

## 5.7. NAMING OF UNNAMED ROAD, KILLALOE

<b>REPORT AUTHOR</b>	Gaye Scott, Community Liaison Officer
<b>MANAGER</b>	Natasha Murray, Manager Infrastructure
<b>DEPARTMENT</b>	Infrastructure

### RECOMMENDATION

#### That Council:

- 1. Resolves to name the road off Captain Cook Highway, leading to Gold Coast Marine Aquaculture, Noel Herbst Road.**
- 

### EXECUTIVE SUMMARY

Council received an application to name an unnamed road reserve leading to Gold Coast Marine Aquaculture after the business owner Noel Herbst. This was tabled at the 25 August 2020 Ordinary Meeting. The item was deferred after receiving an alternative suggestion from the Douglas Shire Historical Society to name the road Old Ferry Road.

Both parties were invited to provide additional information for Councillors to consider, which they did, and the matter was discussed at Council's workshop on 2 September 2020.

### BACKGROUND

An unnamed road reserve off Captain Cook Highway in Killaloe is the primary access for the prawn farm, Gold Coast Marine Aquaculture (GCMA). Following an application from Gassman Development Perspectives (Attachment 1) to name the road after GCMA's owner Noel Herbst a report was tabled for the Ordinary meeting on the 25 August 2020 as Item 5.7.

When the Agenda was published, the Douglas Shire Historical Society (DSHS) submitted an alternative name for consideration—Old Ferry Road—and provided supporting material to show the road in question was part of the original 1880s Port Douglas Ferry Road which acted as a shortcut between Port Douglas and the settlement at Mossman River.

Research done by the DSHS found that in the northern vicinity of what is now the prawn farm, the gravel road had been built up on top of the corduroyed original road and that the mangrove wood layer was clearly visible in 1993. This method had been applied to the several shallow creek crossings between the mostly sand flats along the road.

The Douglas Shire Historical Society urged the Council to review Item 5.7 and the item was subsequently deferred to enable Councillors to consider the new information.

### COMMENT

The original applicants, Gassman Development Perspectives and the Douglas Shire Historical Society were both invited to provide any additional information.

Noel Herbst is unaware of the submission to name the road as the application was lodged by his management team and family. He by nature is a humble person so the management team provided the following additional information.

- The prawn farm which was first established in 1988, and later acquired by Noel Herbst and his family originally comprised of 27 ponds, producing 200 tonnes of prawns and employing 12 Staff. The most recent development stage has seen the farm expand to 43 ponds, producing 450 tonnes of prawns and employing 22 staff. The final stage of development will result in 63 ponds (the maximum the current environmental licence will allow), producing 700 tonnes of prawns and employing 30 staff in total – including those for the future hatchery.
- To achieve the expansion to date, Noel has invested more than three times the original purchase price of the original prawn farm.
- Noel's company has sponsored and worked with Commonwealth and State Agencies, including the CSIRO, to achieve the highest farm production of black tiger prawns worldwide. The proposed hatchery to be completed as part of the last stage of the Port Douglas farm will be to a standard of total biosecurity. It will certainly be a first for North Queensland.
- The Port Douglas farm is renowned within the industry, and in particular, the product was awarded the only gold medals for seafood at the last Royal Easter Show – including Grand Champion. This continues to bring national attention to Douglas Shire and North Queensland.
- The Port Douglas farm is the most northern operational farm in Australia and its produce makes a vital contribution to the national Christmas fresh prawn supply. The produce is of such a high standard that it is entirely sold and consumed within the Australian market.

The applicants would also like Council to consider the following:

- There has been no community interest in the history or naming of the unnamed road reserve up until now – particularly as it is now a stub road serving only the prawn farm and the Airport Radio Beacon via a specific easement. There is no legal access north of this unnamed stub road.
- Both Douglas Shire Council and Queensland Government have in the past seen fit to extinguish the reserves on both sides of Dickson Inlet—notably on the eastern side of the inlet to facilitate the construction of a marina and associated tourist facilities. It would have perhaps been far more relevant to consider the history at this time and relate it to the community and visitors in Port Douglas.
- The significant economic and employment contribution made by Noel Herbst to the prosperity of the local community and to the Queensland aquaculture industry is extensive and this is supported by a letter detailing Mr Herbst's contribution and national acknowledgment of same from the Australian Prawn Farmer's Association shown in Attachment 2.
- As a final point, the unnamed road reserve is a stub road which will only ever give access to Mr Herbst's farm.

