



Redland
CITY COUNCIL

MINUTES

GENERAL MEETING

Wednesday, 1 May 2013

**The Council Chambers
35 Bloomfield Street
CLEVELAND QLD**

Table of Contents

Item	Subject	Page No
1	DECLARATION OF OPENING	3
2	DEVOTIONAL SEGMENT	3
3	RECOGNITION OF ACHIEVEMENT	3
3.1	INGA MYER – REDLANDS SEA DRAGONS	3
3.2	DAN HOLZAPFEL	3
3.3	MIRUSIA LOUWERSE.....	3
4	RECORD OF ATTENDANCE AND LEAVE OF ABSENCE.....	4
5	RECEIPT AND CONFIRMATION OF MINUTES.....	4
5.1	GENERAL MEETING MINUTES 17 APRIL 2013	4
6	MATTERS OUTSTANDING FROM PREVIOUS COUNCIL MEETING MINUTES.....	5
6.1	PETITION (DIVISION 5) REQUESTING FOR COUNCIL TO EXTEND THE OPERATING SEASON OF THE BAY ISLANDS SWIMMING POOL.....	5
7	PUBLIC PARTICIPATION.....	5
8	PETITIONS AND PRESENTATIONS.....	6
9	MOTION TO ALTER THE ORDER OF BUSINESS	6
9.1	ITEM WITHDRAWN.....	6
9.2	MOTION TO ACCEPT LATE ITEM.....	6
10	DECLARATION OF MATERIAL PERSONAL INTEREST OR CONFLICT OF INTEREST ON ANY ITEMS OF BUSINESS	6
11	CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE - 18 APRIL 2013	7
11.1	ORGANISATIONAL SERVICES.....	7
11.1.1	BUSINESS IMPROVEMENT DISTRICT	7
11.2	COMMUNITY & CUSTOMER SERVICES.....	16
11.2.1	CLEVELAND CBD REVITALISATION WORK PROGRAM.....	16
12	MOTION TO ADJOURN GENERAL MEETING FOR THE CONDUCT OF THE COORDINATION COMMITTEE MEETING AT 11.15AM.....	20

13	MOTION TO RECONVENE GENERAL MEETING AT 11.53AM.....	20
14	ADOPTION OF COMMITTEE REPORT & RECOMMENDATIONS.....	20
	14.1 COORDINATION COMMITTEE MEETING – 1 MAY 2013	20
15	LATE ITEM.....	21
	15.1 ORGANISATIONAL SERVICES.....	21
	15.1.1 RCC PRIORITY DEVELOPMENT AREA APPLICATION	21
16	MEETING CLOSURE	28

1 DECLARATION OF OPENING

The Mayor declared the meeting open at 10.33am 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

Reverend Linden Fooks from Capalaba Presbyterian Church led Council in a brief devotional segment.

3 RECOGNITION OF ACHIEVEMENT

3.1 INGE MEIER – REDLANDS SEA DRAGONS

Cr Edwards recognised the efforts of Inge Meier. Inga joined Redlands Sea Dragons 3 years ago and with the club has taken part in many regattas, including State titles. Turning 60, Inge decided to try and represent Queensland in the National Titles. Making it into the State squad was a great challenge in itself. On April 14th, 3,000 paddlers competed in the national titles. Inge's team competed in the women's 20,500metre race and won gold for Queensland. All the members of Redland Sea Dragons are very proud of her and her achievement.

3.2 DAN HOLZAPFEL

The Mayor paid tribute to a previous Councillor of Redland, Dan Holzapfel who today turns 90. It is worth recognising people like Dan who have been an inspiration and a stalwart to this community. Holzapfel is a name that's synonymous with Redlands. They were one of the pioneering families of Mount Cotton and he has continued his family's legacy by the things he does and committing to projects such as Redlands Museum, the Hospital and Rotary International. Dan is very well respected across the globe for his contributions to Rotary, but obviously as a resident of this City for all of his life, has left great legacies in the things that we see around our City.

3.3 MIRUSIA LOUWERSE

The Mayor acknowledged the wonderful achievements of Mirusia Louwerse of the Redlands who this morning had the great honour of singing (the only female and Australian) to sing at the coronation of the new King of the Netherlands after the abdication of his mother Queen Beatrix. Mirusia was very exhilarated by it and we are very proud of Mirusia and hope that she continues to achieve great things with her career.

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 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 Organisational Services
Mrs L Rusan	General Manager Community & Customer Services
Mr G Soutar	General Manager Infrastructure & Operations
Mr G Holdway	Chief Financial Officer

MINUTES:

Mrs J Parfitt	Team Leader Corporate Meetings & Registers
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APOLOGY

Cr M Elliott, Councillor Division 7

5 RECEIPT AND CONFIRMATION OF MINUTES

5.1 GENERAL MEETING MINUTES 17 APRIL 2013

COUNCIL RESOLUTION

Moved by: Cr P Gleeson
Seconded by: Cr P Bishop

That the minutes of the General Meeting of Council held on 17 April 2013 be confirmed.

[General Meeting Minutes 17 April 2013](#)

CARRIED 10/0

Cr Elliott was absent.

6 MATTERS OUTSTANDING FROM PREVIOUS COUNCIL MEETING MINUTES

The Chief Executive Officer presented the following item for noting:

6.1 PETITION (DIVISION 5) REQUESTING FOR COUNCIL TO EXTEND THE OPERATING SEASON OF THE BAY ISLANDS SWIMMING POOL

At the General Meeting on 17 April 2013 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.

Request for Council to "...extend the operating season of the Bay Islands Swimming Pool..."

