

TOONDAH HARBOUR REDEVELOPMENT PROJECT PLAN



TOONDAH HARBOUR
transport gateway - new community - tourist destination



Contents

Executive Summary	2
Overview	2
Key Risks	3
Recommendations	3
1. Introduction	4
1.1 Purpose and Use of the Project Plan	4
1.2 Project Development Approach	4
2. Technical Studies: Stage 1	6
2.2 Viability Evaluation	9
2.3 Initial Key Stakeholder Discussions	10
2.4 Risk Review	10
2.5 Implementation Strategy Workshop	11
3. Project Development: Stages 2 – 6	12
3.1 Stage 2: Market Testing	12
3.2 Stage 3: Site Concept Plan	13
3.3 Stage 4: Select Delivery Model	16
3.4 Stage 5: Request for Tender (RFT)	16
3.5 Stage 6: Design and Approvals	16
3.6 Stage 7: Project Delivery	16
4. Example of Public Private Partnership (PPP) Approach	17
4.1 PPP Phases of Delivery	17
4.2 PPP Timeline	20
5. Recommendations	22

Appendices

- A Project Timeline - Gant Chart
- B Approvals Process Flow Chart



Executive Summary

Overview

This Project Plan has been prepared for Redland City Council to demonstrate the indicative Project development stages and timeframes of the Toondah Harbour Redevelopment Project. The Project Plan explains the phases and process options to enable cohesive management, approval and delivery, and it details potential requirements at each stage. It also provides indicative timeframes, staging, stakeholder co-ordination and broad consultancy costs requirements for Stage 1. This overall Project plan is displayed in the flow chart below and refined within the report.

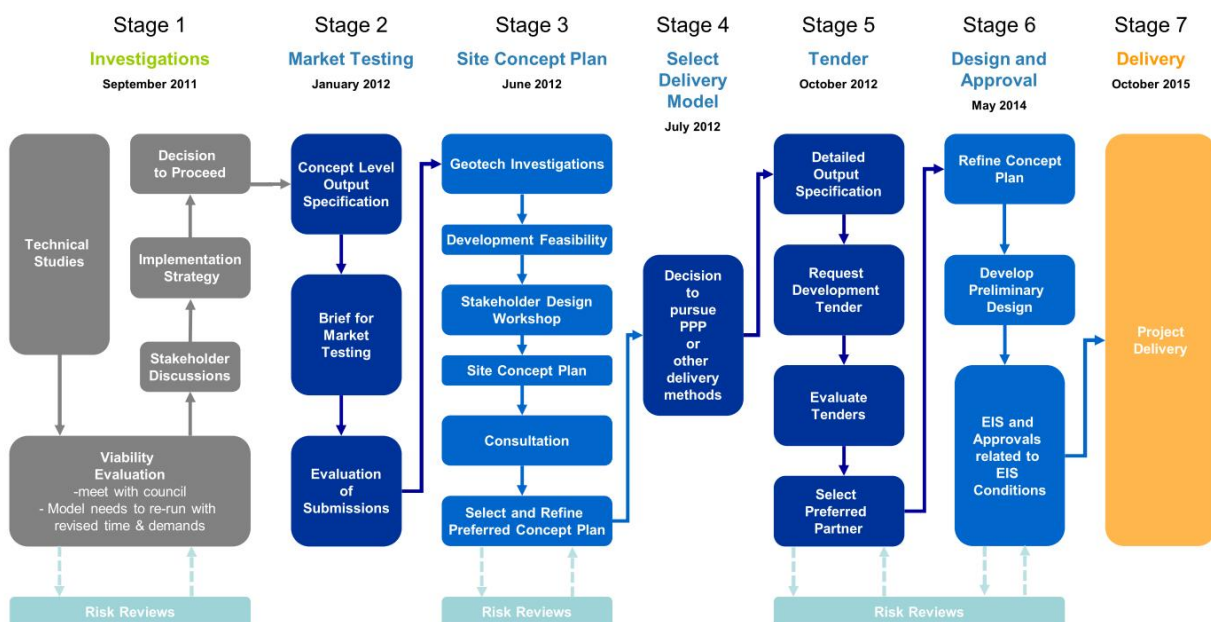
The Plan outlines an approach based on undertaking market testing exercise with the private sector once there is an appropriate level of certainty around the technical issues surrounding the Project. Once private sector interest is established, it is envisaged that further geotechnical investigations will need to be undertaken. The outcomes of these investigations will inform feasibility and cost considerations, and in turn the Project's overall viability. Investigations will:

- ▶ Determine the quality of dredge material and the suitability of the foundation material
- ▶ Realise the actual dredge/spoil balance
- ▶ Ascertain an accurate marine earthworks cost

Following the geotechnical assessment, the development concept will be refined and feasibility reassessed before a final request for tender for development is released to the private sector.

The overall process will enable all stakeholders to better understand the key Project risks and contingencies. Understanding the key Project risks and how these impact Project contingencies will be critical to understanding the Project's viability, and in turn its attractiveness to potential private sector investors. Ongoing risk review throughout the Project life cycle will enable the key Project risks to be monitored at each of the stages identified in the Project plan.

Figure 1 - Project Plan Flow Chart





We anticipate that Stage 1 could be completed by the end of September 2011. Indicative milestones are shown in the flowchart (Figure 1) and detailed in the Project Programme in **Appendix A**.

Key Risks

1. Due to the scale of the potential cost of dredging and earthworks, geotechnical studies have been identified as critical to ascertaining the true viability of the marine side development for the upgrade of channels, marina and ferry facilities. It has been estimated that this activity will cost in the vicinity of \$1 million.

It should be noted that completion of the geotechnical studies, while a high cost item at this stage of the Project, will provide information that will be needed (in due course) for detail design of the Project. Whilst this represents a significant cost early in the Project process, it must be seen in the context of:

- a. Reducing risk
 - b. Providing certainty to the market
 - c. The cost of dredging and construction, which will be many times more than the geotechnical investigation costs
2. Disturbance of the marine environment is a high risk to the Project and will need to be closely managed to justify the impacts against the potential Project benefits. The first step will be to seek a declaration as to whether the Project will trigger a controlled action under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

Recommendations

At this stage, we recommend proceeding with specific technical studies (Stage 1 – Investigations) as the next step in Project Plan. The anticipated consultancy fees for this stage are approximately **\$150,000**, excluding \$26,000 in provisional fees for a dredge and disposal options study which is contingent upon available geotechnical information.

Section 2 of this report describes the anticipated tasks to be undertaken in the Stage 1 technical investigations.