The Douglas Shire Historical Society took the opportunity to expand upon its reasons for suggesting the name Old Ferry Road with an impressive and comprehensive analysis of the street names throughout the Shire.

This included looking at the proportion of road names that acknowledge our heritage and/or local family names. The full submission is worth a read and is shown in Attachment 3 & 4.

Section 60 (2) (d) of the Local Government Act gives Councils the power to name roads. Prior to resolving to adopt a specific road name consultation with stakeholders needs to be done. Council Officers have completed consultation and presented the results.

Council has an opportunity to grant the applicant's request to name the road Noel Herbst or follow the advice of the Douglas Historical Society and go with Old Ferry Road.

A third option which has been suggested by the applicants is to have a dual sign, which would acknowledge the road's history, either underneath or in a more formal way adjacent.

They say this would provide the solution of acknowledging the road's heritage and demonstrate Council is taking a progressive approach in supporting future growth. The best of both worlds.

## **PROPOSAL**

That Council:

1. Resolves to name the road off Captain Cook Highway in Killaloe, Noel Herbst Road.

## **FINANCIAL/RESOURCE IMPLICATIONS**

The total cost to Council is \$365 which is the cost to supply and install a street name sign. This cost can be funded from the 2020/2021 Operational Budget.

## **RISK MANAGEMENT IMPLICATIONS**

Nil

## **SUSTAINABILITY IMPLICATIONS**

**Economic:** Nil

**Environmental:** Nil

**Social:** Provides a street address for Gold Coast Marine Aquaculture which will assist with deliveries but primarily will acknowledge the contribution Noel Herbst has made to Queensland's aquaculture industry.

## CORPORATE/OPERATIONAL PLAN, POLICY REFERENCE

This report has been prepared in accordance with the following:

### Corporate Plan 2019-2024 Initiatives:

#### Theme 4 - Inclusive Engagement, Planning and Partnerships

In delivering for our communities, economy and environment, Douglas Shire will ensure open and transparent engagement and communication. We will develop robust strategic plans and we will partner with our community and key stakeholders.

*Goal 1 - We will implement transparent decision making through inclusive community engagement and communication*

## COUNCIL'S ROLE

Council can play a number of different roles in certain circumstances and it is important to be clear about which role is appropriate for a specific purpose or circumstance. The implementation of actions will be a collective effort and Council's involvement will vary from information only through to full responsibility for delivery.

The following area outlines where Council has a clear responsibility to act:

**Builder/Owner** Council makes a significant investment every year in the infrastructure that underpins the Shire through its capital works program. Council will manage its assets with appropriate frameworks and deliver its projects through robust project management.

## CONSULTATION

**Internal:** In preparing this report, consultation was undertaken with the Team Leader Planning and Senior Rates Officer.

**External:** Douglas Shire Historical Society

## ATTACHMENTS

1. Application for street name approval L 203 and L 204 S P 264765 - Gassman Development [5.7.1 - 2 pages]
2. APFA Letter of Recommendation N Herbst [5.7.2 - 2 pages]
3. Submission from Historical Society [5.7.3 - 6 pages]
4. Page 7 from Ferry Road Proposal [5.7.4 - 1 page]



OUR REF: 5555

30 June 2020

The Chief Executive Officer  
Douglas Shire Council  
PO Box 723  
Mossman Q 4873

DOUGLAS SHIRE COUNCIL Received	
File Name.....	
Document No .....	
- 7 JUL 2020	
Attention	NRB GS MS
Information	BJ.

Attention: Neil Beck/Gay Scott

Dear Sir,

**RE: APPLICATION FOR STREET NAME APPROVAL – ROAD CONTIGUOUS WITH LOTS 203 AND 204 ON SP264765 – OFF CAPTAIN COOK HWY, KILLALOE.**

We act for the Herbst family who are the owners of Gold Coast Marine Aquaculture (GCMA). As Council will be aware, GCMA have operated the business in Killaloe for a number of years and are currently undergoing a staged expansion of their operations.

