

**ORDINARY MEETING****23 MARCH 2011****17**

## PORT DOUGLAS WATERFRONT MASTER PLAN IMPLEMENTATION

Sandra Burke: 8/22/25-01: #3091857

**RECOMMENDATION:**

**That Council note the status of progress of implementation of the Port Douglas Waterfront Master Plan and the community engagement process.**

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**INTRODUCTION:**

The Port Douglas Waterfront Master Plan, adopted by Council in November 2009, provides a clear strategic direction for the incremental transformation of the Port Douglas waterfront. Activities for implementation of the Port Douglas Waterfront Master Plan (Master Plan) commenced in July 2010 and will continue for the next 10 years.

The purpose of this report is to update Council on the initiatives and activities to implement the Master Plan and the general community consultation process ensuing in March to April 2011 seeking input from the community on these initiatives before presentation to Council's Ordinary Meeting in May 2011.

**BACKGROUND:**

Recent reports to Council recommended the following:

- Resolution to make amendments to the Planning Scheme for the Douglas Shire (ensuring that the Master Plan is supported by a statutory planning) and to proceed to Public notification.
- Current status and progress of implementation of the Port Douglas Master Plan including the following changes to the Port Douglas Master Plan activities (October 2010) :
  - Master Plan activities should be completed within 10 year timeframe and the timeframe classifications maintained as Short, Medium or Long term.
  - The Swimming Lagoon should be completed in the short-term or as soon as possible (not in medium-long term as originally indicated in the *Port Douglas Master Plan November 2009*).
  - All activities associated with the Waterfront Park (ie market area improvements, additional tree planting, improved public toilet facilities, attention to car parking in Rex Smeal Park and Market areas, Faugh-A-Balagh relocation etc) should all be packaged as a "Precinct" and undertaken at the same time in the short term.
  - The Swimming Lagoon and Waterfront Park "Precinct" requires significant funding to proceed. This issue therefore needs to be brought to the attention of State and Federal elected representatives so that funding can be procured at the earliest possible opportunity.

The emphasis for Master Plan activities in 2010/2011 is to complete the necessary concept designs, feasibility studies, estimates to enable detailing of specific projects, timeframes and funding required in future years. Of course, the delivery of some activities, where possible, such as *5.K Four Mile Beach Improvements (Esplanade Upgrade)* and *9.A - Streetscape improvements* are seen as necessary to ensure that the momentum, drive and commitment by Council to implement the Port Douglas Master Plan is maintained.

In short, the Master Plan activities for implementation 2010/2011 (as referenced in *Section 6.3 Schedule of Projects, Port Douglas Master Plan, November 2009*) and their progress / status are as follows;

- 1.C Landscape Design Plan (Guide)

Objective	<p>The establishment of a Landscape Design Guide (LDG) will ensure that landscape design enhances the experience of residents and visitors in Port Douglas and adds authenticity to the tropical village character.</p> <p>The LDG details a comprehensive framework for the design of, and how to carry out landscape, streetscape and works in Port Douglas.</p>
Scope	<p>The LDG describes in words, pictures and diagram and illustrations the 'relaxed tropical style' that is the desired design direction for Port Douglas.</p> <p>The LDG informs activities commencing in 2010/2011 as well as identifying any required additions to Planning Scheme Amendments to guide development (the re-development of Marina Mirage).</p>
Stakeholder & Community Engagement Process	<p>Key stakeholders attended 2 day workshop in October 2010 to provide design input into Landscape Design Guide (LDG). These included :</p> <ul style="list-style-type: none"> <li>• Port Douglas Master Plan Advisory Committee (PDMPAC)</li> <li>• Council and State government officers</li> <li>• Members of Urban Design Advisory Board (UDAB)</li> <li>• Local landscape /architectural professionals</li> </ul> <p>Members of PDMPAC and UDAB have been presented with the draft LDG.</p>
Status	Draft LDG has been developed.
Next Steps	<ol style="list-style-type: none"> <li>1. Draft LDG to be made available for general community consultation during March /April 2011.</li> <li>2. Finalised LDG to be presented to Council in May 2011 for endorsement with the intention it is supported by a Planning Scheme Policy – Landscape Design for Port Douglas.</li> </ol>

- 1.D Waterfront Park Design Plan

Objective	Development of a design for the Waterfront Park Precinct will ensure the creation of a 'walkable waterfront' and that it will become a defining experience for visitors and residents to Port Douglas.
Scope	<p>Preliminary and concept design of the Waterfront Park Precinct ("Precinct" area commences north of the Combined Club and extends to the northern end of Rex Smeal Park) and includes the location for the potential swimming lagoon, Market Park, Sugar Wharf and St Mary's.</p> <p>The Waterfront Park Precinct design features are as follows :</p> <ul style="list-style-type: none"> <li>• Continuous boardwalk, public moorings between Combined Club and Sugar Wharf.</li> <li>• Lagoon pool situated in the area between Combined Club and Sugar Wharf (please refer to <u>5.A Feasibility Assessment for Swimming Lagoon</u>) and would require removal of existing buildings in that area.</li> <li>• Enhancement of Market Park.</li> <li>• Enhanced landscape settings for the historic sites of Sugar Wharf, St Mary's By the Sea, rock walls and significant trees.</li> <li>• Enhanced views to the Sugar Wharf, St Mary's By the Sea and the Inlet from Wharf St and Warner St, views to the ocean down Anzac Park from Macrossan St and from the Court House.</li> <li>• Formal and informal path networks following the original alignment of the cane rail line.</li> <li>• Rex Smeal Park continues to serve as an area for passive recreation and function area for special events, though it will contain naturalistic children's adventure play space, barbeque facility and amenity block discreetly placed to maintain key views.</li> <li>• Screening of Police Station and buildings with suitable native plants.</li> <li>• Indigenous and non-indigenous cultural heritage values interpreted in signage, pathways, built structures and public art.</li> <li>• Provision of permanent performance platform with demountable stage structure adjacent to the Police reserve.</li> <li>• Water sensitive urban design treatments to assist with stormwater management.</li> <li>• Large scale informal car-parking to be excluded in the park areas to protect the root zone of existing trees. Limited formalised car parking, pathways and set-down areas provided at Rex Smeal Park and near the Combined Club.</li> </ul> <p>Estimated costs for the Waterfront Park Precinct at this stage are in the order of \$20M-\$25M. This estimate is on par with similar high quality town park redevelopments. Further refinement of costs and the estimate of operating costs is to occur leading in to the general community consultation phase and though subsequent detail design stage.</p>

