



ORDINARY MEETING

AGENDA

6 FEBRUARY 2018

Your attendance is required at an Ordinary meeting of Council to be held in the Council Chambers, LAGOON Parade, Yeppoon on 6 February 2018 commencing at 9:00am for transaction of the enclosed business.

A handwritten signature in dark ink, appearing to read "Alan Jones", is positioned above the title of the Chief Executive Officer.

CHIEF EXECUTIVE OFFICER
1 February 2018

Next Meeting Date: 20.02.18

Please note:

In accordance with the *Local Government Regulation 2012*, please be advised that all discussion held during the meeting is recorded for the purpose of verifying the minutes. This will include any discussion involving a Councillor, staff member or a member of the public.

TABLE OF CONTENTS

ITEM	SUBJECT	PAGE NO
1	OPENING.....	3
2	ATTENDANCE.....	3
3	LEAVE OF ABSENCE / APOLOGIES	4
	NIL	4
4	PUBLIC FORUMS/DEPUTATIONS	5
	NIL	5
5	MAYORAL MINUTE	6
	NIL	6
6	CONFIRMATION OF MINUTES OF PREVIOUS MEETING.....	7
7	DECLARATION OF INTEREST IN MATTERS ON THE AGENDA.....	8
8	BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS	9
	NIL	9
9	PRESENTATION OF PETITIONS.....	10
	NIL	10
10	AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE REPORTS.....	11
	NIL	11
11	COUNCILLOR/DELEGATE REPORTS	12
	NIL	12
12	REPORTS.....	13
12.1	AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MEETING - 16 JANUARY 2018.....	13
12.2	QUEENSLAND CAMPING OPTIONS TOOLKIT.....	47
12.3	WASTE MANAGEMENT LOCAL LAW	192
12.4	WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS.....	236
12.5	RESPONSE TO QUESTIONS ON NOTICE – WORKS WITHIN OR ALONG ROSS CREEK.....	270
12.6	REQUEST FOR NEGOTIATED DECISION FOR A DEVELOPMENT PERMIT D-159-2017 FOR RECONFIGURING A LOT (ONE LOT INTO FIFTEEN LOTS).....	272
13	QUESTIONS/STATEMENT/MOTIONS ON NOTICE FROM COUNCILLORS	302

	NIL	302
14	CLOSED SESSION	303
15.1	REQUEST FOR STAGED PAYMENT OF INFRASTRUCTURE CHARGES FOR A SALES AND HIRE PREMISES	
15.2	REQUEST FOR REDUCTION OF MATERIAL CHANGE OF USE APPLICATION FEES	
15	CONFIDENTIAL REPORTS.....	304
15.1	REQUEST FOR STAGED PAYMENT OF INFRASTRUCTURE CHARGES FOR A SALES AND HIRE PREMISES.....	304
15.2	REQUEST FOR REDUCTION OF MATERIAL CHANGE OF USE APPLICATION FEES.....	305
16	URGENT BUSINESS/QUESTIONS	306
17	CLOSURE OF MEETING.....	307

1 OPENING

2 ATTENDANCE

Members Present:

Mayor, Councillor Bill Ludwig (Chairperson)
Deputy Mayor, Councillor Nigel Hutton
Councillor Adam Belot
Councillor Jan Kelly
Councillor Glenda Mather
Councillor Graham Scott
Councillor Tom Wyatt

In Attendance:

Ms Chris Murdoch – Chief Executive Officer
Ms Andrea Ellis – Acting Director Corporate Services
Mr Brett Bacon – Director Community and Planning Services
Mr Dan Toon – Director Infrastructure Services
Ms Debra Howe – Director Strategic Growth and Development

3 LEAVE OF ABSENCE / APOLOGIES

Nil

4 PUBLIC FORUMS/DEPUTATIONS

Nil

5 MAYORAL MINUTE

Nil

6 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

Minutes of the Ordinary Meeting held 23 January 2018.

7 DECLARATION OF INTEREST IN MATTERS ON THE AGENDA

8 BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS

Nil

9 PRESENTATION OF PETITIONS

Nil

**10 AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE
 REPORTS**

Nil

11 COUNCILLOR/DELEGATE REPORTS

Nil

12 REPORTS

12.1 AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MEETING - 16 JANUARY 2018

File No: GV13.4.2

Attachments: 1. ARAbIC Minutes - 16 January 2018 - Unconfirmed [↓](#)

Responsible Officer: Scott Williams - Internal Auditor
Chris Murdoch - Chief Executive Officer

Author: Robyn Black - Executive Assistant to the Director Corporate Services

SUMMARY

The Audit, Risk and Business Improvement committee met on 16 January 2018 and this report provides the recommendations from the committee for consideration and adoption by Council. The reports from the meeting are available for viewing by Councillors on the Councillor Portal.

OFFICER'S RECOMMENDATION

THAT the unconfirmed minutes of the Audit, Risk and Business Improvement Committee meeting held on 16 January 2018 be received and the following recommendations contained within those minutes be adopted.

1 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

THAT the minutes of the Audit, Risk and Business Improvement Committee held on 10 October 2017 be taken as read and adopted as a correct record.

6.1 BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS

THAT the Business Outstanding Table for the Audit, Risk and Business Improvement Committee meeting be received.

7.1 COMMITTEE WORK PROGRAM STATUS

THAT the Committee receives the status of the Annual Work Program.

7.2 EXECUTIVE LEADERSHIP TEAM UPDATE TO THE COMMITTEE

THAT the Committee receives the verbal updates provided by the leadership team on key activities or issues.

7.3 MONTHLY FINANCIAL REPORT FOR PERIOD ENDING 30 NOVEMBER 2017

THAT the Livingstone Shire Council Monthly Financial Report for the period ended 30 November 2017 be received.

7.4 AUDITED FINANCIAL STATEMENTS FOR THE YEAR ENDED 30TH JUNE 2017 AND INDEPENDENT EXTERNAL AUDITORS REPORT

THAT the Committee;

1. Note the finalisation of the 2016-17 General Purpose Financial Statements and the unmodified audit opinion issued by the Queensland Audit Office on the 19 October 2017 has been presented to the Audit, Risk and Business Improvement Committee; and
2. Note the 2016-17 Final Management Report for Livingstone Shire Council dated 26 October 2017 as endorsed by the Audit Risk and Business Improvement Committee.

7.5 ISSUES EMERGING FROM THE FINANCIAL STATEMENT PROCESS 16/17

THAT the Audit Risk and Business Improvement Committee note the issue emerging from the financial statement process.

7.6 RATING RESOLUTIONS

THAT the report be noted.

7.7 VALUATION OF PROPERTY PLANT AND EQUIPMENT - ROAD AND BRIDGES ASSET CLASS

THAT the committee note the content of the specification and provide feedback to make changes to the specification if necessary.

7.8 EXTERNAL AUDITOR'S UPDATE

THAT the Committee receive the update from the external auditors.

7.9 UPDATES TO ANNUAL INTERNAL AUDIT PLAN

THAT the Committee endorse the updated 2017-18 Internal Audit Plan. This report is to be brought back to Council as a separate agenda item for consideration.

7.10 INTERNAL AUDIT UPDATE

THAT the Committee receive the report on Internal Audit.

7.11 OVERVIEW OF POLICY FRAMEWORK

THAT the Committee receive the overview of the Policy Framework.

7.12 REVIEW OF OPERATIONAL RISK REGISTER - STRATEGIC GROWTH AND DEVELOPMENT

THAT the update of the overview of Enterprise Risk Management provided by the Director Strategic Growth and Development be received.

7.13 BUSINESS IMPROVEMENT UPDATE

THAT the Committee receive the Business Improvement Update report.

11.1 RISK MANAGEMENT

THAT the Committee receive the Risk Management Report for information.

BACKGROUND

Not applicable

COMMENTARY

The chair determined that as no decisions were required, the resolutions for agenda items 11.2, 11.3 and 11.4 did not need to be moved, seconded or voted upon. For clarity the outcomes on the following items were:

11.2 – The CEO provided no verbal update indicating that the only confidential item for discussion would be addressed during the planned members briefing session which will be held immediately follow this meeting.

11.3 – no member requested an additional members briefing session.

11.4 – the planned briefing session on the organizational health check results did occur with the executive leadership team and the committee members in attendance.

PREVIOUS DECISIONS

Not applicable

BUDGET IMPLICATIONS

Not applicable

LEGISLATIVE CONTEXT

Not applicable

LEGAL IMPLICATIONS

Not applicable

STAFFING IMPLICATIONS

Not applicable

RISK ASSESSMENT

Not applicable

CORPORATE/OPERATIONAL PLAN

Corporate Plan Reference: **Strategy GO4: Provide transparent and accountable decision making reflecting positive leadership to the community.**

CONCLUSION

Not applicable

**12.1 - AUDIT, RISK AND BUSINESS
IMPROVEMENT COMMITTEE MEETING
- 16 JANUARY 2018**

**ARaBIC Minutes - 16 January 2018 -
Unconfirmed**

Meeting Date: 6 February 2018

Attachment No: 1



AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MEETING

MINUTES

16 JANUARY 2018

The resolutions contained within these minutes will be confirmed at the Audit, Risk and Business Improvement Committee Meeting on 26 February 2018.

TABLE OF CONTENTS

ITEM	SUBJECT	PAGE NO
1	OPENING.....	1
2	PRESENT	1
3	PUBLIC FORUMS/DEPUTATIONS	2
	NIL	2
4	CONFIRMATION OF MINUTES OF PREVIOUS MEETING.....	3
5	DECLARATIONS OF INTEREST IN MATTERS ON THE AGENDA	4
6	BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS	5
6.1	BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS.....	5
7	REPORTS.....	6
7.1	COMMITTEE WORK PROGRAM STATUS	6
7.2	EXECUTIVE LEADERSHIP TEAM UPDATE TO THE COMMITTEE.....	7
7.3	MONTHLY FINANCIAL REPORT FOR PERIOD ENDING 30 NOVEMBER 2017	8
7.4	AUDITED FINANCIAL STATEMENTS FOR THE YEAR ENDED 30TH JUNE 2017 AND INDEPENDENT EXTERNAL AUDITORS REPORT	9
7.5	ISSUES EMERGING FROM THE FINANCIAL STATEMENT PROCESS 16/17	10
7.6	RATING RESOLUTIONS.....	11
7.7	VALUATION OF PROPERTY PLANT AND EQUIPMENT - ROAD AND BRIDGES ASSET CLASS	12
7.8	EXTERNAL AUDITOR'S UPDATE	13
7.9	UPDATES TO ANNUAL INTERNAL AUDIT PLAN	14
7.10	INTERNAL AUDIT UPDATE	15
7.11	OVERVIEW OF POLICY FRAMEWORK	16
7.12	REVIEW OF OPERATIONAL RISK REGISTER - STRATEGIC GROWTH AND DEVELOPMENT	17
7.13	BUSINESS IMPROVEMENT UPDATE.....	18
8	STRATEGIC REPORTS	19
	NIL	19
9	QUESTIONS/STATEMENT/MOTIONS ON NOTICE FROM COUNCILLORS	20
	NIL	20
10	CLOSED SESSION	21
11.1	RISK MANAGEMENT	21
11.2	CEO UPDATE ON EMERGING ISSUES	21

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

11.3	CONFIRM WHETHER MEMBERS' BRIEFING SESSION IS REQUIRED.....	21
11.4	PLANNED MEMBERS' BRIEFING SESSION - ORGANISATION HEALTH CHECK RESULTS.....	21
11	CONFIDENTIAL REPORTS.....	22
11.1	RISK MANAGEMENT.....	22
11.2	CEO UPDATE ON EMERGING ISSUES.....	23
11.3	CONFIRM WHETHER MEMBERS' BRIEFING SESSION IS REQUIRED.....	24
11.4	PLANNED MEMBERS' BRIEFING SESSION - ORGANISATION HEALTH CHECK RESULTS.....	25
12	URGENT BUSINESS\QUESTIONS	26
13	CLOSURE OF MEETING.....	27

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

MINUTES OF THE AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE
MEETING HELD AT COUNCIL CHAMBERS, ANZAC PARADE, YEPPON ON
TUESDAY, 16 JANUARY 2018 COMMENCING AT 1:02PM

1 OPENING

2 PRESENT

Members Present:

Councillor Nigel Hutton (Chairperson)
Councillor Jan Kelly
Mr Pat Connor
Mr Russell Bickford
Mr Tony Edwards

In Attendance:

Mrs Chris Murdoch, Chief Executive Officer
Ms Andrea Ellis, Acting Director Corporate Services
Ms Debra Howe, Director Strategic Growth and Development
Mr Brett Bacon, Director Community and Planning Services
Mr Scott Williams, Internal Audit
Ms Prue Kelly, Enterprise Risk Management Officer
Ms Roslyn Stevens, Supervisor - Public Environmental Health/Local Laws
Mr Benny Subramanian, Acting Chief Technology Officer
Mr Steve Stavrou, Deloittes (teleconference)
Ms Kate Gardner, Deloittes (teleconference)
Ms Jenelle Macgregor, Queensland Audit Office (teleconference)
Mrs Robyn Black, EA Director Corporate Services (Minute Taker)

Apologies:

Mr Tony Trace
Mr Dan Toon, Director Infrastructure

3 PUBLIC FORUMS/DEPUTATIONS

Nil

Unconfirmed

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

4 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

COMMITTEE RECOMMENDATION

THAT the minutes of the Audit, Risk and Business Improvement Committee held on 10 October 2017 be taken as read and adopted as a correct record.

Moved by: Mr Connor

Seconded by: Mr Edwards

MOTION CARRIED

Unconfirmed

**5 DECLARATIONS OF INTEREST IN MATTERS ON THE
 AGENDA**

Unconfirmed

6 BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS

6.1 BUSINESS ARISING OR OUTSTANDING FROM PREVIOUS MEETINGS

File No: GV13.4.2
Attachments: 1. Business Outstanding Table - 12 December 2017
Responsible Officer: Andrea Ellis - Acting Director Corporate Services
Author: Robyn Black - Executive Assistant to the Director Corporate Services

SUMMARY

The Business Outstanding table is used as a tool to monitor outstanding items resolved at previous Audit Risk and Business Improvement Committee meetings. The current Business Outstanding Table for the Audit Risk and Business Improvement Committee is presented for members' information.

COMMITTEE RECOMMENDATION

THAT the Business Outstanding Table for the Audit, Risk and Business Improvement Committee meeting be received.

Moved by: Councillor Kelly

Seconded by: Mr Bickford

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7 REPORTS**7.1 COMMITTEE WORK PROGRAM STATUS****File No:** CM4.2.1**Attachments:**

1. ARaBIC Annual Program of Work - Status for Jan 2018
2. Agenda Timing - Jan 2018

Responsible Officer: Andrea Ellis - Acting Director Corporate Services**Author:** Scott Williams - Internal Auditor

SUMMARY

The Audit, Risk and Business Improvement Committee operates with reference to an Annual Work Program to help ensure it effectively meets its responsibilities. The program identifies the planned agenda items for each meeting. This report summarises the status of the planned agenda items.

COMMITTEE RECOMMENDATION

THAT the Committee receives the status of the Annual Work Program.

Moved by: Mr Edwards**Seconded by:** Mr Bickford**MOTION CARRIED**

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.2 EXECUTIVE LEADERSHIP TEAM UPDATE TO THE COMMITTEE

File No: CM4.2.1
Attachments: Nil
Responsible Officer: Andrea Ellis - Acting Director Corporate Services
Author: Scott Williams - Internal Auditor

SUMMARY

Each member of the Executive Leadership Team will provide a verbal update on key activities or issues.

COMMITTEE RECOMMENDATION

THAT the Committee receives the verbal updates provided by the leadership team on key activities or issues.

Moved by: Mr Edwards

Seconded by: Mr Bickford

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.3 MONTHLY FINANCIAL REPORT FOR PERIOD ENDING 30 NOVEMBER 2017

File No: FM12.14.1
Attachments: 1. Monthly Financial Report - November 2017
Responsible Officer: Chris Murdoch - Chief Executive Officer
Author: Andrea Ellis - Acting Director Corporate Services

SUMMARY

Presentation of the Livingstone Shire Council Monthly Financial Report for the period ended 30 November 2017 by the Chief Financial Officer.

COMMITTEE RECOMMENDATION

THAT the Livingstone Shire Council Monthly Financial Report for the period ended 30 November 2017 be received.

Moved by: Mr Connor
Seconded by: Mr Bickford
MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

**7.4 AUDITED FINANCIAL STATEMENTS FOR THE YEAR ENDED 30TH JUNE 2017
AND INDEPENDENT EXTERNAL AUDITORS REPORT****File No:** FM12.9.1**Attachments:**

1. Final Management Letter - External Audit
2. Audited Financial Statements for the Year Ended 30th June 2017
3. Final Closing Report from QAO

Responsible Officer: Andrea Ellis - Acting Director Corporate Services**Author:** Matthew McGoldrick - Interim Chief Financial Officer**SUMMARY**

The 2016-17 General Purpose Financial Statements have been finalised and an unmodified audit opinion has been issued by the Queensland Audit Office on 19 October 2017. Council's external auditors have issued their final management letter. The 2016-17 Financial Management Report for Livingstone Shire Council has been completed and was sent to Mayor Bill Ludwig from Deloitte and is dated 26 October 2017.

COMMITTEE RECOMMENDATION

THAT the Committee;

1. Note the finalisation of the 2016-17 General Purpose Financial Statements and the unmodified audit opinion issued by the Queensland Audit Office on the 19 October 2017 has been presented to the Audit, Risk and Business Improvement Committee; and
2. Note the 2016-17 Final Management Report for Livingstone Shire Council dated 26 October 2017 as endorsed by the Audit Risk and Business Improvement Committee.

Moved by: Mr Bickford**Seconded by:** Councillor Kelly**MOTION CARRIED**

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.5 ISSUES EMERGING FROM THE FINANCIAL STATEMENT PROCESS 16/17

File No: FM12.4

Attachments:

Responsible Officer: Andrea Ellis - Acting Director Corporate Services

Author: Matthew McGoldrick - Interim Chief Financial Officer

SUMMARY

This report is to provide the Audit, Risk and Business Improvement Committee with a debrief on the issues emerging from the financial statement process.

COMMITTEE RECOMMENDATION

THAT the Audit Risk and Business Improvement Committee note the issue emerging from the financial statement process.

Moved by: Mr Edwards

Seconded by: Councillor Kelly

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.6 RATING RESOLUTIONS

File No: LS20.1.1
Attachments: 1. Supreme Court of Queensland decision
Responsible Officer: Chris Murdoch - Chief Executive Officer
Author: Andrea Ellis - Acting Director Corporate Services

SUMMARY

This report provides the Audit, Risk & Business Improvement Committee with information on Council's position in regards to the matter of Linville Holdings Pty Ltd v Fraser Coast Regional Council.

COMMITTEE RECOMMENDATION

THAT the report be noted.

Moved by: Deputy Mayor, Councillor Hutton

Seconded by: Mr Connor

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

**7.7 VALUATION OF PROPERTY PLANT AND EQUIPMENT - ROAD AND BRIDGES
ASSET CLASS****File No:** FM12.2.2**Attachments:** 1. Scope of Works for the Revaluation of
Council's Road and Bridge Assets**Responsible Officer:** Andrea Ellis - Acting Director Corporate Services**Author:** Matthew McGoldrick - Interim Chief Financial Officer**SUMMARY**

A specification has been prepared to inform a valuer of Council's requirements for the valuation of the Roads and Bridges Asset Class.

COMMITTEE RECOMMENDATION

THAT the committee note the content of the specification and provide feedback to make changes to the specification if necessary.

Moved by: Mr Connor**Seconded by:** Mr Edwards**MOTION CARRIED**

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.8 EXTERNAL AUDITOR'S UPDATE

File No: CM4.2.1

Attachments:

1. LSC Dec 2017 ARABIC Briefing Note
2. QAO Insights - September 2017
3. QAO Fact Sheet - Local Government Measures 2018

Responsible Officer: Andrea Ellis - Acting Director Corporate Services

Author: Scott Williams - Internal Auditor
Andrea Ellis - Acting Director Corporate Services

SUMMARY

The External Auditors will provide an update on their audit activities and any other matters.

COMMITTEE RECOMMENDATION

THAT the Committee receive the update from the external auditors.

Moved by: Mr Bickford

Seconded by: Councillor Kelly

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.9 UPDATES TO ANNUAL INTERNAL AUDIT PLAN

File No: CM 4.2.1

Attachments: 1. 2017-18 Annual Audit Plan Detail - Revised Plan

Responsible Officer: Andrea Ellis - Acting Director Corporate Services

Author: Scott Williams - Internal Auditor

SUMMARY

After the Annual Internal Audit Plan for 2017-18 was approved, there have been a number of impacts on the plan and the available capacity. This has prompted a review of the topics included. This report presents an updated plan for 2017-18 that can be delivered in the remainder of the year.

COMMITTEE RECOMMENDATION

THAT the Committee endorse the updated 2017-18 Internal Audit Plan. This report is to be brought back to Council as a separate agenda item for consideration.

Moved by: Mr Edwards

Seconded by: Mr Connor

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.10 INTERNAL AUDIT UPDATE

File No: CM4.2.3

Attachments:

1. Budget vs Actual as at 29 Nov 2017
2. Audit Response Action Plan - Nov 2017
3. PTP Status Update 28 Nov 2017

Responsible Officer: Andrea Ellis - Acting Director Corporate Services

Author: Scott Williams - Internal Auditor

SUMMARY

This report documents the status of the Annual Internal Audit Plan and provides further information on the Internal Audit Function.

COMMITTEE RECOMMENDATION

THAT the Committee receive the report on Internal Audit.

Moved by: Councillor Kelly

Seconded by: Mr Bickford

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.11 OVERVIEW OF POLICY FRAMEWORK

File No: CM4.7.13**Attachments:**

1. Policy Documents Development Framework
2. Policy Documents Development Procedure
3. Current Council Policy Documents

Responsible Officer: Rodney Chapman - Acting Coordinator Corporate Governance
Scott Williams - Internal Auditor
Andrea Ellis - Acting Director Corporate Services**Author:** Poala Santini - Corporate Compliance & Governance Officer**SUMMARY**

This report provides an overview to the Committee of the approach to managing policies and procedures as a key internal control.

COMMITTEE RECOMMENDATION

THAT the Committee receive the overview of the Policy Framework.

Moved by: Mr Bickford**Seconded by:** Mr Connor**MOTION CARRIED**

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.12 REVIEW OF OPERATIONAL RISK REGISTER - STRATEGIC GROWTH AND DEVELOPMENT

File No: RM27.4.1
Attachments: 1. SG&D ARaBIC December 2017
Responsible Officer: Debra Howe - Director Strategic Growth and Development
Author: Debra Howe - Director Strategic Growth and Development

SUMMARY

The Director of Strategic Growth and Development will provide an overview of Enterprise Risk Management as applied to the Strategic Growth and Development department which includes Property Development and Projects and Growth and Economic Development.

COMMITTEE RECOMMENDATION

THAT the update of the overview of Enterprise Risk Management provided by the Director Strategic Growth and Development be received.

Moved by: Mr Edwards

Seconded by: Mr Bickford

MOTION CARRIED

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

7.13 BUSINESS IMPROVEMENT UPDATE

File No: GV13.4.2
Attachments: Nil
Responsible Officer: Andrea Ellis - Acting Director Corporate Services
Author: Davina Roberts - Operational Services Review Coordinator

SUMMARY

Update for the Business Improvement activities.

COMMITTEE RECOMMENDATION

THAT the Committee receive the Business Improvement Update report.

Moved by: Mr Bickford

Seconded by: Mr Edwards

MOTION CARRIED

8 STRATEGIC REPORTS

Nil

Unconfirmed

9 QUESTIONS/STATEMENT/MOTIONS ON NOTICE FROM COUNCILLORS

Nil

Unconfirmed

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

10 CLOSED SESSION

In accordance with the provisions of section 275 of the *Local Government Regulation 2012*, a local government may resolve to close a meeting to the public to discuss confidential items, such that its Councillors or members consider it necessary to close the meeting.

RECOMMENDATION

THAT the meeting be closed to the public to discuss the following items, which are considered confidential in accordance with section 275 of the *Local Government Regulation 2012*, for the reasons indicated.

11.1 Risk Management

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

11.2 CEO Update on Emerging Issues

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

11.3 Confirm Whether Members' Briefing Session is Required

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

11.4 Planned Members' Briefing Session - Organisation Health Check Results

This report is considered confidential in accordance with section 275(1)(a) (b), of the *Local Government Regulation 2012*, as it contains information relating to the appointment, dismissal or discipline of employees ; AND industrial matters affecting employees.

11 CONFIDENTIAL REPORTS

11.1 RISK MANAGEMENT

File No: CM4.2.1

Attachments: Nil

Responsible Officer: Shane Weir - Acting Manager HR & Governance
Andrea Ellis - Acting Director Corporate Services

Author: Suzanne Pambid - Governance Officer

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

SUMMARY

The Risk Management Report encompasses a number of reports previously provided separately to the ARaBIC. The report is for the ARaBIC for information only unless otherwise noted.

COMMITTEE RECOMMENDATION

THAT the Committee receive the Risk Management Report for information.

Moved by: Mr Edwards

Seconded by: Mr Connor

MOTION CARRIED

CONFIDENTIAL AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES
JANUARY 2018

16

11.2 CEO UPDATE ON EMERGING ISSUES

File No: CM4.2.1
Attachments: Nil
Responsible Officer: Andrea Ellis - Acting Director Corporate Services
Author: Scott Williams - Internal Auditor

SUMMARY

The Chief Executive Officer will provide a verbal update on confidential emerging issues.

COMMITTEE RECOMMENDATION

THAT the Committee receives the verbal update provided by the Chief Executive Officer on emerging issues.

CONFIDENTIAL AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES
JANUARY 2018

16

11.3 CONFIRM WHETHER MEMBERS' BRIEFING SESSION IS REQUIRED**File No:** CM4.2.1**Attachments:** Nil**Responsible Officer:** Andrea Ellis - Acting Director Corporate Services**Author:** Scott Williams - Internal Auditor

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

SUMMARY

A Members' Briefing Session may be required if any of the Committee members want to discuss any item on the agenda or raise another matter for discussion confidentially with a selected group.

COMMITTEE RECOMMENDATION

THAT the Chair confirm whether any member requires a Members' Briefing following the main meeting.

CONFIDENTIAL AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES
JANUARY 2018

16

11.4 PLANNED MEMBERS' BRIEFING SESSION - ORGANISATION HEALTH CHECK RESULTS

File No: CM4.2.1

Attachments: Nil

Responsible Officer: Chris Murdoch - Chief Executive Officer

Author: Scott Williams - Internal Auditor

This report is considered confidential in accordance with section 275(1)(a) (b), of the *Local Government Regulation 2012*, as it contains information relating to the appointment, dismissal or discipline of employees ; AND industrial matters affecting employees.

SUMMARY

A Members' Briefing Session is planned to enable discussion of the Organisation Health Check results confidentially with a selected group.

COMMITTEE RECOMMENDATION

THAT the Chair conducts a Members' Briefing with the Executive Leadership Team and the Audit Committee members to discuss the Organisation Health Check results.

CONFIDENTIAL AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES
JANUARY 2018

16

12 URGENT BUSINESS\QUESTIONS

Unconfirmed

AUDIT, RISK AND BUSINESS IMPROVEMENT COMMITTEE MINUTES

16 JANUARY 2018

13 CLOSURE OF MEETING

There being no further business the meeting closed at 2:44pm.

Cr Nigel Hutton
CHAIRPERSON

DATE

12.2 QUEENSLAND CAMPING OPTIONS TOOLKIT

File No:	ED8.5.12
Attachments:	1. Queensland Camping Options Toolkit 2014 <u>↓</u> 2. Queensland Drive Tourism Strategy 2013-2015 <u>↓</u>
Responsible Officer:	Debra Howe - Director Strategic Growth and Development
Author:	Elle Wallin - Projects Officer Marcus Vycke - Manager Growth and Economic Development

SUMMARY

The purpose of this report is to adopt the Queensland Camping Options Toolkit 2014 (Toolkit) which has been developed to assist Queensland Councils to effectively manage camping options in their communities.

The aim of the Toolkit is to provide Livingstone Shire Council with clear, accurate information on a range of options to help plan for camping in our jurisdiction and engender a more consultative approach to camping options at the local government level.

The Toolkit will help encourage development of diverse accommodation alternatives that attract tourists to each region and encourage them to return, which will benefit all businesses and the wider community.

The State Government has reviewed the current version of the Toolkit and due to the Queensland Government election in 2017 it is anticipated that an updated version may be released in 2018.

OFFICER'S RECOMMENDATION

THAT Council adopt the Queensland Camping Options Toolkit 2014, a guide for Council to set the foundations, manage camping options and implement direction using this information as a guide only, refer Attachment 1.

BACKGROUND

The camping market contributes over \$7 billion annually to the Australian economy, a figure which is anticipated to continue growing in to the future (Queensland Camping Options Toolkit, Queensland Government 2014).

The Queensland Government's Queensland Drive Tourism Strategy (refer Attachment 2) 2013-2015 was launched in January 2014 to encourage more travelers to take a driving holiday in Queensland. The Queensland Government identifies camping as being one of the key sectors that will play a role in supporting Queensland to achieve its goal of doubling the overnight visitor expenditure from \$15 billion to \$30 billion per annum by 2020.

The drive tourism market is a growing component of the camping industry that continues to expand on the back of high production levels to recreational vehicles. The Caravanning Industry Association of Australia (CIAA) identified that at 31 January 2016, there were 615,439 campervan and caravan registrations across Australia which constitutes a 4.9% increase (28,854 units) compared to the previous year. Queensland (158,677), Victoria (157,502) and New South Wales (134,606) account for the three largest fleets in Australia.

Camping visitors in Australia use a range of accommodation types ranging from commercial sites, non-commercial sites, crown land and national parks. Data collected from *Tourism Research Australia* shows that the consumer preferences of visitors vary with some campers identifying that they only stay in commercial sites, others only non-commercial and others a combination of both.

After 18 months work, the Queensland Camping Options Reference Group (CORG) endorsed unanimously, the Queensland Camping Options Toolkit in 2014.

The Campervan and Motorhome Club of Australia (CMCA), which is a group known for its consistent support and lobbying for free camping throughout Queensland, fully endorsed both documents, with their fellow industry representatives on the CORG, acknowledging that some sites/areas are simply inappropriate and unnecessary for the provision of free camping, and that sites must be appropriately used and monitored, as is articulated in the Toolkit.

The Camping Options Reference Group (CORG) groups/representatives included:

- Local Government Association of Queensland
- Chamber of Commerce and Industry Queensland
- Department of Natural Resources and Mines (DNRM)
- Campervan & Motorhome Club of Australia (CMCA) – Ken Kipping & Gary Rebgetz
- Caravanning Queensland – Kristy Ponting
- Caravan, RV & Accommodation Industry of Australia (CRVA) – Stuart Lamont
- Queensland Tourism Industry Council (QTIC)
- Department of Tourism, Events, Small Business & Commonwealth Games (DTESB) – Neal Muller, Chris Newsam
- Tourism and Events Queensland (TEQ)
- Regional Tourist Organisations – Mary Carroll (Chair of the RTO network), and
- Outback Tourism – Matt Bron & Lloyd Mills

The caravan/motorhome/RV market is a significant and important part of our leisure holiday offering in the Livingstone Shire and the broader region.

Recent feedback indicates that the free camp at Kershaw Gardens in Rockhampton is already having a significant negative affect on commercial operators in the region as well as major health and safety and potentially land use breaches. Thus, decisions surrounding free camping made by Councils can have a significant negative affect on their neighbouring Shires and tourism operators.

There is a broad range of caravan/RV/camping options throughout the Livingstone Shire, including commercial parks, bush camping and National Park camping, as well as backpacker operators. Along the Capricorn Coast, there are 10 commercial caravan parks (three of which are sub-leased by Council), as well as three Byfield National Park campgrounds and the provision of commercial camping at the Capricorn Caves and Marlborough. Additionally, RV/Caravan Bush camping is situated opposite the local store at Stanage Bay.

COMMENTARY

There is little doubt that the self-drive market is a growing industry that can deliver positive economic benefits to a region when well managed. The Capricorn Coast region has historically taken a conservative approach to public involvement in the sector and to date no formal Council strategy or position has been developed.

The strategic objective of the Queensland Camping Options Toolkit, (refer Attachment 1) is to provide Local Government with ideas, information and tools in order to make informed choices regarding the range of camping options to suit the needs of the local community, businesses and visitors alike.

While some campers abide by the 'leave no trace' policy, there are still inconsiderate travellers who create noise, environmental and visual pollution which affects the overall visitor experience of other tourists and upsets local residents.

The provision of facilities to capture the potential of the drive tourism market is needed however, there must be a balance to protect the investment of existing park operators.

It is essential that Councils consult with the community and industry before deciding to invest in a non-commercial camping option. Like commercial investors, Councils should consider the need for the investment, its impacts and the best approach for managing it into the future.

Adopting this toolkit does not mean that Council cannot designate a free/low cost camping area in the future, however the Toolkit suggests during the consultation process that the following three steps are followed when engaging the tourism industry and community in any review to explore the mix of camping options:

1. Establish a regional camping stakeholders group

This group should include local government officers and representatives from caravan parks, tourism industry and customer groups, the local Chamber of Commerce, and regional and local tourism organisations. Its role would be to design and scope the review of camping alternatives.

Initially the group could guide the needs analysis and assess whether the need is for a seasonal or year-round camping option. Once agreed on this, the group could be involved in defining the consultation process and, finally, be involved in the design of the operating framework.

2. Do a community and industry survey

A survey of industry and community support for non-commercial camping should be undertaken. The survey could reveal the preferred model of operation (appropriate fees, operation season, impacts etc.). Other forms of stakeholder engagement such as a forum or workshop may be appropriate; however, it is critical to capture the views of all key stakeholder groups.

3. Agree on the conditions and monitor performance

Finally, through the regional camping stakeholders group, establish a set of operating conditions. In Stage 2 of the toolkit, local governments can review and choose to adopt, in whole or in part, the non-commercial camping framework (refer page 34 of the toolkit attached).

Costs and benefits must be tracked and there may be an ongoing role for the regional camping stakeholders group in monitoring implementation in conjunction with Council.

PREVIOUS DECISIONS

There are no known previous Council decisions; however this issues has been raised many times over the past years and this item was discussed at Council Workshop on 22 January 2017 and attended by Mary Carrol, Chief Executive Officer, Capricorn Enterprise.

BUDGET IMPLICATIONS

The estimated average cost to develop a new site is between \$30,000 and \$50,000 so for most businesses to develop and use an unpowered site with a maximum occupancy of 21% is not commercially viable (however this may change if Council was willing to help offset some of these costs which appear to be largely as a result of Development Application fees and headwork's charges).

The management and maintenance of designated non-commercial camping areas is costly for Councils and ratepayers. Costs include removing waste, adhering to compliance standards, performing regulation patrols and supplying services (such as maintenance, electricity, water and toilet amenities).

LEGISLATIVE CONTEXT

The State and Local legislation both need to be considered in the development of regulated camping options.

6.1 State Context

6.1.1 Local Government Act 2009

The Local Government Act 2009 does not specifically define or legislate camping. It does however require that a local government develop and enforce a Planning Scheme that regulates development of land that a local government has jurisdiction over.

The Act also permits a local government to make and enforce any local law necessary or convenient for the good rule and local government of its local government area. Section 26-38B of the Act allows a local government to enforce local laws regarding the location and requirements related to camping.

Council presently has controls over use of local government controlled areas e.g. roadside stopping (overnight camping) through Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011 and the provision of prohibited and restricted conditions under schedules in subordinate law. Example as follows:

Subordinate Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011

Schedule 1 Prohibited activities for local government controlled areas or roads

(1) All local government controlled areas within the local government area (e) Camping, sleeping, occupying or remaining overnight unless the local government controlled area is a park or reserve.

(2) All roads within the local government area (d) Camping, sleeping, occupying or remaining overnight in a vehicle stopped on a footpath, shared path, water-channel or gutter.

(5) All local government caravan parks within the local government area (a) – (g)

(8) All local government camping grounds within the local government area (a) – (g)

Schedule 2 Restricted activities for local government controlled areas or roads

(4) All parks and reserves within the local government area - Restricted activity (b) Sleeping, occupying or remaining overnight in a park or reserve; Extent of restriction (b) Permitted only with the written authorisation of the chief executive officer of the local government.

(5) All local government caravan parks within the local government area - Restricted activity (b) Camping, sleeping, occupying or remaining overnight in a caravan or complementary accommodation at a caravan site at a local government caravan park; Extent of restriction (b) Permitted only if— conditions (i) – (xi) are complied with.

(8) All local government camping grounds within the local government area - Restricted activity (b) Camping, sleeping, occupying or remaining overnight at a camping site at a local government camping ground. Extent of restriction (b) Permitted only if— conditions (i) – (xi) are complied with.

6.1.2 Land Act 1994

Under the Land Act 1994 (section 31) the Minister may dedicate unallocated state land as a reserve for one or more community purposes. The use of the reserve is set out in local laws or by-laws made by the trustee.

The Queensland Government has established a number of policies that related to camping and land tenure.

Planning Act 2016 and the Livingstone Shire Planning Scheme

The Planning Act 2016 and Council's planning scheme regulated development and land use. Development is regulated under the planning scheme and in all zones, the use of a premises for a caravan park or camping area will be triggered for a Development Application. The toolkit identifies details of a code that Council may consider incorporating into its planning scheme.

LEGAL IMPLICATIONS

There are no known legal implications in adopting the Toolkit.

STAFFING IMPLICATIONS

Strategic Growth and Development worked with a number of areas within Council to seek advice and compile this report. These units included Public Environments (Local Laws), Strategy & Development (Development Assessment), Facilities and Property & Procurement. Capricorn Enterprise was also consulted.

If Council was to offer a free or low cost camp facility it would impact administrative resources as well as the requirement for Local Laws to monitor the area and Open Spaces to maintain the site.

RISK ASSESSMENT

There is a risk that current caravan park operators may feel disadvantaged if Council commits to facilitating investment in new caravan/camping parks. This risk is appropriately mitigated as the recommended action is to adopt the Toolkit which will assist in any future decision making.

Illegal camping activities present an issue for Council in terms of both public liability and the negative impact on local businesses. There is the potential for liability surrounding the risk area of fire, health and sanitation, personal security and vehicle incidents arising from the overcrowding of public areas. Also, illegal camping in key tourism areas deprives local businesses of parking spaces for paying customers.

CORPORATE/OPERATIONAL PLAN

Corporate Plan Reference: **Strategy EC3: Promote Livingstone Shire as a desirable destination for investment, business, industry, tourism and living.**

CONCLUSION

The aim of the Toolkit is to provide Council with clear, accurate information on a range of options to help plan for camping in our jurisdiction, engender a more consultative approach to camping options at the local government level and to help encourage development of diverse accommodation alternatives that attract tourists to each region and encourage them to return, which will benefit all businesses and the wider community.

The management and maintenance of designated non-commercial camping areas is costly for Council and ratepayers.

In essence, it is impossible to get something for nothing. "Free Camping" is not free, someone pays for it.

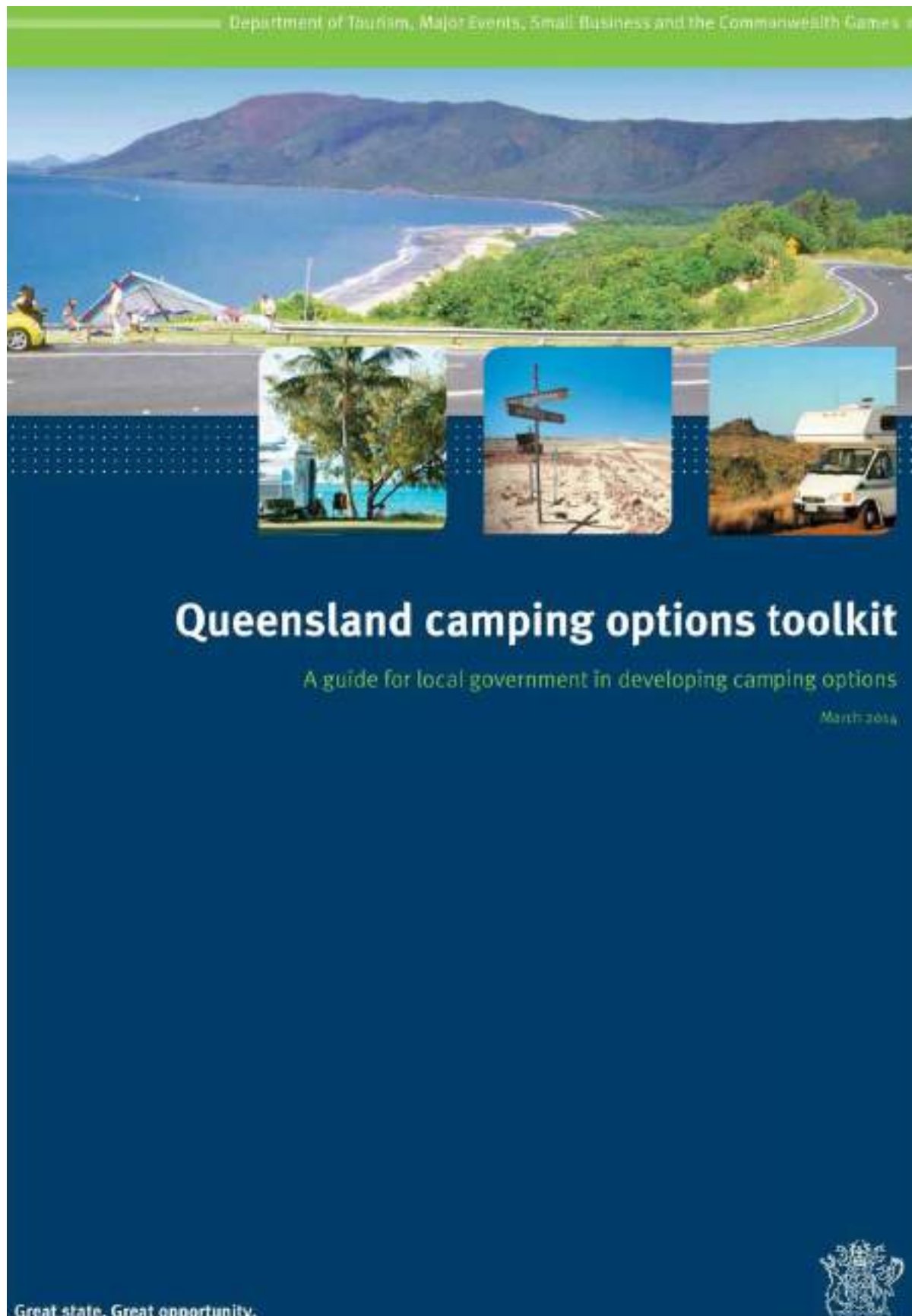
Given, there is no evidence to support the increase in economic benefits in providing a free or low cost camp location it is recommended that Council support the adoption of the Toolkit and uses this framework to address issues raised in relation to establishing 'free camping' within the Shire by utilising tools and strategy contained within the Toolkit.

12.2 - QUEENSLAND CAMPING OPTIONS TOOLKIT

Queensland Camping Options Toolkit 2014

Meeting Date: 6 February 2018

Attachment No: 1



CS3059 03/14

© State of Queensland, 2014.

The Queensland Government supports and encourages the dissemination and exchange of its information. The copyright in this publication is licensed under a Creative Commons Attribution 3.0 Australia (CC BY) licence.



Under this licence you are free, without having to seek our permission, to use this publication in accordance with the licence terms.

You must keep intact the copyright notice and attribute the State of Queensland as the source of the publication.

Note: Some content in this publication may have different licence terms as indicated.

For more information on this licence, visit <http://creativecommons.org/licenses/by/3.0/au/faq.en>

The Queensland camping options toolkit was commissioned by the Department of Tourism, Major Events, Small Business and the Commonwealth Games. This toolkit is not a part of any Queensland Government policy.

The information contained herein is subject to change without notice. The Queensland Government shall not be liable for factual or other errors or omissions contained herein. The reader/user accepts all risks and responsibility for losses, damages, costs and other consequences resulting directly or indirectly from using this information.



Foreword

Camping is synonymous with the Australian way of life, and has been for decades. Whether it's the opportunity to enjoy vast open spaces, our world-class beaches and national parks, or explore our unique communities, a Queensland camping holiday is top of the list for many domestic and international travellers.

The camping industry has evolved significantly over the past decade. The *Queensland drive tourism strategy 2013–2015* provided an opportunity to review approaches to camping across Queensland and ensure we are well positioned to capitalise on potential growth in this market. Doing so requires a clear understanding of the needs of all stakeholders and ensuring Queensland offers a range of camping options to attract visitors regardless of their accommodation preferences.

Growth in the camping sector will play a key role in helping the industry to achieve its goal of doubling overnight visitor expenditure from \$5.5 billion to \$10 billion per annum by 2020.

This toolkit is a major milestone for camping in Queensland. It has been developed to assist local governments determine their approach to camping options—one which reflects their own unique circumstances and community aspirations. This results in 'local solutions to local problems'.

Release of this toolkit represents the culmination of 18 months of industry engagement and work to come up with industry-supported solutions to address camping issues.

The toolkit has been developed closely with local government and I wish to thank the Local Government Association of Queensland for their assistance. I particularly would also like to thank members of the Camping Options Reference Group for their valuable contributions to the project.

It is now up to local governments to take this forward. The toolkit provides a great platform from which local governments can formalise their own approach to camping and collectively 'grow the pie' to the benefit of regional towns and communities right across Queensland.

The Honourable Jann Stuckey MP
Minister for Tourism, Major Events, Small Business
and the Commonwealth Games

Contents

Summary	5	Fact sheets	67
Introduction	7	A: Legal camping options	48
How to use this toolkit	8	B: Estimating the real cost and additional benefits	51
Why do we need options?	9	C: Camping market profile	54
Guiding principles	10	D: Competitive neutrality	56
Creating a common language	11	E: How other local governments are doing it	58
Understanding the challenge	12	F: Overflow camping policy	61
What is happening with camping?	13	G: Adopting standard definitions	63
Who is camping?	14	H: Regional and seasonal trends	68
Commercial and non-commercial camping	15	I: Implications for emerging markets	70
The challenges of supply	16	J: Frequently asked questions	72
Regional peak demand	17	K: Roadside rest areas	74
How is camping changing?	18	L: Reducing red tape for drive tourism	75
What does the future hold?	20		
Meeting the needs of diverse consumers	21		
Summary of issues	22		
Stage 1: Best practice first steps	23		
No one size fits all	24		
1.1 Foundations for management and enforcement	25		
1.2 Consultation	26		
1.3 Needs analysis	27		
Stakeholders engaged, understanding needs	29		
Stage 2: Management	30		
Choosing an option	31		
2.1 Managed overflow model	32		
2.2 A non-commercial camping framework	34		
2.3 Seasonal or year-round outsourcing models policy	37		
2.4 Creating stepping stones	39		
2.5 Regional permit system	40		
Agreed approach, annually reviewed	41		
Stage 3: Implementation	42		
Implementation of camping options	43		
3.1 Management and enforcement	44		
3.2 Promotion and partnerships	45		
Working towards the drive strategy objectives	46		

Acronyms

ABS	Australian Bureau of Statistics
CBA	cost-benefit analysis
CBD	central business district
CCIA	Caravan & Camping Industry Association NSW
CMCA	Campervan & Motorhome Club of Australia
CORC	Camping Options Reference Group
CRVA	Caravan, RV and Accommodation Industry of Australia
DTEB	Department of Tourism, Major Events, Small Business and the Commonwealth Games
DTMR	Department of Transport and Main Roads
EOM	expression of interest
IVS	International Visitor Survey
LGAQ	Local Government Association of Queensland
NP	national parks
NVS	National Visitor Survey
OBPR	Office of Best Practice Regulation
PCYC	Police and Citizens Youth Club
QCA	Queensland Competition Authority
QPP	Queensland Planning Provisions
RTO	regional tourism organisation
RV	recreational vehicle
TEQ	Tourism and Events Queensland
TFC	Tourism Forecasting Committee
TRA	Tourism Research Australia
VIC	visitor information centre

Summary

In January 2013, the Queensland Government launched the *Queensland drive tourism strategy 2013–2015* to encourage more travellers to take a driving holiday in Queensland. The strategy was an outcome of *DestinationQ* and its implementation will contribute to meeting the goal of doubling overnight visitor expenditure from \$15 billion to \$30 billion per annum by 2020.

A key initiative of the strategy is to provide a camping options toolkit for local government to help manage the changing needs of travellers. This initiative is guided by the Camping Options Reference Group, which comprises representatives from a number of state government agencies, industry associations, regional tourism organisations, the Local Government Association of Queensland (LGAQ) and a number of local governments from diverse regions across Queensland.

This toolkit aims to assist local governments with best practice guidelines—they may choose to adopt some, none or a hybrid of the various models presented.

The focus of the toolkit is visitors who camp with or near their vehicle on public land during their stay in Queensland. This includes people staying in bush camps, organised camps, caravan parks and overflow sites.

Figure 1 (on the following page) summarises the contents of this toolkit. It shows the three stages local governments are encouraged to follow when considering camping options—take best practice first steps of engagement, then consider a range of alternative models that could address the demonstrated need, and finally implement the preferred model. This process is supported by a series of fact sheets that contain more specific information, and templates to assist with development of planning schemes and local laws.

Local governments are encouraged to share experiences, consider alternatives and think regionally to help Queensland grow its share of the drive market, which supports many regional economies.

Why offer camping options?

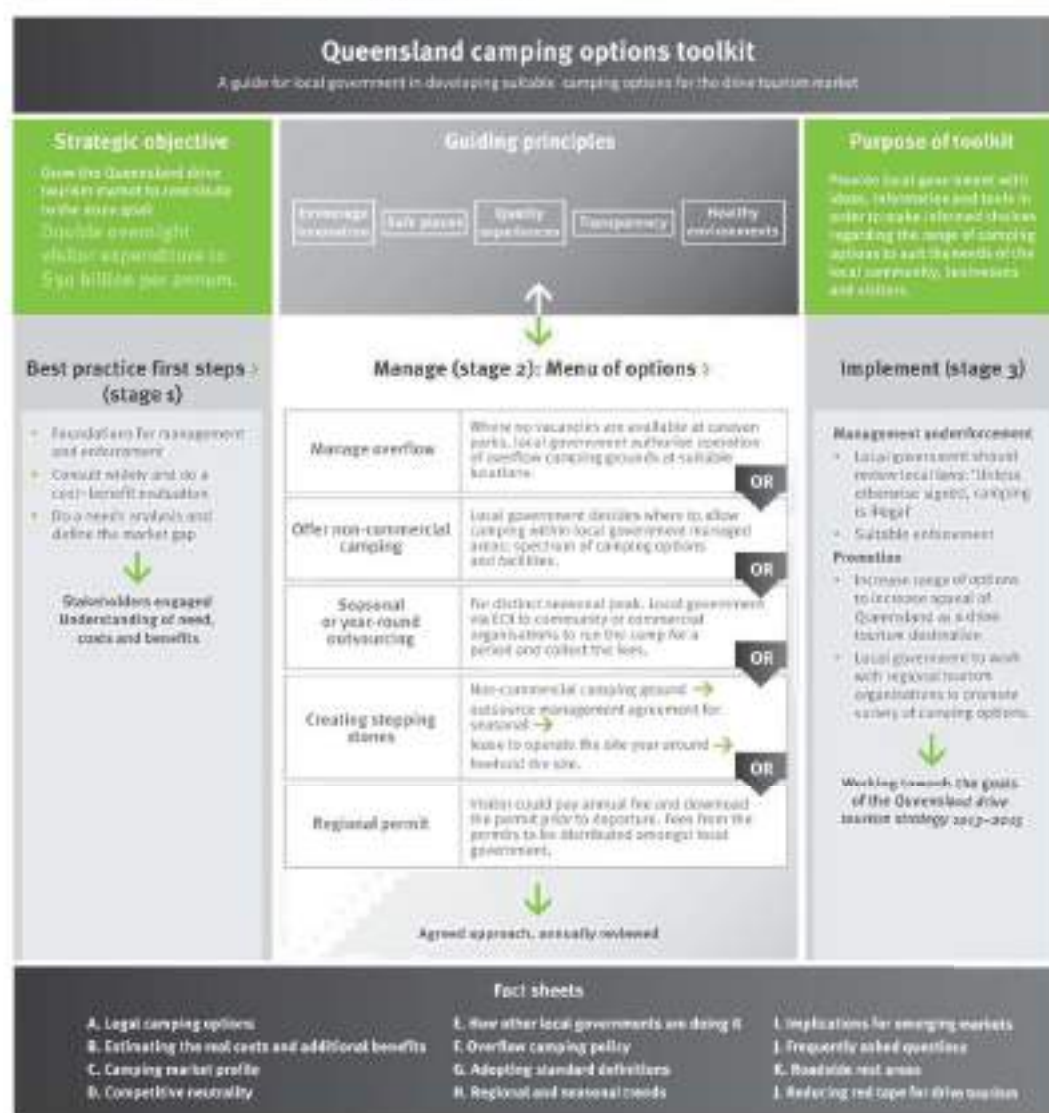
Most drive visitors to Queensland stay in commercial accommodation, ranging from hotels and resorts to cabins or tents in caravan parks and commercial camping grounds. However, an increasing number of travellers are looking for a broader range of options, including the experience of bush camping, and many of these visitors are travelling on the road with their own facilities.

This toolkit will help local governments and the private sector provide a broader array of camping options. It is underpinned by robust research on new methods and tools that will help local governments make informed choices.

Following extensive consultation with stakeholders, the options shown in Figure 1 have been proposed. These options can be used as both stand-alone tools and a suite of policies for local governments to implement. The choices provided work best through establishing clear definitions of bush camp, basic camping ground and seasonal caravan park, then move through management and implementation tools to support camping options.

This is a toolkit, not a policy or legislation. Local governments should set the foundations, manage camping options and implement their direction using this information as a guide only.

Figure 1. Overview of the Queensland camping options toolkit



Introduction



How to use this toolkit

This toolkit has been developed to help local governments more effectively manage camping options in their communities.

The camping market across Australia is worth in excess of \$7 billion and growth in this market will help Queensland meet its ambitious target to double overnight visitor expenditure from \$15 billion to \$30 billion per annum by 2020.

This toolkit has been developed by the Department of Tourism, Major Events, Small Business and the Commonwealth Games (DTESB) in partnership with the Camping Options Reference Group (CORG), which comprises representatives from a number of state government agencies, industry associations, regional tourism organisations, the Local Government Association of Queensland (LGAQ) and a number of local governments from diverse regions across Queensland.

The aim of this toolkit is to:

- provide local governments with clear, accurate information on a range of options to help them plan for camping in their jurisdictions
- engender a more consultative approach to camping options at the local government level
- help encourage development of diverse accommodation alternatives that attract tourists to each region and encourage them to return, which will benefit all businesses and the wider community.

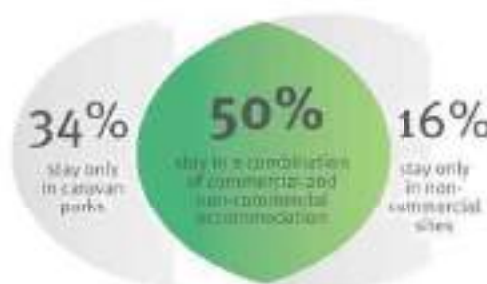
This toolkit is structured into three stages local governments are encouraged to work through when considering their approach to camping.

- Stage 1 is about laying the foundations through implementing a number of best practice first steps such as engaging stakeholders and comparing market need with existing facilities.
- Stage 2 provides five models that can be adopted individually or in part to address demonstrated needs. These models incorporate some recommendations; however, they are designed so that local governments can tailor them to their specific circumstances and community expectations.
- Stage 3 includes further guidance to support implementation of the models and promotion of camping opportunities.

The three stages are supported by a number of tools and templates that can be easily populated and adopted.

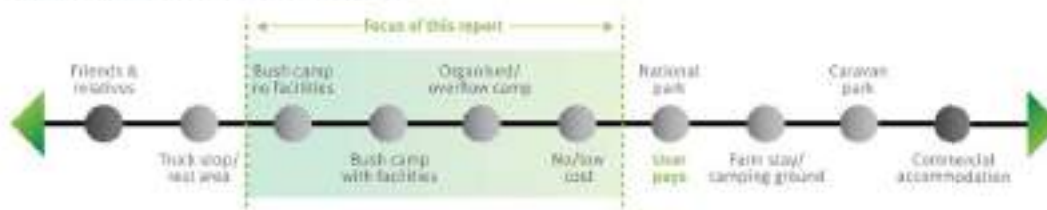
Truck stops, rest areas, national parks, camping grounds and caravan parks are 'impacted areas' from the growth in use of non-commercial sites (see Figure 2).

This toolkit recognises there are different types of travellers. Of these travellers, 77% are willing to pay up to \$10 per night for a non-commercial site.



Source: Central West Outback Qld Visitor Survey 2011

Figure 2 Scope of the camping options toolkit



Our aim

To provide local governments with a suite of feasible options to more effectively manage camping within their local areas while minimising environmental and social impacts, maximising the value of the visitor economy locally (and throughout Queensland) and providing drive visitors to Queensland with a range of accommodation and experience choices.

Why do we need options?

The Queensland Government has identified tourism as one of its four pillars for economic growth. Through *Destination Success: a 20-year plan for Queensland Tourism* and the *DestinationQ* forum, it has recommitted to an ambitious target of doubling overnight visitor expenditure to \$30 billion per annum by 2020, and the drive tourism market is a key part of that target.

In January 2013, the Queensland Government launched the *Queensland drive tourism strategy 2013–2015* to encourage more travellers to take a driving holiday in Queensland. The development of this toolkit was a recommendation of that strategy.

The camping options offered across Queensland are a vital part of achieving the vision of the drive strategy and need to align with its broader objectives, which are focused on the following key points.

Ideally, the camping options delivered by local governments would contribute to a better road experience for all travellers to Queensland and to the economic prosperity of Queensland's regions.

Meeting consumer needs

Today's tourism consumer is looking for a quality travelling and holiday experience. The camping options offered in Queensland need to meet the needs of a broad range of markets to reach the targets outlined in the *Queensland drive tourism strategy 2013–2015*.

Delivering road quality and safety

Queensland's visitors must be able to have a safe and enjoyable experience while travelling to and from their holiday destination.

Clear and effective signage

The places visitors can and can't camp need to be clearly signed without detriment to the aesthetics of the region or road safety.

Roadside infrastructure that enhances the experience

The suite of camping opportunities across Queensland must not impact on the landscape amenity and environmental qualities people are coming to see. Infrastructure needs to demonstrate leading practice in environmentally sustainable and responsible tourism.

A range of accommodation and facilities

Queensland must continue to provide a range of accommodation options to meet the needs and expectations of consumers by facilitating development of new camping alternatives and expanding the type and style of camping options offered to visitors.

Effective visitor information and technology applications

Visitors must be able to readily access reliable and unbiased information on the range of camping types available locally and in other destinations they plan to visit.

Inspiring marketing and promotion

There must be effective marketing and promotion of Queensland's new and emerging camping alternatives, from basic bush camping sites to national award-winning camping facilities.

By 2020, Queensland will become the nation's number one drive tourism destination, reflecting safe and appealing tourist driving routes that showcase outstanding experiences from the Outback to the coast and up to the Gulf.

Source: *Queensland drive tourism strategy 2013–2015*, Queensland Government (2012)

Guiding principles

This toolkit is designed to help local governments effectively manage camping alternatives in their communities and provide tourists with a more predictable approach to non-commercial camping across Queensland.

The overarching principle is to grow the drive tourism market in Queensland through developing and promoting a wide variety of camping options. In short, Queensland needs to meet the needs of an ever-widening range of markets from families to grey nomads, from international backpackers to four-wheel drive enthusiasts and everyone in between.

Throughout the industry and community consultation, five core principles emerged (see below). The managers of public and private camping sites across Queensland need to ensure the sites are safe places to camp, are in healthy environments where impacts are minimised, offer quality experiences and are developed with the local community and industry in mind.

Finally, and most importantly, the decisions that support the development of new facilities need to be made in a transparent process with accountability for cost and benefit.



This toolkit is designed recognising travellers could adopt a 'leave no trace' philosophy. This provides an opportunity to review the base infrastructure for both commercial and non-commercial camping grounds, recognising a trend towards 'self-containment', which provides some flexibility in the way Queensland delivers camping options.

Creating a common language

The following definitions have been adopted throughout the toolkit.

Basic camping ground

This toolkit recommends local governments adopt a definition for both basic and bush camping grounds as sites offering minimal facilities (water, toilet and/or dump point, rubbish bins) and an agreed minimum standard of site management to ensure health and safety (see Fact sheet G: Adopting standard definitions). A shower is not considered suited to the standard definition of a basic camping ground (subject as in all cases to local government consideration). The adoption of a minimum standard would provide local governments with a foundation for the best management of camping choices, both seasonal and year-round.

Camp

Under the *Recreation Areas Management Act 2006*, to camp includes:

- (a) to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure
- (b) to place other equipment that may be used for camping, or a vehicle or vessel, in position for the purpose of staying overnight by using the equipment, vehicle or vessel
- (c) to keep a tent, caravan, another structure or other equipment that may be used for camping in position overnight, whether or not the tent, caravan, structure or equipment is unattended
- (d) to stay overnight, other than as part of an activity that—
 - i. does not involve the use of any camping equipment, and
 - ii. is generally not considered to be camping.

Commercial camping

Commercial camping is camping that occurs on private land and can be run by an independent operator or local government. Stay restrictions, fees and facilities available are determined by the owner.

Non-commercial camping

Non-commercial camping is camping that occurs on the side of the road, in a national park, on crown land or on private property.

Competitive neutrality

To ensure competitive neutrality, public sector business activities that are in competition with the private sector should not have competitive advantages or disadvantages simply by virtue of their government ownership or control (see Fact sheet D: Competitive neutrality).

Full-cost disclosure

This is the process in which local governments use the same model of costing a site as if they were a commercial enterprise (including allocation of costs for administration, infrastructure, compliance, workplace health and safety, staffing, rates, electricity and interest) in communicating the real cost of operating a site per night.

Self-contained vehicle

While no Australian standard exists to provide a clear definition of self-contained vehicles, for the purpose of this toolkit self-contained vehicles are those that can hold fresh water, greywater and/or blackwater and have on board cooking and sleeping facilities as defined in the Campervan & Motorhome Club of Australia (CMCA) Leave No Trace scheme.