The primary access to the site is via an unnamed road reserve off the Captain Cook Highway, and the purpose of this correspondence is to request if Council will consider the naming of this road reserve to either **Noel Herbst Road** (very much the correct term to support a business name in this environment and location) or **Noel Herbst Street**. Location plan attached for Council's information.

The reason for the name is that Noel Herbst is patriarch of the family business as well as being one of the pioneers of aquaculture and prawn farming in Queensland. Noel's Killaloe farm has won a number of national wards over the years and having the road to his farm bearing his name will be an acknowledgement of his contribution to the industry, particularly in North Queensland.

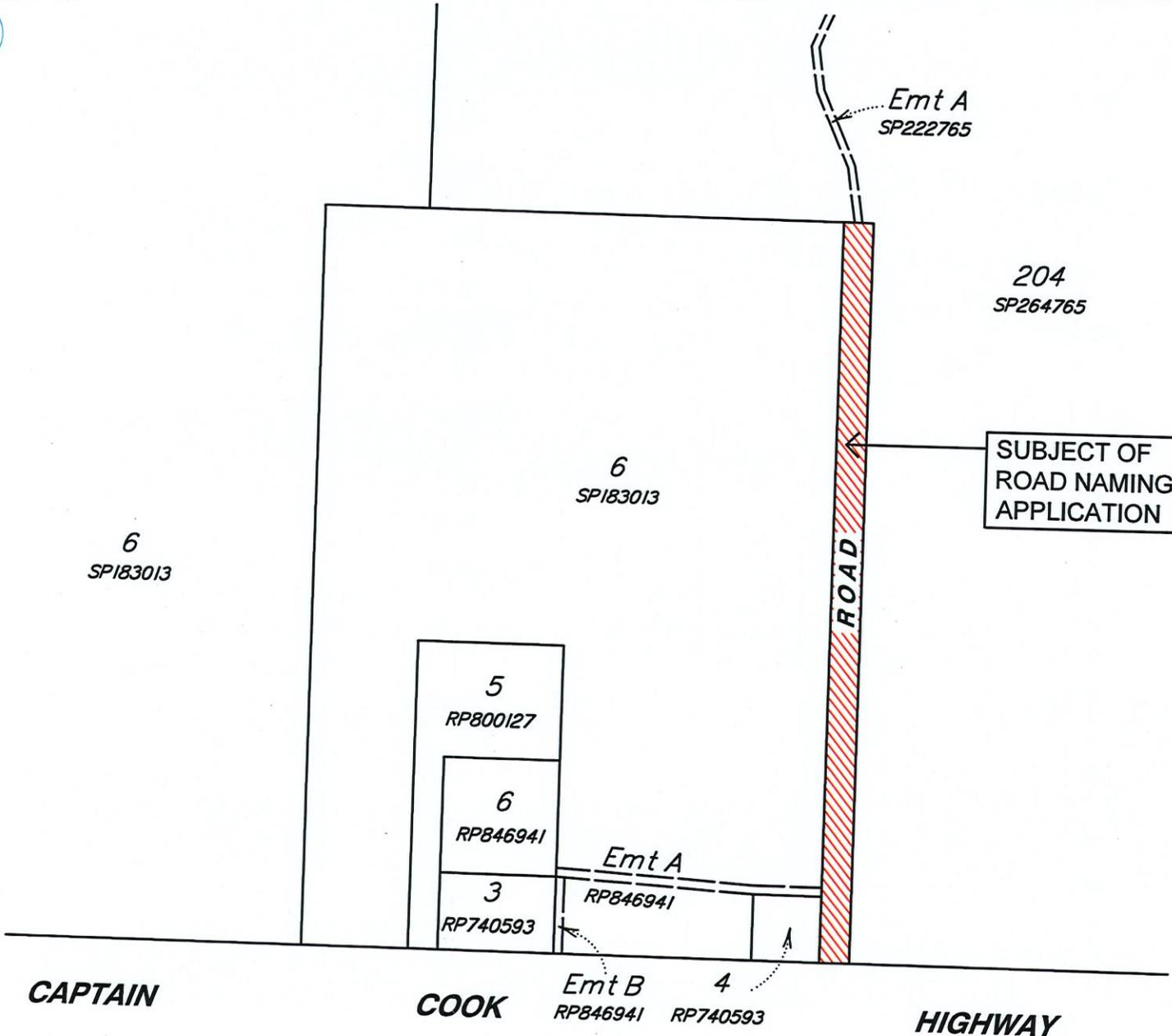
As explained to Council Officers, this application has been initiated by Noel's executive management team, and while respecting the process Council must follow, it would be greatly appreciated if some appropriate discretion could be used where possible throughout the assessment process.

