Draft as of May 2025

Cleveland Local Area Transport Plan 2025-2046

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Acknowledgement of Country

Redland City Council is committed to working with Traditional Owners, supporting their role as custodians of their traditional lands, and helping ensure future prosperity and cultural enrichment across Redlands Coast. Council recognises that the Quandamooka People are the Traditional Owners of much of Redlands Coast. Council also extends its acknowledgement of Traditional Owners to the Danggan Balun (Five Rivers) People, who are currently in the process of Native Title determination for an area that crosses into southern Redlands Coast.

A message from the Mayor

As one of the city's key commerce, employment, lifestyle and entertainment destinations, Cleveland Centre requires a diverse range of travel options to support accessibility. In consultation with the community, Redland City Council has developed the Draft Cleveland Centre Local Area Transport Plan 2025-2046 to guide the transport changes required in the area to facilitate its ongoing revitalisation, cater for future population growth, and make it a more accessible and connected location for workers, residents, businesses and visitors.

The release of this plan for community consultation is an opportunity for the Redlands Coast community to participate in the journey towards achieving fit-for-purpose outcomes that benefit the whole city.

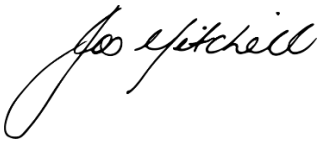
The Plan has been developed to align with the strategic themes in Council's current Corporate Plan *Our Future Redlands – A Corporate Plan to 2026 and Beyond* and other key city-shaping documents such as the Cleveland Centre Master Plan and Redlands Coast Transport Strategy. The Transport Strategy provides for the development of area-specific transport plans that support the movement of people and goods and is designed to create accessible and well-connected destinations across the city.

The vision for Cleveland's transport future in the draft Plan is to make the area more accessible to a wider range of travel modes. Based on studies and the feedback received during extensive consultation activities held over several years, the plan identifies the need for safe walking routes around the centre and between attractions, and streets geared to pedestrians, riders, and public transport as alternatives to car travel.

While through-traffic is accommodated within the draft plan, this has been balanced against other transport needs in the area. For example, the plan highlights the need for Wellington Street / Panorama Drive to be developed as the main north-south thoroughfare for vehicle movements, instead of Waterloo Street. This change will improve pedestrian access to the Redland Performing Arts Centre and allow our community to enjoy a safe, leisurely stroll to cafes, restaurants, and other activities on Middle and Bloomfield streets.

The main attractions of the Cleveland Centre include its wide streets, relaxed character, First Nations murals, and connection to Raby Bay Harbourside. By providing more transport options in the centre, the draft Plan suggests improved community access to these key attractions.

These next steps in the evolution of the Cleveland Centre aim to engage with the community to bring forward sustainable, safe, and efficient travel arrangements that will service the community today and into the future.



Councillor Jos Mitchell

Mayor of Redland City

Executive summary

Why do we need a transport plan for Cleveland Centre?

The Cleveland Centre Master Plan 2010 (Master Plan) envisaged Cleveland transforming into a vibrant, mixed density mixed use centre. The Master Plan anticipates many more people living, working and visiting the centre than today, with a lively street scene, where walking and riding would be safe and enjoyable. Between 2018 and 2019, Council engaged consultants to prepare the Cleveland Centre Traffic and Transport Study, in response to the master plan, development and transport pressures in the area. This Study is the foundation for the Cleveland Centre Local Area Transport Plan (LATP).

The delivery of the LATP is therefore timely to guide the development of a multi-modal transport network in and around the centre over the next 20 years. The LATP responds directly to growth anticipated in ShapingSEQ 2023, the South East Queensland Regional Plan.

What are the transport challenges?

Without an LATP, the centre could lose what the community and stakeholders have said are its attractive qualities- wide, shady pedestrianised streets, relaxed atmosphere and human scale, features that make Cleveland an attractive destination. This is under threat as traffic and parking activity becomes more dominant on the core streets, particularly if most trips to the centre continue to be made by private vehicle.

More traffic is also passing through the centre on Shore Street West and Waterloo, Queen and Bloomfield Streets. Overall, trips are set to increase by at least 50% over the next 20 years, with more people frequenting the centre due to growth in the centre and beyond. This will reduce connectivity between Cleveland station, Raby Bay Harbourside, Redlands Performing Arts Centre and the retail core around Bloomfield and Middle Streets.

Visitors, business owners and workers have commented that finding parking spots is getting more challenging. Council has addressed this through changes to regulated parking areas in the last two years. However, provision of more public parking could undermine the centre's revitalisation, is costly to deliver and manage. Providing more spaces potentially encourages more private vehicle trips and under-use of the many private off-street parking areas in the centre. To balance this, Council will continue requiring off-street parking to be provided as sites are developed, which will limit the need for more street parking.

Cleveland Centre is relatively well served by public transport, but patronage is very low for all trip purposes when compared with Brisbane City, despite a recent increase in patronage with the introduction of 50 cent fares. Current service levels and routes do not support residents and visitors' travel needs, with services being limited or non-existent at weekends from many parts of the city. Community transport providers fill part of this gap but are unable to meet demand for their services.

The pedestrian friendly core streets are connected by a network of paths and quiet roads that support riding and walking to the centre, although this network is incomplete in places and does not comply with contemporary standards in many locations. Roundabouts and crossings are also challenging to navigate for riders, pedestrians and people with mobility constraints. The centre needs more mid-block laneways to support easier access between destinations and residential areas.

Achieving the Redlands Coast Transport Strategy's goal of a mode shift to sustainable modes (walking, riding and catching public and community transport) requires concerted efforts to

increase awareness and assist people with their travel planning. This is not an unrealistic aspiration, bearing in mind that 20% trips to Cleveland are less than 5 km in length.

The Transport Plan for Cleveland Centre

The LATP outlines what Council envisages the transport system needs to support the centre's revitalisation in line with the Master Plan. This includes:

- Enabling transit oriented and mixed use, medium density development within walking distance of public transport and reallocating street space to support greater density.
- Improving the centre for pedestrians and riders by improving safety and quality of streets, such as by reducing traffic speeds, modifying intersections to prioritise walking and riding and providing more laneways and mid block pedestrian crossings.
- Supporting public transport facility upgrades (such as a bus/ rail interchange) and advocating for improved frequency, convenience and duration of public transport services.
- Supporting and enhancing demand responsive, rideshare and community transport services to better meet the needs of people with limited travel options (such as the elderly, people with disabilities and from areas with limited transport options).
- Managing parking to support the revitalisation of and access to the centre, by ensuring appropriate levels of access are provided as the centre evolves into a vibrant, mixed use, medium density centre. Off-street parking will continue to be required.
- Street space being allocated for set down areas for community transport and rideshare in core streets in the centre, as well as space for parking cycles, personal mobility devices and motor cycles. Council will also support options that reduce the need to drive and park in the centre.
- Addressing through- traffic. This includes upgrading Wellington St/ Panorama Drive as the main north-south through-route. Waterloo and Russell Streets can then be reconfigured to improve access between the Redlands Performing Arts Precinct and the rest of the centre.
- Improving connectivity between the centre to the network of paths and low trafficked streets that link it to key destinations and other suburbs. Middle Street will become a shady sustainable boulevard connecting the centre to Toondah Harbour.

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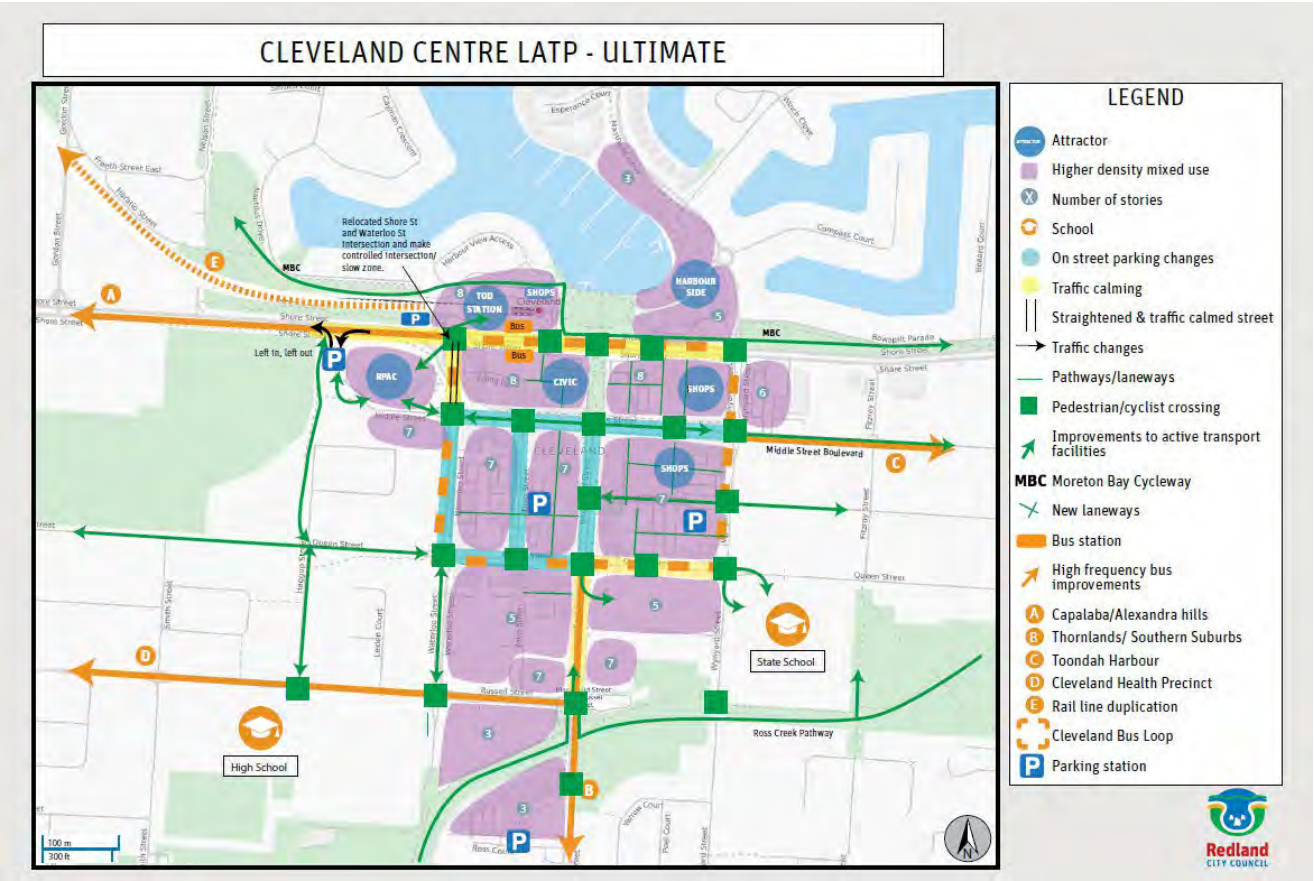

