



**Redland**  
CITY COUNCIL

# **MINUTES**

## **GENERAL MEETING**

**Wednesday, 27 February 2013**

The Council Chambers  
35 Bloomfield Street  
CLEVELAND QLD

---

## Table of Contents

---

Item	Subject	Page No
1	DECLARATION OF OPENING .....	1
2	DEVOTIONAL SEGMENT .....	1
3	RECOGNITION OF ACHIEVEMENT .....	1
4	RECORD OF ATTENDANCE AND LEAVE OF ABSENCE.....	1
5	RECEIPT AND CONFIRMATION OF MINUTES.....	2
5.1	GENERAL MEETING MINUTES 13 FEBRUARY 2013 .....	2
6	MATTERS OUTSTANDING FROM PREVIOUS COUNCIL MEETING MINUTES.....	2
6.1	PETITION (DIVISION 5) REGARDING TREES PLANTED ON FORESHORE IN HASLINGDEN DRIVE, REDLAND BAY .....	2
7	PUBLIC PARTICIPATION.....	2
8	PETITIONS AND PRESENTATIONS.....	3
8.1	PETITION (DIVISION 5) PETITION FROM RESIDENTS REQUESTING A PARK ON PALMBEACH ROAD, RUSSELL ISLAND.....	3
9	MOTION TO ALTER THE ORDER OF BUSINESS .....	3
10	DECLARATION OF MATERIAL PERSONAL INTEREST OR CONFLICT OF INTEREST ON ANY ITEMS OF BUSINESS .....	3
11	MOTION TO ADJOURN GENERAL MEETING AT 10.49 AM .....	3
12	MOTION TO RECONVENE GENERAL MEETING AT 11.51 AM.....	3
13	ADOPTION OF COMMITTEE MEETING MINUTES & RECOMMENDATIONS .....	4
13.1	CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE 14 FEBRUARY 2013 .....	4
13.1.1	CLEVELAND CBD REVITALISATION COMMITTEE PROPOSED WORK PROGRAM .....	4
13.1.2	CLEVELAND CBD INCENTIVES PACKAGE COMMUNICATION PLAN .....	14
13.1.3	CLEVELAND CBD DEVELOPMENT INCENTIVES PROGRAM.....	17
13.2	COORDINATION COMMITTEE MEETING – 27 FEBRUARY 2013.....	36

---

14 MAYORAL MINUTES..... 37

15 NOTICES OF MOTION TO REPEAL OR AMEND RESOLUTIONS ..... 37

16 NOTICES OF MOTION..... 37

17 URGENT BUSINESS WITHOUT NOTICE ..... 37

    17.1 URGENT BUSINESS CR BOGLARY .....37

        17.1.1 CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE  
                MEMBERSHIP.....37

18 MEETING CLOSURE ..... 37

## **1 DECLARATION OF OPENING**

The Mayor declared the meeting open at 10.31am and acknowledged the Quandamooka people, who are the traditional custodians of the land on which Council meets.

The Mayor also paid Council's respect to their elders, past and present, and extended that respect to other indigenous Australians who are present.

## **2 DEVOTIONAL SEGMENT**

Rev Mark Westhuyzen, from Cleveland Baptist Church, and member of the Ministers' Fellowship led Council in a brief devotional segment.

## **3 RECOGNITION OF ACHIEVEMENT**

Cr Ogilvie acknowledged the efforts of the Environment Planning & Development Department for their speedy approval of the MCU application for the University of Queensland Mater Clinical School training facility in Cleveland.

## **4 RECORD OF ATTENDANCE AND LEAVE OF ABSENCE**

### **MEMBERS PRESENT:**

Cr K Williams	Mayor
Cr A Beard	Deputy Mayor & Councillor Division 8
Cr W Boglary	Councillor Division 1
Cr C Ogilvie	Councillor Division 2
Cr K Hardman	Councillor Division 3
Cr L Hewlett	Councillor Division 4
Cr M Edwards	Councillor Division 5
Cr J Talty	Councillor Division 6
Cr M Elliott	Councillor Division 7 - absent from 11.51am
Cr P Gleeson	Councillor Division 9
Cr P Bishop	Councillor Division 10

### **EXECUTIVE LEADERSHIP GROUP:**

Mr B Lyon	Chief Executive Officer
Mr N Clarke	General Manager Governance
Mrs T Averay	General Manager Environment Planning & Development
Mr G Holdway	Group Manager Financial Services
Mrs L Rusan	General Manager City Services
Mr G Soutar	General Manager Redland Water and RedWaste

### **MINUTES:**

Mrs J Parfitt	Team Leader Corporate Meetings & Registers
---------------	--

**5 RECEIPT AND CONFIRMATION OF MINUTES****5.1 GENERAL MEETING MINUTES 13 FEBRUARY 2013****COUNCIL RESOLUTION**

Moved by: Cr A Beard  
Seconded by: Cr Gleeson

That the minutes of the General Meeting of Council held on 13 February 2013 be confirmed

[Minutes 13 February 2013 General Meeting](#)

**CARRIED 11/0**

**6 MATTERS OUTSTANDING FROM PREVIOUS COUNCIL MEETING MINUTES**

The Chief Executive Officer presented the following item for noting:

**6.1 PETITION (DIVISION 5) REGARDING TREES PLANTED ON FORESHORE IN HASLINGDEN DRIVE, REDLAND BAY**

At the General Meeting on 31 October 2012 Council resolved that the petition, which reads as follows, be received and referred to a Committee or officer for consideration and a report to the local government and that the principal petitioner be advised in writing accordingly.

*“Petition from residents regarding trees planted on foreshore in Haslingden Drive, Redland Bay.”*

A report addressing this matter will be presented to an ensuing City Services Committee meeting.

The Chief Executive Officer provided an update at the meeting of 30 January 2013 that discussions had taken place with the principal petitioner and it was agreed that further funds would be sought at the 2<sup>nd</sup> Quarter Budget Review to undertake some vegetation clearing and for future vegetation management.

**7 PUBLIC PARTICIPATION****MOTION TO ADJOURN MEETING**

Moved by: Cr P Bishop  
Seconded by: Cr A Beard

That Council adjourn the meeting for a 15 minute public participation segment.

**CARRIED 11/0**

1. Ms K Crees of Victoria Point, addressed Council in relation to vegetation management on her property and fire hazards.

**MOTION TO RESUME MEETING**

Moved by: Cr M Elliott  
Seconded by: Cr J Talty

That the meeting proceedings resume.

**CARRIED 11/0**

**8 PETITIONS AND PRESENTATIONS****8.1 PETITION (DIVISION 5) PETITION FROM RESIDENTS REQUESTING A PARK ON PALMBEACH ROAD, RUSSELL ISLAND****COUNCIL RESOLUTION**

Moved by: Cr M Edwards

Seconded by: Cr P Bishop

That the petition, which reads as follows, be:

1. Acknowledged and that Council will take no further action as the matter was dealt with on 19 December 2012 when Council resolved to adopt the Redland Open Space Strategy;
2. That Council's Public Place Projects Unit, investigate the installation of play equipment in the existing park location for consideration in future minor parks infrastructure programs; and
3. That the principal petitioner be advised in writing.

*"Petition on behalf of residents and their families as to why we have an empty park at 126 Palmbeach Road, Russell Island. We know there are safety issues with this park, but Council also owns two blocks, Lots 385 and 388, which are on Palmbeach Road and either one of these lots could be made into a lovely park for children.*

**CARRIED 11/0**

**9 MOTION TO ALTER THE ORDER OF BUSINESS**

Nil

**10 DECLARATION OF MATERIAL PERSONAL INTEREST OR CONFLICT OF INTEREST ON ANY ITEMS OF BUSINESS**

Nil

**11 MOTION TO ADJOURN GENERAL MEETING AT 10.49 AM****COUNCIL RESOLUTION**

Moved by: Cr P Gleeson

Seconded by: Cr J Talty

That the meeting be adjourned to enable the conduct of the Coordination Committee meeting.

**CARRIED 11/0**

**12 MOTION TO RECONVENE GENERAL MEETING AT 11.51 AM****COUNCIL RESOLUTION**

Moved by: Cr M Edwards

Seconded by: Cr P Gleeson

That the General Meeting be reconvened.

**CARRIED 10/0**

Cr Elliott was absent.

