

**16.3.2 MOUNT COTTON COMMUNITY PARK – CAR PARK FEASIBILITY**

**Objective Reference:** A2814244  
Reports and Attachments (Archives)

**Attachments:**

1. [Locality Map](#)
2. [Option 2A](#)
3. [Option 2B](#)
4. [Option 3A](#)
5. [Option 3B](#)
6. [Option 3C](#)
7. [Options Analysis Table](#)

**Authorising Officer:** Peter Best  
General Manager Infrastructure & Operations

**Responsible Officer:** Brad Salton  
Group Manager City Infrastructure

**Report Author:** Benjamin Bruce  
CIAM Infrastructure Network Analyst

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**PURPOSE**

This report is presented to Council in response to a Council Notice of Motion resolution, at the Council General Meeting on 24 January, 2018 which states:

1. *That Officers bring a report to the General Meeting of Council scheduled 21 February 2018, outlining the access and car parking requirements for the Mount Cotton Community Park to service the needs of users of the park; and*
2. *That the report includes a car park project scope of works, estimated cost and delivery schedule and identification of funding sources and/or agreements, including agreements that may be legally made with other parties for delivery of the works.*

The report investigates options available to increase car park availability for Mount Cotton Community Park.

NOTE: This report was deferred, by agreement of Council, from the General Meeting of Council on 21 February 2018 to the General Meeting of Council on 7 March 2018.

**BACKGROUND*****Mount Cotton Community Park***

Mount Cotton Community Park is located within Mount Cotton and is currently accessed via Bohemia Court. The Redland City Council (Council) Open Space Strategy 2012-2026 (OSS) lists Mount Cotton Community Park in Neighbourhood 48 and has determined the park to be a Destination Park (Tier 1) (T1).

Attachment 1 details a locality map for the Mount Cotton Community Park.

Destination Parks are expected to have high levels of visitation at various times and aim to achieve a high standard of park embellishments to support and encourage usage for both the local community and tourists. Although the OSS lists embellishments for a T1 level park, these are considered indicative only.

The vision for a T1 park would typically be driven by an established park plan. However, Mount Cotton Community Park (the Park) does not currently have an adopted park plan.

The Park has proven popular with regular visits from the Redland City Council Library Bus, fitness groups and the Mount Cotton Carols in the Park event being held annually (run by the Calvary Family Church). The Park also contains an all-abilities play area, skate bowl, dog off leash area, fitness equipment, half-court basketball, illuminated footpaths and picnic facilities. The OSS recommends commercial assessment and wedding facilities be created, but does not prescribe improved car parking other than to state parking should be made available.

The Park is bordered on all sides by either vegetated reserves or private property, resulting in minimal street parking and reliance on on-site parking. Although not prescribed in the OSS, the improvement of park access, entry feature signage and increased car parking have been requested in the past and resulted in a conceptual design to double car park numbers at the existing at grade car park off Bohemia Court being developed in concept in 2015, but not pursued.

Currently, there are no projects identified in the Council 10 year Capital Plan to undertake improvements at Mount Cotton Community Park.

### ***History of developer correspondence***

A commercial development is currently being undertaken south of the Park by Project Urban (the Developer) at 101 Valley Way, Mount Cotton. The development includes extensive works to increase the size of the commercial precinct, including a childcare centre and increased parking.

Between 2015 and 2017, interaction took place between the Divisional Councillor, Council officers and representatives of the Developer, where an option to provide a public car park at the south of the Park, adjoining the private development, was discussed. It was proposed that the public car park could be accessed via an easement over the Developer's property from the roundabout at Valley Way and Seena Drive. At face value, without analysis, this proposal was considered as potentially beneficial to the Developer and Council, as it enabled the Developer to utilise excess fill obtained during execution of earthworks for the existing development and potentially provide Council with an opportunity to increase car parking for a park with otherwise perceived limited options for potential car park expansion.

Subsequent to these discussions, it has been determined that the proposal to utilise excess fill from the development is no longer available as any potential excess fill has been secured by the Developer to complete civil works around the Child Care Centre development. Therefore, any proposed works would be undertaken at full cost; by potentially utilising contractors already onsite, with no potential construction reduction offsets available.

Should Council decide to proceed with the construction of a car park adjoining the development, the Developer indicated that it would look to Council to undertake flood modelling, design works and encouraged Council to consider engaging the Developer to complete construction of the car park under an Infrastructure Agreement, which would include a reduction in infrastructure charges currently applicable to MCU013549, MCU013202 and MCU013192.

The Developer also indicated that an easement to provide access to any built car park may be negotiated.

The Developer has indicated that construction works will be undertaken on site for their own development throughout 2018 and it may be advantageous to undertake the public car park construction for Council during this time to achieve civil works efficiencies. The Developer has also stated that they are willing to cooperate with Council if the works are undertaken at a future date.

In obtaining a greater understanding of the cost implications of undertaking the works in conjunction with the development, the Developer was contacted to provide cost estimates for car park construction. These cost estimates are included in the Options section of this report.