1. Introduction

The Toondah Harbour Redevelopment Project is a major development proposal that has the capacity to revitalise the underdeveloped foreshore into a gateway to Stradbroke Island and a sought-after destination, re-connecting the community with its distinctive setting. Once complete, the waterfront will be a hub of tourist, social and economic activity, showcasing a mix of uses in a unique urban-marine environment whilst increasing Stradbroke ferry capacity and access for the region as a whole.

Structured process and coordination are critical to ensure a cohesive and successful final outcome for this key development. GHD had been commissioned to undertake this detailed Project Plan report in order to set out the process and stages of further work in more detail. It has been agreed with Council that the plan will present a process, incorporating early market testing.

This Project Plan provides broad consultancy cost estimates for the Stage 1 Technical studies. The precise scoped cost for each stage will be dependent on the outcomes of the previous stage. Consequently, Project briefs should be developed at the end of each stage. However, the Plan will provide a broad indication of the overall process for delivering the Project; the authorities responsible for funding the Project will be assigned as the Project moves forward.

Finally, a GANT chart has been developed to articulate expected timeframes for each stage of the development. Refer to **Appendix A**.

1.1 Purpose and Use of the Project Plan

This Project Plan is proposed to be the key guiding document for the Toondah Harbour Redevelopment Project. It will provide a clear road map for progressing the Project's planning, management and implementation, as well as the approval and design processes. This Plan has been prepared to cover the following elements:

- ▶ Definition of the Project development stages.
- ▶ Indicate approximate timeframes of each stage of the Project development, approval and implementation processes.
- ▶ Indicate approximate consultancy costs for Stage 1 investigations.
- ▶ Summarise consultation with key stakeholders, Council and in State Government over viability, delivery and the management structure.
- ▶ Describe likely development implementation and governance models.
- ▶ Highlight key Project development risks.

1.2 Project Development Approach

It is envisaged the public sector (State and Council) will take the lead by directing planning and design work and approval requirements during the initial stages, followed by development by the state Government and/or the private sector. Preliminary research and investigation will take place to ensure the viability, demand and overall requirements of the Project are well defined.

Following this initial stage, the design process would be implemented through a concept planning method of specifying a land use and landscape plan for a cohesive, integrated design. This stage will also involve stakeholder and public consultation, a detailed economic assessment and development



application scoping. The third stage will determine the most effective implementation strategy for the Project, such as through PPP, EOI or Government funded development processes or a mixture of these. Finally, all applicable approvals will be sought including an EIS, ERAs and preliminary approvals.

The approach as adopted within this Project Plan involves the public sector (all level of government) taking ownership of Project risks and associated costs / contingencies at the outset until such a point in the process where the risks and associated costs are sufficiently defined to allow future developers to adequately include these risks in their consideration of the Project.



2. Technical Studies: Stage 1

At the outset of the Project, there is a need to undertake a number of preliminary technical studies to inform concept development, leading to more detailed studies at the EIS stage. This work will assist in developing an understanding of environmental/social risks and the related financial costs. This will inform a more robust review of the Project's viability and feasibility.

These studies include:

- ▶ Land Requirements Study to confirm the project vision and direction
- ▶ A broad geotechnical review
- ▶ A desk-top dredge and disposal options review
- ▶ A preliminary ecological impacts review - investigations to determine the ecological values of the key sensitive environments, e.g. mangroves and sea grass
- ▶ A preliminary transport, parking and traffic review
- ▶ A Request for Controlled Action

These studies are outlined in more detail below.

2.1.1 Land Requirement

Existing development concepts and briefs for the site have been developed on a limited understanding of operator requirements and projections of future demand. At the outset of the Project, a land requirement exercise will allow a review of the overall land use requirements for the project, and will also provide an opportunity to develop and review demand projections for marina and ferry operators.

As a part of this stage, the benchmarking of the proposed ferry facilities against similar facilities elsewhere in Queensland and Australia would provide a better understanding of the land take requirements for ferry operators using Toondah Harbour. A detailed review of future ferry services and related forecasts may be necessary at some stage. This could be a costly piece of work: at this stage the benchmarking approach recommended above is considered to be adequate for the Project Plan.

The output of this study would comprise a revised land use profile for the Project and associated land use schedules to inform further stages of the concept development.

2.1.2 Geotechnical Review

Currently, there is a lack of information on the suitability of the dredge material for the proposed land reclamation for the Harbour structural development. Also, there is no data available on the integrity of the sea bed to support the Harbour infrastructure and related technical requirements and cost implications. Accordingly, a preliminary geotechnical study is needed to investigate these issues further. Additionally, there is a lack of bathymetry or wave / hydrodynamic data necessary to inform the design as part of the concept planning exercise.

During Stage 1 an initial geotechnical review will scope an investigation into the integrity of the sea bed to support the Harbour infrastructure, and related technical requirements and cost implications. This will include:

- ▶ A review of available data on the geotechnical conditions in the area



- ▶ Broad findings on the suitability of the materials in the existing sandbank/mudbank for reclamation;
- ▶ Broad findings on the suitability of the area to accommodate reclamation
- ▶ Identify gaps in data and understanding of the geotechnical requirements
- ▶ A scope for additional geotechnical work required to address the data gaps and to provide a robust geotechnical assessment, including a broad indication of the cost of further work

This initial review will identify available information and if necessary provide the necessary supporting information to validate the need and costs of a detailed geotechnical investigation during Stage 3.

2.1.3 Dredge and Disposal Options Review

The proposed development will involve dredging and reclamation to develop a ferry terminal and marina and reconfigure the access channel at Toondah Harbour. During the initial phase of the project, an initial review is required to inform the concept plan and identify the most appropriate dredge disposal strategy so as to underpin the design footprint/configuration of the ferry and marina infrastructure. Previous work was based on achieving a dredge-to-fill balance approach, which dictated a specific development outcome involving an increase in the size of the reclaimed area, with no reference to the future land requirements of the ferry operators or marina requirements. It is likely that channel dredge material and future maintenance dredging will need to be disposed of within Moreton Bay or an inland disposal area. The review will address these options in broad terms, identifying possible solutions and cost implications.

The review would also identify an appropriate approvals strategy for the disposal of dredge materials and the implication for the environmental assessment of the Project. It is anticipated that the dredging and disposal activities will be assessed as an Operational Works impact assessable application under the *Sustainable Planning Act 2009* and will trigger the requirement for approvals under the *Commonwealth Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act) and *Environment Protection (Sea Dumping Act) 1981* and a number of State acts.

It should be stressed that undertaking this work during Stage 1 is provisional upon the necessary geotechnical data being available. Should geotechnical data be unavailable, this study will be undertaken in Stage 3 following detailed geotechnical investigations.

