

# **Southern Moreton Bay Islands Background Paper**

**A report for Southern Redland and Southern  
Bay Islands Place Project**

**June 2008**

**Prepared for  
Queensland Government Department of Communities  
and Redland City Council**

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- Roberta Bonnin, Manager Community and Social Planning, Redland City Council
- Lacey Brown, Strategic Adviser, Social Planning, Redland City Council

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## **Constraints and limitations**

Production of this report was dependent upon the consultant obtaining adequate and timely access to relevant government strategies, operational plans and schedules. Access was to be facilitated through the state and local government representatives on the Southern Moreton Bay Islands Place Project Reference Group.

Redland City Council has provided unfettered access to Council staff and reports. Unfortunately, the consultant has been unable to achieve the same degree of access to relevant State agencies, and as a result the contents of this report may be considered uneven - giving undue emphasis to issues which may require Council leadership and action.

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## 1. Introduction

During 2007 and 2008, the Queensland Government in partnership with Redland City Council embarked on a joint Place initiative to improve coordination of government service delivery for the Southern Moreton Bay Islands.

This report was developed to identify current and proposed initiatives focusing on the area and compile these into a brief report to be used as part of the Place Project action planning process.

This report documents a number of projects and initiatives, many of them driven by Redland City Council.

It has proven difficult to identify relevant current and proposed Queensland Government program commitments and planning priorities due to a number of factors:

- the number of agencies involved in planning and delivering services and infrastructure to the island communities (either from the mainland or on the islands)
- the state-wide and regional level focus of strategic planning documents, making it difficult to drill down and identify local commitments responses
- single agency reporting, making it difficult to identify initiatives that might run across departments
- inability to source information about smaller scale projects which are funded through use of discretionary funds or community- driven grant applications.

The Commonwealth Government's commitments on the SMBI are not visible for similar reasons.

## 2. Vision for Southern Moreton Bay Islands

Ten years ago, the communities of the Southern Moreton Bay Islands developed a vision for island living as part of the Southern Moreton Bay Islands Planning and Land Use Study - a joint initiative of the Queensland Government and Redland Shire Council. The vision states:

*“The lifestyle enjoyed by the Island residents is directly influenced by the Islands’ unique location and environment. The built form is distinctive and reflects a style and character consistent with the Island lifestyle sought by most residents. Appropriate public infrastructure is in place to support this lifestyle. Development is supported by an efficient water-based transport service between island and the mainland. A suitable road and pedestrian/cycle network supports the needs of residents and visitors. Employment opportunities include providing services to residents, island based education and research activities, and catering for day tourism plus the recreational boating industry.”<sup>1</sup>*

The central themes of this vision continue to be pursued as priorities by Redland City Council and are reflected in actions in Council’s Corporate Plan, Redlands Planning Scheme and draft Local Growth Management Plan.

### **Extracts from: Redland City Council Corporate Plan 2006-2010**

*Strategic Priority: Land Use*

*Develop and implement an infrastructure plan position and a provision strategy for the Bay Islands to meet the unique short and longer term needs of island communities*

*Strategic Priority: Essential Services*

*Support the development and implementation of a transport strategy, including an integrated transport system to the Bay Islands.*

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<sup>1</sup> Gutteridge Haskins & Davey Pty Ltd (1999), Planning and Land Use Strategy: Southern Moreton Bay Islands Planning Strategy, Prepared for Redland Shire Council and Queensland Department of Local Government and Planning, Report on Planning and Land Use Strategy, January 1999, p.4

### **3. Identified Issues**

#### **Summary of key issues**

The Island Vision provides clear indicators of top-of-mind issues for the islands. The vision reinforces the unique character of the island lifestyle which should be reflected in the built form. It calls for appropriate public infrastructure, efficient water-based transport, a suitable road and pedestrian/cycle network and employment opportunities.

Reinforcing this, the critical issues identified through the literature review and consultation for this report are:

1. Land use and population growth
2. Physical infrastructure
3. Community infrastructure
4. Transport and access
5. Marine facilities
6. Funding for infrastructure
7. Economic growth.

Other significant issues include:

8. Ageing population
9. Youth and children
10. Social disadvantage
11. Community engagement
12. Arts
13. Open space, sport and recreation
14. Community health
15. Environmental protection
16. Drainage issues.

These identified issues provide the context for the Place Project and underpin the three Place priorities and working groups:

- Access and amenity
- Health and well-being
- Education, employment and economic development.

Current and planned responses for each of the identified issues are summarised below. An overwhelming proportion of the responses are Redland City Council actions, reflecting the limited access to Queensland Government agency plans and commitments.

#### **3.1 Land use and population growth**

*Challenges:*

- i. Population growth: population of the Southern Moreton Bay Islands is expected to increase from 4,234 in 2006 to 7,163 over by 2026 if current rates of dwelling construction continue. Council and State Government planning strategies acknowledge the potential for significant residential development on the islands. In 2006 there were 8,440 vacant lots potentially available for dwelling house development on the islands. If these lots were developed for housing an

additional 13,400-17,600 residents could be accommodated on the islands based on a household size of 1.6-2.1 persons (current range in 2006 ABS Census). (RCC Population Projection & Dwelling Analysis).

- ii. Past inappropriate subdivisions in the 1970s when the Islands were under State Government control have resulted in small blocks dispersed over the islands. Council operated an amalgamation subsidy scheme between 2001-2006 to encourage lot amalgamation. This scheme was taken up by about 180 island landowners. Council has also implemented land acquisition schemes for land which has significant drainage issues (2001-2003), and/or is of significant environmental value (2003-2004).
- iii. There are high rates of unoccupied houses on the islands.
- iv. Housing costs have increased in recent times with significant proportion of households paying over 30% of household income in housing costs (ABS 2006 Census).
- v. Cost of living on the islands is also high due to transport costs (SMBI Community Profile 2005).

*Current action:*

- The Council's amalgamation subsidy scheme has ceased.
- Ongoing Council program of land acquisition is to be achieved through a voluntary land acquisition / land exchange program. The 2008 Land Exchange Program will secure 260 lots into Council ownership for residential consolidation and conservation purposes.

*Planned action:*

- Council will continue to plan for sustainable development of Southern Moreton Bay Island, in partnership with local community, and with the support of State and Commonwealth Governments.

*Relevant documents:*

- SMBIPLUS (1999), Supplementary Reports (2001)
- Redlands Planning Scheme (2006)
- RCC draft Local Growth Management Plan (2007/08)

### **3.2 Physical Infrastructure**

*Challenges*

The provision of physical infrastructure such as roads, waste management, waste water and sewage facilities for the Southern Moreton Bay Islands presents a number of challenges including:

- i) funding development and maintenance of these facilities across dispersed locations where the population will not generate adequate rates revenue to fund substantial costs of infrastructure.
- ii) balancing infrastructure provision with environmental considerations and maintenance of the island lifestyle.
- iii) The islands' location in the Moreton Bay Marine Park imposes increased regulation on considerations of development and infrastructure provision (e.g. Environmental Impact Statement required to expand jetty car park on Macleay Island).

The cost of providing infrastructure:

- i. The cost of sealing all SMBI roads has been estimated at \$150million. The Redlands Planning Scheme estimates that \$133.7 million in extra funding is needed to upgrade bay island roads.
- ii. The cost to provide sewage infrastructure for the islands has been estimated at \$150 million
- iii. Russell Island water supply needs were identified.

*Current action:*

- Council is currently implementing a program to improve water valves on Russell Island.