This report has been compiled without any contractual arrangements or terms and conditions being agreed between Council and the Developer. The following assumptions have been made:

1. The Developer would be willing to undertake the works on behalf of Council, whilst undertaking their own site development works.
2. The Developer would be willing to provide an access arrangement and formal easement to the car park, subject to negotiation of terms.
3. The Developer would be willing to make any amendments to their approved development as required to accommodate the Council car park.

## ISSUES

### ***Needs assessment***

Although minimal quantifiable data exists, there is a belief that car park availability at the Park is insufficient and requires expansion.

Recent customer request data shows five complaints regarding overflow parking into Bohemia Court, as well as concerns regarding accessibility and safety in entering and exiting the car park. To address resident concerns in Bohemia Court, Council painted yellow no stopping lines on the roadside to restrict parking. No analysis has been undertaken to determine the success of this solution.

As part of the development of this report, a traffic counter was installed at the car park entrance on Wednesday, 24 January 2018 and removed on Monday, 5 February 2018. Although the data only covers 13 days, it provides a representative sample of users entering the car park during the following events and cycles:

- Event – Australia Day
- Weekend
- Weekday

- Peak
- Off peak

As part of this analysis, it was reasonably assumed that due to the car park being located down an access road with limited visibility of the car park from the entrance, all prospective park users would need to pass over the traffic counter to proceed to the car park to determine parking availability and access to the Park. Therefore, it is assumed that the inbound traffic count is a representative reflection of users looking to find and use a car park.

The data was analysed and the results are shown in the table below.

#### Traffic count data – summarised averages

<i>Event</i>	<i>Avg. vehicles/hour</i>	<i>Car park status</i>
Australia Day (5am – 6pm)	7.4	Under capacity
Overall (5am – 6pm)	7.1	Under capacity
Weekend (5am – 6pm)	10.8	At capacity

#### Traffic count data - peak averages

<i>Event</i>	<i>Avg. vehicles/hour</i>	<i>Car park status</i>
Morning peak (8am – 11am)	8.4	Nearing capacity
Afternoon peak (3pm – 6pm)	10.8	At capacity
Morning off peak (5am – 8am)	4.8	Under capacity
Midday off peak (11am – 3pm)	5.2	Under capacity
Night (6pm – 5am)	1.8	Under capacity

When broken into hourly increments, there were five individual hours (all located within morning or afternoon peaks) where the number of traffic movements into the car park exceeded the number of formal car park spaces of 18. It is assumed that in these times, the car park would be at capacity.

Further, if an inbound vehicle is assumed to remain in the car park for 2 hours, the data shows that the car park will regularly reach capacity in afternoon peak periods as well as on weekends. Using this assumption, the maximum number of formalised car spaces required at any time interval over the 13 day analysis period is 38 formalised car spaces.

This limited traffic count data shows that in off peak periods, there are sufficient car spaces available to meet demand. During peak periods, the car park availability is near or at capacity, although there does not appear to be significant demand above this threshold.

Further data may be available through Google and WiFi statistics, although these sources have not been investigated for inclusion in this report. Additional traffic counter data and visual calibration would assist in providing an improved understanding of car park usage and capacity demand.

#### Park benchmarking

<i>Location</i>	<i>Formalised</i>	<i>Overflow</i>	<i>Total</i>
Capalaba Regional Park	75	30 (600m <sup>2</sup> )	105
Mount Cotton Community Park	18	10	28

To gain an understanding of the potential car parking requirements, Capalaba Regional Park was compared as an equivalent benchmark Tier 1 park due to its

similar functions. The above table shows a comparison of car parking facilities across the two locations.

The table identifies that Mount Cotton Community Park has a shortfall of 57 formalised car spaces based on the comparison with Capalaba Regional Park. The utilisation rates of the Capalaba Regional Park car park are unknown.

### **Prioritisation**

There is currently no defined car park prioritisation methodology used in Council, with car park upgrade projects being undertaken on an 'as required' basis using a location specific detailed analysis methodology.

### **Car Park Capacity Management/Events**

Most city parks are bordered by on-street parking, which assists in alleviating the pressure for parking throughout the Open Space network excluding event days, which are often over capacity. During events, there are often proactive plans put in place to address parking and traffic control and therefore minimise impact on park users and neighbouring residents.

All large scale organised events require a formal traffic management plan that is submitted to both Council and Queensland Police for review, comment and approval. These plans may specify the involvement of traffic management staff, signage, overflow parking and if necessary, off-site parking with shuttle bus arrangements.

***Option 1: Develop a program of works driven by relevant Council policies, plans and governance procedures, including a user needs analysis, for the potential upgrade or development of a car park at Mount Cotton Community Park, for inclusion in the Council 10 Year Capital Works Program, commencing in the 2019/20 Financial Year***

Option 1 does not specify any car parking expansion at the present time. This option acknowledges that a review of car parking requirements is needed for the Mount Cotton Community Park to address the overarching philosophy of a Tier 1 park in the Open Space Strategy, as well as quantify the demand at this park.

This option will be driven by a user needs analysis and a gap analysis of the Open Space Strategy. At the completion of this activity, it is anticipated that the requirements for an upgrade to car parking at Mount Cotton Community Park will be quantifiable and understood.