**13 ADOPTION OF COMMITTEE MEETING MINUTES & RECOMMENDATIONS****13.1 CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE  
14 FEBRUARY 2013****COUNCIL RESOLUTION****Moved by: Cr C Ogilvie****Seconded by: Cr J Talty****That the Cleveland CBD Revitalisation Special Committee Minutes of 14 February 2013 be received.****CARRIED 10/0**

Cr Elliott was absent.

**13.1.1 CLEVELAND CBD REVITALISATION COMMITTEE PROPOSED WORK PROGRAM****Dataworks Filename: ED Planning – Cleveland CBD – Proposed Work Program  
LUP Projects – Cleveland CBD Project****Responsible Officer: Nick Clarke  
General Manager Governance****Author: Douglas Hunt  
Principal Adviser Economic Development**

---

**PURPOSE**

The purpose of this report is to develop a suggested program of works that could be used to guide the direction of the committee over the coming twelve months. This work program would assist in overseeing the implementation of the proposed incentives package and determining priorities for the Committee. The work program would require a degree of flexibility in order to ensure that it is able to respond to changing market conditions as and when they occur.

The key works of the Committee would include, but not be limited to:

- Reviewing, monitoring and assisting with the implementation of the Cleveland Master Plan;
  - Defining the competitive advantages of Cleveland CBD and identifying specific targeted industry sectors and investors to locate and invest in Cleveland. As part of this process undertake a focussed marketing strategy for the centre and promotion of the Cleveland CBD Incentives Program;
  - Providing input and review of potential Council incentives proposed as part of the Cleveland CBD incentives stimulus program to stimulate business activity within the CBD;
  - Defining a central core and/or specific uses in the Cleveland CBD eligible for a Cleveland CBD incentives program, and
  - Oversee the PDA process under the *Economic Development Act (2012)* should the Cleveland CBD be awarded PDA status.
-

## BACKGROUND

A number of Council and State Government documents recognise the importance of Cleveland as playing a key role in the city, culturally, socially and economically. In addition to this, Cleveland is a transport hub for the region and has the potential to broaden its economic base across a number of industry sectors including construction, healthcare and social assistance, education and training, professional, scientific and technical services and retail.

However, despite attempts by Council to revitalise the Cleveland CBD through a number of initiatives, the CBD continues to be perceived to be in decline and suffering from leakage to other areas within and outside the city boundaries. To address this problem, towards the latter half of 2012, Council commenced some new initiatives in an attempt to generate interest and stimulate economic activity in the Cleveland CBD.

In October of 2012 a resolution of Council recognised the key regional activity centre role that Cleveland plays within the city both currently and from an historical perspective politically, economically, socially and culturally. The resolution adopted in principle support for the Cleveland Central Business District Incentives Program, which consisted of both financial and regulatory incentives designed to stimulate demand by attracting interest in investment and construction opportunities within the CBD based around a number of eligible land uses and adhering to the key development objectives and outcomes from the Cleveland Centre Master Plan. The incentives package is proposed to run until June 2015 at which time it would be reviewed.

In addition to the aforementioned resolution, Council submitted four applications under the new *Economic Development Act (2012)* to request consideration for these areas to be considered Priority Development Areas under s34 of the Act. One of the proposed application areas is the Cleveland CBD using the Incentives Program as a means of facilitating investment and development in the Cleveland CBD if Council is successful in being granted a Priority Development overlay. The granting of PDA status for Cleveland has the potential to generate interest in the CBD by virtue of the fact that the site would be elevated within State Government regulatory environment through the Minister for Economic Development Queensland (MEDQ).

The establishment of this Committee provides Council with the opportunity to determine the strategic direction of Cleveland and the CBD and cement its role as the Principal Regional Activity Centre for the city. It will require informed and open debate about the implementation and activation of the Cleveland Master Plan, the implementation and/or expansion of the proposed incentives package and the role that Council can play in determining the long-term focus of the city administratively, economically, socially and culturally.

## ISSUES

### 1. Committee Program Work Outline

It is proposed that the Cleveland CBD Revitalisation Committee would be responsible for a number of key works in association with the Cleveland CBD Incentives Program that would assist in generating activity within the Cleveland CBD. These include but are not limited to:



- Adopting and implementing the operation, business rules and administration of the proposed Cleveland CBD Incentives Program;
- Determining the area of the Cleveland CBD to which the Incentives Program will apply. These involve establishing the boundaries at which the financial and regulatory incentives end (core zone) and the regulatory incentives (peripheral zone) commence;
- Commencing a communication and engagement strategy to outline the Incentives program and seek input from the local and wider business community on other possible options to stimulate activity within the Cleveland CBD;
- Undertaking a marketing strategy for the Cleveland CBD Incentives Program. Part of this process involves identifying the competitive advantages of the Cleveland CBD. This process includes identifying those businesses that Council wants to attract to the CBD and the industry sectors which Cleveland CBD can attract in order to target investors maximise investment opportunities. In addition it would be useful to conduct an in-depth of residents and visitors within the Cleveland CBD as a way of determining how the CBD is currently being used, perceptions of the CBD. This would assist in developing a long-term strategy for the CBD renewal;
- Overseeing the operation of the Cleveland CBD Incentives Program and report on its operation, budget and effectiveness;
- Delegating authority pursuant to Section 257 of the Local Government to the Chief Executive Officer to decide written applications for financial concessions in accordance with the business rules of the Cleveland CBD Incentives Program;
- Investigating additional supporting measures that could potentially attract more people to the CBD making it a more vibrant destination and stimulate business activity in the short term (e.g. Pop-up shop fronts, free WIFI in public places, events, markets and festivals); and
- Consulting with the business community and potential investors and developers and relevant State agencies on a needs basis;

In addition the Committee will have responsibility for managing the broader implementation of the Cleveland CBD Master Plan and facilitating the potential release of Council land through the establishment of private public partnership arrangements. Key works include:

- Continuing negotiations with Stockland regarding the potential disposal of Council owned land (Woolworth carpark site) and pursue a partnership arrangement for the redevelopment of the land in the short term;
- Progressing the Cleveland CBD Master Plan implementation strategy. This will include undertaking at least one of the catalyst projects as outlined in the Master Plan in order to demonstrate a commitment to the revitalisation process and act as a possible stimulus for other development within the CBD;
- Undertaking a revised parking strategy for the Centre based to facilitate the potential release of other Council land addressing:
- Existing and future public car parking requirements in the CBD;

- Best practice private car parking rates within centres;
- Establishing State Government commitments to improve public transport facilities, service levels and use;
- Determining Council's future requirements for its administration centre and library in terms of location, size, configuration and preferred ownership or lease arrangement;
- Preparing a strategy and program for the release of Council land which seeks to maximise community benefits and assist with the revitalisation of the Cleveland CBD; and
- Conducting a Councillor workshop with specialist consulting firms to highlight options available to Council in developing private partnership approaches for infrastructure delivery.

### **1. Economic Development Act (2012)**

The *Economic Development Act (2012)* replaces two Acts, *Industrial Development Act (1963)* and the *Urban Land Development Authority Act (2007)*, with both of these Acts being repealed. The legislation is designed to streamline the development process in Queensland and remove the duplication and red tape that currently exists with regards to development projects in this state. The Act is designed to empower Local Government in land use planning and enable it to play a leading role in economic development projects. The proposed legislation does not negate the need for developments to consider their environmental, social, or economic impacts and will still require impact assessments where necessary.

The Act states that its main purpose is facilitate both economic development and development for community purposes across the state. As mentioned in the LUP Planning report on the Cleveland CBD in November 2012, the Act is designed to tackle a number of the criticisms aimed at the Urban Land Development Authority, including their limited focus on housing development, under-resourcing and lack of local government representation. This new act will bring the ULDA under the authority of the Department of State Development, Infrastructure and Planning and will see them working with the Property Services Group, with a focus on delivering outcomes and overcoming impediments that may hinder development, including issues associated with planning, departmental duplication and red tape.

The legislation is not designed to override environmental or social constraints that may impact on a development. These will be factored into any development proposal as currently required under various state and local government acts, regulations and planning schemes. The proposed legislation is aimed at streamlining the investment process and through the local representative committees empowering local communities to deliver projects that are in the best interests of the economy and meet the needs of the local community.

