

IDAS21/16

Development application for:

- **Development Permit for Material Change of Use- Undefined Use (Hangar)**

Lot 1 on SP142709 (Lease G)

Airport Road, Horn Island

1. Development Application
2. Confirmation Notice
3. Notice of Commencement of Public Notification

1. Development Application

**Material Change of Use – Aircraft Maintenance Hanger
Horn Island Airport
Lot 1 SP142709**

For

Forster Helicopters Pty Ltd



Supporting Planning Report

November 2021

215-FOR

Document Control Sheet

Job Reference – 215-FOR

Document - Supporting Planning Report – MCU Application

Contact – Peter Robinson peter@prplanning.com.au

Revision Code	Date Revised	Revision Details	Author	Checked	Approved
A	8/10/21	Draft	PR		
B	17/11/21	Lodgement		PR	

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1 CONTEXT

1.1 SITE DETAILS

Address	Airport Rd Horn Island
RPD	part of Lot 1 SP 142709 (Nominally Lease G)
Area	480 Sqm
Owner	Torres Shire
Current Use	Airport (part – vacant proposed lease area)

1.2 APPLICATION

Approval sought	Development Permit
Assessment Level	Impact
Applicant	Forster Helicopters Pty Ltd
Contact	Peter Robinson – peter@prplanning.com.au - 0407167779

1.3 ASSESSMENT

Assessment Manager	Torres Shire Council
Applicable Zone	Special Purpose

2 BACKGROUND

Forster Helicopters Pty Ltd (trading as Helipower) operate aerial services in various locations and Torres Strait in particular. They provide charter services across the Strait carrying passengers (mostly) involved in providing services, maintenance, construction etc necessary for communities on the various islands. The principal operation is charter services to infrastructure providers eg Ergon and the like.

The company operates a fleet of rotary wing aircraft, helicopters.

It became clear that for efficiency, safety and operational reasons a hangar was necessary to secure and weather protect their aircraft.

Negotiations culminated in Council agreeing to lease an area of land to the applicant for the purpose of a hangar. Preliminary building drawings were prepared.

The use for the purpose of a hangar is not defined in the Planning Scheme. The Zoning of the airport is Special Purpose. The change of use for a hangar is Impact Assessable.

The hangar is not unique in the aviation industry as it is used for storage only.

PR Planning has been commissioned by Forster Helicopters to prepare and submit a Development Application for Material Change of Use.

3 CONTEXT

The site is situated at the Horn Island Airport – general aviation section.

The lease the subject of this application is generally in the area opposite the passenger terminal in what is largely a services precinct occupied by hangars, aprons for aircraft parking and taxi ways providing air craft access.



Location on the Airport

Topography

The topography is best described as flat to very gently sloping

Vegetation

The site has long since been cleared

Services

Water, sewer, power and telecommunications infrastructure serves the subject land, although only electricity is necessary.

Access

Vehicular access to the site is obtained from the airports internal service road that is fully constructed and provides access to lease area and other similar hangars/operations on the northern side of the main taxiway.