CLEVELAND CENTRE LATP - ULTIMATE
LEGEND
Attractor
Higher density mixed use
Number of stories
School
On street parking changes
Traffic calming
Straightened & traffic calmed street
Traffic changes
Pathways/laneways
Pedestrian/cyclist crossing
Improvements to active transport facilities
MBC Moreton Bay Cycleway
New laneways
Bus station
High frequency bus improvements
Capalaba/Alexandra hills
Thornlands/ Southern Suburbs
Toondah Harbour
Cleveland Health Precinct
Rail line duplication
Cleveland Bus Loop
Parking station
Relocated Shore St and Waterloo St intersection and make controlled intersection/ slow zone.
Left in, left out
TOD STATION
SHOPS
HARBOUR SIDE
RPAC
CIVIC
Middle Street Boulevard
State School
High School
Ross Creek Pathway
Redland CITY COUNCIL

1.0 Introduction

This chapter outlines the forces which influence the transport system that will be needed in the next twenty years, defines the need for a transport plan, the consultation that is informing the Plan and provides a structure for the report.

1.1 An evolving centre

Cleveland centre evolved in the late nineteenth century, supported by the opening of the Cleveland rail line in 1889, providing access for residents and visitors, and for transporting local produce (Figure 1). The suburb grew further with the development of Raby Bay in 1983. While the original station near Toondah Harbour closed in 1960, Cleveland Station opened in 1987, in the vicinity of the original Raby Bay station.

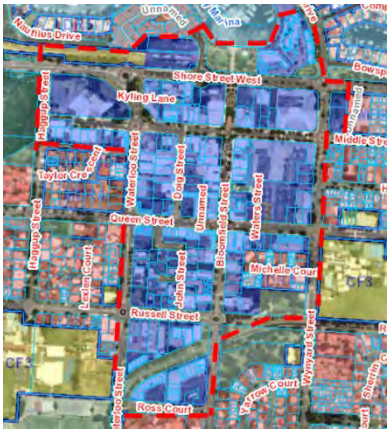


Figure 1: Cleveland Centre

Over the last 30 years, Cleveland Centre has lost its pre-eminence as the retail heart of the city to Capalaba and Victoria Point, but is still accommodates government and government services, health services and the arts. Other services, such as the banks and many small shops have closed, leading to a decline in the vibrancy of parts of the centre. Growth of commercial activities outside of the centre, such as Ross Court, have also contributed to the decline.

1.2 Policy framework

Council acknowledged the need to facilitate the rejuvenation of Cleveland Centre. In 2010, it released the Master Plan, which envisaged Cleveland evolving into a vibrant mixed-use medium-density centre over 20 years, incorporating a greater diversity of activities, a thriving night-time economy, and a range of employment and business opportunities (Figure 2). A centrepiece of this Plan is to transition the centre from one designed around car access and parking, to a centre designed for people with high-quality pedestrian, riding and passenger transport options.

Figure 2: The Master Plan vision, with vibrant streets and mixed use, medium density development

In 2014, Council identified that extensive areas of under-utilised open air Council car parks were limiting the centre's capacity to achieve the Master Plan vision. Several sites were subsequently sold to developers, who are now advancing their plans for sites.

Consistent with earlier Regional Plans, ShapingSEQ 2023 nominates Cleveland as a Principal Regional Activity Centre, where retail, employment and higher density residential development will be concentrated. This is reflected in Council's City Plan. The Redlands Housing Strategy 2024 and Shaping SEQ 2023 reinforce Cleveland Centre's role in the sub-region as a key growth and commercial, civic and transport hub of the city but at higher levels of population and employment growth than previously envisaged.

The state government's Connecting SEQ 2020 Transport Plan and the South East Queensland Infrastructure Plan and Program (SEQIPP) identify Cleveland as a major transport hub in the city, supported by the duplication of the rail line. The Transport Strategy identified the need for Local Area Transport Plans (LATPs), with the Cleveland Traffic and Transport Study being conducted in 2018-19. LATPs are locations with a number of transport issues, where Council will "…*define desired transport outcomes in relation to movement, accessibility and connectivity*".

1.3 Population and employment changes

Cleveland suburb is anticipated to grow by 42 per cent between 2021 and 2046, with the number of people living in duplexes, townhouses and units doubling over the same period (Figure 3). The *Master Plan* identifies the centre as having the capacity to accommodate 2000 units, resulting in a sevenfold increase in its resident population. However, most of the growth in dwellings has occurred outside of the centre in the last 10 years.

The number of jobs in Cleveland is forecast to grow significantly over coming years, with most to be located in the centre. The *Master Plan* envisages up to 7500 new jobs could be accommodated in 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	App. 12,000
Sources: *ShapingSEQ (2023)* population and dwelling projections; VLC, 2019		

Figure 3: Cleveland population statistics

Some large developments are planned or have proceeded in and around the Centre. These include the Vacenti and Haben developments in the Centre, the expansion of the Redlands Health and Wellbeing Precinct in Weippin Street and the relocation of the Australian Industry Trade College to the centre by 2026. The future redevelopment of Toondah Harbour and the transit-oriented development at Cleveland Station are unknown.

Cleveland suburb already has an older population than the city average. This is anticipated to become more pronounced in the next 20 years as the overall population ages and because Cleveland Centre will attract more senior residents, due to the range of services being offered in the suburb.

Such population, employment and development growth will increase the number of trips being made in and through the area by at least 50% by 2046.

1.4 Changes to how we travel

The 2021 Census identified that most people living in Cleveland suburb travel to work by private vehicle (93 per cent), while the majority of people living and working in the centre also travel to work by car (86 per cent). Travel by public transport, foot, cycle or personal mobility device comprises between 7 and 12% of all trips to work. Generally, people are more likely to use active and public transport modes if they live and work in the centre. Private vehicle use is

	Cleveland – live only	Centre – centre live only	Cleveland – live and work
Car*	93%	88%	86%
Active Transport*	3%	6%	12%
Public Transport*	4%	6%	1%
Worked at home	1059	82	695
*Note: excludes people who worked from home.			

Figure 4: Journey to and from Cleveland

less pronounced outside of work hours (63% trips) (Figure 4). Nevertheless, the overall high level of private vehicle trips results in a centre dominated by vehicle movements and parking, which is contrary to the *Master Plan* vision.

With this next phase of the centre's evolution and broader societal changes, the transport system is changing. Under current conditions, demand for parking is growing and new transport modes are emerging (such as e-scooters and e-cycles). There are also calls for more passenger transport services (such as community transport) to better cater to the needs of the community. Working remotely is now more commonplace following the Covid 19 pandemic, which reduces travel and parking demand in the centre.

1.5 Need for a transport plan

To support the centre's growth and revitalisation in line with the *Master Plan,* a local area transport plan 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 guide investment in the transport system by state and local governments, as well as by private entities and will apply best practice principles when doing so. Changes in the population and how we travel also support the need for this transport plan.

1.6 Community engagement

Council and others have undertaken extensive consultation in Cleveland, which informs the formulation of this Plan. This includes the Cleveland Immersion project, online 'Care Factor' survey, workshops and a three-day 'parklet' stall on Middle Street in 2018.

This Plan also draws information from engagement with businesses and the community on the revitalisation of Cleveland Centre. Consultation undertaken for the Cleveland Centre Parking Optimisation project between 2021 to 2023, and Cleveland parking trials have provided vital information for this Study, as have the Age Friendly Cities Survey and Town Centre Community Insight Report (Figure 5).

Findings from consultation are integrated into this report.

The community will be provided an opportunity to comment on this draft Plan in mid-2025.

Figure 5: Community engagement process

1.7 Structure of transport plan

Chapter 2 of this report outlines what we know about the transport system and what the likely implications are from projections in population, employment and travel growth. It will describe the challenges, but also the opportunities for the transport system over the next 20 years.

Chapter 3 outlines a vision for how the transport system might look by 2046 in and around Cleveland.

Chapter 4 presents strategies and key initiatives to achieve the desired transport vision. These will assist all

governments, developers and the community in contributing to achieving a transport system that enables Cleveland to retain its prominence in the city.