2.1.4 Ecological Impacts Review

A focussed desktop assessment of relevant documents will be undertaken to characterise the current knowledge of the ecological systems within the proposed development area. From the literature, the desktop assessment will enable a current state of knowledge of all flora, fauna, seafloor habitat, benthic and epibenthic macroinvertebrate assemblages, recreational and commercial fisher usage of the area (and focus on species of interest for each group), and World Heritage value studies relevant to the Project area to be developed. Information for the desktop review is expected to be sourced from newly published literature, grey literature¹ and unpublished data of relevance to the Project study area and the intended development's potential influences. GHD intends to source these documents as appropriate throughout this Project using internet and library portals (e.g. Science Direct, ASFA) and consultation with relevant agencies and specialists for inclusion in the desktop review.

Obligations under Local, State, Commonwealth or International legislation, policy or treaties, such as migratory species listed under JAMBA and/or CAMBA, areas listed on the National Estate Register,

¹ Grey literature refers to publications that are not controlled by commercial publishing interests, and where publishing is not the primary business activity of the organisation. They are issued by government, academia, business, and industry, in print and electronic formats. Scientific grey literature comprises newsletters, reports, working papers, theses, government documents, bulletins, fact sheets, conference proceedings, and other publications distributed free, available by subscription, or for sale.



National and World Heritage listed areas, Sanctuary areas, and any zoning issues will be identified and addressed in this stage of work. This will be achieved through database searches to determine the occurrence of protected matters and/or listed species within the Project area. The searches will include:

- ▶ The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) Protected Matters online search tool. This database, administered by the Department of Sustainability, Environment, Water, Population and Communities (DSEWPaC), generates a list of species listed under the EPBC Act that are predicted to occur in a given search area based upon climatic modelling.

Additionally, the search tool identifies other matters of national environmental significance such as the presence of National or World Heritage Listed areas.

- ▶ The Wildlife Online search tool, administered by the Department of Environment and Resource Management (DERM), is a collection of historic species records derived from numerous sources including the DERM, consultants, academic facilities and community groups.
- ▶ The Coastal Habitat Resources Information System (CHRIS) is administered by the DEEDI. CHRIS is a resource centre for coastal fish habitat, fisheries resources and environmental datasets (such as seagrass survey results and dugong protection zones) developed by the DEEDI and other agencies.
- ▶ The Directory of Important Wetlands is administered by the DSEWPaC. The directory identifies and provides information on the values of nationally important wetlands across Australia.

The issues identified in the database searches will be cross-checked against those identified in the literature review to clarify any potential information gaps. A one day site visit will be undertaken in order to ground truth the results of the desktop assessments.

2.1.5 Preliminary Transport, Parking and Traffic Review

The objective of this study will be to provide a desktop transport review for developing the Harbour proposal. This study will involve relevant transport planning issues, car parking analysis and maximising public transport, walking and cycling usages. The findings of this study will provide the basis for preliminary recommendations on suitable public transport linkages; a car parking strategy; capacity/access issues; and the need for other linkages. No new traffic modelling will be generated and the study will rely on available data from Council and other authorities.

2.1.6 Civil Infrastructure Review

This review is necessary to address the broad civil infrastructure requirements for the proposed development and future flood risks from storm surge/tidal events. The Civil design review is intended to assess the following items:

- ▶ Flood
- ▶ Stormwater drainage
- ▶ Water supply
- ▶ Sewerage treatment
- ▶ Telecommunication
- ▶ Power

No new modelling of networks will be generated and the study will rely on available data from Council and other authorities.



2.1.7 Request for Controlled Action

Under the EPBC Act, approval is required from the environment Minister for any proposed action likely to have a significant impact on a matter protected by the EPBC Act. According to the *Significant impact guidelines 1.1* of the *Environment Protection and Biodiversity Conservation Act 1999* actions encompass site preparation and construction, operation and maintenance, and closure and completion stages of a Project, as well as alterations or modifications to existing infrastructure.

An action may have both beneficial and adverse impacts on the environment, however only adverse impacts on matters of national environmental significance are relevant when determining whether approval is required under the EPBC Act. According to the Act, within the 20 business day timeframe, the Minister will decide whether a proposed action is likely to have a significant impact on one or more matters protected by the Act. It states that if a significant impact is likely, the action will need to be assessed and approved under the EPBC Act before it can proceed. This is called a 'Controlled Action'.

It is expected that the proposed development will have the potential to impact upon matters of National Environmental Significance (NES), as defined by the EPBC Act, and will therefore be determined to be a Controlled Action under that Act and will require a comprehensive Environmental Impact Assessment (EIA). A Request for Controlled Action will be compiled based on available information, and submitted to the Commonwealth Government for consideration.

2.1.8 Collation and Review of Technical Studies: Synthesis Report

The synthesis report will present an up-to-date overview of a broad range of research relevant to the Harbour redevelopment and concept plan. The resulting data, information and issues will be collated into a summary report that will guide the Project to the next stage and crucially will provide a more robust basis for further refinements of the overall project Concept Plan.

The report is the culmination of the first stage of focussed technical reviews and has the objective of providing an overview of the Project parameters prior to the concept plan process. It will provide preliminary recommendations on a range of design constraints, opportunities and parameters, noting any critical success factors and absolute design constraints or provisions.

2.2 Viability Evaluation

At this stage, a re-run of the financial appraisal of the proposed Harbour infrastructure will indicate if the redevelopment concept remains viable in broad terms within the limits of the additional technical and other data from Stage 1.

The financial evaluation of the development, with reference to the existing concept plan options, will incorporate:

- ▶ A review of Project cost estimates
- ▶ A review of the market for berth sales
- ▶ A revised viability assessment updating the previous work by GHD
- ▶ Further consideration of the price and demand relationship, and their effect on alternative demand management strategies, so as to allow for adequate pricing policies and an overview of funding options and associated loan details



2.3 Initial Key Stakeholder Discussions

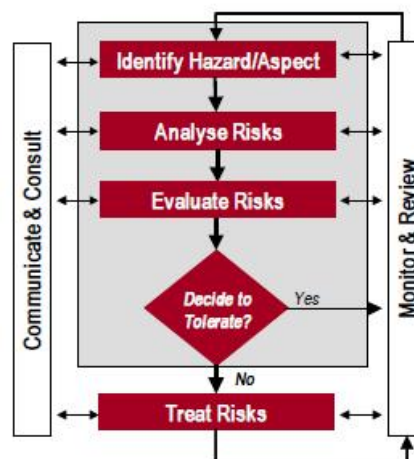
At this stage, initial informal discussions would be commenced to outline the opportunity to State Agencies, Council stakeholders and Ferry Operators. The information gathered will be a key input to the implementation strategy workshop.