Access Road

Drainage

The site is well drained and flood free

4 THE PROPOSAL

An application is for a Development Permit for Material Change of Use - Hangar

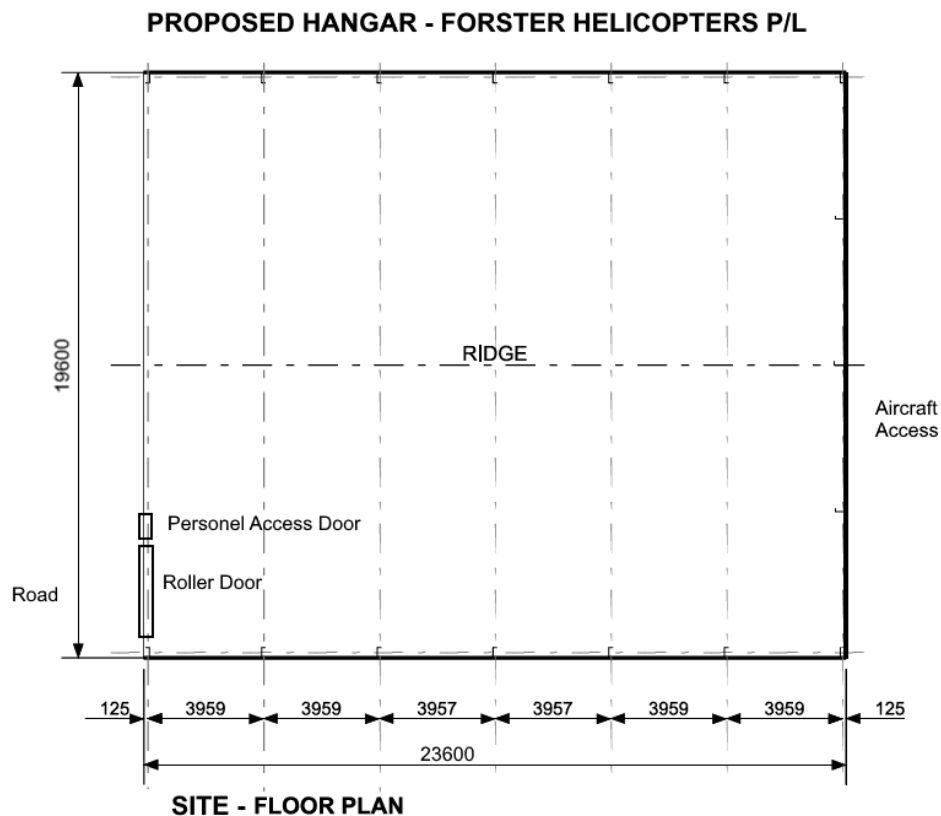
The site agreed to be leased is approximately 480 m² and has approximately 6.4 frontage onto internal airport service road. It will accommodate the hangar of ~470 m².

The intention is the hangar will only be used for aircraft storage.

Helipower, as the name implies, offer a diverse range of services across regional north Queensland principally to Ergon. In the Torres Strait services are principally charters for organisations providing infrastructure and maintenance, including a long term contract to Ergon that requires at least one helicopter available on short notice in the dry season and two in the wet season.

The hangar is designed for safe secure warehousing of aircraft. There are no office, amenities or maintenance facilities. Servicing aircraft occurs elsewhere by specialist providers.

The company has staff/pilot accommodation in Wasaga and a transfer vehicle that is kept at the accommodation. Pilots are transferred to the aircraft and the transfer vehicle taken back to the accommodation so it is available for later transfers. When pilots return and the aircraft secured the transfer vehicle is call to take the pilot back to the accommodation. On the rare occasion the transfer vehicle remains at the airport, there is room just inside the building.



Site/Floor Plan

5 ASSESSMENT AGAINST THE PLANNING SCHEME

TORRES SHIRE PLANNING SCHEME 2007 AS AMENDED

This application for Material Change of Use in the Special Purpose Zone is Impact Assessable.

The assessment against the Purpose of the relevant Code is set out below

The proposal complies with the intent and relevant requirements of the relevant Codes.

		Code Applicability	Compliance
Planning Zone Code	Special Purpose	✓	Complies
Land Use		NA	
Overlay Codes		NA	
	Parking	✓	Complies

SPECIAL PURPOSE ZONE CODE

The purpose of the Special Purpose Zone Code is the achievement of the overall outcomes sought for the Special Purpose Zone.

Overall Outcome	Comment
The accommodation of community purposes such as local and major utility installations and other special purposes.	The proposed hangar is a legitimate ancillary purpose necessarily associated with the functioning of the airport; consequently, it is part of the Special Purpose

Elements

(i) Consistent Uses

Specific Outcomes	Comments
O1 Uses are: <ul style="list-style-type: none"> Consistent with the overall outcomes sought for the Special Purpose Zone, and Preferred for development in the zone; as follows: <ul style="list-style-type: none"> (a) All Community Purposes 	<p>Complies; it is inconceivable that a regional airport would be expected to function without hangars. Hangars are essential for the safe storage of aircraft, maintenance and possibly movement of freight.</p> <p>There is no location outside the airport on which the hangar can properly be located.</p>
O2 Provided uses are developed: <ul style="list-style-type: none"> To be compatible with surrounding Community Purposes by being of similar scale, intensity and character; and To support preferred uses; and To not adversely affect the amenity of the locality; <p>the following is consistent with the overall outcomes sought for the Special Purposes Zone:</p> <ul style="list-style-type: none"> (a) Caretaker's residence. 	<p>Complies; the hangar:-</p> <ul style="list-style-type: none"> Is virtually identical in use, scale, intensity of activity, character and any other relevant consideration to other airport activities The hangar not only supports the proper functioning of the airport, it is considered essential No mechanism has been identified by which the amenity of the locality would be affected.