*Planned action:*

- Improvements to water infrastructure and waste water initiatives scheduled within next 5-10 years. The recent handover of water infrastructure to the Queensland Government may result in changes to programs. The potential of land acquisition for a waste water treatment plant is currently being considered by the State Government.

*Relevant documents:*

- Advice from senior Redland City Council infrastructure officers
- Redlands Planning Scheme (2006)
- Marine Parks (Moreton Bay) Zoning Plan 1997
- Southern Moreton Bay Islands Capital Reserve

### **3.3 Community infrastructure**

The SMBIPLUS stated that social infrastructure would not be provided to the same level available on the mainland and that the community would continue to rely on access to higher order social infrastructure provided on the mainland.

Social infrastructure includes over 30 groups and associations on the islands, ranging from art and craft, friendship groups to progress associations. Community networks include the Island Action Group. Macleay Island has a conservation group, heritage society, Lions Club, seniors action group, over 50s club and progress association, Russell Island has a Lions Club, over 50s club and progress association and Lamb and Karragarra have progress associations. A number of local media organisations exist to provide community information.

The Department of Communities currently provides triennial funding to the Bay Islands Community Services Inc for the salary of a community development worker and associated operating costs. This assists with the operation of community based centres on Russell and Macleay Islands, which also provide a venue for a number of visiting services and local groups.

Council has recently constructed youth recreation facilities on Russell and Macleay Islands. Construction of the new Russell Island Swimming Pool is complete. The swimming pool will be owned by Education Queensland and Redland City Council and managed by the YMCA.

*Challenges:*

The Community Profile Project completed by Moreton Institute of TAFE in 2005 identified the following social issues:

- Access to health facilities
- Emergency services on the islands
- Domestic violence
- Mental health
- Aged care
- Community support
- Affordable housing
- Youth support
- Centrelink
- Adult leisure
- Child care.

- i) Seniors: Access to social infrastructure, including services, will be an issue for seniors as the population ages.
- ii) Young people: There is also a risk of disadvantage for young people– this has been highlighted by hooning incidents (RSC SMBI Corporate Plan Background Paper).
- iii) The SMBIPLUS included a Human Services and Community Development Strategy which called for provision of basic facilities on Lamb and Karragarra Islands such as community meeting place, child care or play area, office for visiting workers, a neighbourhood shop and physical infrastructure such as sealed roads and public telephones.
- iv) Moderate levels of infrastructure were identified as needed for Macleay Island such as activities for specific groups (e.g. young people), a multi-purpose facility and coordination of local services (e.g. by a community development officer).
- v) Russell Island was identified as needing major levels of service including higher order shopping facilities, access to government services, access to TAFE and training programs and a range of recreation and leisure settings. Education Queensland currently have land designated for possible future development as a high school on Russell Island.
- vi) Council owns and operates a library on Russell Island and supports a community library on Macleay Island which does not meet State Government standards for public libraries (Island Library Strategic Plan 2004-2014). The cost of library provision on the islands is significantly higher than for the rest of the shire.
- vii) Primary schools operate on Russell and Macleay Islands, but the closest secondary school is at Victoria Point. Students access the high school via ferry and a bus from Weinam Creek Marina Terminal. Activities and facilities for young people include girl guides operating on all islands, and a youth space on Macleay Island– the Shack. A program for young people at risk of disengaging from education operates on both Russell and Macleay Islands.
- viii) The Bay Islands have traditionally had limited access to emergency services with most such services taking time to arrive from Redland Bay. However

steps taken in early 2008 including the expansion of ambulance and police services and the initiation of a disaster/ community recovery plan have improved this situation significantly. Resident police are now provided on Russell and Macleay Islands. Fire services operate across all the islands.

- ix) Queensland Health funds outreach services to the islands and has recently completed a health promotions campaign which covers the Southern Bay islands. The Bayside District has acknowledged the increased demand generated by an ageing population coupled with rapid population growth and has identified priority issues including the need for more and better coordinated mental health, alcohol and drug and seniors/aged care services.

*Current action:*

- Council and various state agencies are participating in the SMBI and Southern Redlands PLACE project. (RSC Operational Plan)
- Council is developing a Strong Communities Framework.

*Planned action:*

- Council is developing a Social Infrastructure Plan for the Shire, which will include strategies to address facility, service and network priorities for the islands.
- Council's 10 year Library Strategy includes implementation of the island library strategy. Actions include review of the mobile library service to meet community needs including island residents, and an investigation of provision of library services for the Southern Redlands.
- Potential to develop a future 'community hub/precinct' integrating the Russell Island Swimming Pool, the neighbouring primary school and vacant Council land is under active consideration by Council staff.

*Relevant documents:*

- SMBIPLUS Human Services and Community Development Strategy
- Redland City Council Island Library Strategy 2004-2014
- Redland City Council 10 Year Library Strategy
- Queensland Government (2007) Southern (Moreton Bay) Islands Place Project Overview
- Southern Moreton Bay Islands Capital Reserve

### **3.4 Transport and access**

Good transport is essential given that island residents need access to social infrastructure (e.g. health, education) on the mainland and most residents commute to the mainland for work.

*Challenges*

- i) Water-based transport continues to be the emphasis for the islands, with no State Government support for a bridge (SMBI Integrated Local Transport Plan 2002, State Government comments on the draft Redlands Local Growth Management Strategy 2007). Both SMBIPLUS and Redlands Planning Scheme do not support a bridge. However a petition calling for a bridge to Russell Island in 2005 was signed by more than 800 people, and in 2007 the then Redland Shire Council Mayor Don Seccombe called for a bridge – this remains a very contentious issue.

- ii) The community has highlighted safety issues for barge loading and unloading on Macleay Island, and issues regarding lack of access for emergency services at low tide (Bay Journal, 14 August 2007).
- iii) Barge services are currently at or near capacity, as are parking facilities at ferry terminals (RSC SMBI Corporate Plan Background Paper). In particular, car parking at Weinam Creek ferry terminal remains controversial (Redland Bay Centre and Foreshore Master Plan, June 2007).

*Current action:*

- Proposed parking, ferry and public transport improvements documented in the Redland Transport Plan are under review as part of the draft Redlands Local Growth Management Strategy.
- The draft Redland Bay Centre and Foreshore Master Plan proposed a number of recommendations for parking, transport linkages, ferry access, boat ramps and urban design. These are currently being finalised and checked for compliance with Council's Crime Prevention Through Environmental Design (CPTED) Policy.
- Council has approached Translink to undertake a study on public transport options to link bus services with bay island ferry services to reduce demand for foreshore parking. A project is also underway to investigate crime and safety issues at the ferry terminal and its parking facilities.
- Marine Safety Queensland is replacing barge berthing piles on Lamb and Karragarra Islands after the Island Action Group highlighted safety concerns.
- An expansion to the ferry carpark on Macleay Island is scheduled for construction in 2008-09, subject to addressing environmental issues.

*Planned action:*

- Council will develop an integrated public transport position for Redlands, Stradbroke and the Southern Moreton Bay Islands. (RSC Operational Plan)
- Council will continue to lobby for integrated ticketing to link ferry and other public transport services.
- Implementation of a new TransLink Network Plan including:
  - New service 278 – Redland Bay to Redland Hospital will provide direct access for island residents to hospital services
  - New route 279 – Victoria Point Jetty to City
  - New route 285 – Redland Bay to Victoria Point
  - Extend the 270 – Victoria Point Jetty to Capalaba to provide alternative direct route from Victoria Point to the City all day
  - Additional Saturday and Sunday services on key routes
- TransLink Network plan is investigating the feasibility of including SMBI ferries into integrated ticketing.
- Community engagement on the draft Master Plan, including views and changes to reflect process.