Should the project be considered a priority, it will be scoped and costed for inclusion in the next round of submissions for the 10 year capital works program, which will commence in the 2019/20 financial year.

***Option 2: Expansion of existing car park off Bohemia Court, Mount Cotton***

Two conceptual designs and cost estimates have been created by Council's Design and Technical Services Unit for the expansion of the existing car park off Bohemia Court, Mount Cotton. The provision of car spaces is not based on analytical data and numbers have been estimated solely based on a benchmarking exercise against Capalaba Regional Park. The development of these options has not followed RCC plans, policies, governance procedures or the capital works planning process.

**Concept 2A: 75 formalised car spaces; [REDACTED] (Council Estimate)**

Concept 2A (refer Attachment 2) allows for expansion of the car park into the existing parkland, to allow for greater connectivity to existing facilities. Although some parkland is lost that has previously been used to hold the annual “Christmas in the Park” event, it is anticipated that existing park open space to the north can be mobilised when required to cater for this event. A total of 75 formalised car spaces will bring the facility in line with Capalaba Regional Park, which totals the same number of formalised car spaces.

**Concept 2B: 116 formalised car spaces; [REDACTED] (Council Estimate)**

Concept 2B (refer Attachment 3) includes the addition of reclaimed land across the lake near the entrance off Bohemia Court. The expansion of the car park into this space would be subject to a feasibility investigation and does not include environmental, statutory and planning approvals. The expansion of the car park can be completed as a second stage to Concept 2A, should additional capacity be deemed necessary post-delivery of Concept 2A.

**Option 3: Construction of a new car park behind the private development at Seeana Drive/Valley Way, Mount Cotton**

Three conceptual designs and cost estimates have been created by RCC Design and Technical Services Unit for a new car park behind the development at Seeana Drive/Valley Way, Mount Cotton. The provision of car spaces is not based on analytical data and numbers have been estimated solely based on a benchmarking exercise against Capalaba Regional Park and potential space available on the development site. The development of these options has not followed RCC plans, policies, governance procedures or the capital works planning process. The expansion of the car park into this space would be subject to a feasibility investigation and does not include environmental considerations, statutory and planning approvals or linkages to the Park.

A consultant was engaged on behalf of Council to undertake a Flood Impact Analysis for car park options 3A, 3B and 3C off Seeana Drive, due to it being located within the Q100 flood layer.

This assessment was undertaken on a car park design that has been filled to be raised above the modelled Q100 flood height and to an extent larger than the anticipated car park size. The assessment provided results showing an increase in flood heights and velocity. However, these results do not increase the current risk to property or the public and does not exceed the current non-developed case.

The Developer has stated that to achieve maximum cost efficiency in construction, it is their preference to undertake all construction works concurrent with works currently underway.

The Developer has not provided a detailed construction schedule but has indicated that construction could align with the completion of their development works, due for completion at the end of 2018. This schedule would be subject to the receipt of all relevant design and statutory approvals before construction could commence.

The Developer has advised that although it is not their preferred option, they would be willing to work with Council should Council wish to construct the car park beyond completion of the commercial development.

**Concept 3A: 66 formalised car spaces; Cost estimate range:** [REDACTED]

Concept 3A (refer Attachment 4) includes providing fill on site to raise the surface level to match the existing development. The site must be raised to ensure adequate ramp slopes, flood immunity and to minimise potential Crime Prevention Through Environmental Design (CPTED) issues.

This concept includes the development of 66 formalised car spaces including a turnaround facility. This concept shows the minimum car spaces available as a function of site grade constraints. This concept design and cost estimate does not include any lighting or access and link arrangements to the Park, which must be compliant with the *Disability Discrimination Act 1992*.

The Developer was contacted to provide a cost estimate for this option. The Developer's nominated engineering consultancy provided a cost estimate of [REDACTED]

**Concept 3B: 116 formalised car spaces; Cost estimate range:** [REDACTED]

Concept 3B (refer Attachment 5) provides 116 formalised car spaces. This concept design and estimate does not include any lighting or access and link arrangements to the Park, which must be compliant with the *Disability Discrimination Act 1992*.

The Developer was contacted to provide a cost estimate for this option. The Developer's nominated engineering consultancy provided a cost estimate of [REDACTED]

**Concept 3C: 192 formalised car spaces; Cost estimate range:** [REDACTED]

Concept 3C (refer Attachment 6) includes further expansion on Concept 3B to cater for additional demand. As per Concept 3B, this option does not include any lighting or access and link arrangements to the Park. It is not recommended to undertake Concept 3C as a second stage to Concept 3B, due to design and construction constraints.

The Developer was contacted to provide a cost estimate for this option. The Developer's nominated engineering consultancy provided a cost estimate of [REDACTED]

**Options analysis**

The analysis of each option including a desktop pros and cons assessment can be found in Attachment 7.