We thank Council for their consideration of this road naming application, and should there be any queries, please do not hesitate to contact the writer in the first instance.

Yours faithfully,  
**GASSMAN DEVELOPMENT PERSPECTIVES PTY LTD**



**Brian Gassman**



**SUBJECT OF  
ROAD NAMING  
APPLICATION**



planning | environment | landscape | engineering | survey  
T: 3807 3333 | F: 3287 5461 | www.gassman.com.au  
Gold Coast & Logan | 76 Business Street, Yatala QLD | PO Box 392, Beerleigh 4207

Client: **GCMA**

Site Address: **Captain Cook Highway,  
Killaloe**

RPD:  
Lot:  
Plan:  
Local Authority: **Douglas Shire Council**

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Issue	Date	Description	SH DRN	BG CHK
-	30/06/20	ORIGINAL ISSUE		

Scale at A4: **1:4000**

Date: **30-06-20**

Checked: **BG**

Drawn: **SH**

Drawing Title: **SITE PLAN**

Drawing No: **5555 P 00 001** Rev. No:





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12 September 2020

To whom it may concern

**RE: Noel Reginald Herbst**

It is with great pleasure the Australian Prawn Farmers Association provides a letter of recommendation for Noel Reginald Herbst OAM.

In 2018-19, Australian prawn production increased by 18.1% to 4,630 tonnes, the total value of prawn production grew by 7.6% to \$80.4 million and the number of producing prawn farms went up by four to 20.

Due to this emerging high value industry attracting increased investment, Australian prawn farming is projected to grow to \$500m of sales value and will invest \$400m in capital expansion projects over the next 5 years. The industry will continue to be a significant regional economic driver, especially in Queensland. Over the next 5 years, 1,200 new regional direct jobs will be created and an estimated 3,000 indirect jobs via large investment in suppliers and contractors will be created.

None of this would have been possible without Mr Herbst.

Mr Herbst was awarded a Medal of the Order of Australia (OAM) for service to the Australian prawn farming industry, and to his local community.

In 1986, he founded Gold Coast Marine Aquaculture (GCMA), which is one of Australia's largest Black Tiger Prawn farming companies. Mr Herbst contributes significantly to regional employment and local communities which assists in improved social and economic outcomes for these areas.

Each year Mr Herbst uses one of his farms to host an annual fund raising event for the local Chamber of Commerce. This is a highly sought after event and attracts over 300 attendees.

In 1993 Mr Herbst helped found the Australian Prawn Farmer's Association and has served on the executive committee.

Mr Herbst is a true pioneer of Australian prawn farmers and over the last 35 years has significantly contributed to innovative farming techniques, sustainable practices, research to reduce pressure on wild



AUSTRALIAN  
**Prawn  
Farmers**  
ASSOCIATION

APFA ABN: 54 238 940 218  
President Matt West  
Executive Officer Kim Hooper  
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**Mobile: 0417 006 639**

caught stocks and the education of key policy makers (including Ministers) for the benefit of the industry and Australia's economy.

Mr Herbst is held in very high esteem by governments, key officials and stakeholders for his continued contribution to local communities and the industry.

The Australian Prawn Farmers Association is proud to provide this letter of recommendation for Mr Noel Reginald Herbst.

Sincerely

A handwritten signature in black ink, appearing to read 'Kim Hooper'. The signature is stylized with a large, sweeping initial 'K' and 'H'.