<p>O3 The following additional uses are consistent with the overall outcomes sought for the nominated sites included in the Special Purpose Zone: For Lots 1, 2, 3, 5 and 6 on RP748024 and Lots 40 and 41 on RP893114 (being the Horn Island Airport: Additional Consistent Uses – Industrial and commercial uses where such uses have a necessary association with aviation activities. Examples include aircraft maintenance and servicing, and shops catering to the needs of tourists.</p> <p>Lot 78 on TS48 (being Quarantine Point, Thursday Island): Additional Consistent Uses – Residential development which provides for the enhancement of the public foreshore.</p> <p>Lot 2 on RP744564 (being Cemetery Hill, Thursday Island. Additional Consistent Uses – Residential development which maximises retention of existing vegetation and utilises building design to minimise the visual impact of development when viewed from the surrounding area.</p> <p>Lot 152 on TS835594 (being Water Reserve, Thursday Island): Additional Consistent Uses – Recreational and cultural uses which maintain remnant rainforest and do not reduce water quality in the catchment.</p>	<p>Complies; the hangar is consistent with and conventionally associated with the operation of an airport.</p>
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(ii) Inconsistent Uses

Specific Outcomes	Comments
<p>O4 Uses other than:</p> <ul style="list-style-type: none"> • Preferred uses nominated in O1, or • Consistent uses developed to comply with the provisos set out in O2 and O3; <p>do not comply with the overall outcomes sought for the Special Purposes Zone and conflict with this code.</p>	<p>Complies</p>

(iii) Subdivision Design

Specific Outcomes	Comments
<p>O5 Reconfigured lots are designed and developed with:</p> <ul style="list-style-type: none"> • Sufficient area and suitable proportions for preferred and consistent uses; • Adequate frontage for safe and convenient vehicular and pedestrian access; and • Do not expose people and works to unacceptable risks from flooding or other hazards. 	<p>NA</p>

(iv) Character and Amenity

Specific Outcomes	Acceptable Solutions (Self Assessment) and Probable Solutions (Code Assessment)	Comments						
<p>O6 Uses and works are located, designed and operated to avoid significant adverse impacts on:</p> <ul style="list-style-type: none">Existing environmental conditions relating to air, water and soil,The amenity of adjacent properties and public spaces, andThe health and safety of people using the premises and adjacent premises; andStreetscape.	<p>S6 (a) Plant and equipment Mechanical plant and equipment are located so they are not visually obtrusive and do not cause adverse visual or acoustic impacts on adjoining premises.</p> <p>(b) Outdoor Lighting All outdoor lighting is designed, constructed and operated in accordance with <i>Australia Standard AS4282 – Control of the obtrusive effects of outdoor lighting</i>.</p> <p>(c) Noise Community Purposes do not exceed noise generation levels interpreted under the <i>Environmental Protection (Noise) Policy</i> provisions, as 'unreasonable', or the following:</p> <table><tr><th>Period</th><th>Noise Level at Noise Sensitive Place</th></tr><tr><td>0700 – 2000</td><td>Background noise level plus 5 dB(A)</td></tr><tr><td>2000 – 0700</td><td>Background noise level 3 dB(A)</td></tr></table> <p>Measured as the adjusted maximum sound pressure level $L_{max adj T}$.</p>	Period	Noise Level at Noise Sensitive Place	0700 – 2000	Background noise level plus 5 dB(A)	2000 – 0700	Background noise level 3 dB(A)	<p>Complies – no mechanism has been identified by which adverse impacts, let alone significant adverse impacts of the types listed, would be associated with or caused by the proposed use of the hangar.</p>
Period	Noise Level at Noise Sensitive Place							
0700 – 2000	Background noise level plus 5 dB(A)							
2000 – 0700	Background noise level 3 dB(A)							
<p>O7 Buildings and structures are:</p> <ul style="list-style-type: none">Of a type and scale which have an attractive, functional appearance;Constructed of materials and finishes compatible with other development in the area;Integrated with the physical attributes of the site, including appropriate provision for access to natural light and ventilation, privacy, noise attenuation, drainage, landscaping, outlook and off-street parking; andDesigned to adequately screen materials stored outside buildings when viewed from adjacent premises and public spaces.	<p>S7 (a) Height Buildings and structures do not exceed 12 metres.</p> <p>(b) Setbacks</p> <p>(i) Buildings and structures setback 3 metres from all road frontages where road reserve width is ≥ 30 metres;</p> <p>(ii) Buildings and structures setback 6 metres from all road frontages where road reserve with < 30 metres, and</p> <p>(iii) For proposals that abut land included in the Residential Zone, all buildings and structures setback a minimum of 6 metres from the boundary.</p>	<p>Complies – the hangar building is entirely consistent with character and visual amenity of an airport</p>						