*Relevant documents:*

- Southern Moreton Bay Islands Integrated Local Transport Plan 2002
- Redlands Integrated Transport Plan (2003)
- Redlands Planning Scheme (2006)
- Draft Redland Bay Centre and Foreshore Master Plan, June 2007

### **3.5 Marine Facilities**

*Challenges*

- i) Increased demand for water-based recreation will lead to increased demand for enhanced infrastructure including recreational boat ramps on Macleay and Russell Islands. However, this is a complex and costly task given the islands' location within the Moreton Bay Marine Park and the comprehensive permit system operated by the Environmental Protection Agency.

*Current action:*

- In 2007-08 Council will determine its position on provision of marine infrastructure
- SEQ Regional Outdoor Recreation Strategy (implications for Redland Shire) – including allocation of \$5M to improve SEQ boating infrastructure across SEQ.

*Planned action:*

- Marine transport upgrades to Weinam Creek are planned for the 2008 review of SEQIPP.

*Relevant documents:*

- RSC Operational Plan
- RSC SMBI Corporate Plan Background Paper
- Draft Redlands Local Growth Management Strategy
- Marine Parks (Moreton Bay) Zoning Plan 1997

### **3.6 Funding infrastructure provision**

The SMBIPLUS recommended classifying SMBI as rural and remote to enable funding. In July 2007, the Commonwealth Government provided advice that Redland Shire could not be considered rural and remote based on distribution of population in categories of the Australian Standard Geographical Classification - Australian Bureau of Statistics (ABS). There was however potential for parts of the Shire i.e. North Stradbroke, to be classified as 'isolated' which may support eligibility for targeted funding programs.

Some private investment is occurring to meet infrastructure needs, such as proposals for construction of a child care centre on Russell Island, redevelopment of the Caniapa Shopping Centre on Russell Island and opening of a gym on Russell Island in July 2007.

*Challenges*

- i) There has been community concern about perceived inequity in funding systems that apportion costs to island landowners rather than the whole of the shire. In February 2007 Redland Shire Council resolved not to adopt an infrastructure charges planning scheme policy for transport infrastructure for the SMBI following receipt of 1500 submissions for island landholders who did not support the plan.

*Current action:*

- Council has canvassed a number of options to fund infrastructure development, including infrastructure charges, user charges, special levies, differential rates, sale of Council land and government grants. After Council resolved in February 2007 that it would not adopt an infrastructure charges planning scheme policy for SMBI

infrastructure, an alternative funding mechanism was adopted - a differential rating scheme.

- The Queensland Government increased subsidy contributions to Council for water supply sewerage and wastewater re-use infrastructure in response the SMBIPLUS.
- Redland City Council is implementing a special capital works program to accelerate delivery of capital works funded by the differential SMBI rating scheme (RSC Corporate Policy-3065).

*Planned action:*

- Council is seeking partnerships and funding opportunities from Commonwealth and State governments.
- The State Government has indicated it would like to work with Council to resolve infrastructure issues on SMBI. Responsibility for water and waste water management no longer rests with Council.

*Relevant documents:*

- Council Policy SMBI Capital Reserve
- Council minutes February 2007
- Advice from senior Redland City Council officers

### 3.7 Economic growth and employment

The Island Vision developed with the community during SMBIPLUS includes a vision for employment opportunities including providing services to residents, island based education and research activities and catering for day tourism plus the recreational boating industry.

#### *Challenges*

- i) Population size and access constraints are limiting economic development opportunities. Development is hampered by higher construction costs, absence of secure essential services and complex approval processes due to location in the Moreton Bay Marine Park.
- ii) Tourist accommodation on the islands is currently very limited. The Moreton Bay Infrastructure Plan reported that Moreton Bay was under-served with tourism infrastructure. Eco-tourism and B&B style short breaks have been identified as opportunities for the islands.
- iii) The Jobs, Placement, Employment and Training (JPET) service provides outreach from the mainland but it is limited to one day per week to Macleay Island. More training programs that are linked to employment opportunities on either the mainland or the islands are required. This may also assist the further development of a range of cottage industries (i.e. arts and crafts) and open up further income generation and skill development opportunities.

#### *Current action:*

- Council provides advice and assistance to SMBI businesses, individuals and groups through the Business Grow program
- Council also supports the operation of a SMBI Tourism Working Group led by Brisbane Marketing to foster sustainable tourism development.
- A Bed & Breakfast Industry cluster has been established and is being supported through Redland City Council's Economic Development program

#### *Planned action:*

- Resorts have been proposed for Russell Island. One development has received preliminary planning approval. A second development proposal was refused, with an appeal yet to be held.
- The Queensland Government has expressed an interest in improving tourism infrastructure in Moreton Bay

#### *Relevant documents:*

- Tourism Queensland: [www.investbrisbane.com/strategic-initiatives/moreton-bay-infrastructure-plan.asp](http://www.investbrisbane.com/strategic-initiatives/moreton-bay-infrastructure-plan.asp)
- Various media statements

### 3.8 Ageing population

In 2006 the average age of residents on the islands ranged from 51-58 years – nearly twice the Redland Shire and Queensland average. Over two-thirds of the islands' population is over 40 years.

Macleay Island has a seniors action group and over 50s club while Russell Island has an over 50s club. Blue Care and Meals on Wheels provide services to all islands, as does Home Assist Secure.

### Challenges

- i) There are no respite facilities on the islands. The cost of transport to the islands and lack of appropriate facilities limit such outreach services ability to respond appropriately to resident need.

### Current action:

- Council is implementing its shire-wide Ageing Well in the Redlands strategy.

### Planned action:

- An issue for consideration through the Place project.

### Relevant documents:

- Ageing Well in the Redlands (2006)
- Special Needs and Aged Housing Study (2004)
- Australian Bureau of Statistics 2006 Census of Population and Housing

## 3.9 Youth and Children

The largest populations of children and teenagers are found on Russell and Macleay Islands (see below).

### Children and Young People, SMBI, 2006

Islands	0-4 years	5-14 years	15-19 years
Karragarra Island	0	0	0
Lamb Island	15	30	15
Macleay Island	87	255	79
Russell Island	73	199	74
Total	175	484	168

Source: ABS Census of Population and Housing 2006

There are primary schools on both Russell and Macleay Islands but young people need to travel to the mainland for high school. The transition to high school is assisted by the Russell and Macleay Pathways (RAMPS) program which is operated as part of the Education and Training Reforms for the Future (ETRF). The islands have been identified as a priority in the Bayside Education District Youth Achievement Plan (DYAP).

Girl guides operate on all islands, and Macleay Island has a youth space – the Shack.

### Challenges

- i) A review of child care services by Council highlighted potential demand for outside school hours care and child care on the larger islands.

*Current action:*

- Primary schools on both Macleay and Russell Islands which provide a focal point for community activities, including the whole of community program for behaviour management, "You Can Do It".
- A number of key agencies including the Department of Communities, Lifeline, BICS and the Department of Child Safety are actively engaged with the two primary schools in exploring the expansion of family support services on the islands.

*Relevant documents:*

- District Youth Achievement Plan (Education Queensland)

### **3.10 Social disadvantage**

While Redland Shire is relatively affluent, the Southern Moreton Bay Islands house pockets of disadvantage with lower median incomes than the rest of the shire.

