

Cr Ogilvie declared a Material Personal Interest in the following item and left the Chamber.

#### 10.4 CLOSED SESSION

The meeting was closed to the public under Section 463(1) of the *Local Government Act 1993* to discuss the following item:

##### 4.1 Toondah Harbour Redevelopment

The reason that is applicable in this instance is as follows:

*"(h) other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage."*

#### MOTION TO REOPEN MEETING

The meeting was again opened to the public.

##### 10.4.1 TOONDAH HARBOUR REDEVELOPMENT

**Dataworks Filename:** RTT: Marine Landing Facilities - Toondah Harbour  
**Responsible Officer Name:** David Elliott  
Manager Infrastructure Planning  
**Author Name:** David Elliott  
Manager Infrastructure Planning

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#### EXECUTIVE SUMMARY

Confidential report from Manager Infrastructure Planning dated 30 October 2007 was discussed in closed session.

#### COMMITTEE RECOMMENDATION

That the Officer's Recommendation in the confidential report relating to this matter from Manager Infrastructure Planning dated 30 October 2007, be adopted.

**TOONDAH HARBOUR REDEVELOPMENT**

**Datworks Filename:** RTT: Marine Landing Facilities - Toondah Harbour  
**Attachments:** [Toondah Harbour Master Planning & Redevelopment Options Study](#)  
[Toondah Harbour Draft Supplementary Report](#)  
**Responsible Officer Name:** David Elliott  
Manager Infrastructure Planning  
**Author Name:** David Elliott  
Manager Infrastructure Planning

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**EXECUTIVE SUMMARY**

In March 2007, Council considered the Ernst & Young draft Toondah Harbour Master Planning and Redevelopment Options Study. Holland Project Services were subsequently commissioned to prepare a supplementary report to examine in particular the pre-feasibility of the marine infrastructure components of the Ernst & Young Options and to propose a workable project delivery model.

This report essentially summarises the contents of the supplementary report as presented to the Council workshop in September 2007. It further recommends that Council endeavour to reach an agreement with the State Government on developing a workable delivery platform for the master planning of the Toondah Harbour precinct.

**PURPOSE**

To obtain Council approval to seek agreement with the State Government on a workable delivery platform for the master planning of the Toondah Harbour land and marine precincts as outlined in this report

**BACKGROUND**

The draft Ernst & Young 'Toondah Harbour Master Planning and Redevelopment Options Study' was presented to Council in March 2007. The study report finalised in June 2007, is attached to this report.

The study examined a number of concept planning options related to both land and marine based facilities. The study recommended adoption of concept Option 3A, which proposed relocation of the existing marine based transport facilities offshore and their supplementation with the inclusion of a new marina facility.

The study recommendation of concept Option 3A was adopted by the project Steering Committee as being the most viable long term outcome for the precinct.

In July 2007, Holland Project Services were commissioned to:

1. "prove up" the technical basis of the options on the above study report; and
2. determine the basic risk and opportunity elements of a marina component within the overall development configuration; and
3. recommend a way forward to facilitate the future implementation of the redevelopment project.

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This document is classified **CONFIDENTIAL** and as such is subject to the *Local Government Act 1993, s.250 Improper use of information by councillors* and *s.1143 Improper conduct by local government employees.*

In September 2007, Stephen Holland of Holland Project Services presented the draft findings of the supplementary study at a Council workshop, comprising the Mayor, Councillors Senior Staff and key stakeholders represented on the Toondah Harbour Redevelopment Steering Committee.

Holland Project Services have now submitted their 'Toondah Harbour Draft Supplementary Report', which includes the marina pre-feasibility study and key outcomes from the workshop. A copy of their report is attached to this item.

## ISSUES

The following key issues presented at the Council workshop are summarised below:

### 1. Overall Control and Council Responsibility

Council does not own any land in the Toondah Harbour precinct nor does it lease any land at the facility apart from that subleased to Sea Stradbroke.

Road and park reserves and car parks on Trust Land are vested in Council, which owns the constructed assets within these reserves.

Council's legitimate role in the project is as a local planning authority with legislative responsibility for land use planning and the planning, construction and maintenance of local government infrastructure.

Council needs to address the master planning of the Toondah Harbour precinct from a land use planning perspective, but on its own has limited ability to address the operational planning and management of marine activities which are outside the legitimate role of the local government.

The responsibility for the regulatory management of land tenure and marine activities rests mostly with a number of State Government agencies. However, no single State agency appears to have primary control.

### 2. Land Tenure

This is well covered in section 4.2 of the Toondah Harbour Draft Supplementary Report.

### 3. Marine Operational Planning, Maintenance and Control

The existing marine facilities are considered to be somewhat run-down and marginal in being fit for purpose.

The existing transport operators are expanding their operations to accommodate growth in tourist and recreational 4WD numbers, but are hampered and constrained by the narrow one-way meandering entrance channel, the site of the turning basin and the existing length of the foreshore limiting the expansion of facilities.

The lack of ownership by any one State agency has resulted in incoherent and ad-hoc co-ordination of land use, marine and infrastructure planning.

#### 4. Navigation

A major issue is that ferry and barge traffic in the narrow, meandering Fison Channel is limited to one-way, being compounded by limited depths at low tides occasionally leading to the temporary grounding of barges.

The limited size of the turning basin is a major constraint exacerbated by the competing interests of the two major commercial operators.

A significant degree of conflict exists between the commercial operators and the smaller craft users of the public boat ramp and CSIRO marine facilities.

#### 5. Dredging

Examination of Council's lease documents in relation to Sea Stradbroke indicates that the operator is responsible for all dredging costs associated with its lease area and a proportion of the Fison Channel.

It is believed that a similar arrangement exists for those leases held with the State by Stradbroke Ferries and Grooms.

#### 6. Environmental

Toondah Harbour is located within the Moreton Bay Marine Park and any proposal to undertake major works will most likely trigger a Commonwealth Government review of the proposal under the Environmental Protection Biodiversity & Conservation (EPBC) Act, given Moreton Bay's significant international status as a migratory bird roost and the existence of such a site to the south east of the precinct.

Other issues to be addressed include potential loss of seagrass and mangrove areas, the impact of marine construction works (eg seawalls, capital dredging and reclamations) and future dredge spoil disposal.

#### 7. Master Planning

A major challenge to a master planning process will be to separate the adverse impacts of the marine uses from the future residential users.

A marina and reclaimed area for commercial ferry/barge operators would unlock the full on-shore development potential and enhance public foreshore access.

#### 8. Possible Marina and New Transport Terminal Option

A preliminary technical investigation of a potential marina and commercial ferry area details of which are contained in Appendix A, Toondah Harbour Supplementary Report, includes the following elements:

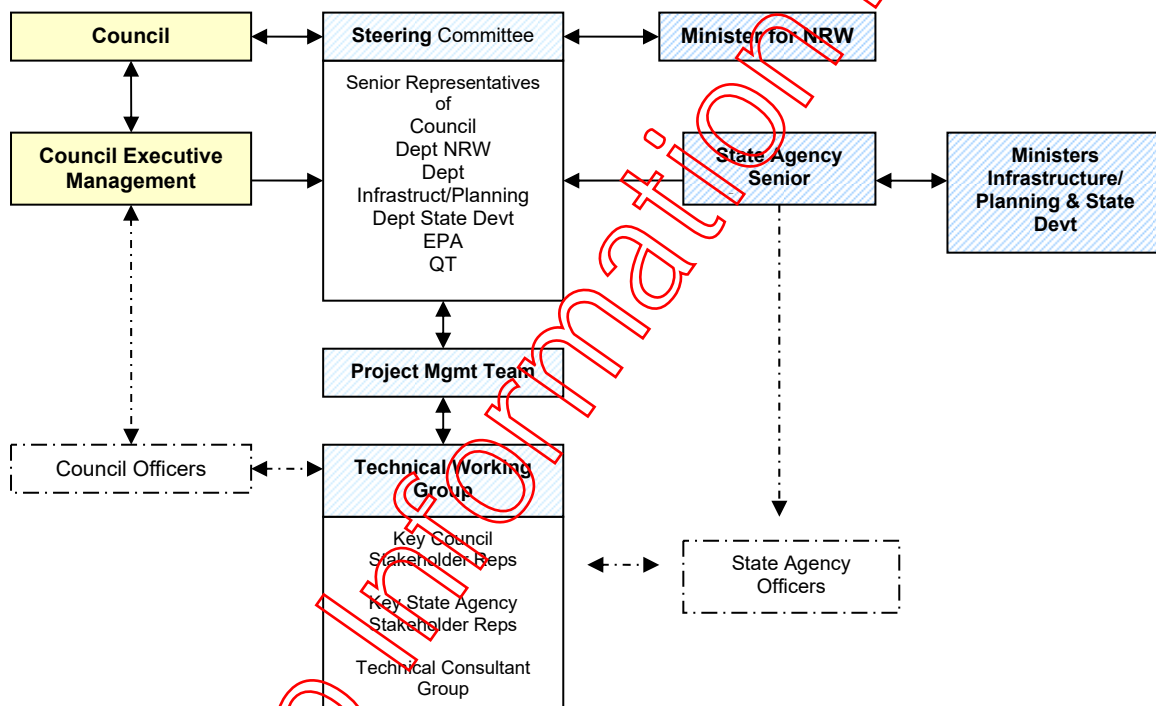
- A new northern channel, separated from private pleasure craft;
- A new terminal area with direct access to the northern channel;
- A 400 berth marina to assist in ensuring viability;
- A potential dry rack boat storage;
  - A maintenance dredge spoil disposal pond; and
  - Reclamation using dredge spoil

Preliminary estimates indicate that the offshore marina and commercial ferry facility could be constructed for \$45 million if the reclaimed dredge material is suitable, with a potential market value of marina berths and 300 boat dry stack facility of \$69 million.

9. Delivery Process

The alternative model (to that proposed in the Ernst & Young report) for delivery of the project is based upon joint project leadership by Council as the local planning authority and the Department of Natural Resources & Water as the owner of the land, with inclusion of key State Agencies at Steering Group level, and with a more substantial Technical Working Group including other key stakeholders.

A suggested possible project delivery model structure is as follows:



Possible Planning Project Delivery Model

The following guidelines are proposed in relation to the suggested delivery structure:

- a) The Steering Committee must include high level representation from the Council and the State agencies involved at this level, with the authority to give direction to the project team.
- b) The lead State agency (in this case NRW) should adopt streamlined internal reporting and approval processes, not requiring cabinet approval at each hold point.
- c) The State agencies on the Steering Committee must ensure a workable “whole of government” framework.

- d) A clear charter and role description must be established for the Steering Committee, the Project Manager, and the Technical Working Group, identifying role expectations and limits of authority.
- e) A detailed project plan should be drafted at project initiation to include the project communications plan and the project risk plan.
- f) If a Community/Business Reference Group is established for the project, then its charter must be very clear, to avoid reference group members seeking to usurp the obligations of government in looking after the broader community interest.
- g) Consideration should be given to investing in specialist media and marketing and communications expertise, to ensure that community and key stakeholder consultation is administered well.
- h) As the project will involve two major planning layers and multiple funding sources, appropriate fiscal reporting measuring achievements against expenditure to date should be regularly provided to the Steering Committee.
- i) There is a need to demonstrate:
  - o Minimal cost for the State Government for the subsequent delivery project;
  - o Resolution of key marine works environmental issues; and
  - o More detailed feasibility of the reclaimed maritime activities area and marina

It will be necessary to avoid confused expectations by keeping the master planning deliveries at high level consistent with a master planning framework.

#### **RELATIONSHIP TO CORPORATE PLAN**

The recommendation in this report primarily supports Council's strategic priority to provide and maintain water, waste services, roads, drainage and support the provision of transport and waterways infrastructure.

#### **FINANCIAL IMPLICATIONS**

Council's primary responsibility as the local planning authority would be to undertake a lead role in the land-based component of the master planning exercise.

#### **PLANNING SCHEME IMPLICATIONS**

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will result in possible amendments to the Redlands Planning Scheme, such as:

The Toondah Harbour precinct excluding the carpark area north of Middle Street is designated as Marine Activity Zone – Sub Area MA1 under the current planning scheme.

Sub area MA1 nominates most higher order uses as code assessable development and a proponent is only required to demonstrate compliance with the planning scheme codes, with no requirement for public consultation.

The current planning scheme allows for mixed use apartment development, commercial office, boat industry, marine services, tourist accommodation and shops with building heights up to 14m.

Master planning of this precinct is likely to propose different development outcomes dependant upon whether an offshore marina facility is included or whether the existing marine activities need to be retained along the existing foreshore.

A major challenge of a master planning process will be to separate the adverse impacts of the marine users from the future residential users.

### CONSULTATION

The recommendations in this report have been workshopped with Councillor's, Executive Leadership Group, relevant Group Manager's and key stakeholders in September 2007.

### OPTIONS

#### Preferred

That Council resolves as follows:

1. That the concept Option 3A as proposed in the "Toondah Harbour Master Planning and Redevelopment Option Study" and detailed more specifically in the "Toondah Harbour Draft Supplementary Report" be adopted as the preferred planning model for the redevelopment of the Toondah Harbour precinct; and
2. That agreement with the State Government be sought on a workable delivery platform for the master planning of the Toondah Harbour land and marine precincts as outlined in this report.

#### Alternative

No alternative recommended.

### OFFICER'S RECOMMENDATION

That Council resolve as follows:

1. That the concept Option 3A as proposed in the "Toondah Harbour Master Planning and Redevelopment Option Study" and detailed more specifically in the "Toondah Harbour Draft Supplementary Report" be adopted as the preferred planning model for the redevelopment of the Toondah Harbour precinct; and
2. That agreement with the State Government be sought on a workable delivery platform for the master planning of the Toondah Harbour land and marine precincts as outlined in this report.

# Redland Shire Council

## Toondah Harbour - Master Planning and Redevelopment Options Study

5 June 2007



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## Executive Summary

### Toondah Harbour – Options Analysis & Master Planning Project

Ernst & Young's Real Estate Advisory Services group was appointed by Redland Shire Council (Council) to undertake an Options Analysis and Master Planning exercise for the Toondah Harbour precinct.

The Options Analysis process undertaken by Ernst & Young comprised a number of steps and involved active participation by the key Stakeholders and the Project Steering Committee. These steps are outlined below:

- Review of existing documentation and an overview of the entire process.
- Situation Analysis, identifying existing land holdings and functions of the precinct.
- Formulation of objectives, success criteria and sub-success criteria including Economic, Transportation, Environmental, Social, Financial and Governance criteria.
- Weighting of the success criteria in consultation with the Project Steering Committee (with the exception of Governance, which was assumed to be included within all options).
- Preparation of physical options with urban design input from Hassell and in consultation with the Project Steering Committee.
- Development of a decision model incorporating the weighted success criteria and the objective-based comparative analysis of each option.
- Scoring of Options by the Project Steering Committee and Ernst & Young against the agreed success criteria, on a scale of 1 to 10, producing a comparative weighted score. The quantitative (financial) results are then incorporated in the decision model to provide an overall weighted score.
- Preferred option selected.

### Brief Description of the Precinct

The study area includes the Toondah Harbour precinct, associated land and water transport connections and adjacent harbour water areas.

The key function of the precinct is the gateway to Moreton Bay and particularly North Stradbroke Island. As demonstrated in the table above, this function includes commercial car ferry (barge) operations, commercial passenger ferry / water taxi operations and extensive open carparking areas used by ferry passengers. Secondary functions include a recreational boating boat ramp and associated car and boat trailer parking areas and the CSIRO research facility.

There are three main land owners (freehold) in the precinct, as follows:

- Stradbroke Ferries (6,155 square metres).
- CSIRO (Site 1 – 19,984 square metres and Site 2 – 7,120 square metres).
- Department of Natural Resources Mines and Water (34,502 square metres).

The Toondah Harbour precinct is reasonably well defined and is situated at the eastern end of Middle Street, at the eastern periphery of a predominantly low to medium density residential area of Cleveland.

## Council's Objectives

Redland Shire Council have recently acknowledged that the Toondah Harbour precinct is a unique area with a significant future redevelopment opportunity which has the potential to benefit the community in terms of amenity, infrastructure and facilities, as well as contributing economic benefit to the area. The Toondah Harbour precinct is held by a small number of land owners and comprises a number of underdeveloped parcels, is well serviced by existing infrastructure, incorporates established green space and has a defined function of providing a gateway to Moreton Bay and the Moreton Bay islands.

Council recognises that the Toondah Harbour precinct represents a key strategic bayside precinct which, if carefully planned, has the potential to yield an outcome which delivers favourable results to all key Stakeholders, recognises the importance of the Toondah Harbour precinct and maximises the underlying property values.

The creation of a Master Plan over the Toondah Harbour precinct is considered to be the most effective strategy.

Key Stakeholders in the development of this precinct are identified as the following:

- Redland Shire Council.
- CSIRO.
- State Government.
- Stradbroke Ferries.
- Sea Stradbroke.
- Stradbroke Flyer.
- Other land Owners / Lessees.

The following groups also stand to benefit from a carefully planned and managed redevelopment of this precinct:

- The Cleveland community.
- Tourists.
- The broader community who use this precinct to access Moreton Bay and the bay islands.

## Success Criteria

To evaluate possible options for the redevelopment of Toondah Harbour, the following success criteria categories were discussed with the key Stakeholders in the precinct:

- Economic;
- Transportation;
- Environmental;
- Social;
- Financial;
- Governance.

Based on the findings of the Stakeholder consultation process, the Master Planning process and ultimately any redevelopment of Toondah Harbour should facilitate the following outcomes:

- Operational – the transport function of Toondah Harbour as the primary access point between greater Brisbane and North Stradbroke Island must remain as a key element of the precinct.
- Social / community – increasing the amenity of Toondah Harbour to the Cleveland and broader south east Queensland community should be achieved through activating the precinct, making the waterfront and the bay more accessible and introducing development which incorporates retail and restaurants.
- Value – enhancing the value of the existing freehold land holdings and ensuring better utilisation and increased value of state and council owned assets in the precinct must be achieved.
- Self funding – the master planning must identify opportunities for the users of the facilities at Toondah Harbour to contribute to the funding of the channel and basin dredging.

## Master Planning

Hassell were appointed as sub consultants on the project to assist with the master planning phase.

Three options were established to form the basis of the master planning concepts, as follows:

1. Minimal change.
2. General improvement with changes as required.
3. Major changes to maximise potential (may include radical change which pushes the boundaries).

High level conceptual plans for the various options, identifying areas suitable for proposed uses and establishing development capacity of the various sites, were prepared, having regard to the success criteria.

The three options were scored against on the basis of both qualitative and quantitative criteria.

The preferred option (Option 3a – which incorporates marina, lagoon and the highest plot ratio's and heights) is the option which scored the highest and as such, is considered to have the potential to achieve the optimal result for the major Stakeholders including the commercial operators, the freehold land owners, Redland Shire Council, the Department of Natural Resources and Water and the broader community.

## Report Findings

A number of key findings have been derived from our study, including the following:

- To progress the project, someone (probably the Coordinator-General) will need to take ownership of it and drive it to achieve an outcome in line with the preferred option.
- The precinct was recently included in the South East Queensland Coastal Management Plan as an "Area of State Significance – Social and Economic" as the "Toondah Marine Transport Facilities". We believe this will assist significantly in achieving an acceptable outcome.
- The key stakeholders (those who have a tangible interest in the process through freehold land ownership and/or a medium to long term leasehold interest) will need to agree to participate in the outcome.
- If the preferred option involves a reconfiguration of the precinct, it will be important to ensure that all freehold land owners are left with sites of an equivalent lot size following the reconfiguration.
- Additional expert studies will be required to "prove up" the various options.

## Implementation Strategy

The way forward for the project will involve the following:

- Detailed Studies
  - A detailed engineering study of the infrastructure requirements to accommodate the existing level of barge and passenger ferry operations currently operating from Toondah Harbour, including basin and channel;
  - A detailed marina layout plan, having regard to operational requirements, prevailing winds and currents and the nature of associated facilities required would be needed to form the basis of a costing for the construction of an integrated facility;
  - Geological study of the seabed characteristics to assess the ease/difficulty of dredging and the suitability of dredge spoil to use to reclaim land as part of the redevelopment;
  - Detailed costing of the required dredging and revetment wall construction to create a marina, passenger ferry and barge infrastructure including a basin and channel widening and straightening;
  - Environmental Impact study including evaluation of the potential environmental affects;
  - Traffic Study;
  - Other studies as considered appropriate.

- Discussions With Coordinator-General (COG) and Office of Urban Management (OUM)
- Agreement with land Owners and Interest Holders
- Further Layout and Yield Analysis
- Confirm Findings
- Public Consultation
- Business Case
- Documentation

We would be happy to discuss the content of this report and the Implementation Strategy at a time convenient to you.

Right to Information Release

## Section 1 – Project Inception

### Introduction

#### Background

Ernst & Young's Real Estate Advisory Services group was appointed by Redland Shire Council (Council) to undertake an Options Analysis and Master Planning exercise for the Toondah Harbour precinct. This precinct performs a strategic role in Redland Shire as the gateway to Moreton Bay and the Moreton Bay islands. Development has historically occurred to facilitate growth in the key function of the precinct to provide access to Moreton Bay.

Redland Shire Council have recently acknowledged that the Toondah Harbour precinct is a unique area with a significant future redevelopment opportunity which has the potential to benefit the community in terms of amenity, infrastructure and facilities, as well as contributing economic benefit to the area. The Toondah Harbour precinct is held by a small number of land owners and comprises a number of underdeveloped parcels, is well serviced by existing infrastructure, incorporates established green space and has a defined function of providing a gateway to Moreton Bay and the Moreton Bay islands.

A summary of the main site characteristics and issues are as follows:

- The site comprises a significant area of bayside land.
- Closest mainland access point to North Stradbroke Island.
- CSIRO may relocate in the short to medium term.
- Toondah Harbour is not defined.
- The land is currently significantly underutilised.
- The site currently offers very little by way of amenity and facilities to the local community.
- The majority of the precinct is currently utilised as open carparking.
- The precinct is currently semi-industrial in nature.
- Various ownerships and interests.
- A collaborative approach between land Owners / Stakeholders could release optimal results.

## Background Reports

In undertaking our Redevelopment Options Study for Toondah Harbour, we have reviewed the following documents / information:

- Redlands Investment Overview – Opportunities and Strategic Project – SGS Economics and Planning.
- Redland Town Planning Scheme 2005.
- Draft South East Queensland Regional Coastal Management Plan.
- Brisbane Destination Management Plan, August 2004 - Tourism Queensland
- North Stradbroke Island Visitor Survey, June 2005 - Tourism Queensland.
- Redland Shire Council paper on Proposed Transport Terminal and Dredging Issues, not dated.
- Redland Shire Council paper - Toondah Harbour EOI, Matters Effecting Future Development, – not dated.
- Redland Shire Council – Special Planning and Environment Committee Meeting Minutes, 24 August 1992.
- Redland Shire Council letter to CSIRO regarding possible Joint Venture to redevelop Toondah Harbour foreshore, 27 November 2002.
- Redland Shire Council paper – Toondah Harbour Redevelopment, Cleveland, not dated.
- Toondah Harbour Planning Study – Interim Stage 2 Report, Development Options , not dated, **Kinhill Cameron McNamara** in conjunction with **Kinhill Riedel & Byrne and Terrain** (appears to be 1992).
- Redland Shire Council – Environmental, Planning and Development Committee meeting minutes extract, Toondah Harbour Planning Study, 31 August 1993.
- Community Study Report for the Upgrade of the Toondah Harbour Facilities on behalf of Redland Shire Council by **Rowland Rogers**, March 1996.

## Objectives

Master Planning of the Toondah Harbour precinct has the ability to achieve a number of key objectives, as follows:

- Ensure that better utilisation is made of the key real estate assets held by the various landholders in the precinct.
- Improve the level of amenity and facilities to the local community.
- Manage the requirement for lower order uses including open carparking and provide the framework for optimal uses suitable for land with such significant natural and locational attributes.
- Allow Council to work closely with the other key land owners to ensure an optimal outcome for the community.



- Identification and management of environmental constraints on a whole of precinct basis, ensuring “big picture” issues are identified and managed on a macro level, rather than piecemeal solutions on a site by site basis.
- Provide opportunities to explore the potential for a major transportation terminal.
- Review facilities for barge operations and recreational boating.
- Investigate the introduction of new support facilities for boating.
- Review road access and traffic circulation.

### Process

The Options Analysis process undertaken by Ernst & Young comprised a number of steps and involved active participation by the key Stakeholders and the Project Steering Committee. These steps are outlined below:

- Review of existing documentation and an overview of the entire process.
- Situation Analysis, identifying existing land holdings and functions of the precinct.
- Formulation of objectives, success criteria and sub-success criteria including Economic, Transportation, Environmental, Social, Financial and Governance criteria.
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- Preparation of physical options with urban design input from Hassell and in consultation with the Project Steering Committee.
- Development of a decision model incorporating the weighted success criteria and the objective-based comparative analysis of each option.
- High level financial analysis of each of the options for comparative purposes.
- Scoring of Options by the Project Steering Committee and Ernst & Young against the agreed success criteria, on a scale of 1 to 10, producing a comparative weighted score. The quantitative (financial) results are then incorporated in the decision model to provide an overall weighted score.
- Preferred option selected.
- Preliminary delivery options discussed.

### Key Function

The key function of the precinct is the gateway to Moreton Bay and particularly North Stradbroke Island. As demonstrated in the table above, this function includes commercial car ferry (barge) operations, commercial passenger ferry / water taxi operations and extensive open carparking areas used by ferry passengers. Secondary functions include a recreational boating boat ramp and associated car and boat trailer parking areas and the CSIRO research facility.

### Existing Ownership Structure

The following schedule identifies the various land holdings, the tenure under which the land is held and the Owner / Lessee:

LOT	PLAN	TENURE	OWNER	LESSEE	AREA (m <sup>2</sup> )
33	C618	Freehold	CSIRO	Owner Occupied	1,575
34	C618	Freehold	CSIRO	Owner Occupied	1,505
35	C618	Freehold	CSIRO	Owner Occupied	1,440
4	SL12281	Freehold	CSIRO	Owner Occupied	1,722
19	SP115544	Freehold	CSIRO	Owner Occupied	7,587
1	RP145396	Freehold	CSIRO	Owner Occupied	6,155
58	SP115554	Freehold	CSIRO	Owner Occupied	7,120
115	SL9166	Leasehold	CSIRO	Owner Occupied	2,550
1	AP7144	Leasehold	DNRMW*	Stradbroke Flyer	682
Part 79	SL7088	Permit to Occupy	DNRMW	Stradbroke Flyer	345
Part 79	SL7088	Leasehold	DNRMW	Redland Shire Council	2,727
2	RP145396	Freehold	Stradbroke Ferries	Owner Occupied	6,155
80	SL9713	Leasehold	Port of Brisbane Corp	Stradbroke Ferries	7,730
1	AP7143	Leasehold	Port of Brisbane Corp	Stradbroke Ferries	6,989
119	SL9713	Leasehold	DNRMW	Redland Shire Council	164
20	SP153278	Freehold	DNRMW	Qld Dept of Transport Redland Shire Council	13,920
22	SP153278	Freehold	DNRMW	Sea Stradbroke	1,665
1	AP7166	Leasehold	DNRMW	Sea Stradbroke	3,050
21	SP125288	Freehold	DNRMW	Qld Dept of Transport	7,951

\* Department of Natural Resources, Mines and Water

In summary, there are three main land owners (freehold) in the precinct, as follows:

- Stradbroke Ferries (6,155 square metres).
- CSIRO (Site 1 – 19,984 square metres and Site 2 – 7,120 square metres).
- Department of Natural Resources Mines and Water (34,502 square metres).

### Surrounding Land Holdings

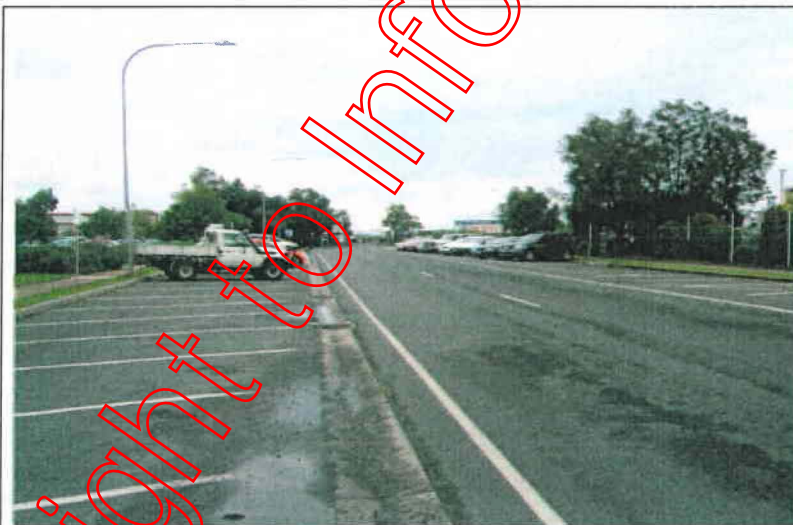
The Toondah Harbour precinct is reasonably well defined and is situated at the eastern end of Middle Street, at the eastern periphery of a predominantly low to medium density residential area of Cleveland.

Surrounding development generally comprises the following:

North	Open Space (GJ Walker Park) passive and active (cricket ground) recreation reserve.
North West	Semi modern, medium density residential development and low density residential development (potentially suitable for future medium density redevelopment).
West	Wharf Street, beyond which lies older, low density residential development and semi modern, medium density residential townhouse development.
South West	Semi modern, medium density residential townhouse development and a conservation area comprising mangrove wetlands to Moreton Bay Marine Park.
South	Conservation area comprising mangrove wetlands to Moreton Bay Marine Park.
East	Moreton Bay Marine Park, including the following: <ul style="list-style-type: none"> <li>■ Toondah Harbour basin</li> <li>■ Fison Channel</li> <li>■ Tidal mud flats</li> </ul>

### Photographs of Existing Situation

The following photographs demonstrate the existing status of the various elements of Toondah Harbour:



Toondah Harbour currently suffers from a lack of any sense of arrival.



Whilst car parking is an issue during peak periods, mid week and out of school holidays the car parks are under utilised.



The recreational boat ramp is generally not well utilised as demonstrated by the lack of car/trailers parked in the recreational boat ramp car park.



The recreational boat ramp is a modern piece of infrastructure although is not operational at low tide and creates problems with recreational craft operating in a confined basin and channel with commercial vessels, causing concerns from a safety perspective.



Existing infrastructure is damaged and presents poorly.



The channel access to the passenger ferry pontoon is extremely narrow. The old recreational boat ramp is yet to be removed.



Barge infrastructure is generally old and not well presented, offering little amenity.



The existing infrastructure generally presents poorly and prohibits access to the foreshore.



The harbour is not physically defined and is generally too small to accommodate the vessels operating from here.



Passenger ferry infrastructure is only fair and does not present as a point of access for tourists visiting Moreton Bay or North Stradbroke Island.



The foreshore is generally inaccessible. Passenger ferry infrastructure is adequate at best.



Significant areas of public open space already exist in the precinct. These areas would benefit from an improvement program.



The CSIRO site represents a significant opportunity for redevelopment with a mixed use project.

## Current Town Planning Status

### Redland Shire Council Town Planning Scheme

Responsible Authority	:	Redland Shire Council
Planning Scheme	:	Redland Shire Town Planning Scheme
Area Designation	:	Marine Activity Zone – Sub Area MA1

The Town Planning Scheme for Redland Shire, prepared in accordance with the requirements of the Integrated Planning Act 1997 (IPA), came into effect on 30 March 2006. The Town Planning Scheme for the Shire of Redland includes the Toondah Harbour precinct within an area designated “Marine Activity Zone – Sub Area 1 (MA1)”.

The “Marine Activity Zone – Sub Area 1 (MA1)” of Town Planning Scheme, identifies a significant range of uses as “Code Assessable”. Below is a summary of some of the Code Assessable uses which would typically form part of a “mixed use” development. Whilst not technically “as of right”, code assessable uses are generally permissible subject to certain assessment criteria and generally do not require public notification.

The following is a summary of information extracted from the “Marine Activity Zone – Table of Assessment for Material Change of Use of Premises”. The Table of Assessment includes significantly more detailed information.

Use	Code Assessable	Assessment Criteria
<b>Apartment Building</b>	If (1) In sub-area MA1 – at Toondah Harbour, Cleveland; (2) The use is undertaken as part of a mixed use development.	<ul style="list-style-type: none"> <li>■ Marine Activity Zone Code</li> <li>■ Apartment Building Code</li> <li>■ Access and Parking Code</li> <li>■ Development Near Underground Infrastructure Code</li> </ul>
<b>Commercial Office</b>	If (2) In a sub-area – MA1;	<ul style="list-style-type: none"> <li>■ Erosion Prevention and Sediment Control Code</li> <li>■ Excavation and Fill Code</li> <li>■ Infrastructure Works Code</li> <li>■ Landscape Code</li> <li>■ Stormwater Management Code</li> </ul>
<b>General Industry</b>	If (1) In sub-area – MA1; (2) Associated with boat building	<ul style="list-style-type: none"> <li>■ Excavation and Fill Code</li> <li>■ Infrastructure Works Code</li> <li>■ Landscape Code</li> <li>■ Stormwater Management Code</li> </ul>
<b>Marine Services</b>	Applies to all of the Marine Activity Zone	<ul style="list-style-type: none"> <li>■ Landscape Code</li> <li>■ Stormwater Management Code</li> </ul>
<b>Passenger Terminal</b>	If (1) In sub-area – MA1	<ul style="list-style-type: none"> <li>■ Stormwater Management Code</li> </ul>
<b>Refreshment Establishment</b>	If (2) In sub-area – MA1	
<b>Shop</b>	If (2) In sub-area – MA1	<ul style="list-style-type: none"> <li>■</li> </ul>
<b>Tourist Accommodation</b>	If (1) In sub-area MA1 – At Toondah Harbour, Cleveland; (2) The use is undertaken as part of a mixed use development.	
<b>Vehicle Parking Station</b>	If (1) In sub-area MA1; (2) The use is undertaken as part of a mixed use development.	



**Town Planning Scheme Overlays**

The following overlays which form part of the Town Planning Scheme also apply to various parts of the precinct:

Overlay	Reason for Inclusion of Subject Sites
Flood Prone, Storm Tide and Drainage Constrained Land Overlay	Storm Tide Area
Road and Rail Noise Impacts Overlay	Road Noise Buffer
Habitat Protection Overlay	Bushland Habitat Marine Habitat
Acid Sulphate Soils Overlay	Below 5 metres AHD

The broader objectives of the Planning Scheme would require the consideration of all relevant issues to the development of the site, including but not limited to flooding, environmental issues, requirements for fill or excavation, habitat protection, drainage, traffic, amenity, etc.

A summary of the Code Assessable development opportunities in the Marine Activity – MA 1 precinct is as follows:

**Marine Activity Zone – MA 1**

Code Assessable Use	Assessment Criteria Code	Overlay
<b>Apartment Building</b>	■ Marine Activity Zone Code	■ Flood Prone, Storm Tide and Drainage Constrained Land Overlay
<b>Commercial Office</b>	■ Apartment Building Code	
<b>General Industry</b>	■ Access and Parking Code	■ Road and Rail Noise Impacts Overlay
<b>Marine Services</b>	■ Development Near Underground Infrastructure Code	
<b>Passenger Terminal</b>	■ Erosion Prevention and Sediment Control Code	■ Habitat Protection Overlay
<b>Refreshment Establishment</b>	■ Excavation and Fill Code	■ Acid Sulphate Soils Overlay
<b>Shop</b>	■ Infrastructure Works Code	
<b>Tourist Accommodation</b>	■ Landscape Code	
<b>Vehicle Parking Station</b>	■ Stormwater Management Code	

## South-East Queensland Regional Coastal Management Plan

The SEQ Regional Coastal Plan will provide direction for implementing the State Coastal Plan in the SEQ coastal zone. The State Coastal Plan sets out the overall policy for coastal zone management in Queensland. The SEQ coastal zone extends from Maroochy Shire to Coolangatta and westward bounded by the catchments of the Maroochy, Brisbane, Bremer and Logan Rivers. The eastern boundary is three nautical miles from the mainland and coastal islands.

The SEQ Regional Coastal Plan identifies, protects and manages the important coastal resources and their values through regional policies, a key coastal site, resource maps, the proposed coastal management district and coastal building lines.

The precinct was recently included in the South East Queensland Coastal Management Plan as an “Area of State Significance – Social and Economic” as the “Toondah Marine Transport Facilities”. The inclusion of Toondah Harbour as an area of State Significance for Social and Economic purposes recognises the importance of Toondah Harbour as a key element of regional transport infrastructure, and an important link in providing access to North Stradbroke Island for tourism purposes and also in serving the needs of the residents of North Stradbroke Island.

The subject property is identified on the following maps:

Map 2I	Areas of State Significance (Social and Economic) – Toondah Marine Transport facilities
Map 3	Maritime Infrastructure
Map 9	Coastal Wetlands
Map 10A	Areas of Coastal Biodiversity Significance - Critical Shore Bird Habitat - Shore Bird Habitat - Wetlands
Map 13	Coastal Management District Overview – Land and Water

Coastal management districts are areas that require special development controls and management practices to protect specific features of the coastal zone that are vital to the sustainable management of the coast.

The coastal management district defines the area where the EPA (“Environmental Protection Authority”) has concurrence agency or assessment manager responsibilities for assessing certain development applications under the Integrated Planning Act 1997. Coastal management district information will be used by local governments, the Port of Brisbane Corporation and the EPA to trigger the EPA’s role as a concurrence agency or assessment manager for certain developments. The EPA will assess development applications in coastal management districts in the SEQ region against the Coastal Act, the State Coastal Plan and the SEQ Regional Coastal Management Plan. When making decisions as an assessment manager or concurrence agency, the EPA may approve, approve with conditions, or refuse certain development applications within the coastal management district.

We believe that undertaking a master planned approach and working with Council and other key Stakeholders including the State Government, will assist in achieving an outcome which manages any implications which may emanate from the requirements of the Draft South East Queensland Regional Coastal Management Plan.

## South East Queensland Regional Plan

The South East Queensland Regional Plan, which was released in June 2005, identified better utilisation of infill development sites as one of the primary ways of tempering the rate of urban sprawl and minimising the associated increasing pressure on existing infrastructure and transport networks. Achieving higher density development on infill sites, particularly where the impact on neighbours is minimal, is critical to achieving the new housing targets identified in the South East Queensland Regional Plan.

Toondah Harbour represents a significant infill development opportunity.

Delivery of mixed use/residential development at Toondah Harbour has the potential to contribute up to 1,000 new infill dwellings in Redland Shire. This will make a significant contribution towards Redland Shire's infill dwelling target of 8,100 new dwellings by 2026, as set in the South East Queensland Regional Plan.

## Moreton Bay Marine Park

Under the provisions of the Moreton Bay Marine Park Zoning Plan, the property is situated within the General Use zone.

The purpose of the General use Zone is to provide for the general use and public enjoyment of the zone in ways that are consistent with the conservation of the Marine Park.

## Opportunities

The precinct was recently included in the South East Queensland Coastal Management Plan as an "Area of State Significance – Social and Economic" as the "Toondah Marine Transport Facilities".

We believe this recent change in status of the precinct presents significant opportunity for major redevelopment incorporating upgraded infrastructure and public accessibility to enhance and capitalise on the importance of the precinct as the main point of departure to North Stradbroke Island and northern areas of Moreton Bay for tourism and residents.

The opportunity may exist to have Toondah Harbour classified as a "State Boat Harbour" in recognition of its importance as part of the regional (and state) transport infrastructure.

## Site Attributes

We have analysed the site on the basis of the overall nature of each holding to gain a better understanding of the available land for development and to separate out the dry (developable) land from the sea bed (wet lease) areas, as follows:

DRY LAND						
LOT	PLAN	TENURE	OWNER	LESSEE/TRUSTEE	AREA	SITE AREA
33	C618	Freehold	CSIRO		1,575	19,984
34	C618	Freehold	CSIRO		1,505	
35	C618	Freehold	CSIRO		1,440	
4	SL12281	Freehold	CSIRO		1,723	
19	SP115544	Freehold	CSIRO		7,587	7,120
1	RP145396	Freehold	CSIRO		6,555	
58	SP115554	Freehold	CSIRO		7,120	7,120
2	RP145396	Freehold	Stradbroke Ferries		6,155	6,155
79	SL7088	Leasehold	DNRMW	Redland Shire Council	3,072	15,961
80	SL9713	Leasehold	DNRMW	Stradbroke Ferries	7,730	
119	SL9713	Leasehold	DNRMW	Redland Shire Council	164	
22	SP153278	Freehold	DNRMW	Sea Stradbroke	1,665	
Part 20	SP153278	Freehold	DNRMW	Qld Depart of Transport	3,330	18,541
Part 20	SP153278	Freehold	DNRMW	Qld Dept of Transport	10,590	
21	SP125288	Freehold	DNRMW	Redland Shire Council	7,951	
					67,761	67,761

PARKS / OPEN SPACE				
LOT	PLAN	TENURE	OWNER/LESSEE	SITE AREA
66	SP115554	Reserve	Redland Shire Council	54,630
				54,630

ROADWAYS				
LOT	PLAN	TENURE	DESCRIPTION	SITE AREA
NA	NA	Reserve	Middle Street & Emmett Drive	9,500
NA	NA	Reserve	Wharf Street Closure	3,500
				13,000

<b>Total Land Area (Dry Land)</b>	<b>135,391</b>
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WET LEASES				
LOT	PLAN	TENURE	OWNER/LESSEE	SITE AREA
115	SL9166	Leasehold	CSIRO	2,550
1	AP7143	Leasehold	Stradbroke Ferries	6,989
1	AP7144	Leasehold	Stradbroke Flyer	682
1	AP7166	Leasehold	Sea Stradbroke	3,050
				13,271

<b>Total Land Area (Wet Land)</b>	<b>13,271</b>
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## Stakeholder Interests



### Primary Interests

- Efficient ferry operations.
- Financial objectives.
- Carparking.

### Other Interests

- Environmental.
- Open space.
- Shire image.
- Community benefit.
-

### Summary

- Potential development area (in freehold and leasehold) 6.77 Ha.
- Existing Redland Shire Council Park area 5.0 Ha.
- Existing carparks 700 +.

### Issues

- Significant area of bayside land.
- Various ownerships and interests (freehold and leasehold) and wet and dry leases.
- Important gateway to North Stradbroke and bay islands.
- Ferry and barge traffic in Fison Channel generally limited to one way traffic.
- CSIRO will only require access to the water via a public boat ramp with access to a jetty or floating pontoon.
- CSIRO potential to relocate.
- QLD Parks and Wildlife Services currently hold a lease with CSIRO.
- General community support for an upgrade of this harbour.
- Queensland Transport ('QT') currently pays for the dredging while many organisations benefit from the access.
- Environmental impacts associated with dredging generally and specific impacts from the disposal of spoil in the bay.
- Costs associated with disposing of the spoil on land.
- Emptying of the existing pond (which contains approximately 9,000m<sup>3</sup> of spoil).
- Fragmented lease areas (separated by freehold land).
- No existing development framework.
- Increasing number of commuter and tourist passengers.
- Traffic circulation could be improved.
- Lack of amenity and facilities for community.
- Equitable access to new facilities.
- A collaborative approach between land owners could release optimal results.
- Staging of any potential development would need to allow for continued operation of ferries.
- Potential conflict of current uses and residential uses.
- Road access and traffic circulation is limited.
- Channel is currently constrained and traffic is expected to increase.
- Channel is currently used by inexperienced recreational crafts.

- Public boat ramp is underutilised.
- Capital, operating and maintenance associated with dredging.
- Potential impacts to mangroves and grass beds.
- Loss of Black Swan roosting areas (potentially to southern area).

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**Opportunities and Constraints Analysis**

Givens	Assumptions
<ul style="list-style-type: none"> <li>The 'core function' of Toondah Harbour is as a transport facility</li> </ul>	<ul style="list-style-type: none"> <li>Environmental issues</li> </ul>
<ul style="list-style-type: none"> <li>Increasing traffic of local island residents to Cleveland for basic services and facilities</li> </ul>	<ul style="list-style-type: none"> <li>Existing operators are expanding</li> </ul>
<ul style="list-style-type: none"> <li>Inadequate channel width – barges cannot pass</li> </ul>	<ul style="list-style-type: none"> <li>Adequate carparking is required at both Cleveland and North Stradbroke Island</li> </ul>
<ul style="list-style-type: none"> <li>Basin is too small for the vessels which use it</li> </ul>	<ul style="list-style-type: none"> <li>Need to resolve conflict of recreational boat ramp and barges</li> </ul>
<ul style="list-style-type: none"> <li>Prime function is transport – which is not a Redland Shire Council focus</li> </ul>	<ul style="list-style-type: none"> <li>Recreational boat ramp could be located off site</li> </ul>
<ul style="list-style-type: none"> <li>Toondah Harbour is not a defined physical harbour</li> </ul>	<ul style="list-style-type: none"> <li>CSIRO may relocate in the short to medium term and will seek to maximise the return in the sale of the surplus asset</li> </ul>
	<ul style="list-style-type: none"> <li>Port of Brisbane do not undertake any dredging</li> <li>QT have undertaken dredging in the past</li> </ul>

Opportunities	Constraints
<ul style="list-style-type: none"> <li>Potential Marina</li> </ul>	<ul style="list-style-type: none"> <li>Poor presentation - the area suffers from poor presentation generally and does not present as a modern and functional tourism facility</li> </ul>
<ul style="list-style-type: none"> <li>Existing leases expire within the short to medium term</li> </ul>	<ul style="list-style-type: none"> <li>Lack of planning - foreshore development has been undertaken in a haphazard manner over many years, with little emphasis on planning</li> </ul>
<ul style="list-style-type: none"> <li>Activate the precinct with the inclusion of mixed use retail/commercial and residential development</li> </ul>	<ul style="list-style-type: none"> <li>Existing infrastructure is in poor condition - waterside infrastructure such as mooring dolphins and channel markers are in generally poor condition, are not straight and are not of a modern standard, contributing to the poor appearance of the area generally</li> </ul>
<ul style="list-style-type: none"> <li>Implement a longer term management plan to ensure co-ordinated development</li> </ul>	<ul style="list-style-type: none"> <li>Poor accessibility as the area is effectively a cul-de-sac</li> </ul>
<ul style="list-style-type: none"> <li>Integrated ticketing for passenger transport with existing bus and rail network</li> </ul>	<ul style="list-style-type: none"> <li>Poor perception as a gateway facility</li> </ul>
<ul style="list-style-type: none"> <li>Increase area of open space and/or make better use of existing open space</li> </ul>	<ul style="list-style-type: none"> <li>Operational issues such as barge ramps facing each other, harbour basin of inadequate size for vessels, channel does not allow passing</li> </ul>
<ul style="list-style-type: none"> <li>Growth – population growth/increasing tourist numbers</li> </ul>	<ul style="list-style-type: none"> <li>Fragmented ownership/interests</li> </ul>
<ul style="list-style-type: none"> <li>Enhance William Street boat ramp</li> </ul>	<ul style="list-style-type: none"> <li>Fison Channel and Toondah Harbour basin require regular dredging due to “silting up”</li> </ul>



Opportunities	Constraints
<ul style="list-style-type: none"> <li>Opportunity to have the precinct classified as an Area of State Significance (social and economic) under the Draft South East Queensland Regional Coastal Management Plan</li> </ul>	<ul style="list-style-type: none"> <li>Environmental concerns (EPA)</li> </ul>
<ul style="list-style-type: none"> <li>Opportunity to have the area classified as a State Boat Harbour under the Draft South East Queensland Regional Coastal Management Plan</li> </ul>	<ul style="list-style-type: none"> <li>Multiple barge operators</li> </ul>
<ul style="list-style-type: none"> <li>Opportunities for Coordinator-General involvement to assist delivery of Master Plan outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Industrial character of the precinct due to the barge operations and lack of other facilities</li> </ul>
<ul style="list-style-type: none"> <li>Rationalise carparking</li> </ul>	<ul style="list-style-type: none"> <li>Not functioning well at the moment</li> </ul>
<ul style="list-style-type: none"> <li>Improve pedestrian and bicycle access to bay from Queen Street</li> </ul>	<ul style="list-style-type: none"> <li>Carparking – the physical area required to accommodate carparking to allow for peak periods will continue to be an issue</li> </ul>
<ul style="list-style-type: none"> <li>Move parking to spoil pond</li> </ul>	<ul style="list-style-type: none"> <li>Safety – conflicting uses and the issues associated with commercial vessels (vehicle barges and passenger ferries) and recreational craft sharing a small harbour basin and a narrow channel causes significant safety concerns</li> </ul>
<ul style="list-style-type: none"> <li>North east channel could be explored further if cost/benefit can be proven</li> </ul>	<ul style="list-style-type: none"> <li>Marina will conflict with barge facilities unless properly planned and developed</li> </ul>
<ul style="list-style-type: none"> <li>Marina – enables investment in existing Fison Channel</li> </ul>	<ul style="list-style-type: none"> <li>Marine parks – pressure to convert spoil pond to mangroves</li> </ul>
<ul style="list-style-type: none"> <li>Dredging levy – through integrated ticketing</li> </ul>	<ul style="list-style-type: none"> <li>Marine parks – further dredging, particularly the dredging required to create a marina, and disposal of dredged material will raise concerns from an environmental perspective</li> </ul>
<ul style="list-style-type: none"> <li>‘Gateway to the bay’</li> </ul>	<ul style="list-style-type: none"> <li>Existing facilities do not comply with current legislation such as disability access etc.</li> </ul>

Right to Information Case

## Section 3 – Requirements and Options Objectives and Success Criteria

### Overview

The Toondah Harbour precinct represents a key strategic bayside precinct which, if carefully planned, has the potential to yield an outcome which delivers favourable results to all key Stakeholders, recognises the importance of the Toondah Harbour precinct and maximises the underlying property values.