Stakeholder & Community Engagement	<p>Key stakeholders attended 2 day workshop in October 2010 to provide design input in Waterfront Park Precinct layout (stakeholders as per as per 1C. <i>Landscape Design Plan (Guide)</i> above).</p> <p>Members of PDMPAC and UDAB have been presented with the Waterfront Park Precinct draft concept design and have been given the opportunity to provide feedback.</p>
Status	Draft concept design of the Waterfront Park Precinct has been developed.
Next Steps	<ol style="list-style-type: none"> <li>1. Draft concept design of the Waterfront Park Precinct to be made available for general community consultation during March /April 2011.</li> <li>2. Finalised concept design of Waterfront Park Concept Precinct to be presented to Council in May 2011 for endorsement with a view that funding submissions and deputations are made with State and Federal government representatives to secure funding.</li> </ol>

• 5.A Feasibility Assessment for Swimming Lagoon –

Objective	To assess locations (alternate and preferred locations), determine the final location and identify the costs and economic benefits before financing, detail design and construction of the swimming lagoon in Port Douglas proceeds.
Scope	<p>The process for the determination of preferred Location has been undertaken through a comprehensive assessment of a total of four (4) Locations being :</p> <p style="padding-left: 40px;">Location 1 (Site 1) - In the tidal zone (front of Rex Smeal Park)  Location 2 (Site 2) - Jalunbu Park (behind Four Mile Beach)  Location 3 (Site 3) - Within Rex Smeal Park (behind Location 1)  Location 4 (Site 4) - South of Sugar Wharf (within future park area)</p> <p>Specialist consultants were utilised to undertake benchmarking of comparable swimming facilities in Queensland, assess the likely demand to establish the size of lagoon pool, and undertake technical, economic, environmental and financial feasibility of each of the 4 Locations. The Locations were then assessed and ranked in categories with the preferred Location (Location 4) achieving the highest ranking overall and therefore the most feasible.</p> <p>Key features of the swimming lagoon include :</p> <ul style="list-style-type: none"> <li>• Up to 2000 square metres of water space in a main lagoon.</li> <li>• Naturalistic lagoon with connection to the sea and situated to respect the historical/environmental context, walkable waterfront, whilst also building on the 'wow' factor of Port Douglas.</li> <li>• Beach entry to main lagoon.</li> <li>• Deep water entry and snorkel trail.</li> <li>• Training area.</li> <li>• Children's zero depth play area and play fountains.</li> </ul>

	<ul style="list-style-type: none"> <li>• Natural grotto with waterfall and / or infinity edge.</li> <li>• Picnic, BBQ and special event areas.</li> <li>• Shaded areas and enhanced landscaping.</li> <li>• Raised life-guard tower.</li> <li>• Changing facilities, Administration, First Aid and Plant rooms discreetly screened and in keeping with Port Douglas environment.</li> <li>• Car parking and delivery area (please refer to <i>1.F Parking &amp; Traffic Studies</i> for more information).</li> <li>• Screening (plantings and mounds) for St Marys By the Sea.</li> </ul> <p>The preferred Location for swimming lagoon is Location 4 (Site 4) - situated south of Sugar Wharf (between the Combined Club and Sugar Wharf).</p> <p>The estimate capital cost for a Lagoon Pool at Location 4 (Site 4) at this stage is in the order of \$15M-\$20M and an operational cost of \$1M per annum. It is anticipated to generate significant flow-on economic benefits for the region. The capital and operational cost estimate is on par with similar lagoon pools within coastal town redevelopments. Further refinement/ establishment of costs is to occur leading up to and during the general community consultation phase and subsequent detail design phases.</p>
Stakeholder & Community Engagement	<p>This activity has involved extensive consultation with industry (tourism, commerce), user groups (schools, clubs, families, tourists etc) and similar lagoon facilities to determine demand, lagoon specification (concept, size, style, type of lagoon, associated facilities) and preferred location for a lagoon pool.</p> <p>The extensive consultation with stakeholders and members of the community has occurred through;</p> <ul style="list-style-type: none"> <li>• telephone and email surveys.</li> <li>• on-line surveys of visitors, residents and businesses.</li> <li>• intercept surveys on Market Days and at accommodation providers.</li> <li>• community meetings &amp; industry meeting to discuss and obtain feedback on specifications for a swimming lagoon.</li> <li>• meetings with local, state and federal elected representatives.</li> <li>• Port Douglas Master Plan Advisory Committee.</li> </ul> <p>Members of PDMPAC have been presented with the preliminary concept of swimming lagoons at each of the 4 Locations, their assessment and the preferred Location at Location 4 - south of Sugar Wharf (between the Combined Club and Sugar Wharf).</p>
Status	Draft concept design (and supporting technical details) of the Swimming Lagoon at Location 4 (as the preferred Location) has been developed.

Next Steps	<ol style="list-style-type: none"> <li>1. Preferred Location for Swimming Lagoon, which includes a concept design and estimate costs / benefits is to be made available for general community consultation during March /April 2011.</li> <li>2. Finalised Preferred Location for Swimming Lagoon and feedback from general community consultation on whether or not to proceed with Swimming Lagoon is to be presented to Council in May 2011 for endorsement.</li> <li>3. Subject to Council resolution to proceed with Swimming Lagoon at preferred Location (Location 4/ Site 4), being obtained in May 2011, funding submissions and deputations are to be made with State and Federal government representatives thereafter to secure funding.</li> </ol>
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• 5.K Four Mile Beach Improvements (Esplanade Upgrade) –