Chapter 5 sets out stages on how the transport system will evolve in the next 20 years and when this Plan will be reviewed.

2.0 What we know

This chapter discusses how the transport system supports Cleveland Centre and surrounding areas both now and over the next 20 years and what opportunities could be pursued to create the centre envisaged by the Master Plan and Shaping SEQ 2023.

2.1 Transport and land use

Cleveland centre has evolved around the rail station and retains the wide leafy pedestrian-friendly streets that were substantially remodelled in the 1980s, applied to the street grid and traditional town centre from earlier times. The *Master Plan* envisaged retaining key elements of this character while seeing it evolve into a vibrant mixed use medium density centre.

Until 2021, development activity in Cleveland has occurred outside of the centre, with the growth of the health precinct some 2 km south-west and much apartment construction to the south and east of the centre.

Figure 6: Cleveland CBD Bus stop as a key part of the transport hub

The Centre is the city's major public transport hub and envisaged to retain this status over the next 20 years (Figure 6). This will be reinforced by developing a mixed-use transit-oriented precinct centred around the train station, with a different form and scale to what existed previously.

The Centre's evolution is coupled by being largely accessed by private vehicles and resulted in a considerable area (approximately 21% of the centre) being allocated to parking (both street and off-street), to the point where it reduced the land available for development. Some of this land has been sold and several large sites are now being redeveloped. This heralds a change in how space in each street could be used and accessed, to support Cleveland becoming a vibrant pedestrian-friendly centre.

Investigations have revealed that the vehicular parking standards in planning schemes can increase the cost of developing sites, especially where this is provided underground, and can be an impediment to redevelopment. Councils are increasingly considering relaxing these standards where developments include measures that reduce the need to own and drive a private vehicle, such as communal bike and car share schemes, and incorporate facilities for bike and scooter riders.

2.2 Road network and functions

The Centre evolved around the rail station, Bloomfield and Middle Streets when public transport, walking and cycling were the dominant modes. With the rapid growth of Cleveland and surrounding suburbs, an enhanced road network connected Cleveland to the rest of Redlands Coast. Today, Shore Street West, and Waterloo/ Russell and Bloomfield Street south of Russell

Street are the major through routes, where a mixed- function street grid feeds off these routes to serve the major commercial and civic areas of the centre (Figure 7).

With the majority of trips to the centre grid being made by private vehicle, the streets are dominated by vehicle movements, largely associated with parking and deliveries. While Bloomfield and Middle Streets provide wide sheltered pavements and multiple crossings for pedestrians, several intersections are challenging to cross for pedestrians, riders and people with disabilities. These occur on the periphery of this grid, notably the roundabouts on Waterloo, Shore Street West, Wynyard, Queen and Russell Streets.

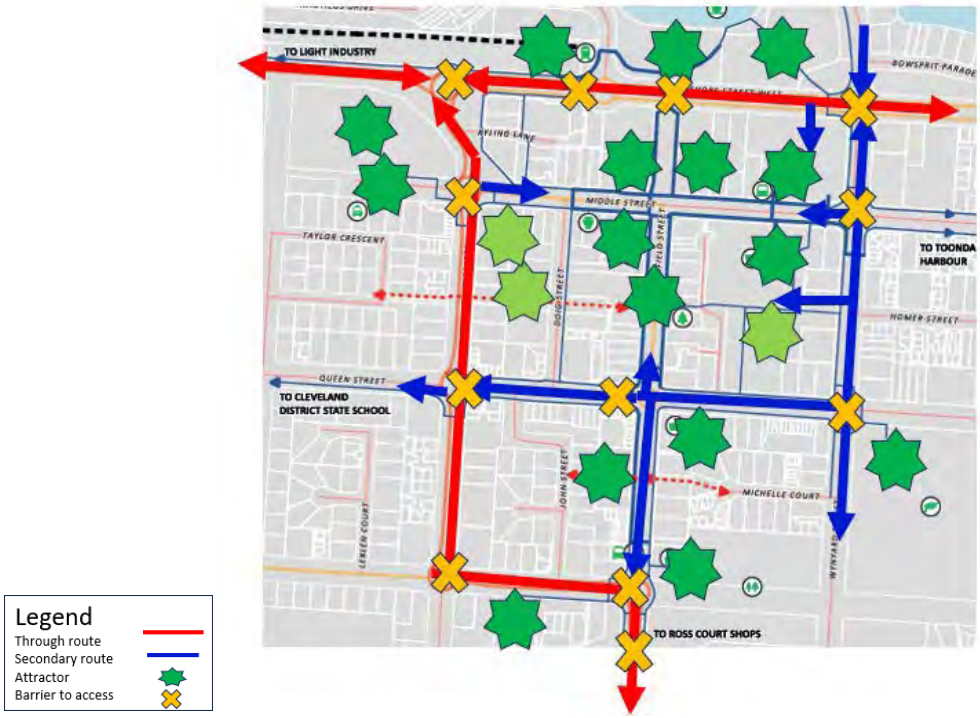


Figure 7: Road functions & Barriers to Access: Source: MRCagney 2018

While the core streets within the grid have a posted speed of 30 kph, the roads on the periphery allow for higher speeds which, when combined with roundabouts, makes it very challenging to access some of the centre's major destinations, such as Cleveland Station, RPAC, Ross Court and the schools on the edge of the centre. Generally, the faster the vehicle speed, the greater risk there is of injury and death involving a pedestrian or cyclist (Figure 8).

Figure 8: Speed related fatalities. Source: Rowley, P. (2018)

While the grid facilitates north-south pedestrian and rider movements, east-west movements are more challenging as the street blocks are long. Some laneways have been created in mid-block locations to increase east-west accessibility, but more will be needed as Cleveland evolves into a denser, accessible centre.

The minimum 50% growth in trips over the next 20 years will put considerable strain on the road network in Cleveland and its through-routes, unless countered by a shift to active and passenger transport modes. This increase is likely to make it more challenging to access some of the centre's major attractors, such as the Redlands Performing Arts Centre, Raby Bay Harbourside and schools on the centre's periphery.

Upgrades to Wellington Street and Panorama Drive present opportunities to eliminate the north-south through-route in the centre. Development to the east of the centre is more challenging to address as increased trips from Toondah Harbour and higher density precincts will use Shore Street West – this could worsen connectivity to Raby Bay Harbourside and the rail and bus station/ interchange, without intervention.

2.3 Access and parking

Cleveland centre has had an abundant supply of free parking from early times, with motorists being able to readily park very close to their destinations, until a few years ago.

The Cleveland Parking Study (2014) indicated that there was an over-supply of vehicular parking spaces in Cleveland Centre. It and previous studies indicated that, even with releasing some large parking sites for development, there would still be sufficient street and off-street parking to accommodate the centre's parking needs. In addition, releasing this land from surface parking could assist in revitalising the centre by injecting more people and land uses into the centre, while potentially making it more walkable and vibrant (Figure 9).

With the closure of the Doig Street public car park in 2022, Council modified regulated (public) parking in the centre. Investigations were subsequently undertaken that demonstrated that there were only a few locations in the centre where there were high rates of occupancy and turnover, with there being considerable under-utilised parking spaces on private land. Also, high occupancy levels occurred between 10am and 2pm on 3 days of the week, with there being plentiful supply outside of this peak. Changes balance the competing needs of businesses, customers and visitors, residents and workers.

Today, most motorists can park within reasonable walking distances of their destinations, with shorter term parking in Middle and Bloomfield Streets servicing shoppers and visitors. The centre still provides over 2000 parking spaces.

A typical pattern observed in other maturing town centres is that greater priority is given to a broader range of access needs on public streets (such as for pedestrians and riders, passenger transport and ride-share), with parking being integrated into development sites over time. Public parking is also managed to best serve the access needs of different centre users and alternative approaches are used to reduce the need to park.

Figure 9: Transformation of Cleveland Centre, as envisaged by the Master Plan

Provision of parking is very expensive for councils and developers, with a typical surface parking space costing over $30,000 to create and $500 p.a. to maintain (at 2024 prices). While these are perceived as 'free' to the community, taxpayers and others bear this cost. Developers have also reported that such costs can stymie redevelopment. Transport experts suggest that these funds could be better allocated to improving public transport for those who do not have a car (10% Cleveland households) and improved transport infrastructure, while also enabling redevelopment consistent with the *Master Plan*.

2.4 Walking and riding

Cleveland Centre is flat, has cooling bay breezes and a grid street pattern that makes it easy to navigate around. Mature trees and shop awnings provide shelter and shade on Middle and Bloomfield Streets (core streets), which are wide and pedestrian friendly. These core streets also support access for people with disabilities, through the provision of twice the number of disability parking spots than required and provision of tactile indicators. The ease of walking around, quality and quantity of public spaces and paths that connect to other places are highly valued by the community (Care Factor Survey, 2020).

Figure 10: Crossing in Cleveland CBD

Figure 11: Roundabout crossings on Queen Street and Bloomfield Street

The town centre is well served by crossings on Bloomfield and Middle Streets (Figure 10). However, roundabouts on the fringes of these streets are major barriers due to the high volume of vehicular traffic and speeds (Figure 11). There are insufficient crossings in other locations.

With the current ban of riding on footpaths in the Centre, conditions for riders are not ideal, particularly as the main cycle routes are along core streets, where riders contend with vehicles manoeuvring into parking spaces at peak times.