7 PUBLIC PARTICIPATION

MOTION TO ADJOURN MEETING

Moved by: Cr P Bishop
Seconded by: Cr M Edwards

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

CARRIED 10/0

Cr Elliott was absent.

- Mr G Wood, resident of Cleveland and commercial fisherman, addressed Council regarding DA Approval for Home Based Business.
- Ms G James of Macleay Island addressed Council in relation to Translink Services to the SMBI.

MOTION TO EXTEND PUBLIC PARTICIPATION

Moved by: Cr A Beard
Seconded by: Cr J Talty

That the public participation segment be extended to allow further speakers.

CARRIED 10/0

Cr Elliott was absent.

- Ms E Ulrick of Lamb Island addressed Council in relation to Translink Services to SMBI.
- Mr M Langridge of Wellington Point addressed Council in relation to development application MCU012993 for multiple dwellings Old Cleveland Road East, Leonard Street and Charles Canty Drive, Wellington Point.
- Mr D Oliver of Wellington Point addressed Council in relation to development application MCU012993 for multiple dwellings Old Cleveland Road East, Leonard Street and Charles Canty Drive, Wellington Point.

- Mr L Christophers of Wellington Point addressed Council in relation to animal management issues including registration fees and making Redland City dog friendly.

MOTION TO RESUME MEETING

Moved by: Cr J Talty
Seconded by: Cr P Bishop

That the meeting proceedings resume.

CARRIED 10/0

Cr Elliott was absent.

8 PETITIONS AND PRESENTATIONS

Nil.

9 MOTION TO ALTER THE ORDER OF BUSINESS

9.1 ITEM WITHDRAWN

It was noted that Item 17.1.1 – Notice of Motion Cr Edwards – *Translink Services to the Southern Moreton Bay Islands* (as listed on the Agenda) had been withdrawn.

9.2 MOTION TO ACCEPT LATE ITEM

COUNCIL RESOLUTION

Moved by: Cr A Beard
Seconded by: Cr M Edwards

That a late item from the General Manager Organisational Services – *RCC Priority Development Area Application* – be received.

CARRIED 10/0

Cr Elliott was absent.

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

Nil.

COUNCILLOR ABSENCES DURING MEETING

Cr Hewlett left the meeting at 12.04pm and returned at 12.06pm during Item 15.1.1

11 CLEVELAND CBD REVITALISATION SPECIAL COMMITTEE - 18 APRIL 2013

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

That the report and recommendations of the Cleveland CBD Revitalisation Special Committee meeting held 18 April 2013 be received.

[Cleveland CBD Revitalisation Special Committee of 18 April 2013](#)

CARRIED 10/0

Cr Elliott was absent.

11.1 ORGANISATIONAL SERVICES

11.1.1 BUSINESS IMPROVEMENT DISTRICT

Datworks Filename: ED Planning – Cleveland CBD - Business Improvement District

Responsible Officer: Nick Clarke
General Manager Organisational Services

Author: Douglas Hunt
Principal Adviser Economic Development

PURPOSE

The purpose of this report is to provide background information on the nature of Business Improvement Districts (BID) with the aim of establishing a BID in the Cleveland CBD. The report will outline a brief overview of BIDs, notably the governance structures that inform their existence. It will then provide a synopsis of Redland City's only BID, CBID (Capalaba Business Improvement District), with a recommendation on how to proceed in the development of a Cleveland BID.

This report will also be supplemented by a presentation from Mr James Brockhurst – Capalaba Business Improvement District.

BACKGROUND

A BID is a publicly sanctioned, but privately directed, organisation that supplements public services to improve shared, geographically defined trading areas. Such organisations tend to function on a self-help doctrine, normally relying on a self-taxing mechanism to generate a revenue stream, normally via a levy, or business improvement tax. They operate as a form of public private partnership, with the role of the public sector normally limited to a facilitation role and the majority of the operational activities being undertaken by the private sector.

A BID operates within a flexible governance framework that allows participants to develop solutions to a range of issues affecting a geographically defined trading area in a manner that takes into account the local context, and where local and state government funding is limited. The BID model allows multiple stakeholders the ability to operate autonomously, and develop and manage programs designed to improve

the economic, social and environmental condition of a particular geographical jurisdiction. They allow for the promotion of their particular area through marketing and promotion campaigns that are commercially oriented and directed by the governing structure of the BI District. Other activities that can be directed by a BID include:

- Improving security measures;
- Graffiti control;
- Beautification projects;
- Events and tourism initiatives;
- Maintenance;
- Business recruiting;
- Signage;
- Research for the area
- Seeking additional grants and funds from other levels of Government;
- Coordination of precinct (e.g. appointing someone to coordinate all activities);
- Retail improvements.

A BID can deliver:

- A cleaner, safer and more attractive business district;
- A steady and reliable funding source for supplemental services and programs;
- The ability to respond quickly to changing needs of the business community;
- The potential to increase property values, improve sales and decrease commercial vacancy rates;
- A district that is better able to compete with nearby retail and business centres.

The programmes offered by a BID should not replicate the services provided by Council. Rather, they should utilise the resources and knowledge of the private sector to achieve common goals and outcomes. There is no one particular model for a successful BID, other than the requirement for commitment from the private sector partners to oversee the governance and operational aspects.

It is estimated there are approximately 1500 Business Improvement Districts throughout the world, with Australia estimated to have 185 of those¹. The formation of a BID varies from country to country, with different naming conventions and definitions, varying legislative requirements permitting their formation and financial structures ranging from not-for-profit organisations to quasi-government entities. The operating budgets for these organisations vary from a few thousand dollars into the millions of dollars, depending on the fee structure and level of government support².

