

Queensland Floods Commission of Enquiry

*Requirement to Provide Information to the
Commission – Bundaberg Regional Council*

Reference: 1675974 and 1675973

Statement by:

Mr Peter Byrne

Chief Executive Officer

Bundaberg Regional Council



OUR CITY SPIRIT

QUEENSLAND FLOODS COMMISSION OF INQUIRY

Requirement to Provide Written Information to Commission of Inquiry

Peter John BYRNE, Chief Executive Officer

Bundaberg Regional Council

In accordance with *Section 5 of the Commissions of Inquiry Act 1950 (Qld)*,
I, Peter John BYRNE, Chief Executive Officer, Bundaberg Regional Council,
provide the following statement of information as directed by letters dated
10 August 2011 (References 1675974 & 1675973).

Statement Prepared By:-

Mr Peter John BYRNE
Chief Executive Officer
Bundaberg Regional Council

Signature

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Dated

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PART A – Reference 16875974

1. A complete copy of the current planning scheme(s) administered by Council. [Question 1](#)
2. Any record of the Council's deliberations for community infrastructure designations since 2003, including reports, notes, meeting minutes and all relevant correspondence. [Question 2](#)
3. Any application to the Minister for Local Government and Planning pursuant to which a planning scheme administered by the Council to the Minister to seek a finding as to whether it appropriately reflects State Planning Policy 1/03. [Question 3](#)
4. The property and development application files considered by Council since 2004, including correspondence, reports for Council and Council meeting minutes, for the following infrastructure:
 - a. pumping stations, including water and sewer pumping stations;
 - b. wastewater treatment plants;
 - c. mobile phone towers and associated infrastructure;
 - d. electricity; and
 - e. emergency services infrastructure.[Question 4](#)

PART B – Reference 1685973

1. Whether all documents requested by the Requirement dated 1 March 2011 have been provided to the Commission; [Question 1](#)
2. The details of any draft flood studies obtained or made available to the Council since March 2011; [Question 2](#)
3. Any changes to the Council's land planning processes, policies or other statutory instruments in response to flooding that occurred during the period 1 December 2010 to 31 January 2011, including drafts, considerations and adopted documents of Council; [Question 3](#)
4. How information about flood risk for specific properties is made available and any processes for obtaining this information applicable to each of the following:
 - a. members of the public;
 - b. insurance companies;
 - c. prospective developers and their representatives;[Question 4](#)
5. Whether and to what extent Council's infrastructure (for example, sewers, roads, stormwater) was affected by flooding that occurred during the period 1 December 2010 to 31 January 2011, citing specific examples where possible; [Question 5](#)
6. For 5, details of the reconstruction of this infrastructure including costs and programs; [Question 6](#)

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- 7. Funding arrangements for repairs to damaged Council infrastructure; [Question 7](#)
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.....  **Peter John BYRNE**

Requirement to provide written information to Commission of Inquiry

PART A

(Reference 1675974)

1. A complete copy of the current planning scheme(s) administered by Council.

1.1 Attachment A: [Bundaberg City](#)

1.2 Attachment B: [Burnett Shire](#)

1.3 Attachment C: [Kolan Shire](#)

1.4 Attachment D: [Isis Shire](#)

2. Any record of the Council's deliberations for community infrastructure designations since 2003, including reports, notes, meeting minutes and all relevant correspondence.

2.1 Since 2003 only one designation has occurred within the local government area. Attachment E: [The Bundaberg Base Hospital](#) has been designated by the Minister for Health for:-

2.1.1 hospital and associated institutions; and

2.1.2 storage and works depots and the like including administrative facilities associated with the provision or maintenance of community infrastructure mentioned above.

2.2 This designation was made on the 21 November 2008 and related to Lot 80 on B158103 and Lot 142 on CK1540. Council has had no considerations or correspondence in this regard.

3. Any application to the Minister for Local Government and Planning pursuant to which a planning scheme administered by the Council to the Minister to seek a finding as to whether it appropriately reflects State Planning Policy 1/03.