Recreational vehicle (RV)

According to the Recreation Vehicle Industry Association, an RV is a vehicle that combines transportation and temporary living quarters for travel, recreation and camping.

Short break

This is a trip where travellers are on the road for 1–3 nights and are generally going to a single destination. (Tourism Research Australia (TRA) definition)

Touring

This is a trip where travellers are going to at least 3 destinations and are travelling for 7+ nights. (TRA definition)

Point to point

This is a trip where travellers are going between 2 places and are travelling for 7+ nights. (TRA definition)

Understanding the challenge



What is happening with camping?

For the purpose of examining trends through the national and international visitors surveys, a person who is camping is defined as someone who is travelling with their own accommodation, whether it be a caravan, motorhome or tent. This excludes those staying with friends and relatives, in cabins or in commercial accommodation.

In recent years, there has been a noticeable increase in the number of people using camping accommodation yet a decline in the number of commercial sites available. This has been offset by the increased patronage of non-commercial sites, a trend expected to continue.

Where are they camping?

Camping visitors in Australia use a wide range of accommodation facilities at either commercial sites (caravan parks, camping grounds or cabins) or non-commercial sites (by the side of the road, on private property, on crown land or in a national park, often in a self-drive van, motorhome or campervan).

Figure 3 shows current data for the total number of camping visitors by accommodation type against future growth projections. The first projection, from the Tourism Forecasting Committee (TFC), is the 2020 target for a 'business as usual' scenario; the second projection is a stretch target to double overnight visitor expenditure to \$50 billion per annum. The figure highlights expected growth in non-commercial camping, which needs to be considered through the provision of camping options.

For more detailed statistics, see Fact sheet C: Camping market profile.

Legal requirements for responsible camping

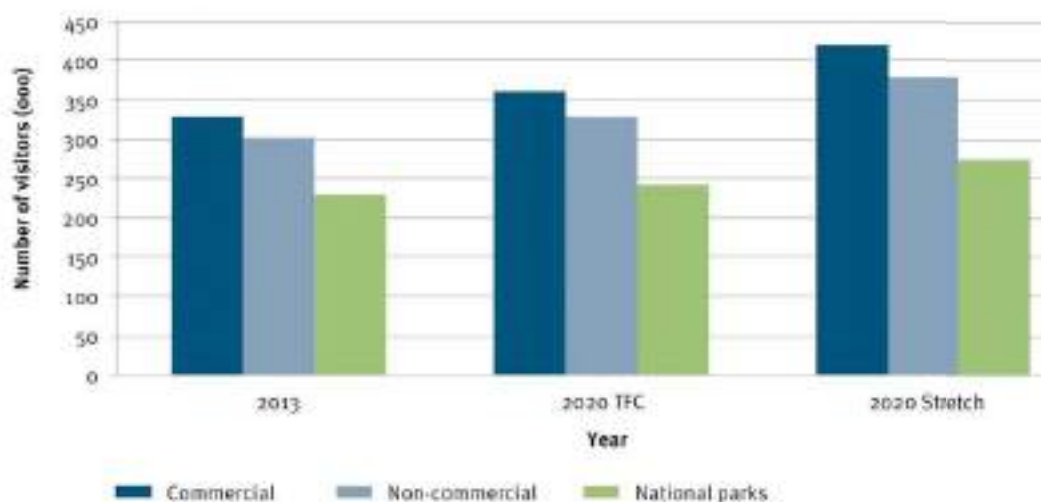
To camp is defined under the Recreation Areas Management Act 2006 as including 'to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure'.

The Local Government Act 2009 does not specifically define or legislate around camping. It requires local governments to develop and adhere to a planning scheme for all lands they manage. Section 26-388 allows each local government to pass a local law to enforce camping guidelines.

The Queensland Caravan Park Policy (PDX/901/102) allows land to be classified as a 'reserve for recreation'. This allows for camping with limited facilities for a maximum of 3 nights. Local governments wishing to pursue this must create a local law to authorise the activity.

The Secondary Use of Trust Land (PDX/901/209) allows for the use of trust land for other purposes as long as the use does not diminish the purpose of the trust land or adversely affect any local licensed caravan and/or tourist park owners. Stays may be limited to no more than 3 nights.

Figure 3: Total camping visitors (domestic and international) by commercial, non-commercial and national park camping accommodation



Source: IVS and NVS data, TRA, year ended March 2006–2013

Who is camping?

TRA's national and international visitor surveys (NVS and IVS) revealed there were almost 8.8 million camping visitors to Australia in 2011, generating a spend of \$7 billion and an 11.3% share of all overnight expenditure. Of these nights, 45.3 million were spent in caravan parks with more than 40 sites. This represents around **10% of all visitor nights in Australia**.

There is no one typical non-commercial camper. The research described in this section shows they:

- are **not** just those travelling long-haul and touring (a percentage of the point-to-point market also stays in non-commercial sites)
- are **not** all retirees (in fact, the largest segment is those still working)
- are **not** the same market as those that prefer to stay in commercial sites.

It is clear from most available research that many travellers mix and match their accommodation choices. The Caravan, RV and Accommodation Industry of Australia (CRVA) commissioned BDO Australia Ltd to research the difference between commercial and non-commercial campers. The results are shown in the box on the right, and key findings about non-commercial campers are displayed to the right.

This research shows a clear distinction between those interviewed in commercial camping grounds and those in non-commercial camping sites.

The summary of key findings in this section supports the notion those who use non-commercial sites are a different group of travellers from those who use commercial sites. Therefore, to be competitive nationally, Queensland needs to meet the needs of both commercial and non-commercial campers (see fact sheet I: Frequently asked questions).

It is important to recognise this information is at a whole-of-state level and each region has a different profile (see Fact sheet H: Regional and seasonal trends).

Ignoring the needs of the non-commercial camping market may encourage that sector to camp in an unmanaged way, creating a range of issues for the communities of Queensland.

Those surveyed in commercial camping sites tend to:

- spend the majority (85%) of their nights in commercial accommodation or camping grounds
- stay 4 nights or longer (49% of campers), with 34% staying 2–3 nights and only 17% staying 1 night
- spend approximately \$57 at each location (excluding accommodation) or \$73 per day
- still be in full-time employment (33%)

Those in non-commercial camping sites tend to:

- spend most of their nights (71%) in non-commercial accommodation or camping grounds
- also stay at commercial sites (30% of the time), but an equal number (30%) try to avoid staying at commercial sites
- stay 3 nights or less (74%) in each location, of which 34% are for 1 night
- spend approximately \$213 at each location (excluding accommodation) or \$53 per day
- be retired (only 12% still employed full-time).

Source: BDO (2013)

NVS and IVS findings on non-commercial campers

They are 3 times **more likely to be touring** than on a short break or travelling point-to-point (but 4% of those travelling point-to-point still use non-commercial sites).

They are more likely to be 29–44 years old than 65+ and the **vast majority are still working** (77%).

They **spend less time and less money on average** in a destination but may be more likely to visit places the commercial camping site traveller may not have the time or inclination to visit.

The number of domestic visitors who use non-commercial camping sites is **growing at a slightly faster rate** than the drive market as a whole (6% versus 5.4% per year).

Attempting to move non-commercial visitors into commercial sites would be **extremely challenging**.

*Source: IVS and NVS data, TRA, year ended March (2006–2013)

Commercial and non-commercial camping

The ages of those who use non-commercial camping sites (see Table 1 below) show some interesting trends:

- **Young Australians** (15–24 years old) are nearly **3 times more likely** to choose non-commercial accommodation than commercial sites. There is a similar trend with international visitors but it is not as dramatic (they are 40% more likely to choose commercial sites).
- **Older Australians** (65+ years old) are half as likely to choose non-commercial sites; this trend is also shown for international travellers.

These results seem to defy what is observed on the ground, where the majority of travellers using

non-commercial sites are older Australians, but it highlights there is a large contingent of younger travellers who are camping and whose needs also need to be taken into account.

Further, more than 75% of those staying in non-commercial sites are working full-time (55%) or part-time (32%), with only 16% retired and 1% studying.

Consideration should be given to the needs of emerging markets such as backpackers and self-contained travellers (see Fact sheet 1: Implications for emerging markets), who are increasingly seeking alternative accommodation options.

Table 1: Ages of commercial and non-commercial campers

Age group (years)	Commercial		Non-commercial	
	Domestic	International	Domestic	International
15–24	8%	34%	26%	48%
25–44	32%	39%	33%	41%
45–64	32%	21%	31%	8%
65+	23%	6%	11%	2%

Source: NYS and IVS, TRA, year ending March 2013

Resting v. camping: a matter of definition

Rest areas are an important part of delivering a safe camping experience. Development of guidance material for **management and delivery of best practice rest areas** is an additional area of work being undertaken by the Queensland Government at the time of this publication.

Resting (promoted as 'stop, revive and survive') is addressed by the Queensland Department of Transport and Main Roads (DTMR) in the following way:

- Rest areas are there for travellers to stop and rest, making trips safer and more enjoyable.
- Rest areas are not long-term camping sites; however, motorists are able to take extended rest breaks at some sites.
- Motorists can stay up to 20 hours at identified sites (but may not camp at other sites).
- Caravans and motorhomes are not considered heavy vehicles, and should not stop at heavy vehicle locations.
- Resting is essentially a stop for no more than 20 hours for the purpose of fatigue management, and would not typically be a planned stop but rather an impromptu stop.

To **camp**, as defined under the *Recreation Areas Management Act 2006*, includes 'to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure'.

This toolkit focuses on camping but recognises that illegal use of rest areas presents a safety issue.

See Fact sheet K: Roadside rest areas.

The challenges of supply

According to the Australian Bureau of Statistics (ABS), **caravan park site occupancy remained stable between 2005 and 2010** (June quarter).^{*} Their Survey of Tourist Accommodation shows there has been just a 2.3% increase in occupancy rates across all caravan park sites for this period, with an occupancy rate of 57.8% being recorded for the June quarter of 2010.

Table 2 below shows that the highest occupancy rate recorded for the year ending June 2010 was just 48% (Gold Coast), suggesting that, on average, caravan parks rarely reach 'full' occupancy. While many parks will experience seasonal peaks, most have ample powered and unpowered sites year-round.

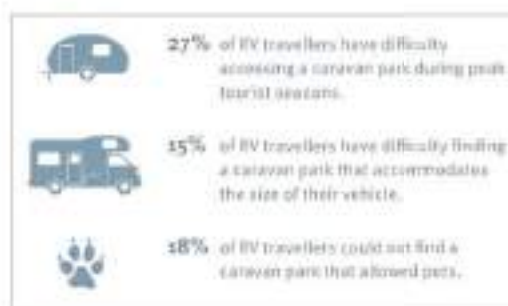
Table 2: Caravan park occupancy rates (Queensland)

Region†	Percentage of total site nights occupied (year ending June 2010)
Gold Coast	48
Brisbane	39
Sunshine Coast	39
Fraser Coast	35
Bundaberg	22
Central Queensland	26
Whitsundays	31
Northern	26
Tropical North Queensland	37
Queensland	41

^{*}2010 is the most recent data available across the state due to changes in the design and funding of the ABS survey.

† Insufficient data for Darling Downs, Mackay and Outback.

Source: Survey of Tourist Accommodation, Small Area Data, Queensland (2005–2010), ABS



Source: Rest Area Research, Ballour Consulting (2010)

Case study: Caravan park overflow facilities, Broome

Each year during the dry season, the Broome region becomes a grey nomad mecca, receiving an influx of tourists that causes a shortage of accommodation for visitors to the region. After discovering that this accommodation shortage could translate into less future demand and lost economic benefits, the local government opted in 2008 to open a number of temporary caravan park sites to accommodate the overflow of visitors to Broome during the peak tourist season. The overflow facilities only open when permanent caravan park facilities are operating at or near capacity. The Shire of Broome determines the appropriate opening and closing dates of all overflow facilities, usually at the end of June and early September, in consultation with the Broome Visitors Centre and the operators of permanent caravan parks and camping grounds.

The overflow facilities must meet the requirements set out in the Caravan Parks and Camping Grounds Regulations 1997 and must pass inspection by an environmental health officer for the approval of facilities, opening procedures and licensing. To operate, each premises must also have a temporary caravan park and camping ground licence from the Shire of Broome. A condition on all overflow facilities is that the same person or group of people can only stay a maximum of 7 nights within any 3-month period. Currently, approved sites include the Broome Police and Citizens Youth Club (PCYC), the Broome Pistol Club and the Broome Seventh Day Adventist Church. The start-up of overflow facilities in the Broome region has been highly successful in alleviating the problems of foregone tourist expenditure and further loss of benefits to the region.

Regional peak demand

Some areas of Queensland experience peak demand where every site in that location is booked for a period of time, particularly during winter and school holidays. However, the information from the 2010* survey suggests most regions never reach an absolute peak for more than a week.

Figure 4 shows the number of site nights available in Queensland, demonstrating a gradual decline in available sites between 2005 and 2010. The average year-round occupancy for short-term caravan park sites (excluding cabins and sites occupied by long-term residents) averaged just 37.4% in 2010. While numbers have increased since the start of 2013 (and sites have decreased over the past decade), applying the growth rates from both the TFC and the 2020 stretch targets developed for Tourism and Events Queensland (TEQ) by KPMG to the 2010 site nights (assuming site numbers stay static) shows almost no regions reach 100% occupancy in any given month (see Table 3). This suggests while many regions will experience short-lived seasonal peaks (perhaps a week or more at most), there are usually sites available in a region.

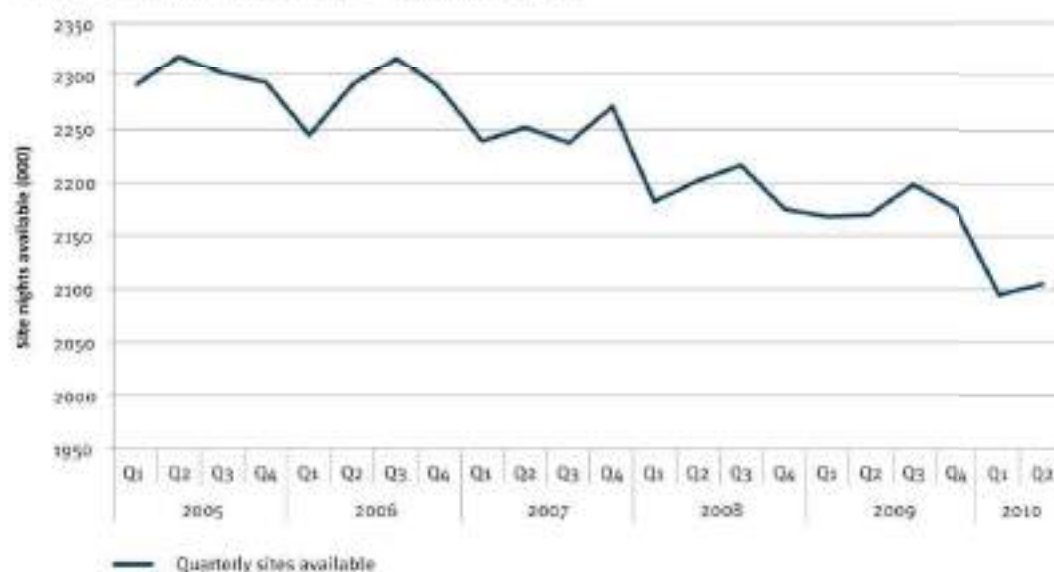
However, while there may be sites available, limited capacity to suit particular vehicles, or park policies such as those relating to pets, may exclude some visitors from being able to use these sites.

From this analysis, it is clear if the TFC forecasts are accurate, even in the peak quarters there will be camping sites available. However, if Queensland reaches the 2020 stretch target, all regions could exceed capacity across peak quarters, requiring investment in new sites.

Table 3. Forecast peak demand using 2020 TFC forecasts and 2020 stretch targets

Region†	2020 TFC forecasts	2020 stretch targets
Gold Coast	74%	106%
Brisbane	66%	95%
Sunshine Coast	76%	105%
Fraser Coast	59%	94%
Bundaberg	83%	120%
Central Queensland	23%	91%
Whitsundays	69%	101%
Northern	75%	113%
Tropical North Queensland	95%	130%
Queensland	74%	102%

Figure 4. Quarterly site nights available in Queensland 2005–2010



*2010 is the most recent data available across the state due to changes in the design and funding of the ABS survey. Estimates by EC3 Global based on KPMG 2020 forecasts and 2010 ABS occupancy data for short-term visits.

† Insufficient data for Darling Downs, Mackay and Outback.

Source: Survey of Tourism Accommodation, ABS (2010)

How is camping changing?

According to the Caravan & Camping Industry Association NSW (CCIA), the caravan, motorhome and camping industry is the fastest growing domestic tourism sector in Australia.

The industry is responding to changing consumer preferences, with caravan and holiday parks enhancing the quality of accommodation and facilities provided, and caravan and RV manufacturers incorporating luxury fit-outs with the option to be self-contained. However, there are still segments of the market wanting something less structured in the way of non-commercial camping.

Less seasonal patterns of use and an increasing use of RVs by tourists on extended holiday trips will also aid growth for industry operators over the next 5 years. Use of long-term caravan park sites will spike further, due to ongoing reduced affordability of residential housing, for either purchase or rent.

Australia ranks third on the list of caravan markets globally, with 21 500 new caravan registrations in 2011. In the same year, it was recorded caravan and RV registrations had increased by 250% over the past 15 years. Data collected in the ABS motor vehicle census revealed between 2008 and 2013, campervan registrations rose by 20.8% across Australia, a significantly higher increase than the national average for all motor vehicles, which was 12.3%. In the past year alone, the number of registered campervans on our roads has risen by 2.9% to a healthy 54 501 vehicles.

Market growth

Camping in Australia is **dominated by the domestic market**. In 2011, domestic visitors spent around 41 million visitor nights in caravan or camping accommodation, accounting for **91% of total domestic visitor camping nights** and contributing a total overnight expenditure of **\$5.4 billion**.

A number of factors need to be taken into account when looking at this trend (Source: BDO, 2012 report):

- Tourist park establishments have decreased by approximately 280 parks between December 1997 and March 2012. That equates to a loss of 4 or 5 parks every quarter over 15 years.
- The reduction in the number of parks has seen a fall in on-site van numbers, as well as in the number of powered and unpowered sites.
- Over the same period, industry revenue has risen from \$500 million to \$1.2 billion, which is on average about 6.75% growth per year (compared with the consumer price index of 2.7% over the same period).
- There has been a slowdown in the revenue growth of tourist parks (5% growth from June 2010 to March 2012).
- Occupancy rates have risen since 2005, although the average park on a typical night would have in excess of 50 powered or unpowered sites unused and available for occupancy.

- Cabin numbers have more than doubled over the past 15 years, leading to a higher number of employees per park on average.
- Park improvement and development is high on the list of priorities; however, capital expenditure has slowed in recent years.

Sources for BDO 2012 report: Snapshots 2012 Caravan or Camping in Australia, TRA (2012); Caravan and Camping Industry Profile, CCIA NSW (2011); Consumer Research Report 2011, Caravanning & Holiday Parks Industry, CRVA (2011)

Survey of tourist accommodation

The ABS survey of tourist accommodation indicates that in the June quarter of 2010 there were 251 short-term and 66 long-term caravan parks in Queensland. The total capacity of these establishments was 38 281 sites, representing a **6% decrease in available sites since 2005** (June quarter). Of these sites, 23 409 were powered, 6890 were cabins, flats, units or villas, 4781 were unpowered and the remaining 3201 were on-site vans.

Data collected over the years 2005 to 2010 (for the June quarter) revealed that while the percentage of powered sites had remained relatively unchanged, there was a 27% increase in cabins, flats, units and villas (see Table 4), an 18% decrease in unpowered sites and a 17% decrease in on-site vans.

Table 4. Type and proportion of caravan park sites

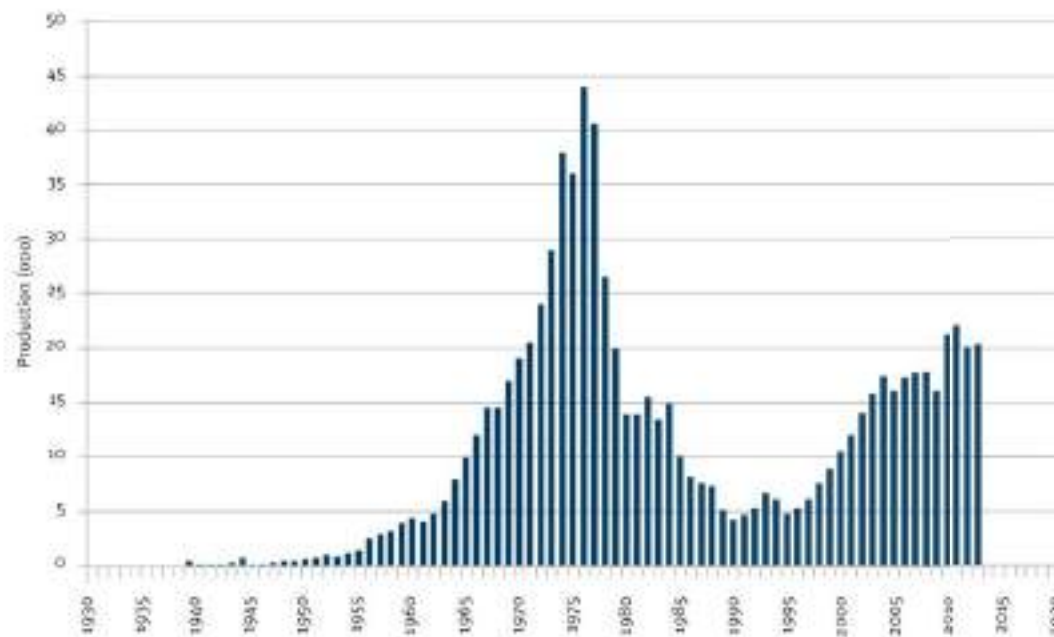
	2005	2010	Change
Powered sites	64%	64%	1%
Cabins, flats, units, villas	14%	18%	27%
Unpowered sites	15%	12%	-18%
On-site vans	10%	8%	-17%

In the 10 years to the end of 2012, there were 188 926 RVs manufactured in Australia (see Figure 5).

In 2011, Queensland had the highest percentage of registered campervans, at 23.6% of the Australian total. The state accounted for 36% of the gross increase in registrations across Australia from 2008 to 2011.

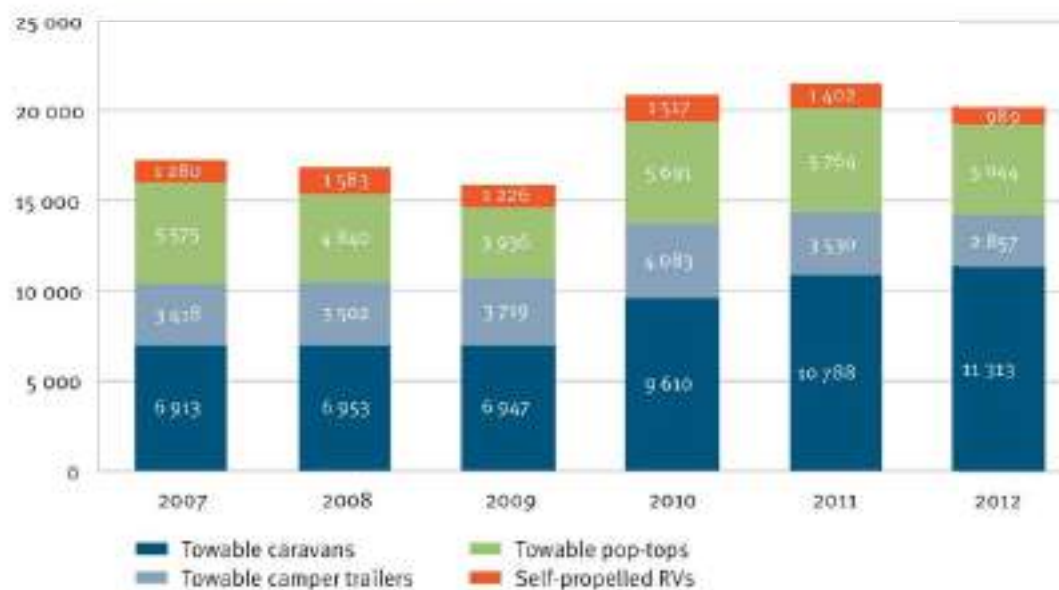
KPMG was commissioned by CCIA to conduct research into the future of the caravanning industry. It found that there has been a steady increase in the number of towable caravans and a significant decrease in the number of self-propelled RVs, dropping to 989 from a high of 1517 in 2012 (see Figure 6).

Figure 5: Caravan and trailer production, 1929-2012



Source: RVMA, ABS, IBIS World 06/05/13

Figure 6: Production of towable and self-propelled RVs, 2007-2012



Source: ABS, Motor Vehicle Census, Australia (2012)

What does the future hold?

The emergence of two markets

The future of camping appears to have two main directions:

- a market looking for greater comfort and facilities that provide for their needs, including a growing family market
- a market looking to keep it simple and keep the cost down.

The majority of consumers of the camping lifestyle are generally **demanding better facilities and a higher standard of accommodation**, whether in park cabins or in their own caravan or motorhome. They also wish to be able to experience non-degraded natural and constructed landscapes, and are more environmentally conscious.

Across the state the camping market is forecast to increase by between 70 000 visitors (TFC forecast) and 224 000 visitors (2020 stretch target) by 2020.

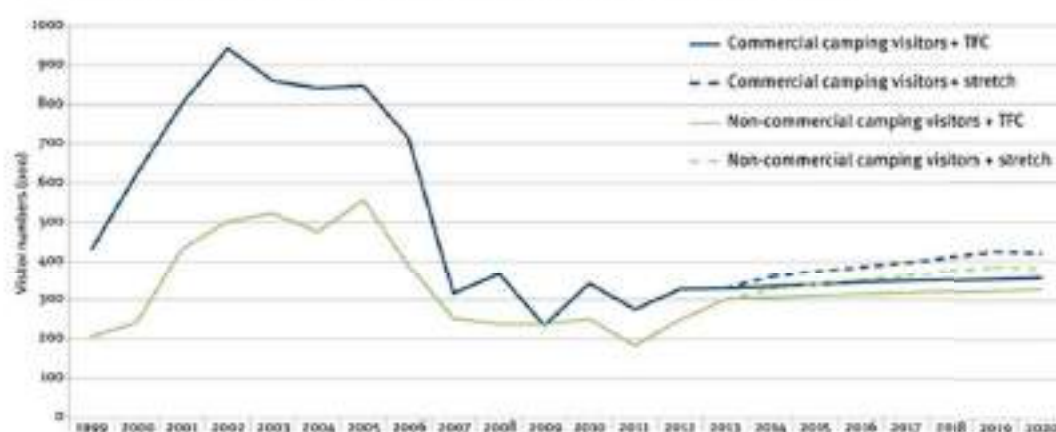
Simple wants and needs

Many visitors are just looking for:

- a dump point (with toilets if possible) and a tap to refill freshwater tanks
- a welcome and an appreciation of their business (so a friendly, hospitable town atmosphere is a must-have, especially for RV tourists)
- good tourism information that clearly shows all attractions and facilities (ideally with facilities easily accessible and open 7 days a week)
- short-term parking close to the general shopping area
- somewhere to park and stay longer term that is safe and quiet but slightly away from the main population.

Source: Balfour Consulting, 2020

Figure 7 Commercial and non-commercial camping visitors—TFC forecasts and 2020 stretch targets



Source: TRA, IVS and NVS data, year ended March, 1999–2013, plus EC3 estimates based on TFC forecasts to 2020 and Deloitte Access 2020 stretch targets

The historic data in Figure 7 was obtained from NVS overnight trips from 1999 onwards and from IVS visitors to Queensland who used the following accommodation during their trips.

NVS

- Caravan park or commercial camping ground
- Caravan or camping near a road or on private property
- Caravan park camping (2006 onwards)
- Camping by the side of a road or on private property (2006 onwards)
- Camping in a national park or on crown land (2006 onwards)

IVS

- Caravan park or commercial camping ground (2002 onwards)
- Caravan, cabin or tent (not included from 2002 onwards)
- Caravan or camping by the side of a road, on private property, on crown land or in a national park (2002 onwards)

The purpose of the trip for both NVS and IVS visitors was either to visit friends/family or for holiday/leisure. The IVS data does not go back to 1999 and day-trip visitors were not included. The data includes all vehicles used on the trip.

Meeting the needs of diverse consumers

Grey nomads

As per the Queensland drive tourism strategy 2013–2015, grey nomads are defined as retired or semi-retired, over 55 and travelling for leisure, grey nomads are significant contributors to rural and regional economies. They spend similar amounts of money per day as do younger visitors, but spend a greater number of nights per year driving and staying within regions, often in areas not frequented by other visitors. In addition, they often travel in off-peak periods, reducing demand at peak times.

A 2010 survey found grey nomads spend an average of 163 days per year on the road. They usually spend 3 days at each stopover, and nearly 88% of participants indicated they had travelled (or intended to travel) to rural and remote parts of Australia. The ABS predicts that by 2050 the number of Australians aged 55 years and over will more than double and there will be a proportionate increase in demand for tourism product. This presents a tremendous opportunity for Queensland.

Youth market

According to Tourism Australia, the youth segment is made up of people aged 18–30 years, commonly referred to as generation Y. Just like a number of other market segments, the active explorers in this segment look to develop confidence and life skills through travel and the sense of achievement this brings.

Queensland's islands, beaches, laidback lifestyle and nature-based adventures attract backpackers and young travellers from all over the world. Many backpacker and youth tourists combine their visit to Queensland with work or study. In 2011, about 636 000 international travellers aged 15–29 years visited Queensland, making it the second most popular Australian destination for this group after New South Wales.

Families

Research by KPMG indicates that while the 55+ segment will continue to grow, for commercial camping providers the key market will be families. The fastest growing segment of the Queensland population is aged 0–19 years and this segment is predicted to grow by 46% from 2012 to 2050.

Families are looking for the most cost-effective travel and accommodation options and Queensland offers a wealth of camping choices to cater for this market.

Social contributions of grey nomads

In the summer of 2012–13, after fire and floods devastated the properties of many farmers along Australia's east coast, 75% of BlazeAid volunteers who assisted farmers in the rebuilding of fences were recorded as grey nomads. It was estimated that grey nomads contributed 39 670 volunteer days, working across 810 properties and assisting in the clearing and rebuilding of 3350 kilometres of fencing.

The Barcaldine Regional Council Grey Nomad Volunteer Program aims to tap into the large pool of retirees who visit the region each year, creating mutually beneficial relationships with the grey nomad community, whose skills and expertise assist in the completion of community projects. Past projects have included the painting of public facilities, the clearing of the Barcaldine Botanic Walk and a raised garden project at the Barcaldine Hospital.

Over the coming decade, the Australian travel industry will be dominated by generation Y (children of the baby boomers), who will move from their 20s into their 30s and will be looking for quality affordable travel options.

Bernard Selt, KPMG
July 2013

Summary of issues

Managing future growth

- The **growth of self-contained vehicles** is likely to continue at or above its current rate as the baby boomers start taking longer drive holidays. They will seek a wide range of accommodation options.
- Consumers of the caravan and camping lifestyle are generally **demanding better facilities and a higher standard of accommodation**, whether it be in park cabins or in their own caravans or motorhomes.
- Consumers are becoming **more environmentally conscious**, trending towards more nature-based experiences. They wish to be able to experience non-degraded natural and constructed landscapes.
- The **shift in the supply** of lower cost camping options towards cabins will exacerbate seasonal peak demand for this style of accommodation, although periods of "full" demand will continue to be rare.

Planning issues

- **Local government planning requirements** of caravan park operators, for example the conditional prerequisites surrounding the supply of toilet and ablution facilities, are much greater than those of non-commercial sites such as camping reserves. Finding a way to manage the expectations of low-cost travellers is vital to Queensland achieving its growth target.
- Illegal camping activities present an **issue for local government in terms of both public liability and the impact on local businesses**. There is the potential for liability surrounding the risk areas of fire, health and sanitation, personal security and vehicle incidents arising from the overcrowding of public areas. Also, illegal camping in key tourism areas deprives local businesses of parking spaces for paying customers.

Environmental and public disturbance

- The overcrowding of rest areas from both overnight campers and the overstay of campers creates the issue of **publicly available facilities being rendered unavailable to visitors who possess a genuine need** for them.
- While some campers abide by the "leave no trace" policy, there are still inconsiderate travellers who create **noise, environmental and visual pollution**. This affects the **overall visitor experience** of other tourists and **upsets local residents**, who have to deal with the dumping of blackwater.

Camping site management

- The management and maintenance of designated non-commercial camping areas is **costly for local governments and ratepayers**. Costs include removing waste, adhering to compliance standards, performing regulation patrols and supplying services (such as electricity, water and toilet amenities).
- **Management of overflow facilities** will be an increasing challenge for some regions as the cost of capital and the lower rates of return make investment in new parks for visitors (as opposed to permanent resident(s)) less frequent.

"Provision of facilities to capture the potential of the drive tourism market is needed but there must be a balance to protect the investment of existing park operators."

Goondwindi Regional Council

Stage 1: Best practice first steps



No one size fits all

Queensland's local governments have the potential to make the state a national leader in the drive tourism market by encouraging growth, particularly in the caravan and camping segment, without compromising the needs of the private sector, future investment or future generations.

They can achieve this by encouraging and managing the development of camping grounds as a low-cost opportunity across Queensland through two core principles:

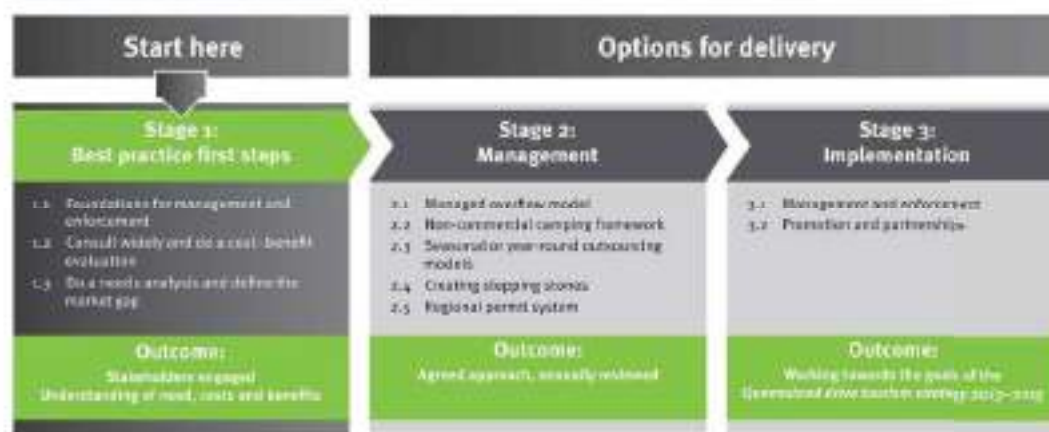
1. Adopt a **level playing field** through standard definitions for 'bush camp', 'basic camping ground' and 'seasonal caravan park' that are linked to performance measures and acceptable solutions.
2. Ensure **transparency in decision-making** through undertaking an open needs analysis in consultation with industry and adopting a **full-cost attribution model** to assess the real costs and benefits of creating a non-commercial site and describing that to the community in terms of cost per site per night.

A suite of options have been developed for local governments to consider adopting. These options have as their foundation four important planning tools:

- standard definitions for 'bush camp', 'basic camping ground' and 'seasonal caravan park' that can be embedded within the planning scheme under the definition of 'tourist park' to encourage commercial investment in new options, and also to provide a more consistent approach to camping in the community
- a suggested process of community and industry engagement in assessing the need for and suitability of non-commercial camping options
- a template for needs analysis to ensure local governments are well informed of the need for their role in developing and managing camping options
- a tool for understanding the real costs and benefits of camping options.

When selecting options, local governments could consider a regional approach to management and implementation.

Figure 8: Camping options framework



1.1 Foundations for management and enforcement

Best practice management foundations

Local governments are encouraged to adopt an open consultation process. This includes working with existing businesses and existing facilities before considering new sites.

To prepare for the consultation process, local governments should review their local laws in relation to the enforcement of illegal camping. One of the local laws should state that it is illegal to camp unless otherwise signed (see Fact sheet E: How other local governments are doing it).

Further, local governments are encouraged to review their current planning scheme to understand what provisions there are for camping and the establishment of caravan parks. The consultation process that follows could be based on:

- **consistent delivery** through planning definitions to encourage commercial investment in new options, and to provide a more consistent approach to camping in the community
- **transparency in decision-making** through undertaking an open needs analysis in consultation with industry
- adopting a **full-cost attribution model** to assess the real costs and benefits of creating a non-commercial site and describing that in terms of cost per site per night.

A range of alternatives are provided in Stage 2: Management. When selecting options, local governments could consider a regional approach to management and implementation. Therefore, discussions with neighbouring local governments are recommended.

Understanding enforcement

A key issue that will be raised during consultation with industry is enforcement. Local governments should discuss this with local police and other officers who have relevant enforcement responsibilities to understand the process from their perspective and ensure implementation of camping options is supported by appropriate enforcement powers and resources.

Cairns Regional Council crackdown on camping

Illegal camping in the Cairns CBD and Esplanade has been a growing trend in the region, much to the displeasure of Cairns residents. In an attempt to resolve this issue, Cairns Regional Council has taken action against illegal campers, with \$220 on-the-spot fines issued to those attempting to camp overnight in public places. This crackdown came in full force with over 60 fines being issued in 2 weeks during early morning patrols, with the majority issued on the Esplanade. This action resonates closely with the crackdowns being witnessed in Broome Shire, Western Australia. Illegal campers here can be caught out with a wheel clamp if their vehicles are found illegally parked for the purpose of sleeping overnight.

These crackdowns are not, however, for the purpose of deterring camping visitors. These new enforcements are simply an attempt to curb a trend that causes detrimental effects to the overall aesthetics of a destination, which should be freely enjoyed by both residents and visitors.

Note: This toolkit applies only to land that local governments own or manage and to applications requiring local government approval.

1.2 Consultation

It is essential that local governments consult with the community and industry before deciding to invest in a non-commercial camping option. Like commercial investors, local governments should consider the need for the investment, its impact and the best approach for managing it into the future.

Three steps are recommended for local governments to follow when engaging industry and the community in a review of camping options.

1. Establish a regional camping stakeholders group

This group should include local government staff and representatives from caravan parks, industry and consumer groups, the local chamber of commerce, and regional and local tourism organisations. Its role would be to design and scope the review of camping alternatives.

Initially the group could guide the needs analysis (see page 27) and assess whether the need is for a seasonal or year-round camping option. Once agreed on this, the group could be involved in defining the consultation process and, finally, be involved in the design of the operating framework.

2. Do a community and industry survey

A survey of industry and community support for non-commercial camping should be undertaken. The survey could reveal the preferred model of operation (appropriate fees, operating season etc.). Other forms of stakeholder engagement such as a forum or workshop may be appropriate; however, it is critical to capture the views of all key stakeholder groups.

3. Agree on the conditions and monitor performance

Finally, through the regional camping stakeholders group, establish a set of operating conditions. In Stage 2 of this toolkit, local governments can review and choose to adopt, in whole or in part, the non-commercial camping framework. Costs and benefits must be tracked and there may be an ongoing role for the regional camping stakeholders group in monitoring implementation.

Tips to successful stakeholder engagement

Seek broad input

- Establish a regional camping stakeholders group
- Include a mix of industry, consumer groups and government
- Understand the issues and keep all stakeholders in the loop

Do homework

- Do a needs analysis (including both a market needs and an infrastructure needs analysis)
- Determine whether the need is year-round or seasonal
- Find out why the private sector hasn't responded already
- Work out the real costs and additional benefits

Ask around

- Use a community and industry survey
- Be clear on what is being considered
- Ask about the preferred model of operation (appropriate fees, operating season etc.)

Collaborate on the conditions

- Work with the community to set the conditions
- Enforce the agreed conditions

Monitor and evaluate

- Track performance and report openly
- Assess the need for the response each year

1.3 Needs analysis

Local governments are encouraged to undertake a needs analysis as a first action for the newly formed regional camping stakeholders group. The aim of the needs analysis is to put timely and accurate, research-based information into a usable format for debate and decision-making.

The needs analysis could consist of two separate but interlinked parts:

1. market needs analysis
2. infrastructure needs analysis.

Conducting a market needs analysis

Looking at the need from a consumer perspective is vital. While there may be a range of opinions about the topic, the key is to provide a solid base of evidence around consumer demand and feedback on the current situation to avoid responding to an unsubstantiated market need, or alternatively overlooking a significant market opportunity.

The aim of the market needs analysis is to better understand, and agree on, the size of the challenge, the nature of the challenge and the additional economic benefit any action might have.

Assessing the market needs begins with **understanding the target market**. Fact sheet C: Camping market profile has been provided to help better understand the market. Through analysis of the NVS and IVS (from TRA), local governments can **estimate the number of, type of and trend in commercial and non-commercial campers** using the definitions given in this toolkit (see page 12, Understanding the challenge). This will help to establish the size of the challenge.

From that base, local governments are encouraged to engage with their regional tourism organisation to understand what research has been undertaken on **visitor satisfaction** and drive tourism market trends. This will help to establish the **nature of the challenge**.

Finally, local governments are encouraged to work with the regional camping stakeholders group to understand the relative impact of a change through calculating the estimated economic benefit of taking action (see Fact sheet C). In doing this, consideration needs to be given to where the travellers are on the replenishment cycle (see Fact sheet C), how much they are likely to spend, and **what additional economic value it may have**. This can be done using a table like Table 5.

Table 5: Estimating the economic benefit of a camping ground (sample)

	Calculation (see fact sheet C for tips)	Reference (see fact sheet C)
How many extra visitors will stay overnight in the region if the camping ground is provided (per year)?	[Insert value]	A
On average, how many nights will these visitors stay in the region?	[Insert value]	B
On average, what will each of these visitors spend in the region per day (excluding spend on campsite fees)?	[Insert value]	C
Visitor expenditure in the region due to the camping ground	$A \times B \times C$	D
Net benefit (%)	[Insert value]	E
Net benefit	$D \times E$	F

Conducting an infrastructure needs analysis

Once the market need is understood, local governments are encouraged to look at the need for the infrastructure through a cost-benefit approach. A cost-benefit analysis (CBA) is an economic decision-making tool used to compare the total costs of a project with the total benefits expected from it. It considers financial revenues and costs as well as impacts on people's welfare (such as environmental and social changes). A needs analysis should complement the consultation stage.

Sharing of information between local governments will help drive a better understanding of the costs and benefits and achieve more accurate CBAs.

Fact sheet B: Estimating the real cost and additional benefits is provided to help local governments undertake CBAs. The steps are:

- Estimate all costs that will be incurred.
- Estimate all anticipated benefits.
- Subtract the costs from the expected benefits to give the net benefits.

Identifying costs

The first step is to identify and quantify all costs associated with the camping facility.

1. List all operating costs.
2. List all capital costs.
3. List all commercial costs. (These are costs that would apply if the facility was operating as a stand-alone private entity and include development application costs, costs associated with external preparation etc.)
4. List all indirect costs. (These are costs imposed on the community through activities of visitors staying at the camping facility.)
5. Assign monetary values to each of these costs.
6. Add up all these anticipated costs to give the total cost.

Identifying benefits

The next step is to identify and quantify all benefits anticipated from the camping facility.

1. List all the benefits. Consider:
 - * the mix of customers, how long they are likely to stay and their expenditure, noting that different user groups have different expenditure patterns

- * where the region is on their replenishment cycle (see Fact sheet 1: Frequently asked questions)
- * how many visitors are expected and whether this varies according to the season.

2. Assign monetary values to all the benefits.
3. Add up all the values to give the total benefits.

Evaluating costs and benefits

The final step is to compare the costs and benefits. This can be done in a range of ways. The simplest is to subtract the total costs from the total benefits to show the net benefits. It may not be possible to quantify all costs and benefits, but social and environmental costs and benefits should also form part of the decision-making process.

Weighing up the decision to collect a fee

A CBA could also be undertaken to determine whether or not fees could be charged at the camping ground. This would weigh up all the costs of collecting the fees as well as other indirect costs such as potentially reduced visitation to the camping ground or local area as a result of the fees. Benefits include revenue as well as reduced need for enforcement of the minimum stay regulations as a result of the fees. An example of this type of CBA is shown in Table 6.

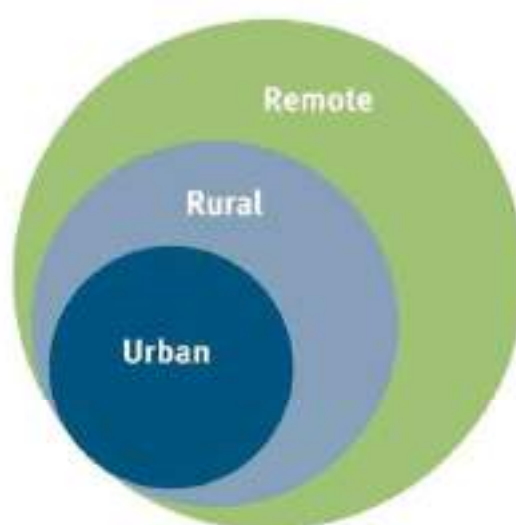
Table 6 Sample CBA to evaluate collection of fees

Benefits		\$	Costs		\$
Direct revenue	From collection of fees (e.g. \$10 per night per vehicle)	\$10 000	Operational costs	Additional cost to collect fees plus administration	\$6 000
Reduced costs of enforcement	Reduced number of people overstaying (due to fees) and less labour needed to enforce minimum stay rule at camping ground	\$1 500	Reduced net benefits from visitor expenditure	Reduced number of visitors (due to fees) leading to reduced net benefit from visitor expenditure in region	\$10 000
Total		\$11 500	Total		\$16 000

Stakeholders engaged, understanding needs

The aim of Stage 1 is for local government to engage the key stakeholders and gain an understanding of their needs. This will help them determine which option will best meet the needs of the visitors and the community (including local businesses). The decision may be for no change or that there is a need to act seasonally, not year-round. However, before a local government adopts the chosen option or encourages adoption of that option by the private sector, the proper foundations must be in place in the planning scheme. Currently there are variations in planning scheme definitions and in expectations of the private sector and, in some cases, there is an inconsistent approach to public infrastructure.

Figure 9 Adopting standard definitions



Following best practice, local governments could consider these questions:

- If the need for additional camping options is in budget camping in the urban area, does the local government have policies to support the private sector to provide these, either through basic caravan parks or basic camping grounds?
- If the need is outside the urban footprint and may need to be met by the local government and possibly demand-built to encourage investment down the track, are there clear basic camping ground definitions and could the facility eventually become a commercial operation?
- If the need is in a remote area, does the local government have a bush camp definition in the planning scheme?

Remote: Consider a basic camping ground, bush camp or caravan park based on expected demand and site carrying capacity.

Rural: Work with existing businesses to define the need and consider either a camping ground or caravan park with a focus on showcasing the attractions of the destination to maximise spending in the community.

Urban: Work with existing businesses first, then consider a caravan park or camping ground that meets the identified market.

For planning scheme definitions, performance criteria and acceptable solutions for all three types of camping sites, see Fact sheet G: Adopting standard definitions.

Note

Definitions for these zone classifications are not provided in this toolkit, as it is assumed they are defined in the local planning scheme.

Further, any definitions provided in the document are provided as a guide and would likely be amended by local governments in their application of the toolkit.

Distance as a definition

The distance a camping facility is located from a commercial establishment is a point of some contention. This toolkit does not attempt to prescribe an approach but rather identifies some pros and cons:

Pros

- It is a clear and transparent policy tool.
- It provides consistency through one approach to all situations.

Cons

- An acceptable distance may differ depending on the zone and setting (different in the Outback from in a city).
- An arbitrary distance may overlook obvious local conditions that need to be considered.

Stage 2: Management



Choosing an option

How local governments implement camping options is a matter of choice. This toolkit is provided to assist in developing the appropriate local laws, planning definitions and policies to achieve a local government's preferred outcome.

Once local governments have adopted standard definitions of bush camp, basic camping ground and seasonal caravan park, they will have the foundation for better management of a range of options.

Also, through establishing a regional camping stakeholders group and undertaking a needs analysis, they will have a better idea of the type of response required to provide the best range of camping options to visitors.

In assessing the need for their involvement, local governments should consider a range of possible solutions. This includes answering the following questions.

Is the need for additional camping options seasonal or year-round?

If the predicted impact is only seasonal, local government could consider using an **overflow model**, where an appropriate facility is utilised as a camping ground (or caravan park, depending on the facilities provided). This approach has been successfully used in locations where there is insufficient demand year-round for a commercial property but demand is consistently too great during peak periods to be accommodated in existing facilities. If the need is year-round but not commercially viable (determined from the needs analysis), the local government may opt to offer **non-commercial camping**.

How and when should the private sector be involved in delivery of the options?

Through the needs analysis and engagement with the regional camping stakeholders group, it may be clear that there is not sufficient demand for commercial delivery of the preferred camping option year-round. There may be, however, a range of **outsourcing models**—from seasonal camping ground management to camp hosts—that could deliver the preferred camping alternatives. If the local government is going to provide a camping option, it could consider how long it intends to do so and whether the facility has been designed or can be redesigned to evolve into a future commercial arrangement as part of a **stepping stones** approach.

How will the choice adopted impact on nearby regions and other facilities, including rest areas and national parks?

Local governments must assess the impacts on existing commercial operators. However, they should also consider the broader regional impacts and look at ways of encouraging more visitors to the region, for example by offering **regional permits or passes** to make it easier for the visitors to camp in the region.

Figure 10: Camping options framework.



2.1 Managed overflow model

Some communities need to establish overflow arrangements during peak seasons and when major events are happening. This can be overflow parking for those with vans and motorhomes but also includes "tent cities".

Each local government should adopt a predictable approach to the delivery of temporary seasonal overflow arrangements (see Fact sheet F: Overflow camping policy). These arrangements may be offered in peak times and/or year-round to travellers who cannot be accommodated by the private sector (e.g. those whose vehicle is too large).

The aim is to offer an alternative to camping in a rest area by providing a safe camping environment for visitors while protecting the viability of permanent facilities. However, the same approach may not be taken by each local government, as such arrangements are at their discretion.

Any established temporary seasonal overflow arrangement would need to adhere to an agreed overflow policy that is linked to the temporary use conditions of the Queensland Planning Provisions (QPP).

Temporary use is defined under the QPP as:

'a use that is impermanent and may be irregular or infrequent that does not require the construction of a permanent building or the installation of permanent infrastructure or services'

The following guidelines are intended only for camping arrangements; they have no provisions for recreational facilities, cabins or self-contained temporary accommodation:

- The trigger for commencing overflow arrangements rests with the local government after consultation with all commercial caravan parks.
- Where no vacancies are available at all existing caravan parks, including approved overflow sites within licensed caravan parks, the local government may authorise the operation of overflow camping grounds at suitable locations with preferences for the release of sites.
- Where a suitable site cannot be found because of the size of the vehicle or some other determinant (e.g. travelling with pets, including horses), the local government may authorise operation of overflow camping grounds to avoid pushing users on to other towns where that is perceived as a safety risk.
- The maximum stay at an emergency overflow camping facility could be 7 consecutive days. A camper may be allowed to book an overflow site only if there is a reasonable belief within the local government that there are no available spaces in the licensed caravan parks.

- If no host has been appointed for an overflow camping facility, a local government ranger could be appointed to resolve any unforeseen problems and be responsible for day-to-day supervision of the facility. After-hours contact could be available with the host or the ranger.
- Fees for camping at overflow facilities could be determined in accordance with the local government's annual schedule of fees and charges.

Concept testing: Maryborough Showgrounds

Under this approach, the current arrangement at the Maryborough Showgrounds would be considered a camping ground, as it operates year-round and not as a temporary arrangement.

In addition, the local government would need to implement a communications process with caravan park operators to allow one-off or seasonal overflow of campers into the showgrounds. If the State Planning Policy does not recognise multiple uses on a single lot, the current range of powered sites at the showgrounds would not comply with the guidelines for a camping ground (i.e. there is more than one powered site).

Implications

- If the land is held as a reserve for showground purposes only and short-term camping is applicable for the site, camping cannot become the major usage of the land; it can only be secondary use to the main use as a showground. The showground reserve could have an additional purpose added, such as recreation, which would allow for low-key camping. This would be subject to community consultation and relevant approvals.
- If a current showground is operating year-round and is non-commercial, the time limit of 48 hours for stays could apply to visitors not attending an event.
- There is no 'one size fits all' model and regional variations will be required in this option.
- The definition allows for both seasonal triggers for the overflow and personal circumstances (vehicle size, travelling with pets etc.) and encourages safe motoring by not forcing travellers to move on.
- Some showgrounds currently offering year-round camping on non-commercial terms may become designated as camping grounds and may need to review compliance with the design guide.
- The decision to trigger the overflow should come from the local government, working collectively with the commercial caravan parks and the managers of the showgrounds, meaning a new communication protocol not currently established in some locations may need to be implemented.

In implementing these arrangements, the following should be considered:

- **Establish an overflow management committee**—Communities that regularly experience peak seasonal demand and require overflow arrangements could establish an overflow management committee, either as a subcommittee of the local chamber of commerce or as an events organisation. This committee should include representatives from local government, caravan parks and user groups and should meet at least 6 months prior to the seasonal peak to discuss and agree on the protocols to be used during the peak.
- **Identify the sites at least 6 months in advance**—The overflow management committee should identify locations to be used for overflow at least 6 months in advance to provide enough time for those sites to comply with the town planning scheme.
- **Take a regional approach**—Establish a regional approach to managing travellers during seasonal peak visitor periods instead of having local governments work in isolation on issues surrounding supply shortage and overcrowding. In that way, towns should be aware of what nearby towns are offering.
- **Create an online booking system**—Local governments could consider developing a standard online booking system for overflow sites. The most effective solution would be regional or statewide. The current booking system operated by the Queensland Department of National Parks, Recreation, Sports and Racing could provide a model for the basis of any booking system with adjustments as necessary.

Commercial seasonal option

Local governments could review their planning schemes to consider allowing private sector providers to expand their site capacities during peak seasons to allow for overflow into established basic camping grounds that could be dormant throughout the rest of the year. This raises the potential for sites such as the car parks of pubs and backpacker accommodation to be used as basic camping grounds if the land could be made available for a seasonal overflow.

Steps to consider when planning for use of the overflow model include:

1. Have an overflow policy and process in place.
2. Make sure the policy is communicated and known by industry and stakeholders, including tourists.
3. Have a clear responsibility of the local government's role in the policy and ensure a staff member is nominated to action any requirements on their behalf.

Steps to consider when an overflow is triggered include:

1. Undertake an audit of the accommodation facilities to confirm the threshold capacity limit has been reached. This threshold could be described in the overflow policy. Include an assessment of the cause of the additional demand.
2. Determine how long the overflow is likely to be required and what the additional demand may be like.
3. Determine the most appropriate overflow location for the circumstances.
4. Ensure facilities (access, amenities, water supply etc.) are in place and functioning effectively.
5. Install appropriate signage and communicate with industry stakeholders (e.g. tourist centres, service stations) about the facility. Advertise in local/regional media if possible.

Steps to consider when an overflow is opened include:

1. Is the overflow location still in appropriate condition?
2. Are appropriate insurances in place and current?
3. Is the overflow location likely to be enough to handle all the additional demand?
4. Is the entire overflow location required or could a section of it be allocated only to better manage the site?
5. Has a process been determined to allocate the sites and to transfer visitors to other accommodation if vacancies become available?
6. Is a process in place to determine when the site is no longer required? (This could be set in the thresholds.)
7. Are sufficient resources allocated to managing the site?
8. Is there adequate information for potential clients to know the facility is available, what it offers and how long they can stay?

2.2 A non-commercial camping framework

Once a needs analysis has been completed, the need has been identified through consultation with the regional camping stakeholders group and local government has been identified as best placed to deliver the desired camping option, a transparent and well-documented non-commercial camping framework should be adopted.

The following policy template provides a basis for local government to manage non-commercial camping in a way that aligns with the industry and community aspirations but is also linked to the planning scheme and local government's strategic plans.

Non-commercial camping operational policy (draft)

Policy Issue
Camping within lands managed by local government.
Purpose
This policy outlines how local government decides where to allow camping within areas it manages. It also reviews a spectrum of camping options within local government areas and what facilities will be provided at different locations.
Background
<p>Providing a range of camping options within areas managed by local government allows local authorities to cater for a diverse mix of visitor needs and expectations, to ensure any facilities provided are suited to the settings and to maintain a diversity of visitor opportunities across landscapes residing within local government areas.</p> <p>Local government uses a spectrum of camping options that provides a standard method to characterise recreational camping sites and camping areas within local government areas. The options established within the spectrum range from bush camps through to seasonal caravan parks, including basic camping grounds within a caravan park. The spectrum essentially provides a relative measure of the level of facilities provided for intended visitor use and the level of management required by local authorities to maintain designated camping areas and govern camping activities.</p> <p>Assigning a spectrum of camping options will define a number of different camping opportunities available and will help local government effectively manage camping options in their region by providing a more consistent approach to the management of non-commercial and commercial camping areas. The spectrum will encourage the development of a diversity of accommodation options with the aim of attracting a wider range of tourists and increased visitation.</p>
Definitions
<p>The OPP defines the following:</p> <p>Tourist park</p> <ul style="list-style-type: none"> Premises used to provide for accommodation in caravans, self-contained cabins, tents and similar structures for the public for short-term holiday purposes. The use may include, where ancillary, a manager's residence and office, a kiosk, amenity buildings, a food and drink outlet, or the provision of recreation facilities for the use of occupants of the tourist park and their visitors, and accommodation for staff. <p>Short-term accommodation</p> <ul style="list-style-type: none"> Premises used to provide short-term accommodation for tourists or travellers for a temporary period of time (typically not exceeding 3 consecutive months); they may be self-contained. The use may include a manager's residence and office and the provision of recreation facilities for the exclusive use of visitors. <p>Relocatable home park</p> <ul style="list-style-type: none"> Premises used for relocatable dwellings (whether they are permanently located or not) that provide long-term residential accommodation. The use may include a manager's residence and office, a food and drink outlet, a kiosk, amenity buildings and the provision of recreation facilities. <p>Common camping activities that fit within the OPP definitions are defined in the <i>National tourism planning guide: a best practice approach to the supply of tourism</i>, which identifies the following:</p> <p>Basic camping ground</p> <ul style="list-style-type: none"> Land designated and managed for the purpose of short-term recreational lodging or camping in tents or other temporary shelter. Sites should not include amenity buildings, cabins or manager's facilities. <p>Caravan park</p> <ul style="list-style-type: none"> Premises used for the parking and/or siting of two or more mobile accommodation facilities such as caravans, cabins and relocatable homes. Sites may include ancillary facilities for park patrons such as amenity buildings, recreational facilities, storage areas, a convenience shop and manager's facilities.

Definitions (cont.)
<p>To camp, in areas managed by local government, includes:</p> <ul style="list-style-type: none"> to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure to place other equipment that may be used for camping or a vehicle in position for the purpose of staying overnight by using the equipment or vehicle to keep a tent, caravan or another structure or other equipment that may be used for camping in position overnight, whether or not the tent, caravan, structure or equipment is unattended to stay overnight.
Determinations
<p>General</p> <p>Local government aims to provide a diverse range or spectrum of recreational camping opportunities within the areas it manages. It also aims to ensure that camping opportunities are safe, protect the environment, enable visitors to interact with and appreciate the natural and cultural values of the areas they visit and enhance overall visitor experiences.</p> <p>Where provided, camping opportunities will be appropriate to the setting and range from low-volume, bush-style camping with few or no facilities, to facility-based camping in commercial camping sites.</p> <p>Where camping is allowed</p> <p>When considering where to provide camping opportunities, local government takes into account factors including:</p> <ul style="list-style-type: none"> the physical suitability of an area for camping whether the area has been traditionally associated with camping the existing and desired settings of an area including intended visitor use the compatibility of the desired setting with different camping styles (e.g. informal bush camping, vehicle-based camping in defined camping areas or commercial accommodation) the directions of relevant approved management plans any limits on site capacity or group sizes that may be required to protect natural values, maintain the landscape setting and ensure sustainability the existence and proximity of alternative camping and accommodation opportunities in the surrounding area. <p>Where camping is not allowed</p> <p>Generally, camping is prohibited or restricted:</p> <ul style="list-style-type: none"> in any area not established as a designated camping area in any rest area, truck stop or public area that does not permit overnight camping where camping would impact adversely on wildlife (e.g. in breeding areas) in places of special cultural or historical significance in 'endangered' or 'of concern' regional ecosystems in sites that are too steep, contain fragile ground or vegetative cover, are sensitive to pollution, or have no capacity for on-site water supply or satisfactory waste disposal where natural hazards are present. <p>Local government may use regulatory measures such as signage to identify 'no camping' areas and distribute infringement notices to visitors not complying with local camping laws in the following circumstances:</p> <ul style="list-style-type: none"> where campers persist in camping outside a designated camping area where campers persist in overstay the permitted length of stay at any designated camping area to limit the disturbance of campers on local residents and to protect the visual and physical amenity of an area to protect fragile sites or natural or cultural resources where all or part of a former or existing camping area is closed permanently or temporarily for rehabilitation. <p>Establishing formal camping areas</p> <p>In deciding where to establish camping sites, consideration is given to:</p> <ul style="list-style-type: none"> desired camping experiences and the intended visitor use existing and planned associated infrastructure, such as access routes areas remote from other development (including caravan parks and camping grounds that are licensed) availability of funds for infrastructure construction, facility development, management and maintenance recreational opportunities and visitor wants and needs, such as proximity to scenic features, local attractions, general shopping precincts and easy access to visitor information facilities.

Establishing a site plan design guideline

In deciding how to establish camping sites, a site plan design guideline will help local government in determining the design of camping areas, including the allocation and number of facilities for visitor use and how camping areas will be utilised.

Seasonal or temporary overflow facilities

Local government may open temporary overflow facilities to accommodate the excess influx of visitors during peak tourist periods when existing accommodation providers are operating at or near full capacity.

Constraints and limitations**Proximity**

Any non-commercial camping sites established by local government should be remote from existing commercial facilities.

Time constraints

Camping in non-commercial camping sites could be permitted for a period of 24 hours or at the determination of (Insert 5hrw/ Location). Permitted length of stay is displayed upon signage at designated camping areas.

Site limits

Local government may place a restriction on the number of overnight campers permitted at any designated camping area to limit overcrowding and allow the use of facilities by other members of the public. Site limitations are displayed upon signage at designated camping areas.

