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Implementing the strategy

Moving Redlands forward

Keeping Redland residents “*Alive and Kicking*” using the framework of this strategy, along with numerous other complimentary strategies, requires coordination and corporation across the whole of Council. Many systems are in place already to support the strategy’s recommendations. Here is the outline of the systems that will support moving the strategy forward;

1. Asset and services management planning
 - an individual asset and services management plan for open space
2. Strategic land use planning
 - the open space component of the priority infrastructure plan
 - parks and open space policies, codes, standards and designs in the planning scheme
3. Financial planning
 - grants and subsidies
 - partnerships
 - joint contributions
 - Council revenue - rates and other charges
 - infrastructure charges
 - commercial use of public open space
 - the budget process
4. Public participation
5. Project prioritisation
 - establishing criteria
6. Land acquisition and reassignment
 - mainland
 - SMBI
 - NSI
 - reassignment
7. Parks planning and design
 - infrastructure planning
 - infrastructure standards
 - park design
8. Conservation Land Management
9. Park use and hire
 - commercial use of public open space
 - community use
 - festival and events
10. Operations and Maintenance
11. Additionally the adoption of this strategy for planning purposes will require a reclassification of parks and an update of parks information in the Council’s property system (Proclaim) and the asset management system (Maximo)

The master spread sheet

A master spread sheet has been developed to document and track programs and projects through subsequent operational and priority infrastructure plans. The spread sheet provides the foundation data from this strategy for all future plans relating to the management of parks and the delivery of parks services i.e. recreation, sporting, cultural, community, tourism.

The creation and upkeep of the spread sheet will be managed by Open Space Planning within the City Planning and Environment Group. The use of the data by other Groups, namely City Spaces is critical to the actions being rolled out over the next 14+ years.

The spread sheet contains a maximo (asset database) identification, park name, park type and function, SCA number, neighbourhood number, existing activity check list, a future activity checklist and commentary about the recommendations for many (*but not all*) parks.

The spread sheet will be used for the following purposes:

- updating the infrastructure charges schedule
- updating the asset and services management plan
- updating the capital works budget (via the AMP)
- advising on the renewal and upgrade program (via the AMP)
- advising on the type of recreation activities to be design and constructed in each park

A snap shot of the spreadsheet is in Appendix 5

Asset and services management planning

Redland City Council is committed to managing its assets over the long term and is using the *Enterprise Asset Management Framework* to align with the requirements of the *Local Government Act 2009*, in particular *Local Government Act 2009* Chapter 4 Part 3 s104 page 102. The planning and accountability documents are made up of the following—

- an annual report
- a 5-year corporate plan
- an annual operational plan
- a long-term community plan
- a financial plan
- a long-term asset management plan
- a report on the results of an annual review of the implementation of the annual operational plan, 5-year corporate plan and long-term community plan

Council provides multiple services to the community and often those services are provided by specific infrastructure as outlined in the asset planning documents. Meeting the required levels of service in the most cost-effective manner for current and future residents and visitors is a specific Council's aim.

The key elements of asset planning and management include:

- taking a life-cycle approach
- developing a cost-effective management strategies for the long term
- provide a defined level of service and method for monitoring performance
- understanding and meeting the demands of growth through demand management and infrastructure investment
- manage risk associated with asset failure
- ensure sustainable use of physical resources
- continuously improve asset management practices

One purpose of the *Open Space Strategy 2026* is to determine and outline how Council will be meeting growth demand for open space infrastructure and to define levels of service for open space and parks infrastructure. These elements are defined for the city in this document. The baseline data and core elements of an asset

renewal and upgrade program can be found in the strategy's recommendations as well.

Individual asset and services management plans

In 2010-11 Council updated its individual asset management plans to a new framework developed by the Institute of Public Works Engineering Australia and the first output for open space was the *Open Space Asset and Services Management Plan* (February 2011).

The definition of an asset management plan is derived from the *Local Government Act, 2009*:

- (6) A long-term asset management plan is a document that—
 - (a) outlines the local government's policies and strategies for ensuring the sustainable management of the local government's assets and infrastructure, during the period covered by the plan
 - (b) covers a period of at least 10 years after the commencement of the plan

A second more comprehensive plan is due in 2012.

