



AGENDA

Services & Organisation Committee Meeting

Tuesday, 8 October 2019

commencing at 1.30pm

Committee Room, 9 Pelican Street, Tewantin

Committee: Crs Joe Jurisevic (Chair), Frank Pardon, Tony Wellington, Frank Wilkie

“Noosa Shire – different by nature”

TABLE OF CONTENTS

ITEM	PAGE
ATTENDANCE & APOLOGIES	-
PRESENTATIONS	-
DEPUTATIONS	-
REPORTS FOR CONSIDERATION OF THE COMMITTEE	3
1 PUBLIC PASSENGER TRANSPORT - TRANSPORT LEGISLATION	3
2 PUBLIC PASSENGER (URBAN BUS) TRANSPORT NETWORK REVIEW	17
3 PEAK PERIOD TRAFFIC MANAGEMENT PLAN 2019-20	25
4 1819T084 RUFOUS STREET STAGE 3 CONTRACT AWARD	40
5 PROPOSED EXPRESSION OF INTEREST FOR THE NOOSA NAVY CADET FACILITY - NOOSA DISTRICT SPORTS COMPLEX	56
6 COMMERCIAL PROPERTY MANAGEMENT SERVICES - SUNRISE BEACH NEIGHBOURHOOD SHOPPING CENTRE AND PEREGIAN DIGITAL HUB (TENDER 1920T016)	60
7 TEMPORARY EVENT BONDS NOOSA HEADS LIONS PARK - PROPOSED FEES 2019 20 SCHEDULE OF FEES AND CHARGES	65
CONFIDENTIAL SESSION	-

REPORTS FOR CONSIDERATION OF THE COMMITTEE**1 PUBLIC PASSENGER TRANSPORT - TRANSPORT LEGISLATION**

Author	Project Manager Transport Innovation, Adam Britton Infrastructure Services Department
Index	ECM/ Subject / Transport Policy ECM / Project & Contract / Transport Strategy ECM/ Subject / Commercial Bus Routes / Bus Stops / Bus Shelters
Attachments	1. Minter Ellison legal advice 2. TransLink service contract area 3. Public Transport service coverage area

EXECUTIVE SUMMARY

Not applicable.

RECOMMENDATION

That Council note the report by the Project Manager Transport Innovation to the Services & Organisation Committee Meeting dated 8 October 2019 regarding the legislative framework that regulates public transport in Queensland.

REPORT

The purpose of this report is to describe

- the role of public transport within the Noosa Transport Strategy;
- how public transport operates in Noosa Shire with the key aims of clarifying the State Government responsibility for providing public transport; and
- the most advantageous process for Noosa Council to improve public transport service levels.

1. Noosa Transport Strategy

Noosa's Transport Strategy places significant focus on the role that public transport, specifically urban bus services play in delivering the desired outcomes for Noosa that includes:

- Reducing reliance on the private car;
- Encouraging modal shift to more sustainable transport;
- Key regional destinations such as hospitals, airports and universities are readily accessible by public transport;
- All schools are safely and conveniently accessible by public transport;
- There is a reduction in people choosing to drive and park cars in congested coastal areas;
- Park and Ride facilities are supported by transport services;
- The public transport system meets the needs of locals and visitors;
- Local transport routes offer efficient and frequent services;
- Alternative transport is cost effective for users as compared to private car use;
- Transport initiatives result in significantly reduced greenhouse gas emissions;
- Community request for a fleet of small frequent electric shuttle buses with Noosa branding.

The high dependence on public transport within the Transport Strategy has encouraged Council to undertake several key activities in coordination with the Department of Transport and Main Roads including:

- Collection of a Transport Levy through rates of approximately \$900,000 per annum;
- Funding of Free Holiday Buses, (approximately 300,000 patrons over previous Easter and Christmas holidays);
- Design and construction of upgrades to bus stops (\$3m joint funded over past 5 years);
- Funding of Boreen Point to Tewantin Flexilink Service;
- Funding of Council cabs for over 65's and people with a disability;
- General marketing and promotion of public transport.

The effect of these activities within the Noosa community may create the perception that Council is vested with powers to manage public transport in Noosa, or to create its own public transport options (for example a Noosa Style Shuttle Bus linking key tourist locations with residential and accommodation areas).

To investigate the current legislative framework governing public transport use in Noosa, Council engaged lawyers Minter Ellison to undertake a legal review of urban bus services in Noosa as summarised below.

2. Public transport legislative framework

Details of the legislation governing public transport is contained in Attachment 1, Minter Ellison legal advice. In summary, the Department of Transport and Main Roads (DTMR) has overall responsibility for coordinating transport which includes public transport in Queensland. DTMR's functions in relation to public transport are set out in the following legislation:

- a. the Transport Operations (Passenger Transport) Act 1994 (Qld) (the Act)
- b. the Transport Operations (Passenger Transport) Regulation 2018 (Qld) (the Regulation)
- c. the Transport Operations (Passenger Transport) Standard 2010 (Qld) (the Standard)

Collectively the above is referred as the Legislative Framework that regulates public transport in Queensland.

The legislation refers to 'public transport' as a 'public passenger transport' which is further defined as the carriage of passengers by a 'public passenger service' using a 'public passenger vehicle'.

The legislation sets out broad definitions of both 'public passenger service' and 'public passenger vehicle' in order to ensure regulation of essentially all forms of public transport with the intended exclusion of private and personal transport.

The legislation puts into place measures for regulating the provision of all forms of public transport. These measures include:

- entering into public passenger service contracts;
- holding of operator accreditation;
- holding driver authorisation;
- market entry restrictions;
- personalised transport services (taxis and rideshare such as Uber).

Further regulation is imposed on core public passenger services such as bus, taxis and school services via performance-based contracts.

In order to regulate public passenger services, DTMR administers and delivers public passenger transport within service contract areas through 'TransLink', a division of DTMR. With funding from the Queensland Government, TransLink procures the delivery of public passenger services through service contracts awarded to external organisations.

For Noosa, TransLink has defined the service contract area as per the attached map (Attachment 2 – TransLink service contract area), which covers Sunshine Coast as a whole and not Noosa specifically. Attachment 3 – Public Transport service coverage area, defines the Noosa specific serviced areas. The service contract for the provision of urban bus services in the service contract area encompassing Noosa has been awarded to Transit Australia Group Pty Ltd, trading as Sunbus. The service contract for the provision of school services in the service contract area encompassing Noosa has been awarded to Buslink. The contracts between the operators and TransLink are confidential, but we are told they include provisions that no other operator can replicate or mimic the routes those operators service.

Under the Legislative Framework, it is an offence to provide a public passenger service in an area or route that is in a declared service contract area unless entitled to under:

- a service contract
- written agreement with the Director-General; or
- with the Director-General's approval, a written agreement with the holder of a service contract.

Except with the express agreement of DTMR, the Legislative Framework does not grant Council any power to amend existing urban public transport service contracts, including to:

- increase levels of service;
- augment services;
- duplicate or mimic services; or
- change fares.

Acknowledging the community interest in public transport, Council has investigated two avenues to expedite changes in existing levels of service that encourages the desired objectives of the Transport Strategy:

- seeking to find exemptions in the legislation to permit Council to influence public transport in Noosa; and
- entering into direct negotiations with TransLink to facilitate change.

To avoid regulation by the Legislative Framework entirely through exemptions, Council's service would need to fall outside the scope of the definition of 'public passenger service', which means it would need to be all of the following:

- free; and
- provided by Council itself (i.e. not using another company to provide the service); and
- available to the general public; and
- not be able to be hired, booked or used by one person or group of persons only for a specific journey as a personalised transport service.

Even if a wholly Council initiated service were to meet each of the above criteria, Council should seek the approval of DTMR for the proposed service first to ensure that investment in the development, procurement and implementation of the service is not lost if DTMR objects to the service and takes action to force the service to cease.

In addition to the Legislative Framework which regulates public passenger service market entry, TransLink also has contractual obligations to each of its service providers under its service contracts. We are informed by Transit Australia Group Pty Ltd trading as Sunbus, that Sunbus has the exclusive right to operate its bus services on the routes serviced by Sunbus in the service contract area which encompasses Noosa.

Using the example of a Noosa Style Shuttle Bus, if Council were able to facilitate the service in such a way that it fell outside the strict ambit of regulation under the Legislative Framework, the service may still operate over existing routes operated by Sunbus and create a conflict with TransLink's contractual obligations with Sunbus. In that case DTMR may act swiftly to shut down the Noosa service to preserve its service contract with Sunbus.

On the basis of the risks associated with attempting to operate within legislation exemptions and not creating a conflict with TransLink's existing contractual arrangements, Council's most

advantageous process to establish a Noosa Style Shuttle Bus, and to facilitate other public transport initiatives, is to continue negotiating with TransLink to enter into agreements that deliver the preferred services for the Noosa community.

Previous Council Consideration

Nil.

Finance

This report has focused on the legislative framework governing public passenger transport and the State Government's responsibility in regulating and providing this service. This report does not provide financial information or advice on the capital or whole of life costs associated with operating public passenger transport in Noosa.

Risks & Opportunities

The key risk identified from this report and supporting legal review is that there is an unacceptable risk to Council should it intend to operate its own Noosa style shuttle bus given the high likelihood of State Government legislating against the Council operated service.

Consultation

External Consultation - Community & Stakeholder

Department of Transport and Main Roads TransLink Division – SEQ Public Transport Contracts
 Department of Transport and Main Roads TransLink Division – Network Management
 Transit Australia Group - Sunbus

Internal Consultation

Nil.

Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries Local Laws Waste & Environmental Health	<input type="checkbox"/> Corporate Services Director Financial Services ICT Procurement & Fleet Property Revenue Services
<input type="checkbox"/> Executive Services Director Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input checked="" type="checkbox"/> Infrastructure Services X Director Asset Management Buildings and Facilities Civil Operations Disaster Management X Infrastructure Planning, Design and Delivery

ATTACHMENT 1: Minter Ellison Legal Advice



Public transport in Noosa

Advice to Noosa Council in relation to the public transport legislative framework

September 2019

MinterEllison

23.09.19:381184_039.docx

Public transport in Noosa

Executive Summary	3
Section 1 – How public transport operates in Noosa	4
1. What legislation applies?	4
2. What defines public transport?	4
3. Regulation of public passenger services	4
4. How is public transport performance monitored?	5
5. How are changes to public transport facilitated in terms of contract changes?	5
6. Who is responsible for public transport and how is it funded?	5
Section 2 – Options available to Noosa Council	7
7. Options to negotiate with DTRM	7
8. Limitations for Noosa Council to change the existing services or create its own service	7
Section 3 – Demand responsive transport	8
9. What is demand responsive transport (DRT)?	8
10. Trial DRT in Queensland	8
11. Mechanisms to include as opposed to standard bus service	8
12. Who should provide DRT?	8

Executive Summary

1. Public transport is the responsibility of the Department of Transport and Main Roads and is regulated within a framework of transport legislation.
2. Translink is a division of DTMR that has responsibility for administering DTMR's functions within the passenger transport legislative framework.
3. The legislation primarily regulates any services that would be considered 'public passenger services', which may include a bus services, ferry services, taxi services, fixed track vehicle services, aircraft services, limousine services and booked hire vehicle services (such as Uber).
4. There is very limited scope of services that are outside the scope of 'public passenger services' and which would avoid regulation under the legislation. However, even those services should only be undertaken in consultation with, and with the approval of, DTMR.
5. Public transport service performance is monitored by DTMR in a number of ways, including through public feedback (which may be directly through the Translink feedback options, or potentially from industry groups or local governments with a vested interest in public transport service improvement).
6. In many situations, Translink partners with local governments to improve services and provide additional services which the local government (or the public) may have identified as lacking within its community.
7. Council may seek out a positive partnership model with Translink to drive service change or transport infrastructure development.
8. Council is currently undertaking a public transport review process, which may provide an opportunity for Council to instigate discussions with DTMR about the future of public transport in Noosa having regard to any service deficiencies and what change to the services, or alternative services, would assist in addressing those deficiencies.

Section 1 – How public transport operates in Noosa

1. What legislation applies?

The Department of Transport and Main Roads (DTMR) has overall responsibility for coordinating transport in Queensland. DTMR's functions in relation to transport are set out in a series of 'Transport Acts', which are administered by DTMR. DTMR's functions under the Transport Acts include, but are not limited to:

1. coordinating strategic planning and operation of integrated transport systems in the State of Queensland; and
2. managing the allocation of funds to achieve this outcome.

One aspect of that transport responsibility is public transport, which is regulated under one of the Transport Acts, namely the *Transport Operations (Passenger Transport) Act 1994* (Qld), and related legislation (**Passenger Transport Legislation**).

Translink is a division of the DTMR tasked with overseeing the public passenger transport system including buses, trains, ferries and trams across South East Queensland (among other things). Essentially, Translink manages the scheduled services that would commonly be referred to as 'public transport'. However, under the Legislation Framework DTMR's ambit is much broader than that and includes, as an example, oversight of the taxi industry, booked hire services (like Uber) and private buses.

2. What defines public transport?

Under the Transport Acts, 'public passenger transport' means the carriage of passengers by a *public passenger service* using a *public passenger vehicle*.

Public passenger vehicles may include buses, ferries, taxis, fixed track vehicles, aircraft, limousine, booked hire vehicles (such as Uber) or another vehicle used to provide a public passenger service.

Public passenger service essentially means any service for the carriage of passengers if the service is provided for a fare, or in the course of business, or is a courtesy transport service, community transport service or driver service.

The definition of 'public passenger transport' is very broad, and captures essentially every type of passenger transport that would not be considered private transport limited to personal use. A number of exceptions apply to the definition of 'public passenger service' including services such as ambulance, police and fire and rescue.

3. Regulation of public passenger services

Services which are 'public passenger services' are subject to regulation under the Passenger Transport Legislation which may include the provider of the service being subject to:

- (a) a requirement that the service provider enters into a service contracts with Translink;
- (b) holding operator accreditation;
- (c) holding driver authorisation;
- (d) market entry restrictions; and
- (e) specific regulation around personalised transport services (such as taxis and 'ride share' services like Uber).

Operator accreditation and driver authorisation are two key regulatory requirements. A further level of regulation is imposed on core public passenger services like buses, taxis and school services via performance-based service contracts and licenses. One of DTMR's main functions is to administer and monitor compliance to the regulations.

Generally, the purpose of the high level of regulations is to ensure certain standards are met in the delivery of public passenger services in relation to performance and safety of passengers by holding operators and drivers accountable for complying with set standards and other responsibilities set out in the Passenger Transport Legislation.

4. How is public transport performance monitored?

4.1 Service provider performance

The primary avenue for public transport performance monitoring is the service contracts between service providers and DTMR. The Passenger Transport Legislation requires that a service contract *must* state minimum service levels to be complied with by the holder. The Legislative Framework also provides other matters that may be included, such as, establishing performance outcomes, establishing principles for fare setting or collection, and providing for payment by the service provider of an amount for breach of a key performance indicator.

Specific KPIs and performance levels are not set out in the Legislative Framework (as they would change on a case-by-case basis). This level of detail would most likely be contained with the specific service contract only and subject to confidentiality between DTMR and the service provider.

The Passenger Transport Legislation further establishes that the director-general may arrange for reviews of an operator's performance under a service contract.

4.2 Public feedback

Translink can make changes to service offerings in particular areas of the public transport network based on public feedback.

The public can provide feedback to Translink a number of ways, including online, by phone and social media. Translink states on its website that the feedback is a tool used to help create additional services, schedule changes, upgrade facilities, plan infrastructure placement and improve the gocard system. Translink is also conducting a pilot Customer Experience Survey in 2019. The customer surveys will be used to gather information about the network and customers experiences.

Some key reports about public transport are published on Translink's website and include monthly performance snapshots, patronage and complaints, and customer satisfaction. We note that these do not provide detail at a service operator or regional level, but rather are a snapshot of the public transport system as a whole.

5. How are changes to public transport facilitated in terms of contract changes?

DMTR may, by notice on the department's website, amend an area serviced by a service provider, or a particular route. However, the amendment may be made only if the chief executive is satisfied the amendment is necessary:

- (a) to extend the service into developing areas; or
- (b) because of changed traffic conditions; or
- (c) for public safety; or
- (d) to improve the service in the public interest.

In respect of other changes to the service contract terms and conditions, these would subject to the terms of the service contract but would likely require the agreement of the service provider and DTMR to effect them.