Emergency procedures

Local government, with the assistance of state agencies, has emergency preparedness procedures in place that require emergency response plans to be developed in advance for medical emergencies and foreseeable emergencies that require closure of camping areas, for example in cases of extreme weather conditions (cyclones, wildfires and flooding) and incidents requiring evacuation. Such plans should be developed and implemented as appropriate to each area.

Camping fees and permits

Where a permit is required, camp users must obtain this before they can stay in the camping area being visited. Nightly fees may apply for camping in some areas managed by local government. In these instances, a user-pays scheme is adopted to help offset the costs of maintaining camping facilities and services.

Fees are scheduled per person, family or group. Where fees are required, they apply to each person aged 5 years or older who is camping.

Campers that have no visible camping permit or user-pays receipt are in breach of local government camping regulations.

Self-registration

Under the user-pays system, campers must pay their camping fees either online, through recognised outlets or through self-registration stations located within camping areas. Where self-registration is used, signs will indicate how to obtain a permit and what fees apply. At least one self-registration sign will be installed in a central location at each self-registration camping ground.

Retrospective payment of fees

When campers stay beyond their permit dates due to legitimate unforeseen circumstances, a permit could be issued and fees paid for the extended stay retrospectively. Legitimate circumstances include extreme weather events stranding campers.

Arrival and departure times

When camping areas are booked close to capacity, a campsite may be occupied from 2 pm on the first day for which camping fees have been paid and must be vacated by 11 am of the day after the last night's fees are paid.

Camping conditions

Specific conditions that apply to camping are included on camping permits or signs erected at camping areas. It is an offence not to comply with the conditions of a camping permit or sign and penalties apply.

Camping equipment

Tents, camper trailers, caravans and motorhomes can be accommodated at designated camping areas, but suitable sites may not be available at all camping areas. Campers must not rope off areas for exclusive use within any camping areas.

Where group/family fees are paid, the party should ideally be accommodated within the one tent, camper trailer or caravan structure. Where additional structures and campsites are used, the group/family must pay additional fees.

Other considerations**Camping behaviour**

To ensure sustainability, campers are expected to minimise their impact and abide by 'leave no trace' guidelines, such as CMCA's scheme.

Compliance

Local government authorities conduct patrols of camping areas at regular intervals to ensure visitors are complying with regulations, and have paid user fees and/or obtained a permit where required. They also monitor the areas and encourage visitors to behave appropriately when camping, including respecting the environment.

2.3 Seasonal or year-round outsourcing models policy

The operation of camping grounds or overflow campsites on a cost-recovery basis may for many local governments be outside their expertise.

In some cases, the cost of establishing and operating a cost-recovery camping system, plus compliance and maintenance costs, may be too great for the local government.

To address this, each local government could prepare a standard set of outsourcing guidelines **based on their contestability guidelines**. These would include:

- standard commission structures and operating policies
- standard operating procedures
- contract terms and conditions
- a suggested schedule of fees and charges to align with those in other camping grounds (e.g. national parks).

This could apply to a range of seasonal and year-round camping alternatives as discussed in the following sections.

Camp host model

For busy campsites that have a distinct seasonal peak, a camp host could be an option. These hosts can manage camp behaviour, collect fees and keep the camp tidy. Camp hosts ideally have appropriate training, preferably with a Certificate III in Holiday Parks and Resorts. Also, they need to be able to access help on difficult issues, and to know when an issue becomes a police matter.

Seasonal outsourcing model

If a camp host is not considered appropriate, or one cannot be found, an alternative for local governments is to offer, via expression of interest (EOI) to community or commercial organisations, the ability to run the camp for a period and collect the fees. This arrangement needs to be well managed and relies on both the above recommended guidelines and the 'stepping stones' approach explained in section 2.4.

Concept testing: Fletcher Creek

During the workshops across the state, the example of Fletcher Creek was raised multiple times.

Located 40 km north-east of Charters Towers on a previously defined stock and water reserve, Fletcher Creek was designed as part of Queensland's stock routes for travelling stock.

Today it is a very popular, unmanaged campsite for the long-haul drive market. In the words of one blogger:

'Just to give you an idea of how many campervans were at the Fletcher Creek camp site 40 km north of Charters Towers. There must have been over 200 campervans, caravans and motorhomes, along this one road.'



Quote courtesy of Louise Byron and image supplied by Let's Go Travel Australia.

A site like Fletcher Creek lends itself to a seasonal camp host or outsourcing model where a nominal fee is charged for site management and the host would only be required 3-4 months of the year.

For the site to be offered under EOI to the private sector to run on an outsourcing contract, it would need to comply with the town planning scheme. In this instance, the relevant authority might consider adopting the basic camping ground definition and minimum standards.

Year-round model

If the needs analysis identifies a year-round need, the first option could be a caravan park. This would need to be discussed with local stakeholders. If a caravan park is not viable, a bush camp or basic camping ground manager could be appointed; however, these costs would need to be disclosed in the spirit of full-cost attribution. Then the question arises as to whether or not there should be a charge.

To charge or not to charge

- Honesty boxes in remote sites can work; however, a compliance level of below 30% is expected.
- Online camping fees are becoming increasingly expected, but these systems need significant investment to work effectively.
- The fee charged is discretionary, but could look to cover the full operating costs (in a full-cost attribution approach).

Implications

- This option addresses an important question raised by many local governments on how to manage outsourced camping arrangements.
- Outsourcing of management may provide a local government with the ability to operate sites more effectively where the cost of operation or approaches to cost recovery put an unnecessary burden on the local government resources.
- Having standard operating procedures, contract arrangements and suggested fee structures will make this process easier for local governments.
- Some organisations are resistant to outsourcing models and this may be perceived negatively.
- Outsourcing arrangements have met with resistance in the United States and some instances of poor contract management have led to costly exercises, resulting in the camping grounds returning to government control.

Concept testing: Townsville camping grounds

Townsville City Council has previously attempted to establish an outsourcing arrangement with a community organisation. Through the development of a standard operating procedure and contract terms and conditions, they would be able to revisit this partnership. Some of the key barriers in the Townsville situation that would need to be directly addressed in the guidelines were the administrative arrangements associated with fee recovery, and agreement on management arrangements and protocols.



Photo courtesy of CPAQ

2.4 Creating stepping stones

Many of Queensland's most popular caravan parks started their lives as popular non-commercial camping spots.

As a location is being considered through the needs analysis process, the local government needs to think about the lifespan of the site as a non-commercial camping ground. The next step for the site could be seasonal peak demand management, either through a volunteer camp host or an outsourcing arrangement with a commercial provider.

If the site was to transfer into the management of a commercial third party under a management agreement (most likely following an EOI process), it would need to comply with the local government's planning scheme to be operated commercially. The local government could adhere to the planning scheme in the establishment and operation of the site to facilitate a smooth transition into the next phase of its life. This process is called 'stepping stones'.

Step one

Could be using an area as a non-commercial camping ground that complies with the definition of bush camp, basic camping ground or seasonal caravan park as outlined in this toolkit.

Step two

Could be an outsourcing or management agreement for either seasonal or year-round management by either a camp host or commercial operator.

Step three

Could be a lease to operate the site year-round (or seasonally) as a commercial camping ground with tenure remaining with the local government.

Step four

Could be to freehold the site or retain it as leasehold.

Concept testing: Babinda camping ground

Under this approach, the current camping ground in Babinda fits the toolkit definition of a basic camping ground, except for the provision of showers. The current facilities include showers and, since these are outside of the design criteria, the site would be classified as a basic caravan park and investment would be needed to bring it up to that standard.

The triggers suggested in this toolkit would encourage the local government to complete a market needs analysis of the site before investing, considering the nearest existing commercial caravan park or camping ground is 20 km away (at Fishery Falls). This situation could be reviewed annually.

There would need to be a review of the town planning scheme to allow for the definition of basic caravan park or the provision of showers would need to be reviewed. In the future the site could be considered a potential for EOI for the private sector to operate seasonally or be converted to a basic caravan park with a number of additional alterations.



2.5 Regional permit system

Through the industry consultation, particularly in the Outback of Queensland, an opportunity was identified to create cross-regional partnerships in the form of a bush camping pass. In areas such as the Outback, local governments could combine resources to offer visitors a single permit to camp in all allocated camping spots (excluding national parks).

The concept of the permit or pass would be that the visitor could pay an annual fee and download the permit prior to departure or be sent a pack (as for the South Australian desert parks pass—see concept testing). This would allow travellers to display the permit while travelling. Those without a permit could obtain one from a visitor information centre or other designated venue while travelling or access it online while travelling. Camp hosts would still be required for more popular spots and they would check permits. Alternatively, permits would be checked when local government staff do regular maintenance.

The decision to proceed would need to be made in consultation with regional camping stakeholders.

The fees from the permits would need to be distributed among participating local governments on an agreed basis (e.g. by estimated visitor numbers from the visitor information centre, by population or by camp sites). Based on 5% of the current Outback visitor numbers, at \$150 per year, the region could generate an estimated \$1.2 million in the first year and \$715 000 each year after that.

Concept testing: South Australian desert parks

South Australia currently operates a desert parks pass that grants the holder 12 months access to Wiljara National Park, Simpson Desert Conservation Park and Regional Reserve, Innamincka Regional Reserve, Coongie Lakes National Park, Lake Eyre National Park, Wabma Kaderbo Mounds Springs Conservation Park and Tallaringa Conservation Park, and includes camping at all sites. While pay-as-you-go options are available at most parks, the pass is mandatory for the Simpson Desert and includes a guidebook featuring maps and information for all featured parks.

The pass costs \$150 in the first year, and can be renewed for the following 3 years at \$90 per year.

Table 7 Domestic overnight visitors to the Outback (000's)

	2006	2007	2008	2009	2010	2011	2012
Caravan park or commercial camping ground	5	0	0	0	0	0	0
Caravan or camping near road or on private property	3	0	0	0	0	0	0
Caravan park—staying in a caravan (and TRAVELLING WITH a caravan) (2006 onwards)	18	34	26	20	36	33	34
Caravan park—staying in a caravan (but NOT TRAVELLING WITH a caravan) (2006 onwards)	2	0	0	8	12	3	3
Caravan park—camping (2006 onwards)	13	14	22	15	13	12	15
Caravan—side of the road or private property (2006 onwards)	4	4	2	7	14	13	35
Camping—side of the road or private property (2006 onwards)	21	23	31	32	14	34	28
Camping—national park or crown land (2006 onwards)	10	23	13	15	8	5	23
Caravan park, staying in a self-drive van, motorhome or campervan (and TRAVELLING WITH a self-drive van, motorhome or campervan)	0	0	0	0	0	3	3
Self-drive van, motorhome or campervan—side of the road or private property	0	0	0	0	0	11	13
Total	76	98	94	97	97	134	159

Source: NYS data, TRA, year ended March, 2006–2012

Agreed approach, annually reviewed

Local governments are encouraged to retain their regional camping stakeholders group throughout the process and establish at least an annual forum of the group to discuss issues and opportunities. These discussions should be based on the information collected throughout the year on the camping trends, including a measurable impact from the camping options implemented.

An agreed approach

The response applied by a local government could reflect the outcomes of the needs analysis—indicating whether the best option is a year-round solution or a seasonal arrangement, whether the option can be best delivered through the private sector or with local government taking the lead. The community should be engaged in any discussions of the total costs (using a full-cost attribution model) and benefits of the decision if local government funds are involved.

Annually reviewed

The regional camping stakeholders group should meet at least annually to review progress. The local government could take a lead role in collecting and sharing impartial information on progress through a variety of sources, including the camping grounds and, where possible, through a visitor survey. This information should be put into context with whole-of-destination results (NVS and IVS results) through the regional tourism organisation along with the results from the caravan parks, community and user groups, and any other sources. The key to evaluating data is recognising there is almost always a bias from the method used to collect the data, so good data will come from a variety of sources.

The annual review process could include a discussion on the impacts of the camping options and possible stepping stones to more sustainable operating models. The local government should consider annually whether its investment is supporting or stifling private sector investment and how to maximise the benefits without compromising health, safety or the environment.

Below are some tips for effective data collection.

- Work with a university or TAFE to prepare the survey using recognised methods of survey design.
- If possible, collect data at different times and places to get a representative sample. Before assuming the data collected is representative, check it against other data to see if there is an over-representation of one group.
- If your survey is about expenditure, use evidence of actual amounts rather than estimates if possible.
- Try to use questions for which the answers can be quantified. Avoid using open-ended questions.
- Recognise that some questions elicit a bias through their design. For example, the question "Would you have come here if this camping ground was not available?" is more likely to give a biased result than "What was the main reason you came to town?"
- Use the same survey each year (or at least some of the same questions) so the trends can be tracked.
- Keep it simple. The more questions asked, the less likely the respondent is to answer accurately. (No more than 10 questions is best.)

Case study: Ayr Showgrounds

The Burdekin Shire Council's Basic Trust Land Management Plan for Ayr Showgrounds proposes that the site be used for camping by fully self-contained RVs and motorhomes only. Town planning approval is yet to be sought and given for this purpose. Patrons will be responsible for disposal of toilet waste, greywater and litter. The site will be limited to no more than 50 vehicles at any one time and receipts are to be retained by Council to record income generated by the site.

Stage 3: Implementation



Implementation of camping options

Remember: Implementation of the approaches suggested in this toolkit is at the discretion of each local government.

Once a local government has established a consultative foundation (Stage 1) and adopted a preferred model(s) (Stage 2), it can move into implementation of the model, marketing and creating partnerships to deliver the maximum benefit with the least cost to the community. This should include reviewing the suitability of local laws and the planning scheme definitions of the local government.

It is only through taking action at a local level the real benefit will be provided. This is where the greatest contribution to the 2020 target of doubling the value of the visitor economy will be achieved.

The first step is to ensure all of the appropriate management tools are in place to monitor and enforce the preferred model(s). The next is to begin actively promoting the rules and the opportunities to consumers.

The consultation process undertaken to prepare this toolkit revealed that many local governments shared common experiences and yet few were working across regional boundaries to find common solutions. Opportunities exist for stronger partnerships on this important issue.

Finally, monitoring performance and sharing experiences is vital. Local governments need quantifiable evidence for models that are working and should share this through a broad range of channels.

Figure 11. Camping options framework



3.1 Management and enforcement

Through the regional camping stakeholders group, a preferred model(s) could be implemented with a range of supporting material. The legal framework should be in place to support this option, and should include the following elements.

Establishing a foundation for enforcement

Each local government should review its local laws to ensure there is a clause specifically stating that unless otherwise signed, camping is illegal. This provides a clear path to manage and enforce illegal camping. It is important to provide local laws officers with appropriate powers for issuing on-the-spot fines and to work with the police to manage illegal camping (see Fact sheet A: Legal camping options).

Volunteer management options

Through partnerships and alliances with the Queensland Government and through the Local Government Association of Queensland, local governments could better leverage programs to introduce industry or volunteer-driven monitoring and management programs. This includes camp hosts, volunteer coordinators and volunteer workers to maintain key camping assets.

Bush camp, basic camping ground and seasonal caravan park definitions in the planning scheme

Building on the definitions of the QPP, each local government could adopt the definition and planning scheme templates for the performance measures and acceptable solutions for bush camps, basic camping grounds and seasonal caravan parks. Many schemes already provide for camping grounds (typically school camp-style facilities), so bush camps, basic camping grounds and seasonal caravan parks would need to be defined alongside these in the scheme.

Stepping stones

When new non-commercial camping sites are being considered, the local government could have stepping stones in mind as to how and when the site will become self-sustaining (if ever). This includes designing the site to adhere to the planning scheme and ensuring the planning scheme provides for a stepping stone approach.

Reducing red tape and cost

Red tape could hold back the expansion of the caravan park sector in Queensland. Local governments could examine areas where they could assist in making commercial camping operations more viable. This could include reducing the burden on commercial operators for the provision of amenities (e.g. toilets, showers, hand basins) and the commensurate water and waste disposal charges and headworks that go with these facilities.

As more travellers carry facilities on board, there has been a decrease in the use of amenities in caravan parks. Further, where possible, local governments could consider seasonal service charges to account for the low season in camping travel.

The Queensland Government has a strong reform agenda for the reduction of red tape and has committed to reduce red tape by 20%. Local governments could review and, where practical, implement relevant recommendations arising from state reform projects.

Full disclosure of costs and benefits

Local governments are encouraged to adopt a transition process (up to 5 years), allowing time to deliver a predictable approach. Having accurate calculations of the costs (using a full-cost disclosure or attribution model) and the real benefits (considering where travellers are likely to be on the replenishment cycle) is vital to informed debate.

Further, it is important the results are shared with the community and local businesses in a way that informs debate (e.g. cost per site per night) and allows easy comparison with other services and facilities offered by local government.

Important note

This toolkit provides a guide for local governments in the review of their relevant planning scheme definitions and local laws. Implementation of changes is at the discretion of local governments, as are the final definitions and planning conditions attached to the definitions.

While this toolkit provides prescriptive definitions, these are intended to be the basis for local governments to prepare their own definitions to suit local conditions and aspirations.

3.2 Promotion and partnerships

Promotion of camping options

Encourage new markets

A key aim of this toolkit is to increase the range of alternatives with a view to increasing the appeal of Queensland as a drive tourism destination for a range of new and emerging markets. This includes international markets, which have great potential to increase the commercial viability of existing businesses. Successful implementation of camping options in the community hinges on encouraging more visitors. Local governments could work with regional and local tourism organisations to promote the variety of camping options they have to offer, including commercial and non-commercial sites. Other organisations, such as TEQ, could help local governments reach new markets.

Add onselling

Simply opening a new facility is not going to create the economic impact communities desire. Communities, led by their local governments, need to maximise the onselling opportunities to travellers staying at non-commercial camping sites.

Maximise visitor spending

Aligning overflow camping facilities opening times with regional events could maximise the number of visitor stays during peak visitation periods, when existing accommodation is operating at full capacity.

Ensure accuracy of information

With new options provided for drive tourists, the key people they come into contact with could be trained to accurately inform them of the options available. This could be through training staff at visitor information centres or working with third parties such as producers of guidebooks and camping websites to ensure they incorporate current information.

Partnership opportunities

Adopt a collaborative approach

Before local governments begin developing non-commercial camping facilities, they should engage local businesses (including caravan parks) and user groups to understand the market need and the level of support for the concept. A preliminary roundtable forum followed by a survey of local businesses to assess their level of support for the concept is good input for a comprehensive needs analysis.

Share experiences

Each local government is encouraged to undertake an annual review of the implementation of its camping options to ensure they remain suitable and relevant. Local governments are encouraged, through the Local Government Association of Queensland, to share experiences (both positive and negative) on implementation.

Working towards the drive strategy objectives

The *Queensland drive tourism strategy 2013–2015* aims to encourage more travellers to take a driving holiday in Queensland. Local governments play a vital role in delivering the strategy's vision:

By 2020, Queensland will become the nation's number one drive tourism destination, reflecting safe and appealing tourist driving routes that showcase outstanding experiences from the Outback to the coast and up to the Gulf.

The options in this toolkit provide a basis for achieving this vision; however, the final decisions to deliver the priorities rest with local governments.

Through implementing the steps outlined in this toolkit, local governments could move towards achieving the following key points.

Meeting consumer needs

Through raising the standards of bush and basic camping, and recognising seasonal caravan parks, local governments could facilitate the delivery of the higher quality of camping experience sought by today's travelling public. The camping options offered in each local government area should address the broad range of market needs discussed in this toolkit.

Delivering road quality and safety

Ensuring there are adequate sites to meet the future demand and working with the relevant authorities to enforce local laws regarding illegal camping (including working with the Queensland Government on rest area enforcement) will help visitors have a safe and enjoyable experience while travelling to their destination.

Clear and effective signage

Local governments can make the message clearer with effective signage that identifies the places visitors can and can't camp. This can be done without detriment to the aesthetics of the region or road safety. It could also be reinforced in the marketing messages of the key tourism and automotive bodies through their involvement in the regional camping stakeholders group.

Roadside infrastructure that enhances the experience

The guiding principles of this toolkit are that the infrastructure provided is safe and does not impact on the landscape amenity or the environmental qualities that people are coming to see. By adopting the definitions and planning guides in this toolkit, local governments can provide infrastructure that demonstrates leading practice in environmentally sustainable and responsible tourism while responding to the changing market needs.

A range of accommodation and facilities

By supporting the existing businesses before considering new facilities, local governments can ensure Queensland continues to provide a range of accommodation options to meet the needs and expectations of consumers. Where new camping alternatives are supported by the needs analysis, local governments should engage local businesses and facilitate the development of new facilities (while considering relevant stepping stones) to expand the type and style of camping options offered to visitors.

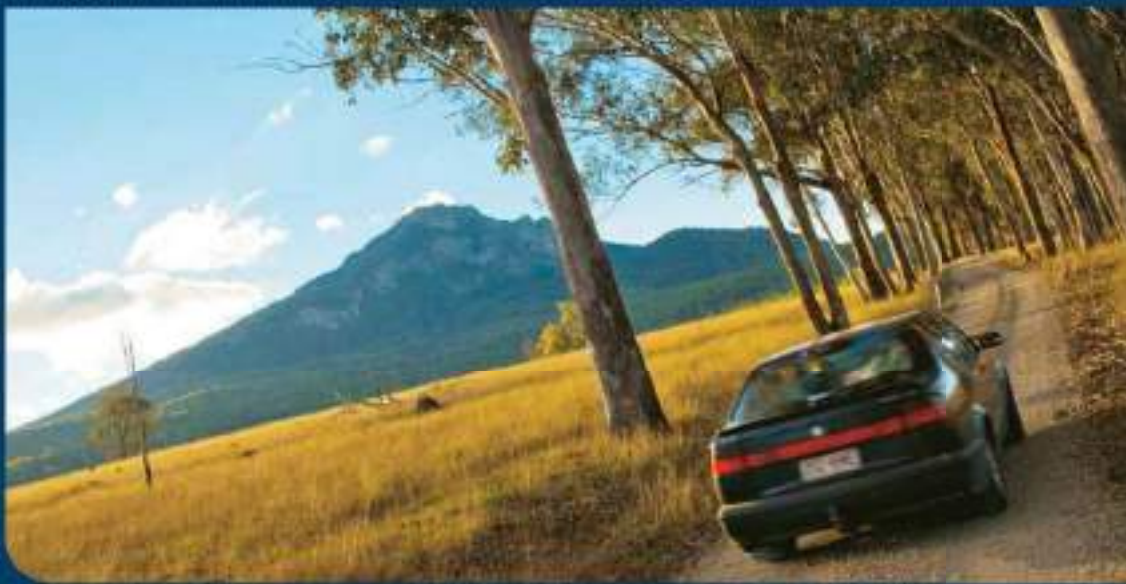
Effective visitor information and technology applications

Once the model is implemented in policy and local law, it must be effectively communicated. Ideally this should be done in partnership with neighbouring local governments to ensure visitors can readily access reliable and unbiased information on the range of camping available locally and in other destinations they plan to visit.

Inspiring marketing and promotion

Finally, by investing in marketing and promotion of new and established camping alternatives, local governments can highlight why Queensland is the place to stay. This will contribute to a better road experience for all travellers and aims to increase their length of stay in Queensland. It will contribute to the economic prosperity of all Queensland's regions.

Fact sheets





Legal camping options

Fact sheet A

Local Government Act 2009

The *Local Government Act 2009* does not specifically define or legislate around camping. The Act defines the competitive neutrality principle, which applies to an entity conducting a significant business activity in competition with the private sector. The entity should not enjoy a net advantage over competitors only because the entity is in the public sector.

A significant business activity has been identified as a business activity of a local government that:

- (a) is conducted in competition, or potential competition, with the private sector (e.g. off-street parking, quarries, sporting facilities), and
- (b) meets the threshold prescribed under a regulation.

The *Local Government Act 2009* allows a local government to make and enforce any local law necessary or convenient for the good rule and local government of its local government area. This would include local laws dealing with the locations travellers are allowed to camp.

Land Act 1994

Under the *Land Act 1994* (s. 31), the Minister may dedicate unallocated state land as a reserve for one or more community purposes. The use of the reserve is set out in local laws or by-laws made by the trustee. Supporting the *Land Act 1994* are a number of Queensland Government policies that relate to camping:

Caravan Park Policy (PUX/901/102)

The classification of a reserve as a 'reserve for recreation' allows for camping with limited facilities for a maximum of 3 nights. Local governments wishing to pursue this must create a local law to authorise the activity.

Secondary Use of Trust Land (PUX/901/209)

The Secondary Use of Trust Land policy provides guidelines to ensure a statewide approach is taken to management of and allocation of tenure to allow secondary uses of trust land. Requirements related to camping as an approved secondary use include:

1. There is no suitable site and there is a genuine need for camping in the area.
2. The use must not diminish the purpose of the trust land or adversely affect any local licensed caravan and/or tourist park owners.
3. The views of the Queensland Chamber of Agricultural Societies could be sought on the use of part of the showgrounds for camping outside of the show period.
4. The camping is to be provided for the travelling public only and any stay should be limited to no longer than 3 nights, which may be extended to no more than 7 nights with the proviso that there is no adverse effect on local licensed caravan and/or tourist park owners.

5. Camping, in today's terms, includes a stay in a caravan.
6. The area should clearly be a camping area, not a caravan park as such, with the facilities provided consistent with a camping area (i.e. BBQs, benches, rubbish bins, toilet facilities, tap water, showers).
7. On-site accommodation and facilities such as a kiosk, laundry and associated facilities are not to be available. (The travelling public could use facilities within the town/area.) Additional improvements may be provided but this would tend towards a commercial caravan park, which is not appropriate.
8. A management plan is required, whether the area is to be managed by the trustee (by issue of trustee permits) or by a lessee under a trustee lease.

Queensland Planning Provisions

The QPP includes the following definitions.

Relocatable home park

Premises used for relocatable dwellings (whether they are permanently located or not) that provides long-term residential accommodation. The use may include a manager's residence and office, food and drink outlet, kiosk, amenity buildings and the provision of recreation facilities.

Short-term accommodation

Premises used to provide short-term accommodation for tourists or travellers for a temporary period of time (typically not exceeding 3 consecutive months) and may be self-contained. The use may include a manager's residence and office and the provision of recreation facilities for the exclusive use of visitors.

Tourist park

Premises used to provide for accommodation in caravans, self-contained cabins, tents and similar structures for the public for short-term holiday purposes.

The use may include, where ancillary, a manager's residence and office, a kiosk, amenity buildings, a food and drink outlet, or the provision of recreation facilities for the use of occupants of the tourist park and their visitors, and accommodation for staff.

The QPP is a state planning instrument under the *Sustainable Planning Act 2009* and provides a consistent form for the preparation of planning schemes across Queensland. The QPP prevails over all other best practice guidelines.



National tourism planning guide: a best practice approach

The *National tourism planning guide: a best practice approach* was prepared by the Australian Government in 2011. The purpose of the guide is geared towards the universal identification of a good practice approach to delivering the strategic alignment of plan-making, planning policy development and the approval process, as it relates to the supply-side of tourism. In relation to the supply of commercial and non-commercial camping options, the guide defines the following terms.

Camping ground

Land designated and managed for the purpose of short-term recreational lodging or camping in tents or other temporary shelter. Sites may or may not include amenity buildings, cabins and manager's facilities.

Caravan park

Premises used for the parking and/or siting of two or more mobile accommodation facilities such as caravans, cabins and relocatable homes. Sites may include ancillary facilities for park patrons such as amenity buildings, recreational facilities, storage areas, a convenience shop and manager's facilities.

Guidelines on good design for caravan parks and relocatable home parks

These guidelines were prepared by the Queensland Government for use by local governments when preparing codes for caravan park and relocatable home park development in their planning schemes. The guidelines are advisory only and aim to ensure residential parks are designed and maintained to similar standards. The guidelines have not been updated since 1997.

Health and safety

All camping grounds, commercial and non-commercial, need to ensure 'responsible use' that is compliant with a basic minimum standard. Local governments and consumer groups need to consider the implications of options like member stop-overs and use of private land for overnight stops. This use needs to be consistent with the planning scheme and the relevant state legislation and policy on environmental protection, health and safety.

Public Health Act 2005

If a public health risk is caused by water other than drinking water or recycled water, it is a local government public health risk and must be dealt with by the local government (ss. 30, 31). This would likely be an issue at camp sites if the sewerage system were to fail.

If issued with a public health order, the recipient must comply or face further action (s. 23).

Local Government Act 2009

If there is inconsistency with laws made by local governments and those made by the state government, the state laws prevail to the extent of the inconsistency (s. 27).

Environmental Protection Act 1994

Phase 3 of the *Environmental Protection Act 1994* is concerned with implementing environmental strategies and integrating them into efficient resource management. This involves:

- integrating environmental values into land-use planning and management of natural resources
- ensuring all reasonable and practicable measures are taken to protect environmental values from all sources of environmental harm
- monitoring the impact of the release of contaminants into the environment
- requiring persons who cause environmental harm to pay costs and penalties for the harm (s. 4).

Model Local Law No. 3 (Community and Environmental Management)

The purpose of this law is to 'protect the environment and public health, safety and amenity within the local government's area'.

Local laws and planning schemes

Local governments could use a variety of internal measures to support and encourage the private sector to meet the needs of the travelling public through a review of facility requirements (how many toilets, showers etc. are required), seasonal rates to reflect lower use in off-peak times, and a review of the formula used for service costs (sewerage and sullage), recognising an increasing number of travellers have vehicles that don't require them to use the publicly available facilities (but these are still required in most planning approvals).

A review of a number of current local government planning schemes identified the following key points:

- Caravan parks and camping grounds are typically assessable development (require a development application in most instances).
- There are no obvious exemptions to the need for a development application for sites that are owned or managed by local government.
- Across the local government areas reviewed, parameters and requirements in the codes are not consistent.
- For the most part, the codes don't appear to specify key requirements like minimum standards/ratios for provision of toilets, showers, pump-out facilities etc.



- * The codes don't make any distinction between bush camps and camping grounds in an urban area, nor are there any provisions relating to motorhomes.

Foundations for enforcement

This toolkit provides a foundation for action, but the final implementation and wording is up to each local government. Following are some examples of how local governments have provided a foundation for enforcement.

Cook Shire Council

Local Law No. 22 (Caravan Parks and Camping)

S. 3: Camp in relation to land includes the physical occupation of, or staying overnight on land by a person, whether in accommodation, car or otherwise sleeping out.

Redland City Council

Local Law No. 7 (Camping Grounds)

S. 27: A person must not camp on local government land unless—

- the land is within—
 - a camping ground; or
 - a lawfully established and operated caravan park; or
- the person has the local government's written approval to camp on the land.

Gold Coast City Council

Local Law No. 9 (Parks and Reserves)

S. 12: A person must not, unless authorised by a permit, a sign exhibited in the park or a subordinate local law, use a park for the purpose of—

- camping; or
- occupying or remaining overnight in a park.

Definitions

To **camp** means to occupy or to sleep in or to attempt to sleep in a tent or motor vehicle, or otherwise in, on or under a facility, or on the ground of a park and; **camping** has the corresponding meaning.

Balonne Shire Council, Boulia Shire Council

Local Law No. 17 (Parks and Reserves)

S. 20: A person must not sleep overnight in a park or reserve (including a town reserve) without the local government's written permission.

Barcoo Shire Council, Barcaldine Regional Council, Charters Towers Regional Council

Subordinate Local Law No. 1.6 (Operation of Camping Grounds)

Operation of a camping ground does not require an approval.

Boulia Shire Council, Bulloo Shire Council

Local Law No. 23 (Camping and Camping Grounds)

S. 32: (1) Subject to section 32.(2) of this local law, a person must not pitch or make a camp, make a camp site, pitch a tent, or park a caravan within 1 km of a camping ground within the meaning of this local law, a caravan park within the meaning of the local government's Local Law No. 22 (Caravan Park Operators), or any residential building.

S. 32: (3) A person must not camp on local government land unless—

- the land is within—
 - a camping ground within the meaning of this local law; or
 - a caravan park within the meaning of the local government's Local Law No. 22 (Caravan Park Operators); or
- the person has the local government's written approval to camp on the land.

Carpentaria Shire Council

Local Law No. 00 (Caravan Parks and Camping)

S. 5: Camp in relation to land includes—

- physical occupation;
- staying overnight; or
- the establishment of a site for the purposes of camping, by a person on land, whether in accommodation, car or otherwise sleeping out.

S. 21: A person must not camp except in a caravan park within the areas prescribed by subordinate local law (does not apply within 5 km of the towns of Normanton and Karumba, when driving stock, Normanton Rodeo Grounds, Karumba Recreation Reserve, Gilbert River, Little Bynoe and Big Bynoe (Burketown Road), Flinders River (Walkers Bend), Walkers Creek, Glenore, Flinders River (Burketown Road), Mitchell River and Staaten River.

Local Law No. 13 (Parks and Reserves)

S. 18: A person must not sleep overnight in a park or reserve without the local government's written permission.



Estimating the real cost and additional benefits

Fact sheet B

Full-cost attribution checklist for a camping facility owned or managed by local government

Full-cost attribution requires a local government to identify all costs of providing a significant business

activity as if it were operating a stand-alone business that does not enjoy any subsidy from its public ownership. This includes costs that an entity does not actually incur, but that private businesses do incur in the provision of the same service (e.g. insurance, rates and taxes).

Table B.1 Estimating the costs of a camping facility (sample)

Expenses	Total annual cost associated with the facility (\$)	Proportion attributable to camping-related activities (%)	Annual cost attributable to camping at the site (\$)	Guiding notes
Operating costs				
Direct salaries (project management)	[insert value]	[insert value]	[insert value]	Includes on-costs such as payroll tax and superannuation. Consider all time allocated to the management of the facility on a pro-rata basis. Includes fee collection expenses.
Indirect salaries (project administration)	[insert value]	[insert value]	[insert value]	Includes on-costs such as payroll tax and superannuation. Consider all time allocated to the administration of the facility on a pro-rata basis.
Maintenance and repairs	[insert value]	[insert value]	[insert value]	Maintenance may include toilet block, fencing, roads, camping sites, garbage bins and other infrastructure.
Electricity	[insert value]	[insert value]	[insert value]	Includes operation of the amenities block and lighting.
Rubbish collection	[insert value]	[insert value]	[insert value]	Includes both collection and disposal of rubbish.
Water and sewerage	[insert value]	[insert value]	[insert value]	Use costs equivalent to those of a commercial operator.
Gardening/landscaping	[insert value]	[insert value]	[insert value]	Includes maintenance of the grounds of the facility. This includes lawn mowing, pruning etc.
Consumables	[insert value]	[insert value]	[insert value]	Toilet paper, bathroom supplies, cleaning supplies.
Signage	[insert value]	[insert value]	[insert value]	Includes the upkeep of signage and other visitor information at the site.
Cleaning	[insert value]	[insert value]	[insert value]	
Capital costs				
Financing costs	[insert value]	[insert value]	[insert value]	Based on the Reserve Bank of Australia's 90-day bank accepted bill rate (e.g. 7.5% of investment).
Depreciation	[insert value]	[insert value]	[insert value]	
Opportunity cost of capital	[insert value]	[insert value]	[insert value]	This is the opportunity cost of the capital invested, calculated as a percentage (e.g. 6%).
Planning costs	[insert value]	[insert value]	[insert value]	
Additional external costs	[insert value]	[insert value]	[insert value]	Costs associated with a development application.
Competitive neutrality costs (costs the facility would attract if it were owned and operated by the private sector as a stand-alone business)				
Administration	[insert value]	[insert value]	[insert value]	Includes any permits or regulatory compliance.
Land tax	[insert value]	[insert value]	[insert value]	
Rates	[insert value]	[insert value]	[insert value]	
Insurance	[insert value]	[insert value]	[insert value]	General property and public liability of the site.
Total expenditure				



Establishing the benefits of a camping facility owned or managed by local government

What are the potential benefits?

Numerous benefits can extend from a local government providing a camping facility to attract visitors to stay overnight in the region. These may include economic, social and environmental benefits.

Economic

- Increased income
- Increased employment

Social

- Increased visitor safety by reducing the number of visitors staying at undesignated campsites
- Improved social fabric or morale of the local community through interactions with visitors
- Greater means to undertake community projects (via the increase in expenditure in the region)
- Better facilities for local residents (e.g. visitors support local cafes and restaurants that as a consequence have longer opening hours)
- Improved resilience of the local economy through diversification

Environmental

- Reduced environmental damage from visitor activities at undesignated campsites including littering, erosion etc.
- Better control and management of visitor impacts

To complete a CBA, all benefits need to be quantified and expressed in monetary terms. However, it can be difficult to quantify some social and environmental benefits.

Market gap and quantifying the economic benefit of visitor expenditure

The increase in visitor spending provides benefits to some local businesses and workers. However, this visitor expenditure is not a net benefit, as it does not account for resources used by the local businesses in providing their good and services. Instead, the benefit is the difference between the visitors' spending and the cost the local businesses incurred in providing the goods and services (i.e. the benefit to the shire is not the amount visitors spend, but the difference between what visitors pay and what it costs to provide those goods and services).

Estimating this benefit can be difficult, as the costs of local businesses in supplying goods and services for the visitors staying at the camping facility are often not known. A general percentage of net benefits from visitor expenditure could be applied where local data is not available.

There are numerous ways to estimate the economic benefit of the camping facility. A simple calculation is provided in Table B.2 as a guideline.

Table B.2 Estimating the economic benefit of a camping facility (sample)

	Calculation	Reference (see Table B.3)
How many extra visitors will stay overnight in the region if the camping ground is provided (per year)?	[insert value]	A
On average, how many nights will these visitors stay in the region?	[insert value]	B
On average, what will each of these visitors spend in the region per day (excluding spend on campsite fees)?	[insert value]	C
Visitor expenditure in the region due to the camping ground	$A \times B \times C$	D
Net benefit (%)	[insert value]	E
Net benefit	$D \times E$	F



Table B.3 Assessing the market need and its economic impact

	Description	
A	How many extra visitors will stay overnight in the region if the camping facility is provided?	<p>This estimate could be undertaken through primary research, comparison with a similar facility in an adjoining local government area, consultation with industry and/or tourism specialists/professionals. Historical data on occupancy of the facility can also be useful as benchmarks in determining how many extra visitors will stay overnight in the region. A survey is another useful means of gathering this information if no other data sources are available.</p> <p>A top-down approach can also be used when no other data is available. Follow these steps:</p> <ul style="list-style-type: none"> Refer to TRA's local government visitor statistics for an estimate of the number of visitors who stay overnight in the region as a basis for the calculation. Estimate the percentage increase likely to occur with the facility through one of the methods identified above. Determine the additional visitors based on this percentage.
B	On average, how many nights will these visitors stay in the region?	<p>The average length of stay of an overnight visitor at a regional level is available through TEQ's destination visitor data at www.tq.com.au. This can be used as a baseline for the calculations. Otherwise, local data sources can be used.</p> <p>Note: if there is a maximum stay limit imposed on the camping facility, the average length of stay should not be greater than this limit.</p>
C	On average, what will each of these visitors spend in the region per day?	<p>This can be calculated by either a top-down or a bottom-up approach.</p> <p>Top-down approach:</p> <ol style="list-style-type: none"> Access the most relevant figures from TEQ (regional level) or, if available, from TRA (at a local government level). Select relevant statistics for the appropriate visitor markets (those defined as staying at a campsite or caravan park facility). Analyse and interrogate these figures to make them more relevant for the local area. This could include consultation with tourism professionals, consultants or industry representatives. Assumptions on expenditure behaviour need to be documented and justified. <p>Bottom-up approach:</p> <ul style="list-style-type: none"> Develop a spend profile for an average visitor based on the site-specific circumstances (i.e. consider each element of what a visitor would spend money on during a stay in the region). Break down the expenditure into areas of spending such as: entertainment, accommodation, food and beverage, retail and transport (including petrol). Survey visitors to identify this expenditure behaviour. If possible, collect sufficient responses for the survey to be statistically reliable. <p>Consider the following questions when determining the expenditure behaviour of the visitors:</p> <ul style="list-style-type: none"> How close is the facility to the town? Closer proximity is more likely to result in increased expenditure on goods and services within the town. What services are available in the town? Some services, (e.g. fuel) may not be available on weekends in the town and this will impact the expenditure behaviour of visitors.
D	Total visitor expenditure in the region due to the facility	This is a calculation only.
E	Net benefit (%)	<p>This is a multiplier that accounts for the net benefit of visitor expenditure in the local government area. It is the percentage of visitor spending that is not used on producing the goods and services provided to visitors.</p> <p>The net benefit percentage depends on the links and leaks within the economy. It will be greater if there are more local links across the tourism industry. Contact TEQ and TRA for information on the latest reports and studies available for the region to help determine an appropriate net benefit percentage.</p>
F	Net benefit	This is a calculation only.



Camping market profile

Fact sheet C

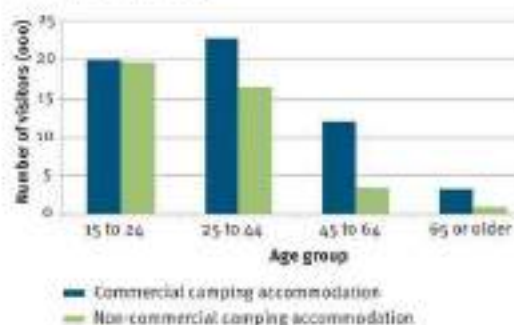
International visitors by commercial or non-commercial camping accommodation and age group

According to TRA data (for the year ended March 2013), the younger age groups of 15–24 years and 25–44 years make up the majority of international visitors utilising commercial camping accommodation. The 25–44 years group is slightly higher, with 39% staying in this accommodation type.

Also, more international visitors in the 45–64 years age bracket stay in commercial camping accommodation options, as opposed to non-commercial camping accommodation.

As shown in Figure C.1, the large majority of international visitors staying in non-commercial camping accommodation are the younger age groups of 15–24 years and 25–44 years. These age groups make up 89% of the entire non-commercial accommodation group for international visitation.

Figure C.1 International visitors staying in commercial and non-commercial camping accommodation by age group, year ended March 2013



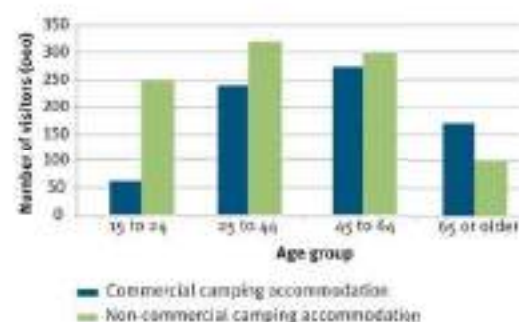
Source: TRA, NVS data, year ending March 2013

Domestic visitors by commercial or non-commercial camping accommodation and age group

According to TRA data (for the year ended March 2013), the 45–64 years age group make up the majority of domestic visitors staying in commercial camping accommodation (see Figure C.2). The older age groups are more significantly represented in commercial camping accommodation for domestic visitors than they are for international visitors.

Unsurprisingly, rates of domestic visitors in the 15–24 years age bracket utilising non-commercial camping accommodation are much higher than the rates for commercial camping accommodation. There is also a significantly lower proportion of the 65+ years age group staying in non-commercial accommodation than in commercial camping accommodation.

Figure C.2 Domestic overnight visitors staying in commercial and non-commercial camping accommodation by age group, year ended March 2013



Source: TRA, NVS data, year ending March 2013



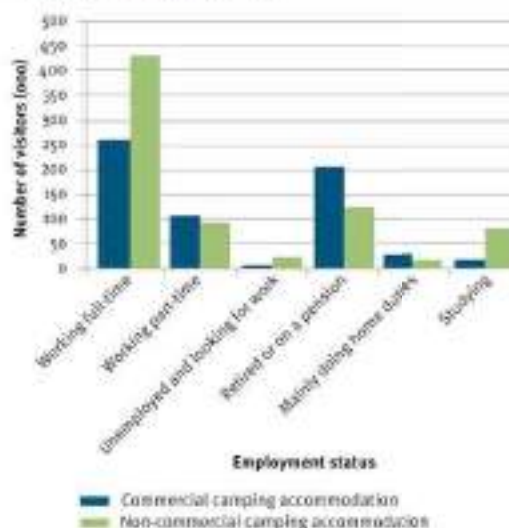
Domestic visitors employment status by commercial or non-commercial camping accommodation

Based on employment status, the largest groups for commercial camping accommodation are those working full-time (42%), those retired or on a pension (33%) and those working part-time (12%). Significantly, the group who are retired or on a pension utilise commercial camping accommodation to a greater extent than non-commercial, with 205 000 domestic visitors in 2013 staying in commercial camping accommodation and 127 000 in non-commercial.

Non-commercial accommodation also shows a large majority of full-time workers (55%). Those who are studying account for a larger proportion of total visitors staying in non-commercial accommodation (11%) than those staying in commercial accommodation (3%).

Key sectors for non-commercial camping accommodation are the young singles living at home.

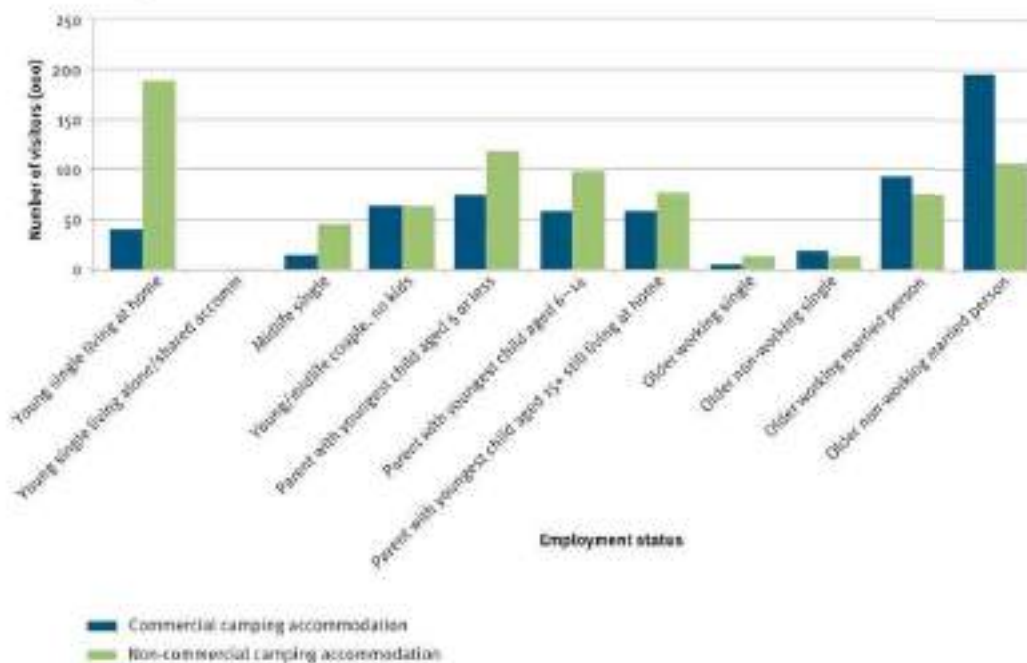
Figure C.3 Domestic visitors staying in commercial and non-commercial camping accommodation by employment status, year ended March 2013



Domestic visitors lifecycle by commercial or non-commercial camping accommodation

Key sectors for commercial camping accommodation include older non-working married people and older working married people as well as parents with the youngest child aged 5 years or less and young/midlife couples with no children.

Figure C.4 Domestic visitors staying in commercial and non-commercial camping accommodation by lifecycle group, year ended March 2013





Competitive neutrality

Fact sheet D

Competitive neutrality

With the objective of improving the efficiency and productivity of the Australian economy, all Australian governments have agreed to adopt a number of competition initiatives with respect to government business activities, known collectively as the *National Competition Policy*.

Competitive neutrality is a key element of this policy. It requires public sector business activities that are in competition with the private sector to not have competitive advantages or disadvantages simply by virtue of their government ownership or control. The advantages that government business activities may have include the absence of:

- full federal or state taxes or tax equivalent systems
- debt guarantee fees directed towards offsetting the competitive advantages of government guarantees
- procedural or regulatory requirements of the federal, the state or a local government on conditions equivalent to the conditions to which a competitor or potential competitor may be subject, including, for example, requirements about the protection of the environment and about planning and approval processes.

Competitive neutrality does not extend to competitive advantages or disadvantages arising from factors such as business size, skills, location or customer loyalty.

Administration of competitive neutrality in Queensland

The two agencies with primary responsibility for the administration of competitive neutrality in Queensland are the Queensland Competition Authority (QCA) and Queensland Treasury.

Queensland Treasury is responsible for overseeing the application of competitive neutrality principles to Queensland Government business activities as is required in Clause 3 of the Competition Principles Agreement. Clause 3 of the agreement requires each local government to consider applying competitive neutrality principles to its significant business activities where it can demonstrate the benefits to the community would outweigh the costs.

In addition, under the *Local Government Act 2009*, local governments are required to establish appropriate processes for dealing with competitive neutrality complaints about their relevant business activities. A complaint can be made to either the local government or the QCA.

The role of the QCA in the area of competitive neutrality is twofold:

- To accept and, if considered warranted, investigate complaints that the significant business activities of state government agencies, and certain local government business activities, enjoy competitive advantage over competitors or potential competitors. The results of any investigation or consideration are to be reported to relevant ministers or local governments for their consideration.
- To accredit certain state and local government business activities as complying with the principle of competitive neutrality, for a period of up to 2 years. Provided accredited agencies maintain the terms of their accreditation and continue to comply with the principle of competitive neutrality for the period they have been granted accreditation, they have an effective defence against complaints.

The core requirements for local government and state government competitive neutrality are the same. Competitive advantages or disadvantages due to government ownership need to be addressed to establish a level playing field between government and non-government businesses.

The role of Queensland Treasury is to investigate competitive neutrality complaints made against Queensland Government significant business activities that are outside the QCA's jurisdiction.

Regulatory framework—Queensland Government business activities

With regard to competitive neutrality, the *Queensland Competition Authority Act 1997* outlines:

- the definition of competitive neutrality
- the means by which Queensland Government business activities become subject to oversight by the QCA for compliance
- the processes and powers that govern the QCA's investigations
- the responsibilities of the Premier and Treasurer in considering the recommendations of the QCA.

Once the Premier and Treasurer declare the business activities of certain agencies for the purposes of compliance, these activities are gazetted, and complaints against them may be received by the QCA. Subject to certain criteria, the QCA can then investigate the complaint. Ministers consider the recommendations of the QCA and, within 30 days, issue a decision notice, which must outline the reasons for that decision.



The Act also allows the QCA to receive requests for accreditation for compliance with the principle of competitive neutrality. Government agencies responsible for significant business activities can seek accreditation for those activities, to support that they are being provided in accordance with the principle of competitive neutrality. Such accreditations provide protection against investigations of complaints for a period of up to 3 years.

Regulatory framework—local government business activities

The *Local Government Act 2009* provides the regulatory framework for the application of competitive neutrality principles to local government business activities. The *Local Government Regulation 2012* (under the *Local Government Act 2009*) establishes requirements for local government competitive neutrality compliance.

Complaints against local government business activities must be lodged in writing to the local government or the QCA, which is required to have a process for dealing with them. The local government must provide a copy to the QCA to investigate as soon as practical (s. 44). The referee can be the QCA or a third party. The Regulation sets up a detailed process the referee must follow to investigate a complaint.

The referee must provide the local government with a report detailing whether any relevant allegation has been substantiated, plus recommendations (including reasons for these) on how the local government can carry on the business activity in a way that complies with the principle of competitive neutrality. The local government must consider the recommendations and determine by resolution whether to accept them. The local government must ensure the public may inspect a copy of the referee's report at their public office as soon as practicable after the QCA provides them with report. The local government must also give notice of its resolution to the applicant and referee.

Following a decision by the local government on the referee's recommendations, it must document in a report the reasons why any recommendations were not taken up. This report must be made available to the public, and the local government must keep this information on a register.

If a referral relating to a significant business activity, building certifying activity or roads activity (other than where conducted through a sole supplier arrangement) is made by the local government to a person other than the QCA, that referee's decision not to investigate, or the local government's decision on the referee's recommendation, may then be referred to the QCA by the person making the original complaint. Local governments may ask the QCA for accreditation of their business activities.



How other local governments are doing it

Fact sheet E

In the development of this toolkit, many local governments were consulted to gain a better understanding of the issues around non-commercial camping. This fact sheet includes some examples of how these local governments are managing non-commercial camping.

Central Highlands Regional Council

The approval of camping activities and camping regulations are stipulated under Subordinate Local Law No. 1 (Administration) 2012 and Subordinate Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2012.

Subordinate Local Law No. 1 includes two schedules: Operation of Caravan Parks and; Operation of Camping Grounds. Each schedule provides Council standards on the approval of relevant established/approved sites.

Under Subordinate Local Law No. 4, opening hours of areas controlled by local government are defined as follows:

- 'The local government may, by subordinate local law, declare the times when a local government controlled area is open to the public (the opening hours).'
- 'A person must not enter or remain in a local government area outside the opening hours unless the person is authorised to do so by the chief executive officer.'

These laws prohibit activities outside 'opening hours' of areas controlled by local government. This includes camping outside of designated opening hours in public areas.

Council has established a non-commercial camping ground at the Blackwater Showgrounds in response to demand from the resources sector essentially filling the caravan park, leaving no available spots for the camping market. The showgrounds will be run as a non-commercial camping ground with agreed minimum facilities and charging a nominal fee.

City of Darwin, Northern Territory

Tourism Top End suggested the need for a limited-term overflow camping area within Darwin, but this does not address the daily occurrence of illegal camping in public places. Factors beyond accommodation capacity that affect illegal camping in Darwin require further investigation.

The investigation of an overflow camping site suggests that although viable alternative sites have been identified, they still have associated constraints such as financial constraints and community objection. The extra resources the council has provided in terms of patrolling illegal camping has had some effect on central areas, but numbers remain unchanged as illegal campers have moved to more discrete locations and their day-time activities (e.g. washing clothes) continue to cause complaints and stretch council resources.

The following responses to the matters described within the assessment report were recommended to address the issue of illegal public camping:

- Council maintain its current rigorous enforcement of its by-laws in respect to illegal camping.
- Council approach the Northern Territory Government for legislative assistance to enforce and recover fines for by-law breaches.
- Council requests data from Tourism NT and Tourism Top End regarding the occupancy rates throughout the year of caravan parks within the Darwin region.
- Council request a review of the efficiency and effectiveness of by-law 103.
- Council enhance its promotion of the necessity to camp legally within Darwin via signage, advertisement on travel websites and the distribution of information in multiple languages within and en route to Darwin.

Council will start wheel-clamping and towing cars to stop illegal camping in city streets and parks. Fines are not having a sufficient effect and illegal camping is an ongoing annoyance.

Only 30% of fines to backpackers for such offences are recovered, as federal legislation prohibits the Fines Recovery Unit from pursuing offenders once they have left Australia. Council is seeking to change this, even though it will require an amendment to the federal legislation in order to pursue offenders in their home countries.

Fraser Coast Regional Council

Council regulates camping areas to ensure they are maintained in a clean and hygienic condition and provide appropriate facilities. The Fraser Coast camping policies are within Subordinate Local Law No. 1 (Administration) 2011 and Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011.

As defined by Local Law No. 4, camping or sleeping overnight on all areas and roads controlled by the local government is a restricted activity and is permitted only where:

- a sign indicates that camping or sleeping overnight is allowed, or
- the place is located on the Queensland Heritage Trails Network, or
- camping is authorised by an authorised person.

Fraser Coast Regional Council has been supportive of non-commercial camping options. In 2011, it established nine new campsites, including the Maryborough Showgrounds, as a plan to attract more drive tourists. This was done through a six-stage site needs and assessment process.

The Maryborough Showgrounds has a schedule of fees for temporary stays not associated with an event.



Townsville City Council

To ensure all camping visitors to Townsville City have a comfortable stay, the council has adopted a policy for camping on public reserves. This policy applies to camping in vehicles, tents and the like on public reserves, parks, beaches and foreshores controlled by the council. Camping is prohibited in all areas of Townsville City, except for those areas designated as camping areas and at approved caravan parks. Camping in designated camping areas is permitted for a maximum of 48 hours.

Under Subordinate Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011, the following are considered prohibited activities in the listed areas:

- All roads within the local government area—camping, sleeping, occupying or remaining overnight in a vehicle stopped on a footpath, shared path, water channel or gutter.
- All parks and reserves within the local government area—camping, sleeping, occupying or remaining overnight in the park or reserve.

The council supports free camping for a maximum stay of 48 hours at a multitude of designated camping areas within the Townsville region. These include Saunders Beach, Bluewater Park, Toomulla, Rollingstone Park and Balgal Beach.

Campers overstaying the 48-hour free-camping period is common in these areas, with many travellers rotating between free-camping sites for extended periods. Overcrowding, waste issues and issues with greywater draining across local residential properties are other problems arising from free campers.

To address the issue, the council has erected signage to remind campers to move on after the 48-hour free-camping period. Despite this, problems associated with the free camping continue to arise.

Burdekin Shire Council

The Burdekin Shire Council allows camping and parking in the Home Hill Comfort Stop for 48 hours and Funny Dummy Park for 4 days in any 2-week period. Camping is also permitted for 4 days in any 2-week period at any boat ramp and landing.

Home Hill has presented a key management issue for the Burdekin Shire Council, with backpackers and itinerants overstaying the 48-hour stopping period by months. In response, the council has introduced a demerit point system where vehicles will be registered, have a unique identification number and have a registration sticker on the windscreen. It has also introduced new laws to allow officers to issue move-on orders to people camping at parks and rest stops for extended periods.

In contrast to Home Hill, Funny Dummy Park has been a success (according to residents), even with long-term campers. The site has none of the overcrowding issues experienced by Home Hill and residents believe it is a success in terms of economic gains for the community. The maintenance of the park facilities is funded through a donation box and this has been sufficient to date.

Over a 9-week period ending in August this year, it was reported that 597 vehicles stayed at Home Hill, an average of 66 vehicles per week, generating a spend of \$48 288.00 (a large contribution to the local community). The ratio of caravans to motorhomes recorded was as 6 to 1.

"Some of the backpackers might come here to work and they will be working for 3 months or more and just live permanently there in the main street of Home Hill"

Ken Holt, Burdekin Shire Chief Executive

Ayr Showgrounds

The Burdekin Shire Council agrees in principle to the use of part of the local showgrounds land for operating a motorhome area for parking of self-contained motorhomes only.

Any stay at the showgrounds is limited to no longer than 3 nights, which may be extended to no more than 7 nights if:

1. there is no adverse effect on local licensed caravan and/or tourist park owners, and
2. the motorhome is able to store all toilet waste and greywater for this length of time.

Cook Shire Council

Cooktown became an 'RV friendly town' and operated an 8-month trial of a rest area from April to November 2013. Permits were charged at \$5 per vehicle per night (maximum 48-hour stay). A 'dump ezy' point was installed along with a tap (to provide potable water) and rubbish bins. Vehicles were inspected by a council officer to ensure they were fully self-contained (greywater and blackwater tanks) prior to campers receiving a permit. No generators or washing lines on trees were allowed, and if visitors were found not to be complying, they were asked to move on. If vehicles were found parked and camping outside of the rest area, a \$220 on-the-spot fine could be issued.

The trial proved to be successful, with independent research finding \$73 977 was spent in the shire during the duration of the trial. According to a survey conducted by the council, 32% of visitors would not have visited Cooktown if it had not been for the rest area and 34% of respondents were travelling on to a paid site in the region. The \$5 permit was rated as good or excellent by 88% of respondents and 87% rated the rest area as good or excellent. As a result, the rest area trial was extended for another 2 years.



Cairns Regional Council

Illegal camping in the Cairns CBD and Esplanade has been a growing trend in the region, much to the displeasure of Cairns residents. In an attempt to resolve this issue, Cairns Regional Council has taken action against illegal campers, with \$220 on-the-spot fines issued to those attempting to camp overnight in public places. This crackdown came in full force with over 60 fines being issued in 2 weeks during early morning patrols, with the majority issued on the Esplanade. This action resonates closely with the crackdowns being witnessed in Broome Shire, Western Australia. Illegal campers in Broome can be caught out with a wheel clamp if their vehicles are found illegally parked for the purpose of sleeping overnight.

These crackdowns are, however, not for the purposes of deterring camping visitors. These new enforcements are simply an attempt to curb a trend that can cause detrimental effects to the overall aesthetics of a destination, which should be freely enjoyed by both residents and visitors.



Overflow camping policy

Fact sheet F

Overflow camping policy (draft)	
Objective	
<p>The purpose of this policy is to provide overflow facilities within [Insert Shire/Location] that will accommodate additional numbers of camping tourists when permanent caravan parks and camping facilities within the local government area are operating at or near capacity.</p> <p>This policy will ensure that the operation of overflow sites/facilities within the local government area complies with legislative requirements. Also, it will ensure a consistency of regulation so that all overflow site/facilities operate and meet an agreed minimum standard, and will ensure the operation of overflow sites/facilities does not impact on the viability of permanent facilities.</p>	
Legislative requirements	
<p>Land Act 1994</p> <p>Queensland Caravan Park Policy (PLIX/901/102 version 3)</p> <p>Secondary Use of Trust Land (PLIX/901/209 version 5)</p> <p>Workplace Health and Safety Act 1995</p> <p>Local Law No. 16 (Parks and Reserves)</p> <p>Local Law No. 5 (Control of Animals)</p>	
General	
<p>Risk management</p> <p>A regular risk management review will be carried out at the overflow area to ensure that all the infrastructure components required in the camping areas comply with the requirements of legislation, Australian standards, government policies and local laws.</p>	
<p>Public liability insurance</p> <p>The council will arrange public risk insurance to protect ratepayers from any and all costs incurred by any accident or incident involving campers that may result in claims against the council.</p>	
<p>Sewer and refuse disposal compliance</p> <p>The dump points for disposal of waste refuse and sewerage water are to be inspected regularly and all fittings and hoses checked, and maintained if necessary, to comply with Australian standards.</p>	
<p>Fire separation zone</p> <p>Individual caravans, motorhomes or tents are to be sited on sites 6 metres wide to ensure 3 metres separation from the next caravan, motorhome, tent or building to ensure fire safety. Hydrants and hoses are to be checked regularly and must be able to reach all areas where vehicles are sited when camped.</p>	
<p>Open fires</p> <p>No open fires are to be lit, or fireworks discharged inside the overflow area at any time without prior council approval.</p>	
<p>Waste management</p> <p>Waste disposal bins are to be regularly serviced to ensure there is no build-up of waste.</p>	
<p>Grounds maintenance</p> <p>All grounds maintenance will be carried out by council staff or contractors. Vegetation clearing and mowing will be carried out by council staff as needed to ensure bushfire protection is maintained.</p>	
<p>Relocation/termination</p> <p>Campers may be asked to relocate to more appropriate sites at the discretion of the council. Camping may be terminated or suspended at any time at the discretion of the council.</p>	



Overflow camping policy (draft, continued)

Part A

This section relates to the establishment and operation of a recreational vehicles (RV) emergency overflow facility within [Insert Shire/Location].