The creation of a Master Plan over the Toondah Harbour precinct is considered to be the most effective strategy.

Key Stakeholders in the development of this precinct are identified as the following:

- Redland Shire Council.
- CSIRO.
- State Government.
- Stradbroke Ferries.
- Sea Stradbroke.
- Stradbroke Flyer.
- Other land Owners / Lessees.

Although not Stakeholders, the following groups also stand to benefit from a carefully planned and managed redevelopment of this precinct:

- The Cleveland community.
- Tourists.
- The broader community who use this precinct to access Moreton Bay and the bay islands.

Cleveland has seen significant re-development across most sectors in recent years. In particular, an increasing occurrence of medium density residential development has been experienced due to the lifestyle factors associated with residing in the bayside suburbs.

We believe that a mixed use / predominantly medium density residential outcome is the highest and best use of the property.

Under the provisions of the “Marine Activity Zone (Sub Area 1)” of the Town Plan, numerous alternative uses are proposed to be code assessable (subject to specific assessment criteria, planning codes and overlays) including apartment building, tourist accommodation, vehicle parking station, commercial office, marine services, general industry, passenger terminal, refreshment establishment or shop (less than 200m<sup>2</sup> GFA) and telecommunications / utility installation.

The range of code assessable uses included in the “Marine Activity Zone – Table of Assessment for Material Change of Use of Premises” in the latest version of the Draft Town Planning Scheme, indicates that the plan anticipates mixed use development in the Toondah Harbour precinct, and anticipates residential (apartment building or tourist accommodation) uses as a component of such development.

## Vision

Ultimately, the broader vision for Toondah Harbour is as follows:

*“to create a gateway to Moreton Bay which is a world class passenger and vehicular transit facility which operates efficiently and provides a high level of amenities and facilities to the local and broader community and to tourists passing through the region”.*

## Project Objectives

The project objectives have been categorised into six separate areas and are as follows:

### Economic

1. To increase business investment and consumer spending in Redland Shire.
2. To enhance the positioning of Toondah Harbour as the gateway to Moreton Bay.
3. To increase permanent residential and tourist accommodation in Redland Shire.
4. To reposition Toondah Harbour as a business hub in Redland Shire through carefully planned mixed use development.
5. To explore opportunities to undertake development which delivers long term income to fund on-going maintenance operations such as dredging to facilitate the existing and any proposed uses of Toondah Harbour.

### Transportation

1. Toondah Harbour to continue to perform its primary transport functions into the future.
2. To increase the accessibility and transport amenity of Toondah Harbour.
3. To allow for the expansion of transport facilities and infrastructure at Toondah Harbour in the future.
4. To allow for the remodelling and further development of the marine facilities and marine related infrastructure of Toondah Harbour.
5. Explore need for and opportunity to incorporate a land based transport interchange into the Toondah Harbour precinct..

### Environmental

1. Explore the potential to create a marina with revetment walls etc so as to reduce the regularity of required dredging and therefore allow for a more stable marine environment.
2. Enhance the existing open space in the precinct.
3. Link open space with the existing open space links/networks in Redland Shire.
4. To incorporate sound Ecologically Sustainable Design (ESD) principles including water harvesting and usage, energy and waste.
5. To create a safe environment by requiring development to incorporate Crime Prevention Through Environmental Design (CPTED) principles.

### Social

1. Enhancement of core functions in a timely and convenient manner which does not negatively impact on the on-going operation of the precinct.
2. Utilise the core functions, new functions and natural attributes to facilitate increased levels of community interaction with the Toondah Harbour precinct.
3. To make this precinct into an active and desirable place.
4. To achieve best practice urban design / built form.

### Financial

1. To ensure optimum use of Council's assets.
2. Explore options for and encourage other government funding.
3. To ensure the value of all real estate holdings in the precinct is maximised.
4. To attract significant development investment to Toondah Harbour.

### Governance

1. Compliance with governance requirements.
2. Compliance with Council policies.
3. Compliance with State Government policies.
4. Explore the potential for the creation of a Toondah Harbour Authority to manage the harbour, water and land transport facilities.

## Success Criteria

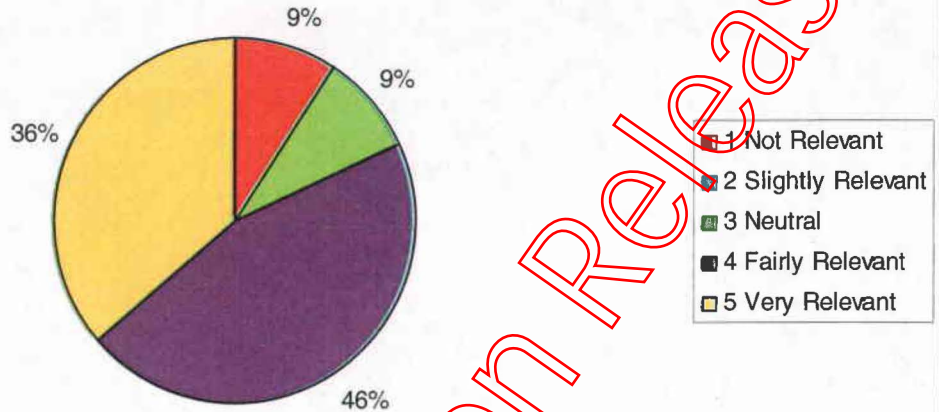
To evaluate possible options for the redevelopment of Toondah Harbour, the following success criteria were formulated and discussed with the key Stakeholders in the precinct who were asked to fill out a questionnaire on the objectives for the precinct based on relative importance to the Stakeholders. The purpose of this process is to attempt to establish a number of common success criteria which are important to a majority of the key Stakeholders and to establish certain outcomes which are considered to be not important to the Stakeholders.

This information then assists with preparing options for the precinct.

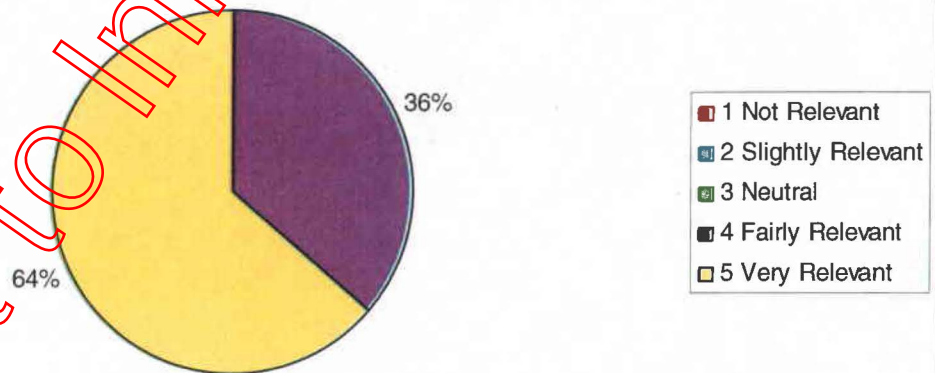
The success criteria are as follows:

PROPOSED SUCCESS CRITERIA
<p><b>ECONOMIC</b></p> <ul style="list-style-type: none"> <li>■ <b>E.1. Potential to increase business investment and consumer spending in Redland Shire.</b> The requirement for the physical solution to create a commercially attractive environment for business and real estate development.</li> <li>■ <b>E.2. Potential to enhance the positioning of Toondah Harbour as the gateway to Moreton Bay.</b> The capacity to enhance the tourism function and amount of tourism related development so as to improve the positioning of Toondah Harbour as the gateway to Moreton Bay from a tourism perspective.</li> <li>■ <b>E.3. Ability to increase permanent residential and tourist accommodation in Redland Shire.</b> The capacity to incorporate residential and tourist development.</li> <li>■ <b>E.4. Opportunity to reposition Toondah Harbour as a business hub in Redland Shire through carefully planned mixed use development.</b> The capacity of the proposed master plan to incorporate commercial office accommodation, retail functions, restaurants and tourism attractions.</li> <li>■ <b>E.5. Potential to undertake development which delivers long term income to fund on-going maintenance operations such as dredging to facilitate the existing and proposed uses of Toondah Harbour.</b> Investigate the feasibility or potential revenue earnings (e.g. marina berth sales and hardstand use) of the options and their ability to help fund on-going costs associated with the development.</li> </ul>

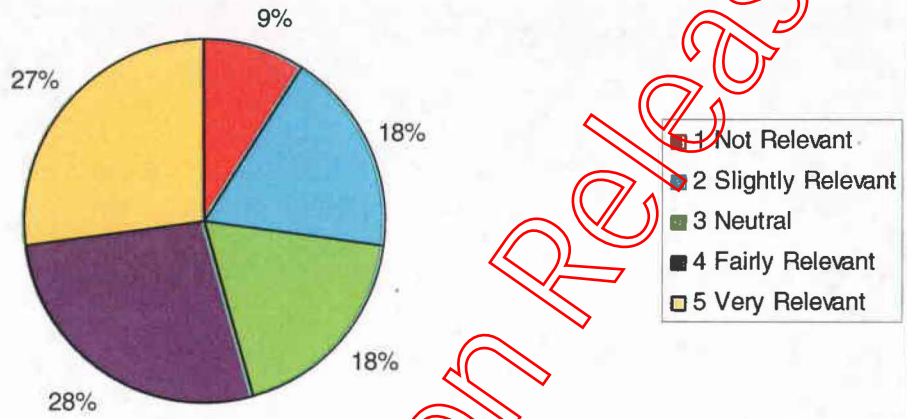
**E.1.**  
**Potential to increase business investment & consumer spending**



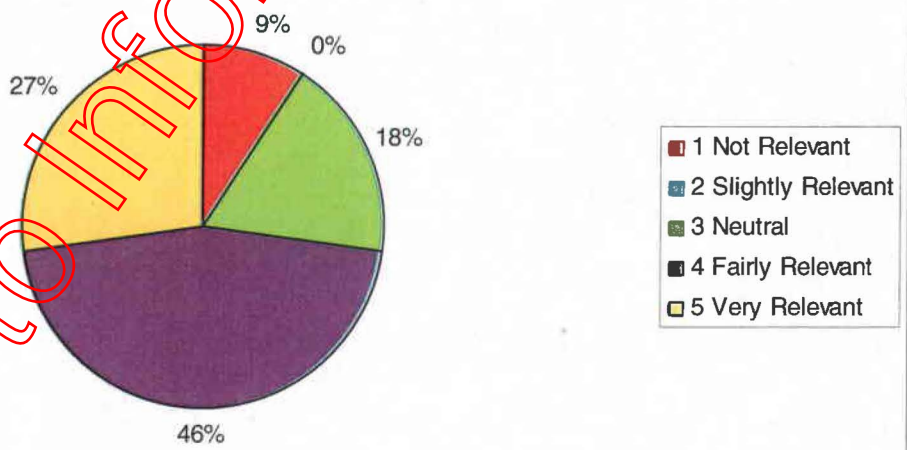
**E.2.**  
**Potential to enhance the positioning of Toondah Harbour as the gateway to Moreton Bay**

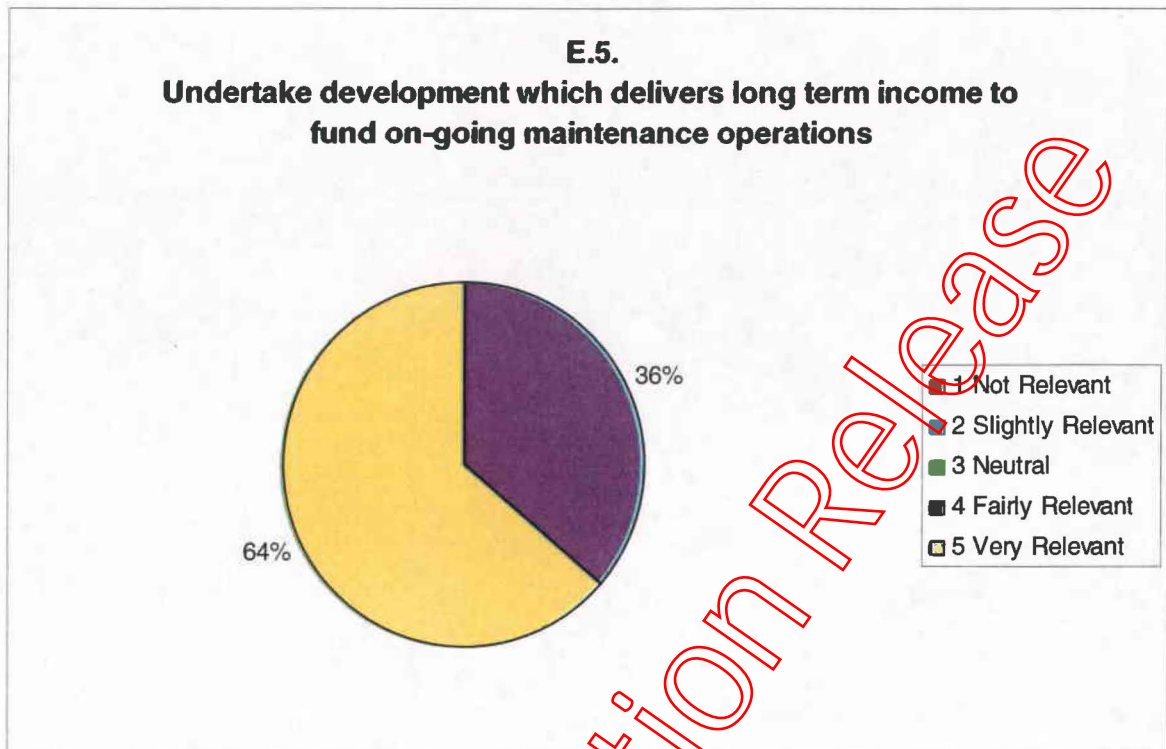


**E.3.**  
**Ability to increase permanent residential and tourist accommodation**



**E.4.**  
**Reposition Toondah Harbour as a business hub through mixed use development**





**Summary of Results:**

Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ E.1. Potential to increase business investment and consumer spending in Redland Shire.	9	9	82
■ E.2. Potential to enhance the positioning of Toondah Harbour as the gateway to Moreton Bay.	0	0	100
■ E.3. Ability to increase permanent residential and tourist accommodation in Redland Shire.	27	18	55
■ E.4. Opportunity to reposition Toondah Harbour as a business hub in Redland Shire through carefully planned mixed use development.	9	18	73
■ E.5. Potential to undertake development which delivers long term income to fund on-going maintenance operations such as dredging to facilitate the existing and proposed uses of Toondah Harbour.	0	0	100



### PROPOSED SUCCESS CRITERIA

#### TRANSPORT

- **T.1. Ability of Toondah Harbour to continue to perform its primary transport functions into the future.**

The ability of Toondah Harbour to function effectively as the gateway to the Moreton Bay islands for people with vehicles, walk on passengers and recreational boat users.

- **T.2. Potential to increase the accessibility and transport amenity of Toondah Harbour.**

The ability of Redland Shire Council and Queensland Transport to improve public transport, carparking and basic road infrastructure in and around the Toondah Harbour precinct so as to improve its accessibility to the public without unrealistic cost constraints.

- **T.3. Ability of Toondah Harbour to expand transport facilities and infrastructure in the future.**

The ability to ensure that Toondah Harbour can perform its transport functions in the long term.

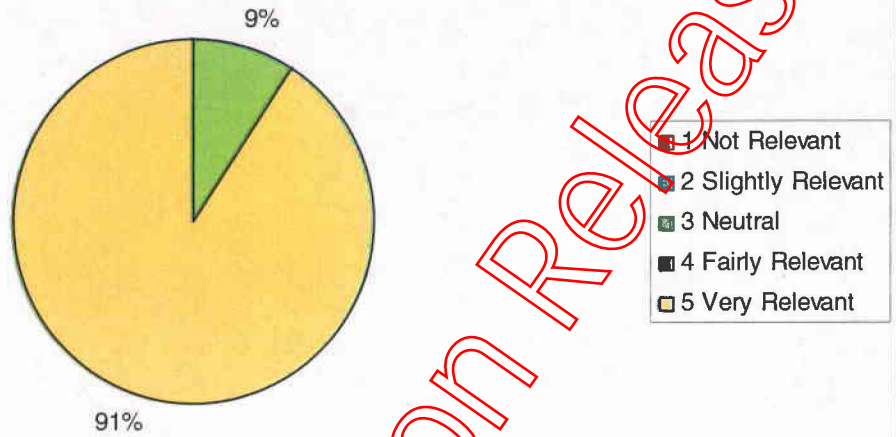
- **T.4. Potential to allow for the remodelling and further development of the marine facilities and marine related infrastructure of Toondah Harbour.**

The capacity to remodel and further develop the marine facilities and marine related infrastructure now and in the future in a manner which facilitates efficient operations and an effective competitive environment for marine transport operators.

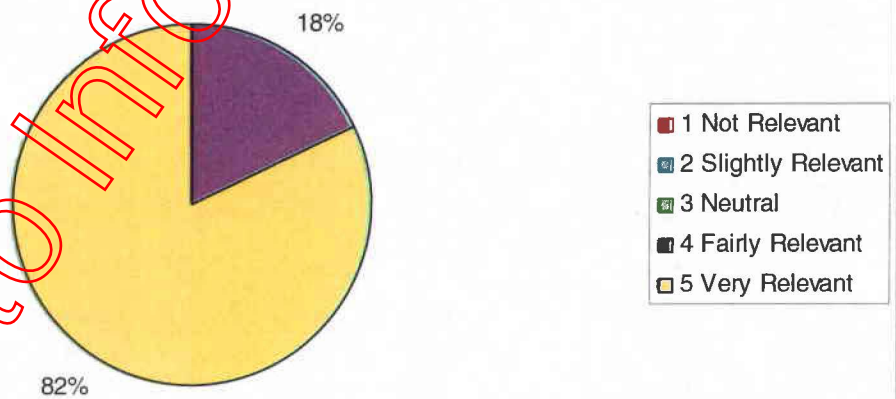
- **T.5. Opportunity to incorporate a land based transport interchange into the Toondah Harbour precinct.**

The ability to include a land based transport interchange into the Toondah Harbour precinct with linkages such as a regular bus loop service between Toondah Harbour, the Cleveland CBD and the Cleveland rail station.

**T.1.**  
**Ability of Toondah Harbour to continue primary transport functions into the future**

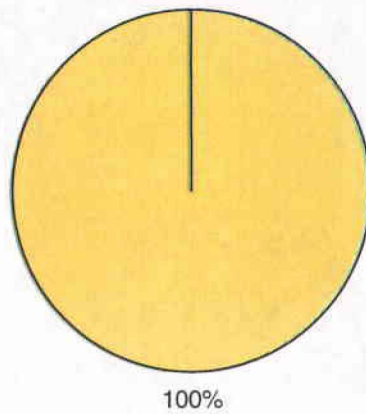


**T.2.**  
**Potential to increase the accessibility and transport amenity of Toondah Harbour**



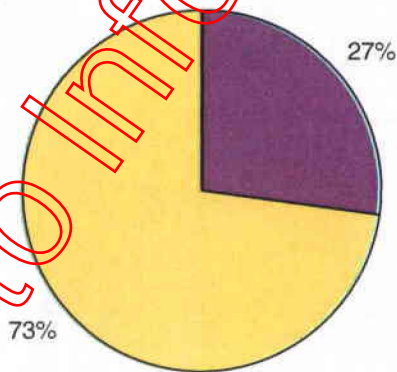
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**T.3.**  
**Ability of Toondah Harbour to expand transport facilities and infrastructure in the future**

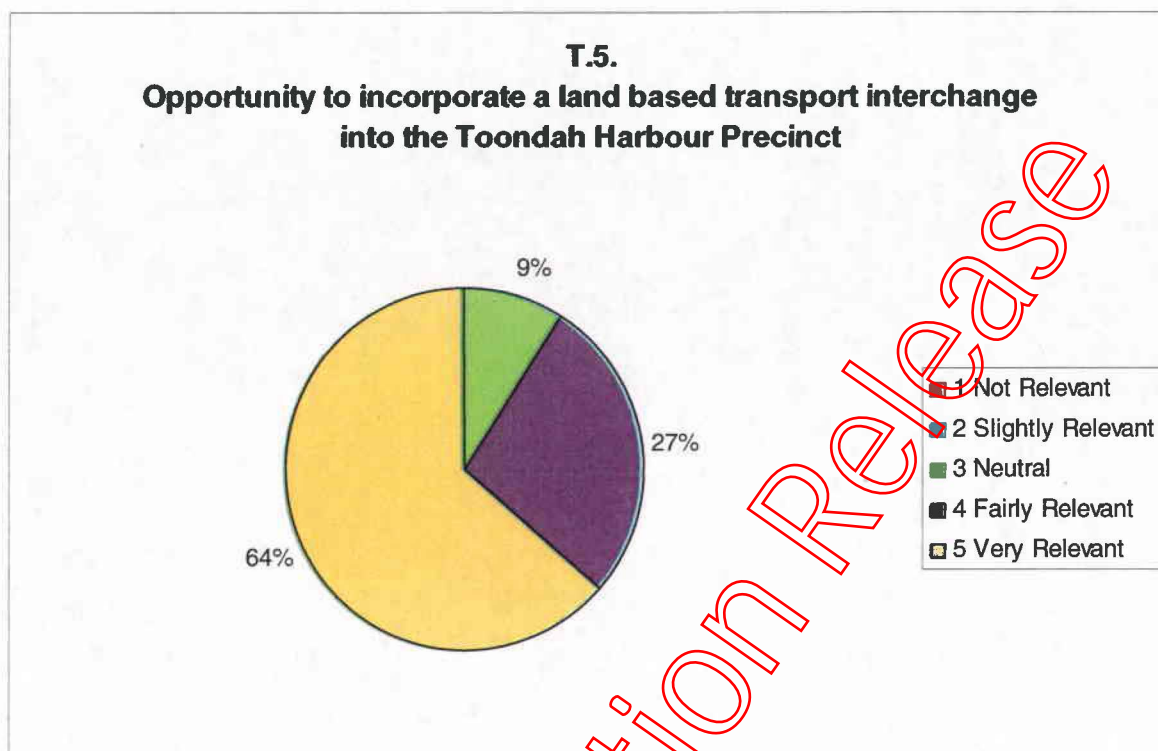


- 1 Not Relevant
- 2 Slightly Relevant
- 3 Neutral
- 4 Fairly Relevant
- 5 Very Relevant

**T.4.**  
**Potential to allow for remodeling and further development of marine facilities and marine related infrastructure**



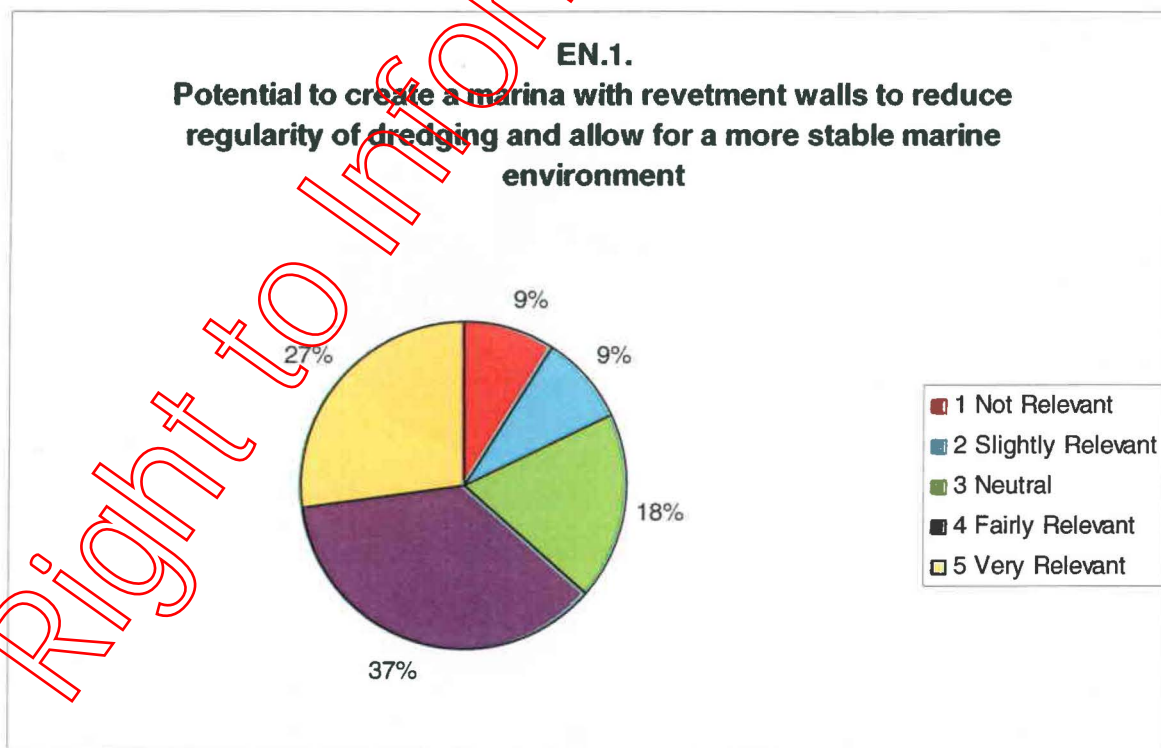
- 1 Not Relevant
- 2 Slightly Relevant
- 3 Neutral
- 4 Fairly Relevant
- 5 Very Relevant



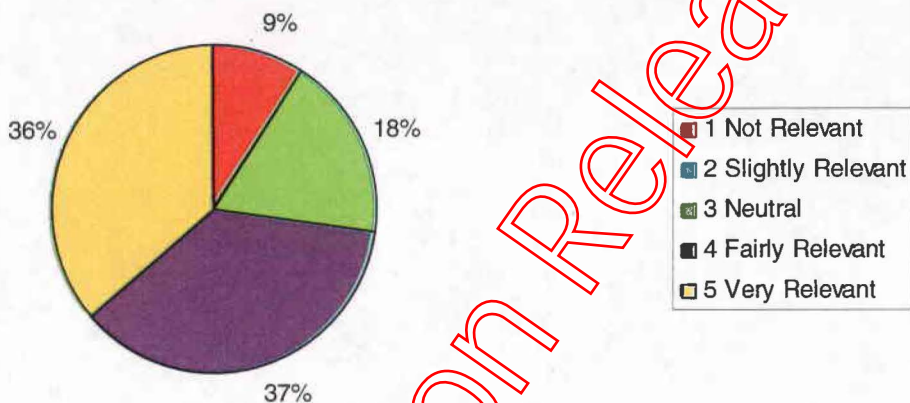
**Summary of Results:**

Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ T.1. Ability of Toondah Harbour to continue to perform its primary transport functions into the future.	0	9	91
■ T.2. Potential to increase the accessibility and transport amenity of Toondah Harbour.	0	0	100
■ T.3. Ability of Toondah Harbour to expand transport facilities and infrastructure in the future.	0	0	100
■ T.4. Potential to allow for the remodelling and further development of the marine facilities and marine related infrastructure of Toondah Harbour.	0	0	100
■ T.5. Opportunity to incorporate a land based transport interchange into the Toondah Harbour precinct.	0	9	91

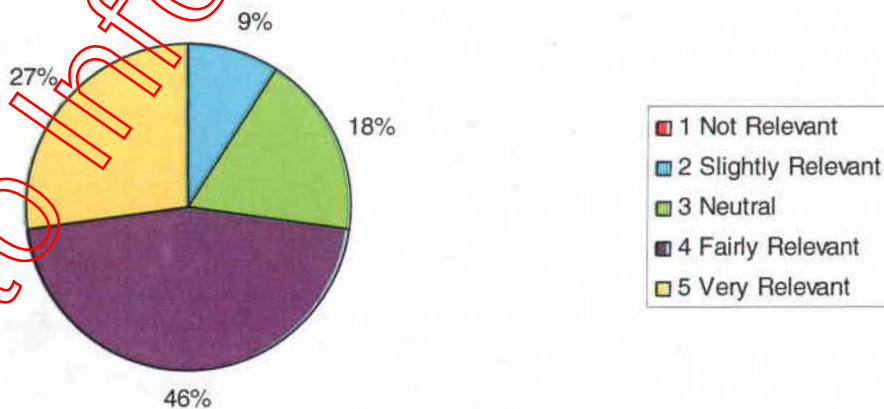
PROPOSED SUCCESS CRITERIA	
<b>ENVIRONMENTAL</b>	
<ul style="list-style-type: none"> <li>■ <b>EN.1. Potential to create a marina with revetment walls etc so as to reduce the regularity of required dredging and therefore allow for a more stable marine environment.</b></li> </ul>	<p>Identify the physical ability to construct a revetment wall to create a marina and outline what effects this may have on the marine environment.</p>
<ul style="list-style-type: none"> <li>■ <b>EN.2. Ability to enhance the existing open space in the precinct.</b></li> </ul>	<p>Investigates the affect the various options have on the precinct’s open space and whether it is consistent with the vision of the area and has an ability to enhance.</p>
<ul style="list-style-type: none"> <li>■ <b>EN.3. Ability to link open space with the existing open space links/networks in Redland Shire.</b></li> </ul>	<p>Looks at the practicality, within each option, of linking open space in the Redland Shire.</p>
<ul style="list-style-type: none"> <li>■ <b>EN.4. Potential to require all development to incorporate sound Ecologically Sustainable Design (ESD) principles including water harvesting and usage, energy and waste.</b></li> </ul>	<p>Compare how the options encourage or apply a requirement for all development within the precinct to incorporate sound ESD initiatives.</p>
<ul style="list-style-type: none"> <li>■ <b>EN.5. Potential to create a safe environment by requiring development to incorporate Crime Prevention Through Environmental Design (CPTED) principles.</b></li> </ul>	<p>Investigate whether the proposed options have an ability to incorporate CPTED principles into the development and identify how achievable this would be.</p>



**EN.4.**  
**Potential to require all development to incorporate sound Ecologically Sustainable Design (ESD) principles including water harvesting and usage, energy and waste**



**EN.5.**  
**Potential to create a safe environment by requiring development to incorporate Crime Prevention Through Environmental Design (CPTED) principles**

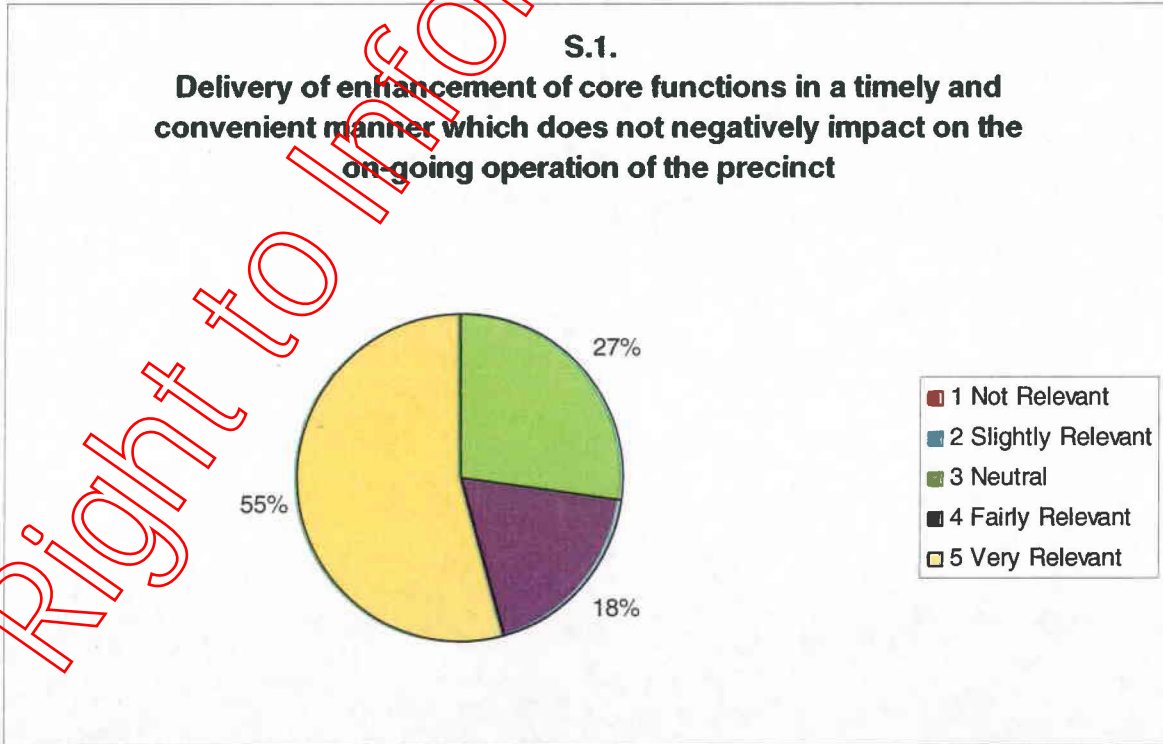


Summary of Results:

Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ EN.1. Potential to create a marina with revetment walls etc so as to reduce the regularity of required dredging and therefore allow for a more stable marine environment.	18	18	64
■ EN.2. Ability to enhance the existing open space in the precinct.	9	18	73
■ EN.3. Ability to link open space with the existing open space links/networks in Redland Shire.	9	46	45
■ EN.4. Potential to require all development to incorporate sound Ecologically Sustainable Design (ESD) principles including water harvesting and usage, energy and waste.	9	18	73
■ EN.5. Potential to create a safe environment by requiring development to incorporate Crime Prevention Through Environmental Design (CPTED) principles.	9	18	73

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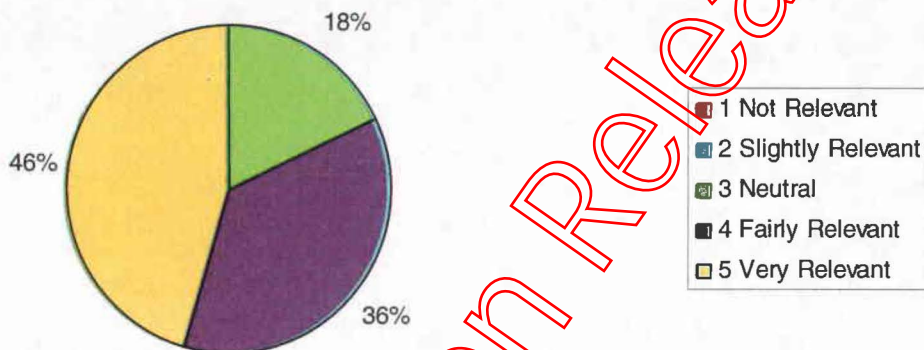
PROPOSED SUCCESS CRITERIA	
<b>SOCIAL</b>	
<p>■ <b>S.1. Delivery of enhancement of core functions in a timely and convenient manner which does not negatively impact on the on-going operation of the precinct.</b></p> <p>Investigate the proposed options ability redevelop/enhance the core functions with minimal disturbance to the surrounding area and the area’s operational requirements. This also includes the ability to deliver a more efficient precinct from an operational perspective.</p>	
<p>■ <b>S.2. The potential to utilise the core functions, new functions and natural attributes to facilitate increased levels of community interaction with the Toondah Harbour precinct.</b></p> <p>Identify the options ability to deliver an increased level of level of community interaction through:</p> <ul style="list-style-type: none"> <li>– Inclusion of retail, restaurants and tourism activities;</li> <li>– Optimum use of open space;</li> <li>– Effective interfacing with core functions; and</li> <li>– Creation of a community destination.</li> </ul>	
<p>■ <b>S.3. Opportunity to make this precinct into an active and desirable place.</b></p> <p>Investigates whether the options have an ability to meet the objective of the Redland Shire and create a precinct that is an active and desirable place for the public to utilise.</p>	
<p>■ <b>S.4. Ability to achieve best practice urban design/built form.</b></p> <p>Potential of each option to provide high quality urban design and built form outcomes including creation of a sense of place and provision of multi functional and flexible facilities.</p>	





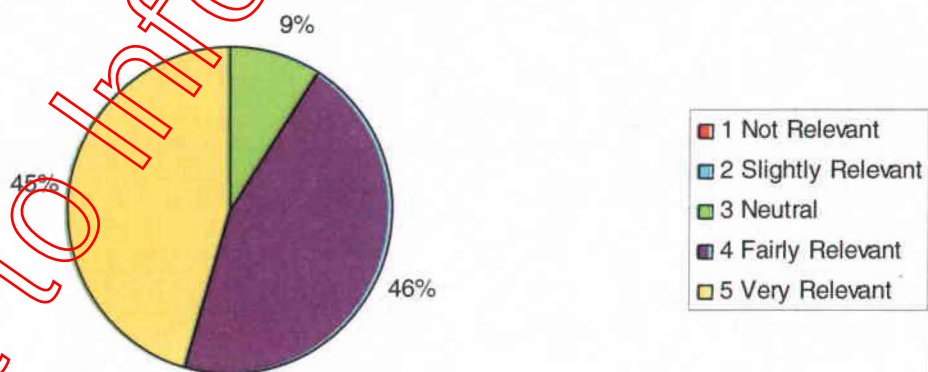
**S.2.**

**The potential to utilise the core functions, new functions and natural attributes to facilitate increased levels of community interaction with the Toondah Harbour precinct**

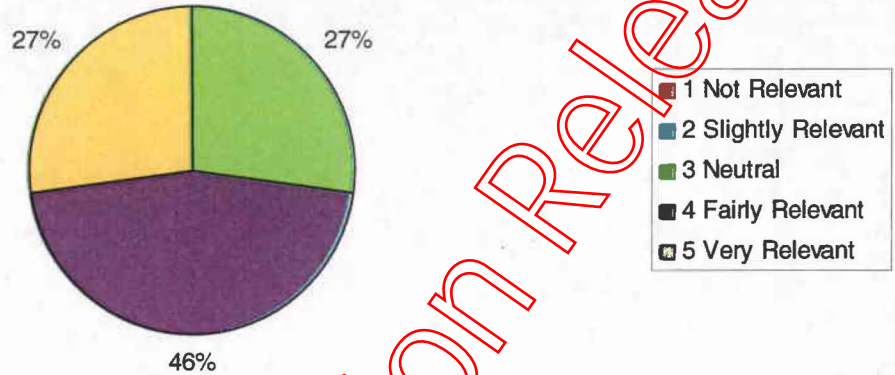


**S.3.**

**Opportunity to make this precinct into an active and desirable place**



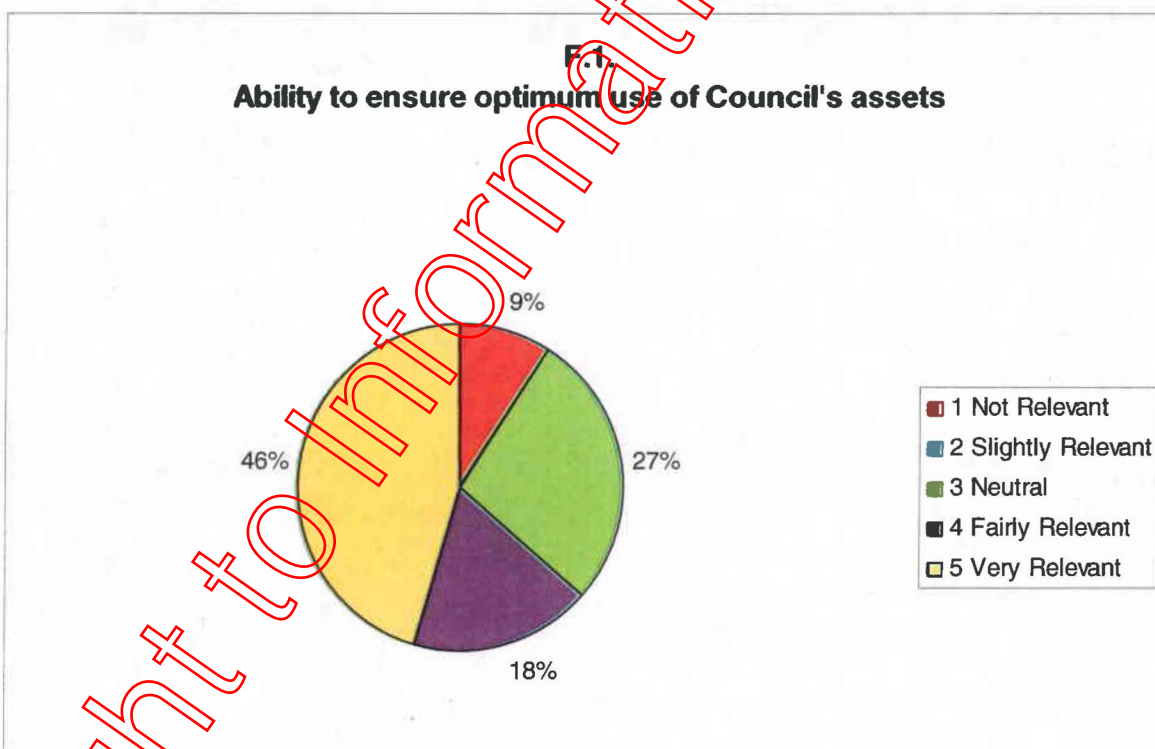
**S.4.  
Ability to achieve best practice urban design/built form**



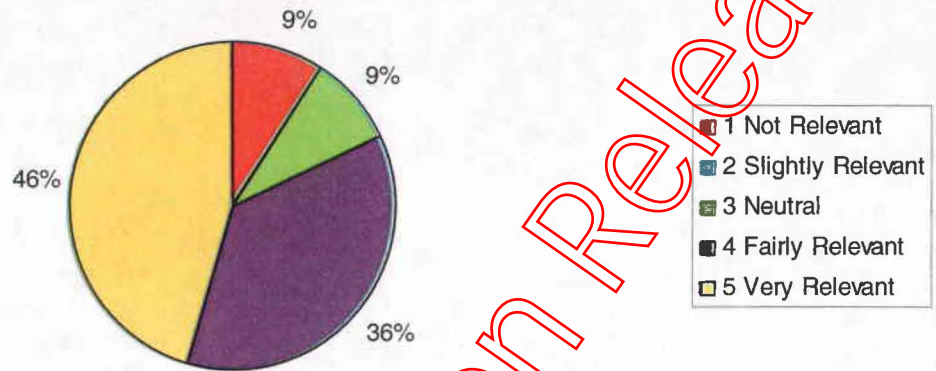
**Summary of Results:**

Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ S.1. Delivery of enhancement of core functions in a timely and convenient manner which does not negatively impact on the on-going operation of the precinct.	0	27	73
■ S.2. The potential to utilise the core functions, new functions and natural attributes to facilitate increased levels of community interaction with the Toondah Harbour precinct.	0	18	82
■ S.3. Opportunity to make this precinct into an active and desirable place.	0	9	91
■ S.4. Ability to achieve best practice urban design/built form.	0	27	73

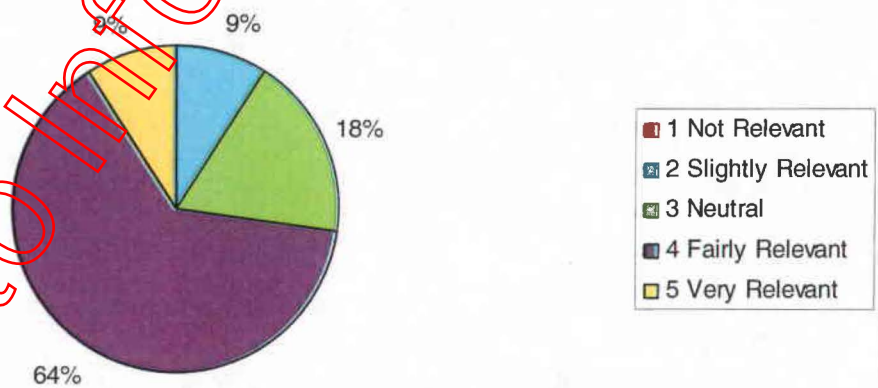
PROPOSED SUCCESS CRITERIA	
<b>FINANCIAL</b>	
<ul style="list-style-type: none"> <li>■ <b>F.1. Ability to ensure optimum use of Council’s assets.</b></li> </ul>	<p>Identifies Redland Shire’s ability to effectively utilise its assets to provide an optimum utility and financial solution.</p>
<ul style="list-style-type: none"> <li>■ <b>F.2. Potential for other government funding.</b></li> </ul>	<p>Compare the options ability to obtain or attract funding from the government, if such funding can be identified.</p>
<ul style="list-style-type: none"> <li>■ <b>F.3. Ability to ensure the value of all real estate holdings in the precinct is maximised.</b></li> </ul>	<p>Identify the medium to long term objectives of each option and highlight their ability or strategy to maintain or increase the capital value of the assets.</p>
<ul style="list-style-type: none"> <li>■ <b>F.4. Ability to attract significant development investment to Toondah Harbour.</b></li> </ul>	<p>Compare the proposed options potential ‘attractiveness’ to investors and determine the level of investment interest that is feasible and achievable.</p>