ISSUES

Capalaba Business Improvement District

At present there is one Business Improvement District in the Redlands. The Capalaba Business Improvement District (CBID) is a not-for-profit organisation with a

¹ British BIDS, 2012, *BIDS Around the world*, retrieved from <http://www.britishbids.info/AboutBIDs/BIDsaroundtheworld.aspx>

² Hoyt, Lorlene, 2007, *The Business Improvement District: An internationally diffused approach to revitalization*, retrieved from http://web.mit.edu/dusp/dusp_extension_unsec/people/faculty/lhoyt/Hoyt_IDA.pdf

committee committed to the development and sustainability of the commercial and retail businesses in the Capalaba area to create a business district that is well known for its sustainable business principles. CBID was incorporated as a not-for-profit organisation in April, 2010 and currently meets on a monthly basis. Prior to that it was known as the Redland Bay Road Committee and was in operation from 2005.

The CBID offers the following benefits to members:

- Improve profitability and sustainability of local businesses in Capalaba;
- Support and promote Economic Development and Marketing services;
- Improve conditions for business, employment, and the quality of life for those who work, shop and live in Capalaba;
- To develop a 'green' workforce to meet the needs of industry;
- To encourage young people to become agents of positive social change;
- To gain government grants to assist in the provision of training programs.

Other successful outcomes from CBID have included the introduction of a staff loyalty card, referral directory, networking events and CBID editorials.

The CBID membership has grown from an initial five in 2010 to 84 today, comprising Capalaba business representatives, the Bayside Bulletin, Council's Economic Development Coordinator and Redland City Council's Business Grow consultant. There are 65 associate and 19 full members.

The revenue stream for CBID is derived from memberships and consolidated revenue transferred from the previous Redland Bay Road Committee. The current operational revenue for CBID is approximately \$15,000 for the current financial year. Council does not contribute financially to CBID, but does offer support through the Business Grow service. The main operational expenditure for CBID is through event sponsorship, special membership offers, membership packs, printing and stationery.

Capalaba Business Improvement District Initiatives

The following successful initiatives have been implemented by the Capalaba Business Improvement District:

- Provide support for The Cage - an organisation committed to providing a freely available service of direct assistance and support, catering directly to the needs of youth/young adults and their families;
- Promote a positive and sustainable precinct;
- Promote sustainable business practices;
- Organise events, most recent one was early March (Networking event);
- Promote collective marketing.

The CBID Model, since its establishment in 2010, has implemented a number of initiatives that have assisted Capalaba businesses. The CBID has proved to be a low cost, sustainable model, requiring little in the way of resources from Council, aside from the attendance of a Council Officer at monthly meetings. The CBID model could be applied to the Cleveland CBD, as it represents a successful model being used within the boundaries of the city and is overseen by businesses, with Council playing a facilitative role in the process.

Establishing a BID

Business Improvement Districts in Australia have mostly been formed through a desire by business owners in a particular region to make their area clean, safe and prevent social issues associated with economic decline and vacant commercial space. This compares with their establishment in North America in particular, where they are often established through enabling legislation, with clearly defined aims and outcomes. In Australia, the key to the success of these groups is the ability to have a call to action or a common vision which identifies the need to and engages in their business community³.

To operate in a sustainable manner and maintain financial viability, a successful BID needs to have sufficient working capital to be able to achieve outcomes. Therefore, establishing funding priorities that demonstrate value for money is the first step to ensuring the success of the BID. To do this, BIDs require a strategic business plan which demonstrates engagement with members and outlines priorities for council endorsement. One of the requirements of the business planning process is a detailed budget which translates the BID's objectives into a financial plan detailing income sources and expenditure commitments.

There should be no limit or restriction on the activities the BID can propose to undertake, other than to avoid duplication of services already provided by Council through general rates. However, the development of a strategic business plan will be an important component in convincing businesses to support a proposed BID.

BID Funding Sources

In Australia, there is no one structure, or legislative requirement that can be used to define the governance model and support mechanisms for a BID. While a BID model can be developed that relies solely on government funding, or private funding, it is more common for a model to consist of a mixture of public and private funding. Some have only council funding, some have both public and private funding: for example a special levy, plus sponsorship, plus membership. In accounting for these funds, some organisations break their spending into public versus private expenditure.

The imposition of a special rates and levy system as a source of income for a BID can be used to ensure that the 'free rider' issue does not occur, whereby resources are allocated for the benefit of all (in this case through the BID), but not all beneficiaries contribute to supplying the resources.

This can be the case if the only source of funding for a BID is through the private sector. The imposition of a special rate or charge is one option available to local governments to assist in the public funding of BIDs. This process involves establishing a rateable value for each property owner. The two main ways of doing this are:

Proportional Value Method – Here targeted rates are calculated on the basis of the Unimproved Capital Value (UCV) for example, if a District has 600 rateable properties, with an average rateable land value of around \$1,000,000. Through a business case a suitable funding base for the BID may require around \$600,000. A

³ Hoyt, Lorraine, 2007, *The Business Improvement District: An internationally diffused approach to revitalization*, retrieved from http://web.mit.edu/dusp/dusp_extension_unsec/people/faculty/lhoyt/Hoyt_IDA.pdf

levy based on 0.001% (\$1000 for properties valued at \$1,000,000) of land value will achieve a revenue base of approximately \$600,000. In the proportional value method this rate is applied uniformly across all businesses in the designated area. This has a tendency to ignore the differences in value for money of the program to individual businesses.