For the purposes of this policy, an RV is a vehicle that combines transportation and temporary living quarters for travel, recreation and camping.

1. Council may establish an overflow area for RVs only when there are no vacancies for vehicles of this nature available at any caravan park within [Insert Shire/Location]. A camper is permitted to book into the overflow only if it is believed that there are no available spaces in the caravan parks.
2. Council may close the overflow area for camping for the purposes of significant community events.
3. Primary-use activities at the overflow area will take precedence at all times.
4. The maximum stay at any RV overflow camping facility could be a maximum of 7 consecutive days or at the determination of [Insert Shire/Location]. Authorised camping ground hosts may stay longer than the maximum period.
5. Camping by participants at community events may be exempt from some or all of the conditions in this policy as determined by Council from time to time.
6. Unless otherwise determined, camping by participants of community events is deemed to be authorised by the Council approval to conduct the event and no further charges shall apply.
7. Bona-fide grey nomad program volunteers who are actively involved in a grey nomad project within the community may continue to camp at the overflow area beyond the 7-day limit only during the time that they are working on that project.
8. During the utilisation of the overflow sites, the Council's ranger or authorised delegate is to resolve any unforeseen problems arising except where a camping ground host has been appointed, in which case the camping ground host is responsible for day-to-day supervision and management of the facility. A camping ground host will have delegated authority over the site.
9. Fees for camping at overflow facilities shall be determined in accordance with Council's annual schedule of fees and charges.
10. The maximum number of vehicles allowed in a RV overflow facility area will be determined based on allocated spacing between vehicles, size of vehicles (whether they have trailers), turning circles, and usable space in the allocated area.
11. Dogs and other pets are permitted in this overflow camping area but must be held on a leash and/or under the control of a responsible person at all times.

Part B

This section relates to the [Insert Shire/Location] overflow camping grounds.

1. Where there are no vacancies available at all existing caravan parks within Council areas, including approved overflow sites within the licensed caravan parks, Council may authorise the operation of overflow camping grounds at the following locations:
 [Location 1]
 [Location 2]
 [Location 3]
2. These overflow sites are only to be opened for use in the following sequence and occupied in accordance with the number of sites specified:
 1. [Location 1, e.g. 20 powered sites and 20 unpowered sites]
 2. [Location 2, e.g. 10 unpowered sites]
 3. [Location 3, e.g. 20 powered sites]
3. Council does not favour the use of the overflow sites over privately operated caravan parks in the area and will actively promote private parks as an alternative camping option to the overflow sites through:
 - (a) the [Insert Shire/Location] Visitor Information Centre
 - (b) signage at the overflow site
 - (c) information provided from phone enquiries to Council's administration office.
4. The maximum stay at Council emergency overflow camping facilities is to be 7 consecutive days. Authorised camping ground hosts may stay longer than the maximum period. A camper is permitted to book for up to 7 consecutive days at the overflow only if it is confirmed by Council that there are no available spaces in the caravan parks in the Council area.
5. Fees for camping at the above facilities shall be determined in accordance with Council's annual schedule of fees and charges.
6. Dogs and other pets are permitted in the above overflow camping areas but must be held on a leash and be under the control of a responsible person at all times.



Adopting standard definitions

Fact sheet G

A number of planning scheme definitions have been introduced through this toolkit. On the following pages are template definitions for a local government planning scheme for:

1. bush camp
2. basic camping ground
3. seasonal caravan park

These definitions could be used in whole or in part and are provided as a guide for consideration.

What is suggested is that local governments not allow bush camping within the urban and rural zones, but rather within designated limited development zones, where applicable. The implications of native title must also be considered when selecting a suitable location for a **bush camp**.

The suggested length of stay would be at the discretion of local governments; however a 7-day maximum is recommended. Also, it is recommended that bush camps not be used as overflow sites.

Table G.1: Suggested bush camp planning definitions

Performance outcomes		Acceptable solutions	
INFRASTRUCTURE			
Site area			
P01	The site is appropriately located away from residential areas.	A01	Located within a limited development zone.
P02	The site is of a size and configuration capable of accommodating: (a) caravans, motorhomes and tent areas (b) natural buffer areas	A02	An agreed number of sites is set out, each tent site is a minimum of 40 m ² and each caravan/campervan/motorhome site has a minimum of 25 m ² with an average of 300 m ²
Design of sites			
P03	Individual camp areas are designed with limited amenities so that they are used primarily for short-term accommodation.	A03	No acceptable solution.
Access			
P04	Camping ground access, vehicle parking and associated manoeuvring areas are sufficient to accommodate the expected vehicle traffic in terms of vehicle types, numbers and frequency without compromising safety.	A04	Vehicular access is limited to one major entry/exit located on the lowest order road frontage.
P05	Internal road design does not compromise the safety of park users in the event of an emergency.	A05	Internal roads/areas facilitate unobstructed access to every site and building by emergency services vehicles.
Refuse collection			
P06	The provision of a central refuse collection area is not required.	A06	Any refuse stored in weatherproof and securable receptacles to prevent them from attracting vermin and wildlife.
Treatment and disposal of effluent			
P07	The disposal of effluent does not result in environmental nuisance or contamination of surface water or groundwater.	A07	No acceptable solution.



Fact sheet G

The definition of **basic camping ground** has been proposed as a way to inform the definition of camping ground under the QPP. It is defined as being 'in areas remote from other development (including caravan parks and camping grounds that are licensed)' and allows for toilets, water and a

dump point, but not for more than one powered site, and should not include kiosks and/or communal facilities. If such a definition was included, it would better allow for investment by the private sector.

Table G.2 Suggested basic camping ground planning definitions

Performance outcomes		Acceptable outcomes	
Site area			
PO1	The site is appropriately located to provide camping ground users with access to tourist attractions, community facilities and infrastructure.	AO1	No acceptable outcome is provided.
PO2	The site is of a size and configuration capable of accommodating: (a) caravans, motorhomes and tent areas (b) landscape buffer areas (c) servicing requirements such as waste storage and collection areas.	AO2	The site is at least 0.5 ha in area.
Design of sites			
PO3	Individual camping areas are: (a) designed and equipped to ensure orderly and convenient use and servicing (b) adequate in size and dimension to accommodate the intended use, having regard to length of stay and varying styles and sizes of vehicles and accommodation (c) designed with limited amenities so that they are used primarily for short-term accommodation.	AO3 1	No more than one powered site.
		AO3 2	The area allocated to accommodate each caravan, campervan, motorhome or tent is clearly marked (and numbered if bookable).
		AO3 3	Each caravan, campervan and motorhome site is a minimum of 75 m ² with an average of 100 m ² .
		AO3 4	Each tent site is a minimum of 40 m ² .
Infrastructure			
PO4	The site is provided with basic communal toilet and/or dump point facilities that are based on the: (a) number of projected site users without self-contained vehicles (b) frequency of use during peak and quiet periods (c) need to provide for specific groups such as people with disabilities or parents with children (d) security and safety of others.	AO4 1	Communal toilet and/or dump point facilities are located within 200 m, but no closer than 6 m, of every caravan/campervan/ motorhome or tent area.
		AO4 2	Toilets should be centrally accessible to sites, in an obvious location, and screened from all campsites. A ratio of 1 toilet to every 20 sites is suitable. The ratio of female toilets to male toilets to urinals is 3:2:1.



Performance outcomes		Acceptable outcomes	
Water and sewer services			
PO5	An adequate, safe and reliable supply of potable water is provided to the camping ground.	AO5 1	The camping ground is connected to the local reticulated water supply system or has tank water managed to the standards of the <i>Public Health Act 2005</i> .
Traffic management			
PO6	The level of traffic generated by the development does not result in unacceptable impacts on adjacent land uses or the safety and efficiency of the external road network.	AO6	Provide traffic impact report that identifies: (a) the expected traffic movements to be generated by the facility (b) any associated impacts on external road networks (c) any works that will be required to address the identified impacts.
Access			
PO7	Camping ground access, vehicle parking, queuing and associated manoeuvring areas are sufficient to accommodate the expected vehicle traffic in terms of vehicle types, numbers and frequency without compromising the safety and efficiency of the internal or external road network.	AO7	Vehicular access is limited to one major entry/exit located on the lowest order road frontage.
PO8	Internal road design does not compromise the safety of park users in the event of an emergency.	AO8	Internal roads/areas facilitate unobstructed access to every site and building by emergency services vehicles.
Refuse collection			
PO9	The use is provided with a central refuse collection area to service all accommodation sites.	AO9 1	All refuse stored in weatherproof and secure receptacles to prevent them from attracting vermin and wildlife.
		AO9 2	On-site manoeuvring provides access to refuse collection areas and ensures that refuse collection vehicles can enter and exit the site in forward gear.
Treatment and disposal of effluent			
PO10	The disposal of effluent does not result in environmental nuisance or contamination of surface water or groundwater.	AO10	The site incorporates a dump point for effluent from caravans, campervans and motorhomes of sufficient capacity or has toilets available.

Local governments are encouraged to provide a more flexible and less prescriptive approach to working with caravan park operators to encourage the private sector to meet the needs of the market where the demand is seasonal. This particularly applies to the level of facilities required under the planning definitions (see Table G.3) and the charges allocated in peak and off-peak seasons where a park primarily attracts self-contained travellers and operates with a distinct peak season.

Where a park can demonstrate it operates with a clear seasonal peak, local governments could consider a seasonal fee structure that recognises the use of water, sewer and sullage differs in the seasons and charges could be applied accordingly. Further, local governments could consider providing caravan parks with the option to close an area seasonally and not charge fixed provision fees for water, sewer and sullage during dedicated closure periods. The planning definitions in Table G.3 are suggested for a **seasonal caravan park**.



Table G.3 Suggested seasonal caravan park planning definitions

Section	Objectives	Performance criteria	Acceptable solutions
Caravans, motorhomes, camper trailers, cabins and tents	To ensure that individual sites adequately accommodate a caravan, motorhome, camper trailer, cabin or tent and provide a high level of amenity and privacy for park occupants.	<p>P1 All caravan sites are located so that caravans can be easily manoeuvred onto or removed from the site from internal roads.</p> <p>P2 Adequate space for parking a car is incorporated into each site.</p> <p>P3 Parks accommodate the needs of people with disabilities.</p>	<p>S1 and S2 Sites are not less than 1.5 times the area of a caravan or tent and associated awning or tent fly, and are not less than 170 m². They meet the following minimum requirements:</p> <ul style="list-style-type: none"> • 1.5 m setback from any other caravan or tent site boundary • 1 m setback from any adjoining building • 1 m setback from an internal road • Frontage of 10 m. <p>S3 No acceptable solutions specified for performance criteria P1.</p>
Toilet and ablution facilities	Adequate and convenient toilet and ablution facilities are provided for caravan and tent occupants.	<p>P1 A sufficient number of conveniently located toilet and ablution facilities are provided for each gender.</p> <p>P2 Individual toilets, showers or baths are screened to provide absolute privacy to the user, with inside locks. Buildings housing toilet and ablution facilities are constructed of impervious and durable materials, so that they can be maintained in sanitary condition. The buildings have adequate lighting and are properly ventilated.</p> <p>P3 At least 1 toilet cubicle is provided that is accessible by wheelchair users. Such facilities, denoted 'unisex', allow access and use by people with disabilities and a helper. Unisex facilities also give access to young children, with a parent of either gender.</p>	<p>S1 The acceptable criteria for the number of sanitary conveniences recognise the trend towards vehicles having on-board facilities and are therefore amended as follows:</p> <p>Where there are 40 sites or less, 1 pedestal for every 12 sites is provided for female occupants and 1 pedestal for every 15 sites is provided for male occupants and a 0.6 m urinal is provided for every 40 sites for male occupants.</p> <p>For every 20 additional sites exceeding 40 sites, an additional pedestal is provided both for female and male occupants. Each female toilet block has at least 1 sanitary disposal unit.</p> <p>S2 Separate toilet and ablution facilities for each gender are provided in the ratio of 1 shower or bath and handbasin to every 20 sites.</p> <p>S3 Where 20 or more toilet fixtures are provided, there is at least 1 toilet fixture and shower facility constructed, equipped and provided with access in accordance with AS1428 Code of Practice for Design Rules for Access by the Disabled.</p>



Fact sheet G

Section	Objectives	Performance criteria	Acceptable solutions
Water supply	Residential park occupants are provided with a water supply maintained to a good standard.	<p>P1 Any water supply point that provides water not suitable for drinking must be labelled 'unsuitable for drinking' and provided with childproof taps.</p> <p>P2 Potable water supply points are provided within a convenient walking distance of every occupancy site and within all toilet and ablution buildings. If a reticulated water supply is not available, arrangements are made for the supply of potable water.</p> <p>P3 All taps, water pipes, fittings and appliances are connected to the public water supply system or a treated water system.</p> <p>P4 Water supply is able to cope with firefighting demands.</p>	<p>S1 and S2 No acceptable solutions specified.</p> <p>S3 All taps, water pipes, fittings and appliances complying with the requirements of the Standard Water Supply Law and the Australian Standard AS3500.2—National Plumbing and Drainage Code.</p> <p>S4 No acceptable solution specified for performance criteria.</p>
Sewage and sullage	To provide safe disposal of sewage and sullage.	<p>P1 Residential parks are connected to the local government's sewerage system. If the local government sewerage system is not available, arrangements are made for the treatment and disposal of sewage and liquid waste. A licence is required from the Queensland Department of Environment and Heritage Protection before discharge of wastes to state waters commences.</p> <p>P2 Liquid waste disposal (sullage) points are provided at convenient locations around the property. Each has a water stand pipe to help with cleaning of paved areas and a backflow prevention device.</p> <p>P3 Council recognises the seasonal nature of utility usage and provides a calculation for peak and off-peak season sewerage and sullage and charges according to average use in these seasons.</p>	<p>S1 On-site treatment and irrigation conforming to the Code of Practice for On-site Waste Water Management and any requirements of the Queensland Department of Environment and Heritage Protection.</p> <p>S2 A liquid waste disposal point is provided within 30 m of any site. The disposal point is provided with a water stand pipe in an impervious paved area of at least 1 m x 1 m (Part 21: Camping grounds of the Health Regulation 1996) graded to a central drain connected to a sewerage system.</p> <p>All materials, fittings, fixtures, pipes and apparatus for the disposal of sewage and liquid waste complying with the Standard Sewerage Law and AS3500.2.</p> <p>S3 No acceptable solution is provided.</p>



Regional and seasonal trends

Fact sheet H

Seasonality

All tourism destinations experience varying levels of seasonality in terms of demand and volumes of visitors, driven by issues such as their range of tourism products, destinations and attractions, weather patterns, and key visitor markets. Seasonal demand directly influences issues such as the numbers of visitors, levels of expenditure, volume of traffic on highways, employment, admissions to attractions and demand for visitor accommodation including caravan sites and campsites.

Having a clear understanding of the typical seasonality in demand for commercial and non-commercial campsites is vital to developing effective local camping policies and management frameworks.

Figure H.1 shows the seasonal spread of camping visitors to Queensland, with peaks in January, April and October correlating with school holidays and families seeking short trips.

Table H.1 Rate of change from 2006 to 2013 in use of commercial and non-commercial camping grounds by international and domestic visitors to Queensland

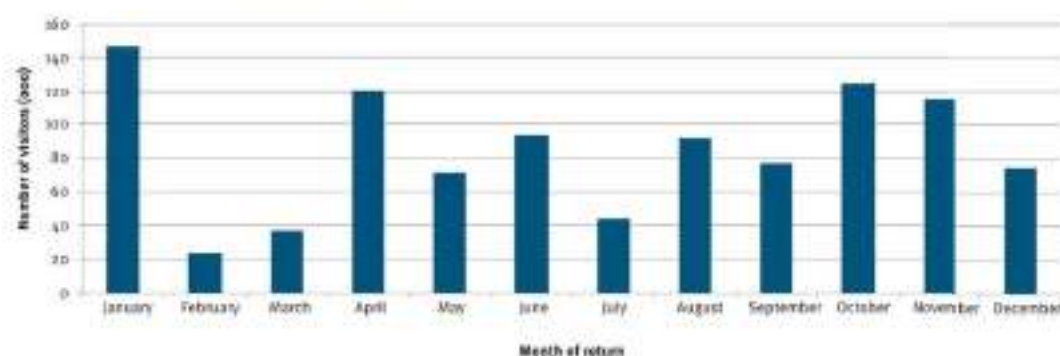
Age (years)	Commercial		Non-commercial	
	International	Domestic	International	Domestic
15-24	-32%	+62%	-9%	77%
25-44	-62%	0%	-10%	47%
45-64	-61%	-11%	93%	15%
65+	-67%	22%	-2%	67%

In addition to understanding seasonality, it is also important to understand the sources of demand for camping accommodation.

As Table H.1 shows, there is strong growth in the use of non-commercial accommodation by domestic visitors to Queensland. Commercial accommodation has seen a decline in both international and domestic markets.

Consideration must be given by each local government to the trends in visitors seen in their region in recent years. Table H.1 and Figure H.1 show the domestic visitation to regions and accommodation preferences.

Figure H.1 Domestic overnight camping visitors to Queensland by month of return





Outback region

As noted in Table H.2, the Outback region has seen a steady growth of visitors since 2006. A large proportion of visitors opt to stay in non-commercial accommodation and these categories have grown in recent years, while commercial accommodation shows strong variation from one year to the next.

Table H.2 Domestic visitors using overnight accommodation in the Outback, 2006 to 2012 (000's)

	2006	2007	2008	2009	2010	2011	2012
Caravan park or commercial camping ground	5	0	0	0	0	0	0
Caravan or camping near road or on private property	3	0	0	0	0	0	0
Caravan park—staying in a caravan (and TRAVELLING WITH a caravan) (2006 onwards)	18	34	24	20	36	33	36
Caravan park—staying in a caravan (but NOT TRAVELLING WITH a caravan) (2006 onwards)	2	0	0	8	12	3	3
Caravan park—camping (2006 onwards)	13	14	23	15	13	32	18
Caravan on side of road or private property (2006 onwards)	4	4	3	7	14	13	35
Camping on side of road or private property (2006 onwards)	21	23	31	32	14	34	28
Camping in national park or on crown land (2006 onwards)	10	21	13	15	8	5	23
Caravan park—staying in a self-drive van, motorhome or campervan (and TRAVELLING WITH a self-drive van, motorhome or campervan)	0	0	0	0	0	3	3
Self-drive van, motorhome or campervan on side of road or private property	0	0	0	0	0	11	13
Total	76	98	94	97	97	124	159



Implications for emerging markets

Fact sheet 1

Backpackers

Queensland has experienced significant growth in both the youth and backpacker segments over the past 5 years. This growth has come from the domestic market, as the international market has experienced a decline over the past 5 years. In fact, the domestic youth camping segment is more than 10 times that of the international segment, and growing.

The toolkit provides a number of alternatives that will affect this market, including those discussed below.

Keeping it legal

The toolkit encourages local governments to establish clear local laws for camping areas and also provides new approaches to encouraging enforcement. It is vital that all travellers are encouraged to choose safe and environmentally responsible camping.

New operating models

The creation of definitions for bush camp, basic camping ground and seasonal caravan park under the local government's planning scheme provides a platform for the private sector to provide new low-cost camping options that meet the needs of consumers.

Consolidating existing options

For budget-conscious travellers who are keen to escape the crowds, the designation of bush camps provides a great option in more remote areas. In rural and urban areas where there is a defined need (identified through a needs analysis), there may be new options made available that are safe, responsible and well managed—with the aim of lifting the perceptions of the quality of Queensland's camping provisions.

Commercial overflow

The toolkit option for commercial overflow arrangements provides a foundation for local governments to work with commercial providers (including backpackers facilities, caravan parks and camping grounds) with the option of offering seasonal overflow places for campers on under-utilised land including vacant blocks and car parks. These will be subject to a range of locally specific conditions but may provide another reason to stay in town and boost the regional economy.

Making it easier

The youth and backpacker markets are heavy users of the internet, so the provision of options for online booking of campsites and regional passes could help Queensland to grow its share of these markets.

Self-contained travellers

Self-contained camping has always existed, but never before have so many travellers been exploring the more remote parts of Queensland.

An increasing number of Queensland's touring travellers feel they have all they need on board. While these travellers continue to need dump points and water regularly, and less infrequently power, they will continue to need and use either public facilities or commercial caravan parks for these services.

The toolkit provides a number of choices that recognise the needs of this market segment. The majority of options in this toolkit acknowledge the current regulations and design guides for caravan parks were developed as this trend was emerging and now need to be revised. Key areas requiring revision include:

- the level of public amenities needed for travellers who have their own on-board facilities
- the charges applied to commercial facilities for water and sewerage, recognising the seasonal nature of camping trends and the reduced levels of use due to the growing number of travellers with their own facilities and the level of service provided in public areas (e.g. dump points).

As a result, the toolkit provides a number of alternatives to better meet the market needs.



Recognising self-contained camping

By providing planning definitions for bush camp, basic camping ground and seasonal caravan park, the toolkit recognises more travellers have what they need on board and can effectively leave no trace.

RV friendly towns and destinations

CMCA has developed a scheme that promotes locations offering services to the drive tourism market. It has two categories: RV friendly town and RV friendly destination.

RV friendly towns are medium to large towns that provide amenities and services for those travelling in self-contained vehicles. They must also provide access to water and a dump point, as well as short-term parking within the town precinct.

RV friendly destinations are smaller towns that have an oval, reserve or rest area that can be used by travellers and businesses that allow their car parks to be used by RVs.

Use of private land

There is an increasing trend of the use of social media and other mass communication tools to advertise use of private land not designated as a camping ground for overnight stays. Most local governments in Queensland have a local law referring to camping on private land that stipulates when a gathering of friends becomes a commercial activity. Local governments need to check their local laws on use of private land and ensure that promotion of the use of private land in their community by third parties, and undertaken by residents, adheres to their local laws.



Frequently asked questions

Fact sheet 1

Does low-cost camping attract visitors to smaller towns?

There is little available hard data that supports this idea, but there is a wealth of anecdotal evidence that small towns who offer a non-commercial, no-cost or low-cost camping options for visitors attract larger numbers of overnight stays.

Anecdotally, this number decreases as services are reduced or the cost of services increases. For many communities the sheer increase in volume is their aim. However, for many others the real issue is how much economic benefit the town gains from offering this service—which comes at a cost to the community in terms of maintenance, compliance and in some cases administration of camping fees.

There is sufficient evidence to suggest there is measurable economic benefit to the town, but communities need to recognise that travellers have a 'replenishment cycle' and the greatest economic benefit is gained when vehicles are being restocked.



In order to maximise benefits to the community, the following questions should be considered:

- How will the community encourage visitors to spend the most money in town each day?
- How easy is it to park in the town close to the shops if the non-commercial camping ground is located out of walking distance?
- What is the real cost and benefit to the community?
- Where is the town likely to fit on the replenishment cycle?

Does non-commercial camping take visitors from commercial caravan parks?

The research consistently shows that a large segment of the market stay in caravan parks only, another segment actively avoid caravan parks and many mix commercial and non-commercial camping. Offering low-cost camping options in a town attracts both those who avoid caravan parks and those who are doing a mix of both, so there is an impact on commercial properties by offering a low-cost alternative. Preferably, non-commercial camping would be offered in locations where no commercial operator is operating. The key for each community is to strike a balance between the costs and benefits by undertaking a market needs assessment and engaging in open communication with businesses and their community in making a decision to intervene.

Is non-commercial camping anticompetitive?

The *Local Government Act 2009*, through the local Government Regulation 2012 and section 16 of the *City of Brisbane Act 2010*, set the threshold for 'competitive neutrality', using a trigger of 'significant business activities' with expenditure above \$8.9 million. The threshold for defining a prescribed business activity for the purposes of the Code of Competitive Conduct is now set at \$312 000. The competitive neutrality principle provides that an entity that is conducting a business activity in competition with the private sector should not enjoy a net advantage over competitors only because the entity is in the public sector.

In practical terms, most businesses (including those running commercial camping facilities) highlight the need for all facilities to meet an agreed minimum standard ensuring the health and safety of the site, its users and the community. The spirit of the policy documents is that the commercial sector could be given the opportunity to provide such facilities on a 'level playing field' to local government. If local governments opt to intervene to meet a market need in the provision of camping facilities, this could be done on the basis of a cost-benefit analysis and considering how those facilities could transition to being run by a private-sector provider at some point in the future. This ensures that the community gains maximum benefit, but that there is a longer term view of the infrastructure.

Some of Queensland's most popular caravan parks started their lives as non-commercial campsites.



Is non-commercial camping even needed?

Bush camping is part of the Queensland experience.

For both locals and our visitors, there should always be a place to escape the crowds and enjoy nature. Doing this, however, should not compromise the health and wellbeing of that environment—and overpopulated, unmanaged bush camping is a problem.

National parks offer this opportunity and local governments are encouraged to consider how they can offer such experiences sustainably in their communities, particularly in more remote locations.

Providing camping sites with basic facilities at no or low cost for visitors in rural or urban areas needs to be done with a full understanding of the facts about the costs and benefits for both local government and the community. Local governments are encouraged to adopt two principles:

- a minimum standard for safe and environmentally sensitive sites
- a full-cost disclosure method where the full costs of running the site to the agreed minimum standard (including all staff costs) are accounted and disclosed to the community through an estimate of cost per site per night.

Do communities need to offer 'free' camping?

The term 'free camping' has been disappearing from the policy debate over the past 5 years—nothing is free, especially not managing safe and responsible camping sites.

Most consumers are willing to pay for the services they receive, yet some will always try to avoid paying.

The self-contained recreational vehicle market 2010 and beyond, research by the CMCA (Balfour Consulting), indicated a willingness to pay at least \$50 per night for a basic campsite. In many areas this would be below the cost to run a safe and responsible campsite, so communities need to weigh up the costs and benefits of charging a fee and the administration costs involved.

The experience of many national park agencies across Australia is that the costs of managing voluntary contributions and collecting small fees for camping outweigh the benefits. Local governments may want to look at options such as using third parties (e.g. camp hosts), as are used in national parks.

What happens in the rest of the world?

The issue of managing commercial and non-commercial camping is not unique to Queensland. Here are just some examples of what other jurisdictions are doing to better manage camping in their areas:

- New South Wales introduced a definition into their planning schemes for 'primitive bush camping' to provide a common minimum standard for all basic camping grounds (public and private).
- Broome (Western Australia) uses wheel clamps to discourage illegal camping in popular parking areas near key tourism assets.
- Western Australia installed basic facilities (pit toilets and water tanks) in their remote campsites to reduce the number of visitors making their own off-road camps or unwittingly staying on private property.
- New Zealand has adopted a national standard that defines 'self-contained vehicles' and allows camping in any location unless signed (which is the opposite of what most local authorities' local laws state).
- Tasmania has requested that local governments adopt a 'full cost disclosure' approach to offering non-commercial camping sites and encouraged local governments to reconsider direct competition with commercial camping providers.
- The United States Department of Forestry has introduced an annual permit (cost US\$180) to allow visitors to stay for up to 28 days in remote bush camps, adopting a 'leave no trace' approach with next to no facilities, but with those leaving rubbish or dumping blackwater facing fines and the loss of their permit.
- The United Kingdom has adopted a standard 48-hour limit on non-commercial campsites located outside urban areas (called 'wild stays').



Roadside rest areas

Fact sheet K

The role of rest areas

Roadside rest areas are effective tools for combating driver fatigue. They are strategically located along Queensland's highways and touring routes to provide travellers with suitable rest opportunities throughout their journey.

There are 888¹ rest areas on the state-controlled road network, of which 236 are under the control of the DTMR. The remainder are managed and maintained by local governments and community organisations.

Roadside rest areas are provided for fatigue management and are not long-term camping grounds. Travellers are, however, able to take extended rest breaks at some sites. Rest stops managed by DTMR allow travellers to stop for up to 20 hours where signed accordingly. Length-of-stay provisions and enforcement of camping restrictions at rest areas vary between asset owners and in many cases are the responsibility of local governments or community organisations.

The types of facilities provided in rest areas to encourage drivers to revive often create naturally attractive places to camp. Without proper management, roadside rest areas may become temporary campsites, where travellers plan to stop, rather than being used as rest stops.

Overcrowding at rest areas and management issues (such as waste disposal) arising from large numbers of campers can make these areas unavailable or unappealing to travellers who have a genuine need for them.

More information about driving on Queensland roads and rest areas is available in DTMR's Guide to Queensland roads at www.tmr.qld.gov.au.

Rest areas and the camping options toolkit

Growth in non-commercial camping has contributed to an increase in the use of rest areas for camping.

While the toolkit does not specifically address camping at roadside rest areas, it acknowledges the impacts of the illegal use of rest areas on road safety, consumer expectations and local government resources.

This issue is being addressed separately through the development of a best practice guide for roadside rest areas, which is complementary to the toolkit. These two documents are best reviewed together.

In implementing the toolkit, local governments need to carefully consider the potential impacts of policy and management decisions on the overall supply of sites and consumer demand for camping in facilities like roadside rest areas.

Decisions should be supported by appropriate management or enforcement measures that ensure the continued availability of rest areas to help manage fatigue on Queensland roads.

Best practice guide for roadside rest areas

The Queensland Government, through the Roadside Rest Area Consultative Forum², is developing a best practice guide for roadside rest areas for local governments.

The aim of the guide is to provide clear and current information on a range of considerations that will help rest area managers design and manage the rest areas within their jurisdictions to support safety through fatigue management.

The guide also aims to help grow Queensland's drive tourism sector and address a range of considerations including, but not limited to:

- rest area location, design and construction
- best practice facilities
- improved tourism opportunities
- management and enforcement of length-of-stay provisions to support safety through fatigue management.

The guide is not about encouraging camping in rest areas, but ensuring rest area facilities encourage drivers to stop and are available for fatigued drivers who need to use them.

The guide is being developed in consultation with industry associations, state and local governments and user groups. It is expected to be released in June 2014.

More information on the guide and on the Queensland drive tourism strategy 2013–2015 is available at www.dtesb.qld.gov.au.

¹ This figure is made up of driver rest/rest areas, heavy vehicle rest areas and stopping places and motorist rest areas.

² The Roadside Rest Area Consultative Forum is made up of representatives from industry, state and local governments and consumer groups and was established as a result of the Queensland drive tourism strategy 2013–2015.



Reducing red tape for drive tourism

Fact sheet L

Reducing red tape

Reducing red tape will help ease the burden on commercial caravan park operators. Local governments are encouraged to examine ways to make commercial operations more viable through reducing red tape in areas of local government responsibility.

The Queensland Government is committed to reducing red tape for all Queensland businesses. For drive tourism and the caravan park sector, specific benefits include the following initiatives.

Reduced fees for on-site sewage

Many caravan park operators have benefited from changes to the Environmental Protection Regulation 2008 that have led to reduced fees payable for on-site sewerage treatment plants. More than 200 Queensland businesses—including caravan park operators—make use of these facilities. As a result of these changes, annual fees for these businesses will be reduced by half. Overall, the reform will result in an estimated annual fee reduction of \$340,000 per year across Queensland.

Revamped and improved road signage

The Queensland Government committed to revising its processes for tourism signage for:

- reduce red tape and delays in obtaining signage to Queensland tourism attractions
- make it easier for drive tourists to get to some of Queensland's best tourism attractions.

DTMR and DTESB have streamlined approval processes for operators to install white-on-brown signs on state roads, and developed an online self-assessment tool to reduce red tape for signage applications.

DTMR has also released a new technical guideline to help tourism operators when applying for white-on-brown tourism signs.

For more information about the new process, visit www.business.qld.gov.au.

Other reforms

There are many other tourism-related red tape reforms that will benefit caravan park operators and drive tourists. These include:

- removing advertising requirements for liquor and gaming applications, saving affected businesses up to \$1500 each
- delivering Queensland's Small Business Strategy and Action Plan, including a range of reforms benefiting small businesses operating in the tourism and hospitality sectors
- revising and enhancing the government's web portal for business and implementing the Australian Business Licence and Information Service, saving small businesses time and money through much easier access to regulatory requirements of all three levels of government
- halving the number of permit classes to improve access to national parks
- implementing ParksQ Online, a new and simplified online booking system for camping and vehicle access permits
- introducing invoicing for tourism operators in national parks, reducing administration requirements for over 600 operators
- providing an online system of permit applications, renewals, reporting and payments, and easier-to-access information to improve efficiencies for tourism operators in national parks
- introducing a single agreement for operators in protected areas that conduct commercial activities across multiple tenures (e.g. national parks and marine parks)
- exempting event organisers in small rural or regional communities from having to obtain or maintain operator accreditation and driver authorisation for courtesy transport services to local community events, including rodeos and show days
- repealing the waste levy
- developing a single cohesive new State Planning Policy to reduce the complexity of the planning system for tourism developers
- developing a tourism land-use planning guideline to help local governments implement the tourism state interest and facilitate tourism development
- establishing the new State Assessment and Referral Agency to provide a streamlined whole-of-government approach to development applications where the state is an assessment manager or referral agency—this creates a 'one application, one response' process for matters of interest to the state to save the tourism industry time and money.



Office of Best Practice Regulation

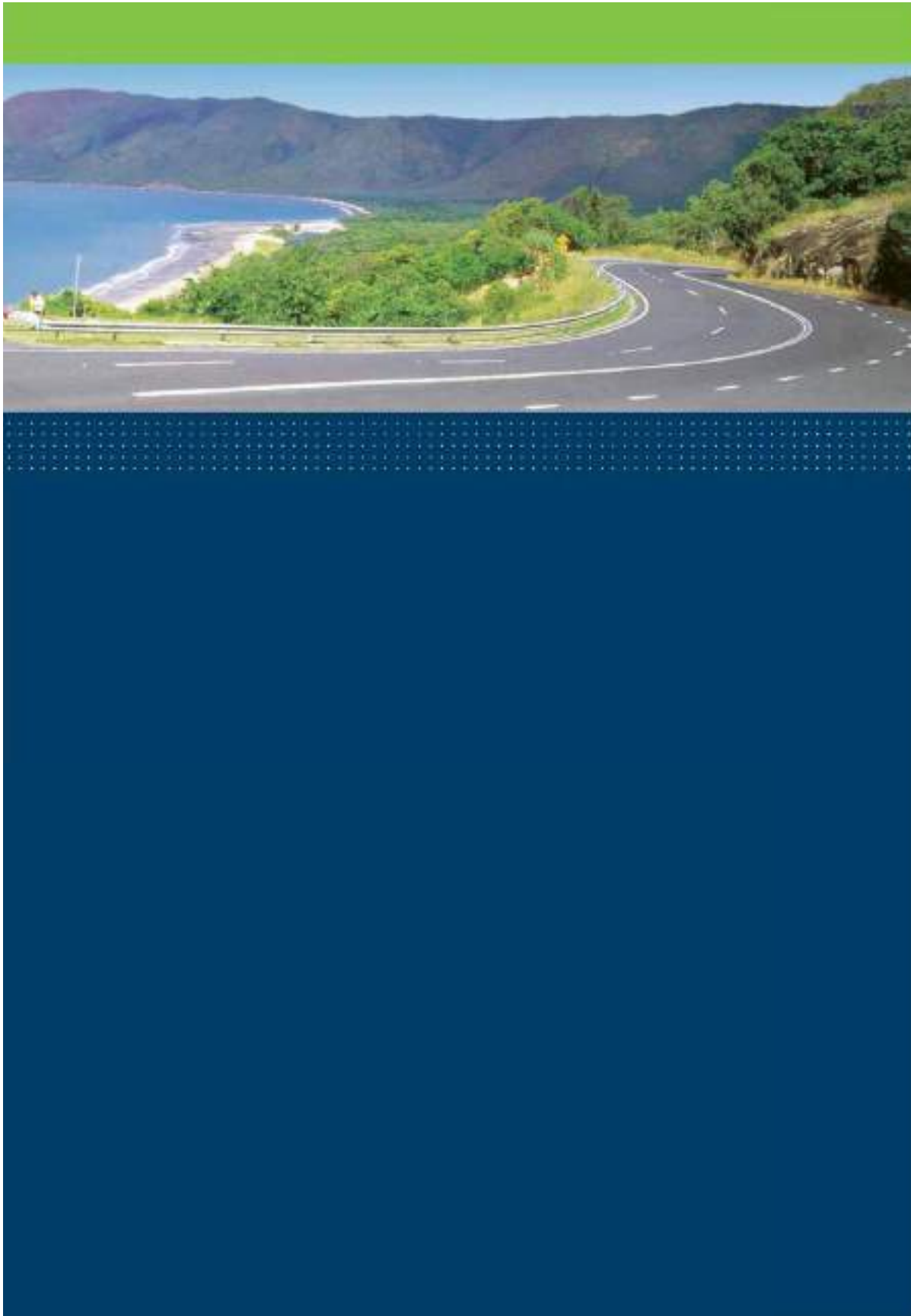
The Office of Best Practice Regulation (OBPR) is responsible for ensuring best practice regulation (including building the capability of departments to produce good-quality regulatory impact analysis) as a key action of the government's commitment to reduce red tape.

OBPR also undertakes reviews for the Queensland Government and manages a regulatory complaints/enquiries process as a forum for the community to raise regulatory-related matters.

Next steps

Further actions for reducing red tape include:

- finalising the Caravan Park Red Tape Reduction Case Study in partnership with the Chamber of Commerce and Industry Queensland, Caravanning Queensland, the Queensland Tourism Industry Council and the OBPR
- working with the tourism industry to identify additional opportunities to reduce red tape
- providing input into a review of local government red tape
- encouraging industry to let the OBPR know of any regulations that may be unnecessary, a duplicate of other regulations, or unreasonably costly or complicated. For more information on how to make a complaint, visit www.qca.org.au/obpr.

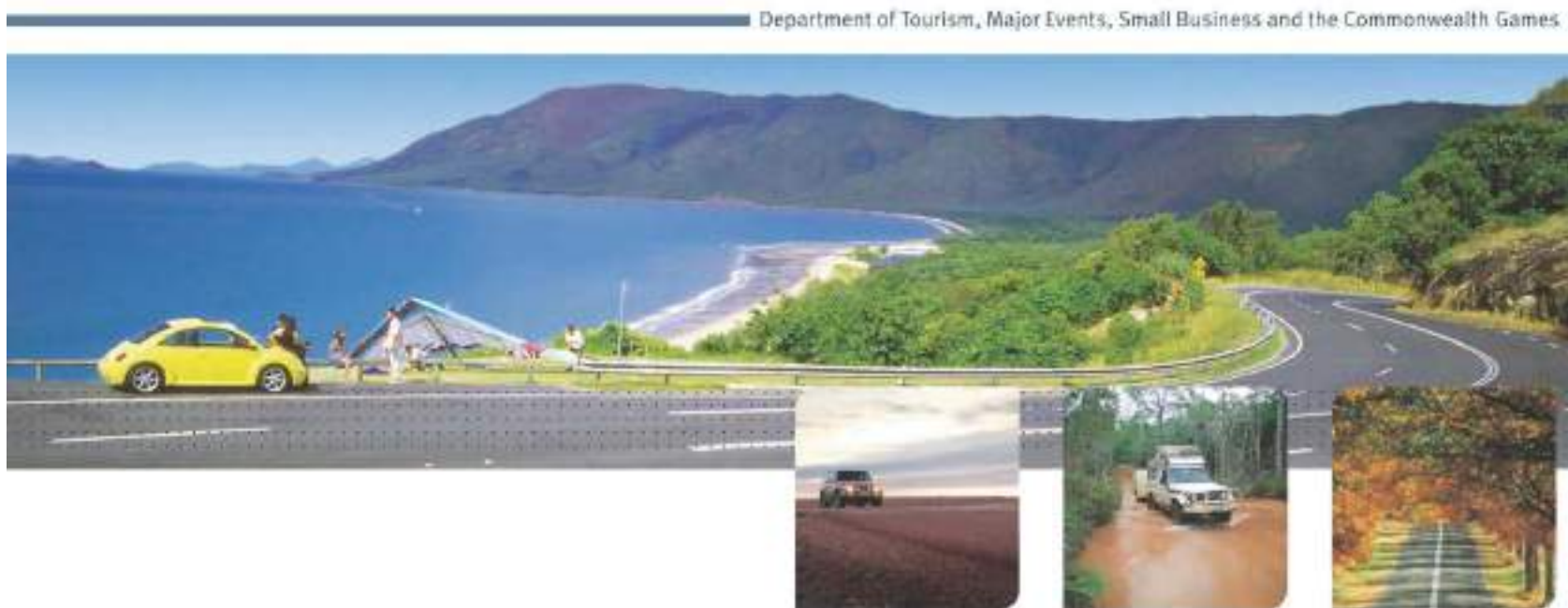


12.2 - QUEENSLAND CAMPING OPTIONS TOOLKIT

Queensland Drive Tourism Strategy 2013-2015

Meeting Date: 6 February 2018

Attachment No: 2



Queensland Drive Tourism Strategy 2013–2015

December 2012

Great state. Great opportunity.



CS2030 12/12

This publication has been compiled by the Tourism Division, Department of Tourism, Major Events, Small Business and the Commonwealth Games.

© State of Queensland, 2012.

The Queensland Government supports and encourages the dissemination and exchange of its information. The copyright in this publication is licensed under a Creative Commons Attribution 3.0 Australia (CC BY) licence.



Under this licence you are free, without having to seek our permission, to use this publication in accordance with the licence terms.

You must keep intact the copyright notice and attribute the State of Queensland as the source of the publication.

For more information on this licence, visit <http://creativecommons.org/licenses/by/3.0/au/deed.en>

The information contained herein is subject to change without notice. The Queensland Government shall not be liable for technical or other errors or omissions contained herein. The reader/user accepts all risks and responsibility for losses, damages, costs and other consequences resulting directly or indirectly from using this information.

Contents

Foreword.....	ii
Executive summary	iii
Introduction	7
What is the way forward?	9
Chapter 1: Meeting consumer needs.....	10
Chapter 2: Road quality, safety and maintenance.....	14
Chapter 3: Signage	18
Chapter 4: Roadside infrastructure.....	21
Chapter 5: Accommodation and facilities.....	25
Chapter 6: Visitor information and technology applications	32
Chapter 7: Marketing and promotion	37
Implementing the strategy	43
Action plan	45
Abbreviations, glossary and consultation and strategy development process	50



Foreword

The Queensland Government understands the importance of tourism and is committed to doubling overnight visitor expenditure to \$30 billion per annum by 2020.

Drive tourism is a key part of our plan to return the Queensland tourism industry to number one. Our regional cities and towns rely heavily on the drive tourism market to support their local businesses. We are competing internationally and domestically for the tourism dollar and this strategy is about positioning Queensland to take advantage of the great opportunities the drive market represents.

As part of our DestinationQ partnership with industry, the Queensland Drive Tourism Strategy 2013-2015 has been developed to encourage more travellers to take a driving holiday in Queensland and position the state as a world-leading drive tourism destination.

This strategy has been developed in close consultation with the tourism industry, the Queensland Tourism Industry Council, government agencies, regional tourism organisations and industry associations.

The Queensland Government wants drive tourists to be safe and comfortable while exploring our great state. This means maintaining our commitment to quality roads, appropriate rest areas, accommodation options and user-friendly information to enable visitors to plan their journey.

Delivering on these commitments will require a whole-of-government approach but will not be the responsibility of the Queensland Government alone. We recognise that to achieve the goals set out in the strategy, a partnership approach is required between the Queensland Government, local governments and the tourism industry. Numerous Queensland Government agencies and industry organisations have direct responsibility for delivering actions within the strategy.

In developing this strategy we have recognised the inherent complexities of the drive tourism sector and, consistent with our commitment at the DestinationQ forum, have sought to maintain a strong focus on industry, government and community partnership.

Queensland has lacked a coordinated approach to drive tourism in recent years and I am pleased to deliver this strategy for Queensland. I look forward to working cooperatively with the industry to grow the drive tourism sector in the coming years.

We are confident this strategy is a strong foundation to position Queensland as a world-leading drive tourism destination.

The Honourable Jann Stackey MP
Minister for Tourism, Major Events, Small Business
and the Commonwealth Games

Executive summary

A plan to make Queensland number one

Tourism is one of the four pillars of the Queensland economy and the Queensland Government is committed to returning Queensland's tourism industry to number one. Growing the drive tourism market represents a great opportunity to help achieve this goal. It will also promote job creation, infrastructure development and provide incentives for regional Queensland communities to create unique regional attractions to help drive economic growth.

Challenges and opportunities

There are many challenges facing the industry. For example, the high Australian dollar, the distances involved in travelling in Queensland by road, ongoing economic shocks, competition with other sectors (like resources and freight) for road use, lack of investment in short term accommodation, and competition with low cost airlines. Notwithstanding this, Queensland is poised to capitalise on a number of significant opportunities including a renewed government focus on tourism, enhanced industry partnerships and collaboration opportunities, and being at the forefront of emerging technology applications.

Our vision for drive tourism

Our vision for drive tourism is for Queensland to be Australia's number one drive tourism destination by 2020. This will be achieved by showcasing outstanding experiences throughout the state. Visitors will be well informed of visitor opportunities, events, and tourist facilities as they explore Queensland's diverse holiday destinations. Visitors will have access to reliable information, delivered in user friendly and innovative ways across a range of mediums as they plan their journey and while they are holidaying. Accommodation, roadside infrastructure, rest areas and dump points will be well planned and will enhance the drive tourism experience.

A new partnership approach

Underpinning all our efforts is a commitment to a new partnership approach with industry and local government. A strong drive tourism sector presents opportunities for the whole of Queensland, particularly its regional centres. As such it will be important to ensure the key challenges are identified and addressed collaboratively and cooperatively, for the benefit of the Queensland economy and Queensland communities.

With a broad range of Queensland Government agencies directly involved in delivering this strategy, the strategy has already started to deliver a stronger whole-of-government focus on tourism by getting agencies 'thinking tourism' and identifying collaborative opportunities.

Our themes and actions

Key themes and related actions are outlined below.

Meeting consumer needs

For Queensland to grow drive tourism and increase visitor expenditure across the state, the overriding focus of the strategy is on meeting the needs of the consumer. There is a need to develop and communicate a thorough understanding of the drive tourism market, what consumers expect from a drive tourism experience and how best Queensland's tourism industry can deliver on those expectations.

Actions under this theme include analysing the different market segments and examining consumer travel patterns and motivations. Steps will also be taken to ensure the drive tourism industry is better informed about key markets, and can improve the way it communicates to these travellers. An understanding of what consumers expect needs to then be ingrained into tourism experiences through infrastructure development, skills and service quality. The strategy also foreshadows a greater consumer focus for national parks.

Road quality, safety and maintenance

Road safety for drive tourists is critical. Creating a safe driving environment for all road users forms a key part in attracting visitors to use our significant network of roads including remote and regional areas.

Issues for the government include: investment in roads and maintenance; providing frequent and safe overtaking lanes on major highways; ensuring the road networks are less vulnerable to major floods and other natural disasters; and understanding the impacts of other industries (like the resources and freight sectors) on the use of our road networks. Camping at roadside rest areas is also an issue which needs to be addressed.

State and federal agencies have already commenced work on many of these issues, and improved road infrastructure throughout Queensland will continue to be a long term goal. Other key actions include consultation to identify tourism industry priorities, continued investment in the road network in partnership with the Australian and local governments, and conducting a consultative forum to address camping at rest areas.

Signage

Road signage is important for regional tourism destinations. Signage is designed to support the safe and efficient operation of the road, however signage also provides tourism outcomes. Without sufficient and accurate signage some experiences may be lost to visitors, and the economic benefits of tourism lost to regional and remote communities.

Current issues for the tourism industry include improving the effectiveness of tourist signage and the process involved in applying for signage. Actions in this theme focus on ways to improve signage across the state and reduce red tape for operators looking to apply for signage on the state owned road network. In addition, appointing a senior Department of Transport and Main Roads (DTMR) officer in each region will provide a contact point for industry to assist in signage and other transport related issues.

Roadside infrastructure

Creating a safe, comfortable and enjoyable road network for visitors is a major factor in encouraging drive visitors. Key issues include providing appropriate rest areas to reduce driver fatigue, addressing illegal camping at rest areas and a need for additional dump points for visitors to dispose of waste. The government wants to identify infrastructure priorities across Queensland. The tourism industry and local governments need to take advantage of opportunities to leverage funding from various local, state and federal government programs.

Key actions include ongoing funding for the dump point program, making rest areas more attractive and facilitating development of more sustainable and low cost facilities.

Accommodation and facilities

Queensland is a state boasting a wide range of tourist accommodation options. However, there has been limited tourist accommodation development in the last decade, particularly along drive routes.

Attracting new investment into all forms of accommodation is essential to achieving growth in visitor expenditure. Red tape and the increasing cost of doing business are constraining existing businesses and restricting reinvestment. Provision of non-commercial camping facilities is arguably the most complex and contentious issue facing drive tourism.

Actions to be undertaken in this theme include:

- facilitation of new investment through the Queensland Government's Tourism Investment Attraction Unit;
- further planning reforms to consolidate tourism's position in the planning scheme;
- identifying new opportunities for accommodation development across a range of tenure types; and
- conducting a targeted audit of non-commercial camping sites with a view to develop a guideline to assist local governments to make informed decisions about non-commercial camping in their jurisdiction.

Visitor information and technology applications

Recent research shows 83 per cent of leisure travellers and 76 per cent of business travellers plan their trips online. For tourism, the internet and social media have enormous potential to provide significant gains to the industry, including the drive market.

Key issues for drive tourism include responding to the continued and expanding use of internet and information technologies (i.e. tablets, smartphones and other technologies) and the need to be able to research, organise and book accommodation and experiences online. Actions will be undertaken to improve the quality of traveller information products, improve online information, develop tourism applications for mobile devices, and continue assistance for businesses to develop and expand their online skills.

Marketing and promotion

Growth in the drive market will be achieved through a coordinated and collaborative approach to marketing and promotion among the wide range of stakeholders who have a role in promoting Queensland tourism experiences. Actions focus on exploring new partnerships and increasing the focus on promoting events.

Introduction



"Encourage the promotion of tourism destinations through the development of a Queensland Drive Tourism Strategy"

(Queensland Government's Six Month Action Plan July–December 2012)

Introduction

As part of the current Queensland Government tourism strategy (released in the lead-up to the 2012 state election), the Queensland Government stated 'Queensland can be positioned as a world-leading drive tourism destination', and designated the tourism industry as one of the four pillars of the economy. Support for drive tourism will play a part in contributing to the government's goal of increasing overnight visitor expenditure in Queensland to \$50 billion per annum by 2020.

Many of the state's regional cities and towns rely on the drive market to support their economies, and an outcome of the inaugural DestinationQ forum and the Queensland Government's Six Month Action Plan has been the preparation of the Queensland Drive Tourism Strategy 2013–2015 to stimulate and re-energise the drive tourism market.

The sustainability of Queensland's drive tourism market depends on the number of visitors embarking on self-drive journeys, the length of their journey, the time they spend in particular places, and the amount of money they spend.

A strategy to revitalise drive tourism has the potential for:

- enhance drive travel experiences to visitors travelling in and around the state and encourage visitors to travel beyond major tourism destinations;
- encourage longer stays in regional centres, creating greater spend within the region; and
- promote driver/traveller safety whilst creating new travel experiences.

The strategy has been developed to outline actions that could be taken to strengthen the state's economy through this sector by encouraging potential travellers to take a driving holiday in Queensland and by delivering targeted support for the drive sector.

The strategy encompasses relevant areas of the drive market, from tourers on extensive road trips and families taking camping trips, to short day trips and weekends away. Initiatives are designed to support the growth of a four pillar economy by identifying and delivering coordinated infrastructure and services for the drive market.

Through the strategy, both government and industry are presented with an opportunity to work together in planning the integration of drive tourism into all relevant planning, development and marketing initiatives. It will also provide an opportunity for regional communities to build upon existing initiatives to help grow this segment of tourism and enhance local economies.

In addition to leveraging the opportunities presented by the new model for partnership with the Regional Tourism Organisations (RTOs), the realisation of drive tourism priorities will be informed by Tourism and Events Queensland (TEQ) Destination Tourism Strategies and the suite of Tourism Opportunity Plans (TOPs).

What is drive tourism?

Tourism is a major industry for Queensland, directly contributing around 124,000 jobs annually.

It is critical drive tourism is defined for the purposes of this strategy. Historically, it has been defined in many different ways and for different purposes.

For the purposes of this strategy, the following definition is adopted:

"The drive market represents visitors who use some form of vehicular transport as a mode of transport to reach their destination, where their main purpose of visit is leisure (i.e. where their main purpose is for a holiday or to visit friends and relatives). This includes day trips and overnight trips to one or multiple destinations."

However, accurate data for the more broadly defined drive market is tenuous at best. According to Tourism Research Australia's National and International Visitor Surveys, in the year ending September 2012 there were:

- 632,000 international overnight drive tourism visitors to Queensland (or 32 per cent of all international visitors to Queensland); and
- 10.3 million domestic overnight drive tourism visitors to Queensland (or 57 per cent of all domestic visitors to Queensland).

Overnight drive leisure visitors can be further broken down into the following categories:

- short break visitors, who are away from home between one and three nights; and
- long haul visitors, who are away from home four nights or more.

Long haul drive leisure visitors can be further segmented into two groups:

- point-to-point visitors, who stay overnight in one or two different locations; and
- touring visitors, who stay overnight in three or more different locations.

In recent times, the focus has been on getting a better understanding of both the profile of the touring market (who they are and where they come from) and their travel behaviour (where they stay and which tourism regions and assets they visit).

Queensland tourers are:

Visitors who have had at least four nights and three stopovers during their Australian trip, where at least one stop involved driving to a Queensland destination for leisure¹ purposes.

While every segment of the drive market is important, the touring market has taken on a stronger focus due to higher perceived economic benefits to the state and regional areas (because of their longer length of stay and higher number of stopovers).

Notwithstanding this, tourers represent a relatively small proportion of visitors to Queensland. Between the years 2000 and 2010, only 6 per cent of domestic visitors and 18 per cent of international visitors were tourers².

Drive tourism includes those who utilise multiple forms of transport as part of their journey including fly-drive and rail-drive. For regions such as Tropical North Queensland, fly-drive visitors are a significant market and drive tourism is intrinsically linked to aviation access.

It is also important to recognise not all drive journeys are undertaken in personal vehicles and the vehicle hire market is a major stakeholder in the tourism industry. This includes the hire of 4wd's, motorhomes, campervans and regular vehicles.

Drive tourism is important

The drive tourism market is very important for Queensland's tourism industry, accounting for approximately 70 per cent of the overnight leisure market in Queensland.

In addition, day trippers are a significant part of the overall drive market and represent a significant portion of visitors in some parts of the state. The Queensland day trip market, the vast majority of which was by car, was worth \$4.4 billion to the state's economy each year³.

1. Driving includes using a private or company car, rental car, long distance road travel and using a campervan or motorhome.
2. Leisure includes holidays (including sporting events), shopping, entertainment, special events and accompanying conference/convention attendees.

3. In 2012, specific research was undertaken into the economic contribution of touring visitors to Queensland. The research was conducted using Tourism Research Australia's (TRA) National and International Visitor Surveys data from the year ending December 2010 to the year ending December 2012.

4. National Visitor Survey, TRA YE September 2012.

Recently research was commissioned to find out more about tourers due to their longer length of stay and higher number of stopovers. The findings from this research include:

- tourers directly contribute approximately \$5.9 billion to the Queensland economy per year: \$1.2 billion for domestic and \$7.37 million for international tourers;
- touring supports approximately 15,000 jobs annually (or 12 per cent of all tourism jobs) in the state;
- 950,000 domestic visitors tour Queensland by road (6 per cent of all domestic visitors) and 360,000 international visitors take to the road (58 per cent of all international visitors to Queensland);
- domestic tourers spend an average of 11.8 nights in Queensland and spend an average \$113 per night; and
- international tourers spend an average of 26.4 nights in Queensland and spend an average of \$76 per night.

Queensland's hotels, resorts, motels, guest houses and serviced apartments with 15 or more rooms generate \$2.228 billion in revenue annually.⁵

⁵ In 2012, specific research was undertaken into the economic contribution of touring visitors to Queensland. The research was conducted using TRA's National and International Visitor Surveys data from the year ending December 2000 to the year ending December 2009.

⁶ Tourist Accommodation Data Sheet YE June 2013. Tourism Queensland www.tq.com.au

Commercial caravan parks also play an important role as accommodation providers and contributors to the economy. Analysis of 25 parks from a representative cross section of different park types, turnover levels and local government areas Australia-wide showed⁷:

- the average contribution of these parks to the economy was in excess of \$3.26 million;
- for every \$1 of park income, \$1.38 of local economic activity is generated, by the individual park; and
- although four to five tourist parks with greater than 40 powered sites have closed down every quarter for the last 15 years, revenue has continued to grow at 6.75 per cent per year for the last 15 years.

Australia's ageing population and a corresponding increase in retirees who travel around Australia presents significant economic opportunities for many sectors across the tourism industry.

Drive tourism is vital for regional destinations

Drive tourism is the lifeblood of the tourism industry in many regions. It is vital in facilitating regional dispersal and access to Queensland's many and varied visitor experiences. Dispersal is the extent to which growth in visitor numbers and expenditure are shared across the state. Given the vastness of the state and the distances between regional destinations, the diversity of tourism experiences is critical to both the tourism industry and to the economic and social development of the regions.

Businesses in rural and regional communities rely on income from drive visitors (who stop), as they often buy local tourism products and services, as well as basic travel necessities like fuel, food and other supplies. Driving is also the only or main way to get to many Queensland destinations.

⁷ Caravan, RV Accommodation Industry of Australia, *Economic Benefit Report—Commercial Parks to a Local Community*, BDO, October 2012.

Notwithstanding this, the advent of cheaper air fares and new airline routes means there are now more fly-drive visitors to the state than in previous times. This trend is likely to continue.

Drive tourism provides a number of benefits to businesses, particularly to regional and rural communities which are primarily accessible by driving. These include:

- increased profits;
- job growth;
- opportunities for new business startups;
- increased demand for new products and services;
- opportunities for business collaboration; and
- addressing skills shortages by tapping into the skills of temporary visitors.

Drive tourism is a priority for the Queensland Government

As one of the four pillars, tourism has been identified by the Queensland Government as one of the most productive sectors of the economy with the potential for strong growth.

The government is committed to developing the state's drive tourism sector, acknowledging the role it can play in restoring Queensland to its rightful place as Australia's number one tourism destination.

The Queensland Government's tourism strategy contains the following commitment:

"Through a coordinated program of policy, regulation, planning approvals, infrastructure and marketing initiatives, the Government believes Queensland can be positioned as a world-leading drive tourism destination."

The Queensland Government has made clear its intention to stimulate and re-energise the drive tourism market. It is one of the 11 key niche markets identified for development in the tourism strategy and reinforced as a priority at the Inaugural DestinationQ forum and in the Government's Six Month Action Plan.

The Queensland Drive Tourism Strategy 2013-2015 is strongly aligned with, and meets the strategic objectives of the Queensland Government to create strong and diverse regional economies. As an important segment of the tourism industry, the drive market supports local and regional economies by providing opportunities for economic growth and employment.

Growth in drive tourism will contribute to the government's goal of doubling annual overnight visitor expenditure by 2020 and at the same time, address seasonality issues in the tourism industry, and encourage visitation to our regional destinations.

The strategy also seeks to leverage from and inform other key DestinationQ priorities and broader strategic tourism initiatives including the proposed 2020 Tourism Marketing Plan and 20-year Strategic Plan for Tourism. Any improvements in access to national parks for ecotourism will support the market through encouraging visitation for drive visitors.

A partnership approach is needed to grow drive tourism

There are a range of important stakeholders who can help to grow drive tourism, and it is by working in partnership that we ensure the best results can be achieved. Key partners include local governments, RTDs, industry associations and individual tourism operators.

Government and industry working together can help build drive tourism.

Maximising the opportunities from drive tourism will require a concerted whole-of-government approach. Support for the drive sector is undertaken by a variety of agencies as part of their normal business activity and service initiatives and may be carried out in isolation.

The strategy is therefore intended to provide a vehicle for whole-of-government coordination and strategic direction for drive initiatives. This will include both supply and demand issues, ensuring travellers are encouraged to take a drive holiday in Queensland while providing targeted support for drive visitors and tourism operators. Key agencies include DTMR, the Department of Tourism, Major Events, Small Business and the Commonwealth Games (DTESB), and TEQ.

The facilitation of drive tourism requires an investment in road construction and improvements, along with the development of effective signage, roadside rest areas, maps, and cooperative marketing. A key challenge is to ensure drive tourism interests are considered in government transport planning processes, including the annual Queensland Transport and Roads Investment Program (QTRIP).

As the operators of much of the state's road network, DTMR will work with local governments to create a seamless driving experience for drive visitors across the state's road networks and leverage existing funding programs to give more focus to drive tourism access.

Other areas where drive tourism issues are aligned with and recognised in policy and industry development activities across government include:

- **land use planning**—using the government's planning framework (statutory, local and regional plans), caravan park policy, and other relevant legislation or policies to identify and facilitate drive tourism opportunities;
- **empowering Queensland local government policy**—recognising the role of local governments as the most qualified government entities to address and respond to local community issues;
- **reducing red tape**—clearing government red tape and creating better planning certainty. This includes opportunities to streamline and simplify tourist signage guidelines on state-controlled roads;
- **events**—capitalising on opportunities presented by the Queensland Government's strong events agenda (including the 2018 Commonwealth Games in the long term) and commitment, as highlighted by the recent formation of Tourism and Events Queensland; and
- **infrastructure programs**—leveraging tourism outcomes such as investment in roads or roadside infrastructure through a range of Queensland Government funding programs like Royalties for the Regions (RFR) and the Local Government Subsidies Program.

Challenges and opportunities

The drive tourism industry has been facing a broad range of challenges, which require a suite of responses to ensure the appeal of drive holidays and the value of drive tourism to the economy are both maximised. Some of these key challenges are summarised below.

Addressing these challenges and realising the opportunities of drive tourism requires a coordinated approach to address a range of issues:

- meeting consumer needs;
- road, quality, safety and maintenance;
- signage;
- roadside infrastructure;
- accommodation;
- visitor information and technology applications; and
- marketing and promotion.