The Act is designed to assist the government deliver on its four pillars approach to economic growth. These four pillars consist of delivering growth for the state in the areas of construction, mining, tourism and agriculture. In addition to this, the state government has identified growth in other areas of the Queensland economy, notably in the areas of health, education and industry innovation that it will also focus on to deliver sustainable and long term economic growth to the state.

The four pillars identified by the state government are key economic sectors for the Redlands economy, which with the addition of the health and education sectors represent 45% of all economic output in the Redlands and 60% of all employment. The proposed Economic Development Act (2012) enabled Redland City Council to apply for the declaration of a Priority Development Area (PDA) over the Proposed Cleveland CBD Incentives Zones and potentially attract state government support in delivering outcomes from the project, whilst ensuring that management of the project remains with Redland City Council.

There are a number of key features of the legislation that will have an impact on Redland City Council and the proposed Cleveland CBD Incentives Package. These are briefly outlined below.

### ***Minister for Economic Development***

The *Economic Development Act (2012)* will establish a Minister for Economic Development Queensland (MEDQ) who will be established as a corporation sole. The function of the minister will be to; “plan, promote, coordinate or undertake economic development or development for community purposes in the state”.

### ***Priority Development Areas***

The Act is designed to streamline planning and development in areas of the state that will be designated as ‘Priority Development Areas’, to facilitate both economic development and development that benefits the community. The Act is not designed to allow for ‘development at all costs’ and for an area to be regulated as a priority development area, the Act requires the lodgment of a *declaration regulation*.

### ***MEDQ Board and Local Representative Committees***

The *Economic Development Act (2012)* will allow for the establishment of an Economic Development Board that will advise and make recommendations to the MEDQ on how to carry out in practice (give effect) the main purposes of the Act (as outlined above).

One of the benefits of the legislation for local government areas is that it allows the MEDQ to establish a *local representative committee* to perform the functions of the MEDQ in an area designated as a PDA. This committee is provided with a degree of autonomy and can conduct its operations in a manner that it considers appropriate.

This committee’s membership will be decided if the PDA status is awarded.

The members of the local representative committee are appointed on terms and conditions considered appropriate by the MEDQ. This local representative committee will oversee the development of an area that is declared as a PDA and will report through to the MEDQ and board with advice and recommendations.

The MEDQ will delegate its functions and powers to the local representative committee and will require the committee to report its performance of these functions to the MEDQ and board. However, Council if it so chooses does not have to establish a Local Representative Committee under the Act if a PDA status is awarded over an area.

## STRATEGIC IMPLICATIONS

### Legislative Requirements

#### 1. *Economic Development Act (2012)*

If Council is successful in its application to have Cleveland granted PDA status under the *Economic Development Act (2012)*, Council will be bound by the provisions of the Act, some of which were outlined earlier in this report. Some of the requirements under s34 of the Act have already been completed through the Master Plan process, however there are legislated requirements that Council will need to adhere to should Cleveland be declared a Priority Development Area.

### Risk Management

#### *Opportunities*

- Implement the Master Plan guidelines for the commencement of catalyst site development. This will improve streetscape and amenity and have the potential to renew investor confidence in the CBD;
- Potential to generate activity and income from Council landholdings; and
- Potential to increase rateable properties within the CBD. Increase to revenue stream.

#### *Risks*

- Financial costs associated with activation of catalyst sites in the Master Plan. No budget yet allocated. Committee work will be to determine the benefits to Council of developing at least one catalyst site;
- Financial costs associated with incentives. Some impact will occur on revenue;
- Investors continue to bypass Cleveland in favour of other areas of Southeast Queensland that offer potentially better ROI. This includes out of centre developments within the City;
- Perception that the focus on Cleveland is at the expense of other areas in the City; and
- Time required for Committee members to devote to the elements of the CBD revitalisation process.

### Financial

#### 1. Review of Council landholdings and uses

Council needs to undertake a due diligence review of its current landholdings and building assets determining their current market value. In addition, Council should also determine the estimated useful life of Council buildings and future staffing requirements within the Cleveland CBD to determine the feasibility of consolidating Council administrative staff in one building. A review of these assets would assist in determining the most cost-effective options for their use, including investment attraction options as a way of generating potential asset sales and/or proving development options for Council CBD landholdings.

The landholdings analysis should be undertaken as part of a broader CBD Economic Needs Assessment. This will update Council's current understanding of local and global employment, development and technology trends and opportunities to better inform future priorities for the Committee.

This process should also include an understanding of the infrastructure and development partnership models available to local government.

### **People**

Undertaking the implementation of the Cleveland CBD Incentives Package and attaining Priority Development Area status for Cleveland under the *Economic Development Act (2012)* will require the devotion of Officers from across a number of Departments to oversee implementation and process development applications. Officers will be affected most notably in the following Departments:

- Environment, Planning and Development
- City Services
- Corporate Services
- Governance

### **Environmental**

The environmental benefits in relation to the works of the Committee will be prefaced on the environmental benefits associated with Cleveland Town Centre Master Plan.

These would include:

- Improved open space and public amenity
- Town Square development
- Traffic flow improvements, reducing vehicle movements
- Improved pedestrian and cycling routes
- Improved transport use, with less reliance on the use of private vehicles; and
- Improved environmental requirements to buildings associated with the Master Plan, using best practice design elements. Some examples would include use of building materials that are used sustainably, building locations and height, use of recycled water, passive and active solar designs, street shading and building overhang, ensuring that embodied energy is minimised reducing utility usage.

### **Social**

The implementation of one of the catalyst projects as outlined by Cleveland Centre Master Plan has the potential to result in a more varied mix of uses within the CBD (both commercial and residential) has the potential to increase activity within Cleveland outside of the traditional business hours, contributing to a more vibrant centre.

### **Alignment with Council's Policy and Plans**

#### *Relationship to Corporate Plan*

The recommendation primarily supports Council's strategic priorities of delivering a healthy natural environment, green living, wise planning and design, a supportive and vibrant economy, strong and connected communities, and of embracing the bay.

The Cleveland Centre Master Plan and Cleveland CBD Incentives Package address these strategic priorities through:

- Promoting an active town centre through opportunities for retail, commercial and residential redevelopment connected with high quality public spaces including green and shaded streets and boulevards. The style of architecture and public space will blend the unique bayside qualities of the City with the environmental and historical aspects of the locality;
- Providing a focus for civic life within the town centre through the establishment of a central plaza, which can provide a location for local community events such as farmers markets;
- Maintaining and enhancing Bloomfield and Middle Streets as prominent boulevards and pedestrian spines in the city centre;
- Providing opportunity for business investment and local employment;
- Defining the distinctive qualities and characteristics of existing landscape assets. Three primary open space corridors have been identified, which generally run north/south, and provide opportunities to create distinctive landscape experiences;
- Enhancing existing drainage and riparian corridors, which connect to the Bay, marina and surrounding bushland; and
- Strategic Implications.

## **CONSULTATION**

The preparation of this document has been a collaborative effort between Officers from across the organisation including; Governance, Environment, Planning and Development. The people consulted in the preparation of the report include:

- Group Manager, City Planning and Environment
- Principal Adviser, Local Area and Strategic Planning
- Senior Strategic Planner
- Group Manager, Communications
- Senior Adviser, Corporate Communications
- Councillor Division Two
- Mayor

## **OPTIONS**

In order to effectively manage the work requirements of the Implementation of the Cleveland CBD Incentives Program and activate the Cleveland Centre Master Plan, the works and work program of the Cleveland CBD Revitalisation Committee during its life will need to be reviewed on an ongoing basis to ensure that it is meeting market demand. Initially it could include:

- I. Overseeing the adoption, regulation and administration of the Cleveland CBD financial and regulatory incentives program which will expire in June 2015. This will include overseeing the administrative aspects of the program;
- II. Defining the core and peripheral zones of the Cleveland CBD Incentives Program;
- III. Determining the competitive advantages of the Cleveland CBD in order to develop a focussed marketing strategy for the Incentives Program;
- IV. Delegating authority pursuant to Section 257 of the Local Government to the Chief Executive Officer to decide written applications for financial concessions

- in accordance with the business rules of the Cleveland CBD Incentives Program;
- V. Undertaking an Economic Needs Assessment incorporating an analysis of current landholdings to inform the development of further short-term measures to attract investment to the Cleveland CBD as outlined in the report;
  - VI. Communicating and engaging with the state, local business community and potential investors and developers regularly to raise awareness of the Cleveland CBD;
  - VII. Managing the implementation of the Cleveland Centre Master Plan including undertaking at least one catalyst project as outlined in the plan. This will necessitate the development of Council landholdings through partnership approaches to infrastructure delivery; and
  - VIII. Undertaking the requirements of the Economic Development Act in relation to the awarding of Priority Development Areas, should Council be successful in its application for the Cleveland CBD to be granted PDA status.