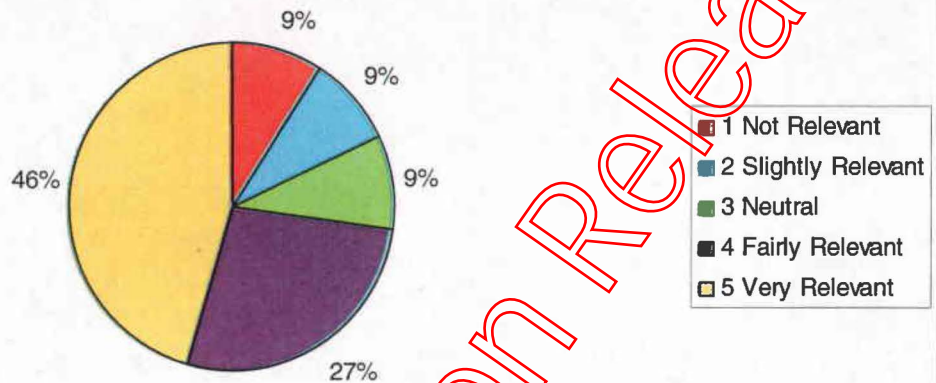
**F.2.**  
**Potential for other government funding**



**F.3.**  
**Ability to ensure the value of all real estate holdings in the precinct is maximised**



**F.4. Ability to attract significant development investment to Toondah Harbour**

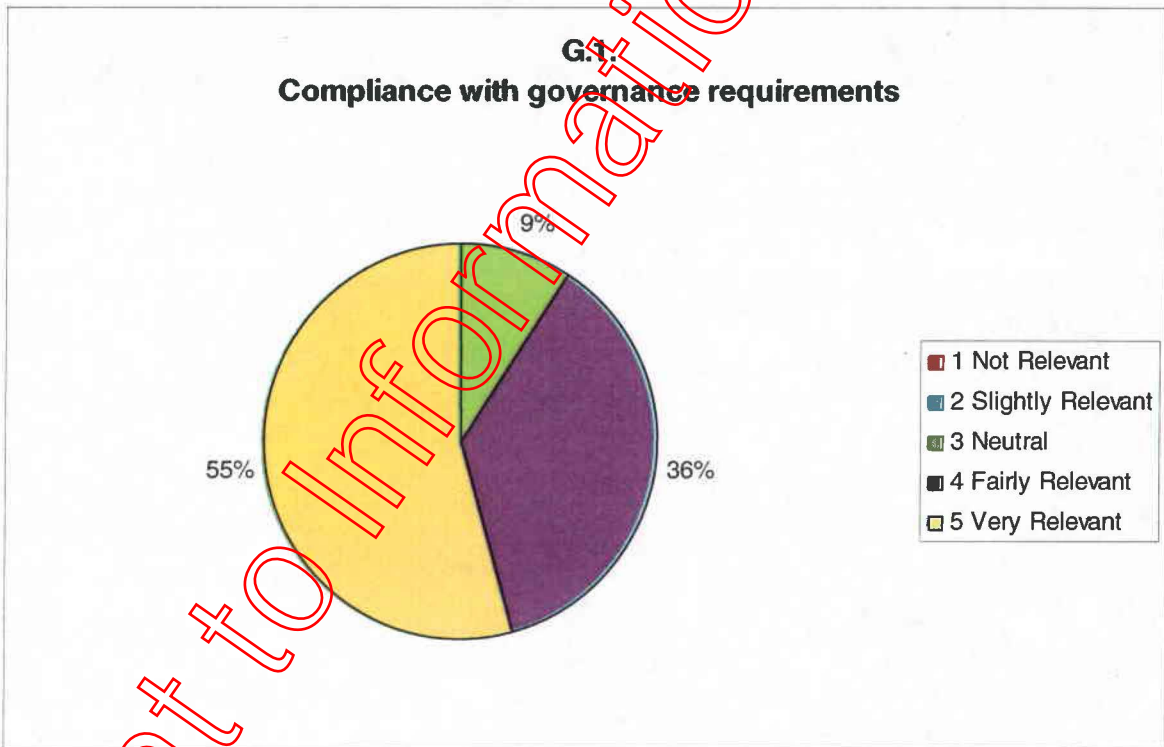


**Summary of Results:**

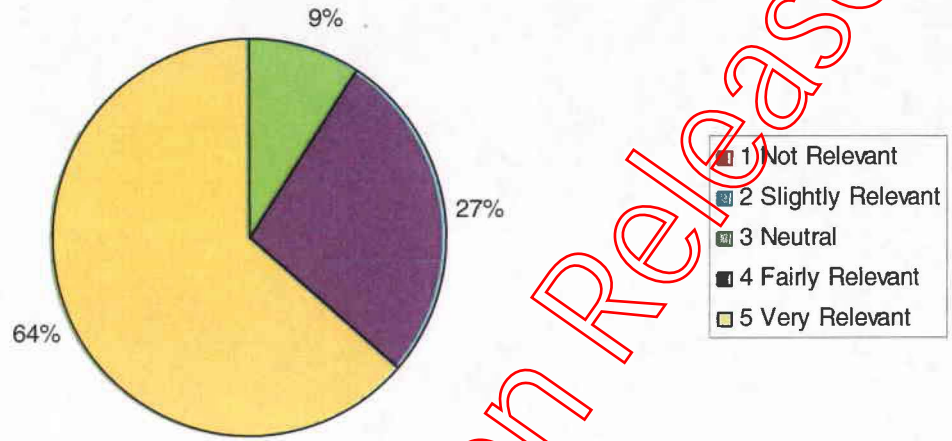
Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ F.1. Ability to ensure optimum use of Council's assets.	9	27	64
■ F.2. Potential for other government funding.	9	9	82
■ F.3. Ability to ensure the value of all real estate holdings in the precinct is maximised.	9	18	73
■ F.4. Ability to attract significant development investment to Toondah Harbour.	18	9	73

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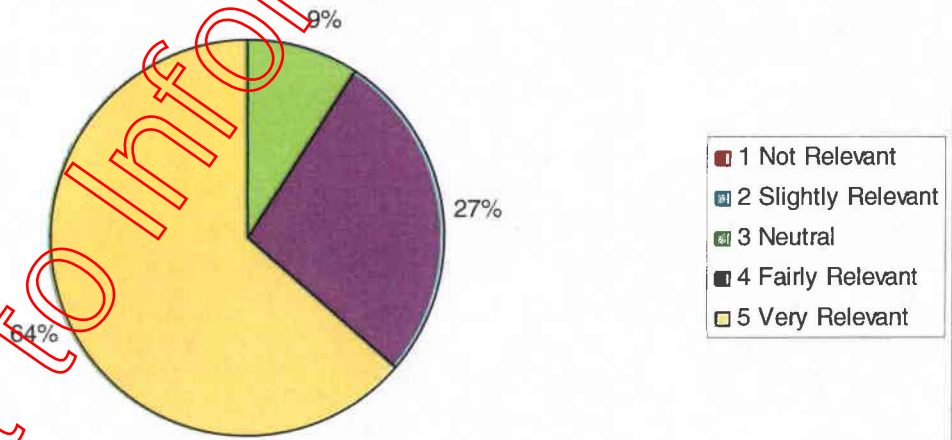
PROPOSED SUCCESS CRITERIA	
<b>GOVERNANCE</b>	
<ul style="list-style-type: none"> <li>■ <b>G.1. Compliance with governance requirements.</b></li> </ul>	Ensure all options adhere to the requirements initially developed for the precinct.
<ul style="list-style-type: none"> <li>■ <b>G.2. Compliance with Council policies.</b></li> </ul>	Ensure all options are in compliance with Redland Shire’s policies.
<ul style="list-style-type: none"> <li>■ <b>G.3. Compliance with State Government policies.</b></li> </ul>	Ensure all options follow the policies set out by the Queensland Government for Toondah Harbour.
<ul style="list-style-type: none"> <li>■ <b>G.4. Toondah Harbour Authority.</b></li> </ul>	The establishment of a Toondah Harbour Authority to manage the harbour to ensure that the water and land transport facilities (including the dredging of navigation channels) between Toondah Harbour and North Stradbroke Island are effectively managed, developed and maintained.

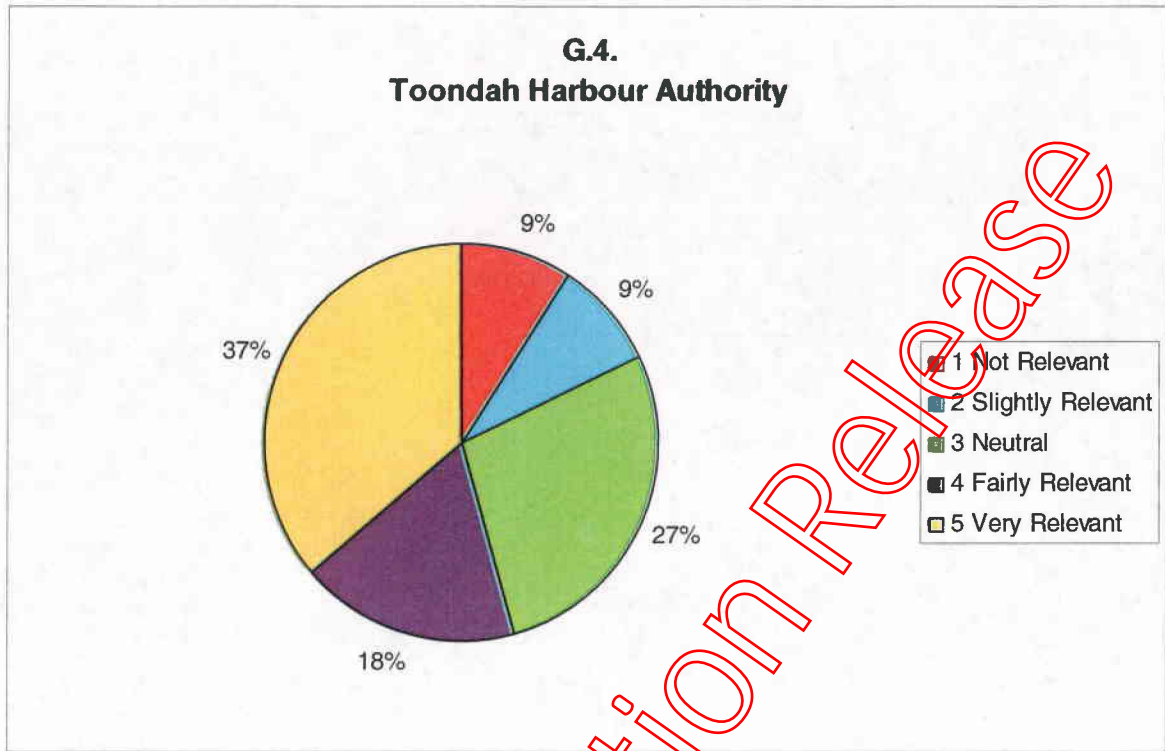


**G.2.  
Compliance with Council policies**



**G.3.  
Compliance with State Government policies**





**Summary of Results:**

Objective	Stakeholder Results		
	Not Relevant %	Neutral %	Relevant %
■ G.1. Compliance with governance requirements.	0	9	91
■ G.2. Compliance with Council policies.	0	9	91
■ G.3. Compliance with State Government policies.	0	9	91
■ G.4. Toondah Harbour Authority.	18	27	55



Stakeholder Feedback

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Organisation	Contact	Activity/Function	Issues	Comments
Redland Shire Council		Provide open carparking Maintaining parkland Maintaining roads	<p><b>Infrastructure:</b> Toondah Harbour comprises key infrastructure for Redland Shire Council ratepayers, including residents of North Stradbroke Island, such as carparking, open space and public amenities.</p> <p><b>Tourism:</b> Redland Shire Council acknowledge the importance of ensuring facilities and infrastructure are suitable to meet the needs of the tourism industry in Redland Shire including the bay islands.</p>	<ul style="list-style-type: none"> <li>It is important to Council that Toondah Harbour continues to effectively perform its core function as a barge and passenger ferry terminal for transport between greater Brisbane and North Stradbroke Island.</li> <li>A governance structure which sets out the dredging requirements, a dredging program and a suitable funding strategy is critical to ensuring Toondah Harbour can continue to perform its core function.</li> <li>Council will need to manage community/ratepayer concerns over the impact of any redevelopment of Toondah harbour.</li> </ul>
Department of Natural Resources Mines & Water		Major land owner	<p><b>Economic:</b> Marina development is not a consideration for the State at this time. Mixed use businesses consistent with operation of water transport facilities would be suitable.</p> <p><b>Financial:</b> Toondah Harbour is a State Asset with Council as Trustee of some of the land. Other land in the precinct is leased for operational purposes to various parties either directly from the State or on a sub lease basis from Council or Port of Brisbane Corporation.</p>	<ul style="list-style-type: none"> <li>The State would like to see the development of a co-ordinated transport facility at Toondah Harbour.</li> <li>Community interest must be protected.</li> <li>Access to foreshore must be maintained.</li> <li>Local government is Trustee of land used in reserve for toilets and recreational boat ramp carpark.</li> <li>Special lease for CSIRO.</li> <li>DNRMW would be interested in Stradbroke Ferries surrendering their POBC lease and converting to a Land Act lease.</li> <li>Stradbroke Ferries have tenure under their existing POBC lease until 2013.</li> <li>All State land interest could be transferred to Council on a term lease basis for redevelopment of a major infrastructure development.</li> <li>A 50 year lease could be provided.</li> <li>If Council was to develop the land for a “public purpose” as defined under the acquisition of land act, then the land could be sold to Council as a Sale in Priority for Public Purposes. Sale price would be market value.</li> <li>The State would be receptive to granting a seabed lease for a marina development as long as the necessary approvals could be sought from EPA, Marine Parks, Fisheries etc.</li> <li>Any preferred option would have to be subject to community consultation.</li> <li>Channel to the north was supposed to provide ingress and egress and Stradbroke Ferries was supposed to do it as part of their lease.</li> </ul>
CSIRO		Major land owner Scientific research	<p><b>Possible Relocation:</b> CSIRO may relocate from this location in the short to medium term.</p> <p><b>Financial:</b> CSIRO have a “self interest” in ensuring the value of their significant land holdings at Toondah Harbour is improved.</p> <p><b>Ecological Sustainability:</b> CSIRO have an interest in the redevelopment of Toondah Harbour from an ecological sustainability perspective.</p>	<ul style="list-style-type: none"> <li>Master planning exercise should encompass the prime uses in either a series of options or as an emerging plan.</li> <li>The master plan should be something which is not fixed but which Council (and other regulators) are comfortable with and most importantly provides investors with an inducement to staple together their master plan visions with appropriate economic uplift.</li> <li>Dredging of the basin and channel should really be undertaken on a user pays basis.</li> </ul>
Stradbroke Flyer		Passenger ferry operator	<p><b>Maintenance Dredging:</b> Basin &amp; channel – regular maintenance required. Levy on passengers for maintenance dredging (estimated Stradbroke Flyer average passenger movements of 700 people per day).</p>	<ul style="list-style-type: none"> <li>New Karragara Island pontoon and passenger transport facilities were recently constructed at a cost of \$700K.</li> <li>80% of passengers are commuters and 20% are tourists (tourist numbers were increasing but are now declining).</li> </ul>

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Organisation	Contact	Activity/Function	Issues	Comments
			<p>Commercial ferry and barge operators pay registration fees etc, therefore the State should contribute to infrastructure, dredging etc.</p> <p>Stradbroke Flyer have offered to pay for dredging themselves but weren't permitted by Council.</p> <p>Channel problems cost Stradbroke Flyer about \$100K per annum in repairs such as propellers (\$12,000 per pair) and water pumps (\$3,500 each).</p> <p>Fuel cost increases are having an impact but operators can't increase prices without approval from Queensland Transport based on a business case supporting the increase.</p> <p><b>Carpark:</b> Old recreational boat ramp signs are still up at the Toondah Harbour passenger ferry carpark. No carparking is provided at Harold Walker Jetty at Dunwich because Council sold the carpark to Stradbroke Ferries. Carpark needs fence for security purposes. All school holidays the existing carpark is full. A multi storey carpark could accommodate parking. User pays parking would work if it was secure.</p> <p><b>National Parkes Lease CSIRO Site and Favour Dredging:</b> [redacted] – not in favour of dredging.</p> <p><b>Jetty:</b> Stradbroke Island jetties are sub standard</p> <p><b>Emmett Drive / Middle Street:</b> These roadways are too narrow for large trucks using the barges. A circular traffic flow would work better.</p> <p><b>Mangroves:</b> Are apparently diseased, all have grown in the past 20 years.</p> <p><b>Facilities / Amenities:</b> Not wheelchair friendly and amenities are very substandard. Fuel storage/supply on site should be provided for operational reasons.</p>	<ul style="list-style-type: none"> <li>■ Stradbroke Flyer run their own bus service.</li> <li>■ Passenger numbers are estimated to be around 700 per day on average. This is based on about 500 per day on quite days, and 800-1,000 per day on busy days (e.g. Christmas, weekends, school holidays)</li> <li>■ Stradbroke Flyer would be happy for a good bus service to be provided, but it would need to link in with ferry arrival and departure times.</li> <li>■ Stradbroke Ferries currently subsidise Translink bus.</li> <li>■ Joint user barge and ferry terminal facilities would be difficult for barges due to physical size of trucks etc (B – Doubles and so on).</li> <li>■ Stradbroke Flyer bring 20% of commuters to Toondah Harbour by bus generally, slightly higher during busy times.</li> <li>■ Stradbroke Flyer operate 14 services per day – on average, these would operate at about 50% capacity across the board.</li> <li>■ [redacted] believes that a northern channel would effectively “flush out” the Toondah Harbour basin and is essential to clear out silt. Apparently a quote provided in 1988 costed the construction (dredging) of the northern channel at \$1,000,000.</li> <li>■ [redacted] believes that this part of the bay comprises mostly mud with lumps of ironstone pebble throughout.</li> <li>■ Marina complex provides the only realistic option for a major capital injection.</li> <li>■ A levy on passengers should also be introduced to fund on-going maintenance dredging requirements (user pays).</li> <li>■ There will be substantial costs involved in redeveloping Toondah Harbour basin and channel, eg. new piles cost around \$20,000 to \$30,000 each.</li> <li>■ Passenger ferries could be moved to Raby Bay which [redacted] believes would make more sense as public transport (train station) is already there and the Cleveland CBD is nearby.</li> </ul>
Stradbroke Ferries		Barge Operator	<p><b>Transport to Islands:</b> Barge/ferry operators are the only ones who take responsibility for transporting people to islands. If Stradbroke Ferries did not provide the bus service, children from the island would not get to school.</p> <p><b>Ramps:</b> Are in opposing directions causing all sorts of problems.</p> <p><b>Prices:</b> Have had to increase but should go up to approx. \$130/140.</p> <p><b>Recreational Boats:</b> Significant hazard. Shouldn't be at Toondah Harbour.</p> <p><b>Time:</b> Is a big issue for existing operators. Can't wait years for a good scheme.</p> <p><b>Inequitable Lease Arrangements:</b> Stradbroke Ferries own a freehold site and lease a significant area of dry land</p>	<ul style="list-style-type: none"> <li>■ Stradbroke Ferries have provided all infrastructure to date and if they wanted to upgrade they have had to do it at their own expense.</li> <li>■ Council apparently has \$1.4million in budget for dredging channel.</li> <li>■ Toondah Harbour is not defined as a Harbour by Ports Authority so Ports Authority take no responsibility for dredging.</li> <li>■ Basic upgrade with more frontage, reclaiming land and moving the bay frontage out about 50 metres would be a start to solving some of the problems.</li> <li>■ The infrastructure for ferry passengers and barge loading/unloading on the bay islands are a disgrace.</li> <li>■ Stradbroke Ferries don't see any benefit in the 'big picture development' for their existing operations.</li> </ul>

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Organisation	Contact	Activity/Function	Issues	Comments
			and seabed. Other operators lease smaller areas and use the road for vehicle marshalling during extremely busy periods. <b>Infrastructure:</b> Sea Stradbroke have invested a significant amount in infrastructure over the years and if participating in a whole of precinct solution, would need to be compensated for this.	
Sea Stradbroke		Barge Operator	<b>Channel:</b> Channel needs to be straightened. <b>Private Vessels:</b> Major problem from a safety perspective. <b>Operational Effectiveness:</b> Toondah Harbour not really set up properly as commercial vessels need to face south east (direction of prevailing winds).	<ul style="list-style-type: none"> <li>Sea Stradbroke currently have 7 years left of 10 + 10 year lease (first term).</li> <li>Northern flow through channel would alleviate silting up and significantly reduce the need for on-going dredging.</li> <li>Water taxis could potentially use smaller channel.</li> <li>Prevailing winds are from south east.</li> <li>144 commercial movements per day, 72 out and 72 back. (12 per hr).</li> <li>Channel 1.3 miles long therefore there is always a commercial vessel in the channel at any time.</li> <li>Sea Stradbroke estimate costs of \$180K p.a. on boat repairs due to poor infrastructure and inability of operators to gain approval from authorities to undertake their own repairs to existing infrastructure.</li> <li>Prevailing winds and currents will dictate the positioning of the various infrastructure particularly Marinas etc. which need to be on the lee side.</li> </ul>
Queensland Transport - Regional Harbour Master		Marine Safety Qld	<b>Recreational boat ramp:</b> Major safety issue with small recreational craft sharing small basin and narrow channel with commercial vessels. <b>Swing basin:</b> Needs to be expanded, it is currently far too small for the size of vessels which use it. <b>Channel:</b> Needs to be straightened and widened.	<ul style="list-style-type: none"> <li>Sea Stradbroke originally did 95% of the work and therefore don't want to commit financially any further.</li> <li>Council wanted competition but didn't do anything to accommodate the competition.</li> <li>2<sup>nd</sup> barge came in 2001.</li> <li>Swing basin needs to be 1.6 x length of the boat.</li> <li>Need to get rid of recreational boat ramp.</li> <li>Need to dredge basin.</li> <li>Need to straighten channel.</li> <li>Not developed well as a facility.</li> <li>A number of incidents have been reported of commercial vessels at close quarters between commercial operators.</li> <li>No reports to MSA regarding conflict with recreational boat users and commercial vessels.</li> </ul>
Queensland Transport Public Transport Recreational Boating		Public recreational boat ramp owner	<b>Public Boat Ramp:</b> Recreational craft mixing with big commercial vessels is a safety issue. Toondah Harbour recreational boat ramp silts up badly. William Street recreational boat ramp is more utilised. Generally, it is only when William Street gets busy that Toondah gets used, or in certain wind conditions. <b>Dredging:</b> Expensive. There is a significant environmental impact. Difficult to find land based deposit site. Dredging is not compatible with Marine Park. Private sector (commercial operators) should be doing own dredging. <b>Size:</b>	<ul style="list-style-type: none"> <li>Recreational boat users compete with large commercial vessels in the basin and channel, resulting in a safety issue.</li> <li>William Street recreational boat ramp has room to expand (both boat ramp capacity and expand parking).</li> <li>Fishing vessels sometimes unload at Toondah.</li> <li>Marine Park vessels sometimes use William Street ramp because they can't operate effectively out of Toondah Harbour.</li> <li>Marine Park wanted to take over dredging at Toondah previously but couldn't manage disposal of spoils.</li> <li>Dredge material has too many fines to build on.</li> <li>The passenger transport and commercial barge activities at Toondah</li> </ul>

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STAKEHOLDER CONSULTATION

Organisation	Contact	Activity/Function	Issues	Comments
			<p>Toondah Harbour is not big enough to cater for required mix of image.</p> <p><b>Mud Flats:</b> Environment not conducive to marina development due to mud flats.</p> <p><b>Wienamm Creek:</b> Is an example of a good passenger ferry facility.</p> <p><b>Shared Transport Terminal:</b> Needs commercial element (e.g. Darling Harbour).</p> <p><b>Recreational Boating:</b> Boat ramps – Qld. Transport asset. Could be moved to William Street due to safety issues with the big boats etc. (Qld. Transport recognises it's not the best place for it) but it is an asset on their books.</p> <p><b>Terminal Facilities:</b> For passenger and vehicular movements needs to be cleaned up. Swing basin not big enough. Commercial operators need to step up to the plate to some extent.</p> <p><b>Economic:</b> Major issue will be to locate residential development away from potentially noisy and environmentally unfriendly harbour operations.</p> <p><b>Transport:</b> Qld. Transport is not the lead agency for accessibility and transport issues. Potential to allow for the remodelling and further development of the marine facilities and related infrastructure of Toondah Harbour – all land below high water mark is Marine Park which will be a significant constraint to harbour development.</p> <p><b>Environmental:</b> Major problem at Toondah is the shallow nature of the foreshore and need for ongoing dredging to allow navigation by large vessels.</p> <p><b>Social:</b> Transport facilities and public open space are normally not looked at because of security, safety and practicality issues.</p> <p><b>Financial:</b> Master Plan should focus on commercial viability not Government subsidies.</p> <p><b>Governance:</b> A Toondah Harbour authority is extremely difficult to justify given the very limited size of development and constraint of the Moreton Bay Marine Park.</p>	<p>Harbour are fundamental to transport to Stradbroke Island.</p> <ul style="list-style-type: none"> <li>■ Commercial Operators are not contracted by Queensland Transport – they provide a service for a profit.</li> <li>■ One of the issues historically has been the inability to identify an authority/government department/organisation who is the most appropriate authority to manage the activities at Toondah Harbour. As a result, there is no ownership.</li> <li>■ Previous Master Plan did not have Financial Plan attached.</li> <li>■ Cleveland Point was originally pitched as the Port for Brisbane.</li> </ul>
Tourism Queensland		Tourism	<p><b>Economic:</b> The lack of suitable facilities and the poor presentation of the existing facilities has a negative impact on the marketability of Moreton Bay as a must see tourist destination.</p> <p><b>Visitor Experience:</b> Belief that visitor experience is negatively impacted by the poor facilities at Toondah Harbour.</p>	<ul style="list-style-type: none"> <li>■ Very much a growing area. Brisbane marketing involved. A river link from Redland to Brisbane City should be explored.</li> <li>■ No operators bringing people to city or from city to bay.</li> <li>■ There is currently no sense of arrival. There should be a perception that the holiday starts at Harbour and therefore the visitor experience starts at Harbour. This is currently lacking at Toondah Harbour</li> <li>■ Moreton Bay and Islands Tourism Infrastructure Plan. Stewart Moore Sustainable Tourism – RSC – report 'A Framework for the Sustainable Development and Management of Tourism in Moreton Bay'.</li> </ul>

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STAKEHOLDER CONSULTATION				
Organisation	Contact	Activity/Function	Issues	Comments
			Tourism Queensland is trying to change the image of the region into the Brisbane Moreton Bay islands.	<ul style="list-style-type: none"> <li>Design etc. should be in keeping with the eco/sustainability of the bay.</li> <li>Should encourage Harbour/Marina feel.</li> <li>The revised Brisbane Destination Management Plan (3 year plan) will be available in late August.</li> </ul>
Port of Brisbane Corporation			<p><b>Leases:</b> Re: obligations to dredge, rental payment structure, term of lease and option, renewal rights, freeholding rights.</p> <p><b>Custodian:</b> POBC is a custodian of land owned by the State through the Department of Natural Resources, Mines and Water.</p>	<ul style="list-style-type: none"> <li>POBC would be happy to divest of land holdings in Toondah Harbour.</li> <li>Toondah Harbour is outside of Port limits.</li> <li>Toondah Harbour is not strategic Port land.</li> <li>Activities at Toondah Harbour are not core POBC business.</li> <li>POBC do not do any dredging at Toondah Harbour – it is a commercial precinct.</li> <li>POBC land tenants are required under their leases to dredge as required.</li> <li>POBC has only two leases at Toondah Harbour, each of which has another 13 years (approx.) to run. There are no renewal provisions, they are old leases (1 dry lease &amp; 1 wet lease). Both leases are to Stradbroke Ferries.</li> <li>POBC believes dredging of channel is the responsibility of Qld Transport – Maritime Harbours Queensland.</li> <li>Council/private developer/commercial operator would be best placed to undertake infrastructure associated with developing the precinct such as a marina etc.</li> <li>Under the leases, they must have the Tenant’s approval if divesting interest in land.</li> <li>In divestment POBC would seek reimbursement as they would be losing an income source. POBC believe an amicable arrangement regarding reimbursement could be negotiated.</li> </ul>
Qld Office of State Development			<p><b>Economic Activity:</b> The primary role of the Office of State Development is to encourage as much economic activity as possible in the region.</p> <p><b>Terminal:</b> Toondah Harbour needs a proper terminal which works efficiently. This is an important piece of infrastructure for South East Queensland.</p>	<ul style="list-style-type: none"> <li>Transit terminal significant to Qld’s development as it is critical infrastructure.</li> <li>State Development would, in principal, encourage anything that generates a significant volume of economic activity.</li> <li>State Development would like to see as much economic development as possible.</li> <li>Would like to see “Significant Project Status” given to the project – removes impediments that multi agency planning regime requires.</li> </ul>

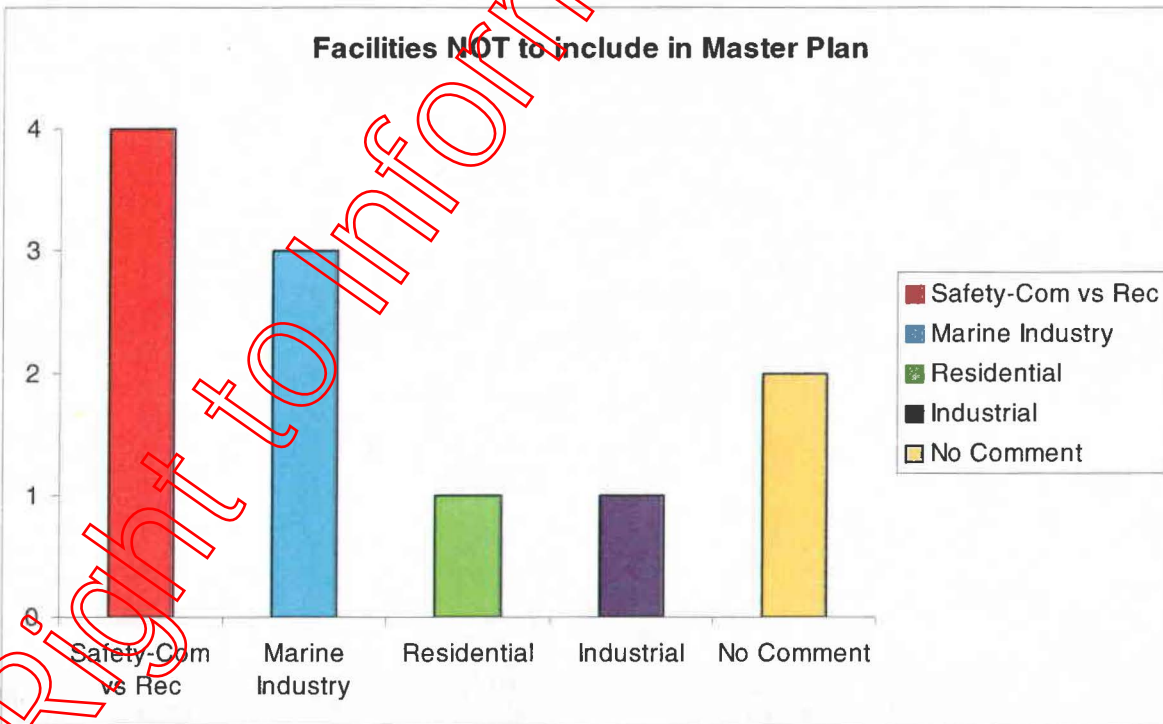
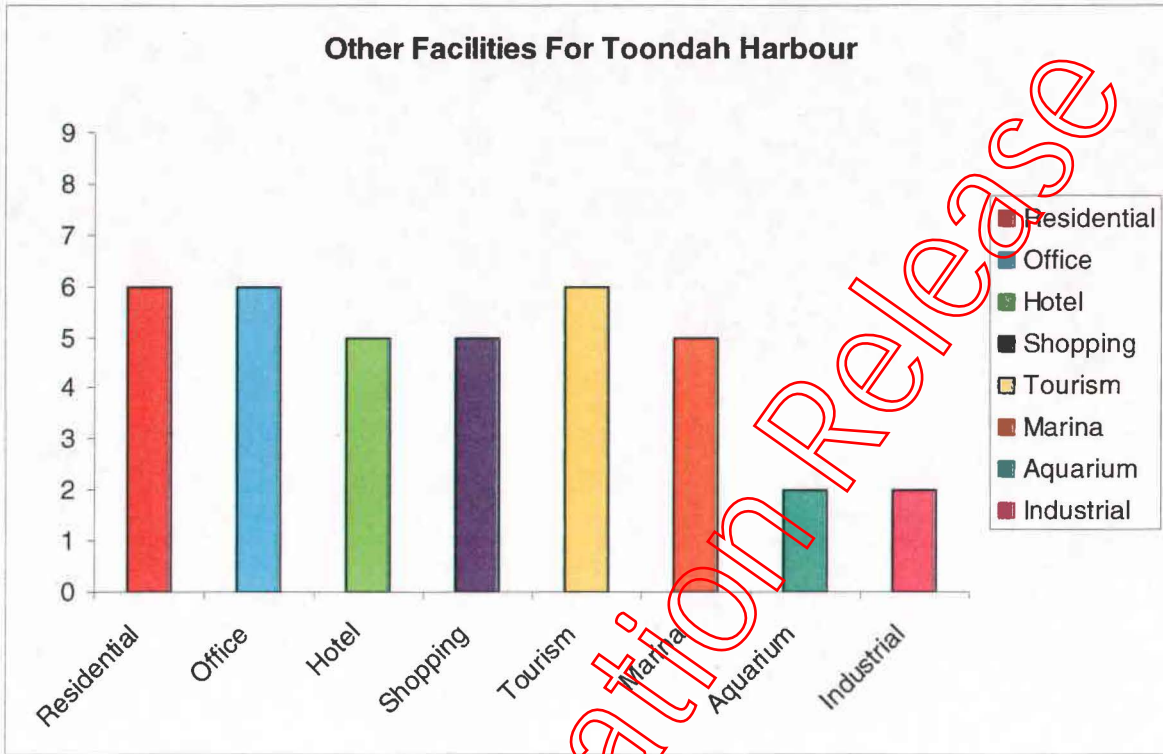
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## Key Findings of Stakeholder Consultation

General discussions with Stakeholders through the consultation process also provided the following information:

- Transport function comprising passenger ferries and vehicular barges must remain as the prime function of Toondah Harbour.
- The lack of a co-ordinated approach to dredging will continue to impact on the operational performance of Toondah Harbour (includes defining parameters, monitoring, scheduling and funding).
- Adequate carparking is a critical requirement for Toondah Harbour.
- A co-ordinated public transport service, operated by Queensland Transport / Translink, between Toondah Harbour and the Cleveland train station and CBD would result in significant operational improvements and would reduce demand on carparking.
- Integrated ticketing should be introduced for travel from Stradbroke Island to CBD.
- Fison Channel needs to be straightened and widened to allow vessels to pass.
- Toondah Harbour basin needs to be enlarged to accommodate barges.
- Recreational boat ramp needs to be relocated.
- A marina could work if it resulted in a properly formed harbour and channel and provided adequate separation between commercial and recreational vessels in the channel.
- Facilities on the islands (mainly North Stradbroke Island) also need to be addressed including wharf/jetty facilities, barge facilities and carparking.
- Environmental issues will be a hurdle to dredging and any reclamation proposed.

- Stakeholders were also asked to comment on the suitability of various other facilities / uses for Toondah Harbour with the following results:



## Key Outcomes

Based on the findings of the Stakeholder consultation process, the Master Planning process and ultimately any redevelopment of Toondah Harbour should facilitate the following outcomes:

- Operational – the transport function of Toondah Harbour as the primary access point between greater Brisbane and North Stradbroke Island must remain as a key element of the precinct, and any proposed development must not compromise the ability of Toondah Harbour to perform this primary function.
- Social / community – increasing the amenity of Toondah Harbour to the Cleveland and broader south east Queensland community should be achieved through activating the precinct, making the waterfront and the bay more accessible and introducing development which incorporates retail and restaurants.
- Value – enhancing the value of the existing freehold land holdings and ensuring better utilisation and increased value of state and council owned assets in the precinct must be achieved.
- Self funding – the master planning must identify opportunities for the users of the facilities at Toondah Harbour to contribute to the funding of the channel and basin dredging. This should be achieved through a joint user agreement which sets out an indicative maintenance dredging program and clearly defines the obligations of all parties to contribute to the costs associated with the dredging.

## Market Sounding

Ultimately, in assessing the various options for the redevelopment of Toondah Harbour, a market analysis and feasibility study will be useful in establishing the redevelopment option which has the potential to deliver the optimal financial return to a developer.

This exercise, however, is considered somewhat premature at this stage of the process given the high degree of uncertainty surrounding the following:

- Ultimate master plan option chosen;
- Whether marina will be incorporated into the redevelopment;
- Ownership structure and opportunity for a single developer to control and develop the entire precinct;
- Development density;
- Proposed mix of uses;
- Results of public consultation.

A market analysis and feasibility study can only be meaningfully undertaken once a reasonable degree of information is known about a proposed project such as the scale of development, mix between the various components, rents, selling prices, construction costs, fees, charges and contributions etc. Selling prices and demand for residential units and retail space may vary significantly depending on whether a marina and/or lagoon is incorporated into the precinct. It is simply too early in the process to undertake a meaningful feasibility at this stage.



Furthermore, a feasibility study is generally undertaken to ascertain the value of the underlying land. In this instance, Council does not actually own any of the underlying land in the precinct, but rather is a non owner stakeholder with a significant interest in the outcome of the redevelopment. Generally, ascertaining the underlying land value is an exercise of specific importance to land owners within the precinct and therefore those with a vested interest in understanding the redevelopment option which results in the maximum underlying land value.

That is a detailed exercise which requires detailed costings to be undertaken on a preferred master plan option. It is too early to undertake an exercise of this nature at this stage of the process.

- Notwithstanding these comments, it was considered important to discuss the proposed redevelopment with developers to gain some understanding of the developer market perception of the optimal use and development mix for the site and the outcome likely to receive the greatest level of market acceptance/demand and consequently provide the highest financial return.
- High level discussions were held with developers throughout the project. The general response was that a decision was required as to whether a marina would be incorporated into the development and whether the construction of the marina would have state government support. Developers were generally of the view that if a marina formed part of the scheme then there would be significant developer interest in the project, but the sites would need to be consolidated and the development undertaken by a single developer. The reason for this is the need to recover some of the significant (expected) cost of marina development through the sale of higher value residential units. Comments were made by developers suggesting that without the marina, the aspect and view over the mud flats and the generally industrial nature of the precinct limit the appeal for residential and retail/restaurant development. State government support was seen to be critical as developers were generally unlikely to take the risk of gaining the necessary approvals or the significant holding costs during the approval period given the environmental sensitivity of a marina development in Moreton Bay Marine Park

## Section 4 – Define Options

### Conceptual Options

Having regard to the Redland Shire Town Plan 2005, the various previous studies which have been undertaken, project control group workshops, Steering Committee input, Stakeholder discussions and input from the appointed sub-consultant planners, Hassell, various opportunities exist for development in the Toondah Harbour precinct. These potentially include the following:

- Land based transit terminal.
- Commercial office space.
- Residential – units and apartments.
- Restaurants, convention centre, licensed premises.
- Retail.
- Marina.
- Marine related industrial.
- Commercial carparking.
- Transitory accommodation/hotel.

Having regard to the Options Analysis and market research work currently being undertaken by Ernst & Young, a number of Master Planned Options will be prepared and refined through discussions with Stakeholders and the Project Steering Committee.

High level conceptual plans for various options, identifying areas suitable for proposed uses and establishing development capacity of the various sites, will be prepared initially.

The options forming the basis of the conceptual plans are as follows:

1. Minimal change.
2. General improvement with changes as required.
3. Major changes to maximise potential (may include radical change which pushes the boundaries).

The options will be refined and ultimately scored against the success criteria on a quantitative and qualitative basis.

A high level overview of the three options to be developed is as follows:

***Concept 1 – Localised Improvement***

This option seeks to explore the development potential within the existing site opportunities and constraints and the current town planning framework. It preserves the existing ownership and tenure interests and does not contemplate comprehensive redevelopment. This option may not capitalise upon the potential for an integrated development concept for the site. Existing interests are likely to limit the ability to release parcels for redevelopment while continuing existing operations.

***Concept 2 – Integrated Development (Transport Hub and Bayside Activity Node)***

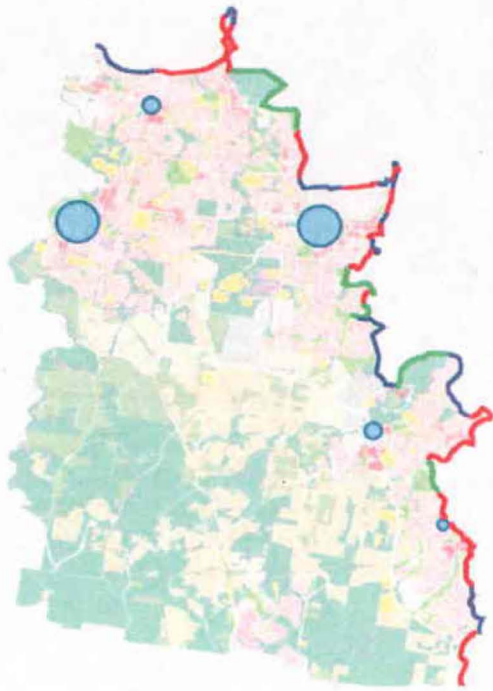
This option explores opportunities for the site through challenging some of the existing site attributes and ownership patterns. It envisages more intensive development than the existing planning framework allows and seeks to establish Toondah Harbour as a bayside activity node and transit hub. This option will celebrate Redlands and Greater Brisbane's connection to the bay with the new waterside plaza and the creation of a lagoon for swimming by the bay.

***Concept 3 – Regional Destination (A Top 5 Destination for Tourists and the Residents of Greater Brisbane)***

This option explores the long term potential vision for Toondah Harbour. It seeks to challenge most of the existing site attributes and ownership patterns and envisages a regionally significant development incorporating a marina. It proposes Toondah Harbour as SEQ's St Kilda and a major bayside attraction and transit hub. This option takes the celebration of Redland's and Greater Brisbane's connection with the bay to another level and promotes Toondah Harbour as a place everyone knows and goes to.

In preparing concept options for the master planning of Toondah Harbour, Hassell were engaged as sub-consultants on the project and worked closely with Ernst & Young in preparing the following options.