The Executive Summary of the *Open Space Asset and Services Management Plan* (February 2011) indicates the following improvements are required:

- review, confirm or develop service levels and standards related to open space assets
- develop and implement processes that allow for regular inspection and condition rating of open space assets considering both risk management practices and renewal timings
- review existing condition data, year of acquisition and estimates of remaining useful lives to support update of financial asset registers and ensure accurate projection
- review completeness of asset register records and update accordingly
- investigate the capture of operating and maintenance costs at an asset level
- improve the early capture of developer contributed asset information to enable forecasting of resourcing and budget demands
- improve data quality by updating data regularly through timely and appropriate asset stock takes and collection of information 'from the field'
- begin development of a risk register for all open space asset classes

The *Open Space Asset and Services Management Plan 2011* requires that levels of services are defined including:

- providing facilities, services and programs which best meet the need of customers
- position the city to best meet the long term needs of the Redlands
- are based on customer consultation and community engagement
- meet relevant legislation requirements
- meet the city's strategic directions

The key components of the *Open Space Strategy 2026* that will be translated into all future open space asset management plans will be:

1. the strategy's desired standards of service for:
 - open space characteristics (quality)
 - suburb catchment areas
 - neighbourhoods
 - embellishments
 - maintenance
2. customer research and expectations:
 - annual benchmark surveys
 - Council customer satisfaction surveys
 - current and future Community Plan engagement and feedback
3. demographic analysis
 - current population statistical analysis
 - forecast population statistical analysis
4. open space priority areas
 - shortfall in neighbourhood recreation opportunities in greenfield areas
 - open space around medium density housing
 - shortfall in neighbourhood recreation opportunities in infill areas
 - shortfall in sporting opportunities and facilities

Strategic Land Use Planning

Redland Planning Scheme 2015

Excerpt from RPS 2015 Project Plan

Council has a statutory obligation under the Sustainable Planning Act 2009 (Div 4 S.91(1)(a)) to carry out a review of its current planning scheme and have a reviewed document in place within 10 years. The complexity and scope of this project is such that the RPS Project should commence 1st Quarter 2012 to ensure that there is sufficient time for a comprehensive program of works to be undertaken to support its preparation and delivery within the statutory period.

The current Redland Planning Scheme (RPS 2006) is largely an effective and industry recognised Planning Scheme which contains considered policy and detailed provisions which will continue to be current and relevant to the new Planning Scheme.

The introduction of the Queensland Planning Provisions (QPP) necessitates the translation of much of this content into the required new format and structure. Therefore, the move to a new planning scheme is seen as an "Evolution rather than Revolution" in that many of the existing policies and objectives of the Council and community will be carried through into the new scheme. A primary and significant component of this project will be the identification of redundant or poorly performing components of the current scheme for review and improvement and the introduction of new statutory requirements and the translation of existing well performing components.

Information Gaps

Where new policy and provisions are required a series of Policy Papers will be developed identifying those new policy

positions to be addressed within the new Planning Scheme. Significant policy gaps have been identified by this Project Plan which will need to be addressed very early on in the RPS Project. These include, but are not necessarily limited to:

- Population and Demographics;
- Housing;
- Koala SPRP/SPP;
- Centres;
- Rural Futures;
- Heritage;
- Transport (Land Use Policy);
- Employment;
- Economic Development; and
- Climate Change / Coastal Management.

In light of the recommended changes to the Open Space Strategy, amendments will need to be made to RPS 2015;

- adjustments to the desired environmental outcomes relating to open space
- revision of the strategic framework for recreation and open space
- zone and code changes
- updating of the Priority Infrastructure Plan and infrastructure charges schedule

The amendments will be done in keeping with the following:

- *South East Queensland Regional Plan 2009-2031*
- *Sustainable Planning Act 2009*
- *Redland Open Space Strategy 2026* (this document)
- consideration of previous recommendations and actions under the *Redland Open Space Plan 2004-2016*
- existing structure plans, master plans and local areas plans

RPS 2015 Structure

The new Planning Scheme must comply with the requirements of the QPP, which sets out a standardised format and structure for all Planning Schemes within Queensland. Conforming to the QPP structure and table of contents is mandatory and must be adhered to for the Minister to approve the new Planning Scheme.

Financial planning

Grants and subsidies

Grants and subsidies are available through multiple sources. In recent times the Federal Government has made large contributions to recreation parks through various stimulus package grant programs. The Gateways to Moreton Bay project attracted \$2.52m towards upgrading four of the city's most popular recreation parks—Wellington Point, Cleveland Point and Victoria Point Reserves and Capalaba Regional Park.

The other main source of grant funding in the Queensland State Government whose focus is on sporting facilities and path ways (cycling and pedestrian). The State also fund skate parks, BMX tracks, Community Halls, swimming pools and jobs programs. Redland has had relative success in attracting

State funding from numerous Departments for a range of initiatives.