**OFFICER'S/COMMITTEE RECOMMENDATION/  
COUNCIL RESOLUTION**

Moved by: Cr C Ogilvie  
Seconded by: Cr A Beard

That Council resolve as follows:

1. To delegate to the Cleveland CBD Revitalisation Special Committee:
    - a) The oversight of the adoption, regulation and administration of the Cleveland CBD financial and regulatory incentives program which will expire in June 2015. This will include overseeing the administrative aspects of the program. A focus of which will consist of, but not be limited to:
      - i. Defining the core and peripheral zones of the Cleveland CBD Incentives Package;
      - ii. Determining the competitive advantages of the Cleveland CBD;
      - iii. Undertaking a focussed marketing and investment strategy;
      - iv. Delegating authority pursuant to Section 257 of the Local Government to the Chief Executive Officer to decide written applications for financial concessions in accordance with the business rules of the Cleveland CBD Incentives Program;
      - v. Undertaking an Economic Needs Assessment incorporating an analysis of current landholdings to inform the development of further short-term measures to attract investment to the Cleveland CBD as outlined in the report.
    - b) Communicating and engaging with the state, local business community and potential investors and developers regularly to raise awareness of the Cleveland CBD;
    - c) Management of the implementation of the Cleveland Centre Master Plan including undertaking at least one catalyst project as outlined in the plan. This will necessitate the development of Council landholdings through partnership approaches to infrastructure delivery; and
-

- d) Undertaking the requirements of the Economic Development Act in relation to the awarding of Priority Development Areas, should Council be successful in its application for the Cleveland CBD to be granted PDA status.

**CARRIED 8/2**

Crs Bishop and Boglary voted against the Council resolution.

Cr Elliott was absent.



**13.1.2 CLEVELAND CBD INCENTIVES PACKAGE COMMUNICATION PLAN**

**Dataworks Filename:** ED Planning – Cleveland CBD - Proposed Work Program  
LUP Projects – Cleveland CBD Project

**Attachment:** [Cleveland CBD Incentives Package Communication Plan 6 Feb 2013](#)

**Responsible Officer:** Nick Clarke  
General Manager Governance

**Author:** Kristen Banks  
Senior Adviser Corporate Communications

---

**PURPOSE**

The draft *Cleveland CBD Incentives Package Communication Plan* identifies a range of tactics that will be implemented to create public and media awareness about the package.

**BACKGROUND**

On 22 October 2012, Redland City Mayor Karen Williams announced via media release a financial and regulatory incentives package aimed at kick-starting development of the Cleveland CBD.

The media release included information that the package will commence in March 2013 and operate until June 2015. This was phase one of communications.

This Communication Plan outlines phases two and three to engage stakeholders and the community from February 2013 until June 2013.

**ISSUES**

Key issues are included in the Communication Plan.

**STRATEGIC IMPLICATIONS**

The *Cleveland CBD Incentives Package Communication Plan* will be implemented to promote investment redevelopment and new development in Redland City.

It is targeted beyond the Redlands to south east Queensland.

**Legislative Requirements**

There are no applicable legislative requirements.

**Risk Management**

Confidentiality of potential announcements is a risk. The key issues section of the Communication Plan outlines risks.

**Financial**

The budget source for this Communication Plan is yet to be determined.

---

The budget to implement this Communication Plan – inclusive of financial resources and human resources outlined in the Communication Plan – is \$99,550 including GST.

The financial resources component (collateral, advertising, catering, venue hire) is \$75,000 while the human resources component (0.5 Level 6 until 30 June 2013) is \$15,500. This is exclusive of GST.

**Staffing resources after this date will be considered subject to the outcomes of the *Communications Review Project Plan* that identifies the need for additional resources and is to be presented to Council for consideration.**

### **People**

A part-time (0.5) Communications Adviser (Level 6) will be required until 30 June 2013 to implement this Communication Plan.

### **Environmental**

Key issues including potential environmental impacts are included in the Communication Plan.

### **Social**

The Communication Plan supports redevelopment of the Cleveland CBD, which would deliver significant social benefits to Redland City, including providing a civic, commercial and cultural hub with good access to public transport as well as having the potential to significantly boost the local economy, create jobs and provide significant residential accommodation.

### **Alignment with Council's Policy and Plans**

The Communication Plan supports the *Cleveland Masterplan, Redlands Community Plan 2030, Economic Development Strategy* and *Redland Planning Scheme*.

### **CONSULTATION**

Consultation for this Communication Plan has occurred with the Principal Advisor Strategic Economic Development, General Manager Governance and the Office of the Mayor.

### **OPTIONS**

1. Approve the Communication Plan
2. Amend the Communication Plan

### **OFFICER'S RECOMMENDATION**

That Council resolve to approve the *Cleveland CBD Incentives Communication Plan*.

### **COMMITTEE RECOMMENDATION**

The Committee notes the progress made toward finalising a Cleveland CBD Incentives Communication Plan.

**COUNCIL RESOLUTION**

Moved by: Cr C Ogilvie  
Seconded by: Cr P Gleeson

That Council defers consideration of the Cleveland CBD Incentives Communication Plan to allow further consideration of its content by Councillors.

**CARRIED 7/3**

Crs Hewlett, Beard and Williams voted against the Council resolution.

Cr Elliott was absent.

**13.1.3 CLEVELAND CBD DEVELOPMENT INCENTIVES PROGRAM**

**Dataworks Filename:** ED Planning – Cleveland CBD - Proposed Work Program  
LUP Projects – Cleveland CBD Project

**Attachments:** [Cleveland CBD Development Incentives Area Map Examples of other Local Government Development Initiatives](#)

**Responsible Officers:** Toni Averay  
General Manager  
Environment Planning & Development

Nick Clarke  
General Manager Governance

**Author:** Toni Averay  
General Manager  
Environment Planning & Development

---

**PURPOSE**

The purpose of this report is to seek Council's adoption of the Cleveland CBD Development Incentives Program, proposed to operate from 1 March 2013 to 30 June 2015.

**BACKGROUND**

The primary purpose of the proposed Cleveland CBD Incentives Program is to build confidence, encourage investment and achieve economic objectives. Council is looking to create a vibrant and attractive CBD that plays a key role in job creation for the city and accommodates an increasing share of the growing population, while at the same time, improving financial returns to Council in the form of increased rates and more efficient use of both Council and State infrastructure.

The objective of the Incentives Program is also to attract high-quality, aesthetically appealing development, demonstrating architectural integrity and street appeal. Council's commitment to financial investment in the Incentives Program supports the achievement of landmark development.

Cleveland CBD is recognised as a key regional activity centre playing a vital role in the history, lifestyle and culture, administrative and economic development of Redland City.

In recognition of its role and significance, State and Council studies and investments have prioritised the revitalisation of the Cleveland CBD. A key activity in the last five years has been the completion of a comprehensive Master Plan which seeks to build upon the CBD's strategic assets, providing a vision to guide growth, development and investment.

A number of factors have negatively impacted on business activity and redevelopment within the CBD, including the recent global financial crisis and resulting economic downturn, as well as increasing competition and stimulus

---

measures offered by other local government. In response to these circumstances and to provide a stimulus to build confidence, activity and momentum, Council has reaffirmed its support for the Master Plan.

The Development and Community Standards Committee on 17 October 2012 adopted in principle a range of financial, facilitative and regulatory incentives to encourage investment and revitalisation within the Cleveland CBD (Cleveland CBD Development Incentives Program). Council further resolved to establish a new dedicated Committee to oversee the revitalisation program.