2.4 Risk Review

An initial risk review would be undertaken as a part of the Stage 1 Investigations. Based on the information available at the time, the review would consider the key risks to the Project and how they may impact on the Project's delivery. It is recommended that a risk workshop be held with the key stakeholders to obtain a collective understanding of the risks and their impact on the Project. As a part of the ongoing viability assessment, costs will be allocated to each risk to understand the impact of those risks on the Project viability. The key aims of the risk assessment process would be to:

- ▶ Complete a risk assessment by applying an approach consistent with relevant recognised risk management standards (e.g. AS3460 – Risk Management Standard)
- ▶ Utilise information on major risk contributors as identified through previous studies or project knowledge, at this stage, by participants in the workshop
- ▶ Identify further or new risk issues associated the Master Planning categories
- ▶ Asses identified project risks using a rapid risk ranking technique (i.e. Qualitative matrix)
- ▶ Identify existing critical management strategies to control the identified risks and determine the current level of control effectiveness
- ▶ To determine additional management strategies required

A risk register would be developed to track project risk over the life of the project. Major risk workshops would be held at each of the key stages of the project to monitor and review project risks as the design and procurement process progresses.



Risk Management Framework (as per AS/NZ 4360 – Risk Management)



2.5 Implementation Strategy Workshop

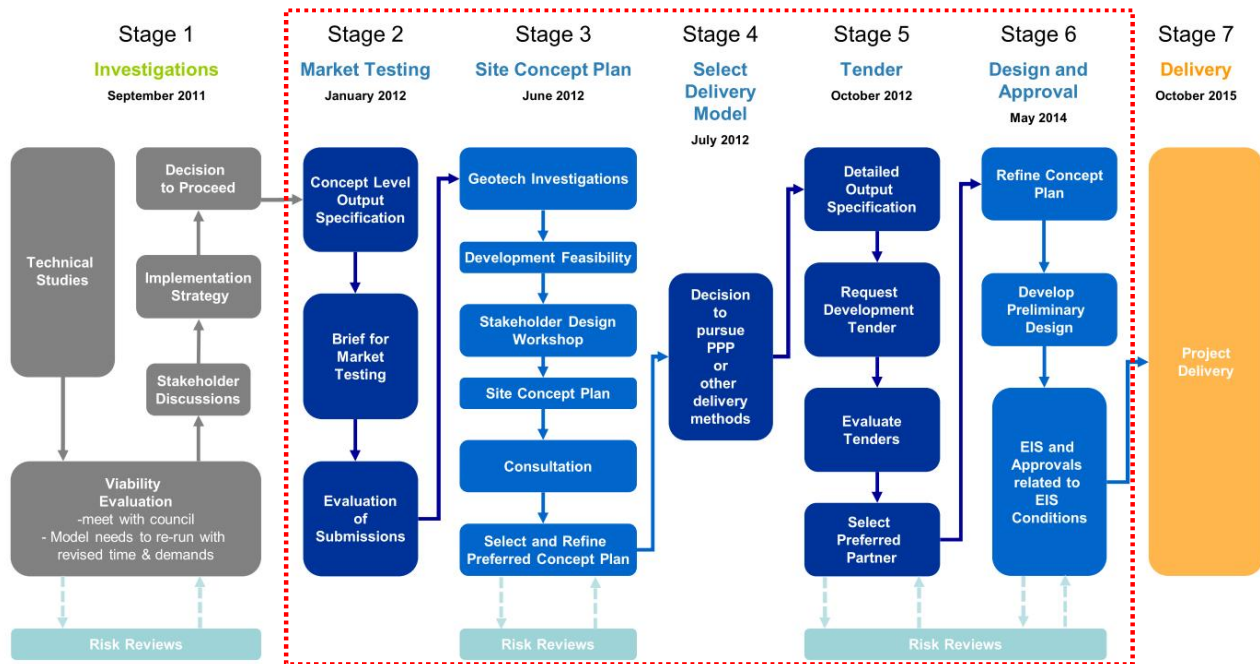
It is envisaged that an implementation strategy workshop will be needed prior to moving into Stage 2. The workshop will involve key Council, State agency and land owner stakeholders. The purpose will be to create a shared understanding of the Project and each stakeholder's issues and opportunities. It will include:

- ▶ Presentation and review of report findings and review of the viability evaluation
- ▶ Evaluations of implementation options and agreement on a way forward

This workshop will highlight to key stakeholders the issues associated with the development, helping identify specific opportunities for landowners to participate. The workshop will guide the way forward with the assessment, evaluation and agreement on the implementation process that is the most beneficial for the development.

3. Project Development: Stages 2 – 6

Following the investigations and preliminary studies, the Project follows a process which is broadly defined in the flowchart below and detailed in the Project Gant chart in **Appendix A**. The government sector will have ownership of risk/cost in the Project implementation stages (Stages 1 – 3) through this approach. The process will involve a straight sale/lease of land for development, a PPP process, or variations on these approaches.



3.1 Stage 2: Market Testing

To provide a transparent process, a process of Market Testing will be developed to get an understanding of the private development sector’s level of support for a possible Project at Toondah Harbour. It is envisaged that this would require a simple response from proponents about:

- ▶ their level of interest in key components of the development;
- ▶ better ideas for the development;
- ▶ their company and team credentials; and
- ▶ ideas for delivery models.

3.1.1 Project Branding

A pallet of branding concepts is to be prepared at this stage for Council review and a preferred Project brand will be determined. The agreed brand will be developed and provided for use, including; A logo, Format style for reports, Information posters, Newsletters and Adverts.



3.1.2 Market Testing Process

An initial Output Specification is to be developed as part of the market testing to ascertain the level of interest from the private sector for the development. It will define the broad requirements of the Council for the Project/ service including indicative timeframes and agreed upon processes that may include report development, consultation and approval processes. This information will form the basis on which the private sector will develop their initial responses to the Project.

To effectively begin the stage, Council will compile all relevant materials on the site to describe all relevant site conditions, and to prepare a site assessment report for inclusion with the documents. This report, along with other relevant site related matters should be given to potential bidders. The brief is then prepared and released to the market.

Before the brief is released, Council should engage with the private sector to give a presentation and inform them of Project details and expectations. An evaluation plan should also be prepared for transparency and clarity. Finally, the responses will be evaluated by an appropriately qualified evaluation panel and external financial, legal and technical advisors.

Interested private sector partners may or may not be involved from here on depending on the specific approach. The process will reveal developer interest in the Project and its delivery, and this information would be used to inform the Concept Development Stage of the Project. A detailed development tender will be released in Stage 5. Stage 3 partners may be invited only or a full public tender could be released.