Objective	<p>Design and construction of Four Mile Beach Esplanade Upgrade Works. General aims are to :</p> <ul style="list-style-type: none"> <li>• Improve pedestrian connectivity.</li> <li>• Improve sense of arrival at both Macrossan and Mowbray St.</li> <li>• Reduce road side erosion.</li> <li>• Enhance existing character of Port Douglas Esplanade.</li> <li>• Pedestrian continuity to Jalunbu Park.</li> </ul>
Scope	<p>The scope of works is scheduled for delivery in two Stages (1 and 2).</p> <p>Macrossan St</p> <ul style="list-style-type: none"> <li>• New entry landscaping with low plantings</li> <li>• Relocate street furniture to open views</li> <li>• Improve pedestrian safety with refuge at Garrick St and shared zone approaching speed humps</li> </ul> <p>Feature Palm Grove</p> <ul style="list-style-type: none"> <li>• Reinforce existing coconut palms to frame ocean views</li> </ul> <p>Mid-block crossing</p> <ul style="list-style-type: none"> <li>• Landscaped mid block crossing with solitaire palms</li> <li>• Traffic reduced to single lane through crossing</li> </ul> <p>Equal access</p> <ul style="list-style-type: none"> <li>• New access to beach ramp at Life Savers' Hut</li> <li>• Disabled access to picnic node</li> </ul> <p>Mowbray St</p> <ul style="list-style-type: none"> <li>• Relocate existing Surf Club parking west along Mowbray St</li> <li>• Improve pedestrian safety with shared zone at intersection approached by speed humps</li> <li>• Replace and extend footpath treatment at corner</li> <li>• Install barrier kerb, with new line-marked parking facilities</li> <li>• New shade trees</li> <li>• Alleviate erosion caused by run-off from Mowbray St</li> </ul> <p>Jalunbu Park</p> <ul style="list-style-type: none"> <li>• Formalise parking along Mowbray St</li> <li>• Pedestrian crossing mid block</li> <li>• Extend footpath to beach access and signage for wayfinding</li> <li>• Additional shade trees</li> </ul>

	<ul style="list-style-type: none"> <li>• Install barrier kerb to reduce erosion and restrict park access</li> <li>• Footpath continuity to Jalunbu Park</li> </ul>
Stakeholder & Community Engagement	<p>Key stakeholders attended a 2 day workshop in October 2010 where an opportunity was provided for design input in to the concept plan for Four Mile Beach Esplanade Upgrade Works (stakeholders as per as per 1C. <i>Landscape Design Plan (Guide)</i> above)</p> <p>Concept design plan and detail design plan of Four Mile Beach Esplanade Upgrade Works have been made available on Council's website.</p> <p>Extensive updates and public notices to the general community have been provided (since early 2010, including community engagement at Carnivale beach day in May 2010) and during construction works of Four Mile Beach Esplanade Upgrade Works.</p> <p>Extensive media coverage through the Port Douglas media on the design and construction of the works has also been provided.</p>
Status	Construction has commenced on Stage 1 of works and is anticipated to be completed in May 2011 (pending weather) and prior to Carnivale.
Next Steps	Completion of Stage 1 construction is scheduled for May 2011.

• 6.B Feasibility Study for relocation of Boat Ramp –

Objective	The Port Douglas Master Plan recommends the re-location of the boat ramp and associated boat trailer parking at Ashford Av (adjacent to Combined Club) to Spinnaker Ave (adjacent to the Yacht Club) on the basis of a feasibility study.
Scope	<p>The existing public boat ramp located at Ashford Ave and within the proposed Waterfront Park Precinct area is not compatible with open space, public recreation use intended for that area.</p> <p>The existing boat ramp consists of 4 boat ramp lanes and 18 boat trailer parking bays in Ashford Ave. Supplementary boat trailer parking bays are also located within the current Council car-park. The number of boat trailer parking bays is not able to meet the demand in peak times for boat ramp users of Port Douglas.</p> <p>The proposed concept plan for public boat ramp and trailer parking bays at Spinnaker Ave features include:</p> <ul style="list-style-type: none"> <li>• 4 boat ramp lanes plus floating walkway (5 lanes in total).</li> <li>• Approximately 56 boat trailer parking bays and 44 car parks (in conjunction with Yacht Club and Closehaven Marina).</li> <li>• Yacht Club, dry berthing area and tender parking area is maintained.</li> <li>• Outrigger Club area is maintained for the length of current lease provisions, with that area for possible expansion of boat trailer parking (and expiry of lease).</li> <li>• Potential for additional facilities and services (ice, bait, amenities).</li> </ul>

	The estimated cost for boat trailer and car parking at Spinnaker Ave at this stage is in the order of \$2.3M. An additional \$0.5M will be required for intersection treatment at Wharf St/ Spinnaker Ave. Note that Council has responsibility for the construction of car and trailer parking at public boat ramps and intersection treatments, whilst the Department of Transport and Main Roads has the responsibility for the funding and provision of public boat ramps.
Stakeholder & Community Engagement	<p>Stakeholders consulted on the concept design plan for proposed boat ramp, boat trailer and car parking at Spinnaker Ave have been:</p> <ul style="list-style-type: none"> <li>- Department of Transport &amp; Main Roads (Maritime)</li> <li>- Port Douglas Master Plan Advisory Committee</li> <li>- Port Douglas Yacht Club</li> <li>- Combined Club</li> <li>- Outrigger Club</li> </ul> <p>It is anticipated that intercept surveys will be undertaken with boat ramps users at Ashford Ave during the general community consultation process in March / April 2011, to obtain specific feedback on boat ramp needs (eg floating pontoon), services and proposed relocation to Spinnaker Ave.</p>
Status	Draft Concept Plan for Boat Ramp and Boat trailer parking at Spinnaker Ave has been developed.
Next Steps	<ol style="list-style-type: none"> <li>1. Draft Concept Plan to be made available for general community consultation during March /April 2011.</li> <li>2. Finalised Concept Plan to be presented to Council in May 2011 for endorsement (and subject to obtaining the necessary funding) with intention that it be submitted to the Department of Transport &amp; Main Roads to secure funding for the boat ramp lane construction.</li> </ol>

• 1.F (New) - Parking & traffic studies –

Objective	<p>The Master Plan identifies the need to remove car parking areas in Rex Smeal Park and the Market Area; the provision of a mobility hub (car parking, set down etc) and improved traffic circulation to optimise enhance access to Port Douglas and attractors.</p> <p>A detailed examination of car parking spaces, their availability as well as investigation of impacts of changes in traffic circulation (as per the Master Plan) to be carried out. The later will inform changes required to Council's Trunk Infrastructure Planning Scheme Policy – Transport.</p>
Scope	<p><u>Car-Parking</u></p> <p>The removal of car parking spaces (formal and informal) from Rex Smeal Park and Market area is required to ensure :</p> <ul style="list-style-type: none"> <li>• The protection of trees and their roots systems.</li> <li>• Removal of conflict between cars and users /pedestrians of Waterfront Park Precinct.</li> <li>• Conserve the integrity and surrounding activities associated with the use of historic sites of Sugar Wharf, St Marys By the Sea, significant trees and structures.</li> </ul>