Challenges

- Exchange rates and low cost airlines increasing overseas travel
- Perceived lack of new tourism product
- Narrow profit margins
- Fuel costs
- Planning and regulatory issues hindering development
- Competing road uses and priorities

Opportunities

- World class consumer experiences:
 - visitor information
 - roadside infrastructure
 - road safety.
- New investment through planning reforms and red tape reduction
- New partnerships and collaboration opportunities
- Influencing investment programs and leveraging grant funding for tourism outcomes

Actions

- Build the evidence base to underpin investment decisions
- Build industry capacity to meet customer needs
- Roadside Rest Area Consultative Forum
- Drive Tourism and Transport Infrastructure Study
- Industry consultation to inform investment priorities
- Establish key contacts in DTMR for industry
- Review signage policies and guidelines
- Facilitate investment in new tourist accommodation



Queensland driving experiences

There have been a number of strategic international and domestic drive routes over the years, some of which continue to be promoted such as the Savannah Way, and others that are no longer utilised. Some major highways in the past have been themed, such as the Matilda Highway, Australia's Country Way, Dig the Tropic and Adventure Way.

Some current tourist drives include Drive North Queensland, Drive Inland Queensland, Overlander's Way, the Great Green Way and the Natural Sciences Loop. A database of over 60 journeys (short trips to multi-destination journeys) in the Australian Tourism Data Warehouse (ATDW) indicates itineraries that entice the visitor to undertake experiences along Queensland's road network are valuable to the drive tourism industry.

Maintaining linkages with other state jurisdictions is important as a number of themed routes cross neighbouring states and territories, and tourists can benefit from a seamless drive experience.

Most themed drive routes have been, or continue to be overseen by some form of stakeholder committee or structure. These groups may involve numerous local governments, RTDs, and local tourism organisations (LTOs). A number of themed drives still operate under these structures while others have ceased. As the approach to themed routes has evolved over recent years, some of the committees have taken on a much broader role than just managing the drive route itself, including marketing and promotion, development activities including new experiences, and infrastructure such as signage.

Given nearly a decade has passed since the first strategic touring routes were established, there is a need to strategically assess themed drives and the various structures which oversee them, with a view to developing a better understanding of where themed routes fit within the broader tourism context and identifying best practice sustainable governance models to inform discussions around a preferred approach to future development of new drive experiences and itineraries.



Map courtesy of RACQ

What is the way forward?



What is the way forward?

The diagram below details the vision for the strategy and the objectives of the seven key chapters:

Vision						
By 2020, Queensland will become the nation's number one drive tourism destination, reflecting safe and appealing tourist driving routes that showcase outstanding experiences from the Outback to the coast and up to the Gulf. Visitors enjoying a driving holiday will be well informed on directions, opportunities and tourist facilities as they make their way through our diverse range of holiday destinations.						
Meeting consumer needs	Road quality, safety and maintenance	Signage	Roadside infrastructure	Accommodation and facilities	Visitor information and technology applications	Marketing and promotion
To better understand what it is that today's tourism consumer is looking for to improve the travelling and holiday experience.	To ensure Queensland's visitors have a safe and enjoyable experience while travelling to their destination on the state's efficient and resilient road network.	To ensure Queensland's roads, destinations and experiences are signed adequately without detriment to the aesthetics of the region or road safety, and that applications for new signage are easy and accessible.	To ensure roadside infrastructure enhances the drive tourism experience through the provision of adequate, high quality and appropriately located infrastructure which meets the needs and expectations of the consumer.	To ensure Queensland continues to provide a range of accommodation options to meet the needs and expectations of consumers by facilitating development of new and upgraded accommodation product and supporting existing businesses.	To ensure visitors can readily access reliable and unbiased information on events and experiences, including road and traffic conditions via a range of print and electronic mediums; and Queensland tourism businesses are leaders in utilising new technologies to engage with current, past and potential visitors.	To ensure marketing and promotion of Queensland's events, experiences and regions is undertaken in a coordinated manner to maximise visitor expenditure attributed to Queensland's drive market.

What is the way forward?

9

Chapter 1

Meeting consumer needs

Objective:

To better understand what it is that today's drive tourism consumer is looking for to improve the travelling and holiday experience.



Photo: outcrop of Van Gergoyen and McArthur's Outback Australia

Who is the consumer?

The drive market represents visitors who use drive as a mode of transport to reach their destination, where their purpose of visit is leisure. This includes day trips and overnight or multiple day journeys. This market is extremely important to tourism in Queensland due to the large number of visitors who drive during their time in the state.

Consumer research is paramount in understanding the habits and profile of the drive traveller. Questions abound, such as 'what triggers someone to get into a car and drive somewhere?' and 'what are the statistics on the weekend traveller?' These and other questions require answers to ensure consumer needs can be met.

As Queensland is such a large decentralised state, where many experiences are outside of popular destinations, the drive market presents a significant opportunity to increase visitor dispersal and potentially increase repeat visitation as consumers are introduced to new and different parts of the state.

TEQ has defined two main subsets of self-drive leisure visitors to Queensland. The first are short break visitors who have a trip length of between one and three nights. The second are the long haul visitors who have a trip length of four nights or more.

The drive tourist is a large consumer group. Of the 16.7 million Australians that visit Queensland each year, 12.8 million come for leisure and 9.6 million of them drive during their trip. Of the 2 million international visitors to Queensland each year, 1.8 million are leisure visitors and 875,000 of these drive during their journey.

Segmentation analysis

In 2008, TEQ conducted research identifying domestic visitors ideal holiday needs and wants¹¹. While this was not specific to the drive market, it helps to understand the consumers' needs and wants. The impact of the marketing dollar can be maximised through more effective communication with the consumer.

Segments identified by TEQ are:

- **active explorers**—holidays are about pushing boundaries through challenging themselves via physical activity. The focus is on exploring the extremes of their physical environment and themselves. (Getting around—I am likely to drive sometimes taking a caravan or recreational vehicle (RV));
- **stylish travellers**—a holiday is a chance to demonstrate their achievements both to themselves and others. They do this by seeking out unique and exotic experiences and products, making them feel discerning, stylish and successful. (Getting around—I prefer to fly and hire a car than drive long distances);
- **self discoverers**—holidays are about discovery, nourishment and enrichment of the self (physically and intellectually). (Getting around—I'd rather fly, taking advantage of cheap fares whenever I can, and hire a car);
- **unwinders**—holidays are all about relaxation and release, focusing on themselves as an escape from their busy lives. They seek an unstructured holiday. Decisions are made when at the destination. (Getting around—I prefer to fly rather than drive);

¹¹ Understanding our Consumers—TEQ domestic market segmentation, accessed 14 October 2012 www.tq.com.au

- **connectors**—holidays are a chance to connect with the people they care most about. (Getting around—I am more likely than other segments to drive to the holiday destination and consider the journey to be part of the experience); and
- **social fun seekers**—the essence of the holiday is about having fun. They do lots of different activities, but sharing the experience with friends and other holidaymakers makes the difference. (Getting around—I will often drive. However, once I am there I prefer to not drive much).

Consumer travel patterns and motivations

The travel patterns of the drive tourism market are influenced by consumer preferences and demands and social and economic trends. The age of the travellers, whether driving as a family or a couple, income, or being domestic or international visitors will change the type, length and expenditure of a drive holiday. In addition, fuel prices, exchange rates, weather patterns and time of year will determine how many visitors there are on the road at any one time.

International visitors also may have distinct travel patterns and motivations which will need to be catered for.

Drive visitors also have different motivations for choosing the type of holiday. It could be a long held dream to experience travelling through the state, a desire to see a specific destination or attraction, a need for the freedom to make choices as you travel, or something as simple as just 'getting away from it all'.

Queensland's natural environment with its diverse landscapes and unique wildlife, is a key drawcard for domestic and international visitors alike. In particular, the state's five World Heritage areas and hundreds of national parks are a major driver for tourism.

Queensland's self drive market heavily relies on access and the provision of infrastructure and visitor experiences in national parks located along popular drives and touring routes. Queensland's new Ecotourism Plan will be released in early 2013 to provide a strategic framework for ecotourism in Queensland. A partnership approach between industry and government, it will incorporate a significant focus on Queensland's National Parks which will support Queensland's self drive market.

Today, there is an increased use of new technologies for planning and booking holidays, and searching for information and making further bookings mid trip. Today's traveller is using mobile technologies and social media to research, plan, book and stay in touch. These changes in consumer preferences require changes in how destinations and experiences are promoted, how visitor information is provided and what services, products and experiences are relevant and how they are marketed.

Importantly, the strategy recognises the importance of understanding that each segment of the drive market has different motivations, consume different visitor services, have different lengths of stay and contribute differently to the economy.

To fully address opportunities across the drive sector there is a need to develop an improved understanding of each segment including their behaviours and how they can impact on visitor expenditure, what tourism services they consume and each segments differing accommodation needs. As such the strategy identifies the need for further research to understand consumer travel patterns and motivations.

A better understanding of this will underpin more effective marketing, product development and decisions relating to infrastructure including signage, roadside stops and visitor information centres (VICs). This also underpins the work of many government and industry organisations and therefore there are numerous opportunities to establish partnerships to address research needs. A strong evidence base is essential to position the industry to respond to changing consumer trends and expectations.

Market segments

While the focus of segmentation is on the types of experience sought, drive tourists are also commonly grouped into a number of categories.

Grey nomads

Defined as retired or semi-retired, over 55, and travelling for leisure, grey nomads are significant contributors to rural and regional economies. Proportionally they spend similar amounts of money as do younger visitors, but grey nomads spend a greater number of nights per annum driving and staying within regions and often in areas not frequented by other visitors. In addition, these are the touring public who often travel in off-peak periods, therefore leveling regional tourism capacity throughout the year.

A 2010 survey found grey nomads spend an average of 163 days per year on the road. They spend three days at each stopover, and nearly 88 per cent of participants indicated they had travelled (or intended to travel) to rural and remote parts of Australia.

The Australian Bureau of Statistics predict by 2050 the number of Australians aged 55 years and over will more than double⁹ with increasing demand for tourism product. This presents a tremendous opportunity for Queensland. Currently grey nomads represent a relatively small portion of the overall drive market and this is often lost in discussions about drive tourism.

⁹ Australian Bureau of Statistics ref 3222.6 Population Projections, Australia 2006 to 2101

The youth market

According to Tourism Australia, the youth segment is made up of people aged between 18 and 30 years, commonly referred to as Generation Y. Just like a number of other market segments, the active explorers in this segment look to develop confidence and life skills through travel and the sense of achievement this derives.

Meeting the needs of consumers

Developing a greater understanding of the consumer demographics, how they plan their trip, what experiences they seek and who they travel with needs to be reflected in the tourism products and experiences offered. This knowledge will assist operators across all facets of their business including assessing new market opportunities, resource allocation, staff training, customer service and infrastructure development.

The quality of the service provided to visitors, and the state's reputation, are critical and determining factors in the tourism industry's ability to meet visitor expectations. Numerous opportunities already exist for operators to improve their business and deliver the experience sought by the consumer. Industry is encouraged to take advantage of these opportunities including:

- gaining T-Qual accreditation, through the Australian Government's national quality benchmark for the tourism industry, which will maximise the ability of tourism operators to grow their business and meet the needs of visitors;

- the tourism service quality toolkit available on the: www.business.qld.gov.au website which provides a range of practical resources and showcases service excellence strategies aimed at helping tourism operators improve service quality; and
- participating in the Queensland Tourism Awards which drives participants to thoroughly review their business operations, encourages continuous improvement and highlights tourism operators who have excelled in meeting consumer expectations.



Way forward

The key challenge for Queensland is ensuring tourism organisations and operators are geared to the changing needs of consumers. An example of this is tourism operators being aware and up skilled in languages, cultural differences and product preferences to enable them to meet the needs of consumers.

There is a need for insights to be provided to the tourism industry, both into the drive market specifically, and broader consumer trends. In addition, particular research needs will emerge over time requiring a specific tourism research project.

To ensure drive tourism stakeholders are well informed, it is important to build upon the existing evidence base. An audit of relevant research data currently available needs to be undertaken and, where appropriate, further investigation conducted to address priority research gaps.

Queensland's national parks are a key motivator for travel and delivering consumer focussed national park experiences will drive increased visitation to national parks, increase tourism expenditure and enhance Queensland's reputation as an ecotourism destination of choice.

	Action	Partners	Timeframe
Meeting consumer needs			
1.1	Build up the evidence base to ensure drive tourism stakeholders are well informed to assist with decision making and resource allocation by: a. identifying research gaps in partnership with industry; and b. commissioning further research to address priorities, as appropriate.	DTESB, TEQ, TRA, QTIC, tertiary institutions, LSAQ, industry associations, VICs	a. 6 months b. 24 months
1.2	Build industry's capacity to meet the needs of consumers by: • presenting the findings of the drive market research, including consumer needs, preferences and perceptions to industry; • promoting the importance of service quality and business improvement programs; and • highlighting best practice tourism operations in Queensland.	DTESB, TEQ, QTIC (Associations Council), industry associations, DSOOP	ongoing
1.3	Support the delivery of consumer focussed experiences for Queensland's self-drive market in priority national parks through: a. consideration of drive market needs to inform development and management priorities in national parks through the established regular forums between QPWS Regional Directors, TEQ Regional Directors and RTOs; b. considering information needs of the 'drive market' in future DNPWSA visitor communications; c. monitoring implementation of national parks online camping booking system to meet customer requirements; and d. creating opportunities for skilled volunteers to assist in national park projects, for example campground hosts.	DNPWSA, DTESB, TEQ, RTOs	a. ongoing b. ongoing c. 18 months d. 18 months

Chapter 2

Road quality, safety and maintenance

Objective:

To ensure Queensland's visitors have a safe and enjoyable experience whilst travelling to their destination on the state's efficient and resilient road network.



Queensland's road network not only links visitors with their destination, but can also be an important influence on the drive experience. The condition of road surface, the number of overtaking lanes, rest areas and prevailing traffic conditions can all impact on how visitors perceive their experience and make future journey decisions.

Concerns about some Queensland roads have been raised by the tourism industry regarding safety, drivability, congestion and flood immunity. Feedback has highlighted roads in resource regions and the Warrego and Bruce Highways as the most critical focus for future investment in the road network.

The majority of Queensland's roads are owned and managed by local governments. DTMR is responsible for building and maintaining the state-controlled road network which includes 33,328 kilometres of roads and more than 6,500 bridges and major culverts.

Improved transport planning and coordination has helped prioritise investment over recent years, however continued investment in the road network is critical in responding to the demands of extreme weather events, rapidly increasing population growth and economic development have placed on infrastructure. DTMR has identified a priority network to guide future road investment. The priority network also includes the strategic tourism routes.

Tourism is particularly vulnerable to major events on the road network which may affect visitors ability to access destinations. The experience during the 2011 natural disasters emphasised tourism's reliance on the road network and the importance of building more resilient road infrastructure which has greater capacity to withstand extreme weather events.

Drive visitors present a range of unique road safety challenges such as towing caravans and driving in remote areas. Addressing road safety issues will continue to be a key consideration in determining infrastructure priorities. Road safety improvements are complemented by general and targeted road safety and driver education campaigns.

Issues

Road investment and maintenance priorities

Common complaints about roads include poor road quality, narrow pavements, uneven road surfaces and visibility issues. Congestion on major roads has also been a source of frustration for visitors accessing some destinations, particularly during peak periods. Anecdotal evidence suggests regular traffic delays caused by congestion are affecting travel patterns to the detriment of industry, e.g. day trip and overnight visitors to the Sunshine Coast from Brisbane.

Over the past two years, \$7.7 billion¹⁰ has been invested in the road network with key achievements including:

- flood recovery and reconstruction works across the state-controlled road network;
- 2.7 kilometres Ted Smout Memorial Bridge, linking Brisbane and Redcliffe;
- widening and rehabilitating 33 kilometres of the Kennedy Development Road;
- Gold Coast Highway upgrade at Labrador;
- replacement of the Isis River Bridge, Bruce Highway (South of Childers); and
- widening Townsville ring roads to four lanes (Douglas Arterial section).

Investment in safety, traffic flow upgrades, and road maintenance are critical to future growth of the industry. However, it must be recognised reconstruction works required as a result of natural disasters during the last two wet seasons have significantly impacted the government's ability to fund road enhancement projects.

¹⁰ Queensland Transport and Roads Investment Program 2012-2013 to 2015-2016

DTMR produces a four year works program annually, QTRIP, which details the government's plan to deliver transport and road projects. Given the reliance of tourism on the transport network, and potentially catalytic effect on further tourism development, it is important tourism industry transport priorities inform investment priorities in the road network. Of particular importance are Queensland's strategic touring routes which are the backbone of Queensland's drive market.

Other priorities include the Warrego Highway and the Bruce Highway which is the most critical road in the state, connecting Brisbane to Cairns and key regional centres.

Through the *Fixing the Bruce Highway* policy, the Queensland Government has foreshadowed a plan to fix the Bruce Highway within 10 years through allocating \$1 billion (subject to the Australian Government bringing forward an increased commitment to the highway), and has already established a Bruce Highway Crisis Management Group to agree on a 10 year Bruce Highway upgrade program. The 2012-13 State Budget included a \$415.6 million boost for capital improvement works on the Bruce Highway.

The Warrego Highway is particularly important for day trippers and overnight visitors travelling to Toowoomba and Southern Queensland Country. The State Budget also included \$219.9 million in capital improvements to the Warrego Highway.

Resilient road infrastructure

Natural disaster events in 2010-11 and 2011-12 had a devastating impact on the road network and recovery and reconstruction works continue to affect the network and funding for investment. 28 per cent of Queensland's roads were affected as a result of Cyclone Yasi and flooding during early 2011. Of the 7,313 kilometres of road DTMR plans to reconstruct following these events, 3,290 kilometres have been reconstructed and a further 1,848 kilometres are under construction¹¹.

¹¹ QLTRA Monthly Report November 2012

For a state like Queensland, which is highly susceptible to extreme weather events, a resilient road network is important to the future economic prosperity of the state. Restricted tourist movement as a result of road closures can have a significant effect on tourism operators and also regional and local economies.

This is highlighted by the results of a 2011 study undertaken by Capricorn Enterprise and CQUniversity following the 2011 flooding event. The report, *Assessing the regional economic impacts of flood interruption to transport corridors in Rockhampton*¹² estimated the total cost to the Rockhampton economy from the loss of road transport at approximately \$5.41 million per day. Total revenue losses in accommodation and food services for Rockhampton, Capricorn Coast and Central Highlands were estimated at almost \$3 million over a 10 day period.

Resources sector impacts

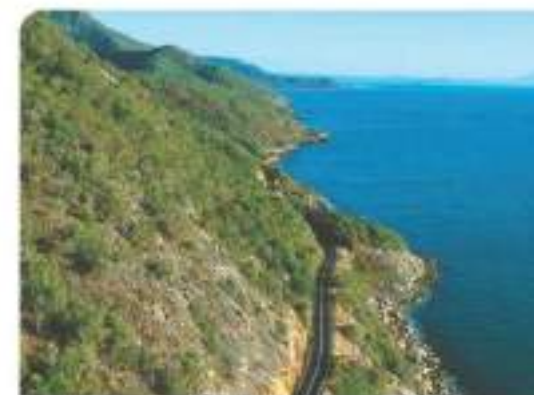
Rapid growth in the resources sector over the past few years has placed additional pressure on inland road networks and created a number of negative impacts for visitors including:

- safety issues arising from sharing routes with heavy transport;
- being stuck behind heavy vehicles on long stretches of road;
- degradation of road surfaces;
- lack of available accommodation in certain communities contributing to driver fatigue; and
- having to stop for extended periods of time for cargo movements.

¹² Rolfe, J., Gowen, R., Kinnear, S., Flint, N., & Wilson, August 2011, *Assessing the regional economic impacts of flood interruption to transport corridors in Rockhampton*, Capricorn Enterprise and CQUniversity

A number of strategies and programs are being developed between industry and government to help alleviate the impact of the resources sector on Queensland communities.

The tourism industry is likely to benefit from the RFR program which will invest \$495 million over four years in regional community infrastructure such as roads, community infrastructure and flood plain security. The Roads to Resources Fund component funds road projects which enhance the safety, connectivity and capacity of roads servicing resource communities. The fund provides a great opportunity for tourism stakeholders to engage with eligible local governments to coordinate road infrastructure priorities for the fund and other strategic investment programs.



Driver safety campaigns

The Queensland Government is a signatory to the National Road Safety Strategy 2011 to 2020 that includes a target of a 30 per cent reduction in the number of fatalities and serious injuries by 2020. The Queensland Government is currently in the process of engaging an external provider for the development and implementation of a community safety strategy. This new and innovative approach will aim to ensure road, rail, marine and emergency safety issues are top of mind for Queenslanders and visitors.

DTMR and various other organisations deliver a range of driver safety campaigns and initiatives including those targeted at drink driving, speeding, driver fatigue and road rules. Tourist drivers can possibly be subject to other potential risks as a result of:

- lack of experience driving in regional areas where wildlife or driving at dusk can be hazardous;
- lack of experience sharing the roads with heavy vehicles;
- driving fatigued trying to get to a destination to meet travel plans;
- lack of knowledge of local road conditions; and
- driving larger vehicles like motorhomes or pulling caravans.

Targeted campaigns can assist in improving the safety for visitors. While DTMR invests in driver safety and education campaigns, organisations such as the Royal Automobile Club of Queensland (RACQ) also lead safety and driver education campaigns.

Consumer and industry groups, vehicle manufacturers and hire companies all have a strong role in advocating road safety and delivering safety initiatives. VICs, RTOs, Queensland Police Service (QPS) and stakeholder collectives, like Drive North Queensland, also play a vital role in providing safety information to drivers.

Stay On Track Outback

The "Stay On Track Outback" driver safety program was developed specifically to target driver safety for those towing caravans. Alarmed by a high rate of road accidents involving caravans in regional areas, the QPS, Charleville District developed the program to address local road safety issues particularly in light of recent increases to heavy and four wheel drive vehicles sharing the roads with caravan traffic.

The program provides visitors with important tips to drive safely on roads within the district such as trying to avoid driving at night to prevent animal strikes or crashes that are caused when drivers attempt to avoid wildlife, and the importance of pulling off the road to give road trains room to remain on the sealed section.

The campaign involves promotional material distributed through VICs and local caravan parks, advertisements which are broadcast through local television network Imparja, and www.qld.gov.au/stayontrack.

Stakeholder groups like the Mackay Road Accident Action Group (RAAG) have a role in driver safety education and initiatives. The group, which involves representation from the state government, industry, community, and local government, aims to ensure a coordinated and collaborative approach to reducing the incidence and severity of road crashes in the broader Mackay region by focusing on the causal factors relating to road incidents.

Roadside rest areas

Roadside rest areas form a critical part of the road network and are provided to encourage people driving long distances to stop and revive. There are more than 500 rest areas, heavy vehicle stopping places and points of interest across Queensland, the majority of which are managed by local governments, service clubs or other authorities. Approximately 100 are managed by DTMR in accordance with its *Provision of Roadside Amenities* policy.

Illegal camping is an issue in some parts of Queensland. In some places, rest areas and heavy vehicle rest areas are so congested with campers there is inadequate space for drivers who genuinely need to rest along their journey. Rest areas are not long term camping sites and camping is either prohibited or limited to short stays. Rules on the length of stay at rest areas vary between controlling authorities. Regulation allows for enforcement, however enforcement is often difficult and impractical, particularly in more remote areas. Caravans and motorhomes are not considered heavy vehicles, and are not permitted to stop at heavy vehicle locations.

The Mackay RAAG has developed the Rest Area and Stopping Place Project which aims to identify potential sites in and around the Bowen Basin, and Mackay/Whitsunday region for the establishment or upgrade of rest areas and stopping places for motorists and heavy vehicle drivers. The project will focus on development of new rest areas where new or upgraded rest areas would be effective.

Way forward

Recognising the importance of a reliable and effective road network to tourism and regular engagement between DTMR and the tourism industry will help ensure tourism priorities such as strategic touring routes are considered as part of forward infrastructure planning.

Continued investment in the state's road network, including the Bruce Highway, will help alleviate pressures on the network and improve flood immunity.

Driver safety programs and initiatives will continue to be supported with all parties working together to promote a range of driver education and road safety initiatives, including those specifically targeting drive visitors.

In recognition of the importance of rest areas to driver safety, it is intended to ensure the focus of rest areas is on fatigue management by addressing the issue of illegal camping at rest areas and stopping places.

	Action	Partners	Timeframe
Road quality, safety and maintenance			
2.1	Consult the tourism industry on an annual basis, through QTIC, on industry priorities, including those on state strategic touring routes, to inform the development of DTMR's forward infrastructure program.	DTMR, QTIC, DTESB	annual
2.2	Continue to invest in safety, capacity, and flood immunity enhancement projects on the state's road network, including key hot spots such as the Bruce Highway, Warrego Highway and in resource regions within available funds.	DTMR, local governments, Australian Government	ongoing
2.3	Develop, lead and promote targeted driver education and road safety programs and initiatives including providing information to drive visitors to help them stay safe, particularly on regional and rural roads shared with heavy vehicles.	RACQ, DTMR, CMCA, CPAQ, RTOs, VICs, CRVA	ongoing
2.4	Conduct a roadside rest area consultative forum to address camping in rest areas, including: <ul style="list-style-type: none"> • undertaking an audit of roadside rest areas; • reviewing length of stay provisions and monitoring/enforcement responsibilities; and • developing strategies to inform local governments and educate drivers. 	DTESB, LGAs, DTMR, local governments, QPS, RACQ, CMCA, CPAQ, CRVA	12 months
2.5	Undertake a Drive Tourism and Transport Infrastructure Study to: <ul style="list-style-type: none"> • facilitate a better understanding of linkages between tourism demand, infrastructure requirements and road user conflicts; and • establish an evidence base to ensure infrastructure needs and investment opportunities for drive tourism are understood and factored into broader government infrastructure planning and investment decisions. 	DTESB, DTMR, TEQ	12 months

Chapter 3 Signage

Objective:

To ensure Queensland's roads, destinations and experiences are signed adequately without detriment to the aesthetics of the region or road safety, and applications for new signage are easy and accessible.



Signage is critical to the safe and efficient operation of the road network. Across Queensland, different types of signs are used to help drivers find their destination effectively and locate places throughout their journey, such as rest areas, petrol stations and points of interest. Driving throughout Queensland, visitors may encounter various types of signage including:

- white-on-green direction signs;
- white-on-brown tourist establishment/attraction or tourist drive signs;
- gateway signage at state borders, tourism regions, destinations or communities;
- themed touring route signage;
- blue and white service signs;
- accredited VIC signs; and
- billboards and other forms of advertising.

Some of the above signs may also incorporate an approved logo such as the nationally agreed winery symbol. Use of approved logos on signage can help drivers locate attractions safely and effectively without having each facility signed separately at locations such as major intersections. This approach helps reduce signage clutter in regions with a high concentration of similar attractions.

Effective road signage can mean the difference between visitors stopping to explore a town or attraction or just driving through. Tourism signs complement standard direction signs to assist safe and efficient travel for visitors seeking particular destinations or areas of interest. A large number of tourist signs can, however, reduce the benefits, potentially confusing drivers and causing hazardous situations.

Responsibility for tourist signage resides with the relevant road authority. Signs on state-controlled roads are the responsibility of the Queensland Government and local governments administer signs on local roads. While the majority (80 per cent) of Queensland roads are local government controlled, state-controlled roads are the primary arterial connecting routes between regions.

The design, manufacture, installation and maintenance of signs on state-controlled roads are undertaken by DTMR. DTMR has limited control over signage matters on local government controlled roads, however local governments are required to manage signage in accordance with guidelines developed by the state (notably, the Manual of Uniform Traffic Control Devices). DTMR's policies and guidelines aim to achieve road signage which maximises the information available to motorists, consistent with the overriding requirements of safety for all road users.

While signage to tourist establishments can increase tourism visitation by encouraging visitation from those who may have otherwise passed by, the primary intent of signage is not as a promotional tool for businesses but rather a means to help visitors physically locate the facility safely and efficiently.

Issues

Effectiveness of tourist signage

Provision of tourist signage on state-controlled roads is undertaken in accordance with a number of guidelines and policies. These guidelines are in place to provide a consistent approach to tourist signage and ensure tourist signage supports the safe and effective operation of the road network. There are currently nine state and federal government guidelines and policy documents relating to tourism signage and tourism related activities. Local governments manage signage through local laws, bylaws, planning regulations and specific signage policies.

The tourism industry has raised a number of concerns about tourist signage. Common issues relate to:

- old or faded signage;
- signage that is hard to interpret and is not clear;
- the location where signage has been installed;
- a perceived lack of signage in some areas;
- signage clutter in some areas, affecting driver safety and amenity;
- visual amenity through the proliferation of roadside advertising; and
- the condition and location of signage on themed touring routes and tourist drives.

Billboards and other forms of roadside advertising are also prominent in some areas, and proliferation of these types of signs has been identified as an issue in areas including along the Warrego Highway. Many roadside advertising signs are located on private property. Ultimately this is a local government issue.

There is a need to review the existing suite of documents to ensure they effectively support drive visitors travelling around the state.

Applying for tourist signage

DTMR Service and Tourist Signing Guide sets out the process for applying for signage and consideration of the application. The guide also provides information on administration matters such as costs, maintenance and removal as well as the process for appealing a decision against an application.

DTMR considers applications for tourism signage on state-controlled roads in accordance with the nine state and federal government guidelines and policy documents. Applications are considered first and foremost on road and traffic considerations such as traffic safety. If the application is acceptable on a road and traffic basis, consideration is then given to the tourism merits of the application.

Assessment of tourism merit is a subjective assessment which takes into account factors such as the distance from a state-controlled road, level of patronage to the tourist facility and regional context such as the concentration of tourism facilities or importance of tourism to the region. Currently, DTMR can refer the application to a Regional Tourism Signage Group (RTSG) for advice where appropriate.

Tourism operators have raised some concerns the signage application process is lengthy and complicated and that signage guidelines and policies can be difficult to interpret. While there are genuine reasons signage applications are refused, concerns have also been raised the guidelines are too inflexible. Tourism operators would benefit from a more streamlined application process, simpler guidelines and being better informed prior to making an application.

Signage committees

There are a range of forums across all levels of government that collectively contribute to signage issues. These include:

- National Tourism Signage Reference Group (a subcommittee of the Australian Standing Committee on Tourism);
- RTSGs;
- Touring Route Steering Committees;
- Tourism Signage Coordination Group; and
- QTIC's Drive Tourism Industry Alliance.

As outlined above, RTSGs provide advice and recommendations on tourist signage matters for the state-controlled road network. RTSGs generally include representation from DTMR, local governments, RTDs and other industry stakeholders such as RACQ. Across Queensland, some RTSGs are inactive while others are functioning. In some regions operators are not aware a committee exists.

There is a need to review RTSGs across the state, reduce the length of the signage application process and identify the most effective structure in each region going forward to provide effective and timely advice on tourism signage applications. In addition, establishing key contacts points in DTMR for industry to engage will greatly assist operators.

Drive route signage

Queensland's drive tourism network provides a variety of different visitor experiences including international journeys, strategic touring routes, regional and local tourist drives, and suggested itineraries. There is a need to revitalise signage across Queensland's strategic touring routes, which were developed a number of years ago.

Tourist drives can help encourage visitors to travel off the main highways, increasing visitation to tourist attractions and driving increased expenditure in places 'off the beaten track'. Signage along tourist drives provides reassurance to drivers and highlights places of interest. As new places of interest are developed, attractions close and access routes change, there is a need for local tourism stakeholders to take responsibility for ensuring the accuracy of signage.

Way forward

A review of signage policies and guidelines is needed to improve the effectiveness of tourism signage and make it easier for tourism operators to apply for tourism signage. This includes commitments to review tourism signage committees and establish key contacts for the tourism industry to engage with on signage matters.

Signage on Queensland's strategic touring routes needs to be updated where required and signage on local and regional tourist drives reviewed.

This will entail working closely with key partners including local government, RTOs, (LTOs) and RACQ, in particular, local governments are critical partners to ensure, where possible, local government approaches to signage align with State Government signage policies.

	Action	Partners	Timeframe
Signage			
3.1	Revitalise state strategic touring route signage by updating road signage on the state's strategic touring routes using 10 per cent of the revenue stream from DTMR's roadside advertising strategy.	DTMR	Ongoing
3.2	Review tourism signage policies and guidelines for: <ul style="list-style-type: none"> • make them more user-friendly and accessible for industry and the public; • streamline approval processes for tourism operators to install their destination's signs on the state-controlled road network; and • review the RTSG to determine their role going forward. 	DTMR, DTESB, TEQ, LGAL, RTOs	6 months
3.3	Appoint a senior 'go to' officer in DTMR on drive tourism at head office and in each region, which will be published on DTMR's website, to act as a point of contact for all DTMR related matters including signage and roads.	DTMR	3 months



Chapter 4 Roadside infrastructure

Objective:

To ensure roadside infrastructure enhances the drive tourism experience through the provision of adequate, high quality and appropriately located infrastructure which meets the needs and expectations of the consumer.



Chapter 4: Roadside Infrastructure

Road based travel is the predominant mode of transport for visitors in many of Queensland's tourism regions. Growth in the number of visitors taking driving holidays will need to be supported by investment in new and upgraded roadside infrastructure to provide these travellers with safe and comfortable places to stop, adequate places to dispose of rubbish and waste water, appropriate roadside amenities, effective roadside signage and interpretive signage which helps visitors learn more about the area they are visiting.

Inadequate roadside infrastructure has the capacity to impact negatively on the drive experience and subsequently influence future travel decisions. Insufficient rest areas and aged or faulty facilities can all leave a negative impression with visitors. Conversely, infrastructure can positively impact the drive experience, improve driver safety and encourage longer stays in a region with potential to generate greater expenditure.

Forecast growth in the number of RV travellers on the road is likely to create additional demand for roadside infrastructure and new investment needs to be aware of the changing needs of the drive consumer. A shift towards greater self-containment in some RVs means provision of dump points becomes more important in helping to meet these travellers' needs.

Much of Queensland's roadside infrastructure is managed by local governments and developments in design and sustainability provide an opportunity to build more eco-friendly or low-maintenance infrastructure, helping to free up council resources. New infrastructure also needs to be more resilient to better cope with extreme climate variations and natural disaster events.

There is a strong need for new and improved roadside infrastructure, particularly in more regional and remote areas. Infrastructure development has been supported by industry groups, community organisations and local governments. A range of federal, state and local government grant programs provide an opportunity to leverage funding to support the development of roadside infrastructure.

Issues

Rest areas

Roadside rest areas are an important safety feature on the road network, designed to manage driver fatigue which is a leading cause of mortality on Queensland's roads. Rest areas need to be appropriately located and offer facilities which encourage drivers to stop and rest. As more drive travellers take to Queensland roads, the need for more rest areas is becoming apparent.

Rest areas may include a range of facilities including public amenities, picnic tables/seating, refuse points, barbecues, dump points and potable water. Some rest areas have information boards and interpretive signage to inform travellers of local history and attractions in the area. The age and quality of rest area facilities varies widely across the state and within regions.

While Queensland has some first class rest areas, rest area quality is a common complaint among tourists. Anecdotal evidence indicates tourists are seeking a more consistent standard as they travel across the state. A better understanding of what tourists are seeking in rest area facilities and what drives them to use or not use rest areas could inform future development of a rating system which could provide tourists with information about the facilities on offer at each rest area to help guide travellers on their trip. This would also encourage investment in facilities, improving the overall standard and providing a more consistent quality.

There are costs associated with the provision of maintenance of rest area facilities. Some local governments have partnered with community groups to help maintain rest areas. Utilising new design and materials such as fibre composites to lower initial capital costs and ongoing maintenance costs could also drive further investment in rest area facilities.

It is important to separate rest areas from non-commercial sites due to the functions they serve. Rest areas provide fatigue management functions only and are not intended for use as camping areas.

Large amounts of Queensland's roadside infrastructure was damaged or destroyed during the 2010-11 natural disaster events. Queensland needs more resilient roadside infrastructure, better able to withstand extreme weather events.

Dump points

Developments in self-contained vehicles over the last decade have contributed to more travellers taking a drive holiday in Queensland in a self-contained vehicle. This growth has meant an increase in demand for infrastructure to cater for the self-contained traveller.

Self-contained vehicles need to regularly dispose of wastewater, including greywater which comes from the kitchen sink, bathroom and shower/bath; and blackwater which comes from toilets. Dump points are facilities designed to receive wastewater from a holding tank or similar device installed in self-contained vehicles, and have a means of discharging the contents to an approved sewage system such as a council sewer or septic.

Illegal disposal of wastewater has been highlighted as an issue in Queensland. Council regulations allow for penalties, however enforcement is often difficult. Industry groups seek to address poor behaviours like this through codes of conduct such as the Campervan and Motorhome Club of Australia's (CMCA) Leave No Trace Scheme⁹.

Illegal disposal of wastewater can be unpleasant for other travellers, as well as creating public health and environmental risks. This emphasises the importance of adequate facilities to dispose of wastewater safely in an environmentally friendly manner. Caravan parks traditionally provided wastewater disposal facilities but as increasing numbers of self-contained travellers stay in non-commercial accommodation, waste disposal facilities outside caravan parks are important.

The provision of dump points can also act to attract self-contained travellers to a region and encourage them to spend longer exploring a township or region. DTMR first partnered with the CMCA to fund the installation of dump points across the state in July 2008. Since then, DTMR has supported the installation of 40 dump points in Queensland while other dump points have been installed by CMCA and other organisations.

Roadside infrastructure priorities

With strong demand for new and upgraded roadside infrastructure across all regions in Queensland and a range of competing funding priorities, regional stakeholders need to consider what infrastructure is currently in place to service the needs of the drive market and prioritise infrastructure needs. These discussions could involve local governments, RTDs, LTOs, industry associations and relevant community organisations.

Documents such as TDPs can identify priority roadside infrastructure projects and help target investment opportunities. As TDPs are reviewed and updated by industry, this presents an opportunity for stakeholders to identify priority projects based on regional needs.

Having coordinated support at the regional level, and being identified in a strategic regional/infrastructure planning process such as TDPs will help support the case when seeking to leverage funding support through competitive grant programs. In addition, projects demonstrating cross regional benefits and support are likely to be viewed more favourably, e.g. a coordinated program of enhancements along a drive route traversing a number of regions.

Leveraging funding for infrastructure projects

Linked to investment in the road network needs to be investment in roadside rest areas, signage and development of roadside points of interest such as lookouts and significant environmental areas. New roadside infrastructure will require partnerships between various levels of government, tourism organisations and community organisations.

Grant programs provide an opportunity to leverage funding for regions to build new and upgraded infrastructure in order to increase visitation, increase length of stay and provide an improved tourism experience. Programs of relevance include the Queensland Government's RFR program and Local Government Grants and Subsidies program. At the federal level the TQUAL, Tourism Industry Regional Development Fund or Regional Development Australia funding programs may be suitable.

The RFR program has been developed to help resource communities better manage the impacts of resource sector development, capitalise on economic opportunities and encourage growth. Specifically, the Roads to Resources component of the program targets projects which enhance the safety, connectivity and capacity of roads servicing resource communities. The Resource-Community Building Fund component may also deliver improved community infrastructure which supports the drive market. More information on this program can be found at www.dsdp.qld.gov.au.

The RFR program will invest \$495 million over four years from 2012–13, however it is recognised the first round of the program is targeted at high priority emergent infrastructure needs. Subsequent years of the program will potentially provide a greater opportunity for tourism projects.

The Local Government Grants and Subsidies Program—Infrastructure Subsidy was developed to assist local governments to deliver priority infrastructure that meets the needs of their communities. There is a wide range of eligible tourism projects under the program which can potentially support drive tourism including infrastructure to attract travellers such as rest areas, natural attractions, heritage sites or points of interest and technology projects. Further information can be found at www.dlgs.gov.au.

As both the above grant programs are targeted at local governments, it is essential tourism groups work with their local governments to develop regional priorities.

Tourism product development

Further investment in tourism products, experiences and events which ultimately encourage visitors to take a drive holiday or stay longer in a region will be essential to meeting future growth targets. This issue will be addressed through a range of industry wide measures including planning reforms, investment attraction and project facilitation.

The strategy recognises links between drive tourism, product development and economic diversification across a range of industries. Clusters of similar businesses, such as wineries, create opportunities to develop trails linking these businesses and essentially create a new tourism experience. Conversely, tourism can assist these businesses to diversify their income stream.

Cape York infrastructure

Cape York Peninsula's natural assets and rich and diverse cultural heritage make the Cape an iconic tourism destination. The majority of visitors access the Cape in a private vehicle with the journey itself as much a motivating factor as the destination. While there is a range of attitudes to tourism within Cape York communities, there is broad acknowledgement of the importance of drive tourism as an economic driver for local economies.

Due to its remote location, the construction and maintenance of roadside infrastructure in Cape York presents unique challenges. A lack of planned infrastructure, including bush camping sites with appropriate facilities, has led to some degradation of the natural environment around temporary or unregulated camping sites. This can reflect poorly on the tourism experience in the Cape.

There is need for new tourism infrastructure to support the Cape York drive market including bush campsites, toilet facilities, shelters, tables and benches, rubbish bins and interpretive signage. Development of infrastructure and camping sites can create opportunities for partnerships with local stakeholder groups and traditional owners to construct and/or manage the facilities with camping fees supporting employment opportunities and ongoing management and maintenance.

The Cape York Camping and National Park Tourism Framework (www.tp.com.au) was developed to identify priority commercial opportunities, including visitor infrastructure needs, which can be used to inform future infrastructure plans and strategic planning assessments.



Way forward

Further investment in roadside infrastructure, including dump points, rest areas and points of interest is required to meet the future needs of drive visitors. Continued funding for the dump point program will help encourage responsible disposal of waste water and drive visitation to new areas.

Local stakeholders need to work together to identify and progress regional priorities and leverage grant funding to support infrastructure provision.

A focus on raising the standard of rest areas and development of more sustainable, low maintenance and low cost facilities will improve the drive experience and help ease the burden on councils, particularly in remote areas.

	Action	Partners	Timeframe
Roadside infrastructure			
4.1	Support the self-contained market by providing funding assistance for a further two years (2013-14 and 2014-15) to local governments through the dump point program.	DTMR, CMCA, local governments, industry associations	30 months
4.3	Promote greater use of, and facilitate greater investment in, roadside rest areas to address fatigue management by: <ul style="list-style-type: none"> identifying why people use or don't use rest areas, and what type of facilities they are seeking; engaging tertiary design and architecture students to develop safe, innovative, low maintenance and sustainable rest area facilities to meet the needs of consumers; continuing to support the education of motorists on how to avoid and manage fatigue, including the location and use of rest areas; and exploring the potential development of a proposed quality and standards rating system for rest areas, for detailed stakeholder review, consultation and feedback. 	RACQ, DTMR, DTESB, councils, LGAG, local governments, industry associations	9 months



Chapter 5

Accommodation and facilities

Objective:

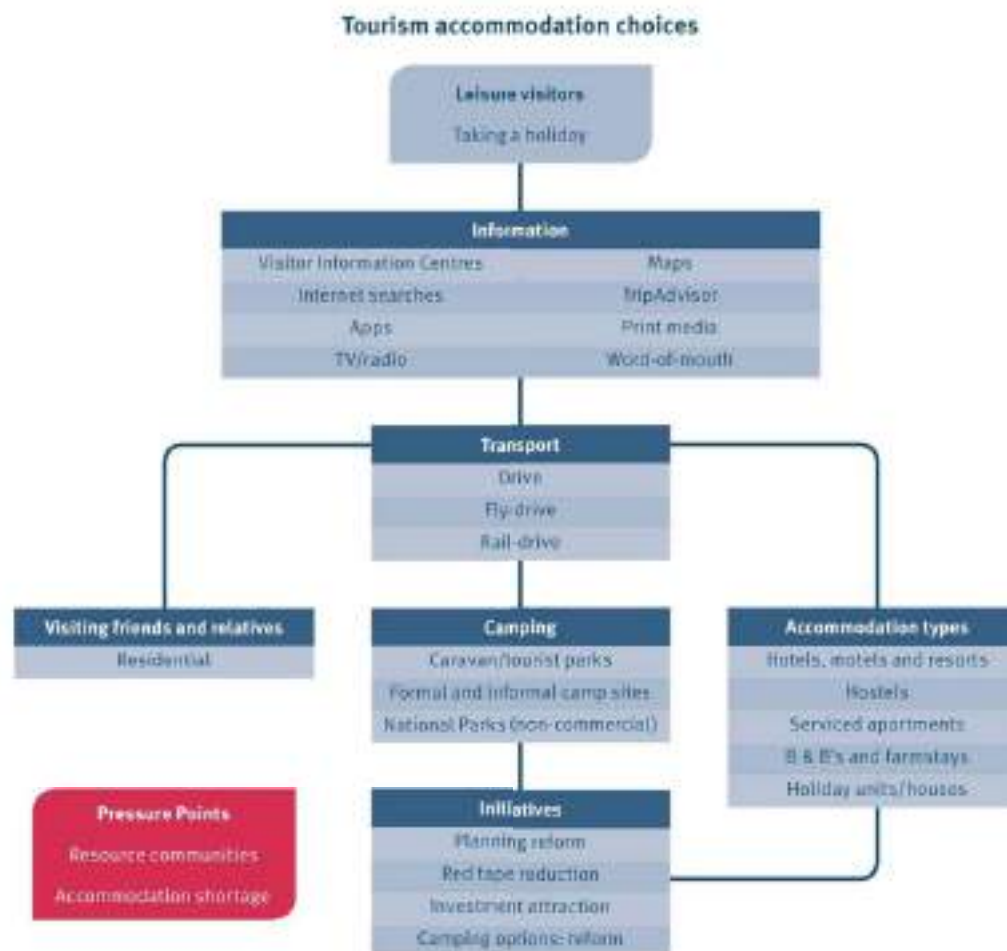
To ensure Queensland continues to provide a range of accommodation options to meet the needs and expectations of consumers by facilitating development of new and upgraded accommodation product and supporting existing businesses.

One of the strengths of Queensland's tourism industry is its diverse range of accommodation options, from luxury eco-lodges to five star hotels and resorts, holiday units, bed and breakfasts, backpacker hostels, motels, caravan parks, and national park camp sites. Queensland has accommodation to suit the needs and budgets of all visitors.

Queensland has approximately 1,137 hotels, resorts, motels, guest houses and serviced apartments with 15 or more rooms. These facilities generate \$2.228 billion in revenue annually¹³. In addition, it is estimated there are approximately 500 caravan parks in Queensland.

There has been limited investment in new accommodation facilities in Queensland over the past decade. Investment has been hampered by a combination of factors including regulatory barriers, a challenging investment environment and planning constraints.

¹³ Tourist Accommodation Data Sheet YE June 2012, Tourism Queensland www.tq.com.au



Some of Queensland's accommodation is in need of refurbishment to ensure it meets the needs and expectations of the consumer. While a number of Queensland accommodation providers are industry leaders, new investment in accommodation facilities and service offerings in some regions will need to cater for the specific needs of emerging markets such as China and India.

Future growth in the tourism industry will require the expansion of basic infrastructure, such as airports, transport routes and a range of accommodation types. An assessment of the implications for Queensland of the national 2020 industry potential goal found an extra \$15 billion in visitor expenditure would, by 2020, translate into 44.4 million visitor nights requiring an additional 25,466 rooms in order to meet demand at 62 per cent occupancy.¹⁴

Growth in the resources sector and related service industries has placed significant pressure on accommodation supply in resource communities. A lack of available accommodation in resource communities is starting to influence visitors travel patterns, affecting tourism operators in these regions. Increasing the supply and availability of accommodation for tourism purposes in resource communities is critical.

Developments in the size of RVs and inclusion of modern conveniences have helped drive an increase in the number of visitors taking a Queensland drive holiday in a self-contained RV. This growth has seen a greater use of non-commercial camping sites such as rest areas, campgrounds and showgrounds in some regions¹⁵.

14. Queensland Tourism, *Industry Outlook and Potential to 2020*—Deloitte Access Economics August 2012. Uses TRA and ABS data.

15. Non-commercial camping refers to camping overnight on public land including showgrounds, roadside reserves and roadside rest areas (regardless of whether a nominal fee is charged) or in non-defined areas such as streets, parking areas and bush sites.

Growth is expected to continue into the foreseeable future as the baby boomer generation commences retirement travel. In 2010, there were approximately 120,000 motorhomes, campervans and caravans on the road in Australia, with the number predicted to increase by up to 50 per cent over the next five to six years and reach 100 per cent by 2025.

Conversely, the number of caravan parks in Queensland has declined but has not been offset by new investment. With the declining number of caravan parks, increasing numbers of self-contained travellers and strong competition for the tourist dollar in regional communities, the issue of non-commercial camping has been a source of angst in most regional areas.

Despite this, caravan parks are a critical part of the fabric of Queensland's tourism industry and will continue to be. Research on commercial caravan parks has highlighted they contribute on average in excess of \$1.26 million to their local economy per year, not including the flow on effects of visitors spending with other businesses¹⁶.

There is a need to provide a level of support and commercial equity to existing caravan park operators and encourage new investment in caravan parks and facilities which meet the needs of the caravan and camping market. There is also a need to reduce the costs of doing business through red tape reductions and other measures to ensure the continued viability of Queensland's caravan parks and that Queensland continues to provide a range of affordable accommodation options.

16. Caravan, RV and Accommodation Industry of Australia, *Economic Benefit Report – Commercial Park to a Local Community*, BDA, October 2012.

The Queensland Government, caravan park owners, local governments, RTOs, industry groups, visitors and regional communities all have a direct interest in this issue. There is also broad recognition it is in the best interests of the state to ensure all sections of the drive market are welcomed to travel throughout the state. For example, an abandonment of non-commercial sites would drive RV visitors away from Queensland with regional communities to suffer the most.

The strategy aims to find a balance between the interests of all parties and recognises each region is unique in terms of its accommodation offering, tourism demand and community attitudes to tourism.



Issues

Planning reforms and investment

The reduced level of investment in tourism accommodation over the past decade can be attributed to a number of strategic impediments including the high risk/low return nature of tourism investment, seasonal demand cycles, complex and lengthy development approval processes, restrictive environmental controls and government fees and charges. Also, the large majority of tourism businesses are small businesses. These issues were highlighted at the inaugural DestinationQ forum in Cairns.

The propensity for tourism investments to be located on the coast, within or adjacent to high amenity areas and/or outside the urban footprint, makes planning and regulatory constraints a core concern at both the state and national levels. The land use planning system has not responded adequately to the challenge of tourism facilities being interpreted as an "urban activity" that is located in rural areas or areas of high scenic and natural values.

The Queensland Government identified substantial reform is required if Queensland is going to encourage investment in new and upgraded tourism product. As such, the government is working with key partners on a range of investment and planning reform initiatives to create an environment which fosters new investment in the tourism industry. These measures include:

- developing a spatial mapping tool to assist local governments to identify areas of high tourism potential;
- ensuring tourism interests are identified through Statutory Regional Planning processes;
- identifying a number of tourism demonstration projects to guide planning reforms;
- establishing a Tourism Investment Attraction Unit within the Tourism Division of DTESB, which offers a coordinated service to potential investors via a case management approach;
- preparing a Draft Coastal Protection State Planning Regulatory Provision to simplify and streamline planning, assessment and approval processes for development in coastal zones;
- establishing a temporary State Planning Policy (SPP) to streamline the existing suite of policies into a single statement of state interests, explicitly recognising the state's interest in tourism for the first time; and
- preparing a Queensland ecotourism plan which will foreshadow a revamped investment model to stimulate appropriate investment in both privately owned and crown land.

Temporary State Planning Policy

To facilitate economic growth, the Queensland Government developed the temporary Planning for Prosperity: State Planning Policy (SPP) which came into effect on 24 August 2012.

The SPP provides recognition of tourism as a legitimate land use and aims to facilitate growth, development and economic activity in Queensland's tourism sector by removing regulatory barriers which impede the development of tourism projects in appropriately zoned or suitable locations.

The SPP will ensure economic growth is facilitated by local and state plans and will be reflected in the relevant state and local government decision making processes to promote tourism by:

- protecting Queensland's tourism attractions and significant natural assets, for the benefit and sustainability of the tourism industry;
- facilitating tourism projects that complement local conditions; and
- removing hurdles and locational limitations for appropriate tourism development.

The temporary SPP will operate until a new single SPP is adopted in early 2013.

Accommodation in resource communities

Availability of accommodation is an issue in resource communities. The *Bowen Basin Population Report, 2012* concluded due to strong demand from resource industry workers, hotels/motels in the Bowen Basin have limited capacity to provide accommodation for visitors. At the time of the Survey of Accommodation Providers in June 2012, just 7 per cent of hotel and motel rooms across the region were vacant and available to prospective occupants.¹⁷

Resource companies are block booking motels, hotels and casual caravans on take-or-pay contracts for periods up to 12 months. In some areas, entire caravan parks have been purchased for the purpose of establishing mining camps. While this has short term economic benefit for accommodation suppliers it has longer term impacts for tourism in the region, with those parts of Queensland in essence no longer available to be promoted as a viable tourism experience.

Given the constraints on accommodation supply in resource communities, there is a need to identify measures which encourage development of accommodation options for visitors in resource communities to address both short term and long term requirements.

Commercial and non-commercial camping issues

Terminology

The consultation process for the *Queensland Drive Tourism Strategy 2013-2015* has highlighted the use of a number of different terminologies to describe camping including:

- commercial and non-commercial;
- paid and free;
- compliant and non-compliant; and
- freedom camping.

For the purposes of this strategy the terms commercial and non-commercial accommodation have been used. These are defined in the glossary.

Accommodation supply issues

One of the factors contributing to an increase in non-commercial camping has been a decline in the number of caravan parks and the availability of suitable sites within caravan parks. The number of caravan parks in Queensland has been in steady decline over the past decade. This is consistent with the trend at a national level where four to five tourist parks with greater than 40 powered sites have closed down every quarter for the past 15 years.¹⁸

In addition to broader industry issues, specific factors which have contributed to the loss of caravan parks in Queensland include:

- caravan park operators face substantial annual fees and charges, council rates and land taxes. In coastal areas particularly, land tax is a significant cost for caravan park operators;
- in line with general business conditions, the costs of doing business are rising which affects profitability, and subsequently reinvestment in the business;
- better returns can often be achieved by developing caravan parks into other higher economic uses; and
- resource companies purchasing caravan parks for mining camps.

The loss of caravan parks has not been offset by investment in new caravan parks in all areas of the state, particularly in popular coastal areas where the availability of new sites to invest in is limited and town planning and regulatory barriers are more evident. Efforts need to focus on measures which address the drivers for the loss of capacity in Queensland. The majority of Queensland's TOPs identify regional accommodation supply issues and in particular the need for additional caravan and camping sites.

The loss of caravan parks across the state is exacerbated by a declining proportion of sites available for drive tourists within some existing caravan parks. This has, in part, been driven by a shift towards higher density accommodation such as cabins, the resources sector and permanent accommodation. These decisions may in part be driven by a need to provide a steady income and offset low vacancy rates, however they have contributed to a reduction in the number of available sites. While reflective of a general trend, it is not the case for all parks. Many parks have retained sufficient capacity for RV vehicles and have the ability to cater for larger vehicles.

¹⁷ Queensland Treasury and Trade, *Bowen Basin Population Report, 2012*.

¹⁸ Caravan, RV and Accommodation Industry of Australia, *Economic Benefit Report – Commercial Park to a Local Community*, BOD, October 2012.

Demand for non-commercial accommodation

Drive visitors have a broad range of motivations when it comes to determining the type of experience and facility they seek and as such cannot be easily segmented or their value quantified. According to Tourism Research Australia¹⁹, 34 per cent of RV visitors stay exclusively in caravan parks, 16 per cent stay exclusively in non-commercial accommodation and 50 per cent access a mixture of commercial and non-commercial accommodation.

Within those who utilise non-commercial sites there are a range of motivating factors which varies between seeking a low or no cost experience, seeking the experience of camping outside an urban context or not being able to stay at a caravan park due to travelling with pets or the dimensions of their vehicle. In addition there are those where RV travel is a lifestyle rather than tourism activity. The CMCA indicates 14 per cent of RV visitors are on the road on a permanent or semi-permanent basis, with this number growing.²⁰

Changing consumer trends and travel patterns is one of the main reasons for growth in non-commercial camping over the last decade. Technological advancements have led to growth in the dimensions and functionality of RVs, including caravans. There has been a growing trend towards greater self-containment and luxurious fit-outs with all the modern conveniences of a home including plasma televisions, showers, fridges, GPS and air conditioning. Given the level of investment in these vehicles, many visitors do not need or wish to pay for services they do not require like the internet, recreational or cooking facilities.

Demand for non-commercial accommodation peaks during high season and special events. While some local governments may decide to implement permanent overflow policies, they can be particularly effective at providing a coordinated approach to the use of community facilities for camping when existing commercial facilities are operating at capacity.

The cost of non-commercial camping

While it is evident some visitors may utilise non-commercial accommodation to the detriment of nearby commercial operators, the availability of non-commercial camping facilities can also act as an incentive for people to travel around the state and avail themselves of a wider choice of options.

There is significant debate on the economic benefits of supporting and attracting non-commercial accommodation. Regardless of a local government's approach, there are seen and unseen costs associated with these facilities which are ultimately worn by the ratepayers of the community. This may be more of an issue in communities with a small ratepayer base, although it could be argued these communities are more reliant on tourism. Costs may include:

- construction cost of facilities including sites, dump points;
- management and maintenance costs;
- rubbish/pollution and environmental degradation, e.g. riverbank erosion, illegal wastewater disposal;
- policing; and
- provision of potable water and electricity.

Local governments also need to balance the costs and benefits of providing or allowing non-commercial camping with the needs and expectations of the community and businesses including commercial caravan parks. While there is some debate over the economic contribution of RV visitors to regional communities, they spend money on fuel and vehicle maintenance, groceries, medical supplies, visiting tourist attractions, shopping, as well as accommodation expenses for nights spent in commercial accommodation. They can also provide a valuable source of volunteers in regional areas.

Other relevant issues

For commercial caravan park owners where there are local government supported non-commercial sites nearby, the primary complaint is not about non-commercial camping, but rather councils offering alternate camping facilities which are not subject to the same costs of doing business as a commercial park. Commercial parks must comply with regulations and licensing requirements and pay fees for items such as a caravan park licence, waste disposal, rates and insurance. When setting fees for non-commercial accommodation, local governments should take into consideration all costs as if it were a stand-alone business that does not enjoy any subsidisation derived from public ownership.

Queensland's caravan parks are some of the best in the world. Notwithstanding this, there is a need to ensure all caravan parks have the latest information on consumer trends and expectations and to encourage growth through continued investment in facilities and service quality.

Camping at roadside rest areas is also a problem in some areas of the state. This is addressed in the Road quality, safety and maintenance chapter of this strategy.

¹⁹ Tourism Research Australia.

²⁰ Tourism Research Australia—Queensland Outback Central West Visitor Profile 2008.

Current approaches

Local governments have the responsibility for provision of facilities and enforcement of local laws and regulations relating to non-commercial camping in their jurisdictions. There is no uniform approach to the issue across the state.

The *Caravan Park Policy* (2007) was developed to restrict the loss of caravan parks in Queensland and assist in identifying new land for caravan park development. However, the policy has limited capacity to influence caravan parks on freehold land, which make up the majority of caravan parks in Queensland. Note that a new approach to caravan parks is one of the recommendations of the strategy.

Use of trust land such as showgrounds and reserves for non-commercial camping is governed under the Queensland Government's *Secondary Use of Trust Land Policy*. The policy provides guidelines to ensure a state wide approach is taken to the use and management of trust land and provides guidelines for additional uses such as short term camping. Under the policy, the trustee may be required to develop a Trust Land Management Plan with consideration of impacts on surrounding businesses and community views.

This area has created some problems for local governments, not only on the interpretation of how to gauge the impact on the existing parks but because existing parks do not always have the capacity to meet the needs of RV travellers. One of the outcomes of the Parliamentary Economic Development Committee Inquiry into Grey Nomad Tourism 2010 was to develop tools and practical templates to assist local governments to develop land management plans when offering trust land for camping.

The *Caravan Park Policy* and *Secondary Use of Trust Land Policy* are intended to operate in a complementary manner. The strategy presents an opportunity to consider these policies as well as the most current data on the issue and update the policies if required.

Way forward

Investment in new tourism accommodation will be facilitated through a comprehensive suite of land use planning reforms, improving the investment environment and investment attraction/project facilitation initiatives.

Non-commercial camping will be addressed as part of a multifaceted approach which reconciles the various stakeholder interests with an overarching need to maximise the economic benefits to the Queensland economy and regional communities through sustainable long term growth. The response has been guided by the following principles:

Principles

1. Meeting the needs of current consumers and attracting consumers of the future.
2. Supporting growth and improved quality of commercial operations.
3. Helping to grow regional economies through increased visitation and positioning Queensland as a preferred drive tourism destination.
4. Empowering local governments to make balanced and informed decisions in the best interests of their community.
5. No one-size-fits-all approach.
6. Creating an environment conducive to investment in new facilities.

There is also a need to raise awareness of appropriate behaviors and reduce the prevalence of illegal and/or unconscionable practices such as illegal camping at rest areas and illegal waste disposal.

Local governments are responsible for how this issue is dealt with in their jurisdiction. It is clear, however, local governments would benefit from guidance around the issues to help them make informed decisions on non-commercial camping in their jurisdiction.