(v) Community Safety

Specific Outcomes	Acceptable Solutions (Self Assessment) and Probable Solutions (Code Assessment)	Comments
O8 Personal safety and property security optimised through the design of buildings and spaces incorporating: <ul style="list-style-type: none"> • Opportunities for surveillance; • Clear definition of boundaries between private and public spaces; • Robust construction materials; and • Appropriate security lighting. 	S8 Development is designed in accordance with the standards nominated in Schedule 5 to this planning scheme.	Complies – the hangar is consistent with airport planning and operations

(vi) Vegetation Management

Specific Outcomes	Acceptable Solutions (Self Assessment) and Probable Solutions (Code Assessment)	Comments
O9 Clearing does not impact adversely on ecological or landscape values.	S9 (a) Vegetation is retained within: <ul style="list-style-type: none"> (i) 50 metres of wetlands or the high bank of a river: and/or (ii) 25 metres of the bank of any other waterway; and (b) Vegetation is retained on land with slopes ≥ 1 in 6.	NA – no ecological or landscaper exist in the curtilage of the hangar

(vii) Flood Immunity

Specific Outcomes	Comments
O10 Development is immune to flood events which result to unacceptable risk to health and safety or unacceptable risk of property damage.	NA

(viii) Vehicle Parking and Movement

Specific Outcomes	Acceptable Solutions (Self Assessment) and Probable Solutions (Code Assessment)	Comments
O11 Development is provided with an on-site parking and movement system designed and constructed to: <ul style="list-style-type: none"> <input type="checkbox"/> be integrated with the site layout including: <ul style="list-style-type: none"> – direct access to a road providing a level of service required to accommodate traffic generated by the use; and – appropriately designed footpath crossovers; and – provision for safe pedestrian movement between public footpath and facility entry points; and <input type="checkbox"/> accommodate all modes of transport generated by the use; and <input type="checkbox"/> facilitate non-discriminatory 	S11 (a) Parking is provided on-site: <ul style="list-style-type: none"> (i) At the rate nominated in Division 1 of Schedule 2 to this planning scheme; and (ii) Laid out, constructed and maintained in accordance with the standards nominated in Division 2 of Schedule 2 to this planning scheme. (b) Loading/unloading facilities are laid out, constructed and maintained in accordance with the standards nominated in Division 2 of Schedule 2 to this planning scheme. (c) Vehicle queuing and set-down/pick-up areas are laid out,	Complies – car parking and access is designed to meet the needs of persons attending the hangar with safe serviceable access. A vehicle access door is provided for the rare circumstance when the personnel transport vehicle might remain on site.

accessibility; and <input type="checkbox"/> provide for safe and efficient loading and unloading of goods; and <input type="checkbox"/> allow for vehicle queuing necessary for the use; and <input type="checkbox"/> provide for passenger set down/pick up necessary for the use.	constructed and maintained in accordance with the standards nominated in Division 2 of Schedule 2 to this planning scheme. (d) Vehicular access is designed and constructed in accordance with the standards nominated in Division 2 of Schedule 4 to the planning scheme. (e) Bicycle and pedestrian access is integrated with the site design to facilitate both on-site movement and connection to the Shire bicycle and pedestrian networks in accordance with the standards nominated in Division 2 of Schedule 4 to this planning scheme.	
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(ix) Infrastructure

Specific Outcomes	Acceptable Solutions (Self Assessment) and Probable Solutions (Code Assessment)	Comments
O12 Water supply, wastewater and sullage, drainage, roads, power and communications provided to meet the appropriate standards of service and construction at least whole-of-life cost, which: <ul style="list-style-type: none"> Comprise components and materials that are: <ul style="list-style-type: none"> Readily accessible and available; and Robust and reliable in terms of operational life and purpose; and Easily maintained without unnecessarily requiring specialist expertise or equipment; and Are integrated with the design, construction and operation of existing systems and facilitate orderly provision of future systems. 	S12 Water supply, wastewater and sullage, drainage, roads, power and communications are: <ul style="list-style-type: none"> (a) Provided to meet the standard of service nominated in Division 1 of Schedule 4 to this planning scheme, and (b) Constructed in accordance with standards nominated in Division 2 of Schedule 4 to this planning scheme. 	Complies – the building will be connected to all relevant utility services.
O13 Development avoids adverse effects on the safety and operational efficiency of the operational airspace of Ngurupai (Horn) Island and Bamaga Airports and the functioning of aviation facilities associated with the movement of aircraft.		Complies