3.2 Stage 3: Site Concept Plan

At this stage, several concept plan options will need to be developed based upon the information in the Stage 1 Land Requirements Study, Geotechnical Investigations and Dredge and Disposal Review. The concepts will use expertise from a variety of fields including planning, design, engineering, environment and property development, incorporating community needs and values to produce an integrated, holistic plan. This approach produces more creative and efficient use of land and infrastructure provision. The concept plan options will be developed and implemented in a number of key stages.

- ▶ Detailed Geotechnical investigations
- ▶ Dredge and Disposal Options Review (if not undertaken in stage 1)
- ▶ Development feasibility
- ▶ Stakeholder design workshop
- ▶ Develop 2 or 3 site concept options
- ▶ Broad community consultation
- ▶ Selection and refinement of preferred site concept

3.2.1 Detailed Geotechnical investigations

If existing detailed Geotechnical information is unavailable as determined in Stage 1, then it is at this stage that significant investment will need to be made on detailed site-based geotechnical studies. Due to the scale of the potential cost of dredging and earthworks, these studies have been identified as critical to ascertaining the true viability of the marine side development for the upgrade of channels, marina and ferry facilities. It has been roughly estimated that this activity will cost in the vicinity of \$1 million.

It should be noted that completion of the geotechnical studies, while a high cost item at this stage of the



Project, will provide information that will be needed (in due course) for detail design of the Project. Whilst this represents a significant cost early in the Project process, it must be seen in the context of:

1. Reducing risk
2. Providing certainty to the market
3. The cost of dredging and construction, which will be many times more than the geotechnical investigation costs

Initial enquiries have revealed the main sandbank/mudbank is at about +1m LAT, which means that it is intertidal, and that the channel to the South East used by the Stradbroke ferries is dredged to about 2 to 3 m. We therefore believe that the best methods of investigation involve the acquisition of vibrocores to evaluate the dredging and reclamation aspects, and Cone Penetrometer Tests with Pore Pressure Measurement (CPTu) for investigation of strength around the perimeter.

3.2.2 Dredge and Disposal Options Review

This activity will be undertaken at this stage if not during the Stage 1 technical investigations. It is contingent upon availability of Geotechnical information. It will generally involve:

- ▶ Confirm volume to be dredged by reviewing past work and assumptions
- ▶ Review any geotechnical information to confirm suitability for dredging
- ▶ Review suitability of various dredging plant
- ▶ Review disposal options available to relocate the dredge material
- ▶ Review maintenance dredging records for the current entrance channel (if available) and provide comment on future maintenance dredging requirements and subsequent disposal

3.2.3 Business Case

The feasibility of this development has yet to be fully determined. However, the need and potential for a development of this type and scale in the area has been firmly established by previous studies.

A complete and thorough business case will be developed to validate the development with particular reference to the economic and social benefits (including employment and business development) to the community and region, and the final concept plan design.

The justification for the development will be described, particularly the economic and social benefits, including employment and business development, which the Harbour will provide with reference to the need for the development in the context of revised demand and economic studies.

The business case will include a demonstration of demand for the various components of the Proposal such as marina berths, boat ramps and similar facilities, accommodation (permanent and tourist), retail and commercial facilities. Specifically, justification for such a large number of berths for larger vessels will be addressed. The status of the development will be discussed in a regional, state and national context.

3.2.4 Stakeholder Design Workshop

The design workshop will directly inform the concept site design. As a one day workshop it will involve gathering a variety of opinions and viewpoints to find agreed upon planning and design solutions for Toondah Harbour. Only regulatory and invested stakeholders would be sought and consulted for the



workshop.

Through the workshop process, options would be investigated interactively through design, drawing and debate to develop and compare options. The workshop would produce constraints and opportunities, define objectives and parameters, and identify and integrate design approaches to reach several preferred concept options.

The process is proposed to be held over one day. A detailed agenda will be drafted along with a workshop information pack to be circulated prior to the workshop. They will be based on the knowledge gained in Stage 1 and any further information available.

In general terms, the approach will encompass:

- ▶ Presentation of the Project process, timeline and policy context
- ▶ Presentation of site analysis, technical studies, opportunities and constraints including stakeholder feedback session
- ▶ Presentation of best practice urban planning, place-making and design strategies
- ▶ Thorough discussion and sketching around the major themes that directly inform the development of a baseline concept plan option
- ▶ Presentation and feedback on a Harbour vision
- ▶ Identification of key catalyst sites, Projects and uses
- ▶ Present the next stage of the process and steps that need to be taken
- ▶ Stakeholder review and preferred option output

A summary report that records the workshop outcomes, scenarios and ideas should be produced at the end of this stage.

3.2.5 Site Concept Options

At this stage, the report produced from the Stakeholder Design Workshop will be reviewed and the concept plan options will be produced and refined. These Options will then be assessed for economic feasibility and viability in the next stages of the process.

3.2.6 Community Consultation

Consultation involving public notification and awareness sessions will be conducted.

During the Project development, there will be those who support the change and those who will oppose it. There will also be those who see an opportunity and those who only see a threat. Knowing community and stakeholder interests in the Project and the impact that the Project will have on them will aid in implementing the appropriate option. This stage will ascertain public feedback on each of the concept options and be incorporated into decision-making for the final option.

3.2.7 Select and Refine Concept Plan

Having regard to community feedback, a Project owner/steering group comprised of Council, landowners, government, shortlisted development partners and other stakeholders will participate in workshops to review and evaluate the options.

A final version of the concept plan and supporting report will be produced. This document will provide a



summary of the Project and final version of the plan based on all actions in Stages 1 and 2.

The resulting preferred option will be used to inform the new precinct designation through an LAP in the next stage of the development process. This will form the basis of the next stage through a statutory planning and approvals process.

3.3 Stage 4: Select Delivery Model

A review of the Project implementation options will be conducted at this stage. A number of delivery models are possible for the Toondah Harbour redevelopment. Each will be evaluated and assessed to produce the most efficient product for the progression of the development in terms of risk, cost, environmental sensitivity, timing and stakeholder interests. The models include combinations of Sale and leasing, BOOT, Government Funded development or Public Private Partnership (PPP).

3.4 Stage 5: Request for Tender (RFT)

This stage will involve developing detailed tender documentation and reviewing proposals to select the preferred development partner or owner for the Project implementation (Stages 6 & 7).

A detailed Output Specification is to be developed as part of a set of RFT documents to enable proponents to put together comprehensive development proposals. The scope of the RFT will be totally dependent upon the type of delivery method chosen in the previous stage. Stage 3 partners may be invited only, or a full public tender could be released.

Before the invitation for RFT is released, Council should engage with the private sector to give a brief and inform them of Project details and expectations. An evaluation plan should also be prepared for transparency and clarity. Finally, RFTs will need to be evaluated by an appropriately qualified evaluation panel and external financial, legal and technical advisors.