Walking and riding conditions quickly deteriorate outside of the main streets. The roads at the edge of the centre (such as Waterloo Street and Shore Street West), create substantial barriers to walking or riding between different places in the centre and beyond. Access to paths that serve localities beyond the centre can be challenging with patchy signage, missing links and unsafe or sub-standard connections; for example, access to the Moreton Bay Cycleway and Ross Ck Path.

Both state and local governments seek to increase walking in riding for economic, social and environmental reasons. However, if the proportion of trips taken by foot, cycle or personal mobility devices is to increase significantly, conditions need to improve for riders and walkers. Only 8% trips are made by foot, cycle or personal mobility device in Cleveland, as few workers, shoppers and visitors access the centre by these modes. Only 3% people walk or ride to work. If this is not addressed, more people will choose to drive as Cleveland and the city accommodate more residents and workers, which will make conditions for motorists more challenging.

Figure 12: Physically separated rider lanes potentially attract a range of 'mainstream' riders, especially on busy roads

The rapid emergence of personal mobility devices (such as e-cycles, e-scooters and e-unicycles) reflects the role they can play in reducing car reliance for many trips. However, this

can lead to conflict with other modes, particularly with pedestrians, which needs to be addressed in streetscape design (Figure 12).

There is scope to shift car trips to more walking and riding trips. 25% all trips are less than 2 km long, with 50% being within 5 km. Longer distance trips are also possible where people combine their walk or ride with catching a bus, train or ride-share. Many of the solutions to increase walking and cycling trips are low cost, but high impact, such as awareness raising through signage and publications, use of apps etc.

2.5 Passenger transport

The centre's role as the passenger transport hub for Redlands Coast means it is relatively well served by train and bus services, as well as community transport providers, when compared to other parts of the city. These services connect Cleveland to Brisbane and communities in between, as well as the islands, Redland Bay and Victoria Point. Cleveland rail station is adjoined by bus stops, end-of-trip facilities for riders, and Park 'n Ride, which enables interchange between modes (Figure 13).

Figure 13: Cleveland Train Station

Physical infrastructure supporting passengers is adequate for current usage levels. However, public transport mode share in Cleveland and the city is very low and was declining (at 3.5% before the introduction of 50 cent fares), as compared with inner and mid-ring metropolitan areas. Investigations reveal that, while public transport network coverage is generally extensive, most bus services are infrequent and service timetables invariably aren't synchronised, resulting in trips that take considerable time. Travel times on public transport don't compete with the those associated with driving. Another deterrent is the limited number of services running beyond peak periods and at weekends.

While the Cleveland rail line offers convenient access from bayside suburbs with train stations to Cleveland Centre, long travel times to Brisbane city can be a deterrent for commuters, resulting in many choosing to drive instead. Council continues to advocate to the state government to increase service frequencies and reduce travel times by duplicating the rail line.

There is scope to improve public transport by rationalising some services and increasing the frequency and duration of services connecting Cleveland to elsewhere in the city, especially for shorter trips (colonising some of the trips that are less than 5 km long). Community transport provides a vital role in better matching services to demand, especially for people with limited mobility or travel choices (Figure 14).

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

There is potential for greater use of "demand-responsive transport" services to fill in gaps not met by public transport services, particularly using rideshare and "Mobility as a Service" apps

on smart phones. Ride Share options (such as that operating from Weinam Creek) also increases travel options and can reduce the need to own a car (or second car).

3.0 A Transport vision for Cleveland Centre

In response to the Master Plan, Council's Transport Strategy and the issues and opportunities impacting the transport system, the following vision defines the intent to deliver the transport system needed to support Cleveland's role in the city.

The transport network supports Cleveland Centre becoming *a vibrant destination and gateway to Moreton Bay* enabling residents, visitors and workers to reach leisure, shopping, jobs and other opportunities easily and safely by foot, while accessing the centre and areas beyond it by a range of modes

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

The vision articulates a transport system supporting Cleveland as a vibrant mixed use, medium density centre where people's everyday needs are met, and where walking and riding are safe and enjoyable ways to experience and access the centre. The transport vision reprioritises how public space is allocated in the Centre, consistent with Council's Transport Strategy Network Design Principles (Figures' 15 and 16).

Middle and Bloomfield Streets are reimagined as highly activated streets, with passenger and active transport focusing on a Middle Street boulevard linking RPAC to Toondah Harbour. These core streets connect to Raby Bay Harbourside via airbridges or signalised crossings that enhance pedestrian connectivity and safety. The rail station precinct includes an expanded bus interchange where all Cleveland public transport services stop, integrated within a new commercial passenger transport hub.

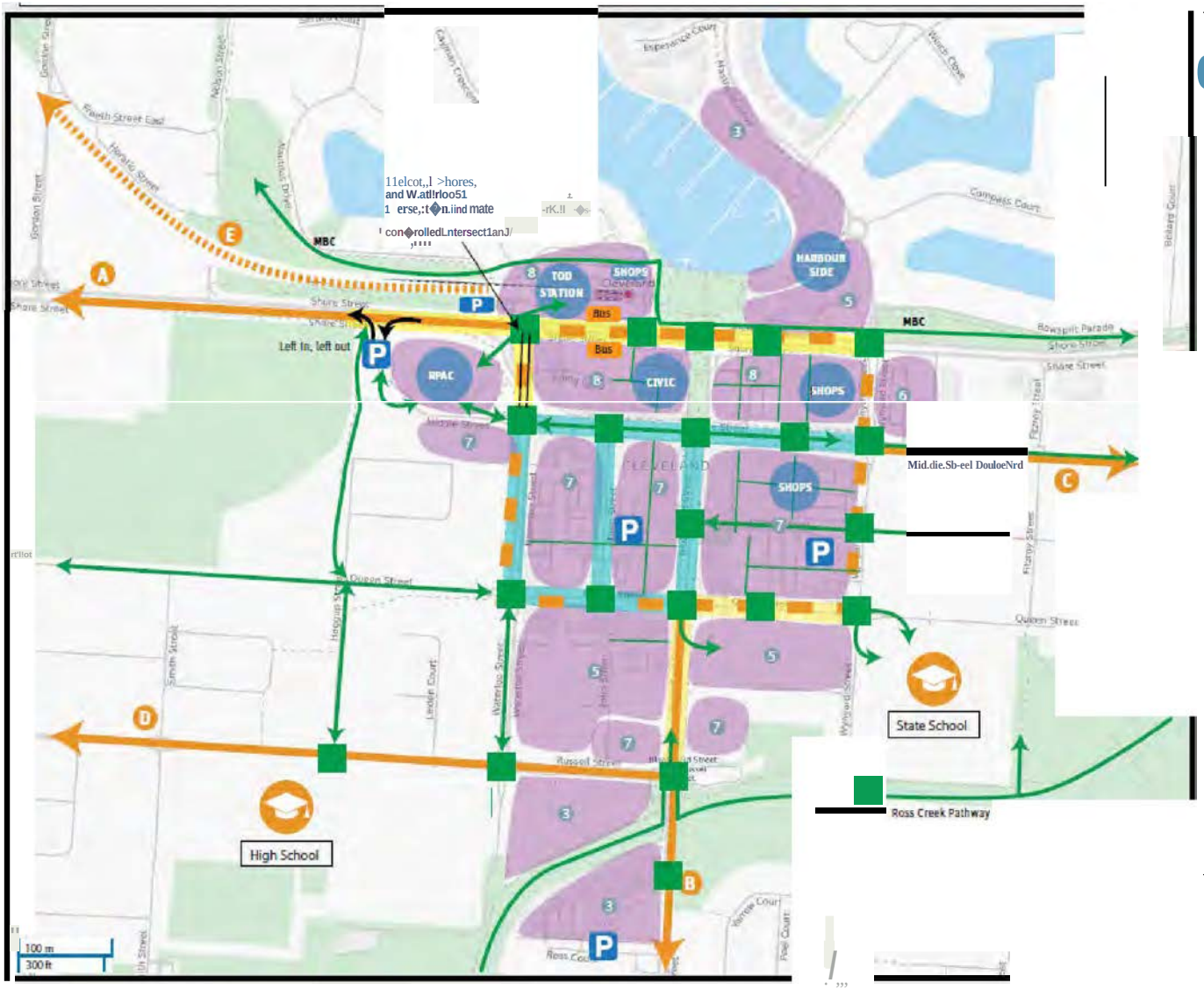
Passenger transport becomes a viable alternative to driving and to parking in the centre for many trips, while parking is managed to support the revitalisation of Cleveland and to enhance access by various modes.

People will also be able connect to and through the centre, to access major destinations in and beyond it, such as the Redlands Health Precinct and Toondah Harbour.

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

The Vision map encapsulates this vision, with a grid defined by Wynyard, Queen and Waterloo Streets, as well as Shore Street West enclosing a pedestrian and rider friendly core (Figure 17). Shore Street West and Wellington Street/ Panorama Drive become the major north-south through routes. Active transport links, such as the Moreton Bay Cycleway and Ross Creek Pathway will be major walking and riding spines offering mostly off-road connections to surrounding suburbs and destinations.

CLEVELANDCENTRELATP- ULTIMATE



LEGEND

0 Attractor

Higher density mixed use

0 Number of stories

0 School

On s!reet parking changes

Iraffic calming

11 Straightened & traffic calmed street

----+ Ira.ffic changes

Pathways/laneways

Pedeslrian/cyclist crossillg

Improvements to active transport facilities

MBC Moreton Bay Cycleway

'i- New la.n.eways

- Bus station

..,. High frequency bus improvements

Q Capalaba/Ale.urndra hills

0 Ihornlands/ Southern Suburbs

(I Ioondah flarbour

Q) Clevela11d Health Precinct

G Rail line duplication

"I

._ ◆ Cleveland Bus Loop

◆ Parking station

Redland
CITHOU◆CIL

Figure 17: Cleveland Centre Transport Plan

4.0 Outcomes and key initiatives

This chapter expands the vision by defining outcomes that the community is seeking now and into the future, while describing key initiatives that will achieve these outcomes.