- 3.1 A search of Council's records shows no letters requesting approval from the Minister. Please find attached copies of letters from the Minister for each Planning Scheme advising Council may adopt the relevant Planning Scheme. These letters contain direction to which SPPs the relevant scheme appropriately addresses.
- 3.2 Additionally, find attached Council's correspondence to the Minister seeking approval to adopt each relevant Planning Scheme, excluding Kolan Shire. Please note, this correspondence does not request the Minister's approval for the particular Planning Scheme to address any SPPs.
- 3.3 Former Bundaberg City (Attachment F: [Bundaberg City - Letter from Minister - 23 December 2003](#)) advising that Council may adopt the Planning Scheme. This letter detailed what SPPs are reflected in the Planning Scheme.
- 3.4 Former Bundaberg City (Attachment G: [Bundaberg City - Letter to Minister - 22 July 2003](#)) submitting the proposed Planning Scheme for its second State Interest review.
- 3.5 Former Burnett Shire (Attachment H: [Burnett Shire - Letter from Minister - 26 April 2006](#)) advising that Council may adopt the Planning Scheme. This letter detailed what SPPs are reflected in the Planning Scheme.

- 3.6 *Former Burnett Shire* (Attachment I: [Burnett Shire - Letter to Minister - 30 March 2006](#)) to the Department of Local Government and Planning providing copies of the proposed Planning Scheme for consideration.
- 3.7 *Former Isis Shire* (Attachment J: [Isis Shire - Letter from Minister - 2 January 2007](#)) advising that Council may adopt the Planning Scheme subject to conditions. This letter detailed what SPPs are reflected in the Planning Scheme.
- 3.8 *Former Isis Shire* (Attachment K: [Isis Shire - Letter to Minister - 29 June 2006](#)) letter from Humphreys Reynolds Perkins (HRP) on behalf of Council, dated 29 June 2006, submitting the Planning Scheme for its second State Interest Check.
- 3.9 *Former Isis Shire* (Attachment L: [Isis Shire - Letter to Minister - 16 January 2007](#)) to the Dept. Local Government, Planning, Sport and recreation from HRP providing the final copy of the Planning Scheme to satisfy the conditions of the Minister's letter dated 2 January 2007.
- 3.10 *Former Kolan Shire* (Attachment M: [Kolan Shire - Letter from Minister - 5 April 2006](#)) advising that Council may adopt the Planning Scheme. This letter detailed what SPPs are reflected in the Planning Scheme. Minister's letter specifically mentions that in regard to SPP 1/03 that only the Bushfire provisions are addressed.
- 3.11 No letter from the former Kolan Shire Council can be found requesting adoption of the Planning Scheme in Council's records.

4. The property and development application files considered by Council since 2004, including correspondence, reports for Council and Council meeting minutes, for the following infrastructure:

- a. pumping stations, including water and sewer pumping stations;**
- b. wastewater treatment plants;**
- c. mobile phone towers and associated infrastructure;**
- d. electricity; and**
- e. emergency services infrastructure.**

4.1 A list of applications is provided below and electronic (scanned) copies of the files attached:-

File Ref	Infrastructure Type	Locality
322.2004.1942.1	Communication Tower	Svensson Heights
322.2004.1894.1	Telecommunications Facility	Thabeban
322.2004.51570.1	Sewerage Treatment Plant	Coral Cove
322.2004.1742.1	Communication Tower	Bundaberg East
322.2004.50834.1	Raw Water Storage	Qunaba
322.2005.50995.1	Telecommunications Tower	South Kolan
322.2005.2199.1	Telecommunication Facility	Bundaberg East
322.2005.50178.1	Water Supply Reservoir	Qunaba
IP643	Telecommunication Facility	Woodgate
322.2006.16322.1	GPS Antenna & Communications Shed	Kensington
322.2006.50361.1	Rural Fire Brigade	Winfield
322.2007.51860.1	Telecommunications Facility	Burnett Heads
322.2007.51641.1	Telecommunications Facility	Bargara
322.2007.51429.1	Sewerage Treatment Facility	Innes Park
322.2007.19107.1	Electrical Substation	Bundaberg South
322.2007.51020.1	Water Treatment Facility	Calavos
322.2007.51019.1	Sewerage Treatment Facility	Calavos
322.2007.51008.1	Private Water Treatment Facility	Sharon