The RFT process could be used to procure the whole development, both mixed-use and Harbour infrastructure. The diverse range of development and its funding requirements may attract consortia of marina and port facilities with an urban developer or a large multifaceted development company with the capability of both.

3.5 Stage 6: Design and Approvals

This stage will be the responsibility of the successful development proponent and will involve preliminary/detail design and approvals for the development in accordance with an agreed staging plan.

3.6 Stage 7: Project Delivery

This stage is the responsibility of the successful development proponent and will involve construction, and then operation/maintenance of the completed Project. The return of assets to State / Council ownership management may feature at this stage depending on the delivery model selected for the project.



4. Example of Public Private Partnership (PPP) Approach

Council has indicated its interest in a PPP approach following completion of initial investigations. It should be recognised, that while this is one way to proceed with the delivery of the project, it may not be determined to be the most appropriate method of project delivery. The summary below, presents on possible scenario related to the delivery of the Project using a PPP method.

The PPP would involve the partnership of government and the private sector to produce the best quality development possible, ensuring the most beneficial outcome for all stakeholders. The PPP includes all stakeholders in the planning that underpins important decisions, and which impact on the proposed development and surrounding community.

Government must approve the initial Project investment and funding for the PPP before the first phase begins to show confidence in the Project and encourage interest and feasibility.

According to the *National PPP Guidelines*, there are a number of milestones in the PPP process at which governments typically seek to approve various actions before the Project proceeds to the next phase. In particular, these key Project milestones involve:

- ▶ Release of EOI
- ▶ Release of RFP
- ▶ Selection of a preferred bidder
- ▶ Execution of the contract
- ▶ Governments may also wish to be notified of and/or endorse the outcomes at the selection of the shortlisted bidders following the EOI phase

4.1 PPP Phases of Delivery

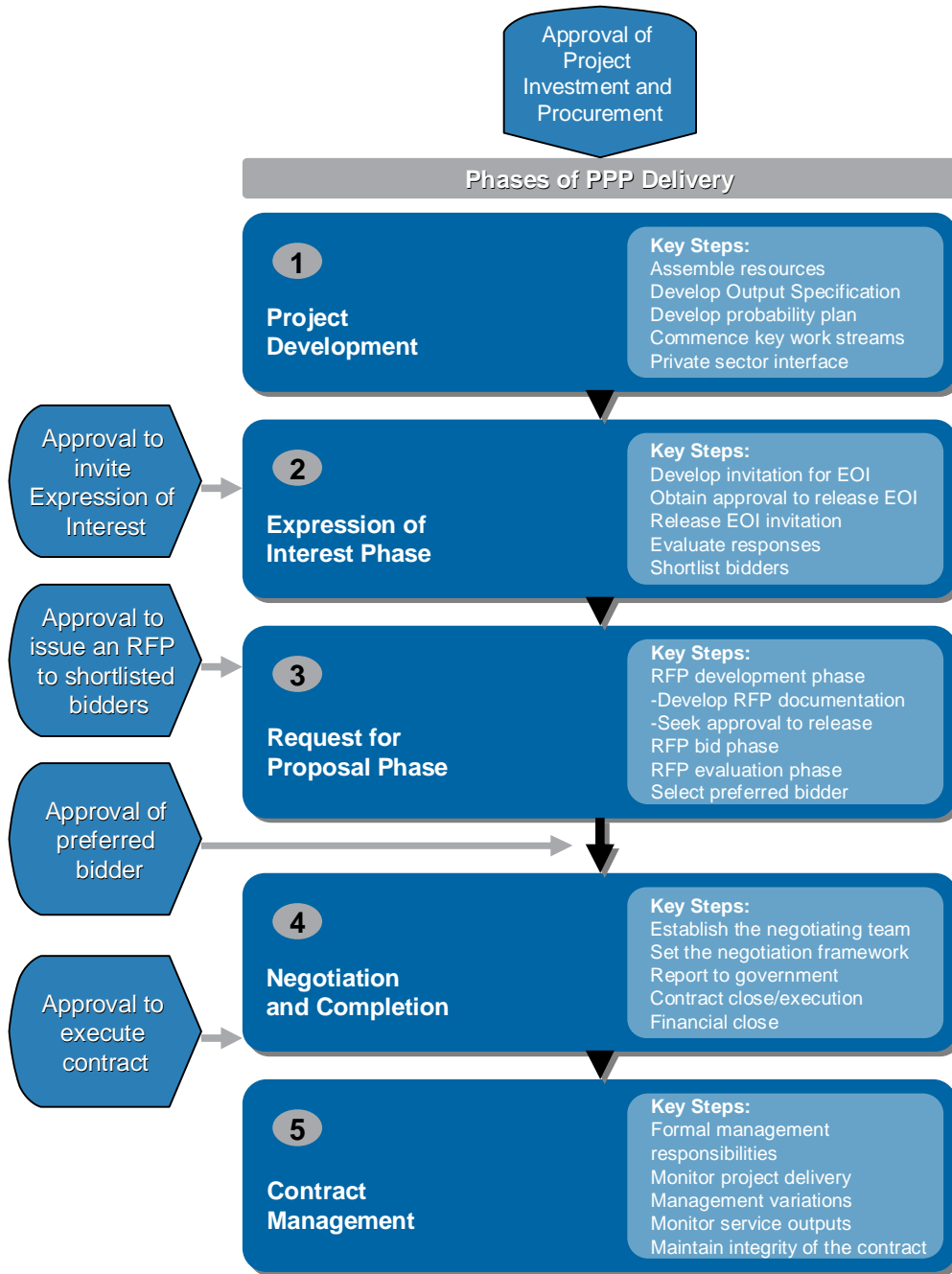
There are 5 key phases within a PPP that are required to deliver a viable, successful Project. The phases include:

1. Project development
2. Expression of Interest
3. Request for Proposal
4. Negotiation and Completion
5. Contract Management

Figure 2 outlines these key phases in delivering the PPP. Each of these phases is expanded upon in the next part of the Plan.



Figure 2 - Phases of PPP Delivery



Source: Adapted from the National PPP Guidelines – Infrastructure Australia and Council of Australia Governments 2008



PHASE 1 – Project Development

Phase one of PPP preparation is to assemble a Project team to develop and deliver the Project that may be the same or differ to the previously assembled team that delivered the business case and technical studies. This team may be made up of Council representatives only or a mixture of both Council and/or private sector and/or government stakeholders.