**Kim Hooper**  
Executive Officer

Noel Weare  
1/6 Coral Drive  
Port Douglas QLD 4877

Phone 07 4099 1601  
Mobile 0457 965 552  
Email noel.weare@me.com

RE: ORDINARY MEETING TUESDAY 25 AUGUST 2020  
ITEM 5.7. NAMING OF UNNAMED ROAD OFF CAPTAIN COOK HIGHWAY, KILLALOE

The Chief Executive Officer  
Douglas Shire Council  
PO Box 720  
Mossman Q 4873

For Attention of Gaye Scott | Media and Communications

### PROPOSAL TO NAME THIS UNNAMED ROAD "OLD FERRY ROAD"

Further to my email of 23 August 2020 to all Councillors in relation to this matter I would like to expand on my reasons for the suggestion of the name Old Ferry Road.

You will note that pages 2 and 3 of this document are based on research based on the Douglas Shire Planning Scheme 2018 and also an investigation into street/road names within Douglas Shire.<sup>1</sup>

The following examples relate to the four (4) sub-sections I have chosen to explore:

#### Number of Heritage Related Local Family Names (EXAMPLES)

Hart	early settler
Osborne	early settler
Johnston	early settler
Crawford	early settler, Senator for Queensland
Trezise	early settler

#### Number of Other Local Family Names (EXAMPLES)

Rex	Councillor
Pringle	grazier (Northedge Station)
Watson	Central Mill Director
Andrews	Councillor
May (Dixie)	Customs Tidewater

#### Number of Heritage Other Persons Names (EXAMPLES)

Jack	storekeeper to north Queensland generally
Newell	storekeeper to north Queensland generally
Macrossan	Secretary for Public Works and Mines (Qld)
Warner	Surveyor

#### Number of Heritage Street Names (EXAMPLES)

Colenso	tramway siding
Coolalinga	tramway siding
Syndicate	cane farming syndicate

Note: Exclusions are made of generic names like birds, marine, trees, flowers etc.