Action	Partners	Timeframe
Accommodation and facilities		
5.1 Facilitate investment in new accommodation facilities through: <ul style="list-style-type: none"> • The work of the Tourism Investment Attraction Unit; and • Investigating opportunities for private sector investment on QSLs and national parks. 	DTESB, TEQ, DMPSR, DHRM, OSDIP	ongoing
5.2 Conduct a suite of planning reform and investment initiatives including: <ul style="list-style-type: none"> a. develop a single SPP which will encourage local governments to review planning schemes and policies to enable the development of tourism accommodation, attractions, facilities, infrastructure and other ancillary services; b. identify a caravan park development project as a demonstration project to test planning reform; c. prepare regional plans that: <ul style="list-style-type: none"> – recognise the role tourism plays in the economic development and liveability of regions; – do not restrict tourism opportunities or include additional regulations; and – as necessary, contextualise and resolve the tourism element of the single SPP with other elements of the SPP into the region; d. utilise planning reforms to promote development of small scale facilities for drive visitors on farms and other land types. 	OSDIP, DTESB, TEQ, LGAQ, local governments, QTC	a. 3 months b. 3 months c. ongoing d. ongoing
5.3 Assist local governments to manage non-commercial camping by: <ul style="list-style-type: none"> a. conducting a targeted audit of commercial and non-commercial camping sites; and b. developing a guideline for local governments about the provision of non-commercial camping. This guideline would include advice on: <ul style="list-style-type: none"> – the economic benefits of drive tourism; – managing stakeholder interests and risks; – relevant regulatory issues; – case studies of various approaches such as permit systems and overflow policies; – tools to assist councils to determine impacts on their community and appropriate pricing; and – ways to engage existing commercial operators in managing/servicing/operating council supported non-commercial camping sites. 	DTESB, DHRM, TEQ, QTC, RTOs, local governments, LGAQ, industry associations	a. 12 months b. 18 months
5.4 Review the: <ul style="list-style-type: none"> • Caravan Parks Policy; and • Secondary Use of Trust Land Policy. 	DHRM, DTESB, QTC, industry associations, local governments, LGAQ, RTOs	9 months
5.5 Facilitate increased supply and availability of accommodation in resource communities by: <ul style="list-style-type: none"> • establishing accurate information on the availability of accommodation in resource communities; and • engaging with local governments and the resources sector to develop strategies which encourage development of accommodation options for visitors to address both short term and long term needs. 	DTESB, Government Statistician, OSDIP, DHRM, LGAQ, local governments	18 months
5.6 Highlight red tape and regulatory issues in the caravan park sector to inform the Queensland Office of Best Practice Regulation's program of reducing unnecessary regulation within government.	DTESB, OBPR, CDO, CRAQ, CRVA, QTC, OSDIP	12 months
5.7 Raise awareness of appropriate behaviors to discourage illegal practices and encourage greater self-regulation and responsibility by RV travellers through targeted policies and programs.	CMCA, CRAQ, CRVA, industry associations	ongoing

Chapter 6

Visitor information and technology applications

Objective:

To ensure visitors can readily access reliable and unbiased information on events and experiences including road and traffic conditions via a range of print and electronic mediums; and Queensland tourism businesses are leaders at utilising new technologies to engage with current, past and potential visitors.



The visitor information landscape appears to have changed significantly in recent years and we anticipate it will continue to evolve in line with technological advances and changing consumer trends. Phenomenal growth in both the uptake and capability of smartphones and the development of smaller and more compact computers and tablets has created new opportunities for tourism businesses to engage with consumers, which has opened opportunities and access to new ways to present information. Notwithstanding this, anecdotal feedback suggests the traditional means of providing information to consumers, such as VICs and print media, remain important for some visitors. This is particularly the case for areas with limited or no mobile coverage.

The rise of social media, development of smartphones and associated applications, increased computer ownership and internet use, better internet coverage and speeds and the availability of free Wi-Fi hotspots are all contributing to changing the ways in which consumers access information before, during and after travel.

Some of Queensland's tourism businesses are at the forefront of adapting to and effectively utilising new technologies, but many are not. ATDW research indicates only 30 per cent of tourism businesses in Australia have online booking capability. In order for Queensland to meet its 2020 targets, it will be necessary to build the capability of tourism businesses to take advantage of these opportunities and promote their products and services to consumers in new ways.

In addition to industry uptake of new technologies, development of the Information and Communication Technology (ICT) infrastructure in Queensland is essential. The rollout of the National Broadband Network (NBN) will allow for better and faster communication across the state and has the potential to increase access to digital media and improve business capabilities. This will assist the tourism industry to become more innovative in the services and products offered and delivered.

The natural disasters of 2010-11 highlighted the importance of access to reliable travel information during extreme weather events. The capacity and capability of travel information services has been significantly enhanced over the last two years. However, for a state susceptible to extreme weather events, the continued development of and access to resources to disseminate information to travellers in new ways will be critical.

Queensland Government agencies, RTOs, LTOs, local governments, VICs and tourism operators all have some role to play in providing information to tourists travelling around Queensland whether that is promoting attractions and events, road closure or traffic delays, safe driving or raising awareness of issues such as alcohol restrictions in remote communities.

Traveller information services also support broader economic benefits to the logistics industry and businesses in the supply chain by keeping freight moving along the network where possible, despite road closures.

Information and technology trends

Many of today's drive travellers are becoming increasingly tech savvy and more reliant on technology including smartphones, notebooks and tablets. They are using this technology to plan their journey, including researching tourism experiences or events, to capture their experiences and to communicate with family and friends during their holidays. Recent international research shows 83 per cent of leisure travellers and 76 per cent of business travellers plan their trip online²¹.

²¹ The Traveller's Road to Decision, Google and Ipsos MediaCT, July 2012

Technology advances have given the drive traveller the freedom to make decisions on the road as they travel. Visitors can now book accommodation and make ticket purchases while on the road exploring the state, meaning they can choose to stay longer; explore further; or in a different direction without compromising existing arrangements. The development of GPS and satellite technology is also assisting visitors to travel further distances and explore more remote parts of the state while remaining connected. Long range wireless broadband towers along drive routes may play a role in the future in ensuring road users can remain connected to online regional tourism information while travelling in remote areas.

There is also a trend towards the development and use of smartphone tourism based mobile applications (Apps). TEQ, some RTOs and many industry groups have developed Apps. Anecdotal evidence suggests Apps can be particularly useful for forming, promoting or traversing themed experiences such as food and wine trails.

Although these Apps feature differentiated content they must be marketed as individual products to be successful. This generates competing marketing efforts for similar products and could cause confusion for travellers.

In addition to Apps, it is also important for tourism organisations and businesses to focus on developing mobile friendly websites which can display content easily on mobile devices. Regardless of the platform, there are benefits for operators to have the capacity for consumers to book directly through the website or application.

There are still some parts of Queensland where mobile coverage is non-existent or limited. This can in part be addressed through the development of Apps and websites that incorporate off line content which can be downloaded prior to departure and accessed in areas where coverage is unavailable.

Many tourism organisations and businesses have embraced the development of smartphone Apps and related technologies. However, there is a need to coordinate the approach to development of applications to assist with common language and best possible outcomes. It is also important to encourage use of the ATDW as the primary source of current and accurate tourism content for destinations, tourism attractions and events in Queensland.

An opportunity exists to use data held by various government departments to enhance ATDW content. For example the Department of Environment and Heritage Protection (DEHP) holds large amounts of data about the history and heritage of Queensland places.

The case study in this chapter highlights how regional tourism and economic development organisations are taking a coordinated approach to marketing activities and utilising technology to encourage drive travellers to visit their region and do more when there.

Case study: Southern Queensland Country Tourism—SQC Food and Wine GPS and Navigational Aid

Southern Queensland Country relies on almost 100 per cent drive market, being predominantly from the target markets of Brisbane, Sunshine Coast and Gold Coast.

This one stop mobile shop will encourage drive tourism visitors to engage in a diverse range of experiences across the South Burnett, Darling Downs and Southern Downs/Granite Belt regions. The mobile website and downloadable app is available on both Android and iPhone and will allow visitors ease of connection via a map-based system to locate these experiences in the only two geographic index wine regions in Queensland.

This mobile system will also allow drivers to download points of interest into their GPS system, alerting them to food and wine attractions within the regions.

The navigational aid includes five new food and wine trails. The system has been designed to allow tourism businesses across the region to inform visitors of the latest information on products, services and experiences.

There are numerous consumer websites which provide a range of drive tourism related information including www.queenslandholidays.com.au, www.drivenorthqueensland.com.au, RTO sites and drive route specific sites such as www.savannahway.com.au. Drive related websites should source information through the ATDW to avoid duplication and confusion to consumers. It is important key partners confirm a preferred web approach to drive tourism which best meets the needs of the consumer.

As technology advances, Queensland must remain at the forefront of technology trends and consumer travel patterns, and businesses need to embrace new ways of engaging potential clients.

Despite the increased role of technology in tourism, VICs and print based material like brochures remains important for some visitors. Research conducted by RACQ confirmed visitors still preferred to utilise accredited VICs and value face to face contact with VIC staff when in a region. As part of its 'Bring Back the Road Trip' campaign, RACQ launched a new website which incorporates a Virtual Tourist Guide where visitors can view the range of brochures online for the region they are planning to visit and have them mailed to them with details of the relevant accredited VIC to visit when in the region: <http://tourism.racq.com.au/drives>.

TEQ has been working with Simient to develop a solution using tablet devices for use in accredited VICs. The tool draws data from the ATDW and plots this onto Google maps. This tool, which is currently being piloted, could provide an easily accessible method for all VIC volunteers and staff to provide timely and accurate visitor information to all travellers. This will be particularly important to drive travellers if accepted.

In addition to the accredited VICs, accommodation establishments and national park camping grounds play an important role in providing information to visitors on experiences, attractions and events while they are on the road. In areas where local governments support or allow non-commercial camping, there is an opportunity to explore ways to provide tourist information to people staying at these sites.

Tourism business capability

To maximise the business opportunities presenting themselves with the current changes in technologies, Queensland tourism businesses need to adopt technology into their operations to meet the needs of the drive tourist, to remain competitive and to achieve long term sustainability.

While many tourism businesses are adopting new technologies and moving their business models to reflect the changing times, many are still to do so and there remains a need to build the capability of many tourism operators across a range of technology mediums.

The Queensland Government Business and Industry Portal www.business.qld.gov.au provides a range of marketing and promotional tools to assist businesses including using social media, mobile website optimisation and developing and using Apps. The portal and Queensland ICT Directory (<http://directories.deedi.qld.gov.au/ictcapability>) provide resources to build ICT capability development, promote business uptake of ICT-enabled digital and broadband solutions, and help businesses find digital solutions locally.

The roll out of the NBN provides Queensland tourism businesses with the opportunity to transform the way they work and how they market and deliver experiences. The NBN will drive growth in broadband access and provide the industry with an opportunity to reduce costs, increase efficiencies, grow and become more sustainable. The NBN will particularly enhance the capability of businesses in regional and remote areas.

To be successful, tourism businesses need to have a presence across a range of digital channels. This should include online travel agencies, booking management including an inventory management system (channel managers), as well as a social media presence and managing many different digital platforms such as website content, email lists, video content etc. The marketing strategy of tourism businesses should contain an online marketing campaign, including search engine optimisation and banner advertising.

The Digital Ready Program was developed to address these challenges. This program was delivered by TEQ in 2011 and 2012 through a special grant from the Queensland Government. The intent of this program was to educate operators on the use of, and encourage the uptake of, digital marketing. At the completion of this program over 2,300 tourism operators will have engaged in the workshop, webinar and/or mentoring program to assist them with their digital and social media development and strategy.

Impediments to greater uptake of digital marketing opportunities identified through the Digital Ready program include:

- tourism operators are incredibly time poor and find managing social media accounts is very time consuming;
- there is a limited understanding among tourism operators of technical knowledge and familiarity with the "jargon" necessary for success;
- the rate of change in the digital space is too hard for the tourism operator to keep up with; and
- there are too many experts in the business, it is too hard to find objective advice in the private sector plus there is a lack of digital experts who also understand tourism.

Listing on the ATDW offers tourism operators the ability to showcase their experiences in an online environment gaining marketing exposure both domestically and internationally. The ATDW database feeds information on tourism products and destinations into a network of over 50 websites including www.queenslandholidays.com.au, giving a tourism business greater domestic and international exposure, cost effective marketing and exclusive advertising opportunities with low maintenance and management impacts. As at 30 June 2012, 2,433 Queensland tourism businesses were listed in the ATDW.

Communication during extreme weather events

An important role of the Queensland Government is to assist both residents and travellers to remain safe during an extreme weather event. Providing accurate, reliable and timely information on road closures and driving hazards to drive travellers is critical to this role. The timeliness and accuracy of the information, and how it is presented is especially important for tourism operators to avoid instances where consumers unnecessarily cancel, amend or not book travel based on travel information.

The Queensland Government, through DTMR, operates the 13 19 40 traffic and travel information service which incorporates the 13 19 40 phone service, website www.131940.qld.gov.au, and Twitter feeds. This service provides users with real time information on traffic and road conditions including incidents, roadworks, special events and road closures due to wet weather or flooding. While the service operates all year round, the volume of enquiries increases during extreme weather events and is critical for assisting drive traveller's mobility during these events. This site is linked to the state-wide activity coordinated by Emergency Management Queensland.

The capacity and capabilities of the 13 19 40 service have been significantly enhanced over the past two years. Key developments include:

- creation of six Twitter accounts covering all parts of the state for real time road updates;
- creation of a mobile site for supported devices;
- capacity upgrades to the phone system and internet servers;
- integration of some roads of regional or local significance into the system;
- functionality to search by road alias in addition to searching by official road names; and
- ability for key stakeholder groups such as VICs and RTOs to subscribe to road closure/reopening updates.

Accredited VICs play an important role in information dissemination during an extreme weather event or crisis. When power and internet access can be intermittent, the physical presence of a VIC volunteer gives reassurance and much needed direction.

A number of other organisations provide traffic and road closure information including local governments and RACQ. RACQ operates a traveller web service which draws road condition information from DTMR systems. The natural disaster events of summer 2010–11 emphasised the importance of creating a 'single source of truth' for traffic and travel information.

Many international visitors drive while in Queensland and there is a need to explore ways to provide traffic and traveller information to visitors who may experience language barriers. TEQ in partnership with Tourism Australia developed and distributed the 'Travel Safely in Australia' map and brochure. This map is printed in 17 languages displaying the major safety challenges for a tourist travelling in Australia. In addition, TEQ developed a Chinese language Travel Safely flyer for distribution to all Chinese free and independent travellers and visiting friends and relatives travellers. Traveller safety information has been translated and will be available across TEQ's suite of international websites.

Continued development of these resources will drive greater use of the resource as the single source of the truth for traffic and travel information.



Way forward

The Queensland Government, (including TEQ), RTOs and industry associations, as well as accredited VICs must work together to maximise the opportunities that digital technologies create.

Tourism businesses must build their business capacity and embrace new technologies in line with changing consumer demand.

The 13 19 40 traffic and travel information service will be further enhanced to ensure it continues to provide tourism operators and consumers with accurate and timely information to inform their journey.

	Action	Partners	Timeframe
Visitor information and technology applications			
6.1	<p>Continue to develop, within available funds, the 13 19 40 traffic and travel information service, which provides information on traffic and road conditions to the public, including:</p> <ul style="list-style-type: none"> providing information to drive tourists to maintain mobility through natural disaster events and other critical events; creating a single state-wide traffic and travel information telephone service, providing real-time traffic and travel information on a 24/7 basis; investigating multilingual information provision to support international visitors; and investigating feasibility of integrating information aimed toward drive travellers; for example rest areas, dump points etc. 	DTMR, local governments, BACQ, DTESB, TEQ, QPS, EAW	ongoing
6.2	<p>Enable Queensland tourism businesses to increase their access to drive tourists through:</p> <ul style="list-style-type: none"> a. raising awareness of new business opportunities enabled by improved access to high speed broadband infrastructure and mobile applications; b. better coordination in the delivery of digital business skills programs accessible to tourism businesses; and c. ensuring tourism industry needs inform development of the Digital Economy Policy for Queensland. 	DSITIA, DTESB, QTC, TEQ, DSDIP	<p>a. ongoing</p> <p>b. ongoing</p> <p>c. 12 months</p>
6.3	<p>Maximise the use of digital technologies in promoting drive tourism experiences and providing accurate and user-friendly visitor information to the consumer by:</p> <ul style="list-style-type: none"> increasing the use of digital technologies including mobile devices, digital signage and information booths to meet the needs of the drive market; continuing to work with tourism businesses to develop their digital capacity including the development and delivery of integrated digital marketing; reviewing the existing suite of drive tourism related websites and smartphone applications to confirm a preferred approach to drive tourism; and encouraging a coordinated approach to application development and use of the ATDW information. 	TEQ, QTC, DTESB, DSITIA, ATDW, RTOs	ongoing
6.4	Continue to work with accredited VICs to improve the delivery of unbiased traveller information and encourage them to embrace opportunities to present and distribute information digitally.	TEQ, local governments, QICP	ongoing

Chapter 7 Marketing and promotion

Objective:

To ensure marketing and promotion of Queensland's events, experiences and regions is undertaken in a coordinated manner, to maximise visitor expenditure attributed to Queensland's drive market.



Tourism and Events Queensland

TEQ is a new organisation formed from Tourism Queensland and Events Queensland. TEQ is the Queensland Government's lead marketing, promotion, experience development and major events agency for tourism and events.

TEQ coordinates marketing and promotional strategies and experience and destination development strategies in partnership with RTDs.

TEQ also supports a broad range of events from major international tournaments to small community run festivals. Through the TEQ Regional Development Program, TEQ strategically invests in events that have the potential to drive visitors to their area and support local business.

The drive market is the backbone of tourism in Queensland, with every region dependent on this market for visitation. The major source of travellers for the domestic Queensland short break drive market is from the South East Queensland region, however every destination relies on the short break (four-hour drive market). Therefore marketing is crucial for portraying destinations and experiences to attract drive visitors.

The international drive market is also important to tourism in Queensland, with 332,000 self-drive leisure visitors to Queensland in the year ending September 2012. Overseas markets, including Europe, United Kingdom and New Zealand, are keen to journey through Queensland and experience many of the state's regions. The vast majority of these self-drive visitors (85 per cent) were tourers. This group has three or more overnight stops over four or more nights, highlighting drive tourism as an important means for visitor dispersal throughout the state.

The drive market is targeted through TEQ's emphasis on marketing and promoting the state's various experiences and destinations.

TEQ's Global Brand Strategy was developed so that Queensland's diverse experiences and destinations are promoted in a way that appropriately connects with visitors. Under the Global Brand Strategy, marketing is focused on the tourism experience and the emotional response of the consumer.

The consumer market is divided into six segments:

- active explorers;
- stylish travellers;
- self discoverers;
- unwinders;
- connectors; and
- social fun seekers.

Drive marketing activity promotes experiences aligned to four key themes relevant to the Queensland Brand Strategy. These are:

- Queensland lifestyle—food, wine, produce, events, shopping, and indulgence Queensland style;
- natural encounters—reef, rainforest, flora and fauna;
- adventure—outback, theme parks, wildlife parks, adventure activities, sailing, diving; and
- islands and beaches—reef experiences, water activities, surfing and beach culture.

TEQ's approach is to link consumer desires with the experiences offered in Queensland and its destinations through its psychographic segmentation. As such, key domestic tourism markets for Queensland are:

Primary:

- social fun seekers and connectors located in Brisbane, Sydney and Melbourne; and
- connectors in Queensland, regional New South Wales and Victoria.

Secondary:

- active explorers located in Brisbane, Sydney and Melbourne.

The segmentation and the research behind this market help the regions to develop strategies to attract the right people to the experiences and services within their destinations. Each aspect of the drive market is targeted, whether it is couples on a short break, international visitors on a point-to-point journey, a traditional family road trip or a weekend away with friends.

In addition, the drive market is currently targeted through experiences campaigns. For example, a campaign that emphasises the experience of up-close-and-personal whale watching on the Fraser Coast is specifically targeting Queensland residents who live within a 400km (four-hour) driving radius. Similarly, the turtle campaign in Central Queensland is targeting travellers within a four hour driving radius for a natural encounter with turtles.

TEQ is working with the ATDW on the development of a 'journeys' category within the ATDW database. This information is intended to allow consumers to interact with a map-based interface and will highlight the large number of drive itineraries in Queensland. Content is being provided by the RTOs and ranges from short sightseeing trips to longer multi-destination trips. Initially the content will be displayed on the TEQ and RTO consumer websites and digital channels, but will also be available for distribution from the ATDW to any relevant digital platform, such as tourism websites or smartphone applications.

TEQ uses technology to market and promote destinations and experiences, including the Queensland iPhone app. This app can be used while travelling to locate accommodation, attractions, things to see and do, events, destination information and more on an interactive map.

TEQ's marketing activities are delivered through a variety of mediums including:

- retail and cooperative marketing through: television, outdoor, radio, digital, print, publication inserts, promotions and competitions;
- a comprehensive communications and publicity program to support campaign activity and extend campaign messaging to non-traditional media outlets such as websites, social media and blogs; and
- engaging with consumers through a large variety of social media channels. Queensland currently has 560,000 Facebook connections, nearly 25,000 followers on Twitter and a presence on Foursquare, Weibo, Pinterest, Google+ and Instagram. There are 450,000 consumers subscribed to Queensland's domestic e-newsletter and in the last year TEQ welcomed a total of 6,323,000 visitors to its websites.

In 2012-13, TEQ will continue its cooperative marketing program, undertake retail campaigns, promotions, public relations and social media activities.

As part of the *DestinationQ* Action Plan, TEQ in partnership with RTOs is identifying the 'hero' experiences for each destination in Queensland. These hero experiences highlight the unique selling points and competitive advantages of each destination which provide the focus for future marketing opportunities and ongoing tourism product development. Marketing and product development activities associated with the drive tourism sector will need to be aligned with the identified hero experiences.

Other key players

Regional Tourism Organisations

RTOs play a key role in coordinating the tourism and destination marketing efforts of industry, local government and the community. There are 13 RTOs in Queensland and they play a significant role in the marketing and development of tourism opportunities within a region.

Drive tourism is an important factor in the forward strategies of all Queensland's RTOs. In region marketing and promotion by the RTOs is about the destination, the experience and the attraction. It is not generally about the drive itself, or the route taken to get there. However, when marketing destinations and experiences, the target market needs to be well understood.

As part of its approach to grow tourism, the Queensland Government more than doubled funding to the RTOs from \$3.1 million to \$7 million in 2012. This provides contestable funding in addition to the \$20 million in the 2012-2013 State Budget.

RACQ

Complementing the Queensland Government's marketing strategy, in 2012, RACQ is urging travellers to kick back and enjoy the driving experience, with its 'Bring Back the Queensland Road Trip' initiative. This initiative is encouraging more Queenslanders to holiday at home, explore the state, meet the locals and support regional economies.

RACQ's website outlines the tools developed to support the campaign. These include suitable itineraries, trip planners, checklists, safe travel tips and lists of suggested attractions and experiences that are region specific and can be done as a day trip or a full driving holiday.

Department of Transport and Main Roads

DTMR is working to install and operate a series of digital advertising billboards in key locations across the South East Queensland road network. Unlike static billboards, electronic content for digital billboards can be easily and cost effectively changed or updated. Advertisements are shown on rotation and each of the digital billboards will have a community messaging component. Access to the billboards for community service announcements will be shared across agencies and the promotion of drive tourism messages will be part of the rotation. These messages will be updated to reflect the time of the year or promote specific experiences like key regional events.

TEQ has developed content for the first site on the Gateway Motorway with the majority of billboards to be rolled out during 2013. If successful, the program could be rolled out to other regions across Queensland.

DTMR's 13 39 40 traffic and travel information service, which consists primarily of a website and phone number, provides Queensland road users with a real time view of activities occurring on major state roads. This allows travellers to make informed travel decisions through the provision of traffic and travel information, as well as live web camera images. Information is also provided to the public via Twitter feeds and a specifically designed mobile phone site.

Arts Queensland

Arts Queensland's (AQ) objective is enhanced cultural and economic outcomes for Queensland through an innovative arts and cultural sector. A key strategic outcome includes growing Queensland's cultural reputation and maximising cultural tourism.

With emphasis on supporting high quality, engaging arts and cultural experiences across the state, a strong and coordinated focus on marketing and promotion is required to ensure drive visitors know what is on, when they can experience it and where they need to be at any given time in the year.

AQ will work with TEQ to develop stronger partnerships between the RTOs, local arts and cultural organisations and local government arts and events officers to identify local arts and cultural tourism assets and opportunities, and promote them to increase visitor exposure. Promotion for drive tourism includes, among other events and experiences:

- Queensland's major arts festivals, such as Brisbane Festival, Queensland Music Festival and Cairns Indigenous Art Fair;
- significant regional arts and cultural festivals and events, such as Woodford Folk Festival, Laura Dade Festival, Swell Sculpture Festival and the Floating Land Festival;
- arts and cultural experiences offered by performing arts venues, art galleries, museums and heritage sites across the state; and
- arts and cultural trails within and across regions, such as the Dinosaur Trails in Western Queensland and the network of Indigenous arts and cultural centres in Far North Queensland.

Department of National Parks, Recreation, Sport and Racing

In addition to a significant role in promoting Queensland's national park estate, DNPRSR (incorporating the Queensland Parks and Wildlife Service) supports a range of sporting and recreational events on national parks such as the Ona Mission Adventure Race at Mission Beach. DNPRSR through Sport and Recreation Services supports community based participation events and competitions which may also contribute to drive tourism experiences.

Department of Environment and Heritage Protection

Queensland's natural and built heritage is a drawcard for drive tourism. DEHP in partnership with the Queensland Heritage Council, aims to partner with the community and industry to promote the appreciation and conservation of Queensland's heritage places. DEHP holds a great deal of information about heritage places in Queensland which could be used to enhance existing drive tourist products and in the development of new products. DEHP will work with TEQ to develop partnerships with RTOs, local governments and historical organisations to deepen the heritage experience for the drive tourism market.

Industry associations

The drive consumer is very well represented and assisted by industry associations and clubs that play their part in the promotion of activities around the state. Social events, rallies, industry shows and exhibitions draw many visitors into a region contributing to the economy and promoting unique experiences and attractions. Websites and newsletters are used to promote events to thousands of drive visitors across the spectrum of day trippers, weekenders, grey nomads, backpackers, tourists and family groups who travel on motorbikes and in cars, caravans, motorhomes, campervans, buses and RVs.

Collaborations

A number of collaborations between stakeholders with a common interest in drive tourism help to promote drive holidays. Across Queensland, various highway committees work to develop and promote particular drive routes while broader collaborations such as 'Drive Inland Queensland' and 'Drive North Queensland' involve a wide range of stakeholders who work to build the drive market and enhance the journey for drive travellers to their region. There is clear value in combining existing brands under these multi-regional umbrella initiatives. These cooperative initiatives provide leveraged resources and a unified approach to marketing and development which is critical in regional areas. They also reflect the traveller's perspective, linking various drive routes and regions with common sources of information.

'Drive Inland Queensland' is a collaborative project between TEQ, local governments and RTOs. The project encompasses the Adventure Way, Australia's Country Way, the Great Inland Way and the Leichhardt Highway and involves the development of an innovative online platform in partnership with RACQ and the development of marketing collateral and media campaigns with face to face consumer shows in Brisbane, Melbourne and Adelaide.

'Drive North Queensland' involves tourism and local government stakeholders in the Tourism Tropical North Queensland, Outback Queensland Tourism Association and Townsville Enterprise footprints, encompassing the Savannah Way, Great Tropical Drive, Overlander's Way, Mtilda Highway and Cape York.

The project aims to promote drive tourism across Northern Queensland and includes development of the 'Drive North Queensland' web portal, e-newsletter, Twitter, Facebook, media release platform, YouTube channel and trade show participation. Development issues have been collaboratively addressed through:

- regional workshops presenting research and collating local perspectives;
- a volunteer and casual work program launched with 30 VICs; and
- enhanced linkages between the stakeholders.



Way forward

The new RTO funding model will provide RTOs, which identify drive projects as a priority, with greater capacity to promote drive market experiences in their region.

Growth in the drive market will be achieved through a coordinated and collaborative approach to marketing and promotion among the wide range of stakeholders who have a role in promoting Queensland tourism experiences.

	Action	Partners	Timeframe
Marketing and promotion			
7.1	Work in partnership to maximise the effectiveness of marketing and promotion of drive experiences throughout Queensland and the regions by: <ul style="list-style-type: none"> • using opportunities under the partnership model between TEQ and the RTOs to market and develop drive experiences where identified; • collaborating in the promotion of the drive experiences to key international markets; and • continuing to promote drive experiences in addition to collaborative activity. 	TEQ, RTOs, industry associations, IA	Ongoing
7.2	Maximise opportunities for events to encourage drive holidays by: <ul style="list-style-type: none"> • improving coordination of the events calendar across the state to increase events in low and shoulder seasons; and • strengthening collaborative opportunities to promote events, including food and wine, arts and culture, and sporting events. 	TEQ, RTOs, AQ, local governments, RACQ, DEHR, industry associations, DNPRSA	Ongoing
7.3	Promote drive tourism messages through digital billboards.	DTMR, TEQ	3 months
7.4	Continue to support regional caravan and camping shows and consumer group rallies to market destinations.	CMCA, CRVA, CRAQ, RTOs, industry associations	Ongoing
7.5	Identify gaps in regional content and image libraries and explore opportunities to leverage support to update content.	TEQ, RTOs, RACQ	12 months

Implementing the strategy



Implementing the strategy

Implementation of the strategy will provide opportunities to strengthen the state's economy by encouraging travellers to take a driving holiday in Queensland. The success of the strategy as a whole in meeting this objective depends on the implementation of the program of initiatives by a range of Queensland Government, local government and tourism industry stakeholders.

Each initiative in the strategy identifies a project lead, supporting partners and a timeframe for delivery.

10 organisations have lead responsibility for the 29 actions in the strategy, including six Queensland Government agencies. While the majority of initiatives will be driven by other organisations, day to day coordination of the strategy's implementation will be overseen by DTESB in close consultation with key stakeholders including TEQ, DTMR and QTIC.

Strategic guidance on the ongoing delivery of the strategy will be provided by the Queensland Government Tourism Cabinet Committee, Tourism Inter-departmental Committee and QTIC Drive Tourism Industry Alliance.

Implementation of the strategy will be undertaken in a collaborative and coordinated way and stakeholders and the community will be kept informed of progress through a variety of channels including six-monthly progress reports which will be published online.

Engagement with industry forums such as the QTIC Associations Council and Regional Tourism Queensland, as appropriate, will provide opportunities to brief industry on specific projects.

As an outcome of the inaugural DestinationQ forum, the strategy will be also reported against through DestinationQ reporting mechanisms.

Importantly, the strategy will be regularly reviewed to ensure it remains current and relevant and is making a significant contribution to meeting Queensland's growth target of doubling overnight visitor expenditure to \$30 billion per annum by 2020.



Action plan



Action plan

	Action	Partners	Timeframe
Meeting consumer needs			
1.1	Build up the evidence base to ensure drive tourism stakeholders are well informed to assist with decision making and resource allocation by: a. identifying research gaps in partnership with industry; and b. commissioning further research to address priorities, as appropriate.	DTESB, TEQ, TRA, QTC, tertiary institutions, LGAs, industry associations, VICs	a. 6 months b. 24 months
1.2	Build industry's capacity to meet the needs of consumers by: • presenting the findings of the drive market research, including consumer needs, preferences and perceptions to industry; • promoting the importance of service quality and business improvement programs; and • highlighting best practice tourism operations in Queensland.	DTESB, TEQ, QTC (Associations Council), industry associations, DSDIP	ongoing
1.3	Support the delivery of consumer focussed experiences for Queensland's self-drive market in priority national parks through: a. consideration of drive market needs to inform development and management priorities in national parks through the established regular forums between QPWS Regional Directors, TEQ Regional Directors and RTDs; b. considering information needs of the 'drive market' in future DNPWSR visitor communications; c. monitoring implementation of national parks online camping booking system to meet customer requirements; and d. creating opportunities for skilled volunteers to assist in national park projects, for example campground hosts.	DNPWSR, DTESB, TEQ, RTDs	a. ongoing b. ongoing c. 18 months d. 36 months
Road quality, safety and maintenance			
2.1	Consult the tourism industry on an annual basis, through QTC, on industry priorities, including those on state strategic touring routes, to inform the development of DTMR's forward infrastructure program.	DTMR, QTC, DTESB	annual
2.2	Continue to invest in safety, capacity, and road immunity enhancement projects on the state's road network, including key hot spots such as the Bruce Highway, Warrego Highway and in resource regions with high available funds.	DTMR, local governments, Australian Government	ongoing
2.3	Develop, lead and promote targeted driver education and road safety programs and initiatives including providing information to drive visitors to help them stay safe, particularly on regional and rural roads shared with heavy vehicles.	RACQ, DTMR, CMCA, CPAQ, RTDs, VICs, CRVA	ongoing
2.4	Conduct a roadside rest area consultative forum to address camping in rest areas, including: • undertaking an audit of roadside rest areas; • reviewing length of stay provisions and monitoring/enforcement responsibilities; and • developing strategies to inform local governments and educate drivers.	DTESB, LGAs, DTMR, local governments, QPS, RACQ, CMCA, CPAQ, CRVA	12 months

Road quality, safety and maintenance (continued)			
2.5	Undertake a Drive Tourism and Transport Infrastructure Study to: <ul style="list-style-type: none"> • facilitate a better understanding of linkages between tourism demand, infrastructure requirements and road user conflicts; and • establish an evidence base to ensure infrastructure needs and investment opportunities for drive tourism are understood and factored into broader government infrastructure planning and investment decisions. 	DTESB, DTMR, TEQ	12 months
Signage			
3.1	Revitalise state strategic touring route signage by updating road signage on the state's strategic touring routes using 10 per cent of the revenue stream from DTMR's roadside advertising strategy.	DTMR	ongoing
3.2	Review tourism signage policies and guidelines to: <ul style="list-style-type: none"> • make them more user-friendly and accessible for industry and the public; • streamline approval processes for tourism operators to install their destination's signs on the state-controlled road network; and • review the RTSG to determine their role going forward. 	DTMR, DTESB, TEQ, LGAQ, RTG	6 months
3.3	Appoint a senior 'go to' officer in DTMR on drive tourism at head office and in each region, which will be published on DTMR's website, to act as a point of contact for all DTMR related matters including signage and roads.	DTMR	3 months
Roadside infrastructure			
4.1	Support the self-contained market by providing funding assistance for a further two years (2013-14 and 2014-15) to local governments through the dump point program.	DTMR, CMCA, local governments, industry associations	30 months
4.2	Promote greater use of, and facilitate greater investment in, roadside rest areas to address fatigue management by: <ul style="list-style-type: none"> • identifying why people use or don't use rest areas, and what type of facilities they are seeking; • engaging tertiary design and architecture students to develop safe, innovative, low maintenance and sustainable rest area facilities to meet the needs of consumers; • continuing to support the education of motorists on how to avoid and manage fatigue, including the location and use of rest areas; and • exploring the potential development of a proposed quality and standards rating system for rest areas, for detailed stakeholder review, consultation and feedback. 	RACQ, DTMR, DTESB, councils, LGAQ, local governments, industry associations	9 months

Accommodation and facilities			
5.1	Facilitate investment in new accommodation facilities through: • the work of the Tourism Investment Attraction Unit; and • Investigating opportunities for private sector investment on USLs and national parks.	DTESB, TEQ, DNPRSR, DNRW, DSQIP	ongoing
5.2	Conduct a suite of planning reform and investment initiatives including: a. develop a single SPP which will encourage local governments to review planning schemes and policies to enable the development of tourism accommodation, attractions, facilities, infrastructure and other ancillary services; b. identify a caravan park development project as a demonstration project to test planning reform; c. prepare regional plans that: – recognise the role tourism plays in the economic development and liveability of regions; – do not restrict tourism opportunities or include additional regulation; and – as necessary, contextualise and resolve the tourism element of the single SPP with other elements of the SPP into the region; d. utilise planning reforms to promote development of small scale facilities for drive visitors on farms and other land types.	DSBP, DTESB, TEQ, LGAQ, local governments, QTC	a. 3 months b. 3 months c. ongoing d. ongoing
5.3	Assist local governments to manage non-commercial camping by: a. conducting a targeted audit of commercial and non-commercial camping sites; and b. developing a guideline for local governments about the provision of non-commercial camping. This guideline would include advice on: – the economic benefits of drive tourism; – managing stakeholder interests and risks; – relevant regulatory issues; – case studies of various approaches such as permit systems and overflow policies; – tools to assist councils to determine impacts on their community and appropriate pricing; and – ways to engage existing commercial operators in managing/servicing/council supported non-commercial camping sites.	DTESB, DNRW, TEQ, QTC, RTOs, local governments, LGAQ, industry associations	a. 12 months b. 18 months
5.4	Review the: • Caravan Parks Policy; and • Secondary Use of Trust Land Policy.	DNRW, DTESB, QTC, industry associations, local governments, LGAQ, RTOs	9 months
5.5	Facilitate increased supply and availability of accommodation in resource communities by: • establishing accurate information on the availability of accommodation in resource communities; and • engaging with local governments and the resources sector to develop strategies which encourage development of accommodation options for visitors to address both short term and long term needs.	DTESB, Government Statistics, DSBP, DNRW, LGAQ, local governments	18 months
5.6	Highlight red tape and regulatory issues in the caravan park sector to inform the Queensland Office of Best Practice Regulation's program of reducing unnecessary regulation within government.	DTESB, DBPR, COQ, CRAQ, CRVA, QTC, DSBP	12 months
5.7	Raise awareness of appropriate behaviors to discourage illegal practices and encourage greater self-regulation and responsibility by RV travellers through targeted policies and programs.	CMCA, CPAQ, CRVA, industry associations	ongoing

Visitor information and technology applications			
6.1	Continue to develop, within available funds, the 13 99 46 traffic and travel information service, which provides information on traffic and road conditions to the public, including: <ul style="list-style-type: none"> • providing information to drive tourists to maintain mobility through natural disaster events and other critical events; • creating a single state-wide traffic and travel information telephone service, providing real-time traffic and travel information on a 24/7 basis; • investigating multilingual information provision to support international visitors; and • investigating feasibility of integrating information aimed toward drive travellers, for example rest areas, dump points etc. 	DTMR, local governments, RACQ, DTESB, TEQ, QPS, EMQ	ongoing
6.2	Enable Queensland tourism businesses to increase their access to drive tourists through: <ul style="list-style-type: none"> a. raising awareness of new business opportunities enabled by improved access to high speed broadband infrastructure and mobile applications; b. better coordination in the delivery of digital business skills programs accessible to tourism businesses; and c. ensuring tourism industry needs inform development of the Digital Economy Policy for Queensland. 	DSITA, DTESB, QTC, TEQ, DSDP	a. ongoing b. ongoing c. 12 months
6.3	Maximise the use of digital technologies in promoting drive tourism experiences and providing accurate and user friendly visitor information to the consumer by: <ul style="list-style-type: none"> • increasing the use of digital technologies including mobile devices, digital signage and information booths to meet the needs of the drive market; • continuing to work with tourism businesses to develop their digital capacity including the development and delivery of integrated digital marketing; • reviewing the existing suite of drive tourism related websites and smartphone applications to confirm a preferred approach to drive tourism; and • encouraging a coordinated approach to application development and use of the ATOW information. 	TEQ, QTC, DTESB, DSITA, ATDW, RTGs	ongoing
6.4	Continue to work with accredited VICs to improve the delivery of unbiased traveller information and encourage them to embrace opportunities to present and distribute information digitally.	TEQ, local governments, QICA	ongoing
Marketing and promotion			
7.1	Work in partnership to maximise the effectiveness of marketing and promotion of drive experiences throughout Queensland and the regions by: <ul style="list-style-type: none"> • using opportunities under the partnership model between TEQ and the RTGs to market and develop drive experiences where identified; • collaborating in the promotion of the drive experiences to key international markets; and • continuing to promote drive experiences in addition to collaborative activity. 	TEQ, RTGs, industry associations, TA	ongoing

Marketing and promotion (continued)			
7.3	<p>Maximise opportunities for events to encourage drive holidays by:</p> <ul style="list-style-type: none"> • Improving coordination of the events calendar across the state to increase events in low and shoulder seasons; and • strengthening collaborative opportunities to promote events, including food and wine, arts and culture, and sporting events. 	TEQ, RTOs, AQ, local governments, RACQ, DHP, industry associations, CMPSR	ongoing
7.3	Promote drive tourism messages through digital billboards.	DTMR, TEQ	3 months
7.4	Continue to support regional caravan and camping shows and consumer group rallies to market destinations.	CMCA, CRAA, CP&Q, RTOs, industry associations	ongoing
7.5	Identify gaps in regional content and image libraries and explore opportunities to leverage support to update content.	TEQ, RTOs, RACQ	12 months

Action plan

49

Abbreviations, glossary and consultation and strategy development process



Abbreviations

AQ	Arts Queensland	NBN	National Broadband Network
ATDW	Australian Tourism Data Warehouse	OBPR	Office of Best Practice Regulation
CCIQ	Chamber of Commerce and Industry Queensland	QICA	Queensland Information Centres Association
CMCA	Caravan and Motorhome Club of Australia	QPS	Queensland Police Service
CPAQ	Caravan Parks Association of Queensland	QTIC	Queensland Tourism Industry Council
DATSIMA	Department of Aboriginal and Torres Strait Islander and Multicultural Affairs	QTRIP	Queensland Transport and Roads Investment Program
DEHP	Department of Environment and Heritage Protection	RAAG	Road Accident Action Group
DNPRSR	Department of National Parks, Recreation, Sport and Racing	RACQ	Royal Automobile Club of Queensland
DNRM	Department of Natural Resources and Mines	RFR	Royalties for the Regions program
DSDIP	Department of State Development, Infrastructure and Planning	RTOS	Regional Tourism Organisations
DSITIA	Department of Science, Information Technology, Innovation and the Arts	RTSG	Regional Tourism Signage Group
DTESB	Department of Tourism, Major Events, Small Business and the Commonwealth Games	SPP	State Planning Policy
DTMR	Department of Transport and Main Roads	TA	Tourism Australia
EMQ	Emergency Management Queensland	TEQ	Tourism and Events Queensland
GPS	Global Positioning System	TRA	Tourism Research Australia
ICT	Information and communication technology	TOPs	Tourism Opportunity Plans
LGAQ	Local Government Association of Queensland	USL	Unallocated State Land
LTO	Local Tourism Organisation	ViCe	Visitor Information Centres

Glossary

13 19 40	Traffic and travel information service which incorporates the 131940 phone service, website www.131940.qld.gov.au , and Twitter feeds.
Application software	An application or an app, is computer software designed to help the user to perform specific tasks, e.g. iPhone app.
Blackwater	Wastewater which comes from toilets.
Campervans	Campervans as defined by the Australian Bureau of Statistics are self-propelled motor vehicles containing an area primarily used for accommodation.
Caravans	Originally they were simple wooden shells drawn by horses, thereby offering a way of easily transporting goods. They weren't used as places to sleep until the travelling Romani people (commonly known as gypsies) decided to use them as a home instead of sleeping in tents, and so the iconic caravan was born.
Commercial camping	Sites such as caravan parks and motels as well as national park and state forest camping grounds.
Drive market	The drive market represents visitors who use drive as a mode of transport to reach their destination, where their main purpose of visit is leisure (i.e. where their main purpose is for a holiday or to visit friends and relatives). This includes day trips and overnight trips to one or multiple destinations.
Fly-drive	A type of holiday package in which the price includes return flights and car hire.
Grey nomad	Retired or semi-retired, over 55, and travelling for leisure.
Greywater	Wastewater which comes from the kitchen sink, bathroom and shower/bath.
Industry Associations	Includes CMCA, CEVA, CRAQ.
National Broadband Network	Next generation high-speed broadband network that will provide Australians with faster, more reliable broadband access.
Non-commercial camping	Camping overnight on public land including showgrounds, roadside reserves and roadside rest areas (regardless of whether a nominal fee is charged) or in non-defined areas such as streets, parking areas and bush sites.
Queensland tourist	Visitors who have had at least four nights and three stopovers during their Australian trip, where at least one stop involved driving to a Queensland destination for leisure purposes.
Queensland Transport and Roads Investment program	The Queensland Transport and Roads Investment Program 2012-13 to 2015-16 details the current transport and road projects the Queensland Government plans to deliver over the next four years, to meet the infrastructure needs of our rapidly growing state.
Rail-drive	A type of holiday in which tourists incorporate both rail and drive in the same journey.
Recreational vehicle	Self-contained motor vehicle or trailer equipped with living space and amenities that can be found in a home.
Short break	Four-hour driving market.

Consultation and strategy development process

This strategy has been developed by DTESB in consultation with a wide range of industry and government stakeholders.

Numerous government agencies and key industry stakeholders were involved in the planning, framework development and scoping of the strategy. The concept stage was formulated by undertaking desktop research and a SWOT analysis followed by a presentation to the QTIC Drive Tourism Industry Alliance to help shape the strategy development process.

Through one-on-one consultation meetings, submissions from industry, and presentations to stakeholders the draft strategy was prepared and released for public consultation. Feedback from the consultation process was considered and informed the final document. 98 responses were received.

A list of key stakeholders is detailed opposite.

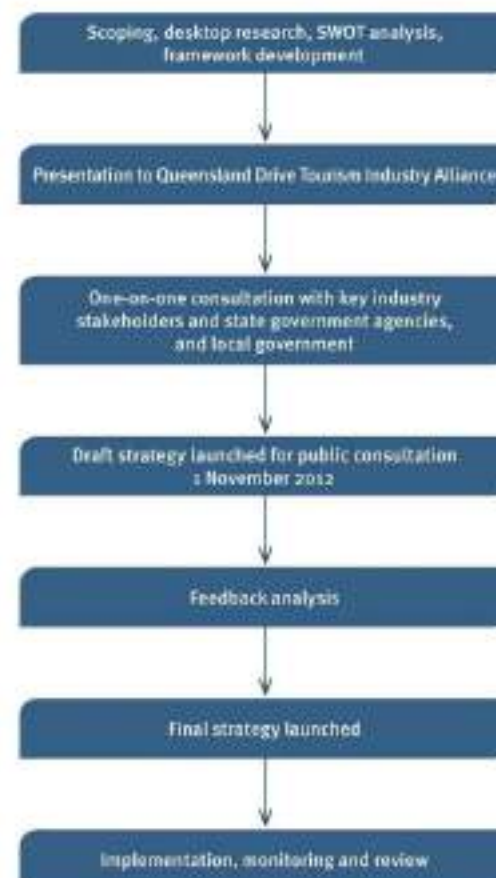
Lead agency:

DTESB – Department of Tourism, Major Events, Small Business and the Commonwealth Games

Key partners:

AQ—Arts Queensland
 CMCA—Campervan and Motorhome Club of Australia (NoTOURING Australia)
 CRAA—Caravan, RV and Accommodation Industry Association of Australia
 CPAQ—Caravan Parks Association of Queensland
 DJAG—Department of Justice and Attorney-General—Liquor Gaming and Fair Trading
 DLG—Department of Local Government
 DNFRSR—Department of National Parks, Recreation, Sport and Racing
 DNRM—Department of Natural Resources and Mines
 DSDP—Department of State Development, Infrastructure and Planning
 DSITA—Department of Science, Information Technology, Innovation and the Arts
 DTMR—Department of Transport and Main Roads
 DEHP—Department of Environment and Heritage Protection
 LGAQ—Local Government Association of Queensland
 LTOs—Local Tourism Organisations
 QPS—Queensland Police Service
 QTIC—Queensland Tourism Industry Council
 QTIC Associations Council
 QTIC Drive Tourism Industry Alliance
 RACQ—Royal Automobile Club of Queensland
 RTOs—Regional Tourism Organisations
 TEQ—Tourism and Events Queensland

Strategy development process



Great state. Great opportunity.



12.3 WASTE MANAGEMENT LOCAL LAW

File No:	19.5.1
Attachments:	<ol style="list-style-type: none">Draft Local Law No 8 (Waste Management) 2018↓Part 2A Waste Reduction and Recycling Regulation 2011↓Chapter 5A Environmental Protection Regulation 2008↓Summary of review process of anti-competitive provisions↓List of Likely Anti-Competitive Provisions↓
Responsible Officer:	Dan Toon - Director Infrastructure Services
Author:	Carrie Burnett - Policy & Planning Officer

SUMMARY

This report identifies important matters relating to waste and seeks a resolution of Council to commence the local law making process which was adopted on 26 August 2014 to make Local Law No 8 (Waste Management) 2018.

OFFICER'S RECOMMENDATION

THAT

- Council propose to make Local Law No. 8 (Waste Management) 2018;
- Council comply with its Local Law Making Process which was adopted at its 26 August 2014 Meeting; and
- The Chief Executive Officer be directed to do all things necessary to give effect to Items 1 and 2 of this resolution.

BACKGROUND

Part 2A of the *Waste Reduction and Recycling Regulation 2011* ('the *Waste Regulation*') (refer to Attachment 2) provides Council with a head of power to designate areas where it wishes to conduct waste collection and to decide the frequency of collection in those areas.

Council has additional powers under Ch. 5A of the *Environmental Protection Regulation 2008* ('the *Environmental Regulation*') (refer to Attachment 3) which relates to waste management by local governments and provides Council with the ability to enforce compliance and maintain minimum standards in relation to the provision of waste services.

It is understood that the waste industry has been pressuring the State Government to remove these two important provisions from the regulations to allow the industry to enter into waste collection activities traditionally covered by local governments. Council is aware that the Local Government Association of Queensland ('LGAQ') has been lobbying the State Government to retain these provisions. At this stage, unless there is intervention by the State Government, both provisions will expire on 1 July 2018.

In a letter to Council dated 1 August 2017, the LGAQ stated the following in relation to the expiry of these provisions:

'Without either of these provisions an individual ratepayer would have the potential to engage the services of alternative waste providers subsequently leading to a range of adhoc and unregulated waste services and potentially lead to a range of amenity issues, cherry picking of profitable waste services and a loss of economies of scale. In essence, councils would lose the ability to control the regulation of these operations in a local government area. The LGAQ has identified this as a significant risk for local government...'

Given the risks outlined by the LGAQ, the ongoing lobbying by the waste industry and ambiguity regarding the looming expiration date of 1 July 2018 of pt 2A and ch. 5A of the regulations, it is necessary to replace the provisions in a local law on or before their expiry to ensure continuation of effective waste management services.

This matter was discussed at Council's Workshop on 22 January 2018 and is now presented to Council for a resolution to proceed with the local law making process.

At the Workshop Cr Kelly requested 'and' be included in Item 5(a) and a new definition for penalty unit. Both of the changes have been made.

COMMENTARY

If the legislative provisions expire without a replacement legal instrument such as a local law, waste management functions would be inadequately regulated, which could have significant impacts on amenity and safety. The absence of designated waste collection areas could result in a greater number of commercial and industrial waste vehicle movements and inconsistent bin types and servicing frequencies. Without a head of power to require standard kerbside collection services, residents could opt out of the standard collection service. This scenario could result in incidences of public health and amenity issues.

The proposed Local Law No. 8 (Waste Management) 2018 (*'the draft local law'*) at Attachment 1 is reflective of the legislative provisions which will expire. There have been minor amendments made to the provisions which are detailed below. The object of *the draft local law* is to protect the public health, safety and amenity related to waste management by—

- a) regulating the storage, servicing and removal of waste; and
- b) regulating the disposal of waste at waste facilities; and
- c) ensuring that an act or omission does not result in—
 - i harm to human health or safety or personal injury; or
 - ii property damage or loss of amenity; or
 - iii environmental harm or environmental nuisance.

Amendments to legislative provisions in *the draft local law*

1. Part 2A of *the Waste Regulation* has been replicated at s 5 in *the draft local law*

The words 'by resolution' have been removed from (a). Adoption of the Designated Waste Collection Areas ('DWCA') is the subject of a separate report to this Workshop. If it is necessary to amend the DWCA in the future, removing the words 'by resolution' will allow amendments to occur by delegated authority from the CEO rather than by Council resolution.

2. Section 81ZH of *the Environmental Regulation* has been replicated at s 8 in *the draft local law*

To remove any ambiguity, sub-s (2)(b)(ii) has been amended to allow waste containers (MGBs) to be placed outside the premises 24 hours before or after the scheduled collection day.

3. Section 81ZJ of *the Environmental Regulation* has been replicated at s 10 in *the draft local law*

The addition of (d) has been included to allow for a written notice about the removal of general waste to state the time by which the waste container is to be removed from the collection location. Previously it only allowed a written notice to state when a waste container is to be placed for collection, not removed.

4. Section 81ZQ of the *Environmental Regulation* has been replicated at s 16 in the *draft local law*

The addition of (2)(c) has been included to make it clear that people are allowed to participate in certain reuse and recycling activities at waste facilities, such as the purchase of recycled goods from the tip shop or acquiring mulch. *The Environmental Regulation* does not allow for any other activities on a waste facility other than the deposit of waste.

5. Addition to examples in ss 6(1)(b), 8(1)(a), 9(2)(a), 12(1)(a), 13(a) in the *draft local law*

An example is provided as to how the local government may require compliance. These have been expanded to include written notices.

6. Throughout the *draft local law* scope has been provided to allow for future subordinate local law requirements on the following matters:

- a) supply standard general waste containers at premises – s 6(1)(a)(ii);
- b) supply of waste containers other than standard general waste containers – s 6(1)(b)(ii);
- c) other types of waste containers – s 7(1)(a)(ii);
- d) things that a person must not place in a waste container – s 7(2)(a)(iv);
- e) keeping of waste containers at a particular place – s 8(1)(b);
- f) supply of facilities and structures for placement, storage and cleaning of waste containers at premises other than separate dwellings – s 9(2)(b);
- g) supply and storage of industrial waste containers – s 12(1)(b);
- h) treatment of industrial waste – s 13(b);
- i) waste that a person must not deposit at a waste facility – s 14(1)(h).

Law making process

The steps identified in the Local Law Making Process which was adopted by Council at its 26 August 2014 Meeting will be followed.

Anti-Competitive Provisions

Pursuant to s 38 of the *Local Government Act 2009*, 'A local government must not make a local law that contains an anti-competitive provision unless the local government has complied with the procedures prescribed under a regulation for the review of anti-competitive provisions'. An anti-competitive provision means a provision that a regulation identifies as creating barriers to entry to a market or competition within a market.

Attachment 4 is a summary of the review process that must be undertaken in accordance with the 'National Competition Policy – Guidelines for conducting reviews on anti-competitive provisions in local laws' (ver 1) which is produced by the Department of Infrastructure, Local Government and Planning.

The *draft local law* contains possible anti-competitive provisions which are identified in Attachment 5.

PREVIOUS DECISIONS

At its 26 August 2014 Meeting, Council resolved to adopt a Local Law Making Process.

BUDGET IMPLICATIONS

The draft local law merely replicate the provisions currently contained in *the Waste Regulation* and *the Environmental Regulation* which reflect Council's current operational activities. Therefore, making the draft local law will not impact on Council's financial operations or require any additional resources. However, failure to adopt the draft local law could expose Council to loss of revenue in the form of utility charges.

LEGISLATIVE CONTEXT

Expiry of pt 2A of *the Waste Regulation* and ch 5A of *the Environmental Regulation* provide the impetus for the making of *the draft local law*. Chapter 3 pt 1 div 2 of the *Local Government Act 2009* addresses the local law making process.

LEGAL IMPLICATIONS

Not applicable.

STAFFING IMPLICATIONS

Introduction of *the draft local law* may impact on enforcement resources, however to what degree is unknown.

RISK ASSESSMENT

There is a risk that if *the draft local law* is not made there will be:

- a) no head of power or provision for Council to enforce the appropriate storage or removal of general waste from premises;
- b) loss of enforceable waste management provisions to protect public health; and
- c) a potential loss of revenue in the form of utility charges.

CORPORATE/OPERATIONAL PLAN

Corporate Plan Reference: **Strategy GO2: Develop strategic plans and policies to address local and regional issues and guide service provision.**

CONCLUSION

The draft local law will replace the legislative provisions that are set to expire on 1 July 2018 and will provide the regulatory flexibility necessary to facilitate the delivery of waste management services across the Council region.

12.3 - WASTE MANAGEMENT LOCAL LAW

Draft Local Law No 8 (Waste Management) 2018

Meeting Date: 6 February 2018

Attachment No: 1

Local Law No. 8 (Waste Management) 2018

Contents

	Page
Part 1	
Preliminary.....	3
1 Short title	3
2 Objects	3
3 Relationship to other laws	3
4 Definitions	3
Part 2	
Waste management.....	4
Division 1 Designation of areas for general or green waste collection	4
5 Designation of areas.....	4
Division 2 General waste	4
Subdivision 1 Storage of general waste	4
6 Owner or occupier of premises to supply waste containers.....	4
7 Requirements for storing general waste in waste containers	5
8 General requirements for keeping waste containers at serviced premises	6
9 Other requirements for storing general waste at particular serviced premises.....	7
Subdivision 2 Removal of general waste	8
10 Local government may give notice about removal of general waste	8
11 Depositing or disposal of general waste from premises other than serviced premises	8
Division 3 Storage and treatment of industrial waste	9
12 Requirements for storing industrial waste	9
13 Requirement to treat industrial waste for disposal	10
Part 3	
Waste receipt and disposal	10
14 Unlawful disposal of waste at waste facility	10
15 Restrictions on burning waste at waste facility.....	11
16 Restrictions on use of waste facility	11
17 Person to comply with directions and give information	12
Part 4	
Subordinate local laws	12
18 Subordinate local laws	12

Local Law No. 8 (Waste Management) 2018

Part 5	Application of Local Law No. 1 (Administration) 2011.....	13
	19 Application of Local Law No. 1 (Administration) 2011 to this local law	13
Part 6	Transitional provisions.....	14
	20 Continuation of chapter 5A requirements.....	14
Schedule	Dictionary.....	15

Local Law No. 8 (Waste Management) 2018

Part 1 Preliminary

1 Short title

This local law may be cited as *Local Law No. 8 (Waste Management) 2018*.

2 Objects

The object of this local law is to protect the public health, safety and amenity related to waste management by—

- (a) regulating the storage, servicing and removal of waste; and
- (b) regulating the disposal of waste at waste facilities; and
- (c) ensuring that an act or omission does not result in—
 - (i) harm to human health or safety or personal injury; or
 - (ii) property damage or loss of amenity; or
 - (iii) environmental harm or environmental nuisance.

3 Relationship to other laws

- (1) This local law is—
 - (a) in addition to and does not derogate from laws about the management of waste; and
 - (b) to be read with *Local Law No. 1 (Administration) 2011*.
- (2) For the purposes of *Environmental Protection Regulation 2008*, section 81ZC, this local law replaces *Environmental Protection Regulation 2008*, chapter 5A (Waste management by local governments).

4 Definitions

The dictionary in the Schedule (Dictionary) of this local law defines the particular words used in this local law.

Part 2 Waste management

Division 1 Designation of areas for general or green waste collection

5 Designation of areas

The local government may—

- (a) designate areas within its local government area in which the local government may conduct general waste and/or green waste collection; and
- (b) decide the frequency of general waste or green waste collection in the designated areas.

Division 2 General waste

Subdivision 1 Storage of general waste

6 Owner or occupier of premises to supply waste containers

- (1) The owner or occupier of premises must—
 - (a) subject to subsection (2), supply standard general waste containers at the premises as—
 - (i) are necessary to contain the general waste produced at the premises; or
 - (ii) are prescribed by subordinate local law; or
 - (b) supply at the premises, waste containers, other than standard general waste containers, as—
 - (i) if required by the local government — are necessary to contain the general waste produced at the premises; or
 - (ii) are prescribed by subordinate local law.

Examples of ways the local government may require waste containers for paragraph 1(b)(i)—

by a resolution of the local government, or a decision of a delegate of the local government, written notice of which is given to the owner or occupier, or a development approval for the premises

Maximum penalty — 20 penalty units.

- (2) However, subsection (1)(a) does not apply if the local government supplies to the premises the number of standard general waste containers the local government reasonably considers is required at the premises.
- (3) If the local government supplies a standard general waste container to premises under subsection (2), the reasonable cost of supplying the container is a debt payable by the owner or occupier of the premises to the local government.
- (4) However, subsection (3) does not prevent the local government from supplying a standard general waste container to premises without cost to the owner or occupier of the premises.

7 Requirements for storing general waste in waste containers

- (1) The occupier of premises must—
 - (a) store general waste produced as a result of the ordinary use or occupation of the premises in—
 - (i) a standard general waste container; or
 - (ii) if another type of waste container is prescribed by subordinate local law — the other type of container; and
 - (b) keep each waste container clean and in good repair; and
 - (c) ensure that each waste container is securely covered, except when the waste is being placed in, or removed from, the container or the container is being cleaned.

Maximum penalty — 20 penalty units.

- (2) A person must not—
 - (a) place any of the following in a waste container—
 - (i) a liquid, semi-liquid or moist substance, unless the substance is securely wrapped or contained to prevent the substance leaking from the wrapper or container; or
 - (ii) material that is smouldering or aflame; or
 - (iii) matter or a thing that is alive; or
 - (iv) a thing stated in a subordinate local law; or
 - (b) remove or disturb the cover of a waste container, except when placing waste in or cleaning the container; or
 - (c) use or damage a waste container so that it is not weatherproof or serviceable or cannot be securely covered; or

- (d) disturb or otherwise interfere with the contents of a waste container.

Maximum penalty — 20 penalty units.

- (3) The occupier of the premises must not allow a person to place a thing in a waste container in contravention of subsection (2)(a).

Maximum penalty — 20 penalty units.

- (4) It is a defence in a proceeding against a person for an offence under subsection (3) for the person to prove the contravention was due to causes over which the person had no control.

8 General requirements for keeping waste containers at serviced premises

- (1) Subject to subsection (2), the occupier of serviced premises must ensure that a waste container supplied for the premises is kept—

- (a) if the local government requires the container to be kept at a particular place at the premises — at the place (the **waste container storage place**); or

Examples of ways the local government may require waste containers to be kept at a particular place —

by a resolution of the local government, or a decision of a delegate of the local government, written notice of which is given to the owner or occupier, or a development approval for the premises

- (b) if a subordinate local law requires the container to be kept at a particular place at the premises — at the place (also a **waste container storage place**); or

- (c) if paragraphs (a) and (b) do not apply — at ground level close to the rear alignment of a building at the premises.

Maximum penalty — 20 penalty units.

- (2) Subsection (1) does not prevent the occupier of the serviced premises from placing a waste container in a place outside the premises for the collection of general waste from the container, if—

- (a) the local government has arranged to collect waste from the container at the place; and

- (b) the container is in the place for no longer than—

- (i) the period, if any, allowed under a local law of the local government; or

- (ii) 24 hours before or after the scheduled collection day for the collection of the waste in the container.

Example of a place outside serviced premises—

the kerb adjacent to the serviced premises

- (3) If the local government has arranged for the collection of general waste from a waste container at serviced premises, the occupier of the premises must ensure there is unobstructed access to the container for removal of the waste.

Maximum penalty for subsection (3) — 20 penalty units.

- (4) It is a defence in the proceeding against a person for an offence under subsection (3) for the person to prove the contravention was due to causes over which the person had no control.

9 Other requirements for storing general waste at particular serviced premises

- (1) This section applies to any of the following persons (each a *prescribed person*) for serviced premises, other than a single detached dwelling—

- (a) the owner or occupier of the premises;
- (b) if a prescribed ERA is carried out at the premises — the holder of the environmental authority for the prescribed ERA.

