REQUEST FOR QUOTE

Fraser Coast
Flood Risk Management Framework
(Land Use Planning)

Issue Date - September 2019
## DOCUMENT CONTROL

### DOCUMENT CREDENTIALS

<table>
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<tr>
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<th>Version</th>
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<table>
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<th>Strategic Planning Officer</th>
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<tr>
<td>Department:</td>
<td>Planning and Growth</td>
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<td>Directorate:</td>
<td>Development and Community</td>
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### DOCUMENT ENDORSEMENT AND APPROVAL

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
<th>Action</th>
<th>Approval / Last Review Date</th>
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<tbody>
<tr>
<td>Manager Strategic Land Use Planning</td>
<td>Lauren Payler</td>
<td>Reviewed</td>
<td>24 September 2019</td>
</tr>
<tr>
<td>Executive Manager Planning and Growth</td>
<td>James Cockburn</td>
<td>Endorsed</td>
<td>25 September 2019</td>
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### VERSION HISTORY

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<th>Nature of Amendment</th>
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<td>1</td>
<td>23/9/2019</td>
<td>Stephanie Mattner</td>
<td>Draft</td>
</tr>
<tr>
<td>2</td>
<td>24/9/2019</td>
<td>Lauren Payler</td>
<td>Endorsed document to be issued</td>
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1. INTRODUCTION

Since the adoption and commencement of the Fraser Coast Planning Scheme 2014 (the planning scheme) on the 28 January 2014, State Planning Policy has been updated to be inclusive of more specific natural hazard requirements. The concept of risk is now imbedded throughout the State Planning Policy and consequentially planning schemes must also be reviewed to reflect this concept.

On 27 March 2019 Council resolved to undertake a fit-for-purpose flood risk assessment for the region and identify consequential amendments to the Fraser Coast Planning Scheme 2014 in accordance with the State Planning Policy (SPP) July 2017- State interest natural hazards, risk and resilience policies 2, 4, 5 and 6. The Flood Risk Management Framework (Planning) project will action that resolution.

2. BACKGROUND

The current approach to flood hazard taken under the planning scheme is consistent with many other Queensland planning schemes developed prior to 2017 amendments to the State Planning Policy:

- Flood hazard is mapped, with the 1% AEP flood extent designated as ‘acceptable risk’ for development across the region;
- The Flood Hazard Overlay Map is based on this, mapping the extent of one flood event (the 1% AEP) and does not show depth or velocity;
- There is a strong reliance on Defined Flood Event (DFE) to ‘design out’ impacts at the development assessment stage;
- The planning scheme provisions and mapping are informed by limited risk assessment and not by consideration of the implications of hydraulic behaviour of flood (or other flood risk factors) so there is limited upfront direction for development (with the exception of the limited development of constrained land zone);
- Relies heavily on site-based risk assessment at development assessment stage to determine appropriate uses; and
- In response, development tends to rely on one solution across floodplain: build above the DFE + freeboard (DFL).

The implications of the current approach include:

- Focusing on the 1% AEP is too simplistic and does not mark the boundary between hazard and risk. Risk from flood cannot be fully understood if land use and built form are based only on the consequences of the 1% AEP event;
- The full range of possible magnitudes of events are not well understood;
- The full spatial extent of the affected areas to the range of possible events is not well understood;
- Failure to accurately model coincident events;
- Failure to identify any differences in the nature of the hazard in ‘affected areas’ which result in potentially onerous or inadequate development assessment; and
- Filling land to meet DFL requirements is a popular response, however it can adversely impact on the carrying capacity of the floodplain and exacerbate flood impacts in other areas.

The project will implement the policy objectives of the State Planning Policy (SPP) state interest policy for Natural hazards, risk and resilience (policy 1, policy 2 and policy 4-6) and will ensure that the Fraser Coast Planning Scheme provides effective planning responses to flood risk.
3. PROJECT OBJECTIVES

The project will deliver a fit-for-purpose framework for Council to undertake flood studies, flood risk assessments and a land use planning response to flood risk across the Fraser Coast Region. The Flood Risk Management Framework will provide:

- Parameters and prioritisation list for future flood studies;
- Fit-for-purpose flood risk assessment methodology;
- Planning responses appropriate to flood risk in the Fraser Coast region.

The project will also deliver a flood risk assessment of the region using currently available flood data. As catchment studies are undertaken or revised over time, the framework will allow Council to consistently update the flood risk assessments and mapping.

The project seeks:

- More ‘complete’ understanding of unmitigated flood risk - understanding flood behaviour and consequence beyond a single DFE such as the 1 in 100 AEP (where this information is already modelled).
- Evidence-based land use policy and scheme provisions informed by a risk assessment (as per SPP).
- To evaluate flood risk and implications for land use in the context of other flood risk management measures, including planning controls.
- Transparency in identifying risk, which increases awareness of the location and extent of varying risk profiles.
- Less reliance on ad-hoc responses and site based risk assessment at the development assessment stage.
- More nuanced land use policy and clear development expectations for each level of risk, providing greater certainty for community and development industry.