6. Who is responsible for public transport and how is it funded?

It is clearly established in the Passenger Transport Legislation that DTMR has primary responsibility for public transport, except if a service is not within the scope of a 'public passenger service' under the legislation. As public transport is the responsibility of the DTMR, it is funded predominantly by the Queensland Government.

Federal government may also be involved (financially or otherwise) in significant public transport projects, such as new public transport infrastructure.

Often local governments are the vehicle through which residents express broader concerns about community issues and services. It is often local government that is called upon to represent community concerns. Councils may have opportunities to help alleviate transport problems and there are a number of examples of action taken by Councils to address their transport challenges. Local governments can contribute to public transport initiatives where gaps have been identified in service, or where local governments have decided to trial other transport options. Most of these alternative services and trials, whilst often initiated by Council, would need the agreement of Translink to be implemented by Council because of the high-level of regulation under the Passenger Transport Legislation.

In this way, each level of government has a role to play in delivering transport solutions to the community.

We understand Noosa Council already has some public transport initiatives being provided by and funded by Council, namely, Council Cabs and the Flexilink service from Boreen Point to Tewantin. The Flexilink service is subject to an agreement with DTMR.

Section 2 – Options available to Noosa Council

7. Options to negotiate with DTRM

As the regulator for public transport in Queensland, Translink must have regard to many competing priorities when considering how to best implement the public transport network and the changes or development that needs to be made to improve the network.

In many situations, Translink partners with local governments to improve services and provide additional services which the local government (or the public) may have identified as lacking within its community.

Further, part of the functions of DTMR under the Legislative Framework is in relation to developing transport plans and strategies. Some of these publications which may be relevant to Noosa residents to assist with understanding the competing priorities of DTMR and its future plans for public transport which will guide any discussions between Council and DTMR are linked below:

- (a) [Draft South East Queensland Regional Transport Plan](#);
- (b) [Transport Coordination Plan 2017-2027](#); and
- (c) [Transport and Main Roads Strategic Plan 2019-23](#).

Council is commencing a review of the public transport network in Noosa. The aim of that project is to review the existing services using experts who will design a network more capable of meeting Council's desired objectives.

We also note that Council has identifying that key to this is working with DTMR during the process.

8. Limitations for Noosa Council to change the existing services or create its own service

Noosa's best opportunity for initiating change in the delivery of public transport in Noosa is to work with DTMR and establish a strategic relationship with DTMR to drive change in the Noosa area.

Within that landscape, limitations may also include:

- (a) the size of Noosa Council compared to other local councils in the area which may mean priorities in other local government areas may take precedence; and
- (b) the lack of a key public transport infrastructure such as a bus depot which might assist in the delivery of more efficient services.

Both of these limitations further signify the importance of Council developing a positive relationship with DTMR to successfully drive change in the public transport services provided in the Noosa area.

Section 3 – Demand responsive transport

9. What is demand responsive transport (DRT)?

DRT is a method of transport operations which has mainly be utilised to respond to community needs where a transport service is required, but there is not enough demand to warrant a permanent route or system. It has seen particular use in lower-population and regional areas where traditional bus services are unavailable or more difficult to access.

DRT is a flexible system which responds to demand to supplement already existing services. The ability to 'turn-off' and 'turn-on' new services quickly and easily dependent on usage is a key advantage with utilisation of DRT.

10. Trial DRT in Queensland

The Logan DRT is the current primary DRT trial in Queensland. This trial involves a flexible shared transport option for Logan, designed to bring together people who live near one another and want to travel at the same time in places or at times when buses and trains are not available. With Logan DRT people can pre-book a vehicle to pick them up near their home and take them to selected local shopping and community facilities and transport hubs such as the local bus or train station.

Trial DRT services in other regions of Queensland (such as the Sunshine Coast and Hervey Bay) have met with varying levels of engagement by the public. In some cases, the use of DRT has led to the creation of a permanent service route.

DTMR has shown general support for the DRT services system (as evidenced in their annual report) and has delivered these types of services either on its own or in conjunction with local governments as alternative means of transport. Some other advantages of DTR include:

- (a) a shift away from traditional mass public transport options (train/bus);
- (b) DTMR focus on shift to MaaS (Mobility as a Service) systems;
- (c) a shift away from 'system orientated' transport to 'customer orientated' transport; and
- (d) key consideration by DTMR (based on draft transport strategy report) – Strategic outcome 3: 'Seamless, personalised journeys'.

11. Mechanisms to include as opposed to standard bus service

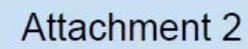
Council wants to consider the use of DRT in its local government area. It is likely, given the nature of DRT and the way it is being used, that DRT available to the general public for use would require a service contract with DTMR or the agreement of DTMR in order for Council to provide the DRT service.

If Council only provided the service for specific groups – such as mobility restricted persons – then potentially the service contract or agreement by DTMR would not be required as it would not be captured by the Passenger Transport Legislation.

12. Who should provide DRT?

Given DRT would fall within the scope of public passenger transport, Translink would normally provide DRT if it considered the service was required. However, there may be an option for Council to provide DRT in partnership with Translink (or potentially in limited circumstances directly without Translink partnership).

Translink strategic outcomes include that it will investigate more on-demand services to respond to user feedback/demand including exploring opportunities to partner with local government to pilot and roll-out on-demand services. This is a good basis for Council to begin exploring options with Translink for DRT.



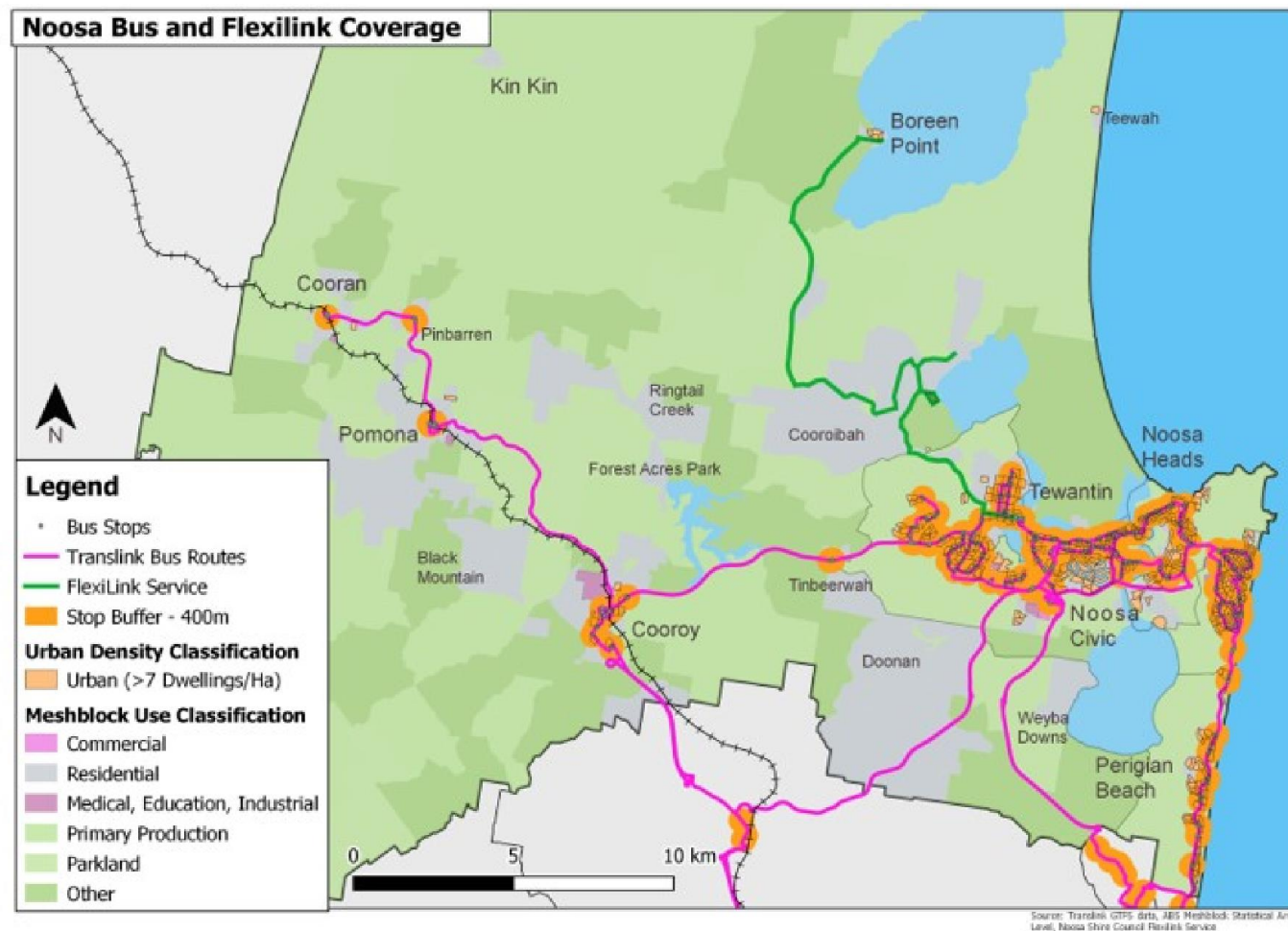
Location in SE - Queensland



While every care is taken to ensure the accuracy of this data no representations or warranties about its accuracy, reliability, completeness or suitability for any particular purpose and disclaims all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses, damages (including indirect or consequential damage) and costs which you might incur as a result of the data being inaccurate or incomplete in any way and for any reason.

Effective date: 5 September 2014

ATTACHMENT 3: Public Transport Service Coverage Map



2 PUBLIC PASSENGER (URBAN BUS) TRANSPORT NETWORK REVIEW

Author **Project Manager Transport Innovation, Adam Britton**
 Infrastructure Services Department

Index **ECM/ Subject / Transport Policy**
 ECM / Project & Contract / Transport Strategy
 ECM/ Subject / Commercial Bus Routes / Bus Stops / Bus Shelters

Attachments **1. Service Contract Area Map**
 2. Public Transport Service Coverage Map

EXECUTIVE SUMMARY

Not applicable.

RECOMMENDATION

That Council note the report by the Project Manager Transport Innovation to the Services & Organisation Committee Meeting dated 8 October 2019 regarding the Public Passenger (Urban Bus) Transport Network Review, and:

- A. Note the findings of the public passenger (urban bus) transport network review; and
 - B. Request the Chief Executive Officer to negotiate a Memorandum of Understanding with the Department of Transport and Main Roads to facilitate public transport initiatives and to provide Council with a future report on the proposed MOU including detailed costings and funding models for any proposed initiatives in the MOU.
-

REPORT

The purpose of this report is to describe:

- The process of undertaking a network review of the public (urban bus) passenger system for the Noosa area;
- Key insights from the network review;
- Concept opportunities to improve uptake of public transport; and
- The most advantageous process for Noosa Council to improve public transport service levels.

1. Background

Noosa's Transport Strategy places significant focus on the role that public transport, specifically urban bus services, play in delivering the desired outcomes for Noosa and commentary includes:

- Reducing reliance on the private car
- Encouraging modal shift to more sustainable transport
- Key regional destinations such as hospitals, airports and universities are readily accessible by public transport
- There is a reduction in people choosing to drive and park cars in congested coastal areas
- Park and Ride facilities are supported by transport services
- The public transport system meets the needs of locals and visitors
- Local transport routes offer efficient and frequent services
- Alternative transport is cost effective for users as compared to private car use
- Transport initiatives result in significantly reduced greenhouse gas emissions.
- A fleet of small frequent electric shuttle buses with Noosa branding
- Innovation around Mobility as a Service (Maas) that designs personalised products and transport services.

It is relevant to note that the separate report to Council on the legislative framework for public transport services and operations in Queensland identified that the TransLink Division of the Department of Transport and Main Roads has overall responsibility for transport coordination and regulates all public transport. In light of the legislative framework, Council has undertaken a public transport network review to inform negotiations with TransLink about how Council could best contribute to an improved public transport network for Noosa.

The objective of the network review was to investigate the current public (urban) bus network for Noosa and identify opportunities for improvement, including service uplift and flexible transport options. The network review acknowledged the interdependency of TransLink's demand responsive transit trial evaluation and the Mobility-as-a-Service (MaaS) proof of concept. The MaaS proof of concept includes exploring opportunities in Noosa to improve customer journeys and optimise the network. Critically, the network review involved TransLink, given their key role in the provision of public transport in Queensland. Sunbus, the urban bus service provider, was also engaged through the review process.

2. Network review process

The network review methodology adopted was as follows:

- Council contracted the services of a transport planning consultancy, Accession Consulting Pty Ltd, to undertake the network review.
- Project initiation, including stakeholder engagement with the Department of Transport and Main Road's Mobility-as-a-Service (MaaS) team to ensure clarity of scope in light of the MaaS in Noosa Region proof of concept (refer section 5 of this report on an update of the proof of concept).
- Public transport service data analysis of 9 urban (bi-directional) bus routes for an average week (7 days), considering service coverage (geographic), level of service (frequency, span of hours, connections), operational parameters (service per day, service kilometres and average speed by route) and patronage data (patronage by day of week, services by day of week, passengers per service kilometre, passengers per service by day, service patronage by time of day and boardings and alightings per service) as well as macro analysis of year on year patronage trends and Free Holiday Bus period patronage and survey analysis.
- Internal project team workshops on network analysis and barriers to increasing uptake of public transport in Noosa.
- Stakeholder engagement with the Department of Transport and Main Road's Network Management and Public Transport Contracts team.
- Identification of public transport network opportunities.

3. Network review insights

The public transport network review identified the following key insights;

- 11% year on year patronage growth to 2018/19 with 41% year on year comparing Free Holiday Bus 2017/18 and 2018/19, however this hasn't been sustained after the Free Holiday Bus period.
- High frequency trunk corridor between Tewantin and Noosa Junction (during hours of 7am – 6pm).
- Generally, fairly limited late-night service frequency after 7pm.
- Less services operate on a Sunday and as a result it is the lowest patronage day of the week.
- The opportunity to encourage more weekend travel (peak times) given children under 14 travel free on weekends (with an orange go card) under the existing TransLink fares.
- 62% Noosa Council residents are within 400m of a bus stop.

- Most densely populated areas are well serviced; however, some urban areas are outside of the 400m walk up catchment of a bus stop (refer Attachment 1 – Public Transport Service Coverage Map).
- Route 631 from Noosa to Nambour via Cooroy and Eumundi is a well patronised rail connector service and has 30% more passengers on weekends despite the reduced weekend frequency.
- Noosa Junction is the most well served centre, however, the level of service to Noosa Civic is not reflective of its role as the Shire Business Centre.
- Routes 620 (Noosa Heads to Maroochydore via Peregrine Beach), 622 (Maroochydore to Noosa Junction via Sunshine Coast Airport and Coolumb) and 631 have solid patronage per service.
- No services to Kin Kin and limited services to Cooran and Pomona.

While not part of the network review of services, consideration of the existing Free Holiday Bus services was made and it was identified that this could be scaled up or down depending on Council's behaviour change objectives as follows:

- Scaled down to focus on congested areas – the new ticketing system will have the functionality to make passengers 'touching off' at particular destinations (e.g. a congested location like Noosa Heads) free at certain times (i.e. Christmas and Easter). However, the decision whether to implement this would be made by the Department of Transport and Main Roads in consultation with the Minister for Transport. As per the current Free Holiday Bus arrangement, it is likely if this were to be supported, that Noosa Council would need to contribute to the lost revenue associated with such an initiative.
- Scaled up to extend the Free Holiday Bus to every weekend, noting as per above regarding the decision makers and likely conditions. This option has been included in the discussions to date with TransLink (refer section 4 below).
- Scaled up to extend the Free Holiday Bus to include the June/July and September school holiday periods, noting as per above regarding the decision makers and likely conditions.

4. TransLink consultation

In combining the specific insights of the network review and the desired objectives of the Transport Strategy, Council has held direct dialogue with the Department of Transport and Main Roads and established the following range of short, medium and long-term concept initiatives.