Differential Rating Zones – In a differential rating zones system there may be sub areas within the overall BID which are rated at different levels, to ensure equity of 'value for money'. For example, the BID district might be broken down into three distinct zones:

- Zone A – Shopping centres, businesses in this area might be almost exclusively retail-oriented, and will therefore potentially be the prime beneficiaries of any BIDs program.
- Zone B – Shopping region, not in a shopping centre. Whilst again primarily retail related they are also specialty stores. Their value from the BID will be dependent on the activities of the BID, but could potentially be different from Zone A.
- Zone C – This might include sub-areas which are not necessarily retail-based. These areas could include some retail but also manufacturing and warehousing. This zone might be less advantaged by the BID and consequently their levy should be less.

Whilst the calculation of the levy in a differential rating zone would be based on the unimproved capital value, the actual percentage applied would vary across the different zones. This results in what is known as a Pareto improvement within these zones, whereby improvements are made to the direct beneficiaries, without impacting negatively on the indirect beneficiaries (Zones B and C). It should be noted that the only BID that operates in Redland City, the Capalaba Business Improvement District, does not rely on any local government financial support and on that basis there is no need for a special rates levy to be applied to support the establishment of a BID.

Advantages of a BID

- The establishment of BID in Cleveland may result in a more attractive business district as local business owners can influence improvements at a business level;
- A steady and reliable funding source for supplemental services and programs;
- The ability to quickly respond to the changing needs of the business community
- The potential to increase property values, improve sales and decrease commercial vacancy rates;
- Develop a district better able to compete with nearby retail and business centres;
- A supplemental service provider from Council for businesses.

Disadvantages of a BID

- BID's can be seen as undemocratic, as they concentrate the power of a geographic area into the hands of a few;
- In some instances small businesses that fall below a BID levy threshold (if one is introduced) can be priced out of an area, as BID's tend to increase rental

- values (this has been a problem experienced overseas in North America and the UK in particular);
- There has been some criticism (overseas based) regarding the impact BID's can have on homeless people and the poor who tend to congregate around certain businesses;
 - BID's in North America and the UK have been criticised for their opposition to street vendors that attempt to establish a presence in a BID district. This is an important consideration for Cleveland, as one of the possible short-term actions for the CBD is to investigate the establishment of a street vendor program; and
 - Unless a strong leadership team is established, there is potential for a BID to be unsustainable over the long-term.

STRATEGIC IMPLICATIONS

Legislative Requirements

In Queensland, there is no one structure, or legislative requirement that can be used to define the governance model and support mechanisms for a BID and therefore no guidelines on the establishment of a BID. It is at the discretion of a local government to determine the structure of a BID, including the revenue source.

Risk Management

Opportunities

- The establishment of BID in Cleveland may result in a more attractive business district as local business owners can influence improvements at a business level;
- A steady and reliable funding source for supplemental services and programs;
- The ability to quickly respond to the changing needs of the business community
- The potential to increase property values, improve sales and decrease commercial vacancy rates;
- Develop a district better able to compete with nearby retail and business centres;
- A supplemental service provider from Council for businesses.

Risks

- Failure to find a business leader who will champion the BID process;
- The possible failure of the BID if a secure and regular income source is not derived;
- Lack of ownership of BID by local business owners.

Financial

The imposition of a special rates system would provide Council with an additional income source to fund the BID, however this would need to be redistributed to the BID to be used by them as a supplemental income source. It would therefore, not prove to be a general revenue stream option for Council.

People

Undertaking the implementation of BID in Cleveland will require the devotion of the Economic Development unit in Council, working in conjunction with the following organisations outside Council:

- Redland Chamber of Commerce;
- Cleveland Traders Association;
- Capalaba Business Improvement District.

Environmental

The environmental benefits associated with the establishment of a BID could be related back to the Master Plan, with the BID working in conjunction with Council to oversee the implementation of the plan. Elements of the Master Plan that a BID could assist with by working conjunction with Council Officers include:

- Improved open space and public amenity;
- Town Square development;
- 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 establishment of a Business Improvement District with the Cleveland CBD has the potential to result in a more varied mix of uses within the CBD (both commercial and residential) and this increases 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

The recommendation primarily supports Council's strategic priorities of delivering a supportive and vibrant economy, strong and connected communities.

The establishment of a Cleveland Business Improvement District 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;
- Providing opportunity for business investment and local employment; 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:

- Principal Adviser, Local Area and Strategic Planning
- Senior Strategic Planner
- Councillor Division Two
- Mayor

OPTIONS

In order to effectively undertake the establishment of a sustainable Business Improvement District it will be necessary to commence some initial scoping work. This initial work will assist in deciding the options available to Council, should it decide to proceed with the establishment of a BID for Cleveland. The options could include:

1. That the Cleveland CBD Revitalisation Special Committee resolve to accept the Officers recommendations to commence the process of scoping support for a Business Improvement District for Cleveland and progressing this further, should the model be deemed appropriate for Cleveland; and
2. If there is little interest from local businesses in the process, discontinue the process and continue to work with the Redland Chamber of Commerce and Cleveland Traders Association in assisting with the revitalisation strategy for Cleveland CBD.