*Challenges*

- i) In 2007, Macleay and Russell Islands were ranked first and third highest in the top 20 rental stressed suburbs in Queensland – where median rent is a high proportion of median income (Courier Mail, September 4, 2007)

*Planned action:*

- Place Project will endeavour to coordinate responses to disadvantage

*Relevant documents:*

- RSC Community Development and Human Services Corporate Plan Background Paper
- ABS Census of Population and Housing 2006, Index of Socio-Economic Disadvantage

### **3.11 Community engagement**

The islands' communities have participated actively in consultation processes such as SMBIPLUS, and have a history of organising community action in response to various government policies and actions.

The most recent community-led activity was a community meeting hosted by Macleay Island Progress Association on 4 August 2007 which addressed three main issues: infrastructure, barges and paramedics.

*Current action:*

- Place Project initiatives and Reference Group

*Planned action:*

- An arts-led community engagement project is planned as part of the SMBI Place Project. RSC has committed \$30,000 over three years and may apply for funding to Arts Queensland and the Australia Council.

*Relevant documents:*

- SMBIPLUS
- Various PLACE Project minutes

- Relevant articles at the Bay Journal [www.bayjournal.com](http://www.bayjournal.com)

### **3.12 Arts**

Along with a number of individual artists, musicians and writers, the islands are home to cultural groups and facilities including:

- Bay Island News
- Bay Island Writers Circle
- Macleay Island Arts Complex
- Macleay Island Community Library
- Macleay Island Players
- Macleay Island Writers
- Moreton Bay Square Dancers
- RKL Islands Heritage Group
- Russell Island Writers' Circle.

*Current action:*

- Council is developing a shire-wide arts trail which will include SMBI
- Council is also developing a festival and events strategy for the shire.

*Planned action:*

- Council will implement arts-based community engagement strategies as part of the SMBI Place Project – additional funding is being sought for this
- Council's Cultural Plan will be developed and will cover the islands as well as the whole shire.

### **3.13 Open space, sport and recreation**

*Challenges*

- i) The Local Growth Management Strategy specifies the need for a network of integrated high quality public open space for recreation and sport. Public access is also required to the Moreton Bay foreshore. Currently there are limited sporting and park spaces on the islands.
- ii) The Southern Moreton Bay Islands Open Space Plan identified needs for pedestrian and cycle paths, and identified land suitable for sport and recreation purposes which council should retain, acquire, purchase or develop.

*Current action:*

- Construction of the Russell Island pool is complete.
- Council has secured large parcels of land on Macleay and Russell Islands for district level sport and recreation. Council is also securing smaller parcels of land for open space, local sport and recreation purposes.

*Planned action:*

- Council will undertake a SMBI Sport and Recreation Strategy in partnership with Sport and Recreation Queensland as part of the SMBI Place Project

### **3.14 Community Health and Safety**

#### *Challenges*

- i) There have been reports of anti-social behaviour and hooning by young people on Macleay Island, with assaults and vandalism reported (Courier Mail, 6 August 2007).
- ii) Mosquitoes are a significant health and nuisance issue on the islands.

#### *Current action:*

- A stealing from cars prevention program has been implemented at Weinam Creek Car park
- Queensland Government have provided resident police on Russell and Macleay Islands.

#### *Planned action:*

- Council is developing a Community Health Profile for the Redlands.

#### *Relevant documents:*

- SMBIPLUS Planning Strategy

### **3.15 Environmental protection**

The Marine Parks (Moreton Bay) Zoning Plan 1997 which identifies the different zones within the marine park and indicates the types of activities that can occur in each zone expires on 1 September 2008 and is currently being reviewed by the Queensland Government's Environmental Protection Agency. The plan will have significant impacts on the management of the islands and surrounding waterways.

The SMBIPLUS process resulted in the SMBI Conservation Acquisition Strategy, which recommended voluntary acquisition of 860 private lots for conservation, bushfire management, land and habitat consolidation purposes.

The Redlands Planning Scheme includes 6,400 parcels of land in a conservation zone which seeks to provide for the long-term protection of the documented environmental values.

#### *Challenges*

- i) Although stakeholders have agreed to manage bushfire risk and protect significant habitat on identified lots, the SMBI Development Entitlements Protection Act 2004 is likely to result in residential development occurring on lots identified for conservation purposes.

#### *Current action:*

- Council is considering options to voluntarily acquire remaining private lots identified for conservation purposes and glossy black cockatoo habitat protection.
- A vegetation protection order has been declared to protect native vegetation from indiscriminate clearing.
- Review of the Moreton Bay Marine Park Zoning Plan is progressing.
- More direct links have been established by the Place Project between the Combined Bay Islands Community Forum and the EPA, e.g. EPA representatives

attended a forum meeting in February 2008 to discuss residents' concerns regarding environmental issues.

*Planned action:*

- Continued voluntary land acquisition/land exchange program by Council.
- Investigation into the amalgamation of Council conservation lots including road closures to create viable environmental reserves.

*Relevant documents:*

- SMBIPLUS
- Moreton Bay Marine Park Zoning Plan Review
- Glossy Black Cockatoo Investigation Report

### **3.16 Drainage issues**

Some inappropriately sub-divided lots have significant drainage problems.

*Current action:*

- Council offers a general rate reduction on land with drainage problems.
- Council's voluntary purchase program expired in 2003.

*Relevant documents:*

- SMBIPLUS

## 4. Responsibilities

With the winding up of the Place Project, the Queensland Government and Council are facilitating a transition to oversight of action plans by the Combined Islands Forum (the forum of organisations in the Southern Moreton Bay Islands).

Redland City Council's Corporate Plan highlights the need for government to work in a coordinated manner to address short-term and long-term infrastructure and servicing issues on the islands.

Meanwhile, Redland City Council and various state government agencies will continue their respective roles, working to management frameworks depicted below.

### Overview of current management frameworks

Issue	Queensland Government (state/regional/district focus)	Redland City Council (city/local focus)
<b>Planning and development</b>	SEQ Regional Plan 2026	(draft) Local Growth Management Strategy and Implementation Schedule Redlands Planning Scheme
<b>Infrastructure provision</b>	SEQIPP 2007-2026 Translink Network Plan 2007-2026 (local actions)	Redland City Council Corporate Plan SMBI Transport Management Plan (draft)
<b>Local services and facilities</b>	Individual agency strategic plans including District Health Plans, Youth Development Plans etc  Southern Moreton Bay Islands Sport & Recreation Strategy (under development)	Redland City Council Corporate Plan Redlands Social Infrastructure Plan (under development)  Island Library Strategy Southern Moreton Bay Islands Sport & Recreation Strategy (under development)
<b>Environment &amp; resource management</b>	Moreton Bay Marine Park (under review) Climate Change Adaption Plan (proposed)	Redland City Council Corporate Plan SMBI Open Space Plan
<b>Community Engagement</b>	Place Project (local actions)	Redland City Council Corporate Plan  Place Project

Along with Redland City Council a number of state agencies are pursuing current initiatives for the Southern Moreton Bay Islands, including Translink, Queensland Health and Sport and Recreation Queensland.

Initiatives in progress now, largely as a result of the Place Project, include:

- Southern Moreton Bay Islands Sport and Recreation Strategy, due for completion by end 2008 (Sport and Recreation Queensland and Redland City Council)
- Southern Moreton Bay Islands digital arts project due for completion by July 2009 (Redland City Council and Queensland Government).