It should be noted that the designs and estimates provided are conceptual in nature and are likely to change following detailed design. A contingency of [REDACTED] has been included in each cost estimate. The estimates do not include any of the following, which must be addressed if applicable to an option, if the project is to move to a detailed design stage:

- Lighting design
- Access upgrade to Bohemia Court, Mount Cotton
- Stormwater detention and water quality devices
- Park entrance statements and guidance signage

- Pathway connectivity and DDA compliant ramping
- Easement negotiations
- Crime prevention through Environmental Design (CPTED)
- Geotechnical investigations
- Environmental planning and approvals
- Operational works and statutory approvals

### **Funding**

Undertaking an upgrade or expansion of the car parking facilities at Mount Cotton Community Park is not listed in the Council 10 Year Capital Expenditure (CAPEX) program.

Funding for the project must consider the following costs:

- Project management
- Consultation and approvals
- Design costs
- Construction costs
- Easement access

To undertake the project in the current financial year, or in 2018/19, the project must be added as a late submission into the capital works planning process. This would require a Council Resolution to undertake the works and a reprioritisation of projects to minimise cost impact to the Capital Works Program. The delivery of this project would require the deferral and/or non-delivery of other capital works projects.

The Developer has stated that they are willing to contribute to the cost of the construction and provision of an easement for access requirements in Options 3, subject to an Infrastructure Agreement (IA), which provides a fair and reasonable offset from the development contributions payable on the adjoining Developer projects, currently under construction. The Developer has identified that their currently engaged civil contractors may be interested in undertaking the works as they are currently working on the adjoining land. This advice has not been tested and is subject to appropriate funding and contractual arrangements being agreed by the Developer and approved by Council.

Further, Section 143(1) of the *Planning Act 2016* states 'A levied charge paid to a local government must be used to provide trunk infrastructure.' Trunk infrastructure, for a local government, is defined below.

- a) development infrastructure identified in a LGIP as trunk infrastructure; or*
- b) development infrastructure that, because of a conversion application, becomes trunk infrastructure; or*
- c) development infrastructure that is required to be provided under a condition under section 128(3).'*

The provision of car parking in the Park is not trunk infrastructure as defined. Of particular relevance, car parking is not identified in the Local Government Infrastructure Plan (LGIP). Consequently, infrastructure charges collected to fund trunk infrastructure associated with development cannot be used to fund this non-trunk infrastructure.



Should Council choose to engage the Developer to construct the car park expansion, an Infrastructure Agreement (as a contractual means) can be entered into under Section 158(1) of the *Planning Act 2016* which states:

*'A person may enter into an agreement with a public sector entity about:*

- a) providing or funding infrastructure; or*
- b) refunding payments made towards the cost of providing or funding infrastructure.*

The Infrastructure Agreement (as a contractual means) would comprise both the specification of works and the funding mechanisms. For the avoidance of doubt, if an Infrastructure Agreement is utilised for this purpose, funding must be from a source other than infrastructure Charges, for example, the RCC Capital Works Program.

Also, to engage the Developer under an Infrastructure Agreement, the Developer should be engaged under specialised provider status through Council Resolution under Section 235(b) of the *Local Government Regulation 2012* which states:

- b) the local government resolves that, because of the specialised or confidential nature of the services that are sought, it would be impractical or disadvantageous for the local government to invite quotes or tenders;"*

The Developer would be required to satisfy the Council Delegate that they can provide the service at a cheaper rate than going to market through tender. This procurement aspect would likely require a further Council Resolution.

## **STRATEGIC IMPLICATIONS**

### **Legislative Requirements**

A basic review of relevant legislation has been undertaken and is outlined above. No detailed legislative requirements analysis has been completed.

### **Risk Management**

No detailed risk management assessment has been completed.

### **Financial**

RCC Finance's Business Partnering Unit has identified that no funds are currently allocated to this potential project in the RCC Capital Works Program.

Cost estimates for Options 2 and 3 car park designs are based on concept designs, not detailed designs.

### **People**

RCC's City Infrastructure Group, City Planning & Assessment Team and Project Delivery Group will require staff/resource supplementation to undertake this project.

### **Environmental**

No environmental assessment has been undertaken for any of the car park options presented.

## Social

No community engagement or consultation has been undertaken by Council.

## Alignment with Council's Policy and Plans

No formal project identification, scoping, funding or prioritisation process to allow inclusion in the RCC Capital Works Program, has been undertaken for any of the car park options presented.

## CONSULTATION

### Internal resources

- Executive Leadership Team
- General Counsel
- Group Manager City Planning & Assessment
- Group Manager City Infrastructure
- Group Manager Project Delivery
- Service Manager Civic & Open Spaces
- Design and Technical Services Manager
- Finance Manager – Business Partnering

### External resources

- Project Urban (Developer)
- Contour CE (Developer's nominated engineering consultancy)
- Engeny Pty Ltd (Council's nominated hydraulic consultancy)

## OPTIONS

### Option 1

That Council resolves to develop a program of works driven by relevant Council policies, plans and governance procedures, including a user needs analysis, for the potential upgrade or development of a car park at Mount Cotton Community Park, for inclusion in the Council 10 Year Capital Works Program, commencing in the 2019/20 Financial Year.

### Option 2

That Council resolves to expand the existing car park off Bohemia Court, Mount Cotton with either

- a. Concept A: 75 formalised car spaces; or
- b. Concept B: 116 formalised car spaces.