(x) Excavation or Filling

Specific Outcomes	Comments
O14 Excavation or filling is carried out so that the visual amenity of the area and the privacy of adjoining properties are not compromised and excavation or filling does not result in: <ul style="list-style-type: none">• The instability of a site or adjacent land; or• A detrimental change to the run off characteristics of a site or nearby land; or• A reduction of the water quality of receiving waters.	NA – no substantial earthworks are proposed or necessary

6 CONCLUSIONS

The proposed use is ancillary to that of the airport generally and entirely consistent with the use, operation and planning of the airport.

All necessary service infrastructure is available, with sufficient capacity, to meet demand generated by the additional hangar and any associated activities.

Access to the lease area is safe and serviceable given the circumstances of the locality and that it was constructed for the purpose.

The proposal complies with the relevant provisions of the applicable Code in the Town Planning Scheme

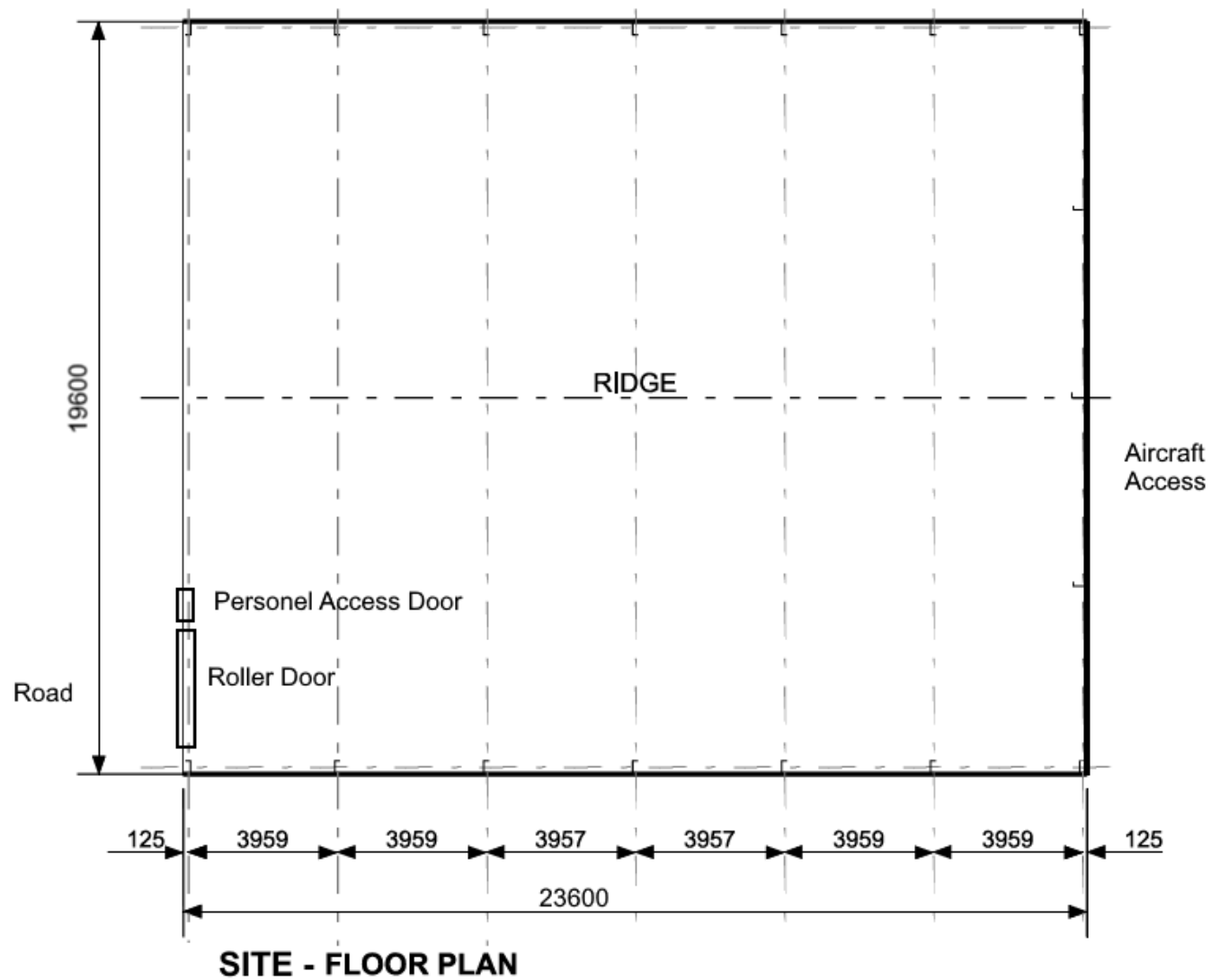
It is considered that the proposal has planning merit, is in the community interest and is consistent with the pattern of approvals Council has issued in the locality and the development of the airport.