A summary of the work undertaken by Hassell in arriving at the applicable options for Toondah Harbour is as follows:



Strategic Opportunity 01  
**Celebrate the bay**

- Private Urban Edge – Limited Public Access
- Open Space Edge – Good Public Access
- Environmental Edge – Limited Public Access
- Activity Node

Strategic Opportunity 02  
**Gateway to the Islands**



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Strategic Opportunity 04

## Public Focus...Swimming Lagoon?

HASSELL

Townsville



Brisbane



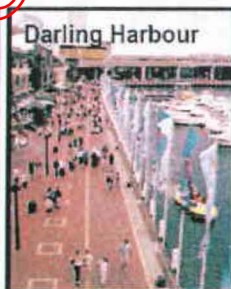
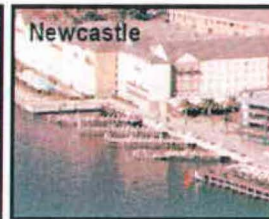
Cairns



+ Airlie, Thuringowa, Darwin Cove

Strategic Opportunity 05

## Marina and Maritime Activities



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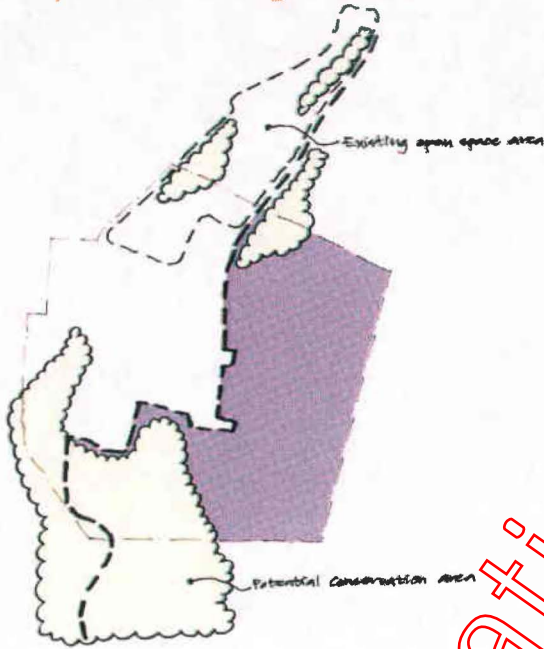
Strategic Opportunity 06

## Sustainable Development

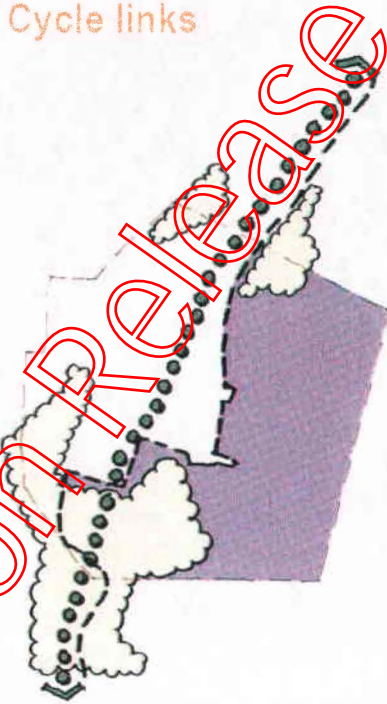
- Integrated, coordinated and responsible urban growth**
- Supporting high quality public transport (TOD)**
- Infill Development – accommodates urban growth**
- Protects and enhances environmental assets**
- New / Improved public recreation areas**
- Safe communities with strong identities**

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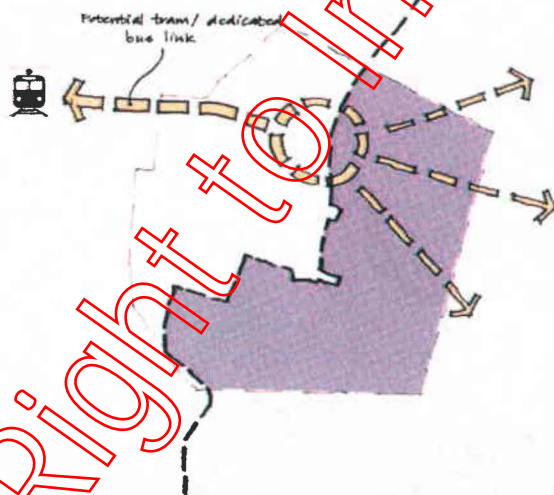
Open Space and Vegetation



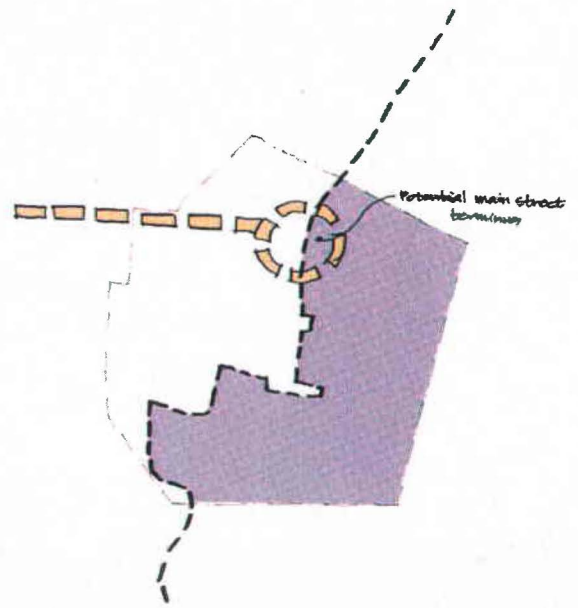
Cycle links



Transport hub

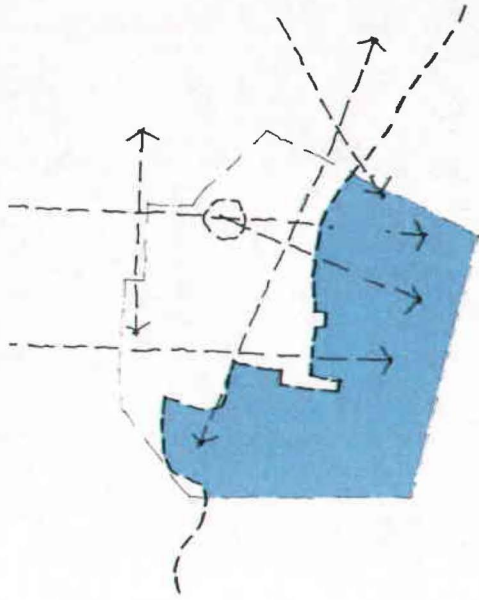


Straighten Middle Street

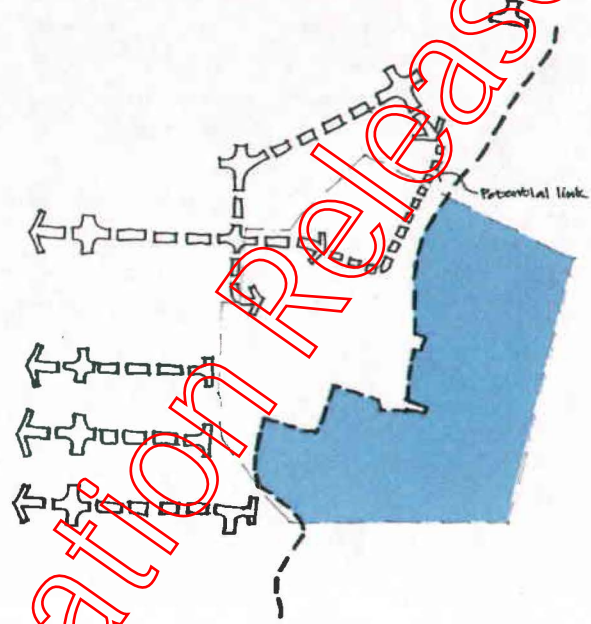


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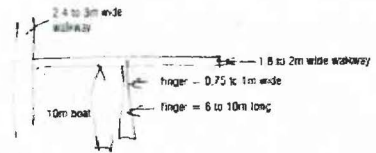
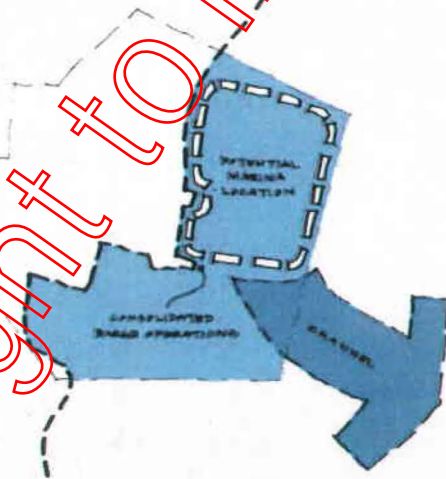
Views and vistas



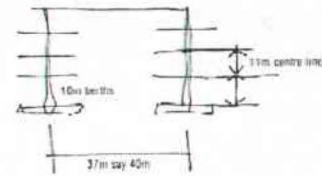
Connections



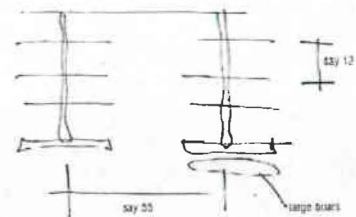
Potential Marina



10m berths



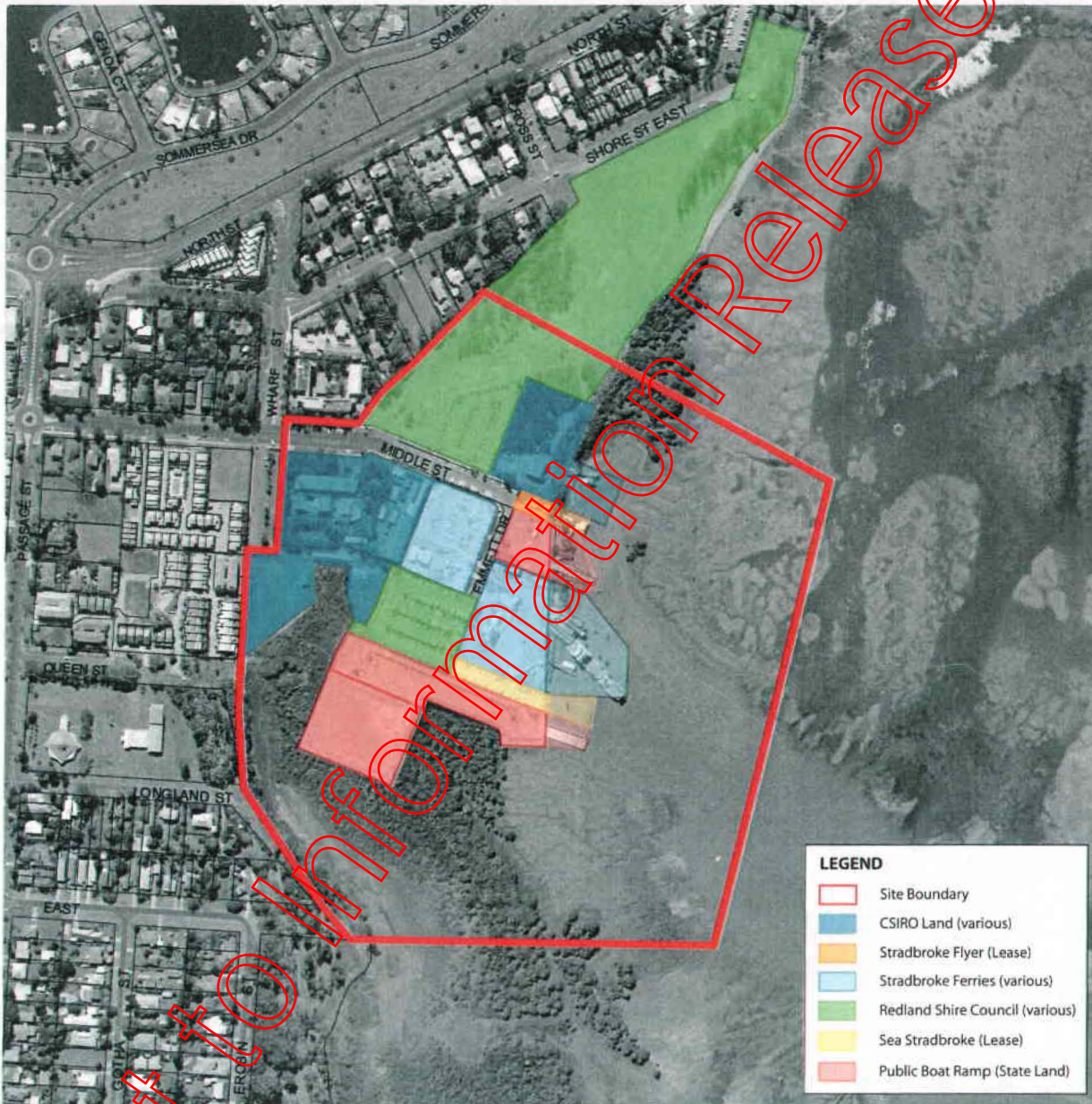
15m berths



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**SITE OWNERSHIP AND INTERESTS**



**Primary interests**

- Efficient ferry operations
- Financial objectives

**Other interests**

- Environmental
- Open space
- Shire image
- Community benefit
- Continue / improve ferry operations (2 x vehicle ferries, 2 x water taxis)
- Discontinue spoil storage on site
- CSIRO relocated
- Public boat ramp relocated
- Conservation area retained
- Amount of open space preserved
- Mangroves preserved

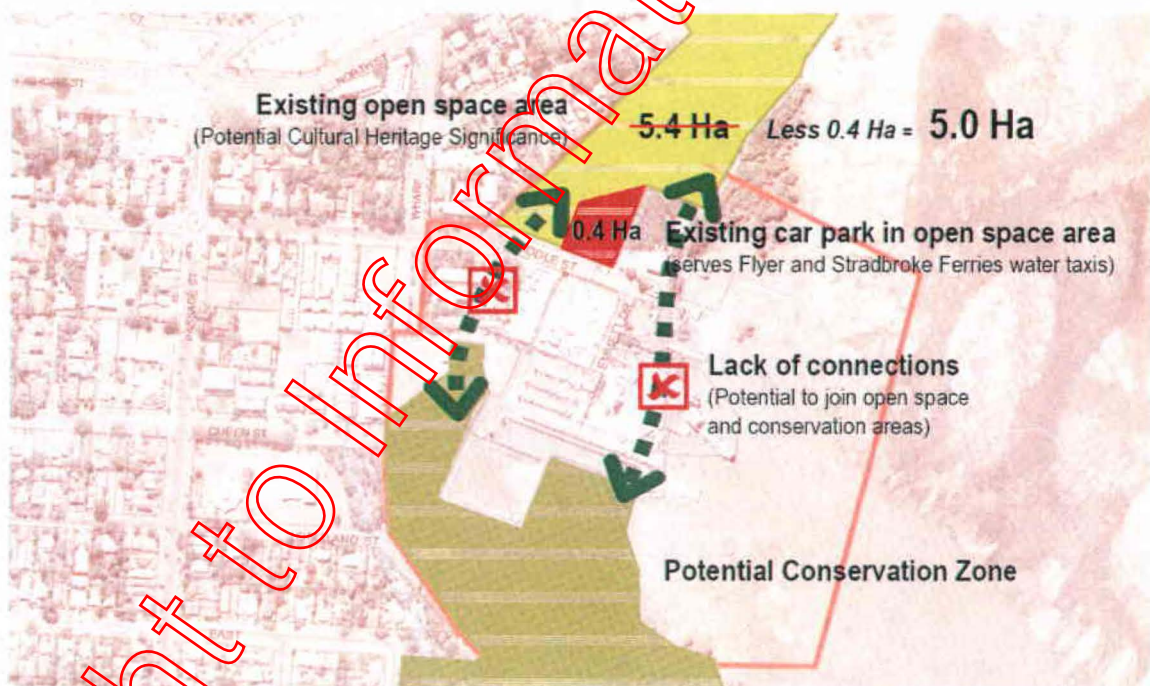
## PLANNING GUIDANCE

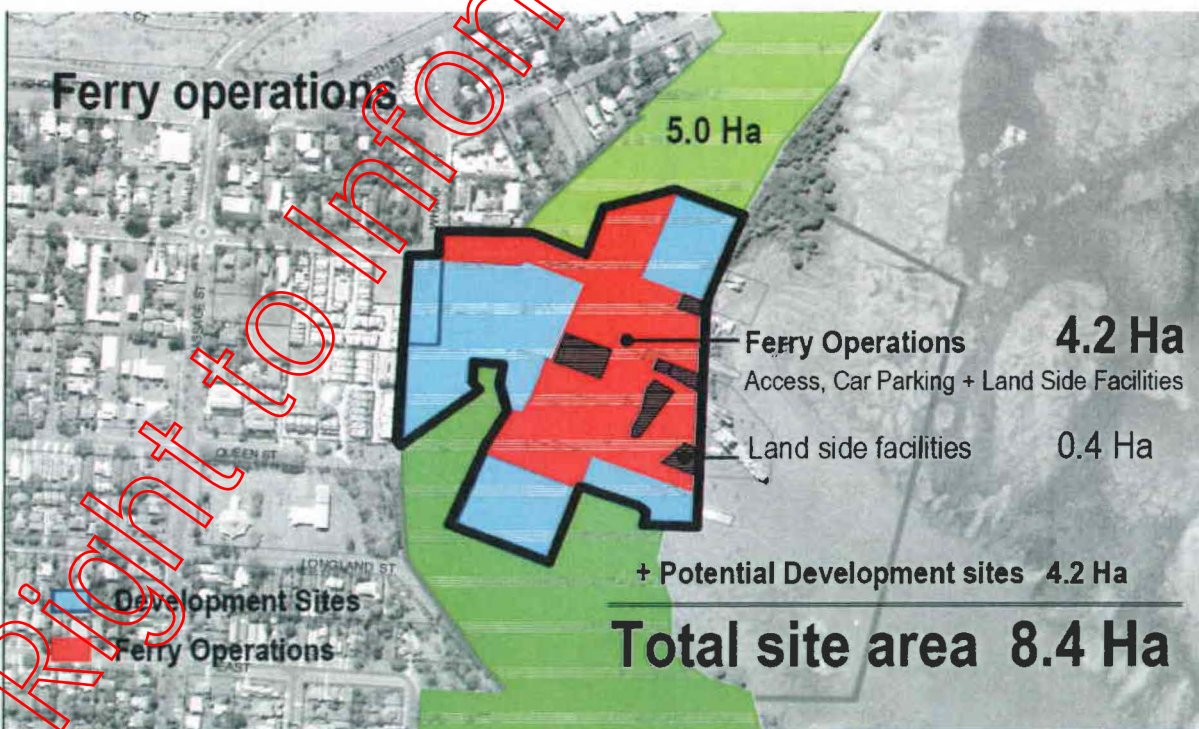
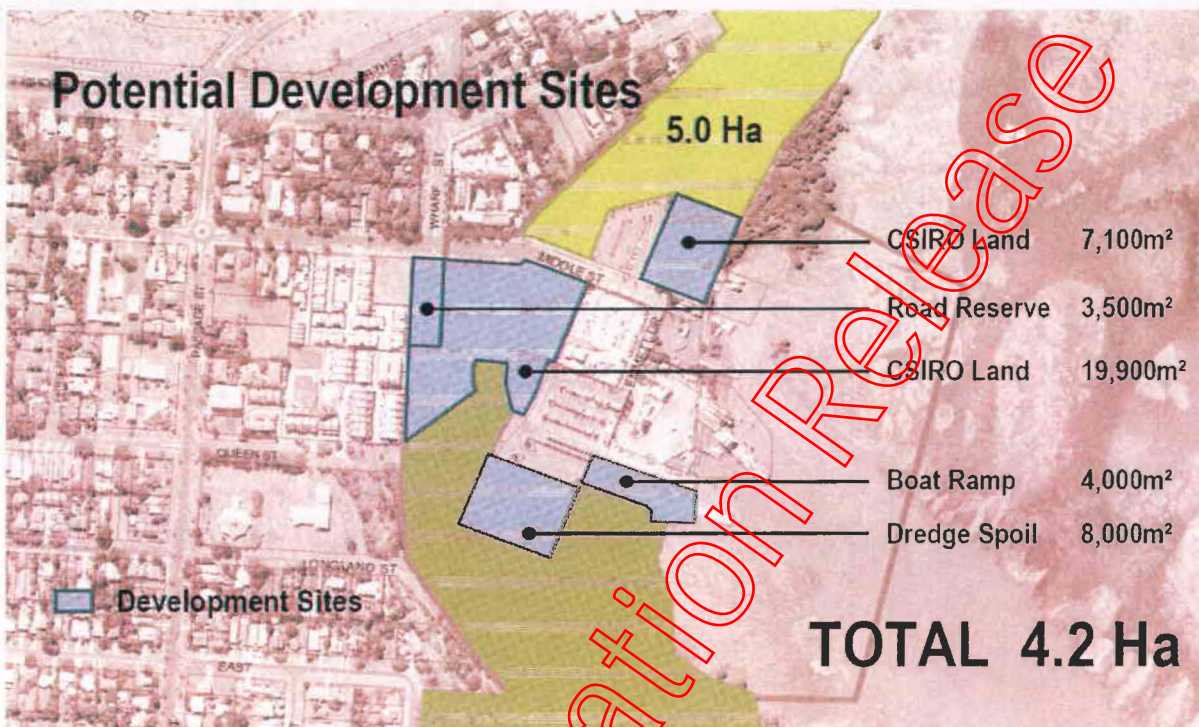
### Land use

- Mixed use (commercial, retail, tourism, community, and education)
- Retain viability of marine activities
- Generate economic and social benefits

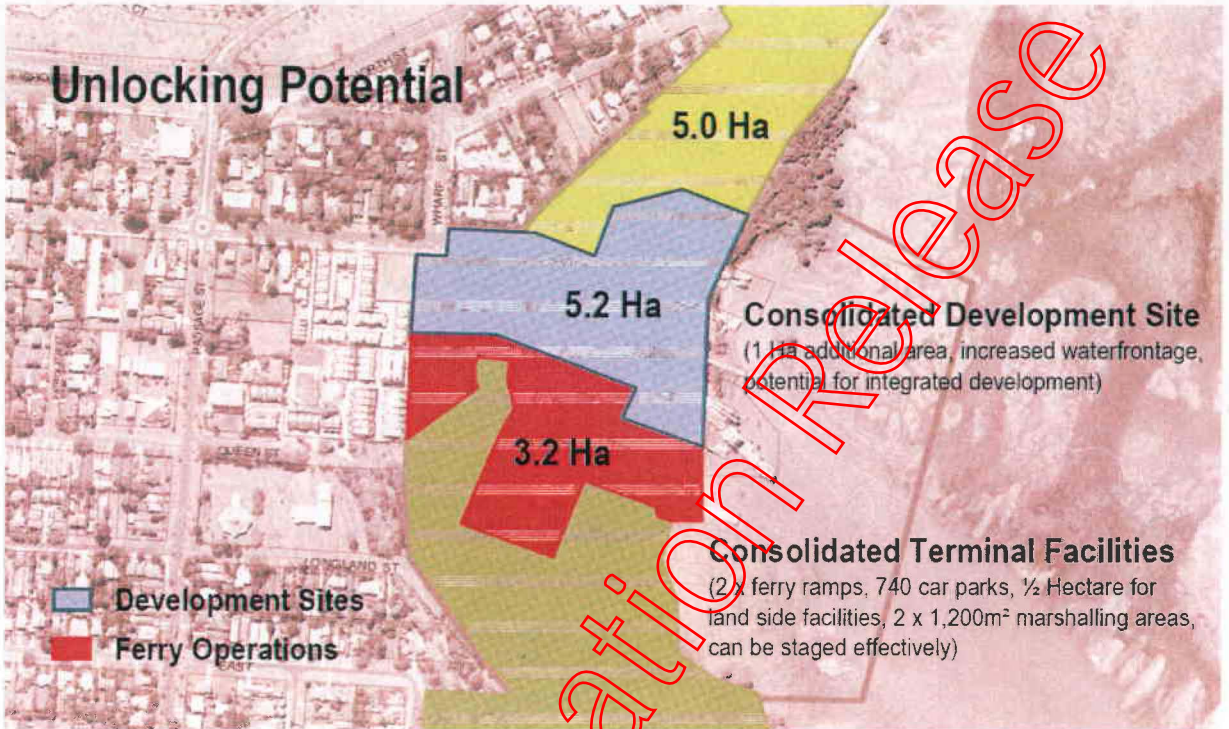
### Build form

- < 14m high (5 stories)
- < 50% site cover
- Assume 'plot ratio' between 2 and 2.5 to 1 (2:1 – 2.5:1)

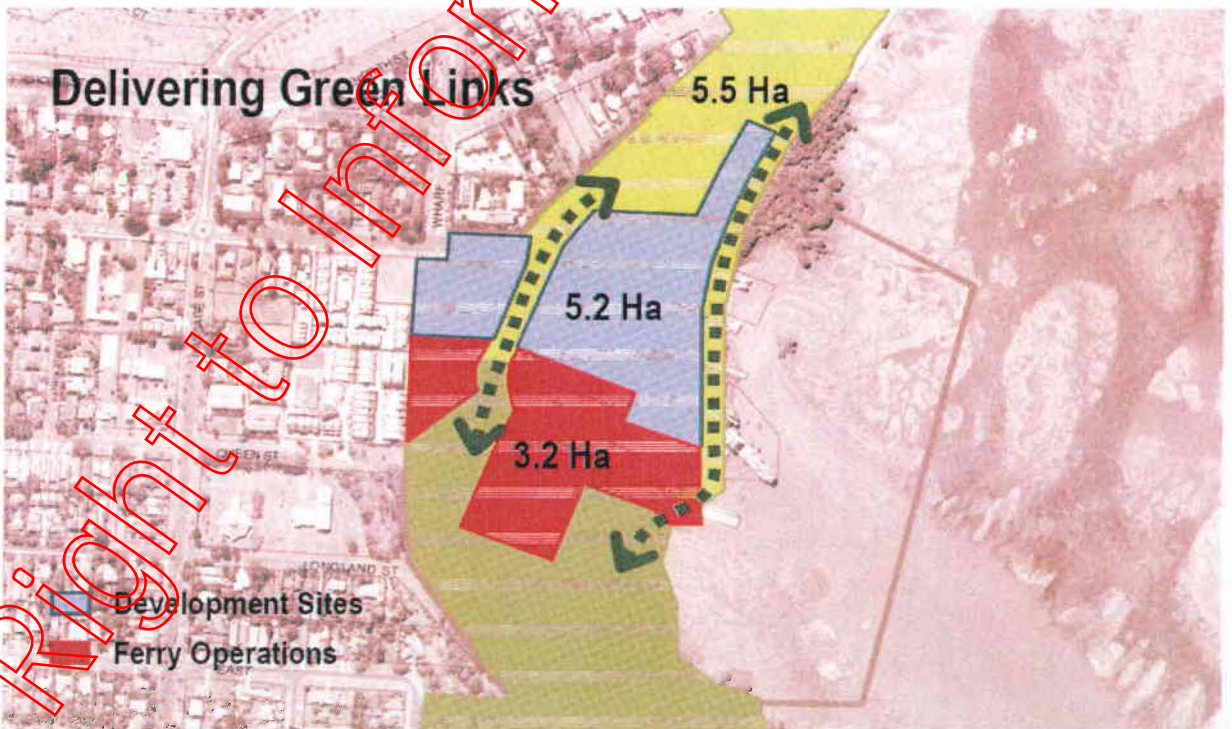




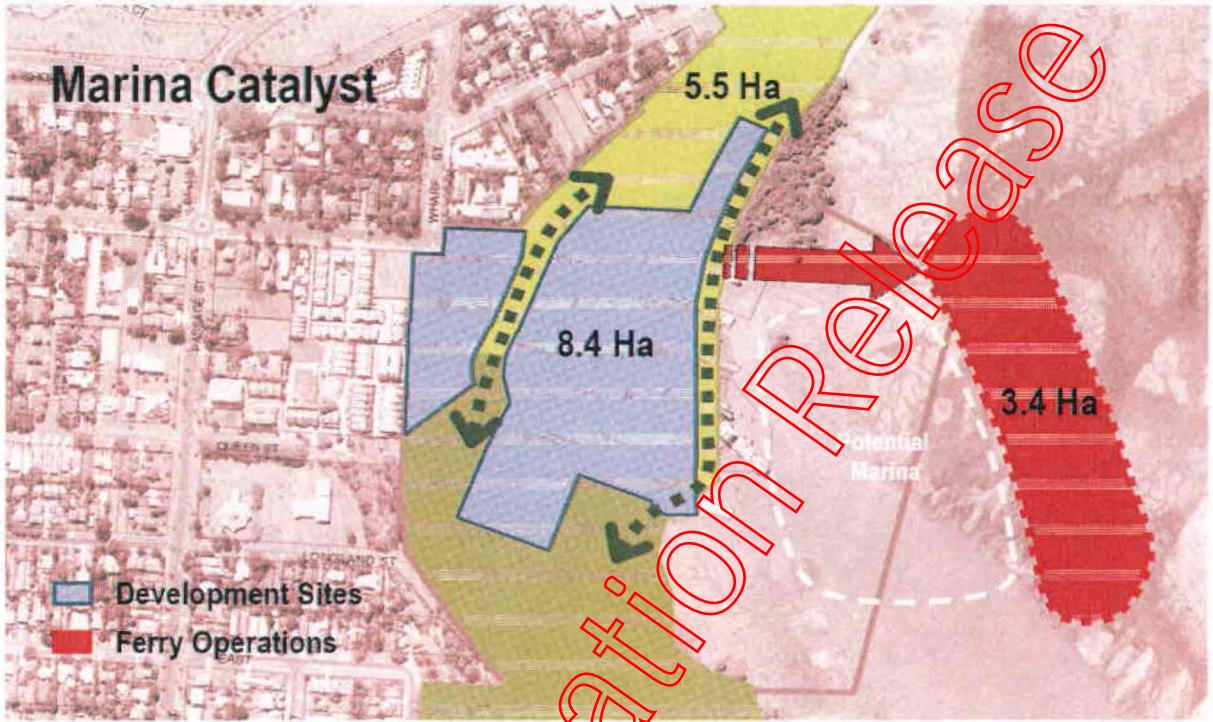
Would deliver 70,000m<sup>2</sup> GFA (75% efficiency of developable area @ 2.25 plot ratio)



Would deliver 86,000m<sup>2</sup> GFA (75% efficiency of developable area @ 2.25 plot ratio)



Would deliver 86,000m<sup>2</sup> GFA (75% efficiency of developable area @ 2.25 plot ratio)



Would deliver 142,000m<sup>2</sup> GFA (75% efficiency of developable area @ 2.25 plot ratio)

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**POTENTIAL SITE OUTCOMES**

- Conservation
- Regional recreation
- Vital urban precinct
- Marina
- Marine industry

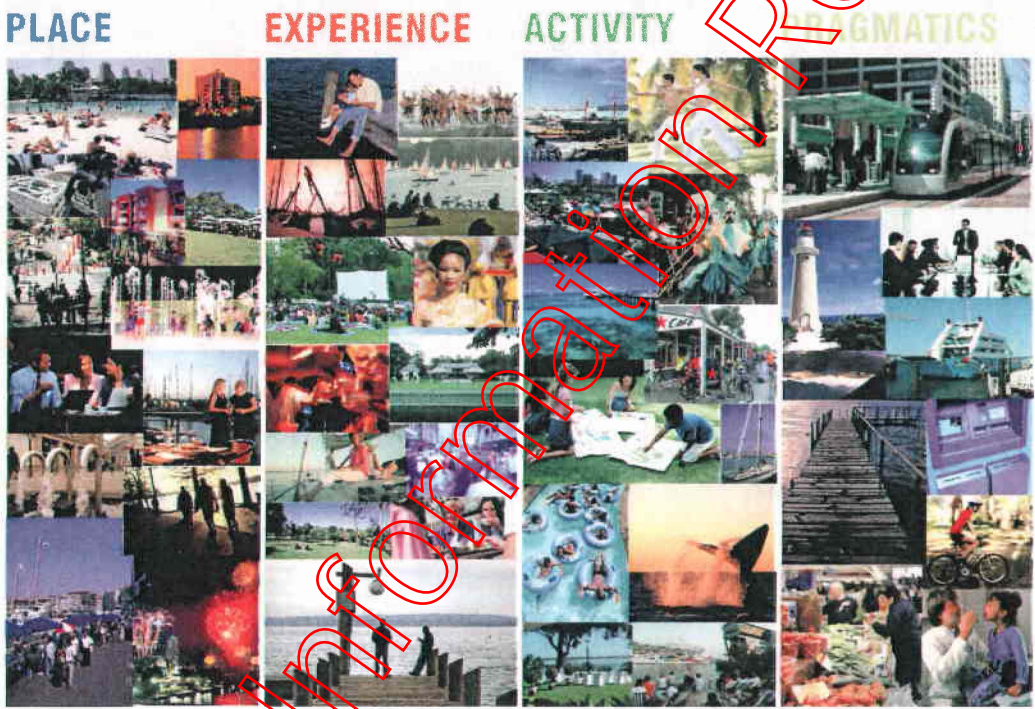
Outcome	Compatibility	Option Exploration
Conservation	<input checked="" type="checkbox"/>	<b>Option 1.</b> Localised Improvement  <b>Option 2.</b> Integrated Development  <b>Option 3.</b> Regional Destination
Regional Recreation	<input checked="" type="checkbox"/>	
Urban Precinct	<input checked="" type="checkbox"/>	
Marina	<input checked="" type="checkbox"/>	
Marine Industry	<input checked="" type="checkbox"/>	<p><i>Inconsistent with conservation, recreation + urban outcomes. Proposed options do not explore marine industry uses.</i></p>

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**KEY OPPORTUNITIES**

Toondah Harbour is a rare site. It presents a regionally significant opportunity for Redland Shire and South East Queensland. A number of key characteristics underpin the opportunities for the site.

- Toondah is existing transit hub and 'Gateway to the Bay'
- There is potential for improvement of existing facilities and for regeneration to deliver transit orientated development
- The Harbour is located at the end of Cleveland's Main Street
- The site is a large landholding by the bay
- There are few land holding interests
- Toondah Harbour is a significant infill/brownfield development opportunity



**VALUE PROPOSITION**

**'The Harbour'**  
Capitalising on the unique nature of the harbour and ferry terminal - anchor tenant.

**The Bay Partnership**  
A combined vision and stewardship with economic potential for strategic partnership.

**Totally Sustainable**  
Economic, social and environment outcomes within a subtropical setting.

**Fine Grained**  
Density of an urban precinct - a local focus for locals and tourists alike.

**Bay Edge**  
A catalyst for the celebration of the Moreton Bay.

**Inviting**  
Easy to get to, move around and enjoy.



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# OPPORTUNITY FRAMEWORK TOONDAH HARBOUR 2020

## KEY SUCCESS FACTORS

A number of key success factors were identified for the development of Toondah Harbour. These were identified through a detailed analysis of site attributes, context and development potential in conjunction with a national exemplar analysis. The success factors are geared toward unlocking the latent opportunities associated with the site, as outlined below.

**Integrated ownership** – An alternative ownership arrangement is a key catalyst for unlocking the potential of Toondah Harbour. Achieving consensus between land owners and establishing a shared ownership structure will enable a co-ordinated approach to the development of the site and optimise the scope for community benefit and financial return while preventing piecemeal development.

**Maintain and improve ferry operations** – The uninterrupted operation of the site as a water based transport hub is critical to the ongoing viability of Toondah Harbour as the Gateway to the Bay. Development options should maintain and improve operations during site works and in the long term.

**Consolidated ferry operations** – The consolidation of ferry and water taxi operations will enhance operational effectiveness and enable the release of a significant area of land and the delivery of a high quality, convenient facility. Joint management structures could also enable a shared approach to dredging and maintaining Fison Channel.

**Integrated transport** – Development options should seek to integrate water and land based transport activities seamlessly to promote accessibility to the bay islands, and to and from the Toondah Harbour precinct, Cleveland Town Centre and Cleveland Railway Station and other local and regional destinations.

**Retain and enhance open space areas** – The existing area of open space is a significant local amenity and should be enhanced within the existing area or an expanded and reconfigured area. Opportunities should be explored to optimise the public benefit of this area, including improved accessibility, new facilities and the potential reconfiguration to provide bay side and inland links to the conservation area and bicycle paths to the south of Toondah harbour.

**Marina** – A marina provides an iconic bay side use and also contributes to addressing the recognised shortage of marina berths in South East Queensland. Importantly, a marina would enable further sharing of costs associated with the maintenance and dredging of Fison Channel. Investigations are recommended to determine the feasibility of delivering a marina in relation to the potential environmental effects and the introduction of additional private leisure craft into the channel.

**Reclaimed land** – The reclamation of land can facilitate the delivery of additional area for open space and land for marine activities. Opportunities should be explored including the potential for the use of dredge spoil in the reclamation of land. A significant opportunity exists to relocate car parking and ferry operations to reclaimed land to release land within the site that currently accommodates these facilities.

**Public focus on the bay** – A regionally significant destination or recreation node will 'celebrate' the connection with the bay. The exemplar analysis highlights the success of accessible waterside urban precincts and the community benefit of significant recreation facilities such as the 'beach' at Southbank, Cairns, Airlie Beach or Townsville.

**Vibrant urban precinct and place to live** – A mix of land uses is needed to promote a variety of activities at different times of the day and night. Toondah can provide a "new offer" in Redland Shire Council that will add to and not detract from the existing retail and commercial centres. Toondah also provides the potential for the delivery of residential uses to help achieve in-fill residential development targets set in the South East Queensland Regional Plan.

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### CONCEPT 1 – Localised Improvement

This option seeks to explore development potential within the existing site opportunities and constraints and the current town planning framework. It preserves the existing ownership and tenure interests and does not propose comprehensive redevelopment. This option may not capitalise upon the potential for an integrated development concept for the site. Existing interests are likely to limit the ability to release parcels for redevelopment while continuing existing operations.

#### Environment

- Mangrove areas to be retained for conservation.
- Existing open space areas and vegetation retained.
- Potential for improvements in open space to the north.
- Minimal dredging to support ongoing barge + water taxi operations.
- Centre for Marine Education – partnership with UQ / CSIRO / Dept. of Environment & Marine Parks.

#### Urban

- Existing access arrangements continued (congestion at peak times).
- CSIRO sites unlock development opportunities (per existing planning policy).
- Development along Middle Street to create local main street by the bay.
- Improve individual passenger / travel facilities and services.
- Operators continue to lease their own specific wet & dry lease areas.
- Foreshore remains fragmented & dominated by barge + water taxi facilities.
- On site storage of dredging spoil limits area for potential development.
- Carparking retained at grade serving individual operators thereby occupying potential development sites.

#### Recreation

- Improved bicycle & pedestrian access.
- Potential to improve facilities in existing open space.
- Potential for Key Interpretative Centre.
- Retention of existing open space configuration limits potential for extension of waterfront recreation & the creation of north / south open space linkages.
- Recreational boat ramp relocated to William Street.

#### Concept directions

Alternative responses to site issues will underpin the configuration of the development concept. This option proposes the responses highlighted in yellow.

CONCEPT ONE	AS EXISTING	ALTERNATIVE OUTCOMES		
Dredging soil	On-site retention	Off-site disposal		
Channels	One	Two		
Dredging management	Existing	Joint Expense		
Existing parkland	As is	Reconfigured	Expanded	Contracted
Ferry terminal	As is	Improved	Separated	Joint
Car parking	At grade	Basement	On Marina Croin	
Marina	No	Yes		
Associated ferry terminal	On-land	On Marina Croin		
Cleveland Beach Cove	No	Yes		
Conservation area	As is	Expand	Contract	Reconfigure
Recreational boat ramp	On site	Relocated		
CSIRO	On site	Relocated		
Ownership/ lease hold	As is	Reconfigure	Joint	Joint (+ volumetric)
Access (vehicle)	Per existing	Per existing – reconfig.	Additional links	
Coastline	As is	Expand with fill		
Barge parking	Toondah	Stradbroke	Elsewhere	

# OPPORTUNITY FRAMEWORK TOONDAH HARBOUR 2020

## CONCEPT 2 – Integrated Development (Transport Hub and Bayside Activity Node)

This option explores opportunities for the site through challenging some of the existing site attributes and ownership patterns. It envisages more intensive development than the existing planning framework allows and seeks to establish Toondah Harbour as a bayside activity node and transit hub. This option will celebrate Redlands and Greater Brisbane’s connection to the bay with the new waterside plaza and the creation of a beach for swimming ‘by the bay’.

### Environment

- Conservation area retained.
- Define streets & on-site entrance with dense planting.
- Improve northern foreshore (park frontage).
- Increased street planting on-site.
- (Introduction of) on-site water retention.

### Urban

- Carparking is consolidated for all operators to release land for development.
- The existing land area for open space is reconfigured to promote waterfront recreation & links between existing park & conservation areas.
- Waterfront uses to activate foreshore.
- Minor access loop from Cross Street provides increased carparking capacity.
- Relocation of CSIRO unlocks building sites for potential development.
- A new boutique main street by the bay with easy access from Cleveland & the railway station with a dedicated bus route or tram system.
- New development to incorporate residential & lifestyle retail & restaurants.
- Integrated approach to development enables staging of development & uninterrupted continuation of barge & water taxi operations.
- Joint ferry & water taxi facilities for greater efficiency.

### Recreation

- New South Bank-style ‘Bayside Beach’.
- Boardwalk to link Cleveland Point – cycling and pedestrian.
- On-site entertainment venues – e.g. music festivals / movies by the bay.
- Weekend markets – restaurants / cafes.
- Recreational boat ramp relocated to William Street.

### Concept directions

Alternative responses to site issues will underpin the configuration of the development concept. This option proposes the responses highlighted in yellow.

CONCEPT TWO	AS EXISTING	ALTERNATIVE OUTCOMES		
Dredging soil	On-site retention	Off-site disposal		
Channels	One	Two		
Dredging management	Existing	Joint Expense		
Existing parkland	As is	Reconfigured	Expanded	Contracted
Ferry terminal	As is	Improved	Separated	Joint
Car parking	At grade	Basement	On Marina Croin	
Marina	No	Yes		
Associated ferry terminal	On-land	On Marina Croin		
Cleveland Beach Cove	No	Yes		
Conservation area	As is	Expand	Contract	Reconfigure
Recreational boat ramp	On site	Relocated		
CSIRO	On site	Relocated		
Ownership/ lease hold	As is	Reconfigure	Joint	Joint (+ volumetric)
Access (vehicle)	Per existing	Per existing – reconfig.	Additional links	
Coastline	As is	Expand with fill		
Barge parking	Toondah	Stradbroke	Elsewhere	

### CONCEPT 3 – Regional Destination (A Top 5 Destination for Tourists and the residents of Greater Brisbane)

This option explores long term potential vision for Toondah Harbour. It seeks challenges most of the existing site attributes and ownership patterns and envisages a regionally significant development and marina. It proposes Toondah Harbour as 'SEQ's St Kilda' and a major bayside attraction and transit hub. This option celebrates Redland's and Greater Brisbane's connection to the bay and promotes Toondah Harbour as a place everyone knows and goes to.

#### Environment

- Land on foreshore (north) reclaimed for inclusion of marina.
- Expanded parks & conservation area by creation of marina groin for parking.
- Existing mangrove areas retained.
- Creation of north / south open space & conservation links.
- Increased cycling network.

#### Urban

- New plaza & 'Bayside Beach'.
- Main street & ferry terminal stops for light rail/dedicated bus route.
- 200 + berth marina aligned with existing channel to minimise dredging.
- Mixed use development with residential, restaurants, retail & commercial.
- Waterfront activated by new mixed use development with residential, restaurants, retail & commercial uses focused on waterfront promenade.
- New ferry & water taxi terminal on reclaimed marina groin.
- Carparking (650) located on reclaimed marina groin.
- New yacht clubhouse located on reclaimed marina groin.

#### Recreation

- Creation of 'Bayside Beach'.
- Marina to accommodate local, national, international boats.
- Boardwalk / mangrove walk network.
- Promenade activities, e.g. music / movies & bayside restaurants / cafes / entertainment venue.
- Weekend markets Seafood & Wine Festival, boat & bayside fair.
- Recreational boat ramp relocated to William Street.

#### Concept directions

Alternative responses to site issues will underpin the configuration of the development concept. This option proposes the responses highlighted in yellow.

CONCEPT THREE	AS EXISTING	ALTERNATIVE OUTCOMES		
Dredging soil	On-site retention	Off-site disposal		
Channels	One	Two		
Dredging management	Existing	Joint Expense		
Existing parkland	As is	Reconfigured	Expanded	Contracted
Ferry terminal	As is	Improved	Separated	Joint
Car parking	At grade	Basement	On Marina Groin	
Marina	No	Yes		
Associated ferry terminal	On-land	On Marina Groin		
Cleveland Beach Cove	No	Yes		
Conservation area	As is	Expand	Contract	Reconfigure
Recreational boat ramp	On site	Relocated		
CSIRO	On site	Relocated		
Ownership/ lease hold	As is	Reconfigure	Joint	Joint (+ volumetric)
Access (vehicle)	Per existing	Per existing – reconfig.	Additional links	
Coastline	As is	Expand with fill		
Barge parking	Toondah	Stradbroke	Elsewhere	



### Option 1.

## Localised Improvement

- Observes current town planning guidance
- Preserves existing tenure interests
- Existing interests may limit development potential
- Not comprehensive / integrated redevelopment
- 4 – 5 storey development

Would deliver 63,000m<sup>2</sup> GFA

(75% efficiency of developable area (4.2 Ha) @ 2.0 plot ratio)

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## Option 2.

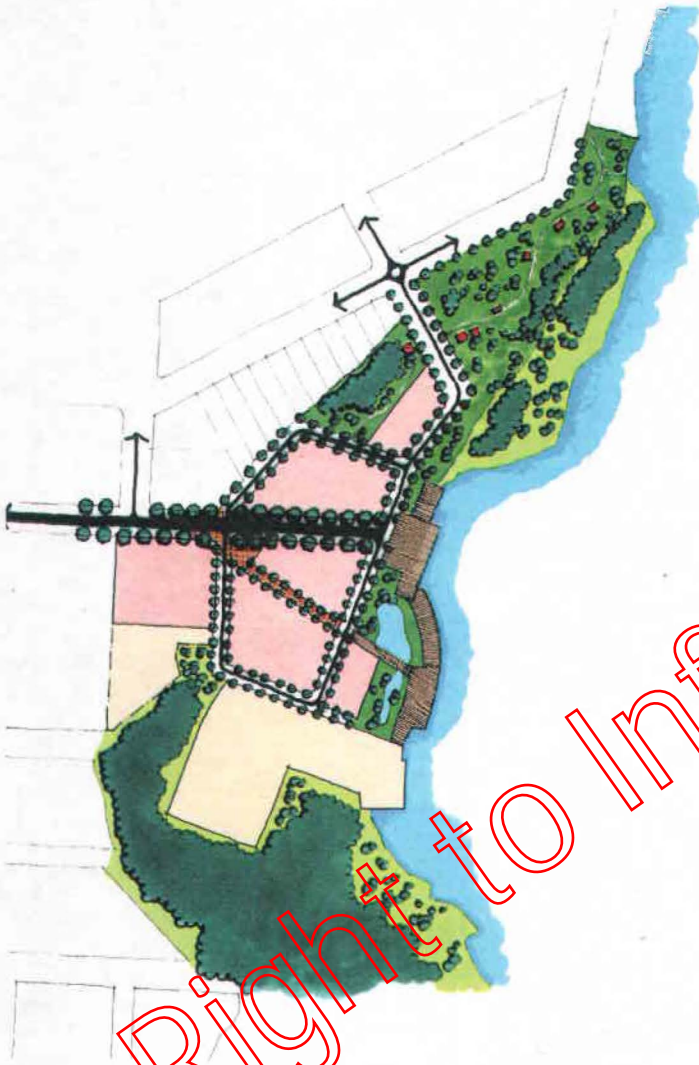
### Integrated development

- Observes current town planning guidance
- Preserves existing tenure interests
- Existing interests may limit development potential
- Not comprehensive / integrated redevelopment
- 4 – 5 storey development

Would deliver 78,000m<sup>2</sup> GFA

(75% efficiency of developable area (5.2 Ha) @ 2.0 plot ratio)

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## Option 2a. Regional Destination

- Long term vision for Toondah Harbour
- Toondah Lagoon
- Land side ferry terminal
- Inland plaza + main street
- Bayside promenade
- 5 – 7 storey development 98,000m<sup>2</sup> GFA  
(75% efficiency of developable area (5.2 Ha) @ 2.5 plot ratio)

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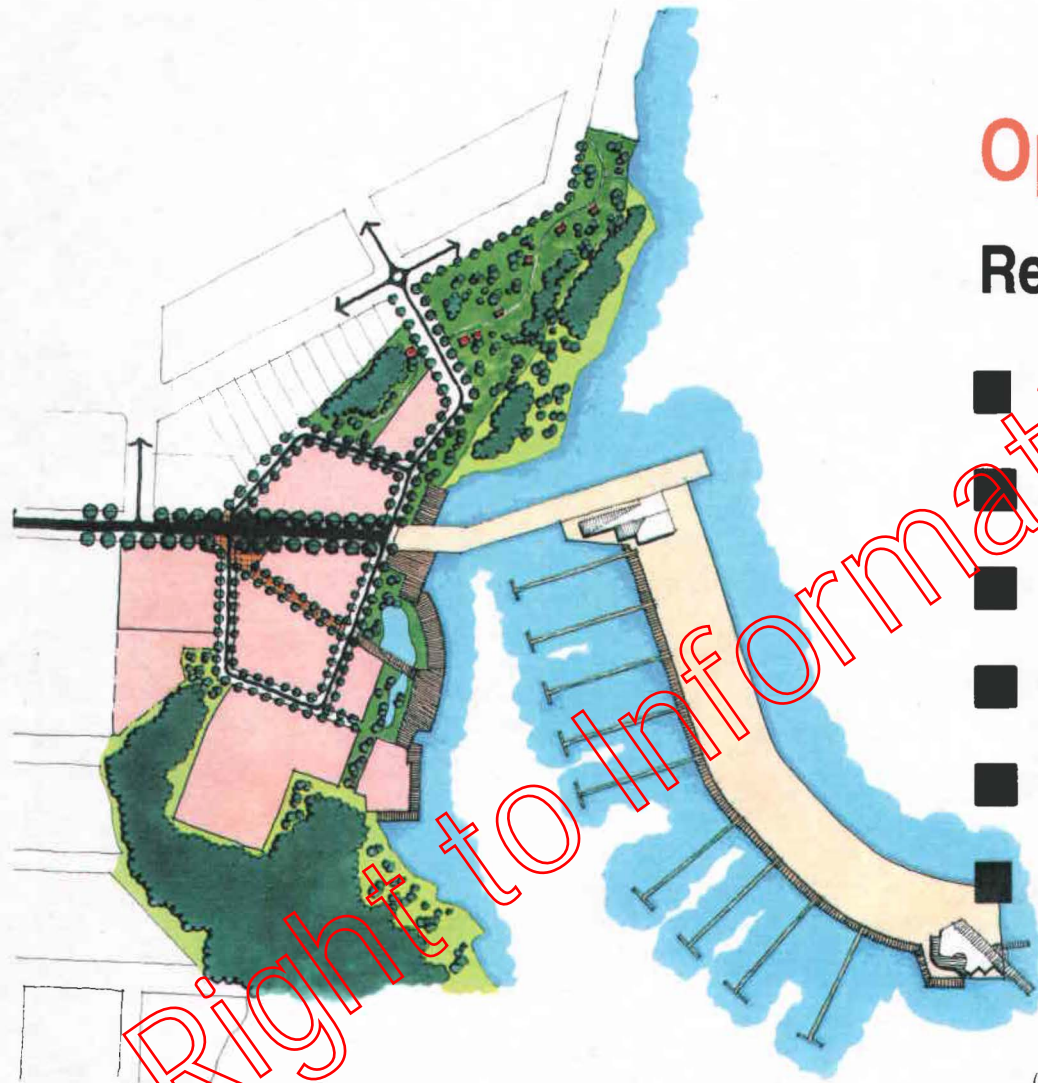
## Option 3.