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.

Transit oriented development (TOD) optimises the amount of residential, business and leisure space within walking distance of public transport. This reduces the need to drive while also encouraging increased walking, riding and public transport patronage (Figure 18).

Council will work with the Queensland Government, developers and other stakeholders to unlock the potential for transit-orientated development in and around Cleveland Station and across the centre, to create a more vibrant precinct (Figure 19).

Figure 18: Envisaged Cleveland CBD as a TOD

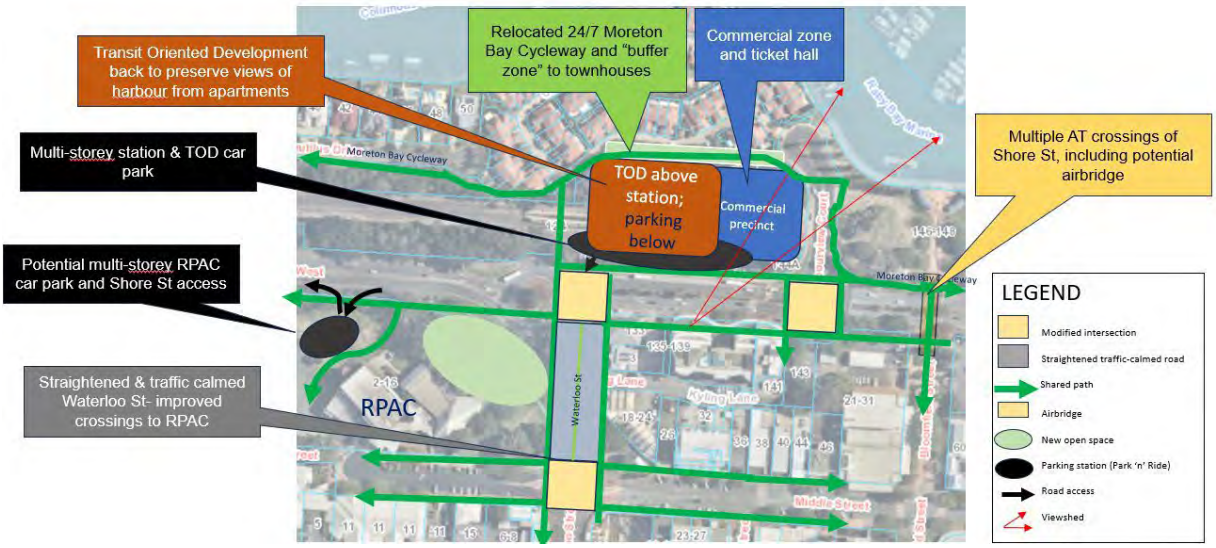


Figure 19: Indicative concept for potential redevelopment of the Cleveland Station Precinct

Key Initiative 1.2: Parking supports centre revitalisation and access

Vehicular parking is one of many ways people access centres. This initiative balances motorists' parking needs with the access needs of other users of the transport system.

Parking provision will also support development and the revitalisation of the centre. Increasingly, developers are providing a mix of access options that lessen the need for parking spaces. These include ride-share and end-of-trip facilities for riders and pedestrians. Council will support initiatives by developers that reduce the need to own a vehicle, but without compromising people's access needs. Council will update its parking standards accordingly.

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

Figure 20: Undercover, indoor bicycle parking

Cycle and scooter parking can encourage people to ride to major destinations in the Centre rather than drive and provide riders secure facilities for their cycles or devices while they go about their business (Figure 20).

End-of-trip facilities include secure bike and scooter parking racks, lockers, showers and changing areas for those who commute to work or have business meetings in the Centre. Council will require developers to provide such facilities in any major new commercial buildings or health facilities. Council may work with developers or commercial operators to provide a "Cycle Centre" type facility, similar to that provided in Albert Street in Brisbane CBD.

Key Initiative 1.4: Cleveland centre streets are people focused.

As Cleveland Centre redevelops as a mixed use, medium density centre, and as passenger transport services are enhanced, more people will walk and ride around. Street space will be reallocated to support these modes, while improving and increasing the number of pedestrian crossings.

Space in Cleveland's streets will also be allocated to ensure that they continue to be relaxing places where people can socialise, enjoy performances and public art, protected by street trees and awnings over commercial buildings. This will contribute to the centre retaining its prominence as a unique attractive destination for residents, workers and visitors (Figure 21).

Figure 21: 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

Figure 22: Envisaged streetscape with a mix of transport modes, prioritising safety and segregation

Managing the extent of vehicular access and traffic speeds are critical to creating a safe and walkable centre. Council will work with other agencies to reduce traffic speeds where there is the potential for conflict between active travel and motor traffic. Target locations are in the vicinity of destinations in the centre, such as on Waterloo Street between RPAC and Kyling Corner, across Shore Street West to the rail station and Raby Bay Harbourside. This may also entail physical interventions that encourage lower speeds (Figure 22).

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.

Active Transport Network Plans identify actions to improve pedestrian and rider environments on key links in and to destinations for people of all ages and abilities that enhance safety and accessibility of facilities for these modes. Actions include crossing improvements, widened and improved paths and enhanced supporting facilities, such as wayfinding signage and universally accessible facilities for people with limited mobility.

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

Cleveland Traffic and Transport Study and other studies identified several intersections that may be modified to enhance walker and rider safety and their ease of access around the centre. These typically comprise heavily trafficked streets where roundabouts could be replaced by raised crossings (Figure 23).

Figure 23: Raised pedestrian crossings at an intersection

Key Initiative 2.4: Increase the number of laneways to enhance active transport accessibility.

Figure 24: Alto Walk in South Brisbane

Long streets and large development sites will be punctuated by pedestrian links where there is or could be significant pedestrian and rider traffic. This will entail creating mid-block laneways, which provide pedestrian spines connecting the centre to surrounding neighbourhoods and attractors (such as the two schools).

Laneways can potentially be vibrant activated spaces (Figure 24). Council's City Plan will include a laneways map that can guide development in the centre.

4.3 Outcome 3: Passenger transport is a viable alternative to driving a private vehicle.

Key Initiative 3.1: Support public transport infrastructure upgrades

Council will continue working with the state government to seek upgrades to major public transport infrastructure, which improve the capacity, efficiency and reliability of services. Council will continue to advocate for duplication of the Cleveland rail line from Manly to Cleveland (Figure 25).

Council will provide appropriate supporting infrastructure, such as bus stops, lighting and pathway connections. Council will continue advocating for an upgraded bus-rail interchange at Cleveland Station.

Figure 25: Queensland Rail train.

Key Initiative 3.2: Advocate for enhanced public transport services to encourage greater ridership.

Figure 26: Bus station at Cleveland Station

Council will continue to seek increased levels of service for public transport, through more frequent, convenient and direct services that reduce travel times, and which span longer durations on each day.

Council will also advocate for more integrated services and timetabling, so that passengers can interchange between passenger transport modes and with other modes, while also accessing destinations in and beyond the centre more readily (Figure 26). This includes enhanced service frequencies from Cleveland Centre to Cleveland Hospital, Capalaba and Toondah Harbour.

Enhancements to the Cleveland line and Cross River Rail should enable express and more frequent services to run between Cleveland, Park Road and the Brisbane CBD.

Council will work with the state government and others to support the potential provision of passenger ferry services from Raby Bay Harbour.

Key Initiative 3.3: Support On-demand and rideshare travel options

On-demand and rideshare transport will be supported through the allocation of public spaces in the heart of the centre (such as on Middle Street and the Doig Street car park).

Council will work with rideshare companies to ensure that the community has access to communications technology, such as rideshare apps that are accessible online and on smartphones (Figure 27).

Figure 27: Weinam Creek Car Share

Key Initiative 3.4: Expand community transport services to meet needs of those with special needs

Community transport will play an increased role by providing a service to those who have limited travel options, are unable to access public transport or are mobility impaired (Figure 28). Council will continue to support community transport providers by grant funding and by designating more set down and waiting areas for providers.

Figure 28: STAR Transport is one of several community transport providers in the city

4.4 Outcome 4: Manage parking to support revitalisation of and access to the centre.

Key Initiative 4.1: Implement *a* Destination Access Plan that supports appropriate access as the Centre evolves into vibrant mixed use, medium density centre.

Figure 29: Cleveland Centre Parking Plan, 2024

Public parking will be managed to ensure that there is equitable access to the Centre. Over time, the Centre's streets will transition from vehicular parking being the dominant feature to one that accommodates a range of modes. The streets will also include more space for pedestrian activity, for people with special needs and street life.

Public parking in core streets will continue being allocated and managed to ensure efficient turnover, while longer duration parking for Cleveland workers will be available in surrounding streets or off-street (Figure 29).

Council will continue to encourage managers of off-street car parks to inform their customers of available spaces, to make under-utilised spaces available to staff or provide incentives to travel by means other than driving to work.

Council will continue to require development to provide off street parking for customers, residents and some workers as outlined in City Plan.

Council will also utilise technology to not only assist with managing parking but, where appropriate, to provide visitors with information on where parking is available.

Should parking management approaches be shown to not meet people's access needs, Council will investigate what can be done to enhance this. Any consideration of additional parking should be supported by rigorous assessments of supply and demand and the delivery of access and parking relative to the costs and benefits of doing so.