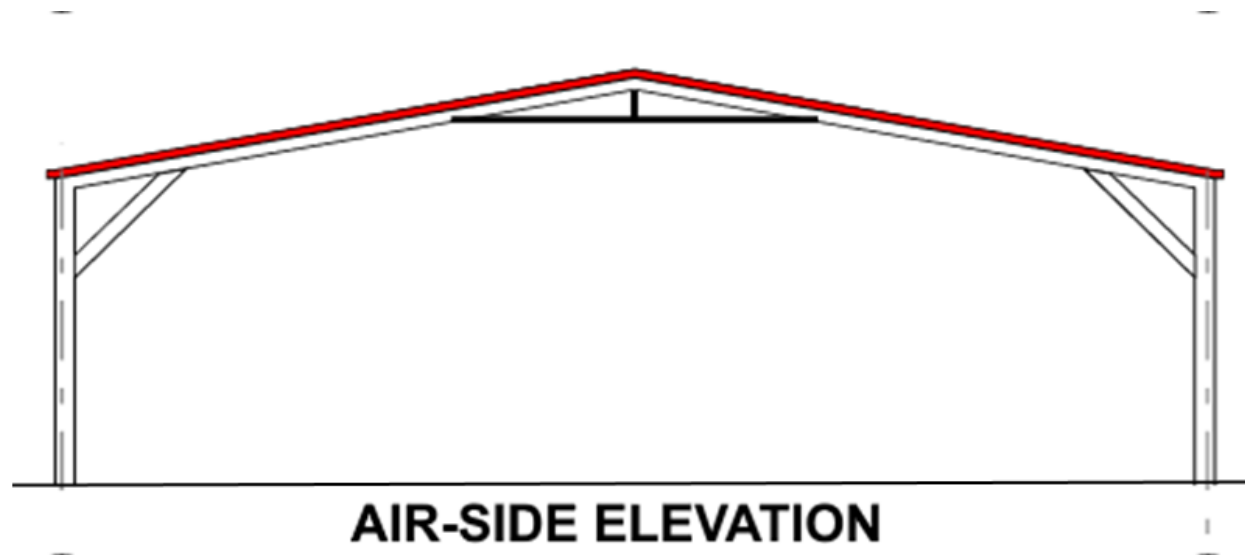
The application has planning merit, is consistent with the airport use and planning and is on the community interest.