Under the 2012 State Government assess to grants and subsidies will be difficult due to some stringent financial policy leading to less money available all round. This may change over time and Council needs to be ready with projects and needs assessments to take advantage of policy and budget changes at the State and Federal level. This is called being “shovel ready” and it has worked well for Council in the past.

Partnerships

Council has worked with other levels of government, community groups and enterprises to deliver recreation, sporting and community projects on public open space. The groups include sporting and recreation clubs, community job organisations such as Boys Town and service clubs.

The type of partnership depends on the project and may involve the organisation supplying labour and project supervision while Council instigates the project on public land and supplies materials and technical specifications and advice.

Serious consideration should be given to all legitimate partnership projects that help deliver the standard of service that the community wants and is anticipating.

Joint contributions

Recreational and sporting activities can be realised through joint contributions in a number of ways including:

1. sporting clubs, Council and the state or federal government jointly funding projects
2. groups of local governments jointly funding projects
3. local government and state or federal government jointly funding projects
4. private businesses and government jointly funding projects

Redland City Council has explored and been successful in participating in most of these models. The most recent successful joint contribution project has been the development of Queensland Moto Park Wyaralong. Redland City Council contributed \$73,000 to a multi-million dollar project to provide a regional facility for trail bike riding. The benefits of which will be accessible to Redland residents.

Rates revenue

Revenue from rates supports the day-to-day operation and maintenance of parks and open space. Rates revenue also funds the salaries and wages of Council officers who plan for, design and maintain parks and conservation areas and recreation, leisure and sporting facilities and services. A limited amount is allocated each year to capital works and land acquisition.

With the capping of infrastructure charges by the State Government (2011) there will be a greater reliance on rates revenue to fund capital and operational works.

Infrastructure charges

A history of the development of the infrastructure charge to date includes:

- June 2008 State Government imposes CPI only indexation on local government infrastructure charges
- Standard Infrastructure Charges Schedule takes effect—November 2008
- chargeable rate of provision of land for public parks and community purposes is limited to a maximum of 4.8 hectares per 1,000 people
- listed inclusions and exclusions for trunk networks
- introduced Discounted Cash Flow methodology (Net Present Value)
- State Government released *Shaping Tomorrow's Queensland: A response to the Queensland Growth Management Summit*—2010
- Infrastructure Charges Taskforce (ICT) established to reform development infrastructure charging arrangements—May 2010
- ICT released Interim Consultation Report – Nov 2010 and Council lodged a submission regarding the Interim Consultation Report
- ICT released Taskforce's Final Report—March 2011 and the State responded to ICT Final report—April 2011
- State Government supported nine out of ten recommendations and gave in-principle support for the other recommendation outlined in the Final ICT Report
- the *Sustainable Planning (Housing Affordability and Infrastructure Charges Reform) Amendment Act 2011* received assent on 6 June 2011
- the State planning regulatory provision (adopted charges) commenced 1 July 2011
- key element of the State Planning Regulatory Provisions is the setting of maximum charges for trunk infrastructure that is disconnected from the demand
- residential use based charge
 - \$28,000 for a dwelling that has 3 or more bedrooms
 - \$20,000 for 1—2 bedroom dwellings.
- non-residential use based charge - standard maximum charges to range between:
 - \$50-\$200 m² of GFA (Gross Floor Area) depending on development type)
 - \$10 per impervious m² for the stormwater network
- provides for local government Priority Infrastructure Areas (PIA) as a transition to Priority Infrastructure Plans
- provides for charge splits with distributor-retailers until 30 June 2013
- local governments and distributor-retailers prevented from applying Infrastructure Charges Schedule and Planning Scheme Policy charge rates
- provides for local governments to make resolutions to vary the Adopted Infrastructure Charge (AIC) below the maximum
- Council continues to prepare documentation for the State Government presenting the case that capping the charge is unsustainable in Redland City and will ultimately affect the city's ability to deliver trunk infrastructure in sequence and in a timely manner

- the PIP will go to Council for adoption with the 3A Amendments Package in September 2012
- A full review of the PIP will commence in 2012 for inclusion in the Redland Planning Scheme 2015
- Council developed an infrastructure charges (ICS) schedule for open space and community land in 2007. The ICS has been updated progressively since then
- the ICS will continue to be updated annually and the recommendations of the *Open Space Strategy 2026*, once adopted, will be incorporated into a new ICS including where the new parks are required and what infrastructure is required to deliver a new open space strategy

Commercial use of public open space

Council currently takes parks bookings and has a range of charges and bonds for fairs, carnivals, circus's, concerts, promotions, shows and sporting events.