## 5. Demographic profile – Southern Moreton Bay Islands

### Summary Profile

- The Southern Moreton Bay Islands – Macleay, Russell, Lamb and Karragarra Islands – housed a resident population of 4,224 on Census night in 2006.
- However over 28% of dwellings were unoccupied, suggesting potential for significant increases in population at times
- By 2026, the islands' population is projected to increase to 7,163 people (an increase of 69.2% from 2006), although planners have flagged the potential for much higher increases through infill development on the islands
- The islands' populations are older than that of the wider Redland City, with median ages from 51 to 58 years, nearly double that of Redlands or Queensland
- Children and young people are significantly under-represented compared with other parts of Queensland – on Karragarra Island there were no residents under 25 at all
- Households on the islands largely comprise people living alone or couple families without children
- The islands have more indicators of disadvantage than other parts of Redland City
- Incomes across the islands are relatively low, leading to potential housing stress.

### Introductory note

This profile is based on 2006 Census data, compared where possible with 2001 data and population projections supplied by Redland Shire Council. Unfortunately many key sources for statistical analysis are not separately available for the islands.

### Population Trends

- A resident population of 4,224 people in 2006, an increase of 984 people since 2001
- By 2026, the population is projected to increase to 7,163 people (increase of 69.2%).
- Significant proportion of unoccupied dwellings (over 28%), compared with 8% for the shire – evidence of the significant number of investment properties on the islands with absent owners.
- Between 2003-2006, 677 residential dwellings were built on the islands, an average of 169 dwellings/year.

In 2006, the Southern Moreton Bay Islands recorded a population of 4,224 people with the majority of residents living on either Russell or Macleay Islands. The population of the Southern Moreton Bay islands, while small in absolute terms, is growing considerably faster than the rest of Redland Shire, particularly on Russell Island and Macleay Island. Mean population growth rate from 1996 to 2001 was 28%, double Redland Shire and triple Queensland. Between 2001 and 2006, population growth across the four islands was 30.3% (see Table 1).

Strong growth is projected for Macleay and Russell Islands between now and 2026, with slower growth on Lamb Island, while Karragarra's population is expected to

shrink. Overall population growth is expected to be almost 70%, compared with 43% projected for Redland Shire overall.

The Census night population does not portray the population swells that occur on the islands, where overall 28.5% of dwellings were unoccupied on Census night. The 793 unoccupied dwellings may be occupied at various times of the year, increasing the population at these times significantly.

Total dwelling numbers have increased significantly on Macleay and Russell Islands, and dwellings on all four islands have increased at about twice the rate of Redland Shire overall. Dwelling growth has roughly kept pace with population growth, and proportions of unoccupied dwellings have stayed much the same as a percentage of total dwellings.

**Table 1: Southern Moreton Bay Islands Population Trends**

	2001	2006	Growth % 2001 to 2006		2026 (projection)	Growth % 2006 to 2026	
			No	%		No	%
Karragarra Island	115	125	10	8.7%	104	-21	-16.8%
Russell Island	1,309	1,779	470	35.9%	3,402	1,623	91.2%
Lamb Island	328	373	45	13.7%	458	85	22.8%
Macleay Island	1,498	1,957	459	30.6%	3,199		63.5%
SMBI total	3,250	4,234	984	30.3%	7,163	2,929	69.2%
Redland Bay	6,844	10,889	4,045	59.1%	25,720	14,831	136.2%
Redland Shire	113,811	127,627	13,816	12.1%	182,678	55,051	43.1%
Brisbane	1,608,820	1,763,131	-	9.6%	-	-	-
Queensland	3,585,639	3,904,532	-	8.9%	-	-	-

Source: ABS Census of Population and Housing 2001, 2006, Queensland Government (2007) Revised population projections for Redland Shire

**Table 2: Southern Moreton Bay Islands Dwellings: occupied dwellings (total dwellings including unoccupied dwellings)**

	2001	2006	Trends and issues
Karragarra Island	58 (108)	70 (120)	41.7% of dwellings unoccupied
Russell Island	635 (854)	830 (1,142)	27.3% unoccupied 33% increase in total dwellings
Lamb Island	162 (258)	179 (265)	32.5% unoccupied
Macleay Island	712 (994)	914 (1,259)	27.4% unoccupied 26% increase in dwellings
SMBI total	1,567 (2,214)	1,993 (2,786)	28.5% unoccupied 25.8% increase in total dwellings
Redland Bay	2,474 (2636)	3,678 (3,913)	6% unoccupied
Redland Shire	40,895 (44,264)	46,197 (50,294)	8% unoccupied 13.6% increase in total dwellings
Brisbane		660,824 (705,764)	6.4% unoccupied
Queensland		1,508,522 (1,660,750)	9.2% unoccupied

Source: ABS Census of Population and Housing 2001, 2006

**Table 3 – Southern Moreton Bay Islands – New Dwellings 2003-2006 (Calendar year)**

	2003		2004		2005		2006		New refuse charges 2003-2006	Domestic building approvals 2003-2006	Average domestic building approvals per year
	New refuse charge	Domestic building approvals									
<b>Karragarra Island</b>	10	6	2	8	7	4	8	9	27	27	7
<b>Russell Island</b>	73	73	68	68	87	87	76	76	304	304	76
<b>Lamb Island</b>	11	12	15	12	9	6	8	8	43	38	10
<b>Macleay Island</b>	72	81	77	79	80	76	70	72	299	308	77
<b>SMBI total</b>	166	172	162	167	183	173	162	165	673	677	169

Source: Redland Shire Council 2007

## Resident vs. Absentee Landholder Populations

Local residents estimate the current island population to be approximately 8,000 people taking into account the large number of absentee landholders (see Table 4 below). This figure is nearly double that reported by the ABS Census count.

In 2006, Redland Shire Council estimated there were 8,440 vacant land parcels in the Southern Moreton Bay Islands suitable for residential development. Based on current development trends, an additional population of 4,200 people and 2,000 dwellings could be expected over the next 20 years (a projected total residential population of 8,434 people by 2026<sup>2</sup>).

**Table 4: Resident vs. Absentee Landholder Populations**

	2001 Census		2006 Census		Local population estimate 2007*
	Resident population	Number of dwellings	Resident population	Number of dwellings	
Karragarra Island	115	108	125	120	1000**
Russell Island	1,309	854	1,779	1142	3500
Lamb Island	328	258	373	265	1000**
Macleay Island	1,498	994	1,957	1259	3500
<b>SMBI total</b>	<b>3,250</b>	<b>2214</b>	<b>4,234</b>	<b>2786</b>	<b>8000</b>
Redland Bay	6,844	2636	10,889	3913	

Source: ABS Census of Population and Housing 2001, 2006 Quickstats

Note: Local population estimate\* – as reported in BayJournal (2007) Trouble in Paradise: Ron Bowden looks at the issue of the southern Moreton Bay Islands, by Lee Shipley, Tuesday 14 August 2007 [located at [www.bayjournal.com.au](http://www.bayjournal.com.au)], \*\*indicates resident population of Karragarra and Lamb Islands combined.

## Age Profile

- In 2006 the median age of residents on the islands ranged from 51-58 years – nearly that for Redland Shire and Queensland. On Karragarra Island there were no residents under 25 years.
- The largest populations of children and teenagers are found on Russell and Macleay Islands.
- Over two-thirds of the islands' population is over 40 years, with people aged 40-64 years comprising nearly half of the islands' population (46%).
- By comparison, in Redland Bay less than half of the resident population is over 40 years.