### Integrated development

- 200 + berth marina and yacht club
- Ferry terminal on marina groin
- Bay side promenade
- Strong inland open space links
- Improvements to park
- 5 – 7 storey development

Would deliver 150,000m<sup>2</sup> GFA

(75% efficiency of developable area (8 Ha) @ 2.5 plot ratio)



## Option 3a. Regional Destination

- 200 + berth marina and yacht club
- Toondah Lagoon
- Ferry terminal on marina groin
- Inland plaza + main street
- Bayside promenade
- 5 – 7 storey development

Would deliver 158,000m<sup>2</sup> GFA

(75% efficiency of developable area (8.4 Ha) @ 2.5 plot ratio)



## Density

The various options are designed to explore increasing levels of scale of development through the use of higher plot ratios and height limits.

The requirement to achieve the infill development targets established by the South East Queensland Regional Plan provides the platform to explore higher densities in specific precincts to ensure better utilisation and efficiencies in the provision of infrastructure, particularly public transport. The infill targets set by the South East Queensland Regional Plan are to be met through the implementation of Local Growth Management Strategies which will be prepared by Council and form part of the town planning scheme.

Precincts such as Toondah Harbour which have adequate scale to capitalise on the benefits which can be achieved through critical mass provide significant opportunities to assist Council in achieving the required infill targets.

Hassell were engaged as sub consultants on this Toondah Harbour Redevelopment Options and Master Planning study to develop the various options for redevelopment having regard to the objectives of the key stakeholders. Whilst the various options suggest possible densities and achievable gross floor areas (GFA's), the following schedule provides an indication of the GFA's achievable by increasing the plot ratio's for the precinct.

### Toondah Harbour

Indicative Yield Estimates (by option)

Plan Element	OPTION (Land Area in Hectares)				
	1	2	2a	3	3a
Park	5	5	5	5.6	5
Road Allocation	1.3	1.5	2.3	2.1	2.3
<b>Area Subtotal</b>	<b>6.3</b>	<b>6.5</b>	<b>7.3</b>	<b>7.7</b>	<b>7.3</b>
Development sites	3	3.7	4.5	6.2	6.6
Ferry Terminal	4.1	3.2	3.2	3.8	4.7
<b>Area Subtotal</b>	<b>7.1</b>	<b>6.9</b>	<b>7.7</b>	<b>10</b>	<b>11.3</b>
<i>Subtotal: Reclaimed Land</i>	<i>0</i>	<i>0</i>	<i>1.6</i>	<i>4.3</i>	<i>5.2</i>
<b>Total Land Area</b>	<b>13.4</b>	<b>13.4</b>	<b>15</b>	<b>17.7</b>	<b>18.6</b>

Development site yield estimate	OPTION (floor area in m <sup>2</sup> )				
	1	2	2a	3	3a
Low scenario (GFA @ 2:1)	60,000	74,000	90,000	124,000	132,000
Mid scenario (GFA @ 2.5:1)	75,000	92,500	112,500	155,000	165,000
High scenario (GFA @ 3:1)	90,000	111,000	135,000	186,000	198,000

The optimal density of development will need to be firmed up in the next phase of the project, having regard to the public consultation. Optimal densities for the precinct can then be incorporated into the Master Plan for Toondah Harbour which will incorporate some of the objectives of the Redland Shire Council Local Growth Management Strategy.

## Section 5 – Evaluation of Options

### Decision Model

#### Methodology

The process of identifying the various master plan/development options for Toondah Harbour has involved input from the major Stakeholders in the precinct in conjunction with Redland Shire Council and Ernst & Young and includes the following steps:

- Various workshops were held with Council, the Project Steering Committee and Ernst & Young. The Stakeholder questionnaire and success criteria were discussed and agreed with Council;
- Stakeholder interviews were conducted to establish the general views of the Stakeholders in relation to the issues and opportunities applicable to the precinct, and possible solutions to some of the problems;
- The Stakeholder interviews were then summarised and formed the basis for establishing possible redevelopment options for the precinct;
- The options were converted to block drawings by Hassell, Urban Designers and Planners. Additionally, the project objectives and success criteria were revised several times and the success criteria weighted by Ernst & Young.

#### Weightings

In projects of this nature a robust decision framework is critical through the preliminary analysis phase to ensure the preferred options and elements best meet the objectives of the Stakeholders. In this case Ernst & Young, through a consultation process with all Stakeholders and in conjunction with the Project Steering Committee, have been through a detailed process of defining the core Stakeholder objectives and identifying the aforementioned success criteria to enable the measurement of the options that appropriately reflect these objectives.

The success criteria were grouped into six overall themes being Economic, Transport, Environmental, Social, Financial and Governance. Within these themes were sub-criteria with explanatory notes to ensure all elements of that particular criterion were understood.

The comparative analysis weighted each of these criteria on importance on a scale out of a total of 100% and scored each option against these criteria (having regard to the sub-criteria) on a scale of 1 to 10. This allowed for the calculation of a weighted score for each sub-criterion for each option and finally a total weighted score for each option.

The weightings adopted each of the six overall themes, based on Stakeholder feedback are as follows:

- Economic – 20%;
- Transport – 25%;
- Environmental – 15%;
- Social – 15%;
- Financial – 20%; and
- Governance – 5%.

Within each criterion, the sub-criteria were weighted, based on the responses received from the Stakeholder consultation and their respective ratings of each of these which reflected the importance of each sub-criterion to the Stakeholder.

Ernst & Young then scored the qualitative and financial criteria and incorporated these results into the overall decision framework to produce a final comparative analysis which is summarised in the following schedule.

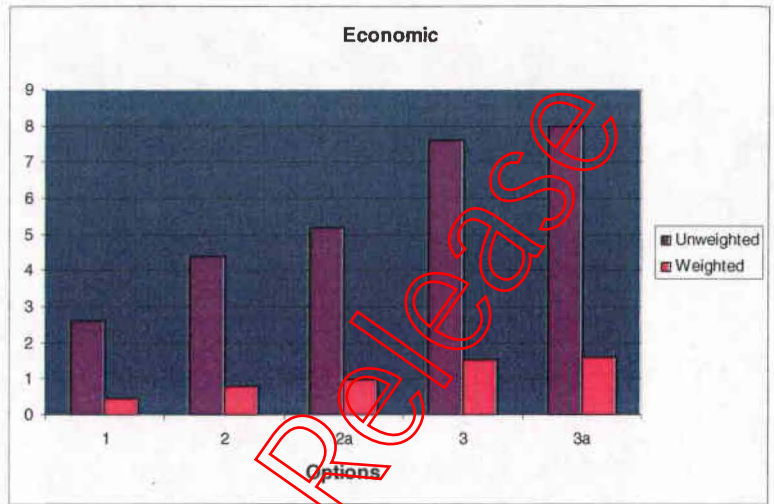
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		Option 1	Option 2	Option 2a	Option 3	Option 3a
<b>Economic</b>	Unweighted	2.6	4.4	5.2	7.6	8
	Weighted	0.46	0.79	0.96	1.52	1.60
<b>Transport</b>	Unweighted	2	4	4.4	7.2	7.4
	Weighted	0.50	0.99	1.09	1.81	1.86
<b>Environmental</b>	Unweighted	2	3.8	4.4	7.2	6.8
	Weighted	0.37	0.63	0.71	1.05	1.02
<b>Social</b>	Unweighted	3.5	4.75	5.25	7.25	7.75
	Weighted	0.53	0.69	0.77	1.08	1.16
<b>Financial</b>	Unweighted	3	6.5	6.5	7.75	7.75
	Weighted	0.59	1.30	1.30	1.52	1.52
<b>Governance</b>	Unweighted	6.5	5.25	5.25	5	5
	Weighted	0.35	0.27	0.27	0.22	0.22
<b>Total</b>	Unweighted	2.62	4.69	5.15	7.4	7.54
	Weighted	0.49	0.88	0.97	1.40	1.43
<b>RANKING</b>		<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>

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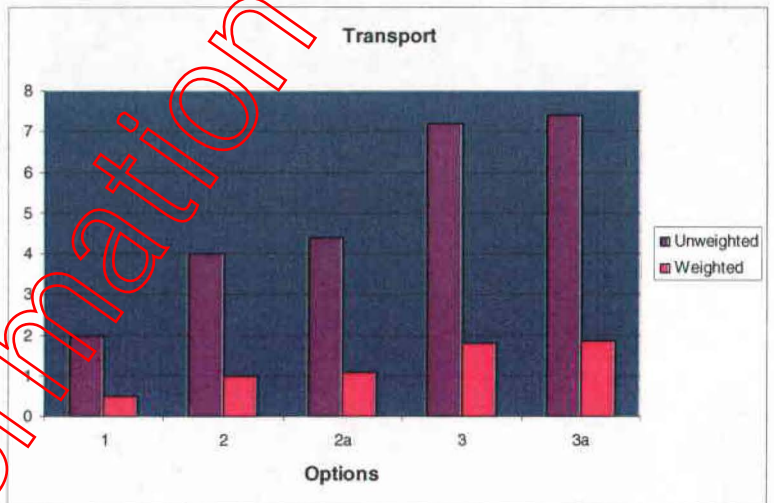
**Economic**

In relation to the projects ability to improve the Redland Shire’s economic position as well as generate adequate levels of support from the community, Option 3a rated highly, marginally higher than Option 3. Clearly, the significant development proposed under Options 3 and 3a would be expected to act as a catalyst for development and investment and changing the dynamic of this precinct to attract spending.



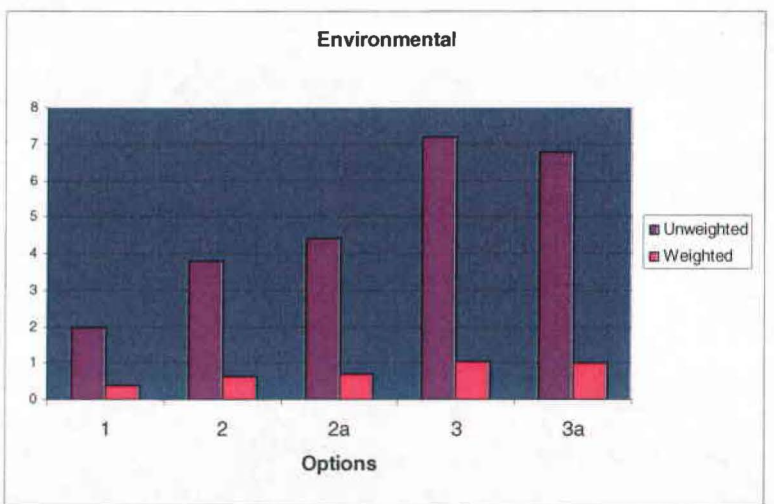
**Transport**

Issues relating to transport performance, accessibility and future infrastructure for the project were ranked highly in Option 3a and Option 3, as opposed to Option 1. Option 1 recommended very little change to the existing road layout whilst Option 3 and 3a provided for a reconfiguration of the road layout, with enhanced linkages to the surrounding area and superior circulation within the precinct. The role of Toondah Harbour as a transport facility was considered by all stakeholders to be extremely important.



**Environment**

Environmental issues associated with linking open spaces and the incorporation of Ecologically Sustainable Design (ESD) into the Toondah Harbour Precinct rated highly in Option 3.



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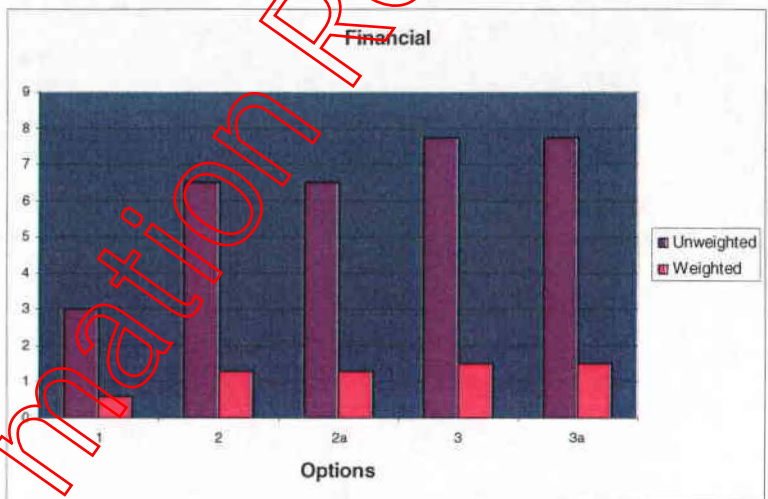
**Social**

A gradual increase in ratings from Option 1 to 3a, 3a being the highest, was recorded in relation to the project’s ability to achieve best practice urban design/built form as well as having the ability to enhance levels of community amenity and accessibility.



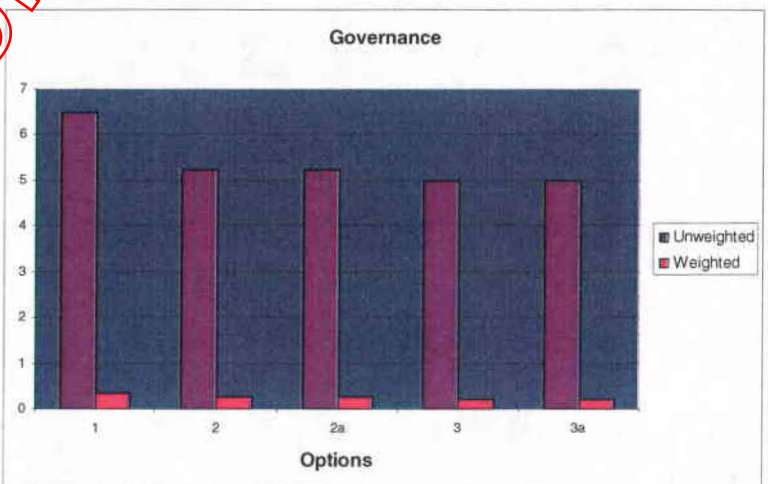
**Financial**

Option 1 was the only option that did not maintain a similar level of rating with Options 2, 2a, 3 and 3a, as its ability to deliver financial upside and/or be self funding were poor, especially in terms of optimising Council assets and enhancing the value of surrounding real estate. Options 3 and 3a rated the highest.



**Governance**

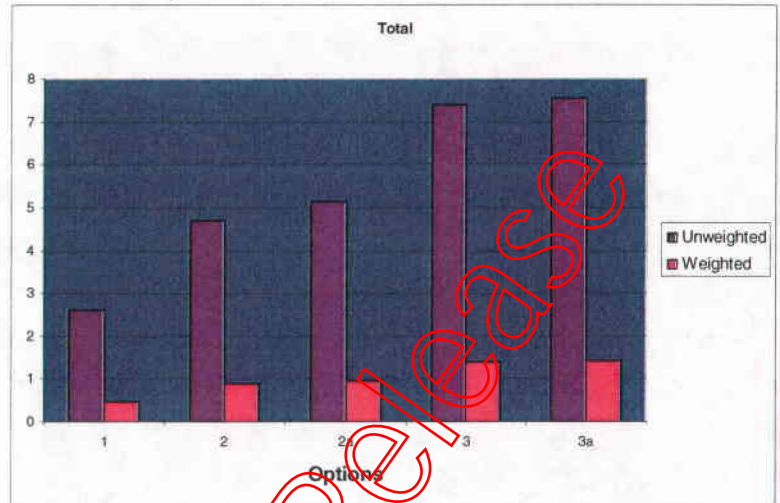
Issues relating to compliance with government requirements, council and State Government policies and the opportunity to establish some form of Toondah Harbour Authority to govern activities in the precinct were relatively similar for all options excluding Option 1 which rated slightly higher than the other Options.



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**Total**

Overall, Option 3 and 3a ranked the highest in both the Unweighted and Weighted results. Option 3a was marginally higher than Option 3.



**Financial Analysis Results**

Given the uncertainty surrounding the costs associated with the various elements of the master plan/redevelopment options, it is impossible to undertake a detailed financial analysis of the various options available at this time.

Costs of initial dredging of the basin and the channel to address operational issues and an estimate of on-going costs for periodic maintenance dredging would need to be estimated by a suitably qualified expert and would possibly require a geological study of the sea bed to establish the type of materials to be dredged. Disposal of dredge spoil material is also an issue and the various options for disposal would need to be costed having regard to distance and the cost to transport the material, environmental issues and actual dumping costs on a cubic metre basis.

Costs associated with the development of new barge and passenger ferry facilities would require a detailed needs analysis based on consultation with the operators.

Having regard to the limitations of the unknown costs, the exercise we have undertaken is to look at the options on the basis of the extent to which they facilitate a transfer of the applicable costs (and risks) from Council and the State Government to the private sector, and the extent to which they are self funding in terms of delivering funds for initial infrastructure establishment and/or generate funds on a recurrent basis which can be utilised for on going maintenance. The option's ability to generate revenue directly for Council (by way of an increased rating base) has also been taken into consideration.

Clearly, it could be argued that initial infrastructure establishment costs (particularly basin and channel dredging) and maintenance costs are not costs which are the responsibility of Council, the State Government or the Port of Brisbane Corporation. All the barge and passenger transport operations based at Toondah Harbour are private commercial operations and operate to generate a profit. However, in the absence of an agreed platform to recover funds from the operators and obligations to contribute stipulated in their respective leases, the initial establishment costs and ongoing maintenance dredging will be difficult to recover. The operational issues and the poor appearance of Toondah Harbour will continue to be an issue and as is often the case, Council and the State Government (Department of Transport) will be criticised for not addressing the issues at hand.

In considering the problems associated with funding the initial infrastructure establishment costs (particularly basin and channel dredging) and ongoing annual maintenance dredging, we have derived the following options.

## Funding Options

The key criteria from a Redland Shire Council and Queensland Government perspective is an outcome which results in the following:

- More efficient marine transport infrastructure;
- Improved public access to the Moreton Bay foreshore;
- Nil cost to Council or the State;
- On-going income generation to fund maintenance dredging of the basin and channel.

Various delivery options exist which could be implemented at Toondah Harbour for generating funding for the project. Initial funding for significant up-front dredging and channel straightening/widening will be required, as will a source of recurrent income to pay for annual maintenance dredging of both the basin and channel.

These are discussed in some detail as follows:

### User Pays – Passenger Levies

Generally considered to be a reasonably fair and equitable method of sharing the on-going maintenance costs associated with regular dredging of the basin and channel amongst those who benefit directly from this infrastructure.

Our Stakeholder consultation indicates the following estimate of passenger and vehicle movements on an annual basis:

Passengers	450,000
Cars	67,500
Trucks	7,500

We understand that a levy on tickets can only be approved by Queensland Transport and would require a detailed business case to justify the need for the levy as a user pays infrastructure maintenance charge.

We have adopted a notional fee to provide an indicative level of annual income that a system such as this could generate.

User	Estimated Trips	Notional Levy / Trip	Annual Income
Passenger	450,000	\$1.00	\$450,000
Car	67,500	\$5.00	\$337,500
Truck	7,500	\$10.00	\$ 75,000
<b>Total</b>			<b>\$862,500</b>



Clearly, annual income at this level would go a long way to meeting the annual maintenance requirements for dredging.

### Developer Pays – Infrastructure Levies

Land owners and developers may see this approach as somewhat unfair as the developers and the end buyers of developed product in the precinct would not necessarily be the main users of the infrastructure. A master plan over the precinct does, however, have the potential to add significant value, particularly where the development potential of land in the precinct is significantly increased. Infrastructure levies could be structured on the basis that development in accordance with the existing town plan (at a plot ratio of up to 2.0:1) does not attract an infrastructure levy.

Where the master plan results in plot ratios of more than this amount, an infrastructure levy set at an amount equal to one third of the value of the additional GFA (on a per square metre basis) would be payable to Council. Under this scenario, land owners would benefit by two thirds of the value of the additional GFA.

For example, a 10,000 square metre site with a plot ratio of 2.0:1 would have a developable GFA of 20,000 square metres. Assuming a hypothetical market value of \$200 per square metre of GFA, the site would be worth \$4,000,000. Increasing the plot ratio to 3.0:1 would potentially increase the value of the site to \$6,000,000. If an infrastructure levy of (for example) 20% of the value of the additional plot ratio was imposed, a developer/buyer of the site would pay Council an additional \$400,000 in infrastructure levies and would pay the owner \$5,600,000 for the land.

Clearly, under this scenario, the uplift in value resulting from the increased plot ratio emanating from the master planned approach to the precinct is shared between the owner of the land and Council. Under this approach, it is important that the funds from the specific infrastructure charge are held in trust and invested only in Toondah Harbour.

This approach will deliver funds initially, but will not generate recurrent income for future maintenance.

### Car Parking Levy

Car parking obviously takes up a significant amount of site area in the precinct and requires capital investment to construct and maintain. Currently, parking is free in the area. Parking charges could contribute to the capital cost and maintenance cost of the car parking areas and possibly provide a return on the value of the land allocated to this use. Whilst it is considered unlikely that car parking could generate adequate returns to support the cost of a multi level commercial car park, it could generate enough income to provide a modest return on the investment in this infrastructure. Our Stakeholder surveys suggested that users may be prepared to pay for car parking if it was secure (i.e. fenced and monitored with security cameras).

This approach has the potential to generate recurrent funds, adequate to show a modest return on the asset value of the car parking.

The overall return will obviously depend on the value attributed to the land utilised for car parking.

A hypothetical exercise assuming that Toondah Harbour currently provides approximately 700 car parking spaces, adopting an average annual utilisation of 35% and a car parking charge of \$5.00 per day or part day indicates that approximately \$447,125 per annum could potentially be generated from car parking.

As mentioned above, the overall return will depend on the value attributed to the land utilised for this use. A gross area requirement of 30 square metres per bay results in a total land requirement (rounded) of about 20,000 square metres. A Plot ratio of 2.0 and a market value per square metre of developable GFA of \$100 (50% of the highest and best use value of the site as a mixed use development site) equates to a site value of \$4,000,000. Assuming capital costs of \$2,000,000 (bitumen, fencing and security), the overall gross return equates to 7.4%.

The option also exists for Council to lease the site to a commercial car park operator and transfer all risk and on-going costs to the operator.

### Principal Body Corporate

The use of a Principal Body Corporate (PBC) has been suggested as a method of generating recurrent income by way of a levy on all unit owners in the precinct. PBC's are used from time to time in concentrated areas such as Toondah Harbour where an additional PBC levy is charged to subsidiary bodies corporate to cover the maintenance/upkeep costs of specific infrastructure which is for the use of and benefits all members of the subsidiary body corporate schemes under the PBC.

We question the equitability of such an arrangement for Toondah Harbour, however, on the basis that the basin and channel and associated marine transport infrastructure benefits the broader community, particularly the residents of North Stradbroke Island. It would be difficult to demonstrate any direct benefit to unit owners in the Toondah Harbour precinct and therefore would be difficult to impose a PBC levy.

### Marina Incorporated Into Development

Option 3 proposes that a marina is incorporated into the precinct (and suggests a 200 berth marina as a size capable of providing the adequate critical mass to support ancillary facilities).

The development of a marina at Toondah Harbour has the potential to create a defined harbour with revetment walls and a widened and straightened channel, as well as defined facilities for passenger transport ferries and vehicle barges. The initial costs of the barge and ferry infrastructure and the widening and straightening of the channel would be incurred by the marina developer as an initial development cost. The value of marina berths has increased significantly in recent years. Berths are generally sold as a 20 year leasehold interest and as such, the opportunity exists to generate a significant capital injection on the re-sale of the interest in berths every 20 years. Whilst a component of this capital is required to replace marina berth infrastructure such as pontoons etc, repairs to revetment walls, major dredging and other major infrastructure upgrades would also be envisaged at this time.

Other than the potential financial benefits of the marina option (subject to proving up) the positives and negatives of the marina include the following:

#### Positives

- Opportunity to use dredged material (from initial dredging of channel and basin) to reclaim land for water based activities / operations.
- Opportunity to relocate water based activities / operations onto reclaimed land (including car parking).
- Frees up existing sites for development as many are currently underutilised on parking.
- Creates activity of Toondah Harbour.

- Change focus from “industrial” to point of departure.
- Replaces mud flats with visually attractive marina / boats, deep water etc.
- Adds 200 more “Contributors” to maintenance dredging.
- Increases the need for on-going maintenance dredging of the basin and Fison Channel.
- If positioned properly, could effectively “anchor” the view corridor down a straightened Middle Street.
- Bring additional activities such as chandlery, boat broker etc. to Toondah Harbour.
- On the basis that Marina berth are generally sold in the form of a 20 year leasehold interest, provides for major dredging and upgrade inclusive of the basin and channel every 20 years.
- Requires revetment walls etc. to be constructed to really “define” Toondah Harbour and to (hopefully) minimise setting up.

#### Negatives

- Environmental issues associated with dredging and reclamation.
- Issues associated with recreational craft and commercial vessels sharing the channel.
- Increased traffic in the area.

#### Maintenance Levy on Marina Berths

It is typical for marina operators to charge an annual maintenance levy to each berth in the marina as a means of covering the on-going costs associated with dredging and, where applicable, the disposal of dredge spoil material. Our research indicates that maintenance costs generally range in the order of \$1,000 to \$2,000 per berth per annum.

Adopting a rate of \$1,500 per annum on average and assuming a 200 berth marina complex, the opportunity exists to generate income of \$300,000 per annum, most of which could potentially be allocated to a dredging fund.

This approach generates a recurrent income stream for on going maintenance dredging.

#### Results of Financial Analysis

As detailed above, detailed financial modelling is limited at this stage due to the requirement for further studies to be undertaken by suitably qualified experts, particularly with regard to infrastructure costs associated with initial dredging (and possibly the construction of revetment walls) to create a harbour and channel dredging and straightening.

A feasibility study can only be meaningfully undertaken once a reasonable degree of information is known about a proposed project such as the scale of development, mix between the various components, rents, selling prices, construction costs, fees, charges and contributions etc. Selling prices and demand for residential units and retail space may vary significantly depending on whether a marina and/or lagoon is incorporated into the precinct. It is too early in the process to undertake a meaningful feasibility at this stage.

Furthermore, a feasibility study is generally undertaken to ascertain the value of the underlying land. Generally, ascertaining the underlying land value is an exercise of specific importance to land owners within the precinct and therefore those with a vested interest in understanding the redevelopment option which results in the maximum underlying land value.

Our financial modelling has effectively been undertaken on the basis of the opportunity of each option to:

1. Generate revenue and therefore effectively become “self funding”; and
2. Transfer responsibilities (and therefore costs and risks) to the private sector.

The following table is a summary of the costs, responsibilities, benefit and beneficiaries identified in our preliminary financial analysis on funding options and risk transfer for the various “big picture” elements of the proposed redevelopment.

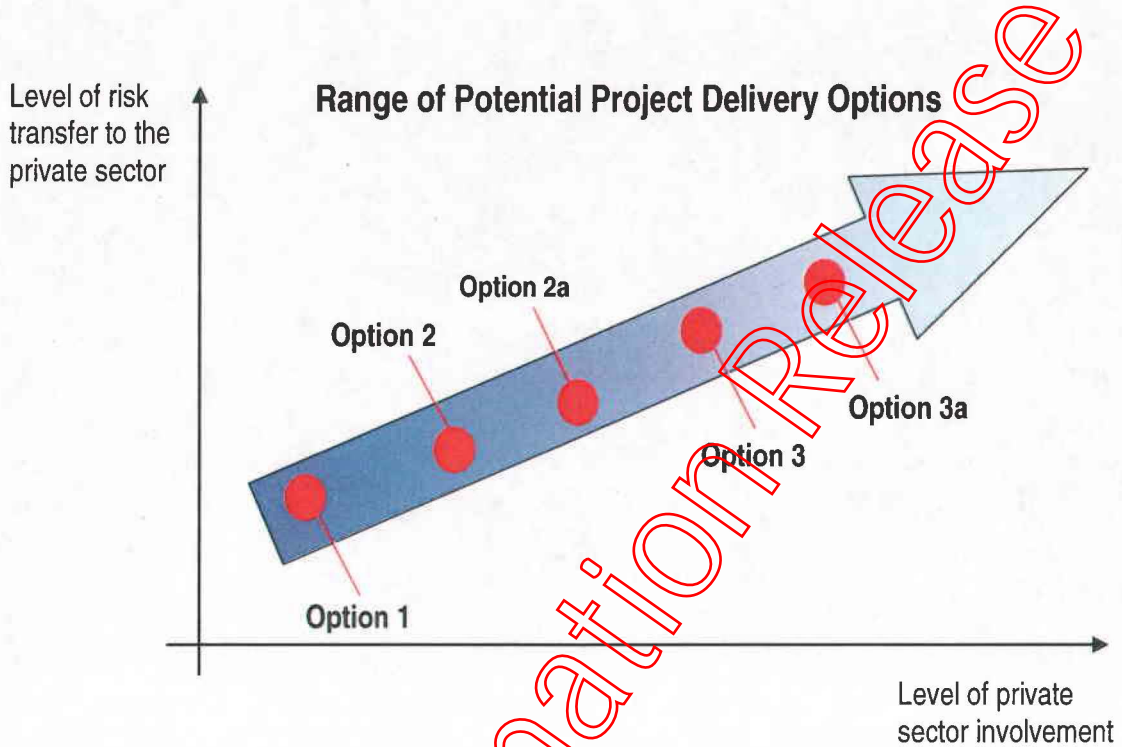
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	Cost	Responsibility	Revenue/Benefit	Beneficiaries
Option 1	▪ Initial dredging	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased land value	▪ Freehold Owners ▪ Redland Council ▪ Community
	▪ Ongoing dredging & channel maintenance	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased rates income ▪ Secure car parking	▪ Redland Council ▪ Redland Council ▪ Ferry users
	▪ Secure car park set up	▪ Redland Council	▪ User pays dredging & maintenance levy ▪ Land rent	▪ Council/PoBC/Dept of Transport <sup>3</sup> ▪ Ferry operator ▪ QLD Government
Option 2	▪ Initial dredging	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased land value	▪ Freehold Owners ▪ Redland Council ▪ Community
	▪ Ongoing dredging & channel maintenance	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased rates income ▪ Secure car parking	▪ Redland Council ▪ Redland Council ▪ Ferry users
	▪ Secure car park set up	▪ Redland Council	▪ User pays dredging & maintenance levy	▪ Council/PoBC/Dept of Transport <sup>3</sup> ▪ Ferry operator
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ Access to foreshore	▪ Community
	▪ New ferry terminal <sup>1</sup>	▪ Developer		
Option 2a	▪ Initial dredging	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased land value	▪ Freehold Owners ▪ Redland Council ▪ Community
	▪ Ongoing dredging & channel maintenance	▪ Redland Council ▪ Port of Brisbane Corporation ▪ Department of Transport	▪ Increased rates income ▪ Secure car parking	▪ Redland Council ▪ Redland Council ▪ Ferry users
	▪ Secure car park set up	▪ Redland Council	▪ User pays dredging & maintenance levy	▪ Council/PoBC/Dept of Transport <sup>3</sup> ▪ Ferry operator
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ Access to foreshore & lagoon	▪ Community
	▪ New ferry terminal <sup>1</sup>	▪ Developer		
Option 3	▪ Initial dredging	▪ Developer	▪ Increased land value	▪ Freehold Owners ▪ Redland Council ▪ Community
	▪ Ongoing dredging & channel maintenance	▪ Developer	▪ Increased rates income	▪ Redland Council
	▪ Marina development	▪ Developer	▪ Secure car parking	▪ Redland Council ▪ Ferry users
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ User pays dredging & maintenance levy	▪ Council/PoBC/Dept of Transport <sup>3</sup> ▪ Ferry operator
	▪ New ferry terminal <sup>1</sup>	▪ Developer	▪ Access to foreshore & lagoon	▪ Community
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ Levy on owners of marina berths	▪ Marina users ▪ Redland Council
	▪ Ongoing lagoon maintenance <sup>2</sup>	▪ Redland Council		
Option 3a	▪ Initial dredging	▪ Developer	▪ Increased land value	▪ Freehold Owners ▪ Redland Council ▪ Community
	▪ Ongoing dredging & channel maintenance	▪ Developer	▪ Increased rates income	▪ Redland Council
	▪ Marina development	▪ Developer	▪ Secure car parking	▪ Redland Council ▪ Ferry users
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ User pays dredging & maintenance levy	▪ Council/PoBC/Dept of Transport <sup>3</sup> ▪ Ferry operator
	▪ New ferry terminal <sup>1</sup>	▪ Developer	▪ Access to foreshore & lagoon	▪ Community
	▪ Foreshore development <sup>1</sup>	▪ Developer	▪ Levy on owners of marina berths	▪ Marina users ▪ Redland Council
	▪ Ongoing lagoon maintenance <sup>2</sup>	▪ Redland Council	▪ Development Profit	▪ Developer

**Notes**

1. Development cost offset by receipt of land from the Queensland Government in return for developing the foreshore and new ferry terminal.
2. Ongoing maintenance costs borne by Redland Shire Council but offset by levies.
3. Less pressure from ferry operators on Council and Government to maintain channels with ongoing dredging in place.

The responsibility (risk and cost) transfer increases with the level of private sector involvement in the process. This is demonstrated graphically below:



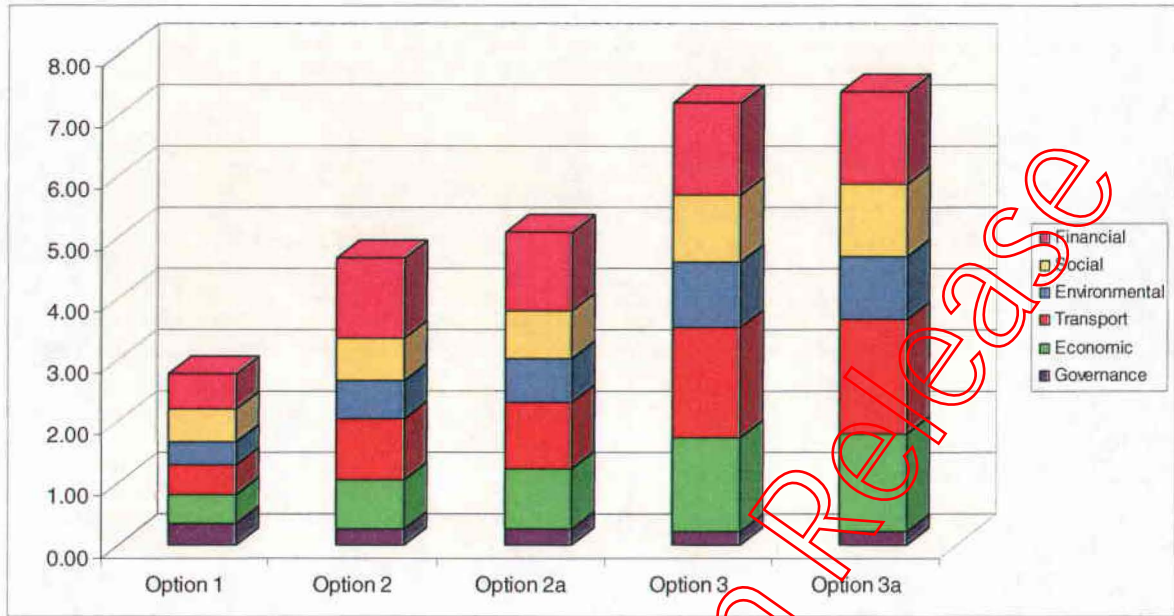
### Combined Qualitative and Financial Results

#### Comments

It should be noted that the weightings were undertaken arbitrarily by Ernst & Young based on the results of the stakeholder consultation process.

#### Results

Therefore the comparison of the weighted scores of the options (including the Financial scores) is represented by the graph below:



### Conclusion

Under the combined scoring comprising both the qualitative analysis and the quantitative analysis, Option 3a scored the highest and as such, is considered to have the potential to achieve the optimal result for the major Stakeholders including the commercial operators, the freehold land owners, Redland Shire Council, the Department of Natural Resources and Water and the broader community.

An indicative layout of the Preferred Option at this stage of the study (Option 3a), as prepared by Hassell, is presented below:



## Section 6 – The Way Forward

### Delivery Options

To achieve the optimal result, it is critical that all Stakeholders with a tangible interest in the project agree to participate to facilitate the outcome.

Without a consolidated approach, the redevelopment of Toondah Harbour will simply not occur.

The hurdles which agreement between the Stakeholders (through a negotiation process) would seek to overcome would include the following:

- Fragmented ownership;
- Range of tenures and interests;
- Differing degrees of investment in operator specific infrastructure and improvements;
- Different required outcomes; and
- Different levels of on-going participation/presence in the precinct.

The precinct was recently included in the South East Queensland Coastal Management Plan as an “Area of State Significance – Social and Economic” as the “Toondah Marine Transport Facilities”. The inclusion of Toondah Harbour as an area of State Significance for Social and Economic purposes recognises the importance of Toondah Harbour as a key element of regional transport infrastructure, and an important link in providing access to North Stradbroke Island for tourism purposes and also in serving the needs of the residents of North Stradbroke Island.

This new status as an “Area of State Significance” may also be of benefit in the following ways:

- It will allow State Government involvement in the redevelopment outcomes by setting the framework for Coordinator General input to drive the process and require the co-operation of the key stakeholders (those with a tangible interest in the precinct). A project such as this requires someone to be the “champion” for the project, who will define specific outcomes, time frames, operational management processes and manage the implementation.
- It may provide an avenue to explore options to seek additional State Government funding to ensure optimal outcomes in the less profitable elements of the provision/upgrade of key infrastructure and amenities.
- It may assist in the approval process from State Government concurrence agencies.



## Report Findings

A number of key findings have been derived from our study, including the following:

- To progress the project, someone will need to take ownership of it and drive it to achieve an outcome in line with the preferred option.
- The precinct was recently included in the South East Queensland Coastal Management Plan as an “Area of State Significance – Social and Economic” as the “Toondah Marine Transport Facilities”. We believe this will assist significantly in achieving an acceptable outcome.
- This new status as an “Area of State Significance” may also be of benefit in providing a platform for State Government Involvement in the redevelopment outcomes by setting the framework for Coordinator-General input to drive the process.
- The key stakeholders (those who have a tangible interest in the process through freehold land ownership and/or a medium to long term leasehold interest) will need to agree to participate in the outcome. Coordinator-General involvement should be able to assist in this process.
- If the preferred option involves a reconfiguration of the precinct, it will be important to ensure that all freehold land owners are left with sites of an equivalent lot size following the reconfiguration.
- Additional expert studies will be required to “prove up” the various options, particularly with respect to the marina option where there is a high degree of uncertainty surrounding the sea bed geology and the requirement for and cost of dredging and revetment wall construction.

## Implementation Strategy

### Detailed Studies

The three main options have been prepared having regard to the requirements of the precinct from an operational perspective, the stakeholder consultation feedback, the opportunity to transfer cost and risk from Council and the State Government to the private sector, the opportunity for enhanced public and community amenity and the opportunity to ensure maximum development potential and therefore underlying land value.

More detailed studies will be required to “prove up” the financial feasibility of the preferred option. Additional studies which will be required include the following:

- A detailed engineering study of the infrastructure requirements to accommodate the existing level of barge and passenger ferry operations currently operating from Toondah Harbour, including basin and channel;
- The marina design shown on the Option Plans is conceptual only. A detailed marina layout plan, having regard to operational requirements, prevailing winds and currents and the nature of associated facilities required would be needed to form the basis of a costing for the construction of an integrated facility;
- Geological study of the seabed characteristics to assess the ease/difficulty of dredging and the suitability of dredge spoil to use to reclaim land as part of the redevelopment;
- Detailed costing of the required dredging and revetment wall construction to create a marina, passenger ferry and barge infrastructure including a basin and channel widening and straightening;
- Environmental Impact study including evaluation of the potential environmental affects; and
- Traffic Study.

### Discussions With Coordinator-General (COG) and Office of Urban Management (OUM)

Discussions with COG and OUM will be critical, particularly with regard to the inclusion of the marina. The addition of the marina has the potential to significantly change the dynamic of the precinct. The inclusion of the marina also has the potential to incorporate a number of the infrastructure elements (from an operational perspective) into the construction (as a requirement in awarding this component of the development to the private sector).

The new status of the precinct as an “Area of State Significance” under the SEQ Regional Coastal Management Plan may be beneficial in facilitating COG and OUM input into the project.

### Agreement with Land Owners and Interest Holders

To achieve a truly integrated development and to provide the opportunity for a single developer to take control of the entire redevelopment of the precinct, it will be critical that, as a minimum, agreement in principal is reached with the various land owners and stakeholders, particularly regarding shared commercial outcomes and return expectations.

This will be a complex exercise, but will be extremely important in achieving a “whole of precinct” outcome.

### Further Layout and Yield Analysis

As the project evolves, further work on fine tuning the layout and firming up the optimal density/development yield will be required.

### Confirm Findings

Based on the findings of the above investigations (and any others which it becomes evident are required), the preferred option will either be confirmed or will need to be revisited.

### Public Consultation

Once the preferred option is established having regard to the detailed technical studies, after gaining in principal agreement to participate by the key stakeholders with a tangible interest in the precinct, and after gaining Coordinator-General commitment to drive the project, an extensive public consultation process will be required.

This process should include, inter alia, the following:

- Press releases;
- Redland Shire area mail outs;
- Community presentations;
- Display office set up with plans and manned by Council staff. This could be set up in a temporary facility at Toondah Harbour or in the Council offices in Cleveland.
- Web site set up and linked with the Council web site.

The public consultation process will provide an avenue for the community to provide feedback on the proposed project and provide a mechanism for Council to gauge the general view of the community towards the project and identify any major areas of concern, politically sensitive issues or particular groups who feel they will be adversely affected by the project.

### Business Case

The next phase of the project is to undertake further investigations and develop a detailed business case for ratification by Council. This phase will incorporate various processes, including:

- Appointment of project “champion” to drive the project;
- More detailed design works, as part of the development of an Output Specification;
- Completion of risk analysis and development of a Risk Allocation Matrix;
- Market sounding;
- Completion of the public interest assessment;
- Compilation of a detailed budget;
- A “value for money” assessment of Project Delivery Options; and
- The definition of a delivery strategy.

This will be incorporated into a final implementation strategy and a detailed programme.

## Documentation

Following on from the public consultation process, the preferred option will be adopted or amended to incorporate any material changes which the steering committee feels are required based on the feedback from the public consultation process.

Planners should then be engaged to prepare a detailed Master Plan document setting the criteria and parameters for development in accordance with the preferred option.

It would be envisaged that this document could then be adopted as a Local Plan or Structure Plan for the precinct and effectively become part of the Redland Shire Council Town Planning Scheme.

It is envisaged that the document would not be prescriptive to a particular layout for the precinct but rather be a planning tool to guide development and set parameters around plot ratios, building heights, setbacks, view corridors, and other elements applicable to the planning scheme such as the appropriate solutions to the various overlays applicable to this precinct.

Ultimately, however, the layout and ultimate mix of uses should remain flexible, and the ultimate developer or developers of the precinct should have the flexibility to create a precinct with a specific character and which the developer/developers believe delivers the optimal built form outcome from a design and commercial perspective, with the mix of uses which provides the optimal amenity and commercial outcomes.

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## Section 7 – Conclusion

### Summary

The preliminary assessment phase of this project has been quite detailed and has represented a very robust process.

Most major stakeholders have been represented during the process and the results have been sufficiently consistent to allow us to determine some key elements of a preferred option.

From an overall perspective, Option 3A scored the highest.

Having regard to the high level nature of the financial analysis we are of the view that Option 3A should be the basis of the development of a physical solution for more detailed elemental analysis in the next phase.

From an implementation point of view we have reviewed a number of delivery options that can be utilised to achieve the physical solution. The degree of participation from Council and/or the State Government will not be able to be clearly developed until the completion of the next phase of the project which requires further studies to be undertaken to “prove up” the preferred option or establish another option as the preferred option due to the findings of the detailed studies in specific areas.

Once the preferred option is “proved up” the degree of participation by Council and the State Government can be clearly defined and a delivery process can be developed. Having regard to our work to date it is likely that there will be a combination of delivery methods adopted with a strong likelihood of achieving significant private sector participation.

### Qualifications

In undertaking this analysis, the focus has been on establishing the opportunities and constraints, undertaking the stakeholder consultation process, setting the success criteria and undertaking the weighting of the success criteria and the scoring of the various options against the weighted success criteria.

This report is for the use only of Redland Shire Council in selecting a preferred physical option for the proposed Toondah Harbour redevelopment options and master planning project and for no other purpose. No responsibility is accepted to any third party who may use or rely on the whole or any part of the contents of this report.

This report should be read in conjunction with Ernst & Young’s Statement of General Assumptions and Limiting Conditions as follows:

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Because the procedures do not constitute either an audit in accordance with Australian Accounting Standards or a review in accordance with Australian Auditing Standards applicable to review engagements, we do not express any assurance on the assumptions. The nature of available information and the methodologies employed can reduce the reliability of estimates presented. No warranty can therefore be provided to the accuracy of estimates contained in the report.

The statements and opinions given in this report are given in good faith and in the belief that such statements and opinions are not false or misleading.