### Option 3

That Council resolves to construct a new car park behind the private development at Seena Drive/Valley Way, Mount Cotton with:

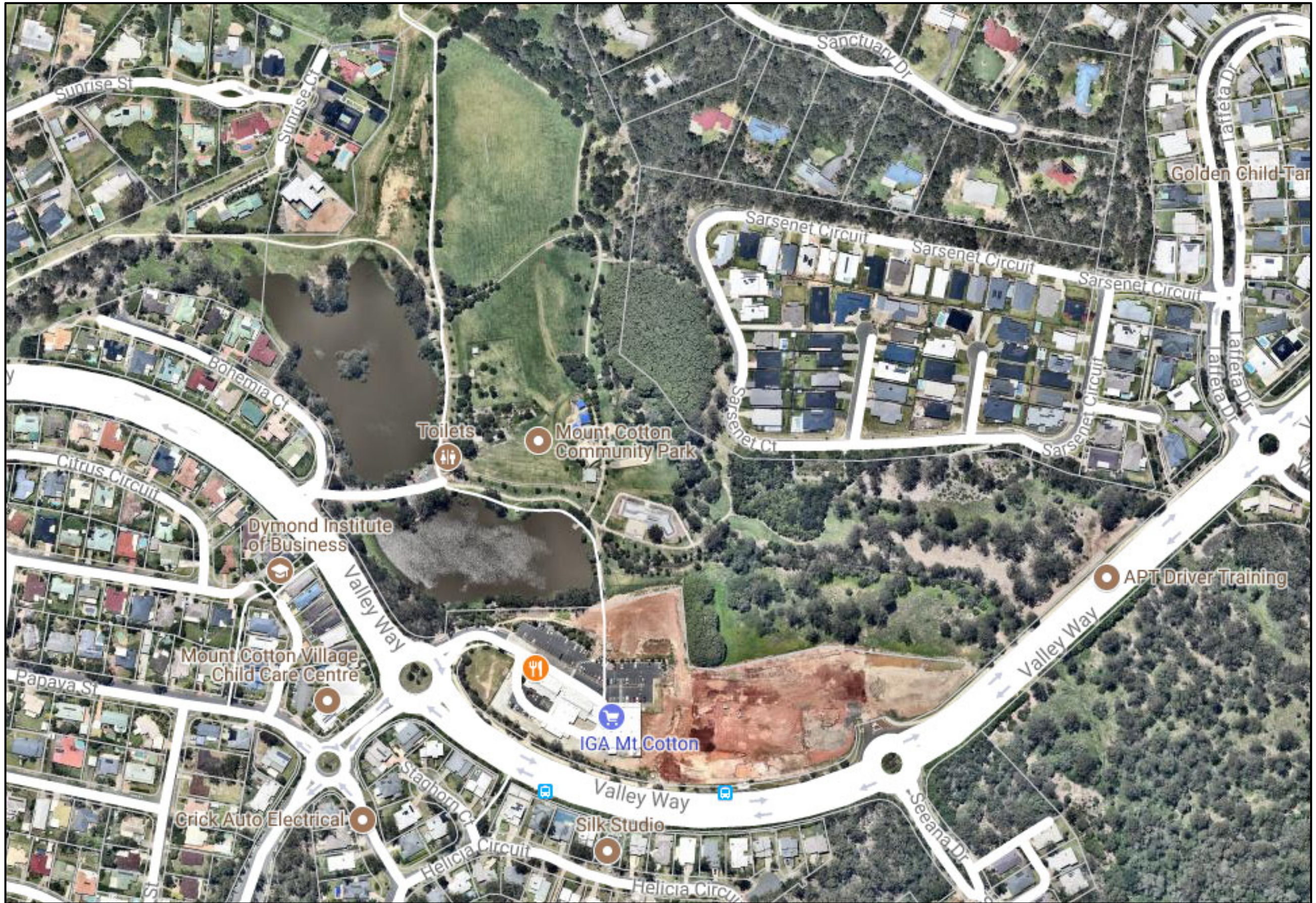
- a. Concept A: 66 formalised car spaces; or
- b. Concept B: 116 formalised car spaces; or
- c. Concept C: 192 formalised car spaces.