A booking can also be made for a picnic, barbecue, social gathering and party and a bond will be required if the area required is for exclusive use by a group. Commercial fitness based parks bookings attract only a bond.

Filming events also have to be booked and the size of the production determines the fees that are charged. Weddings, receptions and naming ceremonies also attract a bond and a fee.

This information is available on Council's web site with an online booking form and clear links and information making booking a park for any of the above activities a relative straight forward process for the community.

<http://www.redland.qld.gov.au/RecreationFacilities/Parks/Pages/BookingPublicSpace.aspx>

Commercial use assessments

In 2010 a project was completed that resulted in a suite of tools to aid Council in making consistent, equitable and responsible decisions about commercial use of public open space. The tools include:

- a site assessment tool for determining the environmental, cultural, social and managerial impacts of activities in public open space and whether or not a commercial activity can occur in any given location and to what extent this activity should occur
- a set of administrative arrangements for managing bookings in public open space

Sites on North Stradbroke Island have been assessed by Council to determine the type, level and frequency of commercial use based on the site assessment tool. Other key sites around the city are still to be assessed. This strategy make many recommendations for where commercial use (low key through to major events) could take place and where a site assessment should be carried out.

Budget development

The Open Space Strategy (OSS) will assist in the development of the budget in the following way;

- the activity and facility shortfalls for all park types has been developed (Appendix A5) for neighbourhoods and suburb catchment areas
- prioritised projects will make their way into the Asset Management Plan and the Priority Infrastructure Plan
- the activity and facility shortfall needs to be prioritised each year to determine a priority order of parks, recreation and sporting projects
- a land acquisition program will need to be developed and prioritised when activities and facilities can't be accommodated in existing open space
- a set of criteria against which projects should be assessed is recommended (see above p82)
- each year a new 10 year capital works and operational program is developed and adopted
- each year a new annual capital works and operational program is developed and adopted
- Councillors, through the budget adoption process make the final decisions about project priority and budget allocation

Land acquisition

Mainland recreation open space shortfall

The framework of this strategy is to set the standard for access to recreation and sporting activities in public open space across the city. The strategy aims to develop fit for purpose parks that people will want to use and that are close to where people live.

Not all neighbourhoods and suburb catchment areas (SCA) have the land that is suitable for the most popular activities. A shortfall of land is recognised when a neighbourhood or SCA have multiple activity shortfalls and clearly the available land is not fit for purpose i.e. it is too wet, too steep, too close to residents. For example, if the neighbourhood had a shortfall of a community garden area, dog of leash area and teenage hang out space, then the land requirement in the future would be for a parcel of land of the size and shape to accommodate these and other typical park facilities (tables, chairs, shelters).

These open space shortfalls will be listed in the Priority Infrastructure Plan for purchase or acquisition at a point in the future e.g. when there is a recognised demand or when there is a good opportunity to acquire a suitable parcel e.g. at the time of a development.

Open space zoned properties on the mainland, that are not in public ownership will be assessed and prioritised during the preparation of the Redland Planning Scheme 2015. Consideration will be given to acquiring them into public ownership for consolidation, protection and future use for recreation.

A priority list of where new parks are required on the mainland is attached in Appendix A6. The list has been

developed through the assessment of each catchment and neighbourhood.

SMBI acquisitions

SMBI open space acquisitions have been governed over the past seven years by the *SMBI Open Space Plan 2006*.

Much of the plan has been realised with a significant number of properties acquired or re-assigned for future sporting and recreation purposes.

Council will pursue the purchase of a small number of properties still required to meet future recreation demand with a particular emphasis on access to the beach and the bay.

The map of the new open space system on the SMBI is attached at Appendix A7.

Importantly, the future development of each of the new parks has been addressed at a neighbourhood and island basis and each park has been assessed for potential future recreation activities.

Open space reassignment

From time to time it will become obvious that pieces of land are surplus to requirement for typical recreation purposes.

Consideration will be given to a number of lots that could be reassigned to other purposes in particular, community purposes or for environment protection and koala habitat.

In some cases land disposal may be an option. The statute for disposal of public open space is specified in the *Local Government Act 2009*.