Council resolved as follows:

1. *Adopt in principle the Cleveland Central Business District (CBD) Incentives Program consisting of financial and regulatory provisions as detailed in the addendum to this report as a stimulus to build confidence, activity and momentum in accordance with the following:*
  - a) *the proposed Incentives Program shall operate until June 2015;*
  - b) *land uses eligible for the Incentives Program shall include;*
    - i. *Aged Care and Special Needs Housing where part of a mixed use;*
    - ii. *Apartment Buildings where part of a mixed use ;*
    - iii. *Commercial Offices;*
    - iv. *Community Facility;*
    - v. *Education Facility*
    - vi. *Health Care Centre;*
    - vii. *Hotel;*
    - viii. *Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
    - ix. *Refreshment Establishment;*
    - x. *Shop;*
    - xi. *Tourist Accommodation.*
  - c) *Financial Incentives (such as waivers of infrastructure charges and application fees) included in the proposed Incentives Program, are subject to further financial and budgetary consideration, and*
  - d) *Regulatory Incentives in the Proposed Incentives Program include:*
    - i. *Fast tracking assessment of all material change of use applications consistent with the Cleveland Master Plan and the Redlands Planning Scheme within twenty (20) business days:*
    - ii. *Providing car parking concessions by adopting the Base Maximum rates for Activity Centres as identified in the "Transit Orientated development – Guide for Practitioners in Queensland" released by the Queensland Government for all material change of use applications consistent with the Cleveland Master Plan and the Redlands Planning Scheme;*

- iii. Undertaking a number of short term amendments to the Redland Planning Scheme which will ensure changes of tenancies within the major centres are self assessable for eligible uses, amending the Major Centre Zone Code to incorporate building height mapping as adopted in the Cleveland Master Plan and incorporating a new performance criteria into the Major Centre Code that supports an increase in height above the heights in the Planning Scheme Master Plan in circumstances where it is demonstrated that the proposed development supports the revitalisation and contributes to economic and employment/residential growth within the Cleveland CBD;*
2. Rescind its resolution of Council 29<sup>th</sup> February 2012 namely:  
*That Council resolve to establish a task force consisting of:*
- *Council officers;*
  - *Elected representatives;*
  - *Investment leaders in the Redlands;*
  - *Developers (large scale);*
- to identify what is required to facilitate any redevelopment of Cleveland;*
3. *In lieu of establishing a taskforce consider the appointment of a Cleveland CBD Revitalisation Special Committee consisting of no more than 5 Councillors in accordance with section 61 of the Local Government (Operations) Regulation 2010 as part of the 6 month review of the committee structure post election with the proposed charter and specific tasks as outlined in the addendum to this report; and*
4. *That the body of this report, the addendum and attachments be deemed confidential and treated as such in accordance with section 171(3) of the Local Government Act 2009.*

Incentives are being increasingly used by both the public and private sectors in order to stimulate specific development and economic outcomes. Within the public sector, governments generally stimulate development through regulation, expenditure, project facilitation and financial incentives. Attachment 1 provides examples of various incentive initiatives by various local governments in Queensland.

## **ISSUES**

To finalise the CBD Incentives Program, a number of matters need to be resolved as follows:

- Determining the geographical boundaries of the Cleveland CBD area eligible for the Incentives Program;
- Confirming the specific land uses and other development assessment eligibility criteria for the Incentives Program;
- Identifying the operational life of the Incentives Program; and
- Finalising the financial, facilitative and regulatory incentives included in the Incentives Program.

Each of the above matters is separately addressed in this report.

---

### **Proposed life of Incentives Program**

The proposed Incentives program is being introduced to build business confidence and stimulate investment and development activity in the short term. It is important the program becomes operational as soon as possible but also remains available for a long enough period of time to allow potential developers and investors adequate opportunity for planning and delivery development.

For these reasons, it is recommended the Incentives Program commences operation in March 2013 and continue until June 2015.

### **Land uses and other development assessment eligibility for the Incentives Program**

The Incentives Program is targeted primarily at Educational Facilities, Health Care Centre and Tourist Accommodation land uses that support the revitalisation and activation of the Cleveland CBD. Support is also provided for the following land uses:

- Aged Care and Special Needs Housing where part of a mixed use;
- Apartment Buildings where part of a mixed use ;
- Commercial Offices;
- Community Facility;
- Hotel;
- Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);
- Refreshment Establishment; and
- Shop.

Eligible development applications must be able to demonstrate consistency with the Redlands Planning Scheme and the Cleveland Master Plan.

### **Geographical Area**

The Cleveland Master Plan adopted in September 2010 provides a logical basis for defining the broad geographical extent of the proposed incentives area. However, recognising the large area covered by the Master Plan, it is proposed the incentives area be divided into two discreet precincts comprising a central core focussed on part of Bloomfield and Middle Streets, and a surrounding secondary area.

Attachment 2 - Cleveland CBD Development Incentives Area Map identifies the proposed Cleveland CBD Primary and Secondary Incentives areas.

It is noted that there are a number of existing approvals in the immediate vicinity but outside the CBD Primary and Secondary Incentives areas. Council may choose to exercise discretion to consider applications for concessions for compatible developments on their merits, subject to budgetary, need and equity considerations.

## Financial, facilitative and regulatory Incentives

### 1. Financial Incentives

#### (a) Infrastructure Charges

Infrastructure charges are levied by Council against new development to fund a proportion of the total costs associated with providing trunk infrastructure. These costs are carefully calculated in a transparent and equitable manner ensuring costs of new infrastructure are fairly apportioned between existing and new development. In the current economic climate, these costs can influence the selection and/or viability of a development. Their removal, or a concession for a limited duration, can improve development viability and help to bring forward development in the short term. Any new development will in turn assist Council in achieving a density of CBD activity which will service a more efficient infrastructure base and generate greater rates and values, as well as playing an important role in revitalising the Cleveland Centre.

However, while reducing infrastructure contributions offers a potential stimulus for development, Council must recognise that waiving these charges will ultimately increase Council's trunk infrastructure costs. Therefore, it is recommended that the availability of infrastructure charge concessions offered as part of the Cleveland CBD Incentives Program should be capped. In the first instance, a \$1.5 million infrastructure charge cap is proposed. Should this amount be exhausted early in the life of the Incentives Program, Council may exercise discretion to consider an increase in the capped amount.

It is recommended that Council adopt the following infrastructure contribution concessions:

*Council will provide infrastructure contributions concessions on a first come first served basis for new approved material change of use development ( involving building works) which:*

- *is identified as eligible for the Incentives Program as defined below;*
- *is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan ; and*
- *involves building works which can demonstrate substantial completion by 30 June 2016.*

*The infrastructure contributions concession is available for eligible developments as follows:*

- *100% concession - Primary Incentives Area for all eligible uses;*
- *100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;*
- *75% concession - Secondary Incentives Area for remaining eligible uses as follows:*
  - i. Aged Care and Special Needs Housing where part of a mixed use;*
  - ii. Apartment Buildings where part of a mixed use ;*



- iii. *Commercial Offices;*
- iv. *Community Facility;*
- v. *Hotel;*
- vi. *Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
- vii. *Refreshment Establishment; and*
- viii. *Shop.*

To implement the concessions identified above a resolution is required to amend the operation of the Adopted Infrastructure Charges Resolution (AICR) for the life of the Incentives Program.

(b) Development and operational works application fees

To further encourage development within the Primary Incentives Area of the Cleveland CBD Incentives Program Area, opportunity exists to offer concessions for development fees and charges for qualifying projects. These include:

- New material change of use development ( involving building works); and
- Operational works for new approved Material Change of use development (involving building works).

It is recommended Council adopt the following application fee concessions:

*Council will provide development application fee concessions, on a first come first served basis, for well-made applications for new material change of use development (involving building works), and operational works for new approved Material Change of use development (involving building works) which:*

- is identified as eligible for the Incentives Program as defined below;
- is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and
- involves building works which can demonstrate substantial completion by 30 June 2016.