Short Term Initiatives

Potential initiatives	TransLink feedback
Increase service frequency of trunk corridor bus routes 626 and 627 to 15-minute frequency on Friday and Saturday nights between 7pm – 10pm for a 12-month trial in the 2020 calendar year (commencing from Easter 2020)	Requires Ministerial approval and TransLink and Council would need to agree: <ul style="list-style-type: none"> • the timeframes for the investment; • the commitment period for funding from Council; • KPIs to assess the success of the trial; and • the communications strategy. This would need to be agreed via the Minister's office.
Increase service frequency of bus routes 620*, 622*, 629, 630*, 631* and 632 to operate a weekday timetable on Sundays for a 12-month trial in the 2020 calendar year (*optional bus routes subject to funding agreement noting that these bus routes run into the adjoining Sunshine Coast Regional Council area)	As per above assuming routes 629 and 632. Including routes 620, 622, 630, and 631 increases complexity (requires additional funding to support the initiative) and this is unlikely to align with TransLink short term priorities.

Potential initiatives	TransLink feedback
Free weekend services for a 12-month trial in the 2020 calendar year for the 5 bus routes that are fully within Noosa Council area (or all 9 bus routes that operate within the Noosa Council area should the ticketing technology manage to apportion free travel for those routes that operate into the adjoining Sunshine Coast Regional Council area).	Requires Ministerial approval and TransLink and Council would need to agree: <ul style="list-style-type: none"> the timeframes for the investment; the commitment period for funding from Council; KPIs to assess the success of the trial; and the communications strategy. This would need to be agreed via the Minister's office. TransLink are providing a quote for this by the end of October 2019. Important to note that the Go Card ticketing system does not permit TransLink to offer free trips only for trips within the Noosa Shire boundaries, where routes also operate outside of this area. Therefore, this can only be considered for the 5 bus routes which run entirely within the Noosa Council area.
Extend Tewantin to Boreen Point FlexiLink services to Kin Kin	Noosa Council to make written request to TMR for exemption to run the service under TOPTA.

Medium Term Initiatives

Potential initiatives	TransLink draft comments
Improve bus services to Noosa Civic as the Shire Business Centre	This would be a significant network change with additional funding required. A project of this scale would need to be included in a future TransLink program for delivery. Network Planning can request a project as part of next year's prioritisation however inclusion is subject to other state-wide pressures for both funding and resources. Network planning can commit to some joint planning activities with Council in the first half of 2020 to scope out and cost a change.
Provide service coverage to the urban area of Noosa Springs, Lake Entrance Boulevard, Marcus Beach and Peregrine Beach outside of the 400m bus stop catchment	As per above.
A more in-depth review of bus routes 630 (due to low patronage) and 631 (due to high patronage).	As per above.

Long Term Opportunities

Potential Initiatives	TransLink draft comments
Noosa style electric bus fleet	TransLink is comfortable with Council discussing this with Transit Australia Group (Sunbus). TransLink would request that they are kept informed as operational and financial considerations are better understood.
Noosa Satellite Bus Depot (as an enabler for a 'Noosa style' bus fleet)	Noosa Council to identify a list of potential sites. TransLink to undertake a high-level investigation in the first half of 2020. The aim of the initial investigation would be to understand the scale of any network efficiencies, to determine if the initiative is worth progressing further.

5. Department of Transport and Main Roads – Mobility as a Service

Following the Go Noosa trials that incorporated numerous transport options linked together with the Go Noosa Mobile App, Council has been in consultation with the Department of Transport and Main Roads Project Management Office for Mobility as a Service.

DTMR has scoped a small number of ‘proof of concept’ projects to further test MaaS in Queensland, including a specific project for Noosa to investigate ways that the Noosa community may engage with alternative forms of transport under the ultimate goal of a single payment transport system that brings every kind of transport option together into a single mobile app.

This investigative work is continuing in parallel with other transport activities. It is anticipated that DTMR will be undertaking stakeholder consultation activities in coming months with the intention to trial a proof of concept in Noosa.

6. Next steps

In order to progress the objectives of the Transport Strategy now that the network review is complete and the legislative framework is defined, it is recommended that Noosa Council enters into a MOU agreement with the Department of Transport and Main Roads and possibly include Sunbus (urban passenger transport provider) and BusLink (school passenger transport provider).

An MOU with each of the above parties would be able to guide elements such as:

- Principles
- Individual and joint objectives
- Roles and responsibilities
- Timeframes
- Investment responsibilities
- Success criteria
- Governance mechanism
- Communications strategy

Other agreements exist between the State Government and the Local Government Association of Queensland (LGAQ) such as the Roads and Transport Alliance MOU 2018–2023 and the Partners in Government Agreement 2019, however neither extend to include public transport nor are they specific to Noosa.

A Noosa specific agreement would ensure all parties are aligned to progress the aforementioned initiatives. It is recommended that this is the most advantageous process for Council to negotiate improved public transport in line with the objectives of the Transport Strategy. Council would seek legal assistance with drafting of such an agreement. The recommendation proposes that the CEO be authorised to negotiate an MOU with DTMR and report back to Council for the MOU to be adopted by Council. At that stage, any proposals in the MOU can be costed and considered by Council.

Previous Council Consideration

Nil.

Finance

If adopted, the proposed recommendation for a Memorandum of Understanding (MOU) between Noosa Council and the Department of Transport and Main Roads for the facilitation of Transport Strategy Initiatives may require additional funding by Noosa Council to either fund in full or part fund the initiatives.

While initiatives are investigated costs such as consultants’ fees are deemed to be funded from the Transport Levy Reserve, however, over the long term, the annual cost of the initiatives may exceed the annual levy requiring further funding sources such as paid car parking as previously identified in the Transport Strategy.

Risks & Opportunities

The tables below identifies the possible risks and opportunities associated with the outcomes of the proposed initiatives.

Item	Risk	Mitigation action
Public perception	Public do not endorse Council funding public transport initiatives deemed responsibility of the State Government.	Public communication on responsibilities.
MOU	Parties do not agree to an MOU.	Foster relationships at all levels of government and with service providers to promote mutual benefits.
Funding source	Transport Levy funding is insufficient to fund initiatives and alternative funding source such as paid parking not adopted.	Preparation of cost estimates for initiatives and review of funding sources.
Timeline	Excessive time taken to deliver proposed initiatives.	Establishment of agreed timeframes in the MOU.
Initiative uptake	Public do not utilise public transport initiatives and continue to prioritise private car use.	Ensure services are aligned with users' needs and marketing is included.
Congestion	Perception that the transport initiatives will alleviate congestion.	Communication plans to clarify objectives.

Item	Opportunity	Action
Modal shift	Initiatives may result in greater than expected modal shift away from the private car.	Increase behaviour change and marketing with roll out of initiatives.
Cost effectiveness	The partnership with TransLink provides the most cost-effective solution to achieving Transport Strategy objectives.	Negotiate most appropriate cost allocation model.

Consultation

External Consultation - Community & Stakeholder

Department of Transport and Main Roads TransLink Division – SEQ Public Transport Contracts
 Department of Transport and Main Roads TransLink Division – Network Management
 Transit Australia Group - Sunbus

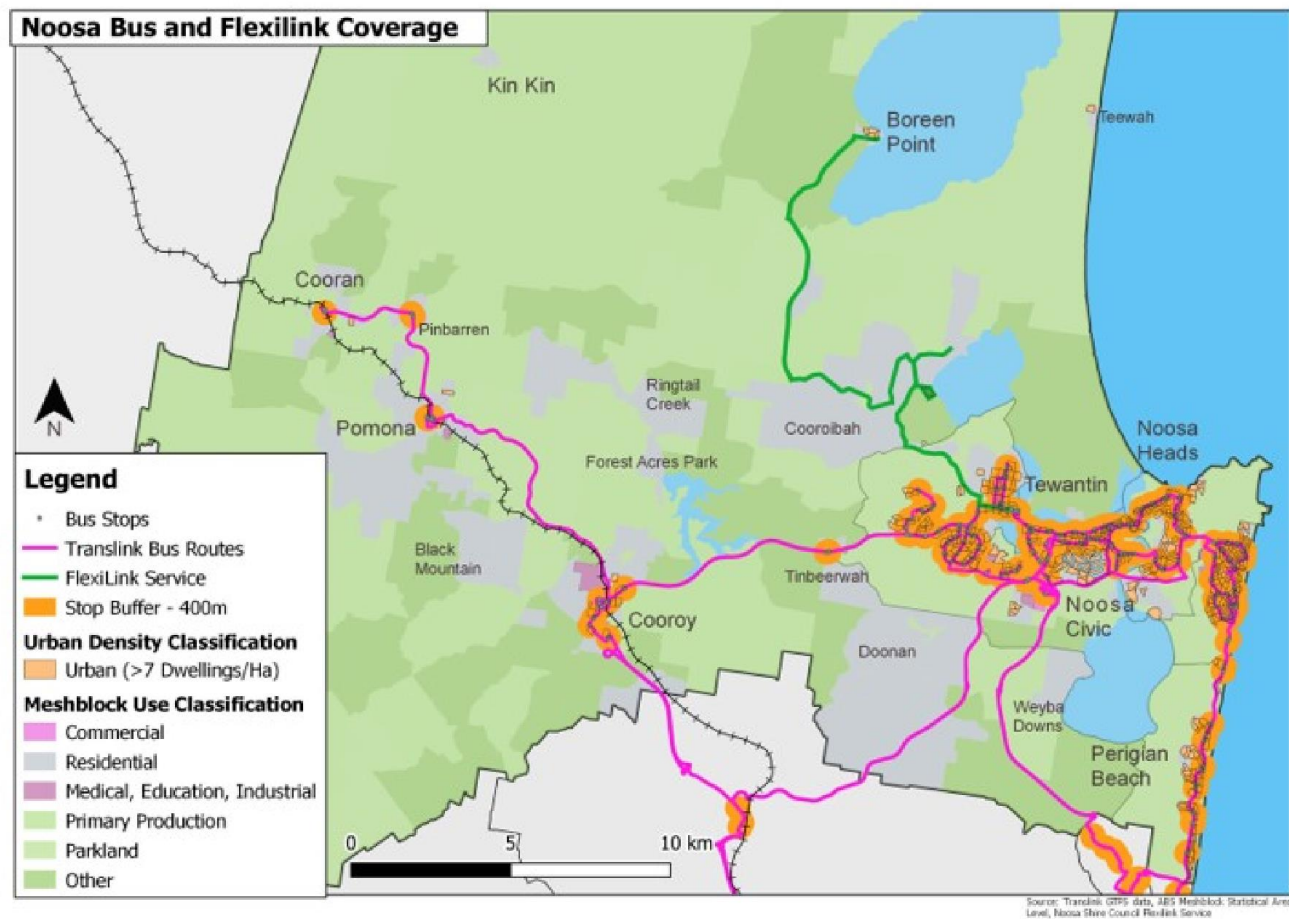
Internal Consultation

Nil.

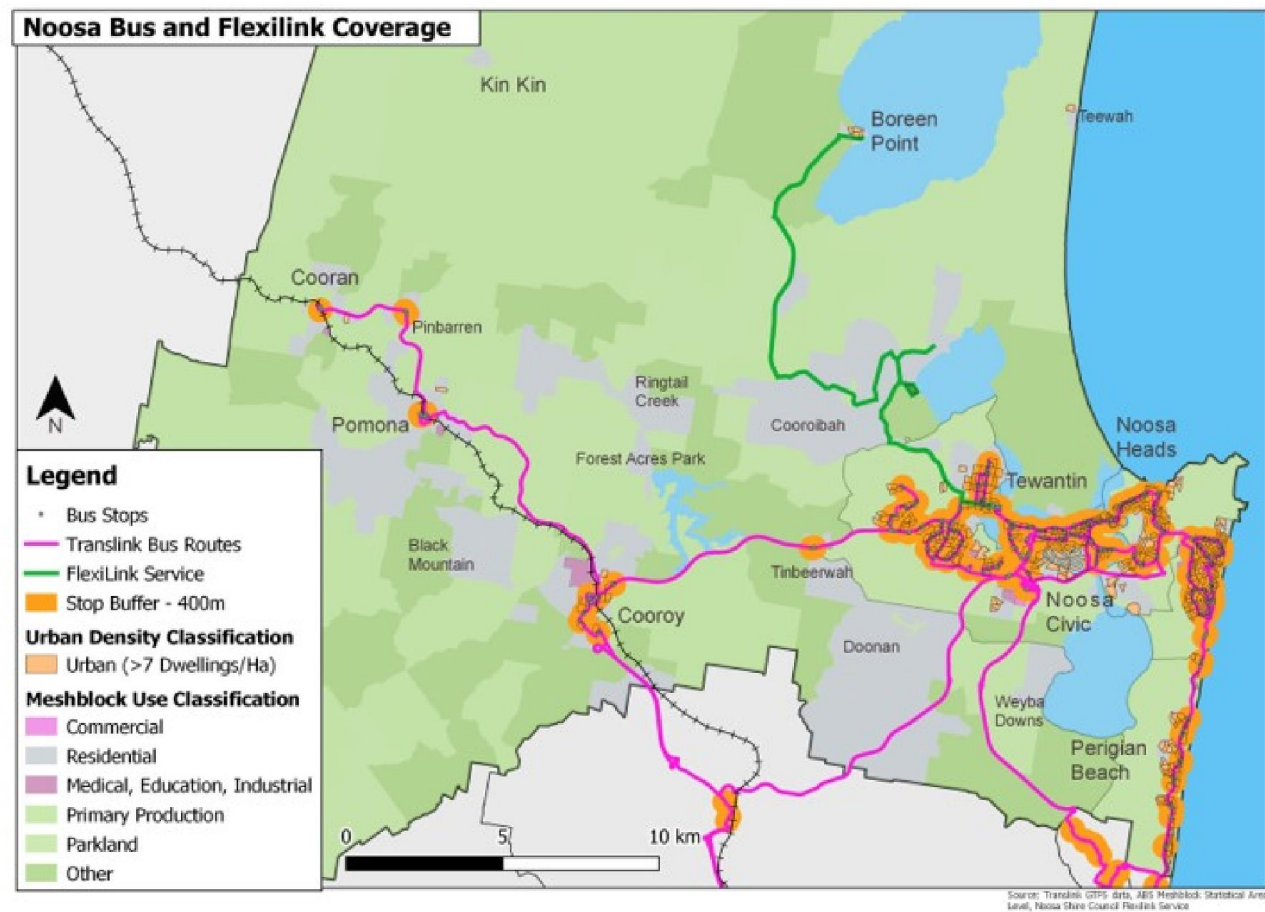
Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries Local Laws Waste & Environmental Health	<input type="checkbox"/> Corporate Services Director Financial Services ICT Procurement & Fleet Property Revenue Services
<input type="checkbox"/> Executive Services Director Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input checked="" type="checkbox"/> Infrastructure Services X Director Asset Management Buildings and Facilities Civil Operations Disaster Management X Infrastructure Planning, Design and Delivery

Public Passenger (urban bus) Transport Network Review Att 1 Public Transport Service Coverage



Public Passenger (urban bus) transport network review – Attachment 2 Public Transport Service
Coverage map



3 PEAK PERIOD TRAFFIC MANAGEMENT PLAN 2019-20

Author **Project Manager – Transport Innovation, Adam Britton &
Project Officer – Transport Innovation, Joanna Ferris
Infrastructure Services Department**

Index **ECM/ Subject / Transport Policy
ECM / Project & Contract / Transport Strategy**

Attachments **1. Shuttle Bus Loop
2. Bus Queue Jumps**

EXECUTIVE SUMMARY

Not applicable.