File Ref	Infrastructure Type	Locality
322.2007.51008.2	Change to Private Water Treatment Facility	Sharon
322.2007.20888.1	SES Facility	Gin Gin
322.2007.50080.1	Sewerage Treatment Plant	Innes Park
322.2008.23761.1	Rural Fire Brigade Shed	Moore Park Beach
322.2008.23253.1	Rural Fire Services Facility	Drinan
322.2008.22207.1	Telecommunication Facility	Burnett Heads
322.2008.21823.1	Telecommunication Facility	Bundaberg East
322.2008.20493.1	Microwave Communications Tower	Bundaberg North
322.2008.23732.1	Rural fire Brigade Building	Morganville
322.2009.27370.1	Telecommunication Facility	Kinkuna
322.2009.24408.1	Telecommunication Facility	Elliott Heads
322.2009.23973.1	Telecommunication Facility	Buxton
322.2010.30938.1	Electrical Substation	Branyan
322.2010.30345.1	Telecommunication Facility	Elliott
322.2010.30090.1	Telecommunication Facility	Bargara
322.2010.29165.1	Sewerage Treatment Plant Upgrade	Gin Gin
322.2010.29156.1	Sewerage Treatment Plant Upgrade	Alloway
322.2010.29120.1	Telecommunication Facility	Branyan
322.2010.28760.1	Telecommunication Facility	Sharon
322.2011.32933.1	Chlorine Booster Station	Rubyanna
322.2011.32538.1	Extension to Rural Fire Brigade	Coonarr
322.2011.32189.1	Extension to Rural Fire Brigade	Bungadoo
322.2011.32079.1	Extension to Rural Fire Brigade	South Bingera
322.2011.32078.1	Extension to Rural Fire Brigade	Branyan

4.2 A list of [Property Information](#) for Community Infrastructure Development Applications is attached:-

[Year 2004 \(Attachment U\)](#)

[322.2004.1942.1](#)

[322.2004.1742.1](#)

[322.2004.1894.1](#)

[322.2004.50834.1](#)

[322.2004.51570.1](#)

Year 2005 (Attachment V)

322.2005.50995.1
322.2005.2199.1

322.2005.50178.1
TP643

Year 2006 (Attachment W)

322.2006.16322.1

322.2006.50361.1

Year 2007 (Attachment X)

322.2007.51860.1
322.2007.51641.1
322.2007.51429.1
322.2007.19107.1

322.2007.51020.1
322.2007.51019.1
322.2007.51008.1
322.2007.50080.1

Year 2008 (Attachment Y)

322.2008.23761.1
322.2008.23253.1
322.2008.22207.1

322.2008.21823.1
322.2008.20493.1
322.2008.23732.1

Year 2009 (Attachment Z)

322.2009.27370.1
322.2009.24408.1

322.2009.23973.1

Year 2010 (Attachment AA)

322.2010.30938.1
322.2010.30345.1
322.2010.30090.1
322.2010.29165.1

322.2010.29156.1
322.2010.29120.1
322.2010.28760.1

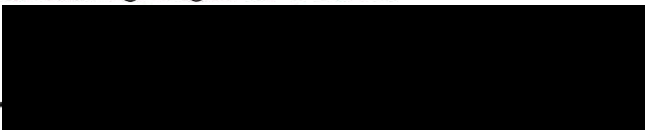
Year 2011 (Attachment AB)

322.2011.32933.1
322.2011.32538.1
322.2011.32189.1

322.2011.32079.1
322.2011.32078.1

Statement Prepared By:-

Mr Peter John BYRNE
Chief Executive Officer
Bundaberg Regional Council

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Signature

1 September 2011

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Dated

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Peter John BYRNE

Requirement to provide written information to Commission of Inquiry

PART B

(Reference 1675973)

1. *Whether all documents requested by the Requirement dated 1 March 2011 have been provided to the Commission;*

1.1 The submission by Mr John Clerke dated April 2011, together with submissions by Mr Andrew Fulton dated 1 September 2011 and myself, dated 1 September 2011, comprise all documents requested by the requirements dated 1 March 2011.