*The development application fee concessions are available for eligible developments as follows:*

- 100% concession - Primary Incentives Area for all eligible uses;
  - 100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;
  - 75% concession - Secondary Incentives Area for remaining eligible uses as follows:
    - i. *Aged Care and Special Needs Housing where part of a mixed use;*
    - ii. *Apartment Buildings where part of a mixed use ;*
    - iii. *Commercial Offices;*
    - iv. *Community Facility;*
-

- v. *Hotel;*
- vi. *Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
- vii. *Refreshment Establishment; and*
- viii. *Shop.*

*While development application fee concessions, like infrastructure charges concessions, offer a potential stimulus for development, these concession will reduce Council's revenue and therefore impact on Council's overall budget position. Therefore, it is recommended that the availability of development application fee concessions offered as part of the CBD Incentives Program should be capped. In the first instance, a \$250,000 cap is proposed.*

*To implement these application fee concessions within the CBD Incentives Area, amendments will be required to the adopted fees and charges in accordance with Part 10 of Chapter 4 of the Local Government Regulation 2012.*

(c) Council Rating and Utility charge exemptions during construction

*Council's power to reduce or waive rates and service charges is regulated by the provisions of Part 10 of Chapter 4 of the Local Government Regulation 2012.*

*In summary the effect of these laws is as follows:*

1. *Council can give the type of concessions contemplated if Council is satisfied that "...the concession will encourage the economic development of all or part of the local government area..." (s.120 (1)(C));*
2. *The concession may be a "...a rebate of all or part of the rates or charges..." (s.121(a));*
3. *The concession can be granted only by a resolution of the Council. The resolution must be either:-*
  - *a resolution granting the concession to a specific rate payer who has applied for it (s.122(1) (a)); or*
  - *a resolution granting the concession to the members of a specific class of rate payers (s122(1)(b)).*
4. *Council can impose conditions upon the giving of the concession, including that the ratepayer provide Council with evidence, and that the concession will apply for a limited duration only. (s.122(5) and (s.122(6)).*

Council can grant the concession of rates and service charges as part of the Incentives Program by making appropriate resolutions. This offers potentially additional financial incentives to stimulate private investment in the centre.

It is recommended Council adopt the proposed concession from Rating and Utility Charges during construction for eligible applications on the following basis:

*Council will provide rating and utility charge concession during the construction phase for approved new development on the following basis:*

- *is identified as eligible for the Incentives Program as defined below;*
- *is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and*
- *involves building works which can demonstrate substantial completion by 30 June 2016.*

*The rating and utility charge concessions are available for eligible developments as follows:*

- *100% concession - Primary Incentives Area for all eligible uses;*
- *100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;*
- *75% concession - Secondary Incentives Area for remaining eligible uses as follows:*
  - i. Aged Care and Special Needs Housing where part of a mixed use;*
  - ii. Apartment Buildings where part of a mixed use ;*
  - iii. Commercial Offices;*
  - iv. Community Facility;*
  - v. Hotel;*
  - vi. Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
  - vii. Refreshment Establishment; and*
  - viii. Shop.*

To implement a rating and utility charge concession during construction for applicable developments a further Council resolution would be necessary pursuant to part 10 of Chapter 4 of the *Local Government Regulation 2012*.

## **2. Regulatory Incentives**

### **(a) Development Assessment Timeframes**

Uncertainty with development application timeframes can add significantly to project risk. To address this matter Council has progressively implemented an accelerated development assessment program. The program streamlines the assessment of identified complying applications and aims to significantly reduce the assessment process time. At present, accelerated assessment is available for Material Change of Use and Building works assessable against the RPS for dwelling houses, small lot housing, domestic outbuildings and additions, dual occupancies and multiple dwellings up to 10 units where located in an appropriately zoned land. Longer term opportunity exists for this program to include development consistent with the Cleveland Master Plan located within the Cleveland CBD Incentives Program Area.

To reduce development risk, encourage business confidence and stimulate private investment within the CBD within the short term, it is recommended Council establish an initiative to “fast track” new development applications within the Cleveland CBD Incentives Program Area Map on the following basis:

*Council will fast track and determine new material change of use and operational works development applications (involving building works) which are well made and which are consistent with the Redlands Planning Scheme and Cleveland Master Plan within twenty (20) business days.*

In recommending this approach it is important to acknowledge the ability to fast track material change of use and operational works applications within the Cleveland CBD will rely on a partnership approach with the development industry to ensure development applications are consistent with the Redlands Planning Scheme and Cleveland Master Plan, and that all relevant information necessary to determine the application is submitted at the time of lodgement.

#### (b) Car parking concessions

For developments of four storeys and above it is generally necessary to provide basement or podium car parking. The difference in cost between this form of parking provision (approximately \$20,000-\$25,000 per space) and on ground parking (\$1,500-\$2,000 per space) is significant. In the current financial conditions this factor may render a development unviable.

Providing sufficient parking without stifling development is a significant challenge. In this regard it is noted the Queensland Government has prepared a Transit Orientated Development (TOD): Guide for Practitioners in Queensland which sets a base maximum and a preferred maximum car parking rate in Activity Centres. The variation between the TOD Guideline and the Redlands Planning Scheme (RPS) car parking requirements are significant as indicated in Table 1.

**Table 1: TOD Guidelines and RPS car parking rates**

TOD Guideline for Activity Centres			Redland Planning Scheme		
Activity Centres	Car parking rates		Use	Car parking rates	
Residential (car spaces per unit)	Base max.	Preferred max.	Apartment Building	1 space per unit	
	1 space per unit	.75 per unit		1 visitor space per 4 dwellings	
Retail and office (car space per square metres)	1 space per 100m <sup>2</sup>	1 space per 200m <sup>2</sup>	Commercial Office	1 space per 30m <sup>2</sup> gross leasable area	
			Shop (car space per 100m <sup>2</sup> GFA)	200m <sup>2</sup> or less	5.0 spaces per 100m <sup>2</sup> GFA
				201m <sup>2</sup> -2000m <sup>2</sup>	6.0 spaces per 100m <sup>2</sup> GFA
				2001m <sup>2</sup> -200000	5.5 spaces per 100m <sup>2</sup> GFA
200001 or more	4.2 spaces per 100m <sup>2</sup> GFA				

There is opportunity for Council to utilise the base rates within the TOD Guideline as the basis for car parking requirements for eligible developments within the Cleveland CBD Incentives Program Area. Council previously endorsed this approach when the draft Incentives Program was initially considered by Council at its Development Assessment and Community Standards Committee on the 17 October 2012.

Accordingly it is recommended that Council resolve as follows:

*Council will utilise the Base Maximum Car parking rates for Activity Centres as identified in the "Transit Orientated Development – Guide for Practitioners in Queensland" released by the Queensland State Government for new material change of use development applications (involving building works) which :*

- *are consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan ;*
- *are for land uses identified as eligible for the Incentives Program;*
- *are lodged with Council prior to 30 June 2015; and*
- *involve building works which can demonstrate substantial completion by 30 June 2016.*

In circumstances where Council is satisfied that a material change of use application (involving building works) can provide onsite car parking in accordance with the base maximum rates for Activity Centres as identified of the TOD guideline for Activity Centres, it will be deemed to satisfy the relevant Specific Outcome of the Access and Parking Code of the Redlands Planning Scheme.

#### (c) Redland Planning Scheme amendments

A number of short term amendments to the Redland Planning Scheme are currently being pursued which will ensure changes of tenancies within the Cleveland CBD are self assessable for eligible uses as well as ensuring height limits within the Centre are consistent with the Cleveland Master Plan. These changes will only come into effect once the Redlands Planning Scheme has been amended.

Longer term as part of the 2016 Redlands Planning Scheme review, Council will investigate further opportunities to reduce levels of assessment within the Cleveland CBD and simplify design codes.

### **3. Facilitative Incentives**

Council officers provided an overview of the CBD development initiatives endorsed in principle by Council on 17 October 2012 to the Redlands Developers Forum in October 2012. While supportive of the proposed draft incentives, a number of developers identified the need for a Development Advocate to be established within Council. The Advocate's role would be to work with developers to assess the suitability and impact of a proposed development and provide advice and guidance on necessary approvals and assessment processes, as well as to work within Council to help stream-line and fast track assessment processes for eligible applications.

There is significant merit in identifying a Development Advocate as part of the Cleveland CBD Incentives Program. It would be appropriate to delegate authority to the CEO to determine an appropriate officer or team with responsibility to undertake the Development Advocate role.

To help inform the work of the CBD Revitalisation Committee and to better define the role of the Development Advocate, it is proposed that a Cleveland CBD Economic Needs Study incorporating an analysis of key landholdings be commissioned. This will update Council's current understanding of local and global employment, development and technology trends and opportunities. This work will be included in the proposed work program to be considered by the Committee in a separate report.

### **Conclusion**

The Cleveland CBD is recognised as a key regional activity centre playing a vital role in the history, lifestyle and culture, administrative and economic development of Redland City. Numerous state and local planning and economic studies have prioritised the development of the CBD including the recently completed Cleveland Master Plan. While these initiatives will be of great strategic importance to the development of the CBD, their implementation and impact will be medium to longer-term.