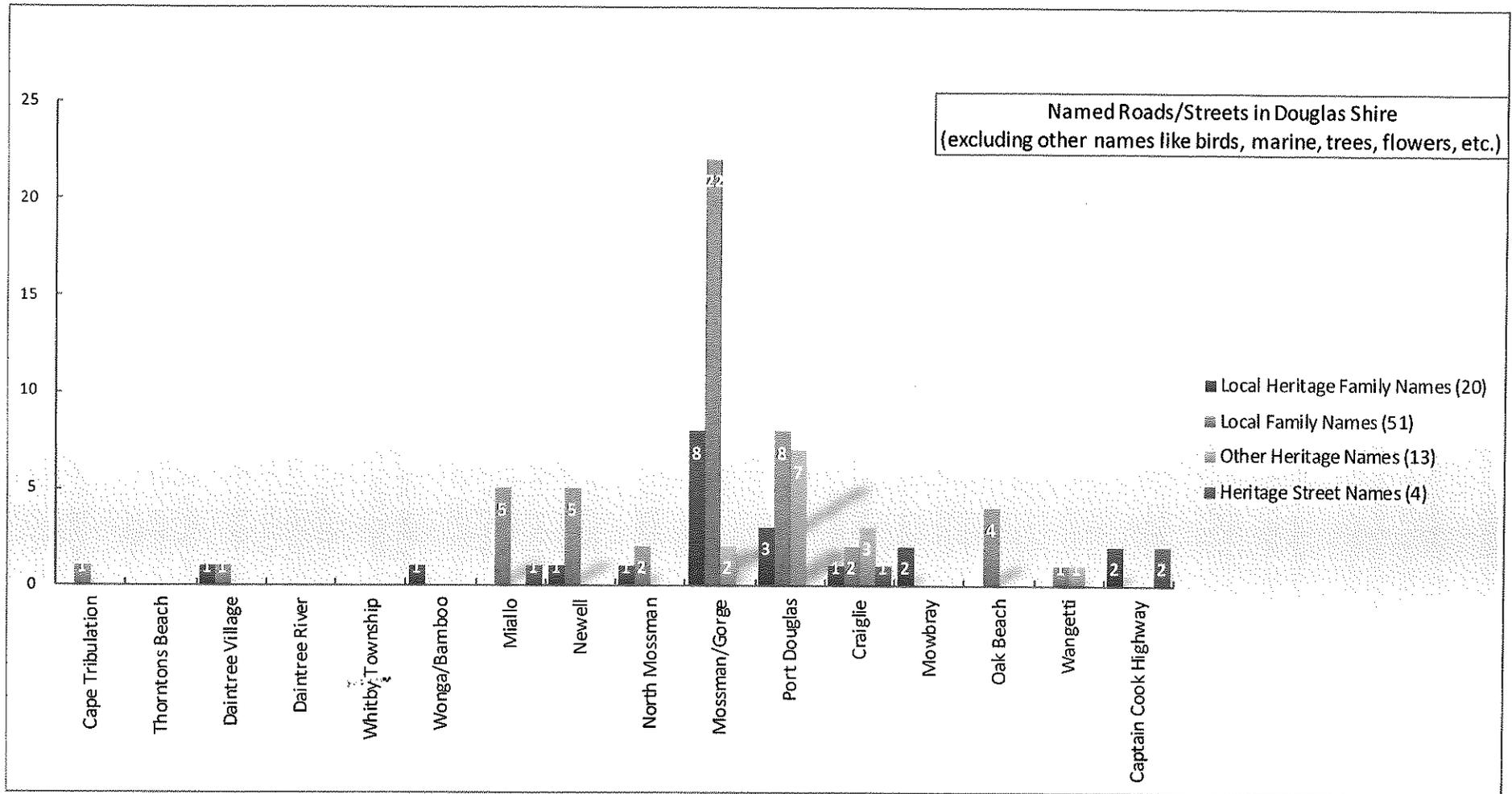
See page 2 Spreadsheet Numbers

See page 3 Numbers Chart

PLANNING DOCUMENT SHIRE LOCALITIES	PLANNING DOCUMENT SIGNIFICANT PLACES OVERLAY MAP	NUMBER OF SIGNIFICANT PLACES	OTHER SHIRE LOCALITIES (ARBITRARY)	NUMBER OF ROAD/STREET NAMES (excluding other names like birds, marine, trees, flowers, etc.)				TOTAL NAMES
				NUMBER OF HERITAGE RELATED LOCAL FAMILY NAMES	NUMBER OF OTHER LOCAL FAMILY NAMES	NUMBER OF HERITAGE RELATED OTHER PERSON NAMES	NUMBER OF HERITAGE STREET NAMES	
Cape Tribulation	Sheet PS-001	2	Cape Tribulation		1			1
Thorntons Beach	Sheet PS-002	1	Thorntons Beach					0
Daintree Village	Sheet PS-003	3	Daintree Village	1	1			2
Daintree River	Sheet PS-004	1	Daintree River					0
Whitby Township	Sheet PS-005	1	Whitby Township					0
Wonga/Bamboo	Sheet PS-006	2	Wonga/Bamboo	1				1
Miallo		0	Miallo		5		1	6
Newell		0	Newell	1	5			6
North Mossman	Sheet PS-007	3	North Mossman	1	2			3
Mossman	Sheet PS-008	12	Mossman/Gorge	8	22	2		32
Port Douglas	Sheet PS-009/PS-010	26	Port Douglas	3	8	7		18
Craiglie	Sheet PS-0011	1	Craiglie	1	2	3	1	7
Mowbray	Sheet PS-0012	2	Mowbray	2				2
Oak Beach	Sheet PS-0013	1	Oak Beach		4			4
Wangetti	Sheet PS-0014	1	Wangetti		1	1		2
Captain Cook Highway		0	Captain Cook Highway	2			2	4
<b>Totals:</b>		<b>50</b>		<b>20</b>	<b>51</b>	<b>13</b>	<b>4</b>	<b>88</b>

Page 2

Chart over....



## 1. REVIEW OF EXISTING STREETS AND ROADS NAMED AFTER PEOPLE

From the spreadsheet and graph it may be seen that the majority of these names in Douglas Shire that are in the Mossman greater area as far north as Miallo, are in fact over one-half (53%) of the total for the Shire. When the Port Douglas greater area as far south to the Cook Highway is considered the comparative figure is to over one-fifth (20%) of the total.