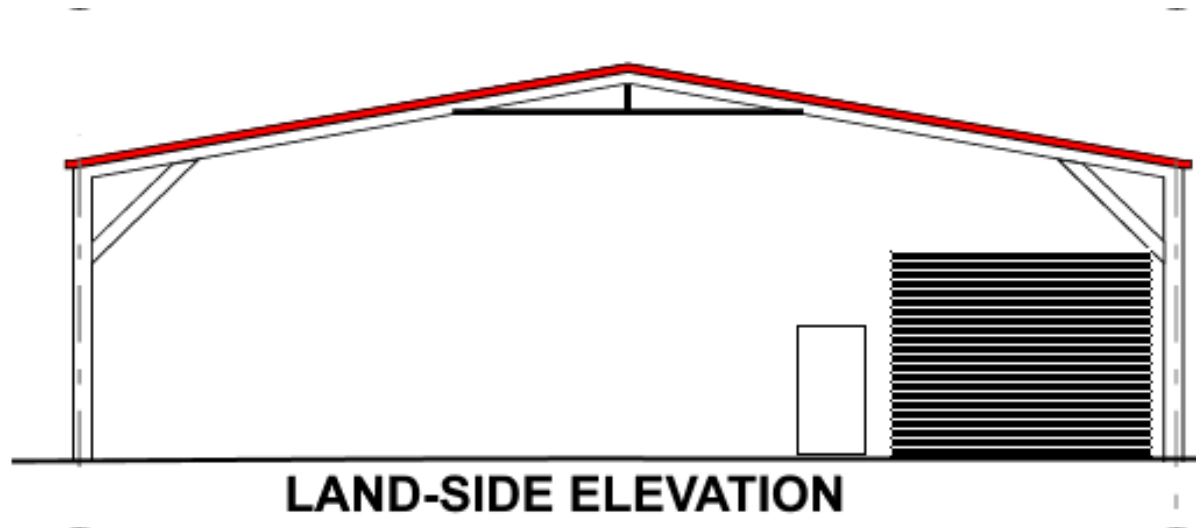
Approval on reasonable conditions is justified.

Appendix 1 Proposal Plans

PROPOSED HANGAR - FORSTER HELICOPTERS P/L







2. Confirmation Notice



TORRES SHIRE COUNCIL

PO Box 171
THURSDAY ISLAND 4875

Telephone (07) 4069 1336
Facsimile (07) 4069 1845

Email: admin@torres.qld.gov.au
Website: www.torres.qld.gov.au
ABN: 34 108 162 398

DATE: 29 November 2021

Our Ref: IDAS 21/16
Enquire to: Joseph Sabatino
Telephone: (07) 4083 1213

Forster Helicopters Pty Ltd
c/- Peter Robinson
PO Box 597
BUNGALOW QLD 4870

Delivered via email – peter@prplanning.com.au

Dear Sir/Madam

Confirmation Notice

Given under section 2 of the Development Assessment Rules

The development application was lodged with Torres Shire Council on the 18 November 2021.

Applicant Details

Applicant Name:	Forster Helicopters Pty Ltd
Applicant Contact Details:	c/- Peter Robinson PO Box 597 Bungalow QLD 4870

Location Details

Street Address:	Airport Road, Horn Island
Real property description:	Lot 1 on SP142709
Local government area:	Torres Shire Council

Application Details

Application Number:	IDAS 21/16
Approval Sought:	Development Permit for a Material Change of Use
Description of the Development:	Material Change of Use- Undefined Use (Hangar)

Category of Development: Assessable Development

Category of Assessment: Impact Assessment

Public notification details

Part 4 of the Development Assessment Rules is applicable to this development application. Public notification is to be carried out for this development application in accordance with the requirements set out in Part 4 of the Development Assessment Rules. The public notification period for this development must be a period of at least 15 business days in accordance with section 53(4)(b) of the *Planning Act 2016*.

Referral details

Part 2: Referral of the Development Assessment Rules is not applicable to the development application.

Other Details

Torres Shire Council will not be making an information request.

If you find an inaccuracy in any of the information provided above or have a query or seek clarification about any of these details, please contact me on the above telephone number.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Dalassa Yorkston'.

Dalassa Yorkston
Chief Executive Officer

3. Notice of Commencement of Public Notification

Notice of intention to commence public notification

Section 17.2 of the Development Assessment Rules

IDAS 21/16	[application reference number]
Forster Helicopters P/L	[applicant name]
peter@prplanning.com.au	[contact address/email address]
0407167779	[contact number]
8/12/2021	[notice date]
Torres Shire	[assessment manager's name]
Box 171 Thursday Island 4875	[assessment manager's address]

RE: Development application for: **MCU - Hangar**

Airport Rd Horn Island

Lot 1 SP124907

Dear Sir

In accordance with section 17.2 of the Development Assessment Rules, I intend to start the public notification required under section 17.1 on:

9 December 2021

At this time, I can advise that I intend to: [provide details below if known]

☒ Publish a notice in:

Torres News

On 9/12/2021

and

☒ Place notice on the premises in the way prescribed under the Development Assessment Rules

8/12/2021 in the afternoon

and

☒ Notify the owners of all lots adjoining the premises the subject of the application

By registered letter posted on 6/12/2021

If you wish to discuss this matter further, please contact me on the above telephone number.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Peter Forster', with a long horizontal flourish extending to the right.

For Forster Helicopters 6/12/2021