Key Initiative 4.2: Provide set down areas for community transport and rideshare

Public street parking will be managed to ensure that the centre remains highly accessible, with special consideration for people with limited mobility, ride-share (such as taxis and car share), community transport and those who ride to the centre.

Spaces will be allocated on streets with the greatest pedestrian footfall, or near major destinations in Middle Street, Bloomfield Street, Redlands Performing Arts Centre or around Cleveland Station.

Council will work with the state government and providers to consider locating bus routes and stops to skirt the core streets, which will ensure that no part of the centre is greater than 250 metres walking distance from a bus route. These services could use Wynyard, Queen, Waterloo and Shore Street West.

Key Initiative 4.3: Provide parking for riders.

Parking spaces will be provided in prominent 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, Redlands Performing Arts Centre and Raby Bay Harbourside (Figure 30).

Figure 30: Cycle parking

Key Initiative 4.4: Promote Smart Travel options that reduce the need to drive and park in the centre

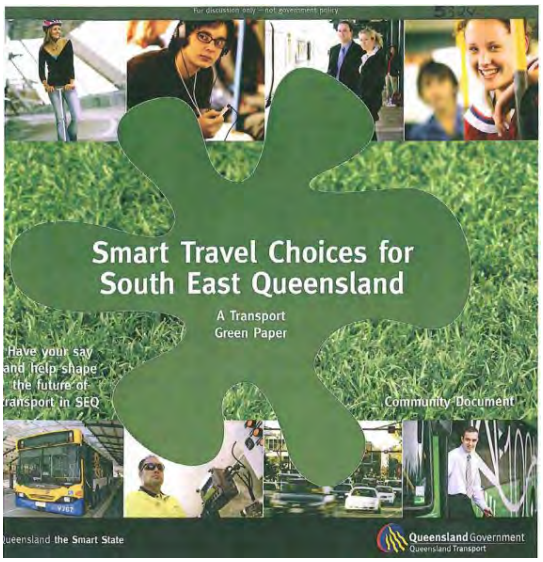


Figure 31: QLD Government Smart Travel Choices Green Paper

Smart Travel choices entail balancing support for different modes of transport and to encourage travel behaviour change to sustainable modes, such as public and active transport (Figure 31). This, in turn, reduces the need for parking and the impact this has on town centres.

Council will work with others to encourage a shift in travel behaviour. This will include increasing awareness of alternative travel options to driving a private vehicle, providing information and supporting events (such as Ride2Work Day) that encourage greater walking, riding and use of public and community transport.

Working from home at least one day a week is one strategy that reduces congestion on the city's road networks and reduces parking demand.

4.5 Outcome 5: Improve connections between the centre, and through it, to destinations in Cleveland and beyond.

Key initiative 5.1: Accommodate through-travel while facilitating pedestrian and rider access to major destinations in the centre.

The need for through-travel will continue in the future as the suburb of Cleveland grows, as more people access Toondah Harbour to access Minjerribah, and as further urban growth occurs in southern parts of Redland city.

Shore Street West will continue to be the major thoroughfare for private vehicles. However, traffic calming and reduced posted speeds will be required to enable enhanced pedestrian and rider access to the rail station, Raby Bay Harbourside, Redlands Performing Arts Complex (RPAC) and residential areas from Middle Street.

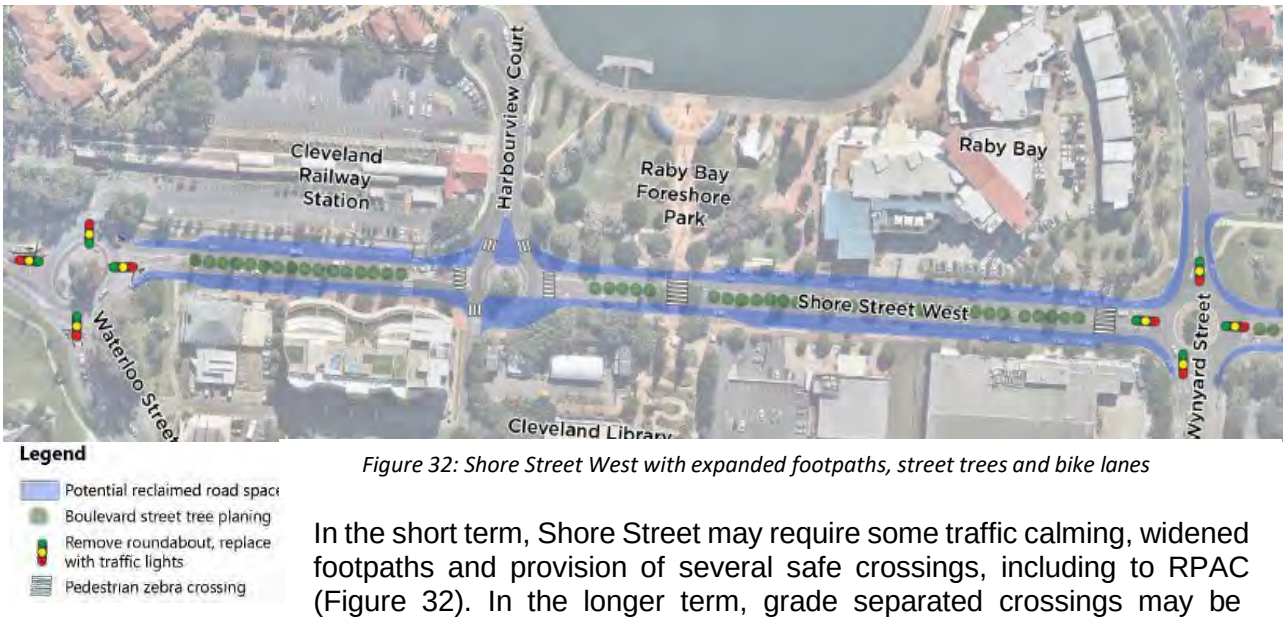


Figure 32: Shore Street West with expanded footpaths, street trees and bike lanes

In the short term, Shore Street may require some traffic calming, widened footpaths and provision of several safe crossings, including to RPAC (Figure 32). In the longer term, grade separated crossings may be required, depending on how the centre and surrounding areas develop and volume of traffic using Shore Street.

The Moreton Bay Cycleway will be relocated through Raby Bay Harbourside to create a safer and more legible route through Cleveland and through the station precinct.

Bloomfield Street south of Ross Creek requires enhanced pedestrian and rider access and a crossing to the Ross Court Precinct, bearing in mind that this road will continue to attract a significant number of trips.

Key Initiative 5.2: Modify the functions of the road network

Core streets within the centre frame (Wynyard, Queen, Waterloo and Shore Street West) will serve the commercial heart of Cleveland, where pedestrian, rider and passenger transport movement will be prioritised over private vehicle activity on the streets.

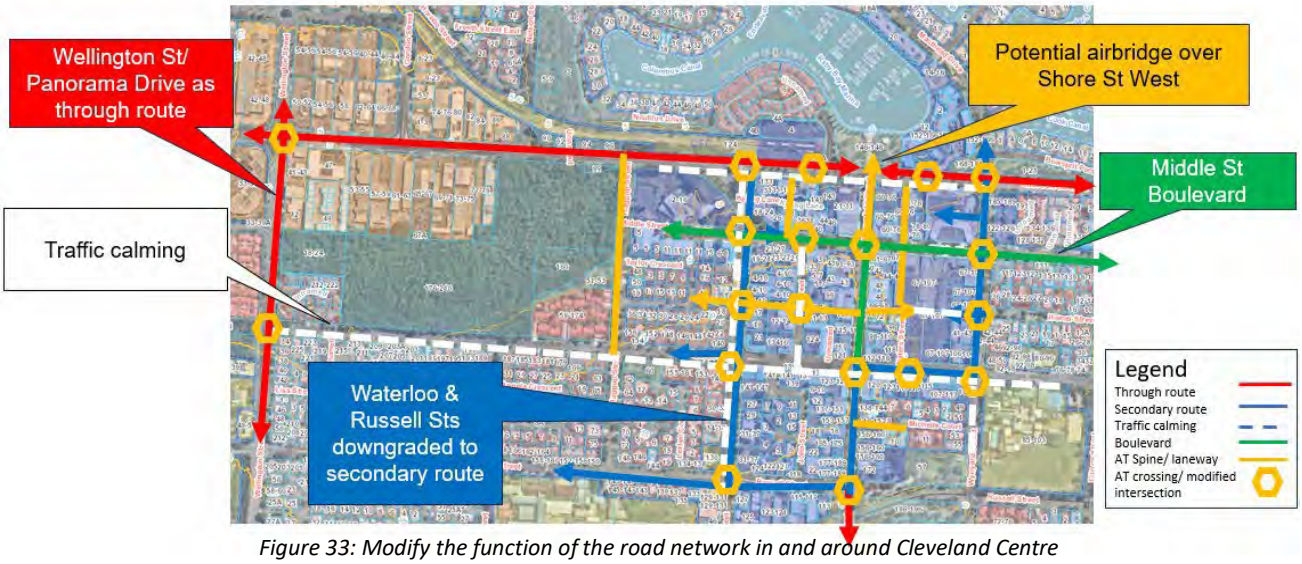


Figure 33: Modify the function of the road network in and around Cleveland Centre

The upgrade of Wellington Street/ Panorama Drive will enable those streets to assume the north-south through- route function currently being performed by Waterloo and Russell Streets. Council will work with the Department of Transport and Main Roads (TMR) to reduce posted speeds on those streets and to traffic calm Waterloo and Russell Streets to enhance pedestrian and rider safety, while enhancing access to destinations, such as RPAC and the Justice precinct (Figure 33).