Specifically under the *Local Government (Finance, Plans and Reporting) Regulation 2010* S176, valuable non-current asset contract—tenders or auction needed first:

- A local government cannot enter into a valuable non-current asset contract unless it first—
 - (a) invites written tenders for the contract under section 177; or
 - (b) offers the non-current asset for sale by auction
- (2) This section is subject to division 4 S.173 explains that a valuable non-current asset is any land valued at greater than \$1. Prior to the disposal, under the Act, a full range of investigations will take place at a Council level including:
 - consultation with the property owners in the street
 - the means by which the property came into Council's ownership
 - all potential alternative Council or community uses for the site
 - a full assessment of the catchment, neighbourhood and medium density open space standards around the site
 - an environmental assessment of the value of existing vegetation and future revegetation
 - Redland Planning Scheme overlays and zoning of the open space and the street as a whole
 - the future potential of the open space for sale and development under the Planning Scheme

Project prioritisation

Parks and open space projects should be prioritised prior to the development of the 10 year capital and operational works program and before the finalisation of the annual budget.

Councillors and Senior Executive's should regularly review and set a range of city priorities for infrastructure types. Doing this would enable officers to tailor the prioritisation model and criteria to meet these needs.

A set of criteria is listed below in order of importance. These criteria are recommended for use in the development of prioritisation models which help sort budget programs and recommendations of future priority order of parks projects to Council. These criteria should continue to be discussed and developed and used for establishing project lists for budget approval.

- is the project addressing a Suburb Catchment Area (SCA) or neighbourhood activity shortfall?
- is the project within a 500m radius of a medium density housing area?
- will the project increase levels of physical activity, participation in recreation and sporting activities and active transport participation undertaken by the community?
- is the project in the southern part of the city where population densities are increasing faster than facilities and services have been provided?
- have the community consistently, over a period of time, referred to the project or program of works (e.g. shade provision) during customer and benchmark park user satisfaction surveys?
- is the project listed as a high priority in a planning strategy or master plan?
- does the project have, or the potential to attract, significant external grant funding?
- does the project assist with the delivery or completion of another project?
- does the project reduce maintenance costs?
- if necessary have the community and key stakeholders been involved in the discussions regarding the project?
- does the project deliver the standards of service as applied in the Open Space Strategy

Parks planning and design

Community engagement and participation

The community will participate in processes that help determine the future use of the open space within their city, their SCA, island and neighbourhood.

Redland City Council has a Community Engagement Policy (3053) and guidelines and procedures inside a strategic framework that will be applied to all open space planning and delivery projects.

Place Making

Place making will be a creative and innovative way of achieving the many desired outcomes of this strategy.

Queensland Place Maker David Engwicht uses the following principals to guide a creative and citizen driven model of place making;

- *Build the capacity of citizens and cities to create vibrant neighbourhoods, prosperous shopping streets and magical public spaces.*
- *Inspire individuals, communities, organisations and decision-makers to unlock their latent creative genius and to 'think outside the box'.*
- *Empower individuals to take personal responsibility for fixing a broad range of community issues, including traffic and anti-social behaviour in public places.*
- *Encourage politicians, decision-makers, and city staff to stop fixing problems for the community by developing tools that empower the community to take civic responsibility.*
- <https://www.creative-communities.com/about-us/creative-communities>

Parks infrastructure planning

Over the last 10 -12 years the Open Space Planning Unit and the Sport and Recreation Unit have been developing plans and strategies for sporting and recreation infrastructure.

The development of this strategy has highlighted a number of areas that will need further planning work at a detailed level including;

- the role out of the dog off-leash areas across suburb and island catchment areas. The priority list should continue to be developed on the basis of 1 dog off-leash area per 1,000 dog registrations. The best way to plan for this is to update the registration figures every two years and determine when and where new DOLAs are required
- park master plans are recommended for all Type 1 Destination Parks, Type 2 Community Parks and City Sporting Parks.
- T1 and T2 parks that still require master plans are listed in the recommendations of this plan
- a number of sporting codes will benefit from having a regional and city wide strategic planning framework. Both netball and cricket have strategic direction plans (2011). It is recommended that plans be developed for football (soccer), AFL, rugby league, rugby union, tennis to name the main sports that may require new land and facilities in the future
- the Pedestrian and Cycle Strategy needs to be updated, the walkability checklists, completed by 28 resident groups will be submitted to this planning process
- a plan, relating to the role out of fitness activity stations, needs to be completed. The placement and choice of outdoor fitness stations is critical from a future investment and asset management perspective. It is also critical that the right equipment is selected to meet the needs of Redland residents.

Park infrastructure standards

A manual for parks infrastructure called the *Built Environment Specifications* has been developed by the Open Space Planning Unit. Aspects of the manual required updating for the RPS 2015 project.