Cleveland CBD needs an immediate stimulus to encourage confidence, investment activity and momentum. The select use of facilitative, financial and regulatory incentives represents an effective means to assist in the achievement of Council's CBD planning, economic development and growth objectives.

The Cleveland CBD Development Incentives Program is a significant initiative which, in combination with other opportunities currently being investigated by Council will play an important role in stimulating investment and redevelopment opportunities within the Cleveland CBD.

### **Key Stakeholders**

The existing land holders within the Cleveland CBD are recognised as key stakeholders in the implementation of this Incentives Program. Council welcomes and will facilitate stakeholder and wider development industry feedback regarding the Incentives Program. A developer reference group is being established, and the Incentives Program will be an early topic for reference group consideration.

The Committee will continue to monitor the effectiveness of the Incentives Program and will welcome feedback from all interested stakeholders.

### **STRATEGIC IMPLICATIONS**

Revitalisation of the Cleveland CBD is recognised as a strategic priority of Council. Implementation of the Cleveland CBD Development Incentives Program is critical in stimulating investment and redevelopment opportunities within the CBD in the short to medium term.

### **Legislative Requirements**

To facilitate the implementation of the Cleveland CBD Development Incentives Program a number of resolutions in accordance with the *Local Government Act* and

---

Regulation and Adopted infrastructure Charges Resolution are necessary. These requirements are identified in the issues section of this report.

## **Risk Management**

### *Opportunities*

- Support implementation of the Cleveland Master Plan ;
- Renewed investor and consumer confidence in Cleveland;
- Increased employment growth across a range of sectors;
- Increased economic growth;
- Greater mixed use development; and
- Potential to increase rateable properties within the CBD and increase to revenue stream

### *Risks*

- Potential Financial costs associated with implementation of Incentives Program;
- Investors continue to bypass Cleveland in favour of other areas of Southeast Queensland that offer potentially greater return on investment;
- Perception that the focus on Cleveland is at the expense of other areas in the City;
- Planned developments that seek to take advantage of incentives but do not proceed to the construction phase; and
- Potential for interest only in the primary incentives area and not in the secondary area.

## **Financial**

Implementation of the Cleveland CBD Development Incentives Program will potentially impact upon a number of revenue streams including infrastructure charge contributions, development application fees and rating and utility charges during the life of the program. Maximum concessions have been identified in the report as follows:

- Infrastructure Charges concessions – initial cap of \$1.5 million
- Development Application Fees concessions - cap of \$250,000
- Rating and utility concessions – no cap identified

As discussed in this report, whilst reducing infrastructure contributions offers a potential stimulus for development in the short term, waiving these charges will in the longer term increase Council costs in delivering trunk infrastructure networks identified in the recently adopted Priority Infrastructure Plan.

In the short term it is envisaged that the program can be delivered without requiring significant revision of the current estimates of infrastructure charges. However, provision needs to be made within Council budget deliberations for the financial impact of the Incentives Program on future budgets. The impacts will also need to be monitored as part of Council's quarterly budget review process.

## People

Undertaking the implementation of the Cleveland CBD Incentives Program will require ongoing involvement of officers from across a number of departments to oversee implementation and manage and process development applications. officers will be affected most notably in the following Departments:

- Environment, Planning and Development
- City Services
- Corporate Services
- Governance
- Finance

## Environmental

Environmental improvements associated with changes outlined in the Master Plan include:

- Improved amenity and urban design outcomes within the Centre
- Potentially greater use of public transport with less reliance on the use of private vehicles
- Improved environmental requirements to buildings associated with best practice design elements.

## Social

Potentially increased business confidence and private investment in response to Cleveland CBD Incentives Program will improve Cleveland as a destination for residents and visitors to the CBD. In addition to this, improved employment prospects and a more varied mix of uses within the CBD (both commercial and residential) has the potential to increase activity within Cleveland contributing to a more vibrant centre.

## Alignment with Council's Policy and Plans

### *Relationship to Corporate Plan*

The recommendation supports a number of Council's strategic priorities including green living, wise planning and design, a supportive and vibrant economy, strong and connected communities, and of embracing the bay.

Examples of how the Cleveland CBD Development Incentives Program addresses these strategic priorities include:

- promoting an active town centre through opportunities for retail, commercial and residential redevelopment connected with high quality public spaces including green and shaded streets and boulevards. The style of architecture and public space will blend the unique bayside qualities of the City with the environmental and historical aspects of the locality;
- maintaining and enhancing Bloomfield and Middle Streets as prominent boulevards and pedestrian spines in the city centre
- providing opportunity for business investment and local employment;



### *Relationship to the Community Plan*

The Cleveland CBD Development Incentives Program seeks to stimulate private investment and contribute towards the revitalisation of the Cleveland CBD through improved development opportunities for business, residential, educational and mixed-use facilities. This is consistent with the vision outcomes of the Community Plan which seeks the expansion of Cleveland as a regional cultural and civic hub to boost the economy and create local jobs.

## **CONSULTATION**

Officers from across the organisation have been consulted in the preparation of this report, including: Governance; Environment, Planning and Development; and Corporate Services.

## **OPTIONS**

### **Preferred**

That Council resolve as follows:

1. To adopt the Cleveland CBD Development Incentives Program subject to the following:
  - a) The incentives shall only be available within the Primary and Secondary Incentives Areas as depicted on Map 1 - Cleveland CBD Development Incentives Area Map;
  - b) The Cleveland CBD Development Incentives Program shall operate from 1 March 2013 until 30 June 2015;
  - c) Council will provide infrastructure contributions concessions on a first come first served basis for new approved material change of use development (involving building works) which:
    - is identified as eligible for the Incentives Program as defined below;
    - is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan ; and
    - involves building works which can demonstrate substantial completion by 30 June 2016.

The infrastructure contributions concession is available for eligible developments as follows:

- 100% concession - Primary Incentives Area for all eligible uses;
- 100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;
- 75% concession - Secondary Incentives Area for remaining eligible uses as follows:
  - i. *Aged Care and Special Needs Housing where part of a mixed use;*
  - ii. *Apartment Buildings where part of a mixed use ;*
  - iii. *Commercial Offices;*
  - iv. *Community Facility;*
  - v. *Hotel;*

- vi. *Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
- vii. *Refreshment Establishment; and*
- viii. *Shop;*

d) Provide development application fee concessions, on a first come first served basis, for well-made applications for new material change of use development ( involving building works), and operational works for new approved Material Change of use development (involving building works) which:

- Is identified as eligible for the Incentives Program as defined below;
- Is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and
- Involves building works which can demonstrate substantial completion by 30 June 2016.

The development application fee concessions are available for eligible developments as follows:

- 100% concession - Primary Incentives Area for all eligible uses;
- 100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;
- 75% concession - Secondary Incentives Area for remaining eligible uses as follows:
  - i. *Aged Care and Special Needs Housing where part of a mixed use;*
  - ii. *Apartment Buildings where part of a mixed use ;*
  - iii. *Commercial Offices;*
  - iv. *Community Facility;*
  - v. *Hotel;*
  - vi. *Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
  - vii. *Refreshment Establishment; and*
  - viii. *Shop;*

e) Pursuant to Part 10 of Chapter 4 of the Local Government Regulation 2012 Council will provide rating and utility charge concession during the construction phase for approved new development on the following basis:

- is identified as eligible for the Incentives Program as defined below;
- is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and
- involves building works which can demonstrate substantial completion by 30 June 2016.