2. *The details of any draft flood studies obtained or made available to the Council since March 2011;*

2.1 Council has budgeted to review its Burnett River Flood Study in the 2011/2012 Budget to an amount of \$200,000 and undertake a Flood Study of Kolan River at a cost of \$40,000.

3. *Any changes to the Council's land planning processes, policies or other statutory instruments in response to flooding that occurred during the period 1 December 2010 to 31 January 2011, including drafts, considerations and adopted documents of Council;*

3.1 Nil.

4. How information about flood risk for specific properties is made available and any processes for obtaining this information applicable to each of the following:

- a. members of the public;**
- b. insurance companies;**
- c. prospective developers and their representatives;**

4.1 Members of the Public

4.1.1 Members of the public can enquire in writing (including email), via phone or in person in regard to Council's adopted flood information including flood information contained within the Planning Schemes. In addition to general enquiries Council provides flood information on rates search requests where a particular property is impacted by the 2% AEP Burnett River Flood for searches within the old Bundaberg City area.

4.1.2 Since November 2008 Council's online interactive mapping has published the flood map for the 2% AEP Burnett River Flood.

4.1.3 In 2005 the previous Bundaberg City Council issued letters to each residential land owner of a property that was impacted by the adopted 2% AEP Burnett River Flood. Council engaged licensed surveyors to determine habitable floor levels for all residential floors within the affected area. These letters contained details of the flood data and the surveyed floor levels identifying how a Burnett River flood impacted individual properties.

4.1.4 Attachment N: [Example Property-Rates Search - \[REDACTED\] Stuart Street, Bundaberg North](#)

4.1.5 Attachment O: [Website Screenshot - Online Mapping - Available since November 2008](#)

4.1.6 Attachment P: [Example Letter issued at Adoption of Flood Level - \[REDACTED\] Park Street, Bundaberg South](#)

4.2 Insurance Companies

4.2.1 Insurance companies have access to the same information as members of the public, as detailed above, excluding the letters that were sent to individual land owners at the time of adoption of the flood data in the Bundaberg City area.

4.2.2 Please note the information contained within the initial letter to land owners is accessible via request to Council.

4.3 Prospective Developers and their Representatives;

4.3.1 Prospective developers and their representatives have access to the same information as members of the public, as detailed above, excluding the letters that were sent to individual land owners at the time of adoption of the flood data in the Bundaberg City area.

4.3.2 Please note the information contained within the initial letter to land owners is accessible via request to Council.

5. Whether and to what extent Council's infrastructure (for example, sewers, roads, stormwater) was affected by flooding that occurred during the period 1 December 2010 to 31 January 2011, citing specific examples where possible; (See Attachment I – [Treatment Plant Locations](#))

5.1 Roads and Drainage

- 5.1.1 Bundaberg Regional Council experienced heavy rains in early December 2010 which resulted in flash flooding which cut a number of local roads.
- 5.1.2 On 5 December 2010, heavy rain in the McCoys Creek catchment washed away a large culvert on Arcadia Drive at Branyan isolating approximately 300 residents. A temporary replacement culvert was installed to provide access to these residents the following day.
- 5.1.3 Access on a number of local roads was further disrupted as rain continued to fall in December and extremely heavy rain washed away four major culvert structures in the Bungadoo and Delan areas. Two of these structures were on the Wallaville-Goondoon Road.
- 5.1.4 The Burnett River began to rise rapidly on 28 December 2010 and rose to a peak height of 7.92 metres on 30 December 2010. All low lying areas of the city were inundated.