**OFFICER'S RECOMMENDATION**

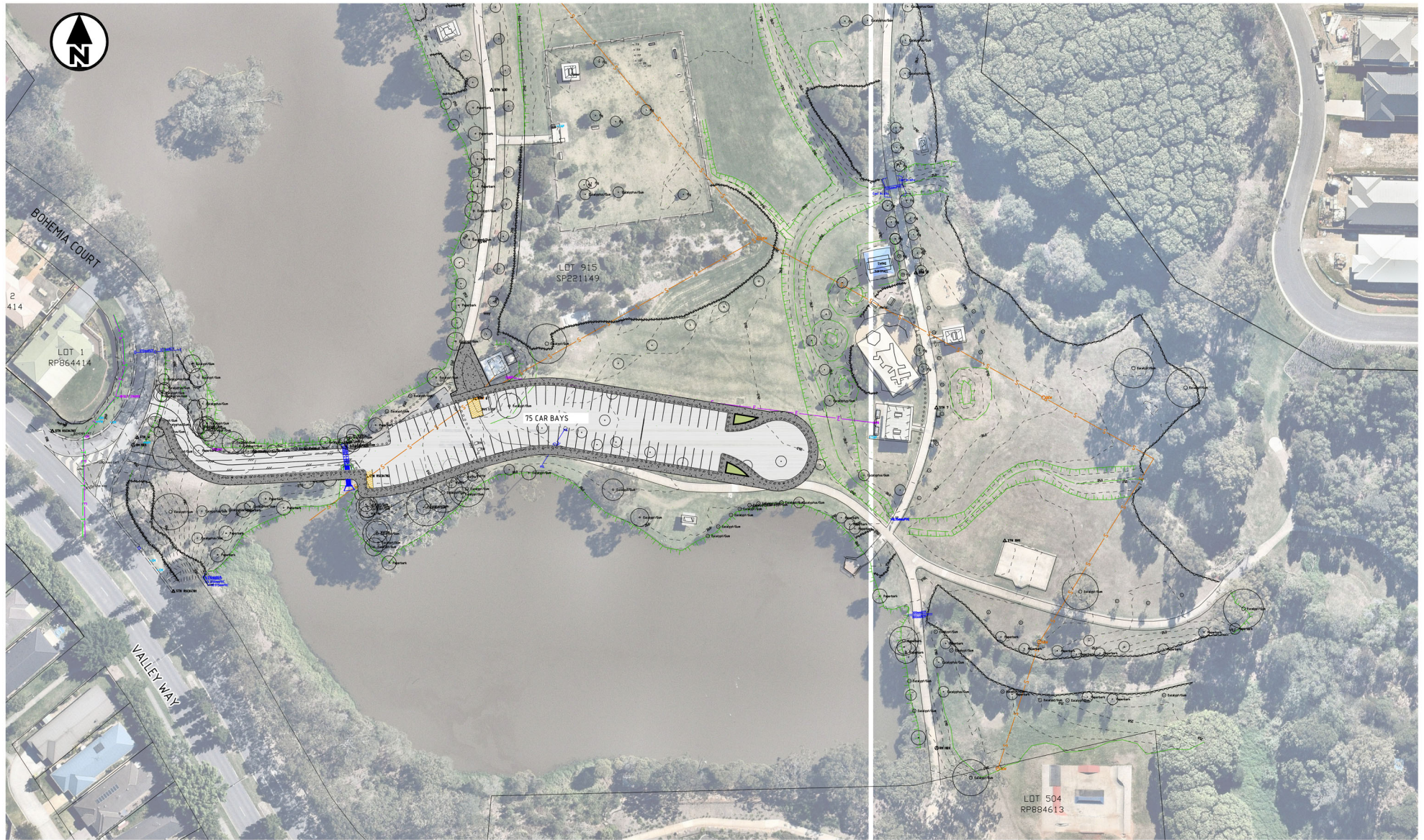
That Council resolves to develop a program of works driven by relevant Council policies, plans and governance procedures, including a user needs analysis, for the potential upgrade or development of a car park at Mount Cotton Community Park, for inclusion in the Council 10 Year Capital Works Program, commencing in the 2019/20 Financial Year.

DRAFT

ATTACHMENT 1 – LOCALITY MAP



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**NOTE:**  
 TRAFFICABLE AISLE WIDTH OF 5.8m AND PARKING BAY  
 WIDTH OF 2.5m AND DEPTH OF 5.4m FOR 90° ANGLE ARE AS  
 PER AS 2890.1:2004, FIGURE 2.2.

**CONCEPT**  
 NOT FOR CONSTRUCTION OR TENDER



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<b>PROJECT:</b>	<b>MT COTTON COMMUNITY PARK CARPARK RENEWAL AND EXPANSION</b>
<b>TITLE:</b>	<b>PROPOSED WORKS LAYOUT PLAN - OPTION 2A</b>

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**NOTE:**  
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 PER AS 2890.1:2004, FIGURE 2.2.