Figure 34: Potential Middle Street Boulevard, from RPAC to Toondah Harbour

Middle Street (from RPAC to Toondah Harbour) will be transformed into a 'sustainable travel boulevard', prioritising walking, riding and passenger transport, while creating a safe and shady route connecting the centre to major destinations (Figure 34).

Key Initiative 5.3: Enhance the network of paths and low trafficked streets connecting Cleveland Centre to major destinations and suburbs beyond it

Figure 35: Cleveland Walking Network Plan (TMR, 2023)

Council will 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 the railway suburbs.

While there are extensive pathway networks in and around the centre, many of these will be upgraded and missing sections completed. The Moreton Bay Cycleway and Central Greenway (between Capalaba and Cleveland) will be upgraded, and the Northern Greenway priority cycle route completed between Cleveland and Thorneside. The Ross Creek path will also be enhanced. Other initiatives, identified in the Cleveland Walking Network Plan, will be delivered in the next 20 years (Figure 35).

5.0 Implementation and review

The LATP identifies potential transport initiatives to be delivered 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 5 years), medium (by 2036) and long term (by 2046) timeframes, they are for guidance only and will be subject to Council and other government funding priorities and the rate which the centre is redeveloped. Bearing in mind delivering the *Master Plan* vision has been slow to realise, 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) The state or federal government delivering key infrastrucure upgrades (such as the Cleveland rail line duplication or strategic route changes), substantially boosting public transport services, increasing their funding commitments or devolving government services to Cleveland Centre.
3) Successful behaviour change or travel demand management initiatives that change how and when trips are made to and through the centre.

The delivery of 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 state government. The commonwealth government also offers grants to state and local governments and sets standards, which apply to all governments. 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 by how and when people travel and how often they do so.

The following figures provide an indication of the initiatives that Council will support, advocate for or deliver over the short, medium and long terms:

Time interval	Focus
Short Term (next 5 years)	The groundwork for large development or another major trigger is established by up-front investment in public and active transport that trigger mode shift. Streetscape enhancements improve connectivity and accessibility to major destinations in and around the centre, especially by active transport modes.
Medium Term (2030-2036)	This stage sees a significant enhancement in passenger transport services and further improvements in active transport infrastructure in response to significant development occurring.
Long Term (2037- 2046)	This stage would see substantial changes to streets to support development and centre activation, with the majority of parking occurring off street within development sites. Investigations would be undertaken to determine the viability of multi-deck parking on the edges of the centre.

The program of initiatives will be reviewed every 5 years and adjustments made to reflect progress, government commitments, funding and likely triggers.

5.1 Potential short-term initiatives (next 5 years)

Ref	Initiative
1	Improved public transport services
2	Improved RPAC access -left in, left-out
3	Liaise with DTMR to modify Waterloo St to improve active transport access between RPAC, public transport & rest of centre
4	Improved access and relocating Moreton Bay Cycleway & Ross Ck access
5	Traffic calm Shore St West
6	Modify intersections to enhance public and active transport accessibility
7	Improved facilities for people with limited mobility
8	Incremental changes to parking to improve efficiency and access
9	Complete Cleveland destination access plan

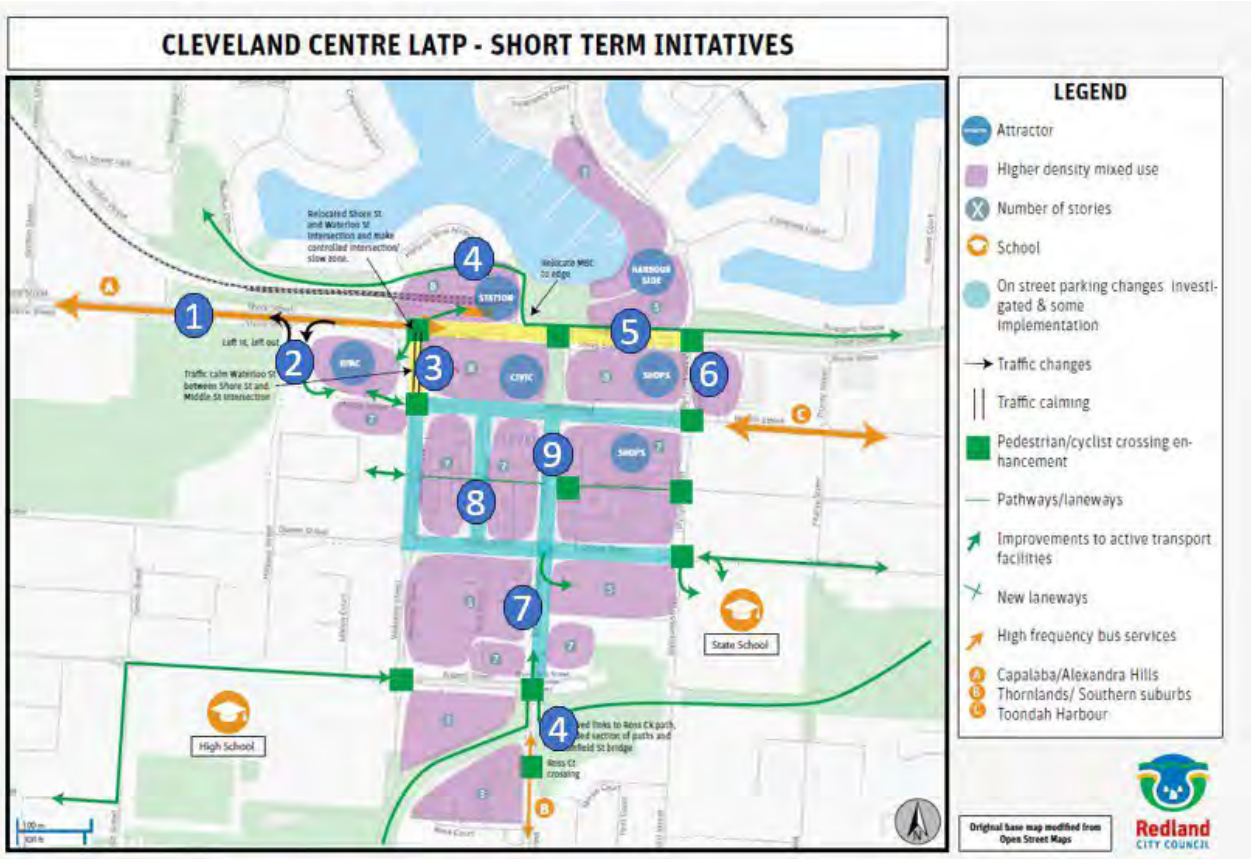


Figure 36: Cleveland Centre LATP- short term initiatives

5.2 Potential medium-term initiatives (2030 to 2036)

Ref	Initiative
1	Advocate for rail duplication to proceed before 2032 SEQ Olympics
2	Advocate to state government for bus station and bus loop around centre
3	Advocate for direct high frequency bus services to hospital and to south of city
4	Work with state government and developers to support development of transit oriented development and relocated park 'n' ride in vicinity of Cleveland Station
5	Modify intersections & crossings to enhance access for public transport, pedestrians and riders
6	More laneways provided when redeveloped
7	Improved Ross CK path
8	Staged development of Middle between RPAC and Toondah Harbour
9	Parking management with Smart Travel initiatives