	<ul style="list-style-type: none"> <li>• Enable the achievement of design objectives for Waterfront Park Precinct and Swimming Lagoon.</li> </ul> <p>The removal of informal car parking (Rex Smeal / Market area) and 46 formal car parking spaces in Ashford Ave (with balance of 108 formal car parking spaces remaining in Ashford Av) can be achieved in the immediate future through the development of additional car parking spaces at the current Council owned car park in Wharf St/ Grant St and along Wharf St with minimal capital cost.</p> <p>Further car-parking spaces can be provided with centre parking being extended into Macrossan and Warner Sts.</p> <p>A staging plan for car-parking has been developed for the short, medium and long term, to enable the transition of the removal of car parking to designated areas as mentioned.</p> <p>It is evident the car-parking issues are at critical levels on market days (Sundays) during the peak season and special events (Carnivale).</p> <p>Ultimately the development of a two (2) storey mobility hub (with provision for 200+ cars and other transport) on the site of the current Council car-park will resolve all perceived car parking issues. The mobility hub is only intended to be developed in the long term as the cost and need of such development is significant.</p> <p><u>Road Network Upgrades</u></p> <p>The Master Plan calls for the legible hierarchy of tropical streets and traffic circulation within the established road network and low speed environment. Specifically, this means that traffic is to be promoted to turn left into Mowbray St from Davidson St (arrival landscaping and entry statement) and continue through a new connection of Mowbray to Wharf St, northwards up along Wharf St and then into Macrossan St.</p> <p>The change to the pattern of traffic circulation will rationalise car vehicular movement and make the Waterfront a defining aspect of the arrival experience. It will also make Mowbray St the new gateway to Port Douglas leading to the waterfront plaza (as per the Port Douglas Master Plan).</p> <p>To achieve the above, the proposed changes to the network roads are as follows;</p> <ul style="list-style-type: none"> <li>- One (1) lane roundabout with arrival landscaping at Davidson St / Mowbray St intersection.</li> <li>- landscaping /pedestrian /cycleway down Mowbray St with new extension of Mowbray St connecting with Wharf St to service the future mobility hub.</li> <li>- Wharf St maintained as slow vehicle environment for pedestrians. The public thoroughfare on eastern side of Wharf St to be increased through extension of pedestrian space (to promote outdoor dining). Some loss of car parking on this side will occur as a result.</li> <li>- Macrossan St from Wharf St to Grant St – no significant changes.</li> <li>- Macrossan St from Grant St to Owen St is proposed to have centre parking and landscaped (eg to mimic previous section of Macrossan St).</li> <li>- No significant changes to Macrossan St from Owen St to</li> </ul>
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	<p>Davidson St with exception that intersection with Davidson St is to be provided with raised pavement treatment (more pedestrian friendly).</p> <ul style="list-style-type: none"> <li>- No significant changes to Davidson St.</li> <li>- Warner St from Wharf St to Grant St is proposed to provide for centre parking and tree-lined sides (as per Warner St from Grant St to Davidson St).</li> <li>- Grant St is proposed to be one-way from Warner St to Mowbray St – continuation of one-way treatment already existing on Grant St from Macrossan St.</li> </ul> <p>The estimated cost for car-parking (not inclusive of construction of Mobility hub) in the short term is minimal as it involves line-marking and minor concrete medians. The estimated cost for changes to car-parking in Wharf St, Macrossan St, Warner St are included in the road network upgrade costs.</p> <p>The estimated cost for road network upgrades to be conducted over a 10 year timeframe is in the order of \$9M, of which approximately \$3.1M of this is for works on roads controlled by Department of Transport &amp; Main Roads. It is advised that some of the key components of Council's share of costs are recoverable through Trunk Infrastructure Charging Policy for Transport.</p>
<p>Stakeholder &amp; Community Engagement</p>	<p>Stakeholders consulted on the Draft Car Parking Staging Plan and Concept Plan Road Network Upgrades include :</p> <ul style="list-style-type: none"> <li>- Port Douglas Master Plan Advisory Committee.</li> <li>- Department of Transport &amp; Main Roads.</li> <li>- Meridien Pty Ltd (Marina Mirage).</li> </ul> <p>It is anticipated that Market Stall holders, events co-ordinators, St Marys' By the Sea will be specifically invited to provide feedback on the Draft Car Parking Staging Plan during the general community consultation process in March/ April 2011, to ensure specific feedback on car-parking and staging is obtained.</p>
<p>Status</p>	<p>Draft Car Parking Staging Plan and Concept Plan Road Network Upgrades have been developed.</p>
<p>Next Steps</p>	<ol style="list-style-type: none"> <li>1. Draft Car Parking Staging Plan and Concept Plan Road Network Upgrades Plan to be made available for general community consultation during March /April 2011.</li> <li>2. Finalised Car Parking Staging Plan and Concept Plan Road Network Upgrades Plan to be presented to Council in May 2011 for endorsement with intention that it be submitted to the Department of Transport &amp; Main Roads to secure funding for the boat ramp lane construction and upgrades to State controlled roads (Davidson St and Macrossan St). Note that Council has responsibility for the construction of car and trailer parking at public boat ramps.</li> </ol>

- 9.A - Streetscape improvements – Various locations within the Master Plan area have been identified for improvements to streetscapes (vegetation, pathway treatments and furniture) in 2010/2011 to improve the pedestrian environment and visual amenity. Streetscape improvements, which will be influenced by the Landscape Design Guide and the Concept Plan Road Network Upgrades Plan, are to continue for the next few years from 2010/2011 to assist with the transformation of the Port Douglas area.

It must also be acknowledged that development of some of the major landholdings along the waterfront is expected to be conducted and delivered by third parties through the statutory planning and assessment processes (*3. Marina Mirage Redevelopment* and *7. Marine Industry Reorganisation*). Whilst they are not directly controlled by the project, there will be discrete opportunities for Council to inform development with Master Plan requirements.

### **CONSIDERATIONS:**

#### Corporate and Operational Plans:

##### Corporate Plan:

- Goal 2 – Building Vibrant Communities:  
*2.2 - Improve the quality and opportunities for use of public space across the region.*
- Goal 3 – Delivering Integrated Planning:  
*3.7 – Promote good urban design outcomes which are responsive to the region’s tropical environment and unique character.*
- Goal 4 – Delivering Services & Infrastructure:  
*4.3 - Deliver a transport network, including footpaths and cycle ways, that better matches service level expectations and future growth.*

##### Statutory:

All statutory obligations have been complied with.