RECOMMENDATION

That Council note the report by the Project Manager and Project Officer – Transport Innovation to the Services & Organisation Committee Meeting dated 8 October 2019 regarding the Peak Period Traffic Management Plan 2019/2020 and:

- A. Approve the use of free holiday buses for TransLink Routes 626, 627, 628, 629 and 632 from the 14 December 2019 to the 27 January 2020 and the 4 April 2020 to the 19 April 2020;
 - B. Approve the use of a bus service 064 between Peregrine Beach and Noosa Heads from the 14 December 2019 to the 27 January 2020 and the 4 April 2020 to the 19 April 2020;
 - C. Approve the trial of a Noosa branded Park & Ride shuttle bus loop servicing Weyba Road, Noosa Parade, Hastings Street and Noosa Drive from the 14 December 2019 to the 27 January 2020;
 - D. Approve the trial of temporary bus queue jumps east bound on Noosa Parade, and north bound on Noosa Drive from the 26 December 2019 to the 5 January 2020;
 - E. Approve the use of free services on the Boreen Point - Tewantin Flexilink and Council Cabs from the 26 December 2019 to the 5 January 2020;
 - F. Approve the use of an Information Management System at key entry points to Noosa from the 14 December 2019 to the 27 January 2020 and the 4 April 2020 to the 19 April 2020 for the purpose of informing motorists of car parking availability;
 - G. Approve the use of traffic control in the Hastings Street precinct and surrounding areas to prioritise bus and pedestrian movements from the 14 December 2019 to the 27 January 2020 and the 4 April 2020 to the 19 April 2020;
 - H. Approve the use of wayfinding in the Hastings Street and Noosa Junction precincts from the 14 December 2019 to the 27 January 2020 and the 4 April 2020 to the 19 April 2020; and
 - I. Approve the temporary conversion of 8 parallel car parks on the southern side of Hastings Street from the Hastings Street roundabout to 28 Hastings St for other uses including, loading bays and increased footpath, from 14 December 2019 to 27 January 2020 and from 4 April 2020 to 19 April 2020.
-

REPORT

The purpose of this report is to provide an overview of the proposed Go Noosa branded Peak Period Traffic Management Plan to manage peak period traffic during the Christmas 2019 and Easter 2020 Queensland State School holidays.

Following the success of the Go Noosa trials in 2018/19. It is proposed to implement the Go Noosa program with additional trials of a bus queue jump on Noosa Parade and Noosa Drive and a Park & Ride shuttle bus loop service. The Go Noosa program aligns with the 2017-2027 Transport Strategy principles and is designed to manage peak period traffic whilst maintaining the Noosa look and feel.

1. Free Holiday Buses

In 2018/19 approximately 296,633 passenger trips were made over the Christmas and Easter free holiday buses period. Data obtained indicated a 41% increase in patronage of the free holiday buses over the previous year.

The following five Noosa contained TransLink services are recommended for inclusion in the 2019/20 Go Noosa program from the 14 December 2019 to the 27 January 2020 and the 4 April to the 19 April 2020:

- Route 626 – Tewantin to Sunrise Beach via Noosa Heads
- Route 627 – Tewantin to Sunshine Beach via Noosa Heads
- Route 628 – Noosa Parklands to Noosa Junction, via Noosa Civic
- Route 629 – Tewantin to Noosa Junction via Noosa Civic
- Route 632 – Noosa to Cooran via Cooroy and Pomona

Due to complexities with TransLink ticketing systems for routes that cross local government boundaries and in order to offer a free service to residents between Peregrine Beach and Noosa Heads, the following additional temporary bus service is recommended:

- 064 – Peregrine Beach to Noosa Heads bus from 8am to 6pm

Free travel on the Boreen Point - Tewantin Flexilink and Council Cabs services are recommended for inclusion in the program from 26 December 2019 – 5 January 2020.

2. Park and Ride Shuttle Bus

It is proposed to introduce a new trial for a high frequency free Park & Ride branded shuttle bus from 14 December 2019 to the 27 January 2020. Subject to further discussions with the Noosa AFL Club, Noosa Farmers Market and Hillsong Church, the main car parks will be located at the Noosa AFL grounds (approx. 400 car parks) and The J (approx. 100 car parks). The shuttle will travel in a clockwise direction and service Weyba Road, Noosa Parade, Hastings Street, and Noosa Drive. The clockwise direction will ensure that the bus makes use of the temporary bus queue jump on the inbound lane on Noosa Parade (refer Bus Queue Jump in section 5). Temporary bus stops will be required outside the Noosa AFL grounds and The J which will require the temporary reallocation of approximately four carparks.

On Sundays, the Noosa AFL grounds carpark is used from 5am to mid-day for the Farmers Market and The J carpark is used for church services at 8:30am, 10:30am and 5:30pm. Noosa Farmers Market have confirmed that they have capacity to share car parking at the Noosa AFL grounds. In regards to The J car park, on Sundays it is proposed to encourage people to park behind the old bowls club in Noosa Junction as well as use on street parking along the bus route (normal parking restrictions apply).

Clear messages about the Park & Ride will be at bus stops, on the Go Noosa App and through all marketing material such as posters and e-news.

It is recommended that patronage and feedback from the Christmas trials be assessed ahead of confirming the service for the 2020 Easter Queensland School holidays.

Noosa Junction Transit Centre will continue to be promoted as the primary Park & Ride location for the other TransLink bus services with buses departing approximately every 7-15 minutes.

3. Information Systems – Variable Message Signs & Go Noosa App

a. Variable Message Signs

It is proposed to provide real time parking availability depicted as, green - available, orange – some capacity, or red – full / no capacity, for drivers entering the Noosa Heads area, by installing high resolution video variable message signs (VMS) at the main vehicle entry points including:

- Walter Hay Drive;
- Eumundi Noosa Road;
- David Low Way (Sunshine Beach end)
- Cooroy Noosa Road. and
- Noosa Junction and or Noosa Parade



Image 2: Roadside Digital Information Board - Car parking availability example message

It is proposed that the VMS signs be detailed in a way that provides a Noosa 'Look and Feel' holiday theme rather than appearing as roadworks signs. The system would be in place from 14 December 2019 to 27 January 2020 and 4 April to 19 April 2020. Consideration will be given to focusing the messaging on providing car park availability when there is heavy congestion. The Council owned variable message sign (VMS) will be used on Noosa Parade.

b. Go Noosa App

The Go Noosa App is a key tool for disseminating information about car parking availability in the Hastings Street precinct, real time bus information and walking and cycling paths. The Go Noosa App is free to download on App store and Google Play as well as through the webapp (www.gonoosaapp.com.au). It is envisaged that the Go Noosa App will form a major source of travel information to residents and visitors to Noosa.

4. Traffic Control & Wayfinding

It is proposed to manage peak holiday traffic over the Christmas and Easter period through the use of manual traffic control. The aim of the traffic control is to:

- improve accessibility to the Noosa Heads – Noosaville areas;
- minimise traffic disruptions in the Noosa Heads – Noosaville areas;
- give priority to buses and pedestrians, and
- keep traffic moving so buses are not sitting in traffic queues.

Due to safety regulations, traffic controllers are required to wear high visibility clothing. In order to create a festive atmosphere, it is proposed that traffic controllers wear tropical themed hats, flower leis, Santa hats, bunny ears etc. Traffic controllers will also undergo Tourism Noosa's "Welcome to Noosa" training.

Based on previous Go Noosa trials it is proposed to have the traffic control on call every day over the Christmas and Easter Queensland state school holidays from 8am-4pm with the option to stand down or reduce hours based on traffic and weather conditions.

To further assist pedestrians, it is proposed to install temporary wayfinding signage in the Hastings Street precinct to inform people of key attractions including Main Beach, Noosa Junction etc. The signage will be in place for the duration of the Queensland Christmas and Easter state school holidays

Temporary signage will be installed at Noosa Junction informing people of the location of long stay car parking.

5. Noosa Parade and Noosa Drive – Temporary Bus Queue Jump Trials

It is proposed to trial the use of a temporary bus queue jumps in conjunction with traffic control from the 26 December 2019 to the 5 January 2020. The trial would take place during the busiest time of year and aims to reduce the time buses are caught in traffic congestion providing further incentive to utilise public transport over the private car. The bus queue jumps would be located at:

- a) Noosa Parade, on the inbound lane to Hastings Street from the bus stop opposite Witta Circle to the Garth Prowd Bridge. Due to the limited road width on Noosa Parade, the trial would result in the temporary replacement of 13 car parks being used for the bus queue jump. Further consideration will be given to bus priority between the bridge and the bus stop.
- b) Noosa Drive on the inbound lane to Hastings Street between Grant Street and Hibiscus Avenue. Ideally the queue jump would occur closer to the Noosa Drive and Noosa Parade roundabout however this is not possible given the narrowness of the road. The only available option is between Grant Street and Hibiscus Avenue.

Refer Attachment 2 for concept of the proposals, noting details are being progressed by Council's consulting engineers and traffic control providers and final details may vary. All proposals are subject to Council's engineering review to ensure safety is a priority. The effectiveness of the bus queue jump trials will be evaluated by comparing bus travel times, driver feedback, observations and a review of the overall establishment process. Residents & employees in the area will be informed of the temporary changes. Use of the bus queue jumps over the Easter long week-end will be dependent on the outcomes of the Christmas trial.

6. Parallel Parking in Hastings Street

Observations have shown that parallel parking in Hastings Street during peak periods can exacerbate traffic congestion due to the time vehicles take to reverse parallel park. Based on the 2018/19 Go Noosa trials, the temporary reassignment of eight parallel car parks had the desired effect of improving the flow of traffic along Hastings Street and in turn improving vehicle access to the 400 car parking spaces in Noosa Woods.

It is proposed that four parallel parks be temporarily replaced with increased footpath space through the use of existing bollards and four parallel parks be temporarily replaced by loading bays from the 14 December 2019 to the 27 January 2020 and the 4 April to the 19 April 2020.

7. Noosa Heads Lions Park – Car Park

The Noosa Heads Lions Park reserve is owned by the State Government Department of Natural Resources Mines and Energy (DNRME) with Noosa Council as public trustee for the open space reserve. For over twenty years, the Noosa Heads Lions Park has been used for paid parking at peak holiday times. The car park has been managed by the Tewantin-Noosa Lions Club on behalf of Council with a portion of car parking revenue going to the Tewantin-Noosa Lions Club for their charitable works. The revenue from the 2018/2019 holidays periods also provided revenue towards the Peak Period Traffic Management trials.

At Easter 2019, DNRME advised Council that the parkland is intended for open space recreation and is not supportive of it being used for paid parking, especially during peak holidays as this is the time of year the public are wanting to access public spaces. This change is a significant reduction in overflow car parking at peak times and Council has investigated alternative options to provide additional free car parking as detailed in the table below:

Table 1: Alternatives to the Noosa Heads Lions Car Park

Additional free park & ride location options	Pros	Cons/Risks
Chaplin Park, Gympie Terrace	<ul style="list-style-type: none"> • Approx. 200 car parks • Access to existing free TransLink services - 15 minute frequency • Also accessible to proposed free Noosa branded shuttle bus loop. 	<ul style="list-style-type: none"> • Requires DNRME approval • Park currently used for recreational purposes. • Constrained entry/exit to the site. • Grass & weather dependent.
The J & AFL Grounds, Weyba Road.	<ul style="list-style-type: none"> • Approx. 500 car parks combined • Relative proximity to Hastings Street and services accommodation providers. • Provides transport option for 2000+ Hastings St employees. • Not weather dependent • Also accessible to proposed free Noosa branded shuttle bus loop. 	<ul style="list-style-type: none"> • Requires DNRME & AFL Club approval • Not available Sunday am to midday • Requires TransLink approval for a dedicated shuttle bus as existing free TransLink services not on a 15 minute frequency • Gravel and unmarked bays.
Bicentennial Hall/St Thomas More	<ul style="list-style-type: none"> • Approx. 150 car parks • Relative proximity to Hastings Street. 	<ul style="list-style-type: none"> • Requires TransLink approval for a dedicated shuttle bus as existing free TransLink services not on a 15 minute frequency. • Not accessible to proposed free Noosa branded shuttle bus loop.
Cooroy Railway Station	<ul style="list-style-type: none"> • Approx. 80 car parks • EV charging station available 	<ul style="list-style-type: none"> • Significant distance from Hastings St • Car parks already used by rail commuters • Requires Qld Rail approval • Requires TransLink approval for a dedicated shuttle bus as existing free TransLink services not on a 15 minute frequency • Only capturing hinterland residents and visitors from Bruce Highway • Not accessible to proposed free Noosa branded shuttle bus loop.

Additional free park & ride location options	Pros	Cons/Risks
Peregian Digital Hub	<ul style="list-style-type: none"> • Approx. 80 car parks • Sealed 	<ul style="list-style-type: none"> • Distance from Hastings Street • Car parks already used by Digital Hub & Peregian Market • Requires TransLink approval for a dedicated shuttle bus as existing free TransLink services not on a 15 minute frequency • Only captures Peregian/Marcus Beach residents and visitors using David Low Way/Sunshine Motorway • Not accessible to proposed free Noosa branded shuttle bus loop • Stage 3 construction in progress.

Negotiations with DNRME are continuing on alternative locations, however it is considered that the Noosa AFL Ground provides the most advantageous additional free park and ride location.

The introduction of a new free Park and Ride site in combination with the free Noosa branded shuttle bus is anticipated to maintain public accessibility to the Hastings Street precinct. The use of Park & Ride and public transport provides greater alignment with the Transport Strategy. Notwithstanding the Council efforts, there may be a negative reaction by public and the Hastings Street business community regarding the DNRME advice and may request Council to act contrary to the advice and continue with use of Lions Park as over flow paid parking.

8. Marketing

The Go Noosa brand was established in 2018/19 and will be promoted again in 2019/20. To encourage public awareness of transport options, Go Noosa will be marketed to residents, visitors and employees.

Marketing includes but is not limited to:

- Posters
- Energex pole banners
- Shirts and hats for traffic controllers and bus drivers
- Signage at bus stops
- Wayfinding signage and pavement markers
- Park and ride signage
- Go Noosa mascot
- Radio advertisements and
- Paid newspaper advertisements outside of Noosa Shire.

Evaluation from previous year marketing indicated that each of the above marketing methods raised the awareness of alternative travel choices.

9. Evaluation

Go Noosa 2019/20 results will be compared with the 2018/19 Go Noosa results as well as the traffic and parking survey from 3 January 2018 and 2019.

Additional sources of evaluation will include but are not limited to:

- Traffic counters (pedestrian, cyclist, vehicle);
- Bus patronage data;
- Bus travel time information;
- Queue length data;
- Survey (face-to-face and online); and
- Stakeholder feedback.

Previous Council Consideration***Ordinary Meeting Minutes, 20 June 2019, Item 18, Page 16***

That Council note the report by the Project Manager Transport Innovation and Project Officer to the Services and Organisation Committee Meeting dated 11 June 2019 regarding the Go Noosa – Christmas 2018-2019 and Easter 2019 Peak Period Traffic Management Trials evaluation.

Finance

It is proposed that the 'Go Noosa' Peak Period Traffic Management for the Christmas 2019 and Easter 2020 be funded by the Sustainable Transport Levy which generates approximately \$912,000 per annum. It is estimated that the costs for the Peak Period Management Plan Initiatives are \$637,350. Refer details below:

Sustainable Transport Levy balance as at 30 June 2019	\$2,300,000
Peak period traffic management plan cost estimate Xmas & Easter. Refer details below.	\$607,000
Contingency 5%	\$30,350
Sub total	\$637,350
Remaining Sustainable Transport Levy balance	\$1,662,650

Peak Period Traffic Management Plan Cost & Revenue Summary

Proposal	New / Existing initiative	Dates 14 Dec 2019 – 27 Jan 2020 = Christmas holidays 4 – 19 April 2020 = Easter Holidays	Estimated Cost (excl. GST)	Comments
Free Holiday Buses				
Peak period free holiday buses (5 TransLink Noosa services)	Existing	14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$111,000 \$40,000	TransLink is paid for loss of revenue not full cost of service.
Peregian 064 free shuttle bus (064 operates in parallel to 620 Maroochydore to Noosa service. 620 unable to be offered as a free service)	Existing	14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$72,000 \$42,500	Council pays Sunbus for full cost of service.
New trial proposal - Park & Ride free shuttle bus loop service	New	14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$65,000 \$23,000	TransLink proposal requires a service change. Council pays TransLink for full cost of service.
Sub total			\$353,500	
Information Management System				
Car parking availability (VMS & App)	Existing	14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$40,000 \$25,000	Yet to confirm if able to install additional VMS on Noosa Drive.
Sub total			\$65,000	
Traffic Control & Wayfinding				
Traffic Control	Existing	As required: 14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$75,000 \$60,000	Previous year estimate \$58,200. Allow additional costs for additional controllers associated with bus queue jump. Scope yet to be confirmed.