The islands have a significant older population than the remainder of the shire. In 2006, median ages on the islands ranged from 51 years on Macleay Island to 58 years on Karragarra Island (see Table 5 below).

<sup>2</sup> Redland Shire Council (2007) draft Redland Local Growth Management Strategy: Appendix 3 – 2026 LGMS Suburb Breakdowns – Planning Figures, as adopted by Redland Shire Council

**Table 5: Average age of Southern Moreton Bay Island residents 2006**

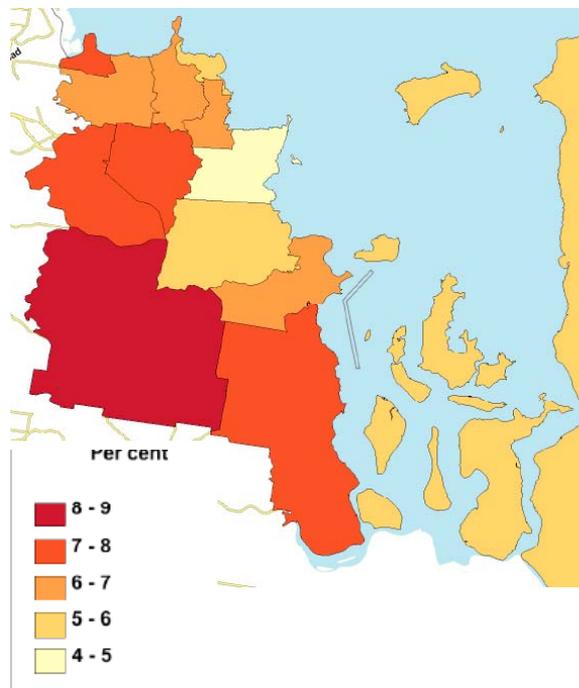
	Median age
Karragarra Island	58 years
Russell Island	52 years
Lamb Island	56 years
Macleay Island	51 years
SMBI total	na
Redland Bay	36 years
Redland Shire	38 years
Brisbane	34 years

Source: ABS Census of Population and Housing 2006

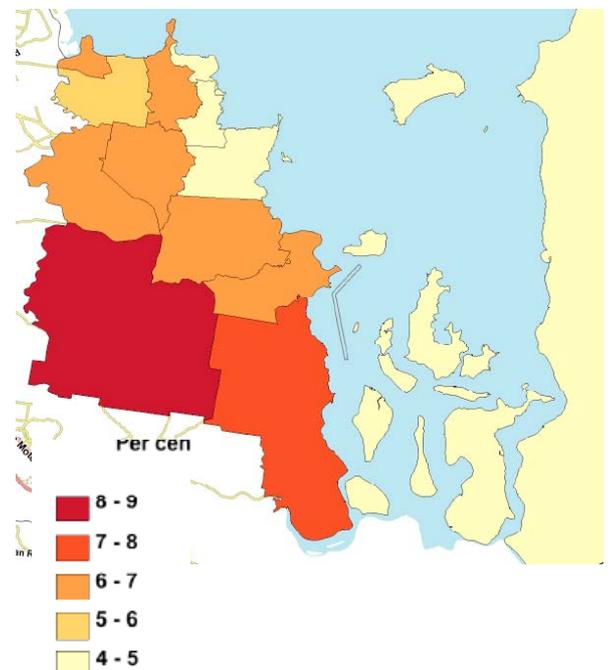
In 2006 the proportion of young children and teenagers living on the islands was below that for the rest of the Shire. On Karragarra Island at the time of the 2006 Census there were no children and young people (under 14 years). Of most significance is the very low representation of people between 15-24 years across all of the island communities

Older people (40-64 years) comprise nearly half of the islands population (46%), with over two-thirds of the islands population over 40years. The proportion of older people has stayed relatively stable since 2001, with just over 20% of residents over 65 (compared with 13% in Redland Shire as a whole. This suggests that the growth in population is in younger age groups, or possibly that some older people are not ageing in place on the islands.

**Figure 1: Proportion of children (0-4 years) 2001**

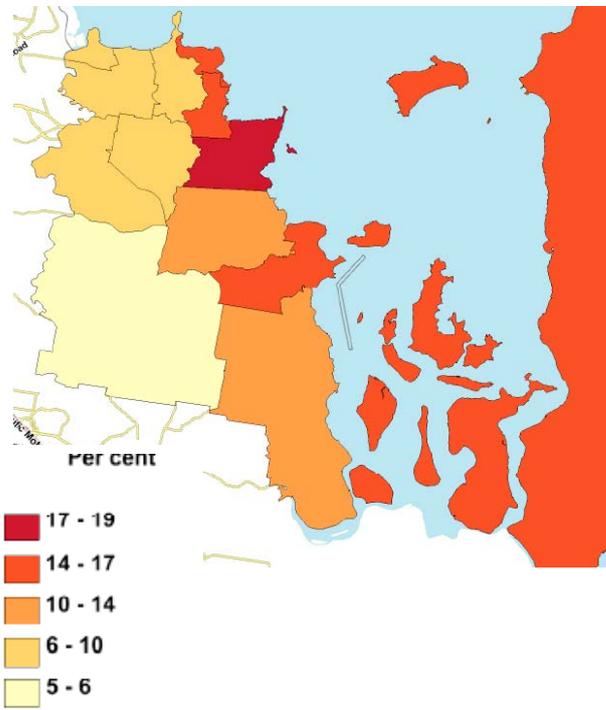


**Figure 2: Proportion of children (0-4 years) 2006**

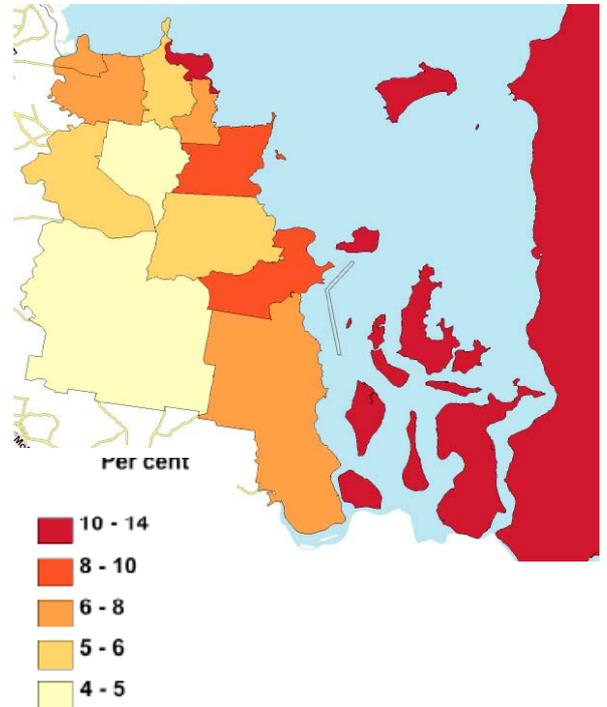


Source: ABS Census of Population and Housing 2001, 2006, MapStats

**Figure3: Proportion of older people (65+years) 2001**



**Figure 4: Proportion of older people (65-74+years) 2006**



Source: ABS Census of Population and Housing 2001, 2006 MapStats

**Table 6: Southern Moreton Bay Islands Age Profile 2006**

	0-4yrs	5-14yrs	15-24yrs	25-39yrs	40-64yrs	65-74yrs	75+yrs	Total
Karragarra Island	0	0	0	10	77	26	11	124
Russell Island	73	200	121	200	825	254	105	1,778
Lamb Island	15	31	24	23	182	68	30	373
Macleay Island	86	254	119	229	877	277	115	1,957
SMBI total	174	485	264	462	1,961	625	261	4,232
Redland Bay	843	1,825	1,183	2,245	3,519	727	548	10,890
Redland Shire	7,879	18,824	17,321	22,432	44,607	8,569	7,995	127,627
Brisbane	-							
Queensland	-							