##### Financial and Risk:

\$1.2 million has been allocated in the 2010/2011 Capital Works Budget to implement activities of the Port Douglas Master Plan.

Estimated capital costs for implementation of the Port Douglas Master Plan activities are provided in the progress and status summaries in the previous sections of this report.

##### Sustainability:

The Port Douglas Master Plan requires that sustainability underpins all aspects of Port Douglas as one of its guiding principles.

A *Sustainability Scorecard – Sustainability Assessment* has been completed on the Port Douglas Master Plan projects for implementation over the next 10 years. The results of the assessment are as follows:



Using the four themes of sustainability the above graphical output is interpreted as follows;

1. Improving resource Efficiency  
The planning and delivery of projects will involve the re-use of materials (where possible), recycled materials and local resources where available; the efficiency of car and public transport will be improved; pedestrian and cycling activities will be promoted.
2. Conserving Biodiversity  
The key terrestrial and marine habitat areas are not disturbed; key features (eg Swimming lagoon) are proposed to be located within current designated open space areas (ie no reclamation of marine habitat involved); use of water sensitive urban design to maintain and improve storm water quality; use of native / indigenous plants; design and construction of facilities and structures in line with the Port Douglas style.
3. Enhancing Community Health and Wellbeing  
The provision of and enhancement of open space for the community; the opening up of the waterfront to the public; creating iconic locations; creating a sense of place for the community and visitors; the community have say in the Port Douglas Master Plan implementation.
4. Delivering Sound Governance and Economic Management  
Higher standard of community space and services delivered to the Port Douglas community, but may incur additional operational costs; substantial capital cost to implement the Port Douglas Master Plan but will generate long term economic benefits for the Port Douglas area; commitment by Council will provide confidence in the future economy of Port Douglas.

## **CONSULTATION:**

The implementation of the Master Plan is being underpinned by an extensive communication and engagement process in line with Council's Community Engagement Policy. The strong community support garnered during the development of the Master Plan is being transitioned into the implementation phase and channelled through the Port Douglas Master Plan Advisory Committee, various situational Focus / Industry Groups and targeted public consultation.

The implementation of the Master Plan is led by a core project team consisting of:

- Manager Infrastructure Management
- Regional Manager Douglas
- Project Manager

Strong internal consultation continues with various areas of Council (in Mossman and Cairns) as part of the implementation of the Master Plan, in accordance with the project's governance structure.

Consultation on the Master Plan activities and their timing, priority and sequence has been undertaken with the Port Douglas Master Plan Advisory Committee members and on specific elements.

Details relating to consultation activities with the general community and stakeholders to be undertaken in March /April 2011 are provided in the Master Plan activities progress and status summaries in the previous sections of this report.

Key dates and activities for the general community consultation process during March / April 2011 are as follows:

- General community consultation period commences on Thursday 24 March and concludes on Thursday 21 April 2011.
- Web pages, plans and reports, Shop front display (at Saltwater on Macrossan St), "Your Say" to be available from 24 March 2011 and run until 21 April 2011.
- On-line surveys, newsletters to be available from 31 March 2011 and run until 21 April 2011.
- Council Corner publication on 31 March 2011 in Port Douglas & Mossman Gazette (Cairns Post also a date to be advised).
- Council market stall at Port Douglas markets on Sunday 9 April (7am to 12 noon).
- Council to survey boat ramp users Saturday 9 April and Sunday 17 April 2011 (6am to 10am).
- Community/stakeholder sessions at Shop front on Thursday 14 April 2011 as follows :
  - general community - 10am to 12noon.
  - waterfront park stakeholders (events, St Mary's etc) - 1pm to 3pm.
  - chamber commerce/ tourism - 5pm to 7pm.
- Community drop in session at Shop front on Tuesday 19 April 2011 - 2pm to 6pm.

**OPTIONS:**

Not applicable as this Report is for noting only.

**CONCLUSION:**

That Council note the status of progress of implementation of the Port Douglas Waterfront Master Plan and the community engagement process.

**ATTACHMENTS:**

Attachment 1 - Summary Table of Assessment of 4 Locations for Swimming Lagoon.

Attachment 2 - Port Douglas Master Plan projects (revised November 2010).

Sandra Burke  
**Project Manager**

Stephen Tyter  
**Manager Infrastructure Management**

Liz Collyer  
**Regional Manager – Douglas**

Brad Finegan  
**Acting General Manager Infrastructure Services**

## Attachment 1 - Summary of Assessment of 4 Locations/ Sites for Swimming Lagoon in Port Douglas

### 4. ASSESSMENT PROCESS

#### 4.1.1. RANKING

Assessment of the sites was undertaken using analysis of multiple factors. These Factors are grouped into Assessment Classes: Access; Environmental Impact; Design; Site Impacts; Social; Economic; Construction; Geotech; Advantage/Disadvantage.

As the sites have many similar characteristics it was determined that the best approach was to use a "forced ranking" of each factor. Forced ranking means that each site is ranked against the particular assessment factor as being "most favourable- least favourable". In this way a ranking of 1 (least favourable) to 4 (most favourable) is awarded against each site. In some cases where two sites could not be separated they both scored the lower ranking. The process seeks to identify the most favourable site through the highest ranking score. The factors used are summarised in the table below:

Table 1 Assessment Factors Used In Site Ranking.