The following diagram illustrates the draft land use planning framework and outcomes sought by this project. The deliverables required from the consultant are explained in greater detail in the following sections.
Fraser Coast Flood Risk Management Framework

**Identify flood hazard**
(SPP-Policy 1)

- Fit-for-purpose localised flood studies are prepared and updated in accordance with an endorsed program which prioritises and sets parameters for the studies.
- Council makes informed decisions on the need for catchment flooding and storm tide inundation coincidence modelling.

**Fit-for-purpose risk assessment**
(SPP-Policy 2)

- A fit-for-purpose flood risk assessment methodology for the Fraser Coast Region is established.
- A full regional flood risk assessment is prepared and updated when required.
- Council has an endorsed suite of flood risk assessment tools

**Planning scheme response (SPP -Policy 4-6)**

- Suite of locally appropriate planning scheme responses are used including:
  - Overlay mapping and Code.
  - Planning Scheme Policy for flood.
  - Development controls tailored to risk categories.
  - Zoning appropriate to flood risk.

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**PUBLIC INFORMATION TOOLS**

Council provides tools and resources to support community understanding including:

- Online mapping for flood hazard and risk
- Information sheets
- Accurate and useful Council property search information
4. AVAILABLE DATA AND MODELLING

Council has an ongoing program for the preparation and review of fit-for-purpose flood studies across the region. Outputs from these studies include:

- Probable Maximum Flood (PMF) mapping.
- Detailed flood grid outputs for flood levels, depths, velocities and flood hazard.
- Hydraulic modelling and flood hazard data.

Council has undertaken the following flood studies which are available for use in this project:

<table>
<thead>
<tr>
<th>FLOOD STUDY NAME</th>
<th>YEAR</th>
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<tbody>
<tr>
<td>Eli Creek Catchment Analysis – Flood Risk Final Report (2090 Climate Scenario)</td>
<td>2018</td>
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<tr>
<td>Glenwood Catchment Analysis Flood Risk Final Report (2090 Climate Scenario)</td>
<td>2018</td>
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<tr>
<td>Pulgul Creek Catchment Analysis - Flood Risk Final Report (2090 Climate Scenario)</td>
<td>2018</td>
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<tr>
<td>Tooan Tooan Creek Catchment Analysis (including Lowland Lagoons) – Flood Risk Final Report (2090 Climate Scenario)</td>
<td>2018</td>
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<tr>
<td>Howard Flood Study</td>
<td>2016</td>
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<tr>
<td>Burrum, Cherwell, Isis, Gregory Rivers Flood Study Final Report (Climate Change Scenario)</td>
<td>2015</td>
</tr>
<tr>
<td>Bunya Creek Flood Mapping and Stormwater Management Study (System 3 Extents)</td>
<td>2012</td>
</tr>
<tr>
<td>Mary River Flood Study (2050 Climate Change Scenario)</td>
<td>2011</td>
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<td>Aldershot Flood Study Rev1 (Local and Regional Extents)</td>
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<td>HBCC Flood Risk Reduction Study, Appendix B O’Regan Creek</td>
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<tr>
<td>HBCC Flood Risk Reduction Study, Appendix C Beelbi Creek</td>
<td>2008</td>
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<tr>
<td>HBCC Flood Risk Reduction Study, Appendix D Sawmill Road</td>
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<tr>
<td>HBCC Flood Risk ReductionStudy, Appendix F Moolyyir Creek</td>
<td>2008</td>
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<tr>
<td>HBCC Flood Risk Reduction Study, Appendix N Pialba Pt Vernon</td>
<td>2008</td>
</tr>
<tr>
<td>Bunya Creek Flood Risk Reduction Study</td>
<td>2006</td>
</tr>
<tr>
<td>Urangan Drainage Study - Ultimate Development Scenario</td>
<td>2003</td>
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</table>

The flood risk assessment will need to utilise existing flood studies where available and floodplain information from State or information from historic flood events where no other information is available. No new catchment modelling is proposed as part of this project.

Note:

There is a vast disparity of information available for different catchments across the Fraser Coast region. Consistent level, depth, velocity and hazard outputs are only available for the studies undertaken in 2018. Everything before that will require some level of additional assessment to derive an understanding of the additional flood characteristics utilising the limit of data available, in order to achieve the required outcome for each catchment.
5. **SCOPE OF WORKS**

Council seeks quotes from a suitably experienced and qualified consultancy to deliver components of the Flood Risk Management Framework.