Proposal	New / Existing initiative	Dates 14 Dec 2019 – 27 Jan 2020 = Christmas holidays 4 – 19 April 2020 = Easter Holidays	Estimated Cost (excl. GST)	Comments
Temporary wayfinding	Existing	14 Dec 2019 - 27 Jan 2020 4 -19 April 2020	\$2,500 \$2,500	Allowance for installation and removal.
Sub total			\$140,000	
Temporary Bus Queue Jump				
Costs associate with planning and line marking of temporary bus queue jump.	New	26 Dec 2019 – 5 Jan 2020	\$10,000	Allowance only. Scope of costs yet to be determined. Note cost only for Christmas holidays.
Noosa Heads Lions Park – Car Park				
Note no revenue proposed to be generated due to DNRME advice of no support.	New		\$0	Note previous Christmas and Easter Holidays generated \$88,320 in revenue to Council.
Marketing & evaluation				
Costs for developing and distribution of marketing and evaluation of proposals	Existing	15 Dec 2018 to 28 Jan 2019 4 -19 April 2020	\$23,500 \$15,000	Estimate as per previous year Allowance. Scope to be confirmed.
Sub total			\$38,500	
TOTAL			\$607,000	

Engagement of various suppliers will be by financial delegation.

Risks & Opportunities

The below table identifies risks and mitigation for each initiative.

Free holiday buses (5 TransLink services & Peregian bus & Park & Ride loop shuttle bus)		
Item	Risk	Mitigation
Scope/Deliverables	Risk that bus movements are restricted by heavy congestion.	The use of traffic control and the trial of a temporary bus queue jump may partly mitigate this risk, however given the road network this risk is not able to be fully mitigated.
	TransLink yet to undertake internal approval processes for shuttle bus service change. Risk that TransLink are unable to offer shuttle bus service.	Maintain dialogue with TransLink contracts team and senior management.
	Additional Park & Ride sites are difficult to direct drivers to.	Review wayfinding signage.
	Parking at the AFL ground is confusing to public due to informal parking arrangement	Determine temporary measures that can aid in parking.
	Loss of Lions Park to overflow paid parking is not accepted by community.	Communicate DNMRE advice. Maximise efforts to inform community on free alternative.
	Park & Ride shuttle bus loop not well utilised.	Promote the new Park & Ride shuttle bus loop. Acknowledge this is a trial.
	Agreement from stakeholders to operate Park & Ride from AFL Grounds and The J	Work with stakeholders to alleviate concerns.
Programme	May create confusion regarding which bus is for Park & Ride and which buses are the regular TransLink services	All marketing material will advertise routes clearly including free and not free services as well as dedicated Park & Ride loop shuttle bus.
Finance	Cost estimate yet to be provided for Shuttle loop. Costs may be higher than reported.	Use Peregian shuttle costs as a guide.
Opportunity	Park & Ride loop shuttle bus to provide free buses until 10pm (previously free services terminated at 7pm) this will allow employees to make use of free buses as well as residents and visitors to travel for free in the evening.	All marketing material to promote evening service on the Park & Ride loop shuttle bus.
	Park & Ride shuttle bus loop service will also service the Hillsong patrons going to The J and Farmers Market Shoppers going to the AFL grounds on Sundays.	NA

Information Management Systems – VMS & App		
Item	Risk	Mitigation
Scope/Deliverables	VMS boards ineffective in advising motorists of parking availability.	Reduce the number of messages displayed on the VMS boards. Evaluate effectiveness of VMS boards through survey question.
Scope/Deliverables	Low uptake in download of the Go Noosa App	Marketing material will promote the Go Noosa App
Traffic Control & temporary wayfinding – Hastings St precinct		
Item	Risk	Mitigation
Scope/Deliverables	The traffic control may not be fully effective if not attended to diligently and in a fully coordinated approach.	Develop procedures that are appropriate and flexible and monitor to direct changes when needed.
Programme	Traffic control seen as “road works” in Hastings Street	Traffic controllers to undertake “Welcome to Noosa” training. Work within existing standards to enhance the uniform for traffic controllers to provide a festive, holiday atmosphere.
Finance	Use of traffic control dependent on weather and traffic conditions	Monitor need for traffic control and span of hours. Note inclusion of contingency.
Temporary Bus Queue Jump		
Item	Risk	Mitigation
Scope/Deliverable	Bus queue jump is not long enough and does not give measurable improvement.	Monitor and measure.
	The bus queue jump trial and the Noosa Parade design upgrade not in alignment	Mitigate through communications.
Finance	Risk that costs for trial are not seen as value for money	Acknowledge this is a trial to enhance the attractiveness of catching a free bus over driving a car. Noosa Parade is significantly congested during peak periods with proposed bus queue jump designed to ensure buses are not stuck in congestion. Consider increasing the use of the bus queue jump after the two week period.
Political	Community oppose loss of parking.	Key stakeholders have endorsed. All marketing material and signage will explain that it is a temporary change during the peak holiday period (2 weeks).

Temporary replacement of parallel parking on Hastings Street		
Item	Risk	Mitigation
Scope/Deliverables	People parking in the loading bays	Infringement notices
Political	Objection from traders and patrons to replacement of parallel parking with temporary footpath and loading bays	HSA recommended the temporary replacement of parallel parking. All marketing material and signage will explain that it is a temporary change during the peak holiday period.
Opportunity	Opportunity for more efficient delivery of goods to Hastings Street at busiest times of year.	Note.

Consultation

External Consultation - Community & Stakeholder

Stakeholder consultation:

- Transport Steering Group members (Hastings Street Association, Tourism Noosa, Zero Emissions Noosa, Noosa Junction Traders Association, Noosa Parks Association)
- Tewantin-Noosa Heads Lions Club
- Noosa AFL
- Hillsong Noosa Church
- Noosa Farmers Markets
- TransLink – Marketing and Contracts.
- Sunbus

Internal Consultation

Finance - Available funds in Sustainable Transport Levy

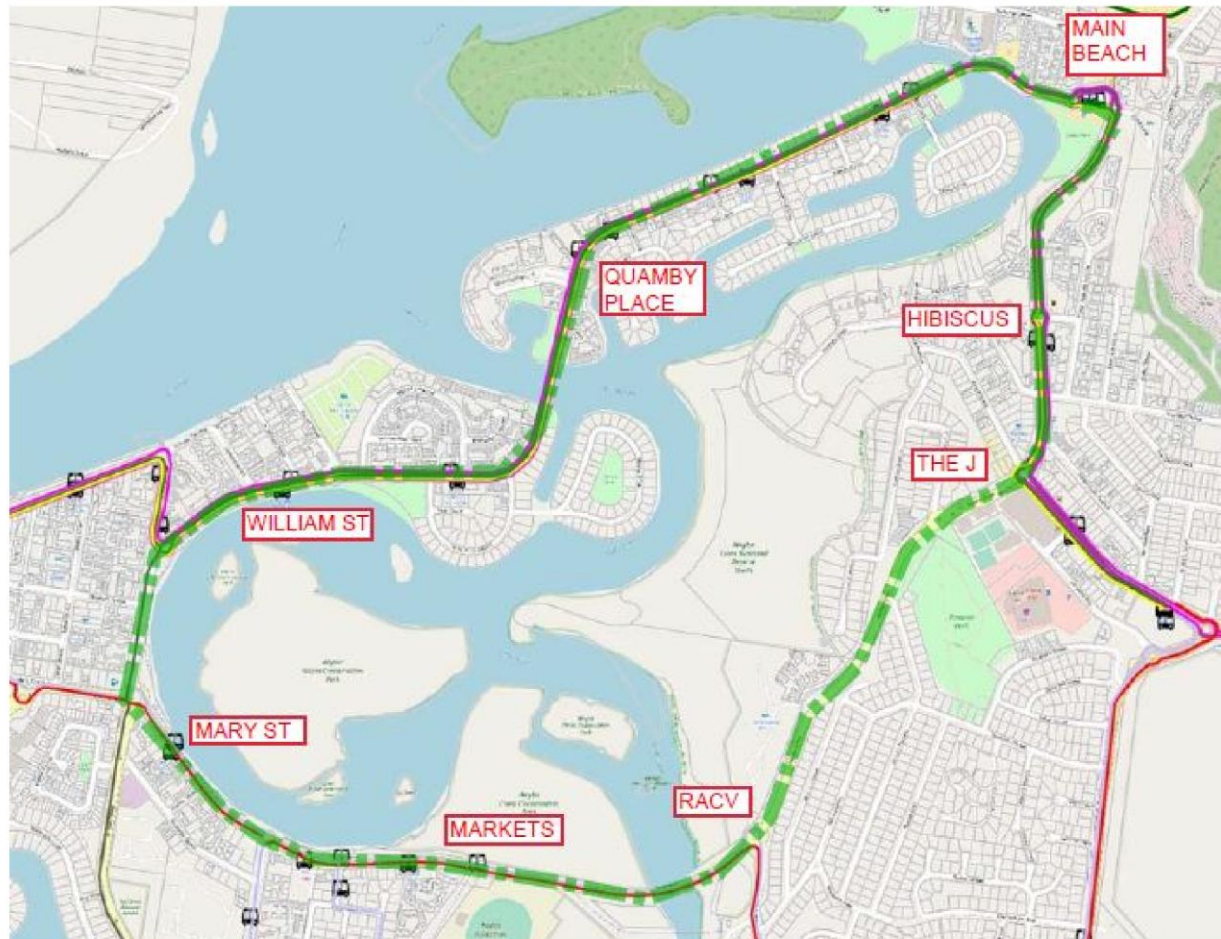
Transport Steering Group members

Property - Regarding Council trustee of Noosa Heads Lions Park

Departments/Sections Consulted:

<input checked="" type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries X Local Laws Waste & Environmental Health	<input checked="" type="checkbox"/> Corporate Services Director X Financial Services ICT Procurement & Fleet X Property Revenue Services
<input type="checkbox"/> Executive Services Director X Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input checked="" type="checkbox"/> Infrastructure Services X Director Asset Management Buildings and Facilities Civil Operations Disaster Management X Infrastructure Planning, Design and Delivery

ATTACHMENT 1 PEAK PERIOD TRAFFIC MANAGEMENT PLAN 2019/2020 – SHUTTLE BUS LOOP



ATTACHMENT 2 PEAK PERIOD TRAFFIC MANAGEMENT PLAN 2019/2020 BUS QUEUE JUMP PROPOSALS



Noosa Parade bus queue jump proposal



Noosa Drive bus queue jump proposal

4 1819T084 RUFOUS STREET STAGE 3 CONTRACT AWARD**Author** Director Community Services, Kerri Contini**Index** ECM/ 46.02 - Council Owned Buildings / Properties**Attachments**

1. Preliminary design images
2. Crowe Australasia Probity Report
3. 1819T084 Evaluation Workbooks – Separable Portion 1, 2 and 3

EXECUTIVE SUMMARY

This report provides a recommendation for the tender award to the preferred contractor for the Design and Construction of the Rufous Street Beach Community House, Overflow Carpark and landscape works.

RECOMMENDATION

That Council note the report by the Director Community Services to the Services & Organisation Committee Meeting dated 8 October 2019 and award the tender 1819T084 – for the Design and Construction of Rufous Street Community House (Stage 3) and Car Park to Ri-con Contractors Pty Ltd.

REPORT**1. Background**

Council received a combined \$2.7 million of grant funding from the Federal Government under the 'Building Better Regions' and the State Government under the 'Maturing the Infrastructure Pipeline Program' to construct the third stage of the Rufous Street Masterplan, which included the two major elements of the new Peregrine Beach Community House and repurposing the existing community house to expand the Digital Hub.

Council has progressed the design and tendered for the following three separable portions of Stage 3:

- New Peregrine Beach Community House building;
- New 23-space overflow carpark beside Di Hurst oval, and
- Landscaping to the open greenspace.

Once all of Stage 3 is constructed, this will total \$10.2M of Council, State and Federal Government investment into the Rufous Street precinct over the past 5 years which includes:

- 2014-5 Land purchase and site preparations at a cost of \$1M
- 2016-18 Masterplan for the Rufous St precinct, design and construction of Rufous Street, Digital Hub and car parking at a cost of \$4M
- 2019 - 2020 Planning, Design and construction of New community house, Digital Hub expansion, additional car parking and greenspace at cost of \$5.2M

2. Design

The preliminary design for each component was refined in accordance with the general layout of the Rufous Street Masterplan and concept design and in consultation with the Peregrine Beach Community House committee and Rufous Street Project Control Group. The preliminary design is also in accordance with the MCU approval.

The design was developed to provide enduring, adaptable and complimentary community facilities that are suitable to the Peregrine Beach location, minimise energy use, and be in keeping with the Noosa Design Principles.

As part of Council's expedited project delivery model to meet the Federal and State Government funding timeframes the design was progressed to preliminary design supported with performance-based specifications and tenders invited on a design and construct contract basis where the contractor is to develop the preliminary designs for construction. Refer Attachment 1 – Preliminary Design images.

3. Tender process

Council prepared and called for public tenders in accordance with the Local Government Act 2009.

Tender 1819T084 was released via VendorPanel on Monday 17 June 2019 and also advertised in the Noosa News on Tuesday 18 June 2019 and in the Sunshine Coast Daily on Saturday 22 June 2019. The tender closed on Tuesday 13 August 2019 with four compliant submissions received.

To support and monitor the tender process, Crowe Australasia were commissioned as independent probity advisors. Refer Attachment 2 – Probity Advisor Report.

4. Tender Assessment

The tender evaluation panel undertook an assessment of each separable portion and of the following conforming tender submissions, which are listed in alphabetical order:

- BBN Constructions;
- Midson Construction;
- Murphy Builders; and
- Ri-con Contractors Pty Ltd Contractors.

There were two additional submissions that were assessed as non-conforming and were not considered.

The conforming tenderers were evaluated using the following criteria:

- Capability and Resourcing;
- Contract experience and Capacity;
- Methodology;
- Quality;
- Workplace Health and Safety;
- Environment and Sustainability;
- Contribution to Local Economy; and
- Price.

The Tender evaluation panel have completed the evaluation process and considers Peregrine Beach-based Ri-con Contractors Pty Ltd to be the most advantageous to Council and presents the best value for money. Ri-con Contractors Pty Ltd Contractors tender submission is favourable on the following basis:

- Ri-con demonstrated the methodology, experience, capability and necessary resources and processes in place to deliver the design and construct project within the specified time frame and to produce a final building that will conform to the Noosa Design Principles and the expectation of the community.
- Their tender demonstrated economic benefits through strong local content.
- Ri-con's nominated team includes architects, Bark Design, and Peregrine-based landscape architects, Vee Design, who have a demonstrated record of producing designs in keeping with Noosa Design Principles.
- They scored highest for non-price criteria.
- Their total tender price is the lowest price.

Refer Attachment 3 – 1819T084 Tender Evaluation Summary

5. Program

The estimated works program is as follows:

- Carpark complete prior to Christmas 2019.
- Community house building complete by September 2020.
- Landscape works complete prior to Christmas 2020.

Previous Council Consideration

Nil

Finance

Capital costs

The below table identifies the estimated project capital costs of the tendered stage 3 elements.

Table 1. Capital Costs

Component	Cost (excl. GST)
Cost to date (13 Sept 2019)	\$281,162
Tendered contract value (new Community House, new carpark, Landscaped greenspace)	\$3,190,671
Consultants and staff costs	\$105,520
Portable Long Service Leave	\$17,100
TOTAL	\$3,594,453
Contingency 20%	\$718,891
PROJECT COSTS	\$4,313,344

The total project costs are within budget and provides sufficient funds for the remaining elements of stage 3.

Whole of life cost analysis

In accordance with Council internal policy, a detailed analysis of the expected operating, maintenance, and depreciation for the Rufous Street Stage 3 infrastructure and services is under development. The methodology and analysis are well-developed, with operating and maintenance cost forecasts developed to reflect expected levels of service for the assets, along with consideration of more direct, fixed operational costs (such as electricity, insurance, cleaning) that rely on recent experience with similar Council infrastructure.

Specifically, the whole of life costing considers:

- Annual operating costs – the ongoing costs required to keep the asset in operation.
- Annual maintenance costs – the ongoing costs required to keep the asset at a desired condition level.
- Depreciation – consumption of assets and infrastructure over an estimated useful life.

It is important to note that given the design and construct nature of the tender process, the finalisation of the whole of life costing exercise will occur following award of the tender and completion of the detailed design and costings by the contractor. Based on current estimated construction costs, the analysis is outputting annual maintenance and operating costs in the vicinity of \$250k per annum, with ongoing depreciation expense in the vicinity of \$150k per annum (with a detailed breakdown by asset type yet to be finalised). Assuming a total future ongoing operating budget impact of \$400k, this equates to a general rate impact of approximately 0.8%.

The analysis takes a conservative approach regarding operations and maintenance to ensure that Council can appropriately and adequately consider financial sustainability impacts on Council and the community.