OFFICER'S RECOMMENDATION

That Council resolve as follows:

1. To nominate a Cleveland CBD Revitalisation Special Committee ("the Committee") representative to meet with the Executive Leadership Group of the Capalaba Business Improvement District (CBID) to gain an understanding of the operational aspects of CBID and its applicability to Cleveland. The Capalaba model would represent a no cost option to Council;
2. That the nominated representative reports back to the Committee on the outcomes of the meeting with CBID and its applicability to the establishment of a Cleveland Business Improvement District;
3. That if this is deemed an appropriate model by the Committee, the nominated committee representative will commence discussions with the Redland Chamber of Commerce and the Cleveland Traders Association for the formation of a Business Improvement District in Cleveland;
4. That through discussions with these groups and in consultation with members of the Committee, the nominated committee member will determine a local business leader who would drive a Cleveland BID establishment process;
5. That following consultation with the aforementioned bodies, Council will determine the appropriate funding model and revenue source for a Cleveland BID;
6. That if a Cleveland BID is established, Council will ensure that the focus of a Cleveland BID is specifically on issues relevant to Cleveland and that it does not duplicate services provided by Council at present through general rates; and
7. That if it is deemed an appropriate option for Cleveland, Council will ensure that the formation of a Cleveland Business Improvement District is used as a vehicle to unite Cleveland businesses to promote Cleveland and work in tandem with the

work currently being undertaken by Council's Cleveland CBD Revitalisation Special Committee.

COMMITTEE RECOMMENDATION/ COUNCIL RESOLUTION

Moved by: Cr C Ogilvie
Seconded by: Cr M Edwards

That Council resolve as follows:

1. Committee to nominate Cr Ogilvie to lead and be empowered to commence discussions with the Redland Chamber of Commerce and the Cleveland Traders Association for the formation of a Business Improvement District in Cleveland;
2. To commence discussions to facilitate the revitalisation of Cleveland and investigate place-making options within existing funding arrangements; and
3. That following consultation with the aforementioned bodies, options will be brought back to Council to expedite the revitalisation and determine the appropriate funding model and revenue source for a Cleveland BID.

CARRIED 10/0

Cr Elliott was absent.

11.2 COMMUNITY & CUSTOMER SERVICES

11.2.1 CLEVELAND CBD REVITALISATION WORK PROGRAM

Dataworks Filename: LUP Projects - Cleveland CBD Project

Attachment: [Cleveland CBD Revitalisation Strategy Work Plan](#)

Responsible Officer: Gary Photinos
Manager City Planning & Environment

Author: Brett Hookway
Strategic Planner

PURPOSE

The purpose of this report is to present the draft Cleveland CBD Revitalisation Work Plan for formal Council endorsement.

BACKGROUND

Council has recently established the CBD Revitalisation Committee. The Charter for the Committee indicates that the committee's role is to:

- Prioritise, coordinate, manage and implement short term initiatives identified in the Cleveland Master Plan;
- Introduce measures to encourage business confidence, investment activity and momentum within the CBD; and
- Pursue partnerships with private enterprise to utilise Council land holdings as catalyst sites to drive revitalisation of the CBD.

Following its commencement the Cleveland CBD Revitalisation Committee has:

- Finalised and implemented the introduction of a Development Incentives Package for Cleveland CBD;
- Supported recent amendments to Redlands Planning Scheme to better align with the Cleveland CBD Master Plan;
- Made further submissions and presentations to Economic Development Queensland regarding application for Priority Development Area status;
- Participated in presentations on the Master plan, opportunities for Public /Private Partnerships and potential options for Council land holdings; and
- Supported continued negotiation to resolve easement issues over Council land.

To further progress and guide the work of the Cleveland Revitalisation Committee a draft Cleveland CBD Revitalisation Work Plan has been prepared [see Attachment 1]. It is intended that the draft Cleveland CBD Revitalisation Work Plan will assist with delivering short, medium and long term outcomes for the Committee.

The draft Cleveland CBD Revitalisation Work Plan was workshopped with Council on the 25 March 2013 and is now presented for formal Council adoption.

ISSUES

Draft Cleveland CBD Work Plan

The draft Cleveland CBD Revitalisation Work Plan proposes 4 key work program areas which will assist with delivering outcomes for the Cleveland CBD Revitalisation Committee. The four work programs are:

- A. Master Plan Implementation – short term actions;
- B. Management of Cleveland CBD Development Incentives Program;
- C. Economic Analysis incorporating Council land investigations and Council land requirements; and
- D. Project Management and Governance.

Full detail on the activities and tasks within each of the work programs is provided in the attached Cleveland CBD Revitalisation Work Plan. Within each work program the activities and tasks to be completed are listed. For each task the work program assigns responsibility to appropriate areas of Council, provides timeframe for activities and tasks and allocates priorities to tasks along with an indicative cost estimate.

The draft Cleveland CBD Revitalisation Work Plan seeks to balance the need to deliver short and medium term improvements in the CBD (for example streetscape improvements) while undertaking further technical and feasibility studies to facilitate the long-term future release of Council land (valued at \$20m).

As well as defining key work programs, the draft Work Plan also identifies a range of events and facilities that are currently held within or are in close proximity to the Cleveland CBD. As part of the Cleveland CBD Revitalisation Committee and Project there is scope to consider how Council can assist with attracting more people to these events and encouraging greater use of these facilities.

Nomination of Priority Development Area

As Cleveland CBD has been nominated as a Priority Development Area, the nomination and management of Priority Development Areas is listed as a task in the Cleveland CBD Revitalisation Work Plan. At the time of writing on-going discussion and meetings were occurring with State Government Officers regarding Council request for Priority Development Area designations.

An update on Council's request for Priority Development Area designations will be provided to Council in the Cleveland CBD Revitalisation Committee.

STRATEGIC IMPLICATIONS

The revitalisation of the Cleveland CBD is recognised as a strategic priority of Council. Implementation of the Cleveland CBD Revitalisation Work Plan will guide future work related to the revitalisation of Cleveland CBD and assist with delivering the short, medium and long term outcomes of the Cleveland CBD Revitalisation Committee.

Financial

It is likely that savings in the 12/13 financial year budget will be able to fund high priority tasks proposed to be commenced in the short term. These work tasks are estimated at \$135,000.

Funding for work to be undertaken in the next and 14/15 financial years will be subject of budget requests and budget deliberations. Tasks proposed to undertaken in 13/14 and 14/15 are currently estimated at \$120,000.

People

The implementation of the Cleveland CBD Revitalisation Work Plan and associated work programs will require work to be undertaken across a range of departments and groups within Council. The draft Cleveland CBD Revitalisation Work Plan assigns responsibility to appropriate areas of Council for each of the activities and tasks. Recognising the significance of the Cleveland CBD Revitalisation Project it is expected that Council groups will work collaboratively to implement the plan.

Alignment with Council's Policy and Plans

The recommendation of this report and the Cleveland CBD Revitalisation Work Plan support a range of Council strategic priorities including green living, wise planning and design, a supportive vibrant economy, strong and connected communities and embracing the bay.

CONSULTATION

The draft Cleveland CBD Revitalisation Plan was work shopped with Council on the 25th March 2013.

Through the preparation of this report and the draft Cleveland CBD Revitalisation Work Plan officer from a range of departments and groups have been consulted. Consultation has been undertaken with Economic Development, Communications, Sustainable Assessment and City Planning and Environment.

OPTIONS

1. Council resolve to endorse the Cleveland CBD Revitalisation Work Plan subject to budget deliberations. Council adoption of the draft Cleveland CBD Revitalisation Work Plan will provide a detailed work program to deliver on the revitalisation of the Cleveland CBD.
2. Council provide further direction regarding the Cleveland CBD Revitalisation Work Plan and associated work programs including any changes to activity and task priorities and timings.

OFFICER'S RECOMMENDATION

That Council resolve to endorse the Cleveland CBD Revitalisation Work Plan subject to budget deliberations.

**COMMITTEE RECOMMENDATION/
COUNCIL RESOLUTION**

Moved by: Cr C Ogilvie
Seconded by: Cr J Talty

That Council resolve to:

1. Endorse the Cleveland CBD Revitalisation Work Plan subject to budget deliberations and ongoing monitoring and review;
2. Add to current work program:
 - a) Outcomes of Item 1.1 (*CBID*);
 - b) In current events, consideration of the Black Swamp; and
3. Bring back to all future Cleveland CBD Revitalisation Committees, the work program including scorecard tracking and progress reporting.

CARRIED (en-bloc) **10/0**

Cr Elliott was absent.

12 MOTION TO ADJOURN GENERAL MEETING FOR THE CONDUCT OF THE COORDINATION COMMITTEE MEETING AT 11.15AM**COUNCIL RESOLUTION**

Moved by: Cr J Talty
Seconded by: Cr C Ogilvie

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

CARRIED 10/0

Cr Elliott was absent.

13 MOTION TO RECONVENE GENERAL MEETING AT 11.53AM**COUNCIL RESOLUTION**

Moved by: Cr P Bishop
Seconded by: Cr J Talty

That the General Meeting be reconvened.

CARRIED 10/0

Cr Elliott was absent.

14 ADOPTION OF COMMITTEE REPORT & RECOMMENDATIONS**14.1 COORDINATION COMMITTEE MEETING – 1 MAY 2013****COUNCIL RESOLUTION**

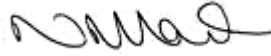
Moved by: Cr W Boglary
Seconded by: Cr P Gleeson

That the Report and Recommendations of the Coordination Committee meeting held 1 May 2013 be adopted.

[Coordination Committee Report 1 May 2013](#)

CARRIED 10/0

Cr Elliott was absent.

15 LATE ITEM**15.1 ORGANISATIONAL SERVICES****15.1.1 RCC PRIORITY DEVELOPMENT AREA APPLICATION****Dataworks Filename: ED: Priority Development Areas****Authorising/Responsible Officer:****Nick Clarke
General Manager Organisational Services****Author:****Douglas Hunt
Principal Adviser Economic Development**

PURPOSE

The purpose of this report is to seek Council endorsement of its revised application to the Minister for Economic Development Queensland (MEDQ) to have two areas of the Redlands considered as Priority Development Areas (PDAs) under the *Economic Development Act, 2012* (the Act). The two areas that Council have nominated for Priority Development Status are:

1. Toondah Harbour
2. Weinam Creek (as part of the Redland Bay Centre and Foreshore Masterplan)

This report will provide a brief background on Council's original application to the MEDQ and an overview of where this process currently stands in relation to Council's modified submission.

BACKGROUND***RCC original PDA submission***

The *Economic Development Act 2012* was enacted as legislation in February of this year, replacing the *Industrial Development Act 1963* and the *Urban Land Development Authority Act 2007*, with both of these Acts being repealed. The legislation was 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 empowers Local Government in land use planning and enables it to play a leading role in economic development projects. The legislation retains 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 to facilitate both economic development and development for community purposes across the state. It is designed to tackle a number of the criticisms aimed at the Urban Land Development Authority (ULDA), including its limited focus on housing development, under-resourcing and lack of local government representation.

The Act places a new entity, Economic Development Queensland (EDQ), under the authority of the Department of State Development, Infrastructure and Planning, 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 legislation and planning schemes.

The legislation is aimed at streamlining the investment process and, through a process that allows an option for the establishment of local representative committees in PDA declared areas, empowers local communities to deliver projects that are in the best interests of the economy and meets the needs of the local community.

The four projects that were included in Council's initial discussions with the EDQ regarding potential for consideration for declaration as Priority Development Areas were:

1. Toondah Harbour
2. Redlands Health and Wellness Precinct
3. Cleveland Central Business District
4. Weinam Creek (as part of the Redland Bay Centre and Foreshore Masterplan)

Council initially submitted these projects as it considered each of them to offer the potential to attract interest and investment from the private sector. The four projects presented a number of opportunities for private sector involvement due to the strong commercial, residential and retail components envisaged in each. In this respect, Council's discussions with EDQ have centred on its determination to undertake these projects as a series of partnerships working in conjunction with the private sector, and the State and Federal governments as necessary.

Council saw these four projects as warranting consideration for PDA status, as they provide significant economic benefit and development for community purposes to the state and the city, as per the intent of the Act.

The timing is right to use these projects to inject much-needed investment into transforming the Redlands economy, noting this Council's very clear commitment to ensure that Redland is 'open for business' and is determined to work collaboratively to deliver key economic and social benefits to the city.

Revised RCC PDA submission

A meeting held with senior representatives from EDQ in March highlighted that this legislation will provide the impetus for investment generation in Redland City and offers the potential to act as a catalyst for further economic development projects across the city. However, information provided by EDQ following initial discussions has necessitated a review of that original intent. For example, discussions at the March meeting showed:

- There were opportunities to expand the study area for the Toondah Harbour and Weinam Creek PDAs.
- Council is already undertaking significant planning for Cleveland, and therefore assistance by way of the PDA status would have limited benefit at this stage.

- Further discussions with Queensland Health were required before the Redlands Health and Wellness Precinct would be considered for a PDA.

In light of this information it was decided to nominate two areas for Priority Development Area status.

The projects that Council submitted to the Deputy Premier and the EDQ Board to now place under consideration for PDA status are:

1. Toondah Harbour
2. Weinam Creek (as part of the Redland Bay Centre and Foreshore Masterplan)

Further to this, following from these discussions with EDQ staff, Council Officers concluded that it was best for the State to take the lead role as plan maker for the sites Council is now nominating for PDA consideration. As part of this process, it is appropriate for Council to undertake the role of Development Assessor for the PDA sites. In addition to this, Council will reserve the right to determine what stakeholder engagement and advisory mechanisms shall be created to support either PDA.

After discussions with representatives from EDQ, Council officers are still of the belief that the timing is perfect to use these projects to inject much-needed investment into transforming the Redlands economy. In the revised submission to the MEDQ, Council made a clear commitment that Redland City Council is committed to working collaboratively with the State to deliver key economic and social benefits to the city through these two projects.

These two projects will aim to provide economic and community benefits to the state and Redland City, and as such meet the criteria for PDA status. They will deliver long-term, sustainable economic growth for the city in a number of ways including, but not limited to:

- The generation of employment in a range of sectors across the economy;
- Providing much-needed infrastructure that will generate economic activity and improved public amenity both for the mainland and the islands; and
- Working towards Council's goal of employment containment within the City through the generation of increased economic activity and industry growth.

After detailed discussions with EDQ staff and Board members, the Minister and the EDQ Board have been asked to place on hold our interest relating to Cleveland Central Business District and the Redlands Health and Wellness Precinct, due to issues of timing and prioritisation.

In the revised submission, Council committed itself to a collaborative working arrangement with the state in the delivery of these revised project submissions. In the revised submission, Council acknowledged that it was cognisant of the fiscal pressures currently facing the state and committed to providing financial and human resources toward delivering these projects, within the financial limits of Council's own budget constraints.

ISSUES

Next steps in PDA process

Council officers are now in discussion with representatives from EDQ and other State Government officials regarding Council's revised PDA submission. There are a number of procedural steps that now need to be undertaken as part of the legislative process associated with the potential awarding of Priority Development Status. These processes include:

1. Background information - Meetings with State (and possibly Federal) government agencies will be undertaken to provide background information on both Toondah and Weinam Creek and work through issues surrounding both sites that have been identified through previous studies. While the issues at both sites differ, each site will require an overriding framework that identifies statutory requirements that will need to be considered as part of the PDA process. In addition to this, the Redlands Planning Scheme will overlay any development at the sites and will play an important role in future development proposals for the site. This will be an ongoing process and is designed to identify and remove where possible impediments to development at the site through a coordinated approach across State government agencies.
2. Interim Land Use Plan (ILUP) – The development of an Interim Land Use Plan is a legislated requirement under s38 of the Act, which will regulate development in the PDA area. This ILUP expires 12 months after the declaration of a PDA.
3. Development Scheme - s55 of the Act requires the preparation of a development scheme (which is a statutory instrument) to overlay the site, which will include:
 - a. A land use plan that regulates development in the PDA
 - b. An infrastructure plan for the PDA
 - c. An implementation strategy, if this is not achieved through the land use or infrastructure plans.
4. Expressions of interest – A possible (although not a statutory requirement) process in assisting with the PDA process, would be for Council officers to test what the market will accept at these sites as a means of determining the feasibility of various development options. The optimal way to achieve an outcome from this would be to go out to the market and seek Expressions of Interest from investors and developers at each of the sites, as a way of informing development outcomes at each site and assisting in the planning and development scheme overlays.

These steps will be an integral part of the PDA process for both Toondah and Weinam Creek and will require support from across Council in order to meet the statutory requirements under the Act and other legislation associated with any proposed development at these sites. Both projects have been strategic priorities for successive councils over a number of years, yet their development has been impeded for a variety of reasons.

The awarding of PDA status for the sites will provide a statutory mechanism that will potentially enable Council and the State to achieve outcomes that will benefit the Redlands economically and socially over the long-term.