**CONCEPT**  
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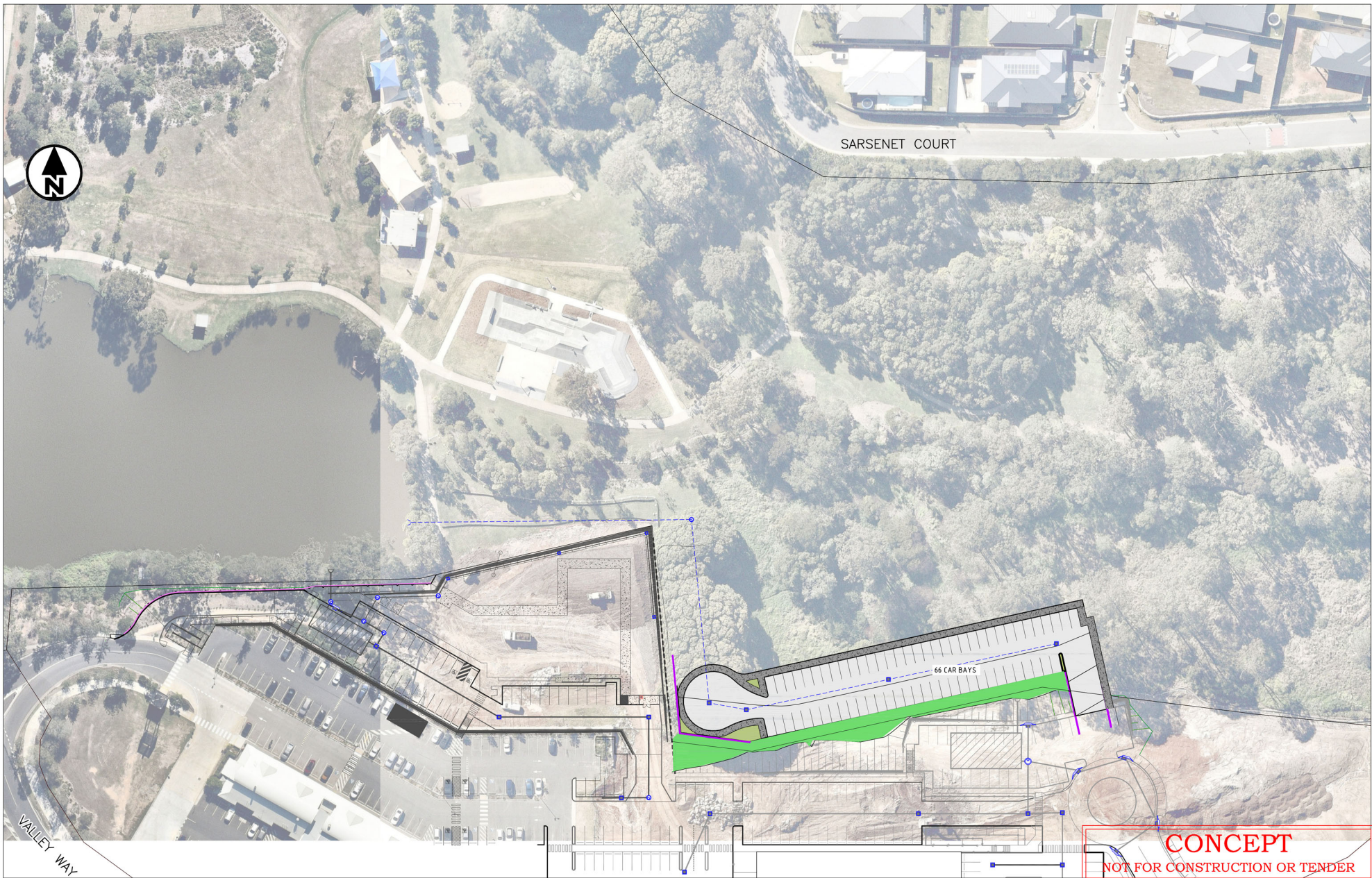
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**PROJECT:**  
**MT COTTON COMMUNITY PARK  
 CARPARK RENEWAL AND EXPANSION**  
**TITLE:**  
**PROPOSED WORKS  
 LAYOUT PLAN - OPTION 2B**