The team could be configured as recommended in the *National PPP Guidelines* to include:

- ▶ A Project Director responsible for delivery of the Project
- ▶ A Project Steering Committee to direct the development of the Project and deal with strategic and / or policy issues
- ▶ A dedicated Project **team** comprising both internal staff and external advisors to develop and implement the PPP Project, comprising commercial, financial, legal, design, operational and other expertise

Next, a detailed Project Plan, referred to as Output Specification is developed as part of the initial set of tender documents. It defines the detailed requirements of the Council for the Project/ service including specific timeframes and agreed upon process that may include report development, consultation and approval process, as this is the information on which bidders base their tenders for the Project.

The *National PPP Guidelines* suggest the Output Specification and timetable may also need to include quality assurance reviews such as Gateway Reviews. It states that Gateway Reviews consist of a series of structured reviews that examine procurements at key decision points (or gates) in the procurement cycle, and are used to improve on-time and on-budget delivery of major Projects.

Investigations and approval processes should also be initiated in this stage for more efficient timing and to inform feasibility and public interest. These will include all planning / environmental approvals.

Finally, a Probity Practitioner (an outside consultant advisor and/or auditor) should be appointed to ensure that a transparent and robust process is followed at all times.

PHASE 2 – Expression of Interest

To effectively begin the EOI phase of the PPP, Council should appoint independent consultants to undertake due diligence of the site to attain relevant site conditions, and for a site assessment report. This report, along with other relevant site related matters should be given to potential bidders.

Public interest matters should also be addressed and monitored from this point forward ensuring that the Project continues to be in the public interest. This could include matters such as access, accountability and consumer rights.

The EOI Invitation is then prepared and released to the public. Before the invitation for EOI is released, Council should engage with the private sector to give a brief and inform them of Project details and expectations. An evaluation plan should also be prepared for transparency and clarity.

Finally, EOIs are evaluated by an appropriately qualified evaluation panel and external financial, legal and technical advisors.



PHASE 3 – Request for Proposal

The request for proposal (RFP) phase is the next key phase in the PPP process, and is released to the shortlist of interested parties that were evaluated in the EOI phase. The bidders are then evaluated and a successful team is selected.

Bids are also evaluated against a Public Sector Comparator (PSC). If no bid offers value for money, Council can choose not to proceed with the Project as a PPP.

PHASE 4 – Negotiation and Completion

Once a preferred bidder has been identified, contract negotiations are implemented.

PHASE 5 – Contract Management

The translation of the contract into Project delivery is fundamental to meeting the overall Project objectives. Contract management should be initiated with a draft contract in previous phases then finalised and implemented in the final phase.

Each phase of PPP delivery is detailed further within the *National PPP Guidelines – Infrastructure Australia and Council of Australia Governments 2008*.

Development approvals and EIS/environmental approvals will be referred to the private partner at this stage.

4.2 PPP Timeline

The approximate timeframes to adequately conduct the Project through PPP according to the *National PPP Guidelines 2008* are outlined in **Figure 3**. These are indicative timeframes only, and the specific programme for the Project would be refined as the Concept phase progresses. A preliminary programme is provided at **Appendix A**.



Figure 3 - PPP Project Lifecycle Stages and Timelines



Source: Adapted from the National PPP Guidelines – Infrastructure Australia and Council of Australia Governments 2008



5. Recommendations

At this stage, we recommend proceeding with specific technical studies (Stage 1 – Investigations) as the next step in Project Plan. The anticipated consultancy fees for this stage are approximately \$150,000 which excludes provisional fees for the Dredge and Disposal options study which is contingent upon available geotechnical information.

The anticipated overall Project timeframe is indicatively four to five years. This figure is based on the timeframes for both options in **Appendix A**. These timeframes may vary due to numerous factors and unknowns at this stage.