Source: ABS Census of Population and Housing 2006, Community Profile Table B04 Age by Sex

**Table 7: Ageing on Southern Moreton Bay Islands (people 65+years)**

	2001	2006	Trends and issues
Karragarra Island	33 (28.7%)	29 (23.2%)	Decrease in older people The proportion of older people is significantly higher than the shire as a whole, but is not increasing out of proportion with population growth.
Russell Island	265 (20.2%)	363 (20.4%)	
Lamb Island	64 (19.5%)	89 (23.9%)	
Macleay Island	306 (20.4%)	394 (20.1%)	
SMBI total	668 (20.5%)	875 (20.6%)	
Redland Bay	947 (13.8%)	1,280 (11.8%)	
Redland Shire	13,058 (11.5%)	16,564 (13%)	
Brisbane	(12.2%)	196,739 (11.2%)	
Queensland	(12.4%)	482,891 (12.4%)	

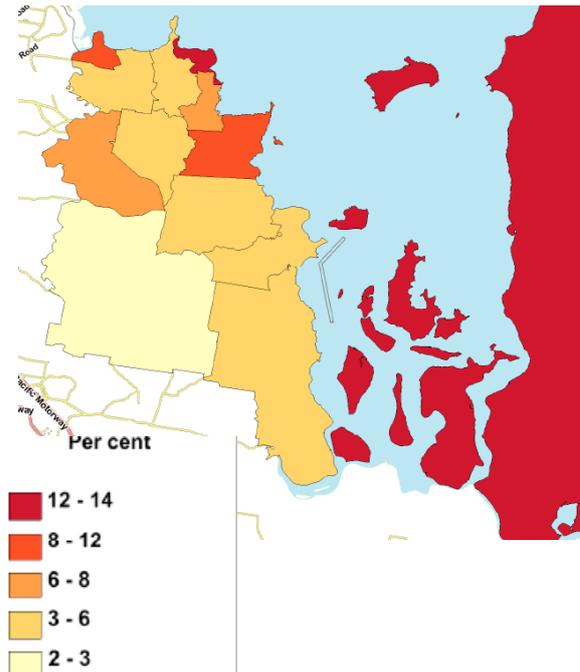
Source: ABS Census of Population and Housing 2001, 2006

## Households

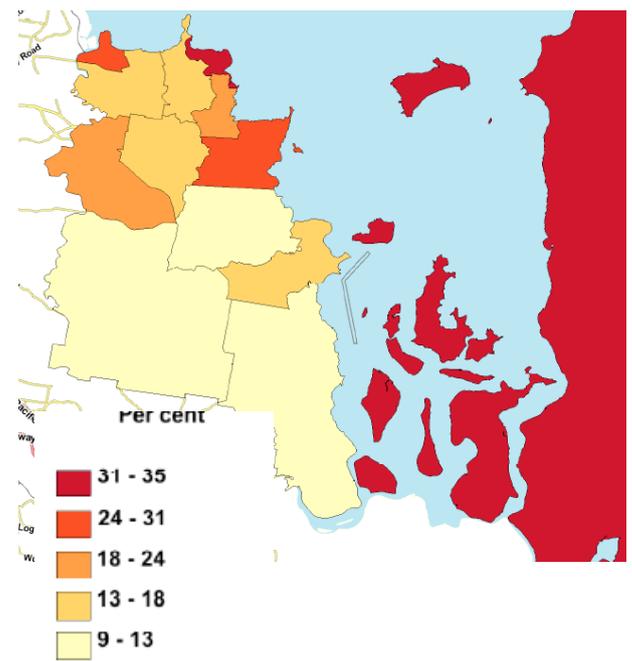
Significant proportions of island households comprise people living alone, while among family households, couple families without children are the dominant group.

Between 2001 and 2006 there was a significant increase in the proportion of lone person households in the shire. The most significant concentrations being found at Wellington Point, North Stradbroke and the Southern Moreton Bay Islands.

**Figure 5 – Lone person households 2001**



**Figure 6 – Lone person households 2006**



Source: ABS Census of Population and Housing 2001, 2006 MapStats

**Table 8: Lone person households**

	2006	Trends and issues
Karragarra Island	44.3%	Significantly higher than shire, Brisbane or Queensland figures
Russell Island	30.8%	
Lamb Island	35.2%	
Macleay Island	33.2%	
Redland Bay	12%	Down from 15.2% in 2001
Redland Shire	18.6%	Up from 17.9% in 2001
Brisbane	21.2%	Down from 25.2% in 2001
Queensland	21%	Down from 21.8% in 2001

Source: ABS Census of Population and Housing 2001, 2006

## Disadvantage

In 2001 and 2006, the Southern Moreton Bay Islands were rated as experiencing a higher level of disadvantage than for both the Shire and Queensland (see Table 8). A low rating on the SEIFA indicates further investigations into the local situation should be undertaken to confirm the specific nature of the issues and concerns.

**Table 9: Disadvantage (SEIFA index ratings)**

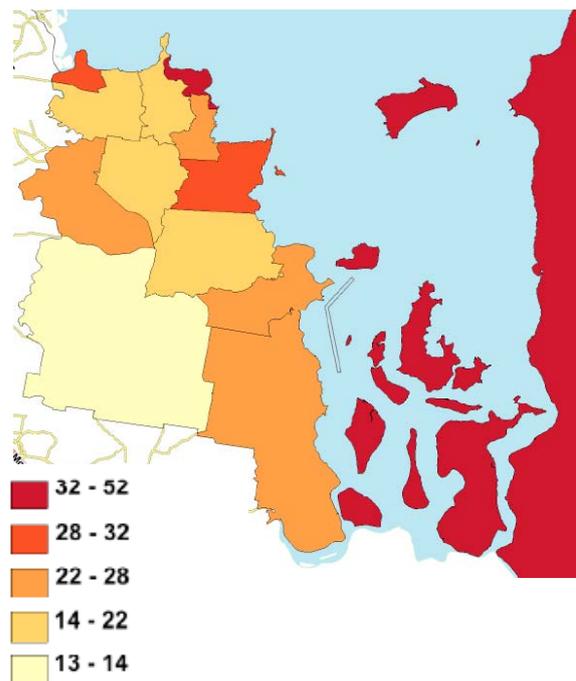
	2001	2006	Trends and issues
Karragarra Island	947	920	The lower the rating the more indicators of disadvantage apply. The islands are significantly lower than the shire average. By way of comparison Inala's score was 718 (in 2001) and 798 (in 2006).
Russell Island	797-868	857-888	
Lamb Island	893	847	
Macleay Island	815-880	860-931	
Redland Shire	1000	1034	
Queensland	991	-	