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PROJECT: **MT COTTON COMMUNITY PARK CARPARK AND EXPANSION**

TITLE: **PROPOSED WORKS OPTION 3A**

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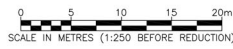
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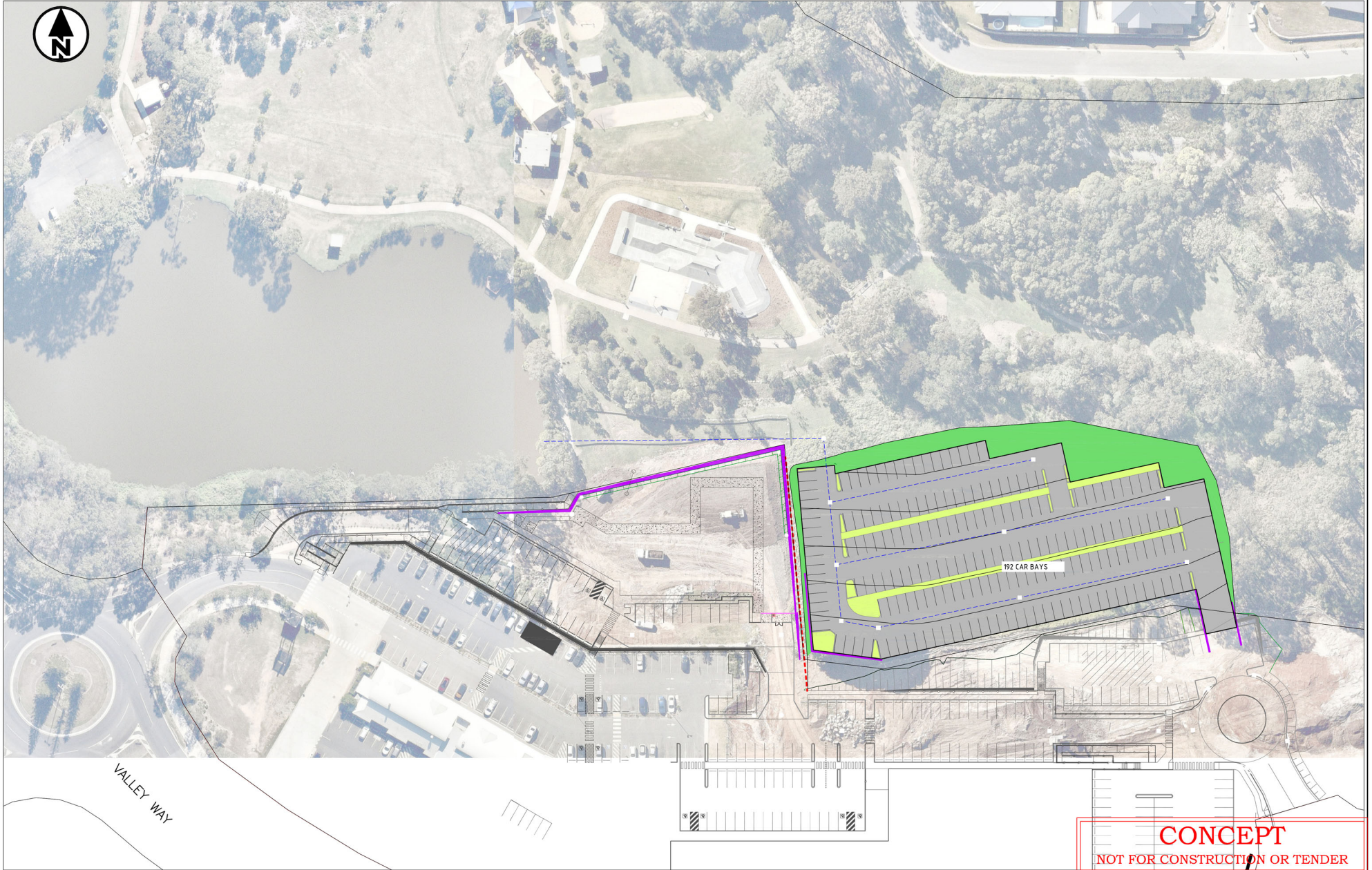
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PROJECT:	<b>MT COTTON COMMUNITY PARK CARPARK AND EXPANSION</b>
TITLE:	<b>PROPOSED WORKS OPTION 3B</b>

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PROJECT: **MT COTTON COMMUNITY PARK CARPARK AND EXPANSION**  
TITLE: **PROPOSED WORKS OPTION 3C**

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Option	Location	Car Spaces	Cost	Dist. to BBQ	Pros	Cons
1	Bohemia Court Existing	18		110m	<ul style="list-style-type: none"> <li>No current expenditure</li> <li>Ability to undertake further planning</li> <li>Caters for existing non-event/non-peak scenarios</li> </ul>	<ul style="list-style-type: none"> <li>At capacity in afternoon peaks and on event days</li> <li>Increasing customer complaints</li> </ul>
2A	Bohemia Court Expansion	75		40m	<ul style="list-style-type: none"> <li>Improves carpark accessibility and entry statement</li> <li>Brings park users closer to the BBQ and playground features by 70m</li> <li>Narrow format allows for shade tree planting</li> <li>Has the ability to be expanded at a later date</li> <li>Supports all-abilities access</li> <li>Ability to include designated area for RCC Library Bus</li> </ul>	<ul style="list-style-type: none"> <li>Reduces the event space, although the area to the north could be utilised for this function</li> <li>No analytical data to support expansion to this capacity</li> </ul>
2B	Bohemia Court Expansion incl. Stage 2	116		40m	<ul style="list-style-type: none"> <li>As per Option 2A</li> <li>Utilises space of lake and potential to formalise the lake edge</li> </ul>	<ul style="list-style-type: none"> <li>As per Option 2A</li> <li>Requires removal of some trees</li> <li>Feasibility required to determine challenges in construction and environmental approvals</li> </ul>
3A	Seeana Drive/Valley Way	66		190m	<ul style="list-style-type: none"> <li>Less impact on parkland</li> <li>Improved car parking capacity</li> </ul>	<ul style="list-style-type: none"> <li>No analytical data to support expansion to this capacity</li> <li>Future requirement to upgrade the existing car park at Bohemia Court</li> <li>Potential visual amenity issues with neighbouring residents</li> <li>Does not provide pedestrian link to park facilities</li> <li>Estimate does not include DDA Compliant Ramp</li> <li>The longest distance to a park facility is 190m (BBQ)</li> <li>May provide more parking than required for regular demand</li> <li>Difficulty in providing entry statements and connectivity</li> <li>Requires an easement arrangement</li> </ul>
3B	Seeana Drive/Valley Way	116		190m	<ul style="list-style-type: none"> <li>As per Option 3A</li> </ul>	<ul style="list-style-type: none"> <li>As per Option 3A</li> <li>Entrance/exit is at maximum grade</li> </ul>
3C	Seeana Drive/Valley Way	192		130m	<ul style="list-style-type: none"> <li>As per Option 3A</li> <li>Provides reduced cost per car space</li> </ul>	<ul style="list-style-type: none"> <li>As per Option 3A</li> </ul>