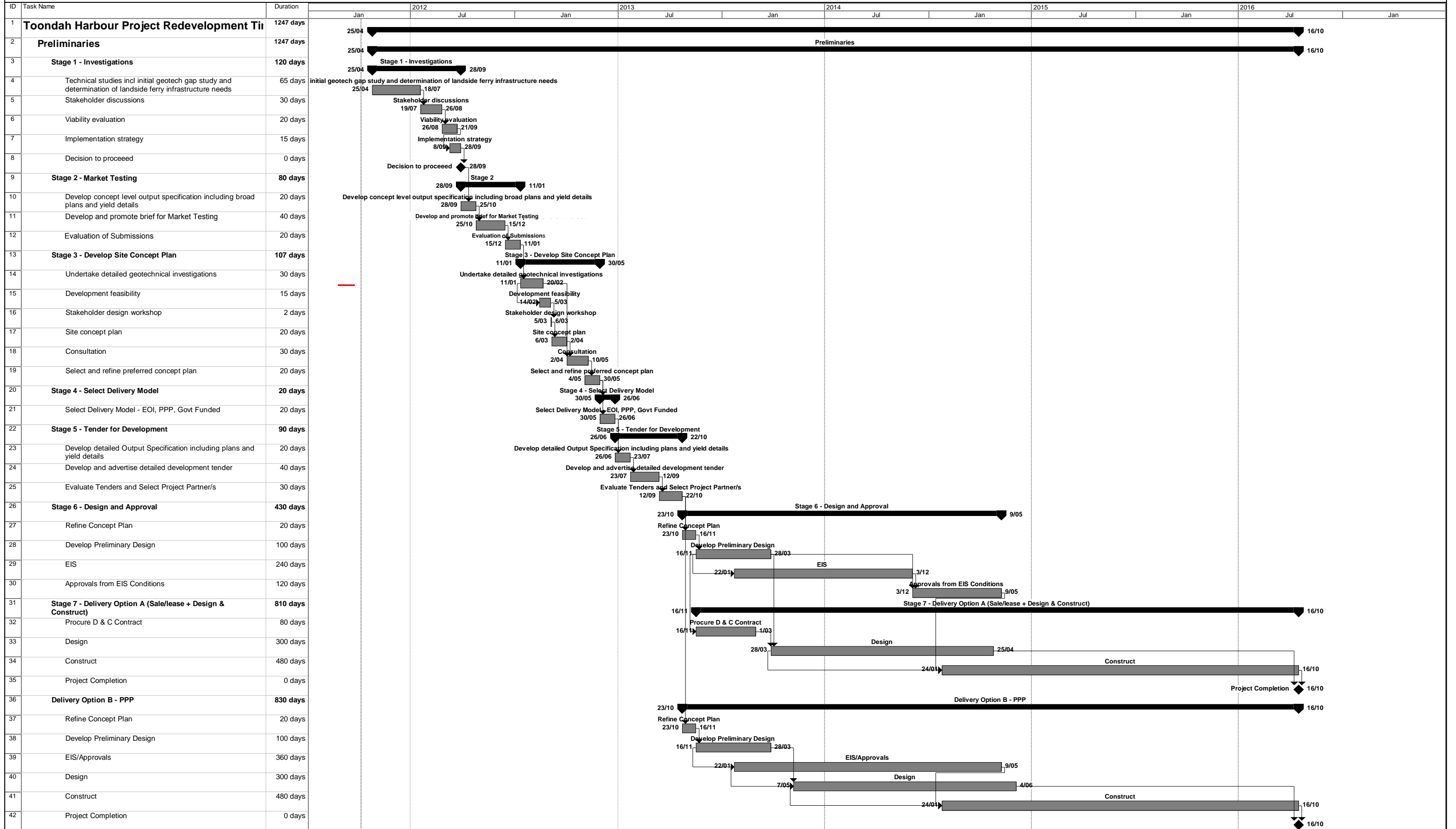


Appendix A

Project Timeline - Gant Chart

Toondah Harbour Project - Indicative Redevelopment Timeline

Note: Timelines depicted below are only indicative and for planning purposes. They are derived from available information at this time.



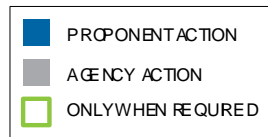
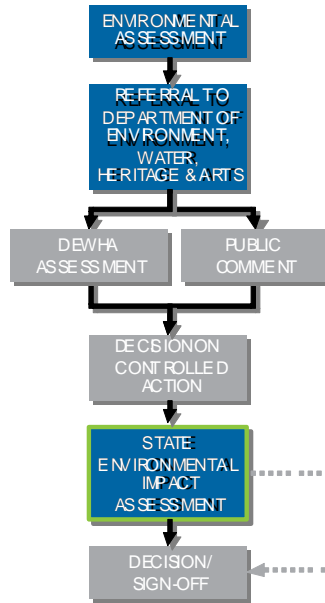


Appendix B

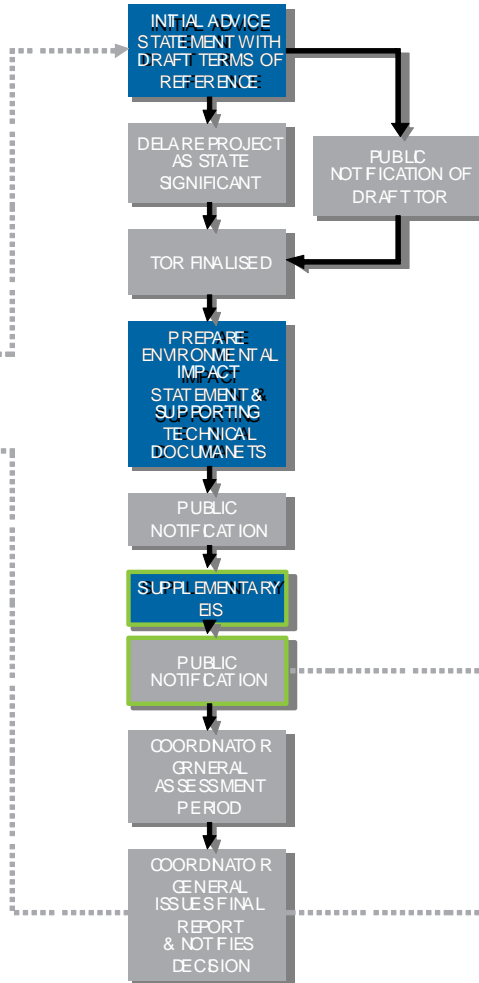
Approvals Process Flow Chart



ENVIRONMENTAL PROTECTION & BIODIVERSITY CONSERVATION ACT 1999 REFERRAL

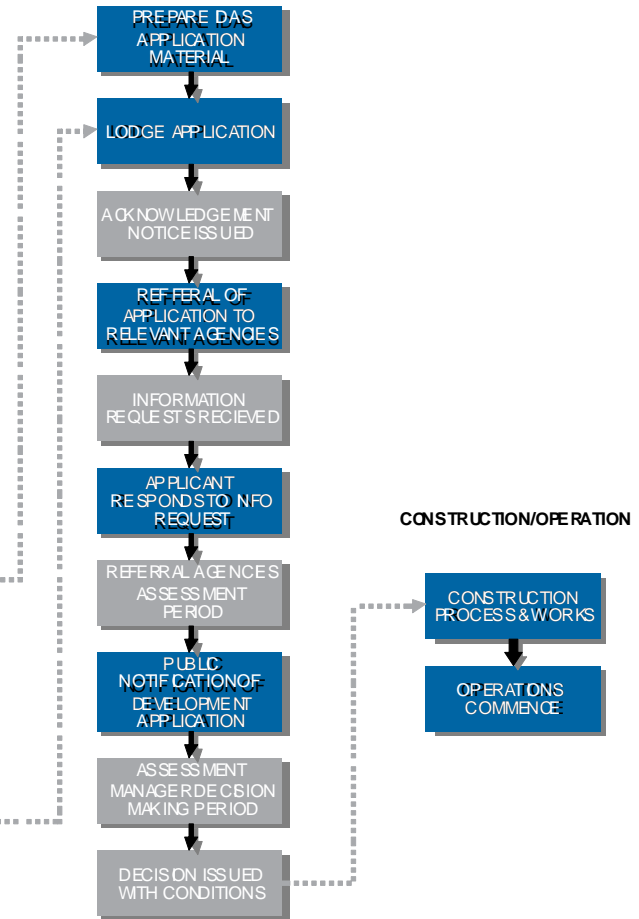


ENVIRONMENTAL IMPACT STATEMENT (EIS) (STATE SIGNIFICANT)



APPROVALS PROCESS FLOW CHART

SUSTAINABLE PLANNING ACT 2009 INTEGRATED DEVELOPMENT ASSESSMENT SYSTEM (IDAS)



GHD

201 Charlotte Street Brisbane QLD 4000



GPO Box 668 Brisbane QLD 4001

T: (07) 3316 3000 F: (07) 3316 3333 E: bnemail@ghd.com.au

© GHD 2011

This document is and shall remain the property of GHD. The document may only be used for the purpose for which it was commissioned and in accordance with the Terms of Engagement for the commission. Unauthorised use of this document in any form whatsoever is prohibited.

Document Status

Rev No.	Author	Reviewer		Approved for Issue		
		Name	Signature	Name	Signature	Date
1	Danielle Russell	Simon Fife	* Simon Fife	Ian Reed	* Ian Reed	16-Feb-2011
1	D Russell	A Parker	* Andrew Parker	S Fife	* Simon Fife	4-May-2011
A	D Russell	A Parker		S Fife		1 Nov 2011