Source: ABS SEIFA Index 2001, 2006

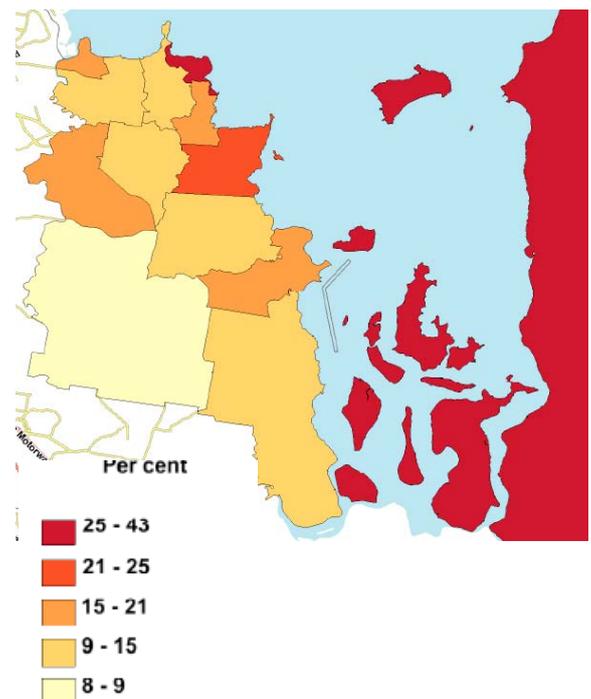
## Household Income and Housing Affordability

Incomes are low on the islands when compared with the whole of Redland Shire, Brisbane and Queensland, with median household incomes and median individual incomes about half those for the shire overall.

**Figure 7: Low income households 2001 (% of households earning less than \$500/week)**



**Figure 8: Low income households 2006 (% of households earning less than \$500/week)**



This pattern is clearly supported by the distribution of low income households across the shire. As shown in Figures 7 and 8, a significant proportion of low income households were found on the islands in 2001, and this pattern continued in 2006.

**Table 10: Median Household Income (\$/weekly)**

	2006	Trends and issues
Karragarra Island	\$474	Consistent with 2001 data, where the islands had significantly higher proportions of low income earners than Brisbane and Queensland figures
Russell Island	\$503	
Lamb Island	\$486	
Macleay Island	\$531	
Redland Bay	\$1,174	
Redland Shire	\$1,106	
Brisbane	\$1,111	
Queensland	1,033	

Source: ABS Census of Population and Housing 2006

Housing costs (both for rental and home purchase) are lower than that for Redland Shire, Brisbane and Queensland (see Tables 10 and 11). However, when considered with the lower than average household incomes, housing stress could be an issue (see Figure 9).

**Table 11: Housing affordability - median rent**

	2001	2006	Trends and issues
Karragarra Island	\$100-149	\$150	Note low rental levels (24.3%)
Russell Island	\$100-149	\$150	
Lamb Island	\$100-149	\$150	19.6% rented
Macleay Island	\$100-149	\$160	
Redland Bay	\$150-199	\$277	Note rent levels are higher than that for Brisbane.
Redland Shire	\$150-199	\$240	
Brisbane	\$150-199	\$220	
Queensland	\$150-199	\$200	

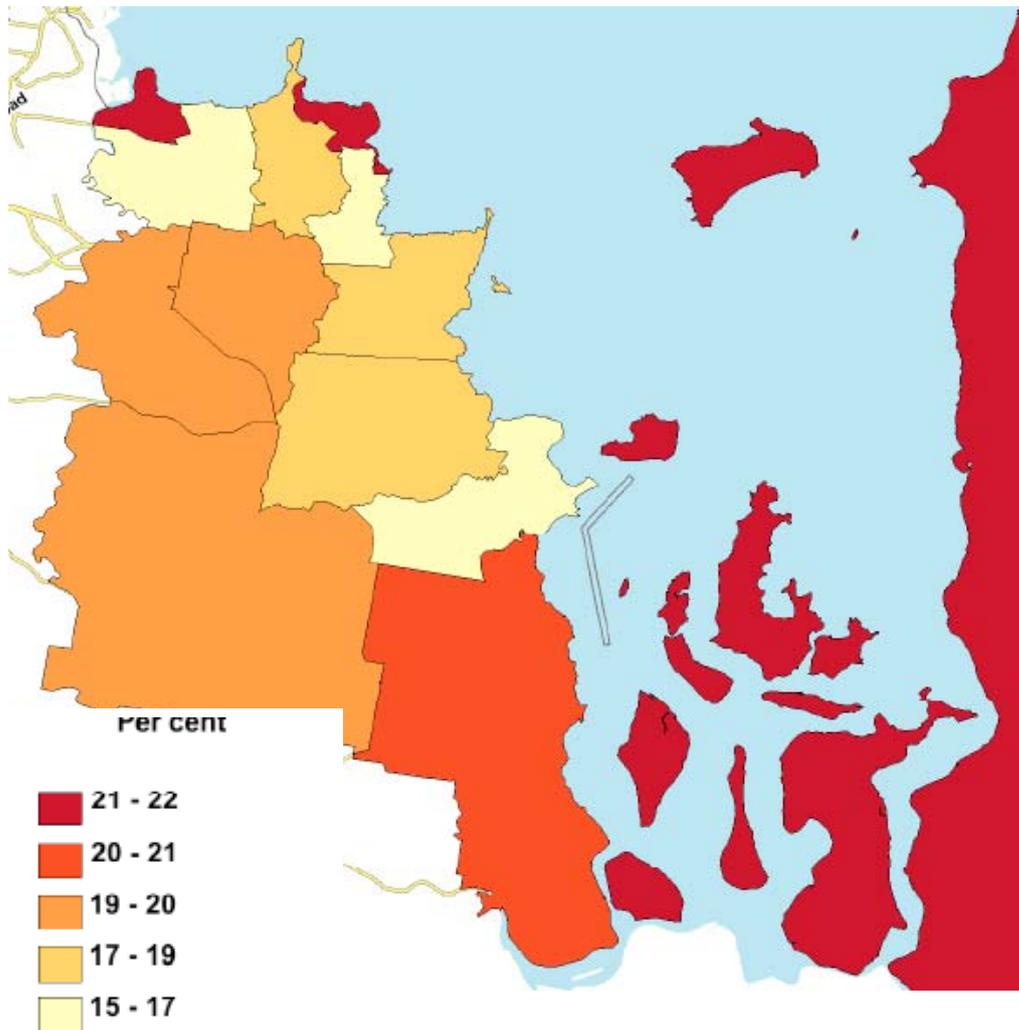
Source: ABS Census of Population and Housing 2001, 2006

**Table 12: Housing affordability: median housing loan repayments**

	2001	2006	Trends and issues
Karragarra Island	\$400-599	\$824	Note home loan repayment levels less than half that for Redland Bay, and significant lower than for Redland Shire as a whole
Russell Island	\$400-599	\$790	
Lamb Island	\$400-599	\$650	
Macleay Island	\$400-599	\$700	
Redland Bay	\$800-999	\$1,600	Note house purchase costs above the Brisbane and Queensland average
Redland Shire	\$800-999	\$1,365	
Brisbane	\$800-999	\$1,450	
Queensland	\$800-999	\$1,300	

Source: ABS Census of Population and Housing 2001, 2006

**Figure 9: Households in housing stress (Households paying more than 30% of their income in housing costs)**



Source: ABS Census of Population and Housing, MapStats

### **Cultural diversity**

Like most of Redland Shire the population is relatively homogenous in cultural and linguistic terms, with over 90% speaking English as their major language. Proportions of Aboriginal and Torres Strait Islander people are higher on Macleay (3%) and Russell (2.5%) Islands than in the rest of Redland Shire (1.5%).

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### **Online resources**

<http://russellislandbb.com.au/gn.html>

<http://www.bayjournal.com.au/joomla/>