Access	
Visual	<ul style="list-style-type: none"> <li>▪ Visibility into the site. Visibility from the site</li> </ul>
Physical	<ul style="list-style-type: none"> <li>▪ Distance from a defined central point in the precinct.</li> <li>▪ Potential for access linkage to other public space</li> </ul>
Construction	<ul style="list-style-type: none"> <li>▪ Ease of access to site for construction.</li> <li>▪ Impact on surrounding land use to create construction access</li> </ul>
Environmental Impact	
Coastal	<ul style="list-style-type: none"> <li>▪ Impact on tidal areas, coast line or foreshore areas.</li> </ul>
Vegetation	<ul style="list-style-type: none"> <li>▪ Impact on existing vegetation.</li> </ul>
Heritage	<ul style="list-style-type: none"> <li>▪ Impact on heritage sites.</li> <li>▪ Anzac Park and Sugar Wharf.</li> </ul>
Adjacent land use	<ul style="list-style-type: none"> <li>▪ Impact on adjacent land uses.</li> <li>▪ Particular consideration of any residential areas.</li> </ul>
St Mary's BTS	<ul style="list-style-type: none"> <li>▪ Particular consideration of impact on St Mary's by the Sea</li> </ul>
Design	
Wow factor	<ul style="list-style-type: none"> <li>▪ Ability to create a stunning/ iconic visual result. Contribution to destination "Port Douglas"</li> </ul>
Difficulty of design solution	<ul style="list-style-type: none"> <li>▪ Consideration of likely design difficulties and challenges.</li> <li>▪ Consideration of likely complexity of design issues</li> </ul>
CPTED	<ul style="list-style-type: none"> <li>▪ Crime Prevention through Environmental Design.</li> <li>▪ Considers issues such as casual surveillance from surrounding public areas and lighting.</li> </ul>
Integration with Master Plan	<ul style="list-style-type: none"> <li>▪ How well the location could integrate with the master plan and complement key objectives.</li> </ul>
Exposure to wind and weather	<ul style="list-style-type: none"> <li>▪ Consideration of exposure to dominant SE breezes , poor weather and cooling summer winds</li> </ul>
Site Impacts	
Space available	<ul style="list-style-type: none"> <li>▪ Area of existing land that can be used. Consideration of issues around obtaining sufficient land.</li> </ul>
Fill levels- height impacts	<ul style="list-style-type: none"> <li>▪ Consideration of how much fill will be required and impact on finished ground levels.</li> </ul>
Vegetation Loss	<ul style="list-style-type: none"> <li>▪ Amount of vegetation that needs to be removed for construction</li> </ul>
Construction Impacts	<ul style="list-style-type: none"> <li>▪ Impact on adjacent land use.</li> </ul>
Social	
support for site	<ul style="list-style-type: none"> <li>▪ Telephone Survey results supporting location<sup>20</sup></li> </ul>
stated opposition to site	<ul style="list-style-type: none"> <li>▪ Survey results opposing location</li> </ul>
creates new space vs. converts exist	<ul style="list-style-type: none"> <li>▪ Consideration of loss of existing park Vs creation of new.</li> </ul>
Economic benefits	
Enhances existing tourism/retail precinct	<ul style="list-style-type: none"> <li>▪ Consideration of potential impact on existing tourism/ hospitality business.</li> <li>▪ Consideration of proximity.</li> </ul>

Location could stimulate tourism/ "destination Port Douglas"	<ul style="list-style-type: none"> <li>Potential to stimulate tourism overall.</li> <li>Contribution to visual image and marketing.</li> </ul>
Stimulate growth of commercial/ tourism business in locale	<ul style="list-style-type: none"> <li>Potential to encourage new business in locale or to add support to existing business.</li> </ul>
<b>Construction</b>	
Approvals and planning costs	<ul style="list-style-type: none"> <li>Consideration of the amount and complexity of approvals required.</li> <li>Consideration of the likely cost of planning studies required for approvals.</li> </ul>
Building costs	<ul style="list-style-type: none"> <li>Consideration of likely Building Costs in comparison across the sites</li> </ul>
Construction time	<ul style="list-style-type: none"> <li>Likely time construction would take- including time for approvals</li> </ul>
Service Infrastructure impacts	<ul style="list-style-type: none"> <li>Proximity to services.</li> <li>Possible impacts on existing services (e.g. sewer lines)</li> </ul>
<b>Geotech Report</b>	
PASS	<ul style="list-style-type: none"> <li>Existence of Potential Acid Sulphate Soils</li> </ul>
Groundwater	<ul style="list-style-type: none"> <li>Proximity to groundwater and impact on excavation levels.</li> </ul>
Other	<ul style="list-style-type: none"> <li>Fill class from Geotech report and observations on suitability.</li> </ul>
Advantage/ Disadvantage	Non-ranked observations about the site.


## 5. INDIVIDUAL SITE ASSESSMENT

The individual sites were ranked against each other according to the factors. The detailed table for the ranking process is contained in Appendix Two.

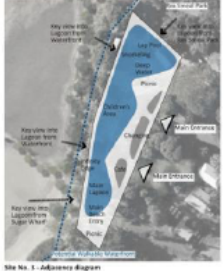
The following "Score Cards" highlight key issues concerning each site and the overall score attributed to each of the sites.



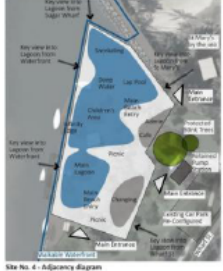
**Site No. 1 - Adjacency Diagram**



**Site No. 2 - Adjacency Diagram**



**Site No. 3 - Adjacency Diagram**  
Scale 1:192 at A3



**Site No. 4 - Adjacency Diagram**

**Site Strategies - Opportunities and Risks**

**Site No. 1**

**Opportunities**

- Offers strong connection with the waterfront
- Does not encroach existing parkland
- Can be integrated with the DMAP Parkside Waterfront and will create a new tourist destination and anchors the parkland

**Risks**

- Location difficult to locate - road for sewer from the lower water's table and high degree of environmental impact
- Height of site will create a barrier to existing parkland
- Required to be filled to a height to avoid flooding
- Height will make it difficult to integrate into surrounding parkland

**Site No. 2**

**Opportunities**

- Positive impact on the local park
- Complements existing beach
- Site requires location adjacent to the area

**Risks**

- Location within residential zone will make it hard to locate
- Location may require environmental impact
- Site requires filling
- Height of existing trees
- Location may require impact on surrounding residents
- Does not contribute to the DMAP waterfront area
- Location will have no positive impact on the proposed location

**Site No. 3**

**Opportunities**

- Offers strong connection with the waterfront
- Does not encroach existing parkland
- Can be integrated with the DMAP Parkside Waterfront strategy
- Creates a new tourist destination and anchors the waterfront
- Location along existing parkland to the waterfront

**Risks**

- Site is too narrow for general water and picnic space
- Location may require impact on existing parkland
- Location may require impact on existing parkland
- Height will make it difficult to integrate into surrounding parkland
- Height may require impact on surrounding parkland
- Strong connection to the waterfront will require impact on surrounding parkland

**Site No. 4**

**Opportunities**

- Strong connection with the waterfront
- Can be integrated with the DMAP Parkside Waterfront strategy
- Creates a new tourist destination and anchors the waterfront
- Location along existing parkland to the waterfront
- Location along existing parkland to the waterfront
- Location along existing parkland to the waterfront
- Location along existing parkland to the waterfront

**Risks**

- Location proximity to St. Mary's is the site is not desirable
- Location may require impact on existing parkland
- Location may require impact on existing parkland
- Location may require impact on existing parkland
- Location may require impact on existing parkland

**Site Strategies - Concepts**

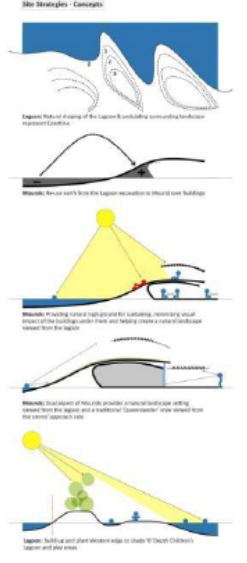



Diagram illustrating site strategies and concepts for four sites, showing how they integrate with the waterfront and surrounding parkland.