Breaking these down into those names which are Heritage related, the respective numbers are about one-sixth (15%) for Mossman and one-seventh (13%) for Port Douglas.

Shire total person names	100%	(88 person names)
Mossman town/gorge	36%	(32 person names)
Mossman greater area	53%	(47 person names)
Mossman heritage related	15%	(13 person names)
Mossman Wonga north	5%	(4 person names)
Port Douglas greater area	20%	(18 person names)
Port Douglas heritage related	13%	(11 person names)
Port Douglas Craiglie south	10%	(9 person names)

Turning to the number of Heritage Street names which relate to places (as opposed to people names), there are only four (4) in our Shire:

- Syndicate Road, Miallo
- Colenso Road, Cassowary
- Coolalinga Drive, Cassowary
- Teamsters Close, Craiglie

## 2. A BRIEF HISTORY OF THE MOSSMAN PRAWN FARM (AS I UNDERSTAND IT)

Sydney businessman, Ervin Vidor, took over the mid-1980s Mossman Central Mill's prawn property in 2003, his third in north Queensland, and marketed the product under the name Seafarm Crystal Bay prawns<sup>2</sup>. The amalgamated Douglas Division 10, part of Cairns Regional Council, was to receive a Dickson Inlet dredging campaign planned in November 2009. The dredge spoil transport system route crossed the immediate sand/mangrove flats to the north and where it was planned to pump via a location to the immediate west of the Seafarm property.<sup>3</sup>

Seafarm won an appeal overturning the valuation of the Queensland Law Court and the existing property was valued at \$220,000 versus the higher figure of \$450,000 in April of 2008.<sup>4</sup>

In the meantime in late 2008 Gold Coast Marine Aquaculture (GCMA) seems to have become associated with Ervin Vidor's Seafarm and was already working closely with the CSIRO Food Futures National Flagship when Cairns based Minister for Regional Development and Industry, Desley Boyle [1998-2012], had announced grants for this work.<sup>5</sup>

The GCMA • Blue Harvest website gives a history of the Noel Herbst family arriving in Australia in 1863 and Noel's much later founding of the Logan River farm south of Brisbane in 1986.<sup>6</sup> He acquired the Mossman property in 2012.

Fast-forward to September 2015 when GCMA lodged a Development Application for "material change of use" of the property with Douglas Shire Council,<sup>7</sup> – the completed project as we see it today.

Newsport journalist Howard Saklow announced the official opening of the expanded ponds and facilities on 23 November 2018.

Gold Coast Marine Aquaculture GCMA and its prawn-farming pioneer and family owner of the business , Noel Herbst, received an Order of Australia Award in 2014 and is a very respected person in the industry. Prior to the expansion of the Mossman Aquaculture prawn farm and his Gold Coast Marine Aquaculture Logan River Farm at Woongoolba, south of Brisbane his properties were producing some 1000 metric tons per year of Tiger Prawns.<sup>8</sup>

GCMA is a family owned business and I have no doubt that his investments have provided direct jobs at the farm in Douglas Shire as well as providing income for local suppliers and tradesmen. Telstra gives his residential address as: J J & N N Herbst, 57 Boundary Street, Beenleigh QLD 4207

Obviously Noel Herbst would be a good candidate for the private naming of the road reserve adjacent to the Mossman aquaculture in the absence of any more compelling reasons.

I ask Councillors to consider the Douglas Shire non-resident data which I have provided and that the ITEM 5.7. NAMING OF UNNAMED ROAD OFF CAPTAIN COOK HIGHWAY, KILLALOE as the "Noel Herbst Road" would be almost contrary to the spirit and benefit accruing from those thirteen (13) in number of Heritage Related Other Person Names given above.

I also contend that the lead up of Mr Herbst's entry only eight years ago to property development here in the Shire from 2012 has been previously well overshadowed by other just as deserving people who put their 'money where their mouth' is, e.g. Christopher Skase, John Morris and who do not have their name on roads or streets even though they planned whole housing estates in the area.

I'm sure that over the years there are many other local development-oriented business people who could also warrant similar treatment to that as is currently proposed for Noel Herbst.