- (2) The prescribed person must ensure that the waste container storage place for the premises is supplied with—

- (a) if required by the local government — each of the following—
- (i) either—
- (A) an elevated stand at a level required by the local government for holding all waste containers; or
- (B) an imperviously paved area, drained as required by the local government, where all waste containers can be placed;
- (ii) a hose cock and hose in the vicinity of the stand or paved area;
- (iii) a suitable enclosure for the area where the waste containers are kept; and

Examples of ways the local government may require a prescribed person to comply with subsection (2)(a) —

by a resolution of the local government, or a decision of a delegate of the local government, written notice of which is given to the owner or occupier, or a development approval for the premises

- (b) if a requirement is prescribed by subordinate local law — facilities and structures for the placement, storage and cleaning of waste containers as prescribed by subordinate local law.

Maximum penalty for subsection (2) — 20 penalty units.

Subdivision 2 Removal of general waste

10 Local government may give notice about removal of general waste

- (1) This section applies where the local government has arranged for the removal of general waste produced at a premises.
- (2) The local government may give the occupier of the premises a written notice stating—
 - (a) the days (each a *scheduled collection day*) on which the waste is to be collected; and
 - (b) the location (*collection location*) where the waste container is to be placed for collection of the waste ; and
 - (c) the time by which the waste container is to be placed in the collection location for collection of the waste; and
 - (d) the time by which the waste container is to be removed from the collection location.

11 Depositing or disposal of general waste from premises other than serviced premises

- (1) This section applies if general waste is produced at a premises, other than serviced premises.
- (2) The local government may—
 - (a) give a written approval to the owner or occupier of the premises for depositing or disposing of the waste; and
 - (b) impose conditions on the approval, including, for example, conditions about—
 - (i) the place for depositing or disposing of the waste; or
 - (ii) the method of depositing or disposing of the waste.
- (3) A person must not deposit or dispose of the waste unless the person deposits or disposes of the waste—

- (a) at a waste facility in accordance with part 3; or
- (b) in accordance with—
 - (i) an approval under subsection (2) for disposal of the waste; and
 - (ii) if the approval has been given on conditions — the conditions of the approval.

Maximum penalty for subsection (3) — 20 penalty units.

Division 3 Storage and treatment of industrial waste

12 Requirements for storing industrial waste

- (1) The occupier of premises where there is industrial waste must—
 - (a) if required by the local government—
 - (i) supply at the premises the number of industrial waste containers required by the local government for storing the waste at the premises safely, efficiently and without causing a nuisance; and
 - (ii) keep the waste containers at the particular place at the premises required by the local government; and
 - (iii) keep each waste container clean and in good repair; and

Examples of ways the local government may require compliance with subsection 1(a) —

by a resolution of the local government, or a decision of a delegate of the local government, written notice of which is given to the owner or occupier, or a development approval for the premises

- (b) if a requirement is prescribed by subordinate local law — comply with each requirement prescribed by subordinate local law, about each of the following—
 - (i) the supply at the premises of industrial waste containers for storing the waste at the premises;
 - (ii) keeping the waste containers at a particular place at the premises;
 - (iii) keeping each waste container clean and in good repair.

Maximum penalty — 20 penalty units.

- (2) The local government may supply industrial waste containers at the premises if the occupier does not supply at the premises the number of industrial waste containers which are—
 - (a) required by the local government under subsection (1)(a); or
 - (b) prescribed by subordinate local law under subsection (1)(b).
- (3) If the local government supplies an industrial waste container to premises under subsection (2), the reasonable cost of supplying the container is a debt payable by the occupier of the premises to the local government.

13 Requirement to treat industrial waste for disposal

The occupier of premises where there is industrial waste must—

- (a) if required by the local government, treat the waste to a standard approved by the local government—
 - (i) for disposal of the waste at a waste facility; or
 - (ii) for transport to, and disposal of the waste at, a waste facility; and

Examples of ways the local government may require an occupier to treat industrial waste for disposal —

by a resolution of the local government, or a decision of a delegate of the local government, written notice of which is given to the owner or occupier, or a development approval for the premises

- (b) comply with requirements, as prescribed by subordinate local law, about the treatment of industrial waste—
 - (i) for disposal of the waste at a waste facility; and
 - (ii) for transport to, and disposal of the waste at, a waste facility.

Maximum penalty — 40 penalty units.

Part 3 Waste receipt and disposal

14 Unlawful disposal of waste at waste facility

- (1) A person must not deposit the following waste at a waste facility—
 - (a) liquid or semiliquid waste;
 - (b) hot ash;
 - (c) material that is smouldering or aflame;

- (d) material that can spontaneously combust;
- (e) material containing a substance that may be harmful to persons or property because, if it reacts with air or water, it may produce toxic gases or become corrosive or explosive;
- (f) an explosive;
- (g) ammunition, other than ammunition that no longer contains explosives, pyrotechnics or propellants apart from trace residues that are no longer capable of supporting combustion or an explosive reaction;
- (h) waste prescribed by subordinate local law.

Maximum penalty — 20 penalty units.

- (2) Subsection (1) does not apply to waste deposited with the consent of—
 - (a) the person who—
 - (i) is the registered suitable operator for the facility; or
 - (ii) holds an environmental authority for the facility; or
 - (b) the person in charge of the facility.

15 Restrictions on burning waste at waste facility

A person must not set fire to, or burn, waste at a waste facility other than—

- (a) under an environmental authority; or
- (b) under a development condition of a development approval; or
- (c) under the *Fire and Emergency Services Act 1990*.

Maximum penalty — 20 penalty units.

16 Restrictions on use of waste facility

- (1) A person must not, without the consent of a waste facility's owner or operator—
 - (a) enter the facility other than to deposit waste; or
 - (b) remain on the facility after depositing waste; or
 - (c) interfere with waste at, or remove waste from, the facility.

Maximum penalty — 10 penalty units.

- (2) Subsection (1) does not apply to—
 - (a) the facility's owner or operator; or
 - (b) an authorised person; or
 - (c) a person who acquires from a waste facility, with the consent of the local government—
 - (i) recyclable waste, for example, mulch or green waste; or
 - (ii) 1 or more items of waste which are made available for sale or disposal by the local government, for example, at a "tip shop".

17 Person to comply with directions and give information

- (1) This section applies to a person who transports waste to a waste facility.
- (2) The person must—
 - (a) comply with all relevant and reasonable directions contained in any sign displayed at the facility by the facility's owner or operator; and
 - (b) comply with all reasonable instructions given by the person in charge of the facility about dealing with the waste.
 - (c) if asked by the facility's owner or operator — give information to the owner or operator about the type and amount of waste being delivered to the facility.

Maximum penalty — 10 penalty units.

Part 4 Subordinate local laws

18 Subordinate local laws

The local government may, by subordinate local law, specify—

- (a) a thing that is specified to be waste pursuant to the Schedule (Dictionary) of this local law; and
- (b) requirements about the necessity to supply standard general waste containers at premises under section 6(1)(a); and
- (c) requirements about the supply at premises of waste containers, other than standard general waste containers, to contain the general waste produced at the premises under section 6(1)(b); and

- (d) another type of waste container for the storage of general waste produced as a result of the ordinary use or occupation of premises under section 7(1); and
- (e) a thing that a person must not place in a waste container under section 7(2); and
- (f) requirements about the keeping of the waste container supplied for premises at a particular place at the premises under section 8(1)(b); and
- (g) requirements about the supply of facilities and structures for the placement, storage and cleaning of waste containers under section 9(2)(b); and
- (h) requirements about the supply at premises of industrial waste containers for storing industrial waste at the premises and other requirements about waste containers for the storage of industrial waste under section 12(1)(b); and
- (i) requirements about the treatment of industrial waste under section 13(b); and
- (j) waste that a person must not deposit at a waste facility under section 14(1).

Part 5 Application of Local Law No. 1 (Administration) 2011

19 Application of Local Law No. 1 (Administration) 2011 to this local law

- (1) To avoid any doubt, the provisions of *Local Law No. 1 (Administration) 2011* apply to this local law.
- (2) If there is a conflict between a provision of this local law and *Local Law No. 1 (Administration) 2011*, the provisions in this local law will prevail to the extent of any inconsistency.

Part 6 Transitional provisions

20 Continuation of chapter 5A requirements

- (1) This section applies if a provision of *Environmental Protection Regulation 2008*, chapter 5A (Waste management by local governments), is replaced by a provision of this local law.
- (2) In this section, **prescribed provision** means a provision of *Environmental Protection Regulation 2008*, chapter 5A (Waste management by local governments) which is replaced by a provision of this local law.
- (3) If the local government has made a requirement under a prescribed provision prior to the commencement of this local law, the requirement applies for the provision of this local law which replaced the prescribed provision from the commencement of this local law.

Example —

The local government may require that a waste container supplied for serviced premises be kept at a particular place at the premises by development approval for the premises under *Environmental Protection Regulation 2008*, section 81ZH(1). *Environmental Protection Regulation 2008*, section 81ZH(1) is a prescribed provision which is replaced by section 8 (General requirements for keeping waste containers at serviced premises). A requirement under the prescribed provision made prior to the commencement of this local law would apply for section 8 of this local law from the commencement of this local law.

Schedule Dictionary

section 3

authorised person means a person appointed by the chief executive officer of the local government, pursuant to *Local Government Act 2009*, section 202, to exercise the powers of an authorised person under this local law.

collection location means a place at, or adjacent to, premises at which a standard general waste container associated with the premises can be easily accessed by a general waste collection vehicle without causing obstruction.

commercial premises means any of the following types of premises—

- (a) a hotel, motel, caravan park, cafe, food store or canteen;
- (b) an assembly building, institutional building, kindergarten, child minding centre, school or other building used for education;
- (c) premises where a sport or game is ordinarily played in public;
- (d) an exhibition ground, show ground or racecourse;

commercial waste means waste, other than green waste, recyclable waste, interceptor waste or waste discharged to a sewer, produced as a result of the ordinary use or occupation of commercial premises.

development approval has the meaning given in the *Planning Act 2016*.

domestic premises means any of the following types of premises—

- (a) a single unit private dwelling;
- (b) premises containing 2 or more separate flats, apartments or other dwelling units;
- (c) a boarding house, hostel, lodging house or guest house.

domestic waste means waste, other than domestic clean-up waste, green waste, recyclable waste, interceptor waste or waste discharged to a sewer, produced as a result of the ordinary use or occupation of domestic premises.

environmental authority has the meaning given in the *Environmental Protection Act 1994*.

environmental harm has the meaning given in the *Environmental Protection Act 1994*.

environmental nuisance has the meaning given in the *Environmental Protection Act 1994*.

general waste means—

- (a) waste other than regulated waste; and
- (b) for part 2, any of the following—
 - (i) commercial waste;
 - (ii) domestic waste;
 - (iii) recyclable waste.

green waste means grass cuttings, trees, bushes, shrubs, loppings of trees, bushes or shrubs, or similar matter produced as a result of the ordinary use or occupation of premises.

industrial waste means—

- (a) interceptor waste; or
- (b) waste other than the following—
 - (i) commercial waste;
 - (ii) domestic clean-up waste;
 - (iii) domestic waste;
 - (iv) green waste;
 - (v) recyclable interceptor waste;
 - (vi) recyclable waste;
 - (vii) waste discharged to a sewer.

industrial waste container means a container of a type approved by the local government for storing industrial waste at premises in the local government's area.

interceptor means a device used to intercept a substance in sewage, waste water or trade waste and prevent its discharge into a sewer, septic tank, waste water disposal system or other treatment device.

Examples of interceptors—

- neutralising interceptors for neutralising acidic and alkaline substances
- grease interceptors for collecting and solidifying fat, grease and similar matter
- oil interceptors for collecting oil and petroleum products
- silt interceptors for collecting soil, sand, gravel and other sedimentary solids

interceptor waste means matter, other than recyclable interceptor waste, intercepted by, and held in, an interceptor.

manufacturing process means a handicraft or other process relating to adapting, altering, assembling, cleaning, finishing, making, ornamenting, preparing, renovating, repairing, washing, or wrecking goods for trade, sale or gain or otherwise in connection with a business.

occupier of premises means the person who has the control or management of the premises.

owner of premises means the person for the time being entitled to receive the rent for the premises or would be entitled to receive the rent for it if it were let to a tenant at a rent.

penalty unit an amount of money prescribed under the *Penalties and Sentences Act 1992* which is used to calculate penalties for breaches of Council's local laws.

premises includes domestic premises, government premises, industrial premises and commercial premises.

prescribed ERA has the meaning given in the *Environmental Protection Act 1994*.

prescribed person see section 9(1).

recyclable interceptor waste means matter that is, or is intended to be, removed from a grease interceptor and taken elsewhere for processing into a non-toxic, non-hazardous and usable substance for sale.

recyclable waste, means clean and inoffensive waste that is declared by the local government to be recyclable waste for the area of the local government.

Examples of waste that may be declared to be recyclable waste—

glass bottles, plastic containers, paper, cardboard, steel and aluminium cans, and green waste

regulated waste has the meaning given in the *Environmental Protection Regulation 2008*.

scheduled collection day see section 10(2).

serviced premises means—

- (a) premises which are in an area designated by the local government as an area in which the local government may conduct general waste collection under—

- (i) *Waste Reduction and Recycling Regulation 2011*, section 7;
or
- (ii) section 5; and
- (b) premises for which the local government has required the owner or occupier of the premises to arrange for removal of general waste from the premises.

standard general waste container—

- (a) means a container of a type approved by the local government for storing domestic waste, commercial waste or recyclable waste at premises in the local government's area; and
- (b) for the avoidance of doubt, includes 1 or more containers each of which is approved by the local government for storing, at premises in the local government's area—
 - (i) 1 or more or multiple types of commercial waste; or
 - (ii) 1 or more or multiple types of recyclable waste.

Example for paragraph (b)—

The local government may approve 1 container for storing recyclable waste which is green waste and 1 container for storing recyclable waste other than green waste.

waste, has the meaning given in the *Environmental Protection Act 1994*, and includes any thing that is specified to be waste under a subordinate local law.

waste container storage place see section 8(1).

waste facility—

- (a) for part 2, means a facility for the recycling, reprocessing, treatment, storage, incineration, conversion to energy or disposal of waste; and
- (b) for part 3, means a facility for the recycling, reprocessing, treatment, storage, incineration, conversion to energy or disposal of waste, but only if the local government is the lessee, occupier, operator or owner of the facility.

19
Local Law No. 8 (Waste Management) 2018

This and the preceding 18 pages bearing my initials is a certified copy of *Local Law No. 8 (Waste Management) 2018* made in accordance with the provisions of the *Local Government Act 2009* by Livingstone Shire Council by resolution dated the day of 2018.

.....

Chief Executive Officer

12.3 - WASTE MANAGEMENT LOCAL LAW

Part 2A Waste Reduction and Recycling Regulation 2011

Meeting Date: 6 February 2018

Attachment No: 2

Waste Reduction and Recycling Regulation 2011

Part 2A Designation of areas by local governments for general or green waste collection

[s 7]

Part 2A Designation of areas by local governments for general or green waste collection

7 Designation of areas

A local government may—

- (a) by resolution, designate areas within its local government area in which the local government may conduct general waste or green waste collection; and
- (b) decide the frequency of general waste or green waste collection in the designated areas.

Note—

If a local government conducts general waste or green waste collection as a significant business activity, see the *Local Government Act 2009*, chapter 3, part 2, division 2 (Business reform, including competitive neutrality) and the *City of Brisbane Act 2010*, chapter 3, part 3, division 2 (Business reform, including competitive neutrality).

7A Expiry

This part expires on 1 July 2018.

12.3 - WASTE MANAGEMENT LOCAL LAW

Chapter 5A Environmental Protection Regulation 2008

Meeting Date: 6 February 2018

Attachment No: 3

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZC]

Chapter 5A Waste management by local governments

Part 1 Preliminary

81ZC Application of ch 5A

This chapter applies to a local government area unless—

- (a) the local government for the area makes a local law about waste management for the area; and
- (b) the local law states it replaces this chapter.

Note—

Section 81ZU states that this chapter expires on 1 July 2018.

81ZD References to local government

In this chapter, a reference to a local government in the context of dealing with waste produced at relevant premises is a reference to the local government for the local government area in which the relevant premises is situated.

81ZE Meaning of *serviced premises*

Relevant premises in a local government area are *serviced premises* if—

- (a) the relevant premises are in an area designated by the local government under the *Waste Reduction and Recycling Regulation 2011*, section 7 as an area in which the local government may conduct general waste collection; or
- (b) the local government has required the owner or occupier of the relevant premises to arrange for removal of general waste from the relevant premises.

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZF]

Part 2 Waste management in local government areas

Division 1 Storage of general waste

81ZF Owner or occupier of relevant premises to supply waste containers

- (1) The owner or occupier of relevant premises in a local government area must—
 - (a) subject to subsection (2), supply enough standard general waste containers at the relevant premises to contain the general waste produced at the premises; or
 - (b) if required by the local government, supply at the relevant premises, enough waste containers, other than standard general waste containers, to contain the general waste produced at the relevant premises.

Examples of ways a local government may require waste containers for paragraph (b)—

by a local law, resolution of the local government, development approval for the premises

Maximum penalty—20 penalty units.

- (2) However, subsection (1)(a) does not apply if the local government supplies to the relevant premises the number of standard general waste containers the local government reasonably considers is required at the relevant premises.
- (3) If the local government supplies a standard general waste container to relevant premises under subsection (2), the reasonable cost of supplying the container is a debt payable by the owner or occupier of the relevant premises to the local government.
- (4) However, subsection (3) does not prevent a local government from supplying a standard general waste container to relevant premises without cost to the owner or occupier of the relevant premises.

81ZG Requirements for storing general waste in waste containers

- (1) The occupier of relevant premises must—
- (a) store general waste at the relevant premises in a standard general waste container or, if required by the local government, in another type of waste container; and
Examples of ways a local government may require waste to be stored in another type of waste container—
by a local law, resolution of the local government, development approval for the premises
 - (b) keep each waste container at the relevant premises clean and in good repair; and
 - (c) ensure that each waste container at the relevant premises is securely covered, except when the waste is being placed in, or removed from, the container or the container is being cleaned.

Maximum penalty—20 penalty units.

- (2) A person must not—
- (a) place any of the following in a waste container—
 - (i) a liquid, semi-liquid or moist substance, unless the substance is securely wrapped or contained to prevent the substance leaking from the wrapper or container;
 - (ii) material that is smouldering or aflame;
 - (iii) matter or a thing that is alive; or
 - (b) remove or disturb the cover of a waste container, except when placing waste in or cleaning the container; or
 - (c) use or damage a waste container so that it is not weatherproof or serviceable or can not be securely covered; or
 - (d) disturb or otherwise interfere with the contents of a waste container.

Maximum penalty—20 penalty units.

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZH]

- (3) The occupier of the relevant premises must not allow a person to place a thing in a waste container at the premises in contravention of subsection (2)(a).

Maximum penalty—20 penalty units.

- (4) It is a defence in a proceeding against a person for an offence under subsection (3) for the person to prove the contravention was due to causes over which the person had no control.

81ZH General requirements for keeping waste containers at serviced premises

- (1) Subject to subsection (2), the occupier of serviced premises must ensure that a waste container supplied for the premises is kept—

- (a) if the local government requires the container be kept at a particular place at the premises—at the place; or

Examples of ways a local government may require waste containers to be kept at a particular place—

by a local law, resolution of the local government, development approval for the premises

- (b) otherwise—at ground level close to the rear alignment of a building at the premises.

Maximum penalty—20 penalty units.

- (2) Subsection (1) does not prevent the occupier of the serviced premises from placing a waste container in a place outside the premises for the collection of general waste from the container, if—

- (a) the local government has arranged to collect waste from the container at the place; and

- (b) the container is in the place for no longer than—

(i) the period, if any, allowed under a local law of the local government; or

(ii) is otherwise reasonably appropriate before and after the collection.

Example of a place outside serviced premises—

the kerb adjacent to the serviced premises

- (3) If a local government has arranged for the collection of general waste from a waste container at the serviced premises, the occupier of the premises must ensure there is unobstructed access to the container for removal of the waste.

Maximum penalty—20 penalty units.

- (4) It is a defence in a proceeding against a person for an offence under subsection (3) for the person to prove the contravention was due to causes over which the person had no control.

81ZI Other requirements for storing general waste at particular serviced premises

- (1) This section applies to any of the following persons (each a *prescribed person*) for serviced premises, other than a single detached dwelling—
- (a) the owner or occupier of the premises;
 - (b) the registered suitable operator for a prescribed environmentally relevant activity carried out at the premises;
 - (c) the holder of an environmental authority for a mining activity or petroleum activity carried out at the premises.
- (2) The prescribed person must, if required by the local government, ensure each of the following is supplied at the premises—
- (a) either—
 - (i) an elevated stand at a level required by the local government for holding all waste containers; or
 - (ii) an imperviously paved area, drained as required by the local government, where all waste containers can be placed;
 - (b) a hose cock and hose in the vicinity of the stand or paved area;

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZJ]

- (c) a suitable enclosure for the area where the waste containers are kept.

Examples of ways a local government may require a prescribed person to comply with subsection (2)—

by a local law, resolution of the local government, development approval

Maximum penalty for subsection (2)—20 penalty units.

Division 2 Removal of general waste

81ZJ Local government may give notice about removal of general waste

- (1) This section applies to a local government that has arranged for the removal of general waste produced at a relevant premises.
- (2) The local government may give the occupier of the relevant premises a written notice stating—
 - (a) the days on which the waste is to be collected; and
 - (b) where the waste container is to be placed for collection of the waste (the *designated location*); and
 - (c) the time by which the waste container is to be placed in the designated location for collection of the waste.

81ZK Depositing or disposal of general waste from premises other than serviced premises

- (1) This section applies if general waste is produced at a relevant premises, other than serviced premises.
- (2) The local government may—
 - (a) give a written approval to the owner or occupier of the relevant premises for depositing or disposing of the waste; and
 - (b) impose conditions on the approval, including, for example, conditions about—

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZL]

- (i) the place for depositing or disposing of the waste;
or
 - (ii) the method of depositing or disposing of the waste.
- (3) A person must not deposit or dispose of the waste unless the person deposits or disposes of the waste—
 - (a) at a waste facility in accordance with part 3; or
 - (b) in accordance with—
 - (i) an approval under subsection (2) for disposal of the waste; and
 - (ii) if the approval has been given on conditions, the conditions of the approval.

Maximum penalty for subsection (3)—20 penalty units.

Division 3 Storage and treatment of industrial waste

81ZL Requirements for storing industrial waste

- (1) The occupier of relevant premises where there is industrial waste must, if required by the local government—
 - (a) supply at the premises the number of industrial waste containers required by the local government for storing the waste at the premises safely, efficiently and without causing a nuisance; and
 - (b) keep the waste containers at a place at the premises the local government requires; and
 - (c) keep each waste container clean and in good repair.

Examples of ways a local government may require compliance with subsection (1)—

by a local law, resolution of the local government, development approval

Maximum penalty—20 penalty units.

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZM]

- (2) If the occupier does not supply at the relevant premises the number of industrial waste containers required by the local government for subsection (1)(a), the local government may supply industrial waste containers at the premises.
- (3) If a local government supplies an industrial waste container to relevant premises under subsection (2), the reasonable cost of supplying the container is a debt payable by the occupier of the premises to the local government.
- (4) In this section—
industrial waste container means a waste container of a type approved by the local government for storing industrial waste at premises within the local government's area.

81ZM Requirement to treat industrial waste for disposal

The occupier of relevant premises where there is industrial waste must, if required by the local government, treat the waste to a standard approved by the local government for disposal of the waste at a waste facility.

Examples of ways a local government may require an occupier to treat industrial waste for disposal—

by a local law, resolution of the local government, development approval for the premises

Maximum penalty—40 penalty units.

Division 4 Compliance notices

81ZN Authorised person may give notice to comply

- (1) If an authorised person believes on reasonable grounds that a person (an *affected person*) has contravened division 1, 2 or 3, the authorised person may give the affected person a written notice about the contravention.
- (2) The notice must state—
 - (a) the act or omission comprising the contravention; and

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZO]

- (b) the action the affected person must take to rectify the alleged contravention; and
 - (c) the day by which the affected person must take the action.
- (3) The stated day must be at least 28 days after the notice is given.
- (4) If an affected person is given a notice under subsection (1), the person must comply with the notice unless the person has a reasonable excuse for not complying with it.
- Maximum penalty—10 penalty units.
- (5) If an affected person is given a notice under subsection (1) in relation to an alleged contravention of division 1, 2 or 3, the person can be prosecuted for the contravention only if the person does not comply with the notice.
- (6) However, this section does not require an authorised person to give a person a notice under subsection (1) before the person may be prosecuted for a contravention of division 1, 2 or 3.

Part 3 Receiving and disposing of waste

81ZO Unlawful disposal of waste at waste facility

- (1) A person must not deposit the following waste at a waste facility—
- (a) liquid or semiliquid waste;
 - (b) hot ash;
 - (c) material that is smouldering or aflame;
 - (d) material that can spontaneously combust;
 - (e) material containing a substance that may be harmful to persons or property because, if it reacts with air or water, it may produce toxic gases or become corrosive or explosive;

Current as at 3 July 2017

Page 73

Authorised by the Parliamentary Counsel

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZP]

- (f) an explosive;
- (g) ammunition, other than ammunition that no longer contains explosives, pyrotechnics or propellants apart from trace residues that are no longer capable of supporting combustion or an explosive reaction.

Maximum penalty—20 penalty units.

- (2) Subsection (1) does not apply to waste deposited with the consent of—
 - (a) the person who—
 - (i) is the registered suitable operator for the facility; or
 - (ii) holds an environmental authority for the facility; or
 - (b) the person in charge of the facility.

81ZP Restrictions on burning waste at waste facility

A person must not set fire to, or burn, waste at a waste facility other than—

- (a) under an environmental authority; or
- (b) under a development condition of a development approval; or
- (c) under the *Fire and Emergency Services Act 1990*.

Maximum penalty—20 penalty units.

81ZQ Restrictions on use of waste facility

- (1) A person must not, without the consent of a waste facility's owner or operator—
 - (a) enter the facility other than to deposit waste; or
 - (b) remain on the facility after depositing waste; or
 - (c) interfere with waste at, or remove waste from, the facility.

Maximum penalty—10 penalty units.

Environmental Protection Regulation 2008
Chapter 5A Waste management by local governments

[s 81ZR]

- (2) Subsection (1) does not apply to—
 - (a) the facility's owner or operator; or
 - (b) an authorised person.

81ZR Waste transporter to comply with directions and give information

- (1) This section applies to a person who transports waste to a waste facility.
- (2) The person must—
 - (a) comply with all relevant and reasonable directions contained in any sign displayed at the facility by the facility's owner or operator; and
 - (b) deal with the waste in accordance with reasonable instructions given by the person in charge of the facility; and
 - (c) if asked by the facility's owner or operator—give information to the owner or operator about the type and amount of waste being delivered.

Maximum penalty—10 penalty units.

Part 4 Devolution of powers

81ZS Devolution—waste management in local government areas—Act, s 514

The administration and enforcement of part 2 is devolved to each local government for its local government area.

81ZT Devolution—receiving and disposing of waste—Act, s 514

The administration and enforcement of part 3, to the extent it relates to a waste facility owned, operated or otherwise

Environmental Protection Regulation 2008
Chapter 6 National Pollutant Inventory

[s 81ZU]

controlled by a local government, is devolved to that local government.

Part 5 Expiry

81ZU Expiry

This chapter expires on 1 July 2018.

12.3 - WASTE MANAGEMENT LOCAL LAW

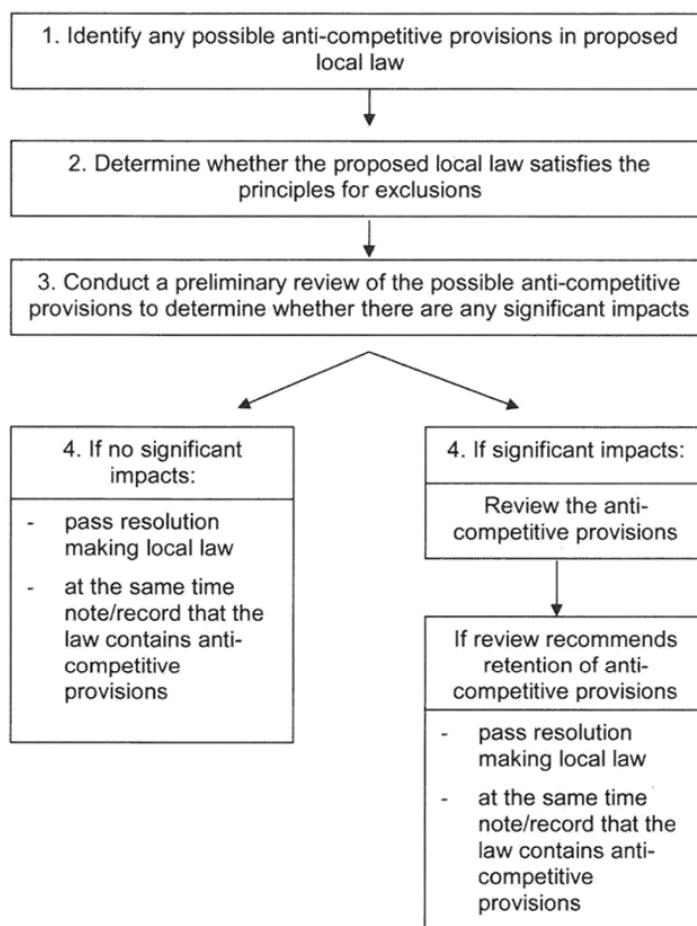
Summary of review process of anti- competitive provisions

Meeting Date: 6 February 2018

Attachment No: 4

3. Review process

The process for undertaking a review of anti-competitive provisions in a local law is set out below. The following process must be undertaken when making local laws, subordinate local laws and model local laws.



The steps in the process are detailed below.

12.3 - WASTE MANAGEMENT LOCAL LAW

List of Likely Anti-Competitive Provisions

Meeting Date: 6 February 2018

Attachment No: 5

LOCAL LAW NO. 8 (WASTE MANAGEMENT) 2018

LIST OF LIKELY ANTI-COMPETITIVE PROVISIONS

Local Law: Local Law No. 20 (Waste Management) 2017

Object: The object of this local law is to protect the public health, safety and amenity related to waste management by—

- (a) regulating the storage, servicing and removal of waste; and
- (b) regulating the disposal of waste at waste facilities; and
- (c) ensuring that an act or omission does not result in—
 - (i) harm to human health or safety or personal injury; or
 - (ii) property damage or loss of amenity; or
 - (iii) environmental harm or environmental nuisance.

Anti-competitive provisions	Effect of Provision	Possible anti-competitive effect
Section 5	Council may designate areas in which it may conduct general waste or green waste collection and decide the frequency of such collections.	The effect of designation of a waste collection area may limit opportunities for waste contractor businesses to compete with Council services. However, waste contractors may have the opportunity to compete for Council waste collection contracts when advertised.
Section 6	Council may prescribe requirements on owners or occupiers of premises to supply waste containers or may supply the waste containers itself and recoup the reasonable cost from owners or occupiers.	Compliance with the requirements may have an impact on the conduct of a business activity.
Section 7	Prescribe requirements for the storage of general waste in waste containers.	Compliance with the requirements may have an impact on the conduct of a business activity as they will apply to both commercial and domestic premises.
Section 8	Prescribes requirements for the keeping of waste containers at serviced premises.	Compliance with the requirements may have an impact on the conduct of a business activity as they will apply to both commercial and domestic premises.
Section 9	Council may impose requirements for the storage of general waste at particular serviced premises other than single detached dwellings.	Compliance with the requirements may have an impact on the conduct of a business activity, especially at commercial premises.

Section 11	Council may prescribe requirements for the depositing or disposing of general waste from premises other than serviced premises.	Compliance with the requirements may have an impact on the conduct of a business activity.
Section 12	Council may require the occupier of premises where there is industrial waste to supply industrial waste containers, keep them at a required place and keep them clean and in good repair.	Compliance with the requirements may have an impact on the conduct of a business activity.
Section 13	Council may prescribe requirements about the treatment of industrial waste for disposal at a waste facility.	Compliance with the requirements may have an impact on the conduct of a business activity.
Section 14	Prohibits disposal of certain waste at a local government waste facility.	Compliance with the requirements may have an impact on the conduct of a business activity.

**12.4 WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE /
ADOPTION OF DESIGNATED WASTE COLLECTION AREAS****File No:** CM4.7.31

Attachments:

1. Draft Policy (v3)[↓](#)
2. Draft Procedure (v3)[↓](#)
3. Waste Management Schedule[↓](#)
4. Designated Waste Collection Area - Capricorn Coast - Map 1 (ver 1)[↓](#)
5. Designated Waste Collection Area - Capricorn Coast - Map 2 (ver 1)[↓](#)
6. Designated Waste Collection Area - Glenlee, Glendale, Rockyview, The Caves - Map 3 (ver 1)[↓](#)
7. Designated Waste Collection Area - Rockyview, Rockhampton - Yeppoon Road Areas - Map 4 (ver 1)[↓](#)
8. Designated Waste Collection Area - Yaamba Area - Map 5 (ver 1)[↓](#)
9. Designated Waste Collection Area - Marlborough Area - Map 6 (ver 1)[↓](#)
10. Designated Waste Collection Area - Ogmoo Area - Map 7 (ver 1)[↓](#)
11. Designated Waste Collection Area - Great Keppel Island - Map 8 (ver 1)[↓](#)

Responsible Officer: Dan Toon - Director Infrastructure Services**Author:** Carrie Burnett - Policy & Planning Officer

SUMMARY

Staff undertake reviews of policy documents to ensure currency and relevance to Council practices. Version 2 of the Waste and Recycling Collection Service Policy and Procedure were adopted/approved by Council at its 25 November 2014 Meeting and Version 3 is now presented for Council consideration. This report also addresses several other important matters relating to waste such as the adoption of Designated Waste Collection Areas.

OFFICER'S RECOMMENDATION

THAT Council resolve to:

1. Adopt the Waste and Recycling Collection Policy (v3);
2. Endorse the Waste and Recycling Collection Procedure (v3);
3. Adopt the Waste Management Schedule;
4. Approve the standard general waste container identified in the Waste Management Schedule for storing of domestic waste, commercial waste and recyclable waste at premises; and
5. Approve the Designated Waste Collection Areas Map Nos 1-8 (ver 1) which identify:
 - a. Collection Areas in which Council will conduct general waste collection; and
 - b. Service Routes in which Council may conduct general waste collection.

BACKGROUND

The Waste and Recycling Collection Policy and Procedure were discussed at Council's Workshop on 22 January 2018 and are now presented to Council for adoption/endorsement. A minor amendment has been made to Item 5.3 of the Policy to include headings as requested by Cr Kelly. In addition as suggested by Cr Scott, the Collection Areas (green) on Map 1 have been expanded to show future subdivision areas at the Pines and Carige Boulevard.

COMMENTARYPolicy and Procedure Review

In reviewing the Policy and Procedure, a concerted effort was made to ensure compliance with relevant legislation and that the terminology used in the legislation flows into the Policy and Procedure. Superfluous and duplicated information has been removed. Work practices that were not being undertaken have also been removed or re-written.

The policy and procedure review presented an opportune time to address other related matters such as the adoption of Designated Waste Collection Areas and approval of standard general waste containers.

In addition associated forms and Council's web page have all been reviewed with significant changes made. The relevant section of the Revenue Statement has been overhauled for amendment in the next financial year.

Designation of Waste Collection Areas

Part 2A of the *Waste Reduction and Recycling Regulation 2011* ('the *Waste Regulation*') provides Council with a head of power to designate areas where it wishes to conduct waste collection and to decide the frequency of collection in those areas.

Officers have undertaken a search of Council's records to determine whether a resolution in accordance with pt 2A to designate the areas (or any part of them) identified on Attachments 4-11 has been passed. Records from the former Livingstone Shire Council, the amalgamated Rockhampton Regional Council and the newly formed Livingstone Shire Council have been searched. The only document relating to the designation of waste areas is from a 28 July 1998 budget meeting of the former Livingstone Shire Council in relation to Great Keppel Island. Due to the uncertainty surrounding the passing of an appropriate resolution in accordance with pt 2A, it is considered prudent for Council to pass a fresh resolution which will remove any doubt surrounding designated waste areas. It is intended that the fresh resolution will supersede any earlier resolutions of Council including those that may have been passed and not located during the search of records.

The Designated Waste Collection Areas are identified in the Waste Management Schedule (refer to Attachment 3) along with other key information such as frequency of collections which has been transferred from the policy.

Local Law

In addition to pt 2A of the *Waste Regulation*, Council has powers under ch 5A of the *Environmental Protection Regulation 2008* ('the *Environmental Regulation*'). Chapter 5A relates to waste management by local governments and provides Council with the ability to enforce compliance and maintain minimum standards in relation to the provision of waste services.

It is understood that the waste industry has been pressuring the State Government to remove these two important provisions from the regulations to allow the industry to enter into waste collection activities traditionally covered by local governments. Council is aware that the Local Government Association of Queensland ('LGAQ') has been lobbying the State

Government to retain these provisions. At this stage, unless there is intervention by the State Government, both provisions will expire on 1 July 2018.

In a letter to Council dated 1 August 2017, the LGAQ states the following in relation to the expiry of these provisions:

'Without either of these provisions an individual ratepayer would have the potential to engage the services of alternative waste providers subsequently leading to a range of adhoc and unregulated waste services and potentially lead to a range of amenity issues, cherry picking of profitable waste services and a loss of economies of scale. In essence, councils would lose the ability to control the regulation of these operations in a local government area. The LGAQ has identified this as a significant risk for local government...'

Given the risks outlined by the LGAQ, the ongoing lobbying by the waste industry and ambiguity regarding the looming expiration date of 1 July 2018 of pt 2A and ch 5A of the regulations, officers are investigating the implementation of a new local law to address the matters covered by the provisions which will expire. A separate report will be presented to Council in relation to the local law.

PREVIOUS DECISIONS

At its 10 June 2014 Meeting, Council resolved as follows:

'THAT Council:

- 1. Adopt the Waste and Recycling Collection Service Policy; and*
- 2. Endorse the approval of the Waste and Recycling Collection Service Procedure by the Director Infrastructure Services.'*

At its 25 November 2014 Meeting, Council resolved as follows:

'THAT Council:

- 1. Adopt the amended Waste and Recycling Collection Service Policy; and*
- 2. Endorse the approval of the amended Waste and Recycling Collection Service Procedure by the Director Infrastructure Services.'*

BUDGET IMPLICATIONS

Council's Revenue Statement includes a Schedule of Waste Collection and Recycling Charges which are applied to relevant premises that currently receive a general waste collection.

LEGISLATIVE CONTEXT

Various legislative provisions have been referred to throughout the body of this report. In addition, subject to certain limitations, s 28(1) of the Local Government Act 2009 empowers Council to *'make and enforce any local law that is necessary or convenient for the good rule and local governments of its local government area'*.

LEGAL IMPLICATIONS

Not applicable.

STAFFING IMPLICATIONS

This resolution is formalising existing practices and should not result in any additional workload.

RISK ASSESSMENT

Without the Designated Waste Collection Areas being adopted, owners of premises may advise that they do not wish to receive or pay for waste collections.

CORPORATE/OPERATIONAL PLAN

Corporate Plan Reference: **Strategy GO2: Develop strategic plans and policies to address local and regional issues and guide service provision.**

CONCLUSION

Council has an obligation to provide basic civic responsibilities such as the provision of waste collection. Due to the uncertainty as to whether Council has passed an appropriate resolution in relation to designated waste collection areas, it is considered prudent for Council to pass a fresh resolution as outlined in this report.

12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Draft Policy (v3)

Meeting Date: 6 February 2018

Attachment No: 1



WASTE AND RECYCLING COLLECTION POLICY (COMMUNITY POLICY)

1. Scope

The Waste and Recycling Collection Policy (this 'Policy') applies to premises in the Designated Waste Collection Areas which receive general waste collection from Livingstone Shire Council.

2. Purpose

Council is committed to providing general waste collection within the Designated Waste Collection Areas that are cost effective, meet the needs of the community and incorporate strategic and environmentally responsible waste management practices. This Policy and its associated procedure facilitate Council achieving this goal and provide the principles for the operation of Council's waste and recycling collection.

3. References (legislation/related documents)

Legislative reference

Waste Reduction and Recycling Regulation 2011 Pt 2A

Related documents

Designated Waste Collection Areas – Map Nos 1-8 (ver 1)

Livingstone Shire Council Revenue Statement

Waste and Recycling Collection Procedure

4. Definitions

To assist in interpretation, the following definitions shall apply:

Council	Livingstone Shire Council.
MGB	Mobile Garbage Bin.
Revenue Statement	Council's annual Revenue Statement.

5. Policy Statement

This Policy and its associated procedure facilitate the provision of an economical and efficient general waste collection that includes the collection, disposal, recycling and minimisation of waste from the Designated Waste Collection Areas within the Livingstone region.

5.1 Waste Management Schedule

General waste collection will be provided in accordance with the Waste Management Schedule at Appendix 1 which was adopted by Council at its 6 February 2018 Meeting.

Waste and Recycling Collection Policy

Adopted/Approved: Draft

Version: 3

Department: Infrastructure Services

Section: Water and Waste

Page 1 of 5

5.2 Waste Charges

Waste Collection and Recycling Charges:

- a) are determined through the annual budget and published in Council's annual Revenue Statement; and
- b) will only be applied to properties within the Designated Waste Collection Areas which have a structure that has the potential to generate general waste.

5.3 Designated Waste Collection Areas

- a) At its 6 February 2018 Meeting, Council adopted the Designated Waste Collection Areas in which it may conduct general waste collection. The Areas are identified on the Designated Waste Collection Areas Maps and are divided into two categories being:
 - i Collection Areas (green); and
 - ii Service Routes (red).
- b) Collections Areas
 - i Properties in the Collection Areas will be supplied with the Minimum MGB per Premises identified in the Waste Management Schedule.
- c) Service Routes
 - i Upon request from the owner of a property with road frontage to a Service Route, the Manager Water & Waste Operations may approve the Collection Service as identified in the Waste Management Schedule.
 - ii If a Collection Service is approved for a property on a Service Route, the service cannot be cancelled unless the property changes ownership, at which time the new owner may continue with the service or cancel it.
- d) Supply of an MGB will result in the levying of the appropriate charge identified in the Schedule of Waste Collection and Recycling Charges in the Revenue Statement.

6 Changes to this Policy

This Policy is to remain in force until any of the following occur:

- 1. The related information is amended/replaced; or
- 2. Other circumstances as determined from time to time by the Council

7. Repeals

This Policy repeals the former Livingstone Shire Council Policy titled 'Waste and Recycling Collection Services Policy (v2), adopted 25 November 2014'.

CHRIS MURDOCH
CHIEF EXECUTIVE OFFICER

Waste and Recycling Collection Policy
Adopted/Approved: Draft
Version: 3

Department: Infrastructure Services
Section: Water and Waste

Page 2 of 5

APPENDIX 1 – Waste Management Schedule

**Livingstone Shire Council
Waste Management Schedule**

			COLLECTION SERVICE		
Designated Waste Collection Areas	Map Nos	Type of General Waste Collection	Minimum MGB per Premises	Standard General Waste Container	Frequency of Collection
Capricorn Coast	1 (ver 1) 2 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Weekly*
		Recyclable Waste (Domestic)	1		Fortnightly
		Recyclable Waste (Commercial)	1		Fortnightly
Glenlee, Glendale and Rockyview	3 (ver 1) 4 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
The Caves, Yaamba and Marlborough	3 (ver 1) 5 (ver 1) 6 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
Ogmore	7 (ver 1)	Domestic Waste	1	240 litre MGB	Fortnightly
		Commercial Waste	1		
Great Keppel Island	8 (ver 1)	Domestic Waste	1	140 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
* Subject to the approval of the Manager Water & Waste Operations, collections can be provided more frequently if requested by the owner of commercial premises. MGB means mobile garbage bin.					

Waste and Recycling Collection Policy

Adopted/Approved: Draft

Version: 3

Department: Infrastructure Services

Section: Water and Waste

Page 1 of 1

12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Draft Procedure (v3)

Meeting Date: 6 February 2018

Attachment No: 2



WASTE AND RECYCLING COLLECTION PROCEDURE

1. Scope

The Waste and Recycling Collection Procedure (this 'Procedure') applies to premises in the Designated Waste Collection Areas which receive general waste collection from Livingstone Shire Council.

2. Purpose

This Procedure details the responsibilities of Council, property owners and occupiers.

3. Related Documents

Primary

Waste and Recycling Collection Policy

Legislative reference

Body Corporate and Community Management Act 1997

Environmental Protection Regulation 2008 ch 5A

Related documents

Assisted Service Request – Waste and Recycling Collection application form

Cancellation of General Waste Collections for Multi-Unit Developments

Designated Waste Collection Areas – Map Nos 1-8 (ver 1)

Livingstone Shire Council Fees and Charges Schedule

Private Property MGB Collection Terms and Conditions

4. Definitions

To assist in interpretation, the following definitions shall apply:

Collection Location	A place at, or adjacent to, premises at which a standard general waste container associated with the premises can be easily accessed by a general waste collection vehicle without causing obstruction.
Commercial Premises	Means any of the following types of premises- (a) a hotel, motel, caravan park, café, food store or canteen; (b) an assembly building, institutional building, kindergarten, child minding centre, school other building used for education; (c) premises where a sport or game is ordinarily played in public; (d) an exhibition ground, show ground or racecourse; (e) an office, shop or other premises where business or work, other than a manufacturing process, is carried out.

Waste and Recycling Collection Procedure

Adopted/Approved: Draft

Version: 3

Department: Infrastructure Services

Section: Water and Waste

Page 1 of 6

Designated Waste Collection Areas	Areas within Livingstone Shire in which Council may conduct general waste collection. Refer to the Waste Management Schedule.
Domestic Premises	Means any of the following types of premises- (a) a single unit private dwelling; (b) premises containing 2 or more separate flats, apartments or other dwelling units; (c) a boarding house, hostel, lodging house or guest house.
General Waste	Means- (a) waste other than regulated waste; and (b) any of the following- (i) commercial waste; (ii) domestic waste; (iii) recyclable waste.
MGB	A mobile garbage bin is the standard general waste container identified in the Waste Management Schedule.
Multi-Unit Development	A building or complex consisting of six or more individual attached or semi attached premises or units for which a community title scheme exists under the <i>Body Corporate and Community Management Act 1997</i> or any other similar development that the Manager Water and Waste Operations determines eligible.
Occupier	Occupier of premises means the person who has the control or management of the premises.
Owner	Owner of premises means the person for the time being entitled to receive the rent for the premises or would be entitled to receive the rent for it if it were let to a tenant at a rent.
Premises	Includes domestic premises, government premises, industrial premises and commercial premises.
Recyclable Waste	Clean and inoffensive waste that is declared in Item 5.8 of this Procedure.
Revenue Statement	Councils annual Revenue Statement.
the Waste Management Schedule	The Waste Management Schedule was adopted by Council at its 6 February 2018 Meeting and is appended to the Waste and Recycling Collection Policy.

5. Procedure

5.1 Entry onto Private Property

- a) Under most circumstances Council does not operate waste collection vehicles on private property due to, but not limited to the following factors:
 - i Private roads are not specifically designed for large waste trucks, resulting in a higher potential for damage to vehicles, roads or private property. The safety of waste collection staff and the public may be compromised by travelling on private roads; and

Waste and Recycling Collection Procedure

Adopted/Approved: Draft
Version: 3

Department: Infrastructure Services
Section: Water and Waste

Page 2 of 6

- ii Resorts, holiday villages, caravan parks and private estates may be regarded as unsuitable because of narrow roads, poor visibility and lack of turn around space, parked vehicles and the number of pedestrians in the vicinity.
- b) If there is no other option but to drive on private property the following applies:
 - i The owner must lodge a completed Private Property MGB Collection Terms and Conditions; and
 - ii Council will undertake an inspection of the access to assess its suitability for a waste collection truck and advise the owner in writing of any decision relating to the application.

5.2 Missed Collections

- a) If Council is notified that an MGB has not been emptied on the scheduled collection day, Council will make every effort to arrange a missed collection as soon as possible.
- b) If a missed collection is required because an occupier has not complied with Item 5.10 or 5.11, the occupier must pay a Missed Collection Fee before the missed collection will be provided.

5.3 Additional Collections

- a) The Waste Management Schedule identifies the Minimum MGBs per Premises to be provided by Council to premises in the Designated Waste Collection Areas.
- b) If the quantity of general waste generated at a commercial premises exceeds the capacity of the Minimum MGBs per Premises:
 - i Pursuant to ch 5A pt 2 of the *Environmental Protection Regulation 2008*, the Director Infrastructure Services will determine the appropriate number of additional MGBs he reasonably considers is required to cater for the quantity of general waste generated;
 - ii Subject to Item 5.6(c), Council will supply the commercial premises with the additional MGBs; and
 - iii An Additional Collection charge as identified in the Schedule of Waste Collection and Recycling Charges in the Revenue Statement will be levied for each additional MGB supplied.
- c) Upon request from an owner, additional annual collections can be provided to properties already receiving a general waste collection. An Additional Collection charge as identified in the Schedule of Waste Collection and Recycling Charges in the Revenue Statement will be levied for each additional annual collection.

5.4 Assisted Service

- a) Council provides an assisted service for occupiers who are unable to place their MGBs at the collection location because of a medical condition or disability and they have no able bodied person residing at the premises.
- b) The service includes retrieval and return of MGBs from a location within the property boundaries not exceeding a distance of 50 metres from the collection location.
- c) If an occupier requires an assisted service, they are required to:
 - i Lodge a completed Assisted Service Request – Waste and Recycling Collection application form or submit electronically through Online Services on Council's website; and

- ii A current medical certificate/letter from a medical professional stating that the occupier is unable to place their MGBs at the collection location for emptying.
- d) If approved, the assisted service will commence within 10 working days of approval.
- e) An updated medical certificate/letter must be provided every two years for occupiers requiring an ongoing service.

5.5 Repairs, Replacement and Maintenance of MGB

- a) If a MGB is stolen, removed, damaged or vandalised, Council will repair or replace it.
- b) The owner or occupier must pay a Replacement MGB fee if their MGB needs to be replaced because of deliberate misuse.
- c) The occupier is to keep the MGB clean and in good repair and securely covered.

5.6 Cancellation of Collections

- a) Domestic Premises
 - i A minimum of 10 working days notice must be provided to cancel collections. Collections will only be cancelled if:
 - The premises are determined to be uninhabitable by the Manager Water & Waste Operations;
 - The structure that had the potential to generate general waste has been demolished;
 - The land is unoccupied; or
 - The owner demonstrates to the satisfaction of the Manager Water & Waste Operations that collections are no longer required.
 - ii Collection charges will cease from the date the MGB is removed.
 - iii If a structure is demolished the owner will be refunded charges paid to Council from the date the collection ceased or back to the effective date of the current rates notice (whichever is more recent).
- b) Multi-Unit Development

The Manager Water and Waste Operations may approve the cancellation of collections subject to lodgement of:

 - i Completed Cancellation of General Waste Collections for Multi-Unit Developments application form or submit electronically through Online Services on Council's website; and
 - ii Copy of contract for collection services, between the body corporate and a licensed waste removal entity.
- c) Commercial Premises

If requested in writing by the owner, the Manager Water and Waste Operations may approve cancellation of collections subject to the provision of a copy of a contract for collection services between the owner and a licensed waste removal entity.
- d) If collections are recommenced the Waste Collection charge and/or the Recycling Collection charge as identified in the Schedule of Waste Collection and Recycling Charges in the Revenue Statement will be levied.

5.7 Collection of General Waste Utility Charges and Fees

If it is identified that relevant charges are not being levied to a property receiving general waste collection, appropriate charges from the Schedule of Waste Collection and Recycling Charges in the Revenue Statement will be levied forthwith.

5.8 Recyclable Waste

- a) Council declares the following items as recyclable waste and will accept these materials in the recycling MGB:
 - i Glass food and beverage containers;
 - ii Clean paper and cardboard;
 - iii Steel and aluminum cans including aerosols;
 - iv Liquid paperboard; and
 - v Plastics – all plastics defined in the plastic coding system as Groups @ 1, 2, 3, 4, 5 and 6, HDPE plastic containers, PET plastic containers.
- b) Items placed in the recycling MGB must not be bundled.

5.9 Circumstances when MGB will not be collected

- a) An MGB will not be collected if it:
 - i Is overfull and the lid does not fully close;
 - ii Is not supplied by Council;
 - iii Is not correctly oriented in a position to facilitate collection;
 - iv Exceeds a total weight of 85 kilograms which is too heavy to be lifted;
 - v Is a recycling MGB and is contaminated with non-recyclable waste; or
 - vi Has not been presented at the collection location by 6am on the scheduled collection day.
- b) If a MGB has not been collected, the occupier will be informed of the reason why and that it will be emptied in the following weeks collection, providing the problem has been rectified.

5.10 MGB Placement Guidelines

- a) The occupier is responsible for the placement of material in the MGB in such a manner that does not prevent its complete emptying without manual intervention;
- b) Unless alternative arrangements have been made, the MGB must be presented at the collection location before 6am on the day of the scheduled collection and returned inside the property boundary within 24 hours after the scheduled collection day;
- c) MGBs must be placed 1m apart and be positioned clear of any obstructions such as cars, power poles and trees; and
- d) If a missed collection has been authorised under Item 5.2(a), the MGB is to remain at the collection location until emptied.

5.11 MGB Filling Guidelines

- a) The MGB weight must not exceed 85kg;

- b) The MGB lid must be completely closed and all material contained within the closed MGB;
- c) No material is to be left adjacent to the MGB;
- d) Grass clippings and dusty materials must be contained within bags; and
- e) No hazardous or building materials are to be placed in the MGB.

6. Changes to this Procedure

This Procedure is to remain in force until otherwise amended/replaced by the Director Infrastructure Services.

7. Repeals

This Procedure repeals the former Livingstone Shire Council Procedure titled 'Waste and Recycling Collection Services Procedure (v2), adopted 25 November 2014'.

DAN TOON
DIRECTOR INFRASTRUCTURE SERVICES

Waste and Recycling Collection Procedure

Adopted/Approved: Draft
Version: 3

Department: Infrastructure Services
Section: Water and Waste

Page 6 of 6

12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Waste Management Schedule

Meeting Date: 6 February 2018

Attachment No: 3

**Livingstone Shire Council
Waste Management Schedule**

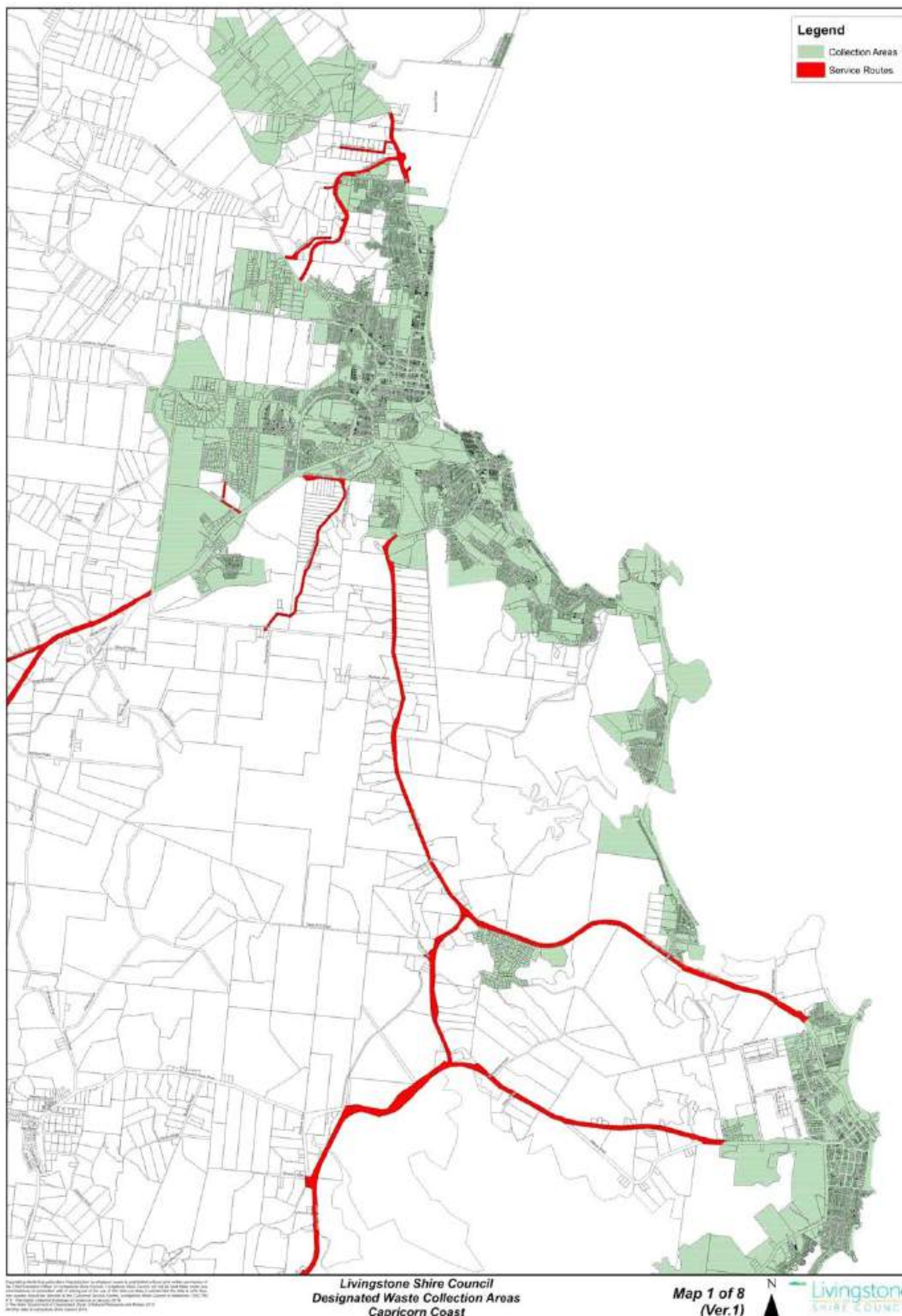
			COLLECTION SERVICE		
Designated Waste Collection Areas	Map Nos	Type of General Waste Collection	Minimum MGB per Premises	Standard General Waste Container	Frequency of Collection
Capricorn Coast	1 (ver 1) 2 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Weekly*
		Recyclable Waste (Domestic)	1		Fortnightly
		Recyclable Waste (Commercial)	1		Fortnightly
Glenlee, Glendale and Rockyview	3 (ver 1) 4 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
The Caves, Yaamba and Marlborough	3 (ver 1) 5 (ver 1) 6 (ver 1)	Domestic Waste	1	240 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
Ogmore	7 (ver 1)	Domestic Waste	1	240 litre MGB	Fortnightly
		Commercial Waste	1		
Great Keppel Island	8 (ver 1)	Domestic Waste	1	140 litre MGB	Weekly
		Commercial Waste	1		Fortnightly
		Recyclable Waste (Domestic)	1		
		Recyclable Waste (Commercial)	1		
* Subject to the approval of the Manager Water & Waste Operations, collections can be provided more frequently if requested by the owner of commercial premises.					
MGB means mobile garbage bin.					