**2** Immediate Context Site Plan Study

PORT DOUGLAS SWIMMING LAGOON  
Due Diligence Study, March 2011





**5.1. SITE ONE- FILLING IN THE TIDAL ZONE**

Assessment Class	Rank-Score	Comments (the higher the score the more favourable)
Access	6	Has good visual access from surrounding areas. Furthest (of 1,3,4) from central point. Construction access would have significant impact
Environmental Impact	8	Very high environmental impact due to clearing of mangroves, foreshore vegetation and filling within tidal zone. Visual impact on heritage sites and St Mary's
Design	12	Would be exceptional design location and create iconic and very memorable feature. Location very difficult to build in, numerous construction and design challenges.
Site Impacts	5	Requires filling in tidal zone to reclaim land for project. Fill levels needed will create visual impact with increased height of up to 4 m. Most of the foreshore and mangrove vegetation will be lost. Construction will have impact on adjacent park and residences.
Social	8	Not supported as much as site 2 or 3 Opposed more than site 2 and 3 Creates new space
Economic Benefits	9	Located some distance from commercial elements. Will enhance Port Douglas destination due to iconic nature of design and location.
Construction	4	Approval requires state and probably federal agency consent. Numerous agencies and conservation legislation

Assessment Class	Rank-Score	Comments (the higher the score the more favourable)
		involved. Detailed planning studies will be required- likely to require extensive Impact investigation and at least 2 years to get approvals. Eventual approval uncertain. Will be most expensive construction option and will take much longer to build.
Geotech	2	Potential Acid Sulphate Soils. Groundwater close to surface. Unknown fill (Class P) and detailed investigation required.
<b>Total</b>	<b>54</b>	



**5.2. SITE TWO JALUNBU PARK- BEHIND THE LIFESAVERS**

Assessment Class	Score	Comments(the higher the score the more favourable)
Access	5	Located near Four Mie Beach and not central to the business precinct. Limited visual access from other public areas.
Environmental Impact	15	Minimal impact on coastal areas or heritage sites. Does involve loss of some mature melaleucas. No impact on St Mary's
Design	10	Limited scope to create iconic- memorable feature. Design solutions not difficult. Would require redesign of foreshore and surf club precinct. Exposure to storm weather.
Site Impacts	10	Minimal impact on site except loss of vegetation. Considerable impact on surrounding residential areas.
Social	9	Received most support in community survey. Net loss of parkland to develop here.
Economic Benefits	3	Limited benefit to existing business and not many located here. Unlikely to stimulate economy as much as other sites
Construction	15	One of the easiest sites for construction- requires new carparking to be provided which will increase impacts. Likely to be cheapest site.
Geotech	8	Potential Acid Sulphate Soils. Above groundwater. Unknown fill (Class s) investigation required
<b>Total</b>	<b>75</b>	



**5.2.1. DECISIVE FACTORS**

**CONTRIBUTION TO "DESTINATION PORT DOUGLAS" AND ECONOMIC RETURN**

This location does not offer the opportunity to develop an iconic feature that helps define Port Douglas and adds to image marketing. The location would adequately meet needs of local residents for year round swimming but would not contribute to the revitalising of the waterfront precinct. As there are few tourism/ commercial businesses located here there would be little stimulus for adjacent business.

The economic benefit of this site is likely to be much less than any of the other sites.

**RESIDENTIAL IMPACT**

The surrounding land uses are mostly residential and development here **would have a significant impact on local amenity** with increased traffic loads and the need for additional parking spaces as well as a substantial change to the current Jalunbu Park.

**5.3. SITE THREE- PARKLAND BETWEEN REX SMEAL AND ANZAC PARK**

Assessment Class	Score	Comments(the higher the score the more favourable)
Access	7	Good Visibility from Markets park . Some screening to Wharf St. Further from parking and central point than 4 Difficult construction access will have high impact on adjacent uses and park.
Environmental Impact	12	Considerable impact on foreshore vegetation. Filling and new sea wall required. Impact on Anzac Park, Visual impact on St Mary's and Sugar Wharf. Impact on adjacent residential uses..
Design	10	Strong potential to create iconic design and use sea edge to create memorable location. Difficult design issues with substantial fill required and narrowness of park corridor. Could integrate well with master plan but linkage through to Rex Smeal an issue
Site Impacts	8	Significant impact on site with fill required and loss of foreshore vegetation. High impact on adjacent houses and parkland areas. .
Social	7	Received second most support in community survey. Net loss of parkland to develop here.
Economic Benefits	9	Adds a significant attractor to waterfront precinct. Will enhance destination and benefit nearby business
Construction	8	Approvals and planning costs likely to be difficult and time consuming due to fill required and

Assessment Class	Score	Comments(the higher the score the more favourable)
		coastal impact. Access to site difficult and need for sea wall will extend construction times,
Geotech	4	Potential Acid Sulphate Soils. Above groundwater. Unknown fill (Class p) investigation required
<b>Total</b>	<b>65</b>	



**5.4. SITE FOUR- SOUTH OF SUGAR WHARF WITHIN THE PROPOSED NEW PARKLAND**

Assessment Class	Score	Comments(the higher the score the more favourable)
Access	11	Highly visible location from several locations within the precinct. Close to existing and proposed parking and closest location to the central point. Good access for construction.
Environmental Impact	13	Impact on vegetation minimal. Limited impact on coastal zone due to existing seawall and fill on site and current use for parking and buildings. Is close to St Mary's and has potential noise impact. Minimal impact on residential or existing park uses.
Design	14	Strong potential to create iconic design. Offers water views and can be located within surrounding new parkland to create substantial feature and destination. Does not have the design challenge of site 1 and 3. Integrates well with master plan but requires change of intent for the proposed parkland.
Site Impacts	15	Has sufficient space, unlikely to require as much filling as site 1 or 3. Minimal loss of vegetation. Will have impact on nearby business during construction.
Social	5	Received least support in community survey due to concerns regarding loss of car parking. Does not consume existing park- is part of new parkland to be created through changing existing use of the land.
Economic Benefits	11	Location is close to centre of business and waterfront precinct. Will create a significant attractor to the locale and Port Douglas.