As an example we know Mr Morris' community commitments have been that of land made over to churches etc., not forgetting those continued commitments to the success of the BallyHooley Railway and Hemmingways' Brewery, both of which provide real tourist income dollars and other incentives for our Shire.

I ask you to consider what Mr Herbst's community commitments might be?

In addition to my previous contact by email to all Councillors I firmly believe that I have now presented sufficient additional research and evidence which favours the Heritage Street place-names to be advanced from the Shire-wide (Heritage-deplorable) number of four (4) to five (5) by naming this unnamed road "Old Ferry Road".

Yours sincerely  
Noel Weare

noel.weare@me.com  
0457 965 552  
1/6 Coral Drive Port Douglas

## Endnotes

- 1 The streets and roads investigated by me are all based on searching the Shire ground level on the Google Earth software application. Of course if Douglas Shire Council wishes to confirm my numbers it has access to a database of roads and streets which I do not. I would imagine that since I carried out this exercise more than once then I assume my data should be within +/-5%, i.e. +/-4 to 5 names
- 2 *Sydney Morning Herald*, 9 December 2008
- 3 *Material Change Of Use – Temporary Dredge Pipeline (Undefined Use), Operational Works (Prescribed Tidal Works) And Environmentally Relevant Activity (Era 16 Extractive Activity) – Dicksons Inlet, Port Douglas & Killaloe – Division 10*
- 4 File No. LA2007/0123 Land Court of Queensland 11 April 2008
- 5 *All about Feed* website, 10 September 2008
- 6 <https://blueharvest.com.au>
- 7 Development Application - Development Permit For A Material Change Of Use For Aquaculture And Caretakers Residence, Reconfiguring A Lot (Bounday Realignment) And Operational Works (Change To Ground Level) At Captain Cook Highway, Killaloe (Lot 8 On Nr153, Lot 201 On Sp222765 & Lot 7 On Rp846941), dated 4 September 2015
- 8 *Shrimp News International* website, 13 June 2014



Photo taken by me 1993 showing mangrove wood corduroy for original road before gravel fill build-up for the Mossman Mill's prawn farm pond construction.

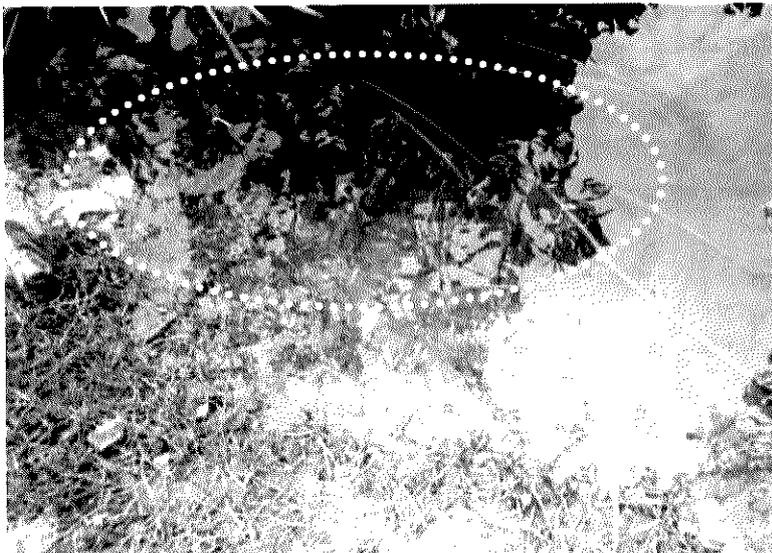


Photo in 1993 showing mangrove wood corduroy butts sticking out for original road before gravel fill build-up for the Mossman Mill's prawn farm pond construction.



WAS THE FERRY ROAD IMPORTANT? Of course! It was well used when horses were the chief mode of transport and even today the Mossman daughter of a local pioneering family relates the story of her father who, just prior to 1920, rode his horse over this route and rang the bell to attract the ferry-master for him to be taken across Dickson Inlet to Port Douglas.

Note: the first pond layout of the Mossman Central Mill's visionary subsidiary company Sea Ranch.