The rating and utility charge concessions are available for eligible developments as follows:

- 100% concession - Primary Incentives Area for all eligible uses;

- 100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;
  - 75% concession - Secondary Incentives Area for remaining eligible uses as follows:
    - i. Aged Care and Special Needs Housing where part of a mixed use;*
    - ii. Apartment Buildings where part of a mixed use ;*
    - iii. Commercial Offices;*
    - iv. Community Facility;*
    - v. Hotel;*
    - vi. Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);*
    - vii. Refreshment Establishment; and*
    - viii. Shop.*
- f) Regulatory and facilitative incentives will be available within the Primary and Secondary Incentives Area as depicted on Map 1 - Cleveland CBD Development Incentives Area;
- g) Fast track eligible new material change of use and operational works development applications ( involving building works) which are well-made and which are consistent with the Redlands Planning Scheme and Cleveland Master Plan within twenty (20) business days (Regulatory Incentives);
- h) Utilise the Base Maximum Car parking rates for Activity Centres as identified in the “Transit Orientated Development – Guide for Practitioners in Queensland” released by the Queensland State Government for new material change of use development applications (involving building works) (Regulatory Incentives) which:
- are consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan;
  - are for a land use identified as eligible for the Incentives Program;
  - are lodged with Council prior to the 30 June 2015; and
  - involve building works which can demonstrate substantial completion by 30 June 2016.
- i) Where Council is satisfied that a material change of use application (involving building works) for an eligible use is capable of providing on site car parking in accordance with the base maximum rates of the TOD guideline for Activity Centres it will be deemed to satisfy the relevant Specific Outcome of the Access and Parking Code of the Redlands Planning Scheme;
2. Amend the Adopted Infrastructure Charges Resolution to provide an infrastructure charges concession in accordance with the Cleveland CBD Incentives Program.
3. The Chief Executive Officer is authorised to identify an appropriate officer or team with responsibility to undertake the role of Development Advocate as described in this report.
-

4. The Chief Executive Officer is authorised to finalise all business rules for the implementation and administration of the Cleveland CBD Development Incentives Program commencing on 1 March 2013.
5. Pursuant to Part 3 of the Local Government Regulation 2012, the Chief Executive officer is delegated the power to determine eligible development applications and applications for financial incentives including infrastructure charges, development and operational works application fees and rating and utility charge exemptions, waivers and concessions.

## **Alternatives**

### **Option 1**

Council explore other strategies to stimulate business investment and development activity within the Cleveland CBD.

### **Option 2**

Council review the list of eligible uses to better target preferred uses most likely to stimulate economic development outcomes within the CBD and to better reflect Council's vision for the area.

## **OFFICER'S/COMMITTEE RECOMMENDATION/ COUNCIL RESOLUTION**

**Moved by:** Cr C Ogilvie

**Seconded by:** Cr A Beard

**That Council resolve to:**

1. **Adopt the Cleveland CBD Development Incentives Program subject to the following:**
  - a) **the incentives shall only be available within the Primary and Secondary Incentives Areas as depicted on Map 1 - Cleveland CBD Development Incentives Area Map;**
  - b) **the Cleveland CBD Development Incentives Program shall operate from 1 March 2013 until 30 June 2015;**
  - c) **Council will provide infrastructure contributions concessions on a first come first served basis for new approved material change of use development (involving building works) which:**
    - **is identified as eligible for the Incentives Program as defined below;**
    - **is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan ; and**
    - **involves building works which can demonstrate substantial completion by 30 June 2016.**

**The infrastructure contributions concession is available for eligible developments as follows:**

- **100% concession - Primary Incentives Area for all eligible uses;**
  - **100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;**
-

- **75% concession - Secondary Incentives Area for remaining eligible uses as follows:**
  - i. **Aged Care and Special Needs Housing where part of a mixed use;**
  - ii. **Apartment Buildings where part of a mixed use ;**
  - iii. **Commercial Offices;**
  - iv. **Community Facility;**
  - v. **Hotel;**
  - vi. **Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);**
  - vii. **Refreshment Establishment; and**
  - viii. **Shop;**
- d) **Council will provide development application fee concessions, on a first come first served basis, for well-made applications for new material change of use development ( involving building works), and operational works for new approved Material Change of use development (involving building works) which:**
  - **is identified as eligible for the Incentives Program as defined below;**
  - **is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and**
  - **involves building works which can demonstrate substantial completion by 30 June 2016.**

**The development application fee concessions are available for eligible developments as follows:**

- **100% concession - Primary Incentives Area for all eligible uses;**
- **100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;**
- **75% concession - Secondary Incentives Area for remaining eligible uses as follows:**
  - i. **Aged Care and Special Needs Housing where part of a mixed use;**
  - ii. **Apartment Buildings where part of a mixed use;**
  - iii. **Commercial Offices;**
  - iv. **Community Facility;**
  - v. **Hotel;**
  - vi. **Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);**
  - vii. **Refreshment Establishment; and**
  - viii. **Shop;**

- e) Pursuant to Part 10 of Chapter 4 of the *Local Government Regulation 2012* Council will provide rating and utility charge concession during the construction phase for approved new development on the following basis:
- is identified as eligible for the Incentives Program as defined below;
  - is consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan; and
  - involves building works which can demonstrate substantial completion by 30 June 2016.

The rating and utility charge concessions are available for eligible developments as follows:

- 100% concession - Primary Incentives Area for all eligible uses;
  - 100% concession - Secondary Incentives Area for Educational Facilities, Health Care Centre and Tourist Accommodation;
  - 75% concession - Secondary Incentives Area for remaining eligible uses as follows:
    - i. Aged Care and Special Needs Housing where part of a mixed use;
    - ii. Apartment Buildings where part of a mixed use ;
    - iii. Commercial Offices;
    - iv. Community Facility;
    - v. Hotel;
    - vi. Indoor Recreation Facility (includes cinemas, convention centre and fitness centre);
    - vii. Refreshment Establishment; and
    - viii. Shop.
- f) regulatory and facilitative incentives will be available within the Primary and Secondary Incentives Area as depicted on Map 1 - Cleveland CBD Development Incentives Area;
- g) Council will fast track and determine eligible new material change of use and operational works development applications ( involving building works) which are well-made and which are consistent with the Redlands Planning Scheme and Cleveland Master Plan within twenty(20) business days (Regulatory Incentives);
- h) Council will utilise the Base Maximum Car parking rates for Activity Centres as identified in the “Transit Orientated Development – Guide for Practitioners in Queensland” released by the Queensland State Government for new material change of use development applications (involving building works) (Regulatory Incentives) which:
- are consistent with the Redlands Planning Scheme and outcomes envisaged by the Cleveland Master Plan ;
  - are for a land use identified as eligible for the Incentives Program;
-

- are lodged with Council prior to the 30 June 2015; and
  - involve building works which can demonstrate substantial completion by 30 June 2016.
- i) where Council is satisfied that a material change of use application (involving building works) is capable of providing on site car parking in accordance with the base maximum rates of the TOD guideline for Activity Centres it will be deemed to satisfy the relevant Specific Outcome of the Access and Parking Code of the Redlands Planning Scheme;
2. Amend the Adopted Infrastructure Charges Resolution to provide an infrastructure charges concession in accordance with the Cleveland CBD Incentives Program.
  3. The Chief Executive Officer is authorised to identify an appropriate officer or team with responsibility to undertake the role of Development Advocate as described in this report.
  4. The Chief Executive Officer is authorised to finalise all business rules for the implementation and administration of the Cleveland CBD Development Incentives Program commencing on 1st March 2013.
  5. Pursuant to Part 3 of the Local Government Regulation 2012, the Chief Executive officer is delegated the power to determine eligible development applications and applications for financial incentives including infrastructure charges, development and operational works application fees and rating and utility charge exemptions, waivers and concessions.

**CARRIED 8/2**

Crs Bishop and Boglary voted against the Council resolution.

Cr Elliott was absent.

## **13.2 COORDINATION COMMITTEE MEETING – 27 FEBRUARY 2013**

### **COUNCIL RESOLUTION**

Moved by: Cr A Beard  
Seconded by: Cr P Bishop

That the Report and Recommendations of the Coordination Committee meeting held 27 February 2013 be adopted.

[Minutes Coordination Committee 27 February 2013](#)

**CARRIED 10/0**

Cr Elliott was absent.

**14 MAYORAL MINUTES**

Nil.

**15 NOTICES OF MOTION TO REPEAL OR AMEND RESOLUTIONS**

Nil.

**16 NOTICES OF MOTION**

Nil.

**17 URGENT BUSINESS WITHOUT NOTICE**

Moved by: Cr W Boglary

Seconded by: Cr P Bishop

That permission be granted for Cr Boglary to bring forward an item of urgent business.

CARRIED 10/0

Cr Elliott was absent.

**17.1 URGENT BUSINESS CR BOGLARY****17.1.1 CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE  
MEMBERSHIP**

Moved by: Cr W Boglary

Seconded by: Cr P Gleeson

That the Cleveland CBD Revitalisation Special Committee consist of all Councillors.

After discussion, Cr Boglary withdrew her motion.

**18 MEETING CLOSURE**

There being no further business, the Mayor declared the meeting closed at 12.17pm.

Signature of Chairperson: \_\_\_\_\_

Confirmation date: \_\_\_\_\_