- 5.1.5 Major roads were cut and a number of areas of Bundaberg City were inaccessible as flood waters backed up into local creeks. Major creek systems including the Perry River upstream from the City were affected by the flooded river with most bridges inundated and impassable. A number of communities were isolated and the Bruce Highway was cut at Currajong Creek and all south-bound highway traffic was halted at Gin Gin for several days.
- 5.1.6 The flooded Burnett River inundated riverside park facilities and washed away Council jetties and pontoons in the town reach. Scouring of the river bank and car parking areas and stripping of vegetation occurred as the river peaked a further two times.
- 5.1.7 Several yachts moored in the river were sunken or washed out to sea.
- 5.1.8 Two Council buildings, Rowers on the River in Quay Street and the Walla Street Hall, were inundated in the flood and suffered significant damage. The Walla Street Hall has since been demolished and the Rowers building is restricted to use on the second story only (storage on the ground floor only).
- 5.1.9 The combination of inundation and continuing rain causing rising water table levels resulted in saturated road pavements across the Regional Council area. Roads suffered rutting, heaving, and potholing. It is estimated that 10% of the sealed road network has major damage requiring reconstruction. Stormwater pipes suffered from erosion or siltation.

5.1.10 Many roads were cut or inaccessible and updates on closures were provided to the Police, District Disaster Co-Ordinator and Council Customer Service daily during December and January. These reports were provided weekly during the emergent repair period and then monthly to date. The reports were provided to the Disaster District Co-Ordinator and uploaded to the Council's intranet. Typical reports are provided ([See Appendix AC: Typical Road Reports](#))

5.1.11 A preliminary list of claimable restoration works is provided at [Attachment AD \(Queensland Reconstruction Authority - Initial reconstruction identification template\)](#). A map indicating locations of road damage prepared subsequently to the above list, is provided in [Attachment AE \(Roads Priority Areas and Road Assessments\)](#).

5.2 Water

5.2.1 Generally, the water supply for Bundaberg City was not impacted by the December 2010-January 2011 floods. Quantity and quality service levels were maintained primarily because of the flexibility in this water supply system. Low water consumption during this period enabled total water usage to be supported by the groundwater system.

5.2.2 Branyan water treatment plant was not operated during the flood period due to its river inlet being submerged however, the plant did remain in a operable condition. There is sufficient redundancy in the water supply system to accommodate Branyan Water Treatment Plant being offline.

- 5.2.3 Infiltration occurred in the Thornton Street bore well, this bore was inundated and hence was isolated and brought back online after the floodwater receded.
- 5.2.4 Floodwater ingress occurred in one water reservoir at the east depot, this reservoir was taken offline. The ingress occurred because of the condition and age of the inground reservoir and the damage to the floor not considered to be a result of the flood. Rectification works have been budgeted in the 2011/2012 budget to repair this reservoir.
- 5.2.5 The inlet works at Wallaville were submerged and as a result this plant did not operate during the flood period. There was sufficient water available in the elevated storage tank to ensure that service levels were not compromised.
- 5.2.6 As floodwaters receded visual inspections were performed to identify any damage or apparent leakage that occurred within the reticulation system.
- 5.2.7 Power outages did not affect the majority of bores or groundwater treatment plants.
- 5.2.8 The total claimable cost of flood damage to Water Supply infrastructure is \$16,330 (August 2011).

5.3 Sewerage

- 5.3.1 Councils second largest wastewater treatment plant (Millbank) was isolated and the majority of the plant submerged during the December 2010 event. Prior to its inundation, some critical components eg. motors, were removed from the plant and power disconnected. A number of switchboards and pump motors that remained on the site were submerged but the main oxidation ditch was not inundated. This enabled the bio mass to be retained and made it easier to restore the treatment process following the flooding events.
- 5.3.2 The plant was operable within a few days after the waters receded with effluent quality improving shortly after this time. Besides damage to electrical components, a section of the perimeter fence was also damaged.
- 5.3.3 Council's largest wastewater treatment plant (East) was flooded in the lower areas containing sludge beds and sludge storage areas. The treatment plant was not affected however flows to the plant increased significantly during the flood period, in order of 7-8 times ADWF.
- 5.3.4 Eight (8) sewerage pump stations were affected (4 small pump stations) as flood waters rose, power was disconnected to these stations; all stations apart from Tallon Bridge, had wet well submersible pumps and hence sustained little damage. Pump stations were progressively brought back online as the flood waters receded. Surcharging in the sewerage reticulation system was managed on a case by case basis. During the flood period, two crews were assigned to investigate and provide advice to property owners/tenants.