A new lease is to be established with the Peregrine Beach Community House that will consider the new operational costs and any potential opportunities to offset.

Risks & Opportunities

Finance Risks	Mitigation
Council request for scope increases.	This is to be mitigated through Project Control Group and Capital Works Executive management and limitation of client requested scope variations.
Community requests for scope changes once construction commences and project becomes publicly visible.	Council acceptance of scope as awarded with intention of not increasing scope.
Geotechnical conditions give rise for contractor claiming variation costs.	Pre tender geotechnical investigations, and specifically drafted contract conditions have mitigated much of this risk
Contractor claims for variations based on changes required for design.	This has been mitigated through the lump sum design and construct procurement method with further mitigation to be managed through the Project Control Group.
Clashes with underground services give rise for contractor claiming variation costs.	The contract conditions require full investigations by the contractor before proceeding with work. Pre tender "Dig before you dig" report on the entire site has concluded that the likelihood of clashes that would give rise to a latent condition is mitigated. This report is part of the tender documents.
Contingency amount being insufficient	This project has a reasonable level of contingency at 20% and the site is considered relatively low risk, hence unlikely to be a high risk.

Program Risks	Mitigation
There is the potential that the project is delayed due to above average wet weather	The site is to be managed to minimise lost time from weather. The site is predominantly free draining sand and generally lower risk of effects of wet weather. The project can be delayed for up to 4 months before impacting the funding deadline. The project has contingency measures to mitigate knock on effects to other stages.
Resource risk	The project has no unusual construction requirements. All construction components can be filled by experienced local contractors if required. The appointment of an external superintendent and design review consultant mitigates the resourcing risk for Council.
Structure construction takes longer than allowed for.	The contractor is well resourced with an ability to increase crews to reduce risk of delays.

Safety Risks	Mitigation
This is a medium to low risk project due to the working at heights up to 8 mtrs above ground, with relatively flat topography and adequate space for normal construction activities	Ri-con Contractors Pty Ltd Contractors have extensive experience at this scale and type of project and would be appointed as the Principal Contractor responsible for all Workplace Health and Safety of the site. Prior to construction commencing, work place health and safety and pedestrian and traffic management plans will be required to be submitted to Council for review. Regular audits on contractor compliance with these approved plans will be undertaken by Council throughout construction.
Preschool, and community Traffic and pedestrians must share Rufous street with construction vehicles and machinery operating and accessing the work site.	Specific requirements for contractor to manage safety of pedestrians and traffic are included in the contract conditions. Regular audits on contractor compliance with these approved plans will be undertaken by Council throughout construction.

Environmental Harm Risks	Mitigation
There is risk that the car park works impact vegetation by machinery coming into contact above and below ground.	The alignment of the car park was developed to reduce the risk of vegetation impacts by aligning the southern edge clear of the tree line. A hold point will be established prior to excavation and a risk based approach for construction methodology to ensure impacts are minimised.

Scope And Quality Risks	Mitigation
Risk of not meeting project objectives	To be managed through Council staff reviews supported by specialist consultants who developed the original design and specifications.

Public Disruption And Council Reputation Risks	Mitigation
Access during construction, there will be disruption to the public as a result of the works. There is a risk that the proposed pedestrian and traffic management plans do not provide an acceptable level of service during the construction period	Specific requirements for contractor to manage safety of pedestrians and traffic are included in the contract conditions. Regular audits on contractor compliance with these approved plans will be undertaken by Council throughout construction. There will be regular contact with adjacent tenants to review for impacts as well as weekly review of systems in place and seek opportunities to improve wherever possible.
There is risk that notification is insufficiently in advance of the works due to the probity nature of tender processes and the short period from award to commencement.	Council is regularly updating the project news on the Council web site. Council community development team will Liaise with Community organisations throughout the project.
Noise may be a cause of disruption due to noise from plant and equipment.	Specific requirements for contractor to manage safety of pedestrians and traffic are included in the contract conditions. Regular audits on contractor compliance with these approved plans will be undertaken by Council throughout construction. This will be minimised wherever possible through having as much of the materials cut to size and preassembly prior to arriving on site.

Public Disruption And Council Reputation Risks	Mitigation
Vibration	Not expected to be of concern due to excavation in soft soils. Specific requirements are included in the conditions to ensure that adequate notification of surrounding tenants is provided.
Amenity of the site reduced by construction process and not acceptable for surrounding tenants.	Propose to appropriately screen construction fencing and work areas.

Consultation

External Consultation - Community & Stakeholder

Nil.

Internal Consultation

Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input checked="" type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries Local Laws Waste & Environmental Health	<input checked="" type="checkbox"/> Corporate Services X Director X Financial Services ICT X Procurement & Fleet Property Revenue Services
<input type="checkbox"/> Executive Services Director Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input checked="" type="checkbox"/> Infrastructure Services Director Asset Management Buildings and Facilities Civil Operations Disaster Management X Infrastructure Planning, Design and Delivery

ATTACHMENT 1 – PRELIMINARY DESIGN IMAGES



NORTH VIEW – COMMUNITY HOUSE



SOUTH WEST – COMMUNITY HOUSE

ATTACHMENT 1 – PRELIMINARY DESIGN IMAGES



CONTRACT WORKS SCOPE



PRELIMINARY LANDSCAPE PLAN

ATTACHMENT 1 – PRELIMINARY DESIGN IMAGES



WHOLE OF STAGE 3 PROJECT SCOPE

Attachment 2



jz:ne
Contact: John Zabala

11 September 2019

Findex (Aust) Pty Ltd
ABN 84 006 466 351
Level 16 120 Edward Street
Brisbane QLD 4000
Australia
Main +61 (07) 3233 3555
Fax +61 (07) 3233 3567
www.crowe.com.au

Ms Leigh Mooney
Procurement and Contracts Adviser
Noosa Shire Council
PO Box 141
TEWANTIN QLD 4565

Via Email: leigh.mooney@noosa.qld.gov.au

Dear Leigh

Probity Advisory Services – Rufous Street Project, Stage 3 Tender Process

Crowe was engaged by Noosa Council (Council) to perform Probity Advisory Services over the Rufous Street Project, Stage 3 Tender Process. This letter outlines the processes undertaken and documents the findings identified from performing the Probity Advisory Services at Council during the period 16 May to 9 September 2019.

The Crowe team appreciate the opportunity to have assisted Council in performing the Probity Advisory Services. We would like to acknowledge the assistance provided by Council personnel during the engagement. Council Management and staff were receptive of any feedback provided throughout the engagement.

Objective

As Probity Adviser, the objectives requested by Council for the Tender was to:

- Ensure Council conforms with processes designed to release the Tender.
- Check there was accountability and oversight of the assessment panel deliberations.
- Ensure all bids were assessed and evaluated using the same criteria and in accordance with the Local Government Regulation Contracting Principles and the evaluation criteria outlined in the Tender documentation.
- Preserve public and bidder confidence in Council's processes.
- Improve defensibility of decisions to potential legal challenges or other external scrutiny.
- Provide an advisory report to accompany the engagement recommendation to the Council Committee Meeting.

The title 'Partner' conveys that the person is a senior member within their respective division and is among the group of persons who hold an equity interest (shareholder) in its parent entity, Findex Group Limited. The only professional service offering which is conducted by a partnership is the Crowe Australasia external audit division. All other professional services offered by Findex Group Limited are conducted by a privately-owned organisation and/or its subsidiaries.

Findex (Aust) Pty Ltd, trading as Crowe Australasia is a member of Crowe Global, a Swiss verein. Each member firm of Crowe Global is a separate and independent legal entity. Findex (Aust) Pty Ltd and its affiliates are not responsible or liable for any acts or omissions of Crowe Global or any other member of Crowe Global. Crowe Global does not render any professional services and does not have an ownership or partnership interest in Findex (Aust) Pty Ltd. Services are provided by Crowe Australasia, an affiliate of Findex (Aust) Pty Ltd. Liability limited by a scheme approved under Professional Standards Legislation. Liability limited other than for acts or omissions of financial services licensees.

© 2019 Findex (Aust) Pty Ltd



Current Status of the Tender

At the conclusion of the Probity Advisory Services, the Tender had proceeded to the stage of a recommendation of a contract award to Council being prepared, detailing the evaluation team's recommended outcomes. We understand this recommendation is due to be presented to the General Committee planned for 16 September 2019.

Overall Probity Assessment

Our overall assessment of the Tender processes identified the following:

- The Tender was undertaken in a manner that complies with Council's procurement policy and the established Probity Plan.
- All tenderers were given equal opportunity and were treated fairly and consistently.
- The Tender evaluation process was undertaken in a manner free of bias and the ranking is a true representation of the tenderers' offers.

Scope of the Engagement

We provided Probity Advisory Services over the Tender and checked Council's approach to market is in accordance with the Local Government Framework. A summary of the activities / procedures performed are included in Appendix 1.

Summary of Observations

Two (2) observations, summarised below, were identified during the performance of the Probity Advisory Services:

- **Observation 1 – Late identification of potential conflict:** The Probity Adviser was advised after tender responses closed on 14 August that the consulting engineer had been included in a tender response. The Probity Adviser provided recommendations to Council on how to manage perceived conflicts of interest during the Tender consideration process in relation to the consulting engineer. The outcome was to send out a confirming probity form to the engineer.
- **Observation 2 – Consideration of confirming tenders:** At the commencement of the Tender evaluation meeting, confirmation was obtained that the panel were not conflicted in being able to assess the confirming tenders as submitted.

A detailed listing of all procedures performed is included in Appendix 1 to this letter. These procedures were undertaken, and no further observations were identified.

Basis and Use of this Letter

This letter has been prepared in accordance with the objectives, scope and approach set out in the Proposal Letter dated, 17 April 2019 and subject to the limitations set out in Appendix 2 (Basis and Use of the Report).

Yours sincerely

Crowe

A handwritten signature in black ink, appearing to read "John Zabala", written over a faint circular stamp.

John Zabala (FCA)
Senior Partner



Appendix 1 – Scope and Procedures

Detailed below are the procedures performed as part of the Probity Advisory Services.

1. Planning Activities

- We obtained copies of relevant documentation for the Rufous Street Project, Stage 3 Tender Process to obtain an understanding of activities undertaken to date by Council.

2. Security and Risk Management

- In utilising VendorPanel to manage the release and submission of all Tenders, we checked that Council maintained appropriate access controls with the software provider and reviewed the audit trail for documents submitted, requests for clarification and responses.
- Checked that Council has established a risk register for the Tender management of the project.

3. Confidentiality and Conflicts of Interest

- We checked that Council has processes in place to observe that confidential and commercially sensitive information is protected and only accessible by appropriate personnel. We checked that all Council staff associated with the Tender have been briefed regarding confidentiality and that all Council employees involved with the Tender process have signed and returned to Management a copy of the Confidentiality and Conflicts Declaration.
- We supported the process to review and assess complaints or notified conflicts of interest, including performing additional investigation when required.
- For any identified Conflicts of Interest, we checked that Management have taken appropriate action to disclose the conflict and minimise the impact on the Tender evaluation process.

4. Timeframes and Briefing Sessions

- We were provided with probity briefings to the panel members on 18 June 2019.
- We checked that Council has processes in place to:
 - Notify / advertise the release of the Tender to all interested parties (in accordance with Council policies).
 - Notify all interested parties if there is any change made to the Tender information.

5. Evaluation Criteria

- We checked that each response document meets the mandatory conditions of a conforming Tender response, outlined in the Tender documents (e.g. delivered on time).
- We checked that all suppliers have access to information about any change and have equal opportunity to change their bids / submissions.
- We checked that Council has performed due diligence of short-listed responses (including ownership, litigation, Director profiles, financial viability / security and past history, etc.).
- We attended and observed evaluation panel meetings.
- We checked that the evaluation criteria has been applied uniformly and that the evaluation panel's recommendations are justifiable (e.g. documented reasoning for the preferred tenderers that is clear and defensible).



Appendix 2 – Basis and Use of this Letter

We were engaged by Noosa Council (the client) to provide Probity Advisory Services and the scope of our activities was determined by Management.

This letter has been prepared in accordance with the objectives and approach agreed in the Proposal Letter dated, 17 April 2019 and subject to the following limitations:

- This letter provides limited assurance which recognises that absolute assurance is rarely attainable, due to such factors as the use of judgment in gathering and evaluating evidence and forming conclusions, and the use of selective testing, and because much of the evidence available for review is persuasive rather than conclusive in nature.
- Because of the inherent limitations of any probity review, it is possible that errors or irregularities may occur and not be detected.
- The matters raised in this letter are only those which came to our attention during the course of performing our procedures and are not necessarily a comprehensive statement of improvements that might need to be made. We cannot, in practice, examine every activity and procedure, nor can we be a substitute for management's responsibility to maintain adequate controls over the evaluation of the Tender. Accordingly, Management should not rely on our letter to identify all weaknesses that may exist in the systems and procedures under examination, or potential instances of non-compliance that may exist.
- We believe that the statements made in this letter are accurate, but no warranty of completeness, accuracy or reliability is given in relation to statements and representations made by, and the information and documentation provided by, the client's management and personnel. We have indicated within this letter the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the letter. We are under no obligation in any circumstance to update this letter, in either oral or written form, for events occurring after the letter has been issued in final form unless specifically agreed with the client. The internal audit findings expressed in this letter have been formed on the above basis.
- Recommendations for improvement should be checked by Management for their full commercial impact, before they are implemented.
- This letter is not to be used by any other party for any purpose, nor should any other party seek to rely on the opinions, advice or any information contained within this letter. In this regard, we recommend that parties seek their own independent advice. Crowe Horwath disclaims all liability to any party other than the client for which it was prepared in respect of or in consequence of anything done, or omitted to be done, by any party in reliance, whether whole or partial, upon any information contained in this letter. Any party, other than the client for which it was prepared, who chooses to rely in any way on the contents of this letter, does it so at their own risk.
- The information in this letter and in any related oral presentation made by Crowe Horwath is confidential between Crowe Horwath and the client for which it was prepared and should not be disclosed, used or duplicated in whole or in part for any purpose except with the prior written consent of Crowe Horwath. An electronic copy or print of this document is an UNCONTROLLED COPY.