**Identify Flood Hazard (Policy 1)**

The Flood Risk Management Framework should result in an improved understanding of the regions exposure to flooding. This component of the project will result in an endorsed programme for fit-for-purpose localised flood studies. The programme will prioritise and set parameters for the studies. It will also ensure that Council makes informed decisions on the need for catchment flooding and storm tide inundation coincidence modelling.

The parameters and prioritisation for future studies needs to be efficient and maximise outcomes. Council is seeking a “big picture” approach across planning, development, catchment management, trunk infrastructure, forward design, etc.

The project should have regard to the *Coastal Futures: Planning Our Changing Coastline* (Coastal Futures) project. Coastal Futures is a Coastal Hazard Adaptation Strategy for Council, which is predominantly funded through the QCoast 2100 Program, which also sets out project delivery through the *Minimum Standards and Guidelines*. As part of the project, storm tide inundation mapping has recently been prepared for the region.

This component of the project will be undertaken in accordance with the SPP Policy 1, in particular ‘How to appropriately integrate the policy.’

For this component of the project, the consultant will be required to:

- Review Council’s Flood Study Scope document, which sets the parameters for how flood modelling is currently undertaken, and provide recommendations for future flood study parameters.
- Review Council’s current inventory of flood studies and make recommendations on a programme for future flood study priorities.
- Review catchment flooding and Storm Tide Inundation coincidence across the Fraser Coast region and make recommendations for how Council should respond.

**Fit-For-Purpose Risk Assessment (Policy 2)**

State interest Policy 2 requires a fit-for-purpose flood risk assessment for the Fraser Coast region to identify and achieve an acceptable or tolerable level of risk for personal safety and property in natural hazard areas.

As outlined above, the project should have regard to the Coastal Futures project. As part of the project, a Risk Assessment is being undertaken for storm tide inundation mapping. This project must have regard to the outputs of the Coastal Futures project in terms of consistency of approach and community engagement. Further information on the project is available online at [https://frasercoast.engagementhub.com.au/coastal-futures-planning-our-changing-coastline](https://frasercoast.engagementhub.com.au/coastal-futures-planning-our-changing-coastline).

The risk assessment should also build upon and integrate with the risk assessment conducted as part of disaster management planning in the region.
This component of the project should be undertaken in accordance with the SPP Policy 2, in particular ‘How to appropriately integrate the policy.’

For this component of the project, the consultant will be required to:

- Develop fit-for-purpose risk assessment methodology for that Fraser Coast Region that complies with the SPP;
- Workshops the proposed risk assessment methodology with Councillors, development industry and Council Officers;
- In conjunction with development of the flood risk assessment and mapping outputs, provide a suite of possible planning responses which will provide context to the risk assessment outcomes and can be “tested” with key stakeholders. This will require a review of the current planning scheme provisions relating to flood hazard; and
- Once the flood risk assessment methodology is endorsed by Council, complete a region wide flood risk assessment and produce associated risk mapping.

The proposed methodology for undertaking the full regional flood risk assessment must take into account the vast disparity of available data and modelling for catchments across the Fraser Coast region and the project scope specifically excluding undertaking new modelling.

**Planning Scheme Response (Policies 4-6)**

The consultant will prepare land use planning responses and risk mapping suitable for inclusion in the Fraser Coast Planning Scheme. This component of the project should be undertaken in accordance with the SPP Policies 4-6, in particular, ‘How to appropriately integrate the policy.’

For this component of the project, the consultant will be required to:

- Draft content for the planning scheme which reflects the flood risk assessment outputs and suitable planning responses. This may include a new planning scheme flood risk overlay code, amendments to development codes, amendments to levels of assessment, amendments to the Planning Scheme Policy for Development Works and drafting of a new Planning Scheme Policy for Flood Risk;
- Prepare flood risk overlay mapping for inclusion in the Planning Scheme. This mapping should be tested with a range of users to ensure it is readily legible and conveys the intended message. It is anticipated that the mapping from the risk assessment process will not be suitably formatted for Planning Scheme Overlay mapping purposes;
- Where any planning responses could be considered “adverse planning change” (i.e. where rezoning of land is recommended to be rezoned due to an unacceptable level of risk that cannot be mitigated), prepare a “no feasible alternatives” assessment in accordance with Section 30(4)(e) of the Planning Act 2016 to demonstrate that any future amendments to the planning scheme are made to reduce a material risk of serious harm to persons or property on the premises from flooding and is not subject to compensation;
- Proposed amendments must resolve any functional conflicts/ duplications in the requirements of the Building Act and the proposed Planning Scheme development responses;
- Ensure the data and mapping outputs are in a format that can easily incorporate into the Fraser Coast Planning Scheme by way of a Planning Scheme Amendment (amendment process to be carried out by Council’s Strategic Planning unit); and
- Prepare and provide a suite of risk assessment tools for future use by Council.