A manual that can be used across Council, for a full range of purposes, to deliver quality park infrastructure is now required. The manual needs to provide direction to and, guidelines and standards on:

- park design
- planning scheme policies and codes - parks and open space landscaping, streetscape, safer by design,
- landscape planing approvals through development applications
- landscape and parks tender development and contract assessment
- parks infrastructure
- streamlining and more efficient purchasing of parks infrastructure

Designing urban open space for users needs

"The making of urban open space is topic of considerable interest to landscape architects, their clients and the public. Numerous studies have found that addressing user needs is a prerequisite to making good parks, plaza and urban open spaces. User requirement in open space can include such varied considerations as comfort and relaxation, privatization of public space, reducing conflicts between hidlers and dirt bikes and the dog versus human use of neighbourhood parks." Urban Open Space, Designing for Users Needs, Mark Francis 2009

Recreation parks designs and plans

- it is recommended at all Type 1 and 2 and city sports parks have a parks plan prior to any major works being carried out
- a parks plan will assist in attracting State and Federal funding.
- community engagement is an essential part of the development of a parks plans
- only the portion of the parks plan that is in the budget will be available for display to the community
- or in many cases a parks plan will only be design to fit the available budget

If the park is not in the capital works program, the criteria for assessing when the parks plan should be developed and the park project put in the budget will along these lines:

- is there a community demand and urgency for multiple park facilities
- is there a range and complexity of issues that need to be addressed in the park or open space area e.g. flooding, safety, land fill,
- the age, relevance and level of completion of any existing park plan
- the size and location of the park or open space e.g. near new housing developments and no park facilities,

- the significance and cultural value of the park
- the availability of grants and subsidies for the implementation of the plan
- the ability of the community to undertake the works themselves through special arrangements
- the availability of jobs skills programs to assist in building the facilities (eg Boystown, CEA)
- the potential of the project to be listed in the 10 year capital works program

Sports Park Plans

It is recommended that all sports parks have a plan and that they are developed with the clubs and the community with a view to ensuring access, equity and opportunity for multiuse of the sites

The benefits of having sports park plans include:

- providing a common vision for Council, the community and organisations
- supporting funding applications for infrastructure development
- to assist with making sports parks self assessable rather than code or impact assessable in RPS 2015
- providing a succession plan for development for new club committees
- ensuring that the open space is preserved and use of existing assets is maximised
- providing security to sports clubs to fund raise for agreed to sporting infrastructure eg lights, change rooms, clubhouses, grandstands
- tying the parks plan to the lease agreement with conditions that the club/s will contribute to the construction of some of the elements
- providing guidance to Council officers in delivering agreed upon infrastructure in the sport park plan over time
- ensuring access, equity and opportunity

Water by design

The *Framework for the Integration of Flood and Stormwater Management into Open Space* was prepared as part of the *Multiple Use of Open Space Discussion Paper* as produced by PLACE Design Group and Bligh Tanner for the Healthy Waterways Water by Design program. The framework and related discussion paper has been developed to facilitate industry discussion on multiple use public open space with specific regard to the suitability of water sensitive urban design inclusions.

“The Framework for the Integration of Flooding and Stormwater Management into Open Space, details best practice approaches for integrating water sensitive urban design (WSUD) elements into multiple use open spaces.

Water Sensitive Urban Design (WSUD) is the preferred approach for mitigating the impacts of urbanisation on the natural water cycle and to reconnect communities to the landscape and the management of local water. Best practice

stormwater water management objectives are set out in the South East Queensland Regional Plan 2009–2031 Implementation Guideline No. 7: Water Sensitive Urban Design and the State Planning Policy 4/10 Healthy Waters. To comply with these objectives, land is needed to accommodate the treatment measures. In an urban development, the physical integration of WSUD systems into the surrounding landscape competes for space with additional lots, roads, pathways, service corridors, environmental reserves, open space and flood management.

Public open space provides a variety of opportunities to incorporate water sensitive urban design which have been explored and developed within the discussion paper Multiple Uses of Open Spaces.

The discussion paper explores the issues and opportunities associated with the integration of WSUD into multiple-use open spaces. Focusing on the tension arising from competing demand for land uses in South East Queensland, a review of current research was undertaken within the context of the existing regulatory framework.”

It should be noted that the Open Space Strategy 2026 is opposed to the use of parks for the integration of water sensitive urban design (WSUD) elements into multiple use open spaces wherever possible. If the park does not already have a creek, natural lake or wetland present then Council will not be supporting the further encroachment of new water sensitive urban design features into a park for the purpose of treating storm water of a new or existing development or residential area.

