>	<p>The table referred to does not have a reference to measurable outcome listed. - (Parts Per Million etc.) It is recommended that this be included.</p>
12	91-94	<p><b>PIIP Comments</b></p>	<p>General Comments:</p> <p>Exclusion of Core Airport Infrastructure. Council considers that the development of some aspects of CIA development should be excluded. However, there is 119ha of CIA area identified to be developed. The development of that area will impact on the existing network. Demand, that because of its scale, should be accounted for. Council considers that proposed development similar to those uses contained in Cairns Plan that would require charges to be levied (e.g. office buildings, industrial development) should also</p>

Item	Page	Description	Council Comment
			<p>have charges levied against.</p> <p>Transport Rates:  1) The rates pertaining to Aviation related development (CIA and NCIA) are reasonable. However, there is potential for them to be rationalised further. There is no relevant reference that we are aware of that identifies traffic demand rates for an airport development. If we accept that the development may have similarities to a Shopping Centre, Commercial Development, or a Transport Centre - in which there is a base load of traffic created by the businesses within the Airport + the additional load created by the short terms trips to and from the airport for passenger collection / delivery, we may be able to a rationalise the proposed number.</p> <p>Shopping Centre: Varies with Size, Seasons, and Day of the week (RTA Guidelines)</p> <p>Cairns international terminal is expected to be (ultimately - @2030) well over the top end of the scale reported here (142,000m2 Core GFA + 48,000 Non-Core GFA - refer Table G2) at the upper end of the scale .  Comparatively AUSTRROADS reports 0.4EDU/ 100GFA as a reasonable approximation for a Regional Centre (Retail)</p> <p>Commercial: RTA guidelines recommend adoption of 1 EDU/ 100m2 , however, it is expected that an airport would nominally turn over less / create less demand due to the base load of vehicles which would be associated with employment of people on the site - which tend to travel less, long term parking, and the increased size of the airport when compared to a medium sized commercial development upon which the figures were based.</p> <p>Transport Centre: RTA guidelines recommend adoption of 0.5 EDU/ 100m2 for a road transport terminal. I think this may be a bit of a long bow to compare the two - but does give</p>



Item	Page	Description	Council Comment
			<p>some qualitative comparative data.</p> <p>2) The rates pertaining to Industrial uses are reasonable, however, there is potential for them to be rationalised further also. The rates relating to Industrial development to be rationalised further also. The type / intensity of use generated by these activities can be considered against the definitions and rates contained in CairnsPlan and Trunk Infrastructure Charges Policy. For instance, if it is accepted that all Airport Industry usage would be similar to heavy industry (Industry C in CairnsPlan and Trunk Infrastructure Charges Policy) than the rate of 1.0 EDU/ 100m<sup>2</sup> is reasonable. If the usage is to be lighter in nature then a reduction to 0.5 EDU/ 100m<sup>2</sup> GFA would be acceptable.</p> <p>Water Supply and Wastewater Rates:</p> <p>1) The Non Core Airport Infrastructure demand rates are reasonable.</p> <p>2) It is noted that the CAI demand equivalencies "were determined from actual measurement of demands generated by the existing core airport infrastructure at Cairns Airport". In order to better understand the derivation and composition of demands to plan/provide infrastructure, it would be appreciated if we could be provided with additional information or notes on the methodology and results of the determination. Council's Water and Waste Dept provided the historical record of water billing information for the airport. It would be of interest to see the detail of how this information was used to determine the CAI demand rates tabled, noting that in relating it to 1 EDU (with 3.1EP/EDU and 500L/EP/d) there should be some account of water losses in addition to metered consumption as is included in the 500L/EP/d unit design demand. Essentially, the design demand of 500L/EP/d consists of the consumptive needs (measured by the meter) plus other allowances (for leakage, losses etc).</p>

Item	Page	Description	Council Comment
13	102	<p><b>P06</b> Safe and convenient pedestrian and cyclist crossings are provided in locations which are consistent with existing or likely future movement desire lines.</p> <p><b>A06.3</b> Sealed pathways with a minimum width of <b>1.0m</b> are provided for pedestrians and bicycles.</p>	<p>The 1.0m minimum width identified for sealed pathways for pedestrians and bicycles conflicts with FNQROC provisions which require 2.0m minimum for pathways. Its is recommended this be amended to be consistent with FNQROC standards for the region.</p>
14	105	<p><b>P17</b> Open space provided for an Accommodation Development is well designed and relevant to the use having regard to the airport context and typical/ likely short stay users of a site.</p> <p><b>A17.1</b> For Accommodation Development:</p> <p><b>a)</b> Open space is provided:</p> <ul style="list-style-type: none"> <li>• at the minimum rate of 1.5m<sup>2</sup> per bed; and</li> <li>• at least 40% of the total onsite open space is contained in one area with a maximum length to breadth ratio of 2:1; and</li> </ul> <p><b>b)</b> Balconies, verandas, covered walkways <b>or other parts of the building/s protect this area.</b></p>	<p>The term "<i>Balconies, verandas, covered walkways or other parts of the building/s protect this area</i>" and what this is in reference to is unclear. Clarification of what this is considered to result in is required.</p>

Item	Page	Description	Council Comment
15	Map 3.1 Zone and Precinct Plan	<p><b>Mapping Comments</b> The Mixed Aviation Zone contains a number of areas that are currently included in the Green Space zone. These areas are identified in the GBR Wetlands Overlay and Ecological Values Overlay.</p>	<p>It is recommended that areas indicated as Green Space zone in the 1st LUP be retained as such. The identification of these areas in the Mixed Aviation Zone and Commercial Precinct conflicts with other Maps such as 7.7 (c) - Ecological values Overlay (see Item 4)</p> <p>Of further concern is the proposed establishment of uses over existing mangroves for the future second runway but also and more in the near future are the sites identified for the mixed aviation zones.</p> <p>It is considered that the CAPL should consider potential environmental offset mechanisms to take into account the loss of this valuable mangrove habitat. This would help compensate for the loss of habitat for both the runway and the commercial areas as a long term strategic plan.</p> <p>Airport Drive is an important contributor to the arrival experience in tropical north Queensland and should be regarded as scenic route between the airport and the city. The tropical mangroves give a sense of arrival and it would be a considerable loss to see this area land filled in its entirety and converted to commercial aviation activity. With careful consideration of an appropriate width buffer along the Airport Drive, there is no particular reason why the arrival experience cannot be retained while still accommodating the aviation activity behind the buffer.</p>

Item	Page	Description	Council Comment
16	General Comments		<p>No development on airport land is identified as Impact Assessable development. The proposed LUP identifies assessable development to be only Code Assessable development. This is reflective of Schedule 3 Part 1 Table 5 Item 7 of the <i>Sustainable Planning Act 2009</i>. The LUP acknowledges, as do Council Officers that it is unclear how this provision interacts with Section 35(3)(c) of <i>AAA08</i>, under which a land use plan may state that inconsistent development is assessable development requiring impact assessment under the Planning Act. In any case, the LUP does not make any development impact assessable. Apart from the lack of holistic assessment that Impact Assessment provides, the removal of this assessment level from the LUP also eliminates the appeal rights of any 'Advice Agency' as outlined in the <i>Sustainable Planning Act 2009</i>.</p>