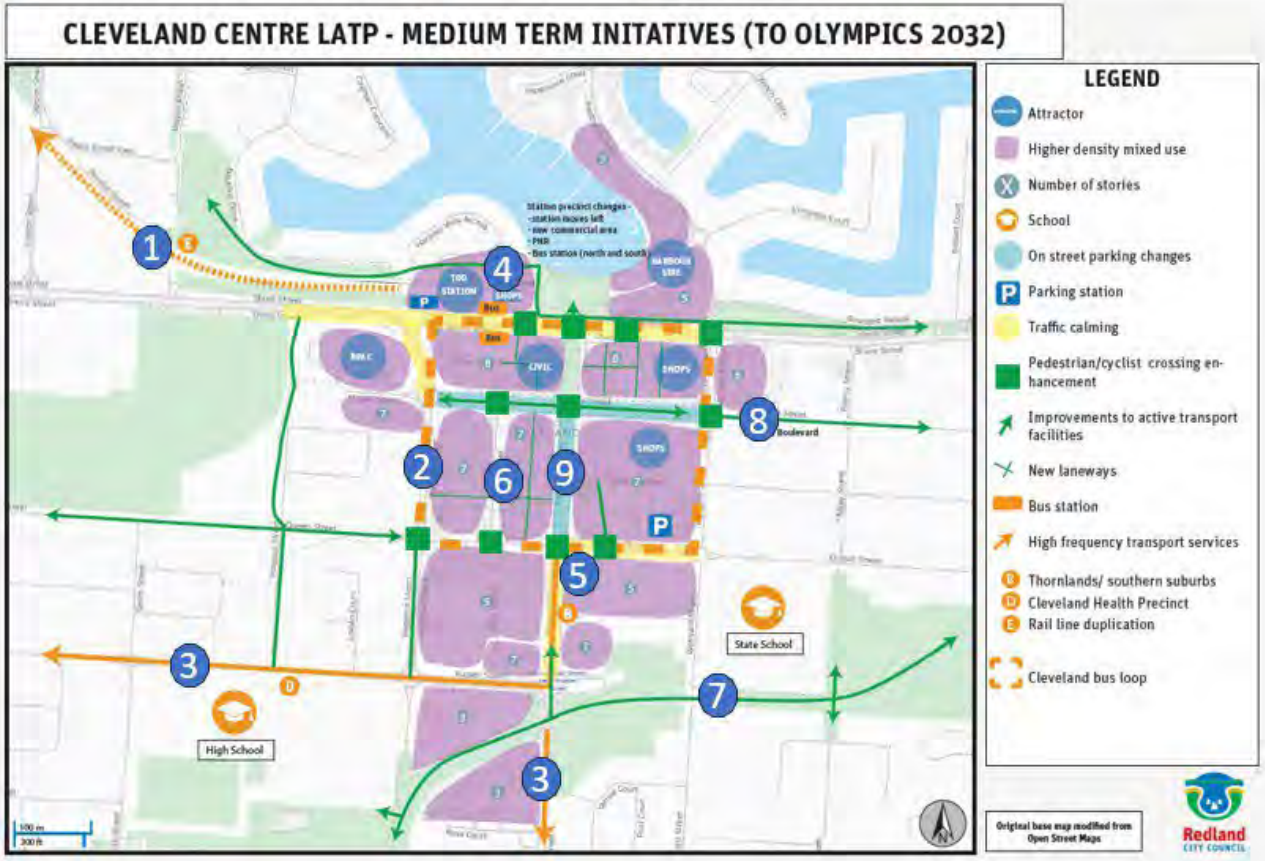


Figure 37: Cleveland Centre LATP- medium term initiatives

5.3 Potential long-term initiatives (2037-2046)

Ref	Initiative
1	Investigate viability of possible parking stations- RPAC, Doig St and Ross Ct
2	Developments with off-street parking and end-of-trip facilities
3	Street changes to support development, improved facilities for pedestrians & riders, and for centre activation

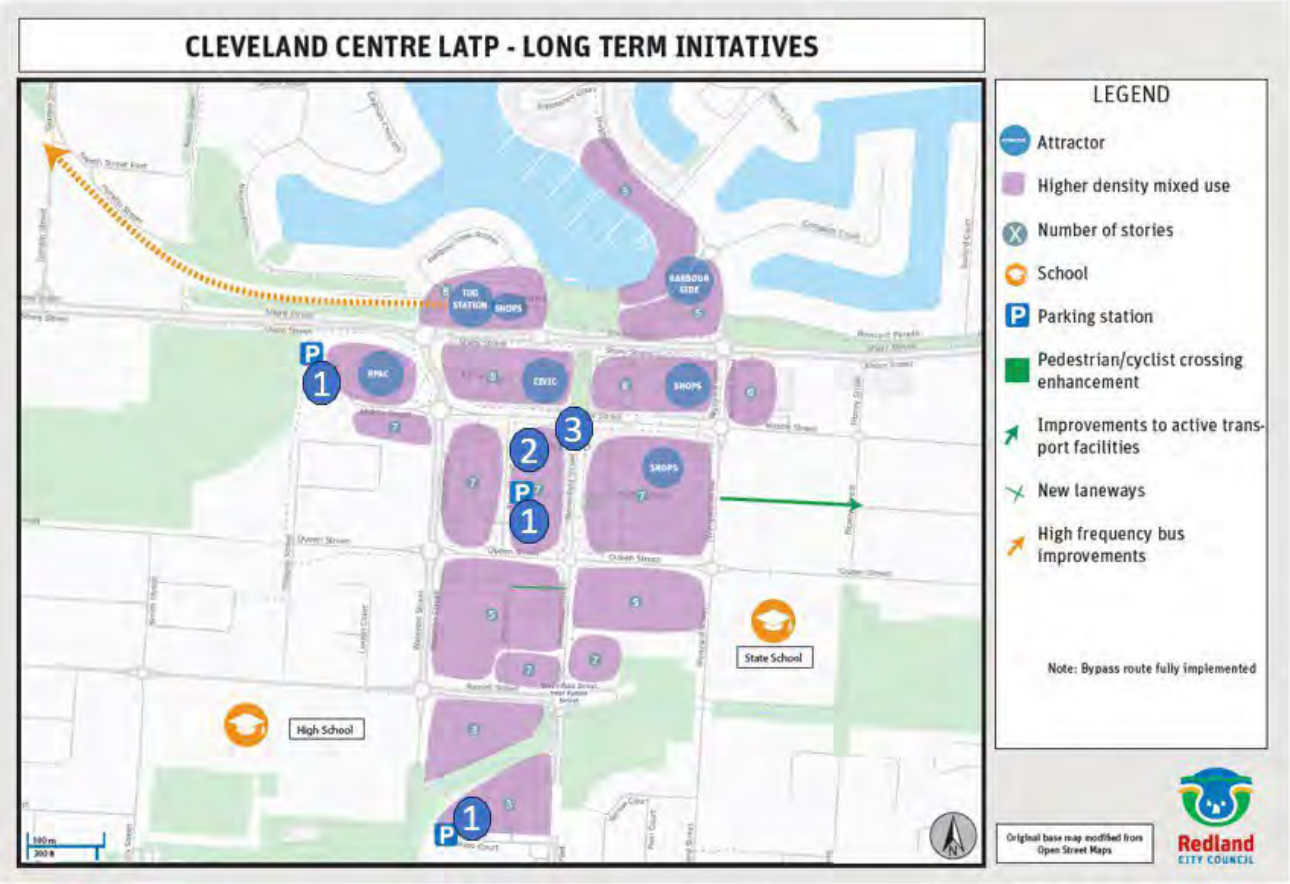


Figure 38: Cleveland Centre LATP- long term initiatives

More information

Glossary

Active transport: means walking and riding. This includes travel by foot, cycle, personal mobility devices (such as e-scooters and e-cycles) and wheelchair or mobility scooter. It excludes riding an animal or motorcycle.

City Plan: Redland City Council's town planning scheme for developing Redlands Coast, in accordance with ShapingSEQ.

Community Transport: means a service that is supported by a person/people of the community who help transport those in disadvantaged situations who may not be able to access or afford normal transport.

Core Streets: comprise Bloomfield Street from Ross Court northwards, Middle Street from the Redlands Performing Arts Complex to Wynyard Street, and Doig Street.

Demand Responsive transport: a shared private transport that adjusts to where the demand needs it. It does not follow a timetable or a fixed route.

Destination Access Plan: Redland City Council is preparing destination access plans for key destinations in the city. These plans seek to optimise the community's access to these destinations, including addressing current and future parking demand.

End of trip facilities: Facilities that help encourage and support people who walk or cycle to work (bike or scooter parking/storage, locker facilities, showers and change rooms, ironing facilities, hairstyling tools, etc.)

Local Area Transport Plans (LATPs): Local area transport plans are specific projects that will address transport issues across an area. The development of a LATP will include centres, schools, transport hubs and corridors and seeks to clearly define the desired transport outcomes in relation to movement, accessibility, and connectivity. These outcomes will be considered in the context of network pressures such as population growth, mode share and infrastructure requirements.

Master Plan: Cleveland Centre Master Plan 2010.

Mode: a method of moving people or goods from one place to another. They include walking, riding a cycle of personal mobility device, mobility scooters, private vehicles and trucks, buses, trains, ferries and other forms of passenger transport.

Passenger transport: meaning a form of transport that carries multiple people from one location to another, usually for a fee. This could by water, land, or air, by using buses, trains, airplanes, and automobiles.

Redlands Coast Transport Strategy (2020): The Redlands Coast Transport Strategy is Redland City Council's strategy that provides the direction for developing the transport system in Redland city over the next 20 years. The strategy's life aligns with the timeframes defined in the Council's City Plan and the Southeast Queensland Regional Plan 2017 (ShapingSEQ).

Ride Share: means a service that allows you to book a driver with a private vehicle from any location.

Riding: means riding cycles but also wheeled recreational devices (such as foot scooters and skateboards), as well as micro-mobility devices (such as e-bikes, e-scooters and other personal mobility devices). It excludes riding an animal or motorcycle.

Regional Plan: synonymous with ShapingSEQ 2023: see below.

RPAC: Redland Performing Arts Centre, Cleveland

ShapingSEQ 2023: The Queensland government's long-term vision for handling urban growth in the changing Southeast Queensland region by accommodating for future population growth while sustainably enhancing our communities and maintaining the south-east Queensland we love.

Street activation: the process of enabling more pedestrian activity on a street that enhances the environment into a more attractive and vibrant space (street theatres, cafes, outdoor dining, street performances, farmer's markets, etc.).

Sustainable (travel) modes: any mode that has a reduced carbon output, as compared with private vehicles. This includes buses, trains, ride share or non-motorised transport (bike, walking, etc.).

TMR: Department of Transport and Main Roads (Queensland Government).

Transit Orientated Development (TOD): transit orientated development means the creation of a network of well-designed, human scale-urban communities focused on public transport. TODs are characterised by rapid and frequent public transport, high accessibility to public transport, a mix of residential, retail, commercial and community uses, high quality public spaces and streets that are walking and rider friendly, medium to high density development within 800m of the public transport station, with reduced rates of car parking.

The term TOD is often used incorrectly to describe a single development adjacent to or above a public transport station. TOD refers to the set of principles applying to the broader precinct surrounding the station, rather than any individual development within it.

Transport Strategy: Redlands Coast Transport Strategy 2020, Redland City Council, 2020.

Walking: means walking but also running, jogging and using mobility aids such as walking frames and wheelchairs (including electric wheelchairs/motorised mobility scooters).

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