Final Evaluation SP1 Carpark

NOOSA SHIRE COUNCIL Weighted Attribute Evaluation Spreadsheet - Final Evaluation

Contract Title:	Rufous Street Community House (Stage 3) and Car Park
Contract No:	1819T084

No.	NAME OF TENDERER (Conforming Tenders Only)	PRICE (excl of GST)
1	Ri-con Contractors	\$339,069
2	Murphy Builders	\$351,858
3	BBN Constructions	\$356,156
4	Midson Construction	\$466,138

SEPARABLE PORTION 1 - CAR PARK

Number of Tenders Evaluated - 4

		1		2		3		4		5		6		7		8		9		10	
PART A - Non price elements		Ri-con Contractors		Murphy Builders		BBN Constructions		Midson Construction													
Evaluation Criteria	Weighting (%)	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting
Capability & Resourcing	10%	80	8.00	40	4.00	60	6.00	50	5.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contract Experience & Capacity	15%	80	12.00	55	8.25	70	10.50	50	7.50	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Methodology	10%	80	8.00	40	4.00	52.5	5.25	70	7.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Quality	5%	80	4.00	50	2.50	70	3.50	50	2.50	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Health & Safety	5%	72.5	3.63	72.5	3.63	72.5	3.63	75	3.75	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Environment & Sustainability	5%	80	4.00	60	3.00	50	2.50	70	3.50	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contribution to Local Economy	10%	87.5	8.75	50	5.00	50	5.00	80	8.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Total Technical Score	60%	48.38		30.38		36.38		37.25		0.00		0.00		0.00		0.00		0.00		0.00	
Normalised Technical Score (Tn)		60.00		37.67		45.12		46.20													
PART B - Price element		Ri-con Contractors		Murphy Builders		BBN Constructions		Midson Construction													
Total Fees (Pc)	40%	\$339,069		\$351,858		\$356,156		\$466,138		\$0		\$0		\$0		\$0		\$0		\$0	
Average Fees (Pav) \$.....	\$378,305																				
Price Score		110		107		106		77		0		0		0		0		0		0	
Normalised Price Score (Pn)		100		97		96		70		0		0		0		0		0		0	
Weighted Price Score (Pw)		40.00		38.77		38.36		27.83													
Total Score of price and non price elements		100.00		76.45		83.48		74.03													

Assessment Panel	Position Title
Evaluation Chair & Assessment Panel Member 1	Project Manager, Infrastructure Services
Assessment Panel Member 2	Flexure Pty Ltd (external consultant)
Assessment Panel Member 3	Project Coordinator, Infrastructure Services
Assessment Panel Member 4	Technical Officer - Capital Planning, Infrastructure Services
Assessment Panel Member 5	WH&S Advisor, Executive Services
Technical Experts to the Assessment Panel	Company
Electrical Engineer Specialist	Webb Australia Consulting Engineers
Mechanical Engineer Specialist	RPG Consulting Engineers Pty Ltd

Final Evaluation SP2 Community House

NOOSA SHIRE COUNCIL Weighted Attribute Evaluation Spreadsheet - Final Evaluation

Contract Title:	Rufous Street Community House (Stage 3) and Car Park
Contract No:	1819T084 Budget \$3,152,292

No.	NAME OF TENDERER (Conforming Tenders Only)	PRICE (excl of GST)
1	Ri-con Contractors	\$2,569,328
2	Midson Constructions	\$2,597,199
3	BBN Constructions	\$2,676,418
4	Murphy Builders	\$2,971,360

SEPARABLE PORTION 2 - COMMUNITY HOUSE

NON-CONFORMING TENDERS

Number of Tenders Evaluated = 4

		1		2		3		4		5		6		7		8		9		10	
PART A - Non price elements		Ri-con Contractors		Midson Constructions		BBN Constructions		Murphy Builders													
Evaluation Criteria	Weighting (%)	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting
Capability & Resourcing	10%	80	8.00	50	5.00	60	6.00	40	4.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contract Experience & Capacity	15%	80	12.00	50	7.50	70	10.50	55	8.25	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Methodology	10%	80	8.00	70	7.00	52.5	5.25	40	4.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Quality	5%	80	4.00	50	2.50	70	3.50	50	2.50	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Health & Safety	5%	72.5	3.63	75	3.75	72.5	3.63	72.5	3.63	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Environment & Sustainability	5%	80	4.00	70	3.50	50	2.50	60	3.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contribution to Local Economy	10%	87.5	8.75	80	8.00	50	5.00	50	5.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Total Technical Score	60%	48.38		37.25		36.38		30.38		0.00		0.00		0.00		0.00		0.00		0.00	
Normalised Technical Score (Tn)		60.00		46.20		45.12		37.67													
PART B - Price element		Ri-con Contractors		Midson Constructions		BBN Constructions		Murphy Builders													
Total Fees (Pc)	40%	\$2,569,328		\$2,597,199		\$2,676,418		\$2,971,360		\$0		\$0		\$0		\$0		\$0		\$0	
Average Fees (Pav) \$.....	\$2,703,576																				
Price Score		105		104		101		90		0		0		0		0		0		0	
Normalised Price Score (Pn)		100		99		96		86		0		0		0		0		0		0	
Weighted Price Score (Pw)		40.00		39.61		38.49		34.33													
Total Score of price and non price elements		100.00		85.81		83.61		72.01													

Assessment Panel	Position Title
Evaluation Chair & Assessment Panel Member 1	Project Manager, Infrastructure Services
Assessment Panel Member 2	Flexure Pty Ltd (external consultant)
Assessment Panel Member 3	Project Coordinator, Infrastructure Services
Assessment Panel Member 4	Technical Officer - Capital Planning, Infrastructure Services
Assessment Panel Member 5	WH&S Advisor, Executive Services
Technical Experts to the Assessment Panel	Company
Electrical Engineer Specialist	Webb Australia Consulting Engineers
Mechanical Engineer Specialist	RPG Consulting Engineers Pty Ltd

Final Evaluation SP3 Landscaping

NOOSA SHIRE COUNCIL Weighted Attribute Evaluation Spreadsheet - Final Evaluation

Contract Title:	Rufous Street Community House (Stage 3) and Car Park
Contract No:	1819T084

No.	NAME OF TENDERER (Conforming Tenders Only)	PRICE (excl of GST)
1	Midson Construction	\$227,197
2	BBN Constructions	\$274,395
3	Ri-con Contractors	\$282,274
4	Murphy Builders	\$346,801

SEPARABLE PORTION 3 - LANDSCAPING

NON-CONFORMING TENDERS

Number of Tenders Evaluated = 4

		1		2		3		4		5		6		7		8		9		10	
PART A - Non price elements		Midson Construction		BBN Constructions		Ri-con Contractors		Murphy Builders													
Evaluation Criteria	Weighting (%)	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting
Capability & Resourcing	10%	50	5.00	60	6.00	80	8.00	40	4.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contract Experience & Capacity	15%	50	7.50	70	10.50	80	12.00	55	8.25	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Methodology	10%	70	7.00	52.5	5.25	80	8.00	40	4.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Quality	5%	50	2.50	70	3.50	80	4.00	50	2.50	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Health & Safety	5%	75	3.75	72.5	3.63	72.5	3.63	72.5	3.63	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Environment & Sustainability	5%	70	3.50	50	2.50	80	4.00	60	3.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Contribution to Local Economy	10%	80	8.00	50	5.00	87.5	8.75	50	5.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Total Technical Score	60%	37.25		36.38		48.38		30.38		0.00		0.00		0.00		0.00		0.00		0.00	
Normalised Technical Score (Tn)		46.20		45.12		60.00		37.67													

PART B - Price element		Midson Construction	BBN Constructions	Ri-con Contractors	Murphy Builders												
Total Fees (Pc)	40%	\$227,197	\$274,395	\$282,274	\$346,801	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Average Fees (Pav) \$.....	\$282,667																
Price Score		120	103	100	77	0	0	0	0	0	0	0	0	0	0	0	0
Normalised Price Score (Pn)		100	86	84	65	0	0	0	0	0	0	0	0	0	0	0	0
Weighted Price Score (Pw)		40.00	34.42	33.48	25.85												

Total Score of price and non price elements	86.20	79.53	93.48	63.53													
---	-------	-------	-------	-------	--	--	--	--	--	--	--	--	--	--	--	--	--

Assessment Panel	Position Title
Evaluation Chair & Assessment Panel Member 1	Project Manager, Infrastructure Services
Assessment Panel Member 2	Flexure Pty Ltd (external consultant)
Assessment Panel Member 3	Project Coordinator, Infrastructure Services
Assessment Panel Member 4	Technical Officer - Capital Planning, Infrastructure Services
Assessment Panel Member 5	WH&S Advisor, Executive Services
Technical Experts to the Assessment Panel	Company
Electrical Engineer Specialist	Webb Australia Consulting Engineers
Mechanical Engineer Specialist	RPG Consulting Engineers Pty Ltd

5 PROPOSED EXPRESSION OF INTEREST FOR THE NOOSA NAVY CADET FACILITY - NOOSA DISTRICT SPORTS COMPLEX

Author **Community Development Manager, Alison Hamblin**
Community Services Department

Index **ECM/ Subject / Property Management / Leases**

Attachments **1. Site Map**

EXECUTIVE SUMMARY

Not applicable

RECOMMENDATION

That Council note the report by the Community Development Manager to the Services & Organisation Committee Meeting dated 8 October 2019 regarding the facility at the Noosa District Sports Complex and agree to proceed to an Expression of Interest process regarding the Noosa Navy Cadet facility to identify a suitable community group to offer a Trustee Lease for the site, as detailed in the report.

REPORT**1. Purpose**

The purpose of this report is to propose an Expression of Interest (EOI) process to identify a suitable community group to offer a Trustee Lease for community activation of the Noosa Navy Cadets facility - Noosa District Sports Complex, 31 Butler St, Tewantin.

2. Background

The land which the facility is located on is State Land Reserve for Recreation for which Council is trustee. The building was constructed on the site in the mid 1980's and consists of a main hall (clubhouse) with cool room and bar area, an administration office area, storage area/breezeway, canteen, two change rooms and male and female toilets. Adjacent to the building is a large shed with two separate lockable areas. Tewantin – Noosa Cricket have the lease over the cricket fields adjacent to the facility (separate lease area).

The facility was formerly the home of the Noosa Lions Soccer Club prior to their relocation to the Girraween Sports Complex in 2012. The Noosa Cadets Committee Inc (Noosa Navy Cadets) took over the lease of the building shortly after, however surrendered the lease in May 2019. The Noosa Navy Cadets continue to occupy the facility informally, along with a number of community organisations on an ad hoc basis.

The building has fallen into a state of disrepair and condition assessments conducted in 2017 and 2018 indicate considerable works are required to the facility to bring it to an operationally functional condition. Preliminary estimations of the costs of works required are \$100,000-\$150,000.

The Noosa District Sports Complex Master Plan is currently being drafted for presentation to Council and for public feedback. It has involved consultation with site user groups and relevant stakeholders to the site. The Plan provides the following recommendation for the facility: *“Navy Cadets to be relocated to a more suitable facility for their needs. Building to be repurposed for other community/sports club needs”*.

3. Approaches to Utilise Building

Council has received a number of approaches from community and environment groups seeking space in the premises or for overall tenure of the building. It is critical that the future use of this facility aligns with the existing stakeholders of the Sports Complex and the vision provided in the Noosa District Sports Complex Master Plan (currently being drafted).

Based on interest received, staff believe an opportunity exists to reinvigorate the facility, attract external capital investment and provide improved community outcomes, in line with Council's Community Purpose Land and Infrastructure Tenure Policy. The proposed model of tenure for the site is:

- Trustee Lease over the facility to a new community group;
- Tenure with Provision for other users to enter into formal hire agreements with the Trustee Lessee.

4. Expression of Interest Process

An EOI process is proposed to identify a suitable community group to lease the facility. The EOI is proposed on the following basis:

- Lease to be offered to incorporated not-for-profit community groups only;
- Lease offered for a term of 10 years with the potential to negotiate up to 20 years upon significant capital investment in the facility in accordance with the Community Purpose Land and Infrastructure Tenure Policy;
- A capital works plan for the facility for the term of the lease is required with evidence of secured and potential funding;
- An Indicative lease commencement date 1 January 2020;
- Annual rent prescribed at 1 Unit in accordance with Council's fees and charges (currently equating to \$309.50);
- Community use must align with the gazetted reserve purpose (Reserve for Recreation) and align with the recommendations of the Draft Noosa District Sports Master Plan;
- Trustee Lessee to be responsible for facility maintenance and all operational costs.

The assessment criteria proposed are:

- Space utilisation and activation planning – 20%
- Contribution to local community (community involvement and community benefit) – 25%
- Resources, capacity and affiliations – 30%
- Capital investment and facility improvements – 25%

The EOI process is proposed to commence in November 2019 and will be listed on Council's website, advertised in the Noosa News and posted via VendorPanel (Council's e-tender portal). Additionally, the EOI will be advertised in Council's Community Connect e-newsletter sent out to not for profit organisations. The results of the EOI process will be reported to a future Council meeting.

Previous Council Consideration

Nil

Finance

The tenure model proposes "peppercorn" rent for the not-for-profit groups, with the proposed Trustee Lessee to be responsible for maintenance and operational costs for the facility.

Risks & Opportunities

The proposed EOI process will allow Council to explore opportunities to activate the facility in line with the Community Purpose Land and Infrastructure Tenure Policy. Depending on the outcomes of the EOI process, Council may need to consider risks specific to certain use proposals.

Consultation

External Consultation - Community & Stakeholder

Noosa Cadets Committee (Unit Support Committee)
 Australian Navy Cadets
 Tewantin Noosa Cricket Club Inc
 Queensland Cricket
 Noosa Netball Association Inc
 Noosa Beach Classic Car Club
 Noosa Pipe Band
 Office of Fair Trading

Internal Consultation

Procurement Advisor
 Community Development Officer
 Property Officer

Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer	<input checked="" type="checkbox"/> Community Services	<input checked="" type="checkbox"/> Corporate Services
Executive Officer	x Director	x Director
Executive Support	x Community Development	Financial Services
	Community Facilities	ICT
	Libraries & Galleries	x Procurement & Fleet
	Local Laws	x Property
	Waste & Environmental Health	Revenue Services
<input type="checkbox"/> Executive Services	<input type="checkbox"/> Environment & Sustainable Development	<input type="checkbox"/> Infrastructure Services
Director	Director	Director
Community Engagement	Building & Plumbing Services	Asset Management
Customer Service	Development Assessment	Buildings and Facilities
Governance	Economic Development	Civil Operations
People and Culture	Environmental Services	Disaster Management
	Strategic Land Use Planning	Infrastructure Planning, Design and Delivery

Noosa District Sports Complex – McKinnon Drive Entrance Site Map



6 COMMERCIAL PROPERTY MANAGEMENT SERVICES - SUNRISE BEACH NEIGHBOURHOOD SHOPPING CENTRE AND PEREGIAN DIGITAL HUB (TENDER 1920T016)

Author Property Officer, Hayley Jamieson
Corporate Services Department

Index ECM/ 46.01 Lease

Attachments 1. Tender Evaluation Matrix

EXECUTIVE SUMMARY

In August 2019, Council issued an Invitation to Tender for commercial property management services for the Sunrise Beach Neighbourhood Shopping Centre and the Peregian Digital Hub. The tender was posted on VendorPanel, Council's e-tender portal, on 1 August 2019 and advertised in the Noosa News on 2 August 2019 and the Sunshine Coast Daily on 3 August 2019. Applications closed on 3 September 2019 and a total of five submissions were received via VendorPanel with one additional submission received after the tender closing time.

An evaluation panel was assembled with the required skill sets and relevant expertise to undertake the assessment. Council's tender evaluation panel scored the submission from Colliers International (SC) Pty Ltd & CISC REM Pty Ltd the highest and noted its price, capability, resourcing, contract experience and capacity is of suitable industry standard and met the tender evaluation panel's expectations.

The tender evaluation panel supports Colliers International (SC) Pty Ltd & CISC REM Pty Ltd's submission and it is recommended Council agree to enter into a property management services contract for a total maximum term of up to 10 years.

RECOMMENDATION

That Council note the report by the Property Officer to the Services & Organisation Committee Meeting dated 8 October 2019 regarding Commercial Property Management Services for Sunrise Beach Neighbourhood Shopping Centre and the Peregian Digital Hub and

- A. Award contract 1920T016 to Colliers International (SC) Pty Ltd CISC REM Pty Ltd for the Property Management Services Contract for an initial Five (5) year period commencing 1 November 2019; and
 - B. Authorise the Chief Executive Officer to extend the contract for a further One (1) x Five (5) year period, subject to satisfactory performance, at Council's sole discretion.
-

REPORT**1. Background**

The property management services contract for the Sunrise Beach Neighbourhood Shopping Centre (currently managed by Ray White Commercial Noosa & Sunshine Coast North) and the Peregian Digital Hub (currently managed by Forde Property) will expire on 31 October 2019.

The new property management services contract will commence 1 November 2019 and seeks to engage the services of a suitable entity to manage both sites for an initial five year period and a subsequent five year term, subject to satisfactory performance at Council's sole discretion.

2. Invitation to Tender

In August 2019, Council issued an Invitation to Tender for property management services for the Sunrise Beach Neighbourhood Shopping Centre and the Peregian Digital Hub. The tender was advertised via VendorPanel (Council's e-tender portal) on 1 August 2019, and advertised in the Noosa News on 2 August 2019 and Sunshine Coast Daily on 3 August 2019.

Respondents were invited to submit applications through VendorPanel, with applications closing on 3 September 2019. A total of five submissions were received via VendorPanel with one additional submission received after the closing date/time via email.

Consistent with Council's tender processes, the following documents were available to respondents:

- Invitation to Tender – general information for respondents including Conditions of Contract information;
- Tender Response Form – enabled respondents to respond to evaluation criteria via response schedules;
- Pricing Schedule – respondents were required to provide a cost breakdown for lease and facility management functions; and
- Conditions of Tender – detailed acceptable conduct and obligations of respondents and Council and included further detailed information for respondents.

Specifically, in relation to the pricing schedule, tenderers were required to submit a detailed cost breakdown detailing their management fee for various lease and facility management functions, including collection of rent and bonds, breaches, compliance, financial reporting, inspections and coordination of maintenance and repairs.

The Tender Response Form also required tenderers to acknowledge the procuring of new tenants is to occur in accordance with the Local Government Regulation 2012, which sets out specific advertising and compliance requirements.