Conservation land management planning

Conservation land management planning for reserves and conservation areas in Redland City occurs in a number of ways:

- with a detailed land management plan undertaken for individual reserves
- through the *Conservation Land Management Strategy 2009*
- through detailed strategies for biodiversity, climate change, koalas, pest management, vegetation enhancement and water management plans

The following areas have land management plans

- Amity Point Sport and Recreation Reserve
- Coochiemudlo Island Foreshore
- Flinders Beach
- Greater Glider Conservation Area
- Isle of Coochie Golf Course
- McMillan Road Conservation Area
- Orchard Beach Wetlands
- Scribbly Gums Conservation Area
- Serpentine Creek Road Cemetery Site and
- Sleath Street Foreshore

- Terra Bulla Leumeah

The main purpose of the *Conservation Land Management Strategy 2009* (CLMS) is to:

Identify and classify the conservation estate into discrete area types and provide principles for their management and planning. Council has approximately 280 documented reserve areas currently in the City.

Council has to date produced a variety of management plans for areas under its management. The purpose of these plans is to guide management of the reserves for which they were produced. However, extant plans do not have the capacity to respond to evolving Council policy and legislative changes. Further, Council has many more areas than management plans and this figure is growing as Council increases its conservation estate. The production of management plans is an expensive and time consuming task. CLMS has been produced to encompass and delineate principles and practices for all of Council's reserves. Changes to the 'management environment' can be captured in one document through revision of this strategy.

The historical naming, acceptance of activities and provision of infrastructure occurred prior to the development of CLMS. It is expected that many areas will fail to meet the expected intents outlined in CLMS.

CLMS guides the classification of new areas and the reclassification of older areas where they are not consistent. CLMS is not meant to prescribe detailed actions to be undertaken but provide a broad set of guiding principles and practices. A further aim of CLMS is to reduce Council's need for producing individual management plans. However, it is expected that exceptional circumstances may dictate specific management requirements out of the ordinary.

The Natural Environment Decision System (NEDS)

To enhance Council's key conservation and biodiversity management strategies, Council is developing a Natural Environment Decision Support tool capable of providing a strategic, spatial interpretation of the conservation values within Council boundaries. A conservation value map is designed to be easily understood and provide strong evidence through a robust methodology, state and local data to assist policy makers with the formulation of environmental policy.

As part of this project, recommendations were made to revise the remnant and regrowth vegetation layers; as well as improve the accuracy of the species habitat record layers due to the lack of data. The output from this project will assist in refining these layers in NEDS.

NEDS will form the basis of the Council data system for the natural environment. The 2011-2012 project developed the framework of the data system and the protection layer of the system. Over the next few years further data will be sourced to provide additional information on the enhancement and management of species and lands. NEDS ultimately will host

data on flora and fauna species, as well as environmental attributes such as wildlife corridors, waterways and wetlands.

NEDS will provide mapping outputs which will assist in Council's decision making for the long term protection, enhancement and management of our natural environment.

It is envisaged that a data and information management system will be developed to underpin and provide the link between CLMS and on-ground actions. This 'living system' will be responsive to change, can be audited, reported on and provide immediate access to information required by planners and operational managers. This provides the key to implementation of sound and timely on-ground actions.

The information management system will allow a range of processes to occur such as:

- identification of principles for the management of reserve types
- retrieve information on specific reserves
- update of information on a daily basis for those managing reserves e.g. revegetation works
- assessment and reporting e.g. State of the Environment
- asset valuation and management
- more informed budgeting

Booking open space for commercial and community uses

A suite of tools to aid Council in making consistent, equitable and responsible decisions about where and how often commercial operators and community members can book areas of public open space for group activities has been developed. The tools include:

- a site assessment tool for determining impact and risk on the following open space and community values:
 - environmental
 - cultural
 - visual
 - recreation
 - tourism
 - social
 - and also site carrying capacity and management and operational implications of activities
- a set of administrative arrangements for managing and assessing public open space bookings and enquiries, issuing licences, granting exclusive use and setting bonds and fees

Council undertook site assessments on North Stradbroke Island as a way of firstly developing the assessment tool and secondly to test the tools validity and usefulness.

Fifty-three sites have been assessed on North Stradbroke Island and a range of recommendations have been made relating to the following:

- maximum group size
- maximum frequency of activity and impact risk
- available Council facilities
- examples of permitted commercial activities
- permitted temporary facilities and services

- special conditions

This strategy is recommending a large number of open space areas across the city for commercial use, but not before an on-site assessment of each site has been undertaken. The full list in Appendix 6.