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# Redland Shire Council

## Toondah Harbour – Master Planning and Redevelopment Options Study Supplementary Report *(Draft)*

4 October 2007



**Holland Project Services**  
ABN 27 214 067 685



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**Appendix D – State Agency Feedback Notes, 14 September 2007 Presentation**

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## 1.0 EXECUTIVE SUMMARY

Toondah Harbour is a key transport node in the Cleveland area, and acts as the point of departure and arrival for vehicular ferry and water taxi services between the mainland and North Stradbroke Island.

This report has been prepared based upon a desk top study and very preliminary investigation of offshore reclamation and marina options, and it is intended to be read as a supplementary report to the *“Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007”* by Ernst & Young.

The supplementary work undertaken in support of this report has concluded that Redland Shire Council and the Queensland Government should pursue the master planning of the Toondah Harbour precinct, inclusive of significant capital dredging and reclamation works and a 400 berth marina.

A planning project delivery model has been offered for consideration by the Council and the State Government, and it is now important for agreement to be reached on the way forward for the master planning phase.

It is anticipated that the Toondah Harbour master plan will initiate a number of subsequent projects including the amendment of Council’s planning scheme through a statutory process, the possible redevelopment of existing car park and marine activity support areas owned by the Queensland Government, and possibly the delivery of a new reclaimed area, commercial ferry terminal, bus transit facility and marina. Some of these development projects may be subsequently delivered by the private sector through an Expression of Interest process, but only after project inception and definition through the master planning phase.

## 2.0 INTRODUCTION

In 2006 Redland Shire Council commissioned Ernst & Young to undertake an options analysis and master planning exercise for the Toondah Harbour precinct near Cleveland. Ernst & Young’s final report was delivered in June 2006.

The *“Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007”* by Ernst & Young provided a multi issue review of the Toondah Harbour precinct, and recommended the more detailed master planning of the precinct based upon a new 200+ berth marina, an increase in building heights and densities over the existing land areas to increase GFA from around 63,000m<sup>2</sup> to 158,000m<sup>2</sup>, and improved public access to the harbour foreshore. However, the 5 June 2007 report left a number of key issues unresolved, making it difficult for Council and State Government to agree on a way forward.

In June 2007, Holland Project Services was commissioned by Council to undertake a further desk top study and project review, in conjunction with International Marina Consultants Pty Ltd. This additional study work is intended to supplement and complement the earlier work undertaken by Ernst & Young and has included:

- A desk top review of all available information;
- Further engagement with key stakeholders;
- A preliminary assessment of the viability of a possible marina option;
- A presentation and workshop with the Council; and

- The delivery of this supplementary study report.

### 3.0 BACKGROUND

#### 3.1 Situation



*Toondah Harbour*

Toondah Harbour is located on the southern shores of Moreton Bay, and is relatively close to Cleveland which is identified as a Principal Activity Centre in the SEQ Regional

Plan. The precinct is a recognised boat landing and acts as the point of departure and arrival for vehicular ferry and water taxi services between the mainland and North Stradbroke Island.

The key commercial boat operators are:

- Stradbroke Flyer, which operates a water taxi service to and from North Stradbroke Island;
- Stradbroke Ferries, which mostly services the transportation of heavy vehicles to and from North Stradbroke Island; and
- Sea Stradbroke, which mostly services the transportation of recreational 4 wheel drivers to and from North Stradbroke Island.

Redland Shire Council has also recently endorsed its draft Local Growth Management Strategy (LGMS) identifying Toondah Harbour as a key Transit Oriented Community (TOC) requiring a master plan and consequential amendments to Council's planning scheme. The master planning of Toondah Harbour using Transit Oriented Development (TOD) principles is very much dependent upon the planning and provision of good public bus transport, also linking the commercial boat and ferry services to public transport in Cleveland and through to Brisbane.

The State Government is already committed to the provision of public transport to Cleveland as a Principal Activity Centre under the SEQ Regional Plan and the current Infrastructure Plan and Program, but at this stage has not extended it's planning and delivery of key public transport to Toondah Harbour.

### **3.2 The Ernst & Young Report**

The multi-issue review of Toondah Harbour recently undertaken by Ernst & Young is a high level study and proposes a number of possible potential development scenarios. However, by and large the preferred option is not supported by sufficient investigation to allow decision makers to sign off and endorse the next planning phase of the project.

The Ernst & Young report recommended a development configuration (Option 3a) including a 200 berth marina as per the extract diagram from the report provided on page 6.

The preferred option nominated by Ernst & Young includes:

- A 200+ berth marina and yacht club;
- A public lagoon and boardwalk;
- A new offshore commercial boat terminal;
- Reallocation of existing onshore marine industry facilities land to higher order retail, commercial and residential development;
- Onshore mixed use retail, commercial and residential development as appropriate in a marine precinct;
- Increased building heights from 4 – 5 stories to 5 – 7 stories;
- Increased site densities; and
- Increased site yield from around GFA 63,000m<sup>2</sup> to GFA 158,000m<sup>2</sup>.



(from "Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007", by Ernst & Young)

The marina component included in the preferred Option 3a was purely an urban design concept and was not based upon any detailed consideration of operational requirements of the existing commercial operators, the potential conflict between recreational and commercial boat users, prevailing winds and currents, and future maintenance requirements, nor was it based upon a preliminary cost of the construction of the facility. Therefore, if a marina facility is include in the ultimate development of Toondah Harbour it may well be different in size and layout to the marina represented in Ernst & Young's Option 3a.

#### 4.0 KEY ISSUES

##### 4.1 Overall Control & Council Responsibility

Redland Shire Council does not own any land in the Toondah Harbour precinct nor does it lease any land at the facility apart from the area subleased to Sea Stradbroke. However, road reserves and park reserves and car parks on Trust Land are vested in Council as the local authority, and generally Council owns the constructed infrastructure assets within these reserves and trust lands.

Council's legitimate role in the project is as the local planning authority with legislative responsibility for land use planning and the planning, construction and maintenance of local government infrastructure. Council needs to address the master planning of the Toondah Harbour precinct from a land use planning perspective, but on its own has limited ability to address the operational planning and management of marine activities which are outside of the legitimate role of the local government.

The responsibility for the regulatory management of land tenure and marine activities rests mostly with a myriad of State Government agencies. However, no single State agency appears to have primary control, and it has been extremely difficult to initiate any planning, operational or maintenance project without a central manager of the facility.

Council has initiated and progressed marine maintenance projects such as maintenance dredging of the harbour, but in doing so, Council has probably stepped well outside its legitimate role as the local planning authority and the as the authority with responsibility for the management and maintenance of local government constructed assets.

Council's foray into harbour maintenance dredging might be more closely linked with its lease condition obligations under Term Lease 218901 over Lot 22 on SP153278 and the associated permit to occupy. However, it is understood that all such obligations under this lease are delegated to Sea Stradbroke through a sub-lease agreement.

There have been a number of instances where certain State agencies have sought for Council to expand its financial and marine maintenance project role in the harbour infrastructure, but this pressure upon Council may be inappropriate and may not withstand more detailed scrutiny in terms of probity and fiscal accountability, unless Council accepts full ownership and control of the assets and facilities involved.

## 4.2 Land Tenures

The existing land tenures and layout of the Toondah Harbour precinct are shown in the NRW land tenure diagram on page 8.

Trust land with Redland Shire Council as trustee (green outlined area in the land tenure plan) includes:

- Lot 79 on SL7088 – reserve for Local Government – waterfront facilities purposes;
- Lot 119 on SL9713 – reserve for Local Government – public facilities;
- Lot 20 on SP153278 and Lot 21 on SP125288 – reserve for strategic land management; and
- Part of Lot 66 on SP15554 – Reserve for park and recreation.

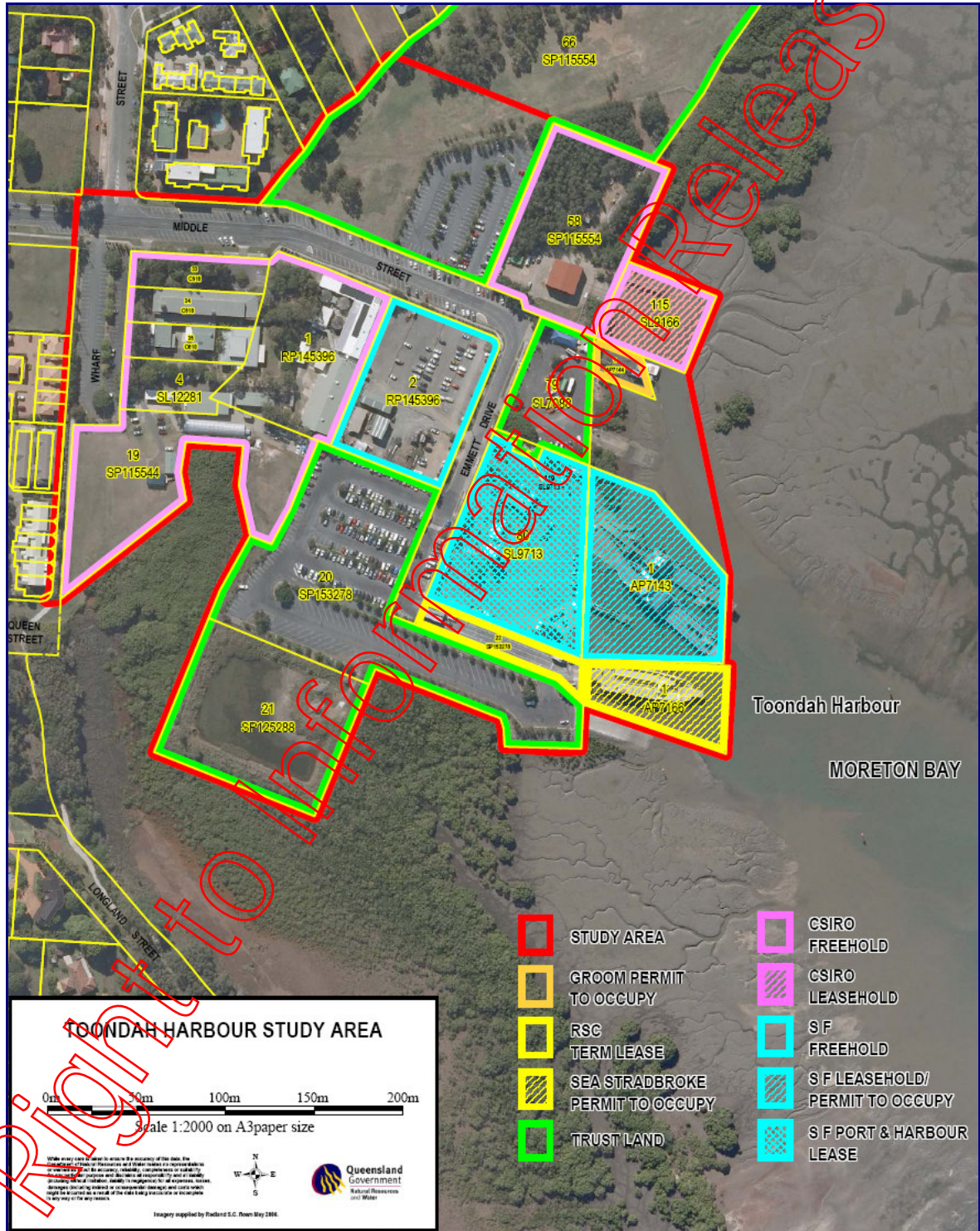
NRW leases include:

- CSIRO on Lot 115 on SL9166 – Term Lease 213337 for marine facility purposes over seabed (must be held in conjunction with CSIRO freehold Lot 58 on SP115554), also used by Marine Parks. This term lease expires 11 November 2019; and
- Redland Shire Council – Lot 22 on SP153278 – Term Lease 218901 for marine facility purposes (Islands Transport/Sea Stradbroke sublease) and a permit to occupy attaches to the term lease. This term lease expires 28 February 2023.

NRW permits to occupy include:

- Redland Shire Council on Lot 1 on AP7166 – Marine facility (used by Islands Transport/Sea Stradbroke in conjunction with Term Lease 218901);
- Stradbroke Ferries on Lot 1 on AP7143 – For marine facility (used in conjunction with Stradbroke Ferries Harbours and Marine lease over Lot 80 on SL9713);

- on Lot 1 on AP7144 (over seabed for marine facilities – Stradbroke Flyer water taxi used in conjunction with adjoining permit to occupy); and
- on Lot 1 on PER200521 (over part of Local Government Reserve for Ferry Terminal lot 79 on SL7088).



#### Port and Harbours Lease:

- Stradbroke Ferries on Lot 80 on SL9713 – lease is valid until about 2013. Stradbroke Ferries has indicated that it will not convert to a Term Lease as requested by NRW as it believes that it has better commercial/business protection with their current tenure. NRW cannot force Stradbroke Ferries to convert to a Term Lease. NRW has informed Stradbroke Ferries that it would not guarantee that Stradbroke Ferries would get exclusive use to the same area if a Term Lease under the Land Act was granted.

#### Freehold land includes:

- CSIRO on Lot 58 on SP115554. (A Term Lease over the seabed attaches to this freehold land, but must be used in conjunction with freehold land. The Term Lease cannot be transferred unless in conjunction with a transfer of the freehold land. CSIRO has been advised that NRW will not separate the lease from the freehold land.);
- CSIRO on Lot 1 on RP145396, Lot 19 on SP115544, Lots 33/34/35 on C618, Lot 4 on SL12281 currently used for a marine research facility; and
- Stradbroke Ferries on Lot 2 on RP145396 – used for car parking and commercial ferry business purposes.

Land tenures in the Toondah Harbour precinct are fragmented and misaligned to the likely future master planned outcomes. The current freehold land areas can be redeveloped in accordance with the current planning scheme expectations and requirements, irrespective of a master plan process. There is currently limited public recreational access to the harbour foreshore, which is dedicated to commercial marine operators.

The CSIRO land will eventually be sold, with or without a master planned outcome. CSIRO has advised that it intends to place its freehold land on the market with the expectation of sale of the properties in 2010. However, rumours have been circulating that Stradbroke Ferries is currently seeking to negotiate the purchase of all or part of CSIRO's freehold land, creating some uncertainty in relation to the stated CSIRO marketing and selling program.

### **4.3 Marine Operational Planning, Maintenance and Control**

Existing marine operations include two vehicular ferry operators one of which is also a passenger ferry, and a third operator providing a passenger only ferry service. Overall management of the marine facilities is unclear and does not appear to rest with any one authority or agency, making project proposals difficult to fund and deliver. The marine facilities are therefore very run down and in many ways marginal in being fit for purpose.

The existing commercial boat operators are expanding their operations to accommodate growth in tourist and recreational 4WD numbers. Sea Stradbroke has advised that a new boat has been purchased to be operational from December 2007. Stradbroke Ferries has also foreshadowed an expansion in its operations as well as a shift in business strategy with Stradbroke Ferries seeking to increase its ability to service the 4WD recreational market.

The existing operators are constrained and hampered by the narrow meandering harbour entrance channel, the size of the turning basin, and the existing length of the foreshore



limiting a full duplication and provision of additional services. The existing harbour facilities are also exposed to the prevailing south easterly winds making operations within the turning basin somewhat difficult.

The harbour accommodates commercial operations and therefore does not automatically receive State funding for dredging, even though Toondah Harbour is the primary embarkation point for travel to North Stradbroke Island from the mainland. The lack of ownership by any one State agency has resulted in incoherent and ad-hoc planning between land use planning, marine facility planning, and infrastructure planning.

#### **4.4 Navigation**

A major issue for Toondah Harbour is that ferry and barge traffic in the Fison Channel is generally limited to one-way traffic, and the channel is meandering and has limited depth at low tides. There have been reports of occasions where barges and ferries have grounded and become temporarily grounded within the defined navigation channel.

The limited size of the turning basin is also a major issue for the operations of the larger commercial vessels, and the turning basin can only accommodate one vehicular ferry manoeuvring at any time. This is a major constraint made worse by the competing commercial interests of the two major commercial operators.

There is also a significant degree of conflict between the operational requirements of the commercial operations with larger vessels and the facilities used by smaller craft such as the public boat ramp and CSIRO marine facilities. There have been reports of near misses, and a number of stakeholders have described the situation as “an accident waiting to happen.”

#### **4.5 Dredging**

Responsibility for future dredging is unclear with a myriad of public and private commercial interests in the Toondah Harbour precinct and in the facilities within the precinct. This is a matter that needs to be resolved to ensure that the harbour facilities can be responsibly planned and operated.

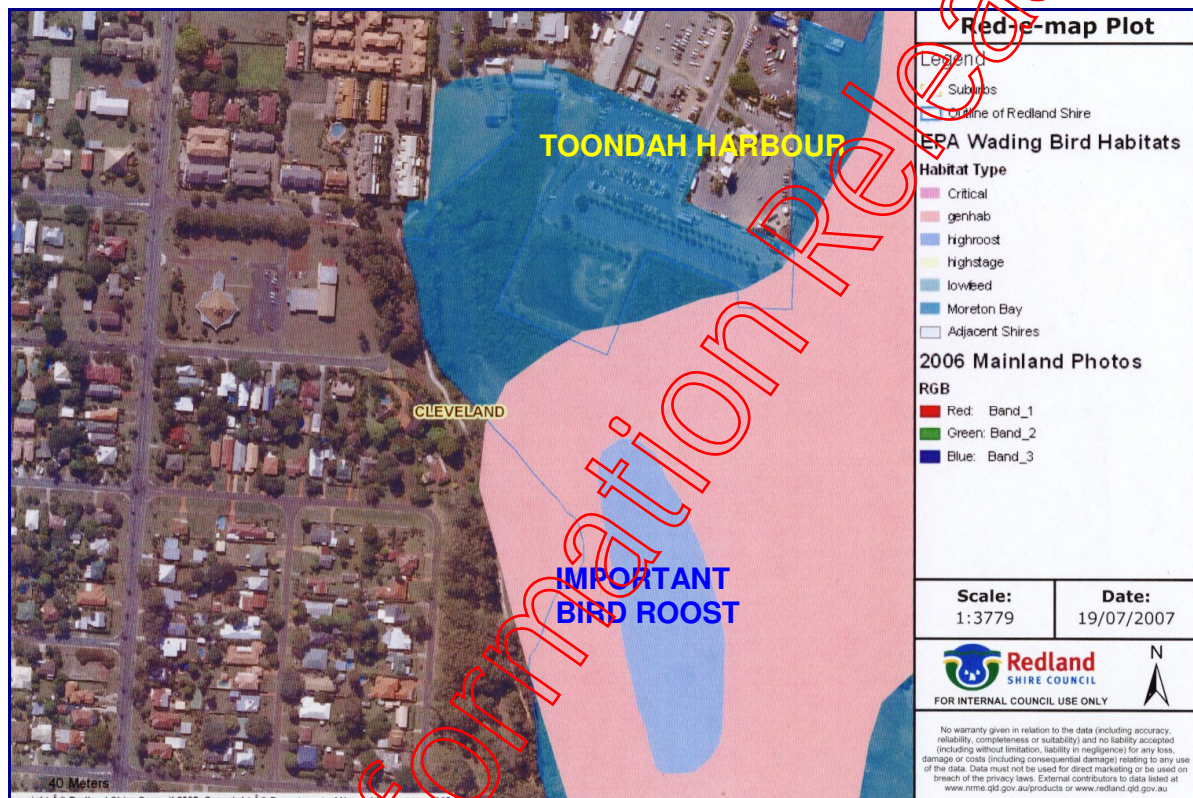
Future disposal of dredged material within Moreton Bay may not be permitted for either future maintenance or capital works dredging programs, and if land disposal is required then dredging costs will increase significantly.

#### **4.6 Key Environmental Issues**

A key issue for Toondah Harbour is its operational location within the Moreton Bay Marine Park. This is a major issue that will inhibit the ability to undertake any new offshore capital works (particularly new capital dredging works).

Any proposal to undertake major works in the marine park environment will most likely trigger a Commonwealth Government review of the proposal under the Environmental Protection Biodiversity and Conservation (EPBC) Act, as the Commonwealth government administers Australia’s obligations under international agreements such as RAMSAR.

Moreton Bay has a very high internationally significant status as a migratory bird roost, and is one of the more significant such sites in Australia. Any development proposal will need to address adverse impacts upon important bird roost areas, and should demonstrate a commitment to outperform relevant and reasonable environmental standards. This might mean mitigating the cause of the adverse impact upon the bird roost areas, or it might mean the establishment of new compensatory artificial bird roost areas using smart science to resolve adverse impact conflict.



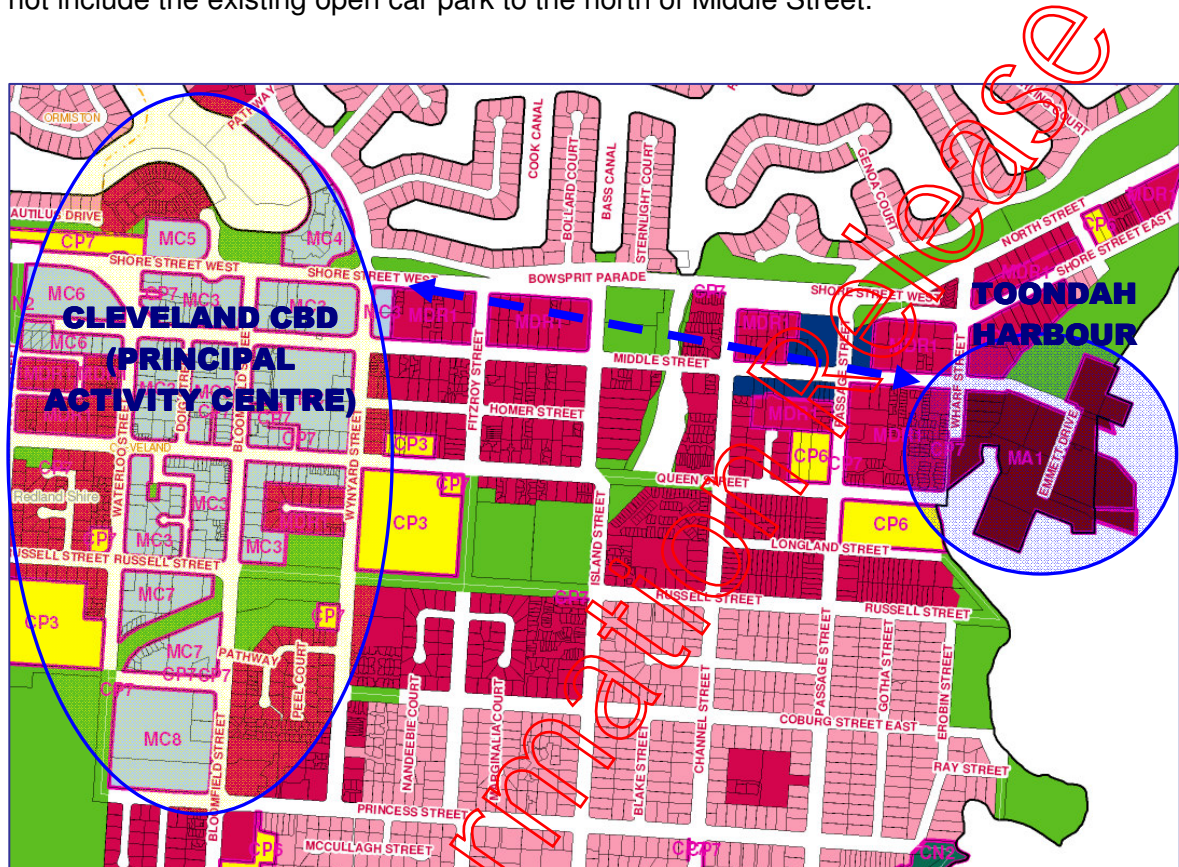
Any new major operational works may also require the loss of marine habitat sea grass and mangrove areas. These impacts should be minimised, but if some adverse impacts need to be resolved then this might be also be done with smart and comprehensive science to deliver an acceptable environmental outcome.

Another major issue that has become prominent with the recently proposed maintenance dredging program is the future potential for offshore disposal of dredge spoil to locations such as Mud Island. It is likely that dredge spoil contaminants will be an issue, and disposal of dredge spoil to locations within the marine park will require agreement between Council and EPA in relation to a number of non prescriptive performance and acceptance criteria.

#### 4.7 Council's Planning Scheme and draft LGMS

The Toondah Harbour precinct is designated as Marine Activity Zone – Sub Area MA1 under Council's current planning scheme.

Sub Area MA1 (refer to the following extract plan from Council's current planning scheme) extends across the existing dredge spoil pond, and also offshore across leasehold areas and permits to occupy. The area of coverage of Sub Area MA1 is therefore extensive and comprehensive across the Toondah Harbour precinct, but does not include the existing open car park to the north of Middle Street.



Sub Area MA1 nominates most higher order uses as code assessable development, and therefore although a development application is required, a development proponent is only required to show compliance with the planning scheme codes. If a code assessable proposal complies with the codes, Council is obligated to approve a development application so long as the Desired Environmental Outcomes (DEO's) of the Council's planning scheme have been maintained. Code assessable development assessment process does not involve any form of public consultation, and unlike an impact assessment process there is no public notification stage of IDAS.

The current planning scheme allows for mixed use apartment development, commercial office, boat industry, marine services, tourist accommodation and shops within an urban design framework of building heights of 4 to 5 storeys (14 metres) within Sub Area MA1.

However, the existing fragmented land ownership of the site is a major encumbrance to well planned integrated development, and if proponents proceeded with major developments opportunities, then this would be on a site by site basis outside of any overall master planned framework. Such an outcome might prevent the best use of public lands in the best configuration to enhance public access to the harbour foreshore, and might significantly diminish the value of public land in the Toondah Harbour precinct.

Council's draft LGMS identifies master planning for Toondah Harbour feeding into future a statutory planning scheme amendment process. The master plan may eventually

propose an increase in site coverage, densities and building heights as proposed in the 5 June 2007 Ernst & Young report, but the scale of development anticipated by Council's existing planning scheme is in itself quite substantial and consistent with the current visioning for Toondah Harbour. However, master planning of this precinct is likely to propose different development outcomes dependent upon whether an offshore marina development is included, or whether the existing marine activities need to be retained along the existing harbour foreshore.

An increase in throughput of ferry/barge passengers is expected in the medium to long term, increasing the pressure upon Council to ensure that the land use and infrastructure planning framework is in place to support the overall outcome.

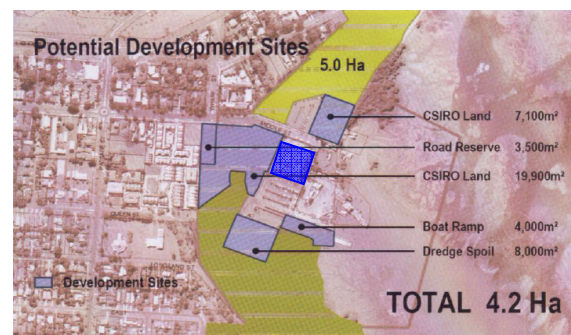
#### 4.8 Infrastructure

Preliminary advice from Redland Waste and Water would indicate that trunk water and sewerage has not been sized to accommodate development of Toondah Harbour in Council's Priority Infrastructure Plan. There appear to be substantial differences between the significant development anticipated by Council's existing planning scheme, and the limited development assumed for Council's Priority infrastructure Plan.

There will be increased public parking requirements for expanded ferry services, and for a marina if one is included in the planning for the Toondah Harbour precinct. Master planning of the precinct is likely to include the provision of multi-level on shore car parking.

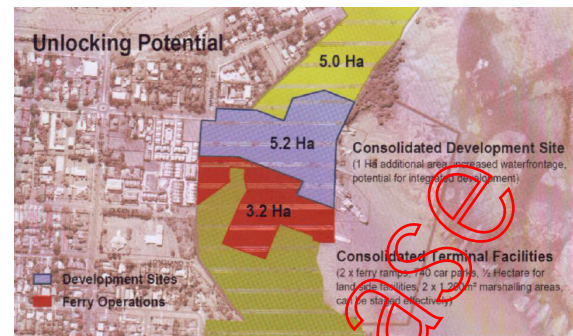
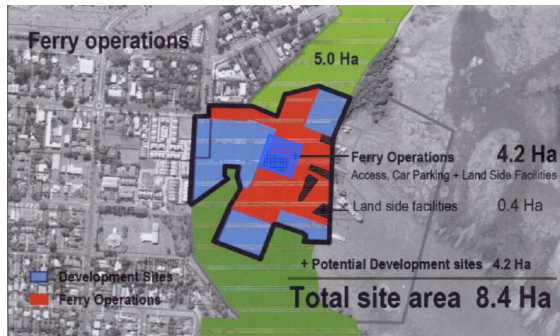
At this stage the need for a second road access as shown in Option 3a of the 5 June 2007 Ernst & Young report is unclear, and this level of detail would be examined and determined through a master planning process.

#### 5.0 UNLOCKING POTENTIAL



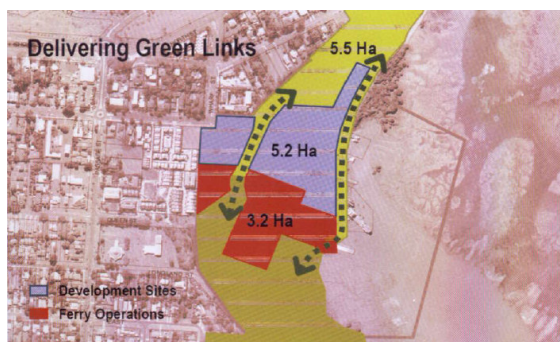
(from "Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007", by Ernst & Young)

The existing harbour precinct is constrained by the potential existing conflicting marine industry and the anticipated mixed use residential development. A major challenge of a master planning process is to separate the adverse impacts of the marine uses from the future residential users.



(from "Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007", by Ernst & Young)

A marina and reclaimed area for commercial ferry/barge operations would unlock the full on-shore development potential and enhance public foreshore access. Public recreation space could be enhanced to provide a new esplanade area and other green links.



(from "Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007", by Ernst & Young)

The inclusion of a marina will determine how a master plan is configured for the site.

There is also a great opportunity to develop a ferry/bus transit terminal, but this will depend upon the commitment of the State government to the provision of good public transport to Toondah Harbour and North Stradbroke Island.

The opportunities presented for recreational planning would be resolved through a proper and integrated master planning process, and may include a public lagoon, a public splash water feature, a harbour foreshore promenade and an esplanade.

## 6.0 POSSIBLE MARINA OPTION

A preliminary technical investigation of a potential marina has been undertaken by International Marina consultants Pty Ltd. A copy of the International Marina Consultants report is provided in Appendix A, along with a preliminary layout of an offshore marina and commercial ferry terminal facility.

The proposed offshore reclaimed area would separate marine activities from the onshore residential activities, and would open up the existing harbour foreshore to public access for recreational purposes.

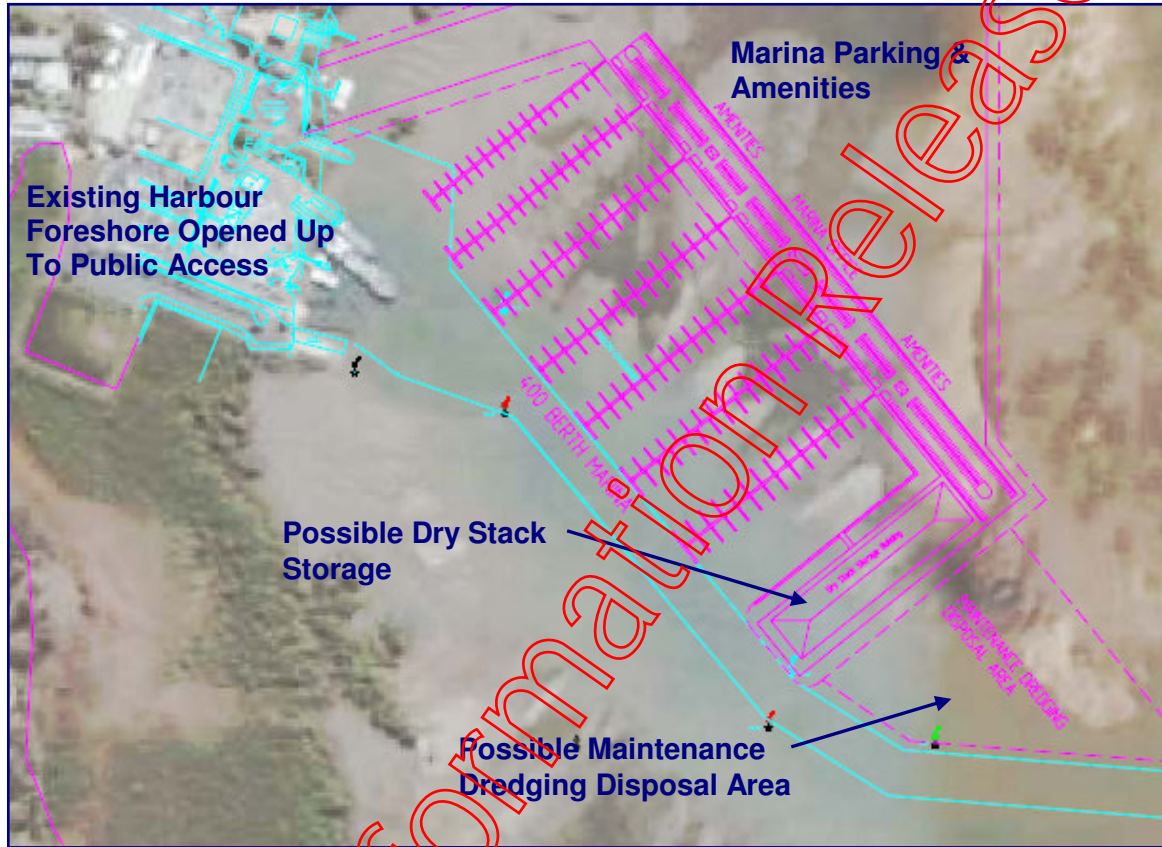
Key inclusions of a potential marina and commercial ferry area include:

- A new northern commercial channel, separated from private pleasure craft;
- A new terminal area with direct access to the new northern channel;
- A 400 berth marina to assist in ensuring viability;

- The potential inclusion of dry stack storage;
- Reclamation using dredge spoil; and
- Area for disposal of maintenance dredging material.

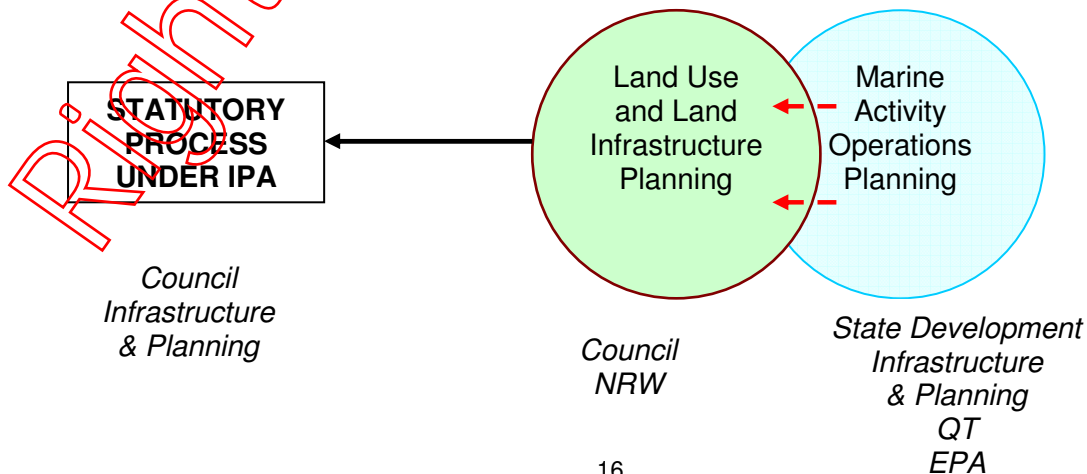


An offshore marina and reclaimed area would be subject to resolving some significant environmental issues discussed in Section 4.6. In addition, more detailed geotechnical and engineering investigations are required to establish the suitability of using dredge spoil from the new northern channel for reclamation.



## 7.0 MASTER PLANNING

For the Toondah Harbour precinct it's important to understand that there are two key planning layers that need to be integrated one with the other to ensure a fully integrated outcome. The first planning layer is the land use and land infrastructure planning layer for which Redland Shire Council has principal responsibility. The second planning layer is the marine activity operations planning layer where Council has limited legitimacy, and which is contrary to the role normally expected of the local government.



The land use and land infrastructure planning layer is expected to feed a statutory process through a future planning scheme amendment. This process is stipulated in the Integrated Planning Act 1997. However, for the land use and land infrastructure planning layer to deliver coherent and fully integrated outcomes, it must mesh with the planning of marine operations and infrastructure for which Council has no legitimate responsibility.

## **8.0 DELIVERY PROCESS**

The forward planning of Toondah Harbour is complicated by the various issues of the site, and the need to develop a land use master plan for the precinct that is compatible and consistent with coherent planning of the marine infrastructure, existing marine activities, and the possible inclusion of a 400 berth marina facility.

Ernst & Young promoted further discussions through the Coordinator General's office and the Office of Urban Management to facilitate the appointment of whole of government coordination. However, in the current priorities of State Government and with the current charter of the Department of Infrastructure & Planning, it would appear that there is limited opportunity for project "ownership" at this level within the State Government for Toondah Harbour.

A possible alternative model for delivery of the planning project is provided on page 18. This model is based upon a couple of similar planning projects that have been jointly delivered by key state agencies and local governments, but with a number of possible improvements and modifications to take account of some unique aspects of Toondah Harbour.

The alternative model proposed is based upon joint project leadership by Council as the local planning authority and Department of Natural Resources & Water as the owner of the land, with inclusion of Department of Infrastructure & Planning, Queensland Transport and Department of State Development at Steering Group level as well as the political arm of Council, and with a more substantial Technical Working Group including other key stakeholders.

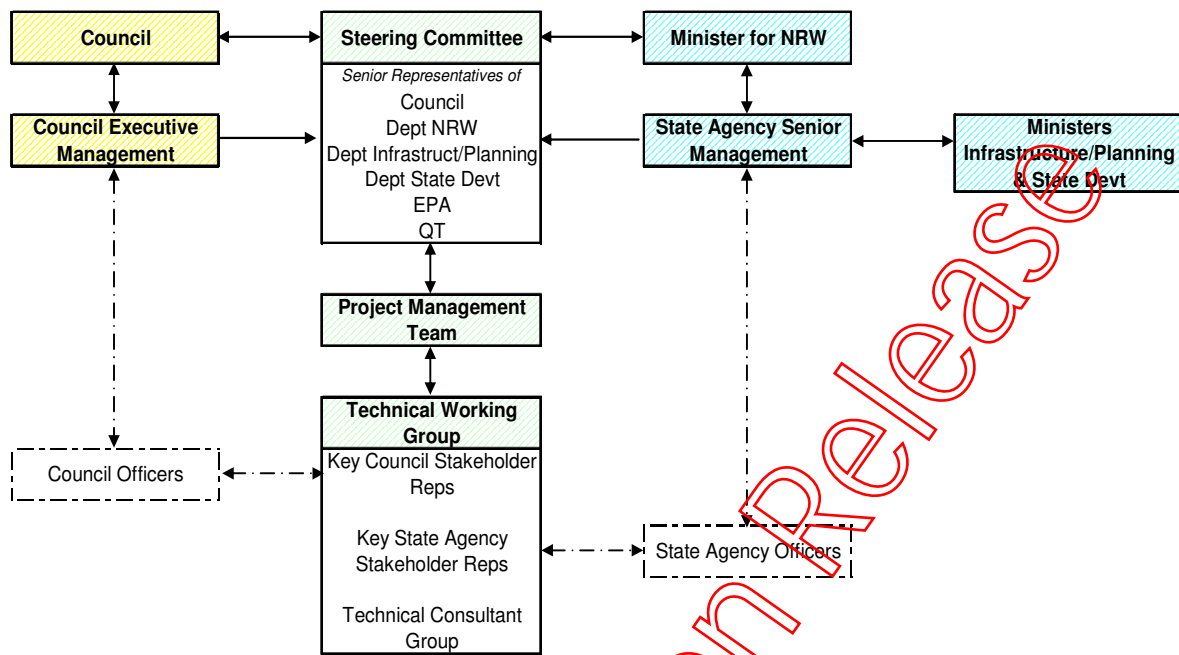
The Department of Infrastructure & Planning, State Development and Queensland Transport should be included in the Steering Committee to ensure appropriate guidance and direction is provided to the project in relation to marine planning and operation and public transport issues. Consideration should also be given to including EPA at Steering Committee level.

It is important for Department of Infrastructure & Planning to be included at Steering Group level to capture their knowledge, capacity and experience in the delivery of the Gold Coast Marine Development Project and in whole of government coordination of major projects.

It is anticipated that Council and NRW will jointly fund the land use and land infrastructure planning layers, and other state agencies represented at Steering Committee level will jointly fund the maritime and marina planning layers.

The master planning outcomes are expected to inform and direct a number of marine delivery projects, which may or may not be delivered through private sector interests.

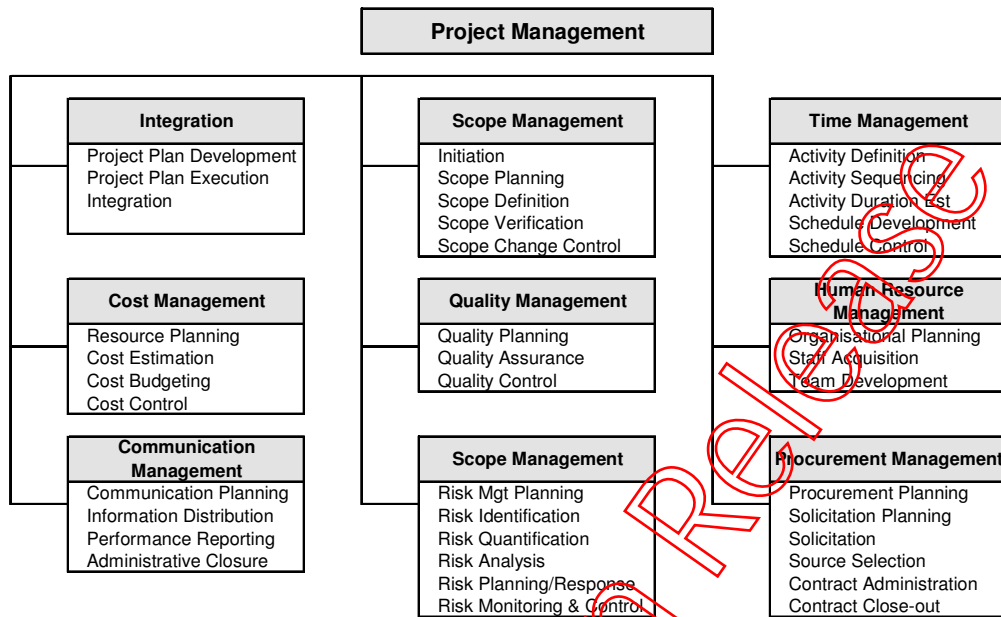




*Possible Planning Project Delivery Model*

The following guidelines are offered in relation to the suggested planning project delivery structure:

- a) The Steering Committee must include high level representation from the Council and the State agencies involved at this level, with the authority to give clear and concise direction to the project team.
- b) The lead State agency (in this case NRW) must adopt streamlined internal reporting and approval processes, not requiring cabinet approval at each hold point.
- c) The State agencies on the Steering Committee must ensure a workable “whole of government” framework.
- d) A clear charter and role description must be established for the Steering Committee, the Project Manager, and the Technical Working Group, identifying role expectations and limits of authority.
- e) A detailed project plan should be drafted at project initiation to include the project communications plan and the project risk plan, so that the lead stakeholders can agree on the following project management framework:



- f) If a Community/Business Reference Group is established for the project, then its charter must be very clear, to avoid reference group members seeking to usurp the obligations of government in looking after the broader community interest.
- g) Consideration should be given to investing in specialist media and marketing and communications expertise, to ensure that community and key stakeholder consultation is administered well.
- h) As the project will involve two major planning layers and multiple funding sources, appropriate fiscal reporting measuring achievements against expenditure to date should be regularly provided to the Steering Committee.
- i) There is a need to demonstrate:
  - o No net cost for the State Government for the subsequent delivery project;
  - o Resolution of key marine works environmental issues; and
  - o More detailed feasibility of the reclaimed maritime activities area and marina.
- j) It will be necessary to avoid confused expectations by keeping the master planning deliverables at high level consistent with a master planning framework.

## 9.0 KEY RECOMMENDATIONS

In consideration of the outcomes of the supplementary study work for Toondah Harbour, the following key recommendations are made:

- i. Council and the relevant key State Government agencies should seek to develop the master planning for Toondah Harbour inclusive of a marina development, but with a scale and intensity of land based development anticipated by the current Council planning scheme.

- ii. Council should not invest time and money in seeking to increase building heights and development yields beyond what is envisaged by the current planning scheme, as this is unlikely to be supported by the Office of Urban Management without hard commitments to additional key state infrastructure such as public transport and schools, and new car based transport residential nodes are also unlikely to be supported by the requirements of the SEQ Regional Plan.
- iii. Council and the State Government must agree on a workable delivery platform for the master planning project, that will feed and initiate a number of subsequent and more detailed projects at Toondah Harbour. The delivery option offered in this report could be used by Redland Shire Council and the State Government to jointly develop and agree the way forward.
- iv. Council should seek to align its Priority Infrastructure Plan and its infrastructure planning with its strategic land use planning, particularly its current planning scheme. All indications are that Council's infrastructure planning for trunk water and sewerage does not align with the significant development options anticipated by the current planning scheme for Toondah Harbour.

## 10.0 CONCLUSION

This supplementary report should be read in conjunction with the *"Toondah Harbour – Master Planning and Redevelopment Options Study – 5 June 2007"* by Ernst & Young. No detailed financial or technical work has been undertaken in the compilation of this report, and the report is based upon a desktop study, consultation with key stakeholders, and a preliminary investigation of possible capital dredging, reclamation and a new marina facility.

The recommendations and conclusions contained within this report are provided to assist the Redland Shire Council and the Queensland Government in agreeing on a way forward in master planning the Toondah Harbour precinct. It is anticipated that upon completion of this master planning project, that a number of statutory planning and infrastructure delivery projects will be initiated using a variety of potential delivery mechanisms, including Expressions of Interest from the private sector.

## **APPENDIX A**

### **INTERNATIONAL MARINA CONSULTANTS REPORT**

**6 SEPTEMBER 2007**

*Right to Information Release*

**TOONDAH HARBOUR  
MASTER PLANNING AND  
REDEVELOPMENT  
STUDY  
MARINA COMPONENT  
FEASIBILITY**



*International Marina Consultants Pty Ltd  
Brisbane, Australia  
6 September 2007*

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## **TOONDAH HARBOUR MASTER PLANNING AND REDEVELOPMENT STUDY COMMERCIAL MARINA FEASIBILITY**

### **INTRODUCTION**

The overall objectives of this phase of the master planning and redevelopment study are:-

- (i) To carry out sufficient supplementary work from the Ernst & Young report to allow Council and other key stakeholders to commit to the subsequent phases of the project,
- (ii) To provide input to develop the project to a point that gives it sufficient credentials to be given major project status within State Government,
- (iii) To determine the potential viability of a marina component as an integral part of the harbour precinct, and
- (iv) To resolve existing maintenance and operational issues including accommodation of anticipated expansion of the harbour facilities.