The evaluation panel assessed the applications under probity and due diligence and in accordance with the assessment criteria. The evaluation panel consisted of Council's Property Officer, Property Advisor – Commercial Property, and Property Manager.

3. Submissions

Council receiving five submissions via VendorPanel from the following respondents:

- Colliers International (SC) Pty Ltd CISC REM Pty Ltd.
- CPRM Property Group (QLD) Pty Ltd.
- Trademart Property Pty Ltd t/as Forde Property.
- Jones Lang Lasalle (Qld) Pty Ltd.
- Sunshine Coast Commercial Pty Ltd as trustee for Sunshine Coast Commercial Unit Trust t/as Ray White Commercial Noosa & Sunshine Coast North.

In addition, Council received a submission from CBRE Pty Ltd but given it was submitted after the 3 September 2019 tender closing time, it was not accepted by the evaluation panel.

4. Evaluation

The evaluation criteria established as part of the invitation to tender included:

1. Price;
2. Capability and Resourcing;
3. Experience and Track Record; and
4. Lease and Facility Management.

The schedules and supporting information provided by each tenderer were reviewed by the evaluation panel and informed the scoring in each of the evaluation criteria. Scoring within each evaluation criteria included an appropriate weighting and detailed financial analysis was undertaken submitted by each tenderer, given each had a different pricing methodology.

The preferred tender was submitted by Colliers International (SC) Pty Ltd CISC REM Pty Ltd. Their tender scored highly for price, capability and resourcing, experience, track record and lease and facility management, which are critical criterion to ensure effective ongoing management of both commercial properties. Colliers International (SC) Pty Ltd CISC REM Pty Ltd is located on the Sunshine Coast and is active in the Noosa commercial property market. A five year contract is recommended commencing 1 November 2019 with an option to extend for an additional five years subject to satisfactory performance at Council's sole discretion.

Previous Council Consideration

Ordinary Meeting Minutes, 18 August 2016, Item 5, Page 9

That Council note the report by the Property Officer to the Services & Organisation Committee Meeting dated 9 August 2016 and:

- A. *Approve the transfer of the management services agreement for the period 1 September 2016 to 31 October 2016 to Sunshine Coast Commercial Pty Ltd as trustee for The Sunshine Coast Commercial Unit Trust trading as Ray White Commercial Noosa & Sunshine Coast North (currently Tennforr Pty Ltd & Indust-Real Pty Ltd trading as Ray White Commercial Noosa & Sunshine Coast North); and*
- B. *Authorise the CEO to extend the current management services agreement for a further three (3) year period commencing 1 November 2016 to Sunshine Coast Commercial Pty Ltd as trustee for The Sunshine Coast Commercial Unit Trust trading as Ray White Commercial Noosa & Sunshine Coast North.*

Finance

The preferred tenderer's submission results in a \$6,683 additional cost to Council's 2019/20 budget. This additional cost is considered minor and will be absorbed within the current budget.

Risks & Opportunities

Risks

Management continuity – the property management services contract employs skilled external resources and is considered the most efficient model for the management of the 2 Council commercial properties.

Opportunities

The Conditions of Contract also allows addition of further commercial properties to the contract for property management services if required.

Consultation

External Consultation - Community & Stakeholder

Nil

Internal Consultation

Director Corporate Services
Procurement Advisor
Management Accountant
Property Advisor – Commercial
Property Officer

Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries Local Laws Waste & Environmental Health	<input checked="" type="checkbox"/> Corporate Services x Director X Financial Services ICT x Procurement & Fleet x Property Revenue Services
<input type="checkbox"/> Executive Services Director Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input type="checkbox"/> Infrastructure Services Director Asset Management Buildings and Facilities Civil Operations Disaster Management Infrastructure Planning, Design and Delivery

Final Evaluation

NOOSA SHIRE COUNCIL Weighted Attribute Evaluation Spreadsheet - Final Evaluation

Contract Title:	Property Management Services
Contract No:	1920T016

No.	NAME OF TENDERER (Conforming Tenders Only)	PRICE (excl of GST)
1	Colliers International (SC) Pty Ltd & CISC REM Pty Ltd	\$143,204
2	CPRM Property Group	\$140,014
3	Trademart Property Pty Ltd t/as Forde Property	\$127,384
4	Jones Lang LaSalle	\$253,077
5	Ray White Commercial - Noosa and Sunshine Coast	\$168,968

NON-CONFORMING TENDERS

Number of Tenders Evaluated

5

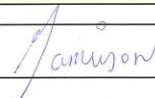
PART A - Non price elements		1 Colliers International (SC) Pty Ltd & CISC		2 CPRM Property Group		3 Trademart Property Pty Ltd t/as Forde		4 Jones Lang LaSalle		5 Ray White Commercial - Noosa	
Evaluation Criteria	Weighting (%)	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting	Score	Resultant score x weighting
Capability & Resourcing	20%	80	16.00	70	14.00	50	10.00	72.5	14.50	72.5	14.50
Contract Experience & Capacity	25%	82.5	20.63	72.5	18.13	50	12.50	80	20.00	80	20.00
Lease and Facility Management	10%	100	10.00	100	10.00	100	10.00	100	10.00	100	10.00
Total Technical Score	55%	46.63		42.13		32.50		44.50		44.50	
Normalised Technical Score (Tn)		55.00		49.69		38.34		52.49		52.49	

PART B - Price element		Colliers International (SC) Pty Ltd & CISC	CPRM Property Group	Trademart Property Pty Ltd t/as Forde	Jones Lang LaSalle	Ray White Commercial - Noosa
Total Fees (Pc)	45%	\$143,204	\$140,014	\$127,384	\$253,077	\$168,968
Average Fees (Pav) \$.....	\$166,529					
Price Score		114	116	124	48	99
Normalised Price Score (Pn)		92	94	100	39	80
Weighted Price Score (Pw)		41.54	42.24	45.00	17.50	35.90

Total Score of price and non price elements	96.54	91.93	83.34	69.99	88.40
---	-------	-------	-------	-------	-------

Assessment Panel	Position Title
Evaluation Chair & Assessment Panel Member 1	Property Officer, Corporate Services
Assessment Panel Member 2	Property Manager, Corporate Services
Assessment Panel Member 3	Property Advisor Commercial Property, Corporate Services
Assessment Panel Member 4	
Assessment Panel Member 5	

The Contract Administrator confirms the above scores and weightings of this evaluation



7 TEMPORARY EVENT BONDS NOOSA HEADS LIONS PARK - PROPOSED FEES 2019/20 SCHEDULE OF FEES AND CHARGES

Author Property Manager, Clint Irwin
Corporate Services Department

Index ECM/ 22.16 Bank Guarantees/Bonds 34.60 Temporary Events 34.75
Events/Policies/Guidelines 46.15 Use of Council Land

Attachments Nil

EXECUTIVE SUMMARY

Council requires a bond for temporary events held in recreation parks where there is risk of damage sustained as a result of the event. The dollar value of the bond is determined by the Property Branch in accordance with the likelihood of damage from the event.

Current bond amounts applied by Council for temporary events in the Noosa Heads Lions Park range from \$3,000 to \$7,500 and are generally sufficient to cover any minor damage and clean-up costs arising from an event. In contrast, recent wet weather event damage sustained to the Noosa Heads Lions Park has required reinstatement works of approximately \$50,000.

Given the infrequency of wet weather event damage, event organisers do not consider the financial cost of major reinstatement works into pre-event planning and pricing decisions. When significant damage occurs and the reinstatement cost far exceeds the bond retained by Council, Council must negotiate with an event organiser to fund major reinstatement works after the event has finished. A bond will make that process much quicker and simpler.

This report recommends Council categorise temporary event bonds for events held in the Noosa Heads Lions Park into three categories based on impact, with the bond amount increasing accordingly. These categories are proposed to include low impact (\$5,000), moderate impact (\$20,000) and high impact (\$50,000) and are proposed for inclusion in Council's 2019/20 Schedule of Fees and Charges.

RECOMMENDATION

That Council note the report by the Property Manager to the Services & Organisation Committee Meeting dated 8 October 2019 and agree to include the following additional temporary event bond fees in Council's 2019/20 Schedule of Fees and Charges for events held in Noosa Heads Lions Park:

Temporary Event Bond Category - Noosa Heads Lions Park	Amount
Temporary Event Bond Noosa Heads Lions Park – High Impact	\$50,000
Temporary Event Bond Noosa Heads Lions Park – Moderate Impact	\$20,000
Temporary Event Bond Noosa Heads Lions Park – Low Impact	\$5,000

REPORT

The purpose of this report is to seek Council's approval to include additional temporary event bond fees for events held in Noosa Heads Lions Park in Council's 2019-20 Schedule of Fees and Charges.

1. Background

The Noosa Heads Lions Park (the Lions Park) was set aside as a reserve for recreation on 7 August 1982 following a land reclamation scheme. It is an area of approximately 1 hectare and is state owned land with Noosa Council in control of the site as the nominated trustee. The Lions Park is one of the Shire's premier recreation assets, is highly valued by residents, tourists and families and provides an attractive entry statement into the Hastings Street precinct.

Soon after the Lions Park was established it became the venue for the Noosa Triathlon and today hosts events such as the Noosa Food and Wine Festival, Runaway Noosa Marathon and Noosa Car Show. Over the years, the scale of the events held at the Lions Park has ranged from small scale events organised by local not-for-profit organisations to large scale commercially focussed events of state and national significance with thousands of participants.

Damage to the Lions Park as a result of an event is not common but can occur if an event is held during or after wet weather. The likelihood of wet weather damage is increased depending on the event's timing, infrastructure requirements, vehicle movements, number of attendees and number of event days. Unfortunately, wet weather event damage can occur despite the best efforts of the event organiser and Council to mitigate damage risks.

Council requires a bond for events where it is determined community assets are at risk of damage. The dollar value of the bond is set by the Property Branch commensurate with the likelihood of damage. Current bond amounts applied by Council for events in the Lions Park range from \$3,000 to \$7,500 and are generally only sufficient to cover minor damage and clean up costs. In contrast, recent wet weather event damage sustained to the Lions Park has required reinstatement works of approximately \$50,000.

While permit conditions require event organisers to repair damage to assets, in practice due to the infrequency of wet weather damage, event organisers do not factor in the financial cost of major reinstatement works into pre-event planning and are unprepared should Council seek to recover the cost of major reinstatement works once the event is completed.

2. Events Policy

At Council's July Ordinary Meeting Council endorsed its Events Policy, (the Policy) which applies to events held on community land. Principle b) of the Policy provides the following in relation to responsibility for repairing damage to community assets:

Events must not adversely impact on the environment, public infrastructure or other community assets. Events in locations susceptible to bad weather must provide detailed contingency plans and meet the cost of any repair and reinstatement of community assets.

3. Proposed Temporary Event Bond Categories

Additional temporary event bond fees are proposed for inclusion in Council's 2019-20 Schedule of Fees and Charges relating to events held in the Lions Park. Lions Park events are proposed to be categorised based on impact, which for assessment purposes will include the event's infrastructure requirements, expected vehicle movements, anticipated number of attendees and number of event days including bump in and bump out (event preparation). The proposed categories are:

- Temporary Event Bond Noosa Heads Lions Park - High Impact - \$50,000
- Temporary Event Bond Noosa Heads Lions Park - Moderate Impact - \$20,000
- Temporary Event Bond Noosa Heads Lions Park - Low Impact \$5,000

Current Lions Park events are proposed to be categorised as follows:

Event	Current Bond	Proposed Bond	Notes
Noosa Food and Wine Festival (High Impact)	\$7,500	\$50,000	Event has extensive site infrastructure requirements and vehicle / foot movements
Noosa Triathlon Festival (High Impact)	\$5,000	\$50,000	Event has extensive site infrastructure requirements and vehicle / foot movements
Runaway Noosa Marathon (Low Impact)	\$3,000	\$5,000 (based on current impact)	Currently low impact but has previously used the Lions Park site more intensively
Noosa Car Show (Low Impact)	\$3,000	\$5,000	One day event which has capacity to change locations due to impending wet weather

4. Options for Payment of Temporary Event Bonds

Option 1: Cash Bond

This option allows the bond to be paid online or at Council's Customer Service counter (current practice); or

Option 2: Bank Guarantee

This option requires an unconditional undertaking to be given by a bank on behalf of the customer and provides surety against damage to infrastructure. For example, Council's Development Assessment Branch requires this form of surety for all development applications.

5. Lions Park Reinstatement Principles

Council currently undertakes pre and post event condition inspections of the Lions Park to inform its decision to return the bond to the event organiser. It is proposed the following principles will apply to future Lions Park condition inspections in the interests of supporting evidence based decision-making and transparency:

- Council and the event organiser to jointly undertake a formal pre and post event condition inspection process capturing photographic data and completing checklist information (formalising existing process);
- Reinstatement works will be undertaken by Council approved contractors procured via Council's Invitation to Quote process complying with Council procurement policy requirements.
- Reinstatement works borne by the event organiser are not to include capital upgrades or improvements over and above pre event asset condition, i.e. works must be on a 'like for like' basis.
- Event organisers are not responsible for normal fair wear and tear of the community asset.

Previous Council Consideration

Nil.

Finance

Implementing the proposed temporary event bond categories will allow the financial risk to ratepayers of any reinstatement works due to the impact of wet weather to be mitigated.

Risks & Opportunities

Risks

Infrastructure damage as a result of event use has the potential to increase maintenance costs and bring forward capital renewal costs which will be required to be funded by ratepayers if appropriate contingencies are not instigated, i.e. appropriate temporary event bonds.

Opportunities

Implementation of a categorised temporary event bond process allows the event organiser to appropriately consider the potential overall cost of the event and plan pricing decisions accordingly.

Conclusion

The Lions Park is a favourite recreation area for the local community and visitors and has been community purpose land set aside as a reserve for recreation since 1982, while also serving as a popular event venue for most of the intervening period. It is one of Council's premier community assets and is maintained to a high standard however, it will always be susceptible to rain induced event damage because it is an outdoor venue.

While wet weather event damage to the Lions Park is uncommon, the cost of major reinstatement works far exceeds the current bond amount Council holds for the event. Given the infrequency of wet weather event damage, event organisers do not consider the financial cost of major reinstatement works into pre-event planning and pricing decisions. Currently, where the reinstatement cost far exceeds the bond, Council must negotiate with an event organiser to fund the works after the event has finished.

In summary, the bond amount Council collects from event organisers for the Lions Park has been inadequate to cover wet weather event damage. The proposed changes to the Lions Park bond categories will ensure event organisers consider and plan for the full wet weather impact of their event without the requirement for ratepayer subsidisation if the Lions Park is damaged. The 'Lions Park Reinstatement Principles' noted in this report provide further clarity for Council officers and event organisers providing for evidence based decision making regarding future reinstatement works.

Consultation

External Consultation - Community & Stakeholder

Noosa Food and Wine Festival – Consultation was undertaken with Tourism Noosa in its capacity as event organiser on 2 September 2019. Tourism Noosa supported the proposal to increase event bonds for major reinstatement works and did not object to the proposed impact categorisation.

Noosa Triathlon – Consultation was undertaken with Ironman in its capacity as event organiser on 30 August 2019. Ironman supported the proposal to increase event bonds for major reinstatement works and did not object to a proposed moderate impact categorisation. Given the potential risk of weather damage given the scale and size of the Noosa Triathlon Festival it is recommended that a high impact categorisation be applied.

Internal Consultation

Director Corporate Services
Financial Services Manager
Civil Operations Manager
Parks and Gardens Coordinator
Property Advisor
Property Officer

Departments/Sections Consulted:

<input type="checkbox"/> Chief Executive Officer Executive Officer Executive Support	<input type="checkbox"/> Community Services Director Community Development Community Facilities Libraries & Galleries Local Laws Waste & Environmental Health	<input checked="" type="checkbox"/> Corporate Services X Director Financial Services ICT Procurement & Fleet X Property Revenue Services
<input type="checkbox"/> Executive Services Director Community Engagement Customer Service Governance People and Culture	<input type="checkbox"/> Environment & Sustainable Development Director Building & Plumbing Services Development Assessment Economic Development Environmental Services Strategic Land Use Planning	<input type="checkbox"/> Infrastructure Services Director Asset Management Buildings and Facilities X Civil Operations Disaster Management Infrastructure Planning, Design and Delivery