Emerging guidelines for the commercial and community use of public open space

The management of commercial use of public open space aims to ensure that the values of the sites are not degraded, that public use and enjoyment is not infringed and that approved commercial uses do not degrade the amenity and value of the site for the community at large. Some of the emerging guidelines for the commercial use of public open space are:

- sites that are showing evidence of severe deterioration should have visitor access restricted until rehabilitated or hardened (if appropriate)
- decisions regarding beach use need to take into account seasonal effects and tidal conditions. Final approval can only be given the day before
- medium to high risk and impact events may require compliance officers to ensure people comply with Council's conditions and potential conflicts with other users
- on beaches, very small tour groups (e.g. fishing) are permitted when the beach is wider than 3 m; commercial receptions (temporary structure based) permitted if the beach width from the frontal dune to the high tide mark is more than 20 m; major beach related events permitted when the beach is greater than 30 m
- on small local (non-tourist) parks, local community events and activities are allowed. Commercial activities are discouraged unless they have local community support
- on a public thoroughfare, no commercial activities are permitted where public thoroughfare to features/beaches will be blocked
- commercial activities to be encouraged in parks that are big enough to cater for the activity proposed and/or where discrete areas can be designated that don't disrupt normal community use of the facilities/ area
- small ceremonies or photo shoots of short duration (less than two hours) permitted in most parks provided there is no infrastructure provided and no alcohol or food is consumed
- small eco-tour operations—all commercial users of public open space will require a licence. A fee-based licence system is recommended for North Stradbroke Island however, further consideration by Council is required to determine an appropriate fee structure
- coach tour operations—all NSI commercial coach tour operators are to be licensed. Non-commercial tour buses are required to complete a Registration Form for access to Brown Lake
- commercial and community activities requiring a marquee and/ or the consumption of food or alcohol only

permitted in designated areas (note: designated areas need to be identified and covered by *Local Law 15*)

- a need to designate areas where alcohol can be consumed
- indicative site capacities to be monitored and adjusted (positive/ negative) depending on performance and conditions
- activities not considered to date—the obligation is on the proposer to detail the activity and the sites at which it might occur, together with an impact assessment and the mitigating actions that will be taken
- tour operator accreditation should be considered in determining an appropriate licence fee from commercial operators
- consider on-the-spot-fines for repeated lack of compliance
- Council needs to put in place an effective review mechanism, involving key stakeholders

The *Open Space Strategy 2026* is recommending a number of mainland, SMBI and Coochiemudlo Island parks for assessment using the commercial activities site assessment tool. Doing this work will then enable equitable, sustainable, commercially responsible and accountable decision-making around exclusive and non-exclusive use of public open space.

The site assessment tool should be used in its current format as soon as possible. The administrative arrangements will take a more considered approach to implement and should be incorporated into other actions relating to integrated booking systems for a range of Council services and facilities such as halls.

The *Open Space Strategy 2026* will be recommending the adoption of a new Council policy on Commercial Use of Public Open Space. The policy is attached as Appendix A9.

Operations and Maintenance

The operations and maintenance of parks and open space sits with the Parks and Conservation Unit within the City Spaces Group. The key components of operation and maintenance are both separate and essential for the ongoing functioning of public open space. Parks operations involves the systems and procedures that are required to operate the parks and conservation service while maintenance is the day to day activity, undertaken by internal officers and external contractors.

Routine maintenance is the regular on-going work that is necessary to keep assets operating, including instances where portions of the asset fail and need immediate repair to make the asset operational again. Maintenance includes reactive, planned and cyclic maintenance work activities.

The core components of the maintenance service involve:

- turf management and maintenance
- tree management and maintenance
- conservation area management and maintenance
- landscape management and maintenance
- parks infrastructure management and maintenance

Council's aim to manage its infrastructure assets to meet the required level of service in the most cost effective manner.

The key elements of infrastructure asset management are: taking a life cycle approach, developing cost-effective management strategies for the long term, providing a defined level of service and monitoring performance, understanding and meeting the demands of growth through demand management and infrastructure investment, managing risks associated with asset failures, sustainable use of physical resources, continuous improvement in asset management practices.

The benchmark surveys are recommended to continue.

A way to assess the overall performance of parks is to regularly the park uses. This is now done through intercept surveys and telephone interviews. Council has been asking park users about what they think about the city's parks over many years. The information provides direct feedback to the parks officers about the quality of their work and how much the community appreciates the service.