These amendments will be undertaken internally by Council’s Strategic Planning unit as part of the subsequent stages of the project. Planning scheme amendments will be processed in accordance with the Planning Act 2016 and the Ministers Guidelines and Rules, July 2017.
Engagement Strategy
Council is seeking direction from the consultant on the most appropriate engagement methodology for this project. It is anticipated that at minimum the consultant will work with Council to carry out workshops with internal staff, Councillors and industry.

The successful consultant is required to prepare an Engagement Strategy for the project which details the proposed approach to engagement with key stakeholders. As a minimum, the consultant’s engagement strategy should consider:

- Project branding (E.g. Toowoomba Regional Council created project branding “Safer, Stronger, More Resilient Region – flood risk and you”);
- Key messages;
- Provision of project materials such as website content and project information sheets for community engagement activities. It is anticipated that Council will create a web portal designed to educate the community about the project and its deliverables;
- Internal and external stakeholder and workshops with Councillors, Council staff, industry and community representatives to:
  - Provide input into and endorsement of the development of the risk assessment methodology.
  - Provide input into the risk assessment and mapping outputs.
  - Present the final flood risk assessment and mapping, and planning provisions and mapping and seek Council endorsement to use the outputs to proceed with a Planning Scheme Amendment.
  - Facilitate discussion on the planning process which will follow the completion of the mapping to ensure stakeholders achieve a full appreciation of the necessity for and complexity of the project;
- Consultation with the State Government during project planning and delivery to ensure final deliverables are consistent with state interests; and
- All consultation will be carried out in association with Council Strategic Planning staff.

Project Deliverables
Fraser Coast Regional Council will have ownership of the risk assessment and mapping outputs, fit-for-purpose methodology, planning scheme provision and communication material outputs.

All documents and mapping data need to be provided in editable format. Mapping data will need to be returned to Council in MapInfo and/or WaterRIDE formats. Planning instrument responses need to be presented in Microsoft Word format.

All deliverables should be completed and endorsed by Council (where applicable) by the end of June 2020. This period includes a Local Government election caretaker period which must be considered in the project planning.
6. SUBMISSION

Your quote should address, as a minimum but not limited to, the following:

- A lump sum quote to provide for the Scope of Work as detailed and which should be inclusive of all disbursements and incidental costs;
- Indicative start date;
- Evidence of experience in a similar project;
- Key personnel with details of their qualifications;
- Timeframes for the deliverables detailed in the Scope of Works; and
- A summary of the proposed methodology for undertaking the full regional flood risk assessment which takes into account the vast disparity of information available for different catchments across the Fraser Coast region and the project scope specifically excluding undertaking new modelling.

Fraser Coast Regional Council specifically reserves the right to accept no Proposal, or any Proposal, whether that Proposal is the lowest proposal or not and whether conforming or not. It further reserves the right that after the Submission closing date, it may negotiate with any one or more Submitters with a view to modifying the terms, conditions, prices and any other matters applicable to any Contract that may be subsequently entered into.

A proposal shall not be deemed to have been accepted unless accepted in writing by way of Letter of Acceptance, or email detailing acceptance from a Fraser Coast Regional Council representative.

Quotes can be sent electronically through email to development@frasercoast.qld.gov.au

Quotes are to be marked in the subject heading:

- FCRC Flood Risk Management Framework (Planning)

The quote is to be submitted no later than COB Friday 25 October 2019.

The Submitter agrees that the Quotation will remain open for acceptance for a minimum period of 90 days after the Closing Time, notwithstanding that there may have been negotiations in respect of any Quotation in the meantime.
7. EVALUATION CRITERIA AND WEIGHTING

Quotes will be assessed against the following criteria and weightings. The lowest price quoted will not necessarily be accepted.

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<td>This incorporates relevant experience of firm and nominated personnel, technical skills of nominated personnel, and track record of the firm.</td>
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<td>- Relevant experience of the firm -20%</td>
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<tr>
<td>- Technical skills of nominated personnel- 15%</td>
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<tr>
<td>- Track record of firm- 5%</td>
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<tr>
<td>2. Methodology</td>
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<td>This includes the Consultants understanding of the task specified in the request to quote, and detailed assessment of their approach to undertaking the task.</td>
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<td>3. Project management/Time performance</td>
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<td>- Quality Assurance -5%</td>
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<tr>
<td>- Time Performance -5%</td>
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<td>4. Local Content</td>
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<td>5. Price</td>
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8. CONTACT DETAILS

For further information, please contact Council’s representative on the following details:

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Planning and Growth  
Fraser Coast Regional Council  
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Email: Jasmine.Butler@frasercoast.qld.gov.au