**12.4 - WASTE AND RECYCLING
COLLECTION POLICY AND
PROCEDURE / ADOPTION OF
DESIGNATED WASTE COLLECTION
AREAS**

**Designated Waste Collection Area -
Capricorn Coast - Map 1 (ver 1)**

Meeting Date: 6 February 2018

Attachment No: 4

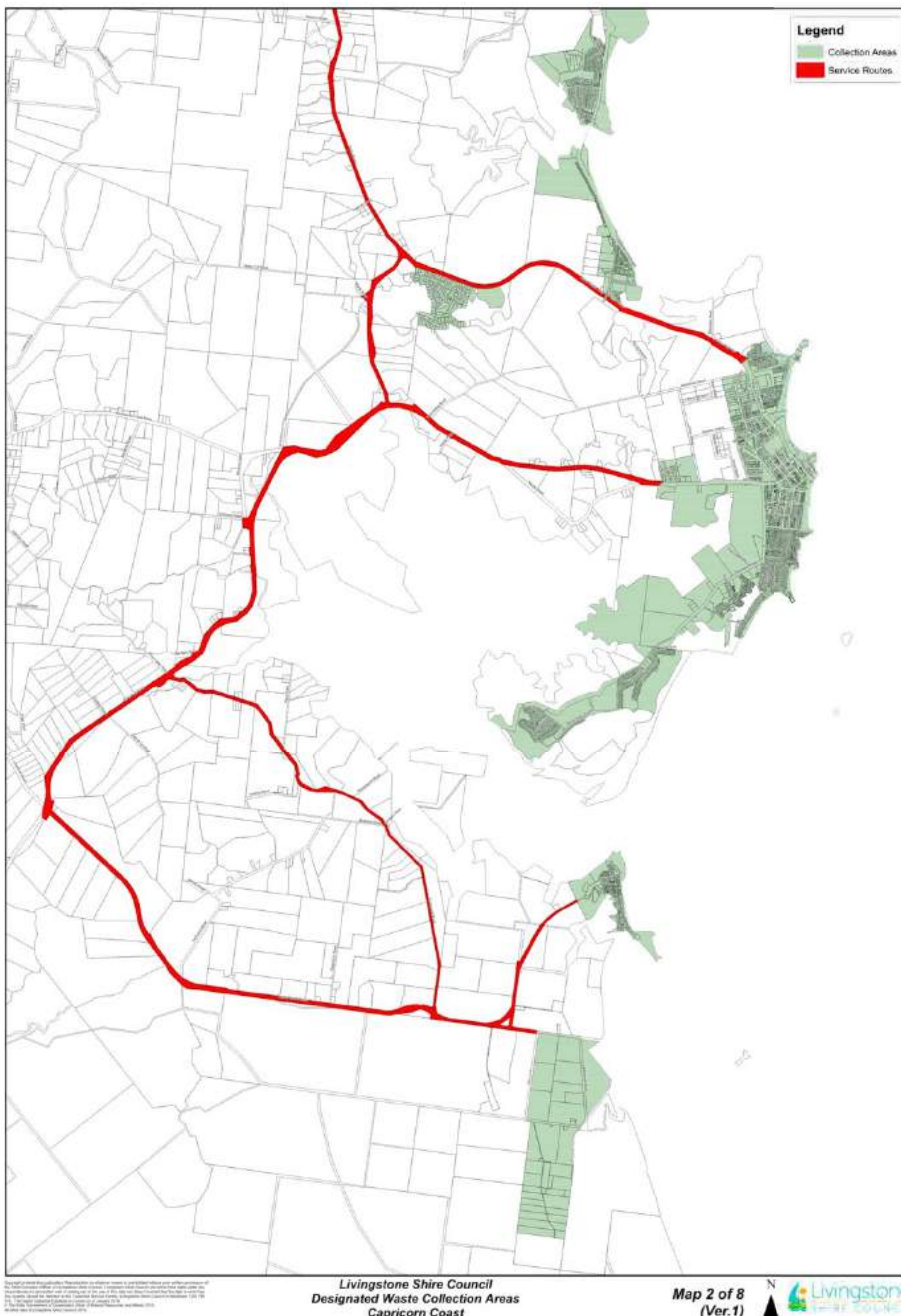


12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Capricorn Coast - Map 2 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 5



12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Glenlee, Glendale, Rockyview, The Caves - Map 3 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 6

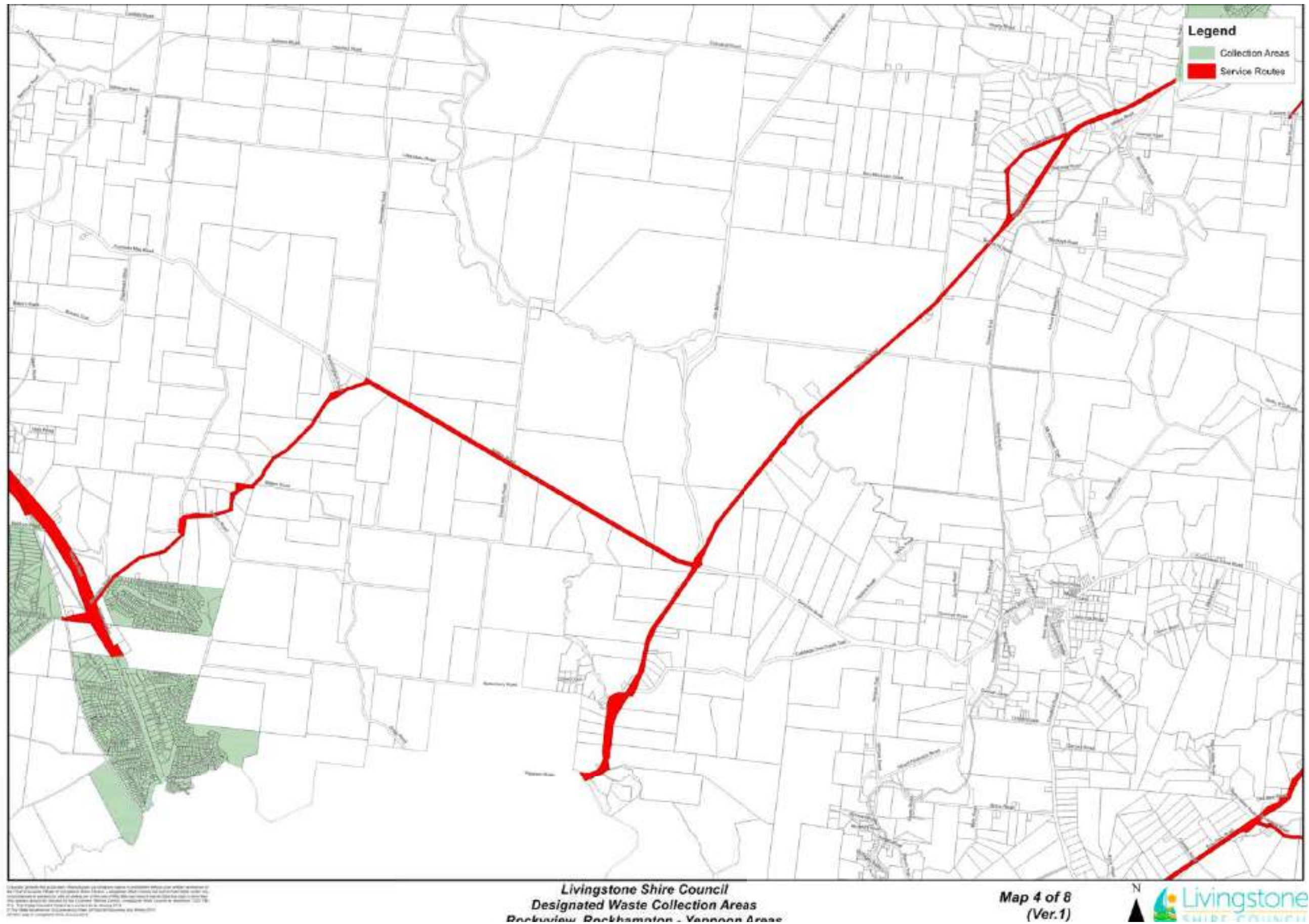


12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Rockyview, Rockhampton - Yeppoon Road Areas - Map 4 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 7



12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Yaamba Area - Map 5 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 8



12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Marlborough Area - Map 6 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 9

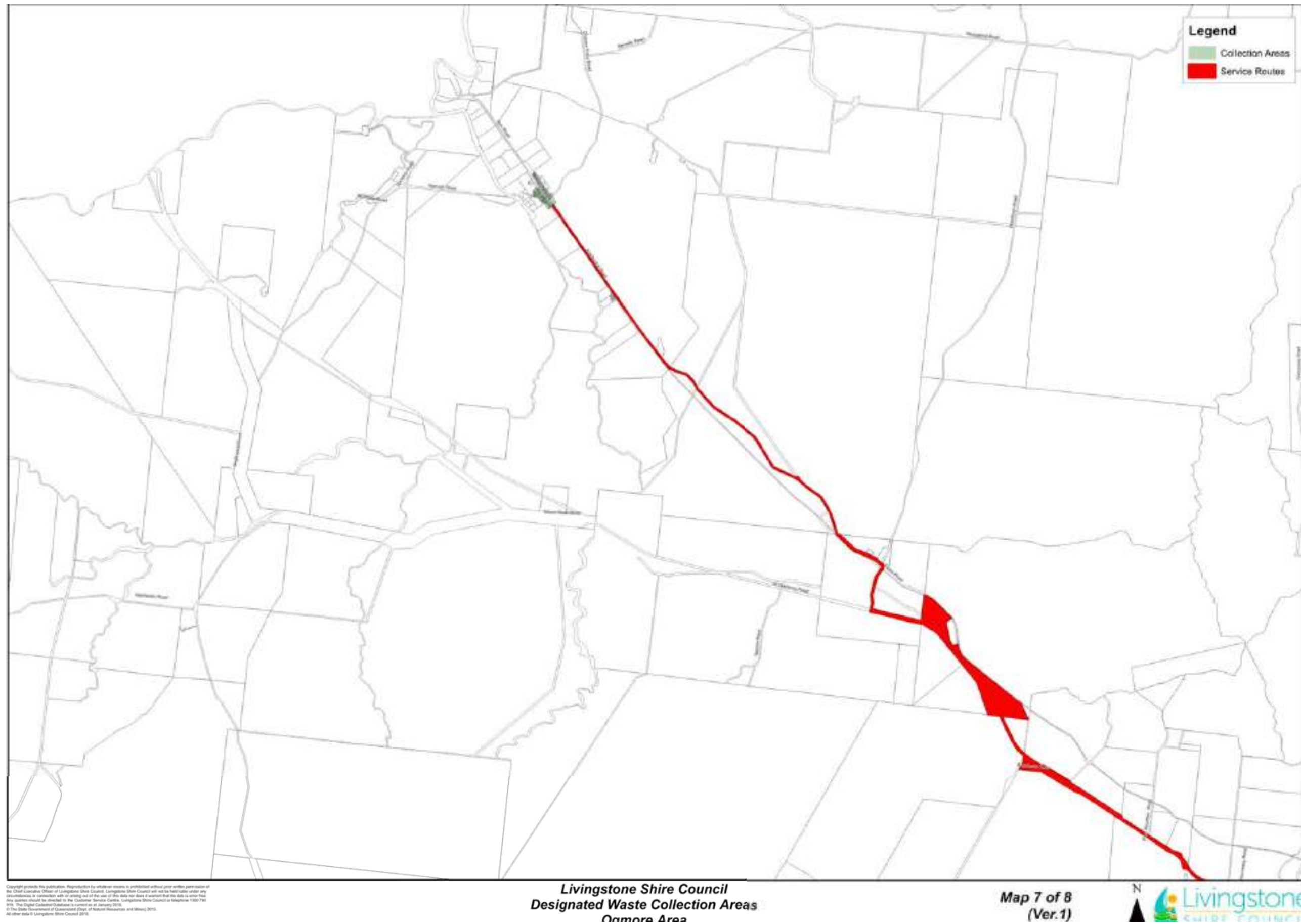


12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Ogmore Area - Map 7 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 10



12.4 - WASTE AND RECYCLING COLLECTION POLICY AND PROCEDURE / ADOPTION OF DESIGNATED WASTE COLLECTION AREAS

Designated Waste Collection Area - Great Keppel Island - Map 8 (ver 1)

Meeting Date: 6 February 2018

Attachment No: 11



12.5 RESPONSE TO QUESTIONS ON NOTICE – WORKS WITHIN OR ALONG ROSS CREEK**File No:** GV13.4.4**Attachments:** Nil**Responsible Officer:** Chris Murdoch - Chief Executive Officer**Author:** Brett Bacon - Director Community & Planning Services

SUMMARY

This report provides a response to Questions on Notice, which Councillor Mather tendered to the Council meeting of 23 January 2018.

OFFICER'S RECOMMENDATION

THAT Council resolves to receive the report providing a response to Councillor Mather's Questions on Notice regarding activities at Ross Creek.

BACKGROUND

At Council's Ordinary Meeting of 23 January 2018, Councillor Mather presented seven Questions on Notice pertaining to the works which have occurred within Ross Creek.

COMMENTARY

Councillor Mather has presented Council with seven Questions on Notice pertaining to the works which have occurred within Ross Creek. The following provides a response to those questions.

- 1) *Does Council hold a Register of all / most jetty tenures within Ross Creek?*

Council does not hold a register of the jetty tenures within Ross Creek.

- 2) *Has the registered jetty owner / occupier of 38 been approached in relation to the works being carried out at that site, including the alleged removal of marine vegetation? If so, what was the outcome?*

The Department of Agriculture and Fisheries has investigated allegations of marine vegetation removal and associated works. It is understood that, as a consequence of the investigation, a fine and a remediation notice have been issued.

- 3) *Who or which department is responsible for issuing permits for works proposed to be carried out on the banks of the creek?*

The Department of Agriculture and Fisheries is responsible for assessing applications for the removal of marine vegetation.

Council is responsible for assessing applications for prescribed tidal works, which, depending upon the nature of the proposed development, may require referral to a state agency.

- 4) *What type of permit / approval if any, is likely to be required by Council?*

Depending upon the nature of the proposed development, the requisite development permit may be for prescribed tidal works, a material change of use or operational works (or a combination). The development could also require a permit for building work. The actual development permit(s) will depend upon the nature and location of the proposed development.

- 5) *Has the issuing department been contacted by Council to establish the position in this case?*

Council has been in contact with the State Government, which is why officers know that the Department of Agriculture and Fisheries has investigated allegations of marine vegetation removal and associated work.

- 6) *Can you confirm whether the works currently being undertaken on jetty 38 is not a Council project?*

The work referred to has not been undertaken by Council and is not a Council project.

- 7) *What is Council's current progress in relation to settling jetty tenures which have been unresolved over many years?*

No progress has been made in relation to settling jetty tenures., as the process has traditionally vested with the state government, as the land owner. Council cannot progress this substantial body of work until the realignment and handover of the trusteeship for this area, from the State to Council, is completed.

PREVIOUS DECISIONS

This subject matter has not been the subject of any Council resolution nor direction.

BUDGET IMPLICATIONS

There are no budget implications associated with this particular issue.

LEGISLATIVE CONTEXT

The management of work within tidal zones is managed by various statutes, including the *Planning Act 2016* and the *Fisheries Act 1994*.

LEGAL IMPLICATIONS

There are no legal implications for Council associated with this matter.

STAFFING IMPLICATIONS

There are no staffing implications for Council associated with this matter, as it was managed by the state government.

RISK ASSESSMENT

There are no risks associated with the provision of the above responses to the Questions on Notice.

CORPORATE/OPERATIONAL PLAN

Strategy GO4 of Council's Corporate Plan states: *'Provide transparent and accountable decision making reflecting positive leadership to the community.'*

CONCLUSION

At Council's Ordinary Meeting of 23 January 2018, Councillor Mather presented Council with seven Questions on Notice pertaining to the works which have occurred within Ross Creek. This report provides a response to those questions.

12.6 REQUEST FOR NEGOTIATED DECISION FOR A DEVELOPMENT PERMIT D-159-2017 FOR RECONFIGURING A LOT (ONE LOT INTO FIFTEEN LOTS)

File No: D-159-2017

Attachments:

1. [Approved Plan](#)
2. [Infrastructure Charges Notice](#)
3. [Decision Notice](#)
4. [Representations](#)

Responsible Officer: Erin McCabe - Co-ordinator Development Assessment
David Battese - Manager Strategy & Development

Author: Jenna Brosseuk - Senior Planning Officer

SUMMARY

Applicant:	Dr Peter Dunbar C/-RPS
Consultant:	RPS
Real Property Address:	Lot 5 on SP214946
Common Property Address:	Lot 5 Marlborough Road, Marlborough
Area of Site:	11,288 hectares
Planning Scheme:	<i>Livingstone Shire Planning Scheme 2005</i>
Planning Scheme Zoning:	Rural Zone
Planning Scheme Overlays:	Overlay Map O1 – Protected Areas Overlay Map O3 – Wetlands and Wetlands 100 metre Buffer Overlay Map O4 – Good Quality Agricultural Land Overlay Map O5 – Bushfire Hazard Planning Scheme Maps: Planning Scheme Map 2A – Classes C1 and C2 Planning Scheme Map 10 – Locally Significant Vegetation
Existing Development:	Dwelling house, ancillary outbuildings and agriculture (cattle grazing)
Existing Approvals:	Nil
Approval Sought:	Development Permit for a Reconfiguring a Lot for a (one lot into fifteen lots)
Level of Assessment:	Code assessable
Submissions:	Not applicable
Referral Agency(s):	Department of Infrastructure, Local Government and Planning – Concurrence agency Powerlink – Advice agency
Adopted Infrastructure Charges Area:	Located outside of the priority infrastructure area

OFFICER'S RECOMMENDATION

THAT in relation to the change representations for Development Permit D-159-2017 for Reconfiguring a Lot (one lot into fifteen lots) made by RPS on behalf of Dr Peter Dunbar C/- RPS on land described as Lot 5 on SP214946 and located at Lot 5 Marlborough Road, Marlborough, Council resolves that the Infrastructure Charge Notice amount remain unchanged.

BACKGROUND

Council, under delegation on 13 November 2017, approved a Development Application for Reconfiguring a Lot (one lot into fifteen lots) over Lot 5 on SP214946 and located at Lot 5 Marlborough Road, Marlborough.

The applicant has made representations in accordance with Section 76 of the *Planning Act 2016* for a Negotiated Infrastructure Charges Notice. The representations seek to negotiate the infrastructure charge amount per allotment.

COMMENTARY

SITE AND LOCALITY

The site is an irregular shape and incorporates an area of 11,288 hectares. The site is used for cattle grazing and holds a number of cattle pens over the site. The site is also developed with a Dwelling house and ancillary outbuildings. Access is currently via multiple access locations to both Marlborough Road and Clifton Road.

The site also holds the Develin Nature Refuge to the east of Clifton Road. The Develin Nature Refuge was created through an agreement between the land owner and the State Government.

TOWN PLANNING COMMENTS

The applicant has requested the Infrastructure Changes Notice amount be reduced.

The infrastructure charges totals \$129,360.00. The charge is calculated in accordance with section 3.4.2 - Development located partly outside or entirely outside the priority infrastructure area and Table 8 - Minimum infrastructure charge for reconfiguring a lot partly outside or entirely outside the priority infrastructure area, as follows:

1. Fifteen (15) lots at \$9,240.00 per lot;
2. less a credit of \$9,240.00 for the existing lot.

The representations state that the charge is not reasonable for the rural nature of the development and the isolated location, being an area generally unserved by Council. The applicant contends that a reduced charge of \$4,095.00 per lot is reasonable for the development. This charge is based on the request to pay only fifty per cent (50%) of the transport component of the adopted charge. The total charge would then amount to \$57,330.00 (with the credit of \$4,095.00 applied for the existing lot). The applicant has detailed the following matters as reasons for Council to support the lesser charge:

- The lots are not serviced by any new or additional Council infrastructure;
- The lots are not serviced by sewer or water;
- The lot are not serviced by Council parks;
- No changes to road access is proposed, with each lot being able to use existing access points;
- The lots are not serviced by public transport;
- Only two of the 15 lots gain direct access to a Council road, with the majority impacting on a State Controlled Road;
- No upgrades of any Council infrastructure are required as part of the development; and

- The nature of the subdivision is for administrative purposes associated with cattle grazing and changes to the Biosecurity Act 2014.

Council comments

It is acknowledged that only two of the proposed fifteen lots access directly onto a Council controlled road and that the subdivision does not require parks or upgrades to parks. However, infrastructure charges are not solely directed towards immediate access to Council roads or parks and land for community facilities required by a development. Infrastructure charges are payable for all development and contribute to the provision of essential trunk infrastructure across the Shire.

The subject site is also located outside of the priority infrastructure area under the *Adopted Infrastructure Charges Resolution (No. 2) 2015*. The charge amount has been calculated in accordance with section 3.4.2. The amount of \$9,240.00 is determined by the resolution and is a figure that provides a level of certainty to the developer when considering the feasibility of a project. Table eight states the minimum infrastructure charge for reconfiguring a lot partly outside or entirely outside the priority infrastructure area and the charge amount is calculated based on the access to the relevant trunk network. The minimum access to trunk networks is the transport and parks networks.

The applicant has requested only fifty per cent (50%) of the transport component be charged. If this is applied, this will equate to 19.5 per cent of the transport charge and will total \$4,095.00 per lot. To deviate from Table 8 and Table 9 calculations, is also a deviation from Council policy.

There is no certainty that the development will not be on-sold or generate additional traffic demand on the trunk infrastructure roads within the Livingstone Shire Council area, nor certainty that additional demand will not be placed on public parks and land for community facilities. Further, the parks and community facilities and road network charge components are considered open networks whereby all development and all residents and land owners in the Shire have access to these facilities.

Rural land subdivision is afforded a lesser infrastructure charge than the maximum amount due to the reduced access to the relevant trunk networks. The lesser infrastructure charge reflects a proportional split in accordance with table nine. Utilising table nine to calculate the charge amount for subdivisions outside of the priority infrastructure area, provides transparency in decision making to ensure each development application is charged the same percentage towards each accessible trunk network, in accordance with the resolution.

Officers recommend the Infrastructure Charges Notice remain unchanged and the applicant be offered the opportunity to utilise the Development Incentive Policy for Reconfiguring a Lot being the deferment of infrastructure charges through an Infrastructure Agreement, whereby the payment of charges can be deferred for two years or on transfer of ownership of a lot (whichever is first).

PREVIOUS DECISIONS

The Development Permit was approved, with conditions, under delegation on 13 November 2017. A Decision Notice and Infrastructure Charges Notice was issued on 14 November 2017.

BUDGET IMPLICATIONS

Management of this application and representations assessment has been within the existing budget allocations.

If the charge amount reflected in the Infrastructure Charges Notice is recommended to be reduced, adequate monies may not be collected to ensure trunk infrastructure is delivered in accordance with the schedule of works.

LEGISLATIVE CONTEXT

The assessment of the application and the representations has been in accordance with the *Planning Act 2016*.

Under Part 2, Division 2 of the *Planning Act 2016*, Council has the ability to levy charges, in accordance with the *Adopted Infrastructure Charges Resolution (No. 2) 2015* at the time a development approval is given. This same principle has been continued in the newly commence charges resolution (No.3). Infrastructure Charges must be issued on an Infrastructure Charges Notice and given to the applicant.

LEGAL IMPLICATIONS

A decision by Council contrary to the request by the applicant may be appealed to the Planning and Environment Court.

STAFFING IMPLICATIONS

There are no significant staffing implications associated with this assessment.

POLICY IMPLICATIONS

If Council considers an alternative infrastructure charge different to the existing adopted infrastructure resolution Council may wish to consider fundamental changes to the existing policy.

RISK ASSESSMENT

The risks associated with determination of this request include a risk of appeal, reputational risk and financial risk.

A determination of the application contrary to the outcome sought through the representations may be escalated to appeal by the applicant, should they contend the position by Council is unreasonable. Officers consider that the risk of appeal is a low probability however it is possible. Costs of an appeal would be borne by Council

Council's reputation may be impacted if it does not maintain the infrastructure charging policy positions it has adopted. Decisions divergent from these policies may undermine future decision making.

Not collecting infrastructure charges places Council in the situation whereby funding the gap in charges towards trunk infrastructure projects will have to be done by other means. It will result in a lost opportunity to collect monies collected for the delivery of trunk infrastructure.

CORPORATE/OPERATIONAL PLAN

Strategy GO4: Provide transparent and accountable decision making reflecting positive leadership to the community.

CONCLUSION

The representations made by RPS on behalf of Dr Peter Dunbar C/-RPS have been assessed and the specific requests have been discussed directly with the applicant and there is a divergence between the Council officer's position and the applicant's representations.

The representations requested that the infrastructure charges be revised based on demand generated by the use on the transport and parks trunk network. This has been reviewed and the recommendation is to retain the infrastructure charges at the current charge amount of \$129,360.00.

Council advised the applicant of the draft recommendation and that the reduction in the charge amount was not supported. The applicant was offered the opportunity to utilise the Development Incentive Policy for Reconfiguring a Lot being the deferment of infrastructure charges however, the applicant advised via meeting on 25 January 2018 and a subsequent email on the same day, that they did not agree with the recommendation and wanted the report to be taken to a Council Meeting for a final decision.

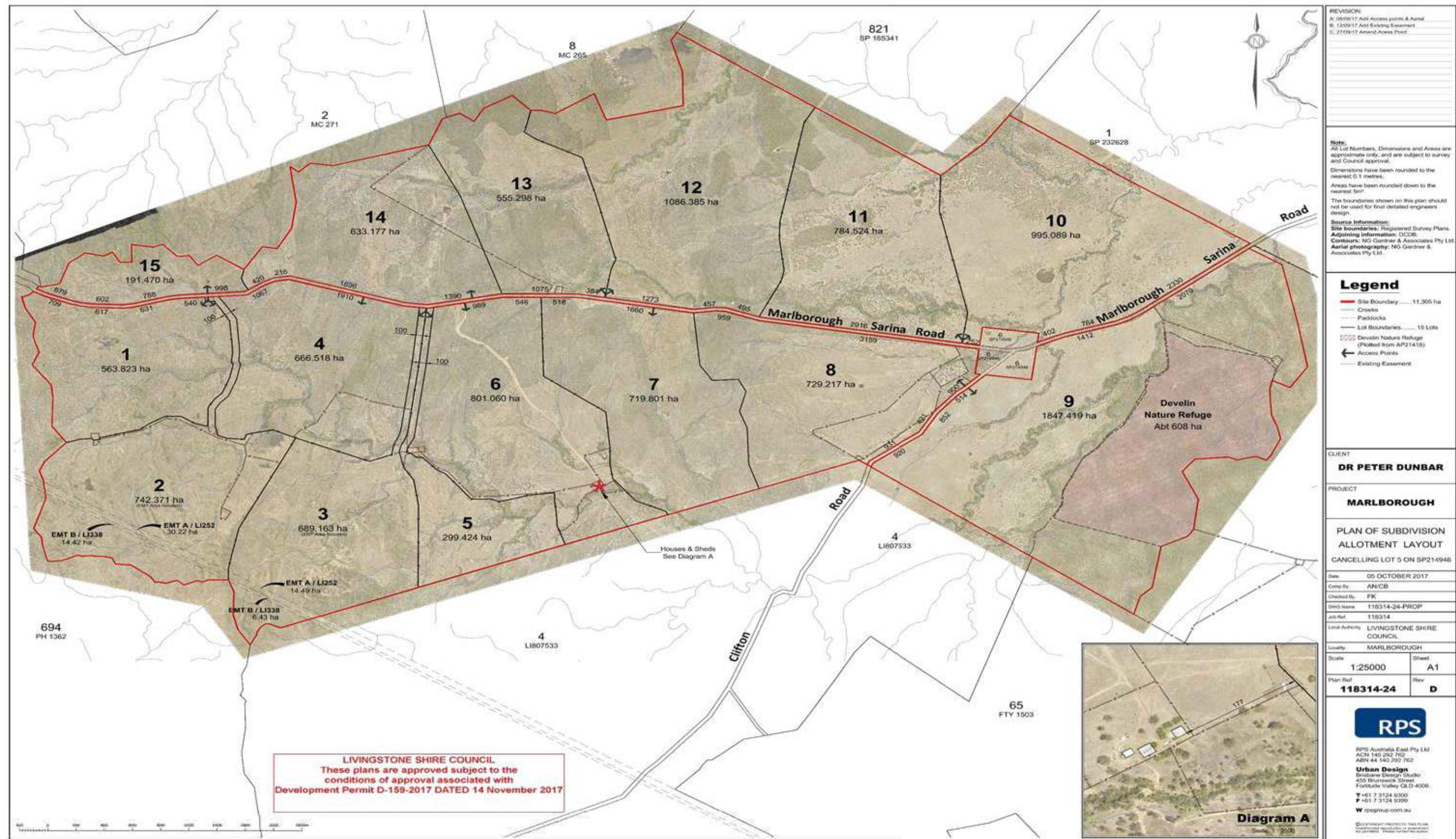
Subsequently, it is considered that the recommendation by officers is the appropriate outcome for the development.

**12.6 - REQUEST FOR NEGOTIATED
DECISION FOR A DEVELOPMENT
PERMIT D-159-2017 FOR
RECONFIGURING A LOT (ONE LOT
INTO FIFTEEN LOTS)**

Approved Plan

Meeting Date: 6 February 2018

Attachment No: 1



**12.6 - REQUEST FOR NEGOTIATED
DECISION FOR A DEVELOPMENT
PERMIT D-159-2017 FOR
RECONFIGURING A LOT (ONE LOT
INTO FIFTEEN LOTS)**

Infrastructure Charges Notice

Meeting Date: 6 February 2018

Attachment No: 2



Infrastructure Charges Notice

Planning Act 2016, section 119 & 121

Application number:	D-159-2017	Your reference:	PR118314
Date received:	10 August 2017	Contact:	Jenna Brosseuk
Date of decision:	13 November 2017	Contact number:	1300 790 919

1. APPLICANT DETAILS

Name:	Dr Peter Dunbar Cf-RPS		
Postal address:	PO Box 1559 FORTITUDE VALLEY QLD 4006		
Phone:	(07) 3124 9375	Email:	jacqueline.miller@rpsgroup.com.au

2. PROPERTY DESCRIPTION

Street address:	Lot 5 Marlborough Road, Marlborough
Property description:	Lot 5 on SP214946

3. OWNER DETAILS

Name:	P D Dunbar
Postal address:	PO Box 8200, Allenstown Queensland 4700

4. DEVELOPMENT APPROVAL

Development Permit for Reconfiguring a Lot (one lot into fifteen lots)
--

5. INFRASTRUCTURE CHARGE

The charge is levied pursuant to the *Adopted Infrastructure Charges Resolution (No.2) 2015*. The details and breakdown of the charge are outlined below:

Total charge:	\$129,360.00 This charge may be indexed in line with Consumer Price Index on an annual basis.
Charge area:	The subject site is located outside the priority infrastructure area.
Calculation:	The charge is calculated in accordance with section 3.4.2 - Development located partly outside or entirely outside the priority infrastructure area and Table 8 - Minimum infrastructure charge for reconfiguring a lot partly outside or entirely outside the priority infrastructure area, as follows:

	<ol style="list-style-type: none"> 1. Fifteen (15) lots at \$9,240.00 per lot; 2. less a credit of \$9,240.00.
Credit:	<p>The above calculation takes into account a credit of \$9,240.00 for the existing allotment pursuant to section 4.0 of Council's <i>Adopted Infrastructure Charges Resolution (No. 2) 2015</i>. The credit is calculated as follows:</p> <ol style="list-style-type: none"> 1. one existing lot at \$9,240.00 per lot.


6. PAYMENT DETAILS

The charge must be paid:	Prior to the local government approving the plan of subdivision (endorsement of the survey plan).
Payment options:	<p>Payment of the infrastructure charge can be made:</p> <p>ONLINE – by accessing Council's online services website. <u>Please contact Council for your payment reference number PRIOR to making payment</u></p> <p>IN PERSON – at Council's Customer Service Centre at Town Hall.</p> <p>TELEPHONE – Call 1300 790 919 or 07 4913 5000 to pay via MasterCard or Visa.</p> <p><i>Council complies with the Payment Card Industry Data Security Standard. Compliance helps to alleviate sensitive data being compromised and protects cardholder data.</i></p> <p>MAIL – post a cheque payable to 'Livingstone Shire Council' and send to PO Box 2292, Yeppoon Queensland 4703.</p>

7. LAPSING OF INFRASTRUCTURE CHARGES NOTICE

This infrastructure charges notice lapses if the development approval to which it pertains ceases to have effect in accordance with section 71 and 119 (11) of the *Planning Act 2016*.

8. ASSESSMENT MANAGER

Erin McCabe Co-ordinator – Development Assessment Community and Planning Services		Date:	14 November 2017
---	---	-------	------------------

**12.6 - REQUEST FOR NEGOTIATED
DECISION FOR A DEVELOPMENT
PERMIT D-159-2017 FOR
RECONFIGURING A LOT (ONE LOT
INTO FIFTEEN LOTS)**

Decision Notice

Meeting Date: 6 February 2018

Attachment No: 3



Decision Notice (approval)

Planning Act 2016, section 63(2)
Development Assessment Rules, part 5: Decision

Application number:	D-167-2017	Your reference:	170906
Date received:	30 August 2017	Contact:	Jenna Brosseuk
Date of decision:	12 December 2017	Contact number:	1300 790 919

1. APPLICANT DETAILS

Name:	Keith Ruskin, Lyndal Rhoda Ruskin, Kevin Edward Haigh and Shirley Daphne Haigh		
Postal address:	C/- GSPC PO Box 379 GRACEMERE QUEENSLAND 4702		
Phone:	(07) 4922 7033	Email:	admin@gspc.com.au

2. PROPERTY DESCRIPTION

Street address:	Lot 9 Henry Street, Emu Park
Real property description:	Lot 9 on E15615

3. OWNER DETAILS

Name:	K Ruskin and L R Ruskin and K E Haigh and S D Haig
Postal address:	72 Bright Street, Emu Park Queensland 4710

4. DEVELOPMENT APPROVAL

Development Permit for Reconfiguring a Lot (one lot into two lots)

5. DETAILS OF APPROVAL

The application is **approved in full with conditions** which are included in **attachment one** of this notice and the following approvals are given:

Type of approval/assessable development details	Planning Regulation 2017 reference	Development Permit	Preliminary Approval
Development assessable under the planning scheme, a temporary local planning instrument, a master plan or a preliminary approval which includes a variation approval	Nil	YES	NO

6. SUPERSEDED PLANNING SCHEME No

7. THE APPROVED PLANS

The stamped approved plans are provided with this notice in **attachment four**. The approved development must be completed and maintained generally in accordance with the approved drawings and documents:

Plan/Document Name	Plan Number	Dated
Detail and level survey over Lots 9 and 10	170906-05 (Sheet 1)	26.09.2017

8. FURTHER DEVELOPMENT PERMITS

The following development permits are required to be obtained, as detailed in the conditions of approval, before the development can be carried out:

Type of development permit required	Subject of the required development permit
Operational Works	Road Works Access Works

9. REFERRAL AGENCIES

There were no Referral agencies activated by this application.

10. PROPERLY MADE SUBMISSIONS Not applicable**11. CURRENCY PERIOD FOR THE APPROVAL**

Any part of this development approval relating to reconfiguring a lot will lapse if a plan for the reconfiguration that, under the Land Title Act, is required to be given to a local government for approval, is not given to the local government within **four (4) years** after the approval starts to have effect, as per section 85(1)(b) of the *Planning Act 2016*.

12. WHEN THE DEVELOPMENT APPROVAL TAKES EFFECT

This development approval takes effect in accordance with section 71 of the *Planning Act 2016*. Generally, the approval starts to have effect when the approval is given to the applicant unless the following circumstances apply:

- if an appeal about the approval is started, and subject to the outcome of the appeal—the approval starts to have effect when the appeal ends.

13. STATEMENT OF REASONS

Pursuant to section 63 (5) of the *Planning Act 2016*, Council has prepared a notice about the decision for this development application, which is included in **attachment two** of this notice.

14. APPEAL RIGHTS

The rights of an applicant to appeal to a tribunal or the Planning and Environment Court against a decision about a development application are set out in chapter 6, part 1 of the *Planning Act 2016*. For particular applications, there may also be a right to make an application for a declaration by a tribunal (see chapter 6, part 2 of the *Planning Act 2016*).

Appeal by an applicant

An applicant for a development application may appeal to the Planning and Environment Court against the following:

- the refusal of all or part of the development application
- a provision of the development approval
- the decision to give a preliminary approval when a development permit was applied for
- a deemed refusal of the development application.

An applicant may also have a right to appeal to the Development tribunal. For more information, see schedule 1 of the *Planning Act 2016*.

The timeframes for starting an appeal in the Planning and Environment Court are set out in section 229 of the *Planning Act 2016*.

Attachment three is an extract from the *Planning Act 2016* that sets down the appeal rights.

15. ASSESSMENT MANAGER [decision made by Council resolution].

Erin McCabe Co-ordinator - Development Assessment Community and Planning Services		Date:	15 December 2017
---	---	-------	------------------



Attachment 1 - Livingstone Shire Council Conditions

Planning Act 2016, section 65

1.0 ADMINISTRATION

- 1.1 The Developer is responsible for ensuring compliance with this approval and the Conditions of the approval by an employee, agent, contractor or invitee of the Developer.
 - 1.2 Where these Conditions refer to "Council" in relation to requiring Council to approve or to be satisfied as to any matter, or conferring on the Council a function, power or discretion, that role of the Council may be fulfilled in whole or in part by a delegate appointed for that purpose by the Council.
 - 1.3 All conditions of this approval must be undertaken and completed to the satisfaction of Council, at no cost to Council.
 - 1.4 All conditions, works, or requirements of this approval must be undertaken and completed prior to the approval of a plan of subdivision (Survey Plan endorsement), unless otherwise stated.
 - 1.5 Where applicable, infrastructure requirements of this approval must be contributed to the relevant authorities, at no cost to Council prior to the approval of a plan of subdivision (Survey Plan endorsement), unless otherwise stated.
 - 1.6 The following further Development Permits must be obtained prior to the commencement of any works associated with its purposes:
 - 1.6.1 Operational Works:
 - (i) Road Works; and
 - (ii) Access Works.
 - 1.7 All Development Permits for Operational Works must be obtained prior to the approval of a plan of subdivision (Survey Plan endorsement).
 - 1.8 Unless otherwise stated, all works must be designed, constructed and maintained in accordance with the relevant Council policies, guidelines and standards.
 - 1.9 All engineering drawings/specifications, design and construction works must comply with the requirements of the relevant *Australian Standards* and must be approved, supervised and certified by a Registered Professional Engineer of Queensland.
 - 1.10 All services, including any electricity, telecommunications, stormwater drainage systems, internal plumbing and sanitary drainage systems must be located within the respective property boundaries/ lot it serves, or secured by an easement in favour of the benefitting lot(s).
- ### 2.0 APPROVED PLANS AND DOCUMENTS
- 2.1 The approved development must be completed and maintained generally in accordance with the approved plans and documents, except where amended by the conditions of this permit:

Plan/Document Name	Plan/Document Reference	Dated
Detail and level survey over Lots 9 and 10	170906-05 (Sheet 1)	26.09.2017

- 2.2 Where there is any conflict between the conditions of this approval and the details shown on the approved plans and documents, the conditions of approval must prevail.
- 2.3 Where conditions require the above plans or documents to be amended, the revised document(s) must be submitted for approval by Council prior to the submission of a Development Application for Operational Works.
- 3.0 ROAD WORKS
- 3.1 A Development Permit for Operational Works (road works) must be obtained prior to the commencement of any road works on the site.
- 3.2 All works must be designed and constructed in accordance with the approved plans (refer to condition 2.1), *Capricorn Municipal Development Guidelines*, relevant Australian Standards and the provisions of a Development Permit for Operational Works (road works).
- 3.3 Henry Street must be designed and constructed for the full-width and frontage of existing Lot 9 on E15615 to an "Urban Access Street" standard, inclusive of all associated drainage systems.
- 3.4 Traffic signs and pavement markings including any alterations must be provided in accordance with the *Transport Operations (Road Use Management) Act 1995* and the *Manual of Uniform Traffic Control Devices (Queensland)*.
- 3.5 Public space lighting must be provided in accordance with *Australian Standard AS1158 "Lighting for Roads and Public Spaces"*.
- 4.0 ACCESS WORKS
- 4.1 A Development Permit for Operational Works (access works) must be obtained prior to the commencement of any access works on the site.
- 4.2 All works must be designed and constructed in accordance with the approved plans (refer to condition 2.1), *Capricorn Municipal Development Guidelines*, *Australian Standard AS2890 "Off Street Car Parking"* and the provisions of a Development Permit for Operational Works (access works).
- 4.3 Compliant access driveways to proposed Lots 9 and 10 must be constructed in accordance with the *Capricorn Municipal Development Guidelines*.
- 4.4 Urban Street addressing must be provided for each lot.
- 5.0 PLUMBING AND DRAINAGE WORKS
- 5.1 Internal plumbing and sanitary drainage associated with the existing buildings and structures must be wholly contained within the lot it serves.
- 5.2 Adequate on-site water storage for domestic and firefighting purposes must be maintained for the existing development(s) and must be wholly contained within the lot it serves.
- 5.3 Any construction of new, or alternation to existing, internal plumbing and sanitary drainage works must be in accordance with regulated work under the *Plumbing and Drainage Act* and a Development Permit for Plumbing and Drainage Works.
- 6.0 STORMWATER WORKS
- 6.1 All roof and allotment runoff must be discharged lawfully in accordance with the requirements of the *Queensland Urban Drainage Manual* and the *Capricorn Municipal Development Guidelines*.
- 6.2 All roof and allotment runoff must be discharged such that it does not restrict, impair or change the natural flow of runoff water or cause an actionable nuisance to adjoining properties or damage infrastructure.
- 7.0 SITE WORKS

- 7.1 Site works must be constructed such that they do not, at any time, in any way restrict, impair or change the natural flow of runoff water, or cause a nuisance or worsening to adjoining properties or infrastructure.
- 8.0 ELECTRICITY AND TELECOMMUNICATIONS
- 8.1 Electricity and telecommunication connections must be provided to the proposed development to the standards of the relevant authorities.
- 8.2 Evidence must be provided of a certificate of supply with the relevant service providers to provide each lot with live electricity and telecommunication connections, in accordance with the requirements of the relevant authorities.
- 9.0 ASSET MANAGEMENT
- 9.1 Any alteration necessary to electricity, telephone, water mains, sewerage mains, and/or public utility installations resulting from the development or in connection with the development, must be at full cost to the Developer.
- 9.2 Any damage to existing kerb and channel, pathway or roadway (including removal of concrete slurry from public land, pathway, roads, kerb and channel and stormwater gullies and drainage lines) which may occur during any works carried out in association with the approved development must be repaired. This must include the reinstatement of the existing traffic signs and pavement markings which may have been removed.
- 9.3 'As constructed' information pertaining to assets to be handed over to Council and those which may have an impact on Council's existing and future assets must be provided prior to the approval of a plan of subdivision (Survey Plan endorsement). This information must be provided in accordance with the Manual for Submission of Digital As Constructed Information.
- 10.0 ENVIRONMENTAL
- 10.1 Any application for a Development Permit for Operational Works must be accompanied by an Erosion and Sediment Control Plan which addresses, but is not limited to, the following:
- (i) objectives;
 - (ii) site location / topography;
 - (iii) vegetation;
 - (iv) site drainage;
 - (v) soils;
 - (vi) erosion susceptibility;
 - (vii) erosion risk;
 - (viii) concept;
 - (ix) design; and
 - (x) implementation, for the construction and post construction phases of work.
- 10.2 The Erosion Control and Stormwater Control Management Plan must be implemented and maintained on-site for the duration of the works, and until all exposed soil areas are permanently stabilised (for example, turfed, hydromulched, concreted, landscaped). The prepared Erosion Control and Stormwater Control Management Plan must be available on-site for inspection by Council Officers during those works.
- 11.0 OPERATING PROCEDURES
- 11.1 All construction materials, waste, waste skips, machinery and contractors' vehicles must be located and stored or parked within the site. No storage of materials, parking of construction machinery or contractors' vehicles will be permitted in Henry Street.

ADVISORY NOTESNOTE 1. Aboriginal Cultural Heritage

It is advised that under Section 23 of the *Aboriginal Cultural Heritage Act 2003*, a person who carries out an activity must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal Cultural Heritage (the "cultural heritage duty of care"). Maximum penalties for breaching the duty of care are listed in the Aboriginal Cultural Heritage legislation. The information on Aboriginal Cultural Heritage is available on the Department of Aboriginal and Torres Strait Islander and Multicultural Affairs website www.datsima.qld.gov.au

NOTE 2. Asbestos Removal

Any demolition and/or removal works involving asbestos materials must be undertaken in accordance with the requirements of the *Workplace Health and Safety* legislation and *Public Health Act 2005*.

NOTE 3. General Environmental Duty

General environmental duty under the *Environmental Protection Act* prohibits unlawful environmental nuisance caused by noise, aerosols, particles dust, ash, fumes, light, odour or smoke beyond the boundaries of the property during all stages of the development including earthworks, construction and operation.

NOTE 4. General Safety Of Public During Construction

The *Workplace Health and Safety Act* and *Manual of Uniform Traffic Control Devices* must be complied with in carrying out any construction works, and to ensure safe traffic control and safe public access in respect of works being constructed on a road.

NOTE 5. Works in Road Reserve Permit

It is advised that a Works in Road Reserve Permit (including a fee for the vehicle crossover and compliant with *Standard Capricorn Municipal Development Guideline Drawings*) may be accepted in place of the Development Permit for Operational Works (access works).

NOTE 6. Adopted Infrastructure Charges Notice

This application is subject to infrastructure charges in accordance with Council's *Adopted Infrastructure Charges Resolution (No. 2) 2015*. The charges are presented on an Infrastructure Charges Notice which has been supplied with this decision notice.



Attachment 2 – Statement of reasons

Planning Act 2016, Section 63 (5)

The development application for a **Development Permit for Reconfiguring a Lot (one lot into two lots)** approved as per this Decision Notice (approval) D-167-2017

1. REASONS OF THE DECISION

The development application is approved and the reasons for the decision are based on findings on material questions of fact.

- (i) The development does not comply with Specific Outcome O10 of the Industry Zone Code as the development is not connected to the reticulated sewer or water supply networks nor is Henry Street constructed to the full frontage and the access to the sites is not in accordance with the relevant standards.
- (ii) Despite the non-compliance, Council is satisfied that the existing development and the proposed lot configuration is adequately serviced by on-site infrastructure. Council considers the creation of two lots on the premises will not compromise the ongoing use of the premises for preferred industrial uses, including those already operating on site and the amenity of the locality will not be adversely affected by the arrangement.
- (iii) Despite the non-compliance with Specific Outcome O10, the application complies with the overall outcomes sought for the Industry Zone and proposed allotments of adequate size to accommodate preferred and existing industrial uses and upgrade to the road and access have been conditioned.
- (iv) The development does not compromise the achievement of the state interest – natural hazards, risk and resilience outlined in the *State Planning Policy*.
- (v) The development does not compromise the achievement of regional outcomes outlined in the *Central Queensland Regional Plan*.
- (vi) On balance, the application should be approved because the circumstances favour Council exercising its discretion to approve the application even though the development does not comply with two aspects of the assessment benchmarks.

The evidence or other material on which the findings were based are:

- The common material for the development application;
- The assessment benchmarks identified in section 2 of this notice; and
- The matters prescribed by regulation identified in section 6 of this notice.

2. ASSESSMENT BENCHMARKS

The following are the benchmarks applying for this development:

Benchmarks applying for the development	Benchmark reference
Industrial Zone Code	<i>Livingstone Planning Scheme 2005</i>
Special Management Area Code	Reprint 7 as in force 10 July 2017
Chapter 4 – Regional outcomes and policies	<i>Central Queensland Regional Plan</i> , October 2013
Part E: State interest policies and assessment benchmarks (Planning for safety and resilience to hazards)	<i>State Planning Policy</i> , July 2017

3. COMPLIANCE WITH BENCHMARKS

The development meets the overall outcomes for the Industrial Zone Code despite not complying with Specific Outcome of O10 of the code:

Benchmark reference	Reasons for the approval despite non-compliance with benchmark
Specific Outcome O10	As per the reasons set out in the findings on material questions of fact in section 1 of this notice.

4. RELEVANT MATTERS

Not applicable to this application.

5. MATTERS RAISED IN SUBMISSIONS

Not applicable to this application.

6. MATTERS PRESCRIBED BY REGULATION

The following matters were given regard to in undertaking the assessment of this development application:

- (i) The State Planning Policy – Part E.
- (ii) The Central Queensland Regional Plan.
- (iii) The Industry Zone Code and the Special Management Area Code in *Livingstone Planning Scheme 2005* (reprint 7 as in force 10 July 2017).
- (iv) The land, the subject of the application is used for industrial land uses and a Caretaker's residence to the Landscape supply operation.
- (v) Surrounding use of adjacent premises in terms of commensurate and consistent development.
- (vi) The common material, being the material submitted with the application.



Attachment 3 – Appeal rights

Planning Act 2016 Extract from schedule 1 - Appeals

The extract is provided for information purposes only. Whilst care is taken to ensure the date is current, Council accepts no responsibility for reliance on this information where amendments to the legislation are not reflected in the information. The applicant must refer to the Act available on the Legislation Queensland website.

Schedule 1	Appeals	section 229
7	Appeal rights and parties to appeals	
(1)	Table 1 states the matters that may be appealed to—	
	(a) the P&E court; or	
	(b) a tribunal.	
(2)	Table 2 states the matters that may be appealed only to the P&E Court.	
(3)	Table 3 states the matters that may be appealed only to the tribunal.	
(4)	In each table—	
	(a) column 1 states the appellant in the appeal; and	
	(b) column 2 states the respondent in the appeal; and	
	(c) column 3 states the co-respondent (if any) in the appeal; and	
	(d) column 4 states the co-respondents by election (if any) in the appeal.	
(5)	If the chief executive receives a notice of appeal under section 235(3)(i), the chief executive may elect to be a co-respondent in the appeal.	

Table 1

Appeals to the P&E Court and, for certain matters, to a tribunal

1. Development applications

For a development application other than a development application called in by the Minister, an appeal may be made against—

- (a) the refusal of all or part of the development application; or
- (b) the deemed refusal of the development application; or
- (c) a provision of the development approval; or
- (d) if a development permit was applied for—the decision to give a preliminary approval.

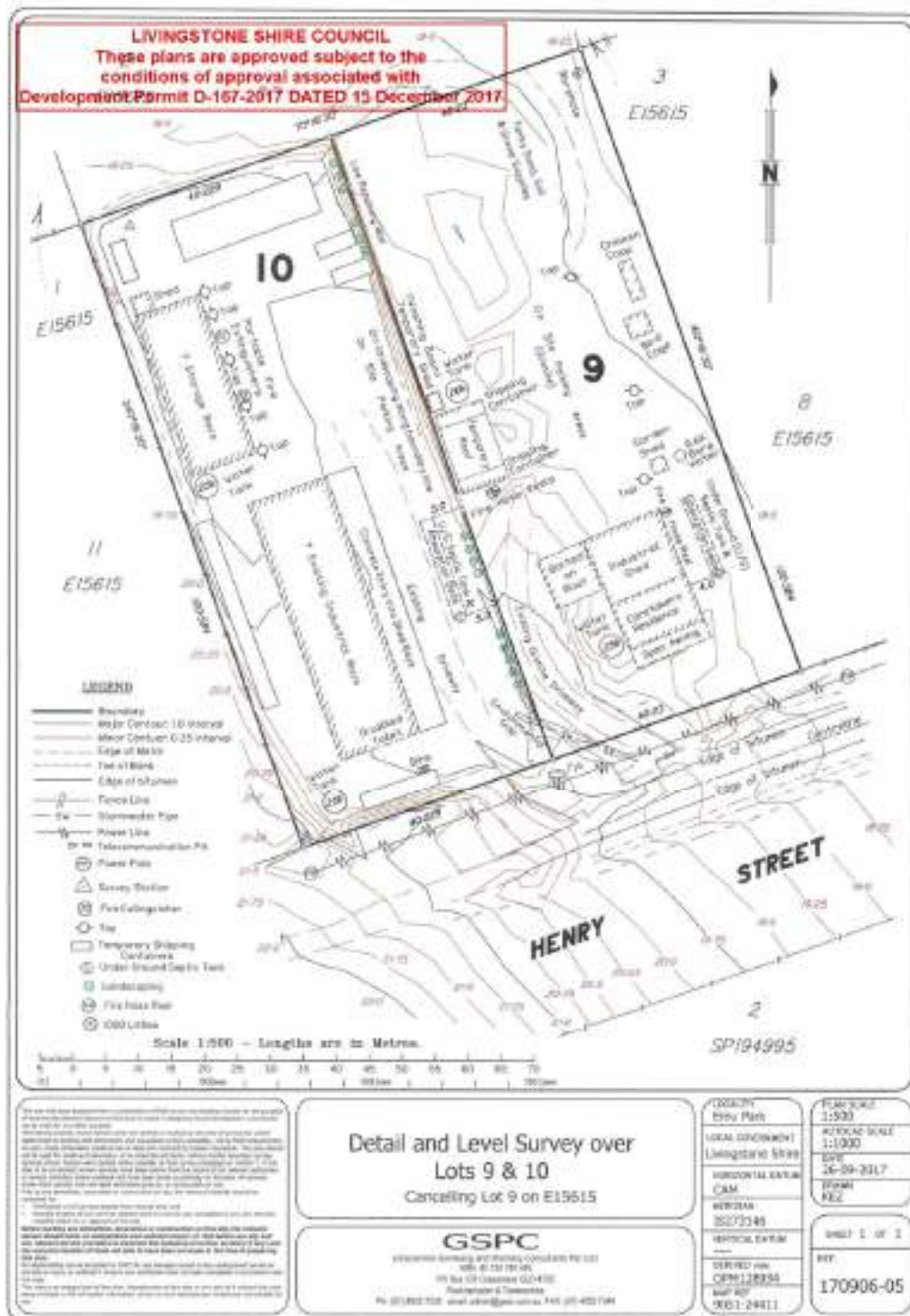
Table 1 Appeals to the P&E Court and, for certain matters, to a tribunal			
Column 1 Appellant	Column 2 Respondent	Column 3 Co-respondent (if any)	Column 4 Co-respondent by election (if any)
The applicant	The assessment manager	If the appeal is about a concurrence agency's referral response—the concurrence agency	1 A concurrence agency that is not a co-respondent 2 If a chosen assessment manager is the respondent—the prescribed assessment manager 3 Any eligible advice agency for the application 4 Any eligible submitter for the application

Table 2 Appeals to the P&E Court only			
1. Appeals from tribunal			
An appeal may be made against a decision of a tribunal, other than a decision under section 252, on the ground of—			
(a) an error or mistake in law on the part of the tribunal; or			
(b) jurisdictional error.			
Column 1 Appellant	Column 2 Respondent	Column 3 Co-respondent (if any)	Column 4 Co-respondent by election (if any)
A party to the proceedings for the decision	The other party to the proceedings for the decision	—	—



Attachment 4 – Approved Plans

Planning Act 2016, section 63 (3)



**12.6 - REQUEST FOR NEGOTIATED
DECISION FOR A DEVELOPMENT
PERMIT D-159-2017 FOR
RECONFIGURING A LOT (ONE LOT
INTO FIFTEEN LOTS)**

Representations

Meeting Date: 6 February 2018

Attachment No: 4

18/12/17

CEO

Livingstone Shire Council

Yeppoon

Re:- Development Application D-167-2017

Attention CEO, Mayor and Councillors

Madam / Sir,

On the 29/11/17 we received a letter from your Senior Planning Officer Jenna Brosseau requesting more time for your planners to complete their assessment of this application to present to council.

On Friday 15/12/17 I received the decision notice approval with conditions from your planning department.

These conditions are totally unreasonable and not viable, i.e.

Widening/ sealing and storm water drainage for Henry street and access to blocks (this road services 6 industrial blocks, 4 council blocks and 106 acres of rural land), fire safety requirements, storm water run-off on both blocks and subdivision fee\$ 21,000.(Several million easy)

I am requesting deputation at the next available full council meeting to negotiate Council's decision in relation to the conditions required regarding to this applications and compensation in relation to the council enforcing these conditions on my first application in 2003 which were not lawful until 2005.

REASONS

- 1 This decision is not the decision Mayor Ludwig proposed on 08/08/17
- 2 We were not advised of any changes to the proposal we agreed to, mayor Ludwig refused the subdivision fee as it would be more beneficial to council for us to agree pay the same infrastructure charges as every- one else when the infrastructure was supplied to this area. He stated if we paid the infrastructure charge council could not apply any further charges. I have already paid for the road I have provided the entire infrastructure servicing this area... Now the council is charging me for the road again.(not lawful)
- 3 I did wish to attend the general meeting and have deposition with council for this proposal it would appear your planners had deliberately lied to avoid my objections to the changes.
- 4 I was advised by your planners the meeting would be on the 25/01/18
- 5 I requested clarification on 28/10/17 council decision to impose the same standard of infrastructure in 2003 as now applied under the 2005 planning scheme which did not become effective until 17/10/2005. Your planning department acted unlawfully with a clear intent to destroy the value of my industrial assets and stop my industrial activities to support their preferred use of residential.

- 6 The unlawful conditions placed on my first application in 2003 devalued my property and caused extensive financial loss as the property sold way less than my development cost. Mr Haigh now faces the same situation. The property being worthless because of the development cost council is enforcing on businesses wishing to operate in this lawful industrial area.
- 7 I have just spent the last ten years fighting your planning department to retain the lawful industrial use of this area allowable under the existing town plan; I had to threaten legal action for compensation to stop council preferred use of residential.
- 8 This council has no integrity and cannot be trusted. The conditions proposed for this subdivision will destroy any future growth, development and investment for the industrial growth required to service the future requirements of Emu Park.
- 9 My business has been discriminated against, I have been intimidated by your planning department and I have suffered financial loss for cost imposed for industrial development activities, whilst your planners have been allowed to operate contrary to their own town plan and push for their preferred use of residential.
Your council has never supported this industrial area, your planning department's unreasonable demands and unlawful actions will continue to restrict this area.
- 10 I request this application be dealt with under the 1991 superseded town plan as council did act unlawful against my application in 2003.

I will also be seeking legal advice with respect to council's unlawful use of it's by- laws in 2003 for compensation

Please Note All correspondence is to be sent directly to me keith@ruskinstorage.com

Regards



Keith Ruskin

72 Bright St.

Emu Park

4710

0438388142

09/01/18

CEO

Livingstone shire Council

Yeppoon.

Re :- Submission for Deposition at council meeting 22/01/18

Ceo , Councillors and Planners

Madam/Sir

With respect to the development application D-167-2017 Reconfiguring lot 9 Henry St. Emu Park into 2 lots.

The council's decision On 15/12/17 is unreasonable, un fair and unlawful and under the Planning act 2018 Section 128 (4) (b) (1) and (2) places unreasonable impositions on both my industrial lawful activities and my lawfully approved buildings.

With reference to the Councils adopted infrastructure charges Resolution (no 3) 2018 which provides the LGIP which council can applied to this ROL.

Infrastructure Charge- Development located partly or entirely outside priority infrastructure3.4.2

- 1 Council can apply a total infrastructure charge of \$21000.00 or
- 2 Request the supply of infrastructure no greater in value than this amount

Council has applied both in this approval \$21000.00 + require infrastructure development to Henry st.,

The development notice supplied by council is contrary to council Infrastructure resolution no 3 and the planning act 2016

The planners have applied further development conditions to each lots of the proposed subdivision

Fire safety requirements and storm water control

These conditions are unlawful as all the buildings are lawfully approved and comply with council requirements at the time of development. Planners imposition of these requirements are contrary to our Existing use and rights protected 260 and 120 limitations of levied charges planning act 2016

Council imposition of their standard of infrastructure required for industrial activities(which are not binding 8.1 adopted infrastructure charges (c) on the landholders has

- 1 Restricted the growth and development in this industrial area
- 2 Devalued the land in this area
- 3 Reduced the value of the buildings and businesses operating in this area
- 4 Made operating from this industrial area not viable

I will be making a claim for compensation because the adverse planning changes now being applied by this council which will further destroy the value of my property as it did when council first applied these requirements unlawfully in 2003. (31 Planning act 2016.)

The planners have not advised the councillors that I have a credit of \$52,000.00 for the infrastructure that I had to provide to be able to operate my lawful business my businesses in the Gazetted Emu Park Industrial area.

- 1 Road from Emu Park/Rockhampton road to lot 9 + 2 access points into lot 9
- 2 Power from Hartley/wood street to lot 9
- 3 Telephone services were also provided by Telstra.
- 4 Council provided a single layer of tar around 15 years ago not to the standard they require for industrial development. Not to the standard the planners have enforced on me

In respect to this subdivision the existing part of lot 9 would remain as lot 9. The buildings shed and caretakers' residence the property of Mr Haigh and continuing operating the same lawful use it has for the last 11 years. Constructed in 1979 and approved for the lawful industrial use. This development complies with 95% of the storm water requirement. Under the planning act a new town plan cannot restrict or alter the existing lawful approved use. Council cannot apply new development standards to this property.

The other half of this subdivision lot 10, the property of Mr Ruskin. All development on this section has been lawfully constructed and approved to comply with the standard required under the 2005 planning scheme. This development has complied with the fire services and storm water control requested by council. No changes to the Lawful approved use. Council cannot apply new development standards to this lawfully approved development. The planning departments impositions of development requirements on these approved development are unlawful.

No extra demand on the existing infrastructure that I provided.

I would also like to bring to your attention that council have been the major beneficiaries of the infrastructure I have provided.

- 1 Whilst this road only provides limited access to the Council land, the 3 back industrial allotments it provided access to the lots 8, 9, 11 and the 106 acres previously the old rifle range.
- 2 This road and power increased the valuation of the whole of this area allowing council to increase the rates. My rates up 900% which has added another cost to me of \$40,000.00 + for providing the infrastructure to service this area.
- 3 The power I provided now supplies power to the new sports fields in Hartley Street.
- 4 Provided power for the council's sewerage plant.
- 5 This subdivision would provide another ratepayer total of 8

This original industrial development was a LSC and Lands Department subdivision (1890) without any infrastructure network. Council has collected rates on this area for 127 years and refused to supply any infrastructure making it a landholder responsibility.

Planning Act. Division 3 Development Conditions 65 (1) (a) must be relevant to, but not be an unreasonable imposition on the development or the use of the premises as a consequence of the development.

I also refer council attention to the draft infrastructure charges 2014 mentioned in the same meeting December 2017 requesting a 20% reduction in infrastructure cost to encourage lawful industrial development within the shire.

Our local member and mayor have pledged 23 million to restore jobs, growth and economic benefits for the community by developing Great Keppel Island whilst the Emu Park industrial estate stagnates.

I am requesting councillors reconsider this development application applying a reasonable infrastructure requirement that would not impose any unreasonable imposition on this development application or our existing lawful use of our premises.

I am also requesting council remove the entire planning department requirements placed on the existing lawful approved and operating buildings.

I am further requesting under section 126 (1) planning act 2016 regarding suspending relevant appeal period until a satisfactory agreement is reached between all parties.

Regards



Keith Ruskin

72 Bright St.

Emu Park

4710

0438388142

**13 QUESTIONS/STATEMENT/MOTIONS ON NOTICE FROM
COUNCILLORS**

Nil

14 CLOSED SESSION

In accordance with the provisions of section 275 of the *Local Government Regulation 2012*, a local government may resolve to close a meeting to the public to discuss confidential items, such that its Councillors or members consider it necessary to close the meeting.

RECOMMENDATION

THAT the meeting be closed to the public to discuss the following items, which are considered confidential in accordance with section 275 of the *Local Government Regulation 2012*, for the reasons indicated.

15.1 Request for staged payment of infrastructure charges for a sales and hire premises

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

15.2 Request for reduction of material change of use application fees

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

15 CONFIDENTIAL REPORTS

15.1 REQUEST FOR STAGED PAYMENT OF INFRASTRUCTURE CHARGES FOR A SALES AND HIRE PREMISES

File No: D-594-2017

Attachments:

1. Approved site plan
2. Infrastructure Charges Notice
3. October workshop report
4. December workshop report

Responsible Officer: Erin McCabe - Co-ordinator Development Assessment
David Battese - Manager Strategy & Development

Author: Madelaine Ward - Senior Planning Officer

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

SUMMARY

This report provides details in relation to a request to stage the payment of infrastructure charges associated with a Development Permit for a Sales and hire premises.

15.2 REQUEST FOR REDUCTION OF MATERIAL CHANGE OF USE APPLICATION FEES**File No:** CR2.13.19**Attachments:**

1. Aerial of Yaamba locality and site identification
2. Aerial plan of subject site
3. Letter from Ken Booy request waiver of fees

Responsible Officer: David Battese - Manager Strategy & Development**Author:** Erin McCabe - Co-ordinator Development Assessment

This report is considered confidential in accordance with section 275(1)(h), of the *Local Government Regulation 2012*, as it contains information relating to other business for which a public discussion would be likely to prejudice the interests of the local government or someone else, or enable a person to gain a financial advantage .

SUMMARY

This report discusses a request for a reduction in development application assessment fees relating to a proposed Outdoor recreation use over land at 30 Yaamba Siding Road, Yaamba and described as Lot 3 on RP848811.

16 URGENT BUSINESS/QUESTIONS

Urgent Business is a provision in the Agenda for members to raise questions or matters of a genuinely urgent or emergent nature, that are not a change to Council Policy and can not be delayed until the next scheduled Council or Committee Meeting

17 CLOSURE OF MEETING