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## **REPORT SCOPE**

This report briefly reviews the site's maritime opportunities and constraints with regard to existing and expected future demands.

The possibility of accommodating marina facilities has been suggested and this report reviews the suitability and potential viability of its inclusion, and how it could be utilised as a catalyst to solve existing site and operational constraints and provide for future demand growth.

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## EXISTING SITE (MARINE) CONDITIONS

### 3.1 Existing Facilities

Operations from this harbour serve the demands of North Stradbroke Island. These include passenger only transportation, private vehicles and commercial transport requirements to and from the island.

Existing marine facilities primarily comprise two vehicular ferry operations, one of which also includes a passenger only ferry service and a third operator providing a passenger only ferry service at the northern end of the harbour. A public boat ramp is also located at the southern end of the harbour.

### 3.2 Existing Facilities Capacity and Constraints

It appears that demand in all service areas has undergone significant growth and growth is continuing particularly within the tourist / recreational 4WD sector. The existing harbour facilities require expansion to satisfy such future growth.

The harbour, in its current configuration is not considered satisfactory to accommodate future growth and appears to be nearing its limits in satisfying existing peak seasonal demands.

There are three primary existing capacity constraints.

- The harbour entrance channel is narrow and meandering and it is not considered safe for two vehicular ferries to be able to pass each other within the inner portion of this channel.
- The size of the turning basin immediately adjacent the vehicular terminals is very confined and can only accommodate one vehicular ferry manoeuvring at any time.
- The existing length of foreshore within the vehicular terminal area does not provide for any expansion.

It should also be noted that a public boat ramp is located at the southern end of the terminal area, which raises concerns with regard to safety of small craft operating next to large ferry berths.

The existing harbour facilities are also exposed to the prevailing south-easterly winds. This exposure can make ferry berthing manoeuvres difficult in strong wind conditions and the public boat ramp unsuitable for use.

## MARINE FACILITIES EXPANSION CONSTRAINTS

As discussed above, there is no significant ability to accommodate for required demand growth due to constraints within the terminal area and within the existing long meandering entry channel.

Both of these aspects need to be simultaneously addressed to effectively alleviate expansion constraints.

Suitable sites for alternative or complementary harbour facilities at other locations have not been identified; therefore major reconfiguration of the area needs consideration.

Providing a shorter, less meandering and more direct channel entry to the harbour should be considered.

Segregation of commercial and private vessel activities needs to be addressed. This can only be appropriately achieved by having separate private vessel / commercial entrance channels (or prohibiting one of these uses).

A significant increase in harbour frontage and turning basins area is also necessary.

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## **POSSIBLE INCLUSION OF MARINA FACILITIES**

With such reconfiguration considerations, possible inclusion of a marina facility has been raised.

The inclusion of such a facility is in keeping with the nature of the harbour as a marine hub and its proximity to safe, popular boating destinations.

Such a proposal could also be a catalyst in achieving a major harbour reconfiguration.

However, this would not be recommended unless a separate channel can be provided to segregate private pleasure craft from commercial vessel navigation. This is highlighted with the existing commercial / public boat ramp conflict.

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## REDEVELOPMENT PROPOSAL WITH A MARINA

As discussed previously, the existing available harbour front is already constrained, the entrance channel too long, too narrow and meandering, and there is conflicts with having a public boat ramp within the harbour.

If a marina facility is to be included in any redevelopment, it should be considered in the context of generating sufficient redevelopment income to fund or significantly contribute towards funding the solution to the above constraints. It should also be configured in such a manner to provide these solutions.

### 6.1 Entrance Channel

It is well recognised that considerable time and operational savings could be achieved by the formation of a new commercial vessel channel north of the existing harbour with a much shorter and direct route to North Stradbroke's terminal areas.

This channel should be of sufficient width to allow two large vehicular ferries to pass.

The existing channel, rather than being abandoned or under-utilised, could then be dedicated for private pleasure craft, for which it has sufficient width.

### 6.2 Terminal Area

A new terminal area that has direct access to a new northern channel should provide for envisaged future expansion needs (twice the existing harbour frontage) and be suitably reorientated to the prevailing south-easterly wind direction.

### 6.3 Marina Facilities

Marina facilities, if included, should be of sufficient size to ensure operational viability and to provide sufficient development revenue to significantly fund the overall development.

Such facilities should also consider the inclusion of dry-stack storage for which there is growing demand.

These facilities should be separate from commercial activities and utilise the existing entrance channel asset which is considered suitable for such use.

### 6.4 Reclamation

To ensure development feasibility, sufficient reclamation should be included to provide for required excavated material and necessary land area for terminal and marina requirements.

## **6.5 Maintenance Dredging**

An area should also be included to accommodate for future maintenance dredging requirements.

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## **7.0 PRELIMINARY REDEVELOPMENT CONCEPT**

In keeping with Section 6, Figure 1 depicts a redevelopment concept configuration to address such requirements.

The existing channel is retained for pleasure craft navigation.

There is a new dedicated commercial channel with a more direct route to the North Stradbroke facilities. This channel has sufficient width for two large vehicular ferries to pass.

The terminal area has approximately twice the frontage and is orientated to provide berthing directly into the prevailing south-east winds.

A marina, including a dry stack storage facility of sufficient size to provide operational viability is included.

There is sufficient reclamation area to provide for necessary terminal, marina and excavation disposal requirements.

An area has also been set aside for disposal of maintenance dredging material.

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## 8.0 ECONOMIC VIABILITY

At the preliminary planning stage, this economic viability is based on the cost of creating such facilities compared to its developed value.

As discussed previously, the inclusion of a marina component should be considered as having the ability to provide sufficient funding to facilitate the overall harbour facility reconfiguration.

In light of the above, the following is a preliminary appraisal of costs to create the new commercial terminal area, northern channel, maintenance dredging disposal area, marina basin and reclamation area for terminal and marina facilities.

The reclamation area should also provide a cut and fill earthworks balance so that creation of the new basin and channel is economic. If the earthworks balance is not part of the design solution, the earthworks costs would be estimated to escalate two to three times.

For the purpose of this preliminary estimate, the bulk earthworks rate is taken as \$25 per cubic metre, rock revetment core material at \$40 per cubic metre, and rock armour at \$70 per cubic metre.

Marina berths infrastructure cost is taken as \$20,000 per berth and drystack facility at \$7,000 per space.

New commercial terminal infrastructure for various operators has not been included.

Preliminary costings, based on Figure 1, are as follows (subject to detailed survey, soils investigation and design):-

	\$Million
Dredging / Reclamation	\$12.0M
Revetment / Breakwater	\$ 6.0M
Marina Berths (400)	\$ 8.0M
Drystack (300)	\$ 2.1M
Marina Parking	\$ 1.2M
Sewage Pumpout / Fuel Facilities	\$ 0.5M
Marina Administration & Amenities Buildings	\$ 0.2M
Provisional Allowances:- Landscaping	\$ 2.0M
- Sewer & Water	\$ 0.5M
- Main Entry Intersection Works	<u>\$ 0.5M</u>
SUBTOTAL	\$33.0M
Contingency Allowance @ 15%	\$ 5.0M
Allowance for Environmental Studies, Consultation and Approvals	\$ 1.0M
Engineering, Architecture, Landscape Design	\$ 1.0M
Project Management	<u>\$ 0.5M</u>
SUBTOTAL	\$40.5M
GST	<u>\$ 4.1M</u>
<b>TOTAL</b>	<b><u>\$44.6M</u></b>



Market Value of Marina Berths created	
\$120,000 per berth x 400	\$48.0M
Drystack Facility \$70,000 x 300	<u>\$21.0M</u>
<b>TOTAL</b>	<b><u>\$69.0M</u></b>

Market value of berths is well above development cost so the development is considered viable. However, allowing for holding costs, marketing, rate of sales and the need to retain a portion of berths and drystack spaces for rent to ensure operational viability, the marina facilities should not be reduced.

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FIGURE 1

## **APPENDIX B**

### **CONSULTATION**

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DATE	CONTACT	KEY NOTES
25/06/07	<p><b>David Elliott</b>                      Manager Infrastructure Planning Group                      Redland Shire Council</p> <p><b>Michael Pattinson</b>                      Senior Advisor Investigations,                      Redland Shire Council</p>	<ul style="list-style-type: none"> <li>○ Provided state agency and private stakeholder contact list.</li> <li>○ Dredge disposal options.</li> <li>○ Investigate possibility of basic geotechnical investigation at this stage.</li> <li>○ Public boat ramp facility should be moved to William Street.</li> </ul>
12/07/07	<p>District Manager – Moreton Bay,                      Environmental Protection Agency</p> <p>Environmental Protection Agency</p>	<ul style="list-style-type: none"> <li>○ RSC should make submission in relation to marine park zoning.</li> <li>○ Migratory shore bird roosting areas will be an issue.</li> <li>○ Loss of marine habitat – sea grass and mangroves will be an issue.</li> <li>○ RAMSAR trigger for Commonwealth Government approval as the Commonwealth administers international agreements.</li> <li>○ Could be some traditional owner issues.</li> <li>○ Need to address impacts of sediment &amp; erosion.</li> <li>○ Investigate declaration of Major Works Area.</li> <li>○ The area might be revoked from the marine park.</li> <li>○ Dredge spoil to offshore site will need to be uncontaminated, but the guidelines are not prescriptive.</li> </ul>
18/07/07	<p><b>Angela Wright</b>                      Redland Shire Council</p>	<ul style="list-style-type: none"> <li>○ Lagoon option would need careful consideration because of capital cost and ongoing maintenance and operations cost.</li> <li>○ Should consider a splash water feature as an option.</li> <li>○ Landscape master plan for the park to the north is being implemented.</li> </ul>
18/07/07	<p>Director – Southside                      Department of State Development</p> <p>Principal State Development                      Officer – Southside                      Department of State Development</p>	<ul style="list-style-type: none"> <li>○ Queried whether Toondah Harbour was the best place for this type of facility.</li> <li>○ Would like to see a marina option considered as part of the ultimate development.</li> <li>○ Want to facilitate a whole of government meeting and need to brief the Director General.</li> <li>○ The State will not agree to a loss of public open space and parkland, but will favourably consider reallocation of open space within a master planned outcome.</li> </ul>

DATE	CONTACT	KEY NOTES
19/07/07	<b>David Humphrey</b> Technical Officer Special Maintenance Redland Shire Council	<ul style="list-style-type: none"> <li>○ Dredging will be difficult because of environmental issues and disposal.</li> </ul>
19/07/07	<b>Warren Mortlock</b> Senior Adviser Environmental Protection Redland Shire Council	<ul style="list-style-type: none"> <li>○ Will have to self nominate the proposed works under the Commonwealth Environmental Protection Biodiversity and Conservation legislation.</li> <li>○ Moreton Bay has very high status as migratory bird roost, and is one of the more significant such sites in Australia.</li> <li>○ Loss of sea grass on the western side of Moreton Bay is an issue that will need to be addressed.</li> <li>○ Should be able to gain appropriate environmental endorsements and approvals with a demonstrated commitment to outperform relevant and reasonable standards.</li> <li>○ Demonstrate how birds will stay in the roost areas during the course of the works.</li> <li>○ New artificial roost sites might be an option as existing roost site to the south is likely to become dysfunctional.</li> </ul>
19/07/07	<b>Wayne Dawson</b> Manager Land Use Planning Redland Shire Council  <b>Stephen Hill</b> Principal Adviser Urban & Rural Planning Redland Shire Council	<ul style="list-style-type: none"> <li>○ Should look at a range of opportunities and uses, particularly in relation to heights, densities, and interrelation between different sites.</li> <li>○ Relocation of the public boat ramp to William Street.</li> <li>○ Cleveland is a Principal Activity Centre, need to review the draft LGMS.</li> </ul>
30/07/07	Operations Manager, Sea Stradbroke	<ul style="list-style-type: none"> <li>○ Car park is inadequate for current demand. There is a need for a multi-level car park.</li> <li>○ Need commercial retail mixed with other uses.</li> <li>○ Need to open up the precinct to the people with good public accessibility</li> <li>○ Public boat ramp a problem for Sea Stradbroke operations, and it's not unusual for small boats to drift across Sea Stradbroke permit areas.</li> <li>○ Want to have 2 operational vessels to North Stradbroke Island. New vessel already purchased and will be operational from December 2007, but there is inadequate existing infrastructure to support the second vessel. Sea Stradbroke intend to keep the second vessel at North Stradbroke Island.</li> <li>○ Lack of passing in second leg of the channel is a problem, sometimes disrupting timetables.</li> <li>○ Need inbound and outbound channel lanes.</li> <li>○ A new channel to the north would be 0.5km shorter to the island.</li> </ul>

DATE	CONTACT	KEY NOTES
		<ul style="list-style-type: none"> <li>○ Dunwich to Toondah generally takes 45 minutes now, with 7 to 10 minutes in Fison Channel but this is sometimes up to 15 minutes in Fison Channel.</li> <li>○ There is an opportunity for shared infrastructure between operators</li> <li>○ Vessel draws 1.6m fully laden. LAT 2.5m.</li> <li>○ Preference to align south-east</li> </ul>
30/07/07	Chief Executive, Stradbroke Ferries	<ul style="list-style-type: none"> <li>○ Vessel draws 1.4m fully laden. LAT 2.0m. 70m length.</li> <li>○ Future strategy is to introduce additional vessels.</li> <li>○ Desire to compete with Sea Stradbroke to regain recreational 4WD users.</li> <li>○ Current significant market serviced with sand trucks and heavy vehicles.</li> <li>○ See little benefit in changing to faster vessels because of the desire for shallow boats and slower vessels for environmental reasons.</li> <li>○ Vessels spend 12 to 13 minutes in Fison Channel which is one third of the total journey.</li> <li>○ Ramp wear and tear and orientation are key issues.</li> </ul>
03/08/07	<b>Bruce Appleton</b> Manager Development Coordination	<ul style="list-style-type: none"> <li>○ Should investigate the declaration of an MDA, as there is difficulty in managing good development that might be consistent with a master planned outcome with current levels of assessment.</li> <li>○ Most medium scale types of development are code assessable under Council's planning scheme and would include assessment against Marine Activity Zone Code.</li> <li>○ Recent prelodgement with major developer in relation to medium rise residential on Stradbroke Ferries freehold land.</li> <li>○ Flagged that full development of Toondah Harbour precinct is not accommodated by Council's Priority Infrastructure Plan.</li> </ul>
06/08/07	Principal Land Officer, DNRW	<ul style="list-style-type: none"> <li>○ Concerns with some of the outcomes of the Ernst &amp; Young options study.</li> <li>○ Supports the marina option as potentially delivering the best return for the land for the community.</li> <li>○ Supports RSC controlling all trust land under a term lease.</li> <li>○ Concern with the Minister in relation to the process risk in the community.</li> <li>○ DNRW will contribute financially to the comprehensive master plan phase.</li> <li>○ Would support an outcome that looks something like Raby Bay Harbour.</li> <li>○ Need to involve state member.</li> <li>○ Stradbroke Ferries currently have a commercial lease that is valid until 2013. DNRW want the lease changed to a term lease, but Stradbroke Ferries have declined. DNRW cannot force Stradbroke Ferries to convert to a Term Lease. Discussions have been held with Stradbroke Ferries and their legal officers where DNRW have informed Stradbroke Ferries that they would not guarantee that Stradbroke Ferries would get exclusive use to the same area if a Term Lease under the Land Act was granted.</li> </ul>

DATE	CONTACT	KEY NOTES
06/08/07	Department of Infrastructure	<ul style="list-style-type: none"> <li>○ Major changes within the Department of Infrastructure.</li> <li>○ Toondah Harbour project is not of a scale and does not have the level of importance to become a major project managed by the Department of Infrastructure.</li> <li>○ However, Department of Infrastructure should still have a role in the delivery of the Toondah Harbour project.</li> </ul>
08/08/07	CSIRO	<ul style="list-style-type: none"> <li>○ CSIRO intends to liquidate its freehold land at Toondah Harbour, to fund consolidation of it's operations to the Boggo Road Gaol site.</li> <li>○ Programming to put the site into the market in 2009, for sale in 2010.</li> </ul>
09/08/07	Planning Manager, DNRW  Principal Policy and Planning Officer, DNRW	<ul style="list-style-type: none"> <li>○ Mooloolaba Spit project model could be used as the basis for a Toondah Harbour project delivery model.</li> <li>○ Steering committee consisted of Assistant Director General NRW (Chair), Regional Manager (NRW), Council CEO, Divisional Councillor and the Boat Harbour Manager.</li> <li>○ Project team consisted of key NRW and Council officers, plus consultants, plus a probity auditor.</li> <li>○ Mooloolaba Spit master plan project was 60% funded by NRW and 40% funded by Council, although from NRW's perspective the project was not jointly run.</li> <li>○ The project structure worked well at officer level, and such a project needs to be owned by an individual to ensure delivery.</li> <li>○ Was set up to go to cabinet at each key stage, and this became very onerous in terms of getting progressive project endorsements.</li> <li>○ The master plan process needs to demonstrate most appropriate use of state land – Section 16 of the Act.</li> <li>○ Had difficulty maintaining appropriate communication through the state agencies and the state and local political layers.</li> <li>○ Had a community reference group with strong personalities which at times caused difficulty. It's probably better to deal with significant non government stakeholders separately to avoid groups ganging up and creating a "go with the crowd" dynamic.</li> <li>○ NRW wouldn't do it the same way again, although some aspects of the Mooloolaba Spit project model might work for Toondah Harbour.</li> <li>○ A lot of confusion in the community as to what the master plan was, and what it was intended to do. The Minister was always asking for briefs in seeking to respond to this confusion.</li> <li>○ Media management is important, as is having an interdepartmental committee.</li> </ul>

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DATE	CONTACT	KEY NOTES
13/08/07	<p>[Redacted] Principal State Development Officer – Southside DSD</p> <p>[Redacted] Director, State Development Centre, - Southside</p> <p>[Redacted] Manager, Marine Industries and Fibre Composites, DSD</p> <p>[Redacted] Principal Project Officer, Marine Industries Sectoral Development, DSD</p>	<ul style="list-style-type: none"> <li>○ Perception that feedback from key stakeholders needs better consideration by Council.</li> <li>○ Stradbroke Ferries is a catalyst, and their actions might determine the final outcome</li> <li>○ EPA concern with dugong strikes in Moreton Bay, perhaps EPA should be looking at restrictions for fast ferry vessels.</li> <li>○ Unclear whether maritime incidents in the channel have been reported in accordance with the Maritime Safety Act.</li> <li>○ Dredge spoil costs around \$30/m<sup>3</sup> to Fishermans Island. Capital dredging cost for a project including a marina could be \$10m to \$20m.</li> <li>○ Need to look at net benefit for the state.</li> </ul>
07/09/07	<p>[Redacted] Startegic Land Use Planning Maroochy Shire Council</p> <p>[Redacted] Senior Urban Designer Maroochy Shire Council</p>	<ul style="list-style-type: none"> <li>○ Most new development options for the Mooloolaba Spit master plan were on state land.</li> <li>○ Information management could have been greatly improved, thus limiting some problems with community perceptions that were in error.</li> <li>○ Building heights were a major issue within the community.</li> <li>○ Value for money could have been better managed, so good management with central ownership is paramount.</li> <li>○ Need very clear terms of reference for the Steering Committee, Working Group, Project Manager and any community reference group if one is established.</li> <li>○ Confusion in relation to high level master plan, especially with some detail delivered in consultant reports. People misinterpret this detail in preparation for a master plan.</li> </ul>
10/09/07	<p>[Redacted] Director Boating Infrastructure Queensland Transport</p>	<ul style="list-style-type: none"> <li>○ Relocation of the existing public boat ramp is preferred, but subject to budgetary issues and asset valuation and transfers.</li> </ul>

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DATE	CONTACT	KEY NOTES
11/09/06	<b>Tilake Weerasekara</b> Planning Engineer Redland Water & Waste	<ul style="list-style-type: none"> <li>○ Red-e-maps show that nearly half of the land zoned MA1 is affected by sea. Currently mostly only car parks exist in this sea affected area.</li> <li>○ Preparation of the current Water and Sewerage System Planning Reports were done by MWH in 2006 and were done in consultation with the planning staff of the Council. The current RIPS are based on 2006 investigations. The 2006 equivalent population estimated for these lots was 77.5 decreasing to zero by 2025.</li> <li>○ As such, it is best that anyone investigating for intensified future development for the area should also include a study to assess whether or not the existing infrastructure could cope.</li> </ul>
12/09/07	[Redacted] Office of Urban Management	<ul style="list-style-type: none"> <li>○ Refer to OUM's comments on Council's draft LGMS.</li> <li>○ There are no plans by Translink to extend significant public transport to Toondah Harbour, and therefore Toondah Harbour cannot be nominated to function as a Transit Oriented Community.</li> <li>○ OUM is unlikely to support an intensification of land use here, particularly without supporting state infrastructure such as public transport, schools etc.</li> <li>○ OUM will not prevent proper master planning of a development precinct within Council's existing planning scheme, and OUM is not about forcing back-zoning.</li> </ul>
14/09/07	<b>Redland Shire Council</b>  <b>Invited State Agency Representatives</b>	<ul style="list-style-type: none"> <li>○ Presentation and workshop where a mixed assortment of views were expressed.</li> </ul>
27/09/07	[Redacted] Manager, Marine Industries and Fibre Composites, DSD	<ul style="list-style-type: none"> <li>○ Workshop comment notes provided.</li> <li>○ Should consider EPA as part of the Steering Committee</li> <li>○ DSD is seeking a whole of government meeting to discuss an appropriate state government response to Toondah Harbour.</li> </ul>

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## **APPENDIX C**

### **PRESENTATION / WORKSHOP WITH COUNCIL AND KEY STATE AGENCIES**

**14 SEPTEMBER 2007**

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# TOONDAH HARBOUR

## Master Planning and Redevelopment Supplementary Options Study

14 September 2007

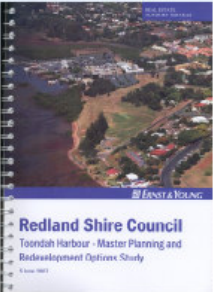
Holland Project Services

## Supplementary Study



Holland Project Services and International Marina Consultants commissioned to undertake supplementary study work

## Ernst & Young Report



- 5 June 2007
- Multi issue review
- Recommended 200+ berth marina option
- Increased building heights & densities
- Increased GFA from 63,000m<sup>2</sup> to 158,000m<sup>2</sup>

Redland Shire Council  
 Toondah Harbour - Master Planning and Redevelopment Options Study  
 5 June 2007

## Unlocking Potential



Delivering Green Links: 5.0 Ha, 5.2 Ha, 5.3 Ha

Marina Catalyst: 5.5 Ha, 5.4 Ha, 5.4 Ha

Ferry Operations: 5.0 Ha, 4.2 Ha, 0.4 Ha

Total site area 8.4 Ha

## Ernst & Young Option 1




### Localised Improvement

- Observes current town planning guidance
- Preserves existing tenure interests
- Existing interests may limit development potential
- Not comprehensive / integrated redevelopment
- 4 – 5 storey development

Would deliver 63,000m<sup>2</sup> GFA  
(70% efficiency of developable area (5.2 Ha) @ 2.0 plot ratio)

## Ernst & Young Option 2



### Option 2. Integrated development

- Observes current town planning guidance
- Preserves existing tenure interests
- Existing interests may limit development potential
- Not comprehensive / integrated redevelopment
- 4 – 5 storey development

Would deliver 78,000m<sup>2</sup> GFA  
(70% efficiency of developable area (5.2 Ha) @ 2.0 plot ratio)

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### Ernst & Young Option 2a

**Option 2a.**  
**Regional Destination**

- Long term vision for Toondah Harbour
- Toondah Lagoon
- Land side ferry terminal
- Inland plaza + main street
- Bayside promenade
- 5 - 7 storey development

Would deliver 150,000m<sup>2</sup> GFA  
 75% efficiency of developable area (0.2 ha) @ 2.5 plot ratio

### Ernst & Young Option 3

**Option 3.**  
**Integrated development**

- 200 + berth marina and yacht club
- Ferry terminal on marina groin
- Bay side promenade
- Strong inland open space links
- Improvements to park
- 5 - 7 storey development

Would deliver 150,000m<sup>2</sup> GFA  
 75% efficiency of developable area (0.2 ha) @ 2.5 plot ratio

### Ernst & Young Option 3a

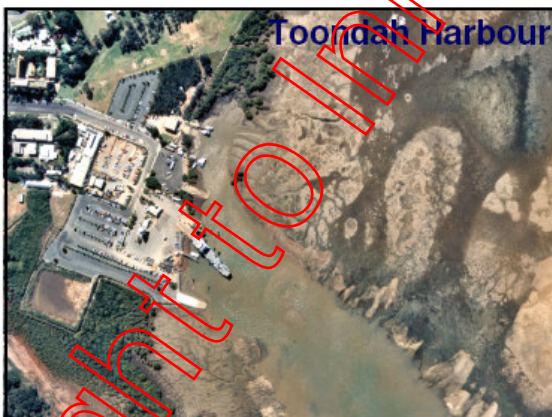
**Option 3a.**  
**Regional Destination**

- 200 + berth marina and yacht club
- Toondah Lagoon
- Ferry terminal on marina groin
- Inland plaza + main street
- Bayside promenade
- 5 - 7 storey development

Would deliver 150,000m<sup>2</sup> GFA  
 75% efficiency of developable area (0.2 ha) @ 2.5 plot ratio

### Key Unresolved Issues

- Marina viability
- Onshore land uses
- Complicated land tenure
  - No clear agency responsibility
  - No clear project champion
- Conflict between marine users and land users
- Environmental constraints



### Council's Legitimate Role

- Local planning authority through the LGMS and the planning scheme
- Owner of local government infrastructure onshore and planning of local government infrastructure
- Facilitator of good community outcomes

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### Land Tenure

- Fragmented
- Stradbroke Ferries and CSIRO have significant freehold land
- Freehold sites can be redeveloped now
- Limited public recreational access to foreshore

### Commercial Operators



- Stradbroke Flyer
- Stradbroke Ferries
- Sea Stradbroke

### Commercial Operators

- Target operators are expanding
- Competition and conflicting interest
- Some uncertainty in relation to leases
- Onshore capital expenditure limitations and uncertainty

### Public Boat Ramp



- Not usable at low tide
- Not favoured because of prevailing winds
- Unsafe conflict with commercial users
- Proposed to be closed

### Navigation

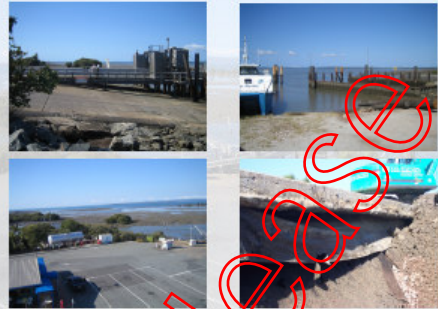
- Fison Channel - one way traffic, is meandering, and has limited depth at very low tides
- Size of turning basin adjacent to vehicular terminals
- Safety of public boat ramp users and conflict with large commercial vessels

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### Maritime Planning & Maintenance

- Many agencies and stakeholders
- No single manager of the harbour precinct and marine facilities
- Poor infrastructure that is run down
- Difficult to initiate and deliver key planning and operational projects such as dredging

### Run Down Infrastructure



### Environmental Issues



- Marine Park
- Reclamation & capital dredging
- Disposal of dredge spoil
- Bird roost
- Critical habitat zone
- RAMSAR
- EPBC

### Land Use Planning

Marine Activity Zone – Sub Area 1 (MA1)

- Most uses are Code Assessable development
- 4-5 storeys (14 metres) mixed use apartment development, commercial office, boat industry, marine services, tourist accommodation, shop



### Transit Oriented Community

- Draft LGMS
- But needs good public transport
- TransLink plans?
- Island ferry / barge service
- Principal interface between land & water based public transport
- OUM interest through LGMS

### Expanded Marine Facilities

- Increased commercial marine frontage and turning basin
- With shorter less meandering channel & more reliable service
- Separating commercial and recreational vessels
- Separating marine uses from future residential

### Marina

- Needs to be bigger than 200 berths for viability
- Needs to be separated from commercial barge/ferry operations
- Creates the opportunity to help resolve other commercial and operational issues



### Expansion With Marina

- 400 berths to underpin project viability
- Separates commercial and recreational vessels
- Creates opportunity to master plan onshore development potential
- Creates opportunity for expansion in commercial marine use

### Preliminary Economic Viability

- Preliminary estimate of cost of marine dredging, civil works & marina facilities = \$45m
- Plus holding costs, marketing costs etc
- Market value of marina berths \$120,000/berth x 400 and drystack facility \$70,000 x 300 = \$69m

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### Green Links & Public Recreation Facilities



- Lagoon
- Splash water feature
- Foreshore access & Esplanade
- Green links
- Entry boulevard

### Delivery Options

- Ernst & Young
- Promoted "Area of State Significance"
- Promoted Coordinator General to take the lead
- Promoted involvement of OUM

### Current State Context

- Department of Infrastructure
- Including OUM
- DSD lead
- NRW principal land owner
- QT boating & public transport

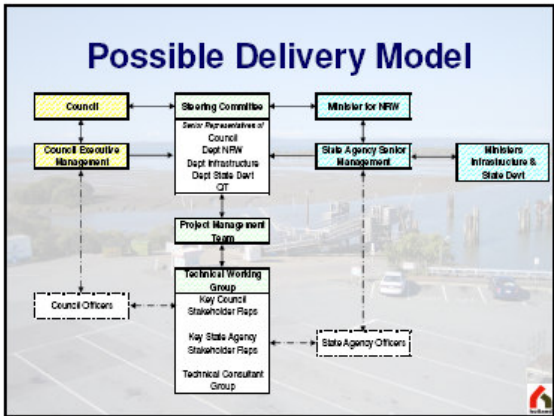
### Master Planning

- 2 main planning layers
- Need coherency
- Land use planning project feeds statutory process
- Maritime planning project for coherent development outcome



### Possible Option

- Where LUP is the lead project
- Joint Council / NRW lead land use planning
- Steering committee to include DI, QT to resolve marine operation planning
- Working group to include other key stakeholders



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### Possible Delivery Model

- Based on LUP project as principal driver
- Based on joint management and funding by NRW as land owner and Council as local planning authority
- Additional funding for maritime planning layers from DSD / DI / QT
- Includes maritime planning layer

### Conclusion

- Supplementary work very preliminary
- But indicates that the marina option should be investigated more thoroughly
- Adequate confidence in moving forward with a variation of Option 3a
- Subject to resolution of environmental constraints

**THANK YOU**



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## APPENDIX D

### STATE AGENCY FEEDBACK NOTES 14 SEPTEMBER 2007 PRESENTATION

As Provided By

  
Manager Marine Industries  
and Fibre Composites  
Department of State Development

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## **Draft Toondah Harbour Master Planning and Redevelopment Options Study Ernst and Young June 2007**

The project raises a number of significant issues that will need to be further considered. Some of the more significant issues are outlined below but I stress that this is preliminary advice only and more detailed consultations with the relevant State Government agencies should take place.

### **1. Coastal/Marine Planning Issues**

The site is mapped as Habitat zone of the Moreton Bay Marine Park however the Moreton Bay Marine Park zoning plan has Toondah Harbour as a designated works area. You should confirm that the full extent of the development proposed is located within this designated area.

The area is mapped within a "significant coastal wetland" and an "undeveloped tidal waterway" in the SEQ Regional Coastal Plan. The proposed marina would probably need to satisfy the "net benefit to the State" test, unless it is determined to be a public facility.

Most of the site is affected by the 100year storm tide (Redland Shire Council planning scheme). All proposed residential areas would probably need to be filled to above RL2.4m and the lower lying intertidal areas avoided.

### **2. Option Formulation and Assessment**

All options appear to involve the freeholding of existing parkland. A robust case would need to be provided to demonstrate that compensating benefits are being provided to offset this loss.

Council would also need to demonstrate that it has considered all feasible alternatives to the project particularly in regard to whether all feasible sites for the ferry operations have been considered.

### **3. Dredging Issues**

The existing harbour location will always be constrained by the shallow nature of the near-shore areas. The channel and proposed marina basin is exposed to the prevailing SE wind waves and will require significant ongoing dredging.

Dredging is a major issue which has not been addressed in the report. With the concept of including a marina, dredging will become an even more important issue to address. The cost of a long term dredging solution will be one of major ongoing maintenance costs for any development associated with this marine precinct area and is an overarching issue that needs to be kept in mind and addressed as part of this process.

### **4. Planning Scheme Issues**

Indications are that the land based elements of the proposed development are outside the intent of the Council's planning scheme for the area. A realistic assessment of the prospects of obtaining planning scheme approval would need to be provided.

## 5. Financial Feasibility

It has been a requirement of recent similar Government land redevelopment projects that they be undertaken at no cost to Government. The position of Government in relation to this project can only be determined after a more detailed development proposal is completed.

Assuming there is to be no State government funding for the development it is essential that the public benefits/outcomes/expectations are clearly defined as this will have a material impact on the area of land that is ultimately made available for commercial development to achieve such public benefits/outcomes/expectations.

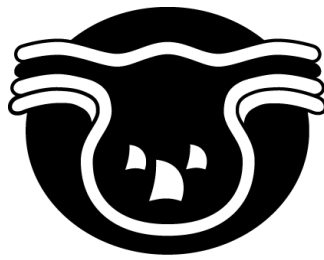
I suggest that developer input (using an open transparent approach) be sought early in the process to make sure what is being proposed is feasible from a commercial development perspective. Otherwise a lot of effort and resources could be wasted. As part of the developer input, developers could suggest what they would be looking for as part of the process to give greater clarity in putting together an overall viable development proposal. Such an approach seems to occur in NSW and Victoria. This approach would ensure all stakeholders expectations are managed as part of the process.

## 6. Land Ownership

I note that significant areas of land within the proposed redevelopment are owned or controlled by the CSIRO and private interests. A strategy to deal with this property interests will need to be developed.

Subject to Council being able to demonstrate that there are viable solutions to the issues raised above the Department is generally supportive of the further development of this regionally significant marine infrastructure precinct area. As a general principle it is suggested that preference be given to maximising the potential of existing significant marine precinct areas before the development of "green-field" sites in adjoining areas.

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**Redland**  
SHIRE COUNCIL

# REPORT

## PLANNING & POLICY COMMITTEE MEETING

**Wednesday 14 November 2007**

Council Chambers  
1st floor Administration Building  
Bloomfield Street Cleveland. Qld 4163

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      4.1   **TOONDAH HARBOUR REDEVELOPMENT** .....35

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**DECLARATION OF OPENING**

Cr Dowling declared the meeting open at 9.00am.

**RECORD OF ATTENDANCE AND LEAVE OF ABSENCE**Members Present

Cr P J Dowling	Acting Chairperson, Deputy Mayor and Councillor Division 4
Cr D H Seccombe	Mayor
Cr A G Barker	Councillor Division 1
Cr C B Ogilvie	Councillor Division 2
Cr D A Henry	Councillor Division 3
Cr T Bowler	Councillor Division 6
Cr M A Elliott	Councillor Division 7
Cr A R Beard	Councillor Division 8
Cr K M Williams	Councillor Division 9
Cr H J Murray	Councillor Division 10

Committee Manager

Mr G Underwood	General Manager Planning and Policy
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Officers

Mrs S Rankin	Chief Executive Officer
Mr G Photinos	Manager Environmental Management
Mr D Carter	Senior Advisor Natural Area Management
Ms K Petrik	Manager Marketing & Communications
Ms B Tidey	Strategic Planning Advisor
Ms R Bonnin	Manager Community and Social Planning
Mr G Soutar	Manager Operations & Maintenance
Mr D Elliott	Manager Infrastructure Planning

Minutes

Mrs J Parfitt	Corporate Meetings & Registers Officer
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**APOLOGY**

Moved by:	Cr Beard
Seconded by:	Cr Williams

That an apology be noted for Cr J L Burns.

CARRIED

**PUBLIC PARTICIPATION AT MEETING**

Moved by:	Cr Seccombe
Seconded by:	Cr Murray

That the meeting be adjourned for a 15 minute public participation segment.

CARRIED

Ms D Newton of Wellington Point addressed Committee in relation to the Council facilitated Koala Summit held 2<sup>nd</sup> and 3<sup>rd</sup> November 2007.



Moved by: Cr Henry  
Seconded by: Cr Elliott

That the meeting resume.

CARRIED

#### **DECLARATION OF INTEREST**

Cr Ogilvie declared a Material Personal Interest in Item 4.1 *Toondah Harbour Redevelopment*, as he owned adjoining property, and left the meeting at 11.30am.

#### **MOTION TO ALTER THE ORDER OF BUSINESS**

Nil.

Cr Murray left the meeting at 10.40am during discussion on Item 1.1 and returned at 10.47am during discussion on Item 3.3.

Cr Henry left the meeting at 11.02am during discussion on Item 3.3.

Cr Dowling left the meeting at 11.01am during discussion on Item 3.3 (Cr Beard presided) and returned at 11.04am during discussion on Item 3.5.

## 1 ITEM DELEGATED TO COMMITTEE FROM COUNCIL

### 1.1 DRAFT KOALA CONSERVATION AND MANAGEMENT POLICY AND STRATEGY 2007

**Dataworks Filename:** EM Koala Conservation Management Policy & Strategy

**Attachments:** [Draft Redlands Koala Policy 2007](#)  
[Draft Koala Implementation Strategy 2007](#)

**Responsible Officer Name:** Gary Photinos  
Manager Environmental Management

**Author Name:** Dan Carter  
Senior Advisor Natural Environment

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#### DELEGATED AUTHORITY

Council resolved on 31<sup>st</sup> October 2007 to refer the proposed Draft Koala Conservation and Management Policy and Strategy 2007 to the November meeting of the Planning and Policy Committee and that the Committee be delegated authority to consider and deal with the matter.

#### EXECUTIVE SUMMARY

The koala population in the Redlands is in significant decline and requires Redland Shire Council, neighbouring local Governments, the State Government, businesses and the community to take action to stop the key threats to the koala.

The draft policy and strategy 2007 now recognises the species as locally endangered within the Koala Coast Region and North Stradbroke Island.

The Koala Summit held on the 2<sup>nd</sup> and 3<sup>rd</sup> of November identified 12 conclusions listed in the report. These conclusions have been used as a basis for the new policy and strategy.

The accompanying strategy document outlines a recovery plan detailing key implementation actions and outcomes.

It is now proposed that committee under delegated authority from the General Meeting of 31<sup>st</sup> October receive the Draft Redlands Koala Policy and Strategy and release it for public consultation.

#### PURPOSE

That the Planning and Policy Committee, under delegated authority from the General Meeting 31<sup>st</sup> October 2007, resolve to receive the Draft Redlands Koala Policy and Strategy 2007 and to immediately commence public consultation.

#### BACKGROUND

- The Koala Conservation and Management Policy and Strategy was endorsed by Council in August 2002;
- The Policy Review Schedule indicated the policy was due for review in 2005;

- Council resolved in December 2005 that they recognised the initial review of the Koala Conservation and Management policy and strategy was limited, due to census information from the EPA not being available, and that before December 2006 a New Koala Conservation and Management policy and Strategy be brought to Council for endorsement;
- EPA advised that Koala Coast data would be completed in March 2006;
- In August 2006 the Nature Conservation (Koala) Conservation Plan 2006 and Management Program 2006 – 2016 was released by the EPA;
- In December 2006 Council resolved to release the Draft Koala Conservation and Management Policy and Strategy 2006 (POL-0362) for community engagement in accordance with Council's Community Engagement Policy acknowledging that the EPA census information was not officially released;
- In 2007 officers commenced meeting with key stakeholder groups such as Koala Action Group (KAG), Urban Development Institute of Australia (UDIA), meetings were sought with Wildlife Preservation Society Queensland Bayside Branch (WPSQ), Australia Koala Foundation, Minjerribah and Moorgumpin Elders in Council;
- On 12 February 2007, the Greenspace Enhancement Advisory Group's (GEAG) visit to Koala Beach helped in benchmarking actions undertaken by Council against actions being carried out at Koala Beach. Questions were asked on how viable the urban koala population in the Shire is;
- On 5 March, the GEAG held discussions about the protection of urban koalas in Ormiston and Wellington Point following the release of research funded by Council and University of Queensland;
- On 5 March, the Chair of the GEAG requested that the advisory group consider facilitating a full day forum to discuss issues relating to the sustainability of Redlands Urban Koalas, and the alignment of State koala mapping with Redlands Planning Scheme. The GEAG endorsed the forum proposal.
- On 16 April the Mayor and the Chair of the GEAG obtained support for the koala forum from a meeting held with the Minister of Environment;
- On 16 July the koala summit objectives, scope and format of the forum were developed by Council Officers;
- On 29 August 2007, the GEAG Meeting minutes which included the facilitating of the Koala Summit were endorsed by resolution of Council;
- On 8 September the Environmental Protection Agency released a "Report on the Koala Coast Koala Surveys 2005-2006", which highlighted a significant decline in the koala population for the combined koala coast area;
- On 5 October the Mayors of Brisbane, Logan and Redlands signed the Koala Coordinated Conservation Area Memorandum of Understanding document;
- On 31<sup>st</sup> of October Council resolved to refer the proposed Draft Koala Conservation and Management Policy and Strategy 2007 to the November meeting of the Planning and Policy Committee and that the Committee be delegated authority to consider and deal with the matter;
- On 2<sup>nd</sup> and 3<sup>rd</sup> of November Council facilitated the Koala Summit, which put forward conclusions that were accepted by the majority of participants on the Saturday.

## ISSUES

### COMMUNITY ENGAGEMENT ON THE DRAFTING OF THE NEW KOALA POLICY

#### STAKEHOLDER GROUP MEETINGS/DISCUSSIONS

Since the release of the draft Koala Policy and Strategy in December 2006 informal meetings or discussions have been held with stakeholder groups while awaiting the release of the EPA's report on the Koala Coast Koala Surveys 2005-2006. These included

- Koala Action Group (KAG),
- Urban Development Institute of Australia (UDIA),
- Wildlife Preservation Society of Queensland Bayside (WPSQB)
- Australia Koala Foundation (AKF)
- Greenspace Enhancement Advisory Group visit to Koala Beach NSW.

#### CONVENING THE KOALA SUMMIT 2<sup>ND</sup> AND 3<sup>RD</sup> OF NOVEMBER

In accordance with Council's Community Engagement framework for involving the community directly to ensure that public and private concerns are understood and considered, a Koala Summit was held at the Alexandra Hills Hotel on 2<sup>nd</sup> and 3<sup>rd</sup> November 2007. The summit was designed to ensure that concerns and issues from a broad stakeholder base are directly reflected in the draft Koala Policy and Strategy;

The objectives of the Summit were:

- to identify common ground for the stakeholders with respect to species protection generally and protection and management of koalas in particular
- to develop strategies to value and protect koalas in efficient and ecologically sound ways
- to gain commitment from the stakeholders to an agreed way forward for koala conservation
- to highlight and recognise the current positive actions taken by the stakeholders in koala conservation
- to understand the cost and benefits associated with maintaining the koala population within the Shire and the lifestyle changes that are required.

Over the two days presentations and discussions were held on the future of koalas, the barriers to increasing koala population, population growth in the shire, actions and conclusions of the summit.

Total attendance at the summit was in the order of 180 people with a range of stakeholders. The attendees heard from a range of speakers and from the attendees about koala management issues. Actions were derived from facilitated group and table discussions.

#### KOALA SUMMIT CONCLUSIONS:

The Koala Summit endorsed the following list as the main conclusions drawn from the presentations and deliberations at the Summit.

1. Redland Shire, its habitats and its koalas are special and unique and the community expects them to be protected

2. The koala urgently requires intervention to prevent extinction in the Koala Coast.
3. The urban koala population is vital for the survival of the Koala Coast population.
4. Biodiversity is integral to the social, cultural and economic wellbeing of the Redlands community.
5. A new vision is required in State Government and Redland Shire Council that determines human population, development assessment and review to ensure koala sustainability and to maintain koala population between 5000-6000 in the Koala Coast.
6. The critical issues to be addressed urgently are:
  - (a) Habitat loss
  - (b) Car strike
  - (c) Dog attack mortality
  - (d) Lack of community awareness, ownership and responsibility
7. State and Council strategic planning must limit urban expansion and recognise and address secondary impacts especially transport infrastructure based on the habitat required to support a viable koala population.
8. Koala habitat in urban areas must be protected and increased.
9. A collaborative, community development focused approach at the neighbourhood level is needed.
10. A collaborative approach with other Councils is needed to build a common vision.
11. Collaboration with infrastructure providers to build and fund a common vision is needed.
12. A broader range of incentives is required to protect and enhance habitat and build awareness.

The Koala Summit called upon the Redland Shire Council and other relevant agencies to provide action in response to these conclusions as adopted by the Koala Summit participants.

#### PROPOSED NEW "REDLANDS KOALA POLICY 2007"

It is felt that the new policy needs to elevate the significance and change in the way the council and the community views the koala in the Koala Coast and North Stradbroke Island. It was pointed out that the management of the koala within the Koala Coast requires the view of the koala population as a single population. Survival of the koala in the Shire requires coordination and cooperation of management by the community, state and local councils.

#### DECLARING THE KOALA LOCALLY ENDANGERED

In the Redlands the fact that koala population decline has dropped from 4053 in 1997 to 2939 in 2005 is significant. Without change by all stakeholders a dramatic decline of the koala in the Koala Coast is inevitable. This role of local government in biodiversity protection is important in recognising this threat facing koalas.

Redlands can view, with a high level of certainty that the population is endangered, for the koala coast, the state will continue to recognise it as Vulnerable and from a

Commonwealth level the Koala is identified as iconic. Local councils need to take a local perspective on fauna and flora as the significance of species richness on a local scale is as significant as a state or national level.

The locally “endangered” acknowledgement has been written into the policy under its Head of Power.

**A NEW POLICY OBJECTIVE:**

The old policy objective in 2002 was to:

*“Conserve and manage the Shire’s estimated population of 4,000 koalas in good health, where health is measured as greater than 75% of mature females breeding and less than 15% of koalas showing clinical signs of disease annually.”*

The new policy objective 2008 is proposed to be:

**“To provide a new vision and to meet community expectations to stop the rapid continuing decline of koalas by 2011 and take immediate action to recover the existing population to more than 5000 koalas in the Koala Coast by 2014.**

**To educate the whole community that Redlands habitat and its koalas are special, unique and integral to the environmental, social, cultural, and economic wellbeing of our community.**

**To measure, map and recognise in the State Koala Plan the unique North Stradbroke Island koala population.**

It was clear from the Summit that the koala in the Koala Coast is in decline and that without clear leadership and ownership of the issue by Council and the community the koala faces extinction.