5.3.5 An odour control station which provides oxygen injection at Waterview Road was damaged during the floods and at this date, has not been repaired. This particular facility is currently being assessed to see whether it is appropriate for the future.

5.3.6 The total claimable cost of damage to sewerage infrastructure is \$185,812 (August 2011).

6. For 5, details of the reconstruction of this infrastructure including costs and programs;

- 6.1 Emergent works, including clean up and repairs to Council infrastructure, commenced as soon as access was available following the floods. These works continued throughout the Council area until 18 May 2011. An item specific expenditure record totalling \$7,608,877 on these works is attached. (Attachment Q: [Expenditure Record](#))
- 6.2 Council officers undertook a preliminary assessment of required restoration works and a listing totalling \$39,924,061 was submitted to the Queensland Reconstruction Authority (QRA), on 18 March 2011 (See Attachment R: [Queensland Reconstruction Authority](#)).
- 6.3 Council commissioned Local Government Infrastructure Services (LGIS) on 12 April 2011 to undertake a full assessment of outstanding Council infrastructure damage. LGIS arranged Engineering Consultants GHD to undertake field inspections of all of Council roads and other infrastructure that was inundated in the floods. Inspections are complete and the assessment report is being finalised. It will be supplied to the Commission upon completion.

- 6.4 Work is continuing to formulate proposed restoration works with estimates of costs. This information is being prepared for batching submissions for approval for NDRRA funding through QRA.
- 6.5 A Value for Money Statement has been provided to QRA outlining the proposed procurement process to effect the restoration works. (See Attachment S: [Value for Money Statement](#))
- 6.6 Council is well advanced with restoration works from the flood event early in 2010 with the replacement of the culverts over Sheepstation Creek on Wallaville Goondoon Road completed and a 115,000 square metre Insitu Pavement Stabilisation contract over half completed.
- 6.7 A contract has been awarded for a further 110,000 square metre Insitu Pavement Stabilisation works due to commence early in September 2011.

7. Funding arrangements for repairs to damaged Council infrastructure;

- 7.1 Council's insurance claim for building damage was capped at \$250,000 and this amount has been claimed against the damage caused by flooding to the Rowers building in Quay Street, Bundaberg.
- 7.2 Council has had to meet the cost of all day labour expended on Emergent Works. These costs totalled \$1,582,002.
- 7.3 In addition, Council had to provide \$311,040 for ineligible costs associated with Counter Disaster Operations for this flood.
- 7.4 Council is required to meet its trigger cost of \$404,000 as part of the NDRRA Funding Agreement.

7.5 Restoration works are proposed to be undertaken by contract. However, some day labour expenditure will be necessary to make infrastructure safe and useable until reconstruction works can be carried out. Council has appointed its Road and Drainage Operations Manager as Project Manager for the contract works and Council will have some internal design and administration costs. An allowance of \$400,000 has been made in the 2011/2012 budget for this Council expenditure.

7.6 It is intended that the remaining restoration costs (currently estimated at around \$61 million) will be met through NDRRA funding through submission approvals and claims through QRA.

7.7 An initial grant of \$7,186,331 excluding GST has been made available to Council from QRA.

8. Any policies or other documents which require property owners to have an evacuation plan and/or route in the case of flooding.

8.1 Nil.

Statement Prepared By:-

Mr Peter John BYRNE
Chief Executive Officer
Bundaberg Regional Council

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Signature

..... 1 September 2011

Dated

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Peter John BYRNE

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