Assessment Class	Score	Comments(the higher the score the more favourable)
		Could stimulate additional business growth on Wharf and Warner and linkage to Marina Mirage.
Construction	12	Likely to have greater chance of approval than site 1 and possibly 3. Unlikely to require the same amount of planning studies/ impact assessment. Likely to be cheaper than site 1 or 3 but does require he overall parklands development to proceed. Construction access is good and time for construction likely to be quicker than 1 or 3.
Geotech	6	Potential Acid Sulphate Soils. Above groundwater. Unknown fill (Class p) investigation required. Existing filled and settled site
<b>Total</b>	<b>87</b>	



## Attachment 2 –

## Port Douglas Master Plan - Revised Projects (Nov 2010)

Project	Pre-decessor Project	Co-dependent Project	Master Plan (2009) Indicative Timeframe	Advisory Committee (2010) Revised Timframes	Comments/ Impact	
<b>1 Further Framework Planning</b>						
1.A	Planning Scheme Amendments		Short Term	Short Term		
1.B	Douglas Local Law No.44 - Port Douglas Boat Harbour Review	1A, 2B	Short Term	Short Term		
1.C	Landscape Design Plan (Guide)		Short Term	Short Term		
1.D	Waterfront Park Design - Preliminary & Concept Design	1C	Short Term	Short Term		
1.E	Stormwater Management Plan		Short Term	Short Term		
1.F	NEW - Parking & Traffic Studies		NA	Short Term	To enable correlation of Master Plan with draft Trunk Infrastructure Charges Policy	
<b>2 Waterfront Access</b>						
2.A	Removal of Buildings - from 2012		Short Term	Short Term	Removal of buildings may occur earlier subject to negotiations with lessee	
2.B	Design of Marine Infrastructure - Concept	1C	1D	Short Term	Short Term	
<b>3 Marina Mirage Redevelopment</b>						
3.A	Marina Mirage Redevelopment Opportunities	Delivery by development proponent and thru statutory development assessment against planning scheme				
3.B	Marina expansion and improvements					
3.C	Waterfront Plaza & Mowbray Street Inlet Improvements					
3.D	Fishing Fleet use of Mowbray Street Inlet Improvements					
<b>4 Mobility Hub</b>						
4.A	Mobility Hub Design	1F		Short Term	Short Term	
4.B	Mobility Hub - First stage(s)	4A		Short - Med Term	Short - Med Term	
4.C	Securing any additional land			Medium Term	Medium Term	
4.D	Mobility Hub Completion	4B		Long Term	Long Term	
<b>5 Parkland Improvements</b>						
5.A	Feasibility for Swimming Lagoon		1C	Short Term	Short Term	
5.B	Detailed Design & Construction for Swimming Lagoon	5A		Med - Long Term	Short Term	Subject to funding and approvals
5.C	Removal of car parking areas in Rex Smeal Park	1F	5E	Short Term	Short Term	
5.D	Removal of car parking areas adjacent to Markets	1F, 4B	5E	Short - Med Term	Short Term	In conjunction with Waterfront Park 5E
5.E	Waterfront Park - Detailed Design & Construction	1C, 1D, 2A		Short Term	Short Term	Addition of detailed design component with construction
5.F	Improved Public Toilet Facilities	1C	5E	Short Term	Short Term	In conjunction with Waterfront Park 5E
5.G	Sewerage pump station	1C	5E	Short Term	Short Term	In conjunction with Waterfront Park 5E
5.H	Market Area improvements	1C, 1D	5E	Medium Term	Short Term	In conjunction with Waterfront Park 5E
5.I	Rex Smeal Park additional tree planting	1C	5E	Short Term	Short Term	In conjunction with Waterfront Park 5E
5.J	Faugh-A-Balagh Relocation		5E	Short - Med Term	Short Term	In conjunction with Waterfront Park 5E
5.K	Four Mile Beach improvements			Short - Med Term	Short Term	Council resolution - for completion in 2010
<b>6 Boat Ramp Relocation</b>						
6.A	Reorganisation of existing boat ramp parking & facilities	1C, 1D, 1F	5E	Short- Medium Term	Short Term	In conjunction with Waterfront Park 5E
6.B	Feasibility Study for relocation of boat ramp		1F	Short Term	Short Term	
6.C	Design & Construct new boat ramp/ trailer parking @ Yacht Club	6B		Med - Long Term	Short Term	To enable completion of 5E - alternative boat ramp and trailer parking required
<b>7 Marine Industry Reorganisation</b>						
7.A	Relocation of existing abrasive marine industries	Delivery by development proponent and thru statutory development assessment against planning scheme				
7.B	Slipway Removal/Relocation					
<b>8 Community and Cultural Facilities</b>						
8.A	Adaptive re-use of Sugar Wharf			Short Term	Short Term	Ongoing
8.B	Sport precinct improvements	Delivery under CRC's Parks & Recreation Strategy				
8.C	Mudlo Street environmental interpretation	1E		Long Term	Long Term	
<b>9 Streetscape Improvements</b>						
9.A	Streetscape plantings & furniture	1C, 1F	1D	Short Term	Short Term	
9.B	Arrival landscaping	1C	1D, 10A-10C	Short - Med Term	Short - Med Term	
9.C	Design & Construction of the Macrossan St Green Spine	Delivery with agreement and in conjunction with DTMR		Medium Term	Medium Term	
<b>10 Vehicular, Cycling and Pedestrian Connectivity</b>						
10.A	Realignment of Mowbray St	1F, 5J		Short - Med Term	Short - Med Term	
10.B	Davidson St & Mowbray St Intersection Re-design/ Construction	Delivery with agreement and in conjunction with DTMR		Short - Med Term	Short - Med Term	
10.C	Rationalised Wharf St	1C, 1F	10A	Short - Med Term	Short - Med Term	
10.D	Improved lookout facilities on Island Point Road	1C		Medium Term	Medium Term	