A recent University of Queensland study by Morrison et. al. (2007), found that 90% of residents surveyed said more should be done to protect koalas and that Redland Shire Council should take leadership in koala protection. The fact the koala coast is an isolated population, the long term survival requires the state, local and community to embrace this. Population declines in Logan, Brisbane or Redlands will limit the long term survival of the species in the shire.

The Koala population on North Stradbroke Island needs to be mapped in accordance with the State Koala Plan and population estimated to allow future monitoring of the koala population to be undertaken. The North Stradbroke Island population is unique in that it is considered that these koalas are the only naturally occurring island population in the world.

Council should recognise that the Koala Coast population as an “endangered” species given the current rate of decline and its overall population declining below the key 5000 population level.

The Summit recognised the Redlands community may not be aware of the critical threat the koala population is facing and therefore education and public awareness needs to shift from just being “aware” to an “active” koala community. By this the community is prepared to take personnel action to improve the viability of the koala population both within the Koala Coast and North Stradbroke Island.

Another key point raised by the Summit was the impact of growth on the koala population in terms of habitat loss, and the anthropogenic impacts from this (cars, dogs and disease).

To address this, the majority of participants felt that growth should continue as long as a net increase of koala habitat is achieved and improve movement through developments. Redland Shire Council needs to develop biobanking or offset management to ensure habitat increases rather than loss.

#### **POLICY STATEMENTS NECESSARY TO ACHIEVE THE NEW OBJECTIVE**

The policy statements have been written to be direct and clear in terms of key actions required to protect the koala population in the Shire. Key threats identified were cars, trains, dogs, urban growth, habitat, koala movement through the landscape, research and increased community awareness to a Koala Active Community.

*“Redland Shire Council and its community in partnership with relevant state government departments, businesses, our neighbouring local governments in the Koala Coast region will take the appropriate steps to:*

1. Stop the impacts of urbanisation and its future growth on the koala population
  2. *Stop road and rail koala deaths*
  3. *Stop dog attacks on koalas*
  4. *Protect, enhance and increase koala habitat*
  5. *Improve koala movement in our neighbourhoods and backyards.*
  6. *Increase commitment to the level of funding for koala research and monitoring.*
  7. *Create a ‘Koala Active Community’, which understands its role and takes positive action for the long term survival of koalas.*
  8. *Prepare a detailed and costed implementation strategy.*

#### **IMPLEMENT STRATEGY FOR THE NEW POLICY**

A detailed Recovery Plan to implement the policy has been developed under the heading of each key statement from the policy. The actions created under each statement align to the key issues under those broad headings. In some circumstances a number of actions are identified for specific issues. For each action the key objective is identified in the column headed “Achieved outcome”. Each actions priority is identified in the column “Finished by” and who is responsible for the action along with an estimated cost.

#### **RELATIONSHIP TO CORPORATE PLAN**

The recommendation primarily supports Council's strategic priority to ensure the enhancement of biodiversity including koala habitat, bushland, greenspace, waterways, catchments, air and coastal ecosystems in recognition of our unique location on Moreton Bay.

The long term objective is to protect, maintain and enhance the health of the Shire's bushland, vegetation, koalas and native wildlife by taking the appropriate steps to stop the decline of biodiversity and revive the health of the ecosystems.

## FINANCIAL IMPLICATIONS

Currently the costed actions of the strategy total \$5,200,000 with no calculation of the actions that require specific officer time in addressing the issue identified. With approximately 60,829 lots in the shire it calculates out to \$85 per lot.

Developers will also incur cost in ensuring appropriate rehabilitation and plantings required along with State departments in terms of undertaking specific actions to reduce their impact on koalas.

It is also recommended that Council work with state and federal funding bodies to look at grants and other funding opportunities.

## PLANNING SCHEME IMPLICATIONS

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report may result in possible amendments to the Redlands Planning Scheme.

The implementation of an action plan will require further investigation of matters identified that will determine the scope of future amendments to the Redlands Planning Scheme.

## CONSULTATION

A detailed Community Engagement Strategy was prepared in the lead up to the Koala Summit to ensure relevant and appropriate stakeholders participated in the event. Stakeholder groups were also consulted prior to the Summit and in the lead into the Summit. Participation consisted of councillors, council officers, state government officers and other local council officers, developers, environmental groups, business, universities, school groups, canine groups and service organisations, and the Minister for Sustainability, Climate Change and Innovation.

Sponsorship obtained from Radio Station 4BC and the Bayside Bulletin/Redland Times will allow additional media support to the public consultation process, which will immediately commence with the approval of the Planning and Policy Committee of the draft policy and strategy document to be completed before mid December.

All submissions to the draft policy and strategy will be further considered by Council prior to the anticipated formal adoption of the policy in January 2008.

## OPTIONS

### PREFERRED

That Committee, under delegated authority, resolves to receive the Draft Redlands Koala Policy and Strategy 2007 and to immediately commence public consultation.

### ALTERNATIVE

That Committee, under delegated authority, resolves to defer consideration of the Draft Redlands Koala Policy and Strategy 2007 pending additional information being provided as directed by the committee.

## OFFICER'S RECOMMENDATION

That Committee, under delegated authority, resolves to receive the Draft Redlands Koala Policy and Strategy 2007 and to immediately commence public consultation.



**COMMITTEE DISCUSSION**

After discussion, some wording changes were made to Policy Statements 1, 2 and 3 in the attachment presented to Committee.

**COMMITTEE RESOLUTION**

Moved by: Cr Seccombe  
Seconded by: Cr Beard

**That Committee, under delegated authority, resolves to receive the Draft Redlands Koala Policy and Strategy 2007, as amended and attached, and to immediately commence public consultation.**

**CARRIED**

A division was called for.

Crs Williams, Beard, Elliott, Seccombe, Henry, Ogilvie, Barker and Dowling voted in the affirmative.

Cr Bowler voted in the negative.

Cr Murray was not present when this motion was put.

Cr Burns was absent from the meeting.

The motion was declared by the Chair as **CARRIED**.

Right to Information Release

## 2 CUSTOMER SERVICES

### 2.1 COUNCILLORS' CBF DIVISION 3 - PROVISION OF DOG EXERCISE EQUIPMENT, THORNLANDS

**Dataworks Filename:** G & S Community Benefit Fund  
**Responsible Officer Name:** Neil Kesur  
Services Manager Parks & Conservation  
**Author Name:** Bill McDowell  
Senior Advisor Urban Landscape

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#### EXECUTIVE SUMMARY

Council annually allocates in its budget an amount for discretionary spending by Divisional Councillors known as the Councillors' Community Benefit Fund (CCBF). All requests for funding individual projects with a greater expenditure than \$5,000 requires approval from Council.

This request is for an amount of \$6,174.00 (GST exclusive) to be allocated for the purchase of dog exercise equipment for the dog off leash area at Robert Mackie Park, Thornlands.

#### PURPOSE

The purpose of this report is to seek approval from Council for an allocation from the Division 3 portion of the CCBF for \$6,174 (GST exclusive) for the purchase of dog exercise equipment to be installed within the dog off leash area at Robert Mackie Park, Thornlands.

#### BACKGROUND

At the request of the Councillor for Division 3, the Senior Advisor Urban Landscape was requested to supply the cost to install dog exercise equipment. The equipment will be installed at the dog off leash area within Robert Mackie Park, Thornlands.

Once this was supplied to the Divisional Councillor, confirmation was received to proceed with this project. Current quotations from suppliers were then sought to finalise an order.

The equipment to be supplied and installed is the same as that previously supplied at the dog off leash area in the Windemere Road Park, Alexandra Hills. The cost to supply and install 6 pieces of equipment is \$6174.00 (GST exclusive).

#### ISSUES

No issues have been identified.

#### RELATIONSHIP TO CORPORATE PLAN

The recommendation primarily supports Council's strategic priority to 'Build safe, strong and self reliant communities with access to community services, infrastructure and opportunities for participation in community life'.

**FINANCIAL IMPLICATIONS**

The Division 3 Councillor supports this project and has sufficient funds to allocate an amount of \$6,174.00 (GST exclusive) from the Division 3 portion of the CCBF.

**PLANNING SCHEME IMPLICATIONS**

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will not require any amendments to the Redlands Planning Scheme.

**CONSULTATION**

The Councillor Division 3 has consulted via email to make this request. No further consultation has been undertaken.

**OPTIONS****PREFERRED**

That Council resolve to approve an allocation of \$6,174.00 (GST exclusive) from the Division 3 portion of the Councillors' Community Benefit Fund for the supply and installation of dog exercise equipment for the dog off leash area at Robert Mackie Park, Thornlands.

**ALTERNATIVE**

That Council not approve the allocation of \$6,174.00 (GST exclusive) for this project.

**OFFICER'S/COMMITTEE RECOMMENDATION**

Moved by: Cr Henry  
Seconded by: Cr Elliott

**That Council resolve to approve an allocation of \$6,174.00 (GST exclusive) from the Division 3 portion of the Councillors' Community Benefit Fund for the supply and installation of dog exercise equipment for the dog off leash area at Robert Mackie Park, Thornlands.**

**CARRIED**

### 3 PLANNING AND POLICY

#### 3.1 PUBLIC NOTIFICATION OF CLEVELAND AND CAPALABA STREETSCAPE MANUALS

<b>Datworks Filename:</b>	Cleveland and Capalaba Town Centre Streetscape Guideline Manuals
<b>Attachments:</b>	<a href="#">Streetscape Design Manuals Planning Scheme Policy</a> <a href="#">Cleveland Principal Activity Streetscape Design Manual</a> <a href="#">Capalaba Principal Activity Streetscape Design Manual</a>
<b>Responsible Officer Name:</b>	Wayne Dawson Manager Land Use Planning
<b>Author Name:</b>	Bridget Tidey Strategic Planning Advisor

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#### EXECUTIVE SUMMARY

The Streetscape Design Manuals Planning Scheme Policy and supporting Cleveland and Capalaba Streetscape Design Manuals have been advertised for public consultation in accordance with the *Integrated Planning Act 1997*, Schedule 3 – Process for making or amending planning scheme policies. No submissions were received during the consultation period of 20 business days.

It is recommended that Council adopts the Streetscape Design Manuals Planning Scheme Policy and supporting Cleveland and Capalaba Streetscape Design Manuals for inclusion in Part 11 of the Redlands Planning Scheme (RPS).

#### PURPOSE

To resolve to adopt Planning Scheme Policy 17 – Streetscape Design Manuals for the purpose of inclusion into the Redlands Planning Scheme in accordance with Schedule 3, Part 3, s5(a) of the *Integrated Planning Act 1997*.

#### BACKGROUND

At the General Meeting on 29 August 2007 Council resolved:

1. To propose to make new Planning Scheme Policy 17 – Streetscape Design Manuals as attached; and
2. That the relevant actions for notification and consultation be undertaken in accordance with Schedule 3 of the *Integrated Planning Act 1997* for the adoption of the Planning Scheme Policies.

The proposed Planning Scheme Policy and supporting Cleveland and Capalaba Streetscape Design Manuals were advertised for public notification purposes.

#### ISSUES

The attached Streetscape Design Manuals Planning Scheme Policy and supporting Cleveland and Capalaba Streetscape Design Manuals are now presented for adoption into the Redlands Planning Scheme.

## Public Consultation

Public consultation for the proposed Planning Scheme Policy was conducted between 24 September 2007 and 19 October 2007, in accordance with the requirements of the *Integrated Planning Act 1997*, Schedule 3 – Process for making and amending planning scheme policies.

No submissions were received.

## RELATIONSHIP TO CORPORATE PLAN

The recommendation primarily supports Council's strategic priority to Build safe, strong and self reliant communities with access to community services, infrastructure and opportunities for participation in community life.

## FINANCIAL IMPLICATIONS

There are minimal costs of including Planning Scheme Policy 17 into Part 11 of the RPS.

## PLANNING SCHEME IMPLICATIONS

It is considered that the outcome of recommendations in this report will not result in amendments to the Redlands Planning Scheme. It is intended that the amended Streetscape Design Manuals be called up under the new Streetscape Design Planning Scheme Policy. The requirements to address streetscape improvement works as part of new development applications is established through the Major Centre zone code and the Centre Design and Landscape codes.

## CONSULTATION

Community consultation has been conducted through the public consultation process.

## OPTIONS

### PREFERRED

That Council resolve to adopt Planning Scheme Policy 17 – Streetscape Design Manuals, in accordance with Schedule 3, Part 3, s5(a) of the *Integrated Planning Act 1997* and include this Planning Scheme Policy in Part 11 of the Redlands Planning Scheme.

### ALTERNATIVE

That Council resolve not to adopt Planning Scheme Policy 17 – Streetscape Design Manuals, in accordance with Schedule 3, Part 3, s5(a) of the *Integrated Planning Act 1997* and not include this Planning Scheme Policy in Part 11 of the Redlands Planning Scheme.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Ogilvie  
Seconded by: Cr Seccombe

**That Council resolve to adopt Planning Scheme Policy 17 – Streetscape Design Manuals, in accordance with Schedule 3, Part 3, s5(a) of the *Integrated Planning Act 1997* and include this Planning Scheme Policy in Part 11 of the Redlands Planning Scheme.**

## CARRIED

### 3.2 MEMORANDUM OF UNDERSTANDING - DALPURA BAY PARK - MACLEAY ISLAND

**Dataworks Filename:** P & R Planning - Local Parks

**Attachments;** [Memorandum Of Understanding - Dalpura Bay Park - Macleay Island](#)  
[Dalpura Bay Park Concept Plan](#)  
[Locality Map Dalpura Bay Park, Macleay Island](#)

**Responsible Officer Name:** Gary Photinos  
Manager Environmental Management

**Author Name:** Annette Henderson  
Technical Officer Open Space Planning

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#### EXECUTIVE SUMMARY

The Macleay Island Lions Club have proposed to provide the labour for a landscaping project at Dalpura Bay Park situated at 5 Coondooroopa Drive (Lot 2 on SP 195921) and Council owned land at 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island.

The Macleay Island Lions Club have within their membership, builders, concreters, landscapers and other tradesmen who are willing to provide their labour to contribute to the local community.

The Memorandum of Understanding will formalise the agreement between the Macleay Island Lions Club and Council for this landscaping project for 2007/2008 financial year.

#### PURPOSE

The purpose of this report is to seek Council resolution to formalise an agreement with a Memorandum of Understanding between the Macleay Island Lions Club and Council (Parks and Conservation) for the landscaping of Dalpura Bay Park at 5 Coondooroopa Drive (Lot 2 on SP 195921) and 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island.

#### BACKGROUND

The Macleay Island Lions Club have proposed to provide the labour for the landscaping project at Dalpura Bay Park situated at 5 Coondooroopa Drive (Lot 2 on SP 195921) and Council owned land at 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island resulting in:

- Considerable cost savings for Council
- The satisfaction of the members who are tradesmen, investing in their local community
- More infrastructure/upgrade sooner rather than later for the Bay Island community.

#### ISSUES

The Macleay Island Lions Club has within their membership, tradesmen who are willing to provide their labour to contribute to the local community and environment. The Technical Officer Open Space Planning has been liaising with the Macleay Island Lions Club President for this project.

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The landscape design plan that will accompany the MOU has been created by the Advisor Landscape Architect Open Space Planning in consultation with the Macleay Island Lions Club.

The landscape plan has the supporting documentation of:

- Landscape Specification
- Schedule of Works
- Bill of Quantities
- Probable Cost Estimate

Council's Parks and Conservation Service Manager will purchase materials on behalf of the Macleay Island Lions Club, using the existing supply arrangements and will work with the Macleay Island Lions Club to supervise and co-ordinate this project.

The landscape project consists of:

- Concrete pathway
- Bollards
- Planting and mulching
- Generally enhancing and beautifying the parks

#### **RELATIONSHIP TO CORPORATE PLAN**

The recommendation primarily supports Council's strategic priority to build safe, strong and self reliant communities with access to community services, infrastructure and opportunities for participation in community life.

#### **FINANCIAL IMPLICATIONS**

The funding of \$25,000 is available in Capital Works Program for 2007/2008. The landscaping project is scheduled for completion by the end of June 2008.

#### **PLANNING SCHEME IMPLICATIONS**

There are no Redlands Planning Scheme implications.

#### **CONSULTATION**

The Project Delivery Group Manager, the Contract Services Manager, the Risk and Liability Manager, the Legal Services Manager, the Environmental Management Manager, the Parks and Conservation Services Manager, the Senior Advisor Open Space Planning and the Advisor Landscape Architect Open Space Planning have all been consulted.

The Memorandum of Understanding template was created by the Legal Services Manager. The Indemnity and Release, Section 11 of the MOU was collaboratively written by the Legal Services Manager and the Risk and Liability Manager.

The Secretary and the Immediate Past President of the Macleay Island Lions Club and the Parks and Conservation Services Manager have been consulted and have signed the MOU.

## OPTIONS

### PREFERRED

That Council resolves as follows:

1. To approve the Memorandum of Understanding between the Macleay Island Lions Club and Council (Parks and Conservation) for the landscaping of Dalpura Bay Park at 5 Coondooroopa Drive (Lot 2 on SP 195921) and 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island;
2. That the Chief Executive Officer be authorised to sign all relevant documentation in relation to the Memorandum of Understanding.

### ALTERNATIVE

That Council decline to resolve to approve the Memorandum of Understanding between the Macleay Island Lions Club and Council (Parks and Conservation) for the landscaping of Dalpura Bay Park at 5 Coondooroopa Drive (Lot 2 on SP 195921) and 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island and seek to have the scheduled works undertaken with the normal council procurement processes.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Ogilvie  
Seconded by: Cr Elliott

That Council resolves as follows:

1. To approve the Memorandum of Understanding between the Macleay Island Lions Club and Council (Parks and Conservation) for the landscaping of Dalpura Bay Park at 5 Coondooroopa Drive (Lot 2 on SP 195921) and 27 Dalpura Street (Lot 494 on RP 118166), Macleay Island; and
2. That the Chief Executive Officer be authorised to sign all relevant documentation in relation to the Memorandum of Understanding.

### CARRIED



### 3.3 PARK NAMING REQUESTS

<b>Datworks Filename:</b>	<b>P&amp;R Naming – P&amp;R Parkland</b>
<b>Attachments:</b>	<a href="#"><u>Locality Maps - Park Naming Requests</u></a> <a href="#"><u>Letter requesting Park Naming of Frederick Muller Park</u></a> <a href="#"><u>Letter of request from Lions Club for David Parr – Brompton Street Park Alexandra Hills</u></a>
<b>Responsible Officer Name:</b>	<b>Gary Photinos</b> <b>Manager, Environmental Management</b>
<b>Author Name:</b>	<b>Angela Wright</b> <b>Senior Advisor Open Space Planning</b> <b>Neil Kesur</b> <b>Parks and Conservation Service Manager</b>

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#### EXECUTIVE SUMMARY

The purpose of this report is to provide recommendations on three (3) naming requests received by Council based on the Park Naming, Memorials, and Tributes Policy Document – POL-3068 adopted by Council on 26 September 2007 and Local Law No.15 Parks and Reserves. The policy acknowledged that any Council decision, by resolution, will take precedence over any aspect of the policy where exceptional circumstances have been demonstrated.

Local recreation parks tribute naming will only be considered in exceptional circumstances to recognise individuals for their eminence and exceptional endeavours associated with the community.

An alternate approach is to consider a tribute park bench option under Guideline Document GL3068-001 Tribute Park Bench Guidelines.

#### PURPOSE

That Council resolve:

1. To tribute name the park at 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park for his eminence and outstanding endeavour associated with the Redlands Community.
2. To provide a tribute park bench in the Fisher Road Urban Habitat, 18-40 Fisher Road for Vic Arthur to recognise his community service and dedication to the protection of open space in Thorneside,
3. Provide a tribute park bench in the Brompton Street Park Alexandra Hills for David Parr to recognise his community service through his participation in the Lions Club of Capalaba.

#### BACKGROUND

- At the General Meeting of 2 May 2007, Council resolved that petition requesting the renaming of local park Fisher Road Urban Habitat, Thorneside, be received and referred to the appropriate area of council for consideration and report to the relevant Committee.

- Request was received by Cr M Elliott by Jack Rosa requesting that the Brompton Street Park Alexandra Hills, be renamed after long serving Lions Club Member David Parr.
- Request was received by Council from Ms A Huntington (great granddaughter) seeking Council approval to rename Collins Street Park Redland Bay to Frederick Muller Park.

## ISSUES

### NAMING OF PARK OR RESERVES

The Council may by resolution under the provisions of Local Law 15 assign a name to a park or reserve; or change the name of a park or reserve. In addition, Council adopted the Park Naming, Memorials and Tributes Policy nominates that Local Recreational Parks can be considered for tribute naming or renaming in exceptional circumstances to recognise individuals for their eminence and outstanding endeavour associated with the Redlands community such as:

- Provided extensive community service,
- Worked to foster equality and reduce discrimination,
- Risked his/her life to save others,
- Prior ownership for a significant period of time,
- Made a significant financial or non financial contribution to the park.

As an alternative to Tribute Park naming Council now has the option to consider nominating a tribute park bench for individuals or organisations where the individual or organisation being recognised has:

- Provided extensive community service,
- Worked to foster equality and reduce discrimination,
- Risked their life/lives to save others,
- The park or open space in question has space for a bench as determined by the Open Space Plan embellishment standards relevant to the park classification
- There is an established user need for a bench to be installed in a certain location.
- It is aesthetically appropriate that a bench to be installed in a certain location.
- The type of bench provided will conform to the specifications of the open space plan and the design standards outlined in any relevant park master plan.
- Council will be responsible for all costs associated with the installation, and maintenance of such a bench including its replacement once the asset has reached the end of its term.

### Request to name Local Recreational Parkland in Collins Street Redland Bay - "Frederick Muller Park"

Council has received a detail submission from Adele Huntington, the great grand daughter of Fredrick Muller. The following extracts from that submission which forms an attachment to this reports shows:

- Arnold Frederick Muller (1847-1936) settled in Redland Bay in 1870. He made a valuable contribution to the development of the area by clearing and farming virgin land of which No. 2 Collins Street Park was a small part.
- He was the driving force in the establishment of both the Redland Bay Primary School and the Redland Bay Baptist Church.
- He served as a Councillor and Chairman for the Tingalpa Divisional Board in the late 1880's and early 1900's as a trustee for the original cemetery on Serpentine Creek Road.
- He also encouraged new settlers into the area.

The submission provided shows that Arnold Frederick Muller was an energetic, community-minded man and a significant pioneer of Redland Bay. The proposal demonstrates that the actual land where the park now stands is of significance to the Muller family.

As he was known by his second name using the English spelling, the family has proposed the park in Collins Street be named Frederick Muller Park.

The proposal clearly demonstrates the eminence and outstanding endeavours of Frederick Muller to the Redlands community and the naming request is consistent with tribute naming for Local Recreational Parks.

It is recommended that this request be agreed to by Council.

#### Request to Rename the Fisher Road Urban Habitat - "Vic Arthur Park"

Council has received a petition with 79 signatures, which reads,

*"We, the undersigned residents of Thorneside and district, do hereby respectfully request the Redland Shire Council name the parkland in Fisher Road, up to the corner with Leon Street, currently known as the "Fisher Road Park" to be renamed "Vic Arthur Park".*

#### *Reasons:*

- *Vic Arthur of 45 Fisher Road, Thorneside, has resided opposite this parkland since 1980, and is closely associated with its very existence as parkland, and has given well over and above all other residents to keep a viable environment for the future.*
- *Vic Arthur was instrumental in saving this parkland and other conservation lands in Fisher Road from development or sale in 1993-7.*
- *Vic Arthur proved his dedication to the open space of Thorneside when he voluntarily had his 6 acres of land rezoned from Res A to Conservation (Special Environmental), thus foregoing development rights on his 6 acres in Fisher Road. He was satisfied with compensation of a fraction of the potential gain.*
- *Vic Arthur still cares for the area, using his own mower to ensure firebreaks are kept clear on the Council land as well as his own.*
- *The Thorneside community respects Vic Arthur for what he has done for the natural environment in Thorneside, and wish this parkland be named "Vic Arthur Park" in recognition of his great personal contribution".*

Cr Murray is seeking Council's approval to rename Fisher Road Urban Habitat, as the Vic Arthur Park.

Additional research with the local history unit has not provided any further information to substantiate a tribute park naming request. However, this nomination would meet the criteria for a Council Nominated Tribute Park Bench.

Proposed to name the Brompton Street Local Park Alexandra Hills - "David Parr Park"

A nomination has been received by Council and supported by the Divisional Councillor that local park in Alexandra Hills be named after David Parr for his long and dedicated service to the Lions Club with particular reference to the Capalaba branch.

From the information provided to Council, the nomination does not appear to meet the parks naming criteria. However, this nomination would meet the criteria for a Council Nominated Tribute Park Bench should Council wish to provide some form of tribute.

### RELATIONSHIP TO CORPORATE PLAN

The recommendation in this report primarily supports Council's strategic priority to build safe, strong and self reliant communities with access to community services, infrastructure and opportunities for participation in community life.

### FINANCIAL IMPLICATIONS

The naming of the parks would involve a financial implication of approximately \$1,500 per Park for the supply and installation of a park name sign.

Tribute park bench would involve a financial implication of approximately \$1,200 inclusive of plaque.

The acceptance of the recommendations provided would need to be funded from the Parks and Reserves Unit normal operating budget.

### CONSULTATION

The Divisional Councillors of each park naming request specific to their divisional area Cr Murray, Cr Elliott and Cr Burns. Cr Williams was also being consulted on the Brompton Street Park naming request. Technical Support Officer Open Space Planning was also consulted.

Historical support information was provided by the Local History Librarian.

### OPTIONS

#### PREFERRED

That Council resolve to:

1. Tribute name the park at 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park for his eminence and outstanding endeavour associated with the Redlands Community.
2. Advise the petitioners that the nomination for the tribute naming of Fisher Road Urban Habitat was not successful.

## ALTERNATIVE

That Council resolves:

1. To tribute name the park at 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park for his eminence and outstanding endeavour associated with the Redlands Community;
2. To provide a tribute park bench in the Fisher Road Urban Habitat, 18-40 Fisher Road for Vic Arthur to recognise his community service and dedication to the protection of open space in Thorneside; and
3. To provide a tribute park bench in the Brompton Street Park Alexandra Hills for David Parr to recognise his community service through his participation in the Lions Club of Capalaba.

## ALTERNATIVE 2

That Council resolves:

1. To rename Collins Street Park Redland Bay, 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park;
2. To rename Fisher Road Urban Habitat, 18-40 Fisher Road Thorneside (Lots 345,346,347,348,349,350,351,352,353,354,355,356 on RP 14126) and 13 Hugh Street Thorneside (Lot 331 on RP 14126) as Vic Arthur Park; and
3. To rename Brompton Street Park Alexandra Hills at 9 Sherrington Street Alexandra Hills (Lot 474 on RP176104) as David Parr Park.

**OFFICER'S RECOMMENDATION**

That Council resolve to:

1. Tribute name the park at 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park for his eminence and outstanding endeavour associated with the Redlands Community; and
2. Advise the petitioners that the nomination for the tribute naming of Fisher Road Urban Habitat was not successful.

**COMMITTEE DISCUSSION**

Committee felt that all three park naming requests were justified and therefore Alternative Option 2 would be recommended to Council.

**COMMITTEE RECOMMENDATION**

Moved by: Cr Elliott  
Seconded by: Cr Murray

**That the Officer's Recommendation not be accepted and that Council resolve to:**

1. **Rename Collins Street Park Redland Bay, 2 Collins Street Redland Bay (Lot 500 on SP136026) as Frederick Muller Park;**
2. **Rename Fisher Road Urban Habitat, 18-40 Fisher Road Thorneside (Lots 345,346,347,348,349,350,351,352,353,354,355,356 on RP 14126) and 13 Hugh Street Thorneside (Lot 331 on RP 14126) as Vic Arthur Park; and**

3. **Rename Brompton Street Park Alexandra Hills at 9 Sherrington Street Alexandra Hills (Lot 474 on RP178104) as David Parr Park.**

**CARRIED**

A division was called for.

Crs Murray, Williams, Beard, Elliott, Bowler, Seccombe, Ogilvie and Barker voted in the affirmative.

Crs Henry and Dowling were not present when this motion was put.

Cr Burns was absent from the meeting.

The motion was declared by the Chair as **CARRIED** (unanimously).

Right to Information Release

### 3.4 CORPORATE POLICY 2407 MARKETS - NON PROFIT AND COMMERCIAL

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<b>Datworks Filename:</b>	<b>R&amp;C Convening of Non Profit and Commercial Markets</b>
<b>Attachment:</b>	<a href="#"><u>Corporate Policy 2407 Markets - Non Profit and Commercial</u></a>
<b>Responsible Officer Name:</b>	<b>Roberta Bonnin Manager Community and Social Planning</b>
<b>Author Name:</b>	<b>Trevor Green Senior Advisor Environmental Health</b>

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#### EXECUTIVE SUMMARY

Corporate Policy POL-2407 Markets – Non Profit and Commercial was reviewed under the policy review program. The report recommends that the policy be declared obsolete.

#### PURPOSE

For Council to resolve that Corporate Policy POL-2407 Markets – Non Profit and Commercial be declared obsolete.

#### BACKGROUND

Corporate Policy POL-2407 Markets – Non Profit and Commercial was reviewed under the policy review program.

#### ISSUES

The objective of the existing policy is to encourage and regulate economically sustainable markets. Included in the policy statement (attached) is a commitment to controlling the number, frequency and quality of non-profit and commercial markets and other factors relating to marketplace positioning and viability. After internal consultation, officers have determined that the continuation of the policy in this form is not required.

While Council's involvement in controlling such non regulatory aspects of markets is not considered necessary, Council's involvement in the regulation of the setting up and operation of markets in the Shire remains adequately covered through a number of State legislative and Council regulatory controls.

Council's involvement in promotion and support for markets will be addressed as part of the Festivals and Events Strategy and Policy. This will include clearer, more direct Council processes for persons wanting to operate markets. It will also address the application process, aiming to provide a more interdepartmentally coordinated approach to the evaluation of applications, which in turn will provide benefits to applicants, Council and the Redland's community. The Festivals and Events Strategy and Policy will be presented to Council for endorsement within the 07/08 financial year.

#### RELATIONSHIP TO CORPORATE PLAN

The recommendation primarily supports Council's strategic priority to build safe, strong and self reliant communities with access to community services, infrastructure and opportunities for participation in community life.

#### FINANCIAL IMPLICATIONS

There are no financial implications.

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## PLANNING SCHEME IMPLICATIONS

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will not require any amendments to the Redlands Planning Scheme.

## CONSULTATION

In reviewing the policy, consultation occurred with Customer and Community Services, Land Use Planning, Operations and Maintenance, Economic Development and Assessment Services.

## OPTIONS

### PREFERRED

That Council resolve to declare obsolete Corporate Policy POL-2407 Markets – Non Profit and Commercial.

### ALTERNATIVE

That Council resolve that Corporate Policy POL-2407 Markets – Non Profit and Commercial remain current and the next review date be set for December 2010.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Elliott  
Seconded by: Cr Ogilvie

**That Council resolve to declare obsolete Corporate Policy POL-2407 Markets – Non Profit and Commercial.**

## CARRIED

Right to Information Release



### 3.5 PROPOSED CAPALABA BUSINESS DISTRICT

<b>Datworks Filename:</b>	Capalaba Business District
<b>Attachments:</b>	<a href="#">Maps showing the proposed Capalaba Business Precinct</a>
<b>Responsible Officer Name:</b>	Alan Burgess Manager Economic Development
<b>Author Name:</b>	Alan Burgess Manager Economic Development

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#### EXECUTIVE SUMMARY

The Capalaba area contains one of the major retail and business sectors of the Shire. At the General Meeting of 26 September, a General Business item was adopted:

##### 10.5.1 CAPALABA BUSINESS PRECINCT

*That a report be brought back to a future Planning and Policy Committee meeting defining the area of the Capalaba Business Precinct to allow this to be identified for promotion within the Shire.*

The attached maps identify the proposed business district within Capalaba which can be used for promotional purposes.

#### PURPOSE

The purpose of this report is to identify the specific area within Capalaba which can be identified for promotional purposes by the business community.

#### BACKGROUND

The Capalaba area contains one of the major retail and business sectors of the Shire. Businesses within the area have suggested it would be beneficial to promote the District as a single entity, rather than separate sub centres or streets.

#### ISSUES

The Capalaba area contains one of the major retail and business sectors of the Shire. It has been suggested this area should be formally identified to allow for collective internal promotion and marketing of the area by businesses within the defined boundaries. The area is nominally identified as the Capalaba Business District, until a more appropriate title is established through consultation with local businesses and stakeholders. The proposed area is detailed in the attached maps and would have road entry points at the following locations:

- Old Cleveland Road, west of Redland Bay Road intersection,
- Old Cleveland Road East,
- Finucane Road,
- Redland Bay Road, west of Windemere Road intersection,
- Mt Cotton Road, South of Moreton Bay Road intersection, and
- Moreton Bay Road, West of Mt Cotton Road intersection.

## RELATIONSHIP TO CORPORATE PLAN

The recommendation primarily supports Council's strategic priority to Enhance employment participation and the community's standard of living through encouraging economic development opportunities.

## FINANCIAL IMPLICATIONS

The promotion of the Capalaba Business District would be undertaken by the Chamber of Commerce and/or the businesses within the zone.

## PLANNING SCHEME IMPLICATIONS

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will not require any amendments to the Redlands Planning Scheme.

## CONSULTATION

Land use planning and representatives from the Business district were consulted and agree with the proposal.

## OPTIONS

### PREFERRED

That Council resolve to accept the identified area within Capalaba, to be used for collective business promotional purposes.

### ALTERNATIVE

That Council not accept the identified area within Capalaba, to be used for collective business promotional purposes.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Williams

Seconded by: Cr Seccombe

**That Council resolve to accept the identified area within Capalaba, as shown on the attached map, to be used for collective business promotional purposes.**

## CARRIED

### 3.6 TOURISM WORKING GROUP FOR VISITOR SERVICES STRATEGY

**Datworks Filename:** ED Projects - Redland Shire Visitor Services Strategy

**Responsible Officer Name:** Alan Burgess  
Manager Economic Development

**Author Name:** Jan Sommer  
Tourism Development Coordinator

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#### EXECUTIVE SUMMARY

The Visitor Services Strategy was presented to the Planning and Policy Committee meeting on 17 October 2007. Council resolved to endorse the strategy for further consideration including a full review of the Visitor Services Report, and the key findings and recommendations.

It was further resolved to establish a collaborative Tourism Working Group consistent with the recommendations of the Calais Report, plus two councillors.

At the General Meeting of Council on 31 October, it was resolved that the membership of the group to be presented for agreement at the Planning and Policy Committee meeting on 14 November 2007 and that the Working Party report back to Council on its findings to the January Planning and Policy Committee meeting.

Invitations have been extended to the following people, acknowledging that should unforeseen circumstances arise, ability to participate may be limited.

Mayor Don Secombe  
Cr Craig Ogilvie  
Cr Karen Williams  
Chair, Redlands Tourism  
Graeme Leishman, Sea Stradbroke / BITS, Water Transport Sector  
David Thomson, Stradbroke Ferries, Water Transport Sector  
Melva Hobson, B & B Sector & Redlands Tourism  
Colin McInnes, southern Moreton Bay islands  
Suzanne Deed, North Stradbroke Island & Accommodation Sector  
Juliette Lally, North Stradbroke Island & Hospitality/Functions Sector  
Marianna Tigani, Restaurant Sector  
Jason Thomas, Wine and Attractions Sector  
Redland Chamber of Commerce, Retail & Business Sector  
Heather Truman, Visitor Services Sector  
Alan Burgess, Manager Economic Development  
Jan Sommer, Tourism Development Officer

#### PURPOSE

The purpose of this report is to select the membership of the Tourism Working Group. It is important that the Tourism Working Party represents the diversity of industry sectors and organisations within the Redland Shire.

#### BACKGROUND

In December 2006, Council requested the preparation of a Visitor Services Strategy to determine the future delivery of visitor services in the shire.

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Calais Consultants was commissioned to undertake four (4) workshops with Councillors, key stakeholders and the tourism industry workshops and to prepare a report at the conclusion. The Review of Visitor Services Report, prepared by Satwant Calais, principal of Calais Consulting. This report drew upon the extensive research, interviews and questionnaires that were undertaken to prepare the overall Visitor Services Strategy.

## ISSUES

The issues to be considered are as follows:

- a) Definitions and roles of responsibilities of Council and local Tourism Organisations for tourism in Redland Shire;
- b) Establishment of a hierarchy of visitor services, including a primary accredited Visitor Information Centre, supported by non accredited supplementary centres on the islands and mainland;
- c) Engage "captured" audience via multimedia presentations and destination information on water transport vehicles;
- d) Rationalise critical destination marketing tools to a single website and visitor guide reflecting the Redlands on Moreton bay branding;
- e) Direct all marketing initiatives to the 1300 telephone number and single website, incorporating the online booking service offered by Brisbane marketing, to deliver comprehensive customer service;
- f) Install a KPI system which provides a clear picture of services being provided and the ability to track the response to marketing campaigns. This includes a dedicated 1300 telephone line and statistics for online and email bookings;
- g) Investigate the financial viability and effectiveness of stand alone kiosks and report back to Council with recommendations and budget implications.

## RELATIONSHIP TO CORPORATE PLAN

The recommendation primarily supports Council's strategic priority to Enhance employment participation and the community's standard of living through encouraging economic development opportunities.

## FINANCIAL IMPLICATIONS

The 2007/08 budget has been committed to the delivery of visitor information services at Redland Shire Visitor Information Centre. To implement some of the initiatives proposed in the strategy, it will be necessary to reassess the sole allocation of funds for this purpose and to engage with the local tourism and business community, commercial & franchise partners to investigate alternative funding opportunities.

## PLANNING SCHEME IMPLICATIONS

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will not require any amendments to the Redlands Planning Scheme.

## CONSULTATION

Consultation to ensure that tourism industry sectors and organisations within the shire were represented was undertaken with the Mayor and General Manager, Planning and Policy.

It is proposed that the Tourism Working Group will undertake several workshop style meetings in late November and early December, given the competing demands of the festive and holiday season. Satwant Calais, principal of Calais Consultants has been engaged to facilitate the workshops.

## OPTIONS

### PREFERRED

That Council approve the following membership for the Tourism Working Group:

- Mayor Don Seccombe
- Cr Craig Ogilvie
- Cr Karen Williams
- Chair, Redlands Tourism
- Graeme Leishman, Sea Stradbroke / BITS, Water Transport Sector
- David Thomson, Stradbroke Ferries, Water Transport Sector
- Melva Hobson, B & B Sector & Redlands Tourism
- Colin McInnes, southern Moreton Bay islands
- Suzanne Deed, North Stradbroke Island & Accommodation Sector
- Juliette Lally, North Stradbroke Island & Hospitality/Functions Sector
- Marianna Tigani, Restaurant Sector
- Jason Thomas, Wine and Attractions Sector
- Redland Chamber of Commerce, Retail & Business Sector
- Heather Truman, Visitor Services Sector
- Alan Burgess, Manager Economic Development
- Jan Sommer, Tourism Development Officer

### Alternative

No alternative is offered.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Seccombe

Seconded by: Cr Beard

**That Council resolve to approve the following membership for the Tourism Working Group:**

- **Mayor Don Seccombe**
- **Cr Craig Ogilvie**
- **Cr Karen Williams**
- **Chair, Redlands Tourism**
- **Graeme Leishman, Sea Stradbroke / BITS, Water Transport Sector**

- David Thomson, Stradbroke Ferries, Water Transport Sector
- Melva Hobson, B & B Sector & Redlands Tourism
- Colin McInnes, Southern Moreton Bay islands
- Suzanne Deed, North Stradbroke Island & Accommodation Sector
- Juliette Lally, North Stradbroke Island & Hospitality/Functions Sector
- Marianna Tigani, Restaurant Sector
- Jason Thomas, Wine and Attractions Sector
- Redland Chamber of Commerce, Retail & Business Sector
- Heather Truman, Visitor Services Sector
- Alan Burgess, Manager Economic Development
- Jan Sommer, Tourism Development Officer

#### **CARRIED**

A division was called for.

Crs Murray, Williams, Beard, Seccombe, Ogilvie, Barker and Dowling voted in the affirmative.

Crs Elliott and Bowler voted in the negative.

Cr Henry was not present when this motion was put.

Cr Burns was absent from the meeting.

The motion was declared by the Chair as **CARRIED**.

### 3.7 FISHERMANS TRACK, NORTH STRADBROKE ISLAND

<b>Datworks Filename:</b>	<b>RTT: Road Closure Permanent</b>
<b>Attachment:</b>	<a href="#">Location Map Fishermans Track</a>
<b>Responsible Officer Name:</b>	<b>David Elliott</b> <b>Manager Infrastructure Planning</b>
<b>Author Name:</b>	<b>Len Purdie</b> <b>Senior Advisor Capital Project Programming</b>

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#### EXECUTIVE SUMMARY

Fishermans Track, North Stradbroke Island is essentially a gravel track suitable for 4WDs that pass through a mining lease owned by Consolidated Rutile Limited (CRL). (Refer to location Plan A attached). The track which has no road reserve over it, is used by the general public, Council and by a private operator with a licence to remove rock from a quarry. It is CRL's intention to start mining the lease and close the track to all current users.

This report advises Council of the proposed track closure and examines options available for future access to the area.

The report recommends that Council note the proposed closure of the track by CRL, open a road reserve between the existing quarries and George Nothling Drive, and apply a closure under Section 915 of the *Local Government Act* to the existing narrow 4WD track, in part located within the proposed new road reserve, until the road is properly constructed at some future time, if necessary.

#### PURPOSE

To advise Council that the Fishermans Track, North Stradbroke Island will be closed because of future sand mining by CRL and recommend actions in relation to the closure.

#### BACKGROUND

Fishermans Track, North Stradbroke Island is a 4WD track that provides access from Point Lookout to the 'Keyhole' ponds and the beach. It also provides access to the Council quarry and a private quarry which are operational at the present time. Location Plan A refers.

Most of the track is informal (i.e. not covered by road reserve) and passes through a lease owned by CRL. It is their intention to commence mining operations in the not too distant future and close the section of Fishermans Track through the lease area.

The closure of the track has been discussed with the Department of Natural Resources and Water (DNR&W) and CRL. DNRW advised that the track is not in a gazetted road reserve and there is no impediment from their point of view to CRL implementing the closure.

#### ISSUES

The proposed track closure will have the following impacts:

1. Access to the 'Keyholes' will be available via Blue Lake Beach or Dunwich along Trans-Island Road.

Comment: While this may cause some concern among those who frequent this section of Fishermans Track and the alternatives may be not as convenient to some users, it does not preclude 4WD access to the 'Keyholes'.

2. Convenient access to a quarry by a local private operator licensed to mine rock will be not be available.

Comment: Truck access would only be available via Trans-Island Road to Dunwich and beyond if the north-south track from the quarry were upgraded from its current 4WD status. The estimated upgrade cost exceeds \$0.5 m. CRL has been engaged in discussions with the local operator to find a solution to this issue

Council has no responsibility for maintaining access for the private quarry.

3. Convenient access to a quarry periodically operated by Council will not be available.

Comment: The volume of rock extracted by Council is very small and sufficient rock could be mined and stockpiled at the depot prior to the track closure to cope with the demand for many years.

#### Alternative Route:

A possible alternative route linking George Nothling Drive and the quarries area has been investigated.

The estimated cost of constructing a suitable all weather road over this route, which has an existing narrow 4WD track gated at both ends over it, has been estimated by Council's Operations and Maintenance Section to exceed \$1 million.

To secure the route as a future possible road the following is proposed:

1. Open a road reserve between George Nothling Drive and the quarries.
2. Close the existing track within the created road reserve under Section 915 of the *Local Government Act 1993* (as amended) until the road is constructed at some time in the future.

### **RELATIONSHIP TO CORPORATE PLAN**

The recommendation in this report primarily supports Council's strategic priority to provide and maintain water, waste services, roads, drainage and support the provision of transport and waterways infrastructure.

### **FINANCIAL IMPLICATIONS**

The estimated cost of surveying and establishing the road reserve is \$150,000. There are funds in the 07/08 capital budget to cover these costs.

### **PLANNING SCHEME IMPLICATIONS**

The Land Use Planning Group was consulted and it is considered that the outcome of recommendations in this report will not require any amendments to the Redlands Planning Scheme.



## CONSULTATION

The Divisional Councillor, Department of Natural Resources and Water, CRL and the Manager Infrastructure Planning, Manager Operations and Maintenance and Environmental Management have all been consulted.

## OPTIONS

### PREFERRED

That Council resolve as follows:

1. The proposed closure of a portion of "Fishermans Track" on North Stradbroke Island by Consolidated Rutile Limited be noted;
2. A road reserve between George Nothling Drive and the existing quarries be opened; and
3. The existing 4WD track within the aforementioned road reserve be closed under Section 915 of the *Local Government Act 1993* (as amended).

### ALTERNATIVE

No alternative recommended.

## OFFICER'S/COMMITTEE RECOMMENDATION

Moved by: Cr Seccombe

Seconded by: Cr Ogilvie

That Council resolve as follows:

1. The proposed closure of a portion of "Fishermans Track" on North Stradbroke Island by Consolidated Rutile Limited be noted;
2. A road reserve between George Nothling Drive and the existing quarries be opened; and
3. The existing 4WD track within the aforementioned road reserve be closed under Section 915 of the *Local Government Act 1993*.

## CARRIED

Cr Ogilvie declared a Material Personal Interest in this item and left the chamber.

#### 4 CLOSED SESSION

Moved by: Cr Seccombe  
Seconded by: Cr Barker

That the meeting be closed to the public under Section 463(1) of the *Local Government Act 1993* to discuss the following items:

##### 4.1 Toondah Harbour Redevelopment

The reason that is applicable in this instance is as follows:

*"(h) other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage."*

CARRIED

#### MOTION TO REOPEN MEETING

Moved by: Cr Seccombe  
Seconded by: Cr Beard

That the meeting be again opened to the public.

CARRIED

#### 4.1 TOONDAH HARBOUR REDEVELOPMENT

**Dataworks Filename:** RTT: Marine Landing Facilities - Toondah Harbour

**Responsible Officer Name:** David Elliott  
Manager Infrastructure Planning

**Author Name:** David Elliott  
Manager Infrastructure Planning

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#### EXECUTIVE SUMMARY

Confidential report from Manager Infrastructure Planning dated 30 October 2007 was discussed in closed session.

#### COMMITTEE RECOMMENDATION

Moved by: Cr Seccombe  
Seconded by: Cr Barker

**That the Officer's Recommendation in the confidential report relating to this matter from Manager Infrastructure Planning dated 30 October 2007, be adopted.**

CARRIED

**MEETING CLOSURE**

The meeting closed at 11.57am.

*Right to Information Release*