STRATEGIC IMPLICATIONS

Legislative Requirements

1. *Economic Development Act 2012*

If Council is successful in its application to have Toondah and Weinam Creek granted PDA status under the Act, Council will be bound by its provisions. There are legislated planning requirements that Council will need to adhere to should Toondah and Weinam Creek be granted Priority Development Area status.

Risk Management

Opportunities

- Potential to generate activity and income from Council landholdings;
- Potential to increase rateable properties within the PDA sites. Increase to revenue stream;
- Activate projects that have been priorities for Redland City over a number of years, particularly Toondah Harbour;
- Along with the introduction of the Translink ticketing system for SMBI, a Weinam Creek PDA has the potential to stimulate economic growth for Redland Bay and SMBI;
- Toondah would benefit from the PDA process through its ability to stimulate development at the site that is planned and more integrated;
- Improve the amenity at both sites. As both sites are presently dominated by car parks, development has the potential to increase public and private amenity; and
- Improve links between Toondah and the Cleveland CBD.

Risks

- Financial costs associated with activation of Council-owned sites. No budget yet allocated;
- Potential for opposition from activist groups, to both proposed PDA areas, particularly where they impact on marine areas and wildlife habitats;
- There is potential for leakage from Cleveland CBD to Toondah, if development tools allow for a large retail mix at the site;
- Investors continue to bypass both sites in favour of other areas of South East Queensland that offer potentially better returns on investment and fewer impediments, particularly if legislated environmental requirements necessitate a referral to Federal processes;
- Perception that the focus on Cleveland, in particular with Toondah and the CBD Revitalisation, is at the expense of other areas in the City; and
- Time required for Council officers to devote to these projects, as both still require substantial planning and implementation programs. As part of Council's commitment to EDQ to provide resources to delivering these PDAs, Council would need to undertake thorough and robust project planning.

Financial

Council will need to develop a strategy to dispose of landholdings at Toondah in particular, but also potential land purchases required at Weinam Creek. This will update Council's current understanding of local and global employment, development and technology trends and opportunities to better inform future priorities for both sites.

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

EDQ has verbally indicated to Council officers that EDQ's availability of funds is limited. While the State government may be prepared to assist in the funding of major investigations, there would be significant costs involved in the planning studies required to prepare the development scheme, and these would need to be borne by Council.

People

Attaining Priority Development Area status for Toondah and Weinam Creek under the Act will require the devotion of officers from across Council to oversee implementation and process development applications. Officers will be affected most notably in the following groups:

- City Planning and Environment
- City Infrastructure
- Infrastructure and Planning
- Development Assessment

Environmental

The environmental benefits associated with both sites are quite substantial if development associated with the sites is undertaken in a manner that recognises the unique attributes and ecosystems that operate at each of the sites. Some of the environmental benefits include:

- improved open space and public amenity at both sites;
- reduce or eliminate the need for continuous dredging at Toondah in particular;
- potential for improved pedestrian and cycling routes, particularly between Toondah and Cleveland;
- improved transport use between SMBI and mainland with an integrated ticketing system, that may lessen the dependency on private vehicles over the long-term; and
- improved environmental requirements to buildings associated with both sites, 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.

However, throughout the planning and development of both sites, significant environmental constraints would need to be addressed.

Social

The implementation of these projects has the potential to result in a more varied mix of uses at both sites (both commercial and residential) and to increase public amenity and open space at both sites, enabling greater recreational use.

Alignment with Council's Policy and Plans

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 awarding of PDA status at Toondah and Weinam Creek address these strategic priorities through:

- addressing the social, cultural and economic needs of island communities by partnering with residents and other tiers of government to deliver infrastructure, facilities and services;
- managing the built environment in a way that creates accessible and user friendly spaces and maintains our local character and identity, ensuring all new developments use high quality design that reflects our sub-tropical climate, promotes health, community harmony and wellbeing;
- providing opportunity for business investment and local employment; and
- Strategic implications.

CONSULTATION

The preparation of this document has been a collaborative effort between officers from across the organisation, including Organisational Services and Community and Customer Services. The people consulted in the preparation of the report include:

- Group Manager, City Planning and Environment;
- Senior Strategic Planner;
- Councillor Division Two; and
- Mayor

OPTIONS

In order to effectively manage the work requirements and progress the implementation of both Toondah and Weinam Creek as Priority Development Areas Council has the following options available to it:

1. Support the proposal to seek declaration of Toondah Harbour and Weinam Creek as Priority Development Areas.
2. Support an application for an alternative declaration of Priority Development Areas, comprising one or more of the four areas originally considered.
3. Do not support an application for any area to be declared a Priority Development Area.

**OFFICER'S RECOMMENDATION/
COUNCIL RESOLUTION**

Moved by: Cr P Gleeson
Seconded by: Cr J Talty

That Council resolve to:

- 1 Support the Council application to the Minister for Economic Development Queensland seeking Priority Development Area declarations for both Toondah Harbour and Weinam Creek;
- 2 Support the continued investigation of the potential for future applications for priority Development area declarations for the Cleveland CBD and Redlands Health and Wellness Precinct;
- 3 Provide human and financial resources to oversee the implementation of these projects should they be awarded as Priority Development Areas, subject to budgetary approval;
- 4 Enable Council officers to call for expressions of interest for a review of development options at both sites, in order to test market acceptance and preparedness for investment and development; and
- 5 Communicate and engage with the state, local business community and potential investors and developers regularly to raise awareness of Toondah Harbour and Weinam Creek as potential Priority Development Areas.

CARRIED 10/0

Cr Elliott was absent.

16 MEETING CLOSURE

There being no further business, the Mayor declared the meeting closed at 12.11pm.

Signature of Chairperson: _____

Confirmation date: _____