

Cleveland Local Area Transport Plan 2026-2046



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Acknowledgement of Traditional Custodians and Country

Redland City Council respectfully acknowledges the Quandamooka People as the Traditional Custodians of much of Redlands Coast. Council also recognises the Danggan Balun (Five Rivers) People of the Southern Redland City Area.

Council is committed to working in partnership with Traditional Custodians and First Nations Community Groups in the Redland City area.



Kanara Malara Artwork by Quandamooka Traditional Owner and artist Josh Walker

A message from the Mayor

As a major Centre for commerce, employment, lifestyle and entertainment, Cleveland requires a diverse range of transport options to support accessibility.

Redland City Council has prepared the *Cleveland Centre Local Area Transport Plan (LATP) 2026–2046* to guide the transport improvements needed to support the Centre’s revitalisation, accommodate future population growth, and create a more accessible, connected destination for workers, residents, businesses and visitors.

The release of the Plan provides an opportunity for the Redlands Coast community to help shape practical and future-focused transport outcomes for the city.

The Plan aligns with the strategic directions of Council’s Corporate Plan *Our Future Redland City 2026–2031*, as well as key city-shaping documents including the *Cleveland Centre Master Plan* and the *Redlands Coast Transport Strategy*.

The Transport Strategy supports the development of area-based transport plans that improve the movement of people and goods and deliver well-connected destinations across the city.

The vision for Cleveland’s transport future is to provide better access through a wider range of travel modes.

Based on technical studies and extensive community feedback gathered over several years, the draft Plan identifies the need for safer walking routes within the Centre and between key destinations, and for streets that prioritise pedestrians, cyclists and public transport as genuine alternatives to car travel.

While all transport modes are considered, their needs are balanced against the area’s broader transport priorities.

For example, opportunities to review north–south vehicle movements through a revised road hierarchy could improve pedestrian access to the Redland Performing Arts Centre and support safer, more enjoyable walking connections to cafés, restaurants and activities along Middle and Bloomfield Streets.

Cleveland’s key attractions including its wide streets, relaxed atmosphere, First Nations murals and connection to Raby Bay Harbourside can be better accessed through enhanced transport options.

The Plan proposes improvements that strengthen community access to these features.

These next steps in the evolution of Cleveland Centre aim to deliver sustainable, safe and efficient travel options that meet the needs of the community now and into the future.



Councillor Jos Mitchell

Mayor of Redland City

Executive summary

A Transport Plan to meet the future needs of Cleveland

The *Cleveland Centre Master Plan* sets a vision for Cleveland as a vibrant, mixed-use Centre with diverse housing, employment and activity opportunities. It anticipates a significant increase in residents, workers and visitors, supported by a safe, attractive and highly walkable urban environment.

To respond to this growth, Council commissioned the Cleveland Centre Traffic and Transport Study, which examined emerging development trends and the resulting transport pressures. This study provides the technical foundation for the *Cleveland Centre Local Area Transport Plan* (LATP).

The LATP establishes a 20-year framework for developing a multimodal transport network in and around the Centre. It aligns with the growth expectations identified in *ShapingSEQ 2023*, providing a coordinated pathway for managing movement, access and placemaking across Cleveland.

What are Cleveland's transport challenges?

Part of Cleveland's appeal lies in its wide, shaded pedestrian streets, its relaxed and walkable character, and its strong sense of human scale. These qualities create an inviting environment for residents, visitors and workers, and are central to the centre's identity as a comfortable, accessible and attractive destination.

However, these strengths are increasingly challenged by growing traffic volumes and higher parking demand. Without streetscape interventions, vehicle movements risk becoming more dominant on core streets, lessening the attractiveness of pedestrian-friendly environment that people value.

Traffic volumes passing through the centre (particularly along Shore Street West and Waterloo, Queen and Bloomfield Street) are also expected to increase as population and activity grows, making walking and cycling connections between key destinations more challenging.

Preserving the centre's positive qualities will require consideration of alternative approaches to managing these pressures. Perceptions of parking availability have been raised as a concern by visitors, businesses and workers at busier times of day.

While Council has modified regulated parking areas, simply expanding public parking supply would be costly and may encourage additional private vehicle trips, reinforcing the issues the community seeks to address. A more balanced approach, including better use of private off-street parking and appropriate provision in new development, can help meet demand while supporting the centre's revitalisation.

Public transport plays a significant role in supporting access to the centre with services planned and delivered by the Queensland Government. Council's role is to advocate for improved services and to support safe and convenient access to these services through the local transport network. While the centre is well served for some trips, current service levels and coverage do not fully meet community needs.

Improvements to public transport services, where delivered by the Queensland Government, would support greater travel choice and assist in managing traffic growth within the centre.

Active transport networks play a vital role – while the centre benefits from a network of paths and quieter streets, opportunities exist to make walking and cycling easier and safer.

Improvement to crossings and roundabouts, as well as the introduction of additional mid-block laneways, would enhance permeability and strengthen connections to destinations such as Cleveland Station, Raby Bay Harbourside, the Redlands Performing Arts Centre and the retail core.

Supporting more walking, cycling and passenger transport use for suitable trips is consistent with the goals of the *Redlands Coast Transport Strategy*. With more than 20% of trips within Cleveland being less than 5km, there is potential for some of these shorter journeys to be made by alternative modes where appropriate.

The Plan recognises that private vehicles will continue to play an essential role in accessing Cleveland Centre, particularly for work, health services, cultural activities and trips from outside the local area. The intent is not to restrict car use, but to improve safety, connectivity and travel choice across all modes.

Promoting travel awareness and supporting improved transport options will be important in maintaining the centre's character while accommodating future growth.

The delivery of some outcomes identified in this Plan will depend on future investment decisions by Council and the Queensland Government.



Figure 1: Halloran Conservation Area

Theme	Key Direction	Description
Urban form and land use	A more compact, mixed-use centre	Support transit-oriented and mixed-use development within walking distance of public transport, and reallocate street space to support a more compact, people focused urban form.
Walking and riding	Walking and riding first	Create safer, higher quality streets through lower speeds and more pedestrian crossings and add laneways and mid-block links to improve east-west and neighbourhood connections.
Public transport	Public transport as a real choice	Improve access to bus and rail interchange and advocate for integrated services at Cleveland Station, and advocate for more frequent, convenient and longer span public transport services.
Inclusive access	Flexible, inclusive access	Strengthen community transport and rideshare options particularly for people with mobility needs and provide well-located set down areas in high-activity locations.
Parking and access	Parking support revitalisation	Balance parking provision and access to support a vibrant, mixed-use centre rather than increased car dependence, and direct long-stay parking to surrounding streets and off-street sites.
Kerbside management	Streets for new mobility	Allocate kerbside space for rideshare, community transport, bicycles, mobility devices and motorcycles, and support initiatives that reduce the need to own or park a private vehicle.
Road network function	Manage through traffic and prioritise people	Support the long-term shift of north-south through route function to Wellington Street/ Panorama Drive and improve crossings across Shore Street West to better connect the station, Harbourside and the centre core.
Active transport network	Stronger active transport links	Deliver clearer, safer and more direct links to the Moreton Bay Cycleway, the Ross Creek Path and surrounding suburbs, supported by improved wayfinding to key destinations.
Signature place	Revitalisation of Middle Street	Create a shaded, people first boulevard linking the centre, RPAC and Toondah Harbour, establishing Middle Street as the signature spine for walking, riding and passenger transport.

1.0 Introduction

This chapter outlines the influences shaping Cleveland's transport future over the next twenty years, explains why a dedicated Local Area Transport Plan (LATP) is needed, summarises the consultation informing its development, and describes the structure of the report.

1.1 An evolving centre

Cleveland Centre (*Figure 2*) has continually adapted to changing economic, social and transport patterns since its early establishment in the late nineteenth century. The opening of the Cleveland rail line in 1889 connected the township with regional markets and enabled new residential and visitor activity.

The suburb grew further with the development of Raby Bay in 1983, and the current Cleveland Station, opened in 1987, continues to anchor the centre's role as an important public transport interchange.

Over the past several decades, Cleveland has transitioned from being the city's primary retail destination to a centre characterised by a broader mix of activities.

While major retail functions have strengthened in Capalaba and Victoria Point, Cleveland has consolidated a strong role in government services, health, arts, cultural uses and civic activity.

Changing retail patterns, including the growth of online shopping, shifts in banking and commercial service models, and the emergence of new activity nodes such as Ross Court, have contributed to this evolution.



Figure 2: Cleveland Centre

Cleveland is undergoing a structural transition that presents significant opportunities. As the centre attracts more residential development, including medium-density housing, its population profile and daily activity patterns are changing.

This shift brings new transport needs, including greater emphasis on walking, public transport access, local services and high-quality public spaces, while continuing to accommodate essential vehicle access.

These trends mirror broader macro-level changes across Southeast Queensland and Australia, including:

- diversification of centres beyond traditional retail functions
- increased demand for walkable, mixed-use environments
- changing expectations for public and active transport
- a shift towards local living and proximity to everyday services
- emerging mobility options and new travel behaviours

Cleveland is well placed to respond to these trends. Its coastal setting, human-scale street network and strong civic and cultural assets provide a strong foundation for renewal.

The LATP recognises this shift and seeks to ensure the transport network enables Cleveland to grow as a vibrant, walkable and well-connected centre, where people can easily access services, public transport, jobs, recreation and community life.

1.2 Policy framework

Cleveland Centre's transformation is supported by a strong policy foundation at both state and local levels. Together, these policies establish the vision for a more vibrant, mixed-use and people-focused centre and outline the transport outcomes needed to support this transition.

In 2010, Council released the *Cleveland Centre Master Plan*, which set out a long-term vision for Cleveland to evolve into a vibrant, mixed-use, medium-density centre with a greater diversity of activities, a stronger night-time economy and improved employment opportunities (*Figure 3*).

A key focus of the Master Plan is shifting the centre from an environment dominated by car access and parking to one that better supports walking, riding and access to public transport.

To enable this shift, Council identified in 2014 that several large at-grade Council car parks were under-utilised and constrained the centre's ability to realise the Master Plan vision. Some of these sites were subsequently sold, with redevelopment now progressing.

At the regional level, *ShapingSEQ 2023* identifies Cleveland as a Principal Regional Activity Centre, confirming its ongoing role as a focus for higher density living, employment, commercial activity and public transport services.



Figure 3: The Master Plan vision, with vibrant streets and mixed use, medium density development

This direction is reflected in Council's *City Plan*, which supports a compact, mixed-use centre with improved access by a range of transport modes.

Public transport services, including bus and rail operations, are planned and delivered by the Queensland Government. Council's role is to advocate for improved services and to ensure local streets, paths and public spaces provide safe and convenient access to public transport facilities.

Together, these policies provide the foundation for the LATP, which focuses on coordinating land use and transport outcomes within Council's area of responsibility while supporting advocacy to other levels of government.

Some of these sites were subsequently sold, with redevelopment now progressing and increasing the mix of uses within the centre.

1.3 Population and employment changes

Cleveland is expected to undergo substantial growth over the next 20 years, with increases in population, housing diversity and employment shaping future transport demand.

Cleveland is expected to experience substantial demographic and economic change over the next 20 years (see *Figure 4*).

Population in Cleveland is projected to grow from around 16,075 residents in 2021 to approximately 22,881 by 2046, representing an increase of roughly 42%.

This growth will be accompanied by a significant expansion in housing supply, with total dwellings expected to increase from 7,000 to around 11,000, reflecting the continued shift toward more diverse and medium-density housing forms.

The number of attached dwellings, townhouses, duplexes and apartments is forecasted to be more than double, rising from 2,966 dwellings in 2021 to between 6,487 and 7,500 by 2046.

This reflects broader regional trends identified in *ShapingSEQ 2023*, which directs more compact, mixed-use growth toward well-served centres such as Cleveland.

Employment within Cleveland is also expected to expand significantly, with total job opportunities increasing from around 3,000 to 4,500 over the same period. Much of this employment growth will be concentrated in the Centre, driven by investment in health, community services, government services, education, retail, hospitality and specialist commercial uses.

Several major projects are underway or advancing within and around the Centre and will shape the distribution and nature of future employment. An example of this is the recently completed Vacenti aged care development on Doig Street which responds to strong local demand for residential aged care and associated services.

The broader Cleveland Central precinct is also transitioning, with the Cleveland Central (South) Shopping Centre preparing for staged redevelopment that will diversify its retail and community offerings and support a more vibrant activity spine within the Centre.

Cleveland (Suburb)	2021	2046
Population	16,075	22,881
Job opportunities	3,000	4,500
Dwellings (Total)	7,000	11,000
Attached dwellings	2,966	6,487-7,500
Trips (excluding Toondah)	9,000	Approx. 12,000
Sources: <i>ShapingSEQ (2023)</i> population and dwelling projections; VLC, 2019		

Figure 4: Cleveland population and dwelling projections

Public communications indicate that the redevelopment will occur in stages to allow the Centre to remain operational throughout construction.

The Redlands Health and Wellbeing Precinct on Weippin Street continues to evolve as a major employment anchor, with Metro South Health and private operators progressing new fit-outs and upgrades across the broader Redland Health Service Centre and hospital campus, including specialist suites and pathology facilities.

This continued investment reinforces the precinct's role as a key regional health hub.

Education and training are a growing contributor to local employment and activity. The Industry School serves around 200 young people from its Middle Street campus and is expanding its industry-aligned programs.

This includes the recently announced Marine Academy, delivered in partnership with the Boating Industry Association and intended to strengthen pathways into marine and boating industries across the region.

Cleveland State School has a longstanding presence in the Centre and is expected to continue contributing to local daily trip activity.

Two major future opportunities, the Toondah Harbour redevelopment and transit-oriented development at Cleveland Station remain subject to separate planning processes and will be considered further as part of the Cleveland Centre Revitalisation work. No assumptions about their timing or scale have been included in this LATP.

Cleveland also has a relatively older population profile compared with the rest of Redland City, and this demographic characteristic may become more pronounced over coming decades.

The suburb's strong concentration of health, community and civic services makes it an attractive location for older residents, and new aged care and wellbeing developments are likely to reinforce this trend.

As a result, the transport system will need to support safe and accessible environments for people with mobility needs and enable shorter, more convenient trips to essential services.

When combined, projected increases in population, housing, employment and services are expected to generate at least 50% more daily trips by 2046.

These additional movements will place increasing pressure on Cleveland's transport network if travel patterns remain unchanged, especially on the pedestrian and cycling environment, public transport access to Cleveland Station, heavy-activity north-south and east-west streets, and kerbside space used for parking and loading.

These changes emphasise the need for Cleveland to transition toward a multimodal, people-centred transport system that supports walking, cycling, public transport and new mobility options, while maintaining access for vehicle movements in a way that maintains the Centre's amenity, accessibility and coastal character.

1.4 Changes to how we travel

Travel patterns in Cleveland are dominated by car use, with the 2021 Census showing that around 93% of residents travel to work by private vehicle.

Among people who both live and work within Cleveland Centre, private vehicle use is lower but still represents approximately 86% of work trips.

People who live and work within the centre are more likely to choose active or public transport modes due to shorter distances and better access to services.

Despite these variations, the prevalence of car use means that vehicle movements and parking play a significant role in how the centre functions.

The Plan recognises that private vehicles will continue to be essential for many trips, particularly for work, health services, and travel from outside the local area.

At the same time, emerging travel trends present opportunities. These include:

- **Increasing use of electric bikes and scooters**
- **Greater demand for accessible transport options**
- **More flexible work patterns**
- **Increased interest in local, short-distance trips**

These changes do not replace car travel but provide opportunities to improve safety, accessibility and travel choice across all modes.

1.5 Need for a transport plan

To support the centre's growth and revitalisation in line with the Master Plan, a LATP is needed to respond to broader societal changes and to address how we travel.

Such a plan will guide the development of the transport network, both in the centre and within the city and will consider all modes, as well as the critical inter-relationship between transport and land use.

The plan will inform Council's investment priorities, coordination and advocacy to the Queensland Government and other stakeholders for improvements to the transport system.

Mode of Travel	Greater Cleveland residents	Cleveland Centre residents	Live and work in Cleveland
Car*	93%	88%	86%
Active Transport (walk, cycle, PMDs) *	3%	6%	12%
Public Transport*	4%	6%	1%
Worked at home (number of people)	1,059	82	695
*Note: Percentage excludes people who worked from home.			

Figure 5: Mode of travel

1.6 Community engagement

Council and partner organisations have undertaken multiple rounds of community and stakeholder engagement in Cleveland over recent years, and these insights have informed the development of this LATP.

Engagement activities have included centre-based activations, surveys, targeted workshops, interviews with traders, and discussions with community groups and service providers.

Much of this engagement was undertaken as part of the Cleveland Centre Revitalisation work, which explored how people use the centre, their perceptions of safety and access, and their priorities for improving movement, parking and public spaces.

More recent engagement has continued to refine community expectations about the future of Cleveland Centre, including feedback received through parking optimisation work, trials of regulated parking changes, and consultation with key user groups such as older residents, people with mobility needs and businesses.

Insights from the Age-Friendly Cities work and broader town centre engagement have also shaped the priorities outlined in this Plan. Findings from all engagement activities have been integrated throughout the LATP, supporting a balanced approach that reflects community needs, professional advice and the direction set by the *Cleveland Centre Master Plan*.



Figure 6: Community engagement pop-up in Cleveland for the Draft Active Transport Strategy public consultation

1.7 Structure of transport plan

Chapter	Content Summary
Chapter 2 – Understanding the Transport System	Describes what we know about the current transport system, and assesses the implications of projected population, employment and travel growth. Identifies key challenges and opportunities for the next 20 years.
Chapter 3 – Transport Vision for 2046	Sets out the vision for how the transport system should function in and around Cleveland by 2046.
Chapter 4 – Strategies and Key Initiatives	Presents the strategies, priorities and initiatives required to achieve the transport vision. These guide Council, the Queensland Government, developers and the community in shaping a transport network that supports the centre's evolution.
Chapter 5 – Implementation and Review	Outlines staging, timing and sequencing for implementation over 20 years, and identifies when the Plan will be reviewed and updated.

2.0 Transport to support a growing Cleveland

2.1 Transport and land use

Cleveland Centre has developed around the rail station and retains wide, leafy, pedestrian-friendly streets established through 1980s upgrades, layered on a traditional town-centre grid.

The Master Plan seeks to preserve this character while enabling a vibrant, mixed-use, medium-density centre with strong links to services, employment and public transport.

Recent development has tended to occur outside the core notably within the health precinct to the south-west and in apartment growth areas south and east of the centre but interest in core sites is returning as under-utilised land is redeveloped.

This creates opportunities to rebalance street space to better support walking, cycling, public transport access, urban greening and placemaking, while maintaining appropriate access for vehicles (*Figure 7*).

Cleveland remains the city's primary public transport hub anchored by the rail terminus, and a transit-oriented mixed-use precinct around the station may emerge as part of the centre's evolution. Public transport services are delivered by the Queensland Government, with Council's role focused on supporting access and advocating for improved services.

Historically the centre has been vehicle-access dominated, with a substantial share of land allotted to on and off-street parking (previous analysis indicated approximately 21%).

Sale and redevelopment of former at-grade parking sites are now supporting a shift in how land and kerbside space are used, enabling higher-value land uses and safer, more legible walking and riding connections.

Local investigations have also found that conventional parking rates can increase development costs (especially for basements) and, in some cases, affect redevelopment feasibility.

In line with contemporary practice, parking provision can be right-sized where developments demonstrate credible reductions in car dependence (for example, through shared parking, end-of-trip facilities and mobility options), where maintaining appropriate access for users.

Council has an opportunity to further clarify how this approach is applied through planning and assessment processes.



Figure 7: Cleveland CBD Bus stop as a key part of the transport hub

2.2 Road network and functions

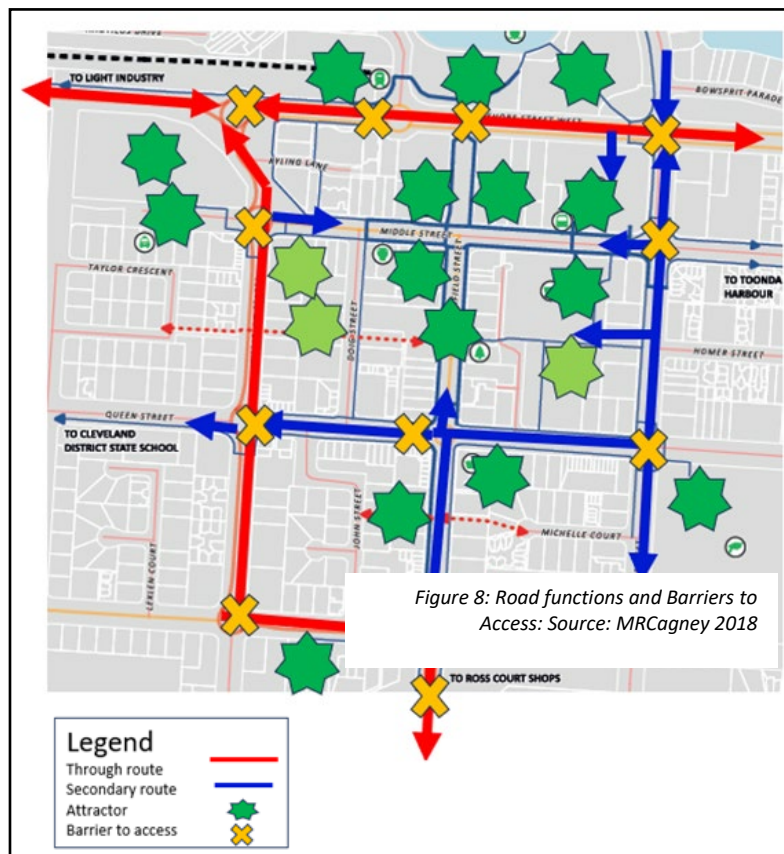
Cleveland Centre is structured on an historic town-centre grid focused along Bloomfield Street and Middle Street, with later upgrades creating the wide, shaded footpaths that supports the pedestrian environment.

Over time, the connecting road network has strengthened links to the broader Redlands Coast, with Shore Street West, Waterloo Street / Russell Street, and Bloomfield Street (south of Russell Street) carrying many through movements, while secondary streets distribute traffic within the grid (*Figure 8*).

Private vehicles currently account for most trips to and within the centre, meaning street operations are influenced by general traffic, parking access and servicing.

Within the core, Bloomfield and Middle Streets offer comparatively good walking amenity; however, several peripheral intersections particularly roundabouts on Waterloo Street, Shore Street West, Wynyard Street, Queen Street and Russell Street remain difficult to cross for pedestrians, people using mobility aids and riders.

Speed environments also vary, with lower speeds within the grid supporting walkability, while higher speeds on surrounding roads can reduce comfort and accessibility for people travelling to destinations such as Cleveland Station, the Redlands Performing Arts Centre (RPAC) and Ross Court.



While the grid supports north-south movement, east-west travel is more constrained by long blocks. Additional mid-block connections will improve permeability as the centre develops.

Based on projected growth, daily trips are expected to increase over the next 20 years. The scale of this change will depend on development patterns and how travel behaviours evolve.

Without changes to improve connectivity and efficient, access to key locations may become more constrained during busy periods.

Network upgrades outside the centre (for example, Wellington Street and Panorama Drive) may provide opportunities to

support a gradual shift in through traffic away from the core, while growth to the east (including potential future changes at Toondah Harbour) will require careful management to maintain access and safety across Shore Street West.

2.3 Road safety

People walking and riding remain the most vulnerable road users in the centre (*Figure 9*).

Achieving safer operating speeds where pedestrian activity is highest, improving crossings at intersections and roundabouts, and addressing gaps in east-west connectivity will improve safety and comfort.

Targeted upgrades such as raised crossings and improved path continuity will support safer movements for older residents, people using mobility devices, and families. Simplifying crossings at roundabouts and intersections and closing east-west permeability gaps will directly improve safety and comfort.

Targeted upgrades such as raised crossings, improved path continuity and better lighting will support safer movement for older residents, people using mobility devices, and families.



Figure 9: Chance of survival for a pedestrian being hit by a car (Queensland Government, 2022)

2.4 Access and parking

Cleveland's parking profile is evolving as the centre transitions to a more mixed-use and walkable environment.

Earlier studies identified that some large at grade sites were underutilised at certain times and could be repurposed while maintaining access through improved management of remaining parking supply.

Following the closure of the Doig Street car park, Council adjusted regulated parking to balance the needs of customers, businesses, residents and workers.



Figure 10: Transformation of Cleveland Centre, as envisaged by the Master Plan

Monitoring indicates that peak demand occurs for limited periods, while availability remains adequate at other times and locations, including private off-street parking.

Providing parking carries notable capital and ongoing costs, particularly for structured parking, and these costs influence centre development and affordability.

A balanced approach to parking is required to support centre vitality, including short-stay parking in key areas and longer-stay parking in surrounding streets or off-streets locations.

Detailed parking policy settings are addressed in the Draft Redlands Coast Access and Parking Strategy. This LATP focuses on how street space is shared across a range of functions, including walking, cycling, passenger transport, pick-up/drop-off and servicing and complements existing Council business as usual maintenance and improvement programs.

2.5 Walking and riding

Cleveland Centre benefits from a flat topography, coastal conditions and a legible grid, making it well suited to walking and short trips.

Bloomfield and Middle Streets provide wide, shaded footpaths supported by trees and awnings, contributing to a comfortable pedestrian environment.

Community feedback consistently highlights walkability and public space quality as key strengths.

Within the core, crossings are frequent, but higher-speed approaches and roundabouts at the edges remain barriers.

Riding conditions are mixed, with riders sharing traffic lanes along main streets where vehicle activity and parking movements can create conflicts.

Outside the core, roads such as Waterloo Street and Shore Street West create barriers to movement, and connections to regional routes such as the Moreton Bay Cycleway and Ross Creek Path vary in quality.

At present, a small proportion of trips are made by walking, cycling or personal mobility devices, indicating potential for growth where conditions improve.

Many trips are short in length, suggesting opportunities to walk or ride for some journeys, while recognising that car travel will remain necessary for others.



Figure 11: Crossing in Cleveland CBD



Figure 12: Roundabout crossings on Queen Street and Bloomfield Street

2.6 Public transport

Cleveland Centre functions as the principal public transport hub for Redlands Coast, served by rail, bus and community transport that connect the centre with Brisbane, bayside suburbs, Redland Bay, Victoria Point and the Southern Moreton Bay Islands.

Public transport services are planned and delivered by the Queensland Government, while Council's role is to support access and advocate for improvements.

Cleveland Station supports a convenient interchange with adjacent bus stops, secure bicycle parking/lockers and Park-and-Ride, enabling easy transfers between modes (*Figure 13*).

While the physical facilities are adequate for current patronage, overall public transport mode share in Cleveland and across the city remains low compared with inner/middle metropolitan areas.

Since the introduction and subsequent permanent adoption of 50 cent statewide fares, patronage has risen significantly (e.g., ~18% year-on-year in the first six months; SEQ trips up ~16% after permanency), indicating that comparative price and parking costs/availability have influenced travel choice with regard to public transport uptake.



Figure 13: Cleveland Train Station

Council will continue to monitor local impacts via the Translink monthly snapshots and public transport performance dashboard to understand how these trends translate for Cleveland over time.

Despite the network's broad coverage, many bus services remain infrequent outside peaks, and connections are not consistently coordinated, leading to longer, less predictable door-to-door times than driving for many trip pairs.

In some corridors and time periods (e.g., direct links on the route 250 bus corridor), public transport can be competitive, but clockface headways, reliable transfer windows and weekend/evening span are critical to making it consistently attractive across more trips.

For longer-distance commutes, the Cleveland rail line provides a reliable link from station catchments into the centre, though total journey time to Brisbane CBD can still be a deterrent for some commuters compared with car.

Council will continue advocating to the Queensland Government for higher frequencies and better timetable coordination to improve overall network performance; these service enhancements are likely to deliver stronger long-run mode-share gains than fares alone (Recent fare initiatives have clearly lifted patronage; the emerging evidence also highlights the importance of service quality, frequency and integration to sustain growth).

There is scope to rationalise some routes, increase frequencies on key corridors, and extend the span of hours to make public transport more viable for shorter local trips (complementing the large share of journeys under five kilometres).

In parallel, community transport remains essential for residents with limited mobility or transport choices, and demand-responsive transport (DRT) and ride-share can fill timing or coverage gaps—building network resilience while reducing the need for a second car in some households.

For example, ride-share options serving nearby hubs such as Weinam Creek demonstrate how flexible services can broaden access (*Figure 14*).



Figure 14: STAR services – providing aged care and disability support with on demand transport in Redland City

3.0 A transport vision for Cleveland Centre

Informed by the *Cleveland Centre Master Plan*, Council's *Redlands Coast Transport Strategy* and the issues and opportunities identified in this Plan, the following vision describes the transport system needed to support Cleveland's role as a vibrant mixed-use centre and gateway on the Redlands Coast.

Vision Statement

A connected, people-first transport network that enables residents, workers and visitors to reach Cleveland's shops, jobs, services, waterfront and cultural destinations easily, safely and sustainably—with walking and riding as natural ways to experience the centre, and public transport, where available, a practical alternative to driving for some trips.

The vision builds on what already works well in the core and further rebalances street space and kerbside use in line with Council's Network Design Principles (*Figures 15–16*).

Streets function as safe, low-speed, high-amenity places that are easy to cross, comfortable to linger in and simple to navigate.

Public transport integrates with these place outcomes so that changing between rail, bus, ride-share, community transport and active modes is straightforward and reliable, with Council supporting access and advocating for improvements to Queensland Government delivered services.

Middle Street and Bloomfield Street continue as the centre's main streets, with Middle Street forming a shaded boulevard spine between the civic/cultural heart and the foreshore (including Toondah Harbour, subject to potential future planning and investment outcomes).

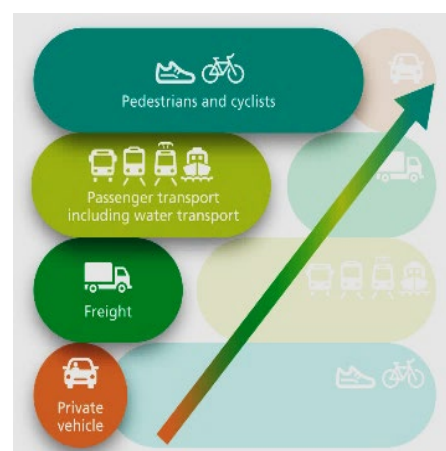


Figure 15: Prioritisation of transportation modes - Source: Redlands Coast Transport Strategy

Safer, frequent crossings provide direct connections between the core, Raby Bay Harbourside and the station area, improving access for people of all ages and abilities while maintaining a strong pedestrian rhythm along desire lines.

The rail station precinct functions as a coherent passenger transport hub, with a convenient bus interchange for Cleveland-serving routes, clear wayfinding, secure bicycle parking/lockers and efficient pick-up/drop-off.

Over time, improved service frequencies and better timetable coordination, where delivered by the Queensland Government, can make public transport more competitive for local and sub-regional trips and reduce pressure on kerbside space.

Parking is balanced to support access and revitalisation prioritising short-stay access in the core integrating longer-stay supply within private development or consolidated facilities, and reserving kerbside where appropriate for walking and riding needs, mobility parking, deliveries, community transport and ride-share.

This approach maintains convenient access for car users while protecting centre vitality and broadening access choices.

The Vision Map (*Figure 17*) shows a pedestrian and rider-friendly core bounded by Wynyard Street, Queen Street, Waterloo Street and Shore Street West, with Shore Street West and Wellington Street / Panorama Drive supporting the long-term function of north-south through routes around (rather than through) the core grid.

Strategic active-transport links including the Moreton Bay Cycleway and Ross Creek Path form the primary spines to surrounding suburbs and destinations, with clear wayfinding into the centre.



Figure 16: Master Plan sketch, reflecting Transit Oriented Design principles

Together, these moves deliver a transport system that keeps short trips simple without a car, while continuing to support essential vehicle access, supports the centre's economic and civic life, and sustains Cleveland's role as a welcoming gateway on the Redlands Coast.

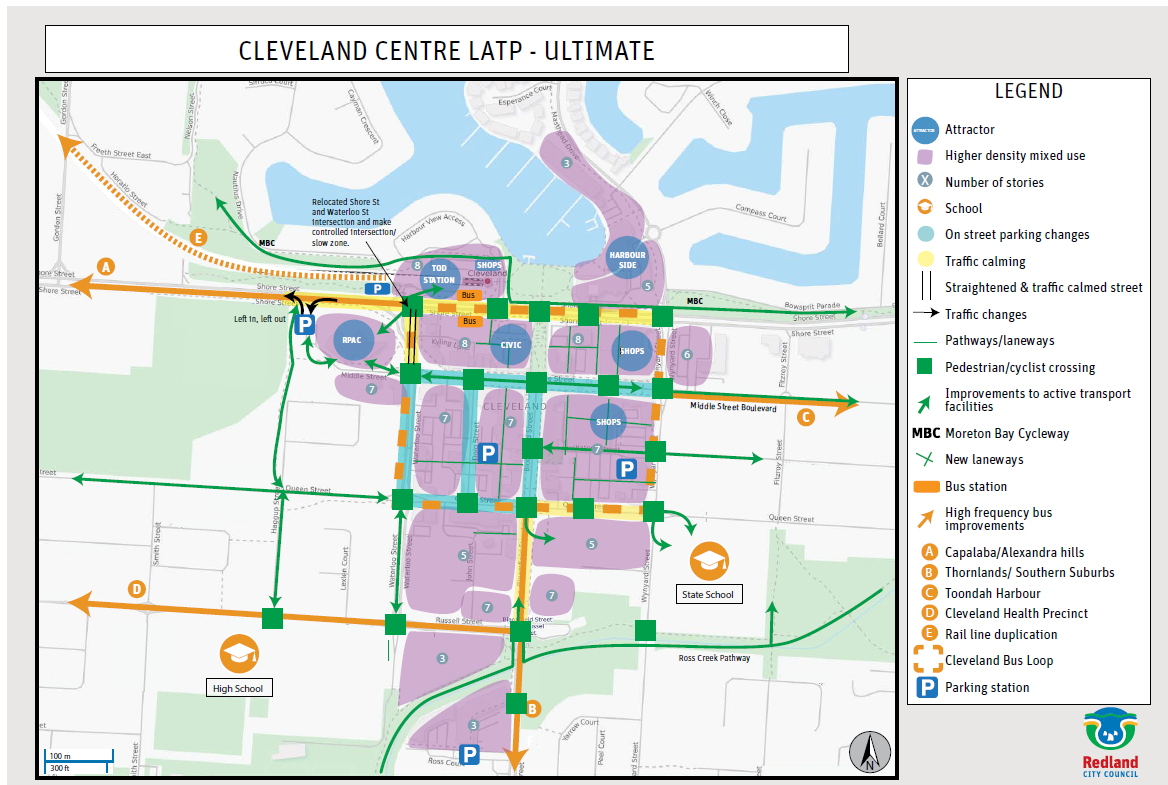


Figure 17: Cleveland Centre Transport Plan

4.0 Outcomes and key initiatives

This chapter turns the vision into clear outcomes the community seeks now and over the next 20 years and identifies key initiatives that will guide staged delivery. Outcomes are ordered to match the structure of Chapter 2.

The initiatives outlined in this chapter provide a strategic direction for how the transport network may evolve over time.

Delivery of these initiatives will be subject to Council priorities, funding availability, development timing and approvals, and the involvement of other levels of government.

Initiatives relating to public transport services and state-controlled infrastructure are dependent on the Queensland Government and cannot be delivered by Council alone.

4.1 Outcome 1: The transport system supports a vibrant mixed use, medium density centre where people's everyday needs can be met locally.

Key Initiative 1.1: Facilitate transit orientated development.

Cleveland Centre functions as a compact, people-first place where homes, shops, services, civic and cultural uses are within easy walking distance of each other and well connected to rail, bus and high-quality walking and riding routes.

Streets and kerbside space support place and access (not just traffic and parking), so most short trips can be made without a car, and public transport, where available, is a practical alternative for some other journeys.

Key initiatives (how we enable it)

- **Land use and access integration (Transit Oriented Development):**
Support and encourage mixed-use and medium-density development on and near key streets and around the station area, with ground-floor active frontages and short, direct access to walking, riding and public transport.
- **Station-area role and interchange:**
Maintain and enhance the role of the station precinct as the primary passenger transport hub, supporting improvements to legible wayfinding, secure bicycle parking/lockers, safe crossing points, and efficient pick-up/drop-off that integrate with adjacent land uses and place outcomes.
- **Street and kerbside balance:**
Use a street hierarchy (place/through roles) to guide speed settings, crossing types, kerbside allocation and deliveries, supporting the pedestrian-focused core while keeping necessary access for service and emergency vehicles.
- **Everyday walkability:**
Prioritise and progressively deliver short, high-value links (mid-block connections, missing footpaths) and provide safe, frequent crossings along desire lines so that daily errands can be undertaken on foot, by mobility device or by bike.

- **Development assessment settings:**
Apply flexible parking and end-of-trip provisions where proposals demonstrate credible car-lite measures (e.g., car-share bays, mobility management plans, micro-mobility parking/charging), so projects support local living while maintaining appropriate access for all users.
- **Monitoring and review:**
Track mode share, footfall and dwell time in core streets and the station area and refine initiatives as service levels and development staging evolve.

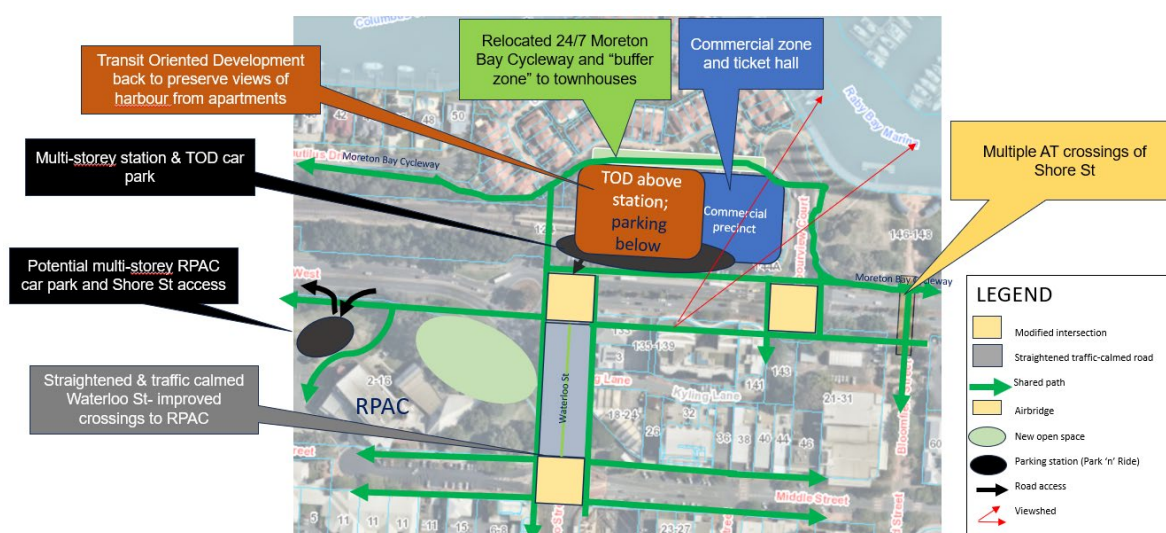


Figure 18: Indicative concept for potential redevelopment of the Cleveland Station Precinct

Key Initiative 1.2: Parking supports centre revitalisation and access

Parking is one of several ways people access the centre.

This initiative ensures that the needs of motorists are balanced with those of other users such as people walking, riding, using mobility devices, catching public transport or relying on pick-up/drop-off.

As the centre evolves, parking will be managed more broadly as a balance of access and supply to support revitalisation, active street life and fair access, rather than increasing car dependence.

Private development is increasingly incorporating a broader range of access options such as car-share, secure cycle parking and other mobility offerings that can reduce the need to own or store private vehicles.

Council will support and encourage these approaches and review parking provisions over time to better reflect contemporary access needs, while ensuring convenient and equitable access is maintained for residents, workers, visitors, businesses and people with mobility needs.

Key Initiative 1.3: Provide end-of-trip facilities to encourage more sustainable travel.

Well located and secure end-of-trip (EoT) facilities make it easier for people to walk, ride or use personal mobility devices for everyday trips to and within Cleveland Centre.

EoT facilities include secure bicycle and device parking and lockers and may be complemented by other practical amenities appropriate to the site's scale and use.

These facilities should be visible, convenient to entrances, and integrated with safe access routes and crossings so the “last 50 metres” is simple and comfortable.

Council will encourage and support the provision of, and where appropriate require through development assessment, end-of-trip facilities in major commercial, mixed-use and employment-generating developments, sized to match the scale and context of each proposal.

Where suitable, Council may also work with developers, operators and other stakeholders to support the delivery of shared or publicly accessible EoT facilities in strategic locations to broaden access choices and reduce short car trips.

Key Initiative 1.4: Cleveland centre streets are people focused

As Cleveland Centre continues to evolve into a compact, mixed-use urban environment, a growing number of people are expected to walk and ride for short local trips.

To support this shift, the allocation of street space will progressively seek to place greater emphasis on people-focused movement and activity, with safer, more frequent pedestrian crossings and streets designed for comfort and accessibility, while maintaining appropriate access for vehicles.

Street environments in the centre will continue to function as welcoming public places, locations where people can meet, spend time, experience outdoor dining or cultural activity, and enjoy shade and shelter provided by street trees and awnings.

Public space will be shaped to support the centre’s role as an attractive destination for residents, workers and visitors, consistent with the place outcomes illustrated in *Figure 19*, subject to funding, approvals and implementation priorities.

This initiative recognises the centre’s existing strengths, its mature tree canopy, human-scale grid and civic spaces and seeks to build on them as redevelopment and access improvements occur.

Ensuring that streets remain safe, comfortable and memorable places will support the centre’s economic vitality and enhance its identity as a uniquely appealing part of the Redlands Coast.



Figure 19: Cleveland outdoor dining

4.2 Outcome 2: Walking and riding are safe and enjoyable ways to experience, move around and get to Cleveland centre.

Key Initiative 2.1: Manage vehicular traffic to prioritise active travel in the centre

Managing vehicle access and operating speeds is essential for creating a centre that is safe and comfortable for people walking, riding and using personal mobility devices.

Council will work with the Queensland Government and other relevant agencies to identify key roads where lower speeds and safer environments are needed, particularly in locations with high levels of pedestrian activity or where people cross between major destinations.

These locations include Waterloo Street near RPAC and crossing points on Shore Street West that connect the centre to the rail station and Raby Bay Harbourside.

Supporting active travel may involve a range of design and operational measures that encourage lower speeds and make crossing easier and more predictable.

These improvements will be prioritised over time, subject to funding and approvals, and will help ensure that people moving on foot or by bike can do so safely and confidently as the centre grows and travel patterns evolve.

Key Initiative 2.2: Implement *Active Transport Network Plans* to enhance the quality and safety of pedestrian settings, while improving access for people with limited mobility.

Council will prepare and progressively implement Active Transport Network Plans (ATNPs) for Cleveland Centre and its catchments to deliver a safer, more comfortable and more direct walking and riding experience for people of all ages and abilities.

ATNPs will identify priority links and crossing points to and between key destinations, and set out staged, place-responsive upgrades that improve safety, accessibility and legibility.



Figure 20: Envisaged streetscape with a mix of transport modes, prioritising safety and segregation

Typical improvements may include safer, more frequent pedestrian crossings on desire lines; wider and smoother paths with shade and lighting; universal design treatments such as kerb ramps and tactile indicators; clear wayfinding to the station, civic and cultural destinations, schools and the waterfront; and secure bicycle/device parking at activity nodes.

Plans will also address permeability (e.g., short mid-block connections), maintenance and defect removal (e.g., trip hazards, ponding), and kerbside integration (e.g., pick-up/drop-off and loading arranged so they do not compromise pedestrian comfort or safety).

ATNPs will include a simple prioritisation framework focusing first on locations with high pedestrian activity, known safety issues, accessibility gaps or strong mode-shift potential and a monitoring approach (e.g., before/after counts and audits) to track outcomes and refine delivery over time.

Key Initiative 2.3: Safe crossings are provided that enhance access between destinations.

Improving the safety, visibility and frequency of pedestrian and rider crossings is essential to link key destinations within the centre.

Previous investigations, including the Cleveland Traffic and Transport Study, highlighted several busy road intersections where crossing conditions are difficult for people walking, using mobility devices or riding.

These locations are typically on higher-traffic roads or at roundabouts, where turning movements and vehicle speeds reduce comfort and safety (*Figure 21*).

This initiative focuses on prioritising and supporting the delivery of safer, more direct crossings on desire lines between major destinations such as the station area, Harbourside, civic and cultural sites, and the retail core.

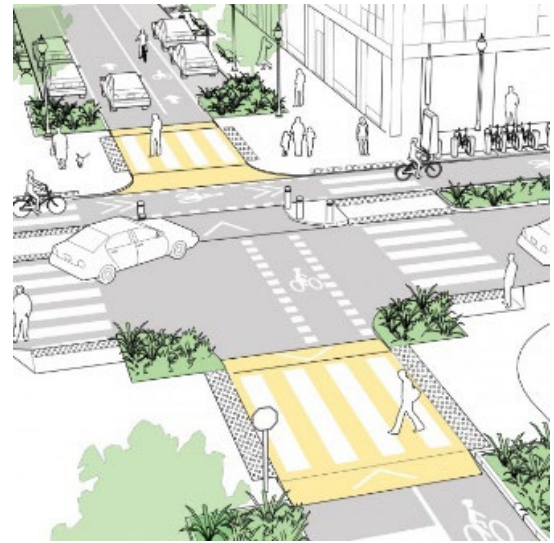


Figure 21: Raised pedestrian crossings at an intersection

Treatments will be designed to suit the local context, consistent with Council's Network Design Principles and the broader street hierarchy, and may include raised or priority crossings, simplified intersection layouts, or other measures that support predictable, low speed conditions, subject to detailed design, approvals and funding.

By improving crossing safety and legibility, the centre becomes easier to move through on foot or by bike, supporting the shift toward short, local, active trips as the centre grows while maintaining access for all users.

4.3 Outcome 3: Balance parking provision and access to support revitalisation of and access to the centre.

Key Initiative 3.1: Implement a Destination Access Plan that supports appropriate access as the Centre evolves into vibrant mixed use, medium density centre.

As Cleveland Centre transitions into a more vibrant, mixed-use and medium-density environment, parking will be planned and balanced in a way that supports revitalisation, protects place quality and maintains equitable access for residents, workers, businesses and visitors.

Over time, the centre's streets are expected to accommodate a broader mix of access functions, while maintaining appropriate vehicle access, including walking, riding, mobility needs, passenger transport and short-stay activity.

Public parking in the core streets will continue to be allocated and managed to support efficient turnover, enabling convenient access for customers and visitors.

Longer stay parking for workers will be encouraged toward surrounding streets or off-street locations, where it can be managed without detracting from the walkability and activation of the retail and civic heart (*Figure 22*).

Council will continue to work with private car-park managers to improve awareness of available spaces, encourage the use of under-utilised off-street supply, and support workplace travel options that reduce reliance on all-day parking.

Developers will still be required to provide appropriate off-street parking for customers, residents and workers in accordance with the *City Plan*, with flexibility applied where high-quality alternative access options are delivered.

Technology will play an increasing role in helping people locate available parking, and in enabling Council to manage demand, turnover and compliance more efficiently.

If monitoring shows that parking arrangements are not meeting access needs, Council will review settings and consider a range of options, subject to further assessment and funding availability.

Any future consideration of additional public parking will be based on rigorous assessment of supply, demand, access outcomes and cost–benefit performance, ensuring that investment supports the centre's long-term revitalisation and transport vision.



Figure 22: Cleveland Centre Parking Plan, 2024

Key Initiative 3.2: Provide set down areas for community transport and rideshare

To maintain high levels of access as the centre evolves, Council will support the provision of well-located set-down areas that cater for community transport, rideshare services, taxis, car-share vehicles and general pick-up/drop-off.

These areas are particularly important for people with limited mobility, those travelling with prams or equipment, visitors unfamiliar with the centre, and people choosing not to park within the core.

Set-down locations will be prioritised in high-footfall areas and near major destinations — including Middle Street, Bloomfield Street, Cleveland Station and the Redlands Performing Arts Centre (RPAC) to support convenient access without disrupting pedestrian movement or centre activation.

Council will also work with the Queensland Government and service providers to consider how bus routes and stops can be arranged around (rather than through) the pedestrian-focused core.

Ensuring that all parts of the centre remain within a short walking distance (approximately 250 m) of a bus route—potentially via Wynyard Road, Queen Street, Waterloo Street and Shore Street West will help integrate public transport with the centre's place-based street network, subject to Queensland Government planning and operational decisions.

Recognising that not all visitors will park centrally, Council will prioritise safe, direct walking and riding connections between parking areas and major destinations, including high-quality path links, wayfinding and safe crossings.

This will ensure that people choosing to park in surrounding streets or off-street facilities can still access the centre comfortably, safely and intuitively, reducing circulation and improving turnover in the core.

Key Initiative 3.3: Provide parking for riders

Parking spaces will be supported in appropriate, visible locations for cycles, personal mobility devices and motorcycles.

This will make it easier for people to ride into the Centre.

New parking will be close to destinations, such as near shopping Centre entries along Bloomfield and Middle Streets, near the Cleveland Library, RPAC and Raby Bay Harbourside (*Figure 23*), subject to detailed planning and site constraints.

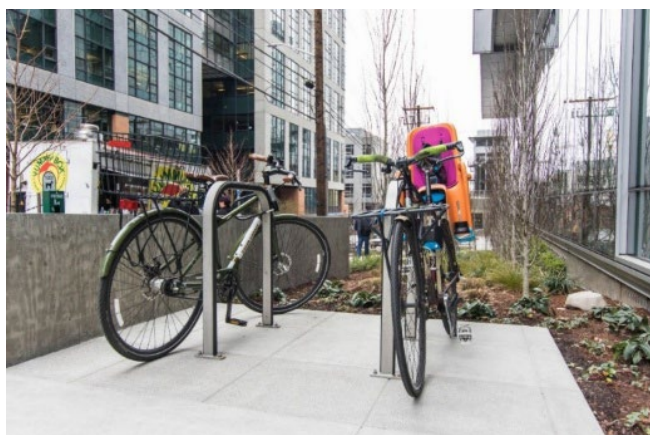


Figure 23: Cycle parking

4.4 Outcome 4: Improve connections between the centre, and through it, to destinations in Cleveland and beyond.

Key initiative 4.1: Accommodate through-travel while facilitating pedestrian and rider access to major destinations in the centre.

Cleveland will continue to experience through-travel as the suburb grows, as access to Toondah Harbour and Minjerribah/North Stradbroke Island increases, and as wider urban growth occurs in southern Redland City.

The road network therefore needs to safely accommodate these movements while strengthening access to key destinations throughout the centre.

Shore Street West will remain the principal east–west thoroughfare for private vehicles; however, access to the rail station, Raby Bay Harbourside, RPAC and nearby residential areas requires safer, more legible pedestrian and cycling connections along and across this corridor.

In the shorter term, a focus on improving crossing opportunities, path quality and pedestrian comfort will help people move safely between major destinations (see *Figure 24*).

In the longer term, further upgrades may be considered, subject to future planning, funding and development outcomes, as the centre evolves and traffic volumes change.

The Moreton Bay Cycleway may be realigned, subject to further investigation and approvals, through Raby Bay Harbourside to establish a safer, clearer and more intuitive route through Cleveland and the station precinct, connecting seamlessly with the broader active-transport network (*Figure 24*).

South of Ross Creek, Bloomfield Street continues to carry significant vehicle movements and will require improved access for people walking and riding, including safer ways to reach the Ross Court Precinct, while maintaining its important movement role.

Together, these improvements will ensure that Cleveland continues to function as a connected local and regional destination, balancing through travel with safe and convenient access to the places people are visiting within the centre.

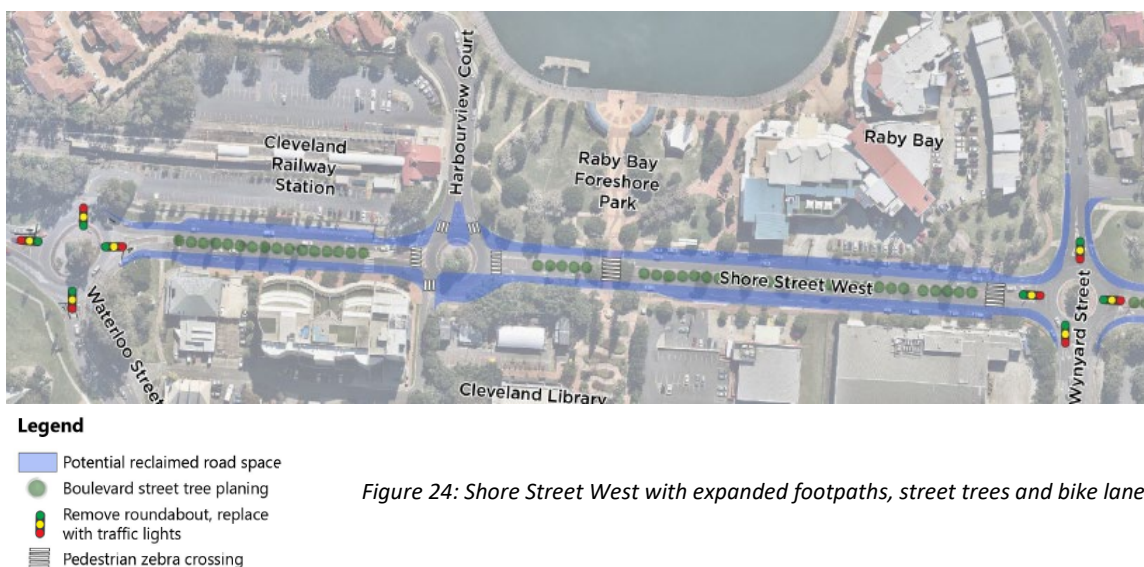


Figure 24: Shore Street West with expanded footpaths, street trees and bike lanes

Key Initiative 4.2: Modify the functions of the road network

The function of the road network will evolve into the longer term as Cleveland Centre becomes more walkable, mixed-use and focused on a broader range of travel choices.

Roads within the centre frame including Wynyard Street, Queen Street, Waterloo Street and Shore Street West will increasingly support the commercial heart of the centre, with greater consideration given to pedestrian, rider and passenger-transport movement given greater priority over private-vehicle activity while maintaining vehicular access.

Upgrades to Wellington Street / Panorama Drive provide a potential opportunity for these roads to support a greater share of the north–south through-route role currently carried by Waterloo and Russell Streets.

As this occurs, Council will work with the Department of Transport and Main Roads (TMR) to investigate and support speeds and implement traffic-calming measures that improve safety for people walking and riding, while maintaining convenient access to key destinations such as RPAC and the Justice Precinct (*Figure 25*).

Middle Street from RPAC toward Toondah Harbour is intended to function over time as a sustainable travel boulevard, offering a safe, shaded and attractive route that prioritises walking, riding and passenger transport (*Figure 25*).

This corridor will strengthen links between the civic/cultural heart of the centre, the foreshore and adjoining neighbourhoods, subject to future planning and development outcomes in the Toondah Harbour area.

Improved connections across Shore Street West will be essential to support these changes. Enhancing crossing opportunities and pedestrian-rider access along this corridor will help knit together the station, Harbourside and the centre's core, while maintaining Shore Street West's important movement function.

Together, these adjustments to the road network will support a centre that is easy to navigate on foot, by bike or via public transport, while still accommodating essential through-travel around (rather than through) the pedestrian-focused core.

Improved connections - reprioritised road network

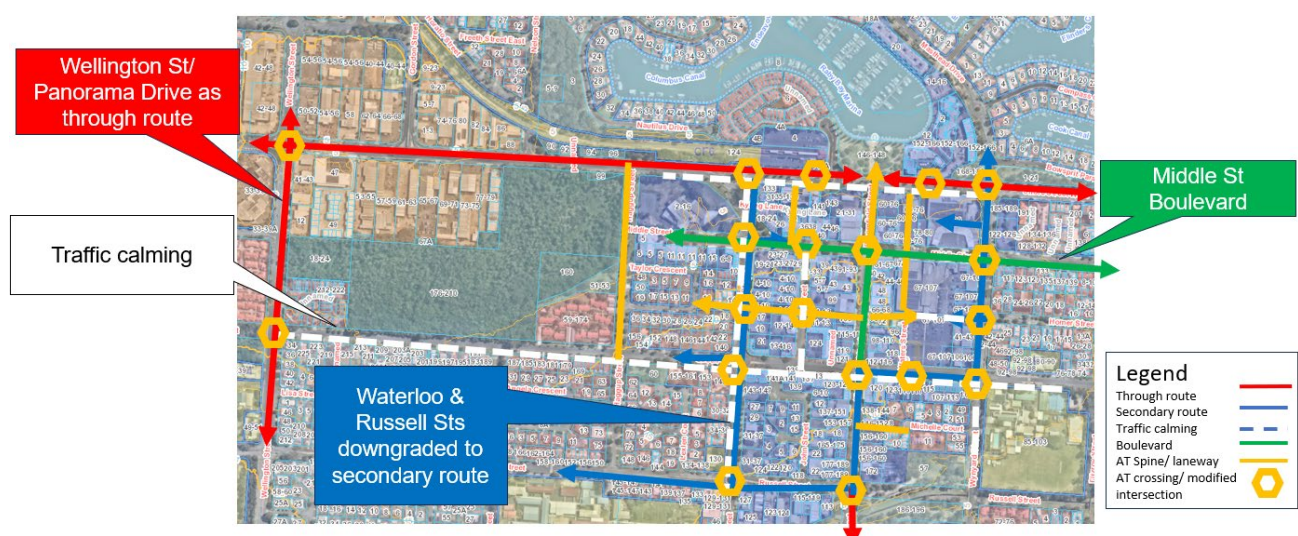


Figure 25: Modify the function of the road network in and around Cleveland Centre

Key Initiative 4.3: Enhance the network of paths and low traffic streets connecting Cleveland Centre to major destinations and suburbs beyond it

Council will support and progressively enhance the network of paths and local streets that enable pedestrians and riders to safely access locations beyond the centre, such as Redland Hospital, Thornlands, Victoria Point and suburbs along the Cleveland Rail Line.

While there are extensive pathway networks in and around the centre, opportunities exist to upgrade existing routes and address missing links over time, subject to funding, development and delivery priorities.

The Moreton Bay Cycleway and Central Greenway (between Capalaba and Cleveland) may be further improved, and the Northern Greenway priority cycle route progressively completed between Cleveland and Thorneside, subject to planning and funding priorities. The Ross Creek path will also be improved over time, where feasible.

Other initiatives, identified in the Cleveland Walking Network Plan, will inform future investment priorities over the next 20 years (*Figure 26*).



Figure 26: Cleveland Walking Network Plan (TMR, 2023)

5.0 Implementation and review

The LATP identifies a range of potential transport initiatives that may be progressed over the next 20 years to support the revitalisation of Cleveland Centre and offer improved connectivity, access and travel choice for businesses, visitors, workers and residents.

While the plan has categorised initiatives into short (within the next five years), medium (by 2036) and long term (2037 and beyond) timeframes, they are for guidance only and depend on Council and other government funding priorities and the rate at which the centre is redeveloped.

Recognising that delivery of the Master Plan vision occurs over time, much of what will happen in the future will be driven by a range of triggers. These might include:

- 1. Development triggers, resulting from one large development in the centre or in the suburb, or the cumulative effect of multiple developments happening over a short period of time.**
- 2. Australian or Queensland Government investment in key infrastructure (such as the Brisbane Metro Eastern Extension, potential duplication of the Cleveland rail line or strategic road network improvements), improvements to public transport services, increasing funding commitments or changes in the provision of government services within Cleveland Centre.**
- 3. Successful behaviour change or travel demand management initiatives that influence how and when trips are made to and through the centre.**

The progression of initiatives identified in the LATP is a shared responsibility. While Council plays a key role, it controls only part of the transport network, with many of the major roads and the public transport network being the responsibility of the Queensland Government.

The Australian Government provides funding programs and sets standards that apply across jurisdictions.

Developers also deliver parking, paths, roads and other community infrastructure and make contributions according to Council's Local Government Infrastructure Program for trunk infrastructure, which partly defrays costs for some infrastructure.

The community plays a role through how and when people travel and how often they do so.

The following provides an indication of how initiatives may be prioritised and progressed over time:

Short term (next five years)

The focus is on improving safety, access and network performance, including:

- Improving pedestrian crossings and addressing key barriers along major roads such as Shore Street West and Waterloo Street**
- Enhancing walking and riding connections between key destinations, including Cleveland Station, RPAC, Harbourside and the centre core**
- Supporting improved wayfinding and legibility within the centre**

- **Balancing parking arrangements to support access and turnover in high-activity areas**
- **Supporting the provision of end-of-trip facilities through development and targeted upgrades**

Medium term (indicatively 2031-2036)

As development and investment occur, Council will progressively support:

- **Further improvements to active transport connections and path networks**
- **Upgrades to key intersections and streets to improve safety and accessibility**
- **Better integration between land use, transport and access outcomes**
- **Advocacy for improvements to public transport services and network coordination**
- **Refinement of parking and access arrangements in response to changing centre conditions**

Long term (beyond 2037)

The long-term direction reflects the ultimate transport network required to support a more compact, mixed use and accessible Cleveland Centre.

Over time, this may include more substantial changes to street function and access arrangements, with a greater proportion of parking occurring off-street within development sites and further investigations into options such as consolidated or structure parking, where appropriate.

The LATP will be reviewed every five years and adjustments made to reflect progress, government commitments, funding